



Municipality of Mississippi Mills

SPECIAL COUNCIL AGENDA

Friday, June 26, 2020, 9:00 a.m.

E-participation

[Streamed on YouTube](#)

-
- A. CALL TO ORDER (9:00 a.m.)**
- B. CONSIDERATION OF A CLOSED SESSION (None)**
- C. DISCLOSURE OF PECUNIARY INTEREST AND GENERAL NATURE THEREOF**
- D. APPROVAL OF AGENDA**
- E. REPORTS**

Building and Planning

1. Official Plan Amendment 22 – Additional Information and Context

Pages 2-16

Recommendation:

That Council receive the Director of Planning's report titled "Official Plan Amendment 22- Additional Information and Context" dated June 26, 2020 as information;

And that Council approve option 3 to proceed with the completion of OPA 22 as described in the Project Charter.

- F. CONFIRMATORY BY-LAW – 20-054**
- G. ADJOURNMENT**

THE CORPORATION OF THE MUNICIPALITY OF MISSISSIPPI MILLS

STAFF REPORT

DATE: June 26, 2020
TO: Council
FROM: Niki Dwyer, Director of Planning
SUBJECT: Official Plan Amendment 22 – Additional Information and Context

RECOMMENDATION:

THAT Council receive the Director of Planning’s report titled “Official Plan Amendment 22- Additional Information and Context” dated June 26, 2020 as information.

AND THAT Council approve option 3 to proceed with the completion of OPA 22 as described in the Project Charter.

BACKGROUND:

On June 11th, 2020, Council was presented an information package on the Municipal Strategic Plan, a component of which involved the completion of Official Plan Amendment 22 (OPA 22). Staff were directed to draft project charters on each of the Strategic Plan deliverables in order to clearly describe the purpose, methodology, resource requirements and timeline for completion of the project.

Further to the initial discussions of the Strategic Plan, Council has requested further information on the details and timeline of the Official Plan Amendment (OPA).

PURPOSE OF OPA 22:

The purpose of OPA 22 is to evaluate the need to expand the Almonte Ward Settlement Boundary in the context of the new population estimates adopted by the County for Mississippi Mills.

<i>What OPA 22 <u>Will</u> Accomplish</i>	<i>What OPA 22 <u>Will Not</u> Accomplish</i>
Complete an up to date Land Needs Inventory of Residential and Employment Lands (Urban and Rural)	Evaluate a Natural Heritage System
Assess the phasing of infrastructure and soft service to accommodate growth of 22,122 by 2038	Evaluate Prime Agricultural Areas (this is the purpose of the LEAR)
Consider cross-jurisdictional issues (ie Ward Boundary Changes)	Evaluate settlement strategies for infill in the villages (ie Pakenham) (this is the purpose of the Village Vitality Project)

Assess impact of expansion on Prime Agricultural Lands

Assess Affordable Housing Policy Changes (this is presently underway as a separate project)

Provide 3-6 Options for Growth for discussion by Council

Evaluate how fast we want to grow (this is predetermined by the County)

QUESTIONS RESULTING FROM THE PROJECT CHARTER:

It is understood that the following specific questions have been directed to the CAO to clarify by members of Council. To enhance the discussion, we have tried to provide context for these questions and a rational in advance:

1. Is it true that the Town of Perth completed their Official Plan Amendment to expand their settlement boundary in less than 6 months?

No. In speaking with the former Director of Planning for the Town of Perth, Mr F. Symon, who was responsible for the Amendment, the formal OPA process took approximately 12 months. This included:

- “Comprehensive Review/Planning Justification Report” – 2 months
- Council Review and Public Consultation – 4 months
- County Review and Approval – 6 months

This timeline did not include the completion of the Environmental Assessment work for servicing feasibility of the expansion lands (completed by JP2G) which took approximately 18 months. The initial justification report for the expansion of three areas of growth was presented for discussion and preliminary acceptance to the County in 2009 by the previous Director of Planning, Mr. E. Cosens. This work included the following additional studies: Secondary Master Plan for expansion lands, Infrastructure Feasibility Assessment, Infrastructure Master Plan, and an Environmental Impact Study. Mr. Symon indicated that while the process to issue final approval of the expansion appeared to occur quite quickly, the background analysis and pre-negotiations with agencies was approximately 11 years in the making.

2. Did the Town of Perth complete a LEAR in order to complete their OPA?

No. The proposed expansion of the Town of Perth Settlement Boundary did not include the growth into designated Agricultural Lands. As a result, there was no need for a Land Evaluation Area Review or Agricultural Evaluation.

3. Does Mississippi Mills need to complete the LEAR in order to complete OPA 22?

No. The Provincial Policy Statement (PPS) requires that a Settlement Boundary Expansion must be completed at the time of a comprehensive review and only where it has been demonstrated that:

“in prime agricultural areas:

- 1.the lands do not comprise specialty crop areas;*
- 2.alternative locations have been evaluated, and*

- i. there are no reasonable alternatives which avoid prime agricultural areas; and
- ii. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;” (PPS 2020)

One of the ways that this review can be undertaken is through a LEAR, however there are other methodologies that can be utilized. As the Municipality had already budgeted to complete the LEAR this year, it was suggested that the projects be dove-tailed for efficiency. It is projected that the timeframe to complete the LEAR is 9-12 months.

