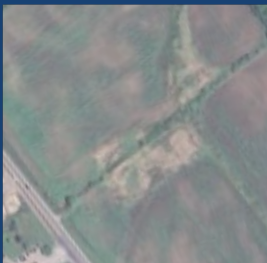
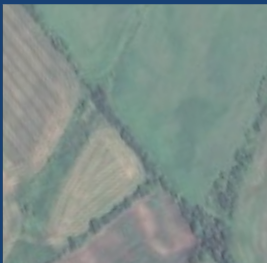
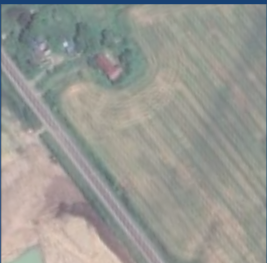


PLANNING RATIONALE REPORT

963 County Road 10, Cavan Monaghan

Prepared For Vagas P Inc.





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TBG Project No.: 20698

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1.0 INTRODUCTION

The Biglieri Group Ltd. (“TBG”) has been retained by Vargas P Inc. (the “Owner”) to prepare planning applications and to obtain municipal approvals required to facilitate a proposed mixed-use subdivision development. The proposed development is located on the lands known municipally as 963 County Road 10, in the Township of Cavan Monaghan (the “Township”) located in the County of Peterborough (the “County”).

This Planning Rationale Report (“PRR”) has been prepared in support of Official Plan Amendment (“OPA”), Zoning By-law Amendment (“ZBA”) and Draft Plan of Subdivision (“DPS”) applications. This Planning Rationale Report, in conjunction with all other supporting materials submitted as part of this application, has evaluated the merits of the proposed development in the context of all applicable provincial and municipal policies. It is TBG’s professional opinion that the proposed development is consistent with the policies of the Provincial Planning Statement (2024) and generally conforms to the Peterborough County Official Plans (1994 & 2022) and the Township of Cavan Monaghan Official Plan (2021). The draft Official Plan Amendment included as Appendix 1 to this report, details the proposed changes in land use designations required to permit the proposed mixed-use subdivision. A Zoning By-law Amendment is also required to allow the proposed development. The draft Zoning By-law Amendment (included in Appendix 2) is aligned with the proposed land use designations in the draft Official Plan Amendment and makes provisions for “Community Commercial” and “Residential” land uses on the subject lands.

This PRR is submitted along with supporting materials identified in the Pre-Application Checklist received on April 28, 2025. The PRR and supporting documentation are also responsive to the discussions that have taken place with municipal and County staff with respect to these planning applications. It is our understanding that the materials provided herein are sufficient to review the applications under Section 22, Section 34 and Section 51 of the Planning Act.

2.0

LOCATION AND SURROUNDINGS

2.1 Subject Site

The subject site is located at the northeast corner of Fallis Line and Country Road 10, extending north Larmer Line. The subject site is municipally known as 963 County Road 10, and legally described as:

FIRSTLY: PART LOT 13 CONCESSION 6 CAVAN AS IN CMR76355, SECONDLY: PART LOT 13 CONCESSION 6 CAVAN AS IN R644777 SUBJECT TO AN EASEMENT AS IN CVNC3112 SUBJECT TO AN EASEMENT AS IN CVNC4452 TOWNSHIP OF CAVAN MONAGHAN

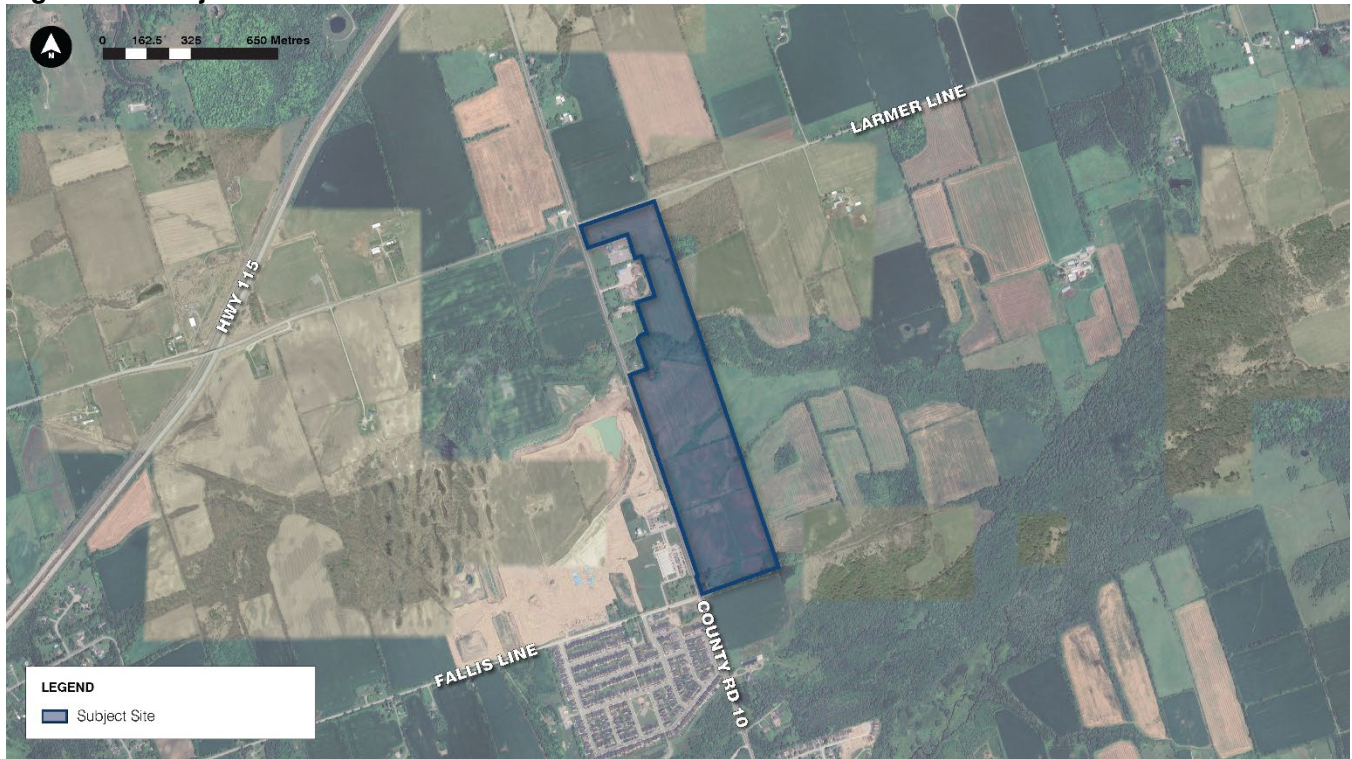
The site has approximately 857 metres of frontage along County Road 10, approximately 291 metres of frontage along an unopened portion of Fallis Line, and approximately 282 metres along Larmer Line. The site has an approximate total lot area of 33.62 hectares. The subject site currently contains agricultural lands that are largely vacant of permanent structure aside from the following: a single-detached dwelling and associated shed structures in the southwest corner of the site, a barn structure in proximity to the neighbouring property at 1069 County Road 10, and two electrical transmission towers close to the northern edge of the lands. Portions of the site are within Otonabee Region Conservation Authority's ("Otonabee Conservation" or "ORCA") Regulated Areas. The site contains natural heritage features, including a watercourse being a Tributary to Baxter Creek; which runs east to west across the site, effectively separating the lands into two developable halves.

The site contains two easements; their associated parties and purposes are summarized in the table below. Given the eventual construction of the proposed public road network and required servicing infrastructure, the nature and necessity of the current easements will be evaluated, and new easements may be required. Details on potential changes to easements will be provided at the detailed design phase.

Table 1 – Easements on the Subject Site

Easement Instrument	Associated Party	Purpose
CVNC3112	The Hydro-Electric Power Commission of Ontario	Easement for the installation and maintenance of two hydroelectric towers and associated infrastructure.
CVNC4452		

Figure 1 – Subject Site Location



2.2 Surrounding Area

The surrounding context of the subject site primarily constitutes a mix of agricultural lands, and low-rise residential and commercial areas, including townhouses, detached units, semi-detached units, and the major highway corridor located to the northwest. The following is a more detailed outline of the mix of uses surrounding the site:

North: The subject site is bounded to the north by Larmer Line which provides east-west connectivity through the Township. The lands to the north of Larmer Line are primarily agricultural in nature with some on-farm residential uses and agricultural structures such as barns. Further north, County Road 10 eventually connects with Highway 115, and provides regional and provincial connections towards the City of Peterborough and the Greater Toronto Area.

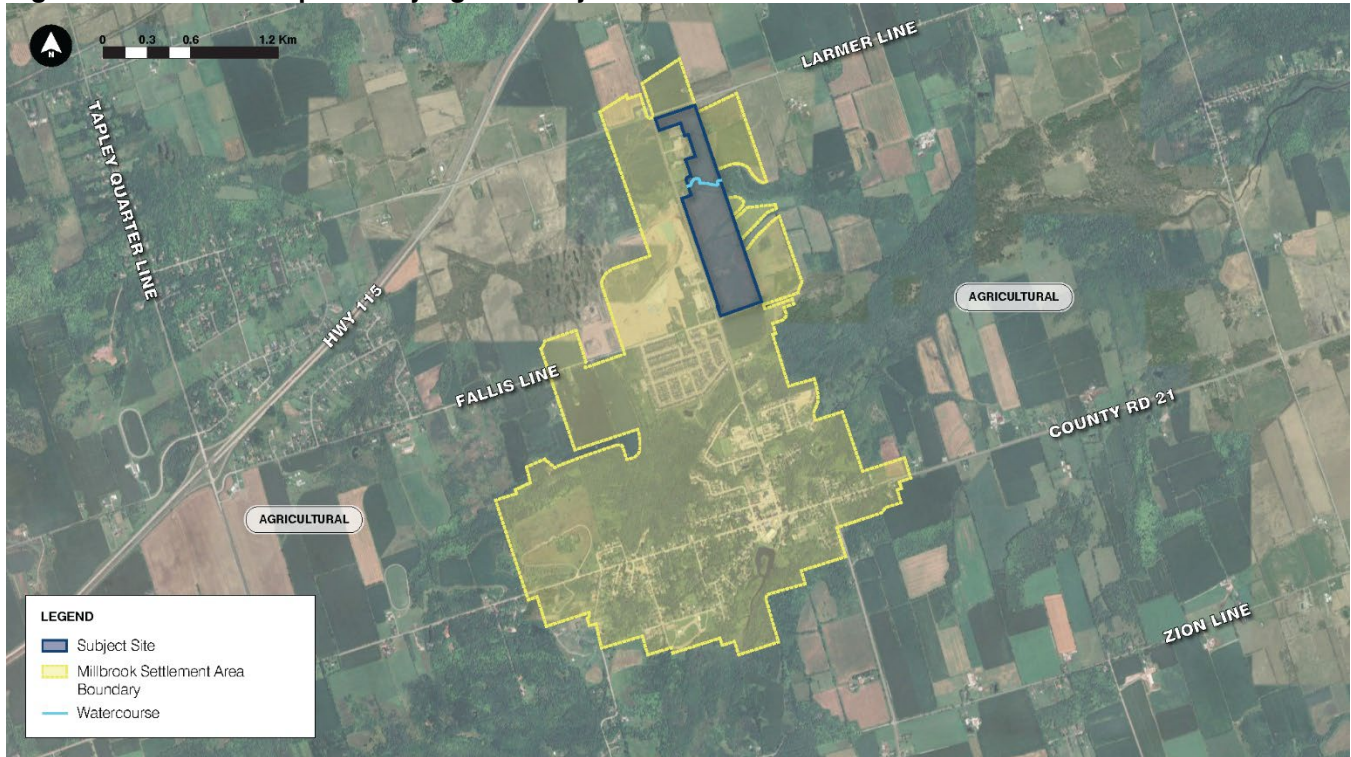
East: East of the subject site is primarily agricultural lands, including natural heritage features within ORCA's Regulated Area.

South: Located southwest of the subject site, at the southwest corner of Fallis Line and County Road 10, there is a residential development consisting of townhouses, semi-detached units, single-detached units, and dedicated parkland. To the south of the property is another planned mixed-use subdivision. Further south is the Village Community Core, the mixed-use core of the Millbrook Settlement Area. The Community Core's residential uses are primarily comprised of single-detached units. Further south is the Millbrook Conservation Area.

West: Directly west of the site, across from County Road 10, are various open space and community uses including the Grace Presbyterian Cemetery, the Cavan Monaghan Community Centre, the Township of Cavan Monaghan Municipal Office, and the planned Township Fire Hall. West of County Road 10 is also the under

construction Towerhill North subdivision. This mixed-use subdivision will include a range of housing options, a school and park uses. Five parcels on the west side of County Road 10 are not included within this proposal. Uses on these properties include single-family residential, commercial, employment, and cemetery.

Figure 2 – Context Map Identifying the Subject Site



2.3 Transportation Network

2.3.1 Road Network

The subject lands are largely bounded by Larmer Line, County Road 10 and the future Fallis Line extension to the north, west and south, respectively. These three thoroughfares will serve the proposed community's vehicular transportation needs and provide local and regional connectivity. As per Schedule A-1 of the New Peterborough County Official Plan (2022), County Road 10 is classified as a collector road, with a right-of-way width between 23 and 26 metres. Fallis Line and Larmer Line are classified as Township Roads, with a right-of-way width of 20 metres.

County Road 10 provides connectivity to the Village of Millbrook to the south, and to Highway 115 to the north. The Highway 115 interchange is located approximately 1.3 kilometres from the northernmost edge of the subject site and provides connections to Peterborough to the east and to the Greater Toronto Area to the west. The proposed subdivision includes an extension of Fallis Line, which will provide westward local connectivity. Larmer Line offers both eastbound and westbound access, connecting the site to a range of local and regional destinations. As such, the existing road network provides accessible local, and regional connections with further connectivity towards Peterborough and the Greater Toronto Area.

Per the Peterborough County 2022 Transportation Master Plan Update, corridor improvements are proposed for County Road 10 between County Road 21 (King Street East) to Fallis Line, to be completed within the next 10 years. Planned upgrades include turning lanes, utility relocation, and traffic control signals.

2.3.2 Transit Network

Located approximately 1.44 kilometres from the northwest corner of the subject site, is a GO Bus transit stop, servicing route 88 to Peterborough and Oshawa. This route provides connections to key destinations such as Trent University, Peterborough's downtown core, and the Oshawa GO train station. This stop also services route 88B to Peterborough and Oshawa, providing connections to Clarington, Bowmanville, and Durham College Oshawa. This GO Bus station is located within a Park and Ride lot, is equipped with two electric vehicle charging stations, accessible parking spaces, and free customer parking within the lot.

2.3.3 Active Transportation Network

There are several connected hiking and cycling networks within Cavan Monaghan and Peterborough County. The County intends, where possible, to continue developing an interconnected system of cycling and walking routes, reinforcing connectivity between major activity and employment nodes throughout the Township.

Millbrook Walking Trail provides connection to five Millbrook Valley Trails, with an entrance located approximately 1.4 kilometres from the southwest corner of the subject site. These walking trails vary in length from 0.6 kilometres to 3 kilometres.

Several cycling routes are accessible throughout the Millbrook region. Route 3 – Hills, View and Pastries 80 offers 77.59 kilometres of cycling routes, providing a loop through Peterborough, Bensfort Bridge, Baileboro, Millbrook, Tapley, and Springville. Route 3A – Hills, Views and Patries 65 offers 64.6 kilometres of cycling routes, providing a loop through Peterborough, Wallace Point, Millbrook, Tapley, and Springville.

Per the County of Peterborough Active Transportation Master Plan, a proposed cycling network will provide an active transportation network within the Millbrook Village and throughout Cavan Monaghan Township. These proposed networks include a fully paved shoulder, with ultimately a multi-use pathway, along County Road 10, extending between Highway 7A and County Road 21 (King Street East), bordering the subject site.

In its current condition, County Road 10 north of Fallis Line has paved shoulders on both sides. The eastern side of County Road 10, south of Fallis Line has a paved shoulder that extends into Millbrook Village. Beginning on the northwest corner of Fallis Line and County Road 10, a paved sidewalk extends along the west side of County Road 10 from the Cavan Monaghan Community Centre south into Millbrook Village, to County Road 21 (King Street East).

2.4 Public Service Facilities

This section lists the existing and planned community facilities and amenities that may support future residents of the proposed community. Generally, the subject site benefits from the growth currently centered at the intersection of County Road 10 and Fallis Line, as well as from the Village of Millbrook to the south. Certain services are not presently available within the Township and future residents may rely on regional services.

Education:

- The subject lands are within the jurisdiction of the Kawartha Pine Ridge District School Board (KPRDSB).
- Millbrook/South Cavan Public School is located approximately 800 metres from the southern boundary of the subject lands.

- Tower Hill North Elementary School (planned) is located approximately 850 metres from the southern boundary of the subject lands.
- Kenner Intermediate School and Collegiate Vocational Institute is located approximately 16 kilometres from the subject lands.
- Future residents may benefit from the range of higher-education institutions in the City of Peterborough including Trent University, Fleming College, Seneca College, and Gates College.

Health and Wellness:

- The Millbrook & District Medical Center is located approximately 1.8 kilometres from the southern boundary of the subject lands.
- Additional health and supportive services including dental and chiropractic services are located in the Village of Millbrook to the south of the property.

Parks and Recreation:

- The Cavan Monaghan Community Centre is located across from the subject lands on the western side of County Road 10, near the intersection of County Road 10 and Fallis line. This community amenity includes indoor and outdoor recreation amenities, with plans for additions to programming in the long-term.
- The Lions Community Centre is located approximately 100 metres from the northern boundary of the subject lands.
- Tower Hill South Park is located approximately 500 metres from the southern boundary of the subject lands.
- Maple Leaf Park is located approximately 2.5 kilometres from the northern boundary of the subject lands.

Community Services:

- The Township of Cavan Monaghan Municipal Offices are located across County Road 10 from the subject lands.
- Police services are provided by the Peterborough Police Service, with a local office located within the Municipal Offices building.
- The new Firehall and Paramedic Base building is located to the immediate north of the Municipal Offices building, being immediately across County Road 10 from the proposed development.

2.5 Review of Impact on Municipal/Other Services

The pre-consultation meeting notes requested that the PRR include a review of impact on municipal/other Services such as fire, waste disposal, school busing, road conditions, etc.

With respect to capital costs, TBG notes that the project will contribute development charges as building permits are issued (or at occupancy, depending on changes to the DC Act). Current posted DC rates for the County, Township, and school boards are as follows:

- Township of Cavan Monaghan:
 - o \$21,383 per single-detached dwelling
 - o \$19,984 per other multiples (including townhouses)
 - o \$6.34 per square foot of non-residential gross floor area
- County of Peterborough:
 - o \$13,948 per single-detached dwelling
 - o \$11,837 per multiple residential dwelling
 - o \$50.42 per square metres of non-residential gross floor area
- Peterborough Victoria Northumberland Clarington Catholic District School Board:
 - o \$524 per dwelling unit

- \$0.14 per square foot of non-residential gross floor area
- Kawartha Pine Ridge District School Board
 - \$1,246 per dwelling unit

The Township Development Charges provide for local services which are external to the development to which a broader benefit is to be derived. Further commentary from the Township's Development Charges Background Study (2022)¹ is provided below:

- Right-of-ways: The DC background study identifies a number of right of way improvements to be constructed due to growth. Further, a depot at the Cavan Works Yard, a tandem dump truck/plow and a rubber tire backhoe have been identified to facilitate the road related needs due to growth.
- Fire: The DC background study identified a new Firehall in Millbrook which began serving the community in March 2025.
- Police: The DC background study identifies additional contract costs over the buildout period and identifies a DC funding provision.
- Parks and Recreation: The DC background study has identified multiple recreational projects to service new and existing development. One such project was the recently constructed Cavan Monaghan Community Centre which would service residents in the new development.
- Library: The DC background study makes provision for additional library space and expansion of collection materials.

The County Development Charges provide for County-wide services, which are external to the proposed community. Further commentary from the County's Development Charges Background Study (2022)² is provided herein. The Background Study details DC related capital programs related to emergency medical services, long-term care, health, waste diversion, development-related studies and highways. Based on the residential and non-residential growth forecasts, the study identifies development charges to maintain the infrastructure associated with these services, as well as to identify investments required to meet project demand, in alignment with projected growth. In determining DCs the Study contemplates fiscal needs related to buildings, land, furnishings, vehicles, equipment, and required studies.

With respect to costs for ongoing service delivery, TBG notes that municipal service delivery is funded through the property tax. The proposed development would represent new residential and commercial property tax contributions, supportive of service delivery. Should the town believe additional study on the potential impact of property taxes generated by the proposed development, specialized consultants could be contracted to perform a comprehensive analysis to this respect.

2.6 Natural Resource Analysis

An aggregate assessment is deemed as not required at this time with regard to the proposed development on the subject lands. No significant aggregate resources have been identified on the subject lands. Regional and Municipal mapping do not identify potential aggregate resources on the subject lands. As such, the site is believed to not contain significant aggregate resources, exempting it from a formal assessment.

With respect to natural environmental risks, the proposed development has been developed with a high regard for the existing watercourse on the subject site. The 30-metre development buffer is in alignment with regulations and best practices and will serve to minimize flooding impacts on the proposed development.

¹ https://www.cavanmonaghan.net/en/build-and-invest/resources/Cavan-Monaghan-Development-Charges-Background-Study-Report_Mar.22022.pdf

² https://www.ptbocounty.ca/en/living/resources/Documents/HEMSON_Peterborough-County-Consolidated-DCBS-June-28-2022.pdf

2.7 Market Analysis/Justification Plan

TBG notes that the Township of Cavan Monaghan prepared a GMS in 2020 and a 2022 Addendum on the matter. The GMS acknowledges that a majority of the projected residential growth in the community are planned within the Millbrook area of the Township. The GMS identifies a projected residential unit shortfall of 1,494 units and commercial shortfall of 1,152 community area jobs through to 2051. The proposed development is responsive to the projected residential and commercial demand in the community, providing for residential units and community area jobs which will serve to reduce the anticipated shortfall of both. Additionally, and with respect to the proposed “Community Commercial” component of the proposal, the GMS identifies a shortfall of 6 hectares of urban commercial land uses. The proposed development meets this proposed shortfall by providing 9.06 hectares of “Community Commercial” uses, 6.06 hectares in addition to the 3 hectares protected via the Township initiated Minister’s Zoning Order.

3.0 PROPOSAL

The proposal seeks to transform the subject site from vacant agricultural lands to a vibrant, mixed-use community, featuring a variety of housing options with supporting commercial, parks, and infrastructure uses.

The proposal includes the creation of 159 lots intended for single-detached residential units, 28 townhouse blocks, and two medium-density blocks, for a total of 483 residential units across unit type and sizes. In addition to the “Residential” blocks, two “Community Commercial” blocks, two natural heritage systems blocks, one stormwater management block, and one park block are being proposed.

The subdivision includes a fine-grained internal road network, consisting of nine rights-of-ways. These roads will provide connectivity through the block structure and towards Fallis Line, Larmer Line and County Road 10. The block and road structure aims to create a system of small and interconnected “Residential” lots and blocks, with high connectivity to the proposed Park and “Community Commercial” blocks. Streets D is planned as a Collector road, with a proposed width of 26 metres. The remaining internal streets are planned as Local roads.

Overall, the proposal will facilitate the creation of 483 new residential units in a mix and range of built forms. The unit type mix is as follows, 159 single-detached units, 148 townhouse units, and 176 medium-density units. All single-detached and townhouse units will be a maximum of three-storeys tall. The medium-density units have been modelled as three- and four-storeys apartment blocks, containing a range of unit types and sizes. The final form of these blocks will be determined via future Site Plan Control applications.

A Draft Plan of Subdivision (“DPS”) and Conceptual Site Plans (“CSPs”) for the Medium Density Blocks have been submitted with the applications which demonstrates the proposed block structure. In addition, a Phasing Plan has been included with this submission to illustrate the proposed phasing approach to the site. Phase 1 refers to Block 189 on the Draft Plan of Subdivision, or the southernmost “Community Commercial” block. This initial phase will deliver Street B in its entirety and the portion of Street D that borders Block 189 to the north. Block 189 has an area of 6.52 hectares and may deliver up to 10,708 square metres of commercial gross floor area. This initial phase is aligned with Township’s desire to frontload commercial development on the subject lands to meet the existing and projected demands. Additionally, the Township has indicated that existing servicing capacity exists to service the Phase 1 commercial lands. Phase 2 will deliver the remaining portions of the DPS, including the entire “Residential” component, the park block, the remaining commercial and the remaining internal roads. The development of the “Residential” portions of Phase 2 will be contingent on sufficient servicing capacity being allocated to service the residential units.

With regards to parks and open space, Block 190 has an area of 1.93 hectares, and is proposed as parkland dedication in complete satisfaction of the parkland requirements of the *Planning Act*. This block is located at the northern end of the subject site, fronting County Road 10, Larmer Line, and proposed Street A. The ultimate programming of the park may include a range of active and passive recreation installations. With respect to “Natural Heritage” land uses, two Natural Heritage System blocks (Blocks 192 and 193), having areas of 1.64 and 0.31 hectares respectively, are proposed. These blocks are expected to be retained in their current state, protecting existing natural heritage features and ecosystem services. It is expected that these blocks will be transferred to Township ownership.

4.0 APPLICATION HISTORY & REQUIRED APPROVALS

4.1 Application History

4.1.1 Minister's Zoning Order ("MZO")

On April 1, 2022, the Minister of Municipal Affairs and Housing filed a Zoning Order, made pursuant to clause 47(1)(a) of the Planning Act with the Registrar of Regulations as Ontario Regulation 250/22 ("O.Reg. 250/22"). This Minister's Zoning Order ("MZO") was requested by the Township of Cavan Monaghan. O.Reg. 250/22 applies to four properties, including a portion of the subject lands. The southern portion of Block 189, as per the Draft Plan of Subdivision, is subject to this MZO and the associated Ontario Regulation. O.Reg. 250/22 has the effect of applying the "Commercial/Mixed Use Zone" label to a portion of Block 189. The new zone label permits all uses in the Community Commercial (C5) zone in the Township of Cavan Monaghan's Zoning By-law 2018-58 and introduces multiple new commercial and residential mixed-use permissions. Additionally, the O.Reg. introduces zoning provisions to guide development.

4.2 Required Approvals

This Planning Rationale Report is being submitted in support of the required Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision, as discussed in the below sections.

4.2.1 Official Plan Amendment Application

An Official Plan Amendment ("OPA") application is required to permit the proposed development on the subject lands. The Township of Cavan Monaghan Official Plan (2013) designates the majority of the subject lands as "Urban Employment Areas". A smaller proportion of the lands fronting onto the future Fallis Line extension are designated as "Community Commercial". Two distinct portions of the subject lands are identified as being with the Natural Heritage System; the "Natural Core Areas" and "Natural Linkage Areas" designations identify these sections. The draft OPA seeks to redesignate the subject lands to accommodate a mix of land use designations including "Community Commercial", "Residential", "Parks & Open Space", "Natural Core Area" and "Natural Linkage Areas". The OPA aligns with the Township's Growth Management Strategy ("GMS"). Through the GMS, the Township has demonstrated that resignation of the lands to "Community Commercial" and "Residential" is desirable; that these lands may support the organized growth of the existing community area; and that sufficient lands exist in proximity to the settlement area boundary to meet future Employment Area demands. As part of the OPA, the "Community Commercial" designation has been increased in area (to align with the GMS), to provide a greater degree of jobs, goods, and services to the growing community of Millbrook. The proposed "Community Commercial" designation has also been redesigned, now fronting on County Road 10. The "Natural Core Area" and "Natural Linkage Areas" designations associated with the Baxter Creek tributary running east-west through the middle of the site have been retained and reconfigured to ensure the preservation of key ecological features on their buffers. Lastly, a smaller section of the "Natural Linkage Areas" designation

is being proposed to be redesignated to “Residential” and “Community Commercial” designations. This “Natural Linkage Areas” has been identified as a headwater drainage feature. The EIS and FSR will identify mitigation strategies to permit development while maintaining the drainage function towards the lands to the east, thereby warranting the removal of the headwater drainage features.

The draft Official Plan Amendment, included as Appendix 1 to this report, includes a proposed land use designation Schedule which displays the aforementioned mapping changes. In addition to mapping-related changes policy changes are being proposed to both the “Residential” and “Community Commercial” related chapters. These changes are intended to permit medium-density developments up to 4-storeys, low-density residential development up to 3-storeys, and to introduce new commercial uses in the “Community Commercial” designation.

4.2.2 Zoning By-law Amendment Application

A Zoning By-law Amendment (“ZBA”) application is required to permit the proposed development of the subject lands. The Township of Cavan Monaghan’s Zoning By-law 2018-58 zones the subject lands in accordance with the existing Official Plan designations. In-effect zoning reflects the existing “Urban Employment Area”, “Community Commercial” and “Natural Linkage Areas” land use designations. The draft ZBA introduces a new special exception to the “Community Commercial” zone (C5-XX) that applies to both “Community Commercial” blocks. The southern portion of the C5-XX zone would be delivered during the first phase of development, and the northern portion would be part of the second phase of the proposed development. The provisions of the C5-XX zone mimic the provisions of O.Reg. 250/22 to provide for seamless integration and interpretation across the entirety of Block 189.

Additionally, the draft ZBA introduces a new special exception to the Urban Residential Two zone (UR2-XX-HXX). The proposed UR2-XX-HXX zone is entirely located within the second phase of development. A holding provision has been applied to the special exception UR2 zone to ensure that residential development only occurs at a time when sufficient municipal servicing capacity becomes available. The proposed UR2-XX-HXX provisions mimic the provisions of the Community Zone of O.Reg. 250/22 as discussed in section 4.1.1. In this way, the proposed UR2-XX-HXX zones are aligned with the permissions afforded to nearby communities to the south and southwest of the subject lands.

The draft Zoning By-law Amendment, included as Appendix 2 to this report, details the proposed zoning map and related provision changes.

4.2.3 Draft Plan Subdivision Application

As the draft OPA and ZBA applications define the land use designations and zoning provisions that would permit the proposed development on the subject lands, a Draft Plan of Subdivision (“DPS”) application is required to create the fine-grained lot, block and road pattern on the subject lands. The DPS, included as Appendix 3 to this Planning Rationale Report, outlines the development vision for the subject lands as a whole. The block pattern in the proposed “Residential” designation (proposed UR2-XX-HXX zone) defines the type and location of the various residential products being proposed. A total 159 lots have been drafted for single detached residential units and 18 townhouse blocks are proposed to yield 148 townhouse units, ranging from three to seven units per block. Two medium-density blocks are expected to yield 176 medium-density dwellings. These have been modelled as 3- and 4-storeys apartment buildings, but the exact built form of these blocks will be determined via future Site Plan Control applications. In addition to residential blocks, the following blocks are also proposed in the DPS:

- 2 Commercial blocks;
- 2 Natural Heritage System blocks;
- 1 Park block;
- 1 Stormwater Management block; and,

- 9 roads.

4.2.4 Phase 1 Site Plan Control Application – Block 189

Block 189, the southernmost Commercial block, along with portions of the proposed internal road network, comprise the first phase of the proposed development. A Site Plan Control application is required to permit the proposed commercial development on this block. This application will be submitted under separate cover following this OPA, ZBA and DPS application package. The Site Plan Control application will be developed in alignment with the provisions of the proposed C5-XX zone, will meet all applicable provincial requirements, and will include supporting documentation to illustrate the proposed uses, built form, access, landscaping, lighting, servicing, etc.

4.2.5 Future Site Plan Control Applications

As the proposed development moves towards the second phase of development, additional Site Plan Control applications will be required to permit the development of the northern commercial block (Block 188) and the medium-density blocks (Blocks 186 and 187). These applications will be developed in alignment with the proposed C5-XX and UR2-XX-HXX zone provisions and any required variances from the in-effect zoning will be dealt via minor variance applications. These site plan applications will meet provincial requirements and provide all the necessary documentation to support the Township in its decision making.

5.0 POLICY CONTEXT

The sections below analyze the proposal for consistency with the policies of the *Planning Act*, Provincial Planning Statement (2024) and conformity to the policies of the County of Peterborough Official Plan (1994 and 2022). The applicable policies of the Township of Cavan Monaghan Official Plan (2013) are also evaluated and it is demonstrated how the proposed amendments meet the overall intent of the Official Plan and the Growth Management Strategy of the Township.

5.1 Planning Act

The *Planning Act* governs land use planning in the province of Ontario. It sets out the rules and processes for how land can be developed, divided, and used, and how municipalities make decisions related to zoning, official plans, subdivisions, and site plan control. Planning decisions must have regard for matters of provincial interest, as outlined below.

Provincial interest

2 The Minister, the council of a municipality, a local board, a planning board and the Tribunal, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as,

- (a) the protection of ecological systems, including natural areas, features and functions;*
- (b) the protection of the agricultural resources of the Province;*
- (c) the conservation and management of natural resources and the mineral resource base;*
- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;*
- (e) the supply, efficient use and conservation of energy and water;*
- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;*
- (g) the minimization of waste;*
- (h) the orderly development of safe and healthy communities;*
- (j) the adequate provision of a full range of housing, including affordable housing;*
- (k) the adequate provision of employment opportunities;*
- (l) the protection of the financial and economic well-being of the Province and its municipalities;*
- (n) the resolution of planning conflicts involving public and private interests;*

- (o) *the protection of public health and safety;*
- (p) *the appropriate location of growth and development;*
- (r) *the promotion of built form that,*
 - (i) *is well-designed,*
 - (ii) *encourages a sense of place, and*
 - (iii) *provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;*

The proposed development responds to the provincial interests, cited above, from section 2 of the *Planning Act*. Firstly, the proposal has been designed to minimize impacts on natural heritage features, by planning for appropriate buffers between significant natural heritage and proposed new sensitive uses. On-site environmental interventions, including the stormwater management pond will serve to limit the impact of development on nearby environmental features. Given that the subject lands have been identified as being within the Settlement Area, their conversion from agricultural to urban uses has limited impact on the overall agricultural system within the County as confirmed by the Agricultural Impact Assessment ("AIA") provided by Clark Consulting and submitted under separate cover. The project team has worked to study the archaeological potential of the subject lands; no significant cultural or historical resources have been found on the lands. While a barn on the subject lands has been identified by the Township for its heritage potential, the structure is in poor condition since being surveyed in 2012 and does not warrant preservation. The subject lands represent an appropriate location for growth and development as they have been identified as part of the settlement area and are in proximity to a range of existing municipal services. Additionally, the proposal leverages existing and planned municipal infrastructure. The proposal will be connected to existing or approved municipal servicing networks thus minimizing impacts on the local environment. The proposed development phasing will be aligned with the availability of servicing infrastructure, indicating a responsible use of existing and future local investments. The mix of uses and residential products is expected to provide short and long-term employment opportunities and economic activity, while delivering a range of housing options which may accommodate a wide subsection of the community. The project team is committed to delivering a well-designed project with an emphasis on sense of place, safety, accessibility and vibrancy. The interconnected road network, park block, natural heritage retention and mix of uses will all contribute to an attractive mixed-use community on the subject site. Details of the design intention are expected to be refined throughout the detailed design process as well as through future Site Plan Control applications.

The proposed development contemplates the establishment of a plan of subdivision for the subject lands. As such, the applicable criteria under Section 51 (24) of the *Planning Act* are evaluated below:

Criteria

51 (24) In considering a draft plan of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to,

- (a) *the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;*
- (b) *whether the proposed subdivision is premature or in the public interest;*
- (c) *whether the plan conforms to the official plan and adjacent plans of subdivision, if any;*

- (d) the suitability of the land for the purposes for which it is to be subdivided;*
- (d.1) if any affordable housing units are being proposed, the suitability of the proposed units for affordable housing;*
- (e) the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;*
- (f) the dimensions and shapes of the proposed lots;*
- (g) the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;*
- (h) conservation of natural resources and flood control;*
- (i) the adequacy of utilities and municipal services;*
- (j) the adequacy of school sites;*
- (k) the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;*
- (l) the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy; and*
- (m) the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act or subsection 114 (2) of the City of Toronto Act, 2006. 1994, c. 23, s. 30; 2001, c. 32, s. 31 (2); 2006, c. 23, s. 22 (3, 4); 2016, c. 25, Sched. 4, s. 8 (2).*

The proposed subdivision has been designed in accordance with Section 51 (24) of the *Planning Act*. The proposed subdivision is in alignment with public interests as it represents a mixed-use approach to developing a greenfield parcel of land within the urban settlement area boundary. The plan of subdivision has been drafted to include a range of housing options, with the shapes of lots being designed to appropriately accommodate housing products including single family homes, townhouses and medium density units. Townhouse blocks have been strategically located in proximity of the commercial blocks, with a transition to the single-detached lots. Consideration has been given to the relationship between the proposed subdivision and the medium density blocks which will require future site plan control applications. The existing watercourse on the subject lands is planned to remain largely undisturbed, with appropriate buffering between mapped natural features and development. A plan to service the subject lands is outlined within the Functional Servicing Report prepared by Valdor Engineering Inc. The water distribution system within the subdivision will consist of watermains ranging in diameter from 150 mm to 250 mm, which will be connected to the existing trunk watermains. The site will be serviced by an extension of a trunk sewer, pumping station and local sanitary system consisting of 200 mm diameter sewers. It is understood that allocation is available for the Phase 1 commercial block, with allocation to follow for Phase 2 following planned municipal improvements. The project team expects to optimize and conserve the existing supply of energy, cooperating with energy suppliers throughout the planning and development process. The lands have been demonstrated as suitable for development by means of multiple reports including a hydrogeological assessment, a geotechnical study, a Natural Environment Constraints Letter ("NECL") (and a forthcoming Environmental Impact Study), a transportation impact study and a functional servicing and stormwater management report, among others. These reports and their findings are referred to throughout the planning rationale, summarized in section 6.0 and included as part of the submission package.

As such, the proposed development and applications have appropriate regard for the applicable sections of the *Planning Act*.

5.2 Provincial Planning Statement (2024)

The Provincial Planning Statement (2024) (“PPS”) is a streamlined provincial policy framework that guides land use planning decisions in Ontario. The PPS was issued under Section 3 of the *Planning Act* and was approved by the Lieutenant Governor in Council. It came into effect on October 20th, 2024. As outlined in the introductory section of the PPS, the policy document envisions among other things, that the Province increase its housing supply through a range and mix of housing options and support creation of complete communities. The following policies apply to the proposed development:

Chapter 2 Building Homes, Sustaining Strong and Competitive Communities

2.1 Planning for People and Homes

4. 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 lands which are designated and available for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.

6. Planning authorities should support the achievement of complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, longterm care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

This proposal is supportive of Cavan Monaghan’s projected residential growth over the long term, by planning for and protecting a large portion of the settlement area for future growth, in proximity to the existing Millbrook Village. The proposed development proposes a range of housing types including single detached homes, townhouses, and medium-density apartments. In this way, the proposal provides a range of housing options, which may support various population groups looking to settle in the Township of Cavan Monaghan. The proposed development takes a mixed-use approach to planning for the subject lands providing for an appropriate range of land use designations including “Community Commercial”, “Residential”, “Parks & Open Space” and “Natural Core Areas” and “Natural Linkage Areas”. The public realm will be designed in accordance with all relevant accessibility policies and best practices, allowing for convenient access for individuals with all levels of mobility and allowing for active societal participation for all future residents. The significant contribution of housing on the subject lands may allow for units at a range of prices accommodating users from different income brackets.

