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# **Planning Justification Report (June 1,2021) - Zoning By-law Amendment Application Wildfire Golf Course Township of Douro-Dummer, County of Peterborough**

## **Introduction**

This Planning Justification Report has been prepared in support of a Zoning By-law Amendment Application (ZBLA) filed with the Township of Douro-Dummer regarding the Wildfire Golf Course.

The ZBLA Application is required to permit the construction of a second free-standing golf-cart storage building. The current zoning of the property limits the number of accessory buildings to one (1) building.

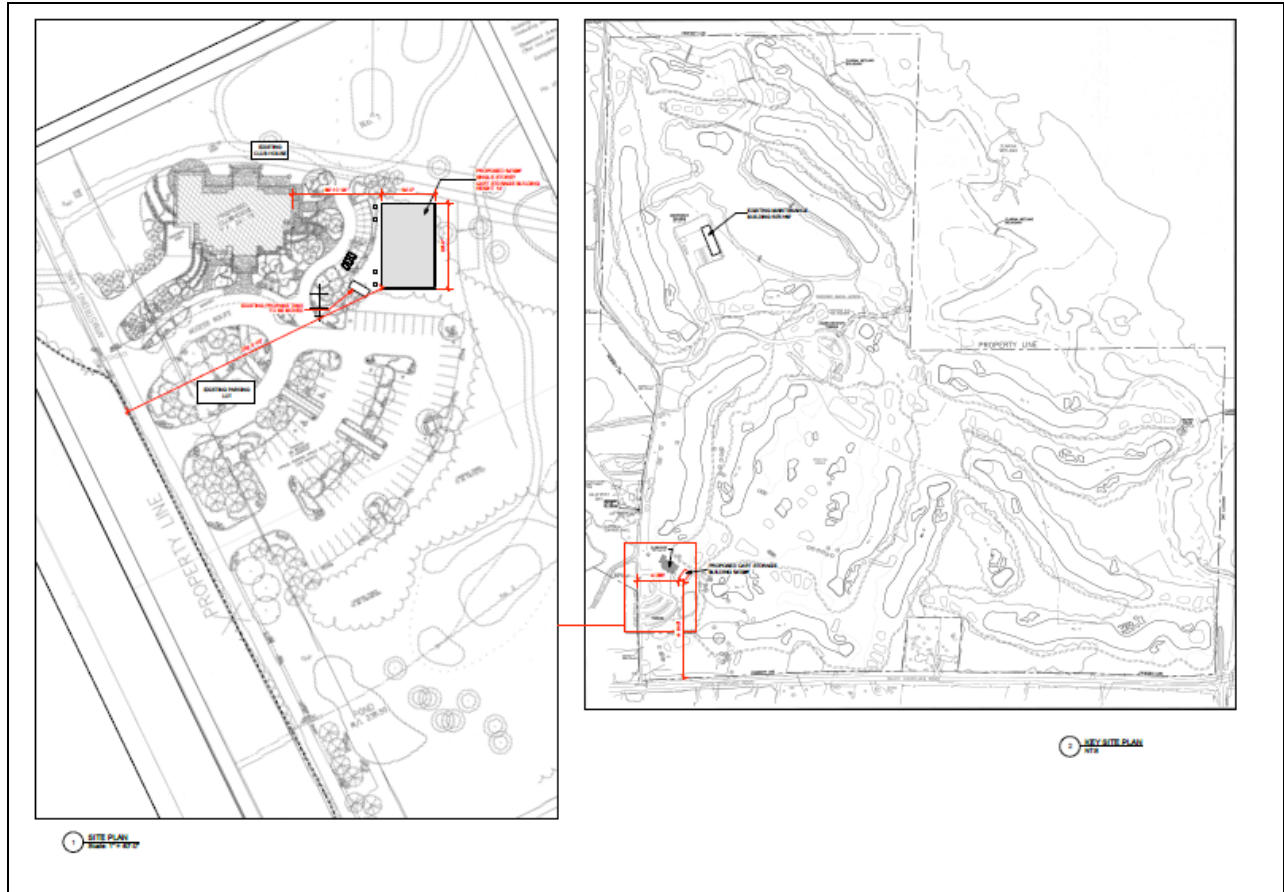
## **The Property**



Site

(Source: County of Peterborough Website, April 2021)

## The Concept Plan



(Source: FAD Architects, 2020/21)

The proposed second golf-cart storage building has a building area of 432 square metres and a building height of 4.02 metres.

