

# **Planning Justification Report**

In support of a Zoning By-law Amendment and Plan of Subdivision Norwood Park Phase 4 Part of Lots 18 and 19, Concession 8, Township of Asphodel-Norwood, County of Peterborough (158 Albine Street)

Prepared for: DPH Developments Inc.

EcoVue Reference No.: 21-2139

Date: January 13, 2022

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## 1.0 Background

This report is being submitted in support of applications for a Zoning By-law amendment (ZBA) and a plan of subdivision on a property located at Part of Lots 18 and 19, Concession 8, Township of Asphodel-Norwood (see **Figure 1 – Site Location**). The purpose of the amendment to the Township of Asphodel-Norwood Zoning By-law and the plan of subdivision will allow for the fourth phase of the Norwood Park residential development within the Norwood Settlement Area. This report will examine the proposed amendment and plan of subdivision in the context of the applicable land use planning policies.

#### 1.1 Description of the Development

The applicant, DPH Developments Inc. (DPH), is proposing a 148-unit plan of subdivision as part of Phase 4 of the highly successful Norwood Park residential development in the Village of Norwood. The proposed Phase 4 will be located on a 14-hectare portion of a property immediately west of Phase 3. DPH is proposing approximately 148 residential units in the form of single detached dwellings and townhomes. The proposed units will be accessed via a proposed extension of Albine Street that will connect to an internal road network. The proposed Phase 4 will also include parkland and stormwater management blocks (see: **Figure 2 – Conceptual Draft Plan of Subdivision**). All of the proposed units will be serviced with municipal sewer and water servicing.

Construction of Phase 3 of the Norwood Park residential plan of subdivision is currently underway, located immediately north of Albine Street in the northwestern corner of the Norwood Settlement Area (formerly Norwood Village). Phase 3 was preceded by Phases 1 and 2, which were developed south of Albine Street and to the west of County Road 40.

Phase 4 of the subdivision will include two (2) street connections to Albine Street, both constructed at "T-junctions". The western connector street (Street "A") will be constructed parallel to the western lot line of the subject property, turning 90-degrees to run east and terminating at "Street B" in the northeast portion of the plan of subdivision. The eastern connector street (Street "B") will be constructed parallel to the eastern boundary of the subject property and terminate at a cul-de-sac. One other street (Street "C") will connect the western Street "A" with the eastern Street "B". All streets will be constructed to municipal standards and will be assumed by the Township upon the final completion of Phase 4. The





proposed lots on the subject lands will utilize a new stormwater pond that will be constructed on a dedicated block in the southwest portion of the subject property, as shown on **Figure 2**.

#### 1.2 Reasons for the Planning Applications

As a result of County of Peterborough Official Plan Amendment No. 65 to the Official Plan of the County of Peterborough, the subject property is now located entirely within the Norwood Settlement Area and is designated <a href="Hamlet Area">Hamlet Area</a> in the Local Component of the County of Peterborough Official Plan, as shown on Schedule "A2 – Land Use Plan – Rural Component Township of Asphodel-Norwood" to the Official Plan of the County of Peterborough. OPA No. 65, which was approved in November of 2021, also redesignated the subject property from <a href="Rural">Rural</a> to <a href="Residential Special Policy Area">Residential Special Policy Area</a>, as shown on Schedule "A2-1 – Land Use Plan – Urban Component Village of Norwood" of the Official Plan of the County of Peterborough. The <a href="Residential Special Policy Area">Residential Special Policy Area</a> specifically permits a multi-lot residential plan of subdivision.

However, the current zoning on the property (Rural (RU) Zone) does not permit multiple residential lots that are less than 30 hectares (75 acres). As such, the subject property must be rezoned from the Rural (RU) Zone to the Residential One Exception (R1-\*\*) Zone and Residential Two Exception (R2-\*\*) Zone by way of a Zoning By-law amendment (ZBA), in order to permit the development of multiple residential lots. Further to the ZBA, an application for plan of subdivision under Section 51 of the *Planning Act* has been submitted concurrently to the County of Peterborough in order to facilitate the division of land.

# 1.3 Pre-Consultation with Peterborough County Planning Department and List of Supporting Studies

A pre-consultation meeting occurred on June 9, 2021, via Zoom, attended by representatives of DPH Developments Inc. (and the consulting team) and staff from the Township of Asphodel-Norwood, Otonabee Region Conservation Authority, County of Peterborough, Curve Lake and Hiawatha First Nations. The meeting was held to review and discuss the concept plan, ZBA, and application for plan of subdivision for Phase 4.

In response to the pre-consultation meeting, the following technical studies have been submitted in support of the applications for ZBA and Plan of Subdivision:



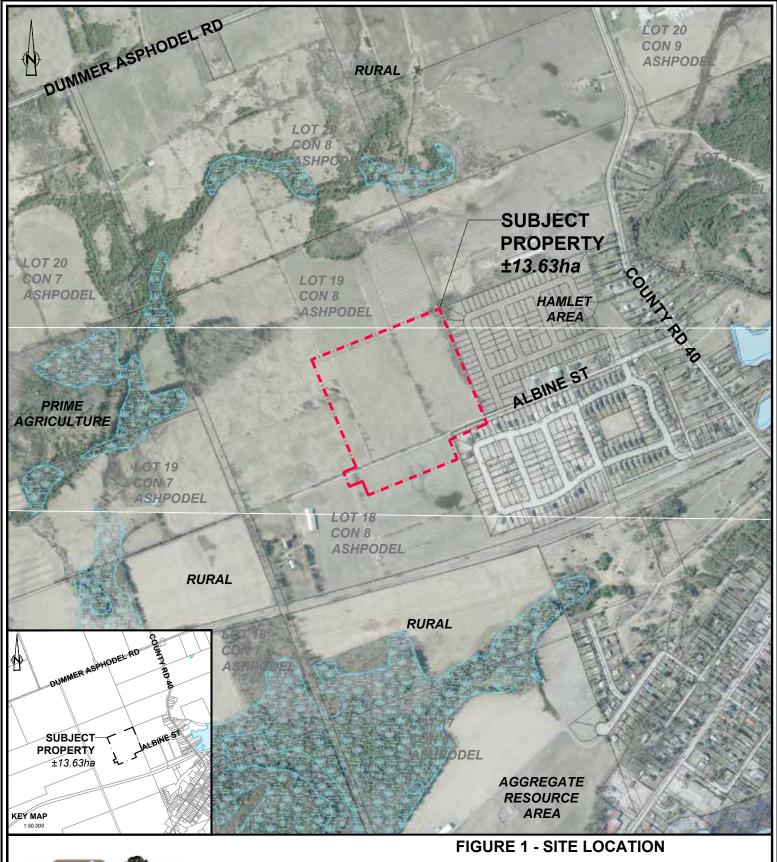
- Functional Servicing Report (Engage Engineering) Appendix B
- Preliminary Stormwater Management Plan (Engage Engineering) Appendix C
- Environmental Impact Assessment (GHD) Appendix D
- Archaeological Assessment (Northeastern Archaeological Associates Inc.) Appendix E
- Traffic Impact Study (Tranplan) Appendix F
- Geotechnical Study (GHD) Appendix G
- Market Analysis/Justification Study (included in this report)
- Review of Impact on Municipal/Other Services fire, waste disposal, school busing, road conditions, etc. (included in this report)

These studies were considered when determining the suitability of the subject property to support the proposed development. It is understood that the Township requires that the applicant/owner enter into a pre-development agreement.

#### 2.0 Description of the Subject Lands

The subject lands are located at Part of Lots 18 and 19, Concession 8, Asphodel Ward, Township of Asphodel-Norwood, County of Peterborough. As noted, the lands are immediately west of the Norwood Park Phase 3 lands, in the northwest corner of Norwood Village. The subject lands are approximately 0.5 kilometres west of County Road 40.

The total area of the property is approximately 14 hectares. The subject property has been traditionally used for the cultivation of crops. As a result, the lands are generally devoid of large vegetation and are quite flat. That said, there are some larger trees and shrubs along fencerows and property boundaries. The proposed extension of Albine Street will follow the approximate location of the existing driveway that provides access to the Carmichael farm, which is located southwest of the subject lands. A series of hydro lines cross the northern edge of the subject lands. It is proposed that this portion of the site be included within the redesignated lands in order to provide open space for passive recreational uses.





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PROJECT NO:

21-2139

DATE:

JANUARY 07, 2022

HORIZ. SCALE:

1:10,000

#### **NORWOOD PARK PHASE 4**

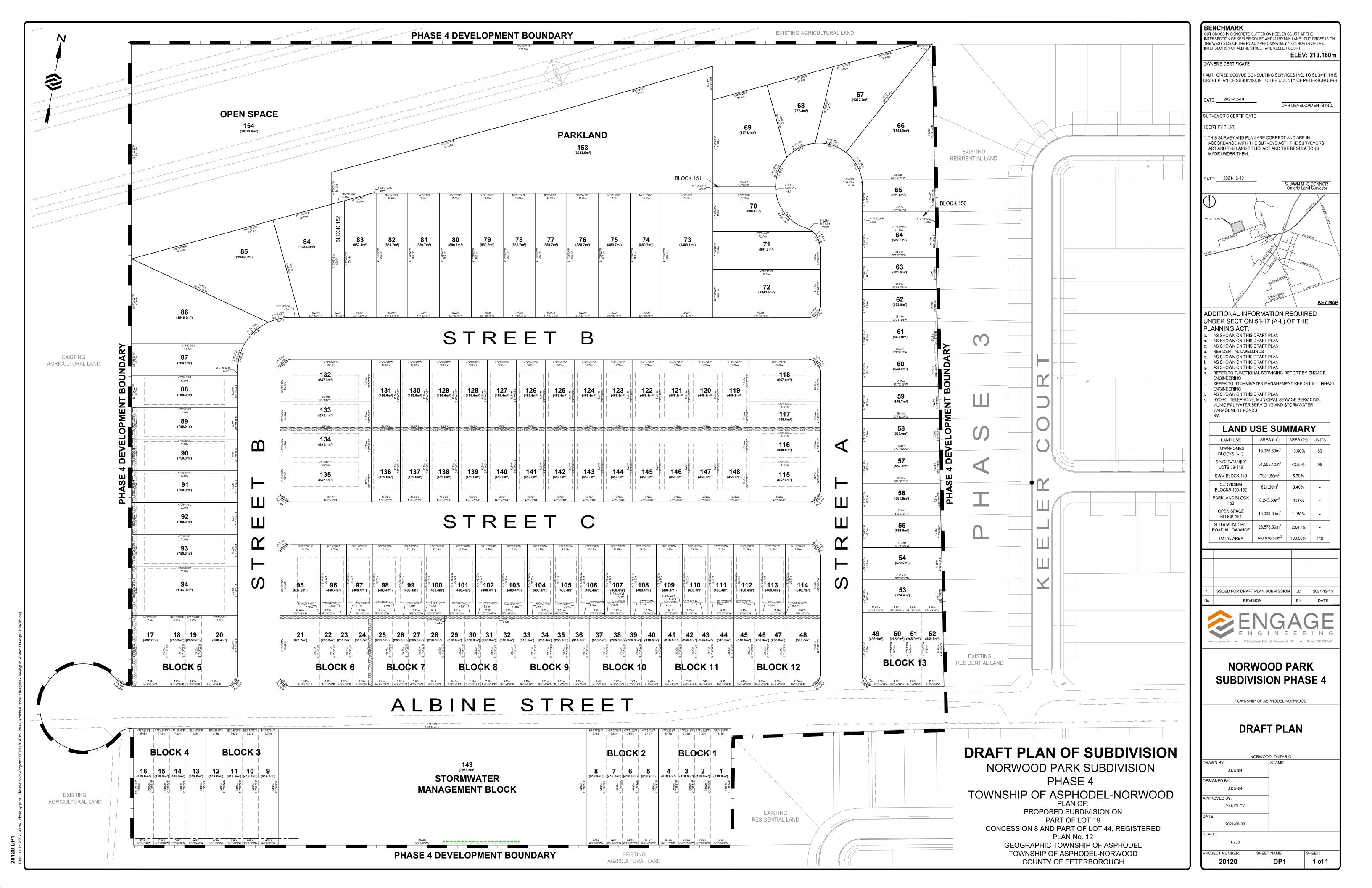
PETERBOROUGH HOMES

158 ALBINE STREET

PART OF LOTS 18 & 19, CONCESSION 08

GEOG. TWP. OF ASPHODEL

TOWNSHIP OF ASPHODEL-NORWOOD | COUNTY OF PETERBOROUGH







### 3.0 Planning Rationale and Policy Considerations

A policy review and justification is required to support the proposed development. The following sections of this Report will review the proposed development in the context of the applicable provincial and local land use planning documents.

Land use policies and regulations affecting the subject lands include the Provincial Policy Statement (PPS), as well as the *Places to Grow Act, 2005* and the associated Growth Plan for the Greater Golden Horseshoe at the provincial level. At the municipal level, the County of Peterborough Official Plan (including the Local Plan Policies affecting the Township of Asphodel-Norwood) and the Township of Asphodel-Norwood Comprehensive Zoning By-law 2009-08 affect the subject lands. In this section of the Report, the applications for ZBA and plan of subdivision are reviewed in the context of the policies and provisions contained in these documents.

#### 3.1 Planning Act

Section 51(24) of the *Planning Act*, *R.S.O.*, 1990, *C. P.13*, indicates that "in considering a draft plan of [subdivision], consideration should be had, among other matters, to the health, safety, convenience and accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality" in which the subdivision is located. In addition to these matters, the following specific items should also be considered (excerpts Section 51(24) in *italics* (non-applicable sections have been omitted)):

a) The effect of development of the proposed subdivision on matters of provincial interest as referred to in Section 2:

Section 2 of the Planning Act provides a list of "matters of provincial interest" that an approval authority shall have regard to when carrying out responsibilities under the act. The matters are discussed in the table below:



Table 1 - Matters of Provincial Interest

Matters of Provincial Interest	Response		
(a) the protection of ecological systems, including natural areas, features and functions;	An Environmental Impact Assessment (EIA) (Appendix D) has been undertaken to confirm the extent of natural features and provide adequate mitigation, if necessary. As noted in the conclusions of the EIS, the subject lands do not contain any significant wetlands, woodlands, or valleylands, but do contain vegetated fencerows, mature trees, and two species of at-risk birds: the Barn Swallow and Eastern Meadowlark, including Category 1, 2, 3 habitat of the Eastern Meadowlark. Consequently, a permit and/or other authorization under the Endangered Species Act will be required from the Ministry of the Environment, Conservation and Parks (MECP) in order to carry out the development of the Phase 4 subdivision. Additionally, ORCA may require a permit to be issued for fill or other works related to the construction of the site. Steps outlined in Section 3.2.4 of this report, in addition to the recommendations found in Sections 5 and 7 of the EIA, will be included in the draft plan conditions in order to ensure that impact mitigation is followed during construction of the plan of subdivision,		
(b) the protection of the agricultural resources of the Province;	thereby ensuring consistency with the PPS.  The proposed rezoning of the subject lands will not result in the removal of prime agricultural lands. MDS setbacks are NOT required for proposed land use changes (e.g. consents, rezonings, redesignations, etc.) within approved settlement areas, as it is generally understood that the long-term use of the land is intended to be for non-agricultural purposes.		
(c) the conservation and management of natural resources and the mineral resource base;	The proposed plan of subdivision will not adversely impact any natural resources. Moreover, the subject property is not located within a floodplain.		



(d) the conservation of features of significant	A Stage 