

## **PLANNING JUSTIFICATION REPORT**

**Official Plan Amendment No. 15:  
Everett Secondary Plan and Settlement Area Boundary Expansion**

**Township of Adjala-Tosorontio  
September 3, 2013**

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## **Executive Summary**

Adjala-Tosorontio has found a way to implement broad provincial policies established to guide sustainable growth in a way that incorporates the realities of development in rural areas. Based on the results of various studies completed to steer local growth within the context of County and Provincial objectives, Official Plan Amendment No. 15 (OPA 15) provides a series of policies that direct the majority of growth in this rural municipality to the settlement area of Everett.

In order to ensure the development of a sustainable, healthy and economically vibrant community, future development in Everett will be required to:

- Support the local agriculture industry and enhance the rural character of the area;
- Provide a variety of land uses including a mix of housing types, commercial uses, and community facilities, while achieving minimum density targets; and,
- Protect and enhance public health and safety, and natural and cultural resources.

The policies also advance a shift in the way development will occur: it will be done in a cost efficient manner, will include soft services in the list of items to be provided by the Municipality, and will require large land owners/developers to take the lead financially.

Without this amendment, the Township of Adjala-Tosorontio will be financially restricted in its ability to comply with provincial legislation including the Planning Act (related to allowing secondary units in existing dwellings), Source Water Protection (related to removing threats to Municipal wells), and the Environmental Bill of Rights (related to the rehabilitation of the Pine River and the protection of other environmentally significant features).

Through the establishment of policies aimed at ensuring that development within the entire Township of Adjala-Tosorontio is managed in a way that protects agricultural lands and environmentally vulnerable resources in a focused manner that creates a complete, healthy, and sustainable village in Township's largest existing community, OPA 15 provides guidance for dealing with a complex policy regime and:

- **Is a context specific application of all Provincial and County legislation and policy directives;**
- **Provides the Township of Adjala-Tosorontio's with an opportunity to build on its current strengths in a manner that promotes logical, desirable and controlled growth without requiring fiscal support from upper tiers of government; and,**
- **exemplifies good planning.**



## **1.0 INTRODUCTION**

### **Background**

The community of Everett is the largest community within the Township of Adjala-Tosorontio, and is located in the southwest part of Simcoe County. The community is clustered around the intersection of County Road 5 (Main Street) and County Road 13, as identified on Map 1.

Everett is a rural community that was originally settled in the 1850's as a service centre for the local lumber industry. Today Everett functions as an area for residential development and agriculture-based activities. It accommodates an estimated 1,645 residents (2011 Census), in about 700 dwelling units and its location within the Township is shown on Map 2.

### **Growth and development have been frustrated**

The Township of Adjala-Tosorontio has a long history of being self-sustaining and independent, and of adopting a common sense approach to decision making. Central to this tradition is a policy of remaining financially responsible. For the past 15 years, a changing regulatory framework has limited the Township's ability to maintain healthy growth levels and provide appropriate service levels to its residents - particularly with regard to municipal water and sewer servicing – while continuing to meet fiscal objectives and responsibilities.

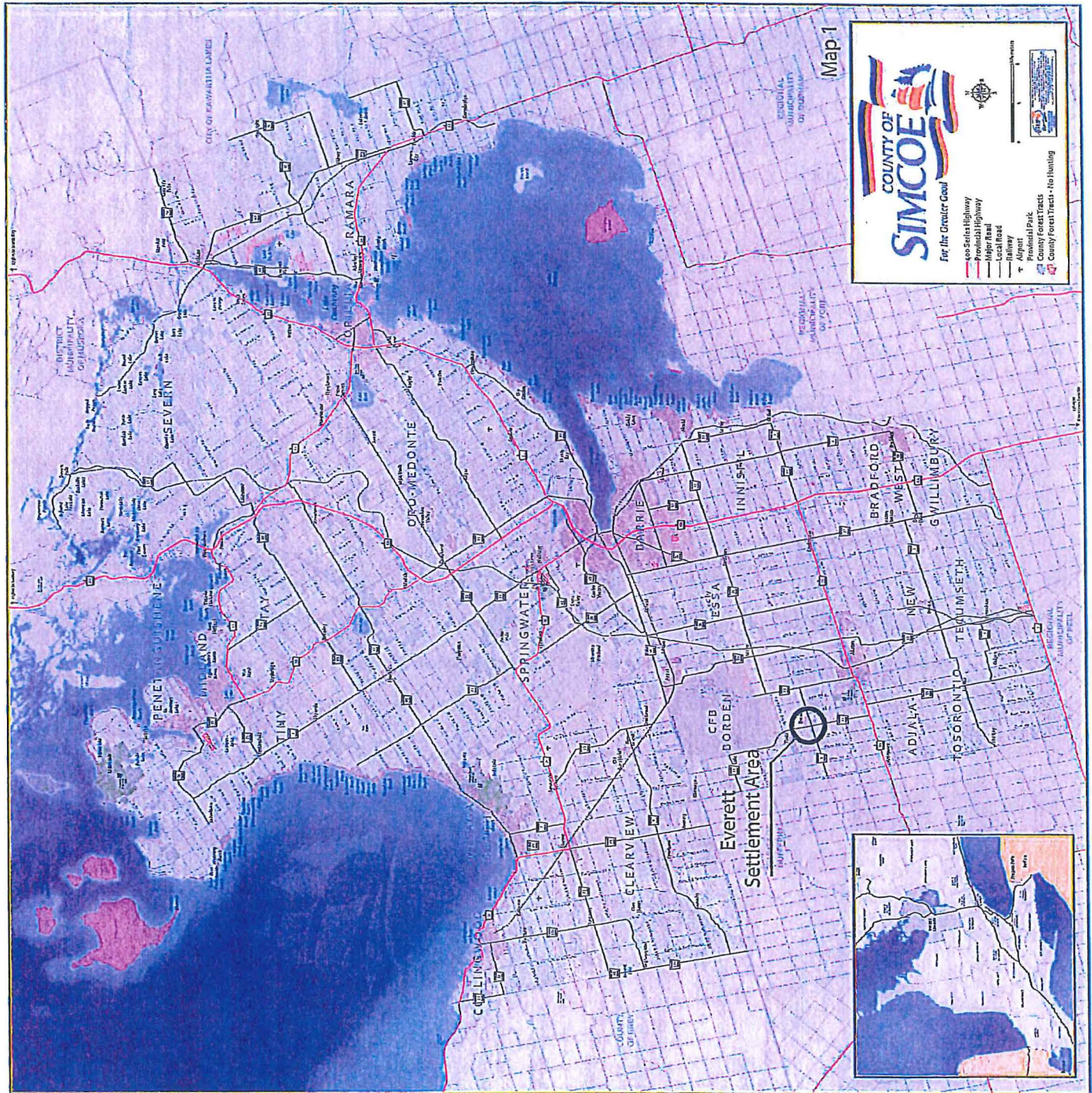
This Report comes at a time when the Township of Adjala-Tosorontio is at a crossroads in terms of how it is expected to attract and manage growth in the long-term. Based on a detailed review of existing policies and local development potential, and on the outcome of a series of studies completed to ascertain the best way to move forward, the Township has recognized that past planning practices have resulted in scattered and incremental development that is neither environmentally nor fiscally sustainable. As a result, a new approach to planning is being promoted both to conform to new Provincial and County level policy requirements, and to promote the principles of smart growth and long-term environmental and fiscal sustainability.

### **A new approach to growth management is being implemented**

To address these challenges, the Township is promoting and implementing a new approach to growth management and sustainability by establishing an updated planning policy framework, based on a recently adopted Growth Management Policy (2011). Key components of the Township's transition to a new growth management and planning framework is the establishment of the community of Everett as the primary growth area within the Township, the identification of the need to expand the Everett Settlement Area Boundary, and the commitment to a comprehensive planning rationale that establishes a complete community and that links land use planning directly to the development of municipal sanitary sewer and water services.



