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# HALDIMAND COUNTY

## Report PDD-04-2021 Growth Management Strategy and Official Plan Amendment – Phase 1



For Consideration by Council in Committee on February 9, 2021

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### OBJECTIVE:

To introduce the final growth management strategy for Council's consideration and present draft Official Plan Amendments related to the County's urban areas, growth forecasts, and growth targets.

### RECOMMENDATIONS:

1. THAT Report PDD-04-2021 Growth Management Strategy and Official Plan Amendment – Phase 1 be received;
2. AND THAT the final Growth Management Strategy outlined in Report PDD-04-2021 be accepted as the basis for an Official Plan Amendment;
3. AND THAT the Official Plan Amendment attached to Report PDD-04-2021 be adopted in principle and that staff be directed to bring the final Haldimand County Official Plan Amendment – Phase 1 to Council in Committee for adoption following review by the Ministry of Municipal Affairs and Housing;
4. AND THAT a request be made to the Minister of Municipal Affairs & Housing to approve the alternative population forecast and intensification targets for Haldimand County set out in Report PDD-04-2021.

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### EXECUTIVE SUMMARY:

This report relates to Phase 1 of the County's Official Plan Update and provides a summary and direction for the growth needs for Haldimand County and the associated Official Plan Amendment for land supply within the municipality's six urban areas. Phase 1 of the Official Plan Update focuses on the growth management strategy (GMS) – i.e. where and how the County will grow - based on population projections and a lands needs assessment. Through the GMS, the following items are addressed:

- Align the six (6) urban area boundaries with market demand and servicing capabilities;
- Identify the final urban area boundary expansion proposal for Caledonia, including servicing requirements;
- Identify final urban area compressions and de-designate surplus urban lands in Jarvis and Townsend;
- Categorize the employment land supply and identify:

- the areas to be protected for employment purposes;
  - lands for conversion with recommendations for alternative designations (including Georgia Pacific lands in Caledonia; Frank Marshall Business Park lands in Dunnville); and
  - appropriate employment area density targets.
- The minor extension of the northwest and northeast urban boundary of Dunnville;
  - Formalize the long-term water servicing strategy for the communities along the Highway 6 Corridor, as well as Cayuga; and
  - Review of requests submitted on the behalf of private property owners for extensions to the urban boundaries of Caledonia and Hagersville.

Should Council accept the growth strategy report and adopt the Official Plan Amendment 'in principle', staff will work with the Ministry of Municipal Affairs and Housing to address Provincial comments and any requirements for modifications. Once that work is complete, a final amendment will need to be brought to Council for final formal adoption prior to the Province giving its final decision. It should be noted that a significant amount of pre-consultation work has taken place with Ministry of Municipal Affairs & Housing (MMAH) staff on the growth strategy. This pre-consultation dates back to the fall of 2019 and includes several meetings since, to overview the concept and ensure there were no significant concerns or issues with the strategy moving forward. MMAH staff have been generally supportive to date but have required a staged approach to County approvals (including the subject 'approval in principle') given the on-going multi-Ministry review of the County's work.

## **BACKGROUND:**

In August 2019, Haldimand County Council approved the Population, Household and Employment Forecasts Update (2016 to 2046) which was prepared by Watson & Associates Economists Ltd. ('Watson'). As part of its consideration of those forecasts, Council also approved in principle a preliminary growth strategy which was to serve as the basis for an Official Plan Amendment relating to growth distribution amongst the County's urban areas. In particular, the growth strategy introduced the concept of 'right sizing' the County's urban areas by looking at a series of urban boundary changes (some expansion, some contraction) that better align land supply with demands, servicing capabilities, and suitability of location (i.e. free from/with limited constraints).

The Official Plan Update, part of which includes the growth strategy, was formally initiated with the project start up public meeting on January 14, 2020. Staff report PED-PD-01-2020 was presented to Council to introduce the scope of work and phasing of the Official Plan Update program. The project was outlined to proceed in 2 distinct phases as follows:

- Phase 1: Growth Plan conformity – focusing on the growth-related policies (including urban boundary changes) for the six urban areas of the County: Caledonia, Cayuga, Dunnville, Hagersville, Jarvis and Townsend.
- Phase 2: General Official Plan Update – comprehensive review of the Plan, with particular attention placed on the agricultural and natural heritage systems as well as affordable housing, cultural heritage, lakeshore hazards, climate change and parkland. Any potential for lakeshore node and hamlet expansion will also be addressed as part of Phase 2.

The purpose of this report is to introduce the final growth management strategy and an implementing Official Plan Amendment as it relates to Phase 1 of the project.

## ANALYSIS:

The first phase of the County's Official Plan Update focuses on a long term growth management strategy for the various urban areas. This is required under the Province's *Planning Act* and is a key part of the County's work towards achieving conformity with the Province's Growth Plan. The Growth Plan requires municipalities to complete a land needs assessment in accordance with a Province-issued methodology as part of any municipal comprehensive review (Official Plan update). That work has been undertaken by staff along with the project consultant, Matt Reniers. To that end, a number of key provincial requirements have set the parameters for the work, in particular, the updated Official Plan must:

- Accommodate Provincial 2051 forecast of 75,000 residents and 29,000 jobs;
- Accommodate an additional population of 30,000 new residents, 12,700 new households and 11,000 new jobs by 2051;
- Set intensification targets for existing built areas in urban communities;
- Set a minimum target of 40 residents and jobs per hectare in new community areas;
- Plan for and protect employment lands; and
- Conform to Provincial Policy Statement.

