

FINAL BACKGROUND REPORT

Official Plan Review



Prepared for

TOWN OF PLYMPTON-WYOMING

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1. EXECUTIVE SUMMARY

A. Introduction

The Town of Plympton-Wyoming is undertaking a review of its Official Plan (“Town OP”) pursuant to Section 17 and 26 of the *Planning Act*. The current Official Plan was adopted in June 2001 and is the Official Plan in effect. There have been over fifty Official Plan Amendments adopted since the Town’s OP was completed in 2001. The objective of this Official Plan review is to ensure consistency with the 2020 Provincial Policy Statement (“PPS”), conformity to the County of Lambton’s new Official Plan (“County OP”), and address issues identified by Council, the community and staff of the Town. This review includes public processes.

In some cases, revisions to the Official Plan are required to reflect recent changes to the *Planning Act*, including matters such as “additional dwelling units” and “inclusionary zoning”. In other cases, this report notes parts of the Plan where revisions should update language to better reflect current practice or to provide greater clarity with respect to policy and what is intended.

This Background Report provides an assessment of the existing Town’s OP in order to identify policies that may be missing, in need of updating, require more consistency in wording, address emerging issues or to better reflect emerging planning policy approaches. The report also considers what the consultant team heard from the public (public meeting, written comments, and public survey), Council, and municipal staff. The analysis relevant to the update of the Town’s OP are presented under the following sections of this report:

1. Section 2.0: Policy Direction
2. Section 3.0: Existing Municipal Planning Documents
3. Section 4.0: Emerging Issues
4. Section 5.0: Next Steps

An Official Plan is the primary tool for guiding land use planning in a municipality and sets out policies for how land will be used and developed by establishing a framework of goals and objectives for directing and managing growth for up to a 25-year horizon. Though it may be focused on land use, an Official Plan must also be holistic in its direction by incorporating a range of other issues or concerns pertaining to the economy, environment, community or culture within its goals and objectives. The goals, objectives and policies of an Official Plan provide direction to municipal

council and staff, landowners, developers, the community at large and other stakeholders.

B. Planning Horizon

The PPS was updated in 2020 to provide municipalities with flexibility in planning for growth. The PPS now permits municipalities to plan for “up to” 25 years of growth with a further stipulation that municipalities must plan for 15 years of residential housing supply. This means that the Town must adopt an Official Plan that addresses providing for 15 years of housing supply. At the same time, the Town can adopt an Official Plan that plans for up to 25 years.

Lambton County’s Official Plan has a planning horizon to 2031. The County OP was adopted under the 2014 PPS where the planning horizon was less than the current “up to 25 years” in the PPS. In the coming years, Lambton County will need to update its Official Plan to conform to the 2020 PPS. It is anticipated that the planning horizon for the County OP will be extended beyond 2031.

For the Plympton-Wyoming, it is recommended that the Town adopt a Plan to the year 2046. This provides the Town with opportunities to:

- Have a consistent planning and growth framework as the basis for moving forward;
- Supports the Town in proceeding with key implementation updates:
 - Updating the Zoning By-law;
 - Preparing/updating guidelines for development;
 - Updating the capital infrastructure plans for the Town;
 - Updating the parks plans for the Town;
 - Other updates as necessary (fees, development process, etc).
- Allows the Town to work with Lambton County as the County updates its Official Plan;
- Provides the Town with flexibility in timing of implementation updates and the budgeting for those updates.

C. Planning for Growth in Plympton-Wyoming

One requirement of the PPS is that the Town must plan for growth. This means ensuring that there is sufficient land supply available for the planning horizon. In 2017, as part of the County OP preparation, County staff completed a land supply analysis that determined Plympton-Wyoming has sufficient land supply to exceed the 2046 planning horizon. The forecasted population and housing unit per year will be incorporated into the Official Plan with policies that identify that the population and housing units are forecasts and are not considered to be caps or maximums.

2. EXISTING OFFICIAL PLAN: Policy Review

Official Plan Reference: Part 2 – Land Use Policies

A. Land Use and Built Form

The Town of Plympton-Wyoming is comprised of the urban centre of Wyoming, the urban settlements of Blue Point, Errol and Camlachie, and the secondary settlements of Wanstead and Reece's Corners, as well as various low-density residential communities along the Lakeshore Area.

The settlement area of Wyoming includes residential, commercial, industrial, mixed commercial/industrial, institutional, open space and agricultural land use designations. The settlement areas of Blue Point, Errol and Camlachie are designated Served Hamlet Area, which contains policy direction for residential, commercial, industrial, institutional, and open space uses that are suitable for a small community. The secondary settlements along the Lakeshore Area are designated Lakeshore Residential Area, while Wanstead is designated an Unserved Hamlet. Reece's Corners is designated Reece's Corners Policy Area.

Lands outside the settlement areas consist of prime agricultural lands, natural heritage and hazard areas, resource extractive and major open spaces.

1. Section 2.0 Agricultural Area

Agriculture is discussed below in subsection B.

2. Section 3.0 Hamlet Area

Permitted uses in Hamlet Areas are those uses normally found in a small community and include residential, commercial, small-scale or farm-related industrial, institutional, open space, and agricultural uses exclusive of livestock and livestock operations. The residential policies permit a mix of low-density residential housing forms.

Specific policy direction is provided for Camlachie, Errol, and Blue Point and the unserved Hamlet of Wanstead. Commercial, industrial, medium and high-density residential uses are not permitted in Errol and Blue Point. The existing commercial area in Camlachie and around the intersection of Egremont and Lakeshore Roads is identified as the main commercial area for the Lakeshore Area communities and is discussed further in Section G.

The following is noted:

- Mapping changes required on Schedule “A” of the Town’s OP:
 - Include a ‘Settlement Area Boundary’ around the settlement area of the Hamlet Areas identified as ‘urban settlement’ or ‘secondary settlement’ in Map 1 of the County OP.
- Add policy to address second or additional dwelling units.
- Add policy to encourage mixed-use development (mix of residential and commercial such as apartments over stores) where it would strengthen the primary commercial use and enhance the overall commercial function of the Hamlet Area.

3. Section 4.0 Urban Settlement Area

Wyoming is the Urban Centre in Plympton-Wyoming with a wide range of residential, commercial, industrial, open space and institutional uses permitted. The urban settlement area is mapped within the inset boundary on Schedule “B” of the Town’s OP.

Clarification Changes:

The following changes will align the Wyoming Area with the County Official Plan and provide clarification to assist Council, staff and the community in understanding the future of Wyoming.

- This section should be renamed to reflect that Wyoming is an Urban Centre in the County OP.
- Map the limits of the lands designated Urban Centre in the County OP on Schedule “B” of the Town’s OP so the settlement area boundary is clearly defined.
- The policy direction that residential, commercial, industrial, mixed commercial/industrial, institutional and open space provisions “shall apply more generally to such uses located outside the urban settlement area”

should be removed in favour of references in relevant policies or land-use designations to those subsections or policies in Section 4.0 that apply to them or revised to indicate they apply generally to such uses in settlement areas.

- Renaming subsections to establish titles as follows: subsection 4.1 residential, 4.2 commercial, 4.3 industrial and 4.4 mixed commercial/industrial their own sections in Part 2 of the OP and only include permitted uses and development policies that apply specifically in Wyoming in Section 4.0 of Part 2.

4.1 Residential

Lands designated Residential are mapped in Schedule “B” of the Town’s OP and found exclusively in Wyoming, while residential as a use is permitted in other designations including the Hamlet Area and Lakeshore Residential Area located elsewhere in Plympton-Wyoming.

The following summarizes identified changes:

- Revise policy to provide greater clarity as to how net densities are to be calculated.
- Update policy to include the term ‘intensification’ where appropriate.
- Revise policy to permit second or additional dwelling units in detached accessory buildings and in the primary detached dwelling, semi-detached dwelling, or row-house.
- Add policy to address goal that 20% of new housing units in the County be provided through intensification and redevelopment.
- Revise policy on expansion of the residential component of the Municipality to address the PPS requirement that settlement area boundary expansion only be considered at the time of a comprehensive review, excepting instances of minor adjustments that meet the requirements of policy 1.1.3.9 in the PPS.
- Add policy to encourage affordable housing, including setting a target for new affordable units that has regard for the Lambton County Housing and Homelessness Plan 2014 – 2023.
- Permit group homes and residential care facilities in all designations allowing residential use.

