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Planning Justification Report (March 2026) Zoning By-law Amendment (ZBLA), Official Plan Amendment (OPA) and Draft Plan of Subdivision (DPOS) Applications 1812 County Rd 10 (Ida), Township of Cavan Monaghan

Introduction

This Planning Justification Report (PJR) has been prepared in support of the following land use/development approval Applications filed with the Township of Cavan Monaghan and the County of Peterborough, respectively, regarding the rural property known municipally as 1812 County Road 10.

- A. Draft Plan of Subdivision (DPOS),** to permit a Residential Plan of Subdivision containing 30 (thirty) lots and a storm-water management pond/facility. This Application has been filed with the County of Peterborough. It is acknowledged that the proposed DPOS includes 1 (one) lot containing the property owner's existing single unit dwelling (northwest part of the DPOS).
- B. Official Plan Amendment (OPA),** to re-designate the lands to form part of the Ida Settlement Area (Boundary Expansion), and to permit a residential land use in the form of a Plan of Subdivision. This Application has been filed with the Township of Cavan Monaghan.
- C. Zoning By-law Amendment (ZBLA),** to rezone the property to permit residential land uses, as per the proposed DPOS and a proposed Storm-water pond/facility use. This Application has been filed with the Township of Cavan Monaghan.

The Property



(Source: County of Peterborough Website, March 2026)

Surrounding land uses include the following:

Direction	Land Use/s
North	Residential Plan of Subdivision former north part of lands currently owned by I. Cameron
South	Three rural residential lots, Rural land uses.
East	County Road No. 10, Rural lands.
West	Rural lands

The Proposed "Draft" Plan of Subdivision

Development Summary

1. The DPOS is comprised of 30 (thirty) lots, which includes the property owner's existing dwelling (referenced as Lot '5' on the Plan). All lots would incorporate private water and waste-water facilities. The latter would employ tertiary system pursuant to the Hydrogeological Assessment.
2. Storm-Water Pond/Facility – A Facility is proposed in the south-east corner of the property (Lot 31). A detailed Storm-Water Management Plan has been prepared in support of the proposed DPOS, including the necessary for drainage easements, illustrated as part of the plan.

3. Road Access - one (1) County Road 10 road connection is provided at the northern part of the property. Provision has also been made for a future road connection to the westerly adjacent rural property. It is understood that the owner/s of said property are contemplating a potential residential development. The road connection provision was requested by Township Staff as part of the 2024 Pre-Consultation Meeting.

4. Property Owner Dwelling – The Property Owner’s dwelling will be maintained/included as part of the proposed DPOS. The existing water and waste-water services supporting same will be maintained.

The Proposed DPOS – Plan



(Source: Engage Engineering, March 2026)

Pre-Consultation

The proposed DPOS development and its associated land use/development Applications were subject of a 2024 Pre-Consultation Meeting. Following the Pre-Consultation Meeting, modifications were made to the original DPOS plan layout, lot configuration and road access. These changes were prompted by the findings of the technical studies prepared in support of the proposed DPOS. Having said this, the core principles of development remain consistent with the original (preliminary) DPOS Plan as considered at the Pre-Consultation meeting.

Summary – Background Reports – Studies

The following is a summary of the Background Reports – Studies and Plans – Drawings, prepared in support of the DPOS, OPA and ZBLA Applications.

A) Reports - Studies

Report/Study	Source
Archaeological Assessment (Stage 1 – 2)	Amick Consultants Limited
Geotechnical Investigation Report	Redstone Engineering Inc.
Hydrogeological Report	Pigeonview Consulting Inc.
Stormwater Management Report	Engage Engineering
Functional Services Report	Engage Engineering
Traffic Impact Study	Asurza Engineering
Butternut Health Expert Report	Sumac Environmental
Environmental Constraints Report	Sumac Environmental
Planning Justification Report	KMD Planning Inc.

B) Plans – Drawings

Type	Source
Draft Plan of Subdivision	Engage Engineering
Property Survey	J.B Fluguel Surveyors
Sample Lot Design – Zoning Conformity	Engage Engineering & KMD Planning Inc.

The County of Peterborough is the designated approval authority for the DPOS Application. The County has been provided with copies of the OPA and ZBLA Applications as filed with the Township. The Township of Cavan Monaghan is the designated authority for the OPA and ZBLA Applications. The Township has been provided with a copy of the DPOS Application as filed with the County.

Analysis

2024 Provincial Planning Statement (2024 PPS)

The 2024 PPS came into effect October 21, 2024. The document provides a general policy framework for planning, growth, development and related matters on a provincial-wide basis.

Relative to the DPOS, OPA and ZBLA Applications, the following policies of the 2024 PPS are considered to have direct relevancy:

Policy	Title, Details and Opinion
	How to Read the Provincial Planning Statement The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic, health and social factors in land use planning. The Provincial Planning Statement supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas. The Provincial Planning Statement is more than a set of individual policies. It is to be read in its entirety and the relevant policies are to be applied to each situation. When more than one policy is relevant, a decision-maker should consider all of the relevant policies to understand how they work together. The language of each policy, including the Implementation and Interpretation policies, will assist decision-makers in understanding how the policies are to be implemented. Planning Opinion: I read the entire PPS as it would pertain to the Application.
2.1	Planning for People and Homes 3. At the time of creating a new official plan and each official plan update, sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of at least 20 years, but not more than 30 years, informed

	by provincial guidance. Planning for <i>infrastructure, public service facilities, strategic growth areas</i> and <i>employment areas</i> may extend beyond this time horizon. Planning Opinion: The Applications serve to permit a proposed residential Plan of Subdivision (including a required boundary expansion of a designated Rural Settlement Area- Ida).
2.3	Settlement Areas and Settlement Area Boundary Expansions
2.3.1	General Policies for Settlement Areas 1. Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas. Opinion: The property does not form part of a designated Rural Settlement Area. The OPA Application filed with the Township of Cavan Monaghan serves to permit an expansion of a Settlement Area Boundary (Ida) to accommodate the proposed DPOS. The property is located immediately adjacent to the south limit of the Ida Hamlet designated area.
2.5	Rural Areas in Municipalities 1. Healthy, integrated and viable rural areas should be supported by: a) building upon rural character, and leveraging rural amenities and assets; d) using rural infrastructure and public service facilities efficiently; g) conserving biodiversity and considering the ecological benefits provided by nature; and Opinion: The proposed DPOS builds upon the area rural character (Ida Hamlet) and can efficiently utilize rural infrastructure and public service facilities. The property is located immediately south of an existing Plan of Subdivision, being the existing southerly limit of the Ida Settlement area (west side of County Road 10). The property does not currently form part of a rural settlement area.