2.2 Housing

1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;*
- b) permitting and facilitating:*
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and*
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and*

The proposal is aligned with the above cited policies in that it provides for a range of housing options and densities to meet the needs of current and future residents. The proposal calls for a range of single detached homes, townhouses and apartment dwellings, responding to anticipated market demand. While no affordable housing is planned as part of this proposal, it may be the case that a substantial contribution to housing supply, such as the one being proposed, may overtime apply downward pressure to local demands and subsequently impact housing prices in the Township.

2.3 Settlement Areas and Settlement Area Boundary Expansions

2.3.1 General Policies for Settlement Areas

- 1. Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.*
- 2. Land use patterns within settlement areas should be based on densities and a mix of land uses which:*
 - a) efficiently use land and resources;*
 - b) optimize existing and planned infrastructure and public service facilities;*
 - c) support active transportation;*
 - d) are transit-supportive, as appropriate; and*
 - e) are freight-supportive.*
- 3. Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.*
- 6. Planning authorities should establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligns with the timely provision of the infrastructure and public service facilities.*

The subject lands are within the Millbrook settlement area. As such, the proposed aligns with the above policies by focusing growth and development within settlement areas. The proposal takes a mixed-use and mixed density approach to planning for development. This represents a more efficient use of land in the settlement area, by providing a wider range of housing typologies and uses on the land. The proximity of residential and commercial uses and the proposed fine grain street network will serve to encourage active transportation between uses, supporting creation of a complete community. Additionally, this approach will maximize the use of existing servicing capacity while delivering residential units in proximity to existing community services along County Road 10. The project team is committed to developing this project in alignment with existing and planned servicing capacities. The proposed phasing approach leverages existing servicing allocation to first deliver commercial space, in alignment with Township priorities. A second phase of development will be constructed at a time when sufficient municipal servicing capacity becomes available for the proposed residential uses.

2.8 Employment

2.8.1 Supporting a Modern Economy

1. Planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
- b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*
- c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;*
- d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and*
- e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.*

The proposal calls for 9.06 hectares of “Community Commercial” lands, comprised of two commercial blocks. A range of community focused businesses including supermarkets, pharmacies, restaurants and professional services are expected to be located within these blocks. These businesses are anticipated to support the modern economy of the Township, by introducing new and diverse employment opportunities to the community. Additionally, the commercial blocks have been strategically located along County Road 10, in proximity to existing community services and future “Residential” blocks to the east. In addition, businesses will benefit from high visibility from the main throughfare. As such, the proposed “Community Commercial” blocks will support creation of a complete community, as essential goods and services will be in proximity to “Residential” uses. Given the nature of the proposed community “Community Commercial”, it is anticipated that there will be minimal incompatibilities between land uses. Any incompatibilities will be addressed via landscape treatments, screening and setbacks, and refined through the commercial site planning process.

2.8.2 Employment Areas

5. Planning authorities may remove lands from employment areas only where it has been demonstrated that:

- a) there is an identified need for the removal and the land is not required for employment area uses over the long term;*
- b) the proposed uses would not negatively impact the overall viability of the employment area by: 1. avoiding, or where avoidance is not possible, minimizing and mitigating potential impacts to existing or planned employment area uses in accordance with policy 3.5; 2. maintaining access to major goods movement facilities and corridors;*
- c) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses; and*
- d) the municipality has sufficient employment lands to accommodate projected employment growth to the horizon of the approved official plan.*

The proposal calls for the redesignation of approximately 21 hectares of land from “Urban Employment Area” to “Residential” and “Community Commercial” areas in alignment with the Township of Cavan Monaghan Growth Management Strategy Final Addendum Report (2022) (“GMS”) as discussed in section 5.8. The GMS explores the potential conversion of the subject lands from employment to community uses against the employment conversion policies contained in the Provincial Policy Statement (2020). The GMS recommends that the subject lands be converted, as means to partially meet the demands for additional community use lands in Millbrook. The report suggests that the conversion will allow for a contiguous urban structure, as the lands to the south and west of the subject lands have been designated for community uses, reducing incompatibility between lands designated for employment and community uses. The GMS further identifies settlement area boundary expansion areas for future employment area uses, in proximity to transportation and

highway corridors. The GMS provides rationale in addressing the above criteria for removing lands from employment areas, under the Provincial Planning Statement, the policy document that replaces the Provincial Policy Statement (2020). Firstly, the GMS demonstrates that the subject lands are not required to meet future employment needs and identifies additional employment lands for future urban expansion, located in more appropriate areas in greater proximity to major transportation corridors. Secondly, the conversion would not negatively impact the wider employment area as the subject lands and surrounding parcels remain largely undeveloped or agricultural in nature. As such, there is no existing employment node that would be disturbed by this redesignation. Finally, according to the GMS, the municipality has demonstrated that there are various options for relocating employment area growth, meeting the Township's projected employment needs through to 2051.

2.9 Energy Conservation, Air Quality and Climate Change

1. Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:

- a) support the achievement of compact, transit-supportive, and complete communities;*
- b) incorporate climate change considerations in planning for and the development of infrastructure, including stormwater management systems, and public service facilities;*
- c) support energy conservation and efficiency;*
- d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality; and*
- e) take into consideration any additional approaches that help reduce greenhouse gas emissions and build community resilience to the impacts of a changing climate.*

The proposal is supportive of the above policies in that the proposal contemplates a complete community, mixed-use, and mixed density approach on the subject lands. The mix of densities and unit types allows for a more compact community, maximizing the use of land and resources to deliver more dwellings on the subject lands. The mix of uses will encourage future residents to access goods and services on the proposed "Community Commercial" lands by modes of active transportation, thus reducing the use of personal vehicles. The inclusion of a stormwater management pond represents an investment in the community's resilience. Open space and natural heritage system blocks serve to protect natural features and introduce new green spaces to the community. Additional environmentally friendly features such as lighting and landscaping, among others, are to be refined during the detailed design and site planning processes. The team is committed to meeting all applicable environmental requirements during the detailed design phase and future Site Plan Control applications.

Chapter 3: Infrastructure and Facilities

3.1 General Policies for Infrastructure and Public Service Facilities

1. Infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs.

Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they:

- a) are financially viable over their life cycle, which may be demonstrated through asset management planning;*
- b) leverage the capacity of development proponents, where appropriate; and*
- c) are available to meet current and projected needs.*

2. Before consideration is given to developing new infrastructure and public service facilities: a) the use of existing infrastructure and public service facilities should be optimized; and b) opportunities for adaptive re-use should be considered, wherever feasible.

3. Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services, and to ensure the protection of public health and safety in accordance with the policies in Chapter 5: Protecting Public Health and Safety.

The proposal will be developed in alignment with municipal investments in infrastructure. The team has worked collaboratively with municipal staff to understand existing and planned servicing capacity. The proposed development will be phased in order to remain within servicing capacity limits. TBG understands that servicing capacity current exists to accommodate the first phase of commercial development. The second phase of residential development will only proceed as capacity is expanded in accordance with the Townships Water and Wastewater Master Servicing Plan. The proposal therefore supports the Townships efforts to optimize existing infrastructure. The Site is located in proximity to existing community uses including the municipal offices building and the community centre. A new school is proposed as part of the Tower Hill North subdivision to the west of the subject lands, which may accommodate the anticipated pupil yield from this proposed development. The project team expects to receive comments from local school board(s) and will work with stakeholders to better understand pupil yields and capacities, as well as to address any relevant concerns.

3.2 Transportation Systems

- 1. Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, are appropriate to address projected needs, and support the use of zero-and low-emission vehicles.*
- 2. Efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.*
- 3. As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be planned for, maintained and, where possible, improved, including connections which cross jurisdictional boundaries.*

The proposal protects for existing and planned major thoroughfares along the south, west and northern edges of the site; Fallis Line, County Road 10 and Larmer Line respectively. Road widenings proposed along Larmer Line and County Road 10 serve to protect these corridors to facilitate the movement of people and goods. The internal circulation system has been designed in a grid-like pattern, providing for connectivity across the site and towards major thoroughfares. Where appropriate, the internal road network will include sidewalks and walkways to encourage future residents to walk and bike to nearby destinations. Sidewalk locations are shown in the FSR prepared by Valdor.

3.3 Transportation and Infrastructure Corridors

- 1. Planning authorities shall plan for and protect corridors and rights-of-way for infrastructure, including transportation, transit, and electricity generation facilities and transmission systems to meet current and projected needs.*
- 2. Major goods movement facilities and corridors shall be protected for the long term.*
- 3. Planning authorities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified.*

New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, or where avoidance is not possible, minimize and mitigate negative impacts on and adverse effects from the corridor and transportation facilities.

5. The co-location of linear infrastructure should be promoted, where appropriate.

As discussed, the proposal protects existing and planned major transportation corridors on the periphery of the subject lands by providing road widenings. The existing electrical corridor on the northern portion of the site will not be impacted by the proposed development. A “Parks & Open Space” designation on this portion of the site will preclude incompatible development in the hydroelectric corridor, co-locating recreational activities along the corridor. The future park design will be coordinated with all relevant stakeholders to create a space that is accessible to all residents, while protecting the corridor. The future park design will be in the purview of the Township.

3.6 Sewage, Water and Stormwater

1. Planning for sewage and water services shall:

- a) accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services and existing private communal sewage services and private communal water services;*
- b) ensure that these services are provided in a manner that:*
 - 1. can be sustained by the water resources upon which such services rely;*
 - 2. is feasible and financially viable over their life cycle;*
 - 3. protects human health and safety, and the natural environment, including the quality and quantity of water; and*
 - 4. aligns with comprehensive municipal planning for these services, where applicable.*
- c) promote water and energy conservation and efficiency;*
- d) integrate servicing and land use considerations at all stages of the planning process;*
- e) consider opportunities to allocate, and re-allocate if necessary, the unused system capacity of municipal water services and municipal sewage services to support efficient use of these services to meet current and projected needs for increased housing supply; and*
- f) be in accordance with the servicing options outlined through policies 3.6.2, 3.6.3, 3.6.4 and 3.6.5.*

2. Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. For clarity, municipal sewage services and municipal water services include both centralized servicing systems and decentralized servicing systems.

7. Planning authorities may allow lot creation where there is confirmation of sufficient reserve sewage system capacity and reserve water system capacity.

8. Planning for stormwater management shall:

- a) be integrated with planning for sewage and water services and ensure that systems are optimized, retrofitted as appropriate, feasible and financially viable over their full life cycle;*
- b) minimize, or, where possible, prevent or reduce increases in stormwater volumes and contaminant loads;*
- c) minimize erosion and changes in water balance including through 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;*
- f) promote best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development; and*
- g) align with any comprehensive municipal plans for stormwater management that consider cumulative impacts of stormwater from development on a watershed scale.*

The proposal is planned to be fully integrated with existing and planned centralized municipal servicing infrastructure, minimizing impacts on the natural environment and potential risks to health and safety. Existing servicing capacity has been determined to be sufficient to service the proposed first phase of development,

consisting of one commercial block. The second, mixed-use phase of development will be built as new servicing capacity becomes available. The Township has conducted a Water and Wastewater Master Servicing Plan which outlines potential interventions to develop capacity to service the growing community through to 2051. The project team is committed to engaging actively with the Township in order to better understand the preferred servicing alternatives and the timelines for their roll-out. Stormwater is planned to be managed on-site via the stormwater management block which will limit the impact of storm events on the natural heritage features of the site. Additionally, the gradual release of stormwater runoff will minimize impacts on municipal infrastructure. According to the Functional Servicing Report, prepared by Valdor, a 250mm diameter watermain exists on Fallis Line, on the east side of County Road 10. A connection point is available to the 250mm watermain, which will facilitate the development of a local water distribution system throughout the proposed road on the subject lands. Concerning wastewater, a 450mm sanitary trunk will be constructed within the future Vargas SE subdivision and extended northerly to service the subject lands. A local sanitary sewer system will be constructed along the proposed roads to provide service to the proposed dwellings. Concerning storm drainage, the subject lands will be serviced by a minor system comprised of municipal storm sewers sized for a 5-year storm event and outlet to the proposed SWM facility. The major system will be comprised of an overload flow route which will convey runoff from rainfall events to the SWM facility. The SWM facility being proposed will service the entirety of the subject lands, which will provide Enhanced water quality treatment.

3.7 Waste Management

- 1. Waste management systems need to be planned for and provided that are of an appropriate size, type, and location to accommodate present and future requirements, and facilitate integrated waste management.*

The proposal will be developed to be compliant with all waste management practices. The team will work collaboratively with the municipality to design waste management and collection strategies that meet the needs and capabilities of the County and Township.

3.9 Public Spaces, Recreation, Parks, Trails and Open Space

- 1. Healthy, active, and inclusive communities should be promoted by:*
 - a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate active transportation and community connectivity;*
 - b) planning and providing for the needs of persons of all ages and abilities in the distribution of a full range of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;*
 - d) recognizing provincial parks, conservation reserves, and other protected areas, and minimizing negative impacts on these areas.*

The proposal is supportive of healthy communities in the following ways. Firstly, the rights-of-way across the planned subdivision will include pedestrian facilities which will be designed to municipal standards, to provide for safe and convenient walking facilities for all users. Additionally, a 1.93-hectare block is being proposed for park and open space uses. This block will be highly visible from County Road 10 and Larmer Line and will be accessible to all members of the community. Detailed park design may include a range of active and passive recreational installations appropriate for various age groups. Finally, the existing natural heritage lands have been integrated into the proposal with required buffers applied to protect significant natural features from the impact of development per the Natural Environment Constraints Letter prepared by GHD.

Chapter 4: Wise Use and Management of Resources

4.1 Natural Heritage

- 1. Natural features and areas shall be protected for the long term.*

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.

4. Development and site alteration shall not be permitted in:
a) significant wetlands in Ecoregions 5E, 6E and 7E1; and

5. Development and site alteration shall not be permitted in:
b) significant woodlands in Ecoregions 6E and 7E (excluding islands in Lake Huron and the St. Marys River)1;
c) significant valleylands in Ecoregions 6E and 7E (excluding islands in Lake Huron and the St. Marys River)1;
d) significant wildlife habitat;
e) significant areas of natural and scientific interest; and

Unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions.

6. Development and site alteration shall not be permitted in fish habitat except in accordance with provincial and federal requirements.

7. Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.

8. Development and site alteration shall not be permitted on adjacent lands to the natural heritage features and areas identified in policies 4.1.4, 4.1.5, and 4.1.6 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.

The project team completed a Natural Environment Constraints Letter discussed in greater detail in section 7.1 and included as part of this submission. The NECL identified the following natural features on the subject site: watercourse, wetland, and significant woodland. These features are all respected by a 30 metre vegetated buffers in accordance with the PPS. All development is located within the development limit which is demonstrated within the enclosed Draft Plan of Subdivision. In addition to the permanently flowing watercourse, two tributaries are assessed as Headwater Drainage Features. Based on the mapping, Headwater Feature 1 (“HDF1”) originates within the site, and HDF2 originates south of the site, and generally flows in an easterly direction, eventually discharging into the Baxter Creek tributary east of the property boundaries. The HDFs are classified as swale features that provide seasonal indirect fish habitat downstream. Given the nature of the HDFs, the project team has proposed to remove these features. The function of these features will be maintained through the provision of low impact development strategies that will convey flows downstream to Baxter Creek tributary. For more information on the natural heritage features on site, please see the enclosed NECL (to be augmented by an Environmental Impact Study at a later date).

4.2 Water

1. Planning authorities shall protect, improve or restore the quality and quantity of water by:
a) using the watershed as the ecologically meaningful scale for integrated and long-term planning, which can be a foundation for considering cumulative impacts of development;
b) minimizing potential negative impacts, including cross-jurisdictional and crosswatershed impacts;
c) identifying water resource systems;

- d) *maintaining linkages and functions of water resource systems;*
- e) *implementing necessary restrictions on development and site alteration to:*
 - 1. *protect all municipal drinking water supplies and designated vulnerable areas; and*
 - 2. *protect, improve or restore vulnerable surface and ground water, and their hydrologic functions;*
- f) *planning for efficient and sustainable use of water resources, through practices for water conservation and sustaining water quality; and*

2. Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored, which may require mitigative measures and/or alternative development approaches.

The proposal takes a proactive approach to preserving the existing watercourse, being the east-west creek that runs through the centre of the site. Small wetland features have been identified in proximity to the watercourse. This area has been identified as having natural heritage value by the municipality. As such, the proposal retains the natural heritage block and protects the general area by applying 30 metres significant woodland, wetland and watercourse setbacks. All new development is to occur beyond the provided buffers, thereby limiting any negative impact on the hydrologic functions of these water features. The right-of-way crossing the natural heritage feature will be designed to mitigate impact and compensate for any losses to the natural heritage features on the site. The proposal is expected to have no impact on drinking water, as it is away from any source protection zones. Two additional natural heritage features are identified by the Township. The Natural Environment Constraints Letter identifies these as a headwater drainage features, providing eastward drainage. This proposal suggests the redesignation of this headwater drainage feature to accommodate the development of the proposed mixed-use community. The eastward drainage function of this natural feature will be maintained, as future detailed design of Phase 2 will yield a certain degree of drainage towards the east, in alignment with the headwater drainage feature. This is further explained and explored in the FSR prepared by Valdor.

4.6 Cultural Heritage and Archaeology

- 1. Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved.*
- 2. Planning authorities shall not permit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless the significant archaeological resources have been conserved.*
- 3. Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.*

No heritage properties have been designated on the subject lands. One heritage resource, a barn on the property, has been identified as having potential heritage value. The barn was identified as part of the Township's Cultural Resource Mapping Project in 2011 and was deemed to be in poor condition. The barn remains in this condition, making its retention and preservation challenging. As such the barn structure will not be retained as part of this proposal. The project team undertook Stage 1 and 2 Archaeological Assessments on the subject lands. One report assessed the northern portion of the site, while another was commissioned for the southern portion. The reports did not identify any features of significance for preservation. The reports indicate that no further archaeological study is required on the subject lands.

Chapter 5: Protecting Public Health and Safety

5.1 General Policies for Natural and Human-Made Hazards

1. Development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards.

5.2 Natural Hazards

2. Development shall generally be directed to areas outside of:

b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and

3. Development and site alteration shall not be permitted within:

c) areas that would be rendered inaccessible to people and vehicles during times of flooding hazards, erosion hazards and/or dynamic beach hazards, unless it has been demonstrated that the site has safe access appropriate for the nature of the development and the natural hazard; and

4. Planning authorities shall prepare for the impacts of a changing climate that may increase the risk associated with natural hazards

The proposal recognizes the potential natural hazards associated with the Baxter Creek watercourse. As such, the proposal precludes development from occurring within 30 metres of the creek feature. In addition, a flood plain has been identified, and all future development is to occur beyond the projected flood line. See FSR prepared by Valdor. In the event of a flood, both portions of the proposed development will retain access to the existing road network, allowing for evacuation to occur, if needed. The proposal builds resilience in the face of climate change by means of the proposed on-site stormwater management pond block. This block will support in capturing rainfall and limiting the impact of run-off on nearby natural features.

Summary

The proposed Plan of Subdivision, Official Plan Amendment and Zoning By-law Amendments will facilitate the orderly and efficient development of a mixed-use community that is consistent with the PPS. The proposal will direct 483 units to an emerging Settlement Area, with commercial development planned to respond to the needs of an increasing residential population. The proposal facilitates the creation of complete communities by locating suitable densities within proximity of planned facilities and amenities that meet people's daily needs. Provisions have been made for required servicing infrastructure, and development will be phased to coincide with availability allocation. In addition, the natural heritage features and natural hazards will be respected through the establishment of appropriate buffers. As such, the proposal is consistent with the PPS.

5.3 County of Peterborough Official Plan (1994)

The County of Peterborough Official Plan was approved in 1994, and the current consolidation is dated December 2022. The County of Peterborough Official Plan ("POP") sets the land use and planning framework for local Official Plans and decision-making. Its policies are broad and meant to guide local Townships in creating detailed policies in their own Official Plans and to establish a framework to guide the County's future growth and development. The following policies are applicable to the proposed applications and development plan:

1.0 INTRODUCTION

1.2 COUNTY STRATEGY

1.2.2 - Components of the Strategy

A strategy was established in Peterborough County to coordinate the intent and direction of the vision statements and objectives. This strategy, as further described in Section 3 of the Plan, identifies a watershed approach to planning and development which, from the vision statements, serves to:

- 1. respect and protect the County's traditions of rural lifestyle by ensuring that potential impact from developments of a particular size or sensitivity are considered within the watershed area;*
- 2. maintain and enhance the County's quality of life through managed orderly growth and development while considering the natural environment and watersheds as a basis for the management of future development;*
- 3. protect the integrity of the environment by recognizing all natural resources as important features to be protected, Regulated and enhanced by a 'holistic' or ecosystem approach that is based on watershed areas to reflect natural systems rather than political boundaries; and*

The project team has taken considerable effort to draft a development concept that is responsive to the natural and watershed features on the subject lands. The identified Baxter Creek watercourse and its buffer, within the natural heritage system area, will be protected. The Draft Plan of Subdivision applies development buffers to protect the integrity of environmental systems. The proposal prioritizes the management and enhancement of natural features on the subject lands, while also supporting managed and orderly growth and development within the urban settlement boundary. A portion of natural lands are being proposed for redesignation and development. This isolated natural heritage areas proposed for redesignation have been identified as a headwater drainage features. The NECL included as part of this submission suggests that these features are unlikely to provide direct fish habitat. Additionally, the NECL recommends that flows from the HDFs be maintained downstream to the Baxter Creek tributary system through Low Impact Development ("LID") lot level conveyances, should these areas be developed. As such, the redesignation of this land is appropriate. Phase 2 of the proposed development will integrate LID features to the east, in alignment with the previous headwater drainage feature, to maintain drainage. Additional information regarding the on-site water features will be addressed via a future Environmental Impact Study to be submitted after a full range of fieldwork is completed in the summer of 2025.

2.0 IMPLEMENTATION

2.6 DEVELOPMENT APPLICATIONS

2.6.1 - Subdivision Approvals and Agreements

County Council shall consider for approval only those plans of subdivision which:

- a) comply with the provisions of this Plan and the applicable local official plan, including the criteria outlined in Section 7.13 of this Plan; and*
- b) can be supplied with adequate County services, to the satisfaction of County Council or local municipal services to the satisfaction of the local municipal Council; and*
- c) optimize existing infrastructure and public service facilities wherever feasible before consideration is given to developing new infrastructure and public service facilities.*

Under conditions of approval attached to plans of subdivision pursuant to the Planning Act:

- i) County Council shall require that the applicant(s) enter into appropriate agreements with the local municipality which may be registered against the title of the subject lands and which may include such matters as County services, financial requirements, County road facilities, dedication of land for public uses, exclusive of parks and other requirements, to implement the provisions of this Plan, and the*

requirements of a Risk Management Plan under Section 58 of the Clean Water Act, 2006, as applicable; and Official Plan County of Peterborough 2-6

ii) the Council of the respective local municipality shall require that the applicant(s) enter into appropriate agreements which shall be registered against the title of the subject lands, and may include such matters as, but not limited to, financial requirements, local roads, drainage, grading and landscaping, sidewalks and dedication of land for public uses and those County interests listed above and other requirements to implement the provision of this Plan and the applicable local official plan.

The Draft Plan of Subdivision has been prepared in accordance with all relevant county and local policies. Sections 5.5 and 5.6 conduct comprehensive review of applicable local policies against the proposed development. The proposed development is to be delivered in alignment with existing and planned local infrastructure to optimize existing facilities without placing strain on municipal infrastructure. The applicant and landowner understand that county and local municipality agreements shall be required and will proceed cooperatively with staff as agreements are drafted to ensure the development is designed in alignment with Township and County procedures.

2.6.2 - Site Plan Control

County Council shall encourage the use of site plan control provisions of the Planning Act, to implement the policies and provisions of this Plan where applicable and the local official plans, and to coordinate and enhance the physical development of the local municipality. Provisions for site plan control shall be detailed in the local official plans.

Where applicable and required by provincial and local policy, the applicant and landowner will submit Site Plan Control applications. It is expected that the commercial and medium-density “Residential” blocks will require such applications. These applications will be made in alignment with municipal provisions as per local official plans and will be submitted alongside all supporting documentation as required by the Township and County.

2.6.3 - Division of Land

2.6.3.1 - General Policies

A plan of subdivision under the Planning Act is necessary when any of the following occur:

- 1) more than 3 lots (two severed and one retained) from a land holding are being created unless the local Official Plan contains policies regarding the number of lots required for a plan of subdivision or adequate land use planning justification and rationale are provided to permit otherwise; Official Plan County of Peterborough 2-7*
- 2) a new public road for the provision of lot access is necessary*
- 3) the provision or extension of municipal servicing (water and/or sewers, including communal servicing) is required*

In planning for sanitary sewage and water systems to accommodate the division of land, the County shall support a hierarchical approach to the provision of such services in accordance with Section 4.7.3.2 of this Plan.

The proposed development meets all three criteria identified in policy 2.6.3.1, as such a Draft Plan of Subdivision Application is being submitted as part of this development application package. The project team recognizes that the full-built out of the project will require the expansion of municipal servicing systems. The proposed development phasing plan prioritizes the delivery of “Community Commercial” blocks, for which capacity exists. The remaining portions of the development will only be delivered at a time when the Township can confirm that sufficient servicing capacity is available.

4.0 WATERSHED STRATEGIC COMPONENTS

4.1 NATURAL ENVIRONMENT

4.1.1 - Goal

- *to establish an approach which will protect and enhance natural features and ecological systems, conserve natural resources, reduce pollution and protect people and property from environmental hazards*

4.1.2 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.*

As discussed in previous sections of this report, the proposed development largely recognizes the natural features having been identified by the local municipality. These include the east-west Baxter Creek watercourse with adjacent wetland and woodland features. These features are proposed for preservation with development buffers being applied around significant ecological features. A stormwater management pond will serve to treat and control stormwater flows and will discharge to Baxter Creek, minimizing the impact of development on the watercourse. A small portion of "Natural Linkage Areas" are being proposed for re-designation to "Residential" uses. These areas have been identified as headwater drainage features, draining to the surrounding lands to the east. As part of the redevelopment of these lands, the project team will explore strategies to maintain eastward drainage to support natural features further east. Please see the enclosed Natural Environment Constraints Letter and FSR for more details.

4.1.3 - Policies

4.1.3.1 - General

Development and site alterations within provincially significant wetlands and in significant portions of the habitat of endangered and threatened species is not permitted.

However, with the exception of the Oak Ridges Moraine Policy, development or site alteration such as filling, grading and excavating may be permitted within or adjacent to the remaining natural heritage features listed in Section 4.1 of this Plan, provided that it has been demonstrated by an Environmental Impact Assessment that there will be no negative impacts on the natural features or ecological functions for which the area is identified.

As per the Natural Environment Constraints Letter prepared by GHD, no PSWs are identified on the subject lands outside of the natural heritage designated areas. Additionally, the NECL did not identify any habitat of endangered or threatened species on the subject lands. Lastly, the NECL demonstrates that there are no significant negative impacts expect from the proposed development on the natural features. A future comprehensive EIS will be submitted at a later date to evaluate the full environmental features of the site and provide more comprehensive mitigation measures.

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;*
- The County, recognizing the need for additional information regarding flood and erosion prone areas across the region will encourage coordination between the local municipalities and the Conservation Authorities and the Ministry of Natural Resources to promote the preparation of new information for flood plain management;*

The Otonabee Conservation (“ORCA”) has identified a portion of the site as being within the Baxter Creek Floodplain. The floodplain limit is identified in the Draft Plan of Subdivision and is contained within the lands designated as natural heritage. No development is proposed within the floodplain, minimizing the impact of development on natural features, and limiting the flood risk for the proposed developments.

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.*
- Where a local plan is amended to designate or change the boundaries of significant natural heritage features, in considering approval of the amendment, the County must be satisfied that:*
 - resource data available from the Ministry of Natural Resources, conservation authorities, and the Trent-Severn Waterway have been fully considered and are fairly reflected;*
 - any variances from the data available from the preceding agencies 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;*

The proposed development works to retain the natural heritage features identified by the NECL. As discussed, the natural heritage features which run east-west across the site along the Baxter Creek watercourse are planned to be retained and preserved, with no changes in their designation. This approach recognizes the complex connections that exist between the watercourse, wetlands and woodlands in this portion of the subject lands and the value they bring from an ecological and biodiversity perspective. A bridge crossing will be required on Street A, within the eastern portion of the site. Detailed design of the bridge will be provided following Draft Plan approval, and the necessary permitting and approvals will be secured prior to construction. A small portion of the subject lands, identified by the Township as “Natural Linkage Areas” are being proposed for redesignation to “Residential” and “Community Commercial” uses. The NECL included as part of this application discusses these portions of the lands and describes them as HDFs. Accordingly, the FSR seeks to maintain the drainage function through different means, that will allow for the removal of the headwater drainage features. Overall, the NCEL observes that portions of the HDF have been ploughed and farmed for years. As such, this land is not serving an ecological function. Some portions of the drainage feature were found to be largely dry, again pointing to the fact that these lands are no longer part of the Natural Heritage System. A full Environmental Impact Study will be provided under separate cover.

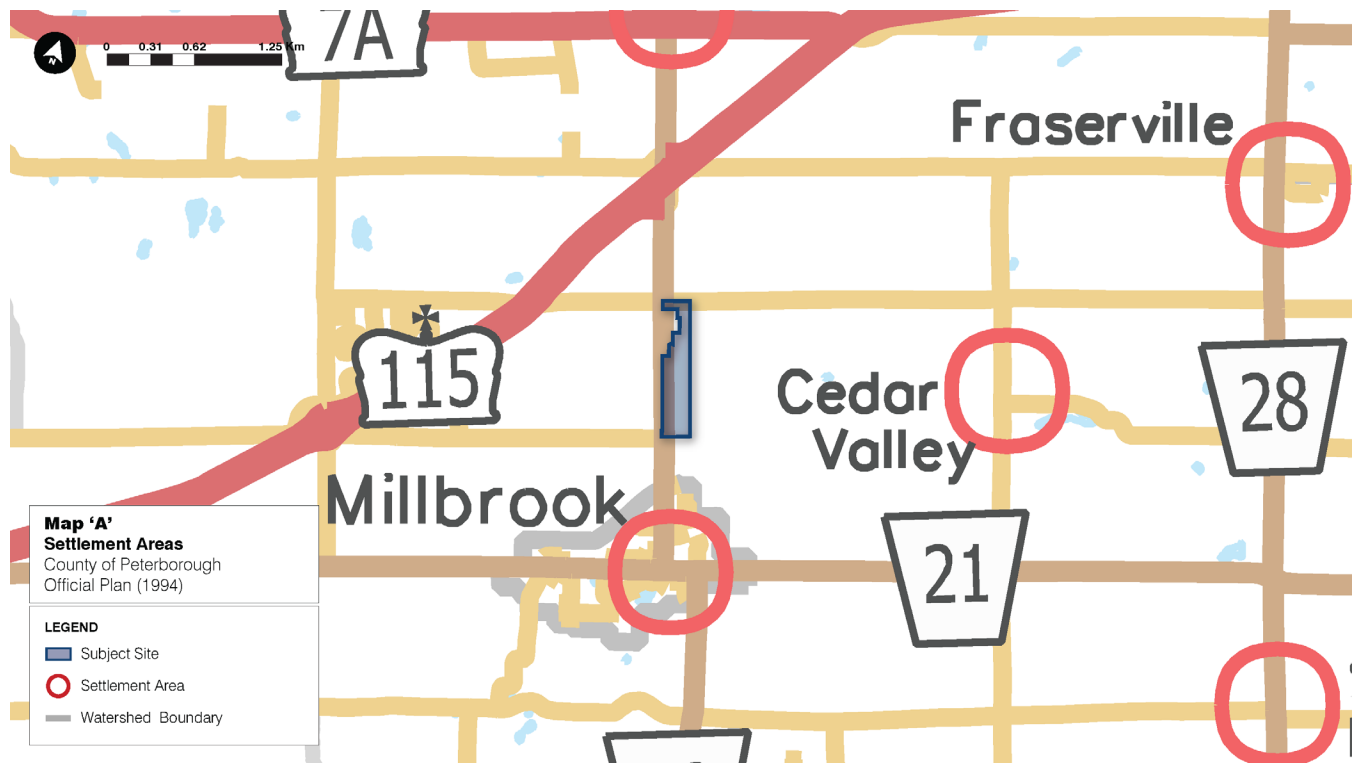
4.1.3.5 - Water Resources

- The quality and quantity of ground and surface water, and the hydrological functions of strategic water resource areas, will be protected, improved or restored;*
- mitigative measures and/or alternative development approaches may be required in order to protect, improve, or restore sensitive surface water features, sensitive ground water features, and their hydrologic functions;*

The proposal recognizes the existing watercourse, part the Baxter Creek, that flows east-west through the subject site and seeks to minimize the impact of development on the quality and quantity of ground and surface water. Development buffers will be supportive of minimizing negative impact of development on the existing creek. The proposed stormwater management pond will also support by capturing rainfall runoff and releasing it into the nearby creek. the on-site creek, mitigating for impacts related to runoff quantity and quality.

4.2 SETTLEMENT AREAS

Figure 3 – Settlement Areas, County of Peterborough



4.2.1 - Goal

- to provide a form of growth that is consistent with the need to conserve energy resources, preserve and enhance the natural environment, encourage an efficient and economic use of infrastructure and space, maintain County unity and retain local community identity.

The proposal is in alignment with the Township's own vision for orderly growth and development, as per their Growth Management Strategy, described in section 5.5. The proposal is expected to retain a large proportion of existing natural systems, encourages efficient and economic use of spaces and resources by proposing new "Community Commercial" and "Residential" blocks in proximity to newly constructed community assets and residential developments. The proposed mix of uses and residential densities also represents an efficient use of space and infrastructure.

4.2.2 - Objectives

- to identify settlement areas across the County that can accommodate future growth and to promote serviced settlement areas as the preferred growth areas;
- to encourage a full range of living and employment opportunities by the creation of complete communities;

- *to promote the role of settlement areas as the primary employment centres and location for commercial and industrial uses and to plan for related land and infrastructure requirements;*
- *to promote efficient utilization of existing services and facilities and reduce the need for new infrastructure development, where possible;*
- *to encourage the achievement of minimum population thresholds in selected settlement areas to attract and sustain a variety of commercial uses;*
- *to require local municipalities within the same watershed/subwatershed to participate, coordinate and carry out similar land use and environmental management practices.*

The proposed development is located within the Millbrook Settlement Area Boundary and has been designated by the Township for commercial and employment growth. The proposed changes to land uses, away from employment and towards a mix of “Community commercial” and “Residential” uses, supports the creation of a complete community in proximity to newly constructed and in-development communities. The retention and expansion of “Community Commercial” uses on the subject lands will serve to centralize commercial activities within the urban boundary and will attract and sustain a variety of commercial uses. The growth being proposed as part of these applications is being coordinated with a high regard for the existing natural conditions of the site. The on-site Baxter Creek watercourse is being preserved and protected, as are the associated wetlands and woodlands.

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.*
 - *Cavan Monaghan: Millbrook, Cavan, Mount Pleasant, Ida, Springville, Fraserville, South Monaghan, Bailieboro, Five Mile Turn, Cedar Valley*

The following policies apply to the Settlement Areas:

- *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 possible, the County will assist local municipalities to secure financial support for the operation and/or expansion of servicing systems.*
- *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.*
- *A range of land uses and facilities shall be encouraged in settlement areas to promote linkages between the population and employment opportunities;*
- *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*

As per the Township's Growth Management Strategy (discussed in section 5.5), the subject lands have been identified as appropriate for redesignation to accommodate commercial and “Residential” uses. “Residential” permissions on the subject lands will allow the municipality to accommodate projected population growth in proximity to community assets. As per the above, the proposed development is within an existing settlement area. While servicing capacity is currently insufficient to service the proposed growth, the Township is exploring servicing alternatives and has drafted a Water and Wastewater Master Servicing Plan. Mitigative mechanisms,

including the proposed use of a holding provision in the draft Zoning By-law Amendment, will ensure that development phasing keeps pace with infrastructure investments. The proposed mix of uses and densities, as well as the interconnected road network support the creation of a complete community on the subject lands. The community design will be refined during the detailed design stage of the Draft Plan of Subdivision application and via future Site Plan Control applications. The proposed development supports the above policies by not only proposing development along County Road 10, Fallis Line and Larmer Line, but also internal to the site.

4.5 RECREATION AND OPEN SPACE

4.5.1 Goal

- *to ensure that the residents and visitors of the County have access to parkland, natural areas and a range of recreational activities;*

4.5.2 - Objectives

- *to establish an integrated system of areas and corridors across the County for recreation and open space functions;*
- *to recognize and promote linkages between natural areas within a watershed and adjacent watershed areas.*

4.5.3 - Policies

- *The County encourages local municipalities in establishing open space linkages between local municipalities in similar and adjacent watersheds via parks, trail systems and natural environment areas;*

The proposed development makes a significant contribution to the recreation and open space in the Township. A 1.93-hectare block at the northern end of the site is proposed as a park. This represents 5.7% of the gross site area. The programming of the park is to be refined by the municipality and may include a range of passive and active recreation installations. Additionally, the utility corridor park design may include linkages to other parks and green linkages, both existing and future. Wherever possible, trails, sidewalks and passive recreation amenities may be connected to the proposed natural heritage system blocks.

4.6 ECONOMIC DEVELOPMENT

4.6.1 - Goal

- *to fully develop Peterborough County's economic potential by ensuring the continuing expansion of economic opportunities and diversification of the economic base.*

4.6.2 - Objectives

- *to encourage appropriate supply of land for long term development;*
- *to achieve an appropriate mix of development that protects sensitive land uses and buffers adverse effects arising from mixed land uses;*

The proposed development includes a significant commercial contribution, totalling 9.06 hectares. These lands are expected to host a range of new commercial businesses to serve the local community. It is expected that the "Community Commercial" lands will support the expansion of economic opportunities within the settlement area. The proposed redesignation of lands from "Urban Employment Area" to "Community Commercial" and "Residential" is expected to have minimal impact on the municipality's economic development, as the lands are currently undeveloped and do not currently contribute meaningfully to the economic makeup of the local municipality, beyond agricultural activities. The Township has already identified additional lands for employment as part of their growth planning, indicating that the subject lands will not be needed for long-term employment uses. As discussed, a majority of the identified sensitive lands on the property will be protected, and development buffers will be applied to restrict development in proximity to key ecological features including the identified Baxter Creek watercourse and surrounding wetlands and woodlands.

4.6.3 - Policies

4.6.3.2 - Industrial and Commercial Sector

- *The location of industrial and commercial uses will be promoted and directed to the serviced settlement areas, as identified in Section 4.2, or to commercial and industrial areas established and designated in official plans of the local municipalities;*
- *The County encourages local municipalities to direct commercial growth to main streets and downtown areas where possible;*
- *The County recognizes the contributions of the commercial and industrial sectors to the County economy and will encourage local municipalities to protect existing commercial and industrial areas and encourage the provision of new, high quality development through local official plans and their use of Business Park and Employment Area designations and zoning;*
- *Local municipalities may permit the conversion of lands within employment areas to nonemployment uses through a municipal comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and there is a need for conversion.*

The proposed “Community Commercial” lands have been designed to frame County Road 10, in response to the above policy which directs commercial development along main streets. The proposal directs growth, including commercial growth, to a parcel within the settlement area with existing and planned services, as per the above. The proposed development acknowledges the beneficial impacts of the commercial sector and proposes two “Community Commercial” blocks, which will provide jobs, goods and services to members of nearby communities. As discussed, the proposal requires the redesignation of lands currently designated as “Urban Employment Area” to accommodate the proposed “Community Commercial”, “Residential” and “Parks & Open Space” uses. Changes introduced through the PPS (2024) allow for employment redesignation at any time. As discussed previously, the Township has conducted a Growth Management Strategy (see section 5.5), which has demonstrated that the resignation of the subject lands to “Residential” and “Community Commercial” uses would not negatively impact the Townships growth or any existing employment lands. The Township has identified appropriate employment area parcels further north, which are expected to accommodate the planned employment growth in the municipality. As such, the subject lands are not expected to be needed to accommodate the Township’s projected employment growth. Therefore the OPA and ZBA to permit commercial and residential uses is appropriate.

