

PLANNING JUSTIFICATION REPORT

AUDREY MEADOWS

PROPOSED RURAL SETTLEMENT DEVELOPMENT

PARTS OF LOTS 17, 18 & 19
CONCESSION 8
TOWNSHIP OF PUSLINCH
COUNTY OF WELLINGTON

PREPARED FOR:

AUDREY MEADOWS LIMITED

PREPARED BY:

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1. INTRODUCTION

This report has been prepared in support of an Official Plan Amendment ("OPA") and Zoning By-Law Amendment ("ZBA") application by Audrey Meadows Ltd. to complete a rural settlement in the Township of Puslinch ("Township").

This Planning Justification Report updates the previous April 19, 2021 Planning Justification Report ("the April Planning Justification Report") which was filed in support of the OPA. On May 18, 2021, the County Planning and Development Department by letter ("the County Letter") requested various matters. It is noted The April Planning Justification Report should be read in conjunction with this June Planning Justification Report

This June Planning Justification Report addresses the request for an updated Planning Justification Report (#5 of the County Letter). It is noted that as the draft OPA includes a notwithstanding clause it is arguable whether this Report is needed to address #5 of the County Letter; however, we are pleased to provide County Planning with additional information so that they will be in a position to positively recommend the draft OPA for approval, together with the proposed ZBA.

The County Letter has requested a revised draft Official Plan Amendment at point 3. Such a requirement is not part of the Official Plan policies. Nonetheless, we have included same as part of our client's willingness to work with both the County and the Township.

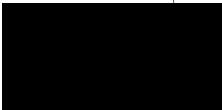
It is noted that while the County Letter at point 4 requested a concept plan based on Section 27 of the OPA application form. Such a requirement is not found within the County Official Plan. Nonetheless a concept plan, see Map 1, has been prepared which provides for a 29 rural residential lot plan of subdivision serviced by private wells and private, individual septic systems with nitrate tertiary treatment. The concept plan is subject to the usual caveats that it is subject to refinement and discussion as the planning processes proceed.

Additional reports are also filed to address matters raised in the County Letter at #5 and #6:

- Groundwater Science Corp Letter Report (June 2021) re: Section 4.9.7 Paris and Galt Moraine Policy Area of the Official Plan;
- Stovel and Associates Inc., Environment Impact Study Report (June 2021) re: Section 4.6.3 of the Official Plan (together with others as referenced in said report);
- Triton Engineering re Traffic Impact Study (June 2021) re: Section 4.6.4 of the Official Plan; and,
- Triton Engineering Limited re: Functional Servicing and Stormwater Management Report (June 2021) re: Section 11.2.3 of the Official Plan.

The Subject Lands are considered to be part of an existing rural settlement in the Township. The reference to rural settlements in the County of Wellington Official Plan is Policy 6.4.7. The accompanying Official Plan Amendment conforms with this Policy provision.

This Planning Justification Report sets out the planning rationale and specific zoning standards that will be adhered to in the future Plan of Subdivision application. The Subject Lands are located in the Township of Puslinch. Victoria Road is located immediately east of the site and Maltby Road is located almost 650 m north of the site. Map 1 illustrates the general location of the land subject to the applications.



South of the Subject Lands is the as-built existing Audrey Meadows subdivision. To the west of lands in question is the expanded Fox Run rural residential and Aberfoyle Creek rural residential development. South of Wellington Road 34 is the rural residential development of Mill Creek Residential Area (shown as Special Policy Area 7-2 in the County of Wellington Official Plan) and the Mini Lakes Adult Lifestyle Community (shown as Special Policy Area 7-6 in the County of Wellington Official Plan). Inherent to all of these developments is the concept of integrated greenspace, open space and recreational lands (both passive and active recreation uses).

Map 2 sets out the limits of the Subject Lands and adjacent developments in this portion of the Township. As set out in Policy 6.4.7, there is a clear recognition of this rural settlement as it currently exists on the landscape.

2. BACKGROUND

The Applicant who successfully developed the existing Audrey Meadows subdivision seeks to round out and infill onto the remaining lands. The housing forms and lifestyle options associated with the Audrey Meadows development constitutes a limited portion of the total housing stock available in the County of Wellington, yet, this form of development is highly sought after and extremely valuable to the Township of Puslinch.

The development on the Subject Lands would provide a variety of housing forms and lifestyle options available to residents of the Township and County. As well, the housing forms in this general area of the County represent a significant cultural landscape in the municipality that should be recognized and protected.

In addition, the proposed development could provide some employment uses (subject to Council input) to provide for a complete rural community setting. The proposed development would include residential and open space/greenspace uses. In particular, limited commercial uses could be considered for the development subject to the input of the Township Council.

The development on the Subject Lands would be implemented by way of a Plan of Subdivision. The servicing for the proposal is set out in the Functional Servicing and Stormwater Management Report (Triton Engineering, 2021). The preferred method of servicing is private individual wells (drilled bedrock wells) and private individual septic systems (tertiary treatment systems to provide enhanced treatment of effluent). This approach has proven to be a successful method of treatment in the Township, with background water quality showing an improvement since full-scale agricultural production ceased in 2007 by the building of the existing Audrey Meadows subdivision.

