

Township of Brock  
1 Cameron Street East,  
P.O. Box 10  
Cannington, ON  
L0E 1E0

October 25, 2021

Attention: Mayor Grant and Members of Council

Re: Durham Region Municipal Comprehensive Review (Durham Envision)  
Mac Innis/ Baker Properties – 994 River Street West, Sunderland

Dear Mayor Grant and Members of Council:

We are writing on behalf of our clients, the Mac Innis family, who are the owners of approximately 48 Hectares of land on western edge of Sunderland. A portion of their lands abut the south limit of the Sunderland EMS and Fire Stations.

The Mac Innis family has been following the development of the Sunderland Urban Area and more recently the Durham Envision process (the Region of Durham's Comprehensive Official Plan Review) a land use planning review required under the Planning Act and the Provincial Growth Plan.

The Baker lands adjoin the Mac Innis lands and the two land owners are co-operating with respect to the Regions Official Plan Review.

Miller Planning Services have been retained by the Mac Innis family to consider whether there is a land use planning basis for a settlement area expansion in Sunderland and whether the Mac Innis lands represent an appropriate location for an expansion opportunity.

We have considered this question and had prepared the attached report which has been submitted to the Region of Durham Planning Department in May 2021 as a part of their public process. Our submission to Region requests that a 5 hectare parcel of land on the Mac Innis/ Baker lands be identified for a Settlement Area expansion within Sunderland.

Our clients have asked us to write the Council of Brock Township to make them aware of the Mac Innis/Baker submission to the Region of Durham and to request that Council receive same as input into the Townships response to the Regional Planning process.

We thank you for your consideration in advance.

Sincerely,

A handwritten signature in black ink that reads "R Miller". The "R" is large and stylized, with the "M" and "iller" following in a cursive script.

Rodger Miller,

Principal



**MILLER PLANNING SERVICES**

LAND PLANNING & DEVELOPMENT CONSULTING

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Mac Innis Proposal  
Sunderland Urban Expansion  
Township of Brock

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May 28, 2021

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## Background/Summary

Miller Planning Services have been retained by the Mac Innis family owners of approximately 120 acres of property on the western edge of the Sunderland Urban Area within the Township of Brock. The Baker lands adjoin the Mac Innis lands and the two land owners are co-operating with respect to the Regions Official Plan review. Figure 1 identifies a 5 hectare parcel of land shared by the parties. These properties lies on the south side of River Street and abuts the new Sunderland EMS and Fire Stations.

The Sunderland Urban Area is the most southerly urban area in Brock Township and has been enjoying exceptional growth over the last decade. People looking to reside in the GTA are now considering the northern tier municipalities as alternative to the lake based suburban locations. Sunderland has realized the benefits of this interest. This additional growth has increased the Townships tax base and helped support the continuation of essential services in the community such as parks, schools and community centres; as well as its limited retailing facilities.

The Mac Innis family has been following the development of the Sunderland Urban Area and more recently the Durham Envision process (the Region of Durham's Comprehensive Official Plan Review) a land use planning review required under the Planning Act and the Provincial Growth Plan. We have been asked to consider whether an expansion to the Sunderland Urban Area is appropriate and if so would such expansion be appropriate on the Mac Innis/ Baker lands.

The population forecasts of the Growth Plan suggest that the Region of Durham will expand to 1,300,000 persons and 460,000 jobs by the year 2051. This is an increase of 340,000 persons and 110,000 jobs from the current Region of Durham Official Plan with its planning horizon of 2031. Fifty percent of this additional residential growth to 2051 can be accommodated through urban expansion areas.

Based on our review we believe that the Region of Durham should plan for additional growth in Brock Township beyond the 2031 period.

More particularly we suggest that the Region of Durham should plan for an additional residential expansion of the Sunderland Urban Area through to the 2051 period as a part of their current Land Needs Assessment/ Municipal Comprehensive Review process.

## **The Region's Comprehensive Municipal Review: Envision Durham**

Under the Region's Comprehensive Municipal Review, the Region will be required to update their Official Plan to accommodate the additional population and employment growth to 2051 based on the forecasts set out in the Provincial Growth Plan of August 2020.

Potential urban expansions within Brock Township are addressed through Three provincial land use planning documents provide the policy basis for potential urban expansions within Brock Township. The Provincial Greenbelt Plan (2017) controls the use of lands designated as Protected Countryside; the Provincial Policy Statement provides qualitative criteria and requires any urban expansion be considered through a Municipal Comprehensive Review; and lastly the Growth Plan provides specific direction on the quantity of land that maybe considered in this urban/rural context.

The Provincial Growth Plan requires the Region to make plans to accommodate an additional 340,000 persons and 110,000 jobs to the year 2051 through this Municipal Comprehensive Review. Fifty percent of the required population growth is to be achieved through redevelopment and intensification of existing residential areas. The Growth Plan also advises that any urban expansion for residential uses into the Protected Countryside (including Sunderland) is limited to an additional 5% of the existing settlement area or 5 Ha, whichever is less.

