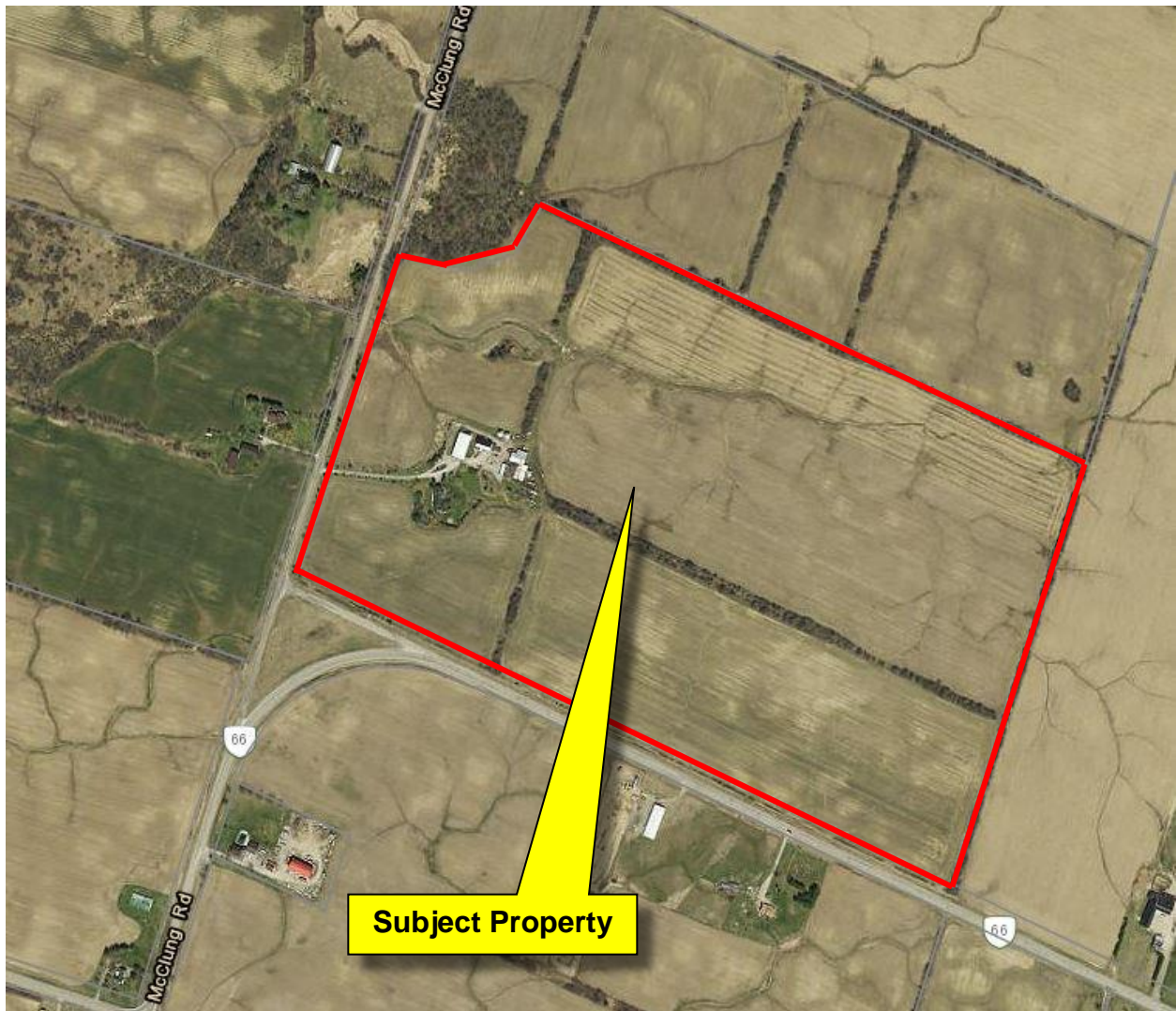


PLANNING JUSTIFICATION REPORT

CALEDONIA'S SETTLEMENT AREA EXPANSION

OCTOBER 4, 2018

**316 MC CLUNG ROAD
CALEDONIA, ON**



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1.0 **Introduction:**

Urban in Mind has been retained by the Owner of 316 McClung Road to prepare a report in support of the inclusion of the subject lands (316 McClung Road) within the upcoming urban settlement area boundary expansion of Caledonia. The subject lands are located at the northeast corner of McClung Road and Haldimand Road (Highway #66). Caledonia is the largest and most urbanized center within Haldimand County. The Owner proposes that the subject property (**Figure 1**), combined with the lands to the south of the subject property (**Figure 2**) would create an ideal and logical urban expansion of Caledonia. These lands will be referred to as the **“Proposed Boundary Expansion Lands”** for the purpose of this report. These *Proposed Boundary Expansion Lands* would aid in the creation of a contiguous future development zone that would help in meeting the forecasted development needs of the County.

1.1 **Purpose of this Report:**

This Report’s purpose is to justify the inclusion of the subject lands along with the *Proposed Boundary Expansion Lands*, within the upcoming Urban Settlement Area Boundary expansion of Caledonia under the County’s Official Plan Review in 2019. A Caledonia Urban Boundary expansion will assist the County in realizing the land area required to meet its forecasted population growth under Places to Grow. This report will examine planning policies as part of the justification to support the inclusion of the subject lands within an anticipated Caledonia Urban Boundary expansion.

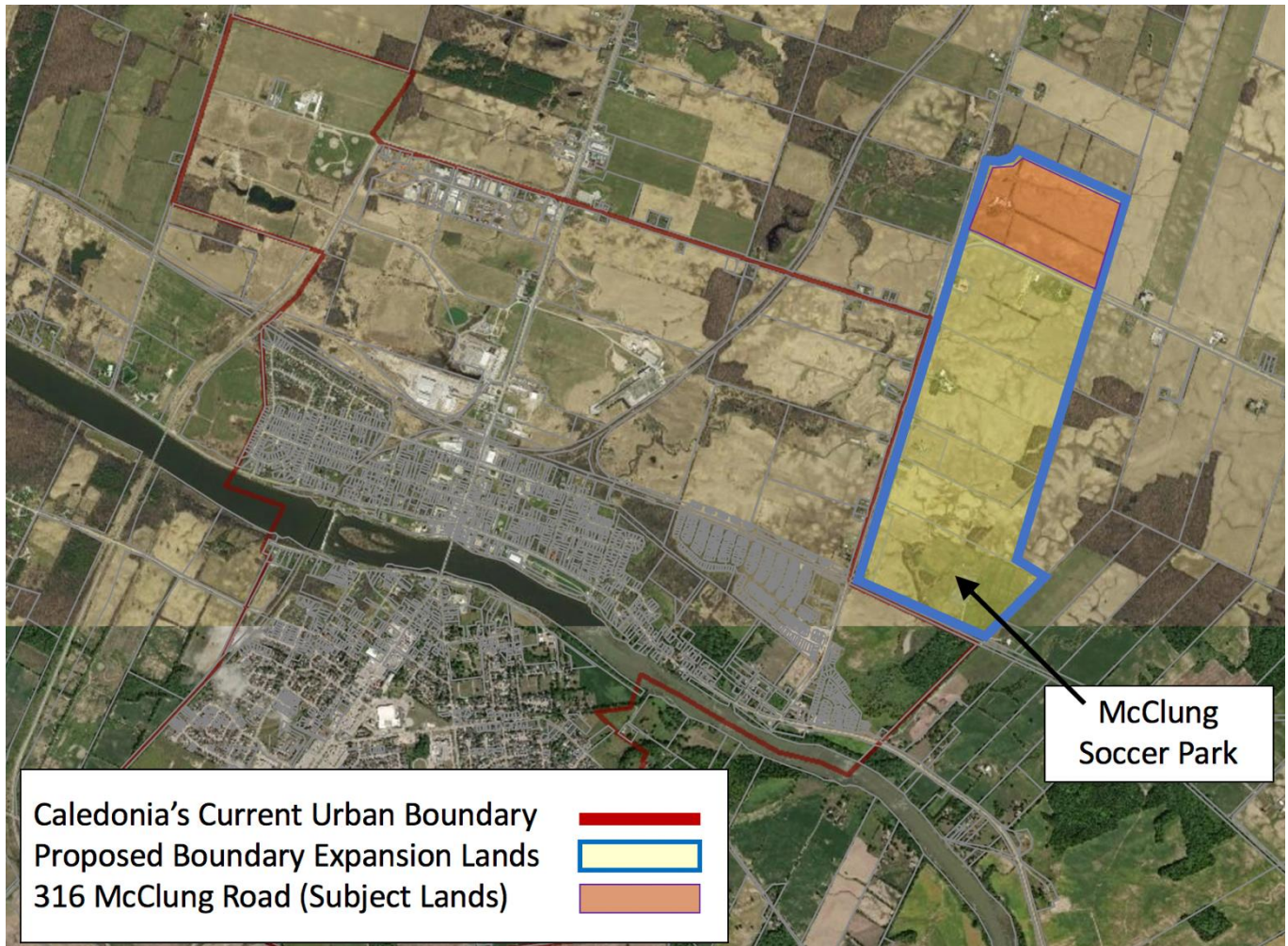
Figure 1 – Air photo of 316 McClung Road (Subject Property)



Subject Property Boundary



2015 Imagery - Haldimand County Mapping

Figure 2 – Air photo of *Proposed Boundary Expansion Lands* including subject property

2.0 **Subject Property (Site Context):**

2.1 **316 McClung Road:**

The subject property (**Figure 1 & Appendix 'D'**), is legally described as Part of Lot 3, and 4, Range 3 EPR, and is municipally known as 316 McClung Road in Caledonia, Ontario.

The subject property is a rectangular-shaped parcel having approximately 370 metres (1,214 feet) frontage along McClung Road, a depth of approximately 816 metres (2,677 feet) along Haldimand Road (Hwy #66), and an area of 39.85 hectares (98.46 acres). The site contains several tree lines used to portion the site for agricultural purposes.

The subject property currently has an ingress/egress from McClung Road. While McClung Road south of Hwy #66 is considered to be an "Arterial Road", McClung Road north of Hwy #66 is considered a Local Road. Haldimand Road (Hwy #66) is also designated as an Arterial Road. The subject property, as well as the *Proposed Boundary Expansion Lands*, are all located within Ward 4 of Haldimand County and consists primarily of agricultural lands northeast of Caledonia. The surrounding lands (being located outside the current urban boundary) are mostly agricultural

cropland with associated rural residential dwellings. The property is currently serviced by private water and sanitary services.

The subject property is within a ten-minute drive of Hamilton's Urban area, these lands, in conjunction with the *Proposed Boundary Expansion Lands* that may be considered for Caledonia's upcoming urban boundary expansion, would provide for a contagious expansion limit under the upcoming Official Plan Review.

2.2 **Surrounding Lands:**

The subject property (**Figure 1**) is situated within an area of agricultural field crop production with associated single-detached dwellings. The immediate surrounding land uses include the following:

- North** – a 2 - storey single-detached home on agricultural lands (422 McClung Road) (**Figure 4**);
- East** – a 2 - storey single-detached home on agricultural lands (457 Haldimand Road 66) (**Figure 5**);
- South** – a 1 - storey single-detached home on agricultural lands (390 Haldimand Road 66) (**Figure 6**);
- West** – a 2 - storey single-detached home on agricultural lands (319 McClung Road) (**Figure 7**).

Figure 3 – street view of subject property, a 2-storey single detached dwelling and assorted agricultural buildings on agricultural lands (316 McClung Road).



