



PORT PERRY WEST LANDOWNERS **TOWNSHIP OF SCUGOG**

REQUEST FOR SETTLEMENT AREA BOUNDARY EXPANSION Vision and Planning Justification

June 30, 2023

 **The Planning
Partnership**

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1.0 Purpose of Submission

1.0 Purpose of the Submission

The purpose of this submission is to request that the Minister of Municipal Affairs and Housing implement the expansion of the existing Settlement Area Boundary abutting the community of Port Perry, in the Township of Scugog, to incorporate the Subject Lands. The Subject Lands are identified on the attached Map 1.

The effect of the Settlement Area Boundary expansion is to facilitate the development of an urban residential community, with supporting commercial uses, community facilities and a parks and open space system.

2.0 Context

The Township of Scugog is primarily a rural municipality, focused on its only Settlement Area of Port Perry, which is identified as a Regional Centre and includes both Living Areas and Employment Areas. Port Perry's opportunities for future growth are physically limited by Lake Scugog, the Natural Heritage Network and the policies of the Greenbelt Plan.

Today, Port Perry is rapidly depleting its supply of land designated for urban residential land uses. Further, within Port Perry, intensification potential is very restricted. The effective result is that options for residential growth within the Township of Scugog, and Port Perry in particular, are extremely limited.

When the Greenbelt Plan was enacted in 2005, the Township of Scugog was not provided with any greenfield growth potential, or 'whitebelt' lands in proximity to Port Perry. It is recognized that this policy approach effectively prohibits the expansion of the Port Perry Settlement Area onto the Subject Lands, but more importantly, prohibits any significant or comprehensively planned residential growth in Port Perry at all, which may cause substantial fiscal hardship to the Township of Scugog in the long-term.

