



Rural Initiatives/Planning Advisory Committee Meeting

Tuesday, July 27, 2021

9:00 A.M.

Meeting to be held electronically.

Agenda

1. Approval of Agenda
2. Approval of the Minutes from June 29, 2021
3. Disclosure of Pecuniary Interest and the General Nature Thereof
4. What We Heard Report #2 – Manager of Planning
5. Discussion Paper #1 – Servicing and Development – Manager of Planning
6. Discussion Paper #2 – Provincial Policy Statement and Provincial Policy/Guideline Changes – Manager of Planning
7. Correspondence
8. Date of Next Meeting
9. Adjournment

DRAFT MINUTES

Rural Initiatives/Planning Advisory Committee Meeting

Date: June 29, 2021
Location: Electronic Meeting
Time: 1:00 P.M.

Attendees: *Members of the Rural Initiatives/Planning Advisory Committee*

Councillor Ed Ketchabaw, Chair
 Councillor Sally Martyn
 Councillor Dominique Giguère
 Warden Tom Marks

Elgin County Staff

Chief Administrative Officer, Julie Gonyou
 General Manager of Engineering, Planning & Enterprise, Brian Lima
 Manager of Planning, Nancy Pasato
 Manager of Administrative Services, Katherine Thompson
 Legislatives Services Coordinator, Carolyn Krahn

1. Call to Order

The Rural Initiatives/Planning Advisory Committee met this 29th day of June, 2021.

2. Approval of Agenda

Moved by: Warden Marks
 Seconded by: Councillor Martyn

Resolved that the agenda be approved as presented.

Recorded Vote

	Yes	No
Warden Tom Marks	Yes	
Councillor Dominique Giguère	Yes	
Councillor Sally Martyn	Yes	
Councillor Ed Ketchabaw	Yes	
	4	0

- Motion Carried.

3. Adoption of Minutes

Moved by: Councillor Martyn

Seconded by: Councillor Giguère

Resolved that the minutes of the previous meeting be adopted.

Recorded Vote

	Yes	No
Warden Tom Marks	Yes	
Councillor Dominique Giguère	Yes	
Councillor Sally Martyn	Yes	
Councillor Ed Ketchabaw	Yes	
	4	0

- Motion Carried.

4. Disclosure of Pecuniary Interest and the General Nature Thereof

None.

5. Official Plan Review – Public Engagement Strategy Update – Manager of Planning

The Manager of Planning provided an update on the engagement strategy for the Official Plan Review. Timeline revisions include the presentation of the discussion papers. The first discussion paper will cover Development and Servicing and will be presented to the Committee on July 27, 2021. The second discussion paper will cover the Provincial Policy Statement and Ministry Directions and will be presented to the Committee on July 27th. The final two (2) discussion papers will cover the Natural Heritage Systems Strategy and Housing and Affordability and will be presented to Council in August and September respectively.

Moved by: Warden Martyn

Seconded by: Councillor Giguère

RESOLVED THAT the report titled, “Official Plan Review – Public Engagement Strategy Update,” from the manager of Planning, dated June 22, 2021 be received and filed.

Recorded Vote

	Yes	No
Warden Tom Marks	Yes	

Councillor Dominique Giguère	Yes	
Councillor Sally Martyn	Yes	
Councillor Ed Ketchabaw	Yes	
	4	0

- Motion Carried.

6. Correspondence

The Elgin Federation of Agriculture has put Donna Lunn's name forward as the next Committee Citizen Appointee. The appointment will go to Council for their endorsement.

7. New Business

None.

8. Date of Next Meeting

The Committee will meet again on Tuesday, July 27, 2021 at 9:00 am.

9. Adjournment

Moved by: Warden Marks

Seconded by: Councillor Martyn

Resolved that the meeting adjourn at 1:20 p.m.

Recorded Vote

	Yes	No
Warden Tom Marks	Yes	
Councillor Dominique Giguère	Yes	
Councillor Martyn	Yes	
Councillor Ed Ketchabaw	Yes	
	4	0

- Motion Carried.

Your County, Our Future



What We Heard

Stakeholder Discussions



What We Heard #2



Consultation Overview

The purpose of an Official Plan Review is to ensure it reflects the changing needs, opportunities and aspirations of the County, and that any changes to community vision/values, directions, policies and actions are reflected in the Official Plan.

To get this done, the County needs to know what's important to Elgin County residents, employers and visitors, and how they want to see the County grow.

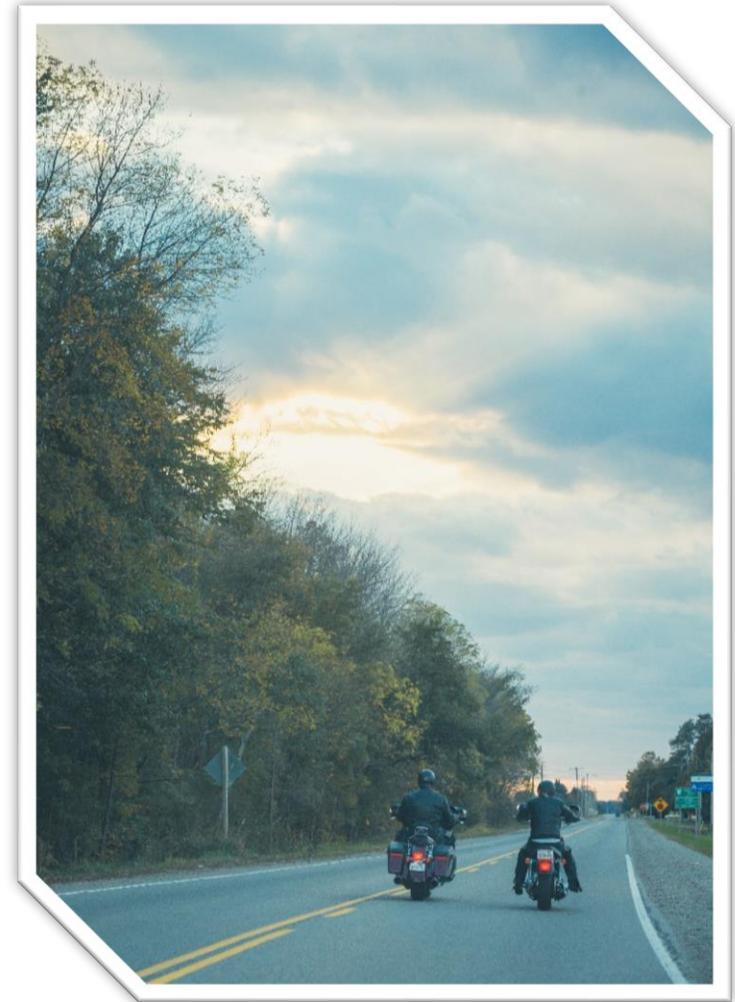
We have developed a Public Engagement Strategy and its aim is to make the most of stakeholder's and citizen's problem-solving potential, and build community and create advocates for the Official Plan.

The Strategy is focused on ensuring public engagement is transparent, focused and accessible and will serve as a guiding document detailing the County's approach to external public engagement.

What We Did

For our Stakeholder Discussions, we did the following:

- We developed a [Stakeholder Discussion Guide](#) which helped to focus our discussions
- We met virtually with seven stakeholder groups and all seven local municipalities between March 1 and June 25, 2021
- We received written comments from six additional stakeholder groups and summarized their comments
- We have assembled a list of major stakeholders and community groups that have participated so far in the process, and we continue to add to that list
- We attended local Municipal Council Meetings for all seven of our local municipalities and the City of St. Thomas to introduce the project and connect with local residents. We also advertised on local municipal webpages, and we met virtually with all seven local municipalities.



THANK YOU!

- We would like to take this opportunity to thank stakeholders for taking the time to provide their feedback, either through one-on-one virtual meetings, or email correspondence. This feedback plays a critical role in ensuring the Official Plan review meets the needs and expectations of the community.
- We recognize the importance of providing you an overview of how feedback has been addressed.
- Below you will find tables on the main topics. Each table has a column highlighting the most prominent feedback themes we heard through stakeholder comments, as well as a column with the corresponding responses and directions. Feedback in these tables was included when it was a theme heard from multiple stakeholders.
- A table with all of the stakeholder comments received and responses is provided as an Appendix to this report (Appendix A).
- All recommended policy discussion papers, engagement and next steps are summarized in this report.
- Please note, that this is not the last opportunity to provide feedback on the Official Plan review. As part of the upcoming discussion papers, additional feedback and engagement opportunities will be detailed.
- In the meantime you can always provide your feedback to us at any time! opreview@elgin.ca

*“Now is the time for
the County to be
flexible,
adaptable, and
ready to move in
various
directions,
while supporting
key County
needs and
issues.”*

What We Heard Report #2 – Stakeholder responses summary

Feedback – key topics of discussion	Comments
Housing and Affordability	<p>Participants found there is limited diversity of housing types, with a focus on single detached dwellings. Stakeholders wanted to know if the County would be considering implementing minimum density targets and unit types to ensure diversity in housing and choice. It was noted that there are very few rentals or condominiums in the area. A wider range of affordability/housing prices should be the focus of new and existing neighbourhoods. Other vulnerable populations such as marginalized and low-income communities, and increased access to affordable housing options, particularly for aging seniors should also be considered in the context of land use planning.</p>
Development and Servicing for Growth	<p>Stakeholder responses seemed to favour the need for development on full services, however there were several responders who want to support development on partial or even no municipal services. Some stakeholders believe that appropriate studies can be provided to justify the ability to service lands with appropriate services (such as septic and well). Others believe that full services should be the focus of new development and municipalities need to account for this when developing local strategies.</p>
On Farm Diversified Uses and Agricultural Protection	<p>Stakeholder responses primarily centered around the removal of red tape for agriculturally related uses (such as abattoirs) and protecting agriculturally related businesses and systems. Discussions also centered around expanding on the list of permitted on farm diversified uses, and allowing additional agri-tourism opportunities. Participants highly rank the importance of preserving agricultural lands, especially in regards to possible settlement expansions and through a rise in the number of consent applications for surplus farm dwellings.</p>

What We Heard Report #2 - Stakeholder responses summary

Feedback – key topics of discussion	Comments
<p>Natural Heritage and Natural Hazards</p>	<p>Several stakeholders have discussed the recent Elgin Natural Heritage System Strategy Study from 2019 and the need to review and adopt the recommendations and mapping from the study into the County Official Plan. Several stakeholder comments were related to development and existing homeowners near the Lake Erie shoreline, and including policy on permissions for flood control on private property. Other comments centered around inclusion of the Lake Erie Shoreline Protection Plan in to County policy. Source water protection, erosion hazards and additional wetland policies were also mentioned in discussions.</p>
<p>Settlement Areas and Expansions</p>	<p>Many municipalities have asked about the population projection process and ultimately the land needs assessment. Comments have also been received on the need to ensure that settlement expansions protect local agriculture and mitigate impact of future development on existing agricultural uses, which may be incompatible.</p>

Discussion Paper # 1 - Development and Servicing

The issue of development on full services vs. partial services has been raised by both the public and several partner municipalities. Provincial policy requires a hierarchy of servicing solutions. Research is underway to understand how other neighbouring municipalities approach this issue. Staff hope to develop options for the County to consider.

Target:

July 2021

Consultation:

Virtual open house, Survey



Discussion Paper # 2 - Provincial Policy Statement and Ministry Discussions

The Provincial Policy Statement (PPS) is a consolidated statement of the government's policies on land use planning. It gives provincial policy direction on key land use planning issues that affect communities.

The revised PPS came into effect on May 1, 2020. In accordance with Section 3 of the Planning Act, all decisions on land use planning matters made on or after that date are required to be consistent with the PPS 2020. Staff will need to review the changes from the PPS 2020, and any other Ministry documents and guidelines that have been updated or revised since the adoption of the last County OP, incorporate them into our document.

Broad areas that will be reviewed include: climate change, indigenous consultation, agriculture and on farm diversification, amongst others.

Target:

August 2021

Consultation:

Discussion Paper

Discussion Paper # 3 - Elgin Natural Heritage Systems Strategy

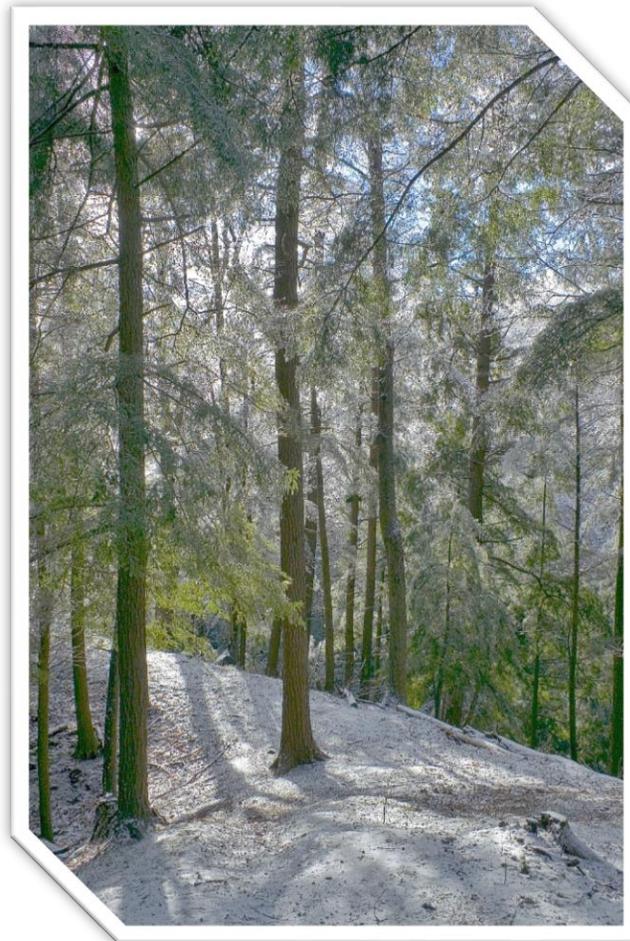
Target:

September 2021

Consultation:

Public/Virtual Meeting, Survey

As per Council's direction, the public will have an opportunity to review the draft Elgin Natural Heritage Systems Strategy (2019) and provide their feedback and input on the recommendations from this report. Policies on Source water Protection, and comments from the Conservation Authorities will also be addressed as part of this discussion.



Discussion Paper # 4 - Housing and Affordability

Target: *September 2021*
Consultation: *Virtual open house, Survey*

The issue of housing and affordability is the most referenced issue by the public and stakeholders. A discussion report on Housing and Affordability will be completed (September) which will look at recommendations stemming from previous housing and affordability strategies, and review current County policy, current provincial policy, development in other communities, density targets, housing types, and possible directions.



Discussion Paper # 5 - Population and Housing Projections, Employment and Land Needs

The last update to the County growth forecasts was completed in 2011. Since that time, there have been a number of changes (e.g. legislation, policies, land use changes, approved development, etc.) and updates to statistical data (e.g. 2016 Census) and other information that should be considered. As such, an update to the County's growth forecasts and associated land need analysis are required to reflect current provincial and local policies, land use, statistical data, economic, demographic and social factors/trends and other relevant considerations. This is intended to provide the County with the updated technical basis necessary for determining the adequacy of the current land supply, (including the extent to which forecasted growth can be accommodated through intensification and re-development), reviewing and establishing updated intensification targets, and determining whether there is the need to expand any of the County's settlement areas to accommodate forecasted growth, and planning for the longer-term protection of 'employment areas'. A draft report on Population and Housing Projections, Employment and Land Needs will be completed and circulated to the partner municipalities for feedback.

Target:

October 2021

Consultation:

*Local Municipal
Council Presentations*



- A third 'What We Heard Report' will be targeted for October. This report will summarize all of the comments received through the consultation process and associated with the discussion papers, and may include potential changes as a result of the comments.
- A draft of the Official Plan policy changes will thereafter be presented to Council at a public meeting in November, which will be advertised to allow for further public/stakeholder engagement necessary to satisfy Planning Act consultation requirements.
- Dependent on the extent of comments received at the time of the public meeting, a final 'What We Heard Report' may be authored in January to summarize any proposed changes resulting from comments received. A final Official Plan amendment is anticipated to be tabled before Council for its consideration and adoption in February, 2022.
- We will be using our new webpage platform [Engage Elgin](#) to connect with residents and stakeholders. The Engage Elgin website will be the main page for all information related to the Official Plan review. This new digital platform can support a variety of online engagement activities, including facilitating numerous virtual open houses, surveys, and the opportunity to engage with staff, submit questions and provide additional feedback.

Other Reports and Engagement Opportunities



We look forward to hearing more from residents and stakeholders about how the Official Plan review affects you, and how the plan can reflect the community's vision and values.

We encourage you to stay engaged as the project moves through these next steps.

If you have any questions about how to engage further you can always contact us at

opreview@elgin.ca

Your
County,
Our
Future



Local Municipalities – meetings occurred with CAO and Mayor and/or Staff between June 2 and June 25, 2021

Town of Aylmer	
COMMENT	COUNTY RESPONSE
<p><i>Settlement Areas</i> – Aylmer is a Tier 1 settlement areas but has limitations for servicing abilities and doesn't have a great handle on what the actual capacity is. The town is running out of residential land, needs to expand, and needs to upgrade infrastructure prior to expansion.</p>	<p>The issue of Aylmer's ability to grow and service will need targeted discussions with the municipality, Township of Malahide and the County of Elgin. There may also need to be involvement from the Province if there is any future shift or expansion of the municipality. This will occur outside of the OP Review process.</p> <p>Also, as part of the population projections/land needs assessment, there will be consideration of adding lands into settlement areas, based on various criteria as per the Provincial Policy Statement and County Official Plan policy. This justification will be necessary in order to consider expanding or adding lands to any settlement area.</p>
<p><i>Natural Heritage Strategy</i> – schedules should be adopted through the OP Review to allow the municipalities to incorporate into their own reviews so there is a consistent approach across the County.</p>	<p>As part of the OP Review process, the County will be reviewing the Elgin Natural Heritage Systems Strategy (August). Updated mapping, if endorsed, will be implemented into the County Official Plan, and ultimately should be reflected in the lower tier OP's.</p>
<p><i>Secondary Dwelling Units</i> – guiding policy needs to be provided from the County especially considering the lack of lands available.</p>	<p>As part of the draft OP policy, staff will look to add policies on secondary dwelling units to assist the local municipalities.</p>
<p><i>Density Targets</i> – every municipality has their own targets. The County should have general policy guiding these</p>	<p>The County OP does not contain density targets, as it will be difficult to determine a density target that can apply to all municipalities equitably, given the range of permitted</p>

<p>targets to achieve some kind of consistency based on population, services, etc.</p>	<p>uses and lot areas etc. The County will, though look to further refine policies related to mix and range of housing types.</p>
<p><i>Condos and Severances</i> – would like to have common criteria between County and municipalities.</p>	<p>As part of the draft OP policy, staff will look to add policies on condominiums and process to assist the local municipalities.</p> <p>A review of consent policies has also been identified and will be addressed through draft policy changes as part of the review process (November).</p>
<p><i>Interest from Developers and Builders</i> – could a road map or guide be created to supply interested parties with information on the process/who to talk to/what land is available?</p>	<p>This is a great suggestion and staff will work with the local municipalities to come up with a common approach/information for prospective developers. This will occur outside of the OP Review process.</p>
<p><i>Transportation Master Plan</i> – will this master plan contain any specific policies to help the municipalities address their transportation concerns? Will there be any improvements to County road and major transportation corridors as a result of the TMP?</p>	<p>Elgin’s Transportation Master Plan is specifically focused on the County’s road network, however some initiatives such as vehicular and active transportation connections may associate local roads and trails. In this regard, local municipal participation on our Municipal Advisory Committee will be important. Elgin’s TMP scope does not include the development of policies to specifically address local issues, however, the plans and policies developed may be adopted and utilized by our local municipal partners should they find them beneficial (i.e. Corridor Design Guidelines). Other TMP goals are also expected to directly benefit local municipalities across Elgin, such as conducting a feasibility analysis of a Public Transit service, recommend locations for commuter parking lots, conduct a road network rationalization review and to determine necessary transportation policies and initiatives to</p>

	complement County and local municipal official plans and planned economic growth.
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Municipality of Bayham	
COMMENT	COUNTY RESPONSE
<i>On Farm Diversified Uses</i> - County policies need to match/support provincial policies from OMAFRA including policies related to farm tourism, alternate accommodations, agri-business protections and allowing related uses to be located within the Agricultural area.	A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at recent OMAFRA documents (Guidelines on Permitted Uses in Ontario's Prime Agricultural Area) to help clarify permitted on farm diversified uses.
<i>Partial servicing</i> – the County needs to provide a clearer picture on how settlement areas with land designated for development, can develop i.e. settlement capability, how many lots/residents could the land support. Developers are waiting for this information before moving forward with applications. The guidelines for development on partial services, need to be consistent across the County.	The issue of development and servicing has been raised by multiple parties. A discussion report on Servicing and Development (July) will be completed in the coming month which looks at current County policy, current provincial policy, development in other communities, and possible solutions.
<i>Population and Land Needs</i> – an emphasis needs to be placed on a mix of housing and uses to increase affordable housing. There should be benefits or incentives for developers to provide affordable housing to encourage the development of it.	The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions.
<i>Natural Heritage Strategy</i> - protection of natural heritage/wetlands	As part of the OP Review process, the County will be reviewing the Elgin Natural Heritage Systems Strategy (August). Updated mapping, if endorsed, will be

	implemented into the County Official Plan, and ultimately should be reflected in the lower tier OP's.
<i>Connected communities</i> – the entire County needs to be connected via public transit options and parks/recreation plans.	Public transit and connections across the County will be reviewed as part of the Transportation Master Plan (TMP), currently on-going. There is no regional parks and recreation master plan, and planning for pathways and connections is the responsibility of the local municipality.

Municipality of Central Elgin	
COMMENT	COUNTY RESPONSE
<i>Population and Land Needs</i> – CE wants to encourage a mix of dwelling type, new and affordable development to aid in seniors' accommodation as well as address the lack of choice that currently exists in the housing market (i.e. SSD, high prices)	The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions.
<i>Planning for Growth</i> – fully serviced settlement areas should be the focus of new development and growth to align with the PPS. If the province wants full services, we should invest in full services.	The issue of development and servicing has been raised by multiple parties. A discussion report on Servicing and Development (July) will be completed in the coming month which looks at current County policy, current provincial policy, development in other communities, and possible solutions.
<i>Land Needs and Supply</i> – affordable housing is best achieved through different densities of development.	The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and

<p>Encouraging a mix of housing will temper the housing market. There is opportunity for infill/intensification in Port Stanley and Belmont but residents are unwilling to consider this and push back on applications.</p>	<p>Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions. The County will look to further refine policies related to mix and range of housing types.</p>
<p><i>Prime Agricultural Land</i> – the County should look strategically at where growth is best suited while protecting agricultural land. For example, livestock is more difficult to have now with increase in additional housing due to incompatible uses. Intensity should be a focus to protect farmlands.</p>	<p>The County and the PPS contain minimum intensification targets that all municipalities should be attempting to achieve.</p> <p>Also, as part of the population projections/land needs assessment, there will be consideration of adding lands into settlement areas, based on various criteria as per the Provincial Policy Statement and County Official Plan policy. Criteria for expansions need to consider prime agricultural lands and avoiding these areas where feasible. This justification will be necessary in order to consider expanding or adding lands to any settlement area.</p>
<p><i>Indigenous Consultation and Reconciliation</i> – should be included in any OP documents as per PPS.</p>	<p>A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at PPS 2020 changes, which includes indigenous consultation.</p>
<p><i>Natural Heritage/Hazardous Lands Strategy</i> – emphasis needs to be placed on protecting and preserving the County’s natural features/hazards. Development should be focused away from these areas. Measures to fight climate change needs to be addressed.</p>	<p>As part of the OP Review process, the County will be reviewing the Elgin Natural Heritage Systems Strategy (August). Updated mapping, if endorsed, will be implemented into the County Official Plan, and ultimately should be reflected in the lower tier OP’s.</p>

	A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at PPS 2020 changes, which included climate change considerations.
<i>Connected Communities</i> – the entire County needs to be connected via public transit, parks/recreational master plans, bike lanes, and electric charging stations.	Public transit and connections, and electric vehicle infrastructure across the County will be reviewed as part of the Transportation Master Plan (TMP), currently on-going. There is no regional parks and recreation master plan, and planning for pathways and connections is the responsibility of the local municipality.

