

Planning Justification Report

In support of an Official Plan Amendment, Zoning By-law Amendment and Severance

Part of Lot 6, Concession 8 Cavan Ward, Township of Cavan Monaghan, County of Peterborough

Prepared for: Shane Wiseman c/o TD Consulting

EcoVue Reference No.: 22-2381

November 7, 2022

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1.0 Background

This Report is being submitted in support of an application for an Official Plan amendment for a property located at 416 Highway 7A in the Township of Cavan Monaghan, County of Peterborough. The site location can be seen in **Figure 1** of this Report.

The purpose of the amendment is to redesignate the subject lands to permit a severance on the existing lot of record. The applicant would like to sever the lot in half to create an additional buildable lot on the south portion of the property. This Report will examine the proposed application in the context of the applicable land use policies.

1.1 Development Proposal and Reasons for the Amendment

The applicant is proposing to sever the lot as shown on the consent sketch (**Figure 2 – Concept Plan**). The proposal will create one (1) severed lot and one (1) retained lot containing an existing single detached dwelling.

The subject lands are approximately 6,636.85 square metres (1.64 acres) in area with approximately 37 metres of frontage on Highway 7A and 21.29 metres of frontage Tapley ¼ Line. The severed lot will be 0.352 hectares with 61.63 metres frontage on Tapley ¼ Line, while the retained lot will be 0.322hectares with 57.97 metres of frontage on Highway 7A and 48.01 metres of frontage on Tapley ¼ Line.

The proposed severed lot will accommodate a future single detached dwelling, with private individual servicing and access from Tapley ¼ Line. As noted, the retained lot will contain an existing single detached dwelling, which is currently serviced with private septic and well.

The subject property is designated <u>Rural</u> in the Township of Cavan Monaghan Official Plan and zoned Rural Residential (RR) in the Township of Cavan Monaghan Zoning By-law. Severances are permitted in the <u>Rural</u> designation, but only in limited circumstances, such as technical severances or the creation of a lot that is surplus to a farming operation. The proposed severance on the subject lands does not meet the severance requirements of the <u>Rural</u> designation policies. As such, an Official Plan Amendment is required to permit the proposed severance.





PROJECT NO:

22-2381

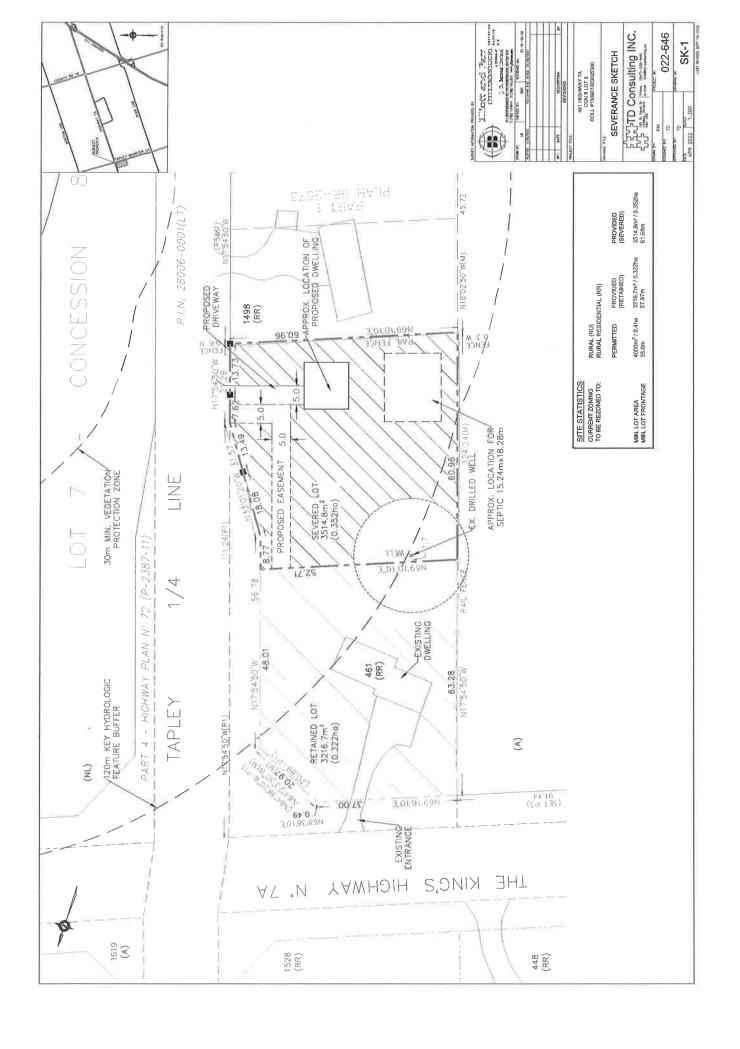
DATE: OCTOBER 14, 2022

HORIZ. SCALE:

1:7,500

FIGURE 1 - SITE LOCATION 1/4 Tapley Severance

Shane Wiseman 416 Hwy 7a TOWNSHIP OF CAVAN MONAGHAN COUNTY OF PETERBOROUGH





1.2 Description of the Subject Lands and Surrounding Land Uses

As noted, the subject lands are located at the southwest corner of Highway 7A and Tapley ¼ Line in the Township of Cavan Monaghan. The property is approximately 3.5 kilometres west of the Hamlet of Cavan and 4 kilometres east of the Hamlet of Bethany (City of Kawartha Lakes). The property is located within a cluster of existing residential development to the north and south. Although this portion of the Township is largely agricultural in nature, the lands at the intersection of Highway 7A and Tapley ¼ Line within the vicinity of the subject property are heavily wooded. The current property gains access from Highway 7A and contains an existing single detached dwelling with an attached garage. The remainder of the lot is treed, similar to the surrounding lots.

2.0 Policy Context

Land use policies and regulations affecting the subject lands include the 2020 Provincial Policy Statement (PPS) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019 (Growth Plan) at the provincial level. At the municipal level, the County of Peterborough Official Plan (CPOP), Township of Cavan Monaghan Official Plan, and the Township of Cavan Monaghan Zoning By-law affect the subject lands. In this section of the report, the proposed OPA is reviewed in the context of the policies and provisions contained within these documents.

2.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) provides a policy framework for land use within the Province of Ontario. It is the responsibility of the local planning authority – in this case the County of Peterborough and Township of Cavan Monaghan – to uphold the policies of the PPS pertaining to land use planning and development. In particular, the planning authority must ensure that their decisions are consistent with key provincial interests including policies related to rural areas, the wise use and management of resources, and public health and safety.

2.1.1 Rural Areas in Municipalities

The subject property is not located within a settlement area and is therefore subject to the policies in Section 1.1.4 (Rural Areas in Municipalities) of the PPS. It is stated in this Section that "[r]ural areas are a system of lands that may include rural settlement areas, rural lands, prime agricultural areas, natural heritage features and areas, and other resource areas".



The subject lands are considered part of the *rural lands* as identified in Section 1.1.4.4 and growth and development may be directed to these areas in accordance with Section 1.1.5 of the PPS (see below).

Section 1.1.4.1(a) states that "[h]ealthy, integrated and viable rural areas should be supported by ... building upon rural character, and leveraging rural amenities and assets". The proposed severed and retained lots will be consistent with the scale and character of the rural residential development along Tapley ¼ Line and Highway 7A. The lots will be of a similar size to the existing lots and will be located within an existing residential cluster. Therefore, the proposed severance is consistent with Section 1.1.4.1 of the PPS.

2.1.2 Rural Lands in Municipalities

Section 1.1.5 of the PPS speaks to rural lands in municipalities. It is stated in Section 1.1.5.2 that the permitted uses within the rural lands shall include:

- a) the management or use of resources;
- b) resource-based recreational uses (including recreational dwellings);
- c) residential development, including lot creation, that is locally appropriate;
- d) agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards;
- e) home occupations and home industries;
- f) cemeteries; and
- g) g) other rural land uses.

