

<b>To:</b>	Warden Halliday and Members of Grey County Council
<b>Committee Date:</b>	May 24, 2018
<b>Subject / Report No:</b>	PDR-CW-19-18
<b>Title:</b>	Recolour Grey – Revised Official Plan
<b>Prepared by:</b>	Planning Staff
<b>Reviewed by:</b>	Kim Wingrove
<b>Lower Tier(s) Affected:</b>	All Municipalities
<b>Status:</b>	Recommendation adopted by Committee as presented as per Resolution CW144-18 on May 24, 2018; Endorsed by County Council on June 14, 2018 per Resolution CC57-18.

## Recommendation

1. That a revised draft new Official Plan be received and that staff be directed to circulate to the Province, local municipalities and other agencies as prescribed under the Planning Act, and posted on the County website and distributed to the contact list collected as part of the first, second and third rounds of consultation for Recolour Grey, and
2. That following a 30 day review period, that any comments received on the revised draft Official Plan will be considered and any further revisions will be recommended and presented to Council for consideration.

## Executive Summary

A draft new Official Plan was presented to the Committee of the Whole on November 24, 2017. Committee directed staff to distribute the draft Official Plan to the Province, local municipalities, agencies, as well as to the contact list collected during the first and second rounds of consultation. The draft new Official Plan was also posted on the County website. As part of the third round of consultation, County staff met with the Province, local municipal staff, agencies and members of the public who provided suggested revisions to the draft Official Plan. A Council/Local Municipal Workshop was held on March 16<sup>th</sup> to discuss revisions to the draft Official Plan. Four Open Houses were held in the month of March and a Public Meeting was held on March 27<sup>th</sup>. We also received a number of written comments which have been shared with Council and posted on the County website. Based on the comments received through the third round of consultation, staff are recommending revisions to the draft Official Plan which have been linked in this Report. Staff are recommending that the revised Official Plan be

received and that we circulate to the same contacts and post on the County website for a 30 day review period. Following receipt of any further comments, Staff will recommend any further revisions and recommend a final draft Official Plan to Council for adoption.

## Background and Discussion

On November 24, 2017, a draft new Official Plan was presented to Committee of the Whole. The Committee received the draft Official Plan and directed staff to circulate to the Province, local municipalities, agencies, and to the contacts collected as part of the first and second rounds of consultation. The draft Official Plan was also posted on the County website. As part of the third round of consultation, County staff met directly with Saugeen Ojibway Nation, the Province, local municipalities, conservation authorities, Niagara Escarpment Commission, the Federation of Agriculture, developers, consultants, and some members of the public. Four open houses were held in March, one occurring in Hanover, two in Markdale and one in Owen Sound. A Council/Local Municipal Workshop was held on March 16<sup>th</sup> to discuss any further revisions that should be considered to the Official Plan. Notes from that workshop can be found in the Attachment sections below. A Public Meeting was held on March 27<sup>th</sup> and minutes from that meeting can be found in the Attachments section below. A number of written comments were also received and a link to all the written comments can also be found in the Attachments section.

## Why we Plan and the Importance of an Official Plan

We thought it would be important to reflect on why we plan and why it is important to have an Official Plan. We plan for people, whether they be community members or visitors. With this in mind, our goal through this new Official Plan is to foster healthy, happy communities. Land use planning affects almost every area of life. It helps to decide where our communities, homes, businesses and factories should be built; where parks and schools should be located; and where roads, sewers and other essential services should be installed.

Land use planning manages our land and our resources. It helps each community set goals about how it will grow and develop. It also works out ways of reaching these goals while balancing social, economic and environmental interests. Land use planning balances the interests of individual property owners with the wider interests and objectives of the entire community, and the Province.

Good planning leads to healthy orderly growth and the provision of services. It also promotes community interaction, happiness, and social equity. Planning thinks long-term about spaces, including how people use them, and how we can improve them to create a better quality of life for everyone. It also supports the economy, by having business ready policies that promote economic development. Planning benefits all of us and helps us to have the kind of community we want.