# MAP 1





Prepared for Township of  
Adjala - Tosorontio

SETTLEMENT AREAS:  
RECOMMENDATIONS FOR  
RESIDENTIAL GROWTH MANAGEMENT

GLENCAIRN SETTLEMENT AREA

LISLE SETTLEMENT AREA

TIOGA SETTLEMENT AREA

EVERETT SETTLEMENT AREA

ROSEMONT SETTLEMENT AREA

LORETTO SETTLEMENT AREA

HOCKLEY SETTLEMENT AREA

KEENANSVILLE  
SETTLEMENT AREA

COLGAN SETTLEMENT AREA

Map 2

## **Planning is being done comprehensively**

Concurrent to this analysis of the need for a Settlement Area Boundary Expansion, the Township is in the process of preparing both a Secondary Plan for Everett and a Master Servicing Plan/Environmental Assessment that deals with the provision of municipal service infrastructure. All of this work documents a comprehensive approach to good planning.

All of the work being carried out by the Township represents the next stage in implementing a new planning framework. The Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment together promote a balanced approach to meeting key elements of the array of new regulatory requirements of the Province and Simcoe County, as discussed later in this Report.

The net result of the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment will be the incremental development of a compact, complete, desirable, livable, accessible, sustainable and fiscally viable community. The proposed community builds on the positive aspects of the existing character of the Township of Adjala-Tosorontio, supports the local agriculture industry and neighbouring communities, and directs growth in ways that support Provincial and County planning principles and policy directives.

## **The purpose of this Report**

The proposed Everett Settlement Area Boundary Expansion does not currently require an amendment to the County Official Plan, but does require an Amendment to the Adjala-Tosorontio Official Plan. It is the purpose of this Report to provide the necessary justification to support a Secondary Plan and Settlement Area Boundary Expansion for the community of Everett in the Township of Adjala-Tosorontio. The associated Master Servicing Plan/Environmental Assessment also has direct relevance as both a supporting process, and an indication of the Township's commitment to comprehensive planning.

## **2.0 THE PROPOSAL**

### **Future development to reflect unique heritage of the area**

As an agriculture-based community, Everett is envisioned to continue to be a rural settlement area, and to become more of a service centre for the surrounding agricultural community. It is to be developed in ways that reflect the unique heritage of the area and support the values of its residents, while facilitating healthy lifestyles, sustainable growth, and infrastructure investment.



## **A “complete community”**

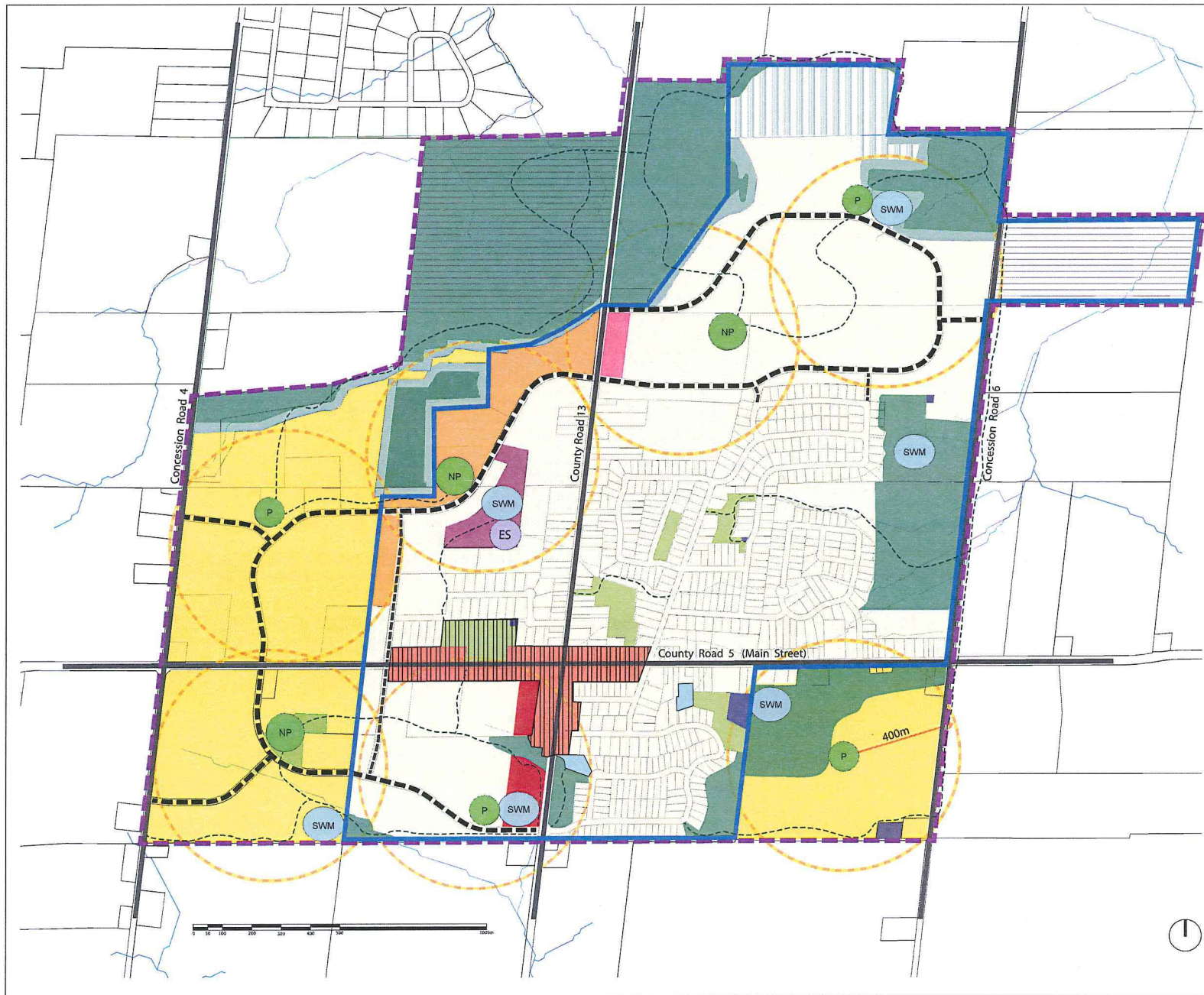
It is anticipated that Everett will grow into a complete community that will accommodate a total of about 9,444 people (not more than 6620 by the year 2031) inclusive of existing residents. A population threshold of 6620 is considered to be the minimum required to develop an appropriate sewage treatment facility that is efficient, cost-effective and fiscally sustainable in the long-term.

Further, it is expected that Everett will also develop with a mixture of retail and service commercial uses, an elementary school, a community cultural/recreational centre and a number of public parks, all of which are to be connected through a system of roads, sidewalks and trails. The proposed Secondary Plan area (including the expanded boundary) for Everett is identified on Map 3.

Specifically, the Secondary Plan is intended to satisfy all of the requirements of Provincial and County planning policy directives, with a focus on the following:

- **VISION FOR EVERETT** – *“To create a complete rural settlement that reflects the agricultural heritage and rural values of the existing community through the application of policies that facilitate growth to support a healthier lifestyle for those who live there, in a fiscally and environmentally sustainable manner.”*
- **PURPOSE 1 OF THE SECONDARY PLAN** – *“To create a settlement area that is a complete community, a desirable, healthy and accessible place to live and work, and supports the agriculture industry.”*
- **PURPOSE 2 OF THE SECONDARY PLAN** – *“To expand the Everett Settlement Area Boundary to accommodate a maximum of 9,444 residents plus supporting commercial development, and to ensure that existing and future development is fiscally and environmentally sustainable and meets Provincial and County requirements for the management of growth.”*

In order to ensure that the resulting Everett community achieves the desired vision established by the Township, and in consideration of the principles and policies of the Province and the County, a coordinated and comprehensive approach to planning and design is required. In addition to the Township’s new approach to growth management and this justification analysis, additional planning considerations have been developed in conjunction with a Master Servicing Plan that has been successfully completed through Phase II of the required Environmental Assessment.



