

ATTACHMENT 4: Growth and Development Policies

Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) 2014 categorize the subject lands as being within the 'Settlement Area' and 'Built Boundary' of the Municipality of Port Hope; as such, these areas shall be the focus of growth and their vitality and regeneration shall be promoted (PPS - 1.1.3.1) and providing for land use patterns with an appropriate range of housing mix. Additionally the Policy 1.1.3.3 promotes the use of existing or planned infrastructure to obtain cost effective development in order to respond to current and future projected needs (1.4.3).

Staff notes that the new PPS, 2020 was released on February 28, 2020. The PPS, 2020 supports implementation of **More Homes, More Choice**: Ontario's Housing Supply Action Plan and includes key changes to:

- Encourage an increase in the mix and supply of housing
- Protect the environment and public safety
- Reduce barriers and costs for development and provide greater certainty
- Support rural, northern and Indigenous communities
- Support the economy and job creation

All decisions affecting land use planning matters made after May 1, 2020 shall be consistent with the PPS, 2020.

Planning Act

The *Planning Act*, R.S.O. 1990 (the 'Act') is Provincial legislation that governs matters of land use planning within the Province of Ontario. All land use planning decisions in the Province of Ontario must be consistent with Part 1 (2) of the Act, which broadly sets out matters of provincial interest. The objective of Section 2 of the Act is to ensure due consideration is given by a decision body (the council of a municipality, a local board, a planning board and the Tribunal) to identified matters of Provincial interest:

- a) the protection of ecological systems, including natural areas, features and functions;
- b) the protection of the agricultural resources of the Province;
- c) the conservation and management of natural resources and the mineral resource base;
- d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- e) the supply, efficient use and conservation of energy and water;
- f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- g) the minimization of waste;
- h) the orderly development of safe and healthy communities;
- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- j) the adequate provision of a full range of housing, including affordable housing;
- k) the adequate provision of employment opportunities;
- l) the protection of the financial and economic well-being of the Province and its municipalities;
- m) the co-ordination of planning activities of public bodies;
- n) the resolution of planning conflicts involving public and private interests;
- o) the protection of public health and safety;
- p) the appropriate location of growth and development;
- q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- r) the promotion of built form that,
 - i. is well-designed,
 - ii. encourages a sense of place, and
 - iii. provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;
- s) the mitigation of greenhouse gas emissions and adaptation to a changing climate.

A Place to Grow: Growth plan for the Greater Golden Horseshoe

The plan informs decision making regarding growth management and environmental protection in Greater Golden Horseshoe.

The Growth Plan for the Greater Golden Horseshoe ("Growth Plan") contains a set of policies to manage growth to the year 2041. Broadly, the Growth Plan envisages the Greater Golden Horseshoe as being "*a great place to live*", offering "*a wide variety of choices for living*" in

“*thriving, liveable, vibrant and productive urban and rural areas*” contingent upon the implementation of, and adherence to, a set of the following guiding principles:

Section 1.2.1 - *Guiding Principles:*

- *Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime.*
- *Provide for different approaches to manage growth that recognize the diversity of communities in the GGH.*

Section 2.2.1 - *Managing Growth*

a) the vast majority of growth will be directed to settlement areas that:

- i. have a delineated built boundary;*
- ii. have existing or planned municipal water and wastewater systems; and*
- iii. can support the achievement of complete communities;*

c) within settlement areas, growth will be focused in:

- i. delineated built-up areas;*
- ii. **strategic growth areas;***
- iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and*
- iv. areas with existing or planned public service facilities;*

Section 2.2.6 - *Housing*

- a) support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:*
 - i. identifying a diverse range and mix of housing options and densities, including second units and affordable housing to meet projected needs of current and future residents; and*
 - ii. establishing targets for affordable ownership housing and rental housing;*
- b) identifies mechanisms, including the use of land use planning and financial tools, to support the implementation of policy 2.2.6.1 a);*
- c) aligns land use planning with applicable housing and homelessness plans required under the Housing Services Act, 2011; and*
- d) implement policy 2.2.6.1 a, b) and c) through official plan policies and designations and zoning by-laws.”*

Policy 2.2.7(5) states that for “*upper- and single-tier municipalities in the outer ring, the minimum density target for designated greenfield areas contained in the applicable official plan that is approved and in effect as of July 1, 2017 will continue to apply until the next municipal comprehensive review is approved and in effect*”.

