



**MUNICIPALITY OF MORRIS-TURNBERRY**

**COUNCIL AGENDA – SPECIAL MEETING**

**Wednesday, November 10<sup>th</sup> 2021, 9:00 am**

The Council of the Municipality of Morris-Turnberry will hold a special meeting at the Bluevale Community Hall on the 10<sup>th</sup> day of November, 2021, at 9:00 am for the purpose of discussing strategic priorities for the final year of the 2018-2022 Council term.

**1.0 CALL TO ORDER**

Disclosure of recording equipment.

**2.0 ADOPTION OF AGENDA**

*Moved by  
Seconded by*

*THAT the Council of the Municipality of Morris-Turnberry hereby adopts the agenda for the meeting of November 10<sup>th</sup> 2021 as circulated.*

**3.0 DISCLOSURE OF PECUNIARY INTEREST / POTENTIAL CONFLICT OF INTEREST**

**4.0 CLOSED SESSION**

4.1 Enter closed session.

*Moved by  
Seconded by*

*THAT the Council of the Municipality of Morris-Turnberry enter a closed session, with the CAO/Clerk remaining in attendance at a.m. for the purpose of discussing confidential matters pursuant to the following sections of the Municipal Act:*

- 1. Section 239 (2) (i) regarding technical information supplied in confidence to the municipality, which, if disclosed, could significantly prejudice the competitive position of a person, group of persons, or organization.*

4.2 Return to open session.

*Moved by  
Seconded by*

*THAT the Council of the Municipality of Morris-Turnberry rise from a closed session at a.m.*

4.3 Report and Action from Closed Session.

## 5.0 **BUSINESS**

### 5.1 HOUSING FRIENDLY DEVELOPMENT REVIEW

At the March 2<sup>nd</sup> meeting of Council, the Huron County Planning department shared information concerning ongoing consultations with respect to ensuring that the planning framework is designed to facilitate the building of residential units to meet future and current needs. Jenn Burns, Huron County Planner, and Denise Van Amersfort, Planning Manager will present suggested updates to Morris-Turnberry specific policies to Council.

### 5.2 STRATEGIC COUNCIL PRIORITIES

A report has been prepared by CAO/Clerk Trevor Hallam to provide updates on previously identified strategic priorities. Staff request the direction of Council regarding the current priority status of these items and any amended or new priorities for the final year of the 2018 to 2022 term of Council.

## 6.0 **CONFIRMING BY-LAW**

*Moved by  
Seconded by*

*THAT leave be given to introduce By-Law # 56-2021, being a by-law to confirm the proceedings of the Municipality of Morris-Turnberry meeting of Council held on November 10<sup>th</sup>, 2021, and that it now be read severally a first, second, and third time, and finally passed this 10<sup>th</sup> day of November 2021.*

## 7.0 **ADJOURNMENT**

*Moved by  
Seconded by*

*THAT the Council of the Municipality of Morris-Turnberry does now adjourn at \_\_\_\_ pm.*

### NEXT MEETINGS:

Regular Meeting of Council - Tuesday, November 16<sup>th</sup>, 2021, 7:30 pm  
Regular Meeting of Council - Tuesday, December 7<sup>th</sup>, 2021, 7:30 pm

# Through a Housing-Friendly Lens: A Review of Development Policy in Huron County

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November 10, 2021

Prepared by: Huron County Planning & Development Department



## Executive Summary

As the needs of County residents evolve, so too must our development policy; the purpose of this document is to ensure that the planning framework for residential development is designed to reflect current standards and to deliver the types of housing units our community needs, now and in the years to come.

Official Plans and Zoning By-laws largely guide residential development and have significant impact in terms of the type of development which is permitted and built. In Huron, the planning framework has primarily facilitated the development of single detached dwellings; it does this in several ways:

- 1) All residential areas are zoned for low and medium density uses save for those properties where an apartment or other high density use already exists;
- 2) Zone provisions, when compared to existing lot fabrics, lend themselves to single detached and thus they become the 'as of right' option on many lots;
- 3) Zoning frameworks require amendments to accommodate higher density uses; the amendment process can be unpredictable in terms of timeline, costs and expectations of neighbouring landowners.