**Legend**

- Interim Boundary
- - - Settlement Boundary
- Low Density Residential
- Medium Density Residential
- Convenience Commercial
- Main Street Mixed Use Area
- Neighbourhood Commercial
- Community Centre
- Future Residential Development
- Existing Parks / Open Space
- NP Proposed Neighbourhood Park
- P Proposed Parkette
- ES Proposed Elementary School
- Existing SWM
- Proposed SWM
- Natural Heritage System
  - 30.0m buffer
- Corridor Enhancement
- - - Proposed Local Road (20.0m)
- - - Proposed Collector Road (23.0m)
- Utilities
- Future Infrastructure
- Community Improvement Areas
- 400m Radius (5 minute walking distance)
- Proposed Trail Network
- Existing Lot Line

Everett  
Secondary Plan  
Land Use Plan



### **3.0 PLANNING POLICY CONTEXT**

#### **A multitude of planning policy to be considered**

The planning analyses that are required to justify the proposed Everett Secondary Plan and Settlement Area Boundary Expansion is rooted in an array of policy documents that, at this point, have varying levels of approval. Notwithstanding the approvals issue, there is substantial local, County-wide and Provincial policy that is in force, and is appropriately addressed in this Report (see detailed policy analysis in APPENDIX I), including:

- The Planning Act;
- The Provincial Policy Statement – 2005 – it is required that this Official Plan Amendment “be consistent with” the Provincial Policy Statement;
- Places to Grow – The Growth Plan for the Greater Golden Horseshoe – 2006 and Consolidated to 2013, and Amendment 1 – The Vision for Simcoe County;
- The County of Simcoe Official Plan, both in-force and the proposed adopted versions; and,
- The Township of Adjala-Tosorontio Official Plan, both in-force and the adopted, but not approved versions.

#### **8 fundamental policy themes**

As noted, over the past 15 years the planning policy context affecting development within Adjala-Tosorontio has changed dramatically. The Provincial government is now taking a very active role in how future growth is to be managed, and has established new or highly refined policy direction through an updated Planning Act, a refined Provincial Policy Statement - 2005 and a new Provincial Plan, Places to Grow – The Growth Plan for the Greater Golden Horseshoe – 2006 and consolidated to 2013. These three primary planning policy documents are fundamental to understanding the policy context that must be considered in support of a Settlement Area Boundary Expansion that will ultimately be facilitated through an Amendment to the Township of Adjala-Tosorontio Official Plan.

In a general sense, the key planning principles that are articulated in the Provincial policy documents, and are subsequently required to be a focus of all County-wide and local municipal Official Plans are defined in the following 8 “themes”, which requires planning decisions, and ultimately in a Plan for Everett that:

#### **1. SUPPORTS APPROPRIATE GROWTH MANAGEMENT** – *There are a number of key growth management issues that must be considered when allocating growth potential, and establishing a new Settlement Area Boundary, including:*

- *The focus of new development in Adjala-Tosorontio should be within identified Settlement Areas;*



- *Planning policies should provide clear phasing policies that will ensure orderly development that is efficient and cost-effective; and,*
  - *The ultimate Settlement Area Boundary should be logical and should be based on clear physical or cultural constraints, where possible.*
- 2. REPRESENTS COMPREHENSIVE PLANNING** – *Planning for new development in Everett should be comprehensive and must link land use planning and the approval and development of supporting municipal infrastructure.*
  - 3. PROTECTS CULTURAL AND NATURAL HERITAGE RESOURCES** – *Planning for new development in Everett shall be cognizant of the requirement to protect, conserve and/or enhance cultural and natural heritage features and their associated functions.*
  - 4. RESULTS IN A HEALTHY AND COMPLETE COMMUNITY** – *Planning for new development in Everett shall include the requirement to achieve a complete community. The achievement of a complete community will be based on an assessment of the required critical mass of development that is necessary to generate the need for an array of community and commercial facilities.*
  - 5. OPTIMIZES THE USE OF LAND** – *Planning for new development in Everett requires that the identified developable land supply be optimized through intensification and development at slightly higher densities than currently exist in Everett. In addition, a mixture of land uses and housing types are important considerations in the optimization of land use.*
  - 6. SUPPORTS SUSTAINABLE DEVELOPMENT PRACTICES** – *Planning for new development in Everett shall support healthy, accessible and sustainable development practices, including the promotion of enhanced energy efficiency through the use of new technology and design standards.*
  - 7. PROVIDES AN ACTIVE TRANSPORTATION SYSTEM** – *Planning for new development in Everett will be on the basis of support for an Active Transportation System, including a hierarchy of roads and trails that are interconnected with the public parks system and other areas of activity such as shopping areas, schools, and community/recreational centres.*
  - 8. PROMOTES EFFICIENT AND COST EFFECTIVE INFRASTRUCTURE** – *It is a requirement that new development within Everett be provided with an efficient and cost-effective system of municipal service infrastructure. The achievement this policy requirement will be based on an assessment of the required critical mass of development – estimated at a minimum of 6,620 residents (and a maximum of 9,444) and supporting commercial development - that is necessary to facilitate efficient and cost-effective municipal infrastructure, specifically a sewage treatment facility.*

## **Implementing Provincial and County policy directives**

Based on the review of all of the relevant planning policy documents, it is concluded that the proposed Everett Settlement Area Boundary Expansion, associated Secondary Plan and Master Servicing Plan/Environmental Assessment conform with the Growth Plan and the relevant County Official Plan policies, and are consistent with the Provincial Policy Statement. As such, all of the 8 key policy themes have adequately been addressed and the required local Official Plan Amendment represents good planning that is in the public interest.

## **Understanding Good Planning**

It is these broad themes that establish the parameters of “good planning” and to a large extent, assist in an understanding of the fundamental interests of the Province in promoting good planning. It is a requirement of this analysis to show how the proposed Everett Settlement Area Boundary Expansion conforms to these “themes”, and is consequently considered to be good planning that is in the public interest.

The justification analysis provided in this Report, in combination with the new Growth Management Policy - 2011 together provide the Township with an opportunity to apply the defined policies and principles of good planning as they are articulated in the array of Provincial legislation and policy documents. Further, this Report provides the Township with the vehicle to establish and support a new planning framework that assists the Township in achieving Growth Plan conformity, while also being consistent with the Provincial Policy Statement.

## **4.0 RATIONALE**

### **4.1 THE CURRENT SITUATION**

#### **Changes to planning legislation**

Due to significant changes in planning initiatives and legislative requirements at the Provincial level, as well as uncertainty related to the timing of approvals of local and County Official Plans, the Township of Adjala-Tosorontio recently undertook an in-depth review of development trends within the Township boundaries. This review showed that, although Council had adopted a new Official Plan in 2005, the new policies are not yet in place and development throughout the Township is stagnating. In addition, the limited amount of development that was occurring did not necessarily promote “good planning”.

#### **Servicing Constraints**

The review also indicated that delays in growth have been related primarily to servicing constraints, and not a lack of demand for new housing. Currently, the Township has less than a one-year supply of serviced lots that meet current planning



objectives, but receives requests for new lots on an almost daily basis. At the same time, the Township currently faces substantial challenges in providing services to the existing development in Everett (particularly as it relates to municipal water and sewage treatment facilities) in a manner that meets positively with Provincial and County planning principles and policy directives.

Water and wastewater infrastructure budget shortfalls in Adjala-Tosorontio are anticipated to continue until taxation-based rate increases or growth can provide a sustainable budget. In addition to financial hardship, existing servicing constraints have resulted in development activity levels being lower than they have been historically, and do not reflect the true potential of the Township.

### **Shortcomings of existing local planning framework**

Current local planning policies are aimed at protecting the agricultural community and environmentally sensitive lands, however, as they relate to future residential and commercial development, a number of key shortcomings have been identified:

- *There is a lack of fully serviced (water and sewer) lots available for development;*
- *There is no clear direction on future servicing plans for settlement areas;*
- *There is no focus for development activity or investment in municipal service infrastructure; and,*
- *There are few policies related to promoting healthy lifestyles or complete and sustainable communities.*

## **4.2 THE PROPOSED SOLUTION**

### **A new approach to growth management**

In November of 2011, Council adopted a new Growth Management policy to provide guidance for future development within the Township. One of the key components of this policy is the promotion of the community of Everett as the area where the majority of growth in the Township should be directed.

The Growth Management policy is derived from a study that reviewed the existing ability of the Township to support future development. The basis for the study was to look at how growth was, or was not, occurring in the Township of Adjala-Tosorontio and to use growth management as a tool to re-focus, promote and stimulate growth in appropriate locations, where it was not happening. The premise being that managing growth more efficiently than the Township had in the past would allow for better integration of development decisions linked to land use, transportation, servicing infrastructure and the environment, and would lead to the optimal use of municipal



resources and the efficient delivery of municipal services - it would also mean that new development would be more compact and better served.

The findings indicated that although a substantial number of lots were theoretically "available" in Adjala-Tosorontio - as indicated by the County's land budget information - *in reality, fewer than 22 serviced lots are actually available for construction in the entire Township*, due to a bottleneck caused by enhanced Provincial policy directives and significant servicing constraints. This lack of available lots in settlement areas has a negative impact on competition and the affordability of larger scale development, and prevents the municipality from effectively planning and budgeting for services, amenities and infrastructure. It also stifles growth of the population and the tax base.

