PLANNING ADVISORY COMMITTEE

MINUTES

Wednesday, December 15, 2021, 1:00 PM Middlesex County Building 399 Ridout Street North, London Virtual Meeting

- Members Present Warden Warwick Councillor Richards Councillor Cornelissen Councillor Mayhew Jim Maudsley Ian Brebner
- Also Present Durk Vanderwerff, Director of Planning Marci Ivanic, Legislative Services Manager/Clerk Chris Traini, County Engineer Rob Stovel, Consultant

1. CALL TO ORDER

Marci Ivanic, Legislative Services Manager/Clerk called the meeting to order at 1:00pm.

2. PROVISION FOR DISCLOSURE OF PECUNIARY INTEREST AND GENERAL NATURE THEREOF

None.

3. OVERVIEW OF THE TERMS OF REFERENCE

Overview from Marci Ivanic, Legislative Services Manager/Clerk.

4. ELECTION OF COMMITTEE CHAIR

Moved by Councillor Cornelissen Seconded by Councillor Mayhew

THAT Councillor Brad Richards be appointed Chair of the Planning Advisory Committee for the remainder of the term of Council. Carried

5. ACTION ITEMS

5.a Official Plan Review

D. Vanderwerff led the discussion as outlined in the attached Official Plan Review Presentation. Chris Traini, County Engineer and Rob Stovel, Consultant were also present to answer questions. The Committee reviewed the first two topics noted in the presentation materials: Provincial Change and Transportation. The Committee also began discussing the third topic, Agriculture. The Committee will resume its discussion on Agriculture and the remaining topics at a subsequent meeting(s).

6. CORRESPONDENCE AND INFORMATION ITEMS

None.

7. INQUIRIES

None.

8. NEW BUSINESS

The next meeting was set for 1:00pm on January 19, 2022.

9. ADJOURNMENT

The meeting adjourned at 3:00pm.

Marci Ivanic, County Clerk

Brad Richards, Chair

PLANNING ADVISORY COMMITTEE OFFICIAL PLAN REVIEW

Agenda:

- Planning Advisory Committee
- County Official Plan
- Discussion Topics
- Next Steps



15 December 2021



PLANNING ADVISORY COMMITTEE

MISSION provide information, perspective and recommendations to Council on broad planning matters

MANDATE provide information, perspective and recommendations to Council on broad planning matters as required from time to time; to review the provisions of the County Official Plan and related policy, and recommend to Council general amendments thereto which would be in the best interests of the County and to advise Council on general land use planning issues of County significance

OBJECTIVES provide assistance, guidance and recommendations to Council in circumstances where the Committee's involvement can benefit Council deliberations and decisions with respect to policy issues directly related to land use planning



PLANNING ADVISORY COMMITTEE

MEETINGS the Committee shall hold meetings as directed by the Warden

PROCEDURE meetings will be conducted in accordance with the County Procedural By-law and practices

CONFLICTS OF INTEREST members shall disclose any pecuniary interest to the Committee and remove themselves from meetings for the duration of discussion with respect to that matter



CHAIR of the Committee shall be elected at the first meeting of the Committee for the term of council



OFFICIAL PLAN

WHAT IS AN Official Plan?

A municipal policy document created under the Planning Act that sets out a land use policy vision based on long-term goals and objectives

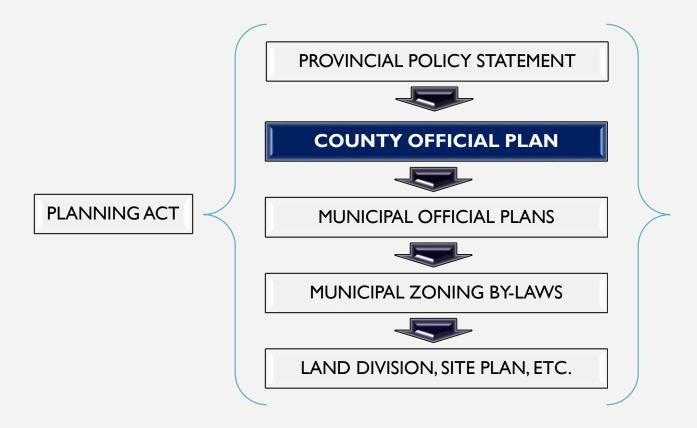
Council's primary tool for making land use decisions and managing physical change

