



Special Council Meeting – April 16, 2024

Subject: Municipal Comprehensive Review Phase 1 Official Plan
Amendment
Report Number: CD-24-053
Division: Community Development
Department: Planning
Ward: All Wards
Purpose: For Information

Recommendation(s):

That Report Number CD-24-053, Municipal Comprehensive Review Phase 1 Official Plan Amendment be received; and

That the Council provide direction on each of the schedules in respect to the Urban Boundary Changes attached hereto; and

That the Council provide direction on each of the schedules in respect to the Urban Area Settlement Boundary Expansions attached hereto; and

That Council considers all information received at this Special Council meeting, including input from members of the public, in order to provide direction on a final Official Plan Amendment to be brought back to a future meeting for Council consideration.

Executive Summary:

This report relates to Phase 1 of the County's Official Plan Update and Municipal Comprehensive Review. It provides a summary and direction for Norfolk County's growth needs and the Official Plan Amendment for land supply within the municipality's urban areas. Phase 1 of the Official Plan update focuses on the growth management policies and conformity requirements as they pertain to the GROW Norfolk project and the associated Council-approved forecasts, growth option and land needs assessments. It also includes updates to the urban boundaries, including proposed expansion area options.

The attached documents, including the proposed draft maps for each identified urban area and the draft by-law, including options, represent the technical interpretation to implement Council's approved Growth Option. Pending Council's acceptance of the staff report and acceptance in principle of the proposed Official Plan Amendment, with

direction on the preferred boundary expansion options to incorporate ‘in principle’, staff will work with the appropriate ministries, departments, and agencies to address any comments and any requirements for modifications. Once that work is complete, a final amendment will need to be brought to Council for final formal adoption prior to the Province giving its final decision. It should be noted that a significant amount of pre-consultation work has taken place with Ministry of Municipal Affairs & Housing (MMAH) staff on this body of work. It should be further noted that the current situation as well as the larger planning context has been in significant flux given the pandemic, provincial policy changes, nation-wide housing shortages, shifting economic trends and drivers, and shifting needs within the local community. Staff endeavored to keep the subject project, as well as those which contributed to its development, dynamic and flexible and will continue to do so in an effort to ensure the most appropriate and pertinent information is provided to the public and Council to make informed decisions.

Discussion

Background

In June of 2021, the County initiated the Growth Management Study, GROW Norfolk. At its November 21, 2023, meeting, Council approved the minutes for the November 15 Council in Committee meeting including the endorsement of the preferred directions and recommendations as they pertained to the GROW Norfolk project. These recommendations included the use of the Hybrid option as the preferred growth option for the County. Based on that direction, staff have completed the following actions:

1. Developed an evaluation process, including creating the evaluation criteria for the pass one with the technical team (more information on the process below).
2. Evaluated all parcels received by March 18, 2024, to be considered for inclusion in the Urban Area Settlement Boundary located within proximity to the County’s urban areas utilizing the above-noted criteria and evaluation process.
3. Presented an update and gathered input from the Planning Advisory Committee on February 4, 2024.
4. Hosted a Public Information Centre (PIC) on February 8, 2024, to share preliminary findings of the first evaluation of the proposed boundary lands and to share and gather feedback regarding the identified evaluation process with the public. This also included draft boundary expansions with the purpose of gathering feedback and collecting additional technical feedback and information.
5. Following the PIC, staff hosted a series of stakeholder meetings to gather feedback regarding the requested urban area settlement boundary expansions (RUASBE). This included more than 14 hours of engagement with various parties on a small group or individual basis.
6. Additional documentation around the Pass 1 criteria was provided to the public.
7. Individual Pass 1 scores were provided to the property owners upon request.
8. A secondary evaluation of the proposed urban boundaries was completed, incorporating the additional information provided by the public and stakeholders

as well as additional technical information, including infrastructure related information, gathered as part of the overall project.

9. Maintained open communication with the Ministry of Municipal Affairs and Housing through virtual meetings on January 31, March 1, and March 22.

This report represents the first of two reports prepared as part of the Municipal Comprehensive Review to facilitate an Official Plan Amendment (OPA). Furthermore, due to the nature of the proposed Official Plan Amendment, the proposed OPA is intended to function as an implementing tool for the recommendations deriving from the GROW Norfolk study, as Norfolk County's Growth Management study. As a part of report number CD 23-098, entitled GROW Norfolk Study (Municipal Comprehensive Review), Volume 5: Land Evaluation and Area Review & Volume 6: Preferred Directions and Recommendations, staff presented Volume 6: Preferred Directions and Recommendations and provided recommendations, which were accepted. Among those recommendations was the approval of the growth forecasts as completed by Watson and Associates in collaboration with staff and the endorsement of a "hybrid" growth option.

