Planning Justification Report

Part of Lot 13, Concession 2 Township of Douro-Dummer (Dummer Ward) County of Peterborough

Zoning By-Law Amendment & Plan of Subdivision

D.M. Wills Project Number 19-85010



D.M. Wills Associates Limited
Partners in Engineering, Planning and
Environmental Services
Peterborough
Bancroft
February 2023

Prepared for: Jason Riel





Contents

1.0	Introduction and Objectives	2
1.1	Project Objectives	2
1.2	Purpose of Planning Justification Report	2
2.0	Project Background	2
2.1	Property Location	2
2.2	Property Development and Uses	4
2.3	Surrounding Land Uses	4
3.0	Supporting Technical Studies	8
3.1	Environmental Impact Study	8
3.2	Stormwater Management	8
3.3	Traffic Impact Study	9
3.4	Archaeological Assessment	10
3.5	Hydrogeological Assessment and Site Servicing Study	10
4.0	Policy Framework	11
4.1	Provincial	11
4	4.1.1 Provincial Policy Statement (2020)	11
	1.1.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe Consolidated 2020)	16
4.2	Municipal	18
4	1.2.1 County of Peterborough Official Plan (1994)	18
4	4.2.2 Local Component - Township of Douro-Dummer Official Plan (2015)	20
4	1.2.3 Township of Douro-Dummer Comprehensive Zoning By-law	
5.0	Planning Rationale	27
6.0	Proposed Zoning By-law Amendment	29
7.0	Closing	

Appendices

Appendix A – Pre-consultation Meeting Minutes



1.0 Introduction and Objectives

D.M. Wills Associates Limited (Wills) has been retained by Jason Riel (Owner) to prepare this Planning Justification Report (Report) in support of a Zoning By-law Amendment (ZBA) application and Draft Plan of Subdivision (DPS) application. The applications will support a residential plan of subdivision to be developed on lands legally described as Part of Lot 13, Concession 2 (Subject Property) within the settlement area of Warsaw, in the Township of Douro-Dummer (Township), County of Peterborough (County).

1.1 Project Objectives

The applications will facilitate the proposed residential development within the hamlet of Warsaw. Specifically, the applications will complete the following:

- The DPS will serve to create twelve (12) residential lots and three (3) blocks, being Block A, B and C.
- The ZBA will permit the development of the twenty-seven (27) lot residential plan of subdivision by achieving the following:
 - Rezone a portion of the Subject Property from the Development (D) Zone to a Residential (R) Zone. The Residential zone will permit low density residential development on the Subject Property.
 - Rezone a portion of the Subject Property from the Development (D) Zone to an Environmental Conservation (EC) Zone. The EP zone will recognize and provide protection to the existing wetland features on-site.

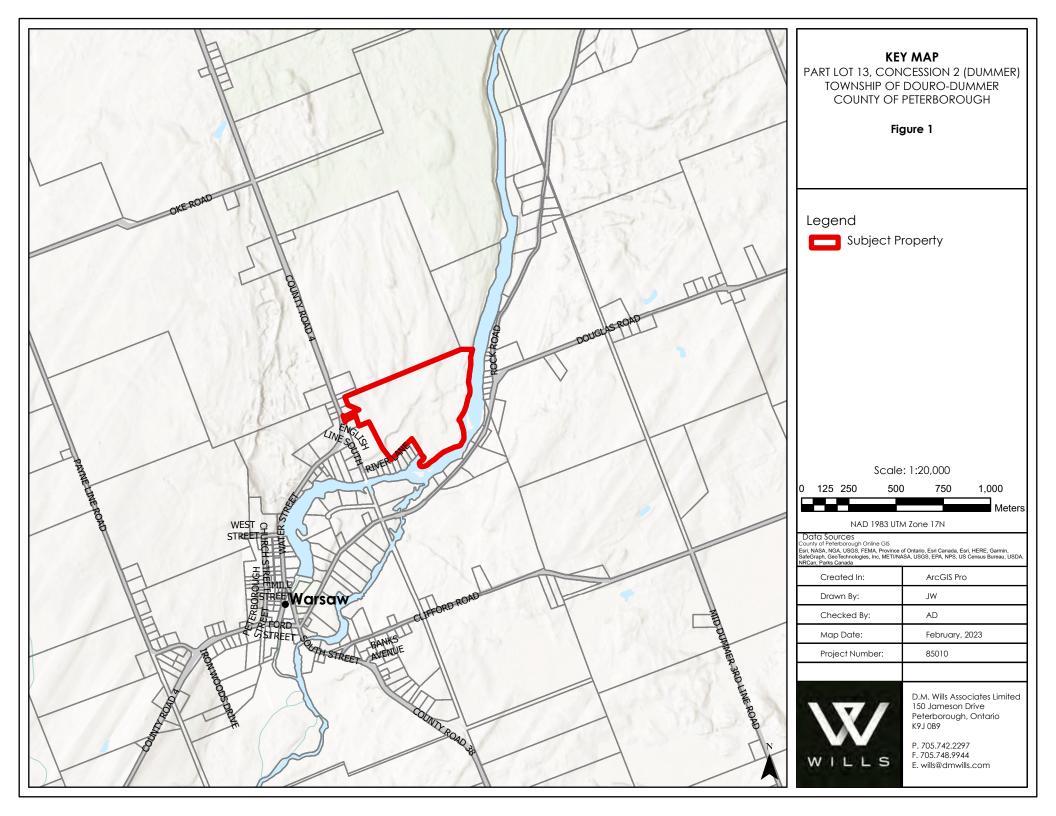
1.2 Purpose of Planning Justification Report

The purpose of this Report is to outline the nature of the proposed ZBA and DPS in the context of provincial and municipal policy including the Provincial Policy Statement, A Place to Grow: Growth Plan for the Greater Golden Horseshoe, the County of Peterborough Official Plan, the Township of Douro-Dummer Official Plan and the Township of Douro-Dummer Comprehensive Zoning By-law 2000-21.

2.0 Project Background

2.1 Property Location

The Subject Property is located on lands legally described as Part of Lot 13, Concession 2 in the settlement area of Warsaw. The Subject Property has approximately 35 metres of frontage on County Road 4 and is approximately 23.88 hectares in area (59 acres). Refer to **Figure 1**.





2.2 Property Development and Uses

The Subject Property is currently vacant and comprised of lands identified primarily within the hamlet of Warsaw, save and except the east and southerly portions which are considered outside the settlement area and bound by the Indian River. Access to the Subject Property is provided via County Road 4.

The Subject Property was previously granted draft plan approval for the creation of 18 residential lots. As discussed at pre-consultation with County and Township Staff (Appendix A), given the passage of time new reports/technical studies were required to ensure the subdivision would proceed in accordance with current-day standards. Based on the record of pre-consultation as provided in Appendix A, new draft plan conditions would result depending on the recommendations of the updated studies.

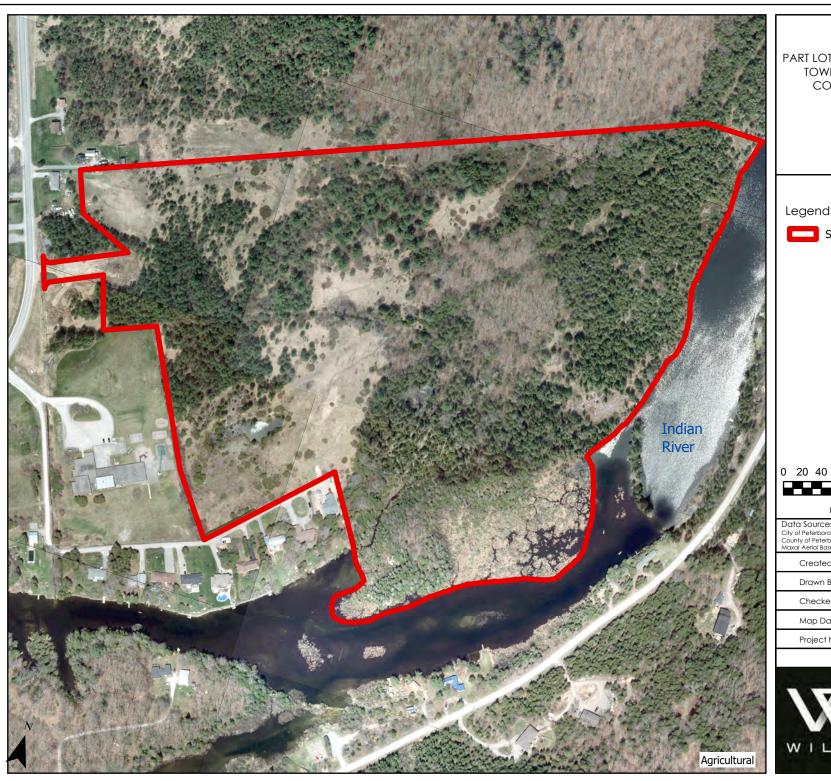
Following completion of the required studies, the proposed development will now provide for the creation of a 12-lot residential plan of subdivision with an internal road network. Each lot will be serviced by individual on-site sewage and water systems. Access to the residential lots will be from internal roads proposed to be assumed by the Township. The proposed development boasts large residential lots which would appeal to a market seeking a passive recreational lifestyle in a secluded, yet easily accessible location. Refer to **Figure 2 and Figure 3**.