Municipality of Dutton Dunwich	
COMMENT	COUNTY RESPONSE
<p>The municipality would like to see fair and consistent growth across the County.</p> <p>Additionally, municipalities would like to have more flexibility to add land to settlement area boundaries based on servicing and current use. Existing servicing should be used where possible.</p>	<p>As part of the population projections/land needs assessment, there will be consideration of adding lands into settlement areas, based on various criteria as per the Provincial Policy Statement and County Official Plan policy. This justification will be necessary in order to consider expanding or adding lands to any settlement area.</p> <p>The expansion of settlement areas can only be done through a comprehensive review (i.e. at the time of an Official Plan review) and contains a series of criteria to ensure any expansion is justified, necessary and located in most advantageous spot. Settlement boundary expansions will be addressed as part of the population projections and land needs assessment.</p>

<p>The shoreline needs to be protected and zoned accordingly to protect home owners and developers.</p>	<p>The issue of existing development adjacent to the Lake Erie Shoreline is complicated and has a long history with many stakeholders involved (Conservation Authorities, local stakeholders' groups such as LENS LA). There may be the potential to look at policies related to lands adjacent to Lake Erie as part of a larger review. It is anticipated that further discussion will need to occur with County Council on the possible direction of this review, outside of the OP Review process.</p>
<p>Use of agricultural lands need to be diversified to make farms adding different services easier (less red tape).</p> <p>New purchasers of surplus farm dwellings need to be made aware of impacts of a farm property (i.e. dust, noise, smell). Consent policies need to be consistent throughout the local municipalities and an emphasis on maintaining the retained lands for agricultural use is required.</p>	<p>A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at recent OMAFRA documents (Guidelines on Permitted Uses in Ontario's Prime Agricultural Area) to help clarify permitted on farm diversified uses.</p> <p>A review of consent policies has also been identified and will be addressed through draft policy changes as part of the review process (November).</p>
<p>The municipality has the ability to provide a range of housing types (on slab, tiny homes, trailer parks, etc.) and should be able to develop these areas and provide affordable living accommodations. Additional Residential Units should also be supported by County and municipalities.</p>	<p>The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions.</p>

<p>Township of Malahide COMMENT</p>	<p>COUNTY RESPONSE</p>
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<p>Development should be focused in areas with full services across the County, not just in Malahide. Development on partial services will cost the municipality in the long run. Full services can support a range of housing/development types rather than strip growth of single-family homes on large lots.</p> <p>Focus development in fully serviced areas. Malahide is currently running out of vacant lands with the exception of Springfield, which is the focus of growth and development.</p>	<p>The issue of development and servicing has been raised by multiple parties. A discussion report on Servicing and Development (July) will be completed in the coming month which looks at current County policy, current provincial policy, development in other communities, and possible solutions.</p>
<p>The municipality supports a reallocation of settlement lands from one municipality to another, such as a shift of development lands to Springfield instead of other un-serviced settlement areas. The municipality does not support any reductions in full serviced settlement areas.</p>	<p>Elgin County does not anticipate a reduction in overall settlement areas based on current development levels. However, any draft population and land needs recommendations will be reviewed by all lower tier municipalities prior to adoption.</p>
<p>Malahide has several “special policies” in Official Plan that permit development outside of settlement areas. For the most part these have already been developed and do not need to be included in any new settlement areas moving forward.</p>	<p>The Elgin Official Plan recognizes there are areas outside of settlement areas that are identified for development in lower tier municipal Official Plans. As part of the land needs assessment, there will be consideration of adding lands into or developing new settlement areas, based on various criteria as per the Provincial Policy Statement and County Official Plan policy.</p>
<p>Communication between County and municipality is essential and each should support the other. The County sets the framework and does the research and then allows the LMP’s to develop their own supporting criteria.</p>	<p>The County will continue to work with and to support the lower tiers while meeting the requirements of provincial policy.</p>

<p>The municipality receives many complaints re: cannabis facilities which meet all existing criteria. Is there any more that can be done (i.e. allow it as an industrial rather than agricultural use, require site specific ZBA, MDS standards for cannabis like livestock?).</p>	<p>Several surrounding municipalities/Counties have developed alternative policies related to cannabis facilities and requirements.</p> <p>However, cannabis is a federally regulated industry, so any revised policy must meet federal regulations.</p> <p>County staff recommend further research on this topic, outside of the OP Review process.</p>
<p>Natural Heritage Strategy needs to update current policies which are vague and unclear, hard to enforce. This will require public engagement.</p>	<p>As part of the OP Review process, the County will be reviewing the Elgin Natural Heritage Systems Strategy (August). Updated mapping, if endorsed, will be implemented into the County Official Plan.</p>

<p>Township of Southwold COMMENT</p>	<p>COUNTY RESPONSE</p>
<p>Full municipal servicing should be provided and development should not be permitted on partial services as it will cost municipality more and is an inefficient use of lands.</p>	<p>The issue of development and servicing has been raised by multiple parties. A discussion report on Servicing and Development (July) will be completed in the coming month which looks at current County policy, current provincial policy, development in other communities, and possible solutions.</p>
<p>The municipality needs more variety of housing types, smaller units and more affordable housing. Affordable housing is also connected to transportation needs. The two should be addressed together.</p>	<p>The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions.</p>

<p>Local municipalities have little to no involvement in the Environmental Impact Studies. Could they or County partner with Conservation Authorities to help with the review?</p>	<p>A previous report was brought to County Council and the ultimate recommendation was to bring back an information report which looks at options and costs associated with EIS reviews. It is anticipated this report will be completed outside of the OP Review Process.</p>
<p>The Shoreline Management Plan needs to be finalized and alternatives need to be considered if it does not get final approval.</p>	<p>The issue of existing development adjacent to the Lake Erie Shoreline is complicated and has a long history with many stakeholders involved (Conservation Authorities, local stakeholders' groups such as LENS LA). There may be the potential to look at policies related to lands adjacent to Lake Erie as part of a larger review. It is anticipated that further discussion will need to occur with County Council on the possible direction of this review, outside of the OP Review process.</p>
<p>Permit alternative accommodations in the Agricultural Area designation to support agri-tourism uses. Camping, yurts, B&B's on the farm, need to be permitted in a practical and safe way to promote economic development and on farm diversified uses;</p> <p>Permit Industrial/Residential (live/work) uses in the Agricultural Area designation. Require a clause to be registered on the title of all newly created parcels in the Agricultural Area designation to advise new residents that reside adjacent to agricultural farm operations to acknowledge the potential inconveniences that may arise such as noise, dust, and late working hours during peak agricultural time periods;</p>	<p>A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at recent OMAFRA documents (Guidelines on Permitted Uses in Ontario's Prime Agricultural Area) to help clarify permitted on farm diversified uses.</p> <p>Permitted uses in the Agricultural area are regulated through provincial policy. Non-agricultural industrial uses and residential uses are generally not permitted in the agricultural area. Live/work opportunities in settlement areas could be looked at as part of a larger policy review, outside of the OP Review process. Impacts of industrial uses on residential and proximity to one another are a major concern in land use planning. The Ministry of the Environment, Conservation and Parks (MECP) has</p>

<p>Dwelling units on farms (i.e. bunk houses, temporary accommodations) need to be more tightly regulated within the County.</p>	<p>recently updated their Land Use Compatibility Guidelines which addresses setbacks between sensitive land uses and industrial uses. It is anticipated this revised draft will be finalized in the coming months, and can be used as a basis for further review.</p> <p>A review of consent policies has also been identified and will be addressed through draft policy changes as part of the review process (November).</p>
<p>The Talbotville Industrial Lands have huge potential but need critical infrastructure and servicing. Partnerships to be explored. A servicing strategy could be developed for the industrial lands. The municipality may need help financially with servicing review.</p>	<p>The Talbotville Industrial Lands are recognized in policy and on Schedule A of the County Official Plan. A Secondary Plan exercise may be beneficial in order to prepare these lands for future development. A secondary plan is a land use plan for a particular area. Typically, a secondary plan will provide more detailed policies for the area it covers, such as public spaces, roads, parks and servicing. Further discussion is needed with County Council outside of the OP Review process.</p>
<p>Landfill sites are an important revenue for Southwold and would like to know ahead of time of any changes beforehand. Consider reviewing County OP policies to incorporate language to help protect established uses such as this and recommend the existing landfill as it is a major economic generator.</p>	<p>A review and possible inclusion of a policy that recognizes the existing landfill site in Southwold has also been identified and will be addressed through draft policy changes as part of the review process (November).</p>
<p>Connections within policy between all local municipalities, including Indigenous, municipalities and St. Thomas, need to be considered to provide a consistent policy approach across borders.</p>	<p>A review and possible inclusion of a policy that recognizes working and coordinating with adjacent municipalities and adjacent indigenous communities will be addressed through draft policy changes as part of the review process (November).</p>

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Municipality of West Elgin	
COMMENT	COUNTY RESPONSE
<p><i>Boundary Expansion/Development</i> – Settlement areas needs to be expanded but this needs to be context sensitive. There are logical areas for expansion that the municipality receives enquiries on.</p>	<p>As part of the population projections/land needs assessment, there will be consideration of adding lands into settlement areas, based on various criteria as per the Provincial Policy Statement and County Official Plan policy. Criteria for expansions need to consider prime agricultural lands and avoiding these areas where feasible, amongst other criteria (i.e. appropriate servicing). This justification will be necessary in order to consider expanding or adding lands to any settlement area.</p>
<p>Any new development needs to provide alternative housing with more affordable options. Repurposing of churches, legions, schools, etc. should be considered if they are no longer in use, and especially if they are fully serviced. There needs to be a mix of housing types and tenures to meet the needs of all citizens (i.e. seniors, young families, geared to income housing, etc.).</p>	<p>The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions. The County will look to further refine policies related to mix and range of housing types, as well as adapted reuse of exiting buildings.</p>
<p><i>Servicing</i> – servicing would have to be expanded to address settlement area expansions. Modelling study is in the process, targeted for 2021. Settlement areas are mainly serviced at this point and currently, vacant lands allow for small developments. There is potential need for a County Servicing Master Plan</p>	<p>The issue of development and servicing has been raised by multiple parties. A discussion report on Servicing and Development (July) will be completed in the coming month which looks at current County policy, current provincial policy, development in other communities, and possible solutions.</p>

<p>to provide guidance to the municipalities on how/where servicing needs to be expanded. There is ample vacant land but a lot of it is privately owned.</p>	
<p><i>Trail System</i> – a recreational master plan could help boost tourism and connect the County.</p>	<p>There is no regional parks and recreation master plan, and planning for pathways and connections is the responsibility of the local municipality.</p>
<p><i>Severance Policies, Surplus Farm Dwellings</i> – County policies need to be addressed. There needs to be consistency and clarity across the County. There is a definite need for change.</p>	<p>A review of the consent policies is necessary to ensure that there are uniform policies applied to all local municipalities.</p>

Stakeholder/Organizations – meetings occurred between March 1, 2021 and June 1, 2021

Elgin Federation of Agriculture	
COMMENT	COUNTY RESPONSE
<p>The EFA wants municipal policies to protect, maintain and enhance the agricultural sector. Supporting documents were provided. Topics of interest include: economic development, environment and animal welfare, energy and waste, infrastructure and social services.</p>	<p>A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at recent PPS changes that strengthen the agricultural sector, such as protection of food systems. The PPS 2020 introduces the concept of an “agricultural systems” approach to enhance and maintain the geographic continuity of the agricultural land base and the economic connections of the ‘agri-food network’ which includes infrastructure, services, and assets that are important to the viability of the agri-food sector. Supporting documents will be reviewed to understand if additional changes are necessary.</p>
<p>Best practices for land use planning include: on farm diversification, as-of-right zoning for proposed uses that are compatible with agricultural uses to reduce red tape, identifying uses permitted through zoning amendments, clear definition and policy related to agri-tourism and uses with lesser connection to agricultural, use MDS as needed, dedicated and informed staff, and use Site Plan Control to review and approve farms and agri-businesses to protect the agricultural sector.</p>	<p>A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at recent OMAFRA documents (Guidelines on Permitted Uses in Ontario’s Prime Agricultural Area) to help clarify permitted on farm diversified uses, to allow for compatible uses, and to strengthen food systems as per the PPS.</p> <p>Permitted uses in the Agricultural area are regulated through provincial policy, and are also regulated through local planning documents. Site plan control is administered by the local municipality.</p>

Conservation Authorities (CA) (KCCA, LTVCA, CCCA, LPCA)	
COMMENT	COUNTY RESPONSE
<i>Wetlands</i> – there should be consistent policies and approach across the County on wetland management (i.e. minimum setbacks)	Minimum setbacks are typically recommended as part of an approved Environmental Impact Study (EIS) and are usually locational or site specific based on the adjacent feature.
<i>Relationship</i> – the working relationship between the County and CA's could be improved. The County should advocate for the CAs.	The County of Elgin strives to continually improve the working relationship with the local Conservation Authorities and will look for opportunities to work with them.
<i>Environmental Impact Study (EIS)</i> – if CAs are involved, the EIS process could expand.	Staff provided a report to County Council on April 6, 2021 which detailed the potential to have the four CA's provide a review function for EIS's. County Council have directed staff to review this, as well as the potential for dedicated staff person, or the retention of consultants to review EIS's at the County level.
<i>Natural Hazards</i> – mapping the hazards, technical studies, updating regulations of County and LMPs with CAs for a consistent approach and accurate mapping of hazard lands. Development needs to be more restricted through policy on hazard lands such as the bluffs. Goal is to reduce risk of flooding and erosion hazards. Expand the existing mapping to support LMP.	Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.
<i>Source Water Protection</i> – 4 CA's have SWP mapping which could be included as mapping in the OP (example Centre Wellington).	Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.
<i>Lake Erie Shoreline Protection</i> – incorporate the policies, findings and mappings of the Management Plan. This could include setbacks and development restrictions.	The issue of existing development adjacent to the Lake Erie Shoreline is complicated and has a long history with many stakeholders involved (Conservation Authorities,

	local stakeholders groups such as LENS LA). There may be the potential to look at policies related to lands adjacent to Lake Erie as part of a larger review. It is anticipated that further discussion will need to occur with County Council on the possible direction of this review.
<i>Woodlands</i> – could the OP policy be enhanced to increase woodland coverage. Currently, the County has a Woodland bylaw for no net loss, but could this be updated to include or not include an EIS depending on certain criteria?	Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.

Kettle Creek Conservation Authority (KCCA)	
COMMENT	COUNTY RESPONSE
<i>Significant Wetlands</i> - All wetlands, including provincially and locally significant, and unevaluated features are included in the areas of Conservation Authority regulatory jurisdiction. The County of Elgin should consider including additional development policies consistent with the local Conservation Authority’s policies for wetland management within the County OP update.	Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.
<i>Water Courses</i> - Proposed source water protection policies should consider the Kettle Creek Source Protection Plan and its associated policies and mapping.	Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.
<i>Natural and Man-Made Hazards</i> - As part of its regulatory responsibilities, Conservation Authorities maintain hazardous lands mapping and technical data which can be shared for inclusion into the County OP for consideration	Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.

<p>of hazard land designations and associated policies at the County level. Make sure they are consistent.</p>	
<p><i>Development in a Flood Plain</i> - KCCA staff support the existing floodplain policy within the County OP whereby development or site alteration is not permitted within the floodplain of a river or stream system, and where buildings and structures are not permitted within the floodplain, except where written permission is obtained from the appropriate Conservation Authority.</p>	<p>Noted.</p>
<p><i>Erosion Hazard Limit and Hazardous Slopes</i> - In addition to existing erosion hazard and slope policies, KCCA would recommend consideration of the following additional policy consistent with its lower tier municipal policies: <i>That the use of stabilization works as a means to adjust the Erosion Hazard Limit or development setbacks for the purposes of increasing the potential development envelope or permitting new development and/or site alterations within the erosion hazard limit shall not be permitted.</i></p>	<p>Staff will be reviewing the potential for additional policy through discussion paper #3 – Elgin Natural Heritage System Strategy.</p>
<p><i>Sanitary Sewers and Water</i> - the County should consider additional policies for stormwater management considerations that would discourage, if not prohibit the placement of proposed stormwater management facilities from occurring within or upon significant natural heritage features and/or natural hazard areas. KCCA would recommend that the County consider an additional Map Appendix for Natural Hazard Areas similar to Map Appendix #1 – Natural Heritage Features and Areas.</p>	<p>Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.</p>

<p><i>Natural Heritage</i> – would like to see results of previously done Natural Heritage Systems Study in the OP Review. Additionally, KCCA recommends County of Elgin consider developing natural heritage offsetting policies that support the restoration and/or improvement of natural heritage coverage areas with an objective of reaching NET GAIN results. Any proposed policies being considered that may relate to the involvement of the appropriate Conservation Authority for development of Environmental Impact Studies to address natural heritage policy requirements should include an acknowledgement that a Service Agreement with the appropriate Conservation Authority would need to be developed and executed prior to consideration of the Conservation Authority providing such service.</p>	<p>Staff will be reviewing the potential for additional mapping and policy through discussion paper #3 – Elgin Natural Heritage System Strategy.</p>
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Southwestern Public Health (SWPH)	
COMMENT	COUNTY RESPONSE
<p>SWPH would like to see other vulnerable populations such as marginalized and low-income communities considered in the context of land use planning.</p>	<p>Vulnerable populations such as marginalized and low-income communities will be looked at through discussion paper #4 – Housing and Affordability.</p>
<p><i>Transportation</i> - Increased access to rural transportation options for all ages</p>	<p>The County of Elgin has initiated a comprehensive Transportation Master Plan that will in part review the rural transportation options for all ages. Any resultant policy changes will be implemented through the County Official Plan.</p>
<p><i>Affordable Housing</i> - Increased access to affordable housing options, particularly for aging seniors</p>	<p>Seniors and affordable housing will be looked at through discussion paper #4 – Housing and Affordability</p>

<p><i>Recreation/Activity</i> - Increased access to recreational opportunities such as multi-use recreational trails and facilities that can be used by people of all ages and abilities</p>	<p>Issues such as recreational opportunities and multi-use trails are local concerns not addressed by the County OP.</p>
<p><i>Health Impact Assessment</i> - Consider including a health impact assessment for large projects.</p>	<p>This will be looked at through development of draft policy.</p>

Homelessness Prevention and Housing Programs St.Thomas-Elgin	
COMMENT	COUNTY RESPONSE
<p>Findings and recommendations need to be applied to County policy, specifically related to variety of housing types and affordable housing. Parts of this report can be applied to all local municipalities, not just Central Elgin.</p>	<p>Affordable housing will be looked at through discussion paper #4 – Housing and Affordability.</p>

Resident and Community Groups – comments and meetings occurred between February 25, 2021 and May 31, 2021

Port Stanley Village Association	
COMMENT	COUNTY RESPONSE
<p>Development is supported but recommends high density residential/commercial not be permitted in the village. The PSVA will advocate for the implementation of such other planning measures and tools as may be appropriate to prevent the approval of high density residential/commercial development in the village in the future.</p>	<p>Policies related to development of Port Stanley are within the Municipality of Central Elgin’s Official Plan. Central Elgin is developing a Secondary Plan to provide the long-term vision and plan for the repurposing of the Port Stanley Harbour lands and their planned integration with the adjacent waterfront areas in Port Stanley. The Port Stanley Harbour Area Secondary Plan (Harbour Plan) will build on previous work to identify land use designations and policies that will guide detailed planning and recommend the location of specific land uses, such as parks, recreation, retail and tourist commercial, housing (both primary and second/vacation homes) and infrastructure investment.</p> <p>There will not be any consideration on a special policy specific to Port Stanley in the County Official Plan review at this time. These comments will be forwarded the Central Elgin for their review.</p>
<p>A definition for “compatibility” be included in planning policy</p>	<p>Compatibility is typically measured by criteria that is included in the Official Plans to evaluate impact. A review of other County Official plans surrounding Elgin show that none of the plans define what “compatibility” is.</p>
<p>Concerns are also related to the ultimate growth and size of the village through future boundary adjustments.</p>	<p>Settlement boundary expansions will be addressed as part of the population projections and land needs assessment. If expansions are recommended, Staff will work with the</p>

	Municipality of Central Elgin on appropriate locations for expansions.
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Dutton Dunwich Opponents of Wind Turbines	
COMMENT	COUNTY RESPONSE
In the current County of Elgin Official Plan Section E.4.2 the language around development of renewable energy systems is also supportive, rather than directive which aligns well with DDOWT views. This section E.4.2 does make a statement that “These systems significantly reduce the amount of harmful emissions to the environment when compared to conventional energy systems”. We encourage the County to either remove this statement, or carry out a more up-to-date literature and research review, before deciding to include this statement. There is a great deal of newer literature that debunks that statement. And in the final sentence of Section E.4.2 the Green Energy Act reference should be removed. Supportive rather than directive language is encouraged by the DDOWT.	This will be looked at through development of draft policy changes.

