

Background Report

Community Improvement Plan Expansion

Township of Cavan Monaghan



November 2021

D.M. Wills Associates Limited

Reference No. 21-85221



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This report / proposal has been formatted considering the requirements of the Accessibility for Ontarians with Disabilities Act.

1.0 Introduction

This Background Report (Report) has been prepared by D.M. Wills Associates Limited (Wills) on behalf of the Township of Cavan Monaghan (Township) to summarize the pertinent information in support of the expansion of the existing Community Improvement Plan (CIP). This Report provides an overview of the legislated framework governing the creation and expansion of CIPs, summarizes the applicable local policy and municipal initiatives, and details existing business and employment considerations. This Background Report also provides a preliminary assessment, based on a review of the foregoing, of factors for consideration in expansion of the Township's CIP to apply across and throughout the Township.

This Background Report provides a review of provincial legislation including the *Municipal Act* and *Planning Act*, as well as summarizing the existing CIP for the Township, the Downtown Millbrook Revitalization Plan, the Detailed Streetscape & Design Guidelines for Downtown Millbrook, the Township of Cavan Monaghan Official Plan, the Township of Cavan Monaghan Strategic Plan, the 2020 Growth Management Strategy, the Township of Cavan Monaghan Parks and Recreation Master Plan, the Trail Master Plan, the Accessibility Plan, the Township of Cavan Monaghan Cultural Mapping and the Township of Cavan Monaghan Zoning By-law. Review of these local plans is included to further refine the vision for the Township, which is crucial in shaping policies for community improvement that best align with Township priorities.

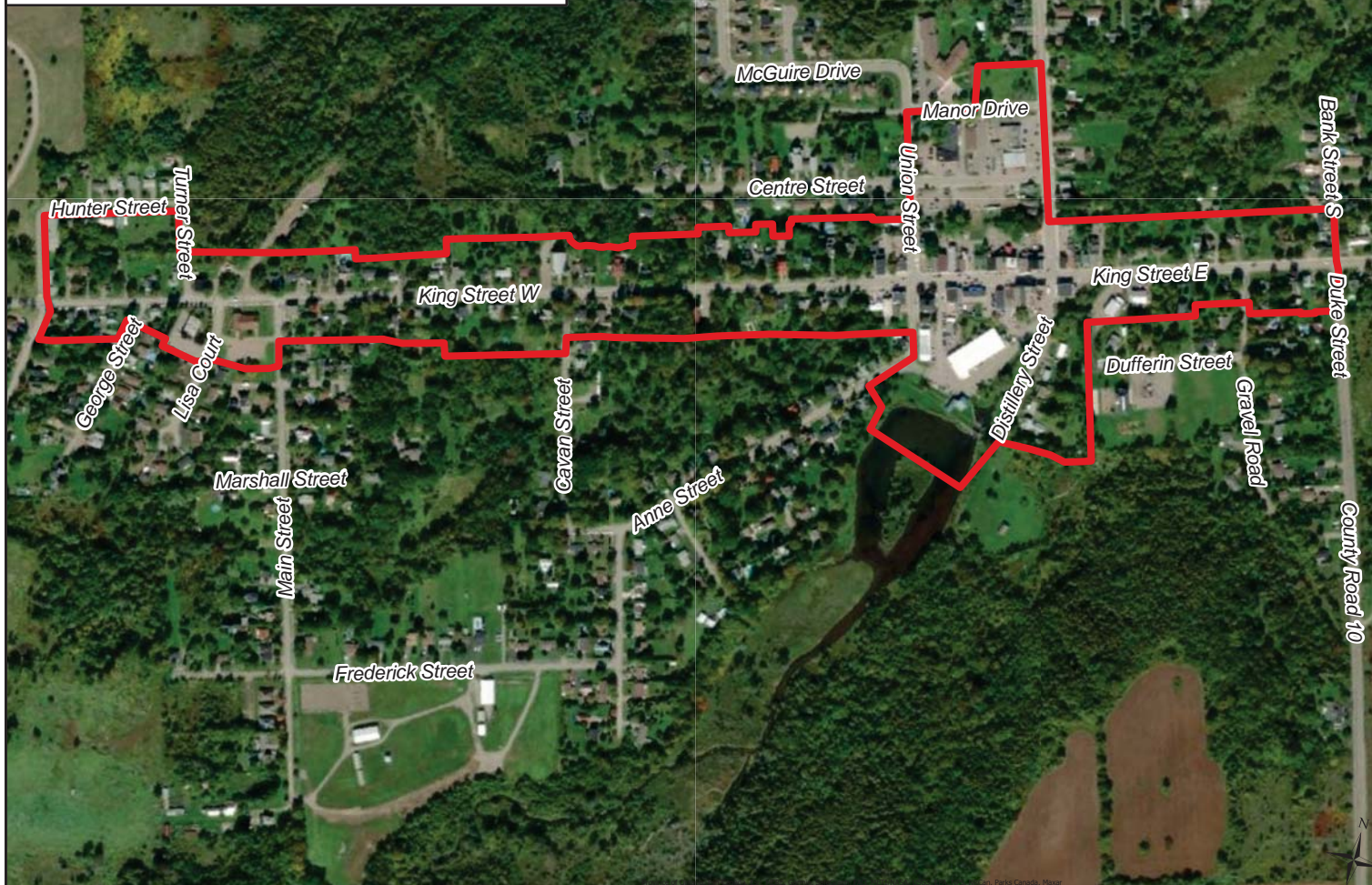
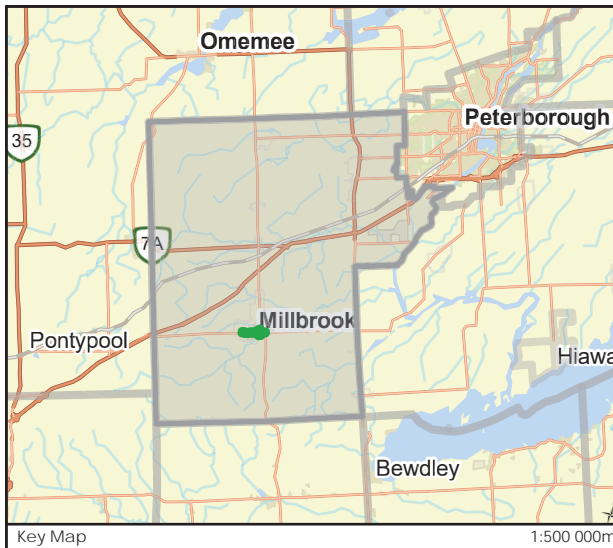
The Background Report also provides an assessment of the existing fabric of commercial businesses in the Township as a second key component. The assessment has been informed based on an on-the ground review of the urban and hamlet areas, a search of online databases and federal business data. The commercial assessment will inform the existing employment sectors in the Township, and the local concentrations of such sectors.

Also included in this Background Report is an analysis of the applications received and funding approved to-date through the existing CIP. While it is recognized that the existing CIP is only applicable to downtown Millbrook, this assessment is important in understanding which existing programs have been in demand and which may not have been utilized to their full potential. Analysis of the past applications will provide initial insight into the most sought supports for businesses, with an understanding that such may vary by sector and location.

1.1 Community Improvement Plans

A CIP is a land use planning tool which may be established and implemented under the *Planning Act* and serves as a mechanism for municipalities to encourage and achieve community improvement goals. A CIP allows municipalities to provide financial assistance and incentives to private properties in support of community improvement goals.