3.0 The Subject Lands

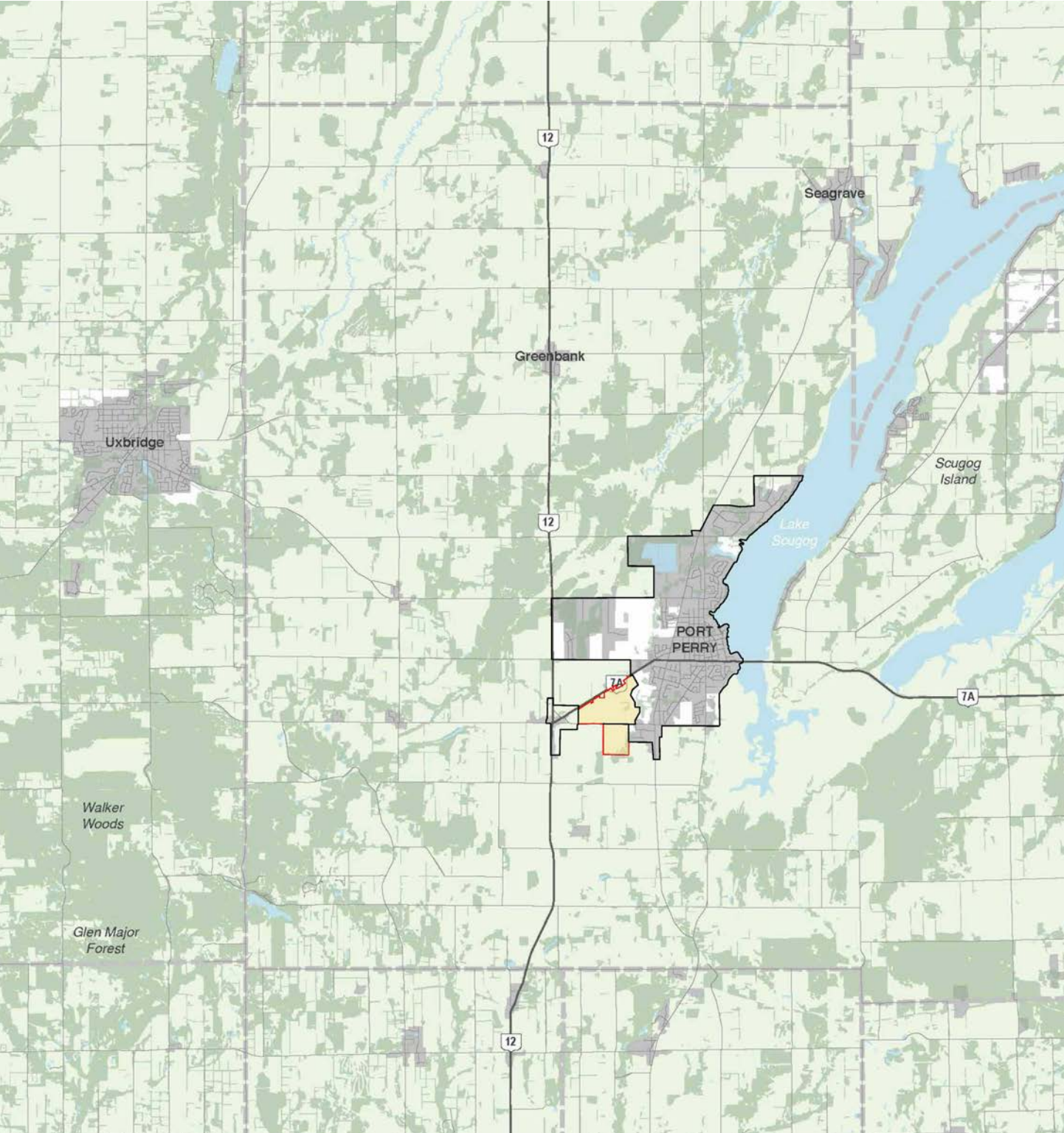
General Description


This submission affects approximately 135 hectares of land abutting the south-west boundary of the community of Port Perry, in the Township of Scugog. The Subject Lands are located southeast of Highway 7A, west of Old Simcoe Road, and north of Scugog Line 4. Generally, the Subject Lands are:

- Abutting the Settlement Area Boundary of Port Perry;
- Designated as Prime Agricultural Lands, but not a Specialty Crop Area;
- Located outside of the Oak Ridges Moraine Area and outside of the Provincial Natural Heritage System mapping; and,
- Located within the Greenbelt Plan Area, designated as Protected Countryside.

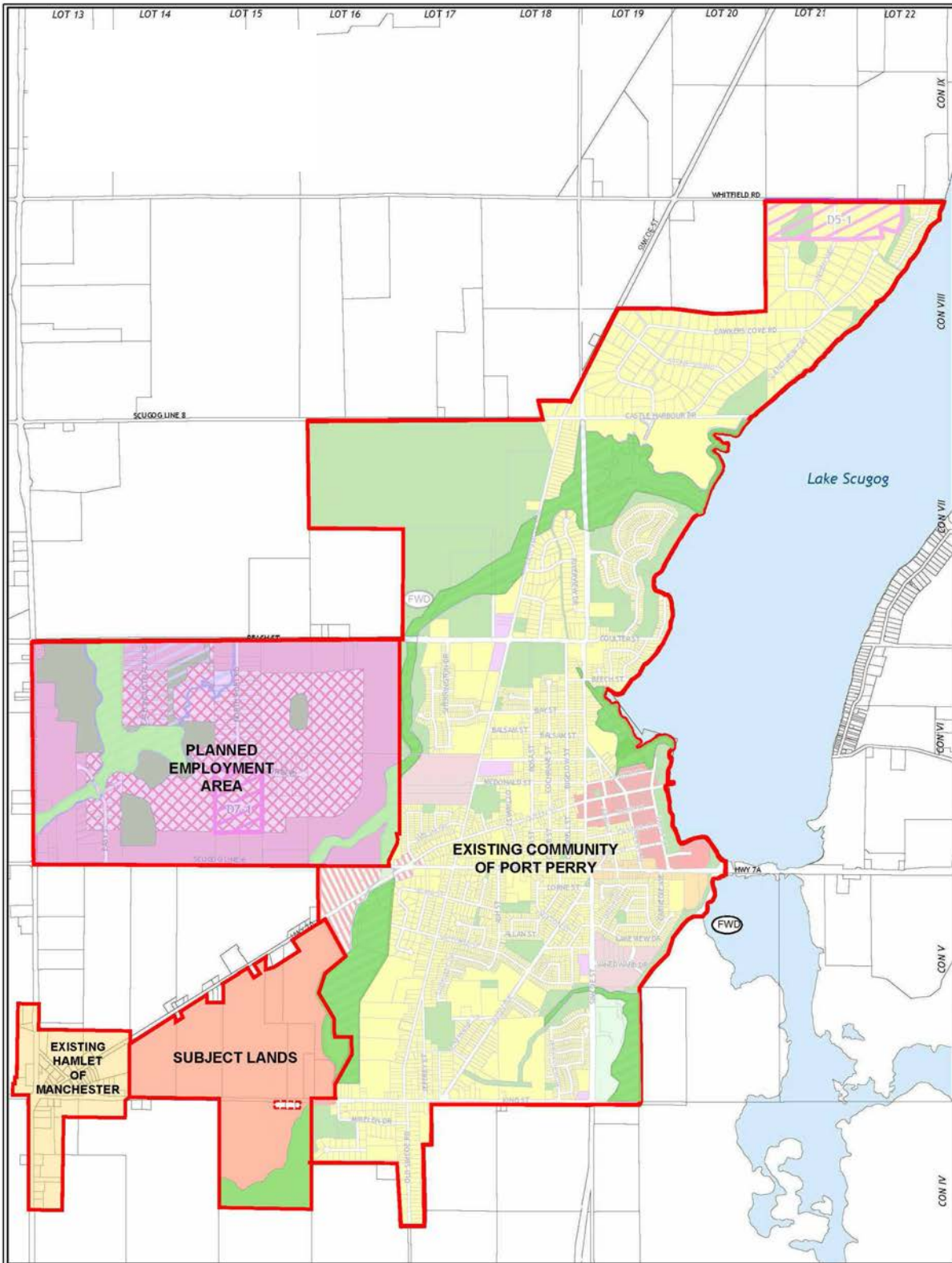


2.0 Context



 Subject Lands

2.0 Context



Map 1 : Context Plan

3.0 The Subject Lands

The Subject Lands are generally flat and currently accommodate a range of land uses, including scattered rural residential and rural commercial development, agricultural uses and a golf course. Recently, a hotel has received development approval on the Subject Lands, and is located on the Highway 7a frontage.