We calculate the existing Sunderland Urban Area as being approximately 134 Ha. (See Figure 2).

## **Brock Township – Population & Housing Statistics**

A review of the Statistics Canada Census Data for the Township of Brock provides some insight into the population and growth patterns amongst its three major communities.

The Statistics Canada Census information for Brock Township shows that total population grew by 301 persons or 2.7 % in 2011-2016 period. In this same period Sunderland's population grew by 158 persons (14.6%) while Cannington's population grew by 2.0% and Beaverton by 1.1%.

The Statistics Canada Census information also reveals that Brock has a higher than average population aged 65 years and older when compared to that of the Durham Region as a whole. Durham's reported senior population is 14.4 percent as per the Region of Durham's Growth Management - Urban System Discussion Paper, June 2019. Statistics Canada reports that Brock's population over 65 is significantly higher at 20.7 %.

A review of the Durham Region Official Plan, Consolidated May 2020 and the Hemson Consulting's, Township of Brock 2019 Development Charges Background Study provides the following information.

### **Brock Township Population Statistics and Projections**

	DROP 2011	DROP 2016	Census Data 2016	Hemson 2021	DROP 2021	DROP 2026	Hemson 2028	DROP 2031
Brock – Urban Pop.	6,600	6,670			6,665	6,985		7,505
Brock Rural Pop.	5,785	5,980			6,145	6,340		6,515
Brock – Total Pop.	12,385	12,650	11,642	12,410	12,810	13,325	13,400	14,015
Cannington			1845					
Beaverton			2822					
Sunderland			1243					
Total Urban			5910					

From the foregoing table we note:

- Brock Township fell short of the projected DROP Urban Population target by 710 persons in 2016.
- Brock fell short of short of the projected 2016 DROP Population target of 12,650 persons by 1008;
- Hemson suggests that Brock will fall short of their 2021 projected total population by 400 persons in 2021.
- Based on Hemson's 2021 forecasted population Brock will need to add 1605 persons by 2031 to meet the current DROP population forecasts.

The Region of Durham's Growth Management - Urban System Discussion Paper, June 2019, Table 3 also indicates that Brock's DROP 2021 Estimated Actual Population will be 12,400 or 410 persons (3.3%) short of the projected amount.

A further review of the Hemson Consulting's Development Charges Background Study identifies that between 2009 and 2018 the Township added 312 occupied household units and 280 people for a total of 4700 occupied households and a total population of 12,000. This modest household expansion over this period includes a total net decrease of 52 occupied dwellings between 2009-2011.

Hemson also reports that in 2009- 2018 period there was annual average of 43 new residential building permits issued for single and semi-detached housing. In 2017 and 2018 single and semi- detached building permits totalled 132 and 62 permits respectively. Fifty apartment permits were issued in 2018.

Hemson further identifies that:

- Growth in Brock has been largely driven by the Townships attractiveness as a mixed urban-rural municipality”;
- The overall average occupancy level is 2.44 persons per unit (PPU);
- In older households two or one person occupancies are relatively more common;
- A 2.7 PPU was used for the purposes of their future projections of Single and Semi-detached units.

#### **Brock Township Households Actual and Projected**

Households	DROP 2011	DROP 2016	2016 Census Private Dwelling Usual Resident	Hemson 2021	DROP 2021	DROP 2026	Hemson 2028	DROP 2031
Brock Twps.	4675	4975	4543	4849	5330	5700	5215	6515
Cannington			717 (15.7%)					
Beaverton			1208(26.6%)					
Sunderland			463 (10.2%)					
Estimated Net Rural Housing Units **			2388 (52.56%)					

\* Source: Statistics Canada, 2016 Census of Population

\*\* Estimated by MPS

The foregoing table and identifies that:

- There were 432 fewer households in 2016 than projected by DROP;
- That Brock will need 1972 new households between 2016 and 2031 in order to achieve the current DROP targets;
- Hemson projects that only 306 new households will be created between 2016 and 2021 indicating that Brock will need an estimated 1666 new households between 2021 and 2031 to meet the Regions targets.

## Intensification

Table 8 of Regions Growth Management Report (Report #2019-P-31, June 4, 2019) identifies that Brock has historically provided an average of 21.5 % of their new residential units through intensification for the period from 2014 to 2018.

Table E9 of the DROP provides a minimum intensification target of 23% for Brock Township.

The Brock Official Plan approved May 2007 and consolidated in May 2018 identifies that the built up areas contain the potential for 350 units to be developed by 2031.

Simply applying the Region of Durham's current 23% intensification rate to the approximately 490 lots we have identified in Sunderland indicates that there may be potential for an additional 113 residential units through intensification. This straight line estimation does not however account for any potential over count based on already established secondary units.

## Employment Conversions:

The Region of Durham did receive six requests for Employment Land conversions for lands within Brock as a part of their current Municipal Comprehensive Review.

The Township responded to these requests in their Staff Report 2021-CO-02 dated January 18, 2021. In this report Brock notes that based on current employment densities, a small deficit of 8 gross hectares of employment lands is expected by 2031. Considering additional loss employment lands for natural constraints, Brock anticipates that deficit to grow to 64 hectares within the same time period.

