



Steering Committee Agenda

Date:: June 2, 2016

Location: **Council Chambers — Municipal Office**

Time: 6:30 p.m.

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1. Open Meeting
 2. Declarations of Pecuniary Interest
 3. Review of the Minutes — May 12, 2016
 4. Draft Discussion Papers — Further Discussion — R. Palmer
 5. Draft Directions & Recommendations Report (attached) — R. Palmer
 6. Impact of New Provincial Plans on County Approval Process—copy of letter to County of Simcoe dated May 18, 2016 (attached)
 7. Work Plan/Schedule Review — Ron Palmer, The Planning Partnership
 8. Next Steps (set meeting dates as required)

****Note: Meeting to be held in Council Chambers of Municipal Office****

Minutes of the Official Plan Review Steering Committee Meeting held Wednesday, May 12, 2016 at 6:30 p.m. in the Assembly Room of the Midland Public Library.

Present: Bill Kernohan, Chair
John Brousseau, Member
Ron Neumann, Member **
George MacDonald, Councillor
Glen Canning, Councillor
Jonathan Main, Councillor
Wes Crown, Director of Planning and Building Services
Jill Lewis, Senior Planner
Sherri Edgar, Executive Assistant – Planning and Building Services

Also Present: Ron Palmer, The Planning Partnership
Chris Jones, Municipal Planning Services

Regrets: Stewart Strathearn, Councillor

**** arrived at 7:30 p.m. during Item 4. Discussion Papers**

1. Open Meeting

The Chair called the meeting to order at 6:30 p.m.

2. Declarations of Pecuniary Interest

There were none declared.

3. Review of Minutes

The Minutes of the Meeting held on December 16, 2015 were reviewed.

On a Motion by Member Main and Seconded by Member MacDonald

That the Minutes of the Meeting held on December 16, 2015 be approved.

CARRIED

4. Discussion Papers

Committee was provided with a hard copy of the Discussion Papers as prepared by the Planning Partnership on May 6, 2016.

Ron Palmer provided a power point presentation regarding the Discussion Papers.

Committee had considerable discussion and provided comments to the Consultant.

❖ **ACTION:**

R. Palmer to finalize the Discussion Papers for review at the next Steering Committee meeting.

5. Workplan/Schedule

The Committee discussed the Workplan and Schedule.

6. First Nations Consultation Update

Committee was provided with a copy of correspondence from the Nation huronwendat dated February 4, 2016.

W. Crown advised that there has been very good engagement with the Beausoleil First Nations, Metis Nation of Ontario and Huron Wendat. Tentative meetings have been set and the Steering Committee will be apprised as they occur.

7. Next Steps

Committee had discussion regarding the Next Steps in the process. They are as follows:

1. Consultant to Finalize Discussion Papers
2. Consultant will prepare a Draft Directions and Recommendations Report
3. Meeting with OPR Steering Committee on June 2, 2016
4. Finalize Direction and Recommendations
5. Meetings with Committee and Stakeholders – September 22, 2016
6. Public Workshop – September 22, 2016

Committee also suggested that a meeting take place prior to September 22, 2016, perhaps late August or early September. R. Palmer advised that he would provide available dates to the Planning and Building Services Department who will then canvass Committee via a "Doodle poll" to establish the meeting date.

8. Adjournment and Next Meeting

- Next meeting: Thursday, June 2, 2016 at 6:30 p.m. – Council Chambers

As there was no further business, the meeting was adjourned at 8:50 p.m.

Sherri Edgar, Recording Secretary



DRAFT

DIRECTIONS + RECOMMENDATIONS REPORT

POLICY OPTIONS + RECOMMENDATIONS FOR
REVISIONS TO THE OFFICIAL PLAN

MIDLAND OFFICIAL PLAN REVIEW

The Planning Partnership + Municipal Planning Services

May 30, 2016

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1.0 INTRODUCTION

Report Outline

This report provides a discussion of potential policy directions with respect to the 10 key issues identified in consultation with the community and key directions for managing growth, development, and change in Midland over the next 20 years. These policy directions will lead to a series of recommendations that will form the basis for the broader Official Plan Review exercise going forward. The 10 key issues have been organized under the five following 5 chapters:

Growth Management + Economic Development

- #1 Growth Management
- #2 Economic Development

Natural Heritage

- #3 Natural and Cultural Heritage

Living Area

- #4 Neighbourhood Improvement
- #5 Housing Opportunities and Affordability

Infrastructure

- #6 Active Transportation & Complete Streets
- #7 Green Infrastructure

General Policy

- #8 Waterfront Development
- #9 Downtown Revitalization
- #10 Sustainable Design & Healthy Communities

General Policy Options

Based on a preliminary review of the existing Official Plan, it is felt that the overall policy framework has generally served the Town well. However, there is a new Provincial Policy Statement, a new Provincial Growth Plan that establishes population and employment projections, and a new County Official Plan, all of which have to be understood, reconciled and integrated within the Midland Official Plan. In addition, and as previously identified, a number of specific issues have been raised by the committee members, staff and the public that are to be reviewed and considered through this Official Plan Review process.

The options for policy review that will influence the preparation of the new Official Plan are applicable generally, and each policy section requires consideration of a number of issues in order to determine an appropriate approach to revision. These Discussion Papers provide an opportunity to begin the conversation about changes. All policies will need to be reviewed through the following lenses:

- **Lens 1 – Maintain the Status Quo** – To begin, with any review of an existing Official Plan, there needs to be a consideration of whether or not the existing policy framework requires any change at all, particularly where the existing frameworks has, and continues to serve the Town well;
- **Lens 2 – Conformity Test** – The second lens is an understanding of applicable policy requirements, primarily under the Provincial Policy Statement, the Growth Plan, and the County Official Plan. This lens is a primary objective of this Official Plan Review;
- **Lens 3 – Problem Solving** – The third lens is to consider the opportunity to fine-tune existing policies to resolve current planning problems, or anticipated planning issues; and,
- **Lens 4 – Flexibility vs. Regulation** – The fourth lens deals with the language of the policies themselves. In an Official Plan there is a choice between the use of flexible language (may, should, encourage) and the use of stronger, more regulatory language (shall, will, require). Each policy section will need to be reviewed in the context of this language choice, and the implications of the choice understood.

