



Wellington North

Land Needs Assessment

February 11, 2025

Parcel

Tribute YEARS
communities **40**

SORBARA

→ *group of companies* ←

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February 11, 2025

2022-0019

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Executive Summary

Parcel Economics Inc. ("Parcel") has been retained by Tribute/Sorbara Arthur Holdings Inc. ("Tribute/Sorbara") to prepare a Land Needs Assessment. Tribute/Sorbara own lands located at the north end of the Community of Arthur in the Township of Wellington North and hereafter referred to as the subject lands. The subject lands are located within the existing settlement area boundary of Arthur and are designated Future Development.

The purpose of our retainer has been to prepare a Land Needs Assessment to determine the need for Community Area lands and Employment Area lands in the Township to 2051, as well as have regard for applicable policies related to the redesignation of Future Development lands, as contained in the Wellington County Official Plan, Office Consolidation, July 2024 (the "Wellington County Official Plan").

Concept Plan for the Subject Lands

A concept plan has been prepared for the subject lands. The concept plan includes 815 to 866 residential units, consisting of approximately 70% single and semi-detached units and 30% row (townhouse) units. Based on person per unit ("PPU") factors and work from home propensities, the concept plan could accommodate a density of 53 to 56 persons and jobs per hectare

Policy Context

In April 2024, the Ministry of Municipal Affairs and Housing ("MMAH") released the Provincial Planning Statement, 2024 (the "PPS, 2024"), which ultimately came into effect on October 20, 2024. The PPS, 2024 replaces the Provincial Policy Statement, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

The PPS, 2024 directs municipalities to use the Ontario Population Projections prepared by the Ontario Ministry of Finance in determining land needs. The Wellington County Official Plan currently plans for a population 160,000 persons in the County by 2051.

Population Growth Trends

In recent years, the most significant change to the population growth rates relate to recent rates of immigration to Canada and the Federal immigration targets, both of which have increased substantially in recent years and resulted in Canada experiencing unprecedented population growth. In the 20-years prior to the preparation of the population forecasts contained in Schedule 3 of the Growth Plan, Canada welcomed approximately 260,000

international immigrants per year. The level of international immigration increased to 475,000 new residents per year between 2021 and 2024.

Increased migration to Canada and the Greater Golden Horseshoe is being felt in Wellington County. Recent migration trends have resulted in elevated population growth in Wellington County since 2015. Between 2001 and 2015, the population in Wellington County grew by an average of approximately 2,200 persons per year. Since 2015, average annual population growth is more than double (nearly 4,500 person per year) the growth experienced between 2001 and 2015. It is important to highlight that higher population growth in the County started prior to the COVID-19 pandemic.

Population and Household Growth Forecasts

The Ontario Ministry of Finance prepares population forecasts for the province and each of the 49 Census Divisions annually. These forecasts are based on the most up-to-date trends and historical data.

The most recent forecasts for Wellington County were prepared by the Ontario Ministry of Finance in Fall 2024 and forecast a population of 400,166 persons in Wellington County by 2051. This is approximately 37,200 persons more than the population forecasts contained in the Greater Golden Horseshoe: Growth Forecasts to 2051, prepared by Hemson Consulting Ltd. in August 2020.

Based on these forecasts, Wellington County could achieve a 2051 population of approximately 174,000 persons, or 14,000 persons more than Schedule 3 of the Growth Plan.

Applying the headship rates from the 2021 Census of Canada to the population growth forecasts from the Ontario Ministry of Finance result in 28,600 additional households in Wellington County between 2021 and 2051. This is 6,740 households more than forecast in the Phase 1 MCR, or a 31% increase in the number of housing units required to accommodate growth.

Community Area Land Needs

Based on assumptions in the Phase 2 LNA, in Wellington North there is a need to redesignate nearly all Future Development lands to accommodate Community Area land needs to 2051, with only a 10-hectare surplus. This compares to the 87-hectare surplus identified in the Phase 2 LNA

We consider this to be the minimum Community Area land needs required in Wellington North, as constraints in the Town of Erin would result in Wellington County not meeting the population forecasts prepared by the Ontario Ministry of Finance forecasts prepared in Fall 2024. Recognizing the constraints in the Town of Erin, we have reallocated the additional growth to Wellington North. Based on this alternative scenario, **all Future Development lands will be required for Community Area land needs to 2051.**

Employment Area Land Needs

As part of this Land Needs Assessment, we have also considered the need for Employment Area lands to 2051. This analysis has been largely based on our review of the Wellington North Community Growth Plan and the Growth Management Action Plan.

The Community Growth Plan and the Growth Management Action Plan reach the same conclusion that there is anticipated to be a surplus of Employment Area lands in Wellington North to 2051. Based on the Growth Management Action Plan, this surplus is anticipated to be 70 hectares. **Based on this surplus, there is not anticipated to be a need to redesignate Future Development lands for Employment Area purposes.**

Developed Community Area Lands in Wellington North

We have also estimated the share of Community Area lands that are developed in Wellington North based on policy 8.10.4 a) of the Wellington County Official Plan.

Based on this analysis, 66% of Community Area lands are already developed. While this is less than the threshold identified in Policy 8.10.4. a) of the Wellington County Official Plan, the policy does state that approximately three-quarters of the land designated for development by this Plan are already developed. It is also important to note that the Wellington County Official Plan provides direction on the physical development and long-term sustainability of the County and its local municipalities to 2051. While we have regard for Section 8.10.4. a) of the Wellington County Official Plan, this policy does not guide development to the year 2051 and does therefore not conform with the PPS, 2024.

Conclusion

Land Needs Assessment demonstrates that all Future Development lands in Wellington North are required to accommodate population growth to 2051 based on the most recent forecasts from the Ontario Ministry of Finance were published in Fall 2024. The Community Growth Plan and the Growth Management Action Plan both also identify that there is an existing surplus of Employment Area lands in Wellington North to accommodate growth to 2051. Therefore, the Future Development lands will not be required for employment purposes.

For these reasons, it is clear that the subject lands should be redesignated from Future Development to Community Area in the Wellington County Official Plan.

1.0

Introduction

Parcel Economics Inc. ("Parcel") has been retained by Tribute/Sorbara Arthur Holdings Inc. ("Tribute/Sorbara") who own lands located at the north end of the Community of Arthur in the Township of Wellington North as shown by the red boundaries in Figure 1.1 and hereafter referred to as the subject lands. The purpose of our retainer has been to prepare a Land Needs Assessment to determine the need for Community Area lands and Employment Area lands in the Township to 2051, as well as having regard for applicable policies related to the redesignation of Future Development lands, as contained in the *Wellington County Official Plan, Office Consolidation, July 2024* (the "Wellington County Official Plan").

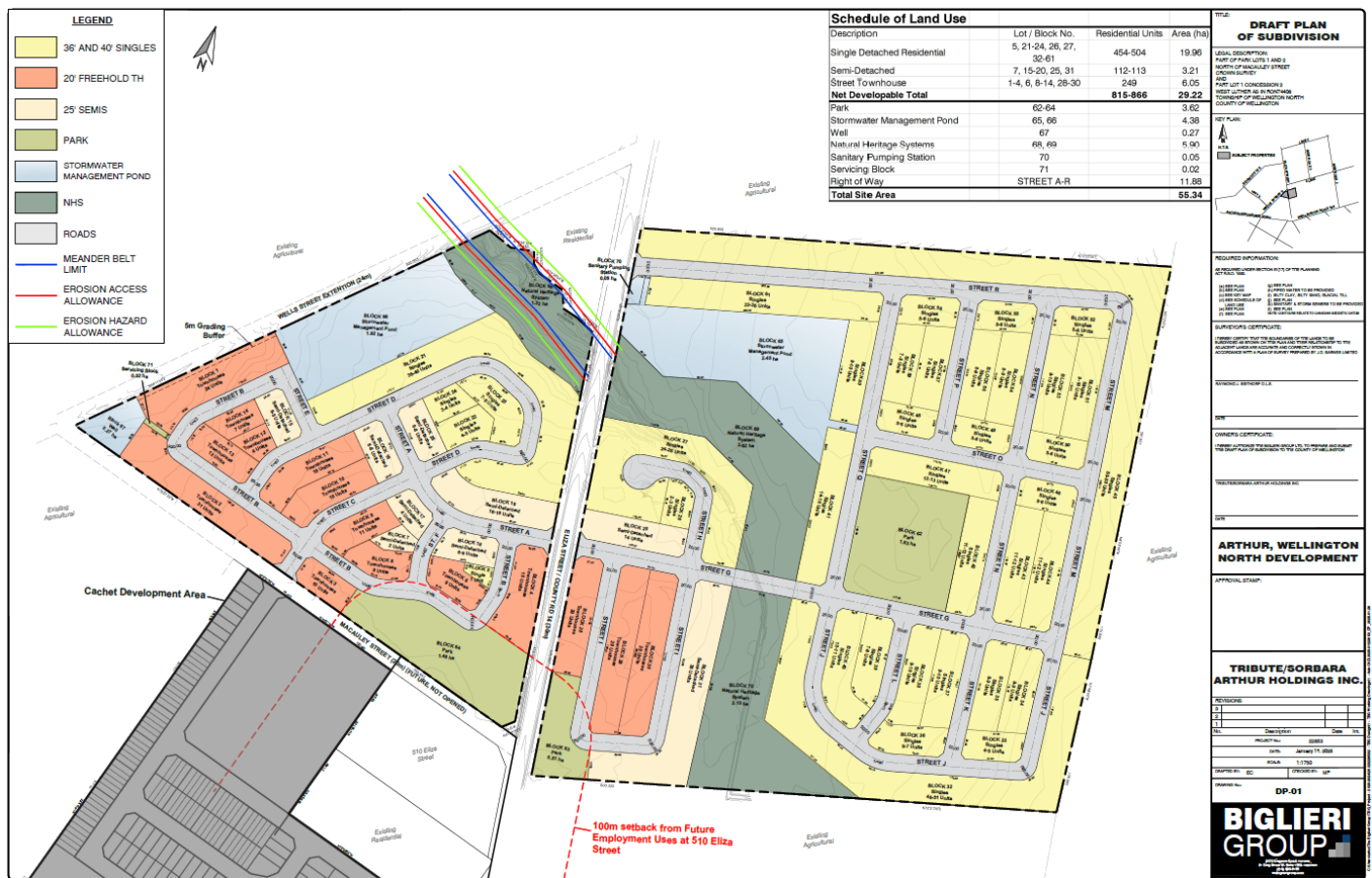
Figure 1.1
Tribute Community Lands in Arthur



Source: Parcel.