Figure 4 – street view of property to the north of 316 McClung Road, a 2-storey single detached dwelling with assorted agricultural buildings on agricultural lands (422 McClung Road).



Figure 5 – street view of the property to the east of 316 McClung Road. A 2-storey single detached dwelling with assorted agricultural buildings on agricultural lands (457 Haldimand Road 66).



Figure 6 – street view of the property to the south of 316 McClung Road. A 1-storey single detached dwelling with assorted agricultural buildings on agricultural lands (390 Haldimand Road 66).



Figure 7 – street view of the property to the west of 316 McClung Road. A 2-storey single detached dwelling with assorted agricultural buildings on agricultural lands (319 McClung Road).



As shown above, the surrounding area is in agricultural production and occupied by existing single-detached dwellings on associated large agricultural parcels. The subject property (316 McClung Road) is a typical agricultural property, consisting of a single detached home and various agricultural barns and structures.

Haldimand County, in which the subject property is located, is currently in the early stages of Municipal Comprehensive/Official Plan Review. During this review the population and jobs forecast (currently underway by Watson & Associates) will be compared to the existing land supply for future development. This review will result in a required net area to be allocated for future growth.

One of the primary considerations for this comparison is, will the current urban area(s) be sufficient to meet forecasted employment and housing needs to service the County's the next 20-year (2041) planning horizon? Understanding that the Places to Grow requires accommodation for approximately 20,000 new persons and jobs within Haldimand County (to the year 2041), urban expansion is inevitable. The question is, where will this urban expansion take place, how much net land will be required, and which lands are the most logical and strategically located to include?

Haldimand County is located within the Greater Golden Horseshoe Area (GTHA), and as such is under the regulations of the Growth Plan for the Greater Golden Horseshoe. The Golden Horseshoe Area is one of the most important economic regions in Canada and produces nearly one quarter of Canada's GDP (Ont. Gov. Registry #012-325). The region is home to a large array of manufacturing, biotechnology, automotive, food, beverage and agricultural productivity. With this level of influence on the Canadian Economy, comes significant development pressure on lands in order to meet the needs of people and businesses that locate within this hub of activity. The wise allocation of land as a resource to meet this demand, will in part, be the focus of the next Official Plan Review for Haldimand County.

The Growth Plan for the Greater Golden Horseshoe anticipates that the population of Haldimand County will grow from its current 45,608 (Census Canada, 2016) inhabitants to 64,000 by the year 2041. Which is just shy of the 20-year planning horizon for the next County Official Plan. Statistics Canada census data indicate that the County has hovered around the 42,000 - 45,000 residents (+/-) mark since the 1996 Census data was collected (20 years ago). An increase of close to 20,000 residents over the next 20 years would be an unprecedented increase in population for the County, requiring meticulous planning and an appropriate allocation of resources to meet this demand. Although Haldimand County has several "Built-up Areas" (small urban centres/Hamlets), there are currently no designated "Urban Growth Centres" to accommodate this influx of population. As such, planning for growth must be strategic in its location and available infrastructure.

The largest built-up area within the County is Caledonia. It would seem appropriate for this urban centre to receive the majority of growth and development over the next 20 years (*as per Watson & Associates Population, Household & Employment Forecast 2011-2041 conclusion*). Located to the northern limit of the County, Caledonia is only a 10-minute drive to urban Hamilton mountain area, and 30-minute drive to both Hamilton and Brantford City Centres. A

one-hour drive to Niagara Falls and Cambridge and a one-and-a-half-hour drive to the heart of Toronto. With housing markets in the GTA, Kitchener-Waterloo-Cambridge, Hamilton and Niagara Regions becoming more expensive and elusive, people are looking to smaller affordable communities to live and raise their families. Being the largest urban centre in the County of Haldimand, Caledonia is quickly becoming a “bedroom community” and “secondary business sector” for these larger markets.

Neighbouring municipalities, like the City of Hamilton, Brant/Brantford and the Niagara Region, under the Growth Plan are anticipated to see a large growth in population as well. Development pressure in the coming years will be tremendous. Not only will these municipalities need to adequately plan for this scope of development pressure but will have the additional considerations required of them for lands designated under the Greenbelt Plan and Niagara Escarpment, which they will be required to be protect. Haldimand County is not impacted by the planning policies outlined under the Greenbelt or Niagara Escarpment Plans. The lack of additional layer of planning policy could result in increased development pressures, simply because of the stock of available lands to meet the housing and industry needs in the years to come.

As such, Haldimand County, and specifically Caledonia is the logical location for Urban Expansion. Furthermore, as the large phased subdivision of Avalon (aka McClung Development) being 3,000+ units come online, interest and pressure will be placed on the County to further expand Caledonia towards Hamilton. The subject property is in an ideal location being serviced by Haldimand Road (Hwy #66).

3.0 Requested Planning Considerations:

As mentioned, the subject property has an existing two storey home on a typical agricultural lot. The owner requesting that the subject lands be included within the coming expansion of the urban boundary for the Caledonia under the Municipal Comprehensive Review/Official Plan Review. The inclusion of these lands will aid in the allocation of sufficient land to meet the forecasted planning horizon requirements under Places to Grow.

4.0 Development Considerations:

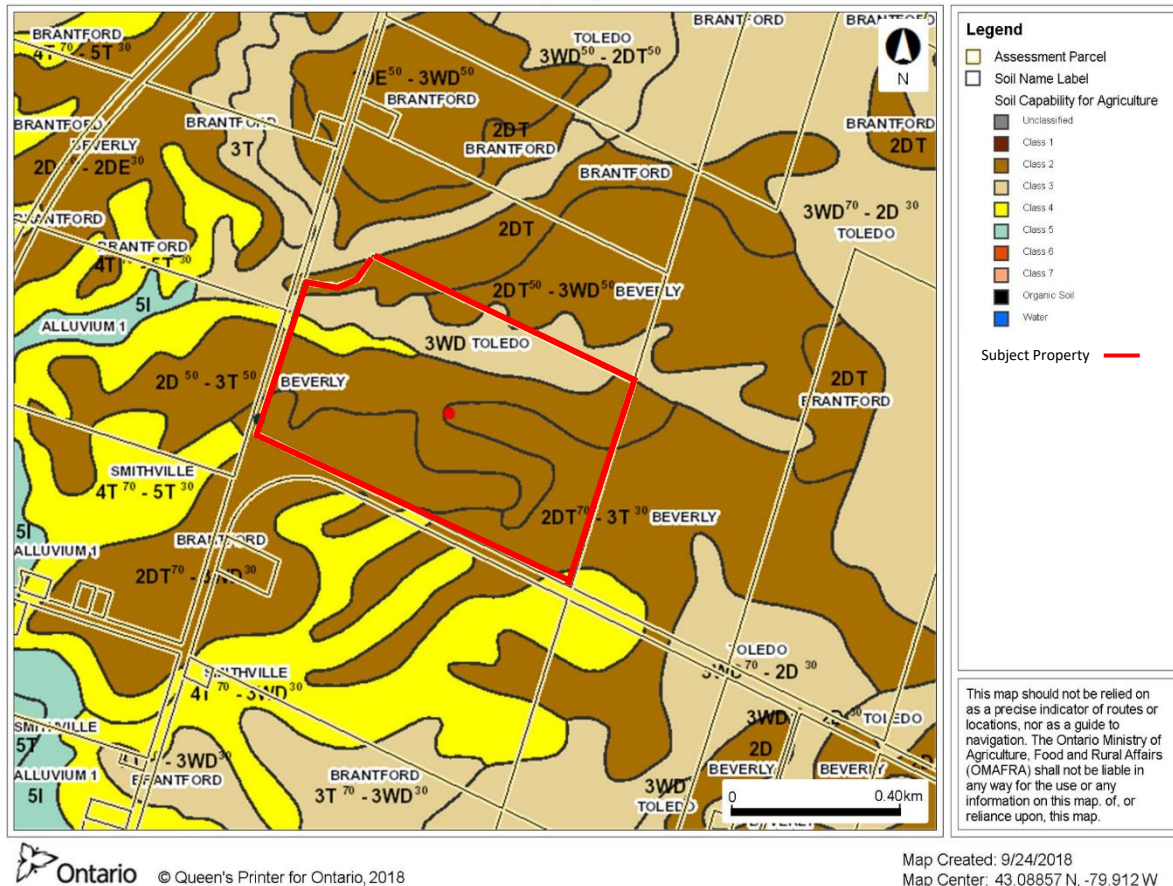
4.1 Soil Classification:

The agricultural lands surrounding Caledonia and much of Haldimand County are predominately Class 2 and Class 3 soils (RE: Canadian Land Inventory) (**Figure 8**), with small area’s being classified as lower Class 4 and Class 5.

The highly productive agricultural Class 1 lands need to be protected for future generations, so boundary expansion into these Class 1 lands is not recommended. The Class 4-5 lands are mostly within Caledonia’s Urban Boundary, so any expansion would need to impact Class 2-3 lands. The wise allocation and concentration of development on less productive agricultural lands (i.e.

Classes 2-5), would both protect and minimize the impacts of development on the existing agricultural community and ensure Class 1 lands remain protected.

Figure 8 – Canadian Land Inventory – Agricultural Land Classification



4.2 Transportation:

As previously mentioned, McClung Road south of Haldimand Road (Hwy #66) is considered to be an “Arterial Road” and north of Haldimand Road (Hwy #66) is considered to be a Local Road according to the Haldimand County Official Plan Schedule “F.4”. Likewise, Haldimand County Road, which bounds the Subject Property to the south is also considered to be an arterial Road. Development of the subject lands as part of a larger development to the south (**Figure 1**), would best utilize the existing McClung/Hwy #66 intersection and allow for the efficient movement of traffic without significant infrastructure upgrades.

4.3 Impact of Proposed Development:

An urban boundary expansion will be required to meet the needs of the forecasted population growth within Haldimand County. The criteria outlined in the Growth Plan for the Greater Golden Horseshoe (Growth Plan) for greenfield development is clearly outlined. It mandates that a minimum of 80 residents and jobs combined per hectare must be obtained (2.2.7 (3)). In order

to meet the anticipated increase of some 20,000 residents, higher density development will be required versus the current trend of low-density development taking place. It is unlikely that in a rural municipality, high-rise apartment buildings would be constructed, the more likely development would be midrise (3-4 storey) mixed use development at best, with townhouse and small lot single detached dwellings being the most prominent. In addition, Gypsum mining and gypsum resources under the urban area has limited the ability to develop higher order buildings.

5.0 Existing Planning Policy and Regulatory Framework:

5.1 Provincial Policy Statement (PPS) (2014):

The Provincial Policy Statement (PPS) for the Province of Ontario and came into effect on April 30, 2014. It provides the provincial policy direction on matters of provincial interest related to land development provided under Section 3 of the *Planning Act*. The goal of the PPS is to enhance the quality of life for all people living, working and/or playing in Ontario. The PPS is generally supportive of various forms of development within established Urban Settlement Areas (Built-Up Area). The PPS, acknowledges that not all development needs can be met through the existing supply of lands within settlement areas and outlines that settlement area boundary expansion may occur at the time of a comprehensive review of planning policies.

Applicable policies from the Provincial Policy Statement have been included as follows:

“Part V: Policies

1.1.1 Healthy, livable and safe communities are sustained by:

- d) avoiding development and land use patterns that would prevent the efficient expansion of *settlement areas* in those areas which are adjacent or close to *settlement areas*;
- g) ensuring that necessary *infrastructure*, electricity generation facilities and transmission and distribution systems, and *public service facilities* are or will be available to meet current and projected needs; and
- h) promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a *provincial plan*, that time frame may be used for municipalities within the area.

