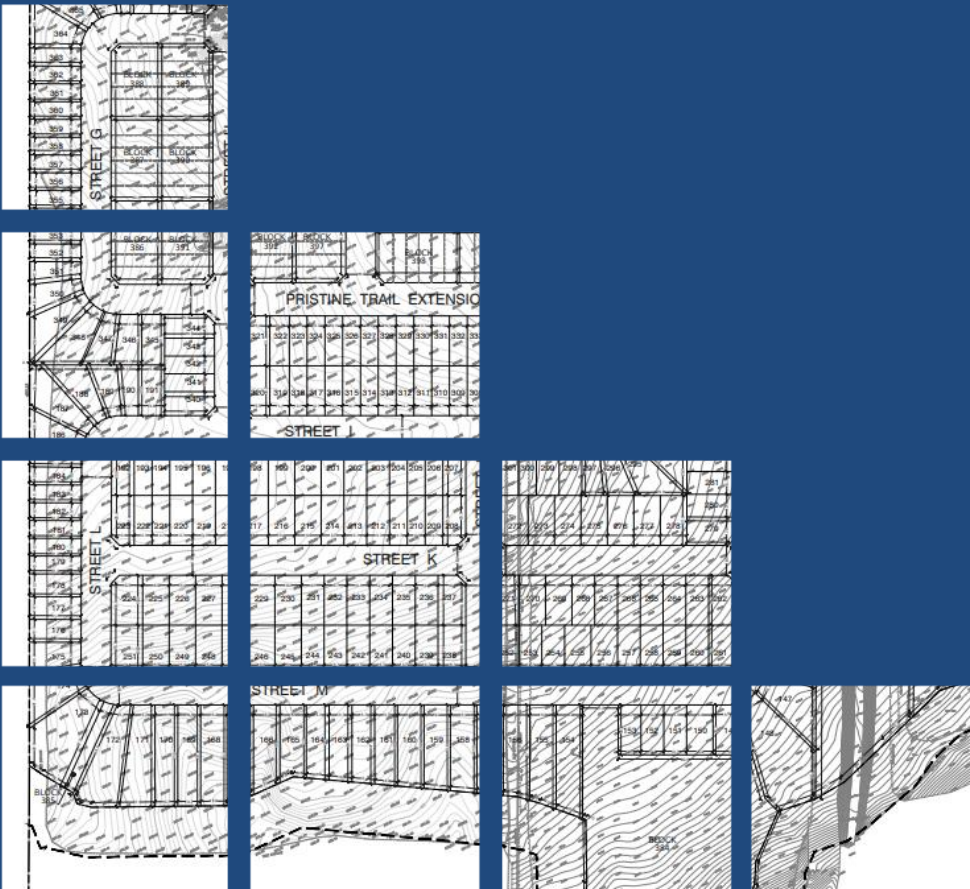


# PLANNING RATIONALE REPORT

787 and 825 Fallis Line

Prepared For: CSU Developments Inc



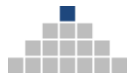


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TBG Project No.: 20697

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# Executive Summary

The Biglieri Group Ltd. (TBG) represents CSU Developments Inc., owners of approximately 49.2 hectares of land legally described as Part of Lot 11, Concession 5 Township of Cavan Monaghan (hereafter the “Site”, “Subject Site” or “Subject Lands”). The Subject Site is located immediately west of an approved and recently constructed residential subdivision referred to as the Towerhill South Subdivision. The Site has approximately 558m of frontage on Fallis Line in the Township of Cavan Monaghan. The easternmost and southernmost portions of the site are located within the Millbrook Settlement area. The remainder of the Site is agricultural land and is outside of the Settlement area boundary.

## Proposal

On behalf of our client, TBG is submitting Official Plan Amendment (“OPA”) Zoning By-law Amendment (“ZBLA”), and Draft Plan of Subdivision (“DPS”) applications to the Township of Cavan Monaghan and the County of Peterborough in order to facilitate development of the site for a residential subdivision including 371 residential lots, 25 townhouse blocks (to eventually include 125 townhouse dwellings), and two medium density blocks. The Township OPA is required to bring portions of the Subject Site into the Urban Settlement Area pursuant to policy 2.2.8.5 and 2.2.8.6 of the Growth Plan. The Draft Plan of Subdivision will create various urban lots and associated blocks on the lands. Finally, the Zoning by-law Amendment will simultaneously seek to amend the Township’s Zoning By-law to apply appropriate urban zoning to said lots, consistent with the zone standards approved on the subdivision to the east.

This Planning Rationale Report has been prepared to review and analyze the required site-specific OPA and ZBLAs as well as the development proposal as expressed through the Draft Plan of Subdivision – collectively “the Proposal”.

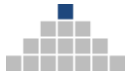
## Planning Analysis

The Subject Site is designated *Residential, Agricultural, Natural Linkage Area, and Natural Core Area* in the Township of Cavan Monaghan Official Plan (2020). The easternmost and southernmost portions of the site are located within the boundaries of the *Millbrook Settlement Area*. The remainder of the Site is outside of the Settlement Area boundary. The Township of Cavan Monaghan Zoning By-law 2018-58 zones the Subject Site under several designations being (A), (FD), (NC) & (NL).

This Planning Rationale Report has evaluated the merits of the Proposal (inclusive of the OPA, ZBLA and DPS) in the context of the policy framework articulated in the Provincial Policy Statement (2020), the Growth Plan for the Greater Golden Horseshoe (2020, as amended), the County of Peterborough Official Plan (2020), and the Township of Cavan Monaghan Official Plan (2020). The Report has also considered the impact of the application on the larger Millbrook Settlement Area, the Township of Cavan Monaghan, and The County of Peterborough. The Report finds that the Proposal is consistent with, and conforms to (as appropriate), the policy framework articulated in the policy documents noted above as well as provides a net benefit to the larger *Millbrook Settlement Area*, the Township of Cavan Monaghan, and The County of Peterborough for the following reasons:

- The proposed built-form represents an opportunity to animate a greenfield area that is well connected to, and contiguous with existing master planned communities (Tower Hill North & South);
- The Draft Plan of Subdivision includes a full range of residential uses inclusive of single-detached and townhouse dwellings. It also includes medium density blocks which may include apartment dwellings or other forms of medium density housing over the long term;
- The proposed lot types and zoning standards for the residential uses are largely consistent with zoning approved for Tower Hill South, providing consistent development standards and high-quality design in the area;
- There will be no negative impact on environmentally protected lands per the submitted EIS;





- The proposed residential uses will support the Township in providing for land supply as required based on the projected growth and demand for housing supply in the next 5-10 years per the 2020 Cavan Monaghan Growth Management Study;
  - The proposal can be adequately serviced by extensions to existing infrastructure (transportation & water & sanitary servicing) per the detailed studies that have been completed inclusive of the Traffic Impact Assessment and the Functional Servicing Report;
  - The proposal augments the existing parkland and trail system and provides links to Natural linkage and Natural Core area lands; and
  - The proposed expansion of the Millbrook Settlement Area boundary satisfies the tests as outline in Section 2.2.8.5 and 2.2.8.6 of the Growth Plan for the Greater Golden horseshoe in the manner outlined below:
    - Providing for 34 units per hectare, resulting in a minimum density of approximately 84 people per hectare (2.2.8.5a).
    - Confirming there is sufficient capacity in existing or planned *infrastructure* and *public service facilities* per the submitted FSR, (2.2.8.3a);
    - Confirming the *infrastructure* and *public service facilities* required are financially viable over their full life cycle per the Watson and Valdor reports, (2.2.8.3b);
    - The proposal has been informed by the ongoing water and wastewater master plans as summarized in the submitted FSR report (2.2.8.3.c);
    - Per the EIS and FSR, the proposal has been planned to minimize and mitigate any potential negative impacts on watershed conditions (2.2.8.3.d);
    - Directing development away from *key hydrologic areas* and the *Natural Heritage System for the Growth Plan* as confirmed by the submitted EIS (2.2.8.3.e);
    - Avoiding specialty crop areas, and evaluating reasonable alternatives as indicated in the 2020 Cavan Monaghan Growth Management Study (2.2.8.3.f);
    - Avoiding land use conflicts by conforming with the minimum distance separation formulae (2.2.8.3.g);
    - Minimizing and mitigating impact on agricultural operations which are adjacent to the settlement area as demonstrated in the submitted AIA (2.2.8.3.h);
    - Applying the policies of Section 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS (2.2.8.3.i);
    - Confirming that the Site is not within the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plan areas and any applicable source protection plans (2.2.8.3.j);
    - Confirming that the site is not within the *Protected Countryside* in the Greenbelt Plan (2.2.8.3.k);
    - Confirming that Millbrook is an urban Settlement (2.2.8.5c);
    - Confirming that the settlement area is serviced by *municipal water and wastewater systems* and there is sufficient reserve *infrastructure* capacity to service the lands as demonstrated in the submitted FSR (2.2.8.5d);
    - Confirming the additional lands and associated forecasted growth can be fully accounted for in the land needs assessment associated with the next *municipal comprehensive review* (2.2.8.5e); and,
    - Confirming the amount of land to be added to the settlement area will be no larger than 40 hectares.
- As the Proposal has been found to be consistent with the PPS and conforms to the intent of the Growth Plan for the Greater Golden Horseshoe (2020, as amended), the County of Peterborough Official Plan (2020), and the Township of Cavan Monaghan Official Plan (2020) the OPA DPS and ZBLA as proposed are appropriate for approval.

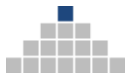
# 1.0

## Introduction

The Biglieri Group Ltd. (TBG) represents CSU Developments Inc. owners of land legally described as Part of Lot 11, Concession 5, Cavan Ward in the Township of Cavan Monaghan. The lands are municipally identified as 787 and 825 Fallis Line. The Subject Site is located immediately west of an approved and constructed residential subdivision referred to as Towerhill South. The Site has approximately 558m of frontage on Fallis Line in the Township of Cavan Monaghan. The Site is approximately 49.2 ha in size and irregular in shape (See Figure 1). The current proposal for the Subject Site includes 696 residential units, natural heritage system blocks totalling 16.31 hectares, and 2.34 hectares for two stormwater management pond blocks. Roads proposed interior to the site will have a ROW width of 18m-20m. These local roads, and the road widening required, total to 7.4 hectares of land.

The Subject Site is designated *Residential, Agricultural, Natural Linkage Area, and Natural Core Area* in the Township of Cavan Monaghan Official Plan (2020). The easternmost and southernmost portions of the site are located within the boundaries of the *Millbrook Settlement Area*. The remainder of the Site is outside of the Settlement Area boundary. The Township Zoning By-law 2018-58 zones the Subject Site under several designations being (A), (FD), & (NL).

The purpose of this Planning Rationale Report is to evaluate the merits of the Proposal (inclusive of the Official Plan Amendment “OPA”, Zoning By-law Amendment “ZBLA” and Draft Plan of Subdivision “DPS”) in the context of all applicable Provincial, regional, and municipal policies. As such, the Report will evaluate the Proposal in regard to consistency/conformity to the policy framework articulated in the Provincial Policy Statement (2020), the Growth Plan for the Greater Golden Horseshoe (2020, as amended), the County of Peterborough Official Plan (2020), and the Township of Cavan Monaghan Official Plan (2020).



# 2.0

## Site Location & Context

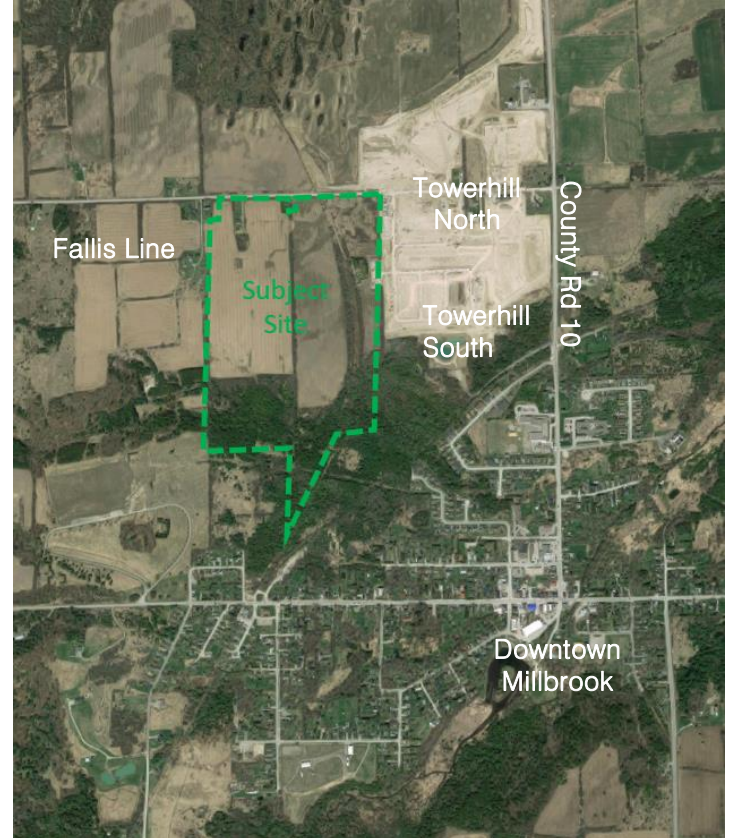
### 2.1 Subject Site

The Site is approximately 49.2 ha in size and irregular in shape. It has approximately 558m of frontage on Fallis Line. The Subject Site is located immediately west of residential subdivisions referred to as Towerhill North and South (Figures 1 and 2). There are two existing single-detached dwellings on the Site, and two accessory buildings. The easternmost and southernmost portions of the Site are located within the Millbrook Settlement area. The remainder of the lands are located outside of the Settlement Area Boundary. The majority of the Site is presently a vacant field, and the southern portion of the site is tree covered. The east half of the site is bisected by a former railway corridor which traverses the site in a north-south alignment. Detailed natural feature and topographic information is included within the submitted EIS and FSR Reports.

### 2.1 Context

The Site is located approximately 1km north of downtown Millbrook (Figure 1). Downtown Millbrook hosts a mix of commercial, residential, and institutional uses (Figure 7). The lands east of the site have recently been developed into a residential subdivision, referred to as Towerhill South (Figure 4). The Site is bound to the west by lands within the Oak Ridges Moraine Conservation Plan area. The Site itself is not governed by the Oak Ridges Moraine Conservation Plan. The existing land use west of the Site is agricultural. The lands north and north-east of the Site are subject to ongoing Draft Plan of Subdivision applications and are generally referred to as Towerhill North. West and north of the site are agricultural lands and vacant lands.

