

2. **BASIS AND OBJECTIVES OF PLAN**

2.1 **OFFICIAL PLAN REVIEW**

An Official Plan must be based on solid planning principles, conform to the Growth Plan for the Greater Golden Horseshoe, 2006, and the 2005 Provincial Policy Statement, and reflect the goals and objectives of the community. In 2006, the Council of the Municipality of Brighton committed to the preparation and adoption of an Official Plan for the new Municipality, comprised of the former Town of Brighton and Township of Brighton. The preparation of a background study was the first step in the process of developing a new Official Plan.

2.2 **BACKGROUND FACTORS**

In preparing the Background Study, the Municipality of Brighton compiled background information, reviewed previous planning policies and identified current land use challenges in the Municipality. Specific land use and policy issues requiring further research or analysis were identified. The Background Study also considered the priorities identified in the Municipality's Strategic Plan. The Study built upon existing information to identify linkages, needs and opportunities for the development of the new Official Plan.

2.2.1 **Brighton Urban Area**

The Brighton Urban Area is the main urban settlement area within the Municipality and includes the lands within the former Town of Brighton. The Brighton Urban Area comprises the major residential, commercial, industrial, institutional, and recreational concentration and the central focus for the Municipality. The extent of the urban settlement area and associated land use designations are shown on Schedule "A".

2.2.2 **Residential Development**

The Official Plan provides for low density and medium density residential development within the Brighton Urban Area, thereby ensuring that a range of housing types and densities, and ranges of affordability will be available within the serviced urban centre in the years to come. Residential development and redevelopment is to take place in a planned, orderly manner to ensure that residential uses are located in areas where they are compatible with adjacent land uses. Lands have been designated to accommodate population growth, as forecast by the

Ministry of Infrastructure (MOI) in Schedule 3 of the Growth Plan for the Greater Golden Horseshoe, 2006.

2.2.3 Commercial Development

The core of the Brighton Urban Area continues to support local retail and service industries, and provides a focus for professional and government related offices. The protection and enhancement of the special mixed use area along Main Street will remain a priority for the community.

In order to balance economic growth with small town appeal, the Official Plan provides for the commercial conversion of existing buildings along Main Street, between Kingsley/Division to the east and Ontario Streets to the west, which is currently in transition from residential to commercial use. The policies are intended to achieve a balance between low profile commercial and residential uses in the same building or in separate buildings and/or the conversion of existing single detached dwellings to multiple dwelling units or to commercial buildings. Conversion would be permitted provided the external design and residential character of the building and character of the area are not adversely impacted.

Within the municipality, a secondary cluster of retail commercial and service-based facilities is emerging at the eastern edge of the Brighton Urban Area, related at least in some manner to the increased development occurring to the east in the neighbouring City of Quinte West. These lands are recognized as Highway Commercial in this Plan. The Highway Commercial designation has also been applied to certain lands located at the junction of Highway 401 and County Road 30. The proximity to the busy 401 corridor offers potential for development of a cluster of businesses and economic activities which require larger parcels of land and those which serve the traveling public.

2.2.4 Industrial Development

Currently, Brighton's industrial operations are primarily located in the Industrial Park in the southeast section (Loyalist Drive) of the urban community. Serviced land presently available to new industry is in limited supply. Attracting new industry will require the Municipality to acquire and to service additional lands in a strategic location. The 401/30 interchange is seen as a potential site for such future development, although the cost of providing municipal servicing to this area has been calculated in the tens of millions. More realistic is the opportunity for

expansion of the current industrial park to the east, in combination with opportunities for in-filling within the serviced area of the municipality.

Given the demographics of the aging population in the municipality, there is a limited labour supply available in the Brighton area for new industry and commercial enterprises. Land use and development policies which support smaller “cottage industry” operations are most likely to benefit the industrial sector within the municipality as a whole.