2.6	Rural Land in Municipalities 1. On rural lands located in municipalities, permitted uses are: c) residential development, including lot creation, where site conditions are suitable for the provision of appropriate sewage and water services; 2. Development that can be sustained by rural service levels should be promoted. Planning Opinion: The proposed DPOS is intended for rural residential purposes to be supported by private water and waste-water facilities on a per lot basis. The technical reports prepared in this regard, confirm the feasibility of this servicing strategy.
4.3	Agriculture
4.3.1	General Policies for Agriculture 1. Planning authorities are required to use an <i>agricultural system</i> approach, based on provincial guidance, to maintain and enhance a geographically continuous agricultural land base and support and foster the long-term economic prosperity and productive capacity of the <i>agri-food network</i>. 2. As part of the agricultural land base, <i>prime agricultural areas</i>, including <i>specialty crop areas</i>, shall be designated and protected for long-term use for agriculture. Planning Opinion: It is acknowledged that the property is currently designated as “Agricultural”. The property given its locational context has limited agricultural value- viability.
4.3.2	Permitted Uses 1. In <i>prime agricultural areas</i>, permitted uses and activities are: <i>agricultural uses</i>, <i>agriculture-related uses</i> and <i>on-farm diversified uses</i> based on provincial guidance. Proposed <i>agriculture-related uses</i> and <i>on-farm diversified uses</i> shall be compatible with, and shall not hinder, surrounding agricultural operations. Criteria for these uses may be based on provincial guidance or municipal approaches, as set out in municipal planning documents, which achieve the same objectives.

	4. A principal dwelling associated with an agricultural operation shall be permitted in <i>prime agricultural areas</i> as an <i>agricultural use</i>, in accordance with provincial guidance, except where prohibited in accordance with policy 4.3.3.1.c). Planning Opinion: A single-unit dwelling is located within the south-west part of the property (Property Owner's dwelling).
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It is my Professional Planning Opinion that the DPOS, OPA and ZBLA Applications are in conformity with the policy directives of the 2024 PPS.

County of Peterborough Official Plan (COP)

For the purposes of this PJR, I employed the 2022 version of the COP. I acknowledge that an updated version of same is awaiting Provincial approval. The County of Peterborough is responsible for the approval of the Draft Plan of Subdivision.

Relative to the DPOS, OPA and ZBLA Applications, the following policies of the COP, are considered to have direct relevancy:

Policy	Title, Details and Opinions
1.2.3	Future Growth The County's vision and strategic approach to the Official Plan establishes a foundation and process for future planning and development. An identification of future growth puts into perspective the degree and direction to which future planning and development is managed and regulated. The most recent Census data for the County of Peterborough shows the 2006 population at 58,000 persons. The County of Peterborough will initially plan and manage growth based on a Provincial forecast of 61,000 residents and 18,000 jobs to the year 2031 according to the Growth Plan for the Greater Golden Horseshoe, 2006. The Province has committed to reviewing the forecasts at least every five years in accordance with Growth Plan policy 2.2.1.2. Under the Growth Plan, the County is responsible for allocating growth among the 8 Townships. A percentage distribution has been used as an approach for allocating growth among the Townships. Using present trends and future growth factors in addition to directing growth to settlement areas with full municipal services, growth for the 8 Townships in the County has been

	allocated as follows: Township Cavan Monaghan Population Distribution (% of 2006 Census Data) 15.6% New Growth (% of Population Growth 2006-2031) 16.6% Recognizing that growth pressures and market conditions can change over the course of 30 years, it will be important to monitor and reevaluate land supply and undertake monitoring to population projections. Municipalities are encouraged to maintain an ongoing collection of data on growth, development densities, building permits and related information and evaluate such data at least every five years to assure that there is an adequate supply of buildable land to accommodate projected growth and meet local and county-wide planning policy objectives. The lower tier municipalities will base their planning for growth and growth related infrastructure/roads/facilities on a 20 year time-frame. However, where significant investment in new infrastructure is anticipated, municipalities may utilize a longer time horizon. Densities of development should result in the efficient use of land, resources, infrastructure and public service facilities, which are cost effective and minimize land consumption, while avoiding the need for unnecessary and /or uneconomical expansion of infrastructure. Development should also support a range of uses having appropriate infrastructure and take into account the applicable policies related to Resources and Public Health and Safety of the Provincial policy Statement. Opportunities for redevelopment, intensification and revitalization of the area should also be considered. The allocation of growth to the lower tier municipalities as agreed upon by those municipalities will be used in planning for growth and growth-related infrastructure/facilities at the local level. Planning Opinion: The proposed DPOS would introduce 29 (twenty-nine) new residential lots. On lands that can be
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	supported by rural services, including appropriate private water and waste-water services (individual lot basis).
2.6	Development Applications Mandatory Pre-Consultation By-law The County has implemented a Mandatory Pre-Consultation By-Law for certain Planning Act Applications in the County of Peterborough. By-Law 2015-04 applies to applications for Amendments to the County of Peterborough Official Plan and for applications for Plans of Subdivision/Condominium. Planning Opinion: The Applications were subject of a November 26, 2024, Pre-Consultation Meeting, attended by both County and Township Planning and other Departmental Staff, as well as ORCA Staff. General Policies In accordance with Regulations made under The Planning Act for the purpose of deeming a “complete application”, the County and/or the Townships may request additional information that it considers it may need when considering development proposals or Planning Act applications. Such information may include, but is not limited to, any of the following: Servicing Options Report Hydrogeological Report Stormwater Management Traffic Study Environmental Impact Analysis Archaeological Study Planning Study/Analysis Planning Opinion: The November 26, 2024, Pre-Consultation Meeting identified specific reports – studies and plans – drawings to be prepared in support of the proposed DPOS and its land use approval Applications. These documents have been included as part of the Applications package as filed with both the County and Township Planning Departments.