The Hybrid Growth Option is a blend of what was originally identified as Options 2B and 3 in Phase 2 Comprehensive Review: Growth Scenarios and Urban Land Needs Analysis, 2023 to 2048. More growth (than previously forecasted) is intended to be allocated to the urban, serviced areas – specifically Delhi, Simcoe, and Waterford. After opportunities for intensification within the existing built-up areas and the amount of potential development in existing approvals or land within the existing settlement areas are taken into account, there is still an identified need to consider additional land to accommodate residential and employment growth forecasts. This is particularly the case when looking at the individual urban growth areas. In the case of Port Dover and Port Rowan, the appropriate amount of growth is still allocated; however, both urban areas are going through infrastructure upgrades and should have sufficient land supply to accommodate development for the foreseeable planning horizon. Courtland is anticipated to see some moderate additional growth compared to previous forecasts, contingent upon the continued availability of servicing capacity for water and development on private wastewater systems (e.g., not at higher densities like other urban areas). Delhi, Simcoe, and Waterford all are identified to require additional lands to meet the growth requirements. The Hybrid growth option also includes employment growth, specifically in Delhi, Simcoe, and Waterford.

By the year 2051, the population of Norfolk is anticipated to grow from 69,400 (2021 census) to 92,700. Norfolk County is growing, and its needs as a community are diversifying. Therefore, understanding and planning the interrelationships and interdependencies of growth, regulation of development, and the regeneration of housing, employment, servicing, and community infrastructure needs are crucial. This means that to meet the themes and goals outlined in the GROW Norfolk project, Norfolk County's growth has to be **economically** and **environmentally** sustainable without jeopardizing the agricultural landscape and economy that shapes Norfolk's very existence.

To achieve these goals, the Municipal Comprehensive Review Official Plan update has been split into two phases. The first phase is intended to address the following:

- Policy updates in relation to growth forecasts (population and employment), growth targets such as density requirements, and types of developments.
- Identify locations for settlement area boundaries, including updating policies and mapping schedules.
- Identify changes to Protected Industrial locations, including updating policies and mapping schedules.
- Potential rationalizations of Urban Area boundaries to remove any land that would no longer be considered as part of an urban area and with no development potential for urban uses.
- Policy direction for future land use planning, land use designation amendments and servicing strategies for any lands to be added to the settlement boundary.
- Policy updates related to requirements for new development within any new area.
- Implement other recommendations from the GROW Norfolk Study and municipal comprehensive review.

The second phase of the proposed official plan amendment is intended to include:

- Completion of Land Evaluation and Area Review (LEAR), including a peer review of draft documents, with policy updates pertaining to a new land use designation, such as rural land uses.
- Recommendations pertaining to hamlet settlement areas and rural lands.
- Recommendations regarding policies and land use designations pertaining to Natural Heritage features and Hazard Lands.
- Other Provincial Policy Statement conformity policy and/or schedule amendments.

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

Overarching Growth Policies

Planning Act

The *Planning Act* is provincial legislation that sets out the authorities for land use planning in Ontario. Council in carrying out its responsibilities under the *Planning Act* shall have regard to, among other matters, matters of provincial interest. Matters of provincial interest include the adequate provision of employment opportunities, the protection of the financial and economic well-being of the province and its municipalities, and the appropriate location for growth and development.

The *Planning Act* sets out other requirements, such as the timing and process of official plan updates, direction on relevant population and employment growth forecasts, and requirements around the removal of land from areas of employment (i.e., an employment conversion). The *Planning Act* allows a municipality three years to update its zoning by-laws after amendments to the official plan are made.

Pursuant to Section 26 of the *Planning Act*, the County must review and revise its official plan no less than ten years after it comes into effect as a new official plan and every five years thereafter. The Minister of Municipal Affairs and Housing is the approval authority for the conformity exercise and MCR. There is no right to appeal the Minister's decision to the Tribunal. Recent amendments to the *Planning Act* through Bill 109, More Homes for Everyone Act, 2022, allow the Minister to refer official plan amendments or a part of an amendment for which the Minister is the approval authority to the Ontario Land Tribunal (OLT) for either a recommendation back to the Minister or to the OLT to make a decision.

Provincial Policy Statement (PPS) Commentary

Since the approval of the last five-year Review Official Plan update, there have been considerable changes to the PPS. According to the *Planning Act*, R.S.O. 1990, c.P,13, the five-year review of the Official Plan is required to ensure that it:

- a) conforms with provincial plans or does not conflict with them;
- b) has regard to matters of provincial interest as laid out in the Act; and
- c) is consistent with policy statements issued under the Act.

A revised Provincial Policy Statement 2020 (PPS 2020) came into effect on May 1, 2020, replacing the previous Policy Statement approved in 2014. The PPS 2020 provides policy direction on matters of provincial interest related to land use planning and development. It sets the policy foundation for regulating development and the use of land in Ontario. A Municipal Comprehensive Review, such as the one being completed now, must be consistent with the PPS policies. While the PPS 2020 must also be read as a whole, the focus of this report is on the preparation of a growth strategy for the County, and only those policies that are pertinent to that objective will be discussed. Aspects of the PPS 2020 not dealt with in this report will be considered in Phase 2 of the work program. The policies outlined in Attachment A have a direct bearing on the growth strategy.

