



Municipality of North Perth

NORTH PERTH MASTER GROWTH PLAN IMPLEMENTATION STRATEGY



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1. INTRODUCTION

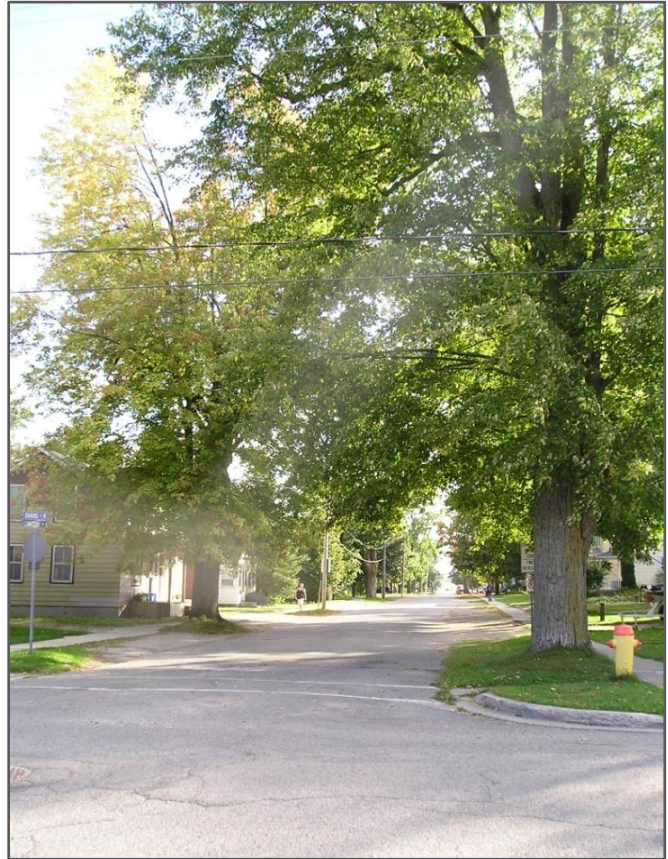
The North Perth Master Growth Plan (NPMGP) is a Council approved document which evaluates settlement areas within the Municipality of North Perth. It identifies the overall designated land supply and balances this supply against the land demand anticipated over the next twenty year planning horizon.

The NPMGP was successful in providing an overall review of the Municipality and the way in which the Municipality should accommodate development in the future. It provides the background technical policy basis for future Official Plan Amendments, a strategy to identify future Capital Works related to Municipal infrastructure planning and expenditures, and provides a guide for the community in identifying potential future growth patterns.

The NPMGP concludes that an oversupply of land exists throughout the Municipality and also concludes that the supply of land may not be located in areas that are ideal for future development patterns that would promote smart growth and encourage the creation of complete communities. For example, in some cases available land supply if developed would not comply with existing policy, would not provide for efficient and logical development patterns, would avoid the potential for complete community development, would encourage the fragmentation of agricultural lands, and may have adverse impacts to environmental resources and features. As such, the recommendations outlined in the Plan involve the redesignation (or down designation) of such lands within existing, privately serviced settlement areas to ensure a focus of efficient future growth patterns on existing municipal infrastructure and to ensure future development occurs in a manner which is based on good planning principles.

The next important step for the Municipality of North Perth is to ensure the proper implementation of their Master Growth Plan. IBI Group recommends that this be done through the preparation of a Growth Plan Implementation Strategy, which will provide a detailed outline of the necessary implementation measures required, for consideration. This is therefore the purpose of this report.

This report will review the conclusions and recommendations of the Growth Plan in detail and will rationalize the necessary steps for implementation of each. Where various options for implementation exist, this report will review these options in detail and provide recommendations of the preferred option to the Municipality to best implement the North Perth Master Growth Plan.



The next important step for the Municipality of North Perth is to ensure the proper implementation of their Master Growth Plan.

4. OPTIONS FOR IMPLEMENTATION

Based on the foregoing and based on our review and investigations, it is our opinion that the Municipality has five (5) options for the proper implementation of the NPMGP. These five implementation options are outlined in detail below.

4.1 Implementation Option #1

Implementation Option #1 consists of updates to existing Official Plans, as necessary. Currently, lands within the Municipality of North Perth are governed and regulated by two Official Plan documents. The upper tier plan is the County of Perth Official Plan, in which all lands of the Municipality of North Perth are considered. The lower-tier plan in the Municipality is the Listowel Ward Official Plan which governs lands located only within the boundaries of the Listowel Ward, which does not include the Urban Fringe areas surrounding Listowel.