A concept plan has been prepared for the subject lands, as shown in Figure 1.2. The concept plan includes 815 to 866 units, consisting of approximately 70% single and semi-detached units and 30% row (townhouse) units. Based on person per unit (“PPU”) factors for Wellington County and adjusting for undercoverage, this concept plan could accommodate between 2,385 and 2,545 persons at full build-out. Assuming that 9% of the population will work from home, which is based on the 2021 Census of Canada, the concept plan could accommodate between 215 and 230 jobs. Based on a developable land area of 49.4 hectares, this would result in a density of 53 to 56 persons and jobs per hectare.¹

Figure 1.2
Concept Plan for the Subject Lands



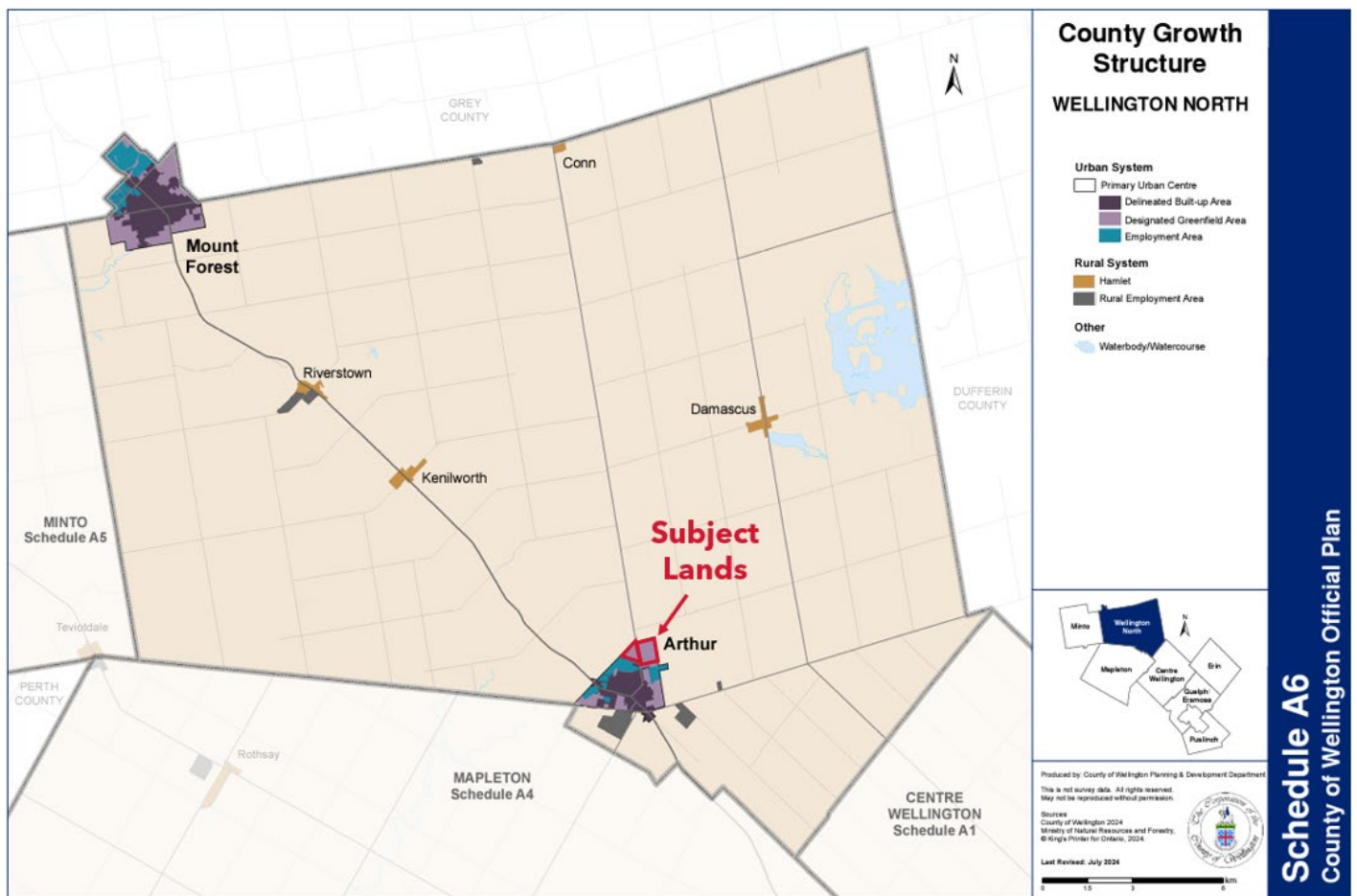
Source: the Biglieri Group.

¹ Based on gross land area of 55.3 hectares, minus natural heritage system of 5.9 hectares.

1.1 Background

The subject lands are located within in the Arthur Primary Urban Centre boundary, as shown in Schedule A6 of the Wellington County Official Plan. As shown in Figure 1.2, the subject lands are identified as Designated Greenfield Lands in Schedule A6 of the Wellington County Official Plan.

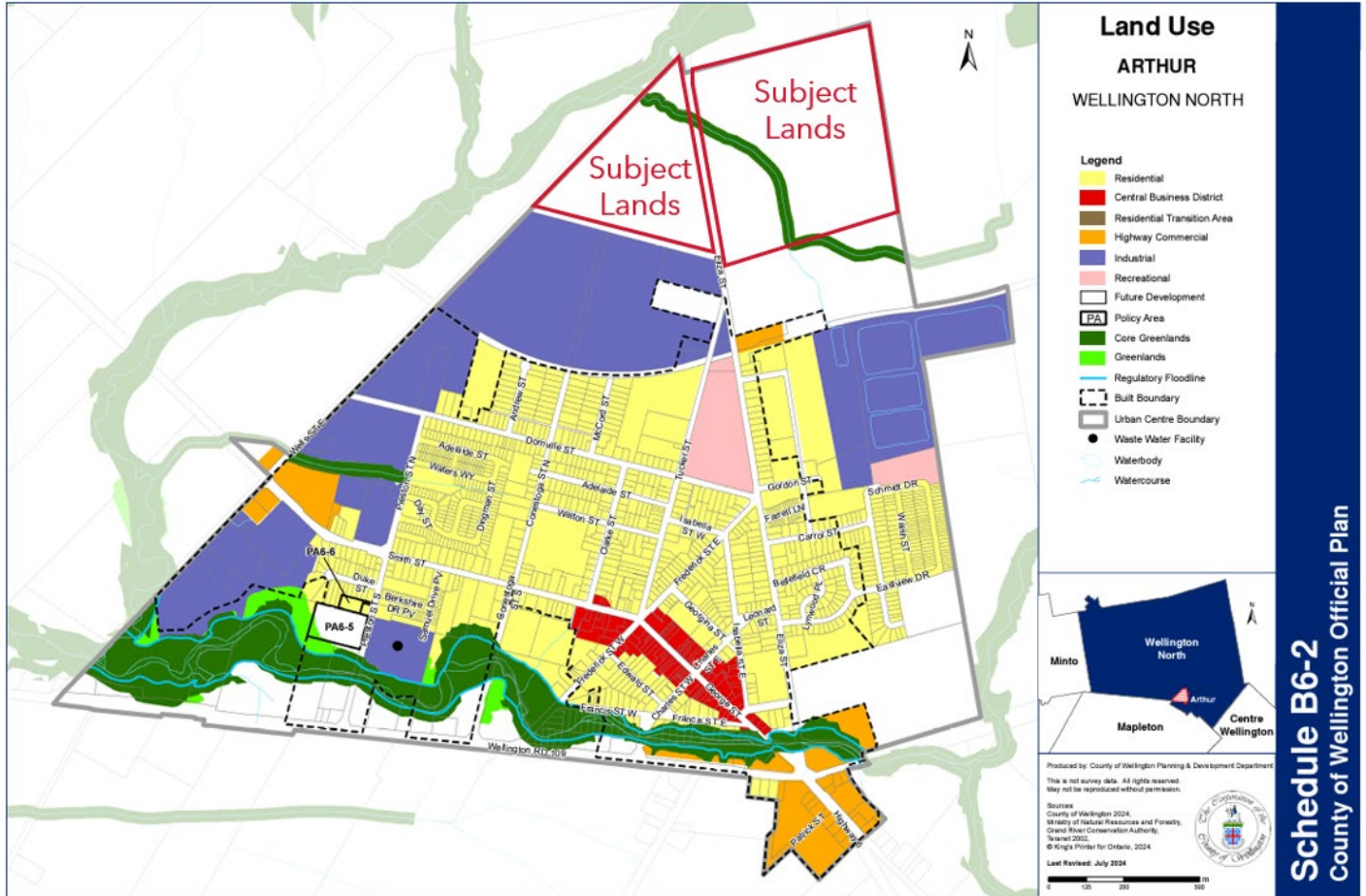
Figure 1.3
County Growth Structure – Wellington North



Source: Parcel based on Schedule A6 of the Wellington County Official Plan, Office Consolidation, July 2024.

Schedule B6-2 of the Wellington County Official Plan identifies the land use for lands located within the Arthur Primary Urban Centre. As shown in Figure 1.3, the subject lands are designated as Future Development.

Figure 1.4
Arthur Primary Urban Centre Land Use Map



Source: Parcel based on Schedule B6-2 of the Wellington County Official Plan, Office Consolidation, July 2024.

As it relates to Future Development lands, Section 8.10 of the Wellington County Official Plan states:

8.10 FUTURE DEVELOPMENT

8.10.1 Overview

There are certain areas within urban centres, where it is not possible to pre-designate for the future intended uses. Such lands may not be required over the planning period for development purposes or the specific nature of the intended land uses is not known at this time.

8.10.2 Objectives

The objectives for areas designated FUTURE DEVELOPMENT are as follows:

- a) to provide for the orderly future development of the unbuilt areas of the Urban Centre;*
- b) to limit development of such lands until an Official Plan Amendment including a proper site plan or concept plan for future uses has been submitted and approved;*
- c) to prohibit any major development of these lands until the necessary municipal services can be made available to such areas.*

8.10.3 Permitted Uses

The permitted uses within areas designated FUTURE DEVELOPMENT as illustrated on Schedule B of the Plan shall be limited to existing uses and the growing of crops including nursery and horticultural crops but does not include greenhouses.

Consideration may be given to the creation of a new lot by consent provided such development is in accordance with the policies of this Plan.

As Tribute/Sorbara are proposing a residential community on the subject lands, an Official Plan Amendment is required to redesignate the lands from Future Development to Residential to accommodate the proposed community. The purpose of this Land Needs Assessment will be to determine if these Future Development lands are required over the planning period for development purposes, as identified in policy 8.10.1 of the Wellington County Official Plan.

As it relates to the redesignation of Future Development lands, Section 8.10.4 of the Wellington County Official Plan states:

8.10.4 Redesignation of Future Development Areas

Development within the FUTURE DEVELOPMENT areas will be limited and restricted to ensure that premature provision of municipal services will not be required.

Redesignation of these lands may be considered if it is proven that additional land for development purposes is required. A comprehensive review of the need and impacts of

developing this land on the surrounding area shall be undertaken with regard for the following:

- a) that a need for additional land is demonstrated by the fact that approximately three-quarters of the land designated for development by this Plan are already developed;*
- b) that services of all kinds are or can be reasonably and economically provided to the proposed development;*
- c) that adequate development plans which indicate the type of development and facilities to be provided (such as, streets, schools, parks and shopping facilities) are or will be made available to the municipality;*
- d) that the proposed development is contiguous to and is a logical extension of existing development;*
- e) any required impact studies have been completed.*

1.2 Wellington County Official Plan Review

Wellington County began their most recent Municipal Comprehensive Review (“MCR”) in September 2019. As part of the MCR, Watson & Associates Economists Ltd. (“Watson”) was retained to prepare the growth management technical requirements of the MCR, including allocating the population and employment growth forecasts contained in Schedule 3 of *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* (the “Growth Plan”) to the lower-tier municipalities in Wellington County and determining land needs to accommodate future growth.

In June 2021, a *Phase 1 MCR Report: Urban Structure Growth Allocations* was released. This report was subsequently amended in January 2022 (the “Phase 1 MCR”). The purpose of the Phase 1 MCR was, in part, to allocate population, housing and employment by Area Municipality and Urban Centre. The allocation of population and employment in the Phase 1 MCR was based on the growth forecasts contained in Schedule 3 of the Growth Plan, which were prepared in the summer of 2020. Forecasts in Schedule 3 of the Growth Plan required Wellington County to plan for a minimum of 160,000 persons and 70,000 jobs by 2051. As will be discussed later in this Land Needs Assessment, the forecasts contained in Schedule 3 of the Growth Plan do not take into consideration recent

changes in Federal Immigration policy, which will result in a greater number of people coming to Canada each year.