2.6.1	Subdivision Approvals and Agreements County Council shall consider for approval only those plans of subdivision which: a) comply with the provisions of this Plan and the applicable local official plan, including the criteria outlined in Section 7.13 of this Plan; and b) can be supplied with adequate County services, to the satisfaction of County Council or local municipal services to the satisfaction of the local municipal Council; and c) optimize existing infrastructure and public service facilities wherever feasible before consideration is given to developing new infrastructure and public service facilities. Under conditions of approval attached to plans of subdivision pursuant to the Planning Act: i) County Council shall require that the applicant(s) enter into appropriate agreements with the local municipality which may be registered against the title of the subject lands and which may include such matters as County services, financial requirements, County road facilities, dedication of land for public uses, exclusive of parks and other requirements, to implement the provisions of this Plan, and the requirements of a Risk Management Plan under Section 58 of the Clean Water Act, 2006, as applicable; and ii) the Council of the respective local municipality shall require that the applicant(s) enter into appropriate agreements which shall be registered against the title of the subject lands, and may include such matters as, but not limited to, financial requirements, local roads, drainage, grading and landscaping, sidewalks and dedication of land for public uses and those County interests listed above and other requirements to implement the provision of this Plan and the applicable local official plan. Planning Opinion: The proposed DPOS satisfies the policy requirements of Section 7.13 of the Official Plan. Moreover, the DPOS demonstrates compatibility with area land uses and is considered as a logical and appropriate southerly expansion of the existing Ida Rural Settlement Area.
4.2	Settlement Areas

4.2.1	Goal to provide a form of growth that is consistent with the need to conserve energy resources, preserve and enhance the natural environment, encourage an efficient and economic use of infrastructure and space, maintain County unity and retain local community identity.				
4.2.3	Policies Lower tier municipalities shall designate a sufficient supply of land for residential, industrial, commercial, recreational/open space and institutional uses in their municipalities to accommodate their projected growth over a minimum 20 year time-frame. The County Official Plan identifies growth areas as identified in the local official plans, and further that changes to those areas will require amendments to the local official plan and County Official Plan. These growth areas consist of the Settlement Areas listed below. <table data-bbox="440 892 1015 1003"> <tr> <td>Local Municipality</td><td>Settlement Area</td></tr> <tr> <td>Cavan Monaghan</td><td>Ida</td></tr> </table> Planning Opinion: The subject property is located immediately adjacent to the south limit of the Ida Rural Settlement Area. The Council recognizes that in order to efficiently utilize existing and potential services and facilities; achieve minimum population thresholds to support commercial activities; and protect and conserve natural resources and features, future growth should be directed to those settlement areas that currently have servicing systems or can reasonably expect to obtain them in the future. Where the use of public communal services is not feasible, and where site conditions permit, development may be serviced by individual on-site systems. Servicing by individual on-site systems for expansions of settlement area boundaries in local Official Plans or subdivision proposals in Settlement Areas may proceed only after consideration has been given to the potential of the Settlement Area to accommodate further growth. This assessment will address the maximum number of households and other facilities which can be accommodated within the Settlement Area without adversely impairing the hydrogeological regime or long-term viability of suitable drinking water supply. Where possible, the County will assist local municipalities to secure financial support for the operation and/or expansion of servicing systems.	Local Municipality	Settlement Area	Cavan Monaghan	Ida
Local Municipality	Settlement Area				
Cavan Monaghan	Ida				

	Applications for plans of subdivision/condominiums within the Settlement Areas that are not serviced by public systems shall include a hydrogeological analysis as per MOE Guidelines that addresses the suitability of the land to provide adequate potable water and for the proper siting of private sewage systems. Where municipalities are approving individual septic systems they may also wish to consult with the water Quality Impact Risk assessment which is the MOE technical guideline for individual on-site sewage systems. Limited development will be permitted in areas outside of these settlement areas and will be regulated and directed by policies detailed in Sections 2.6.3, 4.3, and 4.4; Where it is not feasible to locate within a settlement area, resource activities, resource based recreation and other rural land uses may be located outside of settlement areas. Commercial and seasonal residential uses which are resource activities, resource-based recreation and rural land uses which cannot be located in settlement areas may be permitted along waterfront areas designated for such land use and in conformity with relevant land use designation policies. Subdivisions and condominiums outside of settlement areas boundaries for permanent residential use may be permitted in site specific locations designated for such use as of June 16, 2006 and in conformity with the relevant land use designation policies. Expansion into prime agricultural areas are permitted where: a) There are no reasonable alternatives which avoid prime agricultural areas; and b) There are no reasonable alternatives with lower priority agricultural lands in the prime agricultural area. Planning Opinion: The property has limited agricultural potential – viability. The property is adjoined to the north by a Plan of Subdivision, to the south-east by three rural residential lots and to the east by County Road 10. Additionally, the lands located to the west of the property are currently subject to various studies-investigation with the intention of supporting a potential large-scale residential Plan of Subdivision. Local Official Plans shall recognize their respective settlement areas and identify those which have been selected for future growth and development;
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	Land use designations and detailed policies for existing and future growth settlement areas will continue to be the responsibility of local municipalities in their Official Plans; A municipal comprehensive review is required in order to expand settlement area boundaries. However, where proposals to change the settlement area boundaries do not result in a net increase of settlement area within a Township, planning justification shall be required for the adjustment at the time of application to ensure targets and forecasts contained in this Plan are achieved. Settlement Area boundaries have been identified for each of the settlement areas listed in this Plan and represent the area shown on local land use schedules for permitting more concentrated forms of development. Built Boundaries have been identified through consensus among the Province, the County and local Townships. Only the 4 serviced settlement areas of Norwood, Havelock, Millbrook and Lakefield have built boundaries. For the purposes of the Provincial Growth Plan and this Plan, areas within the Built Boundaries shall be considered intensification areas where brownfields, infilling and underutilized properties should be targeted for new development. Also within the Built Boundary, Policy 2.2.3.1 of the Growth Plan requires that by the year 2015 and for each year thereafter, a minimum of 40% of all residential development will be within the builtup areas however an alternative target may be approved by the Province. The County will recognize the 40% Intensification Target of the Growth Plan, commit to monitor development within the Built Boundary of the 4 Villages and all the unserved settlement areas. The County will also undertake to perform an Intensification Analysis within 2 years of the approval of the Growth Plan OPA to develop a case for an alternative target for approval by the Minister of Energy and Infrastructure. The policies of Section 5.1.3.2 also need to be considered. The location of the development boundaries must consider, in addition to other issues: - the natural environment, and the intent to preserve, protect and enhance natural resources listed in Section 4.1, Natural Environment; - the existing transportation infrastructure and relevant policies as identified in Section 5.3, Transportation; - the infrastructure of existing or proposed physical services and
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	utilities; - agriculture and the need to protect prime agricultural areas and other agricultural areas, as identified in Section 4.3, Rural and Cultural Landscape. Planning Opinion: The “Boundary Expansion” of the Ida Settlement Area is logical and appropriate. If approved, same would not undermine the long-range plans for the Millbrook Urban Settlement Area. There are limited appropriate boundary expansion opportunities within the Township of Cavan Monaghan. The proposed Ida Boundary Expansion is exemplary of such an opportunity. Prime Agricultural lands are not impacted, specific to the property and similarly relative to any area agricultural lands. County Road 10 exists and same can and will provide an appropriate level of service for the proposed DPOS. No anticipated upgrades of County Road 10 are required as a consequence of the proposed DPOS. There will be no impact upon natural features arising from the DPOS. The EIS Report prepared in support of the Applications did identify a small pocket of a natural feature within the south-west part of the property. This can be appropriately addressed as a condition of the DPOS and is necessary, through the required rezoning of the development lands.
5.3.3.3	County Roads Development adjacent to or impacting on County Roads is subject to the County Roads Policies and entrance standards as set out in Appendix B to this Plan. In addition, setbacks from County Roads, unless stated elsewhere in a County By-law passed under the Municipal Act, will be in accordance with the Ministry of Transportation Corridor Control and Permit Procedures Manual. Planning Opinion: A Traffic Impact Analysis was completed in support of the Applications. No improvements are required of County Road 10 in response to the proposed DPOS development.
5.1	Housing