As of 2016, 82% of all dwellings in Huron County were single detached; while single detached dwellings meet the needs of some, there are many within our community for whom this type of housing is not desirable or attainable. The goal, moving forward, is to integrate more units within our communities and further, units that range in size, tenure, affordability and meet a range of physical and social needs. To meet this goal, planning documents have been reviewed with a lens that includes the following guiding principles:

- Respond to housing demand;
- Facilitate choice;
- Compatible development;
- Sensitive intensification;
- Inclusivity;
- Cooperative efforts; and
- Efficient use of land and services.

This document outlines a series of recommended options for different planning contexts across the County; these options are best considered at the local municipal level where communities have an opportunity to respond to specific realities of land availability, servicing and other factors.

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- C. Lakeshore Settlement Area
- D. Downtowns

### **3. Housing Friendly Options for Planning Approvals Process**

## Planning Framework

Housing built in Huron County must comply with a framework of planning policy and provisions. This section outlines the current planning direction for housing in Ontario and the County.

### Provincial Direction

The Province has an interest in ensuring a sufficient supply of housing to meet current and future residents. Direction is provided through the Planning Act, Provincial Policy Statement (PPS), various pieces of legislation including the More Homes, More Choice Act (2019) and guidance documents such as “Adding a Second Unit in an Existing House’.

The Provincial Policy Statement (2020) provides clear direction for housing: Municipalities are required to maintain sufficient land base to accommodate future residential development, allocate where growth occurs, and to “provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents”. To meet the latter target, the Province directs several actions including:

- permitting and facilitating all housing options required to meet social, health, economic and well being requirements of its residents;
- permitting all types of residential intensification;
- directing new housing towards locations where appropriate levels of infrastructure and public services facilities are available;
- promoting densities for new housing which efficiently use land, resources, infrastructure and public facilities; and,
- establishing development standards for residential intensification, redevelopment and new development which minimize the cost of housing and facilitate compact form while maintaining public health and safety.

The Province defines “housing options” as a range of housing types such as, but not limited to single detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi residential buildings. The term can also refer to a variety of housing arrangements and forms such as, but not limited to life lease housing, coownership housing, co-operative housing, community land trusts, land lease community homes, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational uses.

## County of Huron Official Plan

The County Official Plan is undergoing a Five Year Review process. Consultation with the public noted significant concern with the lack of housing options. In response, a housing-friendly lens was applied and several amendments to the Plan are being considered by County Council including:

- defining the term 'attainable housing';
- outlining the economic impacts of the housing shortage;
- recognition of community support for wide variety of housing types and forms;
- permitting the reallocation of settlement area designations to respond to housing demands;
- promoting higher density development, often referred to as intensification, than exists in present day neighbourhoods; and,
- support for a wider range of housing options including tiny home villages and land lease communities.

## Local Official Plan Policy

Local Official Plans range with respect to housing policy as each responds to local conditions: Goderich's Plan is oriented more to density and compact forms while other Plans focus on stability for existing neighbourhoods. Official Plans are the guiding documents for future residential development whether a greenfield site on the edge of a Town or a redevelopment site near the downtown. This review does not seek to implement identical policies in each Official Plan but rather to outline a series of policy directions that should be found within each Official Plan, tailored to respond to the local context.

The integration of the following policy concepts is recommended for all local Official Plans:

- Support for development of full range of housing options including size, type, tenure, affordability, special needs, etc;
- Support for intensification and the integration of new forms of housing through sensitive design;
- Promote intensification by redefining what type of development is characterized as low, medium and high;
- Permit high density residential developments in Arterial locations (formerly referred to as Highway Commercial);

- Clarify that with respect to residential development, 'compatible' means development or redevelopment which may not necessarily be the same as or similar to the existing development in the vicinity, but shall enhance the character of the community, while not creating undue, adverse impacts on adjacent properties.
- Replace maximum density concept with minimum density requirement (e.g. given area may require overall minimum density of fifteen (15) units per hectare).
- Remove requirements for Master Plans and Secondary Plans which are not conceived of in next Five Year Review;
- Include rental conversion policy;
- Include community design criteria for newly developing areas;
- Permit exterior design control through Site Plan Approval.
- Promote pre-zoning sites for high density residential uses (including in Downtown, Arterial, greenfield and redevelopment sites)

It is also recommended that local municipalities undertake a review of the supply of lands which are designated for future residential development and consider the amount, location, and relationship to available servicing and other growth planning factors.

