

**MUNICIPALITY OF
BROCKTON
OFFICIAL PLAN UPDATE**

**GROWTH MANAGEMENT
DISCUSSION PAPER
DECEMBER 2008
(Version 2)**



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1.0 INTRODUCTION

The community of Walkerton (formerly the Town of Walkerton) is the main urban centre in the Municipality of Brockton. Walkerton has its own Community Official Plan and the balance of the Municipality is subject the Bruce County Official Plan. The purpose of this paper is to review building, population and household trends for the Urban Area of Walkerton to arrive at a reasonable estimate for residential and employment land needs to meet future demands. This information will be used in the update of the Walkerton Urban Area Municipal Official Plan.

The policy framework under which Official Plans are prepared has changed considerably since the introduction of the 2005 Provincial Policy Statement (PPS). The Provincial Policy Statement will have an impact on land use and growth in the Municipality and the policies of this document will be taken into consideration as part of this assessment.

There are also several planning issues in the municipality, which need to be addressed with the new Official Plan. Residential growth in the municipality is a key issue. The following will require further assessment in the preparation of this growth management assessment:

- Existing draft approved plans of subdivision which have not proceeded with registration, with lapsing dates in the spring of 2009;
- Draft plans of subdivision outside the urban settlement boundary;
- Existing vacant residentially designated lands remaining in the urban settlement boundary;
- Demand for senior's housing, multiple units developments; and
- Assessment of boundary readjustment and justification.

2.0 METHODOLOGY

In preparing our Growth Management Report, the following data was examined and analyzed using a variety of information sources including Statistics Canada, building permit data and the Bruce County Housing Study:

1. past projections;
2. past trends;
3. past and current building activity; and
4. Walkerton's share of the Municipality of Brockton's and the County of Bruce population

Statistics Canada data was limiting due to the availability of information on the community of Walkerton within Brockton.

On the basis of the above, a number of population and employment projections for Walkerton have been developed. A detailed review of the supply of land for residential and employment use in the urban area has also been carried out.

Factors considered in determining how much additional development could occur on these lands included:

- The land use designations in the Official Plan;
- The permitted densities of development permitted by the Official Plan;
- The number of units permitted by approvals that have already been granted;
- The location and nature of constraints to development;
- The configuration of the parcel fabric; and, the nature and location of existing land uses.

3.0 POPULATION PROJECTIONS

Several measures were employed to calculate expected residential demand in Walkerton based on historical growth patterns and anticipated future rates of growth. Census Canada, building permit data and information from the Bruce County Housing Study prepared by SHS Inc. was used. In addition the population of Brockton and Walkerton was compared to the County of Bruce over the census periods to develop a “share” calculation. The existing Official Plan projections were also examined.

3.1 Statistics Canada Data

Census Canada data was obtained for the Municipality of Brockton for the years 1991 to 2001. During this time period the Municipality of Brockton experienced a loss of 459 residents or a loss of 31 persons per year.

Table 1 - Population - Brockton

Area	1991	1996	2001	2006
Brockton	10,100	10,163	9,658	9,641

Source: Statistics Canada 1991, 1996, 2001 and 2006

Further census information was available for dissemination codes for the communities of Walkerton, Chesley, Paisley and Hanover for 1991, 1996, 2001 and 2006. Chesley and Paisley are two small villages located north of Walkerton and Hanover is a somewhat larger settlement area located south of County Road 26, east of Walkerton.

Table 2 identifies the general population for these areas for 1991 through to 2006. Walkerton accounts for approximately half of the population for the Municipality of Brockton.

Table 2 - Population for Walkerton and local Communities

Area	1991	1996	2001	2006
Walkerton	4,939	5,036	4,907	4,905
Chesley	1,852	1,904	1,880	2,010
Paisley	1,102	1,106	1,033	1,037
Hanover	6,711	6,844	6,689	7,174

Source: Statistics Canada, 2001, 2006

Overall the communities of Walkerton and Paisley have been experiencing a relative loss of residents over the census periods, whereas Chesley and particularly Hanover have been experiencing a marginal increase. The community of Walkerton appears to have lost a population of approximately 34 residents in the last 15 years for an average loss of 2 residents per year.

Using 2006 as a starting point for population projections based on census data, in 2026 there would be a loss of 2 people per year over the life of the Plan or a potential net loss of 40, for a 2026 population of 4,865.

3.2 Building Permit Data

Building permit information was provided by the Municipality of Brockton for the years 2002-2007. Approximately 99% of the permits issued for commercial, industrial and institutional use are within the Urban Area of Walkerton. Approximately 50% of the residential permits are within the Urban Area of Walkerton.

