

MUNICIPALITY OF WEST ELGIN

NEW OFFICIAL PLAN BACKGROUND REVIEW, ISSUES AND OPPORTUNITIES REPORT

SEPTEMBER 13, 2021

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1 INTRODUCTION

1.1 Official Plan Review

1.1.1 Background

The Municipality of West Elgin is located in the western part of the County of Elgin, located along the northern shores of Lake Erie, with the 401 running through. The Municipality was formed in January 1998, by the amalgamation of the Township of Aldborough and the Village of West Lorne. With a population of 5,096, the Municipality contains two villages (Rodney and West Lorne), three hamlets (Clachan, New Glasgow and Eagle), one lakeshore area (Port Glasgow) and nine rural residential settlement areas, which are surrounded by a strong and vibrant agricultural community.

Following amalgamation, the Municipality continued to refer to the Official Plans of the former Village of Rodney, the former Village of West Lorne and the former Township of Aldborough, until 2011 when the first-ever Official Plan of the Municipality of West Elgin was prepared in order to establish one common plan with Municipal-wide goals, objectives and policies for West Elgin.

In accordance with the *Planning Act*, municipalities are required to review their Official Plans every five years to determine whether updates are required to the Official Plan to address prescribed matters and any directions set out in the *Planning Act*. Municipalities are also required to review their Official Plans following the approval of an upper-tier official plan within one year of their approval to ensure that the local Official Plan conforms to that of the upper-tier.

Since the time the first West Elgin Official Plan was approved, a number of changes have occurred at the Provincial and County level, including the introduction of two new Provincial Policy Statements; one in 2014 and most recently an updated version which came into effect May 1, 2020 (PPS, 2020) and includes a number of new policy directions and topics including development charges and community benefits, providing for market-based and affordable housing and permitting secondary suites; and, a New Official Plan for the County (2013, last consolidated in 2015). In addition to these recent policy changes at the provincial level, the County is in the process of updating its Natural Heritage System and is in the process of initiating its own Official Plan Review process.

The Municipality of West Elgin is now at a stage where they need to review the existing Official Plan within this context and prepare a New Official Plan that reflects these documents. In particular, the New Official Plan will need to be developed to:

- Reflect matters of Provincial Interest under the *Planning Act*;
- Be consistent with the 2020 Provincial Policy Statement;
- Incorporate relevant legislative changes and policy directions;
- Address growth management and economic development directions; and,
- Consider the ability of existing settlement areas to accommodate growth and development.

In accordance with the *Planning Act*, two options are available to municipalities with respect to the Official Plan:

- Municipalities may review their existing Official Plan and implement any updates to address conformity with upper-tier and provincial plans as well as matters of provincial interest through an Official Plan Amendment (commonly referred to as a 'Five-year Review'); or,
- Municipalities may prepare a New Official Plan to implement and address matters of provincial and upper-tier conformity as well as address matters of provincial interest and, following completion of the new official plan, repeal the existing Official Plan and replace it with the New Official Plan.

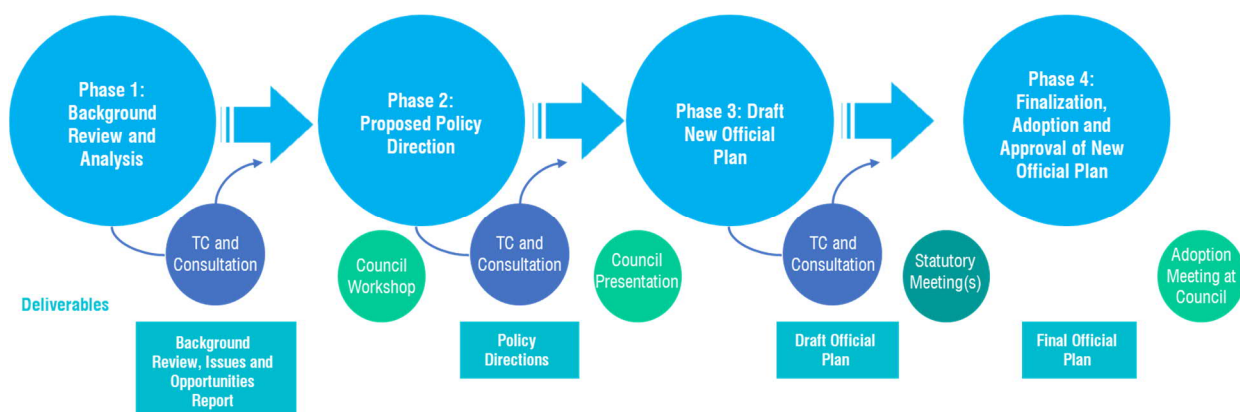
In the case of this project, the Municipality has determined the appropriate course of action is to proceed with the preparation of a New Official Plan which would replace the existing Official Plan following its approval.

The consulting team of Dillon Consulting Limited (Dillon) and Watson and Associates Economists Ltd. (Watson) were retained to carry out the necessary technical background work required as input into the development of a New Official Plan, as well as create the New Official Plan document itself.

1.1.2 Official Plan Process

The policies and mapping of the Official Plan will be prepared to reflect matters of provincial interest under the *Planning Act*, to be consistent with the 2020 Provincial Policy Statement and to conform to the County of Elgin Official Plan.

The New Official Plan project is set to be conducted in four phases that are highly iterative in nature, with each phase building upon the previous and involving feedback loops with stakeholders, the public and the established Project Technical Committee (TC). The project process and general timeline is illustrated below.



Ultimately, the approach provides an opportunity for the work to be grounded in evidence-based research and technical information that will then be used to connect with the community and stakeholders so that they can understand how the Official Plan, and its policy framework, can shape growth and change in West Elgin.

1.2 Purpose of Background Review, Issues and Opportunities Report

The purpose of the Background Review, Issues and Opportunities Report is to present a background review of policy issues and opportunities to be considered and/or addressed as part of the New Official Plan. Based on the terms of reference for this assignment, the following areas will be reviewed:

- Residential and non-residential land supply;
- Second dwelling units;
- Alternative accommodations for agricultural designated lands;

- Home occupations and home industries;
- On-farm diversified uses;
- Short-term rentals;
- Climate change;
- Environmental conservation;
- Natural heritage; and,
- Natural hazards.

This report is not intended to be an exhaustive analysis of all possible issues/ opportunities; rather, it is intended to be a high level survey to confirm the main areas of focus for the New Official Plan.

1.3 Report Organization

This report is organized into the following six sections:

- Section 1 presents the introduction, general project purpose and the purpose of the Background Review, Issues and Opportunities Report;
- Section 2 outlines the existing provincial, county and municipal policy framework that will need to be considered more broadly in the development of the New Official Plan;
- Section 3 provides an overview of the growth trends and economic outlook for West Elgin;
- Section 4 identifies the residential and non-residential land needs for the Municipality;
- Section 5 includes a policy audit of the Municipality's existing Official Plan in relation to conformity with the Provincial Policy Statement as a starting point to scope the development of the New Official Plan; provides a summary of policy themes and identifies preliminary gaps that will need to be considered in future phases of the project and as part of the development of the New Official Plan; and,
- Section 6 identifies next steps associated with project process.

2 POLICY CONTEXT



2.1 *Planning Act*, R.S.O., 1990

The *Planning Act* establishes the legal framework for Ontario's policy-led planning system. It grants legislative authority to the Province, its agencies and municipalities to prepare various plans, policies and regulations, where appropriate. A summary of the relevant legislation set out in the *Planning Act* with respect to Official Plans is included in this section.

Responsibilities under the *Act*

The *Planning Act* requires that all municipalities prepare a plan suitable for adoption as the Official Plan for a planning area, which is required to be submitted for approval by the identified approval authority. The Official Plan must conform to the upper-tier plan and be consistent with or conform to provincial plans, as applicable.

Matters of Provincial Interest

Section 2 of the *Planning Act* establishes matters of provincial interest, which the Council of a municipality, local board, a planning board and the Tribunal shall have regard to in carrying out their responsibilities under the *Act*. These 'matters of provincial interest' are as follows:

- The protection of ecological systems, including natural areas, features and functions;
- The protection of the agricultural resources of the Province;
- The conservation and management of natural resources and the mineral resource base;

- 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 and water services and waste management systems;
- The minimization of waste;
- The orderly development of safe and healthy communities;
- The accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- 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;
- The adequate provision of employment opportunities;
- The protection of the financial and economic well-being of the Province and its municipalities;
- The co-ordination of Planning Activities of public bodies;
- The resolution of planning conflicts involving public and private interests;
- 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.

Official Plans

Part III of the *Planning Act* establishes the requirements for the contents of an Official Plan, which at a minimum shall contain:

- Goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic, built and natural environment of the municipality;
- Policies and measures as are practicable to ensure the adequate provision of affordable housing;
- A description of the measures and procedures for informing and obtaining the views of the public in respect of:
 - Proposed amendments to the Official Plan or proposed revisions of the Plan;
 - Proposed zoning by-laws;

- Proposed plans of subdivision; and,
- Proposed consents;
- Policies that authorize the use of additional residential units by authorizing
 - The use of two residential units in a detached house, semi-detached house or row house; and,
 - The use of a residential unit in a building or structure ancillary to a detached house, semi-detached house or row house;
- Policies that authorize inclusionary zoning by
 - Authorizing the inclusion of affordable housing units within buildings or projects containing other residential units;
 - Providing for the affordable housing units to be maintained as affordable housing units over time;
- Policies that identify goals, objectives and actions to mitigate greenhouse gas emissions and provide for adaptation to a changing climate, including through increasing resiliency; and,
- Any other matters as may be prescribed.

In accordance with the *Planning Act*, an Official Plan may contain:

- A description of the measures and procedures to attain the objectives of the plan;
- A description of the measures and procedures for informing and obtaining the views of the public in respect of planning matters; and,
- Such other matters as may be prescribed.

Process

Throughout the process of developing an Official Plan, the *Planning Act* requires that:

- The appropriate approval authority is consulted on the preparation of the plan and given an opportunity to review all supporting information and material and any other prescribed information and material, even if the plan is exempt from approval;
- The prescribed public bodies are consulted on the preparation of the plan and given an opportunity to review all supporting information and material and any other prescribed information and material;
- Adequate information and material, including a copy of the current proposed plan, is made available to the public, in the prescribed manner, if any; and
- At least one public meeting is held for the purpose of giving the public an opportunity to make representations in respect of the current proposed plan.

Approvals

With respect to approvals, the *Planning Act* identifies the upper-tier municipality as the approval authority for an Official Plan of a lower-tier municipality within its jurisdiction.

2.2 Bills

The *Planning Act* is occasionally amended by Bills brought through the Ontario Legislature. In recent years, Bill 140: The Strong Communities through Affordable Housing Act, 2011; Bill 73: Smart Growth for Our Communities Act, 2015; Bill 139: Building Better Communities and Conserving Watersheds Act, 2017; Bill 34: Green Energy Repeal Act, 2018; Bill 108: the More Homes, More Choice Act, 2019; and, Bill 197: the COVID-19 Economic Recovery Act, 2020 include notable changes that will need to be considered throughout the course of this Project. A summary of each is provided below.

Bill 108

Bill 108, the More Homes, More Choice Act received Royal Assent on June 6, 2019 and amends 13 different statutes that impact municipalities and land use planning processes. With respect to the *Planning Act* and land use planning matters, Bill 108 repealed many key amendments introduced through Bill 139, the Building Better Communities and Conserving Watersheds Act, 2017 and introduced several new changes to the *Planning Act*. The following changes are applicable and relevant:

- The requirement that appeals be exclusively on the basis of the approval being inconsistent with the Provincial Policy Statement, and not in conformity with Provincial Plans or an Official Plan introduced through Bill 139 has been removed such that appeals are no longer limited to those two grounds;
- The requirement for a two-step appeal process introduced through Bill 139 has been removed such that a single hearing where the Local Planning Appeals Tribunal (LPAT) would have the power to make a final determination on a planning instrument to approve, refuse or approve with modifications;
- Section 37 density bonusing provisions have been replaced by a new Community Benefits Charge (CBC) which would apply to Zoning By-law of Zoning By-law Amendments, Plans of Subdivision, Minor Variances, Plans of Condominium; and Building Permits. Before passing a community benefits charge by-law, municipalities will be required to prepare a community benefits charge strategy, identifying the facilities, services and matters to be funded with community benefits charges. The community benefits charge would be capped as a percentage of land values, to be prescribed by regulation. Bill 108 also sets out a process for owners to object to the value of the community benefits charge, and a process governing municipalities' collection and use of the funds, including a requirement that the municipality spend or allocate at least 60% of the funds in a year;
- Shorter timelines for appeals of a municipality's or approval authority's failure to make a decision on a planning matter (120 days for an Official Plan/ Official Plan Amendment, 90 days for a Zoning By-law Amendment, 120 days for a Draft Plan of Subdivision);

- Additional powers for the LPAT to limit examination or cross-examination of witnesses; and,
- Reduced right of appeal on subdivisions, such that only the applicant, the municipality, the Minister, public body or prescribed list of persons are permitted to appeal a decision on a Draft Plan of Subdivision, lapsing provision or any condition of draft plan approval.

Bill 197

On July 21, 2020, Bill 197, the COVID-19 Economic Recovery Act was passed. Bill 197 is an omnibus bill which proposes to amend 20 statutes and was introduced by Premier Doug Ford in order to “rebuild the Province and get people back to work”. With respect to the *Planning Act* changes, Bill 197 would do the following:

- Section 37 agreement process no longer in place;
- A CBC cannot be imposed in situations where applications for development/ redevelopment are fewer than five storeys, fewer than ten residential units;
- A CBC can be imposed for public recreation purposes, so long as capital costs are not also being charged pursuant to a Development Charge By-law;
- A CBC By-law can be introduced, and only one CBC By-law can be in effect at a time;
- A CBC By-law is subject to public consultation and is appealable to the LPAT;
- The maximum CBC payable cannot exceed a prescribed percentage of the value of the land as of the valuation date (percentage still to be determined);
- Repeal of the parkland dedication regulations introduced through Bill 108;
- Require public consultation prior to passing a By-law setting an alternative parkland dedication rate that cannot be set at a rate greater than one hectare for each 300 dwelling units proposed where land is to be conveyed or one hectare for each 500 dwelling units for payments in lieu;
- Existing parkland dedication by-laws will expire two years after these changes come into force; and,
- Expansion of the Minister’s rights as it relates to “specified land” and enhanced order-making powers to confirm that site plan control does not apply to all or part of the specified land; address inclusionary zoning and require the provision of affordable housing; and, require an owner of land to enter into agreements with a municipality related to, amongst other things, conditions required for the approval of a development project as well as the drawings and plans related to same.

2.3 Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (PPS) is issued under Section 3 of the *Planning Act* and came into effect on May 1, 2020. The PPS establishes the policy framework for regulating the development and use of land in Ontario and provides direction for matters of provincial interest related to land use planning and development. It provides a vision for land use planning in Ontario that encourages an efficient use of land, resources and public investment and infrastructure. In accordance with the *Planning Act*, all decisions affecting planning matters “shall be consistent with” the PPS policy statements.

The PPS supports a comprehensive, integrated and long-term approach to planning and provides a policy framework for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment.

The PPS policy framework focuses growth and development within urban and rural settlement areas, promoting the wise use of land and efficient development patterns in order to ensure the full range of current and future residents’ needs can be met. This includes optimizing land, resources, infrastructure and public service facilities; promoting a mix of housing, employment, recreation, parks and open spaces and transportation choices that prioritize active transportation over other modes of travel; and, protecting natural heritage resources, water resources, agricultural resources, aggregate resources, and cultural heritage and archaeological resources.

The policies of the PPS are aimed at building strong healthy communities (Section 1); ensuring the wise use and management of resources (Section 2); and, protecting public health and safety (Section 3). This section provides a summary and description of the policies under each section of the PPS as they apply to this study.

Building Strong Healthy Communities

In accordance with Policy 1.1.1 of the PPS, healthy, livable and safe communities are sustained by promoting efficient development patterns; accommodating an appropriate affordable and market-based range and mix of housing types; avoiding development and land use patterns that may cause environmental or public health and safety concerns; avoiding development patterns that would prevent efficient expansions of settlement areas; promoting improved accessibility; and, ensuring infrastructure is available to meet current and projected needs.

Policy 1.1.2 directs that sufficient land is to be made available to accommodate an appropriate range and mix of land uses to meet the projected needs for a 25-year time horizon. This growth is to be accommodated within settlement areas through intensification, redevelopment and designated growth areas where necessary. The PPS describes settlement areas as urban areas and rural settlement areas, including cities, towns, villages and hamlets; and, describes designated growth areas as lands within settlement areas that have not yet been fully developed but are designated and available for residential growth (also referred to as greenfield areas).

Growth and development within both settlement areas and designated growth areas is to be based on a range of uses and opportunities for intensification and redevelopment and should have a compact form, mix of uses and densities to allow for the efficient use of land, infrastructure and public service facilities and support opportunities for transit-supported development (Policy 1.1.3.1, 1.1.3.2, 1.3.3, 1.3.4, 1.1.3.6).

Minimum targets for intensification and redevelopment within built-up areas are to be established based on local conditions, where provincial targets are not established (1.1.3.5). Additionally, the PPS indicates that planning authorities should establish and implement phasing policies to ensure that specified targets for intensification and redevelopment are achieved and that there is the orderly progression of development within greenfield areas (1.1.3.7).

There may be circumstances under which the projected growth cannot be accommodated within existing settlement areas either through intensification or development within the greenfield areas. In this case, the identification of new settlement areas, or expansion of existing settlement areas, is permitted subject to demonstrating a number of criteria are met. The test for the identification of new settlement areas, or the expansion of an existing settlement area is set out in Policy 1.1.3.8 as follows:

"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."

Municipalities are also required to provide for an appropriate range and mix of housing options and densities that meet projected requirements of current and future residents of the regional market area. In this regard, the PPS states municipalities shall 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 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 (1.4.1). The land and unit supply maintained by the lower-tier municipality is to be based on and reflect the allocation of population and units by the upper-tier municipality.

In terms of housing mix and affordability, the PPS requires that housing options and densities to meet projected market-based and affordable housing needs is to be provided through the establishment and implementation of 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; through permitting and facilitating all housing options required to meet the community needs and all types of residential intensification, including additional residential units; and, promoting transit-supportive densities that efficiently use land and resources; and, establishing development standards for residential intensification (1.4.3).

The PPS also identifies the importance of rural areas, which are comprised of rural settlement areas, rural lands, prime agricultural areas, natural heritage features and areas and other resource areas, to the economic success of the Province. In accordance with the PPS, healthy, integrated and viable rural areas should be supported by building upon rural character; accommodating an appropriate range and mix of housing in rural settlement areas; using rural infrastructure and public service facilities efficiently; conserving biodiversity; and, providing opportunities for economic activities (1.1.4.1).

With respect to employment, the PPS states that planning authorities are to promote economic development and competitiveness through the provision of an appropriate mix and range of employment, institutional and broader mixed uses to meet long-term needs; and plan for, protect and preserve employment areas (1.3.1, 1.3.2.1). Planning for employment areas may go

beyond the 25-year horizon set out in the PPS, provided that lands are not designated beyond the planning horizon (1.3.2.7). Through the Official Plan Review or Update process, planning authorities are required to assess employment areas identified in the Official Plan to ensure that it is appropriate to the planned function of the employment areas (1.3.2.2). Employment areas in proximity to major goods movement facilities and corridors for employment uses are to be protected (1.3.2.6).

In relation to the conversion of employment lands, planning authorities may permit conversion to a non-employment use 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 (1.3.2.4).

The policies of Section 1.6 of the PPS provide direction for the provision of infrastructure and public service facilities, directing that infrastructure and public service facilities be available to meet current and projected needs, with the prioritization of the use and optimization of existing infrastructure and public service facilities before consideration is given to developing new infrastructure and public service facilities (Policy 1.6.1, 1.6.3). Municipal sewage and water services are the preferred form of servicing for settlement areas and are required to accommodate growth that promotes efficient use and optimization of existing services (Policy 1.6.6.1, 1.6.6.2). With respect to transportation systems and infrastructure, the PPS directs that land use patterns, densities and a mixture 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 (1.6.4.7).

Section 1.8 of the PPS directs planning authorities to support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and preparing for a changing climate. This is to be achieved through promoting compact development and active transportation; directing travel-intensive land uses to sites well served by transit; promoting design and orientation that maximizes energy efficiency and conservation; and maximizing vegetation and green space (1.8.1).

Coordination

Section 1.2 of the PPS establishes that a coordinated, integrated and comprehensive approach should be applied when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries. This includes managing and/or promoting growth and development that is integrated with infrastructure planning; economic development strategies; managing natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources; infrastructure, multimodal transportation systems; ecosystem, shoreline, watershed and Great Lakes related issues; natural and human-made hazards; population, housing and employment projections, based on regional market areas; and, addressing housing needs in accordance with the PPS (1.2.1). Additionally, the PPS requires that planning authorities engage with Indigenous communities and coordinate on land use matters (1.2.2); and, encourages

coordination of emergency management and other economic, environmental and social planning considerations (1.2.3).

Wise Use and Management of Resources

Section 2 of the PPS provides policy direction respecting the protection of natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources. The policies require that natural features and areas and mineral and petroleum resources be protected for the long-term (Policy 2.1.1, 2.4.1); and, that the quality and quantity of water be protected, improved or restored through minimizing negative impacts, implementing restrictions on development to ensure the protection of drinking water supplies and planning for efficient and sustainable use of water resources (Policy 2.2.1). Significant built heritage resources and significant cultural heritage landscapes are also required to be conserved (Policy 2.6.1).

Additionally, the PPS requires that prime agricultural areas be protected for long-term use for agriculture (Policy 2.3.1). Within prime agricultural areas, only agricultural uses, agriculture-related uses and on-farm diversified uses are permitted; all types, sizes and intensities of agricultural uses and normal farm practices shall be promoted and protected; and, new land uses including the creation of new lots or expanding livestock facilities shall comply with the minimum distance separation formulae (2.3.2, 2.3.3).

Policies respecting lot creation and lot adjustments are included in Section 2.3.4 of the PPS. In accordance with these policies, lot creation in prime agricultural areas is discouraged and may only be permitted for the following:

- Agricultural uses, provided that the lots are of a size appropriate for the type of agricultural use(s) common in the area and are sufficiently large to maintain flexibility for future changes in the type or size of agricultural operations;
- Agriculture-related uses, provided that any new lot will be limited to a minimum size needed to accommodate the use and appropriate sewage and water services;
- A residence surplus to a farming operation as a result of farm consolidation, provided that:
 - The new lot will be limited to a minimum size needed to accommodate the use and appropriate sewage and water services; and
 - The planning authority ensures that new residential dwellings are prohibited on any remnant parcel of farmland created by the severance. The approach used to ensure that no new residential dwellings are permitted on the remnant parcel may be recommended by the Province, or based on municipal approaches which achieve the same objective; and
- Infrastructure, where the facility or corridor cannot be accommodated through the use of easements or rights-of-way.

Lot adjustments in prime agricultural areas may be permitted for legal or technical reasons, and the creation of new residential lots is not permitted, except where it is a residence surplus to a farming operation as a result of farm consolidation (2.3.4.2, 2.3.4.3).

Non-agricultural uses are only permitted within prime agricultural areas under the following circumstances:

- Extraction of minerals, petroleum resources and mineral aggregate resources; or
- Limited non-residential uses, provided that all of the following are demonstrated:
 - The land does not comprise a specialty crop area;
 - The proposed use complies with the minimum distance separation formulae;
 - There is an identified need within the planning horizon provided for in policy 1.1.2 for additional land to accommodate the proposed use; and
 - Alternative locations have been evaluated, and
 - There are no reasonable alternative locations which avoid prime agricultural areas; and
 - There are no reasonable alternative locations in prime agricultural areas with lower priority agricultural lands.

With respect to expansions, the PPS 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 of the PPS.

Section 2.4 of the PPS provides policy direction with respect to mineral and petroleum resources, indicating that they are to be protected for long-term use. Mineral aggregate resources are to be identified where provincial information is available. Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning or development permit under the *Planning Act*. Where the *Aggregate Resources Act* applies, only processes under the *Aggregate Resources Act* shall address the depth of extraction of new or existing mineral aggregate operations (2.5.2.4).

Matters of cultural heritage and archaeology are addressed in Section 2.6 of the PPS, which notes that Significant built heritage resources and significant cultural heritage landscapes shall be conserved (2.6.1). 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 (2.6.2). Further, development and site alteration on adjacent lands to protected heritage property is not to be permitted except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved (2.6.3). Additionally, in accordance with Policy 2.6.5, planning authorities shall engage with Indigenous communities

and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.

Protecting Public Health and Safety

The policies of Section 3 of the PPS are aimed at ensuring long-term prosperity, environmental health and social well-being of residents and municipalities through the mitigation of risk from natural or human-made hazards. In this regard, the PPS requires that development be directed to areas outside of hazardous lands and hazardous sites, including lands affected by human-made hazards such as oil, gas and salt (Policy 3.1.1, 3.2.1).

Implementation and Interpretation

Section 4.0 of the PPS addresses matters of implementation and interpretation, noting that the PPS is to be implemented in a manner that is consistent with the Ontario Human Rights Code and the Canadian Charter of Rights and Freedoms (4.4). Section 4.0 also recognizes the official plan as 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 are required to identify provincial interests and set out appropriate land use designations and policies. Planning authorities are required to keep Official Plans up to date with the PPS (4.6, 4.7).

With respect to monitoring, 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 (4.9).

2.4 County of Elgin Official Plan (February 2015 Office Consolidation)

In 2010, Elgin County began the process of developing the County's first ever Official Plan to guide the long-term planning over a 20 year horizon, to the year 2031. The County Official Plan was approved, with modifications, by the Ministry of Municipal Affairs and Housing on October 9, 2013. A consolidated version of the County Official Plan was prepared in February 2015 which includes all Ministry modifications to the text and schedules of the Plan.

The County Official Plan provides the basis for managing growth to support and emphasize the County's unique character, diversity, civic and cultural identity and natural heritage features. It establishes a vision for the future development of the County and provides direction to seven local municipalities on matters of implementing the policies of the County Plan at the local level. The County Official Plan is divided into six parts: Community Vision; Growth Management; Land Use Designations; Natural Heritage, Water and Natural Hazards; General Development Policies;

and, Plan Implementation and Administration. This section provides a summary of the relevant policies from each section of the County Official Plan as they apply to this Study.

Community Vision, Goals and Objectives

Two components of the Community Vision are set out in Section A2 of the County Official Plan. The first element deals with geography of the County, which has had a significant impact on the settlement pattern and use of land in the County as well as the economy. Geographically, the defining components of the County are the largely undeveloped shoreline area, the port settlements attracting tourism and recreational living, and the extensive prime agricultural lands covering most of the County. The second element of the vision deals with the people living, working and travelling in and throughout the County. Ultimately, the plan provides the basis for managing change to 2031 through accommodating a population increase from 51,514 in 2011 to between 54,700 and 55,287 in 2031, with 80% of this growth to occur in the eastern parts of the County, including Bayham, Aylmer, Malahide, Central Elgin and Southwold.

A number of goals for managing change and promoting efficient land use and development patterns to ensure the County's long-term prosperity, environmental health and social well-being are also set out in Section A3. These goals include ensuring the provision of opportunities for economic development; focusing development within urban areas where full municipal services are available; protecting and enhancing the character of existing settlement areas; protecting prime agricultural areas; providing an adequate supply of land and housing choices for present and future residents; protecting and enhancing tourism opportunities; building and maintaining an efficient, effective, affordable and safe transportation network; protecting natural heritage features; and, working with local municipalities, adjacent communities and counties on matters of common interest.

A number of strategic objectives for the Plan are also included in Section A4, covering a range of thematic areas including planning and design, natural systems, economic prosperity, and infrastructure. The general intent of these objectives is to use land and resources efficiently to provide compact communities for residents where they are able to access a range and mix of housing options, employment opportunities, community services and local commercial needs. These are to be balanced with the protection and conservation of the natural heritage features and areas.

Land Use Concept

The Land Use Concept for the County is established in Section A6, where three primary land use designations and two overlay are included, which are described below:

- Land Use Designations
 - Settlement Areas, which are divided into three tiers based on their scale, function and level of services existing;

- Agricultural Areas, which includes all lands not designated Settlement Area and are considered to be the County's Prime Agricultural Area; and,
- Provincially Significant Wetlands, which applies to all Provincially Significant Wetlands and Coastal Wetlands approved by the Ministry of Natural Resources
- Overlays
 - Aggregate Resource Area and Petroleum Resource Area, which includes lands that have been identified as known deposits of mineral aggregate resources or petroleum resource areas as shown in local Official Plans.

Growth Management

Section B1 of the County Official Plan establishes the growth management strategy for the County to the 2031 planning horizon. It indicates that settlement areas are to be the focus of growth and that their vitality and regeneration is to be promoted. The majority of growth within the County is expected to occur within the settlement areas on full municipal services.

Population and employment projections at the County level are provided in Section B2.2 of the Plan, which identifies that the County (excluding St. Thomas) will increase from approximately 51,514 in 2011 to between 54,700 and 55,287 in 2031; and, employment (excluding St. Thomas) will increase from 15,930 in 2006 to 16,149 by 2031. The County Official Plan anticipates that 80% of the expected population and employment growth will occur in the central and eastern parts of the County, which includes Bayham, Aylmer, Malahide, Central Elgin and Southwold. Ultimately, the County's Plan indicates that there is sufficient land available to accommodate the 2031 growth population and employment growth.

A hierarchy of settlement areas, based on scale, function and level of services available is established in the County's plan as follows:

- Tier 1 includes settlement areas which generally have the largest populations in the County and as a consequence have full municipal services. The Plan directs the majority of new growth to Tier 1 settlement areas.
- Tier 2 includes settlement areas that are generally smaller than those in Tier 1 and are on partial services. Limited development is permitted in these settlement areas given the absence of full municipal services.
- Tier 3 includes settlement areas that are generally the smallest communities in the County; are predominantly residential in function; and, do not have any municipal services. Limited development (including new lot creation) is permitted in these settlement areas given the absence of full municipal services.

Within the Municipality of West Elgin, the County Official Plan identifies the following:

Table 2.1: Hierarchy of Settlement Areas

Settlement Area	Tier
Rodney	Tier 1
West Lorne	Tier 1
New Glasgow	Tier 2
Eagle	Tier 2
Clachan	Tier 3

The County Official Plan recognizes the importance of the wise management of land and promotion of efficient development patterns and, accordingly, criteria and timing for the establishment of new settlement areas and settlement area expansions are identified. In accordance with the Plan, these may only be considered as part of a comprehensive review where sufficient opportunities to accommodate growth are not available within the settlement area; the expansion makes available sufficient land for a time horizon not exceeding 20 years; the timing and phasing will not adversely affect achievement of intensification targets set out in the plan; and, the long term financial impact on local municipalities is minimized.

In the case of an expansion of a settlement area, the Official Plan states that the expansion must:

- Serve as a logical extension to the existing built-up area and should not be separated from existing development by undevelopable lands, unless such lands are within a significant natural heritage feature;
- Provide for the integration of new development with the fabric of the existing built-up area from a neighbourhood, transportation and open space perspective;
- Only include lands on lower priority agricultural lands within the Agricultural Area designation if no reasonable alternative exists and provided the impact of new development on agricultural uses outside of the expansion area is minimized;
- Meet the required minimum distance separation formula one (MDS I) setback from any adjacent livestock facilities;
- Ensure that any development has no negative impacts on significant natural heritage features and related ecological functions;
- Be appropriately serviced from a technical and economic viability perspective;
- Be easily accessed by the existing transportation infrastructure/system;
- Be located so that it can benefit from existing community facilities or alternatively, be serviced by new community facilities that are developed in a timely manner; and,
- Be located in close proximity to employment areas or alternatively, includes an adequate supply of employment lands to foster live-work relationships.

Land Use Designations

An overview of the planned function of the land use designations established in the County's Plan are briefly described below. It is important to note that the County Plan directs that additional policy direction for these land use designations be provided through local Official Plans. The table below includes a summary of planning objectives for each designation.

Table 2.2: Summary of Planning Objectives for each Designation

Designation	Objectives
Residential Areas	<ul style="list-style-type: none"> • Maintain and enhance the character and identity of existing residential areas • Encourage the provision of a range of housing types • Promote the efficient use of infrastructure • Support intensification • Provide for a variety of complimentary and compatible land uses • Require high standard of urban design
Commercial Areas	<ul style="list-style-type: none"> • Provide a full range of goods and services, at appropriate locations, to meet the needs of the County's residents • Encourage and promote mixed use development • Promote the efficient use of infrastructure • Support intensification • Protect existing commercial areas • Encourage revitalization of traditional and emerging main street areas • Require high standard of urban design
Employment Areas	<ul style="list-style-type: none"> • Ensure a 20 year supply of land for all types of employment uses • Encourage local municipalities to protect employment areas from incompatible land uses • Encourage and promote development in appropriate locations that combines a mix of employment uses and supporting land uses • Promote efficient use of infrastructure • Support intensification • Require high standard of urban design
Downtown Areas	<ul style="list-style-type: none"> • Maintain and/or enhance the existing character of these areas • Permit development of diverse, compatible land uses in close proximity to one another • Maximize use of existing buildings • Provide a pedestrian oriented streetscape • Preserve and enhance cultural and historic features • Provide opportunities for enhancement and aesthetic improvement through Community Improvement Plans/ identifying Community Improvement Areas • Encourage and promote intensification and efficient use of land

Designation	Objectives
Agricultural Area	<ul style="list-style-type: none"> • Agriculture is the primary activity and land use • Maintain and preserve agriculture resource base • Protect prime agricultural area • Promote normal farm practices • Provide a diverse, innovative and economically strong agricultural industry • Preserve and promote agricultural character of the County and local communities
Provincially Significant Wetlands	<ul style="list-style-type: none"> • Identify and protect Provincially Significant Wetlands and Coastal Wetlands as classified by the Ministry of Natural Resources
Aggregate Resource Area and Petroleum Resource Areas	<ul style="list-style-type: none"> • Recognize existing pits and quarries and protect them from activities that would preclude or hinder their continued use or expansion • Protect known deposits of aggregate resources and areas of potential mineral aggregate resources for potential future extraction • Ensure that new pits and quarries, and petroleum exploration and production will not have a negative impact on significant natural heritage features and related ecological functions • Ensure that extractive activities are carried out in a manner that minimizes environmental and social impacts • Ensure progressive rehabilitation of pits and quarries to an appropriate after-use

In addition to the general objectives for the land use designations set out above, the County Official Plan identifies a site specific policy area that applies to the Central Elgin Employment Area. The site specific policy identifies strategically located lands adjacent to the St. Thomas industrial park, which are located outside of a Settlement Area and designated as an Agricultural Area, as a Strategic Priority Area appropriate for employment uses with development and redevelopment of these lands to be in accordance with the “Major Industrial” and “Commercial Industrial” policies of the Municipality of Central Elgin Official Plan.

Housing

Housing policies are provided in Section C1.3 of the County Plan. Generally, the housing policies are aimed at ensuring a 20 year supply of land for residential development is maintained; and, that an appropriate range and mix of housing types and densities are provided throughout the County to meet the housing needs of current and future residents.

The County Plan supports residential intensification and redevelopment, requiring 15% of all development occurring by way of residential intensification. Additionally, the Plan promotes alternative forms of housing for special needs groups and emergency housing, where possible; the maintenance and improvement of the existing housing stock; and, the utilization of available

programs and/or funding for housing, including those with special needs and programs to rehabilitate older residential areas.

The County supports the provision of housing which is affordable to low and moderate income households, identifying a target of 20% of housing in the County to be affordable. Affordable, in this case, is identified as a benchmark average purchase price of \$179,341 based on 2011 data.

Natural Heritage, Water and Natural Hazards

In accordance with Section D1.2 of the County Plan, the County shall recognize and protect the natural heritage features and areas in the County as defined by the Provincial Policy Statement and the Ministry of Natural Resources' Natural Heritage Reference Manual. The Plan directs local municipalities, through their Official Plans, to protect significant natural heritage features and areas and encourages the continued identification and protection of provincially and locally significant natural heritage features and areas. A Natural Heritage Study is to be completed to identify a Natural Heritage System for the County at the time of the next Official Plan Review, following which the County Official Plan will be amended to implement the recommendations of the Study and local Official Plans will need to subsequently be amended to conform with the County Plan.

All watercourses in the County are considered to be environmentally significant and it is the intent of the Plan to protect all watercourses from incompatible development. Section D2.2 of the County Plan requires that the County and local municipalities protect, improve or restore the quality and quantity of water through: the use of a watershed as the ecologically meaningful scale for planning; minimization of potential negative impacts; identification of surface water features, ground water features, hydrologic functions and natural heritage features and areas that are necessary for the ecological and hydrological integrity of the watershed; implementation of restrictions on development and site alteration to protect the drinking water supply; maintenance of linkages and related functions among features and areas; promotion of efficient and sustainable use of water resources; and, promotion of the use of sustainable and low impact development stormwater strategies and practices.

Section D3 of the Plan provides direction respecting development in relation to natural and man-made hazards. In this regard, the Plan identifies hazardous lands along the shoreline of Lake Erie, including that covered by water and the furthest landward limit of the flooding hazard, erosion hazard or dynamic beach hazard limits. Along river, stream and small inland lake systems, hazardous lands include land, including that covered by water, to the furthest landward limit of the flooding or erosion hazard limits. Shoreline hazard lands are to be delineated in lower tier Official Plans and Zoning By-laws. No development or site alteration is to be permitted within the floodplain of a river or stream system in order to minimize and eliminate any risks to life and property resulting from flooding. Buildings and structures are not permitted within the floodplain, except where written permission is obtained from the appropriate Conservation Authority.

General Development Policies

General development policies pertaining to land use compatibility, subdivision of land, consents, boundary adjustments, technical severances, lot creation within the agricultural area, cultural heritage and archaeology, public service facilities and infrastructure, sanitary sewers and water, alternate renewable energy systems, transportation, tourism corridors and uses, and the ports of Elgin County are contained within Section E of the County Plan. Local municipalities, in implementing the direction of the County must ensure alignment between the policies set out in Section E and any related policies in the Local Official Plan.

Implementation and Administration

Part F of the County Plan includes policies pertaining to the administration and implementation of the Official Plan.

In terms of administration, the County is responsible for conducting county-wide planning and for ensuring that land use decisions are in conformity with the County Official Plan. The County also acts as the approval authority for plans of subdivision and condominium.

Section F3 of the Plan provides guidance on local Official Plans, noting that local Official Plans must conform to the County Plan and be the primary means of implementing the policies of the County Plan. The policies of the County Plan, in this regard, note that nothing shall prevent local municipalities from adopting more restrictive policies or standards than those in the County Plan, so long as the policies are consistent with the general intent of the County Plan.

2.5 Elgin County Municipal Comprehensive Review

In a report to Council dated January 12, 2021, planning staff at the County of Elgin identified to Council the need to initiate a five-year review of the County of Elgin Official Plan (OP) to ensure that the community vision/values, directions, policies and actions in the OP meet the needs of the community for the future and are consistent with the Provincial Policy Statement.

In the report, it is noted that possible revisions to the OP as part of the 5-year review may include:

- Adoption of Elgin Natural Heritage Study;
- Policies to address climate change in accordance with Bill 139;
- Housing policies (including attainable/affordable housing) in accordance with Bill 139;
- Inclusion of Drinking Water Source Protection policies;
- Population projection and land needs assessments, as per recent changes to the 2020 PPS; and,
- Policy additions, as needed, to be consistent with the 2020 PPS.

The OP Review will also be further informed by a community, agency, stakeholder and Council consultation process.

A Special Public Meeting in accordance with Section 26(3) of the *Planning Act* to discuss the Official Plan review process and hear comments from the public occurred on February 25, 2021. The County has contracted Hemson Consulting to complete population projections and land needs assessment as part of the County OP Review process. Over the course of the County's process, regular meetings and virtual meetings will be conducted to hear feedback on the various components of the OP Review. It is understood that these will include engaging with internal County staff and departments, consulting with external agencies and targeted stakeholder groups through one on one meetings, consulting with local municipalities, and ensuring the County engages with Indigenous Communities.

The County's work plan also indicates that staff will be conducting meetings at each of the local municipalities/ Councils to ensure local issues are heard, with an anticipated timeframe for these meetings in February-April 2021. Additionally, a local Planners Committee will also be established with staff from the local municipalities and the County to meet and discuss local and county-wide planning issues and engage local municipalities in the process.

Ultimately, the work plan is divided into four (4) phases as follows:

- Phase 1- Engagement (Winter 2021 to April/May 2021);
- Phase 2- Analysis and Specialized Meetings (Spring 2021 to September 2021);
- Phase 3- Findings and Draft Policy Changes (October 2021 to December 2021); and,
- Phase 4- Adoption (Winter 2022).

Following adoption, the OP will be sent to the Ministry of Municipal Affairs and Housing for approval.

The project team will monitor the process at the County with respect to their implications to the analysis in this Study.

2.6 In-Force Municipality of West Elgin Official Plan (January 2020 Consolidation)

The first-ever Official Plan for the Municipality of West Elgin was adopted by the Council of the Municipality of West Elgin on February 21, 2008 and approved, with modifications, on February 7, 2011. The most recent consolidation of the Official Plan occurred in November 2013. The following section provides a summary overview of the Municipality's current Official Plan, including goals, objective and foundational assumptions under which it was prepared.

Subsequent sections of this report (Chapters 5 and 6) provide additional detail and analysis of particular aspects of the current Official Plan in order to identify policy gaps and set the context for the development a New Official Plan.

Mission Statement

The following mission statement for the Official Plan is contained within Section 1.2:

“To create and maintain a strong, healthy and sustainable rural community which capitalizes on our assets, fosters economic development, protects the environment, provides basic goods and services and facilities for the health, education, accommodation, recreation and spiritual needs of the community.”

In addition to the broad mission statement noted above, the Official Plan identifies the following as minimum essential services and facilities required to maintain a strong, healthy and sustainable community in West Elgin:

- An elementary school and a separate school;
- A secondary school;
- Medical and dental services;
- A secure and clean water supply;
- Basic consumer goods and services;
- A publicly accessible arena and swimming pool; and,
- A community gathering facility.

Goals

The Official Plan is based on the following goals:

- To achieve a modest and steady increase in population growth;
- To foster economic development;
- To maintain and improve essential community services related to health, education, recreation, infrastructure and safety;
- To provide a diverse and affordable range of housing opportunities;
- To capitalize on the assets of the municipality;
- To ensure logical, efficient, orderly, compact and compatible development;
- To maintain the predominantly agricultural character;
- To protect and enhance natural heritage features;
- To build strong, healthy villages and hamlets;
- To protect areas of aggregate resource potential for extraction purposes; and,
- To work co-operatively with neighbouring municipalities in matters related to land use and infrastructure.

Population

With respect to historic population growth, the Official Plan uses 2001 Census information as the baseline population noting that the reported Census population for West Elgin was 5,464 with 1,225 of those residing in or adjacent to the former Village of Rodney, 1,800 residing in or adjacent to the former Village of West Lorne, and the remaining 2,440 persons residing in

Clachan, Eagle, Port Glasgow, New Glasgow and throughout the rural area of the municipality. Within the 1976-2001 period, although the municipality saw significant growth within the villages of Rodney and West Lorne, there was also a decline in the rural population during the same time which ultimately resulted in a population increase of just over 100 persons.

Using a historic 0.08% growth rate, the Official Plan identifies a modest population growth for West Elgin, increasing from 5,464 in 2001 to 5,577 in 2026. The Official Plan notes that using a 0.5% growth rate to plan for growth would result in a population of 6,190 by 2026 which is more realistic.

Growth Management Strategy

The growth management strategy outlined in the Official Plan directs the majority of the future population growth to the 'Village Area' of Rodney and the 'Village Area' of West Lorne, which are the only settlement areas of West Elgin that are serviced by municipal water supply and sanitary sewage systems with reserve capacity to accommodate growth. In this regard, the Official Plan directs the majority of future population growth to the two villages in order to most efficiently use land. Additionally, the Port Glasgow Community shall accommodate growth and development on public and private services. Future development within the Rural Area of West Elgin is to be directed to the hamlets of Clachan, Eagle and New Glasgow; to selected areas along Graham Road between West Lorne and Eagle; along Pioneer Line between Rodney and West Lorne designated 'Rural Residential'; and, the area designated 'Lakeshore' along the Lake Erie shoreline. Within the Agricultural areas, the creation of new residential lots is to be limited to surplus farm dwellings.

Non-agriculturally related commercial and industrial uses will be directed to Rodney and West Lorne and to locations exhibiting convenient access to Highway No. 401 via interchanges at Graham Road (County Road No. 76) and Furnival Road (County Road No. 103). New institutional uses will be directed to Rodney and West Lorne and the designated hamlets. West Elgin's planned Urban Structure is shown in Figure 2-1Error! Reference source not found.

Environment

Section 3.0 of the Official Plan provides policies and guidance respecting the environment and, in particular, the Natural Heritage System. The preamble of this section makes reference to the existing natural heritage conditions in the Municipality, including wetlands, watercourses, woodlands, habitats of endangered or threatened species, and Areas of Natural and Scientific Interest (ANSIs).

Natural Heritage Features are illustrated in Figure 2-2 and Figure 2-3.