The Planning Act states that no public work shall be undertaken and no by-law shall be passed that does not conform to the official plan County of Middlesex OFFICIAL PLAN





PROVINCIAL FRAMEWORK





COUNTY OFFICIAL PLAN

- Directs and guides land use policy and physical planning on a broad basis by primarily dealing with issues of Provincial and County interest
- Recognizes the planning powers and authorities vested in local municipalities and does not set out detailed local policies
- Provides a policy framework for issues such as Settlement Areas, Agricultural Areas, Resource Management, Growth Management, the Natural Environment and the provision of Physical Services
- Provides a way to evaluate and settle conflicting land uses while meeting local, County and Provincial interests



OFFICIAL PLAN REVIEW

- The Official Plan is being reviewed and updated to ensure that policies stay current and reflect changing needs
- The Official Plan update is a multi-year process to:
 - > incorporate new Provincial legislation, regulations, and policies
 > implement new County policy initiatives and plans
 > guide growth over a 25-year period from 2021–2046
- The process has been started and paused but the timing is right to conclude in 2022 during this term of Council



OFFICIAL PLAN REVIEW

 Significant background work has been undertaken and consolidated into a Draft Working Copy Official Plan Amendment:

https://www.middlesex.ca/departments/planning/official-plan-update

- This background work and the outstanding matters have been summarized into ten review topics for consideration by PAC and County Council and for the purposes of consultation
- A Draft Official Plan Amendment will be created based on the feedback received related to the ten review topics



REVIEW TOPICS

- I. Provincial Change
- 2. Transportation
- 3. Agriculture
- 4. Population and Housing Forecasts
- 5. Drinking Source Water Protection
- 6. Natural Heritage
- 7. Economy
- 8. Development
- 9. Housing
- 10. Other Topics

Today?

January?



PROVINCIAL GEANGE

- The County Plan acts as a 'bridge' between Provincial Policy and local municipal official plans by providing guidance to local plans but at a level of detail reflective of upper tier policies
- Changes must be undertaken to ensure legislative requirements are met but without otherwise disrupting the function of the Official Plan
- GSP Planning were engaged to undertake a 'Review of the Official Plan for Compliance with Provincial Changes'



- Background Report completed summarizing the changes based on thematic areas:
 - Agricultural
 - Housing
 - Employment Areas
 - Growth / Density
 - Natural Heritage / Resources
 - General
- 'Fact Sheets' completed for each legislative change to inform local official plan updates

Background Report	
Review of the County Official Pla Compliance with Provincial Char	an for
County of Middlesex	
October 2020	







In the end, the Province must approve the amendment to the Official Plan The Province was consulted during the drafting of the GSP Report and provided over 120 topic comments



The Province are reviewing 'Draft Working Copy Amendment'





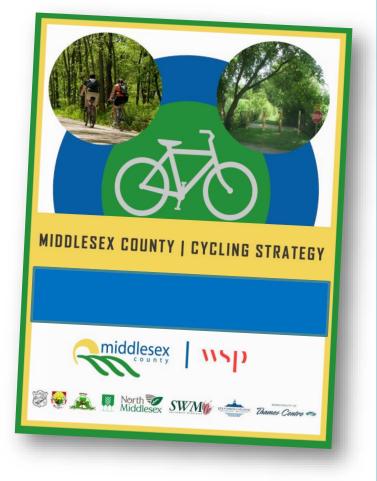
TIDDLESEX TRANSPORTATION COUNTY

TRANSPORTATION

A strong and efficient Transportation System has been a key long-term priority of Middlesex County and therefore represents an important component of the Official Plan

A review of the Transportation System policies found in Section 2.4.2 was undertaken and recommendations were endorsed by County Council

Cycling Strategy was undertaken and recommendations were endorsed by County Council