These policies state that the County should plan for a period of up to 25 years unless a provincial plan, such as the Growth Plan 2020, has an alternative time period. The planning horizon set in the PPS 2020 does not pertain to infrastructure and public service facilities nor to the planning for employment lands. A longer planning horizon may be applied to these facilities. However, the planning of infrastructure and major public service facilities must be done in concert with long range plans for the development of the community. The approach taken in this report is to plan for the next 25 years, that is, to 2048, to achieve conformity with the PPS 2020. Note: Population forecasts supporting this work were completed to 2051 in order to provide a buffer for the completion of the work and to better align with the census periods for evaluation and the initiation of future Official Plan Reviews and Municipal Comprehensive Reviews.

This report will focus on the growth-related policies outlined in the current version of the Provincial Policy Statement (2020) with a focus on the urban settlement areas of the County. Specifically, this report focuses on three main components: general growth conformity and PPS consistency changes, urban settlement expansion and related requested, and employment conversion requests.

Official Plan

The Norfolk County Official Plan was approved by County Council on May 9, 2006, and by the provincial Ministry of Municipal Affairs on December 23, 2008. On January 31, 2018, Norfolk County Council approved an amendment to the Official Plan (1-OP-2018) to bring the Plan into conformity with the policies of the Provincial Policy Statement, 2014. To facilitate and direct growth, the Official Plan contains policies that are consistent with or conform to the versions of the Provincial Policy Statement, 2014, in effect at the time of its approval by the province (October 5, 2018). Key growth-related policies in the Official Plan are focused within Section 6, including Section 6.4, which states that 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.

It further identifies that 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.”*

The Official Plan also identifies how proposed expansion lands should be evaluated. It states that 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.

While not exhaustive, these policies helped shape the Phase 1 Official Plan Amendment work, which is further explored below.

Urban Settlement Expansion

Background

Land supply, density and built-form context vary by urban area, as does the ability to accommodate future growth within the existing urban area boundaries. Through the work completed through the GROW Norfolk study and the associated Land Needs Assessments (LNA), lands required for future development up to the next 25 years were identified. This need was identified in two groups: Employment land needs and Residential or Community Land needs.

In terms of the LNA, employment needs were assessed in terms of land requirements for Employment Areas as per the *Planning Act* and PPS. They are understood to be areas where the majority of employment (in industrial-type buildings) opportunities, with some office and population-related jobs, particularly those who provide service to the employment areas. Residential or community land needs focus on the land required to accommodate housing for the forecasted growth, as well as the majority of population-related jobs, most office jobs, and some employment land related jobs. This also includes land needs for supporting uses, such as commercial and institutional uses, like shopping areas or schools. Below is a table identifying the anticipated residential land needs by urban area, as outlined in Volume 6: Preferred Directions and Recommendations of the GROW Norfolk project.

Table 1. Residential Land Need by Urban Area

Urban Area	Land Need (Gross Ha)
Courtland	8
Delhi	77
Simcoe	-1
Waterford	34
Port Rowan	-64
Port Dover	-307

Additional land needs in terms of employment were also identified as in the table below.

Table 2. Employment Land Need by Urban Area

Urban Area	Land Need (Gross Ha)
Courtland	0
Delhi	10
Simcoe	20
Waterford	22
Port Rowan	0
Port Dover	0
TOTAL ADDITIONAL LAND NEEDS	52

In order to accommodate the additionally needed lands, the urban settlement boundary needs to be reconfigured to bring the additional lands into the respective communities to allow appropriate development.

Under the PPS (2020), a planning authority may “identify a settlement area...at the time of a comprehensive review”. Since the announcement of the project, a number of submissions have been received from landowners and proponents for consideration as part of the review regarding either settlement area boundaries or protected industrial land conversions (to residential).

Requests and Recommended Options

At the time of this report, a total of 61 written requests for individual parcels to be included in the settlement boundary expansion have been received by the Planning Department; 45 of which pertained to an urban area settlement boundary expansion, equating to more than 800 hectares (>2000 acres) of land. In terms of the requested urban area settlement boundary expansions (RUASBE), each has been carefully considered. In the majority of the RUASBEs, these written requests were utilized where technical information was included with the submission. However, there are instances where alternative RUASBE locations are proposed or where the proponent has requested a residential or community area, but an employment area is proposed. A full list of the written requests and staff proposed parcels is included in Attachment B. The table below summarizes the RUASBE by urban area.

Table 3. Proposed Urban Area Settlement Boundary Expansions by Area and Type

Urban Area	Residential/Community Lands		Employment Area Lands	
	Hectares	Acres	Hectares	Acres
Courtland	19.9	49.17	25	61.83
Delhi Option 1	81.5	201.34	23.84	58.90
Delhi Option 2	91.6	226.35	23.84	58.90
Simcoe	29.9	73.88	0	0
Waterford Option 1	33	81.58	16.1	39.78
Waterford Option 2	65	160.6	16.1	39.78
Port Rowan Option 1	0	0	0	0
Port Rowan Option 2	-35.1	-86.73	0	0
Port Dover	0	0	0	0
Norfolk North	N/A	N/A	23.2	57.33

Boundary Rationalization

This exercise considered a variety of factors, such as significant natural heritage (environmental) features and connectivity of the system, environmental buffers, infrastructure and utility areas, existing and potential land use patterns, cultural heritage resources, existing or potential road access, land size and potential compatibility, agricultural conservation and parcel continuity, and other aspects that may impact potential developability or reasons to consider revised settlement area boundary

configurations. This is part of a “rationalization” process within the comprehensive review.