Although Official Plans are land use plans, this new Official Plan shall be read as a plan for people. In interpreting the policies of the new Official Plan, users should also consider the people, the land, and the interactions between them. Creating healthy communities, enhancing quality of life, fostering a strong local economy, preserving our environment and resource lands, encouraging social interaction, and providing efficient transportation networks, are all crucial elements of this Plan.

The Plan is a guiding document for directing growth for the next 20 years. It represents an important shift in shaping Grey County towards a more balanced community structure. It will build a strong, long standing planning policy framework that will support substantial growth and change. The policies included in the new Official Plan will help to achieve a better County for all that live and visit here. The new Official Plan will change over time through amendments to the Plan, as the needs and interests of the community change.

## Proposed Changes to the Official Plan

Based on all the comments received, and based on the principles described above, staff are recommending revisions to the draft Official Plan. Below is a link to the revised draft Official Plan as well as links to the revised Schedules and Appendices to the Official Plan. It is worth noting that some of the sections have been moved around to create a better flow to the Official Plan. Below is a table showing the old section numbers and the new section numbers:

Old Sections	New Sections
1. Introduction	1. Introduction
2. Managing Our Growth	2. Managing our Growth
3. Cultivate Grey	3. Develop Grey
4. Develop Grey	4. Live Grey
5. Niagara Escarpment Plan	5. Cultivate Grey
6. Natural Grey	6. Niagara Escarpment Plan
7. Live Grey	7. Natural Grey
8. Move Grey	8. Move Grey
9. Our Tools	9. Our Tools
10. and 11. Secondary Plans	10. and 11. Secondary Plans

[Revised Draft Official Plan - May 2018 - Tracked Changes Version](#)

[Revised Draft Official Plan - May 2018 - Clean Version](#)

[Revised Schedules A, B and C](#)

[Revised Appendices A to F](#)

[Revised Secondary Schedules](#)

The following are some of the key recommended revisions to the various sections of the Official Plan:

### *Introduction/Vision/Principles*

1. Based on comments received from the public, we added further wording on why we plan and the importance of good land use planning in the 'Why we Plan' section and the 'Purpose of the Plan' section.
2. Based on comments received from economic development and tourism staff, the Province, businesses, and the public, we made the following revisions to the 'Our Opportunities' section including;
  - a. Added a section about supporting young families, youth and newcomers,

- b. Revised the 'Economic Changes' section,
- c. Added a 'Complete Communities' section,
- d. Added some language about the importance of culture in subsection 10, and
- e. Added a Tourism and Recreation section given the importance of Tourism and Recreation in Grey.

### *Managing Our Growth*

1. Revised the growth projection tables using the latest growth projection numbers from Hemson Consulting and based on the comments received from local municipalities and others.
2. We have added in clarification on the differences between various growth projections from different sources. We have added a statement indicating that the County will work with our local municipalities and community partners in developing a common set of growth projections that we can all utilize.

### *Develop Grey*

1. General Policies Affecting Settlement Area Land Use Types – based on comments received from a number of local municipalities, additional policy wording was included that speaks to how municipalities can accommodate growth within settlement areas. Efforts for development intensification are encouraged prior to considering a comprehensive review, and/or municipal boundary restructuring (Section 3.4).
2. Settlement Area Expansions – upon receiving guidance from the Province, further policy direction was provided that speaks to the notion of reinstating previously designated settlement area lands that were either removed or redefined in the previous Official Plan update. Consideration for this type of development will only be assessed upon completion of a scoped comprehensive review (Section 3.4.2).
3. Municipal boundary restructuring (annexation) – based on comments from municipalities in Grey experiencing restricted settlement area boundaries, a new section was included that begins to define the process of a municipal boundary adjustment as per regulations from the Municipal Act and Planning Act.
4. Second Units – included policy clarity for second unit development and as-of-right permissions within settlement areas.
5. Inland Lakes and Shoreline Areas – based on comments received from the development community and local planners, additional wording was included that speaks to conservation efforts along the County's shorelines. These areas are recognized as ecologically sensitive, and the County will endeavor to work with local municipalities to adopt appropriate management techniques for these areas.

