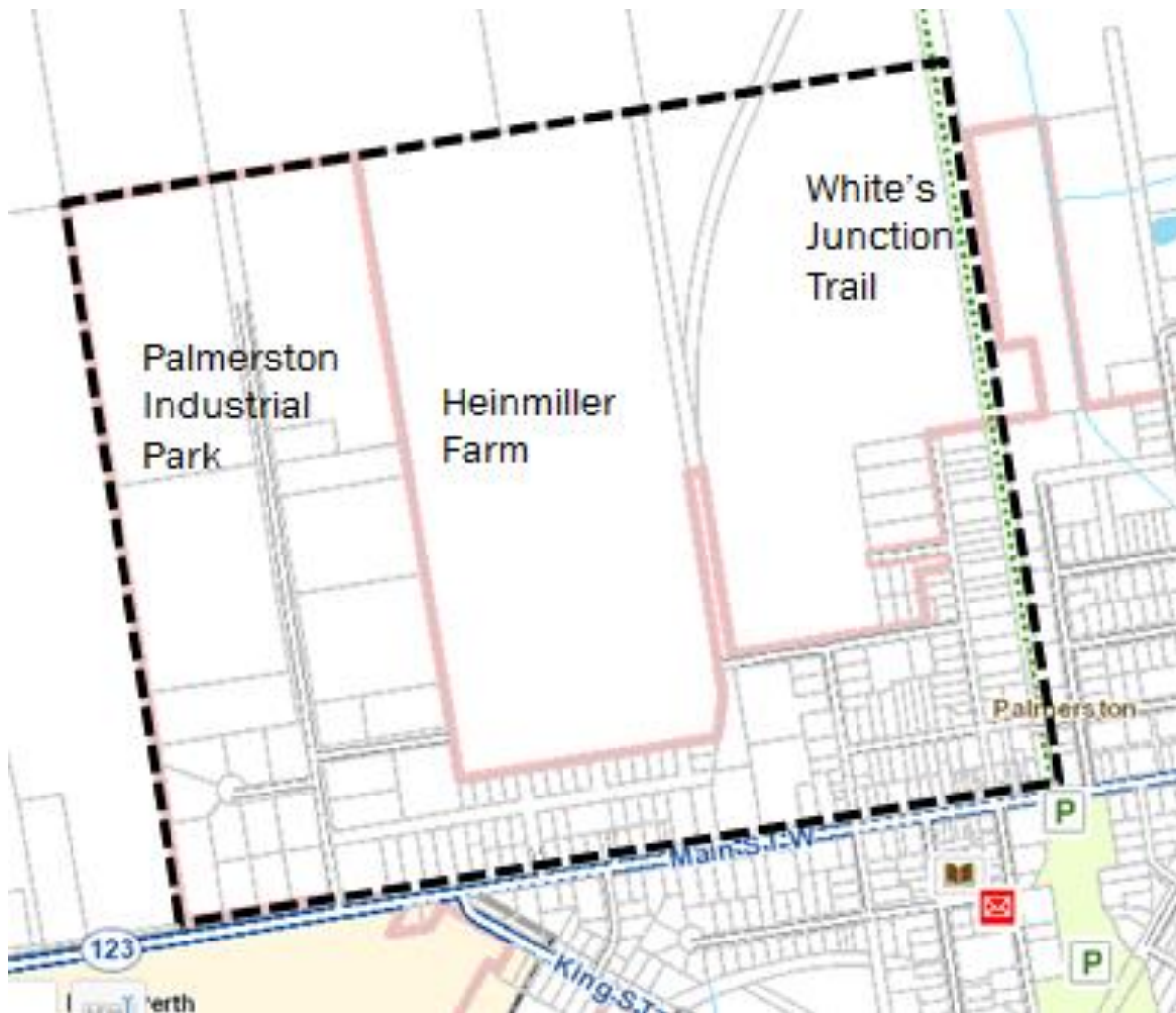


Draft
West Palmerston Secondary Plan
Tuesday January 16, 2018

Prepared by
Town of Minto Staff
Triton Engineering Services Limited





TOWN OF MINTO

DATE: May 1, 2018

REPORT TO: Mayor and Council

FROM: Bill White C.A.O. Clerk

SUBJECT: First Draft West Palmerston Secondary Plan

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 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.

Secondary planning processes differ 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 provide input into future land use policies within the County Official Plan.

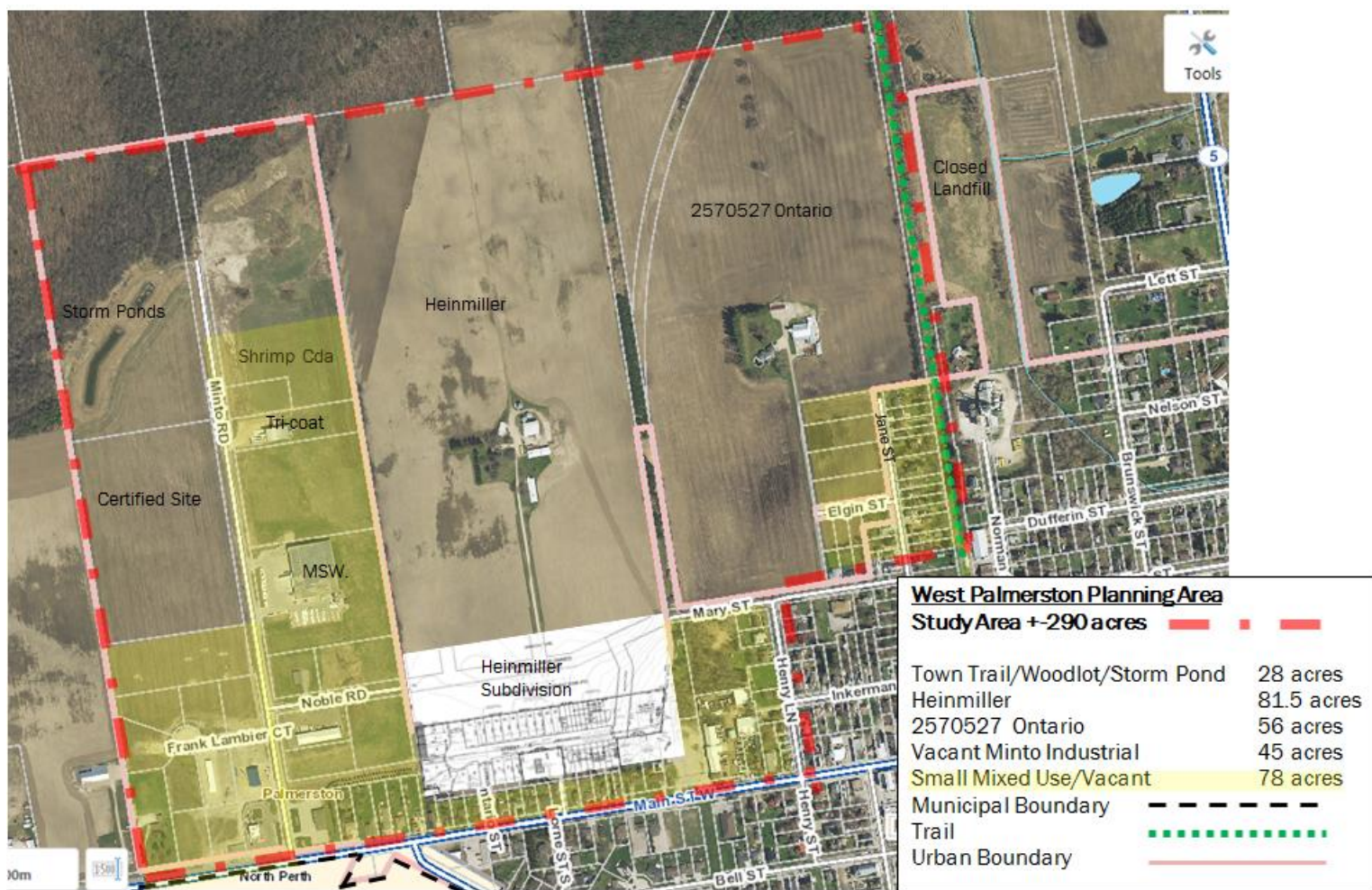
The West Palmerston Secondary Plan includes analysis to support expanding Palmerston's urban boundary, and provides a rational development approach to make effective use of lands and municipal services when an urban boundary adjustment is secured. As of July 1, 2017 the Province changed its policies for urban boundary expansions which will now

