



**AMENDMENT NO. 10  
TO THE OFFICIAL PLAN  
OF THE TOWNSHIP OF LUCAN BIDDULPH**

**SUBJECT:** LUCAN BIDDULPH MUNICIPAL COMPREHENSIVE REVIEW

**DATE:** NOVEMBER 2021



## **TABLE OF CONTENTS**

<b>Statement of Components</b>	<b>1</b>
<b>PART A – Preamble</b>	<b>2</b>
<b>PART B – The Amendment</b>	<b>4</b>
<b>PART C – The Appendices</b>	<b>37</b>

DRAFT



## **STATEMENT OF COMPONENTS**

**PART A - PREAMBLE** introduces the actual Amendment but does not constitute part of Amendment No.10 to the Official Plan for the Township of Lucan Biddulph.

**PART B - THE AMENDMENT** consists of the following text and attached Schedule A map, which constitutes Amendment No.10 to the Official Plan for the Township of Lucan Biddulph.

**PART C - THE APPENDICES** do not form part of Amendment No.10 but are provided to clarify the intent and to supply background information related to the Amendment.

DRAFT



## **PART A – PREAMBLE**

### **1.0 PURPOSE AND EFFECT**

The Township of Lucan Biddulph undertook the preparation of a Municipal Comprehensive Review 2020/2021. The purpose of Amendment No.10 is to:

- a) implement the necessary textual and mapping changes to relevant sections of the Official Plan as they relate to the Municipal Comprehensive Review. In doing so, the proposed amendment would direct anticipated growth to the locations that can be developed more efficiently and cost effectively on full municipal services.
- b) update housing policies to recognize the need to differentiate between low, medium and high density developments and establish appropriate policies for each type of housing.

The effect of the amendment is to adjust the settlement area boundary by adding 56 hectares (138 acres) to the Village of Lucan by re-designating lands from Agricultural to Residential in order to accommodate anticipated growth for the next 25-years, while also updating existing housing policies to ensure conformity with PPS 2020, efficient development patterns through intensification, and defining the intended vision for the community.

### **2.0 LOCATION**

This Amendment involves changes to textual components of the Official Plan and to update Schedule 'A', Schedule 'C', and Schedule 'D' to reflect the amended boundaries. The textual amendments to the Official Plan affect all lands within the Township of Lucan-Biddulph, while the proposed settlement boundary expansion as depicted in Schedule 'A' generally applies to the lands lying along the north and easterly settlement area boundaries of the Village of Lucan.

### **3.0 BASIS OF THE AMENDMENT**

The amendment addresses the following circumstances:

- the preparation and adoption of the Lucan Biddulph Municipal Comprehensive Review, which recommends the adjustment of the Village of Lucan Settlement Area to support Lucan-Biddulph's ability to meet the anticipated growth and development through to 2046



**Amendment No. 10 to the Official Plan of the  
Township of Lucan Biddulph**

---

- Further it is to address necessary textual amendments based on the revised 2020 Provincial Policy Statement as well as to provide additional direction on housing policies

DRAFT



## **PART B - THE AMENDMENT**

### **4.0 INTRODUCTORY STATEMENT**

All of this part of the document, entitled “Part B – The Amendment”, including the following text constitute Amendment No. 9 to the Official Plan of the Township of Lucan Biddulph. Please note the following details for the amendments described herein:

- a) A **BOLDING** indicates the addition of new text
- b) A ~~STRIKETHROUGH~~ indicates the removal of existing text
- c) EXISTING TEXT will be left unchanged in format

### **5.0 DETAILS OF THE AMENDMENT**

The following sections of the Official Plan of the Township of Lucan-Biddulph are hereby amended as follows:

1. Section 1.0 is deleted in its entirety and replaced.

#### **“1.0 INTRODUCTION**

~~This document constitutes the first ever Official Plan of the Township of Lucan Biddulph. The Township was formed in January 1999 by the amalgamation of the Township of Biddulph and the Village of Lucan. The Plan replaces the Official Plan and all amendments thereto of the former Township of Biddulph adopted in 1992 and the Official Plan and all amendments thereto of the former Village of Lucan adopted in 1978.~~

~~A new official plan for the Township of Lucan Biddulph is desirable not only as a result of the amalgamation of the two former municipalities, but to confirm and modify, where necessary, the Township’s goals and land use policies in light of prevailing and future circumstances. Provincial policies and guidelines released since the adoption of the existing official plans and the adoption of a new County of Middlesex Official Plan in 1997 have a direct bearing on the planning and development of the Township and need to be taken into account in the new Official Plan of the Township.~~

~~The Township of Lucan Biddulph (2011 census population: 4,338) is a predominantly rural municipality, encompassing approximately 16,600 hectares (41,500 acres) and located in the County of~~



## Amendment No. 10 to the Official Plan of the Township of Lucan Biddulph

---

~~Middlesex approximately 20 km north of the City of London. Its largest settlement, the Village of Lucan, is situated in the west-central portion of the Township. It functions as the Municipality's administrative and commercial centre and has increasingly taken on the role of a dormitory community. Other settlements in the Township include Granton and Clandeboye, both considerably smaller than Lucan. The Township's remaining settlements comprise relatively small, isolated clusters or strips of residential development.~~

~~Agriculture is arguably the economic mainstay and defining characteristic of the Township of Lucan Biddulph. Highly productive soils conducive to cash crop and livestock farming are extensive throughout the Township. Areas of low capability soils and/or marginal farmland are, on the other hand, quite limited. In terms of forest cover, woodlands account for less than five percent of the total land area of the Township.~~

~~The Little Ausable River valley meanders generally in a north-south direction through the westerly portion of the Township. Its natural setting, topography, scenic vistas and aesthetic characteristics make it the Township's most significant natural heritage feature.~~

~~The Township is serviced by a system of provincial highways, county roads and local roads. Highway No. 4 provides the most direct link to the City of London and constitutes the main traffic corridor passing through the Township.~~

**This document constitutes the Official Plan for the Township of Lucan Biddulph. The Township was formed in January of 1999 by the amalgamation of the Township of Biddulph and the Village of Lucan. The Plan updates the 2002 Official Plan and all amendments thereto.**

**An updated Official Plan for the Township of Lucan Biddulph is desirable to confirm and modify, where necessary, the Townships goals and land use policies in light of prevailing circumstances. Provincial policies and guidelines released since the adoption of the 2002 Plan and updates to the County of Middlesex Official Plan have a direct bearing on the planning and development of the Township and need to be taken into account in the updated Official Plan of the Township.**



The Township of Lucan Biddulph (2021 estimated population: 5570) is a predominantly rural municipality encompassing approximately 16,600 hectares (41,500 acres) and is located in the County of Middlesex, approximately 20 kilometres north of the City of London. Its largest settlement, the Village of Lucan, is situated in the west-central portion of the Township. It functions as the Municipality's administrative and commercial centre and has increasingly taken on the role of a dormitory community. Other settlements in the Township include the Village of Granton and the Hamlet of Clandeboye, both considerably smaller than Lucan.

Agriculture is the economic mainstay and defining characteristic of the Township of Lucan Biddulph. Highly productive soils conducive to cash crop and livestock farming are extensive throughout the Township. In terms of forest cover, woodlands account for less than five percent of the total land area of the Township.

2. Subsections 1.2 amended as follows:

“1.2 ASSUMPTIONS

The Official Plan of the Township of Lucan Biddulph is based on the following assumptions:

- a) Agriculture will continue to be the predominant land use and the economic mainstay of the Township given stable or improved market conditions for agricultural products and a strong commitment to a land use planning approach which is supportive of farming and which strictly controls urbanization of the rural area;
- b) Strengthening and diversifying the economic base of the Township through the attraction of development and employment is desirable and is generally supported by the community;
- c) ~~Modest growth and a controlled approach to development and land use change is in the best interests of the Township. Sound and wise management of the Township's natural resources are essential to the well being of the Municipality;~~





**Reasonable growth and a strategically managed approach to development and land use change is in the best interests of the Township;**

- d) The nature of farming in the Township requires that large, contiguous areas of productive land be reserved for farming purposes and activities, which are either supportive of, or complementary to, farming. The intrusion of incompatible or conflicting land uses, singularly or cumulatively, are potentially detrimental to farming in the Township and should be prevented;
- e) Development is able to be attracted to the Township and **reasonable** growth achieved by designating areas suitable and desirable for these purposes, by undertaking community improvements and by the adoption of an active promotional strategy without disruption to agriculture and the existing nature and character of the Township;
- f) Directing future residential development to existing settlements which have the facilities and infrastructure to service such development is in the best interests of these settlements and the Township;
- g) Changes may occur within the Township as a result of market forces, social trends, and the actions of other levels of government and other public authorities which the Municipality may have limited (if any) ability to control or influence.

3. Subsection 1.4 amended as follows:

“1.4 TOWNSHIP DESIGN POPULATION

~~The most recent census population of the Township of Lucan Biddulph amounts to 4,338 person (Statistics Canada: 2011), of which an estimated 2,200 reside in the Village of Lucan and an estimated 300 persons in the Village of Granton. The remainder of the population (approximately 1,700 persons) reside in Clondeboye, other smaller settlements and in the rural area of the Township. Future population growth for the Township is expected to be modest. The additional population is to be directed primarily to areas of the Township where the provision of full municipal services is available, namely Lucan and Granton. Assuming a growth rate of 0.7% per annum and a current population of 4,338, the population of the~~



~~Township is anticipated to be in the order of 4,821 by the year 2026 (Source: County of Middlesex Official Plan 5-Year Review – Population Projections).~~

**The most recent population figures for the Township of Lucan Biddulph for 2021 amounts to 5,570 persons (Watson & Associates Economists), of which an estimated 2,840 reside in the Village of Lucan and an estimated 300 persons in the Village of Granton. The remainder of the population (approximately 2,430 persons) reside in Clandeboye, other small settlements and in the rural area of the Township. Future population growth for the Township is expected to be quite robust. The additional population shall be directed to fully serviced areas, predominantly to the Village of Lucan with limited growth in the Village of Granton. The population of the Township is projected to grow to 8,710 persons by 2046 (Source: Watson & Associates Economists – December 2020).**

4. Subsection 1.5 amended as follows:

“1.5 GROWTH MANAGEMENT STRATEGY

~~The majority of future growth in the Township of Lucan Biddulph will be directed to the Village of Lucan and secondly to the Village of Granton. Both villages are serviced by a municipal water supply and sanitary sewage systems with reserve capacity sufficient to accommodate additional growth. In the County of Middlesex Official Plan, which under the Planning Act, this Plan is required to conform, Lucan and Granton are the only centres in the Township of Lucan Biddulph designated as ‘Settlement Areas’. Such areas are defined in the County Official Plan as areas where development is concentrated and contiguous and which have the potential to accommodate additional development.~~

~~Elsewhere, future residential development in the Township of Lucan Biddulph will be restricted, being directed to the hamlet of Clandeboye, limited locations along the Ausable River in areas designated ‘Country Residential’ and existing ‘lots of record’. One extensive area of existing vacant lots lies along the south side of Highway No. 4 in Lot 9 and Lot 10, S.L.R. at the end of Nagle Drive. Non-agriculturally related industrial and commercial development will be directed to Lucan and Granton and to a few key locations considered suited to this type of development.~~



~~The growth management strategy is designed to limit the loss of prime agricultural land, to enable farm operations the ability to expand and adapt to changing marketing conditions and technology, and to minimize the potential for conflicts between farming and rural residents. It is also designed to make efficient use of the capital investment in infrastructure by the Municipality and the Province, to strengthen the existing established communities in the Township and to limit the costs to the Municipality associated with 'sprawl' or random urbanization of the countryside. The goals, objectives and policies of this Plan serve to express this strategy of growth management.~~

**The majority of future growth in the Township of Lucan Biddulph will be directed to the Village of Lucan and secondly to the Village of Granton. Both villages are serviced by a municipal water supply and sanitary sewage systems. In the County of Middlesex Official Plan, which under the Planning Act, this Plan is required to conform, Lucan and Granton are the only centres in the Township of Lucan Biddulph designated as 'Settlement Areas'. Such areas are defined in the County Official Plan as areas where development is concentrated and contiguous and which have the potential to accommodate additional development.**

**Elsewhere, future residential development in the Township of Lucan Biddulph will be restricted. Non-agriculturally related industrial and commercial development will be directed to Lucan and Granton and to a few key locations considered suited to this type of development.**

**The growth management strategy is designed to limit the loss of prime agricultural land, to enable farm operations the ability to expand and adapt to changing marketing conditions and technology, and to minimize the potential for conflicts between farming and rural residents. It is also designed to make efficient use of the capital investment in infrastructure by the Municipality and the Province, to strengthen the existing established communities in the Township and to limit the costs to the Municipality associated with 'sprawl' or random urbanization of the countryside. The goals, objectives and policies of this Plan serve to express this strategy of growth management.**



5. Subsection 2.1 amended as follows:

“2.1 LUCAN

The Village of Lucan, located in the west-central portion of the Municipality, is one of two settlements in the Township of Lucan Biddulph formally recognized as a ‘Settlement Area’ in the County of Middlesex Official Plan, the other being the Village of Granton. The County Plan defines a ‘Settlement Area’ as an “area where development is concentrated and contiguous and has the potential to accommodate additional development”.

The Village is by far the largest settlement of the Township with a current population estimated to be in the order of ~~2,160~~ **2,840** persons lying within an area comprising the former incorporated Village of Lucan and adjacent developed lands formerly in the Township of Biddulph. It is the administrative and commercial centre of the Township and has the infrastructure in place to accommodate most, if not all, of the anticipated growth of the Municipality. Given its proximity to the City of London and other employment centres, the Village has assumed a dormitory role offering affordable housing and relatively good accessibility.

Historically, Lucan has developed in a linear fashion along Main Street (Highway No. 4) and along the now abandoned Canadian National Railway line resulting in a somewhat irregular layout of lots and streets. The downtown core consists of an area approximately one block deep along both sides of Main Street between William Street to the southeast and George Street and Stanley Street to the northwest. It is relatively compact and provides the Village with a unique sense of identity, characterized by a remnant stock of heritage buildings and a mix of commercial, institutional and residential land uses.

Outside the downtown core, commercial development has been less diverse and generally restricted to the northwesterly end of the Village along Main Street and at the southeasterly end of the Village at the intersection of Saintsbury Line and Main Street.

Industrial development, on the other hand, is generally limited to an area lying west of the downtown core on William Street and a few scattered locations elsewhere. The establishment of new industry in the Village has been limited due to a number of factors including accessibility, visibility, land availability and labour force



characteristics. Both commercial and industrial establishments in the Village are typically small in terms of scale and employment.

The largest portion of the Village's land base is devoted to residential development, generally surrounding the downtown core. Single unit dwellings constitute the predominant housing type. A **growing** number of multiple unit dwellings are scattered throughout the urban area, ranging from one to **four** storeys in height.

6. Subsection 2.1.2 amended as follows:

"2.1.2 CENTRAL COMMERCIAL

The area designated 'Central Commercial' comprises the historic downtown core of the Village lying generally along Main Street (Highway No. 4) between George Street and Stanley Street to the northwest and William Street to the southeast. While commercial uses are intended to dominate, institutional, cultural and residential uses contribute significantly to the mixed-land use character and multi-functional role of the core.

~~Similar to many communities in southwestern Ontario, the downtown core of Lucan has suffered in recent years, reflected by vacant storefronts and undeveloped and underutilized properties. The extensive commercial development of the Masonville area of north London is believed to be a key factor.~~ **While some commercial uses have vacated due to development pressures and trends, investment into the economic vitality of the core continues through strategies including the introduction of a Community Improvement Plan.** There are, nevertheless, signs of revitalization and a number of opportunities are apparent for redevelopment, infilling and the conversion of residential uses to commercial uses. Policies are designed to encourage economic and social vitality, compact development, public amenities, and preservation and enhancement of the historic streetscape

7. Subsection 2.1.5.1 amended as follows:

"2.1.5.1 LAND USE

Within areas designated 'Residential' on Schedule "A", the primary use of land shall be for single unit detached dwellings. Other dwelling types are also permitted **encouraged** including semi- detached



dwellings, duplex dwellings, converted dwellings, accessory apartments, townhouses, **stacked townhouses**, and low-rise apartment buildings. Secondary uses may also be permitted provided they complement and are compatible with these areas and do not detract from their predominantly residential character. These uses may include churches, schools, neighbourhood parks, nursing and rest homes, and home occupations. The actual uses permitted shall be specified in, and regulated by the Zoning By-law.