Key recommendations of the Growth Management Study include:

- Focusing development in the communities of Everett and Colgan;
- Undertaking detailed, long-term studies (Secondary Plans and Master Servicing Plans) to support growth in Everett and Colgan as the primary settlement areas in the Township; and,
- Prioritizing and phasing development in the settlement areas as required under Provincial and County policy directives.

The Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment were all initiated in response to the recommendations of the Growth Management Study. In addition to these studies, the Township also undertook a comprehensive review of existing development in Everett with the aim of finding the best way to move forward.

### **Sustainable development is not possible without additional growth**

The main conclusion of the comprehensive review was that, based on the land area available for new development within the existing boundary of Everett, a sustainable form of development (particularly as it relates to municipal wastewater disposal and the development of a complete community) would not be possible. As a result, a Settlement Area Boundary Expansion is required along with supporting policies in a Secondary Plan that are linked to a Master Servicing Plan to ensure the Township's ability to plan for and manage growth in a way that responds to Provincial and County policy directives, and that represents good planning.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment provide the Township with the opportunity to address all areas of Provincial interest while at the same time making the community more complete and desirable as well as fiscally and environmentally sustainable, all within the parameters of Provincial and County planning policy directives.

### **Planning by numbers is a key growth management tool**

The Growth Management Study carried out by the Township also indicated that, due to previous land use and infrastructure decisions, the existing supply of designated and Draft Approved lots within the Township exceeded the growth allocated to Adjala-Tosorontio by the County to the year 2031. The Growth Management exercise also determined that some of these lots were poorly located, were not likely ever to receive municipal services, and were unlikely to be developed, even in the long-term.

It is important to note, however, that a land/lot supply that exceeds the growth currently forecasted by the Province does not mean that the Township must necessarily halt development approvals. The Township's decisions to approve future development must, however, meet the other policy directives of the Province and the County.

### **Planning by numbers may not always be appropriate**

In addition to achieving the policy directives of the Province and the County, and of substantial importance, is the approach to planning promoted by the Province, and incorporated into the adopted (but not approved) County Official Plan, that is linked to defined growth projections for both population and employment. "Planning by numbers" is now an integral part of the Provincial approach to planning in the Greater Golden Horseshoe, including Simcoe County, notwithstanding, this approach certainly has definable drawbacks, particularly when applied to smaller, rural communities. "Planning by numbers" runs the risk of severely restricting otherwise appropriate growth and development in response to a dogmatic interpretation of assigned growth, which may, in the end, prove to be a completely arbitrary and non-defensible approach to good planning in Simcoe County, and beyond.

### **The Province's Vision for Simcoe County**

In support of the preceding statement, in January of 2012, the Province introduced additional requirements for growth management under Places to Grow for Simcoe County. While the Vision for Simcoe County still focuses the majority of growth in larger existing urban nodes, policies were also included to assist some of the smaller municipalities, like Adjala-Tosorontio, with planning for growth in their municipalities.

The Simcoe Sub-area Amendment to Places to Grow clearly articulates requirements to allow Simcoe municipalities to approve development that makes sense for their communities, protects the natural environment and positions the economy for investment and growth. Specifically, growth targets are provided for the lower tier municipalities, and directions are provided in relation to dealing with what the Province had identified as:

- An "over-supply" of land for development in rural areas; and,



- A need for greater flexibility for approval of development in non-node settlement areas.

Both of these observations are characteristic of the issues being faced by Adjala-Tosorontio. Of specific importance to this analysis is Section 6.3.2 of the Vision for Simcoe County. The policies in this section allow the County to approve adopted Official Plan amendments that redesignate lands for urban uses even though they may be in excess of what is needed for the next 20 years provided it is demonstrated that the proposed growth:

- Can be serviced appropriately;
- Contributes to the achievement of intensification and intensity targets;
- Contributes to the development of a complete community;
- Is subject to phasing policies;
- Contributes to the achievement of the preferred jobs to residents ratio;
- Meets Lake Simcoe Protection Plan requirements;
- Is supported by appropriate transportation infrastructure; and,
- Is in accordance with the County Official Plan.

Further, the Province has allocated a population of an additional 20,000 persons to be distributed to lower tier Municipalities that have demonstrated that they have the appropriate policies in place to support the vision for Simcoe County and which will achieve greater efficiency and conservation in energy, water, and wastewater management through building and community design.

### **Impact on the proposed Everett Settlement Area Boundary Expansion**

The Province is asking Municipalities to ensure that development occurs in preferred areas, at levels that are sustainable and which promote environmental and economic health. Calculated primarily using recent development statistics, Schedule 7 of the Vision for Simcoe County anticipates growth in Adjala-Tosorontio to be 2,000 people over the next 20 years.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion provides the means for the Township to move forward with meeting the anticipated demands of Schedule 7 provided approximately 2,000 of the additional 20,000 population allocated to Simcoe is re-allocated to Adjala-Tosorontio (in addition to the development that would be permitted under the transition rules). This allocation will ensure that a critical mass can be achieved to make servicing affordable and



sustainable. It is noted that the Township proposal meets all of the criteria in the Simcoe Vision and adopted (but not approved) Simcoe County Official Plan for considering allocation of this additional population with the exception of the recently added criteria of being in a Primary Settlement Area (which is also under appeal).

It is also anticipated that approximately 3,000 additional residents and some of the commercial development currently being proposed in Everett will take place beyond the 2031 time frame, however, servicing considerations require planning for full build-out now, and not in the piece-meal manner that has historically characterized growth in the Township. The total build-out of the community of Everett will achieve an approximate population of 9,444 people.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion has been crafted as a rational and logical response to the many changes in the requirements for considering where, how, and when growth is to take place. Based on the provision of full municipal water and sewer services to all residents of Everett, the proposed Everett Secondary Plan and Settlement Area Boundary Expansion provides direction to "complete" the community and to build on the successes of an existing community in a way that makes it a more financially, ecologically and socially sustainable place to live and work.

Although the focus of the proposed Everett Secondary Plan and Settlement Area Boundary Expansion is to guide and manage growth, it is noted that there is a limit to the amount of growth that can be accommodated - the costs of providing additional water services beyond the level of servicing anticipated by the proposed Secondary Plan will be prohibitive. This restriction will result in a community that will not only complement the higher order of commercial and institutional standards of neighbouring growth nodes, such as Alliston, but it will not compete with them either. The work being done by the Township in Everett will also provide a point of reference and set the standard for how the Township expects growth to occur in its other settlement areas in the longer term - beyond 2031.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion complies with all Provincial, County and Municipal planning directives, including the policies for exceeding growth projections identified in the Province's Vision for Simcoe County. As such, the Boundary Expansion and Secondary Plan proposals are considered to represent good planning, and are in the best interest of all levels of government and the residents of the Township of Adjala-Tosorontio, including the residents of Everett.

#### **4.3 A LOGICAL SETTLEMENT AREA BOUNDARY FOR EVERETT**

**The Settlement Area Boundary makes sense and achieves the required critical mass**

An important consideration when defining and ultimately promoting a Settlement Area Boundary Expansion, is a review of the physical geography of the broader area, and the establishment of a Settlement Area Boundary that is based on logical parameters, including the utilization of both natural and human-made constraints. For Everett, the Settlement Area Boundary Expansion, as shown on Map 4 was shaped by a review of the land-forms and features, which include:

- To establish a critical mass of population that will support the development of appropriate sewage treatment infrastructure, a population of approximately 6,620 residents is required, inclusive of the existing estimated 1,650 residents (2011 Census) and with a full build-out of 9,444 persons;
- North - There are significant environmental and fiscal constraints to servicing properties north of the Pine River. As such, the northern boundary of the proposed Everett Settlement Area shall be south of the Pine River;
- East - There is a complex of wetlands and other natural heritage features that shall form the eastern boundary of the Everett Settlement Area;
- South - The southern boundary of the Everett Settlement Area is defined, in part, by the lands that are identified with mineral aggregate potential; and,
- West - the existing Concession Road 4 acts as a useful division between the Settlement Area, and the agricultural community further west.