require comprehensive analysis at the County level during their five year official plan review. The County completed its last five year review in 2014, and is due to formally review its official plan in 2019-2020. This secondary plan addresses some of the matters the County will need to consider in order to assist with this process when it begins in 2019.

Description of Area

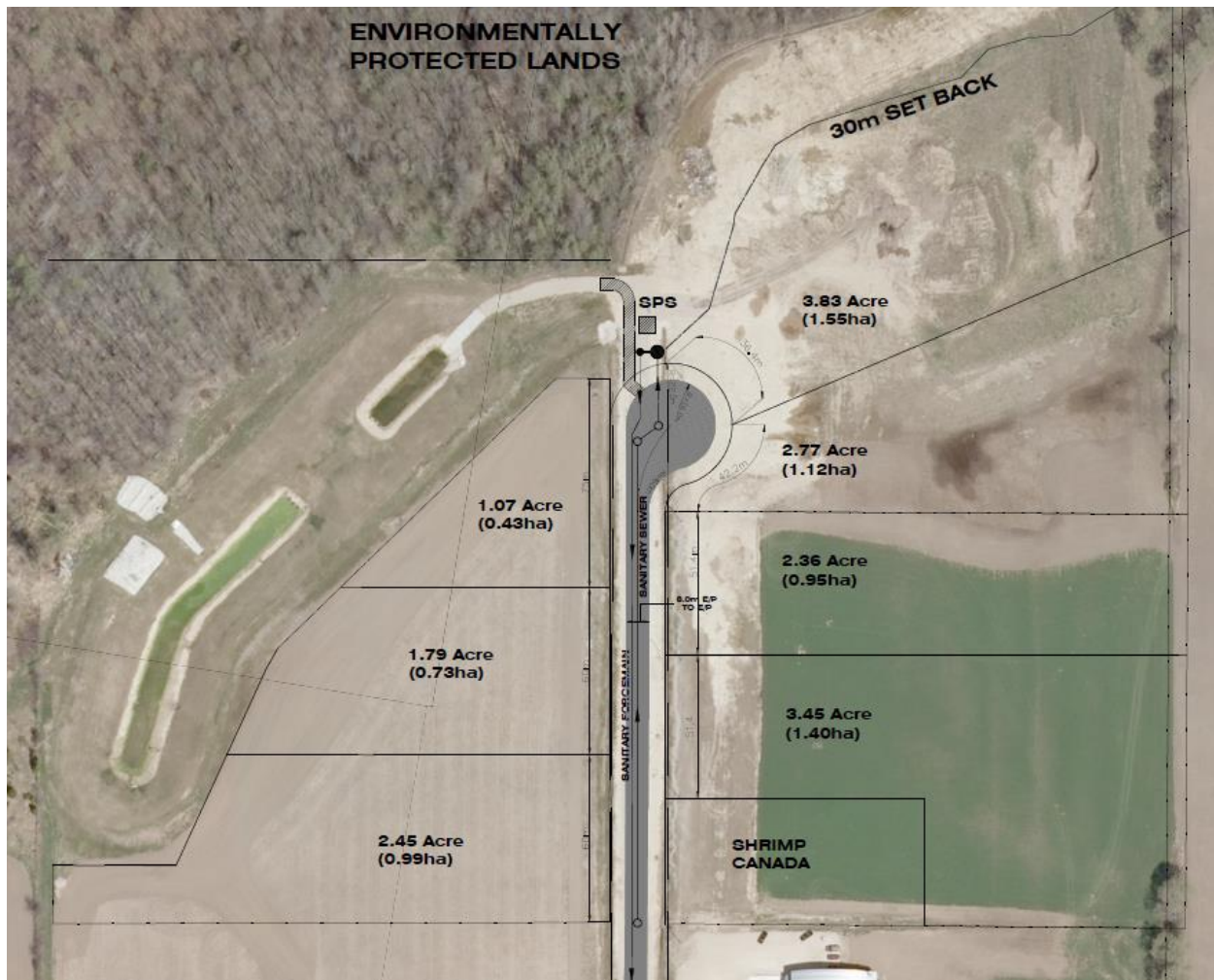
The West Palmerston Secondary Planning area is located in the southern part of the Town of Minto consisting of about 290 acres of land in west end of the former Town. The planning area is most of Lots 22, 23 and 24 of Concession I. It is bounded on the north by the south limit of Concession II, the west by the Palmerston Industrial Park, the east by White's Junction Trail and the south by Main Street Est (CR 123).

The map below shows the location of the lands relative to Main Street and a small section of the municipal boundary along Wellington County Road 123.



The Heinmiller and 2570527 Ontario farms are about 137.5 acres in area. About 78 acres of the planning area is smaller mixed use/vacant lots or corridor and developed smaller commercial, industrial and residential uses. Businesses in the area include MSW Plastics, Tri-coat, Esso, Pizza Pizza, Tim Hortons etc.

The +- 75 acre Palmerston Industrial Park at the west edge of the planning area was created by the Town shortly after the 1999 amalgamation to generate economic activity from the sale of municipal owned parcels. About 40 acres of the Industrial Park is developed or approved for future employment lands, while 35 acres remain vacant including the Town's 14 acre certified site. The Town owns roughly 16 more acres of storm ponds and woodlots at the end of Minto Road. This preliminary layout shows about 18 acres of land at the north end of Minto Road in the Industrial Park.



Wellington County Road 123 along the south end of the planning area is a boundary road shared with Perth County linking to Provincial Highway 23 one concession to the west. CR 123 becomes Main Street in Palmerston west of King Street. Minto Road, Frank Lambier Court and Noble Family Road are the main roadways in the Palmerston Industrial Park. Jane Street, Elgin Street, Mary Street and Clark Street are roads that terminate or intersect the planning area.

Provincial Policy

Minto is located at the most northwesterly edge of the “outer ring” of the Greater Golden Horseshoe Plan Area outlined in the Growth Plan approved by the Province in May 2017.

Land use policies in the Growth Plan for the Greater Golden Horseshoe were approved by Order in Council and came into effect July 1, 2017. The Growth Plan “builds upon the policy foundation” of Provincial Policy, but takes “precedence over” it by providing more specific direction on future land use for the Greater Golden Horseshoe.

The land use plan designates Clifford, Harriston and Palmerston as “Built-up Areas Conceptual” which is the same as the City of Toronto, Guelph, Waterloo and other large urban centres. Although nearly invisible on the map both Clifford and Harriston appear to have sections designated as “Greenfield Areas – Conceptual” but no such area is identified in concert with Palmerston. Land uses are shown in the map below. Perth County is excluded from the Growth Plan so that in Palmerston all land north of County Road 123 is subject to the detailed planning policy, while lands south of the County Road are not.



