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# Grow Norfolk

## Volume 1: Growth Management Study Context Report

Norfolk County Planning Department  
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## 1.0 Introduction

As Norfolk County progresses through Phase 2 of the growth management study (“Grow Norfolk”), it is necessary to establish a framework that will be utilized throughout the body of work. The purpose of the report, Volume I, is to provide an outline of the existing land use planning context within Norfolk County and to identify key benefits of developing a growth management strategy as a long range planning tool. The report aims to set the current legislative and policy framework, identify development trends, outline growth management principles and objectives as well as identify the existing community structure within the County as a baseline for the comprehensive review.

### 1.1 What is a growth management study?

A growth management study is an exercise conducted to determine how future development, infrastructure and public facilities will be planned, serviced and financed to ensure growth occurs in a logical, efficient and fiscally responsible manner. Municipalities conduct growth management studies to examine whether the existing land designated for development is sufficient to meet the needs of the projected population and employment growth over the planning horizon, which is generally between 20 and 25 years. The study also examines whether the existing and planned infrastructure improvements are coordinated to accommodate the future needs of a municipality.

Growth studies provide guidance on where to direct growth within a municipality to accommodate the project population and economic growth over the planning horizon. They are considered a comprehensive review that will be utilized as part of the next official plan review process.

Given the interconnectivity of various types of services offered by the municipality, the growth and employment forecasts established through the growth study will be utilized for additional long range and infrastructure planning purposes including, but not limited to, the growth projections and plan for the development charges review, available water and wastewater capacity and new infrastructure, and other services such as curbside waste pickup as well as the location of new facilities and recreational facilities.

The growth plan creates foundational data and framework to be used towards enriching the livability of a community for existing and future residents as well as understanding how it will support a prosperous economic atmosphere are essential elements to a growth study.

## 1.2 What is a comprehensive review?

The Provincial Policy Statement (PPS) 2020, identifies the requirement for a comprehensive review to be completed before a planning authority can establish a new settlement area, expand an existing settlement area boundary or approve the conversion of employment lands for other uses.

Comprehensive review is defined by the PPS and “means:

- a) for the purposes of policies 1.1.3.8, 1.1.3.9 and 1.3.2.4, 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.”

The overall growth management study will meet the definition of a comprehensive review set out by the PPS as the project includes a review of population and employment projections over a 30 year planning horizon, a phased study of agricultural

land (LEAR study), consideration of intensification and redevelopment opportunities within urban and hamlet areas through a policy review and land supply study. The study will also integrate long-term infrastructure system planning to ensure water and wastewater are available to accommodate the proposed development and financially viable for Norfolk County.

Further information specific to the policies of the PPS are included below within the legislative framework discussion.

### 1.3 How does a growth management study relate to an Official Plan?

An official plan (OP) provides the long-term vision, objectives and specific policy framework to guide growth and development over the planning horizon within a municipality. The OP establishes land use designations, settlement boundaries, intensification and affordable housing targets, transportation and trail networks, natural heritage systems and special policies intended to have regard for provincial interests, meet the goals of the community and guide the provisions of the municipal zoning by-law. The OP coordinates growth and helps to establish where roads, watermains, sewers, landfills, parks and other municipal infrastructure will be located.

The *Planning Act* requires planning authorities to develop and review official plans. An Official Plan Review (OPR) is required within 10 years of the adoption of a new comprehensive OP or every five years after an update is completed.

The Grow Norfolk study may result in a number of recommendations or strategies to accommodate the forecasted population and economic growth throughout the County. These recommendations will form the basis of the formal OP review or creation of a new plan. Amendments to the OP may be required to implement the direction recommendations to coordinate the logical and financially responsible development over the long-term.

### 1.4 Growth Management Trends

Ontario's land use planning framework is legislative (the Planning Act and related Regulations) and policy (Provincial Policy Statement, 2020 and various other policy documents) driven. Many growth management and development trends are a direct result of long standing policy direction from the province and others are a result of short term circumstances or public preferences.

Since 1997, the Provincial Policy Statement has encouraged the efficient use of land, resources and infrastructure to ensure that growth was planned for in a logical and cost effective manner. Additional policy documents intended to address specific development pressures in Ontario have been created over the past 25 years in order to implement key directions of provincial interest, such as managing growth, identifying

intensification priorities, protecting agricultural lands and promoting environmental stewardship.

The Plans include:

- The Greenbelt Plan,
- the Oak Ridges Moraine Conservation Plan, and
- A Place to Grow: Growth Plan for the Greater Golden Horseshoe (including the *Places to Grow Act*, 2005).

These plans are all applicable to specific regional areas within Ontario; however the implementation of the Plans has also impacted jurisdictions outside of these policy areas.

Through A Place to Grow: Growth Plan for the Golden Horseshoe, the province identified urban growth centres, the built up area, designated greenfield areas, the greenbelt area and the outer ring of the growth plan area, which includes portions of the County of Brant and Haldimand County. Norfolk County is not subject to this Plan, but has been impacted by the growth trends for municipalities within these identified growth areas.

The policy framework has generated long term trends within Ontario for redevelopment, infill and intensification. It has become a reference point for policy and long range growth frameworks and trends. Terms and forms of development such as growth centres and transit oriented design have become common within Ontario. Incorporating mixed use developments as an option in downtowns and along corridors has becoming an effective way to incorporate higher densities and additional economic opportunities within existing building boundaries. Interestingly, the concepts can be applied at various scales. The new opportunity for municipalities is to tailor the growth concepts to the context of the area to achieve the local goals.

The principles of a walkable community and active transportation are encouraged and becoming more common as a result of intensification. Rural communities are benefiting from the principles as well as urban centres. For example, residential intensification guidelines, cycling strategies and transportation systems are being developed in municipalities of various densities and geographical areas. For example, Huron County has developed a cycling strategy to link together settlement areas, encourage economic development and support the tourism industry. Additionally, Huron County developed residential intensification design guidelines to encourage increased densities that will be compatible with the existing built form, which is predominately single-detached dwellings.

Advancing sustainability principles and practices continues to be a long-term trend and spans across all areas of growth and development from land use planning to construction and design. Consideration for sustainable building practices that result in more efficient units with less reliance on energy resources is more in demand by tenants and potential buyers. Foundational concepts from within these policy

documents have impacted general planning principles and policy creation beyond the jurisdictions within which they apply.

In the short term, the COVID-19 pandemic has made people reimagine how they use their homes. Individual spaces were required to accommodate working from home, class room spaces, recreational uses and locations for self-isolation. In an attempt to acquire additional space, families began relocating from larger municipal centres to smaller municipalities to capitalize on the perceived housing affordability and more private space. Norfolk County has experienced an influx of homebuyers from locations around the greater Toronto area, Hamilton and Waterloo Region.

## 2.0 Legislative and Policy Considerations that apply to Norfolk County

### 2.1 Municipal Act

Through the *Municipal Act, 2001*, the province of Ontario has established the authority in which municipal governments operate. Section 2 states, “municipalities are created by the Province of Ontario to be responsible and accountable governments with respect to matters within their jurisdiction, and each municipality is given powers and duties under this *Act* and many other *Acts* for the purpose of providing good government with respect to those matters.” Other Acts that provide authority for mandatory and optional municipal activities include the:

- *Building Code Act, 1992*;
- *Emergency Management and Civil Protection Act, 1990*;
- *Fire Protection and Prevention Act, 1997*;
- *Housing Services Act, 2011*;
- *Municipal Elections Act, 1996*;
- *Ontario Works Act, 1997*;
- *Planning Act, 1990*; and
- *Police Services Act, 1990*.

Single-tier municipalities may provide services that the organization considers necessary or desirable for the public and the *Municipal Act* authorizes the enactment of by-laws in regards to the following areas in association with the appropriate *Act* noted above:

- Governance structure of the organization and local boards;
- Accountability, transparency and financial management;
- Economic development services;
- Social and environmental well-being, including matters regarding climate change;
- Health, safety and well-being of persons;
- Protection of persons and property;

- Animals;
- Transportation systems;
- Public utilities;
- Waste management;
- Culture, parks, recreation and heritage;
- Parking;
- Drainage and flood control;
- Structures; and
- Licensing.

## 2.2 Planning Act

The *Planning Act* establishes the “ground rules” for land use planning in Ontario and prescribes planning processes that are intended to be fair, accessible, timely and efficient. The land use planning system outlined by the *Planning Act* enables provincial policies and outlines the requirement to have regard for identified matters of provincial interest. The intent of the framework is to integrate matters of provincial interest and municipal planning decisions to ensure that they are consistent with the Provincial Policy Statement and conform to other provincial plans.

While carrying out responsibilities under the *Planning Act*, the Council of a municipality shall have regard to, among others, matters of provincial interest, as identified in section 2, which include:

- the protection of natural heritage areas, features and functions as well the conservation and management of natural resources;
- the protection of the agricultural resources;
- the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- the supply, efficient use and conservation of energy and water;
- the adequate provision and efficient use of communication, transportation, sewage, water services and waste management systems and the minimization of waste;
- the orderly development of safe and healthy communities, ensuring that persons with mobility challenges are able to access all facilities and services;
- the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- the adequate provision of a full range of housing, including affordable housing and employment opportunities;
- the protection of the financial and economic well-being of the Province and its municipalities;
- the protection of public health and safety;
- the appropriate location of growth and development;
- the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

- the promotion of built form that is well-designed, encourages a sense of place, and provides for public spaces that are of high quality, safe, accessible, attractive and vibrant; and
- the mitigation of greenhouse gas emissions and adaptation to a changing climate.

While considering the growth and development of Norfolk County, the matters of provincial interest will be incorporated into the project objectives and principles.

Section 3 of the *Planning Act* permits the Minister of Municipal Affairs and Housing, together with other ministers, to issue policy statements from time to time relating to municipal planning that are of provincial interest. The Provincial Policy Statement (PPS) was issued under section 3 and updated in 2020. Planning decisions shall be consistent with the policy statements and shall conform to provincial plans, or at a minimum, shall not conflict them. Specific policies of the PPS are discussed below.

To implement the direction of the matters of provincial interest and policies of the PPS, the *Planning Act* outlines the basis for preparing and amending Official Plans, and Zoning By-laws as well as identifies the necessary requirements for other planning applications such as plans of subdivisions, consents and minor variances. It enables planning authorities to utilize tools such as establishing policies regarding additional residential units, garden suites and inclusionary zoning as well as identifying community improvement areas and community benefits within local official plans. Additionally, the *Planning Act* provides municipalities the authority to require conveyance of land for parkland or the equivalent in case, which is referred to as “cash-in-lieu”. This enables planning authorities to fund their park and recreation plans.

The *Planning Act* provides a foundation for the growth management study. The matters of provincial interest outline that Ontario is directing municipalities to utilize land efficiently by considering infrastructure requirements, sustainability and climate change factors as well as promoting long-term financial responsibility. These elements will be incorporated into the objectives and principles of the Grow Norfolk study.

## 2.3 Provincial Policy Statement

The current Provincial Policy Statement (PPS), passed under section 3 of the *Planning Act*, came into effect on May 1, 2020 and replaces the previous version issued on April 30, 2014. It provides additional policy direction regarding the matters of provincial interest outlined in the *Planning Act* related to land use planning and is the foundational policy document in Ontario. The PPS promotes comprehensive, integrated and long-term planning approaches. It supports improved land use planning and management by promoting the building of strong healthy communities, the wise use and management of resources (including land and infrastructure) as well as protecting public health and safety.

Official Plans are the most effective PPS implementation tool and are required to be kept up-to-date with the policies of the province. Key policy direction from the PPS includes:

- establishing planning horizons for long-term studies and available developable, serviced land;
- requirements of a comprehensive review;
- promoting intensification, redevelopment and designated growth areas;
- Infrastructure Planning;
- Natural Heritage Features and Areas;
- Prime Agricultural Areas;
- Archeological Resources;
- Natural Hazards; and
- Targets and Monitoring.

The PPS is intended to be read in its entirety and relevant policies are to be applied to each situation. Given the Grow Norfolk study is a foundational study, each PPS section will guide the policy direction considered by staff throughout the project and they will contribute to outlining specific legislative requirements, such as mandated planning horizons. Below is a description of PPS policy directives that will be considered through the Grow Norfolk study. They will also inform the development of the project principles and objectives.

### 2.3.1 Planning Horizons

The PPS establishes long range time horizons a planning authority is required to ensure there is sufficient land available to meet the projected needs of the community. It also specifies planning horizons specifically pertaining to infrastructure, public service facilities, employment areas as well as intensification and redevelopment.

Policy 1.1.2 establishes that sufficient land must be made available to accommodate an appropriate range and mix of uses to meet projected needs for a planning horizon of up to 25 years, however, specifically notes that planning for infrastructures, public service facilities and employment areas may expand beyond the 25 year timeframe. In regards to settlement areas, policy 1.4.1 states to provide for an appropriate range and mix of housing options and densities to meet the needs of current and future residents planning authorities shall maintain the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and where new development is to occur, maintain land with servicing capacity sufficient to provide at least a three-year (up to five-year) supply of residential units through lands zoned to facilitate residential intensification and redevelopment as well as land in draft approved and registered plans.

### 2.3.2 Comprehensive Review

A crucial component to long range planning, policy 1.1.3.8 notes that a planning authority may only identify a settlement area or allow the expansion of a settlement area boundary at the time of a comprehensive review has been completed to help understand the long-range requirements to accommodate the forecasted growth within a planning authority. The comprehensive review must demonstrate the following:

- 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”.

Both through policy and the definition of comprehensive review, the PPS indicates that the “level of detail of the assessment should correspond with the complexity and scale of the settlement boundary expansion or development proposal.”

Through policy 1.1.3.9, planning authorities may permit adjustments of settlement area boundaries outside of a comprehensive review provided there would be no net increase in land within the settlement area, the proposed adjustment supports the municipality’s ability to meet intensification and redevelopment targets, prime agricultural areas are appropriately addressed (in accordance with policies 1.1.3.8 c), d) and e), discussed below) and the settlement area to which lands would be added is appropriately serviced and maintain a sufficient reserve infrastructure capacity to service the lands.

Additionally, the PPS indicates that planning authorities may permit the conversion of lands within employment areas to other uses, only where it has been demonstrated, through a comprehensive review, that the lands are not required for employment purposes over the long term and there is a need for the conversion (policy 1.3.2.4).

### 2.3.3 Intensification, Redevelopment and Designated Growth Areas

Provincial direction for planning authorities is to promote appropriate development standards which facilitate intensification, redevelopment, transit-supportive development and a compact form while avoiding or mitigating risks to public health and safety. Municipalities are responsible for identifying appropriate locations and promoting opportunities for transit-supportive development, which are intended to accommodate a significant supply and range of housing options. Policy 1.1.3.3 notes that opportunities for intensification and redevelopment can take into account the existing building stock and brownfields sites as well as the availability of suitable existing or planned infrastructure required to accommodate the projected needs.

Policy 1.1.2 introduces the term designated growth areas, which is defined as “lands within settlement *areas* designated in an official plan for growth over the long-term planning horizon, 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”. Further, policy 1.1.3.6 directs that new development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

### 2.3.4 Infrastructure Planning

A number of policies in the PPS direct that planning authorities utilize a land use pattern that supports the efficient use of land, infrastructure and public service facilities to support an appropriate mix of uses and densities to prepare for the impacts of a changing climate, plan for growth efficiently and to consider the financial viability over the long-term. Specifically, policy 1.6.1 mandates that infrastructure planning be coordinated and integrated with land use planning to accommodate current and future needs.

Sewage and water services are to accommodate forecasted growth as well as promote the efficient use and optimization of existing systems. The systems are to be provided in a manner that can be sustained by the water resources upon which services rely and protects human health, safety and the natural environment. Policy 1.6.6.7 directs that stormwater management be integrated into the planning for sewage and water services to ensure that systems are optimized, feasible and financially viable, minimize erosion and changes in water balance, mitigate risks to human health and safety, property and the environment. It also indicates that planning for stormwater management shall promote best practices, such as stormwater attenuation and re-use, water conservation and efficiency and low impact development.

Waste management systems need to provide an appropriate size and type of service to accommodate present and future requirements and facilitate, encourage and promote reduction, reuse and recycling objectives.

### 2.3.5 Prime Agricultural Areas

The PPS provides some of its strongest policies in relation to the protection of prime agricultural areas. It directs that they should be protected for the long-term and restricts the circumstances for which they can be subdivided for residential purposes to the surplus farm dwelling policies. Prime agricultural areas, as defined by the PPS, “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”.

Policy 2.3.5.1 states that, “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”. Agricultural land will be assessed as part of the comprehensive review through the Land Evaluation and Area Review (LEAR) study. It is the intent of the study to address the requirements of PPS policy 1.1.3.8.

### 2.3.6 Archeological Resources

The PPS recognizes and directs that significant built heritage resources and significant cultural heritage landscapes be conserved. Policy 2.6.4 mandates that planning authorities consider and promote archaeological management and cultural plans to conserve resources. Further, 2.6.5 states that, “planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources”.

### 2.3.7 Natural Heritage Features and Areas

Another area of provincial interest is protecting natural features and areas for the long term. The diversity and connectivity of natural features in an area and the long-term *ecological function* and biodiversity of *natural heritage systems*, should be maintained, restored or, where possible, improved, recognizing linkages between and among *natural heritage features and areas*, *surface water features* and *ground water features*.

### 2.3.8 Natural Hazards

Planning authorities shall prepare for the impacts of a changing climate that may increase the risk associated with natural hazards; the PPS permits a two-zone concept for flood plains. Two zone concept means, “an approach to flood plain management where the flood plain is differentiated in two parts: the floodway and the flood fringe”.

Flood plain for river, stream and small inland lake systems, is defined as “the area, usually low lands adjoining a watercourse, which has been or may be subject to flooding hazards”.

Floodway for river, stream and small inland lake systems, “means the portion of the flood plain where development and site alteration would cause a danger to public health and safety or property damage. Where the one zone concept is applied, the floodway is the entire contiguous flood plain.

Where the two-zone concept is applied, the floodway is the contiguous inner portion of the flood plain, representing that area required for the safe passage of flood flow and/or that area where flood depths and/or velocities are considered to be such that they pose a potential threat to life and/or property damage. Where the two zone concept applies, the outer portion of the flood plain is called the ‘flood fringe’.

Flood fringe, for river, stream and small inland lake systems, is defined as “the outer portion of the flood plain between the floodway and the flooding hazard limit. Depths and velocities of flooding are generally less severe in the flood fringe than those experienced in the floodway”.

Policy 3.1.6 states, “Where the *two zone concept* for *flood plains* is applied, *development* and *site alteration* may be permitted in the *flood fringe*, subject to appropriate floodproofing to the *flooding hazard* elevation or another *flooding hazard* standard approved by the Minister of Natural Resources and Forestry”.

In order to apply the two-zone policy approach, a comprehensive technical study is required in order to properly identify and evaluate the delineation between floodway and flood fringe areas. They are then identified in the Official Plan with applicable policy updates.

### 2.3.9 Targets and Monitoring

To assist with long range planning, the PPS, through policy 1.1.3.5, mandates that “planning authorities establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions...” In addition, policy 1.4.3 requires that municipalities establish and implement minimum targets for the provision of affordable housing (including units for low to moderate income households) consistent with the applicable housing and homelessness plans (policy 1.4.3 a)). These policies ensure that municipalities, where other provincial plans with prescribed targets do not apply, establish targets for intensification that are compatible with the local context.

## 2.4 Norfolk County Strategic Priorities

Norfolk County Council developed strategic priorities based on feedback from residents and businesses intended to govern and provide decision making direction during the current term of government (2019-2022). Each strategic priority is accompanied by a goal and initiatives. The strategic priorities as they apply to the Grow Norfolk study are outlined below:

## **1 | Vibrant, Creative Communities**

*GOAL: Norfolk County has beautiful, safe neighbourhoods, a strong sense of community and great places for people.*

### **PRIORITY INITIATIVES:**

- Address vacancies in the downtown through programs and incentives for redevelopment and occupancy
- Facilitate and promote a diverse and attractive mix of housing options to increase affordability

## **2 | Optimal Place for Business**

*GOAL: Norfolk County is seen as a willing partner to business, setting the stage for those who want to try new ideas.*

### **PRIORITY INITIATIVES:**

- Facilitate new programs to support agricultural innovation across Norfolk County, including a new agricultural innovation hub
- Foster an environment for growth and innovation, creating new partnerships and new approaches

## **3 | Quality Infrastructure**

*GOAL: Norfolk County demonstrates meaningful progress on projects that matter to residents and businesses and uses proactive infrastructure management strategies.*

### **PRIORITY INITIATIVES:**

- Find innovative and cost-effective new approaches to engineering, leveraging private sector knowledge and resources
- Approve and invest in a strategy to address water and wastewater management and unlock potential for future development
- Facilitate innovative new public transit solutions that address rural realities and economies of scale

## **4 | Focus on Service**

*GOAL: Employees at Norfolk County are enabled and empowered to use common sense approaches and create outstanding customer experiences.*

### **PRIORITY INITIATIVES:**

- Streamline processes for development applications, building permits, special events permits and licensing with line of sight to a common sense approach

## 5 | Solid Foundations

*GOAL: Norfolk County is a well-run organization, with financial sustainability and asset management as the cornerstone of the County's future success.*

### PRIORITY INITIATIVES:

- Assure oversight and accountability for the County's finances through strategies that include multi-year operating budgets, multi-year capital plans, asset management, variance reporting and high return on investment for the Legacy Fund

The Growth Management Study aligns with each of the strategic priorities identified by Council. The overall study will provide background and foundational information for effective long range planning to ensure that Norfolk County can continue to facilitate the development of a beautiful, safe neighbourhood with a strong sense of community while promoting opportunities for a diverse and attractive mix of housing options with the intention of increasing affordability,

Strong long-term forecasts for economic development will help Norfolk County foster an environment for growth and innovation, with the expectation of creating new partnerships and forward thinking approaches.