**Figure 1. Aerial Context of Subject Site**



Source: Google Maps, 2021

**Figure 2. Location of Subject Site**



Source: Google Maps, 2021



**Figure 3. North of the Site**



**Figure 6. Eastern half of Site (View South on Fallis Line)**



**Figure 4. East of the Site**

(Towerhill South Subdivision, largely builtout at this time)



**Figure 7. Downtown Millbrook**

(Downtown Millbrook)



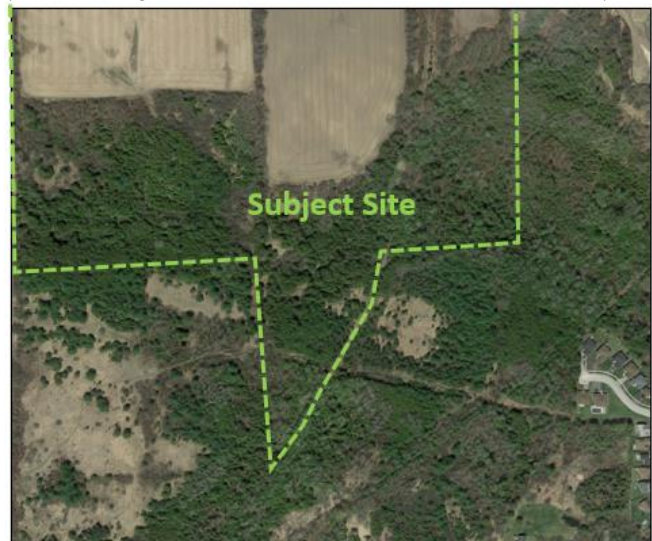
**Figure 5. Rural residential uses West of the Site**

South side of Fallis Line

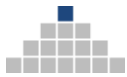


**Figure 8. Southern limit of the Site**

(Natural linkage and core area lands at southern limit of Site)







## 2.2 Transportation Network

### Road Network

Per the Cavan Monaghan Official Plan Schedule A-1, Fallis Line is an east-west Collector Road. Fallis Line currently ends east of the Site at County Road 10 and extends westwards to Tapley Quarter Line adjacent to the on-ramp for Highway 115. County Road 10 is a north-south Collector Road that provides connections south to Highway 401 and north beyond Mount Pleasant. Per the Cavan Monaghan Official Plan, typical Right-of-Way widths for Collector Roads are between 23 and 26 metres.

### Trail Network

The majority of Millbrook's existing trails are located South of the Site and connect to downtown Millbrook. There are proposed trail linkages in close proximity to the Subject Site per the Cavan Monaghan Trails Master Plan. The Grand Trunk Rail Line is a proposed trail linkage from Millbrook to the City of Peterborough (Figure 9). A linkage to the existing Victoria Rail Trail is proposed along Fallis line, just west of County Road 10.

## 2.3 Community Services and Facilities

Millbrook offers many community services, facilities, and recreational centres to residents. There are arenas, public libraries, fire services, schools, places of worship, and commercial uses in downtown Millbrook, approximately 1km southeast of the proposed development (Figure 10). North and east of the Site, per the submitted and under review Towerhill North subdivision plan, commercial uses are planned at the northwest intersection of County Road 10 and Fallis Line. Directly north of the planned commercial block are Cavan Monaghan's municipal offices and a newly constructed community centre.

Millbrook/South Cavan Public School is approximately 1.3km south of the Site. The school is for the age range of kindergarten to Grade 8. The nearest commercial plaza with grocery retail is located approximately 1.7km south of the Site at the intersection of County Road 10 and Manor Drive. This plaza provides convenient access to groceries, restaurants, and other retail. Additional retail and commercial uses are proposed at the Southeast intersection of Fallis Line and County Road 10, approximately 560 meters east of the Subject Site.

Figure 9. Excerpt from CM Trails Master Plan

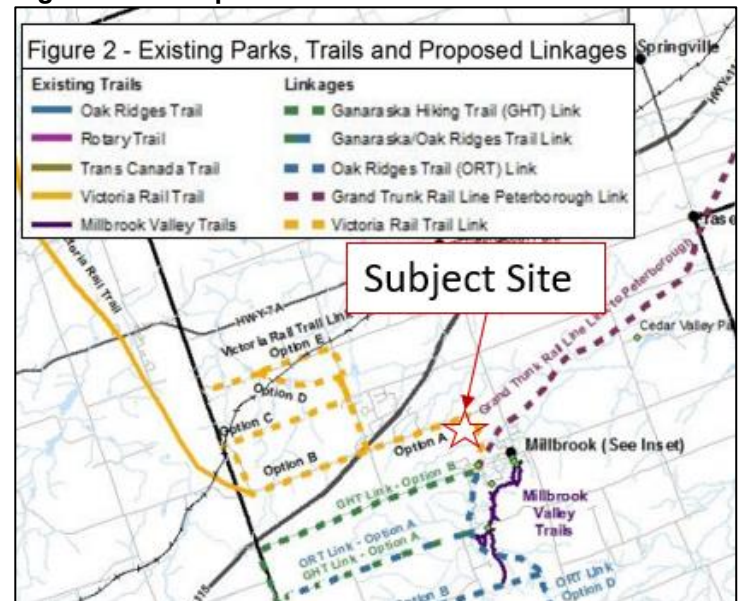
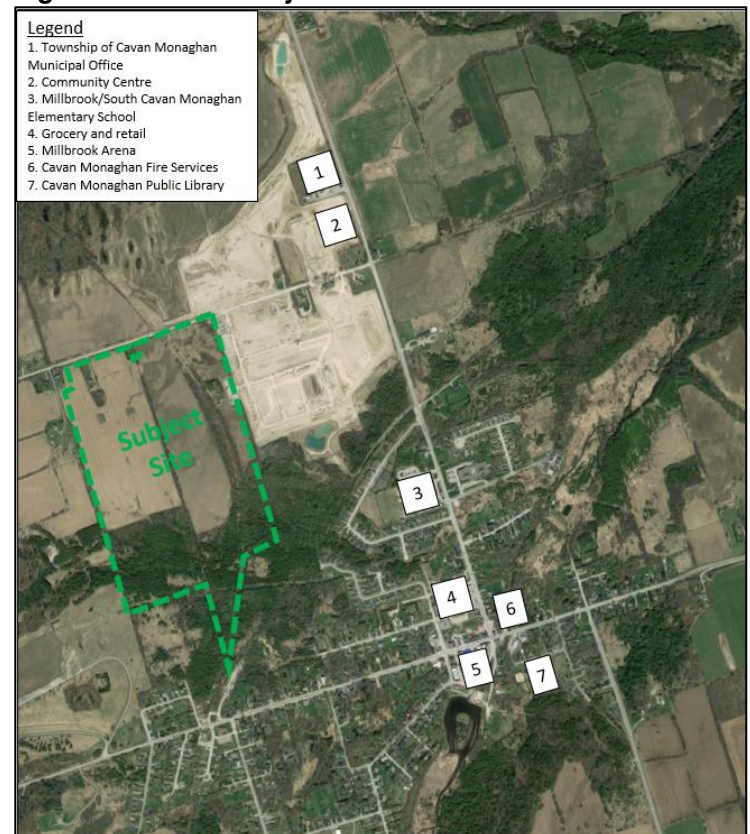


Figure 10. Community Services and Facilities



# 3.0

## Proposal & Required Approvals

### Description of Development Concept

The proposed development is comprised of a residential subdivision. The Draft Plan of Subdivision includes 696 residential units, environmental land blocks totalling 16.31 hectares, and 2.34 hectares allocated to stormwater management pond blocks (Figure 11). Roads proposed interior to the site will have ROW widths between 18 to 20 metres. These local roads and the required road widening represent 7.84 hectares of land.

The proposal consists of the following elements:

- 125 street townhouse units
- 371 single detached units
- 2 medium density blocks which could house up to ~200 units
- 16.31ha of Natural Heritage System land
- 2.34 ha Stormwater management pond and Sanitary Servicing Blocks
- 2.06ha Parkland and trail blocks
- 7.84ha ROW and road widening.

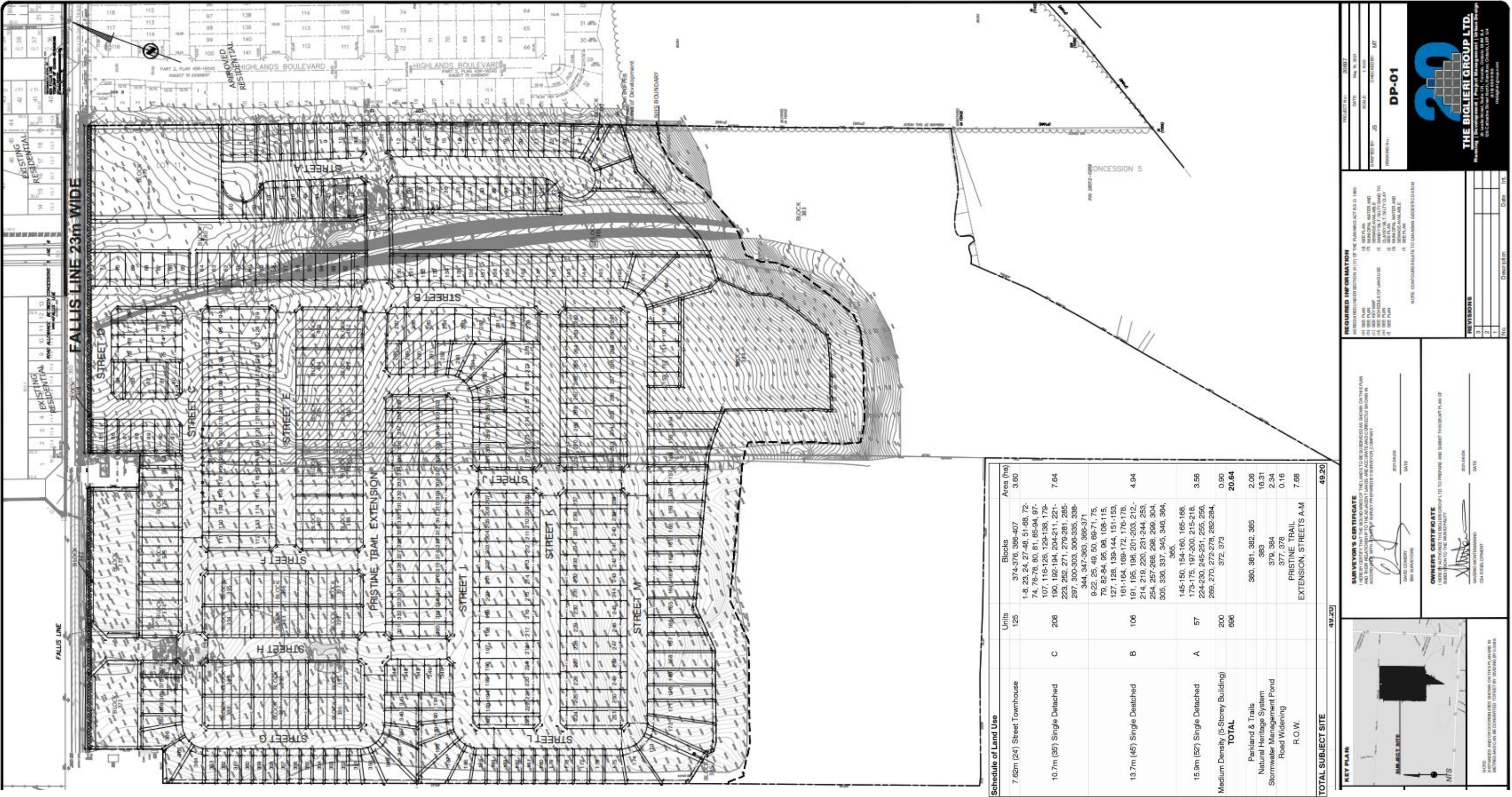
### Required Approvals

The proposal requires site-specific OPA and ZBLA applications. An OPA is required in order to bring agricultural lands into the Settlement Area boundary, and to designate the same as *Residential*. A ZBLA is required to provide site-specific zoning to establish appropriate Residential zones in place of existing Future Development and Agricultural zones. As such, OPA and ZBLA applications are being submitted at this time to facilitate the development. A complete list of the required amendments to the Official Plan and Zoning by-law, per The Biglieri Group's review of the Draft Plan of Subdivision (DPS), are included as Appendix 1 and 2 to this report.

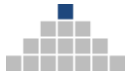
A Draft Plan of Subdivision is required in order to subdivide the Site into developable Lots and Blocks (in accordance with the proposed zoning) as well as to create additional blocks associated with natural heritage features, stormwater and sanitary infrastructure, roads and road widenings, and parkland.



Figure 11. Draft Plan of Subdivision







# 4.0

## Policy Context & Planning Analysis

### 4.1 Township of Cavan Monaghan Growth Management Strategy 2020

Watson & Associates Economists Ltd. was retained to develop a Growth Management Strategy (GMS) for the Township of Cavan Monaghan. The GMS was completed in May of 2020, to ensure conformity with the 2017 Growth Plan and March 2020 office consolidation of the County of Peterborough OP, with the overall objectives being to provide:

- A comprehensive assessment of the Township's long-term population, housing and employment growth potential within the context of County-wide development trends and regional economic growth drivers;
- An understanding of whether there is an adequate supply of urban and rural lands to accommodate long-term demand and satisfy the Township's near-term and longer-term employment and population growth objectives; and
- Policy and strategic recommendations to manage and plan for growth within the context of the provincial, County, and Township planning policy framework.