Following review and analysis of all Urban and Hamlet settlement area boundaries within Norfolk, approximately 290 hectares (~716 acres) of land may be more appropriate to consider either removing from a settlement area for added conservation and contiguity with the agricultural area or held as future development area. This review demonstrates that there are lands within existing settlement boundaries that are not suitable for future development. Lands within the urban area which fell within this category are proposed to be removed in the Official Plan Amendment as identified in schedules 1 through 7 attached to this report.

Property Owner and Stakeholder Feedback

As a part of the public engagement program, stakeholders, including property owners, had the opportunity to submit any documentation they felt pertinent to the evaluation of the proposed urban boundary expansion lands. This could include or be in addition to any original submission material a property owner may have submitted to have their land included in the evaluation process initially. All material, including any self-submitted scoring for individual properties, was reviewed in detail and considered as part of the additional evaluation process.

Staff have considered the evaluation criteria and developed key thematic areas and, ultimately, the corresponding evaluation markers to evaluate proposed parcels. The methodology is further explored in Attachment C, while the Pass 1 scores are included in Attachment D.

Urban Settlement Boundary Expansion Options

A variety of lands for inclusion for residential and employment use are suggested for consideration, as well as some removals as a part of the boundary rationalization process. Areas and options for consideration are outlined below based on each urban area.

Courtland

2051 Forecasted Population¹:	3,708
2051 Forecasted Employment¹:	1,705
Additional Residential Lands identified through GROW Norfolk:	9 ha
Additional Employment Lands identified through GROW Norfolk:	0 ha
Proposed Community Area/ Residential UASBEs:	19.9 ha
Proposed Employment Area SABEs:	25 ha
Boundary Rationalization Removals	0 ha

Area Specific Considerations

Additions

Three segments of land are proposed to be added to the urban boundary of Courtland. The first portion proposed is 9.6 hectares in size and is located south of Highway 3 and west of Highway 59. The land is proposed to facilitate additional industrial development along the remaining rail line. A portion of land is proposed as an addition to a parcel with a portion already within the urban boundary. This portion is 19.9 ha and is intended to facilitate residential or community development. The final portion of proposed lands is located on the east side, south of Highway 3. These lands are proposed for further industrial development. The lands are abutting and adjacent to existing industrial uses and are anticipated to provide additional opportunities for industrial developments in a variety of sizes.

Removals

No lands are proposed for removal from the urban boundary.

Delhi

2051 Forecasted Population¹:	19,467
2051 Forecasted Employment¹:	7,502
Additional Residential Lands identified through GROW Norfolk:	77 ha
Additional Employment Lands identified through GROW Norfolk:	10 ha
Proposed Community Area/ Residential UASBEs:	81.5 ha/91.6 ha
Proposed Employment Area SABEs:	23.84 ha
Boundary Rationalization Removals	2.75 ha

Area Specific Considerations

Additions

Identifying a single recommended option as it pertains to Delhi is complex. Delhi has the potential to provide one of the best opportunities for logical employment expansions, conversely identifying additional lands for residential or community purposes that aligns with the approved project principles and goals to ensure growth that seamlessly integrates with the existing community is more complicated.

To this end, two potential options for incorporating additional residential land into the urban area of Delhi are proposed for Council consideration. The options and identified challenges are outlined below.

Option 1 would see the Delhi urban area boundary expand in all directions. This option includes a portion of what is colloquially known as the Delhi Golf Course. It also

¹ Population and employment numbers are based on the forecasted population for Norfolk County as a whole and the applicable allotment as identified in the preferred hybrid growth option approved and endorsed by Council.

includes expansions in the northwest with frontage along Highway 3 and Hawtrey Road. It includes a portion of existing vacant developable land being expanded to include an additional 22.5 ha in the northeast, as well as small additions to the southwestern boundary for residential purposes. A final component of land tucked in north of Wilson Avenue with an approximate size of 25.7 ha is also proposed to be included. See schedule 2A of this report for full details.

Option 2 would adjust the proposed expansion to focus on the portion of lands immediately abutting developments with frontage onto Brock Avenue and Waverly Street, north of Wilson Avenue (with frontage on Courtney Avenue, Smith Avenue, and Gage Street) and would incorporate the entire Delhi Golf Course lands. An application to amend the Official Plan was submitted along with an application to amend the Zoning By-law as well as for a Plan of Subdivision and a Plan of Condominium for two parcels which make up what is known as the Delhi Golf Course property. A public hearing for the proposed development was held with significant participation from the public, both during the public hearing meeting as well as in writing in response to the proposed development.

Land use patterns within *settlement areas* shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.