Collaborating with County divisions and departments, such as Environmental & Infrastructure Services, Finance, Recreation, and Corporate Services, will ensure that long-term infrastructure planning is proactive and a strategy to address future water and wastewater capacity is sufficient to support the anticipated demand for development within Norfolk County. Understanding the population and economic forecasts will assist with prioritizing long-term infrastructure projects and lead to a more streamlined process for reviewing development applications and building permits.

## 2.5 Norfolk County Official Plan

**Table 1: Official Plan Approval Dates**

	<b>Official Plan</b>	<b>Five Year Review</b>
Adopted by Council	May 9, 2006	January 31, 2018
Approved by Ministry of Municipal Affairs and Housing	December 23, 2008	October 5, 2018

The intent of the an Official Plan (OP) is to provide a vision, set of goals and overarching land use policies for a particular jurisdiction or municipality which is also intended to implement the provincial directives established through the *Planning Act*, PPS and other provincial plans, where applicable. The OP provides the policy framework that guides economic, environmental and social decisions that have implications for the use of land. Section 1.1 b) of the Norfolk County OP notes the

purpose of the document is to “promote the orderly growth and economic development of Norfolk County through the logical, efficient and cost-effective distribution of land uses that will safeguard the health, convenience and economic well-being of residents, businesses and visitors”. The OP also provides guidance to Council in determining the appropriate future actions relating to physical change, development and improvement within the County.

**Section 2.2** of the Norfolk County OP establishes six goals and objectives intended to guide policy development and planning decisions.

### **2.2.1 | Strong and Diversified Economy**

Goal “Create a planning framework that promotes a flexible and adaptable economic environment that encourages investment and a broad range of employment opportunities, supports the growth of tourism in the County, protects the vitality and growth of the agricultural industry, and revitalizes Downtown Areas while recognizing retail trends and community needs.”

### **2.2.2 | Protecting and Enhancing the Natural Environment**

Goal “Protect and enhance the quality of the natural environment through a planning framework that conserves and enhances the diversity and connectivity of the natural forms, features and functions of Norfolk’s natural heritage, surface water and ground water resources, and that minimizes and mitigates impacts on air quality.”

### **2.2.3 | Maintaining and Enhancing the Rural and Small Town Character**

Goal “Protect the unique character of Norfolk’s cultural landscapes, Urban Areas, Hamlet Areas and Agricultural Area through heritage conservation, community design and redevelopment policies that promote community health, safety and broad esthetic appeal.”

### **2.2.4 | Maintaining a High Quality of Life**

Goal “Reinforce Norfolk’s strong sense of community through the provision of public services, the development of safe and attractive communities and the celebration of Norfolk’s unique cultural and natural heritage, by involving residents in making decisions on planning matters and by promoting a healthy community through active lifestyles.”

### **2.2.5 | Strong and Diversified Economy**

Goal “Ensure that Norfolk maintains, improves and expands its infrastructure including all modes of transportation, water and wastewater infrastructure, stormwater management, waste management, telecommunications and other

public utilities in order to better serve existing and future County residents, businesses and visitors.”

## **2.2.6 | A Well Governed, Well Planned and Sustainable County**

Goal “Support an open and responsive municipal government that actively builds public and private sector partnerships in the pursuit of the responsible and efficient use of land, resources, and services, while ensuring community and financial sustainability.”

### **2.5.1 Official Plan Policies**

The OP establishes a number of policies identifying the County’s vision regarding natural heritage resources, source water protection, provincially significant features and systems, the Long Point biosphere reserve, economic vitality, tourism, promoting agriculture, maintaining healthy communities, managing growth and community structure, cultural heritage and land use.

Section 6 forms the basis for Norfolk County’s growth management principles which outlines growth and development policies for the community structure, including the six urban areas, 42 hamlets and six resort areas (note, Booth’s Harbour and Normandale have land designated as both hamlet and resort area), as identified on Schedule A of the Official Plan. Schedule A illustrates the urban and hamlet boundaries within Norfolk County. Section 6.2 provides the population and economic forecasts for 2036. Watson & Associates Economists Ltd. have been retained by Norfolk County to complete an update to the population and economic forecasts for a planning horizon of 2016 to 2051. Details of the update are outlined in Staff Report CD 21-129.

The six urban areas are the focal points for the majority of growth and development activity and will accommodate the greatest amount of targeted growth throughout the planning period. Intensification, infill and redevelopment is encouraged within urban areas and moderately within hamlets.

A housing technical paper will be prepared to detail the housing policies and options (accessory dwelling units and garden suites) within the OP and their connection to the *Planning Act*, PPS and the County’s 10-Year Housing and Homelessness Plan. The housing policies in Section 5 of the Norfolk County Official Plan note that the County will maintain the ability to accommodate residential growth for a minimum of 10 years through land designated and available for residential development and that the County will ensure that where new development is to occur at least a three year supply of residential units in draft approved or registered plans, residential intensification and redevelopment shall be appropriately zoned and available for development or redevelopment.

While identifying that a full range and mix of housing types and densities should be included in developments in order to meet the current and future demand of the County,

the Official Plan establishes that 15% of all new housing building shall be multi-residential dwelling and 15% shall be semi-detached and townhouse dwellings. Also, Norfolk County will target 25% of all new housing provided be affordable to low and moderate income household and of that, at least 10% be affordable to low income housing. To achieve these targets, Norfolk County is encouraging the provision of affordable housing through supporting increased residential densities in appropriate locations, particularly in downtown areas, accommodated in a variety of built forms. The Planning Department will commence additional monitoring of residential development following the completion of the growth study. Our current performance regarding these targets will be reviewed during the next phase of the study and will investigate whether any changes to our current structure, policies and targets are required to achieve the objectives.

The OP recognizes that intensification reduces the need to expand onto agricultural lands, located adjacent to each of the urban areas, to accommodate new residential development. Intensification, infilling and redevelopment of existing areas allows for the efficient use of municipal services so that they are financially viable over the long term. Section 5.3.1 b) establishes a target of 25% of annual residential growth be accommodated through infill, intensification and redevelopment within the existing built-up areas of the urban areas. Monitoring of intensification activity through development approvals and building permits will ensure proposals can be satisfactorily integrated within the existing built environment and that new developments are compatible within each urban area and hamlet. As noted above, our current performance regarding these targets will be reviewed during the next phase of the study and will investigate whether any changes to our current structure, policies and targets are required to achieve the objectives along with recommendations associated with report monitoring.

The Norfolk County OP contains sixteen land use designations that are designed to implement the long-term vision. These include:

- Agricultural;
- Hazard Land;
- Provincially Significant Wetland;
- Hamlet;
- Resort Residential;
- Urban Residential;
- Downtown;
- Mixed Residential/Commercial;
- Shopping Centre Commercial;
- Commercial;
- Protected Industrial;
- Industrial;
- Major Institutional;
- Parks and Open Space;
- Urban Waterfront; and
- Major Public Infrastructure.

Each designation has corresponding policies specific to the intent of the designation and can be accessed through Section 7 of the OP. Further analysis of the necessary land use designations will be completed after the recommendations of the Grow Norfolk study have been provided.

Section 8 of the OP provides policies regarding all roads, trails, sewers, watermain, electric utility, waste disposal and telecommunication facilities. It recognizes the important role these networks and infrastructure play to ensure Norfolk County achieves its sustainability goals. These systems are vital to economic competitiveness, community health and environmental responsiveness. The policies of the OP strive to ensure the efficient and cost-effective co-ordination of infrastructure needs and long-term growth.

Municipal water systems exist in all six of the urban areas and wastewater treatment systems are present in each urban area, except for Courtland. Hamlets, resort areas and the rural area are serviced by private water and wastewater systems. The logical extension and availability of services is the cornerstone to ensuring that development is phased appropriately and avoids “leap frogging” large undeveloped tracts of land between the existing urban development areas.

## 3.0 Topics of consideration for the “Grow Norfolk” Study

Given the current themes impacting growth and development, the existing legislative framework and a literature review of other municipal growth studies, the following topics will be evaluated through the Grow Norfolk study to determine if amendments to the current OP policies are required to accommodate the forecasted population and employment projections.

### 3.1 Agricultural land

The majority of land within Norfolk County is designated Agricultural and predominately comprised of Class 1, 2 and 3 soil capability as identified by the Canada Land Inventory, which satisfies the test to be considered prime agricultural land by the PPS. Based on information from the Economic Development division, there are just over 1,300 working farms and approximately 79,300 hectares of land producing crops within Norfolk County<sup>1</sup>. In 2016 Norfolk County had the second highest total farm capital value in Ontario, up 57% from 2011 consisting of an approximate value of \$3.3 billion, which solidifies the County’s position among leading farming regions in the province. Norfolk County produces diverse crops ranging from soybeans, corn, rye, a variety of vegetables, ginseng and tender fruit. The County is a leader in producing asparagus, tart cherries, ginseng, peppers, zucchini, strawberries, sweet corn and tomatoes,

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<sup>1</sup> Norfolk County Economic Development. [Farm Data | Norfolk County Economic Development \(norfolkbusiness.ca\)](http://norfolkbusiness.ca).

among other products. The LEAR study will provide further analysis in regards to agricultural land.

As the pressure continues to accommodate residential growth within urban areas, there becomes an increased risk for land use compatibility issues between residents and longstanding agricultural operations. Also, as a matter of provincial interest, the Planning Act and PPS provide strong direction to protect agricultural land for the long term. Finding the appropriate balance to accommodate the projected population and economic forecasts as well as ensuring that agricultural operations can continue to thrive will be necessary. A component to evaluating the viability of agricultural land is fragmentation. Surplus farm dwelling severances contribute to the fragmentation of agricultural land as Norfolk County continues to experience high volumes of these applications.

As indicated in Table 2, the number of surplus farm dwelling consent applications has risen between 2010 and 2018. Through Official Plan Amendment 98, the agricultural lot creation policies of Section 7.2 removed the requirement for a habitable farm dwelling to be constructed before August 24, 1978 and replaced it with a policy that it shall be at least 10 years old at the date of the severance application.

**Table 2: Approved Surplus Farm Dwelling Severance Application in Norfolk County**

<b>Year</b>	<b>Approved Applications</b>
2010	10
2011	19
2012	23
2013	26
2014	30
2015	28
2016	27
2017	17
2018*	62
2019	35
2020	25
2021**	7

\* Agricultural Lot Creation and Lot Adjustment Policies of the Official Plan amended (1-OP-2018)

\*\* Includes applications entered into CityView up until July 7, 2021

Additional data will be analyzed through the LEAR study to understand how fragmentation is impacting agricultural land in the County, however the volume of surplus farm dwelling severances appears to be higher in Norfolk than many other agricultural municipalities, which is an interesting juxtaposition considering the agricultural production occurring.

To understand the composition of the agricultural area, a phased LEAR study will be conducted. The outcomes of that study will inform the overall Grow Norfolk study and form part of the basis for future recommendations.

### 3.2 Housing Affordability

Housing affordability is an on-going national, provincial and local issue being discussed. The growth management study will collaborate with Housing staff to determine if it is necessary to amend existing policies to encourage additional affordable residential dwelling units to be constructed. The *Planning Act* and PPS have provided clear direction to planning authorities and are requiring that targets be established and monitored to ensure units are constructed.

Planning staff will prepare a Housing Technical Paper outlining existing policies and proposed amendments to facilitate the development of additional units within the County. Due to a change in the *Planning Act* that permits two accessory dwelling units, there is an opportunity for Norfolk County to develop and implement clear zoning provisions to permit additional units with zones that permit single-detached dwellings, semi-detached and townhouse dwellings. There is an opportunity to re-imaging what is permitted within residential zones to accommodate gentle intensification within traditional neighbourhoods where single-detached dwellings are the predominate built form.

### 3.3 Intensification

A key theme that is carried through the legislative framework and existing OP is intensification, infill and redevelopment. Municipalities have been encouraging intensification to increase the densities within urban boundaries because there is a positive relationship between intensification and the efficient use of land, services and infrastructure. Financially, there is a benefit to having more people pay for an efficient, appropriately sized system.

Often as municipalities grow through intensification, there is a demand from the population for additional amenities and services. Businesses depend on a growing population to determine if a location is feasible for a successful venture. A residential land use analysis is required to examine how intensification and infill developments can be absorbed within the existing landscape. The analysis must also consider how to integrate additional commercial uses that the growing population will begin to demand. Increased development within downtown areas combined with development corridors that link designated growth areas may be considered to accommodate the projected growth and demand for services over the long-term.

### 3.4 Sustainability

Sustainability is a term that has grown to encompass many elements such as the environment and climate change, municipal finances, long-term viability for the infrastructure system, building practices and the efficient use of land. As part of the growth management study, planning staff will examine how policies can be improved to ensure that high-level sustainability goals and objectives are achieved in each of the areas mentioned. The OP is a tool that Norfolk County can use to ensure that sustainability is a coordinated effort that includes large infrastructure projects, opportunities for waste reduction, climate change adaptation and the promotion of building best practices. Building design and construction methods have advanced to help increase energy efficiency, reduce water consumption, increase stormwater capture, optimizing the buildings orientation for solar panels, green roofs and daytime sunlight are effective ways to achieve sustainability goals. Incorporating requirements for outdoor amenity spaces for medium and high density built forms will also provide opportunities for urban agriculture and local food to be produced.

Opportunities to continue encouraging the implementation of a multimodal transportation system that fits within the context of Norfolk County will help to achieve the overall sustainability goals as well.

### 3.5 Natural Heritage, Increased Flood Risk and protection of Lake Erie

Norfolk County is home to a complex and extensive natural heritage system that connects large tributaries, small rivers, woodlots and provincially significant wetlands to Lake Erie. Long Point Walsingham Forest and the Long Point Biosphere Reserve have been identified as a natural heritage priority areas by the Federal and provincial governments due to the ecological significance within the area. Norfolk County's natural areas contribute to a number of recreational and environmental opportunities within the County.

Climate change and adaptation are not new concepts, however, the province of Ontario has recognized climate change as a matter of provincial interest and is directing planning authorities to minimize the negative impacts to air quality and climate change because it recognizes the connection to the provinces long term prosperity, environmental health and social well-being. Through the PPS, development is directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage. Recently, Lake Erie water levels have risen and increased erosion is evident along the shoreline. There have been increased flooding events that have impacted low lying areas, such as Port Dover.

The PPS now permits a two zone concept for flood plains, however, further evaluation of the inherent flood risks is necessary, in conjunction with the Long Point Region Conservation Authority, to determine if this approach is appropriate for Norfolk County.

### 3.6 Economic Development and Employment Lands

Ensuring that land use policies enable the construction of amenities, innovative economic development opportunities and the necessary infrastructure to support the anticipated population and job growth will encourage a variety of new uses to locate within Norfolk County. Providing opportunities for economic development and supporting agricultural operations to thrive will strengthen the local economy and attract new residents of all ages.

## 4.0 General Growth Management Principles and Objectives

The review of the existing legislative framework, a policy analysis and a literature review of growth management plans, generated six themes preliminary to help focus the growth management study. The themes are consistent with the Strategic Priorities developed by Norfolk County Council for the term of 2019 to 2022. Understanding that the strategic priorities may change after 2022, they are still relevant to inform the development of the principles for the growth management study. Additionally, the OP contains overall goals and objectives that form the foundation of all the land use policies. These preliminary themes are consistent with the Strategic Priorities and themes listed below.

### 4.1 Growth Management Themes

**Theme 1:** Encourage growth to occur in an efficient and integrated manner.

**Theme 2:** Ensure the necessary infrastructure is developed to support the needs of a growing population.

- The notion of infrastructure often includes:
  - Water and wastewater systems;
  - The Transportation network;
    - Active Transportation;
    - Transit; and
    - Road patterns.
  - Recreational uses;
    - Parks;
    - Playgrounds and splash pads;
    - Sport fields;
    - Community centres and arenas/
  - Institutional uses;
    - Daycares;
    - Long term care facilities;
    - Libraries;
    - Schools; and
    - Fire and ambulance stations.

- Telecommunications infrastructure

**Theme 3:** Endorse fiscal responsibility through the effective use of available financial tools.

**Theme 4:** Support agricultural operations by reducing land use fragmentation and compatibility conflicts.

**Theme 5:** Protect and enhance the natural environment and cultural heritage resources throughout the County.

**Theme 6:** Promote intensification through creative design to support continued residential and economic growth in appropriate locations.

The Grow Norfolk preliminary principles and objectives will be confirmed following community and stakeholder engagement and consultation to ensure that the principles reflect the public's long-term vision regarding growth and development.

## 4.2 Norfolk County's Community Structure

Norfolk County is a single tier municipality located on the north shore of Lake Erie in southwestern Ontario, situated between Elgin County to the west, Haldimand County to the east and having Six Nations of the Grand River, Brant and Oxford Counties to the north. It has an approximate population of 69,000 spread across 1,600 square kilometers. The landscape is diverse and includes a vast natural heritage system with federal and provincial significance, which sits within the rich prime agricultural area.

The community structure consists of rural and settlement areas. The rural area is predominately prime agricultural land, with the majority of land having a soil classification of 1, 2 or 3 soil capability as identified by the Canada Land Inventory with potential specialty crop areas within the overall agricultural system.

Settlement areas include, urban, hamlet and resort areas as illustrated on Schedule A of the Official Plan and attached to this report as Appendix A. Table 3 lists the settlement areas by type and name.

**Table 3: Settlement Areas**

Settlement Area Type	Settlement Area Name		
Urban Areas	Courtland Delhi Port	Port Dover Rowan	Simcoe Waterford
Hamlet Areas	Andy's Corners Bealton Boston	Green's Corners Hillcrest Kelvin	Rattlesnake Harbour (Ellaton) Renton Silver Hill

	Bill's Corners* Bill's Corners** Bloomsburg Booth's Harbour*** Cultus Fairground Fernlea Forestville Frogmore Gilbertville Glen Meyer	Langton La Salette Lynedoch Lynnville Messiah's Corners Nixon Norfolk North Norfolk West Normandale*** Windham Centre Port Ryerse	South Middleton St. Williams Teeterville Vanessa Villa Nova Vittoria Walsh Walsingham Wilsonville Pinegrove (Pinehurst) Wyecombe
<b>Resort Areas</b>	Avalon Booth's Harbour***	Fisher's Glen Long Point	Normandale*** Turkey Point

\* located in Charlotteville

\*\* located in Townsend

\*\*\* settlement area is partly a Hamlet Area and partly a Resort Area

Given the large geographic size of the County, each settlement area type accommodates varying population sizes, amenities and infrastructure. As a component of the previous Official Plan update, population, households and employment forecasts were completed by Hemson Consulting Ltd. for the planning horizon ending in 2036. Below are the forecasts included in Section 6 of the Official Plan.

**Table 4: Official Plan Table 5 – Population, Households and Employment Forecasts by Settlement Areas, 2023**

	<b>2036 Forecasts</b>		
<b>Settlement Area</b>	<b>Population</b>	<b>Households</b>	<b>Employment</b>
Courtland	1,080	430	515
Delhi	5,345	2,290	2,690
Port Dover	9,380	4,320	2,500
Port Rowan	1,905	900	290
Simcoe	17,210	7,600	10,290
Waterford	4,850	2,000	1,225
Hamlets and Rural Areas	31,160	11,850	7,240
Norfolk County	70,930	29,390	24,750

In a recent demographic and economic profile prepared by DMS-continuum, Norfolk County's population was estimated to be an approximate size of 70,028 in 2020<sup>2</sup>. The estimates are based on Statistics Canada estimates and subject to confirmation from the 2021 Census results anticipated to be released in 2022. The report also notes that there was a substantial increase in the region's per annum pace population growth from 2015 onward.