- Address consistency with the PPS by revising policy to maintain a three-year supply of residential units with servicing capacity available through lands suitably zoned to facilitate residential intensification and redevelopment, as well as in draft approved and/or registered plans of subdivision.
- Update policy on accessory second dwelling units to reflect changes to Section 16(3) of the *Planning Act* (see commentary on additional dwelling units in the Emerging Issues Section of this report).
- Revise policy permitting professional offices in existing residential dwellings to indicate they should be limited in number in existing residential areas.
- Review Schedule “B” of the Town’s OP to confirm that lands recently redesignated lands on Confederation Line near the western edge of Wyoming as Urban Centre in the County OP via an LPAT decision are designated appropriately.

4.2 Commercial

The Central Commercial Area is a land use designation mapped in Schedule “B” in Wyoming along Broadway Street from Plympton Street to Erie Street (north-south) and between London and Toronto Streets (east-west). Limited commercial development is permitted in other land use designations found in Wyoming and in the Lakeshore Area.

Convenience commercial uses are permitted where lands are designated Residential in Wyoming, as are professional offices, home occupations and bed & breakfast establishments if they constitute a subordinate use within otherwise residential dwellings.

The following summarizes identified changes:

- No mapping changes required to Schedule “B” of the Town’s OP.
- Revise policy to encourage mixed-use development where the primary use facing the street, at street level, is commercial, particularly in the Central Commercial Area in Wyoming.
- Provide policy to prioritize commercial development and/or redevelopment in the existing main street and commercial area.
- Include policy to encourage tourism related activities in main street and commercial areas.

- Update policy to encourage development to implement the design guidelines in Appendix “A” of the Downtown Wyoming Community Improvement Plan.
- Include policy to make all development in Commercial Areas subject to Site Plan Control and require zoning provisions related to building siting, location and massing to implement the urban design policies of the Town’s OP.
- Update policy for the Central Commercial Area to remove shopping centres as an appropriate form of commercial development.
- Revise policy to strengthen direction that ingress and egress (i.e. driveways or entrances) to sites be limited and remove direction that discourages continuous access for motorized vehicles along a frontage for new developments.

4.3 Industrial

Lands designated Industrial are found adjacent to the CN rail line in Wyoming mostly between Main and Front Streets. A range of what are described in the Town’s OP as non-noxious industrial uses are permitted subject to development standards related to parking and vehicular access requirements, landscaping, setbacks, coverage, buffering, separation, and so on.

The following summarizes identified changes:

- No mapping changes required to Schedule “B” of the Town’s OP.
- Include policy that prohibits new industrial uses handling hazardous/toxic materials on lands susceptible to groundwater contamination.
- Incorporate policy that addresses the physical needs of businesses with respect to diversity of zoned and serviced sites, proximity to major transportation routes, and available amenities.
- Conformity with the County Official Plan:
 - Incorporate policy that allows for conversion of Industrial designated lands to another type of land use, subject to conditions.
 - Incorporate policy that allows locating industrial use outside of an existing Urban Centre or Urban Settlement designation, subject to conditions.

- Conformity with the Provincial Policy Statement:
 - Include policy to prohibit residential uses and prohibit or limit other sensitive land uses within the designation to maintain land use compatibility.
 - Include requirement for minimizing noise and odour impacts from new industrial developments adjacent to residential uses.
- Revise policy to strengthen direction that ingress and egress (i.e. driveways or entrances) to sites be limited and remove direction that discourages continuous access for motorized vehicles along a frontage for new developments.
- No other changes recommended.

4.4 Mixed Commercial/Industrial

Mixed Commercial/Industrial is a land use designation located at the southern end of Wyoming along Broadway Street. It permits commercial uses that are land extensive highway commercial uses inappropriate for the Central Commercial Area and industrial uses appropriate for peripheral locations in a urban area, including agriculture-related uses.

The following summarizes identified changes:

- No mapping changes are required to Schedule “B” of the Town’s OP.
- Revise policy to strengthen direction that ingress and egress (i.e. driveways or entrances) to sites be limited and remove direction that discourages continuous access for motorized vehicles along a frontage for new developments.

4.5 Institutional

No changes recommended. See also Institutional Area discussed below in subsection 6.

4.6 Open Space

Parks, tot lots, and open space play an important role in quality of life in communities. It is important to designate the public lands used for parks and playgrounds, including parkettes and tot lots, as Open Space in appropriate schedules to the Town’s OP. This sets an appropriate standard for newly

developing areas in designating and identifying areas for open space as the Town grows.

- Revise policy to require that any consideration of the sale of publicly-owned open space land will be preceded by a statutory planning process (Official Plan Amendment and Zoning By-Law Amendment) to determine land use prior to any declaration of the land being declared surplus.

4.7 Agriculture

Agricultural land within Wyoming (as depicted on Schedule “B” of the Town’s OP) is subject to the policies of Section 2.1 of the Town’s OP.

No changes recommended.

4. Section 5.0 Lakeshore Residential Area

This land use designation is found along the Lakeshore Area. Lands designated Lakeshore Residential Area correspond to Secondary Settlement in the County OP. The primary land use is low density residential dwellings. Small-scale commercial uses may be permitted by Zoning By-law amendment provided the range of permitted uses would be limited to ensure the planned commercial focus is in Camlachie.

The following summarizes identified changes:

- Revise policy to clarify where higher densities shall be discouraged in Lakeshore Residential Areas.
- Update policy to clarify that new additional dwelling unit policies and short term vacation rental policies in the Town’s OP apply in Lakeshore Residential Areas.

5. Section 6.0 Mobile Home Park/Recreational Campground

This land use designation currently applies to one area within Plympton-Wyoming located on the south side of Lakeshore Road near the Hamlet of Blue Point and comprises Part Lots 38, 38 and 40 in the Front Concession and Part Lot 15, Concession 15.

Mobile Home Park/Recreational Campground permits mobile homes within a mobile park for year round occupancy and seasonal camping for tents and tourist trailers; outdoor recreational uses to meet the needs of residents, campers and the general public, which may include features such golf courses, tennis courts, riding, hiking or snowmobile trails, swimming pools and similar facilities; and, small-scale commercial

uses intended to serve the needs of park residents and park uses only, such as a convenience store not more than 90 square metres in size.

Development policies for this land use designation provide specific requirements for mobile home lots or tent and tourist trailer sites, including location, minimum lot areas or site areas, access, parking and servicing requirements.

- No changes are recommended, except a minor revision to remove an instance of duplicated wording.

6. Section 7.0 Institutional Area

The Town's OP does not require institutional uses be on lands designated Institutional Area, provides that generic designations be avoided, and encourages new institutional uses to locate in or near Residential Areas, if compatible. There are no lands designated Institutional Area at present.

The following summarizes identified changes:

- Include cemeteries as a permitted use.
- Include development requirements for new institutional uses with respect to site access, adequate space for parking and loading, waste management facilities, onsite landscaping and buffering and implementation of the urban design policies of the Town's OP.
- Include policy to make new institutional uses subject to Site Plan Control.

7. Section 8.0 Major Open Space Area

The lands designated Major Open Space Area are primarily found adjacent to Lake Huron in Plympton-Wyoming.

The following summarizes identified changes:

- Include policy to require that redesignation golf courses for residential use shall only be considered as part of a municipal comprehensive review with Lambton County.
- Revise policy to specify a statutory planning process be undertaken should publicly owned neighbourhood parks be deemed surplus to the Town's needs.
- Revise policy to only allow crematoria with cemeteries outside of settlement areas.

- Update condition of dedicated lands policy to ensure alignment with changes to the *Planning Act* as density bonusing provisions have been repealed.

8. Section 9.0 Natural Heritage

Natural Heritage is discussed below in subsection E.

9. Section 9.4 Lakeshore Area

Lakeshore Area designation applies to lands included in a Shoreline Management Plan study prepared by the St. Clair Region Conservation Authority in 1996. The Lake Huron Shoreline in Plympton-Wyoming is under significant development pressure, particularly in terms of new dwellings and reinvestment on existing lots, and consists mostly of bluffs that are susceptible to erosion and slumping from a combination of wind and wave action from the lake and inadequate drainage above the bluff. Lakeshore Area policies address both the need to mitigate risk to life and property from flooding, erosion and other unstable conditions, and the need to protect what is a sensitive ecological landscape with important natural habitat and linkages for flora, fauna, fish and wildlife.

- No specific changes are recommended, but policies in 9.4 Lakeshore Area should be reviewed in collaboration with the Conservation Authority to ensure they continue to be adequate and comply with current legislative and policy requirements.

10. Section 10.0 Resource Extractive

Resource Extractive is discussed below in subsection F.

11. Section 11.0 Reece's Corners Policy Area

Please see discussion of Reece's Corners in subsection G on Community Growth and Structure.

12. Section 12.0 Highway Service Centre Commercial

The lands designated as Highway Service Centre Commercial are located to the south-east and south-west of the Highway 402 at the interchange with County Road No. 30 (Oil Heritage Road).