The creation of a new lot from the subject property is 'locally appropriate', as discussed in the below sections of this Report related to the County of Peterborough Official Plan and Township of Cavan Monaghan Official Plan. As noted, the proposed lot will be of a size and character that is consistent with the surrounding rural residential cluster. Therefore, the proposed consent application is consistent with Section 1.1.5 of the PPS.

2.1.3 Infrastructure and Public Service Facilities – Sewage, Water and Stormwater

Policies related to Sewage, Water, and Stormwater are found in Section 1.6.6 of the PPS. Section 1.6.6.44 states that, where municipal or communal sewage and water services are not available, private



servicing is permitted provided that "site conditions are suitable for the long-term provision of such services with no negative impacts".

The proposed severed lot will contain private individual servicing (water and septic) that will be installed prior to the issuance of the building permit for a new dwelling unit. Furthermore, the retained parcel contains an existing septic system and well. Therefore, it is our opinion that the proposed consents are consistent with Section 1.6.6 of the PPS.

2.1.4 Wise Use and Management of Resources

Section 2.0 of the PPS outlines Wise Use and Management of Resources. The following sections apply to this proposal: Natural Heritage, Agriculture and Cultural Heritage and Archaeology. Each of these sections are discussed below.

2.1.4.1 Natural Heritage

Natural heritage protection is outlined in Section 2.1 of the PPS. Section 2.1.4 through 2.1.5 speak to development policies within significant wetlands, significant woodlands, significant valleylands, significant wildlife habitat, areas of natural and scientific interest and coastal wetlands. The subject property was identified by Otonabee Region Conservation Authority as within 120 metres of a mapped key hydrological feature (wetland) and also contains possible significant woodland features.

An Environmental Impact Study (EIS) was conducted by GHD in support of the development. The EIS notes that the nearest wetland is, in fact, 330 metres from the subject property and that there were no wetlands found on, or within the 120 metres of the site.

An assessment of the woodlands was also undertaken as part of the EIS, which notes that the proposed severance will not impact the function of the woodland feature.

Therefore, it is our opinion that the proposed development is consistent with Section 2.1 of the PPS.

2.1.4.2 Cultural Heritage and Archaeology

Section 2.6 of the PPS outlines policies related to cultural heritage and archaeology. It is noted in Section 2.6.2 that development shall not occur "on lands containing archaeological resources or areas of archaeological potential". It is our understanding the subject lands are not considered to be lands



containing any archaeological resources based on the Province's criteria for determining cultural heritage potential. As such, no assessment was requested in support of the development. Should any archaeological resources be found during construction, work will stop immediately and the appropriate authorities will be contacted. Therefore, it is our opinion the proposed development is consistent with Section 2.6 of the PPS.

2.1.5 Protecting Public Health and Safety – Natural and Human-Made Hazards

Sections 3.1 and 3.2 of the PPS provide policies related to natural hazards and human-made hazards, respectively. No natural hazards, such as steep slopes, floodplains, or unstable soils are located on the subject property. Furthermore, there is no indication that the site would contain human-made hazards, based on previous land uses. Therefore, it is our opinion that the proposal is consistent with Sections 3.1 and 3.2 of the PPS.

2.2 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan)

The County of Peterborough is subject to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan), prepared under the *Places to Grow Act*, 2005. The Growth Plan is intended to guide decisions in the Greater Golden Horseshoe Region respecting transportation, infrastructure planning, land use planning, housing, natural heritage and resource protection. Although the PPS provides overall policy direction on matters of Provincial interest related to land use and development, the Growth Plan prevails where there is a conflict with two exceptions: natural environment and human health.