Within *settlement areas*, sufficient land shall be made available through *intensification* and *redevelopment* and, if necessary, *designated growth areas*.

Nothing in policy 1.1.2 limits the planning for *infrastructure* and *public service facilities* beyond the 20-year time horizon.

1.1.3 Settlement Areas

The vitality of settlement areas is critical to the long-term economic prosperity of our communities. Development pressures and land use change will vary across Ontario. It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures.

1.1.3.1 Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted.

1.1.3.2 Land use patterns within *settlement areas* shall be based on:

a) densities and a mix of land uses which:

1. efficiently use land and resources;
2. are appropriate for, and efficiently use, the *infrastructure* and *public service facilities* which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
3. minimize negative impacts to air quality and climate change, and promote energy efficiency;
4. support *active transportation*;
5. are *transit-supportive*, where transit is planned, exists or may be developed; and
6. are *freight-supportive*

b) a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for *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.

Intensification and *redevelopment* shall be directed in accordance with the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.

1.1.3.4 Appropriate development standards should be promoted which facilitate *intensification*, *redevelopment* and compact form, while avoiding or mitigating risks to public health and safety.

1.1.3.7 Planning authorities shall establish and implement phasing policies to ensure:

- a) that specified targets for *intensification* and *redevelopment* are achieved prior to, or concurrent with, new development within *designated growth areas*; and
- 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.

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 for growth are not available through *intensification*, *redevelopment* and *designated growth areas* to accommodate the projected needs over the identified planning horizon;
- b) the *infrastructure* and *public service facilities* which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;
- c) in *prime agricultural areas*:
 1. the lands do not comprise *specialty crop areas*;
 2. alternative locations have been evaluated, and
 - i. there are no reasonable alternatives which avoid *prime agricultural areas*; and
 - ii. there are no reasonable alternatives on lower priority agricultural lands in *prime agricultural areas*;
- d) the new or expanding *settlement area* is in compliance with the *minimum distance separation formulae*; and
- e) impacts from new or expanding *settlement areas* on agricultural operations which are adjacent or close to the *settlement area* are mitigated to the extent feasible.

In determining the most appropriate direction for expansions to the boundaries of settlement areas or the identification of a settlement area by a planning authority, a planning authority shall apply the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.

1.1.4.2 In rural areas, rural settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted. 1.1.4.3 When directing development in rural settlement areas in accordance with policy 1.1.3, planning authorities shall give consideration to rural characteristics, the scale of development and the provision of appropriate service levels.

1.3.2 Employment Areas

- 1.3.2.4 Planning authorities may plan beyond 20 years for the long-term protection of employment areas provided lands are not designated beyond the planning horizon identified in policy 1.1.2.

1.6 Infrastructure and Public Service Facilities

- 1.6.2 Planning authorities should promote green infrastructure to complement infrastructure.

2.3 Agriculture

- 2.3.1 Prime agricultural areas shall be protected for long-term use for agriculture.

Prime agricultural areas are areas where prime agricultural lands predominate. Specialty crop areas shall be given the highest priority for protection, followed by Canada Land Inventory Class 1, 2, and 3 lands, and any associated Class 4 through 7 lands within the prime agricultural area, in this order of priority.

2.3.5 Removal of Land from Prime Agricultural Areas

- 2.3.5.1 Planning authorities may only exclude land from prime agricultural areas for expansions of or identification of settlement areas in accordance with policy 1.1.3.8.

6.0 Definitions

Comprehensive review: means

- a) for the purposes of policies 1.1.3.8 and 1.3.2.2, an official plan review which is initiated by a planning authority, or an official plan amendment which is initiated or adopted by a planning authority, which:
 1. is based on a review of population and employment projections and which reflect projections and allocations by upper-tier municipalities and *provincial plans*, where applicable; considers alternative directions for growth or development; and determines how best to accommodate the development while protecting provincial interests;
 2. utilizes opportunities to accommodate projected growth or development through *intensification* and *redevelopment*; and considers physical constraints to accommodating the proposed development within existing *settlement area* boundaries;
 3. is integrated with planning for *infrastructure* and *public service facilities*, and considers financial viability over the life cycle of these assets, which may be demonstrated through asset management planning;
 4. confirms sufficient water quality, quantity and assimilative capacity of receiving water are available to accommodate the proposed development;
 5. confirms that sewage and water services can be provided in accordance with policy 1.6.6; and
 6. considers cross-jurisdictional issues.

b) for the purposes of policy 1.1.6, means a review undertaken by a planning authority or comparable body which:

1. addresses long-term population projections, *infrastructure* requirements and related matters;
2. confirms that the lands to be developed do not comprise *specialty crop areas* in accordance with policy 2.3.2; and
3. considers cross-jurisdictional issues.

In undertaking a comprehensive review, the level of detail of the assessment should correspond with the complexity and scale of the settlement boundary or development proposal.

Designated growth areas: means lands within settlement areas designated in an official plan for growth over the long-term planning horizon provided in policy 1.1.2, but which have not yet been fully developed. Designated growth areas include lands which are designated and available for residential growth in accordance with policy 1.4.1(a), as well as lands required for employment and other uses.

Prime agricultural area: means areas where prime agricultural lands predominate. This includes areas of prime agricultural lands and associated Canada Land Inventory Class 4 through 7 lands, and additional areas where there is a local concentration of farms which exhibit characteristics of ongoing agriculture. Prime agricultural areas may be identified by the Ontario Ministry of Agriculture and Food using guidelines developed by the Province as amended from time to time. A prime agricultural area may also be identified through an alternative agricultural land evaluation system approved by the Province.

Prime agricultural land: means specialty crop areas and/or Canada Land Inventory Class 1, 2, and 3 lands, as amended from time to time, in this order of priority for protection.

Settlement areas: means urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are:

- a) built up areas where development is concentrated and which have a mix of land uses; and
- b) lands which have been designated in an official plan for development over the long-term planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not available, the settlement area may be no larger than the area where development is concentrated."

5.2 **Growth Plan for the Greater Golden Horseshoe (2017):**

The *Places to Grow Act*, 2005, S.O. 2005, c. 13, is legislation that enables the "Growth Plan for the Greater Golden Horseshoe" policy. The Growth Plan for the Greater Golden Horseshoe (Growth Plan) was originally approved in 2006, but was recently updated in June 2017, and took effect (*of the planning act portion*) on July 1, 2017.

The Growth Plan is a provincial policy that aims to control growth and development within the greater golden horseshoe area in a way that supports economic prosperity, protects the environment and improves the quality of life for all residents. The Growth Plan's intent is to structure communities so that a good mix of residential, commercial and industrial opportunities exists, and that increased opportunities for walking, cycling and transit result. The Growth Plan also encourages intensification by directing a significant portion of new growth to the built-up areas of communities.

The Growth Plan sets regional standards for growth and development that must be incorporated into both Regional and Local municipal planning documents. Haldimand County has already incorporated Growth Plan (2006) policies into their Official Plan but will be updating their current Official Plan in the coming year to reflect the new Growth Plan policies (2017), and revised targets as part of their Municipal Comprehensive Review/Official Plan Review.

The Growth Plan update (2017) further enhances the provincial direction to locate new growth within existing settlement areas, support urban intensification, create complete communities, maximize utility efficiency, and encourage transit usage. In addition, the province has also increased its intensification target from 40% infill (within existing built-up areas) to 50%, and will again increase it to 60% by 2031. As such the updated policies further support the logical development of Caledonia, and in turn demand increased densities on contiguous lands.

The Growth Plan, acknowledges that not all development needs can be met through the existing supply of lands within settlement areas and outlines criteria for settlement area boundary expansion which may only occur at the time of a comprehensive review of planning policies.

Supporting excerpts from the related Growth Plan policy are as follows:

"2.0 Where and How to Grow

There is a large supply of land already designated for future urban development in the Greater Golden Horseshow (GGH). In some communities, there may be more land designated for development than is required to accommodate forecasted growth to the horizon of this Plan. It is important to optimize the use of the existing urban land supply as well as the existing building and housing stock to avoid further over-designating land for future urban development. This Plan's emphasis on optimizing the use of the existing urban land supply represents an intensification first approach to development and city-building, one which focuses on making better use of our existing infrastructure and public service facilities, and less on continuously expanding the urban area.

2.2.1 Managing Growth

1. Population and employment forecasts contained in Schedule 3 (of the Growth Plan Policy) will be used for planning and managing growth in the GGH to the horizon of this Plan in accordance with the policies in subsection 5.2.4.
2. Forecasted growth to the horizon of this Plan will be allocated based on the following:

- a) the vast majority of growth will be directed to settlement areas that:
 - i. have a *delineated built boundary*;
 - ii. have existing or planned *municipal water and wastewater* systems; and
 - iii. can support the achievement of *complete communities*;
 - c) within *settlement areas*, growth will be focused in:
 - i. *delineated built-up areas*;
 - ii. *strategic growth areas*;
 - iii. locations with existing or planned transit, with a priority on *higher order transit* where it exists or is planned; and
 - iv. areas with existing or planned *public service facilities*;
 - d) development will be directed to *settlement areas*, except where the policies of this Plan permit otherwise;
 - e) development will be generally directed away from *hazardous lands*; and
 - f) the establishment of new *settlement areas* is prohibited.
3. Upper and single-tier municipalities will undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will:
- a) establish a hierarchy of *settlement areas*, and of areas within *settlement areas*, in accordance with policy 2.2.1.2;
 - b) be supported by planning for *infrastructure* and *public service facilities* by considering the full life cycle costs of these assets and developing options to pay for these costs over the long-term;
 - c) provide direction for an urban form that will optimize *infrastructure*, particularly along transit and transportation corridors, to support the achievement of *complete communities* through a *more compact built form*;
 - d) support the environmental and agricultural protection and conservation objectives of this Plan; and
 - e) be implemented through a *municipal comprehensive review* and, where applicable, include direction to lower-tier municipalities.
4. Applying the policies of this Plan will support the achievement of *complete communities* that:
- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and *public service facilities*;
 - b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;

- c) provide a diverse range and mix of housing options, including second units and *affordable* housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of *active transportation*;
 - ii. *public service facilities*, co-located and integrated in community hubs;
 - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
 - iv. healthy, local, and affordable food options, including through urban agriculture;
- e) ensure the development of high quality compact *built form*, an attractive and vibrant *public realm*, including public open spaces, through site design and urban design standards;
- f) mitigate and adapt to climate change impacts, build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities; and
- g) integrate *green infrastructure* and *low impact development*.

2.2.6 Housing

1. Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will each develop a housing strategy that:
 - a) supports the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:
 - I. identifying a diverse range and mix of housing options and densities, including second units and *affordable* housing to meet projected needs of current and future residents; and
 - II. establishing targets for *affordable* ownership housing and rental housing;
 - b) identifies mechanisms, including the use of land use planning and financial tools, to support the implementation of policy 2.2.6.1 a);
 - c) aligns with applicable housing and homelessness plans required under the Housing Services Act, 2011; and
 - d) will be implemented through official plan policies and designations and zoning by-laws.
2. Notwithstanding policy 1.4.1 of the PPS, 2014, in preparing a housing strategy in accordance with policy 2.2.6.1, municipalities will support the achievement of complete communities by:
 - a) planning to accommodate forecasted growth to the horizon of this Plan;
 - b) planning to achieve the minimum intensification and density targets in this Plan;

- c) considering the range and mix of housing options and densities of the existing housing stock; and
 - d) planning to diversify their overall housing stock across the municipality.
3. To support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.
 4. Municipalities will maintain at all times where development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units. This supply will include, and may exclusively consist of, lands suitably zoned for intensification and redevelopment.
 5. When a settlement area boundary has been expanded through a municipal comprehensive review in accordance with the policies in subsection 2.2.8, the new designated greenfield area will be planned based on the housing strategy developed in accordance with policies 2.2.6.1 and 2.2.6.2.