The following summarizes identified changes:

- Update the mapping designation for lands with no Official Plan land use designation on Schedule "A" of the Town's OP to either Highway Service Centre Commercial or to match with the current zoning.

- Rename designation from “Highway Service Centre Commercial” to “Highway 402 Service Centre” to correspond with County OP designation.
- Include policy to identify Reece’s Corners and the Highway 402 Service Centre lands an Employment Area in accordance with the PPS and prohibit new residential and other sensitive land uses.
- Clarify uses secondary or supportive to principal use.
- Revise development requirements for site access to strengthen direction that ingress and egress (i.e. driveways or entrances) to sites be limited and remove direction that discourages continuous open access to a road.
- Update policy to clarify how impact on surrounding agriculture and natural heritage system lands will be assessed.
- Include development policies that address servicing, signage, and site design.
- Add signage and landscaping to list of site plan control requirements.

B. Agriculture

Agriculture is a significant contributor to Plympton-Wyoming’s economy and community identity.

As per the PPS, all agricultural land in the Town is considered Prime Agricultural Area and must be protected for long-term use for agriculture. The Town’s OP must be consistent with PPS direction on permitted uses, lot creation and lot adjustments, removal of land from prime agricultural areas, and non-agricultural uses in prime agricultural areas.

The Town’s OP must also conform to the Lambton County OP and its direction, which includes: protecting the agricultural land base from incompatible uses that would compete or conflict with agricultural activities and tend to limit the flexibility and viability of farm operations over time; preventing farm fragmentation; and, promoting strategies to slow the decline in farm operator numbers and grow the agriculture sector.

The Town’s current OP addresses the basic requirements laid out in the PPS and County OP. But changes are required to permitted uses in Agricultural Areas in order to be consistent with those included in the PPS for Prime Agricultural Areas,

with the most significant being the addition of Agri-Tourism and Ground-Mounted Solar Facilities as On-Farm Diversified Uses.¹

The PPS and County OP provide for lot creation in Prime Agricultural Areas in limited and specific circumstances, though they discourage it. It should be noted that to conform with the County OP the minimum lot size for agricultural uses will be reduced from 40 to 38 hectares, except for those limited instances where smaller farm parcels are required for the type of agriculture proposed.

The following summarizes identified changes or issues:

1. Update “main permitted uses” to match with those included in the PPS definition of Agricultural Uses and the County OP such as accessory farm dwellings, livestock facilities, crop storage facilities, and value-retaining facilities.
2. Update “Other permitted uses” to include On-Farm Diversified Uses such as Agri-Tourism and Ground-Mounted Solar Facilities, as per the PPS.
3. Include new policy for Agri-tourism uses to identify those uses that should not be permitted as-of-right to ensure the appropriateness of sites for such uses be assessed, along with their compatibility with neighbouring agricultural uses. Similar policy refinements are required for Agricultural-related commercial and industrial uses in the Town’s OP.
4. Include policy to permit Recreational, Cultural and Open space uses through site-specific amendments as “agricultural exceptions” to align with Ontario’s Guidelines for Permitted Uses in Ontario’s Agricultural Areas
5. Update requirements for “On-farm Diversified Uses” to include policies that address size and scope of facilities and compatibility.
6. Permit residential lot creation where the proposed lot contains an existing habitable farm dwelling rendered surplus as a result of farm consolidation and provide appropriate requirements and planning process to be followed.
7. Include policy initiatives to support rural population growth.
8. Update policy to permit an accessory dwelling unit within an existing single detached dwelling or existing accessory farm building, subject to suitability, servicing, building code and health and safety requirements.

¹ On-Farm Diversified Uses were introduced in the 2014 Provincial Policy Statement and effectively replaced Secondary Uses.

9. Conformity with the PPS:

- Review policies from an “Agricultural System” approach as defined in the PPS.

10. Conformity with County OP:

- Include additional Minimum Distance Separation policies for setbacks on non-farm uses and restrict modification of MDS II distances except by minor variance.
- Revise farm-lot size policy to allow a minimum lot size of 38 hectares to conform with the County OP.
- Revise consent policies to conform to with County OP policy 4.2.3.

C. Economic Growth & Tourism

Commercial uses are located in the Central Commercial Area of Wyoming along the Broadway Street corridor from Plympton Street northward to Erie Street. North-south extension of the Central Commercial Area is discouraged in favour of expansion within the designated area east and west of Broadway Street. The intent of the Town’s commercial use policies is to strengthen and enhance the role of the Central Commercial Area as the focal point of the community and a healthy business centre.

In 2018, the Town approved a Community Improvement Plan (“CIP”) for the Central Commercial Area that provides for a façade and structural improvement program. It also included design guidelines to provide direction on site layout, building orientation and massing, architectural elements and landscaping, and public realm elements. The design guidelines outlined streetscape and pedestrian enhancements that could be prioritized by the municipality to improve the look, feel, and function of Broadway Street and make it more attractive for people frequenting businesses located there.

Lands for industrial use are currently designated along the CN rail line that bisects Wyoming. Permitted uses are non-noxious and include individually or in combination general manufacturing, research and development, warehousing and wholesaling, and light assembly. Commercial uses accessory or complementary to industrial establishments are permitted if they do not detract from the primary use. Adequate separation distances are to be maintained between new industrial development and existing residences and residentially zoned land, which limits the range of uses able to locate on these industrial lands.

The southern part of Wyoming in Schedule “B” of the Town’s OP is designated Mixed Commercial/Industrial. This designation permits highway commercial uses

typically accessed by vehicle and requiring a larger land area such as automotive sales, lumber yards, factory outlets, and farm related commercial uses, including supply establishments and those for farm implement sales and service; and, industrial uses appropriate within an urban area or related to farming. The peripheral location permits land extensive uses that would be inappropriate within or adjacent to the Central Commercial Area in Wyoming.

The Reece's Corners Policy Area and Highway Service Centre Commercial Area, located north of Wyoming along London Line and between London Line and the 402 Highway along Oil Heritage Road, allows for manufacturing, wholesale businesses, and warehousing/distribution facilities that generate considerable truck traffic and would be attracted to the locations with a 402 Highway interchange nearby. The Town's OP stipulates that only small-scale industrial uses are permitted, which is defined as those operations whose manufacturing processes do not require direct consumption of water or discharge wastewater. Unless the intent is to limit the physical size of potential facilities this should be revised to indicate development in the area will be considered subject to servicing needs and/or the feasibility of providing needed services.

The existing commercial area in Camlachie is identified in the Town's OP as the main commercial area for the Lakeshore Area. The range of retailing, services and cultural amenities offered are limited, but there is considerable residential growth forecast for the area that might strengthen existing businesses and attract investment to the area.

Plympton-Wyoming should consider having a commercial opportunities study done to better understand the extent and nature of its trade area. Residential growth, which is occurring more strongly in the Lakeshore Area than Wyoming, increases the market potential for retail and commercial space by increasing area income. But the socioeconomic status and travel patterns of in-movers will influence where and how that additional income is spent. As noted, the Town has already completed a CIP for downtown Wyoming that includes a façade and structural improvement program. The Town may wish to consider preparing a CIP for Camlachie to assist in attracting investment and new businesses to it as the main commercial area for the Lakeshore Area.

This review did not undertake a detailed or comprehensive assessment of CIP programs that might be offered. But it can be noted that a range of incentives, including loans, grants and rebates, can be tailored to suit differing needs and objectives, including to encourage investment in tourism related businesses, and, in Agricultural Areas, value-added agricultural facilities and on-farm diversified uses. One avenue to consider is whether a CIP program can be devised that further supports the Town's OP policies on local economic incubation (section 16.9).

Please see also the Community Growth and Structure section in this report for further discussion.

D. Infrastructure

Official Plan Reference: Part 3 – Municipal Services and Utilities

1. Section 13.0 Transportation

13.1 Road System

A review to address whether road widenings are currently required nor contemplated is to be confirmed with the Town. However, reference should be made to proposed changes in Section 13.4 regarding Pedestrian and Bicycle Traffic. Those policies may impact how road rights-of-way are designed and used in future.

13.3 Parking Facilities

On-street parking is accommodated to support businesses located in the Central Business District. Off street parking policies are included; a minor wording update to 13.3.5 will add “screening” to ensure parking facilities are screened from adjoining uses.

A wording change to policy 13.3.4 is required to ensure consistency with the wording of the PPS, removing reference to “handicapped persons” and replacing with “persons with disabilities and older persons”.

13.4 Pedestrian and Bicycle

This policy would benefit from further clarification to enhance the bicycle master plan for the Town.