4. Can Council direct staff to postpone the completion of the LEAR?

Yes. Should Council choose, the LEAR can be postponed until a future Amendment, however staff will still be required to evaluate the usability of the Agricultural Lands subject to expansion but can employ a different methodology (for example Minimum Distance Formula, Agronomist Report, Market Needs Assessment).

The evaluation of loss of agricultural land is still a required component of OPA 22.

It is noted however that the public comments resulting from OPA 21, particularly from the Agricultural Committee, strongly supported the completion of the LEAR in order to define locally appropriate *Prime Agricultural Areas*¹. Prime Agricultural Areas are those which don't necessarily include prime ag soils – but rather represent an agricultural network of economically similar uses (ie. grain elevator, transportation network, abattoir etc.). The creation of an “agriculturally protected area” is now a statutory requirement of Official Plans in accordance with the PPS. As a result, the completion of a LEAR within the next 2-3 years is recommended.

The LEAR was proposed as an alternative to the pixelated mapping that was completed by the Municipality and endorsed by the County. Many within the municipality disagree with the outcome of this previous mapping and the Municipality has the option to define its own agriculture areas based on local priorities through the LEAR process.

5. How far have staff progressed through the completion of OPA 22?

As noted in the attached Project Timeline, staff commenced work on OPA 22 in February of 2020 and have completed the following tasks:

- Draft Project Charter and Project Timeline – weeks of March 23-April 3, 2020
- Review new 2020 PPS and Planning Act for requirements of Comprehensive Review – Week of April 20th, 2020

¹ **Prime agricultural area:** means areas where prime agricultural lands predominate. This includes areas of prime agricultural lands and associated Canada Land Inventory Class 4 through 7 lands, and additional areas where there is a local concentration of farms which exhibit characteristics of ongoing agriculture. Prime agricultural areas may be identified by the Ontario Ministry of Agriculture and Food using guidelines developed by the Province as amended from time to time. A prime agricultural area may also be identified through an alternative agricultural land evaluation system approved by the Province. (PPS 2020)

- Review Background Information: Perth Planning Justification Report, 2018 Land Needs Inventory, Residential Market Assessment, Updated Building Permit Activity reports (2018-2019), Servicing Master Plan, Library Growth Needs Report, Development Charges Background Report – Weeks of April 27-May 30, 2020
- Review Project Charter and Timeline with CAO – May 1, 2020
- Discuss Project Charter and Timeline with County Planner – May 12, 2020
- Receive Authorization to Proceed with Project Charter as detailed – May 27, 2020

6. Is the completion of a Terms of Reference a statutory requirement of the OPA?

No. The completion of the Terms of Reference is a best-practice tool, not uncommon in the completion of such complex projects. Similar to a Terms of Reference of a Request for Proposal, the Terms of Reference provides a clear and concise methodology and defined set of deliverables for all parties to agree to at the outset of the project. As OPA 22 will be drafted by staff, reviewed by external consultants hired by the County of Lanark and approved by County staff it was important to “lock in an end goal” of the project and clearly articulate what will be evaluated and what will not be evaluated.

The outcome of a pre-consultation with the County Planner in Step 1 of the undertaking has yielded the following clarification on the scope of the required analysis for the Comprehensive Review:

“It will be the responsibility of the local Municipality, not the County, to define the level of detail that will be necessary to conduct a comprehensive review. the level of detail in the comprehensive review for Mississippi Mills should be sufficient to assess the infrastructure and public service facility requirements necessary to justify any settlement boundary expansion(s) required to service the population allocation of 21,122 to the year 2038.” (Email to N Dwyer from J Stewart dated 06.18.20)

Comprehensive Review is a broad term applied to all major reviews of Official Plans. The scale, scope and level of analysis of the Comprehensive Review needs to be locally and contextually appropriate.

As the approval authority, Mississippi Mills is frequently provided with Terms of Reference for studies (Traffic Impact Assessments, Market Studies, Archaeological Assessments etc) at the time of pre-consultation/kick-off in order to ensure that the scope of the review is complete and consistent with planning policy.

Given the significance, complexity and cost of an official plan amendment the consultation with the County to define the required analysis, process and deliverables through a terms of reference is simply good project management. It avoids us getting to the end and the County not considering the submission of the Municipality because key analysis is deficient or missing thereby delaying the process.

7. Will the pending appeal of OPA 21 impact our ability to proceed with OPA 22?

No. The Municipality's solicitor has provided written correspondence to the appellant indicating that the Municipality is electing to proceed with the amended OP with the exception of the specific sections which were appealed by the appellant (primarily ANSI and Natural Heritage Systems Policies). The Municipality or our solicitor has not received any challenge to this position.

8. When will Council have the opportunity to debate where Almonte Ward will expand?

The present project charter proposes this discussion to occur in Week 15 (estimated September 2020).

9. Do we need to evaluate a third severance policy?

Potentially. The comprehensive review must include a land needs assessment of all land within the Municipality; both rural and settlement areas. As the plan presently calls for 30% of the population growth to be included in the rural area, there may be a need to evaluate a change of policy if a land deficit exists. If there is a requirement for a third severance to accommodate growth, it will be presented as an option for Council to consider in Week 15 of the Project.

10. Is there a map of vacant land in Almonte Ward for context?

Yes, a copy of the vacant land map is appended to this report.