TRANSPORTATION

active transportation	walking and cycling	healthy communities	coordination between municipalities and other levels of government
promote land use compatibility for lands adjacent to planned and existing corridors	'transportation system' approach	road widening may be taken from both 'severed' and 'retained' parcels	efficient corridor management controls
encourage development patterns that are safe and that facilitate both physical activity and social interaction	encourage the consideration of safety for all road users in road design	roundabouts	Guidelines for New Development in Proximity to Railway Operations



TRANSPORTATION

Discussion – Challenges

- Ensuring transportation policies both promote healthy economic growth and preserve the needs of agricultural economy
- Impact of large urban centre (City of London) contributing high volumes of traffic through the region
- Managing expectations / impact of more urban residents moving to a County setting and experiencing a rural transportation network vs urban (subdivision) streets





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AGRICULTURE

"The decisions made today will fundamentally affect options available to future generations. The ability to produce food, to regulate the system of production to reflect the values of society, to maintain the important economic contributions of agriculture, and to retain the important role that farmers play in managing the countryside is dependent on retaining farmers and the lands essential to their livelihood"

(Caldwell et al., 2017, p. 61).

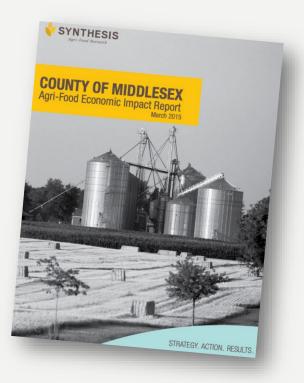




Minimum Farm Size **Surplus Dwellings**

AGRICULTURE

- The predominant land use within the County and an important component of the economy and culture:
 - 1.2 billion economic impact
 - 7,800 jobs (290 million wages and salaries)
- Important locally and provincially: favorable climate and soils, accessibility to Canadian and US markets, and a diverse agricultural system (operations, supporting business, processing, etc)







- A key component of managing the agricultural resource is the general discouragement of lot creation to avoid the unwarranted fragmentation of agricultural land
- The Official Plan limits the creation of new farm parcels to 'about 40 hectares' (100 acres)
- The planning policies that seek to limit smaller farm parcel creation are an attempt to ensure that viable agricultural parcels are available to support current and future farming practices



- It is argued that farming practices are supported by larger farm parcels:
 - operationally more efficient (tile drainage, large farm equipment, etc)
 - maintain greater flexibility
 - more suitable for livestock
 - less expensive on a per-hectare basis
 - less likely to face non-farmer ownership competition
- In contrast, it is argued that smaller farm parcels:
 - less expensive to purchase
 - support young farmers
 - support speciality farm operations
 - support local food initiatives
 - support value added agricultural





Provincial Policy Statement (Policy 2.3.4.1a)

"Lot creation in prime agricultural areas is discouraged and may only be permitted for: agricultural uses, provided that the lots are of a size appropriate for the type of agricultural use(s) <u>common</u> in the area and are sufficiently large to maintain <u>flexibility for future changes</u> in the type or size of agricultural operations"

The PPS does not specify a minimum farm parcel size however it has been the position of the Province that 40 ha is the minimum farm size unless otherwise demonstrated



Provincial Guideline Document

"In general, the larger the farm parcel, the more adaptable it is to changing conditions and more efficient it is to run the farm. Keeping farms large enough to maintain flexibility is key to agricultural viability and to achieving the PPS requirement of protecting prime agricultural areas for long-term use in agriculture. Lot size may vary depending on the agricultural use. For traditional field crops, large lots are optimal. Higher-value specialty crops tend to be located on smaller parcels. In all cases, lots must still be large enough to maintain flexibility for future changes in the type or size of the agricultural operation."



County Official Plan (policy 4.5.3.4b)

"consents for new farm lots shall generally not be considered where the result is the creation of a farm lot less than a typical township lot of <u>about 40 hectares</u>. Consents for the creation of new farm lots shall be considered where both the size of the lands being severed and the lands being retained are appropriate to:

- I. the type of agriculture being engaged in or proposed to be engaged in; and
- 2. the type of agricultural activity and farm lot size common in the area.