Policy 7.3.3 of the County OP and policies in the PPS make reference to multimodal transportation systems and planning for trails in addition to active transportation. To respond to these policies, this Official Plan should make reference to the support for trails throughout the Town as well as separate focus on the waterfront trails system.

2. Section 14.0 Public Uses and Utilities

Relevant PPS policies include Section 1.6 (Infrastructure and Public Service Facilities). The applicable County OP section is “7.8 Utility Corridors”. Based on our review of these policies, there are no conformity changes required. One minor wording amendment is proposed which deletes the word “Notwithstanding” from Policy 1.1 in reference to renewable energy projects. This minor wording change is

to ensure consistency with the proposed updates regarding Green Energy Projects in Section 15B.

The County OP has policies regarding hydrocarbon transmission pipelines that should be included in the Town's OP to address land use compatibility, setbacks, and emergency management.

3. Section 15.0 Municipal Services, Stormwater Management and Sensitive Land Uses

A new general introductory paragraph is added to identify that infrastructure planning is to be completed in order to plan for growth, to address life cycle planning for infrastructure, to address financial commitments for infrastructure, to support water conservation, and addresses climate change.

15.1 Sanitary Sewerage

A revision to this policy is necessary to reflect the PPS regarding environmental assessments and natural heritage features.

15.2 Water Service

A minor wording change is included in 15.2.3 to add the word "planned" in this policy related to private water supply. This update is to ensure consistency with the PPS which was updated in 2020 regarding how to assess suitability of private water supply.

15.3 Storm Water Management

A new policy is proposed that reflects the objectives for stormwater management which include integrating stormwater management with planning for water and wastewater; supporting water conservation; addressing climate change; promoting natural heritage systems through stormwater management; addressing financial sustainability of stormwater management systems. This is to provide conformity to the PPS.

Other policy updates include referencing Low Impact Development as a best practice and minimizing the impact of large impervious surfaces and stormwater runoff.

15.4 Land Use Compatibility

In order to ensure there is an opportunity to address any potential conflict for new sensitive land uses proposed in proximity to existing noise producing industry, it is recommended that a policy be added to this Section that enables use of the Class 4

designation as contemplated by MECP Environmental Noise Guideline NPC-300. This guideline provides a mechanism for allowing sensitive land uses to be developed near existing noise producing businesses, placing the onus on the new land use to put in place all necessary measures required to mitigate noise impacts from the existing business on the proposed sensitive land use.

This guideline allows for intensification while limiting the risk of future complaints from new residents against existing industries. Most importantly, any measures required to mitigate those impacts are not imposed on those existing businesses and must be addressed prior to establishing the new land use.

15.5 Decommissioning

No changes are required for these parts of Section 15.

15.6 Waste Management Systems

The County OP contains policies regarding development, management, and addressing closed landfill sites. No updates are required to the Plympton-Wyoming OP to conform to these County policies.

15.7-15.8 Sewage Lagoons; Public Utilities

No changes are required for these parts of Section 15.

4. Section 15B.0 Renewable Energy Systems

Please see Section G of this report.

E. Natural Heritage

The policy framework for natural heritage has evolved since the Town's OP was adopted and since the last major update of the Official Plan. The Lambton County Official Plan was approved in 2018; Natural Heritage policies in the County OP are based on a 2014 Natural Heritage Study as part of the new Official Plan creation. The County OP is based on the 2014 PPS and was approved after a determination that it was consistent with it. As there were no changes to the Natural Heritage policies between the 2014 PPS and the 2020 PPS, the County OP is the basis for Natural Heritage Policies for the Town's Official Plan update.

Policies in Section 9.0 - Natural Heritage and related mapping in schedules to the Town's OP require updating to replace outdated designations, policies, and mapping to conform to how the County OP implements the PPS. There is also a general need to update terminology.

The County OP identifies three categories of natural heritage features:

1. Group A – most important features with the most restrictions:
 - Provincially and Locally Significant Wetlands
 - Provincially and Locally Significant Coastal Wetlands
 - Habitat of Endangered Species and Threatened Species
 - Fish Habitat
2. Group B – important features with fewer restrictions:
 - Land Adjacent to Group A features and adjacent to certain Group B features (as noted in County OP policies)
 - Significant Woodlands
 - Significant Valleylands
 - Provincially and Regionally Significant Areas of Natural and Scientific Interest (ANSI)
3. Group C – important features subject to local decision-making:
 - Lands Adjacent to other Group B features
 - Primary Corridors, including Core Areas
 - Linkage features
 - Highly vulnerable Aquifers
 - Significant groundwater recharge areas
 - Other Surface Water Features
 - Woodlots other than significant woodlands.
 - Other Significant Natural Areas, including Shrublands, Meadows and Prairies

The Town's OP must include policies to protect and improve Group A and B features of the County Natural Heritage System ("NHS") and should identify and protect Group C features and other features of local significance. The Town's OP must identify Group A and B features on its local land use maps and/or schedules and

should identify Primary Corridors and other Group C features. While there is a need to update policies in Section 9.0 of the Town's OP overall, the emphasis will be on ensuring the preceding requirements are met.

The policies of the County OP provide considerable guidance for the development of local OP policies to address the identification, protection, and improvement of Group A and B features. The Town's OP must provide policy and general development controls to address Group C features.

Accordingly, the review recommends the following:

- Update the Section 9.0 introduction to reflect current terminology and to describe the NHS as per the PPS and County OP.
- Create a new schedule for Natural Heritage that identifies at a minimum the Group A and B features of the County NHS. Group C features and other features of local significance should be incorporated to the extent they have been identified.
- Add policy to protect and improve Group A and B features and protect Group C features.
- Replace references to Environmental Protection Areas with Natural Heritage System.
- Add policy to improve linkages within primary corridors of the NHS identified in the County OP.
- Add policy requiring applications for development or site alteration within Group B and C features, including adjacent lands, complete an Environmental Impact Study that demonstrates there will be no negative impacts on natural features or their ecological functions. Development or site alteration within Group A features is not permitted, except in accordance with provincial and federal requirements where the feature is fish habitat or the habitat of endangered species or threatened species.
- Create and maintain a natural areas inventory to address the Group C natural heritage features and system.
- Add policy to ensure consistency with the PPS direction that its natural heritage policies are not intended to limit the ability of agricultural uses to continue.

- Update policy on Hazards as necessary, including for 9.4 Lakeshore Area, in the Town's OP to ensure consistency with the PPS and conformity to the County OP.

New Section 13.0 – Source Water Protection

This is a new policy section in the Official Plan. Ontario requires municipalities to conform to the Thames-Sydenham Source Protection Plan under the *Clean Water Act*. The *Clean Water Act* is to enable requirements for protecting the sources of drinking water for communities and their residents. For Plympton-Wyoming, the proximity to the St. Clair River and Lake Huron means the Town is also in close proximity to the Intake Protection Zones for municipal drinking water. The Source Protection Plan also establishes Event Based Areas – these are areas where an event such as a spill could impact the drinking water source.

Municipalities are required to implement land use policies to:

- protect drinking water sources and groundwater sources;
- include policies that identify potential threats to the source of drinking water;
- Include policies on how development applications in the vicinity of the Intake Protection Zones, Event Based Areas, Groundwater Protection Areas (Highly Vulnerable Aquifers and Significant Groundwater Recharge Areas) will be addressed to ensure the protection of the source of drinking water.

The new section of the Town's OP incorporates the requirements of the Thames-Sydenham Source Protection Plan and the Lambton County OP. The new section achieves conformity with the PPS which requires municipalities to incorporate the Source Protection Plan into their Official Plans.

F. Mineral Resources

Ontario's land use planning framework for Mineral Resources is well established through the PPS, the *Aggregate Resources Act*, and various guideline documents. Aggregates in Ontario is a multi-tiered policy regime with responsibilities at the provincial level through licensing and site plan approval. Municipalities, including the County and the Town of Plympton-Wyoming, address aggregates through Official Plan policy to:

1. Protect the resource through mapping of the resource in the OP. This is to ensure that, to the extent possible, the resource is protected for future potential extraction.

2. Include policies that support normal and expected land uses on aggregate sites – extraction, crushing, recycling, and more.
3. Establish the requirements of land use applications and the issues to be reviewed (e.g. environmental, social, community, transportation issues – and more);
4. Include policies on how rehabilitation will occur as extraction proceeds. This is generally known as progressive rehabilitation.
5. Support rehabilitation to an agricultural use except in circumstances where agricultural use cannot be supported after extraction.
6. Establish setback policies from aggregate extraction sites to ensure land use compatibility with uses such as residential homes and neighbourhoods.