2.2.1 Polices for Where and How to Grow - Rural Areas

As discussed, the subject lands are not located within a settlement area and are therefore subject to the Rural Area policies of the Growth Plan. According to Section 2.2.9.3(c) (Rural Areas)

[s]ubject to the policies in Section 4 [Protecting What's Valuable], development outside of settlement areas may be permitted on rural lands for... other rural land uses that are not appropriate in settlement areas provided they:

- i. Are compatible with the rural landscape and surrounding local land uses;
- ii. Will be sustained by rural service levels; and



iii. Will not adversely affect the protection of agricultural land uses and other resourcebased uses such as mineral aggregate operations.

In our opinion, rural lot creation can be considered as a "rural use that cannot be located in a settlement area". Larger lot sizes and the natural setting of rural residential uses such as those existing and proposed on the subject lands cannot be provided within an urban area. Furthermore, the proposed severed lot will be sustained by rural service levels and is compatible with the surrounding land uses. Additionally, the proposed severance will not have any impact on agricultural and aggregate uses.

2.2.2 Protecting What is Valuable

Policies related to the protection of natural heritage features can be found in Section 4.2 of the Growth Plan. Section 4.2.3.1 (Key Hydrologic Features, Key Hydrologic Areas and Key Natural Heritage Features) states that, "[o]utside of settlement areas, development or site alteration is not permitted in key natural heritage features that are part of the Natural Heritage System for the Growth Plan or in key hydrologic features".

Additionally, Section 4.2.4 (Lands Adjacent to Key Hydrologic Features and Key Natural Heritage Features) states: "Outside settlement areas, a proposal for new development or site alteration within 120 metres of a key natural heritage feature within the Natural Heritage System for the Growth Plan or a key hydrologic feature will require a natural heritage evaluation or hydrologic evaluation that identifies a vegetation protection zone, which: for key hydrologic features, fish habitat, and significant woodlands, is no less than 30 metres measured from the outside boundary of the key natural heritage feature or key hydrologic feature".

As discussed above, the submitted EIS notes that the proposed development will have no negative impacts to the function of key natural heritage features as the proposed development is more than 120 metres from the nearest wetland and will not impact and woodland features. As such, it is our opinion that the proposal conforms to the Growth Plan.

2.3 County of Peterborough Official Plan

The County of Peterborough Official Plan (CPOP) is a high-level document intended to direct all forms of development to appropriate lands within the County, while protecting important natural features, such as lakes, rivers, woodlands, and species habitat. The plan is also intended to provide opportunities for future

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growth and development within the County of Peterborough and its lower-tier municipalities, while maintaining the general character of the area. Applicable policies within the CPOP are addressed below.

2.3.1 Rural and Cultural Landscape Policies

The subject lands are designated <u>Rural and Cultural Landscape</u>, as per the CPOP. Section 4.3 of the CPOP generally indicates that the <u>Rural and Cultural Landscape</u> designation is intended to permit limited development that matches the character of the Rural Areas within the County and does not impact the quantity or quality of groundwater or prime agricultural uses and/or lands. These policies are further supported by the "General" Section (Section 4.3.3.1), which permits the creation of new lots within the Rural and Cultural Landscape designation, provided they do not impact agricultural uses, and comply with the Minimum Distance Separation formulae and the Source Water Protection policies found in Section 5.7 of the CPOP.

As described in the MDS Guidelines, MDS is required when lot creation is proposed (Guideline #8) and when amendments are required to rezone or redesignate lands that will permit residential uses in prime agricultural or rural land areas (Guideline #10). However, as there are four or more existing non-farm uses located closer than the subject property, MDS does not apply.

Further, the subject lands are not identified as a Source Water Protection area and are therefore not subject to the policies in Section 5.7 of the CPOP. As such, it is our opinion that the proposed severance complies with the policies of the CPOP.