Natural Heritage Features

The Subject Lands do incorporate a number of natural heritage features, summarized as follows (a more detailed inventory is included in Appendix B):

- **Watercourses** - Cawkers Creek, a permanent watercourse, is identified along the eastern boundary of the Subject Lands. Two potential intermittent watercourses were also identified within the northern portion of the Subject Lands. These intermittent watercourses appear to be partially fed from the golf course ponds; however, many of the ponds displayed evidence of a high level of manipulation;
- **Headwaters** - Headwater drainage features are also likely present within the Subject Lands; however, they would not be considered intermittent or permanent streams. Watercourses (including online ponds) and HDFs may provide fish habitat within the Subject Lands. Isolated ponds that are not hydrologically connected are not identified as providing fish habitat;
- **Wetlands** - Several wetlands are identified within the Subject Lands; therefore, it is possible that these units could be considered Provincially Significant, if a wetland evaluation were requested by the Conservation Authority or the Ministry Natural Resources and Forestry;
- **Woodlands** - Wooded communities are identified within the Subject Lands; further evaluation is required to determine whether these woodlands would meet the threshold for significance;
- **Habitat** - Potentially suitable habitats for Species at Risk and Significant Wildlife Habitat are identified

on the Subject Lands. Detailed field investigations will be required to confirm whether the species are present and using the habitats; and,

- **Aquifers** - One Highly Vulnerable Aquifer is identified in a small area in the northern part of the Subject Lands. Based on the expected soil conditions from the desktop review (low-permeability soils like clays, glacial tills at grade), seepage areas and springs are not expected across most of the Subject Lands. At a preliminary level, potential seepage locations (if any) are expected to be confined to the watercourse and wetland community areas identified on the Subject Lands.

Road Network

From a transportation perspective, access to the Subject Lands is facilitated by a network of roadways under the jurisdiction of the Township of Scugog (local, collector, and arterial roads), and Province of Ontario (Provincial highways). Appendix B provides additional details regarding the transportation network, however, the following describes the existing abutting road network:

- **Provincial Highway 7A** - Provincial Highway 7A is classified as a “Type A” Arterial roadway. The Township of Scugog Official Plan identifies this roadway as a “Transit Spine” and part of the “Strategic Goods Movement Network”.

The two-lane roadway provides one travel lane in each direction. Immediately east of Highway 7/12 the posted maximum speed limit is 60 km/h/ Approximately 565.0 metres east of Highway 7/12 the posted maximum speed limit transitions to 80 km/h. A 1.48 km section operates under the 80 km/h speed limit before transitioning down to a 50 km/h maximum speed limit to Scugog Street. The roadway provides a paved asphalt surface with narrow gravel shoulders. White edge of pavement line markings and double yellow centreline markings are present. To the east, Highway 7A provides direct connections to Highway 57, Highway 35, and Highway 115;

3.0 The Subject Lands



VIEW EAST ALONG GOODWOOD ROAD



VIEW EASTWARD TOWARDS GOODWOOD ROAD AND HIGHWAY 7 INTERSECTION



VIEW ALONG HWY 7A LOOKING EAST

- **Provincial Highway 7/12** - Provincial Highway 7/12 is classified as a “Type A” Arterial roadway. The Township of Scugog Official Plan identifies this roadway as a “Transit Spine” south of Highway 7A and part of the “Strategic Goods Movement Network”. The two-lane roadway provides one travel lane in each direction. The roadway provides a paved asphalt surface with wide gravel shoulders. White edge of pavement line markings and double yellow centreline markings are present;

The intersection of Highway 7/12 and Highway 7A/Goodwood Road operates under traffic signal control. To the west, Highway 7/12 is a Provincial Highway provides a direct connection to Highway 407 to the south. Highway 7/12 also provides a connection to access the community of Uxbridge to the northwest;

