

Note: This presentation can be made available in an accessible format upon request to [elaine.mallory@uclg.on.ca](mailto:elaine.mallory@uclg.on.ca).

# Presentation Slides for Public Consultation Sessions regarding the United Counties of Leeds and Grenville Growth Management Strategy



March 2<sup>nd</sup> & 3<sup>rd</sup>, 2026

Source: Leeds & Grenville



# Today We Will Discuss...

- What is the Counties' Growth Management Strategy?
- Provincial Planning Policy Framework
- Growth Outlook for the Counties
- Policy Considerations
  - Rural Growth Management
  - Settlement Areas
  - Employment Areas
- Q&A

# What is the Growth Management Strategy?

- Long-term strategy to guide and manage growth and development throughout the Counties
- Forecast growth Counties-wide and locally to 2051
  - Population, households, and housing
  - Employment by type
  - Residential and employment land needs assessment
- Key input to UCLG Official Plan
  - Growth targets
  - Growth management policies
  - Potential settlement area boundary adjustments

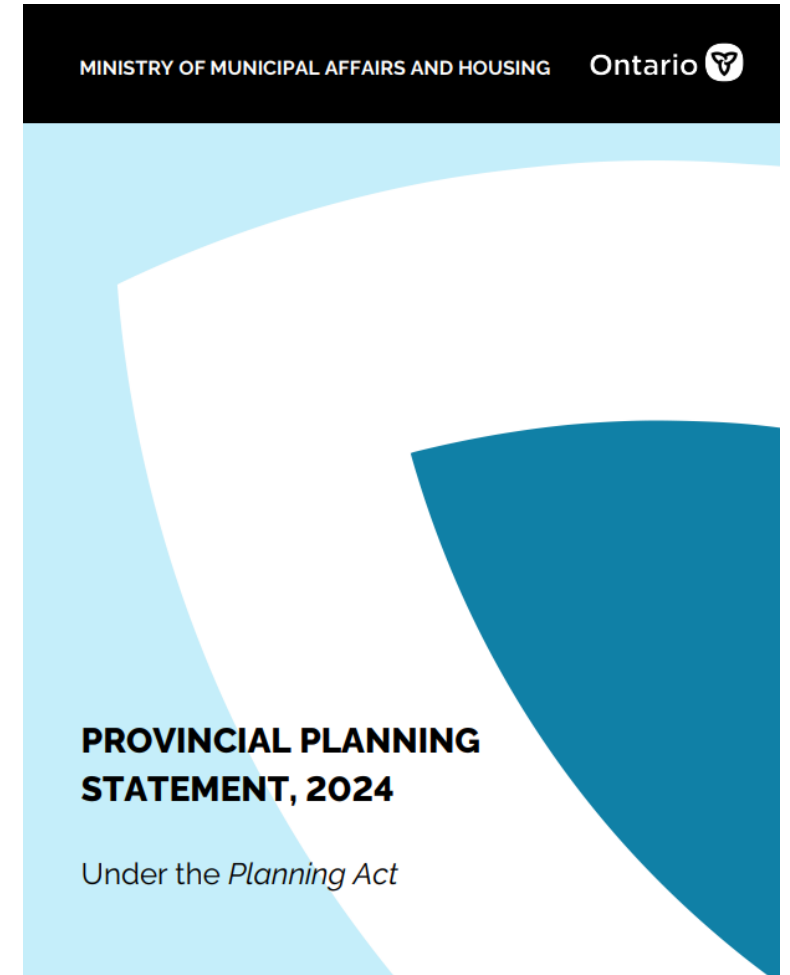


# GMS Consultation Process

- **Ongoing consultation held throughout the GMS process**
  - Engagement with both internal and external stakeholders
  - Initial online survey (ended September 29, 2025)
  - Stakeholder list (periodic updates and communications)
- **Public Consultation Session #1 – October 2, 2025**
  - Introduction to study
  - Preliminary growth outlook
  - Opportunity to provide initial feedback
- **Public Consultation Session(s) #2 – March 2<sup>nd</sup> and 3<sup>rd</sup> 2026**
  - Meetings held in the Eastern, Western and Northern areas of Leeds & Greenville
  - Opportunity to review and comment on GMS findings prior to report

# Recent Changes to Planning: New Provincial Planning Statement (PPS) Released October 2024

- When updating official plans, municipalities are required to have enough land designated to meet projected needs for least 20 years, but not more than 30 years
  - Informed by Projection Methodology Guideline
  - Based on Ministry of Finance Population Projections
  - Planning for infrastructure, employment areas, and strategic growth areas can extend beyond 30 years
- Settlement area expansions
  - Considered at anytime based on demonstrated need and a few other matters



# Provincial Planning Statement, 2024

- **Policy 2.1.1:** “As informed by provincial guidance, planning authorities shall base population and employment growth forecasts on Ontario Population Projections published by the MOF **and may modify as appropriate**”
- **Policy 2.2.1:** “Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area”
- **Policy 2.8.2.3:** “Planning authorities shall designate, protect, and plan for all employment areas in settlement areas”

# Provincial Planning Statement, 2024

- **Policy 6.2.9** Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:
  - identify and allocate population, housing and employment projections for lower-tier municipalities;
  - identify areas where growth and development will be focused, including strategic growth areas, and establish any applicable minimum density targets;
  - identify minimum density targets for growth and development taking place in new or expanded settlement areas, where applicable; and
  - provide policy direction for the lower-tier municipalities on matters that cross municipal boundaries.

