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**To:** Mayor and Council

**From:** John Ferguson, CAO  
Amy Cann, Director of Planning & Building  
Dan Perreault, Director of Public Works

**Meeting Date:** March 24, 2025

**Subject:** Report PB-009-2025 – Stayner Secondary Plan

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## Recommendation

Be It Resolved that Council of the Township of Clearview hereby receive report PB-009-2025 (Stayner Secondary Plan) dated March 24, 2025; and,

- 1) That being consistent with Council's resolution dated September 9, 2024 (Report CAO-007-2024 – Boundary Expansion of Stayner Settlement Area), Council direct staff to initiate a Stayner Secondary Plan to allow for efficient and effective planning of municipal infrastructure to 2071; and,
- 2) That Council endorse the proposed study area, which includes the GRO lands, identified on Appendix 'B' attached to Report PB-009-2025; and,
- 3) That Council direct staff to bring forward a report detailing the project plan, including scope, timeline, anticipated cost, and deliverables for the Stayner Secondary Plan project.

## Background

The Township was the recent recipient of grant funding from Infrastructure Ontario through the Housing Enabler Water System Fund (HEWSF) in the amount of thirty-five million dollars (\$35 million). This grant represents fifty percent of the anticipated seventy-million dollar (\$70 million) Klondike Park Road (KPR) Wellfield Facility and Watermain project. As part of the Township's responsibility to the province to ensure the KPR project proceeds, it must demonstrate the project is fully funded. The Township is not financially capable of building this infrastructure on its own and, for this reason, partnered with the development community to invest in this necessary infrastructure.

The source for the remaining project cost (\$35 million) was established in a Development Charge (DC) Pre-payment Agreement between the Township and three participating developers, as follows:

Development Charge Pre-payment (\$35,004,375)

- Each of three developers have committed \$10,077,450 representing 1058 single detached dwelling equivalency units (SDEs).

#### Township Contribution

- The Township has committed \$4,772,025 representing 501 SDEs.

The DC Pre-payment agreement accounts for a total of 3675 confirmed SDEs from the KPR wellfield.

The conditions of the DC Pre-payment Agreement (Article 2.2.4) states:

*The inclusion of the additional lands now owned or to be owned by each of the Developers adjacent to and outside of the Primary Urban Settlement Area of Stayner Settlement boundary being included within the Township's Official Plan and designated for residential urban development by way of an approved and in-force. Official Plan Amendment or other provincially approved mechanism.*

As a component of the DC Pre-payment Agreement, it is incumbent upon the Township to explore the question of settlement boundary expansion for Stayner in accordance with the Provincial Planning Statement, County Official Plan, Township Official Plan and in consideration of the growth opportunities and constraints impacting the Stayner urban settlement area.

In addition to water supply, Clearview Township has existing arrangements with Wasaga Beach for 5000 cu m of wastewater treatment. The agreement provides for an initial 2500 cu m of capacity for our residential sewer flows with agreement for an additional 2500 cu m, involving our financial participation in sewer plant expansion.

Given the potential yield of the KPR Wellfield and the existing wastewater treatment arrangement with Wasaga Beach, there is merit in investigating growth potential in Stayner beyond the 2031/2051 planning horizon to 2071. Additionally, at its meeting on September 9, 2024, Council considered Report [CAO-007-2024](#) from the Chief Administrative Officer respecting a boundary expansion of the Stayner Settlement Area. In consideration of this report, Council resolved:

THAT Council of the Township of Clearview hereby receive report [CAO-007-2024 \(Boundary Expansion of Stayner Settlement Area\)](#) dated September 9, 2024; and,

- 1) That Council direct staff to prepare correspondence on behalf of Council asking the County of Simcoe to consider a boundary expansion of Stayner's settlement area in accordance with the provincial initiative to build more homes faster; and,
- 2) That Council direct staff to begin work on the second funding application for the HEWSF and include within the application Council's desire to expand the settlement boundary to improve our economic impact by responding to the demand for more housing; and,

- 3) That Council directs staff to open negotiations for increased sewer allocation with the Town of Wasaga Beach. Motion Carried.

