



Staff Report

Planning & Development Services – Planning Division

Report To: Committee of the Whole Meeting
Meeting Date: May 24, 2022
Report Number: PDS.22.056
Title: Recommendation Report – Draft Plan Approval – Eden Oak Camperdown (P2655)
Prepared by: Travis Sandberg, Intermediate Planner

A. Recommendations

THAT Council receive Staff Report PDS.22.056, entitled “Recommendation Report – Draft Plan Approval – Eden Oak Camperdown (P2655)”;

AND THAT Council support the Approval of the Application for Draft Plan of Subdivision and the conditions to Draft Plan Approval in accordance with Attachment #2 of Staff Recommendation Report PDS.22.056, for the lands legally described as Part of Lot 26, Concession 6, (formerly the Township of Collingwood), Town of The Blue Mountains, County of Grey.

B. Overview

The purpose of this report is to provide a recommendation to the Committee of the Whole on an application for Draft Plan of Subdivision for Eden Oak Camperdown, formerly referred to as “Romspen”.

C. Background

The subject lands are located on Old Lakeshore Road in the Camperdown service area. The lands are currently vacant and have recently been subject to a Neighbourhood Plan exercise which resulted in the Council adoption of the Old Lakeshore Road Neighbourhood Plan. The subject lands are currently zoned *Residential One (R1-1)*, subject to Holding ‘-h7’, and *Hazard*.

The Plan of Subdivision proposes the creation of thirty-three (33) single detached residential building lots, as well as an internal public roadway, stormwater management block, and an open space block associated with the Nippissing Ridge of the Niagara Escarpment. Full municipal sewer and water services are also proposed.

Location

The subject lands are located within the Camperdown Road Service Area. The surrounding properties are generally vacant, with a limited amount of existing low-density residential uses located on Old Lakeshore Road. The legal description of the subject lands is Part of Lot 26, Concession 6, (formerly the Township of Collingwood), Town of The Blue Mountains, County of Grey. A location map and aerial photograph of the property is provided below as Figures 1 and 2.

Figure 1: Location Key Map

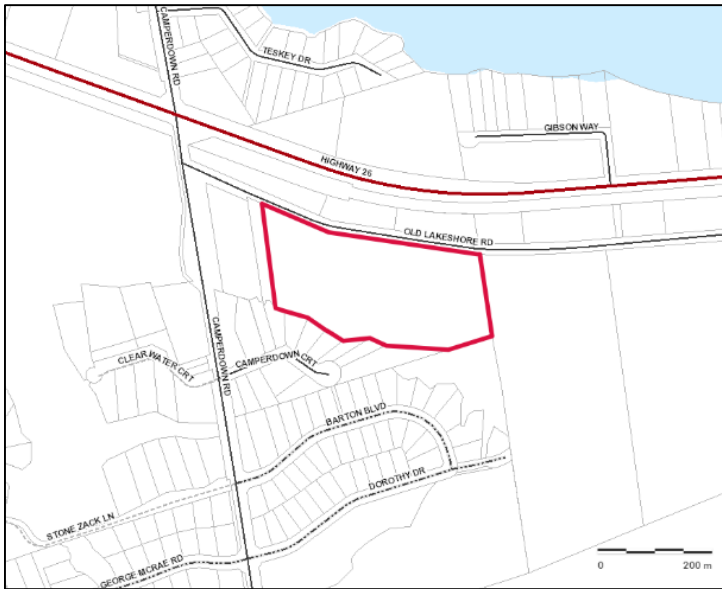


Figure 2: Aerial Photo



The application was deemed complete by the Town and the County in October 2018 and a Public Meeting was held in July 2019. [Staff Report PDS.19.78](#) was prepared for general information in advance of the Public Meeting. Notice of Complete Application and Public Meeting were circulated to commenting Agencies and the general public and was posted to the Town and County Websites. In support of the application the Town received the following materials:

- Planning Justification Report
- Draft Plan of Subdivision drawing
- Functional Servicing Report
- Stormwater Management Report
- Stage 1-4 Archaeological Assessment
- Environmental Impact Study
- Hydrogeological Assessment
- Traffic Impact Brief

All information and supporting documents can be found on the County of Grey website:
<https://www.grey.ca/planning-development/planning-applications>.

