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# Planning Justification Report

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

**Lakefield South Plan of Subdivision**

**3358 Lakefield Road**

**Part of Lots 26 and 27 Concession 7, Geographic Township of Smith, now in the Township of Selwyn, County of Peterborough**

Prepared for: Triple T Holdings Ltd.

EcoVue Reference No.: 16-1667

Date: ~~November 24, 2020~~

Revised: **May 24, 2024**

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## Appendices

**Appendix A – Proposed OPA Text and Schedule**

**Appendix B – Proposed ZBA Text and Schedule**

**Appendix C – Functional Servicing Report & Preliminary Stormwater Management Plan\***

**Appendix D – Geotechnical Study\***

**Appendix E – Environmental Impact Assessment\***

**Appendix F – Stage 1 & 2 Archaeological Assessment\***

**Appendix G – Traffic Impact Study\***

**Appendix H – Section 59 Notices\***

*\*Provided in original version. Please see resubmission materials for peer review responses.*



## 1.0 Background

This report is being submitted in support of applications for an Official Plan Amendment (OPA), Zoning By-law Amendment (ZBA) and Plan of Subdivision on four (4) properties, within an area known as “Lakefield South”, located at Part of Lots 26 and 27, Concession 7, Geographic Township of Smith, Township of Selwyn (see **Figure 1 – Site Location**). The purpose of the applications is to permit a 910-unit plan of subdivision with medium density housing types and some neighbourhood commercial uses. This report will examine the proposed OPA, ZBA and Plan of Subdivision in the context of the applicable land use planning policies and supporting technical studies. This report will also provide a detailed description of the proposed development and the characteristics of the subject property and the surrounding lands.

### 1.1 Reasons for Proposed Amendments

The applicant, Triple T Holdings, is proposing the development of 910 units in a plan of subdivision (submitted under Section 51 of the *Planning Act*), to be developed in ten (10) phases on the subject property (see **Figure 2 – Draft Plan of Subdivision**). The housing unit types will be comprised of 263 single detached dwellings, 65 townhomes, and 582 apartment and/or condo units. It is also proposed that neighbourhood commercial uses (such as convenience stores, cafes, small-scale/home-based business and office uses) be permitted within the ground floor of some of the apartment and/or condo buildings.

The subject lands are located within the Lakefield Settlement Area and are primarily designated Low Density Residential – Specific Policies (Section 6.3.3) in the Local Component (Selwyn) of the County of Peterborough Official Plan. Additionally, the subject lands are zoned the Development (D) Zone in the Township of Selwyn Zoning By-law. Although the site-specific Low Density Residential – Specific Policies designation permits residential development, the maximum density and building height permitted within this designation will be exceeded within some portions of the development area. Also, the Low Density Residential – Specific Policies do not permit townhomes or apartments as a housing type.



Furthermore, Schedule A1-1 to the County Official Plan identifies a specific area (on an adjacent property not owned by the applicant) of Lakefield South where neighbourhood commercial development should occur; it is the intention of the applicant to permit these same commercial uses, with some additional commercial uses, throughout the development area, subject to the implementing zoning by-law.

Therefore, an OPA and ZBA to redesignate and rezone the subject lands are required (in addition to the plan of subdivision) in order to permit the higher densities and building heights, additional housing types (i.e. townhomes and apartments), and commercial uses. As noted in this Report, the proposed change in designation and zoning will bring the Official Plan and Zoning By-law into greater conformity with current planning policies and principles and will implement the goals and objectives of the Provincial Policy Statement, A Place to Grow: Growth Plan for the Golden Horseshoe, and the County of Peterborough Official Plan. The development will be in the form of a modern, complete community and will contribute to the Township achieving higher densities in the greenfield area of Lakefield. Furthermore, the proposed mixed-use development will blend with the existing community character and highlight natural features in the immediate area.

## **1.2 Description of the Subject Lands**

The subject lands are located immediately southwest of the Lakefield Fairgrounds and Lakefield District Public School. The Ontario Speed Skating Oval is located on a separate parcel between the proposed Phase 1 and Phase 2 lands, near the northern portion of the subject lands. Tower Road, which provides access to the Township water tower, is located near the northeastern boundary of the subject lands. Ray's Creek (and associated wetland features) is located on the western edge of the property and marks the approximate western boundary of the proposed development. The subject lands are located approximately 1 kilometre from downtown Lakefield and the Otonabee River. Adjacent land uses are mostly residential and institutional, including the aforementioned School and Fairgrounds. There are also some agricultural uses taking place within other greenfield lands located to the east.

As noted, there are four (4) separate properties that comprise the entire development lands (subject lands). When combined, the subject lands are approximately 57.54 hectares (142 acres) and have 250



metres (820 feet) of frontage on County Road 29 (Lakefield Road/Bridge Street) and 26 metres (85 feet) of frontage on the 7<sup>th</sup> Line.

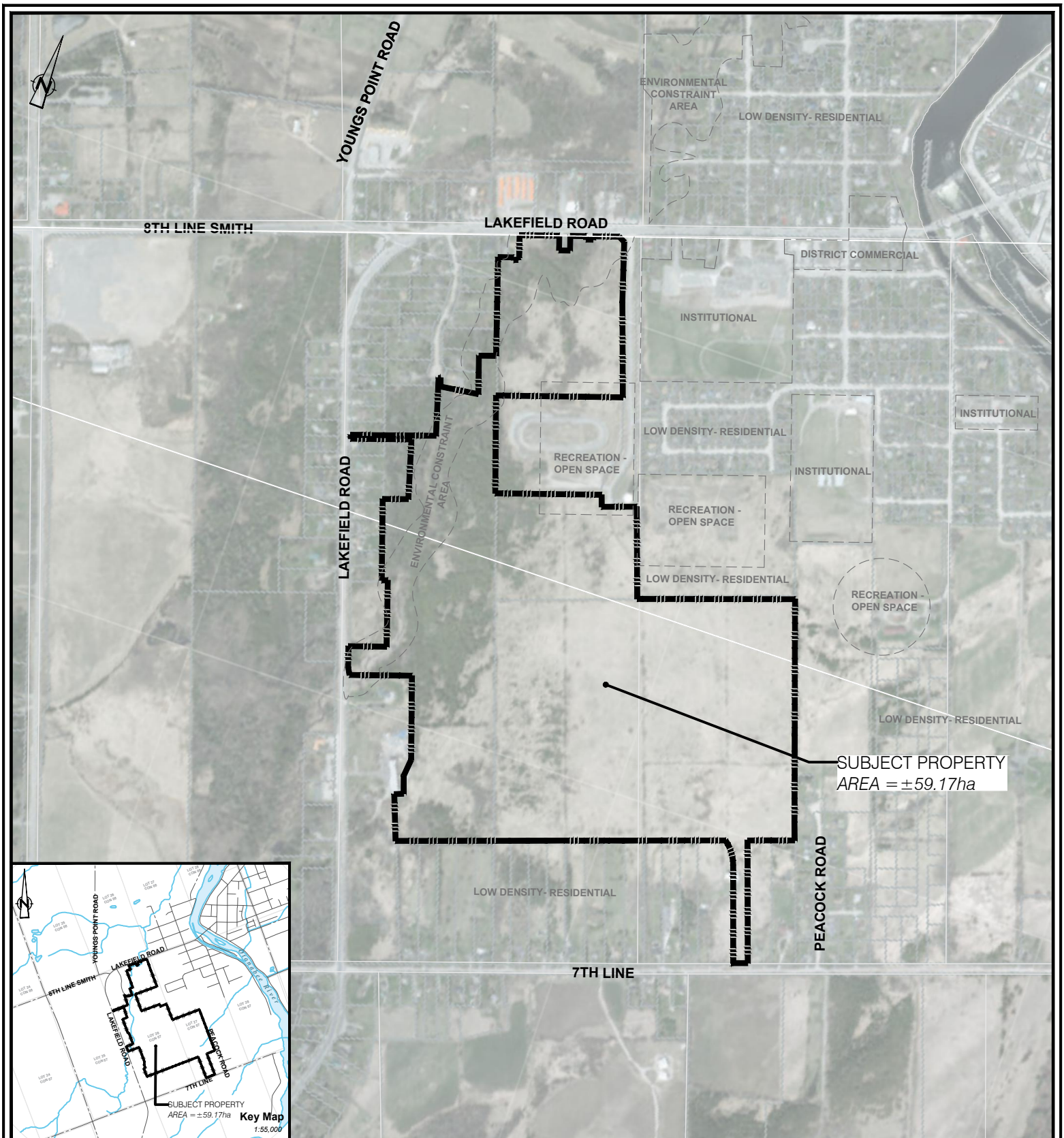
Previously, the subject lands were used for agricultural activities. As such, the property is mostly comprised of early successional vegetation such as long grasses, shrubs and small trees. However, there are clusters of larger trees and woodlands located in the vicinity of Ray's Creek on the western portion of the subject lands. The site generally slopes downward towards Ray's Creek and Bridge Street in the west and north from a peak elevation near the centre of the of development area.

### 1.3 Pre-Consultation

The applicant and consulting team attended a pre-consultation meeting with staff from the County of Peterborough, Township of Selwyn and Otonabee Region Conservation Authority (ORCA) on March 8, 2018. The County provided minutes from the meeting, which included a list of reports that would be required as part of a complete application for OPA, ZBA and Plan of Subdivision. The listed reports have been included with this submission, and are described below:

1. Functional Servicing Report – Tatham Engineering (**Appendix C**)
2. Geotechnical Study – Cambium Inc. (**Appendix D**)
3. Stormwater Management Plan (included with Functional Servicing Report)
4. Retail Analysis/Justification (included within this Report)
5. Environmental Impact Assessment – GHD (**Appendix E**)
6. Stage 1 & 2 Archaeological Assessment – Northeastern Archaeology (**Appendix F**)
7. Traffic Study Report – Tranplan Associates (**Appendix G**)
8. Source Water Protection, Section 59 Notice (**Appendix H**)

In addition to the above reports, the applicant's consulting team relied on a number of background studies commissioned by the Township and ORCA completed over the past 20 years. The Lakefield South area has been identified by the Township as area for growth in Lakefield. As such, the lands have been studied for their development potential and municipal services have been extended to this area in anticipation of future development.



