

To: Town of Aylmer  
46 Talbot Street West  
Aylmer, ON N5H 1J7

From: Stantec Consulting Ltd.  
400-1305 Riverbend Road  
London, ON N6K 0J5

Project/File: 161414517

Date: August 2, 2024

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**Reference: Aylmer Settlement Area Boundary Expansion – Background Review & Existing Conditions**

Stantec has been retained by the Town of Aylmer, to assist in the assessment of candidate lands for inclusion in the Town’s anticipated corporate and settlement area boundary expansion. This memo has been prepared to outline the existing conditions in a land use context, as part of Phase 1 in the scope of work for this project. The primary objective of this stage is to assess and summarize the Town’s existing conditions as they pertain to land needs, as well as position this work within the current land use policy framework and landscape.

## **SUMMARY OF EXISTING CONDITIONS**

The Town of Aylmer is situated in southwestern Ontario, approximately 45 km southeast of the City of London, and 17 km east of the City of St. Thomas. It is a lower-tier municipality within the County of Elgin and is encircled by the Township of Malahide – a neighbouring lower-tier municipality. According to Schedule ‘A’ Land Use in the County of Elgin Official Plan (OP), Aylmer is classified as a Tier 1 Settlement Area. Based on the hierarchy of settlement areas within the County, as per Section B2.5 in the County’s OP, Tier 1 Settlement Areas will support the majority of new growth within the County as a consequence of having full municipal water and sewage services.

As a geographically small municipality, the Town of Aylmer has long been reliant upon intensification, and the development of a limited number of vacant properties to accommodate growth. Historically, the Town has consistently faced challenges regarding an insufficient and limited land supply within its settlement area. The Town is further restricted in its ability to readily expand its settlement area boundary to address this issue, given that the Town’s settlement area boundary is the same as its corporate boundary. As such, any expansion of Aylmer’s settlement area would require inter-municipal coordination, and an acquisition of lands from the surrounding Township of Malahide. In recent years, the Town of Aylmer has undergone two (2) corporate boundary expansions to expand their settlement area and to accommodate growth; the first being enacted through By-law No. 33-93, and the second, more recent expansion was enacted through By-law No. 41-16. The second expansion involved the annexation and transfer of the Elgin Innovation Centre (EIC) Lands from the Township of Malahide, to the Town of Aylmer.

While previous municipal boundary adjustments have been made, under the authority of Section 173 of the Municipal Act, 2001, S.O. 2001, c. 25 (herein “Municipal Act”), these adjustments have been relatively modest in scale. Given the complexity of the process and based on a review of recent CAO reports to Council, it is our understanding that the Town of Aylmer is in a position of considering a larger corporate

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boundary adjustment this time around. To our understanding, the Town is of the opinion that negotiations for a larger-scale boundary expansion would ensure that infrastructure and servicing investments to new lands would be at a scale that is worthwhile. Nothing in the Municipal Act prevents a municipality from advancing a restructuring proposal for a timeframe that considers growth beyond a 25–30-year period. Further to this, the new Draft Provincial Planning Statement (Draft PPS), 2024 contains policies that would permit municipalities to plan for land supply beyond the current limit of a 25-year planning horizon. Such policies would provide greater flexibility, by requiring planning authorities to maintain sufficient land supply (both residential and employment lands) for a time horizon of 20-30 years (Draft PPS, 2024, S. 2.1.3). The new Draft PPS, 2024 would also allow for the planning of infrastructure, public service facilities, strategic growth areas, and employment areas to extend beyond this new time horizon (Draft PPS, 2024, S. 2.1.3).

## **REVIEW OF EXISTING STUDIES**

Multiple reports and studies have been conducted in recent years to assess Aylmer's residential and employment land needs based on growth forecasts. A summary of each report is provided below.

### **Town of Aylmer Land Needs Study, 2016**

In 2016, Monteith Brown Planning Consultants prepared a Land Needs Study for the Town of Aylmer. The report confirmed and quantified land needs for future residential, commercial, and industrial purposes within the Town over the next 20-year planning horizon between 2016 and 2036.

Findings of this report concluded that while there was a sufficient supply of land to meet projected residential needs over the 20-year horizon, long-term demands would need to be met through a surplus of the medium-term supply. Further, at the time of this report, it was noted that the Town was heavily reliant upon a limited number of parcels to meet future demand. The projected supply was based on an assumption that all vacant residential parcels will develop over the stated planning horizon of 20 years. This placed the Town in a precarious position, as its ability to accommodate growth was highly contingent upon the realization and development of all vacant parcels. Due to the perceived risks associated with volatile external factors, the report recommended that the Town acquire additional residential lands (>10 ha in area) to ensure a range of housing choice/location, and to create a more robust housing stock that is well-equipped to pivot from unforeseen challenges/setbacks in residential development.

The study also found through its analysis that the Town had a shortage of 31.9 ha (78.8 ac) of industrial lands. Such conclusion was based on industrial land supply at the time of the study, after discounting for the probability of development, and the projected demand based on the historic industrial land absorption rates. Additionally, the study found that there was a shortage of lands for commercial purposes, with indications of 'significant demand' for commercial lands in the Town. However, no specific quantity for projected commercial land needs was provided. The report advised that additional commercial and industrial lands would be needed to place the Town in a position to take advantage of emerging opportunities for economic growth, citing the availability of larger parcels as a necessity for attracting major investments in the Town.

The work completed by Monteith Brown also includes a preliminary evaluation of potential lands outside of its settlement area and corporate boundary, which may be well-suited for residential, commercial, and industrial uses to meet future land needs. The report highlights potential alternative directions in which the Town's boundary may expand (see Section 9.1 of the report). The intended future use of potential parcels (i.e., residential, commercial, industrial) to accommodate projected growth, as shown in Figure 4 of the report, is largely based on land use compatibility with existing uses abutting, and within, the existing

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settlement area boundary at the time of the report. Through this preliminary analysis, the report notes that a wider selection of parcels for residential development may be available, compared to parcels for commercial or industrial purposes which tend to be more location sensitive. In other words, based on the selection of potential abutting lands/parcels which have been identified as alternative directions for growth and inclusion into Aylmer's municipal boundary, the vast majority would be suited for residential use as opposed to commercial or industrial uses. Figure 4 of the 2016 Land Needs Study report illustrates the potential directions for boundary adjustment, as well as their intended/suitable future land use.

Table 12 in the report provides a preliminary assessment of potential lands/areas for inclusion into Aylmer's corporate and settlement area boundary, with additional information regarding basic characteristics of these areas. The table includes a brief assessment of each identified area against the locational criteria for settlement area expansions, as set out in the County of Elgin's OP (S. B2.8.3). These locational criteria will also be used for the current boundary adjustment project, as required by the County's OP, in the creation of a scoring methodology for parcel evaluation as part of Phase 2.

While the specific quantity of land needs may have changed over time, many of the general themes and challenges outlined in this report persist, as evident in the updated 2024 growth projections completed by Watson & Associates (see summary below). As certain components remain relevant, our work will build upon the 2016 Land Needs Study conducted by Monteith Brown.

### **Elgin County Population, Housing and Employment Forecasts and Associated Land Needs Analysis, 2022**

Hemson, with subconsultant Stantec, prepared a report providing a long-range growth outlook for the County and its lower-tier municipalities. The report is dated June 2022, and it was prepared ahead of a formal comprehensive review process undertaken by Elgin County to update its Official Plan. In addition to population, housing, and employment forecasts, the report includes a land needs assessment for a 30-year planning horizon consistent with the Provincial Policy Statement, 2020 (PPS, 2020), up to the year 2051.

