



## **Baldwin Avenue Subdivision**

Planning Rationale  
Draft Plan of Subdivision  
April 13, 2021

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# Introduction

## 1.1 Executive Summary

J. F. Markell Homes is pursuing an application for Draft Plan of Subdivision to permit the development of six residential lots on the property known municipally as 304 Baldwin Avenue in the City of Cornwall. The subject property has an area of approximately 4530 square metres with approximately 48 metres of frontage along Baldwin Avenue. The property is designated Urban Residential within the City of Cornwall Official Plan and zoned Residential 10 (Res 10) Zone in the City's Comprehensive Zoning By-Law 751-1969. The property is currently vacant, having accommodated a greenhouse, residential dwelling and florist shop prior to demolition in 2018. An application for Draft Plan of Subdivision has been submitted to facilitate the development of six residential lots, each to contain a single detached dwelling.

Various supporting studies have been prepared for the site, these consisting of: Natural Heritage Assessment; Phase I and II Environmental Site Assessment; Servicing and Stormwater Management Report; and Stage 1 and 2 Archaeological Assessment. Findings from these studies indicate that the proposal adequately provides for servicing and stormwater management and that the site is devoid of constraints that would make it inappropriate for development such as contaminants and significant archaeological resources. The Natural Heritage Assessment indicates that two species-at-risk could potentially inhabit the site based on its location and heritage features, recommended mitigation measures which shall be incorporated.

This Planning Justification Report has been written in support of the proposal, taking into consideration the context of the surrounding area as well as the policy and regulatory framework applicable to the subject site. It is our opinion that the proposed subdivision is consistent with Provincial and municipal policies and therefore constitutes an appropriate form of development.

## 1.2 Introduction

Fotenn Planning + Design has been retained by J.F. Markell Homes Ltd. to prepare this Planning Justification Report in support of an application for Draft Plan of Subdivision for the subject site. The subject site is located south of the intersection of Baldwin Avenue and Fourth Street in the City of Cornwall and known municipally as 304 Baldwin Avenue. The property has an area of approximately 4530 metres squared with approximately 48 metres of frontage along Baldwin Avenue.

A pre-application meeting has been conducted with municipal staff which identified the application requirements. Additional consultation has occurred with staff at various meetings and site visits to confirm requirements.

Accordingly, the following are submitted in support of the application:

- / Draft Plan of Subdivision;
- / Natural Heritage Assessment
- / Environmental Site Assessment
- / Servicing and Stormwater Management Report
- / Stage 1-2 Archaeological Assessment;
- / Application fee(s);
- / Completed Application forms;
- / This Planning Rationale.

The purpose of this report is to assess the appropriateness of the proposed development in the context of the surrounding community and policy and regulatory framework applicable to the property.

### 1.3 Development Application

The subject site is designated Urban Residential on Schedule 1 of the City's Official Plan and zoned Residential 10 (Res-10) Zone within the City's Comprehensive Zoning By-law 751-1969. Although a Draft Zoning By-Law has been released which is intended to replace the current By-Law, those provisions applicable to the proposed development remain unchanged.

## Surrounding Area and Site Context

The subject site is located south of the intersection of Baldwin Avenue and Fourth Street East in the City of Cornwall and known municipally as 304 Baldwin Avenue. The site is bound by Baldwin Avenue to the west and low-density residential development to the north, east and south. The subject site has an area of approximately 4530 square metres with approximately 48 metres of frontage along the east side of Baldwin Avenue. The subject site is currently vacant.

The surrounding area contains a mixture of residential, commercial and institutional land uses. The neighborhood's built form is also varied with single detached dwellings of one to two storeys being the predominant form of housing. The subject site is in proximity to schools, youth organizations, social services, parks and a hospital.

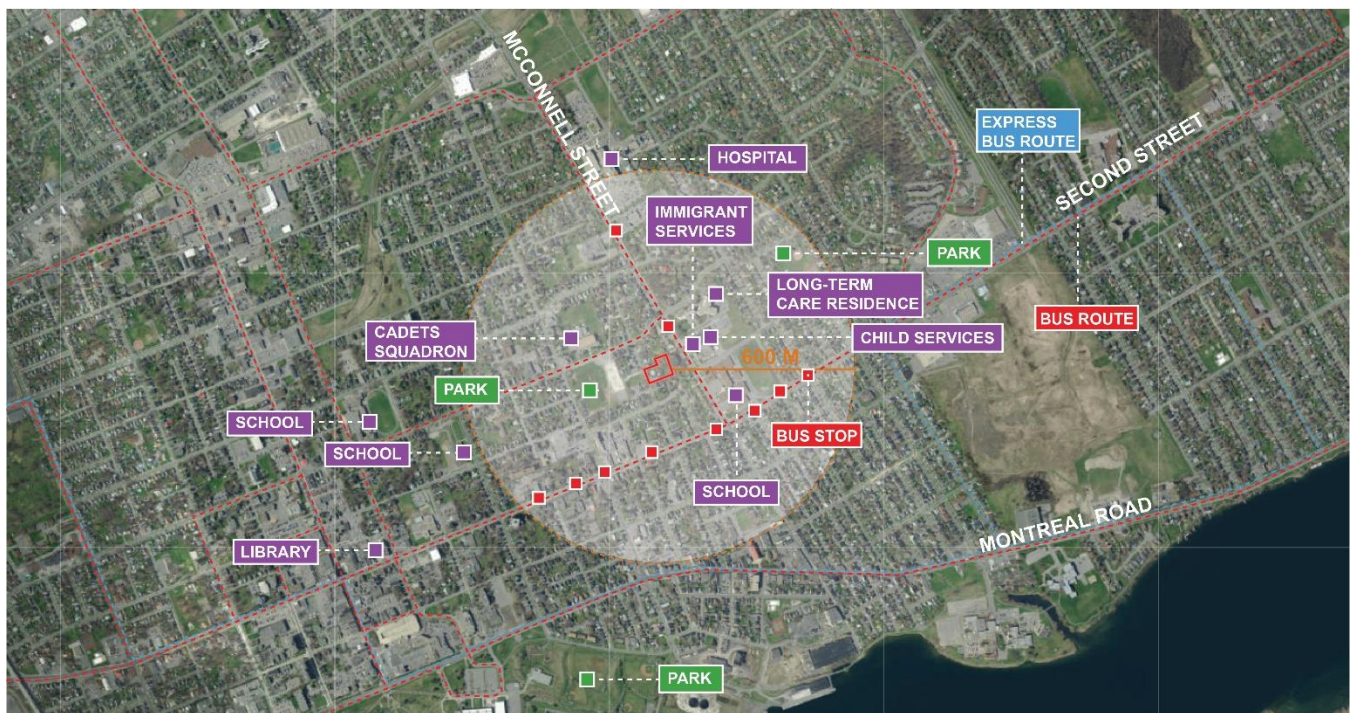


Figure 1: Surrounding Area Context – Aerial (Source: AgMaps)