In general, farm lot size shall be sufficiently large to create large contiguous farming blocks and to maintain flexibility to adapt to future changes in agriculture and to avoid the unwarranted fragmentation of farmland. A minimum farm lot size shall be established in the Zoning By-laws of the local municipalities"



- Most nearby official plans contain a 40 ha minimum size however:
 - Oxford 30 ha,
 - Chatham-Kent 20 ha, and
 - Lambton 30 ha or 38 ha depending on the local municipality.
- Lambton also has an allowance for further study:

"a different minimum farm parcel size for local municipalities may be considered through an amendment to this Plan provided that a study is carried out by the local municipality with the guidance and assistance of the Province, to demonstrate that the different farm parcel size is appropriate for the type of agricultural uses common in the local area, yet is sufficiently large enough to maintain flexibility for future changes to the type or size of agricultural operations"



- Stovel and Associates Inc. undertook an Agricultural Parcel Size Analysis
 - Professional Planner and Agrologist with extensive experience on agricultural issues including AIAs and MDS Assessments.
 - Experience on this topic including at the Ontario Land Tribunal (Lambton County vs Province)
- County provided base mapping (parcels, soils, photography) and MPAC data
- An iterative process that included review of assessment data, statistical analysis, review of aerial photography and zoning assessments.



- Observations
 - Diverse and healthy agricultural system
 - Local farmers use all arable land available and parcel size is not a deterrent to cash crop or livestock farming
 - The County has high quality soils and climate, cultivated for a variety of crops
 - Variations in existing farm sizes can be attributed mainly to past and present agricultural trends and fragmenting factors such as railways, highways, and rivers (especially in certain locations)
 - Averages heavily influenced by numbers of small often non-farm parcels



Overview of Parcel Size for Each Municipality

Municipality	Total # Parcels	Mean ~Acres	Mean ~Acres (remove 5-acre parcels)
Thames Centre	1412	64	68
Lucan Biddulph	575	67	76
North Middlesex	1806	75	79
Adelaide Metcalfe	1049	74	78
Southwest Middlesex (includes Newbury)	1468	64	70
Strathroy-Caradoc	1712	35	57
Middlesex Centre	1833	71	73
County	9855	64	72



Overview of Parcel Size for Each Municipality with Agricultural Structures

Municipality	Total # Parcels	Mean ~Acres	Mean ~Acres (remove 5-acre parcels)
Thames Centre	457	81	82
Lucan Biddulph	138	85	85
North Middlesex	486	92	93
Adelaide Metcalfe	278	87	95
Southwest Middlesex (includes Newbury)	331	83	83
Strathroy-Caradoc	289	74	75
Middlesex Centre	431	87	88
County	2410	84	86



- Observations
 - In terms of the word 'common', the County has a range of farm parcel sizes and all arable parcels regardless of size are cultivated
 - Flexibility is typically related to field size with larger parcels being more efficient to farm than smaller parcels
 - Also, larger parcels are easier to manage manure and situate a livestock barn or manure storage facility, but this isn't as significant of a constraint since the Nutrient Management Act and the use of manure brokers basically, these provisions provide flexibility



AGRICULTURE MINIMUM FARM SIZE

- Observations, in general:
 - 5 of 7 municipalities in the range of 38 (94 ac) to 41 ha (100 ac)
 - 2 of 7 municipalities in the range of 30 ha (74 ac)
 - A 38 ha (94 acre) minimum is sufficient to provide opportunity to establish new livestock operations







- In order to protect agricultural land for long-term agricultural use and to avoid land use conflicts, new residential lots are prohibited within the agricultural area with one exception - Residence Surplus to a Farming Operation
- Farm operations have increased in size (greater than 250 acres average) and decreased in numbers (3,162 in 1991 - 2,335 in 2016) resulting in farmers acquiring multiple farm dwellings
- Intent of policy is to facilitate the severance of farm dwellings where they are not needed for an expanding farming operation



Provincial Policy Statement (Policy 2.3.4.1.c)(Definition)

- Lot creation in prime agricultural areas is discouraged and may only be permitted for: a residence surplus to a farming operation as a result of farm consolidation, provided that: I. 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
- Residence surplus to a farming operation: means an existing habitable farm residence that is rendered surplus as a result of farm consolidation (the acquisition of additional farm parcels to be operated as one farm operation)



County Official Plan (Policy 4.5.3.4.a)(Definition)

- Consent to sever a residence surplus to a farming operation as a result of farm consolidation may be permitted, provided the residence was built prior to January 1, 1999, and provided that new residential dwellings are prohibited on any vacant remnant parcel of farmland created by the severance
- Residence Surplus to a Farming Operation: means a farm residence that is rendered surplus as a result of farm consolidation (the acquisition of additional farm parcels to be operated as one farm operation).