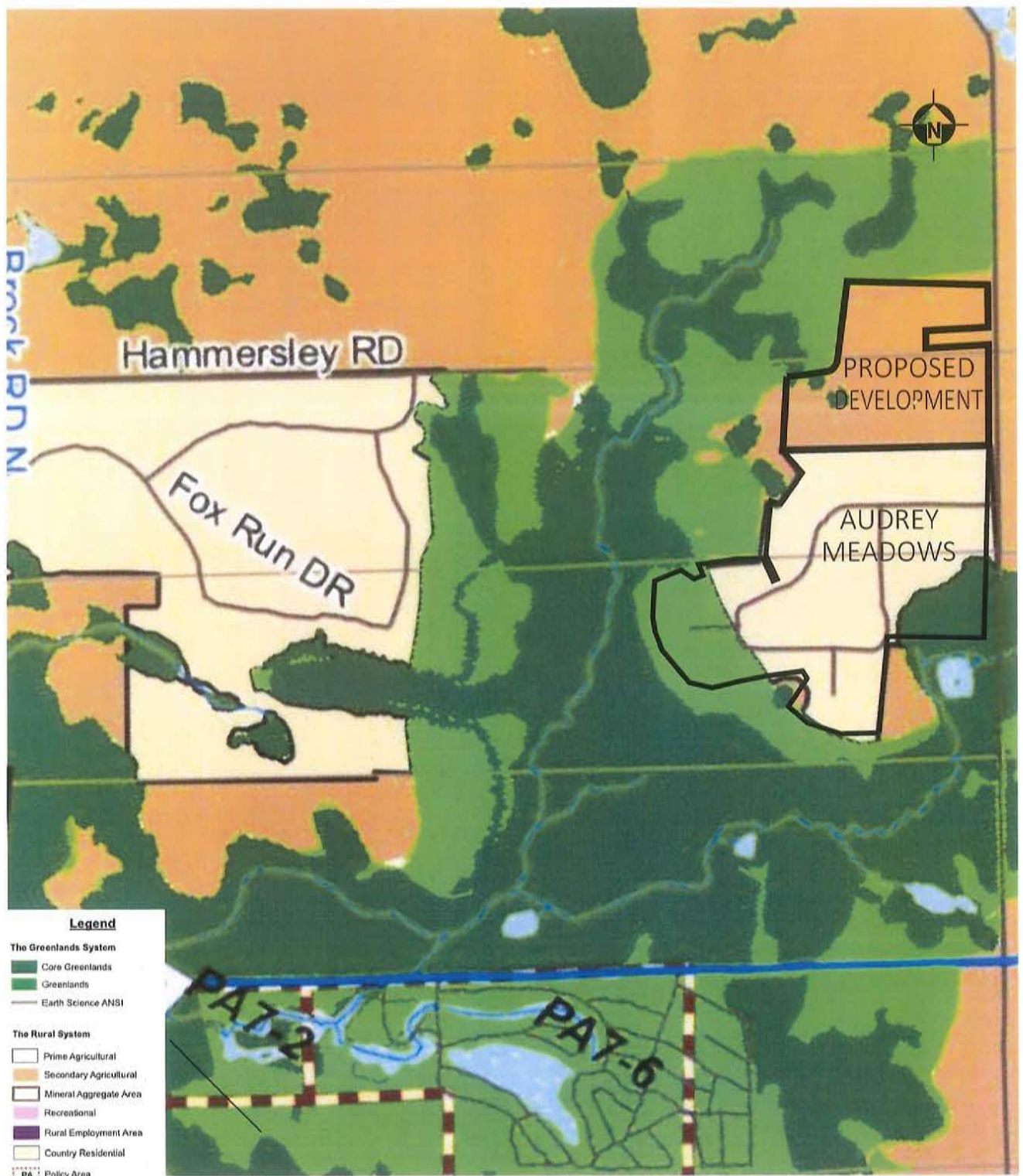
3. PURPOSE

The purpose of the planning applications to:

- i) recognize the Subject Lands as part of a rural settlement. The draft OPA as revised to the County template is enclosed with this Report; and
- ii) amend the zoning of the Subject Lands to Rural Settlement Residential Zone.

The zoning standards for this zone closely align with the Hamlet Residential Zone and as such, the Rural Settlement Residential Zone is deemed to be a subset of the Hamlet Residential Zone.

A Holding – H zone is also proposed. The removal of the H symbol would only occur once a Draft Plan of Subdivision is given draft plan approval subject to conditions including the Applicant entering into a Subdivision Agreement with the Township.

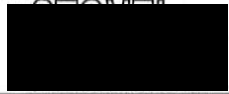


SOURCE: COUNTY OF WELLINGTON - A-7 LAND USE SCHEDULE FOR TOWNSHIP OF PUSLINCH

PREPARED FOR:

AUDREY MEADOWS LTD.

PREPARED BY:



PROPOSED DEVELOPMENT

**MAP
2**

Additional provisions from the parent Township Zoning By-law would replicate any necessary Open Space/Greenspace provisions together home occupation and any other limited commercial uses, if any, that Township Council deemed desirable. The draft Zoning By-law is enclosed with this Report.

4. EXISTING CONDITIONS AND SURROUNDING LAND USES

The property owned by Audrey Meadows Ltd. is located immediately north of the existing Audrey Meadows subdivision. The existing subdivision is a 48 lot subdivision, with lots ranging in size from 0.3 to 0.5 ha in size. The subdivision is serviced by private individual wells and private individual septic systems. Private servicing has been successful and allowed the development of desirable housing within a municipality that does not have any readily available public services for the provision of such housing.

The Subject Lands in question are cultivated with common field crops. There are two small former sand borrows on the property.

An existing Hydro-Electric Power Corridor traverses the property in an east-to-west pattern. This power line has an existing easement registered on title.

Immediately adjacent to the Subject Lands are woodlands and further distanced are wetlands.

There are no existing structures or houses on the Subject Lands.

There are no active livestock operations in proximity to the site. Portions of the area are cultivated for common field crops, but the area is widely regarded as non-prime agricultural lands and designated Secondary Agriculture. There are no Minimum Distance Separation ("MDS") issues.

Along the northern extent of the Subject Land is a deciduous forest. In general, this marks the northern limits of the proposed development.

Maltby Road, which is the boundary between the City of Guelph and the Township, is approximately 650 m north of the site. This portion of the City of Guelph is undergoing a Secondary Plan process to permit a range of uses, including low and medium density housing. This proposed development is considered a rural settlement as opposed to the urban development form being proposed to be provided within the City as is therefore substantially different addressing a differing housing need.

As previously noted, west of the subject land are the rural developments of Fox Run and Aberfoyle Creek. Southwest of the subject land are scattered non-farm residential units, the rural residential development of Mill Creek Residential Area and the Mini Lakes Adult Lifestyle Community. This entire area blends in with Aberfoyle, as there is no distinct difference between the various subdivisions and condominium developments. These developments are all located within 1 km of the Urban System, i.e. City of Guelph and Aberfoyle.

5. THE OFFICIAL PLAN AMENDMENT

The existing Official Plan designation for much of the Subject Lands is Secondary Agriculture. This designation reflects the lower agricultural capability of the soils associated with the site. Greenland and Core Greenland areas are associated wetlands and significant woodlands adjacent to the site and near surrounding area.

An Official Plan Amendment (OPA) has been submitted to the County of Wellington to provide for site-specific recognition of the Subject Lands as set out below:

Proposed OPA

Text Amendment

To be added to Section 9.8.5 Policy Areas

PA7-9 Audrey Meadows Ltd.

This policy area applies to the lands legally described as Part of Lots 17, 18 and 19, Concession 8, Township of Puslinch. Notwithstanding any provisions in this Plan to the contrary, these lands may be developed for residential dwellings. The dwellings shall be serviced by individual private water and wastewater services. Pursuant to Policy 6.4.7, this development is deemed to be residential infilling of an existing rural settlement. This development contributes to the fulfillment of the local municipality growth strategy. This development shall be implemented through a rezoning and plan of subdivision or plan of condominium.

As part of the overview suite of studies that were completed in support of the OPA, consideration was given to Official Plan policies related to:

- Paris and Galt Moraine,
- Greenlands System,
- Functional Servicing and Stormwater Management,
- Traffic Impact.

These studies also support the ZBA application.

The reader is directed to review these specific reports as previously detailed. Section 7 of this report provides an assessment of conformity to relevant OPA policies, including the Paris and Galt Moraine, the Greenlands System and the Urban-Rural Boundary. The following paragraphs provide a summary of the Conclusions for the Paris and Galt Moraine Letter Assessment, the Functional Servicing and Stormwater Management Report and the Traffic Impact Brief.