Ultimately Brock recommended their support for two of the conversion requests which would include a total of 7.4 ha of land with approximately 35 potential residential units being added in Cannington and another 93 residential units potentially added in Beaverton.



## **Future Housing Projections & Opportunities:**

The Region currently assigns long term density targets of 15 units per gross hectare for the Regional Centres within Brock Township (Beaverton, Cannington and Sunderland).

Table 9 of the Regional Growth Management – Urban Systems Discussion Paper report provides that Brock Township has (a remaining unit supply of draft approved plans of subdivision and condominium) 695 remaining units within the Built Boundary and another 236 remaining units within the Designated Greenfield Area. This statement suggests that Brock Township has 931 potential units remaining with their designated Rural Centres.

The Region has acknowledged in their Growth Management analysis that some developers can take longer than 10 years to build approved developments.

The Hemson 2019 DC Background Study projected that the Township would need to deliver 450 Single and Semi-detached units (87.3%); 30 Row Houses (5.8%); and 35 Apartments (6.8%) for a total of 515 units by 2028 in order to approximate the growth suggested in the DROP by 2031. These projected housing units, if achieved, would allow Brock's population to grow to 13,400 within the 2028 time frame.

Hemson states that their residential forecasts (to 2028) are based on a continuation of historic trends but at lower levels to reflect a gradual increase in development that accord with the 2031 Regional Population Growth projections;

We estimate that the Sunderland Urban Area is approximately 134 Ha and that 27 Ha remains for greenfield residential development (See Figure 2).

The remaining Sunderland greenfield area has Draft Plan Approval for approximately 341 future single detached residential units according to Brock Township.

The Region of Durham's current Environmental Assessment (EA) background information for the expansion of the Sunderland Water Supply and Sanitary Sewage Processing facilities (to accommodate additional growth and support the existing and future community) indicate that they are planning for a population of 4372 persons. Regional Works EA material also estimates that the 2018 municipal water servicing population was 1573 persons. We are advised by Region Works that staff is projecting that there is estimated to be 122 housing units delivered through residential intensification within Sunderland.

## Observations:

From the *Statistics Canada 2016 Census of Population*, the *Region of Durham Official Plan Population and Households forecasts*; the *Region of Regional Growth Management – Urban Systems Discussion Paper June 2019*; and the *Hemson Consulting's, Township of Brock 2019 Development Charges Background Study* and our own analysis we offer these observations:

- It is projected that Brock will need to achieve the development of 670 additional housing units between 2021 and 2031 to achieve the Region of Durham's 2031 Official Plan population targets for Brock Township's current average of 2.4 person's per unit;
- Within the post 2031 period Brock may only have 261 future residential units available for growth within designated greenfields;
- Some Draft Approved units typically remain unbuilt by Developers beyond a 10 year period;
- The Township of Brock recommended Employment Land Conversions which if ultimately approved could add another 128 residential units creating a potential post 2031 unit supply of approximately 400 units;
- The Region acknowledges that residential Intensification in rural urban centres (such as those in Brock) cannot achieve intensification at the same rate as lake based municipalities;
- It is projected that Brock will need to achieve the development of 670 additional housing units between 2021 and 2031 to achieve the Region of Durham's 2031 Official Plan population targets for Brock Township's current average of 2.4 person's per unit;
- The Region reports that Brocks current residential intensification rate is 21.5%;
- We observe that the current residential intensification rate will likely decline over time and that additional residential units through intensification should be discounted in the future Regional housing projections given the rural context and the lack of infrastructure that supports significant intensification;
- Brock's building permit information from 2017 and 2018 suggests that the demand for housing would very likely exceed the annual projections by Hemson of 51 building permits and the future supply of housing could be exhausted earlier than projected;
- Hemson acknowledges that their projections of future growth in Brock are at lower levels;
- Residential growth in Brock is primarily focussed on Single detached and semi-detached units (87%);
- Younger households need to be attracted to and established in Brock in order to lower the age profile of these communities and support the continuation of essential community services and commercial businesses;
- Existing retail and service businesses significantly contribute to the life of these rural communities;