Further, this report is not intended as a fully comprehensive overview of all of the elements of Provincial and County policy frameworks that will need to be integrated into the Town's Official Plan, nor does it cover comprehensively the housekeeping, or more significant refinements that will be made by the Town as the Official Plan Review process continues to unfold, it is merely intended to identify the key policy areas that have been identified as "issues" through the consultation exercise to date.

2.0 GROWTH MANAGEMENT + ECONOMIC DEVELOPMENT

Planning Issue #1: Growth Management

Directions

- It is a goal of the Town to promote a balanced approach to managing growth by recognizing and building upon the Town's urban structure – an urban structure that builds upon a very rational, historical development pattern, and evolves into a logical, efficient, cost effective and supportive development pattern.
- It is important to note that both the Province and the County are fundamentally interested in providing direction on this issue. The Town of Midland is projected to grow by 5,600 people to a population of 22,500, with 1,800 new jobs by 2031.
- The Town does have an adequate land supply to accommodate that projected growth, however, it is a crucial element of this exercise to explore opportunities about how that growth target can be achieved and what role the Official Plan can take to ensure that Midland is an attractive place to live, work, play and to invest in over time. This issue is discussed further under Issue #2: Economic Development.
- As identified in the Discussion Paper, in addition to identifying 'how much' to grow, the Growth Plan, the PPS and the County Official Plan are also interested in providing clear direction to the Town in answering the 'where' and 'how' to grow. Based on a review of the Provincial and County policy framework, and an understanding of the growth management desires of the Town, there are three Guiding Principles that are crucial in considering growth management in Midland, including:
 - > Ensure that growth and development is efficient and fiscally sustainable.
 - > Optimize appropriate opportunities for infill, mixed-use intensification and revitalization.

> Enable the strategic use of municipal assets to promote the Town's development objectives.

- These principles are linked to a strategy that can accommodate Midland's growth within a logical, definable and efficient urban structure, that identifies areas within the Town that are to be promoted for the accommodation of growth, and those areas of the Town where new growth will be carefully managed.

Recommendations

It is the intent of this Official Plan Review exercise to ensure conformity with Provincial and County planning frameworks and to inform Council, staff and stakeholders about the growth management approach that is mandated by those upper levels of government. It is also crucial that the Town remain nimble in its growth management approach, with an emphasis on its ability to respond to development applications as they arise, rather than an approach that focuses on one location or one type or form of development. It is recommended that:

- Section 2.2 of the existing Official Plan become a separate Section in the Official Plan and include an Urban Structure Schedule that will form the basis on which Midlands's future growth is to be accommodated. All of the lands within the Town Boundary (a Primary Settlement Area) will be identified as an element within the planned urban structure, in accordance with the terminology used within the Provincial and County planning policy frameworks
- The Urban Structure will reflect the Town's existing and evolving land use pattern. It will begin with the definition of an appropriate Natural Heritage System, and be focused on The Downtown District and the Waterfront Mixed-Use District, that are subsequently surrounded by Residential Neighbourhoods, Commercial Centres and Employment Areas. These structural elements of the Town will be connected by higher intensity Commercial Corridors.
- Within the identified Residential Neighbourhoods and Employment Areas that are currently undeveloped, the Town will identify a Greenfield Density Target, in conformity with the policies of the County Official Plan.
- The identified "Employment Areas" on Schedule "A" will be further subdivided to recognize both their existing land use mix, and their future

potential. “Employment Areas” that accommodate the Town’s industrial/business park land uses will retain their “Employment Area” identification.

- The lands remaining within the “Employment Areas” will be protected from conversion to other designations, to ensure their long-term availability to accommodate Employment Land Employment opportunities. Those policies will ensure that the conversion of Employment Areas to non-employment uses through a municipal comprehensive review only where:
 - > There is a need for the conversion;
 - > The Town will meet their employment forecasts;
 - > The conversion will not adversely affect the overall viability of the Employment Area;
 - > The conversion will not adversely affect the achievement of the intensification target or density targets;
 - > There is existing or planned infrastructure to accommodate the proposed conversion; and
 - > The lands are not required over the long term for the designated employment function.
- Existing areas that are currently identified on Schedule “A” as “Employment Areas”, but are dominated by retail commercial uses, institutional uses or non-employment generating land uses, will become Commercial Centres or Commercial Corridors, depending upon their scale and planned function.
- The Urban Structure and supporting growth management strategy will make a clear distinction between growth in areas that are provided with full urban services, and areas that are provided with partial services (Sunnyside and Midland Point). In addition, growth, and the potential for additional growth not on full urban services outside of the built boundary will be identified. It is important to note that new development on full urban services is the top priority for growth in the Town of Midland. New development on partial or individual services is expected to be limited.
- For the lands currently designated on Schedule “A” as “Restricted Rural Area” will be identified in the Town’s Urban Structure as Lands for Urban Uses, or Lands Not For Urban Use, as a key element of the Official Plan.

Again, new development in these area on partial or individual services is expected to be limited.

- The new growth management policy framework shall ensure that a minimum of 40% of all new residential development to occur through intensification (infilling, redevelopment and conversions) that will be focused within the Downtown District, the Waterfront Mixed-Use District and within the Commercial Corridors. Limited infill and redevelopment within the Residential Neighbourhoods will be carefully managed;
- The defined Urban Structure will then be translated into more refined land use designations that will be a refinement of Section 3 of the current Official Plan. Similar to the existing structure of each of the land use designation, there will be a discussion of the intent of the designation, the objectives, the permitted uses and associated development policies that will ensure that each designation will achieve its identified planned function, and that new development is compatible with the existing development context.

Planning Issue #2: Economic Development

Directions

- Historically in Midland, economic development focused on the attraction and retention of industries and the businesses that served them. Midland was a substantial industrial hub that served the surrounding community.
- It is a goal of the Town to further community economic development which promotes economic sustainability of Midland, providing employment and business opportunities of all types. The consultation process identified a number of Guiding Principles, with respect to economic development, including:
 - > Attract long-term economic development opportunities to keep Midland vibrant and robust.
 - > Attract a reinvigorated workforce that supports the new economy.
- Between 2015 and 2031, Midland will need to accommodate some 1,680 new jobs. Recent studies indicate that the Town has an oversupply of lands

identified as “Employment Areas” on Schedule “A” in terms of achieving and supporting its 2013 employment growth targets.

