



# WELLINGTON NORTH COMMUNITY GROWTH PLAN

## FINAL REPORT

Township of Wellington North

Final – February 2018



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A special thank you to the residents, business owners, public agency representatives and others who participated in the consultation program to contribute to shaping this *Community Growth Plan* for Wellington North.

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# 1. INTRODUCTION

GSP Group Inc. and Curtis Planning have been retained by the Township of Wellington North to complete a *Community Growth Plan*, also referred to as a *Growth Management Strategy*.

This Plan is intended to provide direction for policy development and decision-making regarding land development and growth-related investments and initiatives, to contribute to planning for positive growth and change in Wellington North, by assisting the Township to:

- Initiate community preparedness and readiness for investment and development;
- Align land uses, infrastructure, transportation and community services;
- Facilitate consultation and consensus-building on the future vision of the Township;
- Provide an inventory and status of available lands and infrastructure capacities; and,
- Support County planning initiatives with local information and direction to assist in meeting Provincial conformity requirements under the *Planning Act*, and the direction provided in the *Growth Plan for the Greater Golden Horseshoe*.

While the Plan is comprehensive in nature, its purpose is to outline recommendations for the direction and management of potential future urban growth, which will occur primarily in the urban areas of Arthur and Mount Forest.

The Plan also recognizes that Township-wide opportunities should continue to be supported to promote rural economic development, tourism, recreation, protection of agricultural lands and natural environment conservation, as well as continued community improvement in the rural settlement areas of Conn, Damascus, Kenilworth and Riverstown.

This Plan also builds on and promotes a continued and strengthened community partnership, and the Township's leadership role in engaging and working with the community, public and private partners, stakeholders and investors, to shape the future of Wellington North. Community and stakeholder consultation is a key part of the process of developing the *Community Growth Plan*, and will continue to be a core element of the continued success and evolution of Wellington North.

Development of the Plan involved extensive community engagement and collaboration. At the outset of this initiative, a Steering Committee of residents, stakeholders, Township Council and County Planning staff was formed. The Committee met at key points in the process to provide input and feedback on the research, and to discuss ideas and strategies to guide planning for the future in Wellington North. The development and refinement of the *Community Growth Plan* has been informed and guided by input from this Committee.

To engage the community and stakeholders more broadly, workshops and themed focus groups were held in Arthur and Mount Forest, and an online survey was launched in September 2017. The consultation sessions were initiated through presentations, maps, handouts and other materials provided to residents and stakeholders to establish the project purpose and goals, identify the range of topics and key issues being considered, and to stimulate discussion and feedback.

**Figure 1: Community Growth Plan Study Elements**



A Working Group of Township staff and County Planning staff was also created and met periodically to coordinate the study process and consultation, gather and review technical information, and to provide input and feedback on the reports, presentations, maps and other documents created by the consultants.

A complete summary of the research, consultation and analysis undertaken in support of the *Community Growth Plan* development is provided in the *Background Report* available as a separate document. The *Background Report* provides important context for the *Community Growth Plan*, and discusses the implications of trends, growth projections, demographic shifts and other factors influencing planning for community growth. The *Final Report* builds on the background information, emerging themes and growth scenarios that were identified and explored through the earlier phases of the study process.

## 2. VISION & GOALS

The Community Vision and Goals are intended to describe the overall community planning and growth management direction for Wellington North, and to capture the core themes that emerged from the input received. These statements also help to provide a consistent, long-term framework through which future planning decisions and investments are considered and evaluated towards a desired common outcome, and to articulate and embed key growth management concepts, ideas and terminology that link to related Provincial and County planning policies and directions and related Township strategies and initiatives. As recommended by the Steering Committee for the *Community Growth Plan*, the following Vision and Goals were approved by Wellington North Council on January 8, 2018.

### Recommendation #1: **Community Vision**

**Wellington North is a place for everyone** where a **high quality of life** is supported and defined by:

- ❖ A **sense of community** with active volunteers, local leaders, government and service providers working together to support capacity building, engagement, participation and well-being;
- ❖ A **range of housing, jobs and services** that **meet local needs**, focused within Arthur and Mount Forest as **complete communities** and service centres;
- ❖ A **strong and diverse economy** that has grown within **settlement areas** and in **agricultural, rural** and related business sectors;
- ❖ **Healthy** natural, social and built **environments** that promote **conservation** of land and resources, community **wellness, safety, inclusiveness** and a range of **recreation** opportunities;
- ❖ **Infrastructure, facilities** and **services** that are **cost-effective**, optimally used, technologically advanced, **environmentally responsible** and resilient;
- ❖ Connected **transportation routes and options** that safely and efficiently move people and goods, offering **choice** and **convenience** for all;
- ❖ **Small town atmosphere** and **rural landscape character** with a rich cultural and built **heritage** that is recognized and celebrated.

## Recommendation #2: **Growth Management Goals**

### **Direct / Focus Development**

1. To direct and focus development to the urban areas of Arthur and Mount Forest as the primary centres and complete communities with a mix of land uses, housing, jobs and services.
2. To protect prime agricultural land and rural resources for farming and rural economic development.
3. To improve walking, cycling and other options as convenient, safe and efficient modes of transportation.

### **Orderly, Appropriate and Compact Development**

4. To plan for and promote orderly, compact development within the urban areas, based on phasing to align with planning for infrastructure, transportation, facilities and services.
5. To prioritize appropriate, context-sensitive intensification within the urban areas and optimize the efficient use of existing infrastructure and services.
6. To promote inclusive development through integrated land use, infrastructure and transportation planning and community design.

### **To Have Growth Pay for Itself**

7. To fund and recover growth-related capital costs for infrastructure, transportation, facilities and services via Development Charges.
8. To incentivize and reduce costs for priority development, including: downtown revitalization, special needs housing, on-farm businesses, education/training facilities, and local transit services.
9. To plan for and invest in infrastructure, facilities and services that are cost-effective, environmentally responsible, resilient to climate change and sustainable over the long term.

### 3. STRATEGIES & INITIATIVES

In Wellington County, provincial and regional planning direction for accommodating population and employment growth and related development is provided by the *Provincial Policy Statement (PPS)*, the *Growth Plan for the Greater Golden Horseshoe (Growth Plan)* and the *County of Wellington Official Plan (County Plan)*.

Under the *Planning Act*, municipalities are required to be consistent with the *PPS* and, within the *Greater Golden Horseshoe (GGH)* area, are required to conform to the *Growth Plan*. The *PPS* and *Growth Plan* apply to County and local land use decision-making on applications for development, and municipalities are required by legislation to amend their official plans to address *Growth Plan* requirements.

The *County Plan* establishes the upper-tier, regional-level policy framework and implementation of the *PPS* and the *Growth Plan*. In the Township, the *County Plan* also serves as the local Official Plan for Wellington North.

Key policy directions from these documents and implications for directing and managing growth in Wellington North are summarized in the *Background Report*.

This section of the *Community Growth Plan* recommends strategies and initiatives related to growth management, based on the policy directions of the Province and the County, the findings of the background research and consultation, and the themes identified in Sections 1 and 2. Reference should be made to the *Background Report* for further context and discussion regarding each topic area.

Note: The County is required to initiate a municipal comprehensive review (MCR) to develop a new *County Plan*, or an amendment to the current *County Plan*, to comprehensively apply the policies and schedules of the *Growth Plan*, by July 1, 2022. Recommendations that would require further review through a MCR of the *County Plan* to implement the *Growth Plan* are denoted by \*MCR throughout this report.

#### 3.1 Growth Forecasts and Locations

As required by the *Growth Plan*, the *County Plan* allocates population and employment to each local municipality based on the *Growth Plan*'s total population and employment growth forecast for Wellington County. Table 1 identifies the population and employment forecasts identified for Wellington North.

**Table 1: Wellington North Growth Forecasts**

Township of Wellington North			
	2016	2036	2041
Population	12,490	17,085	17,685
Households	4,635	6,330	6,590
Employment	7,070	9,320	9,440

SOURCE: COUNTY OF WELLINGTON OPA 99, TABLE 2.

### Population and Housing Forecasts

In keeping with the direction of the *PPS* and *Growth Plan*, and the policies of the *County Plan*, the majority of future population and housing growth in the Township is directed to the serviced urban areas of Arthur and Mount Forest. Table 2 identifies the population and household growth forecasts for the two primary urban areas in the Township, as established in the *County Plan*.

**Table 2: Wellington North Growth Forecasts by Area**

Township of Wellington North			
	2016	2036	2041
<b>Arthur</b>			
Population	2,725	3,700	3,670
Households	1,005	1,370	1,370
<b>Mount Forest</b>			
Population	5,190	8,550	9,230
Households	2,150	3,365	3,625
<b>Outside Urban Centres</b>			
Population	4,575	4,835	4,785
Households	1,480	1,595	1,595

SOURCE: COUNTY OF WELLINGTON OPA 99, TABLE 2.

The forecasts direct the most population and housing growth to Mount Forest as the largest urban area with the greatest servicing capacity available for future development. Of the Township's total population growth, 65% is expected to be accommodated in Mount Forest. This would increase Mount Forest's population by 78% to the year 2041, for an average annual growth rate of 3.1%. Comparatively, Mount Forest's average annual growth rate for the period of 2011 to 2016 was 1.6%. Achieving the 2041 population growth forecast in Mount Forest will require a significant, sustained increase in housing development activity. Recent development activity and applications suggest that such an increase is possible.

The forecast population growth in Arthur reflects a 35% population increase, or 1.8% annually on average from 2016 to 2036, and 18% of the total Township-wide population

forecast to the year 2041. After 2036, the forecast reflects no further residential growth, which would result in a small decline in Arthur's population. While this has been attributed to servicing factors, a desire to direct a greater share of the forecast population growth to Arthur was expressed by some through the consultation process. It was also noted that Arthur's location closer to other urban centres may lead to greater housing demands and a faster rate of growth. Although wastewater treatment servicing capacity is a constraint to growth in Arthur, the Township is making investments to increase the available servicing capacity for development through phased improvements to the Arthur Wastewater Treatment Plant.

Available residential lands are generally sufficient to address future needs based on the population and housing growth forecasts; however, potential additional intensification, integration of a greater housing mix on available residential lands, and the positioning of greenfield development opportunities in opportune locations would optimize the land supply towards achieving the current and future targets.

To further direct and clarify the intent of the growth forecasts and how they are to be applied and used in decision-making at the County and local level, the *Growth Plan* directs that:

- a) Municipalities may plan for development beyond the 2041 planning horizon, for:
  - Strategic Growth Areas that are delineated in official plans and subject to minimum density targets for these areas, integrated planning for infrastructure and facilities to meet related servicing capacity needs, contextually appropriate built form, and that will support complete community development;
  - Infrastructure, public service facilities and the long-term protection of employment areas, provided lands are not designated for urban development beyond what is needed for the 2041 planning horizon.
- b) Outside of a municipal comprehensive review (MCR), the forecasts are not to be applied on a site-specific scale as the basis for approving or refusing development proposals that would otherwise conform with the *Growth Plan*.
- c) Upper- and single-tier municipalities in the outer ring (e.g. the County) will determine if they have excess lands:
  - Excess lands are defined as lands within settlement areas, outside of built-up areas, that have been designated for development in an official plan but are in excess of what is needed to accommodate forecasted growth to the year 2041;
  - Excess lands will be determined through a land needs assessment to be completed in accordance with a methodology to be established by the Province;

- As of the date of this report, a draft land needs methodology has been issued by the Province for consultation, and the methodology indicates that it is to be used to determine the quantity and type (residential or employment), but not the location, of excess land.

The balance of the population growth is expected to be distributed among the rural settlement areas, as larger lot development on private services within the existing settlement area limits. Outside of settlement areas, population growth in the rural area of the Township will be primarily limited to that which can be accommodated within the existing housing stock, accessory dwellings on existing agricultural and rural properties, and new dwellings on vacant lots of record.

Provincial planning policies limit lot creation in the rural area to protect the agricultural land base and farm operations, and to focus residential development in areas where full municipal water and wastewater services are available. In 2018, the Province issued an Agricultural Land Base Map which identifies nearly all the land outside of the settlement areas in Wellington North as prime agricultural areas, where new lot creation is not permitted for residential development. While this mapping may be refined through a municipal comprehensive review of the *County Plan*, it is anticipated that residential development will be very limited outside of settlement areas in the Township over the long-term. Moreover, the *County Plan* already designates most of the rural part of the Township as prime agricultural and restricts non-farm lot creation in these areas.

### **Employment Forecast**

Wellington North has experienced strong employment growth and has a high ratio of employment to population at approximately 1 job for every 1.75 persons, and is well-positioned to continue to be a destination for a range of employment opportunities through intensification of existing businesses and new business development.

