



TOWNSHIP OF SCUGOG OFFICIAL PLAN UPDATE

PLANNING DIRECTIONS REPORT

July 2008 (Version 2)

Released for Public Comment
Until October 3, 2008



TABLE OF CONTENTS

1.0	INTRODUCTION	1
2.0	THE REVIEW PROCESS	2
3.0	THE BACKGROUND PAPERS	4
3.1	Growth Management	4
3.2	Environment	7
3.3	Rural Character	9
3.4	Downtown Port Perry.....	10
3.5	Commercial Policy	11
3.6	Sustainability	13
3.7	Port Perry Employment Area	15
4.0	OTHER PLANNING ISSUES	16
4.1	Servicing.....	16
4.2	Transportation.....	19
4.3	Accessibility.....	21
4.4	Shoreline Development	22
4.5	Housing and Intensification	24
4.6	Hamlet Development.....	25
4.7	Economic Development	31
4.8	Monitoring.....	31
5.0	OFFICIAL PLAN SCHEDULES	32

1.0 INTRODUCTION

The *Planning Act* requires municipalities to undertake periodic reviews of their Official Plans. In January 2007, Council authorized initiation of the Township of Scugog Official Plan Review. The current review is being undertaken over 2007 and 2008 in three phases:

- Phase I - Issues Identification
- Phase II - Key Policy Papers and Directions; and
- Phase III - Amendments to the Township Official Plan.

This *Planning Directions Report* constitutes the completion of Phase II of the Official Plan Review. The report will form the basis for the amendment to the Official Plan and provide the foundation for the next series of public consultation sessions.

The report is structured in four parts:

- **Chapter 2.0 - The Review Process** provides an overview of the Official Plan Review process to date, describing the various background papers prepared for Phases I and II and public involvement activities completed.
- **Chapter 3.0 - The Background Papers** summarizes the issues explored through the background papers completed to date and reiterates the recommended planning directions for each.
- **Chapter 4.0 - Other Policy Issues** provides an examination of the remaining policy issues not addressed through the background papers and recommended directions on each issue.
- **Chapter 5.0 - Official Plan Schedules** summarizes the required changes to the Official Plan schedules and maps.

2.0 THE REVIEW PROCESS

The *Planning Issues Report* and *Growth Management Discussion Paper* released in April 2007 identified several issues requiring further consideration through the Official Plan Review, including:

- Conformity with Provincial and Regional Plans
- Population and Employment
- Intensification and Land Needs
- Servicing Capacity
- Housing Type and Tenure
- Hamlet Development
- Downtown Strategy
- Commercial Policies
- Employment Areas
- Shoreline Development
- Rural and Agricultural Areas
- The Natural Environment
- Energy Conservation and Environmental Sustainability

Analysis of these policy areas is now complete. Most of this review has been documented in a series of background papers released over the past year, which are listed below:

Document	Release Date	Staff Report No.
Planning Issues Report	April, 2007	PLAN-2007-15
Growth Management Discussion Paper	April, 2007	PLAN-2007-15
Environmental Discussion Paper	November, 2007	PLAN-2007-32
Defining Rural Character Report	January, 2008	PLAN-2008-02
Port Perry Downtown Development Strategy	March, 2008	PLAN-2008-14

Commercial Policy Discussion Paper	April, 2008	PLAN-2008-19
Sustainability Discussion Paper	April, 2008	PLAN-2008-20
Port Perry Employment Area Secondary Plan	April, 2008	PLAN-2008-21

The remaining policy topics are examined in Chapter 4.0 of this report. These topics include:

- Servicing
- Transportation and Infrastructure
- Accessibility
- Shoreline Development
- Housing and Intensification
- Hamlet Development
- Economic Development
- Monitoring

Once authorized by Council for release, the background papers have been circulated to agencies and placed on the Township website. They have also been made available at the Municipal Office and the Scugog Memorial Public Library. Notices advertising their release have been placed in the Township Bulletin Board sections of the local newspapers. Comments received on the background papers have been summarized for future direction in preparing the Official Plan amendment.

The first round of public meetings for the Official Plan Review took place at the conclusion of Phase I and provided stakeholders an opportunity to comment on the *Planning Issues Report* and *Growth Management Discussion Paper*. During this round, the statutory public meeting to initiate the Review, as required by the *Planning Act*, was held on May 28, 2007 in the Council Chambers. Additional public open houses were convened on May 31, 2007 in Greenbank and June 4, 2007 in Blackstock to offer further opportunity for stakeholder input.

Through the Review process, the Township has also convened a three-day interactive design charette in May 2007 to elicit feedback on the

development of the Downtown Development Strategy. A subsequent open house regarding heritage conservation within downtown was held on January 28, 2008.

3.0 THE BACKGROUND PAPERS

The following sections provide a summary of the key issues examined through the different background papers and list the recommended directions for each policy area.

