



# TOWNSHIP OF ESSA

## GROWTH STRATEGY

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October 2013  
File: 213003

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# TOWNSHIP OF ESSA GROWTH STRATEGY OCTOBER 2013

## 1.0 INTRODUCTION

The County's adopted Official Plan, November 2012, in Section 3.5 Settlements, Policies/Growth Management, Subsection 3.5.8 requires that:

*Local municipalities shall undertake Growth Management Studies or similar Strategic Planning to identify the hierarchy of settlements within the municipality and the allocation of population and employment among the identified settlements based on criteria including but not limited to:*

- *Type of sewage and water servicing available;*
- *Available capacity of said servicing;*
- *Density and intensification targets;*
- *Range and mix of uses within each settlement area;*
- *Settlement area role in providing services to a broader area.*

The goal is to establish complete communities with a diverse mix of land uses, a range and mix of housing type, high quality public open space and easy access to local stores and services. The Settlement identification and allocations are to be incorporated in the Township's Official Plan.

The development of a full scale Growth Management Study did not appear to be a reasonable requirement as, for the most part, the Township's Official Plan and both the County and Provincial policies have laid the foundation and direction of growth in the Township. Firstly, it is reasonable to assume that Angus, which is the only fully serviced Settlement Area, will be the Township's primary Settlement Area. This is suggested by the Township's Official Plan. Secondly, the County, through Table 1 in the adopted Official Plan sets out the population and employment allocations for the Township. The direction of growth to the Settlement Areas, intensification and density targets have also been established by Provincial Policy.

Thus, it is decided that, in consultation with the County, a full scale Growth Management Study was not necessary. As an alternative, a Growth Strategy which would assess the development potential of the Township's Settlement Areas in terms of such matters as population and employment allocations, land availability, density and intensification targets, future direction of growth, etc.

This report is comprised of the following Sections:

- a) Section 2 of this strategy addresses Provincial Policy as expressed through the Provincial Policy Statement and Places to Grow detailing the policies which are applicable to development and growth within the Township.

- b) Section 3 provides a review of the policy framework set out in the County Official Plan detailing the policies which are applicable to development and growth within the Township.
- c) Section 4 reviews the applicable policies within the Township of Essa Official Plan respecting growth and development.
- d) Section 5 assesses the implication of the Provincial, County and Township Policies as they affect development and growth within the Township.
- e) Section 6 incorporates a profile for the Township's Settlement Areas comprised of:

Angus	Ivy
Thornton	Utopia
Baxter	Colwell

The profile includes but is not limited to:

- 1) The existing development and mix of uses within each community.
- 2) The vacant lands within each community and their land use potential.
- 3) The vacant lands in each community on which development approvals have been given.
- 4) The existing and projected population of each community and the Township.
- 5) Servicing which exists in each community and available capacities.
- 6) Types of employment, location, etc. in each community.
- 7) Types and location of housing in each community.
- 8) Types and location of community services and Public Open Space in each community.
- 9) An assessment of each community in terms of a complete community.

The Settlement Area Boundary for the purposes of this Study will be as shown on Schedule 5.1 of the County Official Plan.

- f) Section 7 assesses the information from the Settlement Area profiles and establishes policy direction for the Township based on the policy regime established by Provincial and County policies. Development of policies which can be incorporated into the Township's Official Plan form part of this Section.

## **2.0 PROVINCIAL POLICY**

### **2.1 Places to Grow**

Places to Grow, the Growth Plan for the Greater Golden Horseshoe was approved by the Lieutenant Governor and took effect on June 10, 2006. The Growth Plan establishes a framework for the implementation of the Ontario Government's vision for building stronger prosperous communities by managing growth throughout the region to 2031. The Plan is intended to

guide decisions on a wide range of issues ranging through transportation, infrastructure planning, land use planning, urban form, housing, natural heritage and resource protection. Key policy directions include:

- The direction of growth to built-up areas where capacity exists to accommodate expected population and employment growth;
- The establishment of settlement area boundaries and strict criteria for settlement area boundary expansion;
- The promotion of transit supportive densities and healthy mix of residential and employment land uses;
- Planning for community infrastructure to support growth;
- The assurance of sustainable water and wastewater services to support growth;
- The identification of natural systems and prime agricultural land;
- The protection and conservation of water energy, air and cultural heritage.

Section 6 of the Growth Plan established that the Simcoe Sub-Area was incorporated into the Growth Plan through Amendment No. 1 which took effect on January 19, 2012. Specifically, the growth forecasts for the Township of Essa set out in Section 7 provides for:

- 1) A population of 21,500 persons by 2031.
- 2) An employment level of 9,000 persons by 2013.