Currently, the Township has a CIP in place which applies to the downtown Millbrook area. This CIP was introduced in 2018 and provides nine (9) Township incentive programs with the intent of encouraging beautification, redevelopment, diversification, connection and animation of the downtown Millbrook area. **Figure 1** outlines the existing CIP area as defined by Township planning documents. In recognition of the established business and community needs outside of the downtown Millbrook area, the Township has initiated a study to determine the options for expansion of the CIP across the entirety of the Township, including urban, hamlet and rural areas. The existing CIP is detailed further in **Section 3.3** of this report.



KEY MAP

COMMUNITY IMPROVEMENT PLAN TOWNSHIP OF CAVAN MONAGHAN COUNTY OF PETERBOROUGH

Figure 1

Legend

- Existing Community Improvement Plan Area (Millbrook)

Scale: 1:8,500m



Data Sources

County of Peterborough Online GIS
Peterborough Public Maps Server

Created In:	ArcMap 10.7
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2.0 Legislative Framework

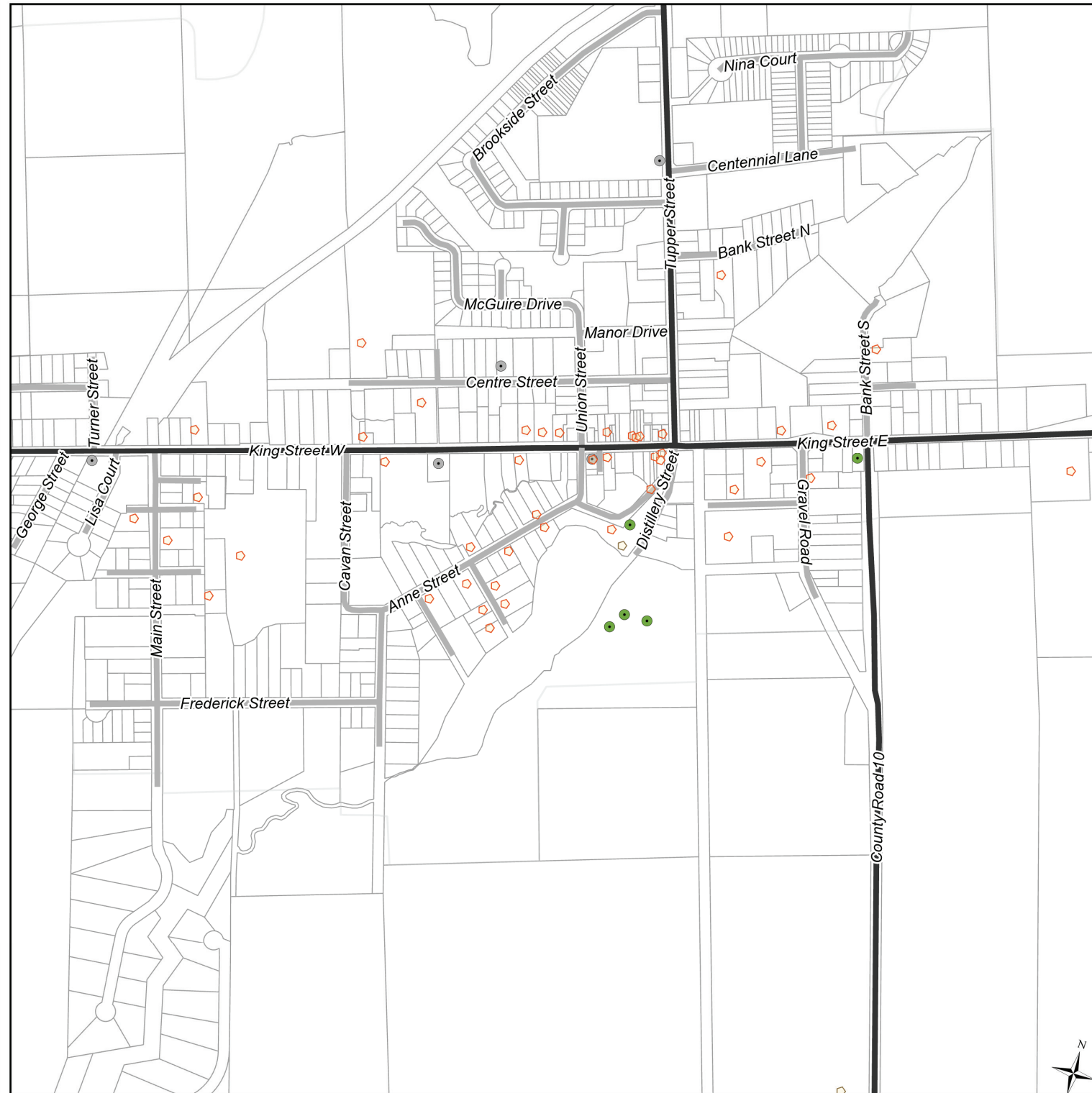
The following provincial and municipal documents contain the applicable legislation and policies that allow a municipality to implement a CIP within the community. As a two-tier government, the County and Township official plans contain policies regarding the implementation of a CIP in which the proposed expansion must conform, otherwise, amendments may be required.

2.1 Municipal Act, 2001

The *Municipal Act, 2001* prescribes the rules and responsibilities for municipal governments in Ontario. Generally, municipalities are prohibited from providing either direct or indirect assistance to businesses through financial incentives, commonly referred to as bonusing.

However, Section 106(3) of the *Municipal Act* provides exceptions where the Council of the municipality is acting through a community improvement plan under Section 28 of the *Planning Act* (discussed below), or through the authority provided in Section 365.1 of the *Municipal Act*.

Section 365.1 of the *Municipal Act* provides exemptions for municipality's to cancel all or a portion of taxes on eligible properties. This includes tax incentive programs for brownfields redevelopment, where landowners are bringing formerly contaminated land back into productive use. The *Municipal Act* also authorizes tax reductions for eligible heritage properties (Section 365.2). As per the Ontario Heritage Act Register database, there are currently 45 heritage sites listed on the Ontario Heritage Register in the Township. See **Figure 2**.



HERITAGE PROPERTIES

COMMUNITY IMPROVEMENT PLAN TOWNSHIP OF CAVAN MONAGHAN COUNTY OF PETERBOROUGH

Figure 2

Legend

Heritage Properties

- Barn
- Historic Site
- Landscapes-Urban Park; Nature Park; Bird/Wildlife Sanctuary; Gardens and Forests; & Fence
- Village and Farmstead Heritage Sites
- Streetscapes and Vistas
- ⬠ Built Heritage (Non-Designated)
- ⬠ Built Heritage (Designated)
- Church; Cemetery

Scale: 1:10,000m



NAD83 CSRS98 UTM zone 17N

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2.2 Planning Act, 1990

The *Planning Act* provides the legislative requirements for land use planning in Ontario. Part IV of the *Planning Act* provides the legislative requirements specific to community improvement, which is defined under the Act as the “*planning or re-planning, design or redesign, re-subdivision, clearance, development or redevelopment, construction, reconstruction and rehabilitation, improvement of energy efficiency, or any of them, of a community improvement project area, and the provision of such residential, commercial, industrial, public, recreational, institutional, religious, charitable or other uses, buildings, structures, works, improvements or facilities, or spaces therefor, as may be appropriate or necessary.*”

