## **Planning Reports**

Planning Brief (Applicant, Zanderplan Inc.)
Preliminary Planning Report (Township, Novatech)



May 16, 2021

United Counties of Leeds and Grenville 25 Central Avenue West Suite 100 Brockville, ON K6V 4N6

RE: 07-T-09001

Meadowlands Subdivision Part of Lot 5, Concession 1

**Village of Cardinal** 

Township of Edwardsburgh/Cardinal

ZanderPlan has been retained by the property owner to assist with a revised Draft Plan of Subdivision application for the above-noted subdivision in the Village of Cardinal. The original subdivision application was filed in 2009 and received Draft Plan Approval from the United Counties of Leeds and Grenville in August of 2010. A revision to the subdivision was filed in 2016 by Novatech Engineering and the background information in that submission is still relevant today. Revised Draft Plan Conditions were issued by the United Counties in February of 2017. That plan included 73 lots, along with several park and pathway blocks. The owner now proposes to modify the Draft Plan again, to introduce a mix of housing types and densities to the site. This planning rationale is intended to support the revised Draft Plan application.

#### SUBJECT PROPERTY

The subject property consists of approximately 9 hectares of land on the north-east side of the Village of Cardinal, connecting to the Village through a northerly extension of St. Lawrence Street. The lands are currently vacant, and are bounded by a private rail spur line to the west, residential lots to the south, and rural lands to the north and east. The residential lots within the Village are serviced with municipal services, which will be extended onto the subject property to service the proposed lots.

#### **DEVELOPMENT PROPOSAL**

The original subdivision approval included a total of 49 lots on the 9 hectare site. The revised Draft Plan, approved in 2017, included lots and blocks for 106 residential units, including single detached and semi detached housing units. The semi detached units were primarily located in the centre of the site, and along the west side abutting the rail line. The new plan being filed now uses the same road network as the 2017 Draft Plan; however, the density has been



increased to meet current market and housing demand. The new plan includes: 40 blocks for 80 semi-detached units; 12 blocks for 66 townhouse units; and two blocks for future road connections. The large park blocks and pathways that were previously included in the Plan abutting the existing residential units to the south have been retained in the revised Plan. The semi-detached blocks all have a minimum frontage of 18 metres, and all the townhouse parcels have a frontage of at least 6 metres. Once the Plan is registered, Part Lot Control Exemption will be used to divide the Blocks as needed.

#### **PROVINCIAL POLICY STATEMENT 2020**

The Provincial Policy Statement, 2020, is issued under the authority of Section 3 of the *Planning Act*; approval authorities are required to be consistent with these policies when making planning decisions. As this application involves changes to the Draft Plan, and the 2020 Policy Statement (PPS) has been issued after the 2017 Draft Plan Approval, it is appropriate to consider the relevant policies.

Section 1.0 of the PPS speaks to Building Strong Healthy Communities, noting that settlement areas are the ideal location for subdivisions. In meeting the intent of Section 1.1, it is notable that the proposed development efficiently uses the land and is an extension of the existing settlement area. The proposal introduces a range of housing types and densities, and includes park and open space blocks for public use. Per Section 1.1.3, the property is located within the Cardinal settlement area, where development is to be focused. Section 1.1.3.2 encourages a mix of densities and land uses which "efficiently use land and resources". As indicated by Section 1.1.3.6, the proposal represents new development "in designated growth areas ... adjacent to the existing built-up area ... [with] a compact form" and a mix of densities.

Section 1.4 of the PPS speaks to Housing, noting that municipalities should provide for "a range and mix of housing options and densities" to meet the future needs of the community. The proposed plan will add a mix of housing types including semis and townhouse units, and the flexibility to accommodate single dwellings, helping to maintain the Township's housing supply. Per Section 1.6.6, the proposed subdivision would be serviced with piped municipal services, which is the preferred form of servicing.