### **Local Zoning By-laws**

Each municipality has its own Comprehensive Zoning By-law and while they are similar, different standards have evolved over time and this presents an opportunity to reevaluate different requirements.

The zoning framework arguably has the greatest impact on whether or not a given type of housing is built; each specific provision must be complied with in order for a building permit to be issued and the process of obtaining planning approvals to build outside of the current requirements can be unpredictable.

The following changes are recommended for all local Zoning By-laws:

- Amend housing-related definitions to create increased flexibility and clarify intent;
- Amend General Provisions as follows:
  - o Reduce minimum parking requirements for residential uses in all contexts;
  - o Amend accessory building provisions to permit habitable units in select zones;
  - o Permit home occupations in secondary units.



- Redefine what is permitted in Low, Medium and High Density Zones;
- Permit Additional Residential Units in all zones where servicing allows;
- Permit 'residential care facility' in all zones (includes group home, shelter for victims of abuse, hospice, supportive housing, transitional housing, crisis beds, homeless shelter, assisted living for seniors, etc).
- Remove all minimum unit size requirements and any other metrics which are stipulated in the Ontario Building Code.

## Housing Options for Different Contexts

In Huron, different planning contexts require different housing options to best meet the needs of residents and to respond to development factors such as the availability of full services. This section outlines options in five (5) contexts: Urban – Fully Serviced, Urban – Partially or Privately Serviced, Downtowns, Lakeshore and Agricultural.

### Urban

Urban Settlement Areas in the County range widely: from population size, to original lot fabric design, to services - both hard and soft. Each of these factors influence the type of housing that is appropriate in different urban areas. More dense forms of housing are best accommodated on fully serviced sites and the options reflect that reality.

#### Options for Fully Serviced Urban Areas

- Restructure densities
  - o Low Density: up to 4 units per building;
  - o Medium Density: up to 20 units per building or 3 storeys;
  - o High Density: over 20 units per building or above 3 storeys;
- Reduce minimum lot requirements to promote more compact form, including modular home parks;
  - o Remove lot depth requirement entirely (rely on combination of minimum frontage and area);
  - o Reduce minimum interior side yards to 1.5 metres;
  - o Reduce rear yard depths from 10 to 8 metres for multiple attached units;
  - o Reduce minimum front yard setback and introduce maximum front yard setback in newly developing area;

- Increase maximum lot coverage, with bonus for denser forms of housing (e.g. R1 for single detached permits lot coverage of 40% but R1 for semi-detached permits lot coverage of 45%);
- Introduce minimum landscaped open space requirement in front yards to reduce impact of wide parking aprons.
- Promote location of parking in rear yards of medium and high density residential developments to enhance connection between public and private realm (parking areas with more than 4 spaces recommended to be subject to Site Plan Control).
- Introduce new 'multiple unit residential building' definition which can take many forms (i.e. apartment, stacked townhouse, back to back townhouse, etc).
- Refine amenity area requirements for multi-unit developments by requiring minimum area per dwelling unit but allow flexibility for that space to be indoor, outdoor, private or communal.
- Remove requirement for balconies and at grade patios for apartments.
- Consider the connection between municipal parkland inventory and the requirement for on-site, outdoor amenity space requirements. In many cases, it may be appropriate to remove the play area requirement for apartments.
- Permit Additional Residential Unit(s) in detached structure in addition to within main building, for following unit types:
  - Single
  - Semi
  - Multiple attached
  - Converted Dwelling
- Remove all references to minimum square footages as mandated by the Ontario Building Code.
- Zone specific areas for the development of modular Residential Parks (on full services) in an effort to deliver more affordable housing units.

It is also recommended that municipalities review zone maps and identify sites that could be pre-zoned for high density residential development. This process would occur during an update to the Zoning By-law, involve consultation with the owner and follow a similar process to zoning amendments in that notification of the change would be circulated to neighbours. Should study requirements be noted, a Holding Zone would be applied, ensuring that the appropriate studies were completed in advance of development. It is recommended that the rezoning process focus on redevelopment

sites, sites with potential for intensification and sites near Downtown Cores. In certain circumstances, there may be opportunity to use this approach in greenfield situations.