Results of the land needs assessment concludes that the overall residential land supply across the County, is sufficient in accommodating the forecasted growth up to 2051. In fact, the report states that the rate of housing growth in the County is expected to outpace the rate of population growth over the next 30 years. However, findings of the report indicate that the Town of Aylmer will be an exception. While other local municipalities will have a surplus of residential land supply, Aylmer faces a deficit of 21 ha of residential land supply to accommodate its long-term demand – which is equivalent to approximately 600 new homes.

As per recommendations in the report, one of the options for addressing Aylmer's deficit in residential land supply includes the expansion of its settlement area boundary. The report states that this course of action would require a more detailed analysis of the feasibility and prime location/direction for such expansion. The scope of work for the current boundary adjustment project will follow suit with the recommendation of completing a detailed analysis, as mentioned in the Hemson report.

However, it is worth noting, that while the 2016 Land Needs Study for the Town of Aylmer indicates a significant shortage of commercial and industrial lands to the time horizon of 2036, the 2022 Elgin County land needs assessment found that the County's employment area land supply is sufficient to accommodate the forecasted employment growth up to 2051. As per the 2022 report, this conclusion applies both County-wide and at the local level. This finding, which differs from the conclusions drawn from the 2016 Land Needs Study for Aylmer, may be in part due to the annexation of the EIC Lands in 2016 for incorporation

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into Aylmer's municipal and settlement area boundary, which would have increased the supply of employment lands in Aylmer.

In light of Volkswagen's announcement to establish a proposed electric vehicle (EV) battery plant in St. Thomas, and with consideration for the potential impacts of this major economic investment on long-term growth prospects and land needs, County Staff requested that an addendum to Hemson's original report be undertaken. Despite a re-evaluation of the conclusions and recommendations made in the 2022 report, Hemson confirmed through their 2023 addendum that the proposed major new industrial development would not change their previous recommendations. The addendum confirmed that the conclusions and land needs determined in the 2022 report, which stated that the County had an overall surplus of residential and employment lands to accommodate the projected growth up to 2051, still stands. That said, as of the 2023 addendum, Aylmer's 21 ha deficit in residential land supply also remains unchanged.

### **Town of Aylmer Growth Projections Update, 2024**

The Growth Projections Update report for the Town of Aylmer, completed by Watson & Associates Economists Ltd. (Watson & Associates), represents the most recent, relevant, and up-to-date report/study on growth forecasts and land needs analyses for the Town. As such, this report/study will inform much of the basis and justification for the quantity of land Aylmer requires to meet future demand. This information will be used to determine the appropriate and desired scale of boundary expansion for the Town's current boundary adjustment project being undertaken. The Growth Projections Update report is dated January 2024, and provides an update to the population, housing and employment forecast, as well as consequent land needs to accommodate this growth, based on a planning horizon of the next 25 to 30 years. The assessment of land needs was based on a 25-year planning horizon, as per provincial directives within the PPS, 2020.

The study projects a level of residential and non-residential (i.e., employment) growth that is higher than what has been observed historically. Based on its growth forecasts, the report concludes that there will be a greater need for urban lands in Aylmer over the next 25-year planning horizon to accommodate this growth. Specifically, the report indicates that an additional 28 gross ha (16 net ha) of urban land is required for residential and community-serving employment (e.g., commercial) uses, while an additional 12 gross ha of Employment Area land (e.g., industrial) will be needed. This totals to a projected 40 gross ha of additional urban land that will be required in Aylmer, based on the report's forecast for a 25-year planning horizon. The report notes that analysis for a 30-year planning horizon, as established in the 2022 Elgin County OP review, results in the total urban land needs for Aylmer (i.e., residential plus non-residential) increasing to 63 gross ha.

While the report quantifies Aylmer's projected urban land needs over the next 25 to 30 years, conclusions of the report suggests that the Town may wish to expand their corporate boundary such that the ultimate land area included in the expansion/adjustment is 'well beyond' the 25-year planning horizon. As mentioned previously, nothing in the Municipal Act prevents a municipality from advancing a restructuring proposal for a timeframe that considers growth beyond a 25–30-year planning horizon. The current 25-year planning horizon indicated in the PPS, 2020 (S. 1.1.2), and the 20–30-year horizon in the new Draft PPS, 2024 (S. 2.1.3), refers to planning for a sufficient urban land supply up to the respective time horizon(s). Such policies apply to the planning for urban land supply within a settlement area, but do not restrict a municipality's ability to plan for infrastructure, public service facilities, and employment areas beyond the 25-year horizon (PPS, 2020, S.1.1.2). Further, in the new Draft PPS, 2024, municipalities would be permitted to plan for infrastructure, public service facilities, strategic growth areas, and employment areas beyond the 20–30-year horizon (PPS, 2024, S. 2.1.3).

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Through this boundary adjustment process/project, there is flexibility in terms of extending Aylmer's corporate boundary beyond the intended new settlement area boundary, and there is the potential for a corporate boundary expansion larger than the settlement area boundary expansion. In this scenario, additional lands would be incorporated into Aylmer's corporate boundary, in excess of the projected needs for a 25-year planning horizon, and in excess of the amount of land that will be added to Aylmer's settlement area boundary.

However, it is important to be mindful that an undue, excessively large corporate boundary expansion, for a horizon 'well beyond' the 25-year planning horizon, may result in undesirable and unintended consequences. For instance, it may provide grounds for land speculation in areas located between the new settlement area boundary and the new corporate boundary, when established.

The results of the land needs analysis from this report, while different from previous studies, reflects the most up-to-date projections for Aylmer. As such, conclusions of this report will form the basis for current work being undertaken. It will help establish a recommendation for the ultimate size, configuration, and location of the preferred corporate boundary expansion for the Town. The findings of this report, establishes a premise for negotiating the size of the proposed corporate boundary expansion with Malahide.

## **REVIEW OF RELEVANT POLICY**

To position this project within a volatile and constantly evolving policy landscape, the following documents have been reviewed to ensure that any work undertaken complies with Provincial, County, and Local policies. New policies, which are not yet in effect but are anticipated to be implemented in the near future, have also been reviewed to determine project implications. A more fulsome review of policies and associated project implications are included as **Appendix A, B, and C** to this memo below.

A list of the policy documents reviewed include:

- Provincial Policy Statement, 2020 (PPS, 2020) (*In effect*)
- New Draft Provincial Planning Statement, 2024 (PPS, 2024) (*Not yet in effect – anticipated August 2024 implementation*)
- County of Elgin Official Plan, 2015 (*In effect*)
- New Elgin County Official Plan, 2024 (*Not yet in effect – Plan adopted May 2024, awaiting MMAH approval*)
- Town of Aylmer Official Plan, 2021 (*In effect*)

Based on this review, a few notable discrepancies between existing policies and new draft policies were identified, namely at the Provincial and County levels. These changes would be introduced by the new Draft PPS, 2024 and the new Elgin County OP, 2024, respectively. While not yet in effect, we anticipate that such policies will be approved and implemented in the near future – likely prior to the initiation of boundary expansion negotiations with the Township of Malahide. As such, part of our due diligence work includes a high-level summary and highlight of relevant key policy changes, which may affect the boundary expansion process and related considerations.

