



# Secondary Plan

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# Background Report

September 2022

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## 1.0 Introduction

The Municipality of Brighton has retained D.M. Wills Associates Limited (Wills) together with KMD Community Planning and Consulting Services (KMD) and metroeconomics to assist in the development of a Secondary Plan for the greenfield lands within the urban settlement boundary of the Municipality of Brighton (Project). The Secondary Plan will form a part of the Municipality of Brighton Official Plan and will set forth more detailed policy and land use designations which will guide growth and development within the identified Secondary Plan Areas (SPAs).

This Background Report (Report) has been prepared as a part of the larger study process for the Project. The Report documents existing land use conditions including applicable Official Plan designations and Zoning By-law categories within the SPAs, as well as the presence of development in these areas and the opportunities for development of existing vacant lands. The Report also identifies available municipal servicing and existing road networks, together with reviewing capacity limitations and gaps in transportation services, including active transportation and linkages. Further, this Report provides a review of growth projections for the Municipality and preliminary considerations of how this information may influence the type and form of development within the SPAs.

This Report provides a snapshot of existing conditions and points to the opportunities and constraints facing the SPAs, and will be used to set the parameters of the Secondary Plan, understanding the requirements of Provincial and County policy, as well as the Municipality of Brighton Official Plan.

### 1.1 The Municipality of Brighton – A Snapshot



The Municipality of Brighton was formed in 2001 through the amalgamation of the former Town of Brighton and Brighton Township. The Municipality is a lower-tier municipality located within Northumberland County (County), situated along the shores of Lake Ontario, and bordering the Municipality of Quinte West to the east and the Township of Cramahe to the west.

The Municipality is home to several rural hamlets, surrounded by vast agricultural and environmental lands. For ease of reference, the report will refer to the former Town of Brighton as the Brighton Urban Area (Urban Area). The Urban Area is located in the southern portion of the Municipality, between Lake Ontario to the south and Highway 401 to the north.

The proximity to Highway 401 has contributed in part to the recent and continuing growth of the Urban Area, together with the draw of Lake Ontario and Presqu'ile Provincial Park. The Urban Area continues to maintain its rural charm, while experiencing expanding residential and employment growth. Predominately, residential growth has been in the form of single-detached dwellings, however more recent development proposals have contributed to the

mix and range of housing options, including semi-detached and row dwellings. The employment opportunities in the Urban Area also continue to grow, with increased interest in the industrial park, located on the east side of the Urban Area.

As the Urban Area continues to experience growth, opportunities for intensification within the built-boundary are becoming more limited, and growth outside of the built boundary in designated greenfield areas has experienced increased interest and pressure for development. While not intended for development until 2031, the Municipality recognizes the importance of proactive planning for these lands, to ensure that future development is appropriately designed and reflects the Municipality's overall vision for the Urban Area. The Municipality has initiated this Project to establish a desired land use pattern and governing policies for these greenfield areas.

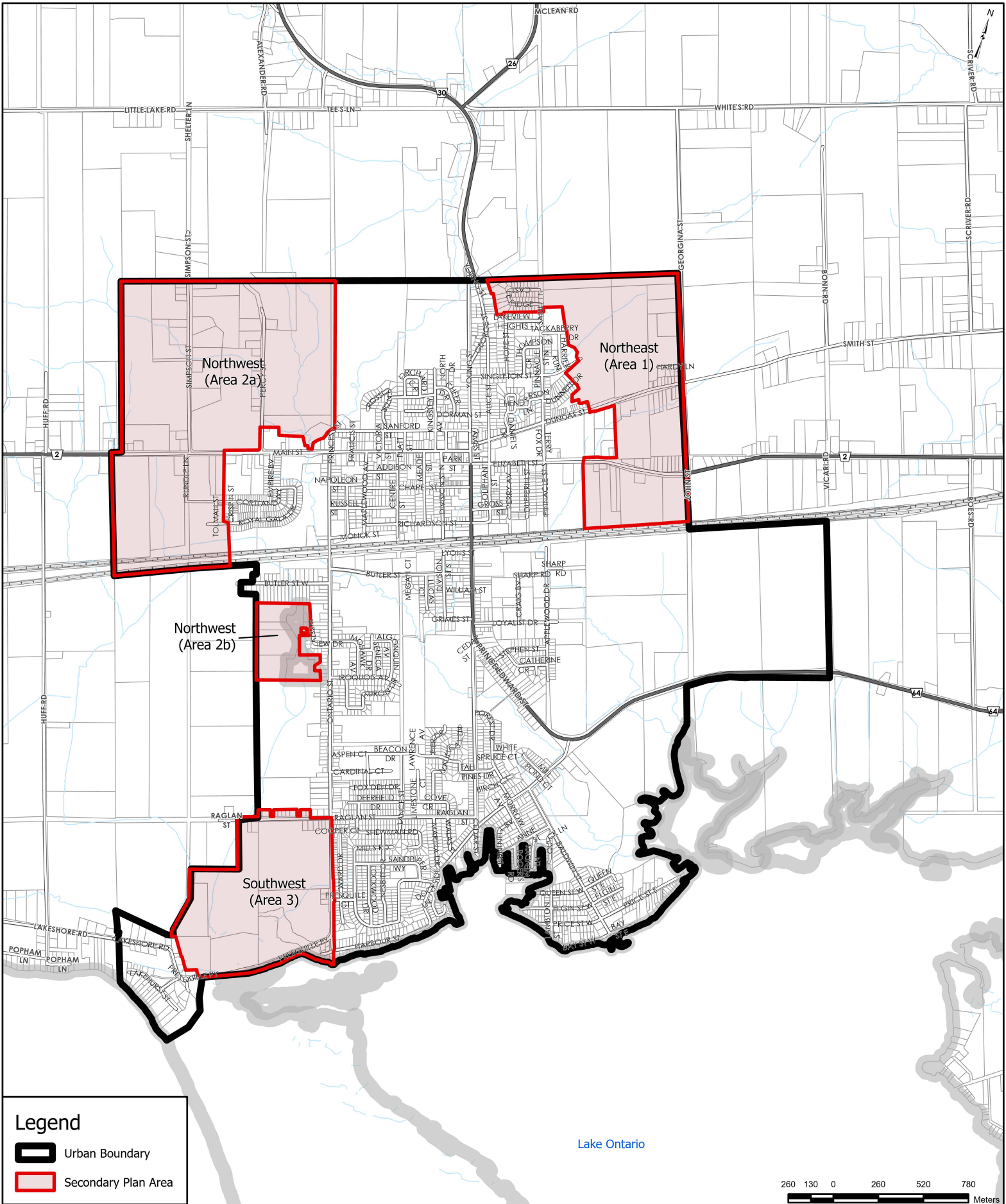
## **2.0 Purpose and Objectives**

The purpose of the Project is to implement, via an Official Plan Amendment (OPA) to the Municipality of Brighton Official Plan, a Secondary Plan which will ultimately provide direction for land use and development in the greenfield areas located between the existing built boundary and limits of the Brighton settlement area. The Secondary Plan will establish a framework for the future development of the areas working within the context of the physical characteristics, including natural heritage features, floodplain, stormwater management, servicing capabilities and transportation. The Project will include developing land use, servicing and transportation schedules and policies, which will guide the growth and development of the SPAs.

The lands designated as greenfield in the Urban Area are segmented into three distinct areas by location, existing development and infrastructure. These areas are identified as Northeast (Area 1), Northwest (Areas 2a and 2b) and Southwest (Area 3). Refer to Figure 1. However, for the purposes of this Project, all three areas will be contemplated together under one Secondary Plan. The Project will also review land use planning, servicing and transportation considerations for the Urban Fringe Areas (UFAs), which do not include the SPAs, but lands inside and adjacent to the urban settlement boundary. Refer to Figure 2.

This Report summarizes the existing development patterns including availability of servicing infrastructure and road networks as well as the historical population and employment trends. In addition, this Report provides projected needs in order to support future development demands.

The objectives of this Report are to identify the existing guiding policy framework, analyze demographic trends and identify preliminary opportunities for land use, transportation and infrastructure for the SPAs. This review will inform the development of the Secondary Plan mapping and associated policies, to ensure that future growth and development in these areas is founded on good planning principles and will support achieving sustainable growth and a complete community.



**Figure 1-Proposed Secondary Plan Areas**

September, 2022



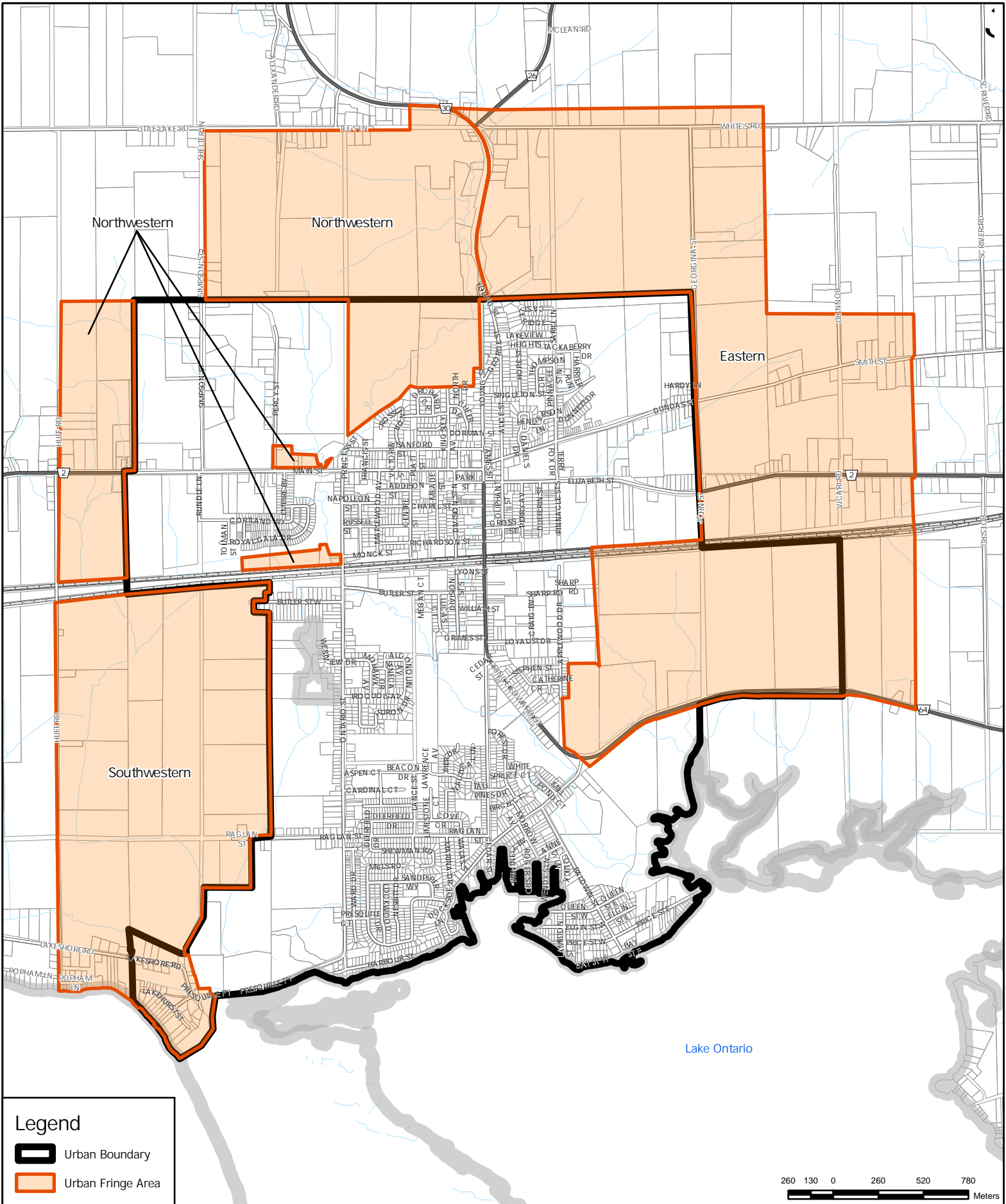


Figure 2-Proposed Urban Fringe Areas

September, 2022



Data Source: Municipality of Brighton, MRF, Make a Topo Map Online, Land Information of Ontario Data Exchange

## 3.0 Study Areas

### 3.1 Secondary Plan Areas

As provided in Section 2.0, three distinct locations within the urban settlement boundary of the Municipality of Brighton have been identified as SPAs. For the purposes of this Project, these areas are identified as the Northeast, Northwest and Southwest SPAs. These areas consist of lands located outside of the built boundary, but within the urban settlement boundary and are largely captured as greenfield areas under the existing Official Plan for the Municipality of Brighton. Planning for the SPAs will consider the existing and surrounding land uses, as well as the environmental features, to ensure that development is appropriate for the local context while utilizing the lands to their full potential to support the best development for the community.

The Northeast SPA comprises approximately 92.26 hectares of land generally extending east along the northern boundary of the urban settlement area from Castle Ridge to Georgina Street, and south along Georgina Street to the rail line, which bisects the Municipality into a northern and southern portion. The Northeast SPA at present is largely agricultural, with some noted woodland features to the north. Land uses in the nearby vicinity are largely residential in the form of single-detached dwellings. Refer to Figure 3.

The Northwest SPA comprises approximately 175.55 hectares of land. These lands are largely located north of Main Street / County Road 2, west of the intersection with Ontario Street/ Princess Street. The Northwest SPA also includes lands immediately west of the Orchard Gate subdivision, and lands west of Ontario Street south of Butler Street West. The lands within the Northwest SPA are at present a mix of agricultural uses, as well as environmental features including woodlands and wetlands. Surrounding land uses include the Orchard Gate subdivision, as well as single-detached dwellings on larger rural lots. Limited commercial and institutional uses are also established in the vicinity of Northwest SPA, including RV sales, home businesses and health services. Refer to Figure 4.

The Southwest SPA comprises approximately 67.14 hectares of land, which are concentrated south of Raglan Street and west of Ontario Street. Along Raglan Street and Ontario Street, these lands do include some limited residential and commercial development. However, quite predominately, the remainder of these lands are traversed by environmental features including woodlands, unevaluated wetlands and provincially significant wetlands, which extend to Lake Ontario. Refer to Figure 5.

### 3.2 Urban Fringe Areas

As Section 2.0 noted, the Project will also review land use planning, servicing and transportation considerations for the UFAs, which comprise of lands within and adjacent to the urban settlement boundary, excluding the SPAs. For the purposes of this Project, these areas are identified as the Eastern, Northwestern and Southwestern UFAs. Refer to Figure 2.

The Eastern UFA is approximately 531.61 hectares in size, and is an extension of the urban settlement boundary north along the eastern side of County Road 30, east along White's Road to past the northern extent of Georgina Street. The boundary then extends south to Smith Street where it extends east past Bonn Road and South to County Road 64, west to Applewood Drive and north to the southern boundary of the Northeast SPA. At present, the Eastern UFA is largely agricultural with some dispersed residential development in the form of single-detached dwellings on larger rural lots, the Mount Hope Cemetery and some highway commercial uses along County Road 2. Refer to Figure 6.

The Northwestern UFA is approximately 277.53 hectares in size, and is comprised of the lands east of County Road 30 where Young and George Street converge and extends north along County Road 30 to north of the intersection with Whites Road. The Northwestern UFA extends west along Tee's Lane to Shelter Lane, south to the Northwest SPA northern boundary and extends east and south along the northern and eastern boundaries of the Northwest SPA, and then heads northeast along the built up boundary to where Young and George Streets converge. The Northwestern Urban Fringe also includes a section of land on Main Street, east of Percy Street and a strip of land along the rail line south of Royal Gala Drive. The Northwestern UFA also includes a large swath of land that extends from the urban settlement boundary west to Huff Road and south to the rail line. At present, the Northwestern UFA comprises a mix of agricultural uses, as well as environmental features including woodlands and wetlands. The area also includes the Proctor Park Conservation Area, Butler Creek, residential development in the form of single-detached dwellings on larger rural lots, and limited commercial and institutional uses located along Main Street/ County Road 2. Refer to Figure 7.

The Southwestern UFA is approximately 266.03 hectares in size and largely represents an extension of the urban settlement boundary west along the rail line, south along Huff Road to the lakeshore and includes the southwestern extent of the urban settlement boundary including the residential development of Lakehurst Street and Lakeshore Road. A large extent of the Southwestern UFA is comprised of environmental features including woodlands, unevaluated wetlands and provincially significant wetlands. The southern extent of the area along the lakeshore and Lakeshore Road contains residential development. The lands along Huff Road to the northwest have been developed for agricultural purposes. There is additionally limited commercial development on Ontario and Raglan Streets. Refer to Figure 8. Table 1 below provides a summary of the SPA and UFA land inclusions.

**Table 1 - Secondary Plan and Urban Fringe Areas Land Inclusion**

	<b>Area (ha)</b>
<b>Urban Settlement Area</b>	<b>1174.57 ha</b>
<b>Northeast SPA (Area 1)</b>	<b>92.26 ha</b>
<b>Northwest SPA (Area 2)</b>	<b>161.86 ha</b>
<b>Northwest SPA (Area 2b)</b>	<b>13.69 ha</b>
<b>Southwest SPA (Area 3)</b>	<b>67.14 ha</b>
<b>Eastern UFA</b>	<b>531.61 ha</b>
<b>Northwestern UFA</b>	<b>277.53 ha</b>
<b>Southwestern UFA</b>	<b>266.03 ha</b>

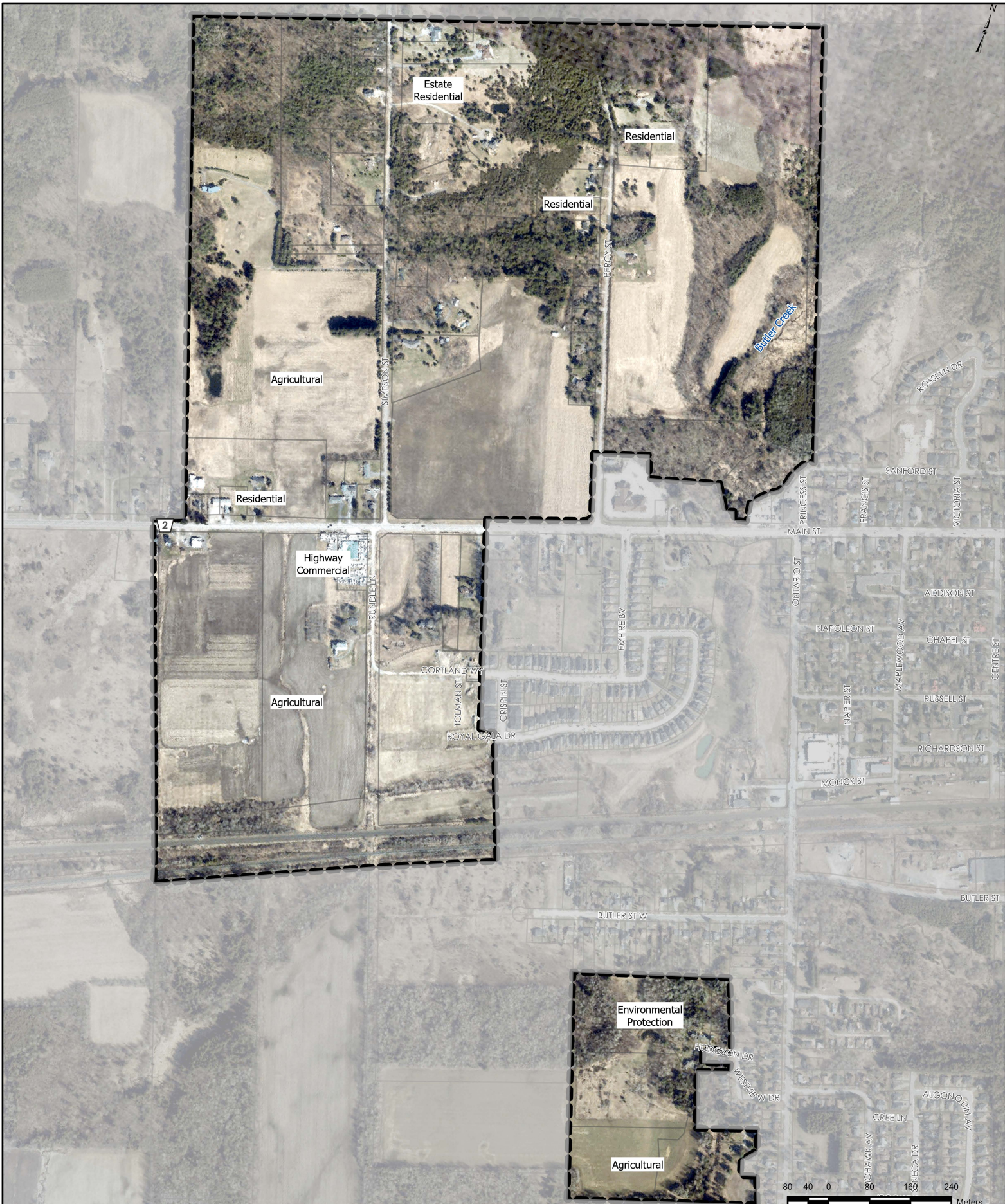


**Figure 3- Existing Conditions  
Northeast Secondary Plan Area**

September, 2022



Data Source: Municipality of Brighton, MRB Make a Topo Map Online, Land Information of Ontario Data Exchange



**Figure 4- Existing Conditions  
Northwest Secondary Plan Area**

September, 2022



Data Source: Municipality of Brighton, MBP Make a Top Map Online, Land Information of Ontario Data Exchange

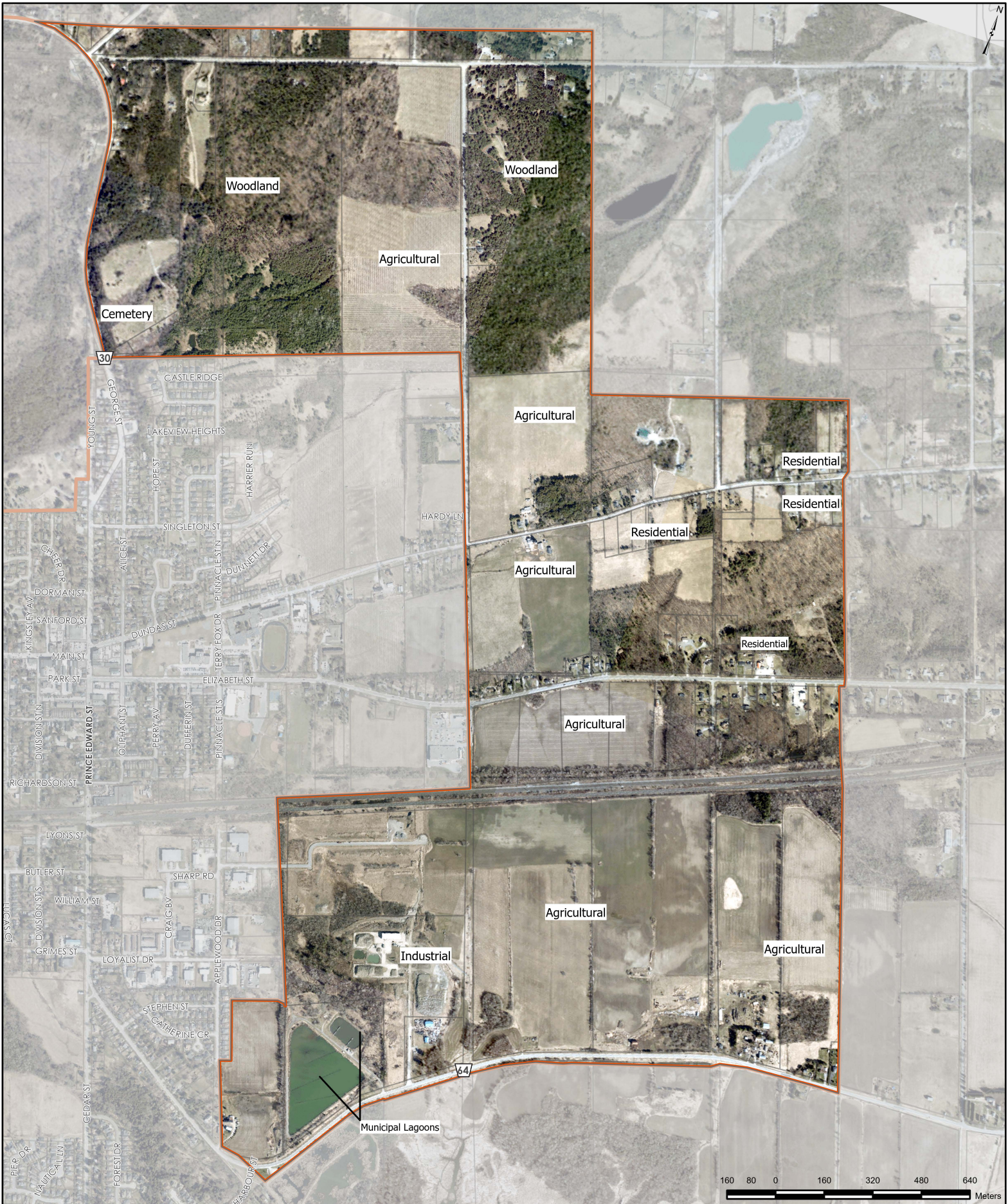


**Figure 5- Existing Conditions  
Southwest Secondary Plan Area**

September, 2022



Data Source: Municipality of Brighton, MRB Make a Topo Map Online, Land Information of Ontario Data Exchange



**Figure 6 - Existing Conditions  
Eastern Urban Fringe Area**

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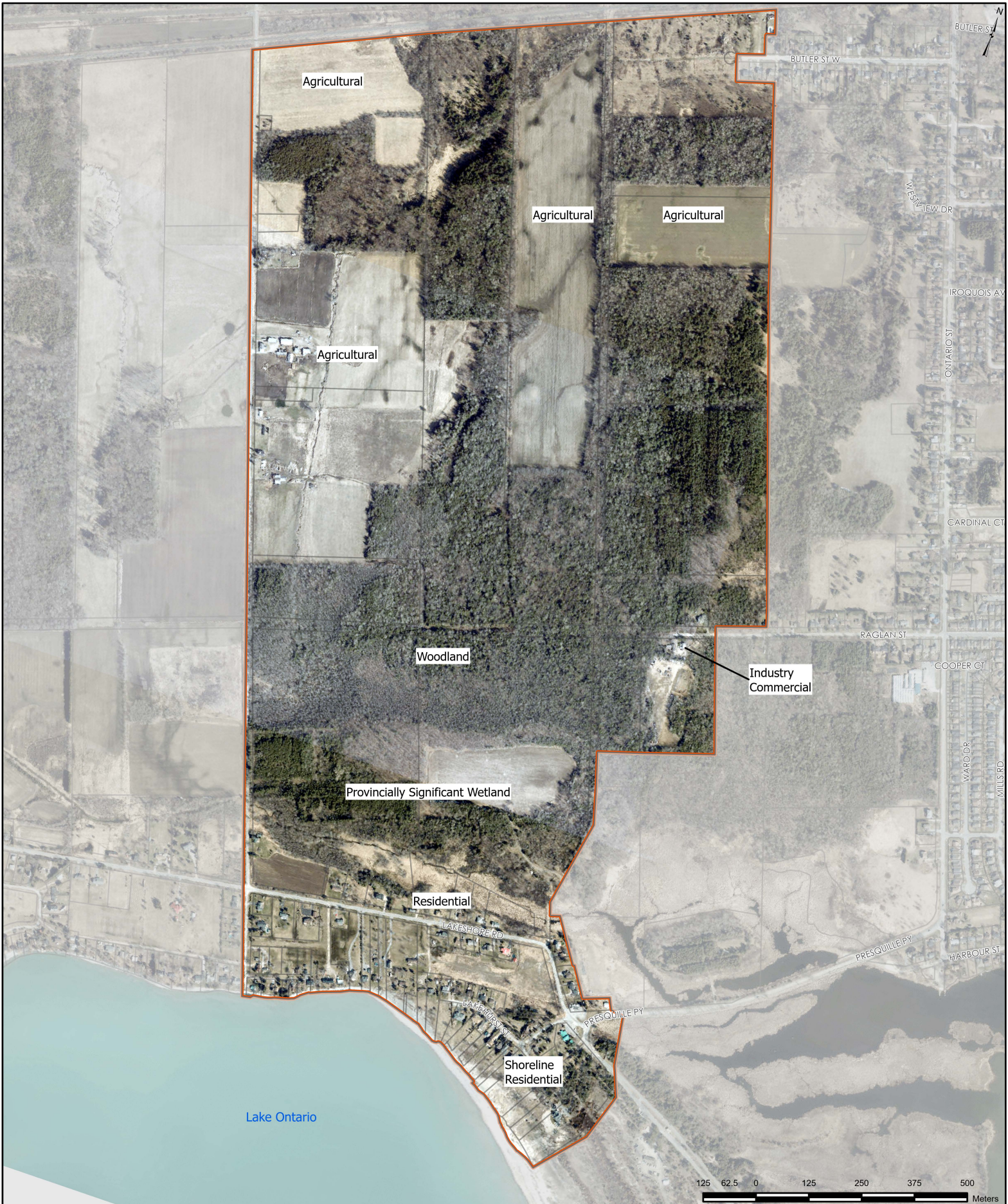


**Figure 7 - Existing Conditions  
Northwestern Urban Fringe Area**

September, 2022



Data Source: Municipality of Brighton, MRP Make a Top Map Online, Land Information of Ontario Data Exchange



**Figure 8 - Existing Conditions  
Southwestern Urban Fringe Area**

September, 2022



## **4.0 Project Work Plan**

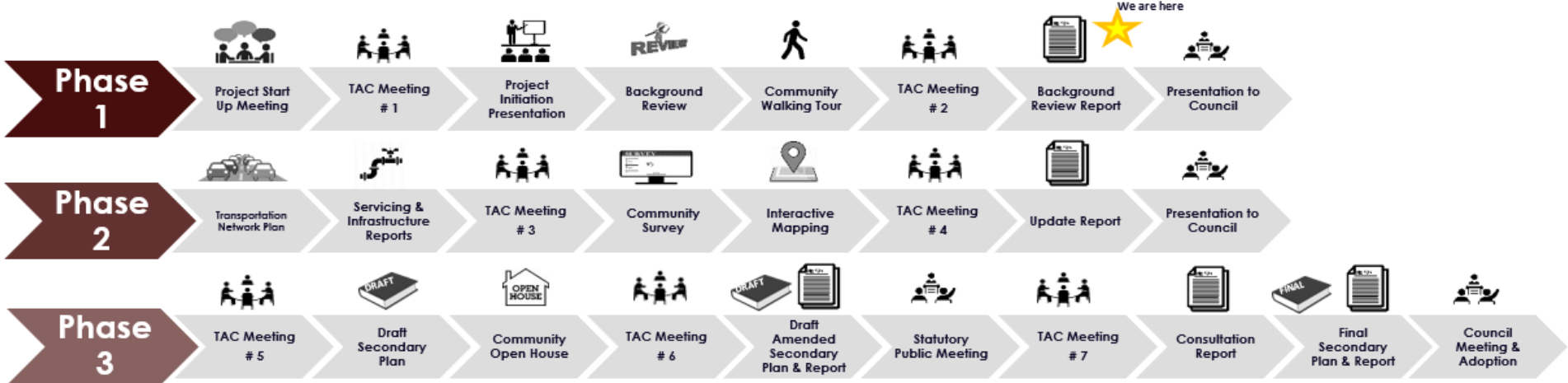
The work plan for this Project is organized into three (3) distinct phases to be completed over the course of two years.