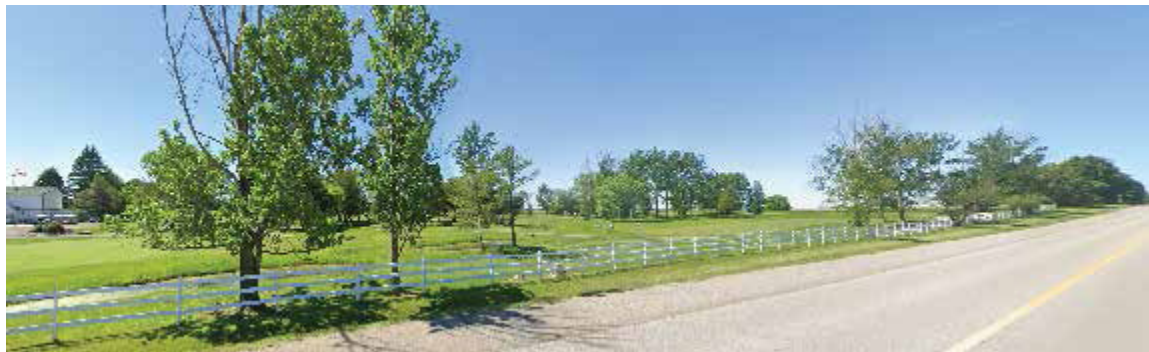
- **Goodwood Road (Durham Regional Road 21)** - Goodwood Road (Durham Regional Road 21) is classified as a “Type A” Arterial roadway. The two-lane roadway provides one travel lane in each direction with a posted maximum speed limit of 60 km/h. The roadway provides a paved asphalt surface with wide gravel shoulders. A solid double yellow centreline marking is present between the two travel lanes. To the west, Goodwood Road (Durham Regional Road 21) provides an east-west connection to Highway 48 and Highway 404; and,
- **Rose Street/King Street** - Rose Street/King Street is classified as a “Type C” Arterial roadway. The two-lane roadway provides one travel lane in each direction with a posted maximum speed limit of 50 km/h. The roadway provides a paved asphalt surface with narrow gravel shoulders. A solid yellow centreline marking is present between the two travel lanes. The Rose Street approach to Highway 7A operates under stop control.