4.7 PHYSICAL SERVICES AND UTILITIES

4.7.1 - Goal

- *to ensure the adequate provision of services and utilities consistent with the environmental, cultural and economic goals of the County.*

4.7.2 - Objectives

- *to encourage the provision of adequate water, sewage and solid waste disposal facilities to achieve and facilitate orderly growth;*
- *to improve the environment and maintain it at a clean and healthy level based on a watershed approach;*
- *to promote waste reduction and waste management;*
- *to encourage techniques for energy conservation;*
- *to accommodate growth in a predetermined manner to minimize capital and operating costs of systems and avoid premature development.*

The proposal supports the County’s goals to development in an orderly manner and leverages existing and planned municipal servicing infrastructure. The proposal will be phased to take advantage of existing servicing capacity. A future second phase will be contingent on there being sufficient servicing capacity; the Township has identified servicing alternatives to built out its future system and capacity. As discussed previously, the proposal includes a stormwater block which will redirect stormwater runoff away from the watershed and towards local infrastructure, thereby limiting quantity and quality impacts on the local watershed. The project

team is committed to meeting local waste management and energy conservation best practices. Specific waste management and energy conservation measures will be identified and refined during the detailed design process and through future Site Plan Control applications, as required.

4.7.3 - Policies

4.7.3.1 – General

- *New development in Peterborough County will not be encouraged where it would contribute to a demand for utilities or services that are uneconomical to provide, improve or maintain. Development will be directed to settlement areas identified for growth and areas where:*
 - *utilities and services can be reasonably provided or extended;*
 - *the development would effectively utilize existing utilities or services;*

The proposal is aligned with policy 4.7.3.1 as per above as it directs growth and development within the settlement areas, to areas where some servicing capacity exists and where additional capacity expansion is being planned by the Township.

4.7.3.2 - Sanitary Sewage and Water

The requirements of the Ministry of the Environment, the County, local municipalities and other public agencies authorized to grant approvals respecting sanitary waste disposal facilities must be met by all developments;

- *The County encourages development on public sanitary waste disposal systems, where possible, to minimize impacts and protect the natural environment;*
- *In planning for sanitary sewage and water systems, the County shall support a hierarchical approach to the provision of such services. This approach will recognize that:*
 - *full municipal sewage and water services are the preferred form of servicing for the settlement areas. 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 development;*
- *For settlement areas, the construction of new, or expansion of existing, municipal or private communal water and wastewater systems should only be considered where the following conditions are met:*
 - a) *Strategies for water conservation and other water demand management initiatives are being considered for implementation in the existing service area through source protection plans, or,*
 - b) *In settlement areas having full municipal services, plans for expansion or for new services are to serve growth in a manner that supports achievement of the intensification target and density targets.*
- *The County shall cooperate with and encourage local municipalities and public approval agencies to ensure that approvals for development are based on the long term settlement capability of the terrain;*

The proposed development will be connected to municipal sanitary waster disposal systems, as such minimizing impacts on the local natural environment. Construction of new services will be required to accommodate the proposed residential uses and densities. This investment in local servicing capacity should be considered given the commercial and residential contributions being proposed, which will support the Township in accommodating its projected growth. The proposal is considerate of long-term planning documents prepared by the local municipality including the Growth Management Strategy and the Water and Wastewater Master Servicing Plan which both project needs and capacities to 2051. As such, the proposal supports the long-term settlement of the terrain in a manner that meets land needs and aligns with the Township's growth planning.

5.0 OTHER STRATEGIC COMPONENTS

5.1 HOUSING

5.1.1 - Goal

- *to provide opportunities for a range of housing by type and density to be built throughout the County to respond to the varying needs of the permanent population based on demographic, income, market and special needs considerations.*

5.1.2 - Objectives

- *to encourage the provision of affordable housing and a variety of housing types on a County-wide basis;*
- *to ensure opportunities for a range of housing options and support services for seniors and people with special needs throughout Peterborough County;*
- *to ensure adequate land is designated by local municipalities to accommodate anticipated growth for future residential development over a ten year period;*
- *to maximize the efficient use of land, buildings and services, consistent with good planning principles.*

The proposed development is supportive of the County's housing goals and objectives in that it delivers a range of housing types and densities, providing more housing opportunities for the permanent population of the County. The proposal plans for 159 detached homes, 148 townhouses, and 176 medium density units. The medium-density units were modelled as 3- and 4-storey apartment blocks, with the exact type of medium density units is to be refined during future Site Plan Control planning applications. This contribution to the community's housing stock is in alignment with the Township's own growth modelling and delivers new units in proximity to existing and under-development residential communities and future mixed use and commercial parcels. While no affordable housing is being proposed at this time, the introduction of new housing units may impact the housing supply in the area which could subsequently impact housing prices in the Township.

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;*
- *Local municipalities shall provide a range and mix of housing in their municipalities to accommodate their projected growth over a 20 year time-frame;*
- *Local municipalities shall provide opportunities for affordable housing taking into account their share of the County's households, an analysis of local housing needs as well as infrastructure constraints;*
- *Local municipalities shall maintain at least a three year supply of lots in draft approved or registered plans of subdivision, and individual lots where servicing and pressures for development permit;*
- *Local municipalities shall provide a minimum 10-year supply of designated and available land for new residential development and residential intensification to meet forecasted demand, subject to servicing;*
- *In order to create complete communities, make efficient use of infrastructure, promote sustainable alternative modes of transportation, plan walkable communities having a range of housing types, the careful development of greenfield areas is necessary. Greenfield Targets in the County of Peterborough will be realized through developments that include a range of housing including singles, semis and multiple dwellings and condominiums. The Greenfield Target for Peterborough County will be implemented on a phased-in approach with a density target of 35 residents/jobs per hectare being implemented immediately and that this number moves to 40 residents/jobs per hectare with the next 5-year review required by the Planning Act or by 2015, whichever is sooner. The achievement of a Greenfield Target is calculated at the upper tier on an average basis*

As discussed, the proposed mixed-use development makes efficient use of existing and planned servicing infrastructure. The proposal leverages existing servicing capacity to deliver "Community Commercial" uses in

the proposed first phase and delivering the residential component at a time when servicing capacity becomes available. The proposal also leverages and benefits from nearby existing and planned municipal facilities including the Cavan Monaghan Community Centre, the Township Offices and the planned school further west in the Tower Hill North Community. The Transportation Impact Study ("TIS") prepared by Asurza Engineering and included as part of this submission demonstrates the road capacity and phasing associated with the proposed roads layout. Road widenings along Fallis Line, County Road 10, and Larmer Line protect for future improvements to road conditions. The introduction of medium-density, townhouse, and single-detached units is supportive of County policies seeking to diversify housing options. The proposal is aligned with the Township's growth projections and establishes new residential communities responsive to future needs. Additionally, the proposed mixed-use development co-locates "Residential" and "Community Commercial" uses in proximity to communities being developed around the County Road 10 and Fallis Line intersection, creating a walkable and interconnected community for future residents. Using the 2021 Canadian Census information for Cavan Monaghan, where the average household size is 2.8 people, the proposed 483 residential units, may yield 1,352 residents or 40.2 residents per gross hectare. Based on the Township's assumption of 550 square feet per commercial employee, as per their 2022 Development Charges Background Study, and the approximate commercial gross floor area yield of 160,759 square feet, the "Community Commercial" component of the development may yield approximately 292 jobs, or 8.7 jobs/ hectare on a gross basis. On a site-wide basis, the proposal may yield approximately 49 people and jobs per hectare, in excess of the density targets established by the County for 2015 and beyond.

5.2 HERITAGE

5.2.1 - Goal

- *To ensure that heritage resources in the County of Peterborough are managed in a manner which perpetuates their existence and maintains their heritage value and benefit to the municipality.*

5.2.2 – Objectives

- *to prevent the demolition, destruction, inappropriate alteration or use of heritage resources;*
- *to encourage development adjacent to heritage resources to be of an appropriate scale and character;*
- *to encourage and foster public awareness, participation and involvement in the preservation, improvement and utilization of heritage resources;*

5.2.3 General

- *The County supports efforts to promote awareness and appreciation of the heritage resources to residents and visitors through efforts to protect, purchase, rehabilitate, maintain, educate and publicize the heritage features of properties designated or listed to be of historic, architectural or archaeological value or interest;*
- *The County will promote awareness and appreciation of the history and culture of Peterborough County to residents and visitors and will promote tourism oriented to the heritage resources of the County through activities and cooperation with other agencies engaged in heritage resource development and tourism promotion;.*

5.2.3.2 - Historic Buildings or Sites

- *The County of Peterborough will:*
 - *encourage local Councils to initiate, maintain and support Local Architectural Conservation Advisory Committees and to pass by-laws in accordance with the Ontario Heritage Act to designate buildings, districts and sites of historical, cultural or architectural merit or uniqueness so as to Official Plan County of Peterborough 5-8 prevent their demolition or destruction through alteration (a Local Architectural Conservation Advisory Committee may be established through the Ontario Heritage Act to advise and assist municipalities on all matters related to heritage resource conservation)*

The County and Township have identified one heritage resource, a barn, on the subject site. The barn is listed as having potential heritage significance and is identified as far back as 2011 as being in poor condition. Neither the County nor the Township has expressed interest in designating the property in accordance with the Ontario Heritage Act. A Heritage Impact Assessment was not required as part of this application. The barn in question remains in poor condition, which limits its potential for retention and preservation. As such, the proposed development does not include the preservation of the barn structure; this structure is to be demolished to permit the proposed mixed-use development.

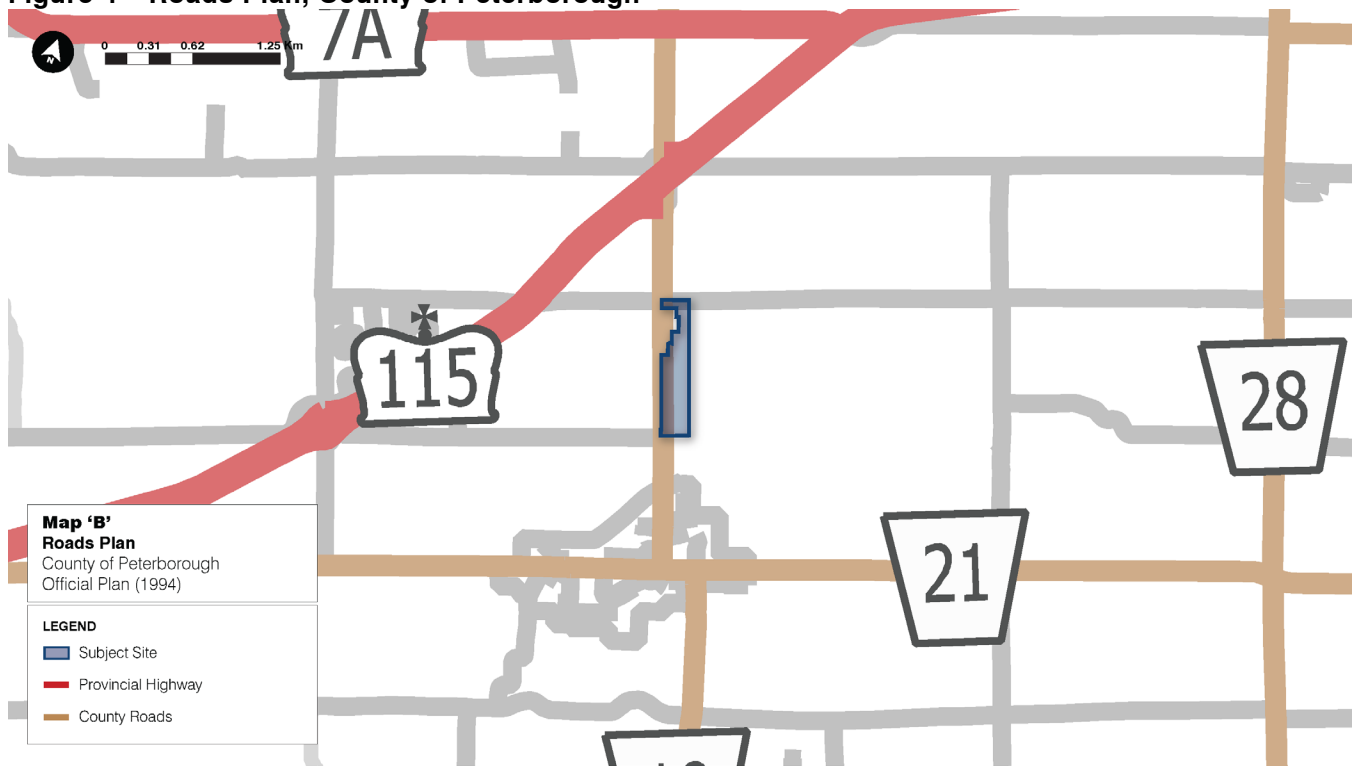
5.2.3.3 - Archaeological Resources

- *The County of Peterborough will: Official Plan County of Peterborough*
 - *encourage the Province to maintain the database of registered archaeological sites throughout the Province*
 - *encourage protection of archaeological resources as identified by the Ministry of Culture*
 - *require that where the potential presence of an archaeological resource has been identified by the Ministry of Culture, an archaeological study be undertaken by a licensed archaeological consultant pursuant to the Ontario Heritage Act. Should any significant archaeological remains be discovered an appropriate mitigation strategy will be developed and conducted to the satisfaction of the Ministry of Culture*
 - *require that lands or sites identified by archaeological studies, containing the remains of human beings, adhere to the provisions of The Cemeteries Act (Revised) and the Ontario Heritage Act as they pertain to archaeological resources.*
- *Development and site alteration may be permitted on lands containing archaeological resources or areas of archaeological potential if significant archaeological resources have been conserved by removal and documentation or preservation on site. Where significant archaeological resources must be preserved on site, only development and site alteration which maintain the heritage integrity of the site will be permitted.*

In support of these planning applications, Stage 1 and 2 Archaeological Assessments were undertaken by licensed Archaeologists employed by Amick Consultants Limited. These reports are included as part of this submission. The subject lands were divided in northern and southern parcels, each with assessments being conducted separately. The prepared assessments did not encounter archaeological resources or concerns on the subject lands, and no further study has been recommended. The reports have been submitted to the Ministry of Citizenship and Multiculturalism for their review and to be filed within their database.

5.3 TRANSPORTATION

Figure 4 – Roads Plan, County of Peterborough



5.3.1 - Goal

- To provide a safe, convenient, efficient transportation system for all persons and goods, consistent with the environmental, cultural and economic goals of the County.

5.3.2 - Objectives

- to ensure that County roads continue to be effective corridors for the movement of people and goods in and throughout the County of Peterborough and the Province of Ontario;
- to ensure that County roads serve as collector or arterial roads which carry traffic from the local road system to Provincial Highways;
- to ensure that the number of entrances onto the County Road system are kept to a minimum and that only those entrances that comply with standards established by the County of Peterborough are permitted; to develop a transportation system that will encourage unity within the County and will satisfy local municipal transportation demands;
- to increase accessibility to areas of employment, education, shopping and recreation;
- to ensure that any part of the transportation system is planned and developed with minimum environmental and community disruption;
- to encourage transportation corridors as multiple-use rights-of-way where practical.

The proposed development protects key transportation corridors that frame the subject lands including County Road 10, Fallis Line and Larmer Line. Proposed road widenings for Fallis Line, County Road 10, and Larmer Line serve to protect the corridors, in alignment with the County vision for their final condition as well as the recommendations of the TIS. As such, these corridors will remain protected for the movement of people and goods. The project team has worked to minimize access points to County Road 10. One proposed Collector Road, Street D is proposed to interface with County Road 10, providing full-moves access to the proposed development and Local road network. Two additional unsignalized accesses connecting the "Community

Commercial” block 189 to County Road 10, one right-in-right-out and one full-moves, are proposed. The TIS prepared by Asurza Engineering details the proposed connectivity with County Road 10. Their study suggests a series of road improvements including lane configurations, and new signalized intersections, spanning from 2027 to 2035. These changes include the need for auxiliary lanes, left turn lanes and traffic signals.

5.3.3 - Policies

5.3.3.1 – General

- *The County will encourage the development of bicycle path systems and walkway systems that would serve a transportation function;*
- *The County will encourage provisions for easy access and movement of the physically disabled to and within public buildings and facilities.*
- *Transportation systems will be provided which are safe, environmentally sensitive, and energy efficient.*
- *Corridors and right-of-way for significant transportation and infrastructure will be protected.*

5.3.3.3 - County Roads

- *Development adjacent to or impacting on County Roads is subject to the County Roads Policies and entrance standards as set out in Appendix B to this Plan. In addition, setbacks from County Roads, unless stated elsewhere in a County By-law passed under the Municipal Act, will be in accordance with the Ministry of Transportation Corridor Control and Permit Procedures Manual.*

5.3.3.4 - Local Municipal Roads

- *Development adjacent to local municipal roads is subject to conditions imposed by the local municipality.*

No cycling connections are included as part of this proposal. The County's Active Transportation Master Plan identifies fully paved shoulders, with a multi-use pathway as the ultimate condition, along County Road 10, running the length of the proposed development. The proposed road widening would be supportive of this ultimate road condition. The project team is committed to planning for accessibility and will design all public realm elements, including sidewalks, intersections and walkways, to meet all applicable standards. As discussed previously, the three main streets that bound the site will be protected and widened (where required by the Township and County) to maintain their transportation and infrastructure functions. Local roads being proposed internal to the site will be developed to meet all engineering and design standards as defined by the local municipality.

Summary

In summary, the project team has thoughtfully incorporated the policy direction of the County Official Plan in the design of the mixed-use complete community. Consideration has been given to the appropriate level of residential density and the provision of necessary servicing and transportation infrastructure. The proposal conforms to the Official Plan goals for settlement areas. As such, the proposal conforms to the Peterborough County Official Plan.

5.4 County of Peterborough Official Plan (2022)

On June 29, 2022, Peterborough County Council (“the County”) adopted the new Official Plan (“New County OP”) through by-law 2022-47. The Minister of Municipal Affairs and Housing is the approval authority for this policy document and has yet to issue a decision on the matter. Approval from the Minister is required prior to the below policies coming into effect. The County has initiated a review of the new Official Plan to ensure conformity with the PPS (2024) policies, this is an ongoing process, with a redline version of the New County OP available for review. As part of this submission, a comprehensive review of the new policies from the redline New County OP, against the proposed development, was undertaken and is provided in the below sections.

Such an analysis is being provided pending the Minister's decision, given that a decision may be made at any time.

1 Introduction

1.3 Purpose

The purpose of this Official Plan is to:

- *Set out an approximately 30-year planning horizon and growth management framework for the County and local Municipalities to accommodate the anticipated population and employment forecasts over the planning horizon to 2051.*
- *Promote orderly and efficient development in a manner which maintains a logical, efficient and cost-effective distribution of land uses and deployment of infrastructure while ensuring First Nations rights are protected in the process.*
- *Set out policies to encourage economic development in the County, including policies for employment, agriculture, tourism and recreation based uses and natural resources.*
- *Provide policies to improve the quality of life, health, safety, and welfare for the present and future residents of the County and local Municipalities.*
- *Provide policies for identifying and protecting natural heritage features and areas, and the natural heritage system.*

1.4 Vision and Goals

The goals of the County Official Plan are as follows:

- *Preserve the rural character of the landscape, settlement areas and cultural heritage;*
- *Provide for the protection and preservation of the natural environment through policies that implement provincial plans and legislation, including the Oak Ridges Moraine Conservation Plan;*
- *Identify, protect, conserve and manage cultural heritage, including archaeological sites, built heritage features and cultural landscapes for present and future generations;*
- *Improve the economy by increasing the number and diversity of opportunities for employment;*
- *Protect rural and agricultural lands, and natural heritage features by directing new development and employment uses primarily to settlement areas within the County;*
- *Encourage new development that is energy efficient, sustainable, makes the most efficient use of existing services and infrastructure, and reflects the local character of the area;*
- *Support land use development patterns that promote energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparation for the impacts of a changing climate;*
- *Promote natural heritage, cultural heritage and recreational assets in local Municipalities across the County to support economic development and tourism;*
- *Provide a variety of housing opportunities to meet the needs of the present and future residents; and,*
- *Promote a safe, integrated transportation system, as well as healthy lifestyles through an active transportation system.*

The proposal has been designed to be aligned with the purpose, vision and goals of the new Official Plan. Firstly, the proposal represents an orderly approach to development by proposing a mixed-use community within the urban settlement area, where municipal services are existing and planned. Secondly, the proposal largely preserves existing natural heritage features as identified on the subject lands, applying development buffers to protect existing wetlands and woodlands, and to shield development from flooding risks. The proposed "Community Commercial" blocks are expected to contribute to the employment and economic bases on the County by providing access to jobs, goods and services within the urban boundary. The provision of multiple residential building typologies represents an efficient use of lands within the settlement boundary and provide units that will meet the needs of existing and future residents. The inclusion of a significant park and open space block supports the County in developing its recreational assets. Lastly, the proposed widening

along County Road 10 may allow for active transportation infrastructure to be build along the corridor, in alignment with the County's Active Transportation Master Plan, while also protecting for the movement of goods and people.

2 Planning Administration Tools

2.3 Zoning By-Laws

This Plan shall be implemented by local Municipal Comprehensive Zoning By-Laws adopted under Section 34 of the Planning Act. The implementing Zoning By-Laws shall conform with and give effect to the provisions of this Plan.

Notwithstanding the above, this Plan is not intended to prevent the continuation, expansion, or enlargement of uses which do not conform to the designations and provisions of this Plan. At their sole discretion, local Municipalities may zone to permit the continuation, expansion or enlargement of legally existing uses, or variations to similar uses, provided that such uses:

- have no adverse effect on present uses of surrounding lands or the implementation of the provisions of this Plan;*

Each case will be considered on its own merits by the respective local Municipality and may be subject to site plan control.

The proposed Zoning By-law Amendment includes an expansion and reconfiguration of "Community Commercial" uses, as per the proposed draft Official Plan and Zoning By-law Amendment applications. This expansion and reconfiguration are intended to support a broader range of businesses and grow the economic base of the community in addition to what is contemplated by the existing zoning. Additionally, the reconfiguration allows for the proposed commercial blocks to better engage with the County Road 10 which provides connectivity south to the Millbrook Village core and north to Highway 115 and Peterborough. The proposed "Community Commercial" configuration is not expected to have adverse effects on present and future land uses and will instead exist in complement to surrounding residential and community service uses. Details of the proposed "Community Commercial" blocks will be refined via Site Plan Approval Applications. These future planning applications will conform to the draft planning instruments included as part of this submission and will be refined in conversation with the local municipality and other relevant stakeholders.

2.15 Parkland Dedication

New development or redevelopment may be conditional on a parkland dedication, or payment in lieu in accordance with Section 42 of the Planning Act. The amount of land to be conveyed or payment in lieu will be determined in accordance with the Planning Act or a parkland dedication by-law passed by the Municipality.

Local Municipalities may prepare a Parks Plan or Parks and Recreation Master Plan that further examines the need for parkland in the Municipality. Where such Plan is proposed, the local Municipality shall consult with every school board having jurisdiction in the Municipality and any other persons or public bodies the Municipality considers appropriate.

The proposed development includes a 1.93 hectare park and open space block to be conveyed to the municipality. The Township of Cavan Monaghan Official Plan, discussed in the following section, includes parkland conveyance policies. The proposed conveyance is in excess of the required 5% of land being subdivided which would result in conveyances of 1.68 hectares.

3 Development Applications

3.1 Pre-Consultation and Complete Application

A Pre-Consultation Meeting Request application was made on March 3, 2025, with a virtual Pre-Consultation meeting taking place on April 1, 2025. A formal Record of Pre-Consultation was made available on April 28, 2025. The Record outlines County and Township comments with respect to the proposed development and outlines the application requirements for the necessary Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications. The application package submitted herein is responsive to the Record of Pre-Consultation and includes all required plans and studies to be deemed complete.

3.4 Plans of Subdivision and Condominium

A Draft Plan of Subdivision application is required to permit the proposed development. This report, as well as the supporting studies submitted as part of the application have been drafted in such a way as to respond to the policies of section 3.4. The supplementary reports and studies as described in section 6.0 and have been prepared based on the list of required documentation as determined by County staff. This includes considerations relating to natural heritage protection, traffic volumes and road design, lot pattern, existing and planned servicing capacity, existing and planned municipal services, and archaeological

3.6 Official Plan Amendments

An Official Plan Amendment application is required to permit the proposed development. This report, the Draft Official Plan Amendment, and all supporting documents submitted as part of this application have been drafted to be responsive to municipal consideration for Official Plan Amendments as per section 3.6 of the Official Plan. This report is intended to demonstrate that the proposed redesignations, from "Urban Employment Areas" and "Community Commercial", "Natural Core Area" and "Natural Linkage Area" to "Residential", "Community Commercial" and "Parks & Open Space" are appropriate for the subject lands. Importantly, this rationale seeks to demonstrate that the proposed employment re-designation is aligned with the local municipality's own growth strategy. The proposed uses are demonstrated as being compatible with existing and planned uses, serving as a natural expansion for community areas which border the lands to the south and west. This rationale also describes how the proposal aligns with relevant provincial policies. Supporting materials discuss in detail considerations relating to existing and planned servicing, impact on natural heritage, impact on the road system, impact on the agricultural system, among others.

3.7 Non-Residential Development Criteria

In considering new non-residential development, the local Municipality and/or approval authority shall have regard to the following criteria:

- 1) Generally, new non-residential development will be directed to settlement areas. Where new development is proposed outside of a settlement area, the proponent will provide justification for the proposed location.*
- 2) All new development must have frontage on and direct access to a public road and must meet the requirements of the road authority having jurisdiction, unless specified otherwise.*
- 3) Adequate off-street vehicle loading and parking spaces shall be provided. Access points to parking and loading areas shall be limited in number and designed to minimize danger to vehicular and pedestrian traffic.*
- 4) Buffering, screening and any applicable separation distance shall be provided in accordance with the relevant section(s) of this Plan and the implementing Zoning By-Law, to ensure that any negative impacts on or from adjoining lands are mitigated.*
- 5) New uses and development shall be in keeping with the existing size and type of development in the surrounding area. Proposals which conflict with surrounding uses shall not be permitted unless the applicant can demonstrate to the satisfaction of the local Municipality and/or County that the concerns can be overcome, or minimized and mitigated in accordance with applicable standards.*

8) *Where appropriate, the proponent will be required to prepare a servicing options report in accordance with Section 10.3.3 for the purpose of determining the preferred servicing alternative for the proposed development.*

11) *All new development shall meet the requirements of the implementing Zoning Bylaw. Where appropriate, the development may also be subject to site plan control.*

The proposed development includes two “Community Commercial”, non-“Residential” blocks which have been designed with regards to the policies in section 3.7. These blocks are within the settlement area and are planned to have direct access to County Road 10 as well as to Fallis Line and the new road network internal to the site. The “Community Commercial” blocks will be finalized via separate Site Plan Approval applications and will include sufficient off-street parking and loading facilities to service new commercial uses. The proposed commercial uses are expected to be compatible with nearby existing and planned “Residential” uses as they are designed to provide goods and services to nearby residents. The supporting FSR, prepared by Valdor Engineering, discusses the proposed servicing approach. The proposed development is expected to be serviced by municipal water and wastewater infrastructure. In conversations with municipal staff, it has been clear that existing water and wastewater servicing capacity is sufficient to service the proposed “Community Commercial” uses. Stormwater is planned to be managed on-site via a network of storm sewers which outflow to a stormwater management facility. Stormwater run-off will be captured and treated before being released into the Baxter Creek tributary running through the proposed Natural Heritage System blocks. Lastly, the proposed “Community Commercial” blocks will be designed in alignment with the Draft Official Plan and Zoning By-law amendments included as part of this submission.

3.10 Cultural Heritage

3.10.1 Built Heritage and Cultural Heritage Landscapes

In considering development on or adjacent to heritage features, the following policies will apply:

1) Significant built heritage resources and significant cultural heritage landscapes, as identified by local Municipalities, the County and/or Provincial, Federal or international authorities, will be conserved.

3) Development and site alteration will not be permitted on or immediately adjacent to a protected heritage property except where proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. Mitigation measures and/or alternative development approaches may be required in order to conserve heritage attributes of the protected heritage property affected by the adjacent development or site alteration.

3) In the event that a development is likely to result in known impacts which can be addressed through recommended mitigation measures, as identified in existing Municipal Cultural Heritage Conservation Plan, the local Municipality will determine whether a Cultural Heritage Impact Assessment is required

The Township has identified one cultural heritage resource, a barn structure, on the subject lands. The barn was found to be in poor condition as far back as 2011, the condition has remained unchanged since then. The Township has expressed no interest to designate the structure under the Ontario Heritage Act. No Heritage Impact Assessment was required as part of this application. Given the poor condition of this listed cultural heritage element, the proposal does not contemplate its retention or preservation on the subject lands.

3.10.2 Archaeological Resources

In considering applications for new development, the following policies will apply:

1) Development and site alteration shall not be permitted on lands containing known archeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.

2) An archaeological assessment is required where there is a known archaeological site or there is archaeological potential. Where Municipal approaches to determining archaeological potential have not been established, the Provincial ‘Criteria for Evaluating Archaeological Potential’ checklist or its successor

will be used. Archaeological assessment reports by professional licensed archaeologists are to be in compliance with guidelines set out by the Province, as well as licensing requirements referenced under the Ontario Heritage Act.

3) Development and site alteration may be permitted on lands containing archaeological resources or areas of archaeological potential if significant archaeological resources have been conserved by removal and documentation or preservation on site, in accordance with an Archaeological Assessment.

4) Where significant archaeological resources must be preserved on site, only development and site alteration which maintain the heritage integrity of the site will be permitted. Where significant archaeological resources are discovered an appropriate mitigation strategy will be developed and conducted to the satisfaction of the Province. In circumstances where significant archaeological resources belonged to Indigenous communities, the appropriate Indigenous communities will be notified of the findings, and where preservation on site is proposed, the proponent and the consultant archaeologist must consult with the appropriate Indigenous community to identify approaches of commemoration and/or preservation.

As discussed previously, Stage 1 & 2 Archaeological Assessments have been prepared in support of this planning application. Two reports were prepared, one for the southern portion of the lands and the other for the northern portion of the lands. Both reports found no elements of archaeological significance on the lands and recommended no further study. These assessments are with the Ministry of Citizenship and Multiculturalism for review and inclusion in their database. As such, there are no archaeological findings on the site that would preclude its development.

3.11 Record of Site Condition for Contaminated Sites

Phase 1 Environmental Site Assessments (ESAs) should be carried out at sites which may be contaminated, and Phase 2 ESAs should be completed, both by a qualified person, if required. Clean-up of contaminated sites should be done in accordance with the Record of Site Condition Regulations and with Provincial guidelines. The County and/or local Municipality may also request the filing of a Record of Site Condition when reviewing Planning Act applications for redevelopment that may be contaminated but do not require mandatory filing.

A Phase 1 Environmental Site Assessment ("ESA") has been prepared as part of this submission by GHD Limited. The ESA finds no potentially contaminating activities ("PCAs") on the subject lands, although limited PCAs are identified on lands to the west of the subject property. The ESA finds that the slope of the subject lands likely has shallow flows running westwardly, limiting potential impacts of the adjacent PCAs. As such, the Phase 1 ESA suggests that no areas of potential environmental concern are present on the subject site.

5 Growing Our Communities

5.1 Objectives

This section is intended:

- to ensure the natural and cultural resources and environment in the County and its local Municipalities are protected and developed in a balanced approach to support the tourism and recreation sector;*
- to provide flexibility to support an open and competitive investment market;*
- to encourage a diverse economy while recognizing and promoting existing economies in agriculture, tourism, aggregate extraction and forestry;*
- to ensure available lands, services, and zoning policies are in place to attract a wide range of investment and businesses;*
- to identify settlement areas that can accommodate future growth and to promote serviced settlement areas as the preferred growth areas;*
- to encourage the creation of complete communities which support a full range of living and employment opportunities .*

The proposed development is within the Millbrook settlement area and supports County goals of prioritizing growth in serviced communities. The proposed “Community Commercial” blocks will support new economic development in the local community without impacting existing agricultural and tourism industries. The mixed-use nature of the proposal contributes to the creation of a complete community in Millbrook. Future residents will benefit from existing and planned community amenities and commercial spaces in proximity to their homes. Special consideration has been given to existing natural features on the site, with development buffers being applied to protect the existing Baxter Creek watercourse and associated wetlands and woodlands, thus preserving the County’s natural resources.

5.2 Growth Projections

5.2.1 Forecasts

The County and its local Municipalities will strive to meet the population and employment forecasts as established by the Province from Schedule 3 of the “A Place to Grow: Growth Plan for the Greater Golden Horseshoe” as shown below:

Forecast for County of Peterborough to 2051

Population - 82,000

Employment - 26,000

About 71% of all population growth is forecast to occur in the Townships of Cavan Monaghan, Selwyn, and Asphodel-Norwood (with 34%, 20%, and 16% of total growth respectively).

Table 2 – Population Growth in the County of Peterborough

<i>Census Year</i>	<i>Total Populations</i>	<i>Population Growth</i>	<i>Annual Growth Rate</i>
2021	63,800		
2026	67,900	4,100	1.3%
2031	71,540	3,640	1.0%
2036	74,270	2,730	0.8%
2041	77,000	2,730	0.7%
2046	79,540	2,540	0.7%
2051	82,000	2,460	0.6%
1991-2021		10,690	0.6%
2021-2051		18,200	0.8%

Source: Hemson Consulting

5.2.2 Allocations

As a result of the Growth Analysis and land needs assessment undertaken by the County, household and employment growth has been allocated below for each local Municipality consistent with the Provincial forecast. A summary of these allocations is provided in the tables below based on the population forecast in Section 5.2.1.

Table 3 – Summary of Housing Allocation

<i>Municipality</i>	<i>2021</i>	<i>2051</i>	<i>2021-2051</i>	<i>2021-2051</i>
Cavan Monaghan	3,550	6,870	3,320	34.4%
Peterborough County	25,050	34,700	9,650	100%

Source: Hemson Consulting

Table 4 – Employment Allocation by Lower-Tier Municipality and the County

<i>Municipality</i>	<i>2021</i>	<i>2051</i>	<i>2021-2051</i>	<i>2021-2051</i>
<i>Cavan Monaghan</i>	<i>1,140</i>	<i>3,880</i>	<i>2,740</i>	<i>37.5%</i>
<i>Peterborough County</i>	<i>3,680</i>	<i>10,980</i>	<i>7,300</i>	<i>100%</i>

Source: Hemson Consulting

5.2.3 Millbrook Settlement Area Boundary

It is recognized that the Millbrook settlement area boundary exceeds the amount of land required to accommodate allocated growth. The Millbrook settlement area boundary will be subject to refinement and will reflect an expanded settlement area that will not add more than 74.7 hectares of Community Lands and 34.1 hectares of gross Employment Lands and will be based upon the findings and recommendations of the County's Growth Analysis Report, the Township's Master Servicing Study and the Township's Growth Management Study. The settlement area boundary refinement will be provided prior to Ministerial Approval of the County Official Plan.

The County expects significant growth in population and employment through to 2051, with 34% of the population growth expected to be accommodated in Cavan Monaghan. The County has allocated 3,320 dwellings to absorb the anticipated growth in Cavan Monaghan. The proposed development makes a significant contribution to dwelling allocations by providing 483 units, in a variety of sizes and products, that will support the community in meeting its growth forecasts. The County has additionally allocated 2,740 new jobs to the Township of Cavan Monaghan. The proposed development's 9.06 hectares of "Community Commercial" lands should be expected to make a significant contribution to the County's employment allocations. Using the Townships assumptions for square feet per commercial job, the proposed development may be expected to yield approximately 292 jobs. With regards to employment, the proposal makes a significant contribution to the County's long-term allocations.

5.3 Growth Targets

5.3.2 Greenfield Development and Density Target

Greenfield areas are lands within Havelock, Norwood, Millbrook and Lakefield that are outside of the delineated built-boundary but have been designated for development and are required to accommodate forecasted growth to the horizon of this Plan. Designated greenfield areas do not include excess lands.

Within the County of Peterborough, the minimum density target applicable to designated greenfield areas shall not be less than 40 residents and jobs combined per hectare.

New development within greenfield areas must support active transportation, the achievement of complete communities and must encourage the integration and viability of possible future transit services. Other applicable policies throughout this Plan have been designed to assist in achieving these outcomes. Density targets will be measured in accordance with the Provincial Growth Plan.

The subject lands are considered as designated greenfield areas within the settlement area boundary. The proposal includes 483 residential units, which may yield a total population of approximately 1,392 individuals, based on the 2021 census average household size of 2.8 persons/dwelling in Cavan Monaghan, yielding an gross density of 40.2 residents per hectare, calculated on a site-wide basis. The two "Community Commercial" blocks may yield approximately 160,759 square feet of commercial gross floor area. Based on the Township's assumption that 550 square feet of commercial space yield one job, as per the 2022 Development Charges Background Study, the project may yield 292 jobs for a site-wide yield of 8.7 jobs per hectare. As such, the community may yield approximately 48.9 people and jobs per hectare, meeting the minimum densities for greenfield development as per section 5.3.2. The proposal protects for ultimate conditions widths along County Road 10, which may include multi-use pathways to accommodate active transportation. The mix of uses and

densities being proposed are aligned with the County's desires for greenfields to be developed as complete communities.

5.3.3 Employment Areas and Density Target

Employment areas are areas that have been designated for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities. In this Official Plan, employment areas have been recognized through the Urban Employment and Employment designations.

Within the County of Peterborough, the minimum density target applicable to employment areas within settlement areas is 20 jobs per net hectare.

The conversion of lands within employment areas to non-employment uses may only be permitted through a municipal comprehensive review in accordance with the Provincial Growth Plan.

Employment areas within settlement areas will be planned for and protected by prohibiting residential uses or limiting other sensitive land uses that are not ancillary to the primary employment uses, and prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted.

The proposed development contemplates what was previously considered a 'conversion' of lands within an employment area under the previous Growth Plan for the Greater Golden Horseshoe. With the coming into force of the new PPS, the concept of an 'employment conversion', which must occur during a 'MCR' was not carried forward.

That said, in the Township's its growth planning exercise, the Township of Cavan Monaghan recommended that these employment lands be 'converted' to non-employment uses for a multitude of reasons. Firstly, the subject lands are in close proximity to existing and planned residential communities to the west and south; the conversion of these lands to accommodate residential uses would represent a natural expansion of community areas in close proximity to existing and planned community assets. Additionally, the local municipality has identified sufficient lands outside of the current settlement area to meet projected employment needs. The local municipality argues that the newly identified lands are better suited for employment uses, when compared to the subject lands, as they are further from non-compatible uses and closer to regional transportation corridors. As such, this application reflects the local municipalities own growth management strategy and seeks to allow the conversion of the subject lands to accommodate a range of non-employment land use designations including "Residential", "Community Commercial" and "Parks & Open Space".