5.1.1	Goal to provide opportunities for a range of housing by type and density to be built throughout the County to respond to the varying needs of the permanent population based on demographic, income, market and special needs considerations.
5.1.2	Objectives • to encourage the provision of affordable housing and a variety of housing types on a County-wide basis; • to ensure adequate land is designated by local municipalities to accommodate anticipated growth for future residential development over a ten year period; • to maximize the efficient use of land, buildings and services, consistent with good planning principles. Planning Opinion: Section 5.1.2 speaks to a variety of housing types and to maximize the efficient use of land. In this instance a small-scale DPOS is proposed making efficient use of underutilized, marginal agricultural lands. Moreover, it serves to respond to housing choice. Limiting housing to existing designated Settlement Areas and the Millbrook Urban Settlement Area, limits housing variety, options and choice.
5.1.3	Policies
5.1.3.1	General • The County promotes the orderly development of new housing which makes efficient use of existing transportation, education, recreation, commercial and servicing systems and facilities in accordance with the Settlement Areas policies of Section 4.2 of this Plan; • In order to provide housing that addresses the County's demographic and income characteristics, the County shall support the provision of housing that meets the objectives contained in the report "Housing Needs Analysis and Strategies for Peterborough City and County (2003)"; • Local municipalities shall provide a range and mix of housing in their municipalities to accommodate their projected growth over a 20 year

	time-frame; • Local municipalities shall maintain at least a three year supply of lots in draft approved or registered plans of subdivision, and individual lots where servicing and pressures for development permit; • Local municipalities shall provide a minimum 10-year supply of designated and available land for new residential development and residential intensification to meet forecasted demand, subject to servicing; Planning Opinion: The proposed DPOS would introduce 29 (twenty-nine) new lots intended for single-unit dwelling occupancy. This scale of development would not limit the ability of designated Settlement Areas within the Township, including the Millbrook Urban Settlement Area, from fulfilling their planned functions. Moreover, the Millbrook Urban Settlement Area is encountering some servicing constraints, which may not be easily resolved, nor necessarily in a quick-time frame. Allowing this modest expansion of the existing Ida Settlement Area is reasonable and respectful of the long-range planning objective of other designed Settlement Areas.
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It is my Professional Planning Opinion that the DPOS, OPA and ZBLA Applications are in conformity with the policies of the County of Peterborough Official Plan.

Township of Cavan Monaghan Official Plan (TOP)

The TOP designates the property as “Agricultural” and “Natural Linkage”. The latter designation applies to a limited part of the southwest area of the property only.

Official Plan Map Detail



(Source: County of Peterborough Website, March 2026)

Relative to the DPOS, OPA and ZBLA Applications, the following policies of the TOP, are considered to have direct relevancy:

Policy	Title, Details and Planning Opinion
2.1.1	Residential Growth Targets The Township will manage population growth in a sustainable manner. This goal will be achieved by: a) Directing growth primarily to the urban settlement of Millbrook with limited rural development to the year 2031; <i>(Subject to an appeal with respect to the policies applicable to Special Study Area 1, as identified on Schedule A)</i> b) Planning for residential growth of approximately 65 residential units per year to the year 2031, with most directed to the Millbrook urban serviced area; d) Accommodating limited growth in the Hamlets through minor

	rounding out and infilling on private services that is sustainable and maintains the character of these small communities; <i>and (Subject to appeal as it relates to Special Study Area 1).</i>
2.1.2	Housing Targets A diverse housing stock in terms of type, tenure, density and affordability is required to meet the varied needs of residents and the community. This goal will be achieved by: a) Maintaining an adequate supply of land for residential development, and ensuring the availability of water and sewage treatment capacity; d) Ensuring that new housing developments include a range of housing sizes and designs to offer housing opportunities at a range of prices, including affordable housing, in the marketplace. Planning Opinion: The proposed Boundary Expansion (OPA Application) will serve to permit a modest “rounding out” of the existing Ida Rural Settlement (Hamlet) Boundary, providing for a Plan of Subdivision, supported by appropriate private water and waste water facilities. The plan ensures a new housing development providing for a range of housing size and design within a rural settlement setting.
2.2	Natural Heritage and Resource Management Natural heritage features will be protected in the Township consistent with the policies of the Oak Ridges Moraine Conservation Plan, the Provincial Policy Statement and the Growth Plan to provide long term and sustainable environmental, economic and social benefits. This goal will be achieved by: 2.2.1 Natural Heritage b) Identifying a continuous natural heritage system throughout the Township. This system will provide for the preservation of important ecological functions and features; Planning Opinion: The EIS Report prepared in support of the OPA, ZBLA and DPOS Applications addressed the “Natural Linkage” designated area, located within a limited portion of