Section 28(2) of the *Planning Act* prescribes that where there is an official plan in effect, and where that official plan contains provisions relating to community improvement, the Council of the municipality may designate, by by-law, the whole or any part of the municipality as a community improvement project area. A community improvement project area is defined by the Act as “*a municipality or an area within a municipality, the community improvement of which in the opinion of the council is desirable because of age, dilapidation, overcrowding, faulty arrangement, unsuitability of buildings or for any other environmental, social or community economic development reason.*”

Once a community improvement area has been designated, Section 28(4) directs that the Council may provide for the preparation of a community improvement plan for the community improvement project area. Through the community improvement plan, the municipality may:

- Acquire, hold, clear, grade or otherwise prepare land for community improvement (Section 28(3));
- Construct, repair, rehabilitate or improve buildings on land acquired or held by it in the community improvement project area in conformity with the community improvement plan, and sell, lease or otherwise dispose of any such buildings and the land appurtenant thereto (Section 28(6)(a));
- Sell, lease or otherwise dispose of any land acquired or held by it in the community improvement project area to any person or governmental authority for use in conformity with the community improvement plan (Section 28(6)(b)); and,
- Provide grants or loans, in conformity with the community improvement plan, to registered owners, assessed owners and tenants of lands and buildings within the community improvement project area, and to any person to whom such an owner or tenant has assigned the right to receive a grant or loan, to pay for the whole or any part of the eligible costs of the community improvement plan (Section 28(7)).

In providing grants and loans to incentive community improvement projects, Section 28(7.1) of the *Planning Act* prescribes the eligible costs to include environmental site assessment, environmental remediation, development, redevelopment, construction

and reconstruction of lands and buildings for rehabilitation purposes or for the provision of energy efficient uses, buildings, structures, works, improvements or facilities.

To ensure that the community improvement plan reflects the goals and vision of the municipality, the *Planning Act* also provides the legislative public consultation process that must be followed in preparing a community improvement plan, including public notice and statutory public meetings.

3.0 Local Policy Context

3.1 County of Peterborough Official Plan

The Official Plan of the County of Peterborough provides a framework in which local municipalities can designate CIP areas to promote maintenance, rehabilitation, redevelopment and revitalization of the physical, social and economic environment.

The County's Official Plan sets out the following goals for community improvement:

- a) preserve, rehabilitate and redevelop the existing built environment;
- b) maximize the use of existing public infrastructure, facilities and amenities;
- c) coordinate private and public community improvement activities;
- d) promote development and redevelopment that is sustainable in nature;
- e) guide the setting of priorities for municipal expenditures respecting community improvement projects;
- f) participate, wherever possible, in Federal and/or Provincial programs to facilitate community improvement; and,
- g) reconcile existing land use conflicts and minimize future land use conflicts.

Specific objectives for community improvement are also provided in the County's Official Plan in which a local municipality must accomplish one or more of the following:

- a) maintain and improve municipal services including the water distribution system, the sanitary and storm sewer systems, roads, sidewalks, and street lighting;
- b) maintain and improve the transportation network to ensure adequate traffic flow, pedestrian circulation and parking facilities;
- c) encourage the renovation, repair, rehabilitation, redevelopment or other improvement of lands and/or buildings, including environmental remediation, development, redevelopment, construction and reconstruction of lands and buildings for rehabilitation purposes, or for the provision of energy efficient uses, buildings, structures, works, improvements or facilities;
- d) encourage the preservation, restoration, adaptive reuse and improvement of historical or architecturally significant buildings;
- e) maintain and improve the physical and aesthetic amenities of streetscapes;

- f) encourage the development of an adequate supply of affordable housing which meets the needs of local residents;
- g) encourage infill, intensification and redevelopment within existing settlement areas;
- h) promote and encourage the rehabilitation, re-use and redevelopment of brownfield sites;
- i) encourage the restoration, maintenance, improvement and protection of natural habitat, parks, open space, recreational and heritage facilities and amenities;
- j) encourage the eventual elimination and/or relocation of incompatible land uses, and where this is not feasible, encourage physical improvements to minimize the incompatibility;
- k) encourage activities which contribute to a strong economic base including commercial, industrial, recreational and tourism activity and job creation;
- l) improve environmental conditions;
- m) improve social conditions;
- n) promote cultural and tourism development;
- o) facilitate and promote community economic development; and
- p) improve community quality, safety and stability.

Additionally, the County's OP outlines a list of criteria directing local municipalities on the designation of community improvement project areas, which includes the following:

- a) buildings, building facades, and/or property are in need of maintenance preservation, restoration, repair, rehabilitation, energy efficiency or renewable energy improvements, or redevelopment;
- b) vacant lots and/or underutilized properties and buildings which have potential for infill, redevelopment or expansion to better utilize the land base and stabilize and increase economic and community activity;
- c) non-conforming, conflicting, encroaching or incompatible land uses or activities threaten to disrupt the predominant land use and/or economic function of the area;
- d) commercial areas with high vacancy rates and/or poor overall visual quality of the built environment, including but not limited to, building facades, streetscapes, public amenity areas and urban design;
- e) presence of buildings and/or lands of architectural or heritage significance;
- f) known or suspected environmental contamination;
- g) other significant barriers to the repair, rehabilitation or redevelopment of underutilized land and/or buildings; and,

- h) other significant environmental, social or community economic development reasons for community improvement.

CIPs are to be established and phased in priority of need, within existing built up areas and where more than one criteria exists across the municipality. The County may also establish programs to assist the municipalities to achieve the goals and objectives as prescribed by the municipal CIP.

3.2 Township of Cavan Monaghan Official Plan

The Official Plan for the Township of Cavan Monaghan provides policy direction to guide growth and development within the Township, while ensuring balance between social, economic and environmental influences.

Policy direction specific to Community Improvement is provided in Section 8.10 of the Official Plan. The Official Plan defines Community Improvement in general terms as *“encompassing all those activities, both public and private, that maintain, rehabilitate and redevelop the existing physical environment to accommodate the social and economic priorities within the community. These activities will improve the general appearance and economic viability of a Community Improvement Area.”*

As currently provided in the Official Plan, the focus of Community Improvement is the Community Core Area of Millbrook. Current objectives for Community Improvement in Millbrook are provided as follows:

- a) Maintain or improve municipal services, public utilities and social and recreational facilities;
- b) Improve conditions in older, residential neighbourhoods;
- c) Improve the property and business tax base by encouraging economic expansion and new development by both the private and public sectors;
- d) Promote the revitalization and intensification in the downtown business area;
- e) Undertake significant improvements to the Mill Pond area;
- f) Improve parking facilities in the downtown business area;
- g) Improve stormwater management and treatment; and,
- h) Encourage investment and improvement in the maintenance and rehabilitation of existing commercial, industrial, institutional and residential buildings and structures.

The Official Plan also includes criteria for the designation of the Community Core Area of Millbrook as a Community Improvement Area. These criteria are provided as below:

- a) The area contains a number of buildings in need of maintenance, repair or rehabilitation due to age, appearance and inability to meet current energy efficiency and structural standards; or,

- b) There are deficiencies in the sanitary sewer, water or stormwater systems in the area; or,
- c) There are deficiencies in the road network and associated infrastructure in the area including parking facilities and signage; or,
- d) There is a lack of appropriate parkland and other recreational facilities within the area; or,
- e) The potential exists to achieve economic growth in an area as a result of building improvement, repair and/or replacement; or,
- f) A number of environmental problems such as soil contamination exist in the area; or,
- g) There are a number of screening, buffering, streetscaping or landscaping deficiencies in the area; or
- h) There are cultural heritage resources in an area warranting protection and/or enhancement; or
- i) There are poor drainage conditions such as flooding, ponding in low lying and flat areas and inadequate ditching.

