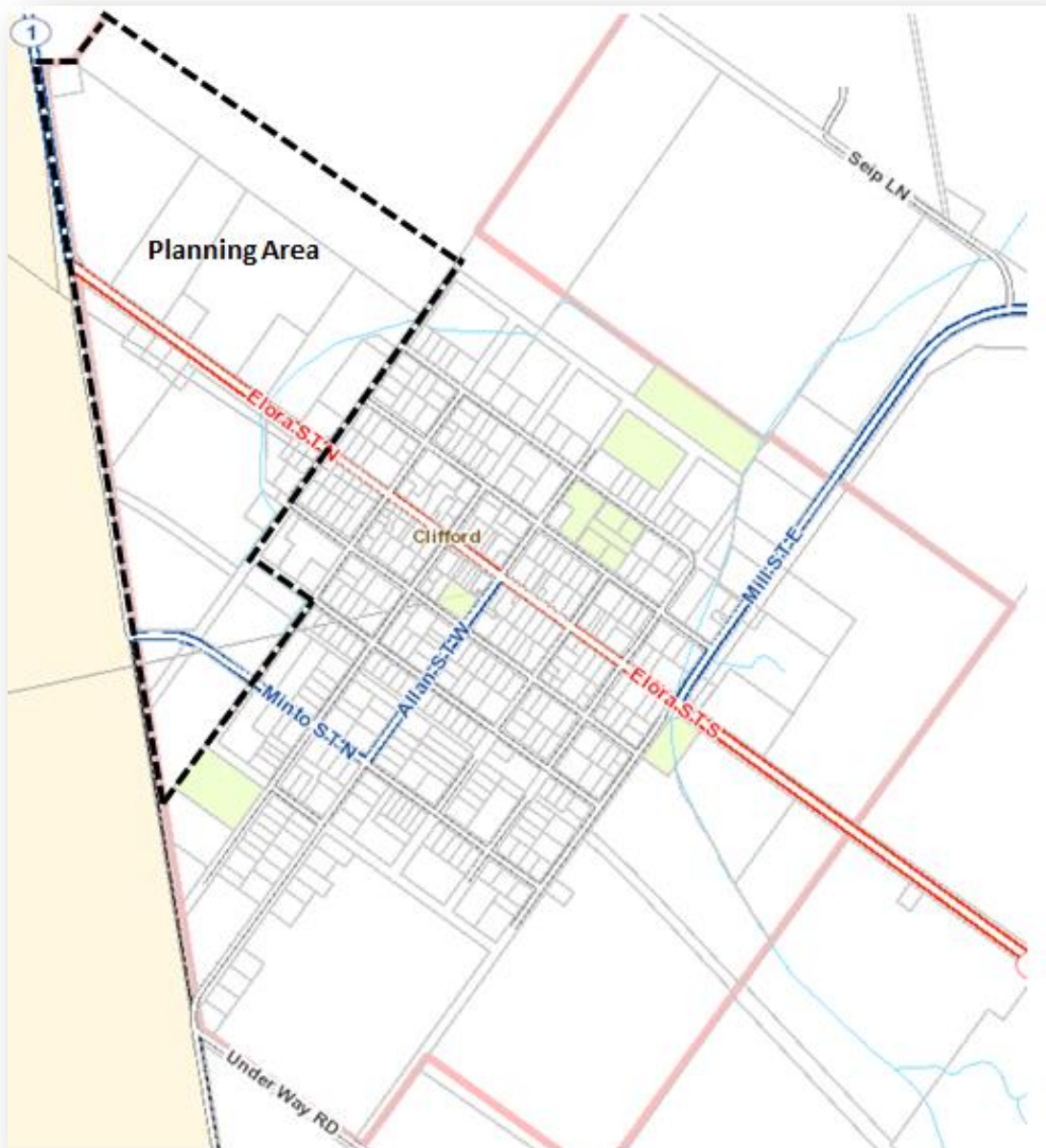


**Draft**  
**North Clifford Secondary Plan**  
**Tuesday November 7, 2017**



Prepared by  
Town of Minto Staff  
Triton Engineering Services Limited



## TOWN OF MINTO

**DATE:** August 8, 2017

**REPORT TO:** Mayor and Council

**FROM:** Bill White C.A.O. Clerk

**SUBJECT:** North Clifford Secondary Plan

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### STRATEGIC PLAN:

4.0 Pursue initiatives that improve the Town's economy, increase employment opportunities, enhance the skilled workforce, increase competitiveness, attract investment and maintain affordability for local residents and business.

9.0 Ensure growth and development in Clifford, Palmerston and Harriston makes cost effective and efficient use of municipal services, and development in rural and urban areas is well planned, reflects community interests, is attractive in design and layout, and is consistent with applicable County and Provincial Policies.

11.0 Maintain and enhance infrastructure to protect public health and safety, prevent property damage, maintain high quality of life, and effectively manage financial resources to ensure Minto is an attractive and viable community for family living and business investment.

### BACKGROUND:

#### *Secondary Plan Purpose*

A secondary plan establishes “local development policies to guide growth and development in defined areas of a municipality where major physical changes are expected and desired” A Secondary Plan:

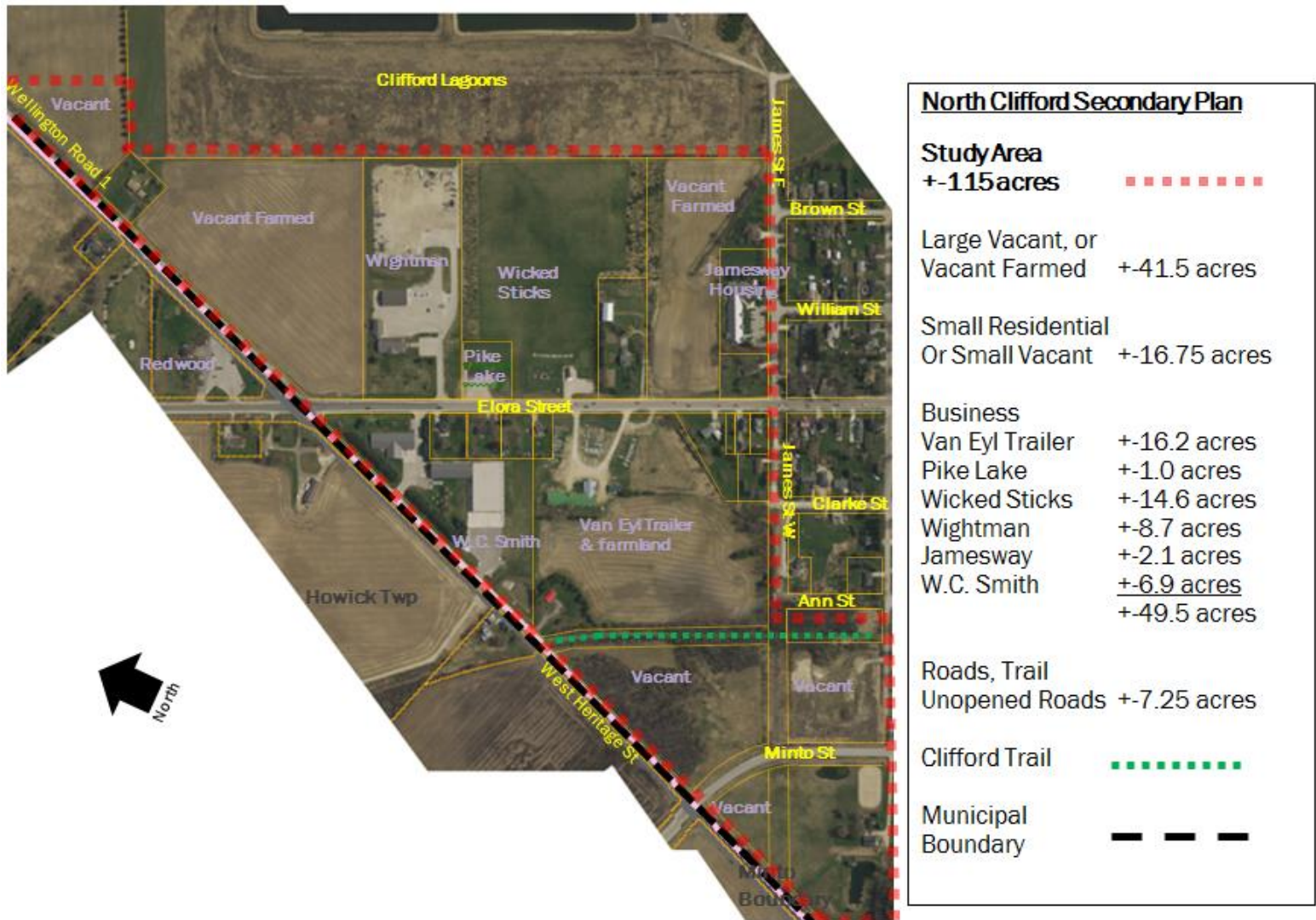
- Adapts and implements the objectives, policies, land use designations and overall planning approach of the Official Plan to fit with local area.
- Establishes local development policies unique to an area that will guide growth and change in that area.
- Promotes a desired type and form of physical development in a specific area.
- Guides public and private investment.

The secondary planning process differs from the Class EA process which is a legislated tool in place to evaluate the potential impacts of constructing new municipal road extensions to service lands planned for future development primarily on public lands. Secondary planning and the draft plan of subdivision process when applied to private lands typically replace the need for a Class EA. The Town is preparing secondary plans for key parts of Minto to guide growth and where necessary include in the next County Official Plan five year review.

#### *Description of Area*

The North Clifford Secondary Planning area is located in the northwest part of the Town of Minto consisting of about 115 acres of land in north end of the former village. The

triangular shaped planning area is bounded by the Town Wastewater Lagoons, West Heritage Street (County Road 1) and James/Queen Street at the edge of the built up area. The map below shows the location of the lands relative to Howick Township which shares the municipal boundary along West Heritage Street.



The planning area is characterized by several large under-developed parcels some of which support smaller buildings and low lot coverage. Some vacant lands support agriculture. Businesses in the area include Wightman Telecom, Wicked Sticks Family Golf Centre, Van Eyl Trailers and W.C. Smith. Pike Lake displays trailers on land it owns on Elora Street. There are several smaller lots with single family homes inside the planning area. On the edge of the planning area is located Jamesway Manor housing project and the Redwood Restaurant just outside of Minto in Howick Township.

Elora Street North (Highway 9) crossing the North Clifford Planning Area is a connecting link that intersects with County Road 1 before becoming Highway 9. Brown, William, Clarke and Ann Street all end at the edge of the planning area. Unopened sections of James Street

road allowance cross the southern part of the planning area. The Clifford Trail follows the former rail line into the area.

### *Demographics*

The Town population in 2016 recorded by Stats Canada is 8,671 people up 4% from 2011. There were 3,370 private dwellings in Minto in 2016 increased 3.9% since 2011. County growth information indicated there were 875 people in Clifford in 2016 which is about 10% of the total Minto population.

The March 2016 County growth forecast was provided to the Town as a basis for considering major changes to Provincial planning legislation effective July 1, 2017. The growth forecast includes population and household projections from 2016 through 2031, 2036 and 2041. County population is projected to increase nearly 45,000 people living within 15,780 new households over 25 years. 62% of people will live in urban areas up from 51% in 2016.

Minto is projected to grow by 3,745 people living within 1330 new homes, or a rate of 53 units per year. If Clifford achieved housing unit creation proportional to its population (10%) about 133 homes would be built in 25 years. The County allocated 165 new units to Clifford in the 2016 projection. This would result in Clifford's population increasing 475 persons over 25 years or 2.17% growth per year.

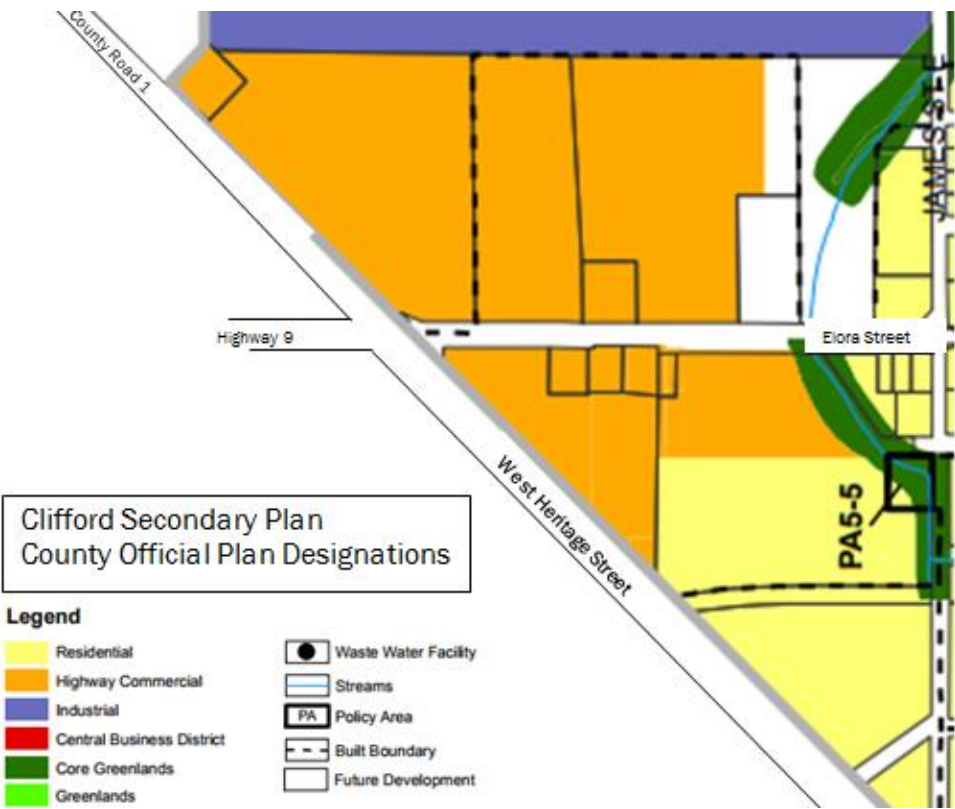
There is enough land within the urban boundaries to accommodate 165 more homes in Clifford subject to services becoming available. Most of the housing unit growth could occur in the North Clifford Planning Area. Reconstruction of Elora Street from James to West Heritage will open up this area for development if trunk municipal sewer and water is constructed as part of the road project.

