

MEMORANDUM

To: Dwayne Campbell, MCIP, RPP
Director of Planning and Economic Development

From: Nick McDonald, MCIP, RPP, PLE, Meridian Planning Consultants

Date: January 21, 2025

Re: County Growth Management Amendment Phase 1

PURPOSE

The purpose of this memorandum is to:

- a) Provide a brief summary of the work completed to date on growth management;
- b) Provide a brief overview of purpose of the recommended Growth Management Amendment Phase 1;
- c) Provide an overview of the rationale for the designation of a Major Employment Area in the Municipality of Port Hope in the Growth Management Amendment Phase 1; and
- d) Provide my land use planning recommendation on whether the Growth Management Amendment Phase 1 OPA should be adopted by Council.

BACKGROUND

It was in October 2020 that Council authorized staff to proceed with a Municipal Comprehensive Review in response to direction from the Minister of Municipal Affairs and Housing that all Official Plans be updated to conform to the Growth Plan by July 1, 2022. As it relates to growth management, the Growth Plan established a population target of 122,000 for the County by 2051

(growth of 31,900 people), which is a doubling of the historical amount of growth per year. On the employment side, the target was 44,000 jobs, which was 4 times as much job growth per year than historical trends.

To implement Provincial direction, the County retained Watson & Associates in 2020 to carry out a detailed analysis of the land supply and to make recommendations on how the minimum population and employment targets should be allocated. The results of this work were presented to County Council on December 15, 2021 (Report 2021-203). Attached to Report 2021-203 was a draft OPA.

On January 7, 2022, the draft OPA along with relevant supporting materials was sent to the Ministry in accordance with Section 17(17.1) of the Planning Act. No formal comments on this OPA have been received from the Province. The statutory Open House and Public Meeting on this draft OPA were then held on April 27, 2022 and May 4, 2022.

Soon after the Public Meeting was held, the Province initiated a housing-focused policy review of the Growth Plan and the Provincial Policy Statement, and sought input in the Fall of 2022 on the creation of a streamlined province-wide land use planning policy framework.

Then in November 2022, significant changes were made to the Ontario planning system with the enactment of Bill 23. The first draft of a new Provincial Planning Statement was then released on April 6, 2023. Many other changes to Provincial legislation were then made, and then un-made in some cases and then on October 20, 2024, the Growth Plan was repealed and a new Provincial Planning Statement came into effect. Many of the changes made by the Province to a very large extent were designed to support the development of additional housing to meet the target of 1.5 million new homes set by the Provincial government.

Against the backdrop of numerous Provincial changes, the County decided in early 2024 that it would continue to move forward with changes to its Official Plan to support the development of additional needed housing in particular.

On this basis, and with the draft Provincial Planning Statement from June 16, 2023 as a backdrop, a revised OPA was prepared and presented at a Statutory Open House and Public Meeting on May 23, 2024 and June 5, 2024. A follow up open house was held in Port Hope on June 13, 2024 in Port Hope.

The primary purpose of the revised OPA dated April 24, 2024 was to:

- a) allocate population, employment and housing forecasts to the seven local municipalities in accordance with Provincial requirements;
- b) expand the Port Hope Urban Area to accommodate forecasted employment uses to the north and community uses to the west;

- c) expand the Grafton Rural Settlement Area in two locations;
- d) expand the Codrington Rural Settlement Area at the request of a landowner; and
- e) rationalize the boundaries of the Campbellford Hastings Urban Areas and the Trent River, Crowe River, Baltimore, Hamilton West and Hamilton East, Precious Corners, Camborne, Harwood, Campbellcroft, Osaca, Welcome, Orland, Hilton, Smithfield, Eddystone, Vernonville, Lakeport, Wicklow, Roseneath, Dundonald, Salem and Castleton Rural Settlement Areas so that they match up with existing and potential development areas.

In County report 2024-031 a summary of the comments made in the public sessions was presented to the Economic Development, Tourism and Planning Committee on October 2, 2024. The majority of the public comments made involved the proposed expansion of the Port Hope, Grafton and Codrington settlement areas for residential uses.

Given the nature of the comments made, ***it is now proposed that decisions on these settlement area expansions be delayed until a future date and that the growth management OPA focus on the incorporation of updated forecasts and the designation of a Major Employment Area in the Municipality of Port Hope.*** The balance of this memorandum provides an overview of the changes proposed in the Growth Management Amendment Phase 1.

PURPOSE OF GROWTH MANAGEMENT AMENDMENT PHASE 1

Incorporating the Growth Plan forecasts in the County Official Plan is Proposed

On October 20, 2024, the Growth Plan was repealed and a new Provincial Planning Statement (PPS 2024) came into effect. Below is a brief review and analysis of the relevant policies dealing with growth forecasts that apply:

- 2.1.1 *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, as appropriate.*
- 2.1.2 *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.*

The work completed by Watson & Associates relied upon the Growth Plan forecasts and it is my opinion that these forecasts should be relied upon by the County, which is permitted by Section 2.1.2 of the PPS (2024).