2.2.7 Designated Greenfield Areas

1. New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:
 - a) supports the achievement of complete communities;
 - b) supports active transportation; and
 - c) encourages the integration and sustained viability of transit services.
2. The designated greenfield area of each upper or single-tier municipality will be planned to achieve within the horizon of this Plan a minimum density target that is not less than 80 residents and jobs combined per hectare.
3. The minimum density target will be measured over the entire designated greenfield area of each upper- or single-tier municipality, excluding the following:
 - a. natural heritage features and areas, natural heritage systems and floodplains, provided development is prohibited in these areas;
 - b. rights-of-way for:
 - i) electricity transmission lines;
 - ii) energy transmission pipelines;
 - iii) freeways, as defined by and mapped as part of the Ontario Road Network; and
 - iv) railways;
 - b. employment areas; and
 - d. cemeteries.

5. For upper and single-tier municipalities in the outer ring, the minimum density target for designated greenfield areas contained in the applicable official plan that is approved and in effect as of July 1, 2017 will continue to apply until the next municipal comprehensive review is approved and in effect.
6. For upper and single-tier municipalities in the outer ring, council may request an alternative to the target established in policy 2.2.7.2 through a municipal comprehensive review where it is demonstrated that the target cannot be achieved and that the alternative target:
 - a) will maintain or improve on the minimum density target in the official plan that is approved and in effect as of July 1, 2017;
 - b) will achieve a more compact built form to the horizon of this Plan that is appropriate given the characteristics of the municipality and adjacent communities; and
 - c) is appropriate given the criteria identified in policy 2.2.7.4 c), with the exception of policies 2.2.7.4 c) i and vii.
7. The Minister may permit an alternative to the target established in policy 2.2.7.6. If council does not make a request or the Minister does not permit an alternative target, the target established in policy 2.2.7.2 will apply.

2.2.8 Settlement Area Boundary Expansions

1. Settlement area boundaries will be delineated in official plans.
2. A settlement area boundary expansion may only occur through a municipal comprehensive review where it is demonstrated that:
 - a) based on the minimum intensification and density targets in this Plan and a land needs assessment undertaken in accordance with policy 2.2.1.5, sufficient opportunities to accommodate forecasted growth to the horizon of this Plan are not available through intensification and in the designated greenfield area:
 - i. within the upper- or single-tier municipality, and
 - ii. within the applicable lower-tier municipality;
 - b) the proposed expansion will make available sufficient lands not exceeding the horizon of this Plan, based on the analysis provided for in policy 2.2.8.2 a), while minimizing land consumption; and
 - c) the timing of the proposed expansion and the phasing of development within the designated greenfield area will not adversely affect the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan.
3. Where the need for a settlement area boundary expansion has been justified in accordance with policy 2.2.8.2, the feasibility of the proposed expansion will be determined and the most appropriate location for the proposed expansion will be identified based on the following:

- a) there are existing or planned infrastructure and public service facilities to support the achievement of complete communities;
- b) the infrastructure and public service facilities needed would be financially viable over the full life cycle of these assets, based on mechanisms such as asset management planning and revenue generation analyses;
- c) the proposed expansion would align with a water and wastewater master plan or equivalent that has been completed in accordance with the policies in subsection 3.2.6;
- d) the proposed expansion would align with a stormwater master plan or equivalent that has been completed in accordance with the policies in subsection 3.2.7;
- e) watershed planning or equivalent has demonstrated that the proposed expansion, including the associated servicing, would not negatively impact the water resource system, including the quality and quantity of water;
- f) key hydrologic areas and the Natural Heritage System should be avoided where possible;
- g) for settlement areas that receive their water from or discharge their sewage to inland lakes, rivers, or groundwater, a completed environmental assessment for new or expanded services has identified how expanded water and wastewater treatment capacity would be addressed in a manner that is fiscally and environmentally sustainable;
- h) prime agricultural areas should be avoided where possible. An agricultural impact assessment will be used to determine the location of the expansion based on avoiding, minimizing and mitigating the impact on the Agricultural System and evaluating and prioritizing alternative locations across the upper- or single-tier municipality in accordance with the following:
 - i. expansion into specialty crop areas is prohibited;
 - ii. reasonable alternatives that avoid prime agricultural areas are evaluated; and
 - iii. where prime agricultural areas cannot be avoided, lower priority agricultural lands are used;
- i) the settlement area to be expanded is in compliance with the minimum distance separation formulae;
- j) any adverse impacts on agricultural operations and on the agri-food network from expanding settlement areas would be avoided or, if avoidance is not possible, minimized and mitigated as determined through an agricultural impact assessment;

- k) the policies of Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS are applied;
 - l) the proposed expansion would meet any applicable requirements of the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plans and any applicable source protection plan;
4. Upper- and single-tier municipalities in the outer ring that have identified excess lands in accordance with policy 2.2.1.6, may undertake a settlement area boundary expansion only through a municipal comprehensive review where it is demonstrated that:
- a) the settlement area to be expanded has been identified as a focus for growth in the hierarchy established in accordance with policy 2.2.1.3 and the expansion will:
 - i. be contiguous to the existing settlement area boundary; and
 - ii. not contain any lands that will be identified as excess lands;
 - b) development is prohibited on all excess lands to the horizon of this Plan in accordance with policy 2.2.1.6;
 - c) an area of land that has been identified as excess lands and is greater in size than the proposed expansion is removed from settlement areas by redesignation and settlement area boundaries are amended accordingly, such that the overall quantum of excess lands is reduced;
 - d) where appropriate, the municipality has used additional tools to reduce the land that is available for development, such as those set out in policies 5.2.8.3 and 5.2.8.4; and
 - e) all requirements of policies 2.2.8.2 and 2.2.8.3 have been satisfied. For the purposes of policy 2.2.8.2 a), excess lands will be considered to be not available.

4.2.2 Natural Heritage System

7. If a settlement area is expanded into the Natural Heritage System in accordance with the policies in subsection 2.2.8, the portion that is within the revised settlement area boundary will:
- a) be designated in official plans;
 - b) no longer be subject to policy 4.2.2.3; and
 - c) continue to be protected in a manner that ensures that the connectivity between, and diversity and functions of, the natural heritage features and areas will be maintained, restored, or enhanced.

5.2.4 Growth Forecasts

1. All references to forecasted growth to the horizon of this Plan are references to the population and employment forecasts in Schedule 3.

2. All upper- and single-tier municipalities will, through a municipal comprehensive review, apply the forecasts in Schedule 3 for planning and managing growth to the horizon of this Plan.
5. Within delineated built-up areas, municipalities may plan for development beyond the horizon of this Plan for strategic growth areas that are delineated in official plans and subject to minimum density targets, provided that:
 - a) integrated planning for *infrastructure* and *public service facilities* would ensure that the *development* does not exceed existing or planned capacity;
 - b) the type and scale of built form for the *development* would be contextually appropriate; and
 - c) the *development* would support the achievement of *complete communities*, including a diverse mix of land uses and sufficient open space.

5.2.5 Targets

3. For the purposes of implementing the minimum intensification and density targets in this Plan, upper and single-tier municipalities will, through a municipal comprehensive review, delineate the following in their official plans, where applicable:
 - a) delineated built-up areas;
 - b) urban growth centres;
 - c) major transit station areas;
 - d) other strategic growth areas for which a minimum density target will be established;
 - e) each portion of the designated greenfield area that is subject to a specific density target;
 - f) excess lands.
6. In planning to achieve the minimum intensification and density targets in this Plan, municipalities will develop and implement urban design and site design official plan policies and other supporting documents that direct the development of a high-quality public realm and compact built form.

7.0 Definitions

Designated Greenfield Area – Lands within settlement areas but outside of delineated built-up areas that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of this Plan. Designated greenfield areas do not include excess lands.

Municipal Comprehensive Review – A new official plan, or an official plan amendment, initiated by an upper- or single-tier municipality under section 26 of the Planning Act that comprehensively applies the policies and schedules of this Plan.”

5.3 **Greenbelt Plan 2017**

The Greenbelt Act, S.O. 2005, c. 1, as amended, is legislation that enables the “Greenbelt Plan,” as a provincial policy, to preserve agricultural lands, and environmental natural areas in order to encourage a prosperous, and sustainable Ontario.

In June 2017, the Ontario Provincial Government announced minor changes to the Greenbelt Plan that came into effect on July 1, 2017. In general, these changes provide additional clarification to the existing policies, but also enlarge the greenbelt area in specific locations. According to the updated Greenbelt Plan (2017), the subject property and the *Proposed Boundary Expansion Lands* **are not** located within the “Greenbelt Area” and as such, Greenbelt protection policies **do not apply**.

5.4 **Niagara Escarpment Plan:**

The Niagara Escarpment Plan was originally approved on June 12, 1985, and was revised as a result of reviews that were initiated in 1990, 1999, and 2015. The purpose of the Niagara Escarpment Planning and Development Act (NEPDA), R.S.O. 1990, c. N.2 is “To provide for the maintenance of the Niagara Escarpment and land in its vicinity substantially as a continuous natural environment and to ensure only such development occurs as is compatible with that natural environment.” The NEPDA forms the legal basis for the Niagara Escarpment Plan (NEP), and Niagara Escarpment Commission (NEC) operations. It includes procedures for NEP reviews, hearings, amendments and appeals as well regulations for setting out the planning area, and establishing Development Permit requirements and exemptions. The NEPDA also sets out the relationship of the NEP with municipal planning direction, and land use policies of other public bodies.

The Ontario Provincial Government announced minor changes to the Niagara Escarpment Plan that came into effect on June 1, 2017. In general, these changes provide additional clarification to the existing policies. The purpose of this Plan is to provide for the maintenance of the Niagara Escarpment and land in its vicinity substantially as a continuous natural environment, and to ensure only such development occurs as is compatible with that natural environment.

According to the updated Niagara Escarpment Plan (2017), the subject property and *Proposed Boundary Expansion Lands* **are not** located within an area controlled by the Niagara Escarpment Plan. As such, Niagara Escarpment protection policies **do not apply**.

5.5 **Mid-Peninsula (Niagara to GTA) Highway Corridor:**

The Mid-Peninsula (Hwy) Corridor was proposed in the 1950’s, and is a planned tract of land that will eventually accommodate a new major highway system that will link Hwy 407, Hwy 403, and Hwy 401 in the Burlington/Hamilton area to a new twinned Peace Bridge crossing at the Canadian/USA Boarder in Fort Erie.

The Mid-Peninsula Corridor project has recently completed Stage 1 of the study (2013). Stage 2 of the study has not yet been initiated, however it will scope a more detailed corridor, conceptually design transit-ways/linkages and goods movement connections, and conceptually design municipal/regional road connections. The development of this Highway system is not expected for a number of years and is subject to political intervention.

