

The Regional Municipality of Durham

Planning & Economic Development Committee Agenda

Council Chambers Regional Headquarters Building 605 Rossland Road East, Whitby

Tuesday, November 3, 2020

9:30 AM

Please note: In an effort to help mitigate the spread of COVID-19, and to generally comply with the directions from the Government of Ontario, it is requested in the strongest terms that Members participate in the meeting electronically. Regional Headquarters is closed to the public, all members of the public may view the Committee meeting via live streaming, instead of attending the meeting in person. If you wish to register as a delegate regarding an agenda item, you may register in advance of the meeting by noon on the day prior to the meeting by emailing delegations@durham.ca and will be provided with the details to delegate electronically.

- 1. Roll Call
- 2. **Declarations of Interest**
- 3. **Adoption of Minutes**
 - Planning & Economic Development Committee meeting October 6, 2020

Pages 4 - 13

4. **Statutory Public Meetings**

There are no statutory public meetings

5. **Delegations**

There are no delegations

6. Presentations

6.1 Jacquie Severs, Manager of Economic Development, Marketing and Cluster Development, re: "Downtowns of Durham" Website – Shop Local (2020-EDT-10) [Item 8.2 A)]

7. Planning

7.1 Correspondence

A) Correspondence from C. Anne Greentree, Municipal Clerk, Municipality of Clarington, re: Support of a Ministerial Zoning Order (MZO) Changing the Zoning of 2423 Rundle Road Bowmanville

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Recommendation: Refer to Consideration of Report #2020-P-25

7.2 Reports

A) Durham Environmental Advisory Committee (DEAC) Membership Appointments (2020-P-23)

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B) Envision Durham – Framework for a New Regional Official Plan (2020-P-24)

18 - 24

C) Private Request for a Minister's Zoning Order to Permit a Home Hardware Building Centre in the Rural Area at the Southeast Corner of Rundle Road and Regional Highway 2 in the Municipality of Clarington (2020-P-25)

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8. Economic Development

8.1 Correspondence

8.2 Reports

A) "Downtowns of Durham" Website – Shop Local (2020-EDT-10)

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9. Advisory Committee Resolutions

There are no advisory committee resolutions to be considered

10. Confidential Matters

There are no confidential matters to be considered

11. Other Business

12. Date of Next Meeting

Tuesday, December 1, 2020 at 9:30 AM

13. Adjournment

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The Regional Municipality of Durham

MINUTES

PLANNING & ECONOMIC DEVELOPMENT COMMITTEE

Tuesday, October 6, 2020

A regular meeting of the Planning & Economic Development Committee was held on Tuesday, October 6, 2020 in the Council Chambers, Regional Headquarters Building, 605 Rossland Road East, Whitby, Ontario at 9:30 AM. Electronic participation was offered for this meeting.

1. Roll Call

Present: Councillor Ryan, Chair

Councillor Joe Neal, Vice-Chair

Councillor Highet Councillor Kerr Councillor Lee Councillor Yamada Regional Chair Henry

* all members of Committee, except Regional Chair Henry, participated

electronically

Also

Present: Councillor Dies

Councillor Foster Councillor Mulcahy Councillor Smith Councillor Wotten

Absent: Councillor Bath-Hadden

Staff

Present: E. Baxter-Trahair, Chief Administrative Officer

B. Bridgeman, Commissioner of Planning and Economic Development

A. Caruso, Senior Planner H. Finlay, Senior Planner

S. Gill, Director, Economic Development and Tourism

C. Goodchild, Manager, Policy Planning & Special Studies

R. Inacio, Systems Support Specialist, Corporate Services - IT

S. Jibb, Manager, Economic Development, Agriculture and Rural Affairs

G. Muller, Director of Planning

G. Pereira, Manager, Transportation Planning

B. Pickard, Manager, Tourism

N. Prasad, Committee Clerk, Corporate Services - Legislative Services

K. Ryan, Senior Solicitor, Corporate Services – Legal Services

- S. Salomone, Manager, Economic Development, Business Development and Investment
- J. Severs, Manager, Economic Development, Marketing and Cluster Development
- L. Trombino, Manager, Plan Implementation
- T. Fraser, Committee Clerk, Corporate Services Legislative Services

2. Declarations of Interest

There were no declarations of interest.

3. Adoption of Minutes

Moved by Councillor Lee, Seconded by Councillor Yamada,

(50) That the minutes of the regular Planning & Economic Development Committee meeting held on Tuesday, September 8, 2020, be adopted.

CARRIED

4. Statutory Public Meetings

There were no statutory public meetings.

5. Delegations

5.1 Diane Cameron, Director, Nuclear Energy, Natural Resources Canada, re: Canada's Small Modular Reactor Action Plan

Diane Cameron, participating electronically, appeared before the Committee with respect to Canada's Small Modular Reactor Action Plan and the invitation for Durham Region to join the Action Plan.

Ms. Cameron advised that she is the Director of the Nuclear Energy Division within Natural Resources Canada. She also advised that she oversees a team that leads and coordinates nuclear energy policy for Canada. She explained that they work in close collaboration with provincial and territorial governments, and industry partners. She noted that there is also an increasing desire to work with other stakeholder groups and partners.

Ms. Cameron provided a brief overview of the nuclear energy sector. She advised that the nuclear energy sector in Canada currently operates CANDU reactors that provide over 65% of electricity in Ontario, over 35% of electricity in New Brunswick, and represents about 15% of Canada's electricity supply. She also advised that nuclear energy is the second largest non-emitting source of power in Canada, displacing over 50 megatons of emissions every year. She stated that the industry provides 76,000 direct and indirect jobs in Canada and adds \$17 billion annually to Canada's GDP.

Ms. Cameron further advised that small modular reactors (SMR) are a new wave of nuclear energy technology that are being worked on around the world. She stated that SMRs are an area where Canada has many advantages and has been in a leadership position. She advised that SMRs are smaller than a CANDU reactor in both size and power output, generate under 300 megawatts, are modular, and are reactors powered by nuclear fission. She also advised that Ontario Power Generation (OPG) is taking steps to build the first grid scale 300mw electric SMR at the Darlington site and partner with the Province of Saskatchewan to help them phase out coal.

Ms. Cameron further advised that in 2018 Canada commenced a project called Canada's SMR Roadmap and in November 2018 a report was published. She explained that work continued in 2019 and a Memorandum of Understanding was signed by the Premiers of Alberta, Saskatchewan, Ontario and New Brunswick to collaborate on the development of SMRs. In early 2020, the Minister of Natural Resources Canada announced that they would reconvene and produce Canada's SMR Action Plan. She also advised that Canada's SMR Action Plan will be released in November 2020 and they are seeking to release it with their partners. She stated that Durham Region is invited to join the Action Plan and she noted that the final report will include 100 or more organizations.

D. Cameron responded to questions.

With the consensus of the Committee, the order of the agenda was altered to consider Report #2020-EDT-9 at this time.

