



# Staff Report

## Planning & Development Services – Planning Division

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**Report To:** Committee of the Whole Meeting  
**Meeting Date:** November 30, 2021  
**Report Number:** PDS.21.152  
**Title:** Official Plan 5 Year Review Project Update – Terms of Reference and Committee Structure  
**Prepared by:** Shawn Postma, Senior Policy Planner

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### A. Recommendations

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THAT Council receive Staff Report PDS.21.152, entitled “Official Plan 5 Year Review Project Update – Terms of Reference and Committee Structure”;

AND THAT Council approve the Terms of Reference of the Project Steering Committee for the Official Plan 5 Year Review Project;

AND THAT Council endorse the proposed project framework, project phasing, scope of work, roles and responsibilities, and public engagement plan as substantively outlined in Planning Staff Report PDS.21.152;

AND THAT Council direct Staff to finalize a Request for Proposal and secure external consulting services for the Official Plan 5-Year Review and Comprehensive Update to complete Phase 1 and Phase 2 of the project framework as described in Staff Report PDS-21.152.

### B. Overview

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The purpose of this report is to receive endorsement from Council on the Official Plan 5-Year Review (OPR) project framework, project phasing, proposed OPR Scope of Work, roles and responsibilities of Council, Town staff, external consultants and project steering committee. Staff are also seeking Council direction to finalize a Request for Proposal based on the OPR Scope of Work and to secure external consulting services for Phase 1 and Phase 2 of the project framework.

### C. Background

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The Ontario Planning Act requires that a Municipality regularly update their Official Plan to remain current with County and Provincial planning documents, and to provide an opportunity to update the Plan with recent municipal direction, approved plans and other policies.

The Town initiated the Official Plan 5-Year review process in May 2021 where Planning Staff presented [Staff Report PDS.21.054](#) that provided early information to Council regarding process requirements, public consultation, and preliminary list of project inclusions.



An initial Public Meeting was held in July 2021 to advise the community that the Official Plan Review process is starting up and to provide an overview of the project components and to receive initial public and agency comments. Staff presented an [Information Report PDS.21.103](#) that provided a summary of the Public Meeting including comments received, and an updated list of project inclusions. Council provided further direction at this time to provide additional information on the Project Framework and to complete the Project Terms of Reference, as well as the Terms of Reference for a Steering Committee and Working Group.

To better understand the expectations of Council on the size and scope of the project, Planning Staff under the recommendations of the Steering Committee held individual interviews with Council members in September 2021. Focused questions were presented on the community, current Official Plan and new Official Plan direction in an open dialogue format. The interviews resulted in some consistent themes and opportunities for project enhancements that are included in the project terms of reference.

Based on the work completed to date, Planning Staff have the following project framework and project phasing, defined roles of staff, consultants and the steering committee, public consultation plan and a comprehensive terms of reference to share. Part D to this Staff Report provides an overview for each of these components and the list of attachments provide further details of the components.

## D. Analysis

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### Project Framework and Project Phasing