3.1 Growth Management

The *Growth Management Discussion Paper* provides updated population, employment, dwelling unit and floor space forecasts for the Township, and estimates the amount of residential and non-residential land required to meet demands to the year 2031, the proposed horizon year of the new Official Plan. In developing these figures, the paper makes several assumptions about future growth in the Township:

- Between 2006 and 2031, the Township will grow by 6,800 people, 3,330 jobs and 2,645 housing units. The residential growth forecast assumes that the current sanitary sewage treatment constraint is resolved;
- The ratio of urban to rural population will continue to increase with development opportunities in the rural area limited by provincial and regional policies. New dwelling unit growth is expected to be distributed 82.5% to the Port Perry Urban Area, 12.5% to Hamlets and 5% to the remaining rural areas, including shorelines;
- A 75%/25% single to other than single (i.e. townhouses, apartments, etc.) unit split is forecast for future residential development;
- A further land supply of 74 ha (183 ac.) will need to be designated within the Port Perry Urban Area to accommodate forecast residential growth to 2031. This requirement has the potential to be reduced through intensification opportunities (i.e. creation of more dwelling units on existing developed lands). Any additional lands

required outside the existing urban boundary could only be designated after 2015, the first opportunity permitted under the Greenbelt Plan to review such boundaries;

- No new employment land will need to be designated before 2031.

Table 1 provides the population and employment forecasts in keeping with these assumptions:

Table 1 - Population and Employment Forecasts, 2001 - 2031

Year	Population	Employment
2001	20,220	6,800
2006	21,750	7,430
2011	22,795	8,290
2016	24,355	8,920
2021	25,700	9,500
2026	27,250	10,130*
2031	28,245	10,760*

Sources: Hemson Consulting, 2004, Township of Scugog Official Plan, 2000, Durham Region Planning Department (Population, Employment and Urban Land Discussion Paper), 2004, Statistics Canada, Census of Canada.

Note: * Extrapolated based on previous years

With these revised forecasts, the year 2021 population figure increases from 24,500 in the current Official Plan to 25,700 (2021 is the current horizon year). This change is attributed to the higher rate of growth experienced between 2001 and 2006 than was contemplated in the current Plan.

Direction 1: It is recommended that the Township of Scugog Official Plan be amended *to update the growth forecasts* by:

- Changing the planning horizon year of the Official Plan from 2021 to 2031, consistent with the Provincial Growth Plan for the Greater Golden Horseshoe;
- Inserting the new population and employment forecasts contained in Table 1, by five year increment, into the Official Plan. This will provide horizon year forecasts of 28,245 people and 10,760 jobs for 2031;
- Reinforcing the long-term employment to population target of one job for every two people, recognizing that the Township may not reach this target by 2031.

Direction 2: It is recommended that the Township of Scugog Official Plan be amended to *update the land supply needed to accommodate future growth* by:

- Specifying the land needs noted above to accommodate the projected housing units within the urban, Hamlet and rural areas in the Official Plan;
- Denoting the future development areas required to accommodate forecasted residential growth;
- Revising the development staging plan for the Port Perry Urban Area, and including a phasing plan for the Port Perry Employment Area;
- Including a statement that the Township wishes to protect the employment lands designated in the Official Plan for long-term future growth and will object to any requests for conversion to non-employment uses (i.e. residential and retail) outside the statutory five year municipal review mandated by the *Planning Act*;
- Exploring alternate designations for lands that may not be suitable for development based on their present designation (e.g. the environmentally sensitive lands in the Port Perry Employment Area).

3.1.1 “Growing Durham” Study

The Region of Durham is currently undertaking a study to implement the directions of the Growth Plan for the Greater Golden Horseshow in Durham. The “Growing Durham” study will help the Region make key decisions on how and where to focus both residential and employment growth across the Region to 2031.

As part of this exercise, the Region is producing population and employment forecasts for each area municipality that meet the overarching Growth Plan directions. On June 3, 2008, Regional Planning Committee authorized release of the draft forecasts for comment. The recommended forecast, referred to as “Scenario 3, Reinforcing Existing Communities”, contemplates a population of 25,400 and employment of 9,378 to the year 2031 for the Township. These forecasts are considerably different than the Table 1 figures and will need to be reconciled with the Region prior to bringing forward the Official Plan amendment to implement the final recommended directions.

- Review Regional Growth Plan Implementation

3.2 Environment

The *Environmental Discussion Paper* examines the existing Official Plan policies for the protection and preservation of agricultural land, prime aggregate areas and greenlands system within the Township. The paper also recommends new policies to address the protection of water resources, natural heritage features and shoreline areas. Emerging environmental issues such as brownfield development, treatment of contaminated sites, energy efficiency, air quality, light pollution, sustainable development, active transportation, and preservation of built and cultural heritage resources are also addressed.

Direction 3: It is recommended that the Township of Scugog Official Plan be amended to *reflect the natural heritage feature requirements of the Greenbelt Plan, Oak Ridges Moraine Conservation Plan (which is a component of the Greenbelt) and Durham Regional Official Plan* by:

- Incorporating the natural heritage system mapping and policies of the overarching provincial and regional plans, where required;
- Including vegetative setback requirements from natural heritage Features as determined by Greenbelt Plan and Oak Ridges Moraine Conservation Plan policies;
- Requiring the protection of linkages and corridors through development applications;
- Establishing a target of 30% for woodland coverage, consistent with requirements of the Durham Regional Official Plan;
- Developing a consolidated Natural Heritage System reflecting a consistent approach within the area of the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan component.