The key findings of the 2020 C-M GMS are listed below. These key findings are important to note at the onset of the policy and planning analysis section as they support TBGs analysis of the proposal's consistency with the PPS and conformance with the Growth Plan. These key findings include:

- That the Millbrook Urban Settlement Area is already facing development pressures due to its proximity to the Greater Toronto Area (G.T.A.) and relatively affordable housing prices. Recent infrastructure projects, such as the completion of the Highway 407 extension to Highway 115 provide further opportunity for residents from the G.T.A. to relocate to the Township while still maintaining a relatively reasonable commute to work.
- The amount of recent building permit activity and the number of active large subdivision developments in the planning approvals process suggest that housing growth will remain strong in the Millbrook Urban Settlement Area over the next five to 10 years.
- That between 2016 and 2041, forecast housing development is expected to average 120 units annually compared to an historical average of 24 units annually over the past 15 years.
- And that over the 2019 to 2041 planning horizon, the Township is forecast to add a total of approximately 6,300 people to Millbrook. Based on Millbrook's supply of designated greenfield area (D.G.A.) lands, it is anticipated that the Township will need to expand the urban boundary in Millbrook to accommodate approximately 50 ha (124 acres) of additional residential lands.
- The Subject Site is shown as a *Proposed Residential Addition* in Figure 8-1 and denoted as such because they have "limited environmental constraints, but they are also surrounded by residential and institutional uses, making them less likely to impose land-use incompatibility issues between existing and future land uses." (See Section 8.2)

In total, these findings support the need for a settlement boundary expansion in Cavan Monaghan. Further the Site was specifically identified as a *Proposed Residential Addition* to address this shortfall.

It should also be noted that while the 2020 C-M GMS was ongoing, the Province of Ontario replaced the 2017 Growth Plan with the 2020 Growth Plan, which included population targets up to the year 2051. That said, the findings of the 2020 C-M GMS support the need for settlement boundary expansion to meet land needs to 2041. As such it is expected that the

County's MCR process will identify needs in excess of those identified by the C-M GMS. In this regard, the County of Peterborough Municipal Comprehensive Review is to be completed by July 1, 2022 (as mandated by the Growth Plan). Subsequently, the Township of Cavan Monaghan will be required to undertake its own MCR and conformity exercise in conformance with the new County Official Plan. This will result in a further update to the 2020 C-M GMS.

This noted, the findings of the 2020 C-M GMS as related to broad location options and the need for settlement boundary expansion have been provided to the County of Peterborough in order to inform the County's currently in-progress Municipal Comprehensive Review (MCR) process.

## 4.2 Provincial Policy Statement (2020)

The Provincial Policy Statement ("PPS") provides overall direction on matters of provincial interest related to municipal planning decisions. The PPS was issued under Section 3 of the Planning Act, 1990 and provides Provincial direction in terms of land use planning and development in Ontario. The current PPS came into effect on May 1<sup>st</sup>, 2020. Decisions related to planning matters, including Official Plan Amendments and Zoning By-law Amendments made under the Planning Act, shall be consistent with the PPS.

### 4.2.1 Settlement Areas

Policy 1.1.3.9 states that municipalities may permit adjustments of settlement area boundaries outside a comprehensive review provided they meet the following criteria:

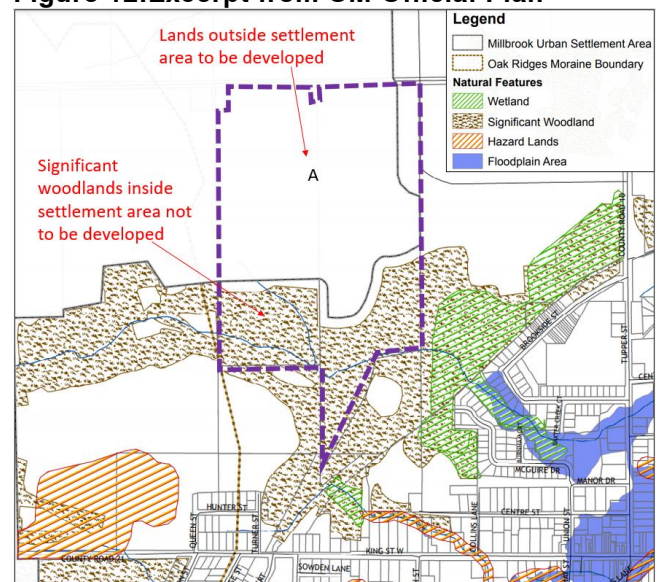
- there would be no net increase in land within the settlement areas;

The proposal will result in a minor increase in land within the settlement area as permitted per Growth Plan Section 2.2.8.5 and 2.2.8.6. As the proposal is adhering to the policies and permissions of the Growth Plan, it is consistent with the intent of the PPS.

Per Cavan Monaghan's 2020 Growth Management Study, a total of 178 ha (440 acres) of land is required to accommodate additional population growth in the Millbrook Urban Settlement Area to the year 2041. Per the Study, the total vacant residential land supply in the Millbrook Designated Greenfield Areas is approximately 129 ha (319 acres). In order to accommodate forecast growth on residential lands to the year 2041, approximately 49 ha of additional designated residential lands will be required. The proposed development consists of 20.64 hectares of residential lands and would help the Township appropriately accommodate for their forecasted growth.

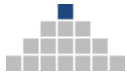
Further, it should be noted that a large portion of the site is constrained by natural heritage features (16.31ha). Figure 12 below provides an excerpt from the Cavan Monaghan Official Plan Schedule B-1 demonstrating the same. These constrained lands are within the existing Urban Settlement Area boundary but will not be developed, and to a degree offset the inclusion of additional lands within the Urban Settlement Area boundary.

**Figure 12. Excerpt from CM Official Plan**



- the adjustment would support the municipality's ability to meet intensification and redevelopment targets established by the municipality;

The proposed development will support the municipality's intensification targets. The DPS achieves a net density of 34 units per net hectare (excluding natural heritage blocks, parkland blocks,



stormwater blocks, and ROWs) which will more than achieve the Township's greenfield density target of 40 residents and jobs per hectare.

- c) **prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and**

**Policy 1.1.3.8**

**c) in prime agricultural areas:**

- 1. the lands do not comprise specialty crop areas;**
- 2. alternative locations have been evaluated, and**
  - i. there are no reasonable alternatives which avoid prime agricultural areas; and**
  - ii. there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;**

- d) **the new or expanding settlement area is in compliance with the minimum distance separation formulae;**

- e) **impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible.**

The portions of the Subject Site which are to be added to the Urban Area are designated *Agricultural* per the Township Official Plan. Per The Township of Cavan Monaghan's Schedule A, lands surrounding Millbrook are either a part of the natural heritage system or are designated as *Agricultural/ORM-Prime Agricultural*. Per Policy 5.1 of the Township OP, Lands that generally have soil Classes 1, 2 and 3 according to the Canada Land Inventory, are predominantly used for agriculture, and are in the *Agricultural* designation. In accordance with the County Official Plan, the *Prime Agriculture* designation applies to areas where Class 1, 2 and 3 lands predominate. Accordingly, regardless of where the settlement area boundary of Millbrook is expanded, prime agricultural lands (or natural heritage lands) would be included in the expansion. As such, there are no reasonable alternatives which avoid prime agricultural areas (Policy 1.1.3.8.c.2i & ii.).

Further to this, alternative settlement boundary expansion locations have been considered as part of the Township's Growth Management Study (as discussed above). The Subject Site has been identified and included as part of a broad location option for settlement boundary expansion to address residential and commercial land needs to the year

2041 (See Figure 8-1 of the GMS Study). The GMS study recommends that residential and commercial land needs could be addressed by expanding Millbrook's settlement boundary northwestward towards and north of Fallis Line. The Study notes that the advantages of these location options are that they have limited environmental constraints, and are also surrounded by institutional uses, making them less likely to impose land-use incompatibility issues between existing and future land uses.

An Agricultural Impact Assessment (AIA) has been prepared by Clark Consulting Services Ltd. in support of the application and is being submitted. The AIA notes that the Subject Site is not a specialty crop area (See policy 1.1.3.8c.1). The AIA also assesses and confirms that the area added to the Urban Settlement Boundary would conform with the minimum distance separation formulae (See policy 1.1.3.8d). Lastly, the AIA assesses and confirms that there will be minimal impact on adjacent agricultural operations (See policy 1.1.3.8e). To assist with mitigating potential minor impacts on the lands immediately west of the Site, the AIA recommends establishing a fencing or vegetation buffer between the properties. Such a condition could be secured through a condition of draft approval.

- d) **the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.**

A Functional Servicing Report (FSR) has been prepared by Valdor Engineering in support of the proposal. In general, the FSR provides an analysis of the water, wastewater, and stormwater servicing options for the development. It concludes that Municipal water currently exists in the adjacent development to the east as well as on Fallis Line and that there is sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing Wastewater Treatment Plant (WWTP) is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the

proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development.

#### 4.2.2 Housing & Land Use

The PPS encourages efficient land use and development patterns to support healthy, livable and safe communities by promoting efficient development and land use patterns which sustain the financial well-being of the province and municipalities over the long term (Section 1.1.1). Section 1.1.1 emphasizes the promotion of development that is cost-effective to minimize land consumption and servicing costs by utilizing existing or planned infrastructure. The PPS states that *“settlement areas shall be the focus of growth and development”* (Section 1.1.3.1).

With respect to housing, Section 1.4 requires provisions to be made for an appropriate range and mix of housing types and densities to meet the projected requirements of future residents by:

- permitting and facilitating all housing options and residential intensification;
- directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available;
- promoting densities which efficiently use land and resources and support active transportation and transit in areas where it exists or is to be developed; and
- establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form.

The Proposal is consistent with the aforementioned land use and housing policies. The development is located adjacent to an existing low-rise residential neighbourhood east of the Site and therefore represents a logical land use pattern and extension of development. Appropriate densities are proposed which are compatible with adjacent residential areas while making efficient use of land. In terms of housing mix, the proposed development offers a mix and range of housing options and will increase the supply

and housing choice available in Millbrook. The Draft Plan includes 125 townhouse units, two medium density blocks totalling 0.9 hectares, and 371 single detached units with lot frontages that vary from 35 feet to 52 feet (10.7 to 15.9 meters).

#### 4.2.3 Public Service Facilities & Infrastructure

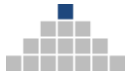
The PPS also addresses the effective use of public service facilities (recreation centres, police/fire, etc.) and infrastructure, (sewage/water services, roads, etc.).

With regards to public service facilities, the Site is well serviced by amenities as detailed in Section 2.0 of this report.

In terms of servicing infrastructure, Section 1.6.6.1 stipulates that planning for sewage and water services shall (among other items) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing municipal sewage and water services, are feasible and financially viable, and integrate servicing and land use considerations. Further, the use of existing infrastructure and public service facilities should be optimized (Section 1.6.3) and sewage, water and stormwater shall be designed to promote efficient use and optimization of existing services (Section 1.6.6).

The proposal is consistent with the aforementioned infrastructure policies. The proposed development will optimize the use of existing municipal water services and will represent a logical extension of these services. A Functional Servicing Report (FSR) prepared by Valdor Engineering has been provided under separate cover and details the optimization of servicing for the proposal. Per the FSR, municipal water currently exists in the adjacent development to the east (Towerhill South), as well as along Fallis Line, with sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing Wastewater Treatment Plant (WWTP) is currently being reviewed by the Township of Cavan Monaghan's Master Servicing Study which is expected to be available in Q3 2021. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target





over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development. Per the PPS, reserve sewage system capacity is defined as designed or planned capacity in a centralized wastewater treatment facility which is not yet committed to existing or approved development. Similarly, reserve water system capacity is defined as designed or planned capacity in a centralized water treatment facility which is not yet committed to existing or approved development. As Planning for reserve sewage system capacity is ongoing through the Township of Cavan Monaghan's Master Servicing Study, and further as provision for a WWTP is being provided through the application, the proposal is consistent with the servicing policies of the PPS.

#### **4.2.4 Public/Open Space & Natural Heritage/Hazards**

The PPS provides direction on public spaces, recreation, parks, trails and open space with the intention of promoting healthy and active communities. Per Section 1.5.1a, public streets, spaces, and facilities should be planned to meet the needs of pedestrians, to facilitate active transportation, to be safe, and to foster social interaction. Per Section 1.5.1b a full range and equitable distribution of publicly accessible recreational, parkland, open spaces, trails and linkages should be planned and provided.

Section 1.6.7 provides policies with respect to Transportation. This Section states that land use patterns should also support the reduction of vehicle trips and support current and future use of transit and active transportation.

The proposal will provide for several significant improvements to the Public Realm. The proposal includes the extension and construction of an east-west road (known as Pristine Trail) that currently dead-ends in the adjacent Towerhill South

Subdivision. A North-south linear park is proposed to connect residents from Fallis Line to the Natural heritage block on the Site. Several trails/walkways have been provided throughout the site to support active transportation within the subdivision:

- Block 382 will connect the south end of Street A with the NHS block;
- Block 383 will connect the Southwest side of Street M with the NHS block; and
- Block 380 forms part of the public park but also includes a walkway connection to Street B. This walkway will connect the northerly SWM block and the linear park to the southerly SWM block and the NHS block.

In total, 2.06 hectares of parkland and walkways/trails are provided on the Site. The proposed parklands and trails will provide both active and passive recreational activities for residents.

Section 2.1 of the PPS provides policy direction regarding natural heritage features and areas. Per policy 2.1.1 natural features and areas shall be protected for the long term. Per policy 2.1.2 "*The diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.*" Per policy 2.1.8, development and site alteration shall not be permitted on adjacent lands unless it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions. The PPS also states that development is generally to be directed away from Natural Hazards (Section 3.1.1) and shall not be permitted if the area in question would be rendered inaccessible to people and vehicles during times of flooding hazards (safe access) (Section 3.1.7).

With regards to Natural Features and Hazards, the proposal includes a 16.31 hectare environmental protection block along the southern property line. This area will protect and enhance the ecological function of the Natural heritage lands in accordance with Section 2.1.8. An Environmental Impact Study (EIS) has been completed for the proposal and has reviewed the natural features on the site. The EIS has determined that the natural feature of significance on the site to be preserved is the southern woodlot. Accordingly, the EIS identifies a 30m buffer be provided to the same. The EIS concludes that,

provided recommended mitigation measures are implemented, no natural features or functions of the Natural Heritage System will be significantly impacted by the proposed development.

#### 4.2.5 Agricultural Lands

Section 2.3 of the PPS provides direction for Agricultural lands. Per Policy 2.3.1 prime agricultural areas shall be protected for the long term. Prime agricultural areas are areas where prime agricultural lands predominate. Specialty crop areas shall be given the highest priority for protection, followed by Canada Land Inventory Class 1, 2, and 3 lands, and any associated Class 4 through 7 lands within the prime agricultural area. Per Section 2.3.4 lot creation and adjustments are discouraged in prime agricultural areas except for limited circumstances.