The recent estimates indicate that the population grew by approximately 5,315 people between 2006 and 2020 and that Norfolk County's population has already reached a total that was forecast to occur by 2036, as indicated by Hemson Consulting Ltd. in Table 4.

As part of Phase 2 of the Grow Norfolk study, Watson & Associates Ltd. was retained to complete phase 1 of the comprehensive review, which includes forecasting population and economic growth until 2051. The Reference scenario projects a population growth rate of 0.8% over the forecast period of 2016 to 2051. This scenario anticipates a total population of 88,800 people by 2051, which equates to approximately 22,400 additional residents. Additionally, an annual growth rate of 0.9% is anticipated for permanent households, representing an increase of approximately 9,700 households by 2051.

It is anticipated that the County's urban areas will accommodate approximately 88% of the forecasted population and 84% of the economic growth seeing the majority of growth occurring in Simcoe and Port Dover over the long-term. Hamlets and rural areas are expected to accommodate approximately 12% of the forecast population and 16% of the anticipated economic growth respectively.

Based on the growth forecasts the total share of housing growth within the urban areas, show that Simcoe and Port Dover will accommodate approximately two-thirds of the County-wide housing growth from 2016 to 2051 (30% and 27% respectfully), followed by Waterford (14%), Delhi (9%), Port Rowan (7%) and Courtland (1%).

The total employment base is forecast to grow to approximately 32,600 jobs, representing an increase of approximately 9,200 jobs between 2016 and 2051, or at an average annual rate of 1%. Similarly to population growth, economic growth is anticipated to be concentrated within Norfolk County's urban areas, accounting for 84% of the County wide growth. The hamlets and rural areas are forecast to account for the remaining 16%. It is expected that Simcoe will accommodate over one-third (37%) of the employment growth over the 30-year forecast period.

The Grow Norfolk study will analyze the existing policies and designated land to determine if amendments are required to accommodate the projected population and economic growth forecasts to satisfy the requirements of the PPS identified above regarding the amount of available serviced land for residential and economic development as well as to achieve the goals regarding intensification, infill and redevelopment. It is important to note that the Grow Norfolk Plan will complete a County

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<sup>2</sup> DMS-continuum. Demographic & Economic Profile: Norfolk County, Ontario.

wide assessment of how to accommodate future growth, however, as urban areas have historically functioned as the focal points for growth and development, they will continue to accommodate the majority of growth over the long-term.

## **Community Profiles**

Attached in the Appendix are community profiles based on a desktop evaluation of the official plan land use designations and GIS information regarding facilities. The profiles are meant to provide details regarding the existing land uses, infrastructure and local amenities.

Appendix B – Courtland

Appendix C – Delhi

Appendix D – Port Dover

Appendix E – Port Rowan

Appendix F – Simcoe

Appendix G – Waterford


Appendix H – Hamlets and Rural Areas

Norfolk County  
OFFICIAL PLAN  
Schedule "A-1"

COMMUNITY STRUCTURE


LEGEND

RURAL AREA

Rural Area 

SETTLEMENT AREAS

Urban Area 


Hamlet Area 

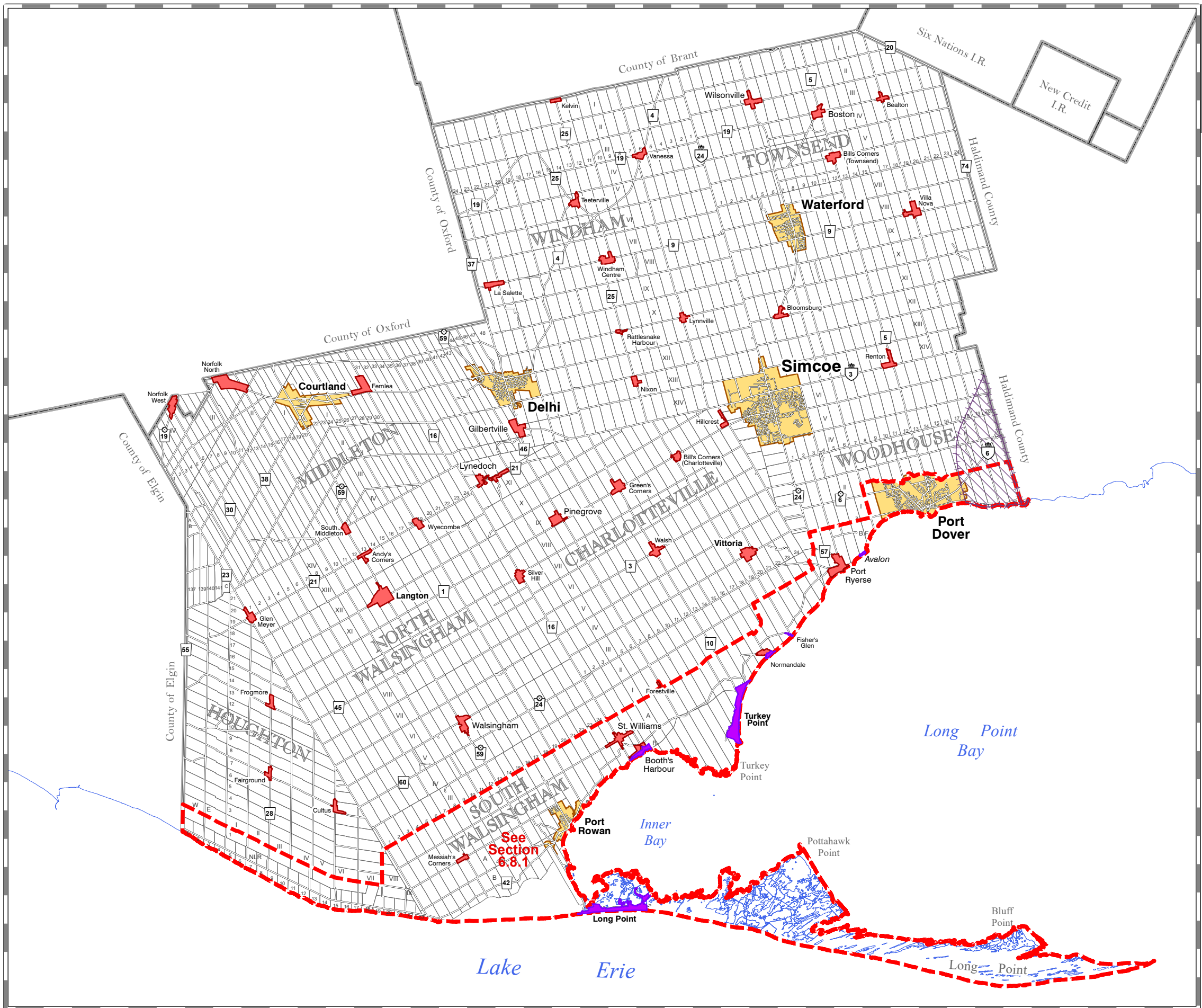
Resort Area 

LAKESHORE SPECIAL POLICY AREA

Lakeshore Special Policy Area 

INDUSTRIAL INFLUENCE AREA

Industrial Influence Area 



# Courtland

## Map



## Location:

Courtland is located in the north western portion of the County along Highway 3. It is located approximately 10 km south east of Tillsonburg, in Oxford County and 11 km from Delhi, to the east.

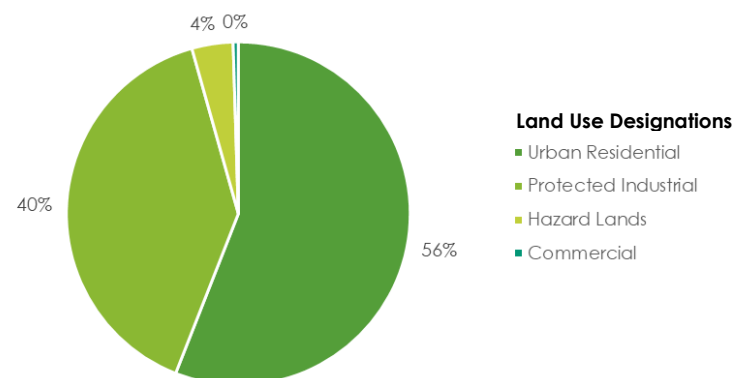
## Services:

Municipal water services, however private systems are utilized for wastewater.

## Amenities (see map):

Courtland Industrial Park  
 Courtland Public School  
 Our Lady of Fatima School  
 Courtland Lions Community Park  
 Caressant Care Courtland, Long Term Care Facility

## Percentage of Urban Area by Official Plan Land Use Designation\*



## Population:

Approx. 1,050

## Projected Growth between 2016-2051

People	180
Units	60
Jobs	270

























## Interesting Note:

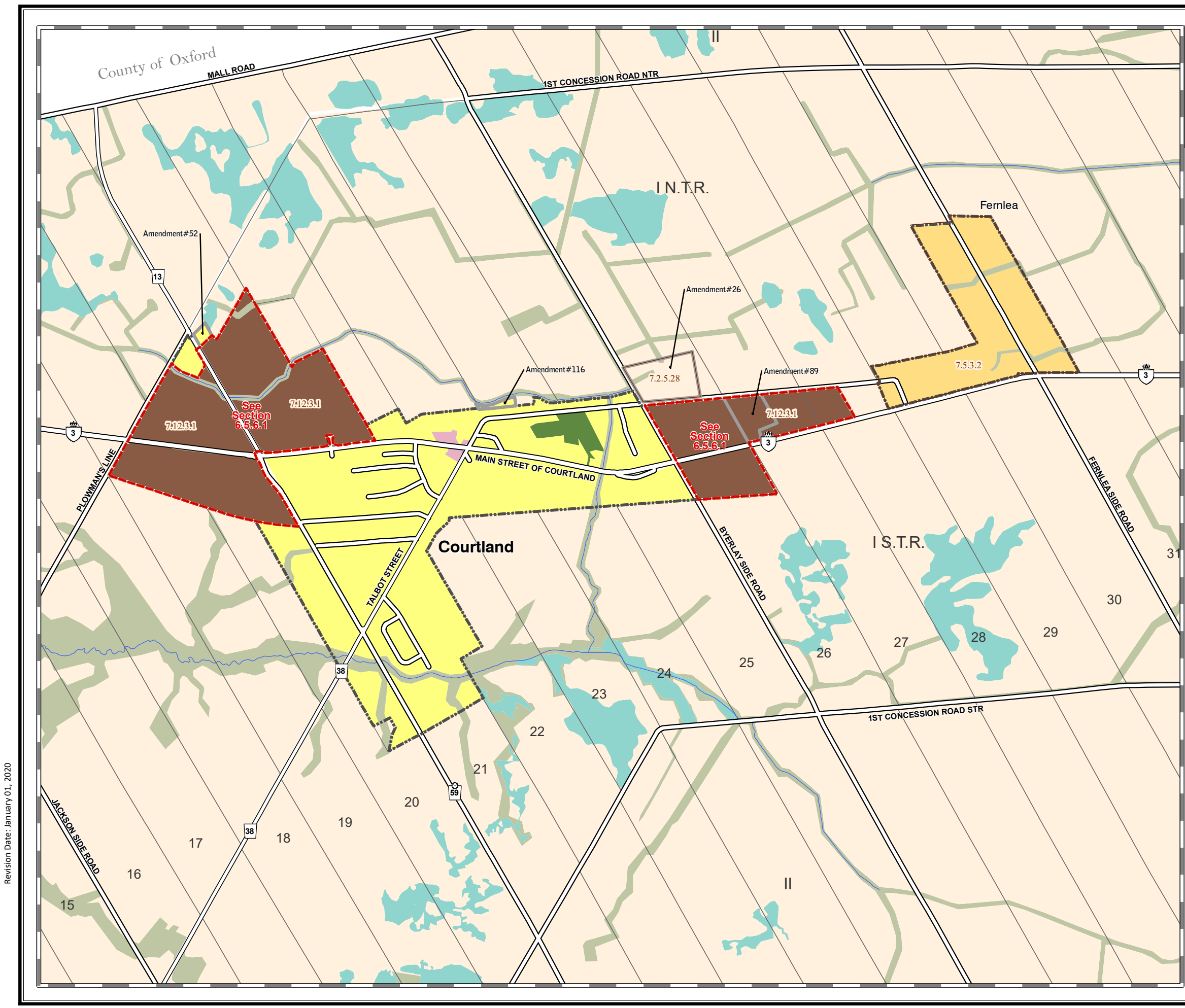
Contains 19% of the County's net developable industrial land.

\* Schedule B of the OP attached

# Norfolk County OFFICIAL PLAN Schedule "B-20"

## LAND USE LEGEND




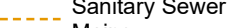



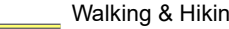









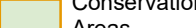


- Agricultural 
- Hazard Lands 
- Provincially Significant Wetland 
- Hamlet 
- Resort Residential 
- Urban Residential 
- Mixed Residential/Commercial 
- Downtown 
- Shopping Centre Commercial 
- Commercial 
- Protected Industrial 
- Industrial 
- Major Public Infrastructure 
- Major Institutional 
- Parks & Open Space 
- Urban Waterfront 
- Built Boundary 
- Special Policy Area 
- Site Specific Policy Area 
- Industrial Influence 
- Marine Use in Hazard Lands (Section 7.3.1(g)(iii)) 
- Urban Area Boundary 
- Hamlet Area Boundary 
- Resort Area Boundary 


















# Growth Management Study COMMUNITY INFRASTRUCTURE

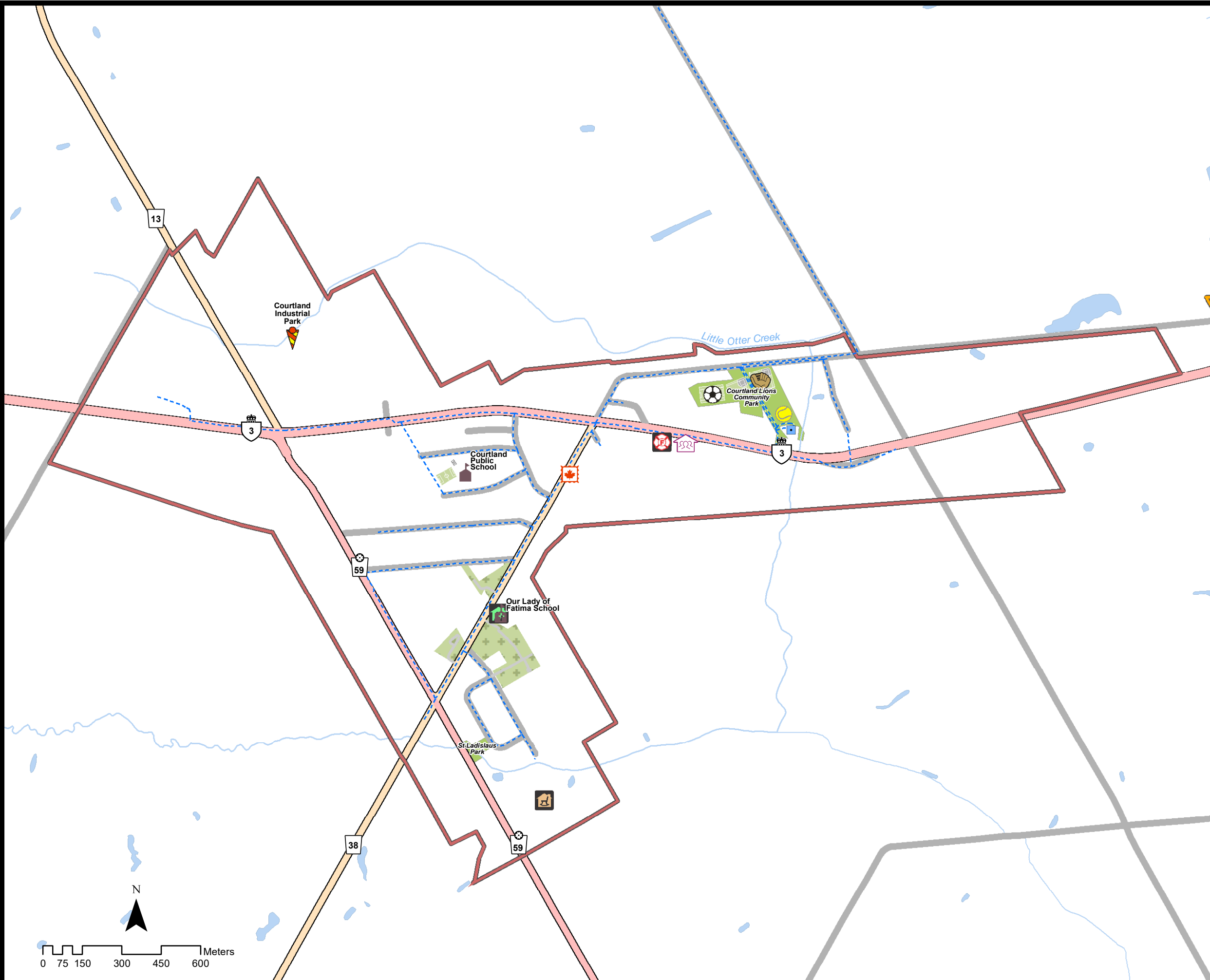
## COURTLAND

### Legend

	Ambulance Bases		Water and Sewer Facilities
	Ball Parks		Sanitary Sewer Mains
	Beach		Watermain
	Community Centres		Walking & Hiking Trails
	Conservation Areas		Urban Area Boundary
	Court House		Hamlet Area Boundary
	Firehalls		Resort Area Boundary
	Hospital		Cemetery
	Industrial Park		Conservation Areas
	Library		Parks

### Schools

	College, Public
	Secondary, Catholic
	Elementary/Sec... Public; Secondary, Public
	Elementary, Private; Elementary, Public
	Elementary, Catholic
	Licensed Child Care
	Long Term Care Facilities
	Museum and Art Galleries
	Pools
	Police
	Post Offices
	Skateboard Park
	Soccer Fields
	Splash Pad
	Tennis Courts



# Delhi

## Map



## Location:

Delhi is centrally located within the County along Highway 3. It is located approximately 11 km from Courtland, to the west and 19 km from Simcoe, travelling east along Highway 3.

## Services:

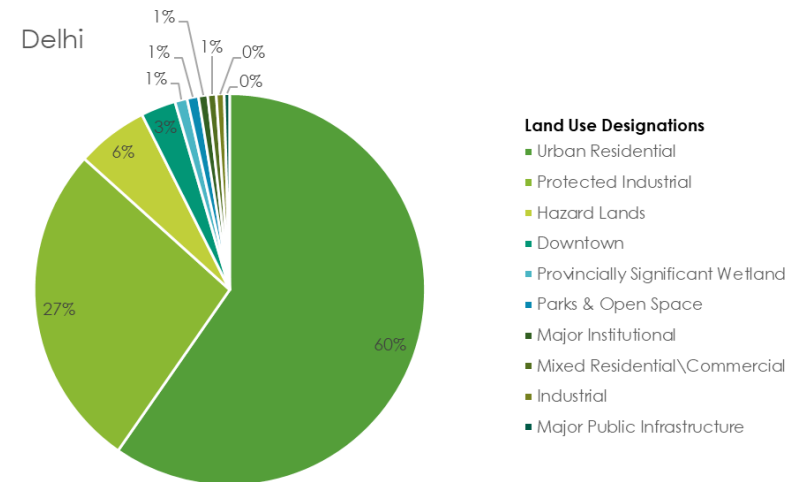
Municipal water and wastewater services

## Amenities (see map):

Delhi Industrial Park  
Delhi Public School  
Delhi District Secondary School  
St. Francis Cabrini School  
Delhi Fire Hall  
Ambulance Base #5  
Delrose Retirement Residence  
Delhi Long Term Care Centre

Delhi Tobacco Museum  
Various parks  
Big Creek

## Percentage of Urban Area by Official Plan Land Use Designation\*



## Population:

Approx. 5,140

## Projected Growth between 2016-2051

People	2,150
Units	880
Jobs	900

## Interesting Note:

The Delhi BIA hosts a Santa Clause Parade.