Aside from the specific community improvement policies found in Section 8.10, the Official Plan also includes overarching goals and strategic directions intended to guide land use and development and ensure it aligns with the overall vision of the Township. Recurring themes throughout the Official Plan include preserving rural and cultural character and heritage; improving employment opportunities across all sectors as well as encouraging home-based businesses and secondary on-farm uses; ensuring accessible and attractive development; promoting efficient and sustainable development; establishing integrated transportation systems; and providing a variety of housing options and facilitating housing affordability. These goals and strategic directions have important relevance in further planning for community improvement.

3.3 Millbrook Community Improvement Plan

A Community Improvement Plan for Downtown Millbrook was established in 2018. The Millbrook Community Improvement Plan has five goals for community improvement:

- 1. Beautification & Restoration
- 2. Redevelopment & Reuse
- 3. Diversification & New Uses
- 4. Connection & Integration
- 5. Unique Places & Spaces

There are nine (9) Township-offered programs available through the Millbrook Community Improvement Plan, which are available to eligible commercial, office, industrial, institutional and rental housing units. The Community Improvement Plan also

provides direction for funding on one (1) provincial program. Programs identified and offered through the CIP are as follows:

Township Incentive Programs

1. Façade and Signage Improvement Grant
2. Building and Site Improvement Grant
3. Commercial Conversion and Expansion Grant
4. Downtown Rental Housing Grant
5. POPS and Public Art Grant
6. Sidewalk Café Grant
7. Design and Study Grant
8. Planning Application and Building Permit Fee Rebate Grant
9. Redevelopment and Adaptive Reuse Grant (TIED)

Provincial Incentive Programs

1. Brownfield Financial Tax Incentive Grant

The Community Improvement Plan provides varying grant values and eligibility criteria per program. However, the Community Improvement Plan directs that the total combined value of grants provided to an applicant by the Township per year shall not exceed \$10,000 per project and/or property, or the total value of eligible costs, whichever is less.

3.4 Downtown Millbrook Revitalization Plan

The Downtown Millbrook Revitalization Plan (Plan), issued in 2013, emphasizes the importance of tourism, business and employment growth and community image and pride in supporting the success of downtown areas. A four-element approach is identified in the Plan as contributing to downtown revitalization, including economic development, marketing and promotions, management and leadership and physical improvements. Several priorities in each of these four elements are identified in the Plan. However, specifically relevant to community improvement and associated community improvement programs, the Plan adopts the following priorities for revitalization of downtown Millbrook:

1. Initiate a business retention and expansion program focused on Downtown Millbrook's potential business opportunities and primary industry sectors.
2. Partner with senior levels of government, community organizations and the private sector to plan and finance expenses and improvements.

Ensuring these priorities are upheld will serve to achieve the mission statement and market position statements provided in the Plan, respectively as follows:

"The Downtown Millbrook Revitalization Strategy supports existing and new business opportunities, promotes culture, heritage and the environment and fosters and attractive and active downtown, while strengthening partnerships for the community."

"Downtown Millbrook is the one heritage shopping are that provides residents and visitors with a unique experience because of its picturesque streetscape, walkable environment and friendly service."

3.5 Detailed Streetscape & Design Guidelines for Downtown Millbrook

Detailed Streetscape & Design Guidelines (Guidelines) for Downtown Millbrook were prepared by Stempski Kelly Associates Inc. in July of 2017. The guiding principles of the Guidelines were established through consultation with Township Staff, key stakeholders and members of the public, together with a review of existing conditions, challenges and opportunities as they pertain to the downtown area. These guiding principles are focused on improving pedestrian access, ensuring safety, creating an attractive aesthetic and maintaining community character and established architectural forms. The Guidelines provide detailed recommendations and criteria for downtown revitalization including façade improvement, accessibility, awnings & canopies, signage, shutters, lighting, building materials, seasonal adornment, sidewalks, public art and colour schemes. The guidelines include checklists to assist in implementation and ensure that revitalization projects align with the guiding principles and detailed recommendations.

3.6 Zoning By-law

The Township of Cavan Monaghan Zoning By-law 2018-58 (Zoning By-law) was approved by Council on October 1, 2018. The Zoning By-law serves to regulate the use of lands and the character, location and use of buildings and structures as is permitted under Section 34 of the *Planning Act*. Table 2.1 of the Zoning By-law provides a summary of zones established across the Township. There are nine (9) classes of general zone categories established in the Township; Residential Zones, Mixed-use Zones, Commercial Zones, Industrial Zones, Agricultural and Rural Zones, Natural System Zones, Oak Ridges Moraine Zones, Overlay Zones, and Other Zones, which includes institutional, open space, and future development. A summary of the general location for each of the residential, mixed-use, commercial, industrial, agricultural and rural zones is provided in **Table 1** below. Where reference is made to the Countryside Area, this refers to the general areas of the Township located outside of the Millbrook Urban Settlement Area and outside of the Hamlet Areas of Ida, Cavan, Mount Pleasant, Five Mile Turn, Springville, Fraserville, Bailieboro and South Monaghan. Implementation of any CIP opportunities must continue to meet zoning by-law requirements and therefore, any incentive programs offered must consider the appropriateness in the context of the use and the surrounding land uses prior to approval.

Table 1 - Summary of Permitted Uses by Zone

Zone	Zone Symbol	General Location
Urban Residential One	UR1	Millbrook Urban Settlement Area
Urban Residential Two	UR2	Millbrook Urban Settlement Area
Urban Residential Three	UR3	Millbrook Urban Settlement Area
Urban Residential Four	UR4	Millbrook Urban Settlement Area
Rural Residential	RR	Countryside Area
Hamlet Residential	HR	Hamlet Areas
Core Mixed-Use One	CMU1	Millbrook Urban Settlement Area
Core Mixed-Use Two	CMU2	Millbrook Urban Settlement Area
Core Mixed-Use Three	CMU3	Millbrook Urban Settlement Area
Local Commercial	C1	Millbrook Urban Settlement Area
Hamlet Commercial	C2	Hamlet Areas
Recreational Commercial	C3	Countryside Area
Entertainment Commercial	C4	Fraserville Hamlet & Countryside Area
Community Commercial	C5	Millbrook Urban Settlement Area
Urban Employment	M1	Millbrook Urban Settlement Area
Rural Employment	M2	Countryside Area
Extractive Industrial	M3	Countryside Area
Disposal Industrial	M4	Countryside Area
Airport Industrial	M5	Peterborough Airport
Agricultural	A	Countryside Area
Rural	RU	Countryside Area

3.7 Other Municipal Strategies & Initiatives

Strategic Plan

The Township of Cavan Monaghan Corporate Strategic Plan, 2012-2014 (Strategic Plan) provides an overarching vision for the Township, intended to guide policy and community development. The Strategic Plan identifies the vision for the Township as follows:

“Cavan Monaghan is a strong, sustainable rural community. We celebrate, protect and promote our unique history and natural heritage, and value the contribution and interests of all ratepayers in building a prosperous future.”