Based on those parameters, the proposed Everett Settlement Area Boundary Expansion has been defined as an area that would have the opportunity to create a complete community, and accommodate a total of about 9,444 residents. The proposed Boundary Expansion could be expanded further to the west, however, expansion in this direction would have a detrimental impact on prime agricultural lands that are not required to accommodate the critical mass of population required at this time. In addition, servicing constraints limit the amount of development that can responsibly be accommodated in Everett. Overall, the Settlement Area Boundary Expansion as proposed for the community of Everett is considered logical and appropriate to the year 2031 and beyond.

#### **5.0 SUMMARY CONCLUSIONS**

The Township of Adjala-Tosorontio has recognized that past planning frameworks and practices have resulted in scattered and incremental development that is neither



environmentally nor fiscally sustainable. Based on a comprehensive review of existing policies and local development potential, and the results of a series of studies completed to determine the best way to move forward, the Township of Adjala-Tosorontio has determined that an expansion of the Everett Settlement Area Boundary, together with an associated Secondary Plan that is linked to a Master Servicing Plan/Environmental Assessment that provides an array of directives and policies to guide future growth, is required.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, have been, and continue to be developed in consultation with the residents of the Township and various local agencies, and represent the Township's commitment to a new approach to growth management in a manner that conforms to planning requirements at all levels of government.

In order to appropriately justify the proposed Everett Secondary Plan and Settlement Area Boundary Expansion, through an Official Plan Amendment, this Report has provided the necessary commentary that deals with the following key issues:

- **Conformity with current planning principles and policies at the Provincial and County levels;**
- **Positive achievement of the requirements for exceeding Provincial and County growth allocations, as defined in the Province's Vision for Simcoe County; and,**
- **The definition of a logical Settlement Area Boundary, that can accommodate the critical mass required to achieve a complete community with a fiscally sustainable service infrastructure program.**

The policies of the proposed Everett Secondary Plan and Settlement Area Boundary Expansion allow the Township to meet Provincial objectives such as providing full municipal services to settlement areas, providing a broad range of housing types (including affordable units) and making communities healthier, more accessible places to live. The Secondary Plan meets County objectives by establishing clearer protective measures for natural resources identified as significant on a County-wide and local basis, and by providing clarification of how the Township will direct growth to its settlement areas, within the parameters established in Schedule 7 of the Province's Vision for Simcoe County. The Plan also makes a connection between land use development and infrastructure investment, by explaining what choices need to be made to keep Everett and the Township fiscally sustainable and by supporting long-term prosperity at the local level.

**It is the Township's position that the proposed Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment not only meet the requirements of all County and local planning policies, but also affords the Township an opportunity to support Provincial policy directives that would not be practical or possible under the current planning regime.**



Through the adoption of the Everett Secondary Plan and Settlement Area Boundary Expansion, the Township of Adjala-Tosorontio has created a comprehensive planning and development framework that will be able to guide future development within the community of Everett. The Township has developed a Plan that:

**1. SUPPORTS APPROPRIATE GROWTH MANAGEMENT – *There are a number of key growth management issues that must be considered when allocating growth potential, and establishing a new Settlement Area Boundary, including:***

- *The focus of new development in Adjala-Tosorontio should be within identified Settlement Areas;*
- *Planning policies should provide clear phasing policies that will ensure orderly development that is efficient and cost-effective; and,*
- *The ultimate Settlement Area Boundary should be logical and should be based on clear physical or cultural constraints, where possible.*

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion, to direct development to occur in a manner that is sustainable at the local level and at a pace that is in accordance with the provincial Vision for growth in Simcoe County. Further, the establishment of a new Everett Settlement Area Boundary is based on an understanding of potential growth requirements, as well as the physical constraints in and around the existing community.

In addition, it is the intent of the Township to allocate most of the Township's identified growth potential to one location - the community of Everett - by creating a clear focus for new development and the opportunity to create a complete community within the Township. The Secondary Plan provides phasing policies that are expected to result in orderly development that is provided with full municipal services in a logical, efficient and cost-effective manner, and at a pace that is in accordance with the provincial Vision for growth in Simcoe County.

**2. REPRESENTS COMPREHENSIVE PLANNING – *Planning for new development in Everett should be comprehensive and must link land use planning with the approval and development of supporting municipal infrastructure.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and the Master Servicing Plan/Environmental Assessment, that planning be carried out in as comprehensive manner as possible. The work being carried out by the Township through concurrent processes will result in a land use and development plan that is fully linked to the provision of municipal infrastructure including roads, sidewalks and trails, sewage treatment facilities and collection systems, and water facilities and delivery systems. This work is all being carried out in the context of a Natural Heritage Evaluation that will ensure the protection of all significant natural heritage features, areas and their associated functions.



**3. PROTECTS CULTURAL AND NATURAL HERITAGE RESOURCES – *Planning for new development in Everett shall be cognizant of the requirement to protect, conserve and/or enhance cultural and natural heritage features and their associated functions.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, that all of the concurrent work is being carried out in the context of a Natural Heritage Evaluation that will ensure the protection of all significant natural heritage features, areas and their associated functions. Further, the Secondary Plan process will identify all currently designated or listed cultural heritage resources or cultural heritage landscapes with the intent to protect those resources and/or integrate them into new development.

**4. RESULTS IN A HEALTHY AND COMPLETE COMMUNITY – *Planning for new development in Everett shall include the requirement to achieve a complete community. The achievement of a complete community will be based on an assessment of the required critical mass of development that is necessary to generate the need for an array of community and commercial facilities.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, to develop the community of Everett as a complete community which complements the Township's rural character and agricultural communities. When developed as planned, the community of Everett will provide a mix of employment opportunities including retail, cultural, administrative and recreational uses. In addition, there will be a mix of housing types and densities, including housing types considered to be more affordable. It will be an objective of the Township for the community of Everett to positively contribute to the achievement of the preferred jobs to residents ratio, while not competing with surrounding regional centres.

In addition, the community of Everett will include opportunities for a healthy lifestyle, including recreation facilities, parks and an interconnected trail network.

**5. OPTIMIZES THE USE OF LAND – *Planning for new development in Everett requires that the identified developable land supply be optimized through intensification at higher densities than currently exist. In addition, a mixture of uses and housing types are important considerations in the optimization of land use.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, to ensure that the requirement to optimize the use of land is achieved. The Secondary Plan includes policies that ensure the achievement of intensification and intensity targets. In addition, the Secondary Plan will guide new development by requiring all development to be built to a minimum density of 32 persons and jobs per hectare, and includes a balance of residents and employees.



**6. SUPPORTS SUSTAINABLE DEVELOPMENT PRACTICES – *Planning for new development in Everett shall support healthy and sustainable development practices, including the promotion of enhanced energy efficiency through the use of new technology and design standards.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, to design the community based on the principles of building and infrastructure conservation measures, in combination with best development practices utilized throughout the Greater Golden Horseshoe. Detailed neighbourhood design and building development are subject to policies in the Secondary Plan requiring state-of-the-art techniques that promote energy efficiency, water use reduction, waste reduction and recycling, as well as Active Transportation.

**7. PROVIDES AN ACTIVE TRANSPORTATION SYSTEM – *Planning for new development in Everett will be on the basis of support for an Active Transportation System, including a hierarchy of roads and trails that are interconnected with the public parks system and other areas of activity such as shopping areas, schools, and community/recreational centres.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, to promote a contiguous Everett community that is served by a highly interconnected road, park and trail networks, with connections between park facilities, and pedestrian linkage with future commercial developments and community/cultural facilities. The policies of the Secondary Plan require that the community of Everett will be well served by an Active Transportation System.

**8. PROMOTES EFFICIENT AND COST EFFECTIVE INFRASTRUCTURE – *It is a requirement that new development within Everett be provided with an efficient and cost-effective system of municipal service infrastructure. The achievement of this policy requirement will be based on an assessment of the required critical mass of development – estimated at a minimum of 6,620 and a maximum of 9,444 residents - that is necessary to facilitate efficient and cost-effective municipal infrastructure, specifically a sewage treatment facility.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, to require new development within all settlement areas to be connected to full urban municipal service infrastructure including water, sewage and stormwater management systems. Through the development of strategic partnerships and front-ending agreements, public sector costs are anticipated to be minimized.