Phase One of the Project is centered on background review. This phase commenced in October of 2021 and includes a detailed review of projected growth forecasts, existing and required municipal infrastructure, analysis of the transportation networks and traffic implications, and assessment of the existing policy framework and guiding land use principles. Phase One of the Project also includes the initiation of the public consultation program, with the community walking tours. The results of Phase One of the Project are summarized in this Report.

Through Phase Two of the Project, the Project Team will continue with public consultation with the release of community surveys and interactive mapping. The results from the Phase One background review, and insights obtained through community consultation will be used to prepare detailed municipal servicing and infrastructure reports, a transportation network plan and a Secondary Plan Update Report. The Update Report will include a preliminary assessment of the proposed land use mapping and form, based on the results of the municipal infrastructure, servicing and transportation reports and comments received through the public survey.

Following the release of the Secondary Plan Update Report, the Project will proceed to Phase Three. Phase Three of the Project is focused on preparation of the draft and final Secondary Plan mapping and policies for the SPAs. The draft Secondary Plan will be reviewed with the public through a series of community open houses and a statutory public meeting. Phase Three of the Project will conclude with a decision on the Secondary Plan policies and mapping, and associated Official Plan Amendment (OPA) which is anticipated to occur in the late summer of 2023.

# Project Work Plan



## 5.0 Policy Framework

### 5.1 The Planning Act

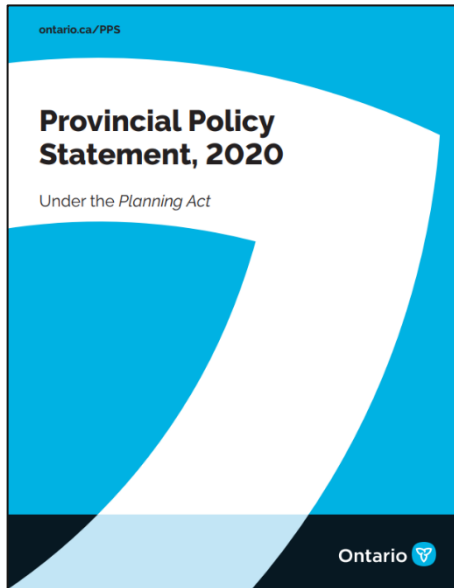
*The Planning Act* is the provincial legislation that establishes the ground rules for land use planning in Ontario. It describes how land uses may be controlled, and who may control them. *Part III* of the *Planning Act* pertains to Official Plans, and provides direction for secondary plans through Section 22 (2.1.3) as follows:

“A secondary plan is a part of an official plan, added by way of an amendment, that contains policies and land use designations that apply to multiple contiguous parcels of, but not an entire municipality, and that provides more detailed land use policy direction in respect of those parcels than was provided before the amendment”.

Under the legislation of the *Planning Act*, secondary plans are subject to the same public consultation process as official plan amendments. As well, the *Planning Act* prescribes that no amendments to a secondary plan may be requested prior to the second anniversary of the day the secondary plan comes into effect.

In addition to establishing the ground rules for land use planning, the *Planning Act* serves to identify matters of provincial interest, for which a municipality must have regard to when carrying out planning matters. These matters of provincial interest are further refined through applicable provincial and municipal planning documents and include, among other items, protection of environmental and agricultural resources, the adequate provision of housing, employment and public services (e.g. education, health, recreation) and well-designed, sustainable communities which are adaptable to a changing climate.

## 5.2 The Provincial Policy Statement



The 2020 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest as set out by the *Planning Act*. Section 3 of the *Planning Act* requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. In general, the PPS seeks to promote the development of communities that are socially, economically, and environmentally resilient.

### Key Policy Direction

Section 1.0 of the PPS provides direction for managing and directing land use to achieve efficient and resilient land use patterns. The policies of this Section direct in part that healthy, liveable and safe communities will be sustained by promoting efficient development patterns, accommodating a range and mix of residential,

employment, institutional, recreation and open space uses, and ensuring necessary infrastructure is in place to meet projected development needs. Section 2.0 addresses the wise use and management of resources, including the protection of natural heritage, water, agricultural and cultural heritage resources.

The PPS acknowledges that Ontario's long-term prosperity, environmental sustainability and social well-being is dependent on the ability to manage land use change and promote efficient development patterns. Efficient land use and development patterns support the principal goals of the PPS:

- Promoting strong, liveable, healthy, resilient communities;
- Protecting the environment and public health and safety; and
- Facilitating economic growth.

The following summarizes the key policies relevant to the Project.

### Building Strong Communities

Section 1.1.1 states:

*Healthy, liveable and safe communities are sustained by:*

- a. *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b. *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit*

*housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*

- c. avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d. avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e. promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- g. ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;*
- h. promoting development and land use patterns that conserve biodiversity; and*
- i. preparing for the regional and local impacts of a changing climate.*

The SPAs will be consistent with the policy direction of the PPS relating to healthy, liveable and safe communities noted above.

### **Settlement Areas**

To achieve the PPS goals surrounding healthy, livable and safe communities, the PPS further directs that settlement areas are to be the focus of growth and development. Development within settlement areas is to efficiently use land, resources and infrastructure, including providing opportunities for a multi-modal transportation network. The PPS also encourages the use of phasing policies for growth and development within settlement areas, to ensure that targets for intensification are achieved prior to or concurrent with new development in designated growth areas, and to ensure that development within designated growth areas progresses in an orderly and timely fashion, including as it relates to infrastructure and public services.

Section 1.1.3 of the PPS provides policies relating to settlement areas, which are defined as urban and rural areas that are either built up areas where development is concentrated and which have a mix of land uses, and lands which have been designed for development over the long term planning horizon.

Section 1.1.3.2 states:

*Land use patterns within settlement areas shall be based on densities and a mix of land uses which:*

- a) *efficiently use land and resources;*
- b) *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- c) *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) *prepare for the impacts of a changing climate;*
- e) *support active transportation;*
- f) *are transit-supportive, where transit is planned, exists or may be developed; and*
- g) *are freight-supportive.*

*Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.*

Section 1.1.3.3 states:

*Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.*

Section 1.1.3.4 states:

*Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.*

Section 1.1.3.5 states:

*Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. Within the Municipality, this target has been set at 25 residents and jobs per hectare for the designated Greenfield Areas. Furthermore, Section 1.1.3.6 states:*

*New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.*

Section 1.1.3.7 states:

*Planning authorities should establish and implement phasing policies to ensure:*

- a) that specific targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas; and*
- b) the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.*

The Secondary Plan policies for the Municipality will include phasing considerations and will be consistent with the above stated Settlement Area policies.

### **Land Use Compatibility**

Policies for specific components of community development, from housing to open space, are provided in Sections 1.2 to 1.6 of the PPS. Relevant to the Project, the PPS directs that planning for development shall be coordinated between upper-tier and lower-tier municipalities. Upper-tiers are to identify and allocate growth projections and targets for intensification and redevelopment in consultation with lower-tiers. The County is currently reviewing growth targets which will impact the Project and the planned growth of the SPAs in the Municipality, which is further discussed in the preceding sections of this report.

With respect to Land Use Compatibility, PPS Section 1.2.6.1 states:

*Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.*

The Land Use Compatibility policies contained in the PPS have been reviewed and will continue to be considered in assessing land use compatibility for the Eastern UFA, which borders industrial designated lands.

### **Employment**

Section 1.3.1 of the PPS pertains to providing employment uses as part of a complete community. This Section of the PPS encourages municipalities to promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
- b) providing 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 businesses;*

- d) encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of housing policy 1.4; and*
- e) ensuring the necessary infrastructure is provided to support current and projected needs.*

In reference to the protection of employment areas, Section 1.3.2.1 states:

*Planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs.*

Section 1.3.2.2 states in part:

*Employment areas planned for industrial and manufacturing uses shall provide for separation or mitigation from sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas.*

Section 1.3.2.3 states:

*Within employment areas planned for industrial or manufacturing uses, planning authorities shall prohibit residential uses and prohibit or limit other sensitive and uses that are not ancillary to the primary employment uses in order to maintain land use compatibility.*

*Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-employment areas.*

Section 1.3.2.6 states:

*Planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations.*

As will be discussed further in this Report, a significant amount of land within the SPAs is designated Greenfield, where the minimum density target of not less than 25 residents and jobs combined per hectare is applicable. The Employment policies as described above, together with the minimum employment densities will be considered in prepared of the SPA mapping and policies.

## **Housing and Public Spaces**

With respect to housing, Section 1.4 of the PPS directs municipalities to provide an appropriate range and mix of housing options and densities. Municipalities are to maintain the ability at all times to accommodate a minimum of 15 years of growth through residential intensification and redevelopment; and where new development is to occur,

maintain land with servicing capacity sufficient to provide at least a three-year supply of new residential units. To achieve a mix of housing, municipalities are to permit and facilitate all housing options and all types of residential intensification, including single-detached, semi-detached, row and townhomes, multiplexes, multi-residential buildings, tiny homes, and additional residential units. Various tenures of housing are also encouraged including life lease, co-ownership, co-operative housing and affordable housing.

The following policies are relevant to the Project:

Section 1.4.3 requires that planning authorities provide the appropriate range and mix of housing types and densities by:

- a) *establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans.*
- b) *permitting and facilitating:*
  - 1. *all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*
  - 2. *all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*
- c) *directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
- d) *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*
- f) *establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.*

To complement residential growth, the PPS also provides direction for ensuring communities are healthy and active. Policies of Section 1.5 of the PPS promote safe public streets, the provision of a full range of publicly-accessible built and natural setting for recreation, ensuring public access to shorelines and recognizing provincial parks, conservation reserves and other protected areas.

The following policies are relevant to the Project:

Section 1.5.1 states:

*Healthy, active communities should be promoted by:*

- a) *planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;*
- b) *planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and where practical, water-based resources;*
- c) *providing opportunities for public access to shorelines; and*
- d) *recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas.*

The SPAs and developed policies and land use designations will encourage the provision of additional housing types and densities within the Urban Area, consistent with the above stated policies.

### **Infrastructure and Public Service Facilities**

While providing employment, housing and public spaces, it is also important to ensure that growth and development can be appropriately serviced by infrastructure and public service facilities. Section 1.6 of the PPS directs that municipal sewage and water services should efficiently accommodate forecasted growth, prepare for the impacts of a changing climate and protect human health and safety and the natural environment. The use of green infrastructure to complement existing infrastructure is encouraged.

The following policies are relevant to the Project:

Section 1.6.6.1 states:

*Planning for sewage and water services shall:*

- a) *accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:*
  - 1. *municipal sewage services and municipal water services*
- b) *ensure that these systems are provided in a manner that:*
  - 1. *can be sustained by the water resources upon which services rely;*
  - 2. *prepares for the impacts of a changing climate;*

3. *is feasible and financially viable over their lifecycle; and*
  4. *protects human health and safety, and the natural environment;*
- c) *promote water conservation and water use efficiency;*
  - d) *integrate servicing and land use considerations at all stages of the planning process; and*
  - e) *be in accordance with the servicing hierarchy outlined through policies 1.6.6.2, 1.6.6.3, 1.6.6.4, and 1.6.6.5.*

Section 1.6.6.2 states:

*Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.*

Section 1.6.6.7 states:

*Planning for stormwater management shall:*

- a) *be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;*
- b) *minimize, or, where possible, prevent increases in contaminant loads;*
- c) *minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater, including the use of green infrastructure;*
- d) *mitigate risks to human health, safety, property and the environment;*
- e) *maximize the extent and function of vegetative and pervious surfaces; and*
- f) *promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.*

PPS policies relating to transportation systems promote the provision of systems that are “safe, energy efficient, facilitate the movement of people and goods and are appropriate to address projected needs” (Section 1.6.7). Furthermore, a “land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.”

The Secondary Plan policies and land use plan for the Municipality will be consistent with the PPS policies relating to infrastructure and transportation facilities.

## Natural Heritage

To ensure development is appropriately planned and serviced, while also respecting the natural environment, Section 2.0 of the PPS sets out policies associated with the wise use and management of resources. Within the context of the Project, key directives from Section 2.0 are applied to the SPAs and UFAs. Section 2.1.2 states:

*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 ground water features.*

Section 2.1.4 states:

*Development and site alteration shall not be permitted in:*

- a) significant wetlands in Ecoregions 5E, 6E and 7E<sup>1</sup>;*
- b) significant coastal wetlands*

Section 2.1.5 states:

*Development and site alteration shall not be permitted in:*

- a) significant woodlands in Ecoregions 6E and 7E;*
- d) significant wildlife habitat;*
- f) coastal wetlands in Ecoregions 5E, 6E and 75.*

*Unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions.*

Section 2.1.7 states:

*Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.*

Section 2.1.8 states:

*Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas identified in policies 2.1.4, 2.1.5, and 2.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.*

Section 2.2.1 states:

*Planning authorities shall protect, improve or restore the quality and quantity of water by:*

- e) maintaining linkages and related functions among ground water features, hydrologic functions, natural heritage features and areas, and surface water features including shoreline areas.*

Given the existing natural heritage features within the SPAs and UFAs, policies relating to natural heritage features will be examined in the context of the future Secondary Plan policies and land use plan to ensure consistency.

### 5.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe



A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (Growth Plan) provides additional Provincial policy for lands within one of the fastest growing regions in North America. Its policies are intended to support growth and development while ensuring that it occurs in an orderly and well-planned fashion, so as to protect the social, economic, and environmental interests of Ontario and its residents.

The policies of the Growth Plan build upon the policies of the PPS to support the achievement of complete communities. The Growth Plan guides decisions on a wide variety of issues, including transportation, infrastructure planning, land use planning, urban form, housing, natural heritage and resource protection in the interest of promoting economic prosperity. As further discussed in the following sections, the SPAs are located within the urban

settlement boundary, and include lands designated as “Greenfield”.

#### Managing Growth

The Growth Plan encourages municipalities to focus a significant portion of new growth within the built boundary through the development of greenfield areas for mixed-use, transit supportive, and pedestrian-friendly environments.

Section 2.2.1 states:

4. *Applying the policies of this Plan will support the achievement of complete communities that:*
  - a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public services facilities;*

- b) *improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;*
- c) *provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all households' sizes and incomes;*
- d) *expand convenient access to:*
  - I. *a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;*
  - II. *public service facilities, co-located and integrated in community hubs;*
  - III. *an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and*
  - IV. *healthy, local, and affordable food options, including through urban agriculture;*
- e) *provide for a more compact built form and vibrant public realm, including public open spaces;*
- f) *mitigate and adapt to climate change impacts, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and*
- g) *integrate green infrastructure and appropriate low impact development.*

### **Built-up Areas**

A portion of the SPAs are located within the built-up area of the Municipality, as delineated by the Growth Plan (Figure 9 below). The remaining lands are in the designated greenfield area.

The Growth Plan encourages municipalities to plan for general intensification within the built-up area. The County of Northumberland has been directed to plan for an ultimate population of 122,000 residents and 44,000 jobs by 2051 (Schedule 3- Distribution of Population and Employment for the Greater Golden Horseshoe to 2051), with a portion of new growth being directed to the built boundary of the Municipality. In order to support the intensification objectives, the Growth Plan states that:



**Figure 9 - Conceptual Built-Up & Designated Greenfield Areas**

2.2.2.3 All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:

- a) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;
- b) identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas;
- c) encourage intensification generally throughout the delineated built-up area;
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;
- e) prioritize planning and investment in infrastructure and public service facilities that will support intensification; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

### **Greenfield Areas**

Providing an additional layer of direction for development, Section 2.2.7 of the Growth Plan provides specific density targets for new development taking place in designated greenfield areas, such as the SPAs. In the County of Northumberland, the Growth Plan directs that the minimum density target shall be not less than 40 residents and jobs combined per hectare. This density target is measured over the entire designated greenfield area of the upper-tier

Municipality (i.e. Northumberland County), excluding natural heritage areas; rights-of-way for electricity, energy, freeways and railways; employment areas and cemeteries.

Section 2.2.7.1 provides policies for new development within designated greenfield areas, ensuring that it is “planned, designated, zoned and designed in a manner that:”

- a) supports the achievement of complete communities;*
- b) supports active transportation; and*
- c) encourages the integration and sustained viability of transit services.*

## **Employment**

Section 2.2.5 of the Growth Plan provides direction for employment and states that economic development and competitiveness should be promoted by designating and preserving lands within settlement areas and adjacent or near major transportation networks as employment areas. Employment areas are to be connected with active and public transportation, complemented by amenities and open space to serve the work force, and specific to the retail sector, are to be designed with compact built form. The Growth Plan states that:

*2.2.5.7 Municipalities will plan for all employment areas within settlement areas by:*

- a) prohibiting residential uses and prohibiting or limiting other sensitive land uses that are not ancillary to the primary employment use;*
- b) prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted and prohibiting any major retail uses that would exceed that threshold; and*
- c) providing an appropriate interface between employment areas and adjacent non-employment areas to maintain land use compatibility.*

## **Housing and Public Space**

Similar to the PPS, the Growth Plan also encourages a diverse range and mix of housing options. As per Section 2.2.6 of the Growth Plan, municipalities are also to establish targets for affordable ownership and rental housing.

Section 2.2.6.2 in part states:

*Municipalities will support the achievement of complete communities by:*

- a) planning to accommodate forecasted growth to the horizon of this Plan;*
- b) planning to achieve the minimum intensification and density targets in this Plan;*

- c) *considering the range and mix of housing options and densities of the existing housing stock; and*
- d) *planning to diversify their overall housing stock across the municipality.*

With respect to public open space, Section 4.2.5 of the Growth Plan states:

1. *Municipalities, conservation authorities, non-governmental organizations, and other interested parties are encouraged to develop a system of publicly-accessible parkland, open space, and trails, including in shoreline areas, within the GGH that:*
  - a) *clearly demarcates where public access is and is not permitted;*
  - b) *is based on a co-ordinated approach to trail planning and development; and is based on good land stewardship practices for public and private lands.*
2. *Municipalities are encouraged to establish an open space system within settlement areas, which may include opportunities for urban agriculture, rooftop gardens, communal courtyards, and public parks.*

## **Infrastructure**

Aligned with the PPS, the Growth Plan also promotes connectivity of the transportation system, and a balance of transportation options including transit and active transportation. The co-location of linear infrastructure is also encouraged. With respect to servicing, Section 3.2.6 of the Growth Plan promotes efficient water and waste water systems; and stormwater management design which includes low impact development and green infrastructure (Section 3.2.7). This is further supported by Section 4.2.10 of the Growth Plan which provides direction for official plans to include actions to reduce greenhouse gas emissions and address climate change adaptation goals.

## **Natural Heritage System**

Emphasizing the policies of the PPS, the Growth Plan also contains policies associated with the wise use and management of resources. Section 4.2.2.1 states:

*A Natural Heritage System for the Growth Plan has been mapped by the Province to support a comprehensive, integrated, and long-term approach to planning for the protection of the region's natural heritage and biodiversity. The Natural Heritage System for the Growth Plan excludes lands within the settlement area boundaries that were approved and in effect as of July 1, 2017.*

As the UFAs contain lands outside of the settlement area boundary and within the Natural Heritage System, Section 4.2.2.3 in part states:

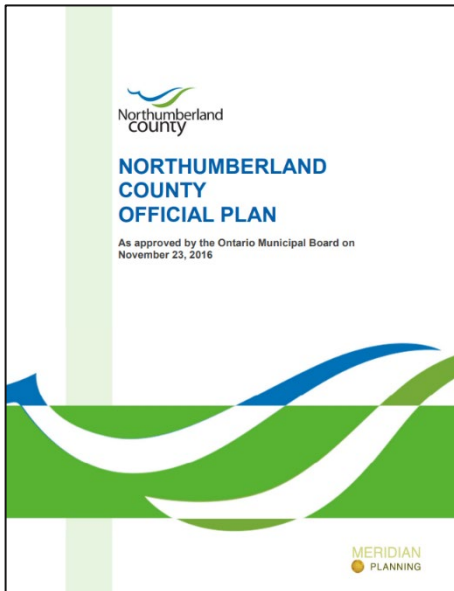
*Within the Natural Heritage System for the Growth Plan:*

- a) *new development or site alteration will demonstrate that:*

- i. *there are no negative impacts on key natural heritage features or key hydrologic features or their functions;*
- ii. *connectivity along the system and between key natural heritage features and key hydrologic features located within 240 metres of each other will be maintained or, where possible, enhanced for the movement of native plants and animals across the landscape;*
- iii. *the removal of other natural features not identified as key natural heritage features and key hydrologic features is avoided, where possible. Such features should be incorporated into the planning and design of the proposed use wherever possible;*
- iv. *except for uses described in and governed by the policies in subsection 4.2.8, the disturbed area, including any buildings and structures, will not exceed 25 per cent of the total developable area, and the impervious surface will not exceed 10 per cent of the total developable area;*
- v. *with respect to golf courses, the disturbed area will not exceed 40 per cent of the total developable area; and*
- vi. *at least 30 per cent of the total developable area will remain or be returned to natural self-sustaining vegetation, except where specified in accordance with the policies in subsection 4.2.8 (mineral aggregate resources)*

The Secondary Plan policies will promote appropriate development by directing growth to the designated greenfield areas while respecting natural heritage features and surrounding established land uses. The Secondary Plan will also support development along existing and planning municipal infrastructure and services. The Secondary Plan project creates an opportunity to establish new complete communities which incorporate and support the policies of the PPS and the Growth Plan.

## 5.4 County of Northumberland Official Plan



The Municipality of Brighton is a lower tier municipality within the County of Northumberland (County). As prescribed under Section 27 (1) of the *Planning Act*, lower tier municipal official plans must conform to upper tier official plans.

The Northumberland County Official Plan (NCOP) provides direction and a policy framework for managing growth and land use decisions over the planning period to 2034. The intent of the Plan is to guide the establishment of detailed strategies, policies, and land use designations to the local municipalities. The SPAs are located within the Urban Area and the UFAs are located in the Urban, Rural, Agricultural and Natural Heritage Areas as identified on Schedule A of the NCOP. Refer to Figure 10.

The NCOP was updated in 2016; however, the Growth Plan was updated in 2017 to provide enhanced density and intensification targets, therefore it is necessary to consider that, at present, there are inconsistencies between the NCOP and the Growth Plan. Specifically, Section B10 of the NCOP provides a minimum greenfield density target of 30 residents and jobs per hectare. For the Municipality of Brighton, the NCOP directs that the minimum density target is 25 people and jobs per gross hectare. This is currently being reviewed as part of the County's Official Plan Update process, discussed further in Section 5.4.1 below.

With further respect to the greenfield areas, Section B16 of the NCOP provides direction on new development outside of the built up area which remains within the settlement boundary. Section B16 states (in part):

*In cases where new development is proposed outside of the built boundary in urban areas, it shall be demonstrated that:*

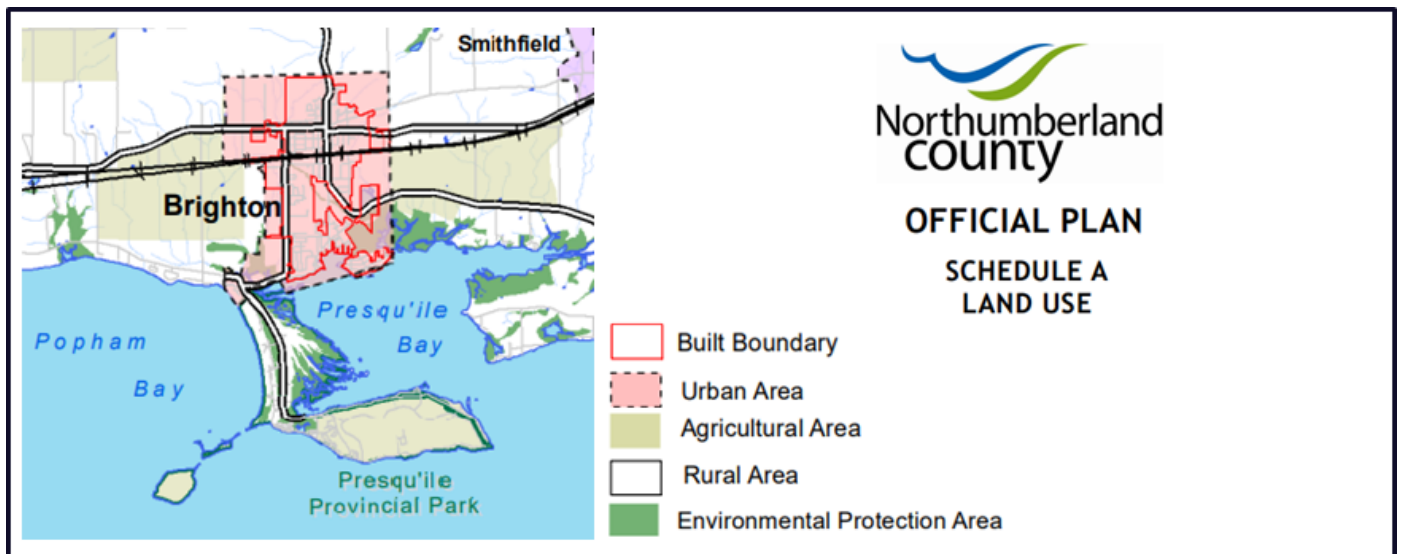
- a) *The new development area will generally serve as a logical extension to the existing built up area, is compact and minimizes the consumption of land;*
- b) *A range of housing choices will be provided, subject to servicing constraints;*
- c) *All of the other infrastructure required to service the new development is available, and such infrastructure will be used as efficiently as possible; and,*
- d) *All other relevant policies of this Plan have been satisfied.*

As promoted and directed by the PPS and the Growth Plan, the NCOP also encourages the concept of a complete community. Section C1.1, Complete Communities, of the NCOP, states:

The County encourages each of the six urban areas to become complete communities where there is:

- a) A strong live/work ratio, where the majority of residents are employed in the community in which they live;
- b) Choice in the market place, in terms of obtaining goods and services;
- c) A range of educational and training opportunities;
- d) A range of housing types for all levels of income and ages;
- e) A range of health care services for the majority of residents;
- f) A range of community and social services to assist the majority of those in need in the community;
- g) A range of cultural and recreational opportunities and facilities; and,
- h) A population level and density that support the provision of public transit, where feasible.

**Figure 10 - NCOP - Schedule A Excerpt**

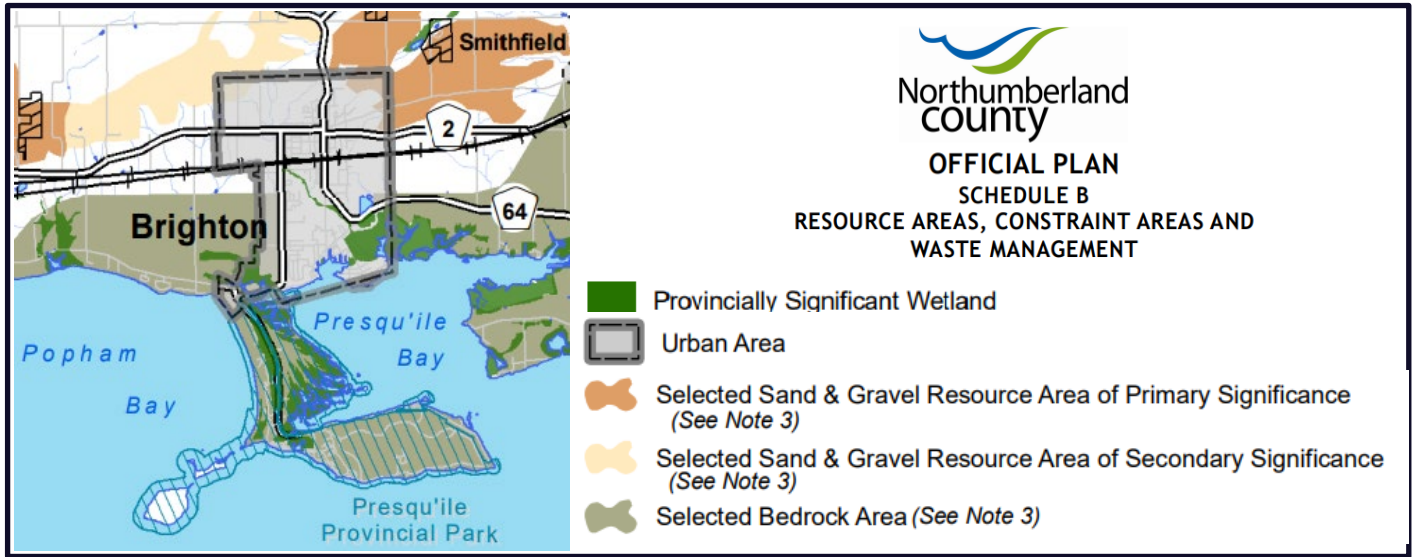


Section B8 of the NCOP also provides direction on servicing growth within urban areas, including within Brighton. Aligned with the policies of the PPS, the NCOP directs growth to municipal services while ensuring the municipal servicing systems are sustainable, protect human health and the environment and promote water conservation.

Figure 11 illustrates the natural heritage features and areas as well as the supporting features and areas within the SPAs and UFAs. With respect to Natural Heritage Resources of these areas, OPA No 1 to the NCOP provides the following objectives:

- a) *Provide the basis for the establishment of a natural heritage system through the preparation of an Official Plan Amendment that is initiated by the County;*
- b) *Raise the public's awareness that natural heritage features are important to the County of Northumberland and to its local municipalities and should be protected for future generations;*
- c) *Maintain, improve and where possible, restore the health, diversity, size and connectivity of natural heritage features, hydrologically sensitive features and related ecological functions;*
- d) *Maintain natural stream form and flow characteristics and the integrity and quality of watercourses;*
- e) *Ensure that only land uses that maintain, improve or restore the ecological and hydrological functions of the natural heritage and hydrologic features are permitted;*
- f) *Encourage the acquisition of land that is the site of significant natural heritage features by public authorities for conservation purposes;*
- g) *Provide the tools to properly assess development applications located in close proximity to natural heritage features;*
- h) *Ensure that development is appropriately setback from significant natural heritage features;*
- i) *Encourage and support the Ministry of Natural Resources and the appropriate Conservation Authority in conducting evaluations of unevaluated wetlands within the County; and,*
- j) *Provide opportunities, where appropriate, for passive outdoor recreations activities.*

Figure 11 - NCOP - Schedule B Excerpt



This Project presents an opportunity to redevelop the lands as a complete community that is consistent with the County Official Plan policies. Given the location of the SPAs within the urban area and with access to municipal infrastructure and services, the proposed Secondary Plan will facilitate the type of development envisioned in the NCOP for this area.

### 5.4.1 Northumberland Next: Official Plan Update

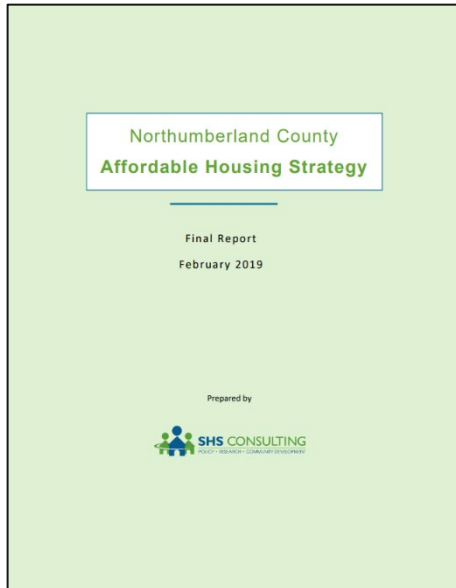


The County of Northumberland is currently completing a municipal comprehensive review (MCR) to update the NCOP to guide growth and development over the next 30 years. The MCR will bring the NCOP into conformity with the updated PPS and Growth Plan.

To date, the County has implemented the Natural Heritage System (NHS) mapping of the Growth Plan via an Official Plan Amendment, together with associated NHS policies. This amendment was adopted by County Council on December 15, 2021, and is currently with the Ministry of Municipal Affairs and Housing for review and approval. As implemented, the Natural Heritage System for the County identified a greater area of lands subject to protection as natural heritage features. The recently adopted mapping recognizes existing natural features (55.6 acres) within the Brighton Urban Area boundary, including certain lands within the SPA. At the date of writing this Report, the County is currently conducting consultation on the growth management components of the MCR. A Growth Management Report has been prepared by Watson & Associates Economists Ltd., which forecasts that across the County, the population base is anticipated to grow to approximately 122,000 by 2051, or by approximately 34,400 persons between 2016 and 2051. For employment, the Growth Management Report forecasts an addition of 14,400 jobs, requiring an additional 145 gross hectares of designated Employment Areas. It is noted in the Growth Management Report that these additional lands are to be provided in Port Hope, Cobourg and Campbellford. The Growth Management Report requests that, as an alternative to the 40% intensification target identified in the NCOP, an intensification target of 17% be pursued. It is important to note that the 40% intensification target identified in the NCOP pertains to the County's Designated Greenfield Area, which also includes residential and commercial employment densities (residents and jobs combined per hectare). Further discussion of the results of the Report are discussed in Section 5.6.

The next items to be addressed through the MCR process are: agricultural mapping and policies; water resource mapping and policies; and affordable housing policies.

## 5.5 Northumberland County Affordable Housing Strategy



The Northumberland County Affordable Housing Strategy (AHS) was prepared by SHS Consulting in February 2019.

Key findings from the AHS highlight that from 2006 to 2016, the County's population grew by 5.7%. Of the local municipalities, the Municipality of Brighton saw the highest population rate of growth at 15.5%, also exceeding the Provincial growth rate of 10.6%. While population growth in the Municipality is strong, the population is also aging. Senior-led households made up the largest share of households (42%). The Municipality also had a larger share of smaller household sizes, relative to the County as a whole, having a high share of households with couples without children and senior-led households, as noted above.

The AHS also highlighted that the diversity of housing in the Municipality is low, with the majority being single detached dwellings (87.4%). The supply of housing does not appear to match the emerging need, specifically considering the increase in aging and senior-led households. The AHS notes that a broader range of housing is needed, including smaller housing options and housing with accessibility features.

Alternative housing tenures and affordable housing options are also to be considered. Currently, only 14.7% of all dwellings in the Municipality are rented. While there are some affordable housing units available, wait times for subsidized units are noted in the AHS to be up to four years.

To help improve affordable housing across the County, the AHS outlines a series of recommended actions, including incorporating inclusionary zoning policy into the Official Plan, permitting shared housing as of right and updating zoning by-laws to pre- or re-zone suitable lands for medium- or high-density residential development.

In addition to the Affordable Housing Strategy, the County also recognizes the importance and need for attainable housing. This can be achieved by preparing policies that support the provision for increased densities and offering a variety of housing types. The project will review and consider appropriate locations with the SPAs that can support increased density and include policy direction that offers a range of housing to meet the demand for attainable housing options.

## 5.6 Long-Term Growth Forecast and Urban Land Needs Analysis



As a part of the Municipal Comprehensive Review (MCR) process, Northumberland County retained Watson & Associates Economists Limited and Meridian Planning to complete a Long-Term Growth Forecast and Urban Land Needs Analysis (Analysis). This Analysis was required to update the County's long-term growth projections and urban land requirements. The projections from the Analysis will help guide how new development will be planned, phased and accommodated in the County to the year 2051.

### Northumberland County Population and Housing Growth Outlook to 2051

The Analysis notes that the County's total population base is forecast to grow to approximately 122,000, representing an average annual population growth rate of 1.0 %

between 2016 and 2051. Table 2 below illustrates the projected growth by area municipality. Of importance to note, is that the share of the 55+ age group in the County is also expected to increase from 43% to 48% of the total County population. This growing demographic poses interesting challenges with respect to the housing needs and labour force the County.

**Table 2 - Northumberland County Population Growth Allocation, 2016 to 2051**

Municipality	2016	2051	2016 to 2051
Town of Cobourg	19,900	32,100	12,200
Municipality of Port Hope	17,100	25,900	8,800
Municipality of Trent Hills	13,200	16,600	3,400
Municipality of Brighton	12,100	16,900	4,800
Township of Hamilton	11,200	13,200	2,000
Township of Alnwick/Haldimand	7,000	8,700	1,700
Township of Cramahe	6,500	8,200	1,700
Alderville First Nations	500	500	-
Northumberland County	87,600	122,000	34,400

Note: Figures may not add precisely due to rounding. Population figures include net Census undercount.  
Source: Watson & Associates Economists Ltd., 2021.

To accommodate the long-term population forecast, the County will require the construction of approximately 15,000 additional new households over the next 30 years (just over 500 new households annually (23% higher than the level achieved from 2001 to 2021)). The County will also have to consider a broader range of housing options geared towards older adults, such as apartments, seniors' housing and affordable housing to accommodate the forecasted growth in the 55+ population.

The analysis notes that housing growth will not be uniform in the County, rather the Town of Cobourg and the Municipality of Port Hope are expected to account for more than half of the County's overall population growth. Additionally, it is anticipated that the County will become increasingly more urban over the forecast horizon, as it is projected that by 2051, approximately 62% of the County's population will be concentrated within urban areas.

With respect to intensification, the current NCOP has identified a target of 40% within the D.G.A for residents and jobs combined per hectare. The results of the Analysis found that the existing target is not realistic based on historical development trends and anticipated demand for housing within the built-up areas across the County. The Analysis further suggests that during the 2022-2051 planning horizon, a 17% County-wide residential intensification target is recommended as an alternative target for the County.

The County has identified a total supply potential of approximately 6,600 units in the Built-up area (B.U.A), including active development applications, infill and redevelopment sites. The majority of the intensification potential is located in the Town of Cobourg (49%). The Municipality of Brighton has identified 1,100 residential intensification units accounting for 17% of the County's overall intensification potential, with most of these opportunities anticipated to be available over the medium- to long-term planning horizon.

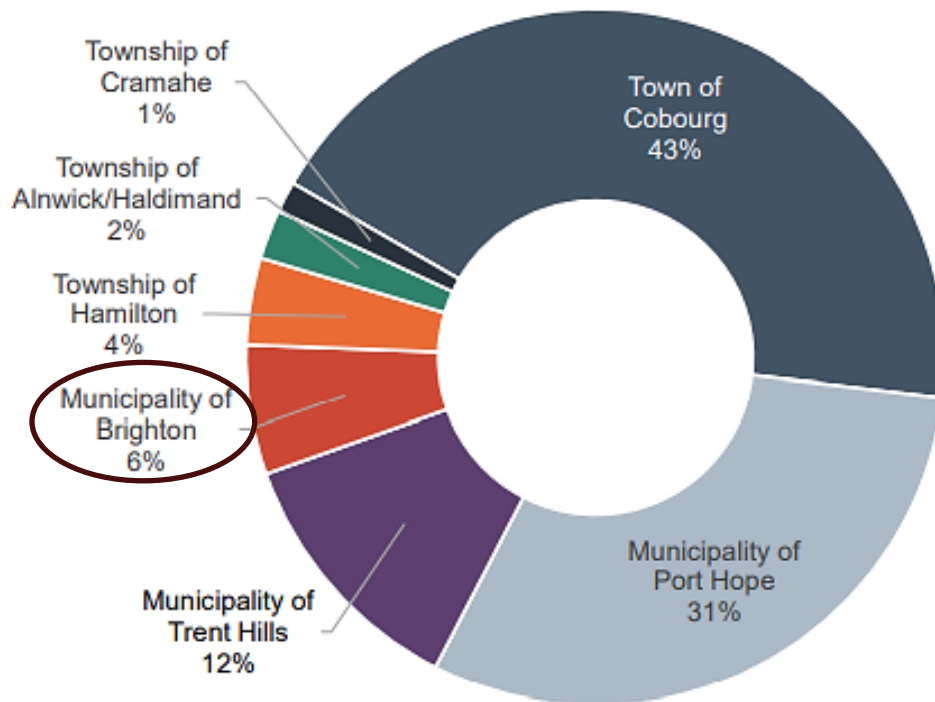
### **Northumberland County Long-Term Employment Land Needs Assessment**

According to the Growth Plan, the County's employment base is forecast to reach 44,000 jobs by 2051. As of 2021, the County's employment base was 32,370 jobs, and is therefore forecasted to add approximately 11,600 jobs by 2051, which represents an annual growth rate of approximately 1.0%. Figure 12 below summarizes the employment forecast by area municipality. The County is forecast to accommodate approximately 14,400 total jobs within its Urban Employment Areas at an average density of 20 jobs per hectare (ha). The analysis found that by 2051, the County will require an additional 145 gross ha of designated Employment Area Lands within the Town of Cobourg, the Municipality of Port Hope and the Urban Area of Campbellford, but found a surplus for the Urban Areas of Brighton and Colborne. The analysis further notes that the surpluses within Brighton and Colborne cannot be assumed to off-set the land shortfalls within Cobourg, Port Hope and Campbellford given the latter's location in close proximity to the Highway 401 corridor and the wide range of housing opportunities, urban amenities and municipal services to attract a growing local labour force that they possess.

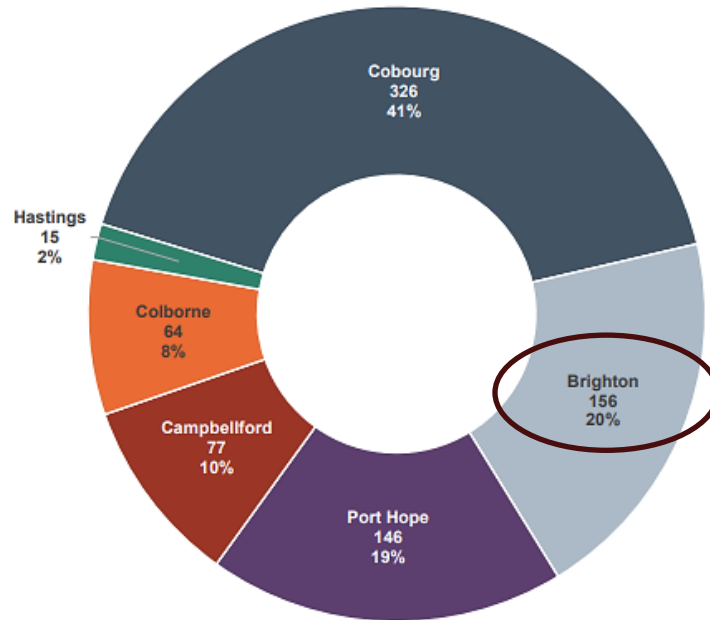
At present the County has approximately 810 ha of designated Employment Area lands, of which 55% of the land inventory is occupied/developed, while the remaining 45% is vacant. The Municipality of Brighton has 156 ha of designated Employment Area lands, of which 98

ha (63%) are currently vacant. Figure 13 illustrates the Employment Areas land supply by area municipality. The Municipality of Brighton has the second largest Urban Employment Area inventory in the County. The main and largest industrial area is located in the Eastern UFA. This area is primarily characterized by small to medium-sized industrial users. The largest industrial employers found in Brighton are Vanderlann Building Products Ltd. (building materials supplier), Agrium Advanced Technologies (plant nutrition production), and Wayne Di Canada Inc. (industrial machinery manufacturer).

**Figure 12 - Employment Growth Allocation, 2016 to 2051**



Note: Figures are rounded and may not add precisely.  
Source: Watson & Associates Economists Ltd., 2021.

**Figure 13 - Designated Employment Areas Land Supply**

Note: Figures are rounded and may not add precisely.  
 Source: Watson & Associates Economists Ltd., 2021.

The conversion of Employment Area lands generally occurs during the M.C.R. process as there is a need to understand the broader impacts of the conversion under the policy framework of the Growth Plan and the PPS, as well as local site-specific considerations. As a part of the County's M.C.R, three (3) sites within the Municipality of Brighton have been requested for conversion. Table 3 below illustrates the area municipality conversion request sites. Each of the requests reviewed sought a land-use re-designation from Employment Area to Urban Community Area (i.e., residential and/or mixed use). The analysis found that there is a significant surplus of Urban Community Area land in the County's Designated Greenfield Areas (D.G.A), totalling over 400 gross ha. Given the sufficiency of the County's potential long-term housing supply in both greenfield and intensification areas, there is not a demonstrated need to create additional Community Area land through the conversion of the County's Employment Areas. However, if it is determined that a site is not feasible for Employment Area land development and the conversion of such a site supports the County's local planning principles, such lands will be considered for conversion.

**Table 3 - Northumberland County Conversion Request Sites Review**

Site	Site Location	Employment Area	Land Area, ha	Conversion Request	Policy Area	Occupancy	Existing Use
Site 1	93,99,109 Prince Edward Street	Brighton Employment Area	3.1	Residential	B.U.A.	Vacant	-
Site 2	113 and 115 Prince Edward Street	Brighton Employment Area	0.2	Residential	B.U.A.	Occupied	Residential
Site 3	0 Cedar Street	Brighton Employment Area	1.8	Residential	D.G.A.	Vacant	-
Site 4	Elgin Street	Hastings Employment Area	5.9	Residential	D.G.A.	Vacant	-
Site 5	Elgin Street	Hastings Employment Area	2.4	Mixed Use Area	D.G.A.	Occupied	Community Centre
Site 6	94 Front Street East	Hastings Employment Area	3.1	Residential	B.U.A.	Occupied	Industrial
Site 7	Albert Street West	Hastings Employment Area	1.3	Residential	D.G.A.	Vacant	-
Site 8	Alberta Street West	Hastings Employment Area	2.1	Residential	D.G.A.	Occupied	Residential
<b>Northumberland County Total</b>			<b>19.9 ha</b>				

Source: Watson & Associates Economists Ltd.

The three (3) sites within the Municipality of Brighton are located within the urban settlement boundary and all were recommended for conversion from Industrial to Residential due to the surrounding existing residential uses.

### Planning for Greenfield Community Areas within Northumberland County

The County has 1,222 ha of D.G.A. lands with approximately 212 ha (17%) being developed, 208 ha (17%) anticipated to accommodate approved developments and the remaining 803 ha (66%) remaining vacant with no active applications for development. Table 4 below illustrates the developed D.G.A Land Area by area municipality.

The developed D.G.A lands currently accommodate approximately 7,200 people and jobs and generate an average density of 34 people and jobs/gross ha. The County is anticipated to reach the density target of 40 people and jobs/gross ha by 2051. The County's D.G.A. lands are also anticipated to accommodate approximately 10,330 additional housing units, bringing the total number of housing units in the D.G.A. to approximately 13,200 households by 2051. It is additionally anticipated that by 2051, the D.G.A will accommodate a population base of 28,700 persons, (24%) of the County's total population base. The Analysis determined that the County will have a D.G.A. Community Area land surplus of 409 gross ha by 2051, with the Municipality of Brighton having a surplus of 195 gross ha.

**Table 4 - Northumberland County Developed D.G.A Land Areas**

Area Municipality	Developed Community Area Lands (Gross Hectares)	Existing Population on Developed D.G.A. Lands <sup>[1] [2]</sup>	Existing Jobs on Developed D.G.A. Lands <sup>[1] [2]</sup>	Existing Population and Jobs on Developed D.G.A. Lands <sup>[1] [2]</sup>	Existing Population and Job Density (Gross/Hectares)
	A	B	C	D = B + C	E = D / A
Town of Cobourg	58	3,351	234	3,585	62
Municipality of Port Hope	32	1,062	180	1,242	39
Municipality of Trent Hills	22	289	73	361	17
Campbellford	8	102	29	131	16
Hastings	14	187	43	230	17
Municipality of Brighton	78	1,458	287	1,745	22
Township of Cramahe	21	198	73	271	13
Colborne	21	198	73	271	13
<b>Northumberland County</b>	<b>212</b>	<b>6,358</b>	<b>847</b>	<b>7,205</b>	<b>34</b>

<sup>[1]</sup> Population based on the following average P.P.U. with a net Census undercount estimated at approximately 2.3%:

Low density (single and semi-detached units): 2.589

Medium density (townhouses and apartments in duplexes): 2.022

High density (bachelor, 1-bedroom, 2-bedroom+ apartment units): 1.573

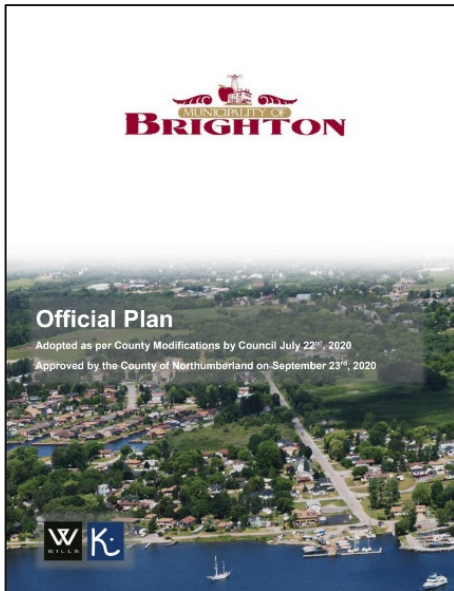
<sup>[2]</sup> Employment calculated from desktop review of developed community lands and applied floor space per worker assumption of 1 job per 450 square feet (sq.ft.).

Note: Figures may not add precisely due to rounding.

Source: Watson & Associates Economists Ltd., 2021.

With respect to excess Community Area lands within the County, an additional 110 ha of excess Community Area lands have been identified across the County, with 2 ha being identified within the Municipality of Brighton. These lands have been identified in an effort to direct future urban development to locations where an urban development need has been identified and prohibit development in other urban locations that are not anticipated to be needed for urban development over the planning horizon of the COP. It has been recommended that these excess Community Area lands be identified in the new COP and be subject to a special policy overlay that will identify the excess lands held as a reserve for future urban development beyond the 2051 planning horizon.

## 5.7 Municipality of Brighton Official Plan



The Municipality of Brighton Official Plan (OP) provides a comprehensive framework for the development and redevelopment of lands within its municipal boundaries. The OP guides growth and development in an orderly and efficient manner based on a twenty-year time horizon.

The pertinent objectives of the Official Plan are: to provide infrastructure and public service facilities in a coordinated, efficient and cost-effective manner in order to ensure conservation and sustainability, and to accommodate projected needs; to encourage industrial and commercial development in appropriate locations in order to provide employment opportunities, strengthening the local economy; to encourage a range and mix of housing types and densities to meet the projected requirements of current and future residents of the Municipality; and to enhance and preserve those environmental qualities that

contribute to the attraction of the Municipality. The OP's Land Use Plan provides additional detail with respect to land use designations and associated permissions.

As previously mentioned, the SPAs are located within the Brighton Urban Area. Within the Brighton Urban Area, 42% of residential growth is to occur through intensification within the built boundary, with the remaining growth in the Urban Area being captured in the SPAs. Overall, the Municipality will direct 80% of the allocated residents to the Brighton Urban Area and the remaining 20% to the rural settlement areas of the Municipality.

With respect to employment areas, the OP notes that the Municipality shall:

- i. *Encourage the conversion of residential lands to commercial lands in locations within traditional or emerging commercial or mixed use areas.*
- 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.*

With respect to the designated Greenfield Areas, Section 3.1.5 states (in part):

*Designated greenfield areas are areas within the Brighton Urban Area that are not part of the existing built-up area. A maximum of 58% of residential growth may take place in greenfield areas. 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 Growth Plan, the Municipality is to achieve a minimum density target*

*that is not less than 25 residents and jobs combined per hectare within greenfields. Mixed use and live / work environments are encouraged within greenfield developments.*

Section 3.3 of the OP speaks to the phasing of development. It notes that the development of the Brighton Urban Area will be phased to reflect the requirements of the Growth Plan.

Section 3.3.3 states (in part):

*The following policies shall be applied to developments brought forward for consideration, in accordance with the Phasing of Development within the Municipality:*

- i. Council shall ensure that the timing, location and type of new development are such that the existing or future municipal services are not excessive in relation to the taxable assessment that would be provided. New residential development that would create an appreciable increase in the demand for existing or future services shall not be permitted unless it can be demonstrated that the overall ratio of municipal debt to taxable assessment would not be adversely affected.*
- ii. Council shall encourage and give priority to new development that:*
  - a. Provides for the type of development that is in accordance with the Goals and Objectives of this Plan;*
  - b. Supports the achievement of the greenfield density target and the intensification target identified in Section 3.1;*
  - c. Promotes a compact form and pattern of development;*
  - d. Provides for the development of land through infilling, intensification, or the rounding-off of existing built-up areas;*
  - e. Provides for the development of land as a contiguous extension of existing built-up areas that avoids the leap-frogging of large undeveloped tracts of land. If it is deemed that lands that are suitable and appropriate for development in accordance with the Official Plan are being withheld from immediate development, the extension of municipal services through or beyond such lands to other lands for development may be permitted. The extension of services to other lands and the by-passing of intervening lands shall only be considered if such lands are satisfactory for development in respect of the other relevant policies of this Plan;*
  - f. Will not result in a premature demand for urban services; and,*
  - g. Will contribute to the most efficient and economical use or extension of existing municipal services and other public services.*
- iii. At the discretion of the Council a peer review may be required for any technical reports filed with the Municipality in support of an application under the Planning Act the expense of the applicant.*

The OP provides additional direction with respect to municipal sewage and water services, noting that development proposals within the Brighton Urban Area are required to connect to the municipal water supply and sewage treatment systems.

Section 3.4.1 states (in part):

*It is the intent of this Plan that new development in the Brighton urban area and the provision and extension of municipal services shall occur in an orderly sequence, with the objective of promoting an efficient, convenient and economical form of urban structure and growth.*

*Phasing of development approvals will reflect opportunities for the logical extension of existing municipal service infrastructure and where there is confirmation of sufficient reserve water system capacity and sewage treatment capacity within the existing municipal systems to accommodate those developments.*

Section 3.5 of the OP speaks to Stormwater Management and notes that prior to approving any development proposal within the Municipality, Council, in consultation with the Lower Trent Region Conservation Authority (LTRCA) and where appropriate the Ministry of Natural Resources (MNR) and the Trent-Severn Waterway, shall be satisfied that adequate storm drainage is provided to a suitable outlet.

Section 3.5.4 speaks to the development of a Brighton Urban Area Master Drainage Plan (MDP). It is noted that the policies of the MDP would apply to any new development within the Brighton Urban Area.

With respect to parks and recreation, Section 3.8 notes that the Municipality will promote a healthy, active community by:

- i. Planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, and facilitate pedestrian and non-motorized movement, including but not limited to walking and cycling;*
- ii. Providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation including facilities, parklands, open space areas, trails, and where practical, water-based resources;*
- iii. Providing opportunities for public access to shorelines;*
- iv. Considering the impacts of planning decisions on Presqu'ile Provincial Park and local conservation areas; and,*
- v. Establishing and supporting the establishment of walking trails and linkages both within the BUA and in cooperation with other community-based organizations, including the Waterfront Regeneration Trust's Lake Ontario Greenway Waterfront Trail.*

Section 3.9 of the OP speaks to the protection of the natural environment, noting that "Natural heritage features and areas, together with natural hazard features and areas are

*important elements of the Municipality's ecosystem, which require proper conservation and management in order to maintain the environmental health of the community."*

As the SPAs and UFAs contain lands designated Environmental Protection, the relevant policies of Section 3.9.1 are as follows:

- 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 ground water 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 MNRF and the local LTRCA having jurisdiction, significant woodlands and valleylands and significant wildlife habitat will be identified by the Municipality for the purposes of protection as specified in the PPS. This Plan may be amended accordingly to recognize significant woodlands and valleylands and significant wildlife habitat when mapping of these features is available; and,*
- vi. The Environmental Protection designation identifies natural hazards, such as hazardous lands and hazardous sites, which may pose a threat to life and property due to inherent characteristics such as flooding hazards, erosion hazards, dynamic beach hazards and steep slopes. Natural hazards may also be subject to the regulations administered by Lower Trent Conservation. Development and site alteration shall not be permitted within natural hazards or on lands adjacent to natural hazards that are regulated by Lower Trent Conservation until written authorization is obtained from the Conservation Authority. Natural hazards will be placed in a separate zoning category in the municipal zoning by-law, or identified by the addition of a zone suffix or prefix, as an area where land use regulations are applied by the Conservation Authority and the Municipality to prevent hazard risks*

The housing policies of Section 3.18 state that *"the Municipality will attempt to maintain a ten (10) year supply of land for housing purposes, including a three year supply of draft approved lots capable of being readily serviced and / or registered lots and blocks on plans of subdivision."*

Section 3.18 additionally provides:

*In order to provide for an appropriate range of housing types and densities required to meet projected requirements of current and future residents of the regional market area, Council shall:*

- i. Maintain land with servicing capacity to provide a supply of residential units that is consistent with the growth forecasts and intensification and density targets established in Section 3.1. Policies respecting phasing of growth within the Municipality are included in Section 3.3 of this Plan;*
- ii. Encourage the provision of a mix and range of housing types in the Municipality;*
- iii. Encourage housing forms and densities designed to meet the objectives of the Growth Plan and to provide affordable housing opportunities for moderate and lower income households; the Municipality recognizes that "Affordable Housing" refers to both affordable ownership and affordable rental as described within the PPS and the Growth Plan;*
- iv. Ensure that 25% of all new housing is affordable to low and moderate income households. Council may revise this target through the implementation of an Affordable Housing Strategy and amendment to this Plan;*
- v. Encourage the building of long-term care and assisted living facilities; and,*
- vi. Encourage residential intensification where such intensification is in harmony with the existing lot fabric within an established neighbourhood or area and helps achieve the 42% intensification target.*

The OP's Land Use Plan, Schedule "A", Map 1 & Map 2 designates the SPA lands as follows (Refer to Table 5 and Figure 14):

**Table 5 – Secondary Plan Area Land Use Designations**

<b>Secondary Plan Area</b>	<b>Land Use Designation</b>
<b>SPA (Northeast)</b>	<b>Greenfield</b> <b>Residential</b> <b>Highway Commercial</b> <b>Environmental Protection</b> <b>Community Facilities and Open Space</b> <b>Special Development Area # 14</b> <b>Special Policy Area # 3</b>
<b>SPA (Northwest)</b>	<b>Greenfield</b> <b>Residential</b> <b>Highway Commercial</b> <b>Environmental Protection</b> <b>Community Facilities and Open Space</b> <b>Special Development Area # 15</b> <b>Special Policy Area # 1</b>
<b>SPA (Southwest)</b>	<b>Greenfield</b> <b>Residential</b> <b>Highway Commercial</b> <b>Environmental Protection</b> <b>Special Policy Area # 6, b</b>

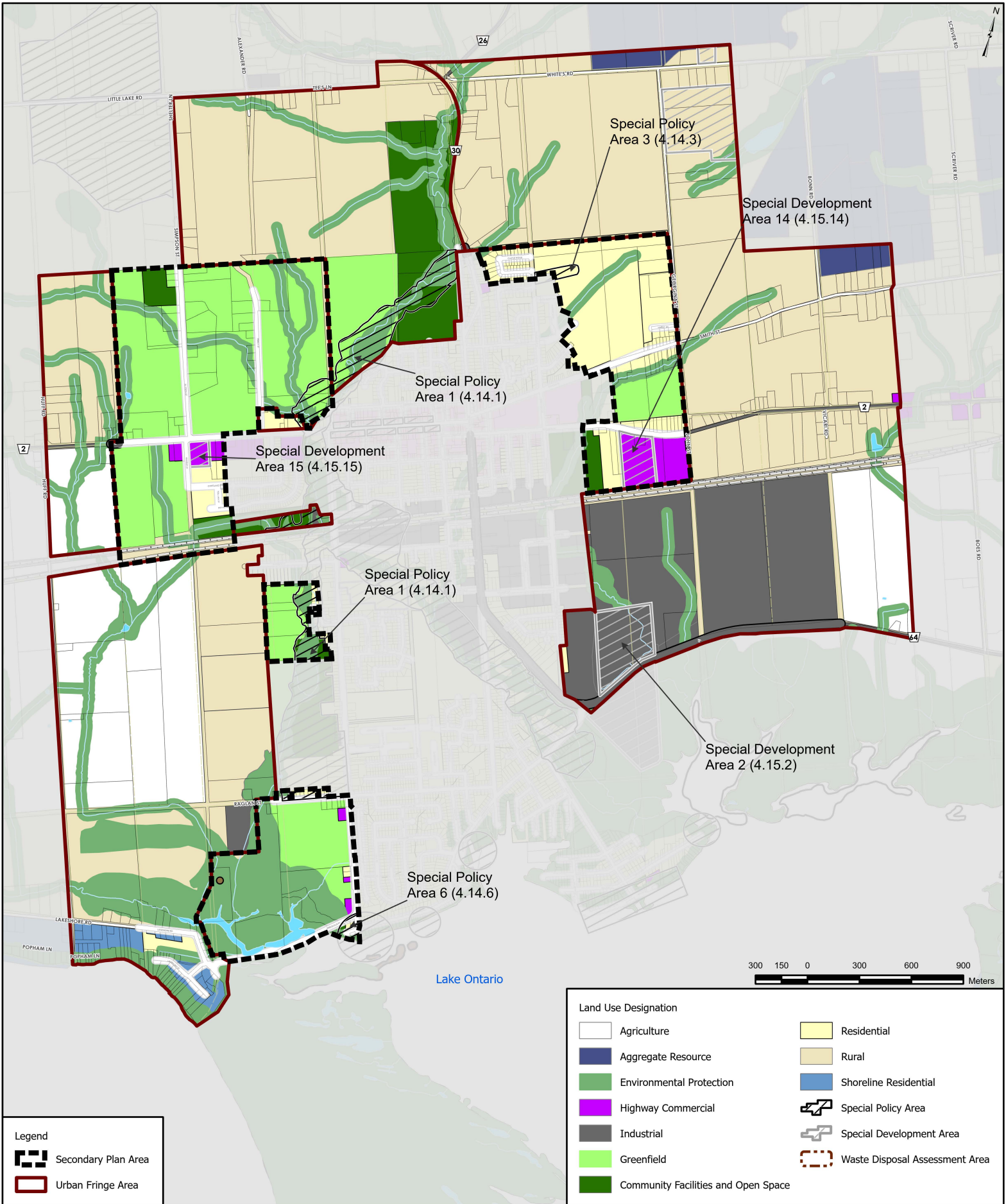


Figure 14- Existing Official Plan Designations

September, 2022



Data Source: Municipality of Brighton, MBP Make a Top Map Online, Land Information of Ontario Data Exchange

Section 4.12 of the OP speaks to the Greenfield designation, noting that it applies only to lands within settlement areas for which there are no immediate plans for development. All three SPAs contain lands designated Greenfield.

Section 4.12 further notes (in part):

*The Greenfields designated on Schedule-"A" are areas that are largely undeveloped or under-developed, primarily for residential use, and are currently serviced by private water and sewage disposal systems.*

*These areas are intended for long term growth and development on full municipal services in accordance with the staging policies of this Plan, and are not expected for development prior to 2031. It is the general intent of this plan that development within Greenfields will only be permitted when warranted by the Municipality and when full municipal services are adequate after the completion of studies satisfactory to the Municipality in accordance with Section 3.4.1 and 3.4.2 of this Plan.*

*It is recognized that changing circumstances within the Municipality, with respect to supply and availability of land to accommodate residential development, may result the need to provide for development of those areas designated as Greenfield, prior to 2031. Where Council for the Municipality recognizes that there is a need to revisit the designation of some of those lands within the Greenfield prior to 2031, Council may initiate an amendment to facilitate such development.*

A portion of the lands in the Northeast SPA, comprising an area of 18.4 acres (7.5 hectares) and described as Part Lot 33, Concession B, Part 1 of Registered Plan 39R-8499 are designated Special Development Area 14. The policy direction for this area specifies that development of the lands is to include an anchor tenant, being 2,320 square metres to 4,350 square metres in gross floor area. As well, the Special Development Area #14 policies permit a maximum of two drive-through facilities and a free-standing bank drive-through kiosk. For development of these lands, the relevant policies emphasize a high standard of urban design recognizing the gateway location of the site.

Certain other lands within the Northeast SPA have also been designated Special Policy Area 3. This Special Policy Area limits uses to that permitted in adjacent designations and directs that development is to protect from the adverse effects of erosion. Likewise, development is not to proceed without the consent of the Conservation Authority.

Lands in the Northwest SPA also maintain site-specific designations, including Part Lots 1, 2, and 3 (South of Main Street) of Registered Plan No. 28 which are designated Special Development Area 15. The site-specific designation on these lands permitted neighbourhood commercial uses together with senior's retirement housing. Similar to Special Development Area 14, for the development of these lands, the policies also emphasize high standards of urban design recognizing the gateway location of the site.

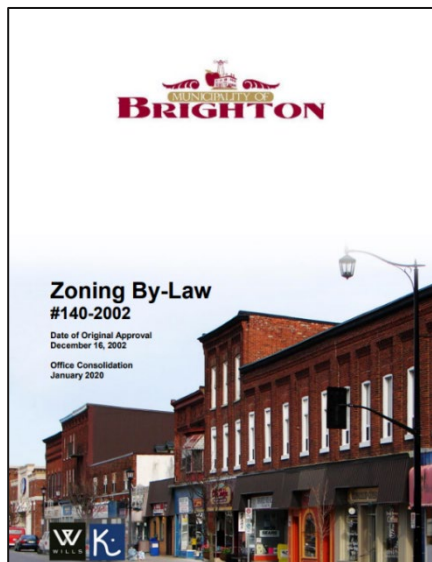
Also within the Northwest SPA, a portion of the lands are designated Special Policy Area 1. This Special Policy Area applies to those lands between the "1 in 100 years" floodline and the "Regional Storm" floodline on fill and floodline mapping for Butler Creek prepared in 1987 for

the LTRCA. Within these lands, the placing and removal of fill is subject to LTRCA approval, and buildings and structures are to be designed to prevent impacts from flooding together with other locational considerations.

Within the Southwest SPA, a Special Policy Area 6 has been identified. This Special Policy Area applies to those lands subject to the Waterfront Master Plan along Harbour Street, Ontario Street and the Presqu'île Parkway Boat Launch and Parkette. Permitted uses on these lands include parking facilities, naturalized shorelines and open space areas, timber landing overlook, shade pergola, trail connections, public washroom facilities and fixed location picnic tables.

The Secondary Plan will amend certain policies in the OP on an area-wide and/or site-specific basis, including the land use designations. The Secondary Plan will achieve the required gross minimum density of 25 persons and jobs per hectare and will be developed as a complete community with consideration for the natural features, and providing a range of uses that are supportive of the employment areas.

## 5.8 Municipality of Brighton Comprehensive Zoning By-law #140-2002



The Municipality of Brighton's Zoning By-law (ZBL) provides detailed regulations that implement the objectives and policies of the Official Plan. The Zoning By-law serves as a land use and implementation tool providing additional detail with respect to permitted land uses, and built form, and guide's the Municipality's growth and development in an orderly and efficient manner. The office consolidation of the ZBL was completed in 2020, which updated the provisions to be consistent with the Municipality's updated OP and provincial policy.

The currently applicable zones to the SPAs are shown in Figure 15 and are summarized in Table 6 below.

**Table 6 – Secondary Plan Area Zones**

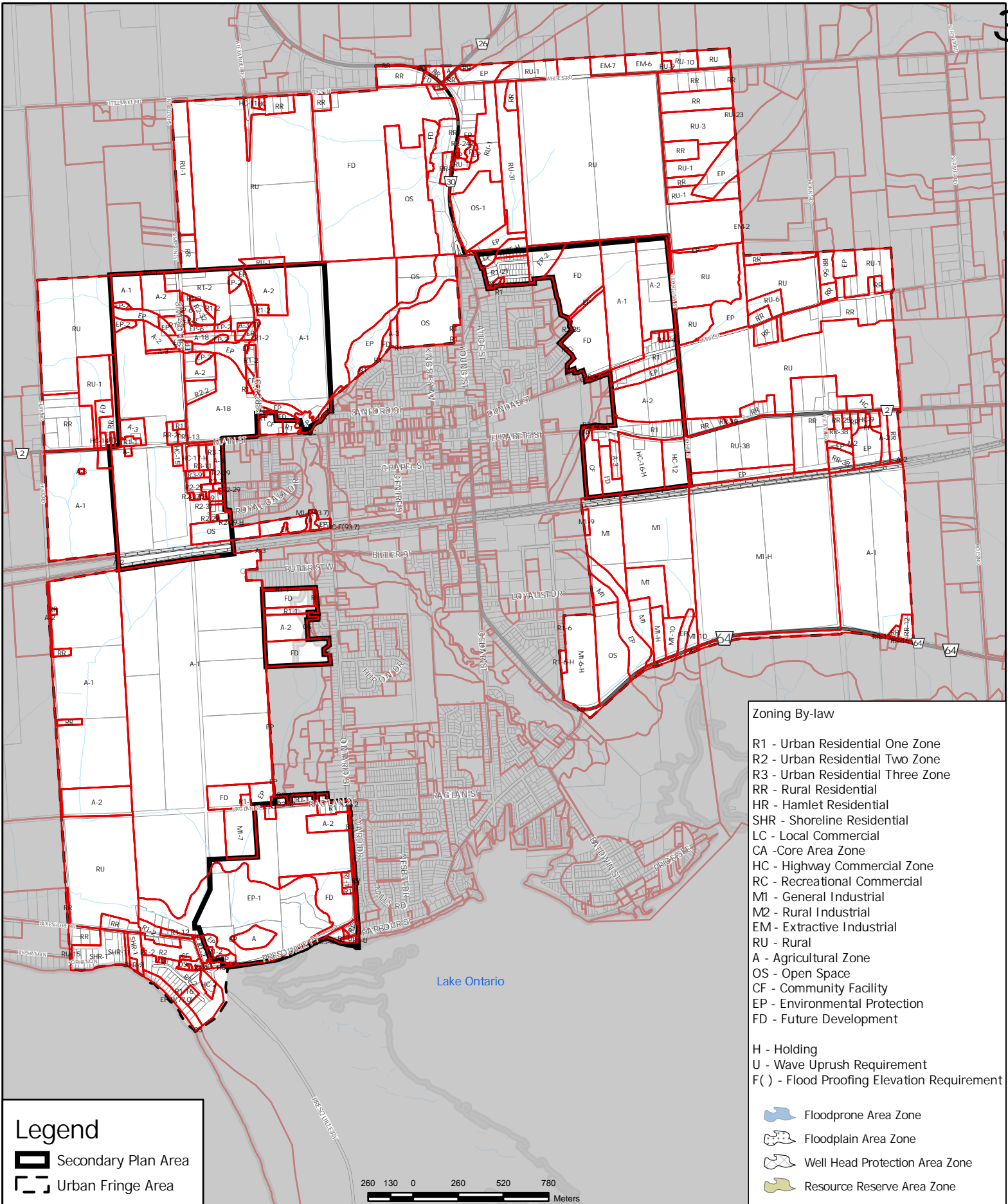
<b>Secondary Plan Area</b>	<b>Zoning</b>
<b>SPA (Northeast)</b>	Environmental Protection (EP) Urban Residential One (R1) Future Development (FD) Agricultural (A) Community Facility (CF) Highway Commercial (HC)
<b>SPA (Northwest)</b>	Agricultural (A) Environmental Protection (EP) Open Space (OS) Future Development (FD) Urban Residential One (R1) Urban Residential Two (R2) Urban Residential Three (R3)
<b>SPA (Southwest)</b>	Future Development (FD) Environmental Protection (EP) Agricultural (A) Urban Residential One (R1)

The permitted uses of these zones are as follows:

**Table 7 - Permitted Uses in the SPAs**

Zone	Permitted Uses
<b>Urban Residential One (R1)</b>	Additional Residential Unit; Single Detached dwelling; Duplex dwelling; Bed and Breakfast Establishment; Group Home; Home Occupation; Private Home Day Care; and Shared Housing.
<b>Urban Residential Two (R2)</b>	Additional Residential Unit; Single Detached dwelling; Semi-Detached dwelling; Duplex Dwelling; Bed and Breakfast Establishment; Group Home; Home Occupation; Private Home Day Care; and Shared Housing.
<b>Urban Residential Three (R3)</b>	Additional Residential Unit; Semi-Detached dwelling; Duplex Dwelling; Triplex Dwelling; Fourplex Dwelling; Boarding or Lodging House; Convenience Retail Store; Group Home; Home Occupation; Nursing Home; Personal Service Shop; Private Club; Home Day Care; and Shared Housing.
<b>Future Development (FD)</b>	Any uses, buildings or structures legally existing at the date of adoption of this By-law, including home occupation and accessory uses; new home occupation uses; and New uses and buildings accessory to the permitted uses.
<b>Highway Commercial (HC)</b>	Agricultural Service Use; Agricultural Produce Sales Outlet; Art Gallery; Assembly Hall; Bake Shop; Banquet Hall; Building Supply Outlet; Business or Professional Office; Casino; Commercial Fitness Centre; Commercial Greenhouse; Commercial Parking Lot; Convenience Retail Store; Custom Workshop; Day Nursery; Apartment Dwelling Unit; Financial Institution; Funeral Home; Gas Bar; Home Furnishing Store; Hotel; Library; Medical Clinic; Motel; Motor Vehicle Repair Shop; Motor Vehicle Sales Establishment; Motor Vehicle Service Station; Museum; Night Club; Plant Nursery; Personal Service Shop; Place of Entertainment; Place of Worship; Private Club; Repair Shop; Restaurant; Restaurant, Take Out; Retail Store; Commercial School; Shopping Centre; Supermarket; Theatre; and Veterinary Clinic.
<b>Open Space (OS)</b>	Conservation Use; Forestry Use; Park, Public or Private; Parking Lot; and Municipal Well.
<b>Community Facility (CF)</b>	Arena; Public Art Gallery; Assembly Hall or Auditorium; Public Community Centre; Conservation Use; Curling Rink; Day Nursery; Fire Hall; Forestry Use; Fraternal Lodge; Hospital; Library; Public or Private Museum; Nursing Home; Private or Public Park; Parking Lot; Parking Garage; Place of Worship; Police Station; Post Office; Private Club; Public or Private School; and Utilities Uses.
<b>Agricultural (A)</b>	Additional Residential Unit; Agricultural Use; Agricultural Processing Use; Agricultural-Related Use; Agri-Tourism use; Bed and Breakfast Establishment; Bunkhouse; Commercial Greenhouse; Conservation Use; Single Detached Dwelling; Semi-Detached Dwelling; Duplex Dwelling; Equestrian Use; Forestry Use; Group Home; Home Occupation; Home Industry; On-Farm Diversified Uses; and Private Home Daycare.
<b>Environmental Protection (EP)</b>	Conservation Use; Forestry Use; Park, and Public or Private Park.

Following completion of the Secondary Plan, a zoning by-law amendment may be prepared for those lands where the current zoning by-law permissions are not consistent with the vision, objectives, land use designations and policies contained within the Secondary Plan.



- Zoning By-law**
- R1 - Urban Residential One Zone
  - R2 - Urban Residential Two Zone
  - R3 - Urban Residential Three Zone
  - RR - Rural Residential
  - HR - Hamlet Residential
  - SHR - Shoreline Residential
  - LC - Local Commercial
  - CA - Core Area Zone
  - HC - Highway Commercial Zone
  - RC - Recreational Commercial
  - M1 - General Industrial
  - M2 - Rural Industrial
  - EM - Extractive Industrial
  - RU - Rural
  - A - Agricultural Zone
  - OS - Open Space
  - CF - Community Facility
  - EP - Environmental Protection
  - FD - Future Development
- 
- H - Holding
  - U - Wave Uprush Requirement
  - F( ) - Flood Proofing Elevation Requirement
- 
- Floodprone Area Zone
  - Floodplain Area Zone
  - Well Head Protection Area Zone
  - Resource Reserve Area Zone

**Legend**

- Secondary Plan Area
- Urban Fringe Area



Figure 15-Zoning By-law Excerpt

September, 2022

Data Source: Municipality of Brighton, MRF Make a Topo Map Online, Land Information of Ontario Data Exchange

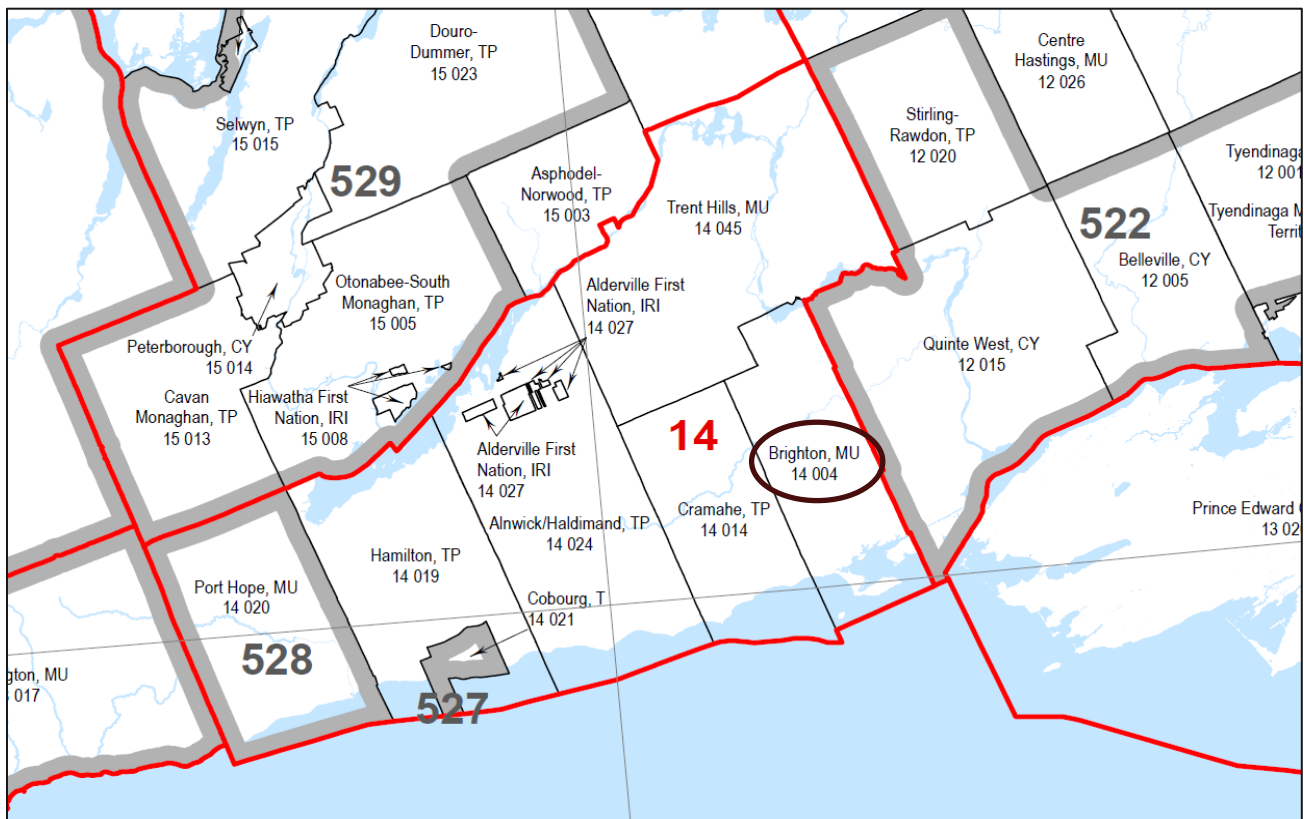
## 6.0 Economic and Demographic Review

As part of this review, *metroeconomics* has assessed the economic and demographic potential of the Municipality of Brighton against the expected trends for the region and province respectively.

The approach to the development of population projections included assessing the breadth, depth, and growth potential of the Municipality's economy, as population growth is most often correlated with economic expansion. Also considered was the extent to which residents commute to nearby centres for employment and shopping purposes; the degree to which there is a local need to replace retiring Baby Boomers; and the extent to which the COVID-19 pandemic interrupted economic and demographic trends in the area.

The results of this assessment indicate that the Municipality will continue to experience robust population growth very similar to what has been experienced from 2001 to 2021.

**Figure 16 - Northumberland Census Division, Statistics Canada Census 2016**



Source: Statistics Canada Census 2016

## 6.1 Municipal Geography

Based on the Census of Canada geographic definitions, the Municipality is one of eight Census Sub-Divisions (CSDs) that make up the Census Division (CD) of Northumberland. Figure 16 above, an excerpt from Statistics Canada, illustrates the Municipality's location at the eastern-most edge of Northumberland County. The CSDs of Quinte West and Belleville are situated to the east of Brighton while the CSDs of Trent Hills, Hamilton, Port Hope and Cobourg are situated within Northumberland to the north and west.

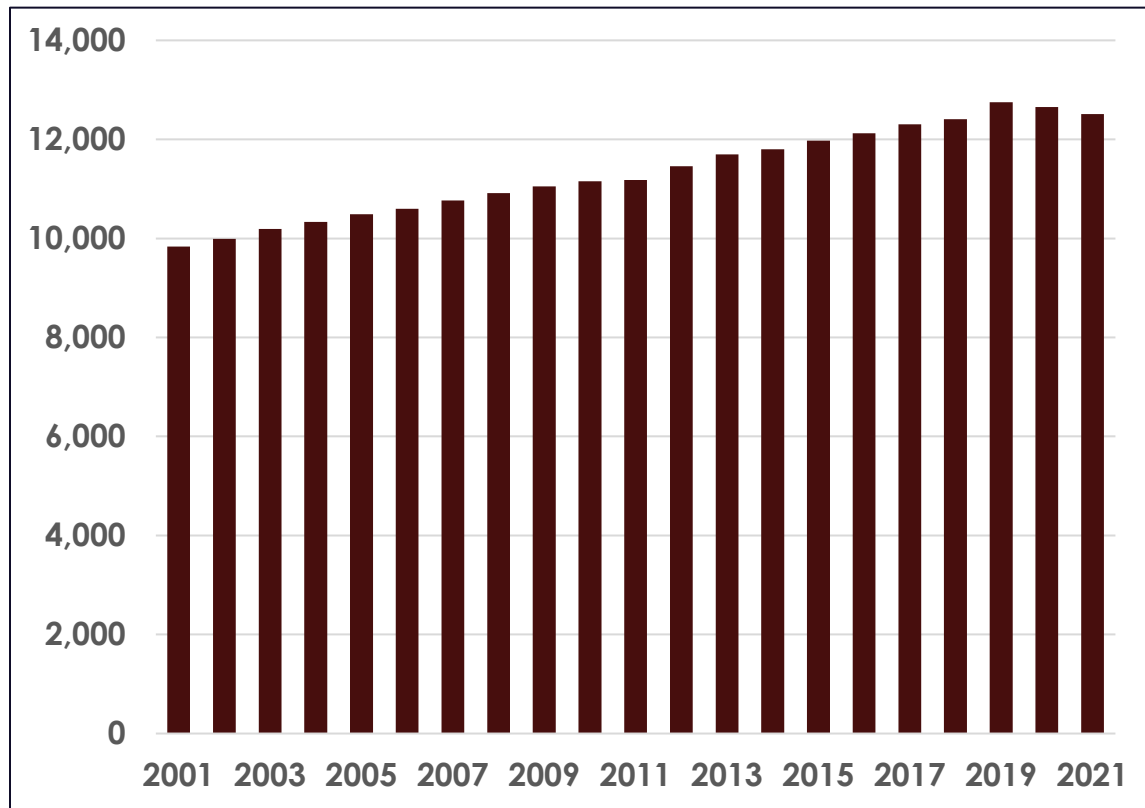
Recently released population estimates<sup>i</sup> for the period from 2001 to 2021 indicates that the population of Northumberland grew by 6,506, or at an average annual rate of 0.4 percent. Refer to Table 6. Within Northumberland County, the Municipality of Brighton grew the most in absolute terms (by 2,675) and the fastest in relative terms (at a 1.2 percent annual rate) over that period.

**Table 8 - Total Population of Northumberland Census Division by Municipality**

	2001	2021	Change	Percent Change
<b>Northumberland CD</b>	80,519	87,025	6,506	0.4
<b>Cobourg</b>	17,847	20,487	2,640	0.7
<b>Port Hope</b>	16,232	17,519	1,287	0.4
<b>Trent Hills</b>	12,998	13,414	416	0.2
<b>Brighton</b>	9,833	12,508	2,675	1.2
<b>Hamilton</b>	11,205	12,416	1,211	0.5
<b>Alnwick/Haldimand</b>	6,083	3,698	-2,385	-2.5
<b>Cramahe</b>	5,944	6,559	615	0.5
<b>Alderville First Nation</b>	377	424	47	0.6

Source: Statistics Canada Post-Censal Population Estimates

The Municipality's population grew steadily from 2001 to 2019 but fell slightly in 2020 and again in 2021 according to Statistics Canada Post-Censal Population Estimates as illustrated in Figure 17. The recent declines are related to the impacts of Covid-19 on international and domestic mobility rates. Population growth interruptions occurred throughout Canada in 2020 and 2021. Quarterly national and provincial population estimates indicate that the interruptions were temporary and that mobility has once again resumed.

**Figure 17 - Municipality of Brighton Population, 2001 to 2021**

Source: Statistics Canada Post-Censal Population Estimates

## 6.2 The Economy

Census-based employment by place-of-work (EPOW) data for 2016 indicated employers provided a total of 2,410 jobs within the Municipality, up only slightly from 2,330 in 2001. A location quotient assessment<sup>ii</sup> of the jobs in 2016 indicated that the industries driving the Municipality's economy (i.e. Economic Base or EB jobs) are agriculture (190 jobs in 2016) and manufacturing (130 in 2016). The number employed in these industries fell between 2001 and 2016 by 80 and 185 respectively. In 2001, it was reported that agriculture accounted for 270 jobs and manufacturing accounted for 315 jobs. Such being considered, the industries comprising the Municipality's economic base did experience a decline, from a total of 585 jobs in 2001 to 320 jobs in 2016.

Among the Municipality's population serving industries (i.e. Community Base or CB jobs) major employment gains occurred between 2001 and 2016 in retail trade (+205 jobs), government (+85 jobs), health and social services (+70 jobs), and other industries increasing by less than 50 jobs each. Declines occurred in wholesale trade (-40 jobs), utilities (-35 jobs), other business services (-30 jobs) and other industries decreasing by less than 25 jobs.

Table 9, as informed by Statistics Canada 2001 and 2016 Censuses, summarizes the industry employment gains and losses by place-of-work in the Municipality from 2001 to 2016.

**Table 9 - Employment by Place of Work and Industry, 2001 and 2016**

	2001	2016	Change
<b>Total population of Brighton</b>	<b>9,833</b>	<b>12,121</b>	<b>2,288</b>
<b>Total employed in Brighton</b>	<b>2,330</b>	<b>2,410</b>	<b>80</b>
Agriculture, other primary	270	190	-80
Mining, oil and gas	0	0	0
Utilities	35	0	-35
Construction	80	125	45
Manufacturing	315	130	-185
Wholesale trade	120	80	-40
Retail trade	265	470	205
Transportation, warehousing	60	50	-10
Information, culture	45	40	-5
Finance, insurance	65	70	5
Professional, scientific, technical services	80	110	30
Other business services	140	110	-30
Education	195	180	-15
Health, social services	145	215	70
Arts, entertainment, recreation	40	65	25
Accommodation, food	220	235	15
Other services	140	140	0
Government	115	200	85

Source: Statistics Canada 2001 and 2016 Census

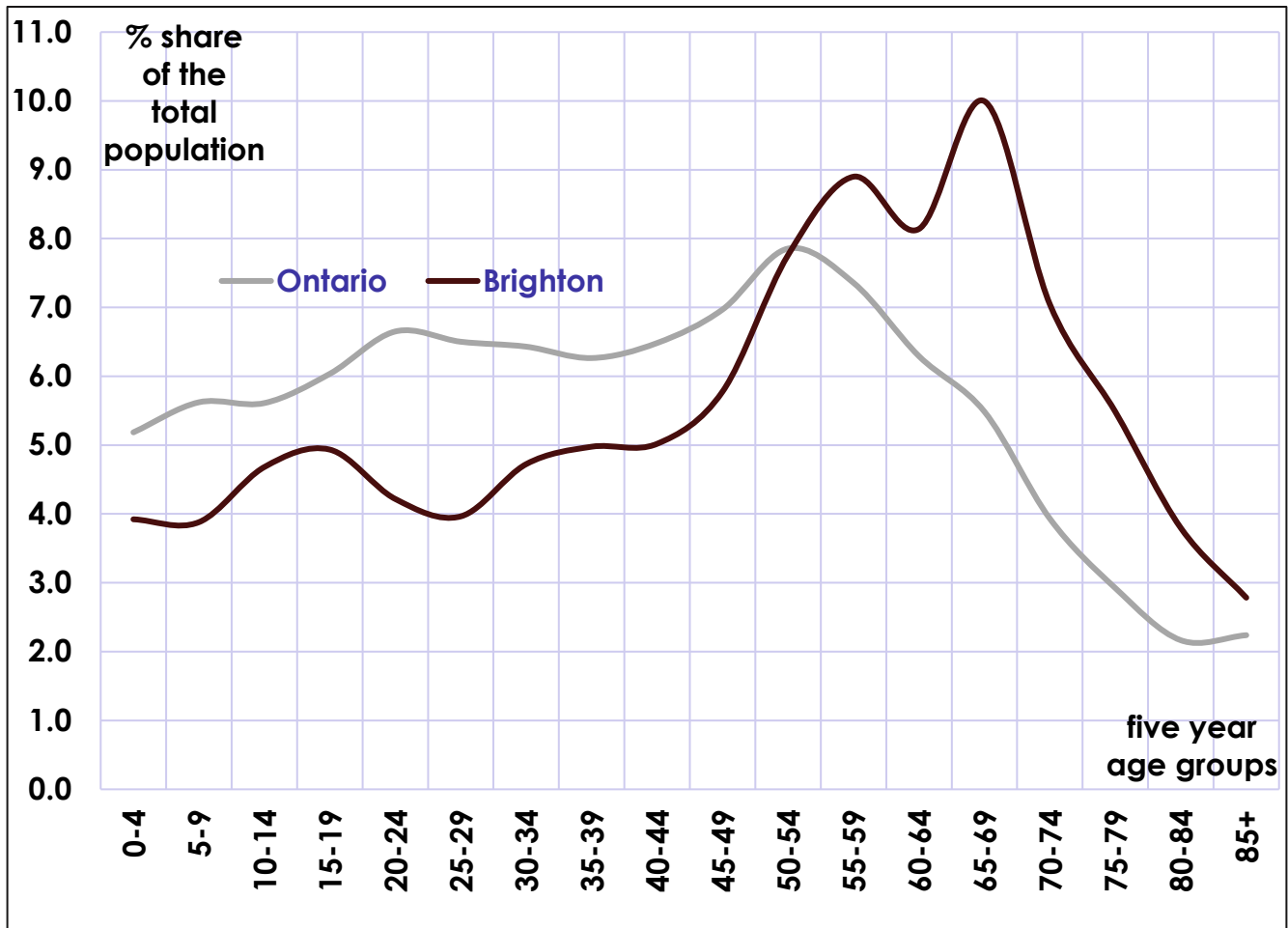
Ordinarily weak employment growth such as that described above would typically result in a pause in population growth. However, as noted above, the Municipality has experienced rapid population growth over the last two decades.

This contradiction between the Municipality's rapid population growth and its slow employment growth, can be explained by three factors, as further discussed below.

First, while the number of jobs provided by employers in the Municipality barely increased between 2001 and 2016, the number of working residents of the Municipality (employed by place-of-residence or EPOR) increased from 3,875 in 2001 to 4,560 in 2016 or by 685. That gain was made possible as many working Brighton residents commuted to jobs in Quinte West (900), Belleville (605), Cobourg (165), Trent Hills (150) and Cramahe (110) where job opportunities are plentiful and/or increasing.

In addition, the age profile of the Municipality's population is heavily oriented toward persons 50 and older, as informed by the 2016 Statistics Canada Census. Refer to Figure 18. In 2016, people 50 and over accounted for 38 percent of the population of Ontario, however this demographic comprised 54 percent of the population of the Municipality. Baby Boomers account for a higher share of the Municipality's population than that of the Province.

**Figure 18 - Population of the Municipality and Ontario in 2016**



Source: Statistics Canada 2001 and 2016 Census

The strong relative presence of Baby Boomers in the Municipality has implications for the demographic trends and related land use demands. Many of the Baby Boomers in the Municipality appear to be expatriates from other parts of Ontario who chose Brighton as a place to retire, thus partially explaining the Municipality's significant population growth. The Municipality's reputation as a good place to live is growing as there are many employment opportunities nearby for the younger demographic and the older segment of the population is drawn to the area as an attractive place to retire.

It is also important to consider that Baby Boomers are heavily present in every community throughout Canada, not just in the Municipality. Baby Boomers are currently between the

ages of 57 and 76. Most who work will retire between 2022 and the mid-2030s. Canada does not have a domestic supply of workers to replace them as they retire because they did not replace themselves as they aged into their household formation years in the 1970s and 1980s. The total fertility rate has hovered around 1.5 since the mid-1960s, well below the replacement rate of 2.1. To fill the anticipated vacancies as a result of the retiring Baby Boomer generation, the federal government has been gradually permitting an increasing number of immigrants each year for the last two decades and will continue to increase their number through to the mid-2030s until replacing retiring Baby Boomers is no longer an issue. This phenomenon will increase the underlying rate of population growth throughout Canada, including the Municipality, from now through to the mid-2030s after which the underlying rate will slow down.

Table 10 compares the following 2016 variables for the municipalities that make up Northumberland County: total population; total number of persons living in each municipality who were employed; and total number of jobs provided. Each of the employment concepts is also provided as a rate per 1,000 people in each community. For Northumberland as a whole, 442 of every 1,000 residents of the County were employed, while employers provided jobs within the County at a rate of just 308 per 1,000 residents. It appears that the County as a whole is a net exporter of workers on a daily basis. Table 10 indicates that Cobourg is the only net importer of workers on a daily basis (404 of every 1,000 residents employed while employers provide 521 jobs in Cobourg per 1,000 residents). The other municipalities in Northumberland appear to be net exporters of workers. Note that much of the flow is from one Northumberland community to another. In the case of the Municipality of Brighton much of the flow as noted above is to Quinte West and Belleville.

**Table 10 – Population and Employment by Place of Work and Place of Residence, 2016**

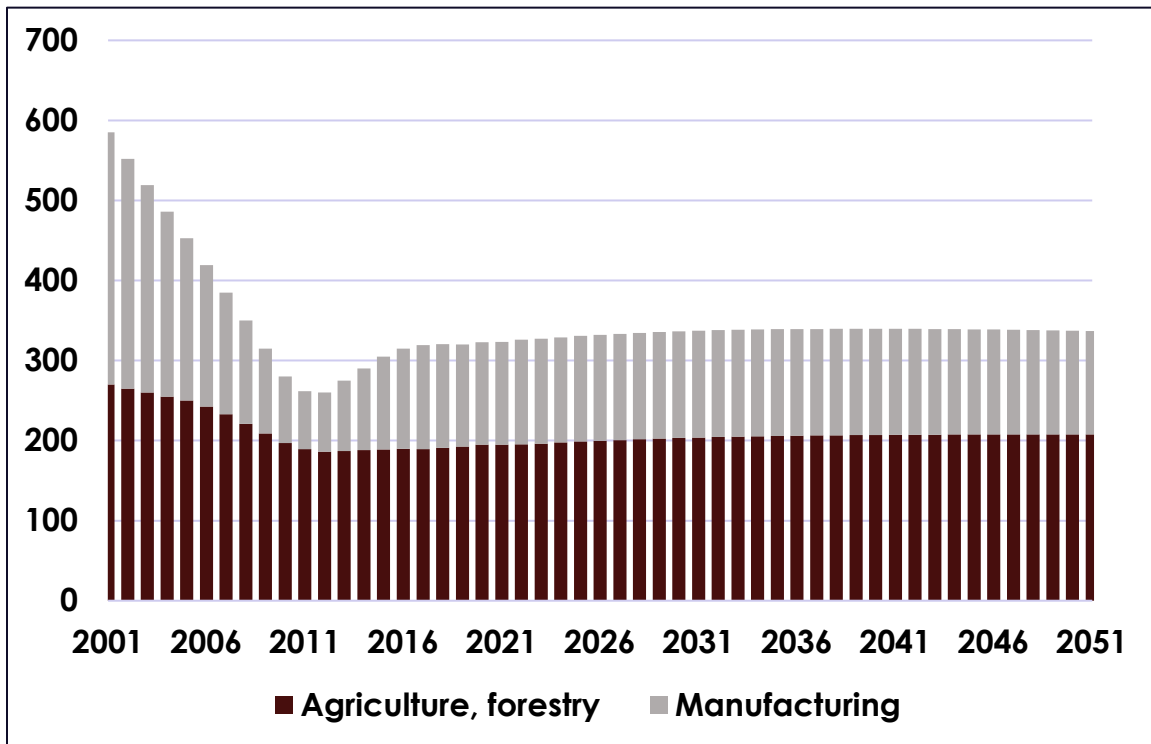
	Total Population	Employed by Place of		Rates per 1,000 People		
		Residence	Work	Residence	Work	Difference
<b>Northumberland</b>	<b>85,598</b>	<b>37,870</b>	<b>26,325</b>	<b>442</b>	<b>308</b>	<b>135</b>
<b>Brighton</b>	<b>11,844</b>	<b>4,560</b>	<b>2,410</b>	<b>385</b>	<b>203</b>	<b>182</b>
<b>Cramahe</b>	6,355	2,985	1,495	470	235	234
<b>Hamilton</b>	10,942	5,560	1,430	508	131	377
<b>Port Hope</b>	16,753	7,865	5,710	469	341	129
<b>Cobourg</b>	19,440	7,845	10,135	404	521	-118
<b>Alnwick/Haldimand</b>	6,869	3,460	1,220	504	178	326
<b>Alderville First Nation</b>	495	215	110	434	222	212
<b>Trent Hills</b>	12,900	5,380	3,815	417	296	121

Source: Statistics Canada 2001, 2006, 2011, 2016, metroeconomics 2022

### 6.3 Future Economic Growth

The economic drivers of the Municipality's economy, agriculture and manufacturing, are not expected to generate significant job gains in the decades ahead. Output (real GDP) will grow in both industries but output per worker (productivity) will be more significant, therefore employment will hold steady for both industries (Refer to Figure 19).

Figure 19 - The Municipality's Economic Base Jobs



Source: Statistics Canada (2001, 2006, 2011 and 2016), metroeconomics (2022)

The population of the Municipality is projected to continue to grow with the in-migration of both Baby Boomers retiring to the area and a younger population replacing retiring residents of the Municipality. However, this projected growth will occur only if it is accommodated and encouraged. At present, and based on a review of studies prepared in support of the Northumberland County MCR, it is not clear if growth in the Municipality will be supported from an upper-tier policy perspective.

If the population of the Municipality grows as projected through the review and analysis completed by *metroeconomics*, the Municipality's population serving (CB) jobs will increase in tandem.

The Municipality's 2016 activity rate (the number of jobs on a place-of-work basis per 1000 residents) was 199 compared to the average Ontario-wide rate of 423. The Municipality's low rate illustrates that many of its residents must commute to nearby centres for employment, but also to meet many of their shopping, entertainment and health needs.

The Municipality's greatest opportunity for increasing the size of its economy in the future does not lie in expanding its agriculture or manufacturing activities but rather in expanding services that meet the needs of its residents.

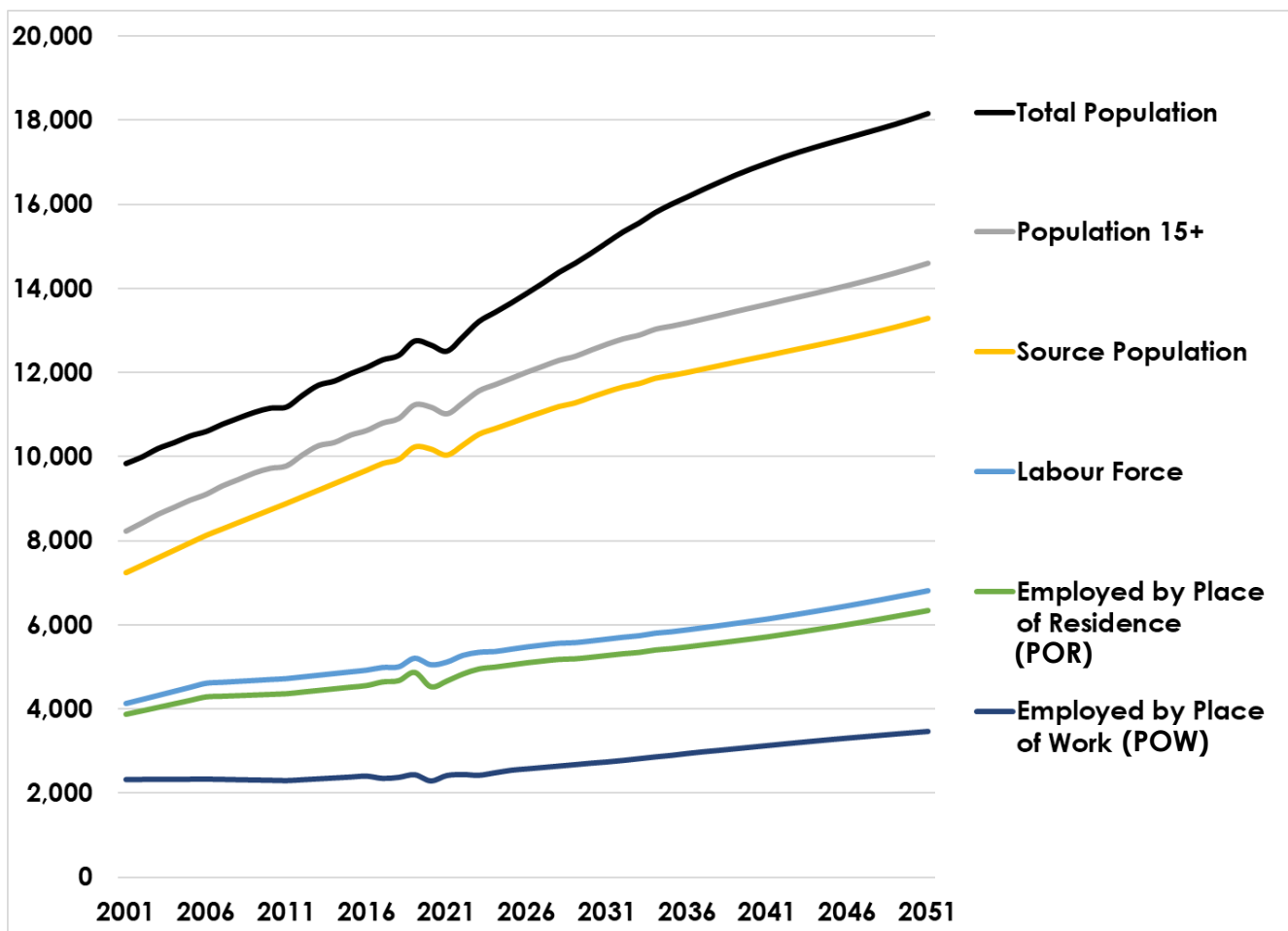
## 6.4 The Economic Future of the Municipality

Taking the above historical, current and potential factors into account, a base case projection for the Municipality was developed that foresees its population growing from the 12,500 level currently to 15,000 in 2031, to almost 17,000 in 2041, and to over 18,000 in 2051.

Figure 20 charts the projected trends of key variables for the Municipality through to 2051 against the backdrop of trends from 2001 to 2021. Table 10 tabulates key variables, both historical and projected, for every fifth year from 2001 to 2051, for the population by age, households by age, dwellings by structural type, employed residents and jobs provided.

A brief summary and conclusions based on the projections follow in the preceding sections.

**Figure 20 - The Municipality's Total Population and Key Labour Market**



Source: Statistics Canada (2001, 2006, 2011 and 2016), metroeconomics (2022)

Table 11 - The Municipality's Base Case Projection of Key Variables

	Levels											Change	
	2001	2006	2011	2016	2021	2026	2031	2036	2041	2046	2051	01-21	21-51
<b>Total Population</b>	<b>9,833</b>	<b>10,598</b>	<b>11,179</b>	<b>12,121</b>	<b>12,508</b>	<b>13,889</b>	<b>15,098</b>	<b>16,181</b>	<b>16,991</b>	<b>17,588</b>	<b>18,165</b>	<b>2,675</b>	<b>5,657</b>
Persons 00-14	1,604	1,491	1,400	1,500	1,490	1,880	2,425	3,002	3,370	3,521	3,573	-114	2,083
Persons 15-19	648	653	663	601	587	604	611	709	918	1,083	1,209	-61	622
Persons 20-24	454	473	529	531	512	688	692	683	762	955	1,112	58	600
Persons 25-34	1,027	998	968	1,111	1,165	1,510	1,792	1,882	1,758	1,722	1,925	138	760
Persons 35-44	1,680	1,524	1,295	1,235	1,207	1,534	1,822	2,058	2,232	2,197	1,989	-473	782
Persons 45-54	1,298	1,562	1,838	1,636	1,384	1,328	1,454	1,732	1,975	2,159	2,299	86	915
Persons 55-64	1,168	1,512	1,760	2,042	2,087	1,841	1,500	1,424	1,522	1,760	1,976	919	-111
Persons 65-74	1,126	1,381	1,577	2,032	2,321	2,178	2,039	1,787	1,460	1,378	1,463	1,195	-858
Persons 75+	828	1,004	1,149	1,433	1,755	2,325	2,763	2,904	2,995	2,811	2,619	927	864
Persons 20-64	5,627	6,069	6,390	6,555	6,355	6,902	7,260	7,779	8,248	8,793	9,301	728	2,946
Persons 65+	1,954	2,385	2,726	3,465	4,076	4,503	4,802	4,691	4,455	4,190	4,082	2,122	6
Persons 15-24	1,102	1,126	1,192	1,132	1,099	1,292	1,303	1,392	1,680	2,038	2,321	-3	1,222
<b>Households Total</b>	<b>3,505</b>	<b>3,970</b>	<b>4,370</b>	<b>4,740</b>	<b>5,010</b>	<b>5,363</b>	<b>5,630</b>	<b>5,785</b>	<b>5,856</b>	<b>5,899</b>	<b>6,008</b>	<b>1,505</b>	<b>998</b>
Households 15-24	60	60	70	40	39	46	46	49	59	72	82	-21	43
Households 25-34	340	265	255	370	388	503	597	627	586	573	641	48	253
Households 35-44	670	635	550	480	469	596	708	800	867	854	773	-201	304
Households 45-54	635	755	850	755	639	613	671	799	911	996	1,061	4	422
Households 55-64	590	780	940	1,090	1,114	983	801	760	812	939	1,055	524	-59
Households 65-74	690	870	1,010	1,145	1,308	1,227	1,149	1,007	823	777	824	618	-483
Households 75+	520	605	695	860	1,053	1,395	1,658	1,743	1,797	1,687	1,572	533	519
Persons per Unit	2.81	2.67	2.56	2.56	2.50	2.59	2.68	2.80	2.90	2.98	3.02	-0.31	0.53
Low density	3,220	3,760	4,140	4,505	4,761	5,099	5,357	5,507	5,572	5,609	5,705	1,541	944
Higher density	290	210	230	235	249	264	272	278	284	291	303	-41	54
<b>Dwellings Total</b>	<b>3,510</b>	<b>3,970</b>	<b>4,370</b>	<b>4,740</b>	<b>5,010</b>	<b>5,363</b>	<b>5,630</b>	<b>5,785</b>	<b>5,856</b>	<b>5,899</b>	<b>6,008</b>	<b>1,500</b>	<b>998</b>
Single-detached	3,035	3,545	3,910	4,190	4,417	4,717	4,946	5,088	5,156	5,198	5,288	1,382	871
Semi-detached	90	70	45	65	68	67	65	63	61	63	69	-22	1
Rows	45	70	110	105	118	137	152	156	155	149	146	73	28
Other single attached	10	10	0	0	0	0	0	0	0	0	0	-10	0
Duplex apartments	20	35	35	90	98	114	125	128	128	128	132	78	34
Apartments <5 storeys	290	210	230	235	249	264	272	278	284	291	303	-41	54
Apartments 5 storeys +	0	0	0	0	0	0	0	0	0	0	0	0	0
Movable	20	30	40	55	60	66	70	71	72	71	71	40	11
<b>Population 15+</b>	<b>8,229</b>	<b>9,107</b>	<b>9,779</b>	<b>10,621</b>	<b>11,018</b>	<b>12,009</b>	<b>12,673</b>	<b>13,179</b>	<b>13,621</b>	<b>14,066</b>	<b>14,592</b>	<b>2,789</b>	<b>3,574</b>
Source Population	7,240	8,130	8,890	9,680	10,042	10,945	11,550	12,011	12,414	12,820	13,299	2,802	3,258
Participation Rate (%)	57.2	56.8	53.2	50.9	50.8	49.0	48.6	48.5	49.0	49.9	50.7	-6.4	0.0
Labour Force	4,140	4,620	4,730	4,930	5,099	5,362	5,609	5,831	6,084	6,394	6,746	959	1,648
Employed POR	3,875	4,290	4,365	4,560	4,686	5,020	5,251	5,460	5,698	5,988	6,319	811	1,633
Unemployed	265	330	365	370	413	342	357	371	386	406	427	148	14
Unemployment Rate (%)	6.4	7.1	7.7	7.5	8.1	6.4	6.4	6.4	6.4	6.3	6.3	1.7	-1.8
Employed POR	---	---	---	4,555	4,681	5,015	5,246	5,455	5,693	5,983	6,314	---	1,633
Worked at home	---	---	---	450	462	495	518	539	562	591	624	---	161
Worked outside Canada	---	---	---	10	10	11	12	12	12	13	14	---	4
No fixed workplace address	---	---	---	680	699	749	783	814	850	893	943	---	244
Worked at usual place	---	---	---	3,415	3,509	3,760	3,933	4,090	4,268	4,486	4,734	---	1,225
EPOR-EPOW	1,545	1,950	2,060	2,150	2,222	2,453	2,498	2,503	2,554	2,668	2,841	677	620
Activity Rate (EPOW per 1,000)	237	221	206	199	197	185	182	183	185	189	191	-40	-6
<b>Employed POW</b>	<b>2,330</b>	<b>2,340</b>	<b>2,305</b>	<b>2,410</b>	<b>2,464</b>	<b>2,567</b>	<b>2,754</b>	<b>2,957</b>	<b>3,143</b>	<b>3,320</b>	<b>3,478</b>	<b>134</b>	<b>1,014</b>
Agriculture, forestry	270	245	185	190	195	200	204	206	207	208	208	-75	12
Mining, oil and gas	0	0	0	0	0	0	0	0	0	0	0	0	0
Utilities	35	0	0	0	0	0	0	0	0	0	0	-35	0
Construction	80	150	130	125	126	133	146	160	172	184	195	46	69
Manufacturing	315	175	60	130	131	132	133	133	132	131	129	-184	-1
Wholesale trade	120	70	60	80	76	73	73	72	70	68	65	-44	-11
Retail trade	265	440	345	470	477	483	506	530	548	562	571	212	93
Transportation, warehousing	60	40	70	50	52	57	64	72	79	87	95	-8	42
Information, culture	45	55	70	40	37	37	38	40	41	42	42	-8	5
Finance, insurance	65	130	70	70	75	76	79	82	85	87	88	10	13
Professional business services	80	140	125	110	124	132	144	157	170	182	194	44	70
Other business services	140	110	105	110	107	112	122	133	143	153	161	-33	55
Education	195	190	300	180	207	218	238	260	280	299	316	12	109
Health, social services	145	175	305	215	237	258	290	327	364	403	440	92	203
Arts, entertainment, recreation	40	65	90	65	55	59	64	71	77	83	88	15	33
Accommodation, food	220	135	115	235	205	226	256	291	327	363	400	-15	195
Other services	140	125	130	140	149	156	168	182	194	205	215	9	66
Government	115	95	145	200	210	215	228	242	254	264	271	95	62

Source: Statistics Canada and metroeconomics

## 6.5 Growth Projection Summary

The projections developed for the Municipality of Brighton by *metroeconomics* in support of the Secondary Plan Project suggest a strong future for Brighton.

Currently, the Municipality's total population sits at about 12,500 persons. From 2001 to 2021, the population for the Municipality grew by 2,700, making it the fastest growing member municipality in Northumberland County during that same period. From 2001 to 2021, the Municipality accounted for 41% of the total growth experienced in the County.

However, the economic base for the Municipality has not experienced the same amount of growth. In review of the demographic information, the population growth in the Municipality appears to have been primarily driven by retirees. As well, those in the workforce who have moved to the Municipality commute to other nearby employment centres. Quinte West, Belleville and Cobourg are three major employment centres in proximity to the Municipality which continue to experience employment growth.

Replacing the Baby Boomers in the workforce will be a key factor to consider as the Municipality grows. It is estimated that the population for the Municipality could grow by almost 5,700 people from 2021 to 2051. During this time, most migrants to the Municipality will be aged 20 to 40, and will be replacing the retiring Baby Boomer generation. Through this time, there is also expected to be a strong increase in the school-aged population as families move to the area.

Estimating a rate of three persons per household, it is expected that 1,900 new dwellings could be required in the Municipality. However, as the Baby Boomer generation passes, it is estimated that more likely 1,000 new dwellings will be required in the Municipality.

The Growth Plan, under the *Places to Grow Act* requires Northumberland to grow from 91,000 persons in 2021 to 122,000 by 2051, for a total population increase of 31,000. If the Municipality were to account for 41 percent of Northumberland's growth over that span, as seen in historical data, the total population for the Municipality would grow by almost 13,000.

The projections developed through the Northumberland County MCR however, call for the Municipality's population to grow by less than half that number. It is unclear why a lesser amount of growth was allocated to the Municipality by the County in 2016, being only 7%, and why updated projections continue to restrain the Municipality's growth potential.

## 7.0 Transportation Review

This section summarizes the background review for the existing transportation network within the Municipality of Brighton and SPAs. Additionally, this section highlights relevant County and Municipal transportation policies and information from the following documents:

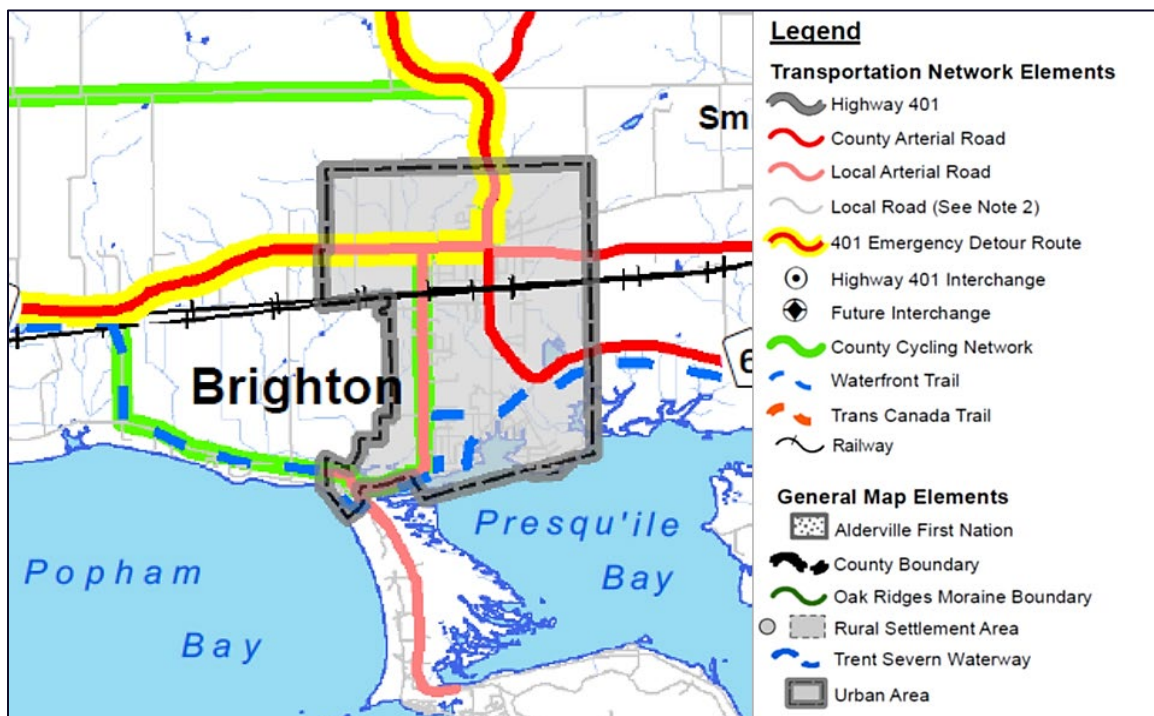
- Northumberland County Official Plan, November 2016;
- County of Northumberland Transportation Master Plan – Final Report, March 2017;
- County of Northumberland Cycling Master Plan, July 2014;
- Brighton Official Plan, Approved by the County of Northumberland on September 23<sup>rd</sup>, 2020; and
- Brighton's Vision for Recreation, Trails and Green Space, September 2010.

### 7.1 Policy and Background Review

#### 7.1.1 Northumberland County Official Plan

Brighton is one of the six urban areas within Northumberland County. Figure 21 is an excerpt from the transportation schedule of the Northumberland County Official Plan (NCOP) which illustrates County arterial roads, local arterial roads, and local roads that service the urban area of Brighton as well as County trails and a cycling network.

**Figure 21– NCOP – Schedule C: Transportation**



The transportation section in the NCOP contains several policies that will inform the development of the transportation schedule for the Secondary Plan. Below is a summary of the relevant policies:

- The NCOP has classified the arterial roads in the road network into County arterial roads (CR) and local arterial roads. The main function of the local arterial roads is to provide connectivity between urban areas, CRs and Highway 401. The local arterial roads are subject to local OPs for general design guidelines.
- For right-of-way and road widening, any road widening to accommodate a development should be at no expense to the County or local municipalities.
- Any development that is adjacent to or impacting a County road is subject to County road policies and entrance standards. In addition, no land development or redevelopment shall be approved close to a County road that is scheduled for improvement until this improvement has been sufficiently designed to determine the land required for such improvement.
- For pedestrians and cycling facilities, the transportation schedule in the OP illustrates that a segment of Waterfront Trail passes east to west through Brighton and a segment of the County cycling network goes through Ontario Street from CR 2 in the north to Presqu'île Provincial Park in the south and through CR 30 to the north, as shown in Figure 21.
- The NCOP emphasizes the development of an interconnected system between active transportation routes and major activities and employment areas and encourages local municipalities to develop pedestrian and cycling facilities that:
  - are safe and convenient
  - provide public access and connections to the shoreline areas
  - are barrier-free for pedestrians
  - ensure the rights and privacy of adjacent landowners
  - exist in urban and rural settlement areas
  - are investigated and present, especially for bike lanes, during the construction or the reconstruction of roads and bridges
- The NCOP also supports and encourages the establishment of multi-purpose multi-season trails that are aesthetically pleasing; partnerships between all stakeholders to operate trails; and the acquisition of lands that can be used for trail systems whenever possible.
- For the rail network, the policies in the NCOP highlight that the County shall work with relevant stakeholders including local governments to establish grade-separated railway crossings whenever possible on major roads and improve existing at-grade

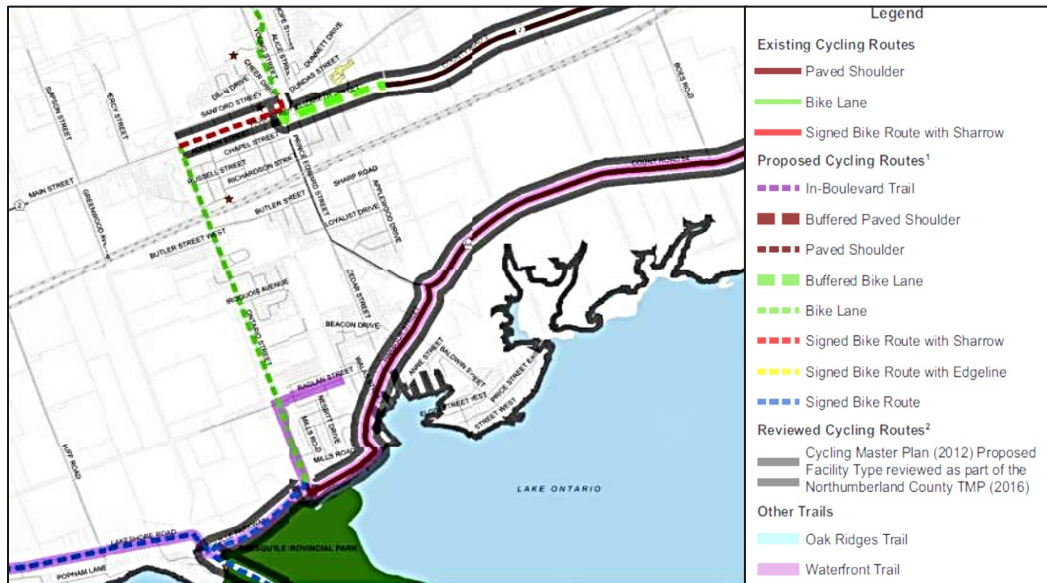
crossings. Industrial uses around railways are encouraged. All developments adjacent to railways are required to implement the recommendations from noise and vibration studies as discussed in the NCOP.

### **7.1.2 County of Northumberland Transportation Master Plan**

The Transportation Master Plan (TMP) is intended to guide the County for transportation-related policies and infrastructure planning. The TMP provides an assessment for several areas within the County including the Municipality of Brighton. The following is a brief summary of information relevant to the Secondary Plan:

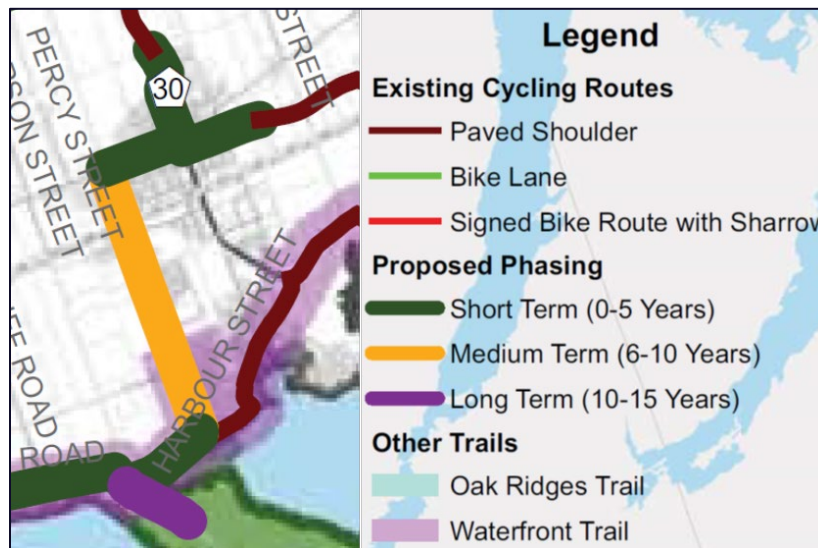
- As per the existing conditions assessment in the TMP, a portion of Highway 401 traffic is diverted to CR 2 through a number of municipalities including Brighton. The diverted traffic from Highway 401 results in congestion in local municipalities and mobility and emergency response issues. Congestion is particularly noticeable on CR 2 when there is a Highway 401 closure.
- The TMP also highlights some local concerns in Brighton about the Emergency Detour Route which is through CR 2 and discusses other alternatives for the EDR to avoid the urban area and pass through Telephone Road.
- According to the TMP, there are no high collision locations identified within Brighton based on collision records from 2007 to 2014.
- From an operational perspective, the TMP identified a group of intersections to have potential operational issues due to the high traffic volumes at these intersections. The results reported in the TMP did not identify any mobility or traffic operation issues at any of Brighton's urban area intersections. However, it was recommended to conduct a traffic signal review every 5 years for the intersection of CR 30 and CR 26, which is located north of the Brighton urban area. It is worth mentioning that this intersection is ranked as the tenth intersection in the top 10 intersections in the County to be potentially signalized. However, the intersection safety improvement priority list did not include any intersections within the SPAs.
- The active transportation strategy presented in the TMP (refer to Figure 22) was developed based on the cycling routes proposed in the County's Cycling Master Plan. However, the facility types were revised based on Ontario Traffic Manual Books 15 and 18.

Figure 22 – NC TMP, Cycling Routes



The TMP recommended the implementation of cycling routes within Brighton’s urban area on CR 30 and CR 2 in the short term (0 – 5 years) and on Ontario Street in the medium term (5 – 10 years) as shown in Figure 23.

Figure 23 – NC TMP, Proposed Implementation Phasing

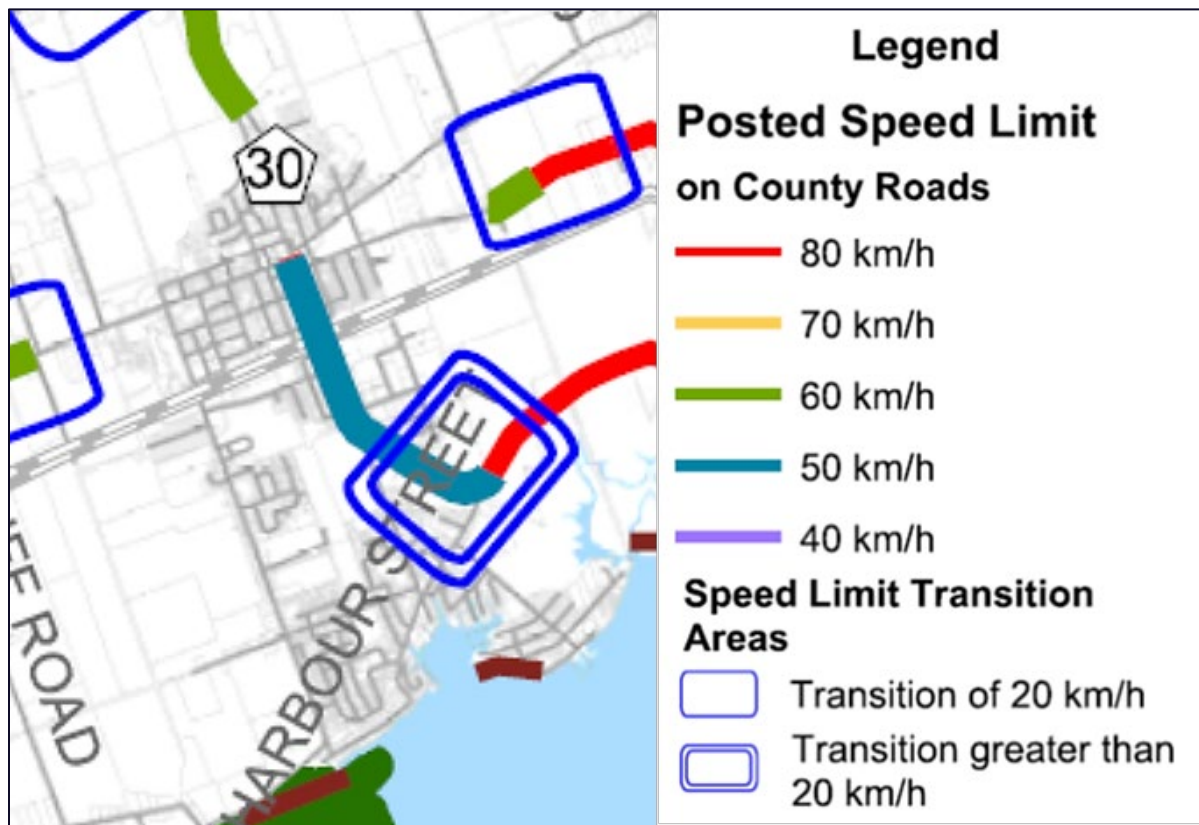


The TMP also highlights that Brighton has a seasonal shuttle bus that operates in July and August, two days a week and it connects Brighton with Presqu’ile Provincial Park. However, municipal staff have advised that the current bus that operates in Brighton does not have a specific schedule or route and is an on-call service. Additionally,

municipal staff have advised that there is a plan to conduct a transit feasibility study for Brighton.

As part of the infrastructure improvements, the TMP recommended revising the speed limit when the transition speed limit is higher than 20 km/h. This is the case on CR 64 at its intersection with Harbour Street and Prince Edward Street where the posted speed limit on Prince Edward and Harbour Street is 50 km/h and on CR 64 is 80 km/h according to the TMP and as shown in Figure 24.

**Figure 24 – NC TMP – Posted Speed Limits on County Roads**



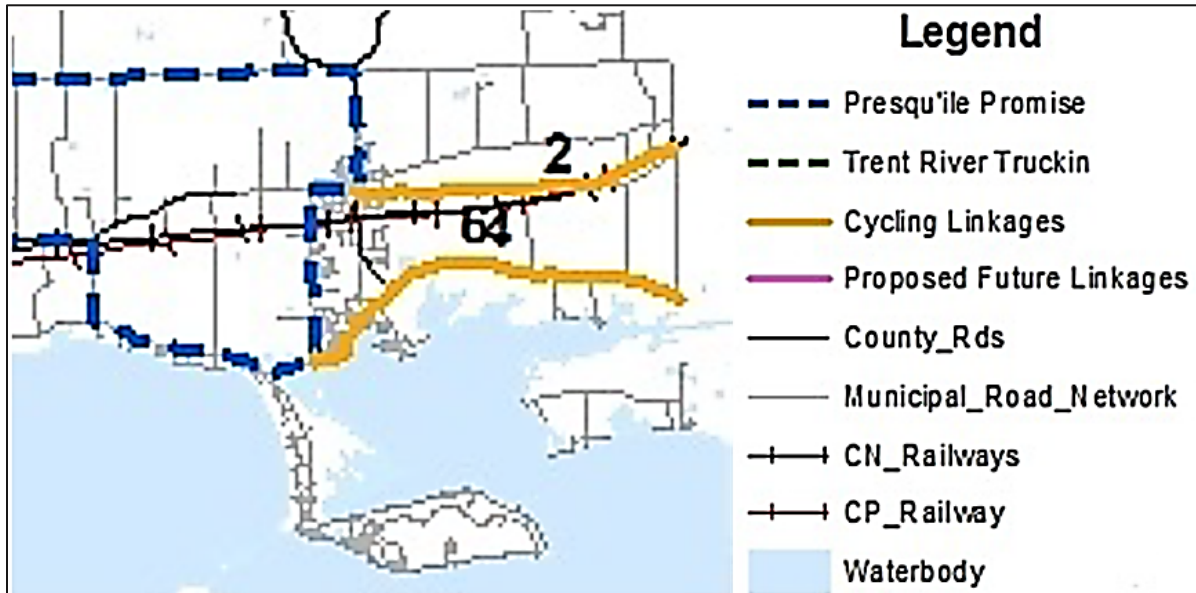
### 7.1.3 County of Northumberland Cycling Master Plan

The County of Northumberland Cycling Master Plan (NC CMP) aims at providing an overall strategy, design guidelines, implementation standards and financing of cycling routes across the County. As illustrated in Figure 25 and Figure 26 below, the Presqu'ile Promise cycling route passes through the Brighton urban area on CR 30 from the north and part of CR 2 and then to the south through Ontario Street. The NC CMP also provides two linkages to the east through CR 2 and CR 64. These linkages are connected to the Presqu'ile Promise cycling route and aim to connect the cycling routes externally to neighboring municipalities (i.e. the City of Quinte West). The linkage on CR 64 is connected to the cycling route through Harbour Street.

Figure 25 – NC CMP – Presqu'ile Promise Cycling Route



Figure 26 – NC CMP – Cycling Linkages within Brighton



The Cycling Plan proposes the following four facility types for routes and linkages:

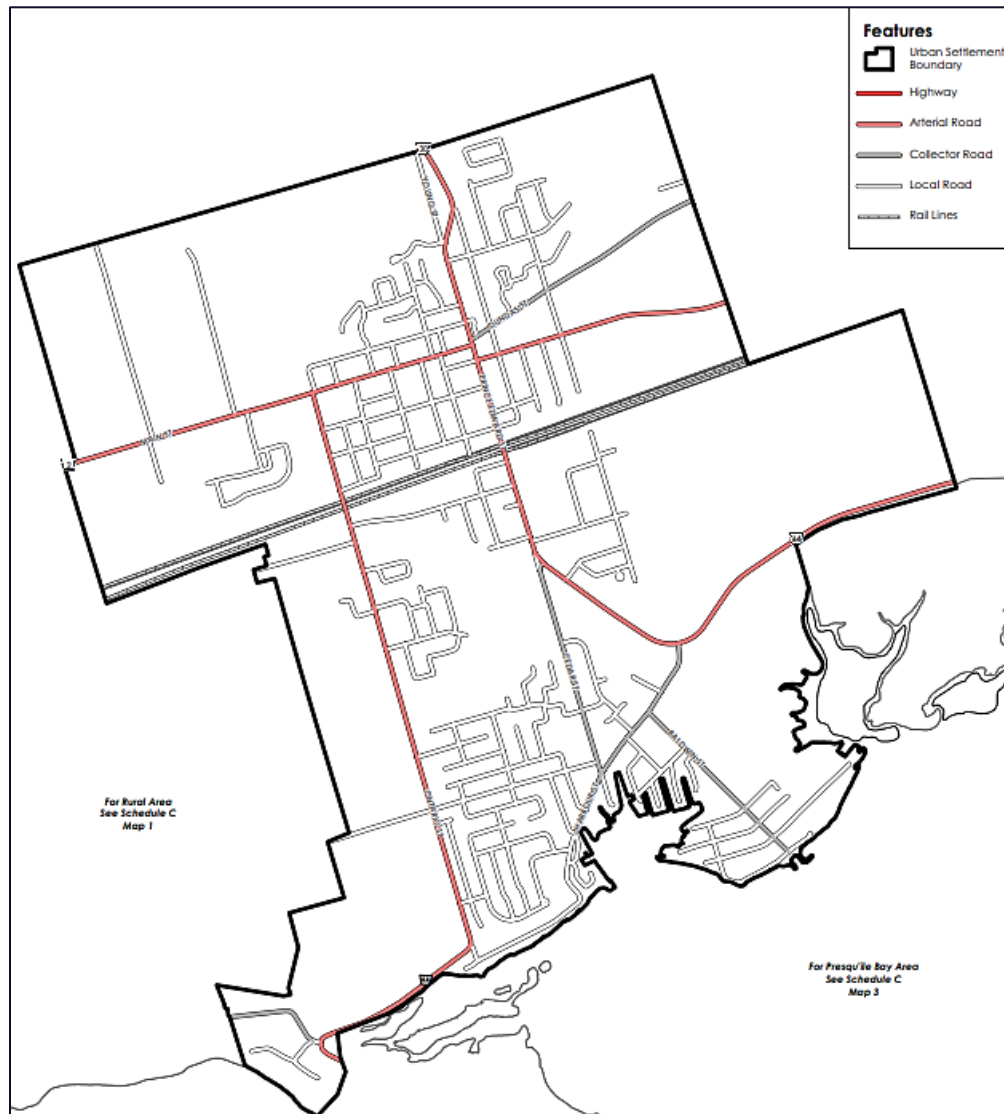
- Signed routes and wide curbs for rural area roads that have low traffic volumes (<1,000 vehicles/day);
- Bike lanes which are on-road lanes adjacent to traffic lanes and reserved for cyclists only;
- Bike paths which are physically separated from traffic lanes and could be within the right-of-way of the road or other corridors that are not served by roads; and
- Multi-use paths that are designed to accommodate different active transportation modes (i.e. pedestrians and cyclists).

The Cycling Plan also presents design guidelines to be used by the County and local municipalities. These design guidelines should be reviewed based on the County's TMP and Ontario Traffic Manual Books 15 and 18 which was published in 2018 (after the completion of the Cycling Master Plan). The Cycling Plan also discusses in detail the signage and pavement markings of the routes including at intersections. The maintenance guidelines in the Cycling Plan highlight the importance of cooperation and coordination between the County's department and various municipalities to maintain high maintenance standards which will ensure facility users' safety.

#### 7.1.4 Municipality of Brighton Official Plan

Although the use of private vehicles is the predominant mode of travel, the Municipality of Brighton Official Plan (OP) acknowledges cycling as an alternative mode of travel that can improve mobility and quality of life in Brighton. The transportation schedule of the Brighton urban area classifies the road network into three categories, namely, arterial roads, collector roads, and local roads as shown in Figure 27. The OP has established several policies for the transportation system which are summarized below:

- Sufficient lands should be conveyed to the appropriate authorities as a condition of the approval of any new development or redevelopment to fulfill road right-of-way width requirements.
- Adequate off-street parking and loading zones are required and sharing access points by similar land uses on arterial and collector roads is encouraged. Also, on-street parking on arterial and collector roads is discouraged.
- The OP encourages active transportation as an alternative mode of travel to link various activities and open space nodes.
- A link-node active transportation system is encouraged to link major pedestrian destinations. The design approach of this system should minimize the potential conflict with other modes of travel and, wherever possible, provide unobstructed pedestrian and cycle paths.
- The active transportation network (e.g. pedestrian and cycling path network) is part of the transportation system. For developments and redevelopments, a dedication of lands as part of the active transportation network is required.
- Multi-use pathways that provide recreation and alternative mode of travel should be developed.

**Figure 27 - Brighton Official Plan – Schedule C: Transportation**

### 7.1.5 Vision for Recreation, Trails, and Green Space

The Vision for Recreational, Trails and Green Space (Vision Report) was developed by Dillon Consulting in 2010 together with various community stakeholders. The Vision Report provided a plan for recreation, green space, and trails in Brighton by presenting relevant strategies, recommendations, and implementation programs. The Vision Report presented trail and cycling route opportunities for the Brighton urban area (attached in Appendix A), which overlaps with the SPAs. The suggested trails and cycling routes connect community facilities, recreation centers, and park facilities with the County's cycling routes and linkages.

Several recommendations were provided in this Vision Report for the Brighton urban area trails, which are summarized below:

- The development of the Butler Creek Trail and extension to Proctor Park on Young Street is identified as a priority.
- Three steps have been recommended for trail development initiatives including the Butler Creek Trail. These steps are:
  - Work with landowners and regulatory agencies to secure any needed lands and identify road-based alternatives whenever needed.
  - Conduct preliminary planning and design feasibility studies.
  - Prepare construction drawings and contract documents for tender.
- Proper signage should be used for multi-use pathways for pathways on Ontario Street and Cedar Street if they were designed to be used as multi-use pathways.
- New development areas should include sidewalks and/or multi-use trails to promote walkability with links to the existing system.
- A preliminary planning and design study is needed to investigate ways to improve the Presqu'ile Parkway section of the Waterfront Trail, from Ontario Street to Presqu'ile Park for pedestrians and cyclists.
- A clear cycling route linking the downtown to the waterfront and Presqu'ile Park should be rationalized and signed using the multi-use pathway and/or on-road routes. This includes the design of a safe pedestrian crossing at the intersection of Ontario Street and Presqu'ile Parkway between the Presqu'ile Parkway trail and the Ontario Street pathway.
- A walking/cycling route should be identified between the Ontario Street Pathway and Proctor Park, using local roads and the sidewalk system with the consideration of planning this route through the historic neighborhoods using signage and/or maps.

## 7.2 Existing and Anticipated Traffic Conditions

In support of the Transportation Review, staff from the Municipality of Brighton provided daily traffic volumes that were collected in 2019. The acquired volumes cover the majority of the road networks within and adjacent to the SPAs. For the purpose of this background review, a high-level traffic condition assessment was conducted for the collector and arterial roads within the SPAs using the Highway Capacity Manual (HCM) 2010 capacity values for urban street facilities as further discussed below.

The HCM provides generalized daily service volume tables as a means to assess a large number of urban streets within a jurisdiction for planning purposes. This method identifies urban streets that need further detailed operational analysis. The HCM provides a number of

values for daily service volumes in Exhibit 16-14 (refer to Table 11), with different combinations of K-factors (the ratio between the peak hour volume and the daily volume) and D-factors (directional distribution). This method does not take into account other important factors such as traffic safety issues or active transportation considerations. Therefore, this method is used here to estimate the capacity of existing roadways within the SPAs.

Based on Exhibit 16-14 in the HCM and for two-lane streets, the daily service volumes are provided for posted speeds of 30 mi/h (~50 km/h) and 45 mi/h (~70 km/h). Based on the daily traffic volumes provided in the exhibition for posted speeds of 30 mi/h, the capacity of arterial County roads is assumed to be equal to the daily service volume at LOS "E", which is 14,900 vehicles/day for a K-factor of 0.11 and D-factor of 0.60. The capacity of collector roads is assumed to be equal to 11,500 vehicles/day based on LOS "D". These values of the capacity are more conservative than the HCM 2010 values as the capacity is usually reached at LOS "F". Based on the values of the K-factor and D-factor, the capacity of arterial roads and collector roads are approximately 980 vehicles/hour/lane and 750 vehicles/hour/lane, respectively. Accordingly, the vehicle to capacity (v/c) ratios can be estimated for the arterial and collector roads within the study area. A v/c ratio higher than 0.70 is considered critical and further detailed traffic operation assessment for the road segment is needed.

**Table 12 - HCM 2010- Chapter 16: Urban Street Facilities**

K-Factor	D-Factor	Two-Lane Streets				Four-Lane Streets				Six-Lane Streets			
		LOS B	LOS C	LOS D	LOS E	LOS B	LOS C	LOS D	LOS E	LOS B	LOS C	LOS D	LOS E
<b>Posted Speed = 30 mi/h</b>													
0.09	0.55	NA	5.9	15.4	19.9	NA	11.3	31.4	37.9	NA	16.3	46.4	54.3
	0.60	NA	5.4	14.1	18.3	NA	10.3	28.8	34.8	NA	15.0	42.5	49.8
0.10	0.55	NA	5.3	13.8	17.9	NA	10.1	28.2	34.1	NA	14.7	41.8	48.9
	0.60	NA	4.8	12.7	16.4	NA	9.3	25.9	31.3	NA	13.5	38.3	44.8
0.11	0.55	NA	4.8	12.6	16.3	NA	9.2	25.7	31.0	NA	13.4	38.0	44.5
	0.60	NA	4.4	11.5	14.9	NA	8.4	23.5	28.4	NA	12.2	34.8	40.8
<b>Posted Speed = 45 mi/h</b>													
0.09	0.55	NA	10.3	18.6	19.9	NA	21.4	37.2	37.9	NA	31.9	54.0	54.3
	0.60	NA	9.4	17.1	18.3	NA	19.6	34.1	34.8	NA	29.2	49.5	49.8
0.10	0.55	NA	9.3	16.8	17.9	NA	19.3	33.5	34.1	NA	28.7	48.6	48.9
	0.60	NA	8.5	15.4	16.4	NA	17.7	30.7	31.3	NA	26.3	44.5	44.8
0.11	0.55	NA	8.4	15.3	16.3	NA	17.5	30.5	31.0	NA	26.1	44.2	44.4
	0.60	NA	7.7	14.0	14.9	NA	16.1	27.9	28.4	NA	23.9	40.5	40.7

**Exhibit 16-14**  
Generalized Daily Service Volumes for Urban Street Facilities (1,000 veh/day)

Notes: NA = not applicable; LOS cannot be achieved with the stated assumptions.  
 General assumptions include no roundabouts or all-way stop-controlled intersections along the facility; coordinated, semi-actuated traffic signals; arrival type 4; 120-s cycle time; protected left-turn phases; 0.45 weighted average *g/C* ratio; exclusive left-turn lanes with adequate queue storage provided at traffic signals; no exclusive right-turn lanes provided; no restrictive median; 2-mi facility length; 10% of traffic turns left and 10% turns right at each traffic signal; peak hour factor = 0.92; and base saturation flow rate = 1,900 pc/h/ln.  
 Additional assumptions for 30-mi/h facilities: signal spacing = 1,050 ft and 20 access points/mi.  
 Additional assumptions for 45-mi/h facilities: signal spacing = 1,500 ft and 10 access points/mi.

Based on the road network data that was shared by the municipal staff, the data included four classes; namely, class 3, 4, 5, and 6, and speed limits on most of the roads. Based on this classification, it is assumed that classes 3 and 4 are arterials, while classes 5 and 6 are collectors and local roads.

The assessment was carried out for the available volume data (2019) and two possible traffic growth scenarios for the existing conditions only (i.e. without considering any approved/planned/on-going development applications). The conservative scenario depends on annual traffic growth of 3.5%, while the anticipated scenario depend on annual traffic growth of 1.26%. AS discussed earlier in this report, the estimate is based on the anticipated population growth of about 18,200 per capita by 2051. Accordingly, Table 13 illustrates the estimated daily volumes and the corresponding v/c ratios for the two assumed scenarios based on a capacity of 980 vehicles/h/lane.

**Table 13 – 10-Years Growth Scenarios – Arterial Roads**

Road Name	Class	Speed Limit (km/h)	2019		2032 (conservative scenario)		2032 (anticipated scenario)	
			Hourly Volume*	v/c	Hourly Volume	v/c	Hourly Volume	v/c
BOES ROAD	3	80	115	0.117	179	0.183	135	0.138
COUNTY ROAD 30	3	60/80	295	0.301	462	0.471	347	0.354
COUNTY ROAD 64	3	80	155	0.158	242	0.247	182	0.186
ELIZABETH STREET	3	40	731	<b>0.745</b>	1143	<b>1.166</b>	860	<b>0.877</b>
MAIN STREET	3	50/60	432	0.440	675	0.689	508	0.518
YOUNG STREET	4	50	450	0.459	704	<b>0.718</b>	529	0.540
SCRIVER ROAD	4	60/80	17	0.017	26	0.027	20	0.020

\*Hourly Volume = Daily Volume \* K-factor \* D-factor

**Table 14 – 25-Years Growth Scenarios – Arterial Roads**

Road Name	Class	Speed Limit (km/h)	2047 (conservative scenario)		2047 (anticipated scenario)	
			Hourly Volume	v/c	Hourly Volume	v/c
BOES ROAD	3	80	300	0.306	151	0.154
COUNTY ROAD 30	3	60/80	774	<b>0.789</b>	390	0.398
COUNTY ROAD 64	3	80	405	0.413	204	0.208
ELIZABETH STREET	3	40	1914	<b>1.953</b>	965	<b>0.985</b>
MAIN STREET	3	50/60	1131	<b>1.154</b>	570	0.582
YOUNG STREET	4	50	1179	<b>1.203</b>	594	0.607
SCRIVER ROAD	4	60/80	44	0.045	22	0.023

\*Hourly Volume = Daily Volume \* K-factor \* D-factor

As shown in Table 13 and based on the criteria discussed above, Elizabeth Street is consistently scoring a v/c ratio higher than 0.70 for all of the 10 year scenarios. Also, Young Street (CR 30) is anticipated to slightly exceed 0.70 in the conservative scenario. Otherwise, the v/c ratios on the road network within the study area are below 0.70, which reflects an acceptable traffic operation level based on the existing conditions and the current land uses. For a 25-year growth scenario and as shown in Table 14, Elizabeth Street, Young Street, Main Street and CR 30 will score higher than 0.70 for the conservative scenario, while Elizabeth Street only will score higher than 0.70 for the anticipated scenario.

Similarly, Table 15 and Table 16 below illustrate the estimated daily volumes and the corresponding v/c ratios for the two assumed scenarios based on a capacity of 750 vehicles/hour/lane after 10-years and 25-years, respectively. As illustrated, it is anticipated that all the analyzed collector and local roads will operate at acceptable levels (v/c ratios are less than 0.70) based on the existing roadway network characteristics and current land uses. The data also notes that Georgina Street has a speed limit transition of more than 20 km/h. As discussed previously, speed limit transition areas should not be more than 20 km/h.

**Table 15 – 10-years Growth Scenarios for Collector and Local Roads**

Road Name	Class	Speed Limit (km/h)	2019		2032 (conservative scenario)		2032 (anticipated scenario)	
			Hourly Volume*	v/c	Hourly Volume	v/c	Hourly Volume	v/c
BONN ROAD	5	60	4	0.005	6	0.008	4	0.006
DUNDAS STREET	5	40	64	0.085	100	0.133	75	0.100
GEORGINA STREET	6	50/80	12	0.016	19	0.026	14	0.019
HARBOUR STREET	5	40	86	0.115	134	0.179	101	0.135
ONTARIO STREET	5	50	140	0.187	220	0.293	165	0.220
PERCY STREET	6	50	12	0.015	18	0.024	14	0.018
RAGLAN STREET	5	40	53	0.070	82	0.110	62	0.083
SIMPSON STREET	6	50	7	0.009	11	0.014	8	0.011
SMITH STREET	6	50	30	0.040	47	0.063	36	0.048
WHITES ROAD	5	60	32	0.043	50	0.067	38	0.050

\*Hourly Volume = Daily Volume \* K-factor \* D-factor

**Table 16 – 25-years Growth Scenarios for Collector and Local Roads**

Road Name	Class	Speed Limit (km/h)	2047 (conservative scenario)		2047 (anticipated scenario)	
			Hourly Volume	v/c	Hourly Volume	v/c
-	-	-				
BONN ROAD	5	60	10	0.013	5	0.007
DUNDAS STREET	5	40	167	0.223	90	0.121
GEORGINA STREET	6	50/80	32	0.043	17	0.023
HARBOUR STREET	5	40	225	0.300	122	0.163
ONTARIO STREET	5	50	368	0.490	199	0.266
PERCY STREET	6	50	30	0.040	16	0.022
RAGLAN STREET	5	40	138	0.184	75	0.100
SIMPSON STREET	6	50	18	0.024	10	0.013
SMITH STREET	6	50	79	0.106	43	0.057
WHITES ROAD	5	60	84	0.112	45	0.060

\*Hourly Volume = Daily Volume \* K-factor \* D-factor

### 7.3 Secondary Plan Area Traffic Considerations

The aforementioned review highlighted the importance of the interconnectedness of transportation and land uses, with great emphasis on the existing and future cycling network within the urban area of Brighton.

The County's TMP did not identify any specific intersections within or adjacent to the boundary of Brighton's urban area where there may be safety or mobility issues (e.g. the intersection of CR 30 and CR 26). However, according to the TMP, there is a speed limit transition issue (more than 20 km/hr transition in speed limit) from Prince Edward Street to CR 64, and on Georgina Street.

Based on the available traffic data, the background traffic conditions (i.e. existing conditions without consideration of the approved/planned/on-going development applications) were projected for the next 10 and 25 years according to the HCM 2010 assumptions. For the anticipated annual growth scenario after 10- and 25-years, Elizabeth Street has consistently scored a v/c ratio higher than 0.70. This indicates that, regardless of any future development, Elizabeth Street will experience a considerable increase in traffic volume that will exceed its traffic capacity. Impacts of this anticipated increase in traffic volumes will be considered specifically in the development of plans for policies for the Northeast and Northwest SPAs, and surrounding UFAs.

As well, as noted herein, Young Street is anticipated to have a slight deterioration in the v/c ratio after 10 years and more noticeable congestion after 25 years in the conservative scenario. Moreover, Main Street and CR 30 are anticipated to score v/c ratios more than 0.70 after 25 years with different magnitudes in the conservative scenario. Hence, it is also

anticipated that both roads, especially Main Street, may have an increase in noticeable congestion after 25 years. The planning of the SPAs as such will need to consider these anticipated traffic considerations and ensure that the planned development patterns for the SPAs do not further aggravate or otherwise serve to improve traffic conditions.

The following is a summary of the transportation review of each SPA. Areas of concerns and potential improvements will be discussed in Phase 2 of this project.

### **Northeast Secondary Plan Area**

- Elizabeth Street (arterial road) has a mobility issue that will be consistent over the analysis horizon (25 years) based on the existing condition and regardless of any future developments in this area or any other areas.
- This area is connected to the cycling network through CR 2/Elizabeth Street and Dundas Street (collector road) via on-road cycling routes.
- A connection to the cycling network in the north of Dundas Street in this area should be considered (i.e. to CR 30).

### **Northwest Secondary Plan Area**

- Main Street (arterial road) may have a mobility issues in the future (i.e. after 25 years) given the existing conditions and regardless of any developments in this area in the future.
- According to the Brighton OP, there is no collector roads in this area and only CR 2/Main Street, which is an arterial road, passes through it in the east-west direction.
- This area has a potential multiuse paths and cycling on-road routes that connects to the Brighton Urban Area cycling network. East-west multiuse paths/cycling routes should be considered for better connectivity.
- Multiuse paths/cycling routes should be considered south of Main Street.

### **Southwest Secondary Plan Area**

- Presqu'ile Parkway is an arterial road according to the Brighton OP and it passes in the south of this area and Ontario Street passes on the east limit of this area and no collector roads exist.
- For active transportation, this area is only serviced by Presqu'ile Parkway on road cycling route. Other cycling on road routes/multiuse trails should be considered for better connectivity.
- Multiuse paths/cycling routes should be considered south of Raglan Street.

## Urban Fringe Areas

- The Southwestern UFA in particular lacks both collector and arterial roads to serve the future traffic needs of the area and future connections to the existing road network.
- The Northwestern and Northeastern UFAs have some linkages to existing arterial and collector roads.
- For active transportation, most of the UFAs have potential for on road cycling routes, while other areas (e.g. south of the railway and east of Ontario Street) do not have any planned cycling routes.

## 8.0 Servicing Review

This section summarizes the background review of sanitary and water servicing reports related to the proposed SPAs. Specifically, information relating to the existing conditions and infrastructure. Once further planning and design of the SPAs has been established, additional specific servicing analyses will be completed to support the related Secondary Plan policies.

### 8.1 Policy and Background Review

In preparation of this Background Report, the servicing policies and hierarchies established in the PPS, Growth Plan, NCOP and Municipality of Brighton OP were reviewed. In addition to these policy documents, the following reports and studies were provided by the Municipality and reviewed as part of this Background Report:

- 2021 Wastewater Pollution Control Plant Annual Report, March 2, 2022
- 2021 Annual Brighton Springs Drinking Water System Report
- Municipality of Brighton Asset Management Plan, 2013
- Transportation and Servicing Study and supporting Technical Memoranda prepared by iTrans and MacViro, 2006

As noted in the RFP, the Municipality is concurrently completing updated water and sanitary sewer modelling for the existing infrastructure. The results from those studies will be incorporated in the analysis for the Draft Secondary Plan policies with respect to effective management and allocation of servicing capacity.

All future servicing infrastructure shall be designed in accordance with the regulations and guidelines published by the Ministry of the Environment, Conservation and Parks (MECP) and the most current version of the Engineering Design Guidelines for the Municipality of Brighton.

## 8.2 Existing Sanitary Servicing

The 2021 Wastewater Pollution Control Plant Annual Report documents Brighton's Water Pollution Control Plant (WPCP) as servicing a population of approximately 7,000, as well as Presqu'ile Provincial Park. The WPCP is classified as a Class 1 treatment facility that operates under amended Environmental Compliance Approval (ECA) Number 3644-BWXRNN, issued by the Ontario Ministry of the Environment Conservation Parks (MECP) January 12, 2021 and the Harbour Street Sewage Pumping Station governed by ECA number A-500-1122249878 issued on August 25, 2021. The Wastewater Collection System (WWCS) is designated as Class II subsystem.

The WPCP is located at 100 County Road 64. Wastewater collected from the serviced area of the Municipality passes through four treatment components at the WPCP, in the order listed below:

- A 0.7-hectare aerated cell (Lagoon #1) with two mechanical surface aerators (15 hp), and five aspirating aerators (three 10 hp, and two 25 hp).
- A chemical mixing chamber where ferric chloride is added.
- A 5.44-hectare waste stabilization pond (Lagoon #2) with three baffles.
- A two-celled constructed wetland having a total surface area of 6.2 hectares. The effluent from the constructed wetland is discharged continuously into a natural wetland that borders Presqu'ile Bay, which is located off the northeast shore of Lake Ontario.

There are three (3) trunk sewer crossings of the CN / CP rail lines:

- Ontario Street – 600 mm diameter
- Prince Edward Street – 300 mm diameter
- Pinnacle Street – 300 mm diameter

A portion of the sewage flows are conveyed by gravity directly to the WPCP. Flows from Lakehurst are pumped via a 50 mm diameter forcemain to the 150 mm diameter forcemain to the Harbour Street Pumping Station from the Presqu'ile Park Pumping Station. The balance of the Municipality drains by gravity to the Harbour Street Pumping Station and flows are pumped to the WPCP via a 300 mm diameter and a 350 mm diameter forcemain.

Figure 28 illustrates the existing sewage network as it relates to the Secondary Plan Areas.

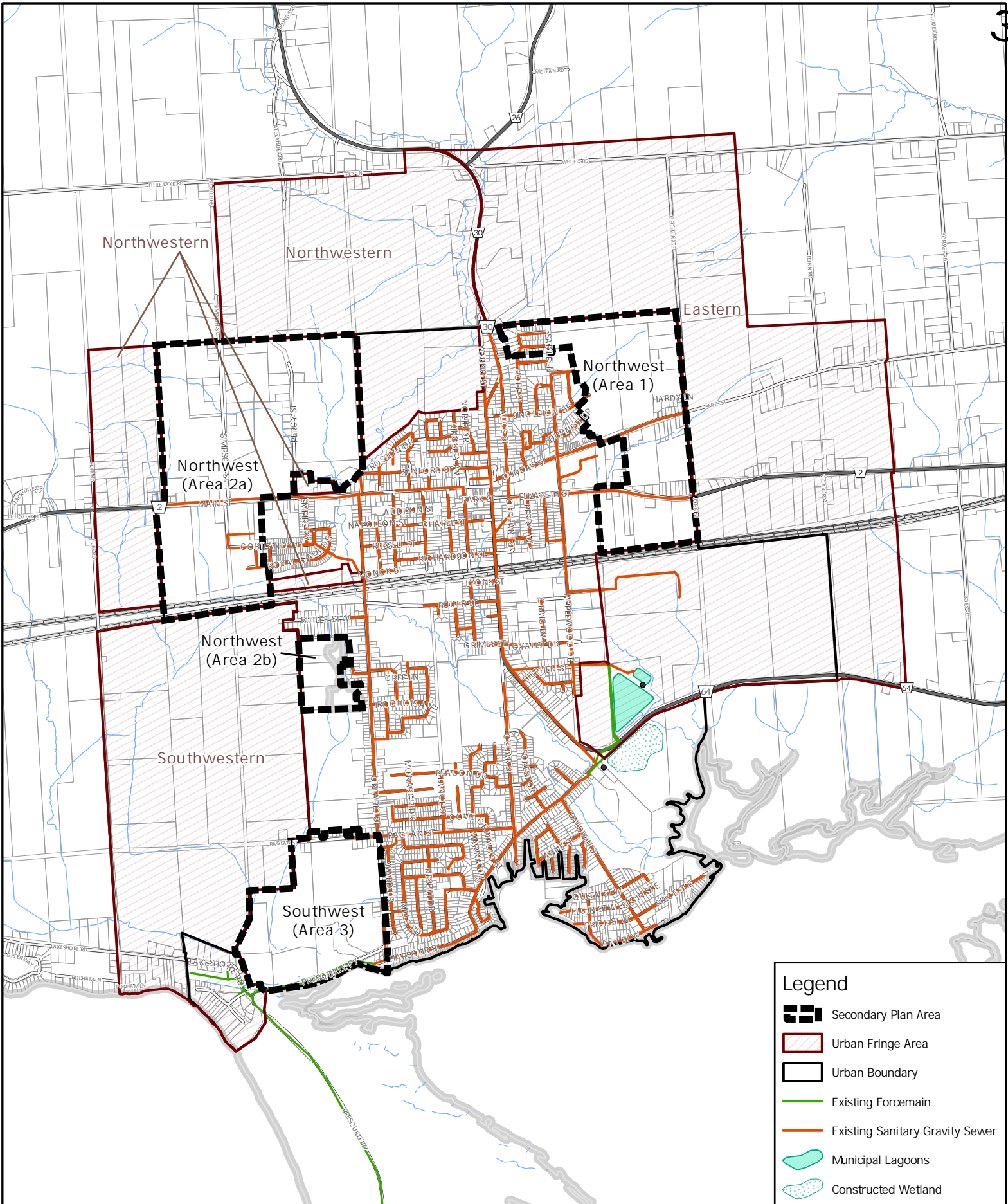


Figure 28- Existing **Sanitary Service** Infrastructure

September, 2022

The ECA stipulates that the rated flow capacity of the WPCP is a yearly average of 4,600 m<sup>3</sup>/day. The 2021 Annual Report notes the average flow for 2021 was 2,664 m<sup>3</sup>/day, which represents 58% of the rated flow capacity.

### 8.3 Existing Water Servicing

The 2021 Annual Brighton Springs Drinking Water System Report documents the Brighton Springs Drinking Water System, located at 406 County Road 26, is a Class III Water Distribution & Supply subsystem. The Drinking Water System (DWS) is governed by Drinking Water Works Permit (DWWP) #135-201 issued on May 21, 2020, and Municipal Drinking Water License (MDWL) #135-101 issued on May 21, 2020.

The facility is designated as a Groundwater raw water supply (not Groundwater Under the Direct Influence of surface water/GUDI). Water is supplied via three production wells. Each well is approximately 40 m deep with a submersible well pump rated to produce 24.9 L/s at TDH of 18.5 m. The Municipality is permitted to take water from all three Production Wells at rates up to 1,494 L/min (or 24.9 L/s) for a total daily taking of 6,453,960 L/day. Treatment consists of chlorine disinfection of the water supply through two interconnected baffled reservoirs. The reservoirs have a combined capacity of 5,600 m<sup>3</sup>. Emergency Power is supplied through an 80 kW, pad-mounted outdoor standby generator. A Chlorine Booster/Pressure monitoring station is located at the entrance to Presqu'île Provincial Park. The Distribution System also has four Pressure Reducing Valves, and two Pressure Booster Stations, Lakeview Heights Booster Station, and Dundas Street Booster Pumping Station. Each of the Booster Pumping Stations are located near the north-end of the water distribution system to supplement system pressure.

Water is gravity-fed to residents in Brighton via a single 600 mm transmission watermain that runs along County Road 26 then southerly along County Road 30. The distribution system provides drinking water to approximately 7,000 customers, and Presqu'île Provincial Park, through a network of watermain varying in size from 50 to 600 mm.

Figure 29 illustrates the existing water network as it relates to the SPAs.

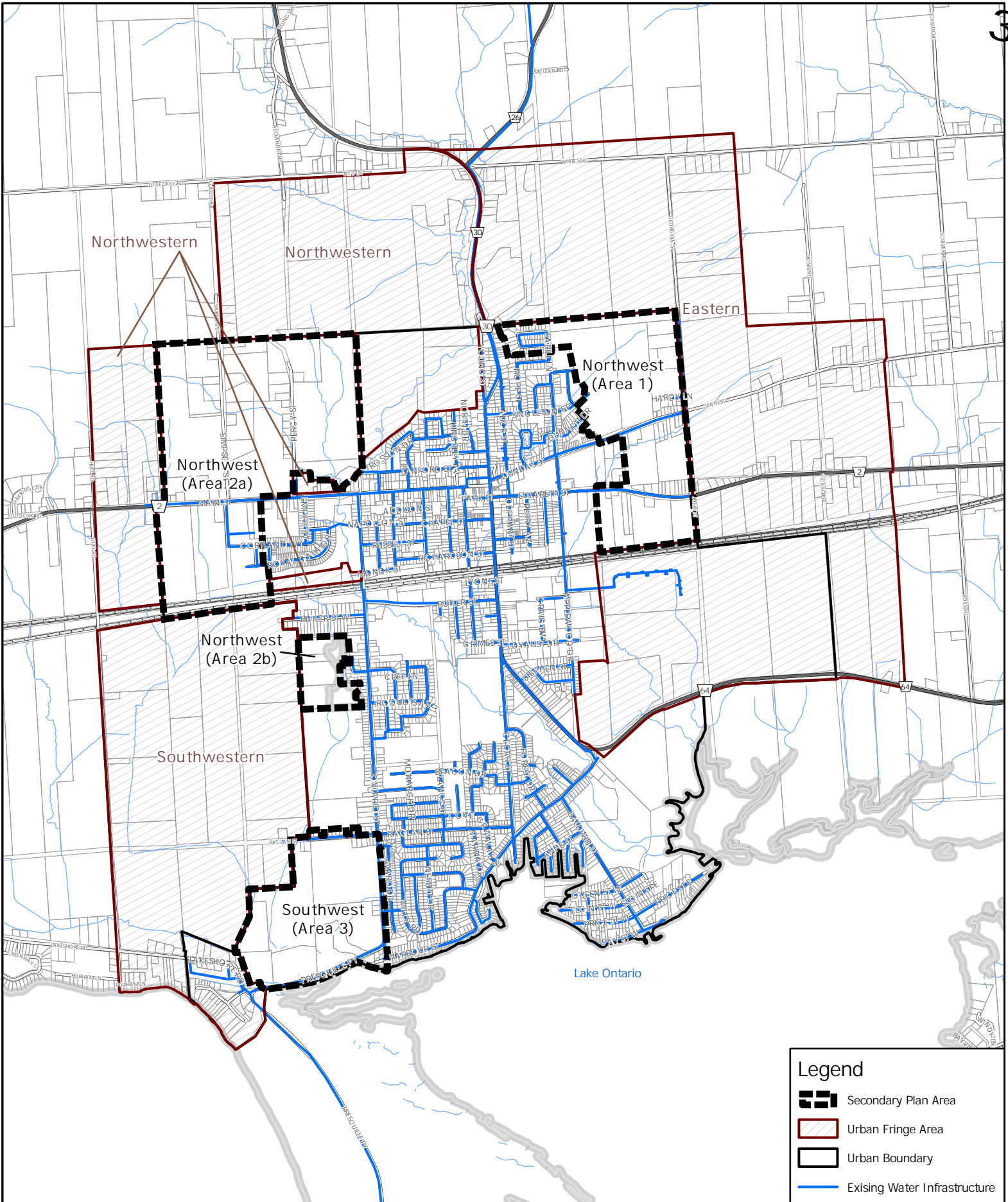


Figure 29- Existing Water Supply Infrastructure

September, 2022

The 2021 Annual Report notes the maximum daily taking for 2021 of 4,306.9 m<sup>3</sup>/day. This Peak Daily Flow accounts for 67% of the Maximum Allowable Taking. The Annual Average Daily Flow was 2,408.6 m<sup>3</sup>/day during the Reporting Period. Condition 1.1 of the MDWL states that, "the maximum daily volume of treated water that flows from the treatment subsystem to the distribution system, shall not exceed 6,454 m<sup>3</sup>/day". The measured Annual Average Daily Flow accounts for 37% of this Rated Capacity.

In order to evaluate options to increase the Rated Capacity of the DWS, Council has approved the initiation of a Class EA to support future growth opportunities. The results of the Class EA were not available at the time of this report.

#### **8.4 Secondary Plan Area Servicing Considerations**

The 2006 Transportation and Servicing Study (Study) indicates that the sanitary collection is sufficiently sized to accommodate both the existing serviced area, as well as future growth. The forthcoming sanitary modeling will validate and quantify the surplus capacity within the existing system.

It is expected, and will be confirmed by the concurrent water modeling of the existing system, that some of the SPAs will not be able to be serviced simply by extending the existing infrastructure. It is expected that new pressure zones will be created for the areas with higher elevation.

Potential infrastructure improvements / expansions required to adequately service the proposed SPAs and UFAs are as follows:

##### **Northeast Secondary Plan Area**

- Extension of local sewers, as required.
- Plan drainage areas to optimize surplus capacity in existing trunk sewers. Twinning or trunk expansion may be required.
- The future development area would be limited by the surplus capacity in the 300 mm diameter crossing of the CN / CP at Pinnacle Street without constructing a new crossing (at the same location or further east).
- Future expansion of Brighton WPCP for additional flows, as required.
- Expansion of local watermain, as required.
- Installation of expanded pumping capacity would be required at the water treatment plant to include separate pumping facilities. Construction of a new feedermain.
- Connections to the existing watermains along Dundas Street and Elizabeth Street would eliminate the need for the existing booster pumping station located on Dundas Street.
- Installation of additional well capacity, as required.

### **Northwest Secondary Plan Area**

- Extension of local sewers, as required.
- Expansion of Brighton WPCP for additional flows, as required.
- Expansion of local watermain, as required.
- Installation of expanded pumping capacity would be required at the water treatment plant to include separate pumping facilities. Construction of a new feedermain.
- Installation of additional well capacity, as required.

### **Southwest Secondary Plan Area**

- Extension of local and trunk sewers, as required.
- Wastewater would have to be collected and pumped from a pumping station to the existing trunk sewers.
- The drainage area would be limited to the surplus capacity of the Harbour Street Pumping Station or the pumping station capacity would need to be increased.
- Expansion of Brighton WPCP for additional flows, as required.
- Expansion of local watermain, as required.
- Installation of additional well capacity, as required.

## **8.5 Utilities**

Utilities provided to the Municipality are serviced by Bell Canada, Cogeco, Union Gas and Hydro One.

Required upgrades to existing utility infrastructure will be reviewed and designed by the respective utility once sufficient land use and density information can be provided to them for evaluation.

All non-municipal utilities shall be in a joint utility trench, unless otherwise approved. The location of utilities within the road allowance shall be as per the Municipality of Brighton Standard Drawings.

## 9.0 Stormwater Management

This section summarizes the background review of the drainage and stormwater management (SWM) reports related to the proposed SPAs and UFAs. Specifically, information relating to the existing conditions and existing infrastructure. Once the SPAs have been further established, additional specific drainage and stormwater management analyses will be completed to support the related Secondary Plan policies.

### 9.1 Policy and Background Review

The SWM policies of the PPS, Growth Plan, NCOP and OP have been reviewed in preparation of this Background Report. In addition, the following documents were provided by the Municipality and reviewed as part of the drainage and stormwater management assessment in preparation of this Background Report:

- Municipality of Brighton Stormwater Master Plan, February 2019
- Engineering Design Guidelines for the Municipality of Brighton, May 29, 2018
- Lower Trent Region Conservation Authority Stormwater Management Technical Guidelines, December 2020

It is noted that the Stormwater Master Plan included an evaluation of the Municipality's existing storm sewer network, based on detailed hydrologic and hydraulic modelling. This modelling data was not available for review in the preparation of this Background Report. However, the analysis summary and recommendations provided within Stormwater Master Plan have been considered.

All future storm servicing infrastructure shall be designed in accordance with the regulations and guidelines published by the Ministry of the Environment, Conservation and Parks (MECP) the most current version of the Engineering Design Guidelines for the Municipality of Brighton and the Lower Trent Conservation Authority (LTC) Stormwater Management Technical Guidelines.

#### 9.1.1 Stormwater Design Policy Considerations

The objectives of stormwater management for development with the Municipality of Brighton are identified in Section 2.3.12 of the Brighton Official Plan:

*"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."*

Furthermore, the SWM design criteria for development within the Lower Trent Conservation Watershed area are identified in Section 2.5 of the LTC SWM Technical Guidelines:

- For quantity control, the minimum requirement is that post-development flow is restricted to pre-development peaks;
- For erosion control, the minimum requirement is that runoff from a 25 mm storm is detained for 24 hours;
- For water quality control, outflow from SWM facilities should attempt to achieve enhanced level requirements (80% removal of total suspended solids);
- SWM facilities should incorporate measures to provide enhanced water quality control and reduce temperature of water discharging to sensitive receiving watercourses;
- In some cases, Water Balance assessments may be required and include mitigation measures, attempting to achieve pre-development water balance.
- Climate change impacts should also be considered.

Finally, utilization of a treatment train approach to SWM in conjunction with non-structural alternatives was recommended as the preferred alternative in the Brighton SWM Master Plan in order to:

- Reduce Flood Risk and Increase Resiliency to Climate Change;
- Reduce Future Maintenance;
- Protect Streams, Wetland, and Presqui'le Bay from Stormwater Impacts; and
- Improve Public Safety

Implementation of this approach is dependent on a number of feasibility constraints including shallow groundwater, high lake levels, limited space, lack of flat roofed buildings and clay soils, which will need to be confirmed within each SPA.

As such, the SWM policies established within each SPA and the UFAs must provide consideration for the municipality's overall stormwater objectives, the applicable watershed design criteria and use of a treatment train approach, where feasible.

## **9.2 Existing Drainage and Stormwater Features**

According to the Brighton SWM Master Plan, the municipality owns and maintains at least ten SWM Facilities and six Oil-Grit Separators. These SWM features have primarily been constructed to support recent land development projects and treat stormwater runoff for approximately 17% of the built-up portion of the Brighton Urban area. A summary of Brighton's current SWM features, as presented in the Brighton SWM Master Plan, is provided in Table 16.

**Table 17 - Existing Drainage and Stormwater Features**

Type	Quantity	Purpose
Wet Ponds	6*	Slow down runoff and remove pollutants
Dry Ponds	1*	
Constructed Wetland	1**	
Subsurface Infiltration/Storage	2	Maintain water balance, slow down runoff, and remove pollutants
Oil Grit Separators (Table 5)	6	Remove urban pollutants
Storm Sewer	36 km	Safely convey runoff away from roads and structures <sup>2</sup>
Manholes	243	
Inlets <sup>1</sup>	907	
Outfalls	37	
Culverts	5.8 km	
Ditches & Rear Yard Swales <sup>3</sup>	Unknown	
Roof Water Leader Connections	Unknown	
Foundation Drain Connections	Unknown	

<sup>1</sup> Includes catchbasins, double catchbasins, catchbasin manholes, and ditch inlets.

<sup>2</sup> The conveyance systems have been sized for minor and/or major events depending on their location.

<sup>3</sup> Includes constructed channel south and east of Tackaberry Ridge Pond.

\*Tackaberry Ridge wet pond & Forest Hill (wet and dry) ponds have not yet been assumed by the Municipality.

\*\*Brighton by the Bay Wetland.

There are four subwatershed boundaries identified within the Township as illustrated on Figure 17 of the Brighton SWM Master Plan. These subwatershed areas include Arena Creek, Butler Creek, Unnamed Creek and the Lakeshore watershed area. Based on existing topography, runoff from most of the SPAs is directed to more than one subwatershed and therefore allowances for multiple outlet locations must be provided within each SPA. Stormwater runoff within the UFAs is also distributed across multiple subwatersheds, which may necessitate site-specific outlet considerations.

An extensive storm sewer network conveys urban runoff within these subwatershed areas to main tributaries of each watercourse or directly to Presqu'ile Bay. Figure 19 of the Brighton SWM Master Plan identifies stormwater quantity and quality control issues with the existing storm sewer network and overland conveyance system that should be considered in the development of the Secondary Plan polices to ensure that existing issues are not exacerbated.

Very limited hydrogeology information was available within the background information provided. The SWM Master Plan provides commentary on groundwater levels within developed watersheds and hydrogeology investigations for recent applications developments were provided by the municipality, where available. However, extrapolating this information within developed areas to the SPAs and UFAs should be done cautiously as groundwater characteristics can vary significantly from one location to another. In order to

incorporate infiltration within a treatment train approach to SWM, a minimum separation of 1.0 m is required to the seasonally high groundwater level. As such, collecting additional hydrogeology information within the SPAs is recommended to inform specific SWM policies. Furthermore, each SPA and UFA SWM policy should include requirements for conducting site specific hydrogeology investigations and consideration for both a preferred (low impact development) and acceptable (end-of-pipe) SWM designs, depending on whether sufficient groundwater separation can be provided.

### **9.3 Secondary Plan Areas Stormwater Considerations**

A summary of the stormwater characteristics, collected from available background information, is provided below for each SPA. These characteristics inform the considerations for future SWM planning within the SPAs. In the characteristics provided below, watershed boundaries were estimated based on LiDAR topography data and soil types were determined from the Ontario Agricultural Information Atlas.

#### **Northeast Secondary Plan Area**

- Primarily drains to the Arena Creek subwatershed.
- Existing stormwater ponds are located within the SPA, identified as the Forest Hill Dry Pond and Forest Hill Wet Pond.
- Existing storm sewer servicing is provided along Dundas Street.
- Soil types are primarily Sandy Loam and Loam which are well draining soils that would be suitable for infiltration, with small pockets of clay loam near the middle of the SPA.
- Hydrogeology information was not available to confirm groundwater elevations.
- Quantity and Quality Controls are anticipated to be required.
- Additional storm servicing is anticipated within the proposed roadway network.

#### **Northwest Secondary Plan Area**

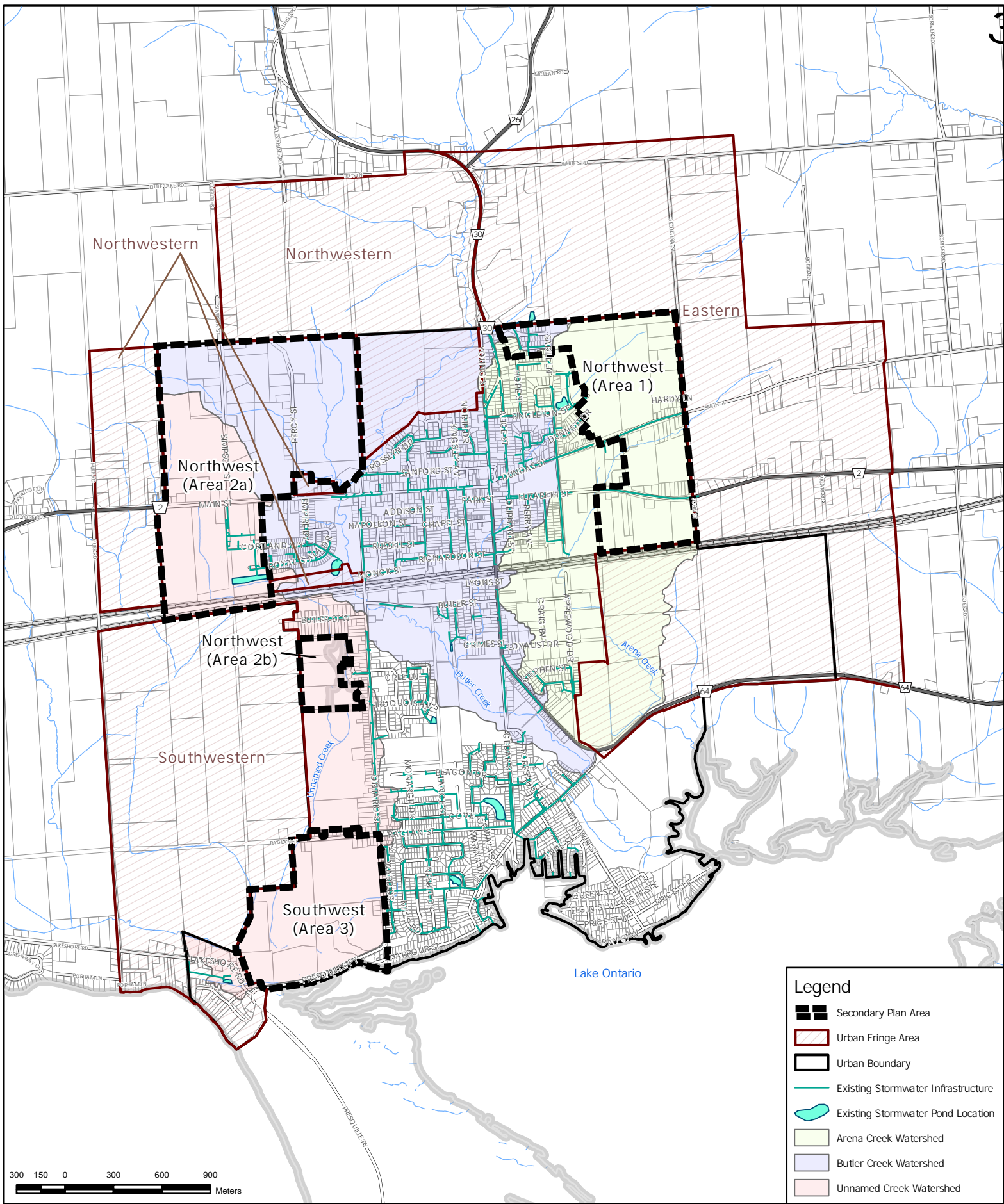
- Drainage is split between the Butler Creek and Unnamed Creek subwatersheds.
- Includes external area that is directed to the Orchard Gate pond.
- Existing storm sewer servicing provided from Main Street to the Orchard Gate Pond.
- Soil types are primarily Sandy Loam which are well draining soils that would be suitable for infiltration.
- Hydrogeology information for the Orchard Gate subdivision did not identify high groundwater concerns, however further investigations are recommended.
- Quantity and quality controls are anticipated to be required.
- Additional storm servicing is anticipated within the proposed roadway network.

### **Southwest Secondary Plan Area**

- Drainage is primarily conveyed to the Unnamed Creek subwatershed.
- Development of this SPA should consider impact from the Brighton Meadows subdivision, north of Raglan Avenue. It is noted that this development application was submitted after the completion of the SWM Master Plan.
- Existing storm sewer servicing is not provided for this area.
- Soil types for the northern portion are primarily Sandy Loam which are well draining soils that would be suitable for infiltration. However, soil types at the southern portion are marsh/mud which are poorly draining.
- Hydrogeology information was not available to confirm groundwater elevations; however, it is anticipated that high lake levels will have a significant impact on the type of SWM features that are appropriate.
- Quality controls are anticipated to be required, however quantity controls may not be required based on the proximity to Lake Ontario.
- Additional storm servicing is anticipated within the proposed roadway network.

### **Urban Fringe Areas**

- Drainage is conveyed to all subwatersheds.
- Existing storm sewer servicing is not provided for this area.
- Soil types vary widely from one UFA to another. Site specific hydrology and hydrogeology studies will be required to determine a suitable SWM approach.
- Quantity and quality controls are anticipated to be required.
- Additional storm servicing may be required based on the nature of the development and existing storm servicing provided.



**Legend**

- Secondary Plan Area
- Urban Fringe Area
- Urban Boundary
- Existing Stormwater Infrastructure
- Existing Stormwater Pond Location
- Arena Creek Watershed
- Butler Creek Watershed
- Unnamed Creek Watershed



Figure 30- Stormwater Infrastructure and Stormwater Management Ponds

September, 2022

Data Source: Municipality of Brighton, MRP, Metra a Topo Map Online, Land Information of Ontario Data Exchange

## 10.0 Land Use Planning

This section summarizes the background review for the land use planning component of the Secondary Plan project. The key components of the Policy Framework as discussed in Section 5.0 are summarized herein, together with an assessment of the existing land use conditions and considerations for future land uses.

### 10.1 Policy and Background Review

As provided in Section 5.0, the policies of the PPS, Growth Plan, NCOP and Municipality of Brighton OP all must be considered in the preparation of a Secondary Plan. As well, additional documents which support the land use planning framework, including the Northumberland County Housing Strategy, Northumberland County Long-Term Growth Forecast and Urban Land Needs Analysis, are important to understand specific issues for the Municipality.

A detailed review of each of these documents is provided in Section 5.0. Together, the Provincial and Municipal policies and plans provide a progressive policy framework that strongly supports the creation of healthy, complete and sustainable communities. The Secondary Plan Project presents the opportunity to deliver on key policy requirements and directions, which can be summarized as the following:

1. Achieving a minimum density of 25 residents and jobs per hectare;
2. Providing and permitting a range and mix of residential units, including affordable housing and housing targeted towards the increasing senior population;
3. Encouraging a diversified economy and the establishment of employment uses which support the needs of local residents;
4. Integrating planned development, traffic connections, servicing infrastructure and stormwater management facilities in efficient manner;
5. Providing a safe and efficient transit network, including establishing active transportation and trail linkages;
6. Designing servicing and stormwater management infrastructure that meets the design standards of the respective authorities;
7. Ensuring compatibility of adjacent land uses;
8. Preserving and protecting natural and cultural resources;
9. Providing safe and equitable public spaces; and
10. Preparing for the impacts of a changing climate.

The above represent key considerations from the policy review and will be used to guide the development of the SPA mapping and associated policies, as well as those for the UFAs, together in consideration of the existing conditions, as discussed in Section 10.2.

## 10.2 Existing Planning Conditions

### 10.2.1 Established Official Plan Designations

As previously discussed in Section 5.7 of this Report, the lands within the SPAs currently maintain various designations under the OP reflecting their existing land uses. The designations by Secondary Plan area are listed below and shown in Figure 14. Table 17 below illustrates the amount of land within each SPA area.

**Table 18 - Secondary Plan Area Land Use Designations**

<b>Secondary Plan Area (acres)</b>			
<b>Designation (Current OP)</b>	<b>SP1 (NE)</b>	<b>SP2 (NW)</b>	<b>SP3 (SW)</b>
<b>Greenfield</b>	<b>9.42</b>	<b>6.42</b>	<b>-</b>
<b>Residential</b>	<b>16.71</b>	<b>12.34</b>	<b>155.01</b>
<b>Highway Commercial</b>	<b>9.29</b>	<b>2.63</b>	<b>27.11</b>
<b>Environmental Protection</b>	<b>68.08</b>	<b>115.08</b>	<b>16.51</b>
<b>Highway Commercial</b>	<b>9.29</b>	<b>2.63</b>	<b>27.11</b>
<b>Special Development Area # 14</b>	<b>5.77</b>	<b>-</b>	<b>-</b>
<b>Special Development Area # 15</b>	<b>-</b>	<b>1.8</b>	<b>-</b>
<b>Special Policy Area # 1</b>	<b>-</b>	<b>9.09</b>	<b>-</b>
<b>Community Facilities and Open Space</b>	<b>-</b>	<b>3.46</b>	<b>-</b>
<b>Special Policy Area # 3</b>	<b>1.07</b>	<b>-</b>	<b>-</b>
<b>Special Policy Area # 6, b</b>	<b>-</b>	<b>-</b>	<b>1.45</b>

The Greenfield designation applies to the majority of the lands within the identified SPAs. Current policies of the OP direct that these areas are intended for long term growth and development on full municipal services in accordance with the staging policies of the OP, and are not expected for development prior to 2031. However, the OP also recognizes that where there is a demand for the Greenfield lands in advance of 2031, Council may initiate such an amendment to facilitate the development of the Greenfield lands. This Project will serve to provide such an amendment and provide updated land use designations for the Greenfield lands.