The initial proposal included a Common Elements Plan of Condominium consisting of thirty-four (34) single detached residential lots and a common element condominium private road. This application was subsequently revised. The current proposal is for a Draft Plan of Subdivision for thirty-three (33) single detached residential lots fronting onto a 20.0m wide public road. A Plan of Condominium is no longer being sought.

D. Analysis

Planning Act

The *Planning Act* requires that in making planning decisions, Council must have regard for matters of Provincial Interest, as outlined by Section 2 of the Act, and the Provincial Policy Statement, as outlined by Section 3 of the Act. The Planning Act further gives planning authorities the ability to approve Plans of Subdivision under Section 51 of the Act. In making a decision on proposed plan of subdivision, planning authorities must consider the matters outlined under Section 51(24) of the Act, as follows:

- a) The effect of the development on matters of provincial interest referred to in Section 2 of the Act
Staff Comment: Based on review of the pertinent policies, Staff generally have no concerns with respect to the provisions of Section 2 of the *Planning Act* and matters of provincial interest.
- b) Whether the proposal is premature or in the public interest.
Staff Comment: The subject lands are designated and zoned for residential development. There is no indication that the proposed development is premature.
- c) Whether the plan confirms to the official plan and adjacent plans of subdivision.
Staff Comment: A review of the Official Plan policies are included in this report.
- d) The suitability of the land for the purposes for which it is to be subdivided.
Staff Comment: The lands are designated and zoned for residential development.
- e) The number, width, location, and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision and the established highway system in the vicinity and the adequacy of them.
Staff Comment: The submitted traffic impact study indicates that Old Lakeshore Road and Highway 26 will not be negatively impacted by the proposed development.
- f) The dimensions and shapes of the proposed lots.
Staff Comment: The proposed lots meet or exceed the requirements of the Zoning By-law and are of a regular shape to provide for adequate building envelopes.
- g) The restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjacent land.

Staff Comment: No restrictions are proposed to be added to the lands to be subdivided.

- h) Conservation of natural resources and flood control.

Staff Comment: An Environmental Impact Study and Stormwater Management Report were reviewed and accepted by the Town and public Agencies through the Draft Plan review process. Detailed engineering drawings will be required as a Draft Plan Condition as the project advances towards Plan Registration.

- i) The adequacy of utilities and municipal services.

Staff Comment: Draft Plan Approval does not commit allocation of service capacity. Confirmation of adequate servicing capacity shall be required as a condition of Draft Plan Approval, prior to consideration of final approval.

- j) The adequacy of school sites.

Staff Comment: Addressed by proposed Draft Plan Conditions.

- k) The area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes.

Staff Comment: 40% Open Space to be dedicated to the Town, as further discussed in this report.

- l) The extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy.

Staff Comment: Appropriate arrangements for the provisions of energy services shall be included in the Subdivision Agreement.

- m) The interrelationship between the proposed plan and site plan control matters relating to any development on the land, if the is also in an area designated as a site plan control area.

Staff Comment: Site Plan Approval will not be required for the development of any blocks or lots within the proposed Plan of Subdivision.

Based on the above, Planning Staff are satisfied that the proposal is consistent with the requirements of the *Ontario Planning Act*.

Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) provides detailed policy direction on matters of provincial interest related to land use planning and development. The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment. Within the framework of the PPS, the subject lands are located within a Settlement Area. The PPS acknowledges these areas as the focus for growth and development and supports a wide range and density of uses which efficiently use land and resources and promote resilient communities.

Section 1.0 Building Strong Health Communities

Section 1.0 of the PPS promotes Building Strong Healthy Communities through the provision of efficient development and land use patterns that promote cost effective development patterns to minimize land consumption and servicing costs. Residential uses should have compact form and be comprised of a range and mix of dwelling types and densities in order to allow for efficient use of land and services. In this regard, the PPS directs growth and intensification to existing Settlement Areas where suitable infrastructure is available or planned, adjacent to existing development. Municipal water and sanitary sewer systems are the preferred servicing form within settlement areas (PPS Section 1.6). Healthy active communities should be promoted by facilitating active transportation, providing a range of built and natural recreational amenities, and providing opportunities for public access to shorelines (PPS Section 1.5 and 1.6.8).

The proposed application provides for efficient land-use by effectively utilizing the developable portions of the subject lands to achieve a residential density of 8.4 units per hectare, whereas a maximum density of 10 units per hectare is permitted. The development also provides for pedestrian trails and associated connections to a 2.63ha open space block comprising the Nippissing Ridge, contributing to the promotion of a healthy active community and access to the natural recreational amenity.