Simcoe

2051 Forecasted Population¹:	34,299
2051 Forecasted Employment¹:	11,594
Additional Residential Lands identified through GROW Norfolk:	0 ha
Additional Employment Lands identified through GROW Norfolk:	22 ha
Proposed Community Area/ Residential UASBEs:	29.9 ha
Proposed Employment Area SABEs:	0 ha
Boundary Rationalization Removals	41.74

Area Specific Considerations

Additions

In many ways, Simcoe functions as the hub of Norfolk County with the most significant population and the most community infrastructure, such as the Norfolk General Hospital, schools, existing commercial areas, and other community components. When evaluating the existing urban area as well as the surrounding lands, Simcoe is not without its own specific challenges, with one being the existing Wellhead Protection Areas, which protect the town's current water source. Any proposed development was evaluated with the lens of ensuring the protection, conservation and careful management of the surface and groundwater resources in order to ensure safe drinking water supplies are maintained for however long they are needed.

29.9 ha are proposed to be added to the Simcoe Urban Boundary for the purposes of residential or community growth on the northeast side of the town. The lands, which consist of one parcel, are located south of Highway 3 on the east of Ireland Road. While the lands do represent Prime Agricultural lands as per the LEAR score, out of the lands proposed in the proximity of Simcoe, these lands were among the lowest ranking. The land is situated along an arterial road with access within close proximity to existing underground infrastructure. While the Land Needs Assessment did not identify an immediate need for residential land in Simcoe, staff noted a potential expanded opportunity for growth in Simcoe due to the Inter Urban Water Supply study priorities, timelines and a potential lag in servicing opportunities elsewhere in the community, putting additional pressure on Simcoe as the County's largest serviced town.

Removals

No additional lands are proposed for employment lands purposes, however 15.1 ha are proposed to be removed from the Protected Industrial Designation as a part of the rationalization component of the project. These lands are proposed to be removed due to their inability to be developed based on major constraints such as a lack of road frontage. Simcoe still currently has a supply of 53 net ha of land, and while a need for employment lands was identified for Simcoe, further review of the existing provincial and local employment land criteria identified that better opportunities exist elsewhere.

41.74 ha are proposed to be removed from the urban boundary of Simcoe. The lands consist of natural heritage areas, including hazard lands or lands which are landlocked with no road frontage or access. The intent of the removal of these lands is to ensure the urban boundary represents a developable area as outlined in the rationalization exercise.

Waterford

2051 Forecasted Population¹:	14,832
2051 Forecasted Employment¹:	5,115
Additional Residential Lands identified through GROW Norfolk:	34 ha
Additional Employment Lands identified through GROW Norfolk:	16.1 ha
Proposed Community Area/ Residential UASBEs:	33 ha/ 65 ha
Proposed Employment Area SABEs:	16.1 ha
Boundary Rationalization Removals	40.03 ha

Area Specific Considerations

Additions

Staff have elected to present two potential options for Waterford. They are articulated below:

Option 1 would see an urban boundary expansion of 23.8 ha for employment lands to the southwest of the existing Waterford Boundary. The proposed lands have frontage

on Thompson Road, an arterial road to which the lands are located south. Waterford is extremely limited in terms of the remaining employment lands, with less than 1 ha identified of net vacant employment land anticipated to support the forecasted local employment land need. These lands would bolster this limited land supply and support the continued growth of Waterford.

33.1 Ha of land would also be added to the urban boundary for residential purposes with 31.4 Ha located on the southeast side of Waterford on the east side of Old Highway 24 with frontage onto Blueline Road. The lands have been identified to have an opportunity for development with relatively limited constraints. While the lands fall within the prime agricultural lands definition, the lands, in combination with the servicing score, demonstrate the best opportunity to meet the provincial policy statement, Norfolk County’s Official Plan and the project’s identified areas of focus or themes.

The remaining 1.7 ha of lands proposed for inclusion in the urban boundary are proposed largely as a housekeeping item. As a part of a previous Zoning By-law Amendment and update, the lands were rezoned to an urban area residential zone outside of the urban boundary. The intent of the inclusion of these lands is to rectify the discrepancy.

Option 2 would see the same 23.8 ha of land added for the use of employment lands as identified in Option 1. It would also include the same 1.7 ha of land being included as a housekeeping item on the northwest side of the existing urban boundary. Whereas lands are proposed to the south of the urban boundary in Option 1, Option 2 would encompass a large area of land (63.3 ha) included to the north of Waterford. These lands also fall within the definition of prime agricultural land. The total land proposed as a part of this option would surpass the amount identified in the GROW Norfolk work by 29.3 ha. As a way to potentially offset the surplus of land proposed in this option, staff propose tying the option to Option 2 for Port Rowan (outlined below). This option would utilize the removal of lands from the urban boundary of Port Rowan in surplus of the need anticipated for next several decades and could be utilized to further support the inclusion of the larger amount of lands in Waterford. Commentary of Option 2 for Port Rowan is further explored later in this report.

Removals

40.03 ha of land is proposed to be removed from the urban boundary of Waterford. The lands consist of natural heritage areas, including hazard lands. The intent of the removal of these lands is to ensure the urban boundary represents developable area as outlined in the rationalization exercise.

Port Dover

2051 Forecasted Population¹:	10,197
2051 Forecasted Employment¹:	1,705
Additional Residential Lands identified through GROW Norfolk:	0 ha

Additional Employment Lands identified through GROW Norfolk:	0 ha
Proposed Community Area/ Residential UASBEs:	0 ha
Proposed Employment Area SABEs:	0 ha
Boundary Rationalization Amount	20.61 ha

Area Specific Considerations

Additions

The Land Needs Assessment indicated that sufficient land was available in Port Dover to accommodate growth both in terms of employment and residential/community uses. Additionally, given the IUWS study and related works, there is no need discrepancy created by additional capacity being added to the system. Therefore, no additional lands are proposed to be included in Port Dover.