## Live Grey

1. Accessibility for Ontarians with Disabilities Act (AODA) compliance – included wording based on comments from the Province that recognizes the need to make heritage properties accessible, while ensuring alterations do not adversely affect the heritage attributes.
2. Affordable Housing – The Housing Continuum – (Canadian Mortgage Housing Corporation) – Adjusted the definition of ‘affordable housing’ to better encompass the broader meaning, which includes all forms of housing tenure (i.e. rental, ownership and cooperative ownership). It can also include temporary as well as permanent housing. A housing continuum graph (see image below) was included as part of the OP to illustrate the range of housing opportunities, where ‘affordable housing’ can refer to any part of the housing continuum. Included within this subsection are separate policies that speak to affordable home ownership, affordable rental housing, social and special needs housing, second units, garden suites, seniors housing, and short-term accommodation.



3. Inclusionary zoning – updated as per Planning Act changes that include direction for local municipalities to incorporate inclusionary zoning through their zoning bylaws.
4. ‘Housing First’ policy – based on comments from non-for-profit organizations, developers, and municipalities, we have adjusted the ‘Housing First’ policy to now include parameters where priority on the sale of surplus County and municipally owned lands should be given to public, non-profit, and private entities that can demonstrate their ability to provide affordable housing. Evaluation of a successful applicant will be assessed based on design, form of development, tenure, and management.

## Cultivate Grey

1. Minor terminology and policy changes in Cultivate Grey – based on comments from the Province, and others (Owen Sound, Southgate, Meaford, The Blue Mountains, etc.);
  - a. Defined the terms ‘non-agricultural use’, ‘livestock facilities’, and ‘livestock barns’,
  - b. Farm size and non-farm sizes are defined for the Agricultural, Special Agricultural, and Rural land use types,
  - c. Minimum Distance Separation (MDS) formulae now applies to all lots created after March 1, 2017, as per the Provincial MDS Guidelines,

- d. Clarified and defined 'home rural occupations', versus home occupations that may otherwise be found in a settlement area,
  - e. Clarified provisions around medical marihuana / cannabis production locations,
  - f. Clarified servicing requirements in the Agricultural, Special Agricultural, and Rural land use types,
  - g. Clarified the policies restricting non-farm sized lot development within 500 metres of a Primary Settlement Area,
  - h. Clarified the policies restricting non-farm development adjacent to Mineral Resource Extraction sites, or within the Aggregate Resource Areas,
  - i. Clarified the surplus farm dwelling severance policies to require the farm lands to either be (i) owned by, or (ii) being sold to a bona fide farmer,
  - j. Added in the policy permitting agricultural-related use severances – this had previously been mentioned in the Plan, but the actual policy itself had been omitted,
  - k. Deleted the policy permitting inns and motels in the Rural land use type.
2. On-Farm Diversified Uses – Based on comments from the Province, a new Table 8 (see below) has been added to the Plan with size criteria for on-farm diversified uses. This criteria is based on the Province's Permitted Uses In Prime Agricultural Areas Guideline. This policy change eliminates the term 'small scale' from the definition, and instead utilizes a size criteria which is relative to the size of the property, and considers the entire use (i.e. buildings, laneways, parking, outdoor storage, servicing, exhibition areas, and/or amenity areas occupied by the on-farm diversified uses), not just the total building size. The total building size of an on-farm diversified uses can occupy no more than 20% of the total size of the use itself (i.e. 20% of the 2% of property size, or 8,000 square metres could be buildings on a farm-sized parcel). The size of an on-farm diversified use is still distinguished from the farm and residential uses on the property i.e. farm buildings, driveways, and houses are not included in the size requirement calculations for an on-farm diversified use. Redefined the term 'small scale' to reference Table 8, for the Agricultural, Special Agricultural, and Rural land use types. Outside of these land use types 'small scale' may have different meanings as they may pertain to municipal official plan or zoning by-law definitions.