SUMMARY AND OPTIONS:

Based on the above information, Council may direct staff in any of the following ways:

1. Post Pone the Completion of OPA 22:

There is no requirement for Council to complete OPA 22 at this time. If Council does not proceed with OPA 22, development will continue to round out the existing settlement areas on vacant or under-utilized land and will likely slow considerably.

The Municipality presently processes approximately 160 new builds a year. This is a peak in the past 10 years and without new greenfield land this rate of new builds is likely to diminish. The advantage to completing OPA 22 at the peak of the development curve is that the required Land Needs Inventory will reflect greater demand on land resulting in a need to expand the boundary. If the inventory is postponed and reflects a lesser value of annual growth, the demand for land will similarly diminish resulting in less likelihood for a boundary expansion.

This is a very political question: Does the Municipality wish to continue to grow at the rate which we have seen in recent years?

2. Direct Staff to Hire External Consultants to Complete OPA 22:

Council has not budgeted for consultants to complete OPA 22 in 2020. The estimated cost for the completion of a comprehensive review and settlement boundary adjustment is \$80-100,000.00. Should Council wish to hire external

consultants' staff will proceed to develop a Request for Proposal for publication. Any work completed in 2020 will be considered an out-of-budget expenditure and should be evaluated for impact on the 2020 budget. Additional forecasted expenses could be planned for in 2021, however the study has not been included in the Long-Term Financial Plan and may result in the need to cut other Municipal expenses.

The timeline for the completion of OPA 22 may be reduced slightly but the time required to circulate the RFP, award the project, and on-board the consultant with background documentation will add additional time to the present timeline presented in the attachment.

3. Proceed with the completion of OPA 22 as described in the Project Charter:

Staff are committed to continuing the project as described in the project charter, but welcome Council's direction should they wish to modify the scope or methodology. Certain aspects of the project charter are statutory and cannot be altered (these have been identified in the attached project timeline) while others are projections for completion by third parties (ie the County of Lanark).

At this point, staff recommended postponing the completion of the LEAR to 2021 in order to concentrate staff resources on the completion of this project. In lieu of the LEAR, an agricultural analysis will be conducted in house with the assistance of consultants as required.

All of which is respectfully submitted,



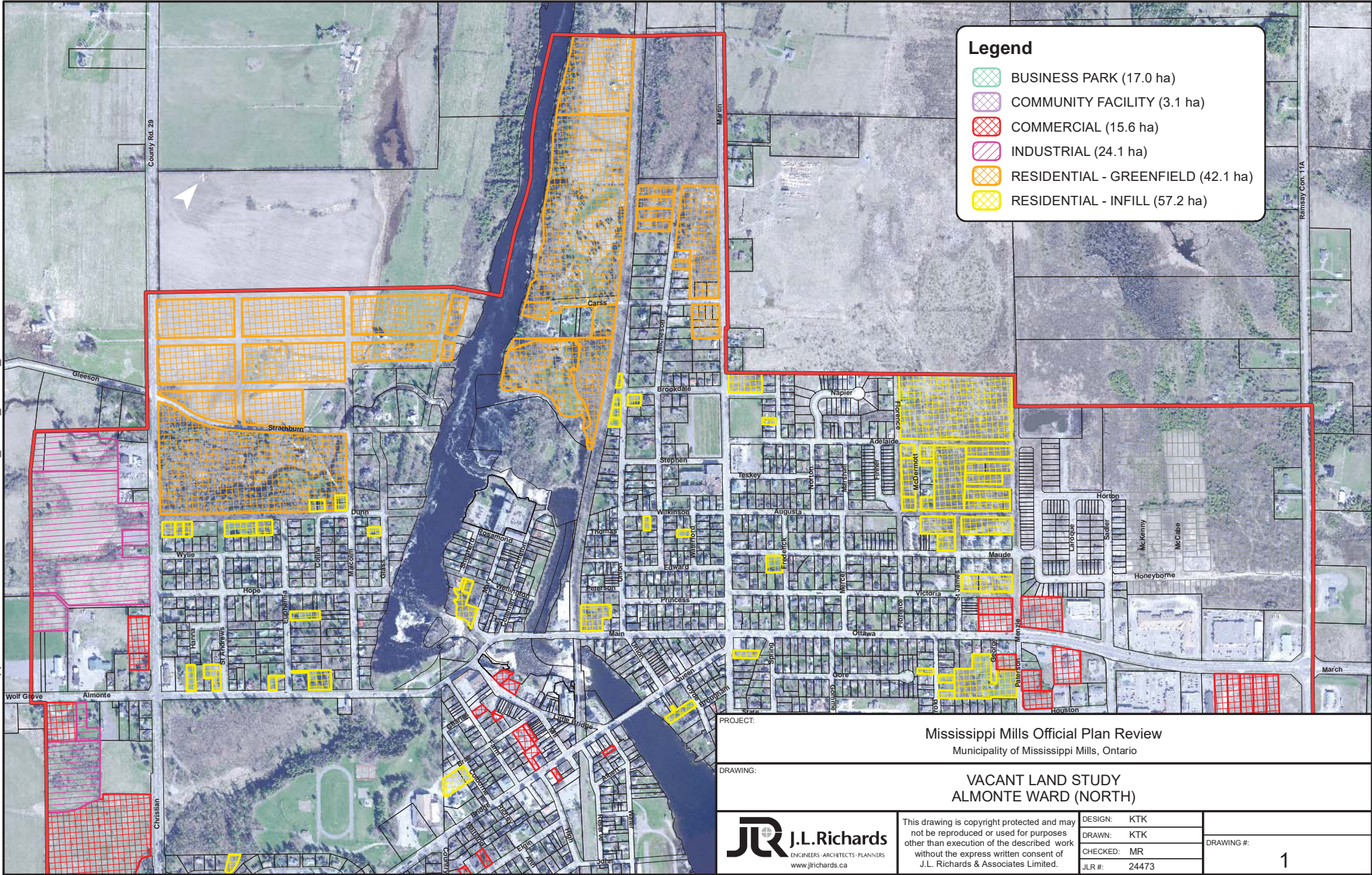
Niki Dwyer, MCIP RPP MA BES
Director of Planning









Ken Kelly
Chief Administrative Officer

ATTACHMENTS:

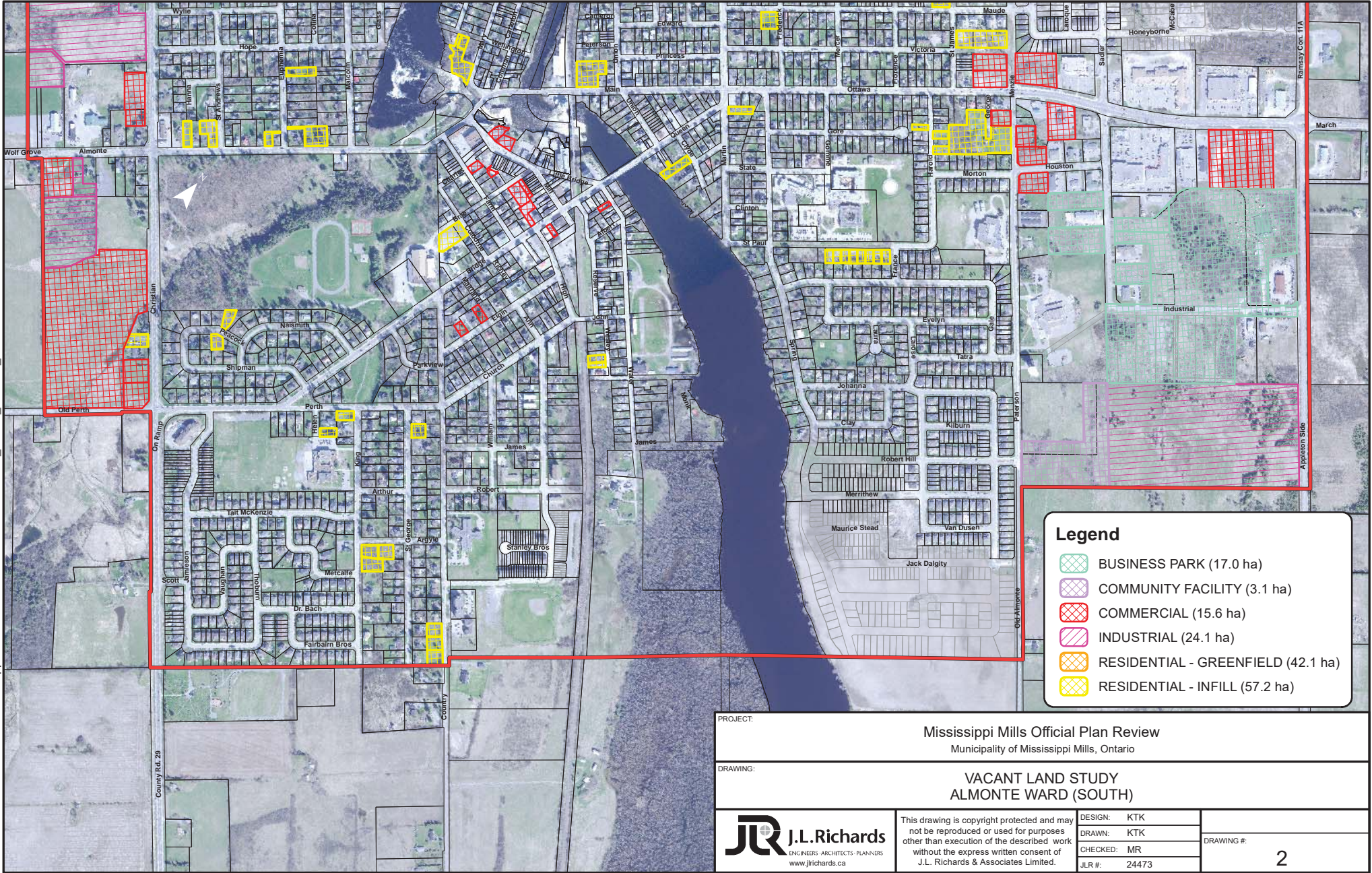
Appendix A – Vacant Lands Map
Appendix B – Project Timeline



Legend

-  BUSINESS PARK (17.0 ha)
-  COMMUNITY FACILITY (3.1 ha)
-  COMMERCIAL (15.6 ha)
-  INDUSTRIAL (24.1 ha)
-  RESIDENTIAL - GREENFIELD (42.1 ha)
-  RESIDENTIAL - INFILL (57.2 ha)

