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PROVINCIAL POLICY STATEMENT 2005: DISCUSSION PAPER FOR A PROPOSED PERFORMANCE MONITORING FRAMEWORKS AND DRAFT INDICATORS, SPRING 2009 – EBR POSTING 010-5700 REGIONAL COMMENTS

The Planning and Economic Development Committee recommends the adoption of the recommendations contained in the following report dated July 21, 2009, from the Commissioner of Planning and Development Services.

1. RECOMMENDATIONS

It is recommended that:

1. Regional Council endorse Regional staff comments submitted in response to EBR posting 010-5700 regarding the Provincial Policy Statement 2005: Discussion Paper for a Proposed Performance Monitoring Frameworks and Draft Indicators, Spring 2009 appended to this report as *Attachment 1*.
2. The Regional Clerk circulate this report to local municipalities and the Ministry of Municipal Affairs and Housing for information.

2. PURPOSE

The purpose of this report is to advise Committee and Council of Regional staff comments made in response to the Environmental Registry Posting (EBR 010-5700 regarding the Provincial Policy Statement 2005: Discussion Paper for a Proposed Performance Monitoring Frameworks and Draft Indicators, Spring 2009.

3. BACKGROUND

The Provincial Policy Statement 2005, issued under Section 3 of the Planning Act, came into effect on March 1, 2005. All decisions affecting land use planning matters “shall be consistent with” the Provincial Policy Statement, which provides direction on land use planning in order to protect resources of provincial interest, public health and safety, and the natural environment.

The Provincial Policy Statement 2005 requires that the Province, in consultation with municipalities, other public bodies and stakeholders, identify performance indicators to measure the effectiveness of some or all of its policies and to monitor the implementation of the performance indicators.

On April 17, 2009 the Province posted the Provincial Policy Statement 2005: Discussion Paper for a Proposed Performance Monitoring Frameworks and Draft Indicators, Spring 2009 on the EBR for a 63 day comment period. Staff provided draft comments to the EBR posting prior to the June 19, 2009 deadline. The following are some examples of PPS policies and corresponding indicators the Province proposes to use:

- Planning authorities shall identify and promote opportunities for intensification and redevelopment, and promote compact form: *Change in persons per square kilometre in urban cores and rural fringe*
- Planning authorities shall provide for an appropriate range of housing types and densities to meet the projected requirements of current and future residents: *Change in housing structure types*
- 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: *Change in commuter containment by region*
- Provide multi-modal transportation systems: *Yearly trends in transit ridership for surveyed municipalities in Ontario*
- Prime agricultural areas shall be protected for long-term use for agriculture: *Change in the amount of land protected in prime agricultural areas.*
- Planning authorities shall protect, improve or restore the quality and quantity of water: *Change in the number of municipal official plans having incorporated key findings and recommendations from provincially approved Source Protection Plans under the Clean Water Act.*

The Province will use the input from this consultation to refine a performance monitoring framework and set of selected indicators to be used as the Provincial Policy Statement 2005 (PPS) performance monitoring program. It is anticipated that these indicators will align well with indicators used currently by the Region, however it is not clear whether the Province will align the timing and collection methodology with the collection of currently used indicators.

4. ANALYSIS AND OPTIONS

The Provincial Policy Statement 2005: Discussion Paper for a Proposed Performance Monitoring Frameworks and Draft Indicators, Spring 2009 was developed to consult with municipalities, stakeholders and the public in the development of a performance monitoring framework and indicators for the PPS. The draft indicators were developed by Provincial Ministries with an interest in land use planning and coordinated by the Ministry of Municipal Affairs and Housing.

To facilitate this process, the Discussion Paper posed a number of questions on the draft framework and indicators, and on proposals for possible new indicators.

Regional staff from a number of departments, including Environmental Services and Community and Health Services, contributed to the comments which are summarized below from the draft response appended as *Attachment 1*.

Province's suggested performance indicator characteristics and framework are sound

The Province's suggested characteristics of "good" performance indicators and the proposed framework are an excellent foundation to guide the development and implementation of monitoring.