8. Subsection 2.1.5.2 amended as follows:

“2.1.5.2 SCALE, DENSITY AND FORM

~~The scale, density and form of new residential development shall respect and be sensitive to the ‘small town’ character of the Village. At the same time, it is recognized that multiple forms of residential development will provide the potential for more affordable housing as well as housing more able to meet the increasingly diverse needs and preferences of the community. To ensure compatibility with existing development, the density and height of new residential development will be limited.~~

**It is recognized that multiple forms of residential development will provide the potential for more affordable and attainable housing, as well as meeting the increasingly diverse needs and preferences of the community.**

**A minimum density target of 12.5 units per hectare is established to ensure the new forms of residential development are compatible with the character of the Village. Specific development standards, such as height, shall be established in the Township’s Zoning By-law.**

9. Subsection 2.1.5.5 amended as follows:

~~Medium Density Housing~~

~~Medium density residential development in the form of townhouses, apartments and other forms of multiple unit housing shall be encouraged to locate where direct or proximate access to arterial or collector roads is available; where proximity exists to commercial areas, schools, and/or parks and open space; and~~





~~where municipal services are available or capable of being made available. Intrusions into existing residential areas of predominantly single unit dwellings shall be discouraged and compatibility with the character and design of neighbouring development expected. Appropriate buffering and setbacks shall be provided where necessary to ensure compatibility. Standards regarding housing types, density, height, parking and landscaped open space shall be addressed in the Zoning By-law. Site plan control shall apply.~~

### 2.1.5.5 “RESIDENTIAL” POLICIES

The following policies shall apply to those lands designated “Residential” on Schedules “A” and “B” of this Plan:

- (1) Permitted uses shall be in accordance with the policies outlined in this Section and shall include:
  - (a) Low Density Residential, includes single detached dwellings, semi-detached dwellings, duplex dwelling, triplex dwelling, and home occupation uses in accordance with Section 2.1.5.9 of this Plan; mobile homes and mobile home parks shall not be permitted; residential uses may be placed in separate zoning categories in the implementing Zoning By-law;
  - (b) Converted Dwellings (i.e., a large dwelling that has been converted to contain additional dwelling units), in accordance with the following policies:
    - (i) Required parking spaces must be provided on the site, other than within the required front yard.
    - (ii) There is no change to the exterior character of the dwelling.
    - (iii) Adequate buffering and transition must be provided to surrounding lower density development.
    - (iv) Water supply and sewage services are adequate to support the proposed development and/or redevelopment.
    - (v) There is no change in the character of existing development, using the criteria outlined above to determine the effect of the proposal. If the proposed development will result in a change in the character of the neighbourhood, an Official Plan amendment will be required, as will a study and a public hearing



to determine if the Official Plan amendment should be undertaken.

(c) **Medium Density Residential**, includes townhouses, multi unit dwellings, and low-rise apartment dwellings with a maximum height of three storeys, in accordance with the following policies:

- (i) An application for a Medium Density Residential development shall be required to demonstrate that the lands are of a sufficient land area to accommodate the design considerations listed in subsection (iv) of this section;
- (ii) preference will be given to sites located on arterial roads close to major public parks and commercial areas;
- (iii) The following additional items will be considered when reviewing the appropriateness of applications to amend the comprehensive Zoning By-law to allow medium density residential uses in an area designated “Residential”:
  - general compatibility with existing uses in close proximity to the proposed development; the proposal will be analyzed to determine if it will alter the character of existing development, using existing land uses within a 120 metre radius of the subject property as a guide to the nature of existing development characteristics;
  - the capacity of Municipal, County and Provincial roads affected and their ability to handle the expected increases in traffic;
  - the adequacy of services to serve the proposed development;
  - the adequacy of off-street parking facilities to serve the proposed development;
  - the provision of landscaping, buffering and building setbacks adequate to protect the privacy of surrounding residential properties; and,
  - consistency with the Provincial Policy Statement.

If the proposed site can satisfy the criteria listed above and can provide adequate buffering and





transition for adjacent lower density residential uses, no Official Plan amendment would be required.

If the proposed development does not satisfy the location criteria, or if it will increase the scale or density of existing development, an Official Plan amendment will be required. A comprehensive study would be required to determine if the Official Plan policies in this regard are no longer appropriate. A public hearing will also be required.

- (iv) The design considerations for medium density residential development should include provisions for the following:
- The height, bulk, and arrangement of buildings and structures will achieve harmonious design and integrate with the surrounding area.
  - Appropriate open space, including landscaping and buffering, will be provided to maximize the privacy of residents and minimize the impact on adjacent lower density uses.
  - Parking areas that are of sufficient size to satisfy the need of the particular development that are well designed and properly related to buildings.
  - Landscaped areas shall be required on the site of each residential development.
  - Each dwelling shall maintain a private outdoor amenity area of sufficient size for the proposed use.
  - Service areas may be required on the site of each development (e.g., garbage storage, snow storage areas).
  - The design, construction, and maintenance of the vehicular, pedestrian, and amenity areas of residential developments will be subject to regulations by the Municipality.
  - All medium density residential development will be subject to Site Plan Control pursuant to Section 41 of the Planning Act, R.S.O. 1990 Chap.P.13.



- (d) **High Density Residential** includes stacked townhouse dwellings and apartment dwellings (greater than three (3) storeys in height), that are consistent with the general scale and character of the town, and shall be considered based on the following criteria:
- (i) An application for a High Density Residential development shall be required to demonstrate that the lands are of a sufficient land area to accommodate the design considerations listed in subsection (v) of this section
  - (ii) adequate buffering and separation from low density development by an intervening area of medium density development or other suitable or comparable design features and site improvements;
  - (iii) Sites for High Density Residential will generally be located in close proximity to areas designated Mixed Use Residential, Central Commercial, and Highway Commercial.
  - (iv) Preference for High Density Residential shall be given to sites that maintain frontage along an arterial road, where access is available through a local road. Alternative sites may be considered as long as no low or medium density develops are located in between a high density site and an arterial road.
  - (v) The following additional items will be considered when reviewing the appropriateness of applications to amend the comprehensive Zoning By-law to allow High Density Residential uses in an area designated “Residential”:
    - general compatibility with existing uses in close proximity to the proposed development; the proposal will be analyzed to determine if it will alter the character of existing development, using existing land uses within a 120 metre radius of the subject property as a guide to the nature of existing development characteristics;
    - the capacity of Municipal, County, and Provincial roads affected and their ability to handle the expected increases in traffic;
    - vehicular access to an arterial or collector road or from a local street designed to minimize the conflict between apartment generated traffic and



any neighbouring low or medium density residential development;

- location within a reasonable proximity to community services, such as schools, churches, retail and recreational uses;
- adequacy of municipal infrastructure (water supply, sanitary sewage, drainage, roads and sidewalks). If inadequate, an agreement shall be entered into with the proponent as to the design and cost of any improvements required to bring such services up to the required standards;
- the adequacy of off-street parking facilities to serve the proposed development;
- maximum height and density as specified in the Zoning By-law;
- site design to minimize the shadow effect on surrounding buildings and the adverse effects of winter winds while maximizing exposure for solar gain;
- energy-efficiency through innovative site orientation and landscaping;
- the provision of landscaping, buffering and building setbacks adequate to protect the privacy of surrounding residential properties; and,
- consistency with the Provincial Policy Statement.

If the proposed site can satisfy the criteria listed above and can provide adequate buffering and transition for adjacent lower density residential uses, no Official Plan amendment would be required.

If the proposed development does not satisfy the location criteria, or if it will increase the scale or density of existing development, an Official Plan amendment will be required. A comprehensive study would be required to determine if the Official Plan policies in this regard are no longer appropriate. A public hearing will also be required.

(vi) The design considerations for High Density Residential development should include provisions for the following:

- Design measures relating to building height, scale, massing and arrangement shall be used to



provide a transition between development of lower densities to achieve harmonious design and ensure integration with the surrounding area.

- A diversity of materials should be used in the design of buildings to visually break up massing, reduce visual bulk and add interest to the building design. Materials should be selected for their scale, texture, quality, durability, and consistency within the context.
- Appropriate open space, including landscaping and buffering, will be provided to maximize the privacy of residents and minimize the impact on adjacent lower density uses.
- Parking areas that are of sufficient size to satisfy the need of the particular development that are well designed and properly related to buildings.
- Landscaped areas shall be required on the site of each residential development.
- Each dwelling shall maintain a private outdoor amenity area of sufficient size for the proposed use.
- Service areas may be required on the site of each development (e.g., garbage storage, snow storage areas).
- The design, construction, and maintenance of the vehicular, pedestrian, and amenity areas of residential developments will be subject to regulations by the Municipality.
- Applications for High Density Residential development may require the completion of an Urban Design Brief to ensure proposals seamlessly transition within the existing development context.
- All High Density Residential development will be subject to Site Plan Control pursuant to Section 41 of the Planning Act, R.S.O. 1990 Chap.P.13.

**(2) A suitable mix of various types of residential units of appropriate densities and levels of affordability are encouraged to develop during the planning period.**

---



- (3) Innovative forms of housing and creative housing design will be encouraged where it is demonstrated that individual units will be attractive, individual privacy will be enhanced, natural amenities will be retained, landscaped open space will be increased, and the amenity and character of neighbouring residential areas will be protected.**
- (4) All new development on lands designated 'Residential', other than limited infilling and small scale redevelopment shall be fully serviced by the municipal water supply system and the municipal sanitary sewage system. For the limited circumstances of infilling and redevelopment, the applicant shall be required to provide technical justification for private servicing.**
- (5) Where there is substantial vacant "Residential" land, new development shall proceed in a logical, phased manner.**
- (6) The creation of new lots for residential purposes will primarily occur by plan of subdivision. However, consents for residential lots will be permitted in accordance with the policies contained in Section 8.4 of this Plan, and in accordance with the requirements and guidelines of the County of Middlesex and the Ministry of Environment and/or its designated agent.**
- (7) Proponents may be required to prepare stormwater management plans to the satisfaction of the Municipality and the appropriate Conservation Authority.**
- (8) Only those lands already developed for residential purposes, as well as potential infilling opportunities, shall be zoned residential in the Zoning By-law. Large blocks of land designated "Residential" that are not currently developed for such purposes may be placed in an agricultural zone, which will not permit livestock operations or mushroom farms, or in an appropriate holding zone in the implementing Zoning By-law until such time as the appropriate conditions exist to permit development.**



10. Subsection 2.1.5.8 amended as follows:

**“2.1.5.8 SUPPLY OF BUILDING LOTS**

~~The Municipality will attempt to maintain at all times, subject to limitations imposed as a result of servicing constraints and market demand, a minimum 10 year supply of land designated and available for residential development and intensification, and a 3 year supply of residential building lots~~

**The Municipality will attempt to maintain at all times, subject to limitations imposed as a result of servicing constraints and market demand, a minimum 15 year supply of land designated and available for residential development and intensification, and land with servicing capacity to provide at least a 3 years supply of residential units.**

11. Subsection 2.1.5.10 amended as follows:

**“2.1.5.10 SECONDARY DWELLING UNITS**

~~In the interest of increasing the number of affordable housing units within the Township, one secondary dwelling unit may be permitted, in addition to a proposed or existing single detached, semi-detached or townhouse dwellings where they are a permitted use in the Zoning By law. Such unit may be located in the main building or within ancillary structures. The Zoning By-law shall have regard for the following requirements in order to permit such units:~~

- ~~a) — Parking,~~
- ~~b) — Yard requirements to ensure amenity space, and~~
- ~~c) — Minimum and maximum floor area.~~

**2.1.5.10 ADDITIONAL RESIDENTIAL UNITS**

**Additional Residential Units are permitted in all designations where single detached, semi-detached, and townhouse dwelling units are permitted. Additional Residential Units are permitted within the principal dwelling and a detached building or structure accessory to the principal dwelling. Additional Residential Units within a detached accessory building or structure shall**



not be permitted to be severed from the principal dwelling lot. For Additional Residential Units in Agricultural Areas, the clustering of buildings is encouraged.

The following shall apply to Additional Residential units:

- a) A maximum of two (2) Additional Residential Units shall be permitted on a lot, one within the principal dwelling and one within a detached building or structure. A garden suite shall not be permitted where an existing Additional Dwelling Unit is located within a detached building or structure.
- b) Demonstration of adequate sewer and water servicing capacity;
- c) Demonstration that the Additional Residential Unit is not located within the natural heritage system, floodplain areas, or other hazardous lands.
- d) Demonstration that the proposed location of the Additional Residential Unit complies with the Minimum Distance Separation formula, where applicable.
- e) Demonstration that individually, each Additional Residential Unit has a floor area of 49% or less of the primary residential unit.
- f) The Zoning By-law shall establish provisions for the accommodation of Additional Residential Units, including requirements for detached Additional Residential Units.

12. Subsection 2.1.5.11 amended as follows:

~~“2.1.5.11 Intensification and Redevelopment~~

~~The Township supports intensification and redevelopment, most notably within Settlement Areas, as well as in areas where the appropriate levels of servicing are or will be available. As a result, the Township requires that 15 percent of development occur by the way of intensification and redevelopment.~~

~~The Township shall encourage intensification and redevelopment within the Village of Lucan on vacant or underutilized sites in order to efficiently utilize designated settlement area land and available municipal services.~~





~~Residential intensification and redevelopment is subject to the following policies:~~

- ~~a) Forms of residential intensification and redevelopment shall only be permitted based on the level of water and wastewater servicing that is available in the Village of Lucan.~~
- ~~b) Residential intensification and redevelopment may take the form of multi-unit dwellings, dwelling conversion, street infilling, rear yard infilling, and infill subdivisions.~~
- ~~c) Residential intensification and redevelopment may only occur to a maximum density which maintains the minimum lot areas permitted in the Zoning By-law, and/or is deemed suitable by the Township to satisfy the proposed water supply and wastewater disposal systems.~~
- ~~d) When considering proposals for residential intensification and redevelopment, and in addition to all other applicable development criteria in the Official Plan, the Township will ensure that:
  - ~~i. For dwelling conversions, the exterior design of the dwelling is compatible with the surrounding area in terms of height, bulk, scale, and layout;~~
  - ~~ii. For street infilling, the proposal is consistent with the established building line and setbacks of the surrounding area.~~
  - ~~iii. For rear yard infilling, the siting of buildings and parking areas must be done in a way which minimizes the impacts on neighbouring rear yards; allows for direct vehicular access provided to a public street with sufficient width to allow efficient vehicular use, on-site snow storage, and access and turn-around by emergency vehicles.~~
  - ~~iv. For infill subdivisions, measures shall be considered, to buffer and screen the development from surrounding residential uses.~~
  - ~~v. Proposals for residential intensification and redevelopment will not be supported if it is determined that the proposal cannot satisfy the above criteria.~~~~

#### **2.1.5.11 EXISTING GARDEN SUITES**

**Garden suites are single-unit detached residential structures containing bathroom and kitchen facilities,**





designed to be portable and are accessory to an existing residential structure. Garden suites are not considered Additional Residential Units and may be permitted through a temporary use by-law for a period of up to 20 years. Extensions to the Temporary use by-law may be granted for periods of up to three years at a time.

The following policies shall apply to garden suites:

- a) A single garden suite shall be permitted on a lot in conjunction with a permitted single detached dwelling provided there is no existing additional residential unit within a detached building on the same lot.
- b) A garden suite shall only be permitted through the passing of a temporary use by-law under Section 39 of the Planning Act. The use shall not exceed twenty (20) years from the date of passing the by-law.
- c) Garden suites shall only be permitted where there is adequate water and sewage capacity on the lot to service the suite.
- d) Garden suites shall comply with the setbacks for accessory buildings, as set out in the Zoning By-law.
- e) As per the Planning Act provisions for garden suites, Council may require the owner of the suite or any other person to enter into an agreement with the municipality dealing with such matters related to the temporary use of the garden suite as the Council considers necessary or advisable, including:
  - The installation, maintenance and removal of the garden suite;
  - The period of occupancy of the garden suite by any of the persons named in the agreement; and
  - The monetary or other form of security that the Council may require for actual or potential costs to the municipality related to the garden suite.

13. Subsection 2.1.5.12 is added as follows:

**“2.1.5.12 MODULAR / PRE-FABRICATED HOUSING AND TINY DWELLINGS**

**The Municipality supports housing development that is innovative and compact in its design and may represent**



non-traditional additions to the Township's housing stock. Modular / PreFabricated Housing and Tiny dwellings represent housing types that promote affordability, increased homeownership opportunities, diversity of housing stock, and availability to a broader range of demographics than traditional housing types, including young individuals and families, aging residents, and residents seeking to down-size to a smaller housing type.

A Modular / Pre-Fabricated Housing or Tiny dwelling means a dwelling structure which is or has been constructed off-site and cannot move (and was not designed to be moved) under its own power. These dwelling types do not include a mobile home or a recreational vehicle/trailer.

Modular / Pre-Fabricated Housing or Tiny dwellings may be permitted subject to the following:

- a) as a principal dwelling or additional residential unit subject to the other policies of this Plan, as applicable.
- b) is considered to be a detached additional residential unit for the purposes of Section 2.1.5.10 when it is not the principal dwelling on the lot.
- c) A maximum of one (1) shall be permitted on a lot.
- d) Regardless of dwelling size, the minimum lot size requirements shall be maintained, as established in the Zoning By-law
- e) shall comply with the requirements of the Ontario Building Code and Fire Code, the Municipality's Zoning By-law, and other Municipal or County By-laws.

14. Subsection 2.1.5.13 is added as follows:

**"2.1.5.13 Intensification and Redevelopment**

The Township supports intensification and redevelopment, most notably within Settlement Areas, as well as in areas where the appropriate levels of servicing are or will be available. As a result, the Township requires that 15 percent of development occur by the way of intensification and redevelopment.



The Township shall encourage intensification and redevelopment within the Village of Lucan on vacant or underutilized sites in order to efficiently utilize designated settlement area land and available municipal services.

