



# INNOVATIVE PLANNING SOLUTIONS

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planners • project managers • land development

August 18, 2023

Municipal Services Office - Eastern Region  
8 Estate Lane  
Rockwood House  
Kingston, ON  
K7M 9A8

Attention: Damien Schaefer  
Planner, Province of Ontario

Re: Request for Consideration of Millbrook Settlement Area Expansion  
County of Peterborough Official Plan Adoption (ERO 019-5908)

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## Introduction

Innovative Planning Solutions has been retained by the Cortel Group to prepare this letter requesting refinement to the draft proposed Millbrook Settlement Area Boundary Expansion (as seen in Appendix A). We request as part of your ongoing Official Plan update, a refinement to the Settlement Area boundary (as seen in Figure 1) within the Settlement Area as mentioned in the draft Official Plan Policies.

## Background

The provincial policy mandates residential growth must occur in serviced settlement areas wherever possible. Peterborough County has four settlement areas with municipal servicing: Lakefield, Havelock, Norwood and Millbrook. The forecasted growth allocated to each of these settlement areas can be accommodated within the existing settlement area boundaries in all these urban centres except Millbrook, which is the reason for the following request.

## Subject Lands

The subject lands consist of Part A as shown in Figure 1 (Appendix A). Part A is approximately 69 ha (51 acres) in size. Part A is located south of Highway 115 in the Village of Millbrook and is accessible via the County Road 10 and Highway 115 interchange. Part A consists of parcels municipally addressed 720, 760 and 862 Fallis Line and 761 Larmer Line. Part A is connected to the existing Settlement Area through Fallis Line (labelled as a 'collector road' in Appendix A as per Schedule A1

of the Official Plan) and has approximately 580 metres of frontage along Fallis Line. The expansion area possesses a gross area of approximately 69 hectares (170 acres). The Cortel Group owns approximately 48 hectares (118 acres) of Part A, representing approximately 70% of the total boundary expansion area. The proposed refinement of the Settlement Area boundary also contemplates the removal of Part B as shown in Figure 1. Part B consists of parcels municipally addressed 1019 Larmer Line and 987 Syer Line and has a total area of 65 hectares (160 acres). The net effect of the refinement of the Settlement Area boundary results in a net increase of 4 hectares (9.8 acres).

### **Planning Rationale**

There are five reasons why Part A is better suited to be included within the Settlement Area when compared to Part B:

1. Part A is located on a collector road Fallis Line, while Part B is located along a local road Lamner Line.
2. Part A is located west of existing residential uses, whereas Part B is adjacent to urban employment uses.
3. Expanding Part A should be prioritized before expanding the Settlement Area boundary east past the parcels adjacent to County Road 10 to include Part B because Part B is further away from the Town Centre and lands adjacent to Highway 115 should be prioritized.
4. The lands within Part A are easier to service and require less additional infrastructure to service than the lands within Part B as discussed in Appendix B by Valdoor Engineering.
5. The expansion of the settlement boundary to include Part A represents the most logical expansion of the settlement area to fully develop the triangle-shaped lands bounded by Highway 115, County Road 10 and Fallis Line.

**In our opinion, Part A is more suitable than Part B as lands to be included within a Settlement Area Boundary Expansion.**

### **Provincial Policy Statement, 2020**

The Provincial Policy Statement, 2020 (hereinafter 'PPS'). The PPS identifies that sufficient land must be made available to accommodate an appropriate range and mix of land uses and meet the projected needs for a time horizon of up to 25 years and that the Settlement Areas are designated to meet these requirements. The Settlement areas are urban areas and rural settlement areas and include cities, towns, villages and hamlets. Section 1.1.3 of the PPS states that Settlement Areas shall be the focus of growth and development and their vitality and regeneration shall be promoted. Specifically, that land use patterns within settlement areas should be

appropriately and efficiently used and served by existing/ planned infrastructure and public service facilities to avoid the need for unjustified or uneconomical expansion.

**In our opinion, the proposed Settlement Boundary Expansion Area is consistent with the policies of the PPS.**

### **Proposed Provincial Planning Statement, 2023**

The Draft Provincial Policy Statement ('Draft PPS') proposes to make significant changes to policies related to Settlement Areas. The Draft PPS removes mandatory intensification and density targets for all municipalities – the Growth Plan required municipalities to meet specific intensification and density targets to accommodate forecasted growth. This requirement has been removed from the proposed Draft PPS. Instead, municipalities are encouraged to establish density targets "as appropriate, based on local conditions." This will provide the County of Peterborough with greater flexibility in establishing density targets and land budgeting. The second major change in the Draft PPS is a simplified and flexible approach for municipalities to undertake Settlement Area Boundary Expansions. The draft PPS removes the need for a Municipal Comprehensive Review process and permits settlement area expansions if the following criteria can be demonstrated by the municipality:

- that there is sufficient capacity in existing or planned infrastructure and public service facilities;
- the applicable lands do not compromise specialty crop areas;
- the new or expanded settlement area complies with the minimum distance separation formulae;
- impacts on agricultural lands and operations which are adjacent or close to the settlement area are avoided, or where avoidance is not possible, minimized and mitigated to the extent feasible as determined through an agricultural impact assessment or equivalent analysis, based on provincial guidance; and
- the new or expanded settlement area provides for the phased progression of urban development.

**In our opinion, the proposed Boundary Settlement Expansion Area would be able to satisfy not only the current PPS, but also the future criteria above for Settlement Boundary Expansions under the Draft PPS.**

## County of Peterborough Official Plan

In the County of Peterborough Official Plan (hereinafter 'County OP'), Settlement Areas are identified as the preferred growth areas, having a role as the primary employment centres and location for commercial and industrial uses. Furthermore, policy 1.2.3. of the County, OP outlines that approximately 16% of the County's population growth from 2006 to 2031 is to be allocated to the Township of Cavan Monaghan, which is the second highest population growth allocation to the year 2031 across the County. Policy section 5.1 County OP states that the by the year 2015 and for each year thereafter, a minimum of 40% of all residential development will be within the built-up areas of the County:

- *Makes efficient use of municipal services and infrastructure (e.g. transportation, education, recreation, and servicing systems);*
- *Provides for a range and mix of housing in the local municipalities such that growth over the planning horizon is accommodated for; and*
- *Maintains a minimum amount of housing supply in the development process or through designated residential lands.*

**In our opinion, the proposed Settlement Boundary Expansion Area generally conforms with the policies of the County of Peterborough Official Plan.**

## Draft County of Peterborough Official Plan

Section 5.2.3 of the Draft County of Peterborough Official Plan states:

### *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.*

We would like to amend this policy to read:

### *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 **78.7 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.*

**In our opinion, the proposed refinement of the Settlement Boundary Expansion generally conforms with the policies of the Draft County of Peterborough Official Plan. However, policy 5.2.3 limits the Boundary Expansion Area to a gross of 74.7 hectares of Community Lands. We would like to request that policy 5.2.3 be modified to read 78.7 hectares of Community Lands.**

### **More Homes, Built Faster: Ontario's Housing Supply Action Plan 2022–2023**

On Oct. 25, 2022, the Ontario government introduced the More Homes Built Faster Act, 2022 (Bill 23), an omnibus bill that proposes amendments to nine statutes and creates new legislation affecting planning and land development across the province. As a part of Bill 23, there have been sweeping legislative and policy changes to promote residential development to address Ontario's housing crisis. The government has described the plan as "part of a long-term strategy to increase housing supply and provide attainable housing options for Ontarians," with a goal of building 1.5 million homes in 10 years.

**In our opinion, the proposed Settlement Boundary Expansion Area will unlock the potential of the subject lands to provide a variety of housing options to alleviate the housing affordability crisis. The Settlement Boundary Expansion is consistent with the provincial government's efforts to provide attainable housing options.**

### **Servicing**

The proposed expansion would be fully serviced by municipal water and sanitary services. The expansion area has been strategically planned to provide compact development which promises to efficiently utilize municipal infrastructure and facilitate its sustainable expansion. After Valdor Engineering's review of the Area, a memorandum has been prepared confirming that the subject lands can be municipally serviced as shown in Appendix B.

### **Conclusion**

It is our request that consideration be given to refining the Settlement Boundary to include the lands as shown in Part A and to remove Part B from the Settlement Area boundary. Growth in a rural municipality requires sensitivity to the interests of preserving the character of the small town while balancing the provincial mandate focused on the development of larger urban centres. In our opinion, the inclusion of the lands shown as part A in Figure 1 within the Millbrook Settlement Boundary Area represents good planning for the following reasons:

- The subject lands are well positioned to be included in the Settlement Boundary based on the forecasts and conclusions of the Growth Study to attract a mix of housing types with the residential lands and provide economic growth through job creation on the employment lands.
- In our opinion, Part A is more suitable than Part B as lands to be included within a Settlement Area Boundary Expansion.
- In our opinion, the proposed Settlement Boundary Expansion Area is consistent with the policies of the PPS.
- The proposed Boundary Settlement Expansion Area would be able to satisfy the future criteria above for Settlement Boundary Expansions under the Draft PPS.
- The proposed refinement of the Settlement Boundary Expansion generally conforms with the policies of the Draft County of Peterborough Official Plan except for the land area totals for expansion defined in policy 5.2.3, which we request be modified.
- The proposed Settlement Boundary Expansion will unlock the potential of the subject lands to provide a variety of housing options to alleviate the housing affordability crisis. The Settlement Boundary Expansion is consistent with the provincial government's efforts to provide attainable housing options.

It is our professional planning opinion that the expansion of the Settlement Boundary Area to include the subject lands is generally consistent with current and proposed provincial policies as explained above. For these reasons, the proposed expansion of the Settlement Area boundary to include the subject lands represents good planning.

We respectfully request to be kept up to date on the progress of the County's Official Plan adoption and to meet with Ministry staff to review our request.

Respectfully submitted,

**INNOVATIVE PLANNING SOLUTIONS**



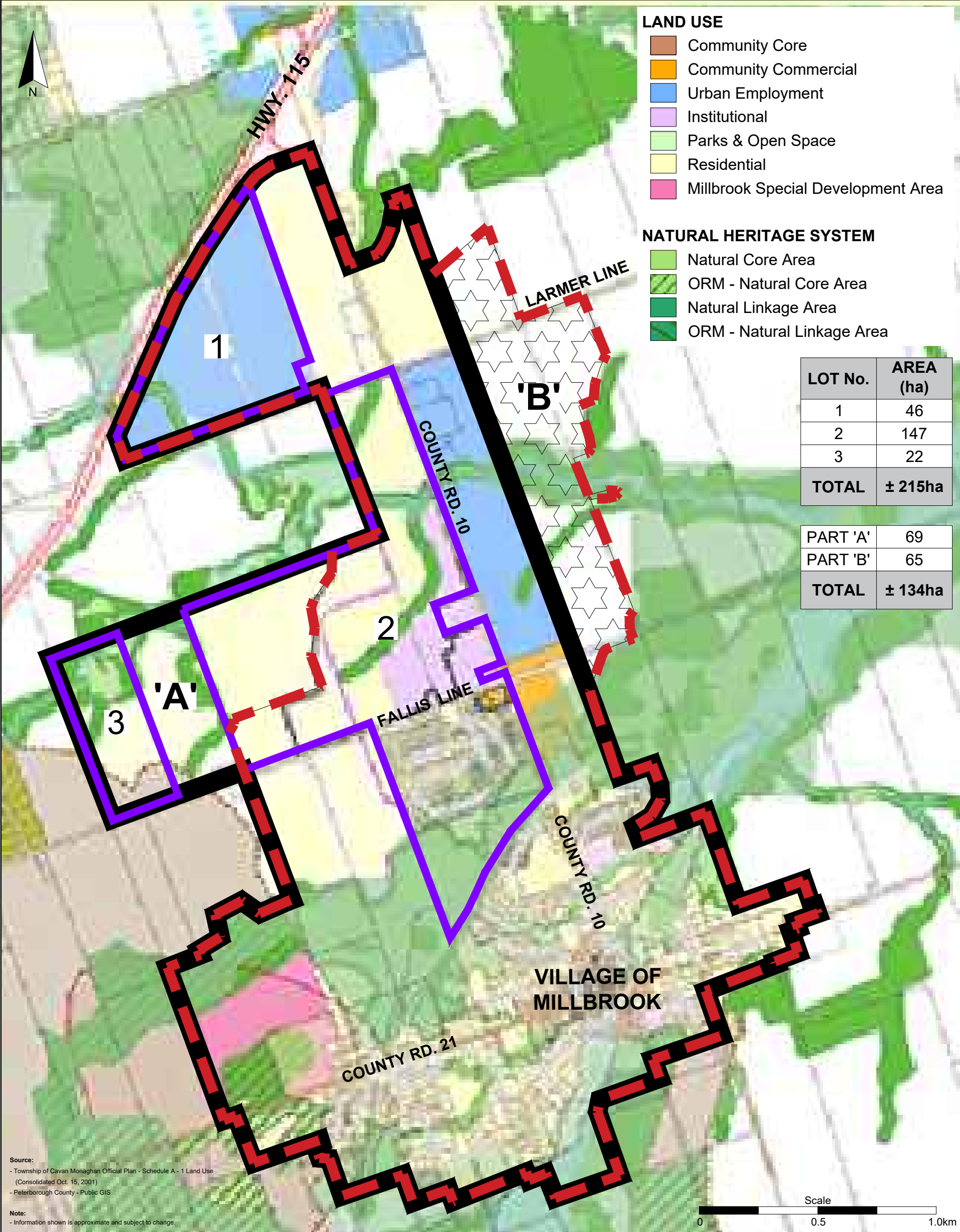
Darren P. Vella, MCIP RPP  
*President / Director of Planning*



John Albert  
*Intermediate Planner*

## APPENDIX A

FIGURE 1:  
PROPOSED LAND USE & SETTLEMENT  
AREA BOUNDARY REFINEMENT



LEGEND

- New Proposed Millbrook Settlement Area Boundary Expansion (± 663ha)
- Cortel Lands (± 215ha)
- Lands to be removed from the proposed Millbrook Millbrook Settlement Area Boundary Expansion (± 65ha)
- Proposed Millbrook Settlement Area Boundary Expansion (± 658ha)

## APPENDIX B



## VALDOR ENGINEERING INC.

Municipal • Land Development • Water Resources  
Site Development • Project Management • Contract Administration  
Consulting Engineers – est. 1992

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info@valdor-engineering.com  
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17 August 2023

**Municipal Services Office-Eastern Region**

8 Estate Lane  
Kingston, Ontario  
K7M 9A8

Attention: **Damien Schaeffer**  
Planner, Province of Ontario

Re: **Request for Consideration of Settlement Area Expansion**  
**County of Peterborough Official Plan Adoption (ERO 019-5908)**  
**Preliminary Master Servicing Brief**

Dear Sir:

A request has been made to our office by Innovative Planning Solutions (IPS) to provide some additional input with respect to municipal servicing for the lands located in Millbrook, Township of Cavan Monaghan, Ontario as described in their Planning Brief regarding a proposed adjustment to the Settlement Boundary as indicated in Figure 1 of the attached IPS report.

Our office has previously prepared servicing reports for adjacent lands within the Settlement Area that have been serviced with Municipal water, sanitary servicing and stormwater management.

Part A which is being proposed as an expansion to the Settlement Boundary and as described in Figure 1 of the IPS Report is located to the west of the Towerhill Phase 2 Subdivision which is currently being serviced with Municipal water, sanitary sewers and a fully functional stormwater management facility designed to meet all Ministry and Otonabee Conservation guidelines. Please refer to our attached Sanitary Drainage Plan (Figure C). A 375mm sanitary trunk sewer was previously constructed on County Road 10, through the existing Towerhill Phase 1 subdivision, northerly on Highlands Boulevard to service both Towerhill Phase 1 and Towerhill Phase 2 north of Fallis Line and to also service future lands within the Settlement Area, west of Highlands Boulevard. Similarly, the City recently improved the servicing infrastructure by constructing a water tower within their Town Hall property along with a booster station and a 250mm trunk watermain along County Road 10 to the water tower in order to service the Towerhill Development and a large portion of the Settlement Area. The 250mm watermain has already been extended westerly on Fallis Line to service the Towerhill Phase 1 and Phase 2 development. Therefore, the land is accessible for water servicing.

There is less servicing infrastructure on the east side of County Road 10 especially for sanitary sewage. Part B located on the east side of County Road 10 between Fallis Line and Larmer Lane requires approximately an 850 m extension of existing sanitary and water services from existing Nina Court to the south in order for the area to be serviced. A sanitary pump station (SPS) will also be required as the elevations drops down closer to Larmer Lane.



**Professional Engineers**  
Ontario

Authorized by the Association of Professional Engineers  
of Ontario to offer professional engineering services.

Stormwater Management will be reviewed in more detail as the development plans move forward. All levels of stormwater management quantity and quality control requirements as per Ministry of Environment and Otonabee Conservation criteria will be adhered to.

The Township is also conducting a Master Servicing Study under the Municipal Class EA Environmental Assessment which is in line with the Growth Management Study. Based on the most updated information available from the study, in order to meet the future settlement boundary expansion the Township is planning to expand their existing infrastructure facilities including the water storage tower and booster pumping station, their existing groundwater well supply and their existing wastewater treatment facility in order to meet the future demand.

Based on our knowledge of the area and current existing and planned infrastructure improvements we conclude that providing municipal servicing servicing for Part A is achievable.

We trust that this information is sufficient. Should you have any questions please contact the undersigned.

Yours very truly,

**VALDOR ENGINEERING INC.**



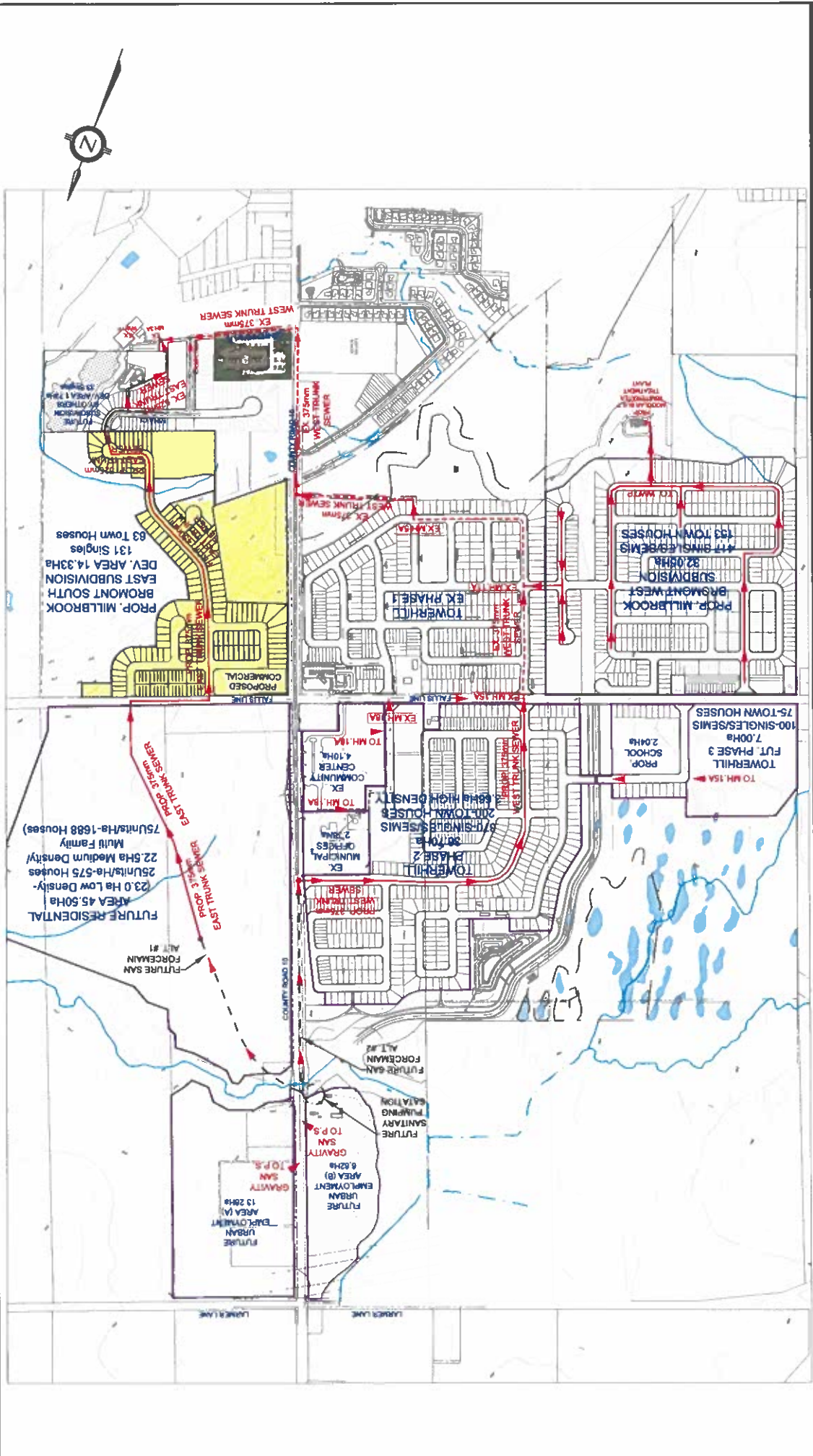
**Peter S. Zournios, P.Eng., C.Eng.**  
Senior Project Manager, Principal

Attachments:

Figure C: Sanitary Drainage Plan

905-264-0054 x 223

[pzournios@valdor-engineering.com](mailto:pzournios@valdor-engineering.com)



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|------------------------------------------------------------------------------|--|------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>MILLBROOK SOUTH EAST SUBDIVISION</b><br><br><b>SANITARY DRAINAGE PLAN</b> |  | DRAWN BY: V.L.<br>CDD BY: D.G.                       | VALDOR ENGINEERING INC.<br>Consulting Engineers - Project Managers<br>741 KOWARRE DAWY ROAD, SUITE 2, WOODBRIDGE, ONTARIO, L4 9P8<br>TEL: 905-882-0000 FAX: 905-882-0001<br>WWW.VALENG.COM |
|                                                                              |  | DATE: March, 2022<br>SCALE: N.T.S.<br>PROJECT: 19121 | <b>FIGURE C</b>                                                                                                                                                                            |