All of these Provincial requirements have been incorporated in the work completed and introduced in this report. In the view of staff and the project consultant (Matt Reniers), all of these requirements have been met responsibly and with an achievable plan for long term growth in the County.

### Approach to the Growth Management Strategy

Fundamental to the growth management strategy is the aim to meet our growth pressures responsibly by 'right-sizing' our urban areas relative to need and demand while ensuring broad growth opportunity throughout the County. In this regard, by applying the principles previously endorsed by Council, the growth strategy aims to accomplish this by:

- eliminating some of the oversupply through urban boundary compression, with the main focus areas being Jarvis and Townsend to align with servicing capacity;
- increasing supply in areas where demand is high and growing through urban boundary expansion, with the main focus being Caledonia and secondarily Hagersville;
- adjusting designations to better build community, integrate land uses and proactively respond to changing land needs, with the main focus being the Frank Marshall Business Park in Dunnville and the north end of Caledonia around the former Georgia Pacific plant; and
- eliminating harder to develop areas such as:
  - lands surrounded by/with constraints throughout (floodplain, undermined, etc.)
  - small, isolated pockets of land
  - lands with limited connectivity (to existing road network, servicing infrastructure, etc.).

As part of the formative stages of the strategy, a series of principles were approved by Council (i.e. in August 2019). These principles were approved for use in the growth management strategy (GMS) and to guide the drafting of the Official Plan Amendment and are as follows:

- Rationalize land supply relative to market demand;
- Align servicing capabilities and capacities to land demand and supply;
- Re-examine existing designations to respond to changing markets, to build a stronger community, and to ensure appropriate balance of land use;
- Create opportunities for economic development and managed growth;
- Create conditions for contiguous assemblages of lands for (future) comprehensive development;
- Avoid areas that are not feasible and/or cost effective to develop; and
- Avoid areas that would lead to major capital works to bring lands 'on line'.

## Urban Area Recommendations

The updated Growth Strategy is laid out in more detail below for each urban area and demonstrated in the GMS report at Attachment 1 and the associated Official Plan Amendment at Attachment 8:

- Caledonia - the strategy focus and proposed Official Plan Amendment for Caledonia is summarized as follows:

1. Urban boundary expansion of 125 hectares (309 acres) of employment land at the northwest end of Caledonia with exposure to existing and future extensions of the Provincial Highway system, which also has potential to be serviced and has limited development constraints. This land is situated in an area that is large enough and contiguous enough to be planned and developed as a business park in accordance with the Council approved Economic Development Strategy.

The expansion would be partially off-set by a contraction of approximately 38 hectares (94 acres) of employment land at the northwest edge of the urban area. These lands have been identified given they are challenging to service, have development constraints (with natural hazard, undermining hazard and regulated area) and access limitations due Highway 6 corridor controls. The expansion is further offset by the net contraction of 48 hectares (119 acres) of employment land in Jarvis. The overall net increase in employment lands is only 39 hectares (96 acres) but will allow for the development of a serviced industrial park that is well-located to compete regionally for new employment growth.

2. Urban boundary expansion of approximately 211 hectares (522 acres) of residential land is proposed at the north-east edge of the community. This area aligns with expected long term need to 2051 and is identified given it can be serviced, presents opportunity to develop on both sides of major servicing corridor (i.e. water transmission main and sanitary along #66 and McClung Road), has limited development constraints and consists of land parcels that are large enough to allow for continuation of master community planning in this portion of Caledonia. These lands are suitably identified as residential given the compatibility with the lands that surround them (i.e. agricultural, natural areas, recreational and residential). Given there is a longer term need for this supply coming on-line, it will be necessary to develop policy that clearly sets out requirements for phasing (e.g. physical development of these lands permitted only when existing designated lands are approaching build out/supply diminishing), secondary planning (e.g. to further set out type of residential land uses, densities, opportunities for neighbourhood commercial, etc.) and detailed servicing plans/infrastructure being in place.
3. Urban boundary expansion of approximately 53.5 hectares (132 acres) is identified as 'future development' at the north end of Caledonia. These lands are a logical part of the urban settlement area given the location, the mixture of uses within the area (institutional, commercial, and residential), servicing strategies, and proximity to Highway 6. These lands would serve longer term need in the community and further secondary planning would be required to identify the scope and range of land uses, as well as timing and phasing of development. Staff are proposing a policy framework for these lands that clearly sets that out, with emphasis of development focus on residential and commercial. Including these lands now allows for certainty relative to long term growth and servicing planning.
4. Urban boundary expansion, 39 hectares (96 acres) is also proposed for the lands developed as the McClung Soccer Park; however, these lands would be given a non-development designation of Major Open Space and are not to be considered as part of

any supply given they are not available for development due to long term legal agreements that govern those lands and limit them to recreational soccer facility use. Inclusion of these lands is logical given the adjacent lands to the south are already within the urban boundary and the lands adjacent to the north are proposed to be included as additional residential supply. This creates a continuous urban boundary.