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

- **Planning horizon timeframes (Provincial Level):** whereas current policies within the existing PPS, 2020 require sufficient land to be made available for a time horizon of up to 25 years (S.1.1.2), the new Draft PPS, 2024 contains policies that require sufficient land be made available for projected needs over a time horizon of 20 to 30 years (S.2.1.3). While policies in both permit the planning for infrastructure, public service facilities, and employment areas beyond each respective time horizon, the new Draft PPS, 2024 now contains wording to also permit the planning for strategic growth areas beyond the stated time horizon. This provides increased flexibility in terms of planning for projected growth, as such wording essentially allows the planning for residential lands/uses (within mixed use strategic growth areas) to also extend beyond the stated 20-30-year planning horizon. Further, while the existing PPS, 2020 emphasizes that sufficient land is to be made available through intensification and redevelopment, and through designated growth areas (e.g., greenfields) only when necessary, the new Draft PPS, 2024 does not have this same emphasis.
- **Comprehensive review requirement for settlement area expansions (Provincial Level):** the new Draft PPS, 2024 still contains a list of criteria to consider when identifying a new settlement area or allowing the expansion of an existing one (S.2.3.2.1). These criteria are similar to the ones listed in the current PPS, 2020 (S.1.1.3.8) (see **Appendix A**). However, in the new Draft PPS, 2024, settlement area expansions and the identification of new settlement areas, may occur outside of a comprehensive review (PPS, 2024, S.2.3.2.1). Upon implementation of the new Draft PPS, 2024, the requirement that settlement area boundary expansions may only take place at the time of a comprehensive review (PPS, 2020, S.1.1.3.8), would essentially be 'waived'.
- **Phasing requirements (Provincial & County Level):** while phasing of new development was more generally encouraged as good planning practice in existing policy documents, new policies within the Draft PPS, 2024 and Elgin County OP, 2024 now contain explicit wording to address the phasing of new development. For instance, one of the criteria that must be considered for settlement area boundary expansions, based on policies of the new Draft PPS, 2024, is that new or expanded settlement areas must provide for the phased progression of urban development (S.2.3.2.1 i). The new County OP, 2024 also contains policies regarding the phasing of new development in designated growth areas (S.2.4) and requires all local Official Plans to establish policies addressing the scale and phasing of new development in settlement areas, based on servicing level and availability of general amenity (S.2.5). Should the new Draft PPS, 2024 and new County OP, 2024 come into effect in the near future, these policies will be important to consider when determining the scale of the proposed corporate boundary adjustment/expansion. A larger boundary expansion would result in more vacant, greenfield lands that would be subject to these phasing policies.
- **Restrictions on settlement area creation and settlement area boundary expansions (County Level):** new policies in the Elgin County OP, 2024 would further restrict growth to Tier 1 settlement areas upon implementation. Such policies state that the establishment of new settlement areas would not be permitted within the County, and that expansions to Tier 2 or 3 settlement areas will not be permitted until such time as full municipal services are available to service that settlement area (S.2.7). Should the new Elgin County OP, 2024 be approved by MMAH and come into effect, this would limit the ability for the Township of Malahide's settlement areas to expand until such time as full municipal services are provided. While Aylmer is a Tier 1 settlement area, the settlement areas in Malahide are all either Tier 2 or 3, as per Table 3 in the current County of Elgin OP, 2015. Should these new policies come into effect, growth and expansion would be further directed to Aylmer.

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

- **Land supply sufficiency (County Level):** policies in the current County of Elgin OP, 2015 state that the County has a significant surplus of residential and employment lands, which would be more than enough to accommodate the projected population and employment growth up to the 2031 planning horizon (S.B2.4). New policies in the Elgin County OP, 2024 renege on this conclusion, by confirming that there is a surplus of urban lands in all local municipalities up to the planning horizon of 2044, except for Aylmer (S.2.2). The newly adopted Elgin County OP, 2024 (which is still awaiting MMAH approval), states that Aylmer will have a deficit of 20.8 gross ha of land supply to accommodate projected growth (Table 1 in new County OP, 2024). In contrast, the new County OP states that the neighbouring Township of Malahide will have a surplus of 29.4 gross ha of land supply (Table 1 in new County OP, 2024). Upon implementation of the new County OP, such policies and data would further support the rationale for a settlement area boundary expansion for the Town, with acknowledgement for Aylmer's land deficit, and will provide support during the negotiations phase.
- **Permission to remove lands from agricultural designations for the purpose of settlement area boundary expansions (County Level):** this change is not new in a provincial context, where both the PPS, 2020 (S.2.3.5.1) and Draft PPS, 2024 (S.4.3.4.1) permit the removal of prime agricultural lands from an agricultural designation, for the expansion or establishment of settlement areas. However, the current County OP, 2015 does not contain any policies that grant similar permissions. That said, similar provisions are included in the new County OP, 2024 (S.3.12), which upon implementation, would permit the conversion of agriculturally designated lands for the purposes of settlement area expansions.

As the upper-tier municipality, Elgin County is the approval authority for Local Official Plans and Official Plan Amendments, which would include any settlement area boundary adjustments. To that end, any expansion of a settlement area boundary must conform to policies of the County OP (County of Elgin OP, 2015, S.F10.2). The expansion of a settlement area, such as the one currently being contemplated for Aylmer, requires a County Official Plan Amendment as per Section B2.8.4 in the County of Elgin OP, 2015.

According to Schedule 'A' in the 2015 County OP, the lands surrounding Aylmer's settlement area boundary is primarily designated as 'Agricultural Area'. Based on the County's OP (2015) policies:

*C2.2 All lands designated Agricultural Area as shown on Schedule A to this Plan apply to lands that are not otherwise designated as Settlement areas. These lands are considered to be the County's prime agricultural area as defined.*

Policies within the new County OP, 2024 reflect a similar narrative:

*5.1 The Rural Area is composed of all lands outside of designated settlement areas and is made up of:*

*a) The Agricultural Area, which constitutes the County's prime agricultural area under provincial policy*

Thus, based on these policies and schedules/mapping, it is evident that Aylmer is embedded in, and surrounded by, prime agricultural lands. While the removal of prime agricultural lands for the purposes of settlement area boundary expansions are permitted, as per Provincial policy (PPS, 2020, S. .2.3.5.1), it is the intent of the County to protect its prime agricultural area from fragmentation (County OP, 2015, C2.1 c). Similar themes are apparent in the new County OP, 2024, which state:

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

*2.0 d) Restrict non-agricultural and non-resource extraction development outside of settlement areas to prevent the ad hoc fragmentation of the land, and urbanization for the countryside.*

Other Provincial policies assert, that during the assessment of settlement area boundary expansions within prime agricultural areas, as is the case with Aylmer, the following criteria are met:

1. The lands being incorporated into a settlement area must not comprise specialty crop areas (PPS, 2020, 1.1.3.8 c);
2. Alternative options and locations for expansion have been evaluated, and no reasonable alternatives exist in which expansion may occur on lower priority agricultural lands, or which prime agricultural areas can be avoided altogether (PPS, 2020, 1.1.3.8 c); and
3. The impacts from new or expanding settlement areas on agricultural operations located adjacent or close to the settlement area are mitigated to the extent feasible (PPS, 2020, S.1.1.3.8 e).

Through the development of a scoring methodology as part of Phase 2, the assessment of all candidate parcels/lands for inclusion into Aylmer's settlement area will have consideration for the listed criteria above, others listed in Section 1.1.3.8 of the PPS, 2020, as well as the County's locational criteria for settlement area expansions, as set out in Section B2.8.3 of the County OP, 2015. If MMAH approves the newly adopted Elgin County OP, 2024, then the locational criteria for settlement area expansions in Section 2.10 of the new County OP, 2024, will need to take precedence for the creation of the parcel scoring methodology. Likewise, the same applies if the new Draft PPS, 2024 is approved and implemented; the criteria listed under Section 2.3.2.1 in the new Draft PPS, 2024, would take precedence over the existing criteria listed under Section 1.1.3.8 of the PPS, 2020 when considering candidate parcels of land for inclusion into Aylmer's new settlement area boundary.