5.4 Hierarchy of Settlement Areas

Locally, growth and development will be directed to settlement areas in accordance with the following hierarchy:

- *The vast majority of growth will be directed to municipally serviced settlement areas that have a delineated built boundary and can support the achievement of complete communities. Municipally serviced settlement areas are those which have existing or planned municipal water and wastewater systems.*

Existing settlement areas across the County have been prioritized using this hierarchy in the following subsections.

5.4.1 Serviced Settlement Areas

Most growth will be directed to the four settlement areas in the County that have municipal water and wastewater systems. The boundaries of these settlement areas have been delineated on land use schedules forming part of this Plan.

- *Havelock in Havelock-Belmont-Methuen*
- *Lakefield in Selwyn*
- *Millbrook in Cavan Monaghan*
- *Norwood in Asphodel-Norwood*

Within these four settlement areas, development will be focused in the delineated built-up areas, in areas with existing or planned public service facilities, and in locations with existing or planned transit, with priority on higher order transit where it exists.

As per the policies in section 5.4, the proposal calls for the development of a mixed-use complete community, within the Millbrook settlement area, where servicing capacity exists and is planned to be upgraded to accommodate growth. Furthermore, the proposal is adjacent to a cluster of existing and planned public service facilities which include a community centre, municipal services offices, a planned fire hall and a planned school. As such, the proposed development is aligned with the County's vision for growth within settlement areas.

5.6 Housing

5.6.1 Affordable Housing

Within the County, additional residential units, semi-detached, duplex, townhouse and low-rise apartment units will provide the bulk of affordable housing opportunities. These units will typically be located in serviced villages but may occur in the rural area where permitted by this Plan and where servicing levels have been demonstrated. Additional residential units will be the most likely means of increasing housing affordability in the rural area.

3) The following planning strategies may be considered by the Municipality in an effort to achieve accessible, assisted and/or affordable housing objectives:

- *Promote higher density housing forms, where housing is more affordable due to reduced per unit land costs. Higher density housing forms shall only be supported in appropriate locations.*
- *Encourage the development of a range of dwelling unit types and sizes, where housing is considered more affordable due to lower construction and maintenance costs.*
- *Encourage the inclusion of accessible, assisted and/or affordable housing units within subdivisions and larger scale developments.*
- *Ensure that the provisions of the local Municipal Zoning By-Law are sufficiently flexible to permit a range of innovative housing types and sizes, including additional residential units and garden suites.*

The proposed development is planned to include medium-density blocks, townhouse blocks and single detached dwelling lots. Medium-density units are expected to be offered in a range of types and sizes. It is also anticipated that a certain proportion of medium-density units will be designed to accommodate end-users with accessibility needs per the OBC. While the proposal does not include affordable housing units, it could be expected that the broad range of unit types and sizes will support multiple population groups in finding housing that meets their needs within the Township. Additionally, it may be anticipated that a large contribution to the housing supply, such as this one, may have longer-term impact on the supply, which in turn could potentially reduce housing costs in the community and support affordability.

5.7 Employment & Economy

Lands across the County have been designated for commercial and industrial growth based on the provincial growth projections and the Growth Analysis undertaken by the County. These lands are intended to accommodate an appropriate range and mix of employment opportunities to meet future demand. An adequate supply includes maintaining a range and various sizes of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses.

Opportunities for industrial, commercial, and recreational activities will be supported in appropriate locations. The majority of opportunities will occur in serviced settlement areas. Other locations, including lands in the countryside, will be considered where they offer advantages such as larger sites, compatibility or proximity to resources or major transportation facilities, or where compatibility does not lend itself to being located in a settlement area and the use can be privately serviced.

While the proposal calls for the redesignation of employment area designated lands from the subject site, a large portion of the lands are proposed as “Community Commercial”, representing an expanded and reconfigured “Community Commercial” component. The proposed 9.06 hectare of “Community Commercial” lands will retain employment and economic functions providing jobs, goods and services to the growing community of Millbrook. This large “Community Commercial” contribution is ideally located in proximity to the Village of Millbrook, Highway 115 and the growing community node at Fallis Line and County Road 10. As such, this proposal may attract a range of businesses that may economically benefit the community.

5.9 Healthy Communities

5.9.2 Green Spaces

The following policies, together with other policies throughout this Plan, are intended to encourage greater accessibility to our public green spaces and ensure our communities are more resilient to climate change.

2) Plans of subdivision/condominium are encouraged to retain as many healthy, mature trees as possible and/or plant additional trees in order to provide shade for heat dissipation, urban forest cover/habitat, and improve aesthetics of new development.

3) New plantings required as part of a subdivision/condominium or site plan application should primarily consist of native plants and trees; new plantings may be required to meet certain size criteria in order to ensure their effectiveness for mitigation and habitat. Where a Conservation Authority has jurisdiction, they may be consulted to determine plantings which are most appropriate. As a draft plan condition, a detailed landscaping and planting plan may be required to be prepared by the proponent, and may include a monitoring plan and survival rates for new plantings.

4) Draft plan conditions for plans of subdivision/condominium may require the proponent to prepare a stewardship brochure intended to educate homeowners. The brochure may include a set of best practices for homeowners to help them decrease their impact on the environment, information on any noteworthy species located within or adjacent to the development, suggestions for homeowners that wish to naturalize their property, and restrictions associated with any buffer areas within the development, including on individual lots.

5) Green spaces and parklands should be located in a variety of neighbourhoods and locations to ensure equal access to these spaces. Where feasible, and where it has been determined that there is a lack of green space, the local Municipality may pursue the acquisition of lands to be used for such purpose. Typically, a local Parks and Recreation Master Plan will include an inventory of existing green spaces and parks, identify

where future parks should be located, and how they should be developed based on the needs of the community.

The proposed development recognizes the role that green spaces play in supporting healthy communities. The proposal protects a significant portion of the natural heritage features on-site, allowing for them to continue providing ecosystem services for the wider community. The landscaping and streetscaping approach for this proposal will be refined during the detailed design phase but is expected to include native plants and trees. The proposed development calls for the conveyance of a 1.93-hectare park block to the Township (which exceeds the *Planning Act* minimums). The park's eventual design may include a range of recreational installations that could be supportive of community health as will be determined by the Township.

5.9.3 Climate Change

- 1) A compact urban form in serviced settlement areas is encouraged in order to maximize the efficiency of infrastructure. Mixed use development in appropriate locations and live-work relationships are also promoted to reduce automobile use.*
- 2) The design of buildings and layout of new lots should maximize direct access to sunlight during the winter, increasing energy efficiency, and minimizing energy consumption associated with heating. Similarly, vegetation chosen for new developments that will reduce energy consumption of buildings for cooling should also be considered.*
- 3) The use of energy efficient building design and fixtures should be considered.*
- 4) Community design, facilities and infrastructure that provide for cycling and walking from home to sources of goods, services and employment is preferred.*
- 5) Green technologies and construction methods will be used whenever possible and feasible for new construction and the replacement of civic infrastructure.*
- 6) Innovative design that optimizes potential for alternative energy technologies, energy production and conservation is encouraged.*
- 7) New construction, including industrial, institutional, commercial and multiple residential buildings, are encouraged to be built to LEED (NC) standard.*
- 9) Development and land use patterns shall incorporate elements such as the extensive utilization of trees, shrubs, hedges or other ground cover, permeable paving materials, street furniture, waste and recycling containers, bicycle parking facilities, and the utilization of green infrastructure to complement the Municipality's infrastructure systems.*
- 10) Proponents for new developments may be required to demonstrate that the site has been designed to maximize both new and existing vegetation through green spaces and green infrastructure to mitigate the impacts of a changing climate.*

The proposed development represents a mixed-use and mixed-density approach to greenfield development. The proposed compact community represents a more efficient use of land, resources and energy. New buildings will meet green building policies and will employ best practices, where possible. The inclusion of environmentally friendly features including landscaping, lighting, energy conservation, etc. may be refined during the detailed design phase of the Draft Plan of subdivision or during future Site Plan Control applications.

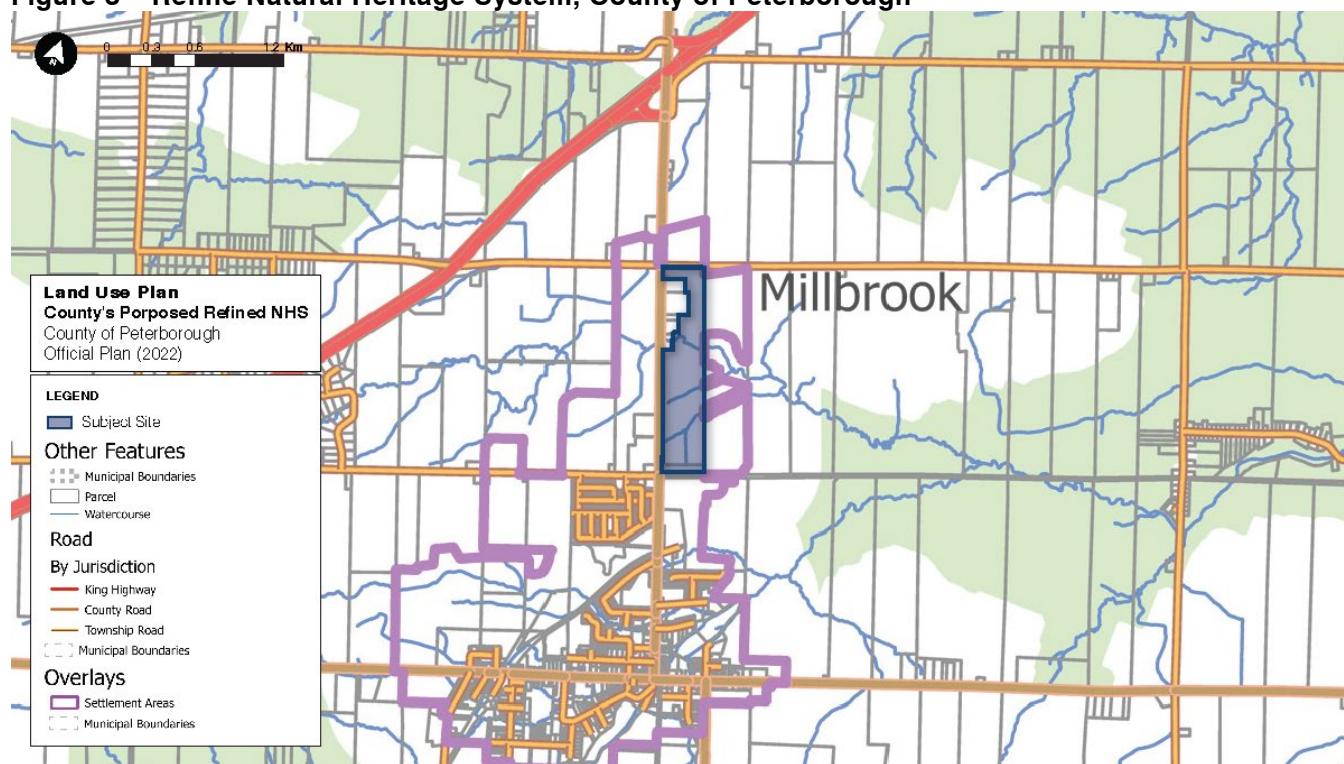
6 Natural Heritage Features and Natural Hazards

6.1 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 direct development away from areas of natural hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards;*

6.3 Natural Heritage Features

Figure 5 – Refine Natural Heritage System, County of Peterborough



6.3.1 Wetlands

Within settlement areas and rural settlements development, including the creation of new lots, is not permitted within any wetland or within the 15 metre vegetation protection zone. Where a Natural Heritage Evaluation recommends an alternative vegetation protection zone and is supported through peer review, the recommended alternative is to be implemented recognizing that this additional level of study takes into consideration the specifics of the site.

Any development proposed within 120 metres of a wetland will require a Natural Heritage Evaluation (NHE) which demonstrates that there will be no negative impacts on the natural features or the ecological functions of the wetland.

6.3.1.1 Wetland Compensation

In limited circumstances within settlement areas and rural settlements, a wetland compensation strategy may be utilized for non-significant wetlands, provided it can be demonstrated through the hierarchy approach that it is required. The hierarchy is intended to prevent or limit negative impacts of human activity and has four steps:

- a) *Avoid* – Avoiding wetlands and their vegetation protection zones is the preferred approach and going beyond this step is strongly discouraged. Going beyond the avoidance step will require an Official Plan Amendment.
- b) *Minimize* – Where it has been demonstrated that the wetland and its vegetation protection zone cannot be avoided, every effort should be made to minimize the area being impacted, including reducing the number of lots or intensity of the development.

- c) *Mitigate* – Appropriate mitigation measures must be put in place to minimize negative impacts.
- d) *Compensate* – In very rare cases, where it has been demonstrated that no other reasonable alternative is available through avoidance, minimizing impacts and mitigation, wetland compensation may be permitted. New development may locate within non-significant wetlands and their associated vegetation protection zone, provided a detailed wetland compensation plan is implemented that provides an equivalent or greater wetland area elsewhere on the subject property, with a maintained or improved ecological and hydrological function. In such circumstances the proponent must avoid the feature to the greatest extent possible.

Wetland compensation is not permitted for provincially significant wetlands, including any newly identified provincially significant wetlands that are evaluated as part of the Natural Heritage Evaluation.

Wetland compensation studies are required as part of a complete application submission in accordance with Section 3.1. The study will be reviewed by the Conservation Authority having jurisdiction or a peer reviewer acting on the approval authority's behalf, and all expenses will be borne by the applicant. When considering wetland compensation, First Nations communities must be consulted in accordance with Section 3.2. Compensated wetlands and identified vegetation protection zones will be recognized and protected through a related Official Plan Amendment, Zoning By-Law Amendment and/or site plan, as may be applicable. A compensation agreement with applicable agencies may also be required which could include both monitoring and financial securities to ensure the project is completed as approved.

6.3.3 Habitat of Endangered Species and Threatened Species

The habitat of endangered species and threatened species is not shown on any land use schedule or as an overlay since habitat is dynamic and species and habitat information is limited or not published. The most recent and accurate information available from the Province at the time of development application will be utilized.

Outside of the Natural Heritage System overlay, development and site alteration is not permitted within habitat of endangered species and threatened species except in accordance with provincial and federal requirements. Where new development is proposed, a Species at Risk Assessment is required. The Assessment must demonstrate that there will be no negative impacts on the natural features or ecological functions of the habitat and indicate whether a permit or Notice of Activity is required from the Province.

6.3.4 Significant Wildlife Habitat

Outside of the Natural Heritage System overlay, development and site alteration is not permitted within significant wildlife habitat unless it has been demonstrated by means of a Natural Heritage Evaluation (NHE) that there will be no negative impacts on the natural features or their ecological functions.

Any development proposed within 120 metres of such habitat will require a Natural Heritage Evaluation (NHE) which demonstrates that there will be no negative impacts on the features or their ecological functions.

6.3.5 Significant Woodlands

In Ecoregion 6E, where woodlands cover 30 to 60% of land, a significant woodland is one that is 50 hectares in size or greater. Since significant woodlands have not been thoroughly studied or mapped in the County, development in or adjacent to woodlands meeting this size criteria should be evaluated to determine if they are significant.

Outside of the Natural Heritage System overlay, in Ecoregions 6E and 7E, development and site alteration is not permitted within significant woodlands unless it has been Page 142 demonstrated by means of a Natural Heritage Evaluation (NHE) that there will be no negative impacts on the natural features or their ecological functions.

Any development proposed within 120 metres of a significant woodland, whether inside or outside of the Natural Heritage System overlay, will require a Natural Heritage Evaluation (NHE) which demonstrates that there will be no negative impacts on the features and functions of the significant woodland.

6.3.6 Fish Habitat

Outside of the Natural Heritage System overlay, development and site alteration shall not be permitted in fish habitat except in accordance with provincial and federal requirements.

Any development proposed within 120 metres of fish habitat, whether inside or outside of the Natural Heritage System overlay, will require a Natural Heritage Evaluation (NHE) which demonstrates that there will be no negative impacts on the features or functions of the habitat. Small scale development proposals that do not propose new land uses or increase the intensity of the existing use may undertake a site review or scoped assessment in lieu of a Natural Heritage Evaluation. The policies of Section 9 of this Plan may also apply.

As part of this application submission package, a Natural Environmental Constraints Letter was prepared by GHD Limited. The NECL represents a preliminary approach to gathering data on the existing natural environmental constraints on the subject lands. The NECL and associated schedules have begun identifying natural features which include a tributary of the Baxter Creek with permanent water flows, observed woodlands and wetlands and two headwater drainage features on the subject lands. Fieldwork on the site is ongoing to obtain a better understanding of the natural conditions of the subject lands and is expected to be complete by end of summer of 2025. A comprehensive Environmental Impact Assessment ("EIS") will be prepared following the completion of fieldwork activities. The EIS will provide a comprehensive catalogue of the existing conditions on the site inclusive of watercourses, water features, vegetation communities, birds, herpetozoa, fish and other wildlife. The EIS is also expected to identify impacts on natural features potentially caused by the proposed development as well as make recommendations on potential mitigation measures. The EIS will be developed in alignment with all applicable regulations and will speak to any relevant policies, such as those above. This EIS will be submitted for consideration under separate cover, as soon as available.

6.4 Natural Hazards

6.4.1 Flooding and Erosion

- 1) Development shall generally be directed to areas outside of:
 - b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards;

In site-specific circumstances, the proponent may be required to undertake an analysis to establish flooding and/or erosion limits. Such studies will be undertaken by a qualified professional and will be reviewed by the appropriate authority, agency and/or through the use of peer reviewers. Both the cost of the study and the peer review will be at the applicant's expense.

Otonabee Conservation maintains a publicly accessible record of their floodplain mapping tool. A small portion of the site is identified as being within the Baxter Creek floodplain, this floodplain is associated with the watercourse that runs east-west through the subject lands. In developing the Draft Plan of Subdivision, emphasis has been placed in respecting the floodplain and buffering for other natural features. All development has been located beyond the identified floodplain and 30 metre development buffers have been added around the watercourse and associated woodlands and wetlands. This will serve to limit erosion of the natural and built environments while limiting the impact of flooding on the future community.

9 Water Resources

9.1 Objectives

- *to maintain and wherever feasible, protect and enhance the quantity and quality of ground water and surface water;*
- *to minimize the potential for contamination including potential contamination from road salt on sources of municipal drinking water;*
- *to identify and protect water resource systems including ground water features, hydrologic functions, natural heritage features and areas and surface water features including shoreline areas, necessary for the ecological and hydrological integrity of the watershed;*

The subject lands are not subject to source water protection policies, and as such drinking water is not expected to be impacted by the proposal. The proposal does integrate measures that seek to maintain the quality and quantity of surface and ground water resources. The on-site stormwater management pond block will serve to capture the stormwater run-off throughout the community. Stormwater will be collected and released gradually into the creek. Green spaces and landscaped spaces will support additional on-site stormwater retention. These features will add capacity to local servicing networks and avoid a portion of the run-off from entering the natural heritage system and overwhelming the existing watercourse.

10 Transportation and Infrastructure

10.1 Objectives

- *To ensure a coordinated and integrated approach to infrastructure planning so that such facilities are financially viable over their life cycle and are sufficient to meet current and projected needs.*
- *To facilitate the movement of people and goods by means of a safe, integrated and balanced transportation system.*
- *To establish an integrated transportation system that safely and efficiently accommodates various modes of transportation including private and commercial vehicles, public transit, agricultural equipment and methods of active transportation.*
- *To develop a transportation system that protects transportation corridors and air transportation and is compatible with and supportive of future land uses.*
- *To encourage the use of public transit and active transportation as sustainable, energy efficient, affordable and accessible forms of travel for people of all ages, abilities and incomes.*
- *To ensure that new roads in urban settlement areas are constructed safely, designed in a manner that helps to distribute car and truck traffic evenly.*
- *To encourage greater accessibility to, and growth of the active transportation system and provide for linkages where they are feasible.*

The proposed development benefits from optimal regional and local connectivity. The subject lands are bound by Larmer Line, County Road 10 and Fallis Line, to the north, west and south, respectively. The proposal includes road widening conveyances for both Larmer Line and County Road 10, protecting for their ultimate condition as planned by the County and Township. The proposed road widening along County Road 10 may be leveraged to maintain paved shoulders or multi-use pathways as per the County's Active Transportation Master Plan, which may encourage residents to select cycling as their mode choice for local trips. All Local roads internal to the site will be planned and constructed to meet all engineering standards. The local street pattern has been designed to provide an interconnected network of roads allowing convenient access to future residents. While no rapid transit is planned in proximity for the site, a regional bus stop is located at the intersection of County Road 10 and Highway 115, approximately 1.3 to 2.7 kilometers from the subject site. The route serving this stop provides convenient regional connections to Peterborough and the Greater Toronto Area.

10.2 Transportation Network

Through the pre-consultation process outlined in Section 3.1, road authorities may request the completion of studies such as a Traffic Impact Study, Noise Impact and/or Vibration Study, Stormwater Management or Drainage Plan.

New development shall not be granted approval where a traffic hazard would be created, the development would worsen an existing traffic hazard as a result of limited sight lines, curves or grades, or the requirements of the road authority have not been met.

The County and local Municipalities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified.

In the design, refurbishment, or reconstruction of the existing and planned street network, a complete streets approach will be adopted where appropriate that ensures the needs and safety of all road users are considered and appropriately accommodated.

As part of this application package, a Transportation Impact Study (“TIS”) was prepared by Asurza Engineering as required and is being submitted as a supporting document. No traffic hazard has been identified in the transportation network. Sight triangles have been integrated into all intersections to promote a safe environment for all road users. The proposed development is not expected to preclude the original functions of adjacent main thoroughfares. While traffic counts may increase, the TIS finds that the impact on the road network is acceptable should the recommended lane configuration modifications and signalized intersections be implemented as the community grows. The planned street network is expected to be design to the standards as defined by the local municipality and will include sidewalks to create a safe and walkable public realm.

10.2.2 Local Municipal Roads

Local roads are existing or proposed roads of two traffic lanes which provide access to abutting properties and which are designed to facilitate predominantly local traffic movements at low operating speeds. The design right-of-way width shall be in accordance with local Municipal roads by-laws, and new entrances must be approved by the local Municipality.

Local Municipalities may stop up and close existing local roads, shoreline road allowances and road related facilities subject to the provisions of the Municipal Act, as amended, without the need to amend the Official Plan. Prior to the closure of Municipal road allowances, consideration should be given to the Active Transportation policies in Section 10.2.5 of this Plan and the use of the lands for active transportation purposes.

All local roads being proposed will be designed to meet the engineering and construction standards of the local municipality and will meet all applicable by-laws. The proposed local road network has been designed to provide an abundance of internal connectivity between “Residential”, “Community Commercial” and “Parks & Open Space” blocks, while minimizing the impact of new traffic counts on the surrounding existing street network.

10.2.3 County Roads

1) Access to County roads should be limited, particularly in areas of new development outside the urban core area. New entrances will require a permit and must meet the requirements of the County roads entrance by-law. The County roads by-law may also specify building setbacks from a County road or setbacks from an intersection with a County road.

2) Where a new lot is proposed that has frontage on both a County road and a local Municipal road, access will not be permitted from the County road unless there is no safe access available from the local road.

4) *The County maintains a Transportation Master Plan which is intended to guide decision making related to infrastructure improvements and enhancements, safety updates and development of policy and standards. The Transportation Master Plan is periodically updated, and any new recommendations will be implemented through this Official Plan as necessary.*

5) *County roads have been classified through the Transportation Master Plan based on their traffic volumes. Each classification (Class A, B and C) has a different function and specific design standards and entrance criteria that are to be applied at the time of development application. The recommended design standards can be found in Appendix B.*

6) *When designing and reconstructing the road network, consideration will be given to the means in which to balance the needs of all road users, including pedestrians, cyclists, transit and vehicles. Pedestrian laneways within road allowances are encouraged wherever feasible.*

7) *When considering development within settlement areas and rural settlement areas, local Municipalities shall promote transit and active transportation routes along County roads.*

The proposed road network has been designed to minimize access to County Road 10 ("CR10"), in alignment with section 10.2.3. two roads, Streets D and G, are proposed to intersect with County Road 10. Street D is proposed as a signalized intersection while Street G is proposed as an unsignalized full-moved intersection. The southern "Community Commercial" block (Block 189) proposes two accesses to CR10, one full-moves intersection in alignment with the municipal services building entrance to the west of CR10, and one right-in-right-out further south. The TIS is supportive of the proposed connections with CR10 and makes recommendations with respect to the timing of lane configuration and signalized intersection implementation. The study finds that should these mitigation measures be implemented, the road network will maintain acceptable capacity throughout the study years.

10.2.5 Active Transportation

Multi-use trails are preferred and shall be prioritized in greenfield situations within settlement areas. However, given the rural nature of the majority of lands within the County, the active transportation system will consist primarily of paved shoulders which will be added when feasible or when road improvements are scheduled. The addition of new paved shoulders will take place in strategic locations as identified in the County of Peterborough Active Transportation Master Plan and/or in the Active Transportation or Parks and Recreation Master Plans of local Municipalities.

1) *Where new developments are proposed, linkages to the existing active transportation network will be made, where feasible, and proponents are encouraged to use a 'complete streets' approach to design that can be supported by the local Municipality and/or approval authority, and is in accordance with any local Municipal design guidelines.*

2) *Bicycle parking facilities/amenities should be considered as a requirement in new buildings, through Site Plan Control, as part of the development application process where appropriate.*

3) *Where new developments are located adjacent to a waterway, proponents are encouraged to provide greenspace along the waterway and public access to the waterway.*

4) *Municipalities, including the County, are encouraged to secure new lands for the active transportation network through land purchases, land exchanges, land leases, dedication of lands through the development approvals process, and through other means.*

5) *Municipalities, including the County, should consider the opportunity and benefit of protecting future cycling and pedestrian linkages prior to disposing of any unopened road allowances and rights-of-way.*

6) *Utility corridors, municipal easements and former rail lines will be incorporated into the trail network, where meaningful and feasible connections and linkages can be established.*

7) *To improve attractiveness, continuity, and accessibility to public spaces and parks, the County and/or local Municipalities may identify and develop linkages between public spaces and parks through Active Transportation Master Plans. Where lands have been identified in an Active Transportation Master Plan and are proposed to be developed, the proponent may be required to provide such linkages or active transportation facilities as a condition of development approval.*

8) *The County maintains an Active Transportation Master Plan which is intended to guide decision making related to active transportation infrastructure improvements and enhancements, safety updates and development of policy and standards. The Active Transportation Master Plan is periodically updated, and any new recommendations will be implemented through this Official Plan as necessary.*

As discussed previously, the County has identified future cycling facilities along CR10, initially as paved shoulders with the potential of a multi-use pathway being installed as an ultimate condition. The proposal makes road widening contributions along CR10; these conveyances will assist in the installation of future active transportation infrastructure. Bicycle parking and related amenities for the medium density blocks are to be defined during the site planning stage in alignment with municipal requirements. The utility corridor along the northern edge of the subject lands is proposed to be redesignated as “Parks & Open Space”. This park may be designed to include multi-use pathways that may enhance the active transportation network of the community. No on-street cycling infrastructure is being proposed as part of the internal Local road network. However, due to the nature of the Local road system, it is anticipated that cycling users may be able to share Local internal roads with vehicular traffic.

10.3 Infrastructure

10.3.1 Stormwater

1) *Applications for large-scale development shall be supported by a Stormwater Management (SWM) report unless waived by the appropriate agencies through a pre-consultation process in accordance with Section 3.1 of this Plan. The content and scope of the SWM report shall be determined when the development is proposed.*

Where it has been determined that a stormwater management plan is required, such plan:

- will be informed by a subwatershed plan or equivalent, where applicable;*
- will incorporate an integrated treatment approach to reduce stormwater flows and reliance on stormwater ponds, including appropriate low impact development and green infrastructure;*
- may establish planning, design and construction practices to minimize vegetation removal, grading and soil compaction, sediment erosion and impervious surfaces; and*
- will align with any applicable stormwater master plan or equivalent for the settlement area.*

The SWM Report shall be prepared by a qualified professional to the satisfaction of the local Municipalities, Conservation Authorities and other appropriate agencies and be prepared in accordance with Provincial guidelines.

2) *In considering an application for development or site alteration, the local Municipality shall seek to reduce areas with impervious surfaces and increase areas retained in a natural undisturbed state, in order to minimize stormwater volumes and contaminant loads and increase capacity to adapt to climate change.*

3) *For development proposals located within a vulnerable area, and which require the construction of roads, other impervious land surfaces used for vehicular traffic and parking, and including impervious pedestrian paths, consideration shall be given to design strategies and alternative surfacing which minimizes the amount of impervious surface area.*

Parking area design that minimizes the amount of impervious surface area to which road salt may be applied is encouraged.

4) *Grading, maintenance activities and drainage designs that reduce ponding and direct any run-off outside of vulnerable areas, where possible, are encouraged.*

5) *All stormwater management facilities in a plan of subdivision or condominium shall be zoned to ensure that their intended use is recognized. Stormwater management facilities for condominium developments and other large single uses may be privately owned and maintained.*

A Functional Servicing Report, prepared by Valdor Engineering in support of this application, has been included as part of this submission. Stormwater is expected to be managed on-site. A minor storm sewer system is designed to convey runoff from the 5-year storm. A major system will be comprised of an overland flow route along the municipal network directing flows to a safe outlet. This system will convey flows in excess of the capacity of the minor system. Both minor and major systems will drain to the stormwater management ("SWM") facility, being a pond on block 191. Discharge from the SWM will be directed to the Baxter Creek tributary to the north of the pond block via an outlet pipe within the natural heritage system. The site grading will be designed in a way to reduce pooling and direct runoff to the SWM facility. As per approaches in previous subdivisions in Millbrook, the SWM facility is being designated as "Residential" and zoned accordingly.

10.3.3 Water Supply and Sanitary Sewage Disposal

2) *In planning for sanitary sewage and water systems, a hierarchical approach to the provision of such services is supported. This approach will recognize that:*

a) full municipal sewer and water services are the preferred form of servicing for settlement areas;

3) *Where appropriate, an investigation of servicing options shall accompany all subdivision and Official Plan Amendment proposals to ascertain the most appropriate form of servicing. The servicing options investigation shall consider the assimilative capacity of the ground water for surface water to absorb effluent without adversely impacting the natural environment.*

4) *New development on municipal, communal or partial services may be required to undertake a functional servicing report or obtain confirmation from the local Municipality to ensure there is sufficient reserve capacity within the system.*

Subject to the hierarchy of services provided in this Plan lot creation may be permitted only if there is confirmation of sufficient reserve sewage system capacity and reserve water system capacity within municipal sewage services and municipal water services or private communal sewage services and private communal water services. The determination of sufficient reserve sewage system capacity shall include treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.

5) *Where it has been determined by the local Municipality and/or County that a supporting servicing options and/or hydrogeological study is required, the following information should be included:*

- *a description of the proposed use;*

- a site plan showing surrounding land uses, and any existing or proposed buildings on the property as well as existing or proposed services, parking and loading areas, and any natural heritage features and their buffers;
- for sanitary servicing:
 - a calculation of the design flows
 - design of treatment system and leaching beds;
 - supporting figures showing the preliminary design;
 - supporting documentation from Peterborough Public Health or its designate, or soils consultant;
 - if average daily flows are of 4,500 L/day, a hydrogeological assessment is also required
- for water services:
 - a calculation of the design flows;
 - identification of the applicable legislation (small system versus large);
 - description of the water supply source, and the suitability to service the proposed development;
 - description of any water treatment, testing and monitoring;
 - supporting documentation from Peterborough Public Health or its designate, drilling contractors, hydrogeology etc.;
- if deemed necessary, a description and the design of the water supply for fire protection

Full municipal sewer and water services will be provided to the proposed development, in alignment with County preferences. The FSR prepared by Valdor Engineering and included as part of this submission, details the proposed water, wastewater and stormwater servicing approaches on the subject lands. The Township has indicated that current water and wastewater servicing capacity is insufficient to service the entire proposed development. A phased approach will be employed to develop the site as servicing become available. The southern “Community Commercial” block will be the first to be developed, as the municipality has indicated that existing servicing capacity suffices for the proposed commercial uses. The draft Zoning By-law Amendment includes a holding provision on the “Residential” designated portions of the subject lands. The holding provision may only be removed at a time where sufficient servicing capacity becomes available. The Township has initiated a Water and Wastewater Master Servicing Study to examine water and wastewater servicing alternatives, the FSR recommends that this Master Servicing Study take the proposed development into consideration when selecting and designing servicing alternatives. As per the above policy requirements, a Hydrogeological Assessment was undertaken by GHD Limited and was developed in alignment with the above terms of reference.

5.5 Cavan Monaghan Growth Management Strategy (2022)

The Township of Cavan Monaghan engaged Watson & Associates Economists Ltd. to prepare the Growth Management Strategy Final Addendum Report (“GMS”) in 2022. The GMS details the Township’s projected growth forecasts and associated land needs.

Chapter 2 Township of Cavan Monaghan Growth Forecast and Urban Land Needs, 2051

2.2 Urban Commercial Demand and Land Needs, 2021 to 2051

- In order to support the commercial needs of Millbrook and the surrounding area to 2051, Millbrook will require an additional 34,900 sq.m (376,000 sq.ft.) of commercial building space, based on a target per capita ratio of 4.3 sq.m/46 sq.ft. of commercial space per resident.
- In terms of land requirements over the 2021 to 2051 forecast period, the Township is anticipated to generate demand for 13 net ha (32 net acres) of commercial lands associated with forecast commercial growth in Millbrook.

- *The development proposal for commercial development at the northeast corner of County Road 10/Fallis Lane (lands subject to a Minister's Zoning Order (M.Z.O.), referred to as the Vargas lands) on approximately 3 ha (7 acres) of commercial land is anticipated to largely satisfy the immediate commercial needs of residents today and over the short term (i.e., 5 to 7 years).*
- *The total supply of vacant commercial lands in the Millbrook D.G.A. is approximately 7 net ha (17 net acres).[1] As summarized in Figure 2-1, the demand for commercial lands over the next 30 years exceeds the supply of vacant commercial lands in the Millbrook D.G.A.*
- *To accommodate forecast commercial growth to the year 2051, approximately 6 net ha (15 net acres) of additional designated commercial lands are required.*
- *Opportunities for mixed-use developments in the D.G.A., such as the development proposal by CSU Developments Inc. and Vargas in the west end of Millbrook (southwest of Fallis Line and County Road 10) would reduce the commercial land required by 1 ha for every 2,500 sq.m/27,000 sq.ft. of commercial space accommodated in a mixed-use development.*
- *The Township should pursue adding more designated commercial lands to the Millbrook Urban Settlement Area.*

The proposal retains the 3 hectares of commercial lands subject to the Minister's Zoning Order ("MZO"), which are expected to meet the short-term commercial needs of the community. In addition to the commercial MZO lands, the draft Plan of Subdivision includes 6.06 hectares of new "Community Commercial" lands, for a total of 9.06 hectares of commercial lands. This will support the community in meeting long term commercial needs as per section 2.2 of the GMS. Accordingly, the commercial land provisions of the OPA, ZBA, and DPS are in alignment with the findings of the GMS, which suggested that 6 hectares the employment lands on the subject site may be converted to commercial, in addition to the existing 3 hectares of commercial land secured through the MZO. The proposal deviates from the GMS in that the proposed commercial lands have been reconfigured as rectilinear blocks fronting primarily onto CR10, whereas the GMS envisioned the new commercial lands as a square block fronting Fallis Line and CR10. This has been done to maximize exposure to CR10 and to ensure that block depth allowed for efficient development.

The proposed commercial lands have been divided into two blocks (Blocks 188 and 189 in the Draft Plan of Subdivision). Block 189 includes the 3 hectares approved via MZO as well as 3.52 hectare of net new commercial lands, for a total of 6.52 hectare of commercial lands. This block is expected to be delivered as Phase 1 of the proposal. Block 188 provides 2.54 hectares of net new commercial lands and will be developed as part of Phase 2 of the proposed development. The design of both commercial blocks will be refined through separate Site Plan Control applications which will be submitted under separate cover. Both commercial blocks will be aligned with the draft Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications included as part of this submission.

2.3 Township of Cavan Monaghan Community Area Land Needs, 2021 to 2051

2.3.1 Township of Cavan Monaghan Residential Land Supply, 2021

- *Approximately 1,640 units were found to be within the development approvals process (registered un-built, draft approved, and currently under review) across the Township. Slightly more than half of the Township's residential supply in the development approvals process is in the form of low-density units.*
- *The total units in active development applications include those associated with the CSU Developments Inc. and Vargas lands, which received an approved M.Z.O. on April 1, 2022.*
- *Units in the development approvals process represent 86% of the total housing supply across the Township.*
- *The unit yield of the Township's residential greenfield development opportunities is estimated at only 235 units.*
- *It is evident that Millbrook, which is the only settlement area in the Township with full municipal services, will continue to be the focus of current and future development.*

2.3.2 Township of Cavan Monaghan Population and Housing Growth Forecast, 2021 to 2051

The Peterborough County M.C.R. has identified a County-wide population increase of 18,200 between 2021 and 2051, resulting in a need for an additional 9,640 households. The Township of Cavan Monaghan has been allocated the largest share of this County-wide housing growth at approximately 34% of the total, representing an increase of 3,320 housing units between 2021 and 2051. Of this housing unit forecast for Cavan Monaghan, the Peterborough County M.C.R. also identified approximately 3,190 units to be allocated to the Millbrook Urban Settlement Area, representing 96% of total household growth for the Township.

The updated Township of Cavan Monaghan G.M.S. forecasts population growth of 7,300 between 2021 and 2051, which represents an annual population growth rate of 1.8%. By the year 2031, the Township's population base is forecast to reach 13,200, outpacing the Township's current O.P. population forecast by approximately 1,300 people. By the year 2051, the Township's population base is forecast to reach approximately 17,600 persons.

The proposed development represents a significant contribution to the Township's greenfield yield, by proposing 483 new residential units on a greenfield site within the settlement area. This contribution of dwelling units represents approximately 15% of the 3,190 units which have been allocated to the Millbrook Urban Settlement Area. By incorporating a mix of uses and a mix of densities, the proposal is responsive to long-term housing needs. The integration of medium density blocks will support the community in increasing the planned density of greenfield developments in support of projected housing needs.