Table 3 summarizes the total residential permits issued for the years 2002-2007. No residential apartment units were issued permits during this time period. However, there were 46 condominium units issued permits in 2004 and one semi detached dwelling in 2006 with two units.

A population per new unit (ppu) figure is assigned for every year based on the type of unit being constructed. In this case 2.5 ppu is assigned to single and semi-detached dwellings constructed and 2.2 for condominium units. To arrive at a population projection using this data, the amount of new residents added each year is averaged out and projected over the length of the new planning period, similar to the census approach noted above.

Table 3 - Residential Building Permit Issuance Brockton, Walkerton

Building Permits	2002	2003	2004	2005	2006	2007	Average
Brockton Residential (single family)	20	31	30	21	22	25	24.8
Brockton Condominium Units	0	0	46	0	0	0	
Walkerton	9	14	17	8	12	14	20
Walkerton New Population per Year	23	35	144	20	30	35	48

Source: Municipality of Brockton, 2008

*Utilizing a ppu of 2.5 for singles, 2.2 for condominium

The people per unit ratio (ppu) of 2.5 derived from Census Canada from 2001 and 2006 is applied to the units generated from 2002 to 2007. Table 3 summarizes the residential building permit history in Brockton and the resulting new population per year based upon the census population per unit figures. On average there were approximately 20 dwelling units built per year over the past six years for the community of Walkerton. This would account for an average population increase of approximately 48 persons per year at 2.4 ppu.

The predicted household size data obtained from the Bruce County Housing Study report prepared by Social Housing Strategists 2005 (SHS Inc.) for the Municipality of Brockton for the years 2011, 2016 and 2021 is used for projection purposes. The study projected the following household size in Brockton: 2.49 in 2011, 2.46 in 2016 and 2.44 in 2021 as summarized in Table 4.

Based on these projections and the average units constructed over the time period noted above, in 2026 there would be a net increase of 982 people in Brockton from 2006 to 2026 based on the building permit data projections. This would result in a population for Walkerton of 5,887 for 2026.

Table 4 -Predicted Average Household Size, 2001-2026

Area	1991	1996	2001	2006	2011	2016	2021	2026
Brockton	2.80	2.71	2.61	2.5	2.49	2.46	2.44	2.43
Average Units Built Projected					20**	20	20	20
Population					249	246	244	243

Source: Statistics Canada, 1991, 1996, 2001 and 2006 Census and SHS Inc. calculations for 2011-2021

*Meridian projected household size for 2026

**Average units constructed per year based on Building permit Analysis, Meridian, 2008

Statistics Canada information indicates a more rapid decline in household size than what was considered in the Bruce County Housing Study. A more aggressive decline in household size is more reflective of the trends demonstrated through Stats Canada data and is particularly relevant in a locale that has a substantial older cohort population. Table 5 outlines these household size projections as generated.

Table 5 - Predicted Average Household Size, 2001-2021

Area	1991	1996	2001	2006	2011	2016	2021	2026
Brockton	2.80	2.71	2.61	2.5	2.46	2.38	2.36	2.34
Average Units Built Projected					20*	20	20	20
Population					246	238	236	234

Source: Statistics Canada, 1991, 1996, 2001 and 2006 Census and Meridian calculations for 2011-2026

*Average units constructed per year based on Building permit Analysis, Meridian, 2008

Based on these household sizes and the average units constructed over the time period noted above, in 2026 there would be a net increase of 954 people in Brockton from 2006 to 2026 based on the building permit data projections. This would result in a population for Walkerton of 5,859 for 2026.

3.3 Bruce County Housing Study

The SSH Inc. projections in the Bruce County Housing Study has made assumptions that the Municipality of Brockton will decline in population by 3% between 2006-2011, by 2% from 2011-2016 and by a further 2% in 2016-2021. A further decline of 1% in the period 2021 to 2026 would result in a decline in 728 residents. Given that Walkerton has historically comprised approximately 50% of the Municipality of Brockton's population, and presuming that the growth of Walkerton will be similar to that experienced by the County over the time period the following projected population can be generated.

Table 6 - Population Projections for Brockton

Area	1991 Actual	1996 Actual	2001 Actual	2006	2011	2016	2021	2026	Changed Population
Brockton	10,100	10,163	9,658	9,368	9,087	8,905	8,727	8,640	-728

Source: Statistics Canada 1991, 1996 and 2001 Census, Projected for 2006-2021 by SHS Inc. calculations, Meridian projection for 2026

Based on the projections for Brockton for 2021, in 2021 there would be a projected decrease in population of 728 residents in Brockton which would result in a 2026 population of Walkerton of 4,320.