The employment growth forecasts in the County Official Plan are identified for the Township as a whole. It is expected that this growth in employment will occur throughout the Township, with urban employment located in serviced industrial, commercial and institutional developments focused within Arthur and Mount Forest. In the rural area, agricultural and related sectors, on-farm business and continued rural economic development opportunities also contribute to local job growth.

Population-related employment (PRE), including population-serving jobs and work-at-home employment, are expected to increase with the growth of the population, while employment-land employment (ELE) and industry-specific employment growth is more closely linked to other factors such as location, labour force, transportation, infrastructure, technology, market conditions and broader trends and influences.

As summarized in the *Background Report*, several potential opportunities and constraints related to continued employment growth have been identified through the research and consultation. The County and Township have also identified key industry sectors through the Wellington County Economic Development Strategic Plan (2012) and opportunities emerging from the Business Retention and Expansion Project (2014), where efforts to promote continued business and employment growth should be focused. Land is available for residential, industrial, commercial and institutional development to accommodate future growth in a range of sectors, and continued growth in agricultural and other rural employment is also anticipated.

### Recommendation #3: **Growth Forecasts & Locations**

#### **Growth Forecasts**

1. The 2036 and 2041 population, housing and employment growth forecasts for the Township of Wellington North, as established in the County Official Plan, should continue to be used for planning purposes to determine urban land requirements (see Table 1 on page 6 of this report).
2. The growth forecasts for Wellington North and the distribution of the population and housing forecasts within the Township should be revisited and updated through future reviews of the County Official Plan, to align the forecasts with local growth patterns and infrastructure plans. \*MCR

#### **Location / Distribution of Growth**

3. The current hierarchy of settlement areas in Wellington North as established in the *County Plan*, which focuses urban growth and development within the urban centres, and provides for limited growth and development on private services in the Hamlet areas, should be maintained.

#### Urban Centres:

Arthur  
Mount Forest

#### Hamlets:

Conn  
Damascus  
Kenilworth  
Riverstown

4. If continued monitoring of the Arthur wastewater treatment capacity utilization and/or average per capita flows demonstrates a sustained increase in available capacity that can be relied upon for planning purposes, and a commitment is made by the Township to complete Phase 2 of the treatment plant expansion with a planned completion date between the years 2031 to 2036, the forecast population and housing distribution among Arthur and Mount Forest should be adjusted to align with the related infrastructure capacities and investments (see Table 3).

\*MCR

**Table 3: Wellington North Growth Forecasts by Area**  
**Adjusted Forecasts to Align with Arthur Servicing Plans**  
 (see Recommendation #4)

Township of Wellington North			
	2016	2036	2041
<b>Arthur</b>			
Population	2,725	4,115	4,460*
Households	1,005	1,525	1,665*
<b>Mount Forest</b>			
Population	5,190	8,135*	8,440*
Households	2,150	3,200*	3,330*
<b>Outside Urban Centres</b>			
Population	4,575	4,835	4,785
Households	1,480	1,595	1,595
*Adjusted forecasts based on Phase 2 Arthur Wastewater Treatment Facility Expansion.			

### 3.2 Intensification and Greenfield Density Targets

As required by the *Growth Plan*, the *County Plan* establishes intensification and greenfield density targets for the Township. These targets are intended to focus growth and development within the existing built-up area of urban centres, and to ensure outward growth in greenfields is compact, so that:

- Infrastructure can be provided and used more efficiently;
- Transportation choices including walking, cycling and transit systems are supported;
- Urban expansion needs are deferred and minimized; and,

- Vibrant, mixed use, complete communities with a range of housing types and diversity of jobs are created.

### **Intensification**

All municipalities in the GGH are required to develop an intensification strategy to achieve the applicable intensification targets, which have increased in the new *Growth Plan*. Figure 2 on page 12 summarizes the goals and illustrates the various forms of intensification.

The *Growth Plan* intensification target is a measurement of the proportion of all new residential units that are to be located within the delineated built-up area of larger settlement areas. Arthur and Mount Forest have delineated built-boundaries, which were determined by the Province as part of the *2006 Growth Plan* and have not changed since that time.

The rural settlement areas in the Township have undelineated built-boundaries, and therefore the development of the remaining lands within these smaller settlement areas is not counted towards the achievement of the intensification target.

When the *County Official Plan* was amended to conform to the *2006 Growth Plan*, an intensification target of 20% was established, and will continue to apply until the completion of the next County MCR (by mid-year 2022). This target was authorized by the Province as an alternative to the 40% intensification target identified for the GGH in the *2006 Growth Plan*.

Effectively, this means that planning and servicing policies and related decision-making should be based on at least 20 out of every 100 new dwelling units in the Township being located within the built-up areas of Arthur and Mount Forest. At this intensification rate, by 2041 a total of 391 new residential units would be required to be accommodated on lands within these built-up areas.

The *2017 Growth Plan* identifies a new intensification target of 50% for the period from the completion of the next County MCR (mid-year 2022) to the year 2031, and 60% from the year 2031 to 2041. As permitted under the *Growth Plan*, alternative targets may be approved by the Province, subject to meeting specified criteria. Figure 3 on page 13 illustrates the expected phasing in of increased intensification targets over time as directed by the *Growth Plan*.

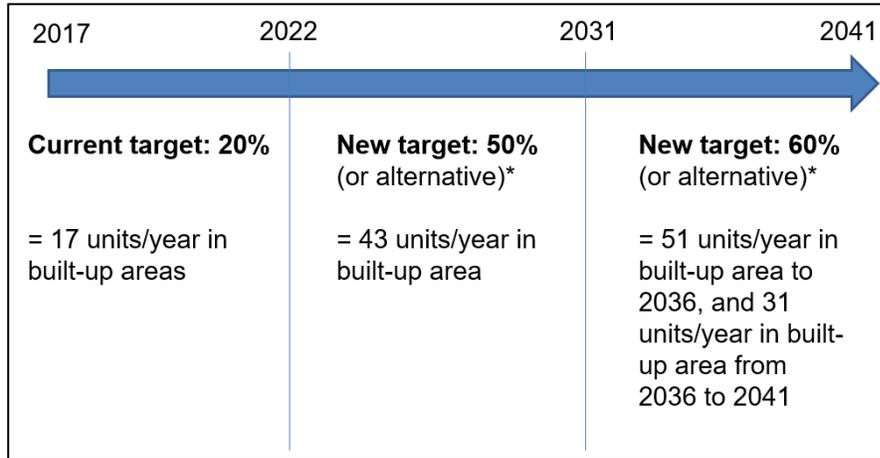
As summarized in the *Background Report*, alternative scenarios have been tested to evaluate the impacts of applying the current intensification target of 20% across the entire planning period to the year 2041 (Scenario 1), increasing the intensification target to an alternative target as part of the next County MCR (Scenario 2), and fully adopting the *Growth Plan* intensification targets of 50% from mid-year 2022 to 2031, and 60% from 2031 to 2041

(Scenario 3). Based on input from the community and an analysis of the available land inventory data and intensification potential in Arthur and Mount Forest, it was concluded that the existing intensification target is achievable and that an increased target could be achieved over time, but the full *Growth Plan* targets are not reasonably achievable. A balanced option (Scenario 2) has also been assessed that would increase the overall intensification with more gradual increments targeting 30% and 40% by 2022 and 2031, respectively. This aligns with the intent of the *Growth Plan* by increasing intensification over time while also respecting the character and scale of the existing communities, a goal expressed by the participants in the consultation program. Figure 4 on page 13 illustrates the comparative impact of the alternative intensification scenarios.

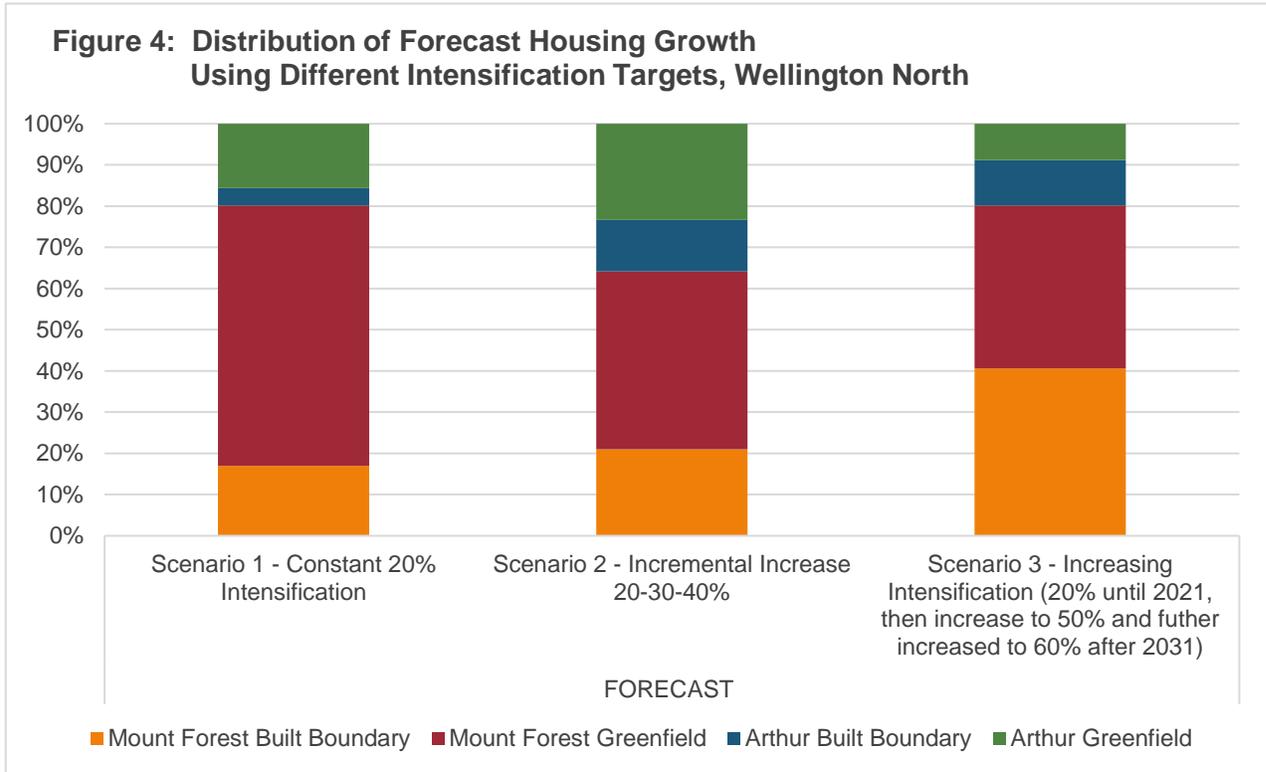
**Figure 2: Goals and Forms of Intensification**

<b>Intensification Goals</b>	
<ul style="list-style-type: none"> <li>• Encourage intensification generally to achieve the desired urban structure;</li> <li>• Identify the appropriate type and scale of development and transition of built form to adjacent areas;</li> <li>• Identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;</li> <li>• Ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;</li> <li>• Prioritize planning and investment in infrastructure and public service facilities that will support intensification; and,</li> <li>• Be implemented through official plan policies and designations, updated zoning and other supporting documents (<i>Growth Plan</i>, s.2.2.2).</li> </ul>	
<b>Forms of Intensification</b>	
1. Infilling and development of existing vacant lands in the built-up area	<p style="text-align: center;">OR</p>
2. Building expansion or conversion	
3. Redevelopment	<p style="text-align: center;">OR</p>

**Figure 3: Phasing in of Intensification Targets**



**Figure 4: Distribution of Forecast Housing Growth Using Different Intensification Targets, Wellington North**



Scenario 1 maintains the existing intensification target and provides for the same level of intensification as is currently planned for in Arthur and Mount Forest, and would not contribute to achieving an increased target across the County pursuant to the *Growth Plan*. Although this scenario is achievable, it does not contribute to nor encourage development to further intensify over time and would not increase the expected overall level of intensification to the year 2041. Conversely, Scenario 3 would require a level of intensification that is not achievable based on the amount and distribution of developable lands and intensification potential in the built boundary, even with a significant increase in the level of intensification within Arthur and Mount Forest.

The *Growth Plan* directs that alternative targets can be requested through a MCR where it can be demonstrated that the targets cannot be achieved and that the alternative target will:

- a) Maintain or improve the minimum intensification target in the Official Plan that is approved and in effect;
- b) Be appropriate given the size of the delineated built-up area;
- c) Account for existing infrastructure, public services facilities, and capital planning;
- d) Account for existing planning approvals and other related planning studies;
- e) Consider the actual rate of intensification being achieved annually across the upper- or single tier municipality;
- f) Support diversification of the total range and mix of housing options in delineated built-up areas to the horizon of this Plan, while considering anticipated demand;
- g) Account for lands where development is prohibited or severely restricted; and,
- h) Support the achievement of complete communities. (Section 2.2.2.5)

Scenario 2 provides a balanced option with a target of 30% intensification after 2021 and 40% after 2031. These targets remain lower than the *Growth Plan* targets but would satisfy the requirement to increase the current target.