2.4 Township of Cavan Monaghan Employment Area Land Needs, 2021 to 2051

2.4.3 Township of Cavan Monaghan Employment Area Urban Land Needs, 2051

- *The Township of Cavan Monaghan G.M.S., 2020 identified an average employment density of 25 jobs per net ha on urban employment lands. Through further review and re-evaluation, it was determined that an average employment density of 30 jobs per ha (12 jobs per acres) is appropriate over the long-term forecast period.[1]*
- *Over the planning horizon, an estimated 10% of the total employment growth in Employment Areas is expected to be accommodated through intensification. It is anticipated that most of this intensification will be accommodated through infill, redevelopment and expansion of existing developed Employment Areas in the Millbrook Urban Settlement Area.*
- *Over the planning horizon, urban land demand in Employment Areas is forecast to total 48 net ha (119 net acres) or 74 gross ha (183 gross acres).*
- *As previously discussed, the Township has a vacant designated Employment Area land supply of 40 gross ha (99 gross acres). As summarized in Figure 2-12, the demand for Employment Areas over the next 30 years exceeds the supply of vacant Employment Areas lands.*
- *To accommodate forecast employment growth on Urban Employment Areas to the year 2051, 34 ha (84 acres) of additional designated Urban Employment Areas will be required.*
- *The Township should pursue adding more designated Urban Employment Areas to the current Millbrook Urban Settlement Area.*

The proposal seeks to redesignate the bulk of the subject lands from "Urban Employment Area" to accommodate a range of "Community Commercial" and "Residential" uses. The Township GMS recognizes the need for new employment areas. The GMS estimates the long-term employment area land need to be 74 gross hectares, inclusive of the 33.1 hectares currently designated on the subject lands. Section 3.2 of the GMS details potential options for future settlement area boundary expansions to capture additional employment areas. The GMS identifies future urban expansion lands to the north of the current settlement area boundary and adjacent to Highway 115. These employment expansions lands total 79.1 hectares, surpassing the Township's projected long-term employment needs of 74 gross hectares, as discussed above. As such, there

are sufficient planned employment lands in the expansion area to offset the loss of 33.1 gross hectares of employment areas on the subject lands due to their redesignation. The GMS demonstrates that there is no need for the subject lands to be retained as employment areas as a sufficient supply of employment areas to meet long-term needs has been identified elsewhere.

3. Location Options for Future Urban Expansion and Policy Recommendations

3.2 Urban Employment Area Conversions

Changes to the designation of a site currently designated as “Urban Employment” to allow for uses not permitted for that designation, including residential, mixed-use and specific commercial uses, is considered an Employment Area land conversion. The conversion of Employment Area lands generally occurs during the M.C.R. process as there is a need to understand the broader impacts of the conversion under the policy framework of the Growth Plan, 2019, the P.P.S., 2020, as well as regional and local site-specific considerations. As part of this G.M.S., several Employment Area conversions have been reviewed and evaluated.[1] Based on this review, a series of recommendations have been made with respect to all the designated lands within the current Millbrook Urban Employment Area.

Outside an M.C.R.:

- *Lands within an existing Employment Area may be converted to non-employment uses outside a municipally initiated M.C.R. (until the next M.C.R) where certain criterion can be met: o there is a need for the conversion;*
 - *the proposed uses would not adversely affect the overall viability of the Employment Area or the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan;*
 - *there are existing or planned infrastructure and public service facilities to accommodate the proposed uses;*
 - *the conversion must maintain a “significant number” of jobs on the subject lands through the establishment of a development criteria; and*
 - *the site must not be a part of a provincially significant employment zone.*

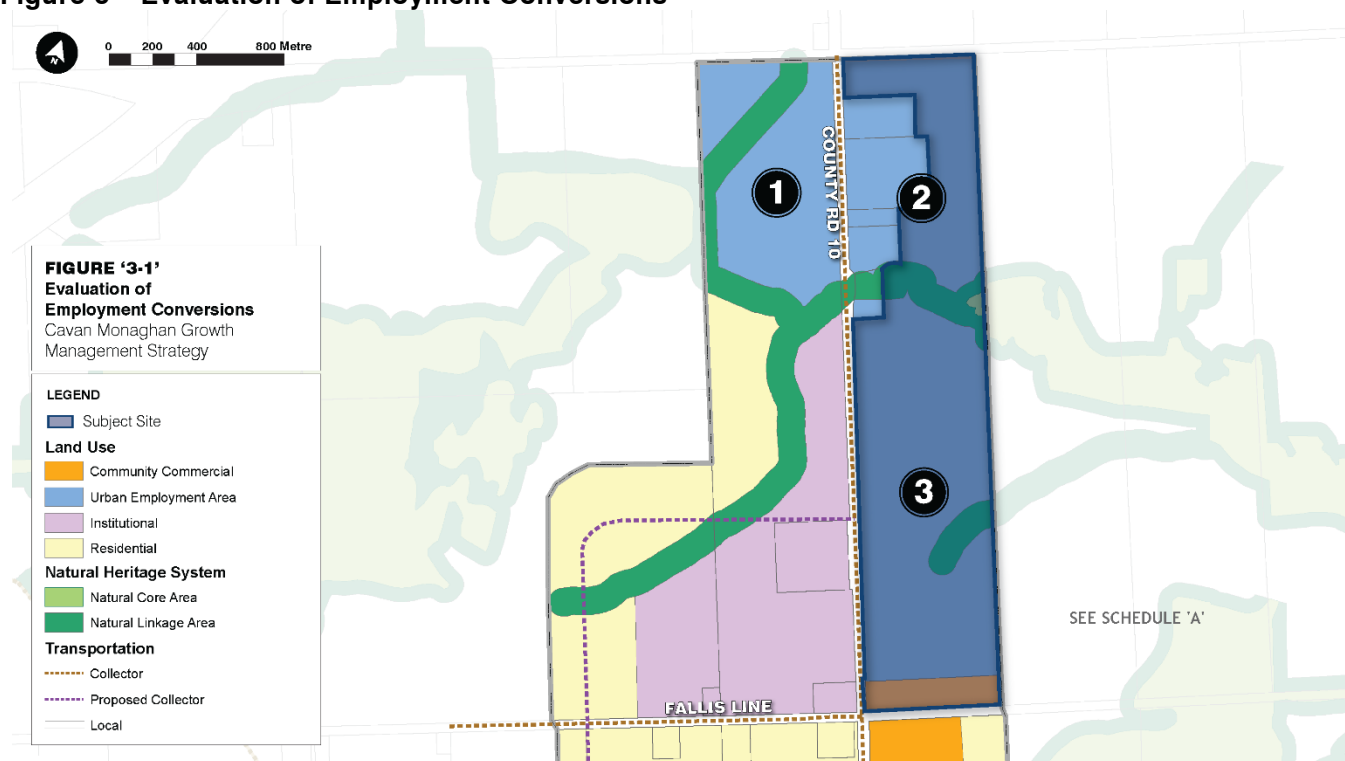
Subsection 2.2.5.11 of the Growth Plan, 2019 further states that any change to an O.P. to permit new or expanded opportunities for major retail in an Employment Area may only occur in accordance with Policy 2.2.5.9 or Policy 2.2.5.10.

The Provincial Planning Statement (2024), as discussed in section 5.2, replaces the Provincial Policy Statement (2020) and introduces new measures and criteria with respect to redesignation of employment areas. See section 5.2 for an analysis of these updates policies. Of note is the fact that employment area conversions are no longer tied to a Municipal Comprehensive Review and may be requested at anytime via Official Plan Amendment applications. Accordingly, this OPA application seeks a redesignation of employment lands to accommodate a mixed-use development, consistent with the above analysis by Watson as endorsed by Township Council.

3.2.2 Evaluation of Employment Area Conversions

The existing Urban Employment Areas within Millbrook have been reviewed with Township staff on a site-by-site basis to determine if potential conversions are appropriate and justified from a planning and economic development perspective. This review examined three subject sites, which are located in the north of the existing Millbrook Settlement Area boundary. Figure 3-1 identifies these lands as designated Urban Employment Areas.

Figure 6 – Evaluation of Employment Conversions

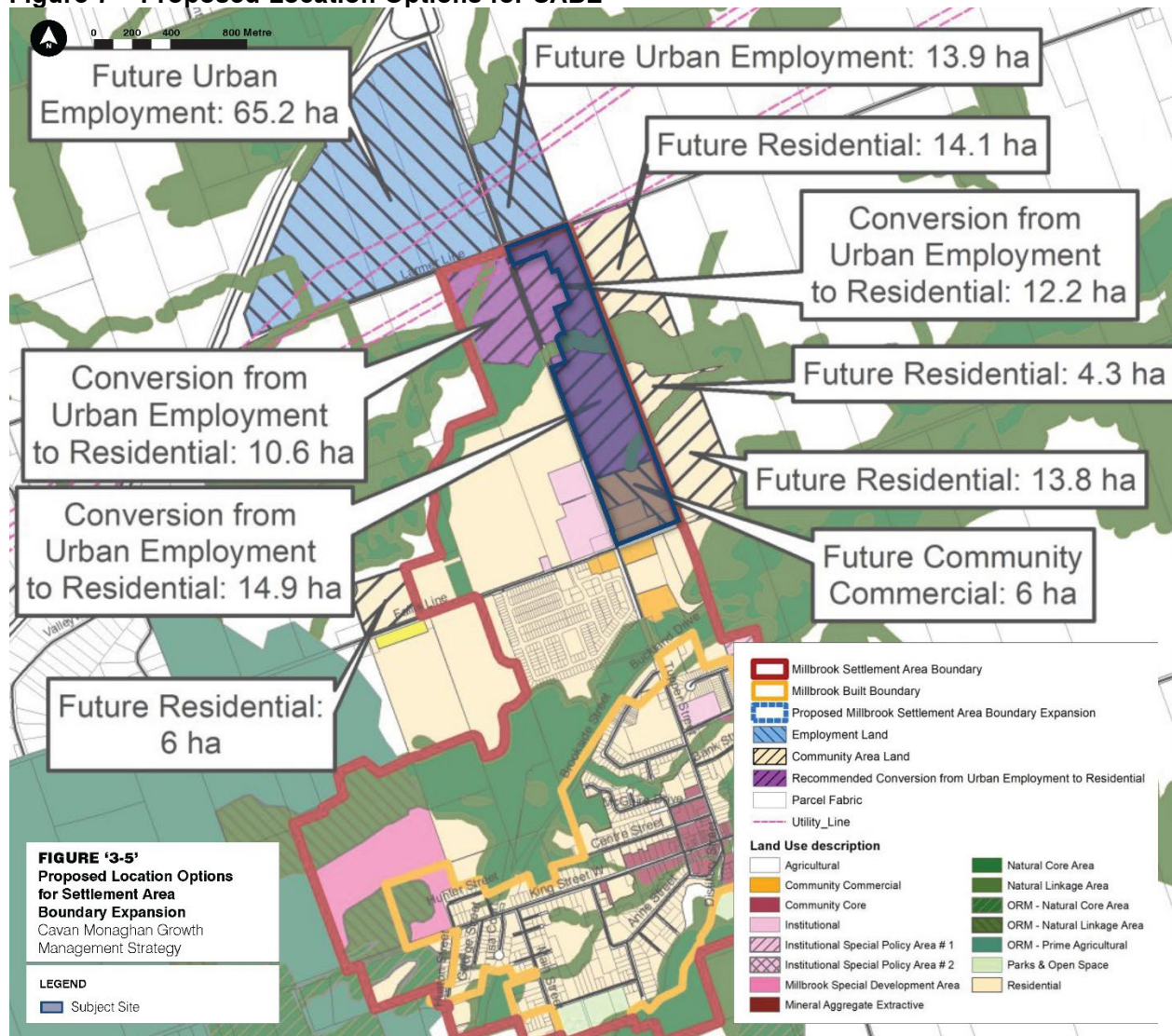


- Considering the proximity of the subject lands to existing or planned Community Area uses, the recommendation to convert the subject Employment Area lands to a Community Area use is appropriate and maintains a contiguous structure of urban designated lands.
- There is a need for both additional urban Employment Area land and additional urban Community Area land to 2051. The recommendation to convert the subject urban Employment Area lands to Community Area provides a more compatible urban land use structure for the Millbrook Settlement Area over the long-term as the community continues to expand and urbanize. The recommended Employment Area conversions along with the corresponding proposed Community Area and Employment S.A.B.E. (refer to section 3.3.) satisfy the long-term urban land needs identified for the Millbrook Urban Settlement Area.
- The conversion of the existing Urban Employment Area lands will allow for a more contiguous urban form within the future Millbrook settlement area, with a natural extension of Community Area uses. The southern portion of Site 3 is recommended to be designated for major retail/commercial uses to promote employment growth within the settlement area consistent with the approved M.Z.O. for a portion of these lands. This southern commercial portion would be a logical extension of the surrounding lands designated as Community Commercial.
- The recommended Employment Area conversions and proposed Employment Area S.A.B.E. location options also capitalize on the local physical attributes of the future Millbrook Settlement Area expansion with respect to transportation connectivity as well as highway access and exposure. This is discussed in the following section.

As discussed previously, the identified settlement area boundary expansion employment areas total 79.1 hectares, in excess of the projected employment need of 74 hectare. Sufficient employment areas have been identified to offset the loss of 33.1 hectares of employment lands being proposed as part of this OPA and ZBA. The GMS evaluated the subject lands for conversion from employment to other uses against the Provincial Policy Statements (2020) criteria. The Township believes that the conversion of the employment areas to

“Residential” and “Community Commercial” uses would create a more compatible land use pattern with surrounding developments. This observation is all the more pertinent today, with the direction for employment area development in the 2024 PPS and the *Planning Act* further prescribing employment land development to heavier industrial uses such as manufacturing, warehousing and R&D. Conversely, the introduction of “Residential” and “Community Commercial” land use designations on the subject lands will act as a natural northeastward extension of existing and planned community areas in proximity to the intersection of CR10 and Fallis Line. This redesignation reduces potential land use incompatibilities between residential uses to the south and west, and what would have been employment uses on the subject lands. Additionally, given that no major employment node has been developed on the subject lands, there is currently no major employment area that would be disturbed by the introduction of sensitive uses on the lands. The proposed development is aligned with the GMS in that it proposes to convert 6 hectares of land from employment area to commercial designations, thus maintaining a certain degree of employment on the subject lands. It is also aligned with the GMS as it proposes to redesignate the balance of the employment areas on the subject lands to accommodate “Residential” and “Parks & Open Space” related land uses, which will support the Township in meeting its forecast populating growth over the long term.

Figure 7 – Proposed Location Options for SABE



5.6 Township of Cavan Monaghan Official Plan (2013)

The Township of Cavan Monaghan Official Plan (“CMOP”) was approved by the County of Peterborough June 26, 2013, and was partially approved by the Ontario Municipal Board following appeal in January 2015. The current consolidation is dated October 2021. The Official Plan provides a policy framework for guiding growth and development within the municipality, while taking into consideration important social, economic and environmental matters. The CMOP incorporates local land use directions and consideration of the provincial planning documents that were in effect at the time. The Official Plan establishes the pattern that development within the Township should follow during the planning period to 2031. The following policies are application to the proposed development of the lands and proposed applications:

1 FOUNDATIONS OF THE PLAN

1.3 PURPOSE AND GOALS OF THE PLAN

- Preserve the rural character of the landscape, settlement areas and cultural heritage of the Township;*
- Provide for the protection and preservation of the natural environment through policies that implement the Oak Ridges Moraine Conservation Plan and the Provincial Policy Statement;*
- Direct development primarily to the existing designated urban serviced community of Millbrook and, to a lesser extent, the existing hamlets in the Township; (Under appeal only to determine the amount of growth, if any, which should be directed to Special Study Area 1.)*
- Improve the economy of the Township by encouraging improved opportunities for employment in the commercial and industrial sectors;*
- Ensure development is attractive, accessible and reflects the historic character and built form in the Township;*
- Encourage a density of new development that is energy efficient, sustainable and makes the most efficient use of existing services;*
- Ensure that new development incorporates sustainable elements into design, construction and operation to the benefit of the environment, the economy and the residents of the Township;*
- Identify, protect, conserve and manage the cultural heritage of the Township, including archaeological sites, built heritage features and cultural landscapes for present and future generations;*
- Provide a variety of housing opportunities to meet the needs of the present and future residents of the Township;*
- Manage change in a manner that has the greatest positive impact on the Township; and,*

The proposed development is aligned with the Township's goals in multiple ways. Firstly, the proposed development remains compatible with the character of the Millbrook settlement area. The architectural language of each phase will borrow from neighbouring communities to the south, west, and southwest to create a cohesive community vision. Secondly, the proposal supports the preservation of many natural and ecological features on the site. Additionally, the proposed “Community Commercial” blocks will make substantial contributions to the Townships employment base.

1.4 BASIS OF THE PLAN

- Growth in the Millbrook urban area will represent about 70 per cent of all of the growth in the Township. (under appeal)*
- New development in the Township and especially in Millbrook, will reflect the existing built form and historic character of the community.*
- Additional growth in Millbrook will include a wider range of goods, services and facilities.*
- The Township is a desirable place to live and a tourist destination largely because of the attributes associated with the Oak Ridges Moraine, the natural character of the rural area, recreational*

opportunities and facilities, and the historical and cultural character of Millbrook. Throughout the development of this Plan, Council and the public have indicated a desire to maintain and enhance these qualities.

- The Township contains many significant environmental features. Approximately 15 percent of its land area is within the Oak Ridges Moraine. A considerable portion of the Township contains Provincially Significant Wetlands. The significant natural heritage features, valley systems, significant forest areas and wetlands provide habitat for a wide range of fish, wildlife and vegetation. There is sufficient land available for development in the Township without the need to disturb these environmentally sensitive areas.*
- Consideration of sustainability through the integration of the environment, the local economy and the community shall be paramount in all planning and public works decisions.*

The proposal aligns with the Townships desire to centralize growth and development within the Millbrook settlement area. Additionally, the proposed “Community Commercial” blocks are responsive to the desire that growth provide a wider range of jobs, goods, services and facilities (especially given the more recent curtailing of permitted uses in employment areas per the *Planning Act* and PPS 2024). As discussed throughout this rationale, the proposal has been developed to be responsive to the natural features on the subject lands, with the majority of these lands being retained and preserved. Development buffers have been applied to key ecological elements like the Baxter Creek tributary watercourse and associated wetlands and woodlands. In that regard, fieldwork is ongoing in support of a future comprehensive Environmental Impact Study. This report will be submitted at a later date and is expected to capture the existing natural features of the site, speak to potential impacts of development and address any recommended mitigation strategies wherever appropriate. A Natural Environmental Constraints Letter has been provided in the interim and is included with this submission. The NECL begins to identify natural features on the site and details the potential treatment of existing water features. The Baxter Creek tributary is expected to be preserved and protected using the development buffers recommended. The identified headwater drainage features, which are not believed to sustain fish populations, may be permissible for development should their easterly flows be preserved post-development.

2 STRATEGIC DIRECTIONS

2.1 COMMUNITY

2.1.1 Residential Growth Targets

The Township will manage population growth in a sustainable manner. This goal will be achieved by:

- a) Directing growth primarily to the urban settlement of Millbrook with limited rural development to the year 2031; (Subject to an appeal with respect to the policies applicable to Special Study Area 1, as identified on Schedule A)*
- b) Planning for residential growth of approximately 65 residential units per year to the year 2031, with most directed to the Millbrook urban serviced area;*
- c) Ensuring development in the urban area:*
 - i) is sequential and phased to provide for the continuous and orderly development of the community;*
 - ii) is developed to a density that will make economical use of existing infrastructure and services;*
 - iii) supports intensification and integrates with existing residential areas; and,*
 - iv) will not have an adverse effect on the Township's financial situation*

The proposed development supports the concentration of development within the Millbrook settlement area, limiting the impact of development on rural landscapes. The proposed 483 residential units will contribute to the Township's annual development goals. Development is proposed to be phased to provide for an even and continuous development. Phase 1 will develop the southernmost portion of the lands for “Community Commercial” uses, in proximity to existing communities, and in alignment with existing servicing capacity.

Phase 2 would expand the community area to Larmer Line and deliver the balance of the proposed development. The phased approach will be contingent on their being sufficient servicing capacity available to allow for the full built-out of the proposed community.

2.1.2 Housing Targets

A diverse housing stock in terms of type, tenure, density and affordability is required to meet the varied needs of residents and the community. This goal will be achieved by:

- a) Maintaining an adequate supply of land for residential development, and ensuring the availability of water and sewage treatment capacity;*
- c) Encouraging rental housing, assisted seniors housing and housing for special needs groups to locate in the Township. This housing shall be directed to areas in close proximity to support services such as community and medical facilities, shopping, parks and green space; and,*
- d) Ensuring that new housing developments include a range of housing sizes and designs to offer housing opportunities at a range of prices, including affordable housing, in the marketplace.*

As discussed previously, the 483 proposed dwellings include a range of single detached, townhouse and medium-density units. The precise type and size of the medium-density units will be determined during future Site Plan Control applications, but it is expected that a range of unit sizes will be included in these blocks. The tenure of the residential components has not been discussed at this time but will be defined based on the market. The range of products being offered as part of this development suggests that units may be available at a range of price points and will be available to a wide subsection of the population. As discussed, the residential component will employ a holding provision to ensure that residential development is constructed as servicing capacity becomes available.

2.1.3 Employment Targets

The Township will promote economic development and more employment opportunities within the community. This goal will be achieved by:

- a) Targeting an employment to population ratio of 1 job for every 3 people;*
- c) Encouraging the development of privately serviced Employment Areas in the vicinity of major transportation facilities, and fully serviced Employment Areas in Millbrook; and,*

The proposed development includes two “Community Commercial” blocks which may yield approximately 14,935 square metres (160,759 square feet) of new commercial gross floor area. A range of retail and service tenants are expected to utilize these blocks, which will provide employment opportunities across sectors and salary ranges. As such, the proposed development stands to make significant contribution towards the employment targets set by the Township.

2.1.4 Infrastructure

Infrastructure is the foundation of community development. The Township will encourage the provision of infrastructure that meets the needs of present and future residents and businesses in an efficient, economical, and environmentally sensitive manner. This goal will be achieved by:

- a) Promoting the building of infrastructure required to serve the urban area of Millbrook to accommodate urban development;*
- b) Ensuring that new infrastructure is paid for by those who benefit from the services to avoid long-term municipal debt;*
- c) Establishing an integrated transportation system that safely and efficiently accommodates various modes of transportation including automobiles, trucks, cycling and walking;*
- d) Constructing new infrastructure and expansions to existing infrastructure in a manner that is compatible with adjacent land uses and poses minimal social and environmental impact;*

- e) Encouraging the provision of infrastructure that is energy efficient, promotes water conservation and water efficiencies and limits impacts to air quality;*
- f) Considering accessibility requirements in the design of all public and private infrastructure; and*
- g) Maintaining and enhancing infrastructure in a manner that encourages community involvement and participation in cultural, social and recreational activities*

The proposed development will be constructed in alignment with municipal servicing capacity. New on-site stormwater management infrastructure is being proposed as part of this development; this investment represents a contribution of environmentally conscious and resilient infrastructure for the community. The proposal includes a road widening along County Road 10 which may improve active transportation facilities over the long term. Public roads in the proposed subdivision will support active transportation through provision of sidewalks and walkways, and pedestrian comfort will be prioritized where possible. Additional energy conservation measures may be identified during the Draft Plan of Subdivision detailed design process, or through future Site Plan Approval applications.

2.2 NATURAL HERITAGE AND RESOURCE MANAGEMENT

Natural heritage features will be protected in the Township consistent with the policies of the Oak Ridges Moraine Conservation Plan, the Provincial Policy Statement and the Growth Plan to provide long term and sustainable environmental, economic and social benefits. This goal will be achieved by:

2.2.1 Natural Heritage

- b) Identifying a continuous natural heritage system throughout the Township. This system will provide for the preservation of important ecological functions and features;*
- c) Protecting groundwater resources as they are a vital component of the ecosystem and a source of drinking water. Land use related decisions of Council will maintain and enhance surface and groundwater resources in sufficient quality and quantity to meet existing and future uses on a sustainable basis, promote water conservation and support the efficient use of water resources on a watershed and subwatershed basis;*
- d) Protecting public health and public safety from water related hazards such as flooding and erosion;*

The Township has identified a continuous natural heritage system on the subject lands, including areas designated as both Natural Core and “Natural Linkage Areas”. All “Natural Core Areas” are being preserved as part of this proposal. The bulk of the “Natural Linkage Areas” are being preserved, with the exception of a small “Natural Linkage Areas” finger in the south-eastern portion of the Site. This “Natural Linkage Areas” was identified as a headwater drainage feature draining to the east of the subject lands by the NECL. In addition, another headwater drainage feature was identified on the site through the NECL. The NECL suggest that these features do not sustain fish populations and does not include buffers to same on Figure 1 – indicating that removal is appropriate – subject to the finding of the complete EIS. As such, this “Natural Linkage Areas” is proposed for redesignation to accommodate “Residential” and “community Commercial” land use designations through the OPA and ZBA. The future EIS report will describe impacts and mitigation strategies with regards to the proposed redesignation of the two headwater drainage features in coordination with the FSR. Within the preserved Natural Heritage Areas, development buffers have been applied around the existing watercourse, which forms part of the Baxter Creek tributary, and the associated wetlands and woodlands. Additionally, the floodplain, as identified by Otonabee Conservation, is respected by the proposal - minimizing flooding risks on the proposed community.

2.3 CULTURE

The Township has a unique cultural and historical heritage. The Township will protect this cultural and historical heritage in accordance with its powers under the Ontario Heritage Act and promote its value. This goal will be achieved by:

- a) Encouraging the conservation and enhancement of cultural heritage resources, including structures, sites and streetscapes of cultural, historic and/or architectural significance, significant archaeological and historic resources and significant landscapes, vistas and ridgelines;*
- d) Retaining heritage buildings and structures generally for the original use in their original location. Where this cannot be done, adaptive reuse of heritage buildings and structures will be supported; and,*

As part of the Township's work to identify cultural heritage resources, a barn on the property was listed for its potential heritage significance. The barn structure was listed in 2011 as being in poor condition. No work has been done by the client to change the condition of the barn since purchase, given the challenges associated with the already deteriorating structure. The municipality has not indicated a desire to designate the property under the Ontario Heritage Act, nor did it require a heritage impact assessment for the structure. Given the lack of designation and the deteriorated condition of the structure, it is planned to be demolished.

2.4 ECONOMIC DEVELOPMENT

The Township will encourage development that provides opportunities for economic growth that is compatible with the character and environment of the community. This goal will be achieved by:

- b) Providing a sufficient supply of employment lands for development at all times;*

The proposed development requires the conversion of existing employment areas to accommodate a range of other land use designations, including "Community Commercial" and "Residential". This was discussed in section 5.2 and the conversion is not expected to negatively impact the long-term employment needs of the Township. While the site will not be designated as employment area, it will contribute to the economic development of the Township by means of the proposed commercial blocks and the jobs, goods, and services that will be available on these blocks.

2.5 SUSTAINABILITY

The Township will strive for increasingly sustainable development through the life of this Plan. Sustainable development means ensuring that the environment, the community and the economy are preserved and maintained in a manner that will ensure that resources are available to meet the needs of future generations. Decisions relating to future land use, public works and capital expenditures shall be made having consideration for the long term impacts on the environment, economy and the community and the appropriate balance between the Strategic Directions related to each of the matters identified in this section of the Plan. This goal will be achieved by considering the sustainability of development with respect to impacts on:

- a) Careful management of natural resources;*
- b) Climate change and air quality;*
- c) Energy conservation;*
- d) Ecological integrity, connectivity and biodiversity;*
- f) Community cohesion, character and quality of life;*
- g) Reducing of waste;*
- h) Reuse and recycling of resources including water; and,*

The proposal is aligned with Township policies on sustainability in that it seeks to preserve a large proportion of the existing natural system lands, introduce new greenspace uses, and install stormwater facilities that will meet all applicable requirements of the municipalities and Ministry of Environment, Conservation and Parks. Additionally, the mixed-use nature of the subdivision may encourage future residents to select walking or

cycling for local trips to access jobs, goods, services and community amenities in proximity to their residence. Additional energy conservation and resource management efforts may be identified during the detailed design stage of the Draft Plan of Subdivision Application, or during future Site Plan Control Applications.

3 GENERAL DEVELOPMENT POLICIES

3.1 GENERAL DEVELOPMENT CRITERIA

Prior to development occurring, and before any subdivision or a provisional consent is permitted, or any amendment to a Zoning By-law is made, it shall be established to the satisfaction of the Township and all other bodies having jurisdiction, that:

- a) Soil and drainage conditions are suitable to permit the proper siting of buildings and other site improvements such as driveways, parking, and accessory structures and meet any applicable requirements of this Plan including Source Water Protection policies;*
- b) Suitable arrangements have or can be made for water supply, sewage disposal, storm drainage and all other necessary public services;*
- c) No traffic hazards will ensue because of excess traffic generation, or limited sight lines on curves or grades;*
- d) The development fronts on a road that is maintained year round and meets standards of design and safety established by the Township or authority having jurisdiction over the road;*
- e) The potential impact of the proposed use on adjacent lands and uses has been considered, and adequate mitigation, including design, buffers and setbacks are provided between the proposed use and adjacent uses in accordance with the policies of the Plan;*
- g) There will be no negative impacts on significant natural features or their ecological functions; and,*
- h) The potential impact on public health and public safety from water related hazards such as flooding and erosion have been considered.*

The supporting documents being provided with this application are responsive to the above general development criteria. The Geological Assessment and Hydrogeological Report speak to the soil and drainage conditions, finding no significant concerns related to the proposed siting of buildings, structures or roadways being proposed. The FSR details the proposed servicing approach. In this regard, the Phase 1 commercial lands are expected to be accommodated by existing servicing capacity, based on conversations with municipal staff. The development of Phase 2 will be held until a time where sufficient capacity is available to adequately service the proposed residential portions of the development. The Transportation Impact Study demonstrates that the existing road network will be impacted by the proposed development and that the impacts should be absorbed by the road network if the appropriate mitigation measures are implemented. All municipal roads internal the site are planned to meet Township standards. The project team has worked to minimize impact on natural features. Development buffers around the Baxter Creek tributary watercourse and associated wetlands and woodlands have been applied. A small portion of "Natural Linkage Areas", associated with a headwater drainage feature, is proposed for redesignation and development. The preliminary NECL has discussed this redesignation, and a future EIS report will examine the impact of this redesignation and recommend mitigation measures which may include the diversion of some downstream drainage flows in alignment with the drainage features. The FSR submitted accounts for this.

3.3 ARCHAEOLOGICAL RESOURCES

Council recognizes that there are archaeological remnants of prehistoric and early historic habitation as well as areas of archaeological potential within the Township. Archaeological sites and resources contained within these areas can be negatively impacted by future development.

Council shall require archaeological impact assessments and the preservation or excavation of significant archaeological resources in accordance with Provincial requirements as a condition of considering any application to develop lands requiring planning approval.

Archaeological assessment reports by licensed archaeologists are to be in compliance with guidelines set out by the Ministry of Tourism, Culture and Sport as well as licensing requirements referenced under the Ontario Heritage Act.

Where archeological sites are found in the Township they shall be reported to the appropriate Provincial agency. Based on the extent and significance of the findings, Council may:

- a) Require the site to be preserved in its natural state;*
- b) or Require that portions of the site remain preserved through the development process; or*
- c) Require that artifacts found on the site be removed by a licensed archeologist and preserved for public education.*

Council shall consult appropriate government agencies, including the Ministry of Tourism, Culture and Sport and the Ministry of Consumer Services when an identified human cemetery, or marked or unmarked human burial is affected by land use development. The provisions of the Ontario Heritage Act and the Cemeteries Act shall apply.

The project team undertook Stage 1 and 2 Archaeological Assessments for the entire property. This archaeological work was divided into two reports, for the northern and southern portions of the lands respectively. Both reports conclude that no features of archaeological significance are found on the subject lands. As such, the assessments found that no additional archaeological studies on the lands are warranted.

3.5 CULTURAL HERITAGE RESOURCES

It is the intent of this Plan that the Township's cultural heritage resources be identified, conserved and enhanced whenever practical and that all new development occur in a manner that respects the Township's rich cultural heritage. The heritage resources of the Township generally include:

- a) Built heritage, such as buildings, structures, monuments or remains of historical, cultural and/or architectural value;*
- c) Archaeological resources.*

Council shall require the submission of a Cultural Heritage Impact Statement (CHIS) to support an application for development if the affected lands are the site of an identified heritage resource or are located in close proximity to a significant cultural heritage resource or are on abutting lands to a significant cultural heritage resource. The purpose of the CHIS is to determine what impacts the development will have on the resource and whether the application for development will conform to the goals, objectives and policies of this Plan and/or the area-specific policies or zoning regulations.

Development or site alteration may be permitted on abutting lands to a protected heritage property where a CHIS has demonstrated that the heritage attributes of the protected heritage property will be conserved. Conservation may include the use of mitigation measures and/or alternative development approaches.

As discussed previously, the Township has identified a barn structure on the subject lands as being of potential heritage value. This structure was listed by the Township and was identified as being in poor condition as far back as 2012. The condition of the barn structure has remained unchanged since that time. The Township has discussed the potential of designating the site under the Ontario Heritage Act, nor have they requested a heritage impact assessment for the structure. The existing condition of the structure would make restoration and retention challenging and costly. As such, the barn is proposed to be demolished to accommodate the second phase of the proposed development.

3.6 ENERGY CONSERVATION

The Township shall encourage energy conservation by promoting:

- a) Compact urban form in the Millbrook Urban Area;*
- b) Mixed use development in appropriate locations and live-work relationships to reduce automobile use;*
- c) Lot and building design that maximizes direct access to sunlight during the winter;*
- d) The use of vegetation that will reduce energy consumption of buildings;*
- e) Use of energy efficient building design and fixtures;*
- f) Community design, facilities and infrastructure for cycling and walking from home to sources of goods, services and employment; and,*
- g) Requiring all buildings in excess of 600 square metres to meet a LEED Silver or better design standard.*

The mixed-use and mixed-density approach to planning for the subject lands represents an energy conscious, compact form of development. The proposed mix of uses suggests that future residents will be in proximity to jobs, goods and services, potentially promoting them to choose walking or cycling as their modal choice for these short trips. Local streets will include sidewalks, in alignment with Township standards to promote the use of active transportation. Landscaping, the use of efficient fixtures and environmental certifications will be addressed during detailed design stage, or via future Site Plan Control Applications for the "Community Commercial" and medium-density "Residential" blocks.

3.7 ENVIRONMENTAL IMPACT STUDIES (EIS)

Before development is approved in the area subject to the EIS, the EIS shall demonstrate that the relevant policies of this Plan are met. The EIS shall demonstrate that the use will:

- a) Not have a negative impact on significant natural heritage features and related ecological functions;*
- b) Not discharge any substance that could have an adverse effect on air quality, groundwater, surface water and associated plant and animal life;*
- c) Be serviced by an adequate supply of water and that the groundwater taking associated with the use will not have an adverse effect on the quality or quantity of existing water supplies, surface water features and associated plant and animal life;*
- d) Not cause erosion or siltation of watercourses or unacceptable changes to watercourse morphology;*
- e) Not interfere with groundwater recharge to the extent that it would adversely affect groundwater supply for any use;*
- f) Avoid or mitigate factors that could harmfully alter, disrupt or destroy (HADD) fish habitat;*
- g) Maintain/enhance/restore/rehabilitate the natural condition of affected watercourses, and protect/enhance/restore/rehabilitate aquatic habitat;*
- h) Not encourage the demand for further development that would negatively affect wetland function or contiguous wetland areas;*
- i) Enhance and restore endangered terrestrial and aquatic habitat where appropriate and feasible;*
- j) Not adversely affect with the function of existing or potential natural corridors that are determined to be of significance;*
- k) Not lead to a reduction of the size of or fragment significant woodlands; and,*
- l) Not lead to species loss or negative impacts on endangered, threatened or rare species and/or their habitat.*

As part of this submission, a Natural Environmental Constraints Letter was provided by GHD Limited. The NECL provided an overview of the existing conditions of the site, identifying any existing natural heritage features on the subject lands. This NECL speaks to initial observations on the subject lands with respect to vegetation communities, birds, herpetozoa and other wildlife, and fish and fish habitat. The NECL makes a few high-level

recommendations with respect to mitigating the impact of the proposed development on existing environmental features. Fieldwork is ongoing to obtain a better understanding of environmental features on the subject land as well as to better capture the potential impact of the proposed development on these features. A comprehensive Environmental Impact Study ("EIS"), inclusive of impact and mitigation recommendations, will be submitted at a later date, under separate cover.

3.14 LOT CREATION

3.14.6 Subdivision and Condominium Development Policies

- a) This section is intended to contain general Plan of Subdivision and Condominium policies that are to be considered with every application for Plan of Subdivision or Condominium. Regard should also be had to the specific policies dealing with lot creation in each land use designation;*
- c) Prior to the consideration of an application for Plan of Subdivision or Condominium, Council shall be satisfied that:
 - i) the approval of the development is not premature and is in the public interest;*
 - ii) the lands will be appropriately serviced with infrastructure, schools, parkland and open space, community facilities and other amenities, as required;*
 - iii) the density of the development is appropriate for the area;*
 - iv) the subdivision or condominium, when developed, will be easily integrated and connected with existing development in the area;*
 - v) the subdivision or condominium conforms with the environmental protection and growth management policies of this Plan;*
 - vi) the proposal conforms to Section 51 (24) of the Planning Act, as amended;**
- d) Prior to the registration of any Plan of Subdivision or Condominium, a Subdivision Agreement or Condominium Agreement between the landowner and the Township will be required. Applicants are encouraged to pre-consult with the approval authority prior to submitting an application;*
- f) Model homes may be permitted following draft approval subject to an agreement with the Township.*

As demonstrated in section 5.1 of this PRR, the proposed development conforms to Section 21 (24) of the Planning Act. As discussed throughout this report, the development of the planned subdivision will be in alignment with the current and planned servicing allocation. The proposed development benefits from various existing and planned community amenities in proximity including the municipal services office, the Cavan Monaghan Community Centre, the future Fire Hall along County Road 10, as well as the future public school in the Tower Hill North subdivision. The proposed development provides density and uses that are appropriate for the area and support the Township and County in meeting density goals for greenfield development. The internal local road network has been configured not only to accommodate internal connectivity, but also for convenient access to major thoroughfares along the site's periphery. Additionally, the subdivision been drafted in a way that preserves a large proportion of existing natural features on the site, applying buffers to protect them from the potential negative impacts of the development. A small portion of identified natural heritage linkage lands are proposed for redesignation through the OPA, as the supporting FSR demonstrates that the drainage can be provided via alternative means. The project team is committed to working closely with the Township on a future Subdivision Agreement.

3.18 POTENTIALLY CONTAMINATED SITES

The Township will require a Phase II ESA to be completed in accordance with Part XV.1 of the Environmental Protection Act and Ontario Regulation 153/04 as amended from time to time where the Phase I ESA reveals that the site may be contaminated. The Phase II ESA will provide a sampling and analysis of the property to confirm and delineate the presence of soil or groundwater contamination at the site or confirm the absence of contamination.

Prior to planning approvals for subdivision, site plan, and consent applications from the County or Township for residential development or where the application is for a change of use to a more sensitive land use than

the site's previous land use, and where the Phase I and II ESAs reveal the site is or may be contaminated, the proponent shall provide a Record of Site Condition in accordance with Part XV.1 of the Environmental Protection Act and Ontario Regulation 153/04, as amended from time to time. The Record of Site Condition shall be acknowledged by the Ministry of the Environment and registered on title of the subject lands, confirming that the site has been remediated and made suitable for the proposed use. The Record of Site Condition and Ministry of the Environment acknowledgment shall be provided to the Township.

Where the Township is to be deeded land for public highways, road widenings, parkland, stormwater management facilities or any other public use to the Township, the Township may require as a condition of the transfer a Phase I ESA in accordance with Part XV.1 of the Environmental Protection Act and Ontario Regulation 153/04 or their successors confirming that no contamination exists on the land or a Record of Site Condition and acknowledgement from Ministry of the Environment to ensure that the lands have been properly remediated where such contamination was discovered.