Specific policies in the Growth Plan require the following:

- Upper and lower tier municipalities to establish a “hierarchy of settlement areas”
- Establish infrastructure plans based on full “life cycle costs” including options to pay the costs over time
- Optimize infrastructure along “transit and transportation corridors” and create “complete communities” using a “compact built form”

- Protect the environment and agricultural lands
- Apply a “municipal comprehensive review” which means a new official plan or amendment apply Growth Plan Policies

Essentially the Province through the Growth Plan dictates development follow a much more regimented process coordinated between the County and Local municipalities to ensure a diversity of land use is provided and key natural and agricultural areas are protected. This policy work is in a context of climate change and other Provincial directives. Within the “Outer Ring” of the Greater Golden Horseshoe, designated greenfield areas (newly developing settlement areas) shall develop at no less than 80 “residents and jobs combined” per hectare.

The Minster established a “methodology for assessing land needs to implement” the growth plan. This methodology was out for public consideration through February 28, 2018. Town of Minto Council commented on the methodology which dictates how the County, Minto and other municipalities plan for growth. The County advised Minto it will include the relevant “hierarchy of settlement areas” and establish parameters for future growth and boundary expansions during its five year official plan review in 2019-20. The Growth Plan requires local tiers like Minto to have specific growth policies within one year of the County approval.

Much of the lands subject of the West Palmerston Secondary Plan is outside the current urban boundary identified in the County Official Plan. Expansion of the urban boundary can only occur according to the policies in the Growth Plan. The Town is preparing the secondary plan to promote efficient use of infrastructure such as lift stations/”in-line” sewage systems required on Minto Road and at Brunswick and Nelson. These systems are needed to accommodate growth on existing parcels and can accommodate growth outside the current urban boundary. The secondary plan will help the Town prioritize these major infrastructure investments.

The secondary plan promotes development of a complete community (mix of land use, parks, trails etc.) in a compact form consistent with the policies of the Growth Plan. The secondary plan confirms the amount of land needed in Palmerston to meet County growth targets, and where future development should be directed in the next 25 years.

Demographics

Minto’s 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 in 2016 shows a total of 4,270 households in Minto, and 2,875 people in Palmerston in 2016 or about 33% of the total Minto population.

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

The 2016 County growth forecast summary chart provides projects to be used to prepare for major changes to the Growth Plan. The growth forecast includes population and household projections from 2016 through 2036 to 2041. In this period the 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 expected to grow by 3,745 people living within 1,330 new homes, or a rate of 53 units per year. The County allocated 635 new units to Palmerston in the 2016 projection. This would result in Palmerston's population increasing 1,785 persons over 25 years or 2.17% growth per year.

Available Lands

Outside the planning area, the Creekbank Meadows Subdivision on Main Street in Palmerston when completed will have 44 single family, 18 semi detached units, and 29 townhouses/apartments for a total of 91 units on roughly 19 acres. The Clair Ridge Estates Subdivision off Prospect Street is 28 lots on about 8.1 acres.

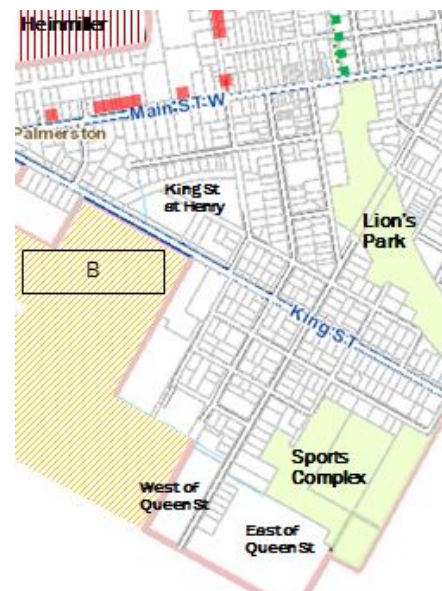
Within the urban boundary three sites totalling 8.29 ha (20.5 acres) not yet developed are:

- King St. at Henry south of Bell +-1.62 ha +-4 acres
- West of Queen Street South +-1.62 ha +-4 acres
- East of Queen Street South +-5.06 ha +-12.5 acres

Applying 12.67 units per hectare (5 units per acre) density on these properties could result in about 105 units on these un-serviced parcels within the urban boundary.

Inside the planning area the first phase of the Heinmiller Subdivision consists of a total of 38 units on 7.48 acres or 3.0 hectares has draft plan approval. The related net density of the project is 5.0 units per acre or 12.67 units per hectare. The second phase of that subdivision estimated to at about 40 units is not draft approved.

Between the three draft plan of subdivisions approved and the larger vacant parcels identified, an estimated 262 units are possible inside the urban boundary not including other minor infilling. This is about 40% of total residential unit allocated to Palmerston in



County growth projections. This means the urban area of Palmerston must be expanded to accommodate growth allocated by the County.

The Town's 75 acre industrial park is about 50% utilized. The remaining 35 acres includes the 14 acre municipal certified site which if sold would result in over 72% of municipal industrial land being occupied. The 20 plus acres of small lots could be absorbed within five years based on recent land sales. Since Palmerston may not have any industrial lands within five years, the urban boundary expansion could accommodate some commercial/industrial development.

Official Plan and Zoning

The County Official Plan consists of text and land use schedules to describe the “long term vision for Wellington County’s communities and resources”. Policies in the Plan outline how rural and urban portions of the County are to develop. Palmerston is identified as an Urban Centre which is to be the “primary focus for housing, commerce, services, job creation, recreation, and community facilities”. The Plan reinforces the role of urban centres in the County while maintaining “livability” recognizing “a small town lifestyle” distinct from larger urban centres. The Plan contains goals, objectives and policies to maintain livability and the small town lifestyle while encouraging growth and commerce.

The following map shows the land use designations in and around the West Palmerston Planning Area.



Of the approximate 290 acres within the West Palmerston Secondary Planning Area, less than half is within the current urban boundary. Lands inside the urban boundary include the Palmerston Industrial Park designated Industrial and Highway Commercial (including Special

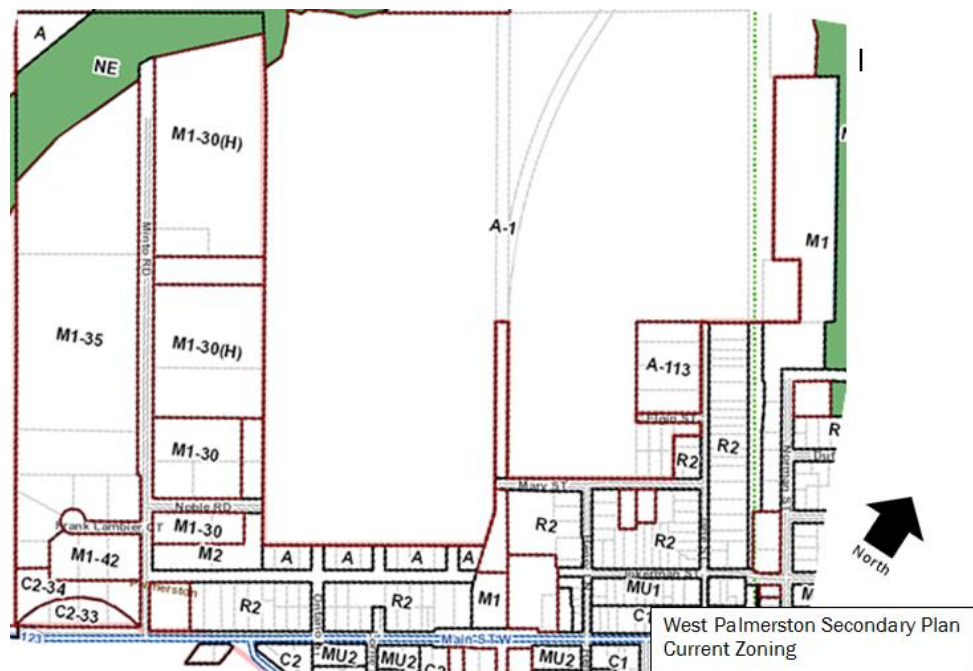
Policy Area 5-7), and the Heinmiller Subdivision classed as Residential and Future Development (under Policy Area 5-9). Other lands on the edge of the planning area are primarily residential, highway commercial, and industrial (former landfill). One section of White's Junction Trail is identified in the Official Plan.