	the south-west part of the property.
2.2.2	Agriculture Agricultural lands are an integral part of the economy of the Township. As such, the Township will continue to protect agriculture and promote value-added agricultural operations and resources. This goal will be achieved by: a) Protecting Prime Agricultural lands and ensuring that non-agricultural uses that may have an impact on the viability of farm operations are not permitted; b) Prohibiting fragmentation of agricultural lands and encouraging the consolidation of farming parcels to improve efficiency and productivity; Planning Opinion: The majority of the property is designated as “Agriculture”, However, the property has limited/constrained agricultural value, given the nature of surrounding land uses and limited area of the property. The property is adjoined on two sides, north and south, respectively, by residential land uses. The East side is County Road 10, a major road serving the Township, including the Ida Settlement Area. A potential residential development is currently being considered for lands located immediately west of the property. Combined, this land use context challenges the agricultural viability of the property.
3.14.6	Subdivision and Condominium Development Policies a) This section is intended to contain general Plan of Subdivision and Condominium policies that are to be considered with every application for Plan of Subdivision or Condominium. Regard should also be had to the specific policies dealing with lot creation in each land use designation; b) The creation of new lots by subdivision or condominium outside of Millbrook and the Hamlet designations are not permitted unless specifically provided for in this Plan; c) Prior to the consideration of an application for Plan of Subdivision or

	Condominium, Council shall be satisfied that: i) the approval of the development is not premature and is in the public interest; ii) the lands will be appropriately serviced with infrastructure, schools, parkland and open space, community facilities and other amenities, as required; iii) the density of the development is appropriate for the area; iv) the subdivision or condominium, when developed, will be easily integrated and connected with existing development in the area; v) the subdivision or condominium conforms with the environmental protection and growth management policies of this Plan; vi) the proposal conforms to Section 51 (24) of the Planning Act, as amended; and, vii) The applicable criteria in Section 3.14.1 shall be satisfied. d) Prior to the registration of any Plan of Subdivision or Condominium, a Subdivision Agreement or Condominium Agreement between the landowner and the Township will be required. Applicants are encouraged to pre-consult with the approval authority prior to submitting an application; Planning Opinion: The OPA, ZBLA and DPOS Applications serve to permit a 30 (thirty) lot residential Plan of Subdivision. It is acknowledged that Policy 3.14.6 (b) does not permit this development unless specifically provided for in this Plan. Hence the land use/development approval applications, as filed with both the County and Township Planning Departments. The proposed Plan of Subdivision is not premature. There is a demonstrated need for housing throughout the County, including the Township. This is a marketplace reality facing all Ontario communities. The creation of the proposed Plan of Subdivision is in the interest of the public as it responds to the realities of the local- - area market. The property will form part of the Ida Settlement Area which is
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	well-served by the existing road network (Sharpe Line and County Road 10, respectively) and is also served by a range of Community facilities and amenities. The DPOS is in conformity with the environmental protection and growth management policies, and also conforms with the provisions of Section 51 (24) of the Planning Act. The DPOS approval will require a formal Subdivision Agreement, of which the details of same will be addressed through the on-going processing of the DPOS Application.
4	Settlement Area The Settlement Areas in the Township include Millbrook and the designated Hamlets. Millbrook will develop on the basis of full municipal services, including municipal sewage treatment and water supply services. For this reason, it is referred to as an Urban Settlement Area as shown on Schedule A and A-1. The Hamlets, as shown on Schedule F, Maps 1-8 will continue to develop on the basis of private sewage and water services. The Hamlets contain only one specific designation, Hamlet. Different land uses within the Hamlets will be regulated by the Zoning By-law. Planning Opinion: The OPA seeks to expand the existing Ida Hamlet designation (Rural Settlement Area) to include the proposed DPOS lands.
4.1	Residential The Residential designation is identified on Schedule A-1. The following policies apply to this designation.
4.1.1	Objectives It is the objective of this designation to: a) Maintain and enhance the character and identity of existing residential areas; b) Encourage the provision of a range of housing types and opportunities to accommodate persons with diverse social and economic backgrounds, ages, needs and desires while promoting the maintenance

	and improvement of existing housing; Planning Opinion: Section 4.1 speaks to Residential Uses within the Millbrook Urban Area. The form of development contemplated by the proposed DPOS is more suitable and appropriate for a Rural Settlement Area (Hamlet) setting.
4.9	Hamlet The Hamlet designation applies to lands within the boundaries of Ida, Cavan, Mount Pleasant, Five Mile Turn (North Monaghan), Springville, Fraserville, Bailieboro and South Monaghan. The Hamlets are identified generally on Schedule A and more specifically on Schedule F, Maps 1 through 8. The Hamlets are small scale settlement areas that provide an important residential, commercial and social focus in the Rural area. The boundaries of the Hamlets are further delineated in maps provided in Schedule F to the Plan. Planning Opinion: The DPOS lands are located immediately south of the southwesterly limit of the designated Hamlet area.
4.9.1	Objectives It is the objective of this designation to: a) Recognize the unique and historic nature of the smaller settlement areas in the Township; b) Maintain the character and amenities of the existing rural communities in the Township; c) Direct the majority of non-farm rural development to areas where similar development currently exists; e) Ensure that new development in the Hamlets are sustainable on the basis of private services. Planning Opinion: The proposed residential Plan of Subdivision will maintain the character of the Ida Hamlet area. The property is adjoined to the north by a residential Plan of Subdivision, having similar lots and planned function.
4.9.2	Permitted Uses

