
HALDIMAND COUNTY

Report PDD-01-2020 Haldimand County Official Plan Update Work Program For Consideration by Council in Committee on January 14, 2020



OBJECTIVE:

To provide the proposed scope of work and phasing of the Official Plan Update program including the Special Meeting as required under the *Planning Act*, RSO 1990, c.P.13 to discuss the need for revisions to the Plan. This special meeting signifies the formal start of the review process.

RECOMMENDATIONS:

1. THAT Report PDD-01-2020 Haldimand County Official Plan Update Work Program be received;
2. AND THAT staff be directed to review the written submissions received and the submissions heard at the Special Meeting held on January 14, 2020, and report back on adjustments to the Official Plan Update scope of work, if required.

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Reviewed by: Shannon VanDalen, MCIP, RPP, CMML, Manager of Planning & Development Division

Respectfully submitted: Mike Evers, MCIP, RPP, BES, General Manager of Community & Development Services

Approved: Craig Manley, MCIP, RPP, Chief Administrative Officer

EXECUTIVE SUMMARY:

Council's special meeting on January 14, 2020 is required under the *Planning Act* to officially initiate the start of the County's Official Plan Update and to obtain preliminary public input into the potential revisions and amendments to the Haldimand County Official Plan. This report presents a summary of the matters that are to be addressed in Official Plan Update Work Program. The work program has been divided into two phases: Phase 1 – Growth Plan Conformity and Phase 2 – General Official Plan Update. The matters to be considered in each of the phases is outlined in the following sections of this report. Should the public bring other matters forward, either at the public meeting or through written submissions, that are not included in this report, they will be reviewed and a follow-up report submitted to Council for its consideration.

The program intends to have the Phase 1 draft amendments before Council in June 2020, with the amendments for Phase 2 before Council in the Fall of 2021. Public consultation will be an integral component of both Phase 1 and Phase 2 and will be initiated in the coming months.

BACKGROUND:

An Official Plan describes the municipal direction and Council's objectives to guide community growth and development. The Official Plan serves as the framework to guide land use changes and plan for infrastructure within the County for 20+ years. It seeks to balance the goals of economic prosperity, community vitality, environmental responsibility, cultural identity and infrastructure sustainability.

The Haldimand County Official Plan was approved by Council on June 26, 2006 and by the Province on June 8, 2009. There have been about 50 amendments to the Plan since the adoption, initiated either by the County or at request of property owners. In order to keep the Official Plan current, regular periodic updates/reviews are necessary. While some updates have taken place since the approval of the Plan in 2009 (e.g. Growth Plan conformity in 2011, parks/recreation/trails in 2012), a comprehensive update is now required to respond to all of the recent Provincial initiatives and to ensure that key assumptions, trends, legislation and needs are still applicable and suitable to properly plan for the development of the community and servicing infrastructure.

The need to periodically review Official Plans is recognized in the *Planning Act*. Section 26 (1.1) of the Act requires that:

The Council shall revise the plan no less frequently than,

- a) 10 years after it comes into effect as a new Official Plan; and
- b) every five years thereafter, unless the Plan has been replaced by another new Official Plan.

In recent years the Province has undertaken a number of significant updates to legislation, plans and policies, and as a result through consultation and agreement with the Ministry of Municipal Affairs (the approval Ministry for Official Plan updates) the Haldimand County update was held off until the Provincial work was completed. This ensures the County is in a position to “do the work once” as opposed to starting the work and then needing to change course after a major Provincial plan update.

In carrying out the review, the *Planning Act* (Act) requires that the Official Plan be revised to ensure that it:

- a) conforms with provincial plans or does not conflict with them, as the case may be;
- b) has regard to the matters of provincial interest listed in section 2 of the Act (such as protection of natural resources including ecological systems and agriculture; orderly and sustainable development of safe and healthy communities; provision of employment opportunities and economic prosperity; provision of a full range of housing opportunities; and planned and efficient use of infrastructure systems); and
- c) is consistent with policy statements on municipal planning matters (Provincial Policy Statement 2014).

The Act requires that the County’s Official Plan be brought into conformity with the “A Place to Grow: Growth Plan for the Greater Golden Horseshoe” plan that was approved by the Province in May 2019. The deadline for municipalities to update their Official Plans to conform to the new Growth Plan is July 1, 2022. The work plan for this update will ensure that deadline is accomplished.

