



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

**File Number: 04T-2021-02, Folder #311**

**Applicant: J.F. Markell Homes Ltd.**

Department: Planning, Development and Recreation  
Division: Planning  
Report Number: 2021-60-Planning, Development and Recreation  
Prepared By: Lindsay Parisien, Development Planner  
Meeting Date: April 19, 2021  
Subject: Baldwin Avenue Subdivision – J.F. Markell Homes Ltd. -  
Review of an application for a Draft Plan of Subdivision on  
lands formerly known as Whittaker Bros. Flowers, and  
municipally located at 304 Baldwin Avenue, Cornwall. (Folder  
#311 - File 04T-2021-02)

**Purpose**

Review of an application submitted by J.F. Markell Homes Ltd. for a Draft Plan of Subdivision – Baldwin Avenue Subdivision, being Part of Lot 7, Concession 1, as shown on Part 1 on Reference Plan 52R-8398 and located at 304 Baldwin Avenue.

**Recommendation**

Based on the proceeding discussion, it is recommended:

- (a) That the Draft Plan of Subdivision approval be given to the Draft Plan prepared by K.L. Stidwill, O.L.S., dated March 12, 2021 on Part of Lot 7, Concession 1, comprising 0.452 ha (1.1 acres) of land. This plan will provide for 6 single lots and accommodate 6 single detached dwelling units, as well as a municipal road dedication, subject to the fulfilment of the Draft Plan (refer to Appendix A, Attachment 1).

## **Background**

This property is located east of Baldwin Avenue and north of Old Orchard Drive. The subject lands are the remaining portion of land that formed a Town Plot that ran from the north side of Water Street to the south side of Ninth Street and from the east side of Cumberland Street and west side of Marlborough Street. (Refer to Attachment 3 - Stage 1 Archaeological Study by Paterson Group Inc.).

In 1884, the land was sold to Henry and John Whittaker who opened a fruit and vegetable stand in 1888. By 1903, the Whittakers were recognized with an Order of Canada for donating 10,000 carnations for Easter and so by 1916, the florist shop business began. The Florist shop continued to operate for several decades, however, in 2018 the existing building was demolished, and the lands are now under new ownership to be further developed into residential lots.

The proposed Draft Plan will introduce a new road crescent that pays homage to the property's long-standing history. The anticipated naming of the proposed crescent will be Whittaker Crescent. Whittaker Crescent will provide lot frontage for each single detached lot. This subdivision represents an appropriate infill development that is supported by Provincial Policies as well as the City's Official Plan Policies that will be analyzed in this report.

## **Site Characteristics**

### **Location:**

- Part of Lot 7, Concession 1
- Municipally known as 304 Baldwin Avenue

### **Size:**

- Total site 0.452 ha (1.1 acres)
- Frontage on Baldwin 47.51 metres
- Depth 80.54 metres

## **Existing Land Use**

Vacant lands, former Whittaker Bros. Florist Shop.

## **Surrounding Land Use:**

North - Existing Low Density Residential

East - Existing Low Density Residential



South - Existing Low Density Residential

West - Medical / Dental Building; Joe St. Denis field

## **Official Plan**

Urban Residential (U.RES) Designation

## **Zoning**

Residential 10 (RES 10) Zone

Additional zoning information has been provided by the Developer and demonstrates how each proposed lot complies with the Residential 10 (RES 10) zone standards for single-detached dwellings. The Planning Division has determined that no site-specific exception is required at this time.

