



**The Corporation of the City of Cornwall  
Planning Advisory and Hearing Committee**

**File Number: Folder 310 (04T-2021-01 & Z-01-21)**

**Applicant: KEM Developments Inc. / J.F. Markell Homes Ltd.**

Department: Planning, Development and Recreation  
Division: Planning  
Report Number: 2021-59-Planning, Development and Recreation  
Prepared By: Lindsay Parisien, Development Planner  
Meeting Date: April 19, 2021  
Subject: Northwoods Forest Development – Draft Plan of Subdivision for Phases 3 – 10 with associated Zoning By-law Amendments. (Folder #310 - File 04T-2021-01 and PAC File Z-01-21)

**Purpose**

Review of an application for a Draft Plan of Subdivision (Folder #310), and Rezoning application from Residential 20 (RES 20) to Residential 10 (RES 10) and Residential 15 (RES 15) with Exceptions to the rear yard setbacks. Along with the removal of the “Holding” category. These lots are legally described as being Part of Lot 8 and Part of the east half of Lot 9, Concession 3, as shown on Part 1 on Reference Plan 52R-7911. These lots are situated north of Cameron Street, east of Pitt Street and south of South Branch Road.

**Recommendation**

Based on the proceeding discussion, it is recommended:

- (a) That Draft Plan of Subdivision approval be given to the Draft Plan prepared by Kirk L. Stidwill, O.L.S., dated February 17<sup>th</sup>, 2021 on Part of Lot 8, and Part of the east half of Lot 9, Concession 3, comprising of 14.41 ha (35.6 acres) of land. The proposed Draft Plan will afford a total of 8 Phases of Development which will accommodate 127 single detached lots, 39 small

lot singles, and 24 semi detached lots. The proposed Draft Plan and municipal road dedication are subject to the fulfilment of the Draft Plan Conditions, as shown in Appendix A, (Refer to Attachment 1), and associated rezoning coming into effect.

- (b) That the lands located on Part of Lot 8 and Part of the east half of Lot 9, Concession 3, also referred to as the Northwoods Forest Subdivision Phases 3 – 10 (total of 14.4 ha (35.6 acres); be rezoned from Residential 20 with a Hold (RES 20 (H) to Residential 10 (RES 10) and Residential 15 (RES 15) with Exceptions. The following site-specific exceptions will apply:
- i) A rear yard setback of 8 metres in Phase 5 (Lot 36)
  - ii) A rear yard setback of 9 metres in Phase 8 (Lots 1-5 and 18-20)
  - iii) For an increase in percentage of Small Lot Singles from 25% to 27% in Phase 6, which equates to 8 lots. (see Map - Attachment 2).

## **Background**

In 2013, the first two phases of the Northwoods Forest Subdivision were registered. Since then, both phases are near completion, and the developer is proposing to have the remainder of the Northwoods Forest Subdivision (Phases 3 – 10) be Draft Plan approved to continue the development of this subdivision.

The subject lands are situated in the north end of the City of Cornwall and located within the City's Urban Settlement Boundary. These lands are zoned for residential development and designated Urban Residential (U. RES) in the City's Official Plan.

Currently, the Northwoods Forest Subdivision can be accessed via Mauricy Street. This road network will be extended with the proposed build out of Phases 3 and 4 and will eventually have direct access to South Branch Road.

The subdivision's proposed phasing will occur in an orderly fashion and offers a variety of land uses and building types such as single detached lots, small lot singles and semi-detached lots. The proposed semi-detached lots will be developed on certain lots identified in Phases 3, 4, 5 and 6. Therefore, these lots are to be rezoned to Residential 15 (RES 15) with the remaining lands to be rezoned to Residential 10 (RES 10).

## **Site Characteristics**

### **Location:**

- Part of Lot 8 and Part of the east half of Lot 9, Concession 3
- Situated east of Pitt Street and north of Cameron Street
- South of South Branch Road

### **Surrounding Land Use:**

- Low density residential development to the south (Northwoods Forest Subdivision Phases 1 and 2)
- Commercial land uses to the north along South Branch Road and east along Pitt Street
- Vacant lands to the east

### **Official Plan:**

Urban Residential (U. RES)

### **Zoning:**

- Existing Residential 20 (RES 20) with a “Hold”
- Proposed to remove the Holding category and rezone the subject lands to Residential 10 (RES 10) and Residential 15 (RES 15) with site specific exceptions in some areas (Lots identified in Phases 3, 4, 5, and 6).