**FIGURE 1 - SITE LOCATION**



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PROJECT NO: 16-1667

DATE: SEPTEMBER 18 2023

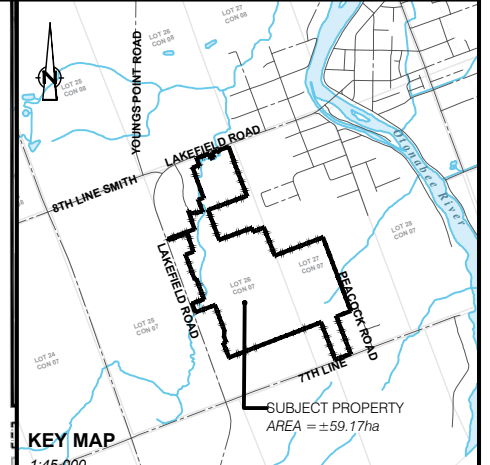
HORIZ. SCALE: 1:10,000

**TRIPLE T HOLDINGS**  
**LAKEFIELD SOUTH PLAN OF SUBDIVISION**  
 3358 LAKEFIELD ROAD  
 PART OF LOT 26 & 27, CONCESSION 07  
 GEOG. TWP. OF SELWYN  
 COUNTY OF PETERBOROUGH



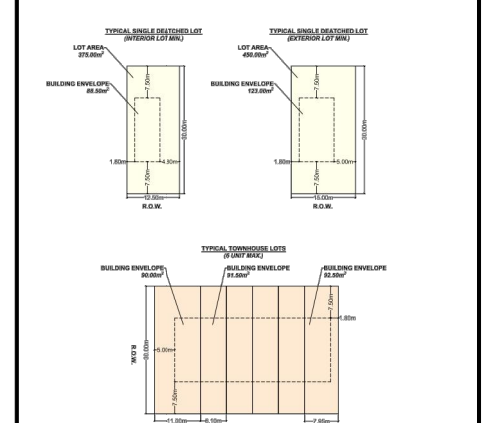
**SITE STATISTICS**

LEGEND	LOT/BLOCK No.	PROPOSED USE	PROPOSED USE AREA (sq. m)	PROPOSED USE AREA (ha)	PROPOSED USE PERCENTAGE (%)	PROPOSED UNITS	UNITS/NET ha
	LOT 1 - LOT 255	RESIDENTIAL (SINGLE DETACHED)	110533.62	11.05	17.9%	255	5.99
	LOT 256 - LOT 354	MULTIPLE RESIDENTIAL (TOWNHOUSES)	24309.73	2.43	3.9%	99	2.32
	LOT 355 - LOT 365	MULTIPLE RESIDENTIAL (APRT./CONDO) w/ POTENTIAL GROUND-LEVEL COMMERCIAL	103856.58	10.39	16.9%	586	13.76
	BLOCK 1 AND BLOCK 15	OPEN SPACE (ENVIRONMENTAL PROTECTION)	149384.43	14.94	24.2%		
	BLOCK 2 - BLOCK 6	OPEN SPACE (SWM)	53056.76	5.31	8.6%		
	BLOCK 7 - BLOCK 14, PEDESTRIAN EASMENT	OPEN SPACE (RECREATIONAL)	32326.99	3.23	5.2%		
	BLOCK 16	RIGHT-OF-WAY	101802.01	10.18	16.5%		
	OTHER	OTHER LANDS OWNED BY APPLICANT	41057.06	4.11	6.7%		
		<b>TOTAL GROSS SITE AREA</b>	<b>616327.19</b>	<b>61.63</b>	<b>100%</b>		
		<b>NET SITE AREA (GSA - OTHER LANDS, BLOCK 1, BLOCK 15)</b>	<b>425885.70</b>	<b>42.59</b>			
		<b>TOTAL</b>				<b>940</b>	<b>22.07</b>



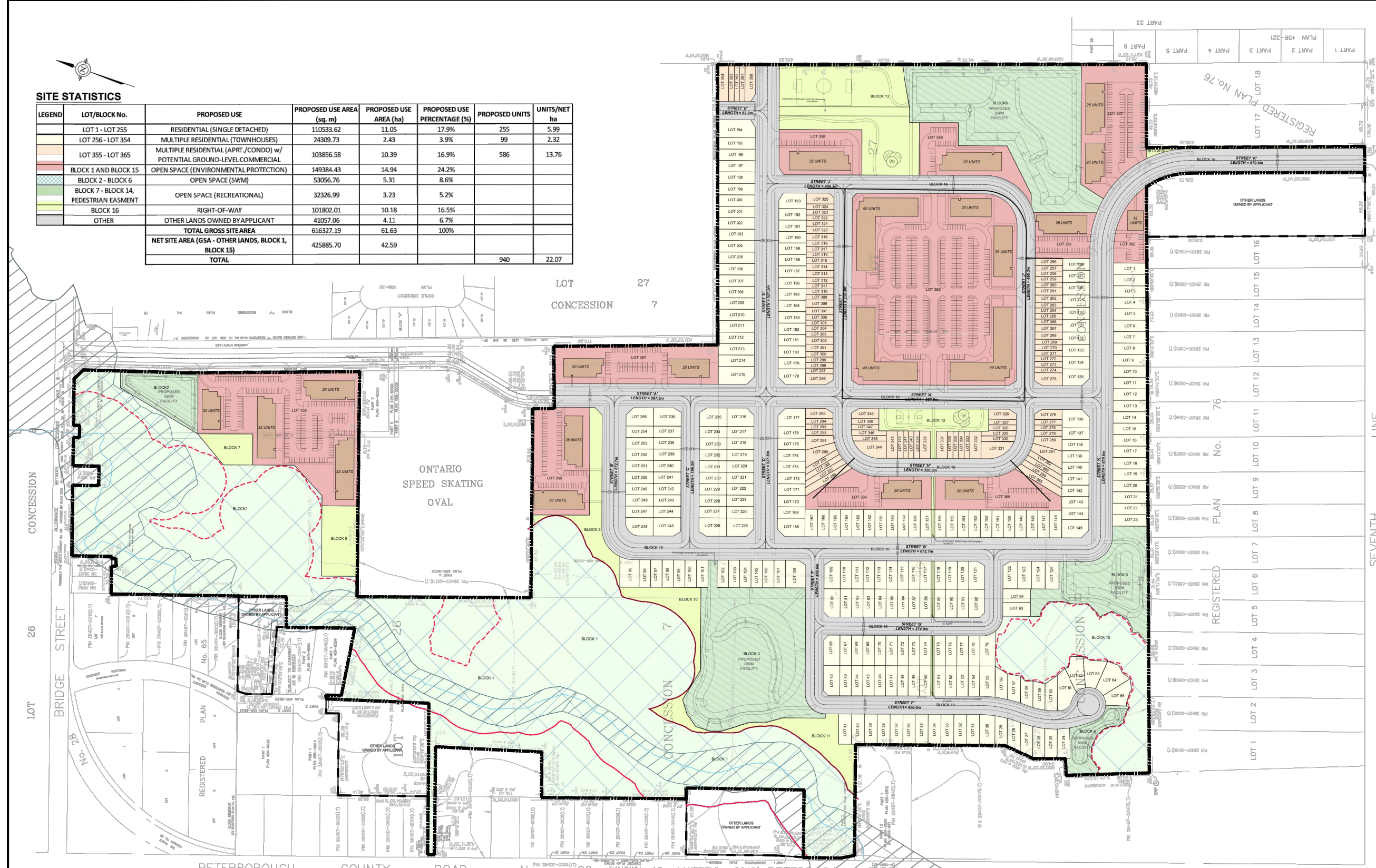
**LEGEND**

- SUBJECT BOUNDARY
- PHASE BOUNDARY
- EXISTING WATERCOURSE
- ENVIRONMENTAL CONSTRAINT BUFFER (30m)
- RAYS CREEK FLOODPLAIN
- POTENTIAL APARTMENT/CONDO BUILDING (POTENTIAL COMMERCIAL ON GROUND FLOOR)
- PROPOSED STREET CENTRE LINE



**GENERAL NOTES:**

- PHASE BOUNDARIES AND ORDER MAY BE SUBJECT TO CHANGE
- PROPOSED APARTMENT/CONDO BUILDINGS TO CONTAIN UP TO 8500 Sq. m OF GROUND FLOOR COMMERCIAL.



**LINE TABLE**

BEARING	DIST
N19°42'30"W	28.39
N17°04'10"E	2.54
N66°56'50"E	2.54
N24°13'20"W	3.76
N21°29'03"W	5.26
N19°44'40"W	28.44
N17°04'10"E	21.42
N17°04'10"E	28.36
N17°04'10"E	15.51
N11°19'40"W	8.69
N27°04'20"W	6.72
N33°19'33"W	6.71

**SURVEYOR'S CERTIFICATE**  
This Draft Plan accurately shows the boundaries of all lands proposed to be subdivided.  
Certified by:

Christopher E. Muscolow  
Ontario Land Surveyor  
JBF Surveyors

**OWNER'S CERTIFICATE**  
I hereby authorize EcoVue Consulting Services Inc. to prepare and submit this plan to the County of Peterborough

Bill Turner (Triple T Holdings)

**Submission Requirements**

- ADDITIONAL INFORMATION REQUIRED UNDER SECTION 51-17 (a-1) THE PLANNING ACT**
- As shown on this Draft Plan and Plan from JBF Surveyors
  - As shown on this Draft Plan and Plan from JBF Surveyors
  - As shown on this Draft Plan
  - As shown on this Draft Plan
  - Residential
  - As shown on this Draft Plan
  - N/A
  - As shown on this Draft Plan and the report by Tatham
  - Refer to report from Tatham
  - Refer to report from Tatham
  - Refer to report from Tatham
  - Refer to report from Tatham
  - As shown on this Draft Plan

COORDINATES ARE DERIVED FROM GPS RTK OBSERVATIONS USING THE SMARTNET CORRECTION DATA AND ARE REFERRED TO UTM ZONE 17 (81°W LONGITUDE) NAD83 (CSRS EPOCH 2010.0).

POINT	UTM NORTHING	UTM EASTING
ORP @	4920802.02	716395.77
ORP @	4920869.86	716572.83

CAUTION: COORDINATES CANNOT, IN THEMSELVES, BE USED TO RE-ESTABLISH CORNERS OR BOUNDARIES SHOWN ON THIS PLAN.

REVISIONS		
DATE	DESCRIPTION	INITIAL
12-Feb-21	REVISIONS FROM TATHAM COMMENTS	MC
25-Feb-21	FIRST SUBMISSION	MC
12-Jul-23	RESPONSE TO COMMENTS	MC
03-Aug-23	RESPONSE TO COMMENTS	MC
07-Sep-23	REVISIONS FROM TATHAM COMMENTS	MC

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DRAWN BY:	PROJECT No.:
MC	16-1667
APPROVED BY:	HORIZ. SCALE:
	1:4000
REVISION DATE:	PLOT DATE:
SEPTEMBER 18, 2023	SEPTEMBER 18, 2023

**TRIPLE T HOLDINGS**  
LAKEFIELD SOUTH PLAN OF SUBDIVISION  
PART OF LOT 26 & 27, CONCESSION 07  
GEOG. TWP. OF SELWYN  
COUNTY OF PETERBOROUGH



## 2.0 Details of the Development Proposal

As noted above, the proposed development will occur in ten (10) phases. The timing of these phases will be determined by future servicing capacity and market demand for units. A description of each phase is provided below. (**note:** phasing order and unit counts described herein may be subject to change)

### Phase 1

The first phase is located in a triangular-shaped section of the subject lands between Tower Road, Ray's Creek floodplain/wetland and the Ontario Speed Skating Oval. This phase will be comprised entirely of apartment and/or condo units, arranged in four (4) maximum four-storey buildings, with a total of 110 units. Each building will be served by an inter-connected parking lot that will connect to Tower Road via two (2) separate entrances. A stormwater management facility (wet pond) will be located in the northern section of the Phase 1 lands. Two (2) open space blocks will be provided as municipal parkland (Blocks 7 and 8).

### Phase 2

Phase 2, which will be located immediately south of the Speed Skating Oval, will require the extension of Tower Road and the construction of first portion of the internal road network within the Plan of Subdivision. Included in this phase will be four (4) more maximum four-storey apartment and/or condo buildings – two (2) of the buildings will each contain 26 units, while the other two (2) buildings will each contain 20 units. The remainder of the phase will consist of 40 single detached dwelling units on individual lots. The lots will front onto two east-west streets that will extend perpendicular to the Tower Road extension. The northern street will curve to the south and will eventually continue into Phases 3 and 4. The second stormwater management pond will be constructed as part of this phase.

### Phase 3

This phase will be comprised entirely of single detached lots (87) located immediately south of the Phase 2 lands. Tower road will be extended slightly to intersect with a new east-west street. Segments



of additional streets will be constructed south of the second stormwater management pond that will eventually be extended within Phase 7.

#### Phases 4 and 5

Phases 4 and 5 will also be comprised mostly of single detached lots (55) and will round out a large portion of the outer edge of the overall development area. A street will be extended along the western and southern edge of the development area before turning south and terminating at the 7<sup>th</sup> Line. Tower Road will be extended to its future terminus at the new outer street as part of Phase 4. Phase 5 will also include three (3) more apartment and/or condo buildings on the eastern edge of the subject lands (58 units) and five (5) townhome units at the corner of Streets 'A' and 'I'.