- The updated Provincial Growth Plan target ratio of new jobs to new residents (i.e. 0.3:1) is considered very low between 2006 and 2031. This updated growth projection should be considered conservative and reflect the following underlying assumptions:
 - > The aging population will reduce the overall size of the working age population in Midland;
 - > Activity rates in Midland will likely decline in future years; and
 - > A more balanced live/work relationship shall be achieved in Midland over time.
- As the industrial complex has eroded across Ontario, communities like Midland have been required to rethink their economic development strategies, moving away from the historic reliance on big industry, toward a more diverse economy that has the ability to respond to a changing economic environment. The key to this approach is less about industrial land supply, and more about leveraging the Town’s quality of life/quality of place attributes.
- The ongoing economic sustainability of the Town needs to be more focused on the primary issue for economic development - not where within the Town it could be accommodated, but, rather, how to respond to an evolving economic context, and how to attract the appropriate corresponding employee profile.

Recommendations

Section 2.1 of the existing Official Plan identifies a number of policies that support a range of economic development activities and as a Section that “supports and encourages” economic development. It does not require major revisions. Further, neither the Provincial, nor County planning frameworks include significant policy requirements for the Town to implement. It is recommended that:

- Section 2.1 of the existing Official Plan be revised to include wording that promotes economic development and competitiveness by:

- > Providing an appropriate mix and range of business, industrial, commercial and institutional uses to meet long-term needs of the community;
- > Maintaining a range and choice of suitable sites for all employment uses and take into account the needs of existing and future businesses;
- > Protecting designated Employment Areas for future use; and
- > Ensuring necessary infrastructure to support employment needs.
- The Downtown District, the Waterfront Mixed-Use District, the Commercial Centres and the Commercial Corridors shall be focal points for residential, commercial, and institutional uses, and shall:
 - > Establish safe and pleasant pedestrian environments that encourage movement by all modes of transportation;
 - > Provide attractive streetscapes; and
 - > Provide a range and mix of housing types, including affordable and special needs housing.
- The use permissions within the Residential Neighbourhoods will be enhanced to consider opportunities for creative industries, home occupations and live/work units.
- The Employment Areas shall be focal points for industrial and business park uses and will not permit residential development. The Town may consider limited, accessory or ancillary commercial or institutional uses within Employment Areas.
- Land use policies for the Restricted Rural designation will continue with the primary objectives of the designation related to long-term compatibility and orderly future development. Development opportunities within the Restricted Rural Areas will, however, also promote long-term diversity and viability of rural economic activities. The current Official Plan limits uses to agriculture, single-detached dwellings, home based businesses and existing uses, including mineral aggregate extraction. Permitted uses will be enhanced to include:
 - > Dwellings for farm help, second units and gardens suites;
 - > Agri-Tourism uses, including bed and breakfast facilities;

- > Resource-based recreational uses including golf courses and recreational dwellings;
- > Institutional uses;
- > Cemeteries;
- > Innovative forms of rural development that respect the rural character of the area;
- > Industrial uses that are appropriate in scale and are part of, and support the rural economy;
- > Public uses and public and private utilities;
- > Wineries, breweries or distilleries; and
- > Home occupations, home based businesses and home industries and Agri-businesses.

Appropriate policy frameworks will be provided to manage the scale and impact of these enhanced use permissions, and to ensure the protection of the primary objectives related to long-term compatibility and orderly future development.

- The policy framework for economic development will consider the utility and opportunity to implement incentives and promotions to attract investment in Midland and identify niche economic development opportunities that are unique to the area. The following are incentives and promotions to be considered:
 - > Use Community Improvement tools to reinvest in the Town's existing commercial and industrial areas, such as:
 - Actively promote/incentivize development in new commercial and employment areas by investing in their public realm;
 - Incentivize employment and commercial development by waiving/reducing application fees, development charges, and/or parkland dedication requirements;
 - > Promote the Town's employment and commercial lands through strategic marketing efforts; and

- > Build and foster relationships with long-standing associations such as the BIA, Economic Development Corporation of North Simcoe, North Simcoe Community Futures Development Corporation and the County of Simcoe to leverage partnerships and leverage sources of funding.

3.0 NATURAL + CULTURAL HERITAGE

Planning Issue #3: Natural + Cultural Heritage

Directions

- Midland's Quality of Life/Quality of Place and identity is strongly characterized by its numerous cultural and natural heritage areas. Guiding Principles established through the consultation process to date include:
 - > Promote an environment first approach – preserving mature trees, planting new trees within the public realm and connecting the natural heritage features to create a green landscape character.
 - > Preserve and promote Midland's rich culture and unique heritage.
- The Natural Heritage System is a fundamental structuring element of the Town and it is one of the key elements of this Official Plan Review process to identify the system, and then to protect it from the impacts of development. Provincial and County policy frameworks state that “The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.” This statement requires the identification of a Natural Heritage System, not just individual features.
- Further, Provincial and County policy frameworks require that “Natural features and areas shall be protected for the long term.” AND “Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.” This is a clear directive for the Town, with little inherent flexibility. The Town must identify and protect the Natural Heritage System.
- Cultural heritage conservation is also supported by Provincial and County policy frameworks. Typically, those policy frameworks require the Town to conserve significant cultural heritage resources, cultural heritage landscapes and archaeological resources. These concepts are further supported by the *Ontario Heritage Act* and, like the Natural Heritage

System, this is a clear directive for the Town, with little inherent flexibility. The Town must conserve cultural heritage resources.

- It is important to note that the Town is rich in cultural heritage resources, and the conservation of those resources and particularly archaeological resources, is of key interest to the First Nation stakeholders that identify with the Midland community.