The following uses are in proximity to the subject site:

**North:** Residential

**East:** Residential

**South:** Residential

**West:** Baldwin Avenue, Residential

Vehicular access to the site is provided via Baldwin Avenue. Numerous bus stops are located within walking distance of the subject site, served variably by Cornwall Transit Routes 2, S-1, S-2, S-3 and S-4. It should also be noted that a bus stop served by Cornwall Transit Express Route 71 is located approximately 650 metres from the subject site. Sidewalks are located along Baldwin Avenue and bike lanes are present along Second Street.





Figure 2: Site Context (Source: AgMAps)

## 3.0 Development Proposal

### 3.1 Plan of Subdivision

The applicant is proposing to subdivide the 0.44 hectare site into 6 lots each with a minimum area of 468 m<sup>2</sup> as indicated in the table below:

Proposed Lot Details

Lot	Area (m <sup>2</sup> )	Frontage (m) onto proposed public cul-de-sac
1	468	17.8
2	486	17.8
3	531	18.3
4	750	15.07
5	590	15.01
6	680	15.03

The proposed subdivision will accommodate one single detached dwelling per lot resulting in the creation of six new dwelling units. A new road culminating in a cul-de-sac is proposed off of Baldwin Avenue, providing vehicular access to the proposed lots via a 13-metre right-of-way. The proposed lots will be serviced by the existing municipal water and sanitary sewage network. A combination of swales, rear-yard catch basins, roadway catchbasins and storm sewers will be developed to convey stormwater to the exiting storm sewer located along Baldwin Avenue.



Baldwin Avenue Subdivision  
Planning Justification Report

## 4.0 Supporting Studies

### 4.1 Environmental Site Assessment – Phase I

An Environmental Site Assessment was completed by Paterson Group Inc. for the subject lands on February 16, 2020 to analyze past and current land uses and determine whether the subject lands are contaminated. Records of the site date to 1929, during which time the property contained a residential dwelling and greenhouses. A flower shop was added to the property sometime before or during 1972. No significant changes to the built form were identified to have occurred between 1972 and 2018 based on aerial imagery obtained for the subject site; however, upon conducting the site visit, it was discovered that the property is currently vacant. A follow-up investigation determined that these buildings were demolished in 2018. From 1929 to present date, surrounding land uses were identified to have evolved from agricultural to primarily residential and commercial.

A site visit was completed on December 3rd, 2020, during which time potential sources of pollution within the subject site and surrounding area, these including: fuel and chemical storage tanks, hazardous materials and transformers. Six potentially contaminating activities (PCA) were identified in the surrounding area, five associated with waste generation and one with an oil spill; however, due to the site's topography and separation distances from the respective PCAs, it was determined that the site does not contain any Areas of Potential Environmental Concern. Based on these findings, it was determined that a Phase II ESA would not be required to proceed with the proposal.

### 4.2 Servicing and Stormwater Management Report

A Servicing and Stormwater Management Report was completed by EVB Engineering on March 11, 2021. The Report indicates that the proposal will be serviced by the City's sanitary sewer and water distribution systems and that servicing infrastructure complies with design standards established by the City and Ministry of Environment, Conservation and Parks (MECP). The report indicates that both systems have sufficient capacity to accommodate the development with projected water demand being based on maximum day demand established within the City's design guidelines. The Report indicates that a 13-metre right-of-way will be established to provide access to the subdivision, this width departing from the 20-metre standard that is customary for new roads in the City due to the small size of the site. Given sizing constraints, utilities are proposed along utility trenches located outside of the right of way subject to easements. The proposal includes 136.75 metres squared of parkland within Block 7, constituting approximately 3% of the subdivision.

The Report indicates that stormwater will be conveyed off-site to an existing storm sewer on Baldwin Avenue via a combination of swales, rear-yard catch basins, roadway catchbasins and supplementary storm sewers. Scenarios established for 5-year and 100-year storm events indicate that the proposed development has sufficient capacity to manage stormwater, resulting in controlled flows which are less than the allowable pre-development peak flows. The Report also indicates that 80% of total dissolved solids contained within stormwater will infiltrate the subject site, meeting the requirement established by the MECP.

### 4.3 Natural Heritage Assessment

A Natural Heritage Assessment was completed for the subject site by Bowfin Environmental Consulting Inc. on March 9<sup>th</sup>, 2021. A Background Review was conducted for the subject site using various online resources which did not find any identified natural heritage features within 120 metres of the site. A site visit was conducted subsequently on October 22<sup>nd</sup>, 2019, during which time the site was further evaluated as a potential habitat. A Tree Inventory was also prepared during the site visit which includes 87 trees, most of which are healthy. Although twelve species-at-risk were identified to potentially occur to potentially occur within the study area, it was determined that the site itself was unsuitable for all but two, the Chimney Swift and brown myotis bat. Given that the Chimney Swift prefers to nest in large trees, defined as being greater than 50 cm in diameter, it is recommended that such trees are maintained until breeding season during which time additional monitoring will

occur and mitigating measures implemented, if necessary. As small trees of less than 10 centimetres are used by bats, it is recommended that their removal occur between October 1<sup>st</sup> and March 30<sup>th</sup>.

#### 4.4 Stage 1 and 2 Archaeological Assessment

A Stage 1 and 2 Archaeological Assessment was completed for the subject property by the Paterson Group in December 2020. The Stage 1 Assessment consisted of a background review examining the history of land use on the site as it impacts the potential for artifact recovery. The study area was not determined to have potential as a pre-contact Indigenous site, however, identified as having potential to contain Euro-Canadian archeological resources. The site was purchased in 1884 by the Whittaker Brothers and continually used as a greenhouse and florist shop until the building's demise in 2018. It was therefore determined that a Stage 2 Assessment would be required to proceed with development.