A Primary Settlement Area was not designated within the Township and, thus, Settlement Area designations and policies applicable to the Township are to be regulated through the County of Simcoe Official Plan.

The Provincial Policy Statement which provides overall direction on matters of Provincial interest related to land use and development applies to the Greater Golden Horseshoe.

## **2.2 Provincial Policy Statement 2005**

The Provincial Policy Statement provides direction on matters of Provincial interest related to land use planning and development to create an effective and efficient land use planning system. The overall focus is to:

- Direct growth to settlement areas;
- Provide an appropriate mix of housing, employment and public transportation;
- Create strong, healthy, liveable, complete communities;
- Provide for the wise use and management of natural heritage, water, agriculture, mineral resources, cultural heritage.

Specific key policies related to growth are set out as follows:

- a) Settlement areas are to be the focus of growth.

- b) Land use patterns within a settlement area are based on the efficient use of land and infrastructure.
- c) Development within settlement areas through redevelopment and intensification meeting certain minimum targets.
- d) Development of phasing policies and the orderly progression of growth.
- e) New development is to be adjacent to the built up area, compact in form with a mix of uses and densities and efficient use of infrastructure and public service facilities.
- f) A range and mix of housing is to be provided to accommodate residential growth for a minimum of 10 years through intensification, redevelopment and designated lands maintaining a 3 year supply.

Planning policies are to be developed which will ensure an orderly progression of development within a settlement area providing appropriate infrastructure, public facilities and housing to meet the projected and current needs of the municipality. Protection to prime agricultural lands, natural heritage features, etc. is to be provided through planning policies.

### **3.0 COUNTY OF SIMCOE OFFICIAL PLAN**

The County of Simcoe Official Plan was adopted by County Council on November 25, 2008. The Official Plan was circulated to the appropriate agencies and others and subsequently referred to the Ontario Municipal Board. The document has been modified by the County to incorporate policies established by Provincial legislation in such documents as the Growth Plan and Lake Simcoe Protection Plan. This updated version of the County Official Plan was adopted by the County on January 22, 2013. A pre-hearing on the County Official Plan was held on March 5, 2013. It should be noted that the Official Plan for the County must conform with Provincial Policy.

The County Official Plan sets out policy direction for the member municipalities within the County. Specifically, with respect to the Growth Management Strategy:

- a) Direction of growth and development is to serviced settlement areas.
- b) The management of resource-based development including agriculture, forestry, aggregate, tourism and recreation.
- c) Protection and enhancement of the County’s natural heritage system and cultural features and heritage resources.
- d) The development of complete communities with diversified economic functions and opportunities and a diverse range of housing options.

Settlement Areas within the Township of Essa, set out in Part 5, include:

Angus	Thornton
Baxter	Utopia
Colwell	Ivy

The County Official Plan has incorporated the numbers from Schedule 7 of the Growth Plan in Table 1 Projection by Municipality for 2031. Thus, the projections for the Township of Essa are as follows:

Population: 2006 - 17,600 persons    Employment: 2006 - 7,700 jobs  
Population: 2031 - 21,500 persons    Employment: 2031 - 9,000 jobs

The County growth management framework requires that:

- a) Development is to be directed to settlement areas.
- b) A portion of new growth will be through intensification.
- c) The majority of growth will be directed to settlement areas with full municipal water and municipal sewage services.
- d) Limited growth will be permitted in settlement areas without full municipal services.
- e) Employment areas are identified, planned for, protected and preserved.
- f) Municipalities will provide for:
  - A mix of land uses based on a settlement hierarchy and role of each settlement area;
  - Enhanced transportation opportunities for pedestrian and cyclists;
  - A variety of housing types;
  - Phasing and other strategies to ensure logical and orderly progress of development in settlement areas.
- g) Development including lot creation is restricted outside of settlement areas.

The phasing of development within settlement areas should be directed to areas abutting or contiguous to the existing Built Boundary where services are available. Additionally, consideration is to be given to infill and intensification opportunities that utilize existing infrastructure and public services facilities.

In order to achieve compact communities, density and intensification targets have been established. The density target is a combination of population and jobs per hectare. For the Township of Essa, this density target is established at not less than 32 persons and jobs per hectare. Intensification targets are established for development in serviced settlement areas within the defined Built Boundary. The Built Boundary was established by the Province of Ontario and the County of Simcoe and within the Township of Essa applies to a defined area within the Angus Settlement Area. Intensification is the development of a property, site or area at a higher density than currently exists. The intensification target within the Township represents 20% of all new residential development occurring annually starting in 2015.