County of Northumberland is located within the Outer Ring of the Greater Golden Horseshoe. Therefore, the approved densities of development (35 people and jobs per hectare) remain in force and effect until the next municipal comprehensive review of the Official Plan.

The proposed residential draft plan of subdivision conforms to the growth management and housing policies of the Growth Plan by improving the range and contributing to the supply and mix of housing options within an area identified as a designated greenfield area that is planned for growth with available and planned water and wastewater infrastructure. Additionally the proposal meets and exceeds the density targets for the Municipality of Port Hope.

Northumberland County Official Plan

(As Approved by the Ontario Municipal Board on November 23, 2016)

The Northumberland County Official Plan (NCOP) designates the entirety of the subject lands as 'Urban Area'. A full range of land uses are permitted within 'Urban Areas' in accordance with Municipality of Port Hope Official Plan policies and land use designations. The Urban Areas are intended to be the focus of growth within the County. A minimum of 80% of the anticipated population and employment is expected to occur in the 'Urban Areas' identified in the County with a population growth forecast for 2041 of 6,290 in Port Hope.

Table H of Section B7 of the NCOP outlines the housing forecast to 2034 for each of the local municipalities including the Municipality of Port Hope. The total forecast for the Municipality of Port Hope is 2,436, including 936 low density residential units. These forecasts are considered guidelines and may be adjusted by the local municipality "*as appropriate taking into account the nature of exiting planning approvals and the policies of the local Official Plan*". Table J of Section B10 of the NCOP provides a minimum density target for new Greenfield development (residents and jobs combined per hectare) of 35 people and jobs per gross hectare.

Section C1.2 of the Official Plan sets out the land use objectives for residential areas within the 'Urban Area' including:

- "a) Maintain and enhance the character and identity of existing residential areas;*
- c) Promote the efficient use of existing and planned infrastructure and public service facilities by supporting opportunities for various forms of residential intensification, where appropriate;*
- f) Encourage a high standard of urban design for development and redevelopment;*
- h) Implement street designs that provide for pedestrian, cycling and other non-motorized modes of transportation to help create more healthy and complete communities."*

Section C1.5.2(a) supports "Residential intensification and redevelopment within urban areas and rural settlement areas, where an appropriate level of infrastructure and public service facilities are or will be available in the immediate future and subject to the policies of this Plan".

The proposed draft plan of subdivision and zoning by-law amendment are consistent with the approved NCOP. Based on full buildout, and the persons in private households (2.523 PPU for single detached units and 2.031 for multiple dwelling) established in the 2019 Development Charges Background Study prepared for the Municipality of Port Hope, the proposed subdivision of 369 residential dwelling units would achieve 47 residents and jobs per hectare. The density of the proposed subdivision would exceed the minimum density target of the Municipality of Port Hope Official Plan and NOCP.

The proposed subdivision provides for a satisfactory standard of urban design to ensure compatibility with the existing community and transition to surrounding land uses, and is considered to be appropriate for this location. The development of the subdivision for the number and type of residential dwelling units can be accommodated without adverse impact to the supply or opportunities for housing given that Port Hope has ample capacity to accommodate future growth both in terms of available land and infrastructure available for new development. An amendment to the County Official Plan is **not** required.

Northumberland County Affordable Housing Strategy

Northumberland County released the final *Affordable Housing Strategy* in March 2019. The primary goal of the *Housing Strategy* was to develop an affordable housing strategy through a range of tools and incentives across Northumberland. The *Housing Strategy* provides a series of

goals and recommended actions to assist Northumberland County and its housing partners to address the identified housing gaps and achieve the desired future outcomes for the housing system, including to “*encourage and support the development of a diverse housing stock, including accessible housing options, smaller units, and options to facilitate aging in place, in all Northumberland communities*”.