The Town's current OP addresses most of the above requirements. Updates to policies in the OP are required to incorporate the following:

1. Best practices related to:
 - Application requirements for new and/or expanding extractive resource areas;
 - Progressive rehabilitation of extractive resource sites;
 - Ensure applications for resource extraction conform to the Town Official Plan policies;
2. Conformity with the PPS related to:
 - Setback policy to ensure land use compatibility;
 - Mapping updates to identify resource potential areas;
3. Conformity with the Lambton County OP to:
 - Incorporate policies on protection of natural heritage resources;
 - Incorporate policies on gas wells;
 - Incorporate policies on rehabilitation if agricultural rehabilitation is not feasible.

In addition to the above, new policies are recommended that identify how the Town will engage and comment on applications under the *Aggregate Resources Act*.

G. Community Growth & Community Structure

Plympton-Wyoming is projected in the County OP to have a population of 7,830 residents in 2031, with housing growth of 42 units per year forecasted. Population estimates released by Statistics Canada in 2019 indicate that the Town has already exceeded that number by over 500 residents suggesting growth has occurred in recent years more strongly than anticipated.²

The settlement pattern and geographic distribution of residents in Plympton-Wyoming is a reflection of demand for exurban and suburban residential development near natural amenities such as Lake Huron where convenient highway access is provided; and, the historical influence of rail service in the emergence and development of rural hamlets, towns and villages in southwestern Ontario, particularly along main lines connecting major urban centres to each other as in the case of Wyoming.

Approximately one-third of Plympton-Wyoming's population is dispersed throughout the agricultural lands that make up most of the Town's land base. Planning for the Agricultural Areas involves protecting their continued use for agricultural production and ensuring they can evolve and remain vital and viable. That involves limiting fragmentation of farm lots, while allowing for uses—i.e. economic activities—that assist in supporting the farm economy.

As per the PPS, settlement areas are to be the focus of growth and development in Plympton-Wyoming. To allow for a more granular description of community growth and structure, three general areas are identified and discussed in more detail: Wyoming, Reece's Corners, and the Lakeshore Area. Discussion of these areas is followed by a brief outline of the components of planning for growth in Plympton-Wyoming.

1. Wyoming

Wyoming is home to approximately one-third of the Town's overall population and has a relatively compact form characterized by a traditional street grid. It has a dominant main street that is home to the main commercial district for the area. Industrial uses are located south of the main commercial district along Broadway Street and run east-west adjacent to the CN rail line that bisects Wyoming. Parks and open spaces are found in Wyoming, as are civic and cultural facilities, including administrative buildings, schools, libraries, places of worship, and halls associated with community organizations and social clubs.

² Statistics Canada's estimated population for Plympton-Wyoming in 2019 was 8,393. See article "Lambton County's population grew in 2019" in *The Observer* (2020, July 6): <https://www.theobserver.ca/news/local-news/lambton-countys-population-grew-in-2019>

Permitted residential density in Wyoming is more varied than in Hamlet Areas or Lakeshore Residential Areas and a range of dwelling types and housing forms are contemplated, though the Town's Official Plan provides direction that they are not to be mixed indiscriminately. Triplex dwellings are not currently permitted anywhere in Plympton-Wyoming but within the Urban Settlement Area of Wyoming single detached, semi-detach, duplex, medium-density attached and high-density multiple family dwellings are permitted to the maximum net densities specified. Other land uses compatible with dwellings and intended to serve the needs of local residents are permitted on lands designated residential.

Policy to encourage residential intensification and a broad mix of housing in Wyoming is provided for, including specific policies to address applications for medium-density, high-density and special residential uses. Residential intensification could occur via redevelopments, the addition of second units in existing dwellings or accessory buildings, infilling or repurposing of non-residential buildings, but is contemplated to make a gradual, incremental contribution to the Town's housing supply largely in-keeping with the existing scale and character of surrounding uses. As such, residential growth in Wyoming for the foreseeable future is likely to result from development of lands designated for residential use around the edges of the built-up area and only to a limited degree from intensification within it.

Agricultural lands within the Urban Settlement Area inset depicted in Schedule "B" of the Town's Official Plan are designated Restricted Agricultural Area and subject to the policies of section 2.1 for that land use.

2. Reece's Corners

Reece's Corners is located north of Wyoming along London Line just south of the 402 Highway. The overall development of the area is characterized by highway commercial uses oriented east-west in a strip or ribbon form. The intersection of Oil Heritage Road and London Line has two gas stations, a small restaurant, and a Tim Hortons. To the west there is a small commercial plaza with an LCBO, while to the east there is a combined clothing store, gift shop and tearoom, garden market, and motel and RV campground. In both directions there are numerous other small businesses. Finally, a large area to the southwest of Reece's Corners is home to resource extractive industries, particularly sand and gravel operations, including a paving company.

Lands north of Reece's Corners on both sides of Oil Heritage Road are designated Highway Service Centre Commercial Area from London Line to the 402 Highway interchange. Both the County OP and local OP contemplate these lands ultimately being used for land uses that require direct proximity and access to the 402 Highway, including restaurants, hotels or travel lodges, gas stations, tourist information centres and truck stops. Supplementary uses typically located in

highway commercial areas, such as farm machinery sales and service, RV sales, retail lumber and building supply stores, and warehousing, wholesaling and storage may also be permitted.

For both Reece's Corners and the Highway Service Centre Commercial Area, the retail and commercial uses permitted, and type of development envisioned, is different than for the Central Commercial Area in Wyoming. It is not merely that proximity to the 402 Highway makes Reece's Corners (and the lands along Oil Heritage Road north of it) a suitable location for uses functionally dependent on access and visibility from the highway, but also that the land parcels and the ability to assemble lands to accommodate land extensive commercial and industrial uses is possible and less disruptive to the character and function of the more compact existing urban fabric in Wyoming.

Given the strategic advantage of locations near a highway interchange for certain types of retail-commercial and industrial businesses, the Town should consider protecting the lands in Reece's Corners and the Highway Service Centre Commercial Area north of it as employment area (a defined term in the PPS) and explore the feasibility of business park development in the area. Additionally, the Town should explore means of securing intensification of land use, via infilling or redevelopment, immediately around the intersection of Oil Heritage Road and London Line.

It is noted that Reece's Corners is designated as a Secondary Settlement in the County OP. Given the extent of existing and planned employment uses further discussion is warranted to determine whether this is the appropriate designation for these lands. Certainly, if the combination of Reece's Corners and the Highway Service Centre Commercial Area lands are considered together as an employment area, provide employment growth for the factors described above, a more significant recognition of the area's employment function in the Town and the County would be warranted.

3. Lakeshore Area

The Lakeshore Area, including the Hamlets of Camlachie, Errol and Blue Point/Sunset Acres, contains around half of the Town's overall population and is where most growth is occurring. This part of the Town is essentially a strip of small residential communities between Lakeshore Road and Lake Huron that runs the length of the lakeshore from the boundary with Sarnia in the southwest to Lambton Shores to the northeast. The overall character is low-density residential and the area is comprised almost exclusively of detached houses regardless of designation—Hamlet Area or Lakeshore Residential Area—in the Town's OP. With the exception of the Hamlet of Camlachie (discussed below), which possesses some non-residential uses and community facilities, the overall built form and community

structure in this part of Plympton-Wyoming reflects a pattern of incremental land subdivision to accommodate exurban and suburban forms of residential growth.

Background materials provided by the Town and County for this review indicate that the Lakeshore Area from Bonnie Doone south to the municipal boundary with Sarnia is where most development activity is occurring and where most growth for the foreseeable future will be accommodated.

A wastewater system capacity study was prepared for the Town in 2015 to evaluate the capacity of the Plympton Wastewater Treatment Plant and associated wastewater collection system and its ability to facilitate future growth in the area. Based on a detailed review to identify future growth that might occur via infilling of vacant lots and subdivision developments, including those already draft approved, the study estimated there was the potential for an additional 1,088 residential units, housing approximately 3,000 more people. This growth is mapped in figures included as Appendix “A” to the study. Additional subdivision development that could add approximately 500 more residential units to the area was approved recently by the Local Planning Appeal Tribunal (LPAT) for lands located on the northside of Lakeshore Road in the Kennedy Acres/Eton Court area and east of Errol along Queen Street (a smaller development near Hillsborough beach was also approved).

Consultation for the Community Vision Report revealed there is a desire to see more thought and effort be put into developing a community structure that can support local jobs and businesses and provide amenities for residents and tourists—healthcare facilities, personal and professional services, art galleries, restaurants and shops—in the community. The growth and development anticipated for the Lakeshore Area represents an opportunity to strengthen or enhance the potential for such non-residential uses. The Town should consider preparing a community structure plan for the Lakeshore Area or initiate a secondary plan study if current growth trends are deemed to warrant it.