- Additional urban residential lands in Brock Township are essential to supporting and expanding the commercial centres and creating job growth in these rural centres;
- According to Regional GIS mapping that there are presently some 490 existing residential lots in Sunderland;
- Approximately 27 Ha of remaining greenfield residential land in Sunderland and applying the Regions long term density target of 15 units per gross hectare has the potential to produce 405 units.;
- 341 single family/semi-detached units are draft approved plan on these remaining 27 Ha of greenfield residential lands in Sunderland;
- Regional Works projects an additional 122 units through intensification as a part of their EA studies;
- Current and draft approved lots (831 housing lots) and the projected 122 intensification units in Sunderland would total of approximately 953 residential units;
- If current and future draft approved units (singles and semi-detached) were populated at a rate of 2.7 persons per unit; and the future intensification units were populated at a rate of 1.5 persons per unit; the future Sunderland population would be approximate 2426 persons;
- Sunderland is expected to fall well short of the projected servicing population (4372 persons) which is being considered through the Regional Municipal Environmental Assessment processes;
- A limited of expansion of Sunderland is supportable based on the future planned servicing capacity capable of accommodating a population of 4372 persons;
- An expansion of Sunderland by 5 ha would provide additional growth opportunities for the community that are within the 2051 time period of the next Regional Official Plan;
- An expansion to the Sunderland urban area would not impact the intensification goals of the Regional Official Plan;
- A limited urban expansion could be accommodated within the water and sanitary servicing upgrades that are being undertaken for the existing community and are therefore financially viable;
- A limited urban expansion would provide a broader land and housing base to amortize the future and operational costs of the future upgrades to the Sunderland water and sanitary servicing.

## **Sunderland Urban Area**

The Durham Region Official Plan and the Township of Brock Official Plan define the limits of the Sunderland Urban Area.

Sunderland is divided by Highway 12 and River Street (Regional Road 10). Access to the community is taken from either one of these roads.

The largest proportion of urban land uses lie to the west of Highway 12 given topographical and natural heritage features which have restricted urban expansion to the east.

The employment land uses lie principally to the east of Highway 12 with a small portion of employment lands west of Highway 12 in the south. The residential uses lie to the north and south of River Street. River Street is the main commercial corridor.

The build-out of this community started immediately to west of the Highway 12/ River Street intersection and has continued to move westerly over the last two decades. More recent residential developments have been located immediately north and south of River Street.

Sunderland is the most southerly and smallest of the three rural/urban centres within the Township of Brock. Sunderland has approximately 490 residential lots and there are approximately 20 commercial properties located on the River Street corridor.

Community Services such as schools and parks define the centre of this community are located in close proximity to River Street.

Sunderland's new Fire Station and new Emergency Services Station are located outside of the urban boundary at its western edge.

It is anticipated that any future expansion of the Sunderland urban limits would take advantage of the River Street/Regional Road 10 corridor and be located in close proximity to the existing community facilities.

## **The Mac Innis/Baker Lands**

The Mac Innis/Baker lands are located on the south side of River Street and at the western edge of the existing urban area.

The lands abut the newer residential subdivisions to the east and are opposite a newer subdivision to the north.

The new EMC and Fire Hall facilities lie along the north east edge of the Mac Innis Property.

The lands are within 700 M of the existing commercial centre and are within 1200 M of the community school.

These lands slope from south to north and are used in non- specialty crop farming (corn, wheat, straw, etc.). The applicable Minimum Distance Separation criteria for new development can also be achieved.

The Mac Innis/Baker lands are currently designated as Protected Countryside Lands within the Greenbelt Plan and as Prime Agricultural Area in the Region of Durham Official Plan. Sunderland is designated as Town/Village under the Greenbelt Plan.

The Mac Innis/Baker lands do not contain any key hydrological areas and can be developed without impacting the Natural Heritage System.

Expansion of the Sunderland urban area to the west represents a logical extension.

The existing piped services in River Street could be easily extended to accommodate future urban growth on the Mac Innis lands.

The recent additions of the EMC and Fire Hall locations west of Sunderland's residential neighbourhoods reinforces the importance of the River Street/Regional Road 10 corridor in this community.

Locating future growth areas on the Mac Innis/Baker lands creates opportunities for pedestrian linkages and path systems leading to the commercial core and the public school.

Expansion to the west is more central and accessible than any potential expansions to the north of the existing urban limits.

An urban expansion onto the Mac Innis/Baker lands would contribute to a contiguous settlement area that would accommodate future residential growth in Brock Township.

## Conclusions

In conclusion we believe that:

- There is a need for additional residential lands in Brock and in particular Sunderland in the pre and post 2031 period.
- An expansion to Sunderland can be justified and supported through both the Provincial and Regional planning policies.
- Younger households need to be attracted to and established in Brock and Sunderland in order to support the continuation of essential community services and commercial businesses.
- The Regional upgrades to the Water and Sanitary systems in Sunderland once completed could accommodate an additional 5 Ha of residential land proposed on the Mac Innis lands.
- A limited urban expansion would provide a broader land and housing base to amortize the future and operational costs of the future upgrades to the Sunderland water and sanitary servicing.
- The Mac Innis/Baker lands are the preferred location for urban expansion given their central location and access to existing municipal piped and social infrastructure.
- The Mac Innis/Baker lands represent a logical location for an urban boundary expansion which builds on the important River Street corridor within the Sunderland community.

Given the foregoing we would therefore ask the Region of Durham for consideration for an urban expansion in Sunderland on the Mac Innis/Baker lands.