Recommendations

The definition of the Natural Heritage System, and the policies that protect it is one of the key issues to be resolved through this Official Plan Review process. There is little flexibility in the definition and policy frameworks that are mandated through Provincial and County policy frameworks. The Town's Official Plan must protect significant natural heritage features and their associated ecological functions from the impacts of development, and must define a comprehensive Natural Heritage System in accordance with Provincial guidelines. In addition, the Town must provide policy recognition of the new *Endangered Species Act*. It is recommended that:

- Section 3.5 “Environmental Protection” of the existing Official Plan be updated to conform with the new Provincial and County planning frameworks, as well as the new *Endangered Species Act*. Provincial and County policies call for the preparation of an Environmental Impact Analysis to be implemented through this Official Plan Review. The objective of this work is to identify the Natural Heritage System. Some of the important items to consider in the new Official Plan policy framework include:
 - > Update the Official Plan policies to reflect and protect the updated Natural Heritage System inventory;
 - > Introduce new policies regarding Endangered Species and Species at Risk; and

The policy update to Section 3.5 of the existing Official Plan is expected to be relatively modest.

The Natural Heritage System, as it will be defined through this Official Plan Review process, will be more clearly defined on the Town's Official Plan Schedules in terms of the features, buffers, linkages and the

restoration/enhancement opportunities. This is expected to be a significant change from the current “Environmental Protection” designation identified on Schedule “A” of the existing Official Plan. This work is currently underway by Plan B, and will be incorporated into the Official Plan once it is completed.

It is the intent of the Town to protect and enhance tree cover throughout Midland. There has been substantial discussion about the value and importance of the Town’s tree canopy, and how that canopy should be protected and enhanced. It is recommended that the Section 4 “Amenity and Design” be changed to include anew Section that is specific to Midland’s trees, as follows:

- Introduce policies that protect and enhance the Town’s tree canopy, as follows:
 - > The Town supports tree conservation by:
 - Ensuring existing trees are protected during development;
 - Maximizing the number of trees that can be conserved or established on development sites; and
 - Promoting the planting of trees in suitable locations within Town road rights-of-way; and
 - Encouraging reforestation and maintenance along the Waterfronts and watercourses to reduce flooding and soil erosion, and to provide fish and wildlife habitat;
 - > Any development proposal on a site which includes a woodlot, hedgerow or trees shall be accompanied by or may be required to prepare a Tree Preservation Plan. Tree Preservation Plans shall be submitted at the consent to sever and/or the draft plan of subdivision application stage, or at the site plan application stage, or as otherwise required by the Town;
 - > A Tree Preservation Plan shall be prepared by a qualified professional in the field of ecology or forestry and shall be approved by the Town. A Tree Preservation Plan shall identify the present conditions of the site and shall make recommendations on tree preservation in conjunction with the development proposed;

- > In the consideration of development applications in which there is a net loss of trees, the Town will require this loss to be compensated by the developer with the replacement of trees in a location to be determined by the Town; and
- > The Town shall encourage aided succession or reforestation through the plantings of any cleared lands which are not proposed for development and which are not used for agricultural purposes.

It is also a requirement of Provincial and County planning policy frameworks, that are further supported by the *Heritage Act*, that the Town have policies and processes in place to recognize and designate for conservation significant cultural heritage resources, cultural heritage landscapes and archaeological resources. It is recommended that:

- The policy framework within Section 5 “Heritage Policies” of the existing Official Plan be updated to conform with the new Provincial and County planning frameworks, as well as the new *Heritage Act*. This element of the Official Plan Review is expected to result in modest updating of the existing Official Plan.

4.0 LIVING AREAS

Planning Issue #4: Neighbourhood Improvement

Directions

- The Town of Midland has a number of identifiable neighbourhoods predominated by lower density housing and changes within these neighbourhoods may need to occur through intensification to accommodate new housing opportunities. Although, it is expected that residential intensification will play a limited role in accommodating the short-term growth projections for the Town based on the slow rate of growth, and the adequate supply of development opportunities that remain available in the Town.
- The Provincial and County planning frameworks require the Town to plan for a minimum of 40% of all new residential units through intensification initiatives within the defined Built Boundary. The Growth Management discussion earlier in this Report has identified that the vast majority of this intensification growth will occur within The Downtown District, the Waterfront Mixed-Use District and the Commercial Corridors. Notwithstanding that focus, it is anticipated that some new residential growth will occur as intensification within the defined Residential Neighbourhoods, and it is a goal of the Town to ensure that new development is compatible with the existing community. A Guiding Principle with respect to intensification was established through the consultation process, as follows:
 - > Require that new mixed-use development, intensification and revitalization efforts will be compatible with surrounding properties and neighbourhoods.
- It is also an objective of the Town to ensuring that community services and amenities are easily accessible to people of all incomes, ages and abilities, both in terms of their design and location. Locating community services where transit is available or planned, in proximity to residential communities supports the vitality of those communities and contributes to the Town's Quality of Life/Quality of Place.

- Further, the permissions for live/work and home occupations within the existing Residential Neighbourhoods is seen as a key element of a broad based economic development strategy, providing important opportunities for new knowledge based businesses, work at home and more typical service commercial uses. Similar to the approach for intensification, the issue is about compatibility, and mitigation of adverse impacts related to individual home live/work uses.
- Overall, in contemplating Neighbourhood Improvement, the key issues are the accommodation of intensified development, the provision of community services and amenities and the opportunity for broadened permissions for home occupations. All of these issues have a relationship to a number of Sections within the existing Official Plan, including Section 2.4 “Community Design”, Section 4 “Amenity and Design”, Section 3.3 “Residential District” and Section 8.10 “Community Improvement Plans”. A Guiding Principle with respect to community design was established through the consultation process, as follows:
 - > Achieve design excellence through high quality community design and streetscaping techniques.

Recommendations

It is a goal of the Town to promote the development of high quality urban form and public open spaces through site design and urban design standards that create attractive and vibrant places that support walking and cycling for everyday activities and are transit-supportive.

It is the intent of the Town to promote residential intensification in conformity with Provincial and County planning frameworks, and, as such, it is recommended that the Town:

- Include a residential intensification target of 40% of all new residential development. In addition, the new Official Plan will:
 - > Direct intensification to the Downtown District, the Waterfront Mixed-Use District and to Commercial Corridors;
 - > Identify the type and scale of development appropriate for each of the identified intensification areas;

- > Provide an appropriate transition of built form to adjacent areas and identify means to mitigate the effects of intensification on identified Residential Neighbourhoods;
- > Establish design and development standards for residential intensification in all locations, and most specifically where it is to be accommodated with the identified Residential Neighbourhoods; and
- > Establish the concept of “compatible development” for all forms of intensification.