	Land in the Hamlet designation may be used for the following: a) Single-detached or semi-detached dwellings; Planning Opinion: The proposed residential Plan of Subdivision will permit single detached dwelling uses, including the property owner's existing dwelling.
4.9.3	General Development Policies a) Following the adoption of this Plan no further Hamlet boundary expansion or new hamlets will be considered during the life of this Plan; b) Residential development shall be generally by plan of subdivision. However, infilling or minor expansions within the Hamlet boundary through the creation of lots by severance may be permitted subject to the approval of the sewage and water services by the Township or its delegated authority; c) In addition to the requirements of the Planning Act, and Section 8.4 of this Plan an application for approval of a draft plan of subdivision within a Hamlet shall be accompanied by: i) A current hydro-geological report based on test wells on the subject site, addressing existing conditions and the potential impact of the proposed subdivision on the available water supply in terms of quantity, quality and sustainable yield for both the proposed and existing wells. The report shall also assess the potential impact of proposed private sewage disposal systems on the groundwater supply in terms of bacterial and chemical parameters, as determined by the County and the Ministry of the Environment; ii) A lot servicing plan, indicating the proposed location of all structures, drilled wells and the subsurface sewage disposal system envelopes, including a 100 percent replacement area for each in ground conventional Class 4 sewage disposal system; iii) A report of the results of a soil sampling program that adequately represents the geology of the subdivision; and iv) An existing and final grading plan indicating elevations and lot drainage patterns. Planning Opinion: Section 4.9.3 (a) indicates that no further

	Hamlet Boundary Expansion will be considered during the life of the Official Plan. The Official Plan was adopted in 2013 with ensuing amendments – modifications in 2015. The Official Plan no longer accurately reflects the mounting housing pressures – challenges facing the Township, County and for that matter, the Province of Ontario. The proposed Boundary Expansion (OPA Application) is logical and practical. The expansion builds upon the existing Ida Hamlet area in a manner not deterring from the planned function of other Hamlets and the Millbrook Urban Area. Millbrook is experiencing servicing constraints/challenges, which will require time and financial resources to resolve. The Pre-Consultation Meeting served to identify the various studies – reports to be provided in support of the OPA, ZBLA and DPOS Applications. Said studies – reports are included as part of the formal Applications made to both the County and the Township Planning Departments. The proposed development can be appropriately supported by private water and waste-water facilities (Hydrogeological Assessment). An overall “Functional” Servicing Report was prepared attesting to the feasibility of private water and waste-water facilities for the proposed lots. There are not “technical” issues associated with the proposed DPOS in terms of the proposed development yield, lot configuration, grading or storm-water management perspectives. f) The minimum lot size in a Hamlet shall not be less than that required for the safe and efficient operation of private individual services for sewage disposal and water on the site; g) New development shall be designed to maintain the historic rural character of the Hamlet areas. The built form and building materials should reflect this character. Council may use Site Plan control within the Hamlet areas to ensure that new development is compatible with the existing community;
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	Planning Opinion: The proposed lot configuration/lot areas are compatible with adjacent residential land uses, and similar to that of the northerly Plan of Subdivision. k) Council will seek to improve the recreational facilities and programs available to residents within Hamlets. Funding for such improvements may be acquired through the sale of surplus municipal land, cash-in-lieu of parkland, community events or contributions. Continued community involvement in the operation of these facilities and programs is encouraged; Planning Opinion: The proposed DPOS will generate a cash-in-lieu of Parkland of which said funds can be applied towards the realization of new or improvements of existing park/open space facilities and related amenities.
5	Countryside Areas
5.1	Agricultural Areas The Agricultural designation applies to lands that are lands which have a high capability for agriculture. Lands that generally have soil Classes 1, 2 and 3 according to the Canada Land Inventory and are predominantly used for agriculture are in the Agricultural designation as identified on Schedule A.
5.1.1	Objectives It is the objective of this designation to: a) Recognize agriculture as the primary activity and land use; b) Maintain and preserve the agricultural resource base of the Township and encourage the consolidation of agricultural farm parcels; c) Protect land suitable for agricultural production from fragmentation, development and land uses unrelated to agriculture;
5.1.2	Permitted Uses The primary use of land in the Agricultural designation shall be agricultural uses as defined by the Provincial Policy Statement. Additional permitted uses are limited to:

	a) An accessory residential dwelling for full-time farm help; j) Single-detached dwellings on existing lots; Planning Opinion: The property, as developed, contains a single unit residential dwelling.
8	Implementation The implementation section contains policies pertaining to the administration and implementation of the Official Plan. The Planning Act contains a number of tools that are intended to be used by municipalities to administer and implement an Official Plan. This section of the Plan contains the policies that set out how these tools are to be utilized by Council to meet the goals and objectives of this Plan.
8.2	Amendments to the Plan This Plan should only be amended when the policies of this Plan have been found not to address issues, or alternatively, issues have been raised with respect to site-specific proposals that must be addressed in a comprehensive manner. Any amendment shall conform to the overall intent of the Official Plan as set out in the Strategic Directions and policies of the Plan; Planning Opinion: The OPA Application is required to permit the proposed boundary expansion of the existing Ida Hamlet designation. The expansion is limited to the area of the DPOS development.
8.3	Settlement Area Expansions The external boundaries of the Settlement Area and Hamlet designations as shown on the Schedules to this Plan are fixed and inflexible. Expansions to these areas are not permitted by the policies of and within the life of this Plan unless a comprehensive Official Plan Review is undertaken by Council. <i>(Subject to an appeal with respect to the policies applicable to Special Study Area 1 as identified on Schedule A.)</i> The expansion of any Settlement Area through an Official Plan Amendment shall only be considered at the time of a comprehensive review of this Official Plan. Further expansions of Settlement Areas within the Township will not be considered unless and until appropriate studies have been completed including a consideration of settlement expansion in the SSA-1 in accordance with section 2.6. In considering

	the expansion of Settlement Areas, Council shall be satisfied that: a) A sufficient opportunity for growth is not available through intensification, redevelopment and within existing designated growth areas to accommodate growth projections over the identified planning horizon; b) The infrastructure and public service facilities that are planned or available are suitable for the development over the long term and protect the public health and safety of the Municipality; c) In Agricultural areas: i) The lands do not comprise specialty crop areas; ii) There is no reasonable alternatives to avoid prime agricultural areas; and, iii) There are no reasonable alternatives of lower priority agricultural lands in prime agricultural areas. d) Impacts from new or expanding Settlement Areas on agricultural operations which are adjacent or close to the Settlement Area are mitigated to the extent possible. Planning Opinion: The proposed DPOS and its associated OPA (Boundary Expansion) will not impact any area agricultural operations. The property itself has little agricultural potential, particularly given its lot area and the nature of adjacent land uses. It has been noted that the Millbrook Urban Area is currently experiencing infrastructure constraints. This situation creates development limitations of the Millbrook Urban Area which in turn, unless and unit resolved, may impact planned residential growth in the Township. Once, and only if resolved, the planned growth and development for the Millbrook Urban Area, would not be impacted by the proposed in-fill Plan of Subdivision (Boundary Expansion).
8.4	Complete Application a) In accordance with the provisions of subsections 22(6.1) and