Implementation Option #1 would require amendment(s) to the County of Perth Official Plan to implement the necessary recommendations and actions. For example, to implement the recommendations of the NPMGP all Actions (i.e., Actions #1 to #19), can be implemented through the amendment process to the County of Perth Official Plan. Actions #1, #4 to #8 and #10 to #19 will require an amendment to the Listowel Ward Official Plan.

However, Actions #4 to #6, #10 to #14 and #16 to #19, impact both lands within and around the Listowel Ward. Although these Actions would require amendments to the Listowel Ward Official Plan, the decision will need to be made of whether or not the boundaries of that Official Plan should be revised to include the Urban Fringe lands. It is recommended that a consistent policy approach is provided for these lands. Changing the boundaries may address the current disconnect in policy which currently exists between Listowel and the Urban Fringe. The alternative is to create a policy structure within both the County Official Plan and the Listowel Ward Official Plan that reflects the overall goals of the 'Listowel Settlement Area', and would maintain current boundaries. As a result, the implementation of the actions that pertain to both lands within and around the Listowel Ward could be accomplished in one of two ways:

1. By implementing a physical change to the Listowel Ward settlement boundary to include the Urban Fringe areas, and ensuring the policy structure of these areas are consistent from a land use, policy and servicing perspective, all within the Listowel Ward Official Plan.
2. By ensuring the policy structure of the Urban Fringe areas within the County Official Plan are consistent from a land use, policy and servicing perspective with the policies of the Listowel Ward Official Plan. This would not create any change to the physical boundary of the Listowel Ward.

The Serviced Urban Area policies that would be included in the Listowel Ward Official Plan will however, also apply to the Village of Atwood in the County of Perth Official Plan, as these policies will be created to encourage appropriate and efficient development patterns and future land uses on municipal servicing in contrast to private servicing.

Also, given that the Listowel Ward is serviced and has a separate Official Plan, the question arises, that perhaps the Village of Atwood should as well, if this settlement area is also now considered a Serviced Urban Area.

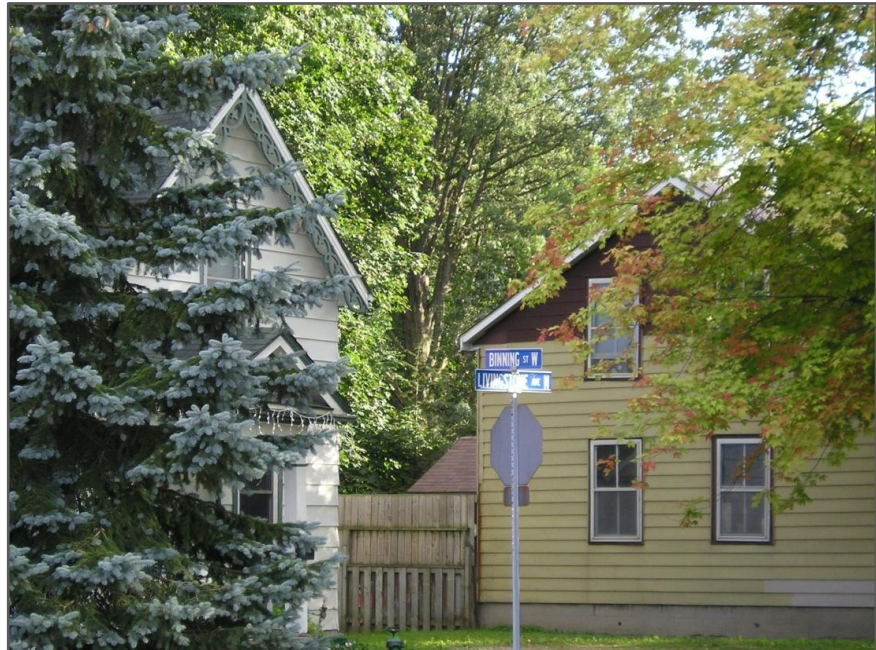
Implementation Option #1 requires that an amendment to both the County of Perth Official Plan and the Listowel Ward Official Plan is required. Overall, this option may be challenging to implement

given how policy pertaining to lands within the Listowel Ward and surrounding the Listowel Ward should be consistent. Also, Listowel and Atwood would be differentiated and dealt with separately, although many policies may remain the same given that both are serviced settlement areas.