Table 4 compares the residential land inventory available and the forecasted growth distribution in each area under all three Scenarios. When compared to the Land Inventory information collected through the *Background Report*, the number of units required in the built boundary for Scenario 2 at 30% and 40% is better aligned with the available and potential supply of intensification units. There is less discrepancy between the available and the forecasted housing growth, so the targets are more achievable; however, additional intensification would still be required through a greater mix of unit types and/or further intensification or redevelopment of potential intensification sites.

In Scenario 2, it has been assumed that Phase 2 of the Arthur Wastewater Treatment Plant will be approved and implemented to increase the share of total residential growth in Arthur, which would also increase the intensification potential in Arthur.

**Table 4: Intensification Scenarios**

	Area	Residential Units			
		Avail. Supply	Scenario 1*	Scenario 2*	Scenario 3*
Mount Forest	Mount Forest Built Boundary	217	313	387	747
	Mount Forest Greenfield	1,036	1,162	793	728
Arthur	Arthur Built Boundary	203	78	231	203
	Arthur Greenfield	235	287	429	162
Rural Areas	Rural Areas and Hamlets	93	115	115	115
TOTAL	Built Boundary	420	391	618	950
	Greenfield	1,271	1,449	1,222	890
	Rural/Hamlet	115**	115	115	115

\*Scenario 1 – Maintain existing intensification target (20%) to the year 2041

\*Scenario 2 – Increasing intensification at alternative increments (20% until 2021, then increase to 30% and further increased to 40% after 2031)

\*Scenario 3 - Increasing Intensification (20% until 2021, then increase to 50% and further increased to 60% after 2031)

\*\*The actual supply of available units identified in land inventory is 93; however, it was assumed that additional severances and second units would be introduced over time to increase this number to 115, which matches the forecast.

Factors for determining appropriate or primary areas of intensification and growth include:

- Areas that have or are planned to be provided with adequate servicing;
- Access to major transportation routes;
- Access to public facilities (including recreation facilities, parks, libraries, schools etc.); and,
- Access to local and affordable food.

All of these elements, together with increased growth of a variety of housing and employment types will contribute to the creation and expansion of complete communities.

### **Greenfield Density Target**

Designated Greenfield Areas (DGAs) are those lands within settlement areas that are designated for urban land uses and that are outside of the delineated built-up area. In Wellington North, development that is located within the urban limits of Arthur and Mount Forest, outside of their respective built-boundaries, is classified as greenfield development.

Based on the new policy direction introduced by the *2017 Growth Plan*, the DGA in the Township also includes the four hamlets, since these settlement areas do not have delineated built-boundaries but rather have undelineated built-boundaries. In the previous, *2006 Growth Plan*, settlement areas with undelineated built-boundaries were considered as part of the built-up area, and therefore development within the hamlet areas contributed

towards meeting the intensification target. This change has implications for the Township's achievement of the intensification and greenfield density targets.

All municipalities in the GGH are required to set and monitor the achievement of a greenfield density target. Greenfield density is measured as the total number of residents and jobs within the greenfield area, divided by the total greenfield land area, and is expressed as residents and jobs per hectare. Certain lands that are undevelopable, such as natural heritage and hazards lands, are excluded from the land area.

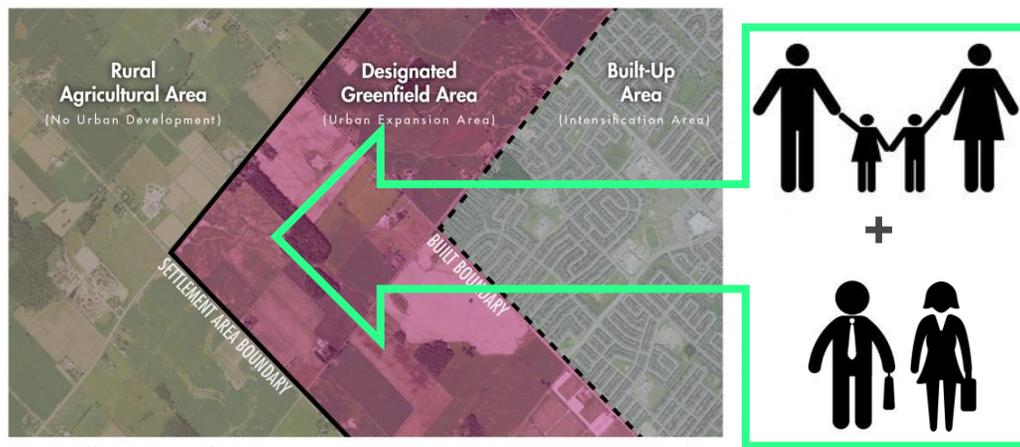
The current density target for Wellington North's DGA is 40 residents and jobs per hectare, as identified in the County Official Plan. This target, and how it is measured, will continue to apply until after the completion of the next County MCR (by mid-year 2022), through which justification must be provided to maintain the current target, or to increase this target. Similar to the intensification target, the *Growth Plan* has increased the greenfield density target, from 50 to 80 people and jobs per hectare for the GGH and permits an alternative target in Outer Ring municipalities subject to meeting specified criteria.

The *Growth Plan* directs that DGAs will be planned, designated, zoned and designed in a manner that:

- Contributes to creating complete communities;
- Supports active transportation; and,
- Encourages the integration and sustained vitality of transit services (*Growth Plan*, s.2.2.7.1 (a-c)).

Figure 5 illustrates the concept of the urban structure comprised of built-up area and DGA, and how the greenfield density target is measured.

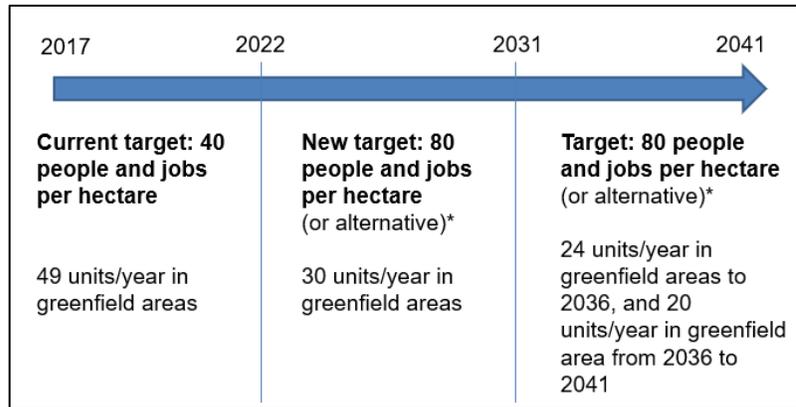
**Figure 5: Greenfield Density Targets**



**Greenfield Density Target:**  
Number of people and jobs to be accommodated per hectare of land in the Greenfield Area

Figure 6 illustrates the expected phasing in of increased DGA density targets over time as directed by the *Growth Plan*.

**Figure 6: Phasing in of Designated Greenfield Area Density Targets**



As summarized in the *Background Report*, the land inventory in Arthur and Mount Forest has been quantified and assessed, and existing densities in both communities have been calculated and reviewed, to evaluate the suitability of the current DGA density target and whether this target should be increased over time.

The amount of land that would be required in the DGA under each of three alternative scenarios was also determined, aligned with the intensification scenarios, to evaluate the impacts of maintaining the current greenfield density target of 40 residents and jobs per hectare (Scenario 1), increasing the alternative target to 50 people and jobs per hectare as part of the next County MCR (by mid-year 2022) and maintaining that target to the year 2041 (Scenario 2), and using the *Growth Plan* greenfield density target of 80 people and jobs per hectare from the year 2022 to the year 2041 (Scenario 3). Table 5 summarizes the results of this analysis for Arthur and Mount Forest.

**Table 5: Greenfield Housing Units and Residential Land Needs Using Different Greenfield Density Targets, Wellington North**

	<b>Scenario 1</b> (40 people and jobs / ha)	<b>Scenario 2</b> (50 people and jobs / ha after next MCR)	<b>Scenario 3</b> (80 people and jobs / ha after next MCR)
<b>Arthur</b>			
Greenfield units	287	429	162
Greenfield land need (ha)	18	22	5
<b>Mount Forest</b>			
Greenfield units	1,162	793	728
Greenfield land need (ha)	73	43	30

NOTE: The above analysis did not factor in the offsetting impact of existing low density development in parts of the existing DGAs of Arthur and Mount Forest, nor the impact of including the four hamlet areas as part of the DGA.

Through the consultation program, there was general community support for a balance of intensification and greenfield development, and for more compact development based on providing a greater range of housing types and densities, including more multi-unit housing including ground-related dwellings (townhouses, semi-detached) and apartments.

To re-evaluate the current greenfield density target of 40 people and jobs per hectare for Wellington North, the following factors were reviewed and considered:

- The amount, location and surrounding land use context of land available for residential and non-residential development in the DGAs of Arthur and Mount Forest, net of permitted take-outs identified in the *Growth Plan* (land designated as Industrial, Greenlands and Future Development were excluded);
- The impact of including existing, low density development and committed development approvals in the DGAs of Arthur and Mount Forest when measuring the greenfield density across the DGA;
- Existing and future housing mix and potential to incorporate more higher density, multi-unit dwelling types;
- The impact of including the hamlet areas as part of the DGA when measuring the greenfield density across the DGA; and,
- Available servicing capacity and staging/phasing of development considerations – if targets are increased, they should be phased in over time based on the current land inventory and committed development, and to allow time for market demands to shift to higher density housing types.

The results of the above analysis are briefly summarized as follows, providing supporting rationale for maintaining an alternative greenfield density target for forecast growth to the year 2041 for Wellington North:

- Approximately 25% of the existing DGA in Arthur and Mount Forest contains existing land uses, predominantly low density residential, yielding an existing density of 25 people and jobs per hectare in the developed portion of the DGA;
- Registered and committed (draft approved) development in the DGA in Arthur and Mount Forest will occupy approximately 8% of the DGA in Arthur and Mount Forest and will yield a density of 40 people and jobs per hectare in the committed, vacant portion of the DGA;
- Only 3 vacant, uncommitted sites designated for residential development in the DGA are 5 hectares or greater in land area (5.1 ha, 12.9 ha and 27 ha), with several smaller properties comprising the balance of the DGA land inventory;

- Most vacant residential lands in the DGA are within or adjoining existing low density residential neighbourhoods, and are located at the periphery of the settlement areas;
- The land within the 4 hamlets is 40% of the total net DGA, has an estimated existing density of 5 people and jobs per hectare, has limited opportunity for new development, and requires larger lot sizes for private individual servicing systems;
- If the hamlet areas are included in the greenfield area for purposes of calculating the density target, the existing, developed portion of the DGA of all settlement areas in the Township has a combined existing density of 11 people and jobs per hectare;
- Assuming that new development to the year 2022 will meet the existing density target of 40 people and jobs per hectare, and excluding the 4 hamlets from the calculation of the greenfield density target, achieving a density target of 65 people and jobs per hectare by the year 2041 measured across the DGA of Arthur and Mount Forest would require new development to meet average densities exceeding 250 people and jobs per hectare for the period 2022 to 2031, and 500 people and jobs per hectare for the period 2031 to 2041;
- If future greenfield development is predominantly ground-related medium density housing (e.g. townhomes) with an increasing proportion of low-rise apartments (2-4 storeys) and fewer single detached dwellings, averaging 50 people and jobs per hectare for new development during the period 2022 to 2031 and 60 people and jobs per hectare for new development during the period 2032 to 2041, the current density target of 40 people and jobs per hectare measured across the DGA of Arthur and Mount Forest can be achieved by the year 2041, as shown in Table 6.