	34(10.4) of the Planning Act, any application submitted to the Township in support of a development proposal must be deemed to be a complete application and be accompanied by the appropriate fee, before any processing will begin. Any required background reports, studies documents and materials must be prepared and submitted to the satisfaction of the Township; c) To be considered complete under the Planning Act, Official Plan Amendment, Minor Variance, Site Plan and Zoning By-law Amendment applications and Building Permit applications must be accompanied by the following: i) A completed application form(s); ii) Any information or material prescribed by the Planning Act and relevant Ontario Regulations; iii) Any application within an identified vulnerable area shall be accompanied by a Notice under Section 59(2) of the Clean Water Act, 2006, as amended, and must conform to the policies of Section 3.2.2 where applicable; and iv) Prescribed application fee(s). Planning Opinion: All required items have been provided as part of the DPOS, OPA and ZBLA Applications, as filed with the County and Township Planning Departments. d) In addition to the requirements specified above, this section sets out the supplementary information or material in the form of studies that are required in support of an application for Official Plan Amendment or Zoning By-law Amendment. Some of the studies identified below may also be requested in order to allow for the proper evaluation of an application for Site Plan Approval; e) The supplementary information requirements may include, but shall not be limited, to the following reports or studies. The description of such study or report is intended to be general and not exhaustive: i) Land Use Planning Report - The intent of such a report is to describe the proposal in detail and provide a planning opinion, including but not limited to how the proposal will conform to the Goals and Objectives and Strategic Directions of this Plan; iv) Environmental Impact Study (EIS) - The purpose, intent,
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	and content of such a study is set out in Section 3.7 of this Plan; v) Hydro-geological Assessment - Such an assessment will be required to support development on private or partial services; vi) Stormwater Management Report - Such an assessment provides recommendations on stormwater quality and quantity that ensures that post-development peak flows will not be greater than predevelopment flows, as well as addressing possible impacts on watershed flow regimes and identifying site management measures required during construction; vii) Servicing Study - The purpose of such a study is to identify specific sanitary and water supply needs for individual development proposals; viii) Traffic Impact Assessment - Such an assessment may be required to determine what impact a development proposal will have on roads adjacent to a proposed development and roads in the general area; ix) Archaeological Assessment - Such an assessment determines the existence of archaeological remnants requiring preservation, excavation or protection; Planning Opinion: The required studies – reports as identified through the Pre-Consultation Meeting process have all been prepared and provided as part of the DPOS, OPA and ZBLA Applications, as filed with the County and Township Planning Department.
8.5	Pre-Consultation Prior to the submission of any development application for which the Township is the approval authority, proponents shall consult with the Township in accordance with the provisions of this Plan and the Township's Pre-consultation By-law. The County of Peterborough is encouraged to participate in the Township's pre-consultation process as appropriate. The pre-consultation process is intended to address the requirements for a complete application and may require more than one pre-consultation meeting and involve other agencies and Municipal Departments. Planning Opinion: A Pre-Consultation Meeting was carried-out

	and attended by County, Township and Conversation Authority Staff.
8.6	Zoning By-law This Plan shall be implemented by a comprehensive Zoning By-law adopted under Section 34 of the Planning Act. The Implementing By-law shall conform with and give effect to the provisions of this Plan. Planning Opinion: A ZBLA Application has been filed with the Township Planning Department serving to rezone the A-16 zoned portion of the property to HR – Hamlet Residential. The zoning of the proposed Stormwater Pond is proposed as OS – Open Space with a By-law Exception which would be employed to limit the use of the lot to that of only a Stormwater Pond use.

In summary, it is my Professional Planning Opinion that the proposed Boundary Expansion of the existing Ida Hamlet designation is appropriate, logical and practical. The proposed DPOS (Residential) is compatible with area land uses, not impactful upon any agricultural lands – operations and a development capable of support by way of private services.

Housing choice supply and availability is a province-wide challenge, and same is applicable to the County and the Township. The policy prohibition applied to Boundary Area Expansion would have some merit following the 2015 update of the Township Official Plan. However, the continued strict adherence of this policy directive does not respond to the policies of the 2024 PPS, nor does it respond to the marketplace realities. The latter is not a short term scenario. Same has been building for a period of time and continues to challenge the County and its member municipalities.

It is my Professional Planning Opinion that the DPOS, OPA and ZBLA Applications are in conformity with the policy directives of the Township of Cavan Monaghan Official Plan.

Township of Cavan Monaghan Zoning By-law (TZBL)

The property is currently zoned as "A - 16" Agricultural with Exception No. 16 and NL – Natural Linkage.

Zoning Map Detail



(Source: County of Peterborough Website, March 2026)

The A-16 zone requires a minimum lot area of 20 hectares (By-law 2019-34).

The NLS zone is applied to a portion of the southwest part of the property, being the north-easterly limit of a larger Natural Linkage zoned area of land.

The proposed DPOS will require rezoning of the property. The base residential zone to be employed is the HR – Hamlet Residential zone.

HR – Hamlet Residential Zone

Minimum Lot Area Requirement

Table 3B – Lots Serviced by Private Water and Private Sanitary Sewer System: 3,000 square metres.

All proposed lots meet the minimum lot requirement of the HR zone.

Minimum Lot Frontage

Table 3C – Lots Services by a Private Water and Private Sanitary Sewer System: 20 metres.

The proposed lots otherwise demonstrate conformity with the Regulatory provisions of the HR zone.