As illustrated on the draft plan, Blocks 'A', 'B' and 'C' are not proposed for future development. Block 'A' is proposed to remain vacant and will be subject to a lot addition in a later planning application. Block 'B' is proposed as a 3m wide walkway providing direct access to the existing Warsaw Public school and beyond transportation networks. This will provide safe access for residents and children of elementary school age to travel to and from the school lands considering the absence of sidewalks along County Road 4. Block 'C' is proposed to be a drainage easement provided groundwater flow mitigation to the subject site.

The lands along the south-east of the property are also identified as 'other lands'. These lands are subject of consent application B-55-20, intended to be severed for lot addition to 191 River Lane. The consent application has been held in abeyance pending review of the DPS. These lands are not intended to form part of the subdivision.

2.3 Surrounding Land Uses

The Subject Property is situated on the east side of County Road 4 and located approximately 1km northeast of the settlement core. The proposed development of the Subject Property is bound by Warsaw Public School to the west and Indian River on the east. The lands to the north are a mix of low density residential and vacant undeveloped lands, together with the Township's Public Works yard to the north-west. Established shoreline residential development is located adjacent to the south property line along River Lane, as well as on lands across the Indian River, directly east of the Subject Property. Refer to **Figure 4.**



SUBJECT PROPERTY

PART LOT 13, CONCESSION 2 (DUMMER) TOWNSHIP OF DOURO-DUMMER COUNTY OF PETERBOROUGH

Figure 2

Legend

Subject Property

Scale: 1:4,000

120 160

Meters

NAD 1983 UTM Zone 17N

Data Sources City of Peterborough Open Data County of Peterborough Online GIS Maxar Aerial Basemap

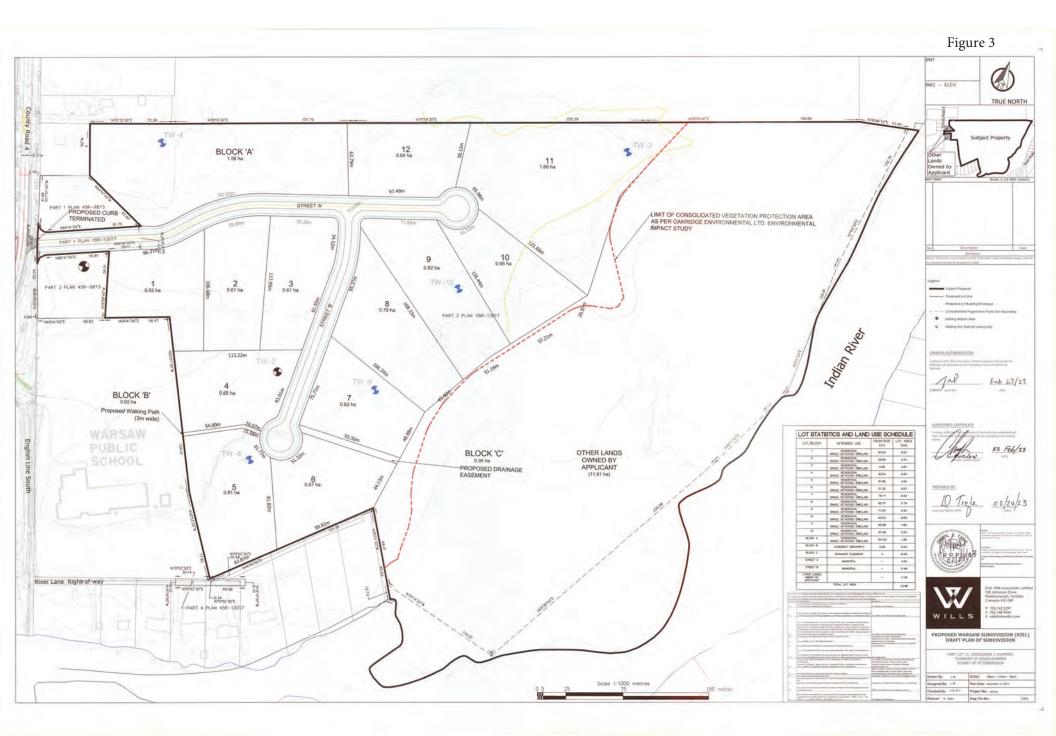
Created In:	ArcGIS Pro
Drawn By:	JM
Checked By:	AD
Map Date:	February, 2023
Project Number:	85010

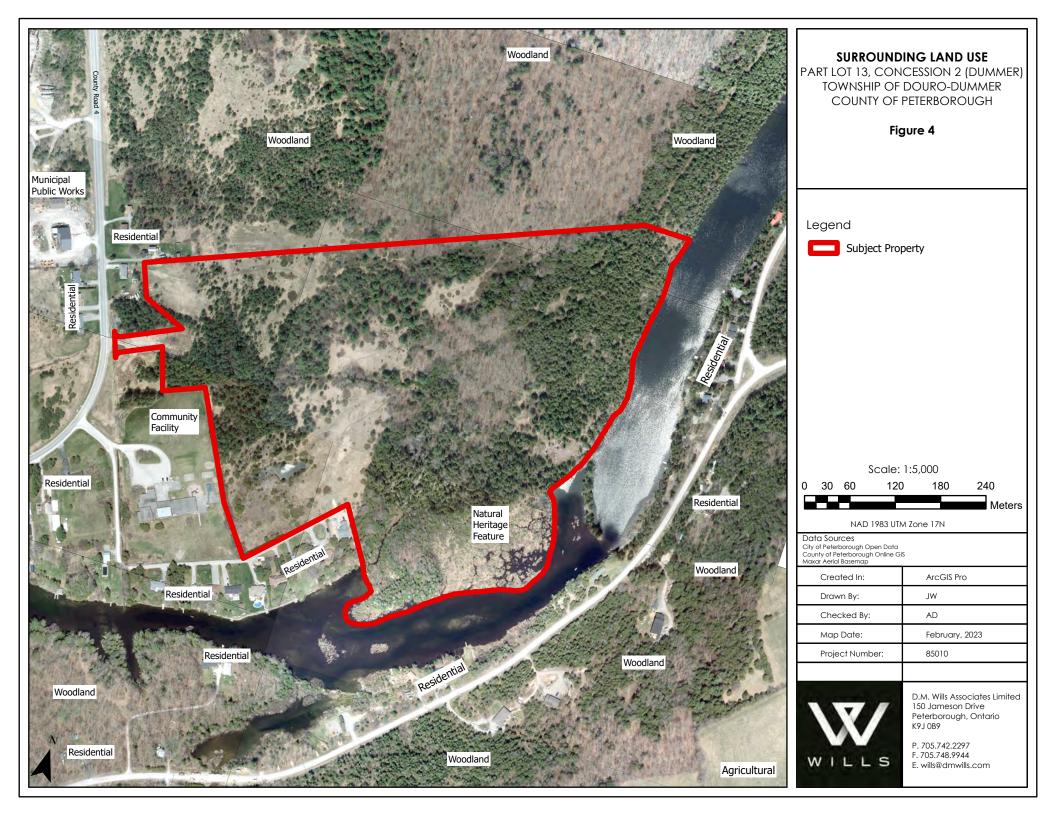


D.M. Wills Associates Limited 150 Jameson Drive Peterborough, Ontario K9J 0B9

P. 705.742.2297 F. 705.748.9944

E. wills@dmwills.com







3.0 Supporting Technical Studies

As provided during pre-consultation with the Township and County, the following reports and studies were prepared in support of the proposed development.