During the Phase Two Assessment, testing pits were established based on professional judgement as opposed to conventional grid pattern given deep disturbances on the site. Test pits were dug at least 5 centimeters into the soil with a diameter of 30 centimetres or more and extended to within 1 metre of all structures. As no intact culturally significant remains were discovered, it was determined that no subsequent study was required.

## 5.0 Policy and Regulatory Framework

### 5.1 Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) provides broad direction on matters of land use and infrastructure planning within Ontario's municipalities. Municipal authorities are required to make decisions in accordance with those policies contained within the PPS as is stated within the Planning Act. The PPS supports the realization of the Province's objectives by including policies which promoting the integration of land use and infrastructure planning along with the provision of quality housing and preservation of heritage features, among other things. PPS policies that are directly relevant to the proposed development are discussed below, with the policy cited in *italics*:

#### Section 1.0 – Building Strong and Healthy Communities

Section 1 of the PPS includes policies that are intended to contribute to the creation of healthy and resilient communities. This section generally promotes compact development that is contextually appropriate and can be supported by public services as a means to preserve heritage resources and optimize investments in infrastructure, among other things. This section will address those policies which are relevant to the proposal.

1.1.1 Healthy, liveable and safe communities are sustained by:

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*

The proposed development is located within the urban boundary and will be serviced by municipal networks, thereby optimizing previous investments to provide additional dwelling units. The proposed development will constitute a productive use a property that is currently vacant and underutilized.

- b) *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*

The subject site is among a variety of residential, institutional commercial and open space and uses. The proposed subdivision will accommodate single detached dwellings, these being the predominate form of housing seen in the surrounding neighborhood.

- c) *avoiding development and land use patterns which may cause environmental or public health and safety concerns;*

The proposed development is not subject to any known hazards as indicated within the Environmental Site Assessment.

- d) *avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*

The proposed development is located within the City's settlement area and will therefore not cause its expansion.

- e) *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*

The proposed subdivision will accommodate additional residential units in proximity to myriad institutional, open space and commercial land uses, thereby supporting the use of active and public transit. A bus stop serviced by the S3 route is located approximately 230 metres from the subject site with additional stops located within walking distance of the site served variably by the S-1, S-2, S-4 and 2 bus routes. Future dwelling units located on the

proposed lots will be serviced by municipal networks, thereby providing opportunities to generate additional revenue.

- f) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;*

The proposed subdivision will be serviced by municipal water and sanitary sewage networks, both of which have capacity to accommodate the development per the findings of the Servicing and Stormwater Management Report.

- g) promoting development and land use patterns that conserve biodiversity; and*

The proposed subdivision will implement recommendations included within the Natural Heritage Assessment prepared for the site.

- h) preparing for the regional and local impacts of a changing climate.*

Per the findings of the Servicing and Stormwater Management Report, the proposed subdivision will result in controlled flows of a lesser volume than the permitted pre-development flows based on 5-year and 100-year storm events.

Section 1.1.3 includes policies which apply within Settlement Areas, these including:

- 1.1.3.1 Settlement areas shall be the focus of growth and development.*

The proposed subdivision constitutes a form of infill and will accommodate six additional dwelling units within the City's Urban Boundary.

- 1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:*

- a) efficiently use land and resources;*

The proposed development will provide six dwelling units on the subject site, which is located within the urban, serviced area.

- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*

The proposed development will use available capacity from the City's sanitary sewage and water distribution systems, thereby enhancing their efficiency.

- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;*

The proposed development is not expected to adversely impact air quality.

- d) prepare for the impacts of a changing climate;*

The proposed subdivision is capable of conveying stormwater from 5- and 100-year events at a lesser rate than that which is permitted for pre-development sites.

- e) support active transportation;*

The proposal will accommodate six dwelling units in proximity to myriad commercial, institutional and open space land uses, thereby encouraging the use of active transit by future occupants of the subdivision. Sidewalks are present along Baldwin Avenue, the street from which the subject site is accessed, further supporting the use of active transit. Bike lanes are present along Second Street East, an arterial road which intersects with Baldwin Avenue and is within walking distance of the subject site.

- f) are transit-supportive, where transit is planned, exists or may be developed; and*

The proposed subdivision is within walking distance of numerous bus stops served by Cornwall Transit Routes 2, S-1, S-2, S-3 and S-4. It should also be noted that a bus stop served by Cornwall Transit Express Route 71 is located approximately 650 metres from the subject site.

*1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.*

The proposed subdivision will accommodate six single detached dwellings on underutilized land within the Urban Boundary. Providing a density of approximately 17.2 units per net hectare, the proposal constitutes a level of intensification that is contextually-appropriate and devoid of significant risk to public health and safety.

*1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.*

The proposed subdivision will intensify the subject site, providing six residential dwellings in proximity to open space and institutional land uses. Notably, the site is within walking distance of the City's Business District, containing a concentration of commercial land uses. The subdivision will be serviced by municipal water and sewage networks and benefit from access to nearby public service facilities such as schools, health care institutions and places of worship.

Section 1.4 of the PPS includes policies related to the provision and supply of housing. Section 1.4.3 addresses the nature of housing to be provided, and states:

*1.4.3 Planning authorities shall 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 of the regional market area by:*

*b) permitting and facilitating:*

- 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*
- 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*

The proposed subdivision will accommodate six single detached dwellings within the Urban Boundary. The subject site is in close proximity to the Business District, contributing to the supply of housing in proximity to employment opportunities.

*c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*

The subject site is located in proximity to public service facilities including schools, places of worship and health care institutions. The proposed development will be serviced by municipal water and septic networks per the Servicing and Stormwater Management Report.

*d) promoting densities for new housing which efficiently use land, resources, infrastructure, and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*

The development provides a density of 17.1 units per net hectare, constituting an efficient use of land considering its sizing constraints and location in the midst of a built-up area.

*e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and*

The proposed development constitutes a form of infill, occupying vacant land in proximity to the Business District. The subject site is in proximity to numerous transit stops serviced by various routes including an Express Route.

*f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.*



The proposed development will provide additional residential units on a vacant site in walking distance of the downtown area. In doing so, the development exhibits compact form and minimizes the costs associated with housing by increasing supply and providing units in proximity to necessary amenities.

Section 1.6 includes policies which pertain to infrastructure and public service facilities and provide the following guidance in regard to the proposal.