8.2 Reports

C) Natural Resources Canada Small Nuclear Reactor Action Plan 2020 (2020-EDT-9)

Report #2020-EDT-9 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Moved by Regional Chair Henry, Seconded by Councillor Highet, (51) That we recommend to Council:

That Regional Council endorse the following draft resolution contained in Attachment #1 to Report #2020-EDT-9 of the Commissioner of Planning and Economic Development to advise Natural Resources Canada (NRCan) that Durham Region will become an active participant in the development of NRCan's Small Nuclear Reactor Action Plan 2020:

Whereas the federal government is positioning Canada to be an early global leader in the development and implementation of small modular reactors (SMRs) with the publication in November 2018 of "A Call to Action: A Canadian Roadmap for Small Modular Reactors";

Whereas the federal government, Ontario, Alberta, Saskatchewan, and New Brunswick and a host of partners in the nuclear sector are taking a 'Team Canada' approach to developing an action plan for publication in November 2020 to seize the SMR opportunity;

Whereas nuclear energy is critical to Canada's ability to meet its international commitments to reduce greenhouse gas emissions and shift to a low carbon economy and SMRs could support electricity needs where fossil fuels are being phased out, and offer the opportunity for remote and northern off-grid communities and resource extraction sites to move from diesel generation to a mix of energy sources including nuclear;

Whereas Canada has a robust legal and regulatory framework that is internationally recognized guiding and ensuring the safe, secure of operation of nuclear industry;

Whereas Ontario Power Generation (OPG) has announced that they will be locating their corporate headquarters in Durham Region, and lands at OPG's Darlington Nuclear Generating Station (NGS) are the only site in Canada approved for new nuclear development;

Whereas Ontario Tech University offers Canada's only undergraduate Nuclear Engineering program as well as Nuclear Engineering graduate degrees, and has recently established the Centre for SMRs to conduct SMR research and to prepare the next generation of nuclear scientists and engineers for this emerging technology;

Whereas certain types of SMRs (micro-modular reactors) are being explored for development by New Brunswick that may be able to use spent fuel from CANDU reactors as their primary fuel source;

Whereas the development of SMRs aligns closely with Durham Region's clean energy, engineering, and environment (EN3) economic development strategy, and the adoption of this technology first in Durham Region positions the region well for the development of the SMR value chain, expertise, and accompanying high-skill job creation locally; and

Whereas becoming the centre of excellence nationally for SMRs positions the region well for exporting SMR expertise, components and engineering in the future, both domestically and internationally, offering a unique opportunity to contribute to Durham's, Ontario's, and Canada's economic recovery from the impacts of COVID-19;

Now therefore, be it resolved that Durham Region become an active participant and supporter in the development by Natural Resources Canada (NRCan) of the SMR Action Plan 2020 by providing a vision statement to the website and conveying our interest in being part of the SMR future in Canada;

That Regional Council endorse the NRCan SMR statement of principles;

That the Region commit to appropriate action items in contribution to the broader Canada SMR Action Plan; and

That a copy of this motion be forwarded to the Minister of Natural Resources Canada; the Director, Nuclear Energy Division at Natural Resources Canada; Ontario's Minister of Energy, Northern Development and Mines; Durham MPs and MPPs; members of the Canadian Association of Nuclear Host Communities; and Ontario Power Generation.

CARRIED

5. Delegations

5.2 Kristen Hinde, Project Engineer, Skelton Brumwell & Associates; Anne Guiot, Senior Planner, Skelton Brumwell & Associates; and Victor Giordano, VicDom Sand and Gravel, re: Application to Amend the Durham Regional Official Plan submitted by VicDom Sand and Gravel (Ontario) Ltd., File: OPA 2014-008

Anne Guiot, participating electronically, appeared before the Committee with respect to the application to amend the Durham Regional Official Plan submitted by VicDom Sand and Gravel (Ontario) Ltd. Kristen Hinde and Victor Giordano also participated electronically.

Ms. Guiot advised that they were present to answer any questions on Report #2020-P-20 of the Commissioner of Planning and Economic Development.

With the consensus of the Committee, the order of the agenda was altered to consider Report #2020-P-20 at this time.

7.2 Reports

A) Application to Amend the Durham Regional Official Plan, submitted by VicDom Sand and Gravel (Ontario) Ltd., to permit a new Aggregate Resource Extraction Area in the Township of Uxbridge, File: OPA 2014-008 (2020-P-20)

Report #2020-P-20 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Moved by Councillor Yamada, Seconded by Councillor Kerr,

- (52) That we recommend to Council:
- A) That Amendment #182 to the Durham Regional Official Plan to permit a new aggregate resource extraction area, as detailed in Attachment #3 to Report #2020-P-20 of the Commissioner of Planning and Economic Development, be approved; and

B) That "Notice of Adoption" be sent to the applicant, the Township of Uxbridge, the Lake Simcoe Region Conservation Authority, the Ministry of Municipal Affairs and Housing, the Ministry of Natural Resources and Forestry, and to all persons or public bodies who made a submission or requested notification of the decision.

CARRIED

6. Presentations

6.1 Anthony Caruso, Senior Planner, re: Durham Regional Cycling Plan Update – 2nd Project Status Summary (2020-P-22)

A. Caruso, participating electronically, provided a PowerPoint presentation outlining the details of Report #2020-P-22 of the Commissioner of Planning and Economic Development. Highlights of his presentation included:

- Developing the 2020 Regional Cycling Plan Update (RCPU)
- Overview of Summer Public Engagement
 - Summer Public Engagement Activities
 - Summer Survey Results: Overview
 - o Bicycle Parking Survey Results
 - Maintenance Survey Results
 - o Signage & Wayfinding Survey Results
 - Education & Encouragement Survey Results
- Primary Cycling Network (PCN) Update
 - Updating the PCN
 - Step 1: Level of Separation Results
 - Step 2: PCN Update & Status
 - Step 3: Identify and Confirm Facilities
- Cycling Strategy Review
 - Approach & Considerations
 - Draft Approaches (Bike Parking)
 - Draft Approaches (Signage)
 - Draft Approaches (Education)
 - Draft Approaches (Maintenance)
- Next Steps
 - Draft Phasing Overview Reference Purpose Only
 - Draft Facility Type Overview Reference Purpose Only

A. Caruso responded to questions with respect to the possibility of establishing consistent signage; the possibility of establishing consistent standards and guidelines; proposed cycling network linkages; and consultation with local active transportation committees.

With the consensus of the Committee, the order of the agenda was altered to consider Report #2020-P-22 at this time.

7.2 Reports

C) Durham Regional Cycling Plan Update (RCPU) – 2nd Project Status Summary (2020-P-22)

Report #2020-P-22 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Moved by Councillor Kerr, Seconded by Councillor Highet,

(53) That Report #2020-P-22 of the Commissioner of Planning and Economic Development be received for information.

CARRIED

6. Presentations

- 6.2 Brandon Pickard, Tourism Manager, re: Recovery Video Series Supporting Local Business (2020-EDT-7)
 - B. Pickard, participating electronically, advised that the Economic Development and Tourism Division has released a "Support Local" video series and a "You Are Not Alone" video as part of their COVID 19 response. Ten videos were played for the Committee and are available on the Durham Tourism YouTube page (https://www.youtube.com/user/DurhamTourism).
 - B. Pickard responded to questions with respect to the goal of the video series; and how the videos will be promoted.

With the consensus of the Committee, the order of the agenda was altered to consider Report #2020-EDT-7 at this time.

8.2 Reports

A) Recovery Video Series – Supporting Local Business (2020-EDT-7)

Report #2020-EDT-7 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Moved by Councillor Highet, Seconded by Councillor Lee,

(54) That Report #2020-EDT-7 of the Commissioner of Planning and Economic Development be received for information.

CARRIED

7. Planning

7.1 Correspondence

There were no communications to consider.

7.2 Reports

A) Application to Amend the Durham Regional Official Plan, submitted by VicDom Sand and Gravel (Ontario) Ltd., to permit a new Aggregate Resource Extraction Area in the Township of Uxbridge, File: OPA 2014-008 (2020-P-20)

This item was considered earlier in the meeting. Refer to pages 5 and 6 of these minutes.