	2016	2036	2041
<b>CLIFFORD</b>			
<i>Total Population<sup>1</sup></i>	875	1,270	1,350
<i>Households</i>	355	490	520
<b>HARRISTON</b>			
<i>Total Population<sup>1</sup></i>	2,095	3,260	3,240
<i>Households</i>	795	1,195	1,195
<b>PALMERSTON</b>			
<i>Total Population<sup>1</sup></i>	2,875	4,310	4,660
<i>Households</i>	1,080	1,590	1,715
<b>OUTSIDE URBAN CENTRES</b>			
<i>Total Population<sup>1</sup></i>	3,220	3,530	3,560
<i>Households</i>	1,050	1,160	1,180

### *Official Plan and Zoning*

The map on the next page shows most lots in the North Clifford Secondary Plan designated Highway Commercial in the County Official Plan with lands to the south and west of James Street designated Residential. Two parcels along the drainage course (Municipal Drain 93) through the Planning Area are designated Future Development while sections of the Drain are designated Core Greenlands. An Industrial designation applies to the Town sewage lagoon. The PA5-5 special policy area was needed to establish conditions of a severance approval some years ago.





The Highway Commercial designation recognizes the importance of Main Streets in Urban Centres like Clifford. Highway Commercial land is primarily for uses geared to the travelling public including those with floor space and parking characteristics that cannot reasonably be provided in a central downtown. Permitted commercial includes motels, automotive sales and service, restaurants and banquet halls, liquor sales and such. Residential uses may be permitted above street levels or accessory to a commercial use.

As shown in the adjacent map, zoning for the secondary planning area implements the official plan. Highway Commercial land is zoned C2 with special site specific rules in each variation of that zone (C2-5, C2-13, C2-15). Smaller lots designated highway commercial lands are zoned R1A. Future development zoning restricts land use until servicing is available and impacts on the floodplain related to the major drainage course are addressed.



Lands zoned C2, C2-5 and C2-13 permit a full range of highway commercial uses. The lands zoned C2-12 and C2-15 have zoning that restricts development to certain identified uses but does not permit a full range of highway commercial uses.

The Van Eys property and the Smith lands zoned C2-12 could allow about 21,000 square metres (226,000 sq. ft) plus of commercial development (assume 25% coverage with buildings). This is equal to two smaller Home Depot Stores, and constitutes a substantial increase in commercial floor space that would dramatically impact the market. An additional 15,000 square metres (160,000 sq. ft) of commercial could be permitted on the Wicked Sticks lands if municipal services were available and the lot was rezoned to a full range of commercial uses. This is similar in floor space to a new format Canadian Tire.

There are about 6 hectares (+-15 acres) of R1A or future development lands that might be considered for future residential development. At a medium density this will allow for over 200 dwelling units. There are no lands designated or zoned industrial in the secondary plan area. A more reasonable mix of land use might be considered for the area to decrease the amount of land available for commercial development, and to add industrial, residential and open space land uses to more reflect what is found within a traditional small urban area.

#### *Water and Sewer System Capacity*

The Clifford Water System (Water Distribution and Supply Subsystem Class II) serves just over 350 homes and about 20 businesses, or an estimated population of 800 persons. The system has three drilled wells, two wellhouses, an elevated 1275 m<sup>3</sup> storage tank and a distribution network of watermain ranging in diameter from 100mm to 300mm. The system is used for fire protection with about 46 fire hydrants in the distribution system.

The following demonstrates water use in Clifford since 2009:

<b>Population</b>	<b>2016</b>	<b>2015</b>	<b>2014</b>	<b>2013</b>	<b>2012</b>	<b>2011</b>	<b>2010</b>	<b>2009</b>
	m <sup>3</sup>	m <sup>3</sup>	m <sup>3</sup>	m <sup>3</sup>	m <sup>3</sup>	m <sup>3</sup>	m <sup>3</sup>	m <sup>3</sup>
<b>800</b>	96,529	82,547	93,995	92,619	168,662	146,880	122,525	123,886

This chart shows average annual water consumption of 115,955 cubic metres since 2009. In the two years water meters were installed average consumption dropped to just under 90,000 cubic metres representing about 22% decrease. In 2015 B.M. Ross calculated water reserve capacity of 634 persons.