*Section 1.6.1 Infrastructure and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs. Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they are:*

- a) financially viable over their life cycle, which may be demonstrated through asset management planning; and*
- b) available to meet current and projected needs.*

The proposed development will use available capacity within the City's sanitary sewer and water distribution networks, thereby increasing the efficiency of these systems and enhancing their financial viability.

*1.6.6.1 Planning for sewage and water services shall:*

- a) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:*

- 1. municipal sewage services and municipal water services; and*

The proposed development will use available capacity in existing municipal water and sanitary sewage networks.

*1.6.6.2 Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.*

The proposed development will be serviced by existing municipal water and sanitary sewage networks.

*1.6.6.7 Planning for stormwater management shall:*

- a) be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;*
- b) minimize, or, where possible, prevent increases in contaminant loads;*
- c) minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater, including the use of green infrastructure;*
- d) mitigate risks to human health, safety, property and the environment;*
- e) maximize the extent and function of vegetative and pervious surfaces; and*
- f) promote stormwater management best practices, including stormwater attenuation and re-use, water conservation and efficiency, and low impact development.*

The proposed development will retain 80% of total dissolved solids contained in stormwater entering the site, in accordance with the requirement established by MECP. The development will result in flows of a lesser volume that which is permitted for pre-development sites based on 5-year and 100-year storm events. The proposed development therefore mitigates risks to health, safety, the environment and property based on current climatic conditions and those projected for the future.

*1.7.1 Long-term economic prosperity should be supported by:*

- b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce;*

The proposed development will provide residential units within walking distance of the City's Business District, thereby providing accommodation for a diverse workforce.

## **Section 2.0 – Wise-Use and Management of Resources**

Section 2 of the PPS includes policies that pertain to heritage resources, both natural and cultural, seeking to conserve and enhance these elements. This Section also contains policies that apply to economic resources, such as prime agricultural land and mineral deposits. The following policies have been identified as relevant to the proposal.

*2.1.7 Development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.*

Per the findings of the Natural Heritage Assessment (NHA), the proposed property is unsuitable for species-at-risk in the area apart from the Chimney Swift and brown myotis bat. The development will implement recommendations included within the NHA, namely monitoring trees for the aforementioned species and removing trees of less than 10 centimetres in diameter between October 1<sup>st</sup> and March 30<sup>th</sup>.

*2.2.1 Planning authorities shall protect, improve or restore the quality and quantity of water by: ensuring stormwater management practices minimize stormwater volumes and contaminant loads, and maintain or increase the extent of vegetative and pervious surfaces.*

The proposed development will result in controlled flows below at a rate that is less than that permitted of pre-development sites. The subject property will also contain 80% of total dissolved solids contained in stormwater, per MECP's requirement.

*2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved*

A Stage 1 and 2 Archaeological Assessment was completed for the site, during which time no significant archaeological artifacts were located on site. It was subsequently determined that no further study is required for the subject site.

### **Section 3.0 – Protecting Public Health and Safety**

Section 3 of the PPS contains policies which seek to maintain public health and safety, directing development away from hazardous land including those prone to natural disasters as well as those which are polluted. Prior to being vacated in 2018, the subject site was used exclusively to accommodate a greenhouse, florist shop and residential dwelling, thereby imposing a low risk of contamination. The property is also not subject to any known natural hazards. These findings are substantiated within an Environmental Site Assessment completed for the site which did not identify any hazards on the subject site nor within sufficient proximity to impact the property.

**It is our professional planning opinion that the proposed development is consistent with the 2020 Provincial Policy Statement.**

## **5.2 City of Cornwall Official Plan (2018)**

The City of Cornwall Official Plan includes policies that are intended to govern development and land use in the City in order to accomplish the municipality's objectives for the planning period established within the plan, 20 years. Policies included within the Plan apply city-wide or, in some instances, to select elements of infrastructure, heritage features and land use designations, the latter assigned to properties throughout the City. Policies that are directly relevant to the proposed development are discussed below, with the policy cited in *italics*:

### **Section 2 – Basis of the Plan**

Section 2 outlines the City's broad strategic objectives for land use and development as well as defining key terms and detailing assumptions on which policies are based. Among the City's strategic directions included in Section 2.3 is the redevelopment and enhancement of run-down residential areas and buildings, an objective that is achieved by the proposal which seeks to productively use lands which were foreclosed upon by the City. Section 2.5 lists Planning Principles, these intended as a fundamental basis to ground decisions made in regard to development within the City. The following have been identified as relevant to the proposal:

2.5.1.3 An orderly and compact Urban development pattern will be beneficial for the City and the community.

*Over the long term, a compact and orderly development pattern will prove to be cost effective and efficient from the point of view of the delivery of municipal services, energy conservation and convenience to the population. In a compact community people benefit from improved quality of life associated with having opportunities to work, shop and play near where they live.*

The proposed development constitutes a form of infill within the vicinity of the downtown area, providing additional residential units in proximity to opportunities to work, shop and play. The development will use existing municipal services and amenities, thereby optimizing previous investments.

2.5.1.12 Choice of housing types and living environments

*A variety of housing types and locations must be provided in order to satisfy the needs of all segments of the population and support continued economic growth.*

The proposed development will provide six new single detached dwellings in proximity to the downtown area within a subdivision.

2.5.1.13 Well planned and designed subdivisions

*New residential subdivisions should be planned and designed in accordance with contemporary, accepted planning principles to create liveable neighbourhoods. Where possible, the City will promote the design and orientation of subdivisions which maximizes energy efficiency and conservation (and considers the mitigating effects of vegetation) and maximizes opportunities for the use of renewable and alternative energy systems.*

The proposed subdivision will constitute an infill form of development, re-purposing an underutilized tract of land to provide additional dwelling units. The proposed subdivision will use available capacity that exists within existing municipal systems to provide water and sanitary sewage services to the development, thereby enhancing the efficiency of these networks.

2.5.1.17 A compatible Land Use pattern should be promoted

*One of the major considerations for reviewing development applications or locating land uses should be the compatibility with adjacent land uses. In some cases the conflicts between land uses can be reduced through such measures as buffering, landscaping, screening and sensitive siting and massing of buildings. Opportunities for redevelopment of existing noncompatible sites or uses to more compatible uses should be sought out and encouraged.*

The proposed subdivision will accommodate six single detached dwellings, the predominate form of housing type in the surrounding area. The subject site is currently vacant, imposing a gap in a neighbourhood that is otherwise coherent which includes lots of comparable sizes that are configured in an orderly way; thus, the proposal will have the effect of rounding out the neighborhood.