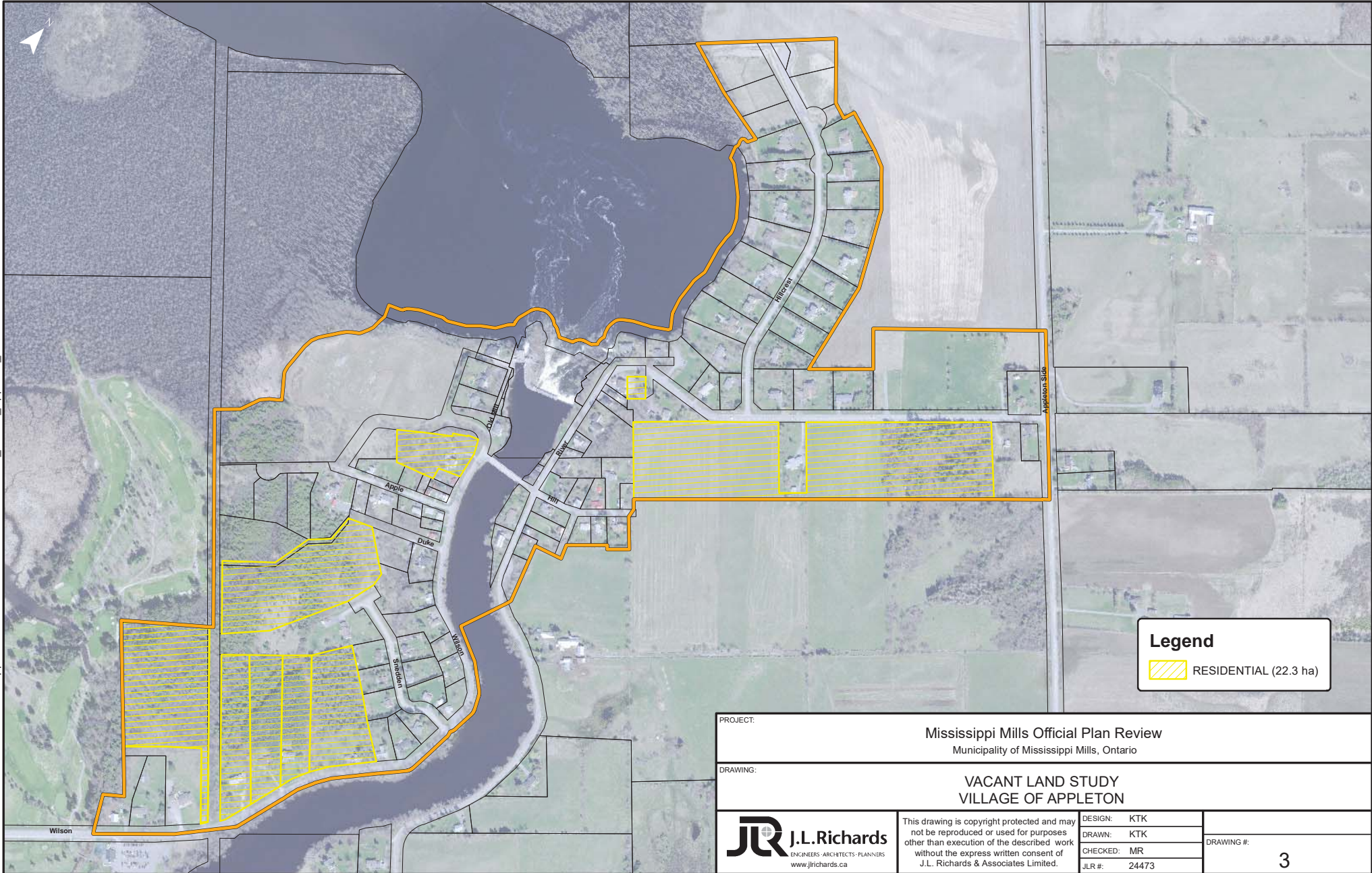
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			CHECKED: MR
		JLR #: 24473	DRAWING #: 1