Lands outside the urban boundary within the Planning Area are designated Prime Agricultural and Core Greenlands. The Core Greenlands designation identifies natural heritage features consisting of fish, wildlife and plant habitat, streams, valley lands, woodlots and other sensitive areas. Development is not permitted in this designation. As the Core Greeland area is not Provincially significant wetland, the required setback for any development is 30 metres.

The Prime Agricultural designation identifies lands with Class 1, 2 and 3 soils. Agriculture is permitted in the designation along with uses that support farming so long as normal farm practices are protected and promoted. Land use activities which do not support agriculture are discouraged. New lot creation in Prime Agricultural Areas is not allowed except for farm operations and lot line adjustments.

Policy Area 5-9 applies to the Heinmiller Subdivision subject of a County official plan amendment and comprehensive review appealed to the Ontario Municipapl Board by the Province. Minutes of settlement signed in 2015 for phase one of the draft plan allow 38 units on 3.0 hectares (7.48 acres), which is a density of 5.0 units per acre (12.67 units per hectare). The second phase for about 40 more units is delayed due to issues related to need and sewage capacity. After approval of the Growth Plan in 2017, Provincial officials argued transition rules prevent the second phase from going ahead except during a County five year review to update the official plan in 2019-20.

This map shows zoning of land in and around the planning area. Farmland is zoned A-1 allowing agricultural uses. The Industrial Park, storm ponds and adjacent woodlot is zoned M1-30, M1-35, M1-42 and Natural Environment. The holding zone (H) is removed when municipal services are available. Lands at Minto Road and County Road 123 are zoned Highway Commercial. Different zones apply to lands on Main Street and to the southeast.



This secondary plan outlines policies to extend the urban boundary of Palmerston with a rational development approach to make efficient use of existing and planned infrastructure improvements. The secondary plan demonstrates need and preparedness so that Palmerston is a priority for development when the hierarchy of settlement areas is developed during the County wide comprehensive review required by the 2017 Growth Plan.

Water and Sewer System Capacity

The Palmerston Water System (Water Distribution and Supply Subsystem Class II) services approximately 2,600 permanent residents and 1280 customers from four drilled bedrock wells, two well houses, an elevated 2500 m³ steel storage tank and a distribution network of 100 mm to 250 mm diameter mains. About 102 fire hydrants are available for fire protection.

The following demonstrates water use in Palmerston since 2010:

	M3 used by System each Year						
	2010	2011	2012	2013	2014	2015	2016
Clifford	122,525	146,880	168,662	92,619	93,995	82,547	95,217
Harriston	374,359	357,877	372,237	359,357	360,719	338,778	283,877
Palmerston	331,769	330,818	346,739	316,635	308,637	307,909	301,400
Minto Pines	8,393	7,144	9,560	7,250	6,877	7,040	6,593

Average annual water consumption has been 320,558 cubic metres since 2010. Water consumption began dropping in 2013-14 when water meters were first installed. In 2015 B.M. Ross calculated water reserve capacity of 1532 households, Analysis confirms the Palmerston Water System has adequate capacity to accommodate the 635 units projected by the County through 2041 and associated industrial and commercial development.

The Palmerston Wastewater Treatment Facility design capacity is 2,010 cubic metres per day and peak flow of 7,110 cubic metres per day. The Average daily flow for calendar years 2010 through 2016 was about 1,316 cubic metres per day, with a resultant reserve capacity is of approximately 694 cubic metres per day. In 2016, the system served approximately 2,574 people or 1,186 households.

The highest annual average daily flow in those five years was 1,623 cubic metres in 2013 and the lowest in 2012 at 1,141 cubic metres per day. The annual average daily flow in 2015 and 2016 was 1,155 and 1,219 cubic metres per day respectively. Despite considerable industrial and residential growth in Palmerston sewage flows are less than in 2013 due to improvements on inflow and infiltration plus water meter implementation.

Reserve capacity calculations for the Palmerston sewer system indicates reserve capacity in the sewage system of 694 cubic metres per day which represents about 625 households.

This is equivalent to about 1,357 persons based on a household size of 2.17 persons per unit. With consideration of the existing unconnected approved developments, including the Creek Bank Meadows Subdivision (91 units), Clair Ridge Estates Subdivision (28 units), the first phase of the Heinmiller Subdivision (38 units) and vacant serviced and/or infill lots (14 units), the uncommitted hydraulic reserve capacity for the Palmerston Wastewater Plan is approximately 454 households. It should be noted that the estimated uncommitted hydraulic reserve capacity is reported in household units; however, future industrial/commercial developments shall also be considered in equivalent household units as these users will reduce available sewage capacity and decrease room for residential development, of which 262 units is planned .

Considering the County's allocation of 635 new units in Palmerston by 2041, approximately 464 new households in addition to those already approved and are required to meet the County's growth projection. Based on these estimations, the capacity at the Palmerston Wastewater Plant may be reached during the 25 year planning horizon unless upgrades continue. Development of the 20.5 acres of undeveloped land (105 units) within the urban boundary and the second phase of the Heinmiller Subdivision (40 units) would achieve approximately half of the growth projected by the County, and the reserve capacity will be further reduced to approximately 309 households; less than required to satisfy the allocated residential growth and assumes no new commercial/industrial users within Palmerston.

Available Water, Sanitary Sewer and Storm Sewer Sewer

There are four main characteristics of the waste water system impacting the planning area:

1. A 300mm sanitary sewer main on the unopened section of Clarke Street connects Minto Road to a concrete main west of Henry Lane to collect sewage from the west end of Palmerston southerly to the treatment plant across Bell Street.
2. The Minto Road sanitary sewer can service the Town's certified site, but a sewage lift station (or "in-line" sewage treatment facility) is needed to service 6 acres of industrial land at the north end. Based on a preliminary invert level for a sewage lift station on Minto Road, Triton Engineering believes most of the Heinmiller lands and part of the 56 acre lands owned by 2570527 Ontario Limited can be serviced by this lift station.
3. A 150mm sanitary sewer at the end of Mary Street and new 150 mm sanitary on Jane Street access a 200mm sewer on Henry Lane are available to service some land on the edge of the urban area.
4. On the southeasterly edge of the planning area 19 homes in the area of Nelson and Brunswick Street are serviced by private sewage pumps that outlet to White's Road. Municipal sewer (and water) extends outside the urban boundary in this area.

This map shows sanitary sewers near or inside the West Palmerston Planning Area.