Lake Erie North Shore Landowners Association (LENSLA)	
COMMENT	COUNTY RESPONSE
Shoreline/Erosion Protection needs to be included in the Official Plan, including both government funded and land owner funded/privately funded. Owner funded/privately funded should be incentivized by the County. Help should be provided back to the land owners in some way if land owners are helping to protect the shoreline.	<p>The issue of existing development adjacent to the Lake Erie Shoreline is complicated and has a long history with many stakeholders involved (Conservation Authorities, local stakeholders groups such as LENS LA).</p> <p>There may be the potential to look at policies related to lands adjacent to Lake Erie, but it is anticipated this would be part of a larger review that would include the local</p>

	<p>municipalities, Conservation Authorities and affected residents, outside of the OP Review process, if County Council directs.</p>
<p>Infrastructure/Servicing needs to be updated and more inclusive for all corners of the County</p>	<p>The issue of development and servicing has been raised by multiple parties. A discussion report on Servicing and Development (July) will be completed in the coming month which looks at current County policy, current provincial policy, development in other communities, and possible solutions.</p>
<p>Communication between County and land owners needs to be better regarding designation of lands, what protections can be offered, and environmental studies impacting the lands.</p> <p>The CAs also need to be involved with each other, and with the County, to provide input on any erosion/lakeshore development.</p>	<p>The County continues to strive to improve its public notification and engagement on major policy issues. Any future reports or studies or policy direction that could impact land owners will ensure a public process, as per the Planning Act and Council's Strategic Plan.</p> <p>The County of Elgin strives to continually improve the working relationship with the local Conservation Authorities and will look for opportunities to work with them on a collaborative basis.</p>
<p>Any erosion control measures should reflect PPS. With provincial support, mitigation measures may become more affordable. Studies may need to be completed to find suitable measures for protection.</p> <p>There are contradictions between PPS and OP's. Often, these contradictions prevent land owners or farmers from stopping some of the erosion occurring on their own property.</p>	<p>The current PPS 2020 speaks to Natural Hazards (Section 3.0) and reducing the potential for public cost or risk to Ontario's residents from natural or human-made hazards. Development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards.</p> <p>Mitigating potential risk to public health or safety or of property damage from natural hazards, including the risks that may be associated with the impacts of a changing</p>

	<p>climate, will require the Province, planning authorities, and conservation authorities to work together.</p> <p>There may be the potential to look at policies related to lands adjacent to Lake Erie, but it is anticipated this would be part of a larger review that would include the local municipalities, Conservation Authorities, the Province and affected residents, outside of the OP Review process, if County Council directs.</p>
<p>Agricultural Land – most shoreline land is agricultural land. Due to the importance of preserving this land, erosion control measures are very important and this should be emphasized through County policy. Policy should be agricultural friendly.</p>	<p>There are competing interests in the PPS 2020 such as the preservation and protection of agricultural lands, that look to be at odds with each other. It will be necessary then to work with all levels of government, but also recognize that even if certain competing policies exist, all policies need to be addressed. In addition to this, the County recognizes that the CA's still play a part in erosion mitigation.</p> <p>A discussion report on Provincial Policy Statement and Ministry changes will be completed in the coming months (August) which will look at the recent PPS changes and recommend new or amended policy as a result.</p>
<p>Prevention, not just protection – there are measures that can be taken, and have been taken elsewhere, that actually prevent erosion issues rather than just protect land owners from erosion when it does happen. It is not impossible to stop erosion but it will require municipal, county, CA, provincial, and land owner co operation. However, these measures improve quality of life for residents and have the ability to boost tourism.</p>	<p>As stated previously, it will be necessary for the local municipalities, Conservation Authorities, the Province and affected residents to work together to address erosion. It is anticipated this would be part of a larger outside of the OP Review process, if County Council directs.</p>

Libro Credit Union	
COMMENT	COUNTY RESPONSE
<p><i>Employment</i> – the County needs to create annual tourism opportunities, while incentivizing full time employment at living wage standards. There should be a focus on eliminating as much casual or unstable employment as possible. Simply relying on seasonal tourism isn't enough to support a community. Elgin County will likely see more residents and business from across Ontario. Being prepared for the possible influx in families and individuals seeking increased rural living settings, due to new employment options, will be critical to overall plans and services within the county.</p>	<p>The County OP currently has many policies related to tourism. Tourism is also promoted throughout the County through programs developed by Elgin Tourism (e.g. Savour Elgin. Elgin Arts Trail). Ensuring there is good local employment, reasonable housing costs, and providing facilities and services are the keys to retaining local residents. A review ensuring the policies related to all of the above are incorporated into the Official Plan will be completed.</p>
<p><i>Financial Resilience</i> – broadband infrastructure needs to be improved to connect more people, a commitment to local business, year-round and well-paying tourism should be emphasized. Continued commitment to areas that will build and enhance financial resilience for residents and businesses will be beneficial and provide excellent return on investment and value.</p>	<p>The County is focusing on improved broadband connectivity and is actively working with the community to improve this function in the County.</p>
<p><i>Local Food Accessibility</i> - Elgin County his home to some of the worlds best agricultural lands, wetlands, and lakeshore areas. Food Accessibility is not well understood and while in many cases is seen as a positive due to the environments and wealth of producing land in the county, it can also be a challenge, barrier, and desperate need for many and a quiet issue that is not brought to the forefront of the needs within the county. The continued efforts around promotion of farming, food processing and businesses that sell and serve food across the county will be critical to combating inaccessibility. The County must</p>	<p>The policies of the County Official Plan protect agricultural lands as do Provincial Policy. The Provincial Policy Statement (PPS) is a consolidated statement of the government's policies on land use planning. It gives provincial policy direction on key land use planning issues that affect communities. The revised PPS came into effect on May 1, 2020. Staff will need to review the changes from the PPS 2020, and any other Ministry documents and guidelines that have been updated or revised since the adoption of the last County OP, incorporate them into our document. Broad areas that will be reviewed include:</p>

<p>continue to place agriculture and its impacts at the forefront of the county's official plans.</p>	<p>agriculture, agricultural food systems, and on farm diversification, amongst others.</p>
<p><i>Housing</i> - housing must be a major priority within the county's official plan. There needs to be a bigger range of housing types and a huge emphasis needs to be placed on affordable housing. Alternative forms of housing need to be considered. Establishing direct targets related to housing, zoning and the increase of higher density living should be included. Measuring success will be critical to understanding how the county is supporting residents when it comes to this critical issue.</p>	<p>The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions.</p>

Committees of Elgin Council – comments and meetings occurred between February 25, 2021 and June xx, 2021

Environment Committee	
COMMENT	COUNTY RESPONSE
<p>The Environment Committee’s main concerns align with the CA’s. Natural heritage needs to be protected, the County needs to work with the CA’s to achieve common objectives and development needs to be more restrictive. Additionally, settlement area boundary expansions need to be addressed logically while protecting the natural environment and public health/safety.</p>	<p>The County Official Plan contains many policies related to natural heritage protection. As per Council’s direction, the public will have an opportunity to review the draft Elgin Natural Heritage Systems Strategy (2019) and provide their feedback and input on the recommendations from this report. Policies on Sourcewater Protection, and comments from the Conservation Authorities will also be addressed as part of this discussion.</p> <p>The expansion of settlement areas can only be done through a comprehensive review (i.e. at the time of an Official Plan review) and contains a series of criteria to ensure any expansion is justified, necessary and located in most advantageous spot. Settlement boundary expansions will be addressed as part of the population projections and land needs assessment.</p>

Land Division Committee	
COMMENT	COUNTY RESPONSE
<p>Stronger and consistent policies regarding farm severances and lot creation, especially related to surplus farm dwellings (re: lot sizes for surplus dwellings or retained agricultural lots should be common throughout the entire county).</p>	<p>A review of the consent policies is necessary to ensure that there are uniform policies applied to all local municipalities.</p>

<p>There need to be stronger “county wide” policies. Currently, there is a lot of disconnect between the municipalities which is confusing and frustrating to land owners.</p>	<p>A review of the consent policies is necessary to ensure that there are uniform policies applied to all local municipalities.</p>
<p>An affordable housing strategy must be developed to ensure a safe living place for everyone.</p>	<p>The issue of housing and affordability has been raised by multiple parties. A discussion report on Housing and Affordability will be completed in the coming months (September) which will look at recommendations stemming from the Central Elgin Housing Strategy, and review current County policy, current provincial policy, development in other communities, and possible solutions.</p>
<p>Servicing and infrastructure need to be expanded and improved on to meet the needs of a growing population.</p>	<p>The issue of development and servicing has been raised by multiple parties. A discussion report on Servicing and Development (July) will be completed in the coming month which looks at current County policy, current provincial policy, development in other communities, and possible solutions.</p>

Discussion Paper #1

County of Elgin Official Plan 5 Year Review

Servicing and Development

July, 2021

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Introduction

An Official Plan is a legal statutory planning document required by the province that describes a municipality's land-use strategy. The County of Elgin's Official Plan includes the vision, goals and policy directions of the County, as established by the community, and provides guidance for land use planning decisions including:

- locations for settlement areas, agricultural lands, and natural heritage;
- when and in what order parts of our communities will grow; and
- protection for agricultural, mineral and environmental resources.

The purpose of an Official Plan 5-Year Review update is to ensure that the community vision/values, directions, policies and actions in the Plan reflect changes and meet the needs of the community for the future, and to review for consistency with the Provincial Policy Statement.

Through the public and surveys responses, and stakeholder discussions, several key topics were identified. These identified topics warrant a larger review to understand the current issue, review the background and history, provide a summary of what provincial and neighbouring municipality policy and /or practices exist, and provide possible recommendations for potential policy changes. This discussion paper will be circulated and reviewed by the public, stakeholders and local municipalities, and comments and feedback on this report will be solicited. Recommendations stemming from this report and feedback received will result in draft policy changes to the County Official Plan.

Servicing and Development - Introduction

The issue of development on full services vs. partial services has been raised by both the public and several member municipalities through the Official Plan review consultation process.

As per the definitions contained within the Provincial Policy Statement (PPS), and the County of Elgin Official Plan (County OP), development is defined as:

...the creation of a new lot, a change in land use, or the construction of buildings and structures requiring approval under the Planning Act...

Full municipal services are defined in the PPS as:

Municipal sewage services: means a sewage works within the meaning of section 1 of the Ontario Water Resources Act that is owned or operated by a municipality, including centralized and decentralized systems.

Municipal water services: means a municipal drinking-water system within the meaning of section 2 of the Safe Drinking Water Act, 2002, including centralized and decentralized systems.

Partial services as defined by the PPS and the County of Elgin Official Plan:

- a) municipal sewage services or private communal sewage services combined with individual on-site water services; or*
- b) municipal water services or private communal water services combined with individual on-site sewage services.*

Individual on-site water and sewage services are further defined through the PPS:

Individual on-site sewage services: means sewage systems, as defined in O. Reg. 332/12 under the Building Code Act, 1992, that are owned, operated and managed by the owner of the property upon which the system is located.

Individual on-site water services: means individual, autonomous water supply systems that are owned, operated and managed by the owner of the property upon which the system is located.

No services are defined as development without any municipal servicing.

Providing municipal water and municipal sewage infrastructure to new development ensures protection of human health and the natural environment through managing water quality and quantity for human consumption. When partial or no services are provided, a municipality cannot generally monitor future issues of capacity, quantity and quality. Development on partial services requires larger lots with which to provide individual septic or well services, which requires more land, and cannot often provide a mix of unit and housing types.

However, some municipalities are constrained with providing full municipal services to their settlement areas. The provision of full municipal services by a municipality to a particular development can be costly, with consideration for long term maintenance costs. The installation of full services may necessitate substantial up-front costs to the municipality and/or Developer, which may take many years to recoup, given the scale of potential development intensity.

The following discussion paper will look at Provincial policy related to servicing, including the current PPS servicing hierarchy. A review of the County of Elgin and local municipal policies and approaches to development on full municipal services, partial services, and no services will be provided. Additionally, several adjacent municipal Official Plans are explored, and these policies and approaches related to servicing/partial servicing are included for comparison (Norfolk County, Oxford County, Brant County, Middlesex County, Perth County, Chatham-Kent, and Essex County). Finally, staff will be recommending five possible policy directions and/or amendments to apply for all development and municipalities within the County of Elgin.

Next steps include circulation of the report to local municipalities as well as to the public and stakeholders to receive their comments and feedback. A virtual Open House will be held using the County of Elgin's new engagement platform www.engageelgin.ca/officialplanreview. A public survey will also be developed and released for public input.

Comments received through the consultation process and associated with the discussion paper will be summarized in a future report, and may include potential changes as a result of comments received.

Provincial Policy & Guidelines

Provincial Policy Statement (PPS)

The Provincial Policy Statement (PPS) is the Province of Ontario's land use planning policy and is the foundational document outlining the planning goals and objectives across the Province. The Planning Act, 1990 (PA), requires municipal decisions on planning matters to be consistent with the PPS. Official Plans and Zoning By-laws should reflect the goals and objectives of the PPS. The current PPS, which came into effect May 2020, reflects amendments to other Provincial plans and legislation and current provincial planning objectives.

In addition to the definitions contained within the PPS, the PPS contains broad policy directives on development. Managing and directing land use to achieve efficient and resilient development and land use patterns (Policy 1.1) is supported by:

- *“promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- *avoiding development and land use patterns which may cause environmental or public health and safety concerns”;*...

The PPS encourages a coordinated and integrated approach to land use and infrastructure planning to ensure cost and resource effective development patterns and standards are being implemented.

The PPS also establishes policies related to the expansion or adjustment of settlement areas (1.1.3.8, 1.1.3.9) and requires, in part, that municipalities demonstrate that the planned infrastructure is suitable over the long term. The following provides a summary of key infrastructure-related matters:

- Infrastructure and public service facilities systems, shall be provided in a coordinated integrated, and financially viable manner that considers impacts from a changing climate, while accommodating projected needs (1.6.1);
- The use of existing infrastructure should be optimized before considering the development of new infrastructure (1.6.3);
- Municipal sewage services and water services are the preferred form of servicing for settlement areas. Within settlement areas with existing municipal sewage and water services, intensification and redevelopment shall be promoted where feasible (1.6.6.2);
- Where municipal services are not available, private communal sewage services and water services are the preferred form of servicing for multi-unit/lot development (1.6.6.3);
- At the time of the official plan review, municipalities should assess the long-term impacts of individual on-site sewage and water services on the environmental health and character of rural settlement areas (1.6.6.4);
- Partial services shall only be permitted in certain circumstances (1.6.6.5);

Further to the above, Policy 1.6.6.5 is related to partial servicing and outlines that:

“Partial services shall only be permitted in the following circumstances:

- a) where they are necessary to address failed individual on-site sewage services and individual on-site water services in existing development; or*
- b) within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that site conditions are suitable for the long-term provision of such services with no negative impacts.*

Where partial services have been provided to address failed services in accordance with subsection (a), infilling on existing lots of record in rural areas in municipalities may be permitted where this would represent a logical and financially viable connection to the existing partial service and provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In accordance with subsection (a), the extension of partial services into rural areas is only permitted to address failed individual on-site sewage and individual on-site water services for existing development.”

The PPS establishes a hierarchy for the provision of services, with municipal sewage and water services as the preferred form of servicing for settlement areas, followed by communal servicing. Partial services may be considered only where they are necessary to address failed individual on-site services in existing development, or within settlement

areas to allow for infilling and minor rounding out of existing development, provided long-term capacity is available and there are no negative impacts.

No definition is provided for in the PPS as it relates to “infilling and minor rounding out” of existing development in settlement areas on private individual on-site sewage and water systems (i.e. septic tanks and wells), where full municipal or communal services do not exist, provided that site conditions are suitable and that there are no associated negative impacts (policy 1.6.6.4).

Development on partial services is the least preferred method of servicing required for development and is not typically permitted, except in special and limited circumstances.

Ministry of the Environment, Conservation and Parks - D Series Guidelines

The Ministry of the Environment, Conservation and Parks (MECP) has produced a series of environmental land use planning guides, known as the D Series Guidelines. These guides provide direction on environmental considerations and requirements for industrial land use, sensitive lands, sewage and water services, and private wells.

The MECP has an interest in municipal planning for sewage and water services, which stems from the Ministry’s mandate in administering the Environmental Protection Act, 1990, Ontario Water Resources Act, 1990, and Environmental Assessment Act, 1990. The Ministry’s responsibilities under these Acts include the approval and compliance monitoring of sewage treatment and water supply facilities. In order to protect the natural environment and public health, it is necessary that land use planning decisions be made to ensure appropriate sewage treatment and a sufficient potable water supply in accordance with standards under environmental legislation.

“In recognizing that servicing is inseparable from development, it follows that well-planned servicing leads to well-planned development and communities. Well-planned services can be built efficiently and used efficiently and avoid costs for later upgrading or rehabilitation that is common with poorly planned servicing. Planning for sewage and water services is particularly important to ensure that communities have a potable water supply and proper collection, treatment and disposal of sewage wastewater that protects the natural environment and public health. Planning for sewage and water services in land use planning allows the opportunity for servicing facilities to maintain or enhance the natural environment and accommodate expected growth in a manner that is cost effective and promotes efficient use of servicing facilities.”

D-5 Planning for Sewage and Water Services

The objectives of this implementation guideline are to advise municipalities to plan for sewage and water services which maintain or enhance the quality of the environment while accommodating expected growth by:

- Planning for and directing development to areas where municipal water and sewage facilities are available, with sufficient uncommitted reserve capacity to service the proposed development or to areas where there has been a commitment to new services or the expansion of existing services (where services will be available at the time of development), in accordance with long-term planning as established through the principles of the Provincial Policy Statement;
- Using communal water and sewage services where multi-lot/unit development is considered for areas without full municipal services to ensure the long-term viability of the services through municipal responsibility to protect the environment and public health; and
- Determining, in the context of long-term planning and approved growth management objectives, that the consideration of development in areas without full municipal services is appropriate and site specific environmental and public health considerations are addressed.

D-5-3 Servicing Options Statement

Servicing options include the potential for servicing development on full municipal services, communal sewage and water services, and individual on-site sewage and water services consistent with this policy.

The guideline recommends the preparation of a servicing options statement, to demonstrate that the potential for servicing the development on full municipal services and communal sewage and water services has been investigated. A servicing options statement should be prepared and/or endorsed by the municipality and submitted with the planning application by the developer, in consultation with the municipality and should address the following matters:

- An evaluation of proximity of existing or committed full municipal services or communal services and the ultimate potential for future connection to full

municipal services or communal services for the whole area proposed for development;

- Where a development application is known or anticipated as being one of a number of proposals for the same development area, the evaluation of servicing options should not be isolated to the site-specific proposal, but should be completed within the context of the development potential for the whole area as determined through consultation with the municipality and based on proposed or existing municipal servicing plans and growth management objectives;
- An overview of the environmental suitability of the site for the proposed services based on information accessible at a municipal scale that can be applied to the proposed site proposal and generally addresses:
 - environmental constraints (e.g., environmental features, surface water, groundwater);
 - suitability of the terrain (e.g., soils, topography) of the site;
 - performance of services in similar developments in the surrounding area; and
 - the scale (total areal extent), density, and type of use proposed for the development;
 - evaluation of the relative potential and merit of each of the servicing options to serve the proposed development; and
 - documentation of the decision-making process and rationale that led to the determination of the servicing option proposed for the development.

County and Local Municipal Policy

County of Elgin

The County policies on servicing and development are focused within Part B – Growth Management.

B1 SETTLEMENT AREAS - Settlement areas shall be the focus of growth and their vitality and regeneration shall be promoted. There are a range of urban and rural settlement areas in Elgin County where there is a concentration of development and mix of permitted land uses including a variety of housing types, commercial and

employment uses, institutional uses, community and recreational facilities, and open space.

B2 GROWTH MANAGEMENT - The majority of the projected population and employment growth in the County is expected to occur in the settlement areas in the County that are on full municipal services.

There are 49 identified settlement areas within the County of Elgin. At the time of the adoption of the Official Plan in 2013, it was estimated there is about 700 hectares of vacant or underutilized lands within fully serviced settlement areas (County of Elgin Official Plan 2013, Policy B2.4 a)).

There was also in excess of 1,000 hectares of potentially developable land in settlement areas on partial services (either municipal water or municipal sewer but not both) and within settlement areas that do not have any municipal sewer or water services.

B2.5 HIERARCHY OF SETTLEMENT AREAS - The Official Plan policies detail that water supply, treatment and distribution works, along with wastewater collection and treatment works, are the responsibility of the lower tier municipalities and/or private sector organizations engaged by the lower tier municipalities.

Three tiers of settlement areas are established by this Plan:

TIER 1 settlement areas generally have the largest populations in the County and as a consequence have full municipal services (municipal water and sewage services). Given the type of servicing that is provided in these settlement areas and the potential for these settlement areas to be central communities where a range of uses and opportunities are and can be provided, this Plan directs the majority of new growth to Tier 1 settlement areas.

TIER 2 settlement areas are generally smaller in population than Tier 1 settlement areas and are on partial services (municipal water/individual onsite sewage services or individual on-site water/municipal sewage services). Limited development is permitted in these settlement areas given the absence of full municipal services. Development on partial services is permitted to allow for infilling and rounding out of existing development provided that:

- the proposed development is within the reserve sewage system capacity and reserve water system capacity; and
- site conditions are suitable for long-term provision of such services.

TIER 3 are settlement areas which are generally the smallest communities in the County, are predominately residential in function, and do not have any municipal services (i.e. services are provided by individual on-site water and sewage services). Limited development (including new lot creation) is permitted in these settlement areas given the absence of full municipal services.

B2.7 SETTLEMENT AREA CAPABILITY STUDIES - In cases where a settlement area capability study is required by this Plan in areas without full municipal services, such a study will be prepared to the satisfaction of the local municipality and the County to determine whether the settlement area can adequately accommodate additional development on the basis of private or partial services without having a negative impact on groundwater used for drinking purposes and/or the ability of the soils in the area to assimilate effluent. Other factors, such as the potential impacts of new development on the road network, the natural environment and community facilities may also be considered. With respect to partially serviced settlement areas, there shall also be an assessment of what the appropriate scale of development should be given that infilling and rounding out is permitted in Tier 2 settlement areas. Such a settlement capability study will provide the technical foundation on which individual plans of subdivision or consent will be evaluated, subject to the requirements of the appropriate agencies.

Issues with the current policy framework have been identified.

- *PPS 2020 servicing hierarchy* – The PPS establishes a hierarchy for the provision of services, with municipal sewage and water services as the preferred form of servicing for settlement areas, followed by communal servicing. Partial services may be considered only where they are necessary to address failed individual on-site services in existing development, or within settlement areas to allow for infilling and minor rounding out of existing development on partial services, provided long-term capacity is available and there are no negative

impacts. The current policy framework in the Official Plan doesn't reflect this servicing hierarchy.

- *Minor infilling and rounding out* – There is no definition for what constitutes “minor infilling or rounding out” within provincial policy for development in partially serviced settlement areas. This interpretation appears to be left to counties/local municipalities to decide. However, some of the partially serviced settlement areas could have the potential to develop hundreds of lots on partial services. With no criteria or definition of this term, what level of development is appropriate on partial services?
- *Settlement Capability Studies* – The policy within the Plan speaks to Settlement Capability Studies, however, the term “may” be required is used. What intensity or level of development warrants this study? If the study is required to assess what the appropriate scale of development should be given that infilling and rounding out is permitted in Tier 2 settlement areas, it may be beneficial to require these studies up front prior to subdivision/condominium development to set the amount of development? The policy is also unclear as to who will complete these studies (Municipality? Developer?) and who would pay for these studies. Criteria on what warrants a Settlement Capability Study to be prepared is also limited.
- *Peer review of studies* – Ultimately, the recommendations from the Settlement Capability Study needs to be defensible and sound. Most local municipalities do not have staff capable of reviewing the engineering and hydrogeological recommendations. Some form of peer review or third-party assessment would be beneficial to ensure compliance with the applicable Provincial guideline(s) or criteria.

Adjacent Counties/Municipalities

The policies related to development and servicing were reviewed for adjacent counties, such as Norfolk County, Oxford County, Middlesex County, and Chatham-Kent. Appendix A contains excerpts of these policies for comparison.

Norfolk County

The County of Norfolk differentiates development between Urban Areas and Hamlet Settlement areas. Development within identified urban settlement areas generally requires full municipal services. Within rural/hamlet areas outside of urban areas,

development on partial services is permitted, and a servicing report may be required to identify the most appropriate form of servicing to ensure environmental protection. Communal services are generally discouraged. Policy also limits the amount of population within Hamlet areas.

Oxford County

The County of Oxford also differentiates development between Serviced Village Settlement Areas and Rural Settlement Areas. Urban Areas and Community Areas shall be the focus for future growth including residential, commercial and industrial development. The County will complete and maintain wastewater treatment and water supply master plans to provide for the servicing requirements of settlements. Development of more than five (5) lots or residential units may be permitted to be serviced by individual on-site sewage services and centralized water supply facilities, only where such development would constitute minor infilling or rounding out of existing development within an existing designated settlement. The approval of such development would be subject to confirmation of sufficient reserve capacity and review and approval of hydrogeological studies prepared in accordance with Provincial and County criteria, demonstrating that site conditions are suitable for the long-term operation of individual on-site sewage services.