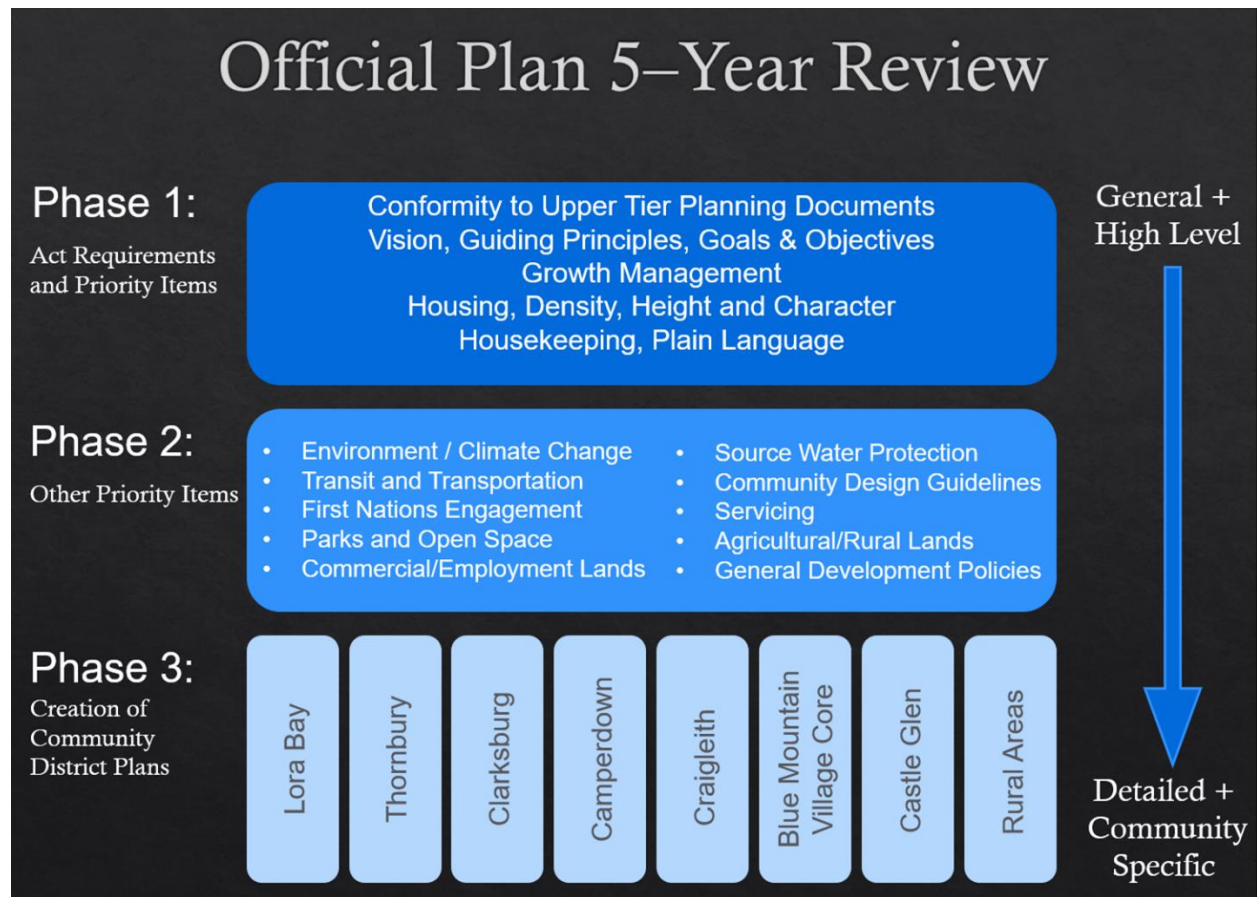
The Official Plan 5-Year Review is proposed to be developed over three phases described in Figure 1 below. Phase 1 and 2 consist of the Official Plan 5-Year Review and Comprehensive Update. Phase 3 consists of a potential enhancement to the Official Plan that can be adopted in principle now, with further details considered by Council.

The Official Plan Review is led by Town Planning Staff and supported by private consultants with expertise in focused areas. Council and Staff support a locally 'Made in Blue' Official Plan update that can primarily be developed in-house. A number of Attachments are included in this Staff Report with further details including:

Attachment #1	Steering Committee Terms of Reference
Attachment #2	Project Terms of Reference and (Summary)
Attachment #3	Project Terms of Reference (Detailed Tasks)
Attachment #4	Roles of Staff and Roles of Consultants
Attachment #5	Public Engagement Plan



Figure 1: Proposed Phasing of Official Plan 5-Year Review and Comprehensive Update



