



Corporation of the Township of Brock

Staff Report to the Mayor and Members of Council

From: Robin Prentice, MCIP, RPP

Position: Director of Development Services

Title / Subject: Envision Durham – Growth Allocations & Settlement Area Boundary Expansions

Date of Report: January 23, 2023

Date of Meeting: January 30, 2023

Report No: 2023-DS-002

1.0 Issue / Origin

In November 2022 as part of the Envision Durham process, Durham Region released a regional information report and draft mapping showing the extent and location of draft Settlement Area Boundary Expansions ([Report #2022-INFO-91](#)), along with the [Municipal Growth Allocations and Land Needs Report](#). The purpose of this report is to provide an update to Council on the Envision Durham process and get Council direction on the Region's proposed growth allocations and settlement area boundary expansions for the Township of Brock.

2.0 Background

In May 2018, Durham Region initiated Envision Durham, representing a Municipal Comprehensive Review (MCR) of the Region's Official Plan, where it is intended that the existing plan is to be revoked and replaced with a new Regional Official Plan (ROP).

The Planning Act requires the Region to undertake an MCR as part of a Provincial Plan conformity exercise to review and amend the ROP to ensure that it:

- conforms with Provincial Plans or does not conflict with them;
- has regard to matters of Provincial interest; and
- is consistent with Provincial Policy Statements.

The Region has released a series of theme-based discussion papers, based on the following topics:

- a) Agriculture and Rural System;
- b) Climate Change and Sustainability;

- c) Growth Management;
- d) Environment and Greenlands System;
- e) Transportation System; and
- f) Housing.

Phase 1 of the Growth Management Study (GMS) focused on preparing a Land Needs Assessment to determine how much additional urban land would be required to accommodate forecasted population and employment growth to 2051. In May 2022, Regional Council endorsed Community Area Land Scenario 2a and Employment Area Land Need Scenario 2.

Phase 2 of the GMS includes identifying, assessing and consulting on proposed area municipal growth allocations and proposed geographic locations for Settlement Area Boundary Expansions (SABE).

The information report on Draft Settlement Area Boundary Expansions and Area Municipal Growth Allocations (Report #2022-INFO-91) was released on November 10, 2022 for public review and comment.

These materials were initially completed prior to the province releasing Bill 23, More Homes Built Faster Act. Bill 23 includes policies that significantly alter Ontario's land use planning framework including the role of Durham Region. Under Bill 23, the ROP would be deemed to be the Township's Official Plan (OP), eliminating the upper tier OP all together. Until such time as the province provides more information with respect to these aspects of Bill 23 and the transition of the ROP to the area municipalities, the Region is proceeding with the Envision Durham process.

The final growth allocations and locations for SABEs will come forward for Regional Council approval in 2023 as part of a draft new ROP.

3.0 Analysis

3.1 Growth Forecasts

By 2051, Durham Region is forecast to grow to 1.3 million people and 460,000 jobs. This represents an increase of approximately 577,000 residents and 218,400 jobs between 2021 and 2051. This will require approximately 225,800 new households, or approximately 7,500 new households annually across the Region.

Population and employment growth is not anticipated to be uniform across the Region, with most of the growth (97%) to occur within the southern municipalities and only 1% of the anticipated growth to take place within the Township of Brock.

The Township of Brock is forecast to grow to 20,900 people and 7,400 jobs by 2051, as outlined in Table 1 of this report. It is anticipated that Brock will add 2,900 housing units, or approximately 100 units annually, to 2051, which is over three times greater than the annual amount of housing growth experienced between 2006 and 2021 (approximately 30 housing units annually).

The Township of Brock housing forecast is comprised of 72% low-density, 14% medium-density, and 14% high-density dwellings, representing a slight shift towards medium-density dwellings compared to historical patterns.

Table 1. Proposed Growth Allocations for the Township of Brock

	Existing 2021	Future 2051	Growth 2021-2051
Population (people)	13,000	20,900	7,900
Urban	8,100	14,620	6,500
Rural	4,900	6,300	1,300
Housing (units)	4,800	7,700	2,900
Employment (Jobs)	3,700	7,400	3,700

Source: Area Municipal Growth Allocations & Land Needs, 2051 (Watson & Associates), Oct. 17, 2022

Employment within the Township is forecast to grow by 3,700 jobs between 2021 and 2051, representing an annual growth rate of 2.3%.

The ability of the Township to ultimately grow to nearly 21,000 people and 7,400 jobs by 2051 will be dependent on the ability to provide servicing infrastructure to accommodate growth.

3.2 Settlement Area Boundary Expansions (SABEs)

Under Regional Council's endorsed Community Area Land Need Scenario 2a and Employment Area Land Need Scenario 2, the quantum of new urban area land required Region-wide is 3,671 hectares (9,071 acres). The proposed SABEs consume approximately 60% of the Region's whitebelt in the southern municipalities. The growth management work and associated mapping also considers the decisions made by Regional Council in December of 2021 with respect to employment area conversion requests.

The Region's GMS has identified that Brock has sufficient land within the existing Urban Area Boundary to accommodate population related growth to 2051 but has identified a need for a SABE to accommodate employment growth. A SABE of 17 ha (42 acres) has been proposed for employment area in the Township of Brock within Beaverton and Sunderland (see Attachment 1).