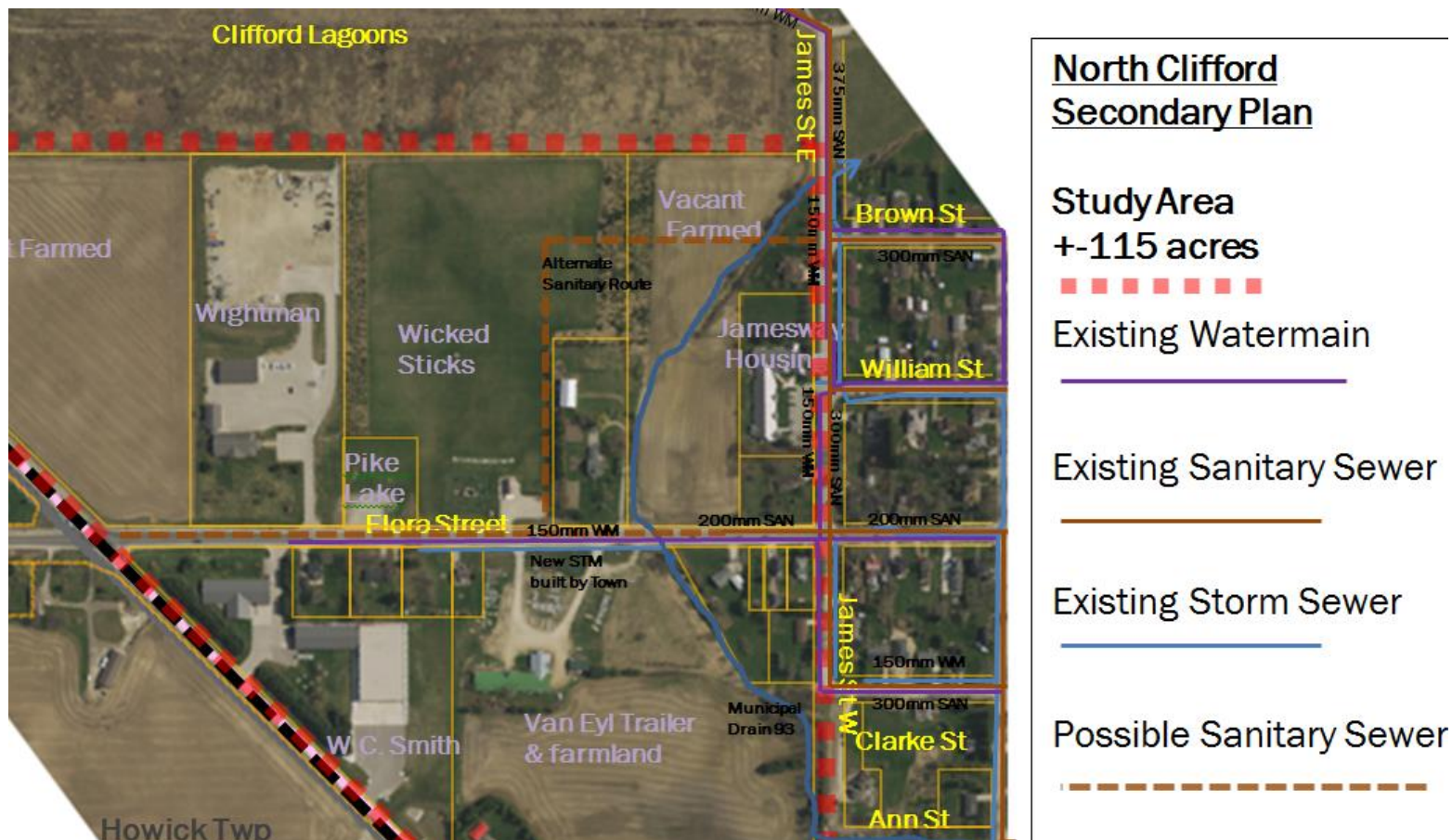
The Clifford Waste Water Treatment Lagoon System design capacity is 500 cubic metres per day. In 2017 Triton Engineering reported average daily flow 2012 through 2016 is 266 cubic metres per day, and reserve capacity is about 234 cubic metres per day. The highest average daily flow in those five years was 349 cubic metres in 2014 and the lowest in 2016 at 139 cubic metres per day. A good part of that reduction is from water meter installation in Minto which decreased overall maximum daily water use by about 25%.

Triton Engineering's 2016 reserve capacity calculations for Minto sewer systems based on August 2017 analysis indicates reserve capacity in the sewage system of 311 households (equals 236 cubic metres per day) is available. This is equivalent to about 699 persons based on a household size of 2.25 persons per unit (Triton estimates 770 more persons can be accommodated).

The analysis confirms the Clifford Water System and the Wastewater Treatment Facility have capacity to accommodate the 475 people projected population increase for Clifford between 2016 and 2041.

#### *Available Water, Sanitary Sewer and Storm Sewer*

The map below shows current available services to the area.



Water - The existing 150mm (6") watermain on Elora Street services W.C. Smith and Wightman will not support development of the larger lots in the area, and will need to be reviewed and possibly upgraded either by upsizing to 200mm (8") minimum, or by installation of a future looped system some of which could be achieved through the reconstruction project. Watermains should eventually loop back into the existing 150mm (6") main on James Street possibly through a future servicing corridor on Brown Street. Looping watermains ensures more consistent pressure and water quality due to constant flow through the system.

Sewer - The sanitary sewer system in Clifford was built in the mid 1990's using "ultra-rib" piping very deep within the roadways. Video camera work in 2017 showed very low inflow and infiltration in the Clifford sewage collection system, and that much of the piping remains in adequate condition with only a few areas to be monitored to evaluate any change in pipe shape and connections. The Town has found that locations requiring multiple service laterals cannot easily connect to "ultra-rib" without potential failure. On Ann Street for example "ultra-rib" was removed and replaced to ensure proper connection for 24 residential lots. Any sanitary sewer extension into the North Clifford Secondary Planning Area will be standard PVC installation.

There is currently a 200mm (8") sanitary sewer installed along Elora Street about 100 meters northwesterly of James Street. To provide for development beyond that point the sanitary sewer would have to be extended northwesterly into the planning area either on Elora Street or alternatively extended via another corridor. On the map on the previous page one option shows a corridor along the southern side of the Wicked Sticks lands with outlet to Brown Street. This opens up the back part of the larger lots fronting on the northeast side of Elora Street (Wicked Sticks etc.), but does not improve access to sewer for larger lots fronting on the other side of the street (Van Elys etc.). A corridor has not been secured for constructing a sewer in this location, which would most likely require a Class EA.

The 200 mm sanitary sewer where a new main would be connected on Elora Street is very deep (6.0 metres). To access the sewer at that location, and obtain gravity flow above or below the drainage culvert to the Municipal Drain, full depth excavation to the 6.0 metres and road repair will be required. This excavation and restoration could add considerable cost and create delays in the Elora Street reconstruction. To stay within a 2018 construction time frame the sewer work in this area may have to begin at the same time as work between Park and James Street.

Preliminary assessment suggests a sanitary sewer can be constructed along the 580 metre length of Elora Street placing it 4.0 metres deep at the Town limits. This would provide gravity flow to the front of lots on to Elora Street. Existing homes may need to pump into the new system pending re-development, but lands fronting on Elora will have gravity access to sewer for development closer to the roadway, depending on the type of project and building elevation. The feasibility of connecting to such a sewer will be determined by gathering information from landowners along Elora Street as well as survey work.