3.4 Walkerton as Percentage of the County of Bruce

It is also possible to examine the proportionate share that Brockton and Walkerton comprise historically of the County's population and project a similar proportionate share for the community. The following table identifies the historical share that

Brockton and Walkerton have comprised of the County population. Based on population projections in the SHS housing study for the County of Bruce for the year 2021, the following estimate of population for Walkerton for 2021 based on percent share is summarized in Table 7.

Table 7 - Summary of share of Bruce County Population

	1996	%share	2001	%share	2006	%share	2021	%share
Bruce	65680		63892		65349		69130	
Brockton	10163	15.47	9658	15.12	9641	14.75	8727	12.62
Walkerton	5036	7.67	4906	7.68	4905	7.51	5266	7.617

Source: Statistics Canada 1996, 2001 and 2006, SHS Inc. Bruce County Housing Study

The Bruce County population is predicted to be 69,130 in 2021. Using the average of the percent share for the previous three census periods, the population of Walkerton would be approximately 5,266 in 2021 resulting in an increase of 361 or 24 persons per year.

3.5 Walkerton Community Official Plan

The Walkerton Community Official Plan predicted a population growth of 5,636 in 2016. Extending these projections in a linear fashion the projection would be 5,736 in 2021 and 5,816 in 2026. The following table outlines the projections made in 2001.

Table 8 - Walkerton Community Official Plan Projections

Year	Population
1991	4,940 (actual)
1996	5,036 (actual)
2001	5,212
2011	5,499
2016	5,636
2021	5,736
2026	5,816

Source: Walkerton Community Official Plan, 2001, Meridian projections for 2021 and 2026

Based on the projections in the Walkerton Community Official Plan and Meridian projections, there would be a projected increase of 911 residents in Walkerton, which would account for a 2026 population of Walkerton of 5,816.

3.6 Summary

The summary of the six population projections are summarized in Table 9.

Table 9 - Summary of Population Growth Projections to 2026

Scenario	Projection	Population (2031)	Increase/decrease
1	Statistics Canada-based	4,865	-40
2	Building permit based-using SHS Inc. ppu	5,887	982
3	Building Permit based- using Meridian ppu	5,859	954
4	SSH Inc. Projections for Brockton	4,320	-585
5	% share of County Population	5,266	361
6	Walkerton Community Official Plan	5,816	911

Source: Meridian Projections, 2008

**Based on Meridian projection for 2021 and 2026,

Based on the six scenarios, four of the six predict growth whereas two project marginal losses. The predicted loss of 585 residents for option 4 is due to a further presumption of lost growth for the Municipality of Brockton. The SHS Inc. study predicts further losses for the Municipality of Brockton and particularly areas including Walkerton based on declining levels of employment at the Bruce Nuclear Plant. The census prediction of a loss of 40 people over the 25 years is essentially a no growth scenario.

In examining the four remaining options there is a range of growth expected in the Municipality of a no-growth scenario to a potential increase of approximately 1,000 residents to the year 2026, accounting for a potential increase of 50 persons per year. Option 2 and 3 are reasonable projections based on building permit activity in the past several years and varying household size. A population rounded to 1,000 will be utilized for projection purposes.

4.0 HOUSING STOCK AND HOUSING DEMAND

According to work completed by SHS Inc., current housing stock in Bruce County is primarily composed of single detached dwellings, which accounted for 86.1% in 2001. The predominant form of housing in Brockton is primarily single detached dwellings, which account for 81.8%. Apartment units represent 8.8% in Bruce County in 2001 with no units in excess of five stories. Apartments accounted for 12.1% in Brockton in 2001. Currently there is a need to examine additional medium density housing in Brockton, particularly in the primary and secondary urban communities, which includes Walkerton.

Based on the population projections noted above it is possible to summarize housing demand for the community of Walkerton to 2026.

If the population is to grow by an additional 1,000 persons in the next 20 years to 2026 there will be a need for 561 units based on a ppu of 2.34 for 2026. Despite the Bruce County Official Plan utilizing a 2.7 ppu to generate housing projections, based on Statistics Canada trends, overall aging population and considering the urban area of Walkerton, a declining household size is realistic.

Table 10 below summarizes the number of units required. Establishing twenty percent of units to be developed through intensification, would leave 80 percent of the units for new construction. This would result in a target of 112 units through intensification and 449 units through new construction.

Table 10 - Residential Development Potential

Residential Units Required	
Population 2006	4905
Households 2006*	1962
Population 2026 **	5905
Households***	2523
Housing Units Required	561
Less 20% intensification	112
Units remaining	449

* Using ppu of 2.5

** Population Increase of 1000

***Using ppu of 2.34

Source: Meridian Planning Consultants Inc., 2008

The range of housing type identified in the current Walkerton Official Plan is 70 percent for low density and 30 percent medium and high-density residential development. Using this same ratio, there would be approximately 244 low-density singles required, and 105 medium density and high-density apartment units. Dividing the medium and high density to 20 percent and 10 percent respectively provides the following land area requirements.

Table 11 - Residential Unit Breakdown and Land Need

Residential Development Units Potential				
	12 uph	25 uph	50 uph	Totals
Land Need (ha)	26.2	3.6	0.9	30.7
All units	314	90	45	449
%breakdown	70%	20%	10%	

Source: Meridian Planning Consultants Inc., 2008

A total of 30.7 ha of land is required to accommodate the projected 449 residential dwellings.

5.0 EMPLOYMENT PROJECTIONS

Employment growth can be derived by examining building permit data and population to employment ratios.

Over the past several census periods, Brockton labour force has experienced some losses and more recently minor increases. Declines have largely been attributed to the declining opportunities at the Bruce Nuclear Station. It is reasonable to expect minor reasonable increases to the labour force for Walkerton as it is considered a primary urban community in the County and will continue to support service sector and retail employment. Table 12 identifies the total labour force for the Municipality of Brockton and its percentage share of the County of Bruce labour force.

Table 12 - Labour Force Activity, Brockton, 1991-2001

Area	1991		1996		2001		2006	
	Total	%	Total	%	Total	%	Total	%
Brockton	5,430	16.4%	5,525	16.7%	5,310	16.1%	5,335	16.2%

Source: Statistics Canada, 1991, 1996, 2001, 2006 census

5.1 Building Permit Data

Table 13 identifies construction values for industrial, commercial and institutional (ICI) building permit activity over the past six years for Walkerton. It is possible to project land need based on these figures and project future land need.

Table 13 - Construction Value for Industrial, Commercial and Institutional Use in Walkerton

Building Permit Value	2002	2003	2004	2005	2006	2007
Commercial, Industrial and Institutional	2,203,400	2,393,404	2,668,000	3,590,547	2,694,562	1,158,826
No. of Permits	11	12	13	13	19	14

Source: Municipality of Brockton, 2008

Based on the value of non-residential building permit activity, and utilizing an average cost of construction of \$1,718 per m² and space per employee of 83m², it is possible to project approximate land area required. This can then be projected to determine overall land needs.

Table 14 -Land Area requirement based on Building Permit data

	2002	2003	2004	2005	2006	2007	Average	2026
Value of construction	2,203,400	2,393,404	2668000	3590547	2694562	1158826	2451457	
Floor Space m2	1106	1202	1340	1803	1353	582	1231	
Space per employee**	13	14	16	22	16	7		
Land Required***	0.33	0.36	0.40	0.54	0.41	0.17	0.37	
Add 20% vacancy factor	0.34	0.37	0.41	0.55	0.41	0.18	0.38	7.53

*using \$1,718 per m2 construction costs

**83.6 m2 per employee

***Land Required @ 30% lot coverage in ha

Source: Meridian Planning Consultants Inc., 2008

Based on building permit activity for industrial, commercial and Institutional development in the past several years there would be an average need of approximately .38 ha required per year. Assuming a similar building activity rate out to 2026, it is anticipated that there is a need for a total of 7.8 ha.

This would appear to be a fair projection based on the work that has been completed by SHS Inc. 2005 in their report. They noted that the labour force activity for the Municipality of Brockton has been declining over the previous three census periods due primarily to the decline in employment at the Bruce Nuclear station.

5.2 Population to Employment Ratio

Projecting a population to employment ratio for the community of Walkerton it is possible to project employment growth and employment land needs. Generally communities strive for a population to employment opportunities ratio of 2:1 resulting in employment representing half of the population projected for the community. This reflects a participation rate of 0.5. However, this is not always realistic for smaller centres and those that have a very high aging population. According to Census Canada, the County of Bruce as a whole has 17.4% of its population aged 65 or over compared to 13.9% for the province.

Given the general labour force decline in the Municipality of Brockton and expected further decline, an overall ratio of 4:1 may be more appropriate for Walkerton. The rate also is reflective of a community that has a relatively high proportion of seniors.

The population projected for Walkerton is 1,000 persons to 2026. If we are to assume an employment ratio of 4:1, we can determine that approximately 250 jobs will be created in the next 20 years for approximately 13 jobs per year. Based on an area of

83m2 person there would be a need for 1,106 sq. m. per year and a resultant land area of .33 ha. Accounting for 20 percent vacancy would result in a land area need of .34 ha. per year.

Projecting over the 20-year period this would account for a total land need of 7.53 ha. If we were to consider a ratio of 3:1, which is slightly more aggressive population to employment ratio, Table 15 demonstrates the impact on land needs. Under this scenario there would be an employment land need for 10.2 ha.