Middlesex County

The County of Middlesex also differentiates development between Urban Areas and Rural Settlement Areas. Urban Areas and Community Areas shall be the focus for future growth including residential, commercial and industrial development. These areas are characterized by a range of land uses and have full services or where warranted, partial services. Unlike the County of Norfolk and Oxford, the County of Middlesex does not fund or maintain sanitary sewer or water systems in the County. The County of Middlesex encourages development on municipal water and sanitary sewer systems. Where local municipalities do not provide or demonstrate a strong potential to provide full municipal water and sewage treatment facilities, development other than infilling will require a Settlement Capability Study. Local municipalities shall develop Growth Management Strategies and Settlement Capability Studies as parts of their official plans to rationalize the type, amount, location and timing of growth and development and to establish the basis for the provision of the services and the necessary infrastructure. A Settlement Capability Study shall include an analysis of the hydrology and hydrogeology of the area to determine the capability of surface and groundwater resources to provide sufficient quantity and quality of water supply on a sustainable basis, an assessment of

the impact of future development on existing groundwater quantity and quality and on existing sources of drinking water, including municipal, communal and private wells, an assessment of the long-term sustainability of the soil, hydrologic and hydrogeologic conditions to accept sewage effluent, an identification of any existing restrictions to future development, an assessment of surface drainage, an assessment of the impact of new growth on the Natural System, an assessment of traffic and transportation services and needs, and an assessment of the existing servicing systems and their condition.

Municipality of Chatham-Kent

The Municipality of Chatham-Kent focuses all development within Primary Urban Centres, Secondary Urban Centres, Suburban Residential, Hamlets and Rural Settlement areas. The Primary Urban Centres are the focal points where residential, commercial and industrial development will be directed in Chatham-Kent. The majority of new population and employment growth in Chatham-Kent will be directed to the Primary Urban Centres. Some new population and employment growth will also take place in the Secondary Urban Centres, which are served by full municipal services. Growth in Hamlets that are serviced by municipal piped water supply and private sanitary sewage will be through infilling and/or rounding out of the existing development areas. In the privately serviced Rural Settlement Areas, development will be limited to minor infilling. Communal services are discouraged, except in certain circumstances. If municipal water is not available, proposed development and redevelopment serviced by a private water supply will demonstrate the adequacy of the proposed supply to the satisfaction of the Municipality of Chatham-Kent and other approval agencies.

Opportunities, issues and constraints

Development on partial services has its own set of opportunities and constraints, briefly described below.

Opportunities

- *Servicing investment* - Allows for development in smaller municipalities without upfront servicing costs or investment in infrastructure that may not be needed or warranted.
- *Time and housing costs* – Partial servicing options can provide immediate development and lower housing costs if municipal servicing infrastructure is unavailable.

- *Homeowner benefit* – Generally, homeowners may pay less if not utilizing municipal services/municipal infrastructure.

Constraints

- *Large lots* – Developments will need to use more land in order to install private services and maintain appropriate setbacks as required. This leads to an inefficient development pattern, as generally the only development that can occur is large lot single detached dwellings. For lots that require private septic systems, this would mean the size of the lot would be even bigger, to account for the septic system and a required contingency area for a second septic system, should the first one fail.
- *Oversight* – Development on partial or no services currently has no routine testing requirements to monitor the effective function of private services or their potential impact to human and environmental health (water quality, water quantity, impact on groundwater).

Policy Options

Option 1 - Permit development on partial servicing/no municipal servicing

This option would permit local municipalities to continue allowing unlimited development, subject to appropriate studies being provided. It would be anticipated that each developer/applicant would be required to submit appropriate studies to justify the level of development being proposed. However, there would be no requirement for a developer to undertake a cumulative impact assessment as part of that submission.

This option would allow municipalities the ability to develop multi-lot plans of subdivisions in areas (Tier 2 and Tier 3 settlement areas) that were previously limited. Subsequently, local municipal Official Plans would also contain policies to permit this form of development, if the lower tier chooses. Ultimately, the responsibility for approval of the studies required for partial services justification falls to the lower tier municipality. If any future failure or failures occur, the local municipality will be required to take on the responsibility for servicing solutions.

Opportunities of this approach include:

- Allowing the local municipality more autonomy and responsibility to make decisions on development and levels of development for communities.
- Allowing for development and increased tax base.

Concerns with this approach include:

- Inconsistency with PPS hierarchy, as no consideration of communal services is considered.
- Municipalities will be responsible if any future issues arise, and are responsible for the review and acceptance of these studies. Most municipalities do not have the capacity to review studies of this nature, and would need to rely on outside consultants to review and approve, or assume the provided reports are sufficient.
- No review of cumulative impacts through this approach.
- Inefficient pattern of development, as generally the only development that can occur is large lot single detached dwellings. For lots that require private onsite sewage systems, the size of the lot requires a larger area to accommodate the sewage (i.e. septic) system and a required contingency area for a second future leachate bed system, should the first one fail.

Option 2 – Permit development on partial servicing; only permit development (consents) with no servicing

Similar to Option 1, this option would permit local municipalities to allow unlimited development, subject to appropriate studies being provided, however, it would be restricted to Tier 2 settlement areas that have partial services. Development in Tier 3 settlement areas would be restricted to consent applications only (four lots or less).

It would be anticipated that each developer/applicant would be required to submit studies as appropriate to justify the level of development being proposed. Consent applications located in Tier 3 settlement areas would be required to submit the necessary information that is anticipated through the installation of private services, as required through the Ontario Building Code.

Opportunities of this approach include:

- Allowing the local municipality more autonomy and responsibility to make decisions on development and levels of development for communities.
- Allowing for development and increased tax base.

Concerns with this approach include:

- Inconsistency with PPS hierarchy, as no consideration of communal services is considered.
- Municipalities will be responsible if any future issues arise, and are responsible for the review and acceptance of these studies. Most municipalities do not have the capacity to review studies of this nature, and would need to rely on outside consultants to review and approve, or assume the provided reports are sufficient.
- No review of cumulative impacts through this approach.
- Inefficient pattern of development, as generally the only development that can occur is large lot single detached dwellings. For lots that require private onsite sewage systems, the size of the lot requires a larger area to accommodate the sewage (i.e. septic) system and a required contingency area for a second future leachate bed system, should the first one fail.

Option 3 – Require Settlement Capability Studies (SCS) prior to any development

The County could refine the current policy to maintain the requirement for an SCS, and include specific study requirements.

As per the D-5-3 Servicing Options Statement guideline provided by the MECP, an SCS would look at:

- An investigation on the potential for development within a settlement area on full municipal services, communal sewage and/or communal water services, and individual on-site sewage and/or individual water services. This would also look at the proximity of existing or committed full municipal services or communal services and the ultimate potential for future connection to full municipal services or communal services for the whole area proposed for development.
- Where a development application is known or anticipated as being one of a number of proposals for the same development area, the evaluation of servicing options should not be isolated to the site-specific proposal, but should be completed within the context of the development potential for the whole area as determined through consultation with the municipality and based on proposed or existing municipal servicing plans and growth management objectives.
- An overview of the environmental suitability of the site for the proposed services based on information accessible at a municipal scale that can be applied to the proposed site proposal and generally addresses:
 - environmental constraints (e.g., environmental features, surface water, groundwater);
 - suitability of the terrain (e.g., soils, topography) of the site;
 - performance of services in similar developments in the surrounding area;
 - the scale, density, and type of use proposed for the development;
 - documentation of the decision-making process and rationale that led to the determination of the servicing option proposed for the development.

An SCS could be prepared by the municipality, or a developer(s) within a settlement area, for endorsement by the municipality, and submitted with a subdivision planning application. As part of this review, the SCS would also determine appropriate Environmental Assessment requirements under the Municipal Class Environmental Assessment process. Where an SCS ultimately recommends individual on-site sewage

and/or individual on-site water services, it shall be demonstrated that site conditions are suitable for the long-term provision of such services with no negative impacts.

Opportunities of this approach include:

- Consistency with PPS hierarchy, as both full municipal services and communal services are considered, and any partial services shall be demonstrated that site conditions are suitable for the long-term provision of such services with no negative impacts.
- Cumulative impacts would be considered.
- This option would protect the interests of any future resident of the site and protect the broader interests of the existing residents in the area, including their need for safe groundwater.
- Allows for a broader mix of development, as densities, lot sizes and types of units for consideration on full or communal services. This achieves a more efficient use of land.
- This option allows the local municipality more autonomy and responsibility to make decisions on development and levels of development for communities.

Concerns with this approach include:

- Does not allow for immediate development opportunities. This option may take time and require capital investment to implement and is not responsive to changing market considerations.
- Municipalities and/or the development community will be responsible for all costs related to infrastructure recommendations (full services, or communal services). Municipalities may not have adequate funding resources for this type of approach.

Option 4 – Full municipal services or communal services for all subdivision development

Policy within the County OP could encourage all subdivision and condominium development (except for consents of four lots or less) to occur on full municipal services. This option ensures the highest level of protection for residents and the environment, and requires municipalities to plan for, construct and maintain full services or communal services for settlement areas. This option would also require long range

planning and studies to support the approach, as well as budget to implement recommendations.

Opportunities of this approach include:

- Consistency with PPS hierarchy, as both full municipal services and communal services are considered, and will be maintained by the municipality.
- Cumulative impacts would be considered.
- This option would protect the interests of any future resident of the site and protect the broader interests of existing residents in the area that rely upon the groundwater aquifer.
- Encourages a broader mix of development, as densities, varying lot sizes and types of units can all be considered on full or communal services. This ensures a more efficient use of land.
- This option allows the local municipality more autonomy and responsibility to make decisions on development and levels of development for communities.

Concerns with this approach include:

- Does not allow for immediate development opportunities in the absence of available municipal servicing. This option would take time and require capital investment to implement, and is not responsive to changing market considerations.
- Municipalities and/or the development community will be responsible for all costs related to infrastructure, upgrades, extensions, etc. Municipalities may not have adequate funding resources for this type of approach.

Option 5 – County of Elgin Master Servicing Study(ies) (MSS)

To ensure that infrastructure servicing recommendations support all new development, and that any decision is made in a cohesive and integrated manner with the long-term servicing needs of the existing system, the County could undertake, on behalf or in partnership with the local municipalities, a master servicing plan.

This option provides a review, evaluation, and development of water, wastewater, and stormwater servicing strategies to support existing needs and projected growth forecasts. These strategies could include: extension or development of full municipal services, development of communal systems, or allowance for partial

servicing/individual private services in certain settlement areas. An MSS would be developed in accordance with the Municipal Class Environmental Assessment process for specific settlement areas, or can apply to a whole municipality.

The County, in collaboration with the local municipality, would undertake these studies, and the County and/or the local municipalities could implement the recommendations through subdivision/condominium applications, and as part of multi-year infrastructure development plans.

Opportunities of this approach include:

- Once implemented, available and accessible public infrastructure will identify efficient and safe solutions to provide the required water, wastewater, and stormwater infrastructure.
- Consistency with PPS 2020 hierarchy, as all options would be considered through a comprehensive study.
- Cumulative impacts would be considered.
- County or municipal responsibility would ensure future issues are addressed.
- This option would protect the interests of any future resident of the site and protect the broader interests of the existing residents in the area, including their need for safe groundwater supply.
- Encourages a broader mix of development, as densities, lot sizes and types of units can all be considered on full or communal services. This ensures a more efficient use of land.

Concerns with this approach include:

- Does not allow for immediate development opportunities absent of municipal servicing. This option would take time and require capital investment to implement and is not responsive to changing market considerations.
- Municipalities may not have adequate capital funds to implement the recommendations.
- If a member municipality has already prepared its own MSS, participation is not anticipated.

Conclusion

The issue of development on full services vs. partial services has been raised by both the public and several member municipalities through the Official Plan review consultation process.

Discussions with representatives from the Province confirm that development should be focused within areas capable of full services. The County's current policy framework permits development on partial services, subject to confirmation through appropriate studies. The current policy framework has limitations, and is unclear in requirements and application. A survey of adjacent municipalities and counties confirmed that development is permitted on partial servicing, but requirements for studies and limitations vary.

This report provides five perspective policy options that the County can consider, ranging from refinement of the current policy, to full permissions for partially serviced lands, to requiring fully serviced lands for subdivision/condominium development.

Circulation and public engagement is recommended as the next step, to understand public, stakeholder and local municipal comments and preferred solutions. These comments will be compiled for review by County Council, where a preferred option or a combination of preferred options will be determined.

Ultimately, any policy changes as a result of municipal, public and stakeholder consultations will need to be approved by the Ministry of Municipal Affairs and Housing (MMAH), the Approval Authority for any County of Elgin Official Plan amendments.

Appendix A: Other Municipal Policy

Norfolk County

Official Plan Policy	6.6 Hamlet Areas
Hamlet Definition	Hamlet Areas have been designated on the basis that they contain a minimum of 25 residential units or possess historical identity as a hamlet, with the entire built up area existing as a distinguishable cluster, with some form of commercial and public service available, as appropriate.
Servicing Requirements and Studies	<p><i>The County shall evaluate proposals to amend this Plan to designate an additional Hamlet Area based on the following criteria: (including, not limited to the following)</i></p> <ul style="list-style-type: none"> i) An adequate amount of potable water is available; ii) A settlement servicing options assessment has been completed to the satisfaction of the County in consultation with the appropriate Conservation Authority and the Province, which includes an investigation of development on communal drinking water and waste water systems; iii) A servicing feasibility study has been completed to the satisfaction of the County in accordance with the Ministry of the Environment and Climate Change guidelines and in consultation with the appropriate Conservation Authority, which demonstrates that the proposal’s impact on ground and surface water will be within acceptable limits; <p><i>The County shall evaluate proposals to expand a Hamlet Area boundary based on the following criteria: (including, not limited to the following)</i></p> <ul style="list-style-type: none"> i) no new municipal water and waste water systems will be required for development. The long-term suitability of the area for individual on-site waste water disposal and water supply systems must be demonstrated through a servicing feasibility study completed in accordance with Ministry of the Environment and Climate Change guidelines and approved by the County, in consultation with the Conservation Authority ii) the population of the Hamlet Area will not exceed 600 people and is in keeping with the size and character of the particular Hamlet Area; iii) it has been demonstrated that there is a need for the land included in the proposed expansion in the context of the supply of designated and available land to accommodate proposed growth in the County;

	iv) the expansion is a logical extension of the Hamlet Area and is compatible with existing development
	7.5.2 Land Use Policies
Servicing Requirements and Studies	<p><i>Designation of a Hamlet Area does not mean that the Hamlet Area is suitable for further development. The following criteria shall be addressed in the review of development applications within designated Hamlet Area boundaries: (including, not limited to the following)</i></p> <ul style="list-style-type: none"> i) availability of potable water; ii) a servicing feasibility study has been completed in accordance with the Ministry of the Environment and Climate Change guidelines which demonstrates that the proposal's impact on ground and surface water will be within acceptable limits; iii) the proposed servicing will be appropriate for the proposed densities and land uses; iv) the pattern of new development will be a logical extension of the existing built-up area;
	8.9 Water and Wastewater Services
	<p>Municipal water systems exist in all six of the Urban Areas. The County intends to improve and extend municipal water services throughout the Urban Areas. Municipal waste water treatment systems exist in Simcoe, Port Dover, Delhi, Waterford and Port Rowan. There are also a number of private communal water supply systems, principally serving Resort Areas. The balance of the County is serviced by private wells and individual waste water disposal systems. The County will ensure that cost-effective and adequate systems for water supply and waste water treatment are provided to support, enhance and sustain existing and future residents and businesses in the County.</p>
	8.9.1 Services in Urban Areas
	<p>The following shall be the policy of the County:</p> <ul style="list-style-type: none"> a) The County shall ensure that both municipal water supply and waste water treatment systems perform within permitted operating standards. Limitations on the capacity or operating performance of these systems are recognized as a constraint to further development. The County shall continue to monitor treatment capacities and operational effectiveness of these municipal systems. b) Development in proximity to any waste water treatment plant shall adhere to the minimum separation distances and standards of the appropriate Ministry of the Environment and Climate Change Guidelines. Prior to the approval of any development of a sensitive land use in proximity to a waste water treatment plant, the Ministry of the Environment and Climate Change shall be consulted, and its standards shall be satisfied. The County may, to deal with specific situations, require separation distances that are greater than the minimum

standards set by the Ministry.

c) All development in the Urban Areas shall be fully serviced by municipal piped water supply and waste water treatment systems, save and except for circumstances outlined in Section 8.9.1 f) (Services in Urban Areas).

Notwithstanding this, appropriate development shall be permitted in the Courtland Urban Area on the basis of a municipal water system and private waste water disposal systems.

d) In Urban Areas, priority shall be given to the development of land that is presently serviced by watermains and sanitary sewer systems, or those areas that can most easily be serviced, at minimal expense.

e) Infilling of vacant areas within the Urban Areas which are already provided with full municipal services is encouraged, and shall be a criterion when evaluating proposed plans of subdivision and consents, with respect to the extension of services, utilities or the associated construction.

f) In order to ensure the efficient use of land and municipal services in the Urban Areas, development on individual on-site servicing systems (water and/or waste water disposal) shall generally not be permitted. Exceptions will be considered in areas not serviced by municipal water and/or waste water sewer services on the basis of a site-specific amendment to the Zoning By-law, and satisfaction of the following criteria:

i) the development shall be minor in nature, constituting one or two single detached residential lots;

ii) the development shall be of an infilling nature in an area largely developed and presently serviced by individual on-site water and/or individual on-site waste water disposal systems; and

iii) the development is proposed on land situated such that there are unique circumstances which would deter the rational, efficient, cost-effective and/or timely extension of services. Such unique circumstances would include topographic constraints and the absence of any feasible future users of municipal services, combined with excessive distances from existing services that would make future extension of services impractical. However, excessive distance from existing services alone shall not constitute a unique circumstance for the purposes of this Section.

8.9.2 Services Outside of Urban Areas

The following shall be the policy of the County:

- a) The primary means of waste water disposal in the Rural Area and the Hamlet Areas, is the septic tank and weeping tile system. It is anticipated that such systems or other private waste water disposal systems will continue to be the principal means of waste water disposal outside of Urban Areas. The installation of septic systems is subject to the approval of the authority having jurisdiction.
- b) Municipal water and waste water systems shall generally not be provided to areas outside of Urban Areas. Council may consider extension of municipal sanitary sewer or watermain services beyond the Urban Area but only to address an existing waste water disposal or water quality problem that represents a hazard to public health and safety and provided that Council is satisfied that there is positive public benefit from such action for residents of the County.
- c) The County and/or appropriate agency shall approve all new septic tank and tile or leaching bed systems. A servicing report may be required to identify the most appropriate form of servicing to ensure environmental protection. At the time of approval of new lots, the County shall ensure that there is capacity for hauled waste water at a municipal facility.
- d) Communal servicing systems to service new development shall not be permitted except under specific circumstances outlined in this Plan. Communal servicing systems may only be considered in an existing Hamlet Area or Resort Area to resolve existing servicing malfunctions, physical constraints and/or deficiencies, posing potential public health risks.
- e) The County shall not assume any communal servicing systems in the County, and shall generally not execute responsibility agreements in relation to such systems. However, in the event that execution of a responsibility agreement is required as a result of circumstances outlined in this Subsection, prior to executing the agreement, the County shall be satisfied with the design and economic sustainability of the system and shall require that certain securities be posted, and that a separate financial and maintenance agreement be executed between the owner of the system and the County.
- f) Holding tanks shall not be permitted for new development. Holding tanks will only be permitted for existing development where the County is satisfied that there is no other alternative to solving a deficiency with an existing septic system.

	<p>Should a holding tank be permitted, the County shall ensure that appropriate provisions are in place for disposal at an approved facility, or that there is capacity for hauled waste water at a municipal facility.</p> <p>g) Any lot affected by an application for consent or plan of subdivision shall be sized such that there is sufficient area for attenuation of nitrates, space for a building envelope, sewage envelope, sewage system contingency area, and potable water supply.</p>
	<p>8.9.3 Servicing Allocation and Phasing</p>
	<p>The following shall be the policy of the County:</p> <p>a) When unallocated servicing capacity does not exist for a proposed development, the County shall defer the processing of the planning application until capacity is available, or until a servicing agreement is in place to ensure that such capacity will be available to service the development. Draft approved plans of subdivision may only proceed to registration if sufficient servicing capacity continues to exist.</p> <p>b) The timing of development in the Urban Areas shall be managed so that:</p> <p>i) there is a logical extension of municipal services that avoids the “leapfrogging” of large undeveloped tracts of land between the existing urban development area and the proposed development;</p> <p>ii) a compact form and pattern of development is maintained;</p> <p>iii) the provision of all municipal services, as appropriate, proceeds in an economically viable manner; and</p> <p>iv) first priority is given to reserving servicing capacity for infilling, intensification and redevelopment.</p> <p>c) When conditions of development approval, draft plan approval or otherwise, are not fulfilled within a reasonable time period for which development approval has been granted, the County may not support the extension of development approval and assign the servicing allocation to other developments or areas of the County, or hold the capacity in reserve. Prior to the lapsing of development approval, the development proponent may request an extension to fulfill the conditions of approval. Provided Council is satisfied with the merits of the request for an extension of development approval, Council may choose to extend the approval period. No extension is permissible if draft plan of subdivision or condominium approval has lapsed before the extension is given.</p> <p>d) Where a proposed development requires a pumping station to connect to the</p>

	<p>County's sanitary sewer system, the County shall be satisfied as to the following:</p> <ul style="list-style-type: none"> i) the proposed pumping station, including any system redundancies required to ensure continued operation, shall be constructed to the satisfaction of the County; ii) the complete cost of the pumping station, including its design and engineering, construction and connection to the County's sanitary sewer system shall be the responsibility of the applicant; iii) that financial arrangements are in place to cover the cost of constructing, operating and maintaining the pumping station; and iv) the pumping station is located within the urban area boundary. e) The County may insert a clause in the conditions of development approval, including conditions of draft plan approval, reflecting the policies of this Section.
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Oxford County

Official Plan Policy	4.2.2.3 Villages
Village Definition	Villages are settlements characterized by a broader range of land uses and activities and which have been developed in depth as well as through infilling. Villages are settlements which are predominantly serviced by individual private sewage disposal systems and by either individual wells or existing centralized water supply facilities
Village Servicing	Development within the Village designation will be by private sewage disposal systems and individual wells or expansion to an existing centralized water supply facility Prior to creating new lots for development by plan of subdivision, it shall be demonstrated that:
	<ul style="list-style-type: none"> a) the uncommitted capacity of the existing centralized water supply facility is sufficient to service the proposed development and that extension of such service is financially viable and complies with all regulatory requirements; b) The proposed development and associated on-site private sewage facilities satisfy the requirements of the County and the Board of Health and the policies of Section 3.2, Environmental Resource Policies, relating to water quality and Section 5.5.3, Hierarchy of Servicing Options.
	4.2.2.4 Serviced Villages
Serviced Village Definition	Serviced Villages are settlements characterized by a broad range of uses and activities which have been developed or are proposed for development on centralized waste water and water supply facilities. These Villages function as service centres for the surrounding rural area

Full Services	New development in the Serviced Villages shall be fully serviced by centralized waste water and water supply facilities in accordance with Section 5.5.3.
Servicing Strategy	<p><i>Those settlements that currently do not have centralized waste water and water supply facilities and which are designated as Serviced Villages on Schedule C-3 will be required to satisfy the following conditions prior to the onset of new development, other than specified in the exceptions above.</i></p> <p><i>In addition, any settlements proposed for redesignation over the planning period to a Serviced Village designation will be required to satisfy the following requirements prior to the onset of new development, other than infilling:</i></p> <p>The preparation of a servicing strategy in accordance with the Class Environmental Assessment process as part of the application for an Official Plan amendment which will include:</p> <ul style="list-style-type: none"> a) details of the nature and capacities of the proposed centralized waste water and water supply facilities to be utilized; b) the identification of a settlement population level based on water supply levels and/or waste water treatment capacity; c) identification of the mechanisms by which any existing centralized waste water or water supply facilities will be integrated with the proposed system; d) the identification of the location and land requirements necessary for service facilities such as treatment facilities, pumping stations and wells, to support the established settlement population level; e) identification of necessary storm water drainage and erosion control measures; f) costing of the proposed servicing for the whole settlement including existing and future development and any alternatives for servicing only part of the settlement; g) identification of phasing strategies for the implementation of service capacity and distribution and collection system improvements to provide for co-ordinated and cost effective growth.
5.5 County Servicing Policy	
PLAN FOR SERVICES	5.5.1 Strategic Approach It is the strategic aim of County Council to: Prepare water supply and waste water master plans to service anticipated growth in a cost effective manner and to identify and establish priorities for new services or expansions to existing services to provide development opportunities in each Area Municipality.
SERVICING HIERARCHY	Adopt a hierarchy of preferred servicing options as a guide for managing growth in settlements based on environmental, technical and financial factors.