4.2 Implementation Option #2

Implementation Option #2 is to create the Municipality of North Perth Official Plan. This Official Plan would consist of all lands within the Municipality of North Perth, including both settlement areas and agricultural/rural areas. This would consist of a comprehensive document to include relative and comparative policies that would pertain to the settlement areas in more detail than is provided for in the County of Perth Official Plan. The current Listowel Ward Official Plan provides a current disconnect in policy when crossing the settlement boundary from one side (i.e. within Listowel) to the other (i.e. within the Urban Fringe). The creation of a new Municipality of North Perth Official Plan will enable a complete policy structure to be created for the 'Listowel Settlement Area' and would ensure policies for the serviced urban area of Listowel are consistent and in line with the policies for the serviced urban area of Atwood.

When evaluating opportunities for growth, the Municipality of North Perth must be reviewed as a whole similar to what was done for the NPMGP. Should settlement area boundaries be modified as recommended in the North Perth Master Growth Plan, additional lands may be available for development in Listowel and Atwood, as defined in the Growth Plan.



This option would create an organized approach to the local policy structure for the Municipality and the changes in which the Growth Plan recommends for this area. Given the recommended settlement boundary changes to the existing Villages, Hamlets, and other settlement areas of the Municipality, a new Municipal-wide Official Plan would provide a fresh beginning to restructure and strengthen the existing policy structure of those settlement areas. This would also create a clean approach in the future, should the limits of the 'Listowel Settlement Area' expand or if the Atwood settlement area is to expand.

If the Listowel Ward Official Plan is to remain as it is, the expansion of this settlement area would require an amendment to both existing Official Plans to remove lands from one to include within another.

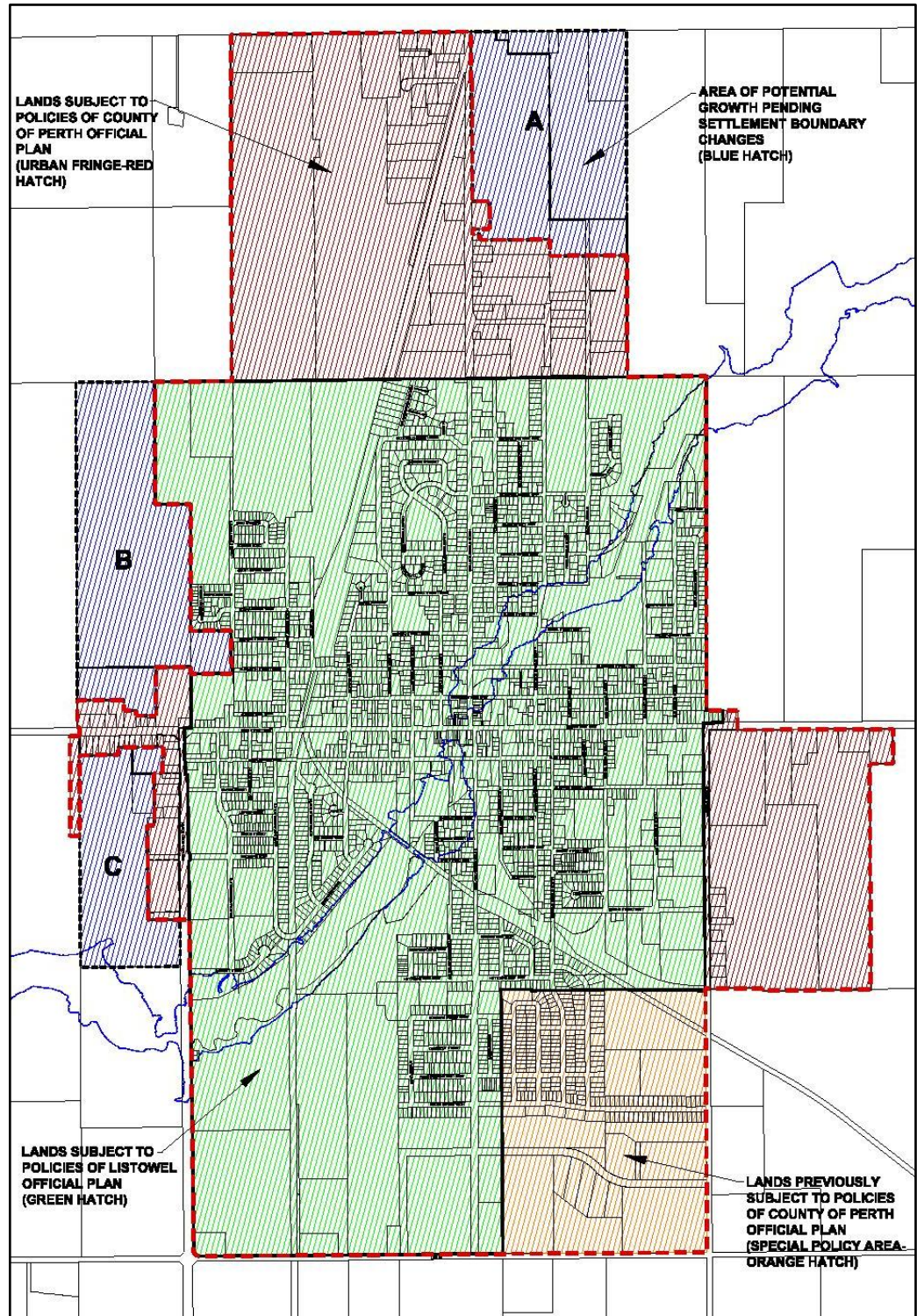
Possible expansions to the 'Listowel Settlement Area' or to Atwood can only occur if modifications are made to existing settlement boundaries, as recommended in the North Perth Master Growth Plan.

