



TOWNSHIP OF SOUTHWOLD

Report to Council

MEETING DATE: November 15, 2021

PREPARED BY: Bryan Pearce, HBA, CPT, MCIP, RPP, Planner

REPORT NO: PLA 2021-37

SUBJECT MATTER: Consideration of Adoption of a New Official Plan for the Township of Southwold – Recommendation Report

Recommendation(s):

THAT Council of the Township of Southwold receive Report PLA 2021-37 regarding Consideration of Adoption of a New Official Plan for the Township of Southwold – Recommendation Report;

AND THAT Council of the Township of Southwold confirm that no further public consultation is required;

AND THAT Council of the Township of Southwold adopt the New Official Plan, in accordance with the By-law contained within Appendix Two of Report PLA 2021-37;

AND THAT Council of the Township of Southwold directs Administration to post the required Notice of Adoption in the local newspaper, the Township website and circulate it in accordance with Section 17(23) of the Planning Act;

AND FURTHER THAT Council of the Township of Southwold directs Administration to submit the Township of Southwold's New Official Plan to the County of Elgin for Approval pursuant to Section 17(23) of the Planning Act.

Purpose:

The purpose of this report is to seek Township Council adoption on the proposed New Official Plan, as a result of project updates since the time of the public meeting to address comments received.

Background:

Planning Staff has compiled the background information on the Township website for enhanced public access. The New Official Plan Project website:

www.southwold.ca/newopproject

Notice of the Special Meeting of Council for consideration of Official Plan Adoption was released on October 28, 2021, to all engaged parties to-date, as well as to any property owner’s that had land use designation adjustment since the latest public draft of the Official Plan that was discussed at the Public Meeting. This was a result of Council providing direction to staff on potential policy changes and revisions to maps, as outlined in Report PLA 2021-08, on February 22, 2021, through Council Resolution 2021-064.

Comments/Analysis:

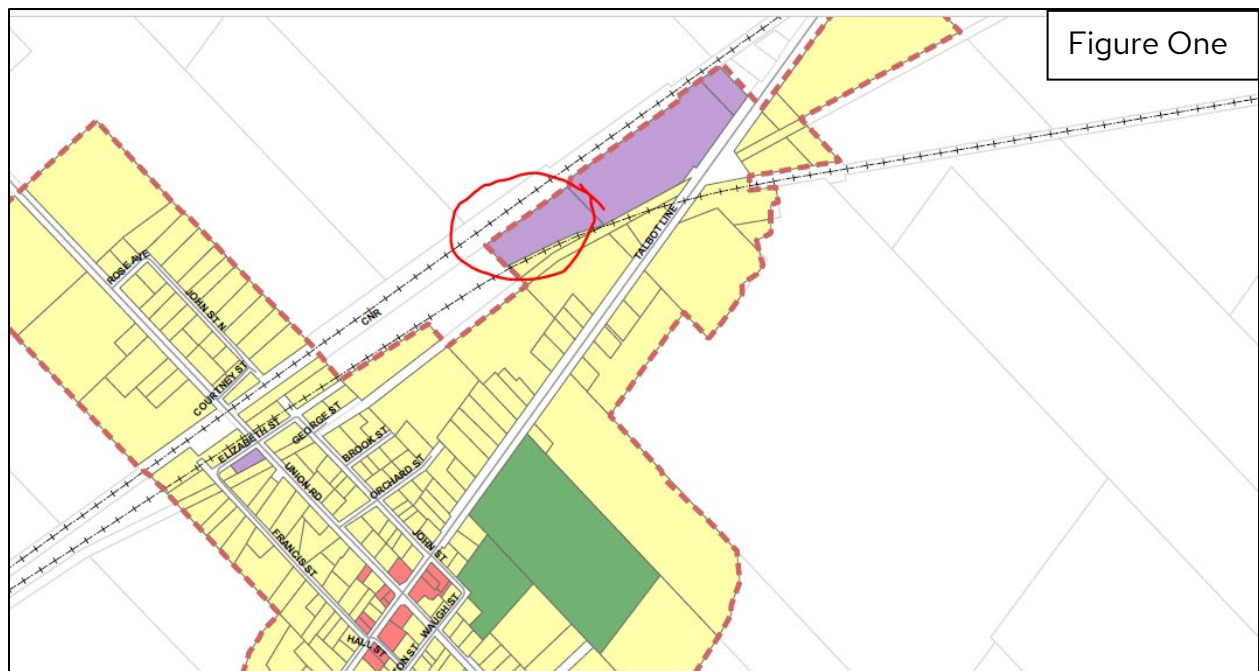
Further review of the Settlement Areas was undertaken, adjusting the settlement areas by way of swapping lands (ie. Removing and adding), so that there is no net increase in land within the Settlement Area, in accordance with Section and 1.1.3.9 of the Provincial Policy Statement, 2020. Below is the summary of Settlement Area adjustments:

<u>Settlement Area</u>	<u>Original Land Area (Hectares)</u>	<u>Proposed Land Area (Hectares)</u>	<u>Difference (Hectares)</u>	<u>Difference (Percent)</u>
Fingal	115.0	130.6	+ 15.6	+ 11.9448%
North Port Stanley	73.5	73.0	- 0.5	- 0.6849%
Shedden	145.2	157.8	+ 12.6	+ 7.9847%
Talbotville	1,305.1	1,288.0	- 17.1	- 1.3276%
Total	1,638.9	1,649.0	+ 10.6	+ 0.6428%

The Township’s Consultant, Dillon Consulting Limited, prepared a settlement area adjustment memo, dated October 15, 2021 which is attached to this report as Appendix One for reference purposes.

Additional Comments Received – October 2021 Draft Township Official Plan

Steve Bushell, dated November 10, 2021 – concerned that his land is being redesignated to Industrial within the draft Official Plan, for the lands within the Settlement Area of Shedden, as depicted with a red outline below in Figure One:



It is noted that the lands are bounded to the north by the former railway corridor lands and to the south by the former railway corridor and Hydro One high voltage corridor lands. It was acknowledged with Mr. Bushell that land use compatibility will be required with his company’s industrial lands to the east, if residential development is proposed. Therefore, Planning Staff in coordination with Dillon Consulting Limited, can support the lands being reverted back to Residential, as it is in the current Official Plan, since there are residential designated lands to the south.

No further formal comments have been received as a result of the Notice being sent out on October 28, 2021, by the deadline of 12pm noon on November 10, 2021.

Financial Implications:

None.

Strategic Plan Goals:

The above recommendation helps the Township meet the Strategic Plan Goal of:

- Promoting residential, agricultural, commercial, and industrial development by ensuring policies and services are in place to support growth in The Township of Southwold.
- Promoting a healthy, naturally beautiful, and community-oriented municipality by encouraging and supporting involvement of volunteer organizations wishing to provide cultural and recreational activities in the Township of Southwold.
- Providing improved transportation and a strong commitment to asset management with a goal of maintaining the Township’s infrastructure in the promotion of public safety
- Exercising good financial stewardship in the management of Township expenditures and revenues.
- Promoting public engagement, transparent government, and strong communications with all members of the community across various mediums for the strengthening of civic participation.

Summary/Conclusion:

Planning Staff recommends to Council that no further public engagement is required.

Therefore, Planning Staff recommends that Council adopt the Official Plan, dated November 15, 2021. Administration will make any final changes to the document, as directed by Council, prior to submission for approval, as a result of the comments received on the latest draft, including comments from Steve Bushell, dated November 10, 2021, to revert the land use designation to Residential on the property in Figure One.

Notice of Adoption is required in accordance with the Planning Act, as a result of Township Council enacting a By-law adopting the Official Plan.

Under the requirements of the Planning Act, if people wish to be notified of the decision of the Township of Southwold on the proposed Official Plan, they must make written request to the County of Elgin.

There will be a 20 day appeal period after a decision has been issued by the County of Elgin. Appeals must be limited to part of an Official Plan, not the whole of the Official Plan.

Once the Official Plan is approved with no appeals, the Township has 3 years to update the Township Zoning By-law to conform to the new policies of the Official Plan.

Further, once the Official Plan is approved with no appeals, the Township has up to 10 years to update the Township Official Plan again, as part of the next Official Plan Review cycle; and no person or public body can request an amendment to the New Official Plan for 2 years from it coming into effect, except by Township Council resolution.

The County of Elgin are currently in the County of Elgin Official Plan Review process. Once the County of Elgin Official Plan is approved and no appeals, the Township will have 1 year to update its Official Plan, if required.

Respectfully submitted by:

**Bryan Pearce, HBA, CPT, MCIP, RPP
Planner**

Approved for submission by:

**Lisa Higgs
CAO/Clerk**

Appendices:

1. Appendix One: Dillon Consulting Limited Memo: Township of Southwold New Official Plan, Final Settlement Area Adjustments, dated October 15, 2021
2. Appendix Two: Draft Official Plan Adoption By-law

Memo

To: Lisa Higgs, CAO, Township of Southwold
Bryan Pearce, Senior Planner, Township of Southwold

From: Paddy Kennedy, RPP, Partner, Dillon Consulting Limited

Date: October 15th, 2021

Subject: Township of Southwold New Official Plan,
Final Settlement Area Adjustments

Our File: 16-3624

1.0 Introduction

1.1 Background

In late 2018 Dillon and Watson and Associates were retained to assist the Township of Southwold with the preparation of a New Official Plan. The Official Plan project was undertaken in three main phases of work:

1. Policy Directions
2. Draft Official Plan
3. Final Official Plan

As part of the Phase 1 work to confirm the key policy directions for the Official Plan, Dillon and Watson and Associates completed a comprehensive review of a wide range of matters affecting the Official Plan. The review covered the policy context, growth trends analysis, population, housing and employment projections, settlement areas and land needs, municipal infrastructure, agricultural system, climate change, natural heritage system, natural hazards and mineral aggregates. The key findings of the review are documented in the Policy Background Report (August 2019). The Background Report was presented to Township Council in August 2019. As a result of the feedback from Council, the Consulting Team was asked to revisit the 2041 growth projections included in the Background Report. In October 2019 the revised growth projection were presented to Council and the team was directed to prepare the Official Plan based on a population forecast of 6,640 people by 2041 (2,780 units, 2041). The projected population growth translates into a need for an additional 1,050 new units by 2041.

As part of the Background Report, the Township had an estimated supply for approximately 2,234 units. In comparing the long term housing demand with the supply opportunities within the Township it was determined that there was no need to expand the boundaries of the Township's settlement areas on the basis of supply and demand analysis undertaken in Phase 1.

1.2 Memo Purpose

Notwithstanding the results of the supply-demand analysis, Council later requested that staff and the consulting team to consider opportunities to maximize development options in the settlement areas by

removing lands perceived to have low probability of future development in exchange for adding lands outside of the settlement areas with greater potential for development. This direction was provided on the basis that the Township had recently endorsed the addition of full municipal services to Shedden and Fingal considered through the Shedden and Fingal Wastewater Strategy. The purpose of the following memo is to document the proposed adjustments to the settlement areas and demonstrate that there is no net change in the overall quantum of land within the settlement areas.

2.0 Policy Context

2.1 Provincial Policy Statement

Section 3 of the Planning Act requires municipalities to make decisions which are consistent with the Provincial Policy Statement (2020). The PPS directs municipalities to proactively plan for growth and emphasizes the importance of planning for complete communities through three main principles – building strong communities; management of resources; and, protecting public health and safety. The PPS provides specific direction on how to plan for growth in settlement areas, stating that settlement areas are to be the focus of growth and development. In addition to this, the PPS provide guidance for settlement area expansion. Policy 1.1.3.8 lays out the tests for expanding a settlement area, identifying that expansions are to be undertaken through a Municipal Comprehensive Review (MCR) and shall demonstrate:

- a. *sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;*
- 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.*

As noted earlier in the memo, the work undertaken through the MCR identified that generally there appeared to be sufficient amount of land designated to accommodate market demand, however, the

PPS also allows for settlement area adjustments to occur where there would be no-net increase in land within settlement areas. Policy 1.1.3.9 states:

Notwithstanding policy 1.1.3.8, municipalities may permit adjustments of settlement area boundaries outside a comprehensive review provided:

- a. there would be no net increase in land within the settlement areas;*
- b. the adjustment would support the municipality's ability to meet intensification and redevelopment targets established by the municipality;*
- c. prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and*
- d. the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.*

The following section outlines the overall approach to settlement area revisions and how the tests outlined in the PPS have been addressed.

3.0 Settlement Area Revisions

3.1 Approach

Township Staff undertook a review of lands within each of the four main settlement areas including Talbotville, North Port Stanley, Shedden and Fingal. As result of the review, Staff identified a number of potential changes to the settlement area boundaries. Lands to be removed from the settlement area included lands that were either physically constrained (e.g. presence of hazard land, open space lands, natural features etc.) or had perceived ownership constraints and were deemed unlikely to be developed during the time horizon of the Plan. Staff also identified lands to be added to the settlement area based on public and landowner feedback and a review of constraints (e.g. Servicing, MDS, agricultural, natural hazards and natural environment).

3.2 Results

The following subsection outlines how the Township's proposed settlement area adjustments conform to the Provincial Policy Statement's guidance on settlement area adjustments (1.1.3.9 and applicable portions of 1.1.3.8).

3.2.1 No Net Increase in Land within the Settlement Area

Policy 1.1.3.9a states that there should be no net increase in land within settlement areas. **Figures 1-4** (attached) identify the lands removed from the settlement area and lands that have been added. The net result of the proposed changes to the settlement areas is summarized below in **Table 1**. As illustrated in Table 1 the overall net change is estimated to be 10.4 hectares or 0.6% increase which could be considered to negligible in the context of the 1,638.9 hectares of land designated as a settlement area in the Township's current Official Plan.