MONITORING OF SERVICING CAPACITY	Develop a monitoring program for the calculation, reporting and allocation of uncommitted reserve capacity for sewage and water facilities in the County to ensure the efficient use of existing servicing infrastructure.
	5.5.2 Waste Water and Water Supply Master Plans
WASTE WATER TREATMENT	<p>County Council will complete and maintain wastewater treatment and water supply master plans to provide for the servicing requirements of settlements.</p> <p>The waste water treatment master plan prepared by the County will address the following:</p> <ul style="list-style-type: none"> • evaluation of existing waste water treatment infrastructure capacity and condition; • identification of management options available for wastewater treatment and the disposal of biosolids; • priority setting and financing of waste water treatment infrastructure improvements required to meet environmental objectives and accommodate population and employment growth as projected by this Plan.
WATER SUPPLY	<p>The water supply master plan prepared by the County will address the following:</p> <ul style="list-style-type: none"> • identification of means to conserve water and to reduce requirements for additional water supply; • evaluation of the existing water supply infrastructure capacity and condition; • consideration of the quantity and quality of ground water resources; and • identification, costing, priority setting and financing of major water supply infrastructure improvements required to accommodate population and employment growth as projected by this Plan.
MASTER PLAN UPDATES	County water supply and waste water treatment master plans undertaken in accordance with the Class Environmental Assessment requirements may result in the need to amend the policies of this Plan. Such amendments will be undertaken in conjunction with the Class Environmental Assessment process for the master plans.
	5.5.3 Hierarchy of Servicing Options
SERVICING HIERARCHY	<p>The County Growth Strategy as outlined in Section 4.2.2 and depicted on Schedule C-3 was developed having regard to existing servicing levels, the feasibility of expansions to existing systems and the potential for cost effective servicing level upgrades given growth pressures and physical or environmental constraints. The County Growth Strategy is premised upon the following hierarchy of servicing options.</p> <p>New development will be evaluated according to the following hierarchy of servicing options:</p> <ul style="list-style-type: none"> • extensions of servicing from a centralized water supply and waste water treatment facility consistent with Sections 4.2.2.4, 4.2.2.5, 4.2.2.6 and 4.2.2.7 as applicable; • individual septic systems and private wells; • extension of servicing from an existing centralized water supply system consistent with Section 4.2.2.3.

SERVICING HIERARCHY FOR EXTENSION OF SERVICES TO EXISTING DEVELOPMENT	Requests for the extension of servicing beyond the designated limits of Villages, Serviced Villages, Large Urban Centres and the Future Urban Growth designation will be permitted, without the need for an amendment to the Plan, for existing development subject to the policies set out in Sections 4.2.2.3, 4.2.2.4 and 4.2.2.5, as applicable. These policies only apply to extensions of centralized waste water and water supply facilities. The extension of communal waste water or water supply facilities beyond the designated limits of Villages or Serviced Villages is prohibited.
CENTRALIZED FACILITIES	The County of Oxford will own and be responsible for the planning and design of all centralized water supply and waste water treatment systems. The County shall be responsible for the construction, operation and maintenance of all centralized water supply and waste water treatment systems and it may contract operation and maintenance functions to the Area Municipality or to a public or private operating authority. Development on centralized water supply and waste water treatment facilities will be in accordance with the following policies:
LOGICAL EXTENSIONS	New development shall be directed to areas that allow for extensions to existing water, sanitary sewerage and storm water systems in an economic and practical manner within the financial capabilities of the County or Area Municipality. New development will generally be approved and permitted in stages of orderly progression from the termination of existing services. Growth-related capital works for nonlocal services may be financed through development charges.
FUTURE DEVELOPMENT CAPABILITY	Sanitary and storm sewers will be sized or over-sized according to the level of development anticipated by the County and Area Municipality relative to the service area.
RESTRICTIONS	Combined sanitary and storm sewers will not be permitted in any new development area. The nature or concentrations of waste water from non-residential sources shall be regulated by the County Sewer Use By-Law.
SYSTEM DESIGN	The design of sanitary sewers should avoid the need for sewage pumping stations wherever possible.
PRIVATE SERVICES FOR NONRESIDENTIAL DEVELOPMENT	Prior to the approval of any development application for a nonresidential development generating effluent in quantities greater than 10,000 litres per day, that proposes the use of individual septic systems and/or wells, hydrogeological studies prepared in accordance with Provincial and County criteria will be required. These studies will demonstrate that site conditions are suitable for the long-term provision of such services. PRIVATE
SERVICES FOR RESIDENTIAL DEVELOPMENT	Development of more than five (5) lots or residential units shall not be permitted to be serviced by individual on-site sewage and water services. Development of more than five (5) lots or residential units may be permitted to be serviced by individual on-site sewage services and centralized water supply facilities, only

	<p>where such development would constitute minor infilling or rounding out of existing development within an existing designated settlement. The approval of such development would be subject to confirmation of sufficient reserve capacity and review and approval of hydrogeological studies prepared in accordance with Provincial and County criteria, demonstrating that site conditions are suitable for the long-term operation of individual on-site sewage services.</p>
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Middlesex County

Official Plan Policy	2.3.2 Growth Management Hierarchy
Hamlets in Agricultural Areas	<p>The Growth Management Hierarchy shall consist of the following types of Settlement Areas:</p> <ul style="list-style-type: none"> • Urban Areas • Community Areas • Hamlets in Agricultural Areas <p><i>Establishment of a Settlement Area shall be in accordance with the following criteria:</i></p> <p>a) Urban Areas shall demonstrate the potential to accommodate future growth through population projections and must either have full municipal services or demonstrate the potential to provide full municipal services, through a master servicing component of settlement capability report and/or completion of an Environmental Assessment (EA), pursuant to the Environmental Assessment Act.</p> <p>b) Community Areas shall demonstrate the potential to accommodate future growth through population projections, must currently serve a community function and must demonstrate the potential to provide a level of service necessary to support future growth through a master servicing component of a Settlement Capability Report and/or completion of an Environmental Assessment (EA) pursuant to the Environmental Assessment Act.</p> <p>c) Hamlets in Agricultural Areas, in the context of the Growth Management Hierarchy shall include existing locally designated hamlets not identified as Urban Areas or Community Areas. It is assumed that municipal services will not be provided in these areas and therefore future growth shall be commensurate with that level of service.</p>

	<p>It is the goal of this Plan that future development within settlement areas proceed on the basis of full municipal services. Other methods of servicing (partial services) may be permitted on an interim basis where proper justification is provided. Advancement within the Growth Management Hierarchy of this Plan, in keeping with the criteria established above, shall not require an amendment to this Plan unless such advancement is deemed to alter the County Growth Management Strategy.</p>
	<p>2.3.5 General Policies</p>
	<p>The policies of this Plan are intended to promote communities that are diverse and have a sense of place. Lifestyle choice, economic vitality and protection of the natural environment are important components of the Growth Management policies. Lands which are currently designated for development in local official plans are anticipated to be adequate to meet the growth projections for the planning period. New lot creation in Agricultural Areas will only be permitted in accordance with Section 4.5.3.</p> <p>The policies are structured to ensure that the local municipalities have adequate opportunity to plan for growth while recognizing the need to: protect agricultural land and natural resources; prevent land use conflicts; and provide services commensurate with the level of growth anticipated.</p> <p>Growth shall be directed to the Settlement Areas conceptually identified on Schedule A.</p> <p>Local municipalities shall define the limits of Settlement Areas in their official plans. Where a Settlement Area is not an incorporated municipality the limit of the Settlement Area shall be the urban development boundary established in the local Plan.</p> <p>Local municipalities shall develop Growth Management Strategies and Settlement Capability Studies as parts of their official plans to rationalize the type, amount, location and timing of growth and development and to establish the basis for the provision of the services and the necessary infrastructure.</p>
	<p>2.3.6 Settlement Capability Study</p>
	<p>A Settlement Capability Study shall be prepared as part of a Comprehensive Review in support of the expansion of existing Settlement Areas. Expansion is deemed to be development beyond the Settlement Area boundary, established in the local official plan, as of the date of passing of this Plan.</p> <p>The Settlement Capability Study shall be completed to the satisfaction of the County in consultation with the Province and shall include the following:</p> <p>a) an analysis of the hydrology and hydrogeology of the area to determine the capability of surface and groundwater resources to provide sufficient quantity and quality of water supply on a sustainable basis;</p>

	<ul style="list-style-type: none"> b) an assessment of the impact of future development on existing groundwater quantity and quality and on existing sources of drinking water, including municipal, communal and private wells; c) an assessment of the long-term sustainability of the soil, hydrologic and hydrogeologic conditions to accept sewage effluent; d) an identification of any existing restrictions to future development; e) an assessment of surface drainage; f) an assessment of the impact of new growth on the Natural System; g) an assessment of traffic and transportation services and needs; and h) an assessment of the existing servicing systems and their condition.
	2.3.8 Settlement Areas
	Urban Areas and Community Areas shall be the focus for future growth including residential, commercial and industrial development. These areas are characterized by a range of land uses and have full services or where warranted, partial services, as described in Section 2.3.2. Designated Hamlets in Agricultural Areas may accommodate a limited amount of the anticipated County growth and development.
	2.4 Physical Service & Utilities
General Policies	<p>1.4.5 Sanitary Sewers and Water</p> <p>The County of Middlesex does not fund or maintain sanitary sewer or water systems in the County. The County does however, promote efficient and environmentally responsible development which is supportable on the basis of appropriate types and levels of water supply and sewage disposal. The County encourages new development to proceed on the basis of full municipal services. <u>Where partial municipal services are considered the supporting studies shall address all servicing options.</u></p> <p>The County shall:</p> <ul style="list-style-type: none"> a) Encourage development on municipal water and sanitary sewer systems. Where local municipalities do not provide or demonstrate a strong potential to provide full municipal water and sewage treatment facilities, development other than infilling will require a Settlement Capability Study as outlined in Section 2.3.6; b) Encourage local municipalities with water and sanitary sewage systems to monitor treatment capacities and operational effectiveness and to provide such information to the County at least every five years; c) Encourage improvement of existing systems and the installation of new systems in Settlement Areas throughout the County, where technically and financially feasible;

	<ul style="list-style-type: none"> d) Cooperate with local municipalities, the Province and other public and/or private partners to negotiate innovative arrangements for the provision of water and sanitary sewage systems in the County; e) Require site specific development proposals to be accompanied by an evaluation of servicing options within the Settlement Areas. The evaluation shall address the County's preferred servicing hierarchy: <ul style="list-style-type: none"> i) extension from existing municipal system ii) extension from existing communal system iii) new municipal or communal system iv) individual septic systems and private wells f) Evaluate local municipality needs for assistance with respect to the provision of water and sanitary sewage systems in accordance with the Growth Management framework established in Section 2.3
	<p>3.3.4 Hamlets in Agricultural Areas</p>
	<p>Where an approved local official plan permits development in designated hamlets, such development may proceed. No further land shall be designated for development except by way of a comprehensive review. In approving the local official plan amendment, the County shall consider the need for such expansion in the context of the projected population growth for the local municipality and the County as a whole and other matters deemed important by the County.</p> <p>Infilling, rounding out in depth or minor extensions of existing development may be permitted provided that there is no further outward expansion of the limits of existing development, subject to the following:</p> <ul style="list-style-type: none"> a) the new development is serviced in accordance with Section 2.4.5 and accepted servicing standards; and b) the development complies with the Minimum Distance Separation Formula.

Municipality of Chatham-Kent

Official Plan Policy	2.3.5 Community Structure
	<p>The community structure of Chatham-Kent comprises an urban component and a rural component.</p> <p>The urban component includes Primary Urban Centres, Secondary Urban Centres, Suburban Residential, Hamlets and Rural Settlement areas. The Rural component includes Agricultural, Estate Residential,</p>

	<p>Recreational Residential, Recreational, Rural Industrial, Highway Commercial Areas and Aggregate Resource areas. It is a goal of the Official Plan to guide the majority of growth to occur within the Urban Centre boundaries to ensure that the Municipality develops in a compact, orderly and sustainable manner within its ability to fund and support a full range of uses, infrastructure and social services, which will lead to Chatham-Kent’s long-term financial well-being. The Primary Urban Centres are the focal points where residential, commercial and industrial development will be directed in Chatham-Kent. Healthy communities incorporate principles of safety, accessibility, diversity, self-sufficiency and choice for all residents. Healthy communities in Chatham-Kent foster a thriving economy, protect and enhance their natural surroundings and celebrate their diverse heritage. The majority of new population and employment growth in Chatham-Kent will be directed to the Primary Urban Centres. Some new population and employment growth will also take place in the Secondary Urban Centres, which are served by full municipal services. Growth in Hamlets that are serviced by municipal piped water supply and private sanitary sewage will be through infilling and/or rounding out of the existing development areas. In the privately serviced Rural Settlement Areas, development will be limited to minor infilling.</p>
	<p>It shall be the policy of Chatham-Kent that: 2.3.5.2.1 The majority of new population and employment growth shall be directed to the Primary Urban Centres, as designated on Schedule “E” Series – Land Use to this Official Plan.</p>
	<p>2.3.5.2.2 Population and employment growth shall also be permitted in the Secondary Urban Centres, as designated on Schedule “A” Series – Land Use to this Official Plan.</p> <p>2.3.5.2.3 Population and employment growth in the Hamlet Areas, as designated on Schedule “A” Series – Land Use to this Official Plan, shall be based on the adequacy of water supply and sanitary sewage disposal to accommodate the proposed development.</p> <p>2.3.5.2.4 Development in the Suburban Residential Areas shall be limited to infilling, pending full municipal services being made available.</p> <p>2.3.5.2.5 Development in the privately serviced Rural Settlement Areas shall be limited to minor infilling.</p> <p>2.3.5.2.6 Urban development within Chatham-Kent, including intensification opportunities, will be encouraged to locate in fully serviced areas such as within the Primary and Secondary Urban Centre boundaries, and: a) Will occur in a planned, orderly, efficient and sustainable manner;</p>

	<p>b) Will be in keeping with the available capacity of the infrastructure and public service facilities present to serve the development. Before any new infrastructure or public service facilities are constructed to service new development, consideration will be given to:</p> <ul style="list-style-type: none"> i) The optimization of the use of existing infrastructure and public service facilities with the view to maximize the Municipality’s return on its investment; ii) The Municipality’s fiscal capability to sustainably service the development over the long term; iii) The use of green, environmentally friendly and sustainable infrastructure; and alternatives; iv) The presence of development interests, within the area to be serviced, who show intent to develop within a period of three years from the date of final approval. <p>2.3.5.2.7 The Municipality will establish a development review process to be implemented at regular intervals coincident and complementary to the review and update of the Official Plan which will occur at no less than five year intervals, in accordance with the policies of Section 6.5 of this Plan.</p>
	<p>2.3.6 Primary Urban Centres</p>
	<p>The Municipality is comprised of seven Primary Urban Centres, which contain the majority of Chatham-Kent’s residential, commercial, industrial and institutional development. They have full municipal services and have populations greater than 1,500.</p> <p>The Primary Urban Centres are the focal points for growth and public and private sector investment in Chatham-Kent. They will have the highest concentration and intensity of uses in the Municipality, and will be the focus of residential, commercial, industrial, government, institutional, business/professional office, entertainment, cultural heritage and health/social services activities.</p> <p>It shall be the policy of Chatham-Kent that:</p> <p>2.3.6.2.1 The urban area boundaries of the designated Primary Urban Centres shall be delineated on Schedules “A” and “E” Series – Land Use to this Official Plan.</p> <p>2.3.6.2.2 Opportunities for major residential, commercial and industrial development shall be directed to the Primary Urban Centres where full municipal services are available.</p> <p>2.3.6.2.3 Primary Urban Centres shall have the highest concentration and intensity of uses in the Municipality, and shall be the focus of residential, commercial, industrial, government, institutional, business/professional office, entertainment, cultural heritage and health/social service activities.</p>

	<p>2.3.6.2.4 Intensification, infill and/or development/redevelopment of vacant designated, brownfield, former institutional or underutilized sites and areas in transition in the Primary Urban Centres will be encouraged.</p> <p>2.3.6.2.5 Development in the Primary Urban Centres shall be based on the efficient provision of water supply, sanitary sewerage, roads, parks, schools and other municipal services.</p>
	<p>2.3.7 Secondary Urban Centre Policies</p>
	<p>Secondary Urban Centres are compact rural communities consisting of fewer than 1,000 people, comprising some housing, commercial and industrial businesses and public use land. The unique character and cultural heritage value of these communities should be protected. Chatham-Kent contains a number of Secondary Urban Centres, which are either serviced or planned to be serviced, with full municipal piped water supply and sanitary sewage services. They include Thamesville, Charing Cross, Merlin, Mitchell’s Bay, Bothwell and Pain Court (pending). Population and employment growth will be 2-34 encouraged in the Secondary Urban Centres that have full municipal services. These communities have been designated as Secondary Urban Centres. It shall be the objective of Chatham-Kent to:</p> <p>2.3.7.1 Protect and preserve the unique character of Secondary Urban Centres, while providing opportunities for population and employment growth based on full municipal services. It shall be the policy of Chatham-Kent that:</p> <p>2.3.7.2.1 The Secondary Urban Centres shall be designated on Schedule “A” Series – Land Use to this Official Plan.</p> <p>2.3.7.2.2 Secondary Urban Centres shall continue to function as service centres for the surrounding agricultural areas. Secondary Urban Centres located along the Lake Erie and Lake St. Clair shorelines shall also continue to function as key outdoor water-based recreational areas for residents and visitors to Chatham-Kent. In Secondary Urban Centres, low- and medium-density residential uses and commercial, recreational, industrial and institutional uses shall be permitted based on full municipal services. Home-based businesses will also be permitted, subject to the policies of Section B.2.3.7 of this Plan and the Zoning By-law. As explained in Section B.2.13 of this Plan, more detailed policies have been prepared for the Mitchell’s Bay Secondary Urban Centre.</p> <p>2.3.7.2.3 For lands located within or adjacent to the significant habitat of endangered or threatened species identified in consultation with the Ministry of Natural Resources, Provincially Significant Wetlands identified</p>

	<p>on Schedules “A” and “E” Series – Land Use, or significant natural heritage features identified on Schedule “C” Series – Natural Heritage and Hazards Features, the policies contained in Section 4 of this Plan will also apply.</p> <p>2.3.7.2.4 Development in Secondary Urban Centres will include infilling, the redevelopment of brownfield and former institutional sites and the logical building out of the urban areas through greenfield development based on full municipal piped services, provided that such development satisfies the policies of this Plan and is compatible with the size and scale of the urban area.</p> <p>2.3.7.2.5 Development in Secondary Urban Centres shall occur in depth, rather than along strips, and shall take place by plan of subdivision. Road access shall be via internal local roads.</p> <p>2.3.7.2.6 Development in Secondary Urban Centres shall provide adequate stormwater management in accordance with Policy 2.4.9 of this Plan.</p>
	<p>2.3.8 Suburban Residential Area</p>
	<p>Policies Low-density residential development has occurred along public roads in the fringe areas outside of the Primary Urban Centres such as Chatham and Blenheim. The Suburban Residential Area designation recognizes those existing residential areas. It shall be the objective of Chatham-Kent to:</p> <p>2.3.8.1 Recognize existing Suburban Residential Areas adjacent to the Urban Centres and limit development to infilling.</p> <p>2.3.8.2.6 Suburban Residential Areas shall be serviced with adequate water supply and sanitary sewage disposal services. Development proposals shall demonstrate the suitability of the site for the proposed method of water supply and sanitary sewage disposal to the satisfaction of Chatham-Kent and other approval agencies.</p> <p>2.3.8.2.7 If municipal piped water and/or sanitary sewage service is available or a capital commitment has been made to make it available, residential development based on private services shall not be permitted.</p>
	<p>2.3.9 Hamlet Area Policies</p>
	<p>Chatham-Kent contains a number of hamlets, such as Highgate, Erieau and Shrewsbury, which are serviced with municipal piped water supply and private sewage disposal. Where hamlets are served by partial municipal services (municipal piped water supply and private sewage disposal), development should be limited to infilling. It shall be the objective of Chatham-Kent to:</p>

	<p>2.3.9.1 Protect and preserve the unique character of established hamlets while providing opportunities for environmentally sustainable economic growth. It shall be the policy of Chatham-Kent that:</p> <p>2.3.9.2.1 Existing hamlets that are serviced by municipal piped water supply and private sewage disposal shall be designated Hamlet Areas on Schedule “A” Series – Land Use to this Official Plan.</p> <p>2.3.9.2.2 Hamlets shall continue to function as service centres for the surrounding agricultural areas. Hamlets located along the Lake Erie and Lake St. Clair shorelines shall also continue to function as key outdoor water-based recreational areas for residents and visitors to Chatham-Kent. In hamlets, residential uses shall be primarily low density. Small-scale commercial, recreational, industrial and institutional uses shall also be permitted. Homebased businesses will also be permitted, subject to the policies of Section B.2.3.8 of this Plan and the Zoning By-law.</p> <p>2.3.9.2.3 For lands located within or adjacent to the significant habitat of endangered or threatened species identified in consultation with the Ministry of Natural Resources, Provincially Significant Wetlands identified on Schedules “A” and “E” Series – Land Use, or significant natural heritage features identified on Schedule “C” Series – Natural Heritage and Hazards Features, the policies contained in Section 4 of this Plan will also apply.</p> <p>2.3.9.2.4 Development proposals in Hamlet Areas will be limited to infilling, redevelopment of brownfield and former institutional sites, and shall demonstrate the suitability of the site for the proposed method of sanitary sewage disposal to the satisfaction of Chatham-Kent and other approval agencies.</p>
	<p>2.3.10 Rural Settlement Area Policies</p>
	<p>Chatham-Kent contains a number of settlement areas that are serviced by private water supply and sanitary sewage services. The settlement areas typically comprise a small grouping of houses and businesses and have a population of less than 200 people. The character and cultural heritage value of these privately serviced hamlets and settlement areas should be protected by designating them as Rural Settlement Areas. Development should be limited to minor infilling. Major growth should be directed to fully serviced Primary and Secondary Urban Centres. It shall be the objective of Chatham-Kent to:</p> <p>2.3.10.1 Protect and preserve the historic character of established Rural Settlement Areas. It shall be the policy of Chatham-Kent that:</p> <p>2.3.10.2.1 Historic settlement areas that are serviced by private water supply and private sewage disposal shall be designated Rural Settlement Areas on Schedule “A” Series – Land Use to this Official Plan.</p>