On May 26, 2022, Wellington County Council adopted *Amendment Number 119 to the Official Plan for the County of Wellington* ("OPA 119"). OPA 119 did not include the growth allocations contained in the Phase 1 MCR. Instead, it was intended to revise the Official Plan of the County of Wellington to define and identify a County Growth Structure as the first phase of the County's MCR.

Subsequent to the completion of the Phase 1 MCR and adoption of OPA 119, a *Phase 2 MCR Report: Urban Land Needs Assessment* was released in August 2022 (the "Phase 2 LNA"). The purpose of the Phase 2 LNA was, in part, to identify urban land requirements for Wellington County's Urban System. The Phase 2 MCR identified the need for a settlement area boundary expansion ("SABE") to accommodate 290 hectares of Community Area lands, in addition to the redesignation of 195 hectares of Future Development lands to Community Area lands to accommodate growth to 2051. As it relates to Wellington North, the Phase 2 LNA identified the need to redesignate 81 hectares of Future Development lands to Community Area lands.

Figure 1.5

Phase 2 LNA Community Area Land Needs

| | Redesignation of Future Development to Community Area | Community Area SABE |
|-------------------|--|--------------------------------|
| Centre Wellington | | 238 ha |
| Mapleton | 15 ha | 34 ha |
| Minto | 61 ha | 18 ha |
| Wellington North | 81 ha | |
| Erin | 38 ha | |
| Total | 195 ha | 290 ha |

Source: Parcel based on Phase 2 LNA.

In April 2024, the Ministry of Municipal Affairs and Housing ("MMAH") released the Provincial Planning Statement, 2024 (the "PPS, 2024"), which ultimately came into effect on October 20, 2024. The PPS, 2024 replaces the *Provincial Policy Statement, 2020* and *A Place to Grow: Growth Plan for the Greater Golden Horseshoe*.

The PPS, 2024 directs municipalities to use the Ontario Population Projections prepared by the Ontario Ministry of Finance in determining land needs. Wellington County is still in the process of completing their Official Plan Review, which was intended to bring it into conformity with the Growth Plan. However, as the Growth Plan was rescinded when the PPS, 2024 came into effect, the County's Official Plan must now conform to the PPS, 2024.

1.3 Purpose

The purpose of this Land Needs Assessment will be to determine the amount of land required over the planning period for development purposes, as identified in policy 8.10.1 of the Wellington County Official Plan. Based on this analysis, we will determine if additional Future Development lands are required to support growth in Wellington North and Wellington County to 2051. Our analysis will also have regard for policy 8.10.4 of the Wellington County Official Plan.

1.4 Policy Context

The following provides a review of relevant sections of the PPS, 2024 and Wellington County Official Plan that informed this Land Needs Assessment.

Provincial Planning Statement, 2024

The PPS, 2024 is issued under the authority of Section 3 of the *Planning Act* and is the primary provincial land use planning policy document, applying across Ontario.

In determining the need to designate or plan for land to accommodate growth, Section 2.1 Planning for People and Homes, provides guidance on the population and employment forecasts that shall be used in planning for growth, where it states:

1. *As informed by provincial guidance, planning authorities shall base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance and may modify projections, as appropriate.*
2. *Notwithstanding policy 2.1.1, municipalities may continue to forecast growth using population and employment forecasts previously issued by the Province for the purposes of land use planning.*

- 3. At the time of creating a new official plan and each official plan update, sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years, informed by provincial guidance. Planning for infrastructure, public service facilities, strategic growth areas and employment areas may extend beyond this time horizon.*

Where the Minister of Municipal Affairs and Housing has made a zoning order, the resulting development potential shall be in addition to projected needs over the planning horizon established in the official plan. At the time of the municipality's next official plan update, this additional growth shall be incorporated into the official plan and related infrastructure plans.

As noted in Section 2.1.1., municipalities shall now base population growth forecasts on the forecasts prepared by the Ontario Ministry of Finance. As will be discussed later in this Land Needs Assessment, the latest Ontario Ministry of Finance forecasts were prepared in Fall 2024.

As it relates to intensification and density targets, Section 2.3 Settlement Area and Settlement Area Boundary Expansions states:

- 3. Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.*
- 4. Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.*
- 5. Planning authorities are encouraged to establish density targets for designated growth areas, based on local conditions. Large and fast-growing municipalities are encouraged to plan for a target of 50 residents and jobs per gross hectare in designated growth areas.*

The PPS, 2024 does not identify a minimum intensification target. As noted in Policy 2.3.5 of the PPS, 2024, large and fast-growing municipalities are encouraged to plan for a density target of 50 residents and jobs per hectare across the designated growth area. There are no municipalities in the Wellington County planning area that are included on the list of large and fast growing municipalities. However, the concept plan prepared for the subject lands could accommodate a density of 53 to 56 persons and jobs per hectare.

Wellington County Official Plan

The Wellington County Official Plan provides direction on the physical development and long-term sustainability of the County and its local municipalities. It establishes a long-term vision for the County's resources and individual communities, and includes policy intended to guide each in attaining that vision.

Table 1 of the *Wellington County OP* identifies a 2051 population of 160,000 persons in the County, as well as 57,940 households and 70,000 jobs.

As it relates to guiding growth in Wellington County, *Section 3.3* of the Wellington County OP states its objectives for growth:

- *to encourage efficient cost effective development patterns;*
- *to take advantage of capacities in existing and planned water, waste water, utilities and transportation systems to support the achievement of complete communities through a more compact built forms;*
- *To encourage growth in primary and secondary urban centres;*
- *To identify and promote opportunities for growth in the built up areas of primary urban centres through intensification and redevelopment where this can be accommodated, taking into account small town and historic streetscapes;*
- *To encourage more efficient use of land through increased densities in designated greenfield areas of primary and secondary urban centres.*
- *To identify areas outside of primary agricultural areas as a location for limited rural growth opportunities;*
- *To maintain a healthy balance between jobs and housing in order to reduce the need for long-distance commuting, and increase the modal share of walking and cycling, where appropriate;*

...

Section 3.3.1 of the Wellington County OP provides targets intended to help the County achieve the objectives detailed in *Section 3.3*. As it relates to intensification and greenfield density, it states:

Residential Intensification:

By the year 2015 and for each year thereafter, a minimum of 20 percent of all residential development occurring annually will be within the built-up area.

Greenfield Density:

The designated greenfield area of the County will be planned to achieve an overall minimum density of not less than 40 residents and jobs per hectare.

Section 3.5 also details how and where population, household and employment growth in the County is anticipated to occur, including in the local municipalities. This allocation is based on several factors including anticipated urban growth, the desire to protect resource land, the historic rate of growth in each area and the availability of land and services.

Table 8 in Section 3.5 includes 2051 forecasts for the Township of Wellington North—including a 2051 forecast of 20,500 persons and 7,660 households.

Greenfield Housing is addressed in Section 4.4.4 where it is stated that in *designated greenfield areas*, the County will:

...

- b) *require new developments to achieve densities which promote the overall designated greenfield area density target of 40 persons and jobs per hectare and specifically:*
 - i) *strive to attain at least 16 units per gross hectare (6.5 units per gross acre) in newly developing subdivisions;*
 - ii) *somewhat lower densities may be considered in newly developing subdivisions where physical and environmental constraints such as larger than normal storm water management requirements, parcel dimensions that do not yield efficient lotting patterns and the need for transition areas from adjacent land uses, or on small parcels of under 2 hectares (5 acres);*

Policies related to Future Development lands were addressed earlier in Section 1.1 of this Land Needs Assessment.

2.0

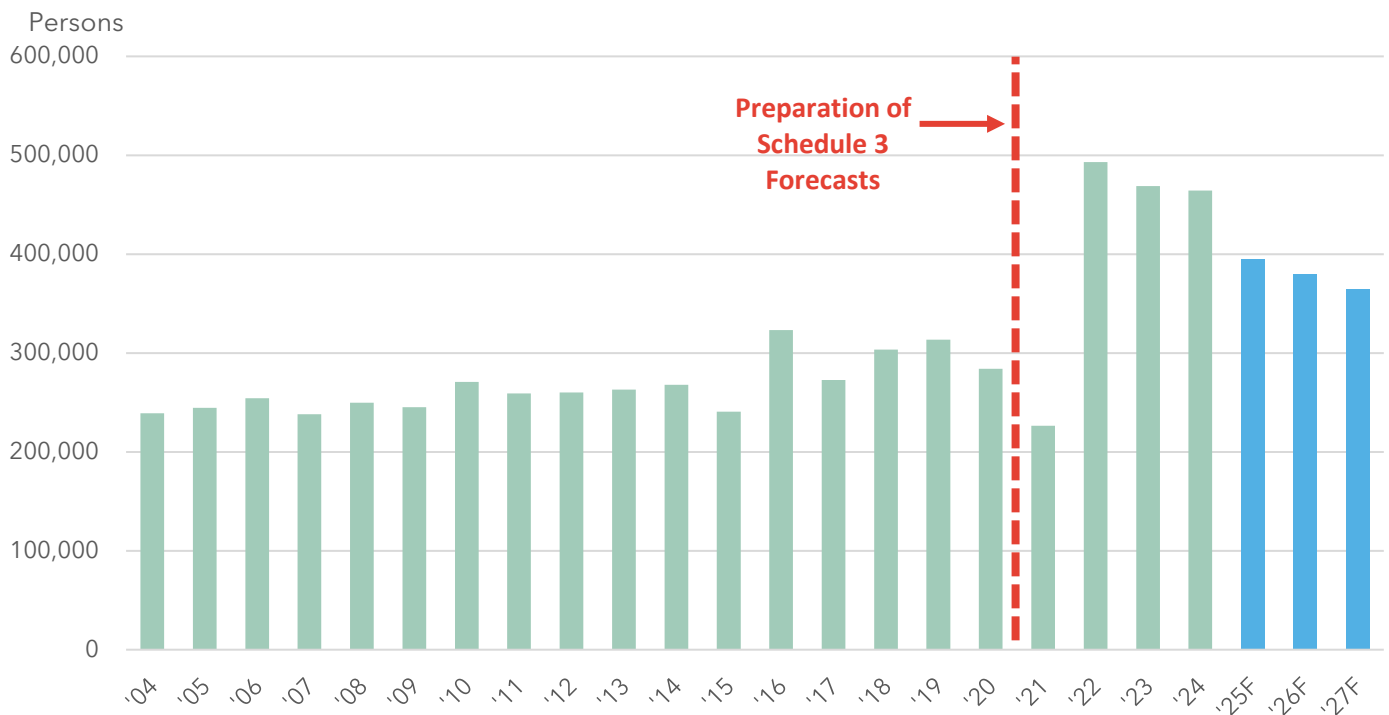
Population and Housing Growth Trends

In preparing this Land Needs Assessment, we have reviewed recent population growth trends in the Township of Wellington North to determine if there have been any recent changes that could impact future growth.

Population Growth Trends

In recent years, the most significant change to the population growth rates relate to recent rates of immigration to Canada and the Federal immigration targets, both of which have increased substantially in recent years and resulted in Canada experiencing unprecedented population growth. In the 20-years prior to the preparation of the population forecasts contained in Schedule 3 of the Growth Plan, Canada welcomed approximately 260,000 international immigrants per year. The level of international immigration increased to 475,000 new residents per year between 2021 and 2024.