3.1 Environmental Impact Study

Oakridge Environmental Limited (ORE) conducted an Environmental Impact Study (EIS) to identify and confirm the presence of any natural heritage features on or surrounding the Subject Property. The EIS also reviewed the potential for negative impacts to any identified features or associated wildlife including Species at Risk (SAR) as a result of the proposed plan of subdivision.

Field investigations were completed in the applicable seasons to evaluate the presence of Significant Wildlife Habitat (SWH) and SAR habitat; undertake amphibian call surveys and breeding bird surveys; complete Ecological Land Classification (ELC) and drainage feature assessment; and to complete a wetland evaluation and delineation.

The EIS confirmed and identified principal Natural Heritage Features (NHF) on the Subject Property including Significant Wildlife Habitat (SWH), a Provincially Significant Wetland (PSW) as well as an unevaluated wetland, and sensitive Groundwater Discharge Recharge Zone, Threatened species, species of special concern and woodland. These features are concentrated along the east and south sides of the property, along the Indian River. Therefore an ultimate Vegetative Protection Area (VPA) is proposed to constrain future development and ensure that the promotion and protection of the ecological health of the existing area and natural features is upheld.

The VPA is not proposed for development and does not otherwise form part of the DPS. As previously mentioned, these lands are subject of consent application B-55-20.

The EIS concluded that no negative impacts on the identified natural heritage features on the Subject Property are anticipated as a result of the proposed development subject to adherence to the recommended mitigation measures outlined in the EIS report.

3.2 Stormwater Management

A Preliminary Stormwater Management Report (SWM) completed by Dobri Engineering Limited (September 2022) indicates areas that will require stormwater management, erosion and sedimentation control measures.

Existing conditions were analyzed as three catchment areas discharging within the Subject Property and proposed conditions were analysed as five catchment areas based on preliminary grading of the Subject Property.

It is recommended that temporary stormwater quality controls include a "normal protection" level, while permanent quality controls be accomplished by passive measures.



As suggested in the SWM report, temporary measures during construction include the following:

- Installation of a mud mat at the road entrance;
- Heavy duty silt fencing is suggested to be installed along the limits of the consolidated protection area delineated as per Oakridge Environmental and as shown on the DPS;
- Silt fence placed around any earth stockpiles; and
- Rock check dams or straw bales should be installed in swales/ditches (along concentrated flow paths).

Permanent quality controls as identified in the SWM report, can be achieved through the following suggested measures:

- Surface runoff from the Municipal Right of way to be conveyed along the road ditch and outlet through the SE corner of the site;
- Infiltration by the proposed installation of a sub drain under the entire road ditch;
- A drainage easement located between lots 6 &7 is proposed to contain of a grassed V-swale is proposed to convey runoff.

Specific measures for achieving these controls will be determined during detailed design.

3.3 Traffic Impact Study

Traffic Impact Study (TIS) report in support of the proposed residential plan of subdivision was prepared by Tranplan Associates in June 2018. The TIS reviewed the potential impacts from the proposed development on the intersection of County Road 4 and English Line and the proposed site entrance intersection with County Road 4. At the time the TIS studied the property development as a 20-lot residential subdivision, which has since been significantly reduced to a 12-lot subdivision. The TIS reviewed the existing traffic conditions including an investigation of existing traffic volumes. The traffic operation analysis considered the background traffic conditions and the conditions which would result from a 20 residential lot development covering both AM and PM peak hours, as well as the current and horizon years (2026-2031) scenarios. The review estimated approximately 4 entering trips and 11 exiting trips in the AM, and 12 entering trips and 7 exiting trips in the PM.

The report concludes that the new trips generated by the development will have minimal to no impact on the intersections studied. No auxiliary lanes are warranted at the entrance of the proposed development or existing minor road intersections. In addition, the results of the site investigation showed that the new site entrance on County Road 4 will meet/exceed 2017 TAC requirements for sight distances based on a 60 kph design speed. The proposed plan provides pedestrian facilities connecting directly to Warsaw Public School and subsequently providing connection to other parts of the Hamlet via existing connections.



3.4 Archaeological Assessment

Ground Truth Archaeology Limited was retained in September of 2017 to assess the potential for the presence of significant archaeological resources on the Subject Property. A Stage 1 and 2 Archaeological Assessment Report dated November 30, 2017, was completed in support of the proposed residential subdivision application.

The assessment consisted of background research on the Subject Property to determine existing conditions regarding on-site disturbances and archaeological potential. Initial research indicated that the Subject Property is of high archaeological potential as a result of the historical surrounding land uses and close proximity to Indian River.

Approximately 85% of the Subject Property is comprised of overgrown agricultural fields and woodland. A test pit survey at 5 m intervals was completed for these areas. Roughly 15% of the Subject property lands were not assessed due to limiting topographical factors. Approximately 5% of the Subject Property at the southwest had been stripped of topsoil as part of quarrying a sand and gravel hill and approximately 10% of the property at the southeast of the property consists of mostly permanently wet lands.

The investigations concluded that the Subject Property does not contain archaeological material, structural remains, or cultural heritage resources of any kind. The Subject Property is considered to have no further cultural heritage value or interest and no further archaeological assessment of the property is required.

3.5 Hydrogeological Assessment and Site Servicing Study

ORE was also retained to prepare a Hydrogeological Assessment (Hydro-G) in support of a residential plan of subdivision on the Subject Property. The Hydro-G, dated September 2020, investigated the hydrogeological conditions of the Subject Property in support of twelve residential lots consisting of one to two storey dwellings to be serviced via private well and septic.

The Hydro-G report documented site conditions such as subsurface conditions of local geology and groundwater.

The Subject Property is adjacent to Indian River. This area is well known for karst occurrences. The Hydro-G report and supporting figures illustrate the potential areas in which karst may be possible based on extrapolation. Additional inspections for karst features were carried out through the EIS. It was determined that the development will be setback considerably from any karst feature or minor expressions of karst observed by ORE.

The Hydro-G report concluded that waste disposal systems, with maximum separation distances and if constructed properly, are not anticipated to have an impact on water quality functions or to the existing water bearing aquifers and are supported to service the proposed residential lots.



Based on the lot development and informed by ORE well testing methods, it was demonstrated that adequate groundwater resources are available to service and support the proposed development of the Subject Property. ORE suggests that wells be constructed using the cable tool method of well drilling to ensure that intersection of the target aquifer is achieved. The results of the Hydro-G study support the construction of private wells. The use of properly constructed drilled wells that are certified and adequately sealed, would be sufficient to provide ample quantities of potable groundwater while preserving the long-term water quality of the aquifer complex.

Minimal impacts are anticipated to groundwater and surface water resources as a result of the proposed development from a quality and quantity perspective provided that wells and septic systems are constructed properly. A list of recommendations is included as part of the Hydro-G report and are to be considered and implemented at the time of construction.

4.0 Policy Framework

With respect to the Subject Property, the development of the lands is governed by planning documents at both the provincial and municipal level.

Directives on matters of provincial interest are specifically governed by the Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Consolidated 2020). Planning documents governing the Subject Property on a municipal level include the County of Peterborough Official Plan (1994), Township of Douro-Dummer Official Plan and the Township of Douro-Dummer Comprehensive Zoning By-law 2001-21. The ZBA and DPS will be reviewed in the context of these applicable policies.

As the Subject Property is located primarily within a Rural Settlement area, the proposed development is subject to the settlement area policies as outlined below. Recognizing that a portion of the property is identified outside the settlement boundary, those relevant policies are considered as appropriate.