Accordingly, the CAO's office has completed or is undertaking each of Council's directives. Further to Council's Sept 9<sup>th</sup> direction, the purpose of this report is to request Council's approval to formally explore this growth and servicing potential through the preparation of a Stayner Secondary Plan.

## **Comments and Analysis**

### **Provincial Planning Statement**

The new Provincial Planning Statement (PPS) was issued under s. 3 of the Planning Act and came into force on October 20, 2024. Like its predecessor, the new PPS clarifies that all decisions, comments, submissions or advice that affect a planning matter "shall be consistent with" the PPS. As a policy statement issued under the Planning Act, this applies to council of a municipality, a local board, a planning board, a minister or ministry, board, commission or agency of the government.

#### *Planning for People & Homes*

PPS s. 2.1 stipulates the manner in which planning authorities shall plan for and manage growth. The PPS (s. 2.1.1-2) requires that planning authorities' base population and employment forecasts on population projections published by the Ministry of Finance, or alternatively, those forecasts that had previously been issued by the Province for the purposes of land use planning. In the Clearview context this points to the use of the growth forecasts in the MMAH-approved County of Simcoe Official Plan (discussed further below).

#### *Permitted Planning Horizon*

The PPS (s. 2.1.3) specifies that at the time of adopting a new or updated Official Plan, planning authorities shall ensure that sufficient land is available to accommodate projected growth needs for a period of at least 20 years and not more than 30 years (i.e., to 2051). This section of the PPS goes on to state that planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond the 30-year time horizon.

The PPS (s.2.1.4) also requires that planning authorities maintain the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development. This objective aims to ensure an appropriate range and mix of housing options and densities.

#### *Settlement Boundary Alterations*

The 2024 provincial policy allowance for settlement boundary expansions and the establishment of new settlements is a significant change from the 2020 PPS, which

required a municipal comprehensive review exercise. Notwithstanding this change, the 2024 PPS (s. 2.3.1) still applies rigor to the seriousness of settlement boundary changes by establishing tests that planning authorities must assess when considering a settlement boundary expansion. The criteria are as follows:

- a. the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses;
- b. if there is sufficient capacity in existing or planned infrastructure and public service facilities;
- c. whether the applicable lands comprise specialty crop areas;
- d. 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;
- e. whether the new or expanded settlement area complies with the minimum distance separation formulae;
- f. 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
- g. the new or expanded settlement area provides for the phased progression of urban development.

Since all Council decisions must be consistent with the PPS, the Township must consider these criteria in planning for growth in Stayner.

### **County of Simcoe Official Plan & Growth Forecasting**

The in-force County of Simcoe Official Plan was approved in 2006 and requires the Township to plan for a population of 19,700 people and for a total employment of 5,100 jobs by 2031. Fulsome details on the County Land Budget can be found on their [website](#), including the [Clearview land budget to 2031](#).

[County Official Plan Amendment No. 7 \(COPA#7\)](#) was completed to introduce/update policies relating to settlement hierarchies, population and employment growth forecasts, density and intensification targets, identification of Major Transit Station Areas and to establish policy frameworks for managing new growth areas and future settlement area boundary expansions. COPA#7 was approved by County Council in August 2022 and is currently with the Ministry of Municipal Affairs under review, pending decision from the Minister. COPA#7 plans to the year 2051 (30-year horizon). The population and employment projections in COPA#7 were completed by qualified professional land

economists at Hemson Consulting. Cushman & Wakefield reviewed the work of Hemson from the real estate, land needs, and site selection perspectives.