	<p>2.3.10.2.2 Rural Settlement Areas shall be rural in nature and function as local service centres for the immediately surrounding agricultural areas. The predominant use of land within the Rural Settlement Area designation shall be for existing low-density residential uses and small-scale commercial, recreational, industrial and institutional uses. New development in Rural Settlement Areas shall be limited to minor infilling. Home-based businesses will also be permitted, subject to the policies of Section B.2.3.8 of this Plan and the Zoning By-law.</p> <p>2.3.10.2.3 For lands located within or adjacent to the significant habitat of endangered or threatened species identified in consultation with the Ministry of Natural Resources, Provincially Significant Wetlands identified on Schedules “A” and “E” Series – Land Use, or significant natural heritage features identified on Schedule “C” Series – Natural Heritage and Hazards Features, the policies contained in Section 4 of this Plan will also apply.</p> <p>2.3.10.2.4 Rural Settlement Areas shall be serviced with adequate water supply and sanitary sewage disposal services. Development proposals shall demonstrate the suitability of the site for the proposed method of water supply and sanitary sewage disposal to the satisfaction of Chatham-Kent and other approval agencies.</p> <p>2.3.10.2.5 Development in Rural Settlement Areas shall provide adequate stormwater management in accordance with Policy 2.4.9 of this Plan.</p>
	<p>2.4.7 Wastewater Services</p>
	<p>Municipal sewage systems exist in the seven Primary Urban Centres (Chatham, Wallaceburg, Ridgetown, Dresden, Blenheim, Tilbury and Wheatley).</p> <p>The Secondary Urban Centres comprise those communities that are currently serviced, or are planned to be serviced, by municipal sewage systems (i.e., Thamesville, Charing Cross, Merlin, Pain Court and Bothwell [planned] and Mitchell’s Bay). The municipal sewage treatment systems in Chatham-Kent range from lagoons to activated sludge mechanical treatment plants.</p> <p>The Recreational Residential, Suburban Residential, Hamlet and Rural Settlement Areas, and development in the Agricultural Areas, are serviced by private sewage disposal.</p> <p>It shall be the objective of Chatham-Kent to:</p>

	<p>2.4.7.1 Ensure that cost-effective and adequate sewage treatment is provided to support, enhance and sustain existing and future residents and businesses in the Municipality. It shall be the policy of Chatham-Kent that:</p> <p>2.4.7.2.1 All development and redevelopment in the Primary Urban Centres and all new development and redevelopment in the Secondary Urban Centres shall be connected to the municipal sewage treatment system.</p> <p>2.4.7.2.2 Proposed development and redevelopment in Suburban Residential, Hamlet, Rural Settlement, Estate Residential, Recreational Residential, Mobile Home Park, Rural Industrial, Highway Commercial, Recreational, Extractive Industrial and Waste Management Areas that are serviced by private sewage disposal will demonstrate the suitability of the site for the proposed method of sewage disposal based on the proposed lot size to the satisfaction of the Municipality of Chatham-Kent and other approval agencies.</p> <p>2.4.7.2.3 Communal sewage services will be discouraged and will only be permitted if, in the opinion of the Municipality, no other alternatives are available and such services:</p> <ul style="list-style-type: none"> (a) are financially viable and comply with all regulatory requirements; and (b) protect human health and the natural environment. <p>2.4.7.2.4 The protection of surface and groundwater resources will be in conformity with the policies of Section 4 – Enhancing Our Natural Surroundings of this Official Plan.</p> <p>2.4.7.2.5 The Municipality will maintain a capacity monitoring system for municipal sewage treatment systems.</p> <p>2.4.7.2.6 Municipal sanitary sewage treatments facilities are identified on Schedules “A” and “E” Series – Land Use to this Official Plan. When considering appropriate buffer separation distances for development proposals near these facilities, in particular for sensitive land uses such as residential or institutional, regard for the Ministry of the Environment’s “Guideline D-2 Compatibility between Sewage Treatment and Sensitive Land Use” guidelines, as amended from time to time, shall be required.</p>
	<p>2.4.8 Water Services</p>
	<p>Municipal water systems exist in the seven Primary Urban Centres, the five Secondary Urban Centres and the Hamlets.</p>

The Rural Settlement Areas are served by private water supplies. Several communities, including Louisville, Mitchell's Bay and Pain Court, are serviced by the Chatham water system. Bothwell is currently serviced via the West Lorne Water System in Middlesex County. Highgate and Ridgetown currently use groundwater as their water source; all other communities with municipal water supply utilize a lakebased surface water source.

Substantial costs are involved in extending municipal piped water supply to new residential and non-residential development, in addition to addressing operational issues with the existing water system such as fire flow, odour, potential contamination concerns and water haulage to rural areas during dry conditions. It shall be the objective of Chatham-Kent to:

2.4.8.1 Ensure that cost-effective and adequate potable water supply is provided to support, enhance and sustain existing and future residents and businesses in the Municipality.

It shall be the policy of Chatham-Kent that:

2.4.8.2.1 All development and redevelopment in the Primary Urban Centres and all new development and redevelopment in the Secondary Urban Centres, Suburban Residential and Hamlet Areas shall be connected to the municipal piped water supply system.

2.4.8.2.2 Proposed development and redevelopment in Rural Settlement, Estate Residential, Recreational Residential, Mobile Home Park, Rural Industrial, Highway Commercial, Recreational, Aggregate Resources and Waste Management Areas will be connected to the municipal piped water supply system if municipal water is available. If municipal water is not available, proposed development and redevelopment serviced by a private water supply will demonstrate the adequacy of the proposed supply to the satisfaction of the Municipality of Chatham-Kent and other approval agencies.

2.4.8.2.3 Communal water services will be discouraged and will only be permitted if, in the opinion of the Municipality, no other alternatives are available and such services:

- (a) can be sustained by the water resources on which they rely;
- (b) are financially viable and comply with all regulatory requirements; and
- (c) protect human health and the natural environment.

	2.4.8.2.4 The protection of surface and groundwater resources will be in conformity with the policies of Section 4 – Enhancing Our Natural Surroundings of this Official Plan.
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	2.4.8.2.5 The Municipality will maintain a capacity-monitoring system for municipal water supply systems.
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Discussion Paper #2

County of Elgin Official Plan 5 Year Review

**Provincial Policy
Statement and Provincial
Policy/Guideline Changes**

August, 2021

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Introduction

An Official Plan is a legal statutory planning document required by the province that describes a municipality's land-use strategy. The County of Elgin's Official Plan includes the vision, goals and policy directions of the County, as established by the community, and provides guidance for land use planning decisions including:

- locations for settlement areas, agricultural lands, and natural heritage;
- when and in what order parts of our communities will grow; and
- protection for agricultural, mineral and environmental resources.

The purpose of an Official Plan 5-Year Review update is to ensure that the community vision/values, directions, policies and actions in the Plan reflect changes and meet the needs of the community for the future, and to review for consistency with the Provincial Policy Statement.

Through the public and surveys responses, and stakeholder discussions, several key topics were identified. These identified topics warrant a larger review to understand the current issue, review the background and history, provide a summary of what provincial and neighbouring municipality policy and /or practices exist, and provide possible recommendations for potential policy changes. This discussion paper will be circulated and reviewed by the public, stakeholders and local municipalities, and comments and feedback on this report will be solicited. Recommendations stemming from this report and feedback received will result in draft policy changes to the County Official Plan.

Provincial Policy Statement 2020 and recent Provincial changes - Introduction

The Provincial Policy Statement (PPS 2020) is the Province of Ontario’s land use planning policy and is the foundational document outlining the planning goals and objectives across the Province. The Planning Act, 1990 (PA), requires municipal decisions on planning matters to be consistent with the PPS 2020. Official Plans and Zoning By-laws should reflect the goals and objectives of the PPS 2020. The current PPS, which came into effect May 2020, reflects amendments to other Provincial plans and legislation and current provincial planning objectives.

A draft of the new PPS 2020 was introduced in July 2019 to align with the changes to the Planning Act through Bill 108, More Homes, More Choice Act, 2019. The PPS 2020 came into effect on May 1, 2020. In accordance with Section 3 of the Planning Act, all decisions on land use planning matters made on or after that date are required to be consistent with the PPS 2020.

Highlights of the changes include:

- A new opportunity to provide a 25-year planning horizon extended from a 20-year horizon
- An extended minimum to accommodate residential growth from 10 to 15 years
- Additional flexibility for settlement area boundary expansion
- Market based housing policies with the addition of “affordable housing”
- New references to “a changing climate,” with a focus on adaptation
- Increased flexibility for sewage, water and stormwater servicing
- More flexibility regarding interpretation and implementation
- Changes between prescriptive language “shall” and suggestive language “should”
- Enhanced municipal engagement with Indigenous communities on land use planning matters
- Introduction of the new term “agricultural system” for agriculture-related economic growth
- Increased development opportunities in rural areas
- Enhanced direction on planning, protecting, and converting employment areas.

The following discussion paper and Appendix 1 table will highlight the recent PPS 2020 changes, and provide possible policy direction and changes to the County of Elgin Official Plan (Appendix 1). A summary of any recent legislative or guideline changes that have been undertaken during this time period, as identified through the partner ministries has also been provided (Appendix 1).

Next steps include circulation of the report to the public and stakeholders to receive their comments and feedback, as well as circulation the Ministry of Municipal Affairs and Housing for preliminary policy feedback. A virtual Open House will be held using the County of Elgin's new engagement platform www.engageelgin.ca/officialplanreview.

Comments received through the consultation process and associated with the discussion paper will be summarized in a future report, and may include potential changes as a result of comments received.

Provincial Policy Statement 2020

The changes can be grouped under five areas:

1. Increasing the supply and mix of housing;
2. Protecting the environment and public safety;
3. Reducing barriers and costs;
4. Supporting rural, northern and Indigenous communities; and
5. Supporting certainty and economic growth.

This report provides a summary of the changes that are anticipated to affect land use planning within Elgin County. Possible policy amendments are summarized in Appendix 1.

1. Increasing the Supply and Mix of Housing

a. Planning Horizon

The PPS has increased the 'planning horizon' from 20 years to 25 years. Municipalities now need to consider land needs for a 25-year time period, which is meant to encourage the development of an increased mix and supply of housing. Corresponding changes were implemented to 'housing supply' from 10 to 15 years. Planning authorities are now required to maintain the ability to accommodate residential growth for a minimum of 15 years, through residential intensification and redevelopment and, if necessary, lands that are designated and available for residential development.

b. Settlement Area Boundary Adjustments

The PPS 2020 will permit settlement area boundary adjustments outside of the Municipal Comprehensive Review/Official Plan Review Process, subject to evaluation criteria and provided there is no net increase in overall land within the settlement area. This change provides municipalities with additional flexibility to address limited settlement area boundary adjustments without undertaking an extensive planning exercise.

c. Housing Affordability

The PPS 2020 recognizes a greater mix of housing types through the addition of the term 'housing options'. This term provides a list of housing types including, but not limited to, single and semi-detached, rowhouses, townhouses, multiplexes, tiny homes,

as well as housing for people with special needs and housing related to employment, institutional and educational uses.

The PPS 2020 requires that municipalities establish and implement minimum targets for the provision of housing which is affordable to low- and moderate-income households, which align with applicable Housing and Homelessness Plans.

2. Protecting the Environment and Public Safety

a. A Changing Climate

The PPS 2020 provides greater direction on preparing for the impacts of climate change and increasing protection for the environment and human health. This includes policies to ensure that municipalities prepare for the impacts of climate change through enhanced sewage, water, and stormwater management policies.

b. Servicing Hierarchy

While the PPS 2020 continues to place full municipal services as the preferred form of servicing for settlement areas, the PPS 2020 also directs municipalities to assess the long-term impacts of individual on-site services on the environmental health and character of rural settlement areas and assess the feasibility of private communal services or the extension of municipal services to rural settlement areas at the time of an official plan review or update.

3. Reducing Barriers and Cost

Revised policy has been added to clarify that, where the Aggregate Resources Act applies, the depth of extraction for both new and existing mineral aggregate operations is regulated only by processes under that Act.

New policy has been added for planning authorities to engage with Indigenous communities and consider their interests when identifying, protecting, and managing cultural heritage and archaeological resources. The PPS has also updated various definitions including: cultural heritage landscape, areas of archaeological potential, and built heritage resources, amongst others.

Revisions to the PPS were made to support a broad range of energy types and opportunities for increased energy supply.

There are several policies in the PPS 2020 where wording has been modified from 'shall' to 'should'. The word 'shall' would imply a duty or mandatory requirement whereas the word 'should' would imply that something is recommended, but not mandatory.

4. Supporting Rural, Northern and Indigenous Communities

a. Rural Lands

A deletion of the term "limited" used in PPS, 2014 in reference to residential development within rural lands. This revised policy promotes rural residential development that is locally appropriate and provides clarification that residential development on rural lands includes lot creation.

b. Sewer and Water

The PPS 2020 provides clarification that individual on site services may be used in settlement areas for infilling and minor rounding out of existing development where municipal and communal services are not available, planned or feasible. New policy has been added promoting assessment of long-term impacts of servicing on the health and character of rural settlement areas and the feasibility of moving to other forms of servicing at the time of the Official Plan review or update.

c. Agriculture

The PPS 2020 introduces the concept of an "agricultural systems" approach to enhance and maintain the geographic continuity of the agricultural land base and the economic connections of the 'agri-food network' which includes infrastructure, services, and assets that are important to the viability of the agri-food sector.

The agricultural system is defined as ..." a system comprised of a group of inter-connected elements that collectively create a viable, thriving agricultural sector. It has two components: a) an agricultural land base comprised of prime agricultural areas, including specialty crop areas, and rural lands that together create a continuous productive land base for agriculture; and b) an agri-food network which includes infrastructure, services, and assets important to the viability of the agri-food sector".

The agri-food network is defined as “a network that includes elements important to the viability of the agri-food sector such as regional infrastructure and transportation networks; on-farm buildings and infrastructure; agricultural services, farm markets, distributors, and primary processing; and vibrant, agriculture-supportive communities.” A revised definition of “on farm diversified use” sets out that ground mounted solar facilities are permitted in prime agricultural and speciality crop areas only as an on farm diversified use.

d. Indigenous Community Engagement

The PPS 2020 recognizes the important role Indigenous communities have in land use planning and development, as well as the contribution of Indigenous communities’ perspectives and traditional knowledge on land use planning decisions. The changes require municipalities to consult with Indigenous communities on land use matters that may affect their Section 35 treaty rights and encourage municipalities to build constructive, cooperative relationships with Indigenous communities through meaningful engagement that will facilitate knowledge sharing to inform decision making.

5. Supporting Certainty and Economic Growth

a. Economic Development

The PPS 2020 provides policy direction to municipalities to plan for and facilitate conditions for economic investment. The policies require that municipalities identify strategic sites for investment, monitor the availability and suitability of employment sites, and address potential barriers to investment. The changes allow planning authorities to plan for, but not designate, beyond 25 years for the long-term protection of employment areas. In addition, the PPS 2020 requires the protection of industrial and manufacturing uses by planning for separation and mitigation between sensitive land uses and employment areas as well as prohibiting residential and institutional uses within employment areas. Where sensitive land uses (such as residential) are permitted in proximity to employment uses, potential impacts are to be minimized and mitigated.

b. Employment Land Conversions

The PPS 2020 will permit employment land conversions outside of the Municipal Comprehensive Review, subject to criteria.

c. Regional Employment Lands

Reference is made to the identification of regionally-significant employment lands by a 'regional economic development corporation' working together with an affected upper-tier municipality. The references to 'regionally significant employment lands' and a 'regional economic development corporation' are not yet set out by the Province. County Considerations: Amend or add OP policy related to regionally significant employment lands. Discussions required with local municipalities to collectively identify regionally significant employment lands.

Partner Ministries– Issues Identification

The Ministry of Municipal Affairs and Housing (MMAH), along with partner ministries (Ministry of Transportation (MTO), Ministry of the Environment, Conservation and Parks (MECP), Ministry of Northern Development, Mines, Natural Resources and Forestry (ENDM) and (MNRF), Ministry of Heritage, Sport, Tourism and Culture Industries (MHSTCI), Ministry of Agriculture, Food and Rural Affairs (OMAFRA), and Ministry of Economic Development, Job Creation and Trade (MEDJCT)) met with staff on March 2, 2021 to review recent legislative changes, and updated policy/guidelines that may impact the County's Official Plan. A summary of those comments and response to them have been provided in the attached Table (Appendix 1).

Conclusion

This report provides possible policy changes based on Provincial legislation, most recently incorporated into the revised PPS 2020.

Circulation and public engagement is recommended as the next step, to understand public, stakeholder and local municipal comments on proposed policy changes, as well as initial feedback from MMAH. These comments will be compiled for review by County Council, and policy changes further refined.

Ultimately, any policy recommendations as result of municipal, public and stakeholder consultations will need to be approved by the Ministry of Municipal Affairs and Housing (MMAH), the Approval Authority for any County of Elgin Official Plan amendments.

Appendix 1 – Summary of Proposed Policy Changes

PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Land Supply		
<p>Long term Planning Horizon: Increased from 20 to 25 years [1.1.2]</p> <p>Housing Land Supply: Increased from 10 to 15 years [1.4.1(a)]</p> <p>Serviced Residential Land Supply: 3-year supply continued with new policy enabling single / upper-tier municipalities to increase minimum requirement to up to 5 years [1.4.1(b)]</p>	<ul style="list-style-type: none"> - Municipalities may need to allocate more greenfield land for development in local official plans to meet projected needs over a longer time horizon - Intensification and redevelopment continue to be important to meeting land supply needs - In built out municipalities, land supply needs to be met through intensification opportunities - Staff recommend increasing requirement for serviced land supply, up to a 5-year maximum, in areas where sufficient servicing capacity exists 	<p>Amend A4.3 ECONOMIC PROSPERITY by deleting 20 years and replacing with 25 years</p> <p>h) To ensure that at all times, the County has a <u>25</u> 20 year supply of serviced residential, employment and commercial land, in intensification areas, and designated growth areas, and in the right locations.</p> <p>Amend A5 ECONOMIC STRATEGY, A5.2 DIRECTIONS by deleting 20 years and replacing with 25 years</p> <p>g) monitor the supply of employment land to ensure that a <u>25</u> 20 year supply, as determined by the County, is available in order to accommodate an appropriate range and mix of employment opportunities throughout the County, and particularly in those municipalities with access to full municipal services, Provincial highways and major arterial roads; and,</p> <p>Amend B2.8 SETTLEMENT AREA EXPANSIONS AND NEW SETTLEMENT AREAS, B2.8.1 General Criteria by deleting 20 years and replacing with 25 years</p> <p>The County's long-term prosperity, environmental health and social well-being depends on wisely managing change and promoting efficient land use and development patterns. On this basis, the establishment of new settlement areas and settlement area expansions may only be considered at the time of a comprehensive review. Factors to consider as part of a comprehensive review include:</p> <p>a) sufficient opportunities are not available to accommodate growth in the settlement area, the local municipality in which the settlement area is located, and adjacent areas within the County Study Area as set out in Section B2.8.2 based on the County of Elgin's projected population and employment growth projections as referred to in Section B2.2;</p> <p>b) the expansion makes available sufficient lands for a time horizon not exceeding <u>25</u> 20 years, in the Study Area based on the analysis provided in subsection a),</p> <p>Amend C1 SETTLEMENT AREAS, C1.1.3 Employment Areas by deleting 20 years and replacing with 25 years</p> <p>It is the objective of this Plan to:</p> <p>a) monitor and ensure that there is a <u>25</u> 20 year supply of land for all types of employment uses in a number of different settings and locations at all times;</p> <p>Amend C1.3 HOUSING POLICIES, C1.3.1 Goals by deleting 20 years and replacing with 25 years</p> <p>It is the goal of this Plan to meet the County's current and future housing needs by:</p> <p>a) monitoring and ensuring that there is a <u>25</u> 20 year supply of land for residential development with sufficient water and wastewater capacity;</p> <p>Amend Policy C 1.4 LAND SUPPLY by replacing 10 years to 15 years, and</p>

Appendix 1 – Summary of Proposed Policy Changes

		<p>It is a policy of this Plan to maintain a <u>15 year</u> ten-year supply of land through residential intensification, redevelopment, and if necessary, lands designated and available for residential development, and a <u>5 year</u> three-year supply of land zoned in local municipal zoning by-laws for residential intensification and residential lots/units in registered and draft plan approved subdivisions <u>where sufficient servicing capacity exists</u>.</p> <p>Amend C1.4 LAND SUPPLY by deleting 10 years and replacing with 15 years It is a policy of this Plan to maintain a <u>15</u> ten year supply of land through residential intensification, redevelopment, and if necessary lands designated and available for residential development, and a three year supply of land zoned in local municipal zoning by-laws for residential intensification and residential lots/units in registered and draft plan approved subdivisions <u>where sufficient servicing capacity exists</u>.</p> <p>Amend C1.4 LAND SUPPLY by deleting 3 years and replacing with 5 years It is a policy of this Plan to maintain a <u>15</u> ten year supply of land through residential intensification, redevelopment, and if necessary lands designated and available for residential development, and a <u>five</u> three year supply of land zoned in local municipal zoning by-laws for residential intensification and residential lots/units in registered and draft plan approved subdivisions.</p> <p>NOTE: Additional time horizon changes will be made after the addition of the draft population projections.</p>
<p>Phasing and Housing Form</p>		
<p>Policies 1.1.3.6 (compact form / mix of uses and densities) and 1.1.3.7 (phasing of development) changed from “shall” to “to increase flexibility for decision making”.</p> <p>1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.</p> <p>1.1.3.7 Planning authorities should establish and implement phasing policies to ensure:</p> <p>a) that specified targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas; and</p> <p>b) the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.</p>	<ul style="list-style-type: none"> - Maintains planning principles supporting efficient use of land, infrastructure and public service facilities, while providing more flexibility for local decision making 	<p>Amend B2.8.3 Locational Criteria for Settlement Area Expansions by adding a new sub bullet (after a)) The expansion of any settlement area boundary must:</p> <p>....</p> <p>b) have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities;</p> <p>Amend B2.8 SETTLEMENT AREA EXPANSIONS AND NEW SETTLEMENT AREAS, B2.8.1 General Criteria by adding additional wording to c) The County's long term prosperity, environmental health and social well-being depends on wisely managing change and promoting efficient land use and development patterns. On this basis, the establishment of new settlement areas and settlement area expansions may only be considered at the time of a comprehensive review. Factors to consider as part of a comprehensive review include:</p> <p>c) the timing of the expansion and the phasing of the development within the expansion area will not adversely affect the achievement of the intensification targets in this Plan, <u>or the provision of infrastructure and public service facilities required to meet current and projected needs;</u></p>

Appendix 1 – Summary of Proposed Policy Changes

PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Transit Supportive Development & Air Rights		
<p>New policy for transit supportive development and prioritizing intensification in transit areas. This could include potential air rights development near transit corridors and stations [1.1.1(e), 1.1.3.3, 1.4.3(e), 1.8.1(e) and definition]</p> <p>1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for transit supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.</p> <p>1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities....by: e) requiring transit supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations...</p>	<ul style="list-style-type: none"> - Planning authorities need to prioritize intensification and implement transit supportive densities in key areas close to transit municipal discretion in determining size and scope of these areas - PPS, 2020 modifies definition of “transit supportive” to refer to compact, mixed use development in proximity to transit corridors and stations, that helps optimize investment in transit infrastructure and make transit viable; air rights” development refers to the rights to develop the air space above existing transit stations, corridors and associated facilities that may exist on or below the ground - Planning authorities can use “Protected Major Transit Station Area” tool to support policy implementation - Policy changes would not affect those communities who do not have transit 	<p>Amend C1.3.2 General Policies to include transit supportive intensification</p> <p>The County supports:</p> <p>a) residential intensification and redevelopment within settlement areas <u>that is transit supportive, and</u> where an appropriate level of physical services is or will be available in the immediately foreseeable future and subject to the policies of this Plan. In this regard, the County will require that 15 percent of all development occur by way of residential intensification and redevelopment;</p>
Settlement Area Boundary Expansions		
<p>New policy for boundary adjustments outside the comprehensive review process [1.1.3.9] and Clarification that the level of detail of a comprehensive review can correspond with complexity and scale of a boundary expansion [1.1.3.8]</p> <p>In addition to existing criteria, justification for boundary expansions needs to include recognition of the need to satisfy market demand [1.1.3.8(a)]</p> <p>1.1.3.9 Notwithstanding policy 1.1.3.8, municipalities may permit adjustments of settlement area boundaries outside a comprehensive review provided: a) there would be no net increase in land within the settlement areas; b) the adjustment would support the municipality's ability to meet intensification and redevelopment targets established by the municipality; c) prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and d) the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.</p>	<ul style="list-style-type: none"> - Flexibility and discretion exist in comprehensive review process as set out in new policy language in 1.1.3.8 and definition. One example is that study requirements are “scaleable” to correspond with complexity and scale of proposal - Justification for boundary expansions needs to include recognition of need to satisfy market demand 	<p>Amend B2.8.3 Locational Criteria for Settlement Area Expansions by adding a new sub bullet g)</p> <p>The expansion of any settlement area boundary must: g) include recognition of the need to satisfy market demand;</p> <p>Add new subsection B2.8.5 Adjustments to Settlement Area Boundaries</p> <p>B2.8. Adjustments to Settlement Area Boundaries</p> <p>Notwithstanding policy B2.8.1, the County may permit adjustments of settlement area boundaries outside of a comprehensive review, based on the following:</p> <ul style="list-style-type: none"> i) there is no net increase in land within the settlement areas; ii) the adjustment would support the Municipality's ability to meet intensification and redevelopment targets established by the Municipality; iii) the lands are not considered a specialty crop area as defined by the PPS and there are no reasonable alternatives which avoid prime agricultural areas; and iv) the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.