It is noted that municipal sanitary services are not currently available on Old Lakeshore Road. As part of the development of the subject lands, a new sanitary sewer is to be installed on Old Lakeshore Road which will convey sanitary sewage flow from the proposed development to existing services located on Camperdown Road. Detailed design of the proposed sanitary sewage system will be completed through the technical design stages as a condition of Draft Plan Approval, prior to consideration of final approval. Municipal water services are available on Old Lakeshore Road which will be extended into the development.

Section 2.0: Wise Use and Management of Resources

Section 2.0 of the PPS promotes the long-term prosperity, environmental health, and social well-being of the province through the conservation of biodiversity, protection of the Great Lakes, and protection of natural heritage, water, agricultural, mineral, and cultural resources. Natural heritage features are to be protected for the long term. Site alteration is not permitted within areas containing habitat for fish, or endangered or threatened species, unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions.

The potential for natural and cultural resources have been evaluated through an Environmental Impact Study and Stage 1-4 Archaeological Assessments.

Natural Resources

The completed Environmental Impact Study (EIS) identified a large portion of the study area as containing deciduous forest with small swamp communities on the east boundary, and two coniferous forest communities along the southern boundary and at the bottom of the Nippissing Ridge. It is noted in the EIS that 59% of the plant species were identified as native,

while 41% of the species were identified as introduced species in the province. No significant wildlife habitat for birds was identified on the lands. The EIS concludes that potential natural heritage impacts can be effectively mitigated through the preparation of a Landscaping and Planting Plan, an Erosion and Sediment Control Plan, a Wildlife Impact Mitigation Plan (for implementation prior to and during construction), and an Environmental Monitoring Plan to be carried through the duration of construction activities. As concluded in the EIS, the implementation of the recommendations outlined are appropriate and effective for the protection of natural heritage features on the site.

Cultural Resources

Historical artifacts were recovered on the site as part of the archaeological excavation undertaken through the Stage 4 Assessment. Approximately 340 historic artifacts were recovered, and the Stage 4 Assessment Report confirms that the site has now been completely excavated and sufficiently documented. As such, there is no remaining Cultural Heritage Value or Interest at the location, and the Stage 4 Assessment concludes that no further archaeological assessment of the study area is warranted, and that the provincial interest in archaeological resources with respect to the proposal has been addressed. Notwithstanding the conclusion of the assessment, various conditions of Draft Plan Approval are proposed to be included to ensure appropriate action is taken should any additional resources be uncovered during the development of the lands.

Section 3.0: Protecting Public Health and Safety

Section 3.0 of the PPS aims to protect public health and safety by directing development away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards.

Natural hazards related to the slope of the Nippissing Ridge are identified on the site, as reflected by the *Hazard Land* designation. It is noted that no development is proposed within the identified natural hazard area. The submitted reports and studies further confirm that there does not appear to be any potential hazards posing an unacceptable risk to public health or safety, or property damage, as a result of the development of the lands.

Planning Staff are satisfied that the proposed development is consistent with the direction provided by the Provincial Policy Statement (2020).

County of Grey Official Plan 2018

The County of Grey Official Plan contains goals, objectives and policies to manage and direct physical (land use) change and monitor its effects on the cultural, social, economic and natural environment within the regional community.

The subject lands are designated as *Recreational Resort Area (RRA)*. *Significant Woodlands* are also identified on the property.

The RRA designation applies to settlement areas which have developed as a result of site-specific amendments to the County and local Official Plan. This designation consists of a defined development area, specific recreational amenities, and residential development serviced with

full municipal services. New development in the RRA designation must serve the public interest by contributing to community recreational amenities and facilitating municipal service infrastructure. The RRA designation shall further strive to enhance recreational and tourism activities encouraging the maintenance and expansion of existing recreation facilities and encourage new land uses that will promote existing recreation facilities.

The County Official Plan encourages the provision of a variety of housing types within the County. New residential developments are promoted at densities which efficiently use available servicing and are appropriate to site conditions and existing patterns of development (Section 4 *Live Grey*). Section 7 of the Official Plan also promotes the conservation and protection of natural heritage features within the County. In this regard, development is generally directed away from areas which have identified natural heritage features.