Four (4) key principles are identified in the Strategic Plan, which include both building a strong community and growing the local economy to foster the attraction, retention and expansion of businesses in the Township. The Strategic Plan as prepared in 2014 identifies that only 12% of Cavan Monaghan residents are employed within the Township, with the remaining travelling outside of Township borders. In order to ensure the community is established as a place where residents can live and work, the Strategic Plan identifies refined goals, including creating a supportive local-business and visitor environment. Consultation in preparation of the Strategic Plan also identified that entrepreneurs and small business owners in the community are in need of support. This needed support can be provided through a Community Improvement Plan, and will further help reach the goals of the Strategic Plan.

Cultural Resource Mapping Project, 2011

The Cultural Resource Mapping Project identified and mapped cultural assets throughout the Township. Through this exercise, 508 cultural resources were identified across the Township, including cultural industries, occupations/practitioners, organizations, facilities and spaces, natural and cultural heritage sites, festivals and events and additional and intangible resources (i.e. education, traditions). The inventory of cultural resources has been maintained on the County of Peterborough GIS. The report prepared for the project emphasizes the importance of arts, culture and heritage in community identity and quality of life and the need to preserve and support this sector in achieving sustainable economic development. Utilizing information from the County of Peterborough GIS, **Figure 3** provides an overview of the cultural resources both in downtown Millbrook, and across the Township.



CULTURAL RESOURCE PROPERTIES **MILLBROOK** COMMUNITY IMPROVEMENT PLAN TOWNSHIP OF CAVAN MONAGHAN COUNTY OF PETERBOROUGH

Figure 3

Legend

Cultural Resources

- Additional Resources
- Cultural Industries
- Cultural Occupations
- Cultural Organizations
- Facilities and Spaces
- Festivals and Events

Scale: 1:400,000m



Data Sources

City of Peterborough Open Data
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Growth Management Strategy

A Growth Management Strategy (GMS) was prepared for the Township in 2020 by Watson & Associates Economists Ltd. The GMS provides an assessment of population, housing and employment growth in the Township to 2041, currently under review to be extended to 2051. The GMS provides an analysis of land supply and recommendations for development and land use throughout the Township. The GMS identifies that the Township is forecast to increase to a total population of 15,500 by 2041, with a significant aging of the population. The GMS also forecasts that the Township's employment base will increase by 3,800 jobs to 2041 in a high-growth scenario, more than doubling from the 2016 employment levels. To accommodate this Growth, the GMS proposes an 85 hectare expansion to the Millbrook area. While no expansions to rural employment areas are identified as required through the GMS, it does suggest amendments (i.e. removals and additions) of the rural employment area designations in order to improve marketability and development of these locations.

Parks and Recreation Master Plan

The Parks and Recreation Master Plan (Parks Master Plan) for the Township of Cavan Monaghan, developed in 2011, outlines strategic policy to guide planning and development of parks and recreational facilities within the Township. The Parks Master Plan identifies the vision for parks and recreation in the Township as follows:

"Parks and recreation facilities and services in Cavan Monaghan are safe, affordable, and accessible to people of all ages. Leisure opportunities are delivered in partnership with the community with a focus on promoting lifelong personal development, active lifestyles, and community pride and cohesion."

The Parks Master Plan identifies several key themes for park and recreation planning for the Township. These include the need for improvement to existing parks and outdoor recreational amenities, maximizing utility of existing park spaces and ensuring recreational opportunities are accessible to all. The Parks Master Plan identifies partnerships between the Township and the private sector as a potential means to achieve the goals outlined for parks and recreation in Cavan Monaghan.

Trail Master Plan

The Cavan Monaghan Trail Master Plan (Trail master Plan) was prepared by Otonabee Conservation for the Township of Cavan Monaghan in June of 2010. The Trail Master Plan provides the framework for the future development of trails within the Township, focusing on three key actions:

1. Develop linkages to five existing regional trails;
2. Establish trails on four unopened road allowances; and
3. Develop five scenic routes.

In development and maintenance of trails within the Township, the Trail Master Plan emphasizes the needs for such trails to be accessible, versatile, convenient and safe.

The Trail Master Plan also outlines the benefits of public access to trails and outdoor recreational opportunities, including the economic benefits experienced as such

Integrated Accessibility Standards Regulation (IASR) Multi-Year Plan

The Township of Cavan Monaghan has a multi-year integrated accessibility standards regulation plan (IASR Plan) in place to address matters of accessibility internal to the Township functions, including general provisions, communications and employment standards. Actions identified within the IASR Plan including ensuring all Township advertisements and notices are available in an accessible format, the Township's website meets accessibility conformance standards and providing accommodation to employees as needed. The IASR Plan is required under the associated regulations of the *Accessibility for Ontarians with Disabilities Act, 2005* (AODA Act). The AODA Act also prescribes standards that both government and private institutions must meet to ensure business services and locations are accessible.

3.8 Impact on CIP Expansion

The above-detailed municipal plans and strategies are important to consider in preparation of an expanded CIP, to ensure that the CIP goals, objectives and programs align with that of existing policies and initiatives.

The supplemental studies summarized in **Section 3.7** of this Report will provide guidance to ensure that that expanded CIP reflects the local context and established vision. While these studies are crucial in ensuring that the Township vision is supported through the CIP expansion, the County of Peterborough Official Plan and the Township Official Plan provide the detailed framework to which the CIP expansion must conform.

The expansion of the CIP across the Township is consistent with the goals, objectives and criteria outlined by the County of Peterborough Official Plan for community improvement. However, the existing policies for community improvement in the Township Official Plan have been tailored specifically to the downtown Millbrook area. A Township-led Official Plan Amendment (OPA) will be required to amend the policies of Section 8.10 of the Township Official Plan. The OPA will need to conform to the direction of the County of Peterborough Official Plan, while broadening the goals and criteria to ensure applicability of the community improvement policies across the Township. Together with the OPA, a by-law will need to be approved by the Township to expand the designated CIP area.

4.0 Historical CIP Uptake

The existing CIP for downtown Millbrook, as approved in 2018 has currently been open for three years. Application intake occurred in 2019, as well as 2020 and 2021 despite the impact of the COVID-19 pandemic.

In 2019, the total budget allocated to the CIP Program was \$60,106.13 with \$60,000 being allocated. Of the nine (9) incentive programs outlined in the CIP, three (3) incentive programs were recommended for funding including: Façade & Signage

Improvement, Building and Site Improvement, and the Sidewalk Café grants. A total of 15 applications were received, with 13 being deemed complete. Funding was granted to three (3) properties for Building and Site Improvement, to five (5) properties for Façade and Signage Improvement and to one (1) property for a Sidewalk Café. The total community investment in 2019 was \$417,828.55.

In 2020, the approved total budget for the CIP Incentive Program was \$25,000. All nine (9) incentive programs in the CIP were open for application; however intake was slightly delayed due to the COVID-19 pandemic. Applications were accepted from October 7, 2020 until December 4, 2020 during which time five (5) applications were received. In review of the applications, the CIP Implementation Committee deemed all five (5) applications eligible for funding. Works proposed by each of the applications included sealing roofs, entrance improvements, glass window replacements, building painting and other general building repair. A total of \$25,279.80 was distributed among the five (5) applications, for a total investment of \$64,798.10.

In 2021, Council allocated \$25,000 for the Millbrook CIP. Again, all CIP programs were open for application. To date, eight (8) applications have been received, applying for funding under the Building and Site Improvement Grant, Façade and Signage Improvement Grant and Sidewalk Patio Grant. The eligibility of these applications are currently under review.