The Growth Plan permits minor settlement area boundary expansions for urban areas located within the Greenbelt Plan area. The urban settlement areas within the Township of Brock are located entirely within the Greenbelt Plan area. Therefore, any expansion must be limited in size to 5% of the current settlement area up to a maximum of 10 hectares, of which only 50% can be for residential purposes. The proposed expansion must be serviced with municipal water and wastewater systems and the expansion cannot include lands within the Greenbelt Plan Natural Heritage System.

Regional staff, in consultation with Brock staff, identified and reviewed several SABE options for Beaverton, Cannington, and Sunderland which were adjacent to the existing Urban Area Boundary and outside of the Greenbelt Natural Heritage System. Locations which offered a surrounding land use context compatible with future Employment Area uses were prioritized since expansions must include employment uses, while locations that generally consisted of only residential / rural residential uses were not included. Considerations such as proximity to transportation and goods movement infrastructure, impact on adjacent land uses, agricultural quality of the land, presence of natural heritage features and hydrological features/areas, and ability to provide municipal services were also evaluated. Based on these considerations, SABEs are proposed in Beaverton and Sunderland.

The proposed Employment Area expansions in Beaverton total 10 hectares (25 acres) and include lands on the north side of Main Street, opposite existing designated Employment Areas on the south side of the street. A smaller expansion is also proposed at the northeast corner of Highway 12 and Regional Road 15, in recognition of commercial uses that already exist outside of the Urban Area Boundary and to afford them with municipal services in future.

The proposed Employment Area expansion in Sunderland include lands at the western edge of the current Urban Area Boundary, on the south side of Regional Road 10. It is proposed that the existing Fire Station and Paramedic Response Station, which are currently outside the Urban Area Boundary but already provided with municipal water and wastewater services, be included to recognize these existing uses and to create a logical planning boundary with a total SABE area of 7 hectares.

Although there is additional capacity within the Beaverton water and wastewater systems to service additional growth, additional capacity is required to support the long-term development of this community. A significant list of projects and facility upgrades have already been identified as part of a long-term servicing strategy to increase servicing capacity in Beaverton. Regional Works Department staff have reviewed the proposed SABEs and concluded that the proposed expansions can be serviced as part of the long-term servicing strategy for the Beaverton Urban Area.

Currently, there is no additional capacity available in the Sunderland water or wastewater systems to service additional growth for lands already within the existing Urban Area Boundary, or any proposed SABE. A significant list of projects and facility upgrades have already been identified as part of the long-term strategy to increase the capacity of municipal services in Sunderland. A review of the proposed Sunderland SABE by Regional Works Department staff concluded that the proposed SABE can be serviced as part of the long-term servicing strategy for the Sunderland Urban Area.

4.0 Related Policies / Procedures

The Growth Plan (Section 2.2.8) and current Regional Official Plan (Section 7.3.11) outline criteria to be considered when evaluating locations for a SABE. These criteria include:

- municipal servicing capacity and feasibility;
- transportation connectivity;
- the financial viability of providing services;
- impacts on watershed conditions and the water resource system;
- agricultural capacity of the land;
- aggregate potential;
- archaeological and cultural heritage;
- compatibility and fit with the existing Regional Structure.

Growth Plan policy 2.2.8.3 (k) provides criteria for SABEs within the Greenbelt, limiting a SABE to 5% of the current geographic area, up to a maximum of 10 hectares, for Greenbelt settlement areas (ie. Beaverton, Cannington, Sunderland), subject to meeting several requirements and conditions.

5.0 Financial / Budget Assessment

The only anticipated financial impacts associated with report would be associated with future growth and development.

As a result of Bill 23, changes have been made to the Development Charges Act and existing residents and taxpayers will need to cover a portion of the costs associated with growth and development. Provincial investment should continue to be requested to fund required infrastructure needed to accommodate growth and to compensate for the decrease in DC funding opportunities as a result of Bill 23.

6.0 Climate Change Impacts

Long-term, comprehensive planning being done as part of the Envision Durham process helps to address climate change impacts. Planning compact urban areas supports the development of healthy and complete, sustainable communities, while efficiently using land and resources. The proposed growth allocations and SABEs minimize land consumption through compact built form by focusing growth and development within the existing communities and preserving the Greenbelt Natural Heritage System. Balancing jobs and housing reduces automobile dependency, and the need for long distance commuting.

7.0 Communications

The Region has undertaken a comprehensive community consultation program as part of the Envision Durham process, which includes the use of digital engagement tools, social media, and the holding of community events. The Region has a web page dedicated to the [Envision Durham project](#), which is used to assist with public engagement. No further public engagement is required on the Township's behalf at this time.

8.0 Conclusion

This report provides an overview of the Region's Growth Allocations and proposed SABEs which have been released as part of the Envision Durham exercise. Staff are seeking Council's authorization to submit this report as the Township's comments. The proposed SABEs will be reviewed based on feedback received through the consultation process and will form the basis of a new ROP that will guide growth and change in Durham to 2051.

Staff will continue to participate in and monitor the Envision Durham process and provide information and recommendations to Council with respect to Township of Brock related matters.

9.0 Recommendation

That staff report 2023-DS-002, regarding Envision Durham – Growth Allocations and Settlement Area Boundary Expansions, be received;

That Council endorse the Region's proposed growth forecasts and settlement area boundary expansions within the Township of Brock;

That a copy of this report be provided to the Region of Durham as the Township of Brock's input as part of the Region's Envision Durham process.