#### **4.0 TOWNSHIP OF ESSA OFFICIAL PLAN**

The Township of Essa's Official Plan, approved July 2001, sets out the existing approved planning policies which provide a framework to guide growth and development within the Township. Two basic principles of the Plan are to direct growth to established serviced Settlement Areas and to maintain the rural agricultural character and quality of life within the Township. While it is the

intention of this Plan to preserve the rural character and agricultural lands, urban development is to be directed primarily to the Angus area where it can be serviced with full municipal services. Lower density urban development may be provided within Thornton and Baxter. A municipal water system exists in these Settlement Areas which may have the potential for expansion. Limited development may be permitted at a scale and nature compatible with the existing form of development in the communities of Utopia, Colwell and Ivy.

The development objectives of this Plan are:

- To direct major development to Settlement Areas;
- To ensure a reasonable supply of land for residential and other land uses to meet the needs of the Township;
- To provide an adequate supply and diversity of housing type;
- To encourage innovative forms of development which provide the integration of various density forms and match open space areas;
- To assess the impacts of new development on the form, functions and aesthetic quality of the natural and cultural environment.

The population of the Township based on the 1999 Development Charges Study, excluding Base Borden, was determined to be 13,022 persons. This was projected to increase to 18,590 persons by 2016. Development proposals, with Council approval, could increase this number to 19,200 persons with development outside of Angus achieving a population of 22,000. Sufficient lands have been designated to accommodate this population with the majority of the growth being directed to the Settlement Area of Angus, Thornton and Baxter.

## **5.0 POLICY IMPLICATIONS**

The Township's Official Plan, approved in July 2001, set policy:

- To direct growth to established serviced Settlement Areas;
- To ensure a reasonable supply of land to meet Township needs;
- To provide an adequate supply and diversity of housing types;
- To encourage innovative forms of development which would integrate various density forms with natural open space areas.

These policies, basically provided a foundation for the more detailed policies that have been established in Provincial policy (Places to Grow and the Provincial Policy Statement) and in the County of Simcoe Official Plan.

The implications to the Township from the Provincial and County directives are set out as follows:

- (1) The Township is to accommodate a population of 21,500 persons by 2031.
- (2) The Township is to achieve employment to accommodate 9,000 persons by 2031.
- (3) Growth within the Township is to be directed to serviced Settlement Areas which are considered as complete communities which provide:

- Municipal water and sewage services;
  - An appropriate mix of residential and employment uses;
  - Supportive community infrastructure.
- (4) The Township is to assess the Settlement Areas within the Township, Angus, Thornton, Baxter, Ivy, Utopia and Colwell and establish a hierarchy based on a complete community.
  - (5) The Township within Settlement Areas is to provide a variety of housing types and to provide transportation alternatives for pedestrian and cyclists.
  - (6) The Township shall employ phasing and other strategies to ensure a logical, orderly progression of development adjacent to built-up area. The built-up area refers to all lands within the Built Boundary which limits the developed urban area as defined by the Minister of Energy and Infrastructure in accordance with the Growth Plan for the Greater Golden Horseshoe, 2006.
  - (7) The Township is to achieve 20% of its yearly development through redevelopment and intensification within the built-up area beginning in 2015.
  - (8) Development within the Township is to meet a density target of 32 persons and jobs (employment) per hectare.

## **6.0 HIERARCHY OF SETTLEMENTS**

Settlement Areas are intended to be the focus of growth in municipalities. The significance of focusing growth to Settlement Areas is that:

- They serve as a focus for private and public services;
- With the achievement of higher densities, the servicing of lands is more efficient;
- They provide opportunities to live, work, shop and recreate in the same community;
- By directing growth to Settlement Areas, it provides opportunities to conserve resource lands, environmentally significant areas, and the rural character of the municipality.

Upper Tier policy requires the establishment of a hierarchy of the Settlements within the Township. The goal is to develop complete communities by focusing growth to Settlements which promote:

- A diverse mix of land uses;
- A range and mix of employment;
- A range and mix of housing type;
- A convenient range and mix of commercial uses and community services;
- Municipal sewage and water services;
- High quality public open space.

The Township's designated Settlement Areas are identified as:

- i. Colwell
- ii. Utopia
- iii. Ivy

- iv. Baxter
- v. Thornton
- vi. Angus

These communities will be assessed and categorized as a tertiary, secondary or primary Settlement Area. A tertiary Settlement Area is primarily residential in nature and is serviced with private water and sewage services. These Settlements have limited commercial and community facilities and the potential for further growth is non-existent.

A secondary Settlement Area, while residential in nature, provides a higher level of commercial and community services. Since employment opportunities exist and servicing generally with municipal water and private sewage services, limited opportunities exist for future growth.