The Town unsuccessfully applied for grant funding to install a lift station at Brunswick and Nelson to offload the private pumps, and potentially service larger developable lots in the area. If this lift station is installed it may be available to service lands south and east of the planning area. Triton Engineering is assessing coverage area for this lift station and the viability of an “in-line treatment facility as an alternative to reduce maintenance cost. Regardless of whether a lift station or in-line facility is built, the urban boundary has to be expanded north of Nelson Street to allow these lands to develop on full municipal services.

The first priority to service the West Palmerston Planning Area is installing the Minto Road lift station. This will open up 6 acres of Town owned industrial lands, accommodate existing users (Shrimp Canada and Tri-coat Wood Finishing) and service additional lands within the potential boundary expansion. Installing a lift station (or “in-line” treatment facility) on Brunswick Street at Nelson removes 19 homes from their private sewage pumps could service a small amount of additional land outside the urban boundary.

Once lift stations are installed, developers are responsible for extending trunk services through their lands. Depending on how much development proceeds and lands that can use the lift stations, wastewater treatment plant upgrades are very likely needed within 10 years. It is recommended that a sanitary needs study be completed to evaluate existing and conditions for Palmerston to aid in planning and development. At the same time water needs could be considered to ensure a logical infrastructure plan is in place where roads, sewer and water are replaced in a way that enhances capacity throughout the system.

Water

The following map shows water services in or near the planning area:



There are several 300mm waterlines available on the edge of the planning area available for development. This includes sections of Minto Road, Noble Family Road, Mary Street, Henry Lane and Jane Street. The Heinmiller Subdivision will result in watermain being constructed on Clark Street and other lands within the urban boundary expansion associated with that development. The key issue will be ensuring mains that service the lands are looped to ensure sufficient volume and pressure for fire-fighting purposes.

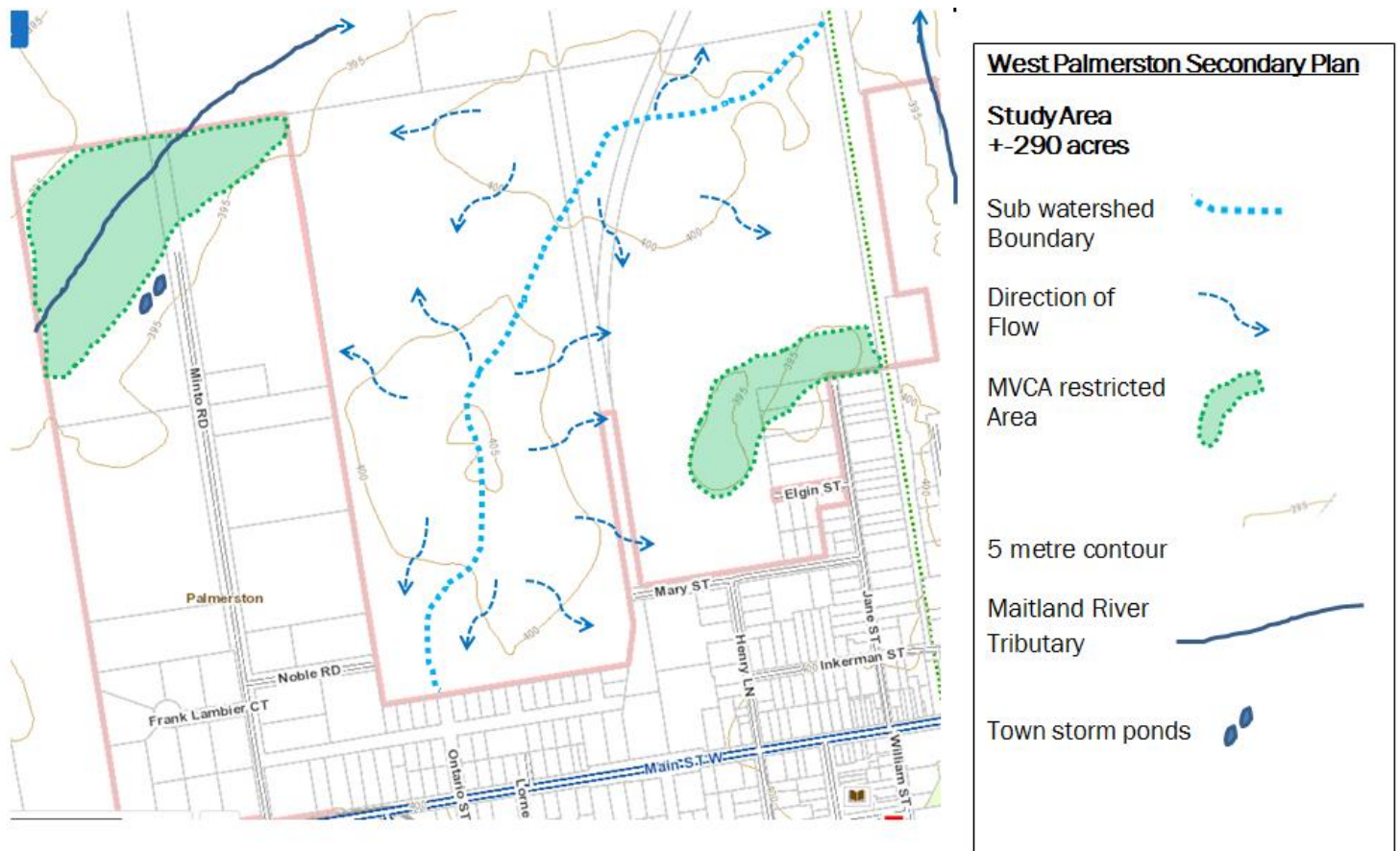
Depending on how and where development proceeds some mains that are in need of replacement should be upgraded to 200mm. When Palmerston Main Street is re-constructed in 2022 or beyond, the condition and size of watermain within the street should be evaluated and up-sized accordingly if needed for future development. This could be assessed in detail when the Town completes a water and sanitary sewer needs study to aid in planning and development.

Stormwater

A Maitland River tributary flows through the northwest corner of the Planning Area at the end of Minto Road. Maitland Valley Conservation Authority regulated areas require specific conditions and/or permits if development is to proceed nearby. The regulated area at the end of Jane Street is not identified in the Town official plan or zoning bylaw but has

impacted the development proposals on Jane Street north of Mary where infill lots are to be created on the edge of the urban boundary.

This map shows regulated areas in green. The western part of the planning area is within a sub-watershed that naturally drains to the north and west to the main tributary of the Maitland that crosses the northern end of the industrial park. The Heinmiller farmhouse currently sits on the highest point of land at the 405 metre contour. At the end of Minto Road the Town installed stormwater management ponds to accommodate surface ditches



and municipal drains that support development in the industrial park. A second sub-watershed on the eastern half of the planning area flows naturally away from the farmhouse and former rail line easterly to a smaller Maitland Tributary adjacent to the former landfill site.

Several municipal drains cross in or near the planning area. Drain 88 which crossed behind lots on Frank Lambier Court and into Minto Road ditches is now abandoned. Drain 22 at the end of Jane Street enters into Drain 3 running west of the closed land fill site. Drain 76 is at the back of the Industrial park which takes drainage from the Town owned retention ponds.

The first phase of the Heinmiller subdivision includes a 0.73 acre stormwater pond at the east end sized to ensure post development flows match pre-development. Subdivisions in Minto often require storm ponds to control stormwater quantity and quality as a condition of

The arterial/major collector road system would consist of Minto Road in the industrial park, an extension of Henry Street north into the planning area, and a new east/west arterial road joining the Henry Street extension to Minto Road north of Shrimp Canada. This road system and the former rail line (service corridor) divides the area into four quadrants as shown on the map (northwest, northeast, central and southeast).