Direction 4: It is recommended that the Township of Scugog Official Plan be amended to *enhance policies for the protection of Lake Scugog and other water courses within the Township* by:

- Incorporating the recommendations of the Lake Scugog Environmental Management Strategy;
- Including shoreline protection policies for development adjacent to Lake Scugog, reflective of Parks Canada and Trent-Severn Waterway requirements;
- Report from Lake Scugog Conference
- Requiring setbacks and vegetative buffers and enhancement of natural shorelines for shoreline development;
- Developing built form guidelines for shoreline development.

Direction 5: It is recommended that the Township of Scugog Official Plan be amended to *outline the process that must be followed prior to*

development proceeding in areas where soil contamination is known or suspected.

The policy recommendations regarding source water will be influenced by the impending Source Protection Plans being prepared in accordance with the *Clean Water Act*. The Official Plan should provide a supportive policy framework for implementing the plans.

Direction 6: It is recommended that the Township of Scugog Official Plan be amended to *enhance policies for the protection of surface and groundwater sources* by:

- Protecting aquifer vulnerability areas throughout the Township, as has been done in the area of the Oak Ridges Moraine, in keeping with the directions of the Source Protection Plans;
- Restricting the types of uses in these areas to those which do not pose a risk to groundwater consistent with the directions of the Source Protection Plans;
- Requiring any land use proposal having the potential to impact water quality or quantity to submit a hydrogeological study at the time of application;
- Ensuring that aquifer recharge areas and infiltration areas are protected in the consideration of development applications;
- Encourage natural infiltration through the development process.

3.3 Rural Character

Defining Rural Character identifies potential policy changes to better preserve the Township's rural character. The report identifies guidelines to be considered when reviewing development applications to ensure proposals have regard for the preservation of the Township's rural character.

Direction 7: It is recommended that the Township of Scugog Official Plan be amended to *provide enhanced policies for the preservation and maintenance of the Township's rural character* by:

- Including a list and description of the criteria that define rural character in the Township;
- Encouraging the maintenance of the rural character of the Township through further tree planting, enhancing parks, avoiding sprawling development patterns and limiting the dominance of suburban form;
- Encouraging the maintenance of the rural character of hamlets through retention of existing distinctive features such as corner stores, places of worship and schools, support for agricultural activities, promotion of new economic development opportunities and restrictions on the form of development permitted;
- Encouraging the maintenance of the rural character of the countryside by supporting agriculture, preserving open space, maintaining public access to Lake Scugog, preserving local recreation areas, protecting vegetation consistent with the Region's and Township's tree policies and by-laws, ensuring site alteration is carried out in accordance with Township by-laws, and protecting surface and groundwater sources.

3.4 Downtown Port Perry

The *Port Perry Downtown Development Strategy* provides an overarching framework to guide future development, preservation and investment initiatives within the Downtown area. The Strategy, which was endorsed by Council on March 31, 2008, provides a “blueprint” for future action that will be implemented through several mechanisms, including policy in the Official Plan.

Direction 8: It is recommended that the Township of Scugog Official Plan be amended to *provide the policy basis for the implementation of the Downtown Development Strategy* by:

- Requiring the preparation of a Stormwater Management Master Plan that details actions and costs to improve the quality of stormwater entering Lake Scugog;
- Requiring the preparation of an Accessibility Transition Plan for downtown;
- Enabling the designation of a Downtown Port Perry Heritage Conservation District and adoption of Community Improvement Plans, and incorporating complementary enabling policies;
- Updating the urban design and heritage preservation policies, and requiring the preparation and implementation of Urban Design Guidelines.

3.5 Commercial Policy

The *Commercial Policy Discussion Paper* provides direction and guidance as to the location, size and type of retail commercial areas in the Township. The paper reviews existing commercial structure and policies, and provides recommendations for amendments to the policies in the context of commercial trends and issues. It also provides a framework for the review of current commercial development applications.

The analysis concludes that the Township is well served by the current planned commercial urban structure and the general framework should be maintained. The planned structure, with the recommended policy modifications noted below, can adequately accommodate the residents' shopping needs, current trends, and space requirements. Some modifications should be considered as detailed in Appendix A to the background paper, which provides a summary of the issues, land use designations, and recommendations associated with each commercial area in the Township.

Direction 9: It is recommended that the Township of Scugog Official Plan be amended to *update the commercial policy framework* by:

- Changing policy references for Gross Floor Area to include retail and service commercial uses, not just retail;
- Enhancing and strengthening the Main Central Area through policies regarding heritage/historic character, design, business improvement, connection to Lake Scugog, and servicing improvement;
- Modifying the boundary of the Main Central Area designation to only include the Historic Downtown Area and Water Street Area, and providing unique policy direction for both areas to reflect their specific requirements and objectives;
- Providing direction regarding the conversion of residential uses to commercial uses in the Mary Street and Casimir Street Areas, including detailed design guidelines;
- Encouraging the redevelopment of the supermarket site on the waterfront;
- Introducing a Corridor Commercial designation for the highway commercial area along Scugog Street;
- Eliminating the 30,000 square metres (322,917 square feet) cap on commercial space within the Main Central Area and the recommended Corridor Commercial area;
- Restricting the maximum building size within the Main Central Area and the recommended Corridor Commercial area to prevent 'big box' developments in these areas;
- Expanding the range of permitted uses in the Neighbourhood Commercial Area to reflect current trends in neighbourhood services and retail uses;
- Revising the policy provisions for the Neighbourhood Commercial designation on the Paxton Street medical centre lands to limit development of traditional retail commercial uses;