Through the work completed by Watson & Associates and reviewed with the local municipalities, it has been noted that the County's urban areas, rural settlement areas and rural areas will all continue

to experience housing growth. However, it has been recommended that expected growth continue to be focused in the County's urban areas, which is currently the direction included in the existing Official Plan.

This means that it is anticipated that the County will become increasingly more urban over the forecast horizon. As of 2016, approximately 53% of the County's population was within the urban areas, while the remaining 47% of the County's population was within rural settlement areas and the remaining rural area.

Looking forward, it is anticipated that by 2051, approximately 62% of the County's population base will be concentrated within urban areas. As such, the County's urban areas will play an increasing role in broadening future housing options available within the County with respect to housing by structure type.

It is also recognized that the County's rural settlement areas and rural areas also have a role to play in accommodating future development subject to available land supply, supporting infrastructure and scale of development. The County's rural settlement areas represent service centres to the surrounding rural area and provide clusters of business operations that are essential to the County's future economic growth.

As such, new development within rural settlement areas is important to ensure that these areas remain vibrant, sustainable and complete communities. While Provincial, County and local planning policies direct development to fully serviced urban areas, it is important to note that 13% of the County's housing growth, representing approximately 2,000 permanent housing units, has been allocated to the County's rural settlement areas and rural areas.

The growth allocations are included in the OPA recommended for adoption by this report and are reproduced below in **Tables A, B and C** from the Growth Management OPA Phase 1 below:

TABLE A
POPULATION FORECAST FOR 2051 BY MUNICIPALITY

Municipality	2021 Population	2051 Population
Brighton	12,900	16,900
Trent Hills	13,700	16,600
Cobourg	20,800	32,100
Cramahe	6,700	8,200
Port Hope	17,500	25,900
Hamilton	11,200	13,200
Alnwick/Haldimand	7,400	8,700
Total	90,700	122,000

TABLE B
HOUSING FORECASTS FOR 2051 BY MUNICIPALITY - 2016 to 2051

Municipality	Low Density	Medium Density	High Density	Total
Brighton	1,315	715	275	2,305
Trent Hills	1,085	465	185	1,735
Cobourg	1,370	2,645	2,020	6,035
Cramahe	595	170	55	820
Port Hope	1,635	1,740	1,120	4,495
Hamilton	965	0	0	965
Alnwick/ Haldimand	775	0	0	775
Total	7,740	5,730	3,650	17,120

TABLE C
EMPLOYMENT FORECAST FOR 2051 BY MUNICIPALITY

Municipality	2021 Employment	2051 Employment
Brighton	2,900	3,610
Trent Hills	4,620	5,990
Cobourg	12,710	17,760
Cramahe	1,780	1,950
Port Hope	7,060	10,680
Hamilton	1,690	2,160
Alnwick/Haldimand	1,470	1,710
Total	32,370	44,000

It is my opinion that the allocation of the population and employment targets to the local municipalities is consistent with the PPS (2024). As shown in **Table D** below, over 62% of the expected population growth is being allocated to the two largest urban centres in the County (Cobourg and Port Hope) which both have the capacity to support additional growth and development.

TABLE D						
SHARES OF POPULATION GROWTH TO 2051						
Municipality	2021 Population	Percentage of Total in 2021	2051 Population	Percentage of Total in 2051	AMOUNT OF GROWTH - 2021 to 2051	PERCENTAGE OF TOTAL GROWTH
Brighton	12,900	14.22%	16,900	13.85%	4,000	12.78%
Trent Hills	13,700	15.10%	16,600	13.61%	2,900	9.27%
Cobourg	20,800	22.93%	32,100	26.31%	11,300	36.10%
Cramahe	6,700	7.39%	8,200	6.72%	1,500	4.79%
Port Hope	17,500	19.29%	25,900	21.23%	8,400	26.84%
Hamilton	11,200	12.35%	13,200	10.82%	2,000	6.39%
Alnwick/Haldimand	7,400	8.16%	8,700	7.13%	1,300	4.15%
Total	90,700		122,000		31,300	

The same philosophy has been adopted for the employment targets, where over 74% of the forecasted employment has been allocated to Cobourg and Port Hope as shown on **Table E** below.