Figure 2-1: West Elgin Official Plan Schedule 'A' Structure Plan

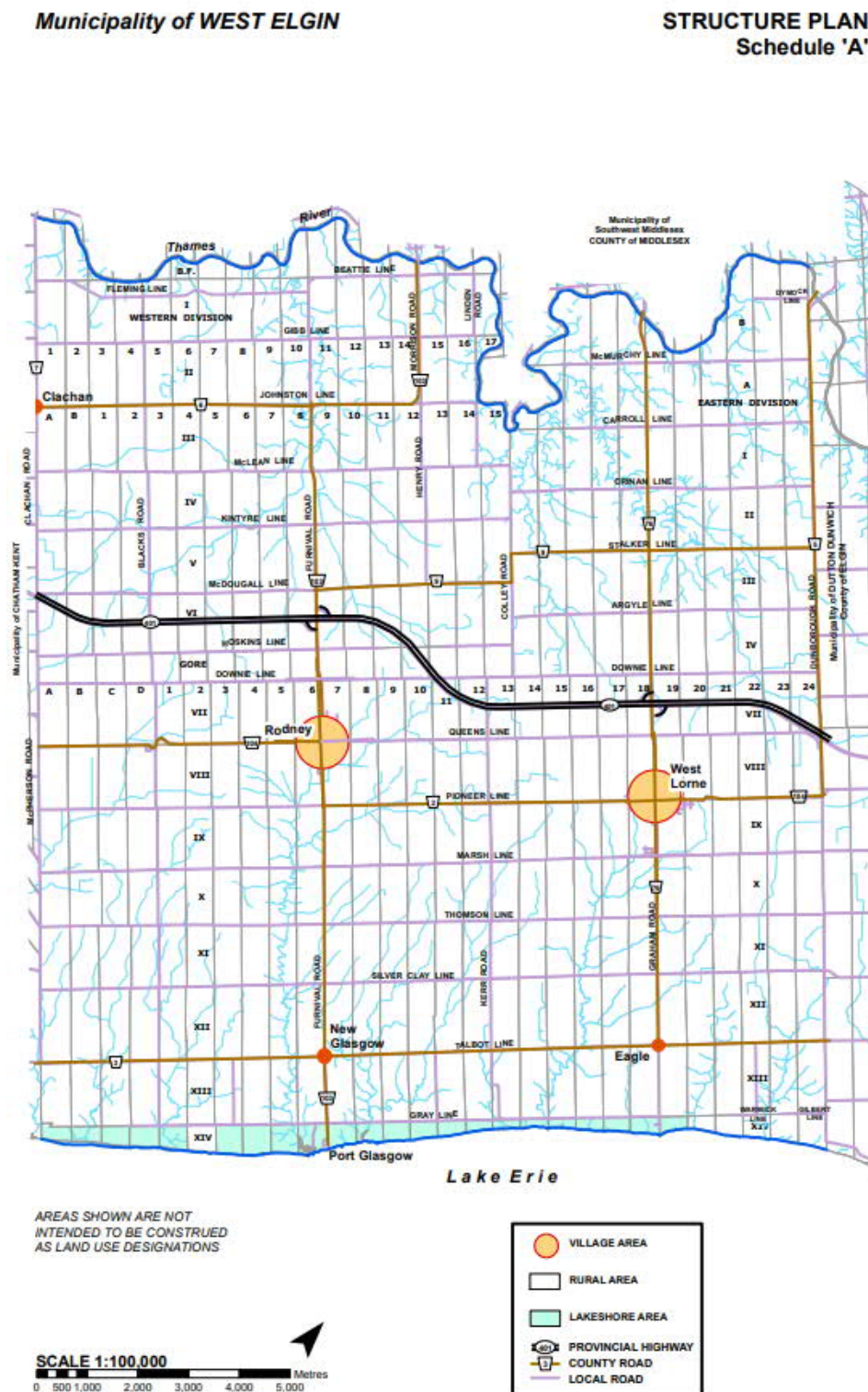


Figure 2-2: West Elgin Official Plan Schedule 'B' - Natural Heritage Features Map 1

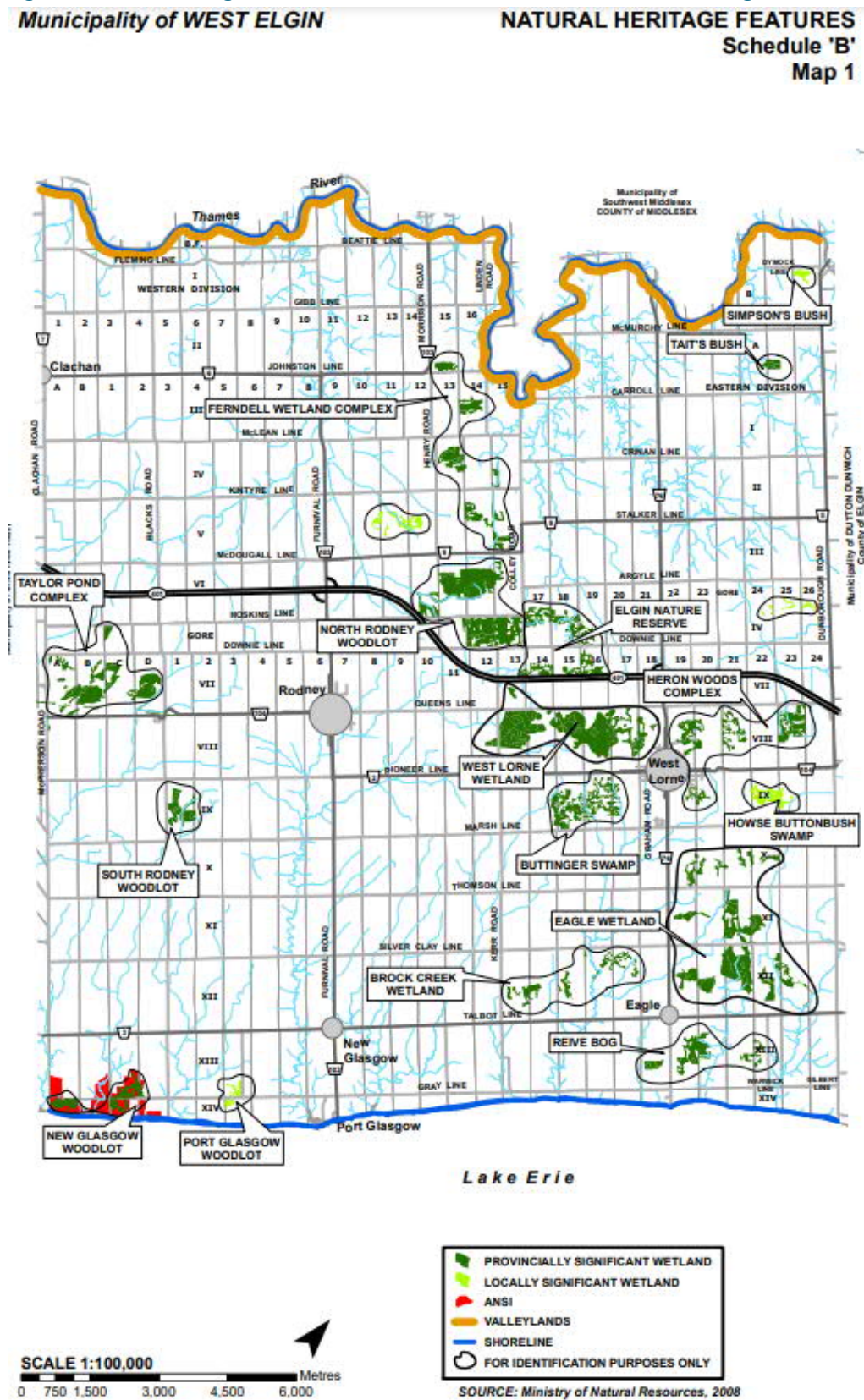
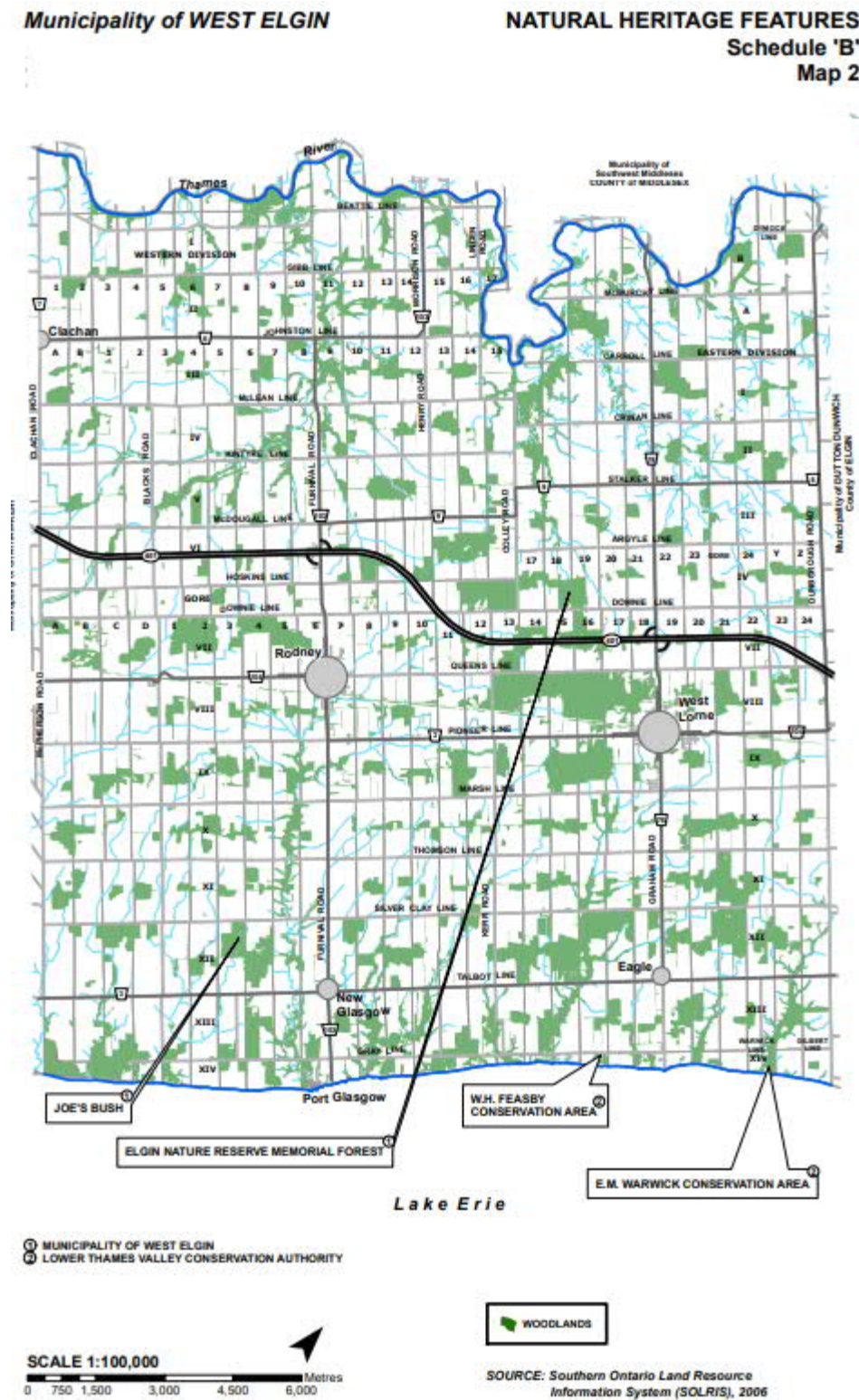


Figure 2-3: West Elgin Official Plan Schedule 'B'- Natural Heritage Features Map 2



Community

Section 4.0 of the Official Plan provides policies and guidance aimed at building and sustaining a strong community, addressing matters such as community improvement, housing and cultural heritage. The preamble of Section 4.0 makes reference to the 2004 St. Thomas and Elgin County Affordable Housing Needs assessment and identifies the overall housing target for the municipality to be 335 units with 150 of those to be affordable for the 2005-2016 timeframe. Ultimately, based on the annual housing start data and sale price of housing within West Elgin, the preamble identifies that there is evidently housing available in the market place, to some extent, that is affordable to both low and moderate income households.

In accordance with Section 4.2.2, intensification and redevelopment is encouraged within the Village Areas of Rodney and West Lorne where opportunities are greatest for this purpose. In terms of targets, the Official Plan sets out a minimum 20 intensification and/or redevelopment projects over the planning period. With respect to housing, the Official Plan identifies that the municipality will maintain a minimum 10 year supply of land designated and available for residential intensification, redevelopment and development and a minimum 3 year supply of land available for residential development with servicing capacity.

The contiguous built-up areas of Rodney and West Lorne are designated as a Community Improvement Area, within which community project areas may be established for the purpose of undertaking specific comprehensive improvement projects as set out and implemented by a Community Improvement Plan.

In terms of housing and affordability, Policy 4.4.3 of the Official Plan directs that the municipality support efforts of non-profit housing organizations and similar groups to increase the supply of housing to moderate and low income households and identifies that the support may come in the form of provision of services, waiving of fees and other incentives. In terms of targets, the Official Plan establishes a target of 20 affordable units over the 2008-2012 period, with the target to be renewed every 5 years.

Village Areas

Section 5.0 of the Official Plan deals with the villages of Rodney and West Lorne, which are the two largest and only fully serviced settlement areas in West Elgin and the most logical and desirable areas to concentrate most of the Municipality's future growth.

Goals and objectives to guide the planning, development, redevelopment and improvement of the Village Areas include the following:

- To direct the majority of population growth and residential development in West Elgin to the villages;

- To ensure development and redevelopment in the villages does not have a detrimental effect on the ability of the Municipality to provide the necessary infrastructure to accommodate it;
- To create strong, viable, attractive and pedestrian-friendly downtown cores as the primary focus of commercial and social activity in West Elgin;
- To direct industrial development to areas suitable for such purposes and in a manner that does not detract from existing or planned residential and/or commercial development; and,
- To accommodate new institutional uses and retain existing institutional uses to meet the educational, health and spiritual needs of the community

A variety of land use designations are provided within the Village Areas, each having a particular planned function in order to serve the Village Areas as well as the broader community.

Rural Area

Section 6.0 of the Official Plan provides planning policies respecting the Rural Area of West Elgin, which includes Agricultural lands that consist primarily of Prime Agricultural Area. The preamble of Section 6.0 acknowledges that agricultural activities form a large component of the Municipality's economic base, with the growing of cash crops and the raising of livestock being the predominant farming types. Other farming types include the growing of tobacco (once of much greater significance), organic farming, market gardening and nurseries.

The Rural Area consists of lands designated Agricultural, Hamlet, Rural Residential, Commercial/Industrial and Industrial, Aggregate Resources.

Lands designated Agricultural cover most of West Elgin with the majority of lands lying within the first three soil capability classes of the Canada Land Inventory for Agriculture. The Official Plan notes that although potential is believed to exist, there are currently no designated specialty crop areas in West Elgin.

Areas designated Hamlet comprise the small rural settlements of Clachan, Eagle and New Glasgow. Combined, they have a population estimated to be less than 300 persons. Historically, growth has been limited and continues to be so, attributed in large measure to lack of full municipal services, lack of community functions and lack of amenities.

Areas designated Rural Residential include concentrations of existing rural residential development on Graham Road (County Road No. 76) south of West Lorne between Thomson Line and Talbot Line (Eagle) and on Pioneer Line between Rodney and West Lorne. The areas designated were previously designated 'Rural Residential' under the former Official Plan of the Township of Aldborough and provide an attractive alternative to urban living. The size and shape of undeveloped parcels in these areas limits their use for agricultural purposes. The potential for adverse impacts on farming operations is not considered significant as a result of existing development.

Non-agriculturally related commercial and industrial establishments in the Rural Area are generally small in scale, limited in number and located in close proximity to Rodney or West Lorne. New establishments, unless they are related to agriculture, shall be directed to areas specifically designated for these purposes or to the settlement areas.

Areas designated 'Aggregate Resources' constitute areas that exhibit the potential for the commercial extraction of sand and gravel. West Elgin is not rich in terms of high quality sand and gravel and the potential for quarrying is not apparent. Currently, there are two areas of the Municipality where a number of licensed pits are found.

Goals and objectives to guide the use of land and character of the Rural Area include the following:

- To preserve and protect prime agricultural land for agricultural purposes;
- To maintain agriculture as the predominant use of land;
- To enable farmers the freedom and flexibility to operate effectively and efficiently without undue interference from the intrusion of non-agricultural, conflicting uses;
- To ensure livestock operations are properly located and effectively managed to minimize the potential for adverse impacts;
- To facilitate the establishment of services and facilities and the provision and maintenance of infrastructure necessary to support agriculture;
- To recognize the legitimate requirements and needs of certain non-farm related uses to establish without conflicting with agricultural uses;
- To recognize the importance of woodlands to the long term viability of agricultural lands due to their moderating effects on wind, moisture, temperature and their associated benefits to sustaining agricultural production;
- To ensure reforestation and other conservation efforts and farm management practices designed to maintain a significant amount of forest cover;
- To maintain hamlets as small, primarily residential communities capable of accommodating limited development, facilities and services and offering an alternative residential lifestyle;
- To recognize and protect existing residential concentrations and to allow for limited residential development within these areas similar in scale and character with existing development;
- To attract commercial and industrial development in proximity to Highway No. 401 interchanges;
- To achieve a high standard of site development, appearance and maintenance in areas development for commercial and industrial purposes;
- To ensure the use of land does not compromise or conflict with existing or future aggregate extraction;
- To ensure any new sand and gravel pits adhere to sound principles of aggregate extraction and progressive site rehabilitation;

- To rehabilitate or find appropriate and more productive uses of abandoned gravel pits;
- To protect petroleum resource areas for long term use; and,
- To ensure the production of oil and gas adheres to sound principles of resource extraction and site rehabilitation.

Lakeshore Area

Section 7.0 of the Official Plan deals with the land along the Lake Erie shoreline. The lands along the lake are generally characterized by high, eroding bluffs interrupted by a number of ravines and remnants of Carolinian forest that once extensively covered southwestern Ontario. Existing development in the area includes campgrounds and trailer parks, seasonal and year round dwellings and the small recreational hamlet of Port Glasgow that includes a marina and public beach.

The following goals and objectives are intended to guide the use of land within the Lakeshore Area:

- To protect and, wherever possible, enhance the natural heritage features of the shoreline environment and adjacent lands;
- To facilitate outdoor recreation uses and limited residential development compatible with and related to the shoreline environment;
- To ensure that the appropriate level of infrastructure is available or made available to accommodate new development;
- To ensure that development is directed away or the appropriate measures are taken to reduce the potential for risks to health, safety and property damage by natural hazards characteristic of the area; and
- To increase and improve public access to the shoreline without at the same time infringing on legitimate private property rights.

Within the Lakeshore Area, the primary use of land is to be for uses and activities that are attracted by the scenic character, natural characteristics and outdoor recreational opportunities of the area while at the same time protective of its natural heritage features, cognizant of its servicing and access limitations and respectful of hazardous conditions. Uses permitted include seasonal residential and year-round residential development, campgrounds and trailer parks, golf courses, marina facilities, tourist retail and service establishments, parks and conservation areas.

A site specific policy area has been included within the Official Plan with respect to the Port Glasgow area. The site specific policy identifies this area as intended for development as the centrepiece of the 'Lakeshore Area', where development is encouraged subject to the appropriate services being in place and a more detailed land use study and secondary plan to be completed to address the development of the Port Glasgow Policy Area.

Infrastructure

Section 8.0 of the Official Plan deals with the components of infrastructure and servicing, namely roads, water and sanitary sewage systems.

A road hierarchy is established, which consists of provincial highways, county roads and local roads. With respect to water supply, the Official Plan notes that both Rodney and West Lorne are serviced by the West Elgin Primary Water Supply system. Additionally, parts of the Rural Area are also serviced by this system. In terms of capacity, the Official Plan identifies that the system has sufficient reserve capacity to accommodate the anticipated population growth to the planning horizon noted in the Official Plan. Only the Village Areas of both Rodney and West Lorne are serviced by sewage treatment plants and have sufficient capacity to accommodate the projected population growth to the planning horizon of the Official Plan.

The policies of the Plan require that all new development within the Village Areas be connected to and serviced by the municipal water supply system and municipal sanitary sewage system.

In accordance with the Plan, when 90% of the design capacity of the sanitary system is reached, an expansion to the plant will be required.

Development Sensitivity Areas

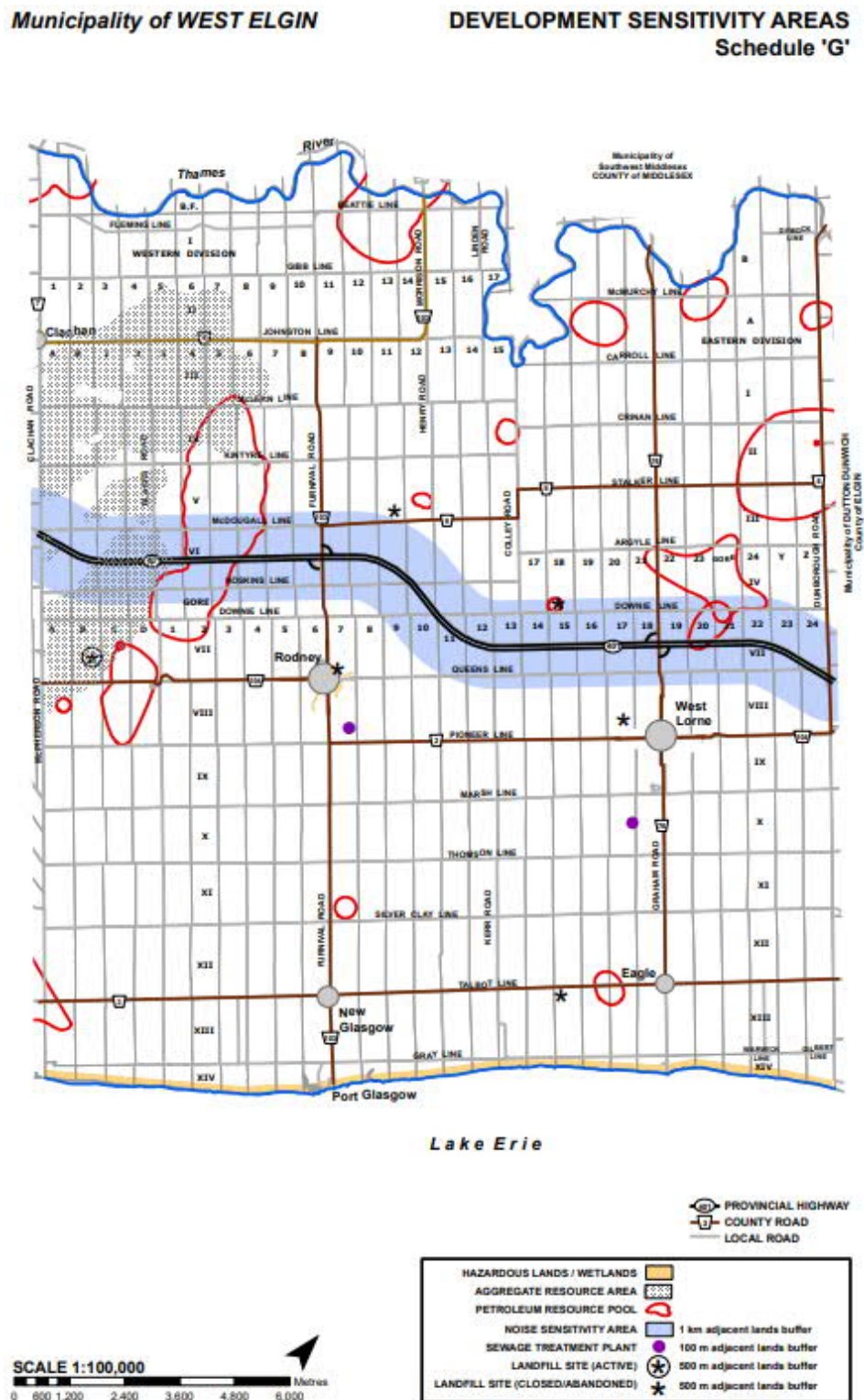
Section 9.0 of the Official Plan provides direction related to features and areas that are considered sensitive to development as a result of hazards, noise, odour or other impacts.

The policies of this section address the following:

- Development requirements within lands identified as 'Hazardous Land'
- Direction for development in proximity to landfill sites
- Minimum separation distances for development of sensitive land uses within proximity to sewage works
- Requirements for redevelopment of brownfield sites to determine risks
- Separation distances for commercial grain drying facilities
- Setbacks from oil and gas wells
- Direction for development of lands adjacent to expressways

Development Sensitivity Areas are illustrated in Figure 2-4.

Figure 2-4: West Elgin Official Plan Schedule 'G'- Development Sensitivity Areas



Interpretation and Implementation

Policies designed to assist in resolving issues pertaining to the interpretation of the Official Plan, and whether or not amendments are required to address a specific development situation, are included in Section 10. The following policy topics are included in Interpretation and Implementation section of the Official Plan:

- Interpretation of boundaries, the use of numerical figures, implementation measures and references to statutes;
- When an amendment is/is not required;
- Timing for five-year reviews and comprehensive reviews;
- Processes for consents, plans of subdivision and condominiums, interim control, site plan control and development charges; and,
- Relationship to the Zoning By-law and how to address existing uses, temporary uses, legal non-conforming uses, premature uses or development, holding provisions, and minor variances.

2.7 The Minimum Distance Separation (MDS) Document

In recognition of the need to protect agricultural land for agricultural uses, the province has a long history of land use policies protecting agricultural land and farm operations. As part of the Agricultural Code of Practice, the Minimum Distance Separation I (MDS I) formula was established to determine setbacks between proposed new development and existing livestock facilities. The Minimum Distance Separation II (MDS II) formula was established under the Agricultural Code of Practice to determine setbacks between proposed new, enlarged or renovated livestock facilities and other existing or approved development.

The MDS Document, Publication 853 represents the Minimum Distance Separation Formulae, as defined in the 2014 PPS. The Document is a land use planning tool developed by the Ontario Ministry of Agriculture, Food and Rural Affairs in order to prevent land use conflicts and minimize nuisance complaints from odour. The MDS Document provides technical guidance for implementing both the MDS Formulae and Implementation Guidelines as required in the PPS and other applicable provincial plans.

In accordance with the PPS, new land uses in prime agricultural areas and on rural lands shall comply with the Minimum Distance Separation Formulae. Both the formulae and Implementation Guidelines contained in the MDS Document are required to be referenced in municipal official plans, and detailed provisions included in municipal comprehensive zoning by-laws such that, as a minimum, MDS setbacks are required in all designations and zones where livestock facilities and anaerobic digesters are permitted. The goal is to ensure the MDS Document reflects current land use planning practices and technological innovation within the livestock industry, and continues to meet the needs of agriculture and rural communities.

Municipalities are responsible for implementing MDS. While there are multiple tasks associated with ensuring the correct MDS setbacks are met, depending on the structure of the municipality, the person who is responsible for carrying-out those tasks may vary. Although OMAFRA staff is available to assist municipalities with specific technical MDS questions, it is ultimately the municipality who is responsible for ensuring MDS is properly calculated and for making the final decision on related planning or building permit applications.

Based on policy direction set out in the PPS, the MDS document applies in prime agricultural areas and on rural lands. Appropriate parts of the MDS document are required to be referenced in municipal official plans and detailed provisions included in zoning by-laws to ensure that MDS setbacks are required in all designations and zones where livestock facilities and anaerobic digesters are permitted.

Chapter 4 of the MDS document provides implementation guidelines that are to be executed during the application of the MDS formulae to calculate setbacks. Guideline #1 of this Chapter indicates that appropriate parts of the MDS document are to be referenced in municipal official plans, and detailed provisions included in municipal comprehensive zoning by-laws such that, at the very least, MDS setbacks are required in all designations and zones where livestock facilities and anaerobic digesters are permitted. There are a variety of options under which municipalities may implement the guidelines, as appropriate, in their official plans and zoning by-laws.

The following implementation guidelines warrant consideration for inclusion in either an official plan or zoning by-law:

- Guideline #6: Required Investigation Distances for MDS;
- Guideline #7: MDS I Setbacks for Building Permits on Existing Lots;
- Guideline #8: MDS I Setbacks for Lot Creation;
- Guideline #9: MDS I Setbacks and Lot Creation for a Residence Surplus to a Farming Operation;
- Guideline #10: MDS I Setbacks for Zoning By-Law Amendments and Official Plan Amendments;
- Guideline #11: MDS Setbacks for Reconstruction;
- Guideline #12: Existing uses that do not Conform to MDS;
- Guideline #13: Non-application of MDS to Accessory Structures;
- Guideline #14: Uses Located on the Same Lot;
- Guideline # 18: MDS II for Building Permit Applications to Renovate Existing Livestock Facilities;
- Guideline #35: MDS Setbacks for Agriculture-Related Uses and On-Farm Diversified Uses; and,
- Guideline #38: MDS Setbacks for Cemeteries.

2.8 Thames-Sydenham and Region Source Protection Plan

Source Protection Planning is the initial barrier of a multi-barrier approach to protecting drinking water sources, which introduces policies and a framework for protecting these sources at the watershed level. The desired result of these objectives is to protect sources of municipal drinking water against existing and potential threats. The policies that form the basis of the Source Protection Plan are intended to satisfy these objectives.

The Source Protection Plan for the Thames-Sydenham and Region was approved on September 17, 2015 and came into effect on December 31, 2015. With the approval of the Source Protection Plan, municipalities will be responsible for implementing many of the requirements of the *Clean Water Act* and the approved Source Protection Plan. Implementation of the Source Protection Plan relies heavily on municipal participation. Municipalities need to protect vulnerable areas within their respective jurisdictions since activities within these areas can pose threats to the municipal drinking water systems. Municipalities have a responsibility of knowing where vulnerable areas are located to fulfil their obligations related to water and vulnerable areas set out in the Provincial Policy Statement.

The Source Protection Plan identifies Wellhead Protection Areas (WHPA) and Intake Protection Zones (IPZ) where planning authorities are required to implement necessary restrictions on development and site alteration to protect municipal drinking water supplies and vulnerable areas. The inclusion of source water protection in official plans is intended to help support the development of by-laws to protect municipal drinking water. These areas should be mapped in local official plans.

A number of draft policies were developed as part of the Source Protection Plan in addition to approaches that can be taken to address drinking water threats (threat policies, other permitted policies, and monitoring policies).

In accordance with Policy 1.06 of Volume III of the Thames-Sydenham and Region Source Protection Plan (SPP), All planning decisions shall be in conformity with those policies that address significant drinking water threats as per Section 39 (1) (a) of the *Clean Water Act*. All planning decisions shall have regard to those policies that address low and moderate drinking water threats as per Section 39 (1) (b) of the *Clean Water Act*. At minimum, the Municipalities shall amend the Official Plan and Zoning By-Laws to:

- Identify the vulnerable areas in which a significant drinking water threat could occur;
- Indicate that within the areas identified, any use or activity that is, or would be, a significant drinking water threat is required to conform with all applicable Source Protection Plan policies and, as such, may be prohibited, restricted or otherwise regulated by the policies contained in the Source Protection Plan;

- Identify the significant drinking water threats that are prohibited through Prescribed Instruments, or Section 57 of the *Clean Water Act*, in accordance with the significant drinking water threat-specific policies contained in this Source Protection Plan;
- Incorporate any other amendments required to conform with the significant drinking water threat specific land use policies or to have regard for the low and/or moderate threat specific land use policies identified in this Source Protection Plan; and,
- Incorporate a cross-reference indicating an applicant cannot make a planning application unless it includes a notice issued by the risk management official, as set out in Section 59(1) of the CWA and Section 62 of O. Reg. 287/07.

With respect to implementation timing for Source Protection Policies, the Source Protection Plan identifies that Official Plan Updates should occur within 3 years from the effective date of the Source Protection Plan or at the time of the next OP review, whichever is first.

2.9 Summary of Policy Context

There are a number of significant Provincial and County policy directions that need to be considered as part of the Municipality's OP process. At a minimum, it is expected that the Municipality's New Official Plan OP will need to address the following:

- Consistency with Provincial Policy Statement, 2020 policies;
- Implementation of relevant policies from County Official Plan, in coordination with the County of Elgin Official Plan Review process currently underway where possible;
- Development of an updated population forecast and growth management policies to ensure there is strategic and organized growth in the Village Areas and surrounding hamlets;
- Infrastructure capacity and systems assessment based on many factors including land supply and demand, and population growth;
- Affordable housing targets and policies in relation to direction from the County and the PPS in order to accommodate anticipated needs of the community;
- The Natural Environment policies and mapping will be reviewed for consistency with the Lower Thames Valley Conservation Authority direction and plans;
- Implementation of Thames-Sydenham and Region Source Protection Plan policies as detailed in Section 2.8;
- Incorporation of relevant guidelines of the 2017 MDS Document, Publication 853, as applicable, within Prime Agricultural Areas and on Rural lands, that was based on the PPS, 2014; and
- Incorporation of Natural Heritage Reference Manual, with regards to natural heritage matters that was based on the PPS, 2014.

3 GROWTH TRENDS AND GROWTH PROJECTIONS



3.1 Introduction

As part of the New Official Plan Process, the following long-term population, housing, and employment forecasts to the year 2046 have been prepared based on a detailed assessment of provincial, regional, and local economic trends influencing long-term local growth potential and development patterns. This forecast is intended to guide decision-making and policy development specifically related to planning and growth management, urban land needs, and long-range master planning for municipal services.

3.2 Approach

3.2.1 What Drives Population Growth

A broad range of considerations related to demographics, economics, and socio-economics is anticipated to impact future population and employment growth trends throughout West Elgin over the 2021 to 2046 planning horizon. These factors will not only affect the rate and magnitude of growth but will also influence the form, density, and location of residential and non-residential development.

As a starting point, it is important to recognize that future population and employment growth within West Elgin is strongly correlated with the growth outlook and competitiveness of the economy within West Elgin and the surrounding region.

Growth in the regional export-based economy generates wealth and economic opportunities which in turn stimulates community-based or population-related employment sectors, including retail trade, accommodation and food, and other service sectors. As such, economic growth represents a key driver of net migration and ultimately the growth of the working-age population and their dependants (i.e., children, spouses not in the labour force, others). In contrast, the long-term population growth of the 65+ population will be largely driven by the aging of the existing population and, to a lesser extent, the attractiveness and affordability of the Municipality to new seniors.

3.2.2 Long-Term Population and Household Forecast Approach

The municipal-wide population forecast prepared herein is based upon the cohort-survival methodology. This provincially accepted approach assesses annual population by age and sex, taking into consideration age-specific death rates and age-specific fertility rates for the female population in the appropriate years (to generate new births). To this total, an estimated rate of net migration is added (in-migration to the municipality less out-migration, by age group).

For comparative purposes, the most recent (Summer 2020) Ministry of Finance (MOF) population projections for Elgin County have been reviewed and assessed. Recent Statistics Canada 2018 post-Census population estimates for Elgin County are also examined and compared to the short-term, municipal-wide population forecast.¹ Historical and forecast population trends are also considered at the regional and provincial levels relative to West Elgin in accordance with historical Census data and approved forecasts. This analysis provides further insight into the potential share of population growth in the Municipality relative to the broader regional market area.

Building on the above analysis, a long-term population and housing projection for West Elgin has been prepared. This forecast provides details with respect to population growth by age, sex, net migration, births, and deaths from 2016 to 2046, summarized in five-year increments (discussed further in this chapter). Forecast trends in population age structure provide important insights with respect to future housing needs based on forecast trends in average household occupancy. Accordingly, municipal-wide total housing growth has been generated from the population forecast by major age group using a headship rate forecast.

A key assumption regarding the housing forecast relates to projected trends in average household occupancy or average persons per unit (PPU). As population in West Elgin ages over time, the average PPU across the Municipality is forecast to decline, primarily driven by the

¹ Statistics Canada Table 17-10-0139-01 Population Estimates, July 1, by census divisions, 2016 boundaries for Elgin County.

aging of the population base. Forecast trends in households by type (i.e., singles/semi-detached, townhouses, and apartments) have been developed based on a range of supply and demand factors.

3.2.3 Long-Term Employment Forecast Approach

Population growth is anticipated to drive the demand for population-related commercial and institutional employment in West Elgin. New residential and population-related development will also drive demand within the construction sector and influence investment across certain industrial sectors that are more closely driven by regional population growth (e.g. wholesale trade).

Most industrial and primary employment (export-based employment), however, is not closely linked to population growth. Employment within these sectors tends to be more influenced by broader market conditions (i.e. economic competitiveness, transportation access, access to labour, and distance to employment markets), as well as local site characteristics such as servicing capacity, highway access and exposure, site size/configuration, physical conditions and site location.

Based on the above approach, a long-term employment forecast for West Elgin has been prepared. This forecast provides details with respect to employment growth by sector from 2021 to 2046.

3.3 Regional Macro-Economic Employment and Demographic Trends

The following provides an overview of recent macro-economic trends which are anticipated to influence future growth trends on residential and non-residential lands within West Elgin and the broader regional market over the coming decades.

In many respects, West Elgin's long-term economic growth potential is largely tied to the success of southwestern Ontario as a whole, and more specifically within Elgin County. As such, this chapter, includes an analysis of the growth prospects in the regional market.

3.3.1 Global Economic Trends

Following steady economic growth since the world economy rebounded from the 2008/2009 financial crisis, the world changed dramatically in 2020. The December 2019 outbreak of coronavirus disease (COVID-19) in Wuhan, China was officially declared a global pandemic by the World Health Organization (WHO) on March 11, 2020 and has inflicted rising economic and human costs across the world. In response to the threat of further escalation associated with the spread of the virus, governments around the world have implemented quarantine and physical distancing practices, in what has been referred to as the "Great Lockdown" by the International Monetary Fund.

To date, the downward impact of these containment measures on global economic output, commodity prices, and consumer spending has been severe. Economic sectors such as travel and tourism, accommodation and food, retail and personal services, manufacturing, energy, and finance have been hit particularly hard. Furthermore, required modifications to social behavior (i.e. physical distancing) and increased work-at-home requirements resulting from government-induced containment measures and increased health risks have resulted in significant economic disruption largely related to changes in consumer demand and consumption patterns. Lastly, escalating tensions and constraints related to international trade have also begun to raise further questions regarding the potential vulnerabilities of globalization and the structure of current global supply chains.

At present, the level of sustained economic impact related to this “exogenous shock” to the world and Canadian economy is largely unknown. In light of the approvals of new vaccines and the threat of new variants of the COVID-19 virus, there is still some uncertainty around the impact of the pandemic in the future. Notwithstanding this uncertainty, it is generally clear that the longer COVID-19 persists on an international scale, the greater the severity of the current global recession. In its January 2021 World Economic Outlook, the International Monetary Fund (IMF) baseline scenario estimates that the global economy contracted 3.5% in 2020² which represented a more significant economic contraction than what was experienced during the height of the 2008/2009 financial crisis.

For Canada’s largest trading partner, the United States (U.S.), real GDP (gross domestic product) was estimated to contract by 3.4% in 2020 and is expected to rebound by 5.1% in 2021.¹ The recovery of the U.S. economy will largely depend on the U.S. administration’s response to dealing with the virus domestically, in conjunction with their approach to on-going international trade and protectionist policies.

In the April 2021 World Economic Outlook, the IMF estimates the global economy is projected to grow 6% in 2021, moderating to 4.4% in 2022.³

3.3.2 Provincial Context

Over the past decade, the Canadian and Ontario economies have experienced relatively strong economic growth, as illustrated in Figure 3-1. Growth in 2019 eased to 1.9% nationally and 2.1% in Ontario, largely as a result of a tightening labour market and slowing global economic growth.

While the recent performance of the national and provincial economies has remained relatively strong through early 2020, the COVID-19 pandemic poses significant economic risks that are important to recognize. As illustrated in Figure 3-1, the Ontario economy was forecast to contract by 5.8% in 2020 before growth rebounds by 5.9% in 2021. In 2022, BMO Capital

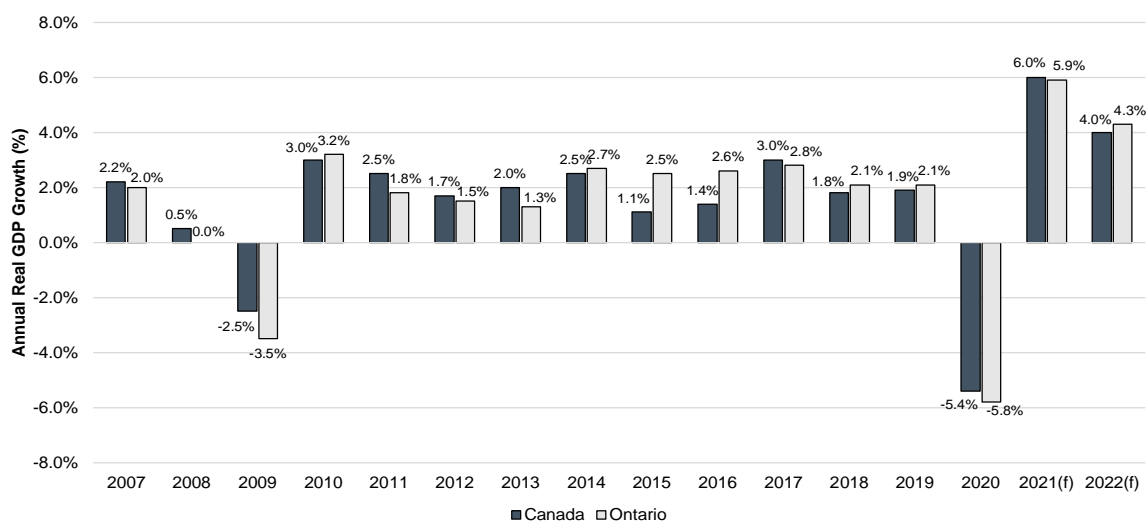
² World Economic Outlook. International Monetary Fund. January 2021.

³ World Economic Outlook. International Monetary Fund. April 2021.

Markets has forecast the Ontario economy will continue its momentum, growing by 4.3%, while the overall Canadian economy is expected to grow by 4.0%.

Domestically, the Ontario housing market also continues to pose a risk to the overall economy, which is important to recognize when considering forecast labour force and employment growth trends. The sharp rise in Ontario's housing prices, particularly in the Greater Toronto and Hamilton Area (GTHA), has contributed to record consumer debt loads and eroded housing affordability.

Figure 3-1: Annual Real GDP Growth, Ontario and Canada, Historical (2007 to 2020), and Forecast (2021 to 2022)



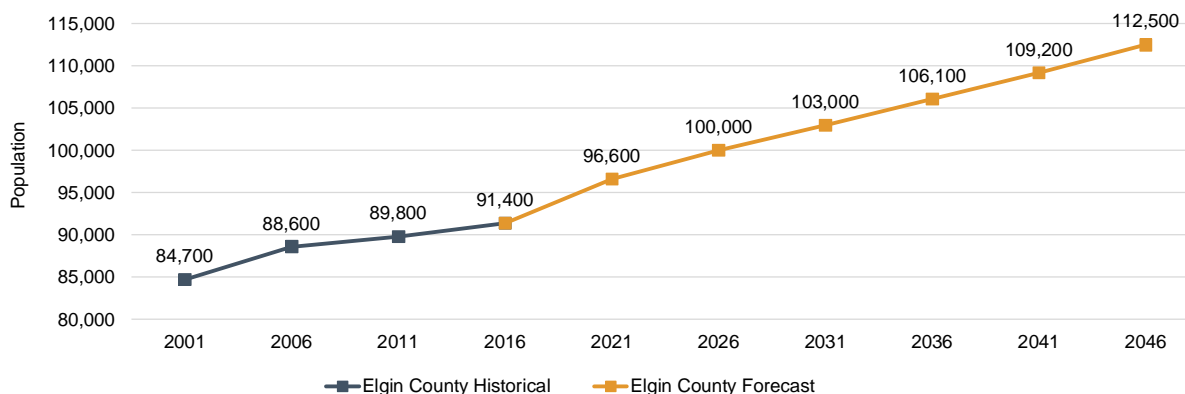
Source: Derived from BMO Capital Markets Economics, Provincial Economic Outlook March 2021, by Watson & Associates Economists Ltd.
 Note: 2020 (Ontario), 2021 and 2022 are forecasts

Recent structural changes in the macro-economy experienced over the past several decades have been well documented. Ontario's economy is transitioning from goods to services production. The trend towards more knowledge-intensive and creative forms of economic activity is evident across many sectors within both the broader national and provincial economies and within the regional and local economies. This trend includes growth in financial services, information technology, business services, health care and social services, government, advanced manufacturing, energy, information and cultural industries, education, training and research, agri-business, and tourism.

3.3.3 Regional Context

Figure 3-2 illustrates historical and forecast population growth in Elgin County, including the City of St. Thomas (being the Elgin County Census Division per Statistics Canada). As shown, Elgin County Census Division's population is expected to increase from 91,400 in 2016 to 112,500 in 2046, an increase of 18.5%. As illustrated in Figure 3-3, Elgin County Census population is expected to grow at an average annual rate of 0.8% over the 2016 to 2046 period, a moderately lower growth rate than the provincial average of 1.2% over the same period.

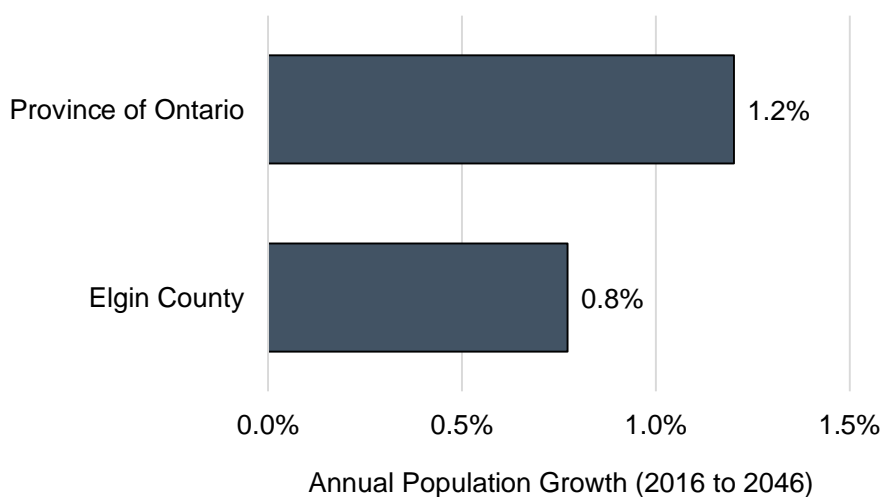
Figure 3-2: Elgin County Population, 2001 to 2046



Source: 2001-2016 derived from Statistics Canada Census Data; 2021-2046 from Ontario Population Projections Update Summer 2020 by Ministry of Finance, by Watson & Associates Economists Ltd., 2021.

Note: Population includes net Census undercount estimated at approximately 2.7%

Figure 3-3: Elgin County and Province of Ontario Forecast Annual Population Growth, 2016 to 2046

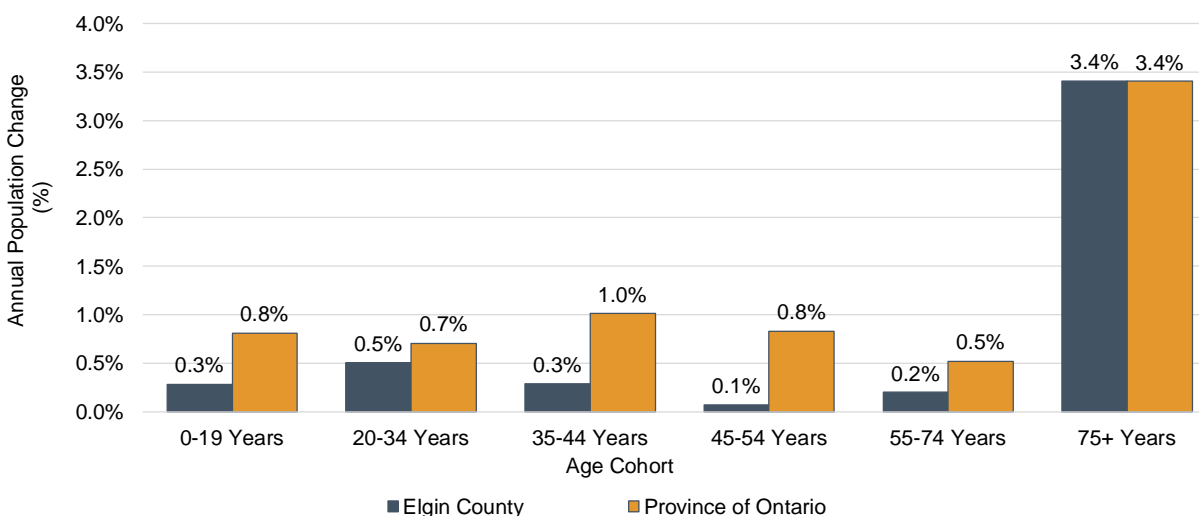


Source: : 2001-2016 derived from Statistics Canada Census Data; 2021-2046 from Ontario Population Projections Update Summer 2020 by Ministry of Finance, by Watson & Associates Economists Ltd., 2021.