\* Schedule B of the OP attached

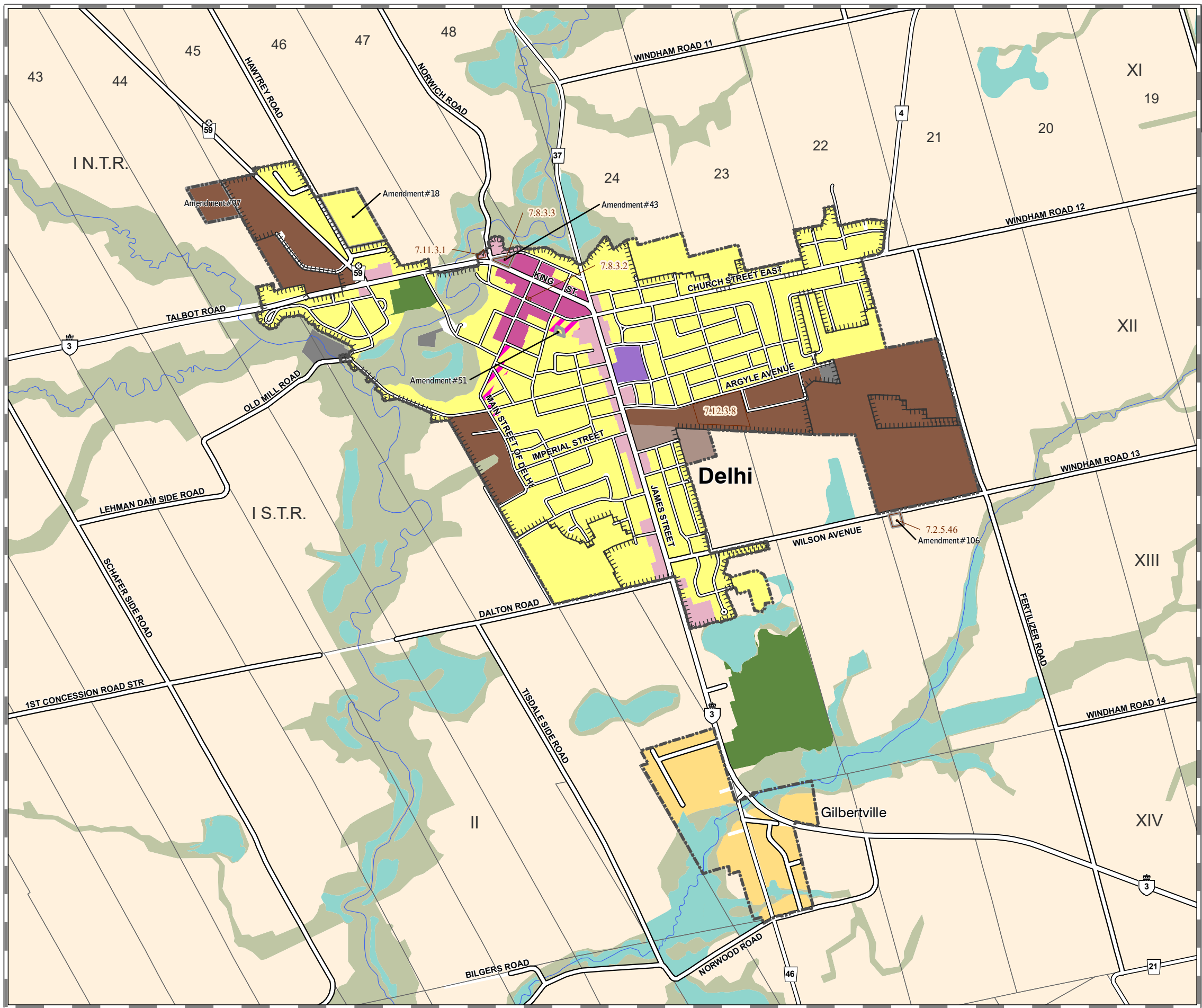
# Norfolk County OFFICIAL PLAN Schedule "B-17"

## LAND USE LEGEND

- Agricultural
- Hazard Lands
- Provincially Significant Wetland
- Hamlet
- Resort Residential
- Urban Residential
- Mixed Residential/Commercial
- Downtown
- Shopping Centre Commercial
- Commercial
- Protected Industrial
- Industrial
- Major Public Infrastructure
- Major Institutional
- Parks & Open Space
- Urban Waterfront
- Built Boundary
- Special Policy Area
- Site Specific Policy Area
- Industrial Influence
- Marine Use in Hazard Lands (Section 7.3.1(g)(iii))
- Urban Area Boundary
- Hamlet Area Boundary
- Resort Area Boundary

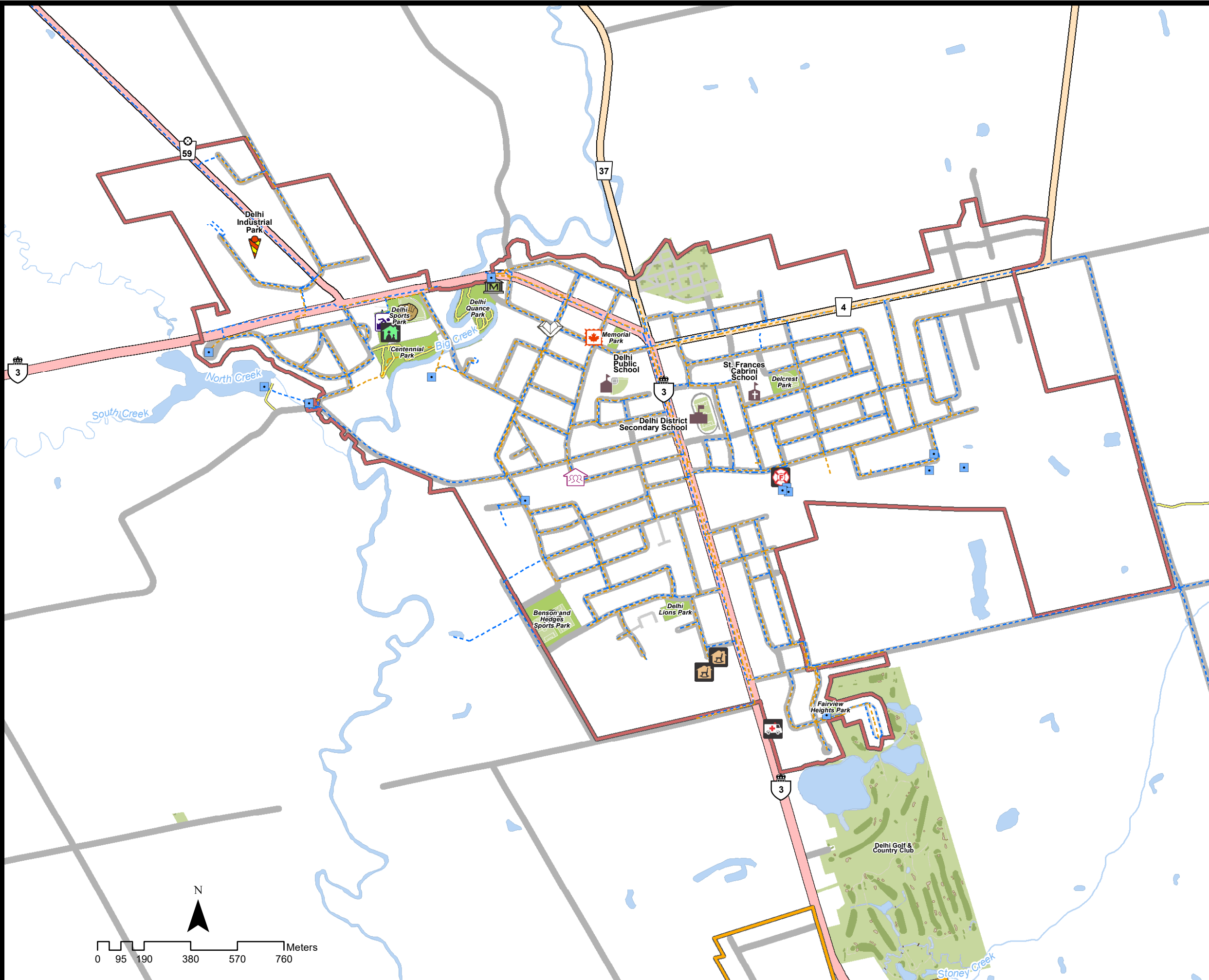


Revision Date: January 01, 2020



# Growth Management Study COMMUNITY INFRASTRUCTURE

## DELHI

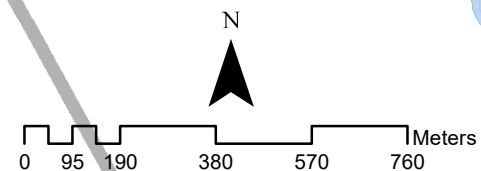


### Legend

- |                    |                            |
|--------------------|----------------------------|
| Ambulance Bases    | Water and Sewer Facilities |
| Ball Parks         | Sanitary Sewer Mains       |
| Beach              | Watermain                  |
| Community Centres  | Walking & Hiking Trails    |
| Conservation Areas | Urban Area Boundary        |
| Court House        | Hamlet Area Boundary       |
| Firehalls          | Resort Area Boundary       |
| Hospital           | Cemetery                   |
| Industrial Park    | Conservation Areas         |
| Library            | Parks                      |

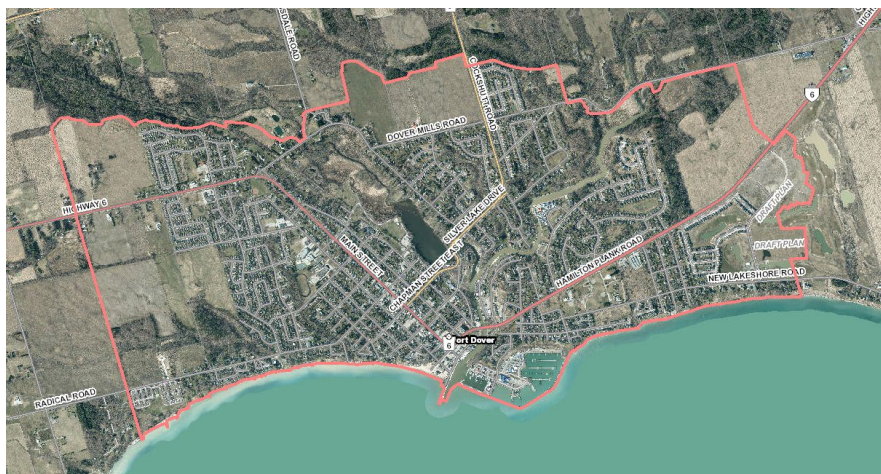
### Schools

- College, Public
- Secondary, Catholic
- Elementary/Sec... Public; Secondary, Public
- Elementary, Private; Elementary, Public
- Elementary, Catholic
- Licensed Child Care
- Long Term Care Facilities
- Museum and Art Galleries
- Pools
- Police
- Post Offices
- Skateboard Park
- Soccer Fields
- Splash Pad
- Tennis Courts



# Port Dover

## Map



## Location:

Port Dover is located along the north shore of Lake Erie on the east side of the County and is accessed by Highways 3 and 5. It is located approximately 13 km from Simcoe, which is situated to the north west and 14 km to Jarvis when travelling north east along Highway 6.

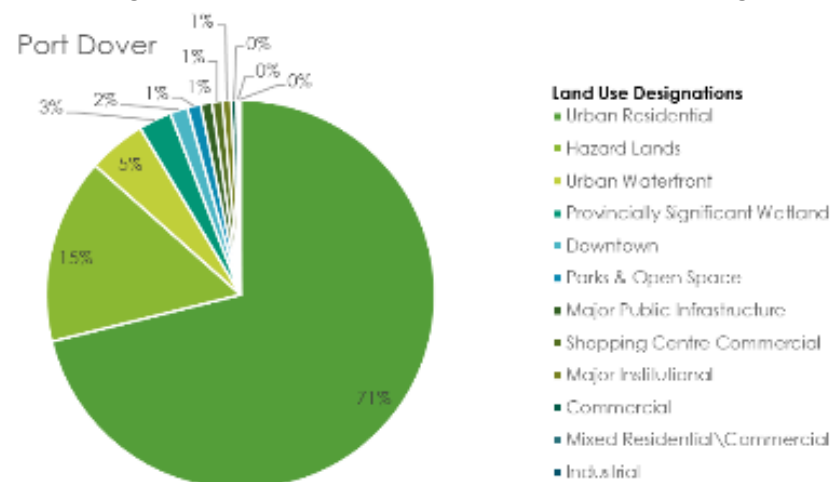
## Services:

Municipal water and wastewater services

## Amenities (see map):

Lakewood Elementary School	Port Dover Harbour Museum
St. Cecilia's School	Various parks
Port Dover Fire Hall	Port Dover Beach
Fire Hall	Silver Lake
Ambulance Base #2	Black Creek
Crabapple Creek Retirement Home	
Port Dover Commercial Basin	
Port Dover Harbour Marina	

## Percentage of Urban Area by Official Plan Land Use Designation\*



## Population:

Approx. 8,770

## Projected Growth between 2016-2051

People	6,080
Units	2,580
Jobs	1,570

























## Local Festivals:

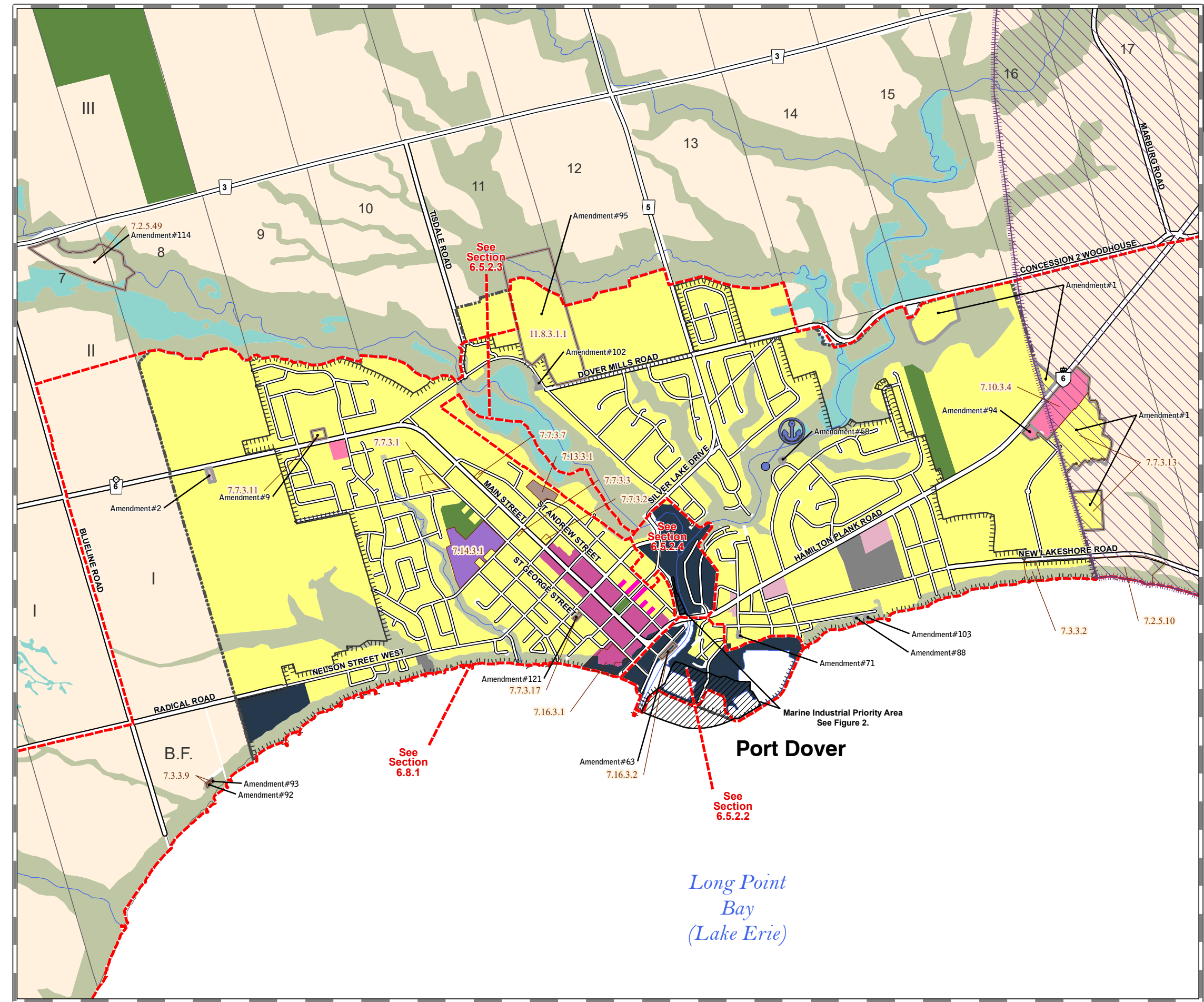
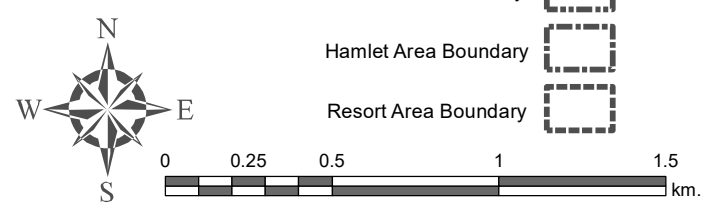
Friday the 13<sup>th</sup>  
 July 1<sup>st</sup> Celebration and Boat Parade  
 Art in the Park  
 Christmas Fest

\* Schedule B of the OP attached

# Norfolk County OFFICIAL PLAN Schedule "B-16"

## LAND USE LEGEND

- Agricultural 
- Hazard Lands 
- Provincially Significant Wetland 
- Hamlet 
- Resort Residential 
- Urban Residential 
- Mixed Residential/Commercial 
- Downtown 
- Shopping Centre Commercial 
- Commercial 
- Protected Industrial 
- Industrial 
- Major Public Infrastructure 
- Major Institutional 
- Parks & Open Space 
- Urban Waterfront 
- Built Boundary 
- Special Policy Area 
- Site Specific Policy Area 
- Industrial Influence 
- Marine Use in Hazard Lands (Section 7.3.1(g)(iii)) 
- Urban Area Boundary 
- Hamlet Area Boundary 
- Resort Area Boundary 



# Growth Management Study COMMUNITY INFRASTRUCTURE

## PORT DOVER

### Legend

- |                    |                            |
|--------------------|----------------------------|
| Ambulance Bases    | Tennis Courts              |
| Ball Parks         | Water and Sewer Facilities |
| Beach              | Sanitary Sewer Mains       |
| Community Centres  | Watermains                 |
| Conservation Areas | Walking & Hiking Trails    |
| Court House        | Urban Area Boundary        |
| Firehalls          | Hamlet Area Boundary       |
| Hospital           | Resort Area Boundary       |
| Industrial Park    | Cemetery                   |
| Library            | Conservation Areas         |
|                    | Parks                      |

### Schools

- College, Public
- Secondary, Catholic
- Elementary/Sec... Public; Secondary, Public
- Elementary, Private; Elementary, Public
- Elementary, Catholic
- Licensed Child Care
- Long Term Care Facilities
- Museum and Art Galleries
- Pools
- Police
- Post Offices
- Skateboard Park
- Soccer Fields
- Splash Pad



# Port Rowan

## Map



## Location:

Port Rowan is located along the north shore of Lake Erie, north of Long Point Bay and is accessed by Highway 59. It is located approximately 35 km south of Simcoe.

## Services:

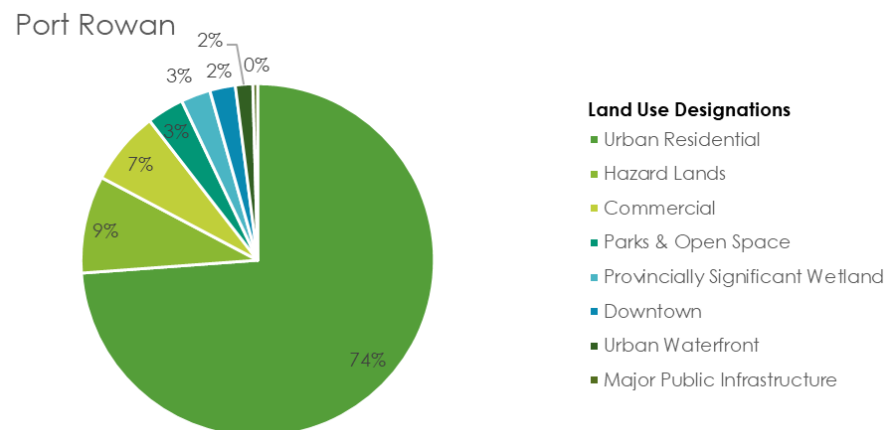
Municipal water and wastewater services

## Amenities (see map):

Port Rowan Public School  
Fire Hall  
Library  
Port Rowan Skatepark  
Port Rowan Harbour  
Boat Launch

Bayview Harbour Marina  
Various parks  
Lake Erie

## Percentage of Urban Area by Official Plan Land Use Designation\*



## Population:

Approx. 1,460

## Projected Growth between 2016-2051

People	1,560
Units	650
Jobs	450

## Local Festivals:

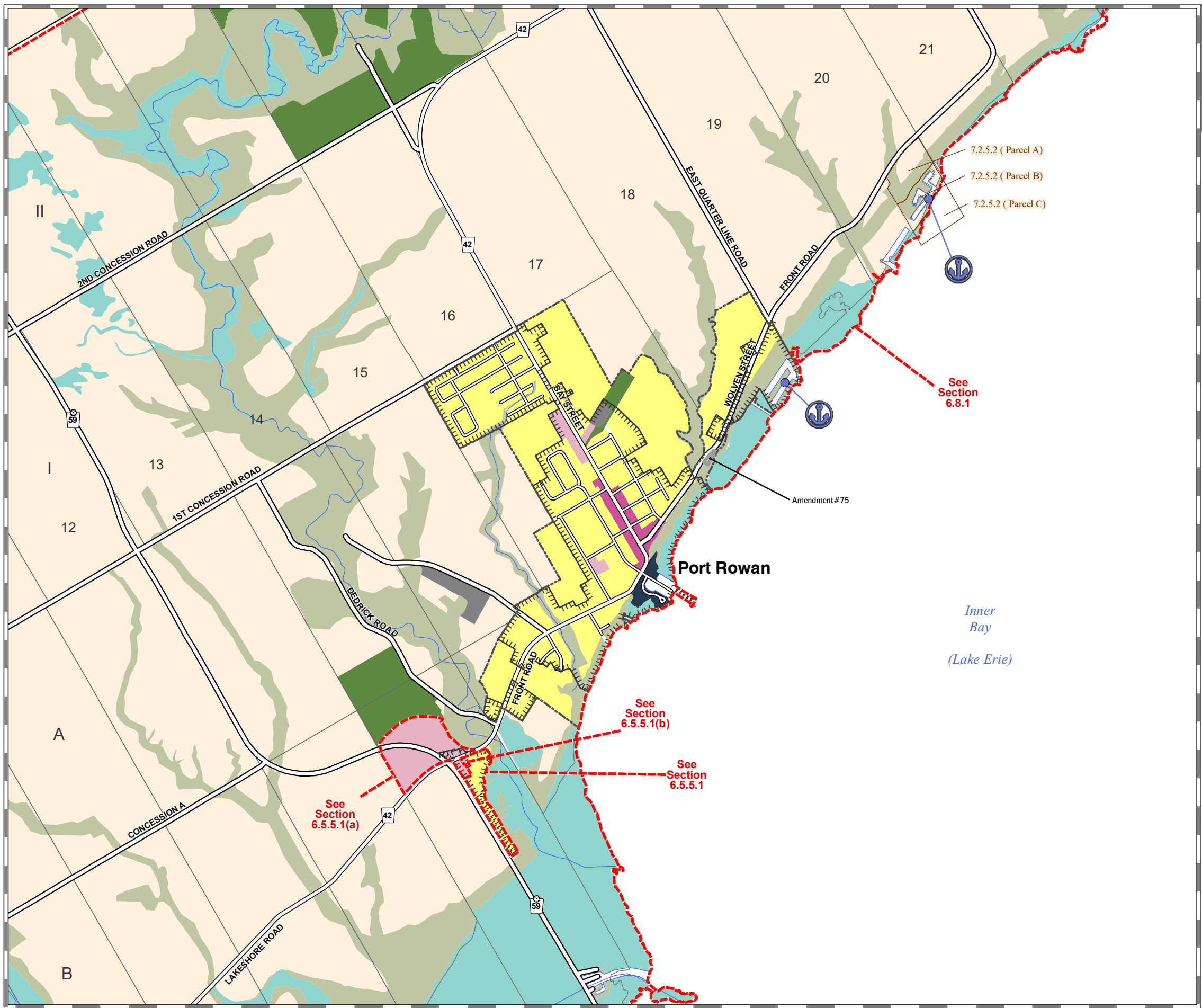
Shop the Shore  
Port Rowan BayFest

\* Schedule B of the OP attached

# Norfolk County OFFICIAL PLAN Schedule "B-19"

## LAND USE LEGEND

- Agricultural
- Hazard Lands
- Provincially Significant Wetland
- Hamlet
- Resort Residential
- Urban Residential
- Mixed Residential/Commercial
- Downtown
- Shopping Centre Commercial
- Commercial
- Protected Industrial
- Industrial
- Major Public Infrastructure
- Major Institutional
- Parks & Open Space
- Urban Waterfront
- Built Boundary
- Special Policy Area
- Site Specific Policy Area
- Industrial Influence
- Marine Use in Hazard Lands (Section 7.3.1(g)(iii))
- Urban Area Boundary
- Hamlet Area Boundary
- Resort Area Boundary



# Growth Management Study COMMUNITY INFRASTRUCTURE

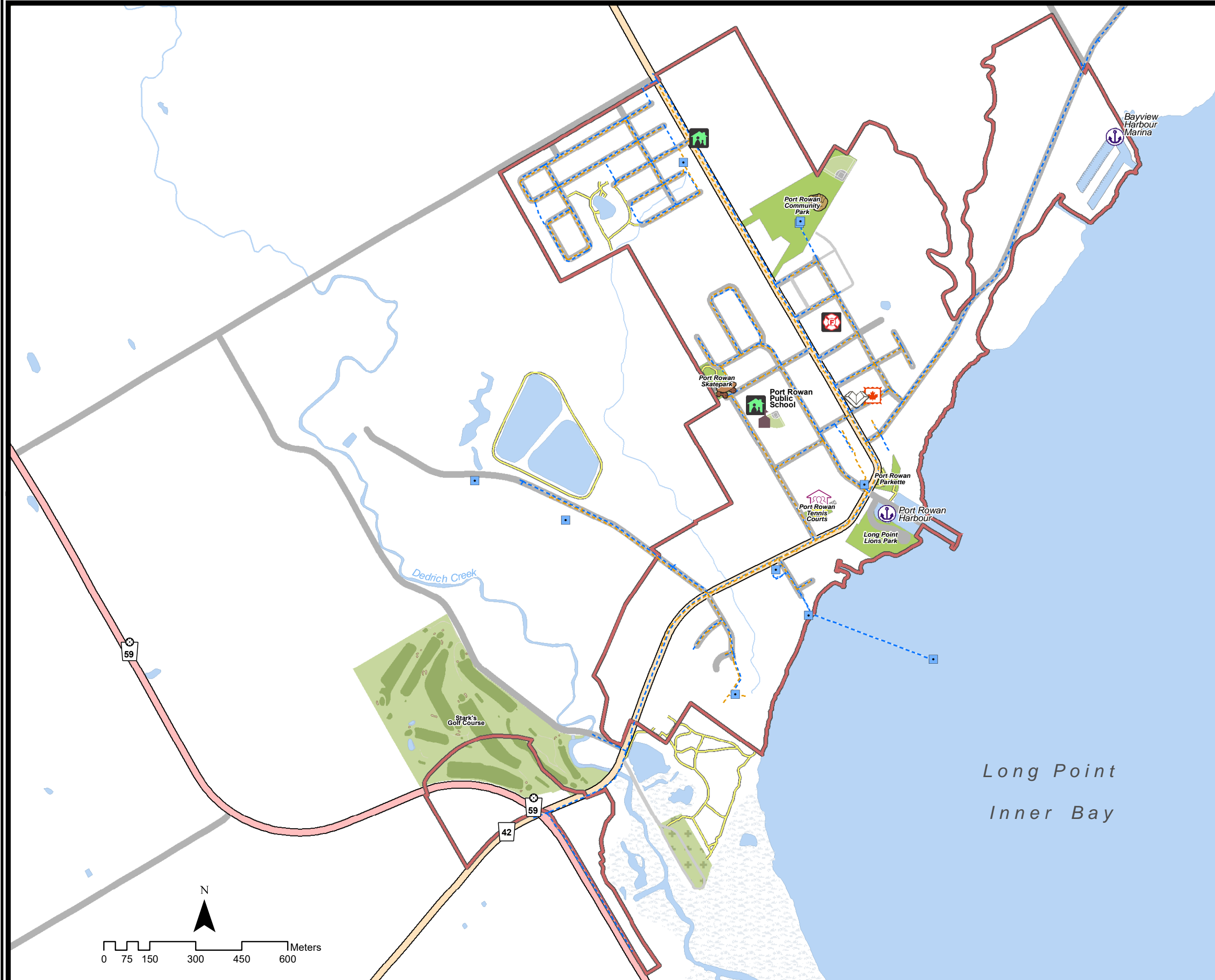
## PORT ROWAN

### Legend

Ambulance Bases	Water and Sewer Facilities
Ball Parks	Sanitary Sewer Mains
Beach	Watermain
Community Centres	Walking & Hiking Trails
Conservation Areas	Urban Area Boundary
Court House	Hamlet Area Boundary
Firehalls	Resort Area Boundary
Hospital	Cemetery
Industrial Park	Conservation Areas
Library	Parks

### Schools

College, Public
Secondary, Catholic
Elementary/Sec... Public; Secondary, Public
Elementary, Private; Elementary, Public
Elementary, Catholic
Licensed Child Care
Long Term Care Facilities
Museum and Art Galleries
Pools
Police
Post Offices
Skateboard Park
Soccer Fields
Splash Pad
Tennis Courts



# Simcoe

## Map



## Location:

Simcoe is centrally located within Norfolk County and access by Highways 24 and 3. It is the County's largest urban centre and situated between Waterford, Port Dover and Delhi.

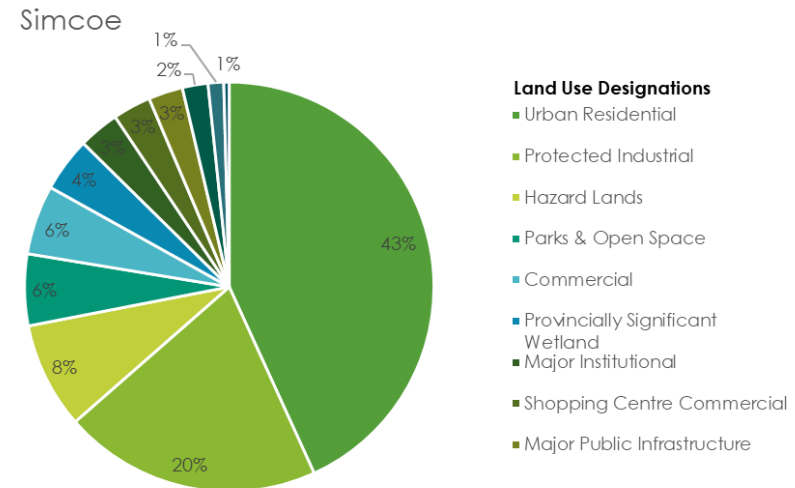
## Services:

Municipal water and wastewater services

## Amenities (see map):

Alfred W. Judd Industrial Park	Various Long Term Care Facilities
East Lynn Industrial Park	Norfolk County Fairgrounds
Fanshaw College	Talbot Gardens
Various Schools	OPP Station
Fire Hall	Courthouse
Ambulance Station	Various parks
Library	
County Administration Building	

## Percentage of Urban Area by Official Plan Land Use Designation\*



## Population:

Approx. 15,680

## Projected Growth between 2016-2051

People	6,450
Units	2,960
Jobs	3,350

## Local Festivals:

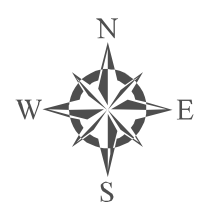
Simcoe Panorama  
 Friendship Festival  
 Norfolk County Fair and Horse Show  
 Lynn River Music & Arts Festival

\* Schedule B of the OP attached

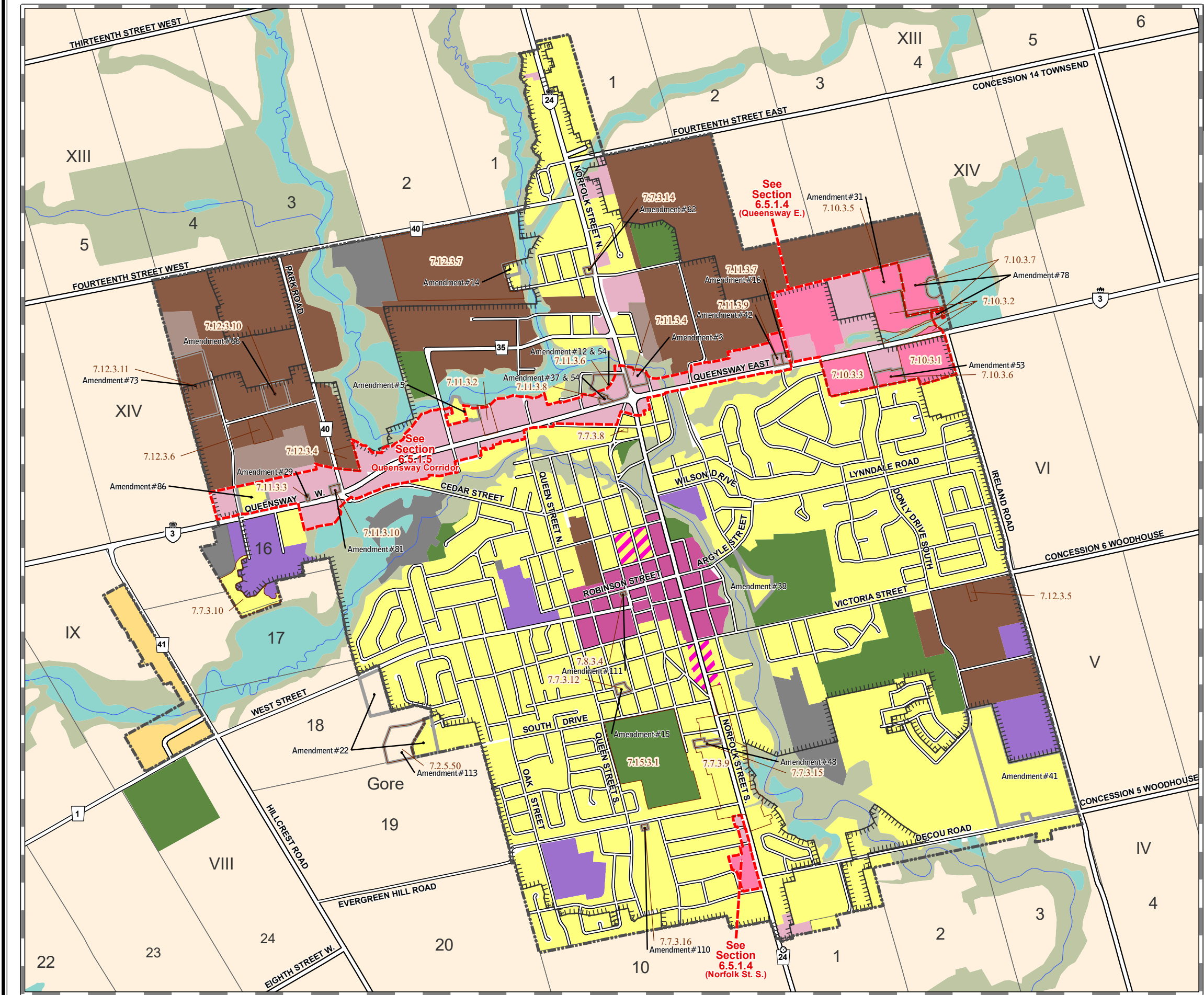
# Norfolk County OFFICIAL PLAN Schedule "B-15"

## LAND USE LEGEND

- Agricultural
- Hazard Lands
- Provincially Significant Wetland
- Hamlet
- Resort Residential
- Urban Residential
- Mixed Residential/Commercial
- Downtown
- Shopping Centre Commercial
- Commercial
- Protected Industrial
- Industrial
- Major Public Infrastructure
- Major Institutional
- Parks & Open Space
- Urban Waterfront
- Built Boundary
- Special Policy Area
- Site Specific Policy Area
- Industrial Influence
- Marine Use in Hazard Lands (Section 7.3.1(g)(iii))
- Urban Area Boundary
- Hamlet Area Boundary
- Resort Area Boundary



Revision Date: January 01, 2020



# Growth Management Study COMMUNITY INFRASTRUCTURE

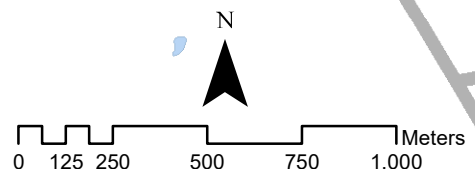
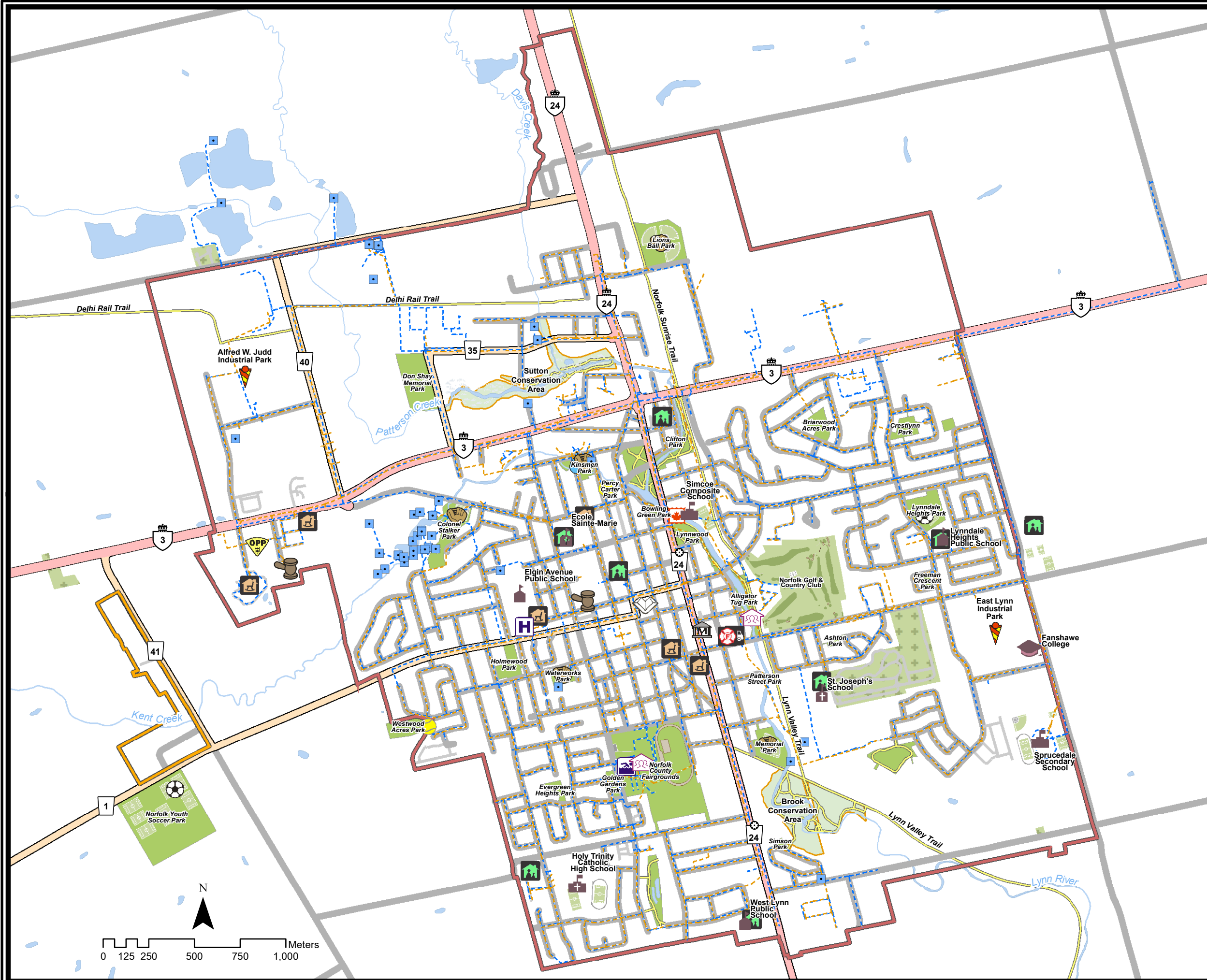
## SIMCOE

### Legend

- |                    |                            |
|--------------------|----------------------------|
| Ambulance Bases    | Water and Sewer Facilities |
| Ball Parks         | Sanitary Sewer Mains       |
| Beach              | Watermains                 |
| Community Centres  | Walking & Hiking Trails    |
| Conservation Areas | Urban Area Boundary        |
| Court House        | Hamlet Area Boundary       |
| Firehalls          | Resort Area Boundary       |
| Hospital           | Cemetery                   |
| Industrial Park    | Conservation Areas         |
| Library            | Parks                      |

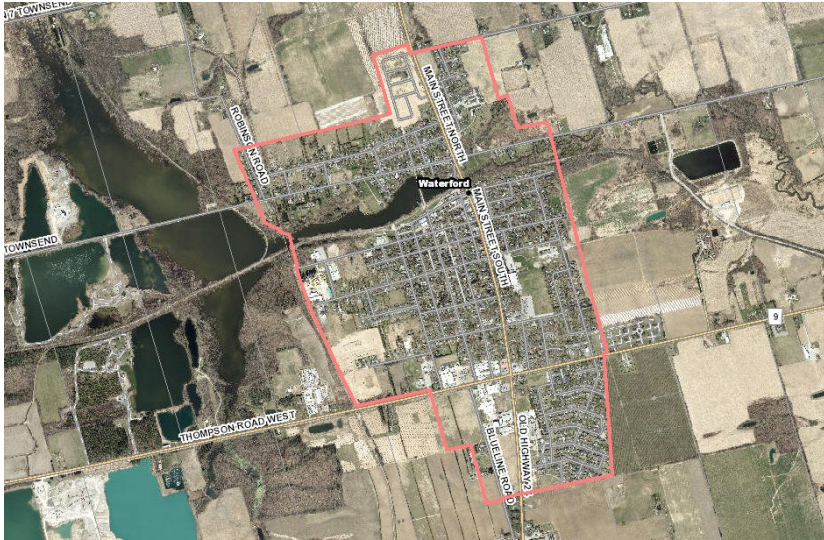
### Schools

- College, Public
- Secondary, Catholic
- Elementary/Sec... Public; Secondary, Public
- Elementary, Private; Elementary, Public
- Elementary, Catholic
- Licensed Child Care
- Long Term Care Facilities
- Museum and Art Galleries
- Pools
- Police
- Post Offices
- Skateboard Park
- Soccer Fields
- Splash Pad
- Tennis Courts



# Waterford

## Map



## Location:

Waterford is located east of Highway 24, approximately 13 km north east of Simcoe and is the northern most urban area.