## **CONCLUSIONS & NEXT STEPS**

A background review of existing conditions, previous reports and studies, and relevant policies, helps to establish a framework and foundation for future work to be built upon. Key points from this background review are summarized in this memo, which concludes Phase 1 of the project. Ultimately, assessment of candidate parcels to develop a recommendation for the preferred boundary expansion, will include three key components: the direction of growth; the size and scale of boundary expansion; and the configuration of this boundary adjustment. Subsequent phases of the project will build upon this background review in the following ways:

- This work will build upon previous work completed in the 2016 Aylmer Land Needs Study, particularly where a preliminary assessment of surrounding lands and potential directions for growth have been identified;
- The 2022 Elgin County population and employment forecasts, and the 2024 updated Aylmer growth projections will be used to inform the size and scale of the desired boundary expansion; and
- Relevant existing and anticipated policies at the Provincial, County, and Local levels will be used to help develop our scoring methodology for candidate parcels, forming the basis of our scoring approach.



**Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions**

Phase 2 consists of the development of a scoring methodology to score candidate parcels, once they have been identified in subsequent phases. The scoring methodology will be based on a number of factors and criteria, including but not limited to:

- Criteria for settlement area boundary expansions, as listed in Section 1.1.3.8 and 1.1.3.9 of the PPS, 2020;
- Locational criteria for settlement boundary expansions, as set out in the County of Elgin Official Plan, 2015 (S. B2.8.3);
- Consideration for the priority of intended land use required (e.g., parcels suitable for residential, vs commercial or industrial), and which type of lands (i.e., residential, commercial, industrial) are in the greatest deficit over the short, medium and long term, with the greatest demand and urgency to increase supply. This order of priority will be based on existing data accumulated from previous reports and studies;
- Consideration for the ideal or desirable size and scale of the boundary expansion, accounting for the Town and County's growth projections and land needs analyses. Also being mindful of the risk for land speculation, which may be heightened by an undue major corporate boundary expansion that is inappropriate for the projected rate of growth;
- Consideration for the ratio of the size of corporate boundary expansion vs. size of settlement area boundary expansion, and whether these boundaries will be expanded concurrently (i.e., the new corporate boundary will continue to be the new settlement area boundary for Aylmer);
- Existing use(s) and condition of the land parcels surrounding/abutting Aylmer's current settlement area boundary, which may be considered for inclusion;
- Consideration for development constraints of newly incorporated lands (i.e., new candidate parcels that the Town is hoping to add into the corporate boundary). Development constraints may include hazard lands (e.g., floodplains, watercourses, and other Conservation Authority Regulated Lands), natural heritage features on or adjacent to candidate parcels (e.g., significant woodlands, wetlands or other water bodies), etc., which may reduce the development potential of a land parcel;
- Presence of surrounding agricultural operations and livestock facilities, given consideration for MDS requirements;
- Ability for candidate parcels to be connected to municipal servicing (i.e., capacity and feasibility of servicing extensions in a certain direction of growth/boundary expansion), as well as associated costs and timeframes in which such extensions can be completed; and
- Geotechnical and soil conditions of the surrounding land parcels, which may influence future development, as well as ease of establishing new municipal servicing connections.

While this list is not exhaustive, it serves as a starting point for the development of a scoring methodology as part of Phase 2.

Reference: **Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions**

Best regards,

**STANTEC CONSULTING LTD.**

A handwritten signature in black ink, appearing to read "Sharon Yin", is written over a thin red horizontal line. The signature is stylized and cursive.

**Sharon Yin** BA  
Urban Planner  
Phone: (519) 675-6673  
sharon.yin@stantec.com

Attachment: [Attachment]

## Appendix A Provincial Policy Review Summary

<b>EXISTING POLICY</b> <i>Provincial Policy Statement (PPS), 2020</i>	<b>DRAFT POLICY</b> <i>Provincial Planning Statement (Draft PPS), 2024</i> <i>*Not Yet in Effect</i>	<b>PROJECT IMPLICATIONS</b>
<b>Settlement Areas (and Settlement Area Boundary Expansions)</b>		
<p><b>1.1.3.1</b> Settlement areas shall be the focus of growth and development.</p>	<p><b>2.3.1.1</b> Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.</p>	<p>Aylmer is a Tier 1 Settlement Area in the County of Elgin.</p>
<p><b>1.1.3.8</b> A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:</p> <ul style="list-style-type: none"> <li>a) sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;</li> <li>b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;</li> <li>c) in prime agricultural areas: <ul style="list-style-type: none"> <li>1. the lands do not comprise specialty crop areas;</li> <li>2. alternative locations have been evaluated, and</li> </ul> </li> <li>i. there are no reasonable alternatives which avoid</li> </ul>	<p><b>2.3.2.1</b> In identifying a new settlement area or allowing a settlement area boundary expansion, planning authorities shall consider the following:</p> <ul style="list-style-type: none"> <li>f) the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses;</li> <li>g) if there is sufficient capacity in existing or planned infrastructure and public service facilities;</li> <li>h) whether the applicable lands comprise specialty crop areas;</li> <li>i) the evaluation of alternative locations which avoid prime agricultural areas and, where avoidance is not possible, consider reasonable alternatives on lower priority agricultural lands in prime agricultural areas;</li> <li>j) whether the new or expanded settlement area complies with the minimum distance separation formulae;</li> <li>k) whether impacts on the agricultural system are avoided, or where avoidance is not possible, minimized and mitigated to the extent feasible as determined through an agricultural impact assessment or equivalent analysis, based on provincial guidance; and</li> </ul>	<p>Upon implementation of the new Draft PPS, 2024, settlement area boundary expansions may occur outside of a comprehensive review – which means such expansions may occur at any time, given that the listed criteria under this section are considered and demonstrated.</p> <p>Until such time, a settlement area boundary expansion may only occur at the time of a comprehensive review.</p>

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

<p>ii. prime agricultural areas; and there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;</p> <p>d) the new or expanding settlement area is in compliance with the minimum distance separation formulae; and</p> <p>e) impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible.</p> <p>In undertaking a comprehensive review, the level of detail of the assessment should correspond with the complexity and scale of the settlement boundary expansion or development proposal.</p>	<p>l) the new or expanded settlement area provides for the phased progression of urban development.</p>	
<p><b>1.1.3.9</b> Notwithstanding policy 1.1.3.8, municipalities may permit adjustments of settlement area boundaries outside a comprehensive review provided:</p> <p>a) there would be no net increase in land within the settlement areas;</p> <p>b) the adjustment would support the municipality's ability to meet intensification and redevelopment targets established by the municipality;</p> <p>c) prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and</p> <p>d) the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.</p>	<p><b>2.3.2.2</b> Notwithstanding 2.3.2.1.b), planning authorities may identify a new settlement area only where it has been demonstrated that the infrastructure and public service facilities to support development are planned or available.</p>	<p>Availability of planned or existing Infrastructure and public service facilities, including municipal servicing, will be a major factor in scoring candidate parcels for inclusion into Aylmer's new corporate and settlement area boundaries.</p>