The subject property being at the north end of the *Proposed Boundary Expansion Lands*, is within the vicinity of a preliminary concept route for this Mid-Peninsula Highway system, and therefore it is probable that the property could abut such a highway in the upcoming Stage 2 route refinement process. If realized, the Mid-Peninsula Highway Corridor would act as a natural barrier to development expansion, as well as improve access to Caledonia, including the *Proposed Boundary Expansion Lands*. (**Appendix 'A'**)

5.6 Disputed Land Claims - Indigenous Peoples (Six Nations):

As with nearly all of the land surrounding Caledonia, the subject property is within a tract of land that is disputed. In this case, the *Proposed Boundary Expansion Lands*, including the subject property, is with the Haldimand Tract - Seneca Township contested land claim (**Appendix 'B'**). This tract of land was included within the Haldimand Proclamation of 1784 and subsequently surrendered to the government/Crown in 1841, for which the peoples of the Six Nations are currently contesting.

The contention of this tract revolves around the historical authority of the six (6) chiefs who made the surrender of land to the government/Crown, and thereby its validity.

This land claim has not yet been resolved in the eyes of the Indigenous (Six Nations) peoples.

The benefit of expanding the urban boundary as proposed (**Figure 2**) is that all the lands would be under the same treaty agreement (i.e. Haldimand Tract - Seneca Township).

5.7 Grand River Conservation Authority (GRCA):

The subject property is located within the jurisdiction of the Grand River Conservation Authority (GRCA), and contains a creek which traverses the northern portion of property from west to east. As such, a portions of the *Proposed Boundary Expansion Lands*, including the subject property, are within the GRCA regulated area and therefore and therefore it is expected that any urban boundary expansion in this area would include some environmental protection lands. (**Appendix 'C'**). The GRCA will be involved in discussion surround any proposed boundary expansion discussions and will comment on developability of lands under their regulation or lands containing natural heritage features.

5.8 **Haldimand County Official Plan (2006):**

The purpose of the “CURRENT” Haldimand County Official Plan is to create “the framework for guiding land use changes in the County over the next 20 years to 2026 by protecting and managing the natural environment, directing and influencing growth patterns and facilitating the vision of the County as expressed through its residents. This Plan also provides the avenue through which Provincial Policy is implemented into the local context.”

The Haldimand County Official Plan consolidates and replaced the Official Plans for the former Region of Haldimand-Norfolk, the former Towns of Dunnville and Haldimand and the former City of Nanticoke while providing a new direction for managing land use changes within the new single-tier County government structure. As a single-tier municipality, Haldimand County governs Caledonia as one of its Settlement Areas.

The Haldimand County Official Plan primarily addresses infrastructure, population growth, servicing, transit, environmental, heritage, and administrative municipal policies. In Spring 2019, an Official Plan Review will be conducted to update any necessary policies, and to review population numbers for the County as a whole.

The Haldimand County Official Plan “CURRENTLY” designates the subject property on Schedule “B.1” – Caledonia Urban Area Land Use Plan as “Agriculture” (**Appendix ‘D’**).

Applicable excerpts from the “CURRENT” Haldimand County Official Plan have been included below:

“3. ECONOMY

The Economy section is divided into two subsections. The first subsection identifies policies relating to the portion of the economy tied to the natural resources of the County. The significant natural resources include agriculture, mineral aggregates, gypsum mining, petroleum resources, and wind resources.

The second subsection highlights policy directions relating to those economic activities stemming from the natural and built environment such as commercial, industrial and tourist development. Both subsections highlight the importance of these sectors to the economic health of Haldimand County.

A. NATURAL RESOURCES

1) AGRICULTURE

1. A prime component of the County’s economy is the extensive area of highly productive agricultural lands. This asset is fundamental to the economic base and rural lifestyle of the County. It is in the County’s interest to preserve that lifestyle and to foster the agricultural industry. The land base must be protected and the use of the lands must be predominantly agriculturally oriented to achieve these objectives. The agricultural industry forms the prime

economic basis for the rural community and, to the benefit of the County, the range of agricultural activities are quite broad. Generally, new non-agricultural uses shall be located in urban areas, hamlets, industrially designated areas and resort residential nodes.

2. The agricultural industry should be fostered and protected to ensure its viability for the economic and social benefit of the County. In order to accomplish this the County will:
 - a) protect the prime agricultural land for agricultural purposes; and
 - b) encourage the development of agricultural support services within urban areas and designated hamlets.
3. Haldimand County is predominantly agricultural and rural in character and consequently, it is a primary goal of this Plan to retain this economic resource. The policies of the Agricultural designation are intended to preserve and protect the agricultural land base for agricultural purposes and to maintain an environment conducive to such purposes.
4. This Plan recognizes the use of the Canada Land Inventory (CLI) of Soil Capability for Agriculture as the principle method of establishing soil productivity classes within the County. However, the County may, over time, employ alternative land evaluation methods. The alternative methods will be undertaken in consultation with the Ministry of Agriculture, Food and Rural Affairs. According to the CLI for Agriculture, Haldimand County consists primarily of Class 1 to 3 soils, which are considered to be prime agricultural lands. The Agricultural designation is comprised of areas where Class 1 to 3 soils predominate. Class 4 to 7 soils may also be integral to the agricultural land.

Haldimand County is committed to the protection of prime agricultural lands. However, in light of the predominance of Class 1 to 3 agricultural soils within the municipality, it is also recognized that wherever development occurs within the County, lands with significant capability for agriculture may be utilized.

5. The predominant use of lands within areas designated Agricultural shall be agriculture. Agriculture is defined as all forms of farming, including the growing of crops, market and nursery gardening, woodlot management, the raising of livestock and the raising of poultry, fish and other animals for food, fur or fibre, aquaculture, apiaries, aviaries and maple syrup production.
17. Prior to the identification of specialty crop areas within the County, applications for settlement boundary expansions or non-residential uses in the agricultural area will be required to demonstrate by the way of a study that the subject lands do not compromise a specialty crop area. The study will be completed in accordance with provincial evaluation procedures.

4. GROWTH MANAGEMENT

A. GROWTH FORECAST FOR HALDIMAND COUNTY

1. Updated population and employment forecasts to the year 2031 were prepared by Hemson Consulting based on Schedule 3 of the Growth Plan for the Greater Golden Horseshoe. The

forecasts identify a population of 56,000 by 2031 which equates to an increase of approximately 4,680 dwellings. The forecasts also identify an employment level of 20,000 jobs by 2031 which equates to an employment increase of approximately 4,200 jobs.

2. The population and household growth is distributed to the six urban areas of the County which are Caledonia, Cayuga, Dunnville, Hagersville, Jarvis and Townsend. The Jarvis and Townsend growth share is combined, due to their proximity. A share of the growth is also attributed to the rural area. The future shares of household growth are allocated based upon a number of factors being:
 - a) Haldimand County's proximity to Hamilton and the south-western portion of the Greater Toronto Area which will allow parts of the County most notably Caledonia, to attract new growth;
 - b) The availability of water and wastewater servicing; and
 - c) The focus for residential development on full municipal services will decrease the amount of new development in the rural area.

The share of growth forecasted by Hemson Consulting Ltd. for each urban area and the rural area to the year 2031 is as follows:

HIGH SCENARIO			
AREA	SHARE	HOUSEHOLD GROWTH UNITS	POPULATION (2026)
Caledonia	40%	1,890	15,460
Cayuga	6%	290	2,440
Dunnville	11%	521	6,900
Hagersville	14%	650	4,230
Jarvis/Townsend	5%	231	3,000
Rural	24%	1,100	23,970
TOTAL	100%	4,682	56,000

Source: Hemson Consulting, May 2009

The County recognizes that industrial, commercial and residential growth in all of the urban areas may be affected by the continued development of the John C. Munro International Airport in Hamilton and the construction of the new Highway No. 6 extension from Highway No. 403, as well as impacts resulting from the County's proximity to the City of Hamilton. In light of the foregoing, it is likely that designating additional urban lands may be required over the time period of this Plan.

3. The population, households and employment will be monitored yearly. Adjustments to the forecasted growth will be made during the five year reviews of the Official Plan in conformity with the forecasts contained in Schedule 3 of the Growth Plan for the Greater Golden Horseshoe. Consideration of adjustments to the urban boundaries to accommodate growth, based on these forecasts, will be made during the five year reviews."
4. The County will accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, lands which are designated and available for residential development. The County will maintain at least a 3 year supply of residential units available through lands with servicing capacity suitably zoned to facilitate residential

intensification and redevelopment, and land in draft approved and registered plans.

5. Development shall be directed to the urban areas and Hamlets, except where necessary for development related to the management or use of resources, resource-based recreational activities, and rural land uses that cannot be located in urban areas and Hamlets. Limited development within the existing resort residential nodes and the rural industrial areas (Port Maitland) will continue to be permitted in accordance with the policies relevant to those areas within the Official Plan.

B. URBAN AREAS

1. The policies in this part of the Plan apply to the following six urban areas in the County consisting of Caledonia, Cayuga, Dunnville, Hagersville, Jarvis and Townsend, which are shown on Schedule "A" and specifically identified on Schedules "B.1" through "B.6". The urban areas are generally communities where municipal water and sewage services exist. The majority of residential and commercial growth of the County will occur in these communities. No new urban areas shall be permitted.

Provision is made for a mix of residential, commercial, industrial and other land uses within most urban areas. Such land uses shall be built in a compact form which is appropriate for pedestrians, promotes walking and cycling and where feasible reduces the dependence on the automobile. Based upon servicing limitations, serviced industrial lands may not be provided within each urban area. Boundaries of each urban area and their general land uses shall be set out in separate land use schedules.

2. The County may consider the expansion of an urban area boundary only during a comprehensive review/municipal comprehensive review of its Official Plan where it has been demonstrated that:
 - a) sufficient opportunities for growth are not available through intensification, and in designated greenfield areas to accommodate the projected needs over the time frame of this Plan subject to the intensification targets and designated greenfield area density targets set out in this Plan;
 - b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, protect public health and safety and can be provided in a financially and environmentally sustainable manner;
 - c) the timing of the expansion and the phasing of development within the designated greenfield areas contained within the new urban area boundary will not adversely affect the achievement of the intensification target or the designated greenfield area density target;
 - d) the lands do not comprise specialty crop areas;
 - e) there are no reasonable alternatives which avoid prime agricultural areas;
 - f) there are not reasonable alternatives on lower priority agricultural lands in prime agricultural areas; and
 - g) impacts from expanding urban areas on agricultural operations which are adjacent or close to the urban areas are mitigated to the extent feasible.

3. The comprehensive review/municipal comprehensive review will address the following:

- a) The amount of land included with the expansion area is justified based on the population and employment forecasts for the municipality and considering the population required within the built-up area to meet the intensification target set out in 4.B.5 and the population and employment potential available within the designated greenfield area at the target density set out in Section 4.B.6;
- b) The proposed expansion is a practical and logical extension of the urban area and can be serviced by full municipal sewage and water services;
- c) The land is physically suitable for development;
- d) The proposed expansion will have a compact form, a mix of land uses and densities that efficiently use land, infrastructure and public facilities while providing for adequate amenity areas and parks;
- e) A suitable strategy for the staging, financing and construction of the infrastructure for the expansion area is developed;
- f) Prime agricultural areas are only included within the expansion if there is no reasonable alternative or lower priority agricultural lands;
- g) Opportunities for the use of intensification and redevelopment within the existing urban boundary, as an alternative to an urban boundary expansion, is not a reasonable option; and the ability to achieve the intensification target set out in Section 4.B.5 is not affected;
- and h) The proposed expansion's impact on cultural heritage resources and Natural Environment Areas.

4. As part of a comprehensive review/municipal comprehensive review undertaken by the municipality, consideration may be given to re-allocating existing designated greenfield area from one existing urban area to another existing urban area as long as the current supply of designated greenfield area across the County does not increase. Where existing designated greenfield area is re-allocated, the lands removed from the designated greenfield area will be redesignated to agricultural and rural designations that do not permit the further development of these lands for urban uses.