## Appendix



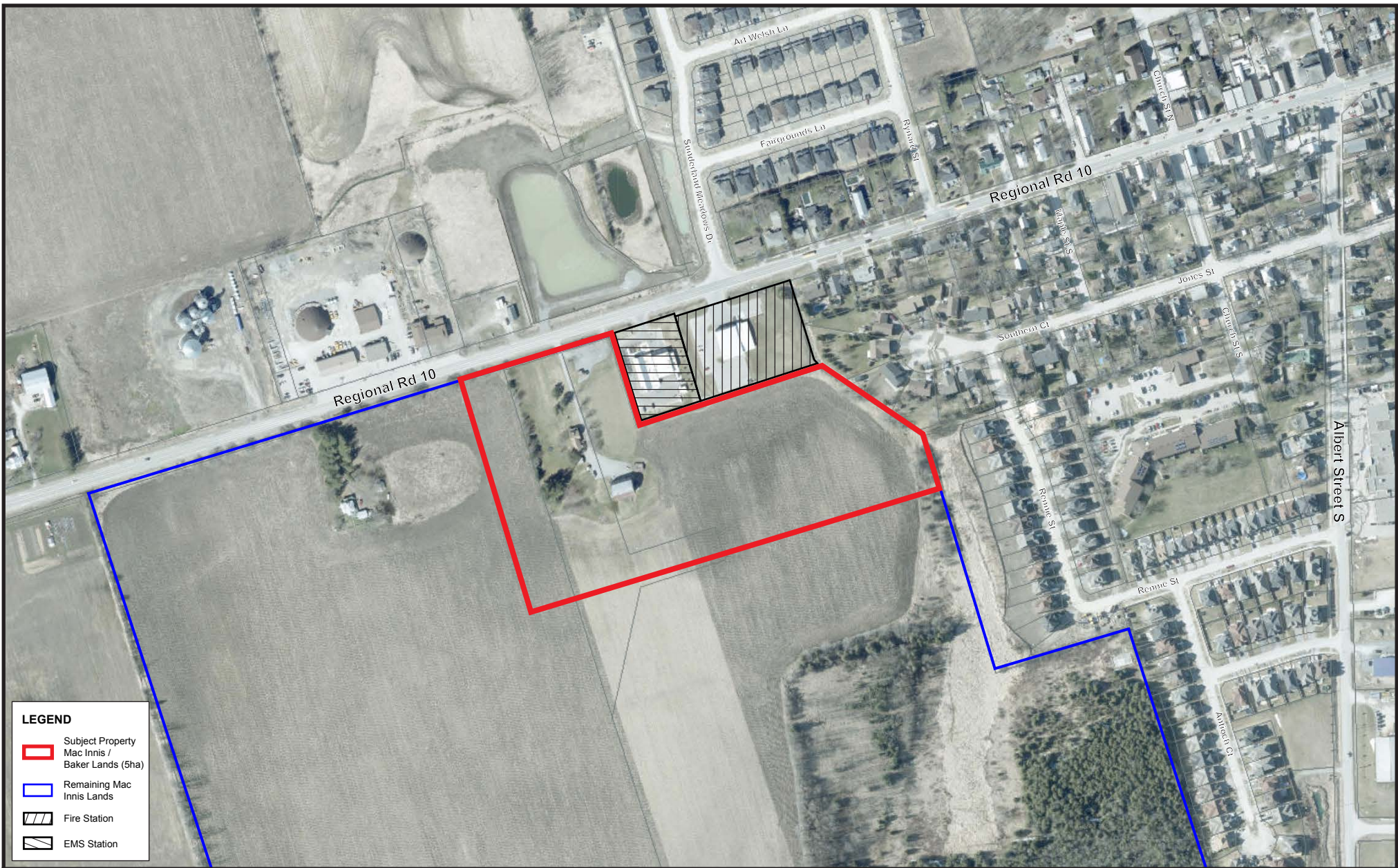


FIGURE 1: Mac Innis/Baker Lands

Sunderland, Ontario

Scale: 1:4500

May 28, 2021



**MPS**

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