Removals

20.6 Ha of land is proposed to be removed as a part of the land rationalization process. These lands are made up of natural heritage features including hazard lands that are not developable.

Port Rowan

2051 Forecasted Population¹:	3,708
2051 Forecasted Employment¹:	1,364
Additional Residential Lands identified through GROW Norfolk:	0 ha
Additional Employment Lands identified through GROW Norfolk:	0 ha
Proposed Community Area/ Residential UASBEs:	0 ha/ -35.1 ha
Proposed Employment Area SABEs:	0 ha
Boundary Rationalization Amount	0 ha

Area Specific Considerations

Additions

No land is proposed to be added to the Port Rowan urban area boundary. Through the LNA, substantial available land was identified, therefore mitigating any need for expansion.

Removals

Two options are proposed in terms of facilitating the identified growth for the County within Port Rowan.

Option 1 would see no lands being proposed for removal from Port Rowan.

Option 2 would include the removal of 35.1 ha from the urban settlement boundary of Port Rowan. These lands represent a surplus of lands well beyond the requirements of growth needs to 2048. The removal of these lands from the Port Rowan urban

settlement boundary will still leave Port Rowan with a surplus of 29.9 ha for residential lands to meet expected employment growth to 2048. The surplus residential lands can be transferred to other urban areas within Norfolk County where the demand and potential for residential need is greater.

Norfolk North

Area Specific Considerations

Additions

While Norfolk North is not an urban area, it functions as a supporting area for the neighbouring municipality of Tillsonburg. Lands, of approximately 23.2 ha, located directly abutting the boundary of Tillsonburg along Highway 3 are proposed for employment lands. The proposed inclusion of the lands was deemed post appropriate at this phase of the Official Plan Amendment process due to the intended Employment use for the lands. It was the opinion of staff that it was important to include the lands to accurately identify all potential changes to the employment lands landscape in Norfolk County, so to accurately be able to identify all future land needs and the appropriateness of any requested employment conversions. Employment conversions are explored later in this report in detail.

Potential Major Institutional Needs

In January of 2024, Norfolk General Hospital identified a potential interest in a donation of land to facilitate a “campus of care” including a hospital and nursing home, as well as other potential associated community uses. In March of 2024, it was identified formally to planning staff that there was an interest in developing the new campus of care, and that candidate sites were being proposed outside of the urban boundary and that multiple properties (including the lands explored in further detail in Appendix E) could be potential candidates for the site with no parcel having been confirmed as the preferred site to date.

It should be noted that this need within the community was not formally identified during the land needs assessment or the development of the conformity OPA process, including the initial evaluation process for proposed urban area settlement boundary expansions. A hospital and nursing care facility fall within the definition of a public service facility. Accordingly, section 1.1.1 g) of the PPS, 2020 would indicate that healthy, livable and safe communities are sustained by ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs. Given the Hospital’s own identification, that it is no longer possible with the existing Norfolk General Hospital and Norfolk Hospital Nursing Home, new sites are being pursued.

At the time of the writing of this report, only one submission had been received by the Planning Department which clearly identified the lands proposed for the use of a healthcare and education campus. The lands, located west of Simcoe, north and south of West Street, east of Hillcrest Road, include multiple parcels held by multiple property

owners. On behalf of the majority property owner, a planning justification report was submitted and reviewed by staff (Attachment E).

While the land was submitted for a specific purpose, the evaluation of the land for the purposes of a hospital and education campus largely falls outside of the scope of this project, as it was defined in the Terms of Reference. Within the current parameters of the project, the land can only be viewed through the residential or community land needs lens, which a campus of approximately 50 ha could have a significant impact on if utilized for large institutional uses versus the diverse residential and residential supporting land uses intended to be provided for under the original project scope. Accordingly, staff are not recommending the inclusion of these lands as a part of the residential land needs options due to the impacts of the additional 50 hectares on the overall scope of this project; however, further consideration by Council may be taken in regard to the potential inclusion of these lands for a Major Institutional use, which could be specifically bound by a special policy area under the unique circumstances. This approach would allow for further evaluation of this proposed location along with any other identified site proposed for this specific use, with detailed recommendations to Council. This alternative would still align with the Provincial Policy Statement, 2020 and Planning Act.

When will things be developed?

Proposed Urban Expansion Areas are intended to round out the County's land supply to accommodate the forecasted population and employment needs. Accordingly, the Proposed Urban Expansion Areas are anticipated to develop over a 25-year time frame.

Although landowners within the Proposed Urban Expansion Areas may wish to initiate studies, or may already have, to advance the development of their land, detailed local secondary planning through a Community Plan and a range of other technical studies, including but not limited to a Master Servicing Strategy, will be necessary following this work. This would update the official plan land use, policies, zoning and implement other associated matters for existing intensification areas and any newly added areas for each urban community through a county-led, consultative process.

As noted through the GROW Norfolk work and the concurrent work completed through the Inter Urban Water Supply Study, significant investments are needed in infrastructure, utilities, and other hard and soft services to facilitate the growth anticipated in Norfolk County over the next 25 years. Given the scale of the infrastructure needs, development will be staged and phased over time, with timing largely controlled by the provision of infrastructure.

Employment Land Conversions

As part of the municipal comprehensive review (MCR), the County evaluated the need for employment lands within Norfolk County. A need for 52 hectares of land was identified county-wide, with specific needs being identified within specific urban areas: Delhi, Simcoe, and Waterford.

Employment Areas are places of business and economic activity in the County that are vital for the County to maintain a healthy economy and accommodate future jobs and economic opportunities to meet Norfolk's employment forecast. Where non-employment land uses (such as residential or retail) are proposed, the merits and justification are reviewed through the MCR process.

As a part of this process, seven employment conversion requests were received, totaling more than 17.83 ha of employment lands. In the attached schedules, staff are proposing the inclusion of 10.35 ha through 3 sites.

Policy Context

Planning Act

The Planning Act defines "area of employment" as, an area of land designated in an official plan for clusters of business and economic uses including, without limitation: manufacturing uses; warehousing uses; office uses; retail uses that are associated with those uses; and facilities that are ancillary to those uses. A similar definition is provided in the PPS 2020.

PPS, 2020

Policies in the PPS 2020 emphasize that planning authorities should assess employment areas to ensure the planned function is appropriate and that industrial and manufacturing uses are separated from sensitive uses to maintain long term economic viability (PPS 1.3.2.2 and 1.3.2.3). These policies surrounding land use compatibility and transition sensitive uses are important additions that reflect the increasing pressures on employment areas resulting from cities' efforts to intensify adjacent lands. Section 1.3.2.4 identifies that the municipality 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.

The PPS also provides the caveat that lands within existing employment areas may be converted to a designation that permits non-employment uses under certain circumstances outside of the Official Plan Review or update process, which it outlines as a part of Section 1.3.2.5.

Official Plan

Norfolk County's Official Plan (Section 7.12.2 k)) identifies the specific criteria for evaluation of potential conversions of employment land as the following:

1. the total amount of land designated Protected Industrial in the County shall not substantially decrease, in total, as a result of a re-designation. Consequently, to re-designate Protected Industrial land, a Protected Industrial Designation should

be transferred to another appropriate location, subject to the policies of Section 4.7 (Employment Activity) of this Plan;

2. the land proposed for re-designation should be on the periphery of a protected Industrial area;
3. the proposed re-designation shall not jeopardize the planned role and function of other land use designations nor set a precedent for further redesignation;
4. there shall be a demonstrated need for the proposed use(s);
5. the new land use(s) shall not negatively impact the viability and stability of the remaining Protected Industrial land in the long-term;
6. the boundaries to be changed shall be logical and appropriate for the area, shall provide opportunities to minimize incompatibility between land uses, and shall create a defined edge which will be stable over the long term;
7. the new development shall be compatible within the context of the surrounding existing development in scale, height and built form;
8. the new development can be integrated and linked into the fabric of the surrounding community, where appropriate, such as through the provision of public streets, pedestrian walkways and the location of public parks;
9. the continued operation of existing Protected Industrial uses which remain in the area of a redevelopment can be encouraged through measures such as the phasing of development, the provision of on-site building setbacks, landscaped areas, intervening facilities, building and fencing, and the protection of trucking routes and driveways;
10. that adequate parkland, amenities, community facilities and social services can be provided for future residents;
11. that sufficient sewage treatment, water and transportation capacity can be provided to meet the needs of the redevelopment area; and
12. subject to the other policies of the Plan in this regard, the environmental conditions of the development area shall be suitable for the proposed land use(s).

Staff Evaluation

In staff's review of requests to convert lands within Employment Areas, both cumulatively and individually, careful consideration was given to whether the proposed conversion requests meet the evaluation criteria outlined for reviewing potential conversions of Protected Industrial designated lands in Norfolk County's Official Plan.

It is critical to ensure that Employment Areas, and specifically in the case of Norfolk County, Protected Industrial lands, provide certainty for businesses. The potential introduction of sensitive land uses into areas predominantly designated Protected Industrial can force industries to alter their operations, particularly when the environmental certificates that industries operate under are affected or complaints are lodged about adverse effects from industrial operations. This could have a cumulative impact on the overall viability of Protected Industrial designated lands and its planned function. Potential conversions were therefore carefully considered.

Of the requests that were reviewed, 2 requests are included for consideration:

- One request is to convert lands from Protected Industrial to Agricultural
- One request is to convert lands from Protected Industrial to Industrial with a site specific policy.

The analysis of these requests is provided in Attachment F.

Consultations

Engagement has been conducted throughout the study, following the engagement program as approved by Council in 2021, with various groups such as:

- Project Technical Internal Working Group
- Provincial and other Agencies
- Landowner/Development Industry Stakeholders
- Public
- Planning Advisory Committee

For the benefit of the public, staff hosted a Public Information Centre on February 9, 2024 on draft urban settlement boundaries and a draft mapping regarding proposed employment area conversions. More than 50 members of the public attended the event.