Per Section 2.3.5.1, Planning authorities may only exclude land from prime agricultural areas for expansions of or identification of settlement areas in accordance with policy 1.1.3.8. The portions of the Subject Site which are proposed to be added to the Urban Area are designated *Agricultural* per the County and Township Official Plans. Per policy 1.1.3.8 prime agricultural areas must be addressed where settlement boundary adjustments are proposed in accordance with 1.1.3.8 (c), (d) and (e). Conformance with these policies has been provided above in Section 4.2.1 of this report.

#### 4.2.6 Conclusion

As described above the proposal is consistent with the Settlement Area, Housing & Land Use, Public Service Facilities & Infrastructure, Public/Open Space & Natural Heritage/Hazards and Agricultural policies of the PPS and therefore the OPA, ZBLA and DPS are appropriate for approval.

### 4.3 Growth Plan for the Greater Golden Horseshoe (2020)

The Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”) was approved under the authority of the Places to Grow Act, 2005 by the Lieutenant Governor in Council of the Province of Ontario, and came into full force and effect on June 16th, 2006. The Growth Plan was further updated in May 2017,

May 2019, and again on August 28th, 2020. The in-force Growth Plan provides a framework for managing growth in the Greater Golden Horseshoe including directions on where and how to grow, the provision of infrastructure to support growth, and protecting natural systems and cultivating a culture of conservation (Section 1.2.1). The Growth Plan carries forward many of the principles and policies of the PPS relating to land use and the conservation of natural heritage.

Section 2.1 of the Growth Plan provides policies related to where and how to grow. This section directs that the majority of growth be directed to settlement areas that have existing water and wastewater systems and can support the achievement of complete communities (Section 2.2.1.2a) (see also Section 3.2.6).

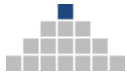
Per Section 2.2.1.4 complete communities (among other items):

- feature a diverse mix of land uses;
- provide a diverse range and mix of housing options;
- provide access to a range of transportation options (see also Sections 3.2.2, 3.2.3);
- provide access to public service facilities (see also Section 3.2.8); and,
- provide an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities (see also Section 4.2.5).

Further to this, Section 2.2.6 directs municipalities to support housing choice through the achievement of the minimum density targets in the Growth Plan by identifying a diverse range and mix of housing options and densities.

Per Section 2.2.7.2b. of the Growth Plan, the County of Peterborough minimum density target for *designated greenfield areas* is 40 residents and jobs combined per hectare. Minimum density targets are to be measured over the entire designated greenfield area of each upper-tier municipality and exclude *natural heritage features* and systems, rights of way for utilities and roads, *employment areas*, and cemeteries (Section 2.2.7.3).

Section 4 of the Growth Plan provides direction with respect to protecting what is valuable. Per Policy 4.2.2 new development or site alteration must demonstrate no negative impacts on key natural



heritage features or key hydrologic features; and removal of other natural features not identified as key natural heritage features and key hydrologic features should be avoided.

The proposal conforms to the aforementioned policies. With regards to the proposed settlement boundary adjustment, per Cavan Monaghan's 2020 Growth Management Study a total of 178 ha (440 acres) of land is required to accommodate additional population growth in the Millbrook Urban Settlement Area to the year 2041. Per the Study, the total vacant residential land supply in the Millbrook Designated Greenfield Areas is approximately 129 ha (319 acres). In order to accommodate forecast growth on residential lands to the year 2041, approximately 49 ha of additional designated residential lands will be required. The proposed development includes 20.64 hectares of residential lands, and would assist the Township in appropriately accommodating their forecasted growth.

Further, the proposal contributes to the creation of a complete community by providing several key elements such as:

- A range and mix of housing options from medium density apartments, townhouse units, and single-detached units;
- Supporting a range of transportation options through the provision of multiple walkways and connections to trail and natural heritage systems; and,
- An appropriate supply of publicly accessible open spaces such as a linear park and multiple walkway connections.

With regards to the achievement of the density target, the proposal provides approximately 34 units per net hectare in the draft plan. The 2020 Cavan Monaghan Growth Management Study assumes 2.51 persons per unit. As such, the Proposal is expected to provide a density of over 84 people per hectare.

In accordance with Section 4 of the Growth Plan, an Environmental Impact Study has reviewed the natural features on the site. The EIS has determined that the natural feature of significance on the site to be preserved is the southern woodlot. Accordingly, the EIS identifies a 30m buffer be provided to the same. The EIS concludes that, provided recommended mitigation measures are implemented, no natural features or functions of the Natural Heritage System

will be significantly impacted by the proposed development.

### 4.3.1 Settlement Area Boundary Expansions

Section 2.2.8 of the Growth Plan provides detailed requirements for *Settlement Area Boundary Expansions*. Generally, *settlement area* boundary expansions may only occur through a *municipal comprehensive review* where it is demonstrated:

- through a land needs assessment and minimum intensification and density targets that there is not sufficient opportunity to accommodate forecasted growth through *intensification* and in the *designated greenfield area* within the upper or single-tier municipality and within the relevant lower-tier municipality (2.2.8.2(a));
- the proposed expansion will make available sufficient lands while minimizing land consumption; and (2.2.8.2(b)); and
- the timing and phasing of the proposed expansion within the *designated greenfield area* will not negatively affect the achievement of the relevant minimum intensification and density target (2.2.8.2(c)).

As noted above, Cavan Monaghan has prepared a Growth Management Study (the "2020 C-M GMS"). The 2020 C-M GMS demonstrates a need for settlement boundary expansion and details the extent of market demand for residential development in Millbrook. It notes that the Township will require 49 hectares of additional residential land to accommodate growth to 2041. As such, a land needs assessment for Cavan Monaghan has already occurred. Further, it should be noted that the 2020 C-M GMS only provided an assessment of lands needs to 2041, where-as the current planning horizon for the Growth Plan is to 2051. As such, it is assumed the lands needs to 2051 are greater than those currently assumed in the 2020 C-M GMS.

The proposed boundary expansion minimizes land consumption and supports the achievement of the minimum density target. The proposal provides approximately 34 units per hectare in the DPS. The 2020 C-M GMS assumes 2.51 persons per unit, and as such, the proposal will provide over 84 people per hectare. As Cavan Monaghan has demonstrated a need for greenfield residential land per the 2020 C-M

GMS, and as the proposal meets the density targets for greenfield lands, it is generally in conformance with the intent of the Growth Plan policies listed above. However, expansion per policies 2.2.8.2/3 is generally only permitted through an MCR process.

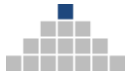
Notwithstanding the above noted policies, a *Settlement Area* boundary expansion may occur in advance of a *municipal comprehensive review* pursuant to the policies of Section 2.2.8.5 & 6, as listed below:

- the lands that are added will be planned to achieve at least the minimum density target in policy 2.2.7.2 or 2.2.5.13, as appropriate (2.2.8.5a);
- the location of any lands added to a *settlement area* will satisfy the applicable requirements of policy 2.2.8.3 (2.2.8.5b);
- the affected *settlement area* is not a *rural settlement* or in the *Greenbelt Area* (2.2.8.5c);
- the settlement area is serviced by *municipal water and wastewater systems* and there is sufficient reserve *infrastructure* capacity to service the lands; and (2.2.8.5d)
- the additional lands and associated forecasted growth will be fully accounted for in the land needs assessment associated with the next *municipal comprehensive review* (2.2.8.5e).

Lastly, per Policy 2.2.8.6, For a settlement area boundary expansion undertaken in accordance with policy 2.2.8.5, the amount of land to be added to the settlement area will be no larger than 40 hectares.

Table 1 details how the proposal conforms to and addresses each test as detailed in policies 2.2.8.5 and 2.2.8.6.

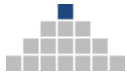




**Table 1. Conformance with Policy 2.2.8.5**

Policy 2.2.8.5	Sub-Policy	Rationale
a) the lands that are added will be planned to achieve at least the minimum density target in policy 2.2.7.2 or 2.2.5.13, as appropriate		The proposed development supports the achievement of the minimum density target of 40 residents and jobs per hectare. The proposal provides approximately 34 units per hectare in the draft plan. The 2020 C-M GMS assumes 2.51 persons per unit. As such, the proposal will provide a density of over 84 people per hectare, well over the minimum target of 40 residents per hectare.
b) the location of any lands added to a settlement area will satisfy the applicable requirements of <u>policy 2.2.8.3</u>	2.2.8.3(a) there is sufficient capacity in existing or planned <i>infrastructure</i> and <i>public service facilities</i>	A Functional Servicing Report has been prepared by Valdor Engineering in support of the proposal. The report concludes that Municipal water currently exists in the adjacent development to the east as well as on Fallis Line and that there is sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development. Per the PPS, reserve sewage system capacity is defined as designed or <u>planned</u> capacity in a centralized wastewater treatment facility which is not yet committed to existing or approved development. Similarly, reserve water system capacity is defined as <u>designed or planned</u> capacity in a centralized water treatment facility which is not yet committed to existing or approved development.

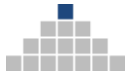
	2.2.8.3(b) the <i>infrastructure</i> and <i>public service facilities</i> required would be financially viable over their full life cycle	Per the FSR and Financial Impact Analysis, the extension of municipal services to the proposed development is economical, logical and efficient. The financial viability of the required infrastructure to support the development over their full life cycle is demonstrated by the Financial Impact Analysis by Watson and Associates
	2.2.8.3(c) the proposed expansion would be informed by applicable water and wastewater master plans or equivalent and <i>stormwater master plans</i> or equivalent, as appropriate	A Functional Servicing Report (FSR) has been prepared by Valdor Engineering in support of the proposal and has been informed by the ongoing water and wastewater master plans. The report notes that the Township is currently preparing a Master Servicing Study that will be available in Q3 2021. This master plan process will be completed prior to approval of these applications and its findings will inform the development concept moving forward.
	2.2.8.3(d) the proposed expansion, including the associated water, wastewater and stormwater servicing, would be planned and demonstrated to avoid, or minimize and mitigate any potential negative impacts on watershed conditions and the <i>water resource system</i> , including the <i>quality and quantity of water</i>	Per the EIS and FSR, the proposal has been planned to minimize and mitigate any potential negative impacts on watershed conditions.
	2.2.8.3(e) <i>key hydrologic areas</i> and the <i>Natural Heritage System for the Growth Plan</i> should be avoided where possible	An Environmental Impact Study (EIS) has been completed for the proposal and has determined that, provided recommended mitigation measures are implemented (including a 30m buffer to the significant woodland in the southern portion of the site), no natural features or functions of the Natural Heritage System will be significantly impacted by the proposed development.
	2.2.8.3(f) <i>prime agricultural areas</i> should be avoided where possible. To support the <i>Agricultural System</i> , alternative locations across the upper- or single-tier municipality will be evaluated, prioritized and determined based on avoiding, minimizing and mitigating the impact on the <i>Agricultural System</i> and in accordance with the following:	The Subject site is not a specialty crop area. Per the Township of Cavan Monaghan's Official Plan Schedule A, the lands outside the settlement area of Millbrook are either a part of the natural heritage system or are designated as <i>Agricultural/ORM-Prime Agricultural</i> . Regardless of where the settlement area boundary of Millbrook is expanded, prime agricultural lands (or natural heritage lands) would be included in the expansion. As such, there are no reasonable alternatives which avoid prime agricultural areas. Further to this, alternative settlement boundary expansion locations have been considered as



	<ul style="list-style-type: none"> <li>- expansion into <i>specialty crop areas</i> is prohibited (2.2.8.3(f)(i));</li> <li>- reasonable alternatives that avoid <i>prime agricultural areas</i> are evaluated; and (2.2.8.3(f)(ii));</li> <li>- where <i>prime agricultural areas</i> cannot be avoided, lower priority agricultural lands are used (2.2.8.3(f)(iii));</li> </ul>	part of the Township's Growth Management Study. The Subject Site has been identified and included as part of a broad location option for settlement boundary expansion to address residential and commercial land needs to the year 2041 (See Figure 8-1 of the GMS Study).
	2.2.8.3(g) the <i>settlement area</i> to be expanded is in compliance with the <i>minimum distance separation formulae</i>	An Agriculture Impact Assessment (AIA) by Clarks Consulting Services has been prepared in support of the application which assesses and confirms that the area added to the Urban Settlement Boundary would conform with the minimum distance separation formulae.
	2.2.8.3(h) any adverse impacts on the <i>agri-food network</i> , including agricultural operations, from expanding <i>settlement areas</i> would be avoided, or if avoidance is not possible, minimized and mitigated as determined through an <i>agricultural impact assessment</i>	The submitted AIA assesses and confirms that there will be minimal impact on agricultural operations which are adjacent to the settlement area and suggests mitigation measures such as the presence of a fence or natural vegetation to serve as a buffer between the properties. These can be secured through conditions of approval if deemed appropriate.
	2.2.8.3(i) the policies of Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS are applied	The DPS conforms to Sections 2 and 3 of the PPS. See the preceding Section of this Report. Note further that an EIS has been completed and confirms that provided recommended mitigation measures are implemented, no natural features or functions of the Natural Heritage System will be significantly impacted by the proposed boundary adjustment.
	2.2.8.3(j) the proposed expansion would meet any applicable requirements of the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plans and any applicable source protection plan; and	The listed Provincial Plans are not applicable to the Subject lands.
	2.2.8.3(k) within the Protected Countryside in the Greenbelt Area:	The Subject lands are not within the Greenbelt Area.
c) the affected <i>settlement area</i> is not a <i>rural settlement</i> or in the <i>Greenbelt Area</i>		Millbrook is an urban settlement area and the subject lands are not located in the Greenbelt Area.

d) the settlement area is serviced by municipal water and wastewater systems and there is sufficient reserve infrastructure capacity to service the lands; and		With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development.
e) the additional lands and associated forecasted growth will be fully accounted for in the land needs assessment associated with the next <i>municipal comprehensive review</i>		The additional lands can be fully accounted for in the next land needs assessment. Per the Township's 2020 Growth Management Study, there are land needs to at least the year 2041. In 2017, the County initiated a municipal comprehensive review in order to develop a new Official Plan that meets both Provincial and local directives. Per the Growth Plan (2020), municipalities are required to plan for growth to the year 2051. This process is currently in the early stages of work, and County staff have presented six informational reports to Council that will inform the forthcoming OP. The reports have focused on a series of topics including agriculture and rural areas, aggregate resources, waterfront developments, healthy communities, public safety, and transportation and mobility. Detailed study and continual consultation are expected to proceed through 2021, and the County MCR process is anticipated to be completed by July 2022.
Policy 2.2.8.6, For a settlement area boundary expansion undertaken in accordance with policy 2.2.8.5, the amount of land to be added to the settlement area will be no larger than 40 hectares.		The total amount of land to be added to the settlement area is less than 40 hectares. The Subject Site is a total of 49.22 hectares, however 18.21ha of the site is within the settlement boundary. As such the area to be added to the Boundary is 30.98ha.