**Table 8: On-farm Diversified Use Size Criteria**

<i>Land use type</i>	Property Size	<i>On-farm diversified Use Maximum Size</i>
Agricultural	20 hectares or greater	The lesser of; <ul style="list-style-type: none"> <li>• 2% of the total size of the property, or</li> <li>• a maximum combined area of the use of 8,000 square metres</li> </ul>
	Less than 20 hectares	Bed and breakfasts and/or <i>home rural occupations</i> within the <i>dwelling</i> only.
<i>Special Agricultural</i>	10 hectares of agriculturally productive area or greater	The lesser of; <ul style="list-style-type: none"> <li>• 2% of the total size of the property, or</li> <li>• a maximum combined area of the use of 8,000 square metres</li> </ul>
	Less than 10 hectares of agriculturally productive area	Bed and breakfasts and/or <i>home rural occupations</i> within the <i>dwelling</i> only.
Rural	20 hectares or greater	The lesser of; <ul style="list-style-type: none"> <li>• 2% of the total size of the property, or</li> <li>• a maximum combined area of the use of 8,000 square metres</li> </ul>
	Less than 20 hectares	The lesser of; <ul style="list-style-type: none"> <li>• 2% of the total size of the property, or</li> <li>• a maximum combined area of the use of 2,000 square metres</li> </ul>

3. Resource Based Recreational Uses – added some new criteria for consideration of resource based recreational uses, as well as residential development associated with such uses. The County received detailed comments on this section from Parkbridge Lifestyle Communities, which informed these changes.
4. Added in the site specific exceptions for approved Official Plan Amendments (OPAs) including OPAs 133, and 138.
5. Bedrock and Shale Resource Areas – based on comments from the Province, added a new section 5.6.6 dealing with Bedrock and Shale Resource Areas, shown on Appendices E. The resource areas are mapped for information purposes only at this stage. The County may undertake a future study to further refine this mapping, look at policy constraints to it, and recommend future Official Plan policies for protection.

6. Required studies for pit/quarry operations – based on comments from the Province and other parties, added policies in section 5.6.4(4) to require rehabilitation plans and agricultural impact assessments (in the Agricultural or Special Agricultural land use types) for pit and quarry operations.
7. Oil and Gas Resources – based on comments from the Province, added a new section 5.8 to the Plan, as well as additional mapping on Appendix A showing oil and gas resources. Based on this being a new policy area in the County, staff utilized official plan policies from the recent County of Lambton Official Plan, where they have more knowledge on this subject matter. A policy has also been included here noting that fracking is not a permitted use, based on public comments and based on Council's previous position with respect to fracking.

### *Niagara Escarpment Plan*

1. Niagara Escarpment Plan – added in a policy recognizing Georgian Bluffs current deferral for urban uses on the airport lands, which was submitted as part of the Provincial Coordinated Land Use Plan review (and deferred in the Province's decision on the Niagara Escarpment Plan).
2. Niagara Escarpment Plan – clarified the Hazard Lands policies within the Niagara Escarpment Plan Area.

### *Natural Grey*

1. Core Areas and Linkages – Based on comments from residents and municipal staff, policies around Core Areas and Linkages have been combined, and clarified in section 7.1 of the Plan. In order to aid readability and understanding of this section, a new Table 10: Permitted Uses in Core Areas and Linkages has been included. Through this section, the County has tried to maintain a balance between protection and development potential / resource use in the countryside. Small mapping changes have also been considered to some of the Linkages, based on local knowledge and suggestions. Changes to the Plan also clarified that neither the Core Areas nor Linkages are intended to become public lands or public trails, where the land is not already in public ownership.
2. Added a new policy in section 7 recognizing existing approved and draft approved developments, and exempting them from further environmental review, except where required by Provincial / Federal Regulations, or where major changes are being proposed to a development.
3. Further terminology and mapping changes in Natural Grey – based on comments from the Province and Conservation Authorities, the terminology around land use types, constraints, and adjacent lands buffers have been updated to be consistent with the Provincial Policy Statement, key highlights include;
  - a. Provincially Significant Wetlands now also include Significant Coastal Wetlands,
  - b. Areas of Natural and Scientific Interest are now referred to as Significant Areas of Natural and Scientific Interest,