2.5.1.18 Identify and enhance Community Improvement Policy Areas

*The Official Plan recognizes the importance of planning for the improvement of older districts as well as planning for new areas of the City. Future planning of the City should continue to promote the improvement of older residential neighbourhoods, commercial, industrial, mixed use areas through the community improvement programs.*

The proposed development is located within the Renaissance Community Improvement Area and will provide six additional residential units on a vacant lot.

Section 2.6 of the Official Plan includes Major Planning Goals, these consisting of more specific measures to accomplish the objectives included in Section 2.5. The following goals are relevant to the proposal:

2.6.3.2 Encourage the infilling and consolidation of existing urban development areas and promote the efficient utilization of existing municipal services.

The proposed development constitutes a form of infill, providing additional units on a vacant parcel which is in proximity to the downtown area. The development will use existing municipal services, enhancing the efficiency of these networks.

*2.6.3.8 Ensure that individual land uses are directed into suitable locations and promote land use compatibility in the future planning of the City.*

The proposed residential subdivision is located amongst other low-density residential uses, constituting a compatible form of development with regard to the surrounding area.

*2.6.3.11 Ensure that future development is provided with adequate municipal services and community facilities.*

The proposed development will be serviced by municipal water and sanitary sewage systems. The subject site is in proximity to various community services including: schools, social services, a hospital, a cadets squadron and a long-term care residence.

*2.6.3.13 Encourage redevelopment, upgrading and efficient use of underutilized sites and neglected land. Environmental Site Assessments (ESA's) shall be conducted if contamination of such neglected lands is suspected and the filing of a Record of Site Condition (RSC) where required by the City or Ministry of the Environment and Climate Change (MOECC).*

The subject site is currently vacant, containing land whose topography is sufficient disturbed according to the Environmental Site Assessment prepared for the development. The proposed development will provide additional residential dwellings on the subject site, resulting in a more productive use of the land. The Phase I and II Environmental Site Assessment prepared for the site indicate that the land is not subject to any contamination.

*2.6.3.14. Encourage the clustering of functionally related land uses.*

The proposed development is located in proximity of other low-density residential dwellings.

*2.6.3.16 Ensure that the diverse housing needs of the population are satisfied and provide housing for lifestyles, income levels and tenure. This includes the provision of a mix and range of housing types*

The proposed development will provide six residential dwellings in proximity to the downtown area. Although the surrounding neighbourhood is comprised mostly of single detached dwellings, the proposed lots will be contained within a subdivision, providing a housing configuration not commonly seen in the area.

*2.6.3.17 Encourage attractive and well designed residential subdivisions and innovative housing projects.*

The proposed subdivision is well-designed, providing six residential dwellings within an underutilized lot while accommodating necessary infrastructure such as stormwater catchments within easements to optimize what space is available.

*2.6.3.20 Strive towards the improvement and upgrading of older residential neighbourhoods and encourage the appropriate conservation, rehabilitation and redevelopment of such area*

The proposed subdivision will provide six residential units within an underutilized lot belonging to Renaissance Community Improvement Area.

### **Section 3 – Growth Concept Policies**

Section 3 of the Official Plan contains Growth Concept Policies, those intended to govern the timing of growth and direct it to suitable areas. The following policies are relevant to the proposal.

*3.2.1.3 That future urban development be directed to the urban settlement area and into the most suitable areas. Growth areas designated in the Official Plan have been determined on the basis of comprehensive study a comprehensive review, taking into account factors such as:*

- a) the existing pattern of development and the need to promote orderly and compact development;*
- b) servicing capabilities and infrastructure;*
- c) transportation facilities and access;*
- d) topographic, environmental and other physical constraints;*
- e) existing land use and potential land use conflicts;*
- f) agricultural land capabilities;*

- g) major physical boundaries;
- h) approved or committed developments; and
- i) the amount of land required to accommodate the future growth of the City.

The subject site is located within the urban settlement area, in close proximity to the City's downtown. Per the findings of the Servicing and Stormwater Management Report, sufficient capacity exists within municipal water and sanitary sewage systems to accommodate the development. The subject site is devoid of environmental and other physical constraints, per the Environmental Site Assessment prepared for the site. The property is also within walking distance of numerous bus stops serviced variably by Cornwall Transit Routes 2, S-1, S-2, S-3 and S-4. A bus stop served by Cornwall Transit Express Route 71 is located approximately 650 metres from the subject site, just beyond what is conventionally considered as walking distance.

*3.3.3 Development in the urban areas shall be required to proceed on the basis of full Municipal water and sewer services. Residential development in the Rural Area that may eventually require full Municipal services shall be discouraged and shall be considered premature.*

The development will be serviced by municipal water and sanitary sewage networks.

*3.3.4 Urban development is to be encouraged in an orderly compact and logically staged manner and shall take place through intensification and Greenfield development within the urban settlement area. Development within the urban settlement area shall occur through:*

- a) development of vacant lots within approved lots of subdivision;
- b) redevelopment on suitable infill lots;
- [...]

The proposed subdivision constitutes a form of infill, using an underutilized parcel of land that is surrounding by development.

*3.3.6 All future urban development shall proceed in an orderly progression starting from the existing development pattern. Gaps between development shall not be permitted except in areas where deemed appropriate, and:*  
[...]

The proposed subdivision is located within a vacant property which currently imposes a gap within the surrounding built-up area.

*3.3.15 Wherever possible, functionally related land uses shall be clustered and grouped together as opposed to being randomly distributed throughout the Municipality*

The proposed subdivision is located amongst other low-density residential land uses.

*3.4.2 Urban development will be permitted to proceed only where adequate municipal services or community facilities exist or can be provided within the financial means of the Municipality and where an overall, orderly and compact development pattern would result.*

Per the findings of the Servicing and Stormwater Management Report, municipal water and sanitary sewage systems have sufficient capacity to accommodate the development. The subject site is also in proximity to schools, social services, a youth organization, long-term care residence and hospital. The proposed development constitutes an orderly land use pattern given that the subdivision will occupy vacant land in the midst of a built-up area.

#### **Section 4 – Land Use Designations and Policies**

Section 4 of the Official Plan contains policies that are applicable within specific land use designations as delineated on Schedule 1 Landuse.