2.3.2 Land Division

Policies related to the Division of Land within the Rural Areas of the County can be found in Section 2.6.3.5 of the CPOP. This Section states that although severances are generally directed to the Settlement Area, severances within Rural Areas shall be considered, subject to the following criteria (note: only applicable policies have been included):

- a) If the proposed lot(s) has been identified by the Health Unit and/or the Ministry of Environment as a proposal where:
 - Municipal or communal services for water and/or sewer cannot be provided because of capacity problems or physical constraints; or



ii. In the absence of municipal or communal water and sewage services, it is determined by the Health Unit and/or the Ministry of the Environment that the area for sewage disposal on the proposed lots does not or cannot be made to meet the requirements of the current Health Unit or Ministry of the Environmental policy;

an application for severance shall not be granted."

The proposed severed lot will be 3,520 square metres and the retained lot will be 3,220 square metres which are large enough to adequately accommodate individual private servicing, including the existing private septic and well that service the existing dwelling on the retained lot.

b) If it is determined by the local municipality, or the Ministry of the Environment that solid waste disposal cannot be provided, severances shall not be permitted.

Garbage and Recycling collection is accessible to the severed and retained lots. Additionally, the Cavan Transfer Station is located approximately 9.5 kilometres away from the subject lands.

c) Lots shall have direct frontage on and access from publicly owned and maintained roads, unless otherwise permitted in local Official Plans.

As the lot layout currently exists, the subject property gains access from Highway 7A. As a result from comments from the Ministry of Transportation, an easement will be provided on the severed lot, for the retained lot to gain access from Tapley ¼ Line through a mutual entrance. Both Highway 7a and Tapley ¼ Line are publicly owned and maintained roads.

g) Consent applications shall comply with Minimum Distance Separation formula as established by the Province in order to minimize odour conflicts between livestock facilities and development, as amended from time to time.

As discussed above, MDS is not applicable in this case.

h) Consents in the Rural Area may be permitted in accordance with policies contained in local official plans provided the applicable policies of Sections 2.6.3.1, 2.6.3.5, 4.1.3 and 4.3 are complied with".



As discussed throughout this Report, the proposed severance is consistent with the applicable policies are Sections 2.6.3.1, 2.6.3.5, 4.1.3 and 4.3 of the CPOP.

i) Where local municipalities have specific Official Plan policies regarding scattered or strip development, the County will support local municipalities in their effort to control scattered or strip development and support development that is appropriate for the infrastructure which is planned or available and avoid the need for unjustified or uneconomical expansion of this infrastructure.

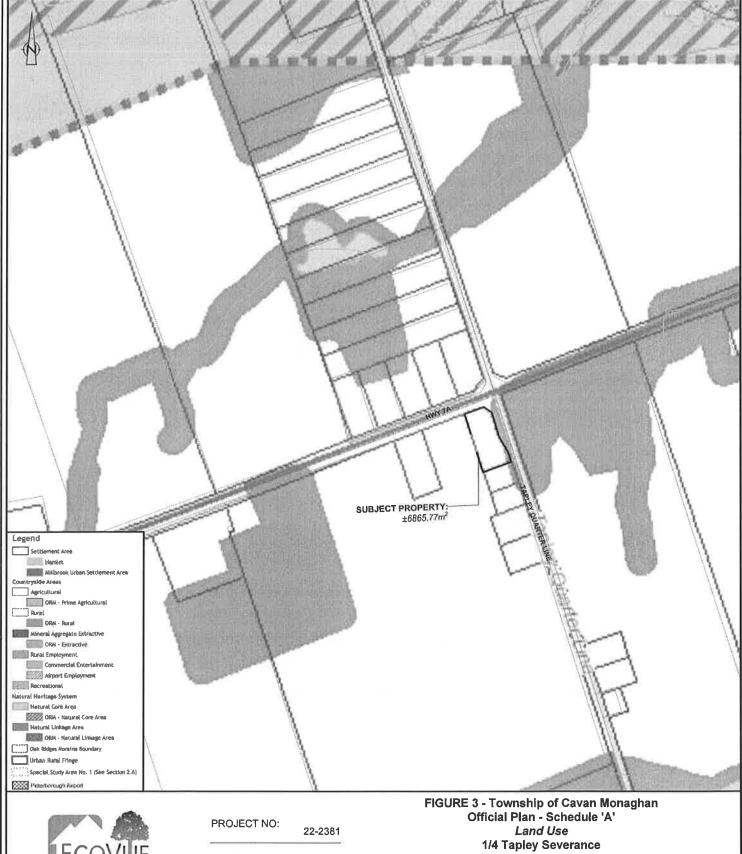
The proposed severance constitutes "infilling" (existing development on either side of the severed lot) and does not represent scattered or strip development. Further, the development will not rely on the unjustified or uneconomical expansion of infrastructure.