Functional Servicing and Stormwater Management

Triton Engineering Services Limited completed a Functional Servicing and Stormwater Management report. The conclusions of the report are as follows:

“Based on the information provided within this Functional Servicing Report, we conclude that the Audrey Meadows development can be adequately serviced as outlined in this report. Summary as follows;

- *The site can be accessed via two entrances; new Victoria Road entrance and a road extension from Old Ruby Lane. Internal roads will be constructed to Township of Puslinch municipal standards for an urban local road on a 20m Right-of-Way.*
- *Private sanitary treatment systems can be adequately accommodated on the proposed large lots. Preliminary geotechnical background information indicates that site conditions are suitable for septic sewage systems.*

- *Private wells are proposed for water servicing of the development. The lot configurations are sufficient to adequately accommodate a well on each lot. Preliminary hydrogeologic background information indicates that site conditions are suitable to provide adequate potable water for the proposed development.*
- *The development can be fully serviced with natural gas, hydro, cable and telecommunications.*
- *Stormwater management controls will be implemented to provide both quality and quantity control, thereby mitigating negative impacts to the existing drainage system. The proposed SWMF Block is sufficient to accommodate the foot print of the proposed facility that will have the capacity to provide Quality treatment and to attenuate post to pre development storm events up to the 100-year event"*

Traffic Impact

Triton Engineering Services Limited completed a Traffic Impact Brief. The conclusions of the Brief are as follows:

- *"The proposed development is expected to be accommodated on the existing road network with no significant adverse effects on the existing or future operating conditions;*
- *Detailed Level of Service calculations will be provided once updated representative traffic counts can be obtained;*
- *Sightlines are acceptable for the proposed entrance location;*
- *No improvements are required on the existing road network to accommodate the development."*

6. THE ZONING AMENDMENT

The existing zoning of the Subject Lands, for the most part, is Agriculture. Small portions of the Subject Lands are zoned Environmental Protection and included in the Environmental Protection Overlay. These areas are associated with former borrows and adjacent wetlands/woodlands.

The area subject to the ZBA application is proposed to be subdivided into lots that fit and conform into the existing community fabric for the local rural settlement area. The lot pattern will consist of large lots in the range of 0.3 ha to 0.42 ha. This lot sizing provides sufficient room on the lot for a building envelope, septic tanks and field, well (situated on the lot in compliance with Ontario Building Code regulations) and accessory structures including secondary residential units in detached structures should the landowner wish. The house could also be designed to permit secondary apartments within the primary structure.

The secondary unit provisions of the Official Plan and parent Zoning By-Law can be satisfied with this type of proposal. In turn, this could provide additional affordable or near affordable housing for Township residents. In other words, the proposal, of course, would be consistent with the parent provisions of the County Official Plan regarding section 16(3) of the additional residential unit policies under the Planning Act; together with the implementing provisions of parent Township Zoning By-Law.

In addition, the lot sizing would also permit home offices, which have become more prevalent in recent time, and other small-scale commercial activities that are secondary to the primary residence and in compliance with zoning regulations.

The proposal incorporates an internal road pattern that provides for an entrance onto Victoria Road and a connector through the existing subdivision in the location of Lot 6.

As part of the subdivision application, an arborist and landscape architect will be contracted to set out the specifics of the landscape buffer between the existing and proposed extension of the development and to provide a conceptual design for an Open Space system. A condition of the Subdivision Agreement could be drafted to incorporate this provision. As well, it is recommended that Rural Settlement Design Brief be completed to ensure that the building form and massing are consistent and complimentary of the existing rural settlement landscape.

Drawing No. 2 sets out a preliminary concept layout for the development. There are 29 lots proposed. The Plan of Subdivision will formally establish the number and distribution of lots at a later stage in the process. As part of this future study requirement, lands for stormwater management, ecological buffers and the open space system will be examined and delineated in more detail on the Draft Plan of Subdivision. However, preliminary Stormwater Management work has been completed in support of Drawing No. 2.

The proposed zoning amendment seeks to rezone the subject property from Agriculture – A zone to a new zone, the Rural Settlement Residential Zone being deemed to be part of the Hamlet Residential Zone with site specific zone standards. The following table summarizes the zoning standards and compares the proposed Rural Settlement Residential Zone to the Hamlet Residential Zone and other Rural Residential zones.

Zone Standard	Rural Settlement Residential	Hamlet Residential	Rural Residential	Rural Residential (sp30)
Minimum Lot Area (ha)	0.3*	0.4*	0.4*	0.4
Min. Lot Frontage (m)	20	20	30	27.5
Minimum Front Yard (m)	6	6	6	10
Minimum Interior Side Yard (m)	2	2	3	0.5
Minimum Required Exterior Side Yard (m)	6	6	6	5
Minimum Rear Yard (m)	6	6	6	6
Maximum Permitted Lot Coverage	40	40	40	40
Maximum Permitted Building Height (m)	11	11	11	11
Minimum Required Landscaped Open Space	30	15	30	30

**Use-Specific Special Provisions: (1) The minimum lot area may be reduced where site-specific hydrogeological studies have been completed by the owner and approved by the Township, which demonstrate that the proposed lot(s) will meet the minimum lot area recommendations of the studies.*

With respect to permitted uses, the Rural Settlement Residential zone shall permit all of the following uses permitted under the Hamlet Residential zone: accessory apartment, bed and breakfast, boarding/lodging/rooming house, community garden, dwelling – duplex, dwelling –

semi detached, dwelling – single detached, group home, home industry, home business, long-term care facility, private home day care, public park, public school.

The rear yard setback for selected lots will be adjusted to ensure protection of the natural heritage system. The precise limits of the rear yard setback will be surveyed and set out on the Draft Plan of Subdivision as part of the future application to the County of Wellington.

Additional provisions from the parent Township Zoning By-law would replicate any necessary Open Space provisions together with home occupation together with any other commercial uses, if any that Township Council deems desirable.

With respect to setbacks for Natural Environment features, the EIS provides direction related to setback reductions for adjacent wetlands and forest systems for specific lots.

The Holding – H zone provisions will be set out as following:

Prior to the removal of the holding symbol, draft plan approval for a plan of subdivision on the Subject Lands shall be required to be granted, together with the entering of a subdivision agreement with the Township to satisfy all requirements, including financial, servicing, environmental and other requirements to the satisfaction of the Township.

7. PLANNING FRAMEWORK

The planning policy framework that guides development for this type of proposal in a rural municipality, such as the Township of Puslinch, is set out in the following paragraphs. The key elements of the policy framework are:

- ⇒ Efficient Development should be promoted if it sustains the long-term financial well-being for the municipality;
- ⇒ Municipalities are to provide a mix of housing types that include provisions for additional residential units in an attempt to provide more opportunities for affordable and near affordable housing;
- ⇒ Municipalities need to plan for recreation, parks and open space systems to meet the long-term needs of their residents;
- ⇒ Impacts on agriculture, including consideration of MDS setbacks and the loss of good quality prime agricultural land, should be avoided;
- ⇒ Impacts on the natural heritage system should be avoided; and
- ⇒ Development should occur in Settlements, including Rural Settlements.