## 4.4 County of Peterborough Official Plan (2020 Office Consolidation)

The Site is subject to the County of Peterborough Official Plan (the “County OP”) as amended. The County OP contains policies which guide the type and location of land uses in the County to 2031. The County OP was originally approved by the Ministry of Municipal Affairs & Housing in 1994, and has since undergone various amendments with the most recent office consolidation dated March 2020. In 2017, the County initiated a municipal comprehensive review in order to develop a new Official Plan that meets both Provincial and local directives. The process is currently in the early stages of work, and staff have presented six informational reports to Council that will inform the forthcoming OP. The reports have focused on a series of topics including agriculture and rural areas, aggregate resources, waterfront developments, healthy communities, public safety, and transportation and mobility. Detailed study and continual consultation are expected to proceed through 2021, and the MCR process is anticipated to be completed by July 2022.

### 4.4.1 Settlement Boundary Adjustments

The County OP sets the land use and planning framework for local Official Plans and decision making. The County OP provides guidelines and broad policy direction for local Townships and their lower-tier Official Plans. The County OP allocated approximately 17% of the County's growth to the Township of Cavan Monaghan (Section 1.2.3) (This percentage may change through the ongoing MCR process). The policies of the County OP with respect to future growth identify that development densities should result in the efficient use of land, resources, infrastructure and public services facilities, which minimize land consumption and are cost effective, while also avoiding the need for unnecessary/uneconomical expansion of infrastructure.

Per the Objectives of the County OP (Section 4.2.2) local municipalities shall identify settlement areas across the County that can accommodate future growth, and should promote serviced settlement areas as the preferred locations for growth. A number of key policies for Settlement Areas are provided in

Section 4.2.3 of the County OP. Millbrook is identified as one of four serviced Settlement Areas in the County. Development in Settlement Areas should be as compact as possible based on the type of servicing available. Generally, a municipal comprehensive review is required in order to expand settlement area boundaries. However, where proposals to change the settlement area boundaries do not result in a net increase of settlement area within a Township, planning justification shall be required for the adjustment at the time of application to ensure targets and forecasts contained in this Plan are achieved. Planning Justification for the proposed Settlement Area boundary expansion is provided above in Table 1. This analysis is pursuant to the policies of the Growth Plan – which are more current than the aforementioned policies within the County's Official Plan. As the County OP is required to be in conformance with the policies of the Growth Plan, and as detailed planning justification for the same has been provided, the proposed expansion conforms to the intent of the Growth Plan.

### 4.4.2 Sanitary Sewage and Water Servicing

Policies for sanitary and water services are set out in Section 4.7 of the County OP and seek to encourage the provision of adequate services to achieve and facilitate orderly growth; improve the environment and maintain a clean and healthy level based on a watershed approach; to accommodate growth in a predetermined manner to minimize capital and operating costs of systems and avoid premature development. Per Section 4.7.3.1 new development in the County will be encouraged that can be economically serviced by existing or expanded sanitary and water services. In areas which are currently fully serviced, lot creation will only be permitted if sufficient reserve water and sewage plant capacity is available to accommodate the proposed development.

The DPS represents a logical and economical extension of expanded sanitary and water services. Per the FSR, Municipal water currently exists in the adjacent development to the east as well as Fallis Line, with sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan

Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development.

#### **4.4.3 Plans of Subdivision**

The County OP provides policies for the approval of Plans of Subdivision (Section 2.6.1). These policies require that development proposals can be supplied with adequate County services or local municipal services, as appropriate, and that existing infrastructure is optimized prior to the development of new infrastructure and public service facilities. Detailed criteria for the evaluation of Plans of Subdivision are provided in Section 7.13 of the County OP. These policies require that a proposal for residential development:

- Is compatible with the existing scale of development in the area;
- Is compatible with the Conservation Authority's regulations;
- Provides access from roads that are constructed to municipal standards with the capacity to support anticipated traffic; and,
- Can be serviced by municipal sanitary and water services, as well as fire protection, police, garbage collection, and school facilities.

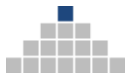
The proposed residential development is compatible with the existing scale and development in the area. The proposed zoning for all single-detached lots and the townhouse blocks are generally the same exception zones which were approved for the neighbouring Towerhill South subdivision. The consistency in zoning and lot type will support the creation of compatible residential development.

An EIS has been prepared to support the development applications. The EIS notes that the proposed DPS and Master Plan will not negative

impact on the Natural Heritage System. The report has been prepared for review by the Otonabee Conservation Authority.

The proposed roads have been designed in accordance with municipal standards such that 20 metre and 18 metre right-of-way widths are provided. Per the submitted Traffic Impact Study, the constructed roads are designed to support anticipated traffic and are directly connected to the Towerhill South Subdivision.

Per the FSR and Fiscal Impact Analysis reports, the extension of municipal services to the proposed development is economical, logical and efficient. Municipal water servicing currently exists in the adjacent development to the east as well as Fallis Line, with sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized waste water treatment facility to service the proposed development. Lastly, the Site is directly adjacent to Towerhill South and North - a master planned community that has added schools, parkland, commercial uses, a community centre, and other amenities to residents in the area.

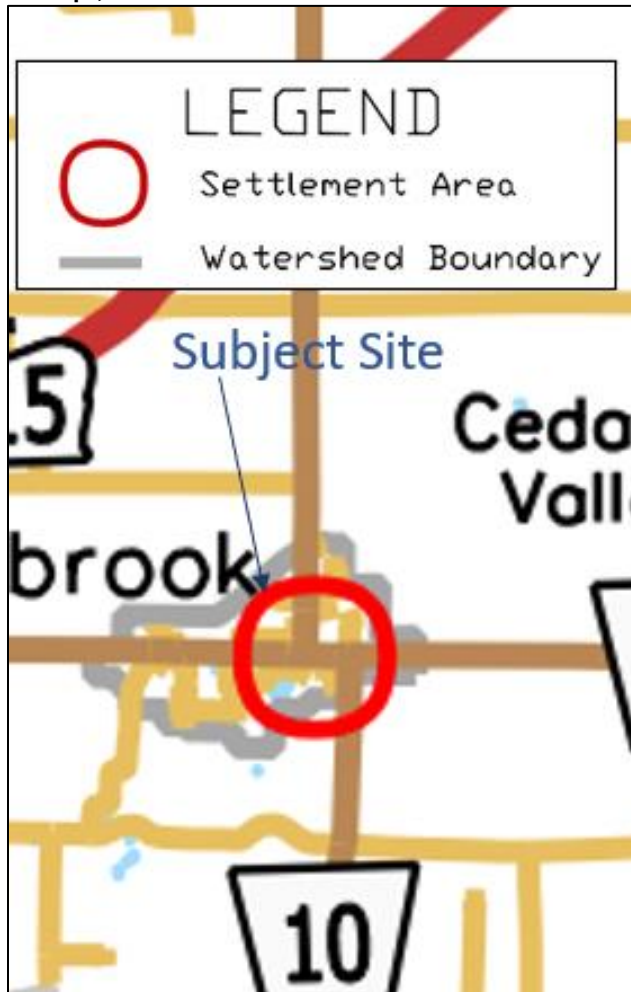


#### 4.4.4 Land Use, Built Form & Density policies

The Subject Site holds the following designations in the in-force County OP:

- *Settlement Area*, Schedule “A”; and
- *Agricultural Area*

**Figure 13. County of Peterborough Official Plan Excerpt, Land Use Schedule**



Section 5 of the County OP sets out a number of policies that generally seek to provide opportunities for a range of housing by type and density to be built throughout the County (Section 5.1.1). Priority is given to the orderly development of new housing which makes efficient use of existing transportation, education, recreation, commercial and servicing systems and facilities to accommodate projected growth over a 20-year period (Section 5.1.3.1). Local

municipalities shall maintain at least a three-year supply of lots in draft approved or registered plans of subdivision and a minimum 10-year supply of designated and available land for new residential development/intensification to meet forecasted demand, subject to servicing availability.

Per Valdor Engineering's FSR, municipal water currently exists in the adjacent development to the east as well as on Fallis Line and that there is sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development.

With regards to the minimum 10-year supply, the 2020 CM GMS demonstrates a need for settlement boundary expansion and details the extent of market demand for residential development in Millbrook. Per the Study, a total of 178 ha (440 acres) is required to accommodate additional population growth in the Millbrook Urban Settlement Area to the year 2041. Per the Study, the total vacant residential land supply in the Millbrook Designated Greenfield Areas is approximately 129 ha (319 acres). In order to accommodate forecast growth on residential lands to the year 2041, approximately 49 ha of additional designated residential lands will be required, which further supports the proposal at large, as well as the proposed boundary expansion. Further, it should be noted that the assessment of lands needs (per the 2020 C-M GMS) was only projected to the year 2041, where-as the current planning horizon for the Growth Plan is to 2051. As such, it is assumed the lands needs to 2051 are greater than 49 ha.

The proposal represents greenfield development. The density target for greenfield development in the Township of Cavan Monaghan is 40 residents/jobs per hectare (Section 5.1.3.1). The County OP encourages development within greenfield areas to create complete communities, make efficient use of infrastructure, promote sustainable alternative modes of transportation, plan walkable communities and to have a range of housing types. Greenfield targets in the County are to be realized through developments that include a range of housing including singles, semis and multiple dwellings and condominiums.

The proposed development will support the 40 residents/jobs per hectare density target. The DPS provides for a net density of 34 uph (696units/20.64ha). Assuming the same persons per unit rate as provided in the 2020 CM GMS (2.51 persons per unit) the proposal will provide a density of over 84 people per hectare. The proposal supports the creation of a complete community as it makes efficient use of infrastructure and provides a mix of land use in walkable proximity. A range of housing types are included in the proposal such that a full range of housing, including 371 single-detached dwellings, 125 townhouses, and 2 medium density blocks are provided per the DPS.

Section 4.1.3.4 of the County OP relates to Natural Heritage Features and directs that development and site alteration shall not be permitted on adjacent lands to natural heritage features unless the lands have been evaluated and an Environmental Impact Assessment determines that there will be no negative impact.

GHD has completed an Environmental Impact Study (EIS) which has assessed the location of natural heritage features on site and the impact of the development on the natural heritage system. Per the EIS, the DPS includes one 16.31ha natural heritage block which is planned for conveyance to the appropriate local authority (Township or Otonabee Conservation Authority). Field visits have confirmed the presence and mapped the location of the significant woodlands on Site as well as a watercourse upstream of Baxter Creek. The EIS has also identified the ecological functions of these features, assessed Species at Risk habitat and have recommended appropriate mitigation measures, including buffers(setbacks) to prevent impacts on natural features from the proposed development. The

EIS concludes that the proposed development will not result in negative impacts on identified natural heritage features or their functions provided the mitigation measures are implemented as shown on the DPS and protected for through the proposed ZBLA.

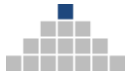
Section 4.3 of the County OP provides policy direction for rural lands located outside of Settlement Areas. The goal of these lands is to preserve and enhance the rural character of the County as a cultural resource and ensure the viability of the agricultural industry (Section 4.3.1). Agriculture shall be encouraged and protected as an identifiable industry and cultural resource in Peterborough County.

Per Section 4.3.3.2., a local plan may exclude a prime agricultural area from designation, or may be amended to remove a prime agricultural area from being so designated only in very limited circumstances, including the expansion of, or identification of, a settlement area in accordance with the Settlement Area policies in Section 4.2 of the County OP. In such circumstances, the local plan or amendment will ensure that impacts from the new non-agricultural uses on surrounding farm operations and lands will be mitigated. Where a local plan is amended to designate or change the boundaries of prime agricultural areas, in considering approval of the amendment, the County must be satisfied that:

- resource data available from the Ministry of Agriculture and Food have been fully considered and are fairly reflected; and,
- any variances from the data available from the Ministry are justified by other data provided by and to the local municipality, and by the local municipality's interpretation of all the data available to it based on its knowledge of local conditions.

As previously referenced in Table 1 of this report, the proposed expansion meets the tests prescribed by the Growth Plan and therefore satisfies Section 4.2 of the County OP. Additionally, an AIA has been prepared in support of the application and has reviewed soils capability and aerial photo data available from the Ministry of Agriculture, Food, and Rural Affairs. The report notes that the Site is an isolated area of prime agricultural designated lands that are immediately adjacent to the Settlement Area and bound to the south by natural heritage lands. Surrounding agricultural lands remain accessible





and of adequate size for agricultural production. As such, the AIA concludes that there will be minimal impact on agricultural operations which are adjacent to the settlement area and suggests mitigation measures such as the presence of a fence or natural vegetation to serve as a buffer between the Site and the property to the West. The conclusions of the AIA will be reviewed in the context of the County ongoing agricultural review which forms a part of its municipal comprehensive review.

## 4.5 Township of Cavan Monaghan Official Plan (2020 Office Consolidation)

The Site is subject to the Township of Cavan Monaghan Official Plan (The “Township OP”) as amended (Figure 14). The Township OP was originally approved by the County of Peterborough in 2013, and has since undergone various amendments with the most recent office consolidation dated October 2020. The Township OP serves as the basis of managing the pattern of development within the Township to the year 2031.