At present, the Hamlet of Camlachie is identified as the main commercial area for the Lakeshore Area and from a land use planning perspective is the only location where commercial uses beyond small-scale convenience retail are permitted. There are two small areas of non-residential uses: those located along Camlachie Road between Egremont and Lakeshore Roads, particularly at the southern end and along Warehouse Street; and along Lakeshore Road itself.

The small commercial area in the vicinity of the intersection of Camlachie and Egremont Roads likely dates back to when a rail line ran through the area and provides heritage features and a historic pattern to enhance and build upon. Some thought will need to be given to collective parking needs if this area attracts investment and increased use as retail and/commercial node. Although a commercial opportunities study has not been conducted for Plympton-Wyoming, the

scale and character of Camlachie may be conducive to small businesses of a boutique or artisanal nature with a unique, local flavour if the area is identified and supported as a destination for such uses.

The other opportunity space in Camlachie is found along both sides of Lakeshore Road between Egremont and Camlachie Roads. In this area, mixed-use development should be encouraged to facilitate intensification and redevelopment of existing uses in a manner that would respect the scale and character of the area, but also provide additional housing or short-term accommodation options in the Hamlet. This general area would also be an ideal location for a gas station to serve the Lakeshore Area.

4. Growth Management

Planning for growth in Plympton-Wyoming involves integrating a number of components of the Town’s OP. These include the following:

1. Identify the planning horizon for the Official Plan (see Executive Summary for discussion and recommendation);
2. Include the forecasted growth for the Town based on the County OP. The projected 2031 population for the Town is as follows:

	DWELLINGS ALLOCATED ANNUALLY	PROJECTED 2031 POPULATION
Town of Plympton- Wyoming	42	7830

3. Adding policies that:
 - a. Establishing that the forecasted population and dwellings are not caps particularly as the 2019 Census information identifies the population as greater than the forecasted 2031 population;
 - b. Addressing how growth will be forecasted between 2031 and 2046;
 - c. Coordinating with the monitoring policies in the Implementation Section to ensure that regular monitoring of growth occurs so that any housing supply issues/constraints can be identified for early resolution;

4. Implementing the three-level settlement hierarchy for the Town to conform with the County OP.
 - a. Urban Centre – Wyoming
 - b. Urban Settlement – the serviced Hamlets of Camlachie, Errol, Blue Point
 - c. Address the role and function of Reece’s Corners/Highway Service Commercial Centre as a key employment area in the Town;
 - d. Secondary Settlement – various residential communities along the Lakeshore Area and the unserviced Hamlet of Wanstead.
5. Adding policy that establishes that the settlement area of Wyoming and Reece’s Corners will function as the primary commercial and industrial centre for the Town, including for farm related industrial uses.

The preceding policies will be added to Section 1.4 – General Development Concept. In addition, to implement the growth management approach, the following mapping updates will improve readability of the maps regarding where growth is to occur:

1. Mapping updates for Official Plan Schedule “A” (Town):
 - Include a ‘Settlement Area Boundary’ around the settlement areas in Plympton-Wyoming not included in the inset area for Wyoming.
2. Mapping updates for Official Plan Schedule “B” (Wyoming):
 - Include a ‘Settlement Area Boundary’ around the settlement area of Wyoming.

H. Community Development

Official Plan Reference: Part 4 – Community Development

Section 16 of the Town’s OP provides policies on cultural heritage; amenity & design; urban design; energy conservation; community improvement; signs; property maintenance; home businesses; local economic incubation; and, compatibility criteria. A review of the policies identified following updates or matters for consideration:

1. Update policies on cultural heritage to reflect the 2020 PPS direction that archeological resources, built heritage resources, marine archaeology, and cultural heritage landscapes be conserved, and to achieve general conformity with related County OP policies.

2. Add policy to prohibit development or site alteration on lands adjacent to a protected heritage property unless it has been evaluated and demonstrated that the heritage attributes of the protected heritage property will be conserved.
3. Add policy to indicate the Town will engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.
4. Best practices that could strengthen cultural heritage policy include options for developing financial incentive programs and other efforts to promote private investment in preserving cultural heritage resources and in improving cultural nodes; prepare and maintain comprehensive inventories of significant heritage resources as a basic tool for identifying and conserving these resources, as well as archaeological management and cultural plans; and, appointing and funding a Municipal Heritage Committee, as provided for in the Ontario Heritage Act.
5. Update amenity & design policies to reflect County OP terminology with respect to natural heritage.
6. Update policies to indicate a noise and vibration impact study may be required for residential development applications where adjacent or nearby uses warrant it, including controlled access highways and railway lines.
7. Update urban design policies for individual safety, barrier-free access, streetscape features and improvements, building and site design, landscaping, and parking to improve the vibrancy, aesthetics and connectivity of all areas in the Town. Provide policy direction for the design of 'commercial and employment areas' and 'new neighbourhoods'.
8. Update energy conservation policies to encourage building, site and subdivision design that is energy efficient and assists in preparing for the impacts of a changing climate to ensure consistency with PPS policy 1.8.1.
9. Provide policies that indicate Community Improvement Plans ("CIPs") must be led by local community and outline requirements for the preparation of the CIP.
10. Update policy wording in CIP objectives for residential areas to replace "handicapped" with "persons with disabilities".
11. Revise policy outlining general CIP objectives to include promoting infilling or redevelopment of brownfield sites, vacant lots and other underutilized lands.
12. Add policy to CIP section to address objectives for brownfield areas, particularly the use of grants and loans to owners of brownfield sites to assist in the cost of their clean up and redevelopment.

13. Delete provisions related to Bonus Zoning as these provisions have been removed from the *Planning Act*.
14. Revise policy to clarify that home occupations, home industries and bed & breakfast establishments are types of home businesses permitted.

I. Implementation

Official Plan Reference: Part 5 - Implementation

Policies that guide Council, staff, members of the public, and applications on how the Town's OP will be implemented are important considerations for the Town. The Town's current, in force OP has an Implementation Section with policies. A review of the policies identified the following updates:

1. Update references to the Provincial Policy Statement from the 2005 PPS to the 2020 PPS.
2. Update the Official Plan Review timeline from five years to ten years to align with recent changes to the *Planning Act*.
3. The policies on the Holding provision tools to be used as part of the Zoning By-law need to list the reasons Council may enact a holding by-law. This is to be consistent with the requirements of the *Planning Act*.
4. Delete provisions related to Bonus Zoning as these provisions have been removed from the *Planning Act*.
5. Revise the policies on pre-consultation to be more definitive to assist applicants and streamline approvals. Add new policy to ensure any studies required for a development application are completed by Qualified Persons.
6. Update the policies regarding Site Plan Control to provide more clarity for the use of Site Plan Control.
7. Update the policies on how to interpret the land use boundaries in the Town's OP Maps and Schedules.
8. Update the list of development applications requiring public participation to conform to the requirements of the Lambton County OP.
9. Add new policies in the following areas to assist in interpreting and implementing the Town's OP:
 - a. Policies that identify that the Town will review its delegation of authority to staff to support an efficient and streamlined development process;

- b. Policies that support the Town acquiring land, if needed, to implement the Official Plan;
 - c. Policies that define how Maps, Schedules, Tables and Appendices are to be interpreted;
 - d. Policies on guidelines and how guidelines assist in making decisions but are not regulations.
10. Adding policies to support monitoring of the Town's OP to ensure housing growth is monitored for any issues/constraints so early resolution can be achieved.

3. EXISTING MUNICIPAL PLANNING DOCUMENTS

The Town of Plympton-Wyoming has adopted several studies and reports containing policy recommendations and/or conclusions which should be considered for the Official Plan review. This section summarizes a selection of key studies and reports and identifies relevant recommendations that can be included in the Updated Official Plan.

The following reports were reviewed:

1. Emergency Response Plan (2012)
2. Road Management Study (2015)
3. Plympton Wastewater System Capacity Study (2015)
4. Development Charges Background Study (2016)
5. Asset Management Plan (2017)
6. Community Improvement Plan (2018)
7. Strategic Asset Management Policy (2019)
8. Community-Based Strategic Plan 2019-2023 (2019)

A. Community-Based Strategic Plan (2019)

Prepared by Whitesell & Company, the Plan identifies strategic issues facing Plympton-Wyoming, alternatives for addressing them, and a vision to guide future planning and decision-making.

The Plan outlines the responsibilities of the municipality and organizes the issues that it must or should take action on into six priorities: 1) assets and infrastructure; 2)

financial management; 3) population growth and change; 4) economic development; 5) communication; and, 6) staffing/resources.