Note: Population includes net Census undercount estimated at approximately 2.7%.

Figure 3-4 summarizes annual population growth rates by major age group for the Province of Ontario and Elgin County over the 2019-2046 period. Most notably, the 75+ age cohort is expected to increase by 3.4% annually in both Elgin County and the Province over the forecast period, driven by the aging of the existing population as well as in-migration associated with this age group. Within Elgin County, the population associated with other age cohorts, including children, the working-age population, and younger seniors, is expected to moderately increase over the next 25+ years.

Figure 3-4: Elgin County and Ontario Change in Population, 2019 to 2046



Source: Data derived from Ontario Population Projections Update, Summer 2020 by Ministry of Finance, by Watson & Associates Economists Ltd., 2020.
 Note: Net Census undercount included.

3.4 Emerging Industry Sector Trends

Structural changes in the broader economy are altering the nature of economic activities in employment areas as well as other mixed-use areas and impacting the built form and composition of these lands. Market demand and real estate development have been increasingly driven by growth in the “knowledge-based” or “creative class” economies, including employment sectors such as advanced manufacturing, professional, scientific and technical services, cleantech, biotech, digital entertainment, robotics, information and culture, health care and education. The nature of traditional industrial processes is also rapidly shifting, becoming more capital/technology intensive and automated, often with lower labour requirements.

Recognizing that structural changes in the global economy will continue to be accelerated by technological advancements and innovation, municipalities must be increasingly responsive and adaptive to changing industry needs and disruptive forces. Looking forward over the next several decades, West Elgin’s land-use planning and economic development policies must anticipate and reflect the evolving needs of businesses across a diverse range of industry sectors and sizes. These policies must also offer a degree of flexibility and nimbleness that allows for relatively rapid responses to unforeseen changes, which can be a critical competitive advantage relative to other markets.

3.4.1 COVID-19 and the New Economy

As discussed in section 3.1, COVID-19 is having a significant negative impact on short-term macro-economic growth. Within the West Elgin and broader Elgin County context, near-term economic challenges due to this pandemic have resulted in elevated rates of unemployment with contraction in employment across a broad range of industry sectors. Despite the near-term challenges, employment levels are expected to largely recover in 2021 and long-term economic growth is expected to remain positive in the Municipality and broader economic region. Based on near-term trends observed, COVID-19 is accelerating previously noted technological disruptors, including e-commerce, the gig economy, and automation. Due to COVID-19, enterprises are increasingly required to rethink the way they conduct business with an increased emphasis on remote work enabled by technology. These trends are anticipated to fuel further growth for distribution/logistics centres, and place continued downward pressure on office space needs. Near-term and longer-term employment land demand in West Elgin is not anticipated to be negatively impacted by COVID-19.

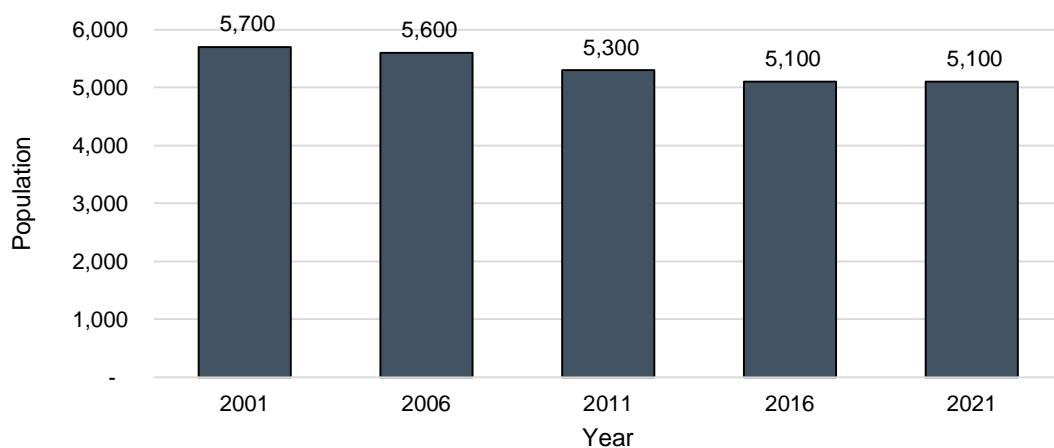
3.5 Local Economic Opportunities

Based on Census data and other information sources available, the following provides a demographic, socio-economic, and economic assessment of West Elgin within the context of the surrounding regional economy.

3.5.1 Population Trends

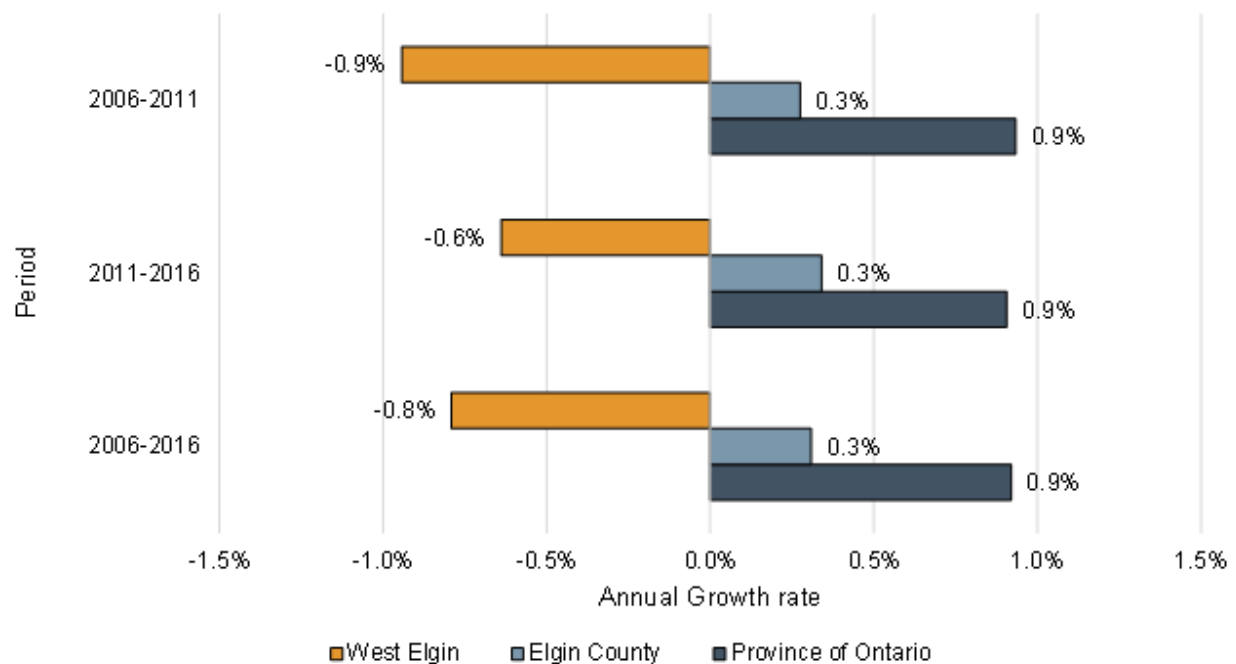
Figure 3-5 and Figure 3-6 summarize the historical population growth rates for the Municipality of West Elgin during the 2001 to 2016 period in accordance with Statistics Canada Census data. For comparative purposes, historical population growth rates have also been provided for Elgin County and the Province of Ontario. As illustrated, West Elgin's population base declined from 5,700 in 2001 to 5,100 in 2016. Over the 2006-2016 period, the population base within West Elgin saw a modest decline of 0.7% annually. The population base within Elgin County increased at a rate of 0.4% annually over the same period. The population base for the Province grew at a significantly faster rate (1.0% annually) during the same period. The population in West Elgin has stabilized over the 2016-2021 period with a population estimate of 5,100 in 2021.

Figure 3-5: Municipality of West Elgin Historical Population, 2001-2021



Source: 2001 to 2016 derived from Statistics Canada data; 2021 forecast by Watson & Associates Economists Ltd., 2021.
 Note: Population includes net Census undercount estimated at approximately 2.7%.

Figure 3-6: Municipality of West Elgin, Elgin County and Province of Ontario - Average Annual Population Growth Rate, 2006 to 2016



Source: Derived from 2006-2016 Statistics Canada data by Watson & Associates Economists Ltd., 2021.

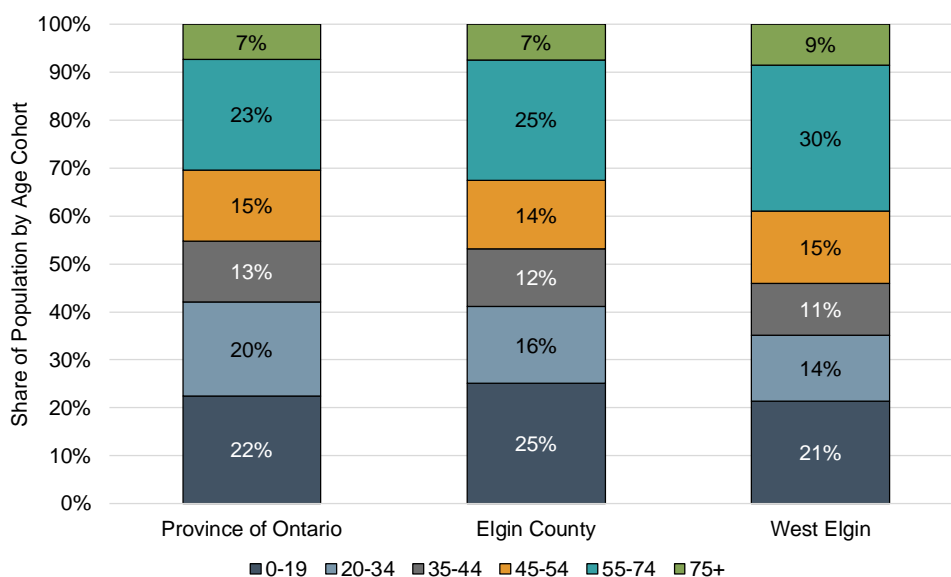
The Municipality has two urban settlement areas, Rodney and West Lorne, which account for about 46% (2,335) of West Elgin's population.⁴

3.5.2 Demographic Trends

Demographic trends strongly influence both housing need and form. Across Ontario, the population is getting older on average, due to the aging of the Baby Boomers.⁵ The first wave of this demographic group turned 70 years of age in 2016.

The Municipality of West Elgin has a slightly older age-profile than the provincial average and that of Elgin County, with 39% of the population over the age of 55, as illustrated in Figure 3-7.⁶ West Elgin's median age is 48, which is higher than the provincial average of 41 and Elgin County's average of 42 years of age.⁷ Between 2006 and 2016, however, the age structure of West Elgin has been changing with a notable increase in the population aged 55-74 years. While the Municipality experienced an overall decrease in population over the 2006 to 2016 period, the 55-74 age group had a significant increase in population and there was a slight increase in population within the over-75 age group, as shown in Figure 3-8. This contrasts with all age groups under the age of 55, which experienced a decline in population over the same period.

Figure 3-7: West Elgin, Elgin County and Ontario Population by Age Cohort, 2016



Source: Derived from 2016 Statistics Canada Census data by Watson & Associates Economists Ltd., 2021.

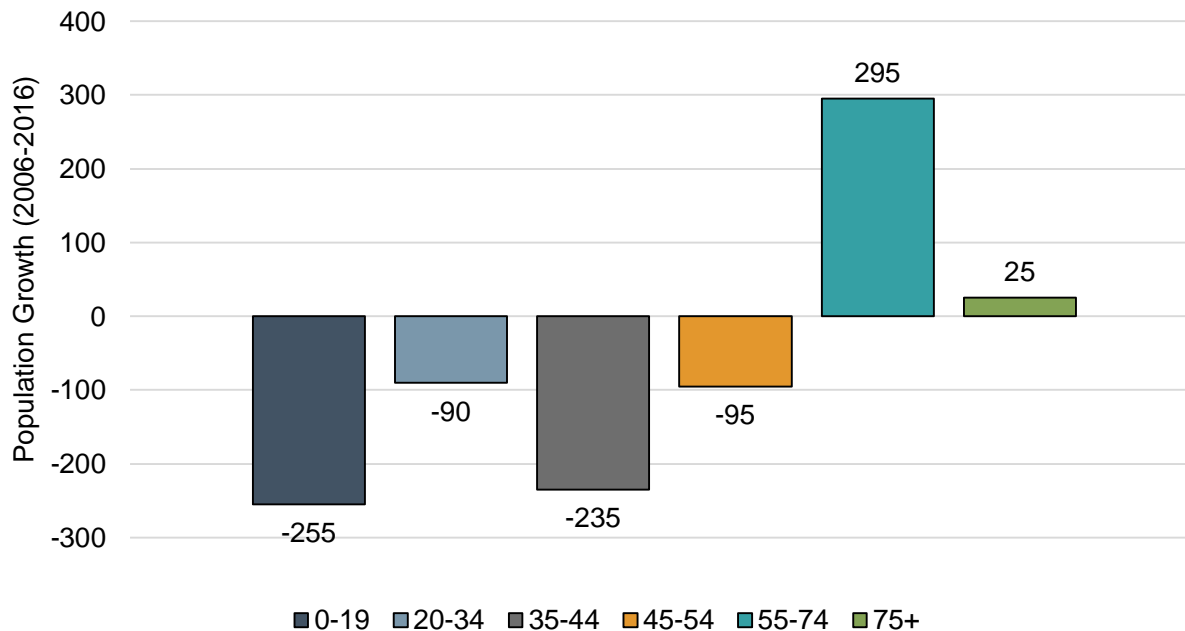
⁴ Statistics Canada 2016 Profile data for West Lorne (Population centre) and Rodney (Designated place) data.

⁵ Baby Boomers are generally defined as people born between 1946 and 1964.

⁶ Based on 2016 Census single year of age data.

⁷ 2016 Statistics Canada Census.

Figure 3-8- Municipality of West Elgin - Population Growth by Age Cohort 2006 to 2016



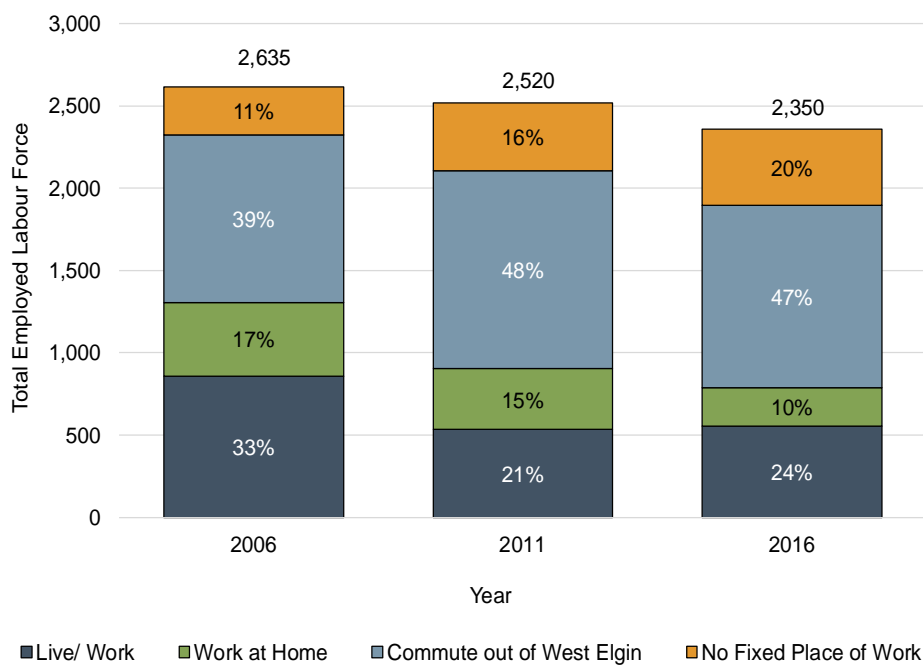
Source: Derived from 2006 and 2016 Statistics Canada data by Watson & Associates Economists Ltd., 2021.

3.5.3 Labour Force and Commuting Trends

Figure 3-9 summarizes historical trends in West Elgin's labour force base by place of work. West Elgin's employed labour force size decreased marginally over the 2006 to 2016 period, with a total employed labour force of 2,350 in 2016. As of 2016, approximately 34% of West Elgin's employed labour force lives and works in the Municipality or works from home. A relatively large share (47%) of the Municipality's employed labour force commutes outside West Elgin for employment.

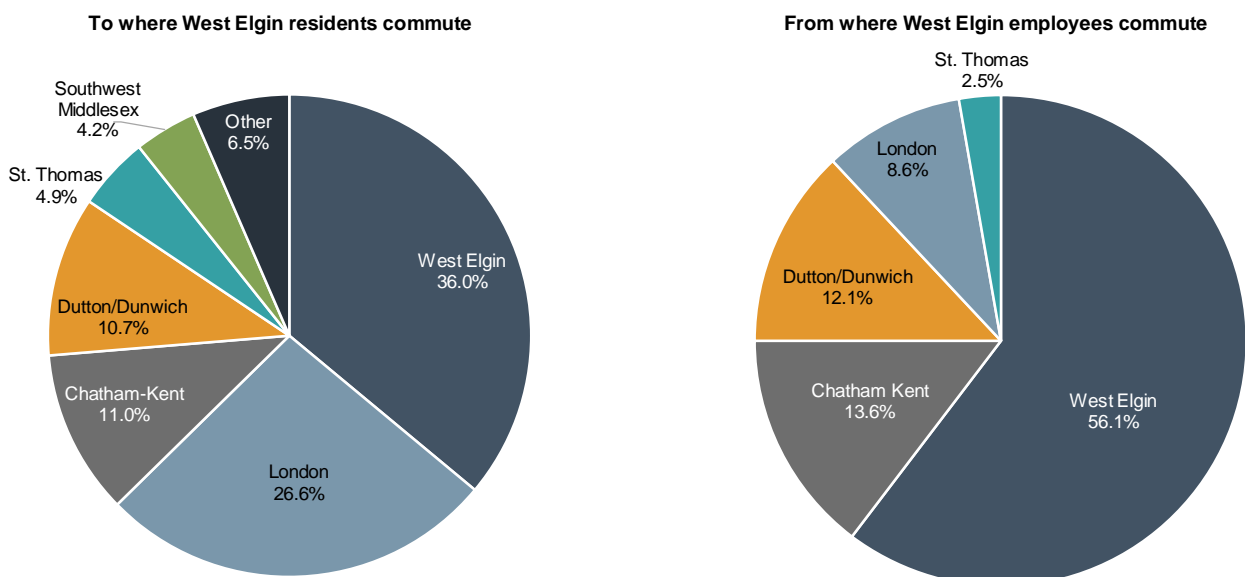
Figure 3-10 summarizes the locations to where West Elgin residents commute for employment, and from where those employed in West Elgin commute from. Of the employed West Elgin labour force, 36% work within West Elgin; meanwhile, 27% commute to London, 11% commute to Chatham-Kent, and 11% to Dutton/Dunwich. Of the total employment base in West Elgin, 56% of jobs are held by West Elgin residents, while 14% commute from Chatham-Kent, 12% from Dutton/Dunwich and the remaining from other municipalities.

Figure 3-9: Municipality of West Elgin Employed Labour by Place of Work (2006 to 2016)



Source: Derived from Statistics Canada Census, 2006 to 2016 by Watson & Associates Economists Ltd., 2021

Figure 3-10: Municipality of West Elgin Commuting Patterns, 2016

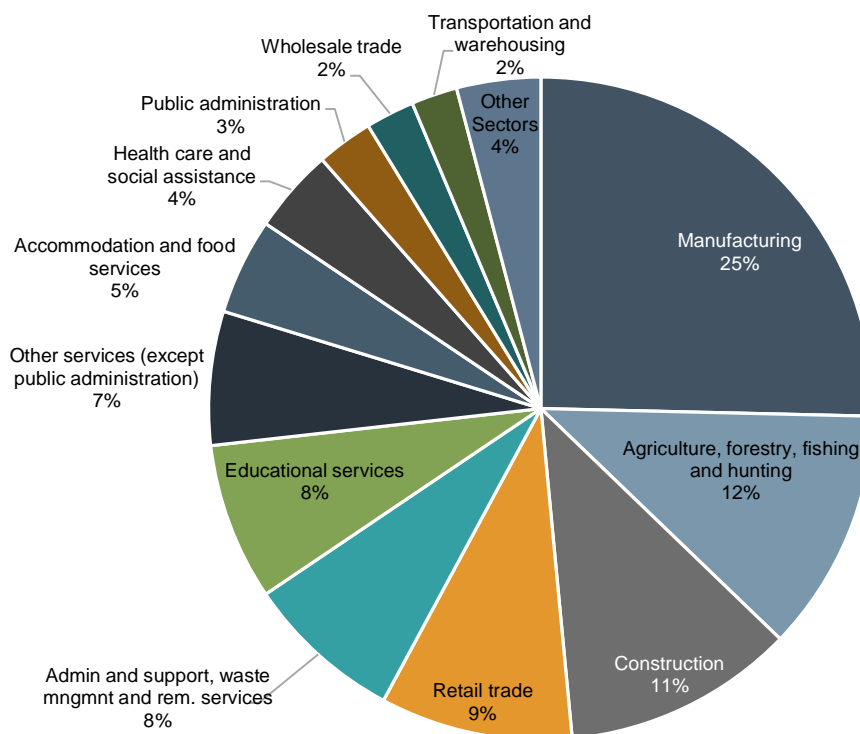


Source: Derived from Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016325 by Watson & Associates Economists Ltd., 2021.

3.5.4 Employment Growth Trends and Industry Clusters

West Elgin has a diverse employment base comprised of industrial, primary, commercial, and institutional sectors and highly oriented to the industrial and primary sectors, as illustrated in Figure 3-11. One-quarter (25%) of total employment is in the manufacturing sector. Other key sectors include the agriculture, forestry, fishery and hunting sector, which accounts for 12% of total employment, followed by construction (11%), and retail trade (9%),

Figure 3-11: Municipality of West Elgin Employment Base, 2020



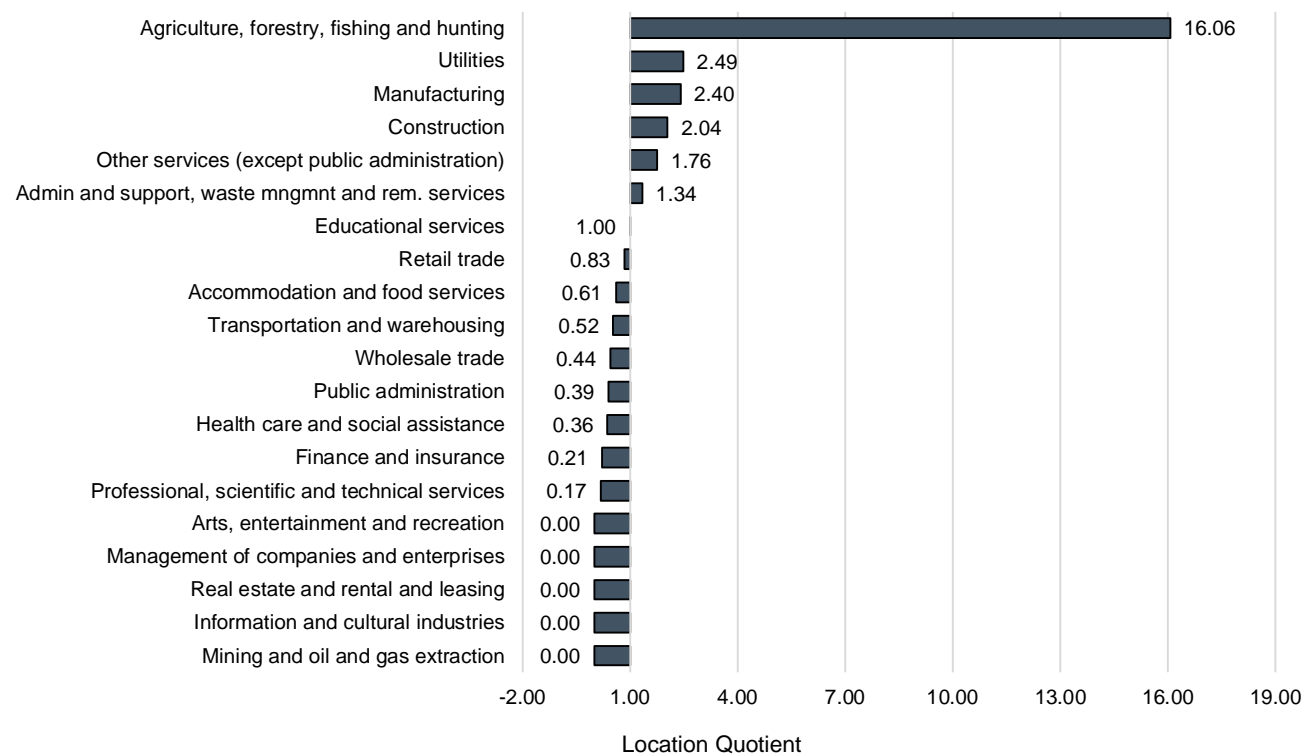
Source: Derived from EMSI Data (employees and self employed) by Watson & Associates Economists Ltd., 2021.

Figure 3-12 illustrates the strength of employment sectors in the Municipality of West Elgin relative to the Province using Location Quotients (LQ).⁸ As shown, West Elgin's economy is highly concentrated in the agriculture, forestry, fishing and hunting sector. West Elgin also has a relatively high concentration in the utilities, manufacturing, construction, other services, and administrative and support, waste management and remediation services sectors. In contrast, the Municipality has a lower-than-average concentration of employment in a number of knowledge-based sectors including finance and insurance, professional, scientific and technical services, and information and cultural industries. The Municipality also has a low concentration

⁸ An LQ of 1.0 identifies that the concentration of employment by sector is consistent with the broader employment base average. An LQ of greater than 1.0 identifies that the concentration of employment in a given employment sector is higher than the broader base average, which suggests a relatively high concentration of a particular employment sector or "cluster."

of employment in a number of service commercial sectors including accommodation and food services, arts, entertainment and recreation, and real estate and rental and leasing.

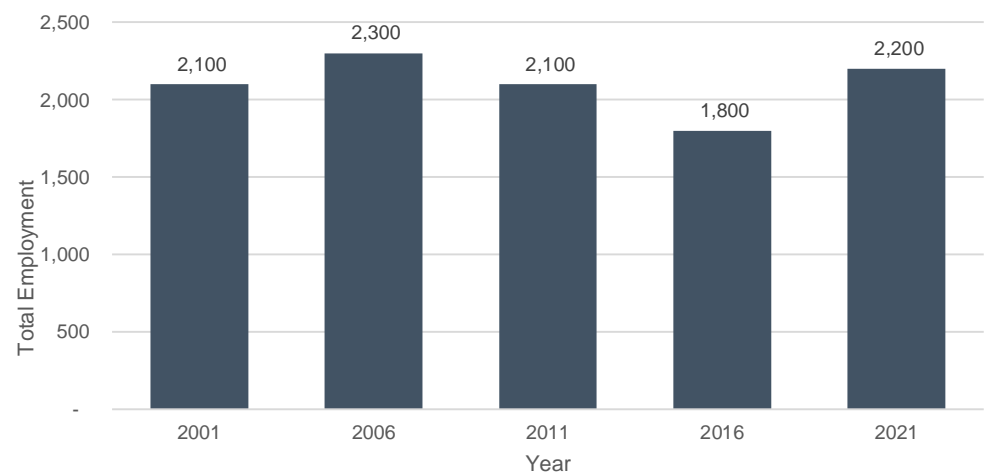
Figure 3-12: Municipality of West Elgin Location Quotients by Sector Relative to Ontario, 2020



Source: Derived from EMSI Data by Watson & Associates Economists Ltd., 2021.

As shown in Figure 3-13, West Elgin's employment base decreased between 2006 and 2016 from 2,300 to 1,800. The post-2016 period has seen a notable rebound in employment growth across a broad range of sectors. The employment base within the Municipality of West Elgin is estimated at 2,200 in 2021, slightly below the 2006 level.

Figure 3-13: Municipality of West Elgin - Employment Base 2001 to 2021

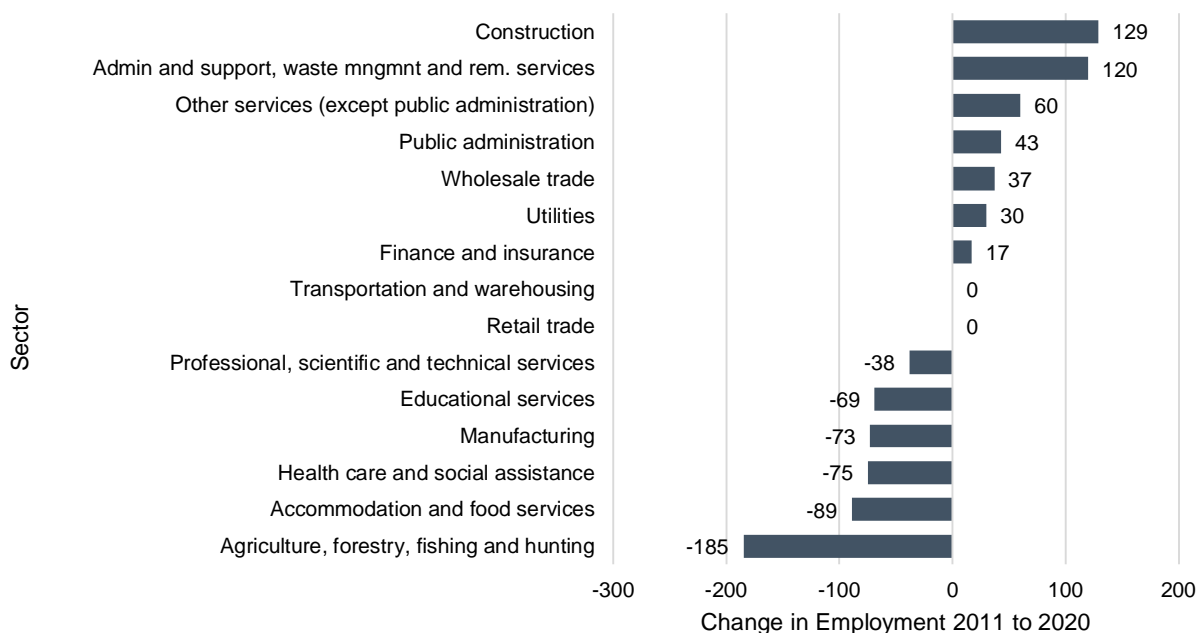


Source: 2001 to 2016 derived from Statistics Canada Place of Work data and 2021 forecast by Watson & Associates Economists Ltd., 2021.

Note: Total employment figures include work at home and no fixed place of work. Figures have been rounded.

Figure 3-14 summarizes the change in employment over the 2011 to 2020 period by sector in West Elgin. As summarized, the Municipality experienced strong employment growth in construction, administrative and support, waste management and remediation services, and moderate employment growth over the period in public administration, finance and insurance and wholesale trade, utilities, and other services (except public administration). In contrast, West Elgin experienced a decline in agriculture, forestry, fishing and hunting, accommodation and food services, manufacturing, education, health services, professional, scientific and technical services. Employment in retail trade and transportation and warehousing did not experience change over the decade.

Figure 3-14: Municipality of West Elgin Employment Growth by Sector 2011 to 2020



Source: Derived from EMSI Data by Watson & Associates Economists Ltd., 2021.

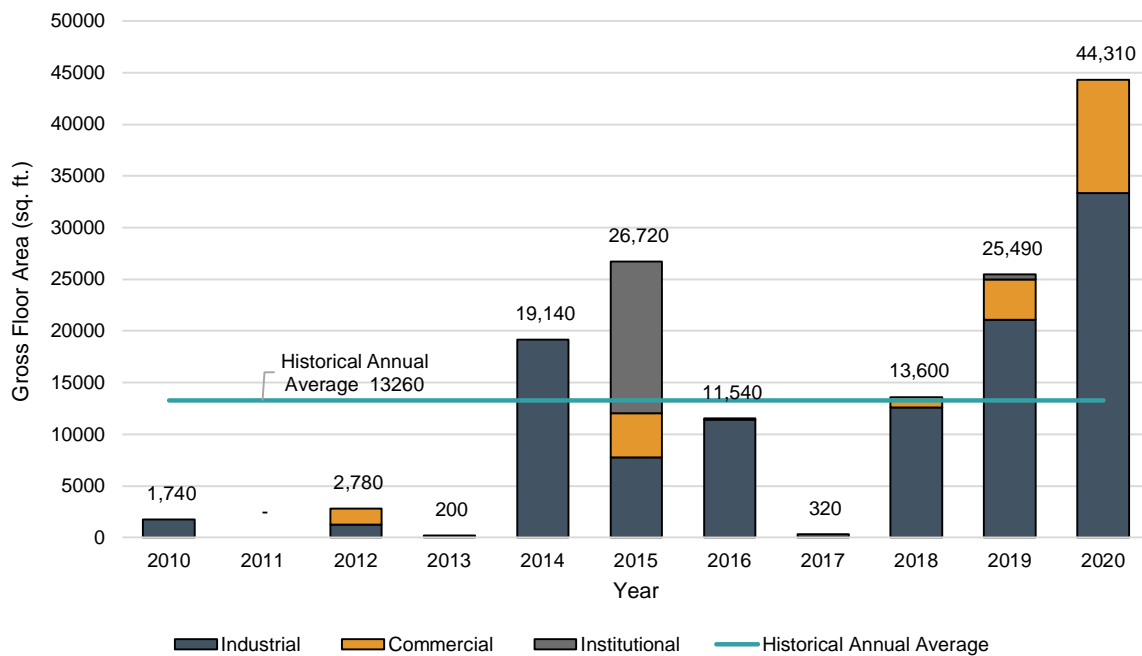
Note: Certain sectors have no employment in base year or employment growth in the Municipality and have been excluded from this graph. These sectors include - Arts, entertainment and recreation, Mining, quarrying, and oil and gas extraction, Information and cultural industries, Real estate and rental and leasing, Management of companies and enterprises.

3.5.5 Recent Non-Residential Development Activity and Trends

Over the 2010 to 2020 period, West Elgin averaged about 13,000 sq.ft. of non-residential development activity annually, as summarized in Figure 3-15. The Municipality experienced relatively strong non-residential development from 2014 to 2015, which has significantly increased over the last few years (i.e. between 2018 and 2020). The recent increase can be attributed largely to industrial development activity in Rodney along the Hoskins Line.

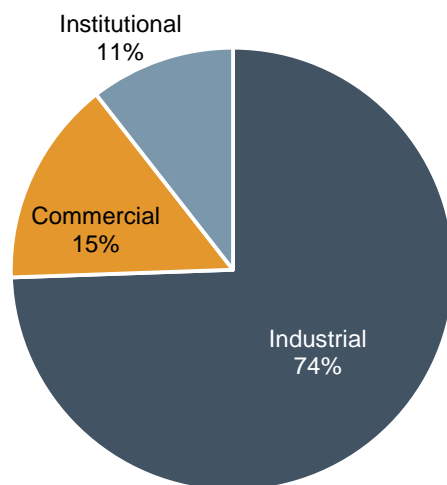
Over the past decade, nearly three-quarters (74%) of development activity GFA has been within the industrial sector (refer to Figure 3-16). In comparison, commercial and institutional development has accounted for 15% and 11%, respectively.

Figure 3-15: Municipality of West Elgin Annual Non-Residential Development Activity, 2010 to 2020



Source: Derived from Municipality of West Elgin Building Permit Data 2010-2020 by Watson & Associates Economists Ltd., 2021.

Figure 3-16: Municipality of West Elgin Non-Residential Development Activity by Sector, 2010 to 2020

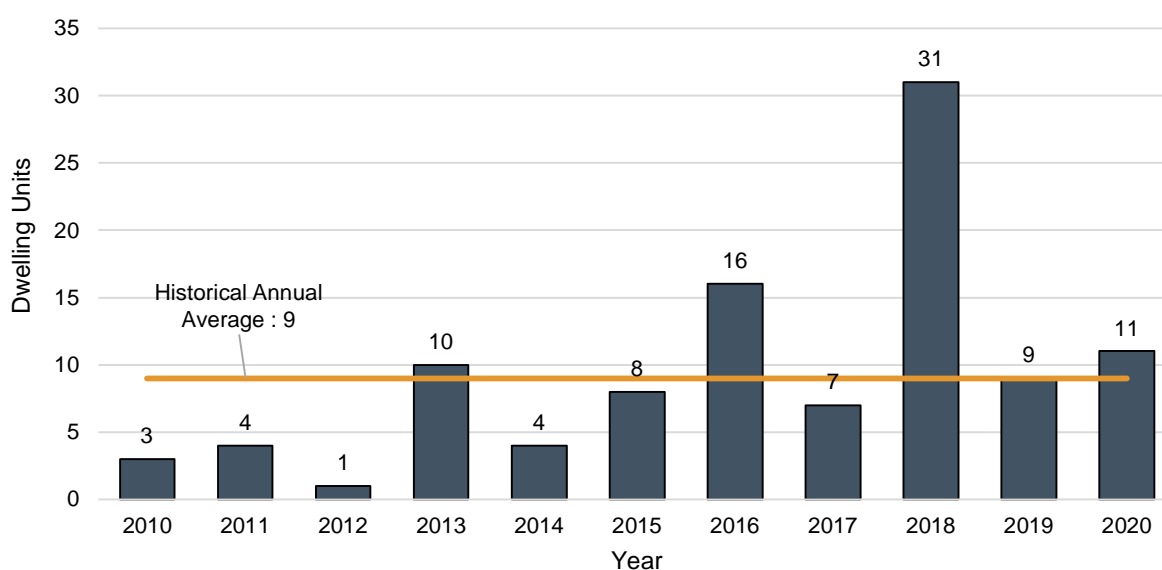


Source: Derived from Municipality of West Elgin Building Permit Data 2010-2020 by Watson & Associates Economists Ltd., 2021.

3.5.6 Housing Market Trends

West Elgin's current (2021) housing base of approximately 2,180 occupied dwelling units is comprised largely of low-density housing (single detached/semi-detached) which accounts for 91% of the total⁹. Over the past decade (i.e. 2010 to 2020), new residential unit construction in West Elgin has averaged approximately nine units annually, as illustrated in Figure 3-17. Recently, housing development has increased. Over the past five years (i.e. 2016 to 2020), residential development activity has averaged approximately 15 new units per year. Over the past decade, single detached dwellings have accounted for the vast majority (96%) of new dwelling units with limited development of higher-density/accessory units.¹⁰

Figure 3-17: Municipality of West Elgin New Housing Construction, 2010 to 2020



Source: Derived from Municipality of West Elgin Building Permit Data 2010-2020 by Watson & Associates Economists Ltd., 2021.

Figure 3-18 summarizes average housing occupancy in West Elgin in comparison to Elgin County and the provincial average over the 2006 to 2016 period. This is expressed as the average number of persons per dwelling unit (PPU).¹¹ As shown, the PPU decline in West Elgin has been more significant than that in Elgin County and the Province. West Elgin's current (2016) PPU of 2.37 is notably lower than the Elgin County or provincial averages (2.54 and 2.60, respectively).

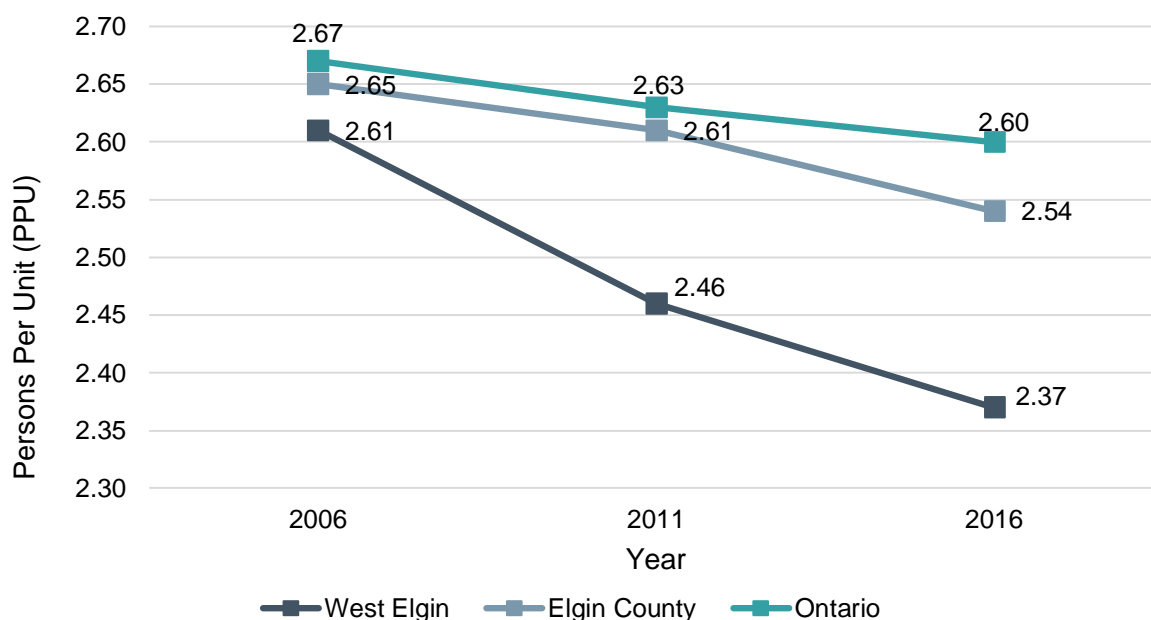
This downward trend in housing occupancy has been driven by the aging of the population which increases the proportionate share of empty-nester and single-occupancy households.

⁹ Estimate by Watson & Associates Economists Ltd., 2021.

¹⁰ Based on a review of the Municipality of West Elgin's building permit data by Watson & Associates Economists Ltd.

¹¹ Average number of persons per unit (PPU) defined as the total population divided by the number of occupied dwelling units.

Figure 3-18: West Elgin, Elgin County and Ontario – Average Household Occupancy (2006 to 2016)



Source: Derived from 2006-2016 Statistics Canada data by Watson & Associates Economists Ltd., 2021.

3.6 Municipality of West Elgin Population, Housing and Employment Forecast

A number of regional and local growth drivers have been identified, which are anticipated to influence future population, housing, and employment growth within West Elgin over the 2021 to 2046 period. These drivers are briefly discussed below, followed by a long-term population, housing, and employment forecast for West Elgin through 2046.

3.6.1 Growth Drivers

Despite the longer-term consequences of COVID-19 to some industries, firms, and individuals, the long-term economic outlook for the regional economy generally remains positive. Long-term population and employment potential in West Elgin is closely tied to the economic outlook for the broader economic region. Generally, economic development activity, as measured by employment and population growth, has steadily increased across the regional economy over the past few years.

Continued employment growth throughout the surrounding regional economy will continue to generate demand for new housing within West Elgin. New housing construction and associated local population growth is anticipated to generate demand for local industries within West Elgin in population-related employment sectors such as retail, accommodation and food services, as well as other personal service uses. Population growth, combined with the aging of the existing

population base, is also anticipated to place increasing demand on employment sectors and municipal services related to the growing population base of seniors, primarily related to the health care and social assistance sector.

The local economic base is also highly oriented towards small businesses and home-based occupations. Such businesses act as incubators for local economic development and stimulate innovation and entrepreneurialism. Over the forecast period, work at home employment in the Municipality is expected to steadily increase, driven by continued opportunities in the knowledge-based and creative-class economy. This will be facilitated by opportunities related to telecommuting and increased technology. Demographics also play a role in the employment outlook for work at home employment. As the population and labour force continue to age, it is likely that an increased number of working and semi-retired residents will be seeking lifestyles that will allow them to work from home on a full-time or part-time basis.

Population growth of the 55+ age group across Ontario will continue to be a key driver of housing growth in West Elgin over the next 25 years. For the Province of Ontario as a whole, the percentage of the 55+ age group to the total population is projected to increase from 30% in 2016 to 35% in 2046.¹² It is anticipated that the source of net migration to West Elgin within the 55+ age category will largely be from the surrounding regional area and, to a lesser extent, central Ontario or the Greater Golden Horseshoe (GGH).

Opportunities for more affordably priced, low-density housing, combined with proximity to urban and recreational amenities, a relatively milder climate relative to other regions of the Province and Country, and access to the rural countryside, offer an attractive quality of life that is especially appealing to those entering their retirement years. Access to recreational amenities and a small-town experience along the north shore of the Lake Erie waterfront has been a key draw for both permanent and seasonal residents to West Elgin. Retirees and empty nesters are anticipated to be key drivers of population growth in West Elgin from 2021 to 2046 with the strongest demand anticipated over the next decade.

To a lesser extent, future population as well as associated housing and community service needs in West Elgin will be driven by the Millennial generation and Generation Z. These two generations will continue to comprise an increasingly greater share of the labour force over the next 25 years as they become the primary component of the working-age population. The extent to which West Elgin can capitalize on potential demand from these demographic groups is subject to a number of economic and socio-economic variables (e.g. relative housing costs/affordability, local and regional employment opportunities, lifestyle preferences, local amenities, community services, and perceived quality of life).

¹² Based on Ministry of Finance Summer 2019 reference scenario projections for Ontario.

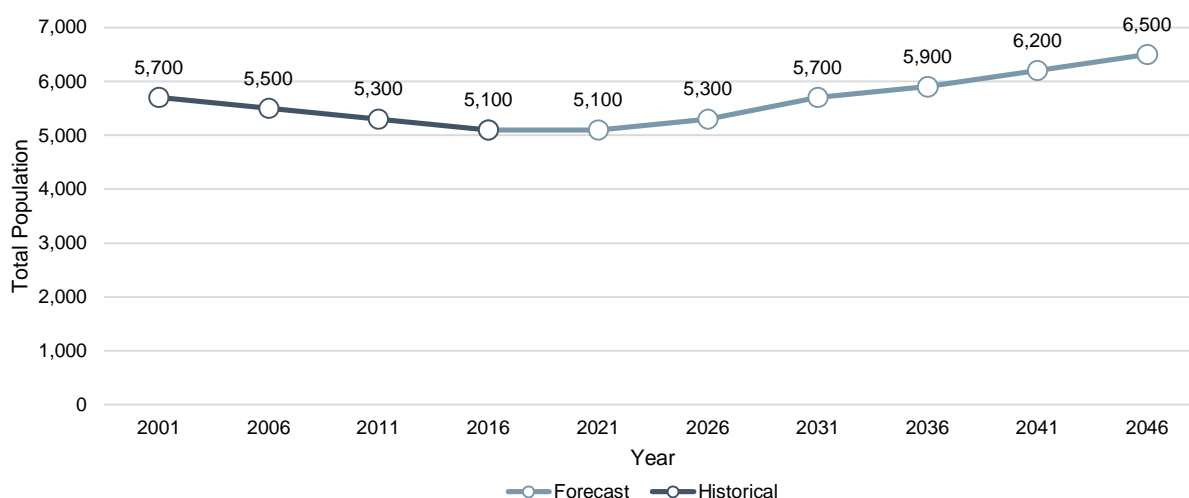
Future net migration associated with the 55+ age group, the Millennial generation, and Generation Z is anticipated to place development pressure on settlement areas within the Municipality including West Lorne and Rodney.