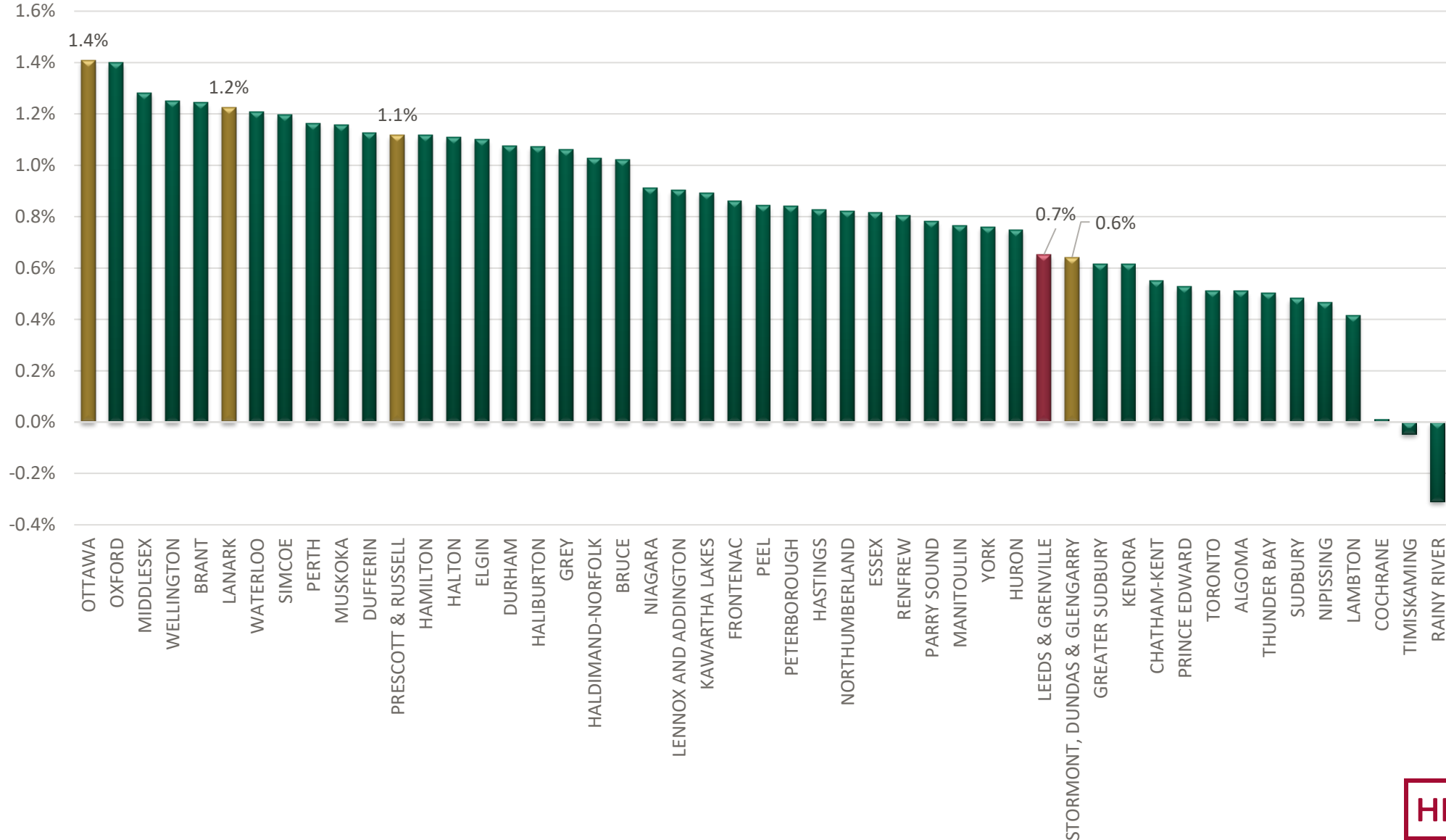
# MOF Projection vs GMS Forecast

**Projections and forecasts:** A projection extrapolates present trends (e.g., fertility, mortality, and migration) to a future state (e.g., population) based on the assumption that the trends would continue. A projection is neutral and does not consider how changes in assumptions or potential uncertainty in the continuation of past trends would impact the future. By contrast, a forecast is a best estimate to predict a future state (e.g., population, employment) that builds on present trends and considers the potential impacts that changing variables and assumptions may have.