Figure 2.1
International Immigration to Canada (2004-2027)



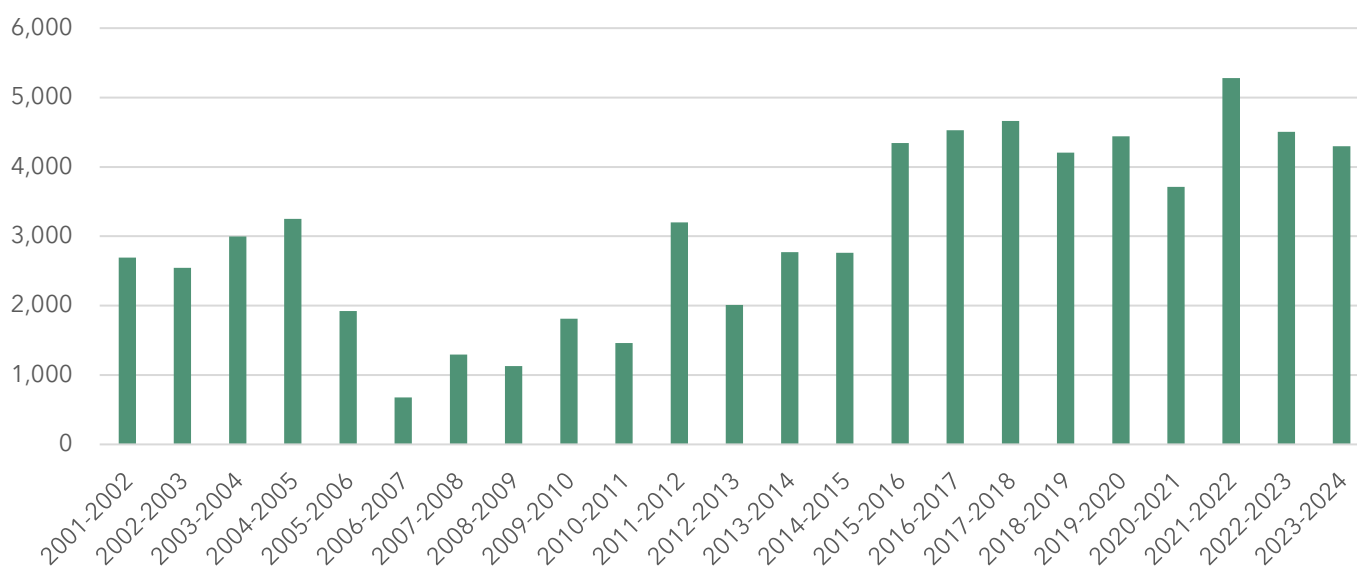
Source: Parcel based on Statistics Canada (green) and Federal immigration targets (blue).

On October 24, 2024, the Federal Government revised international immigration targets for Canada to the year 2027. In 2025 the Federal Government is targeting immigration of 395,000 persons, declining to 380,000 immigrants in 2026 and 365,000 immigrants in 2027. These revised targets are lower than previous targets released by the Federal Government in 2023, which targeted 500,000 immigrants per year. Despite the decline, these targets remain higher than levels of immigration achieved prior to the COVID-19 pandemic.

Increased migration to Canada and the Greater Golden Horseshoe (“GGH”) is being felt in Wellington County. Recent migration trends have resulted in elevated population growth in Wellington County since 2015. As shown in Figure 2.2, between 2001 and 2015, the population in Wellington County grew by an average of approximately 2,200 persons per year. Since 2015, average annual population growth is more than double (nearly 4,500 person per year) the growth experienced between 2001 and 2015. It is important to highlight that higher population growth in the County started prior to the COVID-19 pandemic.

Figure 2.2

Wellington County Population Growth, 2002 to 2023

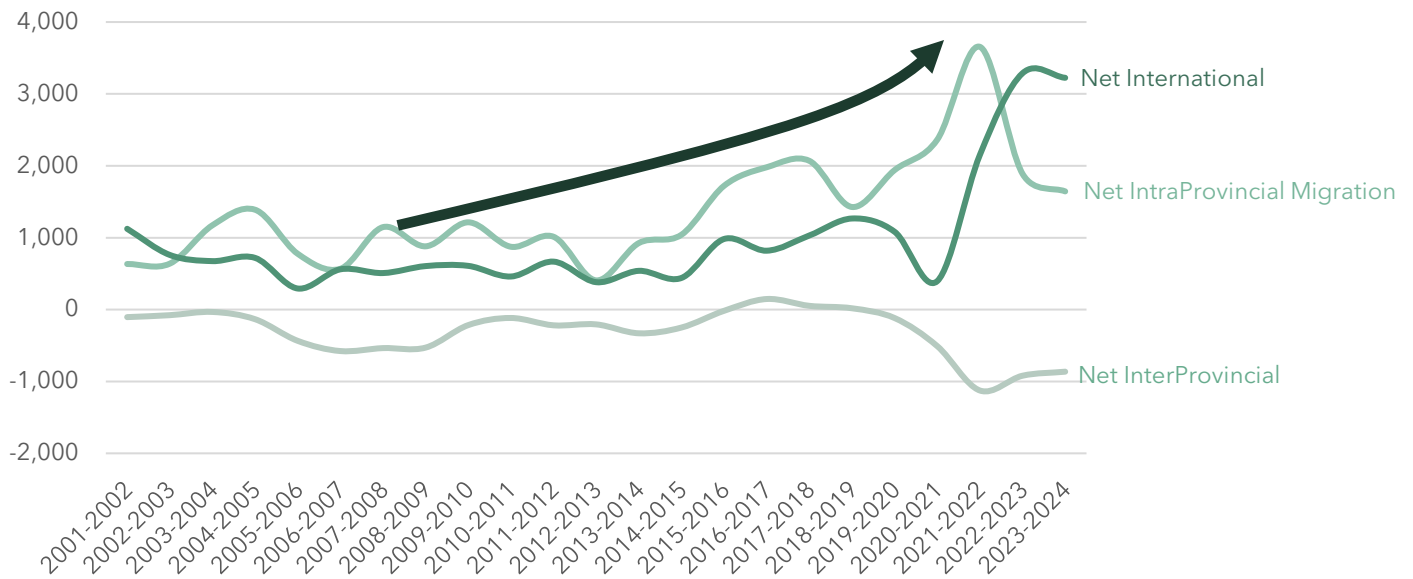


Source: Parcel based on Statistics Canada data.

Migration trends from Statistics Canada show that migration to Wellington County increased in recent years. As shown in Figure 3.3, net intra-provincial migration, which is people moving to Wellington County from elsewhere in Ontario, accounted for one of the largest shares of population growth and was trending higher until 2022. Similarly, the increase in international immigration to Canada in 2022 (as shown previously in Figure 2.1), also resulted in an increase in net international migration to Wellington County during the same period.

Figure 2.3

Wellington County, Migration Trends

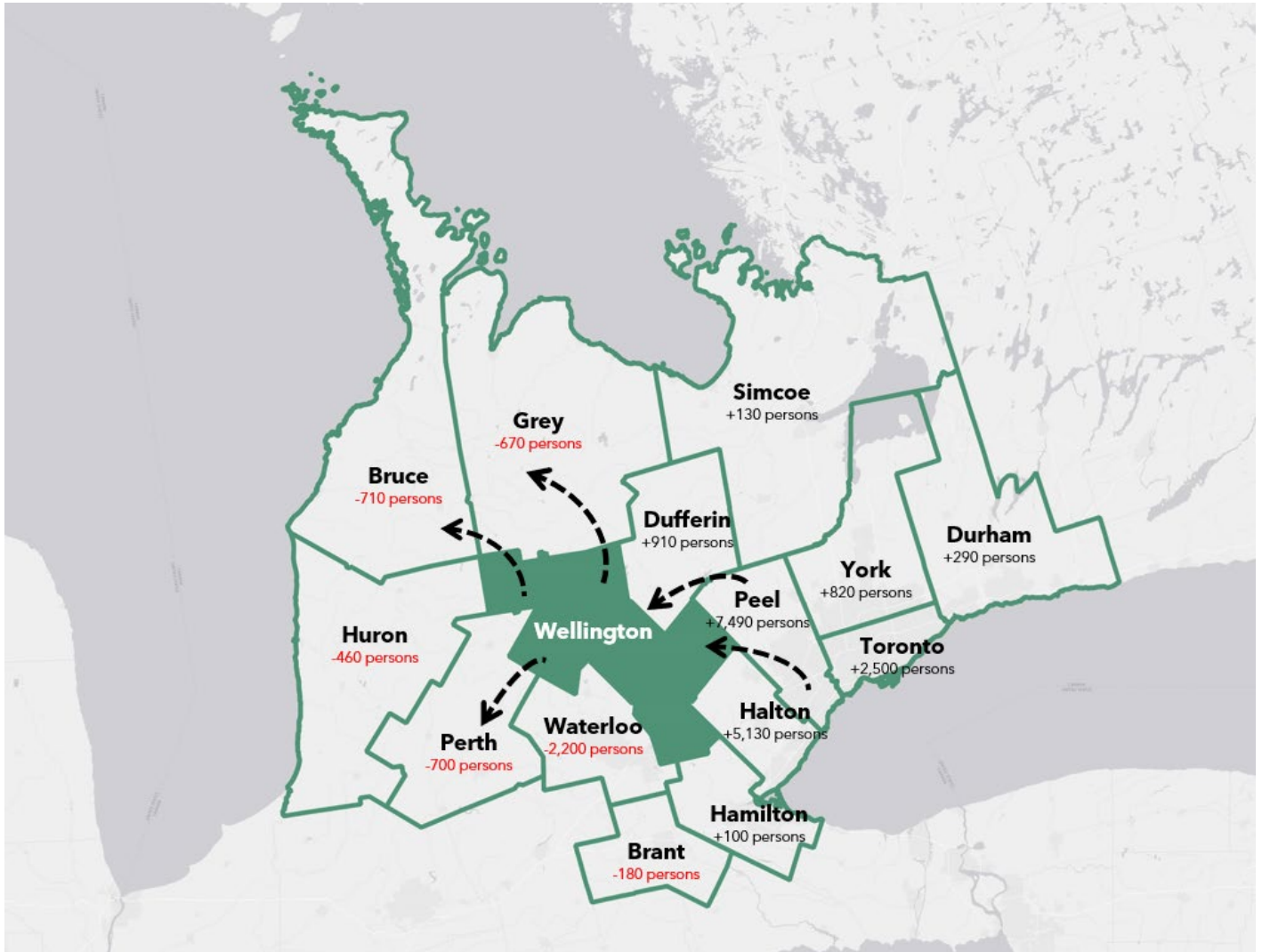


Source: Parcel based on Statistics Canada data.

In terms of net intra-provincial migration, there is a very clear trend of people moving to the County from the Greater Toronto Area, including Peel, Halton and Toronto, as shown in Figure 2.4. These new residents are likely attracted by the quality of life afforded by Wellington County, as well as the opportunity to purchase ground-related housing that is not available in other parts of the GGH. Therefore, it will be important for Wellington County to maintain an adequate supply of ground-related housing. There is also a clear trend of people leaving the County for Grey, Bruce, Huron and Perth. This could be related to affordability concerns, as these jurisdictions have less expensive housing, on average, than Wellington County.