- c. The adjacent lands buffer for Fish Habitat has been increased to 120 metres, as per the Natural Heritage Reference Manual 2010,
  - d. The term 'buffer' is now used when referring to adjacent lands, rather than the term 'setback',
  - e. Hazard Forest Types for Wildland Fire are now mapped on Appendix A,
  - f. Clarified terminology around Significant Wildlife Habitat and Habitat of Threatened / Endangered Species,
  - g. Environmental Impact Studies – added in a policy under section 7.11.1 noting that the County, in cooperation with member municipalities and Conservation Authorities may develop an environmental impact study guideline to include a terms of reference and more detail on scoped environmental impact studies, and
  - h. Added in some wording in sections 5.5 (Forestry Uses) and 7.4 (Significant Woodlands) recognizing plantations versus more naturalized woodland features.
4. Karst Area Policies and Mapping – Based on comments from the Province and the Municipality of Meaford, the County has updated the karst area policies and mapping. The policy changes provide more background on the significant geologic feature, why it is mapped in the Plan, and what type of investigation is needed when karst is present with shallow overburden. The mapping changes use a new provincial layer to provide more accurate karst mapping on Appendix A.
  5. Parkland – added some additional policies to section 7.12 recognizing the importance of parks (including dog parks, skate parks and trampoline parks), in response to numerous public comments.
  6. Climate Change – based on comments from a number of parties, revised the Climate Change policies in section 7.13 of the Plan.

### *Move Grey*

1. Added some policies in the General Transportation section to address comments received from the Province and others with respect encouraging the identification of historic transportation routes, screening outdoor storage areas and loading areas that back onto provincial highways, stormwater management/drainage requirements, and ensuring that development adjacent to patrol yards is compatible.
2. Added in language to clarify the differences between Provincial Connecting Links and the Connecting Links being proposed on County Roads. We also added in policies under the Provincial Highways section encouraging local municipalities to improve pedestrian safety within Provincial Highway Connecting Links through the use of such measures as traffic calming, roundabouts, improved signage, etc.
3. Identified Concession 5 Derby and Concession 6 (Sullivan) that connects Grey Road 40 to Grey Road 18 as a Potential Planning County Road corridor. We have also identified the recommended functional classification of these planned corridors should they become County Roads in the future. We also included a statement indicating that options for a by-pass at the south end of Markdale be explored and have identified this graphically on Appendix D. The functional classification of Grey Road 9 has been changed to County Arterial based on comments from the Township of Southgate and through further discussions with County Transportation Services.

4. We have added a policy indicating that the County will explore the use of living snow fences along County Roads and to also explore partnerships with local municipalities in establishing living snow fences on local municipal roads.
5. We have added further policies and criteria for when to consider development on existing lots of record that gain access from a private road or a seasonally maintained road (section 8.3.4(4)). It is recommended that local municipalities apply a holding zone for existing lots that front on to a private road or a seasonally maintained road and that the holding provision only be removed when the criteria identified in Section 8.3.4(4) has been addressed to the satisfaction of the local municipality. Notwithstanding the criteria, if a private road or seasonally maintained road is deemed to be inadmissible and if deemed to be a risk to public health and safety, then development on existing lots should not be permitted.
6. We have added in additional examples of active transportation and have also identified further reasons for supporting paved shoulders.
7. Based on comments received from Southgate and developers in Southgate, we have clarified the wording with respect to the policy dealing with new development adjacent to the CP Rail Trail when considering the potential return of rail service such that new development be designed to include buffers/setbacks and screening (i.e. fences, berms, tree plantings, landscaping, etc.) to the satisfaction of the County.
8. We have clarified some of the servicing policies based on comments received including;
  - a. What it meant by interim servicing measures (Section 8.9.1(7)),
  - b. Clarifying the intent of infilling and rounding out on partial services (Section 8.9.1(10)),
  - c. Encouraging local municipalities to develop a servicing strategy for partially serviced settlement areas to provide the other municipal service (Section 8.9.1(11)), and
  - d. Clarifying that when service partnerships are not possible or are not working for municipalities then municipalities may need to explore other options including municipal boundary restructuring (e.g. annexation) – Section 8.9.1(14).
9. Based on comments from the Province, we have mapped the wastewater/sewage treatment facilities on Appendix A and have included a policy indicating that the Ministry of Environment and Climate Change D-2 Guideline be used to comply with recommended buffer separation between wastewater treatment facilities and sensitive land uses.
10. Clarifying in the stormwater management policies that stormwater management proposals need to be prepared in accordance with Ministry of the Environment and Climate Change's Stormwater Management Planning and Design Manual and the applicable conservation authority's guidelines.
11. Added some policy language in the 'Managing our Waste' section regarding working towards a circular economy in which materials are never discarded but reused or recycled into new products and reintegrated into the market. A policy has been added indicating that the County and the local municipalities will consider implementing the

Food and Organic Waste Policy Statement issued under the Resource Recovery and Circular Economy Act. This includes considering the development and implementation of education programs aimed at preventing and reducing food waste.

