



STAFF REPORT ACTION REQUIRED

Guidelines for Identifying and Processing Planning Matters of City-wide Interest and Cross-Boundary Issues

Date:	May 11, 2007
To:	Planning and Growth Management Committee
From:	Chief Planner and Executive Director, City Planning
Wards:	All
Reference Number:	pg# 070044

SUMMARY

The attached guidelines describe the type of planning matters that are of City-wide interest and establishes a process to route these planning matters through Planning and Growth Management Committee to City Council. The guidelines are rooted in the principle that a planning matter will be considered to be of local interest and will be processed through Community Councils unless identified by the Chief Planner based on these guidelines, as being of City-wide interest.

In general, the majority of development applications will be of local interest and will be processed through Community Councils to City Council for a decision.

RECOMMENDATIONS

The City Planning Division recommends that:

1. City Council adopt the attached guidelines which set out a process for dealing with City-wide planning matters.

Financial Impact

There are no financial implications resulting from the adoption of this report.

BACKGROUND

Guidelines for determining city-wide interests in planning matters are not new. Shortly after amalgamation, in 1998, Council approved guidelines which have provided direction for these matters for the past 9 years. With the establishment of a new Council, new Official Plan and a new Committee structure it is important to refresh these guidelines, to make sure they are current.

In developing these guidelines (as with the previous guidelines) the following principles were considered:

- guidelines should provide clarity in interpretation, yet allow for flexibility in application;
- matters should be considered to be of local interest and be processed through community council unless identified by the Chief Planner as having a city-wide interest;
- decisions regarding how planning matters are routed through committees of council should be made as early as possible;
- community councils should continue to have some input in planning matters identified to be of city-wide interest; and
- only one committee of council should make recommendations to Council on any given planning matter.

COMMENTS

Planning and Growth Management Committee received a staff presentation by the Chief Planner on March 29, 2007 on the proposed guidelines. The information in the presentation formed the basis for the guidelines attached to this report. The attached guidelines describe what planning matters might be considered to be of City-wide interest and describes the process that will be used when dealing with City-wide planning matters.

Land use planning matters range from strictly local issues to wholly City-wide issues. Somewhere in the middle of this range are planning issues of interest to both the local community and the City as a whole. For the majority of planning matters it is abundantly clear how they should be routed through the Committee structure to City Council for a decision. The majority of planning matters involve site-specific and strictly local community issues and are routed through Community Councils to City Council.

However, where there are issues of a City-wide nature, the Planning and Growth Management Committee should become the Committee of Record. The attached Guidelines (see Attachment 1) identifies the type of planning issues that are of City-wide interest and establishes the process for routing these matters through the Planning and Growth Management Committee to City Council. These guidelines are a tool for determining the process for making planning decisions. The applicability of the

guidelines to specific planning matters would be at the discretion of the Chief Planner who would also be responsible for interpretation of the guidelines.

The guidelines outline the basis for determining whether there is a City-wide interest in a planning matter. The guidelines are flexible statements allowing discretion in their interpretation to accommodate extraordinary circumstances. Planning matters will stay local unless an overwhelming City-wide interest can be established.

The Chief Planner's recommendation on a determination of City-wide interest should be made early to establish certainty for the review process. Any official plan and zoning by-law amendment application identified as having a City-wide interest would be directly routed through the Planning and Growth Management Committee. As an example, any amendment to the Urban Structure Map (Map 2 of the Official Plan) should be dealt with by the Planning and Growth Management Committee as changes to it, may impact:

- the City's ability as a whole to meet its long terms of objectives for residential and job (employment) intensification;
- the City's ability to protect and particularly make better use of its valuable transportation network; and
- the City ability to improve, preserve and enhance its green space system.

If an application is determined to be of City-wide interest (including situations where both a local and City-wide interest is determined), the Planning and Growth Management Committee is proposed to be the Committee responsible for convening the statutory public meeting and making a recommendation to City Council since its mandate is to address issues from a City-wide perspective. Community Council(s) may be requested to provide their input. The final Staff report would be placed on the Planning and Growth Management Committee agenda for the statutory public meeting. Depending on the nature of the City-wide issue, the Planning and Growth Management Committee may hold the statutory public meeting in one of the affected communities.