Pg. 5 of the Proposed Updates to the Projection Methodology Guideline

# MOF Population Projections Summer 2025

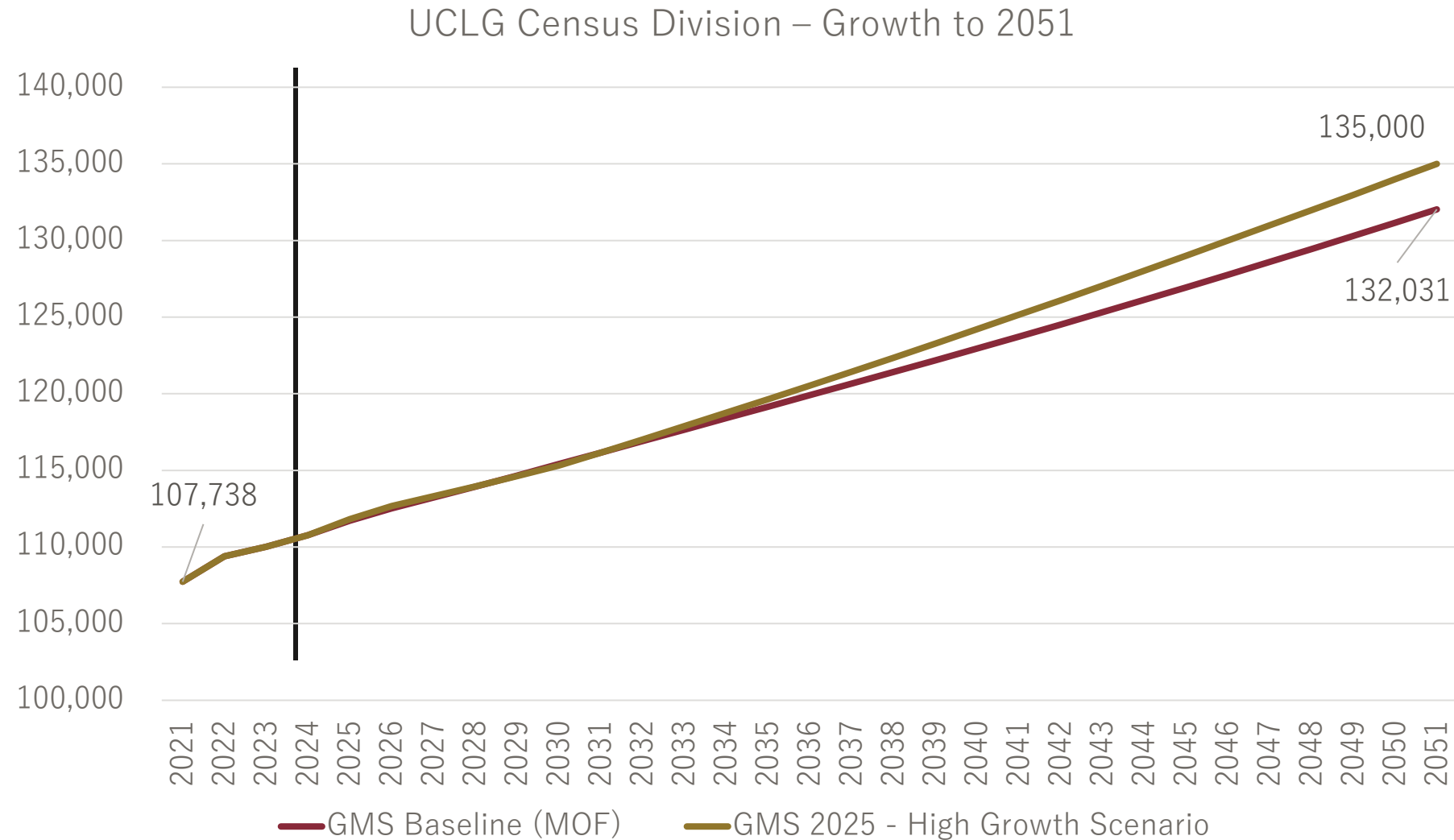
Average Annual Growth Rate



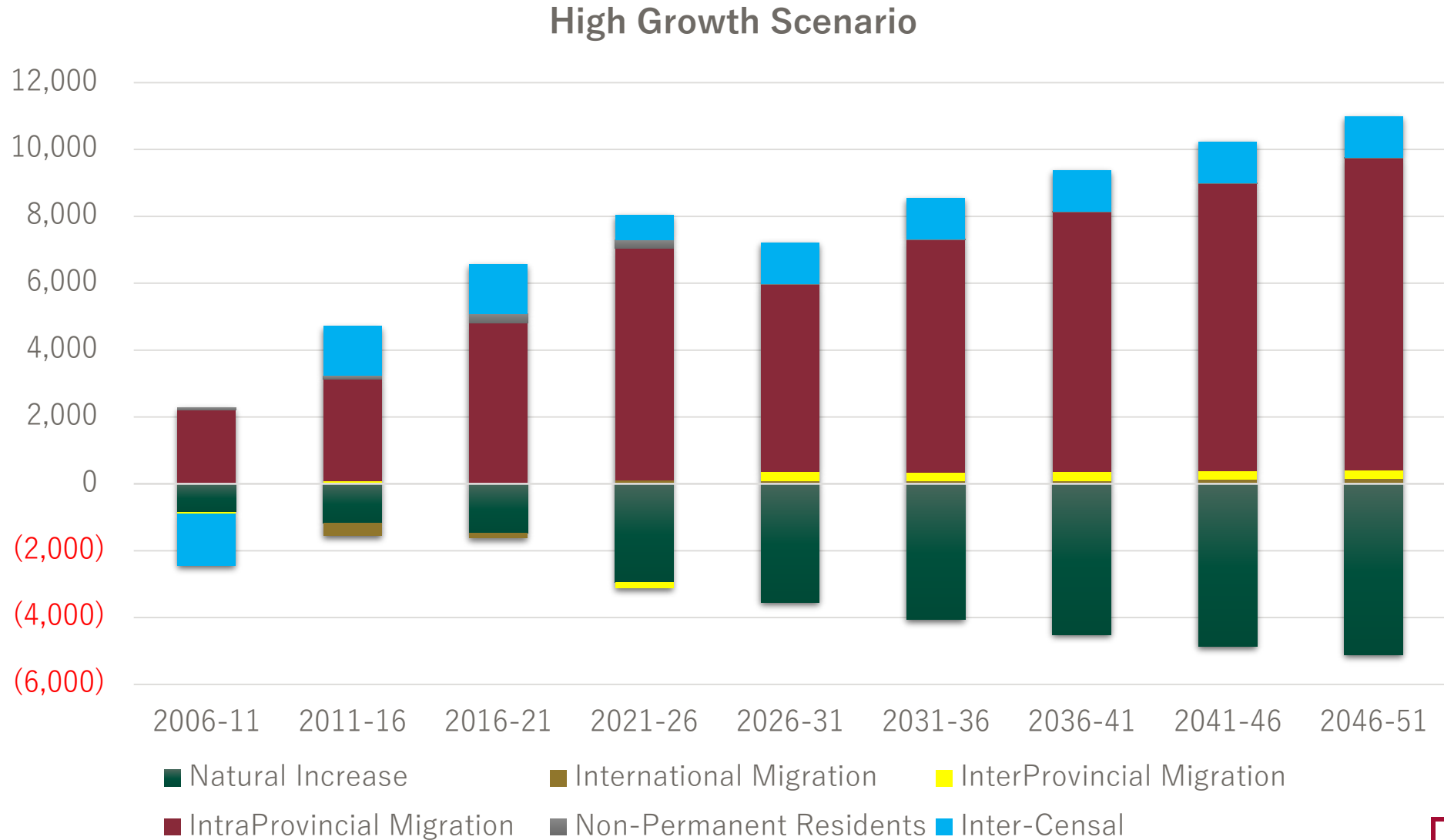
# Counties Council Has Adopted in Principle Use of the High Growth Scenario

## Annual Population Growth 2021-2051

- **GMS Baseline** (Ministry of Finance): 810
- **GMS High Growth Scenario:** 910