Table 1: Clearview 2021-2051 Forecast

Clearview Population Growth	Annual Growth Rate	Share of Simcoe Growth	Total New Housing Units
6,600	1.2%	3.4%	3,680

Source: [Growth Forecasts & Land Needs Assessment, Hemson Consulting, Appendix D, pg. 132](#)

The Hemson study concludes that Clearview Township does not need any additional lands to accommodate its growth allocation. The study also notes that Clearview is in a good position to accommodate growth, as it has advanced plans for development, which points to the amount of lands that are pre-designated for residential development and draft plan approved within its urban settlement boundaries.

### **Clearview Official Plan**

The Council of the Township of Clearview adopted a new Official Plan on May 27, 2024. The Clearview 2024 Official Plan (OP) was subsequently approved by the County of Simcoe on November 26, 2024. The County-approved OP was generally consistent with the Township-adopted version, save for some minor modifications. The County issued non-decisions on the various sections of the OP that reference the 2051 planning horizon, in favour of the 2031 planning horizon. This was done to maintain consistency with the County OP.

The Township had anticipated a second phase to the recently completed Official Plan Review to examine settlement boundary adjustment opportunities Township-wide. For a number of reasons, as outlined throughout this report, a secondary planning exercise scoped to Stayner is warranted at this time.

The growth management section of the OP indicates a current growth horizon to 2031, consistent with the County OP. COPA#7, once approved by the Minister, will allow a planning horizon to 2051 and the County will release the non-decisions on the new Township OP accordingly. Nevertheless, and as noted earlier in this report, the PPS allows for infrastructure planning beyond the 2031/2051 planning horizon.

The OP foreshadows the potential need to explore the Township’s infrastructure needs beyond the 2031/2051 planning horizon in Creemore and Stayner, being the Township’s two fully-serviced urban settlement areas where the majority of growth is to be directed.

### *Future Development in Stayner*

Sec. 2.3.1 of the Township OP clarifies that the intent of the OP is to facilitate a rational approach to growth and development. Relative to growth management, the OP also aims to ensure maintenance of the Clearview small-town character and ensure adequacy of municipal services.

For the following reasons, there is merit in investing growth potential in Stayner beyond the 2031/2051 planning horizon to 2071.

1. The confirmed and potential additional yield of the KPR Wellfield to service Stayner with potable water;
2. The residential wastewater treatment capacity planned for through agreement with the Town of Wasaga Beach; and
3. The extent of developer interest in building Stayner to meet and exceed its 2031/2051 planning horizon.

The purpose of this report is to request Council's approval to formally explore this potential through the preparation of a Stayner Secondary Plan.

OP sec. 11.1.2 outlines the basis for undertaking a secondary planning exercise. Secondary planning is employed when a 'closer look' is required to investigate a more detailed policy direction for a defined area of the municipality. Secondary Plans establish a coherent and detailed concept for land use and infrastructure (including public service facilities), provide more specific direction and guidance for development, and articulate detailed objectives, principles, and policies. A secondary plan is adopted as an amendment to the municipality's official plan, using the same public process as an Official Plan Amendment. In the context of this report, **it is recommended that Council give direction to staff to undertake a secondary planning review for the purposes of infrastructure planning for Stayner to 2071.**

The OP (sec. 11.1.2.3) requires that the preparation of secondary plans will have regard for:

- a. the appropriate phasing and timing of development;
- b. the efficient and effective provision of municipal services, infrastructure, and roads;
- c. the risks associated with climate change impacts, including vulnerabilities to climate influenced hazards, and the incorporation of strategies to increase the resilience of, and to reduce emissions from, development and infrastructure;
- d. the creation of complete communities through the provision of an appropriate mix of compatible land uses, including public service facilities and parks;
- e. the provision of a range of housing types and densities;

- f. the accessibility and safety of transportation systems and public service facilities;
- g. environmental constraints and the physical suitability of the area;
- h. minimizing impacts on natural heritage features and systems;
- i. maintaining consistency with the character of the surrounding area and with the rural landscape; and
- j. ensuring compatibility with land uses in areas surrounding the proposed secondary plan area.