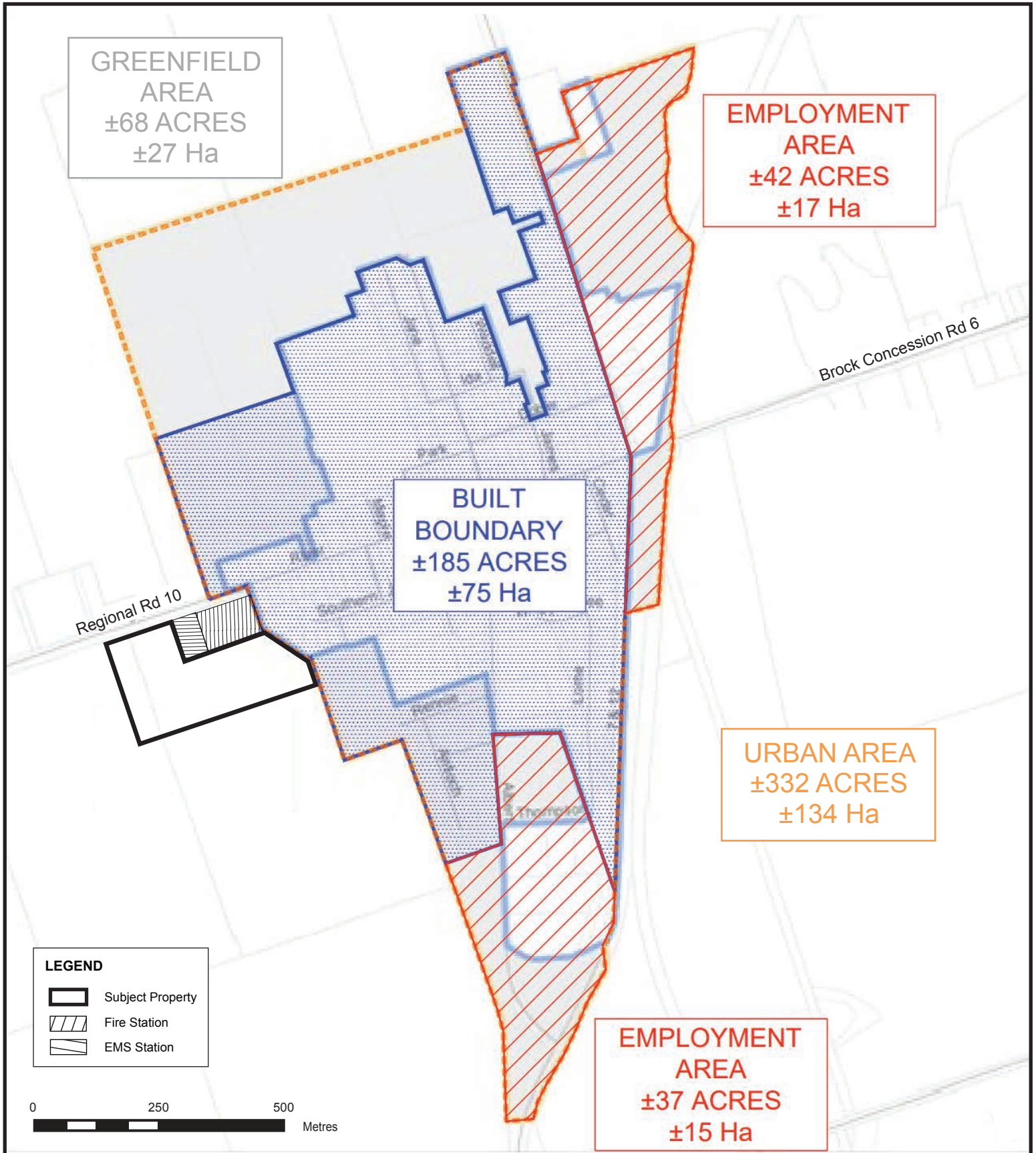


FIGURE 2: Sunderland Urban Area & 2021 Built Boundary

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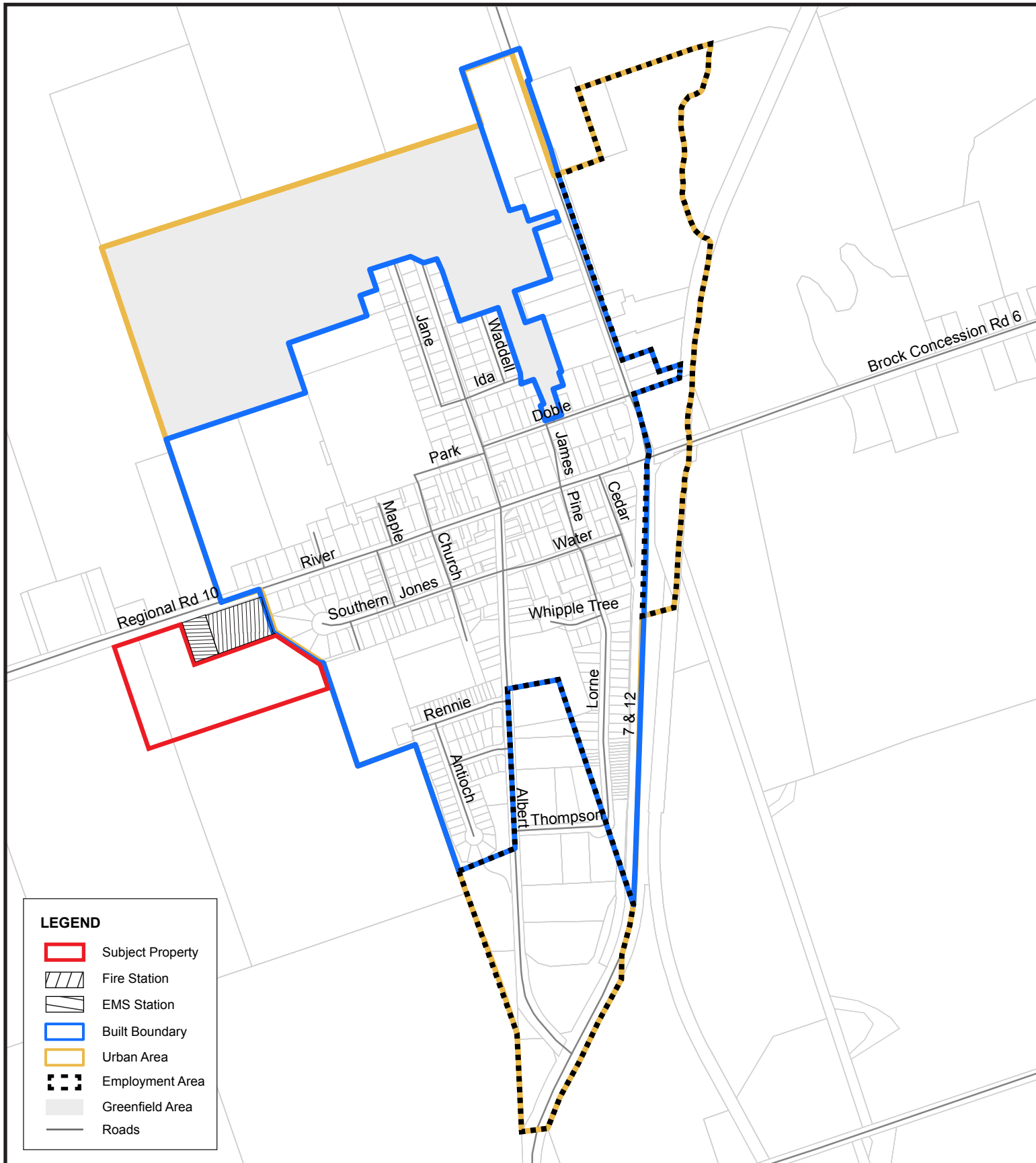