The back portion of all the larger lots fronting on Elora Street will not have ready access to the sanitary sewer on Elora Street. To efficiently service the back of these lots, a new sewer would need to be constructed as a condition of development in accordance with the provisions in this plan. Developers would need to hire an engineer to design the sanitary sewer system needed for their developments on the back of these lands, and then sign an agreement with the Town to dedicate the roadway corridor and completed sanitary sewer to



the municipality. The secondary plan provides a preliminary road system that could accommodate a form of development that allows the back of the lots to be serviced.

The design could be changed to a shallower sewer on Elora Street with a lift station installed to avoid full depth excavation, but this creates costly maintenance concerns for the Town. Regardless of the option selected, roadway and servicing along Elora Street that benefits developers will require a financial contribution from private landowners before development proceeds on the lands, or individual connections are allowed.

Lands in the southern part of the secondary plan area toward Minto Street and West Heritage do not have easy access to municipal water or sanitary sewer. The nearest available connections would be at the intersection of Queen and Ann Street. No design work has been completed on these service extensions although the Town does own six lots on Ann Street between Queen and James that could factor into the servicing of the area.

Stormwater– The Town constructed a storm sewer from Municipal Drain 93 northerly to W.C. Smith on the southwest side of Elora Street. Municipal Drain 93 is a partly open drainage system intersecting Elora Street east of Wicked Sticks with outlet to Coon Creek through Rotary Park. Some upgrades to the stormwater system through highway reconstruction will be accommodated including providing for any future roads that may intersect with Elora Street to allow for development of the back part of these larger parcels.

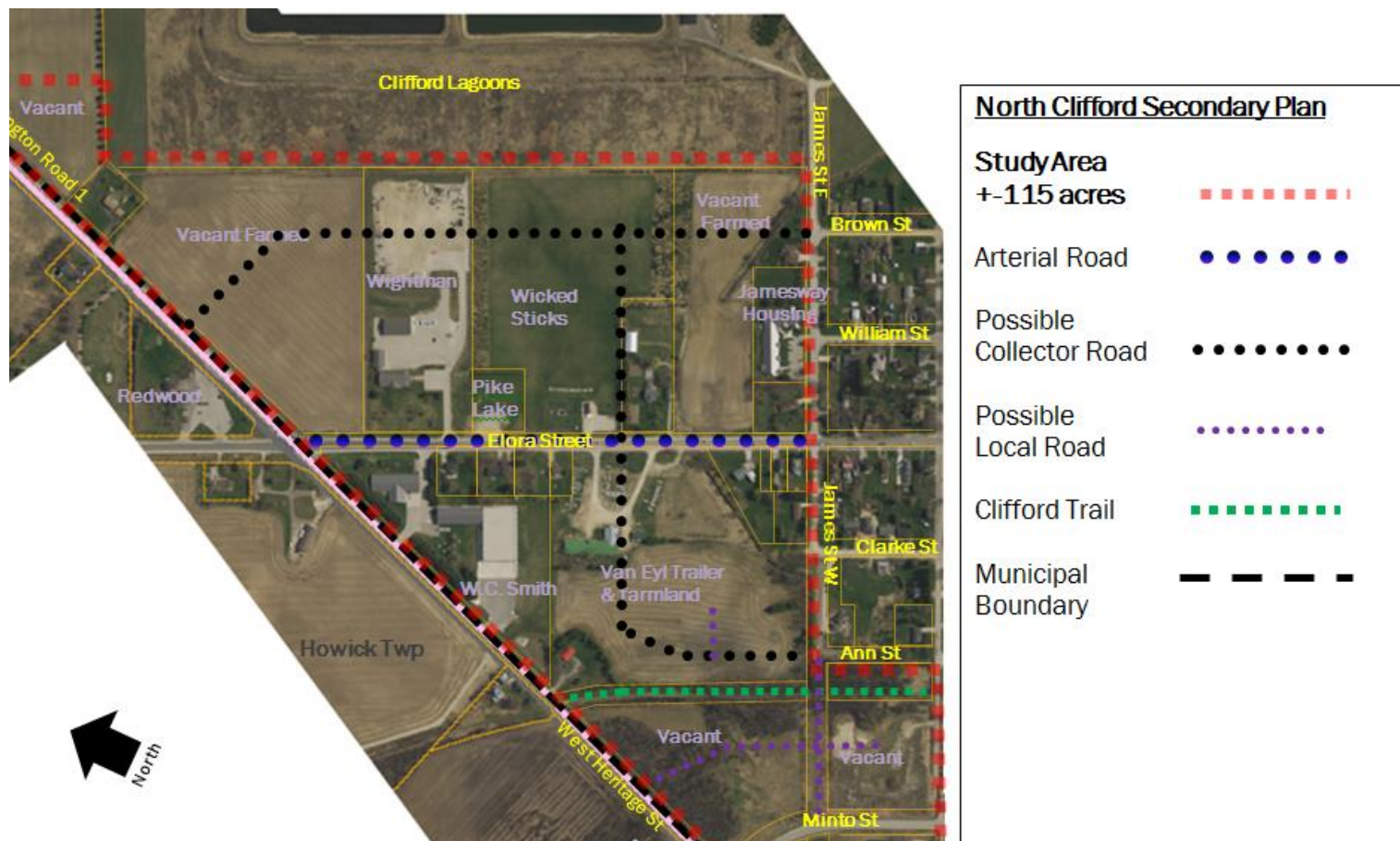
As a condition of development sites will require stormwater management to ensure peak flow from the site matches pre-development levels. The adequacy of Municipal Drain 93 as an outlet needs to be assessed. One option is for the Town to assume the drain once urban development is more imminent.

### *Roadways*

Typical roadway systems consist of arterial, collector and local roads. Arterial roads are designed to carry higher volumes of traffic between major destinations. Elora Street (Highway 9) and West Heritage Road are the only arterial roads in the North Clifford Secondary Planning Area. Collector Roads accommodate less traffic than arterial roads and are designed to accept local traffic from neighbourhoods and smaller sections of the planning area. James Street North and Minto Street are collector roads, while remaining streets such as Brown, Clark and Ann are local roads.

Elora Street will be improved through the connecting link program when reconstructed in 2018 from Park Street to West Heritage Road. To provide for development in the area that suits this market, larger parcels should be subdivided into smaller lots. As a condition of splitting lands into smaller developable parcels an interior roadway system is needed. The roadway system must allow for efficient municipal sewer and water servicing.

One option shown below sets a general road pattern for the planning area that seems to suit where trunk water and sanitary services will be needed. Policies in the secondary plan will require developer contributions toward funding trunk services, and the dedication of necessary roadway corridors at no cost to the Town.