## **Discussion**

This report will review the application's supporting studies and examine the proposed Draft Plan of Subdivision in respect of the Subdivision approval authority, as detailed in the Provincial Policy Statement (PPS 2020), the Planning Act and the City's Official Plan and Zoning By-law. The following section provides a brief overview of the supporting studies conducted for the proposed Draft Plan of Subdivision which includes: *Environmental Site Assessment (PH 1 ESA), Archeological Stage 1 and 2 Assessment, Natural Heritage Assessment, and Servicing and Stormwater Management Report.*

A Phase 1 ESA was completed by Paterson Group Inc. in February 2020, which analyzed past and present land uses of the subject lands, to determine if they were contaminated. Upon review of the property and the surrounding area, some potentially contaminating activities were identified; however, the study concluded that the site does not contain any areas of potential environmental concern and that a Phase 2 ESA would not be required (refer to Attachment 4).

In December 2020, Paterson Group Inc. also conducted a Stage 1 and 2 Archeological study for this site which consisted of a historical background review to determine if there was any potential for artifact recovery. During this review, the findings revealed that the subject lands did not have any potential as a pre-contact Indigenous site; but was identified as having potential to contain Euro-Canadian archeological resources. However, upon further investigation no intact culturally significant remains were discovered and thus no further studies are required.



In March 2021, a Natural Heritage Assessment was conducted by Bowfin Environmental Consulting Inc. which determined that no natural heritage features were identified within 120 meters of this site. However, during a previous site visit in October 2019, the subject lands were evaluated as a potential habitat for the Chimney Swift and Brown Myotis bat species. Therefore, the study recommends that some of the existing trees be maintained until breeding season for additional monitoring to occur and to implement mitigation measures if necessary. In addition, tree removal should only occur between October 1<sup>st</sup> and March 30<sup>th</sup> (refer to Attachment 5).

In March 2021, EVB Engineering completed a Servicing and Stormwater Management report which proposes that this site could be serviced by the City's existing sanitary sewer and water distribution systems. The report indicates that the existing servicing infrastructure complies with the City's design standards and that both systems have sufficient capacity to accommodate the proposed development. This report also indicates that stormwater can be conveyed off site to an existing storm sewer on Baldwin Avenue (refer to Attachment 6).

As a result, the Planning Division is satisfied with the recommendations provided by the respective Qualified Persons as outlined in their submitted study for the proposed development. The following section will review various Provincial Policies, Official Plan Policies and Zoning Standards that support the proposed development.

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

The Provincial Policy Statement (PPS) provides a broad framework and direction on matters of land use and infrastructure planning within Ontario's municipalities. The various PPS policies that are directly relevant to the proposed development are discussed below.

#### **Provincial Policy 1.1.3 Settlement Areas**

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

Policy 1.1.3.2. Land use patterns within settlement areas shall be based on densities and a mix of land uses;

b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available.

Policy 1.1.3.6. New development taking place in designated growth areas should occur adjacent to the existing built-up area...



The proposed Draft Plan of Subdivision is located within the City's Urban Settlement Boundary and is a form of infill development that will create 6 residential single detached lots and provides for 6 single detached dwelling units. The proposed lot fabric is consistent with the surrounding area's built form and adjacent residential land uses. The proposed development will also make use of the City's existing infrastructure and services to accommodate these lots.

#### Section 1.4 Housing

Policy 1.4.3. *Planning authorities shall provide for an appropriate range and mix of housing options and densities by:*

*d) promoting densities for new housing which efficiently use land, resources, infrastructure, and public service facilities*

The proposed infill development is effectively contributing to the supply of housing. The addition of 6 single-detached dwellings is considered an appropriate density for the area.

#### Section 1.6 Infrastructure and Public Services

Policy 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.*

The City's existing municipal services can accommodate the proposed development as no changes to the existing infrastructure are required.

#### **Official Plan (OP) 2018 Policies**

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:

## Section 2.0 Basis of the Plan

*Official Plan Policy 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.*

The proposed subdivision will accommodate 6 single-detached dwellings, which is the predominate form of housing type in the surrounding area. The property is currently vacant and imposes a gap in a neighbourhood. Therefore, the proposed lot fabric and subdivision layout offers lots of comparable sizes that are configured in an orderly way and are considered compatible with adjacent land uses.

## Section 3.0 Growth Concept Policies

*Official Policy 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:*

- b) redevelopment on suitable infill lots;*
- c) development of vacant, unsubdivided parcels of land which are contained within existing development areas;*
- d) development of areas which are contiguous to existing urban development.*

The Baldwin Avenue Subdivision is a suitable infill development that is contained within the City's Urban Settlement Area. The property has been vacant since 2018 when the building was demolished. Therefore, the Developer is proposing a low-rise building type and housing form that is consistent with the existing residential neighbourhood.

The following section provides a detailed review of some existing neighbouring properties' lot density and lot frontage. The existing residential lot fabric is compared to the proposed lot fabric of the Baldwin Avenue Subdivision.

## Proposed Lot Layout, Density and Frontage

As previously discussed, the proposed development is located within the City's Urban Settlement Boundary area and proves to be an excellent example of infill development. In discussions with the Developer, each lot has been created to accommodate a uniquely designed building layout to ensure zoning compliance. The proposed Draft Plan is for 6 single lots that will provide for a total of 6 single-detached dwelling units to be developed, (see Attachment 2 – Draft Plan).

Furthermore, the proposed density and lot frontage of the subject lands are consistent with the surrounding area and existing residential neighbourhood. A review of the subject lands' proposed density was conducted and compared to the adjacent properties. Upon review, the proposed lot density for the Baldwin Avenue Subdivision is an average of 7,993 square feet per unit, whereas the existing residential lot area density is an average of 6,611 square feet per unit.

In addition, Table 1 compares the existing residential neighbours' lot frontage to the proposed lot frontages for the Baldwin Avenue Subdivision. As a result, the proposed lot frontage for each lot is considered comparable to the existing residential lots and complies with the City's Zoning By-law standards.

It is important to note that for lots of irregular shape (pie shaped lots for example), the frontage is measured at the required front yard setback.

<b>Table 1: Lot Frontage Comparison</b>			
<b>Existing Residential Lot Frontage</b>		<b>Proposed Lot Frontage - <i>Baldwin Avenue Subdivision</i></b>	
321 Baldwin Avenue	41 ft.	Lot 1	58 ft.
317-319 Baldwin Avenue (Duplex)	55 ft.	Lot 2	58 ft.
315 Baldwin Avenue	35 ft.	Lot 3	60 ft.
310 Baldwin Avenue	62 ft.	Lot 4	50 ft.
318 Baldwin Avenue	45 ft.	Lot 5	50 ft.
320 Baldwin Avenue	45 ft.	Lot 6	50 ft.
322 Baldwin Avenue	44 ft.		
302 Baldwin Avenue	129 ft.		
103 Baldwin Avenue	84 ft.		
105 Baldwin Avenue	33 ft.		
519 McConnell Avenue	70 ft.		



## **Parkland Dedication**

Block 7 has been identified as Parkland Dedication by the Developer; however, it was determined that this portion is not suitable for Parkland and that the City would not accept it as part of the Parkland dedication. Therefore, the Owner will be required to pay the full 5% cash-in-lieu to satisfy the Parkland Dedication requirements.

## **Sidewalks**

City Staff have determined that due to the size of the proposed Cul-de-Sac being less than 150m in length, a sidewalk is not required, as per the Subdivision Manual (refer to Section IV.5, Table IV.1 – *City of Cornwall Subdivision Sidewalk Requirements*).

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

### Municipal Works:

No objections

### Engineering Division:

Due to the special circumstances of this proposed infill development and the fact that all the lots will be single dwellings, a reduced ROW and road width will be permitted. As a result, the Engineering Division is asking that the developer increase the asphalt width from 6.2m to 7m. The asphalt width is to be increased to the south. No parking signs are to be installed on the north side of the street.

That the easements, as may be required, for utility or drainage purposes, shall be granted to the appropriate authority. The Developer agrees, in writing, to obtain easements on private property for the Utilities, as there is not sufficient room in the ROW.

Engineering is also asking that the Developer provide a finalized Preliminary Servicing Report and Issued for Construction drawings approved by the City prior to entering into a Subdivider's Agreement with the City.

### Transit Division:

No objections

### Social Housing Services:

No objections

### Cornwall Community Police Services:

No comments received at this time



Municipal Assessor:

No comments or concerns

Economic Development:

Cornwall supports this residential development. In addition to being an excellent example of infill development that takes advantage of already existing municipal infrastructure, the new lots will lead to much-needed new housing.

Traffic Engineer:

Due to the special circumstances of this proposed infill development and the fact that all the lots will be single dwelling, a reduced ROW and road width will be permitted. Please increase the asphalt width from 6.2m to 7m. The asphalt width is to be increased to the south. No Parking signs are to be installed on the north side of the street.

Raisin Region Conservation Authority:

No comments received at this time.

Heritage Patrimoine Cornwall:

No objections to the proposed development

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.

Bell Canada

That the Subdivider's Agreement between the owner and the municipality shall contain a provision wherein the owner agrees to enter into a servicing agreement with Bell Canada to comply with underground servicing conditions imposed by the municipality and if no such conditions are imposed, the owner shall advise the Municipality of the arrangement for such servicing.

Building Division:

Ensure that the turning radius is adequate for vehicular access for fire services.

Cedar Rapids Transmission:

No comments



Fire Chief – Fire Services:  
No objections

Canada Post:

Service type and location: Canada Post will provide mail delivery service to the subdivision through centralized Community Mail Boxes (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 properties 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 application for Draft Plan approval of the Baldwin Avenue Subdivision was reviewed by Planning Staff, commenting Agencies and City Departments. Supporting documents and studies conducted by various Qualified Persons was also submitted as part of this application and reviewed in tandem with the details of the proposed Draft Plan. Upon review, the application received positive comments and support to proceed with future development as planned and does not require any further studies.

The Planning Department has received commentary from abutting landowners, and these have been relayed to the Developer for consideration prior to the final registration of the Plan.

This application was also reviewed and can be supported with applicable Provincial Policies, Official Plan Policies, and current Zoning By-law standards as it has been determined that no site-specific exceptions are required. A further review of the proposed development's lot density and lot frontage was conducted to ensure that the details of the proposed lot fabric are comparable with the existing residential neighbourhood and is a suitable infill development. The results of this review determined that there are no issues with regards to the proposed lot density or lot frontage being proposed.

### **Conclusion**

The Planning Division has reviewed the application for Draft Plan of Subdivision, analysed the accompanying studies and reviewed the comments received from circulated Agencies, City Departments, abutting landowners, and is supportive. The application provides for a desirable infill development on a currently vacant lot. The proposed low density residential development is also supported by several Provincial Policies and Official Plan Policies. There are no other applications that are being considered with this development as the proposed lot fabric complies with the City's Comprehensive Zoning Bylaw 751-1969 as amended.



## Report Approval Details

Document Title:	Baldwin Avenue Subdivision - Draft Plan - Folder 311 - 2021-60-PDR.docx
Attachments:	<ul style="list-style-type: none"><li>- Attach. 1 - Appendix A - Draft Plan Conditions Baldwin.pdf</li><li>- Attach. 2 - Baldwin Draft Plan.pdf</li><li>- Attach. 3-Stage 1-2 Archaeological Study.pdf</li><li>- Attach. 4 - Phase I ESA.pdf</li><li>- Attach. 5 - Natural Heritage Assessment.pdf</li><li>- Attach. 6 - Preliminary Servicing Stormwater Mgmt Report.pdf</li><li>- Attach. 7 - Baldwin Planning Justification Fotenn.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 - 2:51 PM**

**Mark A. Boileau - Apr 15, 2021 - 2:56 PM**

**Maureen Adams - Apr 15, 2021 - 3:56 PM**