TABLE E						
EMPLOYMENT FORECAST SHARES FOR 2051 BY MUNICIPALITY						
Municipality	2021 Employment	Percentage of Total in 2021	2051 Employment	Percentage of Total in 2051	AMOUNT OF GROWTH - 2021 to 2051	PERCENTAGE OF TOTAL GROWTH
Brighton	2,900	8.96%	3,610	8.20%	710	6.10%
Trent Hills	4,620	14.27%	5,990	13.61%	1,370	11.78%
Cobourg	12,710	39.26%	17,760	40.36%	5,050	43.42%
Cramahe	1,780	5.50%	1,950	4.43%	170	1.46%
Port Hope	7,060	21.81%	10,680	24.27%	3,620	31.13%
Hamilton	1,690	5.22%	2,160	4.91%	470	4.04%
Alnwick/Haldimand	1,470	4.54%	1,710	3.89%	240	2.06%
Total	32,370		44,000		11,630	

Other Text Changes are Proposed in the Growth Management Amendment Phase 1

Given the repeal of the Growth Plan and the enactment of the new PPS (2024), a number of changes to the Official Plan are required, a summary of which is provided below:

- a) The planning period for the Official Plan is proposed to be changed from 2034 to 2051 in Sections A1, A6, D1.2 and G2 (Items 1, 2, 30 and 46 in the Amendment).
- b) All of the tables in the existing Official Plan that set out where population, household and employment growth is to occur in Sections B2, B3, B4, B5, B6, and B7 are proposed to be deleted and replaced by simplified tables based on the work completed by Watson & Associates (Items 3, 4, 5, 6 and 7 in the Amendment).
- c) The now repealed Growth Plan contained specific intensification targets which required

municipalities to plan for a certain amount of growth within defined built boundaries. These targets by municipality are contained with Section B9 of the existing Official Plan. These targets were related to built boundaries established by the Province in 2008. The PPS (2024) no longer references built boundaries and instead states the following in Section 2.3.1.4:

Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.

Watson & Associates recommended that the intensification target be set at 17% if the built boundary established in 2008 continued to exist, and this target reflected the limited amount of land available for intensification within these built boundaries.

Given that the PPS (2024) now refers to built up areas with this term not being defined, it is assumed that all areas that are mostly built out in 2025, including those lands under development, would be within a built up area. This means that the intensification target would then be much higher than 17%.

In order to determine what this target should be in Northumberland, based on local conditions, additional analysis will be required, with the product of that analysis proposed to be dealt with in the Growth Management Amendment Phase 2. In the interim, this Amendment deletes the built boundary from Schedules A and A-2 (Item 50 A in the Amendment) and provides direction in a new Section B5 on where and how intensification should be accommodated (Item 8 in the Amendment).

- d) The now repealed Growth Plan contained a minimum designated greenfield area target of 40 residents and jobs combined per hectare for the County of Northumberland. The PPS (2024) includes a target of 50 persons and jobs per hectare for large and fast-growing municipalities (which are listed and do not include Northumberland).

In response to this change, this Amendment deletes the overall County-wide target of 30 people and jobs per hectare and the individual targets of 25 to 35 people and jobs per hectare that were allocated to the urban areas (Item 9 in the Amendment).

However, requiring that newly developing community areas optimize the use of land and infrastructure remains a solid planning principle and the Amendment therefore establishes a minimum density target in Section B6 a) that is not less than 40 residents and jobs combined per hectare within new development areas that are adjacent to the existing built-up area.

- e) The water and wastewater servicing policies in former Sections B8, B14 and B15 are updated and combined in a new Section B8 (Item 11 in the Amendment). These updated policies are intended to fully implement Section 3.6 of the PPS (2024). These policies are intended to ensure that there is clarity on the types of servicing permitted and under what conditions.

- f) Section B11 dealing with settlement area expansions and Section B18 dealing with modifications to rural settlement area boundaries are proposed to be deleted and replaced by a new Section B14 (Items 12 and 27 of the Amendment) to implement Section 2.3.2 of the PPS (2024).

The PPS (2024) establishes a series of criteria that need to be considered when private applications to expand a settlement area are submitted or when a local municipality requests that a settlement area be expanded and these have been incorporated in Section B14.

Given that Section 6.2.9 of the PPS (2024) continues to indicate that the responsibility for allocating population, housing and employment projections for lower tier municipalities, it is anticipated that the County would be the lead decision-maker on settlement area expansions and this is reflected in the new Section B14. For information purposes, Section 6.2.9 of the PPS (2024) is reproduced below:

Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:

- a) identify and allocate population, housing and employment projections for lower-tier municipalities;*
 - b) identify areas where growth and development will be focused, including strategic growth areas, and establish any applicable minimum density targets;*
 - c) identify minimum density targets for growth and development taking place in new or expanded settlement areas, where applicable; and*
 - d) provide policy direction for the lower-tier municipalities on matters that cross municipal boundaries.*
- g) Section B13 that deals with planning for employment is proposed to be deleted and replaced with a new Section B11 since it refers to preferred future employment lands previously identified and the requirement to down-designate exiting employment lands in a number of locations (Items 12 and 24). A later section in this report provides more details on this proposed change.
- h) Section B17 dealing with employment area conversions is deleted and replaced by a new Section B12 (Items 12 and 25 of the Amendment). This new section implements Section 2.8.2.5 of the PPS (2024). Previously, conversions could only be considered at the time of a Municipal Comprehensive Review. The PPS (2024) now permits conversions at any time provided certain criteria are met.
- i) The housing policies in existing Section D1.5 are moved to Section B9 which is in the section

dealing with growth management. A number of minor changes to these policies have been made to reflect the priorities of the Provincial government (Items 13, 14, 15, 16, 17, 18, 19, 20 and 21) and the reflect the PPS (2024).

