

3. **GENERAL DEVELOPMENT POLICIES**

3.1 GROWTH MANAGEMENT WITHIN THE MUNICIPALITY OF BRIGHTON

In June of 2006 the Province released the Growth Plan for the Greater Golden Horseshoe (Growth Plan), prepared under the *Places to Grow Act*, 2005. The Growth Plan sets out a framework for implementing the Government of Ontario's vision for building stronger, more prosperous communities within the Greater Golden Horseshoe (GGH). As part of the GGH, the Municipality of Brighton is subject to the policies outlined in the Growth Plan. The *Places to Grow Act* requires all municipalities to bring their Official Plans into conformity with the policies of the Growth Plan within 3 years of a growth plan coming into effect. The following section outlines policy for the rate and direction of growth within the Municipality while also maintaining consistency with the Growth Plan.

Population projections and density targets for the Municipality of Brighton have been based on the recommendations of the Northumberland Growth Management Study (NGMS), conducted by Meridian Consultants. The population projections numbers, combined with vacant land analyses, were used to determine density and intensification targets for the Municipality. Greenfield areas were also assessed, resulting in resident/job projections within greenfields.

3.1.1 Population and Employment

Based on the NGMS, the Municipality anticipates a population forecast of 11,890 residents by 2031, or an increase of 1,640 residents between 2005 and 2031. The NGMS also expects an employment forecast of 3,470 jobs by 2031.

Recently, Brighton has become a destination for ex-urbanites who are looking for a smaller community in which to retire. The influx of this population has clear economic benefit to the community as evidenced by revitalization within the downtown area. By way of explanation, the rate of growth for the Township of Brighton averaged 7.8% from 1971 to 2001. The Town of Brighton experienced slightly stronger growth with a rate of 8.4%. The rate of growth for the County of Northumberland during the same period was 12.6%. Growth slowed within all areas during the period from 1976-1981, years characterized by both out migration to the western Provinces and by rural to urban migration. Prior to 2001, growth was strongest (16%) in all

areas during the period from 1986-1991, and slowed somewhat in the following period from 1996-2001 (6%). Between 2001 and 2006, the population of Municipality of Brighton increased by 8.5% over the previous period.

3.1.2 Residential Intensification

In accordance with the recommendations of the Northumberland Growth Management Strategy and the GPGGH, 42% of residential growth within the Brighton Urban Area is to occur through intensification within the built boundary of the Brighton Urban Area. The Municipality will encourage the restoration of brownfields within the municipality to make better use of existing developed land, where possible. The municipality may also utilize its Community Improvement Plan (CIP) policies (Section 6 of this Plan) in order to promote redevelopment and intensification of existing developed areas as a means for improving the overall density of people and jobs within the built boundary. The Brighton Urban Area built boundary is shown on Schedule “A” to this Plan. Council will consider such factors as community character and heritage neighbourhoods when contemplating residential intensification and follow the policies of Section 3.7.4 of this Plan.

3.1.3 Urban and Rural Settlement Areas

The Brighton Urban Area will absorb much of the projected population increase for the Municipality. The Municipality will direct 80% of the allocated 1,640 (1,312) residents to the Brighton Urban Area and the remaining 20% (328) to all rural areas of the Municipality. Growth in the rural areas will be directed to the hamlet areas of Hilton, Codrington, Orland and Smithfield. These hamlet areas are serviced by individual water and sewage disposal systems and any development proposed must be serviceable in this same manner. This Plan does not encourage construction of communal sewage and water servicing within the rural hamlet areas. The range of uses within these areas shall be limited to those which can be supported by private services. Where it can be demonstrated that there will be a net benefit to the Municipality and where a proponent is willing to enter into agreements such as a Municipal Responsibility Agreement, the Council may consider communal servicing. The establishment of new settlement areas is not permitted. The expansion of existing settlement/hamlet area boundaries can only be considered at the time of a municipal comprehensive review where it has been demonstrated that:

- i) Sufficient opportunities to accommodate forecasted growth contained in Schedule 3 of the Growth Plan for the Greater Golden Horseshoe, through intensification and in designated Greenfield areas, using the intensification and density targets, are not available:
 - a) Within the County of Northumberland, as determined by the County of Northumberland Growth Management Strategy, and
 - b) Within the Municipality of Brighton to accommodate the growth allocated to the municipality pursuant to the Growth Plan for the Greater Golden Horseshoe and the Northumberland Growth Management Strategy;
- ii) The expansion makes available sufficient lands for a time horizon not exceeding 20 years, based on the analysis provided for in Policy i) above;
- iii) The timing of the expansion and the phasing of development within the designated Greenfield area will not adversely affect the achievement of the intensification target and density targets, and the other policies of this Official Plan and the Growth Plan for the Greater Golden Horseshoe;
- iv) Where applicable, the proposed expansion will meet the requirements of the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan;
- v) The existing or planned infrastructure required to accommodate the proposed expansion can be provided in a financially and environmentally sustainable manner;
- vi) In prime agricultural areas:
 - a) The lands do not comprise specialty crop areas;
 - b) There are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas; and
 - c) There are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;
- vii) Impacts from expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible;
- viii) In determining the most appropriate location for expansions to the boundaries of settlement areas, the policies of the PPS are applied;

- ix) The Municipality has maintained or is moving towards a minimum of one full-time job per three residents within or in the immediate vicinity of the settlement area; and,
- x) In accordance with Section 1.1.3.9 of the Provincial Policy Statement 2005 and policy 2.2.8.2 of the Growth Plan.