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

<b>Agriculture</b>		
<p><b>2.3.5.1</b> Planning authorities may only exclude land from prime agricultural areas for expansions of or identification of settlement areas in accordance with policy 1.1.3.8.</p>	<p><b>4.3.4.1</b> Planning authorities may only exclude land from prime agricultural areas for expansions of or identification of settlement areas in accordance with policy 2.3.2.</p>	<p>Although Aylmer is situated in prime agricultural areas, these policies permit the removal of lands from the agricultural designation for the purposes of a settlement area boundary expansion.</p>
<b>Planning for People and Homes (Land Supply – Housing &amp; Employment)</b>		
<p><b>1.1.2</b> Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a provincial plan, that time frame may be used for municipalities within the area.</p> <p>Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas.</p> <p>Nothing in policy 1.1.2 limits the planning for infrastructure, public service facilities and employment areas beyond a 25-year time horizon.</p>	<p><b>2.1.3</b> At the time of creating a new official plan and each official plan update, sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years, informed by provincial guidance. Planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this time horizon.</p> <p>Where the Minister of Municipal Affairs and Housing has made a zoning order, the resulting development potential shall be in addition to projected needs over the planning horizon established in the official plan. At the time of the municipality's next official plan update, this additional growth shall be incorporated into the official plan and related infrastructure plans.</p>	<p>Changes to the mandated planning horizon for maintaining sufficient land supply in municipalities. Upon implementation of the new Draft PPS, 2024, there will be increased flexibility in planning for growth, up to a longer time horizon.</p> <p>Possible implications include the potential for justifying a larger settlement area boundary expansion.</p>
<p><b>1.4.1</b> To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:</p> <ul style="list-style-type: none"> <li>a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and</li> <li>b) maintain at all times where new development is to occur, land with servicing</li> </ul>	<p><b>2.1.4</b> To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:</p> <ul style="list-style-type: none"> <li>a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and</li> <li>b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units</li> </ul>	<p>Policies to consider when evaluating size and quantity of candidate parcels for inclusion, which are to be designated for residential use.</p>

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

<p>capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.</p>	<p>in draft approved or registered plans.</p>	
<p><b>1.4.2</b> Where planning is conducted by an upper-tier municipality:</p> <ul style="list-style-type: none"> <li>a) the land and unit supply maintained by the lower-tier municipality identified in policy 1.4.1 shall be based on and reflect the allocation of population and units by the upper-tier municipality; and</li> <li>b) the allocation of population and units by the upper-tier municipality shall be based on and reflect provincial plans where these exist.</li> </ul>	<p><b>2.1.5</b> Where planning is conducted by an upper-tier municipality, the land and unit supply maintained by the lower-tier municipality identified in policy 2.1.4 shall be based on and reflect the allocation of population and units by the upper-tier municipality.</p>	<p>Will need to account for the 2022 Elgin County population and employment projections, and land needs assessment.</p>
<p><b>Employment</b></p>		
<p><b>1.3.1</b> Planning authorities shall promote economic development and competitiveness by:</p> <ul style="list-style-type: none"> <li>c) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;</li> <li>d) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;</li> <li>e) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including</li> </ul>	<p><b>2.8.1.1</b> Planning authorities shall promote economic development and competitiveness by:</p> <ul style="list-style-type: none"> <li>a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;</li> <li>b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;</li> <li>c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment</li> </ul>	<p>Potential justification for maintaining a larger supply of lands designated for employment use.</p>

**Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions**

<p>market-ready sites, and seeking to address potential barriers to investment</p>		
<b>Coordination</b>		
<p><b>1.2.1</b> A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including:</p> <ul style="list-style-type: none"> <li>a) managing and/or promoting growth and development that is integrated with infrastructure planning;</li> <li>b) economic development strategies;</li> <li>g) population, housing and employment projections, based on regional market areas; and</li> <li>h) addressing housing needs in accordance with provincial policy statements such as the Policy Statement: Service Manager Housing and Homelessness Plans.</li> </ul>	<p><b>6.2.1</b> A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies, boards, and Service Managers including:</p> <ul style="list-style-type: none"> <li>a) managing and/or promoting growth and development that is integrated with planning for infrastructure and public service facilities, including schools and associated child care facilities;</li> <li>b) economic development strategies;</li> <li>g) population, housing and employment projections, based on regional market areas, as appropriate; and</li> <li>h) addressing housing needs in accordance with provincial housing policies and plans, including those that address homelessness.</li> </ul>	<p>The Town of Aylmer will work with the County of Elgin, and the neighbouring Township of Malahide in this boundary adjustment process.</p>
<p><b>1.2.4</b> Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:</p> <ul style="list-style-type: none"> <li>a) identify and allocate population, housing and employment projections for lower-tier municipalities. Allocations and projections by upper-tier municipalities shall be based on and reflect provincial plans where these exist and informed by provincial guidelines;</li> <li>b) identify areas where growth or development will be directed, including the identification of nodes and</li> </ul>	<p><b>6.2.9</b> Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:</p> <ul style="list-style-type: none"> <li>a) identify and allocate population, housing and employment projections for lower tier municipalities;</li> <li>b) identify areas where growth and development will be focused, including strategic growth areas, and establish any applicable minimum density targets;</li> <li>c) identify minimum density targets for growth and development taking place in new or expanded settlement areas, where applicable; and</li> </ul>	<p>Aylmer will work with the County in this regard.</p>

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<p>the corridors linking these nodes;</p> <p>c) identify targets for intensification and redevelopment within all or any of the lower-tier municipalities, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted in accordance with policy 1.1.3.8;</p> <p>d) where major transit corridors exist or are to be developed, identify density targets for areas adjacent or in proximity to these corridors and stations, including minimum targets that should be met before expansion of the boundaries of settlement areas is permitted in accordance with policy 1.1.3.8; and</p> <p>e) provide policy direction for the lower-tier municipalities on matters that cross municipal boundaries.</p>	<p>d) provide policy direction for the lower-tier municipalities on matters that cross municipal boundaries.</p>	
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Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

## Appendix B County Policy Review Summary

<b>EXISTING POLICY</b> <i>County of Elgin Official Plan, 2015 Consolidation</i>	<b>DRAFT POLICY</b> <i>Elgin County Official Plan, 2024</i> <i>*Not Yet in Effect</i>	<b>PROJECT IMPLICATIONS</b>
<b>Strategic Objectives &amp; Land Use Designations</b>		
<b>A4.1 e)</b> To focus new development in settlement areas, in accordance with the tiered settlement areas policies of Section B2.5 d) of this Plan.	<b>2.0 b)</b> Direct most new growth and development to settlement areas that can accommodate it with sufficient levels of servicing and infrastructure;	Aylmer is a Tier 1 Settlement Area in the County of Elgin.
<b>A4.1 f)</b> To allow the expansion of a settlement area boundary when appropriate justification is provided and only at the time of a comprehensive review.	<b>2.0 c)</b> In settlement areas, establish minimum density and intensification targets, and require appropriate justifications to support the expansions of urban boundaries to avoid urban sprawl and ensure the efficient use of public infrastructure;	Any future settlement area boundary expansion in Aylmer will need to meet these requirements.
<b>Growth Management</b>		
<b>B2</b> The majority of the projected population and employment growth in the County is expected to occur in the settlement areas in the County that are on full municipal services. The intent of this section of the Official Plan is to establish the policy framework that will provide the basis for co-ordinating and managing expected growth to 2031.	<b>2.1</b> It is recognized by this Plan that growth management is a key strategy to ensuring the efficient use of land and infrastructure in the County and is foundational to the creation of complete liveable communities. It is also key to preserving the County's Natural System, agricultural land base, and protecting agricultural operations from the encroachment of conflicting land uses. To that end, it is the policy of this Plan to direct the majority of population growth to the County's Settlement Areas, particularly those Settlement Areas on full municipal services, with adequate levels of commercial, employment, and institutional uses needed to serve this growth.	Both direct growth to settlement areas, such as Aylmer. Many components of this policy within the new County OP, 2024, speaks to the same themes and objectives of the current PPS, 2020. As such, the scoring methodology that will be developed in Phase 2 will have addressed elements such as the protection of the County's Natural Heritage System and agricultural land base. The protection of agricultural operations from the encroachment of conflicting land uses, will be accounted for in the scoring methodology to be developed.
<b>B2.4 c)</b> There is a sufficient supply of land designated in local Official Plans to meet the need for residential and employment land over the 20 year time period of the Plan.	<b>2.2</b> Schedule 'A' of this Plan constitutes the County Structure Plan and illustrates the urban boundaries of the County's settlement areas where population and employment growth are planned to be accommodated in the County until 2044. Due to historical planning approvals, the lands contained within these urban boundaries have the capacity to accommodate more population and employment growth than the County is	The current County OP, 2015 policies are based on outdated growth forecasts and land needs projections. The new County OP, 2024, upon implementation, would clarify that while other local municipalities have a surplus of available lands to accommodate growth, Aylmer is the only local