The CIP as implemented for downtown Millbrook over the past three years has experienced a significant level of success. In leveraging investment through financial incentives, the CIP has aided the ability of downtown businesses to complete functional improvements which contribute to overall development of the downtown as well as longevity of individual businesses and properties.

5.0 Local Business and Employment Lands Review

5.1 Existing Business Composition

According to Statistics Canada's Canadian Business Counts, in December of 2020 there were 288 active businesses registered within Census Subdivision of Cavan Monaghan, with employees¹. The Census Subdivision of Cavan Monaghan matches the boundaries of the Township.

A breakdown of the number of businesses by industry, as provided by Statistics Canada, is included in **Table 2** below. The business figures provided in Table 2 include only active businesses as of December 2020 with employees. Businesses with no employees, such as home occupations, or those not formally registered, are not included in the business

¹ Statistics Canada. Table 33-10-0306-01 Canadian Business Counts, with employees, census metropolitan areas and census subdivisions, December 2020

figures. Therefore, the actual number of businesses in the Township is expected to be higher than the figures below.

Table 2 - Businesses by Industry (Statistics Canada)

Industry Classification	Number of Businesses with Employees
Agriculture, forestry, fishing and hunting	15
Construction	58
Manufacturing	11
Wholesale trade	16
Retail trade	27
Transportation and warehousing	11
Information and cultural industries	7
Finance and insurance	6
Real estate and rental and leasing	11
Professional, scientific and technical services	21
Administrative and support, waste management and remediation services	12
Educational services	4
Health care and social assistance	24
Arts, entertainment and recreation	9
Accommodation and food services	4
Other services, except public administration	38
Public administration	1
Total	288

As provided in the above table and according to the data from Statistics Canada, the Township provides for a wide range of businesses. Construction businesses account for the highest number of businesses within the Township, representing 20% of all businesses as of December 2020, followed by other services (13.2%), retail (9.4%) and health care and social assistance (8.3%).

The information provided from Statistics Canada with respect to business composition was further affirmed by a driving tour of the Township wards, including the downtown Millbrook area, hamlets and rural areas, conducted on October 29, 2021. The purpose of this driving tour was to provide an on-the-ground understanding of existing conditions, specifically in the hamlet areas as well as to identify agricultural and industrial uses across the rural areas of the Township.

The driving tour commenced in downtown Millbrook, and included travel through Cavan, Ida, Mount Pleasant, Springville, Fraserville, South Monaghan and Bailieboro. The tour confirmed that the hamlet areas are predominately developed with low-density residential uses; however, several local-scale businesses were present including convenience stores, restaurants / cafes and gas stations. A limited number of home industries and home businesses were also visible from the road.

Through the driving tour, it became evident that there are a high number of businesses established outside of Millbrook and the designated hamlet areas, including highway commercial uses and rural industrial uses, predominately focused around County Road 28 and the Whittington Drive industrial park. There is also a concentration of businesses at the shared Cavan Monaghan-City of Peterborough transition, including along Lansdowne Street West. Beyond County Road 28 and the industrial park, the driving tour also affirmed there are a high number of businesses across the rural areas, including a variety of commercial, recreational and industrial uses. Specifically, such businesses include, but are not limited to golf and country clubs, equipment sales, automotive sales and body shops, RV sales, casino and race tracks, freight and transport, veterinary clinics and pet supply stores. The Township is also home to a variety of agricultural businesses and related on-farm diversified uses including farm stands for vegetables, honey and maple syrup production and a converted barn to host weddings and events.

Refer to photographic log in **Appendix A**.

Together with the driving tour, a review of the Business Directory available on the Township of Cavan Monaghan website was completed. The review indicated that there are 47 existing businesses established in the downtown Millbrook CIP area. In comparison to the total business counts provided by Statistics Canada, the businesses in downtown Millbrook account for approximately 16% of total businesses in the Township. This affirms the findings of the driving tour as well, which identified a large proportion of businesses outside of the Millbrook area.

With respect to the existing CIP, based on the information gathered, the existing financial incentives are only available to a small proportion of businesses established in the Township. At present, and based on the information above, approximately 84% of local businesses in the Township are ineligible for the CIP given their location outside of downtown Millbrook. The diversity of businesses is also greater outside of the Millbrook area. Therefore, any expansion of the CIP will need to consider the unique needs and opportunities that the hamlet and rural areas present for businesses and community development.

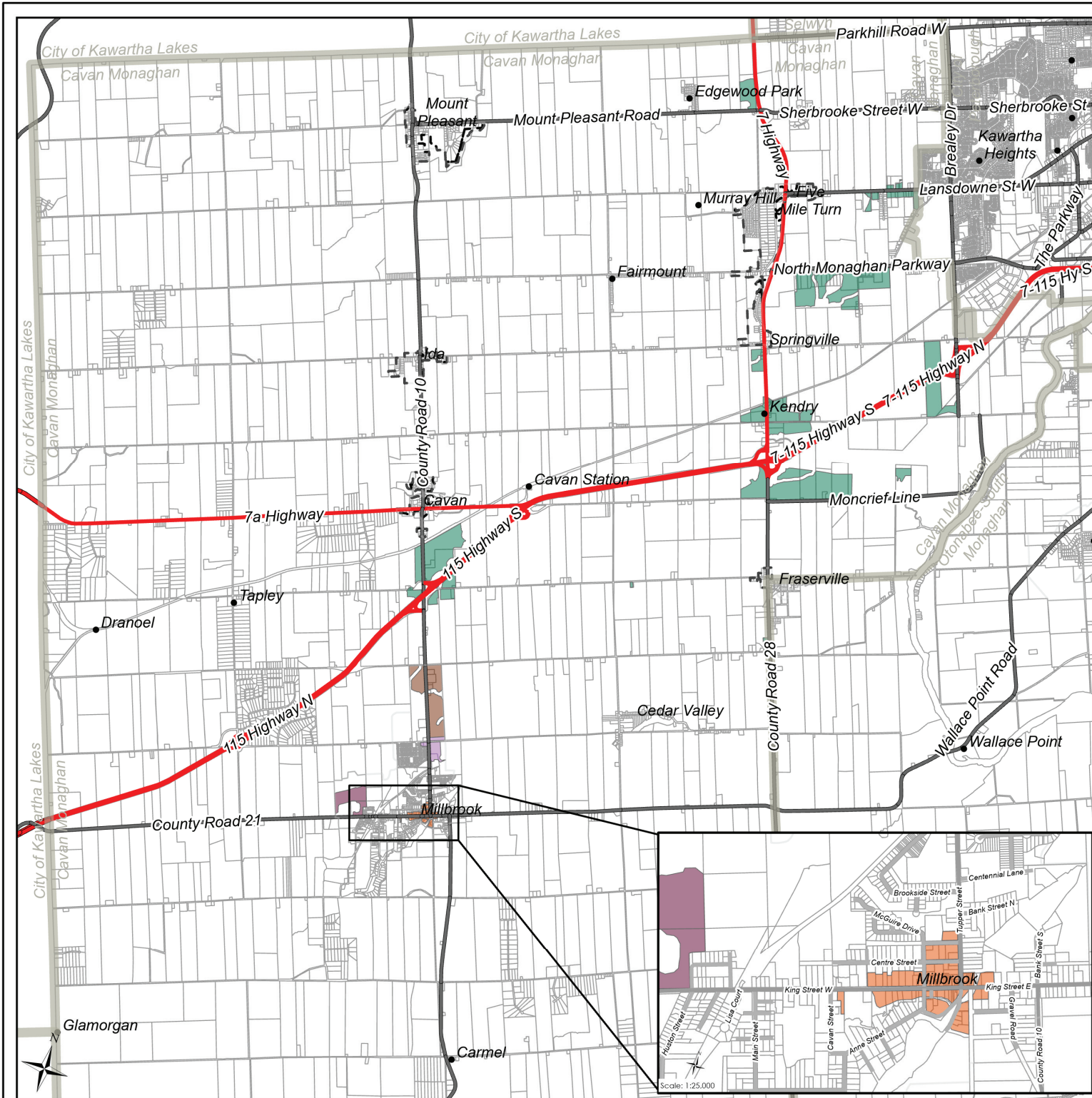
5.2 Employment Lands

The Growth Management Study (GMS) prepared Watson & Associates in 2020 for the Township included a detailed overview of Employment Areas in the Township. An understanding of the employment areas is important in the preparation of a CIP, in order to understand where development may occur, and what existing challenges may be faced in these locations.