3.6.2 Municipality of West Elgin Population Forecast

As previously identified, recent trends across the broader regional economy are pointing towards stronger economic and population growth over the forecast period relative to historical trends over the past two decades. Figure 3-19 presents the population growth forecast for West Elgin from 2021 to 2046 in five-year increments and Figure 3-20 illustrates average annual growth rates for the forecast. Key observations include the following:

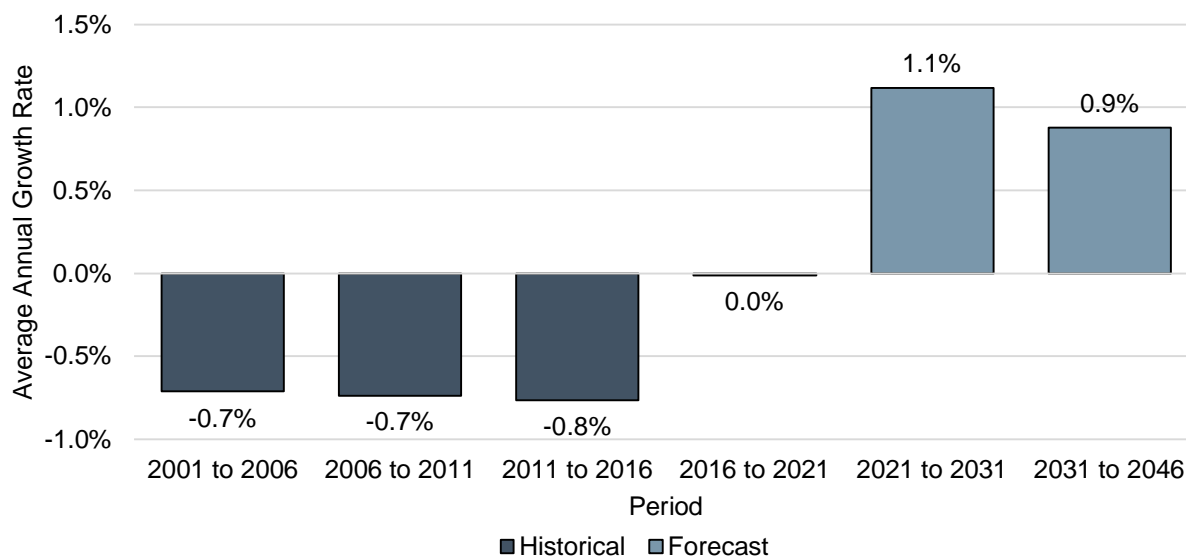
- Municipal-wide population is forecast to modestly increase from approximately 5,100 in 2021 to 5,700 in 2031, and to 6,500 by 2046, representing a population increase of 1.0% annually over the 25-year period.
- Forecast population growth is anticipated to be largely driven by in-migration (primarily from the surrounding region as well as from the GGH); and
- While the Municipality is projected to experience a modest population increase between 2021 and 2046, the rate of long-term population change for West Elgin is anticipated to be strongest over the first half of the forecast period, averaging 1.1% over the 2021 to 2031 period and 0.9% over the 2031 to 2046. Growth in the latter half of the forecast period will begin to slow due to the aging of the Baby Boom generation. As the population continues to age, population growth associated with natural increase (births less deaths) is expected to decrease, placing pressure on net migration to drive future population growth in West Elgin.

Figure 3-19: Municipality of West Elgin Population Growth Forecast, 2001 to 2046



Source: 2001 to 2016 derived from Statistics Canada Table 17-10-0139-01. 2021 to 2046 forecast prepared by Watson & Associates Economists Ltd., 2021.
Note: Population includes net Census undercount estimated at approximately 2.7%.

Figure 3-20: Municipality of West Elgin Average Annual Growth Rates



Source: 2001 to 2016 derived from Statistics Canada Table 17-10-0139-01.

2021 to 2046 forecast prepared by Watson & Associates Economists Ltd., 2021.

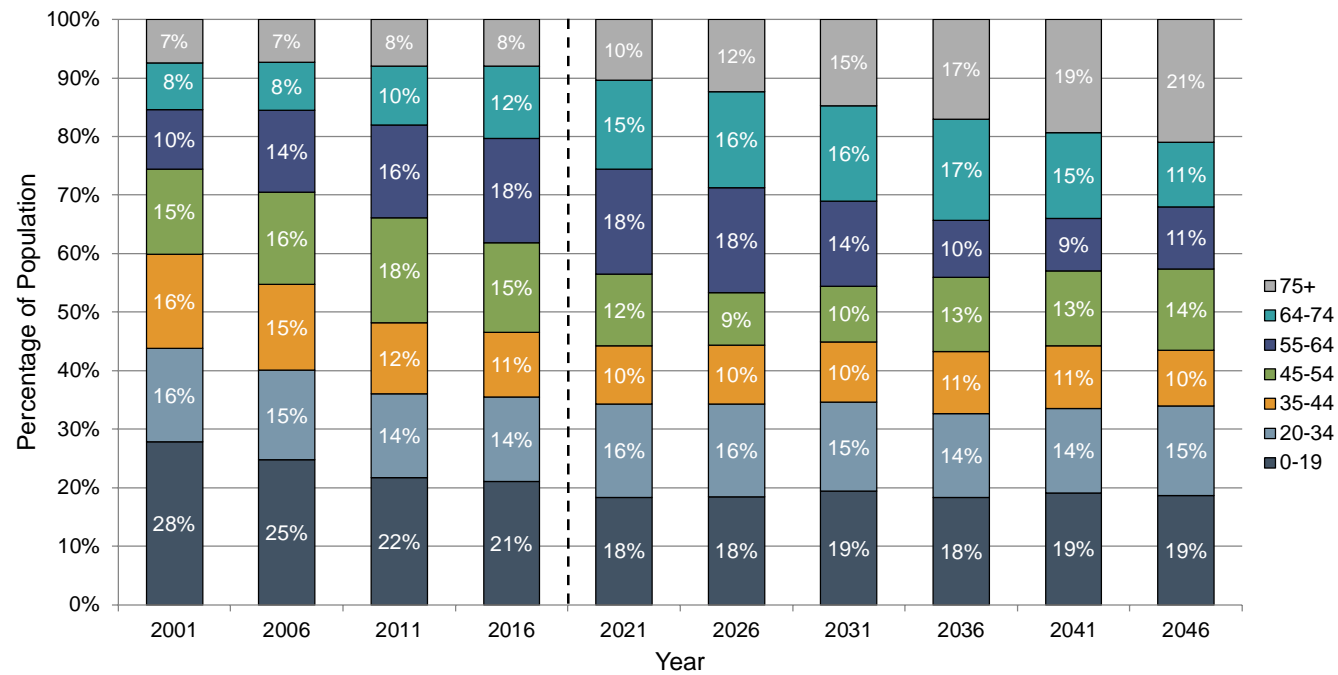
Note: Population includes net Census undercount estimated at approximately 2.7%. Figures have been rounded.

3.6.3 Municipality of West Elgin Population Forecast by Age Group

Figure 3-21 and Table 3.1 summarize West Elgin's population growth forecast by major age group over the 2016 to 2046 period. Key observations include:

- The percentage of population in the 0-19 age cohort (youth population) is forecast to slightly decline from 21% in 2016 to 19% in 2046;
- The population share of the 20-34 age cohort is forecast to slightly increase from 14% in 2016 to 15% in 2046;
- The population share in the 34-54 age group is forecast to decline to 26% from 2016 to 24% 2046;
- The population share in the 55-64 age cohort is forecast to decline from 18% from 2016 to 11% in 2046;
- The population share in the 64-74 age group (empty nesters/younger seniors) is forecast to steadily increase from 12% in 2016 to 17% in 2036 and then decline through 2046; and,
- The percentage of the population in the 75+ age group (older seniors) is forecast to more than double over the 25-year period, from 8% in 2016 to 21% in 2046. As a result, an increasing demand on the need for seniors' housing, affordable housing, as well as community and social services to support West Elgin's growing population base of older seniors is anticipated.

Figure 3-21: Municipality of West Elgin Forecast Population Share by Age Cohort, 2016 to 2041



Source: population forecast by age derived from 2001 to 2016 Statistics Canada Census by Watson & Associates Economists Ltd., 2021.
 2021 to 2046 forecast prepared by Watson & Associates Economists Ltd., 2021.
 Note: Population includes net Census undercount estimated at approximately 2.7%.

Table 3.1: Municipality of West Elgin Forecast Population by Age Cohort, 2016 to 2046

Cohort	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046
0-19	1,600	1,400	1,100	1,100	900	1,000	1,100	1,100	1,200	1,200
20-34	900	900	800	700	800	800	900	800	900	1,000
35-44	900	800	600	600	500	500	600	600	700	600
45-54	800	900	900	800	600	500	500	800	800	900
55-64	600	800	800	900	900	900	800	600	600	700
65-74	500	500	500	600	800	900	900	1,000	900	700
75+	400	400	400	400	500	700	800	1,000	1,200	1,400
Total	5,700	5,500	5,300	5,100	5,100	5,300	5,700	5,900	6,200	6,500

Source: 2001 to 2016 derived from Statistics Canada Census profile by Watson & Associates Economists Ltd., 2021. 2021 to 2046 forecast prepared by Watson & Associates Economists Ltd., 2021.

Note: Population includes net Census undercount estimated at approximately 2.7%. Numbers may not add precisely due to rounding.

3.6.4 Municipality of West Elgin Population Forecast by Age Group

Table 3.2 summarizes the long-term housing forecast for the Municipality of West Elgin while Figure 3-22 compares historical residential building permit activity¹³ to forecast annual new housing growth. Key observations include the following:

- The Municipality's housing base is forecast to increase by approximately 770 households, from 2,180 in 2021 to 2,950 in 2046. This represents an annual increase of 31 new households per year, which is notably higher than the historical average over the past decade;
- Historical housing growth in the Municipality increased significantly from 2016 to 2020 compared to recent historical years reviewed. Housing development is expected to continue to increase over the short- to medium-term;
- Over the longer-term forecast, annual housing growth is anticipated to gradually decline, largely due to the aging of the local and regional population base. The aging of the population base is also anticipated to result in a continued decline in the average PPU of households;
- New housing development is anticipated to remain oriented towards low-density housing forms, but over the forecast period the share of low-density housing decreases from 94% between 2016 and 2021, to 85% from 2021 to 2046; and,
- The housing mix from 2016 to 2021 is comprised of 94% low-density and 6% high-density units. From 2021 to 2031, the housing mix shifts to 92% low-density, 2% medium-density, and 7% high-density units. Between 2041 and 2046, the housing mix is comprised of 75% low-density, 10% medium-density, and 15% high-density units.

¹³ Residential building permits issued for new residential dwellings.

Table 3.2: Municipality of West Elgin Housing Forecast, 2021 to 2046

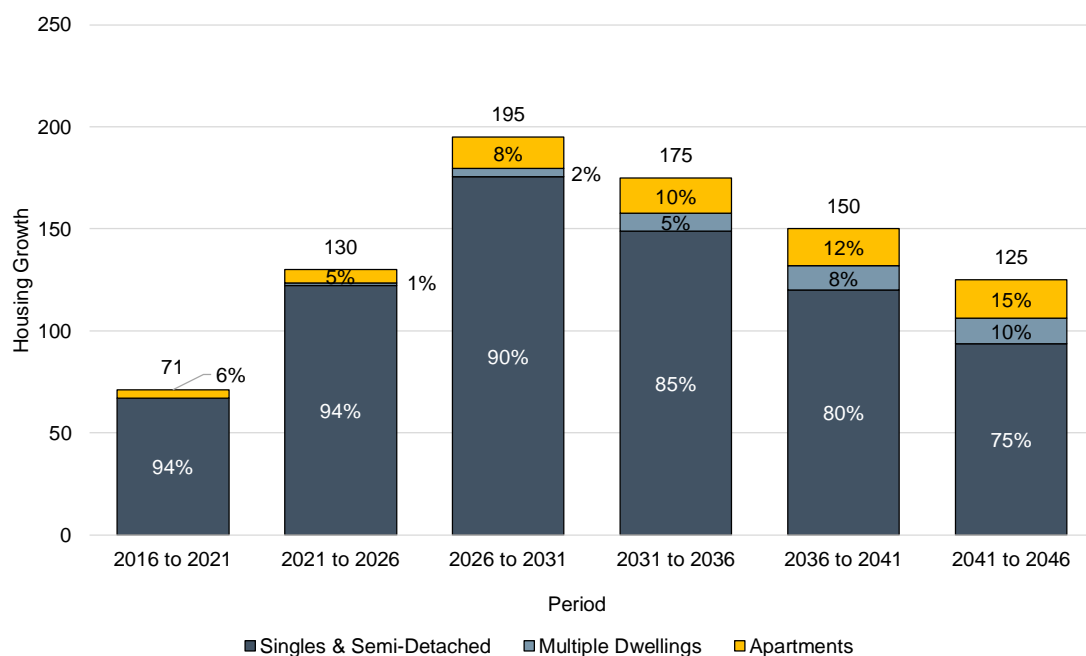
Year	Population		Housing Units					Persons Per Unit (PPU)
	Including Census Undercount ¹	Excluding Census Undercount	Singles & Semi-Detached	Multiple Dwellings ²	Apartments ³	Other	Total Households	
Historical								
2001	5,700	5,500	1,930	30	100	20	2,070	2.66
2006	5,500	5,400	1,880	40	120	40	2,070	2.61
2011	5,300	5,200	1,930	50	120	10	2,110	2.46
2016	5,100	5,000	1,910	40	160	0	2,110	2.37
Forecast								
2021	5,100	4,900	1,980	40	160	0	2,180	2.25
2026	5,300	5,100	2,100	40	170	0	2,310	2.21
2031	5,700	5,500	2,270	40	190	0	2,500	2.20
2036	5,900	5,800	2,420	50	200	0	2,680	2.16
2041	6,200	6,100	2,540	60	220	0	2,830	2.16
2046	6,500	6,300	2,640	70	240	0	2,950	2.14
Incremental								
2001 to 2016	-600	-500	-20	10	60	-20	40	
2016 to 2021	0	-100	70	0	0	0	70	
2021 to 2026	200	200	120	0	10	0	130	
2021 to 2031	600	600	290	0	30	0	320	
2021 to 2036	800	900	440	10	40	0	500	
2021 to 2041	1,100	1,200	560	20	60	0	650	
2021 to 2046	1,400	1,400	660	30	80	0	770	

Source: Watson & Associates Economists Ltd., 2021.

Note: Figures may not add precisely due to rounding.

¹ Includes net Census undercount estimated at approximately 2.7%.² Includes townhouses and apartments in duplexes.³ Includes bachelor, 1-bedroom, and 2-bedroom+ apartments.

Figure 3-22: Municipality of West Elgin Housing Forecast, 2021 to 2046



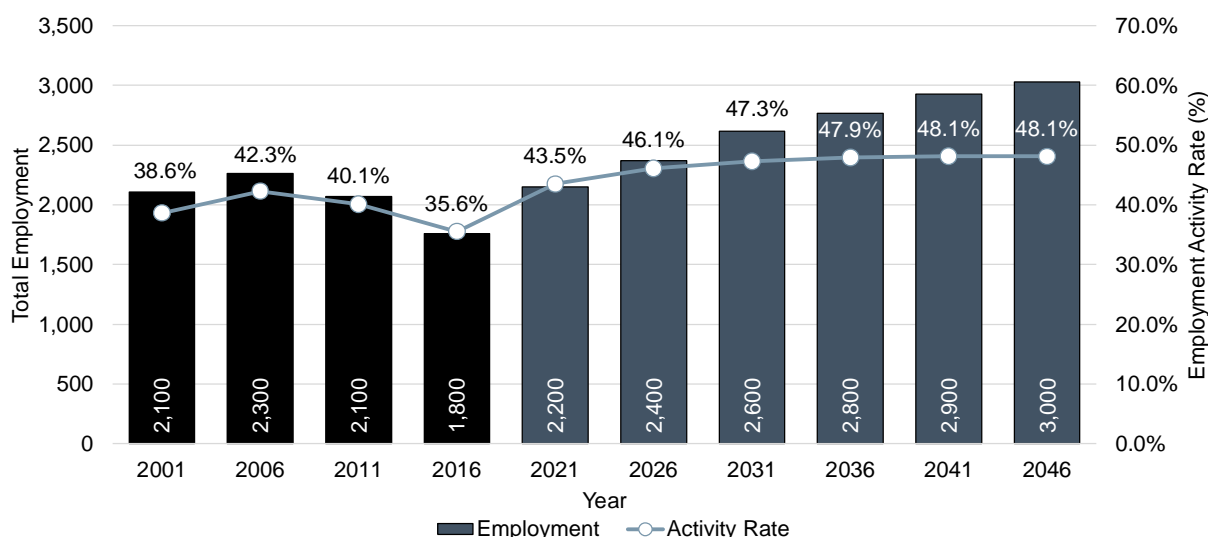
Source: 2016 to 2021 forecast prepared with building permit data from Municipality of West Elgin. 2021 to 2046 forecast prepared by Watson & Associates Economists Ltd., 2021.

Note: Figures may not add precisely due to rounding.

3.6.5 Municipality of West Elgin Housing Forecast

As shown in Figure 3-23, the Municipality's employment activity rate is expected to increase from 35.6% in 2016 to 48.1% by 2046.¹⁴ Between 2021 and 2046, West Elgin is expected to increase its total employment by 880 jobs, which represents an annual growth rate of 1.4% or 35 jobs annually. This increase is anticipated to be largely driven by local employment opportunities within the local and regional export-based employment sectors (e.g. transportation, wholesale trade, construction, small-scale manufacturing and agri-business) as well as population-related employment sectors such as retail, accommodation and food, professional, scientific and technical scientific services and health and social services. Forecast job growth is also anticipated to be accommodated through home occupations, home-based businesses, and off-site employment.

Figure 3-23: Municipality of West Elgin Historical and Forecast Employment Forecast, 2001 to 2046

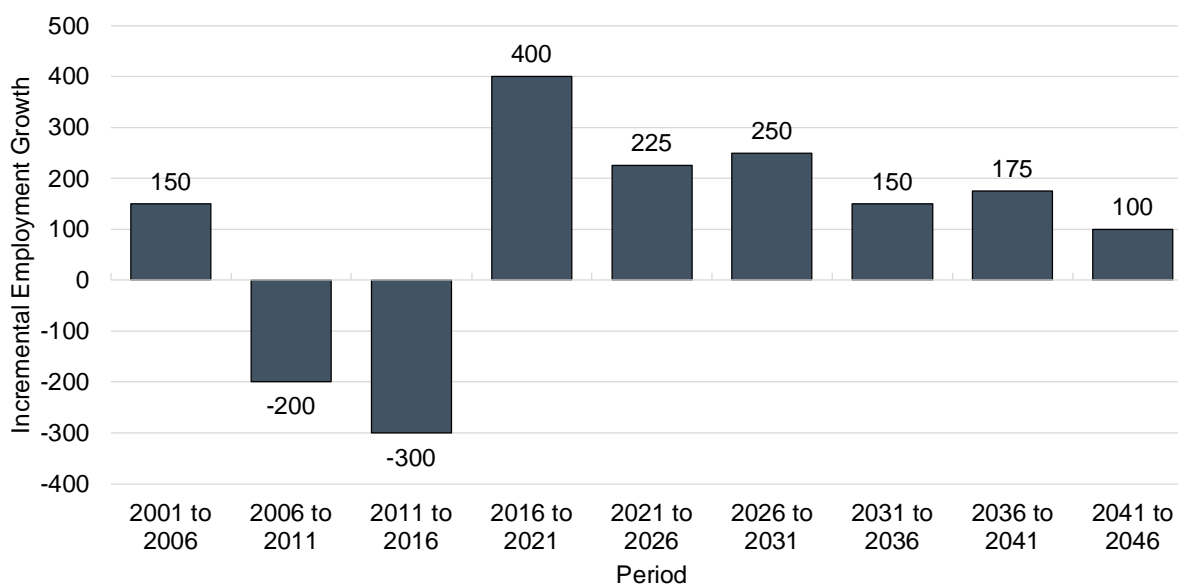


Source: Historical 2001 to 2016 from Statistics Canada place of work data. Forecast 2021 to 2046 prepared by Watson & Associates Economists Ltd., 2021.
 Note: Figures have been rounded.
 Employment figures include work at home and No Fixed Place of Work (NFPOW) defined by Statistics Canada as persons who do not go from home to the same workplace location at the beginning of each shift". Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."

Figure 3-24 summarizes the forecast employment growth in five-year increments over the forecast period (2021 to 2046) in comparison to historical trends (2001 to 2016). Over the 2021 to 2026 period, employment is forecast to lose momentum and grow by 225 jobs. Employment growth is anticipated to remain relatively steady over the 2026 to 2036 period. By the later end of the forecast period (2041 to 2046), however, employment growth is forecast to grow by 100 jobs over the 5-year period, largely as a result of the age of the population and labour force relative to the previous 10-year period.

¹⁴ An activity rate is the ratio of jobs to population.

Figure 3-24: Municipality of West Elgin Historical and Forecast Incremental Employment Growth, 2001 to 2046



Source: Historical 2001 to 2016 from Statistics Canada place of work data. Forecast 2021 to 2046 prepared by Watson & Associates Economists Ltd., 2021.

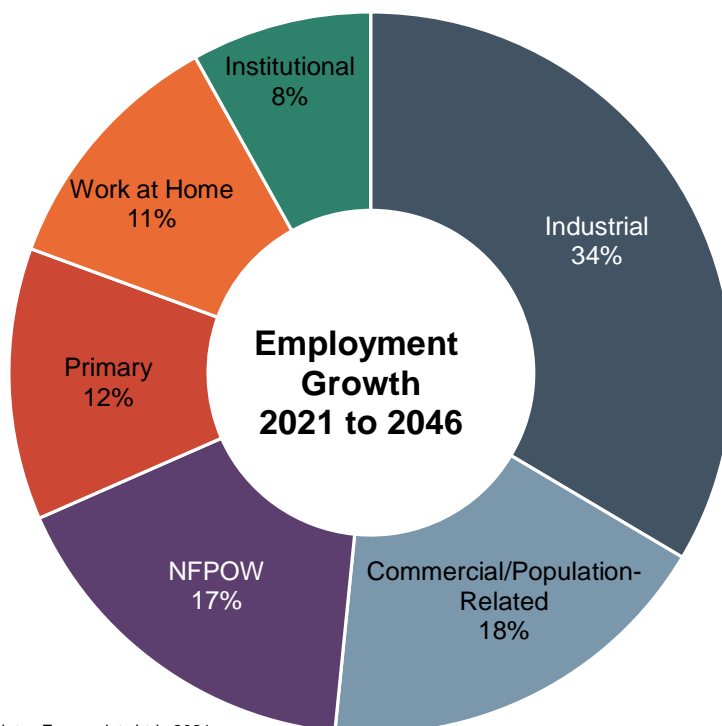
Note: Figures have been rounded.

Employment figures include work at home and No Fixed Place of Work (NFPow) defined by Statistics Canada as persons who do not go from home to the same workplace location at the beginning of each shift". Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc."

Figure 3-25 displays the share of growth by industry during the 2016 to 2046 forecast period. Land-based commercial, industrial, institutional and primary employment sectors are anticipated to account for approximately 72% of employment growth over the forecast period. No fixed place of work¹⁵ and work at home employment categories are forecast to comprise the remaining 28% of employment growth.

¹⁵ No fixed place of work employment represents persons who do not go from home to the same workplace location at the beginning of each shift. Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.

Figure 3-25: Municipality of West Elgin Share of Employment Growth, 2021 to 2046



Source: Watson & Associates Economists Ltd., 2021.

Note: Employment figures include work at home and no fixed place of work (NFPOW). Numbers have been rounded and may not add precisely.

With respect to employment growth by major employment sector, the following observations have been made:

Primary Employment – Employment in the primary sector (i.e. agriculture and other resource-based employment) has picked up momentum and is anticipated to continue over the forecast period, growing 12% over the forecast. In 2021, there are approximately 145 primary jobs in West Elgin. Over the next 25 years (2021-2046), primary employment is expected to grow to 250 jobs, which represents an increase of 105 jobs.

Industrial Employment – Future industrial employment growth in West Elgin is anticipated to total approximately 300 jobs over the 2021 to 2046 period, accounting for 34% of employment growth. Industrial employment represents the Municipality's largest major sector, and this trend is expected to continue over the forecast. Industrial employment growth is anticipated to be concentrated in sectors related to small/medium-scale manufacturing (primarily firms that are technology intensive), construction, food processing and transportation and warehousing.

Commercial Employment – Commercial/population-related employment (which includes retail sectors) represents West Elgin's second largest major sector with respect to total employment growth. This sector is largely driven by local population growth. Commercial employment growth is forecast to increase by approximately 160 jobs over the 2021 to 2046 period, accounting for 18% of total employment growth.

Institutional Employment – West Elgin is anticipated to experience a modest employment increase in the institutional sector, representing 70 jobs (8% of total employment growth), which will be largely driven by population growth. This includes employment growth in education, health and social services and other institutional facilities (i.e. cultural, religious). The Municipality is expected to experience an increase in seniors' health facilities/services, including retirement homes and assisted living facilities, as well as other institutional-related development due to a growing, but aging population base.

Work at Home – In addition to reviewing employment trends by usual place of work, consideration has also been given to the employment outlook in West Elgin for employees who work at home. Over the forecast period, work at home employment in the Municipality is expected to expand by 100 jobs, driven by forecast growth in the knowledge-based and creative-class economy. This will be facilitated by opportunities related to telecommuting and increased technology. Demographics also play a role in the employment outlook for work at home employment. As the Municipality's population and labour force continue to age, it is likely that an increased number of working and semi-retired residents will be seeking lifestyles that will allow them to work from home on a full-time or part-time basis.

No Fixed Place of Work (NFPOW) – This type of employment is forecast to steadily increase within the Municipality over the long term, largely driven by steady employment growth in the construction, and transportation and warehousing sectors. Over the forecast period, NFPOW employment is expected to expand by approximately 150 jobs, 17% of the total employment growth.



4 GROWTH MANAGEMENT

4.1 Residential Land Supply

4.1.1 Residential Land Designations

The following is a brief overview of the OP policies related to residential land uses.

Settlement Area Hierarchy

There are six settlement areas identified in the West Elgin Official Plan. The Municipality of West Elgin OP differentiates between Village Areas (Rodney and West Lorne), the Rural Area which includes hamlets (Clachan, Eagle and New Glasgow) and Lakeshore Area which includes another hamlet (Port Glasgow). The villages of Rodney and West Lorne are the two largest and only fully serviced settlement areas and are the most logical and desirable areas to concentrate most of the Municipality's future growth. The hamlets are not intended for significant growth or locations where growth will be directed as per the Provincial Policy Statement direction. Eagle, New Glasgow and Port Glasgow are serviced by the West Elgin Primary Water Supply System while Clachan relies on individual wells. Municipal sanitary sewage services are not available in any of the hamlets and may be a significant cost to provide. The hamlets rely on private on-site systems, which are primarily septic tank and tile bed systems. Further, it is noted the growth

constraints of: absence of full municipal services, lack of community functions and lack of amenities; and, the provincial direction that the majority of new growth be directed to urban areas on full municipal services may be barriers to development and growth in these areas.

For context purposes, the County of Elgin Official Plan outlines a more nuanced hierarchy of settlement areas for West Elgin, identifying five of the six settlement areas and distinguishing between different tiers.

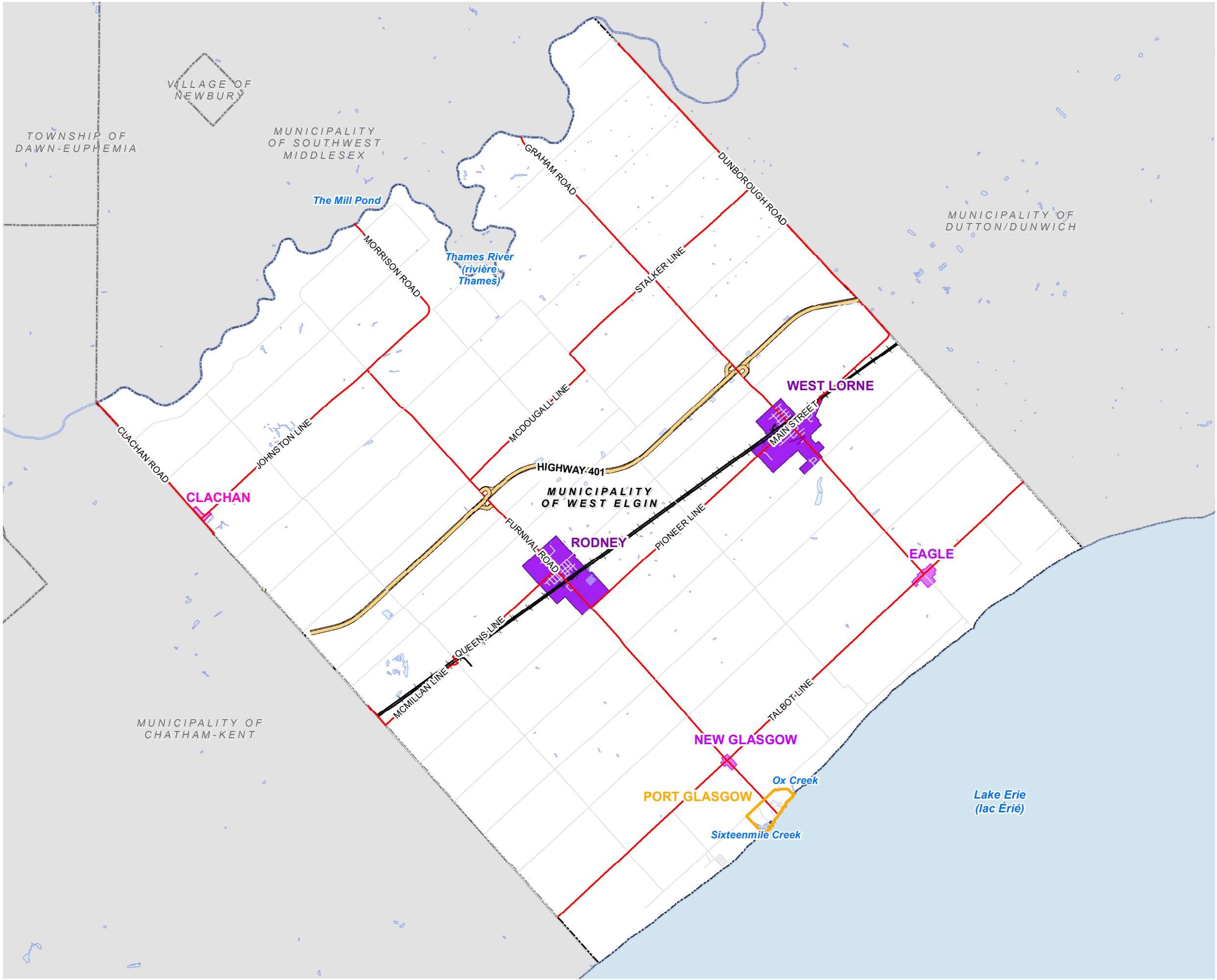
Tier 1 Settlement Areas have full municipal services (water and sewage) and are described as central communities where majority of new growth is directed. At the time the County's Official Plan was prepared, Rodney and West Lorne were identified as West Elgin's Tier 1 settlement area, with access to both municipal water and sewer services. Tier 2 settlement areas are on partial services (municipal water/individual on-site sewage services or individual on-site water/municipal sewage services). New Glasgow and Eagle are identified as Tier 2 settlement areas in the County's Official Plan. Infilling and rounding of existing development is permitted given that the proposed development is within the reserve sewage system capacity and reserve water system capacity and if site conditions allow for the long-term use of these services. Tier 3 includes settlement areas which are the smallest communities in the County and have a residential function and no municipal services. The County's Official Plan identifies Clachan as the only Tier 3 Settlement Areas. Figure 4-1 shows the County of Elgin's breakdown of the Settlement Areas within West Elgin and Map 4-1: Context Map

provides a visual context. It is noted that Port Glasgow is not included in the County's Official Plan tiers. Port Glasgow is located in the Lakeshore Area of West Elgin. The Lakeshore Area is not considered a Settlement Area according to the County's Official Plan urban structure.

As part of West Elgin's Official Plan Review process, there is an opportunity to refine the overall planned community structure to ensure alignment with the County Official Plan and the Municipal Comprehensive Review undertaken by the County. The future role for West Elgin's main settlement areas will be determined through this Official Plan Review. The following sub-sections provide additional context on land supply.

Figure 4-1: County of Elgin's Breakdown of the Settlement Areas





The Municipality of
West Elgin

**MUNICIPALITY OF
WEST ELGIN**

CONTEXT MAP

Map 4-1

- Settlement Area Tier 1
- Settlement Area Tier 2
- Settlement Area Tier 3
- Port Glasgow
- Municipal Boundary
- Highway
- Major Road
- Local Road
- Railway
- Waterbody

Notes:

SCALE 1:100,000
0 0.5 1 2 km



MAP DRAWING INFORMATION:
DATA PROVIDED BY MUNICIPALITY OF WEST ELGIN
AND MNRF (2021)

MAP CREATED BY: PR
MAP CHECKED BY: ZS
MAP PROJECTION: NAD 1983 UTM Zone 17N



PROJECT: 20-3911
STATUS: DRAFT
DATE: 2021-07-08

Residential

In accordance with Section 5.2 of the West Elgin Official Plan, lands designated for residential purposes are located within the Village Areas and include existing residential development and lands identified for future residential development. Development, historically, has been primarily in the form of single-detached dwellings; however, other built form types are permitted and encouraged in order to meet the socio-economic needs of the area. The full range of permitted uses within the Residential designation are single unit dwellings, semi-detached dwellings, apartments in houses, townhouses and low-rise small-scale apartment buildings. Secondary uses, such as churches, schools, neighbourhood parks, nurse and rest homes, garden suites, group homes and home occupations are also permitted. Lands designated residential are identified on Schedules C and D of the Official Plan. In terms of scale, density and form, the Official Plan requires that new residential development respect and be sensitive to the 'small town' character of the villages. Medium density residential development is encouraged to locate on sites with direct or proximate access to a County Road; sites in proximity to the 'Downtown Core', schools and/or parks and open space; and, sites which due to their size, configuration or neighbouring land uses are considered suitable for such purposes.

Downtown Core

Within the Downtown Core, residential uses are permitted as Secondary Uses, where they serve a function of enhancing and strengthening the identity, diversity and function of the 'Downtown Core'. New residential units in the form of apartments over ground floor commercial uses and as a component of mixed-use developments shall be encouraged where they will not detract from, or be in conflict with, business activity at street level.

Hamlets

Within the Hamlet Areas, growth has been limited and continues to be limited as a result of the lack of full municipal services, community functions and amenities. The Hamlet Areas include, Eagle, New Glasgow, Port Glasgow and Clachan. Due to the lack of servicing, future development of the Hamlets is intended to continue to be limited and restricted. Within these areas, the use of land is to be limited to single detached dwellings. Development is further limited to infilling, rounding out and minor extensions to existing development within the boundaries of the Hamlets.

Rural Residential

The Rural Residential designation includes concentrations of existing rural residential development on Graham Road (County Road No. 76) south of West Lorne between Thomson Line and Talbot Line (Eagle) and on Pioneer Line between Rodney and West Lorne. The size and shape of undeveloped parcels in these areas limits their use for agricultural purposes. Residential development in this area is limited to single detached dwellings on large lots and would be subject to compliance with the MDS Formulae.

4.1.2 Residential Land Inventory

To better understand the potential for future growth within each of the Municipality's two main settlement areas, a residential and employment land supply analysis was undertaken. According to subdivision data provided by the Municipality, there are 278 units of potential residential development with some form of approval (draft approved/unbuilt units on registered plans). The majority of these units are within West Lorne (256) while the balance are located in Rodney (22). Hamlets were excluded from the pipeline inventory. The majority of the development pipeline consists of single detached dwellings (72%), followed by townhouse units (20%) and apartment units (8%) Table 4.1 provides a detailed breakdown of the Tier 1 Settlement Area Development Pipeline.

In addition to the development approvals noted above, there are additional lands designated for development within each of the Municipality's settlement areas. Limited growth, in the form of single detached dwellings, is also permitted with the Hamlets, which were considered as part of the supply potential. Table 4.2 provides a summary of vacant residential lands, along with an estimate of development potential within the remaining lands. Table 4.2 shows that there is potential for an addition 592 residential units through the development of remaining vacant lands. Approximately 97% (581 residential units) are located in the Settlement Areas of Rodney and West Lorne. The remaining 3% (11 residential units) are located in the Hamlets. New Glasgow does not have any vacant land potential given that the 0.21 hectares available is covered by a woodland, and therefore the area is not considered vacant, development potential. Map 4-2 provides a visual reference for West Lorne's land supply and Map 4-3 provides a visual reference for Rodney's land supply. The areas shown on these maps represent the gross area of each parcel, while Table 4.2 provides the calculations for the net developable land area. The analysis was, thus, performed on the net developable area.

For the Settlement Areas, the analysis assumes a target housing mix of 95% single-detached, 2.5% townhouse, and 3.5% apartment dwellings. The analysis assumes a density of 12 units per hectare for single detached dwelling and 40 units per hectare for townhouses/row dwelling and 40 units per hectare for apartments.

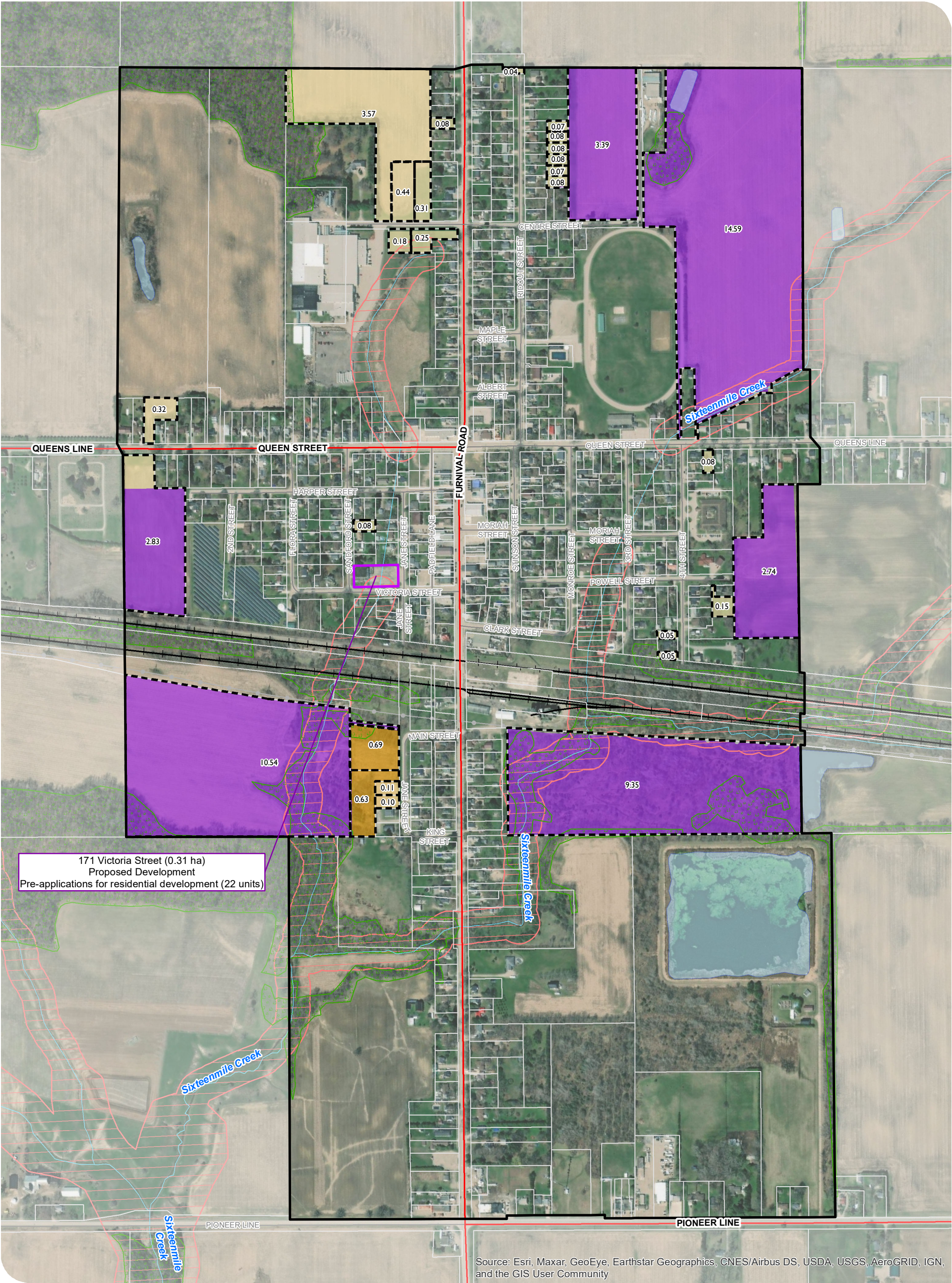
For the Hamlets, the analysis assumes a target housing mix of 100% single-detached dwellings and a density of 5 units per hectare for single detached dwellings. The density is reduced in the hamlet based on partial services and lot size assumptions which are intended to allow for private sanitary services.

The vacant land potential, in terms of unit yield anticipates 63% of the growth will occur in Rodney, with 317 single detached, 19 townhouse and 37 apartment dwellings; 35% will occur in West Lorne, with 177 single detached, 10 townhouse and 21 apartment dwellings; and, 2% will occur in the hamlets, all of which will be single detached (11 units)

Table 4.2 to Table 4.4 illustrate the location of the vacant lands.

Table 4.1: Settlement Area Residential Development Approvals

Settlement Area	Subdivision	Status as of July 2021	Single Detached Units	Townhouse Units	Apartment Units	Total Units	Total Parcel Area (ha)	Average Density (units per hectare)
West Lorne	Aldo Caranci	Conditionally Approved	67	0	0	67	6.6	10
West Lorne	West Lorne	Proposed Draft Plan	133	34	0	167	15.0	11
West Lorne	Louis Arvai	Proposed Development	0	22	0	22	0.7	33
Rodney	171 Victoria Street	Proposed Development	0	0	22	22	0.3	71
Total	N/A	N/A	200	56	22	278	22.7	N/A



Source: Esri, Maxar, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

**MUNICIPALITY OF
WEST ELGIN**

RODNEY LAND SUPPLY

Map 4-3



The Municipality of
West Elgin

- Major Road
- Local Road
- Railway
- Hydro Line
- Watercourse
- Waterbody
- Wooded Area
- Approximate Limit of Hazard Lands

- Parcel Boundary
- Vacant Parcel - Area in Hectares
- Approved or Proposed Development
- Settlement Area Boundary

- Zoning**
- FR - Future Residential
 - R1 - Residential First Density
 - R2 - Residential Second Density
 - R3 - Residential Third Density

SCALE 1:6,500

0 0.04 0.08 0.16 km



MAP DRAWING INFORMATION:
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MAP CREATED BY: PR
MAP CHECKED BY: ZS
MAP PROJECTION: NAD 1983 UTM Zone 17N

PROJECT: 20-3911 STATUS: DRAFT DATE: 2021-08-12

Table 4.2: Settlement Area and Hamlets Vacant Land Potential

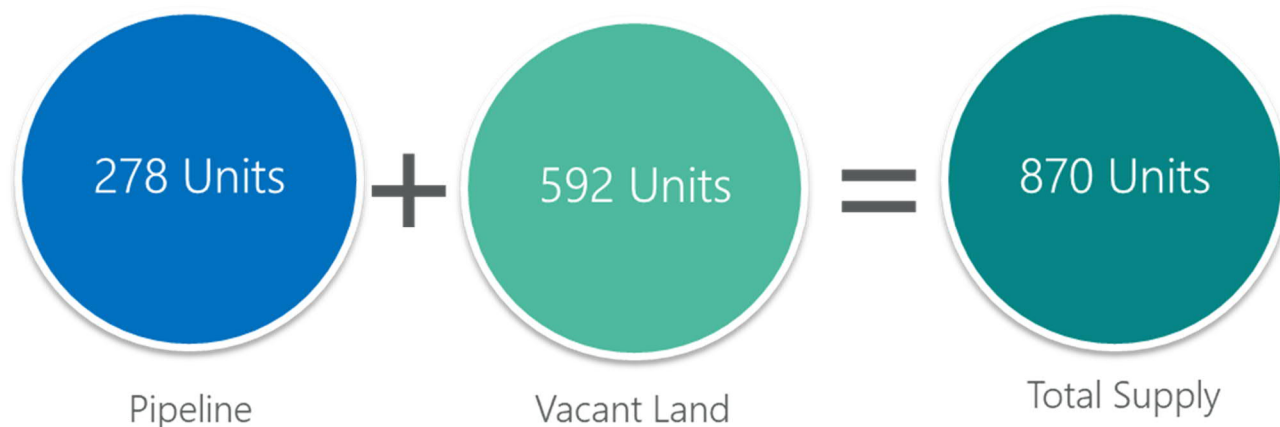
Location	Vacant Residential Land (net ha)	Gross Net Adjustment (%)	Net Developable Area (ha)	Total Units
Rodney (Settlement Area)	42.79	65%	27.81	373
West Lorne (Settlement Area)	23.85	65%	15.50	208
Settlement Area Sub Total	66.72	N/A	43.37	581
Clachan (Hamlet)	3.05	65%	1.99	10
Eagle (Hamlet)	0.44	65%	0.29	1
New Glasgow (Hamlet)	0.00	65%	0.00	0.00
Port Glasgow (Hamlet / Lakeshore Area)	0.15	65%	0.10	0.00
Hamlets Sub Total	3.65	N/A	2.37	11
Total	69.69	N/A	45.30	592

Table 4.3: Settlement Area and Hamlets Vacant Land Potential by Unit Type

Location	Single Detached Units	Townhouse Units	Apartment Units	Proportion of Housing Growth
Rodney	317	19	37	63%
West Lorne	177	10	21	35%
Hamlets	11	0	0	2%
Total	505	29	58	100%
Rodney	317	19	37	63%

The combination of development approvals and capacity within the vacant lands shows that the Township has the potential to add an additional 870 residential units (Figure 4-2).