The proposed building is not intended to provide assembly use. COVID-19 realities have created a new-found requirement for individual golf-cart use. The existing golf-cart storage building is not of adequate size to accommodate the additional golf-carts.

## Proposed Building Elevations (Preliminary)



(Source: FAD Architects 2020/21)

### Pre-Consultation

The property owner and their development team (myself) included attended a virtual pre-consultation meeting on with the Township, County and ORCA Staff.

This meeting established ZBLA Application process, requirements and related details. There has been subsequent dialogue between the development team members and ORCA and County Planners, serving to further “scope” Application requirements, specifically:

- i. Civil Engineering, the production of a letter report in support of the ZBLA Application; and
- ii. Environment, the production of a letter report in support of the ZBLA Application.

Copies of these letter reports are appended to this Report.

## Public Consultation

Given the limited nature of the ZBLA Application, no formal public consultation is proposed. Instead, the ZBLA Applications process would rely upon the Statutory requirements of the ZBLA approval process prescribed through the Planning Act and as administered by the Township.

## Analysis

### 2020 Provincial Policy Statement (2020 PPS)

The 2020 PPS which came into effect on May 1, 2020 and sets forth a general policy framework applied on a provincial-wide basis addressing such matters as land-use, development, environment, culture/heritage, patterns of development and related concerns. Relative to the ZBLA Application, the following policies are considered to have direct relevancy:

Section	Title - Comments
Part III	<p>How to Read the Provincial Policy Statement</p> <p>The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The Provincial Policy Statement supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.</p> <p>Read the Entire Provincial Policy Statement</p> <p>The Provincial Policy 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.</p> <p>While specific policies sometimes refer to other policies for ease of use, these cross-references do not take away from the need to read the Provincial Policy Statement as a whole.</p> <p>There is no implied priority in the order in which the policies appear.</p> <p><b>Opinion: I have read the entire document for the purpose of preparing this Witness Statement.</b></p>
1.0	Building Strong Healthy Communities

	<p>Ontario is a vast province with urban, <b>rural</b>, and northern communities with diversity in population, economic activities, pace of growth, service levels and physical and natural conditions. Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. Efficient land use and development patterns support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth.</p>
1.1.1	<p>Healthy, liveable and safe communities are sustained by:</p> <p>a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;</p> <p>b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;</p> <p><b>c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;</b></p> <p>d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;</p> <p><b>Opinion: The ZBLA Application will serve to permit the introduction of a second accessory building (golf cart storage), which will not have negative impact upon environmental features. It is my professional opinion that the proposed a second accessory building will not create or cause any negative impact upon on-site or area environmental features.</b></p>
1.1.3	<p>Settlement Areas</p> <p>Settlement areas are urban areas and rural settlement areas, and include cities, towns, villages and hamlets. Ontario's settlement areas vary significantly in terms of size, density, population, economic activity, diversity and intensity of land uses, service levels, and types of</p>

	<p>infrastructure available.</p> <p><b>Opinion: The subject property is not part of a Rural Settlement Area.</b></p>
1.1.4	<p>Rural Areas in Municipalities</p> <p>Rural areas are important to the economic success of the Province and our quality of life. Rural areas are a system of lands that may include rural settlement areas, rural lands, prime agricultural areas, natural heritage features and areas, and other resource areas. Rural areas and urban areas are interdependent in terms of markets, resources and amenities. It is important to leverage rural assets and amenities and protect the environment as a foundation for a sustainable economy.</p> <p>Ontario's rural areas have diverse population levels, natural resources, geographies and physical characteristics, and economies. Across rural Ontario, local circumstances vary by region. For example, northern Ontario's natural environment and vast geography offer different opportunities than the predominately agricultural areas of southern regions of the Province.</p> <p><b>Opinion: The property is located within the rural area of the Township of Douro-Dummer and is developed as a Golf Course.</b></p>
1.1.5	<p>Rural Lands in Municipalities</p> <p>1.1.5.1 When directing development on rural lands, a planning authority shall apply the relevant policies of Section 1: Building Strong Healthy Communities, as well as the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.</p> <p>1.1.5.2 On rural lands located in municipalities, permitted uses are:</p> <ul style="list-style-type: none"> <li>a) the management or use of resources;</li> <li>b) resource-based recreational uses (including recreational dwellings);</li> <li>c) limited residential development;</li> <li><b>f) other rural land uses.</b></li> </ul> <p><b>Opinion: The property is located within the rural area of the</b></p>