This option would include agricultural lands within the Municipality of North Perth Official Plan, however as no recommendations pertain specifically to the County's agricultural policies and no issues exist at this time, an overlap of policies would likely result, as the current agricultural policies of the County Official Plan would essentially be "carried over" into the Municipality's Official Plan.

Figure 2: Identification of Policies and Growth for Listowel and Surrounding Areas

The implementation of a Municipality of North Perth Official Plan will allow policies pertaining to development lands surrounding Listowel (currently within the County of Perth Official Plan) and lands subject to the Listowel Ward Official Plan to all be considered under one policy framework, in one document.

Areas A, B and C represent areas which could provide for future expansion, following implementation of the boundary changes as recommended in the NPMGP.



4.3 Implementation Option #3

Implementation Option #3 consists of the creation of a local Official Plan that consists only of Settlement Areas. As such, all other lands within the Municipality that are designated agricultural and/or rural would be subject to the existing policies of the County Official Plan. Again, this would allow the Municipality of North Perth to deal with specific site development matters at a local level. Also, given the changes recommended in the Growth Plan, the creation of the Municipality of North Perth Official Plan would be a thorough organized document to assist in its implementation. In essence, Implementation Option #3 is the same as Implementation Option #2 above, without including the agricultural/rural lands of the Municipality. The Municipality of North Perth Official Plan would provide policies only for the settlement areas and all agricultural lands and environmental features outside of settlement area boundaries will be preserved and maintained through existing policies of the County of Perth Official Plan.

Currently, the lands surrounding the Listowel Ward (i.e., Urban Fringe lands) are not within the same Official Plan as those lands within the Listowel Ward. The North Perth Master Growth Plan recommends that these lands be treated the same way and function the same way from a land use policy, servicing and staging perspective. As such, these lands should be subject to the same policies within the same Official Plan.

Changes to settlement area boundaries of the Municipality would be implemented through the local Official Plan. Through the implementation process existing policies can be itemized and reviewed against existing conditions and proposed conditions of these settlement areas. Local Municipal Plans are beneficial to deal with local issues and given the work that the Municipality has done thus far with the Municipality of North Perth Master Growth Plan, it may make sense to have the Municipality move forward with their own Plan. Another benefit to the creation of the Municipality of North Perth Official Plan is the implementation of a Staging of Development Plan which would involve and include all settlement areas within this local plan. Once complete, the findings of the Staging of Development Plan could be included as a schedule within the Municipal Official Plan.



The implementation of a Municipal Staging and Development Plan will assist the Municipality in making decisions related to future development. This document can be implemented through the creation of the Municipality of North Perth Official Plan.

The creation of a Municipal Official Plan would place the Municipality in a strategic position to effectively manage the Municipality's growth in the future. The focus for the new Municipality of North Perth Official Plan could be a clear articulated 20 year vision for the future, grounded in local community values.

Atwood is to be considered a Serviced Urban Area. As such, the policy framework of the local Official Plan should include a section that includes policies for the Serviced Urban Area and how this distinguishes from the policies that should pertain to Villages and Hamlets. These policies should be similar if not the same as those for the Listowel Serviced Urban Area and therefore it makes sense that these policies be found in the same document.