Residential intensification and redevelopment is subject to the following policies:

- e) Forms of residential intensification and redevelopment shall only be permitted based on the level of water and wastewater servicing that is available in the Village of Lucan.
- f) Residential intensification and redevelopment may take the form of multi-unit dwellings, dwelling conversion, street infilling, rear yard infilling, and infill subdivisions.
- g) Residential intensification and redevelopment may only occur to a maximum density which maintains the minimum lot areas permitted in the Zoning By-law, and/or is deemed suitable by the Township to satisfy the proposed water supply and wastewater disposal systems.
- h) When considering proposals for residential intensification and redevelopment, and in addition to all other applicable development criteria in the Official Plan, the Township will ensure that:
  - vi. For dwelling conversions, the exterior design of the dwelling is compatible with the surrounding area in terms of height, bulk, scale, and layout;
  - vii. For street infilling, the proposal is consistent with the established building line and setbacks of the surrounding area.
  - viii. For rear yard infilling, the siting of buildings and parking areas must be done in a way which minimizes the impacts on neighbouring rear yards; allows for direct vehicular access provided to a public street with sufficient width to allow efficient vehicular use, on-site snow storage, and access and turn-around by emergency vehicles.
  - ix. For infill subdivisions, measures shall be



**considered, to buffer and screen the development from surrounding residential uses.**

**Proposals for residential intensification and redevelopment will not be supported if it is determined that the proposal cannot satisfy the above criteria.**

15. Subsection 2.1.10 is amended as follows:

**“2.1.10 PUBLIC WATER SUPPLY**

~~The Village of Lucan is serviced by a system of water mains connected to a pumping station, situated west of the Village at the intersection of William Street (County Road No. 13) and Denfield Road (County Road No. 20). This station receives its water from the Lake Huron Water Supply System. A storage tower is located on the west side of Queen Street north of William Street. The current water supply system not only serves the Village but rural residences and establishments along William Street outside the Village. The design capacity of the system is equivalent to an estimated 6000 persons, based on a daily per capita consumption of 450 litres. Connection to the Lake Huron Water Supply System and abandonment of the former well system has eliminated a major constraint to development in the Village.~~

**The Town of Lucan is serviced by the Lucan Water System. The system receives water from the Lake Huron Water Supply System. A booster pumping station pumps water to an elevated tank that services the Village of Lucan. The Town of Lucan has 2,270 cubic meters of water storage. This can support a population of 4,200.**

16. Subsection 2.1.11 is amended as follows:

**“2.1.11 PUBLIC SANITARY SEWAGE SYSTEM**

~~Similar to the water supply system, the sanitary sewage system servicing the Village of Lucan has been recently and substantially up-graded by the construction of a sewage treatment plant located on the north side of Fallon Drive and a major pumping station on Chestnut Street. The design capacity of the system is equivalent to an estimated 3000 persons. The upgrading from the former lagoon-type system lifted a development ‘freeze’ previously imposed by the~~



~~Ministry of Environment. The lagoons, situated north of the Village, remain as an effective and cost-efficient stand-by system in the event of a failure at the plant, which would require it to be shut down pending repairs.~~

**The Village of Lucan is serviced by a sanitary system that include a treatment plant, two pumping stations and a lagoon that provide a backup option during high flows. The Lucan Waste Water Treatment plant is currently in the process of expansion. The plant will have a minimum capacity of 2450 cubic meters and will support a population of 6,515.**

17. Subsection 2.1.11.1 is amended as follows:

“2.1.11.1 Connection to the System

All new development shall be connected to and serviced by the public sanitary sewage system. ~~The Municipality will endeavour to connect all existing dwellings and establishments to the system as opportunities arise.~~

18. Subsection 2.1.11.3 is amended as follows:

“2.1.11.3 Future Improvements

The Municipality will undertake, at the appropriate time, those engineering and environmental studies necessary to determine improvements required to the sanitary sewage system to service a population beyond ~~3000~~ **4500** persons.

19. Subsection 2.2 is amended as follows:

“2.2 GRANTON

The Village of Granton, the second largest settlement after Lucan and the only other ‘Settlement Area’ formally recognized in the Township of Lucan Biddulph by the County of Middlesex Official Plan, is located in the east end of the Municipality. It functions primarily as a small rural ~~dormitory/retirement~~ community of single unit detached dwellings. Current population is in the order of 300



persons. Development of Granton occurred historically in a linear fashion along Main Street, also known as Granton Line (County Road No. 59), and to a lesser extent along the since abandoned (and now removed) CN railway.

~~The Village's commercial core has been virtually abandoned being adversely affected by expanding retail facilities in the north end of the City of London, improved transportation and a small population base. Relatively compact, it was not long ago that the core included several retail and service uses. While opportunities exist for revitalization through the reuse and redevelopment of vacant commercial space, a larger resident population is required to sustain economic viability.~~

**A traditional commercial core along Granton Line has largely been converted to residential uses. The Township recognizes and encourages the potential adaptive reuse of the Granton Line corridor as a commercial corridor in Granton, while also respecting the existing predominant residential character of the area. While commercial development has been limited over the past twenty-five years, improvements to the sanitary sewage system and improvements to the transportation infrastructure have all resulted in better opportunities for attracting commercial uses to the Village.**

20. Subsection 2.2.1 is amended as follows:

**“2.2.1 GOALS AND OBJECTIVES**

The following goals and objectives will guide the planning, development, redevelopment and improvement of the Village of Granton:

- a) To ~~encourage~~ **permit** small scale, limited residential development in keeping with its established character and role as a small settlement area capable of accommodating modest growth;
- b) To ensure that future growth and development is adequately serviced and is within the Municipality's ability to provide the necessary infrastructure;
- c) ~~To encourage the revitalization of a viable commercial core as the centre of the Village providing basic goods~~



~~and services and with its own sense of character and identity;~~

**To recognize the predominantly residential character of the Commercial Core while promoting and encouraging commercial opportunities in this area such as adaptive reuses and live work units.**

- d) To improve the physical appearance and amenities of the Village and to foster a strong sense of community.

21. Subsection 2.2.3 is amended as follows:

**“2.2.3 INDUSTRIAL**

~~Industrial development in the Village is limited to a long established grain handling facility situated at the east-end of Levitt Street, just south of the former railway. The Village has not been a prime location for industry nor likely to become one having a small labour force and being quite removed from major transportation arteries. Other than small-scale fabricators and service uses, the prospects for industrial development are considered, at best, remote.~~

22. Subsection 2.2.4.3 is amended as follows:

**“2.2.4.3 New Residential Development**

~~New residential development will be encouraged within the existing built-up area of the Village. adjacent areas and, in particular, south of the former railway on the west side of Main Street. In the latter instance, cost-efficient development on full municipal services will create a more balanced community relative to the northern half of the Village.~~ **Additional Residential Units shall be permitted in accordance with Sections 2.2.4.4 and 2.2.4.5.**

23. Subsection 2.2.4.4 is amended as follows:

**“2.2.4.4 Secondary Dwelling Units**

~~In the interest of increasing the number of affordable housing units within the Township, one secondary dwelling unit may be permitted, in addition to a proposed or existing single~~





~~detached, semi-detached or townhouse dwellings where they are a permitted use in the Zoning By-law. Such unit may be located in the main building or within ancillary structures. The Zoning By-law shall have regard for the following requirements in order to permit such units:~~

- ~~a) Parking,~~
- ~~b) Yard requirements to ensure amenity space, and~~
- ~~c) Minimum and maximum floor area.~~

#### **“2.2.4.4. Additional Residential Units**

**Additional Residential Units are permitted in all designations where single detached, semidetached, and rowhouse dwelling units are permitted. Additional Residential Units are permitted within the principal dwelling and a detached building or structure accessory to the principal dwelling. Additional Residential Units within a detached accessory building or structure shall not be permitted to be severed from the principal dwelling lot. For Additional Residential Units in Agricultural Areas, the clustering of buildings is encouraged.**

**The following shall apply to Additional Residential units:**

- a) A maximum of two (2) Additional Residential Units shall be permitted on a lot, either within the principal dwelling or within a detached building or structure. A garden suite shall not be permitted where an existing Additional Dwelling Unit is located within a detached building or structure.**
- b) Demonstration of adequate sewer and water servicing capacity;**
- c) Demonstration that the Additional Residential Unit is not located within the natural heritage system, floodplain areas, or other hazardous lands.**
- d) Demonstration that the proposed location of the Additional Residential Unit complies with the Minimum Distance Separation formulae, where applicable.**
- e) Demonstration that the Additional Residential Unit has a floor area of 49% or less of the primary residential unit.**
- f) The Zoning By-law shall establish provisions for the accommodation of Additional Residential units,**





including requirements for detached Additional Residential Units.

24. Subsection 2.2.4.5 is added as follows:

**“2.2.4.5 MODULAR / PRE-FABRICATED HOUSING AND TINY DWELLINGS**

The Municipality supports housing development that is innovative and compact in its design and may represent non-traditional additions to the Township’s housing stock. Modular / PreFabricated Housing and Tiny dwellings represent housing types that promote affordability, increased homeownership opportunities, diversity of housing stock, and availability to a broader range of demographics than traditional housing types, including young individuals and families, aging residents, and residents seeking to down-size to a smaller housing type.

A Modular / Pre-Fabricated Housing or Tiny dwelling means a dwelling structure which is or has been constructed off-site and cannot move (and was not designed to be moved) under its own power. These dwelling types do not include a mobile home or a recreational vehicle/trailer.

Modular / Pre-Fabricated Housing or Tiny dwellings may be permitted subject to the following:

- a) as a principal dwelling or additional residential unit subject to the other policies of this Plan, as applicable.
- b) is considered to be a detached additional residential unit for the purposes of Section 2.2.4.4 when it is not the principal dwelling on the lot.
- c) A maximum of one (1) shall be permitted on a lot.
- d) Regardless of dwelling size, the minimum lot size requirements shall be maintained, as established in the Zoning By-law
- e) shall comply with the requirements of the Ontario Building Code and Fire Code, the Municipality’s Zoning By-law, and other Municipal or County By-laws.



- 25. Subsection 2.2.4.5 Intensification and Redevelopment is re-numbered to 2.2.4.6
- 26. Subsection 2.2.4.6 Affordable Housing is re-numbered to 2.2.4.7
- 27. Subsection 2.2.7 is amended as follows:

**“2.2.7 MUNICIPAL SERVICES**

~~Municipal services in the Village include the water supply system and sanitary sewage system. The municipal water supply is derived from the Lake Huron Primary Water Supply System. The sanitary sewage system, operational in 2001, features a mechanical treatment plant. The design capacity of both the water supply and sanitary sewage system is estimated to be in the order of 600 persons.~~

**The Village of Granton is serviced by the Lucan Water System. The system receives water from the Lake Huron Water Supply System. A booster pumping station pumps water to an inground tank that services the Village of Granton.**

**The Village of Granton has 415 cubic meters of water storage. This can support a population of 770.**

- 28. Subsection 2.2.7.1 is amended as follows:

**“2.2.7.1 Public Water Supply System**

~~All new and existing development in the Village of Granton shall be connected to and serviced by the public water supply system.~~



29. Subsection 2.2.7.3 is amended as follows:

**“2.2.7.3 Public Sanitary System**

~~All existing and new development in the Village of Granton shall be connected to and serviced by the public sanitary sewage system.~~

**The Village of Granton is serviced by a sanitary system that includes a treatment plant and a pumping station. The capacity of the plant is 270 cubic metres per day and will support a population of 730.**

30. Subsection 2.2.7.4 is added as follows:

**“2.2.7.4 Connection**

**All new development shall be connected to and serviced by public Sanitary sewage system. The Municipality will endeavor to connect all existing dwellings and establishments to the system as the opportunity arise.**

31. Subsection 2.2.7.4 “Future Improvements” is re-numbered from 2.2.7.4 to 2.2.7.5.

32. Subsection 3.1.7 is amended as follows:

**“3.1.7 Industrial**

Non agriculturally-related industrial uses in the Rural Area of the Township are small in scale and limited in number. The inability of the area to attract even modest size industrial operations is attributed to the existence of a small labour force, limited serviced land and distance to major provincial highways. Typical industrial uses are small-scale operations serving the local market as well as small entrepreneurial firms. The Municipality nevertheless recognizes the benefits of diversifying its economic base and attracting larger industrial establishments.



While agriculturally related industrial uses are able to locate in areas designated

'Agriculture', non-agricultural-related industrial uses are required to be directed to areas specifically designated for such purposes. Two areas have been identified which exhibit characteristics suitable for industrial purposes. **Municipal water is available at the intersection of the Roman Line and Airport Drive.**

One of these areas was partially designated 'Industrial' in the former Official Plan of the Township of Biddulph. It is bounded generally by the Roman Line, Highway No. 4 and County Road No. 7. It is characterized by reasonably good accessibility and visibility. A lack of municipal services is perhaps the most significant constraint to development in this area.

~~An area lying north of Lucan on the north side of Fallon Drive west of Saintsbury Line is also designated 'Industrial. This relatively large parcel is the site of the Lucan sewage treatment plant and has the potential to be readily serviced by both the public water supply and sanitary sewage system. Up-grading of Fallon Drive is required. Accessibility to major provincial highways is available via Saintsbury Line to Highway No. 4 and County Road No. 7. The lands are also well buffered from potentially conflicting land uses with the exception of a nearby public school. Being owned by the Municipality, the lands are readily marketed for industrial purposes.~~

**An area lying north of Lucan (north west corner of Fallon Drive and Saintsbury Line) is the location of the Township's Industrial Park. This large parcel is also the site of the Lucan Sewage Treatment Plant and is serviced with municipal water and fibre optics internet service. Phase 1 of the Industrial Park is complete. Fallon Drive has been upgraded to accommodate large truck traffic. Accessibility to major provincial highways (Hwy#4, Hwy#23 & Hwy#7) is available via Saintsbury Line and Fallon Drive. The lands are well buffered from potentially conflicting land uses. The remaining undeveloped lands**



**are readily marketable and are shovel ready for industrial development.**

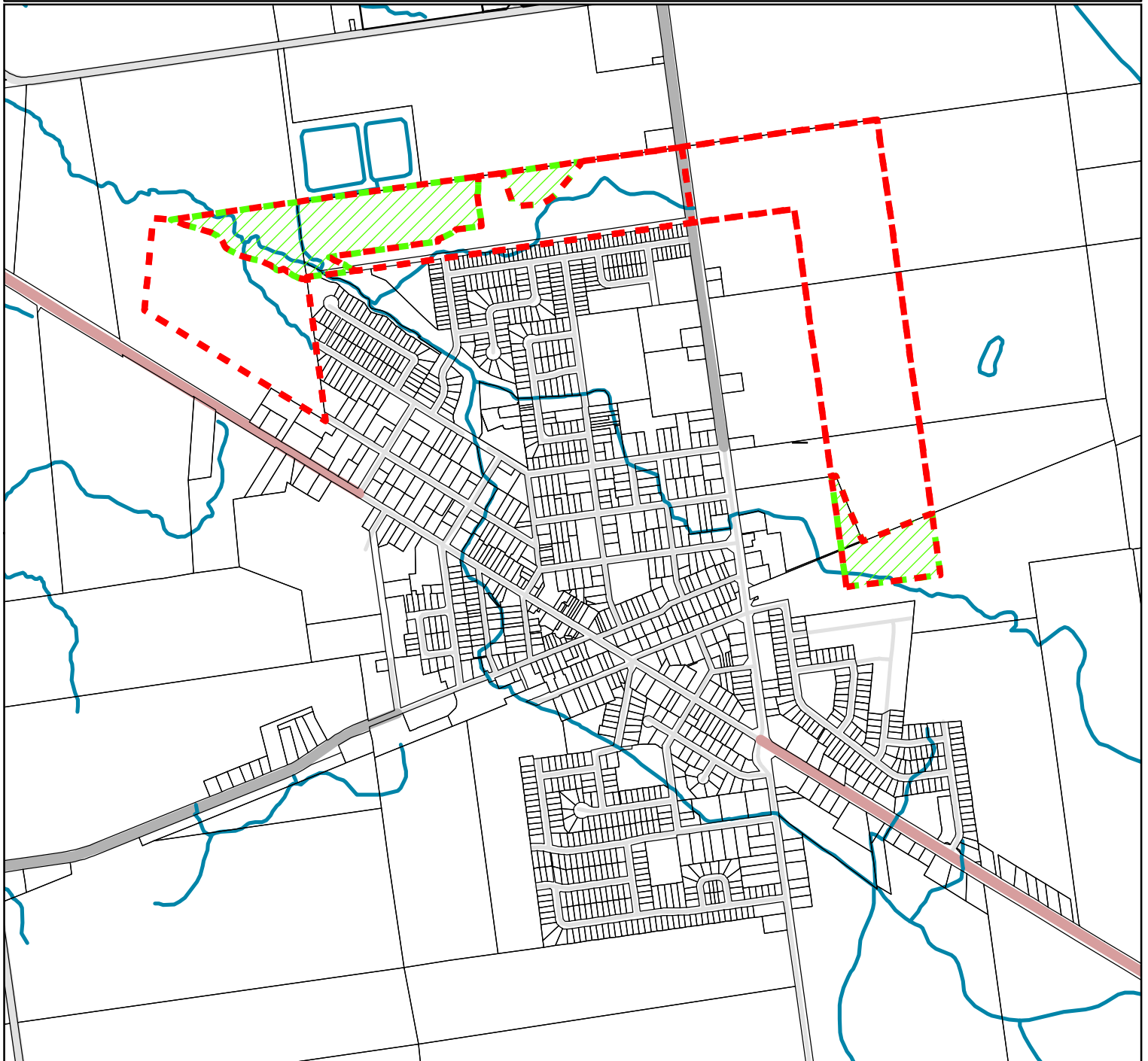
33. That Schedule 'A' – Land Use and Transportation Plan is hereby amended by changing the designation of certain lands, generally lying along the north and east boundaries of Lucan and depicted in Schedule 'A' attached to this amendment, from 'Agricultural' to 'Residential'.
34. That Schedule 'C' – Land Use and Transportation Plan, and Schedule 'D' - Constraints are hereby amended by revising the boundaries of Lucan in accordance with the boundaries as depicted in Schedule 'A' attached to this amendment.