B) Project Update: VIA Rail Canada's proposal for High Frequency Rail Service between Quebec City and Toronto (2020-P-21)

Report #2020-P-21 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

G. Pereira responded to questions with respect to whether any public consultation has taken place; when background reports are expected to be available; whether it is realistic to have dedicated lines for each operator; whether there is a possibility of including additional stops for Durham residents; and whether it would be possible to expand GO service to north Durham on the CP Havelock line.

Moved by Councillor Lee, Seconded by Councillor Yamada,

(55) That Report #2020-P-21 of the Commissioner of Planning and Economic Development be received for information.

CARRIED

C) Durham Regional Cycling Plan Update (RCPU) – 2nd Project Status Summary (2020-P-22)

This item was considered earlier in the meeting. Refer to page 7 of these minutes.

8. Economic Development

8.1 Correspondence

There were no communications to consider.

8.2 Reports

A) Recovery Video Series – Supporting Local Business (2020-EDT-7)

This item was considered earlier in the meeting. Refer to page 7 of these minutes.

B) Local Food Business Retention and Expansion Project: Implementation Update (2020-EDT-8)

Report #2020-EDT-8 from B. Bridgeman, Commissioner of Planning and Economic Development, was received.

Staff responded to questions with respect to feedback received from local food operators; and the possibility of permitting on-farm diversified uses through the municipal comprehensive review of the Regional Official Plan.

Moved by Regional Chair Henry, Seconded by Councillor Highet,
(56) That Report #2020-EDT-8 of the Commissioner of Planning and
Economic Development be received for information.

CARRIED

C) Natural Resources Canada Small Nuclear Reactor Action Plan 2020 (2020-EDT-9)

This item was considered earlier in the meeting. Refer to pages 3 to 5 of these minutes.

9. Advisory Committee Resolutions

There were no advisory committee resolutions to be considered.

10. Confidential Matters

There were no confidential matters to be considered.

11. Other Business

11.1 Natural Resources Canada Small Nuclear Reactor Action Plan 2020 (2020-EDT-9)

Councillor Foster referenced section 4.4 in Report #2020-EDT-9 of the Commissioner of Planning and Economic Development and he expressed his opinion that the Region is well positioned to participate in all four pillars. He advised that Ontario Power Generation's Darlington Nuclear Generating Station is currently the only site licensed for new build and could be the demonstration site for a 300 megawatt small modular reactor. He noted that this license will need to be renewed, which the Region can help with, and there would be deployment. He also stated that the Region is a host community for the nuclear industry and has a huge amount of knowledge on that industry. He added that the Region has the ability to share our experiences and our confidence in the industry.

Councillor Ryan advised that Ontario Power Generation (OPG) is establishing the Centre for Canadian Nuclear Sustainability in Pickering and that they are discussing the possibility of re-purposing the Pickering site for small modular reactors.

Report #2020-EDT-9 of the Commissioner of Planning and Economic Development was considered earlier in the meeting. Refer to pages 3 to 5 of these minutes.

12. Date of Next Meeting

T. Fraser, Committee Clerk

The next regularly scheduled Planning & Economic Development Committee meeting will be held on Tuesday, November 3, 2020 at 9:30 AM in the Council Chambers, Regional Headquarters Building, 605 Rossland Road East, Whitby.

13. Adjournment

Moved by Regional Chair Henry, Seconded by Councillor Ker (57) That the meeting be adjourned. CARRIED	r,
The meeting adjourned at 11:05 AM	
Respectfully submitted,	
D. Ryan, Chair	



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October 27, 2020

The Honourable Steve Clark, M.P.P., Minister of Municipal Affairs and Housing Via Email: minister.mah@ontario.ca

Dear Minister:

Re: Support of a Ministerial Zoning Order (MZO) Changing the Zoning

of 2423 Rundle Road Bowmanville

File Number: PG.25.06

At a special meeting held on October 26, 2020, the Council of the Municipality of Clarington passed the following Resolution #C-418-20:

The Municipality of Clarington supports a Ministerial Zoning Order (MZO) to be issued by the Province of Ontario, changing the zoning of 2423 Rundle Road Bowmanville from a C4-6 to a C4 designation, allowing Bowmanville Home Hardware to expand their business in the Municipality of Clarington;

That the applicant carrying out the necessary studies and implementing the recommended works from:

- Traffic Study;
- Hydrological/Hydrogeological study;
- Environmental Impact Study;
- Servicing Study; and
- Storm water management plan;

That the Province commit to reviewing the lands south of Highway 2 between Hwy 418 and Maple Grove Road for inclusion in the Greenbelt based on their contributions to the systems of agriculture, natural heritage and water resources; and

That should the Bowmanville site be redeveloped, the applicant commit that 25% of the units be developed as affordable housing units (for low income families).

If you have been copied on this letter and have questions, please contact Paul Wirch or Carlos Salazar at 905-623-3379 or by email at pwirch@clarington.net.

Yours sincerely,

C. Anne Greentree, BA, CMO

Municipal Clerk

CAG/cm

c. Cheryl Bandel, Deputy Regional Clerk, Regional Municipality of Durham – clerks@durham.ca

Brian Bridgeman, Commissioner of Planning, Regional Municipality of Durham, Planning Department - <u>Brian.Bridgeman@durham.ca</u>

Dan Moulton, Home Hardware - Dan.Moulton@homehardware.ca

R. Albright, Manager of Infrastructure

F. Langmaid, Acting Director of Planning and Development Services Interested Parties (list available from Planning & Development Services Department) If this information is required in an accessible format, please contact 1-800-372-1102 ext. 2564



The Regional Municipality of Durham Report

To: Planning and Economic Development Committee

From: Commissioner of Planning and Economic Development

Report: #2020-P-23

Date: November 3, 2020

Subject:

Durham Environmental Advisory Committee (DEAC) Membership Appointments, File: A01-37-02

Recommendation:

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

- A) That Christine Doody-Hamilton be appointed as an At-Large member to the Durham Environmental Advisory Committee and that she be so advised of her appointment;
 and
- B) That a copy of Commissioner's Report #2020-P-23 be forwarded to the area municipalities and the Durham Environmental Advisory Committee.

Report:

1. Purpose

- 1.1 On July 22, 2020, Dennis Sallans resigned from the Durham Environmental Advisory Committee (DEAC). His resignation resulted in a vacancy for an at-large member.
- 1.2 In accordance with the DEAC Terms of Reference, the Planning and Economic Development Committee must recommend an "at large" member to fill the vacancy due to Mr. Sallans' resignation.

1.3 Applications received at the start of the 2018-2022 Council term were retained in the event of future vacancies, as per the Committee's Terms of Reference. These applications were reviewed for this vacancy, and it is recommended that Christine Doody-Hamilton be appointed as an "at large" member to the Durham Environmental Advisory Committee.

1.4 Ms. Doody-Hamilton is a former water resources engineering technologist with the Toronto Region Conservation Authority, and a former professor at Seneca College in the Centre for the Built Environment. She holds a Master of Environmental Studies degree from York University and is a resident of Pickering. She maintains an active interest in a variety of environmental issues. Ms. Doody-Hamilton is well qualified to serve on this committee.

2. Previous Reports and Decisions

2.1 The Commissioner reports to Committee as necessary whenever there are changes to the membership of the Citizen Advisory Committees.