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	projected to need by 2044, with the exception of the Town of Aylmer where there is a deficit of lands.	municipality that has a deficit of land supply.
<b>B2.4 d)</b> The population and employment projections set out in Section B2.2 must be considered if a new settlement area or a settlement area expansion is proposed. In either case, a comprehensive review as defined by this Plan will be required, in accordance with Section B2.8 of this Plan.	No corresponding policy.	Note: the population and employment projections set out in Section B2.2 is outdated, and no longer accurately reflects land needs, as per newer, more recent growth projections indicate.  More recent population and employment forecasts will be used to justify a case for Aylmer's boundary expansion.
<b>B2.5 c)</b> This Plan establishes a hierarchy of settlement areas based on their scale, function, and the level of services that exist in each settlement.	<b>2.5</b> Within the County Structure Plan, a hierarchy of settlement areas and their associated urban boundaries have been established based on the scale, function, and the level of services that exist. This hierarchy is comprised of three tiers of settlement areas, as detailed below:	Relates to where growth is directed in the County. Aylmer is a Tier 1 Settlement Area (where the majority of growth is to be directed), while the settlement areas in Malahide are Tier 2 and 3 (lower priority in terms of where growth will be directed).
<b>B2.5 d)</b> Three tiers of settlement areas are established by this Plan as set out below:  TIER 1 Tier 1 settlement areas generally have the largest populations in the County and as a consequence have full municipal services (municipal water and sewage services). The boundaries of these settlement areas are shown on Schedule A to this Plan and are listed in Table 3. Given the type of servicing that is provided in these settlement areas and the potential for these settlement areas to be central communities where a range of uses and opportunities are and can be provided, this Plan directs the majority of new growth to Tier 1 settlement areas.  TIER 2 The second tier includes those settlement areas which are generally smaller in population than Tier 1 settlement areas and are on partial services (municipal water/individual onsite sewage services or individual on-site water/municipal sewage services). The boundaries of these settlement areas are shown on Schedule A to this	<b>2.5</b>  a) Tier I Settlements – generally have the largest populations in the County, full municipal services (municipal water and sewage services), and the highest levels of amenities and employment opportunities. The boundaries of these settlement areas are shown on the County Structure Plan. Given the level of infrastructure provided in these settlement areas and their ability to accommodate growth, this Plan directs most new growth to these settlements.  b) Tier II Settlements – includes those settlement areas which are generally smaller in population than Tier I Settlements. Tier II Settlements have limited municipal services, amenity levels, and employment opportunities. Limited development is permitted in these settlement areas given the absence of full municipal services and the lower levels of amenity and employment.	Definitions of different tiers of settlement areas for policy above.  Upon implementation of the new County OP, 2024, new development in settlement areas will be subject to phasing policies, based on what is provided in updated local official plans. Once in effect, new lands that are incorporated into Aylmer's settlement area boundary would be subject to these phasing policies, once they are implemented.

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<p>Plan and are listed in Table 3. Limited development is permitted in these settlement areas given the absence of full municipal services. Development on partial services is permitted to allow for infilling and rounding out of existing development provided that:</p> <ul style="list-style-type: none"> <li>a) the proposed development is within the reserve sewage system capacity and reserve water system capacity; and</li> <li>b) site conditions are suitable for long-term provision of such services</li> </ul> <p><b>TIER 3</b>          The third tier includes those settlement areas which are generally the smallest communities in the County, are predominately residential in function, and do not have any municipal services (i.e. services are provided by individual on-site water and sewage services). Given their size, these settlement areas are identified on Schedule A to this Plan by a symbol and are listed in Table 3. The boundaries of these settlement areas are established in the local Official Plans. Limited development (including new lot creation) is permitted in these settlement areas given the absence of full municipal services.</p>	<ul style="list-style-type: none"> <li>c) Tier III Settlements – are generally composed of the smallest communities in the County. They are predominately residential in function, and do not have any municipal services (i.e. services are provided by individual on-site water and sewage services).. Development in these settlements is limited to minor infilling and rounding out of the existing built area given the absence of full municipal services and limited urban amenities and employment opportunities.</li> </ul> <p>Every local official plan shall contain policies addressing the scale and phasing of new development in settlement areas based on servicing levels and general amenity available in each tier of settlement within the municipality.</p>	
<p><b>Settlement Areas (and Settlement Area Boundary Expansions)</b></p>		
<p><b>B2.8.1</b> The County's long term prosperity, environmental health and social well-being depends on wisely managing change and promoting efficient land use and development patterns. On this basis, the establishment of new settlement areas and settlement area expansions may only be considered at the time of a comprehensive review. Factors to consider as part of a comprehensive review include:</p> <ul style="list-style-type: none"> <li>a) sufficient opportunities are not available to accommodate growth in the settlement area, the local municipality in which the settlement area is located, and adjacent areas within the</li> </ul>	<p><b>2.7</b> The County's long-term prosperity, environmental health and social well-being depends on wisely managing change and promoting efficient land use and development patterns. To help ensure the efficient use of the County's existing urban land base, the establishment of new settlement areas is not permitted and no expansions of Tier II or III settlement areas shall be permitted until full municipal services are available to service that settlement area. Proposals to expand a Tier I settlement area boundary may be initiated by a local municipality or a development proponent but must satisfy the requirements of Subsections 2.8, 2.9, and 2.10 as well as any other requirements contained in a local official plan.</p>	<p>Relevant settlement area boundary expansion criteria and policies.</p>

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<p>County Study Area as set out in Section B2.8.2 based on the County of Elgin’s projected population and employment growth projections as referred to in Section B2.2;</p> <p>b) the expansion makes available sufficient lands for a time horizon not exceeding 20 years, in the Study Area based on the analysis provided in subsection a),</p> <p>c) the timing of the expansion and the phasing of the development within the expansion area will not adversely affect the achievement of the intensification targets in this Plan;</p> <p>d) the long-term financial impact on local municipalities and the County resulting from the expansion is minimized.</p>		
	<p><b>2.8</b> Settlement area expansions should not be considered on a piecemeal basis, but through a comprehensive analysis of a local municipality’s land needs. To that end, settlement area expansions may only be considered through a comprehensive review study which:</p> <p>a) is based on a review of population and employment projections and which reflect projections and allocations by the County and provincial plans, where applicable;</p> <p>b) considers alternative directions for growth or development and determines how best to accommodate the development while protecting provincial and county interests;</p> <p>c) utilizes opportunities to accommodate projected growth or development through intensification and redevelopment, and considers physical constraints to accommodating the proposed development within existing settlement area boundaries;</p>	<p>New County OP, 2024 policy reflects similar themes that are currently in the PPS, 2020. In anticipation for the approval and implementation of the new County OP, these criteria will be considered and incorporated when evaluating candidate parcels and direction of growth.</p>