- Removing the provision for local commercial uses in the Residential designation and changing the designation of properties where convenience retail and service commercial plazas have been developed on Residential lands to Neighbourhood Commercial;
- Redesignating the Employment Lands on the east side of Simcoe Street, south of Vanedward Drive and north of Oyler Drive, to a new Gateway Mixed Use designation and including a policy stating that residential uses may only be considered within this designation as part of a comprehensive sustainable community development concept;
- Allowing additional commercial uses in the new Gateway Mixed Use and Community Commercial designations where there is a transfer/relocation of existing retail and service commercial space from another commercial area in Port Perry and where there are commitments for redevelopment of the existing retail and service commercial lands;
- Allowing the development of a hotel or motel on any lands designated for commercial use within the Township;
- Promoting higher density, mixed uses along arterial roads;
- Eliminating the requirement for market studies with commercial development applications;
- Including a policy to require a reassessment of demand for commercial space in five years time.

3.6 Sustainability

Sustainable development is defined as ‘development which meets the needs of current generations without compromising the ability of future generations to meet their own needs’. There are three key aspects of Sustainable Development: the environment, the economy and equity and social justice. For Sustainable Development to be achieved each factor must be equally balanced.

The *Sustainability Discussion Paper* identifies new sustainability policies for the Official Plan, consistent with the provisions of the Provincial Policy Statement, 2005, recent amendments to the *Planning Act* and the Durham Regional Official Plan. The proposed sustainability policies reflect the concept of a triple bottom line - the development must be sustainable for the environment, the economy and the community. The report also provides a Sustainability Checklist to be considered when assessing development proposals.

Direction 10: It is recommended that the Township of Scugog Official Plan be amended to *incorporate policies promoting more sustainable practices* by:

- Introducing a separate Sustainability section in the Plan, with the following principles:
 - *Promote activities that respect the quality of the natural environment including land, air and water;*
 - *Encourage social activities that allow persons to meet their basic human needs and to assist them in achieving their full potential within society;*
 - *Recognize environmental stewardship and protection as an integral part of the planning and development process;*
 - *Promote a strong local economy that encourages innovation, is conducive to social progress and is respectful of the environment;*
 - *Promote and encourage public engagement and partnership opportunities throughout the community;*
 - *Apply the “triple bottom-line” assessment, balancing elements of the environment, economy and community, during the planning and development process;*
 - *Establish and monitor targets for measuring achievement of sustainability goals;*
 - *Identify and promote actions that can contribute towards a more sustainable municipality;*
 - *Protect and enhance cultural and natural heritage elements within the municipality; and,*
 - *Adopt policies, strategies and actions that promote sustainability in all facets of the community.*

- Providing policy direction on brownfield remediation, affordable housing, active transportation, air quality, light pollution and energy efficiency;
- Requiring the update of the Urban Design Guidelines to explicitly consider and reflect sustainable development practices;
- Requiring the submission of a Sustainability Checklist with all residential (five or more units), commercial, industrial and institutional development applications and offering incentives for proposals achieving a minimum score of 80%. The Township will peer review the submission;
- Requiring the preparation of an Integrated Community Sustainability Plan;
- Requiring all newly built and, wherever possible, renovated and retrofit buildings to meet at least a LEED (Leadership in Energy and Environmental Design) Silver or equivalent standard;
- Establishing a policy basis for the promotion of sustainable practices including bicycle parking spaces, minimum pervious areas, green and white roofs, porous pavements, the use of wind and other forms of “green” energy, three-stream waste, mixed-use developments and pedestrian amenities;
- Establishing a policy basis for the adoption of Municipal By-laws to promote sustainable practices within the municipality.

3.7 Port Perry Employment Area

The *Port Perry Employment Area Secondary Plan* provides direction for future development of the Township’s largest employment area, including site-specific design criteria. Completed outside, but with regard for, the Official Plan Review, the plan provides updates to the mapping of the area with respect to wetlands and floodplains to limit further environmentally harmful development, and establishes a connected road system and well-organized lot layout to increase connectivity and guide

and encourage future development. In addition, the Secondary Plan reflects the stormwater management plan from the Nonquon River Subwatershed Study and the possibility of extending municipal water services.

Council has recently adopted Official Plan Amendment No. 9 to incorporate the Employment Area Secondary Plan into the Township Official Plan. The Region of Durham is currently considering approval of this amendment. It is conceivable that further refinements to the Secondary Plan and related policies could occur through the Official Plan Review process. Any such changes could be implemented through the forthcoming comprehensive amendment. None are identified at this time.

4.0 OTHER PLANNING ISSUES

4.1 Servicing

4.1.1 Sanitary Sewage Treatment for the Port Perry Urban Area

The future growth of the Township is largely contingent on the availability of sanitary sewage services. If additional sewage treatment capacity cannot be made unavailable, growth in the Port Perry Urban Area will be very limited.

When the Region of Durham last expanded the Nonquon River Water Pollution Control Plant (WPCP) in 1999, it was anticipated that a subsequent phase of expansion would occur between 2004 and 2006. However, the WPCP is having difficulty meeting its current Ministry of the Environment (MOE) Certificate of Approval criteria for treated sewage effluent discharge into the Nonquon River. As a result, the Region has deferred the Phase 2 expansion of the plant.