**Table 6: Analysis of Recommended Greenfield Density Targets, Wellington North**

Period	Forecast		Density Target for New Development (people and jobs / ha)	Land Area Required (ha)	Total DGA Density (people and jobs / ha)
	New Greenfield Units	Population and Jobs Estimate			
2016-2021	200	521	40	13.0	<b>28</b>
2022-2031	637	1,749	50	34.9	<b>36</b>
2032-2041	385	1,054	60	17.6	<b>40</b>
<b>Totals</b>	<b>1,222</b>	<b>3,324</b>	-	<b>65.6</b>	-

Assumptions:

Average Household Size: 2.7 persons per unit (Arthur) and 2.4 persons per unit (Mount Forest)

Work-at-Home Ratio: 0.0858

Employment Density on Commercial Lands: 40 jobs / hectare

Net DGA Land Area:

Land Use Designation	Land Area in Arthur (ha)	Land Area in Mount Forest (ha)
Total DGA (all designations)	392.03	228.67
Greenlands	10.68	3.31
Core Greenlands	33.95	27.72
Future Development	113.26	106.20
Industrial	118.54	55.70
<b>Net DGA</b>	<b>115.6</b>	<b>35.74</b>

## Recommendation #4: Intensification and Greenfield Density Targets & Strategies

### Current and Future Targets

1. The recommended alternative intensification and greenfield density targets should be considered for Wellington North (see Table 7 on page 21). \*MCR
2. Density targets for employment areas should be identified as part of the County Employment Strategy required under the *Growth Plan*. For Wellington North, an employment density target of 30 jobs per hectare should be considered and analyzed further based on a reasonable increase to existing employment area densities, along with policies and permitted uses to encourage intensification of jobs within existing employment areas through business expansion, and to encourage higher density employment types in new employment areas. \*MCR

### Intensification Strategy and Greenfield Development Opportunities

3. The Intensification Strategy for Wellington North should include consideration of a range of tools and approaches (see Figure 7 on pages 21-22).
4. Consider Medium and High Density Residential designations in the Official Plan, with minimum and maximum density provisions to promote a broader range of housing and designate appropriate locations for this type of development (refer to the land inventory information in the *Background Report* for further information on potential locations).
5. Consider the re-designation of Future Development land in east Arthur (area "F" on the *Background Report* maps), for Residential and Commercial development to improve connectivity of existing and planned residential development to the north to County Road 109, through re-positioning of other vacant residential land in this area of Arthur if needed.
6. Consider the re-designation of land surrounding the high school in Mount Forest for residential development, including a mix of housing unit types, through re-positioning of greenfield land designated for residential and employment purposes. \*MCR

**Table 7: Recommended Alternative Intensification and Greenfield Density Targets, Wellington North**

Targets		2017-2021	2022-2031	2032-2041
<b>Intensification</b>	Current Target	20%		
	<i>Growth Plan</i> Targets	40%	50%	60%
	<b>Recommended Targets</b>	<b>20%</b>	<b>30%</b>	<b>40%</b>
<b>Greenfield Density</b> (people + jobs per hectare)	Current Target	40		
	<i>Growth Plan</i> Targets	50	80*	
	<b>Recommended Targets</b>	<b>40</b>	<b>40*</b>	
	<b>Urban Area DGA Total</b>			
	(New DGA Development)		(50*)	(60*)

\*Excluding employment areas, as per the *Growth Plan, 2017*.

Note: the recommended greenfield density targets assume that lands designated as Future Development and Hamlet are excluded from the calculation. This should be reviewed further in consultation with the Province to clarify if settlement areas with undelineated built-boundaries are to be excluded from the greenfield density calculation.

**Figure 7: Intensification Strategy**

<b>Official Plan</b>
<ul style="list-style-type: none"> <li>• Designate downtown Arthur and Mount Forest as priority locations for intensification and redevelopment with provisions to allow for free-standing residential as a permitted use in the CBD designation, subject to appropriate criteria to maintain a balance and mix of commercial, residential and other supporting land uses in the downtown areas;</li> <li>• Consider re-framing the Residential Transition Area designation as a Mixed-Use designation with less non-residential range and consider applying it to areas adjoining the CBD in Arthur in addition to Mount Forest;</li> <li>• Consider potential re-designation of the Mount Forest Fairgrounds to permit redevelopment for medium density residential uses, including a community park / open space to support the redevelopment and to provide access to parkland amenities for the surrounding area and the community more broadly;</li> <li>• Develop a phasing/staging of development plan and servicing allocation policies that reserve adequate servicing capacity for lands within the built-up areas to achieve the intensification target, and that may prioritize higher density, multi-unit housing developments and housing that meets specified needs (e.g. affordable, rental, etc.), and to direct the orderly progression and timing of development aligned with related infrastructure capacities and improvements.</li> </ul>

<p><b>Zoning By-law</b></p> <ul style="list-style-type: none"> <li>• Amend zoning provisions to expand opportunities for second units within existing dwellings, including single detached, semi-detached and townhouse dwellings, with appropriate standards for parking, and, where a second unit is not provided within the dwelling, provide for a second unit within a residential accessory building, in accordance with the Planning Act and the policies of the County Plan;</li> <li>• Consider increasing the maximum building height within the downtown area of Mount Forest to 15 metres in the Zoning By-law, to permit up to 5-storey mixed-use or residential buildings, updated parking provisions, and consider provisions for a discounted payment in lieu of a portion of required parking spaces where the available land is insufficient to provide the required off-street parking. The current maximum building height of 12 metres for downtown Arthur is appropriate, although specific properties could be considered for increased building heights, where appropriate.</li> </ul>
<p><b>Community Improvement Plan &amp; Design Guidelines</b></p> <ul style="list-style-type: none"> <li>• Continue to incentivize and invest in improvements and redevelopment within the downtown as intensification areas, through the CIP Programs;</li> <li>• Prepare and adopt design guidelines for intensification and medium and high density residential and mixed use developments, to identify appropriate design measures for the integration of these developments with the surrounding area.</li> </ul>
<p><b>Planned Development</b></p> <ul style="list-style-type: none"> <li>• Where possible, revisit committed development plans within the built-up area to incorporate a greater range of housing types at higher densities.</li> </ul>

### 3.3 Housing Strategy

A high priority emerging from the research and consultation is the need for an overall housing strategy, building on earlier research and analysis that has been completed at the County level, to address housing needs in Wellington North. Several key opportunities and challenges have been identified as it relates to current and future housing needs:

- Outward growth pressures from larger centres and communities that are closer to the GTA, and related impacts on demand levels and housing prices;
- Opportunity to address the lack of available housing supply in Arthur with planned servicing improvements, where it is anticipated that there is a pent-up demand that could trigger rapid growth when new housing becomes available;

- Demands for a greater range of housing options with variety in dwelling types, sizes, tenure, prices, and ages of households, to meet the needs of the current and future population at every stage in life and including employees of local businesses and industries as part of addressing a growing labour shortage;
- A shortage of available rental housing and housing that meets the needs of people in the full range of income levels and those with fixed incomes;
- Attractiveness of the area and opportunities for more seniors housing and assisted living / care facilities, with good access to health care and other supporting services and amenities available locally;
- Opportunity to update zoning provisions for second units / accessory dwellings to create more housing within the existing housing stock.

The *Guelph Wellington Housing and Homelessness Plan (2012)* provides key data at the regional level, and insight for the housing characteristics and needs within specific areas of the County, and provides a summary of housing needs and demands.

This study should be considered in the context of developing a housing strategy under the *2017 Growth Plan*. The *Growth Plan* directs upper-tier municipalities to develop a housing strategy in consultation with the lower-tier municipalities, to:

- Support the identification and achievement of the intensification and greenfield density targets; and,
- Establish affordable housing targets, implementation tools, and direction for updating Official Plan policies and zoning by-laws.

This would also provide an opportunity to consider the recent amendments to the *Planning Act* that establish new tools for municipalities to implement inclusionary zoning to increase access to affordable housing, and how that could be implemented in the County and the Township, when the related regulations are available under the *Act*.

## Recommendation #5: Housing Strategy

1. Participate with the County to develop a *Housing Strategy* as set out in the *Growth Plan*, which should recommend an affordable housing target for Wellington North and related strategies, tools and policies to meet identified housing needs. \*MCR
2. Housing strategies for Wellington North should:
  - Align with and support the Intensification Strategy and further support the achievement of the recommended intensification and greenfield density targets (see Recommendation #4); and
  - Incentivize, and reduce barriers to increasing the supply of rental housing through:
    - Flexible policies and zoning for residential and mixed use redevelopment in the downtown areas;
    - Zoning provisions for second units, and a broader range of housing types and densities;
    - Consideration of incentives and programs for purpose-built rental housing that will meet local needs, such as reduced fees and charges, prioritization of servicing allocation, relief from parking standards and/or discounts to payments required in lieu of parking and/or in-lieu of parkland dedications;
    - Designating lands, and/or consideration of opportunities on publicly-owned properties for housing that meets local needs;
    - Provide direction for the use of available tools under the Planning Act and other enabling legislation to support the supply of, and access to, appropriate affordable housing (e.g. inclusionary zoning); and,
    - Consider submitting an Expression of Interest to participate in the *Fair Housing Plan Development Charges Rebate Program*.

### 3.4 Employment Strategy

The *Growth Plan* defines Employment Areas as areas designated in an official plan for clusters of business and economic activities, including but not limited to manufacturing, warehousing, offices, and associated retail and ancillary facilities. It requires upper-tier municipalities to develop an employment strategy to determine appropriate minimum density targets that reflect the current and anticipated type and scale of employment that characterize the employment areas.

Several key opportunities and challenges have been identified related to current and future employment in the Township and that provide important context for the development of an Employment Strategy:

#### Provincial and County Directions

- The *Growth Plan* requires the County to designate and protect employment areas, and the conversion of lands from employment (including industrial, highway commercial and rural employment areas designated in the *County Plan*) to non-employment land may only be permitted through a MCR;
- The *County Plan* seeks to provide for an appropriate mix and range of economic development opportunities and employment uses.

#### Employment, Tourism and Economic Development Trends and Factors

- The largest employment sectors in the Township are manufacturing, construction, agriculture/forestry/fishing/hunting, retail, and health care and social assistance<sup>1</sup>, with industrial facilities and operations representing the largest share of employment;
- Shifting demographics and labour force development and retention are key factors:
  - With the aging work force, increasing immigration is expected to play a vital role in offsetting the decreasing labour force as the workforce ages;
  - Some local employers have identified that filling available jobs is a challenge;
  - Education and training opportunities and other services and facilities are important to support local labour force development and attraction / retention;
- Other factors and trends include commuting patterns (see Figures 8 and 9 on page 28), labour force demographics, technology changes, and market conditions at the local, regional, provincial, national and global scales;

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<sup>1</sup> Statistics Canada, 2011 National Household Survey.

- The main employment generator in the rural areas will be resource-based industries such as agriculture, aggregate operations, forestry and supporting businesses;
- There may be opportunity for more on-farm businesses in the rural and agricultural areas to support employment growth throughout the community;
- Home based business opportunities are also encouraged in the *County Plan* which directs these businesses towards a service-based market rather than a retail market;
- The area is relatively inexpensive compared to other areas closer to Toronto;
- Start-up/incubator type facilities may help to add variety in the types of jobs available in the area and could fill some of the empty retail space along the main streets;
- Tourism and business would benefit from the development of more overnight accommodations.