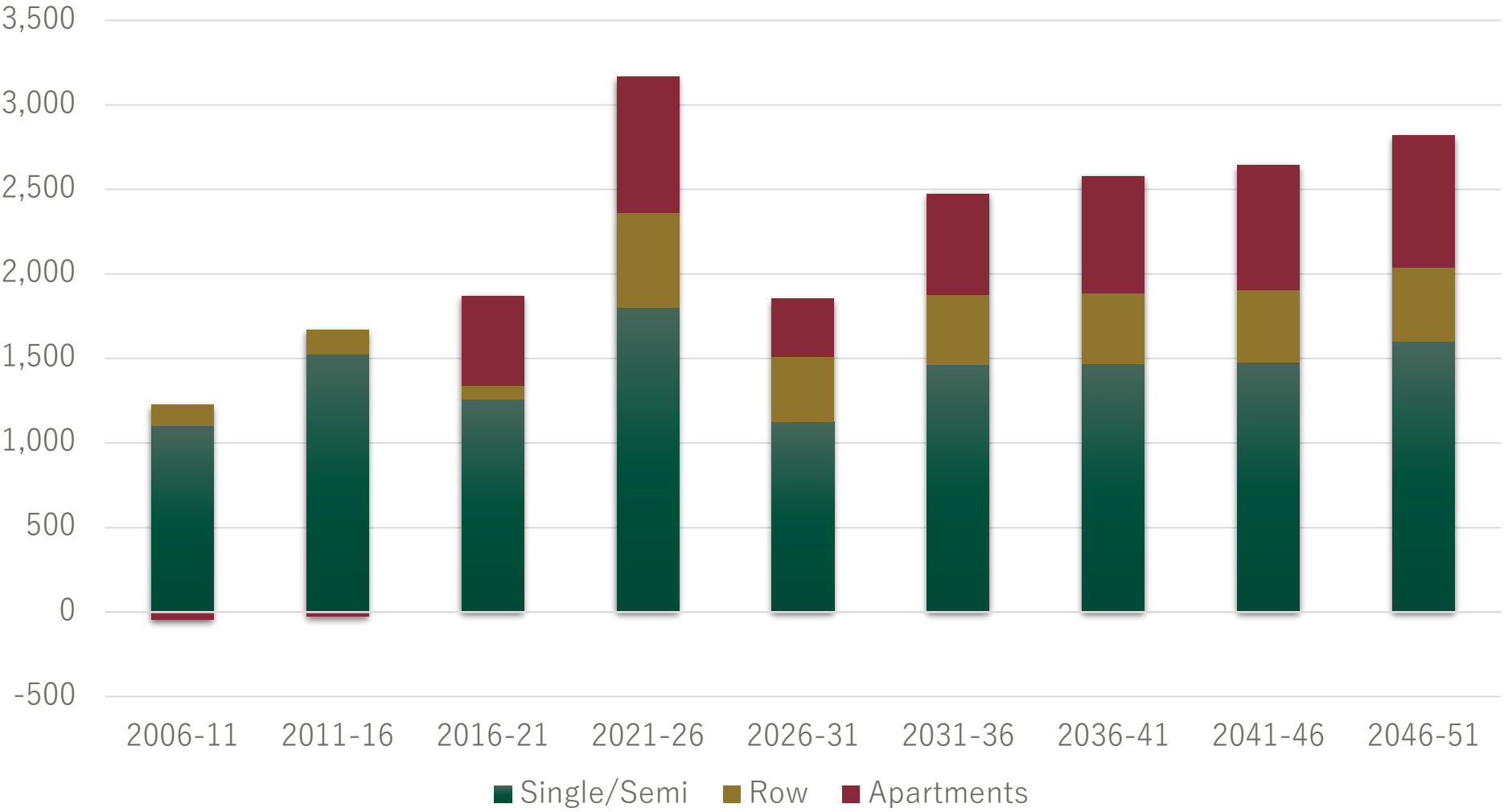


# Components of Population Growth – UCLG CD

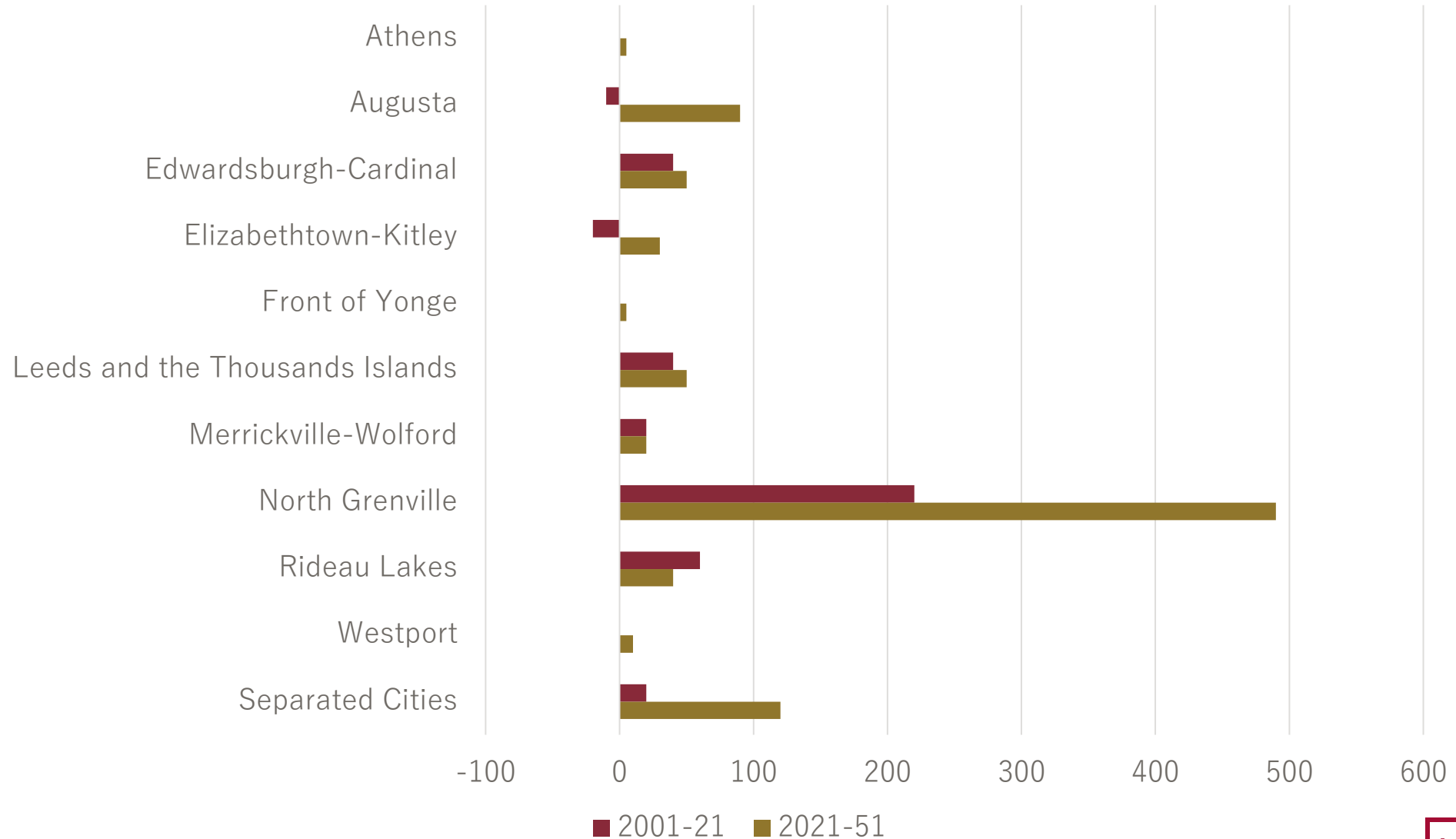


# Housing Forecast – UCLG CD High Growth Scenario

## Housing Growth by Unit Type

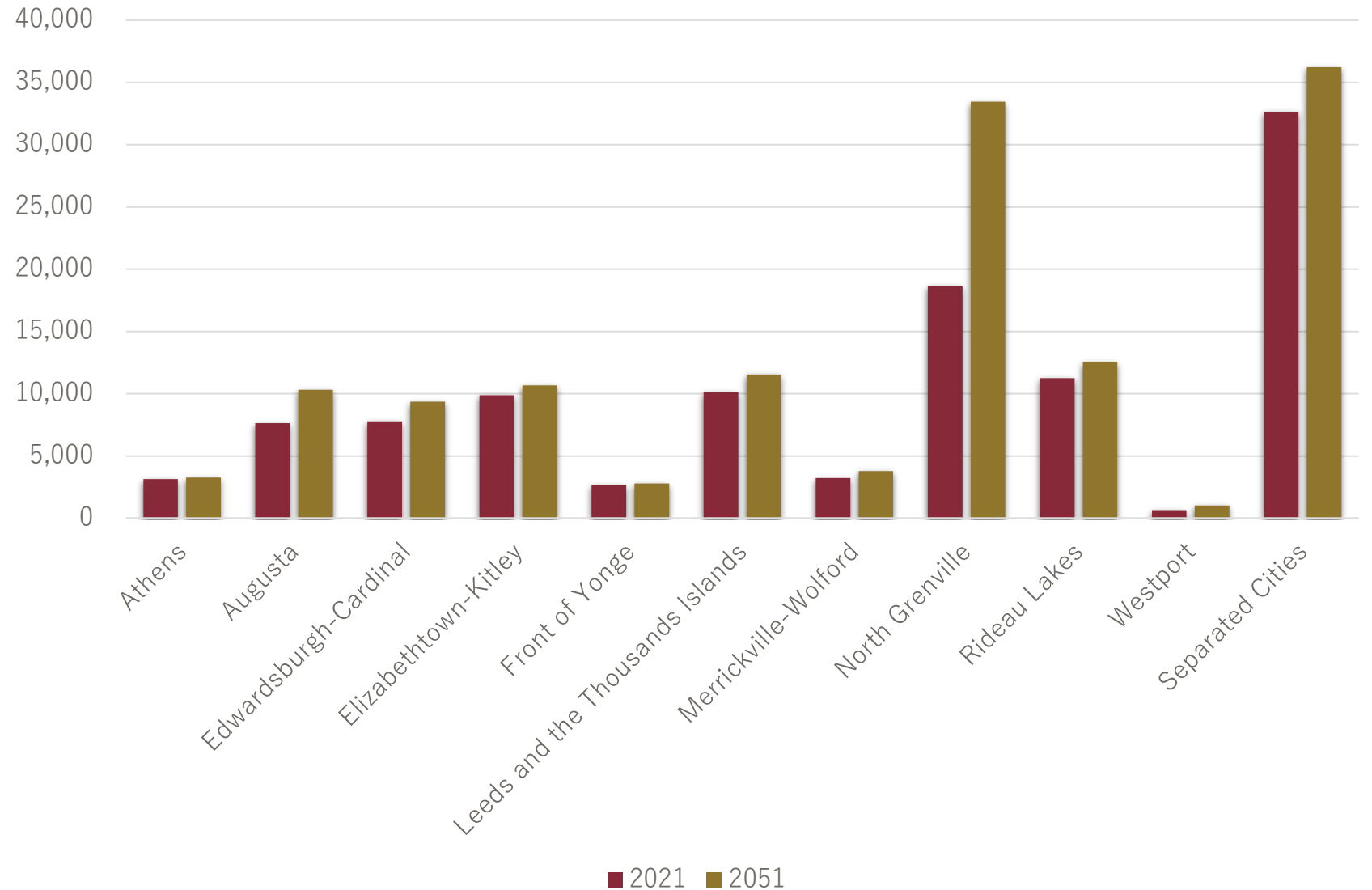


# UCLG CD Population Growth – High Scenario



# UCLG Census Division Population Allocation – High Scenario

Municipality	Population Growth, 2021-51	Share of CD Growth
Athens	130	0.5%
Augusta	2,670	9.8%
Edwardsburgh-Cardinal	1,580	5.8%
Elizabethtown-Kitley	790	2.9%
Front of Yonge	100	0.4%
Leeds and the Thousands Islands	1,390	5.1%
Merrickville-Wolford	560	2.1%
North Grenville	14,810	54.3%
Rideau Lakes	1,280	4.7%
Westport	380	1.4%
<i>Separated Cities</i>	3,570	13.1%