It is anticipated that the requirements of Provincial and County policy frameworks with respect to the issue of intensification will require relatively significant changes to the existing Official Plan, and will occur in multiple Sections of the Plan related to growth management, community design and the development standards within a number of land use designations.

In response to Provincial and County planning frameworks, it is an objective to ensure that community infrastructure and public service facilities are strategically located to support their effective and efficient delivery. Community infrastructure and public service facilities should be co-located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation. This is a statement of policy from the Province and County.

There is no specific policy action that is required to be implemented by the Town with respect to Community infrastructure and public service facilities, however, it is recommended that the Town include the following as a new Section in Section 2 “General Development Policies”:

- Under the title of Community Infrastructure and Public Service Facilities, the Town will encourage:
 - > Creative approaches to the development of facilities and delivery of services, with the Town participating in the co-design and co-delivery of services with government agencies, the private sector and/or non-profit organizations;
 - > The coordination of community infrastructure and public service facility planning, land-use planning, and community infrastructure investment;

- > The development of an appropriate range of community infrastructure and public service facilities to meet the needs of the Town resulting from population changes and to foster complete communities;
- > The development of community infrastructure and public service facilities in defined community hubs that support transit use and Active Transportation initiatives; and
- > The co-location of community infrastructure and public service facilities to promote cost-effectiveness and facilitate service integration.
- Further the Town should consider a Community Facilities and Parks Master Plan. The Master Plan could address the distribution of parks, community gardens, community centres, libraries and other community facilities, with the objective of minimizing travel distance for residents, and providing facilities in an equitable and sustainable manner. The Master Plan could identify and prioritize servicing gaps that can be addressed by the Town, or other providers.

This policy initiative is not a requirement of the Province or the County, however, both include “encouragement” clauses within their respective planning frameworks. This recommendation is considered a minor change to the existing Official Plan.

With respect to opportunities for live/work and home occupations within the existing Residential Neighbourhoods, Sections 3.3.10 and 3.3.11 of the existing Official Plan are considered appropriate and adequate to ensure the concept of compatible development, and to provide for other forms of live/work opportunity.

Community Improvement is considered a key initiative for the ongoing evolution of Midland’s older neighbourhoods. It is recommended that Section 8.10 be updated to include the following:

- Community improvement planning may be undertaken to achieve a number of benefits, including but not limited to:
 - > Upgrading and maintaining municipal services, lighting, public utilities, and social and recreational facilities so that they meet or exceed minimum standards and are inclusive and accessible for people of all ages and abilities;

- > Providing a diverse and compatible mix of land uses, including residential and employment uses, to support vibrant neighbourhoods;
- > Providing high quality public open spaces;
- > Bolstering local community growth, including with regard to arts and culture, tourism, commerce and industry;
- > Encouraging a diversity of housing types to meet the changing needs of residents and affordable housing;
- > Preserving, restoring, or adaptively re-using older buildings and buildings of cultural heritage value or interest;
- > Addressing climate change mitigation and adaptation, such as through building retrofits for energy efficiency, renewable and district energy systems, water conservation and Low Impact Development strategies;
- > Revitalizing neighbourhoods through mixed use infill development and redevelopment, streetscaping, beautification projects, façade improvement, and the promotion of tourism activities; and
- > Promoting Active Transportation initiatives, Complete Streets and universal accessibility.

This initiative is considered a relatively significant change from the policy framework in the existing Official Plan.

Planning Issue #5: Housing Opportunities + Affordability

Discussion

- Midland accommodates a full range and mix of housing opportunities, including housing that is affordable and supportive of seniors and special needs communities. Provincial and County planning frameworks focus on 2 key topics that have an impact on this Official Plan Review process:
 - > Providing a range and mix of housing types to meet the projected needs of the population; and
 - > Promoting the provision of affordable housing and requiring the identification of an affordable housing target of 10% of all new housing.

- In considering the issues related to housing, the consultation process identified the following Guiding Principle:
 - > Ensure that affordable housing will be available in various forms and types throughout the community.
- It is a goal of the Town to provide a range of housing types and tenures that creates choices for all sectors of society, regardless of their age or income bracket, physical ability, or preferred lifestyle. This mix and diversity makes it possible for households to move within one community as housing needs and lifestyle preferences change.
- Of significance to consider in this Official Plan Review process is the integration of growth management, the requirements for intensification and second units/garden suites and the impacts of those on the issue of housing. It is also important to note that the Town's existing Official Plan has done a good job over time delivering and maintaining a very diverse housing stock:
 - > First, the requirement for 40% residential intensification will deliver housing forms that will have the propensity to be both more affordable and rental vs. ownership. This will likely, on its own, achieve the Town's affordable housing target and will support the goal of a diverse housing stock;
 - > Second, the requirement that the Town permit second units/garden suites (implemented through OPA 9) will also result in housing forms that are more affordable and rental, again assisting the Town in the achievement of their prescribed affordable housing target and the goal of a diverse housing stock;
 - > Third, the growth management strategy promotes intensification in identified key locations, with a more highly managed approach within the Residential Neighbourhoods. The permission for second units/garden suites will, however, be primarily located within existing neighbourhoods, where design and impact mitigation will be key factors.

Recommendations

It remains the intent of the Town to support a broad range and mix of housing types and tenures throughout the community. To conform with Provincial and County policy frameworks, it is recommended that the Town:

- Retain the approach of the existing Official Plan of generally encouraging the development of a range of housing types and affordable housing and monitoring the housing mix and supply of housing on an ongoing basis through the development approval process.
- Include in Section 2.3 “Housing Policies” of the existing Official Plan, add new policies that facilitate the development of affordable housing and special needs housing, including the establishment of the affordable housing target of 10%.

These changes to the existing Official Plan are modest. No changes to OPA 9 are anticipated through this Official Plan Review process.

5.0 INFRASTRUCTURE

Planning Issue #6: Active Transportation + Complete Streets

Directions

- Provincial and County planning frameworks provide direction on the transportation elements of community planning. They state that “healthy, active communities should be promoted by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.”