### **Preliminary Stayner Land Needs Data**

As part of the Township's HEWSF application, the Development Team composed a more sophisticated version of its growth management data, focusing on the residential unit potential in the Stayner settlement area. Through this analysis some examination was extended to select lands/neighbourhoods immediately outside of the Stayner settlement boundary (discussed further below). A technical schedule was submitted to the province as part of the HEWSF application confirming Planning Act alignment of the development that would be serviced by the KPR wellfield (attached as Appendix 'A').

This dataset continues to be refined and is proposed to be used as the basis for the Stayner Secondary Plan. The Stayner Land Needs Data uses GIS technology to understand by locational context:

- Residential land availability,
- Land use constraints (e.g., natural hazards).
- Potential infill and greenfield development opportunities,
- Residential unit yield potential (e.g., median density as units per hectare), and
- Planning Act approvals status, where applicable.

The work completed to date provides a very useful baseline to begin a Secondary Planning exercise. The Stayner Secondary Plan will add critical information to the Stayner Land Needs Data to add depth and realism to the analysis to understand where and how Township infrastructure can and should be extended to facilitate growth to 2071.

### **Stayner Development Engineering Data**

The criteria outlined above and in accordance with OP Sec. 11.1.2.3 will be examined fulsomely in the Secondary Plan exercise. From a capital planning and development engineering perspective, the following merits specific note:

- A product of the Stayner Secondary Plan will be the creation of a Master Servicing Plan (MSP) for Stayner to ensure that we have a comprehensive and coordinated look at infrastructure and services needs for infrastructure planning to 2071.
- Rationale for an MSP:
  - Cost-effectiveness: Identify cost-effective strategies for infrastructure investment and maintenance to support GRO lands, plan for long-term cost (development charges).
  - Regulatory Compliance: Meet provincial Environmental Assessment requirements, aligning with the Township Official Plan Amendment.
  - Infrastructure Coordination:
    - Water - expansion of the KPR wellfield, confirmation of how much more water can be produced at this location through groundwater investigation/testing.
    - Wastewater - look beyond the current agreement with Wasaga Beach for 2500 cu.m (not in use) the additional 2500 cu.m in agreement requiring upgrades and if required further capacity in this system.
    - Stormwater - review communal systems stormwater systems, multiple developments utilizing common SWM ponds.

### **Proposed Secondary Plan Study Area**

The policies of the OP are meant to provide for the Township's orderly and efficient growth over the long term, with the majority of growth and development being directed to the Urban Settlement Areas of Stayner and Creemore. With this in mind, the OP recognizes the very real possibility that, at some point, the need will arise for additional land to accommodate growth in one (or both) of the Township's Urban Settlement Areas.

The Stayner settlement area boundary is identified in both the County OP and Township OP. Township OP Schedule 'A' illustrates the Township's Municipal Structure, delineating all Clearview settlement areas and lands near settlement areas, which are subject to special policy buffers. Those lands within 1 km of Stayner have been identified on Schedule 'A', and are subject to OP Sec. 3.2.3. The 1 km buffer and this section of the OP sets out policies whose principal objective is to discourage forms of development that could hinder or preclude the eventual expansion of settlement areas or that could introduce inefficient land use patterns in the vicinity of Stayner and other existing settlement areas. Hence, the 1 km buffer establishes a logical secondary plan study area to facilitate long-range infrastructure planning for Stayner.

Certain lands outside of the Stayner settlement area boundary have been tentatively identified as having long-term development potential and therefore may also be considered in long-term infrastructure planning exercises. These lands have been shown in a separate category known as the 'Growth Reserve Overlay (GRO)' on Appendix 'B' attached hereto. Eight (8) parcels are being or have been promoted for development by specific parties (e.g., owner, developer). Each of the eight parcels lie within the 1 km Stayner buffer.

It is proposed that the Stayner Secondary Plan will consider the approach to servicing the GRO lands and other lands within the 1 km Stayner buffer. A map is attached to this report as Appendix 'B' showing the proposed Stayner Secondary Planning Area.