The Township identified a Phase 1 Environmental Site Assessment ("ESA") and Record of Site Condition ("RSC") as requirements for this application. A Phase 1 ESA has been completed in accordance with all relevant provincial regulations and has been submitted with these applications. The Phase 1 ESA found that the site is suitable from an environmental perspective for the proposed development and no further environmental investigation is required at this time.

3.19 SOURCE WATER PROTECTION

3.19.3 Hydro-geological Studies

Where there is concern about ground water quality or quantity, Council may require studies for lower water uses.

The Report shall be prepared to the satisfaction of the Township and the County of Peterborough. The purpose of the Hydro-geological Report is to investigate the impacts of the proposed development on water quality and quantity and provide recommendations on:

- a) How to protect or enhance the hydrological function of the water resource;*
- b) How to minimize or eliminate the effect of the proposed use on the groundwater recharge and discharge function;*
- c) How to minimize or eliminate the effect of the proposed use on the quality and quantity of drinking water in adjacent private and municipal wells;*
- d) How to protect, enhance or restore sensitive groundwater recharge/discharge areas, aquifers and headwater areas;*
- e) Whether it is necessary to monitor water budgets for groundwater aquifers and surface water features; and,*
- f) How to ensure that the quality of the sensitive surface water features affected by the development is protected, improved, or restored.*

A Hydrogeological Study was listed as a required study for the purposes of the enclosed planning applications and will be reviewed based on the above noted policies by County and Town Staff.

3.20 STORMWATER MANAGEMENT

Applications for development shall be supported by a Stormwater Management (SWM) report unless waived by the appropriate agencies through a pre-consultation process in accordance with Section 8.5 of this Plan. The content and scope of the SWM report shall be determined when the development is proposed.

The SWM Report shall be prepared by a qualified professional to the satisfaction of the Township, Conservation Authorities and other appropriate agencies and be prepared in accordance with The Ministry of Environment Stormwater Management Planning and Design Manual, 2003, or its successor, and shall:

- a) Provide recommendations on a stormwater quantity system that ensures that post-development peak flow will not be greater than the pre-development levels for storms up to the 1:100 year storm event;*
- b) Document the possible impacts of development on watershed flow regimes including their interconnection with groundwater resources;*
- c) Provide recommendations on how to maintain or improve post-development water quality and improve run-off where appropriate;*
- d) Document the means by which stormwater volume control will be provided;*
- e) Determine and describe the necessary site management measures required to be undertaken during construction to mitigate the potential negative impact of development;*
- f) Every proposal for development or site alteration shall demonstrate planning, design and construction practices to protect water resources will be used, including:
 - i) Keeping the removal of vegetation, grading and soil compaction to a minimum;*
 - ii) Keeping all sediment that is eroded during construction within the site;*
 - iii) Seeding or sodding exposed soils as soon as possible after construction; and,*
 - iv) Keeping chemical applications to suppress dust and control pests and vegetation to a minimum.**
- g) In considering a proposal for development or site alteration, the Township shall seek to reduce areas with impervious surfaces and increase areas retained in a natural undisturbed state, in order to minimize stormwater volumes and contaminant loads;*
- i) For the purposes of stormwater management, the minimum standard for water quality is that 80 percent of suspended solids shall be removed from stormwater runoff as a long-term average;*
- j) A stormwater management plan shall provide for an integrated treatment approach that uses a planned sequence of methods of controlling stormwater and keeping its impact to a minimum by techniques including, without limitation:
 - i) Lot level controls such as devices and designs that direct roof discharge to rear yard ponding areas;*
 - ii) Conveyance controls such as grassed swales; and,*
 - iii) End-of-pipe controls such as wet ponds at the final discharge stage.**
- k) A Stormwater Management Plan shall be prepared in accordance with the applicable watershed plan, if one exists. On lands within the Oak Ridges Moraine the policies of Section 6.7.7 shall also apply;*
- l) For development proposals located within a vulnerable area, and which require the construction of roads, other impervious land surfaces used for vehicular traffic and parking, and including impervious pedestrian paths, consideration shall be given to design strategies and alternative surfacing which minimizes the amount of impervious surface area.*

Parking area design that minimizes the amount of impervious surface area to which road salt may be applied is encouraged.

Grading, maintenance activities and drainage designs that reduce ponding and direct any run-off outside of vulnerable areas, where possible, are encouraged.

All stormwater management facilities in a plan of subdivision or condominium shall be zoned to ensure that their intended use is recognized. Stormwater management facilities for condominium developments and other large single uses may be privately owned and maintained. Agreements with the Township shall be required as a condition of approval, to provide for their continued maintenance.

A FSR, prepared by Valdor Engineering, has been prepared as part of this submission and is included in the submission package. As part of the proposed development, stormwater is planned to be managed on-site. One stormwater management (SWM) pond block is proposed as part of this development application. The SWM pond is expected to capture stormwater runoff from the majority of the site via the local storm sewer system or overland via the proposed road network. Discharge from the SWM pond will be released to the Baxter Creek tributary downstream of the Street A crossing. The FSR will be reviewed based on the above noted policies by County and Town Staff.

3.22 URBAN DESIGN GUIDELINES

These design guidelines are intended to apply to the Millbrook Urban Settlement Area and to a lesser extent to the designated Hamlets. More detailed design guidelines may also be provided in specific land use policies in Section 4 of this Plan.

- a) Street trees are required in all designations and shall be aligned parallel to the street and spaced at regular intervals. Tree species should be indigenous to Cavan Monaghan and capable of growing to a height of at least 15 metres;*
- b) Street lighting in all designations should be dark sky compliant;*
- c) Sidewalks are required in all designations to create a complete and connected pedestrian walkway and should be conveniently linked to all pedestrian facilities including trails and parks. Sidewalk widths should vary according to their adjacent land use;*
- d) Bicycle facilities are encouraged in all designations. Street lanes may be considered on higher speed roadways on routes that are contiguous, require minimal stops and link significant destinations such as downtown, parks, and schools;*
- e) Parking spaces should not be permitted to overwhelm the frontages of commercial properties. Wherever possible parking should be placed behind buildings and/or screened with the use of landscaping and low walls or decorative fencing. On street parking shall be provided when feasible. Large parking areas will require landscaped areas to divide the large expanse of asphalt and reduce heating effects of large parking areas;*
- f) Buildings in excess of 600 square metres shall meet LEED Silver or better design criteria that incorporates energy efficient designs to reduce impacts of heat islands, reduce energy consumption and improve storm water quality;*
- g) Energy efficient design and orientation which maximizes the use of alternative or renewable energy such as solar and wind energy and the mitigating effects of vegetation will be encouraged wherever possible;*
- h) Public safety and security will be considered in the design of all new development by incorporating the principles of "Crime Prevention Through Environmental Design" (CPTED) including but not limited to: establishing opportunities for public spaces and siting of buildings, adequate lighting, multiple walking routes and opportunities to control speeding of motor vehicles;*
- i) Natural features will be integrated with open space and parks systems to create a continuous system. Watercourses, valleylands, significant trees, woodlots, wetlands and other ecological features and functions will be protected. Healthy established trees will be protected in new development in accordance with Section 3.26 of this Plan;*
- j) Cultural heritage features will provide context for new development and should be protected and enhanced where possible, as outlined in Section 3.5; and,*
- k) New development will be compatible with and complementary to existing buildings with respect to historic architecture and design, siting, height, and scale.*

The streetscapes of the proposed development for both "Residential" and "Community Commercial" components are to be refined through the detailed designed process. The energy efficiency of larger blocks will also be addressed during future Site Plan Control applications. The ultimate design of the internal streetscapes is intended to include street trees at regular intervals, dark sky compliant lighting, and conveniently accessible sidewalks. No specific bicycle specific infrastructure is proposed as part of the road network. Parking locations on the "Community Commercial" blocks will be appropriately screened from public

frontages using landscaped buffers as determined necessary through the SPA process. The interconnected block structure will promote connectivity and safety across the proposed subdivision. The proposed natural heritage system blocks have been situated so they may eventually be interconnected with future developments, supporting the creation of a cohesive green space network. No cultural heritage features have been identified for preservation on the site. Lastly, the proposed development is expected to be built to reflect the architectural and design expression of surrounding developments to create a cohesive community feel.

3.26 WOODLOT, TREE PRESERVATION, REPLACEMENT AND ENHANCEMENT

The Township will protect significant woodlands including areas within the Natural Heritage System and in Settlement areas.

When considering applications for site plan approval, plans of subdivision or condominium or rezoning that affect woodlots and tree cover in the Township, Council shall be satisfied that:

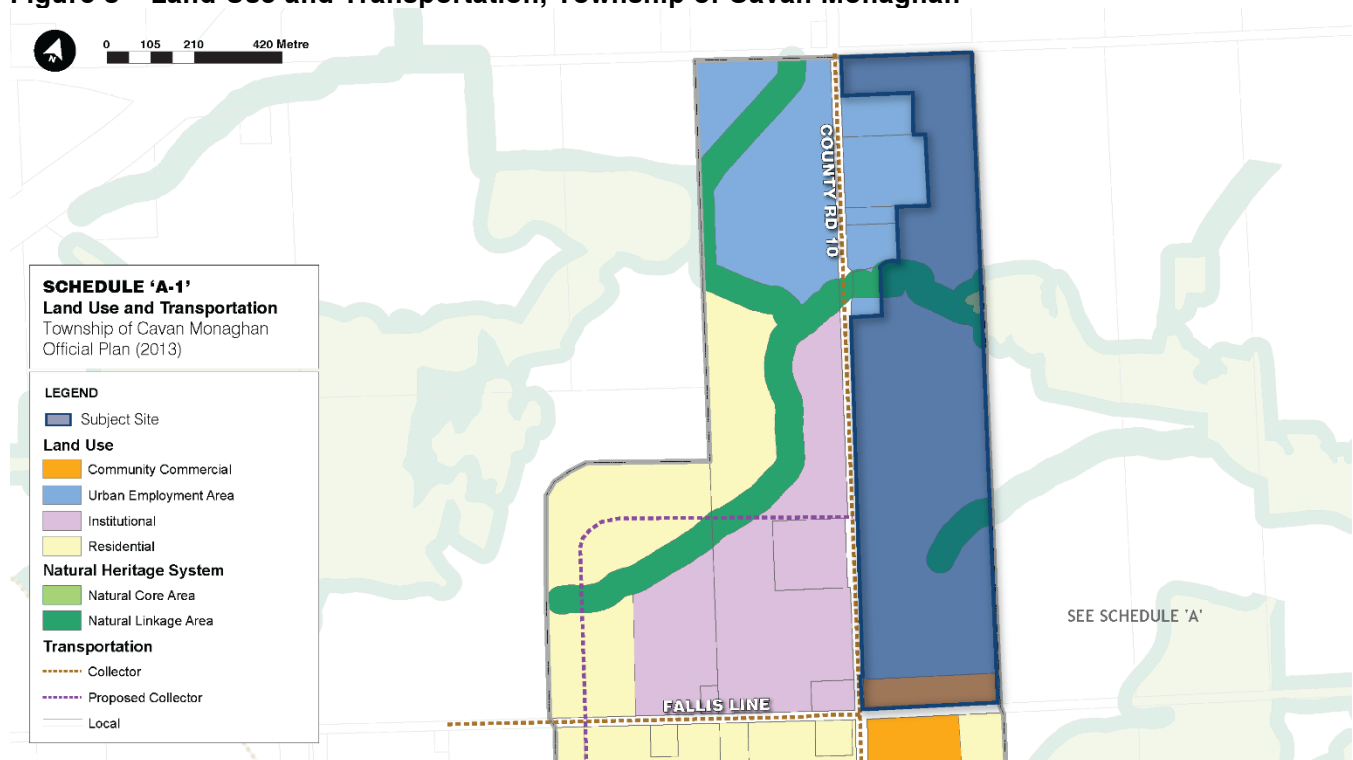
- a) Significant trees to be protected must be identified on a survey, and/or tree inventory, and within tree preservation and protection plans as prepared by a qualified tree professional;*
- b) All significant trees as identified on sites that are subject to a development application, may not be removed, damaged, injured, pruned or destroyed in any way without the written approval of Township Council or delegated staff;*
- c) Trees which are considered significant must be protected throughout the planning application and development process by adequate fencing to the satisfaction of the Township. Fencing may include temporary chain link fence or plastic construction fencing to be located at the greater of 2 metres from the base of the tree or at the outer edge of the tree canopy;*
- d) The landowner and/or developer will be financially responsible for any damage or destruction done to any trees prior to, during and following construction. The Township may request the owner to post securities to ensure tree preservation for up to one year after completion of construction;*
- e) Trees to be protected must exhibit good biological health and condition for longterm survival. All trees must be native, non-exotic and non-invasive species;*
- f) Significant trees are to be protected in addition to trees located within a woodlot area, trees forming a cluster of trees (consisting of 5 or more trees and containing at least one significant tree) any significant trees defining a hedgerow (consisting of 5 or more trees);*
- g) Other trees to be protected include any tree of historical significance, Celebration trees of any size and Special Status Trees planted to commemorate a special occasion or person;*
- h) Replacement trees shall be protected by a tree maintenance program and shall be zone tolerant trees generally not susceptible to disease or pests. A variety of trees should be planted to reduce the potential for disease and pest problems associated with a mono-culture of a particular species;*
- i) The Township will also require securities for the purposes of tree preservation, the amount of which will represent 100 percent of the value for the trees to be protected. In the case of significant woodlands the security deposit will represent 20 percent of the total value of the woodlot. Securities may be released at the discretion of the Township, upon confirmation by the Township that the trees to be protected and preserved exhibit vigorous health and have not sustained any damage as a result of site development activities;*
- j) It is intended that this policy will be adhered to for all new development sites in the Township. It is recognized however, that some trees may be removed or sustain damage as a result of construction or development and as such replacement plantings will be considered on the following basis:*
 - i) Trees that have been identified to be protected but cannot be preserved due to development constraints can be removed, with the use of the "Aggregate Inch Replacement" method. (i.e. One 30 cm dbh tree is removed and is replaced by 2 trees of 15 dbh or 3 trees of 10 dbh); and,*
 - ii) Replacement trees should be planted in proximity to their removal, and efforts should be made to replace trees of the same species and size or replacement equivalent. However, where replacement of this nature is not practical, the Township may specify an alternate location where replacement trees may be placed.*

It is recognized that the mapping of Significant Woodlands on Schedule B and B1 is based on high level photography. For this reason the location and significance of the woodlands needs to be assessed on site and through consultation with the Conservation Authority and the Township. Where lands shown as Significant Woodlands on Schedule B and Schedule B-1 are determined to not be significant, development of the lands may proceed in accordance with the policies of this section of the Plan.

The NECL identifies a small portion of significant woodland associated with the Baxter Creek tributary and recommends provision of a 30m buffer to same. The proposed DPS includes the feature and buffer within the proposed Natural Heritage System Blocks 192 and 193. A portion of the feature will be impacted by the Street "A" crossing and mitigation measures will be identified for same in the forthcoming EIS.

4 SETTLEMENT AREA

Figure 8 – Land Use and Transportation, Township of Cavan Monaghan



4.1 RESIDENTIAL

4.1.1 Objectives

It is the objective of this designation to:

- Maintain and enhance the character and identity of existing residential areas;*
- Encourage the provision of a range of housing types and opportunities to accommodate persons with diverse social and economic backgrounds, ages, needs and desires while promoting the maintenance and improvement of existing housing;*
- Promote the efficient use of existing and planned infrastructure by creating the opportunity for various forms of residential intensification, where appropriate;*
- Ensure that residential areas permit a variety of complementary and compatible land uses including special needs housing, community facilities, schools, small scale commercial and institutional uses and open space areas; and,*

- e) Establish a comprehensive set of design guidelines and policies that foster the establishment of an urban environment that is safe, attractive, energy efficient and in harmony with nature.*

The built form of the proposed development is expected to continue the character of surrounding residential areas. Existing, approved and under construction developments to the southwest, south and west include a range of residential built forms including detached dwellings, townhouses, and medium-density mixed-use blocks. As such the proposal is in alignment with the surrounding development context. Architecturally, the proposal is expected to borrow from nearby communities, to create a cohesive architectural language, as will be secured through the detailed design process via Architectural Control Guidelines. The range of unit types and sizes being proposed will support the Township in providing homes for persons from diverse populations groups. Residents of this future community will be well serviced locally by the cluster of existing and planned community assets in proximity to the intersection of County Road 10 and Fallis Line. This includes the existing municipal service offices and Cavan Monaghan Community Centre and the planned school, fire hall, "Community Commercial" blocks, and neighbourhood parks.

4.1.2 Permitted Uses

- a) Housing forms may include 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;*
- b) Accessory apartments and detached accessory dwellings (garden suites) on a temporary basis;*
- c) Complementary uses such as home-based businesses subject to Section 3.11 of this Plan;*
- d) Institutional uses which serve the needs of the surrounding residential areas such as private and public schools, places of worship and daycare centres; and,*
- e) Local commercial uses which serve the needs of the surrounding residential areas, which include small scale retail uses, convenience stores, personal services and personal commercial uses intended to meet the day-to-day needs of residents.*

The proposal calls for a redesignation of portions of the site from the "Urban Employment Area" and "Community Commercial" designations to the "Residential" designation. These lands have been demonstrated as being appropriate for redesignation in this report by means of the relevant policy analysis as well as by the supporting documents provided. Namely, the subject lands represent an organic and orderly expansion of residential uses that exist and are under construction to the southwest and west. By allowing this redesignation, the Township would create a cohesive urban environment with the potential for fewer land use conflicts. The proposed "Residential" Lands will be aligned with permitted uses: single-detached, townhouse and medium-density dwellings (potentially stacked townhouses or apartments) are proposed. The Stormwater Management Block has also been included in the "Residential" as it is necessary infrastructure which supports and is accessory to the proposed Residential development. This is consistent with the land use approach in the Vargas, Towerhill, CSU, and Towerhill north subdivisions to the south, southwest, and west.

4.1.3 General Development Policies

- a) Residential developments within areas designated Residential may be permitted with a maximum density of 35 units gross net hectare with a maximum height of 3 storeys above grade.*
- b) Approximately 30 percent of new housing within the Residential designation shall be multiple unit buildings including semi-detached, townhouses or apartments in order to provide a variety of housing choices;*
- d) Higher density forms of development such as apartment buildings shall be located in proximity to Arterial and Collector roads, and community facilities, including schools and parks;*
- n) All development within the Residential designation, except single-detached and semi-detached dwellings, may be subject to Site Plan Control;*
- p) In considering applications for new medium density residential development Council shall be satisfied that the proposal:*

- i) Is located on and has direct access to a Collector or Arterial road;*
- ii) Respects the character of adjacent residential neighbourhoods, in terms of height, massing and setbacks;*
- iii) Can be easily integrated with surrounding land uses;*
- iv) Will not cause traffic hazards or an unacceptable level of congestion on surrounding roads;*
- v) Can easily be accessed by transit if available;*
- vi) Is located in close proximity to community facilities, such as parks, schools and open spaces;*
- vii) Is located on a site that has adequate land area to incorporate the building, on-site parking, an outdoor amenity area, and appropriate buffering such as setbacks, landscaping and fencing to ensure the compatibility of the use with adjacent land uses;*
- viii) Where appropriate, considers the role of topography and natural vegetation in minimizing the impacts of tall buildings on adjacent land uses; and,*
- ix) Municipal water and wastewater services are adequate and available.*

The proposed development yields a gross net density of 21.36 units per hectare.³ The majority of the proposed structures will be within the prescribed 3-storey maximum. However, relief is being sought from this official plan policy to permit medium-density built forms of up to 4-storeys. Relief from this policy will allow the land to be developed more efficiently, with a large contribution of dwelling units, and a broader range of unit types and sizes. Relief from this Official Plan provision is in-line with the relief that has been granted to similar Draft Plan of Subdivision applications to the south and west. The development proposal includes 148 street townhouse units and 176 medium density units - for a total 67 percent of the proposed units within multiple unit buildings, in excess of the Township's target. Both of the proposed medium density blocks are in proximity or adjacent to major streets and community assets. Block 187 is strategically located along County Road 10, with direct connections to the proposed local road network. This block is in proximity to the proposed "Community Commercial" blocks to the south and to the existing community centre and municipal offices, and planned fire hall. Block 186 is located internal to the site along Street A. This north-south internal local street will provide the block with direct access to Larmer Line to the north and Fallis Line to the south. Block 186 benefits from the proximity of the proposed park and open space block to the north and the natural heritage block to the south. Both proposed medium-density blocks will be subject to Site Plan Control applications, should they propose over ten units. These applications will serve to demonstrate the appropriateness of the proposed development against policy 4.1.3 p) and will be accompanied by any supporting documentation that may be required by the Township or County, as well as additional documentation that may speak to the proposals responsiveness to relevant policies.

4.1.4 Housing

- a) It is a policy of this Plan to maintain a ten year supply of lands designated and available for residential development. Housing development through residential infilling, intensification and redevelopment within the built up area shown on Schedule A-1 shall provide 20 per cent of the Township's housing needs;*
- b) A three year supply of land zoned for residential intensification and residential lots/units in registered and draft plan approved subdivisions within the context of the population target contained in this Plan shall be maintained provided that there is sufficient water and wastewater capacity available to service development;*
- c) It is a policy of this Plan to ensure the provision of a complete range of housing types in Millbrook. On this basis, the optimum housing unit mix within the boundaries of Millbrook are:
75 percent low density housing (single, semis, duplex);*

³ Gross net hectare calculated by removing the Natural Heritage System (1.95ha) and Commercial (9.06ha) Blocks from the gross site area

- 10 percent medium density housing (multiple unit, townhouse); and,*
- 15 percent high-density housing (apartments).*
- d) Subdivision developments shall be staged to ensure that the intensification and infill targets in Section 4.1.4 are met and a mix of housing is available throughout the development of the plan of subdivision. Each development stage shall include a range of housing; and,*
- e) Residential development that satisfies the desired housing mix in this Plan will be given priority for servicing capacity.*

The proposed development supports the Township in meeting its housing related policy goals. By planning for 483 residential units, the proposal secures a significant long-term investment in residential development that will support the Township in meeting the projected population growth. As discussed throughout, the proposal is to be developed alongside investments in servicing capacity. The mix of proposed housing units for the proposed development is as follows: 33 percent single-family units, 31 percent townhouse units, and 36 percent medium-density apartment units. This unit makeup exceeds the Township's policy goals with respect to the diversification of the housing stock. Significant contributions in the form of townhouse and medium-density apartment dwellings will provide new housing products which have been relatively scarce in the community the past.

4.1.5 Development Staging

- a) With the exception of development of individual sites or a small number of lots created by consent all undeveloped lands identified on Schedule A-1 may be subject to development staging based on the ability to provide water and wastewater services and the objective of maintaining the agricultural uses of the lands until they are required for development; and,*
- b) In Millbrook residential development will be staged to ensure that Employment uses are developed to reflect the residential and employment ratio targets outlined in Sections 2.1.1, 2.1.2 and 2.1.3 of this Plan. Council may support final approval of residential development in advance of the employment development where it is satisfied that the residential growth is financially sustainable and servicing allocation remains available for employment uses according to Section 7.8 of this Plan.*

The proposed development is intended to be delivered in two phases, in alignment with the above policies. Phase 1 will deliver Block 189, the southernmost "Community Commercial" block, Street B and the portion of Street D that will provide access to the commercial block. The Township has indicated that sufficient capacity exists to service the proposed commercial uses on this block. Phase 2 will include the balance of the development including all "Residential" uses, one commercial block, one park block, and two natural heritage system blocks. A holding provision is being proposed for the "Residential" lands in Phase 2 which will serve to limit their development until a time when sufficient servicing capacity becomes available. The proposed phasing strategy has been developed based on comments and conversations with municipal staff who have indicated a desire to front-load the delivery of commercial lands on the subject site.

4.1.6 Zoning

- a) The Zoning By-law will provide a number of zones to regulate the location and built form of Residential uses; and,*
- b) Low density and medium density residential uses shall generally be placed in separate zones. Zone provisions will establish lot size, frontage, yard and setbacks to ensure that adjacent uses with different densities are compatible.*

As discussed in section 5.8 the in-effect zoning for the subject lands do not permit the range of uses being proposed. As such, a Zoning By-law Amendment application is being submitted. The draft ZBA outlines new zoning designations and provisions. One residential zone, UR2-XX-HXX, is proposed to include all residential uses, which will allow for greater flexibility in delivery of residential products on the site over time. The ZBA also

includes a holding provision to ensure that residential uses will not be delivered on this parcel until servicing capacity is available. The Draft Plan of Subdivision, included as part of this submission, displays the proposed road and lot pattern, indicating where specific housing types will be developed.

4.1.7 Residential Urban Design Guidelines

Prior to the consideration and approval of a plan of subdivision in excess of 8 units, the Township shall generally require the preparation of to the satisfaction of the Township in consultation with other agencies. The neighbourhood plan shall include road alignments, sidewalks, trail systems, walkways, potential cycling routes, proposed lotting, siting of schools, parks, open space lands stormwater management facilities and other community facility/utility uses.

a) Residential neighbourhoods shall be developed in accordance with the following urban design principles:

- i) Grid streets shall be utilized wherever possible providing a multiple use for walking, cycling and motor vehicle use. Streets will be designed as high quality urban environments which encourage social interaction and provide routes and connections to neighbourhood facilities. Streets will be designed to create and enhance views and vistas of significant natural features and public buildings. Street patterns should be oriented to provide for maximum solar gain. Underground hydro will be required in all new residential subdivisions;*
- iii) The Township may impose architectural control for residential development over 8 units. Architectural design guidelines will be prepared to ensure that there is a variety of housing types and styles and avoid replication of similar housing designs;*
- iv) Public buildings and spaces, including schools, parks and places of worship will be located on prominent sites with significant street frontage. Public buildings will be oriented to the street and will incorporate massing, detailing and entrance features that reinforce its prominence in the neighbourhood. Public buildings and facilities will generally be centrally located to minimize walking distances and will be accessible;*
- v) Houses will be designed in such a way as to have a consistent setback to provide human scale to the street. House designs should be encouraged to incorporate features such as prominent entrances and porches to give a social element to the streetscape and to allow for views along the street;*
- vi) Garages should be designed and sited so they are not the prominent feature of the streetscape. It is preferable for all garages to be set back from the main front facade and, if possible, located in side or rear yards;*
- vii) Sidewalks should be provided on every street and should also connect to the components of the open space network. The sidewalk network must be continuous;*
- viii) Indigenous trees shall be planted on both sides of new streets with a minimum spacing of 10 metres;*
- ix) Street lighting in residential neighbourhoods should be minimal and dark sky compliant. The height of street lights should be limited to reflect a pedestrian scale and should be spaced between 18 and 20 metres apart; and,*
- x) Development along Arterial roads will be designed to provide a high quality urban environment with views of housing, street trees and landscape elements. Reverse lotting and acoustical fencing is generally not permitted.*

The proposed residential components of this development will be delivered in accordance with the above urban design guidelines, where possible and applicable. A Neighbourhood design Plan has not been requested by the Township or County as part of this application. The internal network has been designed to prioritize internal connectivity, creating short blocks where possible to create a safe and pleasant environment for all road users. All proposed roads will be designed to municipal standards and are expected to include continuous sidewalks. Architecturally, the proposed development is expected to borrow from the visual language developed in nearby

subdivisions to the west and southwest, for a cohesive visual experience throughout. The architectural expression of the proposed subdivision as well as the streetscape, landscape and lighting strategies are expected to be refined during the detailed design process and through future Site Plan Control application, as needed. Generally, these strategies will be cohesive with any applicable policies and will integrate industry best practices. No public buildings are proposed as part of this submission and the public park block has been strategically placed with high visibility and access from County Road 10, Larmer Line and the internal local road network. Development along major streets has been designed to address these thoroughfares directly to create a high-quality urban environment. As mentioned previously, the streetscaping and landscaping approach is to be refined during the detailed design stage and any required future Site Plan Control applications.

4.4 COMMUNITY COMMERCIAL

The Community Commercial Area is intended to provide opportunities for large format retail uses that require large land areas and service the broader community.

4.4.1 Objectives

- a) Establish an area for the establishment of large format retail uses in the Township;*
- b) To provide a diverse range of retail, service and recreational uses serving the entire Township;*
- c) To ensure the continued vitality of the Commercial Core of Millbrook;*
- d) Encourage a high level of urban design within this greenfield urban development*

Two “Community Commercial” blocks, Blocks 188 & 189, totalling 9.06 hectares, are proposed as part of this development. These blocks are expected to host a range of commercial businesses which may increase the supply of jobs, goods and services for the local community. “Community Commercial” Blocks will be subject to Site Plan Control applications, to be submitted under separate cover. These applications will refine the urban design approach for the Commercial blocks. Generally, the project team will endeavour to deliver interconnected and accessible “Community Commercial” blocks with high regard for design quality.

4.4.2 Permitted Uses

- a) Commercial uses permitted in this designation include:*
 - i) Automobile retail facilities;*
 - ii) Commercial fitness centres;*
 - iii) Entertainment and recreational uses;*
 - iv) Hotels, motels, and convention centres;*
 - v) Private and commercial schools and daycare centres;*
 - vi) Private recreational uses such as banquet halls and private clubs;*
 - vii) Restaurants;*
 - viii) Retail stores including food stores and supermarkets, department stores and specialty shops; and,*
 - ix) Service industry uses in wholly enclosed buildings.*
- b) Uses compatible with, complementary to and serving the primary commercial use of the land, such as parkettes and open space linkages may be permitted within the Community Commercial designation.*
- c) The following uses are specifically precluded from locating in the Community Commercial designation:*
 - i) Banks and financial institutions*
 - ii) Liquor Stores*
 - iii) Post office*
 - iv) Personal Services*
 - v) Professional Offices as a primary use*

Blocks 188 and 189 will host commercial buildings of various sizes to accommodate a wide range of potential tenants. These may eventually include retail stores, grocery stores, pharmacies, quick service restaurants, services and medical offices. The draft Official Plan Amendment includes relief from policy 4.4.2 c), permitting bank and professional offices (including medical offices) on the proposed "Community Commercial" blocks. This relief is intended to maximize the permission on the subject site and the potential of the proposed "Community Commercial" blocks along a key regional corridor. Such increased permissions will allow for a wider range of future opportunities for residents and businesses. The relief being proposed is in alignment with similar relief granted to nearby subdivision developments and also aligns with the land use permissions of the MZO.

4.4.3 General Development Policies

- a) The maximum gross floor area of all commercial uses shall be 30,000 square metres;*
- b) The maximum building height shall be 10 metres;*
- c) Prior to considering development within the Community Commercial designation, Council may require:*
 - i) A detailed market impact study to demonstrate that the proposal is feasible and desirable on the basis of size, location and function relative existing commercial facilities and sufficient population to support the use; and,*
 - ii) A detailed traffic impact assessment to demonstrate that the proposal can be developed without causing disruption to the road network and can be implemented at no cost to the Township and the County.*
- c) Council may use Zoning By-laws to limit the size, use and form of commercial development in order to ensure that development does not adversely affect the viability of the commercial uses in the Commercial Core; and*
- d) All development within the Community Commercial designation shall be subject to Site Plan Control.*

Blocks 188 and 189 are estimated to provide 4,150 and 10,785 square metres of gross commercial floor area, respectively and the OPA includes permission for same. This level of commercial development is supported by the GMS land use allocations as well as the FSR and TIS which demonstrate that the level of development can be supported. Proposed commercial structures will be designed to be aligned with appropriate zoning provisions that serve to regulate form and use, as per the draft Zoning By-law Amendment included as part of this application. The standards proposed by the ZBA generally align with the provisions of the MZO to allow for seamless commercial development within the commercial blocks, which includes provision for buildings up to 14m in height. The exact design of the commercial blocks will be refined via separate Site Plan Control Applications.

4.4.4 Community Commercial Urban Design Guidelines

- a) Community Commercial Areas shall require extensive landscaping on the periphery and within parking areas;*
- b) Drive-through facilities shall be designed to minimize impact on traffic within and external to the site;*
- c) Shared access, pedestrian orientated facilities and parking among various developments shall be required;*
- d) The following policies apply to permitted automobile oriented facilities:*
 - i) Service stations and gas bars will only be permitted at the intersection of Collector roads;*
 - ii) No more than two service stations or gas bars shall be located in the Community Commercial Area;*
 - iii) High water users shall generally not be permitted in this designation. Car washing establishments shall adopt water conservation techniques including water recycling; and,*

- iv) Shared access points, provisions for internal circulation and rear service areas shall be incorporated in all site plans.*
- e) Buildings should generally be set at street edge with parking moved to the rear. Where surface parking lots are exposed to the street significant landscape buffering including the use of decorative walls and fencing shall be required;*
- f) Signage will complement rather than dominate the landscape. It shall be incorporated as an integral part of a building or site layout wherever possible. It will not detract from the overall visual attractiveness of the built environment for both pedestrians and motorists and will be designed to be located so as not to be hazardous for either pedestrians or motorists and will comply with the relevant County or Township sign by-laws;*
- g) The location and design of outdoor storage and display areas are to be visually acceptable and generally screened from the road frontage;*
- h) All lighting shall be dark sky friendly, using full cut-off fixtures to limit light trespass. Development Agreements shall require lighting levels to be dimmed after closing hours; and,*
- i) Parking lots shall contain internal landscaping features to encourage natural infiltration and provide shade.*

As discussed previously, the proposed “Community Commercial” blocks will be subject to Site Plan Control applications. These applications will engage closely with all relevant urban design policies and work to align with them wherever possible. Both “Community Commercial” blocks will be designed to integrate high quality landscaping treatments, both along their periphery and internally. Landscaped buffers around the periphery of the site will mitigate the visual impact of surface parking spaces fronting onto the public realm. The placement and design of all drive through facilities will be considerate the needs of other road users and will limit potential road conflicts. Lighting fixtures will be strategically selected to minimize light trespass.

4.7 PARKS AND OPEN SPACE

4.7.1 Objectives

The objectives of this designation are to:

- a) Create an urban parks and open space system which is connected to the Township's Natural Heritage System;*
- b) Provide for a continuous trail and integrated park system through Millbrook with an emphasis on natural features;*
- c) Provide sufficient lands to meet the recreational needs of the population;*
- d) Protect sensitive environments within the Settlement Area; and,*
- e) Ensure that the impacts of the use of parks and open space on adjacent land uses and the character of the surrounding neighbourhood are minimized.*

One “Parks & Open Space” block is included in the development proposal. The park block, Block 190, contributes 1.93 hectares for recreational use at the northernmost edge of the site, exceeding the minimum parkland requirements of the *Planning Act*. The proposed park block has the potential to be designed to accommodate a range of passive and active recreational installations, supporting future residents’ recreational needs. The park block aligns with the existing hydroelectric corridor running along the land’s northern edge. The Township could leverage the existing linear infrastructure corridor to foster greater connectivity to and from the proposed park block. The park may also connect to future developments to the north and south as the Millbrook settlement area boundary is adjusted over time. The park block is not expected to negatively impact surrounding existing and proposed uses, which are largely low-density in nature.

4.7.2 Permitted Uses

- a) The Parks and Open Space designation includes the waterfront parks, neighbourhood parks, parkettes, open space linkages and trails. Lands designated Parks and Open Space shall be used primarily for active and passive recreational purposes and accessory uses; and,*
- b) Community recreation facilities, community facilities such as public cemeteries and public community centres, stormwater management facilities, infrastructure and utilities may also be permitted provided any adjacent natural features and functions are protected and enhanced and the scale of the use is compatible with the character of adjacent development.*

The proposed “Parks & Open Space” block will permit uses in alignment with section 4.7.2. The ultimate condition of Block 190 may include a range of active and passive recreation installations as determined by the Township. Block 191 will host the future Stormwater Management Pond (“SWM Pond”). In alignment with the above policies, special consideration will be given to limiting any potential negative impact that the SWM Pond may have on adjacent natural features through the EIS and FSR. The proposed SWM Pond block will support the climate resiliency of the proposed development by capturing stormwater runoff and discharging it to the Baxter Creek tributary watercourse that runs through the subject lands.

4.7.3 General Development Policies

- a) The intent of the Parks and Open Space designation is to establish an identifiable and continuous open space network through Millbrook. The open space network is intended to integrate, wherever possible, environmental features and stormwater management facilities with parks to provide opportunities for active and passive recreation. Wherever possible trails, bicycle paths, walkways, sidewalks and utility corridors will be used to connect these spaces;*
- b) Lands included within the Parks and Open Space designation are shown schematically on Schedule A-1. The actual locations, configurations and boundaries of the Community Park, the Neighbourhood Parks, the Parkettes and the open space linkages shall be established in plans of subdivision and in the Implementing Zoning By-law;*
- c) Additional parkland may be acquired pursuant to the provisions of the Planning Act and by other available means, including:
 - i) Funds allocated in the budget;*
 - ii) Donations, gifts, and bequests from individuals or corporations; and/or,*
 - iii) Funding allocated by any authority having jurisdiction.*As an alternative to parkland conveyance, Council may require the payment of money in lieu of such conveyance.*
- d) All lands dedicated to the Township shall be conveyed in a physical condition acceptable to Council. When an open watercourse is involved in an area to be dedicated, Council may require that easements for access to and maintenance of watercourses be dedicated to the Township as a condition of approval;*
- e) Parks or portions thereof may be designed to include stormwater quantity/quality control features. Where stormwater quantity/quality control features are included in parks, the design of such features will be subject to the approval of the Township, in consultation with the Conservation Authority. In instances where grading or the presence of water precludes the use of a portion of park area for the required park purposes, the stormwater control features portion of the park shall not be included as part of the parkland dedication;*
- h) Where any lands included within the Parks and Open Space designation are under private ownership, it shall not be construed that these sites are free and open to the public, nor that they will be acquired by the Township or any other authority;*
- i) Neighbourhood parks are identified as Parks and Open Space on Schedule A-1 and should be at least 2 hectares. They are expected to provide a mix of active and passive recreational activities and may incorporate a community recreation centre to serve the needs of surrounding residents. Neighbourhood parks are to be located adjacent to schools, natural areas and/or environmental*

features wherever possible. Neighbourhood parks must have significant frontage on a public road; and,

No Park blocks are currently identified by Schedule A-1 on the subject lands. As part of the proposed OPA applications seek the creation of one new Parks and Open Space designation and block to provide recreational resources for the proposed residential community. The park block is located to the north, labeled as Block 190 in the Draft Plan of Subdivision, and represents a 1.93-hectare parkland dedication to the Township. This block may eventually be developed to include passive and active recreation programming as determined by the Township. The proposed park block has been strategically located with significant frontages on Larmer Line, County Road 10 and the proposed Street A. The “Parks & Open Space” block will be connected to the public realm by means of sidewalks and walkways. The proposed park block may include internal trails in addition to sidewalks further enhancing connectivity and recreational opportunities.