As provided in the GMS, Employment Areas include the Urban Employment and Rural Employment Areas designated in the Official Plan, including both the Commercial Employment and Airport Employment designations. Refer to **Figure 4**.

The GMS identified that the Township has 589 net hectares of designated Employment Areas, of which approximately 186 hectares (32%) are vacant. The GMS notes that of the total vacant Employment Areas, 86% of the land area is within the rural area, with 14% in Millbrook. However, by area, of the total employment lands in Millbrook, 88% are vacant, while of the total employment lands in the rural area, 29% are vacant.

Further, the GMS highlighted existing concerns with the designated Employment Areas in the Township. The GMS identified that employment lands are hindered by lack of servicing and increasingly protected environmental designations. As well, concerns with compatibility were raised as a potential concern and hindrance to the development of employment lands. To encourage development of these lands, financial incentives through the CIP to address known constraints can be considered.





EMPLOYMENT LANDS COMMUNITY IMPROVEMENT PLAN TOWNSHIP OF CAVAN MONAGHAN COUNTY OF PETERBOROUGH

Figure 4

Legend

Official Plan Land Use Designation

-  Hamlet
-  Community Commercial
-  Urban Employment Area
-  Community Core
-  Millbrook Special Development Area
-  Rural Employment

Scale: 1:100,000



Data Sources

County of Peterborough Online GIS

Created In:	ArcMap 10.7
Drawn By:	JW
Checked By:	ED
Map Date:	November, 2021
Project Number:	85221
Map Number:	4



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6.0 Preliminary Insights & Opportunities

As provided in **Section 2** of this Report, the *Planning Act* and the *Municipal Act* provide the legislative framework for the establishment of development incentives through a CIP. The County of Peterborough Official Plan, as outlined in **Section 3**, clearly identifies the rules and criteria for local municipalities to follow in identifying a CIP area and establishing CIP incentives. A strength of the existing CIP is that it clearly conforms to the direction of the County Official Plan. Expansion of the CIP across the Township also meets more than one of the criteria outlined in the County's Official Plan and provides opportunity to utilize a CIP in a variety of ways to support community development outside of the existing downtown Millbrook area.

The proposed expansion of the CIP also creates an opportunity to ensure that the vision and objectives of the Township's Official Plan, outlined in **Section 3**, are supported. The overall direction of the Township's Official Plan encourages economic expansion and the provision of a range of employment opportunities while preserving local character and promoting sustainability. The policy direction also emphasizes housing diversity and attainability for all residents. However, with respect to the CIP and established Official Plan criteria specifically, a significant constraint is that these policies have been refined to focus on the Millbrook downtown area. Therefore, an Official Plan Amendment (OPA) appears to be required to broaden the goals of the CIP. As CIPs are implemented through the approval of a by-law, and as noted in the preceding sections of this Report, the current by-law prescribing the CIP area will require an amendment to expand the existing boundaries. The OPA and by-law should proceed as continued study of the CIP expansion moves forward and be brought forward by Township Staff as part of this process.

Another benefit of the proposed CIP expansion is that it also provides the opportunity to support achievement of the goals outlined in the remaining guidance documents, as outlined in **Section 4**. Key principles of the Township's Strategic Plan include "building a strong community and growing the local economy to foster the attraction, retention and expansion of businesses in the Township". The expansion of the CIP will help the Township achieve the key principles of its Strategic Plan and support the community.

Regarding the balance of the guiding documents, creation and / or modification of CIP incentives can provide the opportunity to achieve the objectives outlined in each document. This may include supporting cultural heritage preservation; providing park and trail opportunities within the hamlet areas; improving accessibility to ensure inclusivity of community members to access local resources and amenities; encouraging the provision of affordable housing; and supporting rural and agricultural-related development.

Expansion of the CIP across the Township is also encouraged given the existing business composition and available employment lands. A review of the existing conditions provided in **Section 5** shows a high number of business located outside of the Millbrook urban area and across the rural and agricultural areas of the Township. There are also employment lands that remain undeveloped. Likewise, a constraint of the existing CIP is that the financial incentives are not available beyond the Millbrook CIP area and

further have been tailored to the typology of businesses in the downtown Millbrook area. Therefore, there are a number of businesses and designated employment lands that are currently not eligible for support through the CIP.

As Millbrook has benefitted from a CIP over the last three years, phasing the use of a CIP outside of the downtown area is appropriate. This presents an opportunity to not only expand the CIP geographically, but also through the creation or modification of programs to ensure a diversity of businesses and facilities are eligible. Whereas provincial policy encourages development in settlement areas including hamlets, expansion of the CIP can also provide opportunity for additional employment and economic opportunity in the hamlet areas that currently maintain a low number of commercial uses. This can help to support the achievement of complete communities where residents can live and have access to a variety of services.

Moving forward, attention will be provided to identifying the programs that will best serve the industries outside the Millbrook downtown and the most appropriate course for implementation of the identified programs, which may be either geographically or industry-focused. Eligibility and criteria established in the CIP will also be a leading factor with respect to implementation and program selection. In an effort to promote inclusivity, program focused implementation may garner increased uptake from the Township as a whole. However, as the intent of the expanded CIP is to offer the opportunity to businesses outside of the Millbrook CIP area, implementation by geographic area also needs to be considered. Further investigation via public consultation is required to understand the needs and desire with respect to implementation.

In addition, in order to implement the expansion of existing programs and establishing new programs, amendments to the existing County and Township Official Plan criteria and the CIP by-law are required. As the funding provided by Ontario Ministry of Agriculture, Food and Rural Affairs specifies an expansion of the CIP, creating a new CIP is not being considered at this time. Rather, an expansion to the existing CIP to include additional areas and related program opportunities is required. Likewise, the County and Township Official Plan policies will need to be expanded to establish criteria beyond the urban requirements. The CIP by-law will also need to be amended to designate areas outside of the Millbrook downtown as eligible for CIP programs. The intent of the CIP expansion is to offer CIP programs Township wide and incentivize economic opportunities to all areas.

In consideration of the above insights, constraints and opportunities, there are several programs under the existing CIP that may be beneficial to expand and offered across the Township. A preliminary review of the existing programs available to downtown Millbrook and considerations for expansion across the Township are provided in **Table 3**.