- Further, to reduce greenhouse gas emissions from transportation, the Province and the County call on the Town to “Promote the use of Active Transportation and transit in and between residential, employment and institutional uses and other areas.” The Province and County also recognize the connection between land use patterns and transportation choices, and call for:
 - > The provision of safe, efficient, and multi-modal transportation systems that meet projected needs;

 - > Integrated planning that minimizes the length and number of vehicle trips, and supports transit and Active Transportation;

 - > Protection of corridors and right-of-ways for infrastructure, including transportation and transit and for major goods movement facilities and corridors; and

 - > Integration of pedestrian and bicycle networks into transportation planning to provide safe, comfortable travel for pedestrians and bicyclists within existing communities and new development, including dedicated lane space for bicyclists on the major street network.

- The County Official Plan specifically states that local municipalities shall develop a Municipal Active Transportation Plan as background to inform the local municipal Official Plans for primary settlement areas.
- Overall, Provincial and County planning frameworks are reflective of up to date planning concepts related to transportation systems that are multi-modal and multi-purpose. They recognize and raise the priority of pedestrians and cyclists, and promote and support transit. The Province and the County provide substantial direction to the Town to be included in the Town's Official Plan.

Recommendations

The Town's existing Official Plan includes in Section 6.0 "Transportation" includes a number of policies that are related to the overall system, and more specifically related to roads, public transit and pedestrian and bicycle traffic. That section is relatively traditional and needs to be updated to conform to Provincial and County planning frameworks, and to include recent best practices with respect to Active Transportation and Complete Streets. In order to conform to Provincial and County planning frameworks, it is recommended that the Town:

- Revise Section 6.0 "Transportation" as follows:
 - > Incorporate relevant policies/guidelines from the Town's 2012 Transportation Master Plan;
 - > Recognize walking and cycling as viable modes of transportation for a variety of trips that are in the range of five kilometres or less. Other personal motorized and non-motorized modes of transportation also need to be considered as viable within the Midland context;
 - > Amend Schedule "B" to include the Town's Active Transportation Network;
 - > Require that the Town prepare a Municipal Active Transportation Plan. The Municipal Active Transportation Plan should include:
 - Sidewalks/trails in new development;

- Dedication of lands in new development to complete future connections;
 - Cycling and pedestrian safety measures (traffic calming, signage);
 - New sidewalks and trails in the built-up areas;
 - AODA standards; and
 - Secure bike racks and shelters, connections to buildings.
- > Require a Complete Streets approach to the design of new streets, as well as the reconstruction, repair, and maintenance of all arterial, collector, and local streets. Develop a Complete Streets policy and supporting design guidelines, including requirements for the provision of pedestrian and cycling amenities along streets and the establishment of bicycle parking standards. All of this will be informed by the upcoming collaboration between the Town and the County;
 - > Require the provision of sidewalks on both sides of the road. One sidewalk may be allowed if a lower order local road, unless it is a major pedestrian link to a school, neighbourhood centre, or retail uses; and
 - > Incorporate the County requirement that new local roads shall have shorter block lengths that are generally less than 250 metres in length to encourage walking and cycling.

These changes to the existing Official Plan are significant, and most are required by Provincial and County Planning Frameworks.

Planning Issue #7: Green Infrastructure

Directions

- Provincial and County planning frameworks require the Town to support energy conservation and climate change adaptation through land use and development patterns and standards. Healthy, liveable and safe communities are achieved by “promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.”

- With respect to this issue more specifically, Provincial and County planning frameworks state that “Infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be provided in a coordinated, efficient and cost-effective manner that considers impacts from climate change while accommodating projected needs.”
- Provincial planning frameworks identify that planning authorities consider and implement:
 - > Green infrastructure to complement infrastructure; and
 - > The potential impacts of climate change that may increase the risk associated with natural hazards;
 - > Innovative stormwater management actions as part of redevelopment and intensification; and
 - > Policies to implement conservation objectives related to water conservation, energy conservation, air quality protection and integrated waste management.
- The consultation process identified the following Guiding Principle:
 - > **Ensure long-term sustainability, reduce greenhouse gas emissions and reduce demands on energy, water and waste systems.**
- Overall, Section 7 “Engineering Standards” of the existing Official Plan requires a substantial update in order to conform with Provincial and County planning frameworks as well as the recent 2015 Midland Waterworks Master Plan Update and Source Protection Plan recommendations. New planning and engineering concepts need to be considered and incorporated, particularly related to climate change, energy conservation and green infrastructure.

Recommendations

The Town’s existing Official Plan includes in Section 7.0 “Engineering Services” includes a number of useful and relevant policies that are related to typical infrastructure provision. That section is relatively traditional and needs to be updated to conform to Provincial and County planning frameworks, and to include recent best practices with respect to Climate Change and Green

Infrastructure. In order to conform to Provincial and County planning frameworks, it is recommended that the Town:

- Revise Section 7 “Engineering Services” as follows:
 - > Incorporate the relevant conclusions and recommendations of the 2015 Midland Waterworks Master Plan Update;
 - > Implement Source Protection Plan recommendations;
 - > Introduce policies to require the preparation of a Town-wide Emergency Plan and/or Climate Change Adaptation Plan;
 - > Introduce policies that promote waste diversion from landfills, strategies for higher diversion rate in recycling;
 - > Implement the following stormwater management objectives:
 - Employ appropriate environmental management policies considering both the upstream and downstream characteristics of the watershed;
 - Provide provisional guidance for the choice of best stormwater management practices in order to control flooding, erosion, sedimentation and water quality in any natural or manmade waterway
 - Encourage and promote the appropriate integration of natural waterways, ponds and valleys, to enhance and develop functional corridors for wildlife habitat, open space and parkland; and
 - Protect and enhance, through stormwater management techniques and design, the water quality, environmental, aesthetic and recreational potential of waterways and water bodies
 - Require the application of best management practices in stormwater management (understanding the difficulty with stormwater management that exists in the Town), and introduce Low Impact Development policies.
 - > Introduce in to Section 4 “Amenity and Design” general policies to prepare for potential impacts of Climate Change under the following headings:

- Energy Conservation;
 - Water Use and Management;
 - Material Resources and Solid Waste Management;
 - Stormwater Management;
 - Air Quality; and
 - Urban Forest System.
- > Introduce in to Section 4 “Amenity and Design” more specific policies that:
- Introduce policies to refer to, or implement, the Town’s Approved Landscape Species List (2015); and
 - Promote innovative residential and public building designs that incorporate green or white roofs, sustainable site management practices and requirements for the achievement of green building targets (such as LEED Gold or Platinum).