Figure 2.4

Net Migration Between Census Division, 2016-2021

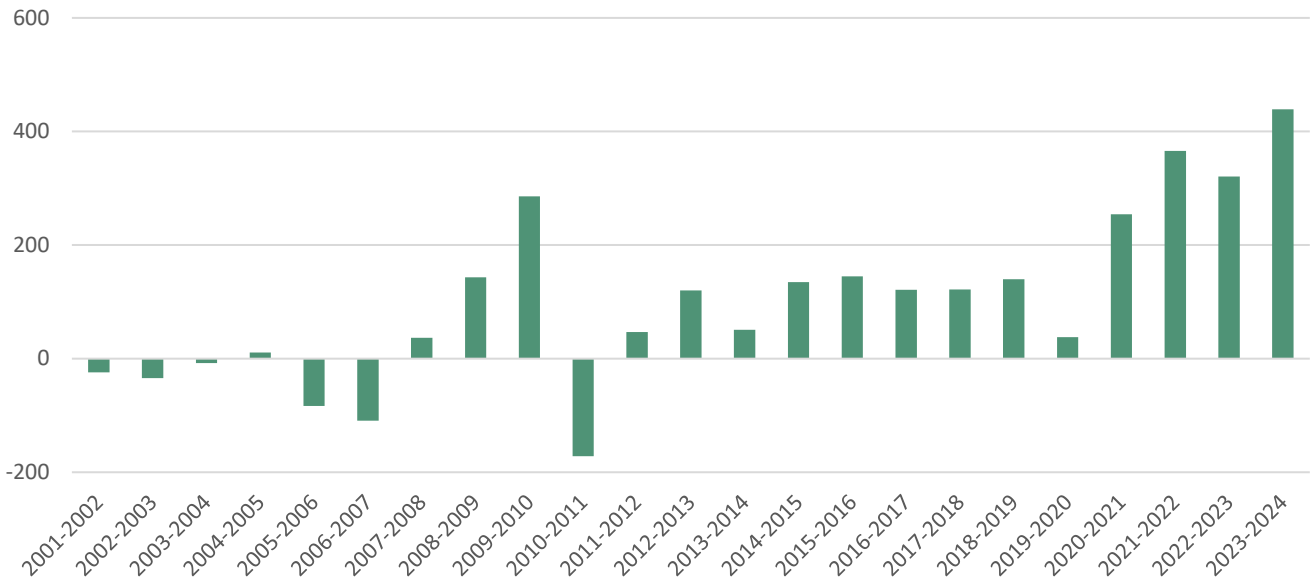


Source: Parcel based on Statistics Canada Tax Filer Migration Data.

In Wellington North the population has been steadily growing since 2011, as shown in Figure 2.5. In the most recent three-year period between 2020 and 2023, population growth has been some of the strongest dating back to 2001, largely related to the build-out of the Cachet Arthur development, which includes 133 single-detached lots and 64 row (townhouse) lots. Strong population growth and the build-out of the Cachet Arthur development indicate strong demand for housing in the Township.

Figure 2.5

Wellington North Population Growth, 2001-2023



Source: Parcel based on Statistics Canada.

3.0

Population and Household Growth Trends

In forecasting population and household growth in Wellington County, we have also relied on the Fall 2024 Ontario Population Projections prepared by the Ontario Ministry of Finance, as directed in Section 2.1.1 of the PPS, 2024.

3.1 Ministry of Finance Forecasts & Methodology

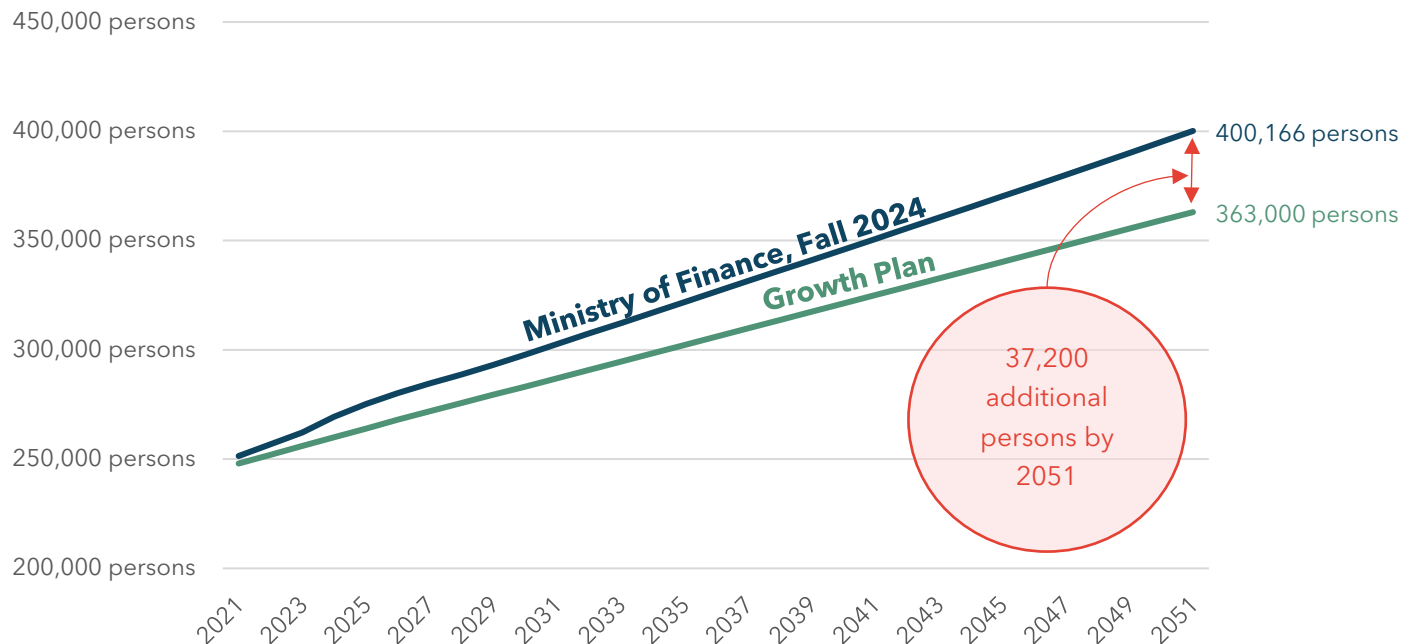
The Ontario Ministry of Finance prepares population forecasts for the province and each of the 49 Census Divisions annually. These forecasts are based on the most up-to-date trends and historical data. The Ontario Ministry of Finance uses a cohort-component methodology that provides projections of births, deaths and five migration components (immigration, emigration, net change in non-permanent residents, interprovincial in-migration and out-migration and intraprovincial in- and out-migration).

The most recent forecasts for Wellington County were prepared by the Ontario Ministry of Finance in Fall 2024 and forecast a population of 400,166 persons in Wellington County by 2051.² **This is approximately 37,200 persons more** than the population forecasts contained in the *Greater Golden Horseshoe: Growth Forecasts to 2051*, prepared by Hemson Consulting Ltd. in August 2020 and as shown in Figure 3.1.

² The Ontario Ministry of Finance are for the County of Wellington, including the City of Guelph, whereas the Growth Plan separates the City of Guelph from Wellington County for planning purposes and population projections.

Figure 3.1

Wellington County (Including Guelph) Forecast Population 2021-2051



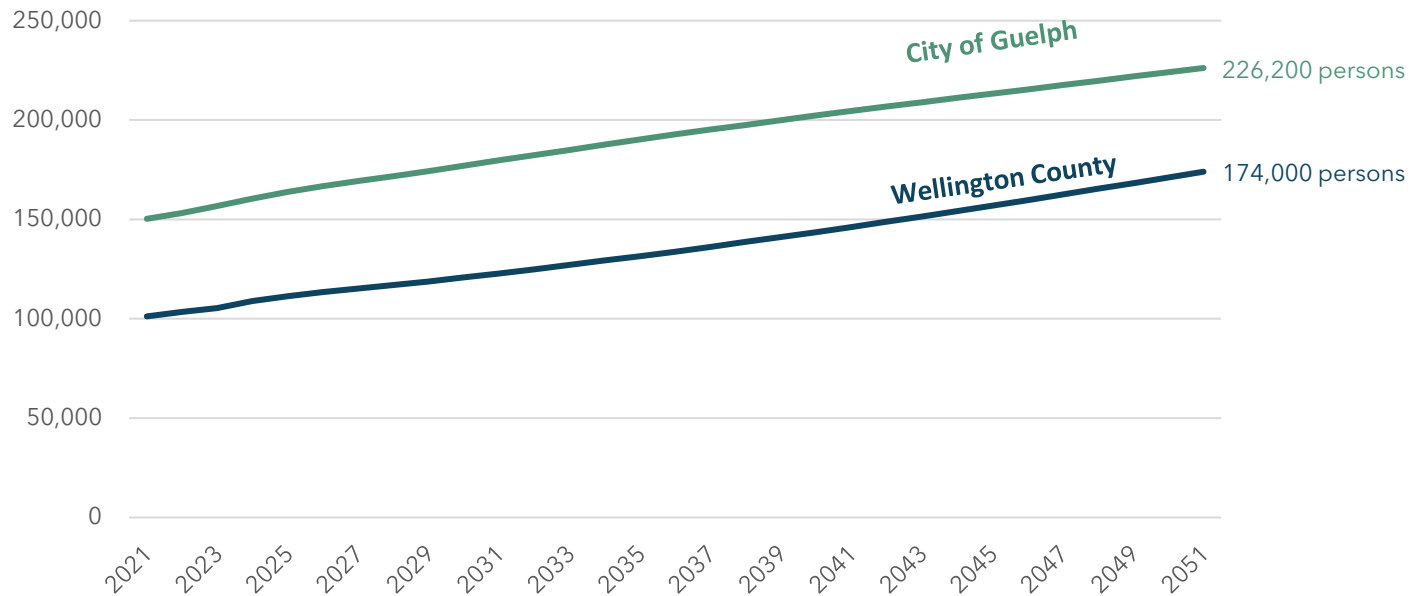
Source: Parcel based on Ontario Ministry of Finance Ontario Population Projections, Fall 2024.

As noted in Figure 3.1, the population in Wellington County (including Guelph) is forecast to reach 400,166 persons by 2051, which is 37,200 persons higher than forecasts contained in Schedule 3 of the Growth Plan. As Ontario Ministry of Finance forecasts include the City of Guelph, we have allocated a share of growth to Wellington County to determine land needs. We have assumed that Wellington County will account for 43% of the population in 2051, while the City of Guelph will account for remaining 57% of the population in the County. As shown in Figure 3.2, Wellington County would achieve a population of approximately 174,000 persons by 2051, or 14,000 persons more than Schedule 3 of the Growth Plan, while the City of Guelph would achieve a population of 226,200 persons.

We consider our analysis to be conservative, as *Shaping Guelph: Growth Management Strategy, December 2021*, notes that the City of Guelph only has a sufficient supply of land within its municipal boundary to accommodate a population of 208,000 persons based on the existing DGA land supply and Council adopted intensification rate. If the City of Guelph cannot accommodate additional growth beyond 208,000 persons by 2051, it could result in additional land needs in Wellington County.