The proposed application provides for residential development in general proximity to recreational amenities including golf courses and ski facilities. The plan further includes a 4.0m wide multi-use recreational trail and associated connections. The development of the lands will facilitate logical extension of municipal infrastructure to facilitate future development of varying types and densities on Old Lakeshore Drive. The submitted EIS and Archaeological Reports indicate that the development does not appear to be proposed in areas that would adversely impact natural or cultural heritage features, as outlined previously in this report. Planning Staff is therefore satisfied that the proposed development is consistent with the policies of the County of Grey Official Plan.

Town of The Blue Mountains Official Plan, 2016

The Town of The Blue Mountains Official Plan is intended to provide the basis for managing growth that will support and emphasize the Town's unique character, diversity, civic identity, recreational and tourism resources, rural lifestyle and heritage features and to do so in a way that has the greatest positive impact on the quality of life in the Blue Mountains. The Official Plan directs the majority of new residential growth to areas where full municipal services are available, and encourages infilling, intensification, and redevelopment in appropriate locations with appropriate built form and design (A3.3.2). Infrastructure required to service urban areas shall be built prior to or coincidental with new development. The Official Plan must be considered in its entirety in the review of all new development proposals.

Planning Staff have reviewed the Official Plan policy objectives and offers the following with respect to the Eden Oak Camperdown proposal:

Old Lakeshore Road Neighbourhood Plan

The Old Lakeshore Road Neighbourhood Plan ("The Neighbourhood Plan") provides a vision for the future development of the Old Lakeshore Road Neighbourhood in the area of Camperdown. This Neighbourhood Plan recognizes this unique neighbourhood in the greater community of Camperdown. The Plan satisfies the requirement for the Special Study Area under Section B3.14.4 of the Town of The Blue Mountains Official Plan 2016.

A Neighbourhood Plan is a general guide that directs how development and redevelopment will take place in this primarily residential neighbourhood, it does not duplicate or replace the Official Plan policies that already apply to the Special Study Area. Instead, the Neighbourhood Plan is designed to complement these existing Official Plan policies.

The Neighbourhood Plan identifies a maximum housing density of 134 dwelling units within the Plan area, subject to providing the minimum 40% open space as required for the Residential Recreation Area. It is further noted that the pre-dominant housing type in this area is expected to be single detached dwelling units. The subject proposal is consistent with this direction and contributes thirty-three (33) single detached units to the Neighbourhood Plan area.

Goal #2 of the Neighbourhood Plan identifies a priority for larger development parcels to provide road connections to avoid fragmentation of developable lands. In this regard, the proposed Draft Plan includes a future road connection to the westerly abutting property via a future Street 'B'.

Goal #3 of the Neighbourhood Plan aims to enhance the active transportation network. In this regard, the proposed Draft Plan includes a 4.0m wide multi-use recreational trail which surrounds the development and includes connection points to future development lands in the Neighbourhood Plan area. The proposed trails are generally consistent with the conceptual trail network outlined in Figure 3 of the Neighbourhood Plan. As per the recommendations of the EIS, and consistent with the Neighbourhood Plan policies, a detailed Landscape Plan will be required prior to final Plan registration approval to demonstrate the naturalization of the area with respect to vegetation and plantings.

Planning Staff are satisfied that the proposal is consistent with the direction and intent of the Old Lakeshore Road Neighbourhood Plan.

Residential Recreation Area (RRA)

The subject lands are designated as *Residential Recreation Area (RRA)* and *Hazard (H)* within the Municipal Official Plan. The lands are also subject to *Significant Woodlands* and *Karst* constraints, per Appendix 1 of the Official Plan.

It is the intent of the RRA designation to recognize areas within the Town which consist of a mix of seasonal and permanent residential and recreational uses and to recognize areas where residential uses are located to support and provide access to recreational uses. Permitted uses within this designation include single detached dwellings and low-rise multiple units, as well as recreational uses and golf courses. New residential development within the RRA designation is limited to a maximum density of 10 units/hectare and must provide a minimum open space component of 40% to provide for recreational opportunities. All development must also be accompanied by a landscape analysis to ensure that the visual quality of the area is preserved and enhanced.