4.1 Provincial

4.1.1 Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Section 3 of the *Planning Act* requires that decisions affecting planning matters "shall be consistent with" policy statements issued under the Act. In general, the PPS seeks to promote the development of communities that are socially, economically, and environmentally resilient.

1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

1.1.1. Healthy, liveable and safe communities are sustained by:



- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- h) promoting development and land use patterns that conserve biodiversity;
- 1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a provincial plan, that time frame may be used for municipalities within the area.

Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas.

1.1.3 Settlement Areas

- 1.1.3.1 Settlement areas shall be the focus of growth and development.
- 1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
 - a) efficiently use land and resources;
 - b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
 - c) minimize negative impacts to air quality and climate change, and promote energy efficiency;

1.1.4 Rural Areas in Municipalities

- 1.1.4.1 Healthy, integrated and viable rural areas should be supported by:
 - a) building upon rural character, and leveraging rural amenities and assets;
 - c) accommodating an appropriate range and mix of housing in rural settlement areas:
 - e) using rural infrastructure and public service facilities efficiently;
 - h) conserving biodiversity and considering the ecological benefits provided by nature;



- 1.1.4.2 In rural areas, rural settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.
- 1.1.4.3 When directing development in rural settlement areas in accordance with policy 1.1.3, planning authorities shall give consideration to rural characteristics, the scale of development and the provision of appropriate service levels.

1.2.6 Land Use Compatibility

- 1.2.6.1 Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.
- 1.2.6.2 Where avoidance is not possible in accordance with policy 1.2.6.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if the following are demonstrated in accordance with provincial guidelines, standards and procedures:
 - a) there is an identified need for the proposed use;
 - b) alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations;
 - c) adverse effects to the proposed sensitive land use are minimized and mitigated; and
 - d) potential impacts to industrial, manufacturing or other uses are minimized and mitigated.

1.4 Housing

- 1.4.1 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:
 - a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and
- 1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and



affordable housing needs of current and future residents of the regional market area by:

- b) permitting and facilitating:
 - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
 - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
- directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit where it exists or is to be developed; and
- f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

1.6.6 Sewage, Water and Stormwater

- 1.6.6.1 Planning for sewage and water services shall:
 - e) be in accordance with the servicing hierarchy outlined through policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5. For clarity, where municipal sewage services and municipal water services are not available, planned or feasible, planning authorities have the ability to consider the use of the servicing options set out through policies 1.6.6.3, 1.6.6.4, and 1.6.6.5 provided that the specified conditions are met.
- 1.6.6.4 Where municipal sewage services and municipal water services or private communal sewage services and private communal water services are not available, planned or feasible, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In settlement areas, individual on-site sewage services and individual on-site water services may be used for infilling and minor rounding out of existing development.



- 1.6.6.7 Planning for stormwater management shall:
 - b) minimize, or where possible, prevent increases in contaminant loads;
 - c) minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater, including the use of green infrastructure;
 - d) mitigate risks to human health, safety, property and the environment;
 - e) maximize the extent and function of vegetative and pervious surfaces; and
 - f) promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency and low impact development.

2.1 Natural Heritage

- 2.1.1 Natural features and areas shall be protected for the long term.
- 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.
- 2.1.3 Natural heritage systems shall be identified in Ecoregions 6E & 7E, recognizing that natural heritage systems will vary in size and form in settlement areas, rural areas, and prime agricultural areas.

2.6 Cultural Heritage and Archaeology

- 2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- 2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.

3.1 Natural Hazards

- 3.1.2 Development and site alteration shall not be permitted within:
 - d) a floodway regardless of whether the area of inundation contains high points of land not subject to flooding.



4.1.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Consolidated 2020)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) provides additional Provincial policy for lands within one of the fastest growing regions in North America. Its policies are intended to support growth and development while ensuring that it occurs in an orderly and well-planned fashion, so as to protect the social, economic, and environmental interests of Ontario and its residents. The Growth Plan came into full force and effect on May 16, 2019, and amendment 1 was approved and took effect on August 28, 2020. Policies of the Growth Plan pertinent to the proposed development are provided below:

2.1 Context

To support the achievement of complete communities that are healthier, safer, and more equitable, choices about where and how growth occurs in the GGH need to be made carefully. Better use of land and infrastructure can be made by directing growth to settlement areas and prioritizing intensification, with a focus on strategic growth areas, including urban growth centres and major transit station areas, as well as brownfield sites and greyfields.

2.2.1 Managing Growth

- 2. Forecasted growth to the horizon of this Plan will be allocated based on the following:
 - b) growth will be limited in settlement areas that:
 - i. are rural settlements:
 - ii. are not serviced by existing or planned municipal water and wastewater systems; or
 - iii. are in the Greenbelt Area:
 - d) development will be directed to settlement areas, except where the policies of this Plan permit otherwise;
- 4. Applying the policies of this Plan will support the achievement of complete communities that:
 - a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;

2.2.6 Housing

- 2. Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by:
 - a) planning to accommodate forecasted growth to the horizon of this Plan;



- b) planning to achieve the minimum intensification and density targets in this Plan;
- c) considering the range and mix of housing options and densities of the existing housing stock; and
- d) planning to diversify their overall housing stock across the municipality.

2.2.9 Rural Areas

2. Public service facilities in rural settlements should be co-located and integrated in community hubs, and priority should be given to maintaining and adapting existing public service facilities in community hubs to meet the needs of the community, where feasible.

3.2.7 Stormwater Management

- 2. Proposals for large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a stormwater management plan or equivalent, that:
 - c) establishes planning, design, and construction practices to minimize vegetation removal, grading and soil compaction, sediment erosion, and impervious surfaces;

4.2.2 Natural Heritage System

- 6. Beyond the Natural Heritage System, including within settlement areas, the municipality:
 - a) will continue to protect any other natural heritage features in a manner that is consistent with the PPS; and
 - b) may continue to protect any other natural heritage system or identify new systems in a manner that is consistent with the PPS.

4.2.3 Key Hydrologic Features, Key Hydrologic Areas and Key Natural Heritage Features

- 1. Outside of settlement areas, development or site alteration is not permitted in key natural heritage features that are part of the Natural Heritage System for the Growth Plan or in key hydrologic features, except for...
- 2. Outside of settlement areas, proposals for large-scale development proceeding by way of plan of subdivision, vacant land plan of condominium or site plan may be permitted within a key hydrologic area where it is demonstrated that the hydrologic functions, including the quality and quantity of water, of these areas will be protected and, where possible, enhanced or restored through:
 - a) the identification of planning, design, and construction practices and techniques;



- b) meeting other criteria and direction set out in the applicable watershed planning or sub watershed plans; and
- c) meeting any applicable provincial standards, guidelines, and procedures.

4.2.4 Lands Adjacent to Key Hydrologic Features and Key Natural Heritage Features

- 1. Outside settlement areas, a proposal for new development or site alteration within 120 metres of a key natural heritage feature within the Natural Heritage System for the Growth Plan or a key hydrologic feature will require a natural heritage evaluation or hydrologic evaluation that identifies a vegetation protection zone, which:
 - a) is of sufficient width to protect the key natural heritage feature or key hydrologic feature and its functions from the impacts of the proposed change;
 - b) is established to achieve and be maintained as natural selfsustaining vegetation; and
 - c) for key hydrologic features, fish habitat, and significant woodlands, is no less than 30 metres measured from the outside boundary of the key natural heritage feature or key hydrologic feature.

4.2 Municipal

4.2.1 County of Peterborough Official Plan (1994)

The County of Peterborough Official Plan (COP) sets the land use and planning framework for local Official Plans and decision making. The COP outlines a long term vision for Peterborough's physical form and community character. The COP describes the Subject Property as Settlement Area in the County of Peterborough Official Plan. Settlement Area policies are provided in Section 4.2.3 of the COP and included below where relevant to the project together with additional guiding policies of the COP:

4.2.3 - Policies

- Lower tier municipalities shall designate a sufficient supply of land for residential, industrial, commercial, recreational/open space and institutional uses in their municipalities to accommodate their projected growth over a minimum 20 year time-frame.
- The County Official Plan identifies growth areas as identified in the local official plans, and further that changes to those areas will require amendments to the local official plan and County Official Plan. These growth areas consist of the Settlement Areas listed below.