Figure 4-2: Residential Land Supply, Municipality of West Elgin



As discussed in earlier sections of this report, the demand anticipated for West Elgin over the planning horizon is 770 units. Accordingly, the growth in the Settlement Areas and Hamlets will be sufficient to meet the total projected number of units required. Map 4-4 shows all of the hamlets land supply and Map 4-5 shows Port Glasgow's land supply with the associated development approvals.

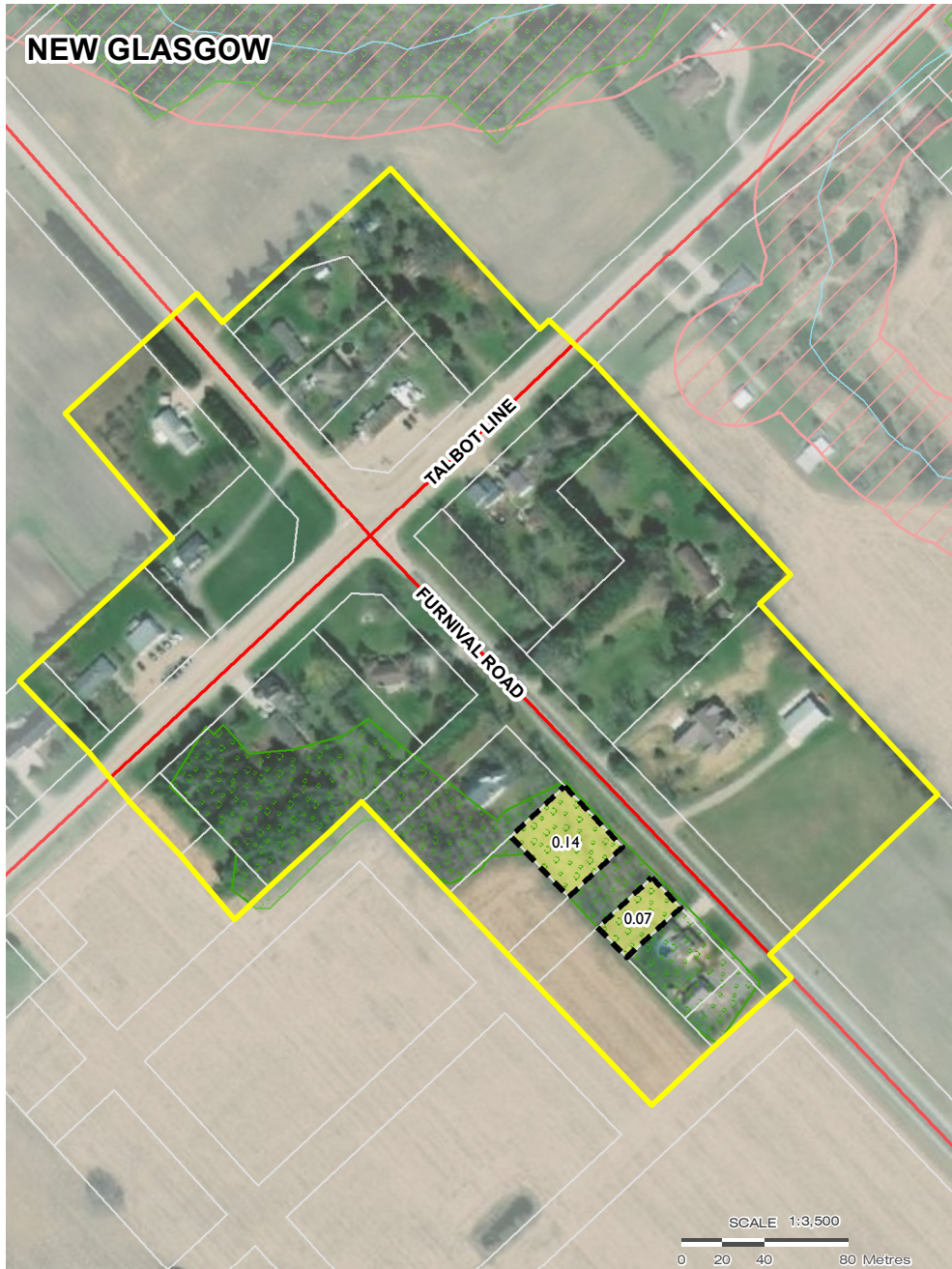
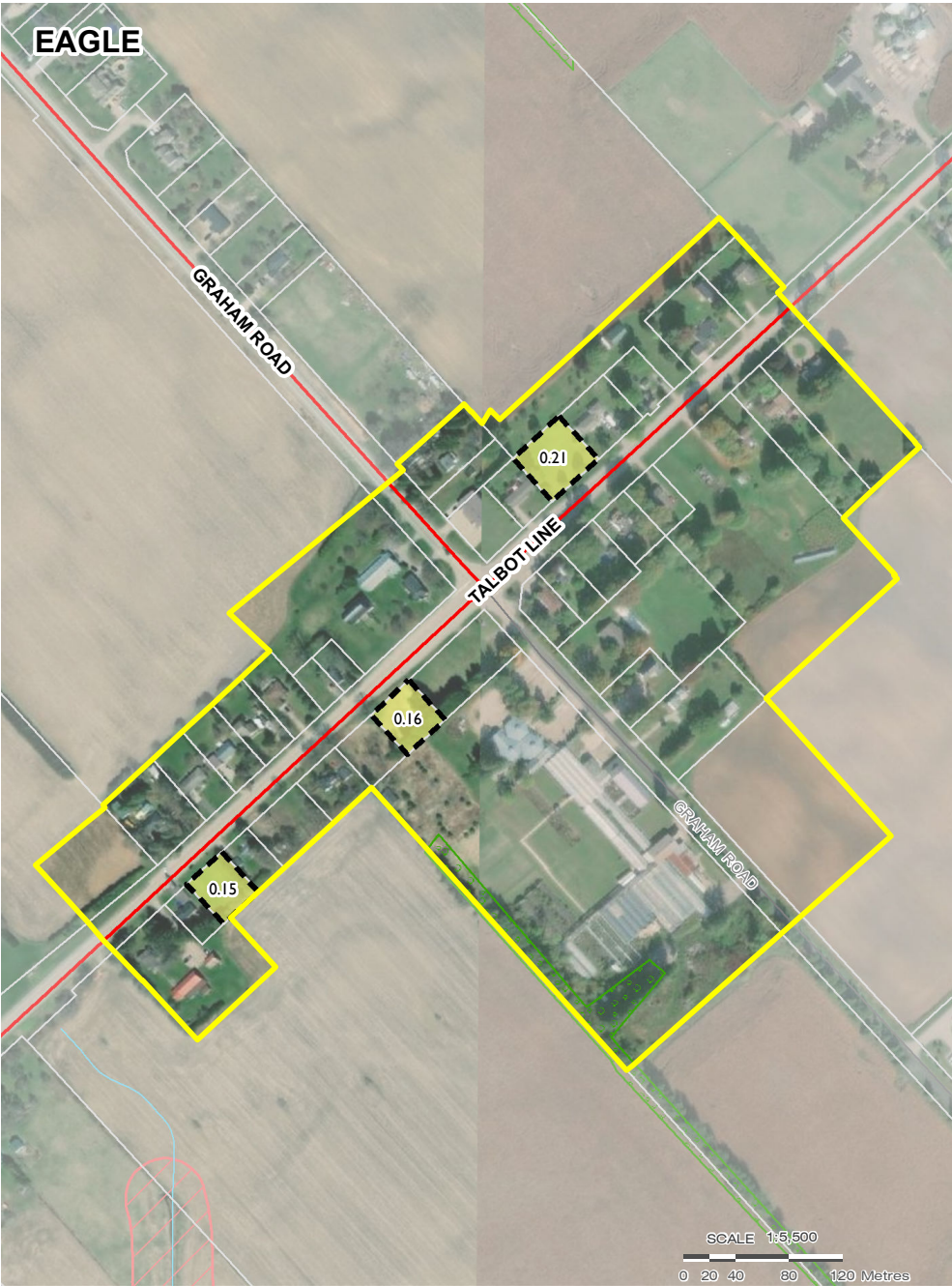
The analysis indicates capacity within West Elgin's Settlement Areas for:

- 705 single and semi-detached dwelling units;
- 85 townhouse/row dwelling units; and,
- 80 apartment dwelling units.

Taken together, the land supply analysis indicates a capacity for a total of 870 residential units.

The forecast included in Figure 3-23 and 3-24 of this report identifies the following demand for residential units is:


- 660 single and semi-detached dwelling units;
- 30 townhouse/row dwelling units; and,
- 80 apartment dwelling units.















MUNICIPALITY OF WEST ELGIN


HAMLETS LAND SUPPLY

Map 4-4




The Municipality of
West Elgin

			
			
		Zoning	
			

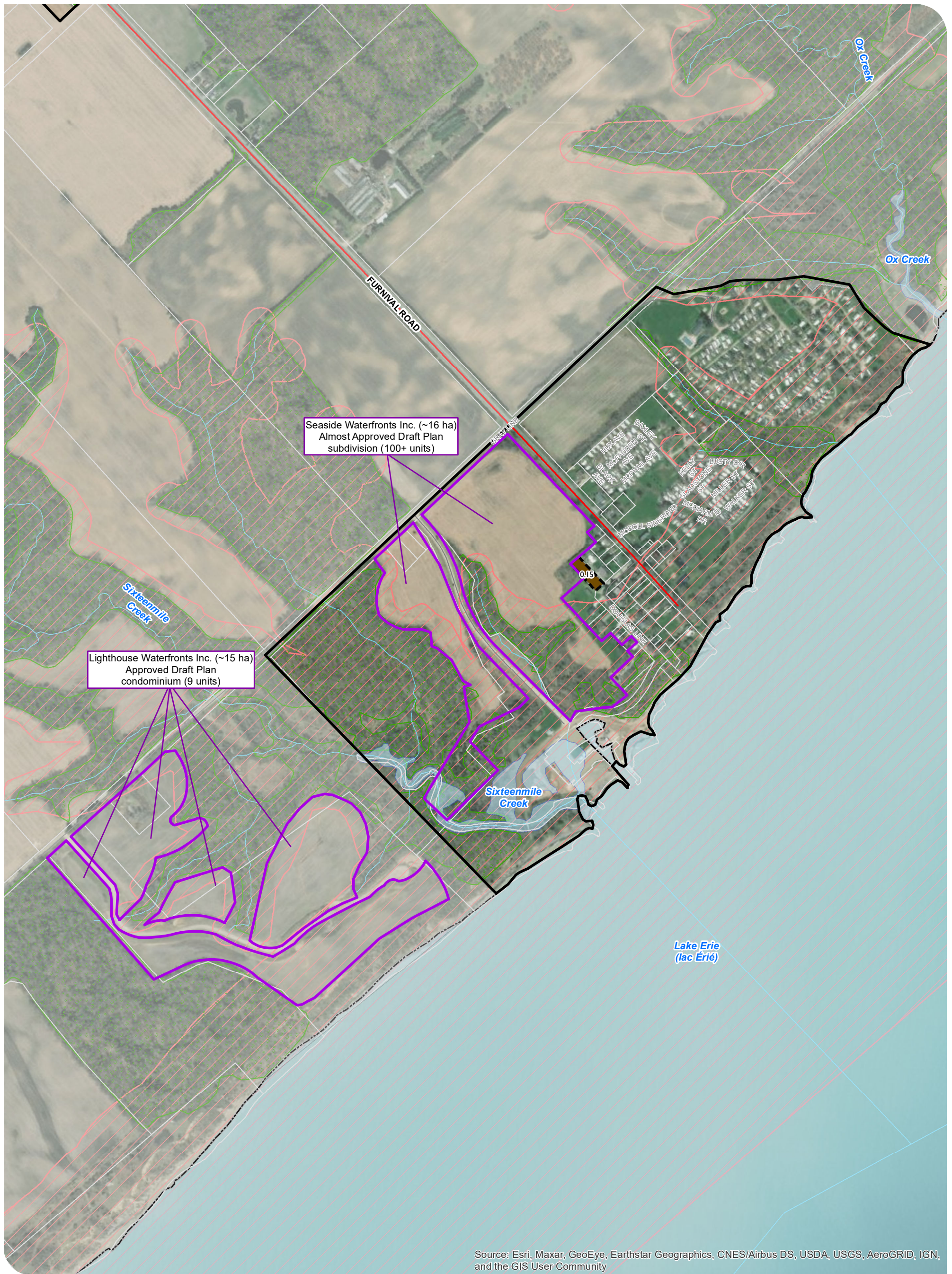


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MAP CREATED BY: PR
MAP CHECKED BY: ZS
MAP PROJECTION: NAD 1983 UTM Zone 17N



PROJECT: 20-3911 STATUS: DRAFT DATE: 2021-07-08



**MUNICIPALITY OF
WEST ELGIN**

PORT GLASGOW LAND SUPPLY WITH DEVELOPMENT APPROVALS

Map 4-5



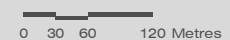
The Municipality of
West Elgin



MAP DRAWING INFORMATION:
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AND MNR (2021)

MAP CREATED BY: PR
MAP CHECKED BY: ZS
MAP PROJECTION: NAD 1983 UTM Zone 17N

SCALE 1:7,000



PROJECT: 20-3911 STATUS: DRAFT DATE: 2021-07-08

Based on this analysis, it can be concluded that there is generally enough land supply to meet the demand forecast and housing mix; however, there may need to be further consideration through the development of the New Official Plan to confirm that the supply is located in the right areas and, potentially, examine existing boundaries of settlement areas to meet the residential growth needs of West Elgin to 2046.

Table 4.4 provides a detailed breakdown of growth potential.

Table 4.4: Settlement Area Residential Growth Potential (Land Supply)

Location	Approved Development (units)	Vacant Land Potential (units)	Total Units	Percent of Supply (%)
Rodney (Settlement Area)	22	373	395	45.40%
West Lorne (Settlement Area)	256	208	464	53.33%
Clachan (Hamlet)	N/A	10	10	1.15%
Eagle (Hamlet)	N/A	1	1	0.12%
New Glasgow (Hamlet)	N/A	0	0	0.00%
Port Glasgow (Hamlet - Lakeshore Area)	N/A	0	0	0.00%
Total	278	592	870	100%

4.1.3 Residential Land Needs- Summary

The total estimated supply of residential units translates into potential future residential development, particularly in the context of the estimated 25 year demand of 770 residential units. With a supply of 870 units, and an average annual demand of 38.5 units per year, there is approximately 22 years of supply. There is a sufficient amount of supply to meet the forecasted demand. The Official Plan Review will need to examine whether or not it is appropriate to rationalize the amount of designated lands within the settlement areas; however, it does not appear that an expansion to the Municipality's settlement areas is needed to accommodate the forecast residential growth. There may be a need, however, to identify through policy the most appropriate locations for high density (apartment) developments to ensure the appropriate range and mix of housing types are able to develop over the planning horizon to meet the needs of current and future residents.

4.2 Non-Residential Land Supply Opportunities

For the purposes of this review, an urban non-residential inventory has been prepared for the Villages of Rodney and West Lorne. This includes an assessment of vacant industrial, commercial, and institutional lands that are potentially available for immediate absorption and future long-term planning purposes.

4.2.1 Employment Land Designations

The following is a brief overview of the Official Plan policies relating to non-residential land uses.

Industrial/Employment Lands

As per Policy 5.5 of the Municipality's Official Plan, lands designated industrial are identified in Schedules C and D of the OP and include uses such as: activities engaged in the manufacturing, fabricating, assembling, and processing of materials, goods or products; warehousing and storage; repair, servicing and maintenance operations, automotive related uses and transportation terminals provided they do not generate unacceptable levels of noise, vibration, odour and/or particulate matter which would adversely affect adjacent non-industrial areas.

4.2.2 Non-Residential Land Inventory

The Municipality of West Elgin's vacant employment land inventory was developed using GIS-based mapping software with various mapping overlays, including parcel fabric and orthophotos. In the absence of OP land-use data in GIS format, a pdf of the land use map in the settlement areas of Rodney and West Lorne were overlaid with parcel fabric to identify vacant designated commercial and employment lands. Employment lands were identified as those that fall under the OP designation of "industrial"; commercial lands were identified as lands falling under categories of "commercial" and "downtown core"; and institutional lands were identified as though within the "institutional" designation, as discussed above.

4.2.2.1 Employment Land Inventory

West Elgin has a total employment land inventory of about 74 gross ha (182 gross acres) out of which 53 ha (130 gross acres) are developed and 21 gross ha (52 gross acres) are vacant. Table 4.5 summarizes the total gross and net vacant employment land supply for West Elgin (as of early 2021) by urban settlement area. Map 4-6 shows the spatial distribution of developed and vacant employment lands in the Municipality.

In determining the net vacant land inventory, downward adjustments were made to reflect internal infrastructure (i.e. roads, stormwater ponds, easements, etc.) for large parcels, where applicable. Larger unsubdivided parcels (4 ha or greater) were also subject to an additional downward adjustment of 80% to reflect internal infrastructure.

In accordance with the aforesaid adjustments for internal infrastructure and environmentally sensitive/constrained lands, the Municipality's net developable employment land supply is estimated at 18 net ha (45 net acres).

Table 4.5: Vacant Employment Land Inventory in the Municipality of West Elgin

Settlement Area	Total Gross Vacant	Adjustments for Internal Infrastructure ¹	Net Vacant Employment Land Supply
	A	B	C = A - B
Rodney	20.7	3.5	17.3
West Lorne	0.3	0.0	0.3
Municipality of West Elgin	21.0	3.5	17.6

¹ Reflects 20% downward adjustment for non-developable features including internal roads, storm water management facilities and other infrastructure on large unsubdivided parcels (> 4 hectares). Note: Numbers may not add precisely due to rounding.

Source: Watson & Associates Economists Ltd., 2021.

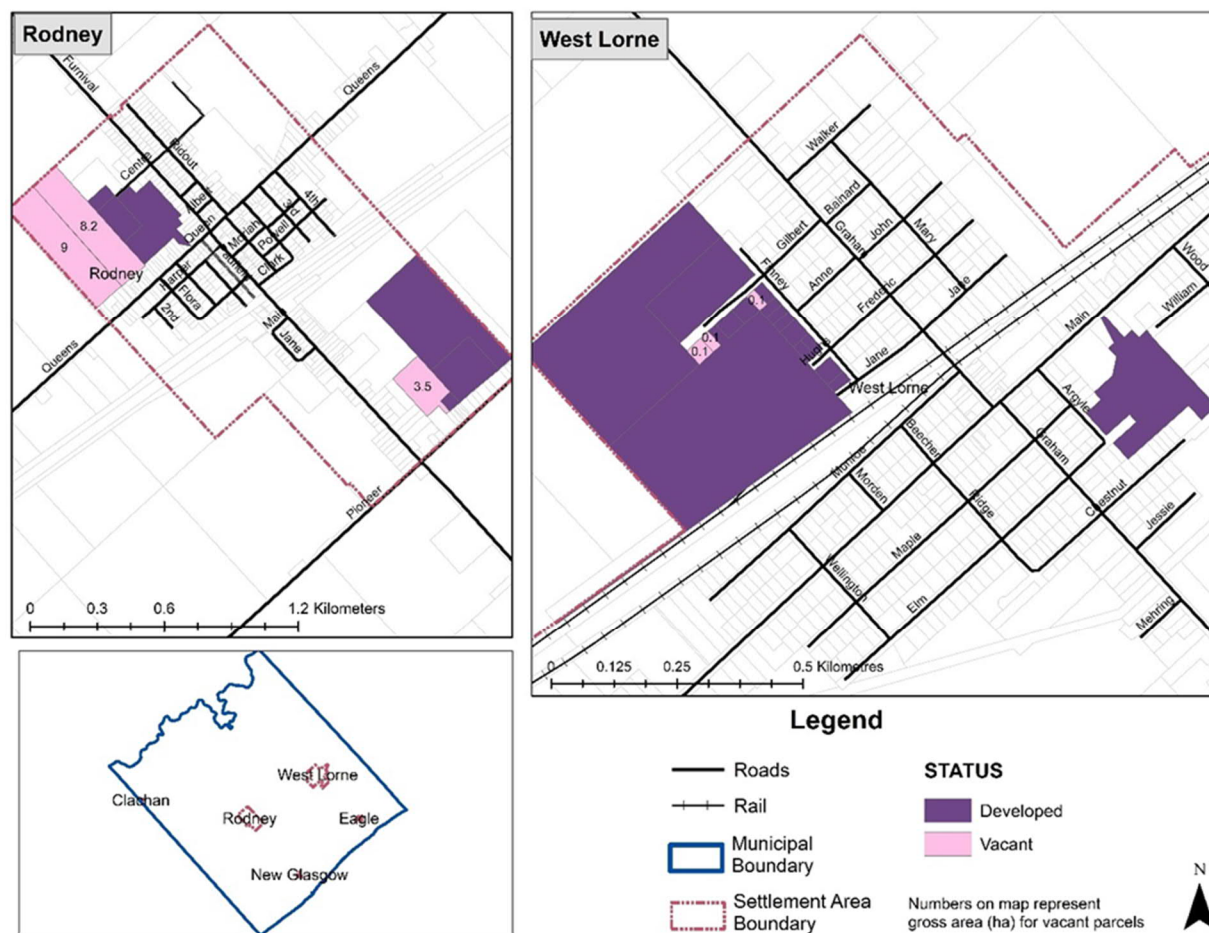
Intensification also offers the potential to accommodate future employment growth and achieve improved land utilization resulting in higher employment density on developed employment lands. Higher land utilization on existing employment lands can also lead to more effective use of existing infrastructure (e.g. roads, water/sewer servicing), resulting in communities that are more functional and complete.

Intensification can take a number of forms, including development of underutilized lots (infill), expansion (horizontal or vertical) of existing buildings and redevelopment of sites. Through a high-level desktop review using the developed industrial parcel inventory, building footprints and orthophoto overlays, approximately 34 ha (84 acres) of West Elgin's developed employment/industrial lands were identified as underutilized. This reflects parcels that have:

- Sites that are currently used exclusively for open storage and/or parking;
- Parcels with relatively low building Floor Space Index (less than 10%); and,
- Vacant buildings.

The underutilized parcels account for 64% of the total developed employment land base in West Elgin.

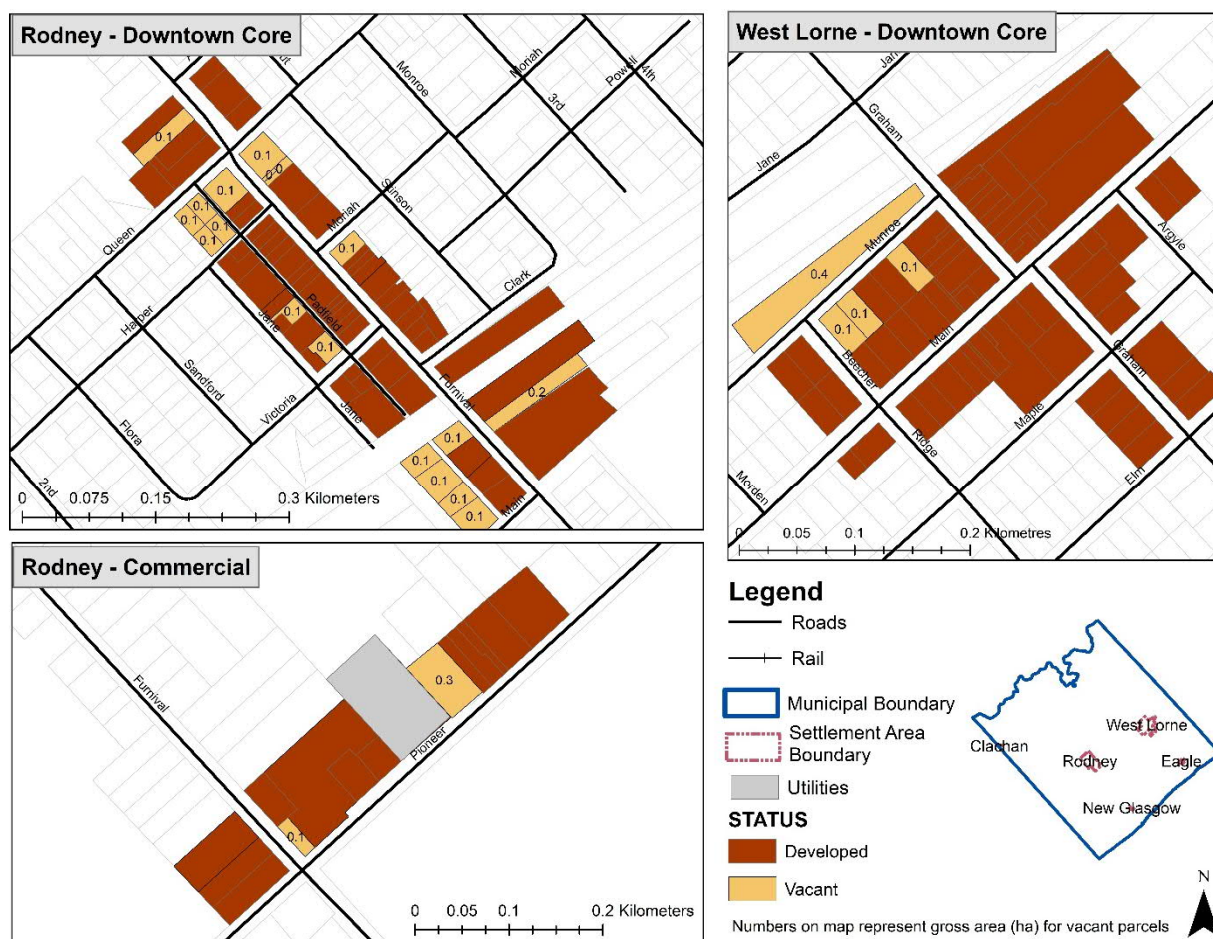
Map 4-6: Municipality of West Elgin - Employment Land Supply



4.2.2.2 Commercial Land Inventory

West Elgin's developed commercial lands base within Rodney and West Elgin totals approximately 17 gross ha (42 acres). The Municipality has a total of approximately 3 ha (7 acres) of vacant commercial lands. Map 4-7 shows the spatial distribution of the vacant commercial lands in the Villages of Rodney and West Lorne.

Map 4-7: Municipality of West Elgin – Commercial Land Supply



4.2.2.3 Institutional Land Inventory

The Municipality has a limited vacant supply of institutional designated lands within the settlement areas of Rodney and West Lorne. Based on a desktop review, three vacant institutional designated sites with a total area of approximately 0.9 ha (2.2 acres) have been identified (with 0.3 ha in Rodney and 0.6 ha in West Lorne).

4.2.3 Non-Residential Land Inventory Outside of Rodney and West Lorne

A high level desktop review of non-residential lands outside of Rodney and West Lorne was also undertaken. This included overlaying the parcel fabric with Schedule E of the OP to identify vacant designated commercial and employment lands.

Based on the review, approximately 90 gross ha (222 acres) of vacant non-residential land inventory was identified outside of Settlement Areas of Rodney and West Lorne which includes approximately 37 gross ha (91 acres) under Industrial designation and about 53 gross ha (131 acres) in the Industrial / Commercial category. The majority of these lands are located in the

rural area in proximity to Highway 401. These lands are expected to accommodate a limited share of future municipal-wide non-residential development and forecast employment growth.

4.2.4 Employment Land Needs

The most current provincially accepted approach to forecasting employment land needs was developed to reflect the broader types of employment in Employment Areas.¹⁶ In 1995, as part of a *Planning Act* review, the Province published a document entitled, “Projection Methodology Guideline: A Guide to Projecting Population, Housing Need, Employment and Related Land Requirements,” to be used in forecasting population and employment for planning purposes.

This section summarizes total urban employment land demand within West Elgin over the next 25 years (i.e. 2021 to 2046), based on the employment forecast presented in Section 3.6.4. Building on the long-term employment forecast, anticipated employment land need requirements are then identified based on consideration of the following:

- The estimated share of employment growth on employment lands by ICI (industrial, commercial and institutional) within the urban settlement areas;
- The share of employment accommodated through intensification of developed employment lands;
- Existing and forecast density assumptions (i.e. jobs per net hectare) for employment on employment lands; and,
- Historical and forecast absorption on employment lands by employment type (i.e. manufacturing, warehousing and distribution, etc.).

In generating forecast urban employment land demand, the following steps have been undertaken.

Determine the Amount of Industrial, Commercial, and Institutional (ICI) Employment to be Located on Urban Employment Lands

As previously identified, industrial lands include a broader range of commercial uses (and, to a lesser extent, institutional uses) in addition to traditional industrial development. For example, a number of commercial service and repair uses are permitted on lands designated/zoned employment lands.

Table 4.6 presents the percentage breakdown of West Elgin’s total employment growth by major sector which is anticipated to be accommodated on urban employment lands over the forecast period (2021 to 2046).¹⁷ The allocation by sector is based on a high-level review of recent and forecast development trends in West Elgin.

¹⁶ Excludes Ontario municipalities located within the Greater Golden Horseshoe.

¹⁷ Work at home employment has been excluded from the industrial land needs analysis, as this employment is not non-residential land based.

Table 4.6: Municipality of West Elgin - Share of Employment Growth on Urban Employment Lands by Sector, 2021 to 2046

Major Employment Sector	Share of Employment on Employment Lands
Industrial	95%
Commercial	15%
Institutional	5%

Source: Watson & Associates Economists Ltd., 2021.

Forecast Employment Growth on Urban Employment Lands

Table 4.7 summarizes anticipated employment on urban employment lands over the next 25 years, based on the assumed allocation of growth on employment lands designated ICI. As illustrated below, West Elgin's urban employment lands are anticipated to accommodate 35% of total employment growth. Over the 2021 to 2046 period, employment growth on employment lands is expected to total approximately 310 jobs. This includes approximately 280 jobs (91%) in the industrial sector, 25 jobs (8%) in the commercial sector, and 5 jobs (1%) in the institutional sector.

Table 4.7: Municipality of West Elgin Forecast Employment Growth on Urban Employment Land, 2021 to 2046

Major Employment Sector	Employment Growth on Employment Lands					Percentage of Total Employment on Employment Lands
	2021 to 2026	2021 to 2031	2021 to 2036	2021 to 2041	2021 to 2046	2021 to 2046
Primary	-	-	-	-	-	
Work at Home	-	-	-	-	-	
Industrial	94	168	207	250	280	95%
Commercial	4	11	15	21	24	15%
Institutional	1	2	2	3	4	5%
No Fixed Place of Work	-	-	-	-	-	
Total	99	181	224	274	308	35%

Source: Watson & Associates Economists Ltd., 2021.

Forecast Employment Density on Urban Employment Lands

Employment density varies widely by sector. Manufacturing, for example, tends to have higher employment densities. In contrast, wholesale trade, warehousing, transportation, and utilities generally have lower employment densities on average.

Based on a review of recent development trends and the forecast land-use mix accommodated on employment lands, an overall average density of 10 jobs per net ha (4 jobs per net acre) is forecast over the 2021 to 2046 period for urban employment lands within West Elgin.

The forecast density identified herein has been used in generating future demand on employment lands over the forecast period. It should be noted that the recommended average density on employment lands has been informed by recent and anticipated market trends and it is foreseeable that future density levels achieved on industrial lands could differ, depending on the regional and local industrial market conditions. Accordingly, it is recommended that West Elgin monitor future density trends on employment lands on a five-year basis.

Accommodation of Employment Growth through Intensification

It is recognized that a portion of forecast employment on employment lands growth will be accommodated through intensification. Over the 2021 to 2046 period, an estimated 10% of employment growth on urban employment lands is expected to be accommodated through intensification. Moderate infill and expansion of existing developed sites is expected to occur over the forecast period.

West Elgin Forecast Urban Employment Land Demand

Table 4. summarizes forecast demand for urban employment lands within West Elgin from 2021 to 2046 in accordance with the assumptions made above. As shown, employment land demand (absorption) is forecast to total approximately 28 net ha (69 net acres), representing an average of 1 net ha (2 net acres) per year.

Table 4.8: Municipality of West Elgin Urban Employment Land Demand Forecast, 2021 to 2046

Growth Period	Total Employment Growth on Employment Lands	Employment Associated with New Development ¹	Employment on Employment Lands Adjusted for Intensification	Employment Density (Jobs per net ha)	Total Employment Land Demand (ha)	Annual Employment Land Absorption (ha)
2021 to 2026	99	10	89	10	9	2
2021 to 2031	181	18	163	10	16	2
2021 to 2036	224	22	202	10	20	1
2021 to 2041	274	27	247	10	25	1
2021 to 2046	308	31	277	10	28	1

Source: Watson & Associates Economists Ltd., 2021.

¹ Assumes that 10% of the employment accommodated through intensification within established Industrial Areas.

Note: Figures may not add precisely due to rounding.

Urban Industrial Employment Land Needs, 2021 to 2046

Table 4. summarizes forecast urban employment land needs for West Elgin over the 2021 to 2046 period. As discussed above, forecast employment land is anticipated to total 28 net ha (69 net acres) over the forecast period.

With respect to land supply, as discussed in section 4.2.2, West Elgin has a vacant designated employment land supply of 18 net ha (45 net acres). Long-term land vacancy, however, is a common characteristic that is experienced in Employment Areas throughout Canada. This includes sites that are unlikely to develop to their full capacity due to underutilization of future

development and parcel inactivity/land banking, which may tie up potentially vacant and developable lands. For the purposes of this analysis, an estimate of 15% long-term land vacancy has been applied to the net developable vacant employment land inventory, as shown in Table 4.9. Adjusted for land vacancy, West Elgin's net developable vacant urban employment land supply is 15 net ha (37 net acres).

In accordance with the existing supply of designated developable urban employment lands versus long-term demand, West Elgin has an insufficient supply of designated urban employment lands to meet long-term needs to 2046. Based on the land needs analysis, a minimum of 13 net ha (32 net acres) of additional developable urban employment land is required to accommodate forecast employment growth to 2046.

Table 4.9: Municipality of West Elgin Forecast Urban Employment Land Needs, 2021 to 2046

	2021 to 2026	2021 to 2031	2021 to 2036	2021 to 2041	2021 to 2046
Net Employment Land Demand (ha)	9	16	20	25	28
Net Employment Land Supply	18	18	18	18	18
Net Employment Land Supply (Reflects vacancy adjustment) ¹	15	15	15	15	15
Net Employment land (ha) Surplus/(Shortfall)	6	(1)	(5)	(10)	(13)
Gross Land Need²	-	-	6	13	16

Source: Watson & Associates Economists Ltd., 2021.

¹ A 15% land vacancy adjustment has been assumed to account for vacant parcels of land which will not develop over the long-term due to underutilization of employment sites and inactive sites/land banking.

² Assumed an 80% net to gross ratio. Excludes land requirements associated with non-developable environmental features.

The identified net land need does not reflect site-specific take-outs, including open space, arterial roads/rail, stormwater ponds and easements. Further, it does not reflect future land vacancy, as previously discussed. Assuming a vacancy adjustment of 15% and an 80% net-to-gross ratio, this translates into a minimum requirement of 6 gross ha (124 gross acres), 13 gross ha (32 gross acres), and 16 gross ha (40 gross acres) of additional urban employment land for 2036, 2041 and 2046, respectively, as presented in Table 4.9. It is also important to note that this does not take into account non-developable environmental features.

4.2.1 Commercial Land Needs

A key requirement of this is to undertake a detailed review of the vacant commercial lands which are potentially available for absorption and future long-term planning purposes. Accordingly, this section provides a detailed review of West Elgin's commercial base, vacant commercial land supply and the Municipality's ability to accommodate development over a short-term and longer-term period based on the employment growth identified in section 3.6.

Based on a high-level review, it is estimated that the Municipality's occupied retail and commercial GLA (Gross Leasable Area). The retail base is largely comprised of purpose-built single-tenant retail buildings and ground floor uses in the downtown cores.¹⁸ Inventory totals approximately 85,000 sq.ft.¹⁹ West Elgin's retail base is largely oriented towards local servicing retail uses, including food stores, health and personal care stores, restaurants, and personal services. The Municipality's commercial base is concentrated in three core areas: downtown West Lorne, downtown Rodney, and Pioneer Line corridor in Rodney. Table 4.10 provides a high-level summary²⁰ of the municipal-wide demand for retail GLA. Over the next 25 years, the Municipality is anticipated to gradually increase its retail space per capita from 16.8 to 20 sq.ft., as summarized in Table 4.10, Growth in West Elgin's retail space will largely be driven by its local population base. Growth in West Elgin's retail space will largely be driven by its local population base and the demand for primarily personal services, food store retail (grocery stores and convenience stores) and food services.

¹⁸ Retail uses in multi-tenant industrial buildings and retail accessory space in industrial, office and institutional buildings are not included in the analysis.

¹⁹ Watson & Associates Economists Ltd. desktop review of commercial retail/services located in the urban settlement areas of West Lorne and Rodney based on data from InfoCanada business directory data.

²⁰ The purpose of this analysis is to examine the future need for retail space based on forecast population growth and assuming a marginal increase in retail space per capita based on historical and anticipated trends. As previously mentioned, it is beyond the scope of this study to provide an in-depth commercial market study. An in-depth market study would examine the demand on a more granular level and review retail expenditure inflows and outflows.

Table 4.10: Municipality of West Elgin Total Occupied Retail Commercial Space, 2021 to 2046

Year	Population ¹	Total Occupied Retail Commercial Space GLA	
		Total GLA, sq.ft.	Retail GLA per Capita ²
2021	5,070	85,000	16.8
2026	5,260	92,100	17.5
2031	5,670	104,900	18.5
2036	5,920	112,500	19.0
2041	6,240	121,700	19.5
2046	6,460	129,200	20.0

Source: Watson & Associates Economists Ltd., 2021.

¹ Population includes Census Undercount.

² Based on ratio of occupied retail space over population.

As summarized in Table 4.31, the incremental GLA forecast municipal-wide for retail space over the 2021 to 2046 period is 44,000 sq.ft. with a corresponding employment growth of 98 employees.²¹ It is forecast that all retail employment will occur on designated commercial lands.

Table 4.3: Municipality of West Elgin Retail Commercial Employment Growth, 2021 to 2046

Period	GLA sq.ft.	Retail Commercial Employment Growth ¹
2021-2026	7,100	16
2021-2031	19,900	44
2021-2036	27,500	61
2021-2041	36,700	82
2021-2046	44,200	98

Source: Watson & Associates Economists Ltd., 2021.

¹ FSW of 450 sq.ft. per employee

In addition to retail employment, other commercial, including office, and institutional uses are anticipated to be accommodated on designated commercial lands. It is estimated that approximately 39 other commercial and institutional jobs are forecast to be accommodated on designated urban commercial lands over the forecast period. Total employment growth on designated urban commercial lands over the forecast period is presented in Table 4.2. As

²¹ Based on retail floor space per worker (FSW) of 450 sq.ft.

shown, aggregate employment growth on designated urban commercial lands is expected to total 137 jobs over the 2021-2046 period.

Table 4.12: Municipality of West Elgin Employment Growth on Urban Commercial Designated Lands, 2021 to 2046

Period	Employment Growth on Urban Commercial Designated Lands			
	Retail Commercial	Other Commercial ¹	Institutional ²	Total
2021-2026	16	4	2	22
2021-2031	44	11	7	62
2021-2036	61	15	9	85
2021-2041	82	20	12	114
2021-2046	98	25	14	137

Source: Watson & Associates Economists Ltd., 2021.

¹ An additional 25% growth in non-retail commercial employment is anticipated to be accommodated on urban commercial designated lands.

² 20% of municipal-wide institutional growth accommodated within urban designated commercial lands.

Table 4.43 summarizes the forecast demand for urban commercial land over the 2021 to 2046 period based on the forecast employment growth on designated commercial lands identified above. Based on the forecast land demand for both retail and other commercial/institutional uses accommodated on commercial lands, a total of approximately 3 net ha (7 net acres) of commercial land is required to accommodate growth through 2046, as shown in Table 4.43. Based on the commercial land supply identified, the Municipality has insufficient designated vacant urban commercial land to accommodate forecast demand as illustrated in Table 4.43, with a small deficit identified by 2046.

Table 4.43: Municipality of West Elgin Commercial Land Needs, 2021 to 2046

Period	Employment Growth on Designated Commercial Lands	Forecast Employment Density (Jobs per net ha)	Commercial Land Demand (Net ha)	Commercial Land Supply (Net ha)	Net Surplus/ Deficit (Net ha)
2021-2026	23	50	0.5	2.6	2.2
2021-2031	64	50	1.3	2.6	1.4
2021-2036	84	50	1.7	2.6	0.9
2021-2041	112	50	2.2	2.6	0.4
2021-2046	139	50	2.8	2.6	-0.2

Source: Watson & Associates Economists Ltd., 2021.

The market choice of vacant designated urban commercial lands in West Elgin is limited, with the majority of supply concentrated in the downtown core of Rodney, with limited opportunities for development along gateway locations within the urban settlement areas. The Municipality should consider designated additional commercial lands along the northern segment of Graham Road in West Lorne and along the northern extent of Furnival Road in Rodney to meet the forecast land demand.

4.2.2 Institutional Land Needs

Over the 2021 to 2046 period, West Elgin's institutional employment base is forecast to increase by 71 jobs. Based on existing and forecast trends, it is estimated that 70% of this employment will be accommodated on institutional designated lands. The remaining 30% of institutional employment is expected to be accommodated within the commercial designated lands and employment lands. Based on this allocation, over the 2021 to 2046 period, employment growth on institutional designated lands is expected to total 50 employees, representing a land demand of 1.3 net ha (3.2 net acres).²² Based on the identified supply of 0.9 net ha (2.2 net acres), West Elgin has insufficient vacant designated institutional lands to meet forecast demand over the next 25 years. The Municipality should look to designated additional institutional lands to meet forecast need.

4.3 Municipal Infrastructure

The following section provides a brief overview of current municipal infrastructure available and planned for the various settlement areas in the Municipality of West Elgin. The Municipality is not currently undergoing or have recently completed any master servicing, water, or stormwater plans.

4.3.1 Existing Water and Sanitary System

The 'Village Areas' of both Rodney and West Lorne are serviced by the West Elgin Primary Water Supply System -- a regional system serving parts of the County of Elgin, the County of Middlesex and the Municipality of Chatham-Kent. A significant portion of the 'Rural Area' is also serviced by the system including Eagle and New Glasgow but not Clachan. All new development in the 'Village Areas' shall be connected to and serviced by the municipal water supply system.

The only areas serviced by sewage treatment plants in West Elgin are the 'Village Areas' of both Rodney and West Lorne. During the 1990s, major upgrades were undertaken to both facilities resulting in the replacement of the lagoon systems with mechanical sewage treatment plants. In accordance with Section 8.4 of the Official Plan, the average daily flows amounts to 350 m³ (12,360 ft³) representing 59% of the design capacity in the case of Rodney and 590 m³ (20,800 ft³) representing 66% of the design capacity in the case of West Lorne. The municipal sanitary sewage systems have been designed, to the greatest extent possible, to service by gravity flow the area comprising the respective villages prior to their amalgamation with the Township of Aldborough. All new development in the 'Village Areas' shall be connected to and serviced by the respective municipal sanitary sewage system.

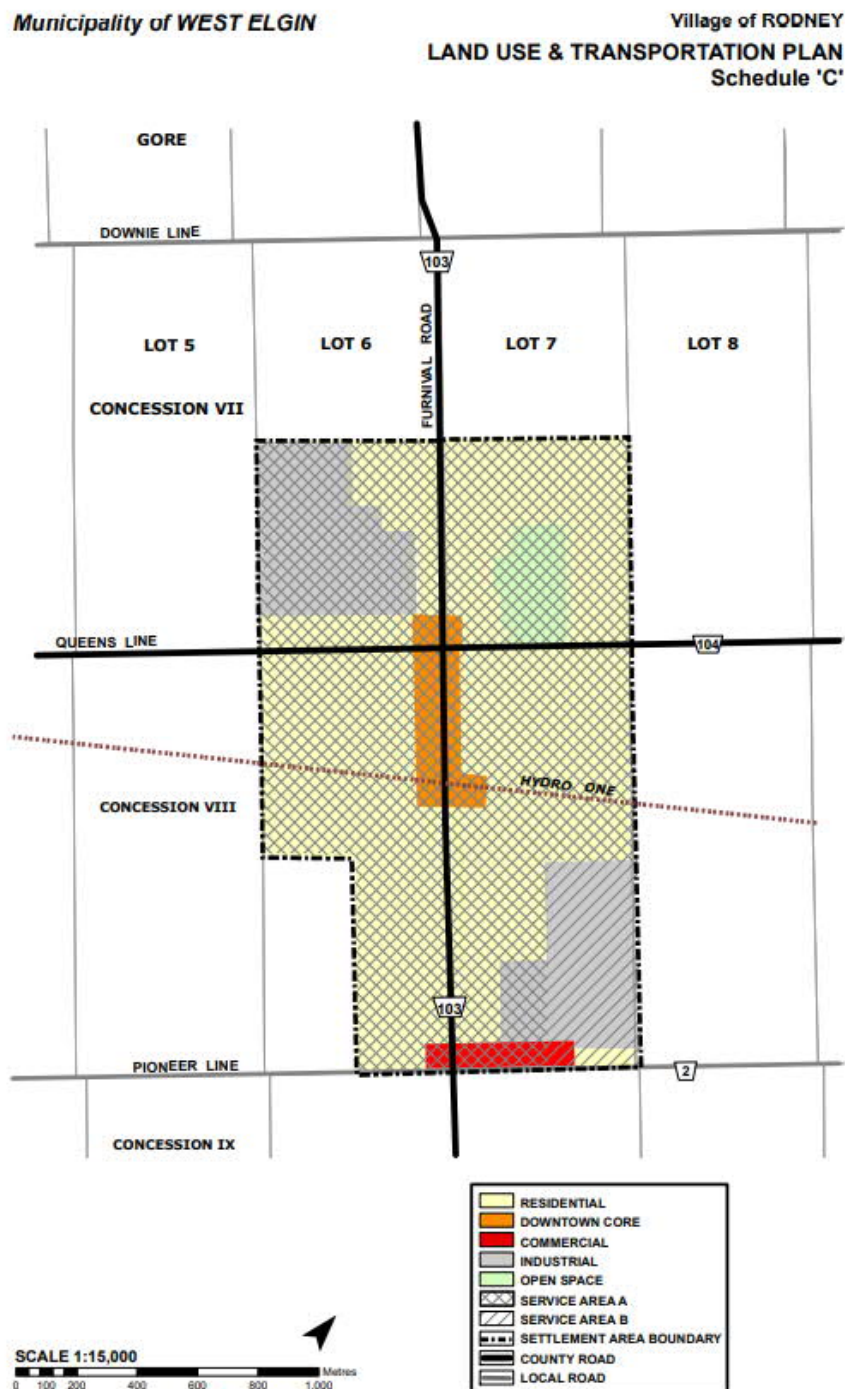
There are two 'service areas' within the Municipality:

²² Based on employment density of 38 jobs per net ha.