### **Employment Growth Forecast**

- The Township is expected to grow by 2,370 jobs within the forecast horizon from 7,070 jobs in 2016 to 9,440 jobs in 2041, including:
  - *Population-Related Employment (PRE)*: jobs in population-servicing businesses such as retail stores, banks and restaurants, institutional facilities and services such as schools and local government offices, and work-at-home employment;
  - *Employment Land Employment (ELE)*: employment that may be unrelated to the growth of the local population as determined by market, location or other factors, such as industrial or resource-based growth;
  - *Rural Area Employment (RAE)*: jobs in agriculture, on-farm and related businesses, resource-based and other rural-related employment;
  - *No Fixed Workplace Address (NFWA)*: jobs with no usual place of work, such as construction and transportation-related employment.
- Most of the forecast employment growth is expected to be located in the serviced urban centres of Arthur and Mount Forest, including PRE growth of 1,400 jobs and ELE growth of 365 jobs, to the year 2041;
- A limited amount of forecast employment growth is expected in the hamlet areas, including PRE growth of 68 jobs and ELE growth of 50 jobs, to 2041;
- In the rural area, future ELE growth on rural employment lands is forecast to be 46 jobs, and the forecast growth in RAE is 92 jobs to 2041;

- The balance of the employment growth forecast, approximately 413 jobs, is expected to be in the NFWA category;

### **Employment Densities**

- The current greenfield density target of 40 residents and jobs per hectare will continue to apply with respect to Employment Areas, until a new employment density target is established through the Employment Strategy required to be completed by the County as part of a MCR to implement the *Growth Plan*;
- Employment densities are expected to remain relatively low over the forecast period to 2041:
  - Existing employment density is estimated to be less than 20 jobs per hectare for the combined area of developed industrial, commercial and recreational land in the urban centres, including Arthur (10-15 jobs per hectare) and Mount Forest (15 to 20 jobs per hectare), based on available employment data for existing employers in each community and the calculated land area of occupied industrial, commercial and institutional lands in both settlement areas;
  - The density of employment can vary significantly from higher density employment such as offices to lower density employment where larger building and land areas are required such as warehousing operations;
  - Future employment growth in the Township is expected to be predominantly low density in the range of 20 to 30 jobs per hectare in employment areas, and 40 to 50 jobs per hectare in commercial, institutional and mixed-use areas;

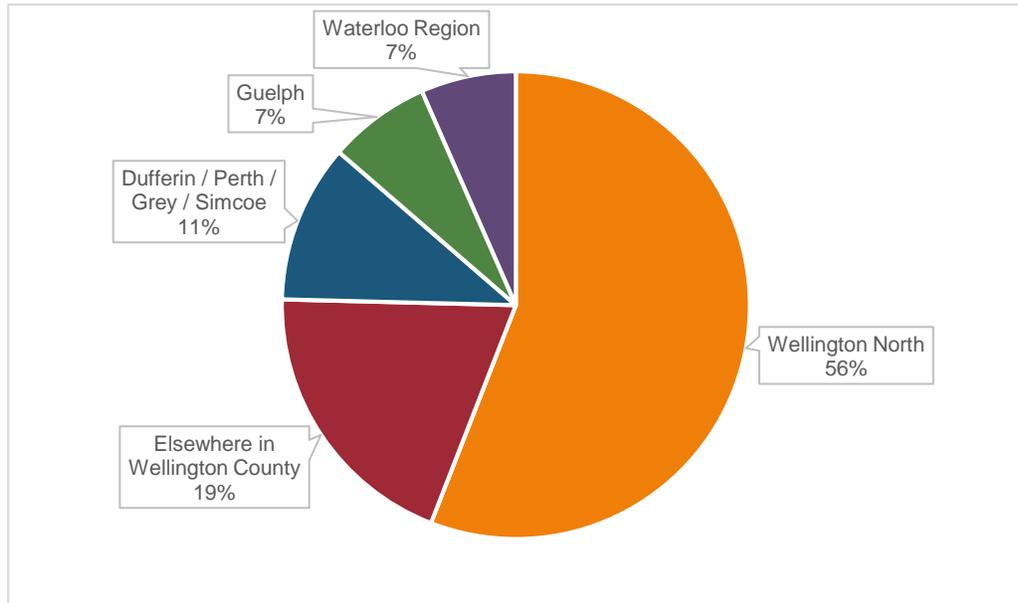
### **Land Supply and Locations for Future Employment Growth**

- An inventory and mapping of vacant non-residential lands is provided in the *Background Report*, and includes 148 hectares of land designated for industrial and commercial purposes in Arthur and Mount Forest;
- Existing industries and lands designated for additional industrial growth are located along the north and westerly limits of Arthur and in the north part of Mount Forest;
- To the south-east of Mount Forest along Highway 6, within and adjacent to Riverstown, there are two existing industries and some vacant land in the hamlet area that is suitably sized and located for future dry industrial development, some of which is also zoned for rural industrial land uses;
- In 2017, there were some vacancies in the commercial core areas of Arthur and Mount Forest, and there are opportunities for new, and intensification of existing,

population-related employment to further expand on the mix of retail, restaurants, offices, financial and other services within the downtown areas;

**Figure 8: Employment by Place of Residence, Wellington North, 2016**

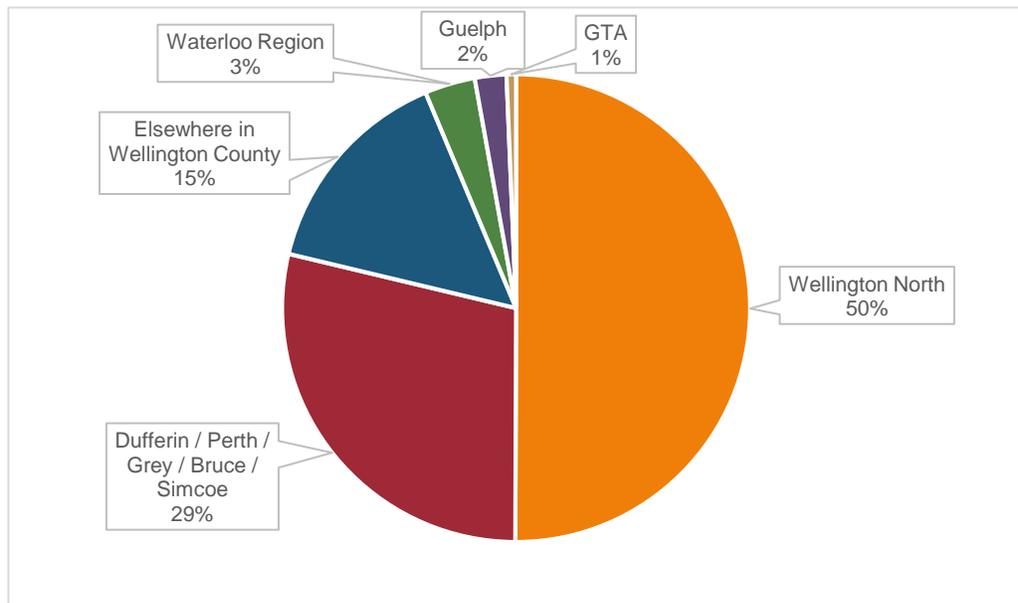
(This chart illustrates where residents of Wellington North commute to for work)



SOURCE: Statistics Canada 2016 Census

**Figure 9: Employment by Place of Work, Wellington North, 2016**

(This chart illustrates where people commute from to work at jobs in Wellington North)



SOURCE: Statistics Canada 2016 Census

- There are limited commercial land opportunities for new, larger format retail stores, service- and automobile-oriented businesses on urban land along arterial roads;
- There are no lands designated specifically for institutional land uses in the Township, and the *County Plan* permits these uses to be integrated into residential and commercial areas except for large institutions that have significant impacts may require a specific land use designation.

### **Employment Land Needs**

- Future employment land needs have been estimated based on the 2041 employment growth, as follows:
  - A grand total of 32 to 64 hectares of urban land to accommodate PRE and ELE employment growth in Arthur and Mount Forest, including industrial, commercial and institutional employment growth, comprised of:
    - A total of 9 to 18 hectares of urban land for ELE employment growth;
    - A total of 23 to 46 hectares of urban land for PRE employment growth (commercial and institutional portion, excluding work-at-home employment);
  - Assumptions:
    - Future employment density range of 20 jobs per hectare and the current greenfield density target of 40 (people and) jobs per hectare;
    - Some future employment will be accommodated in the hamlets and rural area (as summarized on page 26);
    - PRE forecast used for calculating land needs limited to commercial and institutional employment (excludes work-at-home employment);
    - Excludes NFWA employment.
- The current inventory of 33 hectares of vacant industrial land in Arthur and 109 hectares of vacant industrial land in Mount Forest, for a total of 142 hectares of vacant industrial land, far exceeds the land needs for the 2041 ELE growth forecast;
- The current inventory of 0.8 hectare of vacant commercial land in Arthur and 5.2 hectares of vacant commercial land in Mount Forest, for a total of 6 hectares, is insufficient to meet the PRE growth forecast to the year 2041, which requires an additional 17 to 40 hectares of land for commercial and institutional development;
- The shortfall of land designated for commercial and institutional development could be addressed through the re-designation of some of the surplus industrial land inventory and through mixed-use opportunities and intensification.

## Recommendation #6: Employment Strategy

1. Develop an *Employment Strategy* as set out in the *Growth Plan*, which should recommend an employment density target for Wellington North and related strategies, tools and policies to meet identified employment needs. An employment density of 30 jobs per hectare should be considered as an initial target, for further review and analysis. \*MCR
2. Employment strategies and policies for Wellington North should:
  - Continue to protect a sufficient land base within the employment areas in the Township to accommodate the 2041 employment growth forecast and in consideration of longer term opportunities;
  - Help to maintain and continue to diversify the employment and economic base of the Township and attract and retain a range of traditional and emerging business sectors, with a focus on the key sectors identified through the County Economic Development Strategy and the Business Retention and Expansion Project;
  - Establish land use permissions and zoning that provide for workforce training, entrepreneurship and business development opportunities, such as compatible home- and farm-based businesses, accommodations, and facilities, services and resources that support incubator functions (e.g. makerspaces), to promote labour force development and retention;
  - Encourage mixed use buildings in the downtown areas and identify other potential areas for integrated institutional, commercial and residential development and live-work opportunities;
  - Official Plan policies and zoning should be updated based on the Province's *Guidelines for Permitted Uses in Prime Agricultural Areas*, which provides direction for permitting agriculture-related and on-farm diversified land uses in these areas;
  - Contribute to defining needs and planning for infrastructure, transportation, services and technologies to support existing and new industries and employment land development;
  - Consider programs, incentives and guidelines to promote and incentivize the development of employment lands;

- Provide direction for the intensification and expansion of existing industries and businesses in the Township;
  - Ensure policies and zoning provide for appropriate separation between industrial and other facilities and sensitive land uses and avoid land use patterns that may result in land use conflicts or that could negatively impact the viability of existing and future employment areas, industries and farm operations;
  - Consider tourism and recreational opportunities in the Township and related economic development and employment growth opportunities.
3. Designate additional land for commercial (including neighbourhood and community commercial and mixed use) and institutional development, and develop policies that provide for the intensification of commercial, institutional and mixed use areas, to address the shortfall of urban land available for population-related employment to meet the 2041 employment growth forecast, including the consideration of re-designating some industrial land to provide land for commercial, institutional and other land uses (see Recommendation #4) and based on optimizing the location of employment land aligned with supporting infrastructure and transportation access.

### 3.4 Transportation Strategy

As summarized in the *Background Report*, key factors that will continue to enhance growth opportunities in Wellington North include the level of access available to Provincial and regional transportation networks and connections with other growing communities that provide a series of nodes of development in the area.

Transportation within the urban centres, throughout the Township and connected with surrounding areas is primarily by private automobile. There are no existing public transit services within the Township, and transit is limited to private and volunteer-based transportation services as well as student transportation for elementary and secondary schools. On- and off-road pedestrian and cycling pathways and routes provide active transportation opportunities, primarily within Arthur and Mount Forest. A segment of the growing Mennonite population in the Township relies upon horse-drawn vehicles.

Current planning policies emphasize alignment of land use and transportation, transit-oriented development and promoting alternatives, including active transportation. Through the consultation program for the *Community Growth Plan*, a community desire was expressed for more transportation options/alternatives, particularly within and between Mount Forest and Arthur, which could build on existing local business approaches and partnerships. With anticipated future growth, there is an opportunity to align land use and transportation planning to support the development of viable transportation options and reduce car dependency.

The following points summarize key information, opportunities and challenges that provide important context for the development of a Transportation Strategy for Wellington North:

### **Transportation and Regional Location Context as Future Growth Factors**

- The existing road network in the Township includes:
  - Provincial Highways 6 and 89 as the primary arterial roads, providing north-south and east-west transportation connections through the Township and with the surrounding areas:
    - These arterial roads typically carry the highest traffic volumes and also serve as the local main streets of Arthur (Highway 6) and Mount Forest (Highways 6 and 89);
    - A Connecting Link Agreement between the Township and the Ministry of Transportation Ontario (MTO) establishes local responsibilities and controls for access, maintenance and improvements for portions of the Provincial Highways through the built-up areas of Arthur and Mount Forest;
  - Wellington County Roads 6, 14, 15, 16 and 109 provide additional through-traffic arterial road functions and regional connections;
    - These roads are under the jurisdiction of the County including ownership, access control and maintenance;
  - Township Roads that provide arterial, collector and local road functions;
    - These roads have a total length of 331 kilometres<sup>2</sup> and represent 65% of the total value of all Township-owned assets and have the greatest annual funding deficit in relation to future repair and replacement needs;<sup>3</sup>
    - In Arthur and Mount Forest, the local streets provide access to residential, commercial, industrial and institutional properties and areas;

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<sup>2</sup> Township of Wellington North Winter Road Maintenance Information, October 3, 2016.

<sup>3</sup> Township of Wellington North Asset Management Plan, 2013.