Douro-Dummer: Warsaw, Hall's Glen, Centre Dummer, Cottesloe, Douro, Young's Point, Donwood



- The Council recognizes that in order to efficiently utilize existing and potential services and facilities; achieve minimum population thresholds to support commercial activities; and protect and conserve natural resources and features, future growth should be directed to those settlement areas that currently have servicing systems or can reasonably expect to obtain them in the future. Where the use of public communal services is not feasible, and where site conditions permit, development may be serviced by individual on-site systems.
- Applications for plans of subdivision/condominiums within the Settlement Areas that are not serviced by public systems shall include a hydrogeological analysis as per MOE Guidelines that addresses the suitability of the land to provide adequate potable water and for the proper siting of private sewage systems.
- Development in Settlement Areas should be as compact as possible based on the type of servicing available. In addition, development should occur in depth rather than in an extended linear form along existing roads.

5.1 Housing

5.1.2 Objectives

to maximize the efficient use of land, buildings and services, consistent with good planning principles;

5.1.3 - Policies

5.1.3.1 - General

• The County promotes the orderly development of new housing which makes efficient use of existing transportation, education, recreation, commercial and servicing systems and facilities in accordance with the Settlement Areas policies of Section 4.2 of this Plan;

5.3 Transportation

5.3.2 Objectives

 to develop a transportation system that will encourage unity within the County and will satisfy local municipal transportation demands;

4.1 Natural Environment

4.1.1 Objectives

- to identify, preserve and enhance natural areas and ecosystems;
- to protect natural heritage features and areas from incompatible development;
- to protect, improve or restore the quality and quantity of ground water and surface water features and their hydrologic functions;
- to encourage local municipalities within the same watershed to participate, coordinate and carry out similar environmental



management initiatives and practices to promote conservation, protection, sustainability and enhancement of natural systems, features and resources.

4.1.3.2 Flood Plains

- Where a development proposal contains or abuts a steep slope, watercourse or shoreline in an area where no detailed floodplain mapping exists and where erosion hazard limits have not been defined, development will be subject to the establishment of flooding and erosion hazard limits by the appropriate Conservation Authority or the Ministry of Natural Resources in consultation with the local municipality;
- Development adjacent to an identified flood or erosion prone area may be subject to a setback from the flood or erosion prone boundary area. The setback will reflect the most restrictive requirements of the local municipality, the appropriate Conservation Authority and/or the Ministry of Natural Resources, and federal ministries or agencies;

4.1.3.4 Natural Heritage Features

 The diversity of natural features in an area, and the natural connections between them, and the long-term ecological function and biodiversity of natural heritage systems should be maintained, restored or, where possible, improved, recognizing the linkages between and among natural heritage features and areas, surface water features, and ground water features.

4.2.2 Local Component - Township of Douro-Dummer Official Plan (2015)

The Township of Douro-Dummer has included local policies under the local component of the COP. As illustrated on Schedule "A4-4" Land Use Young's Point, Donwood and Warsaw Plan, in the local component of the COP, the Subject Property is designated primarily as Hamlet, with Rural and Environmental Constraint designated on the southeast side of the lands. Refer to **Figure 5**.

6.0 Local Plan Policies-Land Use

6.2 Local Planning Policies - Rural Component

6.2.2.2 Permitted Uses

The predominant use of land within the Rural designation may include all agricultural uses outlined in Section 6.2.1 of this Plan. Other permitted uses shall include forestry, passive outdoor recreation uses and activities connected with the conservation of soil and wildlife.

6.2.3 Hamlet

6.2.3.1 General Principles



The participating Townships have designated growth centres and hamlets as identified on the land use schedules and through the use of Secondary Plans. It is intended that the majority of future residential growth in those Townships shall be directed to the growth centres.

In the Township of Douro-Dummer, the settlement areas of Donwood, Douro and Warsaw function as the primary growth and service centres for the Township. It is intended that residential growth opportunities in Douro-Dummer be directed to these communities.

The participating Townships have designated growth centres and hamlets as identified on the land use schedules and through the use of Secondary Plans. It is intended that the majority of future residential growth in those Townships shall be directed to the growth centres.

6.2.3.2 Permitted Uses

The predominant use of land within the Hamlet designation shall be for single detached residential dwellings with some limited provision for multiple unit dwellings. Other uses, which are considered necessary to serve the community or the surrounding rural area may be permitted such as schools, parks, churches, physicians' and dentists' offices and public or municipal facilities. This category may include retail and service commercial uses deemed necessary to serve the

surrounding agricultural, rural and/or recreational areas and industrial uses, such as a builders' supply, feed mill, public garage, farm implement dealer which primarily serve the surrounding rural-agricultural community.

6.2.3.3 Hamlet Policies

- (d) New development shall primarily be single detached dwellings with some limited provision for multiple unit dwellings.
- (h) Growth shall be encouraged in depth, rather than in strips along main roads. Provision shall be made in approximate locations to permit access from the main road to a second or third tier of lots behind the existing development.

7.4 Water Supply and Sanitary Sewage Disposal

- 7.4.1 It is the primary objective of this plan to safeguard environmental protection and to provide an adequate supply of potable water through ensuring that appropriate servicing is promoted and encouraged for new development or redevelopment within the Townships. First consideration shall be given to higher forms of servicing including full municipal or communal servicing for all development. Where not feasible, consideration will be given to private well and septic systems.
- 7.4.5 Prior to approving a subdivision, condominium or any development requiring a large communal septic system, the Township or County shall require a detailed hydrogeological study to determine on-site soil and groundwater



conditions; to determine if soils can suitably accommodate a septic system; and to determine if the proposed septic system and wells will have any negative impacts on surrounding uses.

7.4.6 Where a detailed hydrogeological study is required, it shall be undertaken in accordance with the MOE Guidelines by a qualified professional and shall consist of a detailed description of the nature, topography, stratigraphy and drainage characteristics of the surface materials based on an analysis of grain size and test pit information, and of chemical and bacteriological water quality tests. Particular emphasis shall be placed on distinguishing poorly drained soils from well drained soils and of identifying areas subject to periodic flooding.

7.5 Stormwater Management

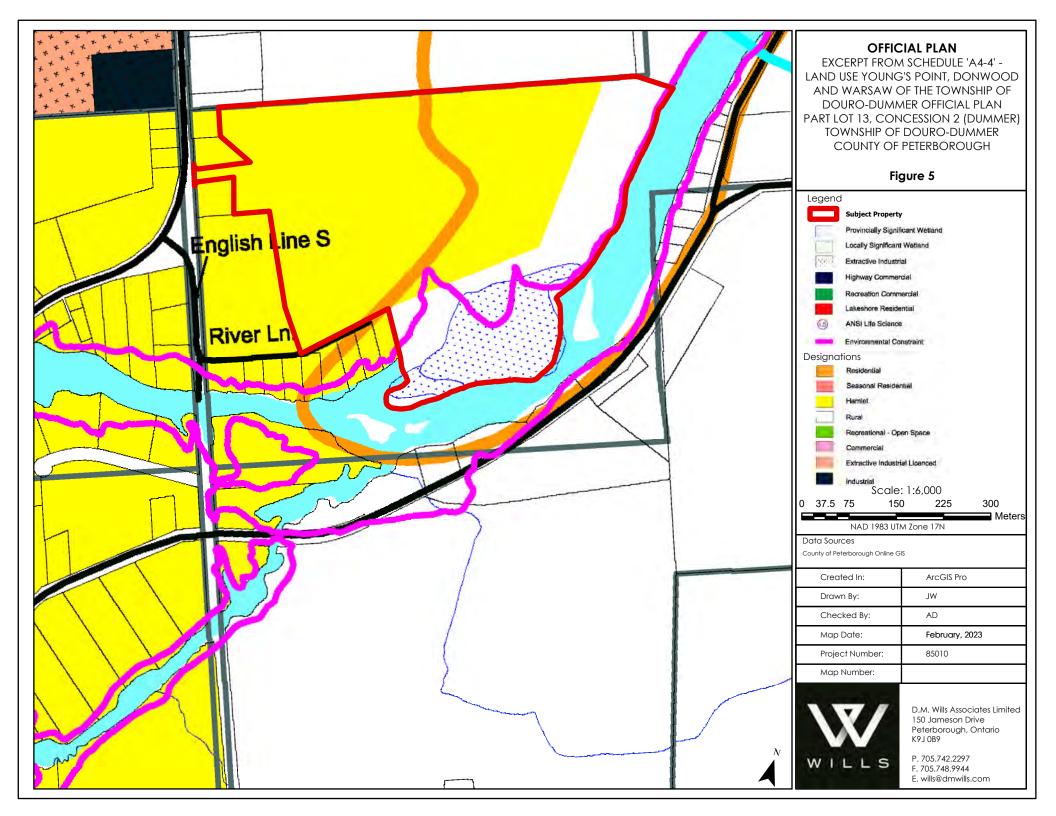
- 7.5.2 For any major development proposals within the Township, including plans of subdivision, runoff from the development shall be minimized and the impact of any proposed development on local and area-wide drainage patterns shall be identified. In addition, stormwater management plans are required by the Ministry of Transportation for all development that abuts or impacts upon a provincial highway prior to any development and/or grading being undertaken on the site. A suitable method of handling surface runoff shall be developed and implemented as a condition of approval according to the following policies:
- (d) New development shall primarily be single detached dwellings with some limited provision for multiple unit dwellings.
- (a) Preference shall be given to those developments which incorporate methods of reducing or eliminating surface runoff.
- (b) The retention of existing tree cover or natural vegetation and the provision of significant grassed and natural areas shall be encouraged to facilitate absorption of surface water into the ground.