The Phase 2 expansion was intended to provide sewage treatment capacity for about 600 units (2,000 persons) in the Port Perry Urban Area, including approximately 250 existing unserviced units in the Prince Albert and Gibson and Alma Streets areas. At the present time, there are approximately 350 units being held for new development, with this entire allocation committed to previously approved plans. However, the growth

forecasts summarized above suggest a considerably greater demand for new residential units over the life of the Official Plan.

The solution to the compliance issue is challenging and, even with the proposed expansion, the Nonquon River WPCP will not provide sufficient treatment capacity to accommodate the forecasted growth for Port Perry. For these reasons, the Region has recently committed to carrying out a Municipal Class Environmental Assessment (Class EA) to determine the preferred method of addressing existing concerns and accommodating future growth within Port Perry. Although this study will not likely be completed until 2010, the Township should support this initiative, as it will ultimately determine the achievability of the growth forecasts proposed for the Official Plan. Until servicing capacity is available, development will occur in phases in conjunction with the proposed staging policies of the Official Plan.

As part of the Class EA, the Region should be requested to consider methods and capacity for servicing the Employment Lands. With the planned extension of watermains to the proposed SmartCentres development, water service will be in close proximity. The provision of sanitary sewer services would then enable a broader range of uses and more intense development to occur in the area.

4.1.2 Water Supply and Distribution for the Port Perry Urban Area

Although not as critical as the sewage treatment situation, the municipal water supply system serving the Port Perry Urban Area should be upgraded. The Region has been investigating potential groundwater sources and should be encouraged to proceed with a Class EA to obtain approvals for a new or supplementary supply. The Township should also be promoting enhancements to the treatment and distribution systems to improve the aesthetic quality of the supply, provide additional storage, and extend watermains to unserved areas, including the Employment Lands. These recommendations are consistent with the preliminary conclusions of the Region's Water and Wastewater Master Plan Study.

4.1.3 Hamlet Servicing

At present, the Region provides municipal water services within the hamlets of Greenbank and Blackstock. The Greenbank system is comprised of a series of low yield wells, with limited additional supply available. As a result, growth will be constrained in this community.

The Blackstock municipal water supply system is much larger and has sufficient capacity to allow additional growth in the hamlet. However, the community does not have a municipal sewage system. The absence of a municipal system impacts growth options and limits the development of Blackstock into a complete community. The Region should be requested to explore the provision of municipal sewage treatment services for Blackstock.

The Township's largest hamlet, Caesarea, does not have municipal water or sewage services. Concerns have been expressed in the past about the relatively dense development pattern of this community and its consequences for private water and sewage systems. The absence of services also restricts future growth opportunities. The Region should be requested to consider the provision of municipal services to Caesarea.

Direction 11: It is recommended that the Township of Scugog Official Plan be amended to *update and expand the servicing policies* by:

- Supporting the Region of Durham in completing Municipal Class Environmental Assessments for upgrades to the municipal water and sewage systems servicing the Port Perry Urban Area;
- Requesting the Region of Durham to consider other sewage treatment technologies for Port Perry, especially for the Employment Lands, if the preferred alternative of Municipal Class Environmental Assessment does not increase capacity sufficiently to accommodate the forecast growth;
- Providing for development staging within the Port Perry Urban Area until such time as servicing capacity is available;

- Requesting the Region of Durham to conduct a Municipal Class Environmental Assessment for the provision of municipal sewage services to the Hamlet of Blackstock;
- Requesting the Region of Durham to investigate municipal servicing options for the Hamlet of Caesarea;
- Including the ability to permit smaller lots serviced by tertiary sewage systems.

4.2 Transportation

Given the limited growth likely to occur in the Township over the next 10 years, it is not anticipated that any new traffic problems will arise. The municipality is well served by a rural system of roads on lots and concessions, as well as a series of arterial and collector roads providing more than adequate access to the Port Perry Urban Area most of the time.

The main transportation concern of the municipality is the inability of Highway 7A through Port Perry to accommodate high traffic volumes, during weekends particularly in the summer. The most significant congestion occurs at the intersection of Highway 7A and Simcoe Street, primarily because of the density of entranceways and local road connections in this area. Turning movement restrictions and closure of certain access points could help alleviate some the congestion being experienced in this corridor. Ultimately, the extension of Highway 407 should alleviate some of this pressure and should be supported.

Changes to the road allowance width for Simcoe Street between Highway 7A and Reach Street should be pursued, in keeping with the Township's desire to preserve and enhance the downtown core. Any other outstanding recommendations of the Simcoe Street Corridor Study should also be implemented. As well, the recommendations of the Region's Arterial Road Corridor Guidelines and the recent updates to the Regional Official Plan transportation section need to be incorporated.

With regularly scheduled Durham Region Transit bus service to Oshawa and Uxbridge and GO Transit bus routes to Whitby and Brock, the Township is beginning to develop a transit presence. Further enhancements to transit services should continue to be promoted. The Township should also continue to promote transit supportive development practices in its Urban Design Guidelines and pursue complementary infrastructure and service initiatives, like sidewalks, bus shelters and information services, to enhance the local viability and utility of transit.