- The Wellington County Economic Development Strategic Plan (“Strategic Plan”) from 2012 attributes growth in the County to be in part the result of growing and shifting populations in neighbouring communities with contributing population coming from Guelph, Kitchener-Waterloo and to a lesser extent from the Greater Toronto and Hamilton Area (Strategic Plan, s.2.1);
- Several communities near Wellington North experienced steady population growth over the 2011 to 2016 census period, including Shelburne, Fergus and Grand Valley;
- In 2016, nearly 90% of Wellington North residents who commuted for work travelled by car, truck or van, and 10% by active transport (walking, cycling);<sup>4</sup>

### **Transit Services**

- There are no existing public transit systems in Wellington North;
- Student transportation services provide bussing to local schools;
- Private bus lines provide service connections to and from Toronto through several communities including Arthur and further west to Harriston, and taxi services complete this connection from Harriston to Mount Forest;

### **Active Transportation**

- The *Wellington County Active Transportation Plan* (“County ATP”) identifies existing and planned on- and off-road cycling and trail routes;
- Existing trails in the urban centres include the Conestogo River Trail, the West Luther Trail and the Historic Walking Tour in Arthur, and the Saugeen Trail in Mount Forest;
- Proposed off-road trail routes identified in the County ATP are shown along the former rail corridors in Arthur and Mount Forest, and extending west of Highway 6 along the south side of the Saugeen River in Mount Forest, with additional smaller trail loops also proposed;
- On-road routes are shown along several County and local roads to create a connected and integrated trail system and to link with planned trails outside of the communities to destinations beyond;
- Existing trails and cycling routes in the Township are primarily recreational in nature and appears to serve limited active transportation functions;

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<sup>4</sup> Statistics Canada, 2016 Census.

- Sidewalks, where provided, are generally on one side of local streets in both urban centres;
- Safe access to schools could be improved by adding more sidewalks.

## Recommendation #7: **Transportation Strategy**

1. Develop a County-level and locally-integrated, comprehensive *Transportation Master Plan* to:
  - Review the future feasibility of local and regional transit services and potential partnership models and working with health service providers;
  - Identify growth-related transportation improvements and funding sources including opportunities for active transportation (e.g. bicycle lanes, multi-use trails and pedestrian pathways);
  - Establish a “complete streets” policy and guidelines, and identify potential locations to improve existing and develop new public streets that provide safe and comfortable access for pedestrians, cyclists, transit users and the mobility-impaired, for all ages, abilities and modes of travel, appropriate to the specific location;
  - Review potential future truck traffic by-pass options for Arthur and Mount Forest (e.g. Wells Street in Arthur, Sideroad 3 in Mount Forest);
  - Develop a parking plan for the Arthur and Mount Forest downtown areas to support future intensification of these areas;
  - Consider the current and future role and opportunity for ride-sharing programs and other transportation services (e.g. rural uber).
2. Continue to plan for and implement on-road and trails-related pedestrian and cycling infrastructure to support well-connected, safe, convenient active transportation choices, including implementation of the *County ATP*, and to maximize safe access to schools.
3. Continue to work with local, inter-municipal and regional providers of public or privately-operated transit services to support seniors’ mobility and other high needs groups.

4. For new commercial development and other facilities and services that are accessible to the public, address the access and parking needs of horse-drawn vehicles, where required.

### 3.5 Infrastructure Strategy

Accommodating the future growth forecasts for Wellington North and achieving related targets will require continued planning for and investment in related infrastructure, including municipal water and municipal wastewater services in Arthur and Mount Forest, storm sewers and stormwater management facilities, and utilities including hydro, gas and telecommunications services.

Provincial plans and policies and the *County Plan* direct that the majority of growth and development be located where it can be serviced by existing or planned municipal water and wastewater systems. Through planning for intensification and greenfield development in serviced urban areas, development that optimizes the efficient use of this infrastructure should be prioritized and balanced with the construction of new infrastructure. Future infrastructure planning is required to be undertaken on a watershed- and asset management basis, through servicing master plans and environmental assessments, and low-impact development standards should be used, with the goal of securing long-term sustainability and creating resiliency to climate change and other impacts.

The Township provides full municipal water and wastewater services in Arthur and Mount Forest, and portions of these communities are also serviced by storm sewers and stormwater management facilities. The preferred or required method of servicing should continue to be municipal water and wastewater services in these communities, while privately serviced development in the hamlets and rural areas will be more limited.

Infrastructure planning through updates to existing servicing master plans and through new studies, initiatives and projects will be a significant component of the Township's growth planning. The following points summarize key information from the *Background Report* that provides context for aligning infrastructure, growth management and land use planning through the development of an overall Infrastructure Strategy:

#### **Municipal Water and Wastewater Services**

- The *County Plan* directs that the Township has the responsibility for ensuring there is adequate municipal water and sewage service capacity to provide for residential and economic development in Wellington North;

- The *County Plan* does not permit development on individual on-site servicing in urban centres which have municipal services, except to provide continued use of developed lots on individual sites, to allow small scale use on an existing lot where servicing is not reasonably anticipated, and to recognize previous development approvals where on-site services are appropriate. In hamlet and rural areas, the norm is expected to remain as individual on-site services.
- Mapping provided in the *Background Report* illustrates the locations of existing watermains, sanitary sewers, wastewater treatment facilities, and storm sewers, as well as existing environmental features and hazard lands in Arthur and Mount Forest;
- The *Arthur Master Servicing Plan (2012)* provides information and direction regarding the water and wastewater servicing systems in Arthur:
  - The existing water system in Arthur is considered sufficient to meet water supply needs for residential and non-residential growth to the year 2031, and additional capacity may be needed for longer-term growth;
  - Monitor water usage and secure additional water supply capacity as a contingency if any of the existing supply wells were compromised and for future growth needs;
  - The existing water towers have adequate capacity to address fire flow requirements for the immediate future, and additional storage capacity should be constructed prior to 2031 and consider the potential retirement of existing towers as well as an extended operating range into the northerly future development lands, as well as location alternatives;
  - Sufficient fire flow is provided throughout the watermain distribution network;
  - Replace older cast iron watermains, loop dead-end mains and extend trunk mains;
  - The existing Water Pollution Control Plan (WPCP) in Arthur requires upgrades to provide the required capacity for additional growth;
  - An upgrade and expansion to the Frederick Street SPS is also required;
  - The existing sanitary sewer collection system generally has sufficient available capacity for accommodating the 2031;
  - Upgrades and extensions are required for some existing sewers that may approach sewer capacity with future development;
  - Undertake flow monitoring and inspections to confirm design flows and identify inflow and infiltration (I/I) into the system;

- SPS capacities are identified as adequate to address future requirements; however, it was noted that 3 bypasses of the Frederick Street SPS occurred between 2006 and 2009, prior to some improvements made in 2010, and that this situation should continue to be monitored and any further bypasses documented;
- The *Mount Forest Master Servicing Plan Update (2011)* provides information and direction regarding the water and wastewater servicing systems in Mount Forest:
  - The existing water system is supplied by four municipal wells and distributed via a watermain distribution network pressurized by an elevated storage facility and booster pumping station;
  - Some areas of the community are not serviced by the municipal water system, and some areas are not serviced by municipal sanitary sewers;
  - The firm capacity of the existing wells was determined to be sufficient for future growth needs for approximately 23 years (to the year 2034), and beyond if the actual capacities of the wells is increased to the rated capacities;
  - An additional well supply is identified as a longer-term requirement;
  - A need for additional water storage and conveyance capacity was identified for fire protection requirements and future growth capacity needs, including construction of a second storage structure as an elevated tank and related watermains to service the north area, as well as investigations of replacing existing undersized watermains (and cast iron watermains over the long-term), looping the system and eliminating dead ends in the distribution network;
  - Sanitary servicing in Mount Forest is provided by a piped collection network of gravity sewers and forcemains with four sewage pumping stations and a treatment plant which discharges to the South Saugeen River;
  - The system services existing residential and Industrial, Commercial and Institutional (ICI) lands in Mount Forest;
  - There is adequate capacity in the existing gravity trunk sewers to accommodate 50 years of growth-related sanitary flows;
  - A new SPS will be required to service lands in the north possibly including the adjoining lands in West Grey, and a new SPS will also be required to service lands south of the South Saugeen River;
  - It may be necessary to increase the size of sewers from Industrial Drive to the Durham Street SPS;

- Two alternate sewer routes are identified for servicing future development along the London Road corridor;

### **Stormwater Management**

- Parts of Arthur and Mount Forest are serviced by existing municipal storm sewers and stormwater management facilities;
- Grading, drainage and stormwater management requirements are generally determined through the development review and engineering design process;
- An overall Stormwater Management Master Plan and/or community-based master plans should be considered;

### **Utilities**

- Hydro services in Arthur and Mount Forest are provided by Wellington North Power, and Hydro One is the service provider for the rural areas;
- Energy-related recommendations are provided in the Township's *Energy Conservation and Demand Management Plan (2014)*. The availability and capacity of energy generation and electricity supply and distribution, conservation and efficiency will continue to be important factors in relation to servicing future growth and working towards setting and contributing to meeting targets for reducing greenhouse gas emissions as required by the Province;
- Natural gas services are available in both Arthur and Mount Forest and are supplied by Union Gas;
- There are several telecommunications providers that offer telephone and internet services within the Township including high-speed connections;
- Technological infrastructure could be updated to attract more people and provide better services to current residents (e.g. fiberoptics in Arthur);
- Planning for the provision and enhancement of the full range of utility and service needs of current and future residents and the business community and coordination with service providers will continue to be an important part of the planning and land development process.

### **Servicing Costs**

- The Township's *2013 Development Charges (DC) Study* identifies the following capital costs for the recommended infrastructure investments from the servicing master plans

(note: the cost figures reflect estimates prepared at the date of the studies and should be indexed / updated accordingly at the time of budgeting / capital planning):

- A new water tower for Arthur in 2025 at a total estimated gross capital cost of \$1,731,000;
- Watermains/improvements in Arthur along Wells Street (Domville Street to Eliza Street) in 2020 at an estimated capital cost of \$676,000 and along McCauley Street (Wells Street to Eliza Street) in 2025 at an estimated cost of \$510,000;
- Re-rating of the Arthur WPCP, including lagoon expansion, at an estimated capital cost of \$9,676,000;
  - An Environmental Assessment (EA) has since been completed for a phased re-rating of the plant, with estimated capital costs of \$4.8 million for Phase 1 and a range of \$8.1 million to \$13.2 million for Phase 2<sup>5</sup>;
- For the Mount Forest, the *DC Study* identifies the estimated capital costs for sanitary pumping station and forcemain improvements or expansions including:
  - The Murphy Lands/Bristol Street/Bentley Street SPS in 2016 for \$555,700, the Coral Lea Drive SPS and forcemain in 2018 for \$1,441,000
  - The trunk sanitary sewerage forcemain / SPS (Queen Street West) for \$462,000 in 2023;
  - Cost estimates for new sanitary sewers along London Road and Birmingham Street and/or Sligo Road (two alternatives) are provided in the 2011 Servicing Master Plan Update and included in the DC Study capital forecast as \$467,000 for Sligo Road (Church Street to London Road), \$692,000 for London Road (Sligo Road to Wellington Street), and \$375,000 for Birmingham Street (London Road westerly);
- The *DC Study* identifies a total gross capital cost of \$2,387,500 for Mount Forest water distribution improvements and extensions from 2017 to 2012 and \$1,950,000 for a new elevated water storage tank;
  - Cost estimates for these works are also identified in the 2011 report and include \$555,000 to correct existing water distribution system problems, and \$2,955,000 for water storage and related watermain upgrades and extensions;

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<sup>5</sup> XCG Consultants Inc., Arthur Wastewater Treatment Plan Class Environmental Assessment Environmental Study Report, 2016.

## Recommendation #8: Infrastructure Strategy

1. Update the *Master Servicing Plans* for Arthur (2012) and Mount Forest (2011), the Township's Asset Management Plan (2013) and Development Charges Background Study (2013), to:
  - Align with the growth forecasts, targets and directions of the *Community Growth Plan*;
  - In conjunction with the timing of the *County MCR*, address Provincial *Growth Plan* policy direction for watershed- and asset-management based infrastructure planning, long-term sustainability and building resiliency to climate change impacts; \*MCR
  - Provide direction to optimize the efficient use of existing infrastructure, including strategies for Inflow and Infiltration (I & I) reductions and water conservation measures;
  - Integrate *Low Impact Development (LID)* and green infrastructure with planning policies, servicing plans, and development standards;
  - Define growth-related infrastructure costs and funding sources / cost recovery from future development.
2. Adopt a phasing / staging of development plan and servicing allocation policies to direct the orderly development of land in Arthur and Mount Forest aligned with infrastructure capacities and planned investments. A preliminary draft staging plan is appended to this report.
3. Continue to plan for the implementation of the Phase 1 and 2 Wastewater Treatment Plant Improvements in Arthur and cost recovery of the growth-related share of these investments through Development Charges.
4. Work with the conservation authorities to develop watershed / sub-watershed plans as a basis for Township-wide and community-based *Stormwater Management Master Plans* and infrastructure planning, pursuant to the *Growth Plan*, the *County Plan* and *Source Protection Plans*, and incorporate the cost of future facilities that are not local services as part of the capital forecasts and Development Charges.