The *Planning Act* requires that the before revising the Official Plan, Council must consult with the approval authority regarding the revisions that may be needed and hold a special meeting, open to the public, to discuss the revisions that may be necessary. Planning staff met with staff from the Ministry of Municipal Affairs and Housing (the ‘approval authority’) on November 7, 2019 to discuss the proposed scope of the Official Plan Update work program in fulfillment of the consultation requirement. Notice of the special meeting for the January 14, 2020 meeting was published on December 4, 2019 and December 11, 2019 to satisfy that particular requirement. To be clear, this particular special meeting does not represent the only opportunity for public input. Rather, it is the first of numerous opportunities that the public will have to get involved, with future opportunities (detailed in the Analysis section) offering more tangible opportunities to inform the creation of policy and directions of the Official Plan.

ANALYSIS:

The proposed Official Plan Update Work Program is divided into two phases: Phase 1 – Growth Plan Conformity and Phase 2 – General Official Plan Update. Each of these phases will result in an amendment to the current Official Plan.

1. Phase 1 - Growth Plan Conformity

A preliminary growth strategy was presented to Council in staff report PDD-36-2019 and was approved in principle at its meeting on September 3, 2019. Council directed that the Official Plan Amendment and the associated public consultation process be initiated. The preliminary growth strategy was based on the population, housing and employment forecasts and land needs assessment prepared for the County by Watson & Associates Economists Ltd. and included proposed adjustments to the boundaries of the urban areas of the County as well as changes to employment land designations.

The work in Phase 1—presently underway—is focusing on the growth-related policies for the six urban areas of the County: Caledonia, Cayuga, Dunnville, Hagersville, Jarvis and Townsend. This work will include the following:

- i. Finalize the County's Land Needs Assessment (LNA) and make recommendations for appropriate Intensification Targets and Designated Greenfield Area Density Targets;
- ii. Align the six (6) urban area boundaries with market demand and servicing capabilities;
- iii. Develop a final urban area boundary expansion proposal for Caledonia, including coordination of required technical assessments and studies (preliminary or detailed) to support said expansion as well as a detailed land use plan for expansion lands;
- iv. Develop a final urban area compression proposal to de-designate or freeze surplus urban lands in other communities of the County, namely, Jarvis and Townsend;
- v. Review the supply and demand within the County's employment areas and determine:
 - those areas that are to be protected for employment purposes;
 - those areas that can be considered for conversion, including recommendations for alternative uses/designations; and
 - appropriate employment area density targets.
- vi. The potential conversions of the Frank A. Marshall Business Park in Dunnville and undermined Georgia Pacific lands in Caledonia, will be considered in conjunction with the preliminary County growth strategy. It is noted that conversions of these areas (to alternative uses/opportunities including residential, mixed use and recreational) were approved in principle by Council as part of the August 2019 presentation on the County's growth strategy.
- vii. The minor extension of the northwest urban boundary of Dunnville to allow for functional design and planning of the residential area on the north side of Cross Street West.
- viii. Update and formalize a long-term water servicing strategy for the communities along the Highway 6 Corridor, as well as Cayuga. This will include:
 - identification of key triggers and potential phases to the extension of water service from Nanticoke to Caledonia;
 - verification that previously identified potential customers that could be serviced outside of Haldimand County are still interested in water servicing and confirmation of forecasted water demands;
 - updated costing for the implementation of the strategy; and
 - development of policies relating to the strategy for incorporation into the Official Plan, such

as but not limited to: protection of the corridor, principles around implementation of the strategy, and linking the strategy to future growth.

Phase 1 will build on the work that has already been done for the County. This includes, but will not be limited to:

- Population, Household & Employment Projections/Residential & Employment Lands Needs Study.
- Haldimand Norfolk 10-Year Housing & Homeless Plan (and related updates).
- County Preliminary Growth Strategy Presentation & Principles (County staff - summer 2018).
- Previous Growth Plan Conformity Study, 2010.
- Master Servicing Plans for Caledonia, Cayuga, Dunnville, Hagersville and Jarvis.
- Economic Development Strategy, 2017.
- Draft Highway 6 Corridor Water and Wastewater Servicing Study, 2015.
- Nanticoke to Caledonia Water Supply Feasibility Report, 2018.
- Nanticoke Grand Valley Area Water Supply Project – Feasibility Study, 2009.