- The Official Plan **must** at a minimum be updated to reflect the PPS:
 - that the surplus dwelling lot be "limited to a minimum size needed to accommodate the use and appropriate sewage and water services" and that the dwelling be "habitable"
- The Official Plan **should** be updated to advance the 1999 cut off date
- There are other areas where the Official Plan could be updated, or those matters could be left to local official plans



Cut-Off Date

- The Official Plan requires a surplus dwelling be built prior to 1999
- This date was put in place as a result of a settlement before the (at the time) Ontario Municipal Board - essentially allowing those dwellings in place prior to the changed policies to be eligible to be severed
- The concern was (and remains) that without a date someone could build a new farm dwelling, then shortly cause farm consolidation to occur, thereby 'manufacturing' a surplus dwelling for non-agricultural use
- As time has passed, 1999 is increasingly seen as an unreasonably long time



Cut-Off Date

- It would appear that there are four primary options:
 - I. No Date: remove the date and use PPS wording
 - 2. Status Quo: maintain the 1999 date
 - 3. Establish a New Date: with the year to be determined
 - 4. Sliding Scale Date: that a dwelling must be at least X years old





Barns / Size of Severed Lot

- The PPS requires that the new lot be limited to a minimum size needed to accommodate the use and appropriate sewage and water services
- Generally, barns are not included with the severed surplus dwelling but there is pressure to maintain well constructed non-livestock (or decommissioned livestock) buildings associated with surplus dwellings
- This is generally discouraged to limit the loss of agricultural land, given that the surplus dwelling property is no longer an agricultural use, and related to concerns for future non-residential uses within such structures



Barns / Size of Severed Lot

- Ontario Barn Preservation organization wrote to municipalities discouraging the demolition of heritage barns for reasons including:
 - historic landmarks on countryside
 - potential to reuse / repurpose
 - cultural value that conveys a sentiment / image of farm community
- Their opinions are not completely aligned with the PPS or the Official Plan; for example the keeping of livestock on surplus dwelling lots and discounting MDS
- Municipalities have generally been hesitant to designate barns under heritage legislation as this impacts owner's ability to alter such structures





Other Considerations

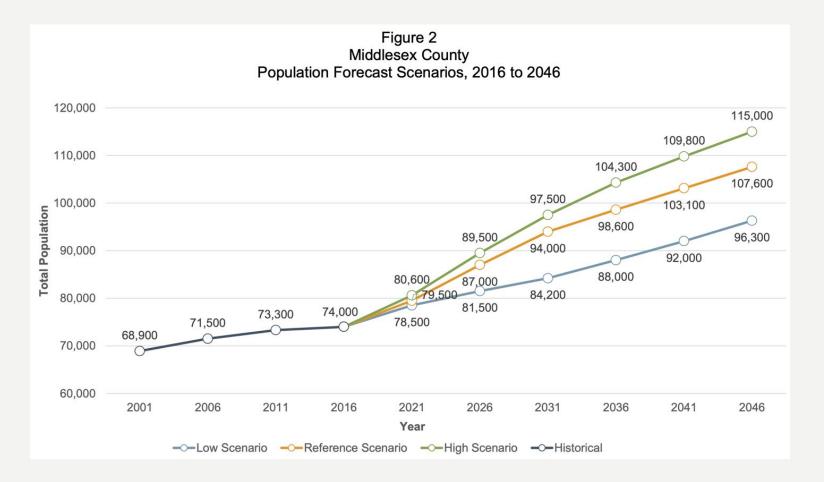
- There is sometimes debate as to what a qualifying 'farming operation' is and if there must be a 'home farm' in order to sever a surplus dwelling
- The Official Plan could further describe what a farming operation is or that could be left to local official plans
- There may be other areas to be considered