5. Develop a local or County-level and locally-integrated *Community Energy Plan*, building on the Township's *Energy Conservation and Demand Management Plan (2014)* and addressing the *Growth Plan* direction to build resilience, reduce greenhouse gas emissions, and contribute towards the achievement of low-carbon communities.

### 3.6 Community Facilities and Services Strategy

Along with growth and development, community facilities and services in the Township will continue to be focused within Arthur and Mount Forest. As summarized in the *Background Report*, both communities currently offer a range of facilities and services, including:

- Child care and school facilities, including public and catholic elementary schools, and a secondary school in Mount Forest;
- Libraries;
- Seniors housing and assisted living facilities;
- Health care facilities including a hospital and a health clinic in Mount Forest and a medical centre in Arthur, and dental facilities and other health services in both communities;
- Emergency services including EMS provide by Guelph-Wellington Emergency Medical Service, police services provided by the OPP with a detachment in Mount Forest, and Wellington North Fire Services with a fire station in each community;
- A range of recreation facilities including the Arthur & Area Community Centre and Mount Forest & District Sports Complex, parks, trails, curling clubs and outdoor pools in both urban centres; and,
- Service clubs, youth and seniors organizations and places of worship.

Several key community strengths and assets were identified through the *Community Growth Plan* consultations, which highlighted the importance of community facilities and services and related attributes, including:

- Hospitals/Health Care services
- New Schools
- Small town family friendly community/ sense of community
- Fiber optic connectivity, availability of Hydro
- Strong Community/Volunteers
- Strong presence of parks and recreation facilities in Mount Forest and Arthur

- Many natural amenities and features that are unique to the area
- Quality of Life
- Mennonite community shops locally.

Identified areas for improvement and potential future opportunities related to community services include:

- New commercial/retail options, areas for new retail sectors
- Hotel accommodations to support larger events held at the community centre
- Schooling options, satellite locations for post-secondary education and/or connection of agricultural and related services and employment opportunities
- Using existing built heritage as a resource
- On farm business / other agricultural centric support
- Bus routes from Guelph Transit, transit between communities
- Increased co-op programs to showcase jobs available locally
- Attract spin off jobs through the industrial and agricultural sectors
- Educate local youth about local employment opportunities
- Promote and enhance year-round recreation opportunities
- Need for additional childcare services to meet the needs of young families moving into the community
- More doctors are needed as well as home care for seniors and mental health services throughout the Township.

Planning for the continued provision of these facilities and services and addressing the needs of future growth are integral to establishing the urban centres, and the Township as a whole, as complete communities. Continued population and employment growth in the Township will increase demands for a range of community facilities and services, and also provides opportunities for diversified, new or improved facilities and services contributing to complete community development. The aging demographic trend is also expected to influence future facility and service needs.

The key priorities identified in the Township's *Strategic Plan* include a completing a *Recreation Master Plan* and conducting a Township-wide *Community Service Review*. In 2017, the Township initiated the preparation of a *Recreation Master Plan*. This will be an important strategy to guide the Township's investments, initiatives and community engagement to meet current and future community recreation needs. The recommendations of the *Recreation Master Plan* should be considered through the Township's next *Development Charges Study* and By-law to recover the growth-related capital costs of capital projects and improvement that will contribute to meeting the needs of future growth, to the extent permitted by the Development Charges Act.

Future community facility and service needs should continue to be determined and further recommended through the Township’s other related initiatives and in consultation with community partners and service providers, such as the School Boards, Health Service Providers, Conservation Authorities, emergency services, housing providers, the County, surrounding municipalities, and other levels of government.

<b>Recommendation #9: Community Facilities &amp; Services Strategy</b>
<ol style="list-style-type: none"><li>1. Complete the development, and plan for the implementation of, the <i>Wellington North Recreation Master Plan</i> to define service levels for parks and recreation facilities, future community needs, and investment priorities. Capital costs for future parks and recreation projects that will contribute to meeting the needs of future growth should be identified in the <i>Development Charges Study</i> to recover growth-related costs to the extent permitted by the legislation.</li><li>2. Continue to work with the School Boards to:<ul style="list-style-type: none"><li>• Provide growth-related forecasts and information regarding land development plans and proposals to monitor and evaluate future school accommodation needs, including expansion opportunities within existing school sites;</li><li>• Integrate planning for parks, recreation facilities and schools, and coordinate community access to and use of school facilities;</li><li>• Maximize safe access to schools and transportation efficiency;</li></ul></li><li>3. Conduct a Township-wide <i>Community Service Review</i> and continue to plan for and work with service providers for health care, emergency services, housing, employment, childcare, youth, seniors, education, recreation, libraries and related organizations and volunteer groups to support the integrated planning for community facilities and services, including growth-related capacity needs and to support complete community development.</li></ol>

### 3.7 Environment & Heritage Conservation Strategy

The natural and cultural heritage of Wellington North are defining features of the area that are valued by residents and visitors. Long-term conservation of natural and cultural heritage resources will continue to be an important part of planning for community well-being and

character, environmental sustainability, small town feel, maintaining connections with nature and the past, as well as tourism opportunities

To conserve natural features and areas and their ecological functions, and to establish requirements to minimize and mitigate negative impacts of development, a Natural Heritage System (NHS) has been designated in the *County Plan* as Core Greenlands and Greenlands, with related policies to protect environmental features and areas such as wetlands, woodlands, valleylands, water resources and habitats.

The Township is at the headwaters and drainage divide of three watersheds: the Saugeen Valley Watershed in the north, the Grand River Watershed in the south-east, and the Maitland Valley Watershed in the west. The Luther Marsh, a large provincially significant wetland complex, is located in the easterly part of the Township and is conserved as a Wildlife Management Area by the Grand River Conservation Authority.

In the urban centres, the Conestogo River flows through the south part of Arthur and the South Saugeen River through the south part of Mount Forest. The health of these river systems is fundamental to servicing future growth and assimilating the wastewater generated from urban development, receiving stormwater runoff, and also provide important natural corridors and recreational amenities.

The *Growth Plan* directs to municipalities to integrate climate change considerations into planning and managing growth, towards the goal of developing more resilient communities and infrastructure that are adaptive to the impacts of a changing climate and moving towards low-carbon communities, with the long-term goal of net-zero communities, by incorporating approaches to reduce greenhouse gas emissions.

Cultural heritage resources should also be conserved with new development to maintain and enhance community identity and character, tourism opportunities, and to recognize historically significant buildings, structures, landscapes and events. Through the *Community Growth Plan* consultations, it was also noted that there may be an opportunity for rebranding of the community to attract a broader demographic to the area.

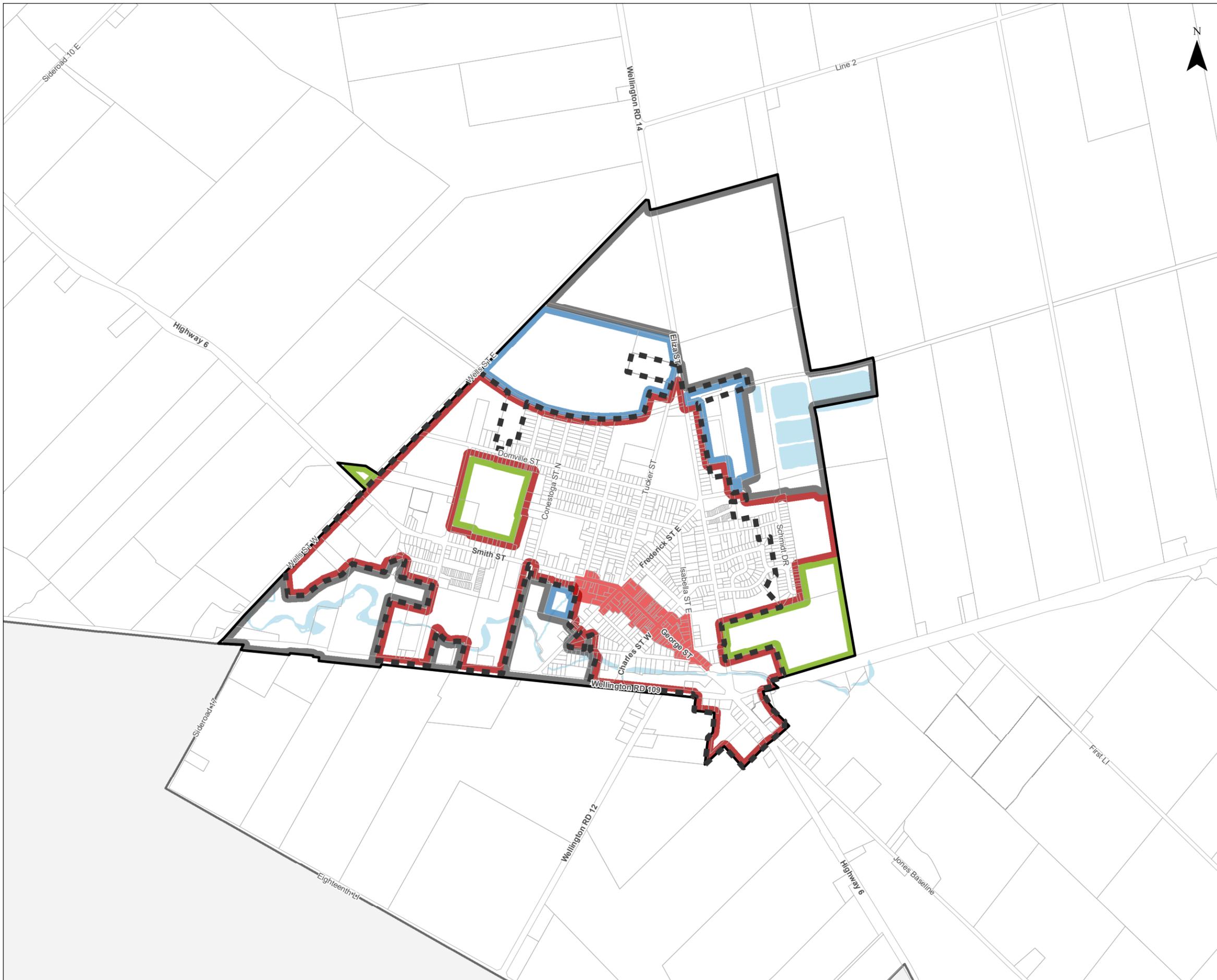
Recommendation #10:

## Environment & Heritage Conservation Strategy

1. Further develop and refine the proposed *Natural Heritage System for the Greater Golden Horseshoe* as it applies to the County and Wellington North, including linkages in the urban areas with a focus on sustaining and improving the health of the river systems, through the *County Natural Heritage Study*. \*MCR
2. Integrate climate change considerations and a watershed-based planning approach with infrastructure planning (see also Recommendation #8).
3. Develop urban forest policies and identify and adopt best practices and municipal by-laws and other tools and programs such as the *Wellington County Green Legacy Program* to preserve, and where possible expand, tree canopy cover in the urban areas and across the Township.
4. Amend the Township's *Zoning By-law* to implement the requirements of the applicable *Source Protection Plans* to protect municipal drinking water sources.
5. Continue to require land use compatibility and avoidance/mitigation or risks associated with natural and human-made hazards (e.g. flooding, noise, odour, etc.).
6. Design guidelines for intensification and new development areas should address protection of heritage resources and integration of context-sensitive development.
7. Continue to work with the *Wellington North Cultural Roundtable* to implement, review, update and monitor the success of the *Municipal Cultural Plan*.
8. Continue to identify and protect cultural heritage resources and landscapes with new development and through local, inter-municipal and regional initiatives.
9. Continue to develop and support tourism and related marketing including cultural heritage, recreation/sport, outdoor-adventure, cycling, eco-tourism, and other opportunities, and regional integration with Guelph-Wellington tourism and RTO4.