Phase 1: Timeline and Public Consultation

The review of background reports, development trends and land needs assessment has already begun. The objective is to have the draft Official Plan Amendment before Council in June 2020. If Council is satisfied with the draft Amendment, it will then be sent to the Ministry of Municipal Affairs and Housing for its review. Upon receiving the Ministry's comments, Council will consider potential further changes to the Amendment, hold the required public meeting, adopt the amendment and submit it to the Ministry for approval. The Ministry's approval may come with modifications to the Amendment and its decision is final and not subject to appeal.

Several consultation events are planned specifically for Phase 1 and are listed below:

- Public Information Centre 1 – February 5, 2020
Objective of session: Provide information on the scope of Phase 1, population, housing and employment projections, land needs assessment, potential urban area boundary adjustments, potential employment area adjustments and information on the potential Hwy 6 water corridor and to obtain initial public comment and feedback.
- Public Information Centre 2 – April 16, 2020
Objective of session: Provide information on the final land needs assessment, proposed boundary adjustments for the urban areas and for the employment lands designations and draft recommendations on the Hwy 6 water corridor and obtain public comments on the draft recommendations.

Information on Phase 1 will be available on the County's website. This information will include staff reports presented to Council, significant background reports and public information centre display boards. Contact information will also be available as well as the ability for the public to comment.

Staff will also be engaging County departments and external agencies for communication and consultation regarding proposed amendments and policy frameworks. This will be key in identifying infrastructure and servicing considerations.

2. Phase 2 - General Official Plan Update

Phase 2 will involve the review of all the other policies of the Official Plan that are not addressed in Phase 1. As is the case with Phase 1, this review will also be in the context of the *Planning Act* and provincial policy requirements, especially those that are outlined in the Places to Grow Growth

Plan for the Greater Golden Horseshoe and the Provincial Policy Statement including any forthcoming updates to this Statement.

While this review will be comprehensive, particular attention will be placed on the agricultural and natural heritage systems. This will involve the mapping of prime agricultural lands and examining the potential for designating any rural areas in the countryside in which a broader range of uses may be permitted. The enhancement of the agricultural policies to provide potential additional sources of income for farmers through on-farm diversified uses will also be considered. It is intended that the County's natural heritage policies will be fully up-dated and this will include mapping and policies on such matters as feature classifications, protection/enhancements, buffers and setbacks.

Other matters to be addressed in Phase 2 are:

- a) sourcewater protection requirements/enhancements/updates;
- b) minimum tree canopy requirements, comprehensive vegetation management plans and tree protection plans as part of new developments;
- c) affordable housing, including policies supportive of implementation of any strategies/plans/updates developed by the County or its housing provider (Haldimand-Norfolk Housing & Social Services);
- d) new complete application requirements and public consultation requirements/strategies;
- e) parkland planning and parkland dedication requirements, including active transportation linkages;
- f) cultural heritage and archaeological resources/assessments;
- g) updated Lake Erie hazard mapping and risk areas/risk mitigation;
- h) waste management, covering the full spectrum of resource recovery and waste reduction issues in line with the Province's current strategy for a waste-free Ontario;
- i) sustainable development;
- j) climate change mitigation and adaptation;
- k) watershed planning;
- l) energy conservation;
- m) infrastructure; and
- n) technical and general housekeeping items.

Although this list is lengthy, it is not intended to be exhaustive. Issues may arise through the public consultation process, including the special meeting on January 14, 2020 that should also be addressed in the Official Plan Update.

Phase 2: Timeline and Public Consultation

While some work will begin on Phase 2 during the first half of 2020, the bulk of the work on Phase 2 will begin after the draft amendments to the Official Plan under Phase 1 have been prepared and are before Council for consideration. The objective is to have the draft amendments resulting from Phase 2 before Council for its consideration in the Fall of 2021.

Public consultation will be an integral component of the Phase 2 work program. Key to this process will be a community forum or visioning exercise which is scheduled for March 25, 2020. The event is intended to be a facilitated session that will be open to the public, as well as targeted invitations, in an effort to reach out to as many groups, organizations and associations as possible to ensure that a broad section of the community is reflected and different areas of interest are included and represented.

The structure of the current Official Plan is based on a visioning exercise that identified three building blocks that encourage a sustainable balance between the Environment, Economy and Community. Six cores themes arose out of the visioning exercise:

1. Environment.
2. Economy.
3. Growth Management.
4. Community Building.
5. Leisure, Culture and Heritage.
6. Health and Social Services.