- j) A new Section B13 dealing with Strategic Growth Areas has been added (Item 26 of the Amendment). This new section implements Section 2.4 of the PPS (2024), which encourages all municipalities to identify and focus growth in these areas.

Strategic Growth Areas are areas within settlement areas, nodes, corridors, and other areas that have been identified by municipalities to be the focus for accommodating intensification and higher- density mixed uses in a more compact built form. Strategic growth areas include major transit station areas, existing and emerging downtowns, lands in close proximity to publicly-assisted post- secondary institutions and other areas where growth or development will be focused, that may include infill, redevelopment (e.g., underutilized shopping malls and plazas), brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

- k) A number of minor changes are made to the policies that apply to settlement areas (Items 28, 29, 30, 31, 32, 33, 34 and 35 in the Amendment), to ensure the policies are fully consistent with the PPS (2024).
- l) A number of minor changes are made to Section D2 (Major Employment Area) to recognize that the Amendment proposes to designate one such area adjacent to the Port Hope urban area boundary (Items 36, 37, 38, 39, 40, 31, 42, 43 and 44 of the Amendment).
- m) Section F2.4 dealing with sensitive land uses is proposed to be deleted and replaced by a new section on land use compatibility (Item 46 in the Amendment). This new section implements Section 3.5 of the PPS (2024).
- n) A number of definitions are added, modified or deleted as per the changes in Provincial policy (Item 50 in the Amendment).

Proposed Mapping Changes

The proposed mapping changes are listed below:

- a) Schedules D1 to D10 are proposed to be removed from the Plan (these are the lands that were required to be down-designated to support the designation of employment lands - this is no longer necessary).
- b) Schedules A (and Schedule A-2 of the Northumberland Official Plan as amended by Official Plan Amendment #1) is amended by deleting the 'Built Boundary' from the schedule and the

legend.

- c) Schedules A (and Schedule A-2 of the Northumberland Official Plan as amended by Official Plan Amendment #1) is amended by removing the Major Employment Area (Preferred Location) as shown on Schedule X2 attached to this Amendment.
- d) Schedules A, B and C (and Schedules A-1, A-2, B-1, B-2 and B-3 of the Northumberland Official Plan as amended by Official Plan Amendment #1) are amended by designating certain lands as Urban Area on the north side of the Port Hope Urban Area as shown on Schedule X3 attached to this Amendment.
- e) Schedule A (and Schedule A-2 of the Northumberland Official Plan as amended by Official Plan Amendment #1) is amended by designating certain lands as Major Employment Area as shown on Schedule X4 attached to this Amendment.

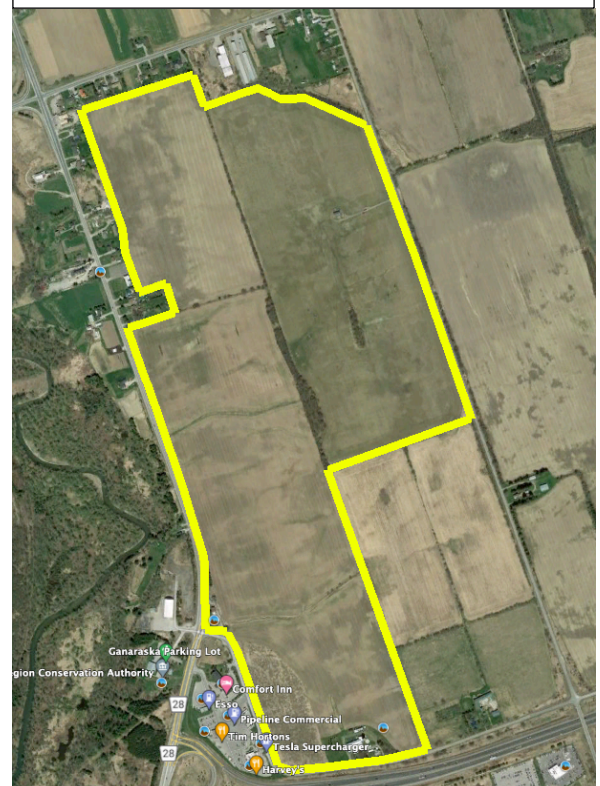
PROPOSED DESIGNATION OF MAJOR EMPLOYMENT AREA

MEA first identified in 2014 Official Plan

The first Northumberland County Official Plan ('NCOP') was adopted by the County Council on September 17, 2014 and then approved by the Ministry of Municipal Affairs with modifications and further approved by the Ontario Municipal Board in 2016. The NCOP identified an area of lands in MPH as the preferred location of a MEA. The proposed MEA consisted of private land holdings of various sizes totaling approximately 112 hectares. The proposed MEA was located along the north side of Highway 401, adjacent to the Port Hope urban area and was generally bound by Highway 401 to the south, County Road 28 to the west, County Road 74 (Dale Road) to the north, and Hamilton Road (Port Hope/Hamilton Township boundary) to the east (See **Figure 1: Preferred Location of MEA in 2014**).