### **Approval Authority**

The Planning Act establishes the Minister of Municipal Affairs & Housing as the approval authority for all new Official Plans and Official Plan reviews/amendments, unless the Minister has delegated their authority through legislation.

Ontario Regulation 525/99 under the Planning Act, R.S.O. 1990, c. P.13 effectively delegates the Minister's approval authority for new/reviewed/amended lower-tier Official Plans to the County of Simcoe.

On October 25, 2022, the Provincial government introduced Bill 23, known as the More Homes Built Faster Act, 2022. Bill 23 received Royal Assent on November 28, 2022. The overall stated purpose of Bill 23 was to introduce several legislative changes intending to increase housing supply throughout Ontario.

Among other changes, Bill 23 set out intent to classify Simcoe County as an 'upper-tier municipality without planning responsibilities'. The Regional Municipalities of Durham, Halton, Niagara, Peel, Waterloo and York were also included within the definition of 'upper-tier municipality without planning responsibilities'. Once enacted, the Official Plans of these upper-tier municipalities, including Simcoe County will no longer exist in their own authority, but rather become part of the lower-tier municipal Official Plans.

If/when the planning responsibilities of the County of Simcoe are dissolved through the passage of provincial regulation, it is assumed that the approval authority for new/reviewed/amended Clearview Official Plans would default back to the Minister. It is possible that the Minister could create exemptions or other delegation arrangements for the Simcoe lower-tiers, however, this remains unknown.

### **Conclusion**

This report was crafted to lay out the policy framework and preliminary capital project implications to expanding Stayner development potential and plan for Stayner infrastructure to 2071. In summary, the following points merit note:

- Planning authorities must base population and employment growth forecasts on a prescribed and defensible source.
- Planning authorities must ensure that sufficient lands are available for the 15-year planned growth horizon but may only plan for projected growth needs for a period not more than 30 years (i.e., to 2051).
- Until Simcoe County planning responsibilities are dissolved through regulation, the County remains the approval authority for Township Official Plan Amendments.
- There is significant interest in developing Stayner up to and beyond its permitted planning horizon to 2031/2051.
- A Stayner Secondary Planning exercise will resolve the unknown or unconfirmed aspects of how to provide efficient and effective municipal services, infrastructure, and roads to the extent of Stayner envisioned to 2071.
- A Stayner Master Servicing Plan (MSP), as a product of the Secondary Plan, will achieve infrastructure coordination, cost effectiveness, and regulatory compliance for the benefit of the municipality, developers, and ratepayers.
- The 1 km buffer to the Stayner Urban Settlement Area shown in Township Official Plan Schedule 'A' represents a logical initial secondary planning study area.

If Council approves the recommendation to move forward with the Stayner Secondary Plan, the Development Team and the relevant consultants will prepare a follow-up report detailing the process and a preliminary costing assessment.

### **Financial Implications**

Through the 2025 budget process, Council approved \$50,000 for the 'Official Plan Review Phase II' process. For the reasons referenced in this report, it is prudent to scope the boarder Phase II process to focus on a more specific review of Stayner.

Since the Stayner Secondary Plan is warranted as a result of growth, funding the project through Development Charges may be possible. Staff will review this possibility with the Township Treasurer.

### **Clearview's Strategic Plan**

The above initiative supports all of the five strategic pillars:

- Infrastructure
- Recreation & Culture
- Communication
- Climate

- Core-Business (Agriculture)

## **Report Appendices**

Appendix A: Planning Act Alignment - Supplement to Schedule K (Appendix A: Technical Schedule) Housing-Enabling Water Systems Fund Application Intake 2

Appendix B: Proposed Stayner Secondary Planning Area

## **Approvals**

**Submitted by:** John Ferguson, CAO  
Amy Cann, Director of Planning & Building  
Dan Perreault, Director of Public Works

**Financial Implications Reviewed by:** Kelly McDonald, Treasurer

**Approved by:** John Ferguson, CAO