DRAFT



# SCHEDULE "A"



## AMENDMENT NO. 10 OF THE OFFICIAL PLAN OF THE TOWNSHIP OF LUCAN BIDDULPH

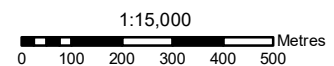


### LAND USE DESIGNATIONS

-  REDESIGNATE FROM 'AGRICULTURAL' TO 'RESIDENTIAL'
-  REDESIGNATE FROM 'AGRICULTURAL' TO 'PARKS AND OPEN SPACE'

### ROAD DESIGNATIONS

-  LOCAL ROAD
-  COLLECTOR ROAD





## **PART C – THE APPENDICES**

**Appendix A: Lucan MCR Background Report**

DRAFT





---

**TOWNSHIP OF  
LUCAN BIDDULPH**

**MUNICIPAL  
COMPREHENSIVE  
REVIEW**

APRIL 2021

---



FINDLATER & ASSOCIATES





**Table of Contents**

1. Introduction and Background ..... 2

2. Policy Context ..... 4

3. Growth and Development ..... 10

4. Housing ..... 18

5. Settlement Areas ..... 23

6. Conclusion ..... 32

DRAFT

## 1. INTRODUCTION AND BACKGROUND

The Lucan Biddulph Official Plan was adopted by Council on June 4, 2002 and approved with modifications by the County of Middlesex on June 10, 2003. There have been six amendments to the document since then. Overall, it is thought that the existing Official Plan is a sound document, that largely meets the needs of the Township but would benefit from a review and update to be consistent with the 2020 Provincial Policy Statement and to conform with the Middlesex County Official Plan. In addition to this, there has been a significant surge in residential development applications within Lucan Biddulph over the past few years.

The County of Middlesex retained Watson & Associates Economists Ltd. in 2020 to update its Housing Growth and Population Forecasts. The study concluded that all local municipalities, including Lucan Biddulph, are anticipated to experience moderate to strong population and housing growth over the next 25 years. Given this scenario, it is timely that this Municipal Comprehensive Review (MCR) of the Lucan Biddulph Official Plan is being undertaken to chart a course for the future and to determine whether sufficient lands are currently available to accommodate the anticipated growth over the next twenty-five years.

This document comprises the Background Report of the 5-Year Review, which constitutes a MCR as defined in the Provincial Policy Statement (PPS). The 2020 PPS defines a comprehensive review as an official plan review, which is initiated by a planning authority, or an official plan amendment, which is initiated or adopted by a planning authority. This report reviews future population and employment growth projections and the resulting potential settlement area lands needs over a twenty-five (25) year time horizon, while still protecting Provincial interests. The PPS notes that in undertaking a comprehensive review, the level of detail of the assessment should correspond with the complexity and scale of the settlement area boundary proposal.

This report examines the residential development potential in the Township of Lucan Biddulph. The report will focus on answering several basic questions for the Official Plan Review on the demand for new residential development and the potential supply of land for this purpose. These questions are:

- Is there a sufficient supply of land designated for residential development to meet the growth needs of the Township over the 25-year planning period to 2046?; and
- Can the Township meet the target that 15% of residential development in urban areas be through infill, intensification and redevelopment?

The report begins with a review of the policies in the Provincial Policy Statement, 2020, (PPS) that deal with settlement areas and residential land supply. The PPS has specific policies that aim to ensure an adequate supply of residential land to meet housing targets and demand.

The report will then examine the Township's growth forecast to 2046 and the housing requirements associated with the anticipated growth in population. Recent trends in residential building permits will also be examined.

The various considerations in identifying potential residential supply throughout the Township will then be discussed. Following that discussion, the potential residential land supply in each of the Township's settlement areas will be compared to the short-term, long-term and the 25-year housing requirements. The ability to meet the Official Plan's housing mix and intensification targets will also be assessed.

The 2020 PPS, effective May 1, 2020 provides direction for land use planning and appropriately managing growth and development in Ontario while protecting natural resources and features based on a 25-year planning horizon. In regards to urban growth management, the PPS generally directs growth to areas located within urban settlement areas on full municipal services.

The Township of Lucan Biddulph has three defined Settlement Areas being Lucan, Granton and Clandeboye. Lucan is the largest Settlement Area by several orders of magnitude, has full water and sanitary services that are well functioning and are expandable, and contains many service-oriented uses. The existing Official Plan directs that the majority of development should occur within Lucan.

DRAFT

## 2. POLICY CONTEXT

Land use planning and growth management in Lucan Biddulph is driven by the Provincial Policy Statement (PPS), the County of Middlesex Official Plan and the policies of its own Official Plan, as required by the Planning Act. A review of these policy documents is outlined below.

Section 2 of the Planning Act outlines matters of provincial interest that municipalities shall have regard for in implementing their responsibilities under the Act. These matters of interest are expanded upon in the Provincial Policy Statement 2020 (PPS). The Planning Act also requires that decisions affecting planning matters “shall be consistent with” policy statements found in the PPS.

### 2.1 Provincial Policy Statement (2020)

The Province recently released an updated version of the Provincial Policy Statement, which took effect May 1st, 2020.

The 2020 PPS provides direction for land use planning and appropriately managing growth and development in Ontario while protecting natural resources and features based on a 25-year planning horizon. In regards to urban growth management, the PPS generally directs new growth to areas located within urban settlement areas on full services.

Section 2 of the Planning Act, R.S.O. 1990 identifies the provision of a “full range of housing, including affordable housing” as a matter of Provincial interest.

#### 1.1.1. Managing and Directing Land Use to Achieve Efficient Land Use Patterns

There are several policies in the 2020 PPS that are relevant to the residential land needs assessment and to which the Lucan Biddulph Official Plan is to be consistent with, including the following.

Section 1.1.1 b) of the PPS states that healthy, liveable and safe communities are sustained by:

*“Accommodating an appropriate affordable and market-based range and mix of residential housing types (including second units, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space and other uses to meet long-term needs;”*

The PPS identifies the time period that planning authorities shall plan for:

*“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.*

*Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designating growth areas. This policy is not intended to limit the planning for infrastructure, public service facilities and employment areas beyond a 25-year time horizon.”*

This 25-year time horizon is important to consider for the purposes of the residential land supply analysis as sufficient land is to be set aside to meet planning needs for up to 25 years. In the case of this Municipal Comprehensive Review; that is to 2046. It will be further demonstrated in this report through the residential land supply analysis that most of the potential land supply available for future residential development is located on agricultural lands at the periphery of existing settlement areas. There is limited potential for intensification and redevelopment within the Lucan at this time.

### 1.1.3. Characteristics of Settlement Areas

Policies contained within Section 1.1.3.1 of the PPS state that settlement areas shall be the focus of growth and development. Further, it states in Section 1.1.3.2 that

*“land use patterns within settlement areas shall be based on densities and a mix of land uses which:*

- a) Efficiently use land and resources;*
- b) Are appropriate for and efficiently use the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and / or uneconomical expansion;*
- c) Minimize negative impacts to air quality, climate change and promote energy efficiency;*
- d) Prepare for the impacts of a changing climate;*
- e) Support active transportation*
- f) Are transit supportive, where transit is planned, exists or may be developed and*
- g) Are freight-supportive.”*

The 2020 PPS emphasizes the importance of intensification and redevelopment throughout the document, by stating that “land use patterns within settlement areas shall be based on a range of uses and opportunities for intensification and redevelopment”, that “development standards should be promoted that facilitate intensification and redevelopment” and further, “that planning authorities shall establish minimum targets for intensification and redevelopment within built-up areas, based on local conditions.”

Section 1.1.3.7 states that planning authorities should establish and implement phasing policies to ensure:

- a) That specified targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas; and*
- b) The orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.*

#### 1.7.1 Long Term Economic Prosperity

The 2020 PPS articulates the important link between housing and the workforce in a new policy which states that “Long-term economic prosperity should be supported by:

- b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce.”*

#### 1.4 Housing Supply

The 2020 PPS provides direction to planning authorities on the range of housing options that is to be promoted and encouraged and identifies the amount of short-term and long-term residential land supply that is to be maintained.

Section 1.4.1 states that:

*“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:*

- a) Maintain at all time 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*
- 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 to facilitate residential intensification and redevelopment, and lands in draft approved and registered plans.*

In other words, the 2020 PPS requires a municipality to maintain a short and long term land supply, achieved through either intensification, redevelopment or greenfield development. It will be further demonstrated in this report through the residential land supply analysis that most of the potential land supply available for future residential development is located on greenfields at the periphery of existing settlement areas.

#### 1.1.3 Settlement Areas

According to the PPS, settlement areas are urban and rural settlement areas and include cities, towns, villages and hamlets. Section 1.1.3.8 outlines the conditions that must be met to expand the existing settlement areas and / or to identify new settlements:

*“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:*

*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;*

*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 the life cycle, and protect public health and safety and the natural environment;*

*c) In prime agricultural areas;*

*1. The lands do not comprise specialty crop areas;*

*2. Alternative locations have been evaluated, and*

*i. There are no reasonable alternative which avoid prime agricultural areas; and*

*ii. There are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;*

*d) The new or expanding settlement area is in compliance with the minimum distance separate*

*formulae; and*

*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.*

*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.”*

In summary, Section 1.1.3.8 identifies the five conditions that must be met in order for a planning authority to consider a boundary expansion, the first of which must be the demonstration of need and whether there is enough land available through intensification, redevelopment or greenfield development opportunities within the settlement area(s) to accommodate the projected housing need over a 25-year planning horizon. A calculation of “need” requires the completion of a “comprehensive review”.

The 2020 PPS provides direction for land use planning and appropriately managing growth and development in Ontario while protecting natural resources and features based on a 25-year planning horizon. In regards to urban growth management, the PPS



generally directs growth to areas located within urban settlement areas on full municipal services. Section 2 of the Planning Act, R.S.O. 1990 identifies the provision of a “full range of housing, including affordable housing” as a matter of Provincial interest.

Section 1.4 identifies several timelines in regards to the accommodation of residential growth. The PPS now requires planning authorities to maintain at all time 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 such. Further, the PPS also requires planning authorities to 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 to facilitate residential intensification and redevelopment, and lands in draft approved and registered plans.

## **2.2 County of Middlesex Official Plan**

Section 2.3.1 of the County of Middlesex Official Plan states that the majority of growth in the County is directed to designated settlement areas, in accordance with the County’s Growth Management Hierarchy. The County recognizes Lucan and Granton as designated serviced settlement areas. In such settlement areas, a range of land uses are permitted, including a range of housing by type, size and tenure to meet projected demographic and market requirements of current and future County residents.

The County Official Plan requires the completion of a Comprehensive Review prior to the expansion to the limits of a settlement area or the identification of a new settlement area.

The County Official Plan also contains a variety of policies encouraging local municipalities to support intensification and redevelopment opportunities, alternative forms of housing for special needs groups, and housing for lower and moderate income households. To this end, the County Official Plan requires 15% of all development to occur by way of intensification and redevelopment and 20% of all development to be affordable (being 10% below the average purchase price of a resale unit in the regional market area).

## **2.3 Lucan Biddulph Official Plan**

The Lucan Biddulph Official Plan contains policies related to growth and development.

Section 1.2 states the following:

- c) modest growth and a controlled approach to development and land use change is in the best interests of the Township.*
- d) development is able to be attracted to the Township and modest growth achieved by designating areas suitable and desirable for these purposes without disruption to agriculture and the existing nature and character of the Township.*

*f) directing future residential development to existing settlement areas which have the facilities and infrastructure to service such development is in the best interests of these settlements and the Township.*

*k) to provide a more diverse and more affordable range of housing opportunities for both existing and future residents.*

Given the recent and anticipated ongoing growth in housing and population numbers, it may be appropriate to amend this wording to reasonable and controlled growth as oppose to modest as currently stated in the Official Plan.

Section 1.5 Growth Management states that the majority of future growth in the Township of Lucan Biddulph will be directed to Lucan and secondly to Granton. It goes on to state that non-agriculturally related industrial and commercial development will be directed to Lucan and Granton and a few key locations considered suitable to this type of development.

Section 2 of the Official Plan deals with identified Settlement Areas being Lucan and Granton.

Section 2.1 deals with **Lucan** and includes the following policies:

The Village is the administrative and commercial centre of the Township and has the infrastructure in place to accommodate most, if not all, of the anticipated growth of the Municipality.

*2.1.5.3 c) a variety of housing types and forms shall be encouraged*

*2.1.5.5 medium density residential development in the form of townhouses, apartments and other forms of multiple unit housing shall be encouraged to locate where direct or proximate access to arterial or collector roads are available*

*2.1.5.11 the Township shall encourage intensification and redevelopment within the Village of Lucan on vacant or underutilized sites in order to efficiently utilize designated settlement area land and available municipal services.*

Section 2.2 deals with **Granton** and includes the following policies:

Granton functions primarily as a small dormitory/retirement community of single unit detached dwellings. Over the past 25 years, the village has experienced little change. That is keeping with the Official Plan policy which provides the following direction:

*2.2.1 a) to encourage small scale, limited residential development in keeping with its established character and role as a small settlement area capable of accommodating limited growth.*

### 3. GROWTH AND DEVELOPMENT

#### 3.1 HISTORIC POPULATION GROWTH FOR THE TOWNSHIP OF LUCAN BIDDULPH

The historic population growth for the Township is shown in Figure 3.1.

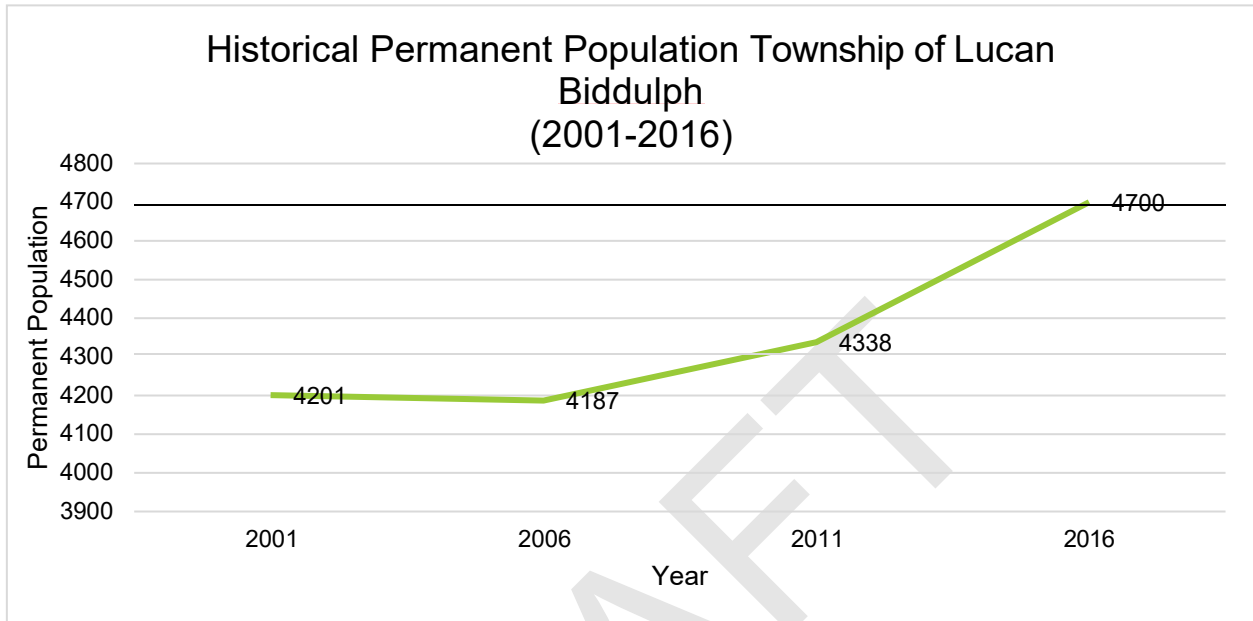
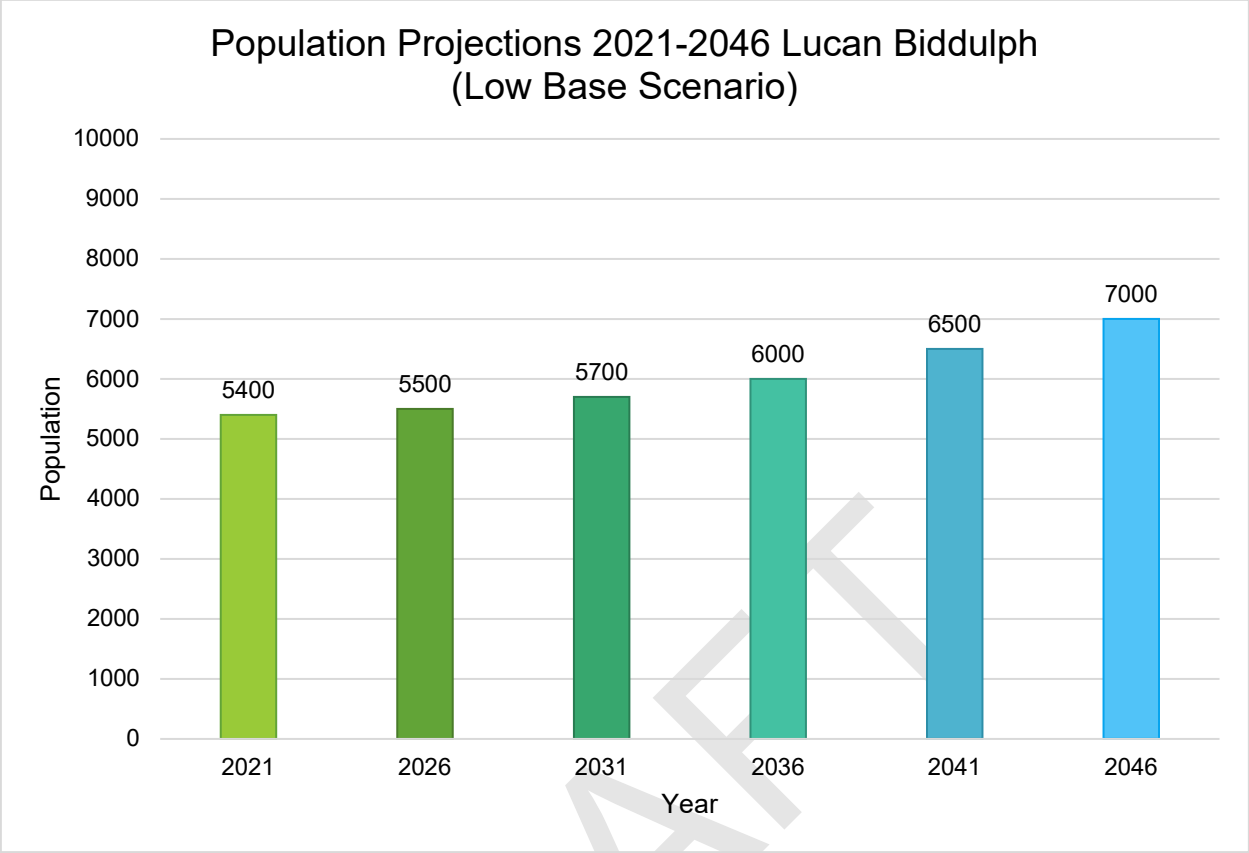


Figure 3.1

This shows that over the fifteen-year period from 2001 to 2016, the Township's population grew by approximately 500 people or around 31 people per year.

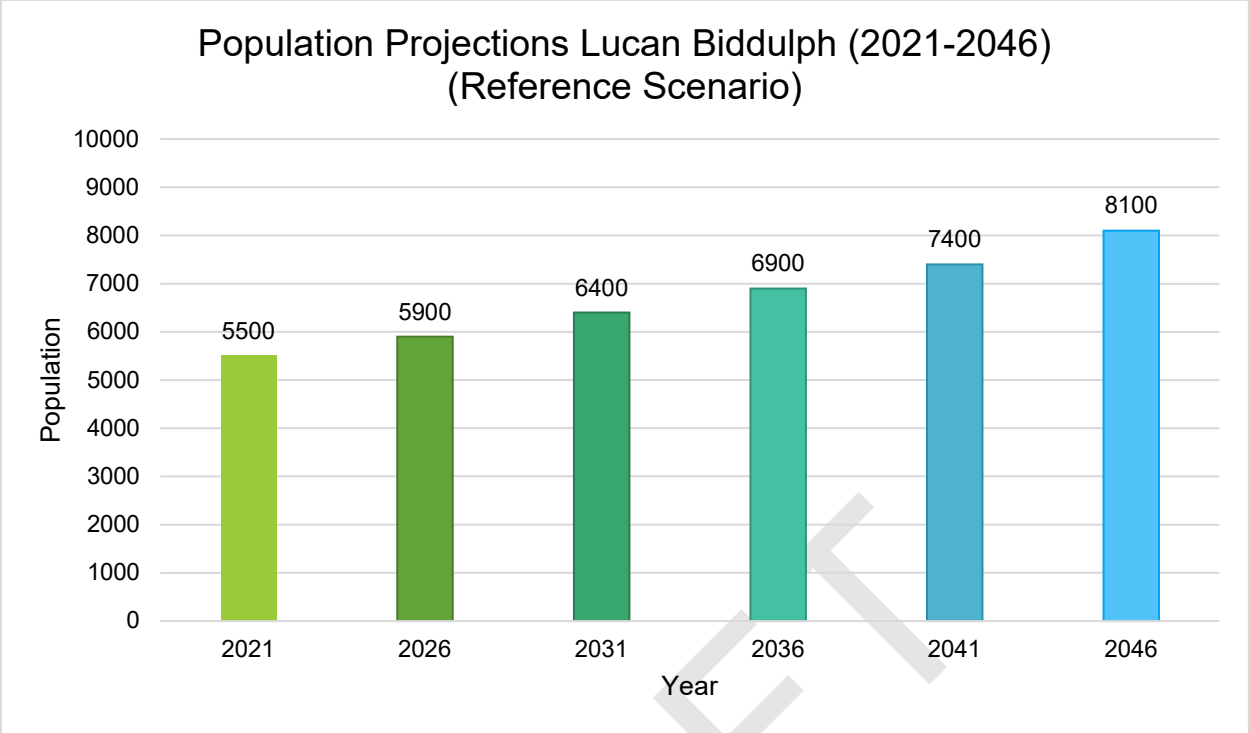
#### 3.2 POPULATION PROJECTIONS

The County of Middlesex recently retained Watson & Associates Economists Ltd. to update population and housing projections for all local municipalities. That study provided a low base scenario, a reference growth scenario and a high growth scenario. The low base scenario is shown in Figure 3.2, the reference scenario is shown in Figure 3.3 and the high scenario is shown in Figure 3.4.



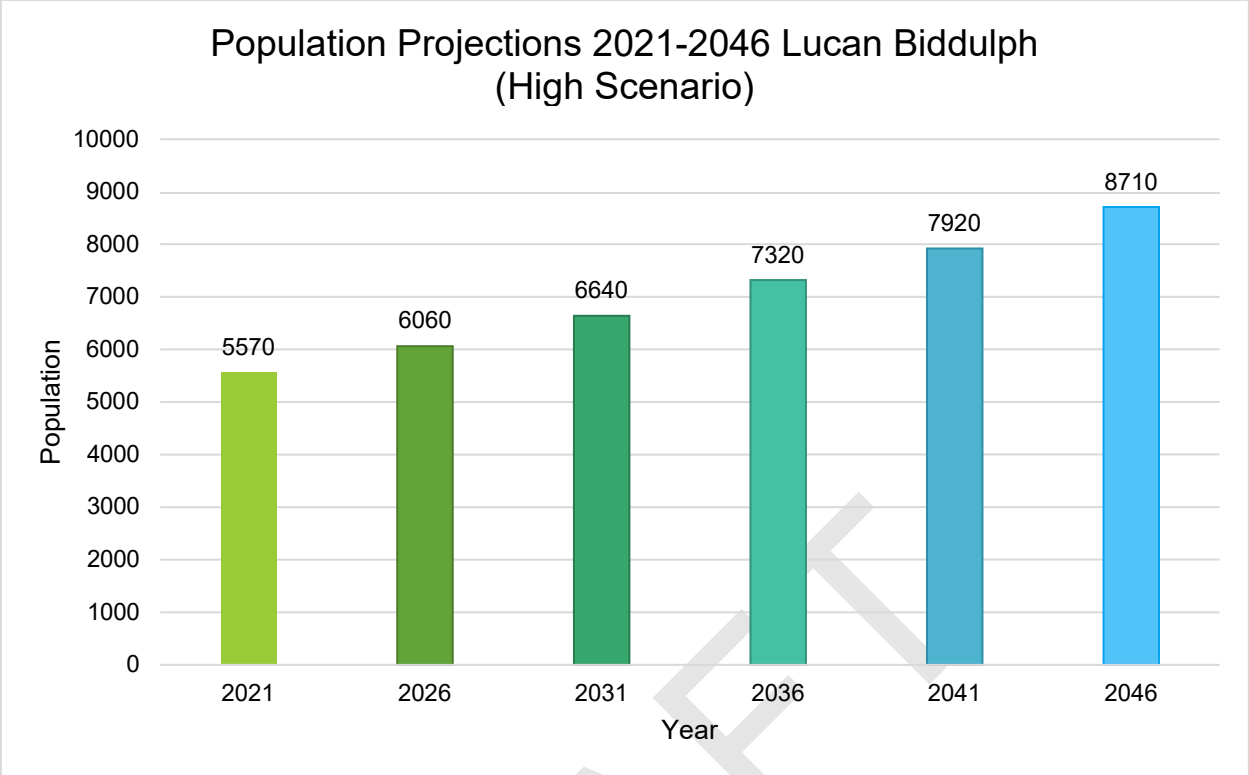
**Figure 3.2**

Under this scenario, including the census undercount, the population would increase from 5400 people in 2021 to 7000 people in 2046. When excluding the census undercount, the population would increase from 5200 people in 2021 to 6800 people in 2046. In either scenario the population increases by approximately 1600 people over twenty-five years or approximately 65 people per year.



**Figure 3.3**

Under this scenario, including the census undercount, the population would increase from 5500 people in 2021 to 8100 people in 2046. When excluding the census undercount, the population would increase from 5300 people in 2021 to 7800 people in 2046. In either scenario the population increases by approximately 2600 people over twenty-five years or approximately 104 people per year.



**Figure 3.4**

Under this scenario, including the census undercount, the population would increase from 5570 in 2021 to 8710 people in 2046. When excluding the census undercount, the population would increase from 5390 people in 2021 to 8410 people in 2046. In either scenario the population increases by approximately 3150 people over the twenty-five years or approximately 125 people per year.

Watson & Associates Economists Ltd. suggests that Lucan Biddulph is poised to experience strong growth in both population and housing over the time period of the Official Plan through to 2046. These population forecasts by major age group utilizes the most recent Ministry of Finance (M.O.F.) 2019 population forecast by age cohort prepared for the County and the City of London. Consideration was also given to historical Statistics Canada Census trends from 2001 to 2016 regarding population change by major age group for Middlesex County to ensure that local demographic trends within the County (excluding the City of London) were considered. The High forecast attempts to capture potential within Ontario migration occurring within Southwestern Ontario. Based on recent building activity and interest from the development community, it is recommended that Lucan Biddulph utilize the High Scenario for the purpose of this MCR.

The average age of the population in Lucan Biddulph is getting older, similar to the Province as a whole. This is due to the large concentration of *Baby Boomers* (empty nesters and young seniors between 56 and 74 years of age) which represent approximately a quarter of the total population. The percentage of seniors is anticipated

to steadily increase and is forecast to almost double in the next 25 years. Ultimately, the aging population will place downward pressure on population growth and labour force participation while at the same time increasing demand for housing, amenities and community services in urban areas such as Lucan.

The Watson report suggests future population growth, as well as associated housing needs will be driven largely by the “*Millennial Generation*” (currently 28 to 40 year olds) and “*Generation Z*” (currently 15 to 27 year olds). A diverse range of housing by both type and tenure (ownership and rental) are anticipated to be required to accommodate these two demographic groups. Watson observes that relative to the past, it is anticipated that housing demand will shift more towards medium/high density housing (townhomes and apartments) from the traditional low density (single detached dwellings) housing. Watson estimates that County wide, 21 % of new housing will be in the medium/high density form which over time will result in 13% of all housing being that form.

The Township of Lucan Biddulph is already experiencing this movement towards medium and high density housing in Lucan. It should be noted that this type of housing is considered more affordable and attainable than traditional low-density housing.

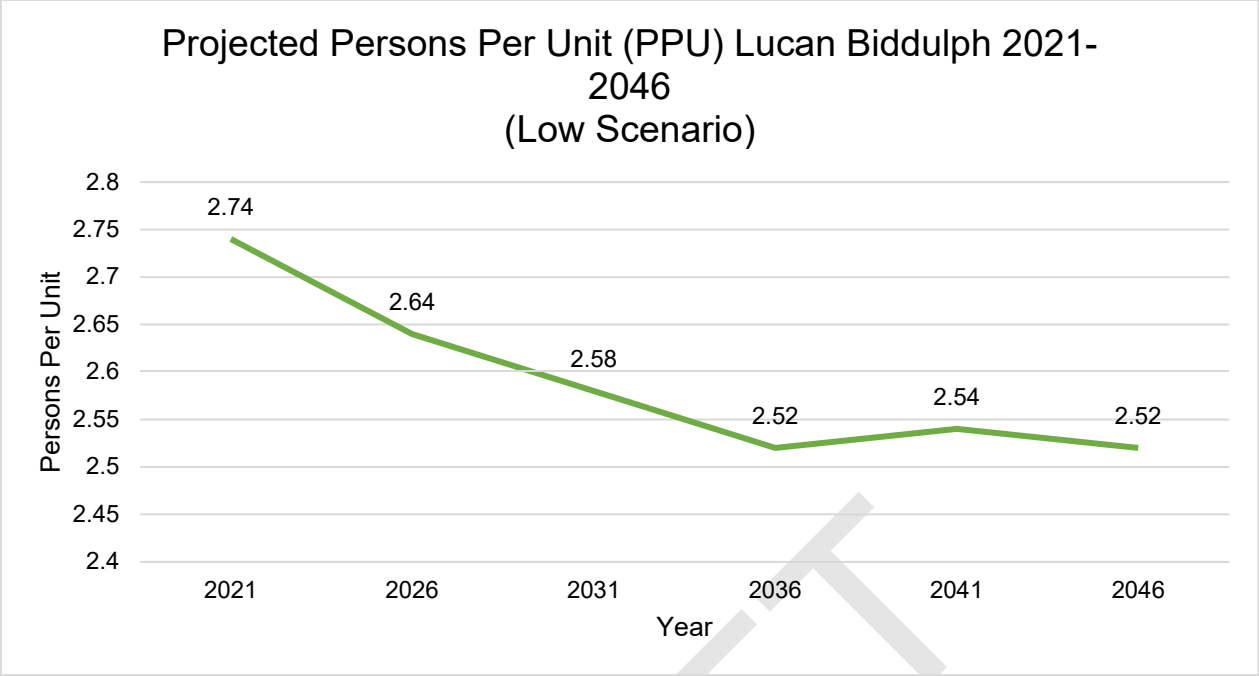
### **3.3 HOUSING DEMAND**

Watson & Associates Economists Ltd. also completed an updated Housing Forecast for 2016 to 2046 based on the updated population projections for each local municipality and calculated headship rates by age cohort. The ratio of total population divided by the total households is referred to as the average number of persons per unit (PPU). Watson determined the PPU for each of the low, reference and high growth scenarios. Using this approach, they forecast that Lucan Biddulph’s low growth scenario PPU would be 2.52 in 2046, the reference growth scenario would be 2.56 and the high growth scenario would be 2.55 in 2046.