2.2.5 Rural Development Areas

Rural areas are all those areas within the municipality located outside the settlement areas. The land uses and activities of the rural landscape are related to the management or use of resources including agriculture, resource-based recreational activities, limited residential development and employment uses as well as public facilities. Local commercial and small-scale industrial uses are typically located in proximity to established clusters of rural residential development. Areas of open space, marginal agricultural areas, woodlands and other natural heritage features and areas, together with areas of natural hazard comprise the balance of lands within the rural areas.

2.2.6 Rural Residential Development

The rural pattern of residential development includes the hamlets of Codrington, Hilton, Orland and Smithfield, dispersed rural non-farm residential development, rural estate areas, recreation-based residential development and shoreline residential areas. The rural residential development is serviced by individual services (wells and septic disposal systems). There has been pressure in the past to develop rural areas for residential and other non-farm uses. It is expected that such pressures will continue. The expansion of such existing patterns is discouraged.

2.2.7 Resource-Based Development

Agricultural activity and aggregate resource extraction are significant contributors to the local economy of the Brighton area. The Official Plan recognizes the importance of the resource based economy and specifically designates agricultural and rural lands, aggregate resource areas, and areas of small scale commercial and industrial uses related to resource-based industries.

2.2.8 Cultural Heritage, Recreation and Open Space

Prior to the arrival of European settlers, the lands within the modern Municipality of Brighton were inhabited by First Nations peoples. The first known settlers were British Empire Loyalist families that settled in the area. The Village of Brighton was formed in 1831. The Municipality of Brighton has shared in the historical development of the Northumberland area. This history becomes evident through the existing buildings and areas that have historical, architectural and cultural heritage significance. The Apple Route, which celebrates the heritage of apple growing in the region was initiated in Brighton and now extends from Port Hope in the west to Trenton in the east.

The rich cultural heritage of the rural agricultural community and hamlets in the former Township of Brighton has combined with the equally rich heritage of the urban community of the former Town to create a new and vibrant community firmly rooted in the traditions of the past. The new Official Plan for the Municipality of Brighton will direct the future growth and development of this community, while at the same time valuing and reflecting upon all that has come before.

Open space areas for both active and passive recreational activities, community facilities and institutional uses are important components of the overall community fabric and are identified specifically within the land use plan for the Municipality.

2.2.9 Natural Heritage, Natural Hazards and Source Water Protection

Natural heritage features such as provincially significant wetlands including significant coastal wetlands, significant areas of natural and scientific interest, as well as areas subject to natural hazards, such as flooding and erosion, and lands adjacent to watercourses and natural heritage features and areas identified as requiring protection and are designated as Environmental Protection on Schedule “A”.

Prior to the next comprehensive review, the Municipality will work with the Ministry of Natural Resources (MNR) to identify provincially significant woodlands and valleylands within the Municipality. At such time as these features and areas are identified to the satisfaction of the MNR, the Municipality will include these areas as Environmental Protection on Schedule “A”.

Schedule “B” provides detail about the features and areas included within the Environmental Protection designation. Lands along Lake Ontario are also identified as requiring environmental protection.

A wellhead protection area has been delineated around existing municipal wells extending from the midpoint of Concession III to just beyond the midpoint of Concession IV, and part of Lots 34, 35, 10 and 9 of the former Township of Brighton. At the time of approval of this Plan, a Source Water Protection Plan, prepared by the Trent Conservation Coalition Source Water Protection Committee, is currently under review by the Ministry of Environment. Once approved, the Source Water Protection Plan will further refine the limits of the wellhead protection area delineated on Schedule “C” and provide policy direction to guide development within this area.