The Serviced Urban Area of Atwood should be subject to the same general policies as those which pertain to the Listowel Serviced Urban Area. This can be implemented through an amendment to an existing or newly proposed Official Plan.



Currently, the Listowel Ward Official Plan does not have a designation for Recreational Use or Open Space. The North Perth Master Growth Plan recommends that Parks & Recreational uses be maintained and preserved. Recreational and open space uses should therefore be preserved and appropriately designated within the Municipal Official Plan.

Despite the many positive theoretical reasons for Implementation Option #3, one constraint in the preparation of the Municipality of North Perth Official Plan is the work and resources that would be involved in the creation of this plan from a staffing and administrative perspective. Also, no other municipality within the County of Perth has its own separate Official Plan, being the Township of Perth East, Township of Perth South and Municipality of West Perth.

4.4 Implementation Option #4

Implementation Option #4 involves amendment(s) to the County of Perth Official Plan only, to include the conclusions and recommendations of the North Perth Master Growth Plan. To alleviate the disconnect between the County Official Plan and the Listowel Ward Official Plan, Implementation Option #4 would involve the consolidation of the Listowel Ward Official Plan within the County Official Plan, forming one consolidated document to guide the development of the Municipality of North Perth as a whole.

Currently, the lands surrounding the Listowel Ward (i.e., Urban Fringe lands) are not within the same Official Plan as those lands within the Listowel Ward. The North Perth Master Growth Plan recommends that these lands be treated the same way and function the same way from a land use policy, servicing and staging perspective. As such, these lands should be subject to the same

policies within the same Official Plan. Changes to all settlement area boundaries of the Municipality would be implemented through the County Official Plan. Through the implementation process existing policies can be itemized and reviewed against the existing and proposed conditions of these settlement areas.

Atwood is to be considered a Serviced Urban Area. As such, the policy framework of the County Official Plan would continue to include policies for the Serviced Urban Area and how this distinguishes from the policies that should pertain to Villages and Hamlets. These policies should be similar if not the same as those for the Listowel Serviced Urban Area therefore it makes sense that these policies be found in the same document.

Administratively, this option may see changes or challenges with regard to the location wherein Official Plan Amendments are heard before Council or the statutory Public Meetings. Official Plan Amendment applications will be heard at an upper tier level through County Council in Stratford, while statutory meetings for other planning applications such as Site Plans and Zoning By-Law Amendments, will continue to be held locally. This will likely only differ for those residents of the Listowel Ward. Perhaps Public Meetings, as required by the Planning Act may be held locally, rather than in Stratford, allowing the Municipality of North Perth to deal with specific site development matters related to the Official Plan, at a local level.

Although some administrative and political details may need to be worked out, Implementation Option #4 would ensure consistency with policy, without requiring the creation of a new, additional Official Plan document.



Important discussions may be required at an administrative and political level to confirm the location of Public Meetings, Council Meetings and other statutory requirements under the Planning Act, if the County of Perth Official Plan is the primary and solitary Official Plan document for the Municipality of North Perth to which the recommendations of the NPMGP would be implemented (Implementation Option #4).

4.5 Implementation Option #5

Implementation Option #5 is to do nothing and to maintain the status quo. However, this option will not actually implement the recommendations of the NPMGP and will therefore not support the future expansion of serviced areas (i.e. to Listowel or Atwood) or promote logical development patterns. Should this Implementation Option be chosen as the preferred option by the Municipality, land supply will continue to exist within areas that should not or cannot be developed. As such, the future development of the Municipality will be severely limited, as the Province requires that a land supply to accommodate growth up to a 20 year planning horizon be maintained. Therefore no justification exists to support additional development lands within the 'Listowel Settlement Area', as this additional supply would continue to exceed the demand. This option is therefore not recommended.



The Municipality of North Perth should continue growing and moving forward to ensure future growth is conducted in a sustainable, responsible and efficient manner; in which to promote smart growth and quality of life for its residents.

5. RECOMMENDED IMPLEMENTATION STRATEGY

5.1 Preferred Implementation Options

Based on our review and analysis of the above Implementation Options, it is our recommendation that either Implementation Option #3 or Implementation Option #4 represents the preferred option in which to proceed with the implementation of the North Perth Master Growth Plan. The following outlines a brief summary of the reasons for these two options as the preferred options.