Through York Region's own experience in measuring performance of key strategic documents, it should be noted that indicators alone may not provide enough information to determine if a policy direction is being implemented effectively. The Province should also consider using other methods of "telling the story" behind the indicators, using examples and case studies. Quantitative indicators may not necessarily provide the type of qualitative information required to determine the effectiveness of PPS implementation.

The Discussion Paper proposes a good range of indicators for most of the land-use related policies in the PPS, however, the proposed indicators would benefit from additional input from Ministries that support the PPS objectives of Healthy, Safe Communities, including the Ministries of Health Promotion, Health and Long Term Care, Environment and Education. Staff have made specific recommendations on potential indicators discussed below in this report.

The Discussion Paper also discusses MMAH's intentions to work with other provincial performance monitoring frameworks. Regional staff also encourage MMAH to collaborate with the Ministry of Energy and Infrastructure on indicators developed as part of the Places to Grow Plan, which recognizes the importance of connections between the built environment and human, environmental and economic wellbeing.

Qualitative as well as quantitative information should be monitored and reported on

The Province currently collects indicators which can effectively monitor implementation of the PPS however qualitative information should be collected and reported on as well. This could include providing case studies to "tell the story" behind the indicators.

In addition, Ontario wide data will be helpful for York Region to compare in our own performance monitoring programs.

Additionally, the Province should consider the impact both Federal and Provincial funding programs as these programs are often key drivers as well as constraints in effective delivery of municipal services.

Finally, staff encourage the Province to work with other ministries to develop indicators that recognize the importance of connections between the built environment and human, environmental and economic wellbeing which are all policy objectives of the PPS.

Include indicators on healthy, safe, compact communities and protection of the natural environment

Existing indicators around PPS policy objectives like healthy, safe, compact and walkable communities, and protection and management of the natural environment, that are currently collected through Provincial monitoring programs like MPMP, should be included such as:

- Annual illness costs of air pollution
- Percentage of new/existing buildings that meet or exceed energy efficiency standards (e.g. LEED or Energy Star rating)
- Rate of water conservation
- Total kilometres of trails per 1,000 persons
- Residents proximity to transit
- Land absorption rate (compact form)
- Health of water bodies related to land use

Relationship to Vision 2026

Vision 2026 in addition to York Region's Sustainability Strategy support the policy directions of the PPS including healthy, safe, vibrant communities, economic vitality and sustainable natural environment. In addition, monitoring and reporting of indicators for the PPS will support the Region's work in monitoring and reporting on the implementation of the Sustainability Strategy as well as other corporate monitoring and reporting activities.

5. FINANCIAL IMPLICATIONS

It is anticipated that the Province's proposal to monitor and report on PPS Indicators will not require staff time or resources, but instead will provide useful information for the Region's performance monitoring programs.

6. LOCAL MUNICIPAL IMPACT

It is anticipated that the Province's proposal to monitor and report on PPS Indicators will provide useful information for any local municipal performance monitoring programs.

7. CONCLUSION

Staff provided comments in response to the Environmental Registry Posting (EBR 010-5700) regarding the Provincial Policy Statement 2005: Discussion Paper for a Proposed Performance Monitoring Frameworks and Draft Indicators, Spring 2009 prior to the EBR deadline of June 19, 2009.

The Province's proposed approach is sound, however staff encourage the Province to work with other ministries to develop indicators that recognize the importance of connections between the built environment and human, environmental and economic wellbeing which are all policy objectives of the PPS.

It is anticipated that the Province's proposal to monitor and report on PPS Indicators will provide useful information for the Region's performance monitoring programs.

For more information on this report, please contact John Waller, Director of Long Range and Strategic Planning at (905) 830-4444 Ext. 1525.

The Senior Management Group has reviewed this report.

(The attachment referred to in this clause is attached to this report).