The northwest quadrant might include a collector/local road system to provide access to future employment lands. The northeast quadrant, and the southeast quadrant, could both contain collector/local roads to service future residential. The central quadrant may allow for potentially mixed use development and/or buffering between uses in the Palmerston Industrial Park and future residential on the Heinmiller lands.

The road system plan is not currently proposed to connect via an arterial road to White's Road to the east. This would be a desirable truck route to leave the industrial park and travelling northeast, but the alignment would cross White's Junction Trail, the former landfill site, an existing watercourse before joining Lett Street to access White's Road. The Town would need to assess such a connection given potential cost and impact of these "obstacles", particularly if this link does not open up much new land for development.

Alternative Development Areas for Palmerston

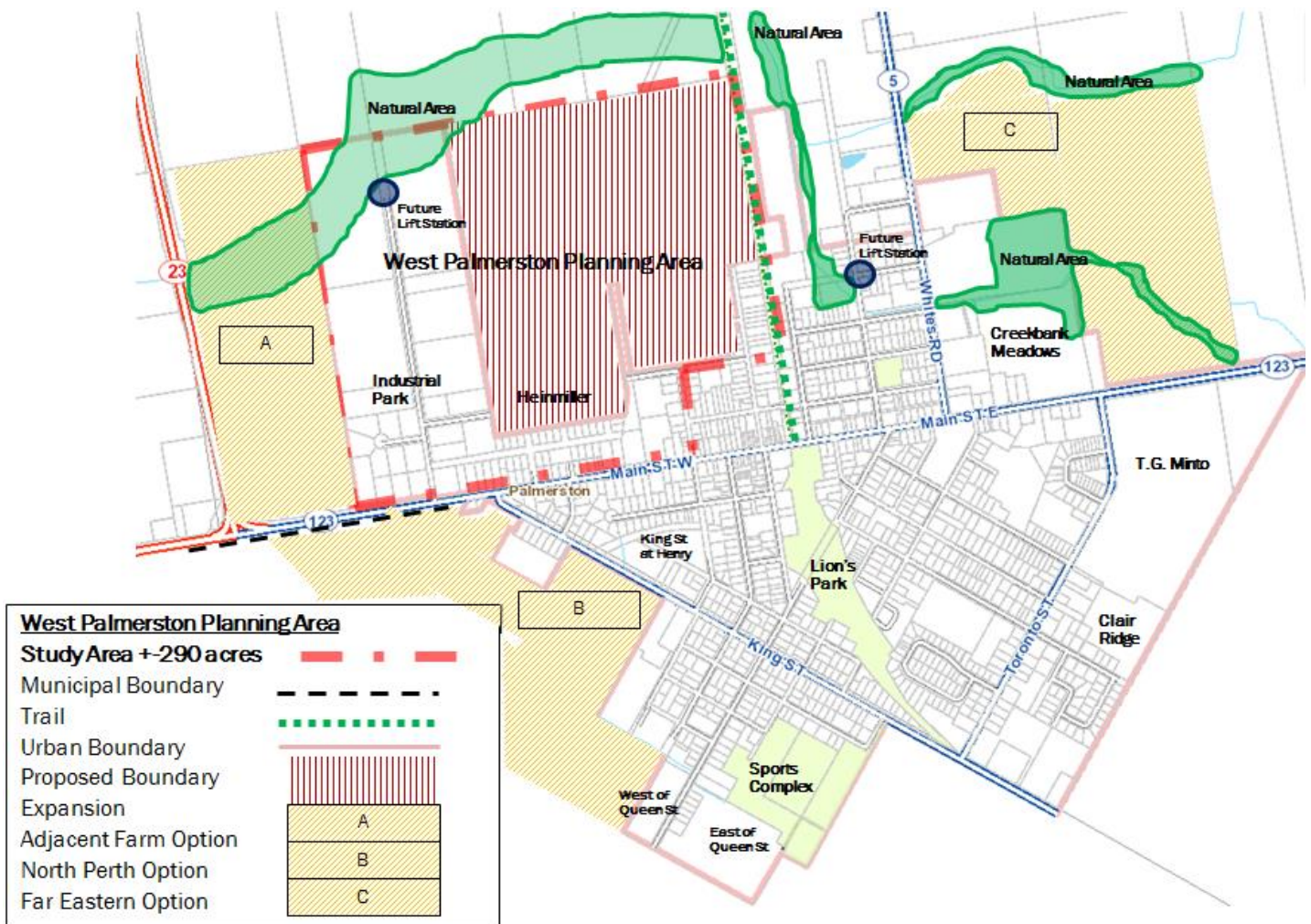
Three main areas around Palmerston assessed for possible boundary expansion are shown on the map on the following page. The Adjacent Farm, North Perth and Far Eastern have some opportunity to help meet County Growth targets.

A. Adjacent Farm Option

During initial investigation into potential urban expansion areas 82 acres of land west of the industrial park was considered for the West Palmerston Planning Area. Part of the land could be serviced by the proposed lift station at the end of Minto Road. The lands are split by the Maitland Tributary and woodlot at the northwest corner of the planning area, but do enjoy highway frontage. At this time it has been excluded for the following reasons:

1. While a logical extension of the industrial park, the amount of additional employment lands required in Minto and the County has not been quantified such that a future industrial designation may not be justified at this time.
2. Less than 100 acres of additional land is required to meet 2041 County growth targets at a density of 5 units per acre. The County comprehensive review may dictate higher density throughout the planning area which would decrease the amount of residential land required at this time.
3. Traffic characteristics and parcel size might suggest larger lot commercial development which, unless the market supported regional type stores and service, would draw away from the Palmerston downtown.
4. Highway access and/or internal road/servicing is less efficient further from the current built up area.

The Town should ensure potential road and servicing linkages are maintained through to the adjacent farm to allow for expansion depending on employment and commercial land needs in the next 25 years.



B. North Perth Option

Including lands currently in Perth County along King Street within Palmerston's urban area has some merit given proximity to the Town's Wastewater Plant. The biggest constraint to extending the urban boundary in this area is the need for an amalgamation between North Perth and Minto as well as Perth and Wellington County. While the Growth Plan of 2017 currently does not apply to North Perth, the amalgamation would most certainly see the Province require consistent planning rules apply.

Adjusting the irregular municipal boundary between North Perth and Minto near the King Hotel and other lands would clear up some minor jurisdictional issues. However, the West Palmerston Planning Area creates a contiguous development pattern. Given two lift stations (or an inline treatment facility) are already needed to service the current urban area of Palmerston, designing these new facilities to service lands in the Planning Area makes expanding into North Perth through amalgamation a lower priority.