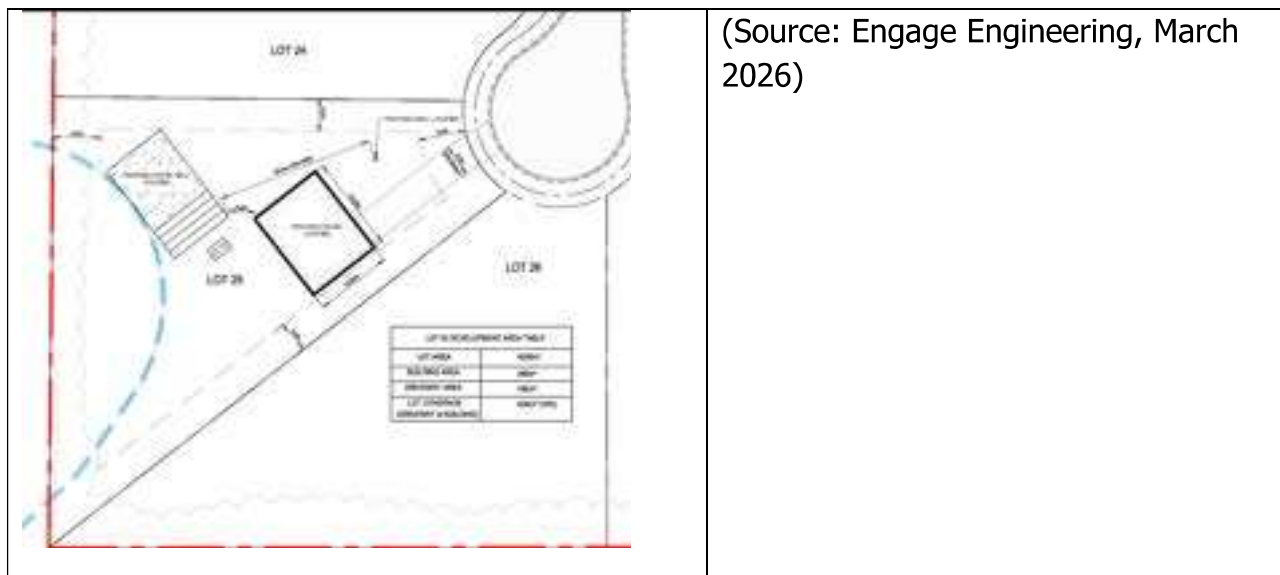
All proposed lots meet the minimum lot frontage requirement of the HR zone, include lots having frontage onto a cul-de-sac road configuration.

NL – Natural Linkage Zone

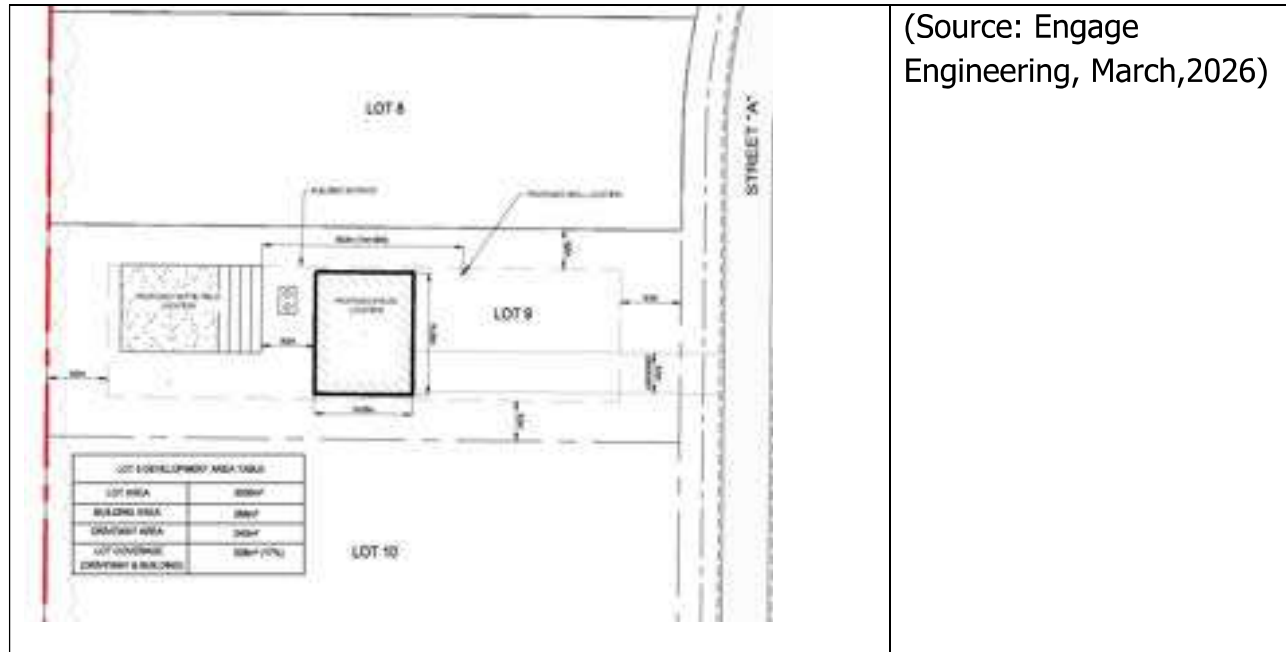
This zoning would continue to be applied to the rear portion of lots proposed within the southwest part of the DPOS. The EIS Report (Sumac), evaluated this part of the property and offered specific recommendations regarding its use – preservation.

The following lot development sketches illustrate zoning regulatory conformity:

Sketch 'A' – Lot 25 of the Proposed DPOS



Sketch 'B' – Lot 9 of the Proposed DPOS



(Source: Engage Engineering, March, 2026)

Summary

It is my Professional Planning Opinion that the DPOS, OPA ZBLA Applications are:

- Consistent with the policy directives of the 2024 Provincial Planning Statement;
- In Conformity with the general purpose and intent of the policy directives of both the County of Peterborough and the Township of Cavan Monaghan Official Plans;
- In Keeping with the general purpose and intent of the regulatory provisions of the Township of Cavan Monaghan Zoning By-law;
- Responsive to the housing market realities of the Township; and
- **Representative of Good Planning.**

Respectfully submitted,

Kevin M. Duguay, MCIP, RPP