It is also a fundamental requirement of the Secondary Plan that a critical mass of population – estimated at 6,620 residents - and employment within Everett be achieved to



enable sound fiscal management of municipal infrastructure development, including full operations cost recovery, asset management and depreciation allowances. Appropriate municipal service infrastructure development will be accomplished by implementing the recommendations of the concurrent Master Servicing Plan/Environmental Assessment process.

Overall, it is the intent of the Township to:

- Ensure continued financial stability by developing new partnerships to fund services and by creating a rationale for the provision of public infrastructure; and,
- Remove threats to water supplies by replacing existing private septic systems with municipal sewer services.

**9. CONFORMS TO PROVINCIAL AND COUNTY LEVEL PLANNING PRINCIPLES AND POLICIES – *New development in Everett, as facilitated through the comprehensive planning process, must deal appropriately with Provincial and County level planning principles and policies.***

It is the intent of the Township, through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment, to implement the principles and policies of the Province and the County on a comprehensive basis. Some of those principles and policy directives are at a higher level of importance and are dealt with as the primary purpose of this Report. Others have been secured through the development of Official Plan Amendment No. 15 and the associated Master Servicing Plan/Environmental Assessment processes.

Additional Provincial policy directives have also been dealt with through the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment. Of particular importance is the impact of the OPA on the Township's ability to respond to requirements of the Source Water Protection Act. The Township is committed to providing a safe drinking water source for its residents, and the development of municipal sewage treatment facilities will allow this threat to be removed in a sustainable and economically feasible manner.

**10. REPRESENTS GOOD PLANNING AND IS IN THE PUBLIC INTEREST – *The Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment must, together, represent good planning, and be in the public interest, if the implementing Amendments are to be considered for approval.***

It is the intent of the Township to change their historic planning approach and to implement a new growth management and planning framework based on Provincial and County principles and policy directives, based on the principles of good planning. The Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing

Plan/Environmental Assessment represent a strong effort to implement comprehensive planning on the basis of a sound growth management strategy.

Through this initiative, focused on the community of Everett, the Township of Adjala-Tosorontio will be able to properly guide development decisions in the long-term, and will be able to make sound fiscal allocation decisions for infrastructure placement for the future. In this regard, the Everett Secondary Plan and Settlement Area Boundary Expansion and Master Servicing Plan/Environmental Assessment represent good planning, and are in the public interest.



## **APPENDIX I: Compliance with Planning Policy Requirements**

General comments related to how the proposed Everett Secondary Plan and Settlement Area Boundary Expansion for Everett meets the requirements of all Provincial, County and Local planning requirements for development can be found within the body of the Planning Justification Report. The following information provides a detailed account of how the Township's proposal for Everett complies with and supports specific policies of the various levels of government.

### **The Planning Act**

The Planning Act defines "area of settlement" as an area of land designated in an official plan for urban uses including rural settlement areas and rural service areas. Section 16.(1)(a) requires an official plan to contain goals, objectives and policies to manage and direct physical change and the effects on the social, economic and natural environment of a municipality. The Planning Act also requires local government to create policies which support the development of affordable housing units, including permission for second units within existing dwellings.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion promotes an adjustment to the boundary of the Everett Settlement Area in order to create a more complete and sustainable rural settlement which services the surrounding agricultural community. It provides goals, objectives and policies to guide the physical development of the land in a way that promotes a healthier lifestyle while maintaining the existing social character of the community through policies that promote growth and which will have a positive effect on existing natural features. Policies are also included that require the development of a greater mix of housing types than currently exists, and promote affordable housing and second units.

### **The Provincial Policy Statement – 2005**

The Provincial Policy Statement (PPS) directs Council to provide for 'appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment' through 'improved land use planning and management, which contributes to a more effective and efficient land use planning system'. It supports 'a comprehensive, integrated and long-term approach to planning, recognizes linkages among policy areas' and requires growth to be focused in settlement areas. This is the approach that has been taken for determining an appropriate boundary for Everett and in crafting policies to guide growth in the community.

In order to accomplish these goals, the PPS recommends managing development to promote efficient development patterns primarily by directing growth to settlement areas. 'Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities'. Land use patterns should promote a mix of housing, employment, parks and open spaces, and transportation choices that facilitate pedestrian mobility and other modes of travel. They should also support the financial well-



being of the Province and the municipalities over the long term, and minimize the undesirable effects of development, including impacts on air, water and other resources. 'Strong, liveable and healthy communities enhance social well-being and are economically and environmentally sound'. Again, these are all components of the proposed Everett Secondary Plan and Settlement Area Boundary Expansion.

Section 1.1.3.9 states that settlement area expansions may occur "only at the time of a comprehensive review and only where it has been demonstrated that: sufficient opportunities for growth are not available through intensification, redevelopment and designated growth areas". Further, Section 1.4.1a) requires local governments to "maintain at all times the ability to accommodate residential growth for a minimum of 10 years...". The proposed Everett Secondary Plan and Settlement Area Boundary Expansion is the result of a comprehensive review completed by the Township which found, among other things, that servicing restrictions in Everett have resulted in a restricted supply of fully serviced lots being available at the present time and for the foreseeable future, without an adjustment of the current settlement boundary.

Section 1.4.3 directs planning authorities to provide for an appropriate range of housing types and densities in areas where appropriate levels of infrastructure and public service facilities are available. Everett currently contains housing stock that is of various ages and states of repair, is predominantly single family in nature, is primarily owner occupied, and would not be considered affordable or accessible in most cases. Again, the proposed Everett Secondary Plan and Settlement Area Boundary Expansion will provide the Township with some leverage to require developers to provide a broader range of housing types than has historically been constructed. It should also be noted that without significant investments in sanitary sewer facilities, intensification is currently not an option in Everett or anywhere else in the Township for that matter.

Section 1.5 requires the promotion of healthy active communities. The proposed Everett Secondary Plan and Settlement Area Boundary Expansion includes plans for future parks and a trail system. A larger population will support the development of public and private facilities that are affordable, accessible, sustainable, and in keeping with the Township's history of being self-sustaining.

Section 1.6 provides direction related to public infrastructure and facilities, requiring that infrastructure be coordinated, efficient, and cost-effective; services should also be provided in a manner that can be sustained by the resources upon which the service relies, financially viable and protect human health and natural resources. Partial services are no longer supported. Since only a portion of the existing development in Everett is serviced with a municipal waste water system (which is not efficient and has malfunctioned in the past), the Township is not able to meet this requirement at the present time. A Master Servicing Plan, prepared in conjunction with the proposed Everett Secondary Plan and Settlement Area Boundary Expansion, provides details related to the best methods of providing municipal water and sewer services to existing and future residents of Everett, and supports the need to adjust the existing settlement boundary in order to correct previous deficiencies.



Section 1.6.2 also promotes the co-location of public service facilities. The Township has the support of the Simcoe County District School Board with regard to co-locating facilities, and is also looking into the potential of providing municipal services with the support of other public and private partners.

Section 1.7 requires the Township to optimize the long-term availability of land resources and infrastructure, to maintain and enhance the vitality of main streets, and to promote the agri-food sector. The size of the existing population in Everett makes it impossible for Adjala-Tosorontio to achieve these goals, however, policies contained in the proposed Everett Secondary Plan and Settlement Area Boundary Expansion are aimed at improving the potential to meet each of the targets. Specifically, the Master Servicing Plan outlines a method whereby water and wastewater services can be provided in a more economical fashion, Main Street has been identified as a Community Improvement Area, and policies aimed at supporting the local agriculture industry and promoting local products are key elements.

Section 4 of the PPS also identifies the official plan as the most appropriate vehicle for implementation of provincial directives.

Proposed policies in the proposed Everett Secondary Plan and Settlement Area Boundary Expansion also improve the Township's ability to meet all other requirements of the PPS including those related to natural heritage, cultural heritage, protection of public health and safety, and protection of agricultural resources.

It should be noted that the 2005 PPS is under review, although the timeline for implementation of the new policies is uncertain. It is the Township's position that the proposal for Everett will meet future requirements for building strong communities, using and managing resources wisely, and protecting public health and safety in a much more effective manner than the policies that are currently in place at the local level.

In conclusion, the proposed Everett Secondary Plan and Settlement Area Boundary Expansion supports Provincial goals through policies that are aimed at promoting the development of an active transportation system and other facilities that encourage a healthier lifestyle, endorsing the development of a broader range of housing types (including affordable and accessible housing units), and providing full municipal water and sewer services to all residents in an economically feasible manner, while protecting sensitive lands and land uses. It is a plan that promotes social well-being, long-term prosperity and environmental health.