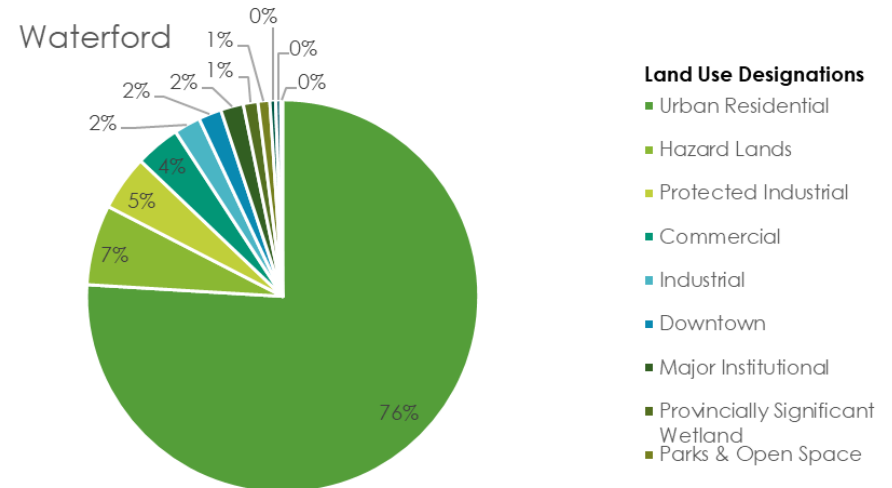
## Services:

Municipal water and wastewater services

## Amenities (see map):

Waterford Public School	Golden Pond Retirement Lodge
Waterford District School	Library
St. Bernard of Clairvaux	Various parks
Fire Hall	Waterford Ponds
Ambulance Station	
Waterford Heritage & Agricultural Museum	

## Percentage of Urban Area by Official Plan Land Use Designation\*



## Population:

Approx. 3,990

## Projected Growth between 2016-2051

People	3,190
Units	1,360
Jobs	1,120

## Local Festivals:

Waterford PumpkinFest

\* Schedule B of the OP attached

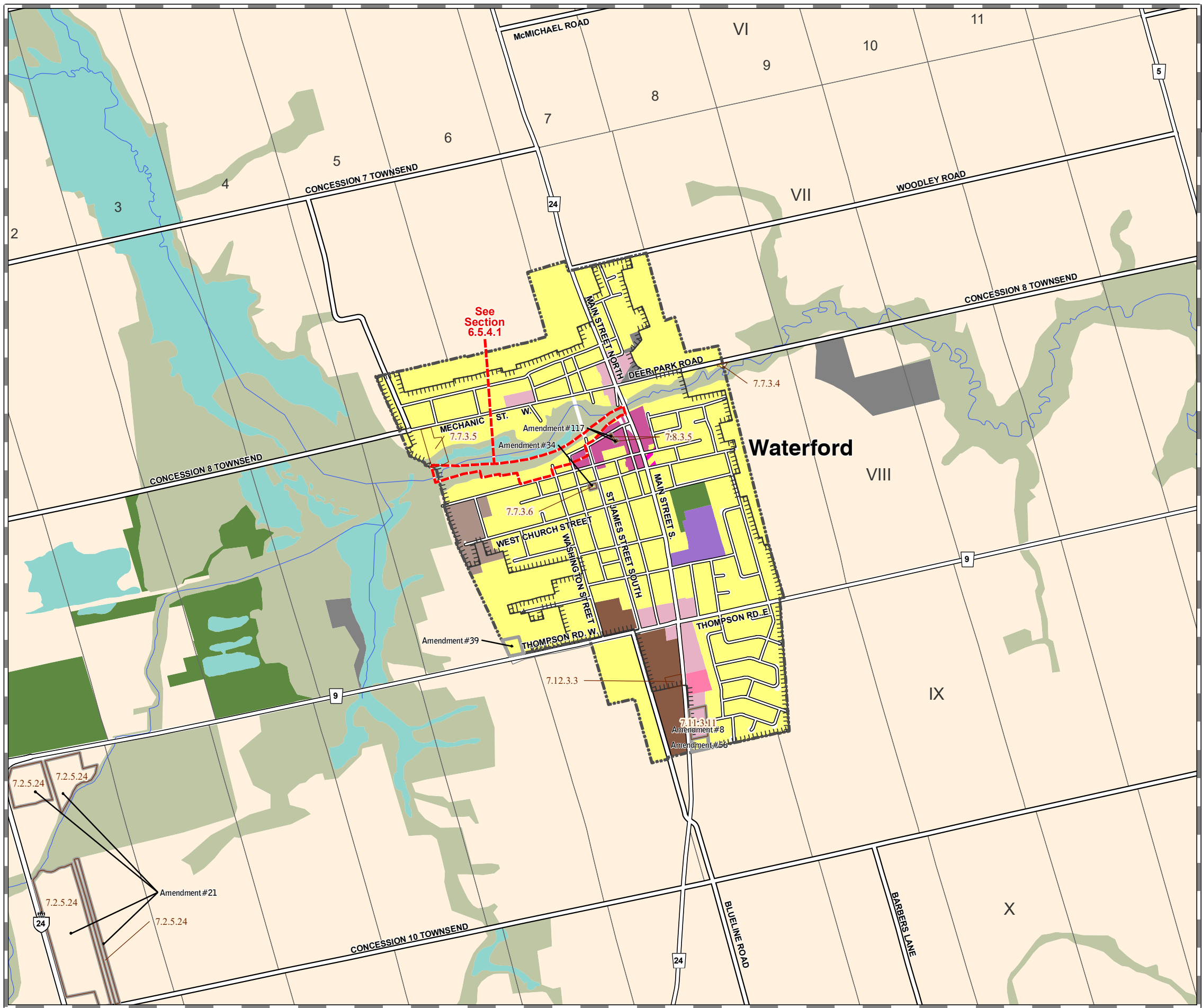
# Norfolk County OFFICIAL PLAN Schedule "B-18"

## LAND USE LEGEND

- Agricultural
- Hazard Lands
- Provincially Significant Wetland
- Hamlet
- Resort Residential
- Urban Residential
- Mixed Residential/Commercial
- Downtown
- Shopping Centre Commercial
- Commercial
- Protected Industrial
- Industrial
- Major Public Infrastructure
- Major Institutional
- Parks & Open Space
- Urban Waterfront
- Built Boundary
- Special Policy Area
- Site Specific Policy Area
- Industrial Influence
- Marine Use in Hazard Lands (Section 7.3.1(g)(iii))
- Urban Area Boundary
- Hamlet Area Boundary
- Resort Area Boundary



Revision Date: January 01, 2020



# Growth Management Study COMMUNITY INFRASTRUCTURE

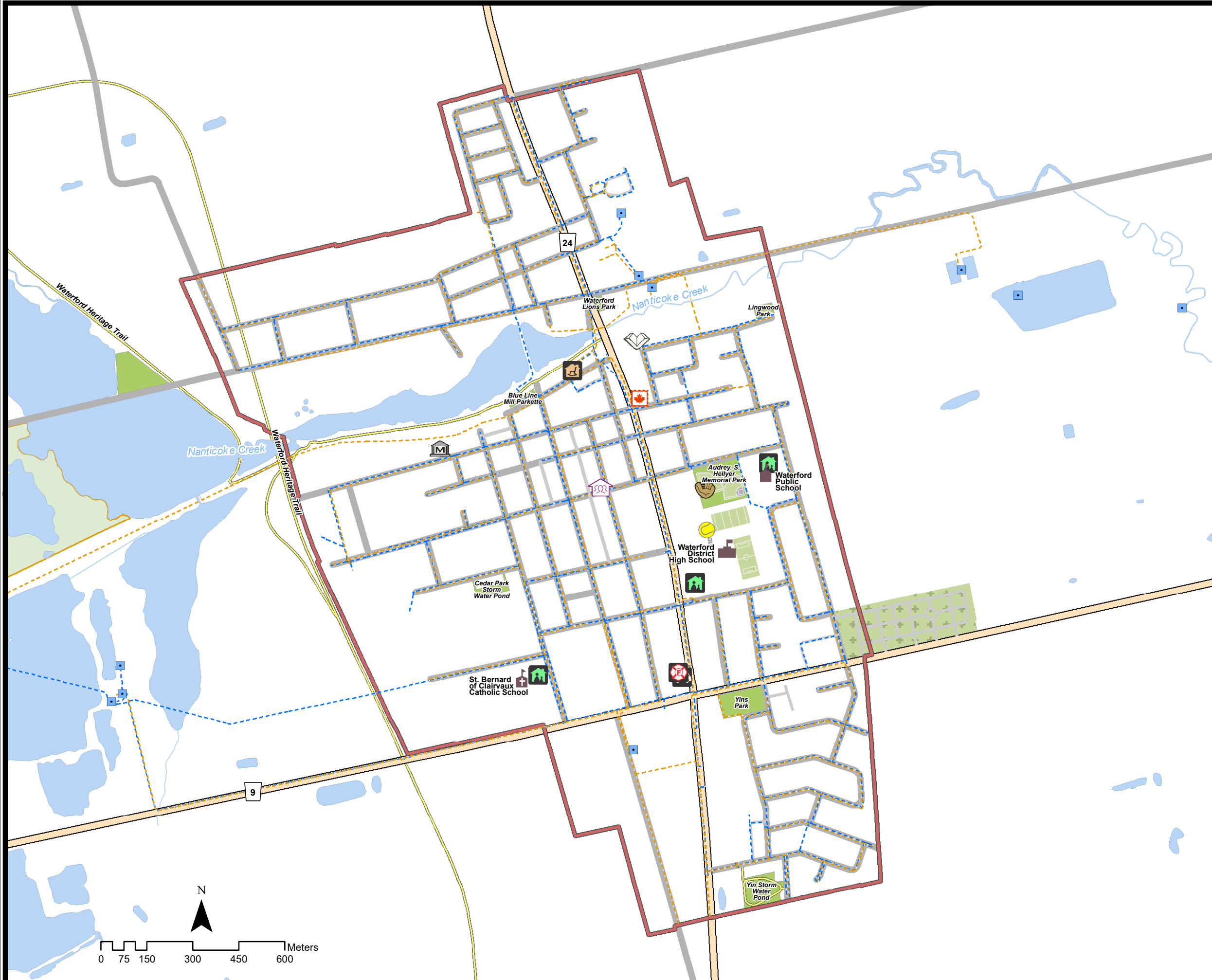
## WATERFORD

### Legend

- |                    |                            |
|--------------------|----------------------------|
| Ambulance Bases    | Water and Sewer Facilities |
| Ball Parks         | Sanitary Sewer Mains       |
| Beach              | Watermain                  |
| Community Centres  | Walking & Hiking Trails    |
| Conservation Areas | Urban Area Boundary        |
| Court House        | Hamlet Area Boundary       |
| Firehalls          | Resort Area Boundary       |
| Hospital           | Cemetery                   |
| Industrial Park    | Conservation Areas         |
| Library            | Parks                      |

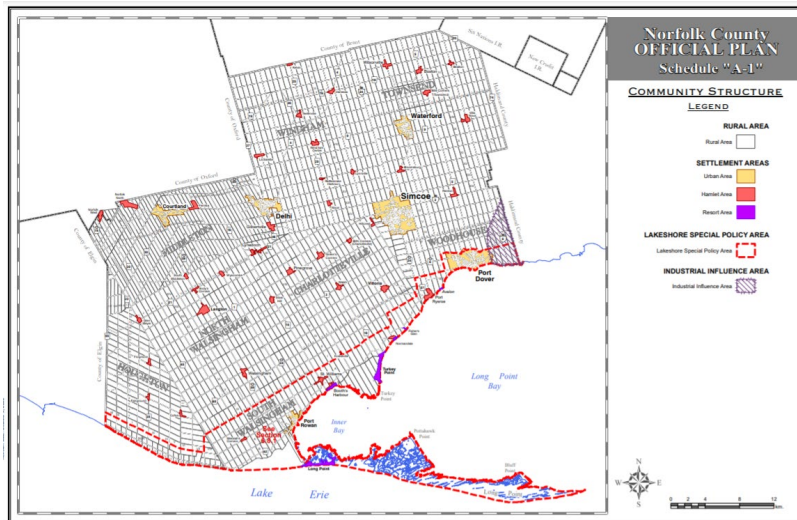
### Schools

- College, Public
- Secondary, Catholic
- Elementary/Sec... Public; Secondary, Public
- Elementary, Private; Elementary, Public
- Elementary, Catholic
- Licensed Child Care
- Long Term Care Facilities
- Museum and Art Galleries
- Pools
- Police
- Post Offices
- Skateboard Park
- Soccer Fields
- Splash Pad
- Tennis Courts



# Hamlets and Rural Areas

## Map



## Location:

Norfolk County's rural area is a significant component of the community structure and connects each urban area, hamlet and resort area with Lake Erie. The rural area supports a variety of residential, economic and recreational activities.

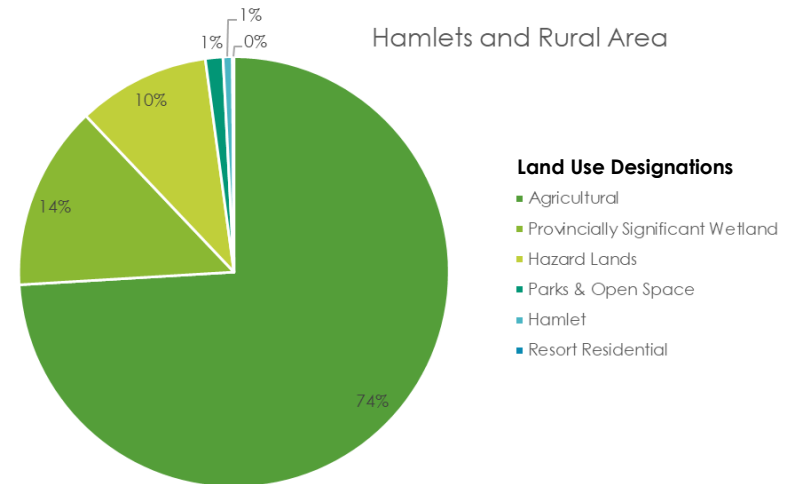
## Services:

Majority of the rural area and hamlets are serviced with private systems.

## Amenities\*\*:

Long Point Bay and Provincial Park	Langton Arena
Turkey Point Provincial Park	Various Community Centres
Normandale Beach	Various Schools
Various Conservation Areas	Various Fire Halls
Various County Woodlots	Various Ambulance Stations
Extensive trail network	Various Golf Courses
Various parks and sports fields	Various Marinas

## Percentage of Urban Area by Official Plan Land Use Designation\*



## Population:

Approx. 30,980

## Projected Growth between 2016-2051

People	2,420
Units	1,090
Jobs	1,580

## Local Festivals:

Le Tour de Norfolk  
Norfolk Studio Tour  
South Coast Jazz Festival  
Toast the Coast Trail

\* Schedule B of the OP attached

\*\* List of amenities is not exhaustive

# Appendix I – Policy Excerpts

## *Planning Act, R.S.O. 1990, c. P.13*

### **PART I PROVINCIAL ADMINISTRATION**

#### *Provincial interest*

**2** The Minister, the council of a municipality, a local board, a planning board and the Tribunal, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as,

- (a) the protection of ecological systems, including natural areas, features and functions;
- (b) the protection of the agricultural resources of the Province;
- (c) the conservation and management of natural resources and the mineral resource base;
- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- (e) the supply, efficient use and conservation of energy and water;
- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (g) the minimization of waste;
- (h) the orderly development of safe and healthy communities;
- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- (j) the adequate provision of a full range of housing, including affordable housing;
- (k) the adequate provision of employment opportunities;
- (l) the protection of the financial and economic well-being of the Province and its municipalities;
- (m) the co-ordination of planning activities of public bodies;
- (n) the resolution of planning conflicts involving public and private interests;
- (o) the protection of public health and safety;
- (p) the appropriate location of growth and development;

(q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;

(r) the promotion of built form that,

(i) is well-designed,

(ii) encourages a sense of place, and

(iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

(s) the mitigation of greenhouse gas emissions and adaptation to a changing climate. 1994, c. 23, s. 5; 1996, c. 4, s. 2; 2001, c. 32, s. 31 (1); 2006, c. 23, s. 3; 2011, c. 6, Sched. 2, s. 1; 2015, c. 26, s. 12; 2017, c. 10, Sched. 4, s. 11 (1); 2017, c. 23, Sched. 5, s. 80.

## Provincial Policy Statement, 2020

### Policy 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 25 years, informed by provincial guidelines. 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*, *public service facilities* and *employment areas* beyond a 25-year time horizon.”

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for *transit-supportive* development, accommodating a significant supply and range of *housing options* through *intensification* and *redevelopment* where this can be accommodated taking into account existing building stock or areas, including *brownfield sites*, and the availability of suitable existing or planned *infrastructure* and *public service facilities* required to accommodate projected needs.

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.

1.1.3.5 Planning authorities shall establish and implement minimum targets for *intensification* and *redevelopment* within built-up areas, based on local conditions. However, where provincial targets are established through *provincial plans*, the provincial target shall represent the minimum target for affected areas.

1.1.3.6 New development taking place in *designated growth areas* should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, *infrastructure* and *public service facilities*.

**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.

1.1.3.7 Planning authorities should 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.

Policy 1.1.3.8 notes that:

*“a planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:*

- a) sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;*
- 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 undertaking a comprehensive review, the level of detail of the assessment should correspond with the complexity and scale of the settlement boundary expansion or development proposal.”*

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

- a) there would be no net increase in land within the settlement areas;
- b) the adjustment would support the municipality’s ability to meet intensification and redevelopment targets established by the municipality;

- c) prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and
- d) the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.

1.3.2.4 Planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

1.4.1 To provide for an appropriate range and mix of *housing options* and densities required to meet projected requirements of current and future residents of the *regional market area*, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through *residential intensification* and *redevelopment* and, if necessary, lands which are *designated and available* for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate *residential intensification* and *redevelopment*, and land in draft approved and registered plans.

Upper-tier and single-tier municipalities may choose to maintain land with servicing capacity sufficient to provide at least a five-year supply of residential units available through lands suitably zoned to facilitate *residential intensification* and *redevelopment*, and land in draft approved and registered plans.

1.4.3 Planning authorities shall provide for an appropriate range and mix of *housing options* and densities to meet projected market-based and affordable housing needs of current and future residents of the *regional market area* by:

- a) establishing and implementing minimum targets for the provision of housing which is *affordable to low and moderate income households* and which aligns with applicable housing and homelessness plans. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities;
- b) permitting and facilitating:
  - 1. all *housing options* required to meet the social, health, economic and well-being requirements of current and future residents, including *special needs*

- requirements and needs arising from demographic changes and employment opportunities; and
2. all types of *residential intensification*, including additional residential units, and *redevelopment* in accordance with policy 1.1.3.3;
- c) directing the development of new housing towards locations where appropriate levels of *infrastructure* and *public service facilities* are or will be available to support current and projected needs;
  - d) promoting densities for new housing which efficiently use land, resources, *infrastructure* and *public service facilities*, and support the use of *active transportation* and transit in areas where it exists or is to be developed;
  - e) requiring *transit-supportive* development and prioritizing *intensification*, including potential air rights development, in proximity to transit, including corridors and stations; and
  - f) establishing development standards for *residential intensification*, *redevelopment* and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

1.6.1 *Infrastructure* and *public service facilities* shall be provided in an efficient manner that prepares for the *impacts of a changing climate* while accommodating projected needs.