Table 15 - Land Requirement based on Population Ratios 4:1 and 3:1

	4:1	3:1
Population 1000	250	333
Jobs per year	13	17
Space per employee*	1087	1421
Land Required **	0.32604	0.42636
Add 20% vacancy factor	0.391248	0.511632
Ha required for 20 years	7.8	10.2

Source: Meridian Planning Consultants Inc., 2008

On the basis of the above, there is a need for between 7.8 to 10.2 hectares of land for employment uses in the community of Walkerton up to 2026.

6.0 ANALYSIS OF CURRENT SUPPLY OF DEVELOPMENT LAND

There are several land holdings within Walkerton that have some form of development potential, ranging from large subdivision and industrial sites to smaller parcels that could accommodate limited commercial development.

An assessment of available land holdings was prepared that examines vacant designated residential and employment lands.

6.1 Residential

There are three parcels of land identified primarily in the north and west of the municipal limits of Walkerton that have been designated for potential residential development that are currently vacant. There is also one parcel of land in the south of the community fronting on Highway 9 behind the Walkerton High School.

Total area of the parcels is approximately 53.8 ha and 8.2 ha respectively. Utilizing densities of 12 uph for low density, 25 uph for medium density and 50 uph for high-density residential development, it is possible to estimate how many residential units can be accommodated on these lands. The following Table 16 summarizes the number of units that can be accommodated within the proposed residential mix and at a low, medium and high density per hectare.

Table 16 - Residential Development Potential

Residential Development Unit Potential Based on Land Supply					
		12 uph	25 uph	50 uph	Total
Land Available (ha)	62				
Less 20% *	50	35	10	5	
% breakdown		70%	20%	10%	
Units		417	248	248	913
*net lands available					

Source: Meridian Planning Consultants Inc., 2008

There is technically sufficient residential designated vacant land within the urban boundaries of Walkerton to accommodate the projected growth and resultant residential units for the municipality to the year 2026.

There is 62 ha currently available and only 30.7 ha would be required.

Given that Walkerton may attract approximately 1,000 new residents to the year 2026, from a numerical assessment there would appear to be no need to expand the urban area to accommodate the anticipated growth. Sufficient land has been designated in the current Official Plan. However, consideration must be given to the suitability of this land for development.

6.2 Employment

There are a total of two vacant parcels including the existing industrial park comprising an area of approximately 40 ha currently designated for employment uses. A range of floor space and job generation potential has been created for these sites. A 30% lot coverage ratio was applied to the net developable area available to determine how much floor space is available on each site. From that, a jobs per area of floor space ration (1 job per 83.6 m², of floor space) is applied to determine how many jobs could be located on site.

Approximately 1,389 jobs can be accommodated on the existing lands available in the municipality.

Table 17 - Employment Land Required

Criterion	Development Potential
Available Employment land-ha	38.71
Available Employment land-m ²	387100
Potential Developable Floor space*	116130
Total Jobs**	1,389
*@30% lot coverage	
**83.6 m ² per employee	

Source: Meridian Planning Consultants, Inc., 2008

There is more than sufficient employment designated vacant land within the urban boundaries of Walkerton to accommodate the projected growth and employment land needs for the municipality to the year 2026.

There is 40 ha currently available and only 23.8 ha is required.

Given that Walkerton may attract approximately 300-400 new jobs to the year 2026, no expansion to the urban area is required to acquire additional employment lands to accommodate the anticipated growth. Sufficient land has been designated in the Official Plan.

7.0 PROVINCIAL POLICY AFFECTING DEVELOPMENT

Since the preparation of the last Official Plan, the 2005 Provincial Policy Statement (PPS) has been released. The PPS provides policy direction of matters of provincial interest related to land use planning and development. Decisions made with respect to planning matters “shall be consistent with” the Provincial Policy Statement.

The Walkerton Community Official Plan will be updated to reflect the policy contained within the new PPS.

7.1 Provincial Policy Statement

The following Table 18 summarizes provisions that need to be considered in the Official Plan Update.