The MEA was envisioned to accommodate future employment uses for manufacturing, warehousing and technology in a planned business park setting with access to Highway 401. The lands would be serviced with municipal water supply and sanitary sewer services.

Figure 1 - Original 'Preferred Location' of MEA in 2014 (112 Hectares)



Section B13 a) of the approved NCOP states the following in part with respect to the MEA lands:

*"Ensuring that there is employment land in appropriate locations to attract the widest range of possible uses is a key objective of this Official Plan. On this basis, certain lands within the Municipality of Port Hope having an approximate area of 112 hectares shown on **Schedule A** have been identified as a preferred location for a future Major Employment Area designation. Until such time as the potential Port Hope Major Employment Area is approved in accordance with subsection B13 d) below, the designation of the subject lands shall remain as Agricultural."*

Section C2 (now Section D2 after the NHS OPA), sets out a number of policies for the MEA. In this regard the following objectives were established in Section C2.1

"It is the objective of this Plan that future Major Employment Areas:

- a) Provide strategic locations for industrial development in planned business park settings with excellent access to Highway 401;*
- b) Support the establishment of the County as a preferred destination for employment within eastern Ontario;*
- c) Provide accommodation for businesses seeking to locate in a setting with a specific range of compatible land uses and high quality building forms and settings;*
- d) Provide a long-term and stable location for manufacturing, processing and warehousing uses; and,*
- e) Support the planned function of the designation by ensuring that the introduction or presence of sensitive uses that may be incompatible with the viability and continued operation of the intended primary industrial uses, is prevented."*

The remainder of Section C2 sets out permitted uses in the MEA (manufacturing, processing and warehousing with controlled outdoor storage plus office, retail and services uses that are accessory to a primary use). The policies also explicitly identified what was not permitted, such as stand-alone retail uses, day nurseries, commercial fitness centres and residential uses. The policies also required that a Secondary Plan be completed to support the development of the MEA.

Given the Provincial policy framework that was in place in 2014 when the NCOP was adopted, it was not possible to justify the actual designation of the MEA because of the supply of employment lands that existed across the County, primarily in rural areas. In this regard, Section B13 c) of the NCOP states the following:

"In order to support the identification and the potential of the Port Hope Major Employment Area designation in the County Official Plan, the land use schedules and policies in the local Official Plans

that apply to the lands identified in Schedules D1 to D10 shall be amended, removing these lands from a designation that permits industrial and employment uses."

The above meant that a number of the local Official Plans had to be amended to remove employment permissions before the MEA could be designated through a future Amendment. The local municipalities with lands (and acreage) to be redesignated at the time were as follows:

- a) Brighton (30.7 ha);
- b) Alnwick/Haldimand (21.99 ha);
- c) Cramahe (81.07 ha);
- d) Trent Hills (27.52 ha); and
- e) Hamilton (5.4 ha).

Secondary Plan initiated in 2017

To support the future designation of the MEA lands in the NCOP, a Secondary Plan process was initiated in 2017 and a consulting team was retained to complete this work. In this regard, a Preliminary Traffic Impact Assessment was completed by Paradigm, a preliminary environmental constraints map was completed by Palmer Environmental and a draft Agricultural Impact Assessment was completed by Colville Consulting. Through this process, no significant environmental, agricultural or transportation-related constraints were identified.

Given that the County was embarking on a Municipal Comprehensive Review ('MCR') in early 2020, it was decided to put the Secondary Plan project on hold to determine if the justification exists to expand the MPH urban area for employment purposes in accordance with the Growth Plan policy framework that existed at the time (since the lands would be designated for employment purposes through a settlement area expansion).

Land Needs Study Completed in 2021 and Supported by Draft OPA in 2022

As noted previously, it was in October 2020 that Council authorized staff to proceed with a MCR in response to direction from the Minister of Municipal Affairs and Housing that all Official Plans be updated to conform to the Growth Plan by July 1, 2022. As it relates to growth management, the Growth Plan established an employment target of 44,000 jobs, which is 4 times as much job growth per year than historical trends.

To implement this Provincial direction, the County retained Watson & Associates in 2020 to carry out a detailed analysis of the land supply and to make recommendations on how the minimum population and employment targets should be allocated.

In the Watson & Associates report dated November 24, 2021, it was indicated that the County's established and emerging employment sectors are all anticipated to experience employment growth consistent with the relatively strong long-term economic outlook for the broader economy. It was further indicated in the report that as the employment base continues to grow within the County and the surrounding commuter-shed, the economy is also anticipated to diversify, generating a range of new live/work and commuting opportunities that increasingly focus on emerging knowledge-based employment sectors.