Planning for *infrastructure* and *public service facilities* shall be coordinated and integrated with land use planning and growth management so that they are:

- a) financially viable over their life cycle, which may be demonstrated through asset management planning; and
- b) available to meet current and projected needs.

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

1.6.6.1 Planning for *sewage and water services* shall:

- a) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:
  1. *municipal sewage services* and *municipal water services*; and
  2. *private communal sewage services* and *private communal water services*, where *municipal sewage services* and *municipal water services* are not available or feasible;

- b) ensure that these systems are provided in a manner that:
  - 1. can be sustained by the water resources upon which such services rely;
  - 2. prepares for the *impacts of a changing climate*;
  - 3. is feasible and financially viable over their lifecycle; and
  - 4. protects human health and safety, and the natural environment;
- c) promote water conservation and water use efficiency;
- d) integrate servicing and land use considerations at all stages of the planning process; and
- e) be in accordance with the servicing hierarchy outlined through policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5. For clarity, where *municipal sewage services and municipal water services* are not available, planned or feasible, planning authorities have the ability to consider the use of the servicing options set out through policies 1.6.6.3, 1.6.6.4, and 1.6.6.5 provided that the specified conditions are met.

1.6.6.7 Planning for stormwater management shall:

- a) be integrated with planning for *sewage and water services* and ensure that systems are optimized, feasible and financially viable over the long term;
- b) minimize, or, where possible, prevent increases in contaminant loads;
- c) minimize erosion and changes in water balance, and prepare for the *impacts of a changing climate* through the effective management of stormwater, including the use of *green infrastructure*;
- d) mitigate risks to human health, safety, property and the environment;
- e) maximize the extent and function of vegetative and pervious surfaces; and
- f) promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.

1.6.7.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and *active transportation*.

1.6.10.1 *Waste management systems* need to be provided that are of an appropriate size and type to accommodate present and future requirements, and facilitate, encourage and promote reduction, reuse and recycling objectives.

*Waste management systems* shall be located and designed in accordance with provincial legislation and standards.

1.6.11.1 Planning authorities should provide opportunities for the development of energy supply including electricity generation facilities and transmission and distribution systems, district energy, and *renewable energy systems* and *alternative energy systems*, to accommodate current and projected needs.

2.1.1 Natural features and areas shall be protected for the long term.

2.1.2 The diversity and connectivity of natural features in an area, and the long-term *ecological function* and biodiversity of *natural heritage systems*, should be maintained, restored or, where possible, improved, recognizing linkages between and among *natural heritage features and areas*, *surface water features* and *ground water features*.

2.1.4 *Development* and *site alteration* shall not be permitted in:

- a) *significant wetlands* in Ecoregions 5E, 6E and 7E1; and
- b) *significant coastal wetlands*.

2.1.7 *Development* and *site alteration* shall not be permitted in *habitat of endangered species and threatened species*, except in accordance with *provincial and federal requirements*.

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.

2.3.5.1 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.

2.5.2.1 As much of the *mineral aggregate resources* as is realistically possible shall be made available as close to markets as possible.

Demonstration of need for *mineral aggregate resources*, including any type of supply/demand analysis, shall not be required, notwithstanding the availability, designation or licensing for extraction of *mineral aggregate resources* locally or elsewhere.

2.6.1 *Significant built heritage resources* and *significant cultural heritage landscapes* shall be *conserved*.

2.6.2 *Development* and *site alteration* shall not be permitted on lands containing *archaeological resources* or *areas of archaeological potential* unless *significant archaeological resources* have been *conserved*.

2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.

2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.

3.1.3 Planning authorities shall prepare for the *impacts of a changing climate* that may increase the risk associated with natural hazards.

3.1.6 Where the *two zone concept for flood plains* is applied, *development* and *site alteration* may be permitted in the *flood fringe*, subject to appropriate floodproofing to the *flooding hazard* elevation or another *flooding hazard* standard approved by the Minister of Natural Resources and Forestry.

**Two zone concept:** means an approach to *flood plain* management where the *flood plain* is differentiated in two parts: the *floodway* and the *flood fringe*.

**Flood plain:** for *river, stream and small inland lake systems*, means the area, usually low lands adjoining a watercourse, which has been or may be subject to *flooding hazards*.

**Floodway:** for *river, stream and small inland lake systems*, means the portion of the *flood plain* where *development* and *site alteration* would cause a danger to public health and safety or property damage.

*Where the one zone concept is applied, the floodway is the entire contiguous flood plain.*

*Where the two zone concept is applied, the floodway is the contiguous inner portion of the flood plain, representing that area required for the safe passage of flood flow and/or that area where flood depths and/or velocities are considered to be such that they pose a potential threat to life and/or property damage. Where the two zone concept applies, the outer portion of the flood plain is called the flood fringe.*

**Flood fringe:** for *river, stream and small inland lake systems*, means the outer portion of the *flood plain* between the *floodway* and the *flooding hazard* limit. Depths and velocities of flooding are generally less severe in the flood fringe than those experienced in the *floodway*.

4.6 The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans.

Official plans shall identify provincial interests and set out appropriate land use designations and policies. To determine the significance of some natural heritage features and other resources, evaluation may be required.

In order to protect provincial interests, planning authorities shall keep their official plans up-to-date with this Provincial Policy Statement. The policies of this Provincial Policy Statement continue to apply after adoption and approval of an official plan.

4.9 Municipalities are encouraged to monitor and report on the implementation of the policies in their official plans, in accordance with any reporting requirements, data standards and any other guidelines that may be issued by the Minister.

## 2.0 Norfolk County in 2036: A Vision

The planning framework and policies of this Plan are based on the goals and objectives included in this Section which were identified and refined based on the ideas and images collected from hundreds of Norfolk residents. This consultation process included the visioning process, which produced *Norfolk County in 2026 – A Scenario*, and the strategic planning process, which produced the Strategic Plan used to organize the goals and objectives of this Plan.

### 2.1 The County Planning Vision

In August of 2003, County Council adopted “*Norfolk County in 2026 – A Scenario*”, which provides a broad vision for the long-term planning and development of Norfolk County. The document is based on a sophisticated and extensive grass-roots visioning and public consultation process. Additionally, input was sought from the Province, public authorities, stakeholders and non-governmental organizations. The vision document highlights that:

“Norfolk County strives to balance a commitment to the land and emerging opportunities for growth and development.”

The broad vision was followed-up with a detailed Strategic Plan document, which was adopted by County Council in January of 2004. The Strategic Plan prepared in support of this Plan, identifies six strategic themes that form the foundation for public planning policy goals and objectives, as defined in this Plan. These six themes are:

- a) A stronger, more diversified economy;
- b) Protecting and improving the natural environment;
- c) Maintaining and enhancing the rural and small town character;
- d) Maintaining a high quality of life;
- e) Upgrading and expanding crucial infrastructure; and
- f) A well governed, well planned and sustainable County.

Achieving Norfolk County in 2036 – A Vision and the Strategic Plan will require a careful balance amongst progressive economic development objectives, the imperative to conserve and enhance natural heritage, the need to ensure strength in agriculture, and the maintenance of healthy and vibrant communities. Based on the principles of sustainability, the following goals and objectives will help to achieve the strategies outlined in the Strategic Plan prepared in support of this Plan.

## **2.2 Goals and Objectives**

The six strategic goals and associated objectives set out in this Section of the Plan form the basis for the detailed policies that follow and reflect the six themes identified in the Strategic Plan.

### **2.2.1 Strong and Diversified Economy**

#### **2.2.1.1 Goal**

Create a planning framework that promotes a flexible and adaptable economic environment that encourages investment and a broad range of employment opportunities, supports the growth of tourism in the County, protects the vitality and growth of the agricultural industry, and revitalizes Downtown Areas while recognizing retail trends and community needs.

#### **2.2.1.2 Objectives**

- a) Guide the maintenance and growth of economic activity in the County through the development of proactive and flexible land use policies for areas of economic activity.
- b) Promote the development of new businesses and economic activities that are not currently available in the County to help maximize employment opportunities through land use policies that permit and encourage the development of such uses.
- c) Promote employment opportunities that utilize local economic and natural resources.

- d) Support business and industrial employment diversification through flexible land use policies and small business development.
- e) Foster tourism potential along the lakeshore and in other areas of the County through the protection and enhancement of the County's unique characteristics and the development of a wide range of visitor accommodations.
- f) Ensure that lakeshore resources are managed and, where appropriate, developed to promote tourism development and economic growth.
- g) Recognize and preserve the rural context and agricultural heritage as a significant factor contributing to the County's economy.
- h) Ensure the continued economic strength of agriculture and the viability of farm operations by protecting agricultural activities and the agricultural land base from the intrusion of incompatible uses and providing opportunities for small-scale business opportunities that are secondary to farm operations
- i) Recognize aggregate, mineral and petroleum resource potential and establish a framework for the long-term use of these resources.
- j) Provide for emerging retail trends that meet the needs of the County through the establishment of a strong and adaptable commercial structure that is focused on the Downtown Areas of the County.
- k) Focus higher order commercial uses, such as department stores and food stores, in the Downtown Areas and along key transportation corridors in the Urban Areas.
- l) Encourage the improvement and revitalization of the Downtown Areas as healthy and vibrant areas for mixed commercial, residential, cultural, social, tourism and entertainment uses, while recognizing and conserving their built and cultural heritage.

## **2.2.2 Protecting and Enhancing the Natural Environment**

### **2.2.2.1 Goal**

Protect and enhance the quality of the natural environment through a planning framework that conserves and enhances the diversity and connectivity of the natural forms, features and functions of Norfolk's natural heritage, surface water and ground water resources, and that minimizes and mitigates impacts on air quality.

#### **2.2.2.2 Objectives**

- a) Establish the policy framework that supports the preparation of a Natural Heritage System Strategy for the County.
- b) Identify, protect and enhance the natural heritage features and functions, including surface and groundwater functions, where possible and appropriate.
- c) Protect Provincially Significant Wetlands and Coastal Wetlands, and the habitat of endangered and threatened species protected by provincial or federal legislation.
- d) Ensure that development proceeds in a manner that recognizes and respects land with inherent environmental hazards such as flood susceptibility, erosion, steep slopes, or any other physical condition that could endanger human life or property.
- e) Ensure that, through redevelopment, existing and potential sources of pollution including contaminated soil are corrected and brought into compliance with acceptable standards as established by the Ministry of the Environment and Climate Change.

### **2.2.3 Maintaining and Enhancing the Rural and Small Town Character**

#### **2.2.3.1 Goal**

Protect the unique character of Norfolk's cultural landscapes, Urban Areas, Hamlet Areas and Agricultural Area through heritage conservation, community design and redevelopment policies that promote community health, safety and broad aesthetic appeal.

#### **2.2.3.2 Objectives**

- a) Preserve and enhance the history and cultural heritage of the County.
- b) Encourage the beautification, improvement and/or redevelopment of the County.
- c) Revitalize and reuse underutilized land in the County.
- d) identify and protect key cultural heritage elements in the County through the appropriate use of available planning tools.

- e) Develop land use patterns in the Urban Areas that are compact and efficient.
- f) Maintain and enhance the rural character of Norfolk's many Hamlet Areas through appropriate infill development.
- g) Protect and improve the significant cultural heritage resources and cultural heritage landscapes, and encourage the conservation of historical buildings, all of which contribute to Norfolk's unique character.
- h) Identify and conserve artefacts of historic, architectural and archaeological interest.
- i) Protect and conserve those natural and cultural landscape features that contribute to the County's unique character.

## **2.2.4 Maintaining a High Quality of Life**

### **2.2.4.1 Goal**

Reinforce Norfolk's strong sense of community through the provision of public services, the development of safe and attractive communities and the celebration of Norfolk's unique cultural and natural heritage, by involving residents in making decisions on planning matters and by promoting a healthy community through active lifestyles.

### **2.2.4.2 Objectives**

- a) Provide for a variety of housing forms, tenures and levels of affordability through development, redevelopment, intensification and infilling projects.
- b) Support the maintenance and development of public service resources, such as education facilities, community-based care facilities and programs, and leisure and recreation opportunities in the County.
- c) Ensure that new development is designed in a manner that provides a safe, aesthetically appropriate, and stimulating environment.
- d) Provide for the development of a multi-purpose trail system through a linked open space system, respecting the needs and privacy of private landowners and the agricultural community.

- e) Provide for a wide variety of recreation opportunities, including active, passive, indoor, outdoor and targeted leisure activities.
- f) Improve accessibility to the lakeshore area and increase the number of access points to the waterfront.
- g) Enhance opportunities for all residents to access healthy food options.
- h) Ensure that all public buildings and facilities and new development are accessible to all members of the public including people with disabilities.

## **2.2.5 Upgrading and Expanding Infrastructure**

### **2.2.5.1 Goal**

Ensure that Norfolk maintains, improves and expands its infrastructure including all modes of transportation, water and waste water infrastructure, stormwater management, waste management, telecommunications and other public utilities in order to better serve existing and future County residents, businesses and visitors.

### **2.2.5.2 Objectives**

- a) Provide adequate and efficient water supply and distribution, waste water collection and treatment, stormwater management and waste management systems.
- b) Ensure the provision of appropriate privately owned water and waste water systems.
- c) Ensure that public and environmental health and safety are priorities.
- d) Ensure appropriate access to, from, and within the County by all modes of transportation.
- e) Give priority to road and servicing improvements that improve the potential for employment-related growth and development.
- f) Provide employment land with access to strategic transportation corridors and other transportation facilities.

- g) Maintain and expand active transportation options for walking, cycling and public transit.
- h) Provide for the development of broadband and telecommunications infrastructure to serve County residents and businesses.

## **2.2.6 A Well Governed, Well Planned and Sustainable County**

### **2.2.6.1 Goal**

Support an open and responsive municipal government that actively builds public and private sector partnerships in the pursuit of the responsible and efficient use of land, resources, and services, while ensuring community and financial sustainability.

### **2.2.6.2 Objectives**

- a) Offer an open and responsive County which provides clear opportunities for public input into the land use planning process.
- b) Communicate and collaborate with other jurisdictions in the planning and development of infrastructure and services, and to support other initiatives such as environmental and air quality projects and programs.
- c) Communicate and cooperate with private sector interests to review development initiatives, and where deemed appropriate, to support those projects that will benefit the County.
- d) Ensure the responsible use of land by encouraging the redevelopment, intensification and infilling of underutilized land and the efficient use of greenfield lands in Urban Areas.
- e) Direct new urban development to Urban Areas and Hamlet Areas, ensuring a compact form, and an appropriate mix of land uses and densities, resulting in the efficient use of land, infrastructure, and public services and facilities.
- f) Reduce conflicts between existing and proposed land uses through buffering, setbacks, landscaping and other measures, as appropriate.
- g) Ensure that all new development in Urban Areas occurs on full municipal services, except in areas specifically provided for in this Plan, to ensure the maintenance of healthy communities and the natural environment.

- h) Ensure that all new development will be a long-term financial benefit to the County.
- i) Utilize the provisions of the *Development Charges Act* and other provincial legislation to reduce growth related capital costs borne by the existing residents of the County.
- j) Encourage the development of a broad, balanced tax base.

## 6.0 Managing Growth

“Maintaining and Enhancing the Rural and Small Town Character”

### 6.1 Introduction

The vision of sustainability forms the basis for the growth management principles of this Plan. The following outlines a growth management approach that establishes growth and development policies and urban structures for the six Urban Areas, provides a management and monitoring framework for the 42 Hamlet Areas, ensures the long-term protection of the County’s agricultural and rural resources, conserves natural heritage features and provides a basis for future planning activities along the lakeshore.

### 6.2 Targeting Growth

Norfolk County’s population has historically increased at a very moderate rate. The population, household and employment forecasts in this Plan are based on achieving the County’s proactive economic development and tourism objectives.

Projections of population and employment growth are based on assumptions relating to historic population and demographic patterns, fertility and mortality rates, migration trends, housing-related demographic trends and employment levels. County-wide population, household and employment forecasts to 2036 are provided in Table 3.

Changes in the economy or federal immigration policies can have a significant impact on the population and employment forecasts. The policies of the Plan recognize that the forecasts are partially dependent on factors outside of the County’s control. Consequently, the County’s planning and growth management activities will ensure flexibility to accommodate growth, but will avoid inefficient and costly development patterns.

**Table 3: Population, Household and Employment Forecasts to 2036**

	2036
Population	70,900
Households	29,450
Employment	24,750

### **6.3 Community Structure and Growth Framework**

- a) The growth management and settlement structure of the County is comprised of two major interrelated parts: Settlement Areas and the Rural Area. The Settlement Areas include two components:
  - i) Urban Areas; and
  - ii) Rural Settlement Areas which are comprised of two sub-components:
    - Hamlet Areas; and
    - Resort Areas.
- b) Schedule “A” illustrates the Community Structure. Two policy areas that overlay this framework: the Industrial Influence Area; and the Lakeshore Special Policy Area.
- c) Table 4 provides a list of the County’s Settlement Areas.

#### **Table 4: Settlement Areas**

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Settlement Type	Settlement Name	Settlement Name
Urban Areas	Courtland	Port Rowan
	Delhi	Simcoe
	Port Dover	Waterford
<b>Rural Settlement Areas</b>		
Hamlet Areas	Andy's Corners	Messiah's Corners
	Bealton	Nixon
	Boston	Norfolk North
	Bill's Corners (Charlotteville)	Norfolk West
	Bills Corners (Townsend)	Normandale*
	Bloomsburg	Pinegrove (Pinehurst)
	Booth's Harbour*	Port Ryerse
	Cultus	Rattlesnake Harbour (Ellaton)
	Fairground	Renton
	Fernlea	Silver Hill
	Forestville	South Middleton
	Frogmore	St. Williams
	Gilbertville	Teeterville
	Glen Meyer	Vanessa
	Green's Corners	Villa Nova
	Hillcrest	Vittoria
	Kelvin	Walsh
	Langton	Walsingham

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Consolidated to January 1, 2021

	La Salette	Wilsonville
	Lynedoch	Windham Centre
	Lynnville	Wyecombe
<b>Resort Areas</b>	Avalon	Long Point
	Booth's Harbour*	Normandale*
	Fisher's Glen	Turkey Point
* - settlement area is partly a Hamlet Area and partly a Resort Area		

- d) Population, household and employment forecasts to 2036 for each of the six urban areas and for the combined hamlet and rural areas of the County are provided in Table 5. The forecast growth to 2036, as allocated in Table 5, can be accommodated within each of the urban areas and the combined hamlet and rural areas.

**Table 5: Population, Households and Employment Forecasts by Settlement Areas, 2036**

	<b>2036 Forecasts</b>		
<b>Settlement Area</b>	<b>Population</b>	<b>Households</b>	<b>Employment</b>
Courtland	1,080	430	515
Delhi	5,345	2,290	2,690
Port Dover	9,380	4,320	2,500
Port Rowan	1,905	900	290
Simcoe	17,210	7,600	10,290
Waterford	4,850	2,000	1,225
Hamlets and Rural Areas	31,160	11,850	7,240
Norfolk County	70,930	29,390	24,750

- e) The County will regularly update its population, household and employment forecasts and monitor the supply of potential development lands in the urban area, hamlets and rural areas to ensure that the anticipated growth can be accommodated.

## 6.4 Urban Areas

The six Urban Areas within the County have historically functioned as the focal points for growth and development activity, as well as public and private sector investment. This role will continue in the future. The Urban Areas will accommodate the greatest amount of the targeted growth throughout the planning period, and will be the focus of residential, commercial, employment, government, institutional, office, entertainment, cultural, and health and social service activities.

The following shall be the policy of the County:

- a) The locations of the Urban Areas are illustrated on Schedule “A” – Community Structure. Each Urban Area is unique and will accommodate a varied range and type of growth and development.
- b) It is the policy of this Plan that the Urban Areas will incorporate the following:
  - i) a full range of housing types, including affordable and special needs housing;
  - ii) business opportunities at appropriate locations to provide a wide range of employment and services to residents, businesses and visitors;
  - iii) full municipal services, as feasible and appropriate, and an appropriate level of transportation infrastructure;
  - iv) a concentration of community services for the County, including social, cultural, entertainment, health, educational and other supporting facilities; and
  - v) an open space, natural heritage and recreational network that is integrated with open spaces throughout the County, and provides appropriate passive, natural and active areas.