A primary Settlement Area is considered to be a complete community providing full municipal services and a full range and mix of services and facilities to meet the needs of its residents.

The boundaries of the Settlement Areas in the Township have been established through the County of Simcoe planning process and the proposed growth to 2031 is to be directed to these Settlement Areas based on the availability of land to accommodate growth and municipal servicing capacities.

The assessment of each community is provided as follows:

(1) Colwell

- a. Existing Development:
  - Residential - 112 dwelling units
  - Commercial - NIL
  - Industrial - NIL
- b. Vacant Lands - 4 lots designated as follows:
  - residential
  - rural
  - aggregate potential
- c. Population
 

(based on 3	-	Existing	336 persons
persons per unit)	-	Projected	348 persons
- d. Servicing - Private services
- e. Employment Opportunities - Home occupation – dog kennels

- f. Housing Type - Single dwelling units
- g. Community Services - Hydro transmission lines
- h. Open Space - County Forest

The Settlement Area of Colwell functions solely as a residential development area on private services. Commercial and community facilities do not exist within the community and the development potential is limited to 4 vacant lots. Colwell is considered to be fully developed and is defined as a tertiary Settlement Area.

(2) Utopia

a. Existing Development:

- Residential - 45 dwelling units
- Commercial - NIL
- Industrial - NIL

b. Vacant Lands - NIL

- c. Population (based on 3 persons per unit) - Existing 135 persons  
Projected 135 persons

d. Servicing - Private services

e. Employment Opportunities - Home occupation – yoga classes

f. Housing Type - Single dwelling units

g. Community Services - Church – Utopia United

h. Open Space - Utopia Conservation Area  
Stormwater Management Area

The Settlement Area of Utopia functions solely as a residential development area on private services. Commercial facilities do not exist within the Settlement Area and employment opportunities are limited to one home occupation. That being stated, it is worthy to mention that the historic Gristmill of Utopia, lying immediately adjacent to the residential component of Utopia to

the south, in the Conservation Area referenced above, plays an important role in the Township by providing a means for residents to connect to their agricultural and community heritage, and as such, it should be developed further to provide an educational venue with a tourism and cultural element, possibly providing future employment. A church, Utopia United, serves residents in the community. Additionally in the surrounding area, the Anglican Church, St. George's Anglican, Utopia Hall and parkland block provide additional facilities for the residents of Utopia, as well as surrounding area. Development potential does not exist within the community as vacant lands do not exist. This community is considered to be a tertiary Settlement Area.

(3) Ivy

a. Existing Development:

- Residential - 38 dwelling units
- Commercial - Single dwelling unit with a commercial use – Red Snapper Fencers
- Industrial - Auto Body Shop/Feed Mill

b. Vacant Lands - 1 residential lot

- c. Population
- |                   |   |           |             |
|-------------------|---|-----------|-------------|
| (based on 3       | - | Existing  | 114 persons |
| persons per unit) | - | Projected | 120 persons |

d. Servicing - Private services

- e. Employment Opportunities
- Auto Body Shop
  - Home occupation – dog kennels
  - Feed Mill – 40 employees
  - Commercial use

f. Housing Type - Single dwelling units

- g. Community Services
- Orange Hall/Ivy Community Centre
  - Ivy Presbyterian Church

h. Open Space

- Orange Hall and Park
- Baseball Diamond

While the Settlement Area of Ivy functions primarily as a residential development area on private services, employment opportunities do exist within the community.

The Feed Mill, Auto Body Shop, commercial dwelling and home occupation provide these opportunities. Community facilities are provided by the Orange Hall, Ivy Presbyterian Church, park and ball diamond. Also St. John's Anglican Church exists immediately adjacent to the Settlement Area boundary to the south. With vacant lands limited to one lot in the community, future development is non-existent. This coupled with private services and limited facilities, establishes this community as a tertiary Settlement Area.

(4) Baxter

a. Existing Development:

- Residential - 118 residential dwellings
- Commercial - 2 lots
  - Antique, curio shop
  - Flower, jewellery & gift shop
- Industrial - NIL

b. Vacant Lands - NIL

c. Development Approvals - 250 units – draft approved development – Marshall under File ET0602.

d. Population (based on 3 persons per unit)

- Existing 354 persons
- Projected 1104 persons

e. Servicing - The existing development is serviced with a municipal water system and private wells. Sanitary services are provided by private septic systems. The proposed development is to be serviced with municipal water and sewers from Angus.

f. Employment Opportunities - 2 commercial properties  
- Baxter Central School

g. Housing Type - Single dwelling units

h. Community Services - Light House Baptist Church  
- Living Faith Presbyterian Church  
- Baxter Central School

i. Open Space - Parkland

The Settlement Area of Baxter functions primarily as a residential community with an elementary school servicing the rural area. Commercial and employment opportunities are minimal. Municipal water is available for an equivalent population of 177 persons of which 149 are presently (2009) serviced leaving a residual capacity of 28 persons. Future development will be serviced with municipal water and sewers. Beyond the development of the Marshall subdivision, further development of Baxter is not anticipated.