Planning and Development Services Department

June 16, 2009

Mr. Kyle MacIntyre
Team Lead
Ministry of Municipal Affairs and Housing
Local Government and Planning Policy Division
Provincial Planning Policy Branch
777 Bay Street, Floor 14
Toronto Ontario M5G 2E5

Dear Mr. MacIntyre:

**Re: EBR Registry Number 010-5700
Provincial Policy Statement 2005: Discussion Paper for a Proposed Performance
Monitoring Frameworks and Draft Indicators, Spring 2009**

York Region is pleased to provide the following staff comments on the PPS Performance Monitoring and Draft Indicators Discussion Paper- EBR Registry Number: 010-5700. Regional staff from a number of departments have contributed to the comments which are consolidated below. Due to the timing of Committees and Council at the Region and the EBR comment deadline, these comments cannot be considered by Council until September 2009. We will provide the Council report to you after that date.

Overall Comments

The suggested characteristics of “good” performance indicators and the proposed framework are an excellent foundation to guide the development and implementation of monitoring.

Through York Region’s own experience in measuring performance of key strategic documents, it should be noted that indicators alone may not provide enough information to determine if a policy direction is being implemented effectively. The Province should also consider using other methods of “telling the story” behind the indicators, using examples and case studies. As discussed below in more detailed comments, quantitative indicators may not necessarily provide the type of qualitative information required to determine the effectiveness of PPS implementation.

While MMAH has worked with provincial ministries with an interest in land use planning, the PPS’s performance monitoring and indicators would benefit from the input of ministries that support the objectives of Healthy, Safe Communities, including the Ministries of Health Promotion, Health and Long Term Care, Environment and Education.

The Discussion paper also discusses MMAH's intentions to work with other provincial performance monitoring frameworks. We encourage collaboration with the Ministry of Energy and Infrastructure on indicators developed as part of the Places to Grow Plan, which recognizes the importance of connections between the built environment and human, environmental and economic wellbeing.

Discussion Questions:

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

These broad categories and sub-categories are fine in general, however, given the focus of the PPS on healthy, safe communities, there should also be a sub category that will allow some measures for this policy area.

For example, indicators such as air quality, proximity to transit, green or forest cover, life expectancy and a number of other health related indicators provided through Statistic Canada, municipalities and public agencies such as health units, may assist in showing how land use planning can contribute to healthier communities.

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?

Using indicators such as the number of OP's that include minimum affordable housing targets is measurable; however it does not measure how effective the municipality is in implementing their policies.

Again, it may not be possible to capture the effectiveness of the PPS through measures that are quantitative only. The Province should consider using additional approaches to measuring effectiveness. This could include developing additional indicators that municipalities report on through programs such as MPMP.

3. Can the indicators be improved or refined to provide more useful information?

Please see response to Q2. More specific suggestions include:

- Section 1.4 Housing, specifically 1.4.1 a) & b) as a policy objective, using the number of units in draft approved and registered plans as your indicators;
- Section 1.3 Employment Areas, specifically 1.3.1 a) as a policy objective, using the ratio of residents to jobs as your indicators;
- The proposed categories, currently, do not include any indicators from Section 4 Implementation & Interpretation. May want to consider Section 4.5 as a policy objective, monitoring updates to Official Plans and their inclusion of Provincial interests.
- Consideration should be given to choosing indicators that supports the policy objective that "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".

- Consideration should be given to linking other performance monitoring frameworks, for related initiatives, such as the MPMP, with the PPS performance monitoring framework.

4. Are there any other sources of data/information for the draft indicators that you believe could be used to support their further development?

Some additional sources could include:

- CMHC
- Federation of Canadian Municipalities (FCM)
- Health Units, Rapid Risk Factor Surveillance System (quality of life health factors)
- Canadian Community Health Survey
- Morbidity and Mortality Summaries – Statistics Canada
- Municipal housing departments for data like subsidized housing waiting lists.
- Transportation for Tomorrow Survey
- Municipal waste diversion and recycling rates/Waste Diversion Ontario
- Ministry of the Environment (air quality measurements)
- Canadian Medical Association (annual illness cost of air pollution modelling)
- Ontario Power Authority (energy conservation measures)

5. Would you/your organization find the information from the indicator useful to your own performance monitoring program(s)?