The Township OP directs the vast majority of future growth to the Millbrook Urban Settlement Area with 1,000 new households by the year 2031 (Section 1.4). The Township has identified a residential growth target of 65 units per year to 2031, with the majority of growth directed to the urban serviced area of Millbrook (Section 2.1.1.b). Residential development in Millbrook will be sequential and phased at densities that make economic use of existing or planned infrastructure services in order to provide for continuous and orderly development (Section 2.1.1.c). The Township will maintain an adequate supply of land for residential development that facilitates a range of housing opportunities and can be serviced by municipal sanitary and water services (Section 2.1.2; Section 4.0).

Section 3 of the Township OP sets out general development policies and criteria. The General development criteria provided in Section 3.1 and include:

- soil and drainage conditions that are suitable for the proposed development (3.1.a);

- Suitable arrangements have or can be made for the provision of water supply, sewage disposal, storm drainage and all other necessary public services (3.1.b);
- traffic hazards are not created (3.1.c);
- development fronts on a road that is maintained year-round and meets the required design standards (3.1.d);
- and there will be no negative impacts on significant natural heritage features or their functions, amongst other key matters (3.1.g).

The proposal conforms to the general development policies listed above as set out in the paragraphs below.

Per the FSR, suitable solutions have been proposed with regards to water, sanitary, and storm drainage matters. Municipal water servicing currently exists in the adjacent development to the east as well as Fallis Line, with sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development.

Regarding storm drainage, in accordance with Township criteria, the Site will be serviced by a minor system comprised of a municipal storm sewer sized for the 5-year storm event. The storm sewer system will outlet to one of two proposed SWM ponds. The major system will be comprised of an overland flow route which will convey runoff from rainfall events in excess of the capacity of the municipal storm sewer to a safe outlet.

A Geotechnical Investigation Report (dated March 2021) was prepared by GHD in support of the proposal. The study included a site inspection,

advancement of test holes (boreholes and test pits), soil sampling, water level monitoring, a well survey, hydraulic conductivity testing and a water balance evaluation based upon preliminary concept information. As such the Report also includes a hydrogeologic component. The Report states that there will not be significant constraints for the proposed residential and commercial development from the seasonal variations of groundwater as the water can be handled with appropriate engineering techniques. From a geotechnical perspective, the Site is suitable for construction of the proposed development including one to two-storey residential homes, townhomes, commercial buildings and associated servicing and asphalt paved roadways, parking and access areas.

Per the Traffic Impact Study, traffic can be accommodated per municipal guidelines, and traffic hazards will not be created. Minor improvements to the existing network will be required to support the development, and most have already been identified in the traffic reports associated with Towerhill South and North. The Proposal will front on Fallis Line which is maintained year-round. The proposal will extend Pristine Trail westerly to connect to the Towerhill south subdivision.

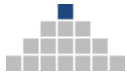
Per the EIS, provided that the recommended mitigation measures are implemented, the natural heritage lands on the Site will not be negatively impacted by the proposal. The proposed urban uses have been located outside of the natural heritage features and the required buffers from the same.

Given the Township's requirements to maintain an adequate supply of land, and the recently constructed Towerhill South Subdivision and advancements of the Towerhill North Subdivision approvals process, it is reasonable to conclude that the Township needs to add to the available land supply for housing growth. This conclusion is further supported by the 2020 CM GMS which identified a need for settlement boundary expansion to 2041. Per the 2020 CM GMS, it is anticipated that the Township will need to expand the urban boundary in Millbrook to accommodate approximately 50 ha of additional residential lands. The proposal represents a minor settlement boundary expansion that adds 30.98ha of land, including approximately 20.64 hectares of residential lands. As such, the proposal assists Millbrook in providing more housing choice and does so by adding developable land to the settlement area

while remaining below the identified 50 hectares of identified lands needs.

As described above the development conforms to the general development policies provided by the Township OP. Further to these general policies, Section 3.14.6 provides specific policies associated with Plan of Subdivision approvals. The Township OP sets out criteria for subdivisions approvals which generally seek to ensure that:

- *The proposed development is not premature, and is in the public interest;*
  - The proposal is not premature, and is in the public interest from a market demand and servicing perspective. Municipal water servicing currently exists in the Towerhill South subdivision as well as Fallis Line, with sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development. Further, per the 2020 C-M GMS described previously, there is strong market demand for development in Millbrook and an identified need for ~49ha of additional residential land within the Millbrook Settlement Area boundary.
- *the lands will be appropriately serviced with infrastructure, schools, parkland, community facilities and other amenities;*
  - Per Section 2.3 of this report, the Site is well-integrated to a master-planned



community (Towerhill North and South) that has added amenities such as schools, parkland, commercial uses and a community centre, among other amenities to residents in the area which can be further utilized by future residents of the Subject Site.

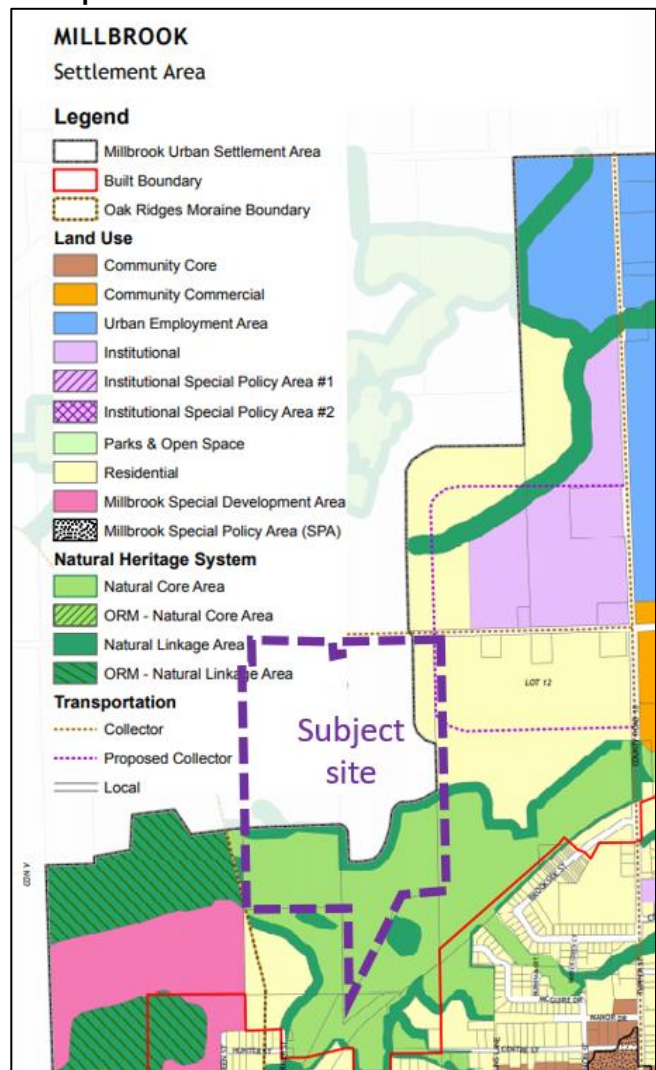
- *the density of the development is appropriate for the area;*
  - In terms of housing mix and densities, the proposed Draft Plan offers a wider mix and range of housing options and will increase the supply and housing choice available in Millbrook. The Draft Plan provides a density of 34 units per hectare, in line with Millbrook's target. The 2020 Cavan Monaghan Growth Management Study assumes 2.51 Persons per unit. As such, the draft plan will provide for a density of over 84 people per hectare. The unit mix provided by the draft plan includes 125 street townhouse units, 371 single-detached units, and a may include a medium density 5-storey building (or other medium density built form) which could provide for up to 200 apartment units (subject to future ZBLA, and Site Plan applications). In total the draft plan provides for 696 dwelling units on the Site.
- *and the development will be integrated with existing development in the area, amongst other matters (Section 3.14.6.c).*
  - The proposal will be well integrated with the Towerhill South subdivision and will directly connect to the same with the extension of Pristine Trail Road. Further, the proposed zone standards are the same as those being proposed at the Southeast intersection of Fallis Line and County Road 10. The zone standards are compatible with, and largely derived from, the existing zone standards of the adjacent subdivision know as Tower hill South.

#### 4.5.1 Land Use, Built Form & Density policies

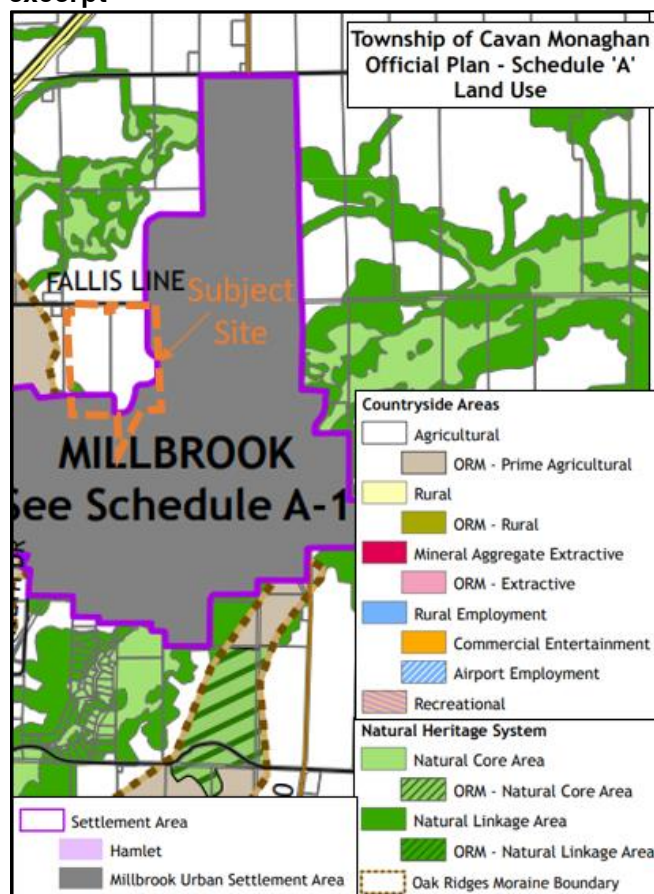
Within the Township OP, The Subject Site is designated:

- *Residential (Schedule A-1);*
- *Agricultural (Schedule A); and*
- *Natural Core Area and Natural Linkage Area (Schedule A and A-1).*

**Figure 14. Township Official Plan Schedule A-1 excerpt**



**Figure 15. Township Official Plan Schedule A excerpt**



The proposed development requires a change in land use designation. An official plan amendment is required to redesignate *Agricultural* lands to the *Residential* land use designation. Given that the entirety of the *Agricultural* lands on the Site are proposed to be replaced by the *Residential* designation, the policies that pertain to the *Residential* designation are analyzed below.

Permitted uses in the *Residential* designation include a range of housing types, such as: single-detached, semi-detached, duplex, three-plex, four-plex, street, block and stacked townhouses, apartment dwellings, long term care facilities, retirement homes, and special needs housing (Section 4.1.2). Some institutional uses and local commercial uses are also permitted in the *Residential* designation (Section 4.1.2). The maximum permitted density in the *Residential* designation is 35 units per gross net hectare with a maximum height of three storeys (Section 4.1.3). The Township OP determines that an optimal housing mix for Millbrook is 75% low density

housing (singles semis, duplexes); 10% medium density housing (multiple unit, townhouses); and 15% high density housing (apartments) (Section 4.1.4.c).

Per Section 4.1.4.d subdivision development shall be staged to achieve intensification and infill targets and to ensure that a mix of housing is available throughout the plan of subdivision, and that each stage of development includes a range of housing. Per Section 4.1.4.e development proposals that satisfy the housing policies of the Township OP will be given priority for servicing capacity.

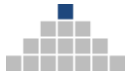
The proposed DPS continues to support Millbrook as the Township's primary settlement area for growth and development. With a net density of 34 units per hectare, the proposed development is less than, and therefore in conformance with the maximum permitted density in the *Residential* designation of 35 units per gross hectare, and each dwelling, will be equal to or less than the maximum permitted height of 3 storeys. With regards to the medium density building height, it is acknowledged that future applications would be required in order to facilitate the same.

The DPS primarily consists of lot widths of 10.7 metres, 13.7 metres, and 15.9 metres fronting onto 20 metre or 18 metre wide public roads. In total, 371 single-detached units are proposed, and 325 medium density (townhouse and apartment) units are proposed. The proposed housing mix provides a 5-47% split of low density and medium density housing. This mix of densities is appropriate and provides for 3-distinct built forms, and therefore more housing choice. Within the context of the master planned community, the proposal will support achieving Millbrook's optimal housing mix.

Section 4.1.7 of the Township OP sets out specific residential urban design guidelines. Prior to the approval of a plan of subdivision the Township generally requires the preparation of a neighbourhood design plan that will include road alignments, sidewalks, trail systems, walkways, cycling routes, lotting, as well as the siting of schools, open space, park, and stormwater management facilities, amongst other uses. Per Section 4.1.7.a key urban design guidelines for residential neighbourhoods includes:

- grid street patterns, wherever possible with a high-quality urban environment that encourages social interaction for multiple





users including pedestrians, cyclists, and motor vehicles;

- Houses designed in such a way as to have a consistent setback to provide human scale to the street with prominent entrances and porches;
- Garages that are designed and sited so they are not a prominent feature of the landscape;
- Sidewalks provided on every street and connections to the components of the open space network;
- Indigenous trees shall be planted on both sides of new streets with a minimum separation spacing of 10 metres; and,
- Street lighting in residential neighbourhoods should be minimal and dark sky compliant.

The design guidelines expressed in Section 4.1.7.a. will inform the detailed design of the proposal. A neighbourhood design plan was not required at this stage of the proposal, however the principles expressed in the guidelines inform the proposed site-specific zoning. Urban zoning standards that ensure a high-quality urban environment have already been established through the Towerhill South approvals and the site-specific zone provisions provided thereon. These provisions, and their design-related revisions to setbacks and heights are proposed to be carried forward to the Subject Site. With regards to street patterns, the proposed streets will conform with municipal standards and the design of the streets will be provided at the detailed design stage. To support walkability and active transportation, sidewalks will be provided on at least one side of all the proposed streets. To support efficient travel, the subdivision implements a grid-like road design.