### **Places to Grow – The Growth Plan for the Greater Golden Horseshoe – 2006 and Consolidated to 2013**

Places to Grow (P2G) legislation is aimed at promoting diverse economies, curbing urban sprawl, protecting natural resources, using infrastructure efficiently and reducing automobile travel. P2G also provides the criteria whereby settlement area boundary expansions are permitted. While these policies may be relatively easy to implement in larger urban areas that have full municipal water and sewer systems in place, it is difficult to promote where the



population is small and spread out, and the economy is largely supported by a single industry (agriculture).

Based on studies prepared in support of the proposed Everett Secondary Plan and Settlement Area Boundary Expansion, a boundary expansion in Everett is required in order for the Township of Adjala-Tosorontio to move forward in meeting the goals of P2G. An adjustment of the limits of the settlement area and a comprehensive set of strategic policies to guide development will allow the Township to build on the existing successes of Everett and create a community that provides municipal water and sewer services to all of its residents, a diverse mix of land uses, a range and mix of employment and housing types, high quality public open spaces, and increased opportunities for pedestrian movement within a rural community.

Again, growth is directed to built up areas. It should also be pointed out that Section 2.2.3 of P2G requires 40% of all residential development to be within a built-up area by 2015. Current land budget statistics for Adjala-Tosorontio show a significant number of lots that have been approved, although no waste water services are available so no intensification or growth is actually possible. Without new waste water facilities, development is not possible in the Township where the capacity for new development on the existing waste water system has been exhausted. Recent malfunctions of the existing infrastructure in Everett have put the system in jeopardy of not being in compliance with Ministry requirements nor financially viable in the future. Municipal facility planning, land use planning, and infrastructure investment are all components of the proposed Everett Secondary Plan and Settlement Area Boundary Expansion. The adjustment of the Everett boundaries would be relatively minor in size (both in land area and population increase) and would not offend policies related to urban sprawl.

While most policies in P2G are geared towards larger urban centers, Section 2.2.9 notes the importance of Rural Areas. Rural settlement areas are noted as being key to the vitality and economic well-being of rural communities like Adjala-Tosorontio, and municipalities are encouraged to plan for a variety of cultural and economic opportunities to serve the needs of rural residents and area businesses. Supporting these aims is one of the basic tenets of the proposed Everett Secondary Plan and Settlement Area Boundary Expansion, without which support for the outlying agricultural community is tenuous.

Section 3 promotes optimizing investments in infrastructure, and 3.2.5.1 suggests Municipalities should generate sufficient revenue to recover the full cost of providing Municipal water and wastewater services.

It is the Township's position that the proposed Everett Secondary Plan and Settlement Area Boundary Expansion meets the requirements of Places to Grow in that the boundary expansion is required to accommodate forecasted growth, allows for the implementation of other policies in P2G that otherwise would be unattainable, and will be implemented in a financially and environmentally sustainable manner. While planning for infrastructure goes beyond the 2031 time frame, this is supplemented by phasing policies which limit population growth within the required limits.



## **The Vision for Simcoe County – Amendment 1 to Places to Grow**

In January of 2012, the Ministry of Infrastructure introduced additional requirements for growth under P2G for the County of Simcoe. The Simcoe Sub-area amendment provides specific requirements to allow Simcoe municipalities to approve development that makes sense for their communities, protects the natural environment and positions their economy for investment and growth.

While the majority of growth is anticipated to take place in the larger existing urban nodes within the County of Simcoe, policies were also included to assist some of the smaller municipalities with planning for growth. Specifically, growth targets were provided for the lower tier Municipalities, and directions were provided in relation to dealing with what the Province had identified as an “over-supply” of land in rural areas; a greater amount of flexibility for approval of development in non-node settlement areas was included. These new policies also require all growth in Simcoe to support the primary settlement areas that have been identified.

The Township has been assigned an intensification target requiring 20% of all new development to take place at a density of at least 32 persons and jobs per hectare. The policies in OPA 15 (which would account for over 90% of all development within the Township) require all new development in Everett to achieve the minimum density target.

Of specific importance is Section 6.3.2. The policies in this section allow the County to approve adopted Official Plan amendments that re-designate lands not for urban uses to lands for urban uses even though they may be in excess of what is needed for the next 20 years provided it is demonstrated that the proposed growth: can be serviced appropriately; contributes to the achievement of intensification and intensity targets; contributes to the development of a complete community; is subject to phasing policies; contributes to the achievement of the preferred jobs to residents ratio; meets Lake Simcoe Protection Plan requirements; is supported by appropriate transportation infrastructure; and, is in accordance with the County Official Plan. Further, the Province has allocated a population of an additional 20,000 persons to be distributed to lower tier Municipalities that have demonstrated that they have the appropriate policies in place to support the vision for Simcoe County and which will achieve greater efficiency and conservation in energy, water, and wastewater management through building and community design.

Without an expansion of the Everett Settlement Area (and infrastructure improvements), the Township of Adjala-Tosorontio will be limited in its ability to implement any of the policies of the Simcoe Vision.

The Township of Adjala-Tosorontio does not contain a “primary” settlement area, but the Everett Settlement Area is within a 10-15 minute drive of Alliston (identified as a growth node). Given the inability of the Township to bring any new lots on-stream in the past ten years or so, there is a pent-up demand for residential development in Everett. The proposed Everett Secondary Plan and Settlement Area Boundary Expansion provides the basis for

moving forward with growth in that community in a manner that will support, and not compete with, the anticipated growth in Alliston.

In summary, the proposed Everett Secondary Plan and Settlement Area Boundary Expansion meets all of the Simcoe Vision requirements.

### **Other Recent Provincial Initiatives**

In addition to Places to Grow, the Province has also enacted other legislation related to protecting our water resources, reducing our dependency on coal-generated energy sources, and providing affordable housing

It is the Township's position that it is unable to move towards compliance with many recent Provincial initiatives under the current planning regime. The proposed Everett Secondary Plan and Settlement Area Boundary Expansion will allow Adjala-Tosorontio the opportunity to support development that will implement the requirements of:

- Source Water Protection Act;
- Safe Drinking Water Act;
- Green Energy Act;
- Housing Services Act;
- Environmental Bill of Rights; and,
- Ontario Human Rights Commission.

Of particular importance is the impact of the proposed Everett Secondary Plan and Settlement Area Boundary Expansion on the Township's ability to respond to requirements of the Source Water Protection Act. The majority of the residences in Everett are currently serviced by private septic systems (70% of which are more than 20 years old) and many of these are located in areas which may threaten the Township's drinking water supply. The Township is committed to providing a safe drinking water source for its residents, and the development of municipal sewage treatment facilities in Everett will allow this threat to be removed in a sustainable and economically viable manner.

### **County of Simcoe Official Plan**

In addition to meeting and supporting all Provincial directives, it is the Township's position that the proposed expansion of the Everett Settlement Area, complemented by the planning policies created in the proposed Everett Secondary Plan and Settlement Area Boundary Expansion, will comply with and support all requirements of the County Official Plan.



### ***County of Simcoe Official Plan - In Force Document***

The current County of Simcoe Official Plan was adopted by County Council in 1997 and finally approved by the Province in 2005. It is a broad policy document which is to be implemented at the local level. It provides a growth management strategy for its 16 member municipalities and identifies features that are of significance to the County as a whole; settlement areas are noted by a circle on Schedule 5.1, and do not reflect the actual boundaries of any existing settlement.

It is important to note that while the creation of new settlement areas requires an amendment to the County OP, settlement area expansions are the responsibility of local governments in this document. Population projections identified in Table 1 suggest a population for the Township of Adjala-Tosorontio in 2016 to be 13,700.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion meets all of the requirements of the current County Official Plan, and is cognizant of the requirements related to the protection of the County road network and the County greenlands.

### ***Adopted (but not approved) County of Simcoe Official Plan***

In general terms, since the proposed Everett Secondary Plan and Settlement Area Boundary Expansion has been shown to meet the requirements of all planning related matters in previous sections of this report, it is implicit that it will meet all requirements of the proposed Simcoe County Official Plan although additional explanation is required for growth related policies. This section will focus on how an adjustment of Everett's boundaries will comply with the proposed growth-related policies in the Simcoe County Official Plan (approved by County Council in November 2012): Part 3 – Growth Management Strategy.