Actions and policies that promote active transportation modes, like walking and cycling, should be strengthened and/or added in the Official Plan. The various trail systems within the Township should be identified on the transportation schedule and policies included to promote their development and use.

The infrastructure policies in the Official Plan should reflect the desire to construct municipal roadways and other services in a manner that implement the aforementioned sustainability objectives. This means providing for more natural infiltration than might have historically been provided for, increasing the number of green areas, including street trees and providing the necessary facilities for active transportation.

Direction 12: It is recommended that the Township of Scugog Official Plan be amended *to update and expand the transportation and infrastructure policy framework* by:

- Promoting initiatives, including actions by the Township to modify road patterns, to better manage access in the Highway 7A corridor;
- Supporting the extension of Highway 407, and the continuation of improvements to Highway 7/12 and the Regional Road system;
- Requesting the Region of Durham to explore opportunities to improve the capacity of Simcoe Street between Port Perry and Oshawa;
- Implementing the recommendations and directions of previous transportation studies and policies affecting the Township in the Official Plan;

- Bolstering the transit and active transportation policies;
- Adding the location of trails and complementary policies, including land acquisition and trail head development in accordance with the Recreation and Parks Master Plan;
- Improving the infrastructure policies to reflect sustainability objectives, including the provision of street trees, accommodation of active transportation modes and consideration of appropriate traffic calming measures;
- Consider identifying Shirley Road as an arterial road to act as a by-pass for Port Perry.

4.3 Accessibility

Accessibility and mobility needs to be a greater consideration in the development and operation of buildings, public spaces and infrastructure within the Township. Ensuring facilities and services are accessible is becoming increasingly important as the population ages and incidents of disability grow. It also reflects the type of caring and helpful community to which the Township aspires.

The *Accessibility for Ontarians with Disabilities Act, 2005* prescribes a range of duties that the Provincial government, municipalities and others must undertake to enable persons of all ages with disabilities to enjoy equal opportunity and to participate fully in life and their communities. The Act specifies actions in the areas of facilities, purchasing, service delivery, employment, publications, and transportation. Complementary guidelines and directives are also being prepared.

Policy direction aimed at improving access and mobility within Scugog needs to be included in the Official Plan.

Direction 13: It is recommended that the Township of Scugog Official Plan be amended to *incorporate accessibility and mobility policies* by:

- Introducing a separate Accessibility and Mobility section in the Plan, with principles;
- Specifying policies for areas such as parking, access, noise, facility design and development review.

4.4 Shoreline Development

The *Planning Issues Paper* briefly addressed the issue of Shoreline development and the need to consider policy for the protection of Shoreline areas adjacent to Lake Scugog.

Lake Scugog falls within the Trent-Severn Waterway and is subject to the Principles and Guidelines for Ecological Restoration in Canada's Protected Natural Areas and Rideau Canal and Trent-Severn Waterway policy document issued by Parks Canada. Policies that impact shoreline development adjacent to Lake Scugog will require incorporation into the Official Plan.

Incorporating policies that require the naturalization of the waterfront and the maintenance of a vegetative buffer 30 m (100 ft.) from the shoreline will limit the transport of nutrient and contaminants to the lake. New development and significant redevelopment proposals should be required to implement a more advanced sewage treatment systems than a septic. The replacement of existing septic systems with these more advanced methods should also be encouraged to reduce nutrient loading on the lake.

Public ownership is a key implementation tool for ensuring preservation of the shoreline. The current policies in the Plan address public access but need to be more specific with respect to public ownership and access of the waterfront.

Since the Shoreline lands fall within the provisions of the Greenbelt Plan, the policies of that Plan need to be incorporated into the Official Plan. Specific policies include precluding multiple lot creation, a maximum of three lots is permitted and more detailed provisions are required to provide direction on commercial uses, since these uses are permitted in

the Shoreline area of the Greenbelt Plan. In addition more detailed environmental mapping and policies will be required for the Shoreline Area.

Direction 14: It is recommended that the Township of Scugog Official Plan be amended to *enhance shoreline policies* by:

- Ensuring naturalization of the waterfront and maintenance of a vegetative buffer of 30 m (100 ft.) from the shoreline;
- Requiring new and replacement private sewage systems to provide more advanced sewage treatment than traditional septic systems;
- Requiring a public trail system and linkages along the urban waterfront;
- Considering agricultural impacts on water quality;
- Establishing lot creation policies that implement the Greenbelt Plan.

Direction 15: It is recommended that the Township of Scugog Official Plan be amended to *incorporate Parks Canada policies and guidelines regarding shoreline development* by:

- Addressing in-water and shoreline works and related activities;
- Addressing docks and boatlifts, boat houses, boat ports, boat slips and mooring basins;
- Addressing dredging including the removal or relocation of logs, stumps or rocks;
- Addressing shoreline stabilizations, beach creation.

4.5 Housing and Intensification

The Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan and Durham Regional Official Plan all require the Official Plan to address intensification and to provide a range of housing opportunities. However, it is difficult to enable intensification in the absence of the sewage capacity to needed to accommodate additional residential growth.

There are opportunities for intensification and redevelopment in the Port Perry Urban Area if sewage capacity was available. Policies to direct the allocation of a portion of sewage capacity specifically to infill and intensification projects in the core of the community should be included. In addition, policies identifying the key considerations to ensure that these projects are compatible with the existing character, with special consideration to the historic downtown area, will be required.