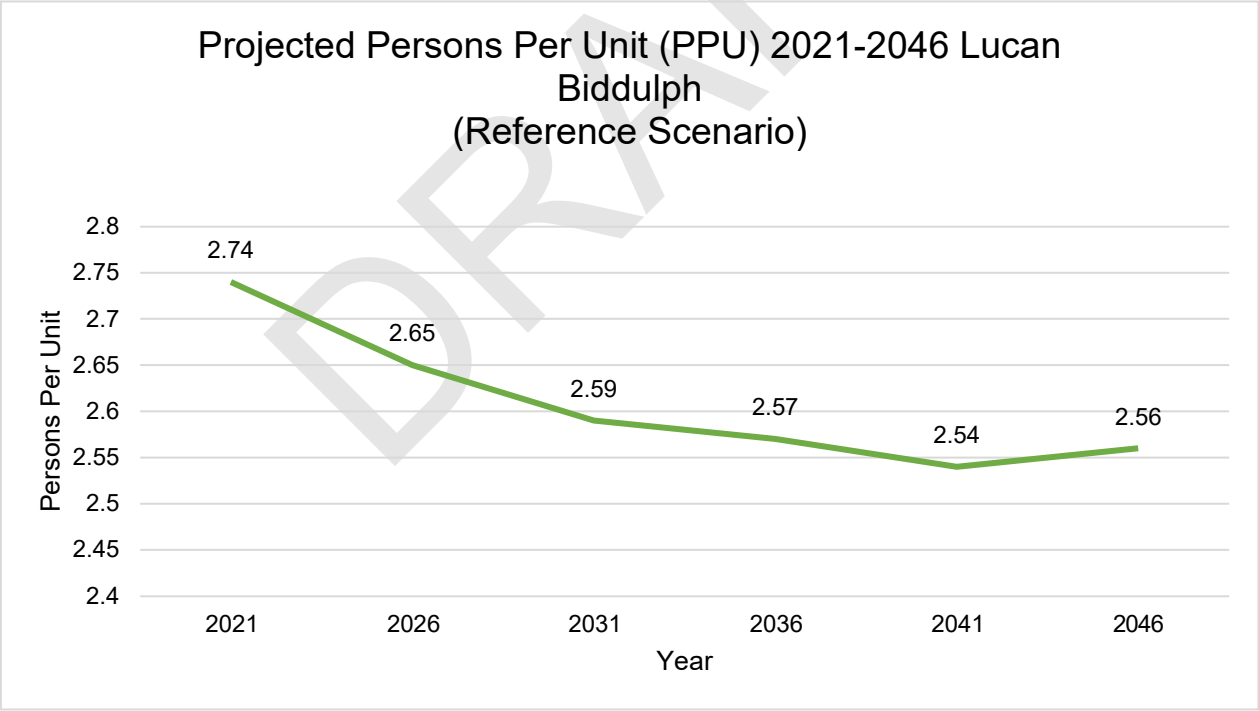
Historically, the PPU across all of Middlesex County has steadily declined, falling from 2.98 in 2001 to 2.76 in 2016. While the PPU is expected to continue to decline, Watson suggests that this decline will be moderated as a result of an anticipated increase in the number of young adults and children migrating to the County. This scenario is considered likely to occur in the Township of Lucan Biddulph. Given these numbers, Watson projects the 2046 housing forecast will result in 2780 total households in the low scenario (an increase of 810), 3160 in the reference scenario (an increase of 1150) and 3410 in the high scenario (an increase of 1370).

Watson’s forecast trends in household structure were derived from a review of historical household trends by structure between 2001 and 2016; forecast housing propensity trends by structure type by major age groups; and consideration of future demographic trends (ie. Aging population) and socio-economic trends across the County.

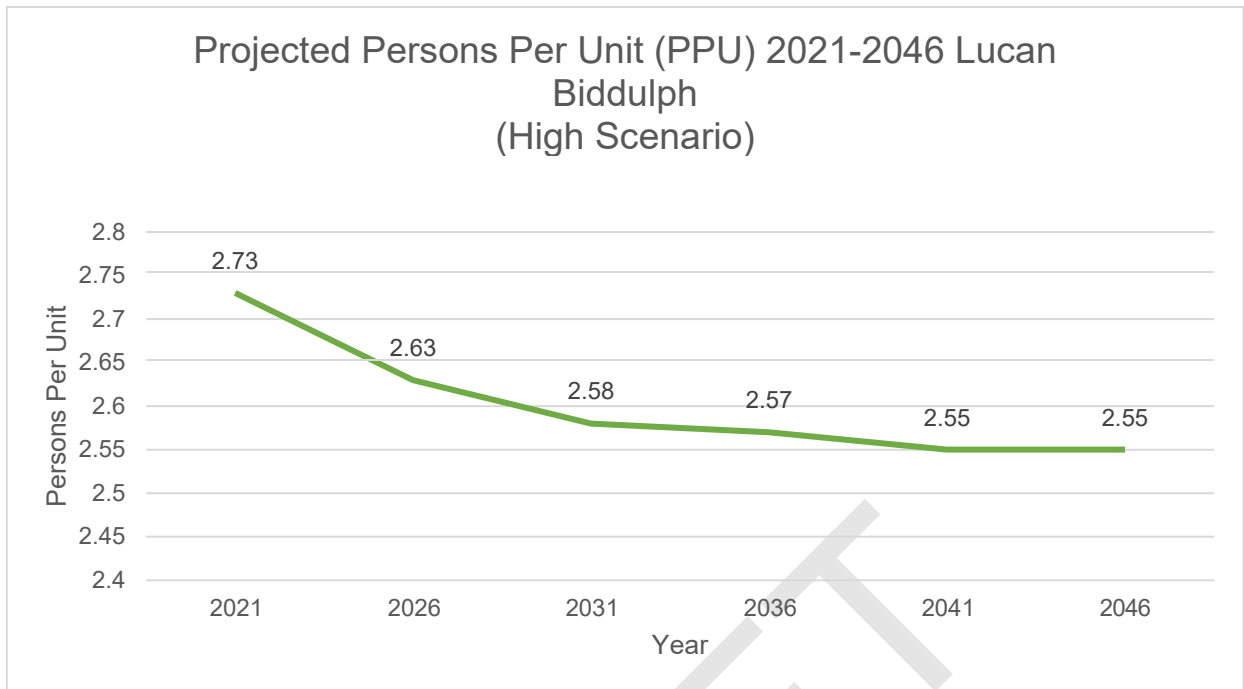




**Figure 3.5**



**Figure 3.6**



**Figure 3.7**

As noted earlier, while the PPU continues to decline, its projected slower rate of decline can be attributed to the expected increase in migration of young families, which moderates the overall decline. In relation to other local municipalities, Lucan Biddulph's PPU of 2.55 in 2046 under the high growth scenario is slightly higher than the projected County average of 2.43 PPU in 2046. In 2046, local municipalities' PPU range from a projected low of 2.15 in Southwest Middlesex to a high of 2.78 in Middlesex Centre.

### **3.4 LOCATION OF RESIDENTIAL DEVELOPMENT**

The Municipality is comprised of two main serviced Settlement Areas, being Lucan and Granton. Historically, the majority of building permits for new units have been located in Lucan. This trend is anticipated to continue given the anticipated demand, community services and infrastructure available in Lucan compared to Granton.

The Township of Lucan Biddulph is facing a number of population and household trends that are anticipated to influence housing demand over the short and long-term:

- Aging population
- Continued reliance on vehicles
- Fewer people living in households, rise of 1 and 2-person households
- Continued attractiveness to those wishing to re-locate from more expensive housing markets
- Rising cost of housing, continued pressure on supply
- Increased demand for housing options other than ownership single-detached dwellings
- Possible long-term impacts of COVID19 (work from home trend)

### **3.5 Types of Residential Development**

Historical building permit data (2000 to 2020) generally indicates the consistent construction of predominantly single detached dwellings. In recent years, Lucan has seen a number of condominium developments, townhouse developments and a limited number of low rise apartment building proposals. These trends are expected to continue in the short term, but Waston & Associates project a gradual shift to more medium and high density housing types based on demographic trends across the County.

It is recommended that a target be set for 20% of all new residential development to be of the medium/high density type, with 80% of new residential development being the traditional low density single unit dwelling type. This would help achieve the range and mix of uses contemplated in the Official Plan and PPS 2020, as well as assist with the affordable and attainable housing goals. These targets should be reviewed by Council and provided to the public for input.

DRAFT

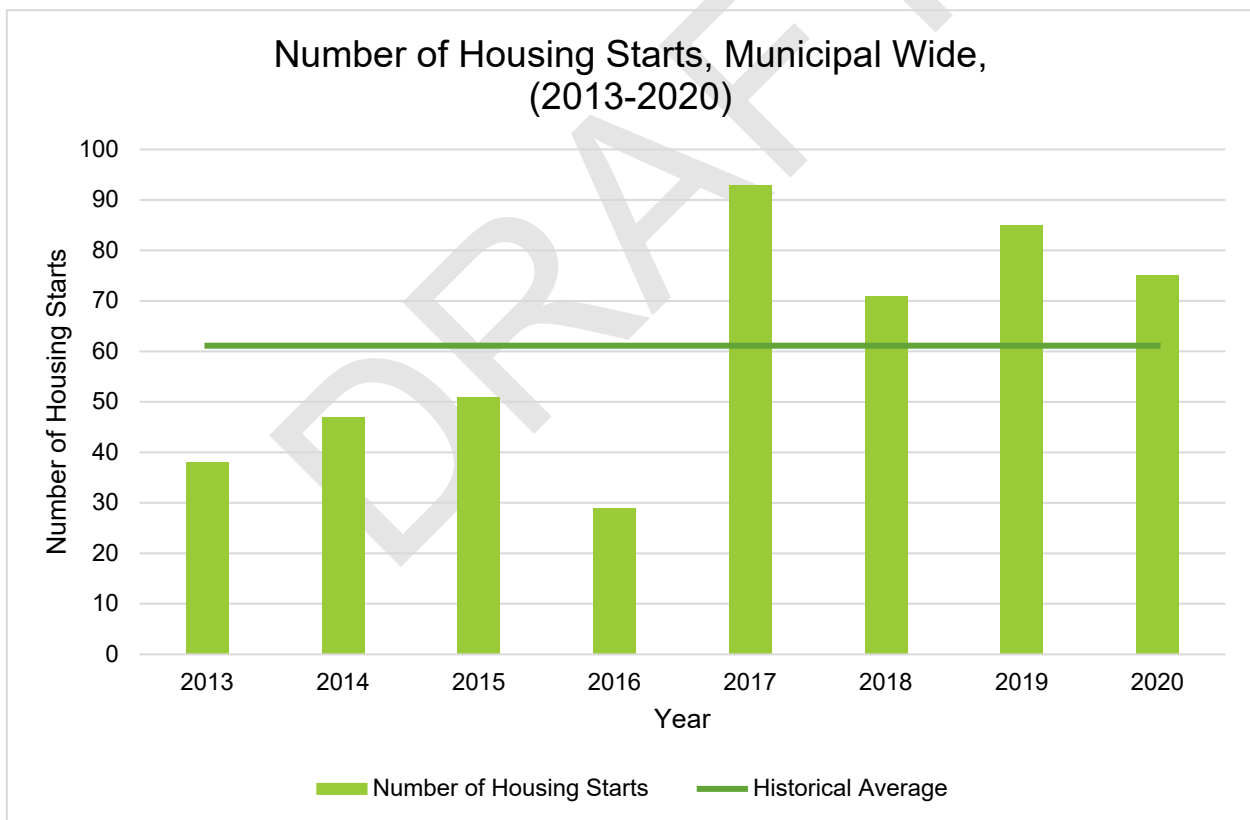
## 4. HOUSING

### 4.1 Overview

Since the adoption of the current Lucan Biddulph Official Plan there have been significant changes in provincial policy directly related to housing through the PPS. Generally, these changes have strengthened the importance of intensification and redevelopment along with providing direction to planning authorities on the range and mix of housing options to be promoted and encouraged. Section 1.4.1 of the PPS effectively requires a municipality to maintain both a short and long-term land supply achieved through either intensification, redevelopment or green field development.

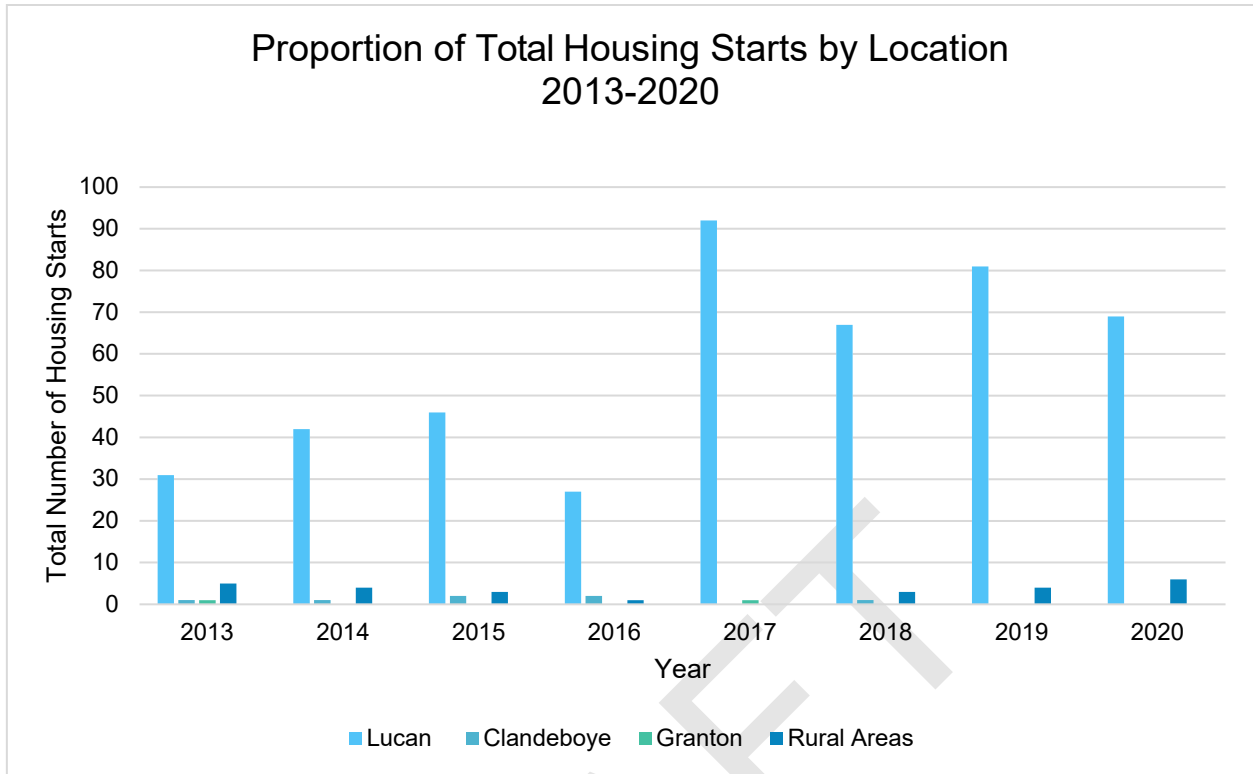
### 4.2 Housing Starts

The total number of annual housing starts in the Township of Lucan Biddulph increased from 38 units in 2013 to 75 units in 2020 (Figure 4.1). Recent years (2017-2020) have seen an average of 81 new units each year. The average annual housing starts over the eight-year period 2013-2020 amounted to 61 units per year.



**Figure 4.1**

Almost all of this residential development has taken place in Lucan. Over the eight-year period, all but 34 of the 489 units have been constructed in Lucan. Over that same period there were 26 units built in the rural area, 6 units in the Hamlet of Clandeboye and 2 units in Granton.



**Figure 4.2**

### 4.3 Land Available for Development

In accordance with the Middlesex County Official Plan Section 2.3.7.1, the local municipalities are to provide to the County at least every five years, with a summary of its supply of vacant land designated for future residential development to ensure that a sufficient supply of lands designated for future residential development is maintained. A summary of potential and existing building lots and blocks in proposed, draft approved and registered plans of subdivision within the Township up until December 31<sup>st</sup>, 2020 is provided in Table 4.3. It is noted that all existing plans of subdivision and condominium are located within Lucan.

Name	File #	Type	Status	Density		
				Low	Med.	High
Ridge Crossing - East	39T-LB-CDM2001	Condominium	Final Approved	0	52	0
Ridge Crossing - West	SPA-4-2020	Site Plan	Proposed	0	44	0
Lucan Estates	39T-LB1301	Subdivision	Final Approved	11	0	0
			Draft Approved	47	0	0
			Preliminary	0	16	0
Olde Clover	39T-LB0702	Subdivision	Final Approved	22	0	0
	SPA-5-2020	Site Plan	Proposed	0	62	0
Ausable Fields	39T-LB2001	Subdivision	Proposed	12	0	0
		Site Plan	Preliminary	0	72	0
Timber Ridge	39T-LB2002	Subdivision	Proposed	178	0	0
			Preliminary	0	78	0
Z-Modular	Pre-consultation	Site Plan	Preliminary	0	0	90
Lucan Woods	SPA-3-2017	Site Plan	Final Approved	0	0	23
			Draft Approved	0	0	23
Southside Group	Pre-Consultation	Subdivision	Preliminary	30	0	0
<b>Total</b>				<b>300</b>	<b>324</b>	<b>136</b>

**Table 4.3**

In addition to the lands for which there are development proposals, there are also lands that are designated for development within the Township's Official Plan but for which no development plans are underway.

- Undeveloped lands designated "Residential" in Lucan that are not the subject of an active, draft approved or registered plan of subdivision amount to 10 net hectares (24.7 acres) or 19.5 gross hectares (48.1 acres).
- Undeveloped lands designated "Residential" in Granton that are not the subject of an active, draft approved or registered plan of subdivision amount to 22.7 net hectares (56.1 acres) or 23 gross hectares (56.8 acres).
- Undeveloped lands designated "Residential" in Clandeboye that are not the subject of an active, draft approved or registered plan of subdivision amount to 5.9 net and gross hectares (14.6 ac).

The difference in gross to net areas accounts for the exclusion of lands that are designated for growth but that are constrained by factors that limit their practical potential for development. Constraints include setbacks from large gas pipelines, areas regulated by the conservation authority, setbacks from woodlands, etc.

In total, undeveloped lands designated “Residential” in the Township that are not the subject of an active, draft approved or registered plan of subdivision amount to 38.6 net hectares (95.4 acres). These lands are illustrated within the figures later in this report.