It was lastly recommended that the market potential for employment area development within Northumberland County is anticipated to be strongest for large, contiguous sites that are situated within close proximity to the Highway 401 corridor within the Town of Cobourg and Municipality of Port Hope. Lands that offer direct Highway 401 access and exposure were anticipated to be highly marketable for prestige industrial type uses over the long term. Cobourg and Municipality of Port Hope also offered the widest range of potential housing opportunities, urban amenities, and municipal services to attract a growing local labour force necessary to address employment demand within existing and developing employment areas.

The results of this analysis were presented to County Council on December 15, 2021 (Report 2021-203) where it was recommended that the intensification target be set at 17%, the designated greenfield area target be set at 40 persons and jobs per hectare and that the population and employment allocations be as recommended by Watson & Associates. Attached to Report 2021-203 was a draft OPA that implemented the population and employment allocations to each local municipality. This draft OPA also indicated that there was a need to designate additional employment lands in Cobourg and Port Hope.

On January 7, 2022, the draft OPA along with relevant supporting materials was sent to the Ministry in accordance with Section 17(17.1) of the Planning Act. No formal comments on this OPA have been received from the Province. This draft did not include mapping; however, it did identify a shortage of land for employment purposes in both Cobourg and Municipality of Port Hope as per the above. The statutory Open House and Public Meeting on this draft OPA were then held on April 27, 2022 and May 4, 2022.

Draft OPA Revised in 2024

Against the backdrop of numerous Provincial changes that were beginning to emerge in mid-2023, the County decided in early 2024 that it would continue to move forward with changes to its Official Plan to support the designation of additional urban lands to support the development of additional housing and employment.

On this basis, and with the draft Provincial Planning Statement from June 16, 2023 as a backdrop, a revised OPA was prepared and presented at a Statutory Open House and Public Meeting on May 23, 2024 and June 5, 2024. A follow up open house was held in Port Hope on June 13, 2024 in Port

Hope because the two proposed urban expansions (one was residential and one was for employment purposes) were in Port Hope.

Given that the Municipality of Port Hope urban area was proposed to be expanded in two locations, notice for the open house and public meeting was sent to all registered owners of land within the proposed expansion areas and within 120 metres of each of the proposed expansion areas.

As noted above, it was recommended by Watson & Associates that of the new employment land required in the County, 31 hectares is required in Cobourg and 75 hectares is required in Port Hope (106 hectares in total). Given that new employment land cannot be identified in Cobourg (because the Town is completely urban and fully planned out), a location that is proximate to both Port Hope and Cobourg was required.

In this regard, the location selected and identified in the draft OPA dated April 2024 is generally the same as the preferred MEA that exists in the existing and approved Official Plan.

However, it was recommended that the configuration of the MEA be slightly modified as shown on **Figure 2**. This new configuration is preferred because it provides more Highway 401 exposure, avoids the many rural residences along County Road 28 and Dale Road and provides for the development of more logical development parcels.

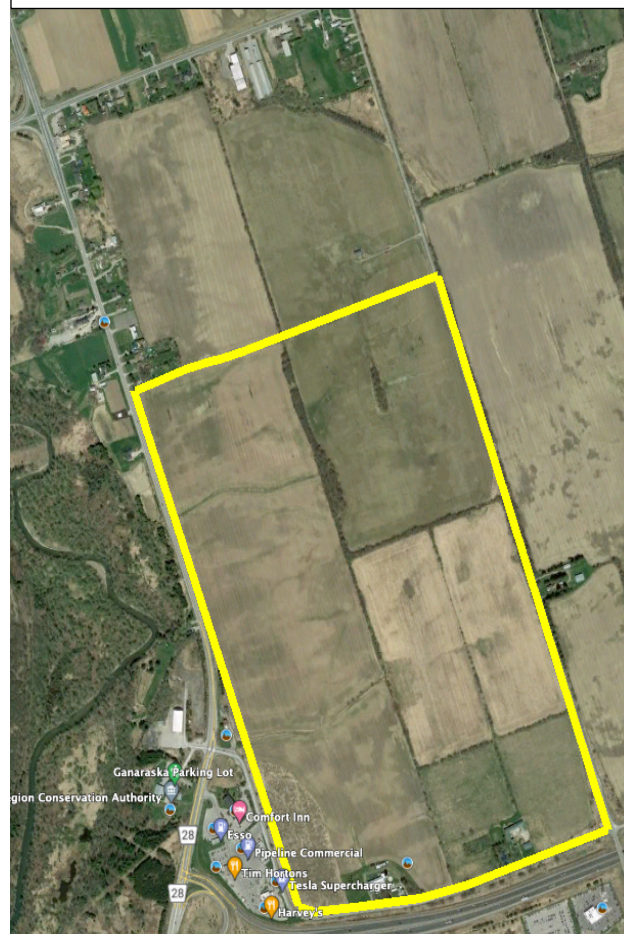
It is anticipated that the revised MEA would be developed for uses that require larger parcels of land with minimum lot sizes of 5 to 10 hectares. The most likely uses are logistics and distribution; however, manufacturing is also a possibility.