5. A series of designation changes for lands within the urban area are also proposed. These focus on the lands on the east side of Argyle Street North surrounding and including the former Georgia Pacific plant (now a demolished/vacant site) and lands immediately west which encompass vacant and underdeveloped industrial (employment) lands that include large undermined pockets. The lands on the east side are ideally positioned for a mixture of residential, commercial, open space/recreational and natural areas and would see designations introducing such land use as part of the amendment. The County has received applications for zoning amendment and draft plan of subdivision for these lands. Staff brought these applications forward in December (to Council in Committee) as part of a public meeting and information report. It was noted within the staff report at that time that the land use designation was being assessed as part of the on-going Official Plan update Phase 1. The lands on the west side of Argyle Street North, would see more flexibility for employment uses and conversion (to other use) opportunities introduced. This new vision would allow for the development of a community gateway along Argyle Street North. It would build off of and complement recent and proposed developments in the vicinity (e.g. commercial developments like Food Basics, Empire's Gateway draft approval) by adding commercial, institutional and residential land. Existing undermined land is proposed to be turned into recreational space thus creating a contiguous built community along Argyle Street that links with the existing developed community.

Of note, the potential expansion of Caledonia has been assessed as part of a functional servicing review (FSR) that was completed by JL Richards and C3 Water. The FSR serves as a fundamental technical support and provides an appropriate degree of certainty relating to the serviceability and suitability of the expansion lands for development. The FSR examined water, wastewater, stormwater and transportation impacts and needs as a complement to the Caledonia Master Servicing Plan which is also now complete and ready to bring to Council in the near future. The analysis factors in the construction of a new wastewater treatment plant on the north side of the Grand River would service existing greenfield (vacant) lands in Caledonia as well as potential future expansion lands. The analysis also factors in the sewage pumping station currently under construction on the east side of Argyle Street North, which is part of the Empire Gateway project and which can be expanded in future to accommodate the proposed expansion lands. The conclusions of the FSR are that other than new sewage treatment capacity, the majority of infrastructure works/upgrades would be developer driven/funded (i.e. local service), and that there are no system constructs/installations that cannot be addressed.

#### *Urban Area Submissions:*

A number of boundary expansion/designation change submissions were received through the consultation stage of Phase 1 for urban Caledonia. Those submissions are briefly summarized below and examined in more detail in the study included at Attachment 1. As follows:

- Empire Communities – for 53.5 hectares (132 acres) of land in the north-east area of Caledonia for residential purposes.
  - Staff recommendation: these lands are included as part of the residential expansion described above.

- Coscorp Inc. – for 83 hectares (205 acres) of land spread over two parcels in the south east area of Caledonia for residential purposes.
  - Staff recommendation: not to include in the urban area expansion described above. The lands exceed the long term supply needs of Caledonia and no justification is provided.
- Green Horizons Holding Inc. – for 101 hectares (249 acres) of land in the north-west area of Caledonia for employment and future development purposes.
  - Staff recommendation: a portion of the lands is recommended to be included in the employment area expansion (approximately 20 hectares/49 acres). The balance of the lands are beyond the longer term supply needs and limited justification is provided.
- Urban in Mind – for 40 hectares (99 acres) of land in the north-east area of Caledonia for residential purposes.
  - Staff recommendation: not to include in the urban area expansion described above. The lands exceed the long term supply needs of Caledonia and no justification is provided.

A map summary of the above changes and requests is shown on Attachment 2.

- Cayuga – the strategy focus and proposed Official Plan Amendment for Cayuga is summarized as follows:
  1. Modify 7 hectares (17 acres) of land along the northern boundary area of Cayuga and fronting on Highway 54 from the Employment Area designation but maintain the Urban Business Park designation to allow for more flexibility in the development of this area (e.g. potential for future conversion).
  2. Designate approximately 3.5 hectares (9 acres) on the north side of Talbot Street East as Employment Area. This will add a greater opportunity for job growth and availability of municipal infrastructure, as well as long term protections of this as an employment supportive location.

The Growth Strategy does not include any recommendations for urban boundary changes for Cayuga, and it is noted that the limiting factor for growth and development to 2051 is the existing wastewater treatment facility capacity. Enhancements (upgrades) and/or plant expansions will be required to accommodate future growth needs beyond the existing urban area.

A map summary of the above changes and requests is shown on Attachment 3.

- Dunnville – the strategy focus and proposed Official Plan Amendment for Dunnville is summarized as follows:
  1. A series of designation changes for lands within the urban area are proposed. These focus on the lands in/around the Frank Marshall Business Park which measure approximately 66 hectares (163 acres). The proposal is to reposition 20 hectares (49 acres) of this area from employment to residential. This would serve to address, in part, the limits of residential land supply for Dunnville. The balance of the lands (44 hectares/114 acres) would remain focused as urban business park uses (light industrial with supportive businesses). This change would also serve to eliminate the surplus employment land supply in Dunnville. At this time, the designation would be 'Future Development' with the requirement for further technical analysis being required relative to floodplain assessment. This work is necessary to inform the final land use type.
  2. Urban boundary expansion of approximately 1.75 hectares (4 acres) of residential land is proposed at the north-west edge of the community along Cross Street West. The parcel has been assessed for functional development and servicing capabilities and would serve

to meet (in part) the need for additional residential land in the community. An adjustment of the urban boundary at the north-east edge of the community is also proposed in the order of 23 hectares (57 acres) extending the boundary out to Logan Road. The land use of that area is envisioned as mostly residential but will be categorized as 'Future Development' until floodplain work is completed to fully inform final land use.