Figure 3.2

Wellington County and City of Guelph Forecast Population

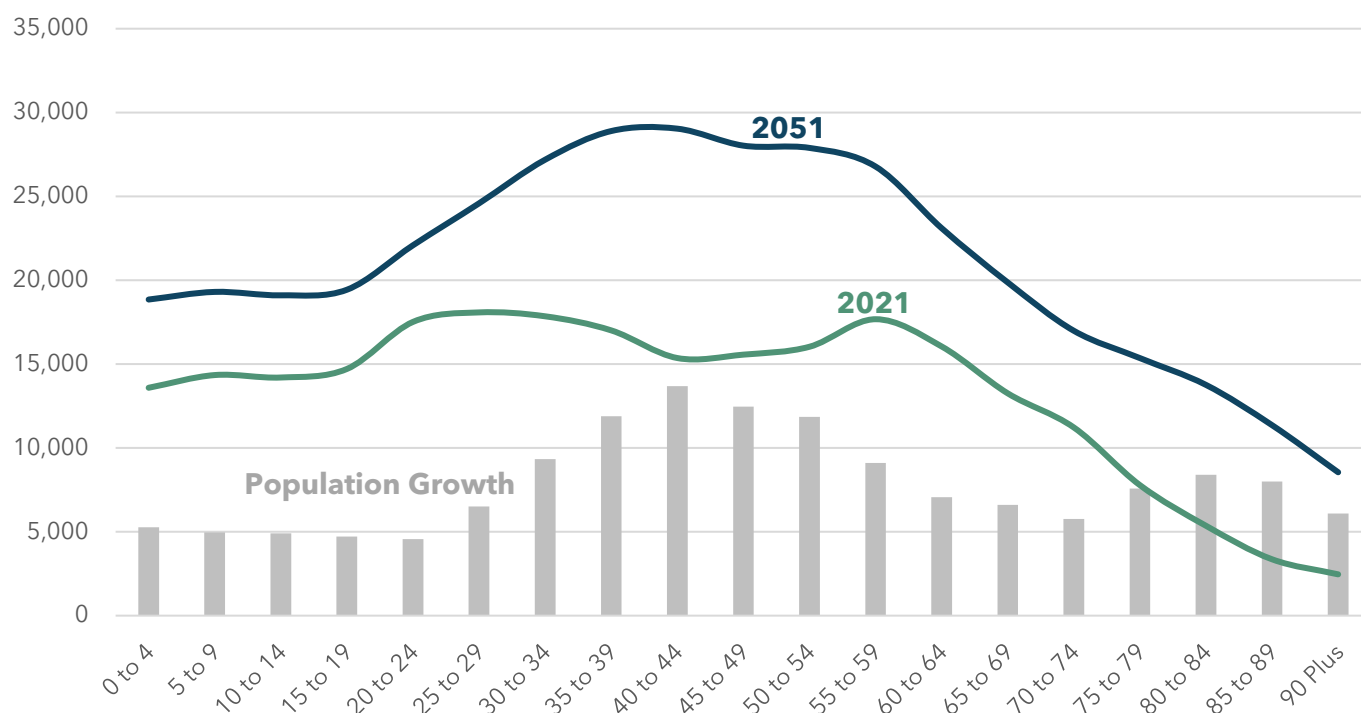


Source: Parcel.

The age distribution of population growth will also have an impact on demand for housing by dwelling type. As shown in Figure 3.3, the population in every 5-year age cohort is anticipated to grow between 2021 and 2051, based on the population forecasts prepared by the Ontario Ministry of Finance. However, the 30 to 59 age cohort is anticipated account for an out-sized share of population growth.

Figure 3.3

Wellington County Population by Age Group, 2021 to 2051

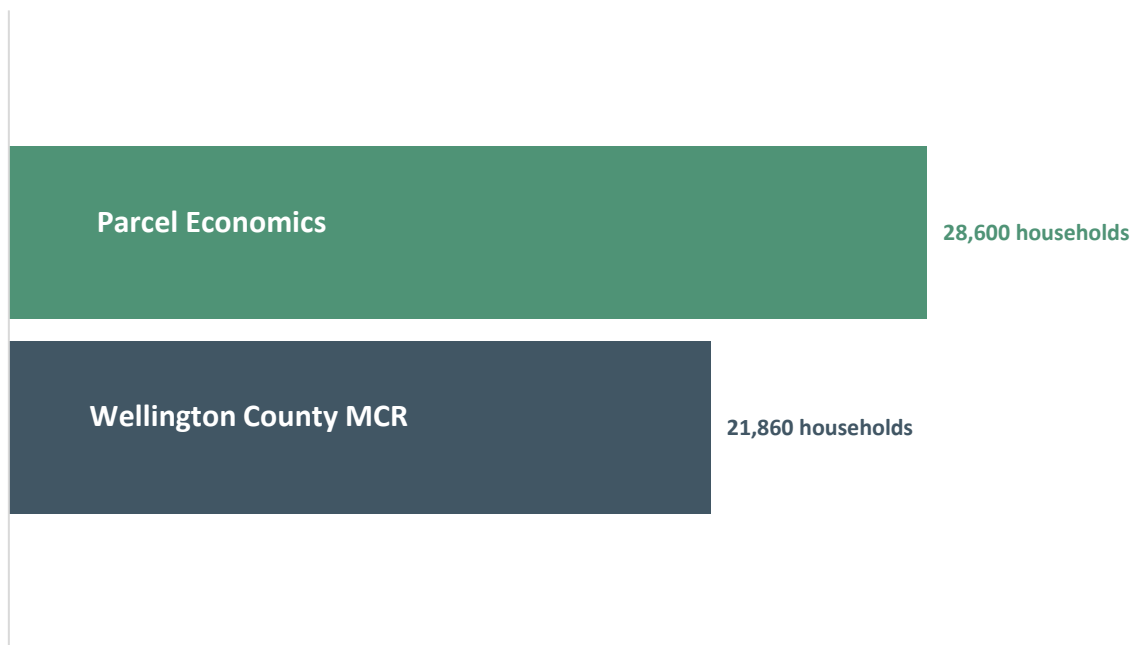


3.2 Household Growth by Dwelling Type

Parcel has translated the population growth forecasts from the Ontario Ministry of Finance into household growth using the household headship rates from the 2021 Census of Canada. As shown in Figure 3.4, applying the headship rates from the 2021 Census of Canada to the population growth forecasts from the Ontario Ministry of Finance result in 28,600 additional households in Wellington County between 2021 and 2051. This is **6,740 households more than forecast in the Phase 1 MCR**, or a 31% increase in the number of housing units required to accommodate growth.

Figure 3.4

Wellington County Household Growth, 2021-2051



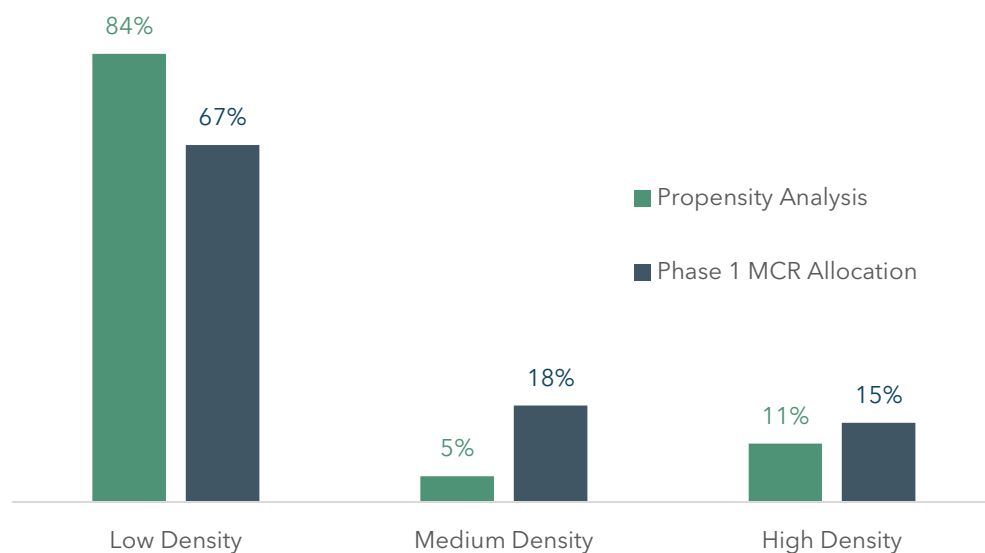
Source: Parcel and Phase 1 MCR.

In determining the allocation of household growth between low-density, medium-density and high-density housing, Appendix B of the Phase 1 MCR identifies age-specific housing type propensities to determine demand for housing by unit type. Using this analysis, it identifies that between 2016 and 2051, 84% of household growth will be in low-density units, 5% in medium-density units and 11% in high-density units.

Despite undertaking this housing type propensity analysis, Watson then make a “policy-based” shift in household growth by unit type. Whereby, only 67% of household growth is allocated to low-density units and medium-density units are allocated 18% of household growth. Similarly, high-density units are allocated a greater share of household growth. The Phase 1 MCR does not provide rationale for the policy-based shift towards medium density and high density units. However, we do note that this could result in Wellington County not achieving the population forecasts, as medium density units have lower person per unit (“PPU”) occupancy factors and the overall growth in households is not increased in the Phase 1 MCR to account for the policy-based shift.

Figure 3.5

Phase 1 MCR Household Growth by Dwelling Type



Source: Parcel based on Phase 1 MCR.

3.3 Household Growth Allocation

In allocating household growth to the seven lower-tier municipalities in Wellington County, we have assumed the same share of household growth to municipalities that was utilized in the Phase 1 MCR. These allocations are summarized in Figure 3.6. As shown, the Township of Wellington North is allocated 13% of household growth, which is the third largest share among Wellington County municipalities. By comparison, Centre Wellington is allocated 42% of household growth, followed by the Town of Erin (23%).

Figure 3.6

Household Growth Allocation by Municipality and Dwelling Type, 2022-2051

| | Low-Density | Medium-Density | High-Density | Total |
|-------------------------------|-------------|----------------|--------------|-------|
| Township of Centre Wellington | 37% | 53% | 52% | 42% |
| Town of Erin | 24% | 18% | 23% | 23% |
| Township of Guelph-Eramosa | 2% | 1% | 2% | 2% |
| Township of Mapleton | 7% | 7% | 6% | 7% |
| Township of Wellington North | 14% | 12% | 11% | 13% |
| Town of Minto | 10% | 9% | 6% | 9% |
| Township of Puslinch | 5% | 0% | 0% | 3% |
| Wellington County | 100% | 100% | 100% | 100% |

Source: Parcel based on Phase 2 LNA.

Based on the growth forecast of 27,940 households between 2022 and 2051,³ Figure 3.7 summarizes household growth by municipality and dwelling type. Household growth in each of these municipalities is 31% higher than considered in the Phase 2 LNA.

Figure 3.7

Household Growth by Municipality and Dwelling Type, 2022-2051

| | Low-Density | Medium-Density | High-Density | Total |
|-------------------------------|-------------|----------------|--------------|--------|
| Township of Centre Wellington | 6,940 | 2,720 | 2,150 | 11,810 |
| Town of Erin | 4,560 | 910 | 980 | 6,450 |
| Township of Guelph-Eramosa | 420 | 40 | 80 | 540 |
| Township of Mapleton | 1,370 | 380 | 260 | 2,010 |
| Township of Wellington North | 2,580 | 600 | 450 | 3,630 |
| Town of Minto | 1,920 | 480 | 250 | 2,650 |
| Township of Puslinch | 850 | 0 | 0 | 850 |
| Wellington County | 18,640 | 5,130 | 4,170 | 27,940 |

Source: Parcel.

³ We have used the 2022 to 2051 forecast horizon to be consistent with the Phase 2 LNA.