Appendix 1 – Summary of Proposed Policy Changes

PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Housing		
<p>New direction for planning authorities to address both “market based” and “affordable housing” needs [1.1.1(b), 1.4.3]</p> <p>1.1.1 Healthy, liveable and safe communities are sustained by:.... b) accommodating an appropriate affordable and market based range and mix of residential types (including single detached, additional residential units, multi unit housing, affordable housing and housing for older persons),.....</p> <p>1.4.1 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities</p> <p>1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market based and affordable housing needs of current and future residents of the regional market area by:....</p> <p>New requirement for planning authorities to demonstrate there are not sufficient opportunities "to accommodate growth and satisfy market demand" before identifying or expanding a settlement area 1.1.3.8(a)]</p> <p>1.1.3.8 A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that: a) sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;....</p>	<ul style="list-style-type: none"> - Planning authorities need to undertake planning to provide for an appropriate range and mix of housing options and densities, including considering projected market based and affordable housing needs, changing demographic needs and innovative housing options - Further amendments related to affordable housing will be addressed through the Affordable Housing discussion paper. 	

Appendix 1 – Summary of Proposed Policy Changes

PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Housing (continued)		
<p>New definition for "housing options"</p> <p>Housing options: means a range of housing types such as, but not limited to single detached, semi detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi residential buildings. The term can also refer to a variety of housing arrangements and forms such as, but not limited to life lease housing, co ownership housing, co operative housing, community land trusts, land lease community homes, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational</p> <p>New references to meeting "needs arising from demographic changes" and "employment opportunities" [1.4.3(b)]</p> <p>New requirement to align affordable housing targets in official plans with housing and homelessness plans [1.4.3(a), 1.2.1(h)]</p> <p>Revised definitions of "public service facilities" and "special needs" include specific focus on long term care homes, as well as the addition of "adaptable and accessible housing" in the "special needs" definition</p>	<ul style="list-style-type: none"> - Planning authorities need to undertake planning to provide for an appropriate range and mix of housing options and densities, including considering projected market based and affordable housing needs, changing demographic needs and innovative housing options - Enhanced definitions of public service facilities and special needs broaden the focus and raise awareness to plan for long term care homes and adaptable and accessible housing - Amendments related to affordable housing will be addressed through the Affordable Housing discussion paper. 	
Climate Change Resilience		
<p>Enhancements in various policies require planning authorities to prepare for the impacts of climate change</p> <p>New definition for "impacts of a changing climate"</p> <p>Impacts of a changing climate: means the present and future consequences from changes in weather patterns at local and regional levels including extreme weather events and increased climate variability.</p>	<ul style="list-style-type: none"> - Planning authorities need to ensure municipal official plan policies proactively consider impacts of severe weather events associated with a changing climate - Definition for "impacts to a changing climate" helps increase clarity for planning by setting out types of hazards and areas that climate impacts can often occur in, including supporting municipalities in planning for flooding related hazards 	<p>PART D: NATURAL HERITAGE, WATER AND NATURAL HAZARDS, D1.1 OBJECTIVES by adding a new sub bullet i)</p> <p>It is the objective of this Plan to:</p> <p>i) ensure local municipal official plan policies proactively consider impacts of severe weather events associated with a changing climate.</p> <p>Amend E3 PUBLIC SERVICE FACILITIES AND INFRASTRUCTURE by adding a new paragraph</p> <p><u>Infrastructure and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs.</u></p> <p>Add new definition "Impacts of a Changing Climate"</p> <p>Impacts of a Changing Climate</p> <p><u>The present and future consequences from changes in weather patterns at local and regional levels</u></p> <p><u>including extreme weather events and increased climate variability.</u></p>

Appendix 1 – Summary of Proposed Policy Changes

PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Stormwater Management		
<p>New policy requiring planning authorities to integrate stormwater planning with planning for sewage and water services, ensure optimization, feasibility and financial viability of systems, and prepare for the impacts of a changing climate [1.6.6.7(c)]</p> <p>Enhanced direction for mitigation of risks to human health, safety, property and the environment [1.6.6.7(d)]</p> <p>Additional references for green infrastructure (e.g., permeable surfaces) [1.6.6.7(c)]</p>	<ul style="list-style-type: none"> - Stormwater management is key to mitigating the effects of development / urbanization from increased runoff and decreased infiltration of rain and snow - Planning for stormwater needs to ensure systems are planned and built to manage increased flow volumes as climate change projections indicate that extreme precipitation events are likely to become more intense and more frequent - Stormwater Management Planning and Design Manual provides technical and procedural guidance 	<p>Amend Policy D2 WATER RESOURCES by replacing clause g) with a new policy to D 2.2 Improving, Protecting and Restoring:</p> <p>g) ensuring stormwater management:</p> <ul style="list-style-type: none"> i) minimizes erosion and changes in water balance, and prepares for the impacts of a changing climate through effective management, including the use of green infrastructure; ii) mitigates risks to human health, safety, property and the environment; iii) integrates stormwater planning with planning for sewage and water services, ensures optimization, feasibility and financial viability of systems, and prepares for the impacts of a changing climate; and iv) minimizes stormwater volumes and contaminant loads, and maintain or increases the extent of vegetative and pervious surfaces; and, <p>Amend Policy D2 WATER RESOURCES by deleting and replacing h) with the following:</p> <p>h) promoting the use of sustainable stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.</p>
Natural Hazards		
<p>Acknowledge the role of province, planning authorities and conservation authorities in working together to mitigate risks associated with natural hazards, including the impacts of a changing climate [Section 3 Preamble]</p> <p>New direction to ensure natural hazards policies are considered when locating infrastructure and public service facilities [1.6.4]</p> <p>Clarification of the role of existing technical guides when directing development away from hazardous lands 3.1.1]</p>	<ul style="list-style-type: none"> - PPS, 2020 builds on the core framework of the PPS 2014 policies with enhancements to address Special Advisor recommendations Special Advisor’s Report was released in November, 2019 - Protecting People and Property: Ontario’s Flooding Strategy, released March 9, 2020, outlines steps the government will take with partners to help Ontarians to be better prepared for flooding events. As part of this strategy, the PPS, 2020 has been updated with changes that respond to the recommendations of the Special Advisor - MNRF has a continuing role in providing guidance to support implementation of the natural hazard policies - Planning authorities need to consider potential impacts of climate change as these can increase the risk associated with natural hazards 	<p>Amend D3 NATURAL AND MAN-MADE HAZARDS, D3.1 Hazardous Lands, by adding a new paragraph</p> <p>Hazardous lands are lands that could be unsafe for development due to naturally occurring processes. Along the shoreline of Lake Erie, this means the land, including that covered by water and the furthest landward limit of the flooding hazard, erosion hazard or dynamic beach hazard limits. Along river, stream and small inland lake systems, this means the land, including that covered by water, to the furthest landward limit of the flooding hazard or erosion hazard limits.</p> <p><u>Development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards. Mitigating potential risk to public health or safety or of property damage from natural hazards, including the risks that may be associated with the impacts of a changing climate, will require the Province, planning authorities, and conservation authorities to work together.</u></p> <p>Amend E3 PUBLIC SERVICE FACILITIES AND INFRASTRUCTURE by adding a new paragraph</p> <p>Public service facilities and infrastructure are permitted in all land use designations subject to any regulatory requirements such as the provisions of the Environmental Assessment Act. All public works are also required to conform to this Plan and the lower-tier Official Plan. <u>Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services, and to</u></p>

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		<p><u>ensure the protection of public health and safety in accordance with the policies of the PPS.</u></p> <p>And a new paragraph and bulleted list Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:</p> <ul style="list-style-type: none"> a) hazardous lands adjacent to the shoreline of Lake Erie which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards; b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and c) hazardous sites.
PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Excess Soil		
<p>New policy encouraging planning authorities to support on site and local re use of excess soil through planning and development approvals while protecting human health and the environment 3.2.3]</p> <p>3.2.3 Planning authorities should support, where feasible, on site and local re use of excess soil through planning and development approvals while protecting human health and the environment.</p>	<ul style="list-style-type: none"> - New policy promotes upfront planning and best practices for managing excess soil - Municipalities may regulate the use of excess soils on receiving sites or temporary storage sites through Site Alteration or Fill By Laws 	<p>Amend C4 AGGREGATE RESOURCE AREA AND PETROLEUM RESOURCE AREAS, C4.1 OBJECTIVES by adding a new sub bullet d)</p> <p>It is the objective of this Plan to:</p> <ul style="list-style-type: none"> d) support, where feasible, on-site and local re-use of excess soil through planning and development approvals while protecting human health and the environment.
Mineral Aggregates		
<p>Revised policy to clarify that, where the Aggregate Resources Act applies, the depth of extraction for both new and existing mineral aggregate operations is regulated only by processes under that Act [2.5.2.4]</p> <p>.....Where the Aggregate Resources Act applies, only processes under the Aggregate Resources Act shall address the depth of extraction of new or existing mineral aggregate operations . When a license for extraction or operation ceases to exist, policy 2.5.2.5 continues to apply.</p>	<ul style="list-style-type: none"> - Policy changes clarify that the depth of extraction for mineral aggregate operations is regulated by processes under the Aggregate Resources Act (ARA) - The ARA applies to all Crown Land and to areas of private land located in areas of the Province that are listed (“designated”) in regulation - Bill 132 Better for People, Smarter for Business Act 2019 made changes to the ARA: <ul style="list-style-type: none"> o clarifying that, in areas where the ARA applies, any part of a municipal zoning by law which restricts depth of extraction is inoperative o to make ARA site plan amendment applications to allow below water extraction subject to a formal objection process - The County Official Plan directs the local municipal Official Plans to contain specifics on siting of Aggregate Resources. It is recommended that the local Official Plans contain this clause. 	

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PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Cultural Heritage Resources		
<p>New policy for planning authorities to engage with Indigenous communities and consider their interests when identifying, protecting, and managing cultural heritage and archaeological resources [2.6.5.]</p> <p>Updates to various definitions: cultural heritage landscape, areas of archaeological potential, built heritage resources conserved heritage attributes</p> <p>2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.</p>	<ul style="list-style-type: none"> - Policy 2.6.5 supports early engagement as a best practice for relationship building and addressing issues upfront in the land use process; PPS policies are distinct and separate from “duty to consult” - Updates to various definitions are consistent with the intent of changes to the Ontario Heritage Act made through Bill 108, the More Homes, More Choice Act, 2019 - Municipal Indigenous engagement requirements are distinct from the requirements of a licensed archaeologist to engage with Indigenous communities in the preparation of archaeological assessments. However, these activities should be coordinated - Recommend change to policy to reflect “Indigenous” 	<p>Amend E2 CULTURAL HERITAGE RESOURCES, E2.1.1 Objectives by changing the items to sub bullets, and adding a sub bullet c)</p> <p>The objective of this Plan is to:</p> <ul style="list-style-type: none"> a) encourage the identification, of cultural heritage resources and to protect, conserve and enhance them and to strive to have all new development occur in a manner that respects the County’s rich cultural heritage; b) raise the public’s awareness that cultural heritage resources are important to the County of Elgin and to its local municipalities and should be protected for future generations; and c) engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources. <p>Amend E2.1 ARCHAEOLOGICAL RESOURCES by deleting “First Nations” with “Indigenous communities”</p> <p>The County recognizes that there are archaeological resources of pre-contact and early historic habitation as well as areas of archaeological potential within the County, that can be adversely affected by any future development and redevelopment. The County and/or local municipalities shall therefore require archaeological assessments and the preservation or excavation of significant archaeological resources in accordance with Provincial requirements. Archaeological assessment reports by licensed archaeologists are to be in compliance with guidelines set out by the Ministry of Tourism, Culture, and Sports, as well as licensing requirements referenced under the Ontario Heritage Act.</p> <p>The appropriate <u>Indigenous community(ies)</u> First Nations shall be provided notification with regard to the identification of burial sites and significant archaeological resources relating to the activities of their ancestors. If the County initiates the preparation of an archaeological master plan, the appropriate <u>Indigenous communities</u> First Nations shall be notified and invited to participate in the process.</p>
Housekeeping (Energy, Waste Management)		
<p>Revisions to policies 1.6.11.1 and 1.7.1(j) to support a broad range of energy types and opportunities for increased energy supply</p> <p>1.6.11.1 Planning authorities should provide opportunities for the development of energy supply including electricity generation facilities and transmission and distribution systems, district energy, and renewable energy systems and alternative energy systems, to accommodate current and projected needs</p> <p>1.7.1 Long term economic prosperity should be supported by: j) promoting energy conservation and providing opportunities for increased energy supply</p>	<ul style="list-style-type: none"> - Changes to policies 1.6.11 and 1.7.1 j) support a broad range of energy types (e.g., natural gas) and support future energy pricing structures. Recommend that the definition for “infrastructure” include electricity generation facilities and transmission and distribution systems, and district energy. - Deletion of PPS 2014 Policy 1.6.11.2 to align with implementation of the Green Energy Repeal Act, 2019 - Changes to Policy 1.6.10 (waste management) clarifies implementation by focussing on outcomes rather than operational matters - Waste management systems are broadly referred to through the definition of “Infrastructure” and 	<p>Amend E4.2 ALTERNATIVE AND RENEWABLE ENERGY SYSTEMS by deleting and replacing the Green Energy Repeal Act, 2019</p> <p>E4.2 ALTERNATIVE AND RENEWABLE ENERGY SYSTEMS</p> <p>The County shall encourage the development of alternative and renewable energy systems, as a source of energy for the economic and environmental benefit of Elgin County and the Province of Ontario. These systems significantly reduce the amount of harmful emissions to the environment when compared to conventional energy systems. The County encourages the use of wind, water, biomass, methane, solar and geothermal energy.</p> <p>New or expanded alternative or renewable energy systems should be designed and constructed to minimize impacts on adjacent land uses in order to prevent adverse impacts from odours, noise and other contaminants and minimize risk to public health and safety.</p>

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<p>1.6.10.1 revised by removing language (“planning authorities should consider the implications of development and land use patterns on waste generation, management and diversion”)</p> <p>1.6.10.1 Waste management systems need to be provided that are of an appropriate size and type to accommodate present and future requirements, and facilitate, encourage and promote reduction, reuse and recycling objectives. Waste management systems shall be located and designed in accordance with provincial legislation and standards.</p>		<p>Planning authorities should provide opportunities for the development of energy supply including electricity generation facilities and transmission and distribution systems, district energy, and renewable energy systems and alternative energy systems, to accommodate current and projected needs</p> <p>Sites for large-scale alternative or renewable energy systems should have sufficient area to provide appropriate setbacks from sensitive residential and institutional land uses to provide safety and/or minimize other potential impact in accordance with the <u>Green Energy Repeal Act, 2019</u> Green Energy and Green Economy Act.</p> <p>Amend definition for “Infrastructure” by deleting electric power generation and transmission and replacing with energy supply including electricity generation facilities and transmission and distribution systems, district energy</p> <p>Infrastructure</p> <p>Means physical structures that form the foundation for development. Infrastructure includes sewage and water works, waste management systems, <u>energy supply including electricity generation facilities and transmission and distribution systems, district energy</u>, electric power generation and transmission, communications/telecommunications, transit and transportation corridors and facilities, oil and gas pipelines and associated facilities.</p>
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PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Rural Lands		
<p>Deletion of term “limited” used in PPS, 2014 in reference to residential development revised policy promotes rural residential development that is locally appropriate [1.1.5.2(c)]</p> <p>Clarification that residential development on rural lands includes lot creation [1.1.5.2(c)]</p> <p>1.1.5.2 On rural lands located in municipalities, permitted uses are: c) residential development, including lot creation, that is locally appropriate; d) agricultural uses, agriculture related uses, on farm diversified uses and normal farm practices, in accordance with provincial standards;</p>	<ul style="list-style-type: none"> - Rural areas are classified as a system of lands that may include rural settlement areas, rural lands, prime agricultural areas, natural heritage features and areas, and other resource areas. Policy changes as per the PPS apply to rural lands only meaning lands which are not designated prime agricultural / specialty crop areas. - In the County Official Plan, rural lands are considered to be lands within Tier 2 and Tier 3 settlement areas. These areas permit lot creation that is locally appropriate. - Changes clarify that residential development on rural lands allows for the creation of new lots, by deleting the term "limited" and refocusing new policy on promoting residential development that is locally appropriate. - Development on rural lands still needs to meet specified tests in other policies including ensuring development is appropriate for planned or available infrastructure, appropriate servicing and compliance with Minimum Distance Separation Formulae to address potential issues with odour / noise - For the creation of new lots, planning authorities need to confirm that an approved centralized treatment facility can sufficiently accommodate the resultant hauled sewage for both existing and approved development. - Additional policy changes will be considered as part for the Servicing and Development discussion paper. 	

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PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Sewer and Water		
<p>Clarification that servicing hierarchy is not “rigid” [1.6.6.1 (e)]</p> <p>Identification of public interest rationale for the servicing hierarchy [1.6.6.2]</p> <p>Clarification that individual on-site services may be used in settlement areas for infilling and minor rounding out of existing development where municipal and communal services are not available, planned or feasible [1.6.6.4]</p> <p>New policy promoting assessment of long-term impacts of servicing on the health and character of rural settlement areas and the feasibility of moving to other forms of servicing at the time of the Official Plan review or update [1.6.6.4]</p> <p>More flexibility for “infilling and minor rounding out” on partial services where these have been provided to address failed services and subject to specified tests [1.6.6.5]</p>	<p>Individual Services</p> <ul style="list-style-type: none"> - May be used for “infilling and minor rounding” out of existing development in settlement areas (Policy 1.6.6.4) - Continuing requirement for planning authorities to ensure suitable site conditions for the long-term provision of such services with no negative impacts - Planning authorities should assess the long-term impacts of servicing on environmental health / rural character and feasibility of other forms of servicing at time of Official Plan review or update (Policy 1.6.6.4) <p>Partial Services</p> <ul style="list-style-type: none"> - Changes in policy 1.6.6.5 provide opportunities for “infilling and minor rounding out” on partial services where these have been provided to address failed services (i.e., where there is already a provincial investment in infrastructure) - Infilling and minor rounding out on partial services is subject to specified tests in Policy 1.6.6.5 i.e., where this represents a logical and economical connection to existing partial service and provided that site conditions are suitable for long term provision of such services with no negative impacts - Changes in 1.6.6.5 allow municipalities the ability to connect to existing partial services, on existing lots of record, where it represents a logical and economically viable connection <p>Comments on servicing hierarchy will be addressed through the discussion paper on Servicing and Development.</p>	

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PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Agriculture		
<p>New policy encouraging the use of an agricultural system approach a voluntary, flexible approach which considers both the agricultural land base and the agri food network which includes infrastructure and assets that are important to the viability of the agri food sector [2.3.2]</p> <p>New definitions for “agricultural system” and “agri food network”</p> <p>Revised definition of “on farm diversified use” sets out that ground mounted solar facilities are permitted in prime agricultural and speciality crop areas only as an on farm diversified use</p> <p>2.3.2 ...Planning authorities are encouraged to use an agricultural system approach to maintain and enhance the geographic continuity of the agricultural land base and the functional and economic connections to the agri food network</p>	<ul style="list-style-type: none"> - A systems approach can help support the agricultural economy by linking the agricultural land base with economic development considerations that support the agri food sector (e.g., infrastructure, services, and key assets such as cold storage facilities, abattoirs, food processors, grain dryers, distribution centres, food hubs/coops) - Changes to definition “on farm diversified use” mean that farmers would still be able to meet their own energy needs using solar energy, but the land solar panels can occupy would be limited in order to ensure that it is secondary to the agricultural use of the farm - Agricultural systems approach is a voluntary approach. At this time, additional policies are not recommended. Further review of these policies and possible changes will be reviewed after the Official Plan review. - On Farm Diversified Use definition to be added to the County Official Plan, and policies to address on Farm Diversified Uses 	<p>Amend C2.7 SECONDARY USES by adding a new sub bullet g)</p> <p>For the purposes of this Plan, the following uses are deemed to be secondary uses:</p> <p>g) on-farm diversified uses subject to Section C2.7.7; and</p> <p>Add a new section C2.7.7 On-Farm Diversified Use</p> <p>C2.7.7 On-Farm Diversified Use</p> <p>On-farm diversified uses may be permitted subject to the policies of the local Official Plan, and subject to the following:</p> <ol style="list-style-type: none"> a) The development of on-farm diversified businesses shall be in accordance with provincial guidelines, that provide the opportunity for farm operators to earn a supplementary income in a manner that minimizes the use of prime productive agricultural lands; b) The use is located on a parcel of land which has an existing farm operation established on it, and the use is secondary to the principal agricultural use; c) The on-farm diversified use is limited in area to 2% to a maximum of 1 hectare; d) A range of permitted uses as per the Guidelines on Permitted Uses in Ontario’s Prime Agricultural Areas (OMAFRA, 2016), and may include, but is not limited to, agri-tourism uses including overnight tourist accommodation, and uses that produce value-added agricultural products, including those that use crops from other producers; e) The use is compatible with, and will not hinder, surrounding agricultural operations; f) The use is appropriate to available services and infrastructure; g) The use maintains the agricultural/rural character of the area; h) The use meets all applicable environmental standards; i) Outside storage areas, associated with the on-farm diversified use shall be included in the area calculations; and j) Severances to separate the on-farm diversified uses from the farm property will not be permitted. <p>Additional criteria and site plan considerations shall be determined by the local municipality.</p> <p>Add new definition “On-Farm Diversified Uses”</p> <p>On-Farm Diversified Uses</p> <p>Uses that are secondary to the principal agricultural use of the property, and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home industries, agritourism uses, and uses that produce value added agricultural products. Ground-mounted solar facilities are permitted in prime agricultural areas, including specialty crop areas, only as on-farm diversified uses.</p>