## **Discussion**

In this section, Planning Staff will examine various planning related items that apply to the entire Draft Plan of Subdivision for the Northwoods Forest development. The Draft Plan will be reviewed in respect of the Subdivision Approval Authority, as detailed in the applicable sections of the Provincial Policy Statement (PPS), the Planning Act (Sections 51 (24) and the City’s Official Plan.

The various planning items to be reviewed and discussed are as follows:

- 1) Rezoning Application from Residential 20 (RES 20) with a Hold (H) to Residential 10 (RES 10) and Residential 15 (RES 15).
- 2) Removal of the Holding category
- 3) Draft Plan of Subdivision Approval for Northwoods Forest Subdivision (Phases 3 - 10)



## **Provincial Policy Statement (PPS) 2020**

The Provincial Policy Statement (PPS) includes direction on various matters related to Land Use planning. Section 3 of the Planning Act requires that all land use planning matters be consistent with the PPS.

This review will examine several policies of the PPS in relation to this development application, Northwoods Forest Subdivision Phases 3 - 10.

### **Provincial Policy - 1.1 Managing and Directing Land Use to Achieve Efficient Development and Land Use Patterns**

- 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 Municipality over the long term.
  - g) ensuring that necessary infrastructure and public service facilities are or will be available to meet the current and projected needs.

The Northwoods Forest Subdivision Phases 3 – 10 are consistent with the area's existing land uses and development patterns that were previously established with Phases 1 and 2. The subject lands are also located within a municipally serviced area of the City of Cornwall; therefore, the existing services can accommodate this growth. Furthermore, the proposed lot fabric and road configurations have been designed in an appropriate manor to ensure that local streets are logically extended to meet the current and projected needs of the community.

- 1.1.3.2. Land Use Patterns shall be based on:
  - a) densities and mix of land use which
    1. efficiently use land and resources
    2. are appropriate for an efficient use of the infrastructure and public services which are planned, available, and avoid the need of their unjustified and or uneconomic expansion.



The Developer has introduced a variety of lot sizes (e.g., single detached lots, small lot singles, and semi-detached lots) to accommodate a mix of building types (e.g., singles and semi-detached dwelling units) in the proposed Draft Plan of Subdivision. This will ensure that a low-rise density is maintained throughout the subdivision which is consistent with the adjacent land uses.

Section 1.1.3.7 Planning authorities should establish and implement phasing policies to ensure:

- b) the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.

The Planning Division supports the continuation and development of the Northwoods Forest Subdivision. The proposed Draft Plan will provide a comprehensive plan to build out the residential lands in this area. This plan also allows for Mauricy Street and Kirkhill Avenue to be extended within a foreseeable timeframe for the eventual connection to South Branch Road. For this proposed development, servicing demands can be met by extending the City's municipal water and sanitary sewers which are readily available for connection. Other services such as transit, fire, underground infrastructure, and utilities will be better utilized with the expansion of this subdivision.

Provincial Policy Section 2.6.1. states that significant built heritage and significant cultural heritage shall be conserved.

The subject lands were assessed by Qualified Persons retained by the Developer to determine if any significant Archeological and/or Cultural Heritage features are present in this area. A summary of the studies is provided below.

An Archaeological Assessment was prepared by Douglas A. Yahn, Archaeologist confirming that low potential with respect to artifact recovery is believed to exist. This report identified that certain areas will be subject to a Stage 2 test pit survey, particularly within 100 metres of Pitt Street and South Branch Road. However, remainder of the property holds low archaeological potential (see Attachment 4).

A Natural Heritage Assessment was conducted by Kia Marin, B.S.C. Honours, Biologist (see Attachment 5). This study confirmed the existence of Butternut Trees on a portion of the site. A proposed strategy by the proponent was to relocate and replant some of the identified Butternut Trees to the lands assigned for the parkland dedication within the subdivision. The Municipality considered this proposal during Phases 1 and 2.