### Options for Partially and Privately Serviced Urban Areas

Current By-laws permit 1 or 2 dwelling units on existing lots provided servicing can be met.

- For new lot creation, lots are based on conventional system and the minimum lot size is as required by nitrate study or 1650 – 1850 square metres in size.
- To zone areas for higher density options, a nitrate study must be completed to inform the lot size based on the local hydrogeological conditions.
- It is recommended that the requirement for contingency bed when sizing new lots be removed.

### **Downtowns**

Downtowns are the ‘people places’ of Huron County and are ideal locations for higher density residential development. The goal is to enhance opportunities for residential development through increased flexibility.

- Continue to direct units above, below, and behind commercial storefronts;
- Permit residential on the ground floor in areas close to Core but outside of traditional shopping district (e.g. Goderich C5 model);
- Consider pre-zoning select sites within Downtown for high density residential (e.g. Commercial Hotel, Seaforth).
- Permit residential care facilities (e.g. group home, hospice, supportive housing, shelter, nursing home, etc.) in/near Downtown Core.
- Consider incentivizing redevelopment of vacant sites in the Core through a Community Improvement Plan.

### **Lakeshore Settlement Area**

Historically, lakeshore residential areas were characterized by modest cottages which were used on a seasonal basis. In recent years, many lakeshore areas have transitioned to permanent dwellings, occupied year round. The Lakeshore is not a targeted area for increased density as the areas are primarily serviced by septic systems, are not mixed-use and development must respond to shoreline hazards. That said, some opportunities remain for residential developments in this area.

- Permit single detached or modular units;
- Permit unserviced 'bunkies' rather than Additional Residential Units;
- Transition from seasonal to permanent, year round dwellings in appropriate areas;
- Permit modular residential parks with appropriate servicing strategy (e.g. Meneset on the Lake, land lease community);

## **Agricultural Area**

Agricultural areas must be protected for agricultural uses, recognizing that housing for people involved in agriculture is part of the agricultural fabric.

It is proposed that the County consider permitting a second, permanent dwelling on parcels zoned AG1 of 50 acres and greater. The second dwelling would be required to locate within a set distance of the building cluster and to share a common entrance in an effort to ward off any future pressure for severance.

This shift has been made in neighbouring Counties including Bruce and Wellington and is recommended for Huron with the following rationale:

- Aids in farm succession planning by allowing multiple generations to live on the farm at one time in separate households;
- Helps to address housing shortage in Anabaptist community;
- Allows for hired labour to be accommodated in a permanent dwelling.

The specific zone provisions can respond to local factors but generally are recommended as follows:

- Second dwelling is free standing, either stick built or pre-fabricated;
- Second dwelling can be attached to main dwelling if desired;
- Second dwelling can be attached to accessory building (e.g. Shed/house or 'shouse' concept);
- No agreement is required and no person is named;
- No requirement for services (well and septic) to be shared;
- Shared access.

It is not anticipated that this permission would lead to an increase in dwellings being used as short term rentals (e.g. AirBnBs); municipalities may want to be explicit within short term rental bylaws to discourage this type of use.

Another shift for Agricultural areas involves modifying Official Plan policy and Zoning provisions regarding accommodation for farm labour, specifically temporary farm workers. These structures have typically been required to be one, large building and to be utilized on a seasonal basis.

It is recommended that accommodation for farm labour, permanent or temporary, permit a wider range of building forms including a cluster of small, independent dwellings. The provisions will seek to achieve the highest level of flexibility while resisting opportunities for severance.

For Agriculture Small Holdings (AG4), it is recommended that an Additional Residential Unit be permitted attached to the main building; this would allow for the construction of an additional suite to accommodate a family member or as a rental unit. Should the Additional Residential Unit be detached, it would be permitted on a temporary basis and follow the current garden suite requirements (agreement, person named, etc).

The rationale for this recommendation is that further intensification of small parcels in agricultural areas could have negative implications for farming, directs investment away from serviced settlement areas, and there is increased likelihood that the additional units may be used for commercial purposes.