- Population & Housing Projections are included within the Official Plan and are intended to be used by the County and local municipalities to assist in managing growth and development
- Watson & Associates Economists were engaged to undertake Growth Forecasts to reflect a 25-year planning horizon, Provincial projections, and the rapid development that is occurring within the County as best can be captured
- Council endorsed the growth scenarios as most likely to occur over the 25year planning horizon





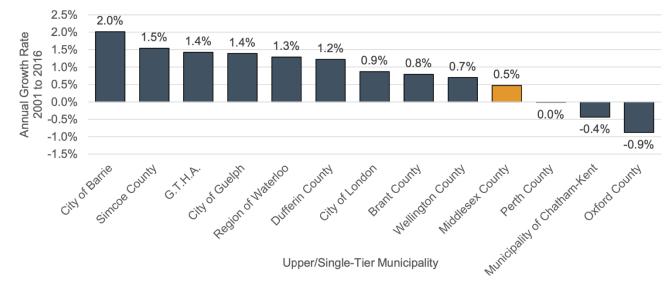


Growth Scenario	2046 Population	Annual Population Growth	Annual Housing Growth
High	115,000	I.5%	1.9%
Reference	107,600	1.3%	I.7%
Low	96,300	0.9%	I.3%

In comparison Middlesex experienced an annual population growth of 0.5% between 2001 and 2016



Regional Context Annual Population Growth Rate by Selected Area, 2001 to 2016

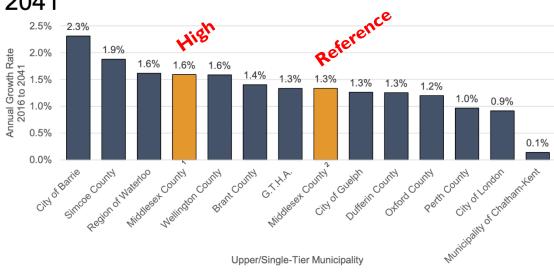


Source: Derived from Statistics Canada Demography Division data by Watson & Associates Economists Ltd., 2021. Note: Population includes net Census undercount.



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Source: Based on A Place to Grow, Growth Plan for the Greater Golden Horseshoe Office Consolidation, 2020, Schedule 3, by Watson & Associates Economists Ltd., 2021. Oxford County forecast based upon Oxford County Phase One Comprehensive Review: Population, Housing and Employment Forecast, (2019) by Hemson Consulting. Perth County, City of London, Municipality of Chatham-Kent based on forecasts prepared by Watson & Associates Economists Ltd., 2021. Oxford County Phase One Comprehensive Review: Population, Housing and Employment Forecast, (2019) by Hemson Consulting. Perth County, City of London, Municipality of Chatham-Kent based on forecasts prepared by Watson & Associates Economists Ltd., 2021.

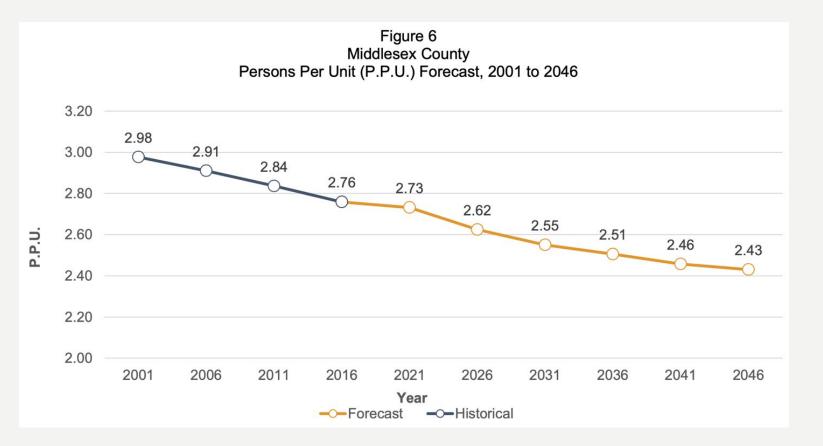
Note: Population includes net Census undercount ¹ Refers to High Scenario ² Refers to Reference Scenario