## Official Plan

The City's Official Plan is a guiding document that sets out general policies for future land use development throughout the City. The subject lands in the proposed Draft Plan of Subdivision are designated Urban Residential (U.RES) in the City's Official Plan. The following Official Plan policies that support the proposed development are highlighted below:

Official Plan Policy:

- 2.5.1.3 An orderly and Compact Urban Development pattern will be beneficial for the City and the Community.
  
- 2.5.1.13 Well planned and designed subdivisions – New residential subdivisions should be planned and designed in accordance with contemporary, acceptable planning principals to create liveable neighbourhoods.

A general principle of the plan is to open new areas for development and extend municipal services thereof only when existing development areas are substantially developed, and urban development patterns have proceeded within the proximity to the subject lands.

The Planning Division agrees with the proposed phasing of development as it follows an orderly, compact, and logical urban development pattern. The development of Phase 3 would commence first followed by subsequent phases. This phasing is also supported by the Official Plan's future road network extension which identifies Mauricy Street as a local street network to be extended in tandem with future development.

The City's Official Plan outlines various policies in the Housing section which the proposed subdivision plan adheres to, particularly:

Policy 5.3.16 Ensure *that well designed subdivisions are developed consistent with contemporary planning principles in particular:*

b) encourage the development of complete neighbourhood units.

xi) make provisions for extension of streets into adjacent areas which are suitable for development.



In this case, the subdivision is situated in the north end of our City limits, close to Pitt Street and South Branch Road. The extension of Mauricy Street into this area will provide the completion of this neighbourhood.

## Zoning

The subject lands have been zoned Residential 20 with a Hold (RES 20 (H)) since the 1960's. Therefore, the accompanying amending Zoning By-law applications are to consider a rezoning of lands from Residential 20 with a Hold (RES 20 (H)) to Residential 10 (RES 10) and Residential 15 with (RES 15 EXC) Exceptions for lots in Phases 3, 4 and 6. In addition, site specific exceptions are identified to accommodate reduced rear yard setbacks and a slight increase in the percentage of small lot singles being proposed in Phase 6. The following is a list of site-specific exceptions and associated semi-detached lots:

- i) A rear yard setback of 8 metres in Phase 5 (Lot 36)
- ii) A rear yard setback of 9 metres in Phase 8 (Lots 1-5 and 18-20)
- iii) For an increase in percentage of Small Lot Singles from 25% to 27% in Phase 6, which equates to 8 lots.

Planning staff are of the opinion that the Zoning By-law amendment along with the zoning provision adjustment for the semi detached lots are appropriate and consistent with the development approvals that were previously approved in Phases 1 and 2.

Furthermore, this amending Zoning By-law application will also consider the removal of the Holding category for the remaining lands. The original Hold was applied to ensure that an appropriate development proposal and Draft Plans were provided. As per the Official Plan (14.7.5) additional consideration for the removal of a "Hold" should include the appropriateness of the proposed development including servicing, access points as well as transportation systems.

The Preliminary Site Servicing Report prepared by EVB Engineering, concludes that the proposed development can be serviced by extending existing municipal services and sanitary infrastructure. However, the Engineering department has requested that the allocation of services be reviewed to ensure that the proposed lot fabric can be accommodated as per the submitted Draft Plan and fully serviced (see Attachment 3 - Preliminary Servicing Plan).



With respect to access points and effective transportation systems, the proposed plan includes an extension of Mauricy Street and Kirkhill Avenue. During the construction of Phases 3 and 4, a secondary entrance point will become available to South Branch Road.

Planning has received commentary from the Township of South Stormont which suggested the possibility of aligning Kirkhill Avenue's proposed access onto South Branch Road to be aligned with Julien Street. The City's Traffic Engineer has also re-iterated this comment and requested that the proposed realignment to match Julien Street be considered during a review of the Traffic Impact Study which is to be updated for Phases 4-10.

Planning would comment that the Urban Residential Designation and low-density Residential zoning for these lands were established in 2013. The Planning Division is of the opinion that the requirements of Official Plan Policy 14.7.5 have been addressed and that the Hold category can be removed.

### **Draft Plan of Subdivision**

In this Draft Plan of Subdivision, the Developer has proposed a lot fabric in the form of single detached lots, small lot singles and semi-detached lots that will accommodate low rise residential buildings. The full build out of Phases 3-10 of the proposed subdivision will encompass 14.4 ha (35.6 acres). The proposed local road networks and configuration anticipated with these Phases of development will follow an east west orientation as the pattern of development will be oriented northerly towards South Branch Road.