These changes to the existing Official Plan are considered modest, although the overall effect is to raise to profile of sustainability as a key element of planning throughout the new Official Plan.

6.0 GENERAL POLICY

Planning Issue #8: Waterfront Development

Directions

- Midland's waterfronts are recognized gems of the community and are fundamental to the Town's attractiveness and, ultimately the desirable Quality of Life/Quality of Place. Historically, the Georgian Bay waterfront was a source of economic development and prosperity. Now it is a major attraction for residents and tourists as a mixed-function resource, focusing on recreation and, to a lesser extent, industry. The Little Lake waterfront is, today, not as prominent a feature, but is certainly integrated with the Town's Natural Heritage System, and has potential for enhanced future use as development occurs in proximity over time.
- Provincial and County planning frameworks are less focused on Midland's waterfront than some of the other issues identified in this Report. Their requirements are very limited, and are related to providing opportunities for public access to shorelines, and ensuring that any development proposed near lakes and water bodies requires appropriate environmental consideration through a number of technical studies.
- The consultation process has identified the following Guiding Principle related to the Midland Waterfronts:
 - > Encourage protection of the vistas and views to the waterfront and improve pedestrian access and trail connections to the water's edge.
- The Town has recently adopted an Official Plan Amendment that is intended to facilitate a major redevelopment for intensified, mixed-use development adjacent to the Downtown and to Georgian Bay – Midland Bay Landing. That Plan incorporates public access to the shoreline, as well as a number of public parks and trail networks. It is also intended to support the vitality of the Downtown, and to contribute to the Town's future growth requirements.

- The Waterfronts are unique in Midland. They incorporate a lot of territory, but, with the exception of Midland Bay Landing, they are not identified by a specific land use designation. Rather, the Waterfronts incorporate, and their ongoing evolutions are managed by, a number of land use designations within the existing Official Plan. From a planning perspective, this is an appropriate approach, notwithstanding that, like the Midland Bay Landing process, significant redevelopment on either of the Waterfronts may require site specific planning approvals, including the need for site specific land use designations.

Recommendations

It is the intent of the Town to recognize the importance of Midland's Waterfronts, and to celebrate their important contribution to the Town's Quality of Life/Quality of Place. It is also the intent of the Town to promote and protect existing development along the water's edge, with a long-term objective of achieving enhanced public access through the redevelopment process.

The existing Official Plan, in Section 2.5 "The Waterfront" includes a policy framework that outlines the Town's goal and a number of activities and initiatives that are intended to achieve a number of objectives. This policy framework has served the Town well, and it is not recommended that it be dramatically changed at this time, with the exception that:

- It be recognized in Section 2.5 that it is the intent of the Town that the Downtown and Waterfront should be the focus for new intensified development with considerations for keeping it publicly accessible. Include policies that:
 - > Recognize the waterfront as a major destination with direction for enhanced year-round programming, design, interpretive features that reference the area's history, and permissions for marine-oriented commercial uses, such as restaurants, sports equipment rentals, watercraft rentals; and
 - > Explore the opportunities presented by the introduction of Great Lakes cruise ships, including the facilitation of economic spin-offs.

In addition, there is a new land use designation that has recently been approved by the Town for Midland Bay Landing through OPA 10, and it is recommended that:

- The Official Plan Amendment for Midland Bay Landing be incorporated into Section 3 “Land Use Designations” of the Official Plan, and that the new land use designation Waterfront Mixed-Use be added to Schedule “A”. No changes to OPA 10 are anticipated through this Official Plan Review process.

This is considered a significant change to the existing Official Plan, notwithstanding there are no requirements for conformity with Provincial or County planning frameworks with respect to this issue.

Planning Issue #9: Downtown Revitalization

Directions

- Like the Georgian Bay Waterfront, the Downtown is an important and highly cherished part of the Town of Midland. Its protection and enhancement are of interest to the Province, the County and the Town. Provincial and County planning frameworks identify downtowns and main streets as focal points for residential, commercial, and institutional uses, and require the Town to:
 - > Establish safe and pleasant pedestrian environments that encourage movement by foot and bicycle and transit;
 - > Provide attractive streetscapes;
 - > Encourage downtown economic development initiatives; and
 - > Provide a range of housing types and costs.
- The existing Official Plan certainly recognizes the significance of the Downtown and identifies it with its own land use designation and policy framework in Section 3.2 “Downtown District”. The consultation process for this Official Plan Review established as a Guiding Principle:
 - > Preserve and promote the Downtown’s strong historical and cultural heritage through restoration, revitalization, careful intensification and programmed activities.

- In recognition of the significance of the Downtown, the Town recently adopted a Downtown Master Plan, 2015. The role of the Master Plan is to build on the Downtown's many assets and identify the improvements needed to maximize the Downtown's potential as a place to live, enjoy and prosper. The Master Plan sets out a broad set of goals and guidelines for both private development and public investment. It also identifies key initiatives to be pursued over the next 20 years, including "priority projects" for the next 2-5 years.

The Master Plan is also a Community Improvement Plan. Section 42 of the Ontario Planning Act allows municipalities to establish Community Improvement Areas and prepare Community Improvement Plans aimed at revitalizing targeted areas through municipally driven or incentive-based programs.

Recommendations

It remains the intent of the Town to promote the ongoing vibrancy and revitalization of the Downtown. The existing policy framework provided in Section 3.2 "Downtown District" needs to be updated to reflect the new, Council adopted Downtown Master Plan. The Downtown Master Plan proposes a number of built form, public realm and programming improvements that will improve the Downtown's liveability and vitality, and increase its attractiveness to new businesses, residents and tourists. It is recommended that the existing Official Plan be updated by:

- Revising Section 3.2 "Downtown District" by the inclusion of the relevant recommendations of the Downtown Master Plan, including the Vision, Goals and Key initiatives that will guide future development and investments throughout the Downtown.

This revision will be substantial, notwithstanding there is no requirement to do so, in order to conform to Provincial and County planning frameworks.