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

	<ul style="list-style-type: none"> <li>d) is integrated with planning for infrastructure and public service facilities, and considers financial viability over the life cycle of these assets, which may be demonstrated through asset management planning;</li> <li>e) confirms sufficient water quality, quantity, and assimilative capacity of receiving water are available to accommodate the proposed development;</li> <li>f) confirms that sewage and water services can be provided in accordance with the policies of this Plan; and,</li> <li>g) considers cross-jurisdictional issues.</li> </ul> <p>In undertaking a comprehensive review, the level of detail of the assessment should correspond with the complexity and scale of the proposed expansion.</p>	
	<p><b>2.9</b> Where a comprehensive review study has been undertaken in support of a settlement area expansion it must demonstrate that:</p> <ul style="list-style-type: none"> <li>a) sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment, and existing designated growth areas to accommodate the County's projected needs over the identified planning horizon;</li> <li>b) the timing of the expansion and the phasing of the development within the expansion area will not adversely affect the achievement of, nor undermine, the intensification targets in this Plan;</li> <li>c) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;</li> </ul>	<p>New County OP, 2024 includes new phasing requirements. Otherwise, themes and policies stated under this section reflect current provincial directives as per the PPS, 2020.</p> <p>In anticipation for the implementation of the new County OP, 2024, these criteria will be incorporated as part of the scoring methodology to be developed as part of Phase 2.</p>

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

	<ul style="list-style-type: none"> <li>d) the long-term financial impact on local municipalities and the County resulting from the expansion will be minimized;</li> <li>e) the settlement area to which lands would be added is serviced by municipal water and sewage service, and there is sufficient reserve capacity in both systems to service the lands;</li> <li>f) the lands subject to the expansion do not comprise speciality crop areas, as defined by provincial policy;</li> <li>g) there are no reasonable alternatives which avoid prime agricultural areas or lower priority agricultural lands;</li> <li>h) the expanding settlement area complies with the minimum distance separation formulae (see Subsection 5.6 for more information);</li> <li>i) impacts from the expanding settlement area on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible; and,</li> <li>j) potential impacts on the Natural System as a result of the expansion have been thoroughly assessed and can be appropriately mitigated.</li> </ul>	
<p><b>B2.8.2</b> For the purposes of Section B2.8.1 a), the County will determine the limits of the Study Area, which should take into account the location of the new settlement area or expansion, the availability of servicing, the nature of the uses proposed (employment or residential or both) and the scale of the new settlement area or expansion area.</p>	<p>No corresponding policy.</p>	<p>When appropriate/where applicable, Aylmer will work with the County to determine the scale of the settlement expansion area.</p>
<p><b>B2.8.4</b> An amendment to this Plan will be required for a settlement area expansion or for the establishment of a new settlement area. An amendment to this Plan may not be required in conjunction with an Amendment to a local Official Plan that provides for a minor settlement area boundary adjustment.</p>	<p><b>2.12</b> An amendment to this Plan will be required for a settlement area expansion. Notwithstanding this, an amendment to this Plan may not be required for an amendment to a local official plan that provides for a minor settlement area boundary adjustment that does not result in new uses being brought into or established in a settlement area.</p>	<p>A County OPA will be required for the expansion of Aylmer's settlement area boundary.</p>

**Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions**

<p><b>F10.2</b> The boundaries of the settlement areas identified on Schedule A of this Plan are representative of the boundaries as delineated in the local Official Plans. As a result, the local Official Plans should be consulted for accurate settlement area boundaries. Expansions to settlement areas shall only occur in accordance with the policies of this Plan.</p>	<p><b>13.10</b> The boundaries of the settlement areas identified on the schedules of this Plan are intended to be representative of the boundaries as delineated in local official plans. As such, local official plans should be consulted for the most accurate delineation of a boundary. Where a settlement area boundary has been revised in a local official plan, Schedule 'A' of the County Official Plan shall be updated by way of amendment except:</p> <ul style="list-style-type: none"> <li>a) where the settlement area boundary in a local official plan has been determined to be a conceptual boundary, in which case, it may be refined without amendment to this Plan so long as the total existing area of the settlement is not increased as a result of the revision; or</li> <li>b) where a revised settlement area boundary has been approved by the County as a result of the adoption of a new official plan by a local municipality, or a statutory update of a local official plan.</li> </ul> <p>In such cases, the County shall update Schedule 'A' through a housekeeping exercise either independently, or as part of a statutory update to this Plan. Until such time as the County Plan has been updated, the revised boundary as illustrated in the local official plan shall be deemed to conform to this Plan.</p>	<p>For information purposes.</p>
<p>No corresponding policy.</p>	<p><b>6.6</b> Notwithstanding Subsection 6.4, there are certain settlement areas in the County that were developed as a result of their proximity to an adjacent municipality's urban area, namely:</p> <ul style="list-style-type: none"> <li>b) non-agriculturally designated lands in Malahide abutting the Town of Aylmer;</li> </ul> <p>These settlement areas exist because of their adjacency to a larger settlement area, and as such, they function differently than other settlement areas in the County. To that end, their character, design, and composition should support the urban structure, function, and planned</p>	<p>New County OP, 2024 policies directly reference parcels of land abutting Aylmer's current settlement area boundary, which are currently under the jurisdiction of the Township of Malahide. These lands, also identified in the Township of Malahide's Official Plan as lands designated as 'Suburban Area', are non-agriculturally designated due to their existing fragmentation and decreased viability for agricultural production.</p>

**Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions**

	development pattern of the adjacent municipality's settlement area. The applicant of a proposed development within these settlement areas shall be required to demonstrate that their proposal is coordinated and integrated with development and/or infrastructure provision in the adjacent municipality.	In the interest of protecting the County's agricultural resources/lands, and to ensure conformity with County and Provincial policies, new and existing, this will be an important factor to consider when developing a scoring methodology, and during the evaluation stage for candidate parcels surrounding Aylmer's current settlement area boundary.
<b>Employment</b>		
	<b>3.2</b> The County shall ensure there is an adequate supply of designated and serviced employment lands in the County to accommodate 25 years' of employment growth. To that end, the status of the County's inventory of employment lands will be monitored and reported annually to County Council.	To be considered when determining direction of boundary expansion, and which parcels to include.
<b>Housing</b>		
	<b>4.2</b> The County shall ensure there is an adequate supply of residentially-designated land in the County to accommodate a minimum of 15 years of residential growth (including redevelopment and intensification opportunities, and 'greenfield' land). Further, local municipalities shall be required to maintain, at all times, land with servicing capacity sufficient to provide at least a five-year supply of residential units available through lands suitably zoned and (where available) serviced. The status of the County's inventory of residential lands will be monitored and reported annually to County Council.	To be considered when determining direction of boundary expansion, and which parcels to include.
<b>Agriculture</b>		
<b>C2.2</b> All lands designated Agricultural Area as shown on Schedule A to this Plan apply to lands that are not otherwise designated as Settlement areas. These lands are considered to be the County's prime agricultural area as defined. It is recognized that certain lands outside of settlement areas have been designated for non-agricultural development by the lower tier Official Plans and these lands are deemed to not be within the prime agricultural area and are instead subject to the relevant	<b>5.1</b> The Rural Area is composed of all lands outside of designated settlement areas and is made up of: <ul style="list-style-type: none"> <li>a) The Agricultural Area, which constitutes the County's prime agricultural area under provincial policy; and</li> <li>b) Existing areas of non-agriculturally designated lands in local official plans.</li> </ul>	States that Aylmer is situated within prime agricultural areas, surrounded by prime agricultural lands. Regional context.



Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

policies of this Plan and the policies of the lower tier Official Plan.		
No corresponding policy.	<b>3.12</b> The conversion of lands designated agricultural to other uses shall not be permitted, except for the expansion of a settlement area boundary in accordance with provincial policy and the policies of this Plan.	New policy permitting removal of lands from agricultural designations for the purposes of settlement area boundary expansions. Conformity to current PPS, 2020, and Draft PPS, 2024.
	<b>5.2</b> Within the County's Rural Area the primary use of land shall be for agriculture. Secondary uses within the County's Rural Area are limited to: agriculturally-related uses, limited residential uses, home-based businesses and industries, agri-tourism operations, temporary outdoor special events, and lands that have been previously designated for non-agricultural uses in a local official plan.	Applicable to surrounding lands currently outside of Aylmer's existing settlement area boundary. For consideration purposes.
No corresponding policy.	<b>2.0 d)</b> Restrict non-agricultural and non-resource extraction development outside of settlement areas to prevent the ad hoc fragmentation of the land, and urbanization of the countryside.	New County OP, 2024 emphasizes the prevention of the fragmentation of agricultural lands and ad hoc urbanization. Incorporation of abutting lands into Aylmer's settlement area boundary would prevent this ad hoc urbanization and fragmentation.  This policy should also be considered in relation to the 'fringe' non-agriculturally designated lands in Malahide – which, all else being equal, should be prioritized when considering parcels for inclusion into Aylmer's new settlement area boundary.
No corresponding policy.	<b>2.6</b> To protect against the ad hoc urbanization of the countryside, lands in the Rural Area designated as agricultural in a local official plan may only be redesignated for the purposes of expanding a settlement area boundary in accordance with provincial policy, the policies of this Plan, and the relevant local official plan.	New County OP, 2024 policy would bring the County OP in conformity with existing PPS, 2020 policies.  Project implications are similar to comment above.

## Appendix C Local Policy Review Summary

<b>EXISTING POLICY</b> <i>Town of Aylmer Official Plan, 2021 Consolidation</i>	<b>PROJECT IMPLICATIONS</b>
<b>Municipal Development Strategy</b>	
<p><b>2.2.3</b> In accordance with the Planning Act, upper-tier municipalities are required to identify growth forecasts and allocations to the lower tier municipalities. As per the PPS, 2020 municipalities are required to plan to accommodate growth over a 25-year planning horizon and are not permitted to designate land for urban uses beyond a 25-year planning horizon (to 2031 in the case of the County of Elgin Official Plan). Section 1.2.4 of the PPS, 2020 outlines the County’s responsibility for establishing population, housing, and employment projections on a County-wide basis, and allocating these forecasts to the lower-tier municipalities, to which the Aylmer Official Plan must conform to.</p>	<p>Related to growth projections. For information purposes.</p>
<p><b>2.2.3 (cont’d)</b> The ability of Aylmer to meet residential dwelling demand is largely contingent on the development of three key parcels, namely, Parcel 1, 4, and 3 (Cottonwood). It is estimated that a total of 554 residential units in Aylmer will be built from 2014 to 2034 to accommodate for a projected demand of 549 units.</p>	<p>For information purposes. Also mentioned in 2016 Aylmer Land Needs Study.</p>
<p><b>2.2.3 (cont’d)</b> With regards to commercial land needs, very little undeveloped land exists for commercial purposes anywhere within the Town of Aylmer. To accommodate and attract future commercial growth and development which cannot otherwise be attracted to the commercial core through redevelopment, expansion northwards of the former Imperial Tobacco plant along the west side of Imperial Road to Glencolin Drive would be the most desirable direction from the perspective of land use, traffic volumes, accessibility and visibility.</p> <p>The 2016 Town of Aylmer Residential Land Needs Assessment concluded that the employment land needs are sufficient for the short and medium terms. However, these lands should be monitored on an annual basis to ensure the Town is well-positioned to accommodate employment growth in the long-term.</p>	<p>For information purposes. Also mentioned in 2016 Aylmer Land Needs Study. Something to consider when evaluating and determining the preferable direction and scale of Aylmer’s boundary expansion.</p>
<p><b>2.2.3 (cont’d)</b> Alternative directions for expansion of the settlement area of Aylmer to accommodate growth and development vary depending on the land use being</p>	<p>For information purposes. Also mentioned in 2016 Aylmer Land Needs Study. To be</p>

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

<p>considered and efficiency of providing municipal services (i.e. water supply and sanitary sewage). With respect to future residential growth and development, expansion from a land use perspective, could readily take place in a westerly, southerly or easterly direction with the most preferred direction likely to be ultimately determined by the feasibility of extending municipal services and criteria on settlement expansions within the Provincial Policy Statement.</p>	<p>considered and built upon for current project being undertaken.</p>
<p><b>2.2.4</b> It is anticipated that sufficient land has been designated to accommodate growth and development over the planning horizon, therefore, Settlement Area expansions are not contemplated within the planning horizon. A Primary Settlement Area expansion, that would result in an addition to the aggregate amount of land is not contemplated within the planning horizon, in accordance with the County of Elgin Official Plan. A Primary Settlement Area expansion that would result in an addition to the aggregate amount of land, may only be considered through a comprehensive review of the County of Elgin Official Plan.</p>	<p>This conclusion is outdated, based on new findings of the Growth Projections Update report for Aylmer, completed in 2024. Conclusions of the most up-to-date growth projections study, authored by Watson &amp; Associates, will be used as justification for a boundary expansion.</p>
<p><b>Land Use Policies</b></p>	
<p><b>4.1</b> The municipal boundary of the Town of Aylmer is also the Settlement Area for the municipality. The Settlement Area shall not be expanded except as a result of a comprehensive review in accordance with the Provincial Policy Statement.</p>	<p>Policy still applies, until such time that the Draft PPS, 2024 is approved, and County and Local policies are brought into conformity with the new Draft PPS, 2024.</p>
<p><b>Employment</b></p>	
<p><b>3.1.8</b> It is an objective of this Plan to encourage businesses and industries to locate within the community to provide employment opportunities, increase the assessment base and promote the retention of disposable spending dollars within Elgin County and Aylmer in particular. In order to achieve this objective the Town may participate in the development of additional or expanded business/industrial park sites and/or the provision of services to privately owned employment lands so as to ensure an adequate supply of available serviced employment lands to address the employment needs of the local and regional community.</p>	<p>Related to ensuring sufficient employment land supply to meet projected needs.</p>
<p><b>4.4 a)</b> To address the employment needs of the community and surrounding areas by providing a sufficient supply of land for existing, new and/or expanding manufacturing, assembly, distribution and service industrial uses;</p>	<p>Related to ensuring sufficient employment land supply to meet projected needs.</p>
<p><b>Housing/Residential</b></p>	
<p><b>4.2.1 6)</b> To encourage the provision of an adequate supply of new building lots to meet the anticipated demand for</p>	<p>Related to ensuring sufficient residential land supply to meet projected needs.</p>

Reference: Aylmer Settlement Area Boundary Expansion: Background Review & Existing Conditions

<p>additional housing units over the next 10 years as the capacity of the Town's services and land base permit.</p>	
<p><b>4.2.2 2)</b> It is an objective of this Plan to maintain, at all times, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans. The Town shall review, on an annual basis, the supply of these serviced residential lands against the objective to maintain a minimum continuous three-year supply, as well as the housing mix, affordability and density targets of this Plan.</p> <p>It is also an objective of this Plan to maintain, at all times, the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development.</p>	<p>Related to ensuring sufficient residential land supply to meet projected needs.</p>