	<p><b>Township Douro-Dummer.</b></p> <p><b>The existing Golf Course would be considered as an “other rural land use.”</b></p>
2.0	<p>Wise Use and Management of Resources</p> <p>Ontario's long-term prosperity, environmental health, and social well-being depend on conserving biodiversity, protecting the health of the Great Lakes, and protecting natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.</p> <p>Accordingly:</p>

**It is my professional opinion that the Zoning By-law Amendment Application is consistent with the policy directives of the 2020 PPS.**

### **2020 A Place to Grow- Growth Plan for the Greater Golden Horseshoe (2020 Growth Plan)**

The 2020 A Place to Grow Plan came into effect in August, 2020 replacing the May 16, 2019 Growth Plan (which replaced the 2017 Growth Plan). The new 2020 Plan sets forth a series of detailed policies addressing population and employment growth and other related development, planning and land use matters for the Greater Golden Horseshoe Area. The County of Peterborough is located within the eastern portion of the outer-ring part of the 2020 Plan.

Relative to the Zoning By-law Amendment Application, the following policies of the 2020 Growth Plan are considered to have direct relevancy:

<b>Policy</b>	<b>Title - Details</b>
1.2.1	<p>Guiding Principles</p> <p>The successful realization of this vision for the GGH centres on effective collaboration amongst the Province, other levels of government, First Nations and Métis communities, residents, private and non-profit sectors across all industries, and other stakeholders. The policies of this Plan regarding how land is developed, resources are managed and protected, and public dollars are invested are based on the following principles:</p>

	<ul style="list-style-type: none"> <li>• Support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime.</li> <li>• Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability.</li> <li>• Provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.</li> <li>• Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households.</li> <li>• Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government.</li> <li>• Provide for different approaches to manage growth that recognize the diversity of communities in the GGH.</li> <li>• Protect and enhance natural heritage, hydrologic, and landform systems, features, and functions.</li> <li>• Support and enhance the long-term viability and productivity of agriculture by protecting prime agricultural areas and the agri-food network.</li> <li>• Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities.</li> <li>• Integrate climate change considerations into planning and managing growth such as planning for more resilient communities and infrastructure – that are adaptive to the impacts of a changing climate – and moving towards environmentally sustainable communities by incorporating approaches to reduce greenhouse gas emissions.</li> </ul> <p><b>Opinion: The ZBLA Application conforms to the policies of Section 1.2.1 of the Plan.</b></p>
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2.2	<p>Policies for Where and How to Grow</p> <p>2.2.1 Managing Growth</p> <p>1. Population and employment forecasts contained in Schedule 3 will be used for planning and managing growth in the GGH to the horizon of this Plan in accordance with the policies in subsection 5.2.4.</p> <p>2. Forecasted growth to the horizon of this Plan will be allocated based on the following:</p> <p>b) growth will be limited in settlement areas that:</p> <p>i. are rural settlements;</p>
	<p>c) within settlement areas, growth will be focused in:</p> <p>i. delineated built-up areas;</p> <p>ii. strategic growth areas;</p> <p>iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and</p> <p>iv. areas with existing or planned public service facilities;</p> <p>d) development will be directed to settlement areas, except where the policies of this Plan permit otherwise;</p>
2.2.9	<p>Rural Areas</p> <p>1. Municipalities are encouraged to plan for a variety of cultural and economic opportunities within rural settlements to serve the needs of rural residents and area businesses.</p> <p>3. Subject to the policies in Section 4, development outside of settlement areas may be permitted on rural lands for:</p> <p>a) the management or use of resources;</p> <p><b>b) resource-based recreational uses; and</b></p> <p><b>c) other rural land uses that are not appropriate in settlement areas provided they:</b></p>

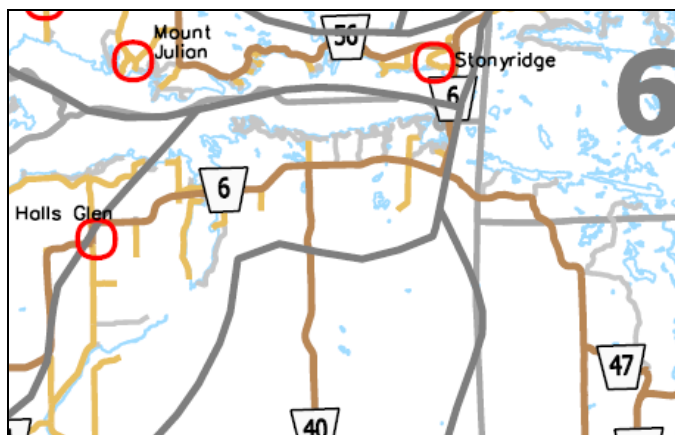
	<p>i. are compatible with the rural landscape and surrounding local land uses;</p> <p>ii. will be sustained by rural service levels; and</p> <p>iii. will not adversely affect the protection of agricultural uses and other resource-based uses such as mineral aggregate operations.</p> <p><b>Opinion: The subject property is developed as a Golf Course, and land use is in conformity with Policies 2.2.9.3 (b) and (c) respectively.</b></p>
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**It is my professional planning opinion that the Zoning By-law Amendment Application is in Conformity with the policies of the 2020 Growth Plan.**