As such, it is our opinion that the proposed severance conforms to Section 2.6.3.5 of the CPOP.

2.3.3 Natural Environmental Policies

Section 4.1 of the CPOP addresses policies related to the natural environment and focuses on enabling appropriate development while ensuring the protection of natural resources and features within the County of Peterborough. Policies in this Section relate to flood plains and hydrologic features, natural heritage features, and mineral aggregate and non-aggregate resources.

Section 4.1.3.4 (Natural Heritage Features) states that local plans will prohibit development within "significant portions of the habitat of endangered and threatened species". As described in the attached EIS, there will be no impacts to the features adjacent to the subject lands, provide the recommended mitigation measures are implemented. This includes avoiding tree clearing during spring and summer months to prevent destruction of potential habitat of endangered and threatened species, and the installation of silt fencing during construction to prevent erosion and run-off. As such, it is our opinion that the subject proposal conforms to the various policies included in Section 4.1 of the CPOP.





DATE: OCTOBER 14, 2022

HORIZ. SCALE:

1:7,500

1/4 Tapley Severance
Shane Wiseman
416 Hwy 7a
TOWNSHIP OF CAVAN MONAGHAN COUNTY OF PETERBOROUGH



Given the above, it is our opinion that the proposed consent is in conformity with the County of Peterborough Official Plan.

2.4 Township of Cavan Monaghan Official Plan

The subject lands are designated <u>Rural</u> in the Township of Cavan Monaghan Official Plan (CMOP), according to Schedule "A" (see **Figure 3 – Township of Cavan Monaghan Official Plan Schedule** "A"). The policies applicable to the <u>Rural</u> designation are outlined in Section 5.2 of the CMOP. Specifically, it is stated in Section 5.2.2 a) that "single dwelling houses on existing lots of record or lots created by a consent to a land severance are permitted provided they are compatible with adjacent land uses". However, it is further stated in Section 5.2.3 that "it is the intent of this Plan that rural character be maintained. Severances are only permitted in accordance with the policies in Section 5.1.3."

Section 5.1.3 states that severances are prohibited except in the following situations:

- a) Acquiring land for infrastructure purposes where the facility or corridor cannot be accommodated through a right of way or easement;
- b) Facilitating conveyances to public bodies or non-profit entities for natural heritage conservation provided it does not create a new lot for a residential dwelling;
- c) Lot adjustments in prime agricultural areas may be permitted for legal or technical reasons such as easements, corrections of deeds, quit claims, and minor boundary adjustments, which do not result in the creation of a new lot;
- d) Where the severed and retained lots are intended for agricultural uses and provided the minimum lot size is 40 hectares in areas;
- e) Existing and new agricultural-related uses, provided any new lot will be limited to the minimum size needed to accommodate the use; and
- f) Where a residence is rendered surplus to a farming operation as a result of a farm consolidation provided the farm parcel is zoned to prohibit any further severances and the establishment of any residential dwelling. Such surplus residence must have been an existing use as of January 1, 2012.