FIGURE 3: Sunderland 2021 Built Boundary & Employment

Scale: 1:10000

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Image produced with data from the Brock Township Official Plan Map 3-C Sunderland Greenfield Area, prepared by the Regional Municipality of Durham, June 2010.



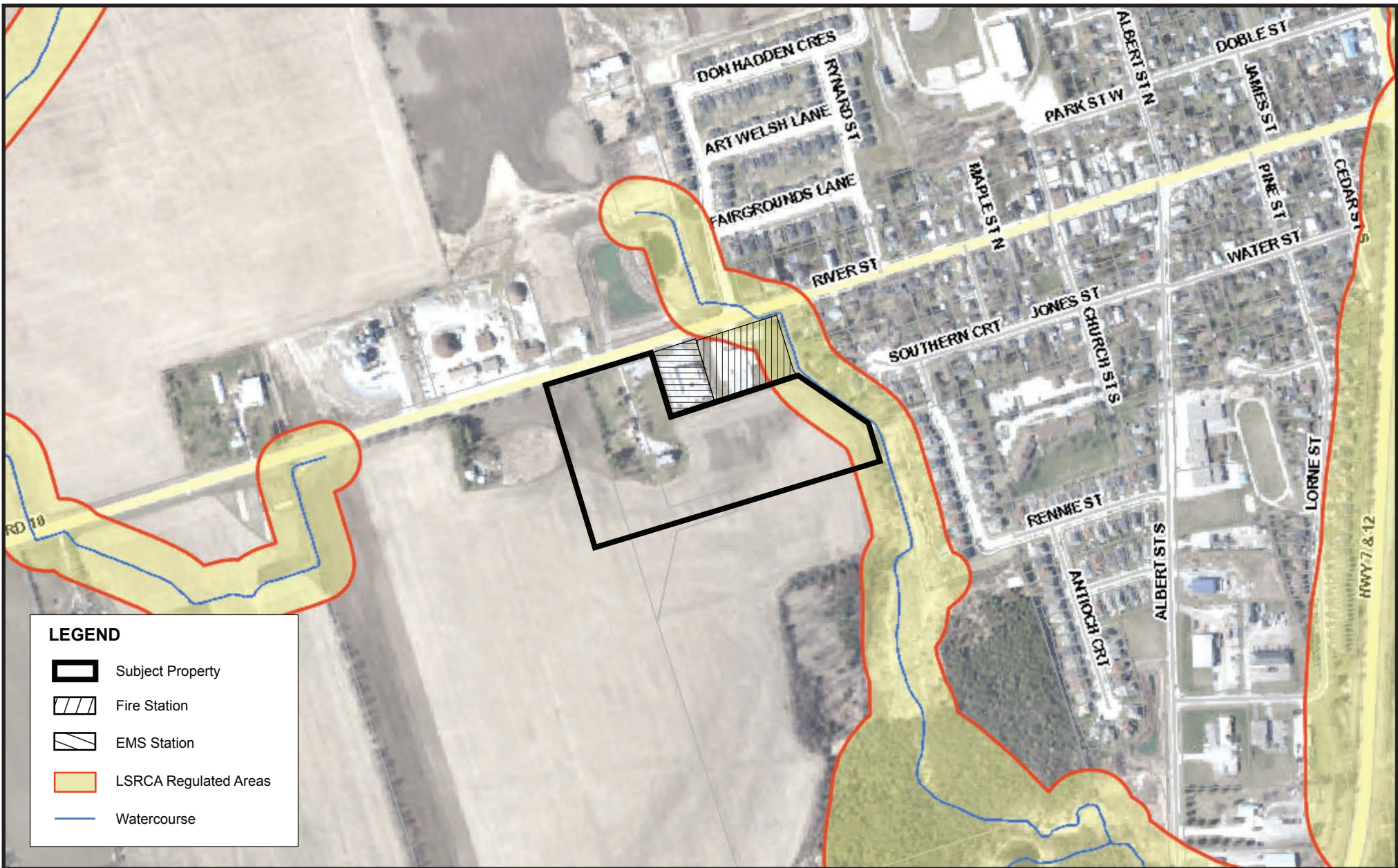


FIGURE 4; Lake Simcoe & Region Conservation Authority - Natural Heritage Mapping

Scale 1:6500