### **Official Plan**

The County Official Plan designates the property as forming part of the “Rural” area. It does not form part of any Rural Settlement Area.

### **Map Detail**

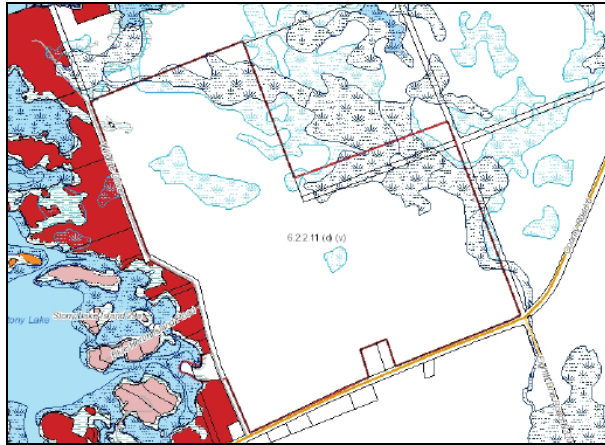


(Source: County of Peterborough Website, April 2021)

The focus of my analysis addresses the policies of the lower-tier (Township) component of the Official Plan.

The property is designated as “Rural, with a site specific policy Exception- 6.2.2.11 (d0 (v))” by the Township Official Plan.

## Township Official Plan Map - Detail



(Source: County of Peterborough Website, April 2021)

The following policies of the Official Plan are considered to having direct relevancy as it would pertain the Zoning By-law Amendment Application:

Policy/Section	Title - Details
6.0	Local Plan Policies - Land Use
6.1	<p>General</p> <p>The County Plan functions as the lower tier Official Plan for the following participating local municipalities:</p> <ul style="list-style-type: none"> <li>- Township of Douro-Dummer</li> </ul> <p>Local municipal official plans complement the Peterborough County Official Plan by providing detailed strategies, policies and land use designations for planning and development at the local municipal level. Section 6 and Section 7 of the County Plan contain the local municipal planning policies applicable to the above-named Townships and should be read in conjunction with other sections of the Plan.</p> <p><b>Opinion: Preference will be made to the Local Plan Policies (Douro-Dummer) for purposes of this ZBLA Application.</b></p>
6.2	Local Planning Policies Rural Component

	<ul style="list-style-type: none"> <li>• The Rural Component is devoted to economic activities associated with the natural resources in the participating Townships. The Rural Component policies are intended to protect the character of these areas while making provision for economic activities and employment opportunities which depend on the natural resources. The Rural Component comprises the following areas:</li> <li>• <b>recreational commercial areas;</b> and</li> <li>• <b>Open space areas.</b></li> </ul> <p><b>Opinion: The Wildfire Golf Course is a form of recreational commercial land use and functions as an open space area.</b></p>
6.2.2	Rural
6.2.2.1	<p>General Principles</p> <p>The Rural designation applies to areas where Class 4, 5, 6 and 7 and Organic soils under the Canada Land Inventory Soil Capability for Agriculture predominate and areas where previous non-farm development has effectively limited the future of intensive farm activity.</p>
6.2.2.2	<p>Permitted Uses</p> <p>The predominant use of land within the Rural designation may include all agricultural uses outlined in Section 6.2.1 of this Plan. Other permitted uses shall include forestry, passive outdoor recreation uses and activities connected with the conservation of soil and wildlife.</p> <p>Development by consent will be permitted within the Rural designation, although that development shall be limited and will be subject to the following policies. A very limited amount of small-scale commercial uses, or farm-related commercial/industrial uses will also be permitted. Commercial and industrial uses shall be subject to site plan control, and shall require a site specific amendment to the implementing Zoning By-law, as part of the approval process.</p>