3. Relationship to Strategic Plan

- 3.1 This report aligns with/addresses the following strategic goals and priorities in the Durham Region Strategic Plan:
 - 1.4 (Environmental Sustainability) Demonstrate leadership in sustainability and addressing climate change.

Respectfully submitted,

Original signed by	
Brian Bridgeman, MCIP, RPP	
Commissioner of Planning and	
Economic Development	

Recommended for Presentation to Committee

Original signed by

Elaine C. Baxter-Trahair

Chief Administrative Officer

If this information is required in an accessible format, please contact 1-800-372-1102 ext. 2564



The Regional Municipality of Durham Report

To: Planning and Economic Development Committee

From: Commissioner of Planning and Economic Development

Report: #2020-P-24

Date: November 3, 2020

Subject:

Envision Durham - Framework for a New Regional Official Plan

Recommendation:

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

- A) That Regional Council endorse the framework for the new Regional Official Plan as outlined in this report; and
- B) That a copy of Report #2020-P-24 be forwarded to Durham's area municipalities, conservation authorities, the Envision Durham Interested Parties List and the Ministry of Municipal Affairs and Housing.

Report:

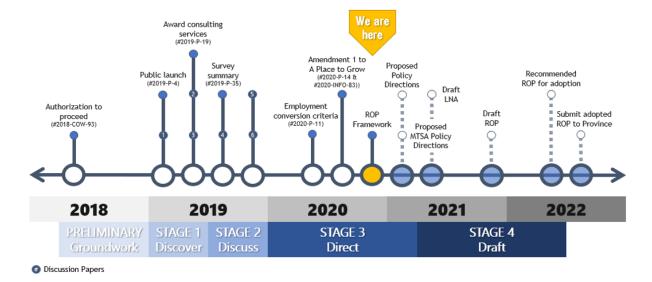
1. Purpose

1.1 The purpose of this report is to provide an update on Envision Durham, the Region's Municipal Comprehensive Review (MCR), and introduce the framework for the new Regional Official Plan. Envision Durham will replace the current Regional Official Plan (ROP) by establishing a progressive and forward-looking planning vision for the Region to 2051. A new framework, with a streamlined structure and approach will support a new and compelling ROP.

2. Previous Reports and Decisions

- 2.1 Envision Durham is a multi-year project which has been the subject of several reports to Council as illustrated below in Figure 1. Recent activities have included:
 - Receiving, cataloguing and examining feedback received through the discussion paper submissions;
 - Undertaking policy reviews and analyses in preparation for upcoming proposed policy directions; and
 - Examining and preparing policies and delineations for proposed Major Transit Station Areas, to be provided as a standalone amendment for public review and comment in early 2021.

Figure 1 – Envision Durham stages and reporting milestones



3. A New Regional Official Plan Framework – Need for Change

- 3.1 The framework of the current ROP dates back to the early 1990s, which has its roots in the structure of the 1976 ROP.
- 3.2 It is appropriate that the current ROP be repealed and replaced with a new ROP that will implement contemporary land use planning policies, new and updated policies contained in the PPS and the provincial plans which apply to Durham, such as the Growth Plan, the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan and the Lake Simcoe Protection Plan.

3.3 A new framework and vision will support a well-defined structure of urban areas and rural settlements, a system of connected environmental features, extensive and productive agricultural areas, a variety of open spaces and a comprehensive, integrated and multi-modal transportation network.

4. Guiding Principles and Desired Outcomes

- 4.1 The following guiding principles will help shape the new ROP:
 - **Progressive** contemporary, compelling and forward-thinking in both subject matter and delivery.
 - **Streamlined** avoiding redundancy while providing meaningful policy direction on matters of provincial and Regional interest, the ROP will be efficient in structure and content while providing appropriate depth.
 - Accessible—intuitive and user-friendly, the ROP will be clear and easier to read by a wide variety of audiences.
- 4.2 In addition to these three guiding principles, the new ROP will:
 - Anticipate Change. The ROP will plan for a population of 1.3 million people and 460,000 jobs over the next 30 years. The form of development will not be the same as was experienced over the last 30 years, and the pace and timing of development can never be fully predicted. The new ROP will direct growth to appropriate locations while protecting important environmental features from development.
 - **Focus on Results.** The new ROP will establish meaningful performance indicators, so that progress on achieving intended outcomes can be identified, measured and reported on.
 - Have a Strong On-line Presence. There is a need to modernize the look
 and feel of the ROP to one that is more accessible for online viewing
 (including online mapping), is visually pleasing, includes high quality
 graphics, provides call-out explanations and incorporates other features to
 make it more useful in an on-line world.
 - Articulate Meaningful Regional Priorities. Rather than simply reiterating
 or administering provincial policy, the ROP will articulate strategic Regional
 priorities. This would include building upon the vision and goals of the
 Durham Region Strategic Plan, 2020-2024 while enabling detailed land use
 planning policies and designations through area municipal official plans, as
 appropriate.

5. Public Opinion Survey

- 5.1 In early 2019, a Public Opinion Survey was undertaken where participants provided input on some of the most important land use planning issues in the region today and over the next 30 years.
- 5.2 The survey reveals a desire for greater balance amongst broad objectives, including:
 - Increased job opportunities and overall economic prosperity;
 - Healthy communities that provide a variety of supports, services and affordable housing options;
 - Livable urban areas that preserve lands for greenspace and recreation by shifting from sprawl to more sustainable growth patterns;
 - Resilient built and natural environments ready for adaptation and mitigation against the effects of climate change;
 - Protected rural landscapes with strong agricultural roots; and
 - Transportation networks that support and promote a range of modes, including active transportation and enhanced transit.

When considered together, the priorities identified by residents foster a complete community where our residents want to live, work, play, grow and invest.

6. Proposed Framework

6.1 In addition to broad strategic directions, ambitious goals, pragmatic objectives, and action-based policies, the new ROP will be founded on a strong vision for the region's future. The proposed framework for the new ROP is illustrated in Figure 2 below.

Figure 2 – Illustrating a new ROP framework



- The new ROP will incorporate a regional vision presenting Durham as a "community of communities"—diverse, distinct and connected. Staff will work towards developing a broad regional vision that embodies public and stakeholder input.
- 6.3 Seven Strategic Directions will serve as chapters to the new ROP. These directions have been prepared based on over 25 years of experience with the existing ROP, informed by public feedback received to-date and aligned with the broader goals of the Regional Strategic Plan. They are intended present balanced, aspirational, outcome-oriented themes, reflective of the Region's diverse characteristics:
 - Prosperous Economy
 - Healthy Communities
 - Supportive Infrastructure
 - Vibrant Urban System
 - Thriving Rural System
 - Protected Greenlands System
 - Connected Transportation System
- 6.4 Goals, objectives and policies will be introduced through proposed policy directions to be released through 2021.
- The new ROP should continue to support the essential elements valued most by Durham residents (e.g. access to natural areas, waterfronts, clean air, an abundance of recreational opportunities, protected farmlands, historic downtowns, etc.) while managing the growth and development that will continue to transform Durham over the next 30 years.
- 6.6 For consistency and clarity of language, proposed objectives will begin with one of three verbs of intention, namely: "Support", "Promote" or "Ensure".
 - **Support**—where the Region has little control over outcomes and will employ tactics to support conditions (e.g. coordinate, guide, monitor, study, research, investigate);
 - Promote—where the Region has moderate control over outcomes and will actively influence a particular result (e.g. encourage, maintain, improve, develop, evaluate, review, identify, update); and

• **Ensure**—where the Region has greatest control over outcomes and expects to achieve results through direct actions (require, provide, protect, preserve, establish, delineate, conduct, implement, amend, prepare, adopt).