2.3 THE TWENTY-YEAR PLANNING HORIZON

This Plan is intended to direct land use and development within the Municipality, based on a twenty-year time horizon. The designation of areas within a municipality for a variety of land uses is based on existing land use patterns and the expectation of future growth. Prior to the introduction of the *Growth Plan for the Greater Golden Horseshoe* in 2006, each municipality considered its historical rates of growth together with changing demographics and other area-specific factors to determine whether the supply of land designated for development was sufficient to accommodate the anticipated rates of growth. Where the current supply of development land was insufficient to meet future demands, municipalities designated additional lands to accommodate this anticipated growth. With the introduction of the Growth Plan for the Greater Golden Horseshoe, under the *Places to Grow Act*, municipalities have been allocated population and employment numbers, which are based on a combination of traditional forecasting methods and provincial growth management policy.

2.3.1 Traditional Growth Projections

Prior to amalgamation, both the Town and Township of Brighton had similar overall populations. An average growth rate of 5% was recorded over the period from 1996 to 2001 and the overall rate of growth of 7.8% recorded for the period of 1966-2001. Hence, based on past rates, the Municipality may be expected to experience an average growth rate of between 5% and 7.8% over the next 25 years. A growth rate of 8.5% was recorded between 2001 and 2006. The

actual population for 2006 was 10,253. The forecasted population is anticipated to be 11,890 by 2031.

The average age of the population is expected to climb because the number of persons in the lower age cohorts is low relative to the provincial average. The percentage of persons between the ages of 0 - 44 was 53.9% for the municipality, compared to 62.3% for the province overall. The fact that the Municipality has become a destination community for the ex-urban migration of retirees from the Greater Toronto Area will also contribute to a higher than average age within the overall population. These figures will have an impact on the demand for recreation, health services, schools and long-term care, as well as other less tangible aspects of the community fabric and function.

At the same time, the proximity of the Municipality of Brighton to urban centres along the Lakeshore (Lake Ontario) is expected to result in pressure for residential development. In particular, growth occurring to the east, in the City of Quinte West, is expected to have a profound impact on growth in the Municipality of Brighton. This growth will be a direct result of the multi-million dollar expansion of the Canadian Forces Base at Trenton.

2.3.2 Factors Influencing Growth

There are a number of resource-based factors which have influenced rates of growth within the municipality to date. These factors are as follows:

- i) Proximity to Growth Centres - The location of Brighton within the 401 highway corridor between Toronto, Kingston and Montreal as well as the CN/CP rail corridor influences the accessibility between the community to other larger communities to the east and west. Accessibility is an important factor in community growth and development, particularly for industrial and commercial activities. The influence of Canadian Forces Base Trenton has also had a positive impact on the community over the years. The scheduled expansions to this key federal facility are expected to create additional growth pressures in the surrounding areas, including the Municipality of Brighton.
- ii) Resource-based Recreation and Tourism - The Municipality provides important regional recreation facilities, primarily for day and short-term use. Tourism is recognized as an important component of the economic base of the Municipality,

and is expected to grow in importance. The demand for private and commercial recreational facilities and recreation-based residential developments in shoreline areas is expected to increase during the planning period.

- iii) Natural Features - The natural features and rural landscape of the Municipality of Brighton area have made the area attractive for recreational and residential development.
- iv) Minerals and Aggregates - The physiography of the Municipality is associated with glacial sand and gravel deposits comprised mostly of esker, esker-kame, kame, together with beach deposits of glacial Lake Iroquois. These deposits represent a significant aggregate resource in terms of gravel content, thickness of the material, geologic type (origin) and quality limitations. There will continue to be a demand for aggregate resources (sand, gravel and stone) in the Municipality, primarily for new development and road construction and maintenance.
- v) Agriculture - Agriculture has been, and will continue to be an important and high profile component of the lifestyle and economic base of Brighton.

2.3.3 Growth Projections – Growth Plan

Schedule 3 of the Growth Plan for the Greater Golden Horseshoe provides overall population and employment figures for Upper Tier municipalities within the Greater Golden Horseshoe, including the County of Northumberland, for 2001, 2011, 2021 and 2031. The Northumberland Growth Management Strategy was commenced in 2008 to provide recommendations on how to conform with the Growth Plan including allocating the population and employment forecasts to the lower-tier municipalities within the County.