4.0

Land Needs Assessment

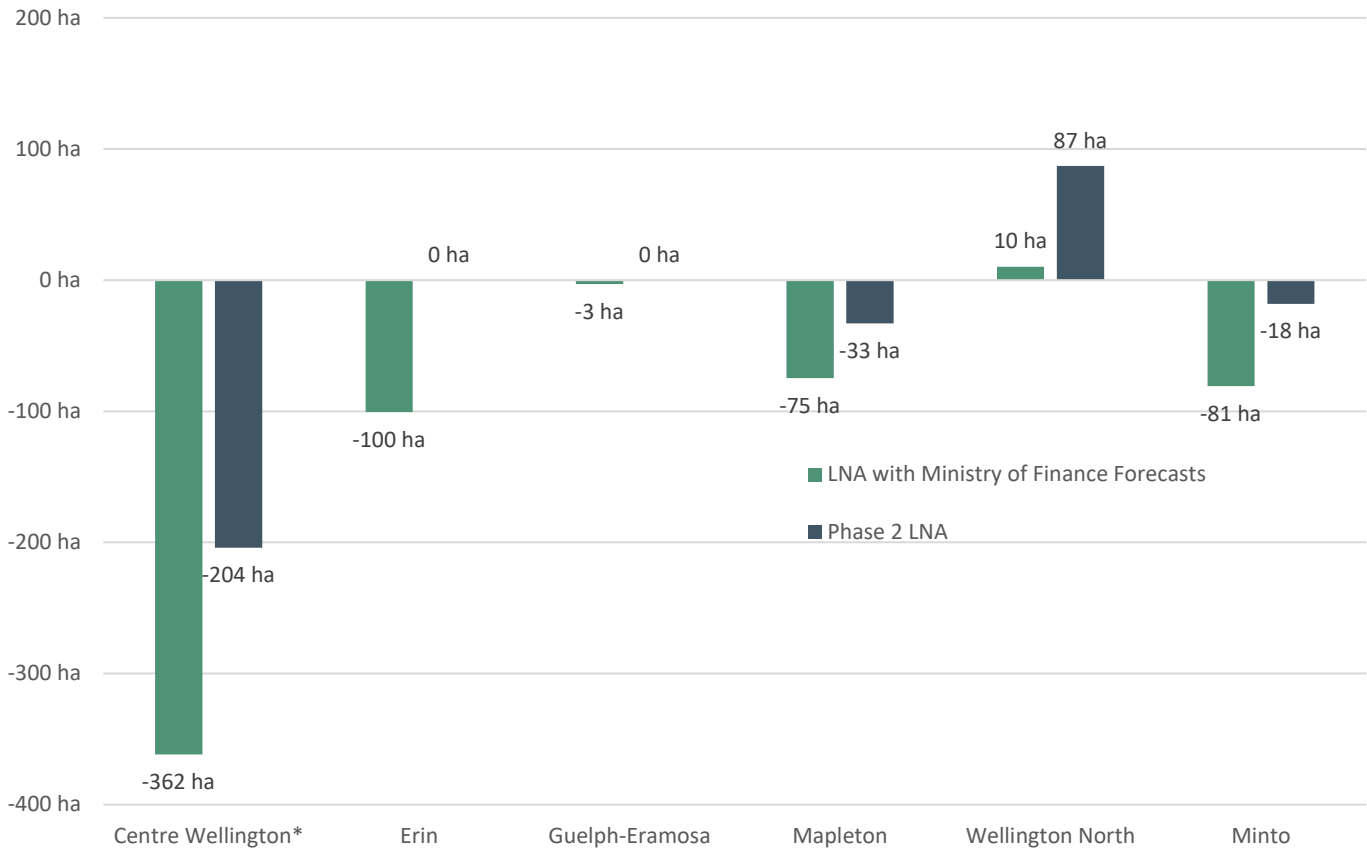
4.1 Community Area Land Needs

In determining Community Area land needs, we have utilized the intensification targets and rural growth share contained in the Phase 2 LNA. We have done this to show the impact that the Ontario Ministry of Finance population forecasts have on land needs. However, we continue to have concerns that these intensification rates cannot be achieved in some of the Urban Centres.

As noted above, our forecast Community Area land needs utilize a County-wide housing unit mix contained in the Phase 2 LNA and a consistent share of growth allocated to each municipality in Wellington County. As shown in Figure 4.1, using the growth allocations contained in the Phase 2 LNA, to accommodate the Ontario Ministry of Finance population projections Wellington North will need nearly all of its Future Development lands. By 2051 the Township would need all but 10 hectares of the Future Development lands. This compares to the Phase 2 LNA, where there would still be 87 hectares of Future Development lands.

Figure 4.1

Wellington County Community Area (Expansion Required) / Excess Land to 2051



* Expansion area is in addition to employment land conversion at 6408, 6410, 6420 and 6430 Beatty Line in Fergus (8.8 hectares) and additional lands in the South Fergus Secondary Plan (34 hectares).

Source: Parcel based on Phase 2 LNA.

Figure 4.2 summarizes the resulting DGA density, which is the average density across the developed DGA, as well as existing vacant lands and new Community Area lands. These densities, measured in persons and jobs per hectare, are consistent with the Phase 2 LNA.

Figure 4.2

DGA Density

| | DGA Density |
|-------------------|-------------|
| Centre Wellington | 47 p&j / ha |
| Erin | 44 p&j / ha |
| Guelph-Eramosa | 47 p&j / ha |
| Mapleton | 32 p&j / ha |
| Wellington North | 33 p&j / ha |
| Minto | 31 p&j / ha |

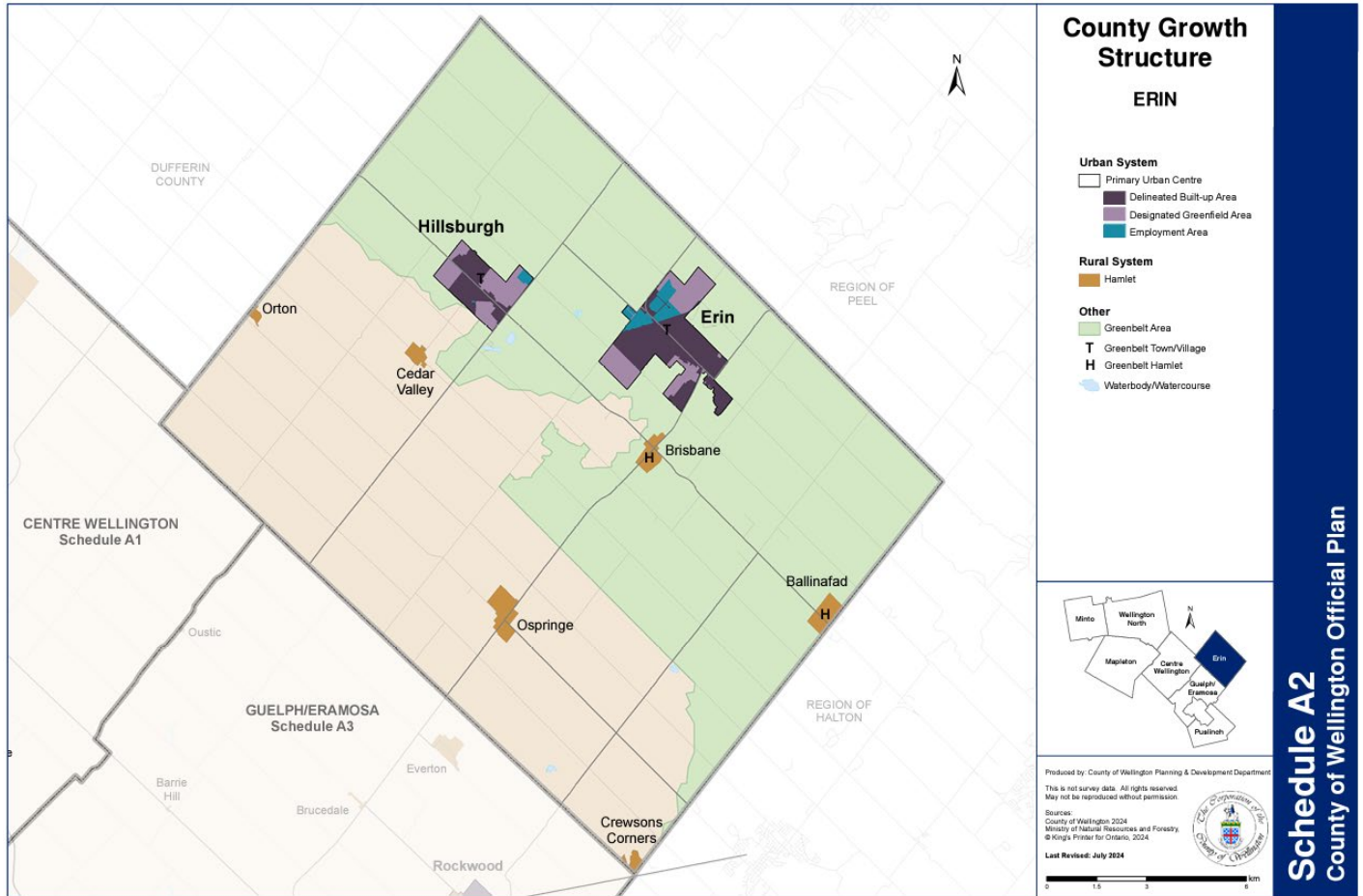
Source: Parcel.

4.2 Alternative Community Area Land Needs

As noted throughout this Community Area LNA, we consider our analysis to be conservative and the Community Area land needs identified in Figure 4.1 to be the minimum expansion required to accommodate growth to 2051.

Based on the household growth allocation in the Phase 2 LNA, the Town of Erin would need to expand their settlement area boundary by 100 hectares. As shown in Figure 4.3, the Primary Urban Centre of Erin cannot grow beyond its existing boundaries without expanding into the Greenbelt Area. Similarly, Hillsburgh is almost entirely surrounded by Greenbelt Area, aside from a small pocket of land to the southwest. Therefore, it is not possible for Town of Erin to accommodate the additional 100 hectares of Community Area lands without developing Greenbelt Area lands. Furthermore, as noted in the *Municipal Comprehensive Review Municipal Servicing Analysis*, completed by WSP in January 2022, the wastewater treatment plan in Erin will have a capacity of 6,740 residential units, which is the maximum assimilative capacity of the West Credit River, the receiving body of the wastewater treatment plant's effluent.

Figure 4.3
Town of Erin Growth Structure Map



Source: Parcel based on Wellington County Official Plan, Schedule A2.

Based on these Greenbelt Area and servicing restrictions, we have re-allocated growth in Erin to Wellington North and Centre Wellington. We have allocated additional growth to Wellington North to reflect that there is anticipated to be a surplus of Future Development lands (10 hectares) in the baseline scenario, which are located within the existing settlement area boundary.