In addition to creating a consistent structure, this approach helps signal the relative degree of influence the Region has over a particular outcome.

6.7 Policy statements will begin with action verbs to give clear direction and convey a sense of imperative.

7. Relationship to Strategic Plan

- 7.1 This report aligns with/addresses the following strategic goals and priorities in the Durham Region Strategic Plan:
 - a. Environmental Sustainability
 - Protect, preserve and restore the natural environment including greenspaces, waterways, parks, trails and farmlands;
 - Demonstrate leadership in sustainability and addressing climate change;
 and
 - Expand sustainable and active transportation.
 - b. Community Vitality
 - Revitalize existing neighbourhoods and build complete communities that are walkable, well-connected, and have a mix of attainable housing; and
 - Build a healthy, inclusive, age-friendly community where everyone feels a sense of belonging.
 - c. Economic Prosperity
 - Position Durham Region as the location of choice for business;
 - Enhance communication and transportation networks to better connect people and move goods more effectively; and
 - Provide a supportive environment for agriculture and agri-food industries.
 - d. Social Investment
 - Revitalize community housing and improve housing choice, affordability and sustainability.

- e. Service Excellence
- Demonstrate commitment to continuous quality improvement and communicating results.

8. Next Steps

- 8.1 In early 2021, staff will seek authorization to consult on proposed policy directions informed by best practice reviews, research, public engagement and feedback received during Stages 1 and 2 of the Envision Durham process.
- 8.2 Concurrent work is being completed through the Growth Management Study (i.e. Land Needs Assessment), as well as advancing a standalone Major Transit Station Area Regional Official Plan Amendment.
- 8.3 The timeframe for completing Envision Durham and submitting it to the Province is July 1, 2022. Ongoing changes to Provincial Policy have impacted the ability of all GGH Regions to complete their MCRs by the prescribed conformity date. Regional staff will continue to take the steps necessary to meet this deadline.
- 8.4 It is recommended that a copy of this report be forwarded to Durham's area municipalities, conservation authorities, the Envision Durham Interested Parties List and the Ministry of Municipal Affairs and Housing.

Respectfully submitted,

Original signed by	
Brian Bridgeman, MCIP, RPP	
Commissioner of Planning and	
Economic Development	

Recommended for Presentation to Committee

Original signed by	
Elaine C. Baxter-Trahair	
Chief Administrative Officer	

If this information is required in an accessible format, please contact 1-800-372-1102 ext. 2564



The Regional Municipality of Durham Report

To: Planning and Economic Development Committee

From: Commissioner of Planning and Economic Development

Report: #2020-P-25

Date: November 3, 2020

Subject:

Private Request for a Minister's Zoning Order to Permit a Home Hardware Building Centre in the Rural Area at the Southeast Corner of Rundle Road and Regional Highway 2 in the Municipality of Clarington.

Recommendation:

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

- A) That Regional Council advise the Minister of Municipal Affairs and Housing that it does not support the use of a Minister's Zoning Order to permit the establishment of a Home Hardware Building Centre in the rural area at the southeast corner of Rundle Road and Highway 2 in the Municipality of Clarington; and
- B) That a copy of this report be forwarded to the Municipality of Clarington.

Report:

1. Purpose

1.1 At its meeting on October 26, 2020, Clarington Council passed a motion to support the enactment of a Minister's Zoning Order (MZO) to permit the development of a new Home Hardware Building Centre in the rural area at the southeast corner of Rundle Road and Regional Highway 2.

1.2 The purpose of this report is to provide background on the proposal and to recommend that Regional Council advise the Minister of Municipal Affairs and Housing that it does not support this MZO request, for policy planning reasons.

2. Background and Policy Planning Context

- 2.1 The subject site is located at the southeast corner of Rundle Road and Regional Highway 2 and is 2.2 hectares (5.5 acres) in size, (see Attachment 1, context map).
- 2.2 The proposal for which the MZO is being sought is a building supply outlet, to be operated as a Home Hardware Building Centre. In addition to the main retail building, the proposed use includes a garden centre and a drive-thru lumber yard, (see Attachment 2, concept plan).
- 2.3 The proponent has advised that the store itself will create approximately 65 jobs.
- 2.4 Primary access to the site is proposed to be from Regional Highway 2, a Regional Road.
- 2.5 The subject lands are located within the rural area mid-way between Courtice and Bowmanville, approximately 2 kilometres west of the Bowmanville urban area boundary, and approximately 2 kilometres east of the Courtice urban area boundary.
- 2.6 A Place to Grow, the Growth Plan for the Greater Golden Horseshoe, 2020 indicates that development outside of settlement areas may be permitted on rural lands for the management or use of resources; resource based recreational uses or other uses that are not appropriate in settlement areas. As a retail use, the proposed Home Hardware Building Centre would be an appropriate use in an urban area.
- 2.7 The Provincial Policy Statement indicates that settlement areas shall be the focus of growth and development. The proposed MZO would not be consistent with the PPS, which would not permit a Home Hardware Building Centre on rural lands.
- 2.8 The subject lands are within the Greenlands System and are designated "Major Open Space" in the Regional Official Plan (ROP). A goal of the ROP is to maintain the distinction between urban and rural areas for the enjoyment of the Region's residents.

2.9 Policy 10.2.2 of the ROP states "The intrusion of urban type uses into the Greenlands System shall not be permitted outside of Urban Areas." The intent of this Regional policy is unequivocal.

- 2.10 Policy 10.3.6 of the ROP states "The lands designated as Major Open Space Areas ... east of the Whitby/Oshawa/Courtice Urban Area form an integral part of the Greenlands System and shall be maintained for their ecological functions and as an urban separator." The planned function of this area as an urban separator has the potential to be eroded by the introduction of urban uses, and would set an undesirable precedent.
- 2.11 Policy 10.A.2.1 states "The predominant use of lands in the Major Open Space Areas shall be conservation, and a full range of agricultural, agricultural-related and secondary uses."
- 2.12 The ROP defines a "Major Retail Use" as "large-scale retail operations and commercial facilities having a gross leasable floor area of 2,000 square metres (21,528 sq.ft.) or greater". The ROP allows Major Retail Uses in Urban Growth Centres, Regional and other Centres. The proposed Home Hardware Building Centre would constitute a Major Retail Use that is suited to areas where urban commercial uses are already permitted.
- 2.13 The proponent had advised that the Home Hardware Building Centre will serve the agricultural community. While it is not unlikely that members of the farm community would shop there, the proposed store is not an "agriculturally-related" use according to the ROP.
- 2.14 The term "agricultural-related use" is specifically defined in the ROP as "... those farm related commercial and farm-related industrial uses that are small in scale, directly related to the farm operation and are required in close proximity to the farm operation."
- 2.15 The western half of the property is identified in the ROP as having a Key Natural Heritage Feature. Additionally, the entire property is identified as being within a High Aquifer Vulnerability Area. The subject site is not suited for development from an environmental perspective.
- 2.16 The lands on the north side of Regional Highway 2 are in the provincial Greenbelt.

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2.17 The subject site is not serviced by municipal sewer or water. If approved, the development would need to provide private well and septic systems. It would also require on-site water storage for fire protection.