Legend

- BUSINESS PARK (17.0 ha)
- COMMUNITY FACILITY (3.1 ha)
- COMMERCIAL (15.6 ha)
- INDUSTRIAL (24.1 ha)
- RESIDENTIAL - GREENFIELD (42.1 ha)
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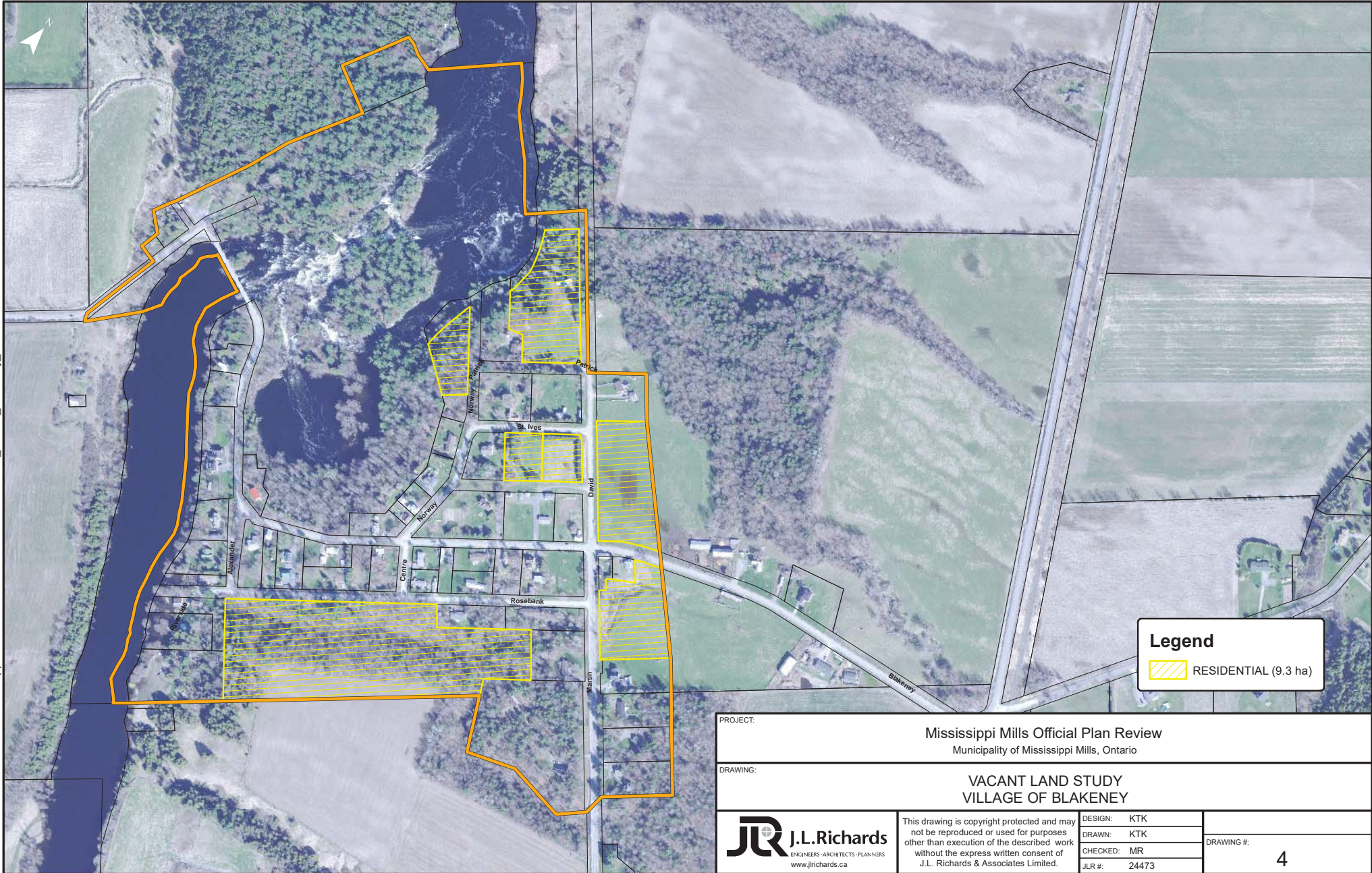
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Legend

 RESIDENTIAL (22.3 ha)

PROJECT:	Mississippi Mills Official Plan Review Municipality of Mississippi Mills, Ontario		
DRAWING:	VACANT LAND STUDY VILLAGE OF APPLETON		
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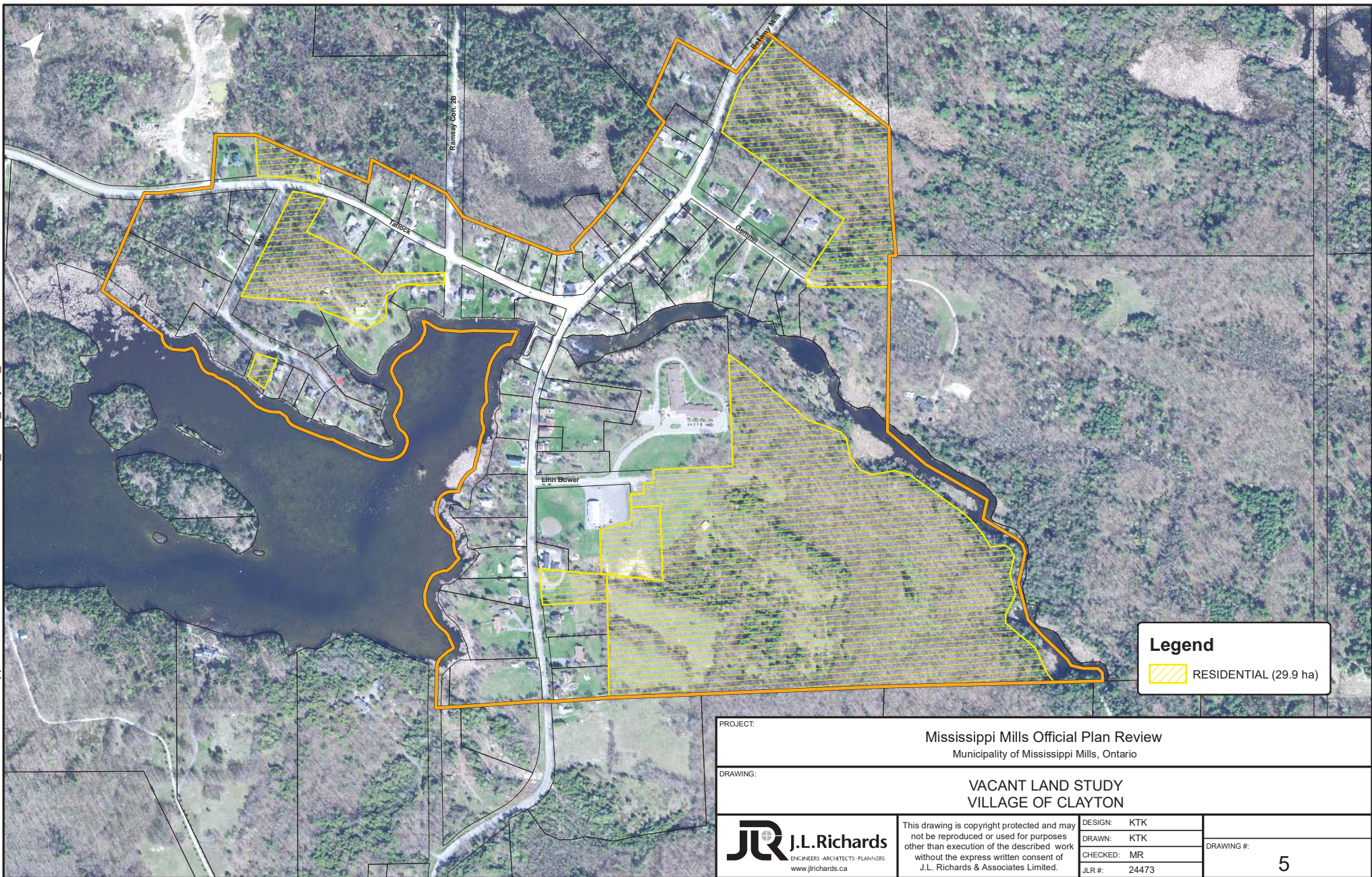