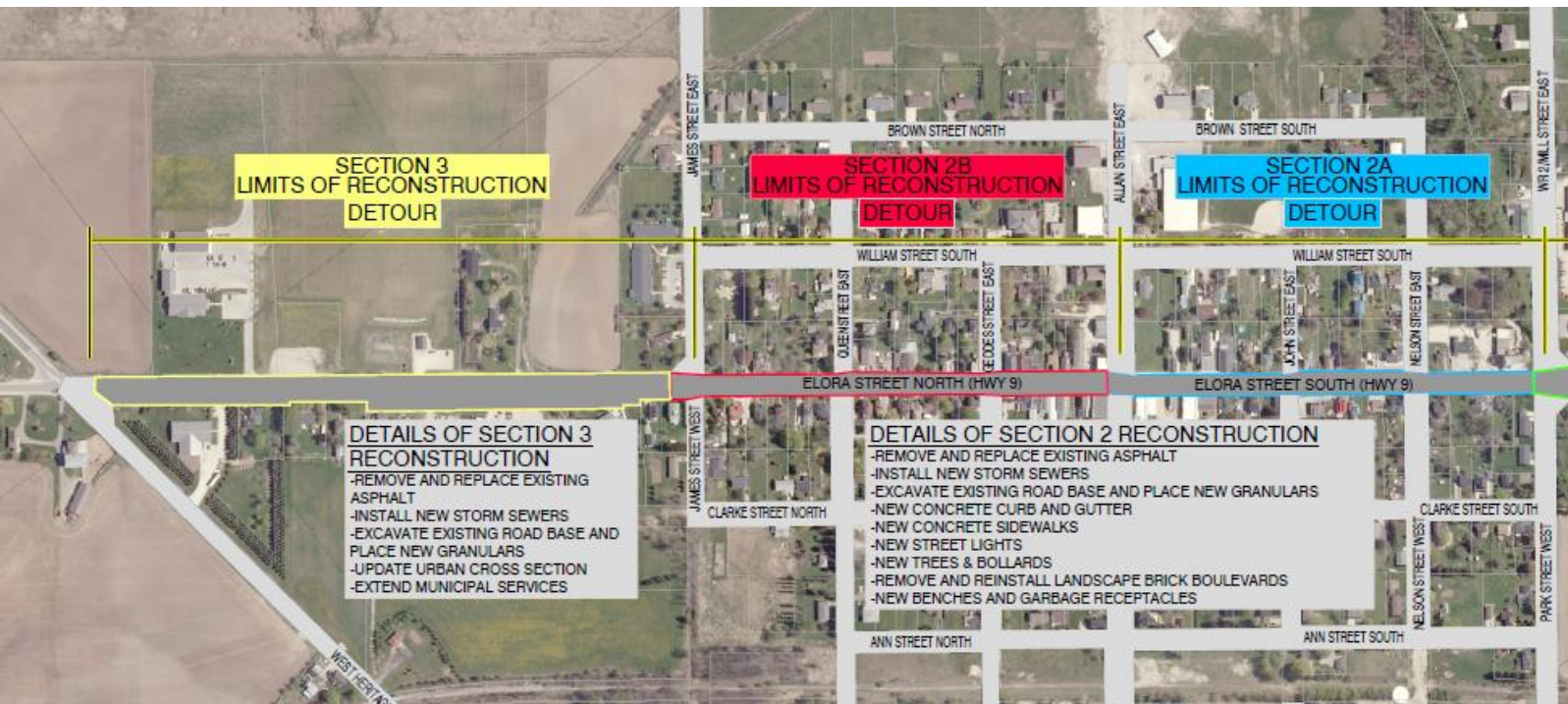
The option shown above has one north-south collector extending Brown Street northerly to West Heritage Street, and one east-west collector between the Brown Street extension and Ann Street. Future Local Roads might include extending James Street West to Minto Street, and another local road joining West Heritage Street and the James Street extension. Interior cul-de-sac's could efficiently service part of the Van Eyl lands or the vacant parcel at the between the trail and Minto Street at James.

The roadway system shown is only one option for the Clifford Secondary Plan. The roadway system will primarily be development driven but must reflect trunk servicing opportunities in the area and the type of land use that might be proposed. The intent is to provide for efficient and cost effective development making efficient use of land and servicing capacity.

#### *Municipal Servicing Policy Issues*

The Town intends to include construction of some municipal services in the Elora Street reconstruction. The map on the next page shows three remaining phases of the work.

For phases 2a, 2b, and 3 the cost of water, sanitary sewer, roads and drainage to support development of some part of the lands fronting on Elora Street is estimated in the range of \$1.2 to \$1.5 million. Normal practice is that landowners and developers wanting to connect to services contribute toward the cost of this work in order use these systems. The roadway



work including associated drainage is estimated at \$2.8 million of which \$1.936 million (70%) is covered under two grants from the Province under the connecting link program. Overall the grants are less than 50% of total project cost.

The Town estimates a frontage charge of \$650 per meter would pay back about one-half of an initial \$1.5 million investment in water and sewer work. The amount would be collected as a condition of site plan approval, severance or subdivision. The contribution would not cover any roadway work, although developers would be expected to enter into subdivision/servicing agreements to develop their lands requiring them to construct municipal sewer, water and roadways, and to dedicate them to the Town at no cost.

Developing the back of some of the larger parcels fronting on Elora Street requires additional servicing work at the developer's cost. The Elora Street design will need to accommodate these future service connections. It may be some time before market conditions warrant this kind of investment in servicing by developers of these lands.

The Town will also need to consider whether it intends to provide sewer and water services beyond its boundary to the Redwood Restaurant in Howick. In the past they have indicated an interest due to issues with their private septic system. The Town and owners of the Redwood will need to negotiate a contribution toward the water and sewer extensions beyond Minto boundaries that might include limits on the amount of capacity available to the property. Since Minto would not benefit from increased assessment resulting from



municipal servicing, allowing valuable water and sewer capacity outside the boundaries may not be in the best interest of developers inside Town boundaries.

#### *Alternative Development Areas for Clifford*

The North Clifford Secondary Plan area is not the only area within the urban boundary that can accommodate future growth. As shown below the southern end of Clifford has about 165 acres within the urban boundary south of Mill and Park Streets and in the area Allen Street. Lands inside the urban boundary include the Schaus (48 acres), Reiner (35 acres) and Tegler (36 acres) farms plus another 45 acres or so on smaller properties nearby Grein Lumber and Brett Young Seeds.