A map summary of the above changes and requests is shown on Attachment 4.

- Hagersville – the strategy focus and proposed Official Plan Amendment for Hagersville is summarized as follows:
  1. Re-designate 43 hectares (106 acres) of land in the northern region of Hagersville from Agriculture to Urban Business Park and Employment Area. These lands are already within the urban boundary for Hagersville and do not require any expansion.
  2. Re-designate 27 hectares (67 acres) of land that front on King Street East from Agriculture to Residential. These lands are already within the urban boundary and proposed for development by Empire Communities (through formal planning applications that have now been submitted).
  3. Urban boundary expansion of approximately 11 hectares (27 acres) on King Street East to be added to the boundary of Hagersville and designated Residential. This request was received from Empire Communities and the lands would be developed in conjunction with the lands to the west and identified through Area 2 (above). It is noted that approximately 3 hectares (7 acres) of the lands are classified as a woodlot and would not be included within developable lands. These lands are also intended to be included to balance removal of Area 4 (see below).
  4. Urban boundary contraction of approximately 8 hectares (20 hectares) adjacent to the LaFarge Canada quarry operation. These lands are presently designated Agriculture and would retain the classification moving forward. The removal of these lands would not impact development as the parcel is constrained due to operation of the quarry. The removal of these lands would be balanced by the addition of Area 3 on the north side of Haldimand Road 20.

It should be noted that recently staff received communication from LaFarge that indicates their long term plans (i.e. looking 15 to 20 years out) and how those will impact on the Livingston subdivision area on the north side of King Street East, near the arena. These plans will likely have the effect of limiting development of the future Phases 2 and 3 lands of the Livingston project (approximate yield of 400 residential units) in excess of 20 years (i.e. when the life of the extraction activity is factored in). Given this, staff are of the opinion that an additional off-setting of lands should be examined (similar to what is proposed in #3 and #4 above). The add-in lands (i.e. those lands to be brought into the urban boundary) will need to be determined by staff in consultation with Matt Reniers and this analysis will be brought back as part of the formal adoption of the final Official Plan Amendment in the coming months.

#### *Urban Area Submissions:*

Two (2) submissions for boundary expansion and related designation amendment were received through the consultation stage of Phase 1 for urban Hagersville. Those submissions are briefly summarized below and examined in more detail in the Growth Strategy Report included at Attachment 1. As follows:

- Format Group Inc. – for 40 hectares (99 acres) of land spread over two parcels in the south west area of Hagersville for residential purposes. The lands are located on either side of Concession 12 Walpole, between Sandusk Road and Highway 6.
  - Staff recommendation: not to include in the urban area expansion described above. No justification for the expansion was provided.
- DG Group – requested to have 2 parcels added to the Hagersville urban boundary. The parcels, which total approximately 111 hectares (274 acres) are located south east of the current boundary, south of Haldimand Road 20 and adjacent to the hydro corridor. The first parcel, 23 hectares (58 acres), is located south west of the intersection of Haldimand Road 20 and Cheapside Road and intended for employment uses. The second parcel, with an area of 88 hectares (218 acres) is adjacent to the Hagersville boundary, south of Haldimand Road 20, and is proposed for residential development.
  - Staff recommendation: not to include in the urban area expansion described above. No supporting information was provided to demonstrate servicing for the lands.

Notwithstanding staff's recommendations on these urban area submissions, given the recent information from LaFarge, these submissions and other property will be evaluated as part of the off-setting land concept identified in the section above relative to key measures such as the ability to service, inter-relation with existing land identified for development, ease of development, and other matters such as proximity to prime agricultural land, natural features and hazards.

A map summary of the above changes and requests is shown on Attachment 5.

- Jarvis – the strategy focus and proposed Official Plan Amendment for Jarvis is summarized as follows:
  1. Urban boundary contraction of approximately 52 hectares (128 acres) of employment land at the northeast edge of the urban area. These lands have been identified given the servicing limitations. These reductions would still leave approximately 13 hectares (32 acres) of surplus employment lands in the community.
  2. Urban boundary contraction of approximately 74 hectares (183 acres) of residential land at the south end of the urban area. These lands have been identified given they are challenging to service and have development constraints (with hazard/regulated area and lagoon development separation requirements). These reductions would still leave approximately 51 hectares (126 acres) of residential land for development representing growth of over 550 units at a very conservative density level.
  3. Minor boundary expansion – 4.4 hectares (10.8 acres) for Urban Business Park purposes. The addition of these lands in the north end of Jarvis would represent a minor adjustment to the Jarvis boundary and will serve to round out and provide for a cohesive boundary line for the community, while also 'capturing' a number of existing employment type developments in this area.

Most importantly, the adjustments (primarily contractions) to the boundary of Jarvis also serve to align land supply with serviceability considering the completion of the Environmental Assessment to add wastewater capacity by constructing a forcemain to Townsend. The realignment of land supply for Jarvis results in the vacant land supply (residential, commercial, industrial) aligning with the total capacity that will become available upon completion of that work in 2021.