With the opportunity for future but limited development, we consider this a secondary Settlement Area.

(5) Thornton

a. Existing Development:

Residential	-	520 residential dwellings
Commercial	-	13
Industrial	-	NIL

b. Vacant Lands - 5 residential and 1 commercial lot

c. Development Approvals - 17 lot draft approved development known as Sardelis under File ET0502 with municipal water

d. Population (based on 3 persons per unit)	-	Existing	1560 persons
	-	Projected	1626 persons

e. Servicing - The community of Thornton is basically fully serviced with municipal water. Sanitary services are provided by private service systems.

f. Employment Opportunities - Employment opportunities are provided through the commercial uses in the community

g. Housing Type - Single dwelling units.

h. Community Services - The Settlement Area provides 3 churches, an arena, library and fire hall.

i. Open Space - Parkland adjacent to the arena with a baseball diamond and ball hockey arena and outdoor hockey pad and toboggan hill. A soccer pitch

is located in the southern end of the community as well as parkland and stormwater management areas for the subdivisions. The Thornton-Cookstown Trans-Canada Trail passes through Thornton.

The Settlement Area of Thornton is the second largest community in the Township. The community is serviced with municipal water. The Settlement Area contains two commercial areas, Thornton Crossing Plaza and the area around County Road 27 and 21. Uses such as restaurants, variety store, LCBO, gift shops, etc. serve the population. With the exception of 9 accessory dwelling units, the housing type is single detached dwellings. Several home occupations appear to exist.

The Thornton Settlement Area, with the exception of the 17 lot Sardelis development, is fully developed. Thus, further development is unlikely. Thornton is considered to be a secondary Settlement Area.

(6) Angus

a. Existing Development:

Residential - The existing number of dwellings is considered to be 3148 based on the number of water meters.

Commercial - Angus is the major commercial centre in the Township, providing higher level commercial uses to the residents of Angus and the Township.

Industrial - Industrial uses have not located in Angus.

b. Vacant Lands - Within the residentially developed lands, limited individual vacant lots exist. Larger vacant parcels of land exist within the Settlement Area which are subject to various types of development approvals.

c. Population - Existing number of persons within Angus is estimated to be 9,444 persons. The overall population for the Township based on the 2011 census is 18,505 persons; however, this includes population numbers from Base Borden and the Township as a whole.

d. Development Approvals and - The charts below addresses the development potential for the community of Angus through

Future Population

registered plans, draft plan development applications and development potential inside and outside the Built Boundary. The number of different dwelling types is recorded (i.e. singles, semis, row housing). All proposed development is to be serviced with municipal water and sewers.

**Development Approvals, Applications, Etc, as of 2013.**

1. Within the Built Boundary of Angus

<b>Type of Application &amp; File No.</b>	<b>Development Name</b>	<b>Dwellings</b>			<b>Total</b>
		<b>Single</b>	<b>Semi</b>	<b>Row</b>	
Registered Plan ET96006	Riverview Phase 1	39	56	13	108 <sup>(1)</sup>
Registered Plan ET96006	Riverview Phase 2	137	60	53	250 <sup>(2)</sup>
Draft Approved ET0603	ATF	---	---	95	95
Application	Stonemount Block 13	---	---	20	20
Development No Application	36 Mill Street	7	---	---	7
<b>Totals</b>		<b>183</b>	<b>116</b>	<b>181</b>	<b>480</b>

<sup>(1)</sup> **Under construction/built 88 units**

<sup>(2)</sup> **Under construction/built 92 units**

**Total 180 units**

2. Outside the Built Boundary but in the Angus Settlement Area

<b>Type of Application &amp; File No.</b>	<b>Development Name</b>	<b>Dwellings</b>			<b>Total</b>
		<b>Single</b>	<b>Semi</b>	<b>Row</b>	
Registered Plan E0401	Brownley Meadows	210	110	56	376 <sup>(1)</sup>
Draft Approved 43T91011	Stonemount	108	70	---	178
Draft Approved ET0503	Queensgate	163	---	---	163
Draft Approved 43T94007	Victoria Village	68	70	39	177
Draft Approved ET0701	Brownley Meadows Phase 2	90	114	40	244
Application	Maple Lane	---	---	41	41
Application	Stonemount Block 12	2	40	---	42
Development No Application	21 Vernon	21	---	---	21
	24 Vernon	135	---	---	135
	6477 Brown's Line	45	---	---	45
	8291 Fourth Line	90	---	---	90
	2 Alma Street	24	---	---	24
	Stonemount BL124	33	---	---	33
	Stonemount Phase 5	---	---	20	20
	8928 5 <sup>th</sup> Line	75	---	---	75
	35 Centre Street	30	---	---	30
	325 Centre Street	90	---	---	90
<b>Totals</b>		<b>1184</b>	<b>404</b>	<b>196</b>	<b>1784</b>