7.13 Criteria for Assessing Plans of Subdivision/Condominium

- 7.13.1 The proposed development is compatible with the existing scale of development in the area.
- 7.13.2 The proposed development is compatible with the Conservation Authority's regulations.
- 7.13.3 Access roads have the capability to support the additional traffic loads anticipated from the proposal and will be constructed to standards determined by the Township.
- 7.13.4 If an investigation of servicing options as outlined in Section 7.4 indicates that neither municipal nor communal servicing is feasible, lots shall have sufficient area so that a private well for water supply can be located without danger of contamination by the sewage system, and so that a



- serious draw down of groundwater levels beyond the boundaries of the lot itself can be avoided.
- 7.13.5 Where full municipal services are not available, the Township shall require the submission of a detailed hydrogeological report as per Section 7.4.6 which addresses the ability of the site to sustain residential development on the basis of private services. Minimum lot area standards will be established in the implementing Zoning By-law.
- 7.13.6 All lots should have frontage on an interior road, developed to municipal standards. Lots having direct access onto arterial roads shall generally not be permitted.
- 7.13.7 As many trees as possible shall be preserved, particularly mature and healthy stands of trees, and reforestation shall take place where necessary.
- 7.13.9 Any proposed plan of subdivision or condominium must not landlock any other parcel of land, and should be designed to allow for the integration of future residential development in the area.
- 7.13.10 The proposal shall be adequately served by existing levels of municipal services such as fire protection, police protection, garbage collection and school facilities. Any proposal requiring substantial upgrading to existing services beyond the present financial capability should generally not be permitted.
- 7.13.11 Residential subdivision or condominium developments shall be encouraged to locate in designated growth centres. Where possible, but especially for development on full services, mixed-use developments, narrowing of streets, reducing parking requirements, incorporation of pedestrian walkways/linkages, open spaces, variations of lot sizes, unit types, and a mix of storefront retail and residential zoning are encouraged in order to ensure more complete and livable neighborhoods for residents. Smaller driveways, wider sidewalks, curbside parking and narrower streets are also encouraged.
- 7.13.13 The developer may be required to provide background information to the Township showing that there is a need for the development in its proposed location.
- 7.13.14 The Township shall have regard for high potential aggregate resource areas and existing aggregate operations and the compatibility of the proposed development with these areas in accordance with Section 6.2.13 of the Plan.
- 7.13.15 The Township shall have regard for the compatibility of the proposed development with designated environmental areas.





4.2.3 Township of Douro-Dummer Comprehensive Zoning By-law

The Subject Property is currently zoned Development Exception One (D1) and Future Development (FD) as illustrated on Schedule "B13", Indian River Mid of the Douro-Dummer Zoning By-law (DD ZBL). Refer to **Figure 6**.

Under Section 20.1 of the DD ZBL, the D1 zone permits the following uses:

- 20.1.1 a permanent single detached dwelling;
- 20.1.2 an existing agricultural use or farm;
- 20.1.3 existing uses in addition to or other than those listed above.

As such, a ZBA is required to rezone the lands subject to the residential development from D1 to R to permit the creation of multiple lots.

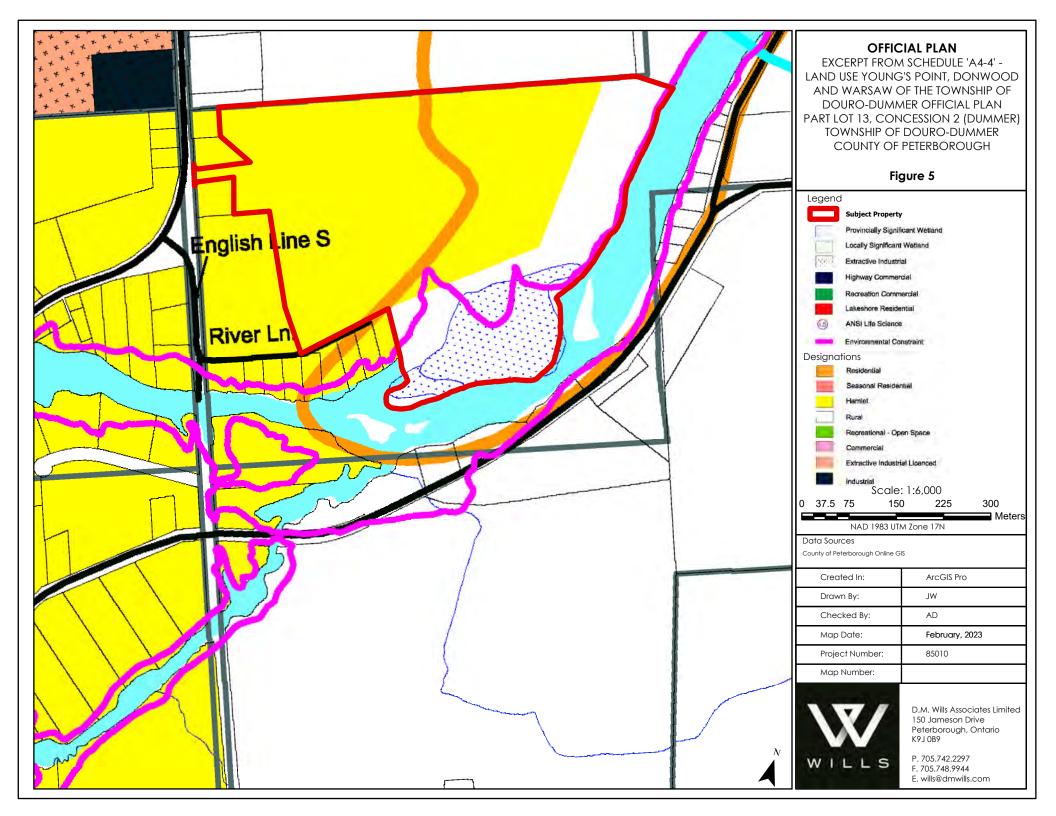
Section 4.1 of the DD ZBL states that the following are permitted uses of the R zone:

- 4.1.1 a permanent single detached dwelling
- 4.1.2 a Type 'A' or Type 'B' home occupation
- 4.1.3 a second dwelling unit

The provisional zoning requirements for the Residential (R) zone are as follows:

4.2.1 Regulations for Uses Permitted in Section 4.1.1

a)	Minimum Lot Area	4,000 m ²
b)	Minimum Lot Frontage	45 m
c)	Minimum Front Yard	15 m
d)	Minimum Interior Side Yard	6 m
e)	Minimum Exterior Side Yard	15 m
f)	Minimum Rear Yard	15 m
g)	Minimum Water Yard	30 m
h)	Minimum Floor Area	100 m²
i)	Minimum First Storey Floor Area	60 m²
j)	Maximum Lot Coverage	15%
k)	Maximum Height	9 m
I)	Maximum Number of Dwellings per Lot	1





5.0 Planning Rationale

The proposed ZBA and DPS conform to the applicable provincial and municipal policies as outlined above. The Subject Property is primarily designated Hamlet and is located within a rural settlement area, being the hamlet of Warsaw. The PPS provides that within rural areas, rural settlement areas are to be the focus of growth and such development should consider the rural characteristics, scale of development and the appropriate level of services available. The Growth Plan also directs limited development to rural settlement areas. Under local Official Plan policies, the Hamlet designation is to supply land for mixed use and future development will take place primarily in the form of registered plans of subdivision.