The Plan also outlines a balanced scorecard strategic planning and management system for the Town to use and states it connects the big picture strategy elements of the Plan—mission, values, vision, strategic priorities and goals—to operational aspects such as communicating with stakeholders, aligning day-to-work with the strategy, as well as prioritizing and coordinating activities across departments, and measuring and monitoring progress toward strategic goals and objectives.

For the purposes of this review, the issues noted in relation to Assets and Infrastructure, Population Growth and Change, and Economic Development are particularly relevant and have been considered. Specifically, the need for infrastructure to support growth, while also ensuring it can withstand the impacts of climate change and severe weather; a commitment to balance rural and urban expectations and respond effectively to increased demand on services and infrastructure; and, a desire to attract new businesses, retain existing ones, increase tourism, and improve community identity and branding.

B. Community Improvement Plan (2018)

The Town Council authorized the preparation of a CIP to encourage investment in Wyoming's Central Commercial Area and to enhance its overall of image. MHBC was retained in September 2017 to coordinate the CIP planning process.

The study area covers approximately 10.1 hectares of land that forms the commercial core of the community along Broadway Street from Plympton Street to Erie Street north-south and Toronto Street to London Street east-west. Section 16.5 of the Town's Official Plan sets out policies for Community Improvement Areas and notes that the entire municipality is designated a Community Improvement Area within which individual Community Improvement Project Areas may be identified and prioritized. Wyoming's Central Commercial Area, excepting the industrial lands adjacent to the CN rail line, form a Community Improvement Plan study area.

The Plan notes that "municipalities use CIPs to focus public attention on local priorities and municipal initiatives, target areas in transition or in need of repair, rehabilitation and redevelopment, facilitate and encourage community change in a coordinated manner, and stimulate private sector investment through incentive-based programs."

The preparation of the CIP considered applicable policies of the Provincial Policy Statement, as well as County and Town's Official Plan, and was consistent with the provisions of Section 28 in the Planning Act.

Consultation identified a range of issues and priorities for the CIP to address, including: traffic safety concerns and a desire for a more pedestrian-oriented downtown; reducing the negative impact of vacant business; need for gateway signage; and, landscaping/streetscape enhancements appropriate to a cold climate.

The Plan notes that Wyoming, particularly its commercial district, is small-scale and walkable, is located on a well-travelled route, and has a sufficient quantity of on- and off-street parking available. But it is also noted that the commercial area provides limited range of retail uses and services, lacks street furniture to create sense of place and a welcoming pedestrian environment, and could use more defined pedestrian crossings. The relative size of Wyoming's Central Commercial Area and the limited range of existing business uses and lack of a major anchor business are described as limiting the drawing power of the area. However, the Plan does consider the area to have a good core of essential services—grocery store, convenience store, pharmacy, and restaurants—along Broadway Street.

The Plan provides for a Façade and Structural Improvement Program to promote restoration and rehabilitation of buildings in the study area. It also includes as Appendix "A", design guidelines for Downtown Wyoming to provide more detailed guidance for general design considerations, the public and private realm, and façade improvements.

C. Asset Management Plan (2017)

The Asset Management Plan (AMP) prepared by Public Sector Digest Inc. provides an overview of the state of local infrastructure, existing service levels, and whether sufficient financial resources are being directed at Plympton-Wyoming's assets to maintain them, meet desired service levels, and accommodate projected growth.

The AMP analyzes the following asset classes: the road network; bridges and culverts, buildings, storm, water, sanitary, machinery and equipment, and vehicles. In 2016, these assets were valued at \$285 million at replacement cost. The Town's road network represented 42 percent of that valuation, with sanitary and water services together comprising 39 percent.

The AMP determined that the average annual investment to maintain these assets would be \$6,862,000, while the Town was only budgeting \$2,639,000. That indicates a considerable long-term infrastructure deficit and reflects insufficient resources for sustainable approach to asset management. For 2016, the Town's tax revenue was \$6,408,000. The AMP recommended a strategy for full funding over the next 20 years, though it notes the injunction of additional funds is needed to address the existing infrastructure backlog.

The AMP reveals that the Town's historical investment in infrastructure has been continuous since 1950 but that significant expenditures were made between 1985 and 2004 relative to other periods. The AMP also reveals that just over 90 percent of the Town's assets had more than 10 years of useful life remaining (as of 2016), while only a modest percent had already exceeded their service life or would in the next five years. However, 21 percent of assets were determined to be in fair to poor condition, with a further 3 percent in very poor condition.

The AMP notes that there are two primary risks to a Town's financial sustainability: the total lifecycle costs of infrastructure; and, establishing levels of service that exceed its financial capacity. The AMP is intended to map out the lifecycle costs of infrastructure and suggest how they may be aligned with fiscal capacity and levels of service expectations that can be sustained by the Town. An important component of the AMP is avoiding under-investment in maintenance that shortens the life of assets and results in service disruptions and increased costs. But an additional component is accounting for growth requirements.

D. Development Charges Background Study (2016)

Hemson Consulting Ltd. prepared Plympton-Wyoming's 2016 Development Charges Background Study. The study provides useful data on historical development as well as projections to 2031.

The population growth, employment, and building permits issued annually for the ten year period before the Background Study 2005-2015 indicates modest population growth over that period, a modest reduction in number of jobs, and a relatively consistent number of building permits for new construction (almost exclusively for single detached and semi-detached units).

The residential forecast provided estimates population growth to 2031 of 761 persons, an increase of 593 occupied dwellings, and 124 more jobs. It is important to note that the population growth relative to number of new dwelling units forecast indicates average household sizes will decline from 2.60 person per household in 2016 to 2.38 in 2031.

The current Development Charges By-law expires on September 26, 2021.

A new Development Charges Background Study is currently being undertaken, as required, before Council adopts a new Development Charges By-law and any changes to its fee schedule.

E. Plympton Wastewater System Capacity Study (2015)

Jacobs (previously as CH2M Hill Canada Limited) operates the Plympton Wastewater Treatment Plant (WWTP) and its associated pumping stations. They

were retained by the Town to evaluate the available capacity of the Plympton WWTP and associated wastewater collection system to facilitate planned future development.

The Study provides an overview of the Plympton WWTP service area and its major components, determines the uncommitted reserve capacity at the WWTP and identifies potential areas of concern within the sanitary collection system based on planned future growth of 1,088 residential dwellings, and offers a preliminary growth plan strategy.

The Plympton WWTP and associated collection system date back to the 1990s. The rated capacity of the WWTP is an average daily flow of 3,300 cubic metres per day and a peak flow of 10,500 cubic metres per day. The study determined the average influent flow rate between 2011 and 2013 was 1,044 cubic metres per day and therefore the hydraulic reserve capacity was 2,256 cubic metres per day based on 1,550 connected billing accounts and an estimated population of 4,722. Using an estimate of 3 people per dwelling the study further determined that future development adding 1,088 residential dwelling in the service area would result in a uncommitted hydraulic reserve capacity of 868 cubic metres per day, which represents 26.3 percent of the WWTP's rated capacity.

The study also assessed the capacity of the associated pumping stations to evaluate the impact of future growth on each pumping station. The wastewater collection system is comprised of 10 pumping stations with various rated capacities. Two were identified as problematic based on existing conditions and projected flows: PS-04 in the Hamlet of Camalachie; and, PS-06 in the Hamlet of Blue Point. Both pumping stations have maximum or peak daily flows that are projected to exceed their current capacity at full build-out. The study suggests that these two stations have high infiltration rates (of stormwater) that should be investigated to determine if it can be reduced. It is also noted that the Town should conduct further testing to determine the actual pumping capacities at each station and monitor observed flow rates and uncommitted reserve capacity at least once every two years to determine available wastewater system capacity as development proceeds.

4. EMERGING ISSUES

This section of the Background Report for the Official Plan Review identifies emerging opportunities and issues for Plympton-Wyoming in their Official Plan.

A. More Home, More Choice: Ontario's Housing Supply Action Plan

In May 2019, the Ontario Government released the Housing Supply Action Plan. The Housing Supply Action Plan is to address Ontario's housing issues through actions in five key areas:

- Speed – time to delivery of new housing
- Cost – overall cost of development including infrastructure to service development
- Mix – ensuring housing choice through a mix of housing types
- Rent – ensuring a mix of tenure choices are available for Ontarians
- Innovation – supporting new ideas and creativity in delivering housing in Ontario

This section of the Background Report focuses on those areas of the Official Plan Review that are not addressed elsewhere (particularly the PPS and the Lambton County OP) and is not an exhaustive review of the Housing Supply Action Plan. Some of the key actions in the Housing Supply Action Plan are implemented through other legislation such as the Ontario Heritage Act, the Endangered Species Act, the Conservation Authorities Act, and more. Key opportunities the Housing Supply Action Plan relative to the Official Plan are:

1. Community Planning Permit System (CPPS)

This is a system that combines the existing Minor Variance and Site Plan process into one “permit” for the development. This type of system is more predictable in terms of what development will occur. More specifically, a community planning permit system allows Council to create a by-law similar to a zoning by-law with one exception: the by-law will also include how much flexibility is available. For example, a community planning permit by-law could identify a front yard setback of 6 m with flexibility of up to 2 m (i.e. reducing to 4 m the front yard setback) and that the permit could be issued. With a more typical Zoning By-law, this type of variance would need a Committee of Adjustment application. Using the Community Planning Permit By-law, the flexibility is built in to allow the permit to be issued.