No natural heritage features or functions have been identified on or within proximity to the site that would require evaluation per Section 2.1 of the PPS. The attached servicing report speaks to stormwater management per Section 2.2 and is discussed in greater detail below. Section 2.3 of the PPS speaks to Agriculture. Although the site does appear to contain Class 2 Soils per the Ontario Soil Survey, the lands are located entirely within the Settlement Area, and are already zoned and designated for residential use. Land to the north and east, which also seem to have



Class 2 Soils, are zoned and designated for rural land uses. It is therefore understood that this is not considered a prime agricultural area. Per Section 2.4, there are no known mineral or petroleum resources on or within proximity to the site. In addition, per Section 2.5, there are no known mineral aggregate resources or operations on or within proximity to the site. And, there are no known built heritage resources or cultural heritage landscapes on or within proximity to the site to be considered under Section 2.6.

Section 3.0 of the PPS speaks to Protecting Public Health and Safety. Natural Hazards such as erosion and flooding hazards are referenced in Section 3.1; there are no known natural hazards on or within proximity to the site. Human-Made Hazards are referenced in Section 3.2 and include mine hazards, and oil, gas and salt hazards. There are no known human-made hazards on or within proximity to the site.

Overall, the proposed subdivision, located within an established settlement area, which will connect to existing services and will be a logical extension of existing municipal streets, is consistent with the policies in the 2020 Provincial Policy Statement.

#### **UNITED COUNTIES OF LEEDS AND GRENVILLE OFFICIAL PLAN**

The subject property falls within the Urban Settlement Area designation on Schedule A to the United Counties of Leeds and Grenville Official Plan. The Urban Settlement Area policies are included at Section 2.3.2 of the Plan, and note that "urban settlement areas function as the primary centres for growth, development and urban activities." A broad range of uses are permitted within the Urban Settlement Areas, including a range and mix of housing types and densities, on full municipal services. Intensification and efficient use of land is supported by the Official Plan policies. The revisions to the Draft Plan would meet intent of the Official Plan for the United Counties.

#### TOWNSHIP OF EDWARDSBURGH/CARDINAL OFFICIAL PLAN

The subject property falls within the Settlement Policy Area designation on the Township's Official Plan Schedule A. The Settlement Policy Area policies are included at Section 3.1 of the Official Plan, noting that this area "is intended to be the areas of the Township where growth will be focused in order to optimize the use of public services and infrastructure, and to minimize the outward sprawl of development into areas of natural resources and natural heritage." The subdivision clearly meets this intent. Goals are included at Section 3.1.1, and include encouraging "new medium and high density residential uses where servicing permits." Further, Residential Development Policies at Section 3.1.3 provide an intent to ensure an adequate supply of housing, and to allow for a range of housing types and densities with appropriate servicing.



Section 6.14 of the Township's Official Plan speaks to Housing and Affordability. This Section notes that new housing is encouraged to located within the built up areas including the designated settlement areas such as Cardinal. A range of housing options are also encouraged. The proposed housing will contribute to the supply of housing variety and options in the community,

Section 6.14 of the Township's Official Plan speaks to Housing and Affordability. This section states that Council will provide for affordable housing by enabling a full range of housing types and densities to meet projected demographic and market requirements of current and future residents. The revised Draft Plan will result in a total of 80 semi-detached and 66 townhouse units, which allows for more density and diversity in housing types than previous Draft Plans. Greater diversity in housing will also come from flexibility to accommodate single dwellings, and secondary units in basements. The increase in housing units that will result from the subdivision will maintain the local housing supply, and it is anticipated that this will lead to more affordable housing prices in the Township and help to meet the housing demand.

The developer understands the need to add to the supply of affordable housing in the Township and the County; however, it is important to acknowledge that not all of the affordable housing targets must be met within a single housing project. The developer is prepared to contribute to the supply of affordable housing in conjunction with other developers. The semi-detached and townhouses will be approximately 1000 to 1400 square feet. It is anticipated that the modest size of these homes will allow for an affordable sale price versus larger homes on larger lots. The property owner foresees that the units will be marketed to first time home buyers and seniors, with the tenure as freehold ownership. This will increase home ownership opportunity in the Township. Overall, we are satisfied that the Draft Plan meets the intent of Section 6.14 of the Official Plan.

#### TOWNSHIP OF EDWARDSBURGH/CARDINAL ZONING BY-LAW

In order to implement the Draft Plan that was approved by the United Counties in 2017, a site-specific Zoning By-law Amendment was approved by the Township in 2017 to place the property in appropriate zones to meet the intent of that plan, and to prescribe setbacks from the nearby rail line. A site-specific revision to the Zoning By-law will be required to permit the semi-detached and townhouse units in the proposed configuration on the site.