The Growth Management Report identifies a proposed range and mix of housing of 75%/25% unit split for singles/row and apartment mix for the Port Perry community that should be incorporated into the Official Plan.

Direction 16: It is recommended that the Township of Scugog Official Plan be amended to *incorporate housing infill and intensification policies* by:

- Establishing a target of 10% for residential intensification and redevelopment on existing developed lands;
- Inserting a target of 25% for other than single (i.e. townhouse, apartment) dwelling unit production;
- Directing a portion of the sewage allocation specifically to infill and intensification projects in the core of the community;
- Introducing policies for allowing accessory apartments;
- Ensuring that intensification projects are compatible with the existing character and historic elements in the Township.

4.6 Hamlet Development

There are eight hamlets in the Township, with Blackstock also recognized as a Town/Village in the Provincial Greenbelt Plan. Given the considerable servicing constraints facing the Port Perry community, the ability to accommodate new residential growth in hamlets is increasingly important.

The Region of Durham has recently adopted Regional Official Plan Amendment No. 114 (ROPA 114) to implement the recommended directions of its recently completed Official Plan Review. ROPA 114 includes several changes to the Region's hamlet policies, which are now contained in Section 9B.2.

Policy 9B.2.7, as adopted, states:

For hamlets outside the Oak Ridges Moraine, development shall be limited to a maximum of 25% of the existing residential units located within the Hamlet, as delineated in an area municipal official plan (as of year end 2000). A maximum of 10% of the development potential may be accommodated outside the existing Hamlet boundary in accordance with a comprehensive review as outlined in Policy 9B.2.8. In the event the residential development potential within the existing Hamlet boundary exceeds 25% of the existing units (as of year end 2000), no boundary adjustments shall be permitted. Area municipalities may choose to be more restrictive.

(note - this policy is under appeal and may change following adjudication by the OMB)

The section goes on to state that minor rounding out of the Hamlets within the Greenbelt Protected Countryside shall be undertaken at the time of the area municipality's Greenbelt Plan conformity exercise. Once the Hamlet boundary is designated in the Official Plan there is no further opportunity for Hamlet expansion.

The *Growth Management Discussion Paper* forecast Hamlet growth potential using the proposed 25% figure in ROPA 114. On this basis, the hamlets are anticipated to grow at the following rate:

Table 2 - Growth in the Hamlets Based on 25% Figure

Hamlet	Estimated Existing (2000)	Estimated Growth Potential (25%)	Ultimate Hamlet Size
	(units)	(units)	(units)
Blackstock	274	69	343
Caesarea	364	91	455
Epsom	43	12	55
Greenbank	197	49	246
Manchester	44	11	55
Nestleton	24	6	30
Nestleton Station	73	18	91
Seagrave	114	29	143
Utica	32	8	40
Total	1,165	293	1,458

Source: Durham Region Planning Department, 2005

Known hydrogeological conditions suggest that this level of growth cannot be supported in all hamlets. For example, the Hamlet of Greenbank is unable to support any additional growth because of groundwater limitations. Therefore, it makes sense to reduce the designated yet un-built area of Greenbank to reflect the hydrogeological conditions that exist. Similarly, there have been a number of hydrogeological studies in the Hamlet of Seagrave, all of which have indicated that it is very difficult to find potable water of sufficient quantities to support development.

But there are locations where further growth could be accommodated. Blackstock currently has its own municipal water system, which has opportunity for further capacity. As noted above, the Township is encouraging the Region to develop a municipal sewage system, which will result in an opportunity to expand the hamlet beyond the currently identified growth potential.

Over the course of the Official Plan Review, the Township has received requests from land owners to expand the hamlets of Epsom, Seagrave, Nestleton and Nestleton Station. These inquiries, along with the identified estimated growth potential, have been taken into consideration in the development of the new hamlet boundaries. The following criteria has also been taken into consideration:

- Analysis of the hydrogeological factors to determine the availability and quality of groundwater;
- The impact of future development on existing groundwater quality and quantity;
- An assessment of the soil conditions to support private sewage systems;
- An assessment of surface drainage;
- An assessment of how new growth will be complimentary to and consistent with the historic character of the area;
- An environmental inventory and assessment of the impact of new growth on the natural, built and cultural heritage;
- A statement of conformity with the Provincial Minimum Distance Separation formulae;
- An assessment on the impact of agricultural lands and identification of directions for growth which will minimize such impacts; and,
- An assessment on aggregate resources.

Most communities have had some development proceed in the last 10 years on the basis of MOE's Reasonable Use Guidelines, which are also

endorsed by the Region of Durham Health Department. Using that information and existing parcel fabric, an assessment of the number of units and logical progression of development for the hamlet communities has been carried out. It is recommended that these boundaries be used in the update of the Official Plan since the Settlement Area boundaries can only be expanded one time as part of the implementation of the Greenbelt Plan. Based on this further assessment the following development yields are anticipated within the hamlets:

Table 3 - Proposed Growth in the Hamlets

Hamlet	Growth Potential (units)
Blackstock	70
Caesarea	83
Epsom	12
Greenbank	6
Manchester	10
Nestleton	6
Nestleton Station	20
Seagrave	20
Utica	8
TOTAL	235

This represents about a 20 per cent growth rate in the current hamlet unit count.