Currently, the hamlet of Warsaw is developed with low density residential dwellings, commercial uses and an institutional use, being Warsaw Public School. As directed by provincial and municipal policy, the proposed development is compatible with and similar in scale to the existing residential dwellings within Warsaw, will support the surrounding institutional and commercial uses and will contribute to the establishment of the settlement area as a complete community.

The proposed location of the internal road to service the proposed lots will be an extension of an already existing entrance from County Road 4 and will be redeveloped to a rural standard. As demonstrated through the TIS, additional turning lanes are not warranted, and the new trips generated by the development will have minimal to no impact on the intersection of County Road 4 and English Line.

While the servicing policies of the PPS, Growth Plan and local Official Plans identify municipal servicing as the preferred serving form, where municipal services are not available, private individual services will be permitted. The hamlet of Warsaw does not benefit from established municipal services. Consistent with the existing development in the rural settlement area, the DPS will be supported by private individual wells and septic systems. Private individual on-site septic systems and wells can appropriately service the 12 residential lots. The proposal will add to the supply of housing available in the Township and does not conflict with the relevant provincial and local housing policies.

As noted herein, the Subject Property also maintains natural heritage features, including a PSW and unevaluated wetland, and is located adjacent to an existing watercourse (Indian River). As well, the property provides for SWH within the eastern portion of the property. As confirmed through the EIS, and in accordance with provincial and municipal policy, natural heritage features are to be protected for the long-term. The natural heritage features are located within the east and south portions of the property, which are further outside of the settlement boundary. As such, the lot layout as informed by the EIS has excluded those lands from development, inclusive of their respective proposed buffers. As illustrated on the draft plan, the wetland areas form part of the "Other Lands" Block. An EC zone is proposed to be applied to these lands for additional protection from use and development other than those uses permitted in the EP zone.



It is noted that a wetland identified through mapping along the north side of the property, through investigations of the EIS has been deemed to be a mapping error. No wetland feature was identified in this area.

The southern most portion of the property, has been further identified as being within a floodplain. Development is not permitted within floodways. However, as these lands form part of the naturally protected area, no lots are proposed in this area and no development will occur within any flooding hazard.

With respect to the archaeological resource potential on the Subject Property, the Stage 1 and 2 archaeological assessments completed by Ground Truth Archaeology Limited concluded that the Subject Property does not contain resources of archaeological value or interest and that development on the Subject Property does not warrant further archaeological investigation. As such, the proposed development does not conflict with the cultural heritage and archaeology direction of provincial and municipal policy.

The Township Public Works yard together with a licensed pit are located north-west of the Subject Property. Aggregate extraction and sensitive land uses are generally to be planned or developed to avoid potential adverse impacts from incompatible land use. However, residential development already exists in closer proximity to the licensed pit than the Subject Property, certain of which were created through consent. As such, any limitations to extraction would be considered to already be present due to the existing residential uses. As well, the extraction area is adjacent to County Road 4 and the settlement boundary; any expansion to the pit would occur west or north of the hamlet and would therefore be located further from the hamlet boundary. Further, while aggregate resources are to be protected in accordance with provincial policy, the use itself would not be considered entirely compatible within or adjacent to rural settlement areas. Aggregate extraction is expected to end once resources are depleted, and in the intervening time should not serve to sterilize development within settlement areas, particularly in consideration of housing needs as identified by the province. Development of the Subject Property for residential uses is therefore not considered to conflict with provincial or local policy.

The development will require standard municipal services such as garbage and recycling pick up and Emergency Medical Services as provided through municipal taxes. The proposed development will have minimal impact on municipal services and infrastructure. However, as the development will be serviced by private infrastructure including water, sanitary, and stormwater, the responsibility of these infrastructure installations and maintenance will be sustained by the property owners independently (well and septic). Development of the internal road, to municipal rural standards, will be the responsibility of the developer. Upon completion it is expected that the Township of Douro-Dummer would assume ownership and maintenance.

As previously noted, these lands were already granted draft plan approval for 18 residential lots and has therefore been contemplated for residential uses since that time. The current plan for 12-residential lots however is considered to maintain greater consistency with the PPS and conform to the Growth Plan and local planning policy, by



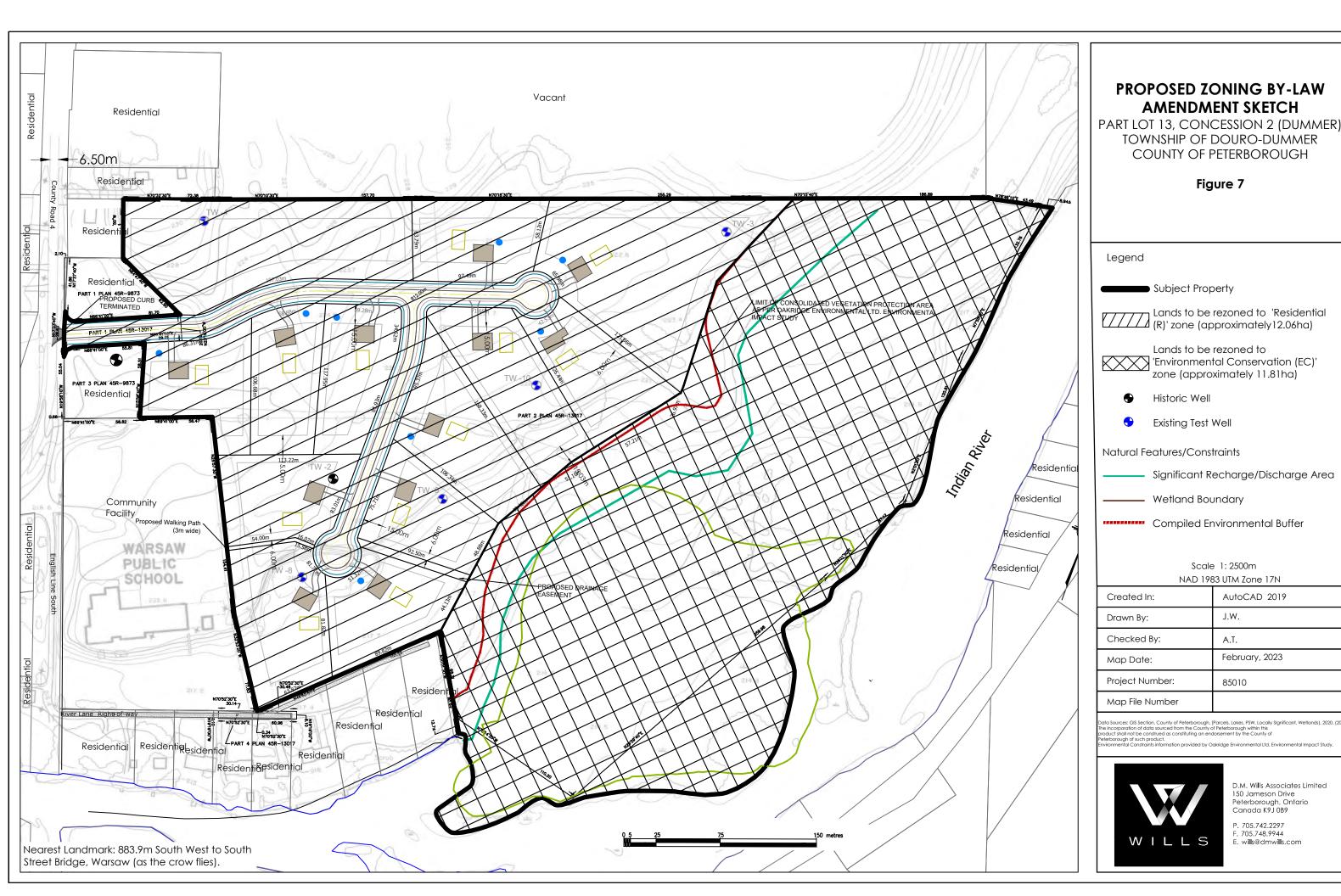
protecting the natural features along the south and east sides of the property. Overall, the proposed development is an efficient use of current underutilized vacant lands within the settlement area of Warsaw. The proposed development supports the provision of locating development within a settlement area at a density that can be sustained by rural service levels.