Under each of these themes are strategic directions that set guiding principles for the Official Plan policies. The purpose of the community forum will be to revisit these building blocks, themes and strategic directions and to up-date them, if necessary, so that they will be relevant to the current context of Haldimand County and provide guidance to revisions to the Official Plan. As one of the themes is Growth Management, the community forum/visioning exercise is scheduled so that it can influence the work underway for Phase 1 – Growth Plan Conformity.

It is anticipated that there will be two rounds of public information centres held for Phase 2. The first will be in the early Fall of 2020 and will essentially provide introductory information and mapping, and obtain initial comments from the public. The second round of public information centres will be later in the process, likely in March or April of 2021, and will present draft recommendations, policy directions and any identified options for public feedback.

The review of the natural heritage system will be carried out by a qualified environmental consulting team. Public consultation will be a component of the scope of work in the terms of reference for that study. It is premature, at this point, to state in what form that consultation will take place.

County advisory committees to Council will also be consulted throughout the work program: first during the initial stages of the work program and later when draft recommendations, policy directions and any identified options are ready for discussion. These committees include:

- Heritage Haldimand.
- Agriculture Advisory Committee.
- Business Development & Planning Advisory Committee.
- Tourism Network.

As with Phase 1, the County's website will be a repository of reports, notices, presentations and other information associated with Phase 2.

FINANCIAL/LEGAL IMPLICATIONS:

A project manager, Matt Reniers of Matt Reniers & Associates has been retained to lead all aspects of the development, coordination and implementation of the County Official Plan Update and growth management strategy. Budget approval for the project was allocated through the 2019 capital budget approvals. Other potential costs for the project may include the hiring of a facilitator to lead the community forum/visioning exercise and a consultant to carry out the natural heritage study. Other consultants may be brought on-board to carry out specific tasks and will be funded through the overall project budget which is approved at \$475,000.

STAKEHOLDER IMPACTS:

The public consultation component events included in the Official Plan Update Work Program are outlined in the above discussions on Phase 1 - Growth Plan Conformity and Phase 2 – General Official Plan Update. Other avenues of consulting the public will also take place. This will include a postcard size comment card highlighting how to get information on the Official Plan Update and with space to

respond to a few basic and pertinent questions. These comment cards will be widely distributed throughout the County. There will be a project mailing list, based on mailing lists already maintained by the Planning & Development Division and open to anyone who is interested. Meetings with individual stakeholders will also be arranged, as well as on-line surveys.

The proposed work program has been discussed with staff from the Ministry of Municipal Affairs and Housing and further consultations with Ministry staff will occur as the work program progresses.

The Official Plan Update will have an impact on other municipal departments and consultation with staff from these departments will take place at key intervals in the work program. The Project Manager and Planning staff have met with staff from Engineering & Capital Works on several occasions to discuss the Hwy 6 water corridor. Consultations with neighbouring municipalities and First Nations communities will also take place.

Public Engagement:

At the time of preparation of this report, seven (7) submissions were received in response to the Official Plan review. The items raised through the correspondence included the following:

- Springvale hamlet boundary expansion.
- Caledonia urban boundary expansion – both for residential as well as industrial growth.
- Hagersville urban boundary expansion.
- Consideration of Agricultural designated lands to be re-designated for Resort Residential.
- Development within the Township of South Cayuga.
- Parkland and trail development.

The requests and comments received are acknowledged as part of the Official Plan review and will be formally evaluated through process. Some of the items raised, including the request for additional parkland space and trail connections, are not typically addressed through the policy of the Official Plan, however, will be addressed accordingly and directed to appropriate departments.

The letters and emails received are included as Attachments 1 – 7 to this report.

REPORT IMPACTS:

Agreement: No

By-law: No

Budget Amendment: No

Policy: No

ATTACHMENTS:

1. Armstrong Planning and Project Management, March 7th, 2019.
2. Armstrong Planning and Project Management, October 8th, 2019.
3. C. Mattice Letter, December 16th, 2019.
4. J. McBride Email, December 18th, 2019.
5. Deeg Email, December 21st, 2019.
6. Civic Planning Solutions Letter, December 23rd, 2019.
7. Urban In Mind, October 4th, 2018 – Planning Justification Report, Caledonia's Settlement area Expansion.