# Development Stages Arthur

## Wellington North Growth Management Study



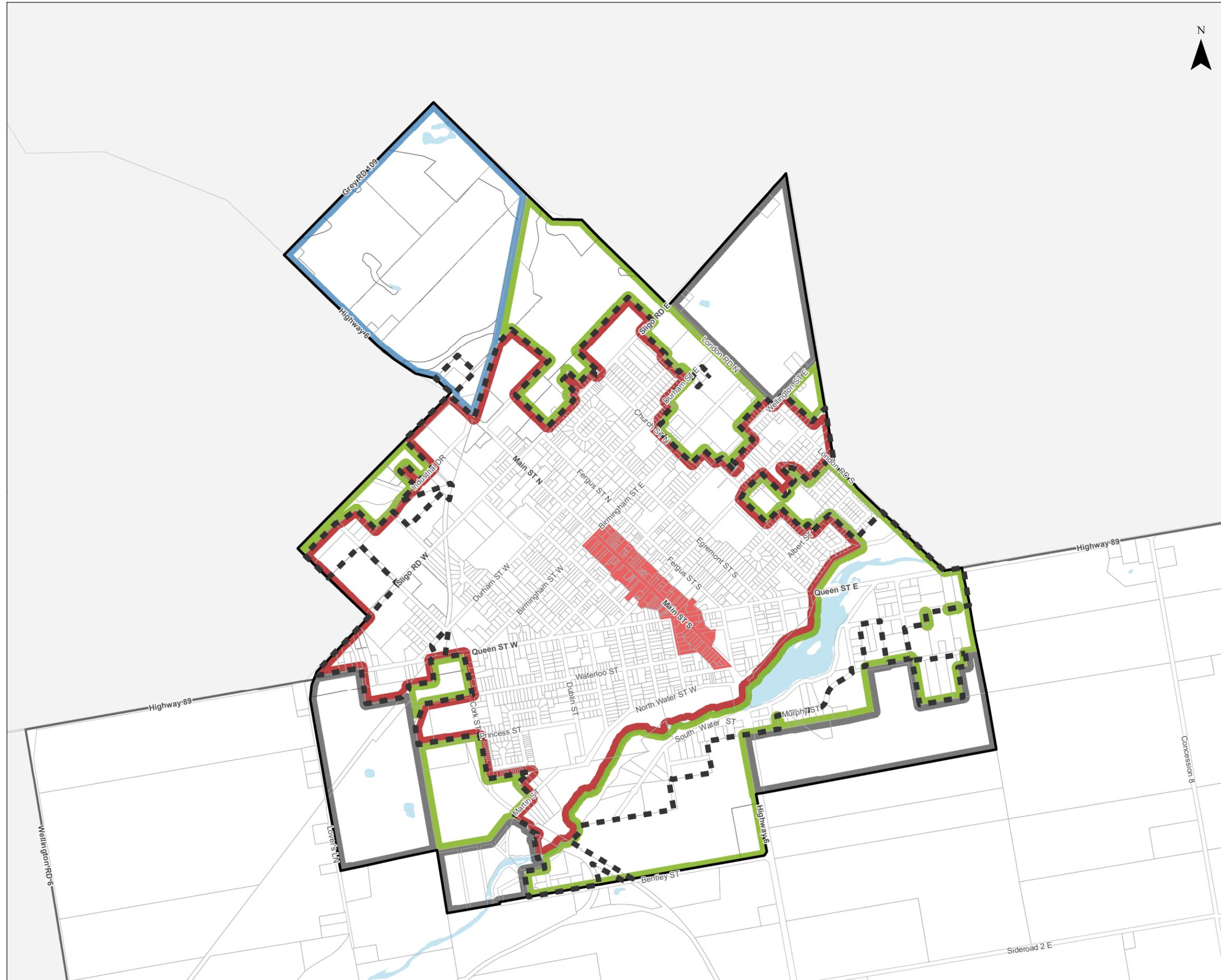
- Built Boundary
- Stage 1
- Stage 2
- Stage 3
- Stage 4
- Urban Area Boundary
- Central Business District

0 500 1,000  
Meters

Map produced using information under licence with Wellington County (2017).

# Development Stages Mount Forest

Wellington North  
Growth Management Study

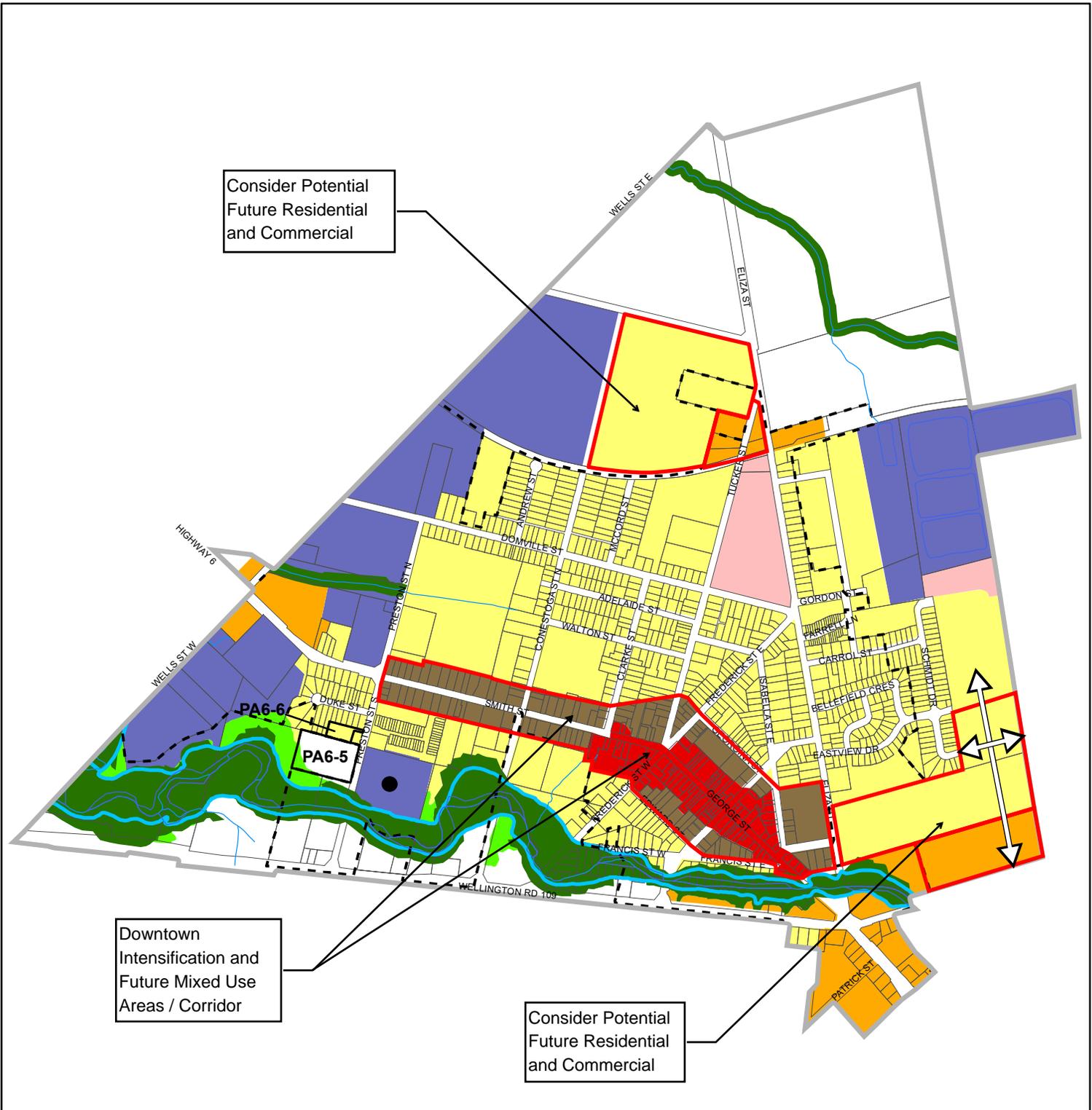


-  Built Boundary
-  Stage 1
-  Stage 2
-  Stage 3
-  Stage 4
-  Urban Area Boundary
-  Central Business District

0 500 1,000  
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Map produced using information under licence with Wellington County (2017).





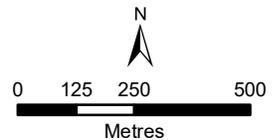
**Legend :**

- Residential
- Commercial
- Industrial
- Central Business District
- Core Greenlands
- Greenlands
- Recreation
- Future Development
- Lakes, Rivers, Streams
- Regulatory Floodline
- PA Policy Area
- Waste Water Facility
- Built Boundary

**ARTHUR**  
Township  
of  
Wellington North



**Schedule A6-2**

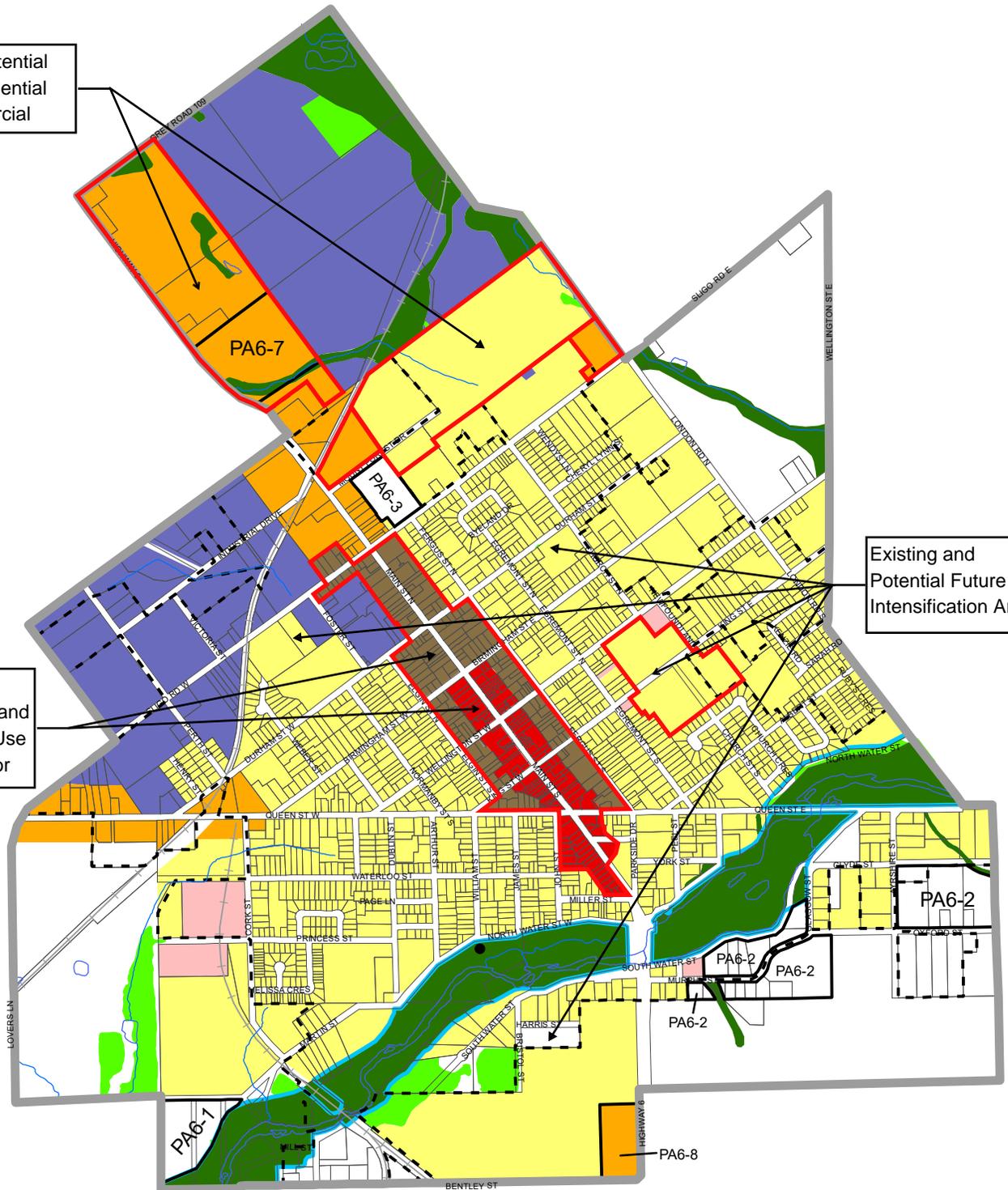


May 6, 1999  
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Date Printed: March 3, 2016.

Consider Potential Future Residential and Commercial

Existing and Potential Future Intensification Areas

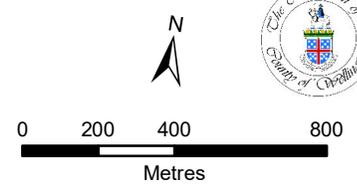
Downtown Intensification and Future Mixed Use Areas / Corridor



### Legend

- |   |  |
|---|--|
|  Residential                 |  Regulatory Floodline   |
|  Central Business District   |  Policy Area            |
|  Commercial                  |  Lakes, Rivers, Streams |
|  Industrial                  |  Railways               |
|  Recreational                |  Built Boundary         |
|  Residential Transition Area |  Waste Water Facility   |
|  Core Greenlands             |  Future Development     |
|  Greenlands                  |  |

### MOUNT FOREST Township of Wellington North Schedule A6-1



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Date Printed: March 3, 2016.