An internal road system would also be established with the primary access point being on County Road 28 and with a potential secondary access point along Telephone Road to the south (if required). Based on the experiences of other GTA municipalities, employment densities could range between 15 and 26 jobs per hectare, which translates into 1,590 to 2,756 employees.

In order to support the proposed urban expansion for employment purposes, the County has completed the following studies:

Growth Management OPA Phase 1

Figure 2 - Modified MEA (106 Hectares)



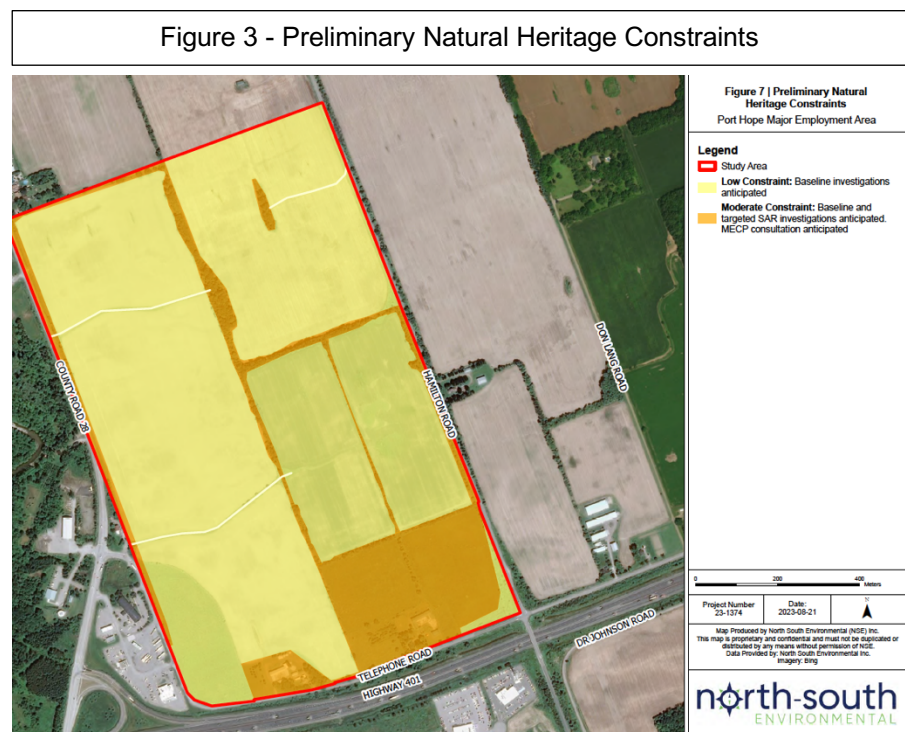
- a) 'Preliminary Constraints Assessment for Settlement Area Lands, Port Hope, ON' - prepared by North-South Environmental dated August 23, 2023;
- b) 'Scoped Agricultural Impact Assessment - Port Hope settlement area boundary expansion - Part Lot 1, Concession 2 - Municipality of Port Hope - Northumberland County' - prepared by DBH Soil Services Inc dated August 23, 2023;
- c) 'Letter of Opinion – Feasibility of Servicing Future Development near Telephone Road in Port Hope' - prepared by GM BluePlan dated August 11, 2023; and
- d) 'Cost Estimate – Servicing Future Development near Telephone Road in Port Hope' - prepared by GM BluePlan dated December 12, 2023

The above studies do not identify any major constraints to developing the identified lands for employment purposes. Below is a brief overview of the work that has been completed:

Preliminary Natural Heritage Constraints Assessment for Settlement Area Lands

The assessment noted that most of the study area is in active agricultural use, with annual row crops of wheat, corn, and soy. Hay is also present. In addition, naturally occurring vegetation is present within two cultural meadows, two small treed areas, and within hedgerows.

Based on an assessment of the study area, the majority of the lands are considered to be 'low constraint' with a few small areas of moderate constraint as shown on **Figure 3** (which is Figure 7 from the NSE Report).



Scoped Agricultural Impact Assessment - Port Hope settlement area boundary expansion

The assessment noted that the subject lands were the site of a variety of existing land uses including, but not limited to built-up/disturbed areas, common field crops, forage/pasture, open field, small

grain, and woodland areas. The subject lands are comprised of approximately 2.5 percent as built up/disturbed areas, 39.0 percent as common field crop (soybean, corn), 9.7 percent as forage/pasture lands, 4.4 percent as open field, 0.5 percent as scrublands, 41.5 percent as small grains, and 2.4 percent as woodland areas. All of the lands are considered to be Class 1 according to the Canada Land Inventory. An analysis of Minimum Distance Separation ('MDS') requirements indicates that development within the proposed MEA would not be constrained by MDS requirements.