TABLE 1: SETTLEMENT AREA ADJUSTMENTS

Settlement Area	Original Size of Settlement Area (hectares)	Proposed New Settlement Area (hectares)	Difference
Fingal	115.0	130.6	+15.6
North Port Stanley	73.5	73.0	-0.5
Shedden	145.2	157.8	+12.6
Talbotville	1,305.1	1,288.0	-17.1
Total	1,638.9	1,649.5	+10.6

3.2.2 Adjustment supports the ability to meet the Township’s Intensification Target

Policy 1.1.3.9b states that the adjustment would support the municipality’s ability to meet intensification and redevelopment targets. The Township’s proposed Official Plan includes a target of 10% residential intensification. The intensification target is intended to promote context sensitive infilling in the established settlement areas through:

- a) Redevelopment, including the reuse of brownfield and greyfield sites;
- b) The development of vacant and/or underutilized lots within previously developed areas;
- c) Infill development; and,
- d) The expansion or conversion of existing buildings.

The proposed settlement area adjustment are expected to accommodate opportunities for a mix of low and medium density formats, including singles, semis and townhomes. The opportunities for infilling within the settlement areas would cater to mixed use development (main street style buildings), accessory units as well as townhomes and low/mid-rise apartments. Given the differences in housing typologies it is not anticipated that the adjustment will undermine the Township’s ability to meet its intensification target.

3.2.3 Prime Agricultural Lands

Policy 1.1.3.9c provides guidance for considering impacts on agricultural lands. A brief description of the agricultural lands classifications surrounding the settlement areas is describe below based on a review of the Canada Land Inventory dataset:

- **Shedden:** The lands to the immediate north, south, east and west of the settlement area are classified as Class 2 soils and are considered to be prime agricultural lands.
- **Fingal:** The lands to the immediate north, east and west of the current settlement area are classified as Class 2 soils. The lands to immediate south of the settlement area are classified as Class 1 soils. All lands are considered to be prime agricultural lands.

- **North Port Stanley:** The lands to the north and west of the current settlement area are classified as Class 2 soils and are considered prime agricultural lands. The lands to south and east are classified as Class 5 soils and are not considered to be prime agricultural lands.
- **Talbotville:** The majority of lands surrounding the settlement area of Talbotville are classified as Class 1 soils. A small portion of land to the north-west is classified as Class 3 soils. All lands surrounding the settlement area are considered to be Prime Agricultural lands. No new lands are proposed to be added in Talbotville.

Based on a review of the CLI mapping, all of the lands proposed to be added to the Settlement Areas is considered prime agricultural land, with the exception of the adjustments proposed in North Port Stanley, whereby Class 2 soils are being removed from the settlement area boundary in exchange for Class 5 lands. None of the proposed lands are considered to be specialty crop lands. Based on a review of the CLI mapping there are no reasonable opportunities to include adjustments on lower priority lands. The Township planning staff have also confirmed that there are no livestock operations in proximity to the proposed additional lands and that accordingly, there are no MDS issues to be addressed at this time.

3.2.4 Settlement Area Servicing

Policy 1.1.3.9d states lands to be added are to be appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands. Full municipal water and sanitary services is the preferred method of servicing new development in the Township's settlement areas. Talbotville is the Township's existing fully serviced settlement area for a portion of the settlement area; sanitary services are planned for Shedden and Fingal Settlement Areas. North Port Stanley is serviced by the municipal water supply systems and individual on-site sewage systems. Based on the above, the expectation is that future development of lands to be added to the settlement areas of Shedden and Fingal will be on full municipal services. As a result of the Township's recently completed Wastewater Strategy for Shedden and Fingal, the assumption is that reserve capacity will be in place once a new sanitary system is designed and constructed. The two additional parcels to be added in North Port Stanley would be developed based on policies of the Official Plan and in accordance with the Ministry of Environment, Conservation and Parks regulations for private sanitary services.