A second aspect of the CPPS which streamlines development approval is delegation of decisions to a staff person in the municipality. Once the CPPS By-law is adopted by Council, the decisions can be done at a staff level because Council has established what is permitted, how much flexibility is acceptable, and no permit can be issued without complying to the CPPS By-law.

A Community Planning Permit System requires policies in the Town’s OP to enable the specific by-laws regulating development. The Official Plan Review should include policies that address how the Town will develop Community Planning Permit Systems through:

- Establish the objectives for the Community Planning Permit System

- Identifying the entire Town as a Community Planning Permit System Area;
- Requiring the creation of a background study to understand the area and/or issue(s) to be part of the Community Planning Permit System.
- Requiring public engagement on the Community Planning Permit System background study;
- Establishing policies on permitted uses, standards of development, and that the Community Planning Permit System shall incorporate variations on use and standards;
- Establishing requirements for a complete permit application;
- Establishing the criteria for reviewing a permit application;
- Establishing the requirements for agreements and financial securities to implement the permit system;
- Establishing the ability for Council to delegate approval of permits and execution of agreements to staff.

2. Additional Dwelling Units

Official Plan policies need to be reviewed to ensure accessory dwelling units are implemented in settlement areas as well as agricultural areas in accordance with recent legislation updates.

Section 16 (3) of the *Planning Act* directs that Official Plans authorize the use of “additional dwelling units”. This is a “shall” requirement in the Act. This includes providing for the use of two residential units in a detached house, semi-detached house or rowhouse, and the use of a residential unit in a building of structure ancillary to a detached house, semi-detached house, or rowhouse.

“Additional dwelling units” are not to be applied to site density calculations. The use of additional dwelling units is intended to incentivize more affordable forms of housing in traditional or established neighbourhoods and must not penalize new developments that can achieve or exceed density permissions while also providing for sufficient on-site parking and amenity space.

This development form will take time to evolve before municipalities will have a strong sense of their challenges and opportunities. A flexible approach to implementation is encouraged at this time, at least with respect to density calculations. A more rigid approach is encouraged with respect to adopting

development controls through zoning by-law regulations to address parking, site and urban design measures associated with projects of this nature.

For additional dwelling units inside existing single detached housing, less attention to detail is needed but for new developments proposing additional dwelling units in a block form (i.e. Condo), more rigid development controls will be needed and are strongly encouraged.

3. Inclusionary Zoning

Section 16(4) of the *Planning Act* authorizes municipalities to use inclusionary zoning. Although not mandated for Plympton-Wyoming at this time, policies could be included to enable the use of inclusionary zoning, should this be something the Municipality later chooses to pursue or is mandated to pursue.

4. Density Bonusing (Section 37 of the Planning Act) and Community Benefits Charges

In July 2020, the Ontario government passed Bill 197 – The COVID-19 Economic Recovery Act 2020. One section of the Bill implements the Housing Supply Action Plan by removing the existing Section 37 (Density Bonusing) provisions of the Planning Act and instituting a “Community Benefits Charge”. The Community Benefits Charge is intended to create a one size fits all funding approach for certain services defined in the legislation:

- libraries
- long-term Care
- park development (excluding parkland acquisition)
- public housing
- recreation
- child care
- housing services (e.g. affordable housing & shelters)
- by-law enforcement and court services
- emergency preparedness

The legislation further stipulates that the Community Benefits Charge will not apply in the following circumstances:

- development of a proposed building or structure with fewer than five storeys at or above ground;
- development of a proposed building or structure with fewer than 10 residential units;
- redevelopment of an existing building or structure that will have fewer than five storeys at or above ground after the redevelopment;
- redevelopment that proposes to add fewer than 10 residential units to an existing building or structure; or
- such types of development or redevelopment as are prescribed in future regulations.

In order to implement a Community Benefits Charge, a Community Benefits Strategy must be prepared. The Town's OP will need to be updated to reflect this change in the Planning Act as well as establish policies for the preparation of the Community Benefits Charge, should the municipality choose to use it in future.

5. Parkland Dedication

Bill 197 also made the following changes to the *Planning Act* regarding parkland dedication requirements:

- Public notice and consultation required before passing an alternative rate by-law, which can now be appealed to the LPAT.

The alternative rate currently specified in the Town's OP needs to be changed as alternative rates of up to one hectare for 300 units for land and up to one hectare for 500 units for cash-in-lieu are permitted by Section 42 of the *Planning Act*. The Town's OP policies on parkland dedication currently provide for an alternative rate of one hectare for 300 units for land or cash-in-lieu.

B. Green Energy Projects

In 2019, the Ontario government enacted Bill 34 which included changes to Ontario's *Planning Act* relating to green energy projects. Green energy projects are typically wind energy projects and solar energy projects. Decisions on green energy projects are now made locally with municipal Councils responsible for decisions. Green energy project decisions by a Council cannot be appealed to the Local Planning Appeal Tribunal.

The Town's current, in-force Official Plan has strong policies on green energy projects. These policies were written when the Town was a commenting agency on provincial decision-making processes. The policies need to be updated to reflect:

- A rezoning is required for a green energy project (wind and/or solar) outside the settlement areas;
- Large scale wind and/or solar projects are not permitted in the settlement areas;
- Large scale wind and/or solar projects are not permitted in the Restricted Agricultural Area;
- Only small-scale wind and solar installations will be permitted in residential areas in the settlement areas;
- Solar panels will be encouraged on buildings in industrial and commercial areas (not including the Central Commercial Area);
- The Zoning By-law will establish distance separation from sensitive land uses; and,
- Clarifying the decision making process for the Town.

C. Cannabis Facilities

Cannabis cultivation and processing are new issues facing Ontario municipalities. Municipalities are typically addressing a multitude of issues in addressing land use policy for cannabis facilities. Most municipalities address both urban and agricultural areas for cannabis facilities. The policy updates will address key points of land use compatibility: land use compatibility to sensitive land uses (residential, day care centres, nursing/retirement homes) through the use of Ontario's D-6 Guidelines between Industrial Facilities; addressing issues such as light, parking, waste management, security, stormwater management, traffic, odour, and more. Outdoor growing is more typically seen in agricultural areas and is a growing operation where the crop is grown in fields. As outdoor growing is more challenging to address impacts, enhanced planning applications should be required.

Mapping updates will also be required to identify which employment areas are appropriate for cannabis indoor growing. Some areas may have an employment designation but may not be appropriate for a cannabis growing/producing facility due to proximity to sensitive land uses.

D. Short-term Rentals

With the increasing popularity of online platforms, most notably Airbnb, short-term rentals have become an issue for municipalities. While short-term rentals offer residential or vacation property owners a mechanism for generating supplementary income from what might otherwise be vacant units or underutilized space within dwellings they occupy, they can also impact their neighbours and the surrounding community. This was a perspective provided by residents at the Special Council Meeting (under Section 26 of the *Planning Act*) and in some instances regarding houses where weekend events were held via a short-term rental.

Municipalities in Ontario are regulating short-term rentals via Zoning By-law Amendments and, in some instances, municipal licensing to ensure residential dwellings cannot function solely as a short-term rental. Zoning provisions to regulate short-term rentals typically can address the following:

- Define short-term rentals as home-based businesses wherein a dwelling unit is rented for a period not exceeding a specified number of consecutive days and a maximum number of days in total per calendar year.
- Require that short-term rentals permitted as-of-right be the primary residence of the operator and be limited in terms of the number of guest rooms involved.
- Include parking requirements for short-term rentals to ensure parking is not spilling onto local streets.

The above is generally consistent with the provisions found in the Town's OP for Bed and Breakfast Establishments.

It is important to note that the most effective tools to regulate short-term rentals are Zoning and Licensing. An Official Plan can provide overall policy direction; experience is showing that municipalities that update their Zoning By-laws have the most meaningful impact in addressing the issues that can be associated with short-term rentals.

5. NEXT STEPS

This Background Report, together with the Community Vision Report, are the two major review documents that will form the basis of the draft update to the Town Official Plan. In 2021, a draft update to the Official Plan will be provided for Council and the community to review.