2.4 OBJECTIVES OF THE OFFICIAL PLAN

The general development policies, the land use policies, and the land use designations for the Municipality, as set out in this Plan, are based on the following Objectives for Land Use Planning.

2.4.1 Maintenance of the Financial Well-Being of the Municipality

Only development that will provide sufficient revenue to keep the additional cost of providing the required municipal services to a minimum shall be permitted. In this respect, a healthy

economic balance shall be maintained between the costs occasioned by development and the municipal tax benefits derived from such development.

2.4.2 Infrastructure and Public Service Facilities

Infrastructure and public service facilities should be provided in a co-ordinated, efficient and cost-effective manner in order to ensure conservation and sustainability, and to accommodate projected needs. Within the Brighton Urban Area, new development will be directed to those areas where full municipal services are available or where extension of these services can be achieved in a cost effective manner. The Municipality shall encourage patterns of development that will facilitate the provision of infrastructure and public service facilities at the least cost to the taxpayer. Those forms of development that would require excessively expensive infrastructure or public services shall not be permitted.

2.4.3 Promotion of Recreational Development and Tourism

A portion of the Municipality's economy is directly or indirectly dependent upon tourism and recreational development. This Plan intends to encourage further tourism and recreational development provided that it is compatible with the natural environment and surrounding land uses. It is an objective of this Plan to support and encourage the growth of the tourism industry in the Municipality of Brighton. Tourism and related economic opportunities shall be promoted.

2.4.4 Preservation of Agricultural Land

It is an objective of this Plan to protect prime agricultural areas for long-term use for agriculture, and to protect established farming operations from the effects of non-agricultural development that would inhibit agricultural production.

2.4.5 Encouragement of Industrial and Commercial Development

The established central core of the Brighton Urban Area community will remain the focus for commercial development. Cost-effective development standards which support commercial activities within the core will be supported by the municipality. In order to balance economic growth with small town appeal, commercial conversion of existing residential buildings along Main Street from the main intersection of Main Street and Young Street west along County Road 2 to Ontario Street shall be permitted, provided that the external design and residential character of the building does not change.

Industrial and commercial development shall be encouraged in appropriate locations in order to provide employment opportunities, strengthening of the local economy and improvements to the tax base of the Municipality. Sustainable industrial and commercial development that is compatible with the natural environment and consistent with the policies of this Plan shall be encouraged.

2.4.6 Control of Development in the Agricultural and Rural Designations

Prime agricultural lands and areas shall be protected to ensure that agriculture remains a key component in the economy of the municipality. The creation of new residential lots including “farm retirement lots” and “infill lots” in prime agricultural areas will not be permitted, except for a residence surplus to a farming operation and consolidation. New land uses shall comply with the minimum distance separation formulae developed by the Province to separate agricultural and non-agricultural uses and to address incompatibility concerns within rural areas.

2.4.7 Hamlets

Although the former Town of Brighton remains the main settlement area in the municipality, the Hamlets of Codrington, Hilton, Orland and Smithfield will continue to provide a local focus for limited growth in the Municipality. The vitality and regeneration of these small settlement areas will continue to be promoted.

2.4.8 Hazardous Areas

Development and site alteration shall be prohibited or restricted in areas subject to natural hazards or human-made hazards. Areas subject to Natural Hazards include the shoreline of Lake Ontario, which is subject to flooding and the effects of wave up-rush, as well as ice scour and shoreline erosion. Development and site alteration is also prohibited in areas subject to flooding along the smaller watercourses within the Municipality and in proximity to small lakes and wetland areas.