Implementation Option #3:

- Would enable a complete and comprehensive policy structure to be created for the 'Listowel Settlement Area', to ensure consistency in land use matters;
- Would ensure policies for the serviced urban area of Listowel are consistent and in line with the policies for the serviced urban area of Atwood;
- Would include relative and comparative policies that would pertain to the settlement areas in more detail that is provided for in the County of Perth Official Plan;
- Would allow the Municipality of North Perth to deal with specific site development matters at a local level;
- Avoids duplication of agricultural and rural policies within the County Official Plan (when compared with Implementation Option #2);
- Would assist in the implementation of the Municipal Staging of Development Plan; and
- *Possible Constraint* - From an administrative perspective, this may be substantial, costly or time consuming to complete.

Implementation Option #4:

- Would enable a complete and comprehensive policy structure to be created for the 'Listowel Settlement Area', to ensure consistency in land use matters;
- Would ensure policies for the serviced urban area of Listowel are consistent and in line with the policies for the serviced urban area of Atwood;
- Changes to all settlement area boundaries of the Municipality, as recommended through the NPMGP could be implemented through amendment(s) to the current County Official Plan.
- Implementation Option #4 would ensure consistency with policy, without requiring the creation of a new, additional Official Plan document.
- *Possible Constraint:* Administratively, this option may see changes or challenges with respect to the location wherein Official Plan Amendments are heard before Council or other statutory meetings.

5.2 Recommended Next Steps

It is recommended that the following next steps be undertaken by County and Municipal staff and Council in the implementation of the North Perth Master Growth Plan:

1. That through a resolution of Council, one of the above Implementation Options be chosen as the course in which to implement the conclusions and recommendations of the North Perth Master Growth Plan.
2. That necessary Official Plan Amendments, documents and supporting information be prepared, as required in order to proceed with satisfying the necessary requirements in which to implement the NPMGP.
3. Completion of the Municipal Staging of Development Plan.
4. That all Action points (as outlined below) be prioritized by County and Municipal Staff to ensure the full implementation of the North Perth Master Growth Plan.



ACTION #1: To ensure all implementation actions and changes to existing policy be consistent with the Provincial Policy Statement



ACTION #2: To ensure a policy structure that encourages the preservation of agricultural lands.



ACTION #3: To delete Infilling policies from the County Official Plan, as they relate to the Municipality of North Perth



ACTION #4: Creation of policy to direct growth to Serviced Settlement Areas, with a priority to the Listowel Ward and surrounding areas, and also to Atwood.



ACTION #5: Creation of a Municipal Staging of Development Plan



ACTION #6: Consolidation of policies pertaining to Listowel Ward, Special Policy Area and Urban Fringe areas to ensure consistency.



ACTION #7: That existing policies be maintained for lands designated Parks & Recreational to allow future expansions to existing P&R facilities and the continued use of these for P&R purposes.



ACTION #8: That policies be established to provide a priority for new development through infill, intensification, adaptive reuse of existing buildings and brownfield development before urban expansions.



ACTION #9: That the recommended boundary changes for all Hamlets be implemented through an Official Plan Amendment and that the lands to be removed be redesignated to Agricultural.



ACTION #10: That the 'Listowel Settlement Area' include the Special Policy Area (through a possible boundary change), and that policies be created which provide a consistent approach to these areas.



ACTION #11: That recommended boundary changes be implemented through an Official Plan Amendment to allow opportunities for future development in the serviced settlement areas of the Municipality.



ACTION #12: Once boundary changes are implemented as per the NPMGP, additional lands may be included within the Listowel Settlement Area and/or Atwood, as per Section 17.1 of the NPMGP.



ACTION #13: That no expansions to the 'Listowel Settlement Area' or Atwood be justified until the changes to the settlement boundaries be implemented (in whole or in part), as recommended by the NPMGP.



ACTION #14: That following Action #13, no further Municipal boundary adjustments are permitted over the next 20 year planning horizon, unless justified through updated information.



ACTION #15: That the Municipality continue to update the detailed information within the Absorption Approach Method on an annual basis.



ACTION #16: Requirement for municipal water and wastewater servicing for all development within the 'Listowel Settlement Area' and Atwood.



ACTION #17: To ensure the completion of a Master Servicing Study.



ACTION #18: That Stormwater Management Ponds continue to be provided on a Regional basis to limit the number of ponds required.



ACTION #19: That a Study be conducted to assess stormwater drainage and control measures to confirm requirements for future stormwater facilities.