- c) The County shall ensure through its planning activities that each Urban Area develops with efficient land use patterns that minimize the extension of municipal services and infrastructure and will sustain the community and financial well-being of the County over the long-term.
- d) New Urban Areas shall not be designated within the period of this Plan.
- e) Boundaries of the Urban Areas are established on Schedules “B” and “G” to this Plan. Within these boundaries there is sufficient land to accommodate projected growth and development for the 20-year planning horizon to 2036.
- f) Subject to the policies of this Plan, the boundaries of the Urban Areas shall be permitted to expand as-needed, based on a demonstrated lack of available designated land and development trends. Proposals to expand the boundaries of an existing Urban Area shall be considered through a comprehensive review of this Plan. Proposals shall be considered in the context of whether:
  - i) the amount of land included within the expansion area is justified based upon the amount and nature of land available for development within the County as a whole and the Urban Areas on an individual basis, the population and household projections for the County, and the intended role of the Urban Area;
  - ii) the proposed expansion is a logical extension of the Urban Area and will be serviced by full municipal sewer and water services;
  - iii) the land is physically suitable for development, considering any constraints, such as Hazards Lands, or Natural Resource Areas;
  - iv) the proposed expansion will have a compact form, an appropriate mix of land uses, where practical, and densities that efficiently use land, infrastructure, and public facilities, while providing for adequate parks and open space;
  - v) the transportation network can reasonably accommodate the additional volume of traffic and demand for services;
  - vi) suitable community and public facilities are available, or can be provided to accommodate the expansion area;
  - vii) a suitable plan for phasing, financing and construction of the infrastructure for the expansion area is developed;

- viii) prime agricultural areas are only included within the expansion area if there are no reasonable alternative areas with lower priority agricultural land;
  - ix) opportunities for intensification, infill and redevelopment have been explored, and accounted for in evaluating alternatives to an Urban Area expansion;
  - x) the proposed expansion will not impact cultural heritage resources;
  - xi) the proposed expansion will not impact any Significant Natural Heritage Features as identified on Schedule “C” and/or Tables 1 or 2 of Section 3.5 (Natural Heritage Systems); and
  - xii) the proposed expansion satisfies the Province’s Minimum Distance Separation Formulae.
- g) Proposals for Urban Area boundary expansion within or adjacent to areas of significant natural resources, as illustrated on Schedule “J”, shall not be permitted until it is determined that:
- i) extraction of resources has been completed, and the site has been rehabilitated;
  - ii) extraction would not be feasible;
  - iii) the proposed land uses or development satisfies the other policies of this Plan and, in relation to the natural resources, serves a greater long-term public interest; and
  - iv) issues of public health, public safety and environmental impact are addressed.
- h) Intensification, infill and redevelopment of designated and underutilized sites, and areas in transition in the Urban Areas will be encouraged. The intensification, infill and redevelopment of designated and underutilized sites that are contaminated, or suspected of contamination, shall be subject to the policies of Section 5.7 (Potentially Contaminated Sites). The County shall target 25 percent of its growth in the Urban Areas to be accommodated through infill, intensification and redevelopment.
- i) Development of vacant land within the Urban Area boundary on the edge of the existing built-up portions of the Urban Areas shall include efficient provision of water supply, sanitary sewers, roads, parks, schools, and other public,

community and municipal services. Development shall proceed in a staged and sequential manner, considering the existing pattern of the Urban Area.

- j) While specific land uses are identified and delineated for each of the Urban Areas in Section 7 (Managing Land Use) of this Plan, the County may choose to undertake a detailed Secondary Plan for an Urban Area, in accordance with Section 9.5.1 (Secondary Plans) of this Plan. A Secondary Plan may be prepared to comprehensively address the arrangement of the urban development pattern for new development areas, to rationalize development within the existing Urban Area, to promote redevelopment or intensification within an area, or for any other reason identified by Council. A Secondary Plan may also be prepared to address specific land use issues or implement a specific planning initiative, thereby providing additional guidance to private and public sector investment in the Urban Area. At the County's discretion, a Secondary Plan may be prepared for a portion of an Urban Area, provided the Secondary Plan is comprehensive in scope and considers matters of integration with adjacent urban land.

#### **6.4.1 Downtown Areas**

The Downtown Areas are identified as a specific land use designation on Schedule "B" to this Plan. The planned function of Downtown Areas shall be to serve as primary activity centres for the County and the location for a wide range of uses, including retail, service commercial, cultural, recreational, entertainment, business and professional, governmental, institutional, arts and cultural, community, employment, and residential uses. Downtowns are the historic heart of the community and serve as a primary gathering place and location for events and festivities that give identity to the community. The diversity of land uses shall be promoted to foster the health and continued growth of the Downtown Areas, while conserving and enhancing cultural heritage resources and community identity. It is intended that the planned function of the Downtowns will be maintained as the County's Urban Areas continue to grow and develop.

The following shall be the policy of the County:

- a) Through the review of development applications for commercial uses, the County shall ensure interaction and balance within the commercial structure by promoting new and expanded retail facilities within the Downtown Areas wherever possible and practical.

- b) Proposals for new Large Retail Uses, as defined by Section 7.10.1 b) of this Plan, outside of a Downtown Area shall require a site-specific amendment to this Plan and be subject to the policies of Section 7.10 (Shopping Centre Commercial Designation), 9.6.1 (Official Plan Amendments) and 9.7.2 (Retail Market Impact Study) of this Plan. Proposals to enlarge an existing Large Retail Use outside of a Downtown Area shall require a site-specific amendment to the Zoning By-law and be subject to the policies of Section 7.10 (Shopping Centre Commercial Designation) and 9.7.2 (Retail Market Impact Study) of this Plan.
- c) Most types of office uses shall be focused in the Downtown Areas. Office uses serving the needs of a local area or which cannot be reasonably accommodated with the Downtown Areas may be permitted outside of a Downtown Area. However, the office space permitted outside of the Downtown Areas shall be limited to the Mixed Residential/Commercial Designation and the Shopping Centre Commercial Designation, and be subject to a Zoning By-law amendment considering the following criteria:
  - i) the availability of alternative office accommodation in the Downtown Areas;
  - ii) the particular requirements of the office use that make a Downtown Area location unrealistic;
  - iii) the type and size of office space required by the user;
  - iv) the justification for the proposed location of the office use, including consideration of the potential effects upon the planned function of other land use designations;
  - v) a preference for nodal locations at major intersections or locations where existing uses can function together with the proposed use;
  - vi) adequate buffering from any dissimilar or potentially incompatible uses in the nearby area; and
  - vii) appropriate development standards, including size and use restrictions.
- d) The County encourages the establishment of Business Improvement Areas, in accordance with the *Municipal Act*, in each of the Downtown Areas designated in this Plan. The County shall pursue the enhancement of the Downtown Areas in co-operation with the boards of management for the Business Improvement Areas (BIA) and other public and private interests and community groups, to enhance the efficiency, convenience, safety and appearance of the areas and the activities they accommodate.

- e) The County shall protect and enhance, where possible and appropriate, the historic architectural character of the Downtown Areas and main street areas, particularly focusing on the pedestrian scale and design of the buildings and streetscapes, and the arrangement of windows and treatments on the building facades.
- f) The County may undertake, by both direct municipal action and by encouraging the actions of other parties, a program of on-going improvements in the Downtown Areas, including streetscape improvements, facilities for off-street and on-street parking, improved vehicular connections and circulation patterns, and facilities for those not traveling by private automobile, including improvements for pedestrians, cyclists, the elderly and physically-challenged, and those using taxis, transportation for the disabled and transit services.
- g) The County will encourage the private sector to increase the amount and intensity of residential uses in and around the Downtown Areas by supporting appropriate residential development and redevelopment, in accordance with the policies of this Plan.
- h) The County may pass by-laws designating and delineating a Community Improvement Project Area associated with Downtown Areas, and may undertake Community Improvement Plans, in accordance with Section 9.5.2 (Community Improvement) of this Plan to improve public infrastructure and to stimulate private sector investment.
- i) The County shall encourage the development, redevelopment and rehabilitation of the Downtown Areas. To encourage this, the County may undertake a downtown revitalization strategy for each of the County's Downtown Areas. The revitalization strategies may include design guidelines that respect the unique physical character of each Downtown Area and which will assist in shaping public and private investments. The revitalization strategies will also include a strategy for the provision and management of parking in the Downtown Area.
- j) Linkages between the Downtown Areas and recreation trails shall be encouraged to foster pedestrian activity and encourage tourism in the Downtown Areas.
- k) Farmers' markets will be encouraged to be located in or near to Downtown Areas.

## **6.5 Specific Urban Areas**

In accordance with the objective of this Plan to maintain and promote its small town character through its planning activities, the County will ensure the unique character of each of the Urban Areas is identified and maintained. The following Subsections deal with each of the six Urban Areas in the County.

In this Section of the Plan, several Special Policy Areas are included to manage growth, maintain and promote the individual character of specific Urban Areas, and to recognize unique local land use arrangements that cannot be appropriately addressed through the land use policies of Section 7. These Special Policy Areas shall not be interpreted to mean a special policy area within the meaning of the Provincial Policy Statement.

### **6.5.1 Simcoe Urban Area**

#### **6.5.1.1 Introduction**

The Simcoe Urban Area, as identified on Schedule “A”, is the largest Urban Area in the County. The County shall support and promote the continued development of Simcoe as a complete, balanced and sustainable urban community containing an efficient pattern of development. Simcoe plays an important role as a major employment and commercial node, and as an agricultural support centre.

#### **6.5.1.2 Urban Structure of Simcoe**

The following shall be the policy of the County:

- a) The County shall promote Simcoe’s function as the major service centre, providing a broad range of activities, goods and services, within a strong commercial structure focused on the Downtown Area of Simcoe, and in other appropriately located major commercial areas, as identified on Schedule “B”, to meet the diverse needs of the County’s residents, work force, business and institutional sectors, and visitors.
- b) The urban structure of Simcoe and its image and identity as a community are influenced by the locational pattern of commercial functions carried out in the Urban Area. The Downtown Area, Secondary Centres and Queensway Corridor,

gas emissions, minimize adverse impacts on ecological systems, and enhance the visibility of the night sky through the following measures:

- i) The County will use and promote the use of responsible lighting practices that minimize the impact on the night sky.
- ii) The County may consider a By-law that would help prevent the negative impacts of excessive or misdirected light and encourage responsible lighting that is properly directed, of appropriate intensity, and energy efficient.
- iii) The County may require the proponent of an application for development to submit a lighting assessment and photometric plan in conjunction with the application.

## **8.9 Water and Wastewater Services**

Municipal water systems exist in all six of the Urban Areas. The County intends to improve and extend municipal water services throughout the Urban Areas. Municipal waste water treatment systems exist in Simcoe, Port Dover, Delhi, Waterford and Port Rowan. There are also a number of private communal water supply systems, principally serving Resort Areas. The balance of the County is serviced by private wells and individual waste water disposal systems. The County will ensure that cost-effective and adequate systems for water supply and waste water treatment are provided to support, enhance and sustain existing and future residents and businesses in the County.

### **8.9.1 Services in Urban Areas**

The following shall be the policy of the County:

- a) The County shall ensure that both municipal water supply and waste water treatment systems perform within permitted operating standards. Limitations on the capacity or operating performance of these systems are recognized as a constraint to further development. The County shall continue to monitor treatment capacities and operational effectiveness of these municipal systems.

- b) Development in proximity to any waste water treatment plant shall adhere to the minimum separation distances and standards of the appropriate Ministry of the Environment and Climate Change Guidelines. Prior to the approval of any development of a sensitive land use in proximity to a waste water treatment plant, the Ministry of the Environment and Climate Change shall be consulted, and its standards shall be satisfied. The County may, to deal with specific situations, require separation distances that are greater than the minimum standards set by the Ministry.
- c) All development in the Urban Areas shall be fully serviced by municipal piped water supply and waste water treatment systems, save and except for circumstances outlined in Section 8.9.1 f) (Services in Urban Areas). Notwithstanding this, appropriate development shall be permitted in the Courtland Urban Area on the basis of a municipal water system and private waste water disposal systems.
- d) In Urban Areas, priority shall be given to the development of land that is presently serviced by watermains and sanitary sewer systems, or those areas that can most easily be serviced, at minimal expense.
- e) Infilling of vacant areas within the Urban Areas which are already provided with full municipal services is encouraged, and shall be a criterion when evaluating proposed plans of subdivision and consents, with respect to the extension of services, utilities or the associated construction.
- f) In order to ensure the efficient use of land and municipal services in the Urban Areas, development on individual on-site servicing systems (water and/or waste water disposal) shall generally not be permitted. Exceptions will be considered in areas not serviced by municipal water and/or waste water sewer services on the basis of a site-specific amendment to the Zoning By-law, and satisfaction of the following criteria:
  - i) the development shall be minor in nature, constituting one or two single detached residential lots;
  - ii) the development shall be of an infilling nature in an area largely developed and presently serviced by individual on-site water and/or individual on-site waste water disposal systems; and
  - iii) the development is proposed on land situated such that there are unique circumstances which would deter the rational, efficient, cost-effective and/or timely extension of services. Such unique circumstances would include topographic constraints and the absence of any feasible future

users of municipal services, combined with excessive distances from existing services that would make future extension of services impractical. However, excessive distance from existing services alone shall not constitute a unique circumstance for the purposes of this Section.

### **8.9.2 Services Outside of Urban Areas**

The following shall be the policy of the County:

- a) The primary means of waste water disposal in the Rural Area and the Hamlet Areas, is the septic tank and weeping tile system. It is anticipated that such systems or other private waste water disposal systems will continue to be the principal means of waste water disposal outside of Urban Areas. The installation of septic systems is subject to the approval of the authority having jurisdiction.
- b) Municipal water and waste water systems shall generally not be provided to areas outside of Urban Areas. Council may consider extension of municipal sanitary sewer or watermain services beyond the Urban Area but only to address an existing waste water disposal or water quality problem that represents a hazard to public health and safety and provided that Council is satisfied that there is positive public benefit from such action for residents of the County.
- c) The County and/or appropriate agency shall approve all new septic tank and tile or leaching bed systems. A servicing report may be required to identify the most appropriate form of servicing to ensure environmental protection. At the time of approval of new lots, the County shall ensure that there is capacity for hauled waste water at a municipal facility.
- d) Communal servicing systems to service new development shall not be permitted except under specific circumstances outlined in this Plan. Communal servicing systems may only be considered in an existing Hamlet Area or Resort Area to resolve existing servicing malfunctions, physical constraints and/or deficiencies, posing potential public health risks.
- e) The County shall not assume any communal servicing systems in the County, and shall generally not execute responsibility agreements in relation to such systems. However, in the event that execution of a responsibility agreement is required as a result of circumstances outlined in this Subsection, prior to executing the agreement, the County shall be satisfied with the design and

economic sustainability of the system and shall require that certain securities be posted, and that a separate financial and maintenance agreement be executed between the owner of the system and the County.

- f) Holding tanks shall not be permitted for new development. Holding tanks will only be permitted for existing development where the County is satisfied that there is no other alternative to solving a deficiency with an existing septic system. Should a holding tank be permitted, the County shall ensure that appropriate provisions are in place for disposal at an approved facility, or that there is capacity for hauled waste water at a municipal facility.
- g) Any lot affected by an application for consent or plan of subdivision shall be sized such that there is sufficient area for attenuation of nitrates, space for a building envelope, sewage envelope, sewage system contingency area, and potable water supply.

### **8.9.3 Servicing Allocation and Phasing**

The following shall be the policy of the County:

- a) When unallocated servicing capacity does not exist for a proposed development, the County shall defer the processing of the planning application until capacity is available, or until a servicing agreement is in place to ensure that such capacity will be available to service the development. Draft approved plans of subdivision may only proceed to registration if sufficient servicing capacity continues to exist.
- b) The timing of development in the Urban Areas shall be managed so that:
  - i) there is a logical extension of municipal services that avoids the “leap-frogging” of large undeveloped tracts of land between the existing urban development area and the proposed development;
  - ii) a compact form and pattern of development is maintained;
  - iii) the provision of all municipal services, as appropriate, proceeds in an economically viable manner; and
  - iv) first priority is given to reserving servicing capacity for infilling, intensification and redevelopment.
- c) When conditions of development approval, draft plan approval or otherwise, are not fulfilled within a reasonable time period for which development approval has

been granted, the County may not support the extension of development approval and assign the servicing allocation to other developments or areas of the County, or hold the capacity in reserve. Prior to the lapsing of development approval, the development proponent may request an extension to fulfill the conditions of approval. Provided Council is satisfied with the merits of the request for an extension of development approval, Council may choose to extend the approval period. No extension is permissible if draft plan of subdivision or condominium approval has lapsed before the extension is given.

- d) Where a proposed development requires a pumping station to connect to the County's sanitary sewer system, the County shall be satisfied as to the following:
  - i) the proposed pumping station, including any system redundancies required to ensure continued operation, shall be constructed to the satisfaction of the County;
  - ii) the complete cost of the pumping station, including its design and engineering, construction and connection to the County's sanitary sewer system shall be the responsibility of the applicant;
  - iii) that financial arrangements are in place to cover the cost of constructing, operating and maintaining the pumping station; and
  - iv) the pumping station is located within the urban area boundary.
- e) The County may insert a clause in the conditions of development approval, including conditions of draft plan approval, reflecting the policies of this Section.

#### **8.9.4 Stormwater Management**

In the Urban Areas, impermeable surfaces such as building rooftops and parking lots reduce the ability of the land to absorb storm flows. Additionally, the water runs off the land at an increased rate. The impact of this often results in flooding, changes to adjacent watercourses such as erosion of banks, and potential pollution of watercourses. This impacts the quality of surface water as well as the natural environment. Norfolk County shall apply best management practices in dealing with stormwater management to improve the quality of storm water and to minimize flooding.

The following shall be the policy of the County:

- a) Stormwater management facilities for all new developments shall be designed, constructed and managed to the satisfaction of the County. Where feasible, regional stormwater management facilities that serve a drainage area that may include several developments will be encouraged by the County.
- b) Storm water management facilities must be located within the Urban Area or Hamlet Area in which the development is located.
- c) Stormwater management facilities shall be designed to manage stormwater quality and quantity through a treatment train approach, at an appropriate level, as defined in consultation with the appropriate Conservation Authority. The integration of natural vegetative features in new facilities shall be required and the naturalization of existing stormwater management facilities is encouraged. The installation of low impact development measures and green infrastructure will be encouraged.
- d) Prior to the approval of a development application, the County shall require the preparation and approval of a stormwater management plan which either implements the management concept of the Subwatershed Study, if prepared, or is completed in accordance with guidelines of the appropriate Conservation Authority and the current Ministry of the Environment and Climate Change Stormwater Planning and Design Manual. At its sole discretion, the County may, defer these requirements to the detailed design phase, and implement the policies of this Subsection as a condition of development approval.
- e) Prior to development approval, the development proponent shall consider, where appropriate, enhancing the vegetation, wildlife habitats and corridors in and along the stormwater management system and the receiving watercourses. Additionally, the proponent shall provide, where appropriate, public access to and along the stormwater management system and the receiving watercourse where such areas can be used to form part of a trail or open space system. In order to ensure that the size, configuration and grade of the land surrounding the facility can be efficiently programmed as a component of a trail or open space system, it may be necessary to prepare a landscape design prior to development approval.
- f) The implementation of storm water management practices shall take into consideration the potential impact of climate change, including the following:
  - i) More extreme thermal impacts on aquatic and terrestrial ecology;
  - ii) Increased seasonal evapotranspiration rates;
  - iii) Uncertainty in hydrologic predictions and models;

- iv) Potential for more extreme high-contaminant concentrations in storm water;
  - v) Increased stress in water supply and treatment affecting water quality; and
  - vi) the potential for increased frequency and intensity of major storm events.
- g) The County shall ensure that the design of stormwater management facilities considers long-term maintenance, public health and safety requirements.
  - h) The cost of stormwater management facilities, including its design, engineering, and construction, shall be the responsibility of the applicant. Before development approval, the County shall be satisfied that the necessary financial arrangements, including any cost-sharing agreements or mechanisms involving other properties, are in place to cover the cost of constructing, operating and maintaining the storm water management facility.
  - i) The Ministry of Transportation shall be consulted in relation to stormwater management plans and facilities in proximity to Provincial Highways.
  - j) The County may develop a comprehensive storm water management asset database, including installed low impact development measures, to assist in the management and maintenance of storm water management systems.

## **8.10 Waste Management**

Certain municipal resources are required to manage the solid waste generated by residences and businesses in Norfolk County. Reducing the volume of solid waste through the recycling program will help to ensure a sustainable natural environment and municipal sustainability. Norfolk County shall effectively and efficiently manage the solid waste generated within the County.

The following shall be the policy of the County:

- a) Waste management shall include waste diversion (recycling), waste disposal and waste as a potential resource. The County recognizes and supports the Provincial initiative of reducing waste through a diversion action plan, and may initiate its own diversion plan.
- b) A recycling collection box system shall be available throughout the County.