#### **SERVICEABILITY REPORT**

Novatech Engineering has prepared a Serviceability Report to support the proposed revisions to the Draft Plan. The Report assesses water, sanitary and storm services for the site. Water service will connect from St. Lawrence Street on the south side to Gill Street to the west, with



adequate water to meet the needs of the residential dwellings and for fire flow. Sanitary service will connect to the municipal system on St. Lawrence Street, flowing by gravity to the Village's network on Meadowlands Drive. Stormwater will be managed through shallow roadside ditches and a subdrain system, flowing to a stormwater pond to be located to the north of the site, eventually outletting to an existing tributary to the St. Lawrence River. Quantity control will be achieved through a dry pond, while quality control will be provided through grassed swales and the stormwater facility. The Report concludes that there is adequate water and sanitary service to meet the needs of the subdivision.

#### **SUMMARY**

The Owner is proposing a re-configuration of lots on the existing, Draft Approved Plan of Subdivision. The result will be a total of 80 semi-detached and 66 townhouse units, with the flexibility to construct single detached dwellings on the blocks based on market demand. The revisions are consistent with the policies in the 2020 Provincial Policy Statement, and meet the intent of the policies in the Official Plan for the United Counties of Leeds and Grenville and in the Official Plan for the Township of Edwardsburgh/Cardinal. A site-specific Zoning By-Law Amendment will be required to address the revised lot configuration and proposed density. Should you require any additional information, please don't hesitate to contact the undersigned.

All respectfully submitted by:

fracy Zander

Tracy Zander, M.P, MCIP, RPP



### MEMORANDUM

DATE: JUNE 30, 2021

TO: TOWNSHIP OF EDWARDSBURGH CARDINAL – COMMUNITY DEVELOPMENT

COMMITTEE OF THE WHOLE

FROM: NOVATECH

RE: DRAFT PLAN OF SUBDIVISION APPLICATION (COUNTY FILE NO. 07-T-09001) AND

ZONING BY-LAW AMENDMENT APPLICATION - MEADOWLANDS SUBDIVISION.

CARDINAL, ON

This background report has been prepared to provide Council with relevant background information and planning context in relation to the proposed revised Meadowlands Subdivision in the village of Cardinal by 2057876 Ontario Inc.

#### **Background**

The subject lands, referred to as the Meadowlands Subdivision, are approximately 9 ha in area located within the Village of Cardinal. The lands are described as Part Lot 5, Concession 1 in the Township of Edwardsburgh, now the Township of Edwardsburgh/Cardinal. The subject lands are located north of lands fronting onto Meadowlands Drive. The subject lands are currently undeveloped and are located within the Village of Cardinal which is serviced by full municipal services (water and sanitary services). Surrounding the subject lands to the north and east are undeveloped lands within the Township's settlement area, south are lands developed with residential lots, and west is the CN Railway Line.

The subject lands have been draft approved for residential development since 2010. Over the years the approved draft plan of subdivision file has been revised with draft approval and granted extensions.

The original subdivision approval from 2010 included a total of 49 lots which were to be developed as single detached dwellings. In 2017, the draft approved plan of subdivision was revised to include a mix of lots and blocks for 106 residential units in the form of both single detached and semi-detached dwellings. The revised plan filed in 2017 also proposed to reconfigure the road layout to account for the new increase in residential units. The plan also included two blocks adjacent to the residential lots to the south to act as a buffer between the two subdivisions. It should be noted that the 2017 subdivision revision application was filed on behalf of the owner by Novatech prior to Novatech's involvement as the Township's planner of record.

In February 2021, a revised draft plan of subdivision application was filed on behalf of the developer from ZanderPlan Inc. to the United Counties of Leeds and Grenville. The United Counties requested that the application package be revised to include additional information on March 1, 2021. The revised application package was received by the Township on June 10, 2021 and included the following documents:



- Cover Letter by ZanderPlan Inc, dated May 16, 2021
- Current Draft Approved Plan of Subdivision (Attachment 1)
- Revised Draft Plan of Subdivision by Annis, O'Sullivan, Vollebekk Ltd., dated March 2021 (Attachment 2)
- Serviceability Report by Novatech, dated November 18, 2020
- Planning Brief by ZanderPlan Inc, dated May 16, 2021
- Traffic Impact Study by Castleglenn Consultants, dated April 23, 2021

The revised package of supporting materials, noted above, are intended to support the proposed revisions to the draft plan of subdivision.