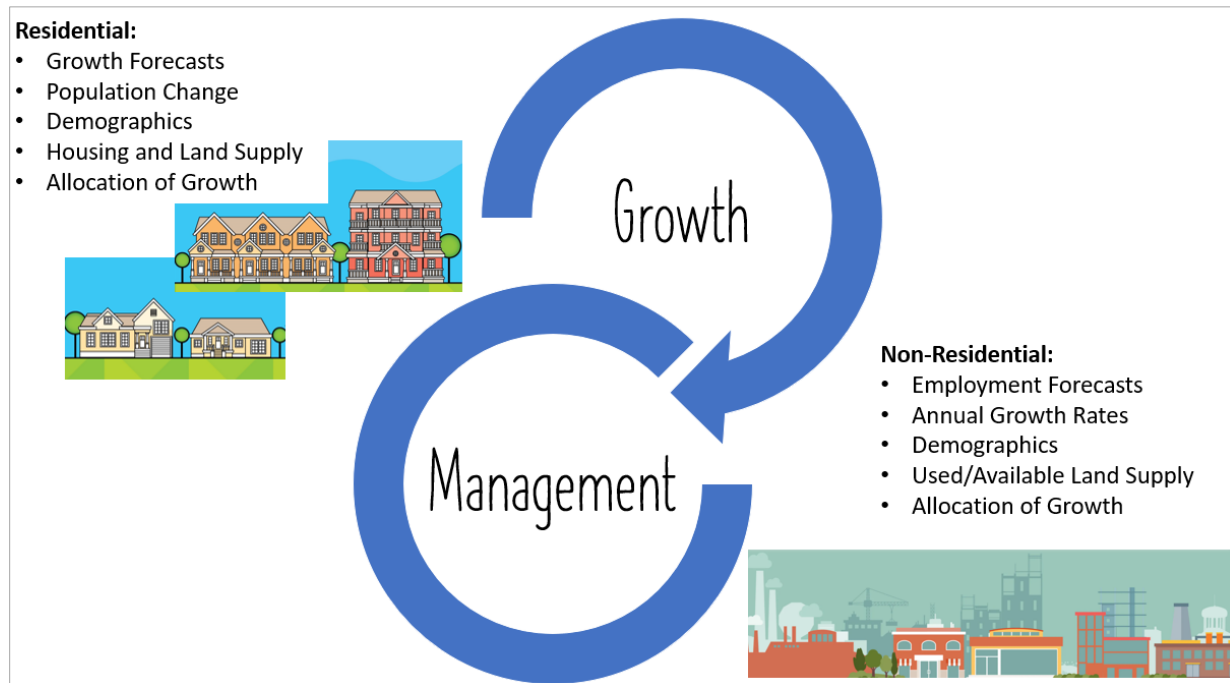
The phased approach allows us to build a Plan with strategic timing. Phase 1 focuses on the legislated requirements, the overall Plan Vision and Goals and Objectives as well as the priority issues identified by Council, Staff and the Public. The scoped limits of Phase 1 have been structured to be completed with the current Council prior to the Fall 2022 municipal election.

### Phase 1

Phase 1 sets the foundation for Phase 2 and Phase 3. The phased approach described in Figure 1 provides an up-front opportunity for Phase 1 to focus on the **Vision, Guiding Principles, Goals and Objectives** of the Official Plan. The Vision and Guiding Principles are integral as they form the basis for all policies contained in the Plan. Goals and Objectives will also be assessed as to what degree they have accomplished to date.

**Phase 1 Component -- Growth Management** (See Figure 2 Below) including population changes, population forecasts and changes to employment needs are integral to the basis of the Plan and will influence a majority of policy sections within the Plan. Phase 1 includes a policy and background paper on Growth Management data that builds upon the County of Grey Growth Management Plan (To be completed by end of 2021) will direct required updates to policies related to Density, Housing, Height and Character.

Figure 2: Growth Management



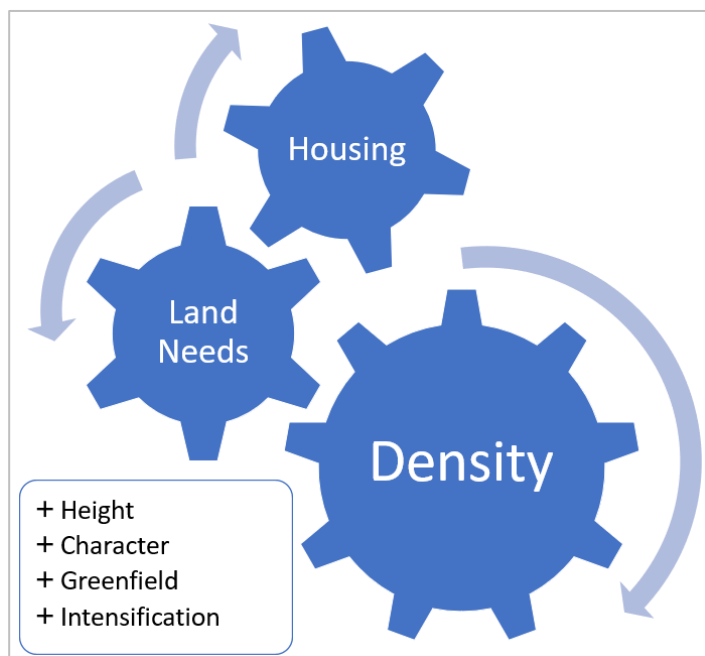
A Background Policy Paper supported by a private land economist consultant is proposed for Growth Management including the preparation of local growth projections (population, housing, and employment by service area), inventory of available residential and non-residential land supply. Various options will be presented that seek to balance the need for land consumption, density and height. An analysis of servicing infrastructure lifecycle costs will also be developed for each option. Key inputs for this stage include the release of StatsCan preliminary census data related to population in February 2022.