5. The County shall target for approximately 32 per cent of new dwelling units to annually be provided through intensification after 2015.

6. The County shall target for an average density of 29 persons and jobs per hectare within the designated greenfield area. This assumes a minimum density of 46 persons and jobs per hectare for new residential applications within the designated greenfield area and a minimum density of 15 jobs per hectare on the Employment Area component of the designated greenfield area.

This density target will be measured over the entire designated greenfield area of the County, excluding the following features where the features are both identified in this Official Plan or any applicable provincial plan, and where the applicable provincial plan or policy statement prohibits development in the features: wetlands, coastal wetlands, woodlands, valley lands, areas of natural and scientific interest, habitat of endangered species and threatened species, wildlife habitat and fish habitat. The area of the features will be defined in accordance with the applicable provincial plan or policy statements that prohibit development in the features.

7. The Province and its agencies are encouraged to re-evaluate and revise the plans of subdivision within the designated greenfield area of Townsend with the objective of increasing the residential density.
8. To achieve the target set out in Section 4.B.5, the County shall implement the following Intensification Strategy:
 - a) Encourage and facilitate intensification throughout the built-up area of the urban areas subject to the other policies of the intensification strategy and this Plan;
 - b) Delineate the downtowns of six urban areas, Caledonia, Cayuga, Dunnville, Hagersville, Jarvis and Townsend as mixed use intensification areas and direct and encourage intensification in these areas;
 - c) Delineate two intensification corridors, Argyle Street in Caledonia and Main Street in Dunnville and direct and encourage higher density intensification to these areas;
 - d) Permit intensification within the stable residential neighbourhood component of the urban areas provided such intensification respects and reinforces the stability of the residential neighbourhoods, is not out of keeping with the physical character of those neighbourhoods, and is of a scale and built form that reflects the surrounding neighbourhood. The tests of appropriate intensification shall be determined through the compatibility criteria set out in Section 4.B.2) 11;
 - e) Permit and encourage the creation of secondary suites within the built up areas of the urban areas subject to determination by Council and the policies of Section 5.O;
 - f) Notwithstanding Section 8.H.1) b, all intensification and infill development within the built-up area may be subject to site plan control to ensure that the built form and physical look of the built form is compatible with the neighbourhood and include provisions for landscaping and screening if required;
 - g) To facilitate intensification, the County may offer development incentives such as: i) Reduced parkland dedication requirements; ii) Reduced parking standards; iii) Reduced Development Charges; and iv) As-of-right zoning; and
 - h) Plan for and encourage a range and mix of housing in the built up areas with higher density housing and employment directed to the intensification areas and corridors.

1) URBAN AREA ROLES

Special roles for each urban area are set out in this section to reflect the unique characteristics of each urban area.

1. Caledonia is the largest and fastest growing urban community in the County. Caledonia is bisected north and south by the Grand River. North Caledonia contains many of the community's heritage buildings and is home to Caledonia's industrial areas adjacent to Highway No. 6. South Caledonia has been the focus of most of the commercial and residential growth in the community. Caledonia's location near the City of Hamilton, the John C. Munro International Airport and Highway 6 provides a locational advantage for further residential, commercial and industrial growth.

COMMUNITY BUILDING**B. SERVICING**

1. The provision of municipal infrastructure such as roads, stormwater facilities, municipal water and sanitary sewers, is necessary to support urban development within the community. Haldimand County recognizes the importance of providing municipal infrastructure in a timely fashion and that the maintenance and sustainability of existing facilities is fundamental to the continued vitality and growth of the urban settlement areas of the County.
2. The urban areas of the County are serviced with water by Lake-based supply systems. Caledonia and Cayuga are serviced with Lake Ontario water from the City of Hamilton, while Jarvis, Townsend and Hagersville are serviced with Lake Erie water from a central water system based in Nanticoke. Dunnville is serviced by a separate lake based water system.

Each urban area has municipal sewage treatment facilities consisting of a treatment plant or lagoon. Lake Erie Industrial Park is also serviced with municipal water and sewer. Longer term servicing capacity building opportunities for each urban area and Lake Erie Industrial Park are being examined through Environmental Assessments and municipal servicing studies.

1) URBAN AREAS

1. New development and redevelopment in the Urban Areas shall generally proceed where the development is fully serviced by municipal water, sanitary sewers, adequate drainage and stormwater management facilities.

2) NON-URBAN AREAS

1. Generally, municipal water and/or sanitary sewer services shall not be provided to lands outside the designated boundaries of the Urban Areas. Development outside the designated boundaries of the Urban Areas shall be primarily serviced by individual water supply and sewage disposal systems. In only one instance, a private communal servicing system is being considered as a pilot project in accordance with the policies this Plan. The results of the pilot project will be used in determining the appropriateness of developing communal sanitary servicing systems in non-urban settlement areas of the County.

Development using on-site sanitary sewage systems shall require the prior evaluation and approval of such systems in accordance with the Ontario Building Code.

8. IMPLEMENTATION/INTERPRETATION**E. OFFICIAL PLAN REVIEW PROCESS**

1. As required by the Planning Act, the County is committed to reviewing this Plan at least every five years and more frequently for specific policies if necessary. Continuous monitoring shall be undertaken to address significant issues or changes in planning thought, to encourage effectiveness, viability and relevance of the objectives and policies of the Plan.

The County recognizes that changing social, economic and environmental conditions may necessitate amendments to the Official Plan from time to time. Prior to considering any

general amendment to the Official Plan, the County may require the preparation of studies and reports to assist in consideration of the issues.

F. SECONDARY PLANS

1. The Haldimand County Official Plan establishes broad land use policies designed to manage and protect the County's resources and to promote orderly patterns of development. However, there are areas within the County, particularly within the urban communities, that are presently undeveloped or experiencing redevelopment pressures. Development or redevelopment of some of these areas is expected to occur over the time frame of this Plan. In order to facilitate the efficient use of land and municipal services as well as promote good urban design, the County may adopt Secondary Plans for these areas of the municipality.
2. Secondary Plans shall be incorporated into this Plan through the adoption of an amendment to the Official Plan. Generally, prior to the adoption of a Secondary Plan by the County for a particular area, the County shall undertake a detailed land use, servicing and urban design review in which the following criteria will be considered:
 - a) existing and anticipated patterns of land use;
 - b) population projections;
 - c) existing and anticipated distribution of housing types and densities;
 - d) provision for adequate and appropriate areas for commercial, institutional and other community-oriented facilities;
 - e) provision for parks and open space facilities;
 - f) environmental constraints;
 - g) development of a network of arterial, collector and local roads that facilitates the efficient movement of vehicular and pedestrian traffic;
 - h) servicing considerations relating to the provision of water, sanitary sewers and storm water management;
 - i) phasing considerations; and
 - j) establishment of criteria and principles with respect to streetscape, heritage considerations, buffering, landscaping, urban design and other matters as deemed appropriate by the County.
3. Generally, while Secondary Plans may be used to assess all areas experiencing development or redevelopment pressures in the County, two specific areas have been highlighted in the Official Plan as Secondary Plan Areas. One area is located in Caledonia along Argyle Street South, south of Braemar Avenue/Celtic Drive to the Sixth Line.
4. The main purposes for the Secondary Plan area along Argyle Street South in Caledonia is to:
 - a) establish urban design guidelines and massing considerations for the commercial development anticipated to be developed along this corridor;
 - b) establish appropriate transportation guidelines addressing roadway cross-sections and entrance locations; and
 - c) assess the impact of the above guidelines on adjacent residential areas.

GLOSSARY

Comprehensive Review: means an official plan review which is initiated by a planning amendment which is or adopted by a planning authority, which:

1. is based on a review of population and growth projections which reflect the County's projections and allocations and *provincial plans* as defined by the Provincial Policy Statement; considers alternative directions for growth; and determines how best to accommodate this growth while protecting provincial interests;
2. utilizes opportunities to accommodate project growth through *intensification* and *redevelopment* as defined in the Provincial Policy Statement;
3. confirms that the lands to be developed do not compromise *specialty crops areas* as defined by the Provincial Policy Statement;
4. is integrated with *infrastructure and public service facilities* as defined by the Provincial Policy Statement; and
5. considers cross-jurisdictional issues.

Prime agricultural area: means areas where prime agricultural lands predominate. This includes: areas of prime agricultural lands and associated Canada Land Inventory Class 4-7 soils; and additional areas where there is a local concentration of farms which exhibit characteristics of ongoing agriculture. Prime agricultural areas may be defined by the Ontario Ministry of Agriculture, Food and Rural Affairs using evaluation procedures established by the Province as amended from time to time, or may also be identified through an alternative agricultural land evaluation system approved by the Province.

Prime agricultural land: means an area where prime agricultural land predominates and includes Canada Land Inventory Class 1 to 3 agricultural soils. Prime agricultural areas may also be identified through an alternative land evaluation system approved by the Ministry of Agriculture, Food and Rural Affairs."

5.9 Town of Haldimand Zoning By-law no 1-H 86, as amended:

The Town of Haldimand Zoning By-law 1-H 86, was implemented through an OMB order in March 1987. While this By-law has been amended over the years, its base still represents 1986 planning theory and terminology (**Appendix 'E'**).

More recently, the County of Haldimand began a Comprehensive Zoning By-law Review in 2015, however, shortly after the release of the discussion paper, the Provincial Government proposed, and ultimately made changes to the Planning Act and Provincial Planning Policy. As such the comprehensive review of the County's Zoning By-law was placed on hold.

In addition, due to the provincial changes in governing policy, the County of Haldimand will begin a Municipal Comprehensive Review/Official Plan Review in 2019. At the conclusion of this Official Plan Review, and subsequent implementation of the plan, it is expected that the previous Comprehensive Zoning By-law Review will be continued to bring the County's zoning into conformity with its new Official Plan.

As such, Zoning By-law 1-H 86, as amended continues to be in full effect at this time.

6.0 Planning Justification:

6.1 Site Suitability:

The *Proposed Boundary Expansion Lands* are located on eastern edge of the current Caledonia urban boundary which would provide the contiguous growth described in the Provincial Policy Statement (PPS). Its proximity to the City of Hamilton will provide business opportunities that will strengthen the local economy, which in turn will bring new residents looking to capitalize on the affordability and small town atmosphere of Caledonia. The Class 2-4 soils will ensure Class 1 soils are protected, and the existing roadways, and possible future provincial highway will provide transportation options to residents or businesses/industries that wish to locate here.

Finally, the ground is relatively flat, with just enough variation to allow for interesting development layouts that can easily be serviced through the pending Avalon (McClung) development.

6.2 Provincial Policy Statement (2014):

The PPS mandate that sufficient lands shall be made available to accommodate an appropriate range of housing and employment needs based on projections for the planning horizon or 20 years (1.1.2). This can be achieved through intensification, redevelopment or designated growth areas where settlement areas shall be the focus of development (1.1.3.1). Where it has been determined that insufficient lands to be the demands of the planning horizon are available, boundary expansion for settlement areas can only occur at the time of a comprehensive review (1.1.3.8). They must clearly demonstrate that there is insufficient land area available and that projected needs cannot be met through intensification or redevelopment. If the proposed boundary expansion includes prime agricultural lands, it must be demonstrated that there is no viable alternative, no speciality crop lands and that the expansion of the settlement area is mitigated to the extent possible (1.1.3.8.c,d,e). If all of the criteria outlined in section 1.1.3.8 are met, planning authorities may remove lands from prime agricultural area designation.