On June 15, 2021, the Township received a Zoning By-law amendment application in relation to the lands within the draft plan of subdivision application. The Zoning By-law amendment application proposes to rezone the subject lands to Residential Third Density Special Exception (R3-x).

#### **Project Description of Revised Subdivision Filed in 2021**

The revised draft plan dated March 2021 proposes to develop the subdivision with a total of 146 residential units. The draft plan includes 40 blocks for semi-detached dwellings, 12 blocks for townhouse dwellings, 4 reserve blocks, 6 blocks for open space and public streets (Attachment 2). The subdivision is proposed to be accessed by an extension of St. Lawrence Street to the south and Gill Street to the west. The subdivision is proposed to be constructed on full municipal services.

In comparison to the draft approved subdivision in 2017, the revised 2021 application maintains the same street configuration and blocks for open space purposes. The revised application proposes to increase the residential density through additional dwelling units (an increase of 40 dwelling units, 106 to 146 units) and by proposing semi-detached and townhouse dwelling types. Single detached dwellings are no longer proposed within the subdivision. The revision is proposed to accommodate current market and housing demands as noted in the Planning Rationale.

#### **Policy Context**

The subject lands are designated on Schedule A of the Township's Official Plan as Settlement Policy Area. The Township has established a target that 60% of new development is to occur within settlement areas (Section 3.1.2). Residential development is permitted within the Township's Settlement Policy Areas and it is Council's objective to provide a range and mix of housing types including medium and high-density residential development (Section 3.1.3.1). The Settlement Policy Area designation is considered an appropriate land use designation to accommodate the proposed development. The development of the lands is also subject to other applicable policies of the Official Plan including Section 5.4 (Water and Wastewater Services), Section 6.8 (Development Criteria) and Section 7.1.2 (Plans of Subdivision and Condominium Policies).

The subject lands are zoned Residential First Density Special Exception (R1-3), Residential Second Density Special Exception (R2-2) and Open Space (OS) by the Township's Zoning By-law No. 2021-35. The zoning on the subject lands was approved by By-law 2017-08 for the current subdivision layout. A Zoning By-law amendment application was received to rezone the lands to R3-x to permit semi-detached and townhouse dwellings as well as retain the existing zoning provisions related to required railway setbacks.



#### Review

The Township has retained JL Richards to peer review both the Traffic Impact Study and Serviceability Report submitted with the applications. It is expected that preliminary review comments will be provided to the Township in the coming weeks. Township staff will also consult with the applicant to clarify aspects of both the subdivision and zoning amendment application prior to scheduling a public meeting.

It is also expected that other technical agencies circulated by the Counties may generate additional comments and/or request revised conditions of approval. Finally, resident comments will be received at the public meeting on the revised draft plan of subdivision and proposed zoning by-law amendment applications.

As noted above, both the subdivision draft approval, including clearance of all draft conditions, and the completion of the zoning amendment approval are necessary prior to development of the lands.

#### **Next Steps**

A combined public meeting for both the revised subdivision application and the zoning amendment application will need to be scheduled. A public meeting is expected to be scheduled following JL Richards peer review and further consultation with the applicant. Preliminary comments on these reports received prior to a public meeting are important to ensure any comments raised by Staff, Council or the public can be appropriately addressed. The public meeting will provide a forum for Council to receive comments from residents and stakeholders on the subject applications. Following the public meeting, a set of recommended draft conditions will be prepared and brought forward for consideration by Committee/Council. Subject to Council endorsement of the recommended draft conditions, the draft conditions would then be forwarded to the Counties for its consideration in issuing draft approval of the revised subdivision.

It is anticipated that Council's decision regarding the zoning amendment would occur at some point prior to the registration of subdivision.

Sincerely,

# NOVATECH Andury Lunger

Jordan Jackson, RPP, MCIP Planner

Attachments:

1 – Current Draft Approved Plan of Subdivision

2 - Revised Draft Plan of Subdivision March 2021