7.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) 2020 sets out *policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario's policy-led planning system, the Provincial Policy Statement sets the policy foundation for regulating the development and use of land.*

The following key elements are fundamental to the principles set out in the PPS:

- *Provincial plans and municipal official plans provide a framework for comprehensive, integrated, place-based and long-term planning that supports and integrates the principles of strong communities, a clean and healthy environment and economic growth, for the long term.*

- *The long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy.*
- *The PPS focuses growth and development within urban and rural settlement areas while supporting the viability of rural areas.*
- *Planning authorities are encouraged to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs.*

The following policies from the PPS help direct municipalities in making decisions related to planning applications such as the Audrey Meadows proposal (Bolding has been added for emphasis)

- 1.1.1 Healthy, liveable and safe communities are sustained by:
 - a) promoting efficient development and **land use patterns which sustain financial well-being of the Province and municipalities over the long term.**
 - b) accommodating an appropriate affordable and market-based range and mix of residential types (**including single-detached, additional residential units**, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, **park and open space, and other uses to meet long-term needs;**
 - c) **avoiding development and land use patterns which may cause environmental or public health and safety concerns;**
 - d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas.
- 1.1.3 **Settlement areas are urban areas and rural settlement areas**, and include cities, towns, villages and hamlets. Ontario's settlement areas vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of infrastructure available. **The vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities.** Development pressures and land use change will vary across Ontario. **It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures.**
- 1.1.4 Rural Areas in Municipalities are important to the economic success of the Province and our quality of life. **Rural areas are a system of lands that may include rural settlement areas**, rural lands, prime agricultural areas, natural heritage features and areas, and other resource areas. Rural areas and urban areas are interdependent in terms of markets, resources and amenities. It is important to leverage rural assets and amenities and protect the environment as a foundation for a sustainable economy.
 - 1.1.4.1 **Healthy, integrated and viable rural areas should be supported by:**
 - a) building upon rural character, and leveraging rural amenities and assets;
 - b) promoting regeneration, including the redevelopment of brownfield sites;

- c) accommodating an appropriate range and mix of housing in rural settlement areas;
- d) encouraging the conservation and redevelopment of existing rural housing stock on rural lands;
- e) using rural infrastructure and public service facilities efficiently.

1.1.4.2 In rural areas, rural settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.

1.1.4.3 When directing development in rural settlement areas in accordance with policy 1.1.3, planning authorities shall give consideration to rural characteristics, the scale of development and the provision of appropriate service levels.

- 1.5.1 Healthy, active communities should be promoted by: a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity; b) planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources; c) providing opportunities for public access to shorelines; and d) recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas.

1.6.6.4 Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, **individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In settlement areas, individual on-site sewage services and individual on-site water services may be used for infilling and minor rounding out of existing development.** At the time of the official plan review or update, planning authorities should assess the long-term impacts of individual on-site sewage services and individual on-site water services on the environmental health and the character of rural settlement areas. Where planning is conducted by an upper-tier municipality, the upper-tier municipality should work with lower-tier municipalities at the time of the official plan review or update to assess the long-term impacts of individual on-site sewage services and individual on-site water services on the environmental health and the desired character of rural settlement areas and the feasibility of other forms of servicing set out in policies 1.6.6.2 and 1.6.6.3.

The following definition of Settlement Areas is included in the PPS.

*"Settlement areas: means urban areas and **rural settlement areas** within municipalities (such as cities, towns, villages and hamlets) that are: a) built-up areas where development is concentrated and which have a mix of land uses; and b) lands which have been designated in an official plan for development over the long-term planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not*

available, the settlement area may be no larger than the area where development is concentrated.

Rural Settlements: existing hamlets or similar existing small settlement areas that are long established and identified in official plans. These communities are serviced by individual private on-site water and/or private wastewater systems, contain a limited amount of undeveloped lands that are designated for development and are subject to official plan policies that limit growth."

The following policies from the PPS, 2020 were prepared to help protect Natural Heritage Features. Through the completion of an Environment Impact Study, it is my opinion that the proposal is consistent with 2.1 of the PPS.

2.1 Natural Heritage

2.1.1 Natural features and areas shall be protected for the long term.

2.1.2 The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.

2.1.3 Natural heritage systems shall be identified in Ecoregions 6E & 7E1, recognizing that natural heritage systems will vary in size and form in settlement areas, rural areas, and prime agricultural areas.

2.1.4 Development and site alteration shall not be permitted in:

- a) significant wetlands in Ecoregions 5E, 6E and 7E1; and*
- b) significant coastal wetlands.*

2.1.5 Development and site alteration shall not be permitted in:

- a) significant wetlands in the Canadian Shield north of Ecoregions 5E, 6E and 7E1;*
- b) significant woodlands in Ecoregions 6E and 7E (excluding islands in Lake Huron and the St. Marys River)1;*
- c) significant valleylands in Ecoregions 6E and 7E (excluding islands in Lake Huron and the St. Marys River)1;*
- d) significant wildlife habitat;*
- e) significant areas of natural and scientific interest; and*
- f) coastal wetlands in Ecoregions 5E, 6E and 7E1 that are not subject to policy 2.1.4(b) unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions. 1 Ecoregions 5E, 6E and 7E are shown on Figure 1. 25 | Provincial Policy Statement, 2020*

2.1.6 Development and site alteration shall not be permitted in fish habitat except in accordance with provincial and federal requirements.

2.1.7 Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.

2.1.8 Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas identified in policies 2.1.4, 2.1.5, and 2.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been

demonstrated that there will be no negative impacts on the natural features or on their ecological functions.

2.1.9 Nothing in policy 2.1 is intended to limit the ability of agricultural uses to continue.

Natural heritage features on and adjacent to the subject property were identified. Development was setback from these features to ensure that there would be no direct disturbance. Other mitigation measures, including the use of silt fencing, were recommended to ensure no indirect impacts on these natural heritage features would occur. Ecological enhancements have been recommended for Open Space areas to provide an overall net environmental benefit and reinforce the existing Natural Heritage System (both the County and Provincial systems).

7.2 A Place To Grow 2019

A Place to Grow May 2019 was approved by the Lieutenant Governor in Council, Order in Council No 641/2019.

"The Growth Plan for the Greater Golden Horseshoe 2019 was prepared and approved under the Places to Grow Act, 2005 to take effect on May 16, 2019. This Plan applies to the area designated by Ontario Regulation 416/05 as the Greater Golden Horseshoe growth plan area. All decisions made on or after May 16, 2019 in respect of the exercise of any authority that affects a planning matter will conform with this Plan, subject to any legislative or regulatory provisions providing otherwise. As provided for in the Places to Grow Act, 2005, this Plan prevails where there is a conflict between this Plan and the PPS. The only exception is where the conflict is between policies relating to the natural environment or human health. In that case, the direction that provides more protection to the natural environment or human health prevails."