The proposed zoning for the Subdivision is Residential 10 (RES10) and Residential 15 with Exceptions (RES15 EXC) from the former Residential 20 with a Hold (RES 20 (H)). The proposed Draft Plan of Subdivision will establish:

- 127 single detached lots
- 39 small lot singles
- 24 semi-detached lots
- A total of 190 residential lots, 214 residential dwelling units

A copy of the proposed Draft Plan of Subdivision is included in this report (see Attachment 6).

The Draft Plan of Subdivision and application have been circulated to all legislated Agencies and internal departments. Their comments have been reviewed and incorporated into the technical report, which forms the Draft Plan of Conditions for the Subdivision. The Draft Plan Conditions can be found in Appendix A of this report (see Attachment 1). Once all the conditions of the Draft Plan are fulfilled, the Developer will then enter into a Subdivider's Agreement with the Municipality. This Agreement will include the Developer's responsibility in areas of road construction, installation of utilities, parkland development and drainage issues. Once the agreement is finalized, the Developer will be responsible for carrying out the final stages of the process which involves the registration of a Plan of Subdivision.

### **Parkland Dedication**

The Planning Act states that an amount not exceeding 5% of the phase must be dedicated as Parkland for any given subdivision. This requirement was satisfied during Phases 1 and 2 and is shown as Block 52 on the Draft Plan. However, commentary received from the Recreation & Facilities Division Manager states that depending on the location of the Butternut trees, it may limit their ability to develop portions of the park containing these plantings. If areas of the park are not developable due to the presence of these Butternut trees, then the developer may be required to convey additional parkland in a more centralized area within the development to accommodate the future installation of a play structure. This will need to be discussed with the developer.

The Official plan directs that the Municipality shall:

6.2.12 Ensure that all future park sites to be acquired or dedicated are suitable and appropriately located.

The Plan continues to encourage the Municipality to select park space and sites on a number of factors such as:

- 6.3.8 a) the size, shape, and dimension of the site
- b) the relative centrality of the site to its intended service area
- c) the potential of the site to support a variety of recreational activities, including passive as well as active use.



## **Sidewalks**

The need for sidewalks is generated through the Engineering Division subdivision manual standards and as demonstrated in the Preliminary Servicing Report, (see Attachment 3).

## **Comments from other Departments / Agencies**

### Municipal Works:

No objections

### Engineering Division:

The following are our review comments for the Northwoods Forest Draft Plan Application:

The City's Department of Infrastructure Planning has reviewed *Northwoods Forest Subdivision, Phases 3 to 10 Preliminary Servicing Report and Stormwater Management Report*, prepared by EVB Engineering, date March 19, 2021. This report outlines the Developer's proposition to rezone the area from RES 20 to RES 10 and RES 15. The purpose of the rezoning is to increase the developable area from 15.378 ha to 21.61 ha, while not increasing the sanitary sewer peak discharge rate, beyond its original allocation. The Department of Infrastructure Planning agrees with the proposed rezoning, conditional upon the comments and changes outlined in detail, under Comment 5 of the Draft Plan Conditions.

### Transit Division:

No objections

### Social Housing Services:

No objections

### Cornwall Community Police Services:

### Municipal Assessor:

No comments or concerns



Economic Development:

Cornwall Economic Development supports this residential development. At the current time demand for new houses is outstripping supply, and new housing options are very much needed. Cornwall's major employers continue to grow and are recruiting new employees, helping attract new residents to the city. An ample supply of available and affordable housing is essential to Cornwall's ongoing growth.

Traffic Engineer:

A Traffic Impact Study (TIS) has been received for Phase 3 and the Traffic Division would ask that any road improvements proposed on the approved TIS be implemented and approved by the City.

In terms of Phase 4, the Traffic Division would ask that the developer provide a reviewed Phase 4 to Phase 10 TIA with particular emphasis on the alignment of the future Kirkhill Ave and if the exit point onto South Branch Drive, should be aligned with Julien Street in order to minimize the number of intersections along South Branch Road and to control speeding issues along Kirkhill Ave.

Township of South Stormont:

The Township would ask that consideration be given to shifting the proposed South Branch Road access to the east to line up with Julien Street to the north. The access realignment will better divide the north west side Commercial/Industrial and east side Residential land uses.