In addition to excluding lands that are designated for development but that are constrained, the lands available for development need to also account for land supply adjustments for market vacancy factors (landowners may be unwilling or unable to develop their lands in accordance with the official plan) and net to gross adjustments (to provide for the development of local roads, parkland, stormwater management ponds, rights-of-way and other infrastructure and public facilities).

In the end, the net amount of land within the Township designated and potentially available for residential development is 24.3 hectares (60 acres).

### **4.3 Land Required for Development**

Based on the projections provided by Watson & Associates Economists Ltd, staff have determined that the Township may require 1425 additional housing units by 2046 using the high growth scenario projection with a PPU of 2.55 and a housing need market contingency adjustment. It is anticipated that the rate of growth will in the short-term be stronger at 71 units annually, over the medium term 66 units annually, and over the long term taper off to 57 units annually.

When contemplating residential land needs however, consideration should be given to a housing split and how those requirements may affect the amount of land required to accommodate housing demand. This reports recommends that Council consider an overall housing split that requires 80% low density development and at a minimum 20% medium or high-density development. In doing so, the Township would be able to accommodate predominantly low-density development in the form of single detached dwellings, and potentially assist with housing affordability issues by providing for a range of housing types and densities.

In terms of projected density target, it is considered conservative to base land requirements on a target density of 12.5 units per hectare. A review was undertaken on the most recent developments in Lucan and they range in density from 13 units per hectare to 15 per hectare. Given the desire as expressed in the Official Plan to retain the small-town character, it is thought that a lower density is a better fit for the Township of Lucan Biddulph.

There is Provincial and County policy requirements for development to be accommodated within existing development areas by way of intensification, redevelopment, and infilling. The County of Middlesex Official Plan requires that 15% of all development occur by way of intensification, redevelopment, and infilling.

As explained above, the lands available for development should also account for land supply adjustments for market vacancy factors (landowners may be unwilling or unable to develop their lands in accordance with the official plan) and net to gross adjustments



(to provide for the development of local roads, parkland, stormwater management ponds, rights-of-way and other infrastructure and public facilities). Those factors necessarily increase the amount of land that is required to be designated for future development.

After accounting for lands already designated for development (both with and without current proposals), it has been determined that the Township currently has an un-met supply or housing need of approximately 504 units, which amounts to approximately 55.4 hectares (137 ac) of land need on a Township-wide basis.

DRAFT

## **5. SETTLEMENT AREAS**

### **5.1 Overview**

The current Lucan Biddulph Official Plan states the majority of future growth will be directed to Lucan and secondly, to Granton. Both of these villages are designated as Settlement Areas in the Plan. It further states that non-agriculturally related industrial and commercial development will be directed to Lucan and Granton and a few other key locations considered suitable for this type of development.

The Plan encourages a range of housing types and densities within these settlement areas, including housing forms and densities designed to be affordable to moderate and lower income households. The County of Middlesex has set a target of 20% of all housing to be affordable based on an annual benchmark. The ongoing and rapid escalation of housing prices within Southwestern Ontario have put significant constraint on the availability of affordable and attainable housing including within the Township.

The Plan also currently has a policy in place that states the Municipality will attempt to maintain at all times, subject to limitations imposed as a result of servicing constraints and market demand, a minimum 10 year supply of land designated and available for residential development and intensification, and a 3 year supply of residential building lots. This will need to be amended to be consistent with the new PPS 2020 which requires a 15 year supply of land designated and available for residential development.

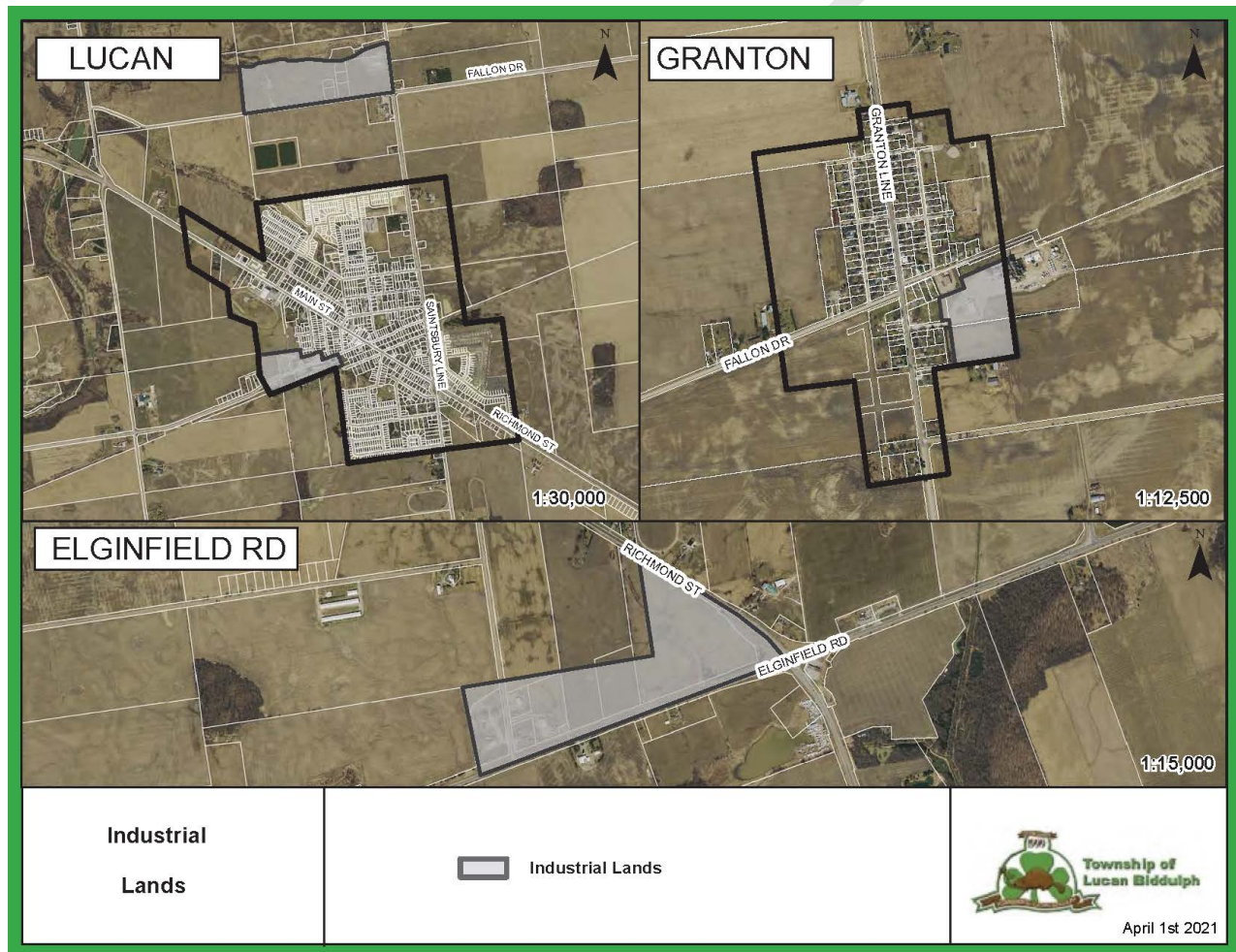
While there is an existing wastewater treatment system in Granton, it is not anticipated that any substantial new development will occur over the timeframe of the Plan. Very limited residential growth has occurred in the Hamlet over the past twenty- five years, and this trend is not expected to significantly change. Over the past ten years there have been only nine residential permits issued in the village.

BM Ross and Associates Limited provided a Growth Servicing Review for Granton in January of 2021. The review looked at the Waste Water Treatment Plant (WWTP), which is a Rotating Biological Contactor (RBC) type. It is noted in the report that while the 2019 Annual Report noted the plant meets effluent criteria limits and capacity, it has ongoing issues with meeting Total Suspended Solid (TSS) limits. It also indicated that the most recent Operations Report for the third quarter of 2020 indicated that the TTS monthly average objective was exceeded every month to date in 2020. Municipal staff have also indicated there are concerns that the WWTP is relatively expensive from a maintenance perspective.

This report is addressing Section 8.2.4 of the Plan which requires a Comprehensive Review towards the end of the five years from adoption of the Plan. The review is to determine if there is any need for a settlement area boundary adjustment and employment land conversions. It is suggested that any settlement area boundary adjustment should only be considered for Lucan as it is the only area with sufficient infrastructure to accommodate significant additional development.

## 5.2 Commercial and Industrial Lands

There are currently four areas designated Industrial in the Township of Lucan Biddulph as shown in Figure 5.1. There is approximately 3.0 hectares of vacant industrial lands and 7.5 hectares of vacant commercial lands within Lucan and approximately 2.0 hectares of vacant industrial land in Granton. There is also 9.0 hectares of vacant industrial lands left in the Lucan Industrial Park north of the village, and a large area of un-serviced industrial lands on Elginfield Road west of Richmond Street south of Lucan. Given the amount of vacant commercial and industrial lands in Lucan and in other locations, throughout the Township, and trends in commercial and industrial development, there does not appear to be need to designate additional commercial or industrial lands at this time.



**Figure 5.1**

Commercial and industrial lands should however be reviewed annually to identify the need to expand the designations given the existing market trends and uptake of these lands in the future.

### 5.3 Hamlet Settlement Area

There is only one defined Hamlet within the Township of Lucan Biddulph, that being Clandeboye (Figure 5.2). It is situated on the western boundary of the Township on Highway No. 4 northwest of Lucan. Its current population is approximately 120 persons and while there are building lots available for development, growth over the years has been limited. This has been attributed largely to its location, lack of community facilities and amenities and absence of a municipal sanitary sewage system.



**Figure 5.2**

Due to lack of a waste water treatment plant and generally poor soil conditions for septic systems, development is limited to infilling and rounding out of the existing built up area.



## 5.4 Urban Settlement Areas

There are two Urban Settlement Areas with the Township of Lucan Biddulph, being Lucan (Figure 5.3) and Granton (Figure 5.4). While both have full municipal services, it must be recognized that very limited residential growth has occurred in Granton over the past twenty-five years. While the Plan indicates the majority of the growth will be directed to these two settlement areas, it clearly positions Lucan as the main area for growth given its existing municipal infrastructure and community facilities and services available as compared to Granton.

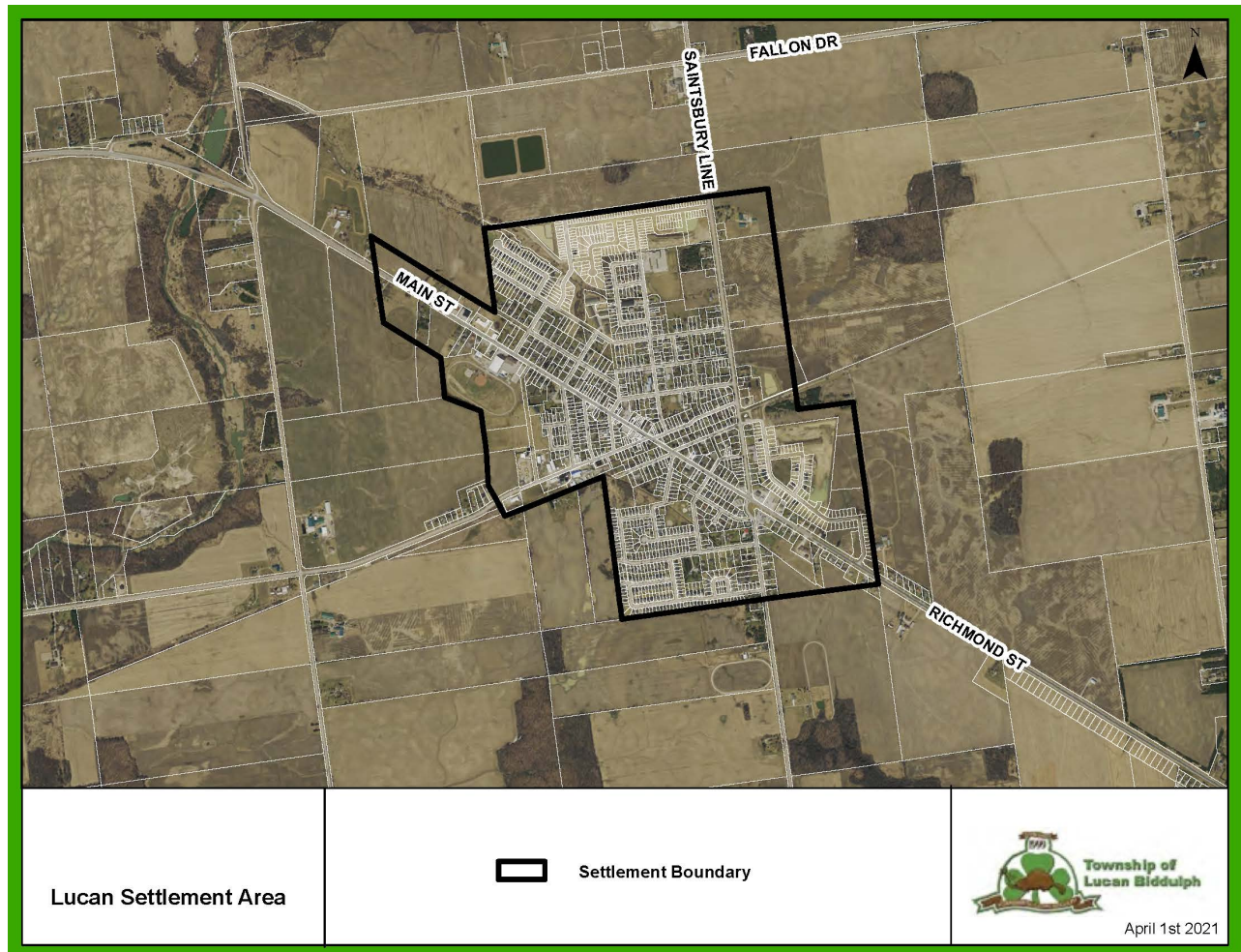
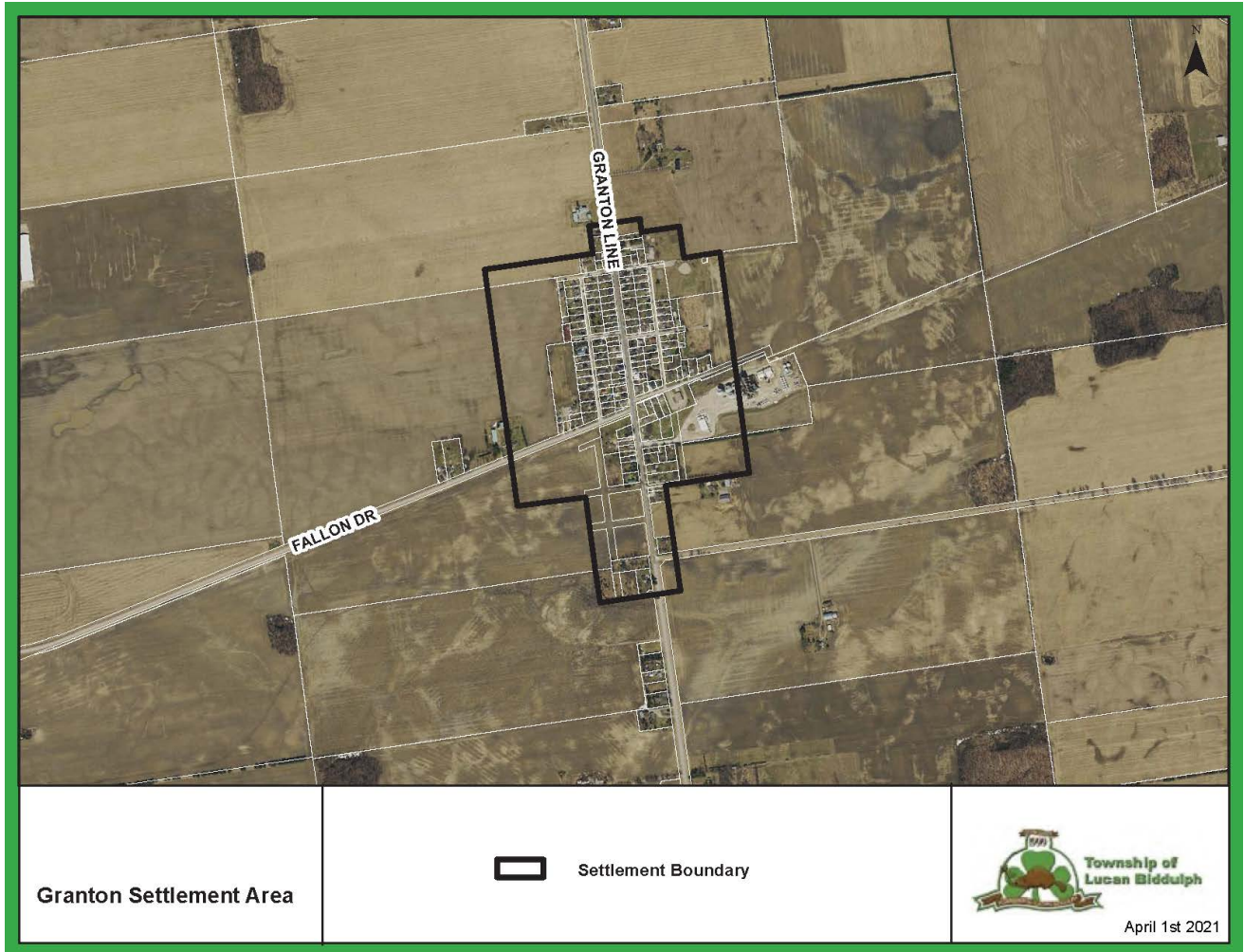


Figure 5.3

Looking at the building permit activity over the past 7 years, it is clear that Granton has experienced very little development activity with only two residential permits issued over that time period.