Three stormwater facilities will be constructed as part of these phases: two (2) ponds will be constructed in the southwest corner of the subject lands; the third pond will be constructed on the east side of the subject lands, immediately north of the two apartment and/or condo blocks forming part of Phase 5. This phase will also include on stormwater dry pond as Block 5.

#### Phase 6

Phase 6 will represent the beginning of construction of the inner-ring road portion of the development, which will feature higher densities than the previous phases. This phase includes one (1) apartment and/or condo block with 36 units, 10 (ten) townhome units, and six (6) single detached lots. All units will be accessed by a crescent-shaped road that will form the western side of the future inner-ring road. A dedicated parkland block (Block 9) will also be established in this phase.

#### Phase 7

This phase will consist of the rounding out of the western portion of the development adjacent to Phases 2, 3 and 4. There will be 43 single detached units that will be constructed as part of this phase. The existing Street 'F' will be extended from Phase 3 and will terminate in a cul-de-sac at the southwestern corner of the subject lands. This phase includes Block 2, which encompasses the existing southwest wetland and associated buffers.



### Phase 8

Phase 8 will be located immediately east of Phase 6 and will include the construction of four (4) apartment and/or condo buildings, three (3) of which will be constructed within the inner-ring road complex that will eventually feature additional apartment and/or condo buildings (142 total apartment and/or condo units) to be constructed as part of Phase 10. This apartment and/or condo complex will include a large interior parking lot with access points from the extended Tower Road and the extension of the inner-ring road along the southern portion of Phase 8. Half of this parking lot will be constructed as part of Phase 8.

There will be 20 townhome units located on the south side of the inner-ring road. The fourth apartment and/or condo building will be located south of the inner-ring road, east of the townhomes.

### Phase 9

Phase 9 will include the extension of northern east-west road from Phase 3, as well as a road connection to a future extension of Murray Street. This phase will feature 32 single detached dwelling lots and five (5) townhome units. A portion of Block 13 will be conveyed as parkland to the Township.

### Phase 10

The final phase of the Plan of Subdivision will include the completion of the inner-ring road and inner apartment and/or condo complex, including the final four (4) apartment and/or condo buildings (144 units). Two of the apartment and/or condo buildings will be located within the inner-ring road and share the large parking lot with the apartment and/or condo buildings in Phase 8. The other two apartment/condo buildings will be located immediately east of the inner-ring road and south of the terminus of Murray Street. An additional 25 townhome units will also be constructed. The remainder of the Block 12 parkland will be provided during this phase.

### Open Space/Environmental Protection Areas

The remaining portions of the subject lands will be included in blocks that will remain undeveloped and are described as follows:



- Block 11 (15.8 hectares) – this block mostly encompasses the natural heritage features and flood plain on the lands surrounding Ray’s Creek in the western portion of the property. No site alteration or development will take place within most of this block in order to provide protection of the features. In addition to providing protection, this block will offer passive recreational opportunities to residents. In addition to the natural areas, there are some upland areas to the west of the features and associated setbacks (adjacent to Seaforth Crescent and Lakefield Road) that may be developed in the future. These lands are expected to remain in the Development (D) Zone.
- Open Space features – Pedestrian/biking pathways will be located throughout the development in order to increase walkability. All collector roads will feature a multi-use pathway within the road allowance that can accommodate walking, biking, and other non-motorized transportation.

#### Other Lands Owned by the Applicant

The following portions of the subject lands are *not* included with in the plan of subdivision:

- Existing dwelling (4.5 hectares) – this area is comprised of one lot (conditionally approved consent) and is located immediately north of 7<sup>th</sup> Line and west of the future connector road. This lot will contain the existing single detached dwelling (the barn structure will be demolished to accommodate the connector street).
- Severed lands west of Ray’s Creek – the applicant applied to sever four (4) lots on Seaforth Crescent and Lakefield Road, to the west of Ray’s Creek. These consent applications have been granted conditional approval and do not form part of the proposed plan of subdivision.

### **3.0 Policy Considerations**

Land use policies and regulations affecting the subject lands include the 2020 Provincial Policy Statement (PPS) as well as the *Places to Grow Act, 2005* and associated A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) at the provincial level. At the municipal level, the County of Peterborough Official Plan and the Township of Selwyn Comprehensive Zoning By-law affect the subject lands. In this section of the report, the proposed OPA, ZBA and Plan of Subdivision are



reviewed in the context of the policies and provisions contained in these documents as well as the supporting technical studies.

### 3.1 Planning Act

Section 51(24) of the *Planning Act* indicates that “*in considering a draft plan of subdivision, consideration should be had, among other matters, to the health, safety, convenience and accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality*” in which the subdivision/condominium is located. In addition to these matters, the following specific items should also be considered (excerpts Section 51(24) in *italics*):

- (i) *The effect of development of the proposed development on matters of provincial interest as referred to in Section 2 of the Act:*

This matter is addressed in **Section 3.2 and 3.3** of this report, with respect to the applicable policies of the Provincial Policy Statement and A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

- (ii) *Whether the proposed subdivision is premature or in the public interest:*

The proposed development is not considered to be premature as this portion of Lakefield is considered by the Township to be a suitable area for accommodating residential growth within the next 20 years. The Township constructed the water tower (and Tower Road) and increased municipal sewage and water capacity with the intention of directing new development to this area. Matters of planning policies, which are intended to reflect the public interest, are addressed further in this planning report.

- (iii) *Whether the plan of subdivision conforms to the official plan and adjacent plans of subdivision;*

Planning considerations relating to the County of Peterborough Official Plan are outlined in **Sections 3.4 and 3.5** of this report. The subject property will require an Official Plan Amendment to the County of Peterborough Official Plan. The property is currently designated Low Density Residential (and other designations described below) in the local component of the County’s Official Plan. Therefore, an amendment is required to recognize the higher density development that is being proposed. Further details are in discussed in **Sections 3.4 and 3.5** of this report.



*(iv) The suitability of the land for the purposes for which it is to be subdivided;*

This planning report and the other technical reports address a number of issues related to land use suitability. As demonstrated in the various technical reports, the subject lands are considered to be suitable for the 910-unit plan of subdivision. Matters of stormwater, soil suitability and natural heritage have all been addressed within these reports.

*(v) The number, width, location and proposed grades and elevations of highways, and the adequacy of them;*

The proposed development will be served by an internal road network that will be constructed by the applicant and maintained by the municipality. The details of the roads are shown in the attached draft plans. Further details of these roads will be provided during the detailed design of the Plan of Subdivision, which will occur after Draft Plan Approval.

*(vi) The dimensions and shapes of the proposed lots; and (vii) 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;*

The dimensions of each development block are shown as part of **Figure 2 – Draft Plan of Subdivision**.

Furthermore, the proposed Plan of Subdivision will not have any adverse impacts on adjacent properties, as demonstrated in the supporting technical documents.

*(vii) Conservation of natural resources and flood control;*

The proposed Plan of Subdivision will not adversely impact any natural resources. Although portions of the subject lands are located within the flood plain of Ray's Creek, all development will be located above the flood line elevation. Furthermore, all development will generally take place beyond designated 30-metre buffers from natural heritage features.

*(viii) The adequacy of utilities and municipal services;*



As noted in the enclosed Functional Servicing Report, the proposed development will be served by municipal sewage and water. The proposed layout and connections of those services are detailed within the FSR. Furthermore, it is anticipated that the development will be well-served by utilities such as electricity and high-speed internet. Municipal garbage collection will be provided to all units within the development.

*(ix) The adequacy of school sites;*

The proposed development will be located adjacent to an elementary school. Although it is anticipated that there is capacity in the local school system, the applications will be circulated to the Kawartha Pine Ridge School District School Board for comment.

*(x) The area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;*

Several blocks within the development will be conveyed to the Township in the form of parkland and stormwater management facilities.

*(xi) The extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy;*

The proposed apartment/condo buildings will utilize energy efficient designs that will be detailed during site plan approval.

*(xii) 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 the Act;*

It is anticipated that the proposed apartment/condo blocks within the Plan of Subdivision will be subject to site plan control. The design of the Plan of Subdivision will not interfere with the site plan approval of those apartment/condo blocks.





### **3.2 Provincial Policy Statement**

The Province recently issued the 2020 Provincial Policy Statement which is effective May 1, 2020. The 2020 Provincial Policy Statement (PPS) provides a policy framework for land use within the Province of Ontario. It is the responsibility of the local planning authorities – in this case the County of Peterborough and Township of Selwyn – to uphold the policies of the PPS pertaining to land use planning and development.

#### **3.2.1 *Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns***

Section 1.0 of the PPS contained policies designed to build strong and healthy communities in the Province of Ontario. According to Section 1.1.1 of the PPS *“[h]ealthy, liveable and safe communities are sustained by:*

- a) *[p]romoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) *[a]ccommodating an appropriate affordable and market-based range and mix of residential types..., employment..., institutional..., recreation, park and open space, and other uses to meet long-term needs;*
- c) *[a]voiding development and land use patterns which may cause environmental or public health and safety concerns; ...*
- e) *[p]romoting cost-effective development patterns and standards to minimize land consumption and servicing costs; ...”*

The proposed residential development is located within a settlement area on a greenfield site that is adjacent to the built boundary, with full municipal services available. Therefore, the development of the subject lands represents a logical and efficient expansion of the built boundary within the settlement area. In addition to providing single detached dwellings, the proposed development will also provide alternative unit types (townhomes and apartments/condos) and tenure (rental and freehold) to an underserved segment of the residential market. Although affordable housing is not proposed within



this development, the introduction of a mixture of housing will contribute to the overall housing stock, thereby increasing vacancy rates. Furthermore, the proposed OPA and ZBA will not preclude potential opportunities for affordable units within the apartment blocks, should it be feasible in the future. The development will take place outside of any natural or environmental features and represents an efficient development pattern. It is our opinion that the subject lands represent an ideal site for the proposed development and is in keeping with Section 1.1.1 of the PPS.

### **3.2.2 Settlement Areas**

The subject lands are located within the settlement area of Lakefield and are therefore subject to Section 1.1.3 of the PPS. Section 1.1.3.1 states that “[s]ettlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted”. Additionally, Section 1.1.3.2 of the PPS states that “[l]and use patterns within settlement areas shall be based on densities and a mix of land uses which: efficiently use land and resources [and] are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansions”.

The development on the subject lands will increase the supply and diversity of dwelling units available within the settlement area, thereby contributing to the growth and overall vitality of the residential market of the Township. As noted above, the development will be located on a site where municipal sewage and water services are readily available and will be expanded within the Plan of Subdivision. The addition of these units will also increase the residential density in the area. Furthermore, the development will feature some local commercial uses that may be established within certain portions of the subdivision, which will provide some mixed-use opportunities. Overall, the proposed development represents an efficient use of land that will avoid any uneconomical expansions of infrastructure.

### **3.2.3 Housing**

Section 1.4 of the PPS describes policies related to housing. According to Section 1.4.1, planning authorities (in this case, the Township of Selwyn and County of Peterborough) are required to “maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification ... and, if necessary, lands which are designated and available for residential development”. Furthermore, Section 1.4.3 states that planning authorities are required to provide an



appropriate range and mix of housing types and densities by “*permitting and facilitating forms of housing required to meet the social, health and well-being requirements of current and future residents*”. Planning authorities must also direct development of new housing to locations where there are appropriate levels of infrastructure.

The approval of the proposed development will contribute to the Township reaching the above objectives required by the PPS.