Following the meeting, staff also organized individual meeting slots to facilitate further discussion on the proposed draft changes. More than 12 stakeholder meetings were held, as well as additional telephone meeting sessions.

Interdepartmental Implications

As noted above and in previous related reports, a project technical working group of departmental representatives has provided input and review to the project. This included representatives from:

- Planning
- Strategic Innovation and Economic Development
- Heritage and Culture
- Recreation
- Financial Management and Planning
- Engineering

- Environmental Services
- Facilitates
- Social Services and Housing

The growth of Norfolk over the next 25-years will have implications to several departments. It is suggested that through reports on new development applications and the annual development monitoring report that additional steps to quantify the number of new lane kilometers, services, parks/stormwater/green space, and other aspects that would ultimately become part of the lifecycle maintenance and operation portfolio be tracked and some triggers developed as to when additional resourcing may become required.

Financial Services Comments:

There are no direct financial implications as a result of this report.

The Official Plan Amendment outlined in this report will aid in further investigation efforts and will provide additional clarification on anticipated growth locations and infrastructure requirements. The anticipated growth is projected to have a positive impact on future assessment growth and water / wastewater users, particularly relating to intensification opportunities. Growth related infrastructure should be paid for through the collection of development charges (DCs) and any future development that occurs on a re-zoned parcel may result in increased property assessment and tax revenue for the County.

As additional information is brought forward through the implementation of these updated policies and procedures, finance staff will continue to make recommendations related to funding requirements, grant opportunities and the overall financial impact of these growth related activities.

Strategic Plan Linkage:

This report aligns with the 2022-2026 Council Strategic Priority Building Norfolk - Develop the infrastructure and supports needed to ensure complete communities.

Explanation: The work being completed as a part of the Municipal Comprehensive Review and the associated conformity and implementing Official Plan Amendments align with all three pillars of the “Building Norfolk” priority including:

- Ensure the health, safety and well-being of the community
- Provide a solid infrastructure foundation
- Ensure responsible growth policies and strategies

The implementation of the associated Official Plan Amendment realizes policies which foster responsible growth intended to facilitate the development of complete communities.

Conclusion:

To culminate the work completed through the Grow Norfolk study and to complete the Municipal Comprehensive Review and Official Plan update process, the implementing Official Plan Amendment will be split into two phases. The subject of this report, the Phase 1 Official Plan Amendment and associated work, is proposed to include minor amendments to the Official Plan to implement the growth management work and changes to implement the identified urban settlement boundaries, as identified through the options selected by Council.

The attached documents, including the proposed draft maps for each identified urban area, represent expansion options to consider for the implementation of Council's approved Growth Option. Pending Council's acceptance of the staff report and direction for a preferred growth option adopt the Official Plan Amendment 'in principle' staff will work with the Ministry of Municipal Affairs and Housing to address any Provincial comments and any requirements for modifications. Once that work is complete, a final amendment will need to be brought to Council for final formal adoption prior to the Province giving its final decision.

Attachment(s):

- Attachment A - Growth Management Policies – PPS 2020
- Attachment B - Requests for Urban Settlement Area Boundary Expansion
- Attachment C - Methodology
- Attachment D - Pass 1 Criteria Evaluation Scores
- Attachment E - Planning Justification Report – Proposed Health and Education Lands
- Attachment F - Employment Conversion Analysis
- Attachment G - Draft Official Plan Amendment
- Attachment H - Public Comments – Delhi Settlement Area Expansion OP Grow Norfolk – April 1 2024

Schedule (s):

- Schedule 1 - Proposed Boundary Changes – Courtland
- Schedule 2A - Proposed Boundary Changes – Delhi Option 1
- Schedule 2B - Proposed Boundary Changes – Delhi Option 2
- Schedule 3 - Proposed Boundary Changes – Simcoe
- Schedule 4A - Proposed Boundary Changes – Waterford Option 1
- Schedule 4B - Proposed Boundary Changes – Waterford Option 2
- Schedule 5 - Proposed Boundary Changes – Port Dover
- Schedule 6 - Proposed Boundary Changes – Port Rowan Option 2
- Schedule 7 - Proposed Boundary Changes – Norfolk North
- Schedule 8 - Urban Area Boundary Expansion Requests – Courtland
- Schedule 9 - Urban Area Boundary Expansion Requests – Delhi
- Schedule 10 - Urban Area Boundary Expansion Requests – Simcoe
- Schedule 11 - Urban Area Boundary Expansion Requests – Waterford

Schedule 12 - Urban Area Boundary Expansion Requests – Port Dover
Schedule 13 - Urban Area Boundary Expansion Requests – Port Rowan

Approval:

Approved By:
Al Meneses, CAO

Reviewed By:
Brandon Sloan, BES, MCIP, RPP
General Manager
Community Development Division

Reviewed By:
Tricia Givens, M.SC. (PL), MCIP, RPP
Director of Planning
Community Development Division
Planning Department

Prepared By:
Nicole Goodbrand, MA, MCIP, RPP
Project Lead, Long Range Planning and Special Projects
Community Development Division
Planning Department