The subject site is designated Urban Residential and is therefore subject to the following policies:

1. Ensure that the diverse housing needs of the population are satisfied and provide housing for all lifestyles, income levels and tenure

*2. Provide an orderly and efficient pattern of residential development.*

3. *Promote land use compatibility in the planning of all residential areas and minimize the effects of transportation facilities, utilities and non-residential uses on residential areas.*

4. *Ensure residential developments reflect a high standard of design for the site, buildings and neighbourhood, and encourage innovative housing developments.*

*7. Promote the physical, social and economic viability of established residential neighbourhoods.*

*4.3.3.10 To support and maintain the goals for the Urban Residential Areas, it will be the intention of the*

Baldwin Avenue Subdivision  
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*system of linear parks and walkways in new subdivisions and where possible in established residential areas.*

The proposed development is located in walking distance of schools, parks and neighborhood facilities, supporting the use of active transit. Sidewalks are present along Baldwin Street from which the subdivision is accessed. Bicycle lanes are located along Second Street, an expansive street which intersects with Baldwin Avenue within walking distance of the site.

*4.3.3.11 To support and maintain the goals for the Urban Residential Areas, it will be the intention of the City to:*

*Promote land use compatibility in Urban Residential Areas by:*

- a) discouraging or relocating those land uses which are not compatible in a residential area;*
- b) prohibiting residential development in areas where environmental contaminants exceed Provincial standards;*
- c) requiring landscaping, berms, spatial or visual separation, noise abatement and other suitable measures or buffers between residential uses and railways lines, major arterials, employment or commercial uses, hydro corridors, transmission lines, or similar uses or facilities which may create an adverse impact where deemed feasible by the Municipality;*
- d) encouraging reverse frontage of lots onto arterial roads and the provision of continuous fencing, or single loaded local streets inside the arterial roadway;*

*4.3.3.16 Except as provided for in the Rural Area Section of this plan, require development of Urban Residential Areas on the basis of full municipal services (i.e. piped water supply, sanitary sewers and storm drainage facilities).*

Per the findings of the Servicing and Stormwater Management Report, the development shall be serviced by municipal water and wastewater networks.

## **Section 5 - Housing**

Section 5 of the Official Plan contains policies related to the provision of housing in the City, including the following policies which are relevant to the proposal:

*5.2.3 The major goals of the Official Plan with respect to housing are to:*

*Encourage attractive, well-designed, climate resilient, sustainable and innovative residential subdivisions and housing projects demonstrating strong architectural design and sense of place.*

The proposed subdivision is well-designed, leveraging a neglected parcel of land to create new housing opportunities. Per the findings of the Servicing and Stormwater Management Report, the development is climate-resilient due to the fact that post-development flows will be less than that permitted for pre-development sites.

*5.2.4 The major goals of the Official Plan with respect to housing are to:*

*Ensure that all residential development is suitably located and designed.*

The proposed subdivision is located amongst other residential land uses and within walking distance of parkland, community services and commercial uses located in the surrounding area.

*5.2.10 The major goals of the Official Plan with respect to housing are to:*

*Support and promote residential development intensification to increase density and enhance the compact urban form.*

The proposed subdivision exhibits a compact form, using a small, underutilized piece of land to round out an existing built-up area.

*5.3.8.16. Ensure that well designed residential subdivisions are developed consistent with contemporary planning principles. In particular:*

*g) encourage plans of subdivision which:*

- i) provide a suitable mix of housing types and reserve parcels for institutional uses;*

- ii) arrange higher density uses at the periphery of neighbourhoods in order to prevent vehicular penetration through the interior of the neighbourhood and also at community focal points;*
- iii) are designed with regard to accepted urban design practices / standards;*
- iv) improve accessibility for all people and permit accessory apartments;*
- v) utilize a transition of densities concept (e.g. apartments, town housing, single detached);*

Given the lots' size, it is important to maximize the efficiency of the subdivision; thus, variations in building type and transitions in density are not practical to accommodate. Where possible, best urban design practices have been included, recognizing limitations which derive from the site's small size.

- vi) provide a variety of lot sizes;*

Lot size within the subdivision varies from 486-750 m<sup>2</sup>.

- vii) minimize excessively long local streets, blocks and lots;*

A short, single street which culminates in a cul-de-sac provides access to the development.

- ix) provide safe and sufficient access points and intersections;*

The proposed subdivision shall be accessed by Whittaker Street, a proposed short street with a 13-metre right of way which connects to Baldwin Avenue. The subdivision is small, containing only six units, and is anticipated to generate a low level of activity; thus, the sole street provides sufficient access to the development. There are no risks to safety that are anticipated to accompany the development.

- xii) minimize the overall percentage of land devoted to streets;*

The proposed subdivision includes a short street with 13-metre right of way, maximizing the portion of land allocated for residential lots.

- xiv) minimize walking distance to adjacent areas, parks, schools, bus stops, shopping and other community facilities through the provision of appropriate walkways;*

The proposed development is within a 600-metre walking distance of commercial land uses parks, schools and other community facilities, along with numerous bus stops.

- xv) encourage the use of public transit through compact development and minimization of circuitous (indirect) streets;*

The proposed development supports the use of public transit by providing additional residential dwellings within a built-up area. Bus stops served by various bus routes are located within walking distance of the subdivision which is accessed by a short street of less than 75 metres.

- xvi) provide centrally located and useable park sites of suitable size and dimensions;*

Given the site's limited size, it is anticipated that parkland dedication requirements will be met with cash in-lieu.

- xvii) provide continuous park and walkway systems;*

Given the property's limited space, parkland and walkway systems cannot be accommodated. The property abuts Baldwin Avenue along which sidewalks are present on the east and west sides.

- xix) place utilities underground;*

Infrastructure for utilities will be placed underground within public easements that are separate from the right-of-way.

- xx) encourage active transportation;*

The proposed subdivision is located along Baldwin Avenue which includes sidewalks along both sides of the road. The development is also within walking distance of Second Street, an arterial street which includes bike lanes and is accessed by Baldwin Avenue.

*xxi) promote efficient development patterns which are financially sustainable for the municipality, and which promote costeffective development patterns and standards to minimize land consumption and servicing costs;*

The proposed subdivision constitutes an efficient form of development, using an underutilized piece of land that exists amidst a built up area. The proposed development will use existing municipal services, enhancing the efficiency of these systems.

*xxii) promote land use patterns that conserve biodiversity, consider the impacts of climate change, and promote energy efficiency;*

The proposed subdivision shall comply with recommendations made within the Natural Heritage Assessment, monitoring wildlife and, if necessary, implementing mitigating actions to conserve habitats to the fullest extent possible. The development has been designed to manage stormwater based on the occurrence of 100-year storms in consideration of the impacts of climate change.