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Indigenous Engagement		
<p>Enhancements in Vision recognizing unique relationship of Indigenous communities with the land and resources and promoting meaningful engagement</p> <p>New policy for planning authorities to engage with Indigenous communities, coordinate on land use planning matters and consider their interests in cultural heritage and archaeological resources [1.2.2, 2.6.5]</p> <p>Indigenous communities are added to list of bodies Province will engage with in developing performance indicators 4.8] recycling objectives. Waste management systems shall be located and designed in accordance with provincial legislation and standards. [4.8]</p> <p>Vision: ...The Province’s rich cultural diversity is one of its distinctive and defining features. Indigenous communities have a unique relationship with the land and its resources, which continues to shape the history and economy of the Province today. Ontario recognizes the unique role Indigenous communities have in land use planning and development, and the contribution of Indigenous communities’ perspectives and traditional knowledge to land use planning decisions. The Province recognizes the importance of consulting with Aboriginal communities on planning matters that may affect their section 35 Aboriginal or treaty rights. Planning authorities are encouraged to build constructive, cooperative relationships through meaningful engagement with Indigenous communities to facilitate knowledge sharing in land use planning processes and inform decision making...</p> <p>1.2.2 Planning authorities shall engage with Indigenous communities and coordinate on land use planning matters.</p> <p>2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.</p>	<ul style="list-style-type: none"> - Changes support early engagement on land use planning to help inform decision making, build relationships and address issues upfront in the approval process - Planning authorities are required to engage with Indigenous communities, coordinate on land use planning matters, and consider their interests when identifying, protecting, and managing cultural heritage and archaeological resources – policy changes have been recommended (see previous sections) - PPS policies need to be implemented in a manner that is consistent with the recognition and affirmation of existing Aboriginal and Treaty rights under section 35 of the Constitution Act, 1982 PPS policies are distinct from “duty to consult” which is a legal responsibility arising from the Constitution - The Ministry of Indigenous Affairs will develop tools and assist municipalities in engagement and consultation activities with Indigenous communities 	<p>Amend F7 PUBLIC PARTICIPATION AND CONSULTATION by deleting and replacing the last paragraph</p> <p><u>The County and the local municipalities will endeavour to engage and consult with adjacent Indigenous populations and coordinate on land use planning matters that will have the potential to infringe on indigenous treaty rights and interests. Early engagement with Indigenous populations on land use planning matters will help inform decision making, build relationships and address issues upfront in the approval process.</u></p>

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PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Employment Area Planning		
<p>New policy encouraging planning authorities to facilitate conditions for economic investment [1.3.1(c)]</p> <p>Enhanced policy supporting mixed use development, where appropriate [1.3.1(a), (d)]</p> <p>New policy encouraging planning authorities to assess locally identified employment areas to ensure designations are appropriate at the time of the Official Plan review or update [1.3.2.2]</p> <p>New policy requiring planning authorities to plan for an appropriate transition between employment areas and adjacent non-employment areas [1.3.2.3]</p> <p>New policy requiring planning authorities to prohibit residential and prohibit or limit sensitive land uses that are not ancillary to the primary employment uses in employment areas planned for industrial / manufacturing uses [1.3.2.3]</p> <p>New policy setting out tests for conversion of land in employment areas outside comprehensive review process [1.3.2.5]</p>	<ul style="list-style-type: none"> - Economic development strategies are voluntary - Planning authorities need to assess locally identified employment areas to ensure that designation is appropriate to the area’s planned long term function this assessment provides opportunity to identify those areas where conversion to mixed use is appropriate, as well as those which should be retained for employment only uses – policies currently exist in the County Official Plan (C1.3.1 Housing) which encourage mixed use developments. More specific policy is directed to the local municipal Official Plans. - D Series Guidelines provides guidance for planning authorities on how to decide what types of land uses are appropriate near industrial areas MECP is currently reviewing the D series land use compatibility guidelines – policies related to D Series Guidelines, sensitive lands uses and industrial areas have been proposed through the County official plan in previous sections. <p>Employment Area Conversions</p> <ul style="list-style-type: none"> - Policy 1.3.2.5 sets out specified tests for employment area conversions outside a comprehensive review process: <ul style="list-style-type: none"> o there is an identified need for the conversion and the land is not required for employment purposes over the long term o the proposed uses would not adversely affect the overall viability of the employment area o existing or planned infrastructure and public service facilities are available to accommodate the proposed uses - Changes in Policy 1.3.2.5 provide more municipal control over employment area conversions to support development and job creation that suit the local context - Changes do not apply to employment areas identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation working together with affected upper and single tier municipalities 	<p>Amend A4 STRATEGIC OBJECTIVES, A4.3 ECONOMIC PROSPERITY by adding a new sub bullet m)</p> <p>m) To encourage local municipalities in their Official Plans to identify strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address any potential barriers to investment.</p> <p>Amend B2.7.1 Employment Area Conversions by adding a new paragraph and sub bullets</p> <p><u>Notwithstanding the above policy, and until the official plan review or update in policy is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation, and subject to the following:</u></p> <ul style="list-style-type: none"> a) <u>there is an identified need for the conversion and the land is not required for employment purposes over the long term;</u> b) <u>the proposed uses would not adversely affect the overall viability of the employment area; and</u> c) <u>existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.</u>

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PPS 2020 Policy Change	Implementation Consideration	Proposed Language in County of Elgin Official Plan
Land Use Compatibility		
<p>Policy 1.2.6 changed from encouraging to requiring e.g. “should” to “shall” and enhanced with new reference “to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects”</p> <p>Enhanced “major facilities” definition includes manufacturing uses</p> <p>New tests for approval authorities when sensitive land uses are proposed adjacent to existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment uses [1.2.6.2]</p>	<ul style="list-style-type: none"> - Policy 1.2.6 sets out new tests for approval authorities when sensitive land uses are proposed adjacent to existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment uses i.e., identification of need for the proposed use, an evaluation of alternate locations, adverse effects are minimized and mitigated, and potential impacts to the industrial, manufacturing or other uses are minimized and mitigated - Policy changes support industry and manufacturing uses by strengthening existing policies related to buffering these uses from new sensitive uses (e.g., residential neighbourhoods encroaching on existing manufacturing sites) - D Series Guidelines provides guidance for planning authorities on how to decide what types of land uses are appropriate near industrial areas. The D Series guidelines were recently revised and are circulating for comment. Recommend that County OP contain reference to utilizing the D Series Guidelines when siting sensitive land uses and industrial uses. - Definition for Major Facilities is recommended 	<p>Amend Policy E1.1 LAND USE COMPATIBILITY by adding a new sentence</p> <p>In order to protect existing and future industrial uses, there is a need for local municipalities and the County to consider how existing and future sensitive land uses may have an impact on the continued viability of these uses. In this regard, land use decisions shall ensure that major facilities and sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent adverse effects from odour, noise and other contaminants, and minimize risks to public health and safety. <u>Municipalities are encouraged to utilize and implement the Province’s D-series Guidelines to ensure that industrial uses and sensitive land uses are not located inappropriately close to one another.</u></p> <p>Amend Policy E1 GENERAL DEVELOPMENT POLICIES, E1.1 LAND USE COMPATIBILITY by deleting and replacing</p> <p>In order to protect existing and future industrial uses, there is a need for local municipalities and the County to consider how existing and future sensitive land uses may have an impact on the continued viability of these uses. In this regard, land use decisions shall ensure that <u>major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures</u> major facilities and sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent adverse effects from odour, noise and other contaminants, and minimize risks to public health and safety.</p> <p><u>Where avoidance is not possible, the local municipality and the County shall protect the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if the following are demonstrated in accordance with provincial guidelines, standards and procedures:</u></p> <ol style="list-style-type: none"> a) <u>there is an identified need for the proposed use;</u> b) <u>alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations;</u> c) <u>adverse effects to the proposed sensitive land use are minimized and mitigated; and</u> d) <u>potential impacts to industrial, manufacturing or other uses are minimized and mitigated.</u> <p>Add new definition “Major Facilities”</p> <p>Major Facilities</p> <p>Facilities which may require separation from sensitive land uses, including but not limited</p>

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		to airports, manufacturing uses, transportation infrastructure and corridors, rail facilities, marine facilities, sewage treatment facilities, waste management systems, oil and gas pipelines, industries, energy generation facilities and transmission systems, and resource extraction activities.
Infrastructure Planning		
<p>Clarifications to various policies set out that planning for infrastructure needs to be integrated with growth management and land use planning 1.6, 1.1.1(e), 1.2.1(a)]</p> <p>Definition of “planned corridor” enhanced to include Metrolinx, Ministry of Energy Northern Development and Mines, and the Independent Electricity System Operator</p> <p>New policy encouraging the co location of linear infrastructure 1.6.8.5]</p>	<ul style="list-style-type: none"> - Co location of linear infrastructure (e.g., highways and power lines) can help minimize impacts - Planning authorities need to protect existing and planned corridors in their land use decisions; planned corridors can be identified through: <ul style="list-style-type: none"> o provincial plans o preferred alignment(s) determined through the Environmental Assessment Act process o planning studies where the Ministry of Transportation, Metrolinx, Ontario Ministry of Energy, Northern Development and Mines, or Independent Electricity System Operator, or any successor to those ministries or entities, are actively pursuing the identification of a corridor 	<p>Amend E3 PUBLIC SERVICE FACILITIES AND INFRASTRUCTURE by adding new paragraphs and sub bullets</p> <p><u>Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they are:</u></p> <ul style="list-style-type: none"> a) <u>financially viable over their life cycle, which may be demonstrated through asset management planning; and</u> b) <u>available to meet current and projected needs.</u> <p><u>The County and local municipalities should promote green infrastructure to complement infrastructure.</u></p> <p><u>Before consideration is given to developing new infrastructure and public service facilities:</u></p> <ul style="list-style-type: none"> a) <u>the use of existing infrastructure and public service facilities should be optimized; and</u> b) <u>opportunities for adaptive re-use should be considered, wherever feasible.</u> <p><u>Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services, and to ensure the protection of public health and safety.</u></p> <p><u>Public service facilities should be co-located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.</u></p>

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Ministry of Municipal Affairs and Housing (MMAH)	Implementation Consideration	Proposed Language in County of Elgin Official Plan
<p>Ensure the following is addressed:</p> <ul style="list-style-type: none"> • Land supply requirements increased in 25 years • 10-15 years • Maintain 5-year supply across County • Indigenous consultation – good engagement with groups Policies 1.2.2 & 2.6.2 	<p>Land supply considerations will be addressed through above policy changes.</p>	
Ministry of Transportation (MTO)	Implementation Consideration	Proposed Language in County of Elgin Official Plan
<ul style="list-style-type: none"> • Protect infrastructure • Access management policies 	<p>As part of the Transportation Management Plan (TMP) for the County of Elgin, possible policy changes to the Official Plan with respect to access management will be addressed.</p>	
Ministry of the Environment, Conservation and Parks (MECP)	Implementation Consideration	Proposed Language in County of Elgin Official Plan
<ul style="list-style-type: none"> • Servicing policies and hierarchy 	<p>Comments on servicing hierarchy will be addressed through the discussion paper on Servicing and Development.</p>	
<ul style="list-style-type: none"> • Species at risk recognition in OP – direction on supporting documentation and evaluation of species at risk and mitigation 	<ul style="list-style-type: none"> - Species at Risk now the mandate of MECP - Revised definitions for Threatened and Endangered Species in PPS will be incorporated into the County Official Plan 	<p>Policy D1.2.2.2 Significant Habitat of Endangered Species and Threatened Species will be updated to refer to Ministry of the Environment, Conservation and Parks (MECP).</p> <p>Delete and replace the definition for Endangered Species Endangered Species Means a species that is classified as “Endangered Species” on the Species at Risk in Ontario List, as updated and amended from time to time.</p> <p>Delete and replace the definition for Threatened Species Threatened Species Means a species that is classified as “Threatened Species” on the Species at Risk in Ontario List, as updated and amended from time to time.</p>
<ul style="list-style-type: none"> • Climate change mitigation – SWM, LID’s 	<p>Climate change considerations have been addressed through above policy changes.</p>	
<ul style="list-style-type: none"> • Land use incompatibility – D series reference 	<ul style="list-style-type: none"> - Reference to D Series Guidelines, recently amended, within the OP. The MECP guideline is intended to be applied in the land use planning process to prevent or minimize future land use problems due to the encroachment of sensitive land uses and industrial land uses on one another. This 	<p>Revise Policy E1.1 LAND USE COMPATIBILITY by adding a new sentence</p> <p>In order to protect existing and future industrial uses, there is a need for local municipalities and the County to consider how existing and future sensitive land uses may have an impact on the continued viability of these uses. In this regard, land use decisions</p>

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	<p>guideline encourages informed decision-making for Ministry staff as well as land use approval authorities and consultants, and assists in determining compatible mixed land uses and compatible intensification of land uses. The guideline is intended to apply when a change in land use is proposed.</p>	<p>shall ensure that major facilities and sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent adverse effects from odour, noise and other contaminants, and minimize risks to public health and safety. <u>Municipalities are encouraged to utilize and implement the Province’s D-series Guidelines to ensure that industrial uses and sensitive land uses are not located inappropriately close to one another.</u></p>
<ul style="list-style-type: none"> • Protection of water resources • 	<p>No direction provided and no changes are proposed to existing policy.</p>	
<ul style="list-style-type: none"> • Brownfields and require Record of Site Condition (RSC)/ site assessments 	<p>No direction provided and no changes are proposed to existing policy.</p>	
<ul style="list-style-type: none"> • Provincial parks mandate 	<p>No direction provided and no changes are proposed to existing policy.</p>	
<ul style="list-style-type: none"> • Role of Conservation Authority’s 	<ul style="list-style-type: none"> - Conservation Authorities continue to play a role in reviewing and permitting related to development in hazardous areas, shorelines, watercourses, wetlands, floodplain and flood fringe. - Section 28 of the Act: <ul style="list-style-type: none"> (a) restricting and regulating the use of water in or from rivers, streams, inland lakes, ponds, wetlands and natural or artificially constructed depressions in rivers or streams; (b) prohibiting, regulating or requiring the permission of the authority for straightening, changing, diverting or interfering in any way with the existing channel of a river, creek, stream or watercourse, or for changing or interfering in any way with a wetland; (c) prohibiting, regulating or requiring the permission of the authority for development if, in the opinion of the authority, the control of flooding, erosion, dynamic beaches or pollution or the conservation of land may be affected by the development; (d) providing for the appointment of officers to enforce any regulation made under this section or section 29; (e) providing for the appointment of persons to act as officers with all of the powers and duties of officers to enforce any regulation made under this section. Revised CA Act and Regulation still outstanding and may necessitate further change sot OP policy. - No changes proposed at this time; however additional changes may be identified through future discussion paper “Elgin Natural Heritage Systems Strategy”. 	

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Ministry of Northern Development, Mines, Natural Resources and Forestry (ENDM) and (MNRF)	Implementation Consideration	Proposed Language in County of Elgin Official Plan
<p>ENDM</p> <ul style="list-style-type: none"> • Protection of long-term resource supply and human health & safety • Surficial aggregate, some sand and gravel – ID'd in existing OP • No new aggregate mapping • Man made hazards due to mining operations - none in County – only surficial pits • New – Carst mapping – some areas in Elgin but not many - will provide map <p>MNRF</p> <ul style="list-style-type: none"> • Elgin Natural Heritage System Study • Oil & gas resources update to mapping • Two provincial parks - Port Burwell & Port Bruce 	<ul style="list-style-type: none"> - Detailed information on aggregate resources is not available at this time, as there is no current Aggregate Resources mapping for Elgin County. However, a new Aggregate Resources Inventory Paper for Elgin county is scheduled to be published in June or July, 2021. ENDM will attempt to provide Elgin County with content from the Elgin ARIP prior to publication. - There are no Mineral Deposit Inventory (MDI) and no Abandoned Mine Sites (AMIS) points within the County, and no land with Crown mining rights - The County of Elgin generally has a low score for mineral potential. - No changes proposed at this time. 	
Ministry of Heritage, Sport, Tourism and Culture Industries (MHSTCI)	Implementation Consideration	Proposed Language in County of Elgin Official Plan
<ul style="list-style-type: none"> • Cultural heritage policies – conform with: <ul style="list-style-type: none"> ○ Change in E.2.1.2 – HIA & Cultural HIA – only HIA can be used ○ Define “adjacent” ○ Views from & to heritage property ○ Urban settings, adjacent also across the street • Archeology – funeral, burial & cremation services act • Policies on infill – maintain existing / adaptive reuse • Mineral exploration / impact • Accessibility, waste reduction <p>Tourism</p> <ul style="list-style-type: none"> • Seasonal employees in housing targets • Adequate services for uses 	<p>Heritage</p> <ul style="list-style-type: none"> - ensure the term “cultural heritage value or interest” is used, to align with the Ontario Heritage Act (OHA) - Policy 2.1.2 - in the second paragraph, remove “and/or cultural heritage impact assessment” as the concept is already covered by “heritage impact assessment” (which precedes it) - Policy 2.1.2 - in the second paragraph, replace “conservation” with “designation” (two instances), as the OHA speaks only to designation. - Policy 2.1.2 - in the third paragraph, remove “Cultural” from “Cultural Heritage Impact Assessment”, so that terminology is consistent with earlier entries (noted above) - Adjacent lands - lands adjacent to heritage properties include those across a public right-of-way (street, lane) and within the corridor of a view or vista that requires protection - Infill / Intensification/ Redevelopment – new development in older established areas be consistent with the overall character of these areas; infill in areas of cultural heritage value or interest be sensitive to the existing scale, massing, and pattern of those areas 	<p>Amend E2.2 MARINE ARCHAEOLOGICAL RESOURCES by adding “cultural heritage value or interest”</p> <p>The County recognizes that, within its boundaries, there may be marine archaeological remains from the pre-historic period through the modern era up to the last 50 years. These marine archaeological resources may include the remains of ships, boats, vessels, artifacts from the contents of boats and belongings of crew or passengers, weaponry, parts of ship construction, old piers, docks, wharfs, fords, fishing traps, dwellings, aircraft and other items of cultural heritage value <u>or interest</u>. The remains may currently be underwater or were, at one time, underwater but are no longer submerged.</p> <p>Amend E2.1.2 Policies by removing “and/or cultural heritage impact assessment”</p> <p>Local Official Plans shall include policies that are intended to implement this policy, including requiring a heritage impact assessment or conservation plan and/or cultural heritage impact assessment prior to development on lands on or adjacent to cultural heritage resources. A heritage impact assessment should outline the context of the proposal, any potential impacts the proposal may have on the heritage resource, and any mitigative measures required to avoid or lessen negative impact on the heritage resource.</p> <p>Amend E2.1.2 Policies by deleting “conservation” and replacing with “designation”, and remove “Cultural” from “Cultural Heritage Impact</p>

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	<ul style="list-style-type: none"> - Secondary Plans - secondary plans to identify cultural heritage resources in the area under study and propose means to protect and enhance them - Urban Design - encourage conservation of cultural heritage resources through the arrangement of built and natural elements that contribute to a sense of place; encourage protection of public views and sightlines to and from cultural heritage resources - Community Improvement Plans - encourage local plans to include community improvement plans which promote the preservation, rehabilitation, renewal and reuse of heritage resources; to access funding for built heritage resources via community improvement plan programs; - Municipal Register - municipal clerk shall maintain a register of all property designated under Part IV and Part V of the Ontario Heritage Act - register may also contain properties with heritage conservation easements, and properties that are not designated, but considered to be of cultural heritage value or interest - Municipally owned Cultural Heritage Resources - as examples of the proper stewardship of such resources in fulfilling heritage objectives and policies, local municipalities and the County will restore, rehabilitate, enhance and maintain publicly owned cultural heritage resources. - Archaeological Management Plans - some upper tiers have taken this on to assist all levels; enter into a data-sharing agreement with MHSTCI; prepare an archaeological management plan that will identify areas of archaeological potential and outline policies, programs and strategies for the conservation of archaeological resources; if at county level, the results of either approach to be available to lower tiers. The development of an Archeological Master Plan should be considered, in conjunction with the local municipalities, after the official plan review process. <p>Tourism</p> <ul style="list-style-type: none"> - The policies of the following PPS, 2020 sections should be considered during the development of the new Official Plan, where applicable, to protect these assets and promote additional tourism development: 1.1.1 b) and c); 1.1.4.1 c), f), g) and i); 1.1.5.2 c) and d); 1.1.5.3; 1.2.1 b); 1.2.6; 1.3; 1.4; 1.5; 1.7.1; 2.3; 2.6 and 3.1. - Policies in the County OP support and encourage tourism opportunities (A3 Goals, A4.3 Economic Prosperity, A5 Economic Strategy, A5.1. Locations of Economic Activity, A5.2 Directions, C2.7.4 Farm Related tourism establishments, E5.6 Tourism Corridors and Uses) – no additional policy changes have been identified 	<p>Assessment”</p> <p>The County encourages the identification and conservation <u>designation</u> of built heritage resources of cultural heritage value or interest, under Part IV of the Ontario Heritage Act, as per Ontario Regulation 9/06, and heritage conservation districts under Part V of the Ontario Heritage Act. The County also encourages local municipalities to identify and conserve <u>designate</u> cultural heritage landscapes under Part IV and V of the Ontario Heritage Act.</p> <p>The County will conserve <u>designate</u> the cultural heritage resources within the County by requiring a Cultural Heritage Impact Assessment by a qualified person for development proposals that include or are adjacent to protected heritage properties.</p> <p>Amend E2.1. ARCHAEOLOGICAL RESOURCES by adding the following new paragraphs</p> <p>Council views the preservation of archaeological sites in an intact condition as the preferred means for the mitigation of impacts to archaeological sites. Archaeological excavation as a means for the mitigation of impacts will only be considered when it is demonstrated that preservation is not possible.</p> <p>Council shall require an archaeological assessment by a licensed consultant archaeologist when a known or suspected cemetery or burial site is affected by development. Provisions under both the Ontario Heritage Act and the Funeral, Burial and Cremation Services Act shall apply.</p> <p>Amend C4 AGGREGATE RESOURCE AREA AND PETROLEUM RESOURCE AREA, C4.3 POLICIES, C4.3.1 New or Expanding Operations by adding the following new paragraph</p> <p>When considering new operations or expansion of existing operations, Council shall conserve cultural heritage resources by requiring satisfactory measures to mitigate any negative impacts on cultural heritage resources.</p>
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Ministry of Agriculture, Food and Rural Affairs (OMAFRA)	Implementation Consideration	Proposed Language in County of Elgin Official Plan
<p>Recent PPS Changes</p> <ul style="list-style-type: none"> • 2.3.2 Agricultural systems approach – Place to Grow legislation (but not part of us) • Agriculture Impact Assessment Guidelines – not competed yet • 2.3.3.1 on farm diversified uses – guideline on permitted uses in prime ag lands • 2.3.3.3 MDS guidelines update • 1.1.3.8 Settlement expansions • 2.3.4 Lot creations • 2.5.4 extraction in prime agriculture 	<ul style="list-style-type: none"> - Additional policy changes have been recommended in previous sections of this report, including on farm diversified uses - No additional direction provided with respect to lot creation, extraction and settlement expansions, so no changes are proposed to existing policy. 	<p>Amend C2.10 COMPATIBILITY OF AGRICULTURAL USES WITH OTHER LAND USES to add “and creation of lots”</p> <p>The following land use compatibility policies apply to agricultural operations and non-agricultural operations in the County:</p> <p>a) In order to provide farmers with the ability to carry out normal farm practices, all new development, including development on existing lots of record <u>and creation of lots</u>, shall be set back from agricultural operations in accordance with the minimum distance separation one formula, as amended. Development on lands within the settlement area designation is exempt from this policy.</p>
Ministry of Economic Development, Job Creation and Trade (MEDJCT)	Implementation Consideration	Proposed Language in County of Elgin Official Plan
<ul style="list-style-type: none"> • No planning component in our mandate • Tools – site program – municipalities consider – offer \$50,000 + mobility support to improve vacant industrial lands • PPS 1.3.1.8 - facilitate economic investment plan for employment areas • Desirable conditions: proximity to transportation (rail, highway); already serviced fully, buffered from sensitive uses, free of environmental constraints / issues 	<ul style="list-style-type: none"> - Information provided on behalf of the Ministry for future considerations. 	