The Ontario wide data will be helpful in comparing York Region's progress for our own performance measurement purposes.

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.

The Province could look to other Provinces/Territories for additional ideas on indicators to measure the effectiveness.

In terms of more specific comments, the indicator used for planning for sewage and water services is ***Change in the percentage of population (dwellings) serviced by both municipal sewage services and municipal water services.*** As Provincial and Federal funding such as the OSTAR program is often a key driver/constraint in the provision of municipal service to small settlement areas, the indicator could be high if funding assistance is high in certain years and vice versa. It is suggested that measuring the effectiveness of the program based on per dollar government funding spent should also be considered.

Specific indicators suggested around healthy, safe communities and compact, walkable communities, protection and management of the environment, etc., could include (from MPMP):

- Number of conventional transit passenger trips per person in the service area in a year
- Greenhouse gas emissions from personal vehicle transportation per person per year

- Number and length of smog alert days and number of days when the Air Quality Index reaches the moderate or high range.
- Annual illness cost of air pollution (model provided by the Canadian Medical Association)
- Proportion of sensitive land uses (day cares, schools, and seniors residences) within close proximity of significant emission sources (e.g. major highways, industry)
- Percentage of new/existing buildings that meet or exceed energy efficiency standards (e.g. LEED or Energy Star rating)
- Rate of energy reductions achieved through energy conservation
- Rate of energy reductions through water conservation
- Rate of water conservation
- Percentage of wastewater estimated to have by-passed treatment
- Weighted number of days when a boil water advisory issued by the Medical Officer of Health, applicable to a municipal water supply, was in effect
- Number of days per year when a Ministry of Environment compliance order for remediation concerning an air or groundwater standard was in effect for a municipally owned solid waste management facility, by facility
- Percentage of residential solid waste diverted for recycling
- Total kilometres of trails and total kilometres of trails per 1,000 persons
- Percentage of the population aged 12+ years that were physically active or moderately physically active
- Hectares of open space and hectares of open space per 1,000 persons (municipally owned)
- Total participant hours for recreation programs per 1,000 persons
- Square metres of indoor recreation facilities and square metres of indoor recreation facilities per 1,000 persons (municipally owned)
- Square metres of outdoor recreation facility space and square metres of outdoor recreation facility space per 1,000 persons (municipally owned)
- Percentage of new residential units located within settlement areas
- Additional indicators to consider collecting from municipalities or Statistics Canada (in selected areas, for example, the Greater Golden Horseshoe) could include:
 - Population density
 - Mix of housing types
 - Proximity to rapid transit
 - Modal split
 - Number of schools participating in Active and Safe Routes to School
 - Extent of land used for aggregate extraction
 - Health of water bodies related to land use (indicators could include phosphorus loading, proportion of days per season that beaches are posted, # of spills reported by MOE, % of forest cover in watersheds)
 - Land absorption rate (compact form)
 - # of smog alert days.

In addition, both the Province and municipalities collect and publish health statistics, some of which land use and community planning have a direct impact on, such as the percentage of populations that are physically active, for example, York Region's Balanced Scorecard Report.

7. What data sources are currently available to support monitoring of your proposed indicator(s)?

MPMP, Statistics Canada, provincial ministries, municipalities.

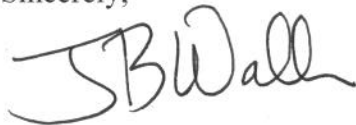
8. Considering the criteria for a good indicator, what are some of the key strengths and weaknesses of your proposed indicator(s)?

The MPMP indicators would meet most if not all of the criteria of a good indicator.

9. Would the proposed new indicators be appropriate to monitor the identified objectives province-wide? Or, are the proposed indicators more regionally-based?

Province wide, however we assume MPMP could broken down by Region.

Sincerely,



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JBW/la-p

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