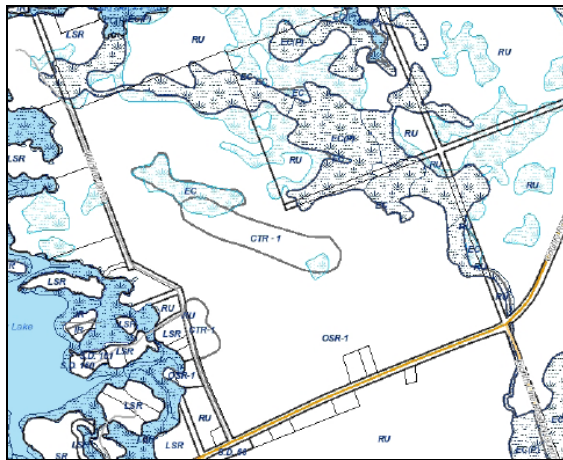
	<b>Opinion: The golf course exists and forms an established part of the rural area in this part of the Township.</b>
6.2.2.11 (d) (v)	<p><b>Policy exception – Rural Designation</b></p> <p>Notwithstanding any other provision of the "Rural" designation and associated policies as set forth under this Plan to the contrary, on lands designated as Rural in Part of Lots 30 and 31, Concessions 6 and 7 of the Dummer Ward, as identified on Schedule "A4-3" with the notation "Lands Subject to Subsection 6.2.2.11(d)(v)", and having an area of approximately 85 hectares, the uses permitted shall include a golf course, driving range, a golf club house, and a maintenance and golf cart storage facility; together with accessory uses. It shall further be the policy of this Plan that no development and/or redevelopment of the subject property shall be permitted except in accordance with the implementing Zoning By-law; and a Site Plan Agreement entered into by the Township of Douro-Dummer and the owner."</p> <p><b>Opinion: The ZBLA Application serves to permit a second golf cart storage building, which is an accessory use/function of the golf course (primary use). The proposed new building cannot be constructed as an addition to the existing building.</b></p>

**It is my professional planning opinion that the Zoning By-law Amendment Application is in keeping with the general purpose and intent of the policies of the Official Plan.**

### **Township Zoning By-law**

The subject property (Wildfire Golf Course) is currently zoned "OSR-1-Open Space Restricted 1 Zone, Commercial Tourism Restricted 1 Zone and EC- Environmental Conservation Zone" by the Township Zoning By-law. This zoning permits the Wildfire Golf Course. However, this zoning limits the floor area of accessory buildings to 750 square metres. The existing golf court storage building has a floor area of 743 square metres.

## Zoning Map - Detail



(Source: County of Peterborough Website, April 2021)

The ZBLA is limited to permitting a 2<sup>nd</sup> accessory building intended for golf-cart storage use. The Application, therefore, is limited to one (1) regulation of the current zoning of the property, specifically the CTR -1 – Zone.

### The Amendment - Summary

The ZBLA Application is summarized as follows:

**Notwithstanding the provisions of Section 12.5.2(b), the maximum floor area of maintenance and cart storage facility shall be 1555 square metres.**

There will be minor changes to the existing property to accommodate the proposed building, which do not require any regulatory amendment, beyond the above-captioned.

**It is my professional planning opinion that the Zoning By-law Amendment Application is appropriate and is in keeping with the general purpose and intent of the regulatory provisions of the Township Zoning By-law.**

### Site Plan Control

The Wildfire Golf Course is currently subject of a Site Plan Agreement. The proposed 2<sup>nd</sup> Golf-Cart Storage Building will trigger the requirement to “amend” this agreement. This amendment is minor in nature and will focus upon the introduction of this new accessory building and such matters as:

- Lot grading and drainage;

- Storm-water management;
- Landscaping/buffering;
- Water-source for fire-fighting purposes; and
- Building/architectural treatments.

The Property Owner and the development team are anticipating filing the require Site Plan "Amendment" Application with the Township Planning Department potentially during the processing of the ZBLA Application.

### **Summary**

The ZBLA Application is very limited in its implications. If approved, the ZBLA Application will permit a second accessory building (Golf-Cart Storage Building).

It is my professional planning opinion that the Zoning By-law Amendment Application is:

- Consistent with the policy directives of the 2020 PPS;
- In conformity with the policy directives of the 2020 Growth Plan;
- In Keeping with the general purpose and intent of the policies of the Official Plan both upper and lower tier components);
- In Keeping with the general purpose and intent of the regulatory provisions of the Townships Zoning By-law; and
- Is Representative of Good Planning.

Respectfully Submitted,



Kevin M. Duguay, MCIP, RPP