3.1.4 Employment Areas

Employment areas are designated for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices and associated retail and ancillary facilities. Within all employment areas the Municipality shall:

- i) encourage the conversion of residential lands to commercial lands in locations within traditional or emerging commercial or mixed use areas. This includes the Core Area designation and commercial nodes on Northumberland County Roads 2 and 30 at former Town entrance points. However, conversion of residential areas must consider neighbourhood character and heritage and adhere to policies outlined in Sections 3.7.4, 3.7.5 and 3.7.6;
- ii) provide an appropriate mix of employment uses including industrial, commercial and institutional uses to meet long-term needs; and
- iii) provide opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future business.

There is a lack of viable employment lands within the settlement boundary of the Brighton Urban Area. The Municipality should consider expansion of the settlement boundary of the Brighton Urban Area in order to accommodate new employment lands. Schedule “A” to this Plan includes those lands within the former Township of Brighton which have been identified for inclusion within the urban settlement boundary for Brighton. These lands are specifically required to provide additional employments lands for the municipality. This includes lands to the east and west of the former Town on County Road 2.

3.1.5 Designated Greenfield Areas

Designated greenfield areas are areas within the Brighton Urban Area that are not part of the existing built-up area. As required by the Growth Plan, at least 42% of residential growth in Brighton will take place through intensification annually by 2015. A maximum of 58% of residential growth may take place in greenfield areas. The boundary of the Brighton Urban Area, the built boundary and greenfield development areas are shown on Schedule “A” to this Plan. Priority will be given to greenfield areas with the greatest short-term development potential and access to servicing. Further, in accordance with the requirements of the GPGGH, the Municipality has established a target of 25 resident and jobs combined per hectare within greenfields. Mixed use, live/work environments are encouraged within greenfield developments.

3.1.6 Growth in Agricultural and Rural Lands

Agricultural and Rural lands must be protected for the long term. Provisions within Sections 4.1 and 4.2 (Agricultural and Rural designations) speak to the uses permitted and restrict overdevelopment of and Agricultural and Rural lands. Along with Section 5.2 (Land Division Policies), the following shall apply to the Agricultural and Rural designations:

- i) The creation of new lots in the Agricultural designated lands is prohibited with the exception of lots that are consistent with Section 5.2.4.
- ii) The creation of new lots in the Rural designation is generally discouraged, however, a limited number of rural consents may occur under the policies outlined in Section 5.2.5.

3.1.7 Affordable Housing

In the case of ownership housing, affordable housing is defined as the least expensive of:

- iii) housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for low and moderate income households; or
- iv) housing which the purchase price is at least 10 percent below the average purchase price of a resale unit in the Municipality.

In the case of rental housing, affordable housing is defined as the least expensive of:

- i) a unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate income households; or
- ii) a unit for which the rent is at or below the average market rent of a unit in the Municipality.

For the purposes of the above Section, “low and moderate income household” means, in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the Municipality. In the case of rental housing, households with incomes in the lowest 60 percent for income distribution for renter households for the Municipality are considered a “low and moderate income household”.

The Municipality will plan for and encourage proper and readily available affordable housing units for current and potential residents. Policies for affordable housing are discussed in greater detail within Section 3.17.

3.1.8 Protection of Neighbourhood Character

While intensification, redevelopment and renewal are encouraged, all development within the Municipality shall have regard for the character and quality of established neighbourhoods. Neighbourhood character and the policies of Section 3.7.4, 3.7.5 and 3.7.6 must be considered at all times, in all neighbourhoods. Council shall consider developing a wide-scale study identifying buildings within the Municipality that are of historical, cultural or social significance in order to direct development to appropriate areas. The Municipality shall also consider establishing heritage districts within the Brighton Urban Area.

3.1.9 Brownfield Development

A brownfield site is an undeveloped or previously developed property that may be contaminated. They are usually, but not exclusively, former industrial or commercial properties that may be underutilized, derelict or vacant. The Municipality shall encourage the restoration and resale of brownfield sites throughout the Municipality. This may be achieved with implementation tools found in Community Improvement Plan policies (Section 6).

Mandatory filing of a Record of Site Condition in the Registry, by a qualified person, as defined in O.Reg. 153/04, as amended, is required for a change in use of a property from industrial or commercial to residential or parkland, as defined in the regulation, and will be acknowledged by the Ministry of Environment (MOE). If necessary, a site clean-up plan shall be designed and the site shall be cleaned up in accordance with the regulation and with MOE guideline “Record of Site Condition – A Guide on Site Assessment, the Clean-up of Brownfield Sites and the Filing of Records of Site Condition” dated October 2004 or associated guideline.

3.2 SITE DEVELOPMENT REQUIREMENTS

3.2.1 Lot Sizes

The lot area and lot frontage should be suitable for the proposed uses, shall conform to the provisions of the Municipality’s Zoning By-law and shall be consistent with the relevant policies of Section 3.2 of this Plan.

3.2.2 Soil and Drainage

Development should only be permitted on lands having soil and drainage conditions that are suitable to permit the proper siting and development of the proposed uses.

3.2.3 Road Setbacks

Setbacks from roads shall be provided in accordance with implementing Zoning By-laws to preserve the right-of-way widths specified in this Plan. Such setbacks should be sufficient to allow appropriate landscaping and to permit the parking and movements of vehicles clear of any road allowance.

3.2.4 Development Abutting or in Proximity to Railways

Rail lines operated by CN Rail and CP Rail extend through the southern part of the Municipality and are shown on Schedules “A” and Schedule “C” (Transportation) of this Plan.

The CN and CP Rail lines are vital transportation and trade routes in the Municipality. Commercial and Industrial uses are encouraged to develop on lands where access to the rail corridor is available, provided the development complies with the following land use controls: