

## EXECUTIVE SUMMARY

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#### INTENT OF GROWTH MANAGEMENT STRATEGY

In January 2008, the County of Northumberland and its member municipalities initiated the preparation of a Growth Management Strategy (GMS). The overall intent of the GMS is to allocate population and employment projections for Northumberland prepared by the Province of Ontario to municipalities in the County. A further intent of the GMS is to determine how much of the expected population growth will occur as intensification within the existing built-up areas. In addition, the GMS is intended to make recommendations on what density of development should be established for new development areas in the County.

Given that the County does not have an established planning function and is being required by the Province to be more pro-active in the area of land use planning, the County is now taking a bold step. The challenge for the County and its member municipalities is to attempt to both implement and then rationalize the Growth Plan for the Greater Golden Horseshoe in a manner that recognizes and builds upon Northumberland's unique context.

All land use decisions in the County have historically been made by local municipalities, although the Province has been ultimately responsible for the approval of local Official Plans. As a result, the GMS will require implementation through the update of local Official Plans as appropriate.

The GMS process includes a number of distinct tasks that are intended to result in a recommendation on how the County of Northumberland and its municipalities will conform to the Growth Plan for the Greater Golden Horseshoe. In this regard, the GMS process has been divided into six distinct phases that will result in:

1. The establishment of the Northumberland context and the basis for determining how to move forward;
2. The determination and evaluation of the actual supply of land available for development in the County;
3. An understanding and evaluation of the implications of Provincial policy on Northumberland;
4. The identification of reasonable population and employment allocation alternatives based on Growth Plan forecasts;
5. The identification of possible alternative approaches to allocating population and employment growth in Northumberland, based on the Northumberland context; and,
6. The development of a growth and development strategy that moves the County of Northumberland forward.

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### LEGISLATIVE FRAMEWORK

The Provincial Government adopted the *Places to Grow Act* in June 2005. The *Act* provides a framework for the adoption of regional-scale Growth Plans. The first of these, the Growth Plan for the Greater Golden Horseshoe (GGH), was adopted by Regulation in June 2006. The Growth Plan contains a vision for the GGH, including the County of Northumberland, for the year 2031. This vision is described through a series of maps and text, and contains policies dealing with the essential aspects of the Plan. The Plan contains specifics on where and how the area will grow and the infrastructure that may be needed to support that growth. Sections of the Plan also deal with the natural heritage system, agricultural system, rural areas and mineral aggregate resources.

The Plan establishes the following:

1. Population, household and employment forecast to 2031 for each upper-tier jurisdiction;
2. An intensification target for 'built-up areas';
3. Density targets for 'designated greenfield areas';
4. A policy framework for creating complete, pedestrian-friendly and transit-supportive communities;
5. Rural Area policies that govern the use and protection of prime agricultural areas; and,
6. A conceptual transportation network consisting of 'future economic corridors' and 'higher order transit' for moving people and goods.

With respect to the County of Northumberland, the Growth Plan indicates that the population of the County will increase from 80,000 in 2001 to 96,000 by 2031. This translates into an increase of 16,000 people and 6,400 dwelling units from 2001. Statistics Canada's post censal estimates based on the estimated undercount of the 2001 census suggest that Northumberland's population grew from 80,458 in 2001 to 84,163 in 2006, a gain of 3,705, or by an average of 741 per year. Given that the Growth Plan anticipates a population of 96,000 in 2031, this means that the amount of population growth to be allocated is 11,837. In addition, the Growth Plan also indicates that the number of jobs in the County will increase from 29,000 to 33,000 in 2031, which translates into an increase of 4,000 jobs.

It should be noted that the Province of Ontario has made a deliberate policy decision to firstly direct the majority of new growth to urban areas and to direct growth to the central/western component of the GGH, most notably York, Peel, Halton, Guelph and Kitchener/Waterloo/Cambridge. This means that Simcoe, Durham and Northumberland are not expected to grow as they have in the past.

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On the basis of the policies in the Growth Plan, it is the overall intent of the GMS work program to recommend:

1. How the Schedule 3 forecasts of population and employment growth will be allocated to each lower tier municipality in the County;
2. What the proposed intensification target should be for each lower tier municipality to reach the 40% target (or justify an alternative target, if necessary);
3. What the density of new development should be in designated Greenfield areas in each lower tier municipality; and,
4. The policy directions that should be considered by lower tier municipalities when the lower tier Official Plans are updated and reviewed.

The product of the GMS will be a report that will be considered by both the Ministries of Municipal Affairs and Housing and Energy and Infrastructure when lower tier Official Plans are updated as required to bring them into conformity with the Growth Plan.

The degree to which the Province relies upon the GMS in making decisions on planning matters in the lower tier municipalities is not known at this time. In addition, the degree to which lower tier municipalities will incorporate the recommendations made in the context of the GMS into their Official Plans is also not known at this time. However, it is hoped that the product of the GMS will be a valuable resource to be considered as Official Plans are updated.

### SUMMARY OF FINDINGS ON POPULATION, HOUSING AND EMPLOYMENT

- The population of the County of Northumberland was 84,163 in 2006 (post censal).
- The Municipality of Brighton had the highest growth rate between 1976 and 2006, with the Town of Cobourg being in second place. With respect to the annual growth rate, the Municipality of Brighton had the highest annual growth rate, while the Municipality of Trent Hills had the lowest annual growth rate.
- On an average annual basis births fell short of deaths in Northumberland between 2001 and 2006 by about 168, so the population of Northumberland fell on average each year due to net natural causes.
- On an average annual basis between 2001 and 2006, in migration totaled 4,305, most of it due to intra-provincial migration. In this same time period, out migration totaled 3,404, most of it as well due to intra-provincial migration.
- Thus net in migration contributed an average of 901 new people to Northumberland each year over this period. Net natural plus net migration together created an annual population gain in Northumberland of 734 between 2001 and 2006.

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- The distribution of household types by age in each municipality is an indicator of both the age of population and the type of housing being constructed. For example, in Brighton, the age group heading the largest number of low density households is the 65 and 74 age group with the second largest category being headed by those in 55 to 64 year old age group. In contrast the age group heading the largest of number of low density households in Cramahe and Hamilton is the 45 to 54 age group with the second largest group being in the 35 to 44 year age group.
- With Port Hope and Cobourg, the age group heading the largest number of low density households is the 45 and 54 age group. However, the number of households headed by older age groups in Cobourg is also significant, in both the low density and medium density categories. This means that Cobourg is increasingly becoming a retirement community. Within Alnwick/Haldimand and Trent Hills, the age group heading the largest group of low density households is the 55 to 64 year old category with the second largest number being in the 45 to 54 year old category.
- The population per household within the County of Northumberland in 2006 ranges from an average of 2.3 persons per household in Cobourg to 2.7 persons per household in Alnwick/Haldimand and Hamilton Township. This compares with the Ontario average of 2.6%.
- While the average age of the population in Ontario is 39.0 years, the average age of the population in Northumberland County is 44.8 years.
- The majority of households constructed in the County, particularly in Port Hope and Trent Hills, were constructed prior to 1986. It appears that a higher percentage of newer homes (built between 1986 and 2006) exist relative to the number of older homes in Brighton, Alnwick/Haldimand and Hamilton Township.
- Cobourg had the highest number of new single-detached dwellings built in the 2002 to 2007 time period, with Brighton being in second place. Municipalities that have seen a decline in the number of new single-detached dwellings constructed in this time period include Alnwick/Haldimand, Cramahe and Hamilton Townships.
- Over 90% of the alternative forms of housing in the County has been constructed in Cobourg between 2002 and 2007. Almost 50% of the 3,100 dwellings constructed in Northumberland between 2002 and 2007 have been in Cobourg.
- An examination of the occupation distribution for the County of Northumberland in 2006 indicates that the most prominent occupation activity within the County is sales and services followed by business, finance and management.
- A substantial decline in the number of people employed in the manufacturing sector from 1986 to 2006 has occurred particularly within Port Hope and Cobourg. Over the same period there have been substantial

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increases in the business, finance and management occupations as well as the transportation and trades and the arts and sciences occupations.

- While the number of people aged 15 years and over increased by just over 20% between 1991 and 2006 in the County of Northumberland, the number of people that are in the labour force increased by only 12.6%.
- Manufacturing jobs in Northumberland County fell from 5,373 in 2001 to 5,130 in 2006, which is a decline of 605. These job losses were mostly in food, machinery, primary metals, wood and plastics and rubber (all about 100 each). The only major gains were in chemicals (up 110) and non-metallic minerals (up 65). The most significant increases have been in the retail trade and health care sectors.
- The number of jobs in the tourism sector, which includes arts and entertainment and accommodation have increased in Ontario as a whole and as well in the County of Northumberland. However, the number of jobs in this sector has only really increased between 2001 and 2006 in Cobourg, Brighton and Port Hope. The other municipalities have seen decreases in the number of jobs in this sector.

### SUMMARY OF CURRENT LAND USE

The County of Northumberland has a land area of approximately 1,921 square kilometres. Based on a review of each of the seven local Official Plans and the establishment of a data base containing each of the land use designations within each, an understanding of the make-up of the County from a land use planning perspective has been prepared.

To the best of our knowledge, a compilation of each of the local Official Plans has never been carried out to determine the extent to which development has occurred and/or has been planned in the County as a whole. Given that the GMS exercise is primarily about making decisions on a County-wide basis, the collection and analysis of this information is a key product of our work.

The largest category of land use is the Prime Agricultural category, which has an area of about 573 square kilometres, which represents almost 30% of the County's land base. This land use category is made up of lands that are considered to be prime agricultural lands according to the Canada Land Inventory and the seven local Official Plans.

The second largest land use category is the Rural category, which has an area of 488 square kilometres (25% of the County's land base). The third largest land use category is the Environmental category (16.6%). These are lands that have been designated for Environmental Protection purposes in local Official Plans. The total land area included within the Oak Ridges Conservation Plan Area is 340 square kilometres or 18 percent of the County.

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The land use categories where either no development or limited development in the form of new homes and businesses are permitted have a total land area of 1,802 square kilometres, (which is just under 94% of the County's land base). The remaining 118.2 square kilometres (6.20% of the County land base) are included within a number of urban and rural settlement land use categories.

### SUMMARY OF CURRENT OFFICIAL PLANS

1. Each local municipality in the County has a long established planning program designed to accommodate and direct population and employment growth into the future.
2. Many of the planning documents in effect are relatively recent. Each local municipality with a rural component has generally focused their future growth within identified settlement areas. However, a number of local municipalities continue to permit rural development in certain locations.
3. Over the County as a whole, there is a significant amount of land designated within partially or privately serviced settlement areas for development. Some of these designated areas were recently designated through the approval of new Official Plans, such as in the Township of Hamilton.
4. The combined population of the County, if the projections in each Official Plan were totaled in a lower growth scenario, would be 89,430 in 2011, 94,663 in 2016, 99,932 in 2021, 105,238 in 2026 and 110,585 in 2031. The 2006 population of the County was 84,163, which means that the population of the County is on track with Official Plan projections.
5. The combined population of the County, if the projections in each Official Plan were totaled in a higher growth scenario, would be 91,519 in 2011, 97,487 in 2016, 103,537 in 2021, 109,676 in 2026 and 115,910 in 2031. The 2006 population of the County was 84,163.
6. Both the lower and higher growth scenarios, which reflect "approved" population projections, conflict with the Growth Plan and will need to be addressed in some way by the local municipalities when they bring their Official Plans into conformity with the Growth Plan.
7. Each municipality has carried out some comprehensive planning to provide the basis for future growth. However, the level of effort varies significantly. For example, the Town of Cobourg completed a comprehensive Secondary Plan to provide the basis for Development Area C which was formerly included within the Township of Hamilton. Development Area C is planned to accommodate about 16,000 people.

### CURRENT STATE OF INFRASTRUCTURE

As part of the GMS, TSH has undertaken a strategic-level review of servicing throughout the County to identify how key infrastructure is presently positioned to support or limit growth potential. Given its strategic nature this review focuses

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primarily on water supply and wastewater (sewage) treatment infrastructure that affects growth potential at the community level. This infrastructure includes:

- Water Supply & Treatment Plants;
- Major Water Storage Facilities; and,
- Wastewater Treatment Plants.

This review has been conducted at the desktop level utilizing existing background materials and available data from plant operations. Given variability in the level of detailed information available, this review focuses on a high-level comparison of annual maximum daily water demands and annual average wastewater daily flows to plant rated capacities. This provides a general cross-comparable measure of the current status of each system and its ability to accommodate additional growth. Where possible, efforts have been made to highlight known infrastructure performance concerns that may impact a plant's ability to operate at its rated capacity or effectively address other concerns such as maximum daily flows associated with wet-weather events.

Below are the conclusions reached to date as part of this analysis:

- Existing transportation network meets present day needs;
- A challenge exists with maintaining existing roads and bridges in a state of good repair in the face of limited budgets and increasing capital and operating costs;
- Growth will require improvements to certain portions of the County's road network;
- The high cost and long timelines associated with constructing and upgrading major water supply or treatment facilities is a major concern when planning for growth;
- Some municipalities have taken steps to upgrade existing municipal servicing facilities to account for growth (most notably Port Hope and Cobourg);
- Brighton's water/waste water supply is able to accommodate a limited amount of growth within the southwest portion of the municipality. More extensive growth in this area would require servicing improvements;
- Port Hope has taken measures to allow for the future expansion of their services. The municipality has excess capacity to accommodate future growth;
- Hamilton has limited capacity within their servicing system to allow for marginal growth; however additional growth would require careful consideration including potential upgrades to the current system;

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- Trent Hills water systems in Hastings, Campbellford and Warkworth have the capacity to support limited growth; however the sewer systems are at or close to capacity and have minimal capacity to support growth;
- Campbellford has limited capacity to support particular types of industrial or commercial developments. The municipality is taking steps to correct this problem (upgrading of infrastructure to replace aging sanitary sewers etc);
- No reserve capacity is committed within the Township of Alnwick/Haldimand (Grafton) to any future development. No system expansion is contemplated at this moment;
- The Township of Cramahe is in the process of considering sewage treatment options in Colborne;
- The 10 water treatment systems in the County have a combined reserve capacity for an additional 34,260 people. Over 53% of this amount could be accommodated in Cobourg.
- The number of people that could also be serviced by the 10 systems would increase by about 75% from the currently serviced population of 45,674.
- About 54.2% of the 2006 population of the County is serviced by municipal water systems.
- The 9 wastewater treatment plants in the County have a combined reserve capacity for an additional 31,319 people. The two plants in Cobourg alone have a wastewater treatment reserve capacity for an additional 15,437 people (49.2% of the County total).
- The number of people that could also be serviced by the 9 systems would increase by about 60% from the currently serviced population of 56,146.
- About 66.7% of the 2006 population of the County is serviced by municipal sewage treatment systems.

## SUMMARY OF LAND SUPPLY

A key component of any Growth Management Strategy exercise is the determination of how much land is potentially available for development in the area being studied. In this regard, each of the local Official Plans have been reviewed and based on information supplied by the local municipalities, an assessment of the land supply has been completed.

On the basis of the analysis carried out on land supply, it has been determined that:

1. There are about **1,525** hectares of land considered to be “Greenfield Land” in the six communities with Built Boundaries (Colborne, Cobourg, Brighton, Port Hope, Campbellford and Hastings).

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2. Between 45,759 and 76,235 people could be accommodated on these Greenfield lands based on densities of 30 persons and jobs per hectare and 50 persons and jobs per hectare respectively.
3. There are about 3,623 hectares of vacant/underdeveloped land in the 39 other settlements in the County that do not have Built Boundaries established by MPIR.
4. About 2,104 hectares of land is potentially available for development in communities that do not have municipal sewage services and about 5,260 dwelling units and a population of 13,150 could be accommodated on these lands. An additional 3,360 to 5,600 people could be accommodated in Warkworth.
5. There are about 375 hectares of vacant underdeveloped land in the six settlements with Built Boundaries in the County and on which between 11,247 and 18,745 persons and jobs could be accommodated, depending on the density applied.

The Growth Plan divides new development into two categories - Greenfield and Intensification. In the County of Northumberland, Greenfield land is only located within the six settlements that have Built Boundaries that have been delineated by the Province of Ontario. As noted above, between 45,759 and 76,235 people could be potentially accommodated on these lands. With respect to intensification, all new development within settlement areas that do not have Built Boundaries delineated by the Growth Plan is considered to be intensification. On this basis, about 13,150 people could be accommodated within the 5,260 dwelling units that could be developed in the 38 settlements areas that do not have municipal sewage services in the County. An additional 3,360 to 5,600 people could be accommodated on the 112 hectares of development land in Warkworth. In addition to the above, between 11,247 and 18,745 people could be accommodated on vacant and underdeveloped lands that are designated for development and which are within the Built Boundaries of six of the largest communities in the County.

The figure below summarizes the potential population on lands designated for development in Northumberland.

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### Total Population Potential on Lands Designated for Development

	Density Residents and Jobs per Hectare		
	30	40	50
A. Greenfield - Six communities with Built Boundaries	45,759	61,012	76,235
B. Intensification - In 38 communities with no Built Boundaries	13,150*	13,150*	13,150*
- Warkworth	3,360	4,480	5,600
- In 6 communities with Built Boundaries	11,247	14,996	18,745
<b>TOTAL</b>	<b>73,516</b>	<b>93,638</b>	<b>113,730</b>

*Note: The population yield in the 38 communities with no Built Boundaries is based on a density of 2.5 units per hectare and a household size of 2.5.*

The figure above indicates that the population of the County could increase by between 73,516 and 113,730 if all of the lands that are designated for development are actually developed. About 37% of this growth would be considered intensification as defined by the Growth Plan if the density selected was 30 persons and jobs per hectare. This figure would be reduced to 33% if the density was set at 50. It should be stressed that no sensitivity analysis has been carried out as part of our analysis. This means that there may be constraints to development that will have an impact on population yield.

### FUTURE TRENDS

In addition to considering the implications of a robust supply of land for development in the County and the combined ability of the water and wastewater treatment facilities to support more growth than has been allocated, there will be a need to consider the following as part of the GMS process:

1. The recent and steady decline in the number of manufacturing jobs in the County and the expectation that this trend will continue;
2. The reasons why new people will be attracted to Northumberland, where they will live and what services will be required;

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3. The implications of a growing tourism and hospitality sector on employment growth and the location of new development;
4. The increasing age of the population as a result of the in-migration of people who are retiring from active working life; and,
5. The implications of economic growth to the east of Northumberland on population and employment prospects in the County.