The proposed development represents increased residential densities on lands that have been designated for residential development. The proposed development will not require an uneconomical expansion to existing municipal infrastructure and will provide additional residential housing units within the Township. By providing a higher density dwelling type, the proposed Plan of Subdivision development will meet the future social, health and well-being requirements of current and future residents of the Township of Selwyn and County of Peterborough.

#### **3.2.4 Sewage, Water and Stormwater**

Section 1.6.6 of the PPS speaks to requirements for the servicing of development. Specifically, 1.6.6.2 states that “*Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. Intensification and redevelopment within settlement areas on existing municipal sewage services and municipal water services should be promoted*”.

As noted, the proposed development will be fully serviced with municipal sewage and water servicing. As noted in the enclosed Functional Servicing Report (FSR), completed by Tatham Engineering Limited, a series of water and sewer mains will be extended and looped throughout the development area (**Appendix C**). Therefore, the development proposal is consistent with Section 1.6.6.2.

Section 1.6.6 also speaks to stormwater management. Section 1.6.6.7 requires that “[p]lanning for stormwater management shall:

- a. *minimize, or, where possible, prevent increases in contaminant loads;*
- b. *minimize changes in water balance and erosion;*
- c. *not increase risks to human health and safety and property damage;*



- d. *maximize the extent and function of vegetative and pervious surfaces; and*
- e. *promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development”*

A preliminary Stormwater Management (SWM) Plan, also completed by Tatham, was undertaken in support of the proposed Plan of Subdivision (**Appendix C**). Given the size of the entire Plan of Subdivision, a number of stormwater management facilities are planned for the proposed development.

Overall, stormwater will drain through underground piped systems to various SWM facilities, including wet and dry ponds and wetlands throughout each phase and catchment area. These ponds and wetlands will provide additional quality control prior to outletting off-site.

All phases will utilize stormwater management best practices, including enhanced treatment level water quality control to ensure no negative impacts to downstream receivers. Erosion and sediment control measures will also be implemented during and following construction of the development in order to minimize erosion and sediment transport off-site. Overall, these measures will ensure that stormwater quality and quantity is controlled on-site during construction, and after full build-out. The proposed development will not increase risks to human health and safety and property damage, and pervious surfaces and naturally vegetative areas (particularly adjacent to Ray’s Creek) will be utilized throughout the development in order to increase permeability.

Therefore, the proposed development is consistent with Section 1.6.6 of the PPS.

### **3.2.5 Natural Heritage**

Section 2.1 of the PPS states that natural features and areas shall be protected for the long term, and that development and site alteration shall not be permitted within significant natural areas and significant habitat of endangered species. As discussed, Ray’s Creek crosses the western portion of the subject lands. A large extent of the area adjacent to Ray’s Creek features some wetland communities. As such, an Environmental Impact Assessment (EIA) was undertaken to determine the significance and extent of these wetland features (**Appendix E**). The EIA, which was conducted by GHD, also included an examination of possible fish habitat (in Ray’s Creek) and Species at Risk (SAR) habitat on the subject lands. As noted in Section 2.1.8 of the PPS, development adjacent to natural



heritage features and areas (e.g. habitat of endangered or threatened species, fish habitat, significant wetlands, significant woodlands) shall not be permitted unless it is demonstrated that there is no negative impact to the features or their ecological functions.

The EIA provides a summary of all of the features identified on the site, which includes several unevaluated wetlands and significant woodland communities. The EIA also provides recommendations for developing the site, including (but not limited to) providing 30 metre setbacks from identified features, retaining natural vegetation where possible, and limiting tree cutting as much as possible.

Provided these recommendations are followed, the report concluded that the proposed development will not result in negative impacts on the identified features or their functions. It is anticipated that these recommendations will be incorporated into future agreements, such as site plan agreements and/or subdivision agreements, in order to ensure that they are followed. Therefore, it is our opinion that the proposed development is consistent with Section 2.1 of the PPS.

### **3.2.6 Cultural Heritage and Archaeology**

Section 2.6.2 of the PPS states that “[d]evelopment and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved”. A Stage 1 and 2 Archaeological Impact Assessment (**Appendix F**) was completed on the site by Northeastern Archaeological Associates Ltd. As discussed in the report, no artifacts or resources of cultural significance were discovered on site and Stage 3 Assessment was not recommended. Therefore, the proposed development is consistent with Section 2.6 of the PPS.

### **3.2.7 Natural and Human-Made Hazards**

Section 3.1 and 3.2 of the PPS address developments that occur within natural and human-made hazards. There are no known human-made hazards located on or adjacent to the subject lands. However, the subject lands are partially located within natural hazards: the floodplain and erosion hazards associated with Ray’s Creek. It is stated in Section 3.1.2 of the PPS that development shall not be permitted within erosion hazards and areas “*that would be rendered inaccessible to people and vehicles during times of flooding hazards*”. These areas include lands within the flood plain of a



watercourse, such as Ray's Creek. Erosion hazards associated with Ray's Creek include the outer banks of the creek.

It is proposed that all development take place beyond this engineered flood line and at least 6 metres from the top-of-bank. Therefore, the proposed Plan of Subdivision is consistent with Section 3.1 and 3.2 of the PPS.

### **3.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

The Township of Selwyn is also included within the area covered by the Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan), prepared under the *Places to Grow Act, 2005, as amended*. The Growth Plan, administered by the Ministry of Municipal Affairs and Housing (MMAH), is intended to guide decisions respecting transportation, infrastructure planning, land-use planning, housing, natural heritage and resource protection. Although the PPS provides overall policy direction on matters of provincial interests related to land use and development, the Growth Plan prevails where there is a conflict, with only two exceptions: natural environment and human health.

#### **3.3.1 Policies for Where and How to Grow**

##### **3.3.1.1 MANAGING GROWTH**

As mentioned, the subject lands are located within a settlement area. Section 2.2.1.2 a) of the Growth Plan states that *"the vast majority of growth will be directed to settlement areas that have a delineated built boundary, having existing or planned municipal water and wastewater systems and can support the achievement of complete communities"*. The subject property is located within the settlement area boundary of the former Village of Lakefield and the development will be fully serviced with municipal water and wastewater systems. The subject lands are located a short distance from a number of services for residents, including employment and retail opportunities, education facilities and the community centre. Furthermore, the proposed development will include small-scale and neighbourhood commercial uses that will provide a mix of uses that will contribute to a more complete community.



### 3.3.1.2 HOUSING

Section 2.2.6 provides policies that support a diverse range and mix of housing options. This includes increased densities and a variety of unit types and sizes. As noted in this report, the proposed development will provide an alternative housing option from the traditional lower density (single detached dwellings); a number of units within the development will be in the form of townhome and apartment/condo units. The proposed development will contribute to a more diverse housing mix for current and future residents of the Lakefield Settlement Area.

### 3.3.1.3 DESIGNATED GREENFIELD AREAS

As noted, the proposed development is located within a designated Greenfield Area within the Lakefield Settlement Area. It is stated in Section 2.2.7.1 of the Growth Plan that designated Greenfield Areas will be designed in a manner that supports the achievement of complete communities and supports active transportation.

The proposed development will be comprised of a mixture of housing and local/neighbourhood commercial uses that will contribute to a complete community. Furthermore, the development will be within walking distance a number of services within Lakefield, including larger commercial uses, social services, recreational uses and institutional uses. As noted above, the development will feature a number of paths between lots/blocks for walking and biking. It is the intention to create a development where commercial uses and services both within the development area and outside the development area are easily accessible via active transportation.

### 3.3.2 Natural Heritage System

Section 4.2.2 of the Growth Plan sets out policies for protecting natural heritage features and biodiversity throughout the Growth Plan area. According to Section 4.2.2.1 “[t]he Natural Heritage System mapping will exclude lands within settlement area boundaries that were approved and in effect as of July 1, 2017”. Since the subject property is located within the delineated settlement area of the former Village of Lakefield, the policies relating to the Natural Heritage System do not apply.



Therefore, the proposed development on the subject lands conforms with the applicable policies of the Growth Plan and will contribute to the County of Peterborough and the Township meeting its housing goals.

### **3.4 County of Peterborough Official Plan**

The County of Peterborough Official Plan (CPOP) is an upper-tier planning document, which provides a guide for more general land use and development issues within the County. The CPOP also serves as the lower-tier Official Plan for the Township of Selwyn, which is discussed further in **Section 3.5** below.

#### **3.4.1 Settlement Areas**

Section 4.2.3 outlines that the former Village of Lakefield has been identified as a Settlement Area within the Township of Selwyn. The applicable policies are outlined below:

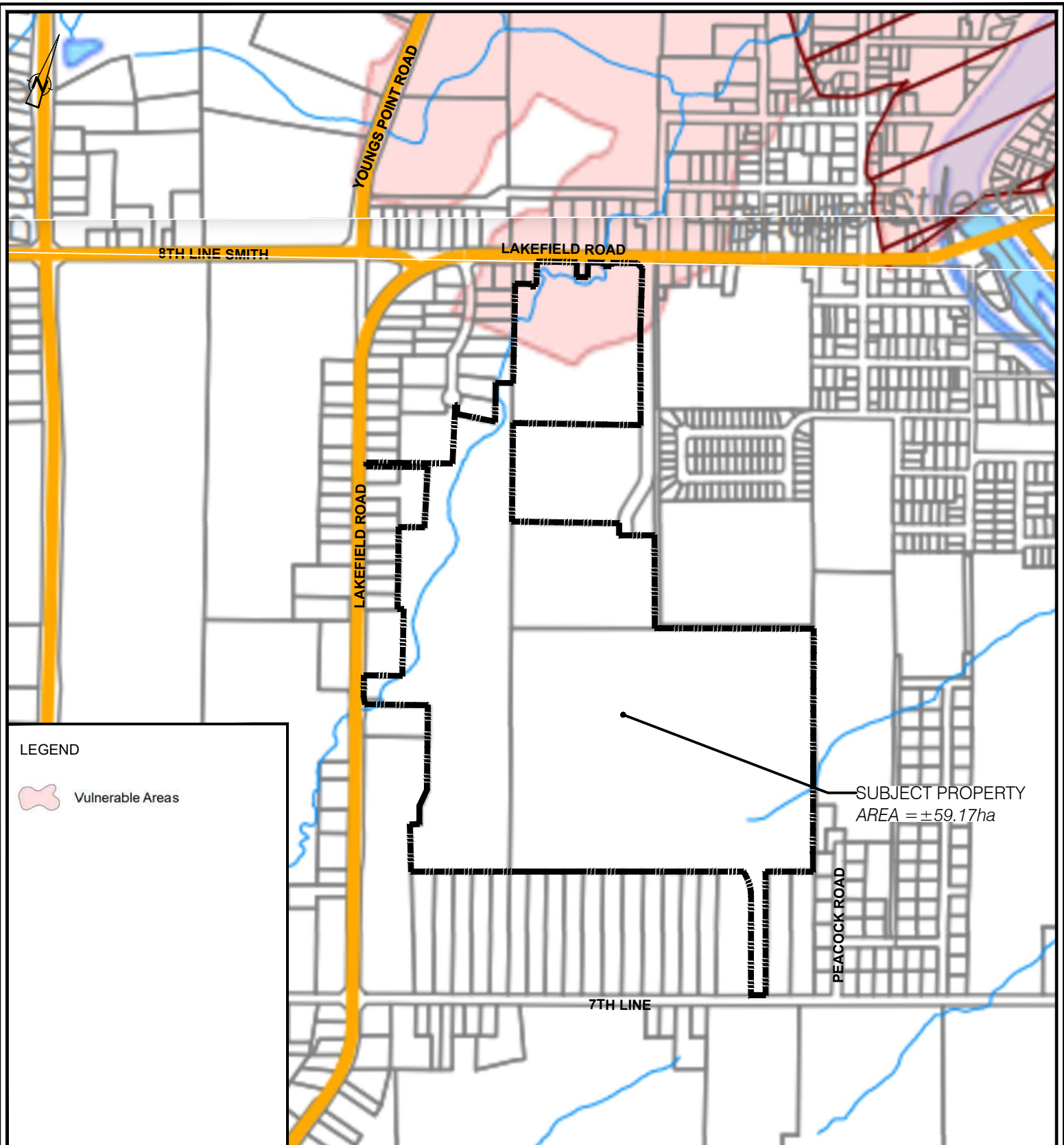
- *New land uses, including the creation of lots, shall comply with the Source Water Protection policies of Section 5.7 where applicable;*

A portion of the property is identified within a “Vulnerable Area”, according to Schedule C1 to the CPOP (**Figure 3 – County of Peterborough Official Plan Schedule C1**). As per Section 5.7 of the CPOP, the proposed uses on the subject lands (residential and local commercial) are not listed among the activities that are prohibited within the Vulnerable Area. Furthermore, no new wastewater collection systems will be located within this portion of the property and a Section 59 Notice has been included with this application.

- *The Council recognizes that in order to efficiently utilize existing and potential services and facilities [...], future growth should be directed to those settlement areas that currently have servicing systems or can be reasonably expect to obtain them in the future;*

The subject property will be serviced through existing municipal sewage and water services and will not require uneconomical or premature expansion.





**FIGURE 3 - COUNTY OF PETERBOROUGH OFFICIAL PLAN**  
*SCHEDULE C1-Source Water Protection Schedule*



www.ecovueconsulting.com

PROJECT NO: 16-1667

DATE: SEPTEMBER 18 2023

HORIZ. SCALE: 1:10,000

**TRIPLE T HOLDINGS**  
**LAKEFIELD SOUTH PLAN OF SUBDIVISION**  
 3358 LAKEFIELD ROAD  
 PART OF LOT 26 & 27, CONCESSION 07  
 GEOG. TWP. OF SELWYN  
 COUNTY OF PETERBOROUGH



- *Where possible, but especially for development on full services, mixed-use developments, narrowing 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 neighbourhoods for residents;*

The proposed development incorporates a range of housing types, with local/neighbourhood (storefront retail) commercial uses to help encourage a more complete neighbourhood and reduce greenhouse gas emissions. In addition to residential and commercial uses, open space and pedestrian connections will be established throughout the development. As noted, the development features a network of walking/biking paths that will provide linkages within the subdivision – including Ray’s Creek wildlife area – and to areas outside of the subject lands.

- *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 noted, the proposed OPA is required in order to increase the density within the development area in order to encourage a more compact community. The proposed development will also occur in depth and will utilize the entirety of the developable portions of the subject lands between Lakefield Road and the 7<sup>th</sup> Line.

### **3.4.2 Other Strategic Components**

Section 5.0 of the CPOP speaks to Other Strategic Components, including 5.1, which speaks to housing. Section 5.1.3.1 states that 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 Area policies of Section 4.2 of this Plan”.

The subject property is located in close proximity to services such as grocery stores, retail, recreation facilities and community centres. Although public transit is not a viable option in Lakefield, many of these services are in walking distance from the subject lands. As described above, the proposed development will feature a number of walking paths that will connect pedestrians and bikers to



commercial uses within the development and to services in the immediate area. In addition, Lakefield Elementary School is located adjacent to the subject lands, which will serve the residents of the proposed development.

#### 3.4.2.1 GREENFIELD TARGETS

It is further stated in Section 5.1.3.1 that “*the careful development of greenfield areas is necessary*” and that greenfield targets “*will be realized through developments that include a range of housing including singles, semis and multiple dwellings and condominiums*”. It is also stated that the greenfield target, as required by the Growth Plan, is 40 residents/jobs per hectare.

In this case, the proposed development will provide approximately 54 residents\* per net hectare<sup>1</sup>. Although a specific number of jobs is unknown at this time, it is anticipated that at least 20-30 people may be employed within the proposed 4,000 square metres of available neighbourhood commercial uses.

Therefore, it is our opinion, the proposed development conforms to the general policies of the County of Peterborough Official Plan.

### 3.5 County of Peterborough Official Plan Local Component – Township of Selwyn

Sections 6.0 and 7.0 of the CPOP include Local Plan Policies that are directly applicable to the Townships of Asphodel-Norwood, Douro-Dummer, Selwyn and North Kawartha. The Local Plan Policies take the place of a local Official Plan for each of the aforementioned municipalities. The Local Plan Policies include land use designations and general development policies.

The subject lands are designated Low Density Residential, Site Specific Policy Area (Section 6.3.3.7) and Environmental Constraint Area (Section 6.2.15.4 (a)), according to Schedule A1-1 of the CPOP (**Figure 4 – County of Peterborough Official Plan Schedule A1-1**). The proposed OPA will

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<sup>1</sup> Although not specified in the CPOP, a net hectare calculation was used in conformity with requirements of the Growth Plan. Therefore, Block 11, which is comprised entirely of undevelopable natural heritage features, was not used in the calculation.

\*50 units per net hectare based on average household size within the Township of Selwyn according to the 2021 Census ((2.5 persons per household x total units)/total net hectares = residents per net hectare)



redesignate the Low Density Residential lands to Medium Density Residential – Special Policy, in order to permit higher densities and neighbourhood/local commercial uses within the ground floor of the apartment/condo buildings. The lands to be redesignated are primarily the areas currently designated Low Density Residential.

### **3.5.1 Residential Designation – Lakefield**

Section 6.3.3 of the CPOP specifically speaks to the residential designations within the Lakefield Settlement Area. It is stated in Section 6.3.3 b) that the predominant use of land within the Residential category shall be low and medium density residential uses.

#### *3.5.1.1 GENERAL POLICIES APPLICABLE TO ALL RESIDENTIAL DESIGNATIONS*

Section 6.3.3 c) provides a list of general policies that apply to all residential designations, including both low and medium density. An examination of each applicable policy is provided below:

- ii) Priority shall be given to the infilling of residential areas. All new residential development shall be fully serviced by municipal water supply and sanitary sewerage systems.*

Although the proposed Plan of Subdivision is not an infill development, the proposal represents a logical extension of the existing built boundary within the Settlement Area. The subject lands are located adjacent to both sewage and water services and all units will be municipally serviced.

- iii) A variety of low and medium density housing types, styles and densities shall be made available in the residential areas of the Community. Medium density housing shall not be intermixed indiscriminately with low density housing. Through [sic] careful site planning provision shall be made to ensure that higher density developments are compatible with adjacent lower density housing.*

Although considered low to medium density overall, the proposed development will include a variety of housing types and densities within the subdivision area, including single detached dwellings, townhomes and apartment/condo buildings. Careful consideration has been taken regarding the placement of each type of unit on the subject lands. Higher density units (i.e. apartments and townhomes) are concentrated in clusters and adjacent to areas where there will be minimal impact to



existing residential development to the east. The highest densities within the proposed development will be located in the central area of the property, within the inner-ring road area. Other apartment/condo clusters will be located adjacent to the natural areas (i.e. Ray's Creek) and stormwater facilities. Lower density units (single detached) are interspersed throughout the development area, including those portions of the subject lands immediately adjacent to existing low density development.

- iv) Wherever possible sidewalks and separate pedestrian walkways shall be encouraged to facilitate access to elementary schools and parks and provide for the physical separation of pedestrian and vehicular traffic.*

As shown on **Figure 2**, the draft plan features an extensive off-street pedestrian walkway network. These proposed walkways will cross between streets and provide easy access within the proposed development. The walkways direct pedestrians to open space areas within the development and to the Lakefield Elementary School facilities and other off-site amenities to the north and east.

- v) The average population density of the [sic] Lakefield shall not exceed 75 persons per gross hectare of land designation for residential purposes on Schedule "A1-1" of this Plan.*

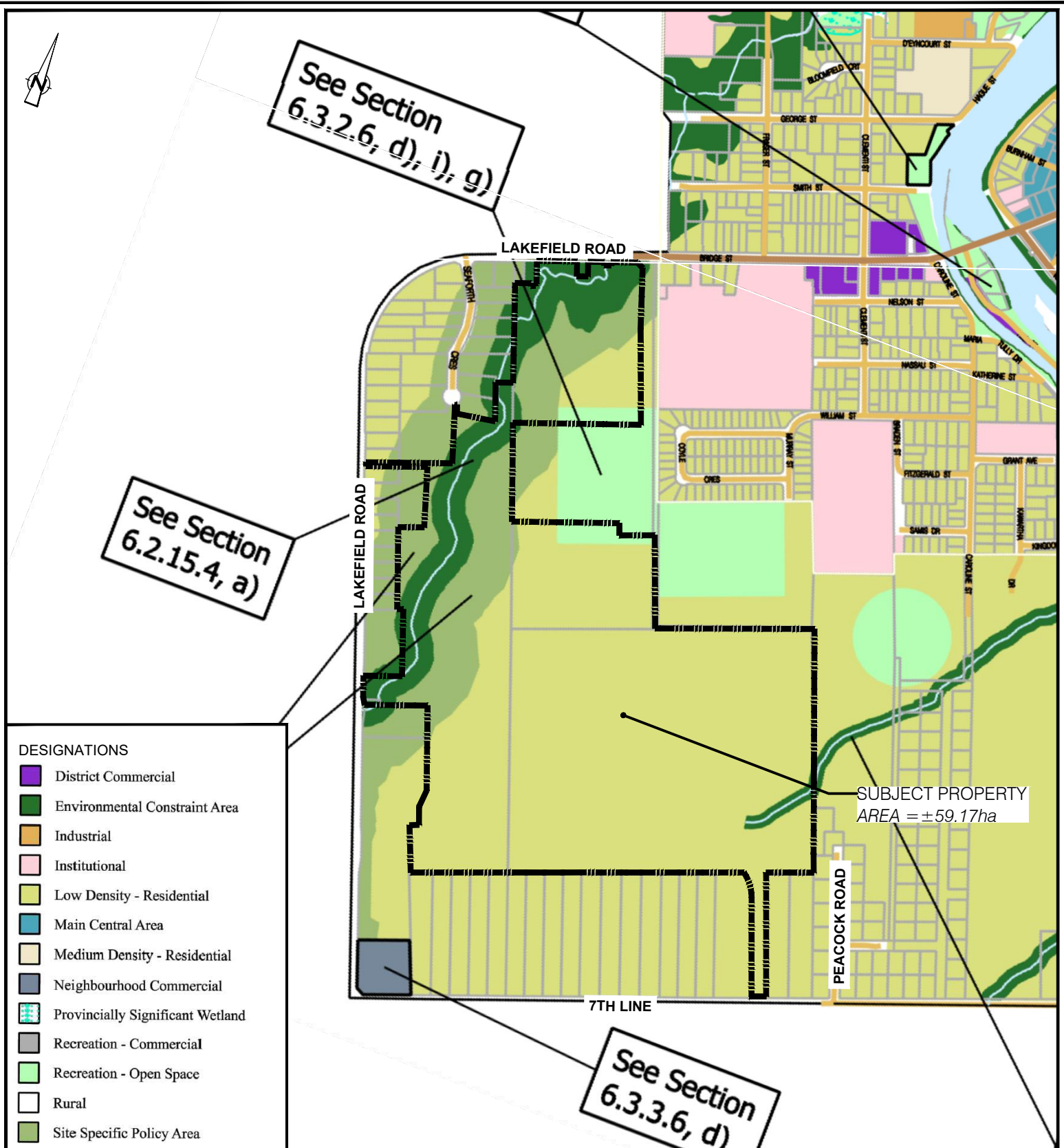
As noted above, the proposed development will accommodate approximately 50 persons per gross hectare.

- ix) Adequate off-street parking shall be provided for all permitted uses within the Residential designations.*

Adequate off-street parking will be provided for all of the proposed 910 units within the Plan of Subdivision. As shown on the draft plan, lot and unit configurations have accounted for off-street parking. Details of the parking will be provided as each development phase and through zoning and stie plan control.

### **3.5.1.1 MEDIUM DENSITY RESIDENTIAL AREAS**

In addition to the general residential policies, the proposed development is subject to the Medium Density Residential policies of Section 6.3.3.3 of the CPOP. An examination of each applicable policy is provided below:



**DESIGNATIONS**

- District Commercial
- Environmental Constraint Area
- Industrial
- Institutional
- Low Density - Residential
- Main Central Area
- Medium Density - Residential
- Neighbourhood Commercial
- Provincially Significant Wetland
- Recreation - Commercial
- Recreation - Open Space
- Rural
- Site Specific Policy Area

**FIGURE 4 - COUNTY OF PETERBOROUGH OFFICIAL PLAN  
SCHEDULE A1-1**

PROJECT NO: 16-1667

DATE: SEPTEMBER 18 2023

HORIZ. SCALE: 1:10,000

**TRIPLE T HOLDINGS**  
**LAKEFIELD SOUTH PLAN OF SUBDIVISION**  
 3358 LAKEFIELD ROAD  
 PART OF LOT 26 & 27, CONCESSION 07  
 GEOG. TWP. OF SELWYN  
 COUNTY OF PETERBOROUGH

- a) *The predominant use of land within the Medium Density Residential Area designation shall be medium density residential uses. Permitted uses shall include row or cluster housing, quadraplexes, low rise apartments, street townhouses or other similar multiple-density housing, home occupation uses and public and institutional uses which are complementary to and compatible with the basic residential function of the area.*

As noted herein, the proposed development will include low rise apartments and street townhouses, both of which are listed as permitted uses in the Medium Density Residential designation. Although single detached dwellings are not listed, it is understood that they form part of a larger medium density area and that lower density housing types may occur within a medium density development.

It is also noted that neighbourhood or local commercial uses are not listed as permitted uses within this designation. It is proposed that the OPA introduce a special Medium Density Residential designation that will permit – in addition to the residential uses – some neighbourhood or local commercial uses, such as convenience stores, small-scale retail, personal service establishments, offices and other similar uses within specified areas of the Plan of Subdivision. Justification for the proposed integration of neighbourhood commercial uses within the proposed development area is provided in Section 3.5.1.3 of this Report.

- b) *The average density of development within a Medium Density Residential Area shall generally be 30 units per gross hectare*

The proposed development overall will feature 910 units on 57.54 hectares of land. This equals 15 units per gross hectare ( $910 \text{ units} / 57.54 \text{ gross hectares} = 15.82 \text{ units/ha}$ ). However, there will be higher densities within portions of the proposed development, particularly within apartment/condo and townhome lots/blocks. Phase 8, which will contain the highest density, will have a maximum of 49 units per hectare. Although this exceeds 30 units per gross hectare, the policy discussed below allows exceedances of this density for apartment/condo buildings.

- c) *Notwithstanding the provisions of Section 6.3.3.3 b), the maximum height and density of a low rise apartment permitted within the Medium Density Residential designation shall be three storeys and 50 dwelling units per net hectare respectively, provided that, where adjoining lands are designated Medium Density Residential, the overall density of*



*development within the Medium Density Residential Area as a whole does not exceed 37 units per gross hectare.*

All apartment/condo buildings within the proposed Plan of Subdivision will not exceed three storeys. As noted above, each building will be located on a separate lot, where the densities will not exceed 50 units per net hectare.

- d) The development of new multiple density dwelling units within the Medium Density Residential designation shall be designed and sited to maximize their effect on adjacent land uses, particularly low density residential uses.*

As noted above, the proposed apartment/condo blocks will be configured in a manner that will minimize impacts to any adjacent land uses.

- e) Adequate buffer planting and screening shall be provided between Medium Density Residential and Low Density Residential areas to provide for a reasonable degree of compatibility and spatial separation.*

All apartment and/or condo blocks within the development area will contain adequate spacing in order to accommodate vegetative screening from adjacent low density uses. The details of buffering and screening will be confirmed through site plan approval.

- f) The Township in considering an application for an amendment to this Plan to designate additional lands Medium Density Residential, shall have regard to the policies in Section 7.9 as well as the following:*
  - i) The location of the subject lands relative to existing and proposed arterial and collector roads;*

The proposed development is discussed in the context of Section 7.9 of the CPOP in Section 3.5.2 of this Report. Furthermore, the proposed road network with the Plan of Subdivision will be integrated with the existing municipal road network through the extension of Tower Road and Murray Street and a connection to 7<sup>th</sup> Line. As noted in the Traffic Impact Study (**Appendix G**), the proposed development





can be supported by the existing road network, although a number of improvements to the existing network must occur throughout the various phases of the development.

*ii) The availability and adequacy of municipal services, public and parkland and schools;*

As noted in this Report, municipal services are available on the subject lands, and extensions of those services will occur throughout the various phases of the development. Large areas of the development will be dedicated as park space, and it is anticipated that the nearby Lakefield Elementary School can accommodate the influx of students.

*iii) The nature of adjoining land uses and the potential impact on adjacent residential areas, particularly low density areas; and*

As discussed previously, the design of the proposed Plan of Subdivision considers potential impacts to adjacent land uses. Ray's Creek is located on west side of the development, which provides a significant buffer between residential uses on Lakefield Road to the west and the proposed units within the Plan of Subdivision. Townhome and apartment and/or condo units will generally be located in the centre of the development, or in areas that are a significant distance from existing low density residential development. Furthermore, the strip of existing residential development to south (on 7<sup>th</sup> Line) will be adjacent to low density development within Phase 4 of the Plan of Subdivision.

*iv) The availability of lands for development or redevelopment of medium density residential and the need to designated additional lands.*

There is a demonstrated need to provide additional lands for medium density development within the Lakefield Settlement Area. A small number of properties within the Settlement Area are designated for medium density development. Most of these properties have been developed, or are in the process of being developed. Given the need for the Township to provide higher densities, it is appropriate that the subject lands be redesignated to the Medium Density Residential designation in order to accommodate the proposed number of units.

*g) Medium density residential uses shall be zoned in separate zoning categories in the implementing Zoning By-law. New development of medium density residential shall require*



*an amendment to the implementing Zoning By-law and shall address the policies in Section 7.9 of this Plan.*

Separate zoning categories are proposed for the development area by way of a Zoning By-law amendment, as discussed in **Section 3.6** of this Report, below. Furthermore, the policies of Section 7.9 of the CPOP are discussed below.

### 3.5.1.2 NEIGHBOURHOOD COMMERCIAL – SECTION 6.3.3.6 D)

As per Section 6.3.3.6 d) of the CPOP, a 1-hectare portion of an adjacent property (not owned by the applicant) at the corner of Lakefield Road and 7<sup>th</sup> Line has been designated Neighbourhood Commercial in order to permit a small plaza that will serve the Lakefield South residents. Although this designated area is located on an adjacent property, the Township previously intended for this specific location to provide commercial services for all residential development within the overall Lakefield South area, including the subject lands. The special policy for this designation states that the proposed plaza shall have a total maximum gross floor area of 2,300 square metres, with a maximum of 230 square metres for individual units. This maximum number is derived from a Retail Market Analysis completed in 2003, which also recommended a maximum area of 4 acres (1.6 hectares) to accommodate the commercial uses that would serve the Lakefield South area.

Since the proposed development on the subject lands will include neighbourhood/local commercial uses, the Township and County have request that applicant examine the 2003 Analysis to determine if additional commercial uses in the Lakefield South area will conflict with its results and conclusions. The 2003 Analysis was required in order to ensure that Lakefield's other commercial retailers, primarily those within the downtown area, were not adversely impacted by future commercial uses in the Lakefield South area.

As noted herein, the Plan of Subdivision will include a maximum of 4,000 square metres of total neighbourhood commercial floor space that may only be utilized within the ground floor of the apartment and/or condo buildings. The ground floor of each apartment and/or condo building may have commercial uses within the entirety of the ground floor, but the maximum allowable floor space may not be exceeded within the entire development area.



### Review of 2003 Retail Market Analysis

The 2003 Analysis makes several assumptions that should be noted:

1. Neighbourhood commercial uses appear to encompass a full spectrum of commercial uses, including larger retail and supermarket retail that would be typically permitted within the District Commercial and Main Central Area designation, and not permitted within the Neighbourhood Commercial designation.
2. The Study area encompasses all other areas of the Township, as well as the Township of Douro-Dummer. This is required in order to determine demands for larger-scale uses that draw from a regional market.
3. Some of the personal service commercial uses, including video rental and shoe repair, are antiquated and do not reflect current trends in commercial uses.

These assumptions are important to note when considering additional commercial floor space for the Lakefield South area. Although the intention is to allow for some retail uses, the proposed commercial uses within the Plan of Subdivision are intended to be limited to smaller-scale uses such as convenience retail, medical offices, general office space, small boutiques, restaurants, and cafes.

The 2003 Study provided specific sizes of floor space for specific uses. The majority of the allotted floor space is for “department store-type” retail. It is noted that proposed development will not include any commercial uses of this type.

Aside from convenience retail, restaurants and cafes, a large portion of the proposed neighbourhood commercial uses within the development area will be concentrated in the local office/home-based business and personal service retail, as well as medical office uses (e.g. general practitioner, massage therapy, chiropractic, dentist, etc.), which were not considered within the 2003 Analysis. It is anticipated that many of the commercial uses established on the ground floors of the apartment and/or condo buildings will be smaller-scale service businesses that can operate with limited space. It is our opinion that such an increase in this type of commercial floor space does not negatively impact other commercial districts that rely on larger food and general merchandise retailers.

It is also noted that both the Provincial (PPS and Growth Plan) and local (CPOP) planning documents that guide land use in the former Village of Lakefield, have changed significantly (or did not exist) since the Analysis was completed and the special Neighbourhood Commercial designation was applied to the adjacent lands. The overall tenets of good planning include the development of complete communities and are walkable and include a mixture of land uses. Both the Growth Plan and CPOP *require* municipalities to accommodate people *and* jobs within Greenfield Areas. It is understood and accepted that small-scale commercial uses are an integral component of large-scale residential development – particularly in those areas where low to medium density residential is proposed. Also, as noted previously in this report, there is no requirement to demonstrate the need for mixed-use development.

Therefore, it is our opinion that the inclusion of neighbourhood/local commercial uses within the proposed development does not conflict with previous analyses and represents good planning. It is proposed that the future designation on the subject lands include a maximum of 4,000 square metres for neighbourhood commercial uses within the ground floor of all apartment and/or condo buildings, with limits for the types of uses described above. It is anticipated that those limits will be detailed in the implementing Zoning By-law.

### 3.5.1.3 SITE SPECIFIC SPECIAL POLICY AREA – LAKEFIELD SOUTH

The portions of the subject lands adjacent to Ray’s Creek are designated Site Specific Special Policy and are discussed in Section 6.3.3.7 of the CPOP. As stated in Section 6.3.3.7, a subwatershed study may be produced prior to “*extensive development occurring in the area*”. The study is intended to demonstrate the areas that may be developed, areas that cannot be developed and areas that may require further study in order to determine impacts from future development. All development within this area will require an Environmental Impact Assessment, completed to the satisfaction of ORCA, the Township, the County and the Ministry of Natural Resources and Forestry (if applicable).

ORCA conducted an Opportunities and Constraints Study in 2003 to determine development constraints within the Lakefield South area. This report provided a general understanding of where natural heritage and natural hazard constraints were located on the subject lands. Further to this, an Environmental Impact Assessment (EIA) was conducted by GHD on behalf of the applicant in order to confirm the extent of all features on the subject lands, and to further study the features identified by



ORCA. The EIA provided up-to-date mapping of all features, and has been implemented into the planning of the proposed Plan of Subdivision.

Section 6.3.3.7 e) further requires that lands identified as “environmentally sensitive” within the special policy area be rezoned to a “Conservation/Open Space type zone” in the implementing Zoning By-law. Also, any development proposed within the areas identified on Schedule A1-1 to the CPOP shall be accompanied by an EIA demonstrating no negative impact to the features. A Section 59 Notice must also be provided with any application for development on lands within the identified vulnerable areas.

As noted in **Section 3.6** of this Report, it is proposed that all features identified in the EIA shall be zoned to an Environmental Protection (EP) Zone. The EIA states that no negative impact to the features will occur as a result of the proposed development, and a Section 59 Notice has been included with this submission.

As such, the proposed OPA, ZBA and Plan of Subdivision conforms to the policies of Section 6.3.3.7 of the CPOP.

#### *3.5.1.4 ENVIRONMENTAL CONSTRAINT – LAKEFIELD SOUTH DEVELOPMENT AREA*

In addition to the environmental policies of Section 6.3.3.7 of the CPOP, the lands on the western portion of the property are also designated Environmental Constraint – Site Specific Special Policy. These site-specific policies are discussed in Section 6.2.15.4 of the CPOP, which further states that all lands within 120 metres of the Ray’s Creek Linkage Wetland are subject to the policies of Section 6.3.3.7. Furthermore, a Section 59 Notice is required for all development within the vulnerable areas identified in the source water protection mapping. As discussed throughout this report, these policies have been met through the EIA and Section 59 Notice provided with this submission.

### **3.5.2 Criteria for Assessing Official Plan Amendment Applications**

Section 7.9 of the CPOP states that the Township shall have regard for the following when evaluating an application to amend the Official Plan (non-applicable sections have been omitted):

#### *7.9.1 The need for the proposed use.*

The principle of use has been established on the site as the subject lands are currently designated for residential uses. The proposed OPA will increase the density of residential units permitted within the development area, which is consistent with Provincial policy. The development will provide additional housing and a greater variety of housing types within Lakefield. This is needed, as the existing residential market in the area is largely comprised of single detached dwellings. Furthermore, neighbourhood/local commercial uses are required in order to accommodate the needs of residents within the new community.

*7.9.2 The extent to which the designated areas in the proposed categories are developed, and the nature and adequacy of such existing development.*

As noted above, the Medium Density Residential designation only applies to a small number of properties within the Lakefield Settlement Area, most of which have been developed. As discussed, there is a need for increased densities within Lakefield, in keeping with the direction of the PPS and the Growth Plan.

*7.9.3 The physical suitability of the land for such proposed use...*

As discussed in a number of reports enclosed as appendices, the subject lands are suitable for the proposed development. All development will be taking place outside of identified natural heritage features and natural hazards.

*7.9.4 The location of the area under consideration with respect to:*

*a) the adequacy of the existing and proposed highway system and municipally owned and maintained roads in relation to the development of such proposed areas;*

As stated in the Traffic Impact Report, the traffic resulting from the proposed development can be accommodated within the existing road network, with upgrades required as phasing progresses.

*b) the convenience and accessibility of the site for vehicular and pedestrian traffic and the traffic safety in relation thereto:*

The proposed road network within the development will connect to existing municipal roads at three points – Tower Road in the north, Murray Street in the northeast, and the 7<sup>th</sup> Line in the south. As noted, there are numerous pedestrian walkways that will provide direct connections through the development lands to open space and natural heritage features.

*c) the adequacy of the potable water supply, sewage disposal facilities, and other municipal services in view of the policies contained in Section 7.3 of this Plan and in accordance with technical reports or recommendations which the Township shall request from any appropriate authority such as the Ministry of Environment and Peterborough Health Unit deemed advisable; and,*

As described herein and in the FSR, the proposed development will be adequately serviced with municipal water and wastewater.

*d) opportunities for the protection and enhancement of the natural environment.*

As discussed in the EIA, the natural heritage features on the site, including Ray's Creek and its associated flood plain and wetlands, will be protected from development with 30 metre setbacks that will contain natural vegetation. The EIA concludes that the development will have no negative impacts on the features within the development area, subject to the recommendations provided.

*7.9.5 The compatibility of the proposed use with uses in adjoining areas.*

*7.9.6 The effect of such proposed use on the surrounding area regarding possible depreciation of adjacent properties.*

As noted extensively in this report, the proposed development will blend with the character of surrounding land uses. Most of the proposed units will be located a suitable distance from other existing residential units. Only single detached dwellings will be developed on those portions of the subject property that are adjacent to existing residential uses. Therefore, it is our opinion that there will be no compatibility issues with adjacent properties. Moreover, the proposed

development will be of the highest quality and will improve and enhance the character of the area.



### *7.9.7 The potential effect of the proposed use on the financial position of the Township.*

The proposed development will result in significant development charges for the Township, and will add additional residential units to the tax base. Adding additional residents to the Township will also result in more money being spent at local businesses, improving the viability of the Township's commercial base.

### *7.9.11 Demonstration of how the proposal conforms to the Provincial Growth Plan.*

As explained in **Section 3.2** of this Report, the proposal conforms to the Growth Plan.

### **3.5.3 Transportation – Schedule B1-1**

The proposed development is further guided by the Transportation policies of the CPOP, notably Schedule B1-1 to the CPOP, which identifies, conceptually, the type and location of future roads within the former Village of Lakefield (Figure 5 – County of Peterborough Official Plan Schedule B1-1).

As shown on the Schedule, two future “collector” roads are proposed within the subject lands and surrounding area: a north-south collector between Lakefield Road in the north and 7<sup>th</sup> Line and an east-west collector road between the north-south collector and Lakefield Road in the west.





The proposed draft plan shows a north-south collector road (Street “A” and Street “K”) and an east-west collector road (Street “D”) that loops back towards the south and connects to the proposed Street “K” collector. There is no western connection to Lakefield Road, which differs from the conceptual transportation plan in Schedule B1-1. As such, in addition to the other aforementioned schedule changes, Schedule B1-1 must be amended to reflect the proposed road network within the draft plan of subdivision.

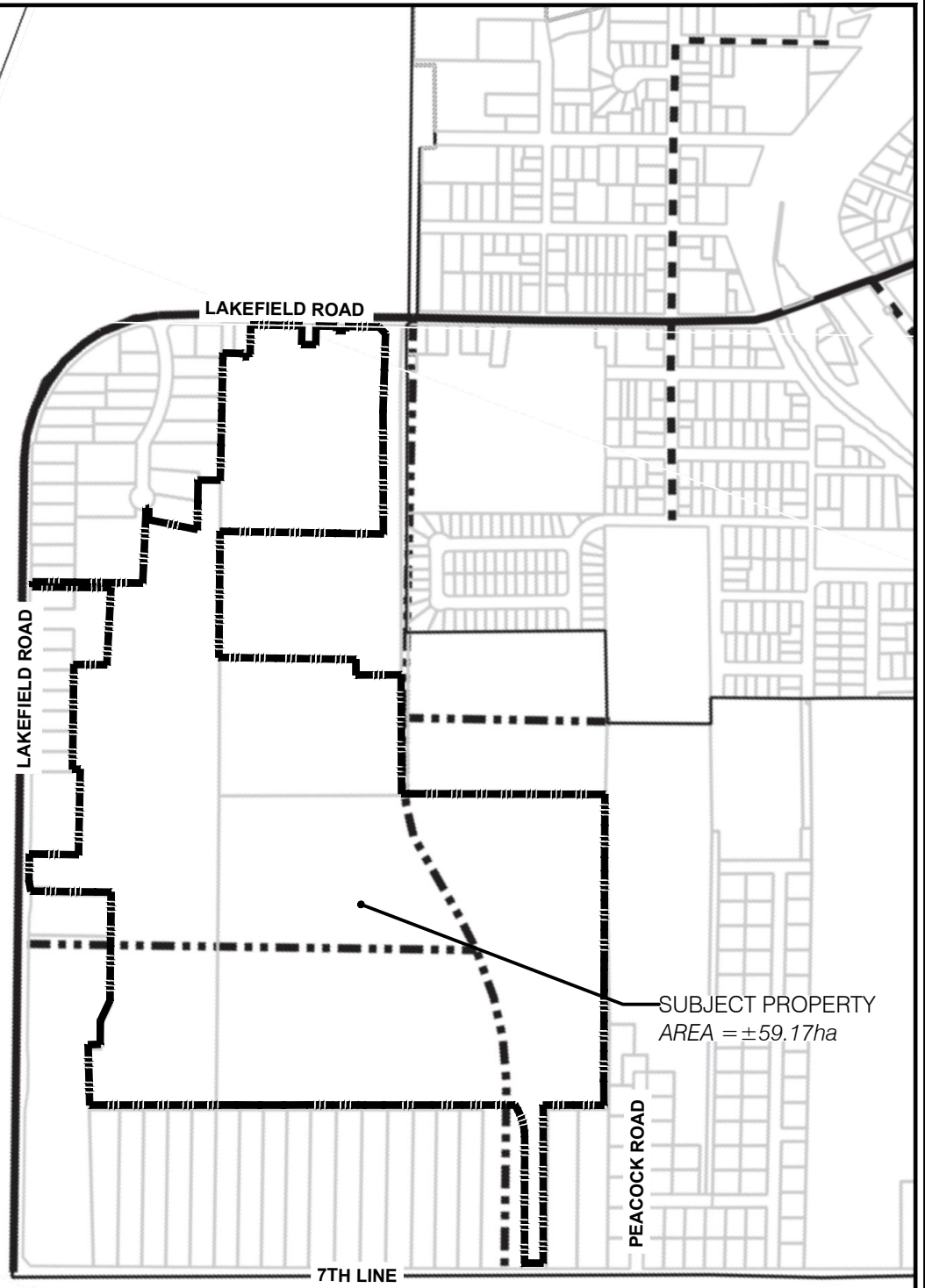
In our opinion, this change to the transportation plan is appropriate and represents logical development within the Lakefield South lands. Extending an east-west collector road to an intersection with Lakefield Road in the west would require disturbance to the Ray's Creek floodplain and associated natural heritage features. If a road connection were to be provided to the south of the creek (which would require crossing at least one adjacent property), it would not align with the proposed collector Street “D”.





LEGEND

-  Arterial Rd
-  Collector Rd
-  Proposed Collector
-  Local Rd



**FIGURE 5 - COUNTY OF PETERBOROUGH OFFICIAL PLAN**

*SCHEDULE B1-1 Roads Plan - Urban Component Village of Lakefield*

PROJECT NO: 16-1667

DATE: SEPTEMBER 18 2023

HORIZ. SCALE: 1:10,000



www.ecovueconsulting.com

**TRIPLE T HOLDINGS**  
**LAKEFIELD SOUTH PLAN OF SUBDIVISION**  
 3358 LAKEFIELD ROAD  
 PART OF LOT 26 & 27, CONCESSION 07  
 GEOG. TWP. OF SELWYN  
 COUNTY OF PETERBOROUGH



It should also be noted that the dotted lines on Schedule B1-1 indicate *possible* road connections and represents a concept as to how traffic may be accommodated within undeveloped areas. In this case, the applicant has provided substantial justification through a Traffic Impact Study (and addendum) as to why the proposed road network is appropriate for the development of this portion of the Lakefield Settlement Area.