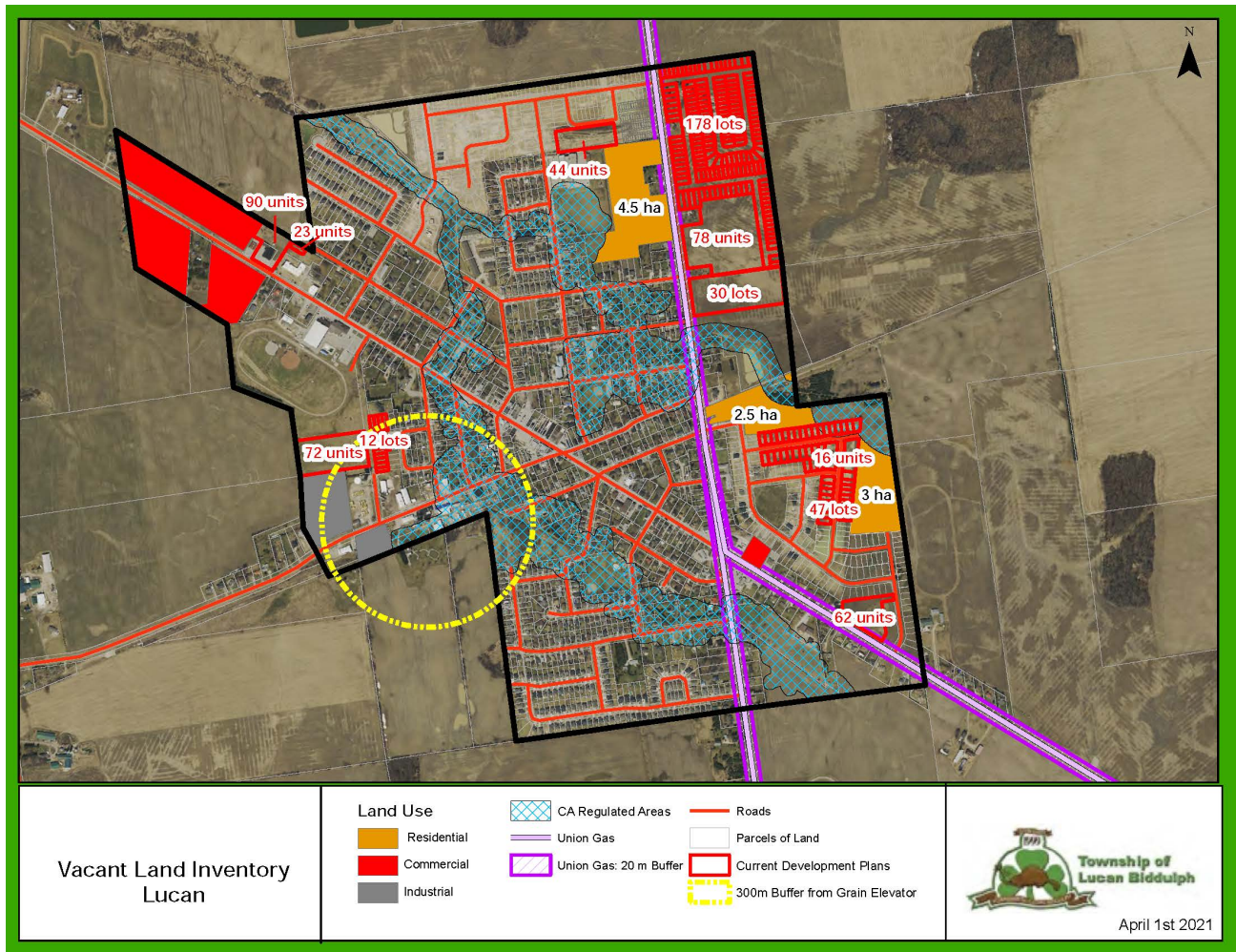


**Figure 5.4**

Having reviewed residential development activity over the past number of years in all three settlement areas, it may be appropriate at some point in the future to consider retracting those settlement area boundaries where growth is unlikely to occur and relocate the same area of land to the Village of Lucan

As a result of the recent population and household forecasts of Watson & Associates Economists Ltd., it is clear that there is justification to add additional lands to appropriate settlement areas. As this report has outlined, the most appropriate settlement area to be expanded to accommodate the projected growth at this time is Lucan. Figure 5.5 shows the vacant land inventory for Lucan at this time. It also shows where current developments are taking place within the village as well as vacant designated lands.





**Figure 5.5**

At present, there is approximately 10.0 net hectares of designated vacant residential lands within Lucan. To accommodate the projected population and associated housing demands, an expansion to Lucan settlement area boundary is required over the planning period to 2046. In addition, there is approximately 3.3 gross hectares of vacant industrial lands. Once regulated areas are taken into account, approximately 3.2 net hectares of vacant industrial lands are left. Further, there is also approximately 10.5 gross hectares of vacant commercial lands in the village. Once pipelines are taken into account, there is approximately 7.5 net hectares of developable commercial lands.

### 5.5 Opportunities / Constraints for Expansion Around Lucan

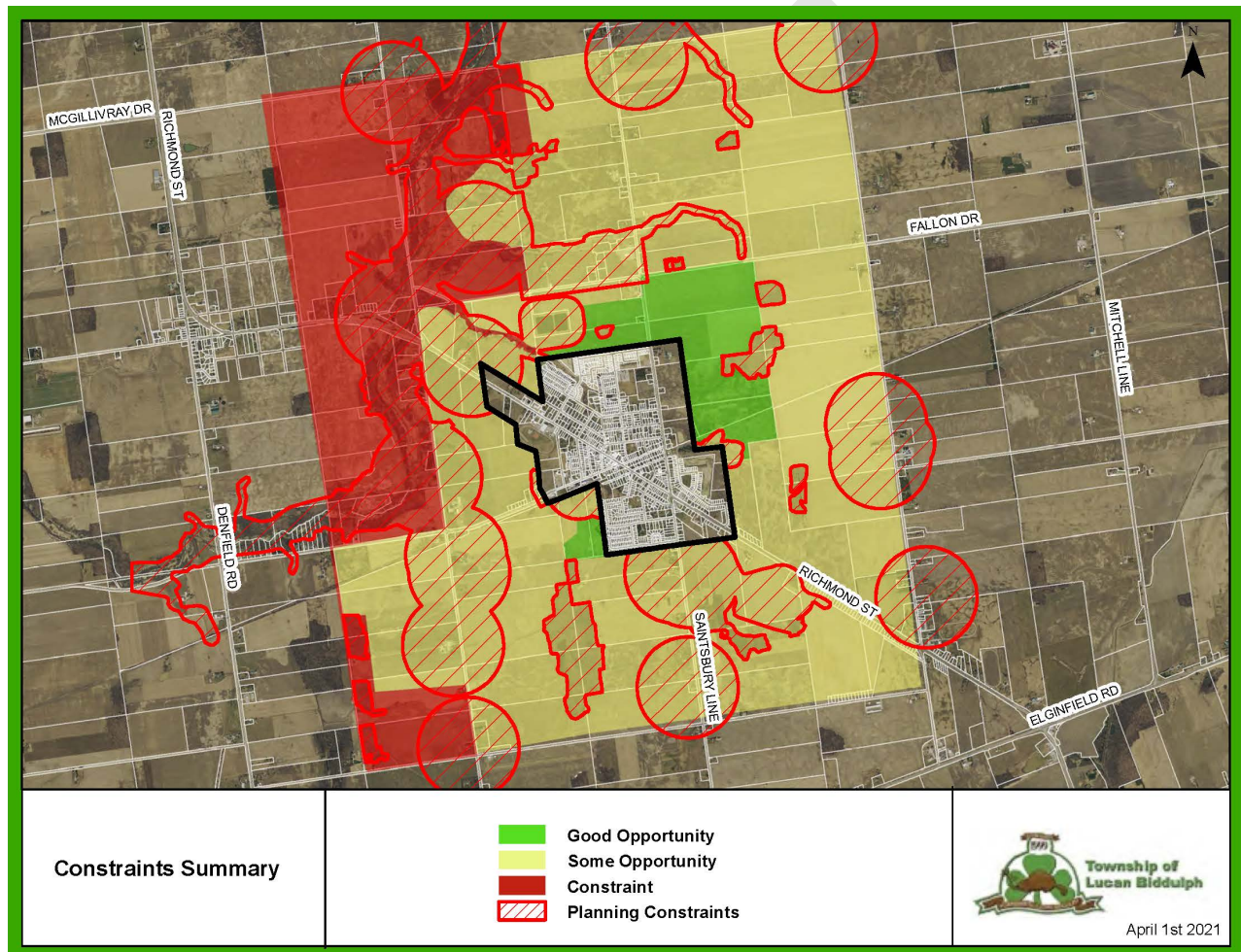
In order to assess the most appropriate locations for expansion to accommodate anticipated growth, both opportunities and constraints were reviewed with Municipal Staff and having regard for the report completed by B.M. Ross and Associates Limited (Engineers and Planners) in 2019.

BM Ross reviewed a wide range of issues on lands within and surrounding the existing limits of the settlement area of Lucan. This included sanitary, water, stormwater and



transportation infrastructure in Lucan at the current time. It also included a review of Natural Heritage features in and on the fringe of Lucan including wetlands, woodlands, aquatic habitat and associated species, species at risk, breeding birds and reptiles and amphibians. The review also looked at cultural and social resources.

All of these issues were then compiled, and analysis was undertaken on the opportunities and constraints to the expansion of the Lucan Settlement Area. It should be noted that while this analysis was completed at a high level, the findings provide direction on appropriate locations for Council to consider for possible expansion with the least potential constraints. The Township may wish to complete a more detailed review of any potential lands proposed to be included with the settlement area to confirm the findings of B.M. Ross. Figure 5.6 shows the results of the combined constraint and opportunity analysis undertaken by B.M. Ross.



**Figure 5.6**

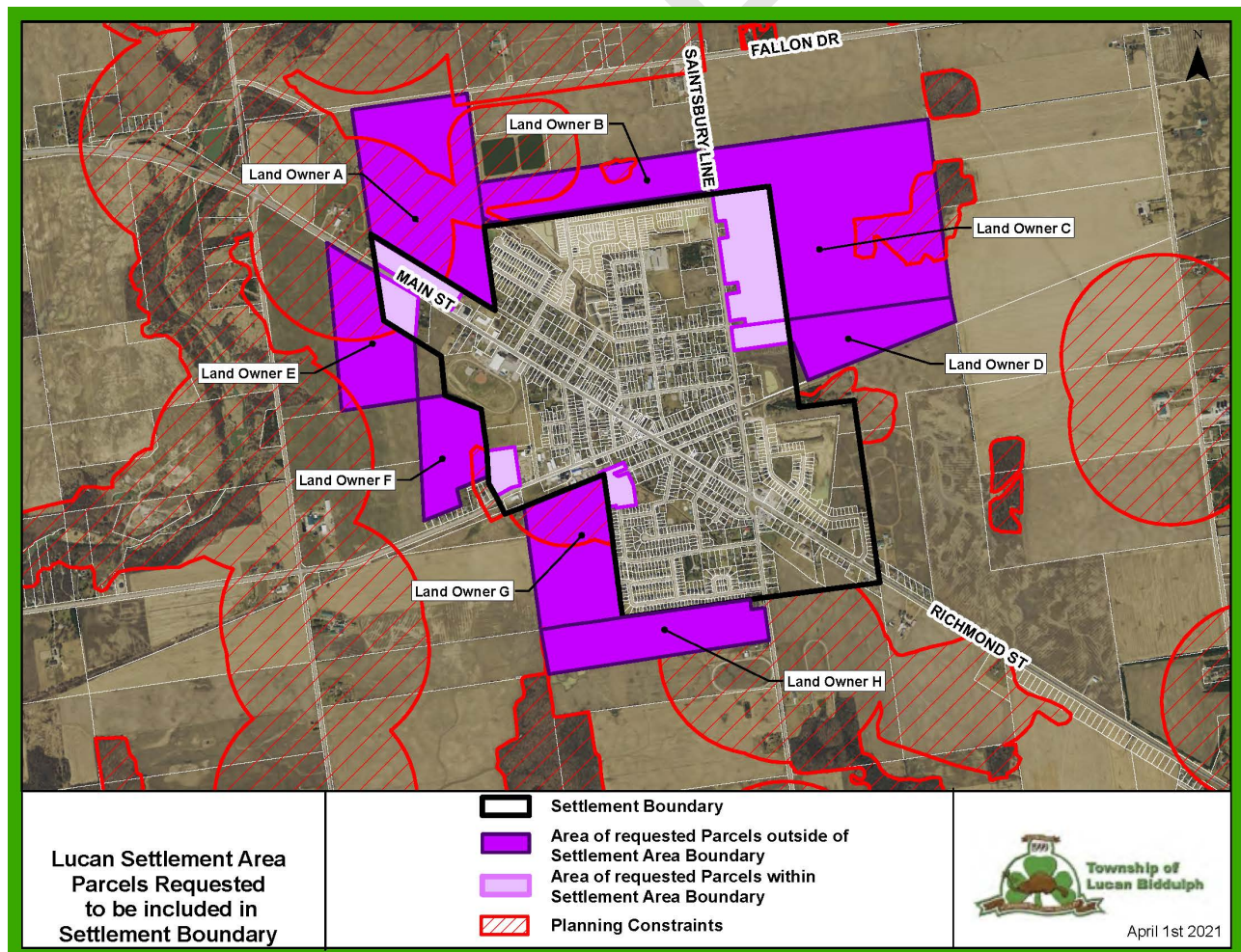
Figure 5.6 identifies the combined constraints and opportunities as identified by BM Ross & Associates Ltd. and municipal staff for lands abutting the Village of Lucan. It shows that there is some opportunity for expansion in most areas around the Village, with a good

opportunity for expansion to the north east of the Village. Given the amount of vacant developable residential lands currently within Lucan and considering the projected population and housing needs derived by Watson & Associates, as outlined previously, it is estimated that an additional 55.4 hectares (136.9 acres) of land will required to accommodate the projected demand to 2046.

## 5.6 Requested Lucan Expansion Areas

Eight landowners have formally request that their lands be included within the settlement area of Lucan. Those requests total approximately 246 hectares (610 acres) which is well beyond what can be reasonably justified at this time. The general location of these lands are identified on Figure 5.7.

It may be appropriate to include some or all of the lands that are unsuccessful in their request to be included in the Lucan Settlement Area at this time into a “Future Growth Area” designation with accompanying policies in the Official Plan. This would identify these lands as the next logical areas for expansion to occur when demand justifies additional lands.



**Figure 5.7**



Given the findings of this report along with consideration of the information provided in the B.M. Ross & Associates report, the Watson & Associates Economists report and discussions with staff, it is recommended that the Council consider the expansion of the Lucan Settlement Area to the northeast at this time.

DRAFT

## 6. CONCLUSIONS

This Municipal Comprehensive Review examined the supply of designated residential lands in terms of meeting the projected growth needs for next 25 years to 2046. It reviewed the policy framework in which the Township of Lucan Biddulph operates including the Provincial Policy Statement (2020) and the Middlesex County Official Plan. While the current Official Plan for Lucan Biddulph is a sound document, an update is required to reflect current Provincial and County policies, as well as recognizing the need for an expansion to the settlement area boundary of Lucan.

The timely release of the Watson & Associates Economists Ltd. "Populations and Housing Projections" in December of 2020 greatly assisted in this review. Those numbers have been analyzed and used to project the need for an additional 55.4 hectares of lands required over the 25 year planning horizon. The report accounts for development that is to occur by way of infill, intensification and re-development (15% of growth) and addresses factors such as market vacancy factors and net to gross land adjustments.

Along with identifying the additional lands needed to accommodate projected growth, the report also recommends a minimum housing mix of 20% medium and high density development and 80% low density development. A density of 12.5 units per hectare which, some may see as low, is being recommended. This would be consistent with the policy direction in the Official Plan. The County Official Plan also has a target for 20% of new residential development to be affordable. This matter has been addressed to an extent in that it is proposed that 20% of all new residential development be medium or high density, which generally provides more affordable forms of housing. Additional considerations related to affordable housing may need to be considered including related to matters such as allowing 'additional units' and other potential solutions beyond the current official plan update exercise.

After a review by Council and following the public consultation component of this process, a final report will be prepared for Council. It is anticipated that the final outcome will be the preparation of an Official Plan Amendment (OPA) that would comply with the statutory planning process.

Once adopted by Council, the OPA would be sent to the County of Middlesex for final approval. Appeals may be filed according to the provisions outlined in the Planning Act. Should there be appeals, the matter would be referred to the Local Planning Appeals Tribunal (LPAT) for a final resolution.