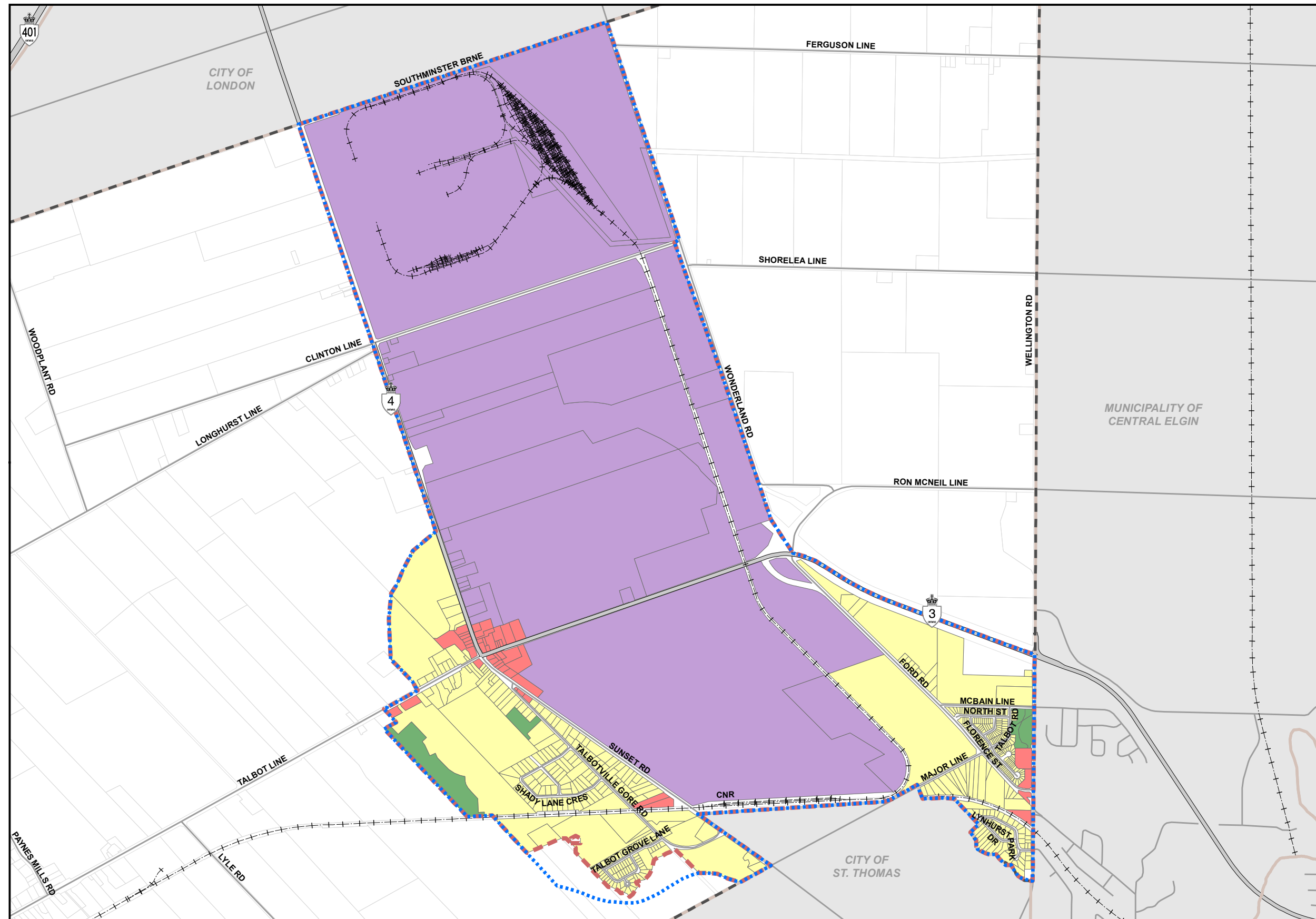
4.0 Conclusions

The proposed settlement area adjustments outlined in the Township's proposed Official Plan result in no significant net change in the size of settlement area size and provide the Township with additional opportunities to achieve the planned population and housing forecast, helping to build more complete communities in the Township. In addition to this, the proposed adjustments are consistent with the Provincial Policy Statement's guidance for settlement area adjustments (Policy 1.1.8 and 1.1.3.9).

TOWNSHIP OF SOUTHWOLD OFFICIAL PLAN

TALBOTVILLE LAND USE

FIGURE 1: SCHEDULE 4A

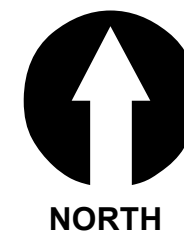


Land Use

- Residential
- General Commercial
- Industrial
- Open Space

Base Mapping

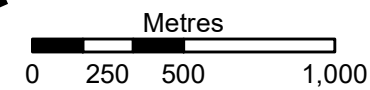
- Highway
- Roads
- Railway
- Parcels
- Settlement Area Boundary (Current)
- Settlement Area Boundary (Proposed)
- Township of Southwold
- Municipal Boundaries



Map Prepared by: PFM
Dillon Consulting Limited
Map Checked by: PJK
Dillon Consulting Limited