12. Added a missing policy regarding setbacks from operating landfill sites as shown on Appendix A. Also added a policy regarding setbacks from operating and abandoned landfill sites that are located just outside of Grey County in neighbouring municipalities. Clarified some policy wording for closed landfill sites based on comments from the Ministry of Environment and Climate Change.
13. Updated some of the Source Protection Policies based on comments from the Province and from local source protection authorities to be better align with the approved Source Protection Plans in our area.
14. Clarified that the commercial water taking policies (Section 8.11.2) apply to new commercial water taking operations from a non-municipal water service intended for human consumption.

### *Our Tools*

1. Added some wording in the 'Understanding the Plan' section about the Niagara Escarpment Plan.
2. We have clarified terminology throughout the Plan with respect to words such as 'will', 'must', 'should' and 'encourage'.
3. Added some further studies that could be considered as part of a complete application and clarified that the information/study requirements will be determined at the time of pre-submission consultation.
4. Clarified and added some definitions in Section 9.18 based on comments received from the Province, agencies and the public in order to be consistent with the Provincial Policy Statement definitions as well as definitions in other documents. Some of the definitions were added or clarified based on revisions made to related policies.

### *Mapping Changes to the Schedules and Appendices*

1. Hazard Lands have been updated using the most current data from the conservation authorities.
2. The Castle Glen Secondary Plan Area has been identified on the various Schedules and Appendices which defers to the Town of The Blue Mountains Official Plan.
3. The 'two-zone' hazard lands have been identified in the Neustadt and Durham Secondary Schedules which is consistent with the mapping in the West Grey Official Plan.
4. Petroleum Wells have been identified on Appendix A.
5. Wellhead Protection Areas in the Dundalk area have been updated using the most current mapping from the Source Protection Plan.

6. Karst Area mapping has been updated based on new mapping from the Province.
7. Wildland Fire Forest mapping has been added on Appendix A based on mapping from the Province.
8. Wastewater Treatment Facilities (i.e. sewage treatment facilities) have been added on Appendix A.
9. Based on many comments and concerns about the revised Other Wetland mapping, we have reverted back to the Other Identified Wetland mapping in the current Official Plan and have called it 'Other Wetlands'.
10. Significant Woodland mapping has been revised in the Town of The Blue Mountains to be consistent with the mapping approved in the Town of The Blue Mountains Official Plan which removed significant woodlands within some of the draft approved developments.
11. Provincial Highway Connecting Links has been identified in Appendix D.
12. Bedrock and Shale Resource Areas have been identified in Appendix E using mapping provided by the Province.
13. The Aggregate Resources Area mapping has been updated on Schedule B by removing areas that overlap with the Core Areas on Schedule C.

## Legal and Legislated Requirements

Planning Act

## Financial and Resource Implications

A significant amount of staff resources has gone into Recolour Grey. The work has been a true team effort with all planning staff being involved in the community engagement process as well as developing the new Official Plan. The work has been truly rewarding and we have learned a lot from the many conversations we have had with community members.

## Relevant Consultation

- Internal (Transportation Services, Economic Development, Tourism, Housing, Social Services, Information Technology)
- External (Provincial Ministries, Conservation Authorities, Niagara Escarpment Commission, Local Municipalities, Neighbouring Municipalities, Farm Organizations, Developers, Consultants, and the Public )

## Appendices and Attachments

[PDR-CW-47-17 - Recolour Grey - Draft of New Official Plan](#)  
[Recolour Grey Council/Local Council Workshop - March 16, 2018](#)  
[Public Meeting Minutes - March 27, 2018](#)

[Revised Draft Official Plan - May 2018 - Tracked Changes Version](#)  
[Revised Draft Official Plan - May 2018 - Clean Version](#)

[Revised Schedules A, B and C](#)  
[Revised Appendices A to F](#)  
[Revised Secondary Schedules](#)