As the proposed severance does not meet any of the above exceptions, an amendment to the CMOP is required to redesignate the subject lands to a special <u>Rural</u> designation that would permit the creation of a new rural residential lot. It is our opinion that an amendment to the CMOP to permit the proposed severance is appropriate for the following reasons:

- The subject property is not currently used for any agricultural practices and is only 6,636 square
 metres. As discussed in Section 5.2.1 of the CMOP, limited non-farm growth will be directed to
 the <u>Rural</u> designation, provided such growth does not interfere with or limit surrounding farm
 activity. In this case, the severed lot does not result in any impacts to agricultural operations;
- The proposed size of the severed lot is similar in nature to the surrounding residential lots and therefore will be compatible with the area;
- The proposed severed and retained lots are located within an existing residential cluster that is concentrated around the intersection of Highway 7A and Tapley ½ Line.
- The proposed severed lot will maintain all appropriate setbacks from existing natural heritage features.

Section 3.14 of the CPOP outlines Lot Creation policies. The applicable policies are outlined below. "Applications for consents shall only be granted where the following conditions are satisfied:

i) a plan of subdivision is not necessary;

The proposed severance is to create one (1) new lot. As such a subdivision application is not required.

ii) the number of additional lots created from a land holding, is generally not more than two new lots in addition to the retained parcel unless as otherwise permitted in the Millbrook Settlement Area;

As discussed throughout this report, there will be one new buildable lot and one retained.

iii) the lot can be adequately serviced with appropriate water and wastewater systems;

The lot can adequately be serviced with private individual servicing.



iv) the lot will front onto and will be directly accessed by a public road which is maintained year round;

The lot fronts on the ¼ Tapley Line, a municipally maintained road.

vii) the creation of the lot will not restrict the ultimate development of adjacent lands or the remnant parcel of land;

The creation of the lot will not restrict the development of adjacent lands.

- ix) the size of the residential lot shall not exceed 0.8 ha (2 acres) except where the following site conditions require a larger lot size:
 - 1. To satisfy requirements of the Health Unit or Ministry of Environment; or
 - 2. to accommodate physical features of the site; or
 - 3. to avoid the creation of an irregularly-shaped lot.

The size of severed and retained lots does not exceed 0.8 ha.

x) The lot is located adjacent to an existing lot line wherever possible;

The lot is adjacent to existing lot lines.

xi) The lot will not have a negative impact on the Natural Heritage Features and related ecological functions in the area;

As discussed in the attached Environmental Impact Study, there will be no impacts to features and their related ecological function.

xii) The lot will not sever a Key Natural Heritage Feature;

The lot will not sever a key natural heritage feature.

xiv) The consent complies with the Minimum Distance Separation formula and all other relevant provisions of this Plan, including Section 3.27



MDS is not applicable for this application.

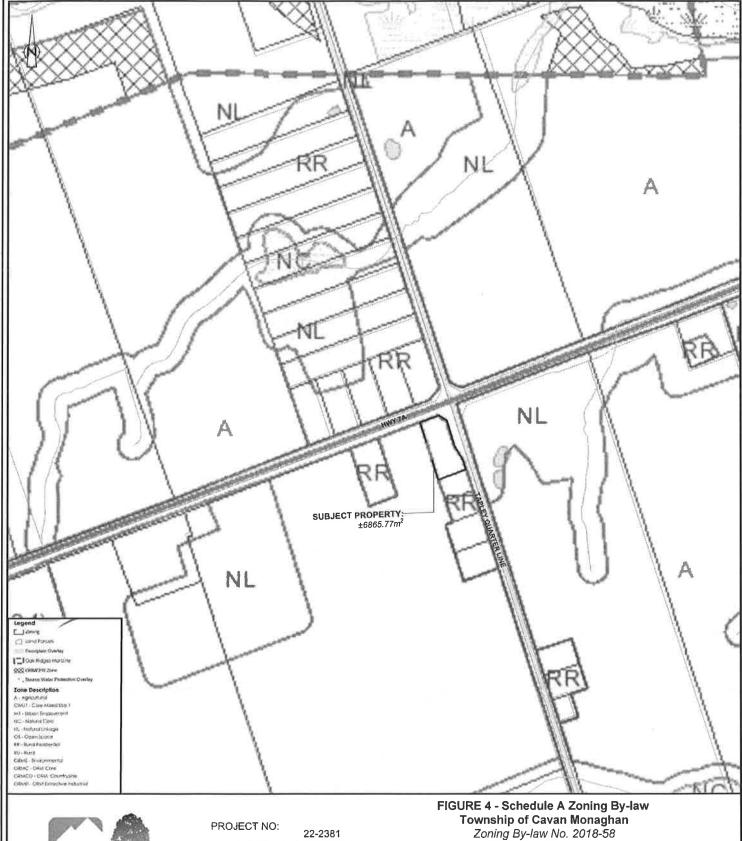
As such, it is our opinion that an OPA to permit the proposed severance complies to the policies of the CMOP.