A map summary of the above changes and requests is shown on Attachment 6.



- Townsend - the strategy focus and proposed Official Plan Amendment for Townsend is summarized as follows:
  1. Urban boundary contraction of approximately 208 hectares (514 acres) of residential land. These lands are surplus to market demand and the majority are frozen for development by the Province (i.e. due to ownership by Infrastructure Ontario). While there are presently no servicing capacity constraints for these lands, Council has approved the construction of a forcemain from Jarvis to Townsend that will service the growth in that community, thus creating limitations in terms of what can be accommodated with respect to Townsend's land supply. The urban boundary reductions would significantly reduce the surplus in Townsend bringing it down to approximately 8 hectares (20 acres).

A map summary of the above changes and requests is shown on Attachment 7.

Overall, the intent of the Growth Strategy is to ensure any urban expansion is generally off-set by contractions in the areas with low demand to meet Provincial policy requirements. The strategy will reduce the amount of over-supply which is in line with Provincial Policy. More specifically, the plan presented herein would see an (approximate) addition in total urban area in the County of 45 hectares (111 acres) which represents a very modest increase that is in line with meeting demand in communities that are experiencing development pressures (i.e. Caledonia). The draft Official Plan Amendment, included as Attachment 8, lays out the necessary changes to the OP to implement the above strategy.

### **Density & Intensification Targets**

As part of the Official Plan Update, the County is required to set targets for various areas/uses, including greenfield areas (referred to as 'Community Lands' and which represent the undeveloped fringes of the urban areas); intensification (which is specific to those areas within the 'built boundary' – i.e. that part of the urban areas where historically development has taken place); and, employment areas (those areas that are characterized as/planned for industrial type development). The proposed targets are set out below for each category.

#### *Community Lands:*

The land needs analysis carried out through the GMS is based on a 2051 population forecast of 77,000 residents, 30,240 households, and a total employment of 29,000, prepared by Watson & Associates Economists. The population forecast is slightly above the Growth Plan forecast of 75,000 residents in 2051. The higher forecast was recommended by Watson & Associates Economists due to the increasing movement of households to the outer ring of the Greater Golden Horseshoe in response to such factors as housing affordability, life-style choices and more people being able to work from home. The Growth Plan allows for use of the higher population forecast with suitable justification and a formal request to the Minister (of Municipal Affairs and Housing). The justification is noted above and set out in detail in the larger GMS at Attachment 1. Staff have also included a recommendation as part of this report that would see Council make the formal recommendation to the Minister (a Growth Plan requirement).

Residential densities in the greenfield areas ('Community Lands') are based on the minimum Growth Plan target of 40 residents and jobs per hectare. This is slightly less than the current Official Plan target of 46 residents and jobs per hectare. The lower density target is possible as greenfield residential areas are no longer required to compensate for the lower density of jobs per hectare that is common in employment lands. The slightly lower density will provide more flexibility in development planning for greenfield residential areas, is an achievable and suitable target in the County's context, and is in line with the increased densities the County has seen in larger residential projects over the last 6 years.

### *Employment Lands:*

The employment analysis carried out by Watson & Associates Economists also recommended that the density of 15 jobs/hectare be applied to the planning of employment lands. The Official Plan currently has a minimum density of 15 jobs/hectare for employment lands and this was the density used in the determination of employment land needs.

### *Intensification:*

The current Official Plan has an intensification target of 32% of all new residential units. According to the Growth Plan, Haldimand County is to maintain this target or set a higher target, although a lower target can be requested (as above, to the Minister) where it is demonstrated that the existing target cannot be achieved. The Growth Strategy Report has recommended an intensification target of 20%. This lower target was based on the analysis of intensification development in the County's six urban areas over the past 7 years (2015 to present day) and the level that is being accomplished (i.e. 21%). The lower target is also based on the fact that there are limited opportunities for intensification, particularly in Caledonia which is expected to receive the largest share of new growth. Further, many of the easier to develop sites within the designated built-up areas have been used up and while more growth is expected in these areas, the boundaries of the built areas remain static and will not be adjusted by the Province to replenish supply or provide flexibility. Even though the density target as a % of all new residential development is recommended to be lower, it will, due to the more aggressive population and household forecasts for the County, require an increase in the overall volume in the annual production of intensification units than has recently been experienced and will be a challenge to achieve. When looked at in this way, the amount of intensification that the County would strive to achieve would in fact be an increase to the current target (in terms of total units per year, as opposed to percentage of units). Similar to the process for the higher population forecast referred to the 'Community Lands' subsection above, a recommendation has been included that would see Council make the formal request to the Minister for the alternative (reduced) intensification target.

The intensification target reduction is a significant request by the County to the Province. Given this, the project consultant and staff have completed a lot of work on the justification analysis. The County's project team believes the reduction is supportable and appropriate for the County's context. However, the Province could deny the request and require an increase to the intensification target. If there is such a requirement, and even if it is for a modest increase from 20 to 25%, it will require a re-work of the land needs assessment and (likely) some adjustments to the urban boundary expansions (i.e. reductions) in particular on the side of residential supply. The magnitude of any potential reduction cannot be quantified at this time and is dependant upon the % increase of intensification target, should that be a requirement of the Province.