<sup>(1)</sup> **Under construction/built 351 units**

### 3. Overall Totals Affecting Angus

	<b>Dwellings</b>			<b>Minus Under Construction/ Built</b>	<b>Total</b>
	<b>Single</b>	<b>Semi</b>	<b>Row</b>		
Within Built Boundary	183	116	181	180	300
Outside Built Boundary	1184	404	196	351	1433
Totals	1367	520	377	531	1733

Therefore, the total number of proposed residential units within Angus (from 2013) is 1733 units providing a proposed population of 5,199 persons.

This combined with the existing population of the Angus Settlement Area would result in an overall population of 14,643 persons for Angus.

- e. Servicing - The Settlement Area of Angus is serviced with municipal water and sewer services and we understand has sufficient capacity to service the proposed residential units.
- f. Housing Type - The community of Angus provides all housing types including single detached dwellings, semi-detached duplex, row housing and low rise apartments.
- g. Employment - Employment opportunities exist through commercial, community services (schools, municipal facilities) and home occupations. Employment opportunities exist which are associated with Canadian Forces Base Borden.
- h. Community Services - The residents of Angus are serviced with a variety of community services.
- i. Open Space - The residents of Angus are well served by Open Space lands.

The Angus Settlement Area is considered to be a complete community providing a mix of housing type, community services, institutional services, a mix of commercial and employment uses. The Angus Settlement Area is serviced with municipal water and sewage services which have the capacity to accommodate future growth. Thus, the Angus Settlement Area is considered the Township's primary Settlement Area to which growth will be directed.

## 7.0 GROWTH STRATEGY

The Township's projected overall population is expected to equal 23,255 persons. This is based on the following:

1. The Township's 2011 census numbers list the Township population which includes population counts for Canadian Forces Base Borden at: 18,505 persons
2. Information from Canadian Forces Base Borden Housing Office indicated that 1,322 persons resided on the Base in 2011 resulting in a Township population of: 17,183 persons
3. The potential increase in new development within the Township and its Settlement Areas equals (taken from the Township's Land Budget less what constructed prior to 2011): 6,072 persons
4. The total population for the Township could equal: 23,255 persons

This would exceed that projected for the Township in Table 1 of the County of Simcoe Official Plan which projects a population of 21,500 persons by 2031. Thus, if development proceeds as projected, Township growth will exceed the population ceiling established by the County. This is not considered a concern, however, as the majority of the undeveloped registered and draft plans received approval prior to 2006 and, thus, are grandfathered under the Transition Regulations of Places to Grow.

In other words, for the Township to reach the population ceiling established in the County of Simcoe Official Plan of 21,500 persons, a population of 4,317 persons would be required above the existing 2011 census of 17,183 persons. Between 2006 and 2011, the Township growth equaled 107 units or 320 persons per year. Assuming the Township continues to grow at this rate, the Township would exceed the population ceiling on or before 2025. This, however, will likely not be an issue as many units are grandfathered under the Places to Grow, Transition Regulations. That is, the existing approvals issued prior to the Places to Grow legislation will be permitted. What may be impacted, however, is future applications including those proposed for lands outside of a Settlement Area boundary. The population resulting from applications already in progress will get added to the Township's population statistics and the Municipality will not be able to approve new plans which will lead to an excess of 21,500 persons unless otherwise permitted by Provincial legislation. It is recognized that certain Transition provisions would permit the Municipality to exceed the 2031 target before that time frame.

The Settlement Area of Angus is considered to be the Township's primary Settlement Area to which major development will be directed. Minor development is expected to occur in other Settlement Areas or developments such as:

- development in Thornton
- development in Baxter

- infilling in Utopia, Colwell and Ivy

Assuming that the Township's past growth rate continues, it is suggested that an Official Plan review occur in 2020 to determine whether or not the Settlement Area boundary of Angus should be expanded to accommodate growth.