*xxiii) are transits supportive.*

The proposed development is within walking distance of various bus stops served by Cornwall Transit Routes 2, S-1, S-2, S-3 and S-4. A bus stop served by Cornwall Transit Express Route 71 is just beyond walking distance of the subject site, located 650 metres away.

## **Section 6 – Parks and Recreation**

Section 6 includes policies that apply to parks and other Open Spaces in the City with the following policies identified as relevant to the proposal:

*6.3.6 Require parkland dedication or cash-in-lieu for new subdivisions in accordance with the provisions of the Planning Act.*

*b) As an alternative to accepting parkland, the City may accept cash-in-lieu of land with payment based upon the property market value and without limiting its application, cash-in-lieu of parkland may be used:*

- i) where the parcel to be conveyed is too small or of an inappropriate shape to be properly used as a park;*
- ii) when adequate accessible parkland is already available or is being offered elsewhere in the neighbourhood and can be used to serve the subject area;*
- iii) where no suitable park site can be found in the neighbourhood;*
- iv) where it would be more appropriate to accept cash-in-lieu to expand an existing park or acquire another park site in the vicinity that may serve the subject area*

It is anticipated that cash in-lieu will be provided for the development given the property's limited size.

*6.3.8. Select all future park sites and evaluate all park conveyances on the basis of the potential suitability for recreational use having regard for factors such as:*

- a) the relative need for parkland in the area;*
- b) the size, shape and dimensions of the site;*
- c) the potential of the site to support a variety of recreational activities including passive as well as active use;*
- d) the relative centrality of the site to its intended service area;*
- e) the existing use of the site and the potential problems of relocation or dislocation, if any;*
- f) the relative accessibility of the site with respect to streets, public transit, pedestrian facilities and bicycle paths;*
- g) the compatibility with adjacent uses and facilities;*
- h) the existence of unique site features including tree cover and vegetation, topographic variations, views and vistas, watercourses, landforms, and similar features;*
- i) the drainage and suitability of soils on the site;*
- j) the prominence and visibility of the site;*
- k) the opportunities for joint and multi-use taking into account the relationship to adjacent uses;*
- l) the relative ease, cost and timing of site acquisition;*

- m) the cultural heritage value or interest of the site;*
- n) the effects of micro climate (such as sun, shade, winds) on the potential recreational use of the site; o) the adequacy, number and length of site frontages (access from more than one street and connection to a community walkway system are normally desirable.*

The subject site is relatively small as compared to most subdivisions and therefore cannot accommodate a park of a reasonable size. Cash in-lieu will therefore be provided.

## **Section 10 – Cultural, Arts and Built Heritage Resources**

Section 10 contains policies that pertain to cultural and built heritage resources. The following policies are relevant to the proposal:

### *10.11 In support of Policy 10.3.10 the following applies:*

- ii. For a proposed development within an area of archaeological potential, an archaeological assessment and/or marine archaeological assessment shall be required prior to final planning approval, or as a condition of final planning approval. Archaeological assessment reports conducted by licensed archaeologists shall be in compliance with guidelines set out by the Ministry of Tourism, Culture, and Sport (MTCSS), as well as licensing requirements developed under the Ontario Heritage Act.*

The subject site was purchased in 1884 and developed with a greenhouse. A residential dwelling and florist shop were later developed as complementary uses, however, all of the buildings were demolished in 2018 upon the property's foreclosure. Given this history, a Stage 1 and 2 Archaeological Assessment was completed for the site; however, no significant archaeological resources were identified on the subject site and it was determined that no further investigation of the site's archaeological potential is required.

## **Section 11 – Services and Utilities**

Section 11 includes policies that govern the provision infrastructure for water, sanitary sewage, stormwater management and utilities. The following policies are relevant to the proposal:

### *11.3.3 Use adequacy, capacity and availability of municipal services as major criteria in the approval of plans of subdivisions, rezonings and site plan applications and other development proposals.*

The proposed development will use available capacity from existing municipal water and sanitary sewage networks, per the findings of the Servicing and Stormwater Management Report.

### *11.4.3.3. Ensure that new urban development is provided with adequate stormwater quality and quantity management. Adequate stormwater management ensures that new development:*

- a) Minimizes or prevents increases in contaminant loads;*
- b) Minimizes changes in water balance and erosion;*
- c) Does not increase risks to human health and safety and property damage;*
- d) Maximizes the extent and function of vegetative and pervious surfaces; and*
- e) Pre-consultation with the local Conservation Authority regarding water quality and water quantity criteria are encouraged.*

The proposed development will filter 80% of total dissolved solids, per the requirement established by MECP. The development will convey stormwater to nearby storm sewers along Baldwin Avenue at a rate that is less than the maximum permitted for pre-development site; thus, the development is not anticipated to impose significant risks to health, safety or property.

### *11.7.4 In order to achieve the goals for Services and Utilities, in respect to water services and sanitary sewerage, it will be the intention of the City to:*

- Only permit lot creation with confirmation that there is sufficient reserve sewage system capacity and reserve water system capacity, including treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.*

The proposed development will be serviced by excess capacity available within municipal water and sanitary sewage systems, per the findings of the Servicing and Stormwater Management Report.

## Section 12 – Transportation

Section 12 includes policies that apply to transportation, providing guidance on matters related to vehicular, public and active transit. The following policies are relevant to the proposal:

*12.9 The City will encourage greater use of public transit by instituting, encouraging or requiring:*

*a) subdivision plans which provide direct transit routes and all lots within an acceptable walking distance to existing or planned transit service and include the provision of public walkways wherever necessitated to provide convenient access to bus routes;*

The proposed development is within 600 metres walking distance of Cornwall Transit Routes 2, S-1, S-2, S-3 and S-4. The development is approximately 650 metres from a bus stop served by Express Route 71.

*c) higher density or intensity uses (apartments, commercial, senior citizen projects, institutional) which are located along or adjacent to transit routes;*

The proposed development will provide six residential uses within an underutilized property. The property is within 600 metres of numerous bus stops, with two stops located in 200 metres of the subject site serviced by Transit Routes S-1, 2, S-3 and S-4.

*d) a compact urban form, strong downtown and groupings of development that facilitate transit use;*

The proposed development will provide additional units in proximity to downtown, providing opportunities to enhance ridership.