Planning Issue #10: Sustainable Design & Healthy Communities

Directions

- A high quality, well-designed built environment is valued within the Town. To support this value the Town continues to promote Midland as a “complete communities” that include a diverse mix of land uses, a range and mix of housing types and tenures, employment opportunities, high quality public open spaces, amenities and services, and Active Transportation options. Complete communities create healthier, more desirable, and sustainable environments to live while also minimizing land consumption and negative impacts to the natural environment.
- Energy and water conservation, waste reduction, and improved air quality are also components of sustainable design and healthy living environments. Introducing sustainability as a lens for future development will lead to communities that are safer, more active, healthier, financially prosperous, and more resource conscious.
- Provincial and County planning frameworks provide some direction for sustainable design and healthy communities and the principles inherent to those concepts have been discussed throughout this Report. It is not one single action or policy topic that will define or lead to the achievement of a healthy community, but rather an approach to implementation that considers all of the policy sections of the Official Plan comprehensively.
- While the Provincial and County planning frameworks identify generally the objectives for sustainable design and healthy communities, there are no specific requirements or policy directions that must be included in the Town’s Official Plan, except for those policies that are also related to other policy topics.
- However, in support of sustainable design and healthy communities, the Simcoe Muskoka Health Unit does provide some specific advice to the Town through their document: Healthy Community Design – Policy Statements for Official Plans (April, 2014). This document covers a lot of ground, much of which is included in other policy sections, both within the existing Official Plan, and within this Report. Again, these are not

mandatory requirements, but they do provide advice to the Town with respect to this topic.

Recommendations

The existing Town Official Plan does not have direct reference to healthy sustainable communities. Notwithstanding that, the existing Official Plan does make reference to many of the key objectives for sustainable design and healthy communities through a number of policy sections, which will be enhanced through the recommendations of this Report.

It is the intent of the Town to remain and evolve as a healthy community, and to support the principles of sustainable design. While Provincial and County policy frameworks make reference to sustainability and healthy communities, there is no stated requirement for the inclusion of specific sustainable design or healthy community policies, other than those already identified in other policy sections (like protection of the Natural Heritage System, the efficient and cost effective delivery of service infrastructure and compact development and effective growth management), however, it is recommended that the existing Official Plan be amended as follows:

- That Section 4 “Amenity and Design” be changed to include a new Section on healthy communities. Wording would suggest that healthy, liveable and safe communities are sustained by:
 - > Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
 - > Accommodating an appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long-term needs;
 - > Providing for an appropriate range of housing types and densities to meet projected needs of current and future residents.
 - > Promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate;
 - > Planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate Active Transportation and community connectivity;

- > Integrating arts, cultural, and recreational facilities with local business, health and social services, schools, parks, and civic buildings;
 - > Promoting the accessibility of services, culture, and recreation facilities by walking, cycling, or transit;
 - > Providing a full range and equitable distribution of publicly accessible built and natural settings for recreation facilities;
 - > Facilitating accessibility for persons with disabilities and older persons; and
 - > Promoting conservation in energy, water and wastewater management.
- That Section 4 “Amenity and Design” be changed to included a new Section on sustainable design that could include:
 - > The Town, in order to reduce energy consumption, shall encourage energy efficient building design including passive solar energy gain, increased building insulation, R-2000 Standard performance, Energy Star rated appliances and mechanicals, alternative energy systems, and conformity with LEED (Leadership in Energy and Environmental Design – Canada) standards, in all new buildings.
 - > The Town shall also encourage green building design and practices in significant building renovations and redevelopments where Site Plan Approval is required;
 - > The Town shall provide leadership in sustainable built form design by ensuring that all new civic buildings constructed within Midland will be designed to meet at least the ‘Certified’ performance level of the LEED building rating system and, where possible, shall consider higher LEED ratings for its new buildings (or equivalent standard);
 - > The Town shall encourage that plans and building designs submitted for approval provide opportunities for south facing windows and building orientation to maximize potential for passive and active solar energy;
 - > The Town shall encourage the use of advanced energy efficient technologies and processes, construction practices and design features such as green/white roofs;

- > Where appropriate, the Town shall permit the use of individual generating systems such as small scale wind turbines to generate energy for domestic use, subject to any applicable Zoning By-law requirements and Town review with respect to setbacks, location and height; and
- > The use of permeable paving is encouraged for use on sidewalks driveways and parking areas throughout Midland.

With respect to accessibility, it is a requirement of the *Accessibility for Ontarians with Disabilities Act* to include an appropriate implementing policy framework into the Town's Official Plan. It is appropriate to add a specific policy section on accessibility into Section 4 "Amenity and Design" of the existing Official Plan.

These changes are considered modest additions to the existing Official Plan and, although not requirements of Provincial or County planning frameworks, certainly raise the profile of these concepts within Midland.



**THE CORPORATION OF THE
TOWN OF MIDLAND**

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May 18, 2016

Debbie Korolnek, General Manager
Environment, Planning and Engineering
County of Simcoe
1110 Highway 26
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David Parks
Director of Planning, Development & Tourism
County of Simcoe
1110 Highway 26
Midhurst, ON L0L 1X0

Dear Ms. Korolnek and Mr. Parks:

RE: TOWN OF MIDLAND – OFFICIAL PLAN REVIEW (OPR)

Midland, like most of your lower-tier municipalities, is currently undertaking an extensive and expensive Official Plan Review (OPR). With the release of the Coordinated Review results on May 10, 2016 and the likely prospect of new Provincial Plans by October of this year, we are looking to you for some assurances that our OPR will not be further delayed and will receive an efficient, yet thorough, County review and approval process.

Our questions, which we understand may take some time to respond to, are as follows:

1. We are looking for assurances that the County will not delay the review and approval process of our local Official Plan Review until the County completes its conformity exercise with the new Provincial Plans.
2. That the County will provide assistance to Midland to ensure our Official Plan Review is in full conformity with the new Provincial Plans.

We would be happy to meet and discuss these issues or to have a full discussion at the next local Planners meeting in June in Wasaga Beach.

We look forward to your reply.

Yours very truly,

THE CORPORATION OF THE TOWN OF MIDLAND

Wesley R. Crown, MCIP RPP
Director of Planning and Building Services
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