2.4.9 Mineral Aggregate Resources

The Municipality possesses sand and gravel deposits that should be developed in accordance with sound planning principles and the most up-to-date and stringent standards of the sand and gravel industry. As much as realistically possible the mineral aggregate resources should be made available to supply mineral aggregate needs, as close to markets as possible. Mineral

aggregate resources should be developed in accordance with the *Aggregate Resources Act*, R.S.O. 1990, Ch. A8. In developing these resources, the Municipality will ensure orderly extraction and optimum use of aggregate resources while minimizing adverse environmental, social, financial and land use impacts on the Municipality and its residents. Where rural residential development has occurred in proximity to aggregate reserve areas, these lands will no longer be identified for future extraction of Aggregate Resources. Similarly, rural residential development will not be permitted where it could limit future opportunities for aggregate resource extraction.

2.4.10 Range and Mix of Housing

The Municipality encourages the provision of an appropriate range of housing types and densities required to meet projected requirements of current and future residents of the Municipality, in accordance with Section 3.1.

2.4.11 Heritage Conservation

It is an objective of this Plan to conserve all cultural heritage and archaeological resources and to promote recognition of the unique nature of cultural heritage, and its contribution to the character, civic pride, tourism potential, and economy of the community.

Council, under the *Ontario Heritage Act*, may designate cultural heritage resources, including individual properties, conservation districts and landscapes. Significant built heritage resources and significant cultural heritage landscapes shall be identified prior to development and conserved, through the identification, protection, use and or management in such a way that their heritage values, attributes and integrity are retained. Conservation may involve a conservation plan or heritage impact assessment. Development on lands adjacent to protected heritage properties shall only be permitted where it has been demonstrated that the significant heritage property will be conserved.

2.4.12 Enhancement and Preservation of the Environment and Protection of Water

It is an objective of this Plan to enhance and preserve those environmental qualities that contribute to the attraction of the Municipality. All development proposals will be assessed for compliance with this objective. Particular care will be exercised to ensure that development near the Lake Ontario shoreline will not have a negative impact on the environment.

The diversity and connectivity of natural features in the Municipality, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and groundwater features.

Surface and groundwater resources are an integral part of the natural environment of the Municipality. It is an objective of this Plan to protect, improve and restore the quality and quantity of water resources in the Municipality.

It is an objective of the Official Plan that stormwater management practices be introduced as part of any development or redevelopment plans so as to minimize resultant stormwater volumes and contaminant loading on area watercourses. Every effort will be made to maintain or increase the amount of vegetative cover and pervious surfaces within urban areas of the Municipality, to reduce surface runoff and protect both groundwater and surface water resources within the Municipality.

All other objectives of this Plan should attempt to satisfy the requirements of the environmental and water protection objective so as to improve the quality of life for the people of the Municipality.

Furthermore, in striving to achieve this objective, Council recognizes that the Official Plan alone cannot guarantee the environmental health of the community. Private stewardship of land, incentive programs, community based actions, and public education will go even further in the proper management of the environment.

2.4.12.1 Objectives

- i) Natural features and areas shall be protected for the long term.
- ii) The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored, or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and groundwater features.
- iii) Incompatible land uses within significant and sensitive environmental features and areas will be prohibited.

- iv) The general public and the private development industry will be encouraged to participate in the co-ordination and implementation of sound management initiatives and practices as they relate to the identified natural environmental features of the Municipality.
- v) In consultation with the MNR and the Conservation Authority, significant woodlands and valleylands and significant wildlife habitat will be identified for the purposes of protection as specified in the Provincial Policy Statement (PPS). This Plan may be amended accordingly to recognize significant woodlands and valleylands and significant wildlife habitat when mapping of these features is available.

2.4.13 Provision of Water Access

Public access to Lake Ontario shall be enhanced where possible. With respect to Lake Ontario, such access shall be in a manner consistent with the objectives of the Waterfront Regeneration Trust's Lake Ontario Greenway Waterfront Trail, which includes the Brighton Waterfront. Through the use of the parkland dedication provisions of the *Planning Act*, the Municipality may acquire waterfront land where development abuts the shoreline.