The results from the Growth Management work will initiate the next round of public consultation with a focus on assessing and reviewing the existing density, housing, height and character policies.

**Phase 1 Component -- Density**

policies will be updated in accordance with upper tier requirements as well as to consider new minimum and maximum density limits, pre-zoning, and opportunities for intensification on both greenfield sites and within existing built-up areas.

**Phase 1 Component -- Housing** will include background data collection on



existing land supply, current housing stock and approved/designated lands. Options will be considered for a range of housing mix scenarios, (unit affordability and unit types) and fiscal implications of different development scenarios. Opportunities are available to consider increasing the accessory apartment / second unit policies to include up to three residential units.

At the same time that the Growth Management work is being completed, Planning Staff will focus on updating policy sections related to the Planning Act changes, new Provincial Policy Statement, new County of Grey Official Plan, new Niagara Escarpment Plan, and our own Official Plan 5-Year review policies.

**Phase 1 Component – Housekeeping and General Updates** - Planning Staff also have a running list of approximately 20 Housekeeping Items that need to be addressed. Housekeeping items are typically policy or mapping sections that require minor clarification or modification. Housekeeping items are not large enough to demand their own immediate Official Plan Amendment and generally do not alter the general intent and purpose of the Official Plan.

Following the completion of the Phase 1 work described above, Official Plan Amendment documents will be prepared and presented at a Public Open House and Public Meeting. An Information or Recommendation Report will follow requesting a decision of Council.

Phase 2 consists of all other priority items related to the Official Plan update. Each identified theme will include its own Background Policy Paper addressing conformity to upper tier planning documents and the review/assessment of existing policy direction against other approved plans, policies and industry best practices.

## Phase 2

**Environment and Climate Change** is proposed to be considered under Phase 2. The timing is directly influenced with the completion of the Integrated Community Sustainability Plan (December 2022) and the current startup role of the new Manager of Climate Change hired at the County of Grey. New tree preservation/removal policies to be inserted. Section D8 (Sustainable Development) of Official Plan to also be assessed and updated as required.



**Transit and Transportation** is recommended to be considered with benefit of the final approved Transportation Master Plan (to be completed August 2022). Section D2 (Transportation) and Schedule 'B' to the Official Plan to be assessed and updated as required. Policy updates on parking requirements.

**Parks and Open Space** to be considered with the final approved Leisure Activities Plan in consultation with the Community Services Department.



**Indigenous Engagement** is required to recognize traditional territory of Indigenous communities, collaboration on land use issues and involvement in land use decisions.

**Commercial and Employment lands** policies to be updated per Growth Management recommendations from Phase 1 and Census Data (November 2022). Options are to be considered to provide policies that encourage 'shovel ready' non-residential development.

**Source Water Protection** policies and mapping to be updated as per latest protection plans.

**Community Design Guidelines** project to begin in 2022. Project recommendations on high-quality design, green building techniques, and character to be inserted as well as January 2021 Community Improvement Plan – Town Wide Revitalization recommendations to be inserted.

**Infrastructure and Servicing** policies to be updated in accordance with updated direction from the Province and County. Water and sanitary sewer servicing objectives to be reviewed including timing of development approvals with existing or planned infrastructure. Broadband high-speed internet policies to be considered as part of planned servicing. Updates required to solid waste disposal and sewage treatment plant areas.

**Agricultural and Rural Lands** to be reviewed with new policies developed to encourage as-of-right on-farm diversified uses that protect and promote our agricultural and rural areas.



*(Official Plan Review Themes: Agriculture, Transportation, Servicing, Parks/Open Space, Growth)*

### Phase 3

Phase 1 and 2 will complete the Official Plan 5-Year Review and Comprehensive Update. Phase 3 is proposed as an enhancement to the current Official Plan and to set the foundation for the New Official Plan scheduled to begin in 2025-2026. Phase 3 incorporates Community Plans into the Official Plan that are intended to provide a focus to the development policies relevant to each community in the Town (Lora Bay, Thornbury, Clarksburg, Camperdown, Craigeleith, Blue Mountain Village and the Agricultural/Rural Area). The intent of this approach ensures that each area of the Town can benefit from area-specific policies that reflect uniqueness and the development policies that are needed to fulfill the Town's long term land use vision for each area. Phase 3 will be subject to future Council and Budget considerations.