6 NATURAL HERITAGE SYSTEM

6.1 OBJECTIVES

- a) Establish a balanced relationship between development and the environment by preserving natural features and ecological systems;*
- b) Maintain, improve and where possible, restore the health, diversity, size and connectivity of natural heritage features, hydrologically sensitive features and related ecological functions;*
- c) Maintain natural stream form and flow characteristics and the integrity and quality of watercourses;*
- d) Ensure that only land uses that maintain, improve or restore the ecological and hydrological functions of the Natural Heritage System are permitted;*
- e) Ensure that the Natural Heritage System is maintained as a series of interconnected natural features for the benefit of present and future generations;*
- g) Provide the policies to properly assess development applications located in close proximity to natural heritage features;*
- h) Ensure that development is appropriately set back from significant natural heritage features;*
- i) Eliminate the potential for the loss or fragmentation of significant wetlands and the habitats and ecological functions they provide;*
- k) Prevent development on hazardous lands including floodplains and organic soils.*

The proposed development has been designed with a high regard for the existing Natural Heritage System (“NHS”) features on the subject lands. The on-site watercourse, a tributary to Baxter Creek, as well as the associated wetlands and woodlands, represent valuable and significant ecological systems. These features are proposed to be retained, with development buffers applied to preclude development in their proximity. Blocks 192 and 193 represent the retained natural heritage features for a total of 1.95 hectares of naturalized spaces. These blocks are expected to be conveyed to the Township as part of this Draft Plan of Subdivision application. Street A is proposed to transect the natural heritage system lands. Potential mitigation for the crossing of the NHS by the bridge will be confirmed through the forthcoming EIS. A smaller portion of the lands, identified as “Natural Linkage Areas” within the Natural Heritage System, is proposed for redesignation and removal from the NHS to permit the proposed “Residential” and “Community Commercial” uses. The NECL has identified this as a HDF and the FSR has sought to replicate its functionality.

6.2 GENERAL DEVELOPMENT POLICIES

- a) Where any land within the Natural Heritage System is held under private ownership, this Plan shall not be construed as implying that such areas are free and open to the general public or will be purchased by any Township or other public agency;*
- b) Additional information regarding natural heritage features and hydrologically sensitive features may become available through detailed evaluation of development applications or further study. The incorporation of additional natural heritage features may be undertaken when this Plan is updated;*

d) Development will not be approved where an approved Environmental Impact Study, Natural Heritage Evaluation or a Hydrological Evaluation identifies unacceptable negative impacts on the natural heritage system. The EIS may identify a vegetation protection zone which:

- i) 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 and associated activities that may occur before, during and after, construction, and where possible, restore or enhance the feature and/or its function; and,*
- ii) Is established to achieve and be maintained as natural self-sustaining vegetation.*

f) Stormwater management ponds are prohibited in Key Natural Heritage Features or Key Hydrologic Features or their vegetation protection zones. Naturalized stormwater management ponds are permitted within 120 metres of a key hydrologic feature provided they are located outside of the floodplain, a minimum of 30 metres away from the edge of the river/stream and in the vegetation protection zones of any abutting Key Natural Heritage Features or Key Hydrologic Features.

As discussed previously, an Environmental Impact Study is ongoing and a Hydrogeological Evaluation was undertaken on the subject lands to better understand the limits and ecological elements of areas designated as NHS. The future EIS will detail potential impacts on the NHS due to the proposed development's construction and provide mitigatory measures. Revisions to the DPS and other supporting materials such as the FSR will be made concurrent with the second submission if and as necessary. A Stormwater Management Pond ("SWM Pond") is included as part of the Draft Plan of Subdivision within the "Residential" designation and in proximity to the NHS blocks. The proposed SWM Pond block will be developed in alignment with policy 6.2 f) above, applying all required buffers to ensure the Pond has minimal impact on the NHS blocks.

6.3 NATURAL CORE AREAS

This designation also applies to lands that form a natural 30 metre vegetative protective buffer zone for significant natural heritage features. The vegetation protection zone is measured from the outside boundary of the Key Natural Heritage or Key Hydrologic Feature.

6.3.1 Objectives

It is the objective of this designation to:

- a) Prohibit development or site alteration within Key Natural Heritage Features and Key Hydrologic Features; and,*
- b) Preserve and maintain the environmental features and functions of the 30 metre vegetative protective buffer area.*

A small portion of the NHS lands on the subject site are designated as "Natural Core Areas". As per the above objectives, no development is being proposed within the "Natural Core Areas" designation. Additionally, a 30 metre development buffer has been applied to this land use designation to mitigate the impacts of the proposed development.

6.3.2 Permitted Uses

The permitted use of land in the Natural Core Areas designation on Schedules A and A1 shall include:

- b) Forest, wildlife and fisheries management;*
- c) Watershed management and flood and erosion control projects carried out or supervised by a public agency but only if they have been demonstrated to be necessary in the public interest after all alternatives have been considered;*
- d) Transportation, infrastructure, and utilities, but only if the need for the project has been demonstrated and there is no reasonable alternative;*

The existing “Natural Core Area” designation is proposed to be retained. As such, these lands will continue to serve their ecological functions. Street A is proposed to cross the NHS blocks; based on Township mapping it appears that proposed location of Street A’s creek crossing may be in proximity to the “Natural Core Area” designation. Design of the crossing will be undertaken through the detailed design process. Mitigation for the crossing will be provided in the forthcoming EIS and revisions to supporting materials such as the FSR will be made concurrent with the second submission if and as necessary.

6.3.3 General Development Policies

a) On lands within the Natural Core Area designations, every Planning Act application or site alteration shall be supported by an Environmental Impact Study (EIS) that identifies planning, design and construction practices that ensure that no buildings or other site alterations will impede the movement of plants and animals among Key Natural Heritage Features, Hydrologically Sensitive Features and adjacent lands. The Township may exempt minor expansions to existing buildings and structures from this requirement in it’s Implementing Zoning By-law and Site Plan Control By-law; and,

This application is accompanied by an NECL, which will be followed shortly by an EIS. The EIS will identify planning, design and construction practices that ensure the proposal will not impede the movement of plants and animals within the NHS.

6.4 NATURAL LINKAGE AREA

This designation applies to lands forming a 120 metre vegetative protective buffer zone for Key Natural Heritage Features lands in the Natural Heritage System. This designation forms part of a central corridor system that supports or has the potential to support movement of plants and animals and provide linkages to natural heritage features. Lands within the Oak Ridges Moraine Area are designated as ORM – Natural Linkage Area on Schedules A and A-1.

6.4.1 Objectives

It is the objective of this designation to:

- a) Preserve and maintain the environmental features and functions of the linkages;*
- b) Continue with stewardship, remediation and appropriate park and trail initiatives which maintain and enhance the ecological features and functions found in these linkages; and,*
- c) Prohibit development within other significant natural heritage and hydrologic features unless it is demonstrated through an EIS approved by the Township in consultation with the appropriate Conservation Authority that there will be no negative impacts on the feature or their related ecological function.*

6.4.2 Permitted Uses

The permitted uses in the Natural Linkage Area designation shown on Schedules A and A-1 shall be:

- b) Forest, wildlife and fisheries management;*
- c) Watershed management and flood and erosion control projects carried out or supervised by a public agency but only if they have been demonstrated to be necessary in the public interest after all alternatives have been considered;*
- d) Transportation, infrastructure, and utilities, but only if the need for the project has been demonstrated and there is no reasonable alternative;*
- e) Passive low intensity recreational uses, such as nature viewing and pedestrian trail activities;*
- f) Archaeological activities;*

6.4.3 General Development Policies

- a) The Natural Linkage Areas are intended to provide a natural buffer from key natural heritage features and a linkage between these features in the Township. Development in this designation*

shall only be permitted where the vegetative buffer and connectivity for which the area has been designated is preserved.

b) Where development is proposed in the Natural Linkage Areas the Township may require the proponent to complete an Environmental Impact Study (EIS) in accordance with Section 3.7 of this Plan in order to ensure that the Linkage function will be preserved and enhanced as the result of the proposed development. Small-scale developments may be exempted from requiring an EIS through the pre-consultation process described in this Plan where staff is satisfied that the proposal will not adversely impact the Objectives of the designation.

c) The extent of the Natural Linkage Area designation may be determined through the completion of an EIS completed to the satisfaction of the Township in consultation with the Conservation Authority. Where the study identifies that a smaller Natural Linkage Area is sufficient to satisfy the objectives of this section and the other policies of this Plan, the policies of the abutting designation may apply to the lands.

The proposed development recognizes the importance of “Natural Linkage Areas” in preserving and maintaining a network of ecological features and services. The subject lands, in their current state, include two general areas designated as “Natural Linkage Areas”. The first is the area that bisects the subject lands from east to west, running along the Baxter Creek tributary watercourse. This “Natural Linkage Areas” is proposed to be retained and protected as part of this development application. This “Natural Linkage Areas” designated land is home to a surface watercourse, wetlands, woodlands and associated ecological features. The proposed development limit proposed through the DPS restricts development within the buffered wetland and woodland areas, as well as beyond the floodplain. One proposed street, Street A, is proposed to transect the “Natural Linkage Areas”, allowing for connectivity between the northern and southern areas of the proposed development. The forthcoming EIS will discuss the potential impact of this street crossing and propose mitigation measures. Revisions to supporting materials such as the FSR will be made concurrent with the second submission if and as necessary. The second “Natural Linkage Areas” designated on the subject land is an orphaned finger that connects to NHS features on lands to the east of the subject lands. The NECL has demonstrated this to have functioned as a headwater drainage feature in the past. However, the NECL notes that portions of this former feature have been farmed repeatedly over the years. As such, this “Natural Linkage Area” is being proposed for redesignation to accommodate the proposed development. Per the FSR Phase 2 will include some eastward drainage features to offset the loss of this former headwater drainage feature.

7 TRANSPORTATION AND INFRASTRUCTURE

7.1 OBJECTIVES

- a) Facilitate the movement of people and goods within the Township and to and from adjacent municipalities by means of a safe, integrated and balanced transportation system;*
- b) Establish an integrated transportation system that safely and efficiently accommodates various modes of transportation including automobiles, trucks, public transit, cycling and walking;*
- c) Develop a transportation system that protects transportation corridors and air transportation and is compatible with and supportive of future land uses;*
- d) Encourage the use of public transit, cycling and walking as sustainable, energy efficient, affordable and accessible forms of travel;*
- e) Ensure that new roads in urban settlement areas are constructed safely, designed in a manner that helps to distribute car and truck traffic evenly;*
- f) Encourage bicycle and pedestrian paths to generally be separated from the roadway on existing and proposed Township roads and utility corridors, parks and green spaces;*
- g) Ensure that appropriate right-of-way widths for all existing and proposed roads are provided in accordance with the Planning Act; and,*

The subject lands benefit from a robust existing and planned road network, allowing for connectivity to major destinations throughout the Township, County and further west to major metropolitan areas. County Road 10

represents the site's western edge and provides north-south connectivity to Millbrook's historical area and to Highway 115. Larmer Line provides east-west connectivity to other destinations within the Township. Fallis Line is expected to be extended from County Road 10 eastwards to the edge of the subject lands. This right-of-way provides connectivity to the west of the subject lands. The proposal seeks to improve the existing conditions of the roads by including road widening conveyances for Fallis Line, County Road 10 and Larmer Line. The ultimate condition of County Road 10 is planned to be multi-modal with paved shoulders or multi-use paths accommodating active transportation in the long term. Larmer Line, County Road 10 and Fallis Line will continue to serve their purpose of moving goods and people across the Township, while the internal road network will provide for increased local connectivity in the proposed community and with other nearby proposals. Local roads will be designed to municipal standards and will include pedestrian sidewalks wherever required, to create a dynamic and walkable environment.

7.2 GENERAL DEVELOPMENT POLICIES

a) All new and reconstructed transportation and utility facilities shall be designed and located to minimize the impact on the environment and be consistent with the objectives and the land use designations in this Plan. Site and design guidelines include the following:

- i) Blasting, grading and tree removal should be minimized where possible through realignment and utilization of devices such as curbs and gutters, retaining walls and tree wells;*
- ii) Finished slopes should be graded not greater than a 3 to 1 slope and planted; large cuts should be terraced to minimize surface erosion and slope failure;*
- iii) Site rehabilitation should use native species of vegetation and blend into the surrounding landscape;*
- iv) Vegetation screens should be used where feasible;*
- v) Transportation and utility structures should be sited and designed to minimize visual impact;*
- vi) A development setback from the top of bank for utility structures will be required to minimize visual impacts;*
- viii) The Township road standards may be modified to accommodate environmental or natural feature preservation.*

b) A transportation study will be prepared to address both the impact of any new development upon the provincial highway system and County roads, as well as any associated highway improvements that are required prior to the approval of any secondary plans or plans of subdivision.

The delivery of the proposed internal road network, and any reconstruction along existing rights-of-way will be done in accordance with the policies in section 7.2 a). The proposed road network will seek to minimize changes to existing grading and natural features where possible. Landscaping will be incorporated along all streetscapes for screening, to minimize visual impacts, and for beautification. The streetscape design is to be refined during the detailed design stage of this proposal. As per section 7.2 b), a Transportation Impact Study was prepared by Asurza Engineering and is included as part of this submission. The TIS concludes that the proposed development can take place with the inclusion of the appropriate intersection upgrades.

7.2.1 Roadways

- a) The Transportation System is shown on Schedules A and A-1. The Transportation System includes roads, trails, railways, and the airport;*
- c) The location of new arterial and collector roads are approximate. The exact alignment shall be determined either through municipal studies or the consideration of development applications;*
- d) The Township will not open or maintain roadways, that are not constructed to municipal standards;*
- e) New roads and utilities shall be permitted in all designations subject to the justification requirements of this Plan where within or adjacent to a Key Natural Heritage Feature or a Hydrologically Sensitive Feature;*

- g) *Transportation uses may be permitted to cross a Key Natural Heritage Feature or a Hydrologically Sensitive Feature if the proponent demonstrates that:*
- i) The need for the project has been demonstrated and there is no reasonable alternative (to be determined through Environmental Assessment process, Planning Act or local improvement provisions of the Municipal Act);*
 - ii) The planning, design and construction practices adopted will keep any adverse effects on the ecological integrity of the Oak Ridges Moraine to a minimum;*
 - iii) The design practices adopted will maintain, and where possible improve or restore, ecological and recreational linkages, including the trail system;*
 - iv) The landscape design will be adapted to the circumstances of the site and use native plant species as much as possible, especially along rights-of-way;*
 - v) The long term landscape management approaches adopted will maintain, and where possible improve or restore, the health, diversity, size and connectivity of the natural heritage feature or hydrologically sensitive feature; and,*
 - vi) The provisions of Section 6.7.6 are met.*
- h) *Service and utility trenches for transportation uses shall be planned, designed and constructed so as to minimize disruption of the natural groundwater flow;*

County Road 10 will continue to function as a Collector Road, as identified in Schedule A-1 of the Township's Official Plan. Streets D, running west to east from County Road 10 to Street A internal to the site is also proposed as a Collector Road. No additional Arterial or Collector roads are envisioned on or around the subject lands. Wherever possible, and as appropriate, the local street network will include sidewalks and connectivity across land uses throughout the proposed development. The streetscape design is expected to be refined during the detailed design stage and is expected to be tailored to the local context and be inclusive of native species. Underground utility corridors within the right-of-way will be designed to have minimal impact on groundwater conditions and ecological features.

7.2.2 Infrastructure

- a) *The location and construction of infrastructure and expansions, extensions, operations and maintenance of infrastructure are subject to the following:*
- i) Planning, design and construction practices shall minimize, wherever possible, the amount of the Natural Heritage System, traversed and/or occupied by such infrastructure;*
 - ii) Planning, design and construction practices shall minimize, wherever possible, the negative impacts and disturbance of the existing landscape, including, but not limited to, impacts caused by light intrusions, noise and road salt;*
 - iii) New or expanding infrastructure shall avoid Key Natural Heritage Features or Key Hydrologic Features unless need has been demonstrated and it has been established that there is no reasonable alternative;*
 - iv) Where infrastructure does cross the Natural Heritage System or intrude into or result in the loss of a Key Natural Heritage Feature or Key Hydrologic Feature, including related landform features, planning, design and construction practices shall minimize negative impacts and disturbance on the features or their related functions and where reasonable, maintain or improve connectivity;*

Street A, a Local road within the proposed road network, is planned to traverse the Natural Heritage System in a north-south direction, along the eastern portion of the site. The crossing is required to build connectivity between the two portions of the site and allow for future residents to access all proposed land uses including the park to the north and the commercial uses to the south. It is also required to ensure that both portions of the land have two means of access to the existing road network. The impact of the NHS crossing and any necessary mitigation measures will be explored in the forthcoming EIS.

7.3 ROAD NETWORK

- a) Roads in the Township will be classified and maintained on the basis of their function and design as arterial roads, collector roads, local roads and private roads. The right-of-way width for a public road shall allow for the placement of utilities, municipal services, high occupancy vehicle lanes, cycling lanes, sidewalks and landscaped boulevards where required;*
- b) Existing collector and arterial roads are shown on Schedules A and A-1. Local roads will develop through Plans of Subdivision;*
- d) Where the Township does not have title to a municipal road it will endeavor to acquire title through road dedication as a condition of development, trading the surveyed right-of-way for the lands on which the road has been forced or through land purchase where the roadway is required.*

7.3.3. Collector Roads

- a) Collector roads are under the jurisdiction of the Township and are designed to move moderate volumes of traffic over short distances within a particular area of the Township. The primary function of a collector road is to collect and distribute traffic among local roads, collector roads, arterial roads and major traffic generators; and,*
- b) Collector roads shall be designed in accordance with the following principles:*
 - i) Provide reasonable continuous movements;*
 - ii) Minimize the number of private accesses;*
 - iii) Incorporate methods to prevent speeding without compromising continuous movement;*
 - iv) Provide sidewalks on both sides;*
 - v) Provide for cycling lanes where possible; and,*
 - vi) Have a right-of-way width between 23 and 26 metres.*

7.3.4 Local Roads

- a) Local Collector roads are under the jurisdiction of the Township and are designed to carry lower volumes of traffic and to facilitate access to individual properties;*
- b) Local roads shall be designed according to the following principles:*
 - i) have a right-of-way width of 20 metres; and,*
 - ii) sidewalks on both sides of local roads in Millbrook Settlement Area are required. In Hamlets, sidewalks on one side of the road will be required.*
- c) Council may permit a narrower right-of-way width where it is not necessary to have a 20 metres right-of-way to contain roads and utilities;*
- e) In Settlement Area and Hamlets local roads may be constructed to a modified urban standard to encourage natural infiltration.*

No existing or planned arterial roads have been identified on the subject lands as per Schedule A-1. County Road 10 which abuts the subject lands to the west is identified as a Collector Road; the proposed subdivision will not preclude this right-of-way from functioning to this capacity. The proposed internal road network is proposed to include a new Collector road, being Streets D. This road will provide the majority of the proposed development's connectivity with County Road 10 and is planned to be 26 metres in width. It will be designed in alignment with Township design policies for Collector Roads. The remainder of the internal road network is proposed as Local Roads and will be largely designed as such, in accordance with all Township design and engineering standards. Some of the proposed local roads will have a width of 18 metres, below the Townships desired 20 metre width. This is consistent with the design of local roads in the recently approved CSU and Vargas subdivisions. Upon full build-out of each phase, the constructed roads will be assumed by the Township as municipal rights-of-way.

7.3.5 Design Guidelines

- a) Road designs shall include well-designed streetscape features, incorporating, among other things: street tree planting, street lighting and furnishings, sidewalk and boulevard treatments, a variety of paving materials, and where appropriate, bicycle lanes, community mailboxes and future transit shelters;*
- b) Road designs may incorporate traffic calming techniques such as narrower rights-of-way, traffic circles and speed control devices, where appropriate, to promote a safer pedestrian environment and/or to maintain vehicles within designated speed limits. The Township will consider alternative standards for public road rights-of-way to achieve urban design objectives in certain areas of the municipality;*
- c) The design of roads shall incorporate a high quality of urban design standards. On this basis:
 - i) Road rights-of-way shall be designed to secure a separation of vehicles and pedestrians and should provide an appropriate sidewalk for pedestrian use;*
 - ii) On collector and arterial roads, a suitable boulevard shall be provided to separate the road curb from the sidewalk and such boulevard shall include hard and/or soft landscape materials, street trees and pedestrian-level street lights, where appropriate;*
 - iii) Where medians are provided within the road rights-of-way, it is encouraged to include hard and/or soft landscape materials in such medians, where appropriate;*
 - iv) A regularized pattern of street tree planting shall be encouraged along all roads and the Township shall establish minimum planting standards and species types;*
 - v) The number and location of access points onto the public road system shall be minimized by encouraging common access points to be shared by adjacent development;*
 - vi) Street lighting shall, where appropriate incorporate pedestrianlevel lighting to maintain pedestrian safety;*
 - vii) Street lighting that reduces energy consumption and directs light away from the night sky and adjacent uses shall be encouraged;*
 - viii) Services and utilities shall be encouraged to locate underground in a common trench, where possible, to maintain a pleasant visual environment along public roads;*
 - ix) Above-ground utility service providers shall be encouraged to co-operate with the Township in identifying locations which minimize the visual impacts of such equipment and facilities where located within the public road rights-of-way; and,**
- d) Streetscape features located within public rights-of-way, such as lighting fixtures, directional and street signs, parking meters, transit shelters, and street furniture shall be complementary in their design and located in an integrated manner so as to avoid visual clutter;*
- f) Trees, shrubs, hedges, plantings or other ground cover, permeable paving materials, street furniture, curb ramps, waste and recycling containers, transit shelters, and bicycle parking facilities that are considered to be “sustainable design elements” for the purposes of Section 41 (4)(2) (e) of the Planning Act shall be established within a municipal right-of-way as a condition of Site Plan Approval.*

As discussed previously, the streetscape and public realm design approach will be refined during the detailed design stage. Generally, the streetscape design is expected to accommodate landscaping, lighting and street furniture that is responsive to the local context. Road designs will incorporate traffic calming measures where appropriate to create a safe road environment for all users. Overall, the design will include high-quality features and finishes.

7.4 PEDESTRIAN AND CYCLING ROUTES AND FACILITIES

- a) The Township will plan and where possible develop an interconnected system of cycling and walking routes providing access to major activity and employment areas throughout the Township. Development of such a trail system will occur through land acquisition, easements and rights-of-way;*

- b) Development of a continuous trail through the Township linking the Oak Ridges trail and Settlement Areas is recognized as a priority for the Township;*
- c) Where required and feasible, Township Road shoulders may be adapted to provide safer travel for bicycles between Settlement Areas and other major activity nodes;*
- d) To plan for and encourage walking and cycling, Council shall:*
 - i) Ensure that high quality pedestrian infrastructure and way finding signage is established at key locations either as a condition of development approval or by the Township as part of its annual capital works program;*
 - ii) Ensure that high quality cycling infrastructure is established throughout the Township including at all commercial, industrial and community facilities either as a condition of development approval or by the Township as part of its annual capital works program;*
 - iii) Provide convenient and highly accessible locations for visitors to park cars to access the pedestrian and cycling system and improved public transit;*
 - iv) Consider the provision of safe and convenient cycling and walking routes in the review of all new development and redevelopment applications;*
 - v) Require the provision of sidewalks in the Millbrook Settlement Area and Hamlets, where appropriate;*
 - vi) Provide for bicycle lanes wherever possible in the construction or reconstruction of roads and bridges;*
 - vii) Encourage and support measures which will provide for barrierfree design of pedestrian facilities;*
 - viii) Ensure that lands for bicycle/pedestrian paths are included with the land requirements for roads;*
 - ix) Ensure that the rights and privacy of adjacent properties are factored into the design process for pedestrian and cycling routes;*
 - x) Require the provision of bicycle stands as a condition of approval of site plan applications; and,*
 - xi) Ensure that all pedestrian and cycling routes are designed to be safe.*
- e) Sidewalks and/or multi-use trails shall be provided through all new commercial, industrial and institutional developments and through all new residential developments proposing 12 or more units; and,*
- f) Pedestrian and cycling infrastructure shall be established throughout the Township including at all commercial, industrial, institutional, and community facilities as a condition of approval or by the Township as part of its annual capital works program.*

The proposed Local and Collector roads will be designed and constructed in accordance with municipal design standards. All proposed roadways will include sidewalks, providing a safe and accessible network for pedestrians. The “Community Commercial” blocks will also contain sidewalks and walkways, allowing for active connections between different uses on the subject lands. County Road 10 is planned to include dedicated cycling infrastructure in the form of paved shoulders, with the option of eventually installing multi-use pathways. This infrastructure will provide cyclists with convenient and safe access to nearby existing and planned community amenities and commercial blocks. No cycle paths are proposed internal to the site. The short block structure, combined with traffic calming measures may allow cyclists to share the road with vehicular road users safely.

7.7 PARKING

- a) Adequate off-street parking and loading facilities are required for all new development. All parking areas shall be designed to:*
 - ii) Provide parking for the physically handicapped;*
 - iii) Provide landscape screening along street frontages; and,*
 - iv) Points of ingress/egress shall be limited in number and sharing of access points will be encouraged.*

Parking provisions on the subject lands will be in alignment with zoning provisions for “Community Commercial” and residential zones. The “Community Commercial” blocks will be designed to provide sufficient parking capacity for customers in proximity to points of interest, to avoid parking from bleeding into residential neighbourhoods. The number of access/egress point to and from the “Community Commercial” will be designed to have a minimal impact on the internal Local road network and to mitigate for impacts on the wider road network. As discussed, the streetscape approach is expected to be refined during the detailed design stage, it should generally be expected that large surface parking areas, like those on the “Community Commercial” block will be limited and shielded from view from other land uses, to minimize visual impacts.

7.8 MUNICIPAL WATER AND WASTEWATER SERVICES

It is the policy of this Plan that:

- a) All development in Millbrook shall be connected to municipal water and wastewater systems unless exempted by the policies of this Plan and the County Official Plan;*
- b) Development will be staged in Millbrook based on the ability and financial capability of the Township or other financing arrangements to provide municipal water and wastewater services in accordance with its approved Development Charges By-laws or other financial planning policies or tools;*
- c) The allocation of municipal water and wastewater system capacities through the development approvals process will be based upon a policy adopted by Council which ensures the timely and efficient use of these services and implementation of the policies of this Plan;*
- d) The Township will not commit capacity to a property until a development agreement between the Township and property owner is in place and executed;*
- e) Council will allocate servicing capacity in a manner that will ensure a range and mix of housing in accordance with the provisions of this Plan and ensure sufficient uncommitted capacity to meet the target population to employment ratios outlined in this Plan; and,*
- f) Council will encourage the use of water saving fixtures and recycling in all developments connected to municipal services.*

The proposed development is expected to be fully serviced by water and wastewater services, per the Township's policy to have all development in Millbrook be connected to municipal systems. As discussed previously, the proposed development will be phased and constructed as adequate servicing capacity becomes available. The project team understands that sufficient capacity currently exists to service the proposed “Community Commercial” blocks. As such, Phase 1 is to include the southernmost “Community Commercial” block (Block 189 on the DPS) and associated roads. The Township is planning for longer term servicing capacity improvements. Phase 2 will be coordinate with these improvements and will deliver the remaining commercial block, all “Residential” blocks and the “Parks & Open Space” block. The draft Zoning By-law Amendment includes a holding provision to preclude the development of the Phase 2 “Residential” component until sufficient servicing capacity is made available.

8. IMPLEMENTATION

8.2 AMENDMENTS TO THE PLAN

- a) This Plan should only be amended when the policies of this Plan have been found not to address issues, or alternatively, issues have been raised with respect to site-specific proposals that must be addressed in a comprehensive manner. Any amendment shall conform to the overall intent of the Official Plan as set out in the Strategic Directions and policies of the Plan;*
- b) Privately initiated amendments prior to the 5 year review of this Plan are generally discouraged. However, if a request for an amendment is received, Council may consider such a request, which must include sufficient information and justification to enable the requested amendment to be evaluated as per the requirements of Section 8.4. The following general criteria shall apply to the*

review of all Official Plan Amendment applications and the proponent of an amendment may be required to submit reports from qualified professionals to address such matters, including but not necessarily limited to:

- i) Conformity to the strategic directions and policies of this Plan;*
- ii) Suitability of the location of the proposed use;*
- iii) Compatibility with existing and planned land uses in the surrounding area;*
- iv) The impact on the natural environment having regard for natural heritage features and hydrologic features;*
- v) Need for the proposed use;*
- vi) Availability of supporting capital works and services;*
- vii) Fiscal impact on municipal capital works and services;*
- viii) Comments of public agencies;*
- ix) Any other specific requirements of Council; and*
- x) In the case of lands within identified vulnerable areas, demonstration of how the proposal conforms to the policies of Section 3.19 where applicable.*

An amendment to the Township's Official Plan is required to permit the proposed development. A draft Official Plan amendment has been included as part of this submission, detailing the proposed amendments to the plan. Mapping changes are required to permit a mix of uses including an expanded and reconfigured "Community Commercial" designation, a significant "Residential" component, one "Park & Open Space" block, and changes to the Natural Heritage System designations. This Planning Rationale Report is intended to respond to all relevant planning policy, providing responses to the requirements listed above. A suite of supporting plans, reports and assessments serve to expand on the proposed concept, identifying risks, alternatives and mitigation strategies wherever they may exist. The submission package is responsive to section 8.2 as per the above.

8.5 PRE-CONSULTATION

As discussed previously, a Pre-Consultation Meeting Request application was made on March 3, 2025, with a virtual Pre-Consultation meeting taking place on April 1, 2025. Both County and Township staff were present at this virtual meeting. A formal Record of Pre-Consultation was made available on April 28, 2025. The Record outlines County and Township comments with respect to the proposed development and outlines the application requirements for the necessary Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications. The application package submitted alongside this Planning Rationale Report is responsive to the Record of Pre-Consultation and includes all required plans and studies to be deemed complete.

8.7 SITE PLAN CONTROL

a) Pursuant to the Planning Act, the Township designates all of the land within the Township boundary as outlined on Schedule A as a Site Plan Control Area. All development shall be subject to Site Plan Control, with the following exceptions:

- ii) Any structure erected for the purposes of flood or erosion control;*
- c) The Township will require the owner of lands proposed for development under site plan control to enter into one or more agreements pursuant to the Planning Act to address all matters contained therein, including appropriate conditions of approval;*
- d) The intent of a site plan agreement is to ensure that any proposed development is designed to be compatible with adjacent development, appropriately serviced and accessed and otherwise in conformity with the intent of this Plan. Any required site plan agreement shall deal with the following, as appropriate:*
 - i) Road widenings;*
 - ii) Location of vehicular access points;*
 - iii) Loading, parking and driveway locations;*

- iv) *The surfacing of loading, parking and driveway areas;*
 - v) *The location and design of walkways and walkway ramps;*
 - vi) *The location, massing and conceptual design of any buildings and structures;*
 - vii) *The location and type of lighting and landscaping;*
 - viii) *The location and type of garbage storage;*
 - ix) *The location and nature of easements;*
 - x) *The grade and elevation of the land;*
 - xi) *The type and location of storm, surface and wastewater disposal facilities;*
 - xii) *The location and type of snow removal facilities;*
 - xiii) *The location of any natural heritage features and hazardous land; and,*
 - xiv) *Appropriate areas of outside storage.*
- e) *As part of the submission the Township requires the owner to demonstrate how the proposed design and the site and buildings:*
- i) *Implements the Urban Design Guidelines of the Township;*
 - ii) *In the Settlement Area, contributes to compact, urban and pedestrian-oriented form and function that enhances pedestrian and transit accessibility;*
 - iii) *Safely addresses vehicular traffic impacts;*
 - iv) *Implements sustainable development objectives including protection of the natural heritage system, energy efficiency, minimizing light pollution and water consumption, stormwater management controls, tree planting and other enhancements to the natural environment;*
 - v) *Protects, enhances or restores the Township's built cultural heritage;*
 - vi) *Integrates with surrounding ultimate land uses and addresses impacts due to noise, traffic, overshadowing, and wind effects;*
 - vii) *Provides landscaped areas and amenities consistent with the context of the planned land uses and the Township's landscaping design and amenity requirements;*
 - viii) *Makes appropriate provision for sequential staging of services including the construction of infrastructure to service the site; and,*
 - ix) *Implements any other relevant policies of this Plan.*

The project team understands that separate Site Plan Control applications will be required for certain blocks in the proposed subdivision. Each Site Plan Control application will be prepared in accordance with the submission requirements of the Township and County and will include sufficient information to demonstrate how the design and form of the buildings will respond to policies in section 8.7 e). The project team and landowners further understand that they will need to enter into site plan agreements to deal with any or all of the elements described in section 8.7 d).

8.12 PARKLAND DEDICATION

- a) *It is Council's policy to require that, as a condition of development or redevelopment or the approval of a plan of subdivision of land or consent in the Township, land shall be conveyed or dedicated to the Township for park or other public recreational purposes or cash-in-lieu. All parkland conveyed to the Township shall be free of all encumbrances and hazards such as flooding. In addition, all land to be conveyed shall not be contaminated;*
- b) *The conveyance or dedication of land to the Township for park or other public recreational purposes shall be in accordance with the following:*
 - i) *For residential development, redevelopment or plans of subdivision providing for low, medium and/or high density uses, conveyance or dedication shall be either equal to 5 percent of the land proposed for development, redevelopment or subdivision or 1 hectare per 300 dwelling units, whichever is greater;*
 - iii) *For mixed-use development, conveyance or dedication requirements will only apply to the residential portion of the development proposal in the amount equal to 1 hectare per*

300 dwelling units. However, in no instance shall the contribution be less than 2 percent of the land area or the equivalent cash-in-lieu value;

v) For residential plans of subdivision, the standard of 1 hectare per 300 dwelling units may be applied to blocks within the plan of subdivision, provided such blocks are excluded from the calculation for the 5 percent of the land proposed for subdivision.

d) In all cases, the value of the land shall be determined in accordance with the provisions of the Planning Act;

f) Lands to be dedicated for park purposes shall be in a condition acceptable to the Township. The timing of such conveyance shall be determined by the Township; and,

The proposed development includes a 1.93 hectare parkland dedication. Conveyance calculations for this proposal made using section 8.12 b) i) would yield a required dedication of 1.61 hectares (1 hectare per 300 units) or 1.68 hectares (5% of total development area). As such, the proposed parkland dedication is in excess of the overall requirement for this site. The proposed parkland conveyance will be made in a condition that is deemed acceptable by the Township, at a time when the Township deems the conveyance appropriate.

5.7 Minister Zoning Order – Ontario regulation 250/22 (2022)

On April 1, 2022, the Minister of Municipal Affairs and Housing filed a Zoning Order, made pursuant to clause 47(1)(a) of the Planning Act with the Registrar of Regulations as Ontario Regulation 250/22 (“O.Reg. 250/22”). This Minister’s Zoning Order (“MZO”) was requested by the Township of Cavan Monaghan. O.Reg. 250/22 applies to a portion of the subject lands, being the southern portion of Block 189. O.Reg. 250/22 has the effect of applying the “Commercial/Mixed Use Zone” label to a portion of the subject lands. The new zone label permits all uses in the Community Commercial (C5) zone in the Township of Cavan Monaghan’s Zoning By-law 2018-58 and introduces multiple new commercial and residential mixed-use permissions. Additionally, the O.Reg. introduces zoning provisions to guide development.

The existing Minister Zoning Order (“MZO”) applies to a 3-hectare portion of the proposed “Community Commercial” lands on the southwestern corner of the lands. No changes are being proposed to the above listed proposed uses or development provisions contained in the MZO. Instead, the existing MZO permissions are proposed to extend to cover all 9.06 hectares of proposed “Community Commercial” areas in the Draft Plan of Subdivision by means of the proposed draft Zoning By-law Amendment. This creates an expanded commercial area with harmonized provisions, in alignment with the MZO. See the draft Zoning By-law Amendment included in this submission package for more information.

5.8 Township of Cavan Monaghan Zoning By-law 2018-58

As discussed throughout this PRR, rezoning of the subject lands is required to permit the proposed development. The lands are currently zoned Community Commercial (C5), Urban Employment (M1) and Natural Linkage (NL). These are being proposed to change to accommodate the new proposed uses including a reconfigured C5 zone along CR10 with site specific policies as well as a new residential zone internal to the site with site specific policies. Further, an Open Space zone is being introduced for the park block. The draft Zoning By-law amendment proposes new provisions for the C5 and UR2 zones in alignment with the permissions of the MZO for the Vargas and CSU lands, creating uniform permissions for the properties generally located at the intersection of County Road 10 and Fallis Line.

6.0 PUBLIC ENGAGEMENT STRATEGY

Section 17 of the Planning Act (1990) requires that at least one public meeting is held for the purpose of giving the public an opportunity to make representation in respect to proposed plan. This is commonly referred to as a Statutory Public Meeting. The project team is committed to meeting all standards for the Statutory Public Meeting with regards to participation, timing, notice, and the availability of information and materials. In collaboration with municipal staff a Statutory Public Meeting will be held in normal course. This will be an opportunity for the proposed development and associated documents to be shared with local community. Participants will be entitled to participating and sharing their thoughts on the proposed development at this time. The need for any additional public engagement opportunities will be determined depending on future discussions with the landowners, municipal staff, and members of the local community.

7.0 SUPPORTING DOCUMENTS

7.1 Natural Environmental Constraints Letter & Comprehensive Environmental Impact Study Report

GHD Limited (“GHD”) was retained by the landowner to complete an Environmental Impact Study (“EIS”) for the proposed development on the subject lands. Fieldwork for this EIS began in the spring of 2025 and is ongoing. A comprehensive EIS will be prepared in alignment with Provincial, County, and Conservation Authority guidelines and will respond to all applicable policies. This EIS will be submitted under separate cover at a later date, once fieldwork is completed and sufficient data is available. A Natural Environmental Constraints Letter (“NECL”) is being submitted as part of this package. The NECL includes observations and data obtained to-date on existing natural features and constraints on the subject lands.

The NECL identifies six vegetation communities across the subject lands. A comprehensive species list and sensitive or rare plant list will be provided with the future EIS. Bird, herpetozoa and wildlife surveys have begun and will continue into the summer. Identified species will be compared with the latest Species At Risk list and any impacts and/or mitigation measures will be included in the comprehensive EIS.

The NECL identifies three watercourses on the site; the first being permanently flowing watercourse and the latter two having been assessed as headwater drainage features (“HDF”). The permanently flowing course was identified as providing direct fish habitat. Comprehensive fish community sampling will occur in summer of 2025 and details of the findings will be included in the future EIS report. The two identified HDFs were observed to have minimal to no water flow. These features drain to the east of the subject lands and appear to connect to watercourses off the property to the east. Additional study of the HDFs will occur through summer of 2025 to confirm whether water is present in sufficient quantities to conduct fish community sampling study and will confirm the functions of HDFs and will be discussed in the future EIS.

GHD recommends that the form and function of the permanently flowing watercourse, a tributary of Baxter Creek, be protected using a 30-metre setback from the high-water mark. No development is proposed to occur within this setback. Any near water works will be appropriately permitted in alignment with provincial and conservation authority procedures. With regards to the HDFs, GHD observes that they are unlikely to provide direct fish habitat, as such no development buffer has been applied to these features. GHD recommends that alongside the proposed alteration of these features, downstream flows should be maintained through Low Impact Development (“LID”) lot level conveyance.

Please see the NECL for more information. As discussed, a comprehensive EIS report will be provided at a later date, under separate cover.

7.2 Hydrogeological and Geological Assessment Report

GHD was retained to prepare a Hydrogeological and Geological Assessment of the proposed development at County Road 10 and Fallis Line. The hydrogeological assessment seeks to define and characterize the subsurface soil and groundwater conditions of the subject lands, the geotechnical investigation seeks to obtain subsurface information regarding the soil and groundwater conditions at test locations and provide engineering recommendations regarding constructions, bearing capacity and foundation design, service installation, and pavement structure. Scope of this assessment included a desktop review, of relevant information, excavation of test pits to investigate subsurface conditions, and installation of monitoring wells, among other on-site investigation methods.