The guidelines will also be used by the Chief Planner to determine the appropriate Committee process for transportation related matters. The majority of transportation related matters will be directed to the Planning and Growth Management Committee. However, there may be instances where there are system wide infrastructure projects (e.g. Markham Scarborough Link) and the more appropriate Committee of record would be the Public Works and Infrastructure Committee. There may also be instances where joint reports will be prepared on transportation related matters, specifically projects involving the TTC. These joint reports would be presented to both the Planning and Growth Management Committee and the Toronto Transit Commission for their respective decisions which would then be forwarded to City Council.

The guidelines will also be used to provide direction with respect to what type of external government or jurisdictional issue will be reported through Planning and Growth Management Committee.

Examples would include:

- reviews of Provincial legislation such as Places to Grow, Bill 51 and 53;
- changes to Federal legislation;
- changes to Regional Official Plans; and
- creation of the GTA Transportation Plan.

The guidelines can also be used to determine the appropriate Committee process for any City Planning Division policy and research matter to be considered by City Council and Committee or Council-initiated amendments to the official plan(s) and zoning by-laws(s). Examples of work undertaken by Policy and Research that have city-wide significance include:

- work on the Harmonized Residential Demolition Control By-law;
- Zoning By-law Project, including a review of new parking and loading standards;
- City-wide research and monitoring bulletins (i.e. Toronto Office Market Bulletin, Residential Front Yard Parking Standards and Parking Space Dimensions); and
- Community Improvements Plans (i.e. Community Improvement Plans involving financial Incentives such as Tax Increment Financing).

Administrative matters of the City Planning Division would also be routed to City Council through the Planning and Growth Management Committee. Examples would include any changes to application fees and budget/work program initiatives.

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SIGNATURE

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ATTACHMENTS

Attachment 1 – Guidelines for Identifying and Processing Planning Matters of City-wide Interest and Cross Boundary Issues

ATTACHMENT 1

Guidelines for Identifying and Processing Planning Matters of City-wide Interest and Cross-Boundary Issues

Purpose:

These guidelines describe the type of planning matters of City-wide interest and set out a process to route these planning matters primarily through the Planning and Growth Management Committee structure to City Council. The guidelines are rooted in the principle that a planning matter will be considered to be of local interest and will be processed through Community Councils unless identified by the Chief Planner (through these guidelines) as having a City-wide interest.

In general, the majority of development applications will be of local interest and will be processed through Community Councils to City Council for a decision.

In cases where a City-wide interest is identified for a development application, Community Councils may be consulted in accordance with these guidelines.

A. Application

The application and interpretation of these guidelines will be at the determination of the Chief Planner.

1. The guidelines apply to planning applications which involve:
 - amendments to the Official Plan; and/or
 - combined applications that involve an amendment to the zoning by-law and related applications (e.g., subdivisions) as identified by the Chief Planner;
2. The guidelines also apply to all planning policy and research work including transportation and infrastructure projects; and
3. All administrative matters of the City Planning Division.

B. Guidelines for Determining City-Wide Interests

Planning matters of City-wide interest should meet at least one of the following considerations, (examples are provided for illustration purposes only):

1. Major planning policy and research of interest to the entire City.

Examples include amending structural components of the Official Plan:

- Map 2, Urban Structure

- including amendments to the boundaries of the Employment Districts,
 - amendments involving changes to the boundaries of a Centre Secondary Plan,
 - a major review of a Centre's Secondary Plan,
 - adding new Avenues
 - amendments to the Green Space System
- Map 3, Right-of-Way Widths Associated with Existing Major Streets – including amendments to width of designated streets;
 - Map 4, High Order Transit Corridors – including amendments to expansion elements to a Transit Corridor;
 - Map 5, Surface Transit Priority Network – including amendments to expansion elements to a designated Surface Transit Route;
 - Establishing a comprehensive zoning by-law;
 - Amendments to the Ontario Heritage Act (i.e. demolition of 'Listed' Heritage Properties);
 - Applications that do not comply with the Provincial Growth Plan
 - Community Improvement Plans with city-wide implications (i.e. Community Improvement Plans involving financial incentives such as Tax Increment Financing);
 - Toronto Heritage Grant Program;
 - City-wide Official Plan or zoning by-law amendments;
 - Harmonized Residential Demolition Control By-law;
 - Household and housing stock issues such as a City-wide condominium conversion policies;
 - Tall Building Design Guidelines;
 - Site Plan Control and infill townhouse guidelines;
 - Toronto Green Development Standards;
 - City-wide issues arising from research and monitoring (i.e. Toronto Office Market Bulletin, Residential Front Yard Parking