2.5 Township of Cavan Monaghan Zoning By-law

The subject lands are zoned in the Rural Residential (RR) Zone, according to Schedule 'A' Map D-1 of the Township of Cavan Monaghan Zoning By-law (CMZBL) and demonstrated in **Figure 4**. As per Table 3A in the CMZBL, the RR Zone permits single detached dwellings. The table below reviews the proposed severance in the context of the lot standards permitted in the RR Zone.

Table 1 – Township of Cavan Monaghan Zoning By-law

Zoning Provision	Required RR Zone Provisions	Proposed Severed	Proposed Retained
Lot Area (min.)	4,000 sq.m	3,514.8 sq. m	3216.7 sq. m
Lot Frontage (min.)	35 m	61.69 m	57.97 m
Front Yard setback (min.)	9 m	Will Comply	Approx. 27.7 m
Exterior Side Yard setback (min	6 m	Will Comply	Approx. 20.3 m
Interior Side Yard Setback (min)	6 m	Will Comply	Approx. 12.7 m
Rear Yard Setback (min)	9 m	Will Comply	Approx. 22.12 m
Lot Coverage (max.)	35%	Will Comply	Approx 9%
Building height (max)	11 m	11 m	11 m





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Zoning By-law No. 2018-58
1/4 Tapley Severance
Shane Wiseman

416 Hwy 7a TOWNSHIP OF CAVAN MONAGHAN COUNTY OF PETERBOROUGH

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As noted above, the proposed development will not meet the lot area requirements of the RR Zone. As such it is understood that a Zoning By-law Amendment (ZBA) will be required as part of a condition of the consent in order to rezone the properties to site-specific Rural Residential Exception (RR-**) Zones to permit the reduced lot area. As noted herein, it is our opinion that the proposed lot area for both the severed and retained lots are of an appropriate size to accommodate the existing single detached dwelling and a new single detached dwelling with private septic and well.

Therefore, it is our opinion that, subject to the zoning by-law amendment to address deficient lot area, the proposed severance complies with the CMZBL.

3.0 Summary

This Planning Report describes a proposed severance for residential purposes. The Report also outlines the need for an Official Plan Amendment in order to permit the proposed severance and provides an analysis of the application in the context of the 2020 PPS, 2020 Growth Plan, County of Peterborough Official Plan, Township of Cavan Monaghan Official Plan and Zoning By-law.

It is the opinion of the authors that:

- The proposed development is consistent with the applicable provisions of the 2020 PPS.
- The proposed development conforms to the policies of A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020);
- The proposed development conforms to the policies of the County of Peterborough Official Plan;
- An Amendment to the Township of Cavan Monaghan Official Plan (OPA) is required. The proposed OPA is appropriate for the site and conforms to the overall intent and purpose of the Township Official Plan;
- An amendment to the Township of Cavan Monaghan Zoning By-law (ZBA) will be required as a condition of consent. The proposed ZBA to recognize deficient lot area is appropriate and meets the general spirit and intent of the Township Zoning By-law; and,
- The application represents good planning and is in the public interest.



Respectfully Submitted,

ECOVUE CONSULTING SERVICES INC.

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