Hydrogeology investigations suggest that no continuous, permanent groundwater tables exist across the site. The report recommends that long-term groundwater monitoring be conducted to confirm seasonal water levels and trends for future LID strategies and to assess residential basements and subsurface structures related to water levels. With regards to infiltration, the report recommends naturally occurring infiltration strategies such as roof water discharged via downspouts to sodded lawns with adequate topsoil depths and maximized flow path distances. The report analyzes pre- and post-development water balance. The post-development conditions are analyzed both with and without infiltration enhancements such as downspout disconnections and soakaway pits. However, the exact LIDs selected will be at the discretion of the stormwater design team. Overall, the report finds that there is sufficient stormwater available that, if it can be infiltrated, will meet pre-development infiltration values.

The geotechnical element of the assessment provides analysis and recommendations with respect to a range of subject including site preparation, grading and backfill, frost effects, foundation design, slab-on-grade construction, basements and retaining walls, site servicing, excavation and temporary shoring, and pavement structures. These comments and recommendations are intended to support the delivery of the project and will be leveraged during detailed design and construction phases.

For more information see the Hydrogeological and Geological Assessment Report included as part of this submission.

7.3 Phase 1 Environmental Site Assessment

GHD was retained to prepare a Phase One Environmental Site Assessment (ESA) to inform the landowner with a professional opinion for areas of potential environmental concern. The investigation included a review of historical records, interviews, and site reconnaissance. No potentially contaminating activities (PCAs) were identified on the subject lands. PCAs were identified on adjacent lands at the County of Peterborough Road department associated with fuel tanks and a dome inferred to be related to sand / salt storage. The identified fuel tanks appeared to be approximately 100 m to the west of the subject lands. Local topography shows a slope towards the west away from the subject lands, as such shallow groundwater flow direction is inferred to be towards the west, away from the subject lands. It is GHD's opinion that the PCAs identified adjacent to the subject lands do not result in areas of potential environmental concern on the subject lands. As such, the lands are believed to be at a low risk of environmental concern and are suitable for the proposed development, from an environmental perspective. No additional environmental investigations are recommended as part of the Phase 1 ESA.

For more information, please see enclosed Phase 1 Environmental Site Assessments and the Record of Site Conditions.

7.4 Functional Servicing Report

An FSR was prepared by Valdor in support of the proposed development. The report was prepared based on a review of the topographic survey and background studies, discussions with municipal staff and a visit to the site. The FSR provides guidance for detailed engineering design of the subdivision. The proposed development is intended to be serviced by existing and planned municipal water and wastewater infrastructure. It notes that the municipality has recently initiated a Water and Wastewater Master Servicing Study as part of a Municipal Class Environmental Assessment to examine water and wastewater servicing alternatives within the current urban boundary and beyond. Valdor recommends that this study consider the proposed draft plan as well as the ultimate development for the subject lands.

Water services will be provided by means a local water distribution system constructed along the roads to provide domestic and fire protection supply. The local water servicing network is expected to be connected to existing watermains along Fallis Line, to the east of County Road 10 and at the intersection of County road 10 and Highlands Boulevard.

With regards to wastewater, the proposed development is expected to be serviced by extending the trunk sanitary sewer which is proposed as part of another development at the southeast corner of Fallis Line and County Road 10. A local sanitary system will provide service to dwelling and commercial uses. The southern portion of the site, including the entire commercial component will be serviced by gravity, while a sanitary pumping station on the stormwater management pond (“SWM”) facility will provide servicing for the portion of the lands north of Street D.

The FSR also demonstrates that the entirety of the proposed development is beyond the Baxter Creek regulated floodplain area. The proposed development will be serviced by a minor system sized for the 5-year storm event. This system will outlet to the proposed SWM facility. The proposed SWM facility has been designed as a wet pond to provide enhanced 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. Discharge from the SWM facility will be released to the Baxter Creek Tributary via an outlet pipe within the Natural Heritage System blocks.

During construction, erosion and sediment control (“ESC”) measures will be implemented to prevent downstream runoff. ESC plans will be prepared during the detailed design stage and will reflect construction staging. In addition to the ESC plans, the detailed engineering design phase will refine the grading, servicing and design approach on the subject lands.

For more information, please refer to the Functional Servicing Report included as part of this submission.

7.5 Transportation Impact Study

A Transportation Impact Study was prepared Asurza Engineers (“Asurza”) in support of the proposed development. The study reviews, assesses, and determines any traffic impacts the proposed development may generate on the adjacent roads and intersections. The study anticipates a Phase 1 completion date of 2027 and a Phase 2 completion of 2030.

The study finds that existing traffic conditions at intersections are operating well, with almost all projected levels at “A” or “B” levels. In order to analyze projected traffic volumes, the report includes developments in the vicinity of the subject lands which are proposed or in construction. The report makes road improvement recommendations within the study area based on the additional traffic generated by nearby developments as well as the proposed development on the subject lands. These include changes to lane designs and traffic signal installation timelines for key intersections including County Road 10 and Highlands Boulevard, County Road 10 and Fallis Line, and County Road 10 and Larmer Line. The report finds that the proposed

improvements to the road network will maintain acceptable capacity through development and completion. The report also justifies and confirms the appropriateness of all proposed County Road 10 access from the residential and commercial components of the development.

For more information, please see enclosed Transportation Impact Study.

7.6 Agricultural Impact Assessment & Minimum Separation Distance Study

Clark Consulting Services (“CSS”) was retained by the landowners to prepare an Agricultural Impact Assessment (“AIA”), including a Soil Capability Assessment and a Minimum distance Separation (“MDS”) compliance review of the subject lands.

The report recognizes that the loss of agricultural area on the subject lands has already been designated for urban development, as it is included within the settlement area boundary and is currently designated to accommodate employment and commercial uses, although no such uses have been developed on the subject lands. CCS’s opinion on the matter is that despite the loss of good agriculturally capable land, this cumulative impact would be limited, given that the urban designations on the subject land would not affect the ability of the surrounding lands to continue their agricultural uses. Lastly, the AIA suggests that impacts of the proposed redesignation to accommodate residential uses would not significantly affect the agricultural character of the area, as it would represent the filling in of residential uses in an area already heavily committed to residential development. The AIA provides recommendations on the kinds of buffers that should be used to minimize negative impacts found where urban and rural uses intersect. Buffers may include new trees, shrubs, roads, walls, berms, parks and other uses that provide a physical barrier between the noise, dust, smell and spray drift associated with agricultural uses. At a minimum, fencing may be required to limit trespass. Lastly, the report indicated that the proposed development of the subject lands will meet the MDS I requirements, as all proximal livestock facilities are sufficiently distanced from the subject lands.

Please consult the Agricultural Impact Assessment, included as part of this submission, for further information.

7.7 Stage 1-2 Archaeological Assessment – Southern Portion

Amick Consultants Limited (“Amick”) was retained to conduct a Stage 1-2 Archaeological Property Assessment for the southern portion of the subject lands, totalling an area of approximately 15.5 hectares.

The study area was subject to property inspection and photographic documentation concurrently with the Stage 2 Property Assessment which consisted of high intensity test pit methodology at a five-metre interval between individual test pits and high intensity pedestrian survey at an interval of 5 metres between individual transects. The report found 2 isolated findspots and 7 isolated test pits which were documented and removed from the study area. One post-contact site was also found and was documented. The report cites that in both cases there is no remaining cultural heritage value of interest, and the report makes no additional archaeological assessment recommendations.

Please consult the Stage 1-2 Archaeological Assessment – Southern Portion, included as part of this submission, for further information.

7.8 Stage 1-2 Archaeological Assessment – Northern Portion

Amick Consultants Limited (“Amick”) was retained to conduct a Stage 1-2 Archaeological Property Assessment for the northern portion of the subject lands, totalling an area of approximately 19.45 hectares.

The study area was subject to property inspection and photographic documentation concurrently with the Stage 2 Property Assessment which consisted of high intensity test pit methodology at a five-metre interval between individual test pits and high intensity pedestrian survey at an interval of five-metres between individual transects. As part of this assessment, Amick did not encounter any archaeological resources on the northern portion of the subject lands and recommends no further assessment.

Please consult the Stage 1-2 Archaeological Assessment – Northern Portion, included as part of this submission, for further information.

8.0 CONCLUSION

8.1 Redesignation from Employment Use

As discussed throughout this report, the proposed development, and associated Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision applications, seek to redesignate the majority of the subject lands from an “Urban Employment Area” designation to accommodate a range of land use designations including “Community Commercial”, “Residential”, and “Parks & Open Space” land uses. As demonstrated through this PRR the proposed OPA and ZBA are consistent with the PPS, conform to the Peterborough County Official Plan (in effect and proposed) and conforms to the intent of the Township of Cavan Monaghan Official Plan. The proposed development represents a large contribution to the community’s projected housing needs and delivers a range of dwelling types and sizes. In this way, the proposal makes efficient use of land as well as existing and planned municipal infrastructure. The redesignation of land uses is proposed within the settlement area boundary, making this a preferred area for development and urbanization. As discussed, the Township has determined through the Growth Management Strategy (“GMS”) that the proposed redesignation to accommodate additional “Community Commercial” and new “Residential” land uses is appropriate. The GMS notes that the proposed redesignation would represent a natural extension of community uses which surround the subject lands to the south and west, creating a larger community node to the immediate north of the Village of Millbrook. Additionally, the Township has identified sufficient employment land elsewhere to offset the loss of employment lands proposed as part of these applications. The lands identified for future employment uses are ideally situated away from existing and planned residential communities and in proximity to major transportation corridors, making them better suited to accommodate employment uses when compared to the subject lands. This is especially true given the more recent curtailing of permitted uses in Employment Areas through the 2022 PPS and the *Planning Act*. As such, the proposed redesignation will permit the development of a complete community on the subject lands and will maximize the potential of the lands by delivering jobs, residences and community assets.

8.2 Complete Communities

As discussed above, and throughout this report, the proposed redesignation of “Urban Employment Area” to accommodate a range of uses represents a complete community approach to planning for growth in Millbrook. The proposed development contemplates a mix of uses including residential dwellings of various types and sizes, parkland, “Community Commercial”, and natural heritage, all integrated via an internal road structure. The mix of land uses is being proposed in close proximity to the community at the intersection of Fallis Line and County Road 10. This intersection is also home to a growing urban cluster of residential and community land uses including existing and planned amenities such as a community centre, a fire hall, municipal offices, mixed-use developments and a school. In this local context, the project should be considered as contributing to this growing complete community. The proposed “Community Commercial” and “Residential” uses stand to further enliven this intersection by delivering additional dwellings, jobs, goods and services adjacent to this rapidly urbanizing area of Millbrook. The proposed development supports the creation of a complete community at Fallis Line and County Road 10 where residents will be able to access shops, services and community amenities with ease within their own community, while also being able to access destinations within the County and Region by leveraging the external road network and existing public transportation options. The fine grain approach to the internal road and block network proposed may also serve to encourage future residents to select alternative transportation modes for shorter trips within their community. Future residents

may choose from a range of transportation options, including cycling or walking, to access commercial, parkland, educational and community-oriented land uses within, and in proximity to, the proposed community.

8.3 Summary

The proposed mixed-use development at 963 County Road 10 3 is supported by the applicable policy frameworks articulated in the *Planning Act*, Provincial Planning Statement (2024), the Peterborough County Official Plan (1994), the new Peterborough County Official Plan (2022), and the Township of Cavan Monaghan Official Plan (2013). All of the aforementioned documents are generally supportive of a mixed-use greenfield development within the settlement area boundary.

From a land use perspective, the proposed development will result in mixed-use and mixed-density subdivision on a parcel of land that is currently underutilized, serving only some agricultural activities, in the Millbrook settlement area of Cavan-Monaghan. The proposed development will be well-integrated into the existing urban fabric due to its proximity to existing and future infrastructure and public service facilities, namely County Road 10 and the growing cluster of community amenities around the intersection of County Road 10 and Fallis Line. The site is well connected to local and regional road networks; the lands are in proximity to the Village of Millbrook and can access the City of Peterborough and the Greater Toronto Area with relative ease thanks to its proximity to Highway 115.

The proposed development is consistent with numerous land use policies that promote the intensification of greenfield sites in proximity of built-up urban areas, particularly in areas that are served by existing and planned municipal infrastructure. The proposed development will aid in providing a variety of housing typologies to the neighbourhood and delivering enhanced architectural design for future residents.

The proposed conversion of “Urban Employment Lands” to accommodate “Residential”, “Community Commercial”, and “Parks & Open Space” designations is appropriate and is rationalized by this planning report as supported by the Township’s Council endorsed GMS. A mixed-use, community focused approach to developing the subject land would represent a natural expansion of the growing community node where County Road 10 and Fallis Line intersect. Additionally, the Township has identified potential employment lands elsewhere in Millbrook to accommodate projected needs and to offset the loss of the employment lands on the subject site. The sizeable “Community Commercial” component will accommodate the provision of jobs, good and services for the community.

The proposed development is in conformity with the objectives for mixed-use subdivision development and achieves the following:

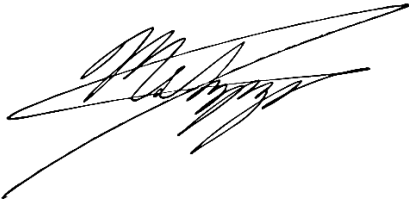
- Increased residential supply, in a range of typologies including single-detached, townhouses, and medium-density dwellings, consistent the emerging residential framework and local vision;
- A phased approach to development coordinated to deliver housing units as municipal servicing capacity becomes available;
- Two large “Community Commercial” blocks, one of which comprises the first phase of development, to provide jobs, goods and services for Township residents;
- Contributes to the Township’s employment and residential growth projections in a rapidly developing area, in close proximity to existing and planned community amenities;
- Provides a robust network of internal roads providing connectivity both internally and towards an improved network of peripheral major thoroughfares; and,
- Protects on-site natural heritage features associated with the Baxter Creek tributary watercourse and associated wetlands and woodlands.

We have reviewed and considered the proposed Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision in the context of all applicable provincial and municipal planning policy documents and the context within which the subject site is located. It is in our professional opinion that the proposed

development is consistent with the PPS (2024), conforms to the County of Peterborough Official Plan and the intent of the Cavan Monaghan Official Plan. Thus, it is our opinion that the proposal is an appropriate and desirable development, represents good planning, and warrants the support of staff and of Council.

If you should have any questions or concerns, please contact the undersigned at your earliest convenience.

Respectfully submitted,
THE BIGLIERI GROUP LTD.



Michael Testaguzza, RPP, MCIP
Partner



James Todd, RPP, MCIP
Intermediate Planner



Federico Palacios, M.Pl.
Planner

Appendix 1

Draft Official Plan Amendment

Official Plan Amendment No. XX

(Fallis North Subdivision)

to the

Official Plan for the Township of Cavan Monaghan

XXXXX 20XX

Certificate

Official Plan Amendment No. XX

Township of Cavan Monaghan Official Plan

The attached map and explanatory text, constituting Amendment No. XX to the Township of Cavan Monaghan Official Plan was prepared by the Council of the Township of Cavan Monaghan and was adopted by the Township of Cavan Monaghan by By-law No. 20XX-XX in accordance with the provisions of Section 21 of the Planning Act, R.S.O. 1990, as amended, on the XX day of XXXXX 20XX.

Signed _____
Mayor

Signed _____
Clerk

This amendment to the Township of Cavan Monaghan Official Plan which has been prepared and adopted by the Council of the Township of Cavan Monaghan is hereby approved in accordance with the provisions of Section 17 of the Planning Act, R.S.O. 1990, as amended, as Amendment No. XX to the Township of Cavan Monaghan Official Plan.

Date

Iain Mudd, Director of Planning,
County of Peterborough

Adoption By-law for Official Plan Amendment No. XX

The Township of Cavan Monaghan

By-law No. 20XX-XX

The Council of the Township of Cavan Monaghan, in accordance with the provisions of Section 17 of the Planning Act, R.S.O. 1990, as amendment, hereby enacts as follows:

1. Amendment No. XX to the Township of Cavan Monaghan Official Plan consisting of the attached explanatory text is hereby adopted.
2. That the Clerk is hereby authorized and directed to make application to the Peterborough County Planning Department for approval of the aforementioned Amendment No. XX to the Township of Cavan Monaghan Official Plan.
3. This By-law shall come into force and take effect on the day of the final passing thereof, subject to the approval of the Peterborough County Council.

Enacted and passed this XX Day of XXXXX, 20XX.

Signed _____
Mayor

Signed _____
Clerk

The Statement of Components

Part A - The Preamble does not constitute part of this Amendment.

Part B - The Amendment constitutes Amendment No. XX to the Township of Cavan Monaghan Official Plan.

Part A- The Preamble

1. Purpose:

The purpose of Amendment No. XX to the Township of Cavan Monaghan Official Plan is to realign land use designations, and to add an exception policy specifying that the provision of the MZO shall guide development on the Subject Lands. The changes will permit the development of a plan of subdivision on the subject lands. The proposed mixed-use subdivision proposes the following elements:

- 159 single detached blocks;
- 28 street townhouse blocks (containing a total of 148 townhouse units);
- 2 medium density blocks (containing up to 176 medium density apartment units);
- 2 community commercial blocks;
- 1 park block;
- 1 stormwater management pond block;
- 2 natural Heritage System blocks; and,
- 9 new public roads.

2. Location:

The Amendment applies to certain property located to the east of County Road 10 from Fallis Line in the south to Larmer Line in the north, in the Township of Cavan Monaghan as shown on the Key Map attached hereto. The land is legally described as Part of Lot 13, Concession 6, Geographic Township of Cavan.

3. Basis:

i) Proposal

The lands subject to the Application are approximately 33.62 hectares in size with approximately 857 metres of frontage on County Road 10, 282 metres of frontage on Larmer Line, and 291 metres of frontage on the future extension of Fallis Line. The land is legally described as Part of Lot 13, Concession 6, Geographic Township of Cavan. The property is largely vacant, aside from one single-family home and associated shed structures near the southern edge, an unused barn structure in proximity to the natural heritage areas, and hydroelectrical infrastructure related structures along the lands northern edge.

Official Plan Amendment No. XX will change the land use designation on a portion of the subject lands from “Urban Employment Area”, “Community Commercial”, “Natural Core

Area” and “Natural Linkage Area” to “Residential”, “Park & Open Space”, “Community Commercial”, “Natural Core Area”, “Natural Linkage Area”

The draft amendment includes draft exception policies related to the maximum height permitted for multi-unit residential buildings, the provision of the MZO which apply to a portion of the proposed Community Commercial lands, and the list of permitted uses within the Community Commercial designation.

A Planning Justification Report for the Application is provided as Attachment No. 1 to this Amendment.

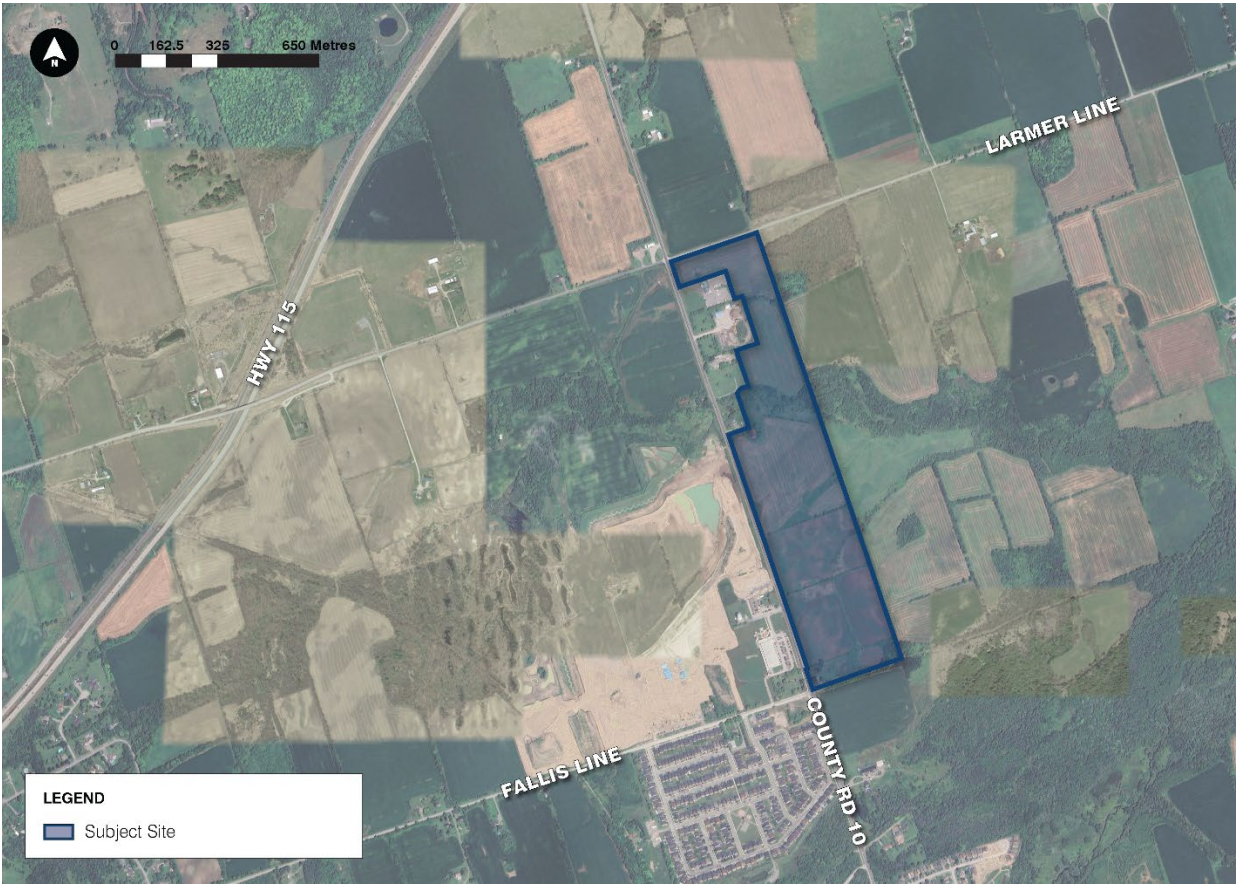
ii) Public Consultation

A public meeting is required to be held under Sections 17 and 21 of the Planning Act, R.S.O. 1990, as amended, as a minimum toward the fulfillment of the requirements for public consultation. A Statutory Public Meeting was be held in collaboration with Township staff in 20XX.

iii) Agency Review

All agency comments received are included in the Appendix.

Key Map



Part “B” - The Amendment

Introductory Statement

All of this part of the document entitled Part “B” The Amendment consisting of the following text and attached maps designated as Schedule “A” & Schedule “B” constitute Amendment No. XX to the Township of Cavan Monaghan Official Plan.

The Township of Cavan Monaghan Official Plan is amended as follows:

1. Schedule ‘A-1’ of the Township of Cavan Monaghan Official Plan is amended by changing the land use designations from “Urban Employment Area”, “Community Commercial”, “Natural Core Area” and “Natural Linkage Area” to “Residential”, “Park & Open Space”, “Community Commercial”, “Natural Core Area”, “Natural Linkage Area”.
2. Section 4.1 *Residential* of the Township of Cavan Monaghan Official Plan is amended by adding a new subsection, namely subsection 4.1.8 XX, immediately following subsection 4.1.8 XX that shall read as follows:

“4.1.8 XX

Site Specific Policies

Northeast corner of Fallis Line & County Road 10
Part of Lot 13, Concession 6 (Geographic Township of Cavan)
Township of Cavan-Monaghan (County of Peterborough)
(Fallis North Subdivision)

- a) Notwithstanding the provisions of Section 4.1.3 a) and 4.4.3 herein, the maximum building height for single, semi-detached and townhouse dwellings shall be three (3) storeys and the maximum building height for apartment buildings and mixed-use apartment buildings shall be four (4) storeys.”

3. Section 4.4 *Community Commercial* of the Township of Cavan Monaghan Official Plan is amended by adding a new subsection, namely subsection 4.4.5 XX, immediately following subsection 4.4.5 XX that shall read as follows:

“4.4.5 XX

Site Specific Policies

Northeast corner of Fallis Line & County Road 10
Part of Lot 13, Concession 6 (Geographic Township of Cavan)
Township of Cavan-Monaghan (County of Peterborough)
(Fallis North Subdivision)

- a) The lands subject to Ministerial Zoning Order (O. Reg. 250/22 & Map 304) are identified on Schedule ‘A-1’. If there is a conflict between the policies of the Cavan Monaghan Official Plan and the regulations contained within the Ministerial Zoning Order, then the text and mapping of the Ministerial Zoning Order shall prevail. Development on the lands subject to a Ministerial

Zoning Order shall occur within the terms of a Subdivision Agreement between the City and the landowner, as appropriate.

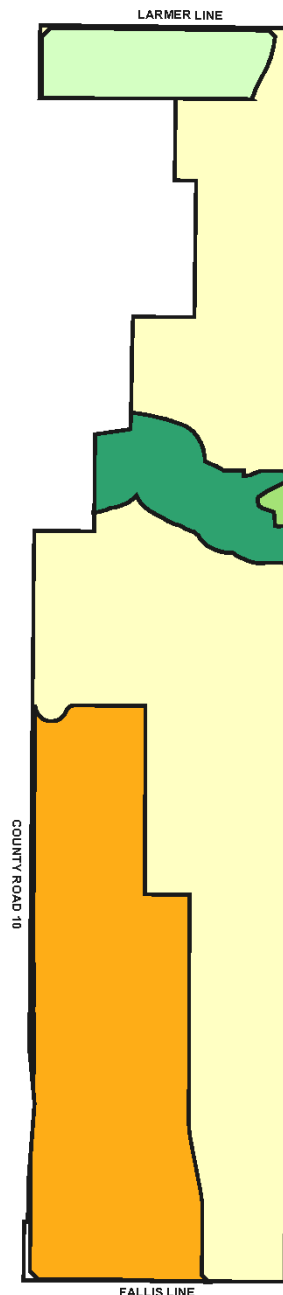
- b) Development in the entire “Community Commercial” Designation identified on Schedule ‘A-1’ shall generally be in accordance with the regulations associated with the “Commercial/Mixed Use Zone” of the Ministerial Zoning Order (O. Reg. 250/22 & Map 304).
 - i. In addition to the uses permitted in Section 4.4.2 the following uses are also permitted: banks and financial institutions; liquor stores; post offices; personal services; business professional and medical offices as a primary use; and dwelling units in mixed-use buildings.
 - ii. Policy 4.4.3a)-d) shall not apply.

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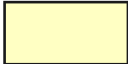

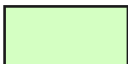


THIS IS SCHEDULE 'A' TO BY-LAW _____ PASSED

THIS _____ DAY OF _____ 2025.

MAYOR _____ CLERK _____



LEGEND

- | | |
|---|----------------------|
|  | RESIDENTIAL |
|  | COMMUNITY COMMERCIAL |
|  | PARKS & OPEN SPACE |
|  | NATURAL LINKAGE AREA |
|  | NATURAL CORE AREA |

Appendix 2

Draft Zoning By-law Amendment

The Township of Cavan Monaghan
By-law No. 20XX-XX
Being a by-law to amend By-law No. 2018-58, as amended, otherwise known as
“The Township of Cavan Monaghan Zoning By-law”.

Whereas the Township of Cavan Monaghan received an application to amend Zoning By-law No. 2018-58, as amended.

And Whereas the Council of the Township of Cavan Monaghan reviewed the proposed rezoning and now deems it advisable to further amend By-law No. 2018-58, as amended.

Now Therefore the Council of the Township of Cavan Monaghan hereby enacts as follows:

1. Map E-3 of Schedule “A” to By-law No. 2018-58, as amended, is hereby amended by changing the zone category on lands known municipally as Part of Lot 13, Concession 6 Township of Cavan Monaghan **as follows, and as shown on “Schedule 1”** attached hereto and forming part of this By-law.
 - (a) Rezoning portions of the lands from the Urban Employment (M1), Natural Linkage (NL), and Community Commercial (C5) zones to the Urban Residential Two zone with special exemptions (UR2-**XX-HXX**).
 - (b) Rezoning portions of the lands from the Urban Employment (M1) and Community Commercial (C5) zones to the Community Commercial zone with special exemptions (C5-XX).
 - (c) Rezoning portions of the lands from the Urban Employment (M1) to the Natural Linkage (NL) zone.
 - (d) Rezoning portions of the lands from the Urban Employment (M1) to the Open Space (OS) zone.
2. Section 3.4 of By-law No. 2018-58, as amended, is further amended by the addition of Section 3.4.**XX** that shall read as follows:

“3.4.**XX** UR2-**XX-HXX** Map E-3 on Schedule A (2025-**XX**)

 - (a) Until the ‘**HXX**’ symbol is removed in accordance with Section 14 of this By-law, the following provisions shall not apply and permitted uses are limited to uses, buildings and structures that legally existed on the date the by-law applying the Holding provision came into effect.
 - (b) Every use of land and every erection, location or use of any building or structure is prohibited on the lands except for,
 - (i) the uses permitted in the Urban Residential One (UR1) Zone and the Urban Residential Two (UR2) Zone under section 3.2 of the zoning by-law;
 - (ii) townhouse dwellings;
 - (iii) multiple dwellings;
 - (iv) apartment dwellings;
 - (v) long-term care facilities;

- (vi) retirement homes;
 - (vii) the uses permitted in the Open Space (OS) Zone set out in section 10.2 of the zoning by-law; and
 - (viii) infrastructure uses.
- (c) The zoning requirements respecting setbacks set out in section 11.30 of the zoning by-law do not apply to the uses, buildings or structures permitted under subsection 3.4.XX (b).
- (d) Despite the zoning by-law, the following requirements apply to the uses, buildings or structures permitted under clause 3.4.XX (b) (i):
- (i) The minimum lot area is 270 square metres for uses permitted in the Urban Residential One (UR1) Zone under the zoning by-law.
 - (ii) The minimum lot area is 162 square metres for uses permitted in the Urban Residential Two (UR2) Zone under the zoning by-law.
- (e) Despite the zoning by-law, the following requirements apply to the uses, buildings or structures permitted under clause 3.4.XX (b) (ii):
- (i) The minimum lot area is 200 square metres per unit.
- (f) Despite the zoning by-law, the following requirements apply to the uses, buildings or structures permitted under clauses 3.4.XX (b) (i) and (ii):
- (i) The minimum lot frontage is 6 metres.
 - (ii) The maximum lot coverage for all buildings is 55 per cent of the lot area.
 - (iii) The maximum building height is 11 metres.
 - (iv) The minimum landscaped open space is 20 per cent of the lot area.
 - (v) The minimum front yard setback is 4.5 metres.
 - (vi) The minimum rear yard setback is 6 metres.
 - (vii) The minimum exterior side yard setback is 2.5 metres.
 - (viii) The minimum interior side yard setback is 1.2 metres on one side and 0.6 metres on the other side.
 - (ix) Despite paragraph 8, there is no minimum interior side yard setback for a common wall between dwelling units.
 - (x) Clause (1) in the portion of the zoning by-law named Tables 3B and 3C Additional Regulations does not apply.
- (g) Despite the zoning by-law, the following requirements apply to the uses, buildings or structures permitted under clauses 3.4.XX (b) (iii) to (vi):
- (i) The minimum lot frontage is 30 metres.
 - (ii) The minimum landscaped open space is 20 per cent of the lot area.
 - (iii) The maximum lot coverage for all buildings is 55 per cent of the lot area.
 - (iv) The maximum building height is 14 metres not including mechanical penthouses, rooftop amenities and other structures set out in section 11.12.1 of the zoning by-law.
 - (v) The minimum front, rear, exterior side and interior side yard setback is 3 metres.

- (vi) The minimum required parking is 1 parking space per dwelling unit and 0.25 visitor parking spaces per dwelling unit.
 - (vii) A maximum of 1 loading space is required.
 - (viii) Table 3A Additional Regulations, regarding amenity area requirements, in the zoning by-law applies.
- (h) The zoning requirements set out in section 10.3 of the zoning by-law for the Open Space (OS) Zone apply to the uses, buildings or structures permitted under clause 3.4.XX (b) (vii).
3. Section 5.4 of By-law No. 2018-58, as amended, is further amended by the addition of Section 5.4.XX that shall read as follows:
- “5.4.XX C5-XX Map E-3 on Schedule A (2025-XX)
- (a) Every use of land and every erection, location or use of any building or structure is prohibited on the lands except for,
- (i) the uses permitted in the Community Commercial (C5) Zone under section 5.2 of the zoning by-law;
 - (ii) art galleries;
 - (iii) artisan studios;
 - (iv) building supply stores;
 - (v) financial institutions;
 - (vi) mobile refreshment vehicles;
 - (vii) personal service establishments;
 - (viii) places of worship;
 - (ix) postal or courier outlets;
 - (x) printing or publishing establishments;
 - (xi) motor vehicle repair garages;
 - (xii) business offices;
 - (xiii) beer, liquor, wine and cannabis stores;
 - (xiv) dwelling units in mixed-use buildings; and
 - (xv) live/work dwelling units.
- (b) Despite the zoning by-law, the following requirements apply to the uses, buildings or structures permitted under section 5.4.XX (a):
- (i) The minimum lot area is 360 square metres.
 - (ii) The minimum front, rear, exterior side and interior side yard setback is 3 metres.
 - (iii) Despite paragraph (ii), there is no minimum interior side yard setback where two commercial uses are situated on abutting lots.
 - (iv) Despite paragraph (ii), there is no minimum rear yard setback where the building or structure is adjacent to a public or private laneway.
 - (v) The maximum building height is 14 metres not including any mechanical penthouses, rooftop amenities or any of the structures listed in section 11.12.1 of the zoning by-law.
 - (vi) There is no maximum floor area requirement.

(vii) The zoning requirements respecting setbacks set out in section 11.30 of the zoning by-law do not apply.

(c) Section 12.1.5 of zoning bylaw 2018-58, as amended, does not apply.

4. Table 14A in Section 14.0 of By-law No. 2018-58, as amended, is further amended by the addition of a row at the bottom of the table that shall read as follows:

Table 14A Holding Zones			
Hold Number	Conditions of Hold Approval	Enacting By-law	By-law Removing "H"
HXX	<ul style="list-style-type: none">• Confirmation of adequate sanitary and water servicing capacity by the Township.• This Hold may be removed from portions of the lands on a phase by phase basis.	2025-XX	

5. All other relevant provisions of By-law No. 2018-58, as amended, shall apply.

If no notice of objection is filed with the Deputy Clerk within the time provided, this By-law shall become effective on the date of passing. If a notice of objection is filed with the Deputy Clerk, this By-law shall become effective on the date of passing hereof subject to the disposition of any appeals. Read a first, second and third time and passed this day of, 20XX.

Mayor

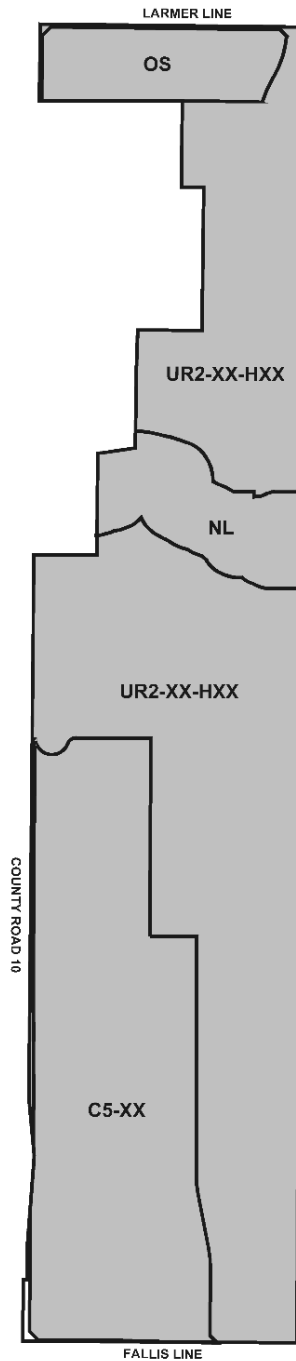
Deputy Clerk

THE CORPORATION OF THE COUNTY OF
PETERBOROUGH

THIS IS SCHEDULE 'A' TO BY-LAW _____ PASSED

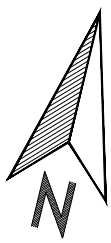
THIS _____ DAY OF _____ 2025.

MAYOR _____ CLERK _____



Appendix 3

Draft Plan of Subdivision



LEGEND

- Development Limit
- Floodline
- Watercourse
- 30m Significant Woodland Setback
- 30m Wetland Setback
- 30m Watercourse Setback

Schedule of Land Use			
Description	Lot / Block No.	Residential Units	Area (ha)
Minimum Lot Width 10.7m (35')	C 1-3, 83-87, 91-121, 128-151, 200, 201	65	2.73
Minimum Lot Width 13.7m (45')	B 4-11, 51-55, 57, 61-67, 69-82, 89, 90, 122-127, 152-157	49	2.11
Minimum Lot Width 15.9m (52')	A 12-50, 56, 58-60, 68, 88	45	2.27
Total Single Detached		159	7.11
Street Townhouse Minimum Lot Width 7.62m (24')	158-185	148	3.91
Medium Density	186, 187	176	1.74
Commercial Block	188, 189		9.06
Net Developable Total		483	21.82
Park	190		1.93
Stormwater Management Pond	191		1.63
Natural Heritage System	192, 193		1.95
Future Residential	194		0.07
0.3m Reserve	195, 196		0.00
Road Widening	197-199		0.39
Right of Way	STREETS A-I		5.83
Total Site Area			33.62

TITLE:

DRAFT PLAN OF SUBDIVISION

LEGAL DESCRIPTION:

DRAFT PLAN OF SUBDIVISION
PART OF LOT 13
CONCESSION 6
GEOGRAPHIC TOWNSHIP OF CAVAN
TOWNSHIP OF CAVAN
COUNTY OF PETERBOROUGH

PROJECT NAME

FALLIS NORTH

KEY PLAN:

ADDRESS

963 COUNTY ROAD 10

SURVEYOR'S CERTIFICATE:

I HEREBY CERTIFY THAT THE BOUNDARIES OF THE LANDS TO BE SUBDIVIDED AS SHOWN ON THIS PLAN AND THEIR RELATIONSHIP TO THE ADJACENT LANDS ARE ACCURATE AND CORRECTLY SHOWN IN ACCORDANCE WITH A PLAN OF SURVEY PREPARED BY IBW SURVEYORS

IBW SURVEYORS
DAVID COMERY, O.L.S.

July 2, 2025
DATE

OWNER'S CERTIFICATE:

I HEREBY AUTHORIZE THE BIGLIERI GROUP LTD. TO PREPARE AND SUBMIT THIS DRAFT PLAN OF SUBDIVISION TO THE COUNTY OF PETERBOROUGH

SAVERIO MONTEMARANO
VARGAS P INC.

July 2, 2025
DATE

REQUIRED INFORMATION:

AS REQUIRED UNDER SECTION 51(17) OF THE PLANNING ACT R.S.O. 1990.

(a) SEE PLAN
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REVISIONS

No.	Description	Date	Int.
3			
2			
1	1st DPS/OPA/ZBA SUBMISSION	25/07/02	EC

PROJECT No.: 20698

DATE: July 2, 2025

SCALE: 1:2000

DRAFTED BY: EC

CHECKED BY:

DRAWING No.: **DP-01**

Biglieri

2472 Kingston Road, Toronto
21 King Street W, Suite 1602, Hamilton
(416) 693-3155
thebiglierigroup.com



THE BIGLIERI GROUP LTD.
Planning | Development | Project Management

CONCESSION 3

THE BIGLIERI GROUP LTD.

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