### **Regional Water Strategy**

The Growth Strategy Report (Attachment 1) also includes a section (Section 7) regarding the Nanticoke Water Supply and scope of work for the long-term water servicing strategy for all urban communities along the Highway 6 corridor and also including Cayuga. The facility currently services Hagersville, Jarvis, Townsend and Mississaugas of the Credit First Nation. The report relies on works previously completed for the municipality including the following studies:

- Nanticoke Grand Valley Area Water Supply Project Feasibility Study (2009, Genivar)
- Highway 6 Corridor Water and Wastewater Servicing Study: Servicing Alternatives and Implementation Plan (2015, WSP)
- Nanticoke to Caledonia Water Supply Feasibility (2018, Wood)
- Haldimand Norfolk Regional Water Supply Study (2020, WT Infrastructure)
- Water Servicing Review and Updates – Caledonia Master Servicing Plan (2020, JL Richards and C# Water)

Currently, Caledonia and Cayuga are serviced via a Water Supply Agreement with Hamilton, which is in place until August 1, 2034. The arrangement, while providing the service needed, is not an ideal permanent solution to service the growing communities, as well as growth and development in Hamilton. Based on the water demand identified through the review and population projections, the low end trigger point for additional capacity requirements is reached at 2028 with the longer trigger anticipated in 2038. The work associated with the infrastructure extension from Nanticoke, including precise alignment/emplacement, costs, etc., is part of a separate process that would include an Environmental Assessment (EA).

Additionally, extension of the water main infrastructure could potentially benefit other municipalities, including Norfolk County, Six Nations, Brant County, Cambridge, Kitchener and Waterloo.

The Nanticoke Water Treatment Plant has considerable capacities available for expansion, both in terms of the physical site area for building addition as well as the intake pipe for consumption. Currently, the facility has a permit to take 1,818,000 cubic metres per day, however an interim limit of 437,000 cubic metres has been set by the Ministry of Environment, Conservation and Parks (MECP) until a larger regional servicing strategy has been identified and additional demands are needed. In order for the water treatment plant to service Caledonia and Cayuga, as well as other potential municipal partnerships, upgrades to the plant, booster pumps and transmission pipes are required.

As part of the Growth Strategy Report and Official Plan Amendment, servicing and corridor protection policies are proposed. This will provide the opportunity to review the development opportunities and support the creation a servicing framework.

### **Next Steps:**

If the Growth Management Strategy is accepted by Council and the Official Plan Amendment (OPA) adopted in principle, staff will continue its work with the Ministry of Municipal Affairs and Housing (MMAH) on addressing comments from the various Provincial Ministries, along with any required modifications, all in an effort to bring a final OPA forward in the coming months for Council's final adoption.

## **FINANCIAL/LEGAL IMPLICATIONS:**

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

## **STAKEHOLDER IMPACTS:**

Staff and the project consultant (Matt Reniers) had a multi-Ministry meeting on January 20<sup>th</sup> to receive preliminary comments from the various Ministries involved. While some of the Ministries have limited input on the first phase of the project, some will require further information/analysis by staff before they can give final recommendations on the County's proposal. To that end, a brief summary is included:

- Ministry of Agricultural, Food and Rural Affairs – at this time, the Ministry is not satisfied with the agricultural impact assessment (AIA) work completed by the County relative to the Caledonia expansion lands. While staff and the project consultant have assessed soil

classification/impacts and completed Minimum Distance Separation (MDS) analyses relating to potential impacts to livestock facilities, according to the Province more information is needed regarding impacts to other components of the agricultural system. This includes more details/assessment of impacts of the expansion to food processing, food distribution, and other agricultural networks;

- Staff comment: staff are currently working with the Ministry to properly (and reasonably) define scope of the additional work such that it will serve as the necessary rationale for consideration of the expansion lands.
- Ministry of the Environment, Conservation and Parks - very impressed with the work completed to assess the serviceability of the expansion lands (Caledonia) and the County's focus on connecting land development with servicing capabilities. There is substantial interest in the regional water system (water from Nanticoke to Caledonia, Six Nations) but the majority of comments on this would come through the required EA process;
- Ministry of Natural Resources and Forestry – no significant comments on Phase 1; will play a key role in reviewing the Natural Heritage System which will be part of Phase 2;
- Ministry of Heritage, Sport, Tourism and Culture Industries – no significant comments on Phase 1; will play a key role in reviewing policies on cultural heritage as part of Phase 2;
- Ministry of Municipal Affairs & Housing – Ontario Growth Secretariat:
  - Justification for alternative targets – i.e. using the high reference population (77,000 vs. 75,000) and the lowered intensification (from 32% to 20%) is required.
    - Staff comment: justification has been provided within the Growth Management Strategy Report (Attachment 1 hereto). Staff and the project consultant will be following up with a specific memo that expands upon the justification and makes clear why both alternative targets are suitable in the County's development context.
  - A formal request is required to be made to the Minister for the alternative targets.
    - Staff comment: this is to be in the form of a Council resolution and is introduced in this report as part of the staff recommendations.
- Ministry of Transportation – raised concerns about:
  - Development of north Caledonia where the MTO has roads and easements. In particular, the Ministry has suggested it could be a challenge to establish suitable access to the proposed employment area that can satisfy MTO's access requirements. This may require more analysis by the County's traffic consultant for this project, however given the land area involved there should be a technical solution.
  - The regional water system, and placement of watermain infrastructure within the Highway 6 corridor (prefer to see it on County roads or in private easements).
    - Staff comment: staff are in the process of setting up a meeting with MTO staff to present the results of the preliminary transportation impact work (already completed by JL Richards) and to discuss County suggestions for suitable access. Part of this discussion will include examining the MTO's requirements for infrastructure placement in the Highway 6 ROW.
- Ministry of Municipal Affairs & Housing (Planning Section): no significant comments at this time.