2.18 The proposal represents an urban use that belongs in an urban area.

3. Previous Reports and Decisions

- 3.1 There have been no previous reports to Council on this specific MZO request. However, Regional staff have previously provided reports to Council which outline various planning concerns associated with MZOs, (e.g. Veraine/northeast Pickering; Durham Live).
- 3.2 Previous reports have indicated that MZOs can, on the one hand, be an expedient way to advance shovel-ready projects where the economic benefits are imminent and social benefits are obvious. On the other hand, MZOs by design circumvent the statutory planning process in the sense they do not require any public or stakeholder engagement and provide no right of appeal. They raise issues of fairness and equity since they offer a fast-track zoning approval through a mechanism that is not defined, with no application criteria, and are only granted at the favour of the Minister. Arguably, it provides an unfair advantage to some.
- 3.3 In cases where an MZO permits a use that is not otherwise permitted by the Official Plan (as is the case here), they fetter Council's authority to examine such requests on a Region-wide/comprehensive basis and represents a piece-meal approach to land use planning.

4. Pre-Consultation with the Proponent

- 4.1 This proposal first came to the attention of Regional planning staff in early 2020.

 On February 6, 2020, staff attended a pre-consultation meeting with the proponent, as well as Clarington planning staff, Regional works staff and CLOCA staff.
- 4.2 At that meeting, the proponent was advised that the proposed development:
 - a. is **not consistent with the policies of the Provincial Policy Statement**, in part because it is not a use that is permitted on rural lands;
 - b. **does not conform to the policies of the Provincial Growth Plan**, in part because it is not located with a settlement area:
 - does not conform to the Durham Regional Official Plan for reasons outlined above; and

- d. **does not conform to the Municipality of Clarington Official Plan** which further identifies that a natural heritage system occupies a majority of the property.
- 4.3 In light of the above-noted policy planning issues, the proponent subsequently decided to pursue this matter by making a request to the Minister of Municipal Affairs and Housing for a Minister's Zoning Order.
- 4.4 A Minister's Zoning Order is a planning tool available under Section 47 of the Planning Act that allows the Minister of Municipal Affairs and Housing to enact zoning regulations on lands without any public notice, public meetings, consultation or right of appeal. MZOs override the underlying official plans and zoning by-laws. In the event of a conflict between an MZO and a local official plan or zoning by-law, the MZO prevails to the extent of such conflict.

5. Relationship to Strategic Plan

- 5.1 This report addresses the following strategic goals and priorities in the Durham Region Strategic Plan:
 - a. Goal 1: Environmental Sustainability. Objective: To protect the environment for the future by demonstrating leadership in sustainability and addressing climate change.

6. Conclusion

- 6.1 Staff appreciate that the proponent is a successful business owner in Clarington, (owner of the existing Home Hardware in Bowmanville), who keenly wants to expand and create jobs for the benefit of the community. Creating jobs in Durham is a major priority for the Region's Planning and Economic Development Department. In this case, however, the proposal cannot be supported given the existing land use planning policies.
- 6.2 An effective Regional land use planning program requires care and consistency in its implementation. Once exceptions and one-offs start getting made, the integrity of the land use policies that Regional Council and the Province have approved come into question and the broad objectives become more difficult to achieve.
- 6.3 The subject site is within a rural area, with Greenbelt lands immediately to the north. This stretch of Regional Highway 2 serves as a nearly four-kilometre urban separator between Courtice and Bowmanville. Allowing a Major Retail Use in the

middle of this stretch will inevitably bring pressure to allow other urban-type uses in this area with a destabilizing effect. It is for this reason that the Regional Official Plan specifies that the intrusion of urban type uses into the Greenlands System shall not be permitted.

- 6.4 Allowing the proposed use at this location by way of a Minister's Zoning Order would not be consistent with the Provincial Policy Statement, it would be contrary to the Growth Plan, and would not be in conformity with the Region's or Clarington's Official Plans. To permit such a use at this location undermines the work the Region and the Province have been doing to curtail urban sprawl and would represent bad planning.
- 6.5 A copy of this report will be forwarded to the Ministry of Municipal Affairs and Housing immediately following this Planning and Economic Development Committee meeting with a note advising that Regional Council's position will be available shortly after the November 25th Regional Council meeting.

7. Attachments

Attachment #1: Location Map

Attachment #2: Site Concept Drawing

Respectfully submitted,

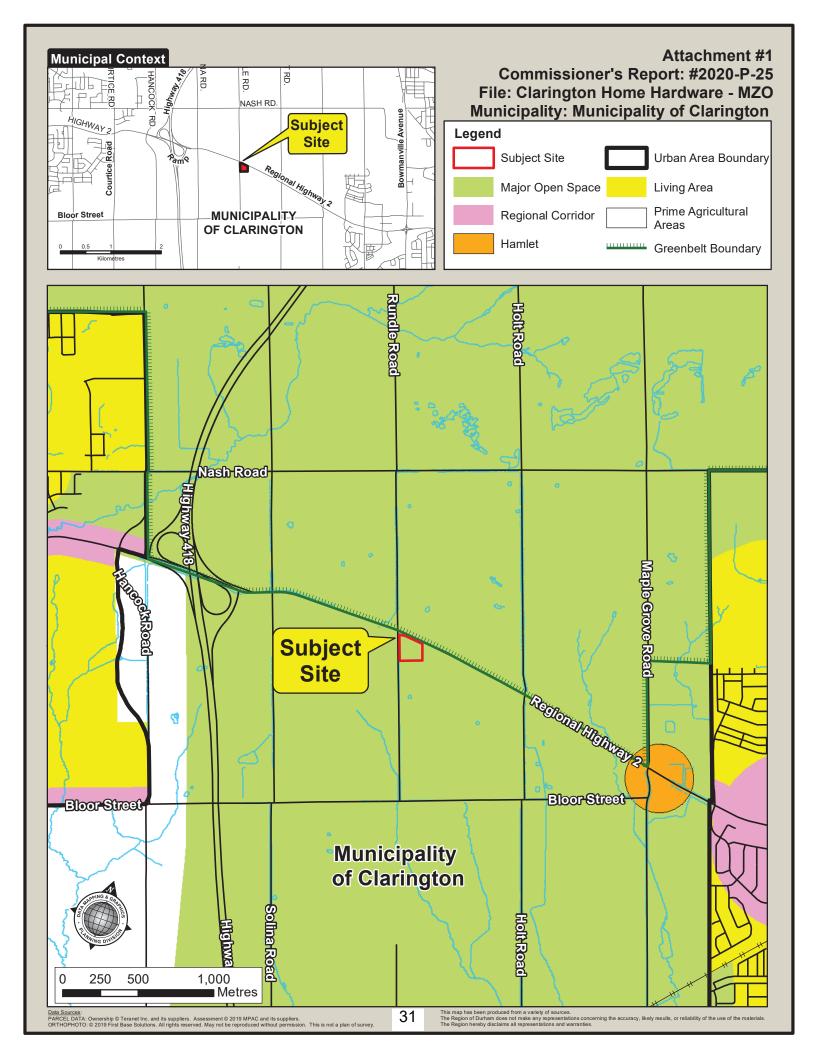
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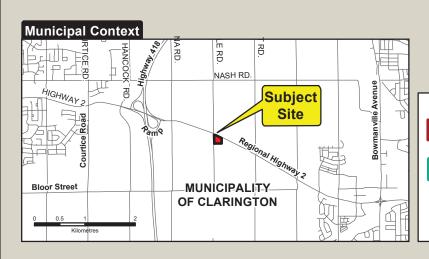
Brian Bridgeman, MCIP, RPP Commissioner of Planning and Economic Development