The subject lands are approximately 6.61ha in area, including the identified *Hazard Lands* containing the Nippissing Ridge. Section B3.7.4.1 of the Official Plan outlines that *Hazard Lands* may be considered as part of the 40% required open space but shall not be included in the

calculation of allowable density. As such, the maximum number of dwelling units permitted for the lands is approximately forty (40) units once the 40% open space component has been taken into consideration and discounted. Thirty-three (33) units are proposed in this Draft Plan which is consistent with the maximum density policies outlined by the Official Plan. It is further noted that the *Hazard Lands*, which includes the Nipissing Ridge, comprises 40% of the subject property.

Significant Woodlands

Section B5.2.1 does not permit development within Significant Woodlands or within 120m thereof, unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions. As outlined in the PPS section of this report, the submitted EIS has concluded that the proposed development can be facilitated without negative impacts on the identified feature or its ecological function.

Karst Topography

Areas identified as Karst Topography have the potential for shallow overburden with karst topography. The depth of soil is generally less than 1.0m over fractured bedrock and any proponents of development are generally required to address the need of providing an Environmental Impact Study to confirm if karst topography does exist. In areas where full municipal services are provided, the karst policies under Section B5.5.3 of the Official Plan do not apply. As such given the subject lands are proposed to be provided full municipal services, there are no concerns with respect to the Karst policies under Section B5.5.3 of the Official Plan.

Part D of the Official Plan provides general development policies to guide development in the Town. The policies of Section D can be considered in the following general themes:

Servicing and Stormwater Management

Section D1 outlines that the preferred means of servicing within a settlement area is by full municipal water and sewage services. Prior to the creation of any new lot or development in the settlement areas, Council shall be satisfied that appropriate municipal services are available to the lands and that sufficient capacity is available to accommodate the use.

The existing municipal water service on Old Lakeshore Drive will be extended into the proposed development and will be public infrastructure. Lateral connections for each individual detached dwelling lot will be installed in accordance with municipal engineering standards. Currently municipal sanitary sewer services are available on Camperdown Road. New sanitary sewer services will be installed to service this development and will extend to the easterly limit of the subject property.

In accordance with Section D1.4 of the Official Plan, the subject lands are currently within Staging Category 3, which applies to designated lands with partial development approvals. The lands would advance to Stage 2 upon the granting of Draft Plan Approval, which commits the reservation of design capacity for the development. Advancement to Stage 1 could only occur

at such a time as a Development Agreement is entered into by the Town, which would then commit allocation of the current available plant capacity. In this regard, the proposed Draft Plan conditions require that adequate plant capacity be confirmed for water and wastewater prior to the execution of a Development Agreement and consideration of final approval of the development. Therefore final approval and entering into a Development Agreement could not be considered unless adequate plant capacity is confirmed to be available for the development.

With respect to Stormwater Management, the submitted Functional Servicing Report includes enhanced swales and a stormwater retention pond. A stormwater management block has been included in the proposed Draft Plan, and the Town is generally satisfied that the proposed management system is feasible, subject to review of detailed design to be provided as a condition of Draft Plan Approval and at the Plan Registration stage.

Roads, Transportation, and Active Transportation

Section D2 provides policy direction on roads and transportation. A Traffic Impact Study may be required to support development applications to ensure that impacts on the adjacent road network are appropriately mitigated. Active transportation and public transit considerations are also important for the development of healthy communities.

The proposed Draft Plan includes a 20m wide municipal right-of-way for access purposes. A Traffic Impact Brief was submitted as part of this application, which confirms that no operational issues are anticipated on Old Lakeshore Drive as a result of the development. Active transportation linkages are provided via a multi-use trail, which will provide future connection opportunities at such a time that adjacent parcels are developed.

Cultural Heritage

Section D3 of the Plan outlines the importance of protecting and maintaining the cultural heritage of the Town. All new development is required to complete archaeological assessment to assess potential impacts on cultural resources. The findings of the submitted Phase 1-4 Archaeological Studies are discussed under the PPS section of this report.

Community Design and Built-Form

Section D5 of the plan outlines community design guidelines for new development. It is the desire of Council to create and encourage a high quality of built form within the community to ensure that these areas evolve in a manner that enhances the quality and vibrancy of life for current and future inhabitants of the Town. Development in community areas shall maintain a high quality of design in order to promote the Town's cultural and natural heritage and unique character.

The development of the proposed Plan of Subdivision will be required to adhere to the Town's Community Design Guidelines.