The Residential policies as per Section 4.3 of the OP currently permit low, medium and high density development depending on the location within the urban settlement area. All of the SPAs are within the Urban district as per Schedule H to the OP, and are therefore permitted low density development in which the predominate use of land is to be in the form of single unit, and two (2) unit development, that does not exceed a density of 30 units per net hectare. However, through the Secondary Plan project, there is opportunity to revise this designation where appropriate in order to encourage a diverse mix of housing options.

As noted above there are a few properties within the SPAs which are designated Highway Commercial. The Highway Commercial designation is intended to capture commercial uses which are oriented towards high vehicular traffic movements, including automobile sales, building supply centres, hospitality and eating establishments and similar uses which require larger land areas and access to high traffic and arterial roads. The existing use of these lands for such commercial development will be considered in developing the SPA framework, in order to ensure maximum compatibility of surrounding land uses.

With respect to the Environmental Protection designation, this designation captures lands which are environmentally sensitive and include lands subject to natural hazards, natural heritage features and areas of groundwater or surface water discharge and recharge. As per Section 4.11 of the OP, these lands are primarily intended for the conservation of the lands and the environment, and the protection of these lands from incompatible development, while also ensuring new development is protected and buffered from physical hazards. As provided in the preceding sections of this Background Report, specific environmental features and updated policies for these features have been established by the County through a recently adopted OPA.

Several site-specific designations also currently exist in the identified SPA, largely introduced via OPAs related to specific development proposals. Special Development Area 14 applies to lands in the Northeast SPA, south of Main Street / County Road 2 and north of the rail line. This Special Policy Area applies to an existing designated Highway Commercial property, and provides additional regulations requiring an anchor tenant with a minimum of 2,320 square metre gross floor area, and a maximum of two drive-through facilities on the site.

Similarly, Special Development Area 15, applies to an existing designated Highway Commercial property in the Northwest SPA, immediately west of the Orchard Gate development and east of Rundle Lane. The policies of Special Policy Area 15 provide additional permitted uses for the area, including community supportive commercial uses (i.e. retail, financial, professional and personal services) while also stipulating that seniors housing may be permitted.

Special Policy Area 1 has not been applied for a specific development, but rather to provide a specific policy framework for lands subject to flooding hazards. This Special Policy Area applies to lands in the Northwest SPA which are between the "1 in 100 years" floodline and the "Regional Storm" floodline on fill and floodline mapping for Butler Creek prepared in 1987 for the LTRCA. On these lands, development consistent with the underlying land use designations are permitted, subject to restrictions with respect to the placing or removal of fill and floodproofing measures.

Most of the lands subject to Special Policy Area 1 in the Northwest SPA are designated Environmental Protection or Community Facilities & Open Space. As noted above, the Environmental Protection designation is meant to preserve natural features and protect development from hazards, therefore development in these lands would be limited at present. In the Community Facilities & Open Space designation, permitted uses include institutional uses such as school, hospitals and care facilities and well as recreational facilities and public parks.

Given the nature of the institutional development permitted in the Community Facilities & Open Space designation, together with the overlying regulations of the Special Policy Area 1, it is not anticipated that these lands will become concentrated for development through the Secondary Plan project. However, these lands may provide intrinsic value in providing amenity space and recreational corridors to serve surrounding development in the Greenfield areas.

Special Policy Area 3, which applies to a small portion of lands in the Northeast SPA limits permitted uses in the area to those permitted in those land use category or categories which lie immediately adjacent to the Special Policy Area #3 designation; primarily being residential.

Special Policy Area 6b, which applies to a small portion of the lands in the Southwest SPA limits permitted uses with respect to the Parkway Boat Launch and Parkette.

In addition to the above noted designations, A Waste Disposal Assessment overlay applies to a small portion of lands in the Southwest SPA. This overlay applies to a 500 metre radius of an existing landfill site. Further evaluation of the lands within this radius is required prior to any development proceeding. It is noted that this overlay applies to both Environmental Protection lands and Greenfield lands. Where applicable to the Environmental Protection lands, it is not anticipated that future development would occur, in order to provide protection to the natural heritage features in this area. However, development designations are anticipated for the Greenfield Lands, and as such, assessment would be required for these lands before development could proceed.

### 10.2.2 Identified Natural Heritage Features

Further to the Environmental Protection designation described above, and as noted in Section 5.4.1, the County has implemented the Natural Heritage System (NHS) mapping of the Growth Plan via an Official Plan Amendment, together with associated Natural Heritage Area (NHA) mapping and pertinent policies. While the NHS does not apply within the settlement area boundary, mapping of the NHA and associated features will result in a loss of 55.6 acres (22.5 hectares) of previously potentially developable lands within the urban boundary for Brighton, including certain lands in the SPAs Refer to Figure 31 & 32. Table 18 below illustrates the change in EP area within the Urban Boundary due to the County's NHS.

**Table 19 - Lands within the County's NHS**

<b>NHS (EP) Within the Urban Boundary (hectares)</b>		
<b>2014 EP Designated</b>	<b>Current 2020 EP Designated</b>	<b>Proposed County Update</b>
<b>349.68 ha</b>	<b>250.19 ha</b>	<b>272.69 ha</b>
	<b>Loss of 99.49 ha from 2014</b>	<b>Gain of 22.5 ha from 2020</b>

Each of the SPAs are subject to NHA mapping as introduced by the County and have been identified as maintaining natural heritage features, including significant woodlands and wetlands, watercourses, linkage areas and enhancements areas.

In the policies of the relevant planning legislation, including the PPS and Growth Plan, as well as the NCOP, development is generally to avoid the identified natural heritage features, inclusive of significant woodlands, wetlands and watercourses. Further, within the linkage and enhancement areas, development is to be supported by environmental evaluations which make recommendations on minimizing the amount of land distributed.

Within the Northeast SPA specifically, the mapping produced by the County identifies lands within this SPA as maintaining a limited amount of significant woodlands, together with a watercourse and enhancement areas. A linkage area has also been identified extending across the SPA from the northern boundary, continuing across County Road 2, through the southern portion of the Municipality and extending to Presqu'ile Bay.

In the Northwest SPA, the mapping prepared by the County identifies a larger extent of significant woodlands, which are largely concentrated towards the northwest corner of the SPA. Watercourses and enhancement areas are also identified in the Northwest SPA.

The Southwest SPA maintains the largest extent of natural heritage features across the SPAs. In the mapping prepared by the County, the Southwest SPA is identified as maintaining a Provincially Significant Wetland (PSW), watercourses, significant woodlands and enhancement areas.

As noted above, the NHS mapping does not apply within the settlement area boundary, however the mapping of the NHA and associated features will result in a loss of developable lands within the Brighton settlement area and SPAs. In order to maintain sufficient lands for future growth while preserving the identified natural heritage features, the Municipality will be proactively identifying lands outside of the settlement area to adjust for the lands impacted by natural heritage features within the settlement boundary.

Further, it is noted that portions of the identified UFAs are outside of the settlement area boundary and therefore are subject to the NHS and associated policies. Where the UFAs extend outside of the settlement area boundary, most lands are subject to the NHS, save and except for some agricultural lands located at the eastern periphery of the municipal boundaries.

The policies for the NHAs and NHS will be applied and adhered to in preparation of detailed maps and policies for the Secondary Plan, in order to ensure that growth and development in the SPAs provides proper preservation to such key features. The policies of the NHS will also be considered in policy development for the UFAs.

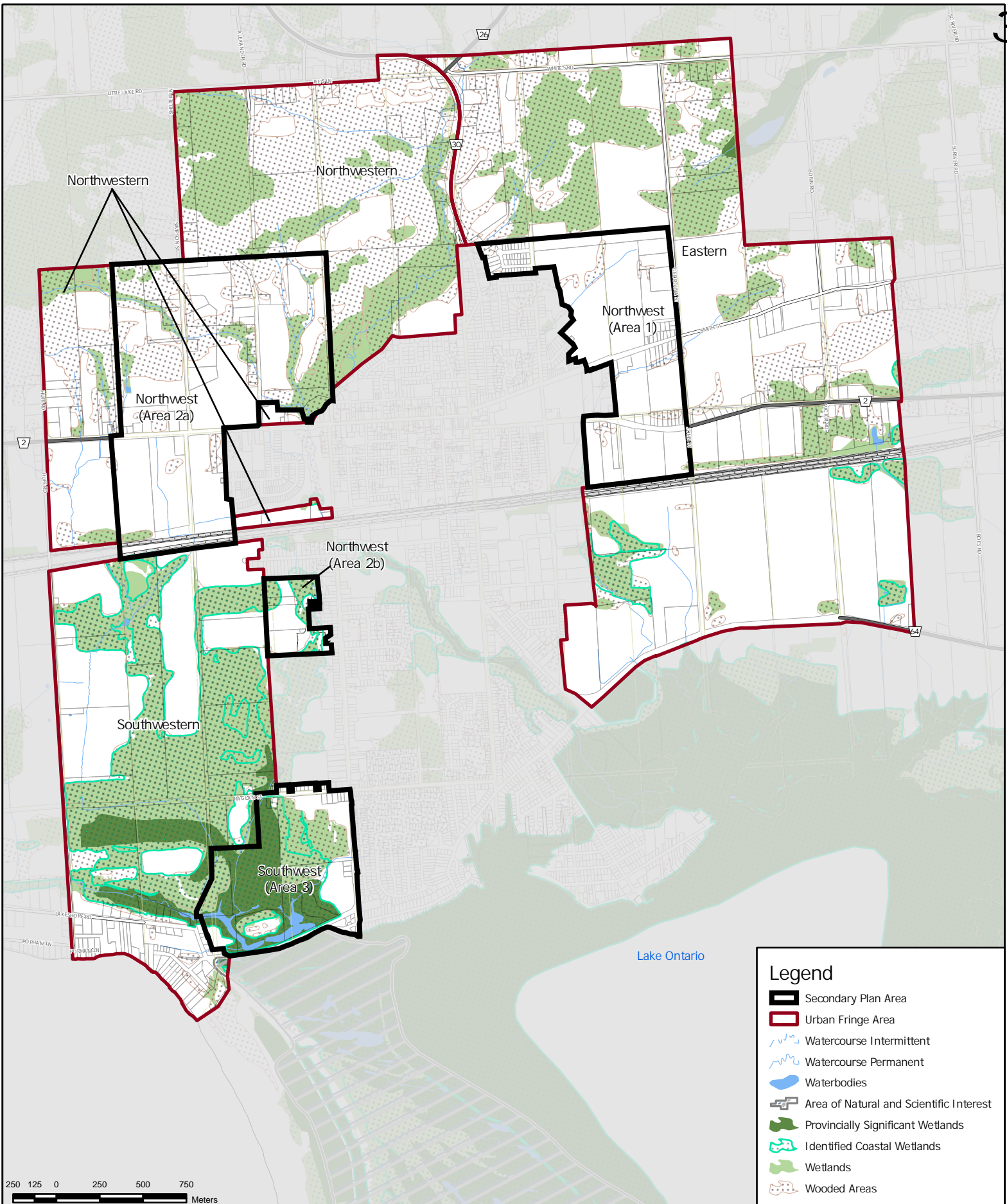


Figure 31-Existing Natural Heritage Features

September, 2022

Data Source: Municipality of Brighton, MRF, Metrolinx, Topo Map Online, Land Information of Ontario Data Exchange



### 10.2.3 Approved and Pending Development Applications

At the time of writing this report, there are approximately 5 approved and pending subdivision developments currently within the SPA areas, with approximately 750 proposed units. Table 19 below illustrates the approximate number and type of units for each of the pending or approved developments in the SPA areas. Refer to Figure 33.

**Table 19- Approved and Pending Development Applications.**

	<b>Pending Draft Approval</b>	<b>Draft Approved</b>	<b>Final Approved</b>	<b>Assumed</b>
<b>Northeast SPA 1</b>	31 Single Detached 16 Semi-detached	-	-	17 Semi-detached
<b>Northwest SPA 2 A &amp; B</b>	-	26 Single Detached 28 Semi-detached 89 Townhouse Units 198 Stacked Townhouse Units 215 mid-rise mixed use residential units	34 Single Detached 10 Semi-detached 24 Townhouse Units	-
<b>Southwest SPA 3</b>	~60-66 units	-	-	-

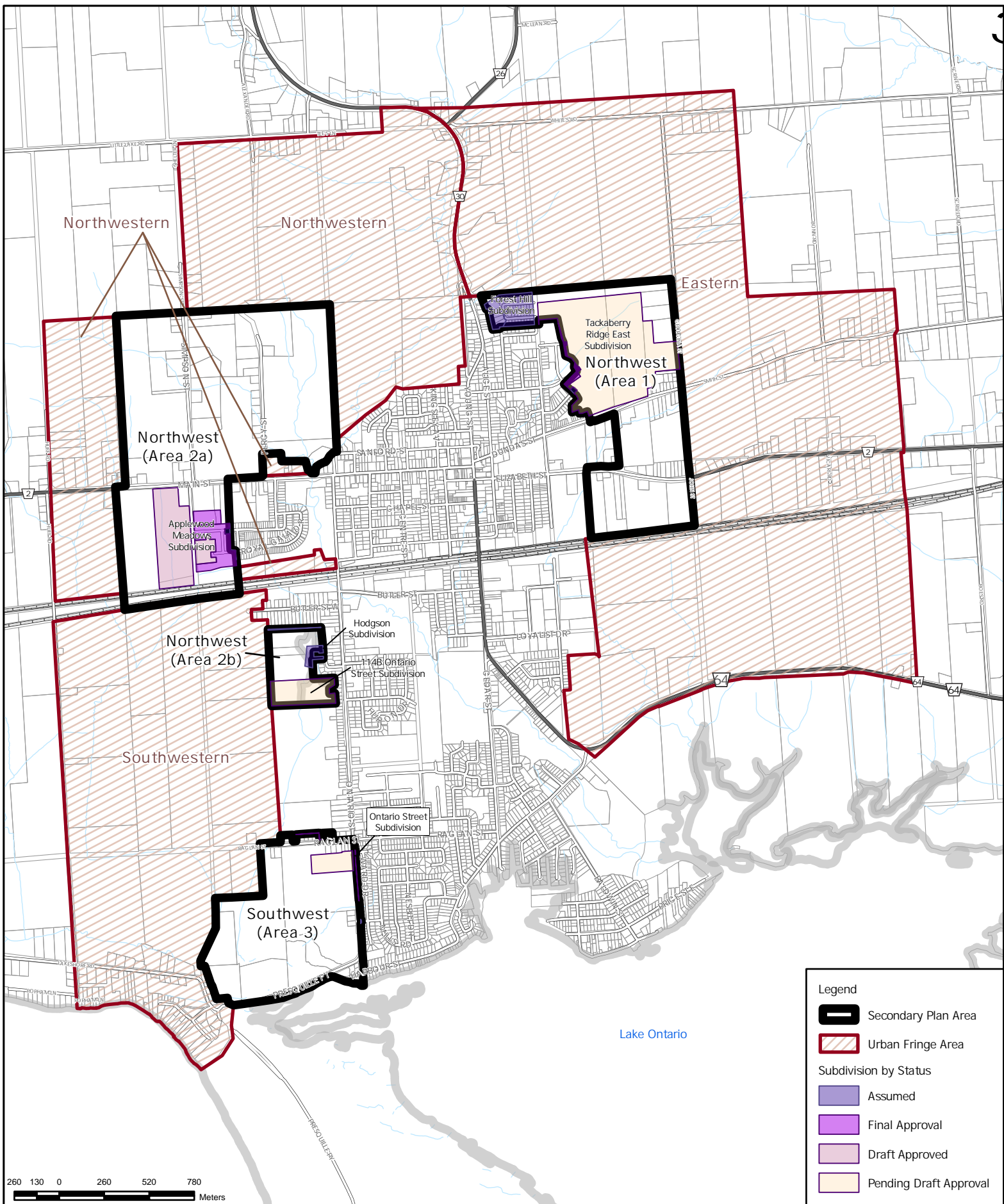


Figure 33-Existing and Proposed Subdivision Developments

September, 2022

Data Source: Municipality of Brighton, MRP Make a Topo Map Online, Land Information of Ontario Data Exchange

### 10.3 Secondary Plan Area Land Use Considerations

The task of developing a Secondary Plan for the Municipality is an exercise in community building and place making. The Secondary Plan must serve as the foundation for the creation of a new community with its own character and sense of identity while also melding with the established land use and character of the larger Brighton community.

In review of the prevailing policies and key directions; the established OP designations and related land uses; identified natural heritage features; and existing and proposed developments; several considerations for the SPAs and UFAs have been established. These are listed by SPA and UFA below.

Generally, however, it is recognized that development of the SPA will be influenced foremost by the presence of natural heritage features, which are to be preserved from development. Land uses adjacent to such features must be compatible and complementary. While not intended for development, identified natural heritage features within the SPAs and UFAs may offer opportunity for parkland and trail linkages, further supporting the goals as outlined in Section 10.1 related to protecting natural resources, providing public spaces and establishing active transportation.

Development of the SPAs and UFAs will also largely be influenced by the presence of existing and established land uses. The development form and function in the SPAs and UFAs will need to be integrated with surrounding land uses in order to ensure compatibility, while also striving for a complete community with a mix of uses which support local residents.

Also of importance is the integration of land use planning with the technical components of transportation, servicing and stormwater as discussed above. The location and type of development identified for the SPAs through Phase 2 of the Project will be strongly influenced by the availability of existing infrastructure and potential future connections. Integrating future servicing, stormwater and transportation infrastructure will be critical in providing for efficient development patterns and asset management.

While considering natural heritage features, existing land uses and integration with infrastructure, land use planning for the SPAs will also need to achieve the density targets and employment goals as set out in the prevailing policy. Fostering a land use plan which provides a diversity of housing and employment options will be a key consideration in the development of the SPAs.

Considerations specific to each SPA and the UFAs are provided below:

#### **Northeast Secondary Plan Area**

- Existing established and planned land uses within and adjacent to the SPA are predominately residential in the form of low-density residential development;
- Much of the SPA is already planned for continued low-density residential development;

- Opportunity for complementary neighbourhood commercial uses to support established residential development and integrate with a complete community concept;
- Special Policy Areas present continued opportunity for larger commercial uses however urban design will remain important;
- Identified natural linkage areas may present an opportunity for walking trails and active transportation connections to the community core;
- Surrounding land uses outside of the SPA are largely agricultural and rural in nature. Appropriate transitions and buffers to these lower density land uses should be incorporated.

### **Northwest Secondary Plan Area**

- Existing established and planned land uses within and adjacent to the SPA are predominately residential in the form of low-density development.
- Large extent of Greenfield designated lands provides the opportunity to establish more detailed land use designations which support a complete community concept and feature a mix of land uses and densities.
- Large presence of natural heritage features in the northwest portion of the SPA may limit development. However, these features may also serve to aid in the transition and buffer to land uses outside of the SPA which are more rural in nature.
- Potential for increased commercial uses along Main Street. Pedestrian connections to this corridor will be important to establish.
- Industrial development should be focused towards the rail line. Sensitive land uses will need to be planned away from this rail corridor.

### **Southwest Secondary Plan Area**

- Maintains the largest extent of natural heritage features which will limit built development.
- Value of the SPA is largely related to the presence of natural heritage features which may provide opportunity for recreation and active transportation linkages.
- Opportunities for valuable connections to Presqu'ile Park and the shoreline areas of the Municipality.
- Built development will need to integrate and complement low density uses established east of Ontario Street.

## Urban Fringe Areas

- Lands located outside of the settlement boundary and SPAs.
- Comprised of rural, agricultural, highway commercial, industrial and residential uses.
- UFAs will be considered in the context of land use compatibility, existing proposed development applications, future transportation network connections, municipal servicing opportunities and constraints to development with the SPAs.
- As a result of lands lost for development due to the presence of natural heritage features, the UFAs will be reviewed for development potential as directed through Growth Plan policy and recommendation for the best areas to support development will be provided.

## 11.0 Preliminary Insights

Each of the Technical Reviews and Growth Forecasts has provided specific factors for consideration developing the SPAs. All of these factors will be important to ensure that the policies as outlined in Section 5.0 and 11.1 are upheld as the future development of the SPAs and UFAs is planned.

In order to further refine the SPA directions, mapping and policies, which will form Phase 2 of the Project, the Project Team will first consider the environmental factors, and locations which will be preserved from development and protected as natural features. As provided in Section 10, these lands will be identified for preservation, however may also provide passive recreational opportunities and active trail linkages between and across the community, where appropriate.

Following the further identified and delineation of environmentally protected areas, the Project Team will further assess the growth projections in the context of the available land base. This will determine approximately how many jobs and persons need to be provided in the SPAs, and will help determine the forms of development that will be warranted.

Following which, further assessment of existing and planned infrastructure will be completed. The logical integration of infrastructure, including transportation, servicing and stormwater, will be identified. Logical connections for new infrastructure to existing infrastructure will be mapped to help guide development plans and provide the framework for development within the SPAs.

As the framework for servicing and transportation is applied, the land use designations will be re-evaluated to determine the most appropriate future growth designations. This will consider the factors as outlined in Section 10.3, together with feedback from the community.

## 12.0 Community Consultation



**Community Walking Tour**

As outlined in Section 4.0, community consultation is an integral component to the Secondary Plan Project, and each phase of the Project has been designed to incorporate public consultation opportunities.

A complete Community Engagement Program (Program) has been prepared for the Project that details the various consultation mechanisms and opportunities. Refer to Figure 34. As provided in the Program, community consultation and engagement will be derived through the following:

- Website and social media updates;
- Mailed project notices;
- Newspaper Advertisements;
- Consultation with a Technical Advisory Committee (TAC);
- Consultation with Secondary Plan Working Groups;
- Interactive feedback through an online mapping platform;
- Community walking tours;
- Community surveys;
- Project information sessions;
- Community open houses; and
- Presentations to Council.

To date, information on the Project has been made available on the Municipality's website. Walking tours were also advertised and conducted during this background review phase of the Project. A TAC has also been formed which includes representatives from Wills, KMD Planning, *metroeconomics*, the Municipality of Brighton, the County of Northumberland and Lower Trent Conservation (LTC).

Comments received on the Project to date from external agencies and members of the public have emphasized the importance of maintaining environmental features, specifically wetland features which traverse SPA 3. Comments received have also identified traffic safety, specifically relating to the railway and a potential over/underpass as a consideration for the Project moving forward.

Key insights on the development vision and potential for the SPAs have also been provided through meetings with the TAC. With respect to municipal servicing and infrastructure, it has been identified through TAC discussions that a naturalized approach to stormwater management is sought and that stormwater management policies and design should consider climate change implications. From a transportation perspective, community connectivity, walkability and active transportation has also been identified as key considerations for development of the Secondary Plan.

**Figure 34 - Consultation Mechanisms**



Continued public consultation and engagement will be provided throughout the Secondary Plan project and will be a key consideration in development of the Secondary Plan mapping and policies. Comments received to date have been considered in development of the preliminary comments and next steps as discussed in Section 13.0.

## 13.0 Next Steps

The purpose of this Report was to provide a background analysis of the preliminary findings of the technical studies; provide an overview and analysis of the existing policy framework, including phasing considerations in accordance with Section 1.1.3.7 of the PPS; highlight preliminary considerations for the preparation of the Secondary Plan and determine next steps in the Secondary Plan process.

Following the submission of this report, next steps of Phase One will include presenting the results to Council.

Phase 2 will include the development of the following reports:

- Servicing and Infrastructure Report
- Transportation Network Plan
- Secondary Plan Update Report

Additionally, the community engagement program of Phase 2 includes two (2) TAC meetings, the development of a community survey and an interactive online mapping tool, and an additional presentation to Council with respect to the Secondary Plan Update report.

<sup>i</sup> Figure 16 is based on post-censal estimates of the population of the Northumberland CD by CSD released in January 2022. Post-censal estimates adjust the census counts for its estimated undercount and alter the date of estimation from the census day (mid-May) to the mid-point of the year (July 1<sup>st</sup>). These adjustments typically add about 3 percent to the census count of most areas. Post-censal estimates also provide estimates for the years between censuses and for the years after the most recent census with the trends estimated based on administrative data. 2021 census data will be released gradually over the course of 2022 with the first release – the total population only, no details – slated for February 9<sup>th</sup> of 2022. Statistics Canada positions its post-censal estimates (Exhibit 2) as the “official” counts of the population up to 2021 and will not release post-censal estimates based on the 2021 census results until sometime in 2023 or thereafter.

<sup>ii</sup> See the attached appendix for a full discussion of the location quotient assessment process.



## Appendix A

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### Brighton Urban Area Trails and Cycling Routes Map



# Brighton Urban Area: Trails and Cycling Route Opportunities

- Issues / Barriers Notes**
1. Examine need for and feasibility of a 3 way stop at Ontario Street and Presqu'ile Parkway for safe crossing.
  2. Lack of sidewalk is a barrier for pedestrians along this section of the Waterfront Trail.
  3. Investigate feasibility of adding multi-use pathway linking downtown, schools and King Edward Park.
  4. Better signage required on Proctor Park Trail to facilitate a link.
  5. Investigate opportunities to improve cycling and walking facilities on Prince Edward Street, (with County).

- Opportunities Notes**
1. Investigate potential for multi-use pathways in unopened road allowances in Huff Road, Simpson Street, and Percy Street. This will allow for loops of varying distances connecting into Proctor Park.
  2. Develop a walking cycling route in conjunction with a Heritage Walking Route with link to Proctor Park.
  3. Potential for multi-use trail to link Proposed Species at Risk Centre of Excellence and trail.

- Legend**
- Municipal Information**
- Road Centre Lines
  - Water Courses
  - Railways
  - Hydro Corridors
  - Municipal Boundary
  - St. Mary's Cement Lands
  - Municipal Parks
  - Non-Municipal Green Space
  - Lot Fabric
  - Water Bodies
  - Library
  - Municipal Office
  - Brighton Schools
  - Laneways
  - Accessways

- Rest Stops and Amenities**
- Existing Areas for Rest Stops**
- M - Bay Street Marina
  - O - Ontario Docks
  - Q - Presqu'ile Municipal Docks
- Park Facilities**
- B - Goodrich Loomis Conservation Area
  - D - Brighton Provincial Wildlife Area
  - F - Spring Valley Park
  - G - Proctor Park
  - H - Memorial Park
  - N - Harbour Street Parkette
  - P - Presqu'ile Provincial Park
- Community Facilities**
- L - Waterfowl Viewing Station
  - R - Brighton YMCA
- Recreation Centres**
- A - Codrington Community Centre
  - J - King Edwards Park, Arena, and Community Centre / Brighton Curling Club
- Potential Locations for Rest Stops**
- C - Brighton Landfill
  - E - Potential Rest Stop North of HWY 401
  - I - Potential Rest Stop in Urban Area close to LCBO
  - K - Potential Rest Stop at Proposed Species at Risk : Centre of Excellence

- Trails and Pedestrian Movement**
- Existing Trail Network**
- Existing Multi-use Pathway
  - Butler's Creek Trail Existing
  - Neighbouring Municipality Trail Connections
  - Trails
- Potential Walking and Cycling Routes and Trails**
- Presqu'ile Cycling Route, (County)
  - Waterfront Trail Route
  - Potential Urban Walking Routes
  - St. Mary's Cement Lands Proposed Trail/Boardwalk
  - Potential Multi-use Pathway
  - CR 30 Potential On Road Cycling Route Pending Road Improvements i.e. paved shoulder
  - Potential On-Road Cycling Route
- Potential Barriers and Unresolved Issues or Areas that Require Further Assessment**
- Potential Opportunity Areas



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## **Appendix B**

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### **Location Quotients and Economic and Community Base Jobs**

## Location Quotients and Economic and Community Base Jobs

Employment by industry in any given area can be decomposed into economic base jobs (those that drive the overall economy) and community base jobs (those that serve the local population). The population growth of an area typically depends on its potential for growth in economic base employment while an area's growth in community base employment depends on its population growth. In recognition of this interdependence between population and employment growth *metroeconomics* developed a community-based projection system that takes account of the economic and demographic factors influencing an area's growth potential. The system takes these factors into account as follows:

- The economic base of the community is identified through the de-composition of local jobs on a place of work basis by industry into those that are *economic base jobs* and those that are *community base jobs*; this is achieved using a location quotient process.
- Economic base industries produce goods and services consumed primarily by businesses or people outside of the local community; these industries – also called export-based industries – produce agriculture, mining, or manufactured products for consumption elsewhere or provide tourism or higher-order education/health care services to visitors/temporary residents.
- The potential for growth of a local community's economic base jobs is identified through assessing how many such jobs exist today and how many might exist in the future drawing on *metroeconomics*' extensive forecasts of economic base industrial job trends nation-wide and province-wide.
- An assessment is also made of the potential for residents to commute to jobs in nearby employment locations drawing on existing patterns and on *metroeconomics*' base case forecasts of such jobs by sub-provincial area across the country.
- The potential for job growth within the local area and for job growth in nearby locations determines the potential for job growth among residents.
- The *metroeconomics* system ties this resident job growth potential to the demographic side of the community; if potential job growth among residents exceeds the current supply of workers (based on an age and gender assessment of the current population, age specific rates of labour force participation, the level of unemployment, and the need to replace retiring workers), in-migration occurs; thus job growth potential determines population growth potential recognizing each new job-holding resident typically brings along one or two dependents.
- The system further considers the fact that each new resident jobholder increases the need for workers who service the local population – the community base jobs – and that these additional community base jobs, in turn, create the need for more workers, more residents, etc.
- Growth in employed residents, in other words, drives the community's net in-migration requirements which, along with standard assumptions regarding fertility

and mortality rates, provide the parameters needed to develop local area population projections by age and gender.

- Projected economic base jobs by industry are added to projected community base jobs by industry to determine the total number of jobs by place of work that will exist in the community in the decades ahead.

The Location Quotient procedure is carried out as follows:

- All jobs in agriculture and forestry, in mining and oil and gas extraction, and in manufacturing are economic base jobs as most of their production is consumed by businesses and people outside of the area.
- For all other industries, the number of jobs per 1,000 residents in the area is compared to that ratio across the relevant province. Where the ratio in an industry in the area exceeds that of the province it is assumed the excess jobs in the area are providing services to people or businesses outside of the area. These excess jobs are defined as export-based service jobs and their output as exportable services.