October 18, 2021

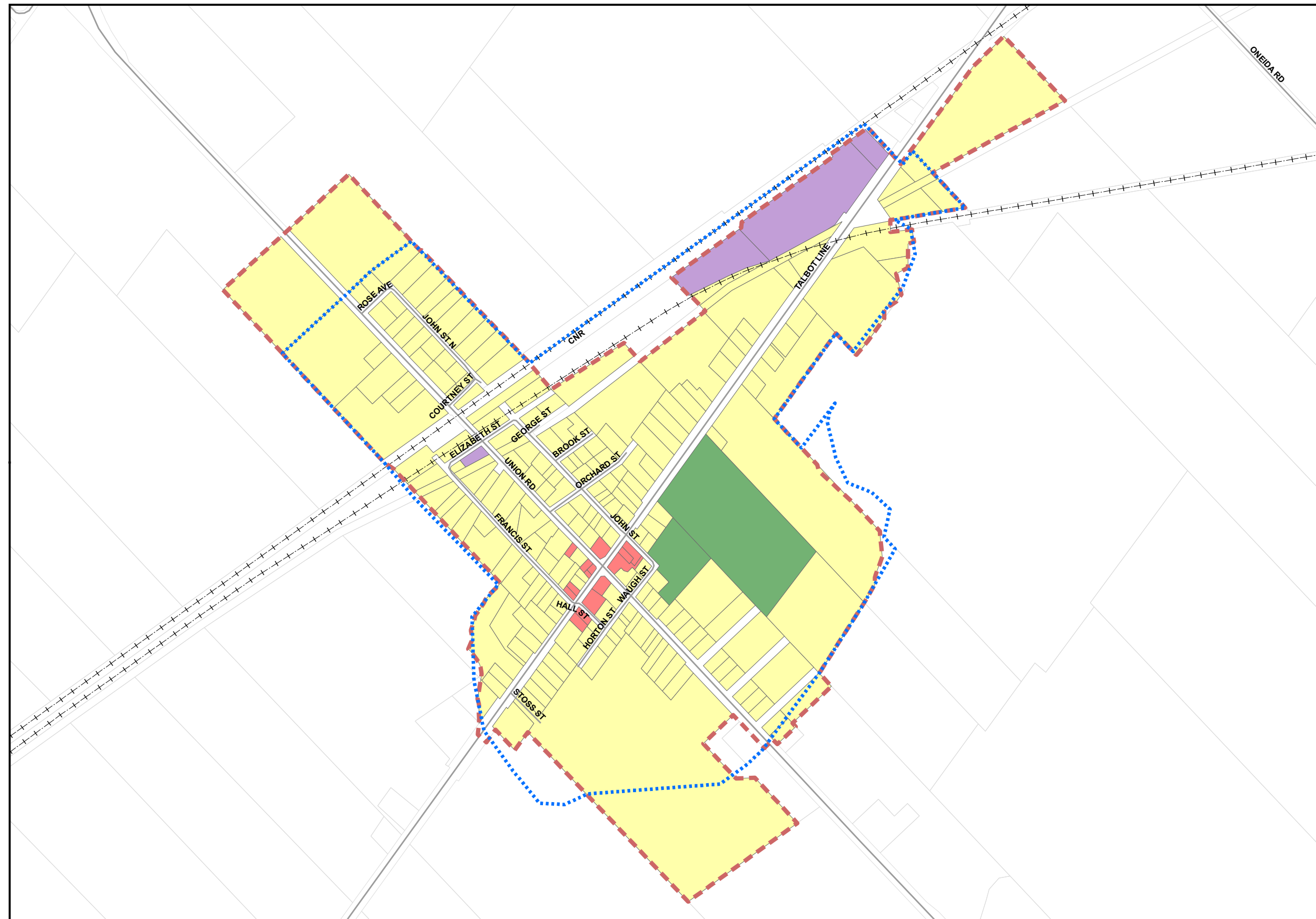
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TOWNSHIP OF SOUTHWOLD OFFICIAL PLAN

SHEDDEN LAND USE

FIGURE 2: SCHEDULE 4B

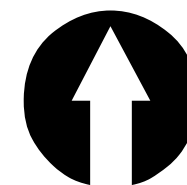


Land Use

- Residential
- General Commercial
- Industrial
- Open Space

Base Mapping

- Roads
- Railway
- Parcels
- Settlement Area Boundary (Current)
- Settlement Area Boundary (Proposed)
- Township of Southwold
- Municipal Boundaries



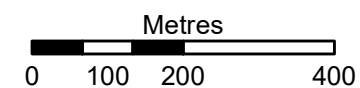
NORTH



Map Prepared by: PFM
Dillon Consulting Limited
Map Checked by: PJK
Dillon Consulting Limited

October 18, 2021

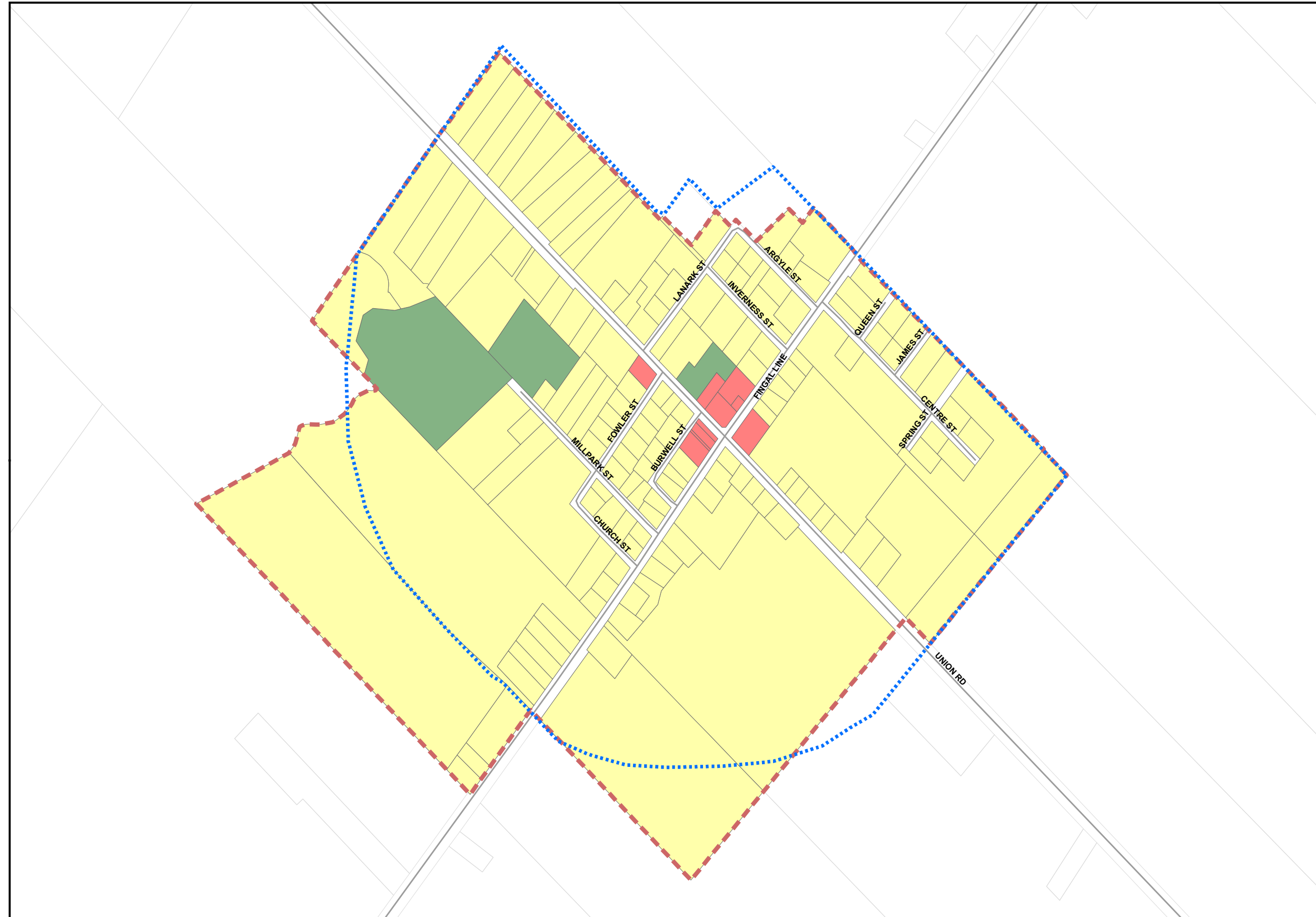
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TOWNSHIP OF SOUTHWOLD OFFICIAL PLAN

FINGAL LAND USE

FIGURE 3: SCHEDULE 4C

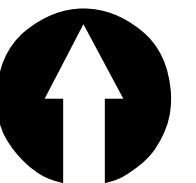


Land Use

- Residential
- General Commercial
- Open Space

Base Mapping

- Roads
- Parcels
- Settlement Area Boundary (Current)
- Settlement Area Boundary (Proposed)
- Municipal Boundaries

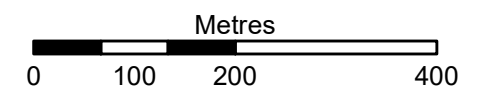


NORTH

Map Prepared by: PFM
Dillon Consulting Limited
Map Checked by: PJK
Dillon Consulting Limited

October 18, 2021

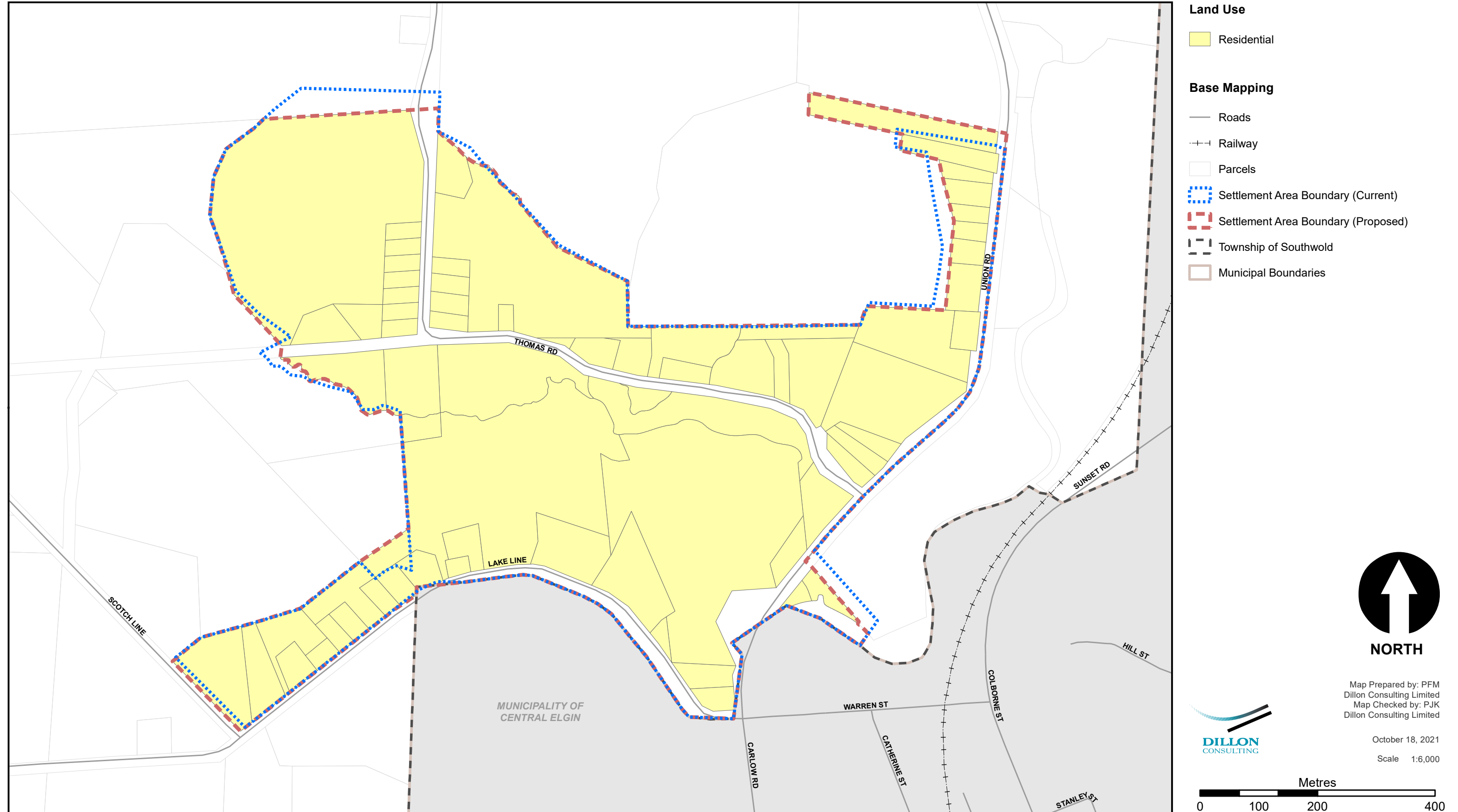
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TOWNSHIP OF SOUTHWOLD OFFICIAL PLAN

NORTH PORT STANLEY

FIGURE 4: SCHEDULE 4D





**REPORT PLA 2021-37
APPENDIX TWO:
DRAFT OFFICIAL PLAN
ADOPTION BY-LAW**

THE CORPORATION OF THE TOWNSHIP OF SOUTHWOLD

BY- LAW NO. 2021-__

**Being a by-law to adopt an Official Plan for the
Corporation of the Township of Southwold**

WHEREAS authority is given to the Council of the Township of Southwold by Section 17 of the Planning Act, R.S.O. 1990, as amended, to adopt this Official Plan;

NOW THEREFORE the Council of the Township of Southwold enacts as follows:

1. THAT the Township of Southwold Official Plan (November 15, 2021), consisting of the attached text and schedules is hereby adopted.
2. THAT the CAO/Clerk is hereby authorized and directed to make an application to the County of Elgin for the approval of the Township of Southwold Official Plan (November 15, 2021).
3. THAT the Township of Southwold Official Plan (November 15, 2021) hereby supersedes all other Official Plans for the Township of Southwold.
4. THAT all former Official Plans By-laws are hereby rescinded.
5. THAT this By-law shall come into force on the final passage thereof and take effect upon final approval by the County of Elgin.

**READ A FIRST AND SECOND TIME, CONSIDERED READ A THIRD TIME, AND
FINALLY PASSED THIS ____th DAY OF _____, 2021.**

Mayor
Grant Jones

CAO/Clerk
Lisa Higgs