Recommended for Presentation to Committee

Original signed by

Elaine C. Baxter-Trahair Chief Administrative Officer



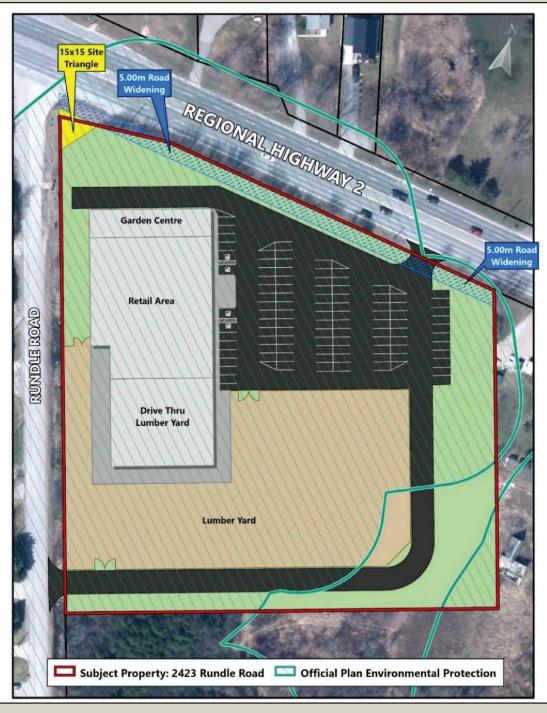


Attachment #2 Commissioner's Report: #2020-P-25 File: Clarington Home Hardware - MZO Municipality: Municipality of Clarington

Legend

Subject Site

Clarington Official Plan **Environmental Protection Area**



If this information is required in an accessible format, please contact 1-800-372-1102 ext. 2564



The Regional Municipality of Durham Report

To: Planning and Economic Development Committee

From: Commissioner of Planning and Economic Development

Report: #2020-EDT-10

Date: November 3, 2020

Subject:

"Downtowns of Durham" Website - Shop Local

Recommendation:

That the Planning and Economic Development Committee recommends:

That this report be received for information.

Report:

1. Purpose

- 1.1 The purpose of this report is to advise the Planning and Economic Development Committee of an innovative COVID-19 response project undertaken by the Economic Development and Tourism Division in collaboration with Durham Region's Business Improvement Areas (BIAs). The project is the "Downtowns of Durham" website, an online marketing tool designed to help main street businesses promote their goods and services during the COVID-19 pandemic, as well as to help businesses in the Region's Business Improvement Areas (BIAs) recover.
- 1.2 This report summarizes how the project supports local businesses through the ongoing COVID-19 business challenges and includes a review of the results of the project, as well as next steps.

1.3 A demonstration of the new website will be provided at the November 3, 2020 Planning and Economic Development Committee meeting.

2. Background

- 2.1 In response to the COVID-19 crisis, immediate action was taken by the Durham's Economic Development and Tourism team. This action included the formation of the Durham Economic Task Force (DETF), which includes area municipal economic development teams, Business Advisory Centre Durham (BACD), Durham Region's BIAs, and Durham's Chambers of Commerce and Boards of Trade. The members have been engaging with other key stakeholders, such as the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA), Durham's Post-Secondary Institutions, and the innovation community.
- 2.2 Based on feedback and discussions held at a DETF meeting in March of 2020, it was determined that businesses in BIAs and local "main street" areas were experiencing unique challenges. For example:
 - a. Many BIA promotional campaigns are tied to events such as parades and festivals which are not able to occur due to the pandemic;
 - b. Downtown businesses rely on foot traffic from both visitors and those who work in nearby offices and are therefore impacted by both the significant shift to work-from-home and the halting of tourism;
 - c. Downtown areas have a high density of locally-owned and independent businesses that do not have the support of centralized corporate marketing organizations;
 - d. Small downtown businesses such as restaurants are limited in their reopening by not having assets such as drive-thru service, parking lots, and access to large outdoor spaces.
- 2.3 In response to feedback received from our partners, the concept for the Downtowns of Durham project was initiated.
- 2.4 Project partners include Economic Development and Tourism Division staff, BIA leadership from Ajax, Whitby, Oshawa, Bowmanville, Port Perry, Newcastle, Uxbridge, and Orono, as well as economic development staff in area municipalities.

3. Previous Reports and Decisions

3.1 While the Director of Economic Development and Tourism has provided verbal updates to this Committee on COVID-19 recovery initiatives, this is the first report dealing specifically with the Downtowns of Durham Project.

4. Downtowns of Durham Website

- 4.1 The Downtowns of Durham <u>website</u> provides a single destination on the web to promote Durham Region's various downtown area businesses of all types.
- 4.2 The website launched May 21, 2020, featuring 13 areas of Durham Region: Ajax, Beaverton, Bowmanville, Brooklin, Cannington, Newcastle, Orono, Oshawa, Pickering Village, Port Perry, Sunderland, Uxbridge and Whitby.
- 4.3 In each of the 13 sections, there is a directory of businesses, searchable by map (using Google maps functionality), and by category (Food and Beverage, Personal Services, Professional Services, and Retail or Direct to Consumer). Each business is represented with a listing that includes COVID-specific operational information (i.e. We are Operating, Shop Online, Local Delivery, Curbside Pick Up), space to provide detailed additional relevant messaging, and space for a business description, placed alongside contact information and links to their website and social media accounts.
- 4.4 Over 800 business listings were pre-populated on the site at launch, and more are added upon request. Ongoing listing refinements are being completed by Durham Region staff.
- 4.5 The website also has an "about" page that outlines the project, a profile of each BIA or main street area, and contact forms for businesses to update their business profile.
- 4.6 The site also has a "stories" blog section. At launch, 13 blog posts were commissioned, with one for each area reflected. The stories were written by residents, showcasing their favourite shops and restaurants and reasons to visit each downtown. The stories section welcomes contributors.

5. Promotion of the Downtowns of Durham

5.1 The target audience for this website is defined as ages 25-45, approximately 60% female and 40% male, and residents of Durham Region or places within one hour's drive of Durham Region. To promote the site and reach the target

audience, it was determined that a primarily digital approach would be most appropriate.

- 5.2 The following launch activities took place:
 - a. A virtual meeting was hosted with all area mayors to introduce the project;
 - b. A <u>web video</u> was launched featuring business owners encouraging residents to rediscover downtowns and support local business;
 - A social media campaign was initiated; it included providing DETF members and BIAs custom graphics for their downtown areas, social media 'cheat sheets' of draft social media messages and suggested social media account tags, and suggested hashtags;
 - d. A news release to media;
 - e. Paid social media and print advertising activities;
 - f. Earned media interviews;
 - g. Circulation of the website to organizations such as York Durham Headwaters Tourism and the Bring Back Main Street Initiative.
- 5.3 Between May 21, 2020 and September 21, 2020, the Downtowns of Durham website has received over 18,000 page views.
- 5.4 The promotional video has received nearly 45,000 views across platforms.

6. Financial Implications

6.1 The cost of producing the Downtowns of Durham website was \$20,330 which includes the cost for technical website production, content research, creative writing and photography services. Funds were sourced from the approved Economic Development and Tourism Division budget.

7. Next Steps

- 7.1 Phase two of the Downtowns of Durham project, which is currently underway, includes website technical enhancements, additional creative content development, and the addition of the Pickering Nautical Village to the site as well as profiles for its area businesses.
- 7.2 Phase two will also include a "Spaces" section, which will highlight a selection of feature properties available for lease to businesses. This will allow the site to assist in recovery of downtown areas by attracting small to medium size businesses to locate in these areas.