Excerpts from the Growth Plan are included in this report. Important to understanding the approach taken in this proposal is the following definition of Rural Settlements included in the Growth Plan:

Rural Settlements: existing hamlets or similar existing small settlement areas that are long established and identified in official plans. These communities are serviced by individual private on-site water and/or private wastewater systems, contain a limited amount of undeveloped lands that are designated for development and are subject to official plan policies that limit growth.

It is my opinion that, based on this definition, Audrey Meadows is part of the rural settlement in the Township of Puslinch.

The following policies within the Growth Plan are relevant to this application:

- **Complete communities support quality of life and human health by encouraging the use of active transportation and providing high quality public open space, adequate parkland, opportunities for recreation, and access to local and healthy food.**
- **This Plan helps to address this challenge by providing direction to plan for a range and mix of housing options, including additional residential units**
- **Strong, healthy and prosperous rural communities are also vital to the economic success of the GGH and contribute to our quality of life. This Plan recognizes and promotes the important role of rural towns and villages as a focus of economic, cultural and social activities that support surrounding rural and agricultural areas across**

the GGH. Opportunities to support a diversified rural economy should be promoted by protecting farmland and the viability of the agri-food sector in rural areas.

- ***Healthy rural communities are important to the vitality and well-being of the larger region.***
- Municipalities are encouraged to plan for a variety of cultural and economic opportunities within *rural settlements* to serve the needs of rural residents and area businesses.
- ***Minor adjustments may be made to the boundaries of rural settlements outside of a municipal comprehensive review, subject to the following:***
 - a. ***the affected settlement area is not in the Greenbelt Area;***
 - b. ***the change would constitute minor rounding out of existing development, in keeping with the rural character of the area;***
 - c. ***confirmation that water and wastewater servicing can be provided in an appropriate manner that is suitable for the long-term with no negative impacts on water; and***
 - d. ***Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS are applied.***

The Growth Plan does not provide any detailed clarification with respect to the following phrase: ***“minor rounding out of existing development, in keeping with the rural character of the area”.***

This policy framework would permit the approval of the OPA and the ZBA applications in advance of completion of the Municipal Comprehensive Review.

With regard to the policies set out in 4.2.2 – Natural Heritage System, the EIS documents how the proposed development conforms to the policies of the Growth Plan. In summary, the following findings of the EIS are relevant:

- There will be no negative impacts on key natural heritage features as a result of the proposed development;
- Connectivity of the system will be maintained as there will be no removal of natural vegetation communities;
- Proposed ecological enhancements will to restore and improve connectivity of the key natural heritage features;
- Given the large lot sizes for the proposed development, it is anticipated that the total area of the site that is comprised of impervious surfaces will be comparatively low.

7.3 County of Wellington Official Plan

The County of Wellington Official Plan is intended to give direction over the next 20 years, to the physical development of the County, its local municipalities and to the long-term protection of County resources. All land use and servicing decisions must conform to the policies of this plan. Through this Plan, County Council will outline a long-term vision for Wellington County's communities and resources. The Plan provides policy to attain the long-term vision. It is expected that the policies of this Plan will be the basis on which County and local councils and other government agencies make decisions on land use planning matters. Public and private initiatives will be required to conform with County policy.

With respect to the development of Rural Settlements, the following policy is provided:

"6.4.7 Rural settlements are existing small communities that form part of the rural fabric of Wellington. These settlements are primarily small clusters of housing with occasional commercial, industrial or institutional uses. These areas are not designated on Schedule "A" and are not expected to grow but they may be recognized in the zoning by-law and limited residential infilling may be allowed."

In proposing this form of development, consideration was given to the County's 2016 population and employment forecasts for Puslinch, as well as potential new forecasts being prepared in 2021 as part of the County's comprehensive review process. Puslinch can only contribute to meeting long-term County housing needs through expansion of Hamlets and rounding out and infilling of Rural Settlements on private services as there are no municipal services available in the Township, and no discernable interest demonstrated by local officials in facilitating and supporting the construction of municipal or communal services. In essence, the development of the Subject Lands will provide housing within the Township in the only way possible to meet County and Township targets that is otherwise consistent with Provincial Policy, and that is through efficient and effective development on private servicing.

The County of Wellington Official Plan sets out several policies that relate to the consideration of the proposed development. These policies are as follows:

- 4.7 Urban Area Protection
- 4.9.7 Paris and Galt Moraine
- 5. Greenlands System

Urban Area Protection

Section 4.7 of the Official Plan sets out considerations for the protection of a distinct Urban- Rural Boundary. 4.7.1 reads as follows:

"In order to allow the efficient expansion of urban areas, and to maintain a clear distinction between urban and rural areas, the County of Wellington:

- a) prohibits new development adjacent to existing urban centres, or hamlets unless part of an urban expansion (adjacent will normally mean within 1 kilometre of an urban area boundary);*
- b) requires that livestock operations adjacent to existing urban boundaries shall only be permitted in accordance with the Minimum Distance Separation ("MDS") Formula.*

This policy does not apply to prevent the completion of previously approved development, logical infilling or development of a minor nature which does not impede the efficient expansion of the urban area. Additionally, the expansion of existing developments may be considered if the overall intent of this section is met. A clear distinction between urban and rural areas should be maintained."

With respect to the proposed development, the application is set approximately 650 m from the City of Guelph. The intervening area is comprised of woodlands, scattered non-farm residences, and farmland. There are no livestock operations in the local area (and therefore no MDS issues). Immediately north of the proposed development is a mature, deciduous forest. Immediately east of the City boundary is a recently approved golf course development that is located entirely within the Township of Puslinch and within 20 m of the City limit.

In the specific circumstance of the proposed development, it is my opinion that the existing forest acts as a natural buffer to the City.

It is my opinion that the words, "adjacent will normally mean within 1 kilometre of an urban area boundary" is a general guideline and not a specific restriction.

Given the natural buffering capability of the woodland, and the fact that the proposed development is not visible to residents of the City, it is my opinion that this policy may be amended if necessary, subject to approval of the Township Council. Furthermore Policy 4.7.1 has a concluding paragraph applicable to the entirety of the Policy which specifically excludes its application to logical infilling or development of a minor nature. This would include the infilling and rounding out set out in the draft OPA as contemplated by Provincial Plans and the County Official Plan. It is noted that the County Official Plan is in conformity with the Growth Plan, and must be read in such a way to implement such a Plan.

Paris and Galt Moraine Policy Area

The Subject Lands are mapped within the Paris and Galt Moraine. Policy 4.9.7 recognizes the uniqueness and importance of the Paris and Galt Moraines. The Official Plan sets out policies to ensure that the functions associated with the Paris and Galt Moraines are considered and protected.

A report was prepared by Groundwater Science Corp. (2021) to address the policies associated with the Official Plan policies. GSC concluded that, *"based on the site characteristics, current development proposal and expected implementation of standard development controls, the proposed development can be expected to meet the Paris and Galt Moraine Policy objectives to protect moraine processes and features in order to maintain and where possible restore and enhance groundwater and surface water resources."*

It is noted that the policy framework of the County Official Plan with respect to the Paris and Galt Moraines was, amongst other matters, cited by the County in its response to the Province in opposition to the proposed Greenbelt expansion. Given the compliance of the Planning Act applications with Policy 4.9.7, it is agreed that no such proposed Greenbelt expansion should be contemplated or supported for the Subject Lands should the Province so proceed with its consideration of such an expansion.