# Residential Land Needs Assessment

- Housing growth is allocated to:
  - Intensification in urban settlement areas
  - Designated Greenfield Areas in urban settlement areas
  - Conversion of rural to urban settlement area in Augusta (west of Prescott)
  - Rural settlement areas
- Base year is 2021:
  - However, building permits issued between 2021 and year-to-date 2025 have been accounted for in the short-term forecast
- Development pipeline and vacant land supply have been developed through County and Municipal data sources

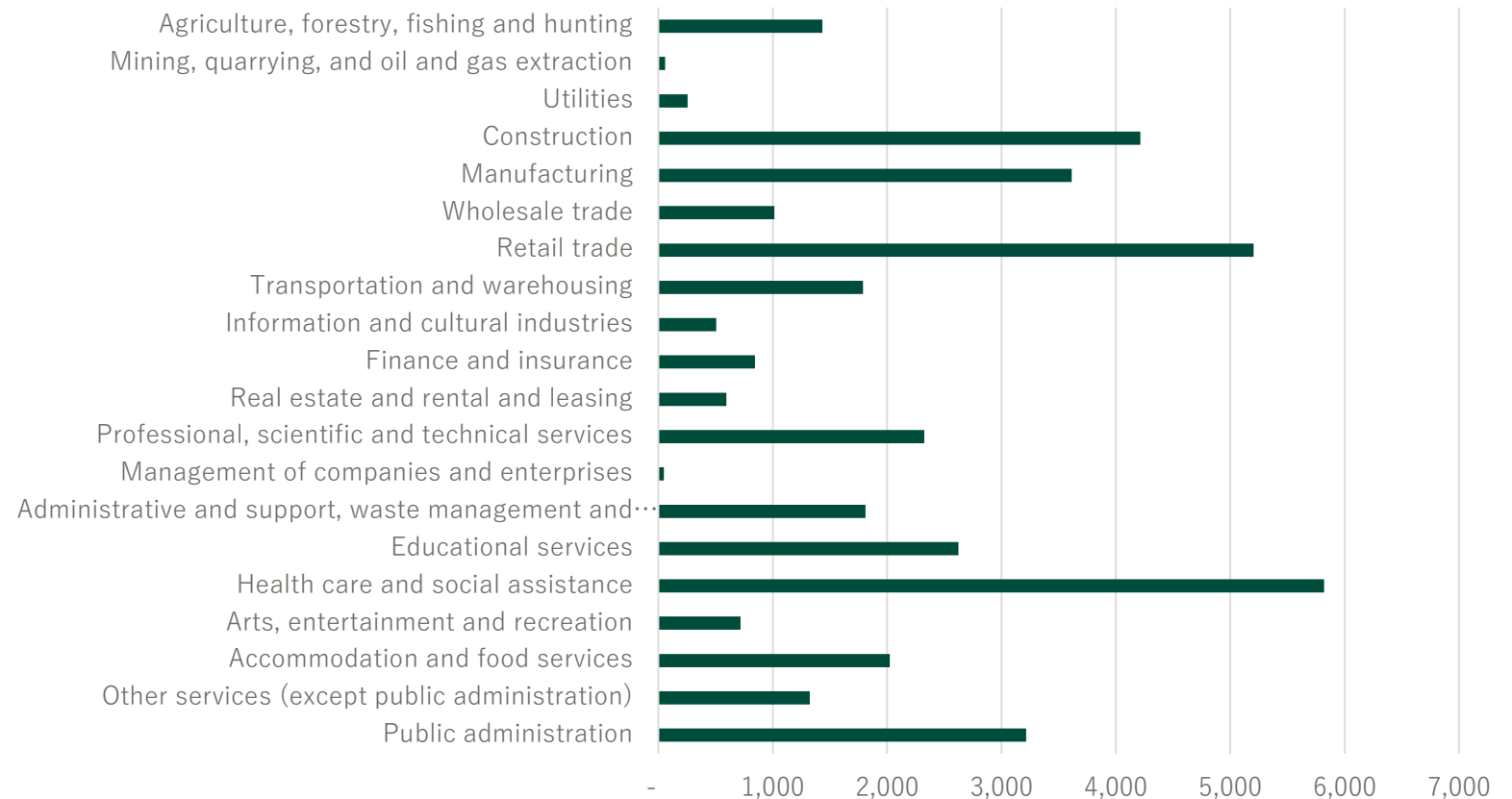
# Summary of Residential Allocations and Land Needs – High Scenario

- With the exception of North Grenville, all member municipalities currently have enough residential land to accommodate the forecasted growth
- North Grenville will require a settlement area boundary expansion around Kemptville
- Approximately 175 hectares of gross developable land will be required

# Employment Profile – NAICS 2021

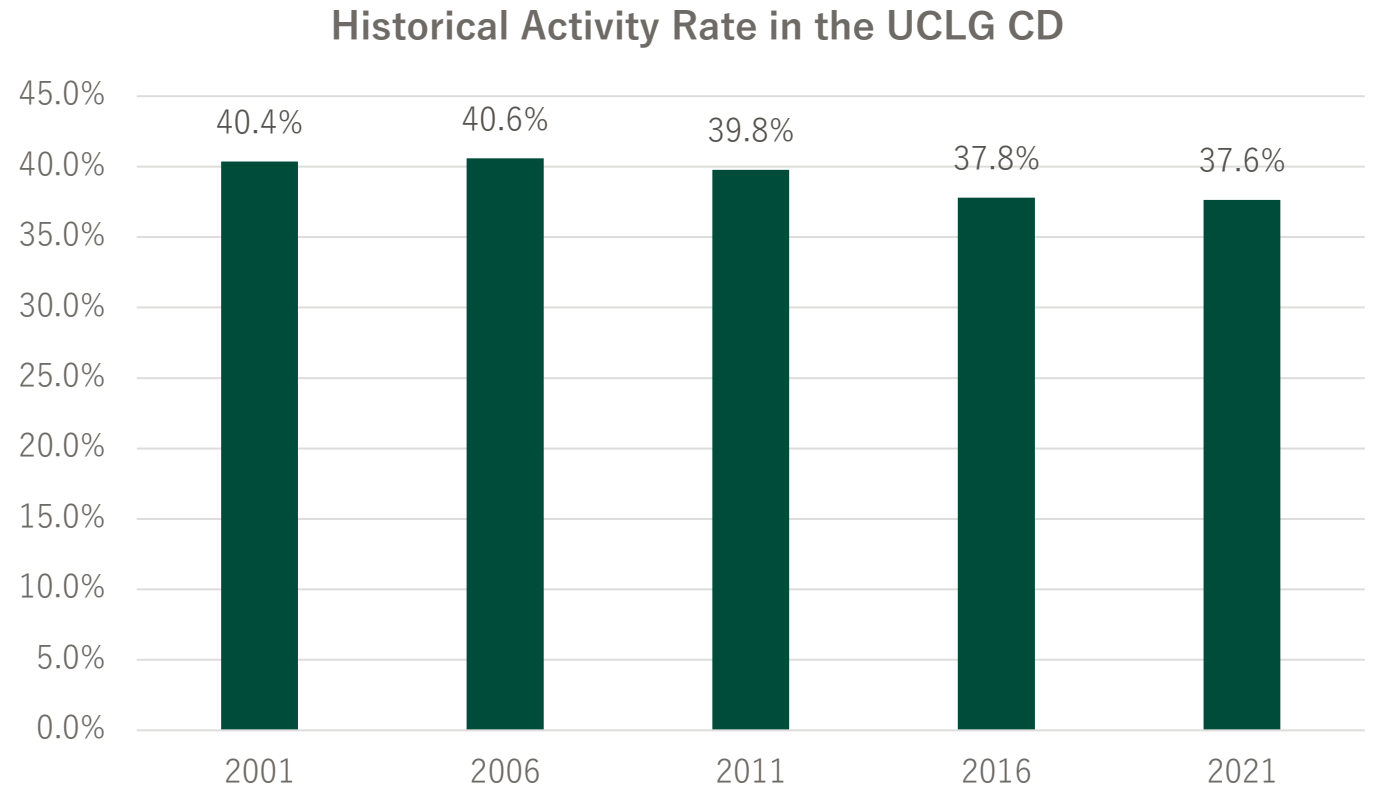
- Retail Trade primarily located in Brockville and North Grenville
- Brockville General Hospital
- Construction employment generally dispersed throughout the Counties