Letter of Opinion – Feasibility of Servicing Future Development near Telephone Road in Port Hope

The objective of this letter of opinion was to provide a high-level feasibility review of providing municipal water and wastewater servicing to meet the potential future servicing needs of the study area when considering a change in land use. It was determined that existing water and wastewater infrastructure available to service the study area is limited to a 300mm sanitary sewer and 300mm watermain, both of which cross Highway 401 at the terminus of Rose Glen Road North and extend north on Telephone Road. The sanitary sewer extends approximately 250 metres north of Highway 401 while the watermain extends approximately 750 metres north of Highway 401 to the intersection of Telephone Road and Highway 28. The watermain and sanitary sewer provide municipal servicing to the properties fronting the north-south portion of Telephone Road including an existing commercial plaza.

Based on a review of water servicing, the MPH water treatment plant has sufficient capacity to service the MEA. With respect to wastewater servicing, it is anticipated that the MPH Wastewater Treatment Plant (WWTP) has sufficient capacity for the additional flows from the MEA. However, a new pumping station and the twinning of the existing sewer line will be required to ensure the entire MEA can be developed. Additional upgrades may be required downstream based on further analysis.

Cost Estimate – Servicing Future Development near Telephone Road in Port Hope

A high-level (Class D) cost estimate for the water and wastewater infrastructure required to provide servicing to the major employment area has been prepared. In this regard, it is estimated that it would cost about 11.5 million dollars to provide water services and about 5.2 million dollars to provide sewer services to the MEA.

PLANNING ANALYSIS ON SETTLEMENT AREA EXPANSION FOR PROPOSED MAJOR EMPLOYMENT AREA

Section 2.3.2.1 of the PPS (2024) deals specifically with settlement area expansions:

2.3.2.1 In identifying a new settlement area or allowing a settlement area boundary expansion,

planning authorities shall consider the following:

- a) the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses;*
- b) if there is sufficient capacity in existing or planned infrastructure and public service facilities;*
- c) whether the applicable lands comprise specialty crop areas;*
- d) the evaluation of alternative locations which avoid prime agricultural areas and, where avoidance is not possible, consider reasonable alternatives on lower priority agricultural lands in prime agricultural areas;*
- e) whether the new or expanded settlement area complies with the minimum distance separation formulae;*
- f) whether impacts on the agricultural system are avoided, or where avoidance is not possible, minimized and mitigated to the extent feasible as determined through an agricultural impact assessment or equivalent analysis, based on provincial guidance; and*
- g) the new or expanded settlement area provides for the phased progression of urban development.*

This section is intended to provide guidance to planning authorities when considering the expansion of settlement areas and it requires that planning authorities consider a number of items in making this determination.

In the case of sub-section a) the need for new urban employment land has been justified and its location is considered to be optimal to attract new employment uses to the County. With respect to sub-section b), it has been confirmed that there is sufficient capacity in the existing municipal water and wastewater treatment plants to accommodate the proposed development. Other services that are required such as firefighting and road maintenance will be provided as needed to the new development area. The proposed major employment area is not comprised of a specialty crop area as per sub-section c).

Sub-section d) requires that an evaluation of alternative locations which avoid prime agricultural areas be carried out and, where avoidance is not possible, that reasonable alternatives on lower priority agricultural lands in prime agricultural areas be considered. When the Northumberland Official Plan was first prepared, a review of alternative locations was carried out and it was determined that the most appropriate location for new fully serviced employment lands was the proposed MEA shown on Schedule A as approved by the Ministry of Municipal Affairs in 2016. As a result, the choice of

location has already been confirmed. The factors considered at the time were the ability of the lands to be provided with full municipal services, proximity and visibility to and from Highway 401 and location in relation to both Cobourg and Port Hope.

There are no minimum distance separation constraints as per sub-section e). With respect to sub-section f), a number of potential mitigation measures have been identified and will be further considered through the secondary planning process undertaken by the municipality of Port Hope. Through this process, the phasing of development as per sub-section f) will be considered.

On the basis of the above, the proposed OPA would be consistent with the PPS (2024).

RECOMMENDATION

It is recommended that the Growth Management Phase 1 Amendment be adopted by County Council as it represents good planning and is consistent with the PPS (2024).

A future report will deal with the following items:

- a) The expansion of the Port Hope Urban Area to accommodate forecasted community uses;
- b) The expansion of the Grafton Rural Settlement Area in two locations;
- c) The expansion of the Codrington Rural Settlement Area;
- d) The rationalization of the boundaries of the Campbellford Hastings Urban Areas and the Trent River, Crowe River, Baltimore, Hamilton West and Hamilton East, Precious Corners, Camborne, Harwood, Campbellcroft, Osaca, Welcome, Orland, Hilton, Smithfield, Eddystone, Vernonville, Lakeport, Wicklow, Roseneath, Dundonald, Salem and Castleton Rural Settlement Areas so that they match up with existing and potential development areas; and
- e) The development of an intensification target.