Greenland System

The Official Plan sets out a policy structure to identify Core Greenland (i.e. wetlands, hazard lands, and habitat for endangered and threatened species) and Greenland features (i.e. significant woodlands, fish habitat, ANSI's, streams/valleylands, ESA's, ponds, lakes and reservoirs).

An EIS is a required report should development be proposed in or adjacent to any Greenland Features.

As previously noted, an EIS was completed. The EIS determined that the proposed development is not located within any Core Greenland features and will not result on an impact on any Core Greenland or Greenland Features. Standard mitigative measures, such as silt fencing, were recommended to ensure no negative impacts. An area was identified adjacent to the Core Greenland features to allow for ecological enhancements.

In conclusion, it remains and is my planning opinion that the proposed development conforms to the County of Wellington Official Plan.

8. CONCLUSIONS

This Planning Justification Report has been prepared in support of an Official Plan Amendment and Zoning By-law Amendment application for the Subject Lands described as Part of Lots 17, 18 and 19, Concession 8, Township of Puslinch.

The proposed development will be serviced by private individual wells and private individual sewage treatment systems with tertiary treatment capability. The proposed development will consist primarily of single detached dwellings, but other small-scale commercial and home occupations will be permitted consistent with the parent Zoning By-law. As part of this, all residential construction will be completed with thoughtful consideration of opportunities for secondary residential uses, as set out in the Official Plan and parent Zoning By-law. These secondary residential uses represent one mechanism for the Township to achieve affordable and near affordable housing for its residents. In order to maintain the character of the rural settlement, the planning for these secondary uses will be guided by a Rural Settlement Design Brief that will be prepared and implemented by the client's consulting team.

The preliminary lot fabric for the proposal, see Drawing No. 2, prepared by Triton Engineering, illustrates a development that will be integrated with the existing subdivision through an internal road network. Another access is provided onto Victoria Road.

The concept lot layout will be further adjusted through the Plan of Subdivision and associated detailed engineering reports that will be prepared in support of that future application. As part of this future application, an Open Space area has been identified. This area will be the focus of ecological enhancements and natural landscaping, developed by a Landscape Architect. This landscaping plan will be set out as a condition of Draft Plan approval and completed later in the planning process.

It is apparent that the local area has evolved over time. Once a series of separate and individual developments and clusters of houses, this portion of the Township now exhibits characteristics of a rural settlement. There are parks, historic structures, an adult lifestyle community, small-scale commercial areas, educational research areas, and houses including affordable housing. Recently, and likely due to the Covid pandemic, it is understood that many of the houses in the area are also functioning as office spaces for professionals and a variety of small-scale businesses.

Although not identified as a rural settlement in the Official Plan, it is understood that the County's approach has not been to identify or designate such communities as is stated with certainty in Policy 6.4.7.

This report has provided a detailed review of the planning framework, with specific focus on the issue of development in rural municipalities, in particular rural settlements. It is clear that the guiding policies of the Province and County place emphasis on the need to focus growth within existing urban areas and to place as much growth on municipal services. But it is also clear that, it is the responsibility for each municipality, including rural municipalities, to ensure the long term prosperity and economic well-being of its residents and to provide for adequate growth to maintain strong, stable, healthy and resilient communities. This includes employment opportunities, available housing and healthy communities which provide Open Space systems. These Open

Space systems are particularly important for local residents during times such as this pandemic where normal forms of recreation, such as gyms and arenas have been closed.

Based on this rationale, it is my opinion that the development of the Subject Lands in question as part of minor rounding out and infilling of the rural settlement area is a reasonable land use consideration representing good planning. I am of the opinion that both the County Council with respect to the OPA and Township Council in support of the OPA and with respect to the ZBA should consider these proposed applications as consistent with the principles of good planning and providing mechanisms to ensure proper growth, as deemed appropriate by municipal Councils, for the long-term.

The application includes all of the fundamentals of good development as defined by and normally expected in the Township of Puslinch and the County of Wellington which are as follows:

- i. The development can be serviced without municipal services, because there are no such services in the Township;
- ii. The development does not impact on agriculture or consume good quality agricultural land;
- iii. The development does not result in an economic hardship for the municipality;
- iv. The development can be serviced by a good quality municipal road with safe lines of sight and asphalt paving;
- v. The development includes provisions for an Open Space System that does not cost the municipality anything to construct;
- vi. The development provides for secondary residential units that blend in with the community;
- vii. The development incorporates provisions within the Zoning By-law to permit small-scale commercial uses such as home occupations that are appropriate for the area;
- viii. The development can be integrated into the existing area and maintain the character of the existing area; and
- ix. The development is safe and can be developed without negative impact on the existing Natural Heritage System. Measures can be set out as conditions of draft plan approval that will conserve native trees and limit construction of structures on or adjacent to natural heritage features.

I have been informed by my client, Audrey Meadows Ltd., that they look forward to working with municipal Councils to address any concerns that Councils may have with the proposal.

This report has been prepared and respectfully submitted by,



ROBERT P. STOVEL, MCIP, RPP, P.AG.

AMENDMENT NUMBER _____
TO THE OFFICIAL PLAN FOR THE
COUNTY OF WELLINGTON

Date _____

Notice: This draft amendment to the Official Plan for the County of Wellington was prepared by the proponent in support of their development application. Please be advised that this document may be revised after the statutory public meeting or at any point prior to County Council's consideration of the amendment.

THE CORPORATION OF THE COUNTY OF WELLINGTON

BY-LAW NO. _____

A By-law to adopt Amendment No. _____ to the
Official Plan for the County of Wellington.

The Council of the Corporation of the County of Wellington, pursuant to the provisions of the Planning Act, R.S.O. 1990, as amended, does hereby enacts as follows:

1. THAT Amendment Number _____ to the Official Plan for the County of Wellington, consisting of the attached maps and explanatory text, is hereby adopted.
2. THAT this By-law shall come into force and take effect on the day of the final passing thereof.

READ A FIRST, SECOND AND THIRD TIME AND PASSED _____

WARDEN

CLERK

AMENDMENT NUMBER ____
TO THE
COUNTY OF WELLINGTON OFFICIAL PLAN

DRAFT

AMENDMENT NUMBER ____

TO THE

COUNTY OF WELLINGTON OFFICIAL PLAN

INDEX

PART A - THE PREAMBLE

The Preamble provides an explanation of the proposed amendment including the purpose, location, and background information, but does not form part of this amendment.

PART B - THE AMENDMENT

The Amendment describes the changes and/or modifications to the Wellington County Official Plan which constitute Official Plan Amendment Number ____.

PART C - THE APPENDICES

The Appendices, if included herein, provide information related to the Amendment, but do not constitute part of the Amendment.