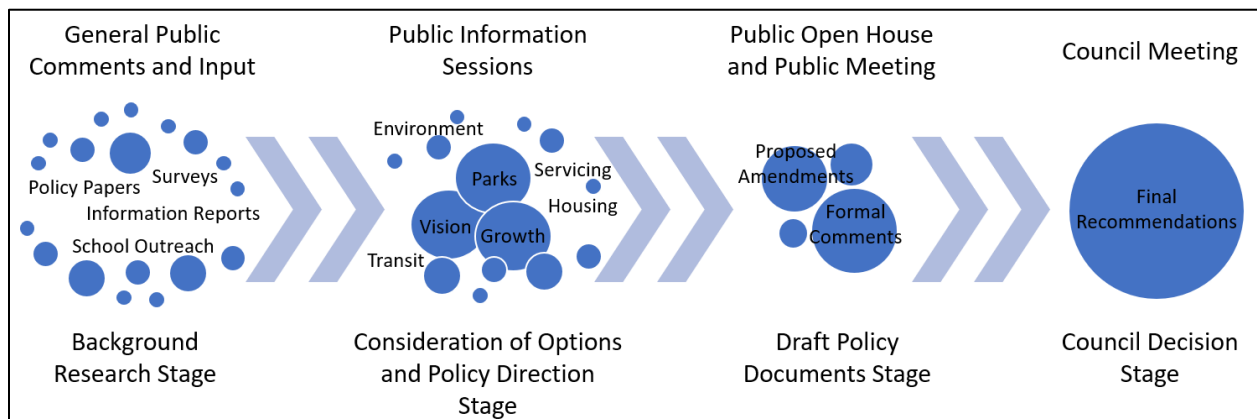
The above project framework has also been summarized in point form in Attachment #2 Project Terms of Reference and (Summary). Timelines are also included with estimated completion dates.

Attachment #3 builds on Attachment #2 by providing the next level of detail for each theme including an itemized list of tasks to be completed. Attachment #3 will then form the main component to the project Terms of Reference to go into a Request for Proposals to seek out external consultants.

Roles and Responsibilities of Committee of the Whole/Council, Project Steering Committee, Town Staff, External Consultants and the Public

Attachment #4 provides a detailed Table identifying each Task to be completed for each Phase of the project. The Table identifies who will lead each task (Internal Town Staff or External Consultant), who will support the task lead, and the roles and responsibilities of the Committee of the Whole and Council, the Project Steering Committee and the Public. This table intends to illustrate how Consultants will be utilized throughout the project, and what their responsibilities will include. Consultants will be utilized to complete the identified tasks including providing expertise, writing Background Policy Papers, participating in Public Information Sessions / Public Meetings and to provide recommendations to the Steering Committee.

Table #1 also identifies that decisions and approvals for the project remain with Council. The Project Steering Committee is responsible to provide general direction and guidance to Planning Staff and External Consultants constantly throughout the project. The Public will also be consulted throughout the entire project, and at different intensity levels through the various project stages. The Project Stages and Public Consultation image below summarizes the four basic stages the project will follow. Starting at Background Research and concluding with Council Adoption.



*(Project Stages and Public Consultation)*

Public Consultation has already started with preliminary comments coming in from the July 12, 2021 Official Plan 5-Year Review Public Meeting. Once the research stage is complete and policy papers are written, survey results are in, and other preliminary information is received,

Public Information Sessions will follow. Attachment #5 provides an overview of the Public Information Sessions, and this stage is when the project will reach out and receive comments, direction and ideas on the work completed to date. A number of Public Information Sessions are proposed to provide an overview of one or more of the themes described above. The goal of these sessions is to provide a summary of the work completed to date, describe policy options that could be considered, and to gain an understanding of the ideas and direction from the general public, committees of Council, businesses, ratepayer groups, and other community stakeholders. The results from these sessions will help to develop the proposed updates to the Official Plan (Official Plan Amendment documents). These documents will define the technical changes that are proposed to be included with the Official Plan update. Once complete, those documents will be shared once again with the Public through an Open House and Public Meeting. After that review, Town Staff can complete any required changes and depending on the scope of those changes, (if minor) a Recommendation Report will be presented to Council for decision or (if major) a second round of Open House and Public Meeting may be warranted to review major changes.