As a result of our review, the growth strategy for the Township is set out as follows:

1. The Angus Settlement Area is considered to be a complete community. A fully serviced community, Angus provides a range and mix of housing, employment opportunities, community services and facilities, a range of commercial services and open space system, all benefiting the residents of Angus and the Township. The majority of future growth is to be directed to the Angus Settlement Area.
2. The priority area for growth in the Angus Settlement Area shall be lands within the Built Boundary. Within the Built Boundary, Council shall encourage the re-development and intensification of lands and will as far as possible and within their legislative powers, fast track applications which meet the goals and objectives of the Township. Consideration is to be given to the development:
  - being compatible and connected to adjacent lands;
  - being adequately serviced with municipal water and sewer;
  - being compatible with the natural environment and lands subject to environmental constraints;
  - incorporating active transportation facilities including trails, cycling facilities and the separation of pedestrian and vehicular routes;
  - providing a mix of housing;
  - providing a mix of uses.
3. While the Built Boundary is considered to be the priority area for growth, development on those lands outside the Built Boundary but falling within the Settlement Area boundary may proceed providing they can be serviced with municipal sewer and water, are under application or are designated for growth.

Development opportunities within the Angus Settlement Area can accommodate Township growth at a minimum for the next 10 years. In order to ensure that the Township continues to maintain an adequate supply of lands for growth, it is recommended that the Township re-assess the growth strategy prior to 2023. In the interim, it is not the intention of Council to extend the Settlement Area boundary of the Angus community or to redesignate additional lands for residential purposes. An exception to this may be for commercial and industrial uses. The Growth Strategy however may be reviewed at any time on direction of Council if it is noticed that there is a reason to do so following the annual updates to the Land Budget.

Attached hereto is a proposed updated Official Plan Policy for Section 5 GROWTH MANAGEMENT STRATEGY.

## “SECTION 5 – GROWTH MANAGEMENT STRATEGY

The Growth Plan for the Greater Golden Horseshoe, of which the Township of Essa forms a part, is a framework for implementing the Government of Ontario’s vision for building stronger, prosperous communities by managing growth to 2031. The Plan is to guide decisions on a wide range of issues including transportation, infrastructure planning, land use planning, urban form, housing, natural heritage and resource protection. The Growth Plan sets out policy directive to:

- direct growth to built up areas (Settlement Areas)
- promote transit supportive densities
- preserve employment areas
- identify and support transportation networks
- plan for community infrastructure
- ensure sustainable water and wastewater services
- identify natural systems and prime agricultural areas
- support the protection and conservation of water, energy, air and cultural heritage.

The Growth Plan addresses the above through a series of policies, forecasts for population increases, and employment and targets for increased densities and intensification. The Growth Plan specifically sets population and employment forecasts for the County of Simcoe to the year 2031.

The County of Simcoe’s responsibility under the Growth Plan is to implement the policy direction and forecasts. In doing so, the County has allocated population and employment targets to its municipal jurisdictions and has established a detailed policy framework within the Official Plan. Municipal Official Plans are required to conform to the forecasts and policies of the County. Local Official Plans specifically shall:

1. Establish planning strategies and policies which are consistent with all applicable Provincial policies and which implement and are in conformity with the County Official Plan.
2. Map the built boundaries of Settlement Areas and designate Settlement Areas as primary, secondary and tertiary.
3. Include minimum density and intensification targets.
4. Show the location of flood plains, hazard lands, etc.
5. Include policies that provide an opportunity for a range of housing types, densities and affordable housing targets.
6. Contain policies and maps which protect the County Greenland designation and local natural heritage systems.
7. Contain cultural heritage policies.
8. Contain policy to address mineral aggregate resources.
9. Identify Waste Disposal sites including D4 Assessment Areas.

The 2011 census population for the Township of 18,505 persons included 1,322 persons residing within Canadian Forces Base Borden. This then results in a 2011 population for the Township of 17,183 persons. Under Places to Grow and the County Official Plan, the Township population is to increase to 21,500 persons by 2031. Similarly, employment is to increase to 9,000 jobs by 2031.

The Township's land budget addresses residential, commercial and industrial land supply. Residentially through existing registered plans, draft approved plans, proposed development and infilling, an additional 6,072 persons could be accommodated providing an overall population of 23,255 persons. This could be achieved at the earliest, based on the Township's yearly historical growth, by 2025 well in advance and in excess of that proposed by the County of Simcoe Official Plan for 2031. This, however, is not a serious drawback as the majority of this growth is considered to be grandfathered under Places to Grow.

With respect to commercial land availability, the Settlement Area of Angus contains approximately 17 hectares of serviced commercial lands of which 8.4 hectares are presently occupied. An additional 1.6 hectares which is partially occupied is available in Thornton. The development of lands within the commercial core is restricted by size and properties and ownership. It is proposed that some additional commercial lands in Angus will be required to maintain an appropriate supply of land.