### 3.6 Township of Selwyn Comprehensive Zoning By-Law 2009-021

The subject property is zoned the Development (D) Zone, according to Schedule 'A' to By-law 2009-21 (**Figure 5 – Township of Selwyn Comprehensive Zoning By-law 2009-021 Schedule "A"**) The Development (D) Zone prohibits new development and only permits uses that existed at the time of the passing of the By-law. As such, a Zoning By-law amendment will be required to permit the proposed residential development.

Potential zones have been identified for each portion of the development below and can be seen in more detail in **Appendix B – Draft Zoning By-law and Schedule**.

- A **Residential Type One Exception (R1-\*\*) Zone** will be applied to all single detached dwelling lots. Single detached dwellings are a permitted use in the R1 Zone, however, modified minimum lot areas and frontages are proposed for the lots within this exception zone, as shown on the enclosed schedule.
- The **Multiple Residential Exception (R3-\*\*) Zone** will be applied to all lots and blocks that contain townhome units and apartment and/or condo buildings. A site-specific R3-\*\* Zone will be applied to the apartment and/or condo blocks and will include a provision that permits up to 4,000 square metres of commercial floor space within the entire development area. The R3-\*\* Zone will also specifically outline permitted commercial uses and will allow for a reduction in parking to 1.5 spaces per unit for apartment dwellings, where two (2) spaces per unit is required.
- The **Environmental Protection (EP) Zone** will be applied to areas within Block 11 (Ray's Creek Natural Area) that are not already zoned EP in order to prohibit development on these lands.



- The **Open Space (OS) Zone** will be applied to the stormwater management facilities and pedestrian/biking walkways.
- The **Development (D) Zone** will continue to apply to the lands directly west of Rays Creek, beyond the existing/proposed EP Zone.

It should be noted that development of future phases may require modifications to the overall plan, thereby changing the potential zone categories that are applied to the subject lands.

### ***3.6.1 Parking Reduction in the R3 Exception Zone***

Given that the applicant is proposing a reduction in the minimum parking requirement for the apartment dwellings (1.5 per unit), the Township has requested additional justification for the reduction and examples of similar parking standards that have been applied to other similar developments in comparable municipalities.

Many municipalities in Ontario are reducing parking standards in zoning by-laws based on shifting trends and approaches to community building. There are a number of reasons for reducing parking standards:

- The parking demands for apartment tenants within apartment buildings are typically much lower than those for single detached dwellings. Most tenants in apartment buildings own one vehicle, even in communities without public transit.
- Parking standards in many zoning by-laws have carried over from the original by-laws from the 1960s and 1970s. At that time, there was still a heavy emphasis on automobile usage and single detached housing types, particularly in smaller municipalities. As such, zoning by-laws in those municipalities did not necessarily differentiate parking standards between unit types.
- The shifting policy and planning approaches over the past 30 years emphasize a greater mix of housing type, even in areas that have not typically seen higher densities or diverse housing, such as multi-plexes apartment buildings. As noted above, higher density unit types are not subject to the same parking demands as lower density units.



- People moving into apartment units are fully aware of the parking limitations, either through rental or condominium agreements.

EcoVue has experience with other apartment buildings in the Township of Selwyn and other communities of similar size without public transit where parking is below a minimum of two (2) spaces per unit:

- **Rosemere Manor (Township of Selwyn)** – the Township of Selwyn previously approved a ZBA (By-law 2019-086) for “Rosemere Manor” at 1354 Young’s Point Road. The proposal included 12 one and two bedroom apartment units with a minimum parking rate of 1.5 spaces per unit. The facility has not experienced any issues with parking since opening.
- **Lock 34 in Fenelon Falls (City of Kawartha Lakes)** – this apartment building provided 1.75 spaces per unit. The apartments have been occupied for approximately 6 years. According to the developer, the parking lot is largely underused, with no more than 4-5 of the available 18 guest spaces occupied at any given time.
- **The Club at Fenelon Falls (City of Kawartha Lakes)** – although this project is not yet complete (occupancy will occur within the next several months), the minimum parking requirement for this development is 1.25 spaces per unit.
- **Tweed Elementary School Conversion (Municipality of Centre Hastings)** – the Municipality granted a reduction in parking for apartment units from 2 spaces per unit to 1.5 spaces per unit.

From a historical perspective, it should be noted that **the former Village of Lakefield Zoning By-law 92-62 permitted 1.5 spaces per unit** for apartment, dwelling houses, fourplexes, triplexes, condominiums, and rental houses. This rate was increased with the repeal of By-law 92-62 and replacement with the current comprehensive Zoning By-law. We are requesting that the Township apply this former standard to the R3-\*\* Zone for apartment dwellings only.

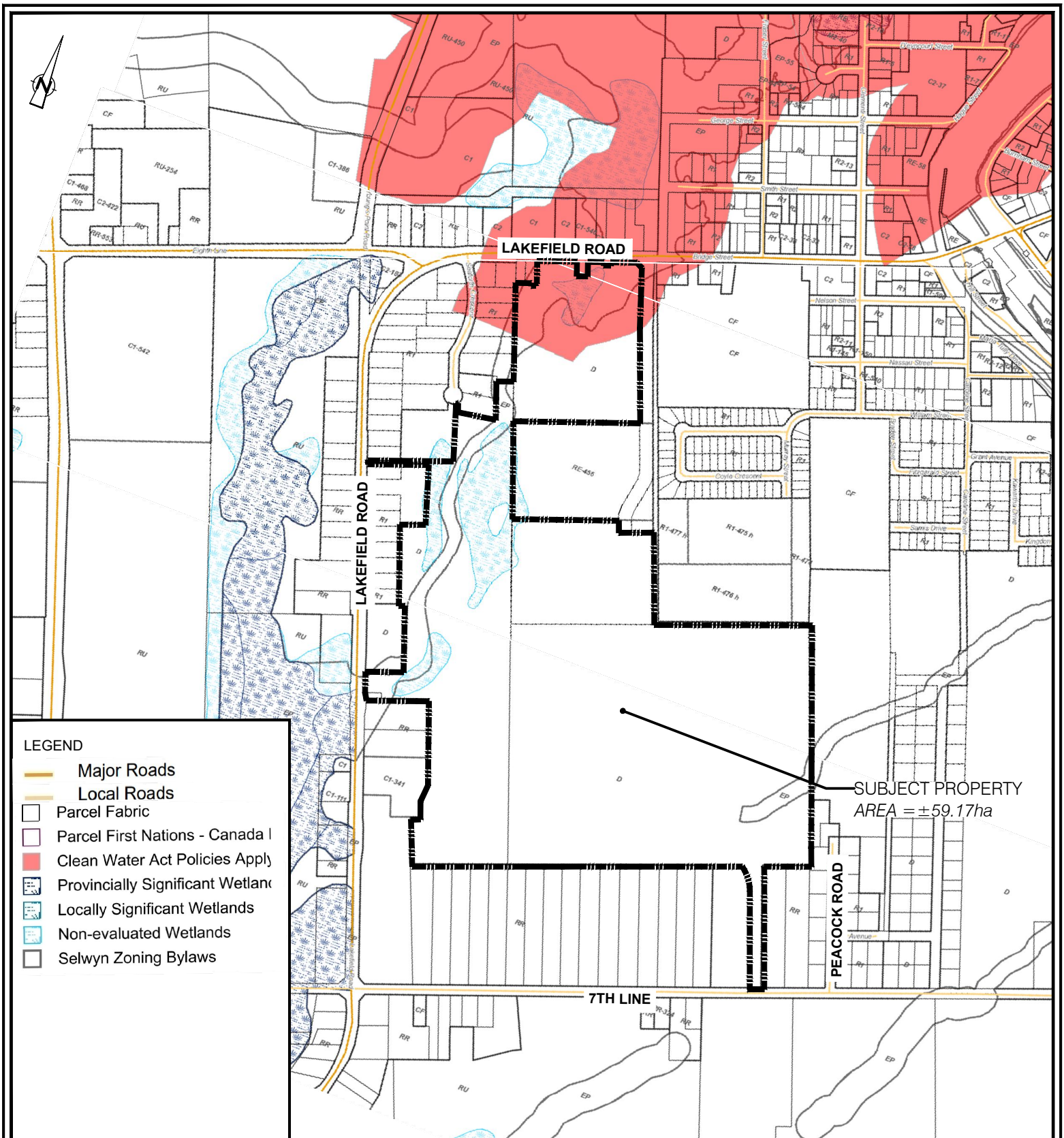
Therefore, it is our opinion that a reduction from 2 spaces per apartment unit to 1.5 spaces per apartment unit is appropriate for the site and represents good planning.



### 3.7 Summary of Policy Considerations

The proposed Plan of Subdivision development on the subject lands is consistent with the provisions set out in the policy and regulations affecting the subject lands, including the *Planning Act, R.S.O. 1990*, as amended, the Provincial Policy Statement (2020), A Place to Grow: Growth Plan for the Greater Golden Horseshoe, the County of Peterborough Official Plan and the Township of Selwyn Zoning By-law.

In addition to a Plan of Subdivision application, an Official Plan amendment (OPA) that redesignates the property from the Low Density Residential designation to the Medium Density Residential – Special Policy designation and a Zoning By-law amendment (ZBA) that rezones the property from the Development (D) Zone and Environmental Protection (EP) Zone to the Residential Type One Exception (R1-\*\*) Zone, Multiple Residential Exception (R3-\*\*) Zone, Environmental Protection (EP) Zone and Open Space (OS) Zone as described in **Section 3.6** of this Report, is also required. The OPA and ZBA are consistent with the policies and regulations of the Province, County and Township.



**FIGURE 6 - TOWNSHIP OF SELWYN ZONING BYLAW**  
 Retrieved from Peterborough County-Online GIS

PROJECT NO: 16-1667

DATE: SEPTEMBER 18 2023

HORIZ. SCALE: 1:10,000

**TRIPLE T HOLDINGS**  
 LAKEFIELD SOUTH PLAN OF SUBDIVISION  
 3358 LAKEFIELD ROAD  
 PART OF LOT 26 & 27, CONCESSION 07  
 GEOG. TWP. OF SELWYN  
 COUNTY OF PETERBOROUGH


#### 4.0 Summary

The proposed Plan of Subdivision development on the subject lands is consistent with the provisions set out in the policy and regulations affecting the subject lands, including the *Planning Act, R.S.O. 1990*, as amended, the Provincial Policy Statement (2020), A Place to Grow: Growth Plan for the Greater Golden Horseshoe, the County of Peterborough Official Plan and the Township of Selwyn Zoning By-law.

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Respectfully Submitted,

**ECOVUE CONSULTING SERVICES INC.**



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J. Kent Randall B.E.S. MCIP RPP  
Principal Planner





Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

# Appendix A

## Draft OPA Text and Schedule

### EcoVue Consulting Services Inc.







Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

# Appendix B

## Draft ZBA Text and Schedule

### EcoVue Consulting Services Inc.





Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

# Appendix C

## Functional Servicing Report and Preliminary Stormwater Management Plan

Tatham Engineering Ltd.  
(Under Separate Cover)





Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

## **Appendix D**

### **Geotechnical Study**

**Cambium Inc.**  
**(Under Separate Cover)**





Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

# Appendix E

## Environmental Impact Assessment

GHD  
(Under Separate Cover)





Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

# Appendix F

## Stage 1 and 2 Archaeological Assessment

Northeastern Archaeological Associates Ltd.  
(Under Separate Cover)





Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

# Appendix G

## Traffic Study Report

Tranplan Associates  
(Under Separate Cover)





Lakefield South Plan of Subdivision  
Triple T Holdings  
Township of Selwyn  
~~Date: November 24, 2020~~  
Revised: February 26, 2021

## Appendix H

### Section 59 Notices