UCLG CD – 2021 Place of Work Employment



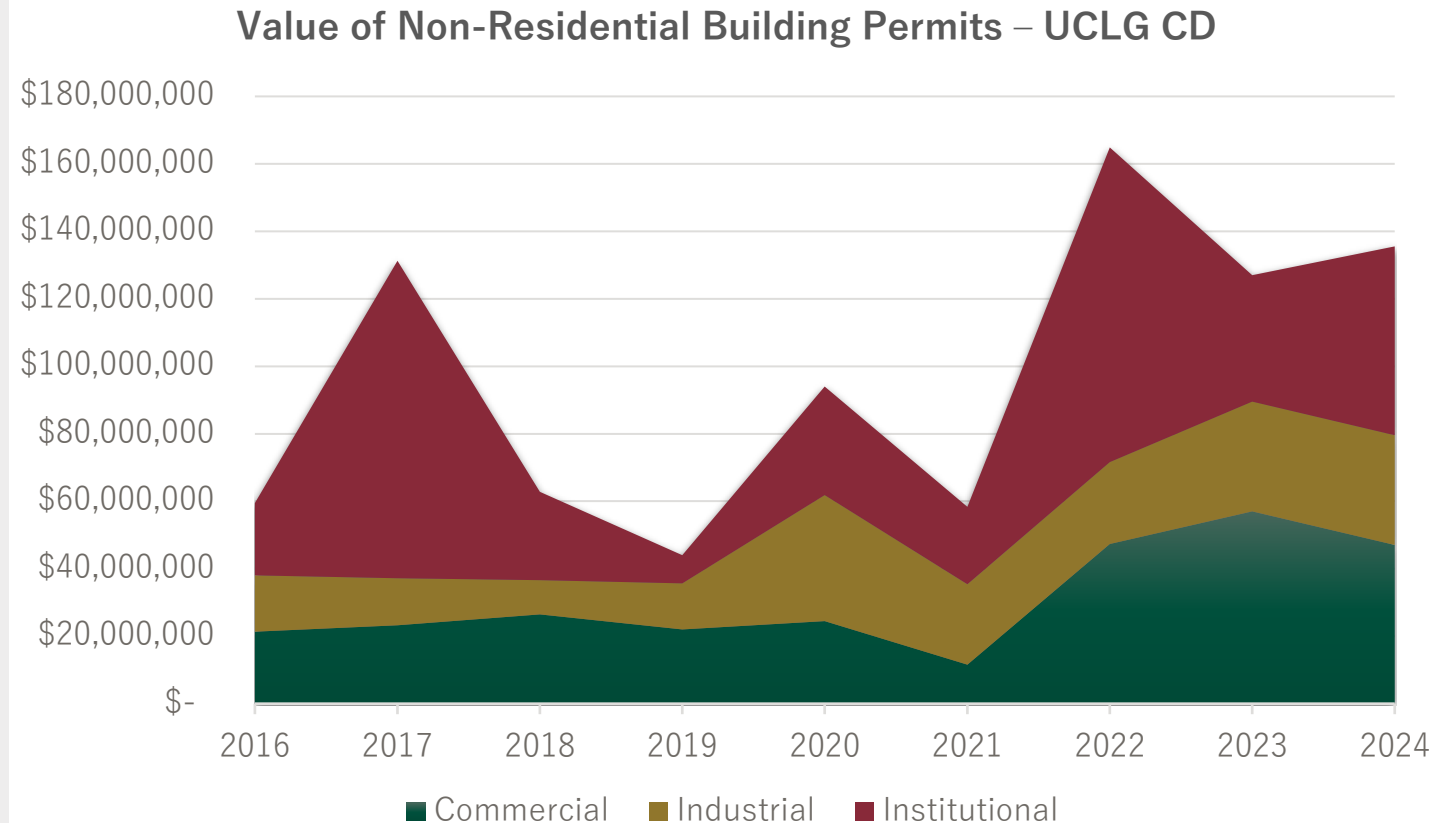
# Employment – Historical Activity Rate

- Activity rate an indicator of “completeness” of a community
  - Calculated by dividing the total place of work employment by the Census population
- 2021 data is unreliable as the Census was undertaken during the pandemic