Under the County Official Plan the Reiner Farm is designated Residential, the Schaus lands and others near Grein's are Future Development, and Tegler Farm Industrial. Coon Creek and its floodway has a Core Greenland designation. With few exceptions all lands are zoned for future development due to the lack of sewer and water in the area. This section of Clifford is about 50% larger in land area than the Northwest Clifford Planning Area, but has much less infrastructure to accommodate development.

There have been no recent development initiatives on these lands, and very few non-farm land uses that would significantly restrict agriculture on these farms. The Town should ensure these farms are not fragmented into smaller lots so as to limit options for future comprehensive development proposals and restrict agricultural use. When Park Street and Mill Street are reconstructed the Town should evaluate trunk infrastructure to determine if



water and sewer mains should be “upsized” to accommodate future growth. So long as these farms remain in tact, future developer driven proposals are more likely to succeed.

Since much of the future growth in this part of Minto can be accommodated in the North Clifford Secondary Plan, during the County Five Year review in 2019-20 parts of the southern section of Clifford may be considered for removal from the urban area in favour of increasing the urban boundary in other parts of the County. If this is proposed, the Town should attempt to retain as much of the land inside the urban area as possible. If any section of the Clifford urban boundary is to be re-allocated, it should first be considered for Palmerston where there is much less land within the urban boundary. Future Town and County Council's will make these decisions, driven by more restrictive Provincial Policy adopted in 2017.

#### *Preliminary Secondary Plan North Clifford Planning Area*

Considering current land use, projected need outlined in County growth forecasts, Official Plan policies, current zoning, available infrastructure, and the opportunity created from the Elora Street reconstruction, it is clear that growth needs in Minto from Clifford will be met mainly in the North Clifford Secondary Planning Area in the short to medium term.

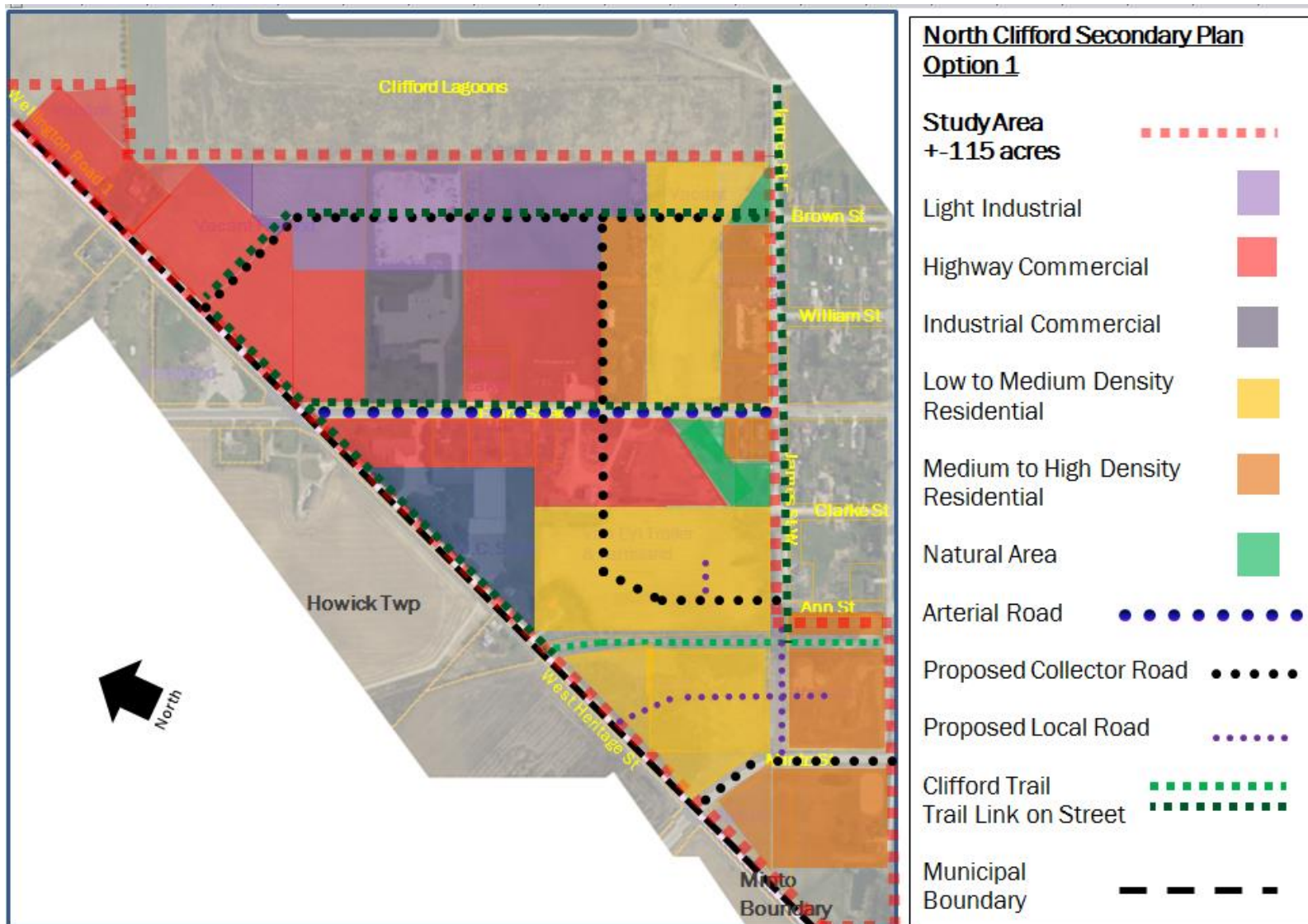
The main goal of the secondary plan is to provide a general form of development making efficient use of current and future municipal services, providing a mixture of land use, and directing investment in development suited to the market, that integrates with the character of Clifford.

Some objectives to implement the secondary plan for the planning area may be as follows:

1. Current commercial zoning on large parcels should be reconsidered for smaller scale developments. Limited retail might be considered for such uses as a local food store, liquor store or similar.
2. Light industrial and industrial commercial designations could augment highway commercial designations on Elora Street, and should be encouraged as a transition between the Town's sewage lagoons and nearby commercial and residential uses.
3. Residential designations adjacent to current apartment and neighbourhood developments should allow for a variety of housing types, forms and tenures.
4. Medium and high density residential developments may be constructed in combination with or adjacent to highway commercial uses where design measures are in place such as buffering and screening to improve compatibility, and active transportation links, common landscaping and shared parking is available where practical.
5. Combining highway commercial and residential developments in creative ways other than above first stories may be considered.
6. Trails and open space should be integrated into the secondary plan around Municipal Drain 93 and with extension of the trail system through to West Heritage Street.