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- The Provincial Policy Statement requires the County Official Plan to identify and allocate population and housing projections based on local municipalities
- The County Plan does <u>not</u> however constrain municipalities from realizing growth at a faster or slower rate than the projections
- It is not the intention of the County Official Plan to limit well planned housing and the Official Plan is flexible in this regard
- A ranged projection approach allows local municipalities the flexibility to select projections that suit local purposes





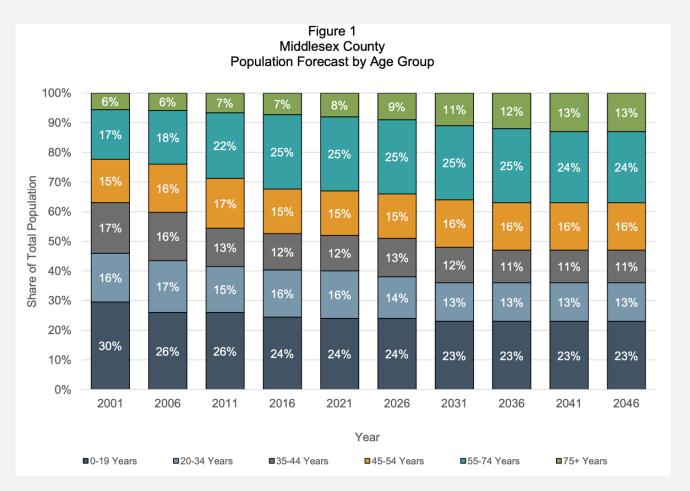


Discussion – Persons Per Unit

- The average PPU has steadily declined over the 15-year historical period, falling from 2.98 in 2001 to 2.76 in 2016
- This can largely be attributed to the aging of the County's population and overall household composition trends of less children per household and more single-person households









Discussion – Baby Boomers

- The average age in the County is getting older primarily due to the large concentration of Baby Boomers
- As the Baby Boom population continues to age, the percentage of seniors, particularly older 75+ seniors, is forecast to almost double, from 7% to 13%
- On average, seniors (especially 75+) have less mobility, less disposable income and have increased health care needs

What does that mean for Middlesex



Discussion – Millennials and Generation Z

- The majority of the County's existing and future labour supply
- A number of economic and socio-economic variables: relative housing costs, local and regional employment opportunities, technological disruption and advancement, fuel costs, lifestyle preferences, local amenities, community services, and perceived quality of life
- Retaining and attracting new skilled working residents to the County is necessary to ensure that economic growth is not constrained by future labour shortages

What does that mean for Middlesex





- The Clean Water Act is intended to ensure the protection of municipal drinking water sources and subsequently human health and the environment
- The Act sets out a risk-based process, on a watershed basis, to identify vulnerable areas and associated drinking water threats and issues though the preparation of Assessment Reports and Source Protection Plans





- Objectives of Source Protection Planning
 - Science-based Assessment Reports identify risks to municipal drinking water sources
 - Source Protection Plans put policies in place to protect municipal drinking water sources of
- Objectives of Source Protection Plans
 - Protect existing and future drinking water sources
 - Ensure that where an activity is or would be a significant drinking water threat that the activity never becomes a significant drinking water threat, or ceases to be a significant drinking water threat

- Three Source Protection Plans:
 - Thames-Sydenham and Region Source Protection Plan
 - Lake Erie Source Protection Plan
 - Ausable Bayfield Source Protection Plan
- Four Municipal Drinking Source Water Systems / Wellhead Protection Areas:
 - Thames Centre (Thorndale and Dorchester)
 - Middlesex Centre (Birr and Melrose)
 - Plus one within Central Elgin (Belmont) that extends geographically into Middlesex County



- Proposed changes to Official Plan include reference to the Clean Water Act, Source Protection Assessment Reports and Plans, direction for local municipal official plans and zoning by-laws, updated definitions, and a mapping schedule
- The detailed policies and mapping occurs within local municipal official plans and is regulated by local zoning by-laws