Standards and Parking Space Dimension Review); and

- Public Art Incentive Program.
2. Changes to key infrastructure, transportation, and open space systems and publicly-owned property which would affect the City as a whole, including Environmental Assessments (EA's). Examples include:
 - Secondary Plan Reviews;
 - Waterfront trail expansion;
 - Pearson Airport transit link;
 - St. Clair streetcar improvements;
 - Union Station Master Plan;
 - Rouge Park; and
 - Don Mills Road Transit Improvements.
 3. A site or area specific planning matter straddling more than one Community Council boundary. An example would include:
 - the O'Connor Avenue Planning Study.
 4. An external government and agency initiative and/or jurisdictional issue affecting the entire City. Examples include:
 - reviews of provincial initiatives such as Places to Grow, Bills 51 and 53;
 - changes to federal legislation;
 - changes to Regional Official Plans; and
 - creation of a GTA Transportation Plan.
 5. A City Planning Division administrative matter. Examples include:
 - changes to applications fees; and
 - budgets/work program.

C. Process

- A. Process for dealing with planning applications to amend the official plan and/or zoning by-law(s):
 1. Upon receipt of a complete application:
 - (a) application is circulated as per the established process;

- (b) the Chief Planner evaluates the application against the Guidelines to determine if a City-wide interest exists. In balancing all the issues associated with the application, if both City-wide and local interests are identified the application is considered to be of City-wide interest; and
 - (c) the Status/Preliminary Report on the application will indicate whether a City-wide interest exists and the recommended routing through the Committee structure to City Council.
- 2. If a City-wide interest is identified in respect to the application:
 - (a) the Planning and Growth Management Committee is the Committee of Record responsible for convening the Statutory Public Meeting and making recommendations to City Council on the application;
 - (b) a Community Information Meeting will be held prior to the preparation of the Status/Preliminary Report;
 - (c) all Reports including the Status/Preliminary Report and Final Report from staff will be sent to the Planning and Growth Management Committee. Consultation with Community Council(s), if any, will be determined by the Chief Planner; and
 - (d) The Planning and Growth Management Committee will hold the Statutory Public Meeting however, it may consider holding the Statutory Public Meeting in one of the affected communities. The Planning and Growth Management Committee forwards its recommendations to City Council.
- B. Process for dealing with planning policy and research work of the City Planning Division identified to be of City-wide interest:
 - (a) the Planning and Growth Management Committee will be the Committee of Record responsible for convening any public meetings and making recommendations to City Council; and
 - (b) reports to City Council will be routed through the Planning and Growth Management Committee, with appropriate consultation with and input from Community Council(s) as determined by the Chief Planner, if any.

- C. Process for dealing with transportation related matters of the City Planning Division for planning matters identified to be of City-wide interest:
 - (a) The Planning and Growth Management Committee will be the Committee of Record responsible for convening public meetings and making recommendations to City Council, except for system wide infrastructure type projects (e.g. Steeles Avenue widening) which may be directed to the Public Works and Infrastructure Committee which would then become the Committee of Record. Instances may arise where a joint report would be prepared involving the TTC which would be forwarded to Planning and Growth Management Committee and the Toronto Transit Commission for recommendations to City Council. All reports to City Council will be routed through the Planning and Growth Management Committee or the Public Works and Infrastructure Committee as determined by the Chief Planner.

- D. Process for dealing with City Planning Division administrative matters.
 - (a) For City Planning Division administrative matters to be considered by City Council, the Planning and Growth Management Committee will be the Committee of Record responsible for making recommendations to City Council. Reports to City Council will be routed through the Planning and Growth Management Committee, with appropriate consultation and input from Community Council(s), as determined by the Chief Planner.