GOOGLE MAP OF HAMLET OF MANCHESTER AREA



VIEW TOWARDS THE SUBJECT LANDS FROM HWY 7A



VIEW TOWARDS THE SUBJECT LANDS FROM KING STREET



VIEW ALONG KING STREET LOOKING EAST

4.0 The Development Vision

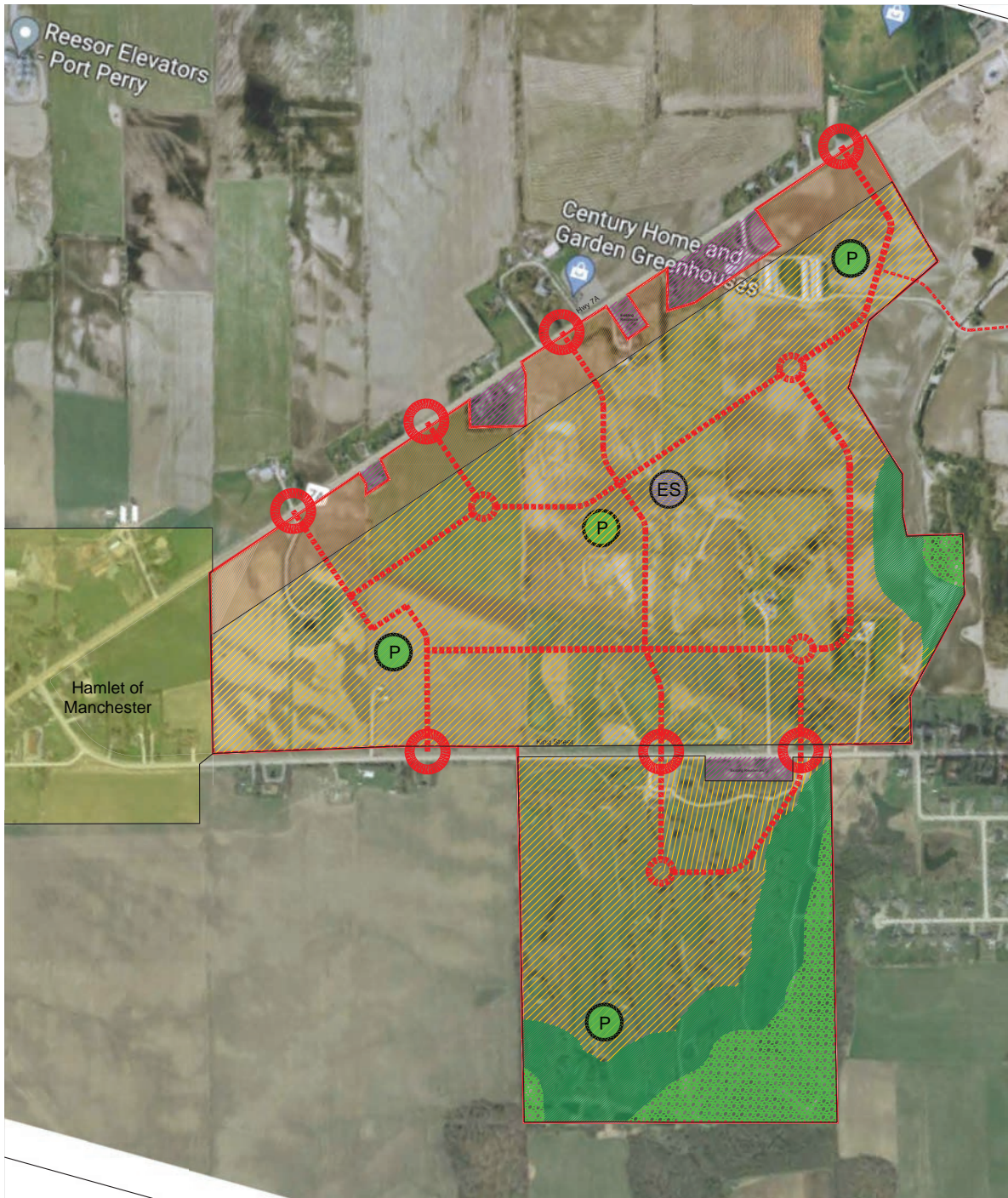
4.0 The Development Vision













The Development "VISION" is articulated generally on Map 2: Community Structure Plan, which provides a high-level illustration of the intended structure of the new community based upon principles of place-making and connectivity. The Community Structure Plan shows a conceptual primary road pattern that is connected to the existing road network, connects new neighbourhoods to one another and connects residents to community amenities such as parks and open spaces, retail and service commercial uses and community facilities. The Community Structure Plan also shows a primarily residential community, with opportunities for mixed-uses along the Highway 7A corridor and distribution of land uses including parks, natural heritage, and an elementary school.

Based on the Community Structure Plan, and utilizing the density target of 50 persons and jobs combined per gross hectare it is anticipated that between approximately 1,800 to 1,900 dwelling units, accommodating approximately 5,700 new residents and jobs could be accommodated on the Subject lands, as summarized on Table 1.

Total Land Area	134.25 ha
Natural Heritage	19.8 ha
Gross Land Area	114.45 ha (Total Land Area minus Natural Heritage)
Density	50 persons and jobs combined/gross hectare 114.45 x 50 pj/ha Approximately 5,700 persons + jobs
No. of Units	5,722 person/3 persons per unit Between 1,800 and 1,900 dwelling units
SWM Facilities	8% of Gross Land Area
Parkland	5% of Gross Land Area

Table 1



LEGEND					
	SUBJECT LANDS		EXISTING RESIDENTIAL		NATURAL HERITAGE CORE AREA
	ROAD NETWORK		HAMLET		NATURAL HERITAGE LINKAGE AREA
	ACCESS / GATEWAY		MIXED-USE AREA		PARK / OPEN SPACE
	TRAFFIC CALMING (ROUNDBOUT)		RESIDENTIAL AREA		SCHOOL (TO BE CONFIRMED)