Section 7.3 of the Township OP classifies the Road Network of the Township and provides standards for the design of roads. Local roads shall be designed to have a right-of-way width of 20.0 metres and sidewalks on both sides of local roads are required in Millbrook (Section 7.3.4(b)). A smaller right-of-way width may be permitted where it is deemed unnecessary to have 20.0 metres to accommodate roads and utilities. Road design shall include well-designed streetscape features (e.g., street trees, lighting, sidewalks) and may incorporate traffic calming techniques to promote a safe pedestrian environment (Section 7.3.5). Sidewalks and/or multi-use trails shall be provided where more than 12 residential units are proposed (Section 7.4(e)).

The proposal provides for one 20m right-of way width street, being the extension of Pristine Trail road from the Towerhill South subdivision. The remaining internal roads are proposed to be 18-m right-of way widths. Per the TIS, 18m right of way width roads are able to host the required utilities and accommodate the projected traffic flows. Sidewalks are to be provided on one side of each street. Several trails/walkways have been provided throughout the site to support active transportation within the subdivision:

- Block 382 will connect the south end of street A with the NHS block;
- Block 383 will connect the Southwest side of Street M with the NHS block; and
- Block 380 forms part of the public park but also includes a walkway connection to Street B. This walkway will connect the northerly SWM block and the linear park to the southerly SWM block and the NHS block

Section 7.8 of The Township OP requires that all development in Millbrook be connected to municipal sanitary and water services. Further, *“development will be staged in Millbrook based on the ability and financial capacity of the Township or other financing arrangements to provide municipal water and wastewater services.”* The allocation of services will be based on a policy adopted by Council that ensures the timely and efficient use of these services (Section 7.8(b) and (c)).

The extension of municipal services from the proposed development can be achieved in an economical and efficient manner. Per the completed FSR, the proposal will be connected to water servicing from the adjacent development to the east as well as Fallis Line with sufficient capacity to expand and service the subject lands. With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such



it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development.

The policies of Section 6 relate to the Natural Heritage System of the Township. The Southernmost lands of the Subject Site are identified on Schedules A and A-1 as *Natural Core area* and *Natural Linkage area* (Figure 14 and 15). Per Section 6.3 Natural Core Areas include areas with the highest concentration of sensitive and/or significant natural features and functions. *Natural Core Areas* are to be managed as a connected and integrated natural heritage system. The *Natural Core Area* designation also applies to lands that form a natural 30 metre vegetative protective buffer zone for significant natural heritage features. Per Section 6.4, the *Natural Linkage Areas* designation applies to lands forming a 120-metre vegetative protective buffer zone for Key Natural Heritage Features lands. The *Natural Linkage Areas* designation forms part of a central corridor system that supports or has the potential to support the movement of plants and animals and provide linkages to natural heritage features. The central function and purpose of *Natural Linkage Areas* is to provide a natural buffer from key natural heritage features and a linkage between these features in the Township (Section 6.4.3(a)). Where development is proposed in the Natural Linkage Areas an Environmental Impact Study is required (Section 6.4.3 (b)).

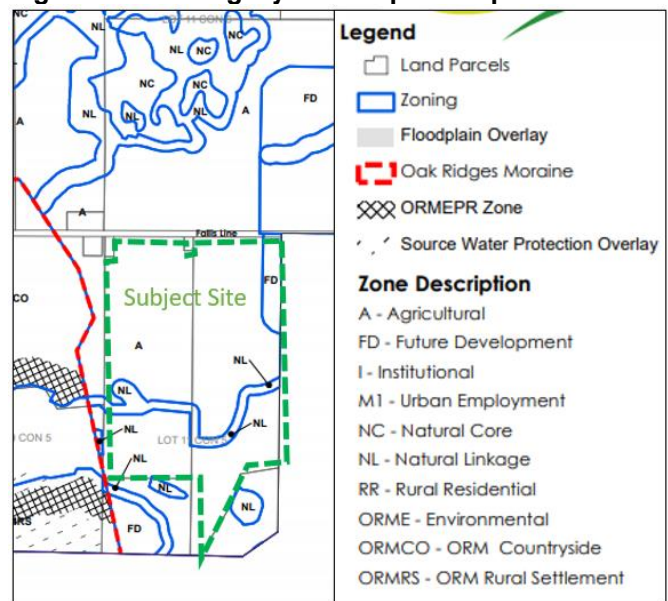
GHD has completed an Environmental Impact Study (EIS) which has assessed the location of natural heritage features on site and the impact of the development on the natural heritage system. Per the EIS, the DPS includes one 16.31ha natural heritage block which is planned for conveyance to the appropriate local authority (Township or Otonabee Conservation Authority). Per the EIS, Schedules 'A' and 'A-1' of the Town Official Plan (Land Use) show that the property includes Natural Heritage System designations of Natural Core Area as well as Natural Linkage Area; additionally, Schedules 'B' and 'B-1' (Natural Heritage System and Environmental Constraints) show the property as containing significant woodlands. Field visits have confirmed the presence and mapped the location of the significant woodlands on Site as well as a watercourse upstream of Baxter Creek. The EIS has also identified the ecological functions of these features, assessed Species at Risk habitat and have

recommended appropriate mitigation measures, including buffers(setbacks) to prevent impacts on natural features from the proposed development. The EIS concludes that the proposed development will not result in negative impacts on identified natural heritage features or their functions provided the mitigation measures are implemented as proposed through the DPS and ZBLA.

## 4.6 Township of Cavan Monahan Zoning By-law (2018-58)

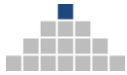
The Subject Site is zoned A- *Agricultural*, FD-*Future Development*, and NL- *Natural Linkage* pursuant to Zoning By-law 2018-58 (Figure 16).

**Figure 16. Zoning By-law Map Excerpt**



The easternmost portion of the Site that is within the Settlement Area is zoned *FD-Future Development Zone*. Permitted uses include: existing agricultural uses, community garden, conservation use, existing single detached dwellings, emergency service facility, forest management, existing low intensity recreational uses, and public uses.

West of the *FD* zone, the site is zoned *A-Agricultural*. Agriculture and agriculture-related uses (such as agri-tourism, farm business, farm greenhouse, farm produce sales outlets, etc.) are permitted under the current zoning. Additional permitted uses include:



single detached dwellings, accessory apartments, home business and industry, low intensity recreational uses, and wayside pits and quarries.

The southern portions of the Site are zoned as NL and NC. Within the NC zone, the permitted uses include existing agricultural uses, conservation uses, forest management, low intensity recreational uses, existing single detached dwellings, and a home business. Within the NL zone, development may be permitted where an Environmental Impact Study (EIS) or confirmation from the Conservation Authority has been accepted by the Township. An EIS is required within:

- 120 metres of key natural heritage features and key hydrologic features; and,
- 50 metres of earth science areas of natural and scientific interest.

#### **4.6.1 Amendments**

Several site-specific amendments are being requested through the ZBLA application in order to facilitate the DPS as proposed.

Firstly, from a mapping perspective, the limits of each zone on site are proposed to be amended in accordance with the DPS as justified in the preceding sections of the report; as well as per the various studies submitted in support of the same. This includes re-zoning of lands from the FD zone to various appropriate UR zones, and re-zoning of lands from the A-zone to the appropriate UR zones as well. The NL and NC zones and their limits will generally remain unchanged; with minor modification made to reflect detailed studies and lotting as prepared through the DPS application and supported by the EIS.

In terms of zone provisions for the residential lots, specific urban zoning standards have already been established through the Towerhill south subdivision. The same zone provisions are proposed to be carried forward to the Subject Site (with very minor amendments). These zones and the associated lot types are further listed in Table 2 below.

As noted in the preceding sections of this report the inclusion of the Subject Site within the settlement area meets the prescribed tests of the Growth Plan and is therefore in conformance with the policies of the same.

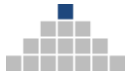
The proposed DPS conforms to the relevant policies of both the County and Township Official Plans and the proposed zone standards are compatible with, and largely derived from, the existing zone standards of the adjacent subdivision known as Towerhill South. For these reasons, as explained earlier in the report, the proposed amendments are appropriate for approval.

**Table 2. Proposed Residential zone provisions.**

Note: Red text indicates amendments to in-force zoning as referenced.

Zone provision	UR1-B-2 ( <del>xx</del> ) (35 ft lots)	UR1-A-4 ( <del>xx</del> ) (45 ft lots)	UR1-A-1 (52 ft lots)	UR3-3 ( <del>xx</del> ) Townhouses (24 ft lots)
Min lot area (m <sup>2</sup> )	320	410	475	225 per unit
Min. lot frontage (m) Regular	10.6	13.7	15.8	20 Block frontages 7.5
Min. lot frontage (m) Corner	12.4	15.2	17.3	N/A
Min. Front Yard (m)	4.5 <sup>(1)</sup>	4.5 <sup>(1)</sup>	6 <sup>(1)</sup>	4.5 <sup>(1)</sup>
Min. Interior Side Yard (m)	1.2/0.6	1.2	1.2	0.0 or 1.2
Min Exterior Side Yard (m)	2.5	2.5	2.5	2.5
Min. Rear Yard (m)	6.0	6.0	6.0	6.0
Min. landscaped O.S. (%)	20	20	20	20
Max. lot coverage (%)	48	48	48	53
Max. height (m)	10.0	10.0	10.0	10.0
Required Parking	2 per dwelling unit	2 per dwelling unit	2 per dwelling unit	2 per dwelling unit
Min Setback for a private garage from front lot line (m)	6.0	6.0	6.0	N/A

(1) Table 3C Additional Regulation (1) shall not apply



# 5.0

## Supporting Technical Documents

### 5.1 Stage 1 and 2 Archaeological Assessment

A Stage 1 Archaeological assessment was prepared in March 2021 by AECOM. Supplementary documentation to the Stage 1 Assessment was prepared in May 2021. This report details the rationale, methods and results of the Stage 1 archaeological assessment. The Stage 1 archaeological assessment was completed using background research to describe the geography, land use history, previous archaeological fieldwork and current conditions of the study area to determine its archaeological potential. In addition, satellite imagery and thematic and historic maps were analyzed. The results of the Stage 1 assessment indicate that the eastern half of the subject property has been previously assessed by YNAS (2017) and a total of four archaeological sites were identified at that time. All four of the archaeological sites will require Stage 3 archaeological assessment. The western half of the study area contains archaeological potential and will therefore require a Stage 2 archaeological assessment. Given the results of this assessment, AECOM makes the following recommendations:

- The unshaded western half of the study area in Figure 6 will require a Stage 2 archaeological assessment.
- In accordance with the recommendations made in the YNAS 2017 report, the four

archaeological sites identified during their Stage 2 AA must be subject to site specific Stage 3 AA in order to determine whether they contain Cultural Heritage Value or Interests.

### 5.2 Agricultural Impact Assessment

An Agricultural Impact Assessment was completed by Clark Consulting Services and dated May 2021. The AIA assesses the impact of development of the Site on the surrounding agricultural system and finds that the proposed residential uses will have minimal impact provided that mitigation measures such as fencing or a vegetation buffer are provided. Further it is noted that the County is currently undergoing a municipal comprehensive review where-in the Agricultural system is being reviewed. This AIA should be reviewed as input into the same with the intention of redesignating the agricultural lands on the Site as residential.

### 5.3 Phase 1 Environmental Site Assessment

A phase one environmental site assessment was completed by GHD limited. The submitted ESA provides an update of an ESA that was completed for 825 Fallis Line by GHD in our report dated May 18, 2017. Based on the review and evaluation of the Site, it is GHD's opinion that the Property is of relatively low environmental risk and is suitable for the proposed residential development. No further environmental investigation is warranted at this time as there are no Areas of Potential Environmental Concern.

### 5.4 Environmental Impact Study

GHD has completed an Environmental Impact Study (EIS) which has assessed the location of natural heritage features on site and the impact of the development on the natural heritage system. Per the EIS, Significant natural features identified in the study area included significant woodlands. A 30-meter buffer has been recommended adjacent to identified significant woodlands. This buffer will also serve to

protect the watercourse, seepage areas detected on site (which are considered significant wildlife habitat). Construction within the proposed development envelope will result in no negative impacts on the functions of identified natural heritage features provided the recommendations outlined in Sections 5 and 7 are implemented. GHD's recommendations have been made to address potential impacts to natural heritage features and/or their functions during the site preparation, construction and post-construction period. Additional discussions with the County of Peterborough, Township of Cavan-Monaghan and Otonabee Region Conservation Authority will need to occur to ensure that appropriate permitting processes are followed.

## 5.5 Traffic Impact Study

Asurza Engineers Ltd. has prepared a Traffic Impact Study (TIS) (June 112021) in support of the development. The TIS reviews, assesses, and determines traffic impact generated by the proposed development on the adjacent roads and intersections. According to the TIS, the proposed development will generate approximately 260 new trips for the year 2025 and approximately 520 new trips by 2030. In order to address the impact of these trips, as well as the impact of other proposed and approved/partially constructed developments in northern Millbrook, the TIS suggests certain improvements to the road network. Ultimately, the TIS concludes that with the inclusion of the recommended improvements, the proposed developments can take place without significant impacts to traffic operations.

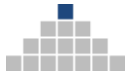
## 5.6 Functional Servicing & Stormwater Management

Valdor Engineering Inc. has prepared a Functional Servicing Report (FSR) in support of the proposed development. The FSR also serves as the Servicing Options Report. The FSR provides an analysis of the Water, Wastewater, and stormwater servicing Options for the development. It concludes that the proposal can be adequately serviced with full municipal services (watermain, wastewater and storm) in accordance with the standards of the Township of Cavan Monaghan, the County of Peterborough and the Otonabee Region

Conservation Authority design criteria. It further notes that:

- Water servicing to the Site is proposed via the extension of the 250mm diameter Fallis Line watermain as well as a connection to the 250mm diameter water on the road stub of Pristine Trail in the Towerhill South subdivision.
- With respect to wastewater, the FSR notes that availability of treatment capacity to service new development in the existing WWTP is currently being reviewed by the Township of Cavan Monaghan. In addition, the Township has been searching for a location to construct a new treatment facility in order to meet its projected growth target over the long term. A second treatment facility is therefore being proposed on the subject site which can be phased to also service future development. Treatment capacity will therefore be available either through the existing WWTP or the proposed WWTP and it will be a condition of development that will need to be satisfied for registration and release of building permits. As such it is expected and understood that prior to approval of these applications there will be sufficient planned capacity in a centralized wastewater treatment facility to service the proposed development.
- Two SWM ponds will be constructed to service the subject property, for drainage to the north and to the south. These facilities have been designed as wet ponds to provide Enhanced (Level 1) water quality treatment, extended detention for erosion control and flood control using the calculated pre-development flow targets up to and including the 100-year storm event.