Legend

 RESIDENTIAL (9.3 ha)

PROJECT:		Mississippi Mills Official Plan Review Municipality of Mississippi Mills, Ontario	
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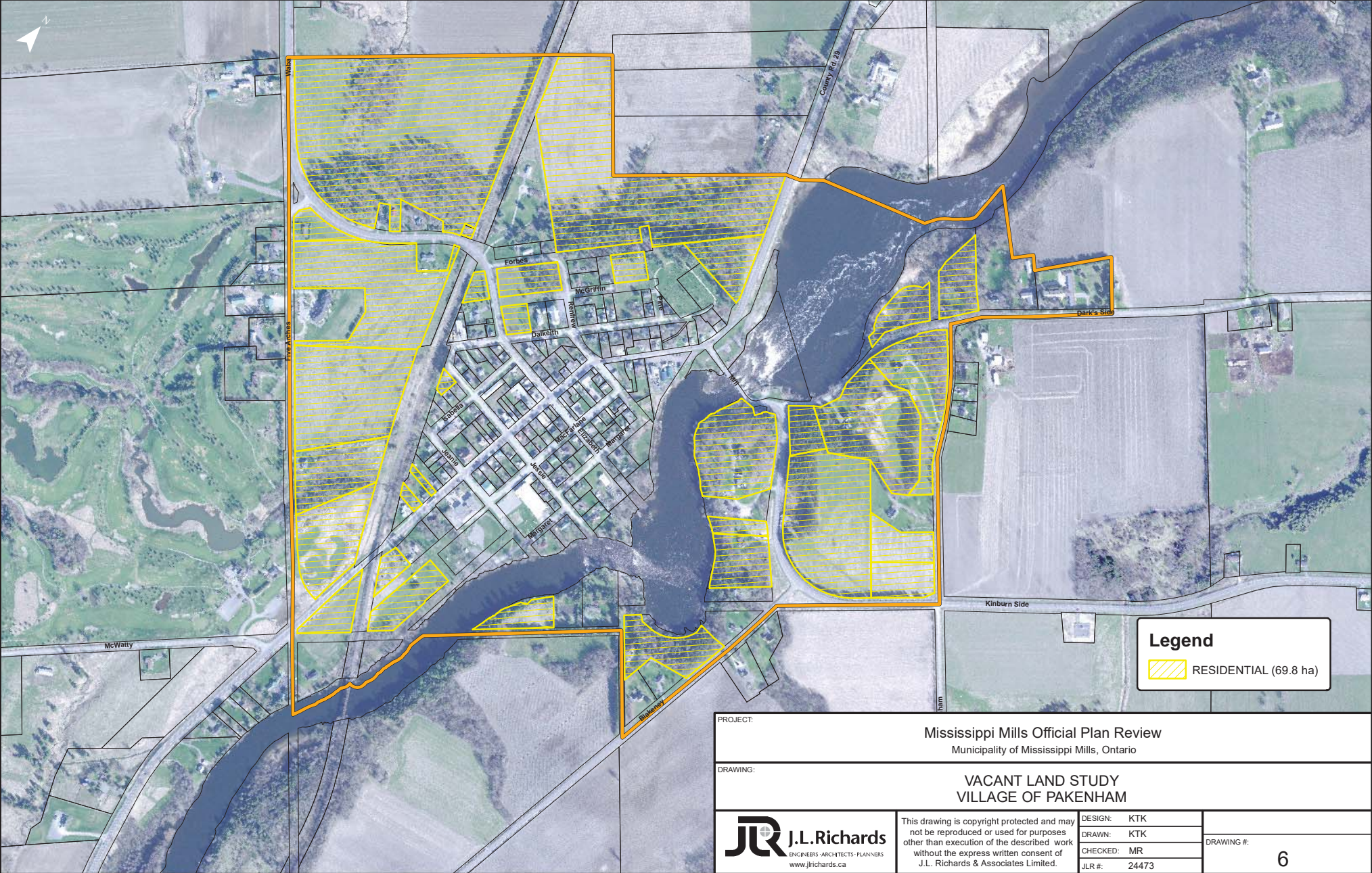