6.0 Proposed Zoning By-law Amendment

In support of the proposed development, a Residential (R) and Environmental Conservation (EC) zone is proposed through the ZBA. The proposed ZBA will allow for low density residential development implementing residential zoning regulations with respect to minimum lot area, minimum lot frontage and accompanying setbacks as specified in the (DD-ZBL). No site-specific exceptions are anticipated in order to accommodate the development. Any future dwellings are expected to meet the current development standards of the Residential Zone.

The proposed EC zone will provide additional protection to the existing natural heritage features by restricting the development potential in these delicate areas. No sitespecific exceptions are anticipated to be required.

The proposed zoning by-law amendment will bring the lands subject to the proposed development into conformity with the provisions of the by-law and will provide opportunity to further conserve, maintain and protect sensitive environmental values of natural features. See **Figure 7**.





7.0 Closing

This report has been prepared in support of a Zoning By-law Amendment application and a Draft Plan of Subdivision application to permit the development of a 12-lot residential plan of subdivision. This report provides an analysis of the applicable provincial and local policy documents in the context of the applications.

The development potential as proposed is consistent with the direction of provincial and local policy which promotes development in settlement areas which can be sustained by rural service levels. The layout and design further promote protection of surrounding natural heritage features and serves to realize the residential use previously contemplated through draft plan approval.

Based on the background information and comprehensive review, the features on site and the forgoing review of the relevant policies, it is our opinion that the proposed ZBA and DPS applications are consistent with and conforms to provincial and municipal policies and constitutes as good planning.

Respectfully Submitted,

Amanda Dougherty, B.A. (Hons) Senior Land Use Planner

DM Wills Associates

AD/jw/hd

Appendix A

Pre-Consultation Meeting Minutes



Record of Pre-Consultation

Prepared by the Peterborough County Planning Department



Name: Jason Riel Agent: Darryl Tighe

Lot: 13 Concession: 2 Municipality: Dummer Ward

Township of Douro-Dummer

Municipal Address: N/A Roll No.(s) 1522-020-003-26600.

Phone: Email: Office Phone:

Meeting Date: 2017-06-09 **Meeting Location:** Municipal Office

Attendees: Jason Riel, prospective purchaser; Martina Chait-Hartwig, Township of Douro-Dummer; Dave Clifford, Township of Douro-Dummer; Beverly Hurford, ORCA;

lain Mudd, Peterborough County; Caitlin Robinson, Peterborough County

A copy of the complete Record of Pre-Consultation will be sent to all attendees 🔀

Existing Parcel Description				
County O.P. Description	Settlement Area			
Municipal O.P. Designation	Hamlet & Provincially Significant Wetland			
Municipal Zoning	Development 1 (D1) Zone, Environmental			
	Constriant (EC) Zone & Environmental			
	Constrainst Provincially Significant			
	Wetland (EC(P)) Zone			
Area/Lot Dimensions	24 Ha (59 ac.)			
Existing Use/Buildings	Vacant			

Pre-consultation completed for:

☑ Plan of Subdivision (<i>Application submitted to County</i>)
☐ Plan of Condominium (Application submitted to County)
Official Plan Amendment for
☐ County Official Plan (Application submitted to County)
☐ Local Component of County Official Plan (Application submitted to County)
☐ Municipal Official Plan (Application submitted to Township)
☑ Zoning By-law Amendment (<i>Application submitted to Township</i>)

Proposal Summary/Description:

The subject property located in the Hamlet of Warsaw is currently draft plan approved for the creation of 18 residential lots. Mr. Riel is interested in purchasing the property and requested a pre-consultation meeting to determine what steps are required to develop the lands as approved.

Discussion:

Draft plan approval for 18 residential lots on the property was granted in 1992 by the Province. Given that the all studies completed in support of draft plan approval were undertaken 25 years ago, new supporting studies / background information would be required to reflect today's standards. New draft plan conditions would be issued based on the recommendations in the new studies. Each study would be reviewed by the appropriate authorities and/or the County's peer review consultant, and would require 'sign-off' before new draft plan conditions are completed and clearance letters are received from the relevant agencies.

Traffic Study

- A new scoped traffic study would be required to determine traffic flows and design requirements for the intersection with the County Road. Two severed parcels are located on each side of the proposed internal subdivision road. Each lot is eligible for an entrance. If the proposed internal subdivision road is constructed, the entrances from the County Road to these two lots would be closed and entrances from the internal road would be required. This should be considered in the Traffic Study. Traffic data can be obtained from Dylan Adams at (705) 775-2737 ext. 3205.
- Please contact Dylan prior to initiating a Traffic Study to determine study requirements.
- The Traffic Study will be reviewed by County Public Works staff.

Environmental Impact Study

- The subject property contains a Provincially Significant Wetland (PSW), unevaluated wetlands and floodplain on the property. An Environmental Impact Study (EIS) is required to address these features and their protection and how the layout of the subdivision will be impacted as a result of protective buffers.
- The field work for this study will need to be completed spring of 2018.
- Please contact Bev at ORCA at (705) 745-5791 ext. 213 prior to initiating an EIS to determine study requirements.
- The EIS will be reviewed by ORCA staff.

Hydrogeological Study

- A new hydrogeological study will be required to reflect current standards and to ensure that the quality and quantity of potable water available on site remains sufficient to support 18 lots. The total number of lots may change as a result.
- This study will peer reviewed by the County's peer review consultant. All costs will be borne by the applicant.

Archaeological Study

- Due to the number of lots and the subject property's location to a watercourse an archaeological assessment is required.

Stormwater Management

- The draft approved plan does not appear to have any stormwater management reports or plans completed. If the draft approved plan is redlined, a detailed stormwater management plan is required to be completed to the satisfaction of ORCA and County Public Works. If the draft approved plan is withdrawn and a new plan submitted, a preliminary stormwater plan is required to the satisfaction of ORCA, County Public Works and the Township
- Please contact Bev at ORCA to determine study requirements.
- The Township may also peer review this document. All costs of this review will be borne by the applicant.

It was discussed whether it would make more sense to withdrawal draft plan approval and submit a new subdivision proposal based on the results of updated studies or red-line the plan. From the County's perspective, submitting a new subdivision proposal with up-to-date studies that determine the best layout for the site based on the recommendations in the study may be easier to manoeuvre through the planning approval process, as opposed to working with the existing layout. From our experience, working with a dated draft approved plan has proven to be difficult as new standards and legislation present a number of obstacles and delays.

Fees: A copy of the current Peterborough County Planning Fees schedule is attached with applicable Peterborough County planning fees emphasized (i.e. highlighted or circled). Please note the difference in fees for a revised plan and a new subdivision application. The peer review deposit remains the same. ⊠

Other applicable fees should be confirmed through staff at the local Township, Conservation Authority and/or Peterborough Public Health.

Record Completed By: Caitlin Robinson

▶ Please Note: Personal information contained on this form is collected under the authority of Section 29(2) of the Municipal Freedom of Information and Protection of Privacy Act, R.S.O. 1990, c.M.56 as amended and will be used to assist in the correct processing of the application. If you have any questions about the collection, use or disclosure of this information by the County of Peterborough, please contact the CAO or Clerk, County of Peterborough, 470 Water Street, Peterborough, Ontario K9H 3M3 (705-743-0380).