## 5.7 Geotechnical Investigation and Hydrogeological Assessment Report

A Geotechnical Investigation and Hydrogeological Assessment Reports (dated March 2021) were prepared by GHD in support of the proposal. The study included a site inspection, advancement of test holes boreholes soil sampling, water level monitoring, a well survey, hydraulic conductivity testing and a water balance evaluation based upon preliminary concept information. As such the Report also includes a hydrogeologic component. In summary, the Reports states that there will not be significant constraints for the proposed residential and commercial development from the seasonal variations of groundwater as the water can be handled with appropriate engineering techniques. It is expected that groundwater will generally be below the depth of the future development. From a geotechnical perspective, the Site is suitable for construction of the proposed development including one to two-storey residential homes, townhomes, commercial buildings and associated servicing and asphalt paved roadways, parking and access areas.

## 5.8 Review of Impact on Municipal/Other Services

Through the circulation process of these OPA/ZBA/DPS applications comments from municipal services such as Emergency Services, waste management/operations, and the local district school boards will be reviewed, and any impacts further assessed. A detailed analysis of the comments received will be provided as part of subsequent submissions. In addition, water and wastewater servicing options have been prepared by Valdor in the submitted FSR, and a financial impact report is being prepared by Watson and Associates.

## 5.9 Market Analysis/Justification Study

Per the 2020 C-M GMS, over the 2019 to 2041 planning horizon, the Township is forecast to add a total of approximately 6,300 people to Millbrook.

Between 2016 and 2041, the percentage of population in the 75+ age group (older seniors) is forecast to almost triple over the forecast period from 7% in 2016 to 20% in 2041. Within the same time period, forecast housing development is expected to average 120 units annually compared to an historical average of 24 units annually over the past 15 years.

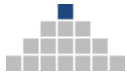
Over the 2016 to 2041 forecast period, new housing is forecast to be comprised of 65% low-density (singles and semi-detached), 21% medium-density (townhouses) and 14% high-density (apartments) units. A modest increase in the share of medium- and high-density housing forms is anticipated; largely driven by the aging of the population, potential opportunities in some settlement areas for communal servicing and continued upward pressure on local housing prices. Of the 696 units being proposed in the master plan, 53% will be single-detached houses and 47% will be a mix of townhouses and apartment units. This application contributes to diversifying the housing market in terms of type, tenure and affordability pursuant to the aforementioned trends.

The Millbrook Urban Settlement Area is already facing development pressures due to its proximity to the Greater Toronto Area (G.T.A.) and relatively affordable housing prices. Recent infrastructure projects, such as the completion of the Highway 407 extension to Highway 115, provide further opportunity for residents from the G.T.A. to relocate to the Township while still maintaining a relatively reasonable commute to work. The amount of recent building permit activity and the number of active large subdivision developments in the planning approvals process suggest that housing growth will remain strong in the Millbrook Urban Settlement Area over the next five to 10 years. It is noted, however, that new housing development activity in 2020 and 2021 may be negatively impacted due to the economic disruption caused by COVID-19.

This proposal offers an opportunity for first-time home buyers coming from the GTA or those who may have grown up in the County or Municipality that are looking to enter the housing market.

## **5.10 Financial Impact Analysis**

The Township of Cavan Monaghan (“Township”) required that CSU Developments Inc. submit a fiscal impact analysis for their proposed subdivision. CSU Developments Inc. retained Watson & Associates Economists Ltd. undertake a fiscal analysis of the impact of this development on the Township. This analysis assessed the impact of the proposal on services provided by the Township. The results of the analysis indicate that the development would provide a net positive contribution to the Township on an annual basis for both tax and rate supported services.



# 6.0

## Conclusion

This Planning Rationale Report has evaluated the merits of the “Proposal” (inclusive of the OPA, ZBLA and DPS) in the context of the policy framework articulated in the Provincial Policy Statement (2020), the Growth Plan for the Greater Golden Horseshoe (2020), the County of Peterborough Official Plan (2020), and the Township of Cavan Monaghan Official Plan (2020). The Report has also considered the impact of the application on the larger Millbrook Settlement Area, the Township of Cavan Monaghan, and The County of Peterborough.

The Report finds that the Proposal is consistent with, and conforms to (as appropriate), the policy framework articulated in the documents above as well as provides a net benefit to the Millbrook Settlement Area, the Township of Cavan Monaghan, and The County of Peterborough for the following reasons:

- The proposed built-form represents an opportunity to animate a greenfield area that is well connected to, and contiguous with, an existing master planned community;
- The Draft Plan of Subdivision includes a full range of residential uses inclusive of single-detached and townhouse, dwellings. It also includes medium density blocks which may include apartment dwellings or other forms of medium density housing;
- The proposed lot types and zoning standards for the residential uses are largely consistent with zoning approved for Towerhill South, providing consistent development standards and high-quality design in the area;
- There will be no negative impact on environmentally protected lands per the submitted EIS;
- The proposed residential uses will support the Township in providing for land supply as

required based on the projected growth and demand for housing supply in the next 5-10 years per the 2020 CM GMS;

- The proposal can be adequately serviced by extensions to existing infrastructure (transportation & water & sanitary servicing) per the detailed studies that have been completed inclusive of the Traffic Impact Assessment and the Functional Servicing Report;
- The proposal provides adequate parkland and trails system that link to Natural linkage and Natural Core area lands; and
- The proposed expansion of the Millbrook Settlement Area boundary satisfies the tests as outline in Section 2.2.8.5 and 2.2.8.6 of the Growth Plan for the Greater Golden horseshoe in the manner outlined below:
  - Providing for 34 units per hectare, resulting in a minimum density of approximately 84 people per hectare (2.2.8.5a).
  - Confirming there is sufficient capacity in existing or planned *infrastructure* and *public service facilities* per the submitted FSR, (2.2.8.3a);
  - Confirming the *infrastructure* and *public service facilities* required are financially viable over their full life cycle Per the Financial Impact Report and FSR , (2.2.8.3b);
  - Demonstrating that the proposal has been informed by the ongoing water and wastewater master plans as summarized in the submitted FSR report (2.2.8.3.c);
  - Demonstrating per the EIS and FSR, that the proposal has been planned to minimize and mitigate any potential negative impacts on watershed conditions (2.2.8.3.d);
  - Demonstrating that the DPS directs development away from *key hydrologic areas* and the *Natural Heritage System for the Growth Plan* as confirmed by the submitted EIS (2.2.8.3.e);
  - Demonstrating that the DPS avoids specialty crop areas (2.2.8.3.f);
  - Demonstrating that the DPS avoids land use conflict by conforming with

- the minimum distance separation formulae per the AIA (2.2.8.3.g);
- Demonstrating that the DPS Minimizes and can mitigate impact on agricultural operations which are adjacent to the settlement area as demonstrated in the submitted AIA (2.2.8.3.h);
- Conforming to the policies of Section 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS per the EIS and FSR (2.2.8.3.i);
- Confirming that the Site is not within the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plan areas and any applicable source protection plans (2.2.8.3.j);
- Confirming that the site is not within the Protected Countryside in the Greenbelt Plan (2.2.8.3.k);
- Confirming that Millbrook is an urban Settlement (2.2.8.5c);
- Confirming that the settlement area is serviced by *municipal water and wastewater systems* and there is sufficient reserve *infrastructure* capacity to service the lands as demonstrated in the submitted FSR (2.2.8.5d);
- Confirming the additional lands and associated forecasted growth can be fully accounted for in the land needs assessment associated with the next *municipal comprehensive review* (2.2.8.5e); and,
- Confirming the amount of land to be added to the settlement area will be less than 40 hectares as 30.98ha of the site are outside of the Urban Settlement Area boundary.

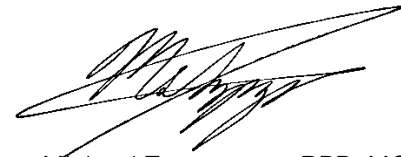
As the Proposal was found to be consistent with the PPS and in conformance with the Growth Plan for the Greater Golden Horseshoe (2020, as amended), the County of Peterborough Official Plan (2020), and the Township of Cavan Monaghan Official Plan (2020) the OPA, DPS, and ZBLA as proposed are appropriate for approval.

Respectfully Submitted,

THE BIGLIERI GROUP LTD.

Anthony Biglieri, RPP, MCIP



Michael Testaguzza, RPP, MCIP



Monika Oviedo, MES

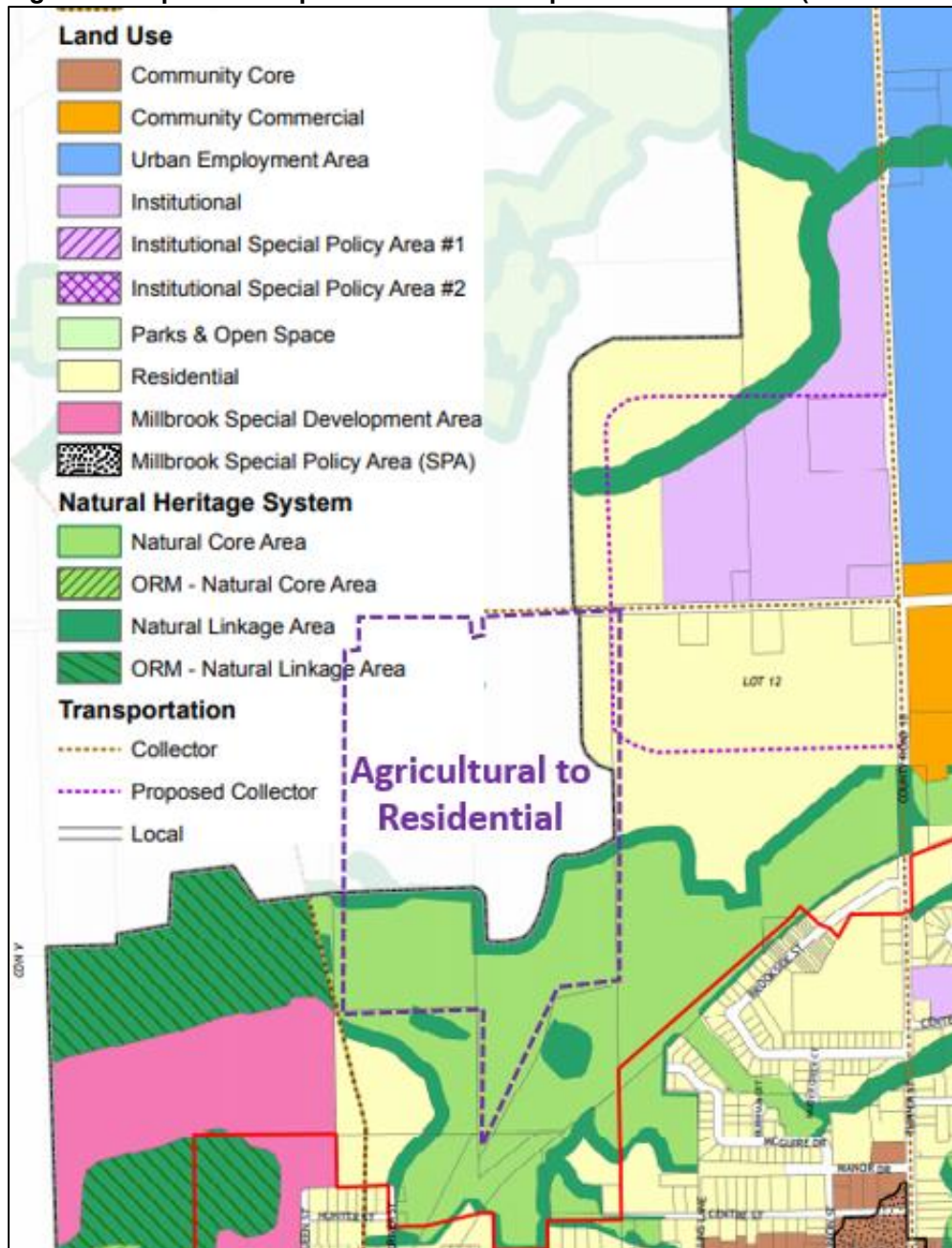


## APPENDIX 1 – LIST OF OFFICIAL PLAN AMENDMENTS

**Table 3. Proposed Official Plan Amendment**

Official Plan Policy
An Official Plan Amendment is required to bring <i>Agricultural</i> lands into the settlement area boundary and to designate the same as <i>Residential</i> .
- In accordance with the above, Township Schedule “A-1” and “A” both require revision (see image below)

**Figure 17. Updates Requested to Township OP Schedule A-1 (Per Table 3)**



## APPENDIX 2 – LIST OF ZONING BY-LAW AMENDMENTS

**Table 4. Proposed Zoning By-law Amendments for Residential Uses**

Zone provision	UR1-B-2 (xx) (35 ft lots)	UR1-A-4 (xx) (45 ft lots)	UR1-A-1 (52 ft lots)	UR3-3 (xx) Townhouses (24 ft lots)
Min lot area (m <sup>2</sup> )	320	411	475	225 per unit
Min. lot frontage (m) Regular	10.6	13.7	15.8	20 Block frontages 7.5
Min. lot frontage (m) Corner	12.4	15.2	17.3	N/A
Min. Front Yard (m)	4.5 <sup>(1)</sup>	4.5 <sup>(1)</sup>	6 <sup>(1)</sup>	4.5 <sup>(1)</sup>
Min. Interior Side Yard (m)	1.2/0.6	1.2	1.2	0.0 or 1.2
Min Exterior Side Yard (m)	2.5	2.5	2.5	2.5
Min. Rear Yard (m)	6.0	6.0	6.0	6.0
Min. landscaped O.S. (%)	20	20	20	20
Max. lot coverage (%)	48	48	48	53
Max. height (m)	10.0	10.0	10.0	10.0
Required Parking	2 per dwelling unit	2 per dwelling unit	2 per dwelling unit	2 per dwelling unit
Min Setback for a private garage from front lot line (m)	6.0	6.0	6.0	N/A

(1) Table 3C Additional Regulation (1) shall not apply





**Figure 20. Proposed Zoning of Draft Plan (Southernmost Portion of Site)**







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