PART A - THE PREAMBLE

PURPOSE

The purpose of this amendment is to provide for infilling and rounding out of a rural settlement.

LOCATION AND PROPERTY DESCRIPTION

The land subject to this amendment is described as part of lots 17, 18 and 19, Concession 8, Township of Puslinch.

The proposed development is approximately 14.5 hectares in size.

BASIS

These lands may be developed for residential dwellings. The dwellings shall be serviced by individual private water and wastewater services. Pursuant to Policy 6.4.7, this development is deemed to be residential infilling of an existing rural settlement. This development contributes to the fulfillment of the local municipality growth strategy. This development shall be implemented through a rezoning and plan of subdivision or plan of condominium.

OTHER APPROVALS

In addition to the proposed County Official Plan amendment, the proponent has also submitted an application to the Township of Puslinch requesting an amendment to the Zoning By-law. The purpose of the By-law is to implement site specific OPA ____ to permit infilling and rounding out of a Rural Settlement.

SUPPORTING INFORMATION

In support of the proposed amendments to the planning documents, the proponent has prepared a Traffic Impact Brief, Environmental Impact Study, Functioning Servicing and Stormwater Management Report, Paris and Galt Moraine Letter Assessment, and Planning Justification Report.

IMPLEMENTATION AND INTERPRETATION

The implementation and interpretation of this Amendment shall be in accordance with the relevant policies of the County of Wellington Official Plan.

The land identified in the attached Schedule "A" shall be subject to appropriate zoning. The zoning by-law may include site-specific provisions regarding permitted uses, building setbacks, minimum lot sizes, lot coverage, and minimum landscaped areas.

DRAFT

PART B - THE AMENDMENT

All of this part of the document entitled **Part B - The Amendment**, consisting of the following text constitutes Amendment No. _____ to the County of Wellington Official Plan.

DETAILS OF THE AMENDMENT

The Official Plan of the County of Wellington is hereby amended as follows:

1. THAT **Schedule A-7 (PUSLINCH)** is amended by changing a portion of the subject land to the A7- designation as illustrated on the attached Schedule "A".
2. That Section 9.8.5 Policy Areas be amended by adding the following:

PA7-9 Audrey Meadows Limited

This policy area applies to the lands legally described as Part of Lots 17, 18 and 19, Concession 8, Township of Puslinch. Notwithstanding any provisions in this Plan to the contrary, these lands may be developed for residential dwellings. The dwellings shall be serviced by individual private water and wastewater services. Pursuant to Policy 6.4.7, this development is deemed to be residential infilling of an existing rural settlement. This development contributes to the fulfillment of the local municipality growth strategy. This development shall be implemented through a rezoning and plan of subdivision or plan of condominium.

THE CORPORATION OF THE COUNTY OF WELLINGTON

SCHEDULE "A"

OF

OFFICIAL PLAN AMENDMENT NO. ____

DRAFT

PART C - THE APPENDICES

LOCATION MAP

DRAFT

ZONING BY-LAW AMENDMENT TO BY-LAW 023/18

FOR

**AUDREY MEADOWS LIMITED
PART OF LOTS 17, 18, AND 19
CONCESSION 8
TOWNSHIP OF PUSLINCH**

TOWNSHIP REZONING APPLICATION __/__/__

THE CORPORATION OF THE TOWNSHIP OF PUSLINCH

BY-LAW NUMBER 2021-__

A BY-LAW TO AMEND BY-LAW NUMBER 023/18, AS AMENDED BEING THE ZONING BY-LAW OF THE TOWNSHIP OF PUSLINCH

WHEREAS, the Council of the Corporation of the Township of Puslinch deem it appropriate and in the public interest to amend By-law Number 023/18 pursuant to Section 34 of the Planning Act, R.S.O. 1990 as amended;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF PUSLINCH ENACTS AS FOLLOWS:

1. THAT Schedule "A" of the By-law 023/18 is hereby amended by rezoning a portion of Part of Lots 17, 18 and 19 Concession 8, within the Township of Puslinch from Agriculture (A) Zone to Rural Settlement Residential Zone – Holding as shown on Schedule "A" of this By-law;
2. THAT the subject land as shown on Schedule "A" to this By-law shall be subject to the following site-specific provisions for the Rural Settlement Residential Zone:

Zone Standard	Rural Settlement Residential
Minimum Lot Area (ha)	0.3*
Min. Lot Frontage (m)	20
Minimum Front Yard (m)	6
Minimum Interior Side Yard (m)	2
Minimum Required Exterior Side Yard (m)	6
Minimum Rear Yard (m)	6
Maximum Permitted Lot Coverage	40
Maximum Permitted Building Height (m)	11
Minimum Required Landscaped Open Space	30
Permitted Uses	Accessory Apartment, Bed and Breakfast, Boarding/Lodging/Rooming House, Community Garden, Dwelling-Duplex, Dwelling-Single Detached, Group Home, Home Business, Private home day care, Public Park, Public School.

**Use-Specific Special Provisions: (1) The minimum lot area may be reduced where site-specific hydrogeological studies have been completed by the owner and approved by the Township, which demonstrate that the proposed lot(s) will meet the minimum lot area recommendations of the studies.*

3. THAT the subject land as shown on Schedule "A" to this By-law shall be subject a **HOLDING PROVISION**, as set out below:

- i) A Holding (H) Provision is hereby established and identified on Schedule 'A' attached hereto, by the letter "H" in parentheses following a zoning symbol established in this By-law.
 - ii) Where a zoning symbol is followed by the letter "H" in parentheses, the provisions of the By-law applicable to the zone symbol shall only apply upon the removal of the letter "H" by an Amendment By-law as approved by Council in accordance with the provisions of Section 36 of the Planning Act.
 - iii) Until the removal of the letter "H":
 - a) No land, building or structure shall be used for any purpose other than that for which it was lawfully used prior to the passing of this By-law with the exception of a use by a public authority or existing agricultural use once the specific items listed in section iv) (a) has been satisfied;
 - iv) The (H) Holding Provision shall only be lifted for all other uses when the Township of Puslinch is satisfied that the following items have been addressed:
 - a) A subdivision agreement(s) (or condominium agreement(s)) between the Owner and the Township of Puslinch has been executed in accordance with the terms of the subdivision agreement(s) (or condominium agreement(s)) to satisfy all requirements, including financial, servicing, environmental and other requirements to the satisfaction of the Township.
4. For the lands zoned Natural Environment (NE), the provisions of section 12.4 shall apply.
5. Notwithstanding any provisions for Setbacks to the Natural Environment zone as set out in section 4.31 of Zoning By-law No. 023/18, the minimum setback requirements which shall be reduced to 15 m from a wetland and 0 m from a woodland/forest.
6. In all other respects, the provisions of Zoning By-law 023/18, as amended shall apply.
7. Upon approval of Official Plan Amendment No. ___ by the County of Wellington, this by-law shall take effect from date of passing thereof, providing no appeal has been filed. Where objections to the by-law are received in accordance with provisions of the Planning Act, the by-law shall come into effect upon approval of the Ontario Land Tribunal.