*e) staging of future urban development in relation to the provision of transit service;*

The proposed development is located within walking distance of Cornwall Transit Routes 2, S-1, S-2, S-3 and S-4 and approximately 650 metres from a bus stop served by Express Route 71.

## Section 14 – Implementation

Section 14 includes policies that govern the planning process. The following policies are relevant to the proposal:

*14.10.2 No Plan of Subdivision or Condominium shall be recommended for approval unless it is in conformity with the provisions of the Planning Act, the Provincial Policy Statement, and:*

*a) can be supplied with adequate services such as water supply, sewage disposal, stormwater quality and quantity management, fire protection, roads, utilities, parks, schools and other community facilities and services;*

*b) promotes a compact and consolidated development pattern in urban sections of the Municipality and protects the rural character in the remainder of the City;*

*c) can be serviced economically without imposing a burden upon the taxpayer and does not place an adverse impact upon the transportation system, adjacent land uses and the natural environment;*

*d) can be integrated with adjacent lands, subdivisions and streets;*

The proposed subdivision exhibits a compact form, using an underutilized piece of vacant land located in the midst of the built-up area. Per the findings of the Servicing and Stormwater Management Report, the development will be serviced by municipal water and sanitary sewage systems and contains adequate stormwater management infrastructure. The subdivision will be accessed via Whittaker Street, a proposed small street belonging to the subdivision that connects with Baldwin Avenue. The subject site is within proximity to parks, schools and community facilities.

**It is our professional planning opinion that the proposed development is consistent with the City of Cornwall Official Plan.**



## 6.0 Zoning

The subject site is zoned Residential Type 10 (Res 10) Zone in the City of Cornwall Zoning By-Law 751-1969. Although an updated First Draft Comprehensive Zoning By-Law has been released, the provisions listed in the table below remain unchanged at the time of writing. The Residential Type 10 Zone is intended to accommodate low-density residential development

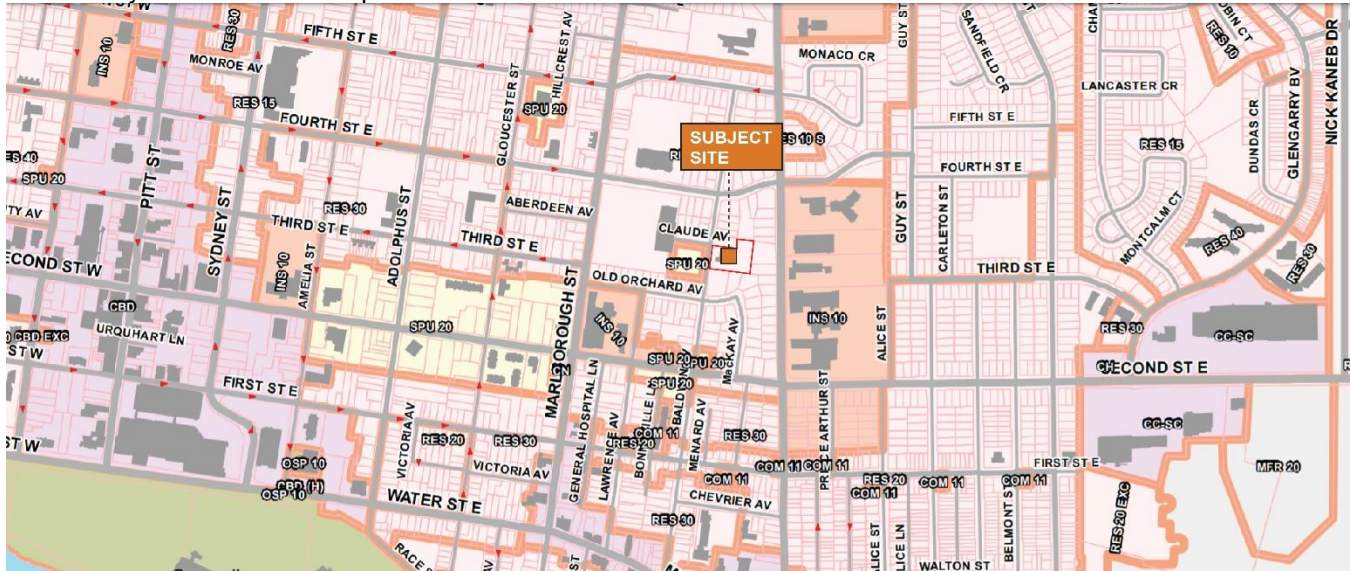


Figure 5: Current Zoning (Source: City of Cornwall Comprehensive Zoning By-law 751-1969)

This zoning matrix demonstrates the compliance of each component of the proposed development with the provisions of the Res 10 zone:

City of Cornwall Comprehensive Zoning By-Law 751-1969			
Provision	Requirement: Residential 10 (Res 10) Zone	Proposed	Amendment Required?
Permitted uses	Residential uses consist of single family dwelling	Single Family Dwelling	No
Lot Area (Minimum)	464 m <sup>2</sup>	468 m <sup>2</sup> – 750 m <sup>2</sup>	No
Lot Frontage (Minimum)	15 m	15+ m	No



## 7.0 Conclusion

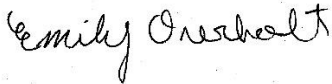
The applicant is seeking to develop a six-lot residential subdivision in close proximity to the downtown area and in the midst of the built-up area. The subdivision will include one public road ending in a cul-de-sac as well as a parkette. To facilitate this development, applications for zoning by-law amendment and draft plan of subdivision are required, the former providing relief to the minimum frontage provision of the by-law to overcome sizing constraints of the site. The development is consistent with the PPS and City of Cornwall Official Plan, making efficient use of a neglected property to provide residential units in proximity to employment opportunities and amenities.

It is our professional opinion that the proposed draft plan of subdivision represents good land use planning. Should you require any additional information, please do not hesitate to contact the undersigned at 613.542.5454 x 222 or at [wood@fotenn.com](mailto:wood@fotenn.com).

Respectfully,

A handwritten signature in black ink that reads "Jennifer Wood". The script is fluid and cursive.

Jennifer Wood, MCIP, RPP  
Senior Planner  
Fotenn Planning + Design

A handwritten signature in black ink that reads "Emily Overholt". The script is fluid and cursive.

Emily Overholt  
Planner  
Fotenn Planning + Design