The remaining growth has been allocated to Centre Wellington. Our justification for allocating additional growth away from Erin to Centre Wellington includes:

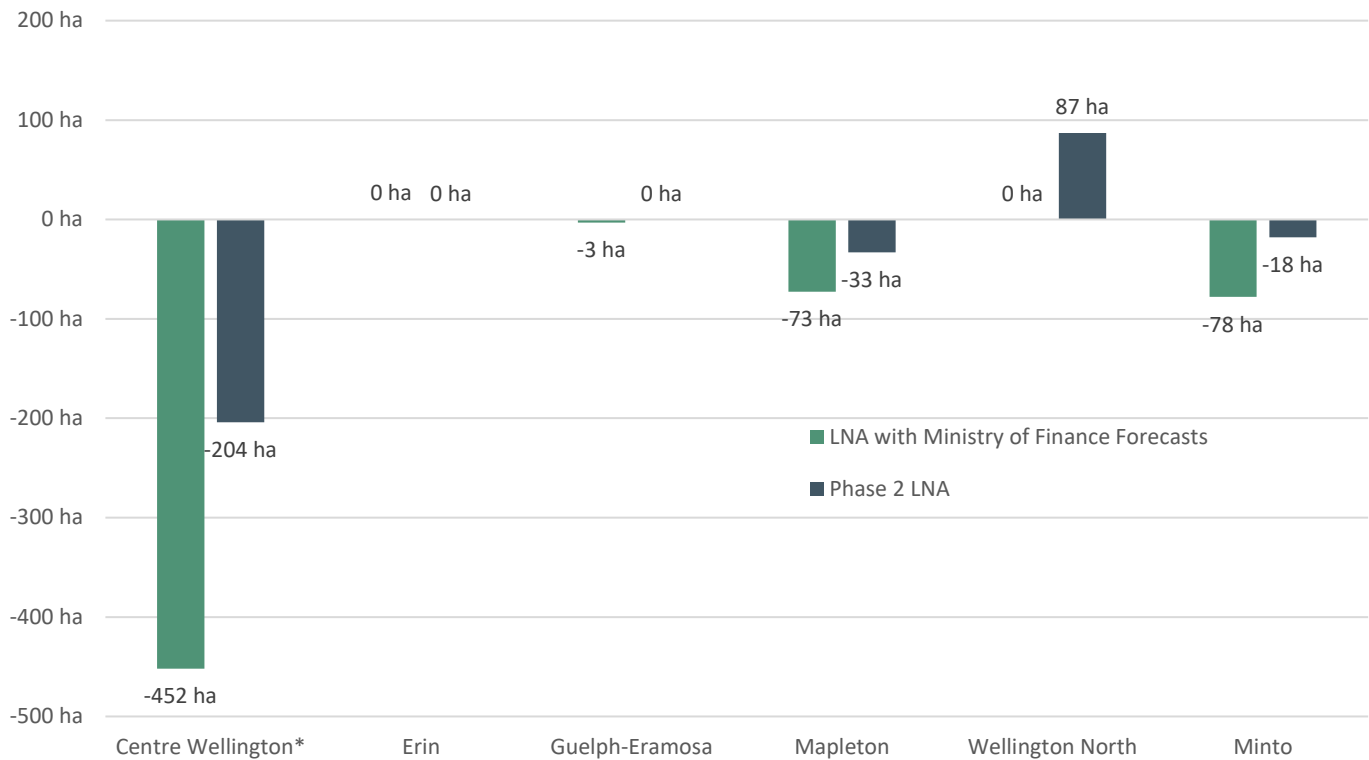
- The large share of jobs located in the Centre Wellington (29% of usual place of work jobs in Wellington County at the time of the 2021 Census of Canada);

- Proximity of Centre Wellington to employment centres in the City of Guelph, City of Waterloo and City of Kitchener; and,
- Higher DGA densities in Centre Wellington, in comparison to other municipalities in Wellington County, which helps to reduce the settlement area boundary expansion to accommodate the Fall 2024 population forecasts prepared by the Ontario Ministry of Finance.

The reallocation of household growth away from Erin and to Wellington North results in the **need to absorb all Future Development lands in Wellington North by 2051**, as shown in Figure 4.4.

Figure 4.4

Wellington County Community Area Expansion to 2051 - Alternative Scenario



* Expansion area is in addition to employment land conversion at 6408, 6410, 6420 and 6430 Beatty Line in Fergus (8.8 hectares) and additional lands in the South Fergus Secondary Plan (34 hectares).

Source: Parcel based on Phase 2 LNA.

4.3 Employment Area Land Needs

As part of this Land Needs Assessment, we have also considered the need for Employment Area lands to 2051. This analysis has been largely based on:

- *Wellington North Community Growth Plan* (the "Community Growth Plan"), February 2018, prepared by GSP Group and Curtis Planning Inc., and;
- *Growth Management Action Plan* ("the Growth Management Action Plan"), August 2024, prepared by Watson.

The Community Growth Plan

The purpose of the Community Growth Plan was to provide direction for policy development and decision making regarding land development and growth-related investment across Wellington North. The purpose of this strategy was also to:

...outline recommendations for the direction and management of potential future urban growth, which will occur primarily in the urban areas of Arthur and Mount Forest.

In reviewing this strategy it is clear that Arthur and Mount Forest have more than enough employment land to accommodate employment over the longer-term to 2041 as identified in the study. Specifically, the Community Growth Plan states:

The current inventory of 33 hectares of vacant industrial land in Arthur and 109 hectares of vacant industrial land in Mount Forest, for a total of 142 hectares of vacant industrial land, far exceeds the land needs for the 2041 ELE growth forecast. (emphasis added)

Simultaneously, the Community Growth Plan also provides justification for allocating a larger share of population and household growth in the Township to Arthur. As it relates to future growth and needs in Arthur, the Community Growth Plan states:

After 2036, the forecast reflects no further residential growth, which would result in a small decline in Arthur's population. While this has been attributed to servicing factors, a desire to direct a greater share of the forecast population growth to Arthur was expressed by some through the consultation process. It was also noted that Arthur's location closer to other urban centres may lead to greater housing demands and a faster rate of growth.

The Community Growth Plan goes on to state:

Several key opportunities and challenges have been identified as it relates to current and future housing needs

...

- *Opportunity to address the lack of available housing supply in Arthur with planned servicing improvements, where it is anticipated that there is a pent-up demand that could trigger rapid growth when new housing becomes available.*

Growth Management Action Plan

In August 2024, a Growth Management Action Plan was prepared by Watson. The analysis in the Growth Management Action Plan was largely based on the Phase 2 LNA and relied on the population and employment forecasts in Schedule 3 of the Growth Plan.

As it relates to Employment Area land needs, the analysis contained in the Growth Management Action Plan is consistent with the Phase 2 LNA, where it states:

It is estimated that Mount Forest has a vacant developable Employment Area land supply of 86 hectares, while Arthur has approximately 30 hectares (75 acres) of vacant developable Employment Area lands. An Employment Area land needs assessment and analysis was prepared for the County of Wellington in the Phase 2 M.C.R. Report: Urban Lands Needs Assessment. The M.C.R. report identified that collectively, the two Urban Centres have a demand of 70 gross hectares (173 gross acres) (net of environmental features) of Employment Area lands to 2051, averaging 2 hectares (5 acres) annually and accommodating 10% of the employment growth through intensification.

In accordance with the County's M.C.R. report, it was identified that there is a 70-hectare (173-acre) surplus of Employment Area lands to 2051. While there is a surplus of Employment Area lands in the Township, it is important to recognize that a large portion of the vacant Employment Area land supply is not currently available for development or not suitable for immediate use due to servicing and the current use of the sites. For example, a large portion of the Employment Area land supply in Mount Forest is used for agricultural purposes and the land is not currently marketed for industrial purposes. Over the long term, these lands may become available; however, in the short term, the Township has a limited supply of serviced Employment Area lands ready for industrial development. Moreover, it is important to note that the surplus of Employment Area lands is within Mount Forest, as Arthur would

require all of its 30 hectares (74 acres) of vacant Employment Area lands for employment growth to 2051. (page 3-20)

Therefore, both the Community Growth Plan and the Growth Management Action Plan reach the same conclusion that there is anticipated to be a surplus of Employment Area lands in Wellington North to 2051. Based on the Growth Management Action Plan, this surplus is anticipated to be 70 hectares. **Based on this surplus, there is not anticipated to be a need to redesignate Future Development lands for Employment Area purposes.**

5.0

Summary

The purpose of this Land Needs Assessment has been to determine the need for Community Area lands and Employment Area lands in the Township to 2051, as well as have regard for policies related to the redesignation of Future Development lands, as contained in the *Wellington County Official Plan, Office Consolidation, July 2024* (the “Wellington County Official Plan”).

Based on Policy 2.1.1 of the PPS, 2024, planning authorities are now directed to base population and employment projections on forecasts published by the Ontario Ministry of Finance. The most recent forecasts from the Ontario Ministry of Finance were published in Fall 2024. Based on recent forecasts prepared by the Ontario Ministry of Finance in Fall 2024 and utilizing household formation rates and the shares of household growth allocations contained in the Phase 2 LNA, Wellington County needs to expand settlement area boundaries to accommodate an additional 611 hectares of Community Area lands. This is 356 hectares more than identified in the Phase 2 LNA (255 hectares).

Based on assumptions in the Phase 2 LNA, in Wellington North there is a need to redesignate nearly all Future Development lands to accommodate Community Area land needs to 2051, with only a 10-hectare surplus. This compares to the 87-hectare surplus identified in the Phase 2 LNA

We consider this to be the minimum Community Area land needs required in Wellington North, as constraints in the Town of Erin would result in Wellington County not meeting the population forecasts prepared by the Ontario Ministry of Finance forecasts prepared in Fall 2024. Recognizing the constraints in the Town of Erin, we have reallocated the additional growth to Wellington North. Based on this alternative scenario, all Future Development lands will be required for Community Area land needs to 2051.

As it relates to the redesignation of Future Development lands, policy 8.10.4. a) of the Wellington County Official Plan states:

Redesignation of these lands may be considered if it is proven that additional land for development purposes is required. A comprehensive review of the need and impacts of developing this land on the surrounding area shall be undertaken with regard for the following:

a) that a need for additional land is demonstrated by the fact that approximately three-quarters of the land designated for development by this Plan are already developed;

As part of this Land Needs Assessment, we have demonstrated that all Future Development lands in Wellington North are required for development purposes to 2051 based on the Fall 2024 Ontario Population Projections. We have also estimated the share of Community Area lands that are developed in Wellington North based on information contained in the Phase 2 LNA. As shown, there are approximately 605 hectares of Community Area

lands currently designated in Wellington North, in addition to 81 hectares of land proposed for redesignation from Future Development lands to Community Area lands, for a total of 686 hectares of Community Area lands.

The Phase 2 LNA estimated that in 2019 there was 149 hectares of vacant DGA lands. There is also an estimated supply of 5 hectares of vacant land within the build-up area. This existing vacant land within the Community Area, combined with the in addition of 81 hectares of land proposed for redesignation from Future Development lands to Community Area lands, results in a total of 235 hectares of vacant Community Area lands.

Based on this analysis, 66% of Community Area lands are already developed. While this is less than threshold identified in Policy 8.10.4. a) of the Wellington County Official Plan, the policy does state that approximately three-quarters of the land designated for development by this Plan are already developed. It is also important to note that the Wellington County Official Plan provides direction on the physical development and long-term sustainability of the County and its local municipalities to 2051. While we have regard for Section 8.10.4. a) of the Wellington County Official Plan, this policy does not guide development to the year 2051 and does therefore not conform with the PPS, 2024.

Figure 5.1

Developed Community Area Analysis

Community Area Lands

| | |
|-----------------------------------|---------------|
| Arthur | 201 ha |
| Mount Forest | 404 ha |
| Future Development Lands | 81 ha |
| Total Community Area Lands | 686 ha |

Vacant Designated Community Area Lands

| | |
|---------------------------|---------------|
| DGA Lands | 149 ha |
| BUA Lands | 5 ha |
| Future Development Lands | 81 ha |
| Total Vacant Lands | 235 ha |

| | |
|---|------------|
| Percentage of Land Vacant | 34% |
| Percentage of Land Already Developed | 66% |

Source: Parcel.

Land Needs Assessment demonstrates that all Future Development lands in Wellington North are required to accommodate population growth to 2051 based on the most recent forecasts from the Ontario Ministry of Finance were published in Fall 2024. The Community Growth Plan and the Growth Management Action Plan both also

identify that there is an existing surplus of Employment Area lands in Wellington North to accommodate growth to 2051. Therefore, the Future Development lands will not be required for employment purposes.

For these reasons, it is clear that the subject lands should be redesignated from Future Development to Community Area in the Wellington County Official Plan.



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