Table 3 - Evaluation of Existing CIP Programs for Expansion

Incentive Program	Purpose / Goals	Considerations for Expansion beyond Millbrook
Façade and Signage Improvement Grant	Promote aesthetic and functional improvements related to a building façade or signage.	Typically related to improving downtown / visitor experience. May be appropriate if / where commercial development exists in hamlet areas.
Building and Site Improvement Grant	Encourage functional improvements to existing building and properties which extend the useful life, improve safety and/or increase value.	Can be applicable across all industries. May be appropriate in both hamlet and rural areas.
Commercial Conversion and Expansion Grant	Assist with small-scale conversion and expansion of existing vacant or underused space into new commercial, mixed-use and other eligible uses.	Can be applicable across all industries. May be appropriate in both hamlet and rural areas.
Downtown Rental Housing Grant	Assist in the creation of new upper-storey residential units and improve the condition of existing upper-storey residential units.	Hamlet and rural areas have limited supply of two-storey commercial buildings where residential units can be established on upper-storeys. Affordable housing or second unit grants may be appropriate in hamlet and rural areas, discussed further below.
POPS and Public Art Grant	Encourage creation of spaces which contribute to urban character, enhance pedestrian experience and complement existing spaces.	Typically related to improving downtown / visitor experience. May be appropriate in hamlet areas.
Sidewalk Café Grant	Promote beautification and physical improvement of seasonal outdoor sidewalk café spaces.	Typically related to improving downtown / visitor experience. Commercial development and space for sidewalk cafés is limited in many hamlet areas.

Incentive Program	Purpose / Goals	Considerations for Expansion beyond Millbrook
Design and Study Grant	Aid in background planning and design in support of improvement projects by providing grants for completion of site-specific studies, plans or designs.	Can be applicable across all industries. May be appropriate in both hamlet and rural areas.
Planning Application and Building Permit Fee Rebate Grant Program	Offset planning and building fees required by the Township for development and redevelopment projects.	Can be applicable across all industries. May be appropriate in both hamlet and rural areas.
Redevelopment and Adaptive Reuse Grant	Stimulate investment through tax relief for projects demonstrating adaptive reuse, rebuilding rehabilitation and retrofit works.	Can be applicable across all industries. May be appropriate in both hamlet and rural areas.
Brownfield Financial Tax Incentive Grant (Provincial)	Encourage remediation and rehabilitation of brownfield site; increase supply of land through remediation, rehabilitation and development.	Can be applicable across all industries. May be appropriate in both hamlet and rural areas. Noted that the number of identified brownfield sites in the Township is limited, and this grant would apply to a limited number of properties.

As provided in **Table 3** above, there are a number of programs currently provided in the existing CIP for downtown Millbrook which may be applicable across all industries and across the urban, rural and hamlet areas. The appropriateness of expansion of these programs will be further reviewed in consideration of public and stakeholder feedback.

In addition to the potential expansion of existing programs, there is opportunity for new programs to be added to the CIP, which may aid both the downtown Millbrook area as well as the hamlet and rural areas. Programs being considered at this preliminary stage include the following in **Table 4**.

Table 4 – Evaluation of Potential New CIP Programs

Incentive Program	Purpose / Goals
Development Charges Grant	Similar to the Planning Application and Building Permit Fee Rebate Grant Program, a Development Charges Grant can provide relief from required development charges of the Township. This can be refined for residential, industrial or commercial developments.
Heritage Conservation Grant or Tax Relief	As indicated in the preceding sections of this Report, the Township maintains a high number of properties designated under the <i>Ontario Heritage Act</i> . A Heritage Conservation Grant or Tax Relief program would provide financial incentives to repair and restore heritage designated properties.
Technology Improvement Grant	The on-going COVID-19 pandemic has underlined the advantage of online and technological connections for businesses. A Technology Improvement Grant would provide incentives for businesses to adapt and improve technologies used to ensure on-going operations and community access.
Secondary Suites Grant	A Secondary Suites Grant would provide incentives for property owners to establish a secondary apartment or garden suite on their property. This would help to promote a variety of housing options and housing affordability across the Township and may also encourage “aging-in-place” for community residents looking to downsize.
Vacant Lands Tax Assistance	As noted earlier in this report, as provided by Watson & Associates through the GMS, 32% of designated Employment Areas in the Township are vacant. A Vacant Lands Tax Assistance program would aim to promote development of vacant

Incentive Program	Purpose / Goals
	employment lands by providing tax relief for additional taxes resulting from development of the property. This can be extended over a term (i.e. 5 or 10 years) following which the property owner is responsible for the full tax amount. This is similar to the Redevelopment and Adaptive Reuse Grant, however would apply specifically to vacant properties with the intent of fostering new business and promoting development of vacant lands.
Rural & Agricultural Economic Development Grant	Recognizing the rural nature of the Township, and the prevalence of businesses outside of the urban areas, a Rural & Agricultural Development Grant would provide financial incentives for development and redevelopment related to rural industrial / commercial businesses, agriculture-related uses and on-farm diversified uses.
Sustainability Grants	A Sustainability Grant would provide financial incentives to businesses to include green infrastructure elements, including renewable energy sources, active transportation infrastructure (i.e. bike racks), energy efficiency improvements, electric vehicle charging stations and green spaces.

As with the existing programs, the above will be further reviewed and assessed in consideration of the guiding policies of Township together with feedback received from stakeholders and members of the public. Additional programs not identified in the above may also be considered. On-going review and consultation will ensure the programs developed are reflective of both Township vision while providing the appropriate and needed support to businesses and facilities in the Township to achieve community improvement.

7.0 Next Steps and Public Consultation

In order to ensure that the expansion of the CIP is successful in meeting the Township's needs, goals and objectives, and upholding Township vision, community engagement is critical. Members of the public and key stakeholders will be engaged through the release of online surveys as well as a public open house.

Two (2) online public surveys have been released as of the writing of this report. The first survey has been developed to garner feedback from members of the general public, including residents and visitors, in order to better understand their vision for the community and economic development. A second survey has been developed to obtain feedback from the business community to identify what challenges and opportunities they feel are present for business development in the Township.

A public Open House was held at the end of November to further collect feedback from the residents and business owners within the Township.

Feedback received from both the surveys and public Open House will be assessed in order to determine the most appropriate and beneficial programs for community improvement across the Township. These options will be refined and presented in a subsequent CIP Directions report. Subject to the endorsement of Township Council, the options presented in the CIP Directions report will be developed into an updated comprehensive CIP for the Township. The updated CIP will be presented to the public and Council at a Statutory Public Meeting, together with any associated by-laws and amendments. Following approval of the CIP, a second public Open House will be held to inform the community of the updated CIP.

Appendix A

Photographic Log



Township of Cavan Monaghan - Photographic Log



**Bailieboro viewing south -
Administrative office, gas station
and convenience store**



**Baxter Creek Golf and Country Club
viewing west**



**Cavan viewing west- Gas
station, convenience and art
gallery**



Fraserville viewing south - Trade services



Fraserville viewing east - Gas station



Kawartha Downs - viewing west from CR 28

Township of Cavan Monaghan - Photographic Log



Ida viewing north - Residential



Ida viewing south - Residential



Mount Pleasant - Convenience store



North Monaghan viewing south - Industrial uses



North Monaghan viewing south - Industrial uses



North Monaghan viewing north - Industrial plaza

Township of Cavan Monaghan - Photographic Log



**Traveling south from Springville -
Restaurant and auto vehicles sales**



**Springville viewing east - Automotive
shop**



Springville viewing north - Restaurant



**Springville viewing east -
Manufacturing/Assmebly**



**Springville viewing west -
Recreational vehicles sales**