Table 18 - Provincial Policy Statement (2005)

Section	Policy Issue
1.1.3.2	The Provincial Policy Statement encourages municipalities to focus growth in settlement areas. The policy statement promotes land use patterns within settlement areas based on higher densities and a mix of land uses, which will use land and resources efficiently.
1.1.3.3	Planning authorities are expected to identify and promote opportunities for intensification and redevelopment taking into consideration existing building stock, including brown field areas and ensuring there is sufficient infrastructure and services to service the development.
1.1.3.5	The policy statement requires municipalities to establish and implement minimum targets for intensification and redevelopment within built-up areas. Targets for intensification and redevelopment are to be achieved prior to or concurrent with new development within designated growth areas.
1.1.3.7	New development, which is planned for designated growth areas, is to occur adjacent to existing built up areas and is to be compact and of a mix and density that ensures the efficient use of land, infrastructure and services.
1.4.1	A municipality is required to accommodate residential growth for a

	minimum of 10 years and maintain land with servicing capacity sufficient to provide at least a 3 year supply of residential units in draft approved and registered plans.
1.1.3.9	<p>A settlement area boundary adjustment can only occur as part of a comprehensive review of an Official Plan. The conditions under which this can be considered are the following:</p> <ul style="list-style-type: none"> a) sufficient opportunities for growth are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon; b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term and protect public health and safety; c) in prime agricultural areas; <ul style="list-style-type: none"> i. the lands do not comprise specialty crop areas; ii. there are no reasonable alternatives which avoid prime agricultural areas; and iii. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas; d) impacts from new or expanding settlement areas on agricultural operations which are adjacent to close to the settlement area are to be mitigated to the extent feasible.
1.1.3.9	In considering the expansion of a settlement area, consideration is to be given to the policies of Section 2 Wise Use and Management of Resource and Section 3 Protecting Public Health and Safety of the PPS. Boundary expansions are to be considered in light of natural heritage, water, agricultural mineral, cultural and archaeological resources.
2.3.5.1	Lands to be removed from prime agricultural areas must not comprise special crop areas. There must be a demonstrated need within the planning horizon for additional lands to be designated and there must be no reasonable alternative location, which avoid prime agricultural lands or lower priority agricultural lands.
3.0	Settlement expansions must also take into consideration directing development away from areas of natural or human-made hazards as they pose a risk to human health, safety and property.

Source: Provincial Policy Statement, 2005

8.0 MUNICIPAL PLANNING ISSUES

8.1 Land Use Designations in Official Plan/Constraints to development

There are several parcels of land within the urban settlement area that are designated residential but are currently vacant. These lands have been subject to draft approved residential plans of subdivision, 16 to 23 years ago, that have never been final approved. Total area of the parcels subject to these draft plans is approximately 53.8 ha.

There are natural constraints to developing the lands in this location. The lands are located north of the Saugeen River and are physically separated from the balance of the community of Walkerton. The Saugeen River and steep topography in this location effectively creates a natural barrier to the developed south of the river. Due to the steep topography, the lands are also not readily serviceable. Costs to extend servicing to this location would be significant, reducing opportunities to get affordable housing in the marketplace.

Based on an assessment of the CLI inventory, these lands exhibit potential for agriculture and are currently farmed. These lands could continue to be farmed if they were removed from the urban area settlement boundary.

For these reasons, it may be worthy of consideration to have these lands removed from the urban area settlement boundary and re-designated to an agriculture use. This suggestion was presented to the Municipality of Brockton previously in the consideration of proposed plans of subdivision outside the boundaries of the Walkerton Urban Area however, the Municipality of Brockton did not wish to remove existing draft approvals at the time.

The Municipality and the County did however impose new conditions of draft plan approval on the subdivisions that imposed a March 2009 lapsing date.

8.2 Number of Units permitted by Existing Approvals

There are number residential approved lots with the community that have had draft approvals dating back to the late 1980's and 1990's.

Table 19 summarizes the details of these plans.

Table 19- Summary of Draft Plans of Subdivision

File No.	Owner	Size (ha)	Lots/Units	Date of Draft Approval	Lapsing Date
41T-84001	Spitzig	14	79 sfd	Sept. 27, 1985	March 2009
41T-89008	Barry's Construction	8	63 sfd 12 multi	Sept. 10, 1991	March 2009
41T-89016	795472 Ont. Limited	26	170 sfd	Feb. 24, 1992	March 2009
41T-91001	Snyder Farms	15	94 sfd 44 final approved 12 remaining to be built	Nov. 10, 1993	
Total		63	362 sfd, 24 multi		

Source: Municipality of Brockton, 2008

There are approximately 362 lots available to the community with existing draft approvals. However there are inherent planning issues with respect to the development of the majority of these lots.

The Snyder plan of Subdivision has received final approval for most of the lots. There are 12 lots remaining to be built. These lands are relatively flat and development has proceeded for 82 of the lots. The lands are readily serviceable and current services extend to the westerly edge of the plan of subdivision.

The remaining three plans of subdivisions containing the remaining 312 lots have not proceeded to final approval despite having had draft approval in place for in excess of 16-23 years.