## Planning Approvals

The aim of this review is to reduce the number of zoning by-law amendments and minor variances which are required for residential developments, whether low, medium or high density. This shift will reduce the number of planning applications and allow for public input to be implemented at the policy level. To ensure developments meet the goal of sensitive integration, the recently approved Residential Intensification Guideline will be applied through the Site Plan Process; this process will be critical to the successful transition to more compact forms of housing.

To streamline the Site Plan Process, staff recommend:

- Mandatory Pre-consultation Meeting By-laws;
- Amended Site Plan By-laws to cover a wider range of forms (including parking lots with greater than 4 spaces);
- Delegation of Site Plan Approval to the CAO to reduce timelines.

In the event that planning approvals are required, enhanced notices of planning applications will be used to better communicate the process to neighbours and other members of the community.

## **Summary**

This document outlines a series of recommended options that will help to reduce barriers and create more flexibility for housing developments in various contexts across the County. This is not a 'one size fits all' approach – each local Council and community will be consulted to direct which options will respond most appropriately to their circumstance. The shared goal is to ensure the policy framework is designed to deliver the number of units and the range of units that will meet the needs of Huron County residents, now and into the future.



# REPORT TO COUNCIL

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Prepared by: Trevor Hallam  
Date: November 10, 2021  
Subject: Strategic Priority Update

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## **Recommendation:**

For information only.

## **Background:**

At a special meeting on November 27<sup>th</sup>, 2019, Council established strategic priorities and action items for the coming year and term of Council. An update on the progress of action items was provided on September 1<sup>st</sup> 2020.

This report contains a further detailed update of the status of the priorities and action items first identified by Council in 2019. The outcomes of the strategic priority session are included below as they appeared in the minutes from that meeting, with an update provided following each.

## **Recreation**

### Issue:

- The municipality has limited resources and the current level of support provided to recreation facilities in neighbouring municipalities is unsustainable.

### Policy Direction:

- Council will continue to support the Belmore Arena and Belgrave Community Centers at current base funding levels.
- Should capital projects arise for the recreation facilities in Belmore or Belgrave and a financial commitment from the municipality is requested, the municipality may consider providing access to financing for the requesting group through the municipality, subject to the approval of Council. To consider such financing, Council must be presented with a detailed plan of the capital project, details of other funding avenues being sought, and a minimum of two project options in the event there is insufficient funding available for the preferred project option.
- The financial commitment to the Brussels Morris and Grey Community Center will continue unchanged as per the recreation agreement between Morris-Turnberry and Huron East
- Grants for other recreation facilities will be made in a lump sum amount to the receiving municipality, subject to annual Council approval and availability of funds.

### Action Items:

- Staff are to communicate the new policy direction with neighbouring municipalities.
- Staff are to confirm that the base amounts currently allocated to the recreation facilities in Belgrave and Belmore accurately reflect the needs of those facilities.

### Update:

By-Law 6-2020 introduced request based system for grants. Grant requests must be received by the last Friday in November to be considered for the following year's budget.

The grant and donation program has not received any applications from recreation facilities to date. Council has agreed to increase the contribution to the Brussels, Morris, and Grey Community Centre renovation to \$469,000.00. Due to this increased commitment the municipality will have limited capacity to support additional requests for up to 5 years.

## Community Presence and Involvement

### Issue:

- Limited resources mean that the current level of miscellaneous grants and spending on advertising in local publications are unsustainable.

### Policy Direction:

- Continuing support for community groups and events in the municipality and in neighbouring municipalities that contribute to the quality of life for Morris-Turnberry residents remains a priority.
- The municipality will continue to participate in purchasing ad space in situations where the expense directly supports a community group or event. Ad space that does not meet this criterion may be purchased subject to the discretion of staff.
- When meeting the municipality's statutory requirements for notice, staff discretion will be used to determine which local publication is best suited for a particular notice and issue the notice accordingly.
- Given a positive outcome from staff investigations into the proposal, participation in parades will shift from the presence of a Morris-Turnberry float, to offering community groups or parade participants the option of having the municipality provide a truck and driver to tow the group's float, thus providing a more direct and valuable service to the community through the municipality's efforts.
- Grants as outlined in the budget of the municipality will continue to be reviewed annually during budget deliberations and will be subject to the approval of Council and the availability of funds.