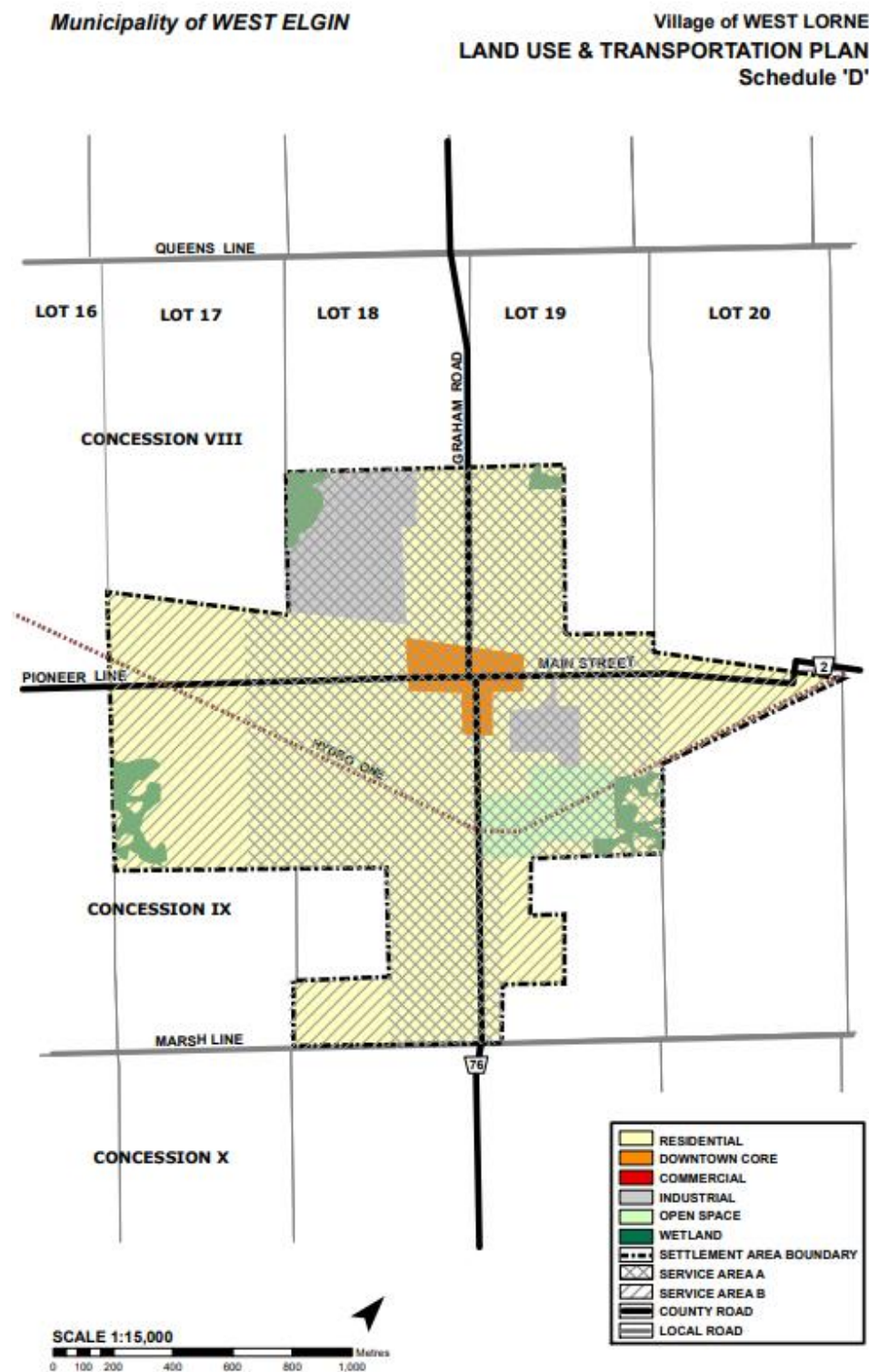
- Service Area A, which comprises the area of Rodney and West Lorne designed to be serviced by the sewage treatment plants that are co-terminus with the boundaries of the two villages prior to amalgamation with the Township of Aldborough; and,
- Service Area B, which comprises lands lying beyond 'Service Area A' yet within the settlement area boundaries of Rodney and West Lorne established by the Official Plan. A class environmental assessment may be required prior to any extension of the system into 'Service Area B'.

Map 4-8 and Map 4-9 identify the limits of Service Area A and Service Area B.

Map 4-8: West Elgin Official Plan Schedule C- Land Use & Transportation Plan Village of Rodney



Map 4-9: West Elgin Official Plan Schedule D- Land Use & Transportation Plan Village of West Lorne



4.3.2 Stormwater

Stormwater management is provided in West Elgin through a variety of methods. These methods include but are not limited to municipal drains, storm sewers, ditches, culverts, and stormwater management facilities. As land is developed, the developer is responsible to ensure the appropriate stormwater management treatments are included in their development. The Municipality's 2021 Capital Budget does not identify any capital infrastructure projects planned with respect to creating new municipal stormwater management infrastructure.

4.3.3 Transportation

The different types of transportation networks in West Elgin include Provincial Highways, County Roads, and Local Roads, which are shown in Map 4-10.

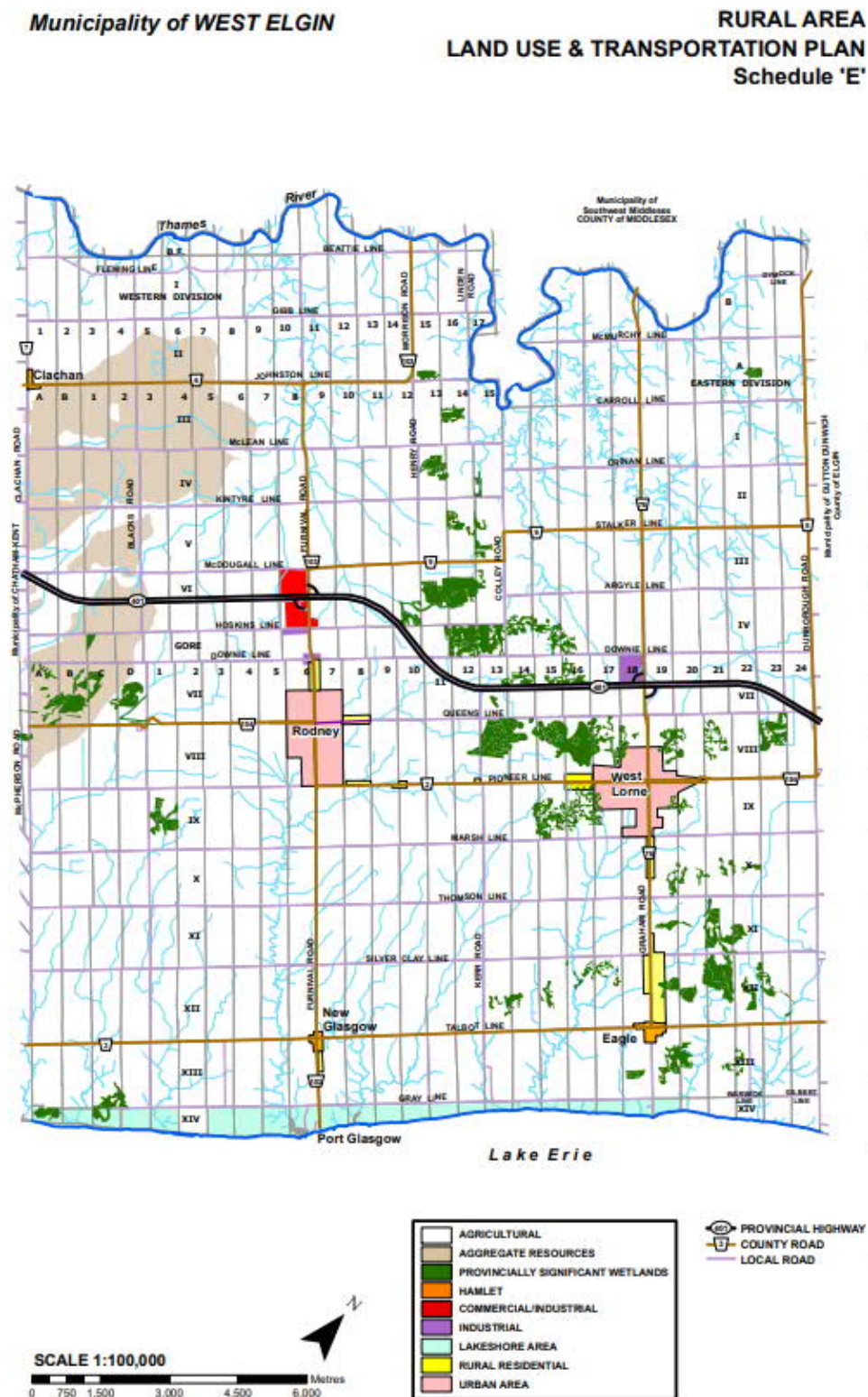
County Roads allow for efficient movement of traffic between provincial freeways, highways and local roads.

Local roads provide direct access to abutting properties, typically carrying less than 1500 vehicles per day. The minimum road allowance width for local roads is 20 metres. Existing road allowances with less than the standard width may be maintained where the design width would adversely affect abutting properties or is otherwise not feasible, desirable or necessary to acquire. New road allowances less than the standard width may be considered depending on the length of the street and the nature of development being proposed.

New roads created for dedication to the Municipality shall be designed and constructed to the standards of the Municipality prior to assumption. Where new roads are proposed to intersect with a county road, the location, design and construction of these roads at their point of intersection shall be subject to the approval of the County of Elgin.

The current planned road hierarchy described above should be sufficient to accommodate the level of growth anticipated in West Elgin. No major changes or modification to (apart from new local roads, operational improvements, etc.) are expected. It is noted that the County is currently undertaking a Transportation Master Plan. Some updates may be incorporated within the Draft 1 OP.

Map 4-10: West Elgin Official Plan Schedule 'E'- Land Use and Transportation Plan



5 POLICY THEMES



5.1 Existing Official Plan

5.1.1 Conformity Audit

As a starting point to guide the development of the New Official plan, a conformity audit was conducted which analyzes the current Official Plan in terms of alignment with the 2020 Provincial Policy Statement. The audit is not intended to be an exhaustive review of the Official Plan, rather it is intended to provide a rough roadmap for developing a New Official Plan that is in alignment with Provincial priorities. The full conformity audit table is included in this report as Appendix A and includes a line-by-line analysis of the PPS and identifies policies which are well aligned with the PPS that could be carried forward into the New Official Plan; and, also policies which will need to be developed and incorporated into the New Official Plan.

The key findings of the audit and a number of policy themes to be considered in the development of the New Official Plan are summarized in the following subsections Section 6.

5.2 Policy Themes

5.2.1 Agriculture

West Elgin's agricultural system occupies the majority of the lands within the Municipality. With the vast majority of lands located on prime agricultural lands, the system includes a diverse range of operations including oilseed and grain, soybean, mixed grains, mixed vegetable

farming as well as beef and cattle ranching, dairy and milk production, hog and pig farming, horse raising, poultry and egg production. A review of OMAFRA statistics for West Elgin between 2006 and 2016 paint a picture of a relatively stable agricultural industry:

- A modest decline in the total number of farms (239 to 223 farms);
- Relatively little change in the amount of land farmed²³ (45,779 acres in 2006, 45,530 acres in 2011 and 46,457 in 2016, representing a change of 1.48%); and,
- An increase in total farm gross receipts (from \$32,987,628 in 2006, \$39,115,792 in 2011 and \$46,228,816 in 2016, representing an increase of 40.14%) coupled with increases in operating expenses (22.71% increase between 2006 and 2016).

While from a statistical perspective the changes may appear to be modest, there are a number of emerging issues and opportunities which should be addressed in the New Official Plan. The following sub-sections highlight the main issues.

5.2.1.1 On Farm Diversified Uses

Municipalities across Ontario rely on the PPS and supporting guidelines prepared by the Province to help guide and direct their agricultural land use planning. In prime agricultural areas, permitted uses allowed under the PPS are: agricultural uses, agriculture-related uses, and on-farm diversified uses. Agricultural uses are agricultural and farming activities, agriculture-related uses are directly related to the farming operation, and on-farm diversified uses are uses that are secondary to the principal agricultural use of the property, and are limited in area. Accordingly, on-farm diversified uses are defined as "... uses that are secondary to the principal agricultural use of the property and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home industries, agri-tourism uses, and uses that produce value-added agricultural products". The intent of the PPS is to preserve and support the agricultural sector by protecting prime agricultural lands for agricultural uses, while also recognizing that there are opportunities for a number of supportive and related activities which can help to support farmers.

The Province's guidelines entitled "Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas provide criteria and examples for assessing and distinguishing between agricultural uses, agriculture-related uses and on-farm diversified uses. The criteria for determining an on-farm diversified use should consider:

1. Location on a farm: The on-farm diversified use must be located on a property that is actively farmed.
2. Secondary to the principal agricultural uses of the property: The term secondary means that the proposed on-farm diversified must be secondary to the principal agricultural use. To determine whether the proposed use is secondary or not, the impact

²³ Excludes Christmas tree farms, wetlands and other lands on farm

can measured in terms of land area and temporal (e.g. limited to specific events or periods of time and not interfere with the primary agricultural operation).

3. Limited in area: The amount of land for the on-farm diversified use should be limited in area and minimize the amount of land removed from agricultural production, as well as limit any off-site impacts. Some examples for policy guidance could include that the on-farm diversified use occupy no more than 2% of the property up to a maximum of 1 hectare, limitations on gross floor area for buildings.
4. Shall be compatible with and not hinder surrounding agricultural operations: Uses that attract a large number of people onto the farm for non-farm events which have the potential to produce compatibility issues for surround farms, such as excessive noise or trespassing should be mitigated.
5. Includes but is not limited to home, occupations, home industries, agri-tourism uses and uses that produce value-added agricultural products: The examples provided in the PPS are for illustrative purposes and are not intended to limit opportunities for specific on-farm diversified uses. Rather any determination of a proposed use would be based on the application of criteria described in items 1-4.

Table 5.1 provides some examples for illustrative purposes. Appendix B provides a few examples of on-farm diversified use policies.

Table 5.1: On Farm Diversified Uses

Type of Use	Agricultural Use	Agricultural-Related Use	On-Farm Diversified Use
Greenhouse	Yes For growing plants	Yes For retailing plants grown in the area	Yes For growing or retailing plants or a variety of non-plant items
Pick your own	Yes Includes harvesting of crops	Yes Could include retailing of farm products	Yes Could include retailing of products grown beyond the area or unrelated to agriculture as well as visitor amenities
Winery, cidery, meadery	No	Yes Fruit or honey used is primarily from farms in the area; could include tasting and retailing; appropriate servicing (water and wastewater) must be available	Yes No restriction on where fruit or honey is produced; may include other permitted uses (e.g., tasting and retailing); appropriate servicing (water and wastewater) must be available

Type of Use	Agricultural Use	Agricultural-Related Use	On-Farm Diversified Use
Small-scale microbrewery, distillery	No	No Unless agricultural products from the area (e.g. grains) are the main input and appropriate servicing is available	Yes Appropriate servicing (water and wastewater) is available
Agri-tourism venture (e.g., bed and breakfasts, playgrounds, hayrides, corn mazes, haunted barns)	No	No	Yes Area size limits, building code and servicing may restrict nature of the proposed use
Landscaping Business	No	No	Yes
Machine Repair Shop	Yes For own use	Yes Must support agriculture in the area	Yes All types that appropriate in prime agricultural areas
Veterinary Clinic	No	No	Yes Mixed or small animal clinic

There is an opportunity for West Elgin's Official Plan to provide a clear and robust policy framework for on-farm diversified uses, leveraging the Province's guidelines and other best practices.

5.2.1.2 Alternative Accommodations for Agriculture Designated Land

Building from the discussion above related to agri-tourism as an on-farm diversified use, there is an opportunity to explore alternative accommodations on Agricultural lands. The new opportunity should consider ways to implement in policy the recommendations set out in the Alternative Accommodation Study prepared for the counties of Elgin, Norfolk and Haldimand by MDB Insight, dated November 2016²⁴.

In the Alternative Accommodation Study, recommendations for Elgin County include: creation of farm stays through the use of secondary structures, bunkhouses, as well as alternative accommodation options e.g. glamping, tiny houses; glamping or luxury camping on existing campgrounds; boat-hotels at existing marinas for seasonal rental; and vineyards expanding to include farm stays in glamping or tiny houses. Implementing some of the recommendations in

²⁴

<https://static1.squarespace.com/static/5abbaa98f93fd495aa77b220/t/5b3677b5f950b715d9f65991/1530296249126/Alternative-Accommodation-Study.pdf>

policy within the New Official Plan will serve to guide and ensure that the Municipality is well-positioned to respond to agri-tourism related demand on overnight accommodations and provide for a full suite of supportive policies to advance agri-tourism and the agricultural economy.

5.2.1.3 Agriculturally-related Commercial and Industrial Uses

In Section 2.2.3 of the current Official Plan, the policy direction for agriculturally-related commercial and industrial uses requires that the uses to directly serve the needs of the farm community and they are encouraged and facilitated in locations considered appropriate for these purposes.

In Section 6.2.3 of the current Official Plan, the Agriculturally-related Commercial and Industrial uses are intended to be in a close proximity to the farming operations and are subject to the following criteria: a demonstrated need exists for the use within the planning horizon; reasonable alternative sites including sites within designated settlement areas which avoid prime agricultural areas do not exist and where a location in a prime agricultural area is being proposed, lower priority agricultural lands are considered; specialty crop areas are not impacted; suitability of the site for the purposes intended; availability of an adequate and potable water supply; approved waste disposal means or facilities; access, or proximate access, to a hard surfaced road subject to the approval of the authority having jurisdiction; measures, if need be, to ensure compatibility with neighbouring land uses; compliance with the Minimum Distance Separation Formula (MDS I);) an amendment to the Zoning By-law; and entering into a site plan agreement.

The existing uses can be evaluated through the development of the New Official Plan and the future policy direction may consider the adoption of on-farm diversified uses for alignment with the PPS with appropriate grand-fathering of existing uses where necessary.

5.2.1.4 Land Use Compatibility

In Section 2.3.5 of current Official Plan, the policy states the Municipality shall discourage sensitive land uses from locating in proximity to commercial or industrial uses where necessary to protect such uses from encroachment or interference with their operations. The Rural Area, there is policy direction for the creation of lots to comply with the Minimum Distance Separation Formula (MDS I) with respect to any neighbouring livestock operation. Further policy direction in the current Official Plan, states commercial and industrial development shall be planned in such a way to minimize the potential for conflicts with neighbouring land uses including agricultural uses. The Minimum Distance Separation Formula (MDS I) shall be satisfied with respect to any neighbouring livestock operations. Buffering measures including planting strips, the screening of outside storage areas and appropriate separation distances shall be required.

In general, the current Official Plan includes some basic policies for separating and also screening/ buffering between incompatible land uses and generally encourages development

patterns which would not result in potential conflicts with agricultural uses. The Official Plan outlines the separation requirements for certain types of agricultural uses, such as livestock facilities (MDS) and also for sensitive land uses such as sand and gravel pits, sewage treatment plants and commercial grain drying facilities. However, the current Official Plan does not include guidance for how to minimize the potential for conflict between existing, legal agricultural uses and new residential development which occurs within settlement areas.

A wide range of issues can emerge where proper edge planning is not undertaken, as farmers can experience trespass and property damage, crop damage, litter, drainage/stormwater impacts and may also be on the receiving end of nuisance complaints related to normal farm practices. At the same time, property owners in settlement areas may experience odour, dust, noise and other impacts from adjacent farm operations.

As the Municipality's settlement areas are expected to see continued growth over time there is an opportunity to explore policies which minimize the potential for land use compatibility issues to emerge between agricultural and residential uses in edge areas. Some of the best practices include:

- Creating natural buffers/ transition areas along the edges of settlement areas, allowing for more natural progression/change in landscapes (e.g. dedicate up to 25% of residential site as a natural buffer and/or 15 vegetative buffer along the edge, 30 metre building setbacks, etc.);
- Avoid locating certain forms of development along edge (e.g. large lots, road stubs, etc.);
- Ensure that through the development approvals process, stormwater run-off is managed on site;
- Direct urban traffic away from farms; and,
- Include encroachment regulations in property standards by-law to guide enforcement.

5.2.1.5 Cannabis Production and Processing

The Federal government has been working toward implementing a framework under which the production and consumption of cannabis is legal throughout Canada. As a result of prior legislation (the Access to Cannabis for Medical Purposes Regulations, or ACMPR), which permitted the production and processing of cannabis for medical purposes, many municipalities began to revise their planning policy and regulatory documents to allow for this use. The use commonly referred to at the time as Medical Marihuana Production and Processing (or some iteration thereof) has been permitted within both an urban industrial and rural/agricultural context.

On April 13, 2017, the Federal government tabled two bills to legalize and regulate cannabis in Canada: Bill C-45 (the "Cannabis Act"), which creates a regulatory framework for the production, distribution, sale, cultivation and possession of cannabis across Canada; and, Bill C-46, which addresses offenses related to cannabis trafficking and focuses on strengthening impaired-

driving matters. Following Parliamentary review, the Cannabis Act received royal assent on Jun 21, 2018 and became law on October 17, 2018.

The Municipality of West Elgin Official Plan currently does not have any policy framework respecting cannabis production and processing. There are several options and avenues to explore with respect to this policy framework in terms of where the use is permitted and the process under which such uses may be approved for development. It will be important for the Municipality, through the New Official Plan project, to review planning policies and regulations in light of the new cannabis legislation in order to ensure the framework is responsive to the applicable Federal legislative framework and is appropriate for the local context.

5.2.2 Natural Heritage System

The current Official Plan and PPS emphasize the need for natural heritage features to be protected. Development and site alteration within a natural heritage feature or on adjacent lands shall not be permitted unless it has been demonstrated that there will be no negative impact on natural heritage features or its ecological functions in accordance with Section 3 of this Plan.

The current Official Plan's natural heritage system is comprised of a series of features, including Provincially Significant Wetlands, Significant Habitat of Endangered and Threatened Species, Areas of Natural and Scientific Interest, Significant Woodland (woodlands greater than 4 hectares), Valleylands, Locally Significant Wetlands, Significant Wildlife Habitat, and Fish Habitat. Some of the key features natural features in include:

- Ferndell Wetland Complex;
- North Rodney Woodlot;
- Elgin Nature Reserve;
- Heron Woods Complex;
- Howse Buttonbush Swamp;
- Buttinger Swamp;
- Eagle Wetland;
- Reive Bog;
- Brock Creek Wetland;
- West Lorne Wetland;
- South Rodney Woodlot;
- Port Glasgow Woodlot;
- New Glasgow Woodlot;
- Tait's Bush;
- Simpson's Bush; and,
- Taylor Pond Complex.

The current Natural Heritage System does not include any linkages or connections between the various natural features, which represents the only major policy gap within the Municipality's

system. However, as noted in Section 2, the Municipality's Natural Heritage System mapping is based on the County of Elgin's Official Plan mapping. It is understood that the County will be updating its natural heritage system mapping and accordingly, for the scope of this project, the expectation is that no major changes are anticipated to the current natural heritage system mapping (as the appropriate time to update the natural heritage system mapping would occur when the County concludes its study). The Natural Heritage Systems Study (NHSS) was completed and not adopted.

5.2.3 Hazards

The PPS directs development away from hazardous lands. Hazardous lands are property or lands that could be unsafe for development due to naturally occurring processes. In the context of West Elgin, this would include flooding hazards, erosion hazards or dynamic beach hazard limits along the shorelines of Lake Erie. Along river and streams this means the land, including that covered by water, to the furthest landward limit of the flooding hazard or erosion hazard limits.

The Municipality's Hazardous Lands policies are outlined in Policy 9.1 and are illustrated on Schedule H. There is an opportunity to provide more detailed mapping and policy guidance for the various natural hazards, setbacks and buffering required. For example, Schedule H shows the entire overlay area as one feature and it may be useful to include an additional map illustrating the various hazards which comprise the overall overlay (e.g. flooding, erosion, dynamic beach hazard, etc.). While development along the shoreline, as well as within any natural hazards are subject to conservation authority approval, there may also be opportunities to strengthen shoreline development policies along Lake Erie, where parts of the shoreline has been subject to erosion in recent year. The Elgin County Shoreline Management Plan prepared in 2015 provides updated hazard mapping that should be included in the New Official Plan.

Finally, the current Official Plan is silent on climate change in relation to the increase in risk associated with natural hazards. There is an opportunity to expand the policy framework and underscore the importance of climate change and the risks associated with natural hazards.

5.2.4 Environmental Conservation

The current Official Plan addresses some policies related to environmental conservation in Section 4.2 on Community Development, Section 5.0 on Village Areas, and Section 6.2.14 on Alternative and Renewable Energy. There is an opportunity to support energy conservation in West Elgin through policy that is in alignment with and takes direction from Section 1.8 of the PPS. The general policy direction could include to promote:

- Compact form in the Village Areas;
- A preserved and expanded active transportation network for pedestrians and cyclists;
- Design and orientation which maximizes energy efficiency; and,
- Design with green infrastructure.

5.2.5 Sourcewater Protection

Policies respecting water resources are contained within Section 3.4 of the current Official Plan. In relation to source protection, Policy 3.4.1 states that Municipality shall actively participate in the preparation and implementation of a source water protection plan in accordance with the *Clean Water Act* and led by the conservation authorities designated for these purposes.

As noted in Section 2.8 of this report, the Thames-Sydenham and Region Source Protection Plan came into effect on September 17, 2015. The New Official Plan will need to implement applicable policies as directed by the Source Protection Plan.

5.2.6 Cultural Heritage

Section 4.5 of the current Official Plan highlights the importance of cultural heritage resources and states that the Municipality shall encourage their identification, conservation, protection, restoration, maintenance and enhancement.

The 2020 PPS includes a number of policies respecting cultural heritage and cultural heritage landscapes and emphasizes that the processes and criteria for determining cultural heritage value or interest are established by the province under the *Ontario Heritage Act*. Additionally, the PPS provides new policy direction respecting engaging with and involving Indigenous communities with all land use planning matters, including matters of heritage.

Based on direction of the PPS, the policies of the New Official Plan should be developed in a manner that creates closer alignment with new terminology and addresses the provincial directive respecting Indigenous communities.

5.2.7 Housing

5.2.7.1 Affordable Housing

Section 4.4.3 of the current Official Plan states that the Municipality shall support, to the extent its resources permit, the efforts of non-profit housing organizations and similar groups to increase the supply of housing to moderate and low income households. Such support may take the form of land, the provision of services, waiving of municipal fees and other incentives. Additionally, the plan identifies an affordable housing target of 20 units for the 2008-2012 period, which should be reviewed at the time of the Official Plan 5-year review. The current Official Plan does not include a definition for affordable ownership or rental housing, nor does it include a definition for low and moderate income households.

The Municipality of West Elgin must implement any identified targets for affordable housing set out in the St. Thomas-Elgin Housing Strategy and should consider other recommendations respecting affordable housing and other tools that may be applied to address housing affordability. The most recent housing strategy undertaken by the St. Thomas- Elgin Service Manager Area was in 2018. The recommendations of the 2018 St. Thomas-Elgin Long Term

Affordable and Social Housing Strategy include a recommendation that lower-tier municipalities should update their Official Plans to include affordable housing and low and moderate income household definitions to conform to the PPS and the County's Official Plan.

It will be important for the Municipality to implement the appropriate definitions within the New Official Plan. It will also be important to monitor the ongoing concurrent process at the County level with respect to their Official Plan review in order to incorporate any targets for affordable housing that may be established for West Elgin through that process into the New West Elgin Official Plan.

5.2.7.2 Second Dwelling Units

In accordance with Section 16(3) of the *Planning Act*, an Official Plan shall contain policies that authorize the use of additional residential units by authorizing, (a) the use of two residential units in a detached house, semi-detached house or row house; and, (b) the use of a residential unit in a building or structure ancillary to a detached house, semi-detached house or row house. The policies of the PPS also direct municipalities to accommodate a range and mix of residential types, including additional residential units, to meet the needs of current and future residents.

Section 5.2.7 of the Municipality's current Official Plan includes a policy respecting apartments in houses within the Village Areas which allows for the creation of additional dwelling units in existing dwellings in areas zoned for these purposes subject to compliance with the Ontario Building Code; adequate yards, outdoor amenity space and on-site parking; compatibility with neighbourhood dwelling types; and, maintenance of the quality of the streetscape. In addition, policies for garden suites, granny flats and other temporary accommodations are included in Section 4.4.5, and permits such uses for up to 10 years, subject to criteria and the enactment of a temporary use by-law.

It will be important for the Municipality, through the New Official Plan project, to review planning policies respecting second dwelling units in order to ensure the policy framework provides opportunities, as appropriate, to allow for the provision of housing through an enabling framework for second dwelling units and garden suites based on legislative changes of the Planning Act.

5.2.7.3 Home Occupations and Businesses

Section 2.5 of the Official Plan includes policies on home based occupations and businesses. They are encouraged where they are clearly secondary to the main use of the dwelling and the main use of the lands from which they are conducted. The home based occupations and businesses are intended to be small in scale, unobtrusive in nature, compatible with neighbouring uses and in keeping with the character of the area in which they are situated. The policy notes requirements of the Elgin St. Thomas Health Unit (now known as Southwestern Public Health, consisting of Elgin and Oxford Counties) shall be met at all times to ensure public health and safety.

The range or type of home occupations or businesses permitted (and prohibited) and the standards applying to them may vary between and within the 'Village Areas' and the 'Rural Area' to ensure land use compatibility. The Zoning By-law shall address the range and type permitted and standards applying to them.

The update to the Official Plan can include further clarity and direction from the PPS on permitting home occupations and businesses throughout the rural area. Policy direction to the hamlets, road frontage and access may be considered.

5.2.7.4 Short-Term Rentals and Seasonal Dwelling Units

Short-term rentals are accommodations that are rented for a period of less than one month and can serve a variety of needs. They can make use of properties that are vacant or underutilized, provide supplementary income to a homeowner, and encourage tourism; however, they also may have impacts on the surrounding neighbourhood and community. Short-term rentals can take many forms, including a rental of a room within a dwelling where the owner/resident is present during the rental period; rental of an entire dwelling unit while a resident is away; or, rental of an entire dwelling unit that is not primarily occupied by a resident (i.e. the dwelling operates entirely as a short-term rental). Online accommodations platforms such as Airbnb and VRBO have become increasingly popular over the last several years and, as a result, so have short term rentals. While it is difficult to ascertain the extent to which short-term rentals are impacting the housing market, given that they do provide opportunities for homeowners to offset their cost of living through providing a vacation unit within their home or on their property, there are also a number of other concerns that have been raised respecting whether the use should be considered commercial and thus be restricted to locations where other commercial/ tourist businesses are permitted. These elements will need to be considered in the formulation of policies in the New Official Plan.

The current Official Plan contains a number of policies pertaining to home based businesses, bed and breakfasts as well as policies respecting campgrounds and trailer parks and seasonal occupancy which provide similar short-term vacation options for travellers. The relationship between these uses and short-term rentals and any associated policy or regulatory framework for short-term rentals should be explored as part of the New Official Plan in order to ensure the Municipality is provided with an up-to-date framework that clearly defines the use and provides a set of tools to manage this use on a go-forward basis.

5.2.7.5 Group Homes

A number of policy and legislative documents have been released since the approval of the Municipality's current Official Plan which are aimed toward ensuring the adequate provision of a full range of housing types to meet the needs of communities. The result of this evolving and emerging framework is that many municipalities have planning policies and zoning regulations

in effect respecting group homes and other forms of congregate living that do not comply with provincial policy (i.e. the PPS) and legislation (i.e. the Ontario Human Rights Code).

In 2012 and 2013, the Ontario Human Rights Commission issued two guidance documents to assist municipalities in applying a human rights lens at the municipal level to ensure housing policies set out in official plans and regulated in zoning by-laws are not discriminatory and not in contravention of the Ontario Human Rights Code: “In the Zone: Housing, Human Rights and Municipal Planning” (2012); and, “Room for Everyone: Human Rights and Rental Housing Licensing” (2013). These documents highlight the issue of including separation distances required between group homes and other similar facilities, noting that imposing such a restriction is discriminatory in nature as it can impede the ability of members of Code protected groups from finding adequate and suitable housing. This was further tested through an opinion paper prepared by Sandeep Agarwal, on behalf of the City of Toronto as part of a Human Rights Tribunal hearing pertaining to group homes. As such, requirements for separation distances are to be removed from Official Plans and Zoning By-laws, unless it can be demonstrated that such a separation distance is justified by planning rationale. Other considerations, including providing greater flexibility in terms of where group homes should be located, are also recommended within these guidance documents to be explored as part of local municipal Official Plan and Zoning By-law updates.

Currently, policies 4.4.2 and 4.4.4 provide the following direction on group homes:

“The Municipality, within the limits of its financial resources and statutory authority, shall use its best efforts and may partner with senior levels of government and other bodies or groups to ensure that an adequate and physically accessible supply of housing is available for those in social and economic need including low and fixed incomes, senior citizens and the mentally and physically challenged. The St. Thomas and Elgin County Housing Strategy: Housing Demand and Supply Analysis (November, 2004) shall be used as a basis for developing a municipal housing strategy.” (Policy 4.4.2).

“Group homes comprise living arrangements whereby persons by reason of their emotional, mental, social or physical condition require or benefit by a group living arrangement reside under responsible supervision. They may be permitted in settlement areas and in the ‘Rural Area’ in existing dwellings in areas designated ‘Agricultural’. In order to prevent an undue impact of group homes in settlement areas, standards governing their type, size and location (including minimum separation distances between them) may be established in the Zoning By-law. Group homes shall also be registered by the Municipality under the provisions of the Municipal Act.” (Policy 4.4.4).

A review of these policies and any framework for the regulation and registration of group homes will be required to ensure they meet the requirements of the Ontario Human Rights Code.

5.2.8 Climate Change

As noted in Section 2.3 of this report, the PPS requires municipalities to include policies in Official Plans which address climate change. Increasing global surface temperatures, melting glaciers and rising sea levels are examples of global climate change impacts resulting from greenhouse gas emissions from human activities. In southern Ontario, climate change impacts are felt at local level in form of:

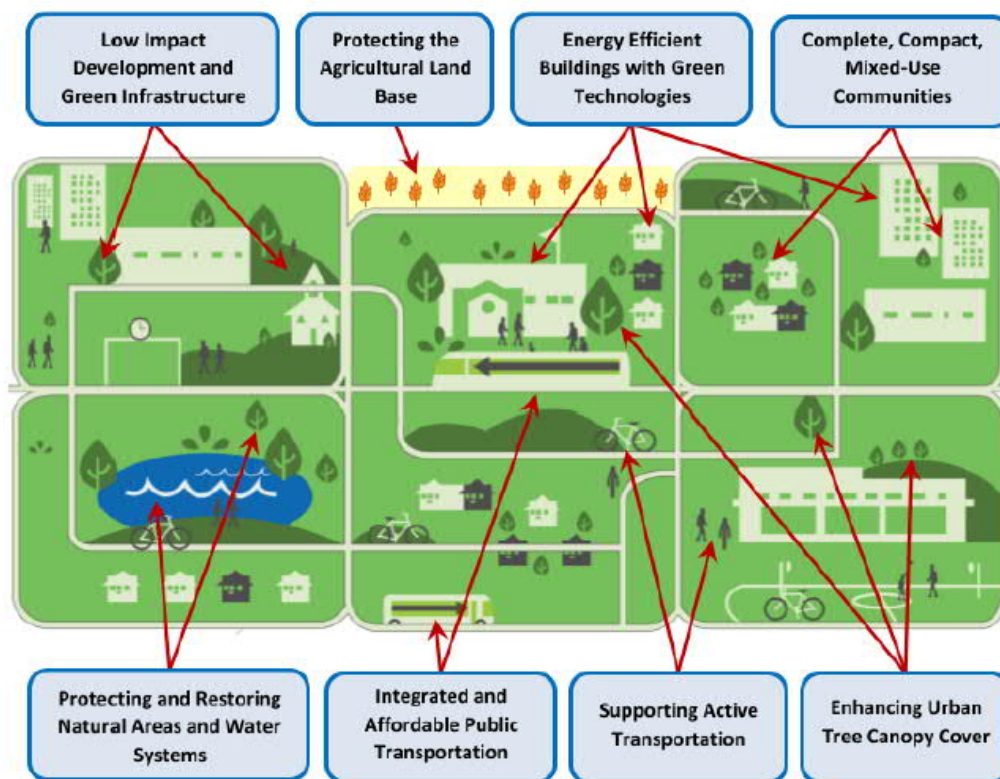
- More extreme/variable local weather events, such as heavy rains and prolonged droughts;
- Degraded ecosystems, wildlife and their habitats;
- Increased costs associated for industries impacted by weather events, such as agriculture and tourism industries;
- Public health risks resulting from flooding, heat-waves and insect-borne diseases; and,
- Potential for increased damage to public infrastructure (i.e. roads, bridges, etc.).

From a policy perspective, there is an opportunity for West Elgin's New Official Plan to consider a range of opportunities to mitigate and adapt to the effects of climate change, such as:

- Focusing growth within established settlement areas and promoting compact, complete mixed use communities;
- Promotion of green infrastructure, such as grassy swales and rain gardens to promote infiltration; roadside curb cuts to direct runoff to grassy swales and rain gardens; permeable pavement and green roofs to reduce runoff; rock pits, catch basins, and detention ponds to reduce peak runoff flows; and water and energy conserving infrastructure;
- Promotion of energy efficient building design;
- Protecting the agricultural land bases;
- Protecting and restoring natural areas and water systems, as well as increasing tree canopy cover; and,
- Promoting active transportation networks.

Figure 5-1 provides illustration of how these concepts apply at the municipal scale. It is important to note that a number of the elements presented above and on Figure 5-1 dovetail with established Provincial policies in the PPS.

Figure 5-1: Climate Change Opportunities in the Context of Land Use Planning



Source: Climate Brief Land Use Planning, Canadian Institute of Planners

5.2.9 Consultation, Engagement and Implementation

5.2.9.1 Consultation and Engagement

The PPS requires a coordinated, integrated and comprehensive approach to land use planning. This includes engaging and liaising with a number of stakeholders as well as Indigenous communities on land use planning matters. A number of municipal official plans contain goals, objectives, and policies respecting engagement on planning matters in order to support local planning.

Currently, the West Elgin Official Plan does not include any policy direction respecting consultation and engagement. It will be important to consider the ways in which policies can be introduced into the New Official Plan to address the PPS requirements respecting consultation with Indigenous communities as well as establish a framework for consultation and engagement on planning matters more broadly.

5.2.9.2 Community Improvement

Part IV of the *Planning Act* outlines municipal authority for the implementation of a Community Improvement Plan. Under Section 28(2) of the Act, a municipality containing provisions related

to community improvement within their Official Plan may designate a Community Improvement Project Area and provide for the preparation of a plan suitable for adoption as a Community Improvement Plan for the Community Improvement Project Area. Section 4.3 of the Municipality's current Official Plan contains policies pertaining to Community Improvement and, as such, the Municipality is able to identify Community Improvement Project Areas and develop Community Improvement Plans. Under the current Official Plan, the contiguous built-up areas of Rodney and West Lorne are designated as a Community Improvement Area. Additionally, there is a policy within the current Official Plan that allows for the identification and designation of additional Community Improvement Areas and the preparation of Community Improvement Plans.

As part of the development of the New Official Plan, the existing Community Improvement policies should be reviewed and updated, as necessary, including consideration for the best location within the New Official Plan for these policies in terms of structure organization.



6 GAPS AND OPPORTUNITIES

6.1 Preliminary Gaps and Opportunities

The following section highlights the main policy directions for the Municipality's New Official Plan, providing a concise summary of the issues and opportunities explored in the previous chapters.

Policy Alignment

There are a number of opportunities to improve alignment of the current Official Plan policies with the Provincial Policy Statement and the County Official Plan. There are no significant gaps which contravene/oppose a particular matter of provincial interest, however since the Plan is based on the 2005 PPS there are a number of areas where increased clarity can help to improve alignment. The detailed policy audit table in Appendix A.

Population and Employment Growth

- Elgin County's population is forecast to be 112,500 people by 2046, representing a population increase of 0.8% annually from 2016 to 2046.
- Municipal-wide population is forecast to modestly increase from approximately 5,100 in 2021 to 5,700 in 2031, and to 6,500 by 2046, representing a population increase of 1.0% annually over the 25-year period.

- West Elgin's population base declined from 5,700 in 2001 to 5,100 in 2016. Over the 2006-2016 period, the population base within West Elgin saw a modest decline of 0.4% annually. The population base within Elgin County increased at a rate of 0.2% annually over the same period. The population base for the Province grew at a significantly faster rate (1.0% annually) during the same period. The population in West Elgin has stabilized over the 2016-2021 period with a population estimate of 5,100 in 2021.
- During the 10 years from 2006 to 2016, the combined population of Rodney and West Lorne increased by approximately 9% (300 people).
- West Elgin's employment base decreased between 2006 and 2016 from 2,300 to 1,800.
- Between 2021 and 2046, West Elgin is expected to increase its total employment by 880 jobs, which represents an annual growth rate of 1.4% or 35 jobs annually.
- In accordance with the existing supply of designated developable urban employment lands versus long-term demand, West Elgin has an insufficient supply of designated urban employment lands to meet long-term needs to 2046. Based on the land needs analysis, a minimum of 12 net ha (30 net acres) of additional developable urban employment land is required to accommodate forecast employment growth to 2046.
- The Municipality's housing base is forecast to increase by approximately 770 households, from 2,180 in 2021 to 2,950 in 2046. This represents an annual increase of 31 new households per year, which is notably higher than the historical average over the past decade.
- Historical housing growth in the Municipality increased significantly from 2016 to 2020 compared to recent historical years reviewed. Housing development is expected to continue to increase over the short- to medium-term.

Growth Management

- The Settlement Area boundaries appear to be sufficient to accommodate forecast growth and there are no Settlement Area expansions required to accommodate the growth forecast.
- There is an opportunity for the Official Plan to provide policy direction on where growth should occur and what opportunities there are for growth in the Village Areas and Rural Areas over the planning horizon. The consideration for existing and any future municipal service plans should be considered and will play a role in where growth is to be directed.
- There is an opportunity for the Official Plan to provide more clear policy direction respecting permitted heights densities and built forms within areas identified as appropriate for residential development in accordance with the ideal housing mix set out in this report.
- There is an opportunity for the Official Plan to provide policy direction for the development and redevelopment of new and existing employment and commercial areas.

Agriculture

- There is an opportunity for the Official Plan to provide a clear and robust policy framework for agricultural-related uses and on-farm diversified uses, leveraging the Province's guidelines and other best practices.
- As the Municipality's settlement areas are expected to see continued growth over time there is an opportunity to explore policies which minimize the potential for land use compatibility issues to emerge between agricultural and residential uses in edge areas. The Official Plan should include policy guidance for new development which proactively manages the "rural-urban" interface.

Climate Change

- From a policy perspective, there is an opportunity for the New Official Plan to consider a range of opportunities to mitigate and adapt to the effects of climate change, such as:
 - Focusing growth within established settlement areas and promoting compact, complete mixed use communities;
 - Promotion of green infrastructure, such as grassy swales and rain gardens to promote infiltration; roadside curb cuts to direct runoff to grassy swales and rain gardens; permeable pavement and green roofs to reduce runoff; rock pits, catch basins, and detention ponds to reduce peak runoff flows; and water and energy conserving infrastructure;
 - Promotion of energy efficient building design;
 - Protecting the agricultural land bases;
 - Protecting and restoring natural areas and water systems, as well as increasing tree canopy cover; and,
 - Promoting active transportation networks.

Natural Heritage

- The current Natural Heritage System does not include any linkages or connections between the various natural features, which represents the only major policy gap within the Municipality's system.
- West Elgin's Natural Heritage System mapping is based on the County's Official Plan mapping. It is understood that the County has updated its natural heritage system mapping, however this was not adopted following the study. It is understood that the County's New OP project will be looking at the Natural Heritage System mapping in greater detail. For the scope of this work the expectation is that no major changes are anticipated to the current natural heritage system mapping, however, the appropriate time to update the natural heritage system mapping would occur when the County concludes its study).
- The New Official Plan could introduce a trails/open space schedule and be identified for future active transportation linkages.

Mineral Aggregate Resources and Petroleum Resources

- Currently, there are two areas of the Municipality where a number of licensed pits are found. One area is located along Johnston Line (County Road No. 6) near Clachan and the other area is located along Downie Line just west of Blacks Road. Sand and gravel is also taken out of Lake Erie at Port Glasgow and sold commercially. The licensed operation is undertaken by the Port Glasgow Yacht Club to prevent the mouth of the harbour from filling in. In all cases, the quality of aggregate being extracted is generally low.
- Elements of the existing policy framework should be revised as part of the New Official Plan process to ensure alignment with the Provincial Policy Statement and County Official Plan.

Natural Hazards

- There is an opportunity to provide more detailed mapping and policy guidance for the various natural hazards. It may be useful to include an additional map illustrating the various hazards which comprise the overall overlay (e.g. flooding, erosion, dynamic beach hazard, etc.).
- There may also be opportunities to strengthen shoreline development policies along Lake Erie, where parts of the shoreline has been subject to erosion.
- Additionally, the current Official Plan does not address the potential impacts of climate change in relation to the increase in risk associated with natural hazards. There is an opportunity to expand the policy framework and underscore the importance of climate change and the risks associated with natural hazards through the development of the New Official Plan.

Environmental Conservation

- There is an opportunity to add policy to support energy conservation in West Elgin that is in alignment with and takes direction from Section 1.8 of the PPS. The general policy direction could include to promote:
 - Compact form in the Village Areas;
 - A preserved and expanded active transportation network for pedestrians and cyclists;
 - Design and orientation which maximizes energy efficiency; and
 - Design with green infrastructure.

Sourcewater Protection

- There is a policy gap between the current Sourcewater Protection policies and those in the Thames-Sydenham and Region Source Protection Plan, which came into effect on September 17, 2015. The New Official Plan will need to implement applicable policies as directed by the Source Protection Plan.

Cultural Heritage

- There is a policy gap between the current Official Plan terminology and direction for respecting Indigenous communities. The New Official Plan policies will be based on the PPS direction.

Housing

- There is a policy gap in the current Official Plan, as it does not include a definition for affordable ownership or rental housing, nor does it include a definition for low and moderate income households. The New Official Plan will implement any identified targets for affordable housing set out by the County and should consider other recommendations respecting affordable housing and other tools that may be applied to address housing affordability.

Consultation, Engagement and Implementation

- There is policy gap in current Official Plan as there is no policy direction on consultation and engagement. There is an opportunity for the New Official Plan to provide detailed policy to guide the coordinated, integrated and comprehensive approach to land use planning which includes engaging and liaising with a number of stakeholders as well as Indigenous communities on land use planning matters. The New Official Plan policies could include objectives, and policies respecting engagement on planning matters in order to support local planning. The New Official Plan policies will need to address the PPS requirements respecting consultation with Indigenous communities as well as establish a framework for consultation and engagement on planning matters more broadly.
- There is an opportunity for the New Official Plan to include policy direction respecting Community Improvement and consider the most effective location for the policies within the document.