7.3 Ongoing promotion of the Downtowns of Durham website will continue in partnership with area BIAs and economic development offices.

8. Relationship to Strategic Plan

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

Goal 3 – Economic prosperity. Priority 3.2 - Leverage Durham's prime geography, social infrastructure, and strong partnerships to foster economic growth.

Goal 5 – Service Excellence. Priority 5.2 - Collaborate for a seamless service experience. We will promote a culture of collaboration and deliver customer-focused services that are available through multiple channels.

9. Conclusion

- 9.1 The Downtowns of Durham project was a rapid response to marketing Durham Region's downtown and main street business areas to assist with business survival and recovery during the COVID-19 crisis.
- 9.2 The project will continue to grow and evolve as needs change in these business areas. The site will be used to in various ways:
 - a. To promote local and regional tourism;
 - b. As an investment attraction tool;
 - c. To promote local business recovery;
 - d. For enhanced collaborative marketing among BIAs.

10. Attachments

Attachment #1: Website screenshots and promotional graphics

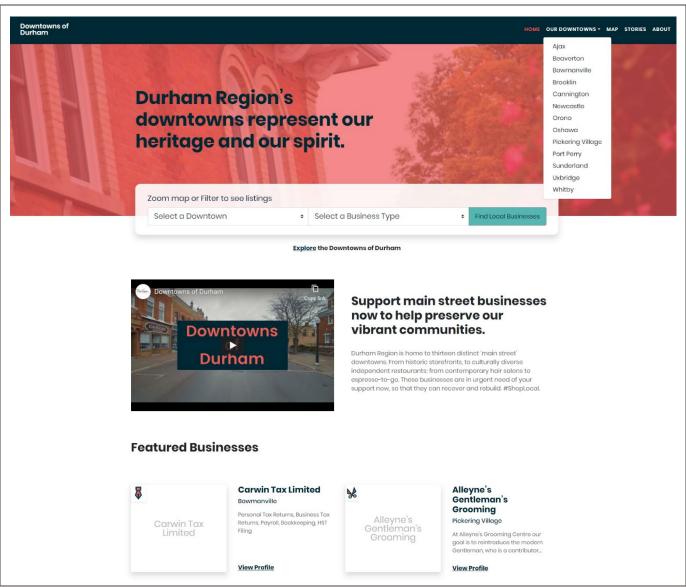
Respectfully submitted,

Original signed by

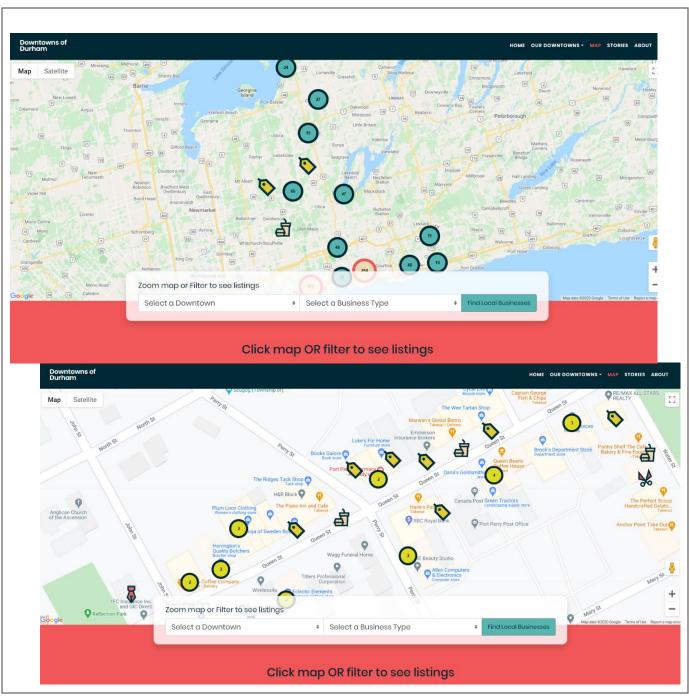
Brian Bridgeman, MCIP, RPP Commissioner of Planning and Economic Development Recommended for Presentation to Committee

Original signed by

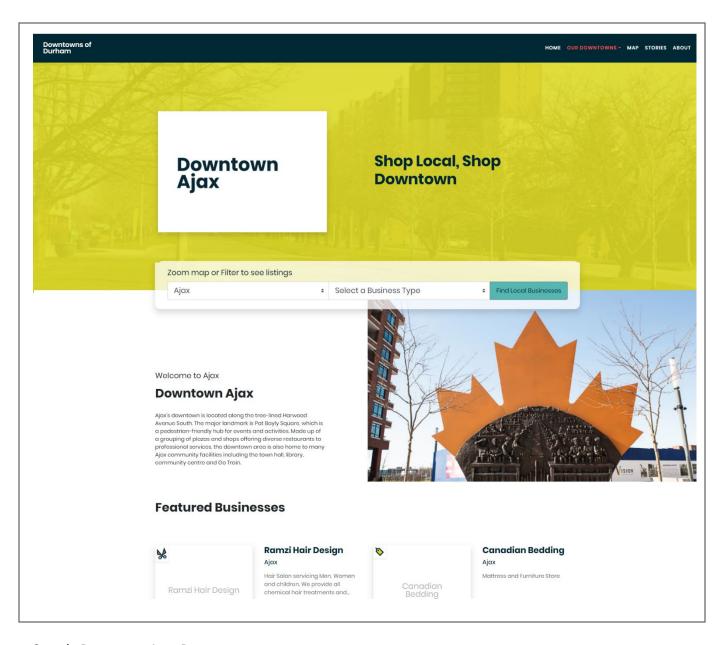
Elaine C. Baxter-Trahair Chief Administrative Officer



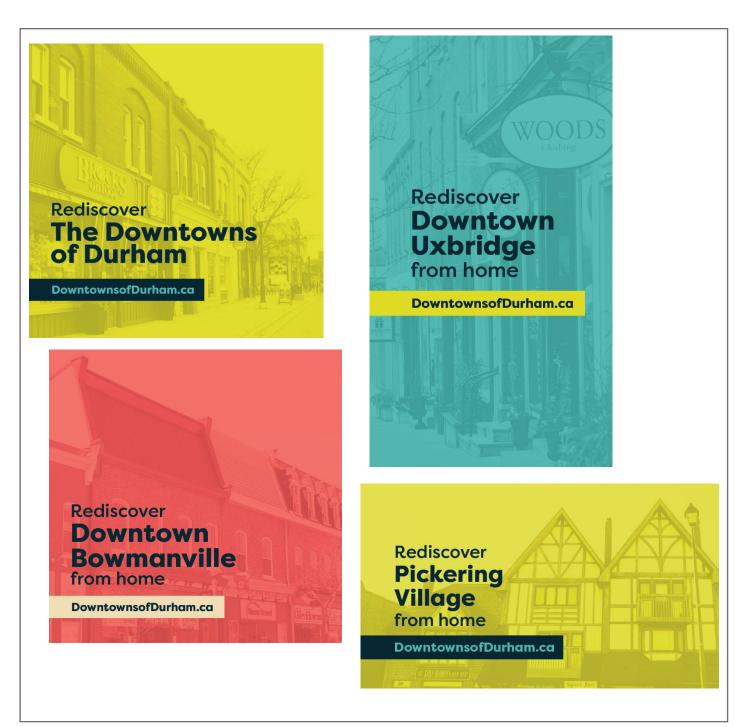
Downtowns of Durham Home Page



Sample Map Page Views



Sample Downtown Area Page



Sample Promotional Social Media Graphics