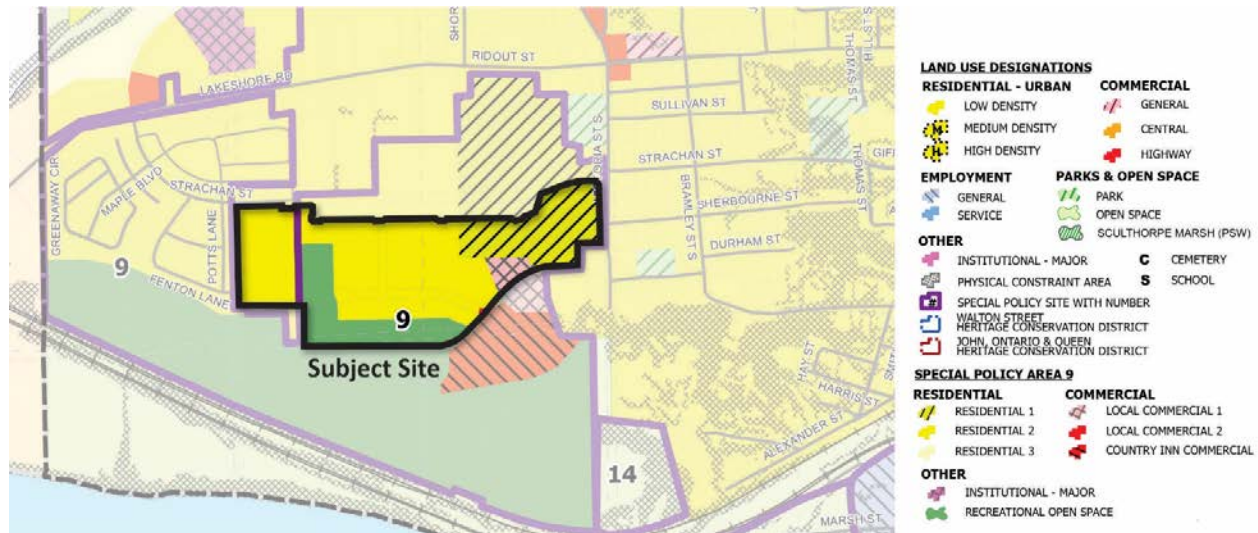
Table 22 of the Report identifies a recommended affordable housing target of 32 affordable units to be built in the Municipality of Port Hope each year. In the case of ownership housing, the Northumberland County Official Plan defines affordable housing as: “*the least expensive of:*

- i. Housing for which the purchase price results in annual accommodation costs which do not exceed 30% of gross annual household income for low and moderate income households; or,*
- ii. Housing for which the purchase price is at least 10% below the average purchase price of a resale unit in the regional market area.”*

The proposed townhouse units most likely will not meet the definition of affordable under the County’s Official Plan. The proposed units will increase the inventory of available dwelling units in the Municipality and provide for a greater range of housing forms and sizes at different price-points to accommodate the needs of various household sizes and incomes.

Municipality of Port Hope Official Plan 2017

The entirety of the subject lands is located within the Designated Greenfield Area of the Municipality. In the **Schedule C1 of the Official Plan**, the majority of the subject site is currently designated 'Residential 1', 'Residential 2', 'Recreational Open Space', 'Local Commercial 1' and 'Country Inn Commercial' within '**Special Policy Site Area 9**' (Penryn Park Estate). The western portion of the subject site (locally known as the "Skora lands") is designated 'Low Density Residential – Urban' and is not subject to the Special Policy Site Area 9.



The **text** of the Official Plan, however, **does not** include **policies** (i.e. permitted uses, unit mix, and densities) specifically pertaining to the above mentioned designations. The subject lands are designated in the Official Plan under Section D8 – Special Site Policies as **Site Specific Policy *9 Penryn Park Estates**:

D8 SPECIAL SITE POLICIES

Areas identified on Schedule C – Land Use and Schedule C1 – Land Use - Urban Area Detail by a * followed by a number are subject to site specific policies, as outlined below. **The underlying land use designation and policies related to these lands as indicated on Schedule C – Land Use and Schedule C1 – Land Use Urban Area Detail should be read in conjunction with the special site policies outlined below.**

Notwithstanding anything in this Plan to the contrary, the land identified as *9 on Schedule C1 Land Use-Urban Area Detail, shall be developed in accordance with the approvals granted by the Ontario Municipal Board (OMB) as outlined in OMB Decisions/Orders 1463, 1075, 1900, 0027 and 2292 issued on October 30, 2003, June 16, 2004, December 8, 2004, January 10, 2005 and August 29, 2005 respectively. Any further development approvals required for these lands shall therefore be addressed and considered in the context of those approvals only.

The OMB Decision/Order No. 1463 approved Official Plan Amendment No. 42 (OPA 42) to the Ward 1 Official Plan for the Corporation of the Municipality of Port Hope in 2003. OPA 42 established detailed land use policies for a portion of the Port Hope West Planning District Secondary Plan (1996), which included the western portion of the subject lands (referred to as Redner). OPA 42 designated the western portion of the subject lands as "West Village – Residential", which permits single detached dwelling units.

At the time of the OMB hearing in 2003, the eastern portion of the subject lands was already within the northern area of the approved Penryn Park Secondary Plan (1994) area. OMB Decision/Order No. 1463 approved Official Plan Amendment No. 48 (OPA 48) resulting in a modified road alignment and changes to the boundaries of the adjacent designated areas within southern portion of the Secondary Plan area.

With the later approval of the Municipality of Port Hope Official Plan in 2006 and 2017, the Penryn Park Secondary Plan was expunged from the Official Plan and replaced with Site Specific Policy *9 Penryn Park Estates, as referenced above. It is Staff's opinion that at the next Official Plan review, the legend of Schedule C-1 of the Port Hope Official Plan needs to be addressed in conjunction with the totality of the approvals granted to the lands identified as Site Specific Policy *9 Penryn Park Estates.

OPA 42 identifies low density residential uses including street townhouses, semi-detached and detached single dwellings as being the predominate uses to be found throughout the subject lands. Medium density uses in the form of townhouses and apartment buildings are also identified as permitted uses in certain locations, along with some limited higher density forms, largely within retirement and institutional forms. The maximum number of dwelling units for all the AON holding was set to 1,600.

Of relevance to the subject lands is that, with the later approval of the Municipality of Port Hope Official Plan in 2006 and 2017, the Municipality did not change the policies applicable to the lands and carried forward Special Policy Area *9 that identified that the lands would continue to be developed in accordance with the prior OMB approvals.

The OMB approvals included OPA 42, OPA No. 48 and the various draft plans of subdivision that were approved thereafter (lapsing provisions have been extended until Dec 31, 2021 by various OMB decisions). So the majority of the subject lands, including the area where the woodlot is situated, is designated for residential uses.

Density Target

Section B3 of the Official Plan provides an overview of the Growth Management Strategy which was carried out by the Municipality of Port Hope to provide "a detailed assessment of population, housing, employment and land supply and demand expectations". A more detailed policy framework is provided in Section B12 of this Plan. Section B12.3, **Designated Greenfield Areas** states that "Development in these areas is required to contribute to the achievement of the minimum designated greenfield area density target of 35 residents + jobs per hectare (r+j/ha) for the 48.86 ha of land designated as Greenfield in the Municipality (generating a total of approximately 1,710 r+j)".

As noted in the previous section, the proposed subdivision of 369 residential dwelling units would achieve 47 residents and jobs per hectare. The density of the proposed subdivision exceeds the minimum density target of the Northumberland County Official Plan and the Port Hope Official Plan.

Affordable Housing

One of the objectives under Section B9. Social and Housing is to encourage the provision of an adequate supply of housing accommodation, by type and tenure, in relation to the needs and demands of both present and future inhabitants of the Municipality in a form that generates a choice of life styles as well as to encourage the provision of affordable housing and endeavor to achieve a 25% share of affordable housing units broadly within new developments.

Draft Municipal Affordable Housing Strategy presented to municipal Council in November 2019, supports the County’s recommended affordable housing target of 32 affordable units to be built in the Municipality of Port Hope each year. Staff recognize that the proposal would result in an increase in the mix and supply of housing, however is it staff’ opinion that the units would not meet the definition of affordability under the PPS (and the NOCP).