The inclusion of the *Proposed Boundary Expansion Lands* into a Caledonia Urban Expansion would create a contiguous development area that is sensitive to the surrounding agricultural uses, while maximizing the efficiencies of the existing infrastructure.

6.3 Growth Plan for the Greater Golden Horseshoe (2017):

Expansion of the delineated urban area boundary area can only occur at the time of a municipal comprehensive review. The Ministry has established guidelines (2.2.1.5) to be used by

municipalities for the assessment of lands required for the implementation of the Growth Plan forecasts. Based on the established guidelines, boundary expansion (2.2.8) will be determined based on minimum intensification and density targets for greenfield areas. The boundary expansion must provide sufficient lands (2.2.8.2) to accommodate all anticipated growth while minimizing land consumption. The property known as 316 McClung Road in conjunction with *Proposed Boundary Expansion Lands* to be included within the anticipated boundary expansion of Caledonia (i.e. built-up area) is supported by the Growth Plan as part of the lands required to meet the forecasted growth of the area. The *Proposed Boundary Expansion Lands*, would form a contiguous expansion boundary from the existing settlement boundary area (2.2.8.4.a.i) that would be strategically located between Caledonia and the City of Hamilton.

Understanding the employment and population growth anticipated through ‘Places to Grow’, as well as the available undeveloped, or underdeveloped land within Haldimand County, it is likely inevitable that Caledonia will be forced to increase its available urban development area. The inclusion of the *Proposed Boundary Expansion Lands* would resolve this growth pressure and allow for logical, strategic, and justified development area that would positively add to the existing Caledonia fabric.

6.4 Haldimand County Official Plan:

The County’s current Official Plan has a planning horizon of 2026. At the time of the creation of the Plan, Hemson Consulting Ltd. had conducted a population forecast (2004). It was determined at that time, that sufficient lands were available to meet forecasted demands for the planning horizon (2004-2026) of the 2006 Official plan. Subsequently in 2014, Watson & Associates developed a similar forecast from the years 2011–2041. The Watson report concluded that “Haldimand County was well positioned to capture a modest share of the total population and employment growth forecast across the Greater Golden Horseshoe (GGH) over the next 30 years”. The report went on to conclude that an ultimate population of 64,000 would be realized in 2041. This translates into approximately 7,300 new dwellings between 2011-2041.

As part of the current Municipal Comprehensive Review/Official Plan Review, the County retained Watson & Associates to again develop population growth forecast. This study has not yet been concluded but is expected to reiterate the previous studies conclusions.

In 2019, Haldimand County will begin its Municipal Comprehensive Review/Official Plan Review and once again need to revisit the idea of land supply to meet the forecasted demand. The next planning horizon (20 years - 2046) will take the County beyond population forecast outlined in the Growth Plan and (2014) Watson & Associates study.

It is anticipated that the most dominant land use within Haldimand County will remain agricultural, with much of these lands to be considered “Prime Agriculture” (Class 1 – 3). The County recognizes the PPS directive to protect prime agricultural lands, but notes that any urban expansion will require the utilization of these lands and that it is unavoidable (3.A.1.4).

Within the County, there are significant deposits of Gypsum. Within the existing urban boundary, there is a deposit of significant size (**Appendix 'D'**), centrally located within the future development lands (3.A.3.1). There are also several abandoned mines noted within the urban development lands as well (**Appendix 'D'**). The County notes that underground mining may diminish the capability of these lands to support structures and that engineering studies must be conducted prior to construction (3.A.3.4). Within the urban boundary of Caledonia, Gypsum extraction has resulted in some of this land to be unable to support a range of structures (3.A.3.6). The limitation of the land, within the current urban boundary, that still contain this significant resource (to be protected) and areas that are unsuitable for development or contain underlying hazards (3.A.3.7), need to be accounted for in determining the availability of lands for future development.

Finally, existing and proposed infrastructure (including roads) will need to be evaluated in regard to possible growth areas and urban expansion. The goal will be to minimize new facilities, while maximizing the utility of existing infrastructure. The *Proposed Boundary Expansion Lands* (**Figure 2**) would allow for a logical continuation of services from the approved McClung (Avalon) subdivision(s), as well as maximize the use of the existing roadways.

6.5 Township of Haldimand Zoning By-law no 1-H 86, as amended:

Any Urban Expansion of Caledonia (wherever it may occur), will require new Zoning By-law regulations. These Zoning By-law regulations will need to consider existing and proposed uses, environmental features, existing and proposed infrastructure, while being in conformity with the anticipated new Official Plan. The inclusion of the *Proposed Boundary Expansion Lands* into the Caledonia urban boundary, would allow for a mix of residential, commercial and industrial uses.

7.0 Review of the Requested Caledonia Urban Expansion Area:

The *Proposed Boundary Expansion Lands* are located on eastern edge of the current Caledonia boundary. Their inclusion into the Caledonia Urban Boundary would create a contiguous development area that could be efficiently serviced from the pending Avalon (McClung) development.

The *Proposed Boundary Expansion Lands* include the Municipal McClung Soccer Park and Haldimand Road (Hwy 66), as well as the subject property (316 McClung Road). In addition to the existing arterial Right-of-Ways, the provincial government is planning on developing a future 400 series highways system that will likely abut Caledonia to the north. If realized, the *Proposed Boundary Expansion Lands* would be strategically located next to attract industrial, commercial and residential uses from Hamilton and the GTA to the area, providing a stronger and more diverse local economy and generating a deeper tax base.

The approved Avalon (McClung) development in Caledonia is expected to provide approximately 3,000 dwellings, given the most recent (2014) growth forecast, an additional 4,300 dwellings will be required, not to mention the supporting commercial and industrial uses. By strengthening

Caledonia, the County of Haldimand will further establish the commercial, residential, and economic centre of Haldimand in a strategically located area, while preserving the rural and hamlet character of the remaining county.

Finally, the *Proposed Boundary Expansion Lands* are located within the same Ward (i.e. Ward 4), as well as within the same Land Claims tract. These features will simplify matters once development occurs.

These combined factors make the *Proposed Boundary Expansion Lands*, including the Subject property, a strategic and logical location for Caledonia's urban expansion.

9.0 **Conclusion:**

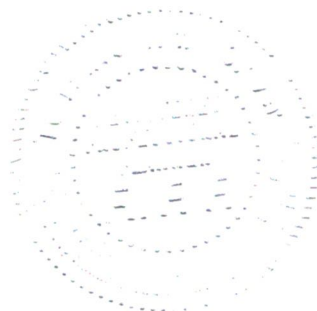
It is the Author's professional planning opinion as a Registered Professional Planner, that given the respective provincial policies, surrounding conditions, anticipated population and employment growth, proximity to larger urban markets (i.e. Hamilton), and opportunity to expand Caledonia's urban boundary in a logical, efficient, and contiguous manner, that the *Proposed Boundary Expansion Lands* including the subject property should be included in any future Caledonia urban boundary expansion.

I hereby certify that this Planning Justification Report was prepared and reviewed by Registered Professional Planner (RPP), within the meaning of the Canadian Institute of Planners and the *Ontario Professional Planners Institute Act, 1994*.