A project modification is proposed to replace the previously considered Working Group model with the concept of themed Public Information Sessions. Council will recall that the Working Group was originally proposed as a smaller group made up of a cross section of diverse community interests. The Working Group was intended to be a first “sounding board” for more detailed review of policy issues and associated policy directions. Following staff review and external feedback the Town has received on the Working Group concept, staff suggest that the Working Group is not required to achieve a high level of public involvement in the project. Shifting away from the Working Group model allows the project to move forward at the aggressive schedule that will be required to complete Phase 1 within this term of Council. The benefits of receiving input from a Working Group is transferred to the individual themed information sessions, where agencies, stakeholders, residents and businesses can participate in those themes of interest. The broader discussion and interests can have a larger representation. The Steering Committee and Working Group Attachment #1 has been updated to reflect this modification.

The Public Engagement Plan under Attachment #5 provides further details on the themed information sessions, ongoing consultation and timelines to submit comments for the project.

## **E. Strategic Priorities**

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### **1. Communication and Engagement**

We will enhance communications and engagement between Town Staff, Town residents and stakeholders

### **2. Organizational Excellence**

We will continually seek out ways to improve the internal organization of Town Staff and the management of Town assets.



### **3. Community**

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

### **4. Quality of Life**

We will foster a high quality of life for full-time and part-time residents of all ages and stages, while welcoming visitors.

## **F. Environmental Impacts**

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Environmental policies will be updated and enhanced to current Provincial Policy, Provincial Plans, and the County of Grey Official Plan. Consultation will be received from the Grey Sauble and Nottawasaga Valley Conservation Authorities. More detailed environmental impacts will be considered in future staff reports.

## **G. Financial Impacts**

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The Town of The Blue Mountains 2021 Budget includes \$410,000 for the Official Plan 5-year review project. The Budget covers the Salary and Benefits for in house work as well as utilizing outside consultants for expertise on Background Policy Papers related to the project components identified in this report. The budget accommodates the completion of Phase 1 and Phase 2 of the project only. Phase 3 is subject to future Council and Budget consideration for 2023.

## **H. In Consultation With**

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Trevor Houghton, Manager of Community Planning  
Nathan Westendorp, Director of Planning and Development Services  
Senior Management Team  
Official Plan Steering Committee

## **I. Public Engagement**

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The topic of this Staff Report has been the subject of a Statutory Public Meeting which took place on July 12, 2021. Those who provided comments at the Public Meeting including anyone who has asked to receive notice regarding this matter, has been provided notice of this Staff Report. The topic of this Staff Report will also be the subject of a future Public Open House and Public Meeting to consider the proposed changes to the Official Plan. Comments on this project may be submitted at any time and are requested prior to or at the Public Meeting.

Any comments regarding this report should be submitted to Shawn Postma at [planning@thebluemountains.ca](mailto:planning@thebluemountains.ca)

## **J. Attached**

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Attachment #1	Steering Committee Terms of Reference
Attachment #2	Project Terms of Reference and (Summary)
Attachment #3	Project Terms of Reference (Detailed Tasks)
Attachment #4	Roles of Staff and Roles of Consultants
Attachment #5	Public Consultation and Council Engagement Plan

Respectfully submitted,

Shawn Postma, MCIP RPP  
Senior Policy Planner

Trevor Houghton, MCIP RPP  
Manager of Community Planning

Nathan Westendorp, MCIP RPP  
Director of Planning and Development Services

For more information, please contact:  
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### Report Approval Details

Document Title:	PDS.21.152 Official Plan 5 Year Review Project Update - Terms of Reference and Committee Structure.docx
Attachments:	<ul style="list-style-type: none"><li>- ATT 1 -Steering Committee Terms of Reference.docx</li><li>- ATT 2 -Project Terms of Reference (SUMMARY).docx</li><li>- ATT 3 -Project Terms of Reference (Detailed List).xlsx</li><li>- ATT 4 - Project Roles and Responsibilities.docx</li><li>- ATT 5 - Public Consultation and Council Engagement REV.docx</li></ul>
Final Approval Date:	Nov 23, 2021

This report and all of its attachments were approved and signed as outlined below:

**Trevor Houghton - Nov 22, 2021 - 4:00 PM**

**Nathan Westendorp - Nov 23, 2021 - 9:13 AM**