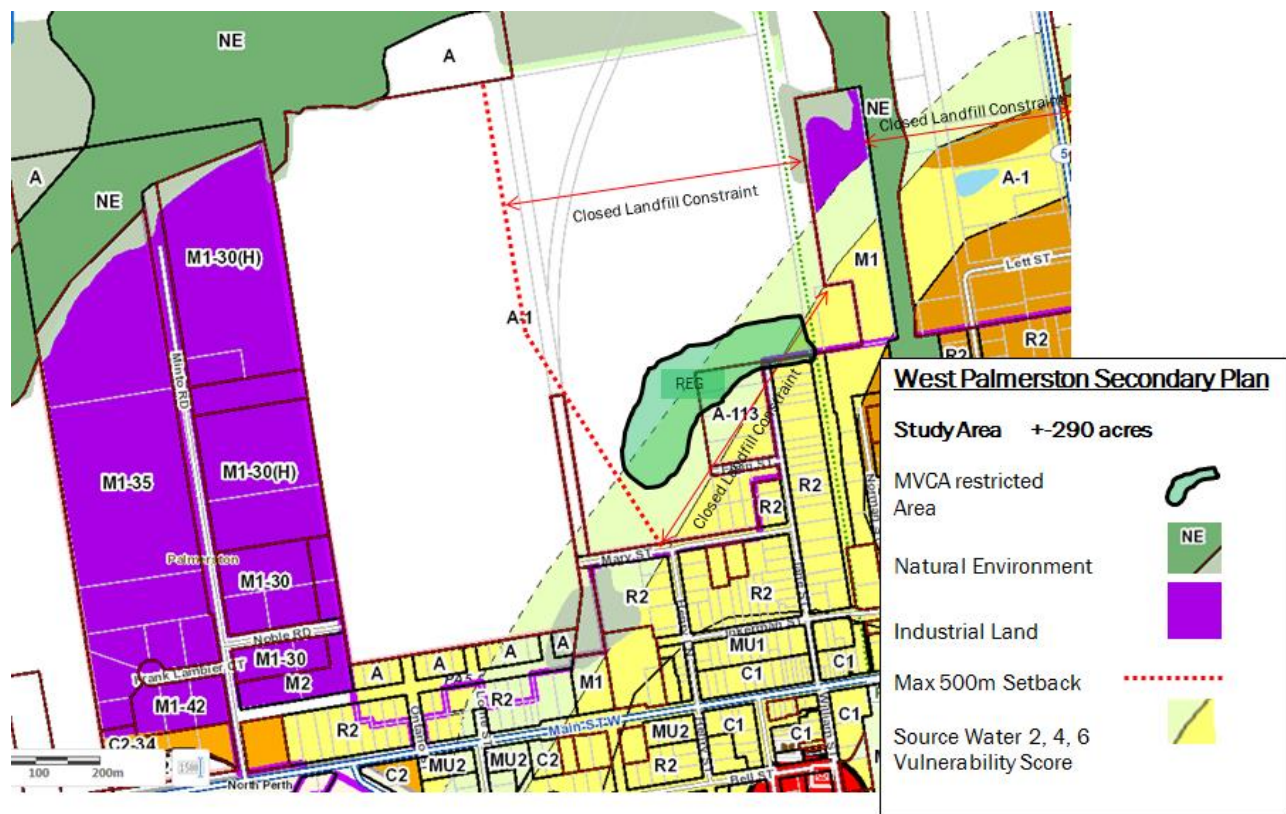
C. Far Eastern Option

This farm is split by a drainage course but approximately 25 acres north of Royal Terrace may be serviceable along White's Road. The owner of these lands is conducting preliminary engineering work to determine how much of the property could connect to existing services. The parcel could be included in the comprehensive review when initiated by the County, but it is not large enough to meet the growth targets on its own.

If existing infrastructure does not require significant upgrade the lands could be added to the urban area and provide much needed flexibility to accommodate future development. Having parcels in different ownership helps keep housing prices reasonable by maintaining some choice in the market.

West Palmerston Secondary Plan Issues, Constraints, Opportunities

The following illustrates overall constraints that may impact on development.



One concern is justification studies required to designate development lands within 500 metres of the former landfill site to the east of the planning area. County documentation suggests the site was a landfill for brush, construction and demolition debris beginning in 1983 and ending before 2001 when the County assumed ownership. The landfill was not known to have accepted household waste. In 2002 the County commissioned work to gather the waste into a mound and apply an impermeable soil layer to create a “cap” to shed storm water, and direct it to ditches away from the waste. Surface water quality was monitored from 2001 to 2004 then stopped likely due to the lack of concerning results.

The Ministry of Environment uses a 500 meter setback from the landfill (see map previous page) within which a Guideline D-4 study/Environmental Considerations Report prepared by a qualified engineering consultant is needed to justify land use changes. The secondary plan policies could require the technical justification report as a condition of development. Given how close existing homes are to the landfill, its historic purpose, and completed remedial work and monitoring, the report could also be prepared during the County five year review in 2019-20.

Source Water Protection mapping shows relatively low vulnerability index at 2, 4 and 6. The only constraint identified is DNAPL which have the longest travel rates that could impact a protected wellhead. Residential, parkland and similar uses on full municipal services would typically be permitted within the lowest vulnerability indexes.

Industrial lands should be designed, buffered and separated from more sensitive uses such as residential so there are no adverse impacts such as noise and odour. Policies for the planning area should require buffering, screening and separation between the industrial park and future residential subdivisions. In the case of the Heinmiller Subdivision a 30 metre setback was imposed with berms and trees planted to improve land use compatibility. Transitional uses such as commercial or parkland can enhance visual and physical separation between industrial and residential uses. A linear greenspace east of the industrial park could serve as a buffer, trail link and surface water management area.

Natural hazards in the Official Plan in the northeast corner of the industrial park do not impact development within the planning area. The low lying regulated area at the end of Jane Street requires a permit from Maitland Valley as a condition of development. For the new homes on Jane Street significant fill was required. Placing the lands in an NE zone to accommodate future stormwater management and parkland may be in order given the low contour level (395m) associated with this part of the planning area.

Issues related to future development of lands within the West Palmerston Planning Area are summarized below:

1. There is not currently sufficient land inside Palmerston's urban boundary to support growth allocated by the County of 635 new households through to 2041.
2. Improvements to inflow and infiltration completed by the Town have reduced flows to the Palmerston Wastewater Treatment Plant. Based on sewage flows for calendar years 2010 through 2016 and the connected population and households, there is an estimated reserve capacity of 625 units in the Palmerston Wastewater Treatment Plant, of which, 171 units are approved but are unconnected; therefore, 454 units represent the uncommitted sewage hydraulic reserve capacity. Depending on the pace of growth and the length of time needed to secure the boundary expansion, The Town should begin planning for plant upgrades within five years, and begin work within 10 years to ensure reserve capacity through 204.
3. The Palmerston Water Treatment Plant has capacity to service over 635 households including future commercial and industrial uses. Water should always be used

resourcefully, and water mains must be designed by developers with proper “looping” to maintain pressure and volume.

4. When roads are reconstructed within the current urban area in the future water main upgrades should be considered. This could Main Street upgrading 150mm water mains to 200mm when it is re-built and a section of water main on White’s Road near Royal Terrace which should also be upgraded.
5. The lift station being designed for the end of Minto Road for future industrial development can be placed at a depth that can accommodate development within the West Palmerston Planning Area.
6. A second lift station or inline sewage system at Brunswick and Nelson to remove 19 existing homes from individual private sewage pumps can be designed to accommodate about 10 acres of lands outside the urban boundary near Lett Street and Nelson Street. This required capital work would be more cost effective if a boundary adjustment were allowed so the design could accommodate these additional lands.
7. To justify land use changes within 500 metres of the closed County Landfill a technical report is needed that meets Ministry of Environment standards. Since the landfill was not known to have accepted household waste, the County completed remedial work in the early 2000’s and three years of water testing showed no adverse impacts, it is likely development can be justified in areas of Palmerston near the former landfill. The technical report can be required as a condition of development or commissioned during the County five year official plan review.
8. Maitland River tributaries north of the end of Jane Street have not been designated in the official plan or zoning bylaw which appears to be the most low lying section of the planning area. Detailed hazard plain mapping would establish the extent of the hazard which may justify some form of stormwater management area and park.
9. Existing Town owned stormwater ponds at the end of Minto Road can accommodate development within the Palmerston Industrial Park. To control stormwater quantity and quality in the planning area stormwater management will be required. Locating storm ponds in concert with the significant woodlots and natural areas and linking with parks and trails is possible in the planning area.
10. The road system plan identifies an east/west arterial roadway from Minto Road joining to an extension of Henry Lane as the main means of moving heavier traffic volumes through the planning area.
11. Linking the Planning Area’s internal road system to White’s Road (CR 5) is possible but restricted by the former landfill site, drainage courses and alignment issues with existing homes. Since such a link opens very little land for future development and bypasses the downtown the cost benefit of the connection should be evaluated in the future.
12. Elgin and Mary Streets on the edge of the urban boundary should be extended by developers with collector/local roads to service residential development that can access existing sewer and water capacities within the adjacent urban area.
13. Occupancy in the Palmerston Industrial Park is 50% with about 35 acres left. This includes the 14 acre certified site which has had considerable interest and if sold would

result in 74% occupancy. It is recommended the planning area include up to 30 more acres of employment lands.