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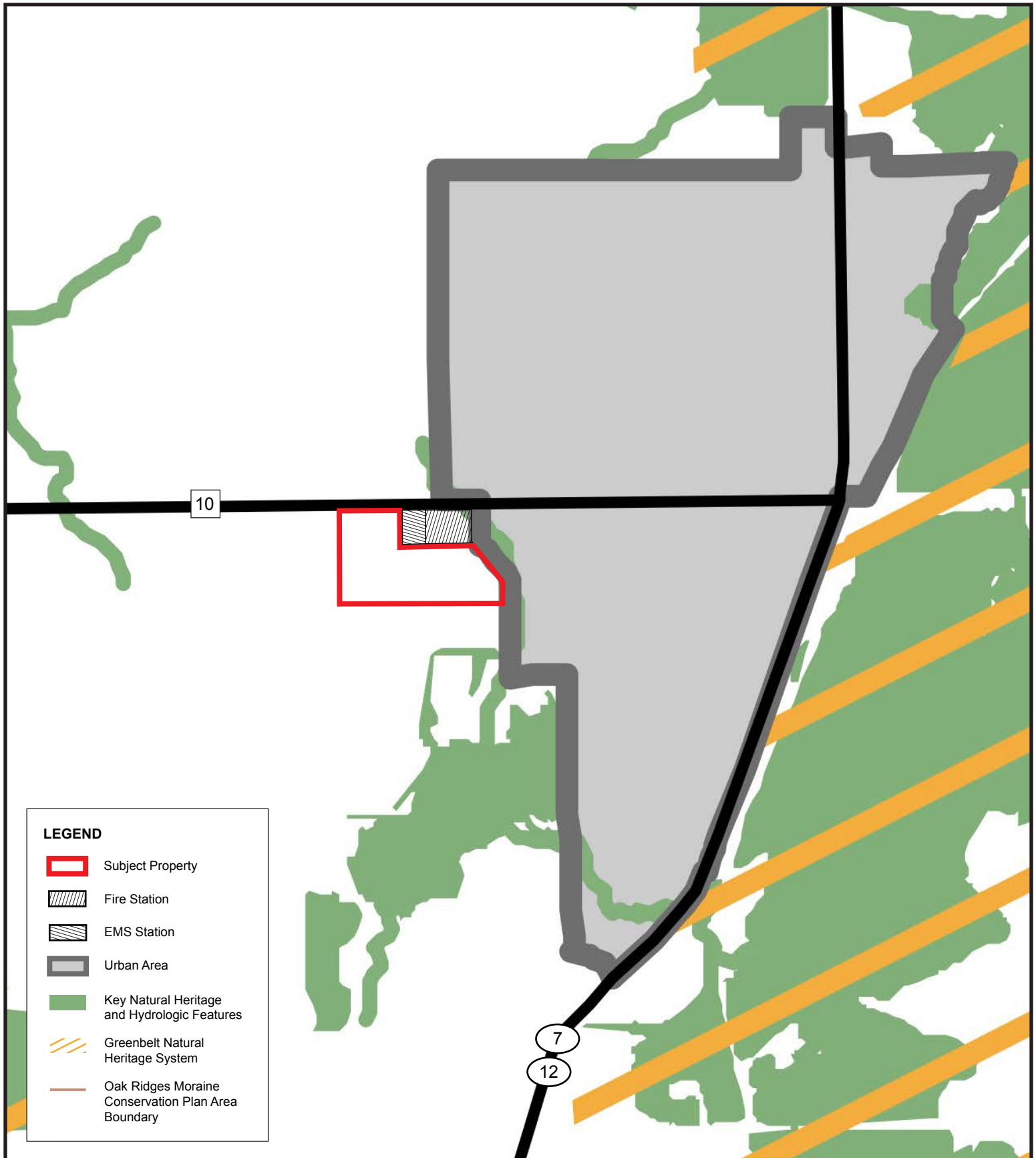


FIGURE 5: Durham Region Greenbelt Natural Heritage System  
Key Natural Heritage & Hydrologic

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Image produced with data from the Durham Regional Official Plan Schedule 'B' - Map 'B1a' Greenbelt Natural Heritage System & Key Natural Heritage and Hydrologic Features.