6.2 Next Steps

The key findings from this report will be presented to Council at a workshop where additional opportunity to discuss policy gaps and opportunities for the development of the New Official Plan will be provided. Following this, the Phase 1 Background Review and Issues and Opportunities Report will be revised and finalized to include formal policy directions that will establish the road map for the New Official Plan.

APPENDIX A: POLICY AUDIT TABLE

POLICY AUDIT PURPOSE

The purpose of the following table is to provide an initial assessment of how well the current Municipality of West Elgin Official Plan aligns with the Provincial Policy Statement 2020. The audit table provides a line-by-line analysis of the PPS and identifies policies which are well aligned with the PPS that could be carried forward into the New Official Plan; and, also policies which will need to be developed and incorporated into the New Official Plan. The audit is not intended to be an exhaustive review of the Official Plan, rather it is intended to provide a rough roadmap for developing a New Official Plan that is in alignment with Provincial priorities. The audit does not speak to local priorities which will also shape the content of the New Official Plan.

The key findings of the audit are summarized in Section 6.

DOCUMENT NOTES

The audit table is based on the 2020 PPS and the January 2020 Office Consolidation of the 2013 Municipal Official Plan. It should be noted that the current Official Plan does not include a section on definition and the expectation is that the updated Official Plan should include a comprehensive list of definitions.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
1.0	Building Strong Communities		
1.1	Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns		
1.1.1	Healthy, liveable and safe communities are sustained by: a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs; c) avoiding development and land use patterns which may cause environmental or public health and safety concerns; d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas; e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs; f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society; g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs; h) promoting development and land use patterns that conserve biodiversity; and i) preparing for the regional and local impacts of a changing climate.	<ul style="list-style-type: none">• Policy 1.3 (Goals) of the OP identifies goals intended to:<ul style="list-style-type: none">◦ ensure logical, efficient, orderly, compact and compatible development;◦ maintain and improve essential community services related to health, education, recreation, infrastructure and safety;◦ provide a diverse and affordable range of housing opportunities;• The OP allows for a range of uses as evidenced by the land use designations in Policy 5.0 (Village Areas).• The OP prioritizes “strong and healthy communities” in Policy 4.0 (Community).• The OP partially addresses accessibility requirements under the Ontarians with Disabilities Act in Policy 1.6 (Planning Context).• The OP partially addresses infrastructure systems to service existing and future employment requirements in Policy 2.1 (Economic Development).• Section 8.0 of the OP addresses infrastructure and utilities.	<ul style="list-style-type: none">• The OP generally addresses most of the goals identified in the PPS. There are no major gaps, however, some consideration for additional policies for the intensification, prevention and removal of land use barriers for people with disabilities and seniors; public service facilities with regards meeting current and projected needs; and conservation of biodiversity and climate change.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
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	<ul style="list-style-type: none">The OP identifies village areas as designated lands for development (Policy 5.0, Village Areas), intensification (Policy 4.2.2 Intensification and Redevelopment) and improvement areas for redevelopment, infill or reuse of brownfield sites (Policy 4.3.2 Improvement Areas)	<ul style="list-style-type: none">There is a need for the OP to:<ul style="list-style-type: none">Identify an urban structure that correlates with the land supply analysis; and,Define the role of village areas as settlement areas.The land use designations in the new OP will be developed to meet the needs for a 25 year time horizon.There is opportunity for the OP to include clear direction for planning period of 25 years.There is opportunity for the OP to include a more robust and detailed policy for intensification.
1.1.3	Settlement Areas		
1.1.3.1	Settlement areas shall be the focus of growth and development.	<ul style="list-style-type: none">The OP identifies growth to be in the Village Area, (Policy 1.5 Growth Management Strategy) given the municipal servicing presence, and Port Glasgow Community area.	<ul style="list-style-type: none">The New OP will need to clearly articulate the growth strategy for the 2046 planning horizon.
1.1.3.2	<p>Land use patterns within settlement areas shall be based on densities and a mix of land uses which:</p> <p>a) efficiently use land and resources;</p> <p>b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;</p> <p>c) minimize negative impacts to air quality and climate change, and promote energy efficiency;</p> <p>d) prepare for the impacts of a changing climate;</p> <p>e) support active transportation;</p> <p>f) are transit-supportive, where transit is planned, exists or may be developed; and</p> <p>g) are freight-supportive.</p> <p>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.</p>	<ul style="list-style-type: none">The OP identifies goals for efficient land use patterns in an effort to reduce land consumption, servicing costs and the encouragement of intensification (Policy 1.6, Planning Context).Active transportation is partially addressed pedestrian sidewalks, bicycle and low speed vehicle lands in new developments (Policy 11.3.5)The OP identifies that industrial areas are to have access to major transportation routes (Policy 1.5, Growth Management Strategy)	<ul style="list-style-type: none">There is opportunity for policies on efficient use of commercial and industrial spaces, energy conservation and efficiencies, climate change, active transportation, land use compatibility, transit supportive land use patterns and the inclusion of rail in freight-supportive land uses.
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.	<ul style="list-style-type: none">Transit-supportive development is not applicable to West Elgin.The OP encourages the redevelopment and intensification in settlement areas (Policy 4.1, Goals) and vacant industrial sites, ensuring that the appropriate amount of commercial and industrial land is available to meet the projected need, and that infrastructure will	<ul style="list-style-type: none">There is opportunity for policy direction on the shape and form of intensification, as well as an opportunity to promote some limited brownfield redevelopment.There is opportunity for policy direction on urban design for new development and redevelopment.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
		service existing and future employment needs (Policy 4.2.2, Intensification and Redevelopment).	
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.	<ul style="list-style-type: none">The OP promotes efficient and compact land use patterns which minimize land consumption (Policy 1.5, Growth Strategy), and directs development away from hazard lands for public health and safety (Policy 1.6, Planning Context).	<ul style="list-style-type: none">See above.
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.	<ul style="list-style-type: none">Policy 4.2.2, Intensification and Redevelopment states “in terms of targets a minimum of 20 intensification and/or redevelopment projects over the planning period is established”	<ul style="list-style-type: none">The OP will need to introduce minimum targets for intensification and redevelopment within the built-up areas (i.e. Village 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.	<ul style="list-style-type: none">The OP identifies that the “majority of new development is expected to take place through infilling and minor extensions and rounding out existing development.” (Policy 5.2.4 Infilling and Minor Extensions).The OP encourages infill development and, redevelopment (Policy 5.3.3 Development and Redevelopment) an improvement areas for infilling and reuse of brownfield sites (Policy 4.3.2 Improvement Areas).	<ul style="list-style-type: none">There is opportunity for guidance on the extension of existing built-up areas, mix of uses and densities and requirements.
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.	<ul style="list-style-type: none">The OP prioritizes growth to the settlement areas where the greatest servicing, urban uses, and employment opportunities exist, minimizing impacts to agricultural areas (Policy 1.5, Growth Strategy).The OP includes Policy 11.3.4 on the phasing of servicing	<ul style="list-style-type: none">There is an opportunity for the OP to include a robust and directive policy on development phasing. Ideally, the policy framework would identify the priority areas for development over the 25 year planning horizon. This content could build upon an updated growth strategy for the Municipality.
1.1.3.8	A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that: a) Sufficient opportunities 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	<ul style="list-style-type: none">Policy 10.1.2 (Settlement Area Boundaries) the OP identifies the opportunity for Settlement Area Boundary Expansions to occur during a Municipal Comprehensive Review, subject to criteria and the requirements of the PPS have been satisfied.	<ul style="list-style-type: none">There is an opportunity to integrate discussion on development with the Settlement Boundary Expansion requirements.

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	<p>i. There are no reasonable alternatives which avoid prime agricultural areas; and</p> <p>ii. There are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;</p> <p>d) The new or expanding settlement area is in compliance with the minimum distance separation formulae; and</p> <p>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.</p> <p>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.</p>		
1.1.3.9	<p>Notwithstanding policy 1.1.3.8, municipalities may permit adjustments of settlement area boundaries outside a comprehensive review provided:</p> <p>a) There would be no net increase in land within the settlement areas;</p> <p>b) The adjustment would support the municipality's ability to meet intensification and redevelopment targets established by the municipality;</p> <p>c) Prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and</p> <p>d) The settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.</p>	<ul style="list-style-type: none">The OP does not include a policy to this effect.	<ul style="list-style-type: none">There is an opportunity to include the additional criteria of the PPS in the OP.
1.1.4	Rural Areas in Municipalities		
1.1.4.1	<p>Healthy, integrated and viable rural areas should be supported by:</p> <p>a) Building upon rural character, and leveraging rural amenities and assets;</p> <p>b) Promoting regeneration, including the redevelopment of brownfield sites;</p> <p>c) Accommodating an appropriate range and mix of housing in rural settlement areas;</p> <p>d) Encouraging the conservation and redevelopment of existing rural housing stock on rural lands;</p> <p>e) Using rural infrastructure and public service facilities efficiently;</p> <p>f) Promoting diversification of the economic base and employment opportunities through goods and services, including value-added products and the sustainable management or use of resources;</p> <p>g) Providing opportunities for sustainable and diversified tourism, including leveraging historical, cultural, and natural assets;</p> <p>h) Conserving biodiversity and considering the ecological benefits provided by nature; and</p> <p>i) Providing opportunities for economic activities in prime agricultural areas, in accordance with policy 2.3.</p>	<ul style="list-style-type: none">The OP addresses agricultural policies in Policy 6.2 (Agricultural) outlining that rural areas should preserve rural character, partially promotes a diversified economic base through a variety of primary and secondary permitted uses, and does not negatively impact natural heritage features specific to Agricultural Related Commercial and Industrial Uses.	<ul style="list-style-type: none">There is an opportunity to identify the Municipality's overall structure and organization (e.g. West Elgin is comprised of mostly rural areas whose predominant use includes agricultural areas. The Municipality includes a hierarchy of settlement areas, etc.)There is opportunity for the OP to strengthen policies on the redevelopment of existing housing stock and the leveraging of rural amenities and assets.There is an opportunity for the OP to provide direction on a diverse range of housing stock (new and existing single detached and temporary residences), reuse existing non-agricultural buildings, and sustainable and diversified tourism.The OP does not directly address rural regeneration or the redevelopment of brownfield sites.

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			<ul style="list-style-type: none">Further discussion warranted on policies specific to rural lands versus agricultural, and the conservation of biodiversity and consideration of ecological benefits from nature specific to rural lands.
1.1.4.2	In rural areas, rural settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.	<ul style="list-style-type: none">Policy 1.6 (Planning Context) of the OP partially addresses the PPS as it states that Settlement Areas are to have the greatest number of urban uses and that they will be the focus of growth for the Municipality.Policy 6.3 (Hamlets) of the OP partially addresses the rural settlement areas as limited and restricted for future development given the absence of municipal services.	<ul style="list-style-type: none">The OP should make reference to regeneration and opportunities for intensification within Settlement Areas and Rural Settlement Areas, as appropriate.
1.1.4.3	When directing development in rural settlement areas in accordance with policy 1.1.3, planning authorities shall give consideration to rural characteristics, the scale of development and the provision of appropriate service levels.	<ul style="list-style-type: none">The OP partially addresses the PPS as Policy 6.3 (Hamlets) notes need for servicing.	<ul style="list-style-type: none">The OP should make reference to rural characteristics, the scale of development and the appropriate level of services for West Elgin’s rural settlement areas and hamlets.
1.1.4.4	Growth and development may be directed to rural lands in accordance with policy 1.1.5, including where a municipality does not have a settlement area.	<ul style="list-style-type: none">See item below.	<ul style="list-style-type: none">See item below.
1.1.5	Rural Lands in Municipalities		
1.1.5.1	When directing development on rural lands, a planning authority shall apply the relevant policies of Section 1: Building Strong Healthy Communities, as well as the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.	<ul style="list-style-type: none">The OP includes policy on rural residential (Policy 6.4) and delineates a rural area.	<ul style="list-style-type: none">The OP should include clear policy direction from Sections 1 to 3 of the PPS on development in rural lands.
1.1.5.2	On rural lands located in municipalities, permitted uses are: a) The management or use of resources; b) Resource-based recreational uses (including recreational dwellings); c) Residential development, including lot creation, that is locally appropriate; d) Agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards; e) Home occupations and home industries; f) Cemeteries; and g) Other rural land uses.	<ul style="list-style-type: none">The OP designates the Rural Area and most of the area is prime agricultural areas (Policy 6.0 Rural Area). The goals and objectives of the Rural Area align with the permitted uses (Policy 6.1).	<ul style="list-style-type: none">The OP should include permitted uses clearly as they apply to the entirety of the rural area.While not explicitly stated in the PPS, the OP should include a framework respecting cannabis production and processing in both the agricultural, rural industrial and industrial areas of the Municipality
1.1.5.3	Recreational, tourism and other economic opportunities should be promoted.	<ul style="list-style-type: none">Tourism, recreation and diversified economic are identified as priorities in Policy 1.3 (Goals), Policy 2.4 (Tourism), Policy 2.6 (Economic Development Plan).	<ul style="list-style-type: none">No major gaps.
1.1.5.4	Development that is compatible with the rural landscape and can be sustained by rural service levels should be promoted.	<ul style="list-style-type: none">The OP addresses Rural Areas in Policy 6.0 and does not address rural landscapes.	<ul style="list-style-type: none">The OP should address specific policies regarding rural land use compatibility and promotion of rural service levels.

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1.1.5.5	Development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the unjustified and/or uneconomical expansion of this infrastructure.	<ul style="list-style-type: none">The OP promotes efficient and economic infrastructure development and improvement (Policy 1.5, Growth Management Strategy). It also identifies the need for density of development that is in line with the capacity of the municipal infrastructure (Policy 2.0 Economic Development).	<ul style="list-style-type: none">No major gaps.
1.1.5.6	Opportunities should be retained to locate new or expanding land uses that require separation from other uses.	<ul style="list-style-type: none">The OP identifies opportunities for buffering and/or screening between land uses, including separation of uses for Industrial and Institutional uses (Policy 5.5.4, Policy 5.7.3). It outlines the separation requirements for new or expanding agricultural uses, such as livestock facilities (Policy 6.5.4); new sand and gravel pits (Policy 6.6.3); sewage treatment plant, landfill site (open/closed) (Schedule G); and commercial grain drying facilities (Policy 9.6.1).	<ul style="list-style-type: none">No major gaps. Further discussion could be considered to expand the types of land uses that may require separation.
1.1.5.7	Opportunities to support a diversified rural economy should be promoted by protecting agricultural and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses.	<ul style="list-style-type: none">The OP addresses primary, secondary and agriculturally-related commercial and industrial uses in the Agricultural Areas (Policy 6.2).	<ul style="list-style-type: none">The OP should include policy direction to support a diversified rural economy, traditional and diversified agricultural land uses, the promotion of resource-related uses and non-agricultural-related development in rural areas.
1.1.5.8	New land uses, including the creation of lots, and new or expanding livestock facilities, shall comply with the minimum distance separation formulae	<ul style="list-style-type: none">The OP addresses MDS for Rural Residential in Policy 6.4.4, and states “the Zoning By-law shall, amongst other matters, prescribe a minimum lot area for the creation of new agricultural parcels and shall include the Minimum Separation Distance (MDS) formulae” (Policy 6.2.15).	<ul style="list-style-type: none">The OP should include policy direction for the creation of lots, new or expanding livestock facilities to comply with the minimum distance separation formulae.
1.1.6	Territory without Municipal Organization		
1.1.6.1	On rural lands located in territory without municipal organization, the focus of development activity shall be related to the sustainable management or use of resources and resource-based recreational uses (including recreational dwellings).	<ul style="list-style-type: none">Not applicable.	
1.1.6.2	Development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the unjustified and/or uneconomical expansion of this infrastructure.		
1.1.6.3	The establishment of new permanent townsites shall not be permitted.		
1.1.6.4	In areas adjacent to and surrounding municipalities, only development that is related to the sustainable management or use of resources and resource-based recreational uses (including recreational dwellings) shall be permitted. Other uses may only be permitted if: a) The area forms part of a planning area;		

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	b) The necessary infrastructure and public service facilities are planned or available to support the development and are financially viable over their life cycle; and c) It has been determined, as part of a comprehensive review, that the impacts of development will not place an undue strain on the public service facilities and infrastructure provided by adjacent municipalities, regions and/or the Province.		
1.2	Coordination		
1.2.1	A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including: a) Managing and/or promoting growth and development that is integrated with infrastructure planning; b) Economic development strategies; c) Managing natural heritage, water, agricultural, mineral, and cultural heritage and archaeological resources; d) Infrastructure, multimodal transportation systems, public service facilities and waste management systems; e) Ecosystem, shoreline, watershed, and Great Lakes related issues; f) Natural and human-made hazards; g) Population, housing and employment projections, based on regional market areas; and h) Addressing housing needs in accordance with provincial policy statements such as the Policy Statement: Service Manager Housing and Homelessness Plans.	<ul style="list-style-type: none">The OP identifies coordination with various Provincial ministries, agencies (such as Conservation Authorities, local public and private organizations); Elgin County; and adjacent municipalities.	<ul style="list-style-type: none">No major gaps. There is opportunity for the New Official Plan to address matters of coordination via the introduction of an “implementation” section and/or through a preamble to the Official Plan which clarifies the roles of specific bodies in the planning process and the coordination of planning matters.
1.2.2	Planning authorities shall engage with Indigenous communities and coordinate on land use planning matters.	<ul style="list-style-type: none">The OP identifies engaging with First Nations communities on archaeological assessments (Policy 4.5.6, Archaeological Resources).	<ul style="list-style-type: none">The New OP will need to include appropriate references and terminology respecting Indigenous communities and will need to provide additional policies to engage Indigenous communities on land use planning matters. There is an opportunity for the New Official Plan to address this through the introduction of an “engagement” section which could also more broadly establish the Municipality’s protocols for engaging with the broader public and other stakeholders on planning matters.
1.2.3	Planning authorities should coordinate emergency management and other economic, environmental and social planning considerations to support efficient and resilient communities.	<ul style="list-style-type: none">The OP identifies economic development (Policy 2.0, Economic Development), and environmental (Policy 3.0, Environmental Protection) and social planning (Policy 4.0, Community) policies.	<ul style="list-style-type: none">Additional discussion required to determine the appropriate scope of policies to address coordination of planning matters. There is opportunity for the New Official Plan to address matters of coordination via an “implementation” section and/or through a preamble to the Official

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			Plan which clarifies the roles of specific bodies in the planning process and the coordination of planning matters.
1.2.4	Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall: a) Identify and allocate population, housing and employment projections for lower-tier municipalities. Allocations and projections by upper-tier municipalities shall be based on and reflect provincial plans where these exist and informed by provincial guidelines; b) Identify areas where growth or development will be directed, including the identification of nodes and the corridors linking these nodes; c) Identify targets for intensification and redevelopment within all or any of the lower-tier municipalities, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted in accordance with policy 1.1.3.8; d) Where major transit corridors exist or are to be developed, identify density targets for areas adjacent or in proximity to these corridors and stations, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted in accordance with policy 1.1.3.8; and e) Provide policy direction for the lower-tier municipalities on matters that cross municipal boundaries.	<ul style="list-style-type: none">Throughout the OP, the Municipality indicates it will coordinate planning efforts with Elgin County.	<ul style="list-style-type: none">No major gaps. There is an opportunity for the New Official Plan to establish timing protocols for reviews and updates, and the role/ relationship between the County and the Municipality through an “implementation” section.There is a need to monitor the County’s OP Review process in relation to the development of the Municipality’s New Official Plan and any future amendments to the Official Plan to address conformity issues that may arise upon approval of the County’s OP.
1.2.5	Where there is no upper-tier municipality, planning authorities shall ensure that policy 1.2.4 is addressed as part of the planning process, and should coordinate these matters with adjacent planning authorities.	<ul style="list-style-type: none">Not applicable.	<ul style="list-style-type: none">Not applicable.
1.2.6	Land Use Compatibility		
1.2.6.1	Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.	<ul style="list-style-type: none">The OP addresses separation distances and buffering between sensitive land uses, agricultural operations. It outlines the separation requirements for new or expanding agricultural uses, such as livestock facilities (Policy 6.5.4); new sand and gravel pits (Policy 6.6.3); wayside pits (Policy 6.6.6); sewage treatment plant, landfill site (open/closed) (Schedule G); and commercial grain drying facilities (Policy 9.6.1).The OP indicates the need for controls to be put in place to mitigate air and noise pollution, visual characteristics, dust, and vibrations next to residential land uses (Policy 6.0 Rural Area, Policy 9.0 Development Sensitivity Areas)	<ul style="list-style-type: none">There is an opportunity to strengthen land use compatibility policies. See below.
1.2.6.2	Where avoidance is not possible in accordance with policy 1.2.6.1, planning authorities shall protect the long-term viability of existing or planned industrial,	<ul style="list-style-type: none">The OP partially addresses the long-term viability of industries in Policy 2.0 “Limitations are, however,	<ul style="list-style-type: none">The OP should include separate policies on land use compatibility for the existing or planned

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	manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if the following are demonstrated in accordance with provincial guidelines, standards and procedures: a) There is an identified need for the proposed use; b) Alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations; c) Adverse effects to the proposed sensitive land use are minimized and mitigated; and d) Potential impacts to industrial, manufacturing or other uses are minimized and mitigated.	necessary so as not to undermine designated industrial and commercial areas and the 'Downtown Core', to ensure compatibility with neighbouring uses and to avoid servicing issues."	industrial, manufacturing or other uses that are vulnerable to encroachment as well as general land use compatibility section for clarity on requirements.
1.3	Employment		
1.3.1	Planning authorities shall promote economic development and competitiveness by: a) Providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs; b) Providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses; c) Facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment; d) Encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of housing policy 1.4; and e) Ensuring the necessary infrastructure is provided to support current and projected needs.	<ul style="list-style-type: none">• Policy 1.5 (Growth Management Strategy) identifies a range of Industrial and Commercial uses to accommodate existing and future employment needs, and Retail and service commercial uses.• Policy 2.0 (Economic Development) identifies objectives to encourage the development of a "to attract new industries and facilitate the expansion or improvement of existing industries which have, or potentially have, the ability to increase the tax base and employment opportunities, which do not have an adverse impact on the environment and which are compatible with surrounding land uses;" and encouraging opportunities for home-based businesses. Enhancement of the agricultural sector and agricultural-related industries is prioritized.• The OP identifies a range of permitted uses in Commercial (Policy 5.4, General Commercial Area) and Industrial (Policy 5.5) areas.	<ul style="list-style-type: none">• No major gaps. Some additional details/policy guidance could be provided with respect to the appropriate range of employment and institutional uses.
1.3.2	Employment Areas		
1.3.2.1	Planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.	<ul style="list-style-type: none">• The OP partially addresses employment areas those designates commercial and industrial (Policy 10.2.4, Comprehensive Review).• The OP includes a goal of "the adequate provision of employment possibilities" (Policy 1.6, Planning Context).	<ul style="list-style-type: none">• The New OP will need to incorporate the appropriate schedule and policy revisions to address any employment land shortfall identified through the background analysis• The OP should consider additional policy direction to designate Employment areas to protect and preserve current and future uses and infrastructure needs.

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1.3.2.2	At the time of the official plan review or update, planning authorities should assess employment areas identified in local official plans to ensure that this designation is appropriate to the planned function of the employment area. Employment areas planned for industrial and manufacturing uses shall provide for separation or mitigation from sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas.	<ul style="list-style-type: none"> The OP partially addresses this policy: “any changes to a settlement area boundary or any proposed reduction in lands designated as employment lands within the meaning of the Provincial Policy Statement (essentially lands designated for commercial or industrial purposes) shall only be considered on the basis of a comprehensive review. (Policy 10.2.4, Comprehensive Review). 	<ul style="list-style-type: none"> The OP should consider additional policy for employment areas planned for industrial and manufacturing uses.
1.3.2.3	Within employment areas planned for industrial or manufacturing uses, planning authorities shall prohibit residential uses and prohibit or limit other sensitive land uses that are not ancillary to the primary employment uses in order to maintain land use compatibility. Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-employment areas.	<ul style="list-style-type: none"> The OP partially addresses the policy by acknowledging the expansion and attraction of new industries and facilities to provide employment opportunities (Policy 2.1). 	<ul style="list-style-type: none"> The OP should consider additional policy direction on the land use compatibility, transition areas and employment areas function and design.
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.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> The OP should add policy to address the PPS policy in the Implementation section.
1.3.2.5	Notwithstanding policy 1.3.2.4, and until the official plan review or update in policy 1.3.2.4 is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation working together with affected upper and single-tier municipalities and subject to the following: a) There is an identified need for the conversion and the land is not required for employment purposes over the long term; b) The proposed uses would not adversely affect the overall viability of the employment area; and c) Existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> The OP should add policy to address the PPS policy in the Implementation section.
1.3.2.6	Planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> The OP should add policy to address the protection of employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations in the applicable land use designation.

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1.3.2.7	Planning authorities may plan beyond 25 years for the long-term protection of employment areas provided lands are not designated beyond the planning horizon identified in policy 1.1.2.	<ul style="list-style-type: none"> The OP partially addresses the horizon in Policy 1.4 Design Population. 	<ul style="list-style-type: none"> The OP update will consider a 25 year planning horizon and include directional policies to this effect based on the analysis completed in Chapters 3 and 4 of the background report.
1.4	Housing		
1.4.1	<p>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:</p> <p>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</p> <p>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.</p> <p>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.</p>	<ul style="list-style-type: none"> Policy 1.5 (Growth Management Strategy) indicates the Village Area will accommodate the most population growth and the hamlets residential development will be restricted. Policy 4.4 (Housing) indicates the Municipality has a minimum 10-year supply of land to designate as residential and a 3-year supply of land available for residential development with servicing capacity. 	<ul style="list-style-type: none"> There is an opportunity to address intensification and redevelopment opportunities tied to the 10-year and 3-year housing supplies.
1.4.2	<p>Where planning is conducted by an upper-tier municipality:</p> <p>a) The land and unit supply maintained by the lower-tier municipality identified in policy 1.4.1 shall be based on and reflect the allocation of population and units by the upper-tier municipality; and</p> <p>b) The allocation of population and units by the upper-tier municipality shall be based on and reflect provincial plans where these exist.</p>	<ul style="list-style-type: none"> Not applicable. 	<ul style="list-style-type: none"> Not applicable.
1.4.3	<p>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:</p> <p>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;</p> <p>b) Permitting and facilitating:</p> <p>1. All housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs</p>	<ul style="list-style-type: none"> Policy 4.4.3 (Affordable Housing) indicates a target of 20 affordable housing units for a 5-year period from 2008-2012. Policy 5.2 (Residential) identifies a mix of housing densities, compatible land uses, opportunities for intensification (including secondary units), and special residential uses, including residential care facilities, senior citizens housing, short-term accommodations, and facilities for special population groups. Development will be directed to areas that minimize costs for extending or creating services, roads and required community facilities. The policy also identifies direction for residential development that ensures 	<ul style="list-style-type: none"> There is opportunity in the OP to: <ul style="list-style-type: none"> Define affordable housing; Update target to percentage basis; Add in additional policy direction to support active transportation; Add in additional policy and clarity to the mix of housing types; Add policy direction for housing options Add additional policy guidance on promoting density where appropriate; Provide additional guidance for residential intensification, redevelopment, and new residential development.

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	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.	compact form, servicing efficiencies, and direction to built-up Settlement Areas.	<ul style="list-style-type: none">• This should be reviewed in conjunction with any ongoing work at the County respecting their OP review as well as their Affordable Housing Strategy
1.5	Public Spaces, Recreation, Parks, Trails and Open Space		
1.5.1	Healthy, active communities should be promoted by: a) Planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity; b) Planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources; c) Providing opportunities for public access to shorelines; and d) Recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas.	<ul style="list-style-type: none">• Policy 5.6 (Parks and Open Space) identifies a wide range of permitted open space and recreational uses. Public parks, natural areas, outdoor recreation facilities and cemeteries are permitted. The neighbourhood parks are identified as areas to contribute to the form and character of the community.• Policy 4.3 (Community Improvement) aims to improve streetscapes, pedestrian amenities and parking;• Policy 3.3 (Natural Heritage) indicates that significant natural areas, features, and ecological functions and processes must be protected.• Policy 3.4 (Water Resources) indicates that development must protect the watercourse, and source water of the Thames River and Lake Erie.	<ul style="list-style-type: none">• There is opportunity in the OP to support active transportation, walkable streets, compact development, pedestrian safety, and mixed use trails.• There is an opportunity for the OP to include a schedule showing the Municipality's major open spaces, parks, trails and recreational areas (as part of entire system).• There is opportunity in the OP to direct residential development to occur in close proximity to recreational facilities, schools, other community facilities, parks, and watercourses to provide for the needs of residents
1.6	Infrastructure and Public Service Facilities		
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	<ul style="list-style-type: none">• Policy 1.5 (Growth Management Strategy) identifies the efficient use of municipal infrastructure by directing growth to the two village.• Policy 2.0 (Economic Development) identifies the goal to maintain and improve infrastructure necessary to support the agricultural component of the local economy.	<ul style="list-style-type: none">• The new OP should include:<ul style="list-style-type: none">○ Discussion and policy direction to address climate change.○ Policy direction respecting financial viability of services over their lifecycle.○ Policy direction on current and future needs of infrastructure and public services.

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	b) Available to meet current and projected needs.	<ul style="list-style-type: none">Policy 2.3 (Industry and Commerce) indicates the growth of industrial and commercial development that would not burden the municipal infrastructure.Policy 8.0 (Infrastructure) indicates the uses of stormwater and roads as they support the surrounding land use designations.	
1.6.2	Planning authorities should promote green infrastructure to complement infrastructure.	<ul style="list-style-type: none">Policy 6.2.14 (Alternative and Renewable Energy) indicates support in maximizing wind energy opportunities.	<ul style="list-style-type: none">There is an opportunity in the new OP expand policies respecting green infrastructure.
1.6.3	Before consideration is given to developing new infrastructure and public service facilities: a) The use of existing infrastructure and public service facilities should be optimized; and b) Opportunities for adaptive re-use should be considered, wherever feasible.	<ul style="list-style-type: none">Policy 1.5 (Growth Management Strategy) identifies the efficient use of municipal infrastructure by directing growth to the two village.Policy 2.0 (Economic Development) identifies the goal to maintain and improve infrastructure necessary to support the agricultural component of the local economy.	<ul style="list-style-type: none">There is an opportunity in the OP to include policy direction that promotes optimization of existing services (given the recent investments this policy may be more relevant a decade from now), guidance on adaptive re-use.
1.6.4	Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services, and to ensure the protection of public health and safety in accordance with the policies in Section 3.0: Protecting Public Health and Safety.	<ul style="list-style-type: none">The OP does not include policy to this effect.	<ul style="list-style-type: none">There is an opportunity in the OP to provide guidance on development of infrastructure and public service facilities in proximity to emergency management services.
1.6.5	Public service facilities should be co-located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.	<ul style="list-style-type: none">The OP does not include policy to this effect.	<ul style="list-style-type: none">There is opportunity to include discussion and policies respecting the co-location of public facilities should community hubs and integration of active transportation be included on the urban structure or land use designation.
1.6.6	Sewage, Water and Stormwater		
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;	<ul style="list-style-type: none">Policy 1.5 (Growth Management Strategy) indicates that new development is intended to take place in the two villages (Settlement Areas) where full municipal sewage and water services are pre-existing. Development in rural areas which are not supplied by municipal services is to be discouraged. The Municipality has a water supply that is adequate for future development within the Settlement Areas.Policy 6.4.5 (Water Supply and Sanitary Sewage Disposal) for rural residential developments is it be serviced by the municipal water supply and on-site sanitary sewage systems.	<ul style="list-style-type: none">There is an opportunity to articulate a servicing framework for accommodating future growth. Policy 1.75 will likely be updated (pending the outcome of the growth analysis being undertaking as part of the OP).There is an opportunity for the Municipality to identify a hierarchy of permitted sewage and water supply services such as:<ul style="list-style-type: none">Full municipal servicing;Municipally or privately owned and operated communal systems;Individual on-site private systems; and,Partial municipal services.

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	<p>d) Integrate servicing and land use considerations at all stages of the planning process; and</p> <p>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.</p>	<ul style="list-style-type: none">• Policy 7.7 (Water Supply and Sanitary Sewage Disposal) notes the Lakeshore Area preferred services is municipal water and sewage but this is not yet available. Development proposals should be carefully evaluated for soil conditions and shoreline erosion impacts.• Policy 8.3 (Water Supply) addresses the village areas service by municipal water and significant portion of the rural area.• Policy 8.4. (Sewage Disposal) addresses the villages as serviced by the sewage treatment plants and lagoon systems for the rural area, with capacity to accommodate projected growth.• Section 11.3 (Servicing - Secondary Plan) addresses the regulatory requirements under Provincial policies for sewage and water servicing, and indicates that servicing must be economically feasible.• Section 11.3.1 (Water - Secondary Plan) states “all development and redevelopment in Port Glasgow will be connected to, and serviced by the piped municipal water supply system.”• Section 11.3.2 (Sewage Disposal – Secondary Plan) address the preferred sanitary sewage disposal services as private, communal systems.• Section 11.3.3 (Stormwater Manager – Secondary Plan) addresses services to be private communal works as approved by the Ministry of Environment.	<ul style="list-style-type: none">• There is an opportunity for the OP to articulate a framework for accommodating future growth and address development or redevelopment.• There is an opportunity for the OP to provide policy direction to minimize any potential pollution from sewage disposal systems.
1.6.6.2	Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.	<ul style="list-style-type: none">• See above.	<ul style="list-style-type: none">• See above.
1.6.6.3	Where municipal sewage services and municipal water services are not available, planned or feasible, private communal sewage services and private communal water services are the preferred form of servicing for multi-unit/lot development to support protection of the environment and minimize potential risks to human health and safety.	<ul style="list-style-type: none">• See above.	<ul style="list-style-type: none">• See above.
1.6.6.4	Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual on-site sewage services and individual on-site water	<ul style="list-style-type: none">• See above.	<ul style="list-style-type: none">• See above.

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	<p>services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In settlement areas, individual on-site sewage services and individual on-site water services may be used for infilling and minor rounding out of existing development.</p> <p>At the time of the official plan review or update, planning authorities should assess the long-term impacts of individual on-site sewage services and individual on-site water services on the environmental health and the character of rural settlement areas. Where planning is conducted by an upper-tier municipality, the upper-tier municipality should work with lower-tier municipalities at the time of the official plan review or update to assess the long-term impacts of individual on-site sewage services and individual on-site water services on the environmental health and the desired character of rural settlement areas and the feasibility of other forms of servicing set out in policies 1.6.6.2 and 1.6.6.3.</p>		
1.6.6.5	<p>Partial services shall only be permitted in the following circumstances:</p> <p>a) Where they are necessary to address failed individual on-site sewage services and individual on-site water services in existing development; or</p> <p>b) Within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that site conditions are suitable for the long-term provision of such services with no negative impacts. Where partial services have been provided to address failed services in accordance with subsection (a), infilling on existing lots of record in rural areas in municipalities may be permitted where this would represent a logical and financially viable connection to the existing partial service and provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In accordance with subsection (a), the extension of partial services into rural areas is only permitted to address failed individual on-site sewage and individual on-site water services for existing development.</p>	<ul style="list-style-type: none">Policy 1.5 (Growth Management Strategy) indicates that development is restricted to infilling and rounding out of existing development until full municipal services or an alternative is provided. Until that time, partial services are permitted.	<ul style="list-style-type: none">Further discussion is required to address failed on-site sewage services. There is an opportunity to more explicitly discuss that there are to be no negative impacts from servicing.
1.6.6.6	<p>Subject to the hierarchy of services provided in policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5, planning authorities may allow lot creation only if there is confirmation of sufficient reserve sewage system capacity and reserve water system capacity within municipal sewage services and municipal water services or private communal sewage services and private communal water services. The determination of sufficient reserve sewage system capacity shall include treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.</p>	<ul style="list-style-type: none">See above.	<ul style="list-style-type: none">Further discussion required to address hauled sewage from private communal sewage services and individual on-site sewage services.
1.6.6.7	<p>Planning for stormwater management shall:</p> <p>a) Be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;</p> <p>b) Minimize, or, where possible, prevent increases in contaminant loads;</p>	<ul style="list-style-type: none">Policy 3.4.5 (Stormwater Management) addresses study requirements for undeveloped are to minimize stormwater runoff and contaminant loads and	<ul style="list-style-type: none">There is opportunity for further discussion on water balance, protection of human health, safety and property damage, and increases in pervious surfaces.

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	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.	engagement of the Ministry and Conservation Authorities where necessary for facilities approval. <ul style="list-style-type: none"> Stormwater management is addresses in residential, rural areas, commercial/industrial and industrial lands as requiring stormwater management studies and proper site grading and stormwater management measures to ensure properly drained sites, controlled runoff and suitable outlets, and to eliminate or minimize surface drainage onto adjacent lands and roads. 	<ul style="list-style-type: none"> There is opportunity to introduce policy direction to address opportunities for grassed slopes, indigenous plantings, tree planting, sediment ponds and basins as methods to reduce speed and volume of stormwater flows, to reduce particulates, and enhance evaporation and water storage.
1.6.7	Transportation Systems		
1.6.7.1	Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, and are appropriate to address projected needs.	<ul style="list-style-type: none"> Policy 1.6 (Planning Context) identifies the provision of adequate and efficient transportation systems. Policy 5.5 (Industrial) permits transportation terminals as a use. Policy 8.2 (Roads) includes provincial highways, county roads and local roads to serve the community. Schedule C,D and E identifies the transportation network in Rodney, West Lorne and the Rural Area. 	<ul style="list-style-type: none"> There is opportunity to include discussion on energy efficiency and meeting the projected needs of the Municipality. There is opportunity to include discussion on a future transportation system. There is opportunity for a hierarchy and criteria to be introduced for roads to direct volumes of traffic accordingly. There is an opportunity to add policy direction to assess the transportation network and its ability to accommodate growth and projected needs.
1.6.7.2	Efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.	<ul style="list-style-type: none"> See above. 	<ul style="list-style-type: none"> There is opportunity for discussion on the use of transportation demand management strategies.
1.6.7.3	As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be maintained and, where possible, improved including connections which cross jurisdictional boundaries.	<ul style="list-style-type: none"> See above. 	<ul style="list-style-type: none"> There is opportunity for discussion on the use of multi-modal forms of transportation and the improvement of connections with neighbouring municipalities.
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.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> Further discussion required to address development patterns which minimize vehicular trips and active transportation.
1.6.8	Transportation and Infrastructure Corridors		
1.6.8.1	Planning authorities shall plan for and protect corridors and rights-of-way for infrastructure, including transportation, transit and electricity generation facilities and transmission systems to meet current and projected needs	<ul style="list-style-type: none"> Policy 8.0 (Infrastructure) notes “public utilities and infrastructure (e.g. water supply, sanitary sewage disposal, roads, electricity, natural gas, telecommunications) and any buildings, structures or appurtenances thereto shall be permitted in all land use designations in accordance with any and all environmental requirements and approvals and without an amendment to this Plan.” 	<ul style="list-style-type: none"> There is a need for the OP to address rights-of-way for infrastructure beyond transportation, such as transit and electricity generation facilities and transmission systems to meet current and projected needs. There is opportunity for discussion on the need for rights-of-way to accommodate current and projected needs.

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		<ul style="list-style-type: none"> Policy 8.2.4 (Road Allowances) allows for utility lines on either side of new road allowances. 	
1.6.8.2	Major goods movement facilities and corridors shall be protected for the long term.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> There is an opportunity to include policies in the OP on the protection of goods movement facilities and corridors over the long term.
1.6.8.3	Planning authorities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified. New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, mitigate or minimize negative impacts on and from the corridor and transportation facilities.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> Further discussion is required to address new development and its impacts on existing or planned transportation corridors, compatibility with and supportive of the long-term vision of the corridor and designed to avoid or reduce impacts on the corridor or transportation facilities.
1.6.8.4	The preservation and reuse of abandoned corridors for purposes that maintain the corridor's integrity and continuous linear characteristics should be encouraged, wherever feasible.	<ul style="list-style-type: none"> Policy 5.0 indicates that former railway corridor may be suitable and desirable for a trail linking the two villages. Policy 4.2.2 (Intensification and Redevelopment) state opportunities include abandoned railway lands, former industrial sites and other vacant or underutilized lands. 	<ul style="list-style-type: none"> There is opportunity for policy direction on the future reuse of other transportation corridors.
1.6.8.5	The co-location of linear infrastructure should be promoted, where appropriate.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> Discussion required to address the protection of natural resources in the development of rights-of-way, transportation corridors, electricity and transmission corridors, and infrastructure facilities.
1.6.8.6	When planning for corridors and rights-of-way for significant transportation, electricity transmission, and infrastructure facilities, consideration will be given to the significant resources in Section 2: Wise Use and Management of Resources.	<ul style="list-style-type: none"> The OP does not include policy to this effect. 	<ul style="list-style-type: none"> There is opportunity to provide policy guidance on corridors and rights-of-way for infrastructure throughout West Elgin.
1.6.9	Airports, Rail and Marine Facilities		
1.6.9.1	Planning for land uses in the vicinity of airports, rail facilities and marine facilities shall be undertaken so that: a) Their long-term operation and economic role is protected; and b) Airports, rail facilities and marine facilities and sensitive land uses are appropriately designed, buffered and/or separated from each other, in accordance with policy 1.2.6.	<ul style="list-style-type: none"> Policy 4.2.2 (Intensification and Redevelopment) state opportunities include abandoned railway lands, former industrial sites and other vacant or underutilized lands. Airport and marine facilities are not applicable. 	<ul style="list-style-type: none"> Further discussion required to address protection of long-term operation and economic role of railway facilities. There is opportunity for new policy to be included on respecting compliance with the railway standards, should rail be re-established in the Municipality.
1.6.9.2	Airports shall be protected from incompatible land uses and development by: a) Prohibiting new residential development and other sensitive land uses in areas near airports above 30 NEF/NEP; b) Considering redevelopment of existing residential uses and other sensitive land uses or infilling of residential and other sensitive land uses in areas above 30	<ul style="list-style-type: none"> Not applicable. 	<ul style="list-style-type: none"> Not applicable.

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	NEF/NEP only if it has been demonstrated that there will be no negative impacts on the long-term function of the airport; and c) Discouraging land uses which may cause a potential aviation safety hazard.		
1.6.10	Waste Management		
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	<ul style="list-style-type: none">Policy 1.6 (Planning Context) notes the adequate provision and efficient use of waste management systems.Policy 9.2 (Landfill Sites) notes there is one active and may closed landfill sites. The closed or abandoned landfill sites shall not be used for a period of 25 years without consent of the Ministry of Environment.	<ul style="list-style-type: none">Further discussion required on provisions of waste management systems for future growth, and implications of development patterns on waste generation, management and diversion.
1.6.11	Energy Supply		
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.	<ul style="list-style-type: none">Policy 6.2.14 (Alternative and Renewable Energy) states “the Municipality shall encourage alternative and renewable energy projects such as wind generation”.	<ul style="list-style-type: none">There is an opportunity for the OP to include policy direction on requirements for the development of energy to accommodate current and projected needs.
1.7	Long Term Economic Prosperity		
1.7.1	Long-term economic prosperity should be supported by: a) Promoting opportunities for economic development and community investment-readiness; b) Encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce; c) Optimizing the long-term availability and use of land, resources, infrastructure and public service facilities; d) Maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets; e) Encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes; f) Promoting the redevelopment of brownfield sites; g) Providing for an efficient, cost-effective, reliable multimodal transportation system that is integrated with adjacent systems and those of other jurisdictions, and is appropriate to address projected needs to support the movement of goods and people; h) Providing opportunities for sustainable tourism development; i) Sustaining and enhancing the viability of the agricultural system through protecting agricultural resources, minimizing land use conflicts, providing	<ul style="list-style-type: none">The OP addresses economic development in Policies 1.3 (Goals), 1.6 (Planning Context), 2.0 (Economic Development), 4.3.2 (Improvement Areas), 5.0 (Village Areas), 6.0 (Rural Areas), 11.0 (Port Glasgow Secondary Plan).	<ul style="list-style-type: none">There is an opportunity to address long-term economic prosperity through the goals and growth management strategy components of the New OP.There is an opportunity to include policy direction to encourage the vitality of the Downtown Core, create sense of place through built-form and sustainable tourism.Further discussion required on redevelopment of brownfield sites, multimodal transportation, and climate change.