### Action Items:

- Staff are to confirm that the amounts currently allocated in the grants budget accurately reflect the needs they are meant to serve.
- Staff are to reach out to community groups to propose the level of parade involvement outlined above, and to contact the municipality's insurance provider to confirm that such activities are permissible.

### Update:

The request-based system for grants has been implemented. Grant requests must be received by the last Friday in November to be considered for the following year's budget. The form and instructions were sent to all groups who had previously received grants to ensure a smooth transition to the new process, and the form is available on the Municipality's website.

Advertising expenses continue to be monitored and reduced where possible. Ad space is being purchased where required for giving notice, recruitment, and for supporting special events and initiatives.

Total annual advertising expenses	
2016	\$ 10,474.12
2017	\$ 10,346.87
2018	\$ 9,516.01
2019	\$ 6,018.19
2020	\$ 2,240.93
2021 (Up to Nov. 4)	\$ 1,080.03

## Housing and Development

### Issue:

- Our communities and local employers are feeling the negative impacts of a shortage of available and affordable housing. The tools available to the municipality seem unable to have an impact on the situation in a timely fashion.

### Policy Direction:

- Promotion of the municipality as an attractive place to live and work remains a priority.



- In order to facilitate development, the municipality will consider the creation of a development guide for landowners and prospective investors/developers to allow for easily accessible information regarding which studies or other criteria apply to the development of a certain site. Focus will be placed on undeveloped lands located in settlement areas within the municipality as identified by the official plan.
- The development guide will provide the opportunity for the municipality to have a list of studies and projects ready and available for consideration should funding avenues become available and municipal involvement be deemed appropriate.

Action items:

- Consult with the County Planning Department regarding the appropriate scope and feasibility of a development guide for settlement areas
- Consult with the County Planning Department and County Economic Development Department regarding ways in which the municipality can reduce the administrative burden and barriers to development, and ways in which members of Council may engage in political advocacy and action to do the same.

Update:

Action items resolved as indicated in the September 2020 report. Housing availability remains an issue, and the development of the municipally owned property in Belgrave remains a high priority for staff.

## **Asset Management**

Issue:

- Like most municipalities in Ontario, Morris-Turnberry owns a significant amount of aging infrastructure, including roads, bridges, and storm sewer systems. Also like most municipalities in Ontario, the future costs for repair or replacement of that infrastructure has been known for some time, but financially the municipality has not reacted accordingly. Grant opportunities and transfer payments from other levels of government continue to decline year after year, impacting the municipality's ability to respond financially.

Policy Direction:

- Appropriate financial action will be considered during budget deliberations in order to begin to address the funding gap for infrastructure and asset management.
- The municipality will continue to improve and develop its Asset Management Plan and continue to use it to inform financial and strategic decisions regarding the replacement, repair or decommissioning of infrastructure and assets.
- Considering the current situation, there will be a realignment of priorities:
  - Bridges represent the largest group of assets for which financial planning must be prioritized. They represent the greatest expense, and their condition has the greatest impact on the greatest number of Morris-Turnberry residents.
  - The Belgrave Storm Sewer System represents a significant and upcoming asset management expense. The creation of a Belgrave Storm Sewer Master Plan should be undertaken and be available for use when funding sources become available.
  - Hard surfacing of certain roads has been a priority of the municipality to date. The work of hard surfacing Salem Road will be completed as planned, with additional hard surfacing projects being considered in the context of other asset management demands and priorities, subject to the availability of funds.

Action Items:

- Staff are to provide information to Council on the creation of a Belgrave Storm Sewer Master Plan

Update:

Reserve contributions were increased in 2021 but continued contributions at comparable levels will be insufficient to meet future infrastructure needs. Staff will continue to pursue grant opportunities for various capital projects as they become available.

In 2018 approximately half of the storm sewers in Belgrave were flushed and videoed to establish a record of their condition. The remaining infrastructure will be flushed and videoed when funds are available. Once the video work is complete, the deficient infrastructure will be identified. The result of this assessment process will form the basis of the master plan for the Belgrave Storm Sewer System. An important part of that plan will be the commitment to not pave over deficient infrastructure, and to size all of the storm infrastructure to today's standards.

**Others Consulted:**

Sean Brophy, Treasurer  
Mike Alcock, Director of Public Works

Respectfully submitted,



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Trevor Hallam