Section 9B.2.2 Hamlets of the Durham Regional Official Plan identifies policies to be adhered to for hamlet development. These policies will be incorporated into the Township Official Plan.

As part of this review, no hamlet boundary adjustments will be made into the Greenbelt Natural Heritage System, consistent with the requirements of Section 9B.2.7 of the Durham Regional Official Plan.

Direction 17: It is recommended that the Township of Scugog Official Plan be amended to *update the policies related to hamlet development* by:

- Ensuring hamlet policies are consistent with Region of Durham Official Plan Amendment No. 114;
- Replacing population targets for the hamlets in the Official Plan;
- Continuing to pursue the evolution of Blackstock as a Town/Village, as contemplated by the Greenbelt Plan;
- Ensuring that hamlet development is predominantly residential use, with larger lots that are sustainable on private services, almost exclusively single detached dwelling form; few community or commercial facilities and views and vistas of the countryside are protected;
- Ensuring that commercial development in the hamlet meets the immediate needs of the residents of the hamlet and surrounding rural community;
- Ensuring that new development occurs in contiguous phases in depth rather than strip form and that housing types complement the existing landscape;
- Identifying that once the hamlet boundary is expanded, no further expansions will be permitted;
- Ensuring that infilling between two existing dwellings in a hamlet is permitted provided the lot can sustain private services.

4.7 Economic Development

Goals and policies will be added to the Official Plan articulating the Township's objectives for economic development. The policies will reflect recent initiatives of the Township with regards to the agriculture, manufacturing, tourism and retail sectors.

Direction 18: It is recommended that the Township of Scugog Official Plan be amended to *incorporate more specific economic development policies* by:

- Introducing a separate Economic Development section in the Plan, with principles;
- Specifying policies for each sector of the Township's economy;
- Providing policy direction in support of economic development initiatives;
- Providing for the recognition and continuation of the Economic Development Advisory Committee.

4.8 Monitoring

It is important to gather pertinent information about the Township's growth and development trends and the underlying factors on a regular basis. A clear understanding of changing conditions and progress enables more informed implementation decisions and priority setting. It also assists in assessing how well the Township is progressing towards its Official Plan Vision and Principles, and supports the review of development applications and future updates of the Official Plan.

Direction 19: It is recommended that the Township of Scugog Official Plan be amended to *incorporate monitoring policies* by introducing a separate Monitoring section in the Plan, with principles, criteria and appropriate indicators that can be tracked to assess the implementation and effectiveness of the Official Plan policies.

5.0 OFFICIAL PLAN SCHEDULES

All Official Plan schedules will be updated with new mapping based on the most recent data sources.

Those portions of the Township within the area of the Oak Ridges Moraine must continue to be mapped in accordance with the provincial regulations until 2015. No changes will be made.

Under the provisions of the *Planning Act*, the PPS and the Growth Plan for the Greater Golden Horseshoe, the designations of the Greenbelt Plan must be reflected in the Official Plan. The vast majority of land in the Township will be shown as Protected Countryside in accordance with the Greenbelt provisions. Within the Protected Countryside designation, there will be sub-designations of Hamlets, Shoreline and Residential clusters.

The Greenbelt Plan also requires the Township to identify a Natural Heritage System (NHS). This NHS is intended to provide connectivity between the significant environmental features. In the case of the Township, the identified significant natural features are primarily forests and wetlands. In order to provide some consistency between the Oak Ridges Moraine designation and the Greenbelt Area designation, the significant natural features plus a 30 metre (100 foot) buffer have been identified as Natural Core Areas. The remainder of the Natural Heritage System which is intended to link those natural heritage features together has been created by providing a 120 metre (400 foot) buffer from the natural heritage features and connecting those areas into a continuous natural heritage system to be described as the Natural Linkage Area. Lake Scugog will also form an important component of this system.

Schedule B, the Environmental Features Map remains unchanged as it relates to the Oak Ridges Moraine. The key natural heritage features identified through the Greenbelt Plan will be incorporated into the maps as they have been provided by the Province.

Schedule A1 will be modified to reflect the recommendations of the *Commercial Policy Discussion Paper*, by adding a Corridor Commercial

designation on Highway 7A Corridor and providing two sub-designations in the Main Central Area, being Historic Downtown and Water Street.

The Provincial Policy Statement does not permit development on partial services unless there is reserved sewage capacity available to eventually provide full services for development. For this reason, the existing area designated Private/Partial Service has been changed to a Future Development Area. This change in designation will indicate that development will only occur once sewage capacity is available, save and except for development on existing lots of record and minor infilling within private or partially serviced areas.

Changes to mapping arising from ROPA 114 will be incorporated. However, most affecting Scugog were as a result of the overarching Provincial plans and are already being addressed as noted above. There are some terminology changes to be reflected, though (e.g. Regional Centre replaces Main Central Area).

As with the current Official Plan, additional appendices maps are provided in the updated Plan. Maps appended include a map showing prime agricultural land, a map showing aggregate resource areas and maps showing the extent of the designated hamlet boundaries. These will all be updated accordingly. In addition the location of trails and parklands as identified in the Parks and Recreation Master Plan should be shown in the Official Plan.