Raisin Region Conservation Authority:

No comments received at this time

Heritage Patrimoine Cornwall:

No objections

Hydro One:

No comments received at this time

Enbridge Gas:

It is Enbridge Gas Inc.'s (operating as Union Gas) request that as a condition of final approval that the owner/developer provide to Union the necessary easements and/or agreements required by Union for the provision of gas services for this project, in a form satisfactory to Enbridge.



Building and Permit Division:

No objections

Fire Chief – Fire Services

No comments received at this time

Eastern Ontario Health Unit:

No comments received at this time.

Canada Post:

Service type and location: Canada Post will provide mail delivery service to the subdivision through centralized Community Mailboxes (CMBs). Given the number and the layout of the lots in the subdivision, we have not determined the amounts of site(s). The CMB's location will be determined at the time of the preliminary CUP Plan. If the development includes plans for (a) multi-unit building(s) with a common indoor entrance, the developer must supply, install, and maintain the mail delivery equipment with parcels compartments within these buildings to Canada Post's specifications. If additional gravel or culvert is required, it will be provided by the developer as per Canada Post standards.

Municipal requirements: Please update our office if the project description changes so that we may determine the impact (if any). Should this subdivision application be approved, please provide notification of the new civic addresses as soon as possible. Please provide Canada Post with the excavation date for the first foundation/first phase as well as the date development work is scheduled to begin. Finally, please provide the expected installation date(s) for the CMB(s).

Ministry of Transportation – Eastern Region:

Beyond our permit control area, therefore, we do not have any comments.

St. Lawrence Seaway Management Corporation:

The area is far from our property's premises, I do not see any reason for commenting.

Ministry of the Environment, Conservation and Parks (MECP):

I have not conducted a file review or other undertakings that would be part of our involvement if a FOI request is submitted for the project area in future. As such, at this time, I do not have any comments.



## **Evaluation**

The proposed Zoning By-law amendment, removal of the Hold category and Draft Plan for the Northwoods Forest Subdivision (Phases 3 – 10) has been reviewed by the Planning Division, commenting Agencies and City Departments. The proposed development and proposed Draft Plan and Zoning changes is supported by various Provincial Policies and Official Plan Policies.

Additional information and further discussions with the City's Engineering Department regarding the Preliminary Servicing Plan and Traffic Impact Study for Phases 4 – 10 will be required prior to Plan Registration. Therefore, Planning is in support of proceeding with the development of Phase 3 once the Draft Plan of Conditions are fulfilled and recognizes that Phases 4 – 10 will require additional studies as outlined in the Draft Plan of Conditions.

## **Conclusion**

Planning Division has reviewed the Northwood Forest Subdivision application, its supporting documentation, and the associated Rezoning application as is supportive of the applications. The findings identified in this proposal are consistent with the PPS and O.P. policies and will form a major development in the north end of Cornwall.

Phase 3 of the subject lands are appropriate for immediate development as set out in the Draft Plan prepared by Mr. Kirk L. Stidwill O.L.S., subject to certain Draft Plan approval conditions, which have been revised in the Appendix "A", (Attachment 6). The Developer must adhere to each of the Draft Plan conditions, prior to Council granting final approval to the plan.



## Report Approval Details

Document Title:	Northwoods Forest Subdivision - Folder 310 - PAC Z-01-21 - 2021-59-PDR.docx
Attachments:	<ul style="list-style-type: none"><li>- Attach. 1 - Appendix A Northwoods Forest Draft Plan Conditions Final .pdf</li><li>- Attach. 2 - Zoning Map Northwoods Forest.pdf</li><li>- Attach. 3 - EVB Preliminary Servicing Summary.pdf</li><li>- Attach. 4 - Stage 1 Archaeological Assessment NFS.pdf</li><li>- Attach. 5 - Natural Heritage Assess. Summary.pdf</li><li>- Attach. 6 - Draft Plan Northwoods Forest.pdf</li></ul>
Final Approval Date:	Apr 15, 2021

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

**Mary Joyce-Smith - Apr 15, 2021 - 4:22 PM**

**Mark A. Boileau - Apr 15, 2021 - 4:25 PM**

**Maureen Adams - Apr 15, 2021 - 4:35 PM**