BY-LAW READ A FIRST AND SECOND TIME THIS OF , 2021

MAYOR

CLERK

BY-LAW READ A THIRD TIME AND PASSED THIS OF , 2021

MAYOR

CLERK

THE CORPORATION OF THE TOWNSHIP OF PUSLINCH

BY-LAW NUMBER _____

SCHEDULE "A"

THE CORPORATION OF THE TOWNSHIP OF PUSLINCH

EXPLANATION OF BY-LAW NO. 2021-006

By-law Number 2021-___ amends the Township of Puslinch Zoning By-law 23/18 by rezoning a portion of Lots 17, 18 and 19, Concession 8, within the Township of Puslinch, from a site specific AGRICUTLURAL (A) ZONE to the RURAL SETTLEMENT RESIDENTIAL (RSR) ZONE to permit the future development of a residential subdivision.

The Rural Settlement Residential Zone being deemed to be part of the Hamlet Residential Zone with site specific zone standards.

A HOLDING (H) ZONE provision has been attached to the zone to ensure that Township requirements, financial and otherwise, have been satisfied. The Holding – H zone provisions will be set out as following:

Prior to the removal of the holding symbol, draft plan approval for a plan of subdivision on the Subject Lands shall be required to be granted, together with the entering of a subdivision agreement with the Township to satisfy all requirements, including financial, servicing, environmental and other requirements to the satisfaction of the Township.

The subject application is related to Official Plan Amendment # XX (County of Wellington File No. OP-2021-02), which has re-designated a portion of the subject lands from 'Secondary Agricultural and Greenland/Core Greenland' to a site specific provision "**PA7-9: Audrey Meadows Ltd.**

SCHEDULE A

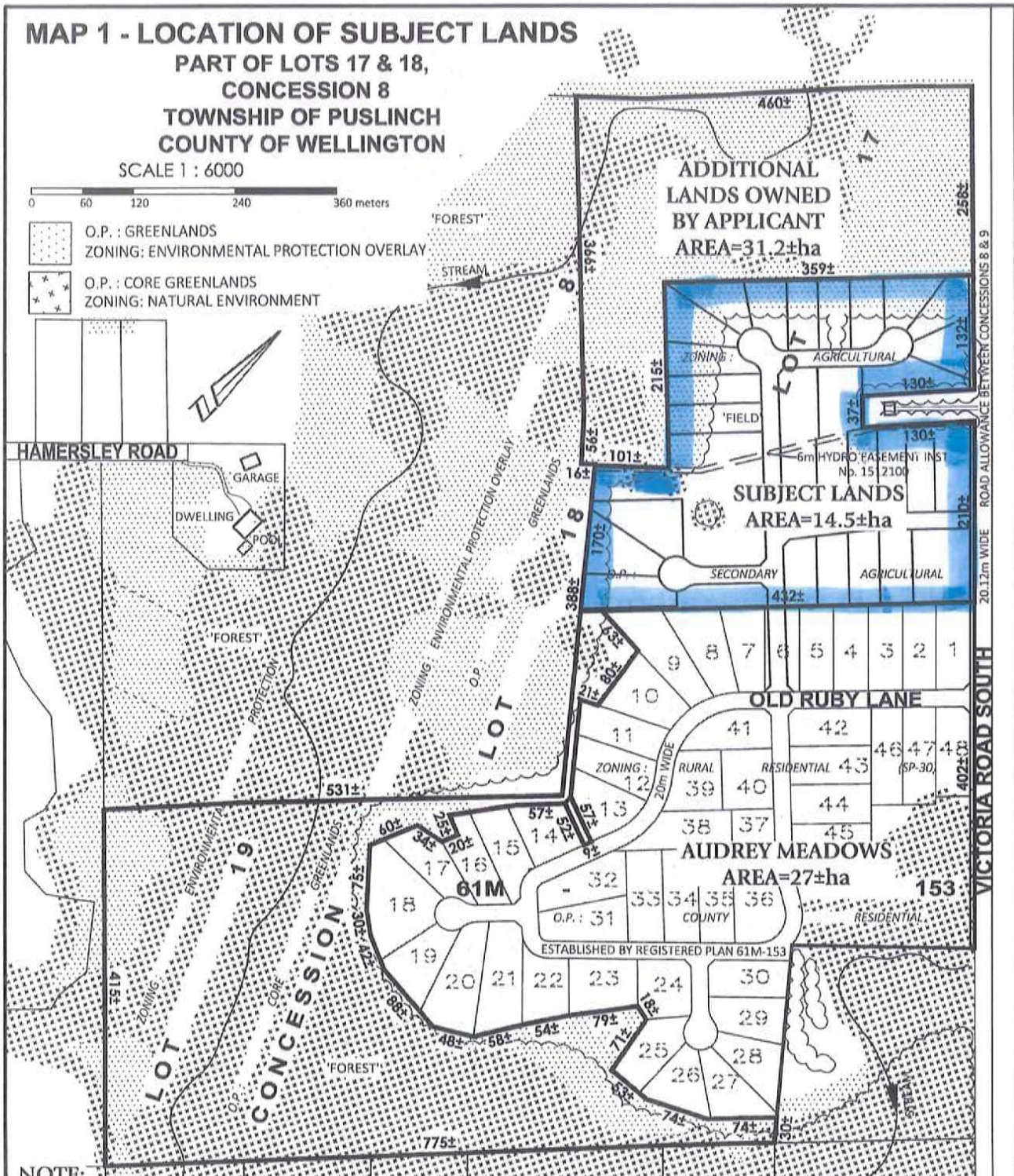
MAP 1 - LOCATION OF SUBJECT LANDS

PART OF LOTS 17 & 18,
CONCESSION 8
TOWNSHIP OF PUSLINCH
COUNTY OF WELLINGTON

SCALE 1 : 6000

0 60 120 240 360 meters

-  O.P. : GREENLANDS
ZONING: ENVIRONMENTAL PROTECTION OVERLAY
-  O.P. : CORE GREENLANDS
ZONING: NATURAL ENVIRONMENT



NOTE:

THIS PRELIMINARY CONCEPT PLAN ILLUSTRATES A POSSIBLE LAYOUT OF THE LOTS/ROAD NETWORK FOR THE PROPOSED DEVELOPMENT.

AUDREY MEADOWS HAS PROVIDED THIS PRELIMINARY CONCEPT PLAN THAT THE COUNTY REQUESTED IN ORDER TO BE COOPERATIVE.

THE DETAILED LAYOUT WILL BE PRESENTED AS PART OF THE DRAFT PLAN OF SUBDIVISION APPLICATION.

PREPARED FOR:

AUDREY MEADOWS LTD.

PREPARED BY:

DRAWN BY: AN

CHECKED BY: RS

FILE No. 23-01

Jun 22, 2021-8:35:33 AM

PROJECT No. 17784-07

G:\PUSLINCH\Con8\Stovel\acad\SKETCH LOT 18 (AUDREY MEADOWS) UTM (B).dwg