Part 3 of the Simcoe County Official Plan (SCOP) directs non-resource related growth and development to settlements where it can be serviced, and encourages settlements to have diversified economic functions and opportunities, and a diverse range of housing options. It further explains that settlements are developed at higher densities (which makes them more economical to service) and provide a focus for both public and private services. It is anticipated that settlements will provide an opportunity for people to live, work, shop and find recreation. Section 3.1.1 requires local municipalities to develop secondary plans that direct growth to their settlement areas, and provide for residential, commercial and institutional development, including provisions for affordable housing, infrastructure and public service facilities necessary to support development at an appropriate density. The proposed Everett Secondary Plan and Settlement Area Boundary Expansion is Adjala-Tosorontio's response to these requirements. Expansion of settlement areas based on partial services is discouraged.

On a county-wide basis, growth will primarily be directed to settlements with full municipal water and sewage services. Local municipalities are to designate the boundaries of settlement areas in their official plans, and establish policies to ensure that new development is planned in a manner that provides for a mix of land uses, enhances transportation opportunities, provides for a variety of housing types, and is phased according to the



availability of infrastructure and public services. The proposed Everett Secondary Plan and Settlement Area Boundary Expansion policies related to residential and commercial development, transportation planning, and infrastructure development are responses to those requirements.

Section 3.5 provides further clarification on the objectives of settlements. Growth is: to be focused in existing settlement; promote the efficient use of land and the provision of water, sewer, transportation and other services; develop a mix of uses in a strong and vibrant central place that creates healthy and sustainable communities; and, to minimize land consumption and servicing costs. These policies are to be implemented after the Municipality has completed a growth management study which identifies a hierarchy of settlements within the Municipality.

The proposed Everett settlement area boundary expansion is based on the results of a growth management policy recently adopted by the local Township Council which identified Everett as the main location for future development in the Township. The boundary adjustment is accompanied by policies to support growth as envisioned by the County.

Section 3.5.9 identifies 5 criteria that need to be met in order to consider approval of development that exceeds the forecasts in Table 1 of the adopted SCOP. Table 2 provides detailed criteria to be used to assess growth related proposals. Section 3.5.17 provides additional criteria for settlement boundary expansions. Although no brownfields have been identified in the Everett settlement area, all other requirements of these sections are being met through the policies contained in OPA #15 (with the possible exception of the criterion related to whether the growth is in a Primary Settlement Area which was recently added, and is under appeal). In fact, without a boundary adjustment to support economically viable servicing, it is anticipated that growth and intensification may not be possible in any of the Township's settlement areas.

Finally, Section 3.5.30 of the adopted SCOP requires development within settlements to be compatible with the character and features of the existing community. While most of the growth related policies are geared towards urban forms, the Everett Secondary Plan proposes to build on the existing positive characteristics of the rural settlement, while improving the quality of life for, and reducing the financial burden of the current infrastructure on, current and future residents.

In summary, the proposed Everett Secondary Plan and Settlement Area Boundary Expansion supports the policies proposed in the adopted Simcoe Official Plan in a manner the Township is otherwise unable to meet.

### **Township of Adjala-Tosorontio Official Plan and Growth Management Plan**

Although the in force and adopted but not approved local Official Plan documents are now out-of-date and do not reflect many of the changes the Province has recently directed local municipalities to make in their Official Plans, this section of the report provides information related to current local planning policies.



### ***Township of Adjala-Tosorontio Official Plan – In Force***

The Official Plan for the Township of Adjala-Tosorontio that is currently in force was adopted by Council in 1998, and finalized with the incorporation of Ontario Municipal Board decisions in 2000. It recognizes the need to protect the agricultural community and rural character of the Township, and encourages development to take place mainly in the identified hamlet areas. It also provides general provisions restricting the creation of residential lots on agricultural lands, and provides for Community Improvement Areas (but does not go so far as to identify any). Significant resources (natural features and aggregates) are identified in an overlay, and not as specific designations.

Although the policies do not apply to the lands in Everett, Council adopted Official Plan Amendment No. 3, which was finally approved in 2006. This document added policies related to lands located within the Oak Ridges Moraine.

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion not only meets the requirements of the current local Official Plan, but exceeds them by adding policies that take the proposed revised local and County Official Plan requirements into consideration and replacing outdated policies related to Everett specifically.

### ***Township of Adjala-Tosorontio Official Plan – Adopted, but not In Force***

Adopted by Council in 2005 and forwarded to the County for approval in 2008, this document is an updated version of the 1998 Official Plan (but still does not reflect many of the more recent Provincial mandates).

It continues to encourage development that promotes the rural character of the area and supports the agriculture industry, adds policies related to the identification of employment lands, and strengthens policies aimed at protecting the environment (which now include the policies in OPA#3 related to the Oak Ridges Moraine).

One of the significant changes relates to expansions of many of the Township's hamlets (now called settlement areas) and the identification of new settlements. In order to curb unwanted growth, policies were added to require development in the settlement areas to be serviced by both municipal water and sewer.

Again, the proposed Everett Secondary Plan and Settlement Area Boundary Expansion meets the requirements of the local adopted Official Plan, however, it goes beyond these requirements by providing guidance to ensure compliance with other Provincial and County directives that have been introduced since 2005.

### ***Growth Management Plan***

A Growth Management Study was completed by the Township in 2005. In that study, it was recommended that the Everett settlement boundary be expanded, and that approximately one-half of all growth in the Township should be directed there.

Since the adoption of those policies, the Province has enacted various pieces of legislation that have had a significant impact on how growth will take place in Ontario in general, and within the Greater Golden Horseshoe in particular.

In 2011, Township Council adopted a newer, more relevant approach to growth. With goals aimed at maintaining a rural community based on rural settlement patterns, growth was directed primarily to Everett, with some growth anticipated in Colgan and, to a much lesser degree, to Loretto. This shift in philosophy was based on the premise that all new development in settlement areas would be serviced with municipal water and waste water facilities. These policies are further refined through the requirements contained within OPA 15.

### **Conclusion**

The proposed Everett Secondary Plan and Settlement Area Boundary Expansion complies with and supports planning policies of the various levels of government, represents good planning, and is in the best interest of the general public.



## **APPENDIX II: The “Numbers”**

Throughout this process, there have been many questions about how OPA 15 meets population targets in both the Growth Plan and in the adopted (but not approved) Simcoe County Official Plan. The following section provides a brief analysis of ‘the numbers’.

According to the Growth Plan, consolidated to June 2013, the population of Adjala-Tosorontio is to grow from its current 10,603 (2011 census) to 13,000 in 2031, and 40% of that development is to be within a built-up area. Historically, the Township has grown by between 2.5% and 2.8%, with the number of building permits being restricted by the number of serviced lots available.

Given that there is virtually no capacity for any new development on any existing municipal water and wastewater system in any settlement area within the Township, the largest settlement area of Everett was deemed the most logical location to focus future development, and servicing options were explored through a Master Servicing Plan.

According to the 2011 Census, the population of Everett is 1,645 persons. Staff calculations indicate that a population of approximately 3,043 persons (or 1150 dwelling units with an average of 2.6-2.67 persons per unit) would be permitted in Everett under the current transition rules contained within the Simcoe Vision of the Growth Plan. Investigations have indicated that a minimum population of 6620 will be required to provide municipal water and sewer services at an affordable and sustainable level, so the Township is requesting 1932 of the 20,000 population provided for in Section 6.3.2.3 of the June 2013 Consolidation of the Growth Plan. An additional population of 2824 could also be serviced with the proposed water and sewer facilities, but would only be considered beyond the 2031 timeframe and/or as permitted by Provincial and County regulations.

All other development within the Township of Adjala-Tosorontio would be permitted through the transition rules contained within the Growth Plan, or as individual rural lots that are expected to make up less than five per cent (5%) of all development within the Township.

It is also expected that once servicing issues are resolved, and development proceeds at the anticipated levels, future growth allocations could change to reflect this new scenario. Provided the current method of forecasting populations continues to be used by the Province, and provided Adjala-Tosorontio is permitted to develop appropriate wastewater services, the next set of population projections should reflect a re-positioning of growth in our area and result in new targets.

Official Plan Amendment No. 15 promotes a community planned to support Provincial and County standards, and create sustainable rural development. Without the ability to permit a minimum threshold/critical mass of development, rural Ontario will not survive and support for our farming communities will die with it.