Map 2 : Community Structure Plan

4.0 The Development Vision



HOUSING



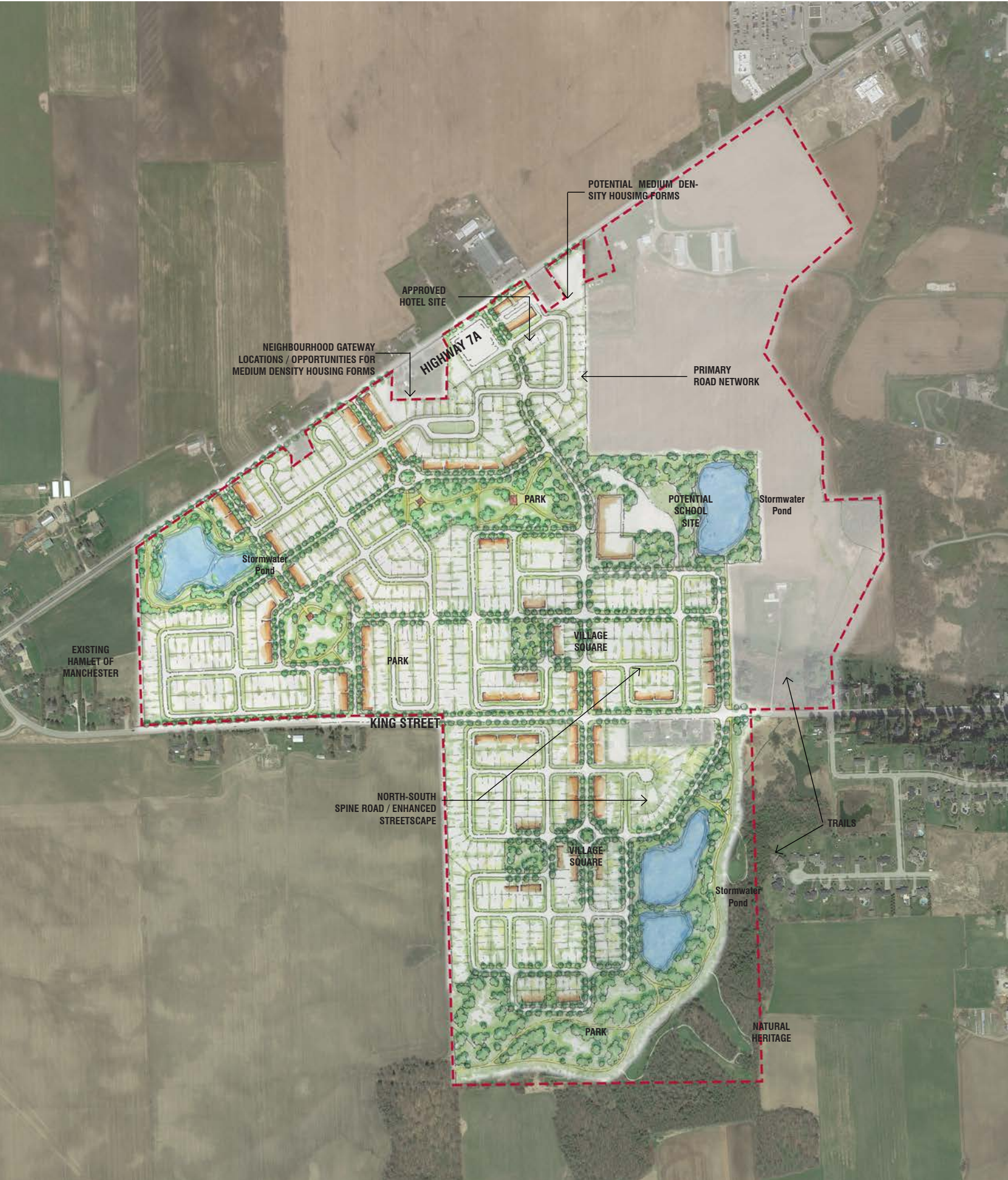
PARKS AND OPEN SPACE



TRAILS

Map 3: Conceptual Master Plan more fully articulates:

- **Streets and Blocks** - The potential street and block pattern, parks system and the distribution of various forms of housing. The future road network is expected to include a hierarchy of streets and accommodate motorist, cyclists and pedestrians in a safe and efficient manner. Details of the street network shall be addressed through subsequent stages of development approvals;
- **Land Use Pattern** - The potential distribution of various forms of housing is identified. The land use pattern recognizes that Highway 7a is identified as a transit corridor in the Region's Official Plan through the identification of potential mixed-uses (including the approved hotel site) and higher density buildings forms;
- **Parks System** - Parks are generally distributed to serve as recreational / social focus areas within the neighbourhoods and as walkable destinations. These areas, along with the main streets leading into the community are conceptually shown to be enhanced through the distribution and arrangement of higher density building forms;
- **Natural Heritage System** - The existing natural heritage system provides an open space amenity anchoring the southern extent of the community where potential planned parks and trails may be located; and,
- **Stormwater Management** - Stormwater management ponds are conceptually located based upon the recommendations identified in the Natural Heritage/Municipal Infrastructure Overview with respect to general location and land area.



Map 3 : Conceptual Master Plan

5.0 Planning Justification



5.0 Planning Justification

Facilitate a Range and Mix of Housing, including Affordable Housing Options

Regional Council has supported a motion to promote a greenfield density target of 50 persons and jobs combined per gross hectare - effectively returning to the original greenfield density target identified in the 2006 version of the Growth Plan. The minimum density target of 50 persons and jobs combined per gross hectare has been used to calculate development yields within the Community Structure Plan included as Map 2.

The minimum density target promoted through this request for a Settlement Area Boundary expansion is expected to:

- Promote a housing mix that promotes housing options and requires a range and mix of housing types, including single-detached, townhouses, and low rise apartments. A more diverse array of housing options in Port Perry can act as an attractor to more, and different types of job opportunities throughout Scugog; and,
- Support enhanced housing affordability because it effectively requires higher density and smaller dwelling units in an area of Durham Region where land prices are lower. Further, and as land in south Durham Region and other areas in the Greater Golden Horseshoe (GGH) becomes even more expensive and/or is exhausted and housing values continue to increase, it is possible that communities like Port Perry could become even more attractive to purchasers in the long-term, and may deliver housing options that are affordable in the Region-wide housing market.

5.0 Planning Justification

Ensure Long-Term and Sustainable Fiscal Health - An Equitable Allocation of Growth

Growth, in itself, can be identified as a key driver of economic development and necessary to create a larger tax base and create a better opportunity for municipal financial sustainability. It is believed that a continuation of substantial growth allocation to south Durham, at the expense of north Durham municipalities, may cause substantial fiscal hardship to those municipalities in the north, where growth opportunities are dramatically limited. This north versus south disparity is fundamentally a result of policy frameworks (including Region of Durham's new Official Plan) and political decision-making that is seen as inequitable, with pernicious economic development and fiscal hardship on the smaller municipalities in north Durham. The fiscal sustainability of the rural townships in north Durham must be a focus for the Province, as well as the Region of Durham.