Servicing of the development has been an issue for the 795472 Ontario Ltd. development (170 sfd), as there is no municipal water or sewer currently available. In addition, the cost to service the development is expected to exceed \$500,000. At a potential uptake in the market of 20 units per year, this very high initial servicing cost is a deterrent to proceeding with development.

The Spitzig Development is in close proximity to the sewage treatment facility therefore the issue of servicing would not appear to be the primary deterrent to proceeding to final approval.

The Barry's Construction draft approved plan of subdivision has not proceeded to final approval. The lands have similar servicing issues plus major topographical constraints that make construction of a municipal roadway very expensive.

There is a public interest in maintaining a readily available supply of affordable residential housing to meet the changing demographics of the community. With the household size declining and the number of small households increasing, there is a

need for a range of dwelling types including rental accommodation and multiple units. Housing providers need to be able to provide this type of housing to better meet the community's housing needs.

In addition to a range in mix and affordability there is a need for readily available lots. There are limited lots available in the community, which does not provide competitive opportunities for homeowners looking for options. Currently it is believed that there is little housing variety and availability in Walkerton. Households are looking elsewhere including Hanover, Chesley and Paisley to meet their housing needs. Opportunities for housing must be available for residents of the community of Walkerton.

8.3 Further Residential Interest

There are currently two proposed subdivision plans for lands adjacent but outside of the urban settlement area. Mr. Pitt has proposed a plan of subdivision on lands at the southern limit of the municipality. The lands are designated Prime Agriculture in the Bruce County Official Plan and are zoned A2-Restricted Agriculture in the former Township of Brant Zoning by-law.

Mr. Snyder is proposing development on lands at the westerly edge of the urban settlement area of Walkerton. The development would extend and complement the existing approved plan of subdivision to the east within the urban area boundary.

The County of Bruce Planning Department has taken the position that they may be able to support a development proposal for lands outside the municipal urban settlement area if the Municipality were to delete/remove similar lands from within the urban settlement boundary in another part of Walkerton. This would result in no net loss or gain in the residential land inventory.

8.4 Land Exchange

The Community of Walkerton is undertaking an Official Plan Review which satisfies the requirements of the Provincial Policy Statement for consideration of a settlement area boundary adjustment.

It has been determined that there is the potential for a population growth of 1,000 persons for the Community of Walkerton to the year 2026. During this period there will be a need for approximately 561 residential dwelling units, 112 of which will be developed through infilling and intensification.

The 449 new residential units will require an approximate land area of 30.7 ha.

Currently, of the approximate 62 ha of vacant residential designated land in the municipality, approximately 38.4 ha is subject to major servicing constraints.

These lands are considered to be class 1-3 prime agricultural land and are currently farmed and are located north of the Saugeen River.

There are lands immediately adjacent to and outside the municipal boundary that have servicing available and are in close proximity to other infrastructure and public

service facilities. The lands to the west and south of the current urban settlement boundary are class 1-3 agricultural land and are actively farmed. There are however, no specialty crops areas in the location.

Under the PPS for any urban area expansion to occur there must be no reasonable alternative within the current boundary or outside the boundary that does not impact agricultural lands, that is also contiguous to existing residential development and serviceable.

There are no reasonable alternatives for new residential development adjacent to the urban settlement area of Walkerton on lower priority agricultural lands as all agricultural lands surrounding Walkerton are primarily Classes 1-3.

In considering the expansion of a settlement area, it may be possible to consider a land exchange of those lands not suited in the urban boundary for those lands immediately adjacent to the boundary.

Given the potential locations available, it would be reasonable to consider 17 ha west of the community of Walkerton which would link with the existing Snyder subdivision and 22 ha in the south end adjacent to the elementary school and cemetery. These lands would be equivalent in land area to the lands proposed to be removed from the urban boundary. It would also be appropriate to bring the school and cemetery into this urban boundary. These areas are shown on Figure 1.

If an expansion of the settlement boundary is to occur west and south of the municipality, the municipality will seek to ensure that the location of any residential uses are mitigated to the extent feasible. Further any boundary expansion must take into consideration the natural heritage, water, agricultural mineral, cultural and archaeological resources on site prior to development. Studies would be required to ensure that residential development would be feasible.

There is a demonstrated need for land appropriate for residential development. A land exchange alternative, which results in no net loss to agricultural lands, provides the opportunity to permit Walkerton to grow in a timely manner.

An adjustment to the settlement boundary of Walkerton would require a County Official Plan Amendment.

8.5 Permitted Densities of Official Plan

Currently the Official Plan for the Community of Walkerton permits the following residential densities.