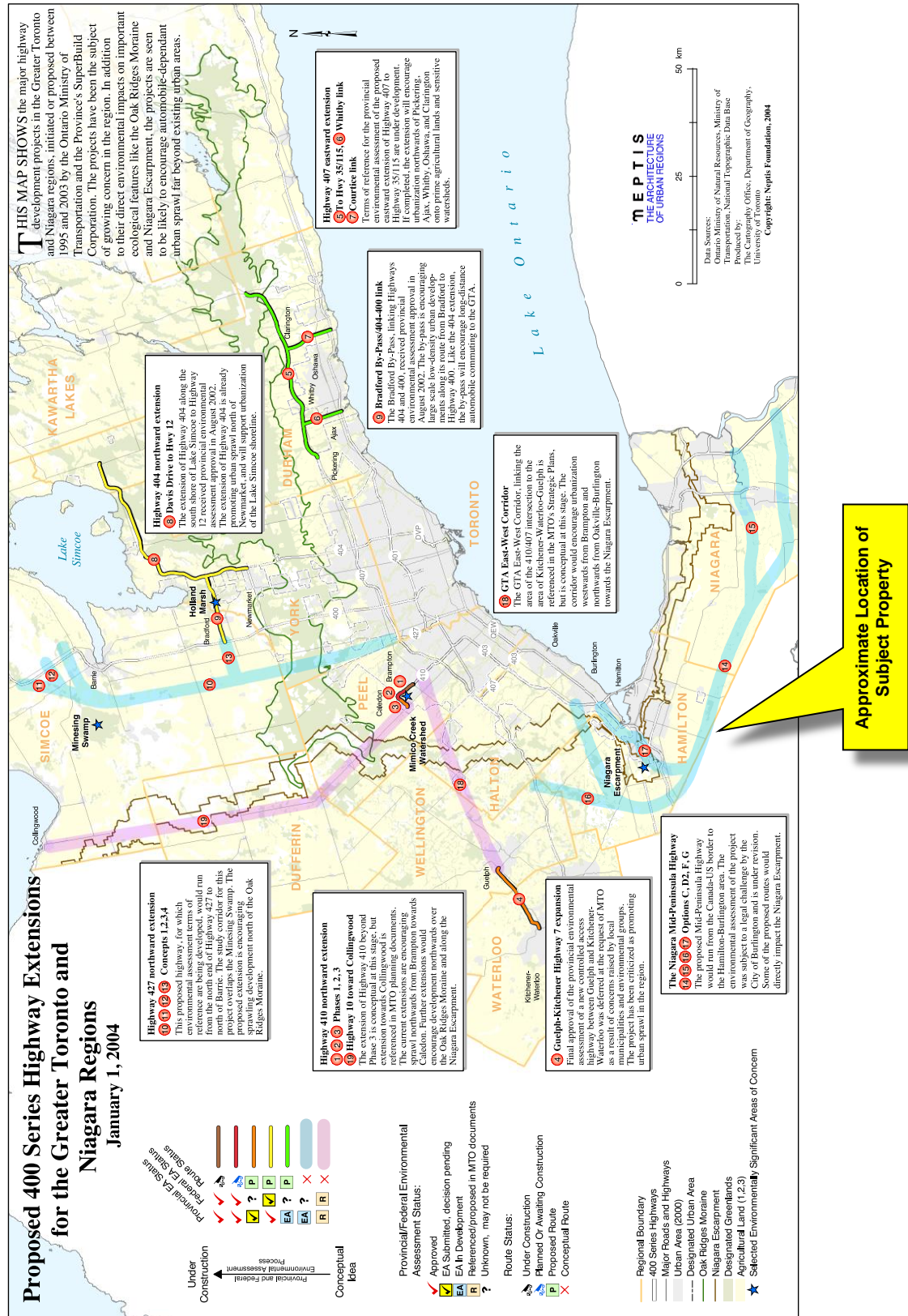
Terrance Glover, RPP, CPT
Principal

Urban in Mind, Professional Urban Planning, Land Development & CPTED Consultants

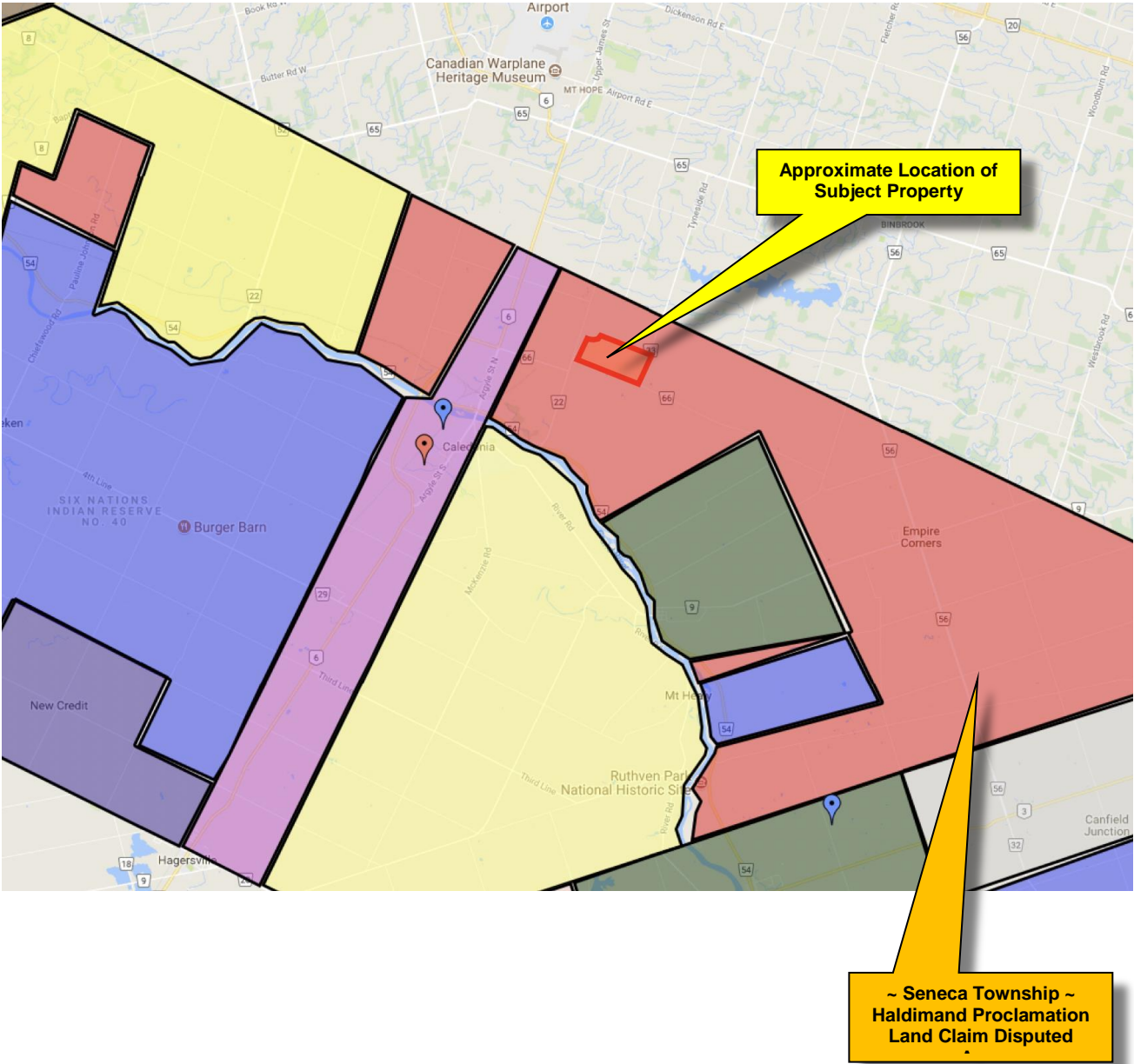


Appendix 'A'

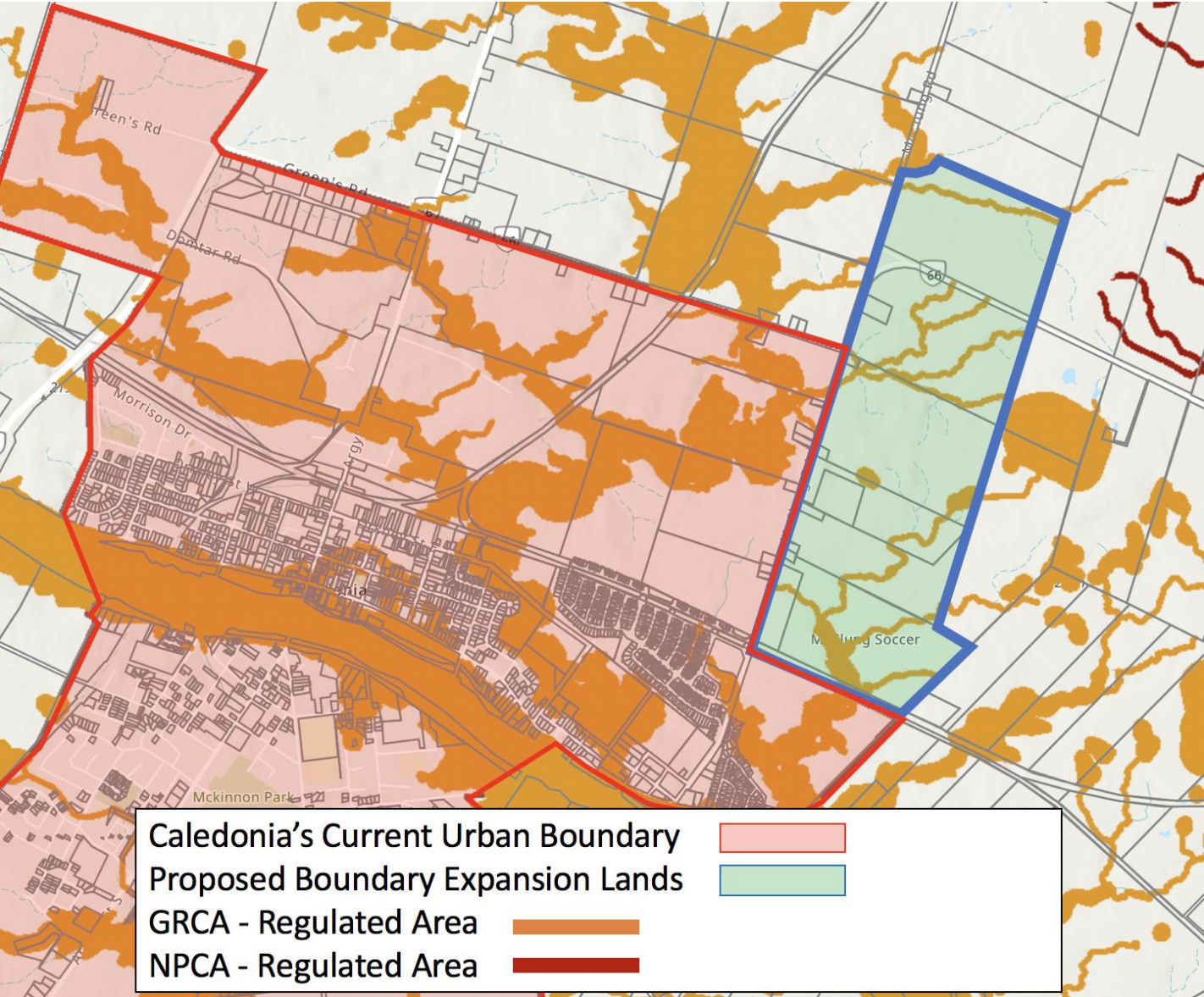
Conceptual Mid-Peninsula '400 series' Highway Corridor



Appendix 'B'
Disputed Land Claims - Indigenous Peoples (Six Nations):

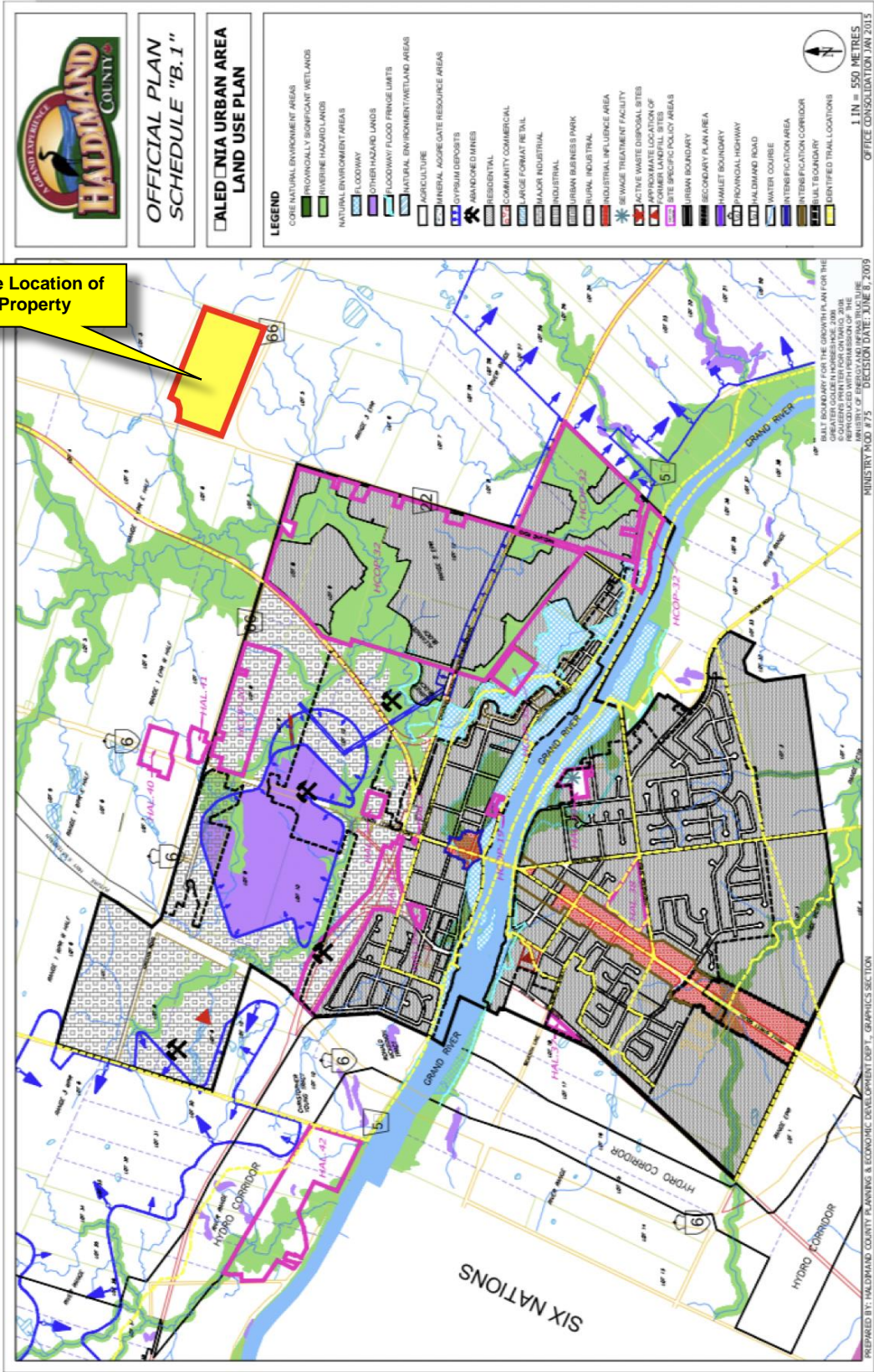


Appendix 'C'
Conservation Authority – Regulated Areas



Appendix 'D'
Haldimand County Official Plan – Schedule “B.1” – Caledonia Urban Area Land Use Plan

Approximate Location of
Subject Property



Appendix 'E'
Town of Haldimand Zoning By-law No. 1-H 86, as amended – Schedule A1 - excerpt