To a significant degree, the Region of Durham agrees with the fiscal concern of growth restrictions in the north part of the Region. The Commissioner of Planning and Economic Development of the Region of Durham (Mr. Brian Bridgeman) provided comments on Amendment 1 to the Growth Plan in February of 2019. In his Report #2019-P-6, dated February 27, 2019 (the recommendation was endorsed by Regional Council) the Commissioner stated:

"The proposal does not include any modifications to the existing Growth Plan policy that states that settlement area boundary expansions to a maximum 10 ha, 50% of which can be residential, for Settlement Areas within the Greenbelt Plan Area boundary.

Within Durham Region, this existing policy applies to the Urban Areas of Uxbridge, Port Perry, Orono, Sunderland, Cannington and Beaverton. Within these areas, servicing capacities are constrained, and intensification potential is very restricted. While a careful and measured approach to growth within these communities should be applied, the current

strict limitations adversely affect the ability of small urban areas to attract the investment necessary to support their long-term viability.

It is recommended that the Province reconsider the existing hard cap of 10 hectares for Urban Area boundary expansions within the Greenbelt Plan Area, and allow municipalities to permit larger settlement area boundary expansions to support the long-term viability of small urban settlements, subject to the completion of a servicing capacity study, and provincial approval through an MCR process."

Building upon the Commissioner's recommendation, it is agreed that Section 2.2.8.3 k, ii of the Growth Plan (2019), and specifically the maximum of 10 hectares, with a maximum of 50% for residential development is arbitrary, and fundamentally and effectively prohibits the ability of smaller urban communities in the northern part of Durham Region to expand their settlement area boundaries to accommodate future population and employment growth and, consequently, prohibits any significant or comprehensively planned growth in the Township of Scugog and consequently in the community of Port Perry. This Growth Plan policy effectively prohibits the logical expansion of the Port Perry Settlement Area over time, which, as previously noted, may cause substantial fiscal hardship to the Township of Scugog. The Region of Durham's new Official Plan implements the Growth Plan policy, notwithstanding the concerns previously raised by Mr. Bridgeman.

This lack of future growth potential is a major concern, dramatically affecting the long-term evolution of the Township of Scugog, and Port Perry more specifically, because the lack of any significant growth potential fails to:

- Permit any reasonable consideration of growth management for these smaller urban communities, like Port Perry, even if there is good planning justification, based on the other policies of the Growth Plan;

5.0 Planning Justification

- Promote the ongoing growth as a key driver of economic development intended to create a larger tax base and create a better opportunity for financial sustainability of these smaller urban communities, like Port Perry, ensuring that it has the best opportunity to achieve the critical mass, density distribution and urban structure that will support viable transit systems and promote a complete, healthy and sustainable community; and,
- Leverage the desirability of the smaller urban communities across the Greater Golden Horseshoe, like Port Perry, as a community that offers an alternative to the more 'ultra-urban' experiences of the larger Growth Centres in south Durham Region. Key to this ability to leverage desirability is the opportunity to provide a more diverse array of housing options, including more affordable housing types that will attract more, and different types of job opportunities.

The requested Settlement Area Boundary Expansion is intended to reflect a common sense approach where both fiscal and environmental sustainability are appropriately considered through comprehensive planning. It is considered crucial that the Province and the Region, through their growth management efforts, maximize opportunities to accommodate new population and employment growth in Scugog, and specifically within Port Perry, in order to promote long-term economic development, to ensure a larger tax base and to create a better opportunity for municipal financial sustainability.

Promote a Logical Urban Structure

Considering the allocation of growth requires a consideration of the resultant urban structure. A continuation of substantial growth allocation to south Durham, at the expense of north Durham municipalities, may create an undesirable Regional urban structure, where the over-urbanization of south Durham having the potential to create an amorphous

mass of communities, barely recognizable from each other and impossible to differentiate when moving from one to another.

On the other hand, smaller urban communities in north Durham provide alternative contexts, with variabilities in scale and mix of uses that may be preferred over the highly urbanized southern municipalities. For example, Port Perry is a complete community, notwithstanding its dramatic scale and context differences with the "ultra-urban" experiences of the larger urban centres in south Durham. Port Perry has a thriving, historic downtown and a beautiful waterfront. It has a mixture of both historic and more modern residential neighbourhoods.

The requested Settlement Area Boundary Expansion :

- Ensures that Port Perry will continue to evolve, achieving the critical mass, density distribution and urban structure that will support it as a place to live, work, and play, including a viable transit system in the long-term, including enhanced transit services along Highway 7a - a designated Transit Corridor;
- Leverages Port Perry's desirability as a community that offers an alternative to the more "ultra-urban" experiences of the larger urban centres in south Durham;
- Recognizes the lack of opportunities for either greenfield residential development or any significant residential intensification within Port Perry, and the lack of a market for substantially higher density forms of housing; and,
- Recognizes that, over time, residential, recreational and commercial land uses have been closing the gap between Port Perry and the Hamlet of Manchester along Highway 7a and, to a lesser extent, along King Street.

5.0 Planning Justification

Link Growth with Municipal Infrastructure Investment

It is a fundamental principle of the Growth Plan that land use planning decisions be appropriately linked to decisions about service infrastructure. In addition, it is the intent of this settlement area boundary expansion to provide full urban services to existing development both on the Subject Lands, and to the Hamlet of Manchester. Appropriate professional ecological and municipal engineering work has been carried out in support of this request for a Settlement Area Boundary Expansion, as follows:

- **Appendix A - Natural Heritage System** - The expansion of the existing Settlement Area is generally limited to existing managed areas (e.g., agricultural, golf course, rural residential) and a few smaller cultural meadow communities that are not known to meet any of the criteria to qualify as "significant". Further, a 30 metre vegetation protection zone has been applied to all currently identified significant natural heritage features. In addition to these vegetation protection zones, potential enhancement areas outside of the Greenbelt Planning Area were also identified to further strengthen and create a more resilient natural heritage system.

Based on existing ecological conditions, an expansion of the existing settlement area of Port Perry, and the ultimate development of an urban residential community is possible.

- **Appendix A - Geotechnical, Hydrogeological, and Geo-Environmental** - Overall, there were no geotechnical, hydrogeological, or geo-environmental constraints identified that would significantly inhibit design and construction above or beyond typical approaches for similar sites. This commentary may change once detailed site-specific investigations and reports are carried out.

- **Appendix A - Municipal Service Infrastructure** - In terms of municipal servicing, the Regional Municipality of Durham is responsible for providing sanitary sewage conveyance, treatment and water distribution to the Port Perry Community. The existing Regional servicing infrastructure such as the Water Pollution Control Plant and Water Supply Wells exhibit spare capacity for future development. In addition, the Region of Durham has several sanitary and water servicing improvement projects planned within their Development Charges Study to support growth within the Port Perry Community.

It is understood that the provision of water is not a major concern affecting future growth and development in an expanded Port Perry, on the Subject Lands. It is also understood that the Scugog sewage treatment facility was built with the opportunity for modular expansion when the current capacity limits are reached. It is recognized that the allocation of capacity and/or the expansion of the Scugog sewage treatment facility are long-term initiatives and that any capacity issues to accommodate long-term growth and development will need to be subject to municipal capital planning considerations.

- **Appendix A - Stormwater Management** - Stormwater management for the Subject Lands will be accomplished through the use of traditional open air stormwater retention ponds for water quantity and quality treatment. The majority of the Subject Lands are located within Cawkers Creek subwatershed, while the western corner of the Lands is located within the Nonquon River subwatershed, all draining towards Lake Scugog. Multiple storm water management ponds shall be required at topographic low points, located adjacent to existing natural heritage features to control post-development runoff.

It is understood that the provision of appropriate storm water management facilities is not a major concern affecting future growth and development in an expanded Port Perry, on the Subject Lands.

5.0 Planning Justification

- **Appendix B - Transportation** - The Subject Lands have good access to major transportation corridors through Highway 7A, Highway 7/12, and offer feasible options for establishing a proper local road network, extending transit service, and providing active transportation facilities.

It is also a fundamental principle of the Growth Plan to promote development patterns that support transit - either the introduction of new transit facilities, or the expansion of existing facilities. In Scugog, the introduction of transit needs some level of fiscal feasibility related to the evolving pattern of density, urban structure and a critical mass of potential transit users. In the case of Port Perry, growth is a crucial consideration in any effort to support transit investment, particularly along Highway 7a, which is identified as a transit corridor in the Region's Official Plan.

Table 2 summarizes the findings of the qualitative transit and transportation assessment completed for the subject lands.

Although a detailed traffic analysis has not been completed at this time, the qualitative assessment summarized in Table 2 suggests that including the Subject Lands within the settlement area of Port Perry, and facilitating the development of an urban residential community is suitable and appropriate from a transit and transportation perspective. Approvals will be required for access to Highway 7a from the Ministry of Transportation.

How well can the parcel or collection of parcels access major transportation corridor such as Provincial Highway, Regional Road, rail or marine systems?	Highly Feasible
How feasibility can a local road network be incorporated for the parcel or collection of parcels, including consideration of environmental matters?	Feasible
What is the level of impact to existing road networks and level of service from the addition of the parcel or collection of parcels?	Modest Impact
What is the feasibility of extending transit services to the parcel or collection of parcels?	Feasible
What is the feasibility of extending active transportation facilities to the parcel or collection of parcels?	Feasible

Table 2