Planning has worked closely with staff in Engineering and Capital Works in assessing the suitability of the various urban boundary changes from a servicing perspective. That collaborative work has resulted in the conclusions/recommendations contained in this report and Growth Management Strategy (Attachment 1).

## Public Consultation

As part of the prescribed process under the *Planning Act*, public consultation on the growth management strategy and proposed Official Plan Amendment was completed. Given the limitations on in person public meetings due to COVID restrictions, a unique approach to consultation was completed. A summary is as follows:

- January 14, 2020 – Public Meeting to Launch OP Update:
  - The Public Meeting and associated report introduced the project and scope of work to both the public and members of Council. It also signified the formal start to the Official Plan Review process and sought to obtain preliminary public input into the potential revisions and amendments to the Haldimand County Official Plan.
- February 5, 2020 – PIC #1, Caledonia:
  - The first Public Information Centre (PIC) was held at the Haldimand County Caledonia Centre from 5:00pm to 8:30pm as a drop-in/open house format to provide County residents an opportunity to learn about and comment on the growth scenarios for their community and view mapping relating to potential changes and urban boundary adjustments to the County's six urban areas. Planning staff and the project consultant were present to answer questions and offer additional information regarding the Official Plan Update project. The session was well attended with approximate 50 people registering/signing in to the event with a number of additional people reviewing the information. Attendance was a mix of residents from Caledonia, Hagersville, Jarvis, Dunnville and Selkirk; local developers and consultants.
- November 18, 2020 to December 18, 2020 – On-line Public Consultation:
  - On November 18<sup>th</sup> the County launched an on-line consultation portal regarding Phase 1 of the Official Plan Update. The information provided included a voiced PowerPoint slideshow presentation and supporting information including the Growth Strategy Report, updated population forecasts and servicing information. As part of the on-line public consultation, there was a questionnaire seeking feedback on where and how residents envision the County growing, asking what the community needs, and how can the County best prepare to manage growth.
- November 30, 2020 – Facilitated Virtual Public Meeting and Visioning Workshop:
  - A virtual and interactive Zoom session was held on November 30, 2020 as part of the Official Plan Review. The session was hosted over Zoom and attended by approximately 30 individuals who pre-registered for the session. The facilitated workshop focused on:
    - Key trends impacting Haldimand County;
    - Aspirations for the County; and
    - Two themes: Economy and Growth Management.

The workshop featured poll questions embedded throughout the presentation as well as an opportunity for participants to provide responses to key questions such as:

- What is happening inside or outside of Haldimand County that should inform the Official Plan Update and visioning exercises?
- What are other key trends or changes taking place that should be considered?
- In your view, what makes Haldimand County a desirable place to live, work or play – what makes the County in some way special or unique or different from other places?
- If in 10 or 20 years from now, Haldimand County were to be more the way you wish it would be, how would things be different than they are today; What might be some of the County's future positive and distinguishing features/characteristics?

- What are the growth management and economy theme-related issues, challenges, opportunities, and strategic “itches” – that is, things that are less than optimal, that are of concern, and that need to be addressed in the OP Update?

A full summary of public comments received through an on-line questionnaire (not including the urban boundary expansion requests) is included as Attachment 9. The table summary at Attachment 9 includes staff response and indication of the applicable phase of the project (i.e. Phase 1 or 2). The below is a brief summary of the themes that emerged from the public comments received:

- Infrastructure to meet growth;
  - Staff comment: this is met through completion of Master Servicing Plans, Development Charge Study (and establishment of DC rates/collection), development agreements (entered into to ensure the adequate provision of services by developers), policy in the Official Plan (that manages/directs growth).
- Standards to maintain ‘small town feel’ and maintain Haldimand County as its own entity;
  - Staff comment: this is met through creation of Official Plan policy that manages growth in the various urban areas, sets development targets that are appropriate for the historical development context of the County. The County has to plan for growth, in particular with the Province mandating a certain amount of Ontario’s development to the municipality. However, through proper planning, including policy development as part of this project, the ‘feel’ of the various communities can be protected.
- Preservation of parkland, greenspace and waterfront trails;
  - Staff comment: this is done through policies in the Official Plan which preserve and protect these resources and encourage/require the continued expansion and enhancement of trails, greenspace and parks. The County’s Trails Master Plan, Community Partnership Program, Recreation Master Plan and various planned park project also serve to address these comments.
- Preservation of natural areas and water bodies;
  - Staff comment: much of the policy protection for this will come through the Natural Heritage Study which is being completed as part of Phase 2. That said, there exist policies and zoning provisions (in the new County Zoning Bylaw) that serve to protect the most sensitive areas of the County from development and inappropriate activities – i.e. wetlands, forests/woodlands. The County’s sourcewater protection plan and recently completed Lake Erie Hazard Mapping Update and Risk Assessment also serve as key pieces to preserving the natural areas and features that matter most and require special protections.
- Increase of employment opportunities;
  - Staff comment: this is addressed through a variety of initiatives, including policy of the Official Plan that set out to protect employment and commercial lands. Further through the Phase 1 of the OP Update, there is a recommendation to expand the employment lands in North Caledonia which (if approved) will be followed up by a study to assess development, marketing, target sectors, etc. for a major business park in that location. Other staff initiatives include marking of the Lake Erie Industrial Park (including working with Enbridge on potential gas expansion to the area), promotion of the County through a variety of Economic Development & Tourism Division initiatives and business supports.
- Better cellular and internet services, especially to the rural areas of the municipality;
  - Staff comment: this is being addressed through the County’s Rural Broadband project that will see 100% coverage of the rural areas in the County (with a minimal/acceptable level of service) within 5 years.
- Maintain accessible and responsive Council and staff;