7. Commercial, industrial and residential designations should allow the Town to site a park in the area in concert with future development in a location to be determined.
8. Pedestrian linkages from the Clifford Trail, along West Heritage Road, Elora Street and Brown Street extensions should be provided for as development proceeds.
9. Movement of pedestrian, vehicle of all types and persons of all abilities within and through the area must be accommodated in future development proposals.
10. The Road System Plan is conceptual and may be varied as to specific location to reflect servicing and development options that make efficient and effective use of the lands.

Below is a one option for a secondary plan for the North Clifford Planning Area.

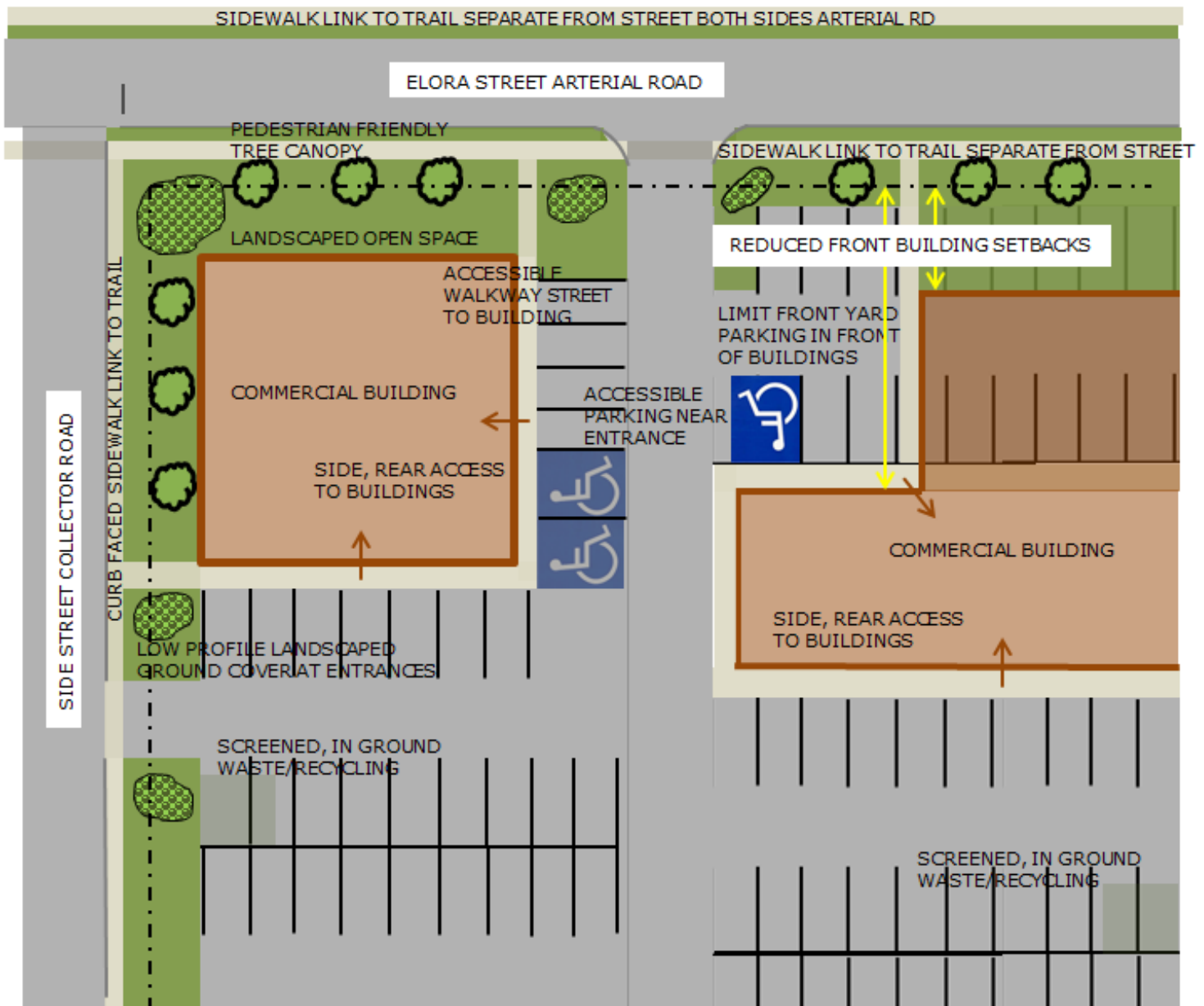


#### *Design Issues "Village Feel"*

Within the various land use designations, the form of development should extend the "village feel" into the area. Planning policies could limit traditional highway commercial form with reduced front building setbacks and limits on large front yard parking areas. The

policies should direct building mass closer to arterial and collector roads with some convenience parking in the front, while large parking areas might be situated behind buildings. This allows buildings to better relate to pedestrians along the street, while still accommodating members of the travelling public who frequent new business in the area.

The sketch below illustrates some design details for a corner lot commercial development on Elora Street.



General design requirements within the sample development to create a “village feel” can be achieved through zoning rules and site plan control standards such as the following:

- Minimum front building setback 6m to 7.5m; maximum front building setback 25m but only for maximum one half of the building face
- Minimum 50% of parking to be in side or rear of buildings

- Parking lot setback minimum 2m from a street line
- Restaurant drive thru cueing lanes should be in the side or rear of buildings and not constitute a front yard
- Accessible parking spaces must be the closest parking spaces to main building entrance; accessible concrete sidewalks shall be provided from public sidewalk to building entrance
- Sidewalks should be continued through paved entrances
- Landscaped open space shall be maximum 1.5m in height within any daylighting or corner triangle; all parking lots shall be screened from the street with a tree canopy planted as per Town tree policy
- Arterial Roads shall have sidewalks both sides; collector roads shall have sidewalks at least one side; local roads may have sidewalks if accessing parks or major developments
- Waste and recycling encouraged to be located within ground or shall be visibly screened and landscaped.

In addition to design requirements for private developments the Town should consider:

1. Street lighting along Elora Street that allows for banners and decorative features.
2. Sidewalks minimum 1.5m wide and increased to 2m in width where links are made to the Clifford Trail system.
3. Bike lanes considered for Elora Street, West Heritage Road and Brown Street extension within an active transportation corridor.
4. Elora Street to be a two lane arterial road with no more than one additional lane added for turning purposes in the future.
5. Entrances shall be controlled on Elora Street to provide separation from street intersections and should be offset or aligned to allow safe left hand turn movements.
6. Streets shall have concrete curbing and sidewalks as per County Accessibility Guidelines

#### **RECOMMENDATION:**

That the draft North Clifford Secondary Plan is received and circulated for public and agency comments.

Bill White MCIP RPP  
C.A.O. Clerk