With respect to industrial lands, the Township has three existing designated areas. These are described as follows:

- (a) Angus Industrial – 35 hectare parcel of fully serviced vacant land in the southern part of Angus with access to County Road 10.
- (b) Baxter Industrial – 40 hectare parcel of vacant un-serviced industrial land to the southwest of the Baxter Settlement Area with access to County Road 10 and the Canadian Pacific Railway.
- (c) Utopia Industrial – located at the intersection of County Roads 90 and 56, and adjacent to the Barrie Collingwood Railway and Canadian Pacific Railway, two parcels of land are vacant and comprise approximately 53 hectares. These lands are un-serviced.

While the Township presently has 128 hectares available, only 35 hectares are serviced and it is the intention of Council to add an additional 72 hectares of serviced industrial land.

The Township of Essa has six recognized Settlement Areas within its boundaries. Angus is considered as a Primary Settlement Area as it can be described as a complete community providing a range and mix of uses serviced with full municipal services. Angus will serve as the Township's major growth centre and development will be directed to this community. Secondary Settlement Areas are communities which have partial services and are considered as rural service centres with some opportunity for growth. Both Baxter and Thornton fall within this category. Baxter which is serviced with municipal water and is a residential enclave with limited commercial facilities, a school and community facilities. Future development within Baxter will provide an opportunity for a municipal sewage system. Thornton while providing limited growth potential, functions as a rural service centre, is serviced with municipal water and provides commercial and community opportunities.

The communities of Colwell, Utopia and Ivy are primarily residential clusters on private services and are considered to be Tertiary Settlement Areas. Development within these communities is limited to infilling.

Growth, within the Township, with the exception of the development in Baxter and Thornton, will be directed to the Settlement Area of Angus which provides a range and mix of housing, employment opportunities, community services and facilities, a range of commercial services and an open space system all benefitting the residents of Angus and the Township.

The priority area for growth in the Angus Settlement Area shall be lands within the Built Boundary. Within the Built Boundary, Council shall encourage the re-development and intensification of lands and will as far as possible and within their legislative powers, fast track applications which meet the goals and objectives of the Township. Consideration is to be given to the development:

- being compatible and connected to adjacent lands;
- being adequately serviced with municipal water and sewer;
- being compatible with the natural environment;
- incorporating active transportation facilities including trails, cycling facilities and the separation of pedestrian and vehicular routes;
- providing a mix of housing;
- providing a mix of uses.

By the year 2015 and each subsequent year thereafter, it shall be a goal of Council to achieve 20% development through intensification.

While the Built Boundary is considered to be the priority area for growth, development on those lands outside the Built Boundary but falling within the Settlement Area boundary may proceed providing they can be serviced with municipal sewer and water, are under application or are designated for growth.

In considering development, Council shall seek to achieve density targets of 32 persons and/or jobs per hectare within the community of Angus through intensification, redevelopment and the development of Greenfield lands. Greenfield lands are lands within Settlement Areas designated for growth during the planning period that have not as yet been developed.

Development opportunities within the Angus Settlement Area can accommodate Township growth at a minimum for the next 10 years. In order to ensure that the Township continues to maintain an adequate supply of lands for growth, it is recommended that the Township re-assess the growth strategy prior to 2023. In the interim, it is not the intention of Council to extend the Settlement Area boundary of the Angus community or to redesignate additional lands. The Growth Strategy however may be reviewed at any time on direction of Council if it is noticed that there is a reason to do so following the annual updates to the Land Budget.

Expansion of the Angus Settlement Area may occur only in conjunction with an approved municipal comprehensive review where it is demonstrated that:

1. Sufficient opportunities to accommodate the forecasted growth are not available.
2. Such expansion makes sufficient lands available for a time horizon not exceeding 20 years.
3. Timing of such expansion will not adversely affect the achievement of the intensification and density targets.
4. The availability of infrastructure to service the expansion exists and can be provided in an environmentally sustainable manner.
5. Impacts from the expansion on agricultural operations are mitigated.

Where an expansion is required to meet projected development needs, the choices on direction or location of the expansion shall be based on:

- an analysis of servicing and transportation facilities;
- agricultural land quality;
- conserving natural heritage features and ecological functions within the natural heritage system;
- avoiding hazardous lands and sites.

The conversion of employment lands to non-employment uses shall only occur through a municipal comprehensive review where it is shown that:

- there is a need for the conversion for residential or other purposes;
- the employment forecasts can otherwise be met;
- the conversion will not adversely affect the overall viability of the employment area and achievement of the intensification density targets;
- there is phased infrastructure to accommodate the proposed conversion;
- the lands are not required over the long term for employment purposes."