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	opportunities to support local food, and maintaining and improving the agrifood network; j) Promoting energy conservation and providing opportunities for increased energy supply; k) Minimizing negative impacts from a changing climate and considering the ecological benefits provided by nature; and l) Encouraging efficient and coordinated communications and telecommunications infrastructure.		
1.8	Energy Conservation, Air Quality and Climate Change		
1.8.1	Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which: a) Promote compact form and a structure of nodes and corridors; b) Promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas; c) Focus major employment, commercial and other travel-intensive land uses on sites which are well served by transit where this exists or is to be developed, or designing these to facilitate the establishment of transit in the future; d) Focus freight-intensive land uses to areas well served by major highways, airports, rail facilities and marine facilities; e) Encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion; f) Promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation and green infrastructure; and g) Maximize vegetation within settlement areas, where feasible.	<ul style="list-style-type: none">• The OP partially addresses PPS in Policies 4.2 (Community Development), 5.0 (Village Area), 6.2.14 (Alternative and Renewable Energy), 8.2 (Roads).• Transit is not applicable.	<ul style="list-style-type: none">• Further discussion required on active transportation, climate change, and reduced greenhouse gas emissions.• There is opportunity for further discussion on land use development through a structure of nodes and corridors, and shortening of commute times.
2.0	Wise Use and Management of Resources		
2.1	Natural Heritage		
2.1.1	Natural features and areas shall be protected for the long term.	<ul style="list-style-type: none">• Policy 1.3 (Goals) of the OP addresses the PPS as it references the protection and enhancements of natural heritage features.• Policy 5.2.5 (Natural Heritage Features) addresses the protection of natural heritage features and does not permit development or site alternation.	<ul style="list-style-type: none">• There is an opportunity for the New OP to provide enhanced policy direction for the long term protection of natural heritage features and areas.
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	<ul style="list-style-type: none">• Policy 3.3 (Natural Heritage) of the OP partially addresses the PPS as it addresses the linkages, maintenance, and restoration of natural heritage	<ul style="list-style-type: none">• Further discussion required to determine the extent to which the New OP should make

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	and among natural heritage features and areas, surface water features and ground water features.	<p>features and areas, surface water features and ground water features.</p> <ul style="list-style-type: none">Policy 3.3.2 (Intent) states: "It is intended that significant natural heritage features are protected from development and site alteration which may threaten their integrity over the long term. The Municipality shall support the protection, restoration, conservation, enhancement and maintenance of natural heritage features. The Municipality further recognizes the importance of creating, maintaining and enhancing linkages between natural heritage features and surface and groundwater resources.	<p>reference to "diversity", "biodiversity" and the use of the term "connectivity".</p> <ul style="list-style-type: none">OP makes minimal reference to the "diversity" (Policy 3.1) and no reference to "biodiversity" of natural heritage featuresOP does not use term "linkages" or "connectivity" and references a wildlife corridor
2.1.3	Natural heritage systems shall be identified in Ecoregions 6E & 7E1, recognizing that natural heritage systems will vary in size and form in settlement areas, rural areas, and prime agricultural areas.	<ul style="list-style-type: none">Policy 3.3 (Natural Heritage) of the OP partially addresses the PPS as it recognizes Provincially Significant Wetland, Locally Significant Wetland, ANSI, Valleylands, in Schedule B Map 1, Woodlands on Schedule B Map 2 and Prime Agricultural Lands on Schedule F.	<ul style="list-style-type: none">OP does not reference that Natural Heritage Systems will vary in size and form.Further discussion required to determine whether to label map as "Natural Heritage Systems" and whether the mapping needs to be updated. Correspondence with the Conservation Authorities and through the County Official Plan Review, for updated mapping will be required.
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.	<ul style="list-style-type: none">Policy 3.3.3 (Wetlands) of the OP fully addresses the PPS.	<ul style="list-style-type: none">Further discussion required regarding potential restructuring of policy in New OP to facilitate ease of reading and understanding of policy content.
2.1.5	Development and site alteration shall not be permitted in: a) Significant wetlands in the Canadian Shield north of Ecoregions 5E, 6E and 7E1; b) Significant woodlands in Ecoregions 6E and 7E (excluding islands in Lake Huron and the St. Marys River)1; c) Significant valleylands in Ecoregions 6E and 7E (excluding islands in Lake Huron and the St. Marys River)1; d) Significant wildlife habitat; e) Significant areas of natural and scientific interest; and f) Coastal wetlands in Ecoregions 5E, 6E and 7E1 that are not subject to policy 2.1.4(b) unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions.	<ul style="list-style-type: none">Policy 3.3.3 (Wetlands), 3.3.6 (Wildlife Habitat), 3.3.7 (Woodlands, ANSI's and Valleylands) of the OP fully addresses the PPS.	<ul style="list-style-type: none">Further discussion required regarding potential restructuring of policy in New OP to facilitate ease of reading and understanding of policy content.Clarification and alignment of policies on Woodlots can be considered.
2.1.6	Development and site alteration shall not be permitted in fish habitat except in accordance with provincial and federal requirements.	<ul style="list-style-type: none">Policy 3.3.5 (Fish Habitat) of the OP fully addresses the PPS as it makes reference development and site alteration not being permitted in fish habitat or within 30 metres.	<ul style="list-style-type: none">No major gaps.

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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.	<ul style="list-style-type: none">Policy 3.3.6 (Wildlife Habitat) of the OP fully addresses the PPS as it states development and site alteration is not permitted in areas deems significant wildlife habitat or within 50 metres.	<ul style="list-style-type: none">No major gaps.
2.1.8	Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas identified in policies 2.1.4, 2.1.5, and 2.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.	<ul style="list-style-type: none">Policy 3.3 (Natural Heritage) of the OP fully addresses the PPS.	<ul style="list-style-type: none">No major gaps.
2.1.9	Nothing in policy 2.1 is intended to limit the ability of agricultural uses to continue.	<ul style="list-style-type: none">Policy 3.3 (Natural Heritage) of the OP fully addresses the PPS.	<ul style="list-style-type: none">No major gaps.
2.2	Water		
2.2.1	<p>Planning authorities shall protect, improve or restore the quality and quantity of water by:</p> <p>a) Using the watershed as the ecologically meaningful scale for integrated and long-term planning, which can be a foundation for considering cumulative impacts of development;</p> <p>b) Minimizing potential negative impacts, including cross-jurisdictional and cross-watershed impacts;</p> <p>c) Evaluating and preparing for the impacts of a changing climate to water resource systems at the watershed level;</p> <p>d) Identifying water resource systems consisting of ground water features, hydrologic functions, natural heritage features and areas, and surface water features including shoreline areas, which are necessary for the ecological and hydrological integrity of the watershed;</p> <p>e) Maintaining linkages and related functions among ground water features, hydrologic functions, natural heritage features and areas, and surface water features including shoreline areas;</p> <p>f) Implementing necessary restrictions on development and site alteration to:</p> <p>1. Protect all municipal drinking water supplies and designated vulnerable areas; and</p> <p>2. Protect, improve or restore vulnerable surface and ground water, sensitive surface water features and sensitive ground water features, and their hydrologic functions;</p> <p>g) Planning for efficient and sustainable use of water resources, through practices for water conservation and sustaining water quality;</p> <p>h) Ensuring consideration of environmental lake capacity, where applicable; and</p> <p>i) Ensuring stormwater management practices minimize stormwater volumes and contaminant loads, and maintain or increase the extent of vegetative and pervious surfaces.</p>	<ul style="list-style-type: none">Various OP policies address aspects of PPS:<ul style="list-style-type: none">A) Policy 3.4 .1 (Source Water Protection Plan) partially addresses item (a)B) Policy 3.4.2 (Adverse Impacts) and 3.4.4 (Partnerships) partially addresses item (b) as it states it will co-operate with the Lower Thames Valley Conservation Authority.C) The OP does not include a policy or mapping to this effect.D) Policy 3.3 (Natural Heritage) partially addresses item but does not include shoreline areas policies, hydrologic functions or ground water features.E) Policy 3.4.6 (Watershed Boundaries) partially address item (e).F) Policy 3.4.2 (Adverse Impacts) partially addresses item (f) as it states that the proponent shall be required to submit a report by a qualified person to mitigate impacts.G) OP does not address item (g).Policy 3.4.5 (Stormwater Management) addresses study requirements for undeveloped are to minimize stormwater runoff and contaminant loads and engagement of the Ministry and Conservation Authorities where necessary for facilities approval and only partially addresses item (h)	<ul style="list-style-type: none">A) OP should reference the cumulative impacts of development on the watershed.B) OP should reference cross-watershed impacts.C) & D) OP should address consideration for shoreline areas with further policy direction.E) OP should reference consideration for sensitive surface water features and sensitive ground water features. OP does not use the terms “vulnerable” and “sensitive” when describing water sources.F) OP should reference the importance of planning for efficient water use and make reference to water qualityG) OP does not address consideration of environmental lake capacity and a new policy is required to address item (g).H) OP should address the use of stormwater management practices to minimize contaminated loads, and maintain and increase the extent of vegetation and pervious surfaces.OP should include current water resource mapping from local Conservation Authorities, if available.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
2.2.2	Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored. Mitigative measures and/or alternative development approaches may be required in order to protect, improve or restore sensitive surface water features, sensitive ground water features, and their hydrologic functions.	<ul style="list-style-type: none">Policy 3.4.1 (Source Water Protection Plan) states the Municipality shall actively participate in the preparation and implementation of a source water protection plan in accordance with the Clean Water Act and led by the conservation authorities designated for these purposes.Policy 3.5 (Water Resources) states measures and practices are necessary to reduce or eliminate the potential for impairment of the quality and quantity of the Municipality's surface and groundwater resources.	<ul style="list-style-type: none">There is an opportunity for the OP to reference sensitive surface water features and sensitive ground water features. OP does not use the terms "sensitive surface water features" and "sensitive ground water features"The New OP should include a policy that references mitigative measures and alternative development approaches to protect, restore, and improve surface and ground water features.
2.3	Agriculture		
2.3.1	Prime agricultural areas shall be protected for long-term use for agriculture. Prime agricultural areas are areas where prime agricultural lands predominate. Specialty crop areas shall be given the highest priority for protection, followed by Canada Land Inventory Class 1, 2, and 3 lands, and any associated Class 4 through 7 lands within the prime agricultural area, in this order of priority.	<ul style="list-style-type: none">Policy 1.3 (Goals) of the OP partially address the PPS as it states that the agricultural land base should be protected.Policy 6.2.4 Prime Agricultural Lands and the associated Schedule F show the Class 1,2,3 lands.	<ul style="list-style-type: none">No major gaps. There is some opportunity for the OP to include policy direction within each Class of land.
2.3.2	Planning authorities shall designate prime agricultural areas and specialty crop areas in accordance with guidelines developed by the Province, as amended from time to time. Planning authorities are encouraged to use an agricultural system approach to maintain and enhance the geographic continuity of the agricultural land base and the functional and economic connections to the agri-food network.	<ul style="list-style-type: none">Policy 6.2.4 Prime Agricultural Lands and the associated Schedule F show the Class 1,2,3 lands.Policy 6.0 Rural Area states "Although a potential is believed to exist, there are currently no designated specialty crop areas in West Elgin, being areas where specialty crops such as tender fruits, grapes, vegetables, greenhouse crops and crops from agriculturally developed organic soils are predominantly grown."	<ul style="list-style-type: none">No major gaps. There is some opportunity for the OP to include policy direction for an agricultural systems approach to planning and reference to the agri-food network.
2.3.3	Permitted Uses		
2.3.3.1	In prime agricultural areas, permitted uses and activities are: agricultural uses, agriculture-related uses and on-farm diversified uses. Proposed agriculture-related uses and on-farm diversified uses shall be compatible with, and shall not hinder, surrounding agricultural operations. Criteria for these uses may be based on guidelines developed by the Province or municipal approaches, as set out in municipal planning documents, which achieve the same objectives.	<ul style="list-style-type: none">Policy 6.2.4 Prime Agricultural Lands includes partial direction on the permitted uses.Policy 6.2.1 and 6.2.2 Primary and Secondary Uses provide direction on the permitted uses.	<ul style="list-style-type: none">The New OP should include direction on use "agriculture-related uses" and "on-farm diversified uses" consistent with the PPS.
2.3.3.2	In prime agricultural areas, all types, sizes and intensities of agricultural uses and normal farm practices shall be promoted and protected in accordance with provincial standards.	<ul style="list-style-type: none">Policy 6.2.5 (Right-to-Farm) partially addresses this policy by upholding the principle of normal farm practice.	<ul style="list-style-type: none">No major gap.
2.3.3.3	New land uses in prime agricultural areas, including the creation of lots and new or expanding livestock facilities, shall comply with the minimum distance separation formulae.	<ul style="list-style-type: none">Policy 6.2.2 (Secondary Uses), 6.2.3 (Agriculturally-related Commercial and Industrial uses), 6.2.9 (Surplus Farm Dwellings), 6.2.12 (Existing Vacant Lots) mentions compliance requirements with MDS I.	<ul style="list-style-type: none">No major gap. There is an opportunity for appropriate reorganization of the policies related to agriculture, prime agriculture, lot creation and adjustments for clarity on the policies that apply.

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		<ul style="list-style-type: none">Policy 6.2.6 (Livestock Operations) mentions compliance with MDS II.Policy 6.2.7 (Severing of Agricultural Lands partially addresses this policy, but does not mention MDS.Policy 6.4.4 (Minimum Separation Distance) addresses the creation of lots shall comply with the Minimum Distance Separation Formula (MDS I) with respect to any neighbouring livestock operation.	
2.3.4	Lot Creation and Lot Adjustments		
2.3.4.1	Lot creation in prime agricultural areas is discouraged and may only be permitted for: a) Agricultural uses, provided that the lots are of a size appropriate for the type of agricultural use(s) common in the area and are sufficiently large to maintain flexibility for future changes in the type or size of agricultural operations; b) Agriculture-related uses, provided that any new lot will be limited to a minimum size needed to accommodate the use and appropriate sewage and water services; c) A residence surplus to a farming operation as a result of farm consolidation, provided that: 1. The new lot will be limited to a minimum size needed to accommodate the use and appropriate sewage and water services; and 2. The planning authority ensures that new residential dwellings are prohibited on any remnant parcel of farmland created by the severance. The approach used to ensure that no new residential dwellings are permitted on the remnant parcel may be recommended by the Province, or based on municipal approaches which achieve the same objective; and d) Infrastructure, where the facility or corridor cannot be accommodated through the use of easements or rights-of-way.	<ul style="list-style-type: none">Policy 6.4.3 (Creation of Lots) states “the creation of lots shall only be permitted which front on existing public roads. Development in depth and the establishment of new roads shall not be permitted. Lots shall normally be created by land severance or consent in accordance with the provisions of the Planning Act and Section 10.4.4 and other applicable sections of this Plan.”OP does not reference lot creation in prime agricultural areas for the purpose of infrastructure.	<ul style="list-style-type: none">Revisions to the lot creation and lot adjustment policies may be required to more closely align with the language in the PPS policy 2.3.4.1 and to reflect the requirements specifically in prime agricultural areas.
2.3.4.2	Lot adjustments in prime agricultural areas may be permitted for legal or technical reasons.	<ul style="list-style-type: none">Policy 6.8.6 (d) (Agricultural Consent Policies) of the OP partially address the PPS as it states that minor lot adjustments are permitted.	<ul style="list-style-type: none">The OP should clarify under which circumstances minor lot adjustments are permitted for legal or technical reasons (defined term in the PPS).
2.3.4.3	The creation of new residential lots in prime agricultural areas shall not be permitted, except in accordance with policy 2.3.4.1(c).	<ul style="list-style-type: none">Policy 6.8.3 is silent on this aspect of the PPS (although it appears to be implied through various policies).	<ul style="list-style-type: none">The OP should clearly state that the creation of new residential lots in prime agricultural lands is not permitted (except in accordance with 2.3.4.1c).
2.3.5	Removal of Land from Prime Agricultural Areas		
2.3.5.1	Planning authorities may only exclude land from prime agricultural areas for expansions of or identification of settlement areas in accordance with policy 1.1.3.8	<ul style="list-style-type: none">The OP does not include policy to this effect.	<ul style="list-style-type: none">The OP should add policy to this effect.
2.3.6	Non-Agricultural Uses in Prime Agricultural Areas		

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
2.3.6.1	Planning authorities may only permit non-agricultural uses in prime agricultural areas for: a) Extraction of minerals, petroleum resources and mineral aggregate resources; or b) Limited non-residential uses, provided that all of the following are demonstrated: 1. The land does not comprise a specialty crop area; 2. The proposed use complies with the minimum distance separation formulae; 3. There is an identified need within the planning horizon provided for in policy 1.1.2 for additional land to accommodate the proposed use; and 4. Alternative locations have been evaluated, and i. There are no reasonable alternative locations which avoid prime agricultural areas; and ii. There are no reasonable alternative locations in prime agricultural areas with lower priority agricultural lands.	<ul style="list-style-type: none"> The following OP policies partially address PPS Policy 2.3.6.1: <ul style="list-style-type: none"> OP partially addresses the PPS (see below) but does not reference “prime agricultural areas”. Policy 4.1 (Agricultural – Agricultural Uses) states that non-agricultural uses are generally discouraged. A) Policy 4.1 (Agricultural – Extraction of Petroleum Resources) partially addresses the PPS as it states that the extraction of petroleum resources is permitted in accordance with Section 2.8. B) OP does not include policies on non-agricultural uses in prime agricultural areas. Current OP Policy 4.1 (Agricultural – Non-Secondary Agricultural Related Commercial and Industrial Uses [f]) makes reference to Non-Secondary Agricultural Related, which address PPS Policy 2.3.6.1 (B) 1-4 	<ul style="list-style-type: none"> A) The New OP policies should address the extraction of mineral aggregate resources in prime agricultural areas. Further discussion regarding the use of the term “Agricultural Areas” and “Prime Agricultural Areas” B) 1. The New OP policies should include policies on non-agricultural uses in prime agricultural areas. Current OP Policy 4.1 (Agricultural – Non-Secondary Agricultural Related Commercial and Industrial Uses [f]) makes reference to Non-Secondary Agricultural Related Commercial and Industrial Uses.
2.3.6.2	Impacts from any new or expanding non-agricultural uses on surrounding agricultural operations and lands are to be mitigated to the extent feasible.	<ul style="list-style-type: none"> Policy 6.5 (Commercial/Industrial and Industrial) states the non-agriculturally related uses in the Rural Area should be limited in scale and located near one of the two village. 	<ul style="list-style-type: none"> The New OP should introduce a general policy that addresses mitigation of non-agricultural uses on surrounding agricultural operations and lands. The New OP should consider the rural/urban interface and impacts to the agricultural lands that need to be mitigated within the urban area.
2.4	Minerals and Petroleum		
2.4.1	Minerals and petroleum resources shall be protected for long-term use	<ul style="list-style-type: none"> Policy 1.3 (Goals) states the areas of aggregate resources are to be protected Policy 6.6 (Aggregate Resources) addresses the uses, lots, re-designation and various types of resources with specific policies (i.e. Concrete plants, wayside pits, abandoned pits). 	<ul style="list-style-type: none"> No major gaps. There is opportunity to add in policy direction on long-term use.
2.4.2	Protection of Long-Term Resource Supply		
2.4.2.1	Mineral mining operations and petroleum resource operations shall be identified and protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact.	<ul style="list-style-type: none"> Policy 6.1 (Goals and Objectives) states petroleum resource areas to be protected for long term use. Policy 11.2.8 (Aggregate Extraction) states mineral aggregate operations can continue and shall be protected from development and activities that would preclude or hinder their expansion or continued use or 	<ul style="list-style-type: none"> No major gaps.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
		<p>which would be incompatible for reasons of public health, public safety, or environmental impact.</p> <ul style="list-style-type: none"> Petroleum resources and Aggregate resource pools are mapped on Schedule G. 	
2.4.2.2	Known mineral deposits, known petroleum resources and significant areas of mineral potential shall be identified and development and activities in these resources or on adjacent lands which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if: <ul style="list-style-type: none"> a) Resource use would not be feasible; or b) The proposed land use or development serves a greater long-term public interest; and c) Issues of public health, public safety and environmental impact are addressed. 	<ul style="list-style-type: none"> See above. 	<ul style="list-style-type: none"> No major gaps.
2.4.3	Rehabilitation		
2.4.3.1	Rehabilitation to accommodate subsequent land uses shall be required after extraction and other related activities have ceased. Progressive rehabilitation should be undertaken wherever feasible.	<ul style="list-style-type: none"> Policy 6.1 (Goals and Objectives) states “to ensure any new sand and gravel pits adhere to sound principles of aggregate extraction and progressive site rehabilitation;” Policy 6.6.3 (New Sand and Gravel Pits) also notes site rehabilitation in accordance with Aggregate Resources Act will be implemented in a progressive manner as the extraction takes place and provides further policy direction based on the use. 	<ul style="list-style-type: none"> No major gaps.
2.4.4	Extraction in Prime Agricultural Areas		
2.4.4.1	Extraction of minerals and petroleum resources is permitted in prime agricultural areas provided that the site will be rehabilitated.	<ul style="list-style-type: none"> The OP does not have any policy to this effect. 	<ul style="list-style-type: none"> A policy specific to extraction in prime agricultural areas is required to be included in the New OP.
2.5	Mineral Aggregate Resources		
2.5.1	Mineral aggregate resources shall be protected for long-term use and, where provincial information is available, deposits of mineral aggregate resources shall be identified.	<ul style="list-style-type: none"> The following OP policies partially address PPS Policy 2.5.1: <ul style="list-style-type: none"> Policy 1.3 (Goals) states the areas of aggregate resources are to be protected and Policy 6.1 on petroleum resources for the long term 	<ul style="list-style-type: none"> There is an opportunity for the OP to reference the long-term protection of mineral aggregate resources.
2.5.2	Protection of Long Term Resource Supply		
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.	<ul style="list-style-type: none"> Policy 6.6 (Aggregate Resources) partially addresses mineral aggregate resources local resourcing. 	<ul style="list-style-type: none"> The OP should introduce policy that promotes the availability of mineral aggregate resources close to market and introduce a policy that addresses the need for mineral aggregate resources.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
2.5.2.2	Extraction shall be undertaken in a manner which minimizes social, economic and environmental impacts.	<ul style="list-style-type: none"> Policy 6.6 (Aggregate Operations) provides limited policy directions for minimal impacts from extraction. 	<ul style="list-style-type: none"> The OP should clearly reference how extraction shall be undertaken by referencing the minimizing of social, economic, and environmental impacts.
2.5.2.3	Mineral aggregate resource conservation shall be undertaken, including through the use of accessory aggregate recycling facilities within operations, wherever feasible.	<ul style="list-style-type: none"> Policy 6.6.1 (Aggregate Operations – Primary Uses) references uses accessory to traction and processing (crushing, recycling, washing, and stockpiling of aggregate extracted) is permitted. 	<ul style="list-style-type: none"> There an opportunity for OP the include policy directions regarding the introduction of an “accessory aggregate recycling facility” as a permitted use in the OP.
2.5.2.4	Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning or development permit under the Planning Act. Where the Aggregate Resources Act applies, only processes under the Aggregate Resources Act shall address the depth of extraction of new or existing mineral aggregate operations. When a license for extraction or operation ceases to exist, policy 2.5.2.5 continues to apply.	<ul style="list-style-type: none"> Policy 6.1 (Goals and Objectives) states petroleum resource areas to be protected for long term use. Policy 11.2.8 (Aggregate Extraction) states mineral aggregate operations can continue and shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety, or environmental impact. 	<ul style="list-style-type: none"> No major gaps. There is some opportunity for the OP provide clarity for surrounding uses.
2.5.2.5	In known deposits of mineral aggregate resources and on adjacent lands, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if: a) Resource use would not be feasible; or b) The proposed land use or development serves a greater long-term public interest; and c) Issues of public health, public safety and environmental impact are addressed.	<ul style="list-style-type: none"> Policy 6.6 (Aggregate Resources) partially addresses the PPS as it lays out the conditions for the establishment of new operations adjacent or in know Mineral Resource Areas. 	<ul style="list-style-type: none"> There is an opportunity for the New OP to include clear policy direction on mineral aggregate lands and those surrounding. Further discussion required regarding the mapping of mineral aggregate resources.
2.5.3	Rehabilitation		
2.5.3.1	Progressive and final rehabilitation shall be required to accommodate subsequent land uses, to promote land use compatibility, to recognize the interim nature of extraction, and to mitigate negative impacts to the extent possible. Final rehabilitation shall take surrounding land use and approved land use designations into consideration.	<ul style="list-style-type: none"> Policy 6.1 (Goals and Objectives) states “to ensure any new sand and gravel pits adhere to sound principles of aggregate extraction and progressive site rehabilitation;” Policy 6.6.3 (New Sand and Gravel Pits) also notes site rehabilitation in accordance with Aggregate Resources Act will be implemented in a progressive manner as the extraction takes place and provides further policy direction based on the use. 	<ul style="list-style-type: none"> There an opportunity to include policy direction in the New OP to address final rehabilitation requirements, including that final rehabilitation shall consider surrounding and approved land use designations.
2.5.3.2	Comprehensive rehabilitation planning is encouraged where there is a concentration of mineral aggregate operations.	<ul style="list-style-type: none"> The OP does not address this aspect of the PPS. 	<ul style="list-style-type: none"> OP should address comprehensive rehabilitation planning.
2.5.3.3	In parts of the Province not designated under the Aggregate Resources Act, rehabilitation standards that are compatible with those under the Act should be adopted for extraction operations on private lands.	<ul style="list-style-type: none"> Not applicable, 	<ul style="list-style-type: none"> Not applicable.
2.5.4	Extraction in Prime Agricultural Areas		

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
2.5.4.1	<p>In prime agricultural areas, on prime agricultural land, extraction of mineral aggregate resources is permitted as an interim use provided that the site will be rehabilitated back to an agricultural condition.</p> <p>Complete rehabilitation to an agricultural condition is not required if:</p> <p>a) Outside of a specialty crop area, there is a substantial quantity of mineral aggregate resources below the water table warranting extraction, or the depth of planned extraction in a quarry makes restoration of pre-extraction agricultural capability unfeasible;</p> <p>b) In a specialty crop area, there is a substantial quantity of high quality mineral aggregate resources below the water table warranting extraction, and the depth of planned extraction makes restoration of pre-extraction agricultural capability unfeasible;</p> <p>c) Other alternatives have been considered by the applicant and found unsuitable. The consideration of other alternatives shall include resources in areas of Canada Land Inventory Class 4 through 7 lands, resources on lands identified as designated growth areas, and resources on prime agricultural lands where rehabilitation is feasible. Where no other alternatives are found, prime agricultural lands shall be protected in this order of priority: specialty crop areas, Canada Land Inventory Class 1, 2 and 3 lands; and</p> <p>d) Agricultural rehabilitation in remaining areas is maximized</p>	<ul style="list-style-type: none"> The following OP policies partially address these policies throughout Policy 6.6 (Aggregate Resources) but does not address extraction in prime agricultural areas specifically. <ul style="list-style-type: none"> Policy 6.1 (Goals and Objectives) states “to ensure any new sand and gravel pits adhere to sound principles of aggregate extraction and progressive site rehabilitation;” Policy 6.6.3 (New Sand and Gravel Pits) also notes site rehabilitation in accordance with Aggregate Resources Act will be implemented in a progressive manner as the extraction takes place and provides further policy direction based on the use. 	<ul style="list-style-type: none"> The OP should include policies specific to extraction in prime agricultural areas and site rehabilitation. Further mapping may also be required.
2.5.5	Wayside Pits, Quarries , Portable Asphalt Plants and Portable Concrete Plants		
2.5.5.1	Wayside pits and quarries, portable asphalt plants and portable concrete plants used on public authority contracts shall be permitted, without the need for an official plan amendment, rezoning, or development permit under the Planning Act in all areas, except those areas of existing development or particular environmental sensitivity which have been determined to be incompatible with extraction and associated activities.	<ul style="list-style-type: none"> Policy 6.6.9 (Portable Asphalt/Concrete Plants), and 6.6.6 (Wayside Pits) of the OP fully addresses the PPS as it states that wayside pits and quarries, portable asphalt plants and portable concrete plants on public authority contracts are permitted and lists the exceptions. The policies state the permitted uses without an amendment to the Plan or Zoning By-law subject to conditions stated the OP specific to each type of operation. 	<ul style="list-style-type: none"> No major gaps.
2.6	Cultural Heritage and Archaeology		
2.6.1	Significant built heritage resources and significant cultural heritage landscapes shall be conserved.	<ul style="list-style-type: none"> Policy 1.3 (Goals) of the OP partially addresses the PPS and states “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest”. 	<ul style="list-style-type: none"> The New OP should ensure consistency in terminology uses for significant built heritage resources, and significant cultural heritage landscapes of the New OP should also include a new definitions section which includes PPS definitions and other definitions, as applicable.
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.	<ul style="list-style-type: none"> Policy 4.5.6 (Archeological Resources) of the OP partially addresses the PPS as it notes an archaeological 	<ul style="list-style-type: none"> The OP should address development and site alteration in proximity to sites with archaeological potential.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
		assessment shall be required prior to final planning approval.	<ul style="list-style-type: none">The OP should differentiate between development and site alteration carried out “on” or “adjacent to” lands containing archaeological resources or areas of archaeological potential
2.6.3	Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.	<ul style="list-style-type: none">Policy 4.5 (Cultural Heritage) of the OP partially addresses the PPS as it states all development permitted by the land use policies and designations of this Plan shall have regard for cultural heritage resources.	<ul style="list-style-type: none">The OP should address development and site alteration in proximity to sites with archaeological potential.OP should differentiate between development and site alteration carried out “on” or “adjacent to” lands containing archaeological resources or areas of archaeological potential
2.6.4	Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.	<ul style="list-style-type: none">The OP does not address this aspect of the PPS.	<ul style="list-style-type: none">The OP should include reference to and definitions for “archaeological management plans” or “cultural plans”
2.6.5	Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.	<ul style="list-style-type: none">Policy 4.5.6 (Archeological Resources) of the OP partially addresses the PPS as it states that First Nations shall be provided notification with regard to identification of burial sites and significant archaeological resources relating to activities of their ancestors. And engagement in an archaeological master plan.	<ul style="list-style-type: none">The New OP should include the appropriate terminology respecting Indigenous communities; and, introduce a policy that addresses the conservation of cultural heritage and archaeological resources in collaboration with Indigenous communities.There is an opportunity for the New Official Plan to address this through the introduction of an “engagement” section which could also more broadly establish the Municipality’s protocols for engaging with the broader public and other stakeholders on planning matters.
3.0	Protecting Public Health and Safety		
3.1	Natural Hazards		
3.1.1	Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of: a) Hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards; b) Hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and c) Hazardous sites	<ul style="list-style-type: none">The following OP policies address PPS Policy:<ul style="list-style-type: none">Policy 9.1 (Hazardous Lands) address the watershed, shoreline, streams and gullies hazards that can arise from flooding, erosion, subsidence, slumping, inundation and the presence of steep slopesPolicy 11.2.10 (Hazard Lands) in Port Glasgow may pose a risk for development or redevelopment due to the presence of physical hazards, noise, odours and other similar impacts.Schedule H identifies the hazardous lands as well	<ul style="list-style-type: none">The New OP should include additional policy guidance for different forms of development, including any references to appropriate development setbacks in relation to hazard lands.Schedule H should be confirmed with the Conservation Authorities to provide any updates or buffers as necessary as new OP schedules are developed.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
3.1.2	Development and site alteration shall not be permitted within: a) The dynamic beach hazard; b) Defined portions of the flooding hazard along connecting channels (the St. Marys, St. Clair, Detroit, Niagara and St. Lawrence Rivers); c) Areas that would be rendered inaccessible to people and vehicles during times of flooding hazards, erosion hazards and/or dynamic beach hazards, unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard; and d) A floodway regardless of whether the area of inundation contains high points of land not subject to flooding.	<ul style="list-style-type: none"> Policy 9.1.1 provides guidance for development in the Hazardous Lands on Schedule H, and development shall not be permitted unless the Authority has determined that the control of flooding, erosion, dynamic beaches, pollution or the conservation of land will not be affected by the development. 	<ul style="list-style-type: none"> No major gaps. Some additional policy direction could be added regarding floodways. Any Shoreline Management Plans by the Conservation Authority should be considered in the policy.
3.1.3	Planning authorities shall prepare for the impacts of a changing climate that may increase the risk associated with natural hazards.	<ul style="list-style-type: none"> The OP does not address this aspect of the PPS. 	<ul style="list-style-type: none"> The New OP should include A new policy is required to address the potential impacts of climate change and the risks associated with natural hazards.
3.1.4	Despite policy 3.1.2, development and site alteration may be permitted in certain areas associated with the flooding hazard along river, stream and small inland lake systems: a) In those exceptional situations where a Special Policy Area has been approved. The designation of a Special Policy Area, and any change or modification to the official plan policies, land use designations or boundaries applying to Special Policy Area lands, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources and Forestry prior to the approval authority approving such changes or modifications; or b) Where the development is limited to uses which by their nature must locate within the floodway, including flood and/or erosion control works or minor additions or passive non-structural uses which do not affect flood flows.	<ul style="list-style-type: none"> There are no special policy areas to recognize. Policy 2.3 makes reference to flood control/erosion works. 	<ul style="list-style-type: none"> No major gaps.
3.1.5	Development shall not be permitted to locate in hazardous lands and hazardous sites where the use is: a) An institutional use including hospitals, long-term care homes, retirement homes, pre-schools, school nurseries, day cares and schools; b) An essential emergency service such as that provided by fire, police and ambulance stations and electrical substations; or c) Uses associated with the disposal, manufacture, treatment or storage of hazardous substances.	<ul style="list-style-type: none"> Policy 9.1.1 (Lands Affected) of the OP addresses the PPS as it lists the uses prohibited in hazardous lands and hazardous sites. 	<ul style="list-style-type: none"> No major gap. The New OP should include enhanced policy direction on hazardous sites.
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.	<ul style="list-style-type: none"> Not applicable – One Zone Concept applies 	<ul style="list-style-type: none"> Not applicable – One Zone Concept applies

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
3.1.7	Further to policy 3.1.6, and except as prohibited in policies 3.1.2 and 3.1.5, development and site alteration may be permitted in those portions of hazardous lands and hazardous sites where the effects and risk to public safety are minor, could be mitigated in accordance with provincial standards, and where all of the following are demonstrated and achieved: a) Development and site alteration is carried out in accordance with floodproofing standards, protection works standards, and access standards; b) Vehicles and people have a way of safely entering and exiting the area during times of flooding, erosion and other emergencies; c) New hazards are not created and existing hazards are not aggravated; and d) No adverse environmental impacts will result.	<ul style="list-style-type: none">Not applicable – One Zone Concept applies	<ul style="list-style-type: none">Not applicable – One Zone Concept applies
3.1.8	Development shall generally be directed to areas outside of lands that are unsafe for development due to the presence of hazardous forest types for wildland fire. Development may however be permitted in lands with hazardous forest types for wildland fire where the risk is mitigated in accordance with wildland fire assessment and mitigation standards.	<ul style="list-style-type: none">Not applicable	<ul style="list-style-type: none">Not applicable
3.2	Human-Made Hazards		
3.2.1	Development on, abutting or adjacent to lands affected by mine hazards; oil, gas and salt hazards; or former mineral mining operations, mineral aggregate operations or petroleum resource operations may be permitted only if rehabilitation or other measures to address and mitigate known or suspected hazards are under way or have been completed.	<ul style="list-style-type: none">The following OP policies address PPS Policy 3.2.1:<ul style="list-style-type: none">Policy 6.1 (Goals and Objectives) notes any new sand and gravel pits adhere to progressive site rehabilitation and oil and gas adhere to sound principles of site rehabilitation.	<ul style="list-style-type: none">Further discussion required regarding development on, abutting or adjacent to lands affected by mineral resource extraction.The New OP should make reference to mineral mining operations for clarity, with additional policy direction as required.
3.2.2	Sites with contaminants in land or water shall be assessed and remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects.	<ul style="list-style-type: none">The following OP policies fully address PPS Policy 3.2.2:<ul style="list-style-type: none">Policy 9.4.2 (Remediation, Reuse and Conversion) state brownfields site remediation, conversion and use is strongly encouraged.	<ul style="list-style-type: none">The New OP should include direction and policies to guide opportunities for remediation and reuse.
3.2.3	Planning authorities should support, where feasible, on-site and local re-use of excess soil through planning and development approvals while protecting human health and the environment.	<ul style="list-style-type: none">The OP does not include a policy to this effect.	<ul style="list-style-type: none">The OP should include a policy to provide direction and support for on-site and local re-use of excess soil through planning and development approvals while protecting human health and the environment, where feasible.
4.0	Implementation and Interpretation		
4.1	This Provincial Policy Statement applies to all decisions in respect of the exercise of any authority that affects a planning matter made on or after May 1, 2020.	<ul style="list-style-type: none">Not applicable	<ul style="list-style-type: none">Not applicable
4.2	This Provincial Policy Statement shall be read in its entirety and all relevant policies are to be applied to each situation.	<ul style="list-style-type: none">The OP addresses the PPS in Policy 1.6 (Planning Context)	<ul style="list-style-type: none">No major gaps.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
4.3	This Provincial Policy Statement shall be implemented in a manner that is consistent with the recognition and affirmation of existing Aboriginal and treaty rights in section 35 of the Constitution Act, 1982.	<ul style="list-style-type: none">Not applicable.	<ul style="list-style-type: none">Not applicable.
4.4	This Provincial Policy Statement shall be implemented in a manner that is consistent with Ontario Human Rights Code and the Canadian Charter of Rights and Freedoms.	<ul style="list-style-type: none">Not applicable.	<ul style="list-style-type: none">In the New OP, within the implementation section reference should be made to the Ontario Human Rights Code and the Canadian Charter of Rights and Freedoms.
4.5	In implementing the Provincial Policy Statement, the Minister of Municipal Affairs and Housing may take into account other considerations when making decisions to support strong communities, a clean and healthy environment and the economic vitality of the Province.	<ul style="list-style-type: none">Not applicable.	<ul style="list-style-type: none">Not applicable.
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.	<ul style="list-style-type: none">The OP will be updated on a 5 year review cycle.	<ul style="list-style-type: none">In the New OP, within the implementation section, reference should be made to the review cycle, updated, and monitoring of the Plan.
4.7	In addition to land use approvals under the Planning Act, infrastructure may also require approval under other legislation and regulations. An environmental assessment process may be required for new infrastructure and modifications to existing infrastructure under applicable legislation. Wherever possible and practical, approvals under the Planning Act and other legislation or regulations should be integrated provided the intent and requirements of both processes are met.	<ul style="list-style-type: none">This OP provides comprehensive planning over a long-term planning horizon, identifies appropriate land use designations and policies, recognizes the need to coordinate across jurisdictions, directs development to appropriate areas, and indicates a comprehensive review of policies and land use designations will occur every five years to ensure compliance with Provincial Plans, the Planning Act, and the PPS.	<ul style="list-style-type: none">In the New OP, this language should be carried forward in the implementation section.
4.8	The Province, in consultation with municipalities, Indigenous communities, other public bodies and stakeholders shall identify performance indicators for measuring the effectiveness of some or all of the policies. The Province shall monitor their implementation, including reviewing performance indicators concurrent with any review of this Provincial Policy Statement.	<ul style="list-style-type: none">The OP integrates Zoning By-law requirements throughout the policies found within the OP. It indicates that a new Zoning Bylaw will be adopted to implement the OP.Development Permit Bylaw is not applicable.	<ul style="list-style-type: none">Additional policy should be added regarding Indigenous communities engagement.There is an opportunity for the New Official Plan to address this through the introduction of an “engagement” section which could also more broadly establish the Municipality’s protocols for engaging with the broader public and other stakeholders on planning matters.
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.	<ul style="list-style-type: none">The OP addresses most of the minimum requirements found within the PPS	<ul style="list-style-type: none">Additional requirements and considerations have been suggested throughout this policy audit exercise. See above.

Policy No.	PPS Policy (2020)	Applicable Official Plan Policy (2013 Approved Official Plan)	Potential Gaps and Considerations for the New Official Plan
		<ul style="list-style-type: none">Implementation of Planning Act regulations, processes, and approvals are addressed in Section 1.6 (Policy Context) and 11.4 (Implementation).	

APPENDIX B: SAMPLE ON-FARM DIVERSIFIED USE POLICIES

County of Norfolk

7.2.2 b)

b) On-farm diversified uses comprise a gainful occupation conducted in whole or in part of an accessory building (shed or farm building) by a member of the farm family. On-farm diversified uses shall be subject to all of the following policies:

- i) the use is located on a parcel of land which has an existing farm operation established on it;
- ii) the use is secondary to the principal agricultural use of the property;
- iii) the use is limited in area, as outlined in Section 7.2.2 c);
- iv) the use may include, but is not limited to, home occupations, home industries, agri-tourism uses including overnight tourist accommodation and uses that produce value-added agricultural products, including those that use crops from other producers;
- v) the use is compatible with, and will not hinder, surrounding agricultural operations;
- vi) the use is appropriate to available rural services and infrastructure;
- vii) the use maintains the agricultural/rural character of the area;
- viii) the use meets all applicable environmental standards; and
- ix) outside storage areas, associated with the on-farm diversified use shall be included in the limited area calculations outlined in Section 7.2.2 c).

Outside storage areas shall be screened from the road and residential buildings on adjacent properties.

7.2.2.c)

c) On-farm diversified uses shall be limited in size in accordance with the following policies:

- i) the acceptable area occupied by an on-farm diversified use is up to 2% of a farm parcel to a maximum of 1 ha (10,000m²);
- ii) the gross floor area of buildings used for on-farm diversified uses is limited to an approximate 20% of the acceptable land area, as calculated in 7.2.2 c) i);
- iii) the land area and the area of existing buildings used for on-farm diversified uses may be discounted at the rate of 50%. Where the on-farm diversified use occupies the same footprint as a demolished building, the land area for the use may be similarly discounted by 50%;
- iv) where the on-farm diversified use uses an existing farm laneway, the area of the laneway will not be included in the area calculations;

- v) 100% of the area needed for parking and outdoor storage for the on-farm diversified uses will be included in the area calculation;
- vi) If more than one on-farm diversified use is proposed on a single property, the combined area of all on-farm diversified uses shall be within the land area and building area requirements;
- vii) On-farm diversified uses that are proposed to grow beyond the area limits, either incrementally or otherwise, will not be permitted and will be encouraged to locate in areas of the County appropriately designated for the use;
- viii) On-farm diversified uses will be subject to site plan control, where warranted and appropriate (e.g. for those uses requiring outdoor storage areas, visitor parking and/or a new farm access, etc.), in accordance with the policies of Section 9.6.5 (Site Plan Control); and
- ix) Severances to separate the on-farm diversified uses from the farm property will not be permitted.

Region of Niagara

Policy 5.B.21

The following criteria shall be considered when identifying whether or not diversification activities should be permitted in the Zoning By-law:

- a) Whether the proposed activity is more appropriately located in a nearby settlement area or in the Rural Area;
- b) Whether the use is required on or in close proximity to the agricultural operation for it to support and complement the agricultural activity;
- c) The extent to which the use is compatible with the existing farming operation and surrounding farming operations;
- d) Whether the scale of the activity is appropriate to the site and the farming operation;
- e) Whether the use is consistent with and maintains the character of the agricultural area;
- f) The use does not generate potentially conflicting off-site impacts;
- g) The use is limited to low water and low effluent producing uses, and the site is capable of accommodating the use on private water and private sewage treatment systems;
- h) The use does not require significant improvements to utilities or infrastructure such as roads or hydro services; and
- i) The use complies with all other applicable provisions of the Regional Official Plan.

Policy 5.B.22

Farm diversification uses are small scale in relation to the principal farming operation. Preference is given to defining scale on the basis of size of the facilities and relationship to other uses rather than less enforceable criteria such as number of employees or value of product purchased. The appropriate scale for diversification uses may vary depending on the type of use and whether the activities are located in the Specialty Crop Areas (Tender Fruit or Grape Areas) or in the other Prime Agricultural Areas (Good General Agricultural Areas).

Policy 5.B.23

Value Added Production uses are intended to primarily serve the farm operation and surrounding local operations, and remain secondary to the principal farming operation in relation to the scale of the operation, its footprint and the product being manipulated. Such uses may be recognized "as of right" in local zoning by-laws. However, it is recognized that in order to extend the operating season of such uses, some product may be obtained from surrounding local farm operations or from other parts of Ontario provided the majority of product is from the farm or from surrounding local operations, particularly in the "off seasons" to allow the efficient operation of the processing uses and contribute to the ongoing viability of the farm. Such facilities may require a site specific zoning amendment prior to expanding the operation to include product from other parts of Ontario.

Policy 5.B.24

Value Added Marketing uses are intended to primarily serve the farm operation and surrounding local farming operations, and shall remain secondary to the principal farming operation, both in relation to the scale of the operation and its footprint. Within the Niagara Escarpment Plan Area the Policies of the NEP apply. Local Official Plans shall establish limits on the scale of various types of marketing uses, within the following guidelines:

- a) Roadside stands and "pick your own" facilities are limited to distribution of product produced from the farm operation, with parking areas and structures limited in area;
- b) Agricultural retail facilities shall generally be small scale, and may be smaller in Specialty Crop Areas;
- c) Bed and breakfast facilities shall not exceed 6 bedrooms; and
- d) Restaurant facilities shall be accessory to existing farming operations and shall be small scale, but may be smaller in Specialty Crop Areas.

Policy 5.B.25

Agri-tourism uses that are directly related to agriculture may be recognized and regulated by the local municipality. The activities shall be subject to the following criteria:

- a) The scale of the operation is limited and appropriate to the site and the surrounding area;
 - b) The use has minimal impact on, does not interfere with and is compatible with the surrounding agricultural and rural land uses;
 - c) The use is limited to low water and low effluent producing uses and the site is capable of accommodating the use on private water and private sewage treatment systems;
 - d) The use does not cause off site impacts related to infrastructure or transportation/traffic;
 - e) The use does not generate potentially conflicting off-site impacts;
 - f) The use complies with all other applicable provisions of the Regional Official Plan. Policy 5.B.26
- Agri-tourism uses that are not directly related to agriculture but benefit from a farm location may be recognized and regulated by the local municipality. The activities shall be subject to the following criteria:

- a) The scale of the operation is limited and appropriate to the site and the surrounding area;
- b) The use has minimal impact on, does not interfere with and is compatible with the surrounding agricultural and rural land uses;
- c) The use is limited to low water and low effluent producing uses and the site is capable of accommodating the use on private water and private sewage treatment systems;
- d) The use does not cause off site impacts related to infrastructure or transportation/traffic;
- e) The use does not generate potentially conflicting off-site impacts;
- f) For special events, the use represents an occasional activity and is not a regular recurring activity;
- g) The timing and duration of such uses does not hinder the agricultural operation on the site or on surrounding lands; and
- h) The use complies with all other applicable provisions of the Regional Official Plan.

Town of Lincoln

Policy 2.1.5.1 On-Farm Diversification Uses

- a) On-farm diversification uses may be permitted in accordance with the policies of this Plan. Allowing a range of appropriate on-farm uses contributes to economically sustainable agriculture in the Town which in turn facilitates broader access to local food and beverages, agricultural products and VQA wines and preserves the agricultural land base, supports the Town as a Centre for Excellence for Agriculture and maintains the scenic quality of the agricultural landscape.
- b) On-farm diversified uses must be both secondary to the principal agricultural use of the property and limited in area. Such uses include but are not limited to home occupations, home industries, agri-tourism uses and uses that produce value added agricultural products.
- c) Adaptive re-use of surplus farm facilities on existing farms for on-farm diversified uses, and agri-tourism uses at a scale that is appropriate to the farm operation, and will be encouraged to conserve built heritage resources and cultural heritage landscapes that would otherwise disappear as a result of no longer being required for farm purposes.
- d) Lot creation to accommodate on-farm diversification uses, is not permitted.
- e) Lot creation to accommodate creative culture industries in Agriculture Areas is not permitted.
- f) On-farm diversified uses involving 500 square metres or less will be permitted as of right in the implementing Zoning By-law.
- g) On-farm diversified uses involving development over 500 square metres shall be subject to a Zoning By-law Amendment and may be permitted subject to the following criteria:
- i) Whether the use is more appropriately located in a nearby settlement area;
 - ii) Whether the use is required on the agricultural property for it to support and complement the agricultural activity;
 - iii) Whether the use is compatible with the existing farming operation and surrounding farming operations;
 - iv) Whether the scale of the activity is appropriate to the site and the farming operation;
 - v) Whether the uses is consistent with and maintains the character of the agricultural area;
 - vi) The use does not generate potentially conflicting off-site impacts;
 - vii) The use is limited to low water and low effluent producing uses, and the site is capable of accommodating the use on private water and private sewage treatment systems;

- viii) The use shall be subject to site plan control in accordance with Section 9.10 in relation to entrances, parking, loading, signage, grading, drainage, buffering and landscaping;
- ix) The use does not require significant improvements to utilities or infrastructure such as roads or hydro services; and
- x) The use complies with all of the policies of this Plan and Niagara Region Official Plan.