Parks, Recreation, Trails and Open Space

Section D6 of the Plan describes the Town's parkland and open space policies. These policies aim to establish a system of connected public open space and parkland areas. In order to achieve this objective, park land dedications shall be obtained through the development process at a rate of 5% of the land, or cash-in-lieu, in accordance with the Planning Act. Land is generally preferred for larger development proposals. When cash-in-lieu payments are received, the Plan directs that the funds be used to purchase park land or to secure public shoreline access.

Conditions of Draft Approval will include appropriate cash-in-lieu of parkland, as the parkland dedications are separate and distinct from the 40% Open Space requirement for the RRA designation.

Comprehensive Zoning By-law 2018-65

The subject lands are zoned *Residential One (R1-1)* and *Hazard (H)* per Zoning By-law 2018-65 and are subject to a Holding '-h7' provision. Permitted uses in the R1-1 zone are limited to single detached dwelling units and accessory uses, structures, and building thereto, including accessory dwelling units. No development or site alteration is permitted in the Hazard zone.

The proposed residential lots are located outside of the Hazard zone and meet or exceed the minimum lot frontage and lot area zone requirements of the R1-1 zone. In this regard, the proposed lot frontages range from 19-26m, whereas the minimum permitted lot frontage is 18.0m. Similarly, the lot areas range from approximately 600-1,100sq.m., whereas the minimum permitted lot area is 550sq.m. Planning Staff are satisfied that the proposed lots meet the minimum requirements of the R1-1 zone and will provide appropriately sized building envelopes to accommodate development in accordance with the Zoning By-law.

The Holding '-h7' symbol applies to lands that are subject to a future site plan or plan of condominium. The conditions for the removal of the Holding '-h7' symbol include the following:

1. The execution of a Development Agreement; and
2. Granting of Site Plan Approval or the Registration of a Plan of Condominium.

As outlined previously in this report, the development was initially proposed as a Plan of Condominium. However as the project matured through the development review process, the concept changed from a Plan of Condominium to a standard Plan of Subdivision (i.e. non-condominium). Normally the standard Holding '-h6' provision would be applied to a Plan of Subdivision, however from a practical land-use planning perspective, the provisions of the existing Holding '-h7' symbol serves the needs of the Town equally as well. An application to remove the Holding '-h7' symbol by by-law will be required prior to the issuance of building permits.

Conclusions and Recommendations

Based on the foregoing, Planning Staff recommend that the Draft Plan of Subdivision be approved at this time. The conditions of Draft Plan Approval must be satisfied prior to receiving

final approval and Plan Registration, and further technical design and review in accordance with the proposed Draft Plan Conditions must be completed prior to final registration. This includes requirements to execute a Development Agreement on title of the lands.

E. Strategic Priorities

3. Community

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

4. Quality of Life

We will foster a high quality of life for full-time and part-time residents of all ages and stages, while welcoming visitors.

F. Environmental Impacts

It has been demonstrated through the submitted environmental report that adverse impacts are not anticipated as a result of this application.

G. Financial Impacts

No adverse financial impacts are anticipated as a result of this application. Costs to the Town may be incurred should the decision of Council be appealed to the Local Planning Tribunal.

H. In Consultation With

Internal Departments, public agencies, and the general public through the development review and public consultation process.

I. Public Engagement

The topic of this Staff Report has been the subject of a Public Meeting and/or Public Information Centre which took place on **July 8, 2019**. Subsequent public engagement also took place through the development and creation of the Old Lakeshore Road Neighbourhood Plan. Those who provided comments at the Public Meeting and/or Public Information Centre, including anyone who has asked to receive notice regarding this matter, has been provided notice of this Staff Report. Any comments regarding this report should be submitted to Travis Sandberg, planning@thebluemountains.ca

J. Attached

1. Draft Plan of Subdivision drawing
2. Proposed Draft Plan Conditions
3. Public Comment Response Matrix

Respectfully submitted,

Travis Sandberg
Intermediate Planner

Trevor Houghton, RPP, MCIP
Manager of Community Planning

For more information, please contact:
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Report Approval Details

Document Title:	PDS.22.056 Recommendation Report - Draft Plan Approval - Eden Oak Camperdown (P2655).docx
Attachments:	- PDS.22.056 Attachment 1 - PDS.22.056 Attachment 2 - PDS.22.056 Attachment 3
Final Approval Date:	May 12, 2022

This report and all of its attachments were approved and signed as outlined below:

Trevor Houghton - May 12, 2022 - 8:30 AM