Table 20 - Official Plan Residential Land Use Densities

	Low	Medium	High
Density	12-25 upnh	Max. 35 upnh	Max. 86 uph

Source: Walkerton Community Official Plan, 2001

The densities as contained in the Official Plan potentially provide for very high residential densities in the low, medium and high-density residential designated areas within the municipality. In many cases densities of this magnitude would be very difficult to achieve and would not be in character with existing development.

Currently there are no residential apartment buildings that exceed five stories in the municipality. With the high density of 86 uph there is the potential to have a residential dwelling in excess of five stories. This would pose a potential difficulty with respect to fire fighting capabilities of the Municipality, as there is no equipment capable to address fire protection beyond four stories.

With increased height, residential compatibility with adjacent neighbourhoods becomes an issue. Given the limited opportunity for infilling and redevelopment in the municipality there would be limited sites to consider this type of residential intensity. Generally high-density development is in close proximity to major arterials or is part of high density mixed use development in areas that are considered significant commercial nodes and corridors.

There is limited area to accommodate this type of development, and as a result it may be more realistic to consider lower densities for the medium and high-density residential designations for the community. It is suggested that a high density cap at 50 uph may be more appropriate for Walkerton and yet still achieve the increased density requirements encouraged by the PPS. An appropriate medium density would be 25 uph which could realistically be achieved in the community. Table 21 summaries the recommended residential densities.

Table 21 - Proposed Official Plan Residential Land Use Densities

	Low	Medium	High
Density	15 uph	25 uph	50 uph

Source: Meridian Planning Consultants Inc. 2008

8.6 Intensification and Infilling

The Provincial Policy Statement and Bruce County Official Plan requires that sufficient land shall be made available through intensification and redevelopment to meet projected needs for a time horizon of up to 20 years. A target of 20% for the amount of residential growth that could be accommodated through intensification and redevelopment has been suggested.

Based on a population growth of 1,000 and a projected housing need of 561, 20% would account for approximately 112 units.

There are several sites in the community that could accommodate the additional units.

The Bluewater District School Board has recently undertaken an Accommodation Review and have determined that the Walkerton District Public School is no longer

required for education purposes. If this site and structure were to be retrofitted the structure could potentially accommodate up to 30 residential units.

In 2004 there were two condominium apartment buildings constructed, each with 23 units. There is additional lands on site to accommodate an additional 46 units.

The balance of the residential infilling and intensification will occur on existing vacant residential lots and lots that have opportunity for redevelopment while maintaining the character of the community.

9.0 RECOMMENDATION

9.1 Redefining Urban Settlement Boundary

1. In order to accommodate new potential residential development to the year 2026, approximately 30.7 ha (75.8 ac.) of land is required in Walkerton.
2. There is approximately 62 ha of land that is currently designated within the urban settlement boundary that can satisfy this requirement but 38.4 ha of the lands are not easily or cost effectively serviceable.
3. There has been historically and currently development pressure to extend the urban settlement area to include lands for further residential development to the west and south of the current boundary. These lands are contiguous to existing residential development and are readily serviceable.
4. The County of Bruce has taken a position that it would in principle support a land exchange for lands that are not easily developed for lands that may be more readily developed to provide additional housing units in the community of Walkerton.
5. An assessment of Canada Land Inventory (CLI) information has shown that the lands within the urban settlement area are prime agricultural lands, and are currently being farmed and could realistically continue to be farmed if removed from the urban area settlement boundary.
6. Lands located to the west and the south of the community are currently considered through the Canadian Land Inventory (CLI) as class 1-3 lands and are currently farmed, similar to the lands noted above within the urban settlement boundary. These lands are not considered specialty crop areas.
7. Given the difficulty to develop and the historical inactivity of the existing residential plans of subdivision in the northern portion of the community it is recommended that an urban settlement boundary expansion be considered to accommodate readily serviceable residential development to the west (17 ha) and south of (22 ha) the existing boundary. (Figure 1)
8. The existing elementary school and cemetery at the southeasterly quadrant of the existing municipal boundary are currently outside the urban settlement

area. Consideration should be given to extending the urban settlement area to include the elementary school site and related facilities and the cemetery. (Figure 1)

9. The existing residential development located along Geeson Avenue to the southern limit of the existing and proposed settlement area boundary be brought in to the urban area boundary. (Figure 1)
10. The existing employment lands located to the west of the urban settlement area and the County or Bruce Works yard be brought in to the urban area boundary. (Figure 1)
11. No additional land is required to accommodate potential non-residential development to the year 2026. No urban settlement boundary expansion is required to meet employment land needs.
12. Given the area of employment lands available and the projected need to 2026 a development phasing plan could be included in the Official Plan to stage future development.

9.2 Policy Modification

13. Consider revising current residential density limits within the Official Plan to reflect the character of the community but still accommodate the intensification and infilling requirements under the PPS.