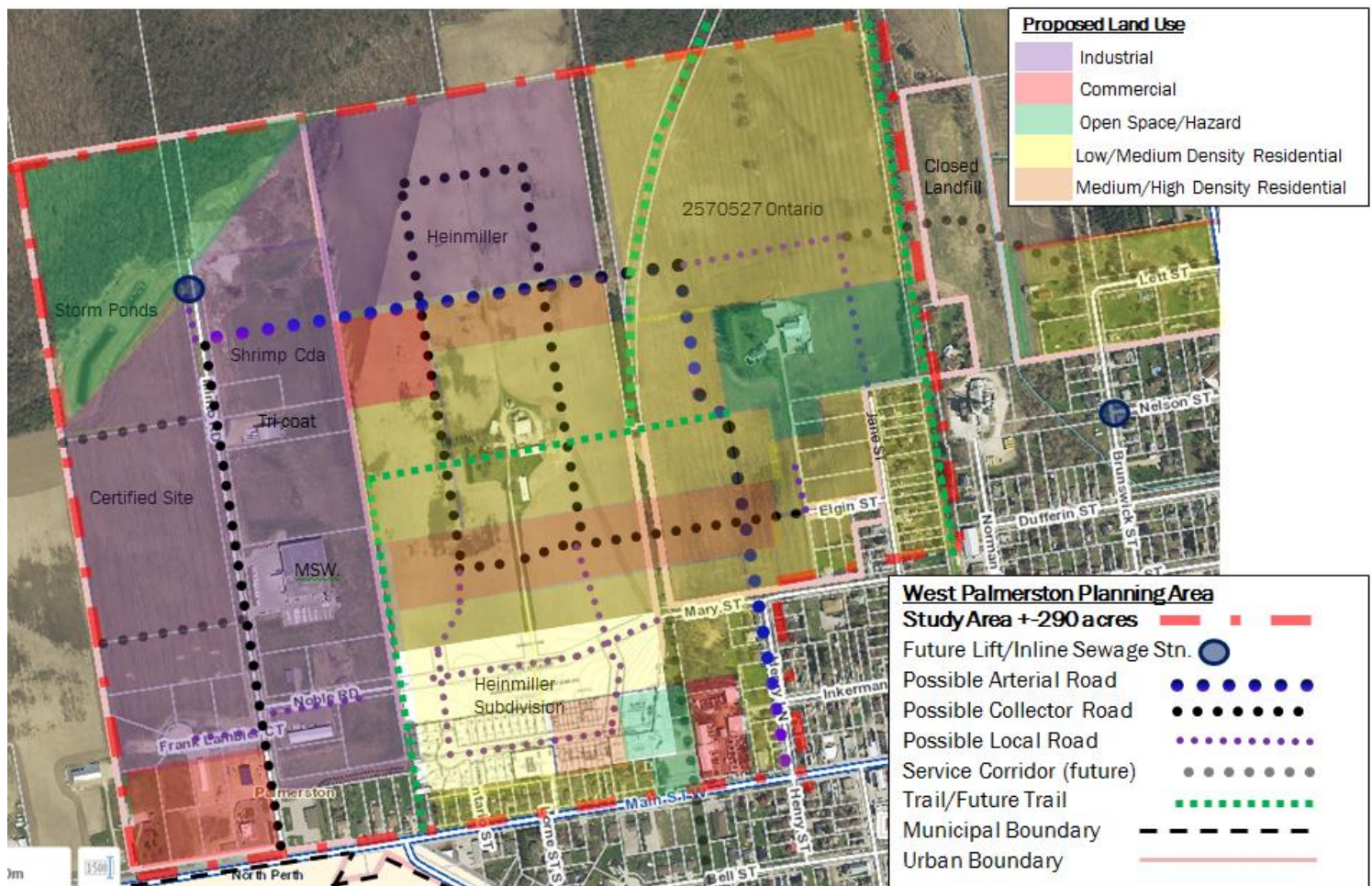
14. At a density of 12.67 units per hectare (5 units per acre), the 635 units needed through to 2041 requires about 125 acres of designated residential land in Palmerston. To maintain a health supply of serviced residential land the boundary expansion into the West Palmerston Planning Area should include at least 100 acres of residential land.
15. Development of the Planning Area will result in the loss of 130 acres of prime agricultural land. The proximity of these farms to existing and proposed development and impacts from natural hazards identified by the Conservation Authority already impacts farm viability beginning when lands on the front of these farms were included in the urban boundary many years ago. Extending the urban boundary to the back of the concession is reasonable given identified growth need.
16. Other lands on the boundary of Palmerston have some potential to support some boundary expansion, but are restricted due to municipal boundary issues, employment land need, and serviceability. If more employment lands are needed in the future links to the farmland to the west should be maintained for long term expansion. A more appropriate boundary with North Perth is in order although jurisdictional and political issues would be difficult to overcome unless a landowner or developer was willing to pursue a municipal boundary change through the Province and four Councils.
17. Adding land near Lett Street and north of Royal Terrance that is serviceable would not add enough growth potential to Palmerston, but would increase choice to help ensure competitiveness in supplying land for future development parcels.

Preliminary Secondary Plan West Palmerston Planning Area

Considering current land use, projected need outlined in County growth forecasts, Official Plan policies available infrastructure, and the opportunity created by the eventual construction of light stations on Minto Road and Brunswick/Nelson, it is clear that extending the urban boundary into the West Palmerston Planning Area is warranted. This will create a more contiguous north boundary for Palmerston which eliminates the “leap frogging” created when the industrial park was first serviced.

Natural hazards (low lying or floodplain areas) and “human-made” hazards (industrial uses, closed landfill) present in the area can be overcome with appropriate technical studies, land use adjustments and mitigation measures. Situating parks and stormwater management features in concert with low lying or floodplain areas has merit as does including trails and linear parks as buffers between industrial and more sensitive uses. The secondary plan will ensure no adverse effects are created as a result of the hazards identified.

The secondary plan must provide a general form of development that makes efficient use of current and future municipal services, provides a mixture of land use, and directs investment in development suited to the market. The Proposed Land Use Plan below



provides a development patter consistent with the character of Palmerston, protects natural hazards promoting compact development form, efficient use and expansion of infrastructure, and a mix of land uses including parks and trail links.

RECOMMEDATION:

That Council receives First Draft West Palmerston Secondary Plan and directs that the document be circulated for agency comment and a public open house meeting be scheduled in September to obtain feedback.

Bill White MCIP RPP
C.A.O. Clerk