- Staff comment: Council meetings and various County initiatives are open, accessible and inviting of public input. The County has advanced its communications over the last number of years to include various social media outlets, more press releases, publicity in local newspapers and on County website as well as more traditional methods of mail out and postings.
- More housing opportunities (types of units) and increase in available affordable housing;
  - Staff comment: the OP Update Phase 1 will see (if approved) additional residential lands in the urban areas of Dunnville and Caledonia through boundary expansions and designation changes. These will add to potential supply and will undergo secondary plan processes to establish a suitable mix of unit types and affordability levels. Further, as part of Phase 2, policies that support affordable housing, including potential incentives/programs, will be introduced.
- Investing in tourist and recreational facilities;
  - Staff comment: the County continues to invest in its facilities in a proactive and responsible fashion. This includes enhancements that are supported through the County's Community Partnership Program. Also, new developments are required to provide recreational amenity (e.g. parks) or to provide funds to the County that build a reserve that can be used for future park development (new, expansion, etc.). The County also continues to develop and plan for recreational trails in line with the Trails Master Plan. The tourism industry is supported by the Economic Development & Tourism Division through on-going marketing, business supports and other initiatives. The upcoming Major Community & Recreational Facility Needs & Implementation Strategy will also address this in terms of identify gaps, service/facility plans, costing, implementation, etc.
- Planning for schools and ensuring this keeps up with development.
  - Staff comment: County Planning works closely with the various school boards that service the area in terms of provision of development information, monitoring building permit data (e.g. permits issues per year/where/what type) and regular meetings to examine trends. Of note, the major Avalon project in Caledonia contains a block reserved for a future joint elementary school of the Public and Catholic Boards.

In addition to the above, County staff and the project consultant (Matt Reniers) met with staff of the Six Nations on November 26th, 2020 to review the growth management strategy and proposed amendments to the Official Plan. Matters discussed included the need for strong policy relating to the proposed expansion lands that requires as pre-requisite to any development detailed studies in environmental impacts, stormwater, and archaeological assessment. The policies developed for the proposed expansion lands include these requirements and other technical assessments to ensure that development proceeds in a proper, responsible and orderly fashion.

Mississaugas of the Credit First Nation (MCFN) were also provided the Official Plan information and contacted for a meeting. MCFN did not accept the meeting request, however did provide a written submission regarding the Official Plan Review process and welcomed the opportunity for engagement. Through the letters provided, matters of interest to their Indigenous community were identified and elements for inclusion within the document outlined. The key elements include:

- Clear acknowledgment of MCFN as the Indigenous people who are the traditional owners and continuing stewards of the lands, waters and resources that make up the municipal planning area;
- Acknowledgment of MCFN's Aboriginal and treaty rights through their Territory;
- A process for notification and ongoing engagement that reflects and respects their governance and decisions-making role over land use planning and other decisions that have the potential to affect their Aboriginal and treaty rights.

The matters that have been raised relate to a number of existing sections within the Haldimand County Official Plan including the Strategic Direction; Environment; Community Building; and Leisure, Heritage and Culture. Planning will continue to work with MCFN regarding inclusion of their interests within the Official Plan (in particular as part of Phase 2) and addressing matters of process/information sharing.

#### Public Notice Process

All required notifications prescribed under the *Planning Act* have been complied with including:

- 30 day notification of project start up in January 2020;
- 30 day notification of consideration of the final growth management strategy (GMS) and associated Official Plan Amendment;
- Posting of draft GMS and Official Plan Amendment (including adopting by-law) for public review 30 days prior to public meeting.

Additional public consultation will take place as part of Phase 2 of the project, including additional facilitated workshops, on-line surveys, etc. There will also be extensive stakeholder consultation including: Business Development & Planning Advisory Committee; Heritage Haldimand; Agricultural Advisory Committee, internal Departments and also both First Nations communities.

#### **REPORT IMPACTS:**

Agreement: No

By-law: No

Budget Amendment: No

Policy: Yes

#### **ATTACHMENTS:**

1. Growth Management Strategy Report.
2. Caledonia.
3. Cayuga.
4. Dunnville.
5. Hagersville.
6. Jarvis.
7. Townsend.
8. Draft Official Plan Amendment.
9. Public Comment Summary.