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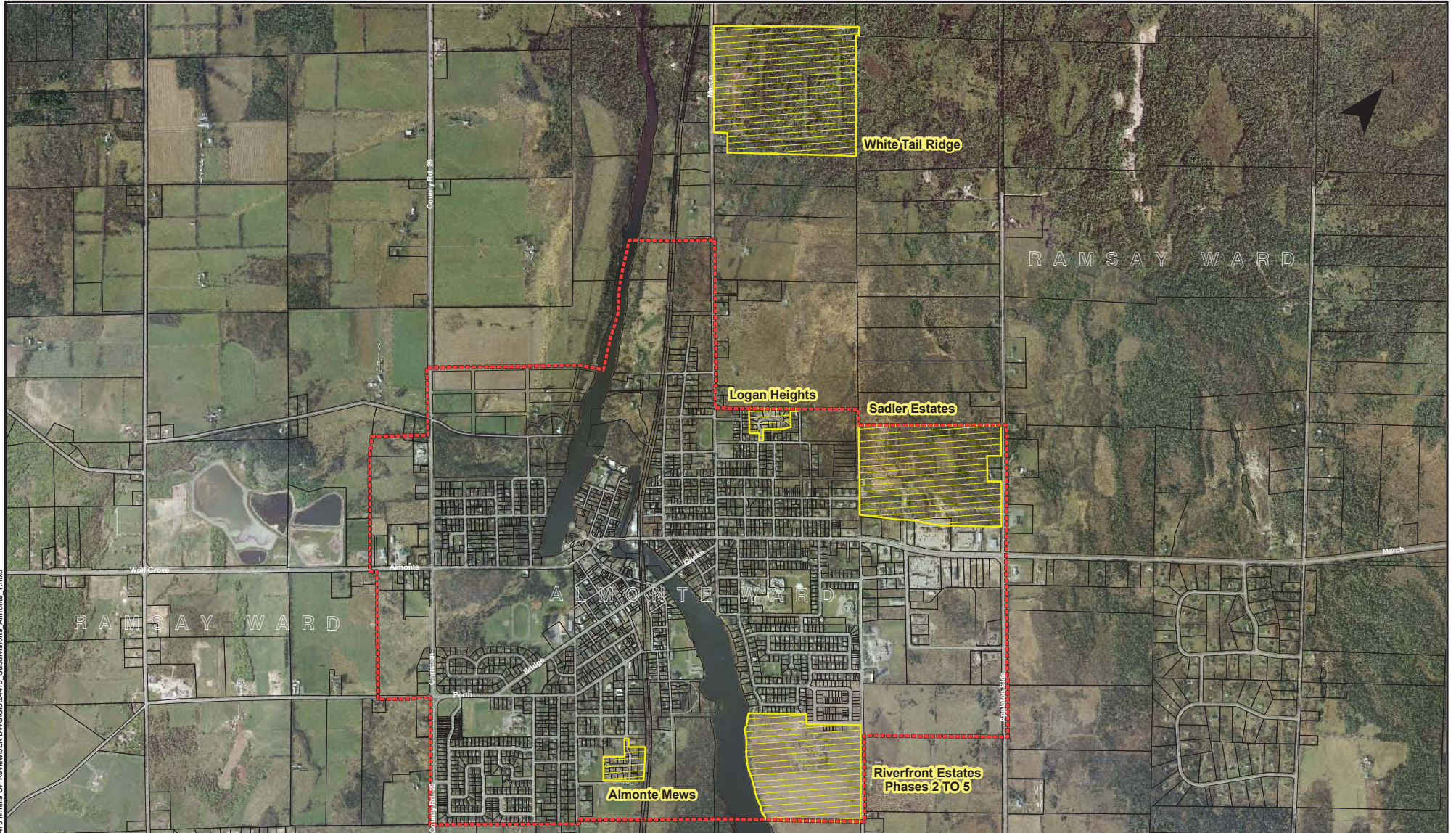
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PROJECT:		Mississippi Mills Official Plan Review Municipality of Mississippi Mills, Ontario	
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PROJECT:
**Official Plan
 Review**
 Mississippi Mills, Ontario

**Subdivisions
 Ward of Almonte**


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DESIGN:	K.M.
DRAWN:	K.T.K.
CHECKED:	M.R.
PLOTTED:	25 - NOV - 2010

FIGURE NO.:	7
JLR NO.:	24473

Community Official Plan Amendment 22

Select a period to highlight at right. A legend describing the charting follows.

Period Highlight: 1 ■ Plan Duration ■ Actual Start ■ % Complete ■ Actual (beyond plan) ■ % Complete (beyond plan)



ACTIVITY	PLAN START	PLAN DURATION	ACTUAL START	ACTUAL DURATION	PERCENT COMPLETE	PERIODS																																													
						1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46

Statutory Requirement of Official Plan Amendment