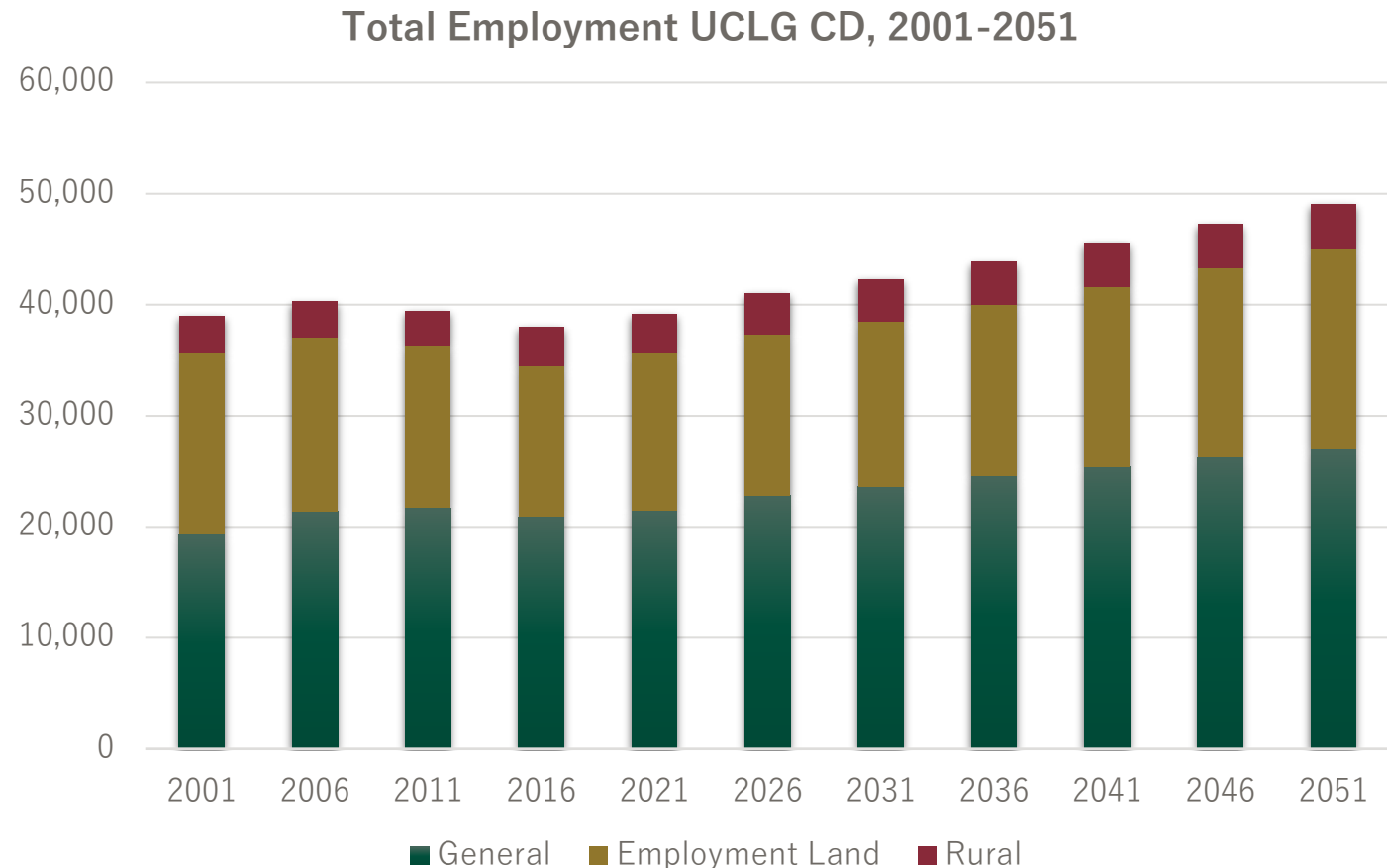
# Employment – Recent Building Permits

- Increased level of commercial building permits since 2022
- PPS 2024 narrows the definition of "employment area" to emphasize manufacturing, warehousing, and related uses



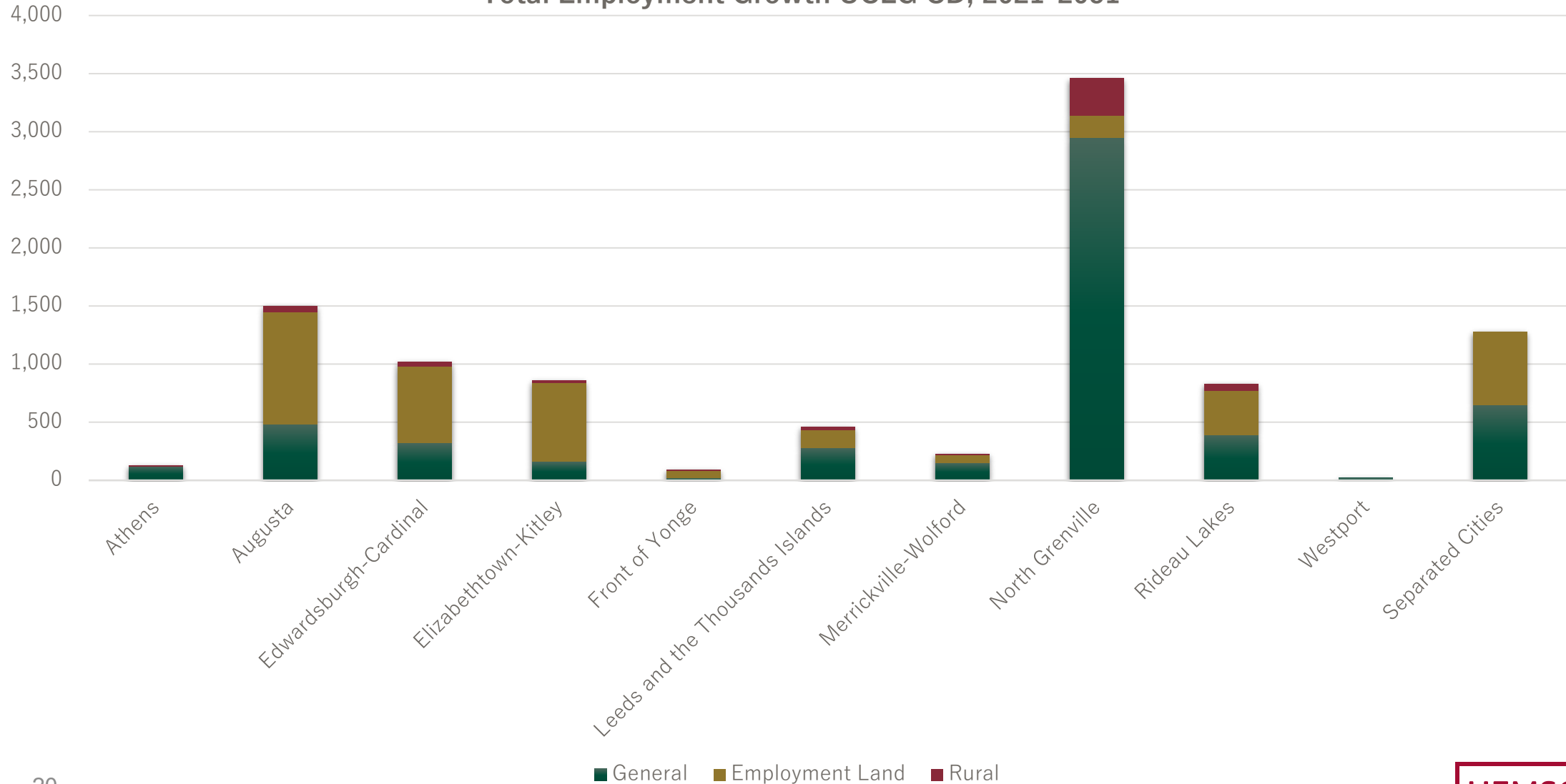
# Employment – Forecast by Land Use Category – High Scenario

- General employment will continue to be the driver of employment growth
- Steady employment land employment growth
- Rural employment to generally maintain share of overall employment



# Employment Allocations by Local Municipality – High Scenario

Total Employment Growth UCLG CD, 2021-2051



# Employment Land Needs

- UCLG have sufficient designated employment lands to accommodate the growth forecast
- Growth Management Strategy directs employment growth to:
  - Counties Regional and Local Employment Areas, including the proposed Elizabethtown-Kitley Township owned Business Park (east of Brockville)
  - Counties Settlement Areas
  - Separated Cities
- Portions of North Grenville's employment lands no longer meet definition of employment area under PPS

# Understand Implications of the “High Growth” Scenario

- Population and housing forecasts premised on continued high intra-provincial migration
  - Housing affordability
  - Growth plans of other municipalities surrounding Ottawa (e.g. Township of Russell)
  - Ability of Ottawa to accommodate greater range and mix of housing
- Employment growth
  - General employment will be higher
  - Other factors at play in order to secure range of jobs locally for complete communities

# Review, Develop and/or Amend Growth Management Objectives and Policies

- To be incorporated with the County Official Plan (COP) update, to be commenced in 2026
- More urgent policy changes may be recommended for early adoption
- Some growth policies may be left to explore under the COP update (e.g. affordable housing targets)
- Growth management policies include matters such as:
  - settlement areas structure
  - settlement area reconfiguration
  - policies for establishing new settlement area policies
  - policies to focus growth in settlement areas
  - employment lands

# Rural Area Policy Recommendations

# Prevent Creation of Landlocked Parcels

- Current Official Plan does not include language prohibiting lots without direct public road access
- Inconsistent with most count official plans which prevent creation of ‘landlocked’ parcels
- Policy could be applied more broadly than just rural lands

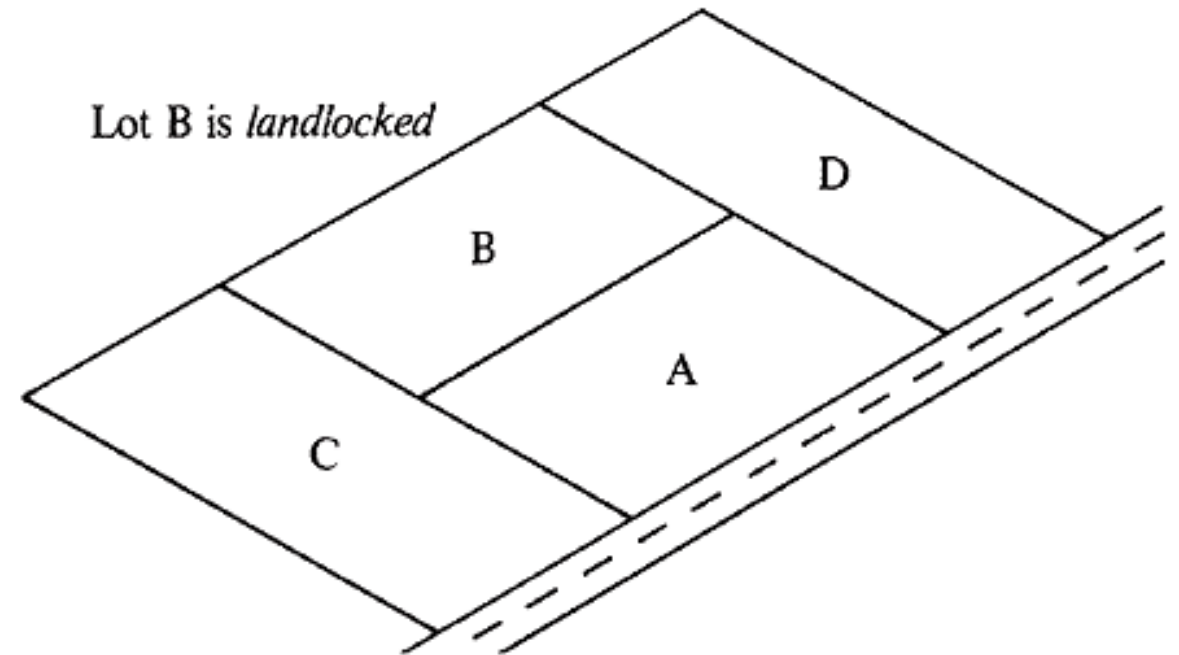


FIG. 107. LANDLOCKED PROPERTY

Image source: [AllBusiness](#)

# Limit Linear or Ribbon Development Patterns

- Too many severances along major roads between settlement areas can
  - Lead to unplanned and costly extensions of infrastructure
  - Detract from rural character
- Other counties place restrictions on linear or ribbon development
- Definition of ribbon development likely required



Image source: [livingtransport](https://www.livingtransport.com)

# Consider Upper-Tier Minimum Rural Lot Size

- Current policy gives flexibility for local plans to establish minimum lot sizes
- Counties could introduce baseline standard while still allowing for local plans to adopt more restrictive standards where appropriate
- UCLG already applies this approach in agricultural areas, where Official Plan prescribes minimum lot size of 40 hectares



# Introduce Caps or Density Limits for Consents and Plans of Subdivision

- Current OP does not limit number of lots that may be created through severance
- Also no cap on number of lots permitted within a single rural subdivision application
- Some OPs place limits on the density of rural lot creations
  - Grey County uses sliding scale for severances based on size of original lot

Grey County:  
Permitted Rural Severances  
Based on Original Lot Size

Original Township Lot Size (in hectares)	Number of Severances Permitted	Total Lots Permitted including the Severed and the Retained
20	1	2
40	3	4
60	4	5
80	5	6

Source: Grey County Official Plan

# Discourage Rural Subdivisions Near Existing Settlement Areas

- Rural subdivisions close to settlement areas can impede future expansion of settlement areas or lead to fragmented, inefficient growth pattern
- Several OPs restrict or discourage plans of subdivision in areas adjacent to settlement boundaries. The buffer area is generally between 500m and 1km in size
- UCLG should consider a similar policy based on 1km



Image source: [Valecraft Homes](#)

# Additional Considerations

- Identify strategic locations where communal servicing could support tourism and amenity-based residential development
- Continue to track and regularly report on rural severances and subdivisions
- Review and amend definitions in OP to align with PPS 2024

# Settlement Area Policy Recommendations

# Adopt Growth Forecasts in GMS

- Establish new population and employment targets for the Counties and each local municipality based on the High Growth Scenario
- Primarily direct growth to settlement areas where full municipal services area available & review rural settlement areas through the OP update
- Encourage broader range of housing types, even within smaller settlement areas
- Consider compact development patterns and creation of complete communities when evaluating development proposals



# Planning for Settlement Areas

- Maintain some flexibility in Counties and local planning policies to allow local priorities to be addressed
  - North Grenville – emphasize intensification, compact development, and efficient use of serviced lands
  - Elizabethtown-Kitley/Augusta/Edwardsburgh-Cardinal – prioritize economic development objectives
  - Westport – support tourism and retirement-oriented housing
  - Rural Municipalities – preserve rural character, manage growth at a modest pace, and support diverse and resilient rural economy
- Develop clear criteria for urban and rural settlement area boundary adjustments



# Reconfigure North Grenville Settlement Area Boundary(ies)

- Clearly state that all local municipalities currently have enough residential land to accommodate the forecasted housing and employment area growth
- North Grenville will require a settlement area boundary expansion around Kemptville and approximately 175 gross hectares in size



# Employment Areas

- Revise definition of employment area to match PPS
- Introduce policies to promote intensification of existing employment areas
- Revise criteria for removal of employment area to match PPS



# Next Steps

- Finalize growth allocations and land needs based on adopted scenario
- Public consultation
- Develop growth management policies and potential settlement area boundary expansion areas
- Prepare and submit GMS report

# Discussion Points

1. Is the High Growth Scenario warranted? Desirable?
2. Which is the appropriate growth pattern for Leeds and Grenville?
  - a) dispersed across all municipalities; or
  - b) focused on specific, mostly urban, settlement areas
3. How should we plan for growth in rural areas of Leeds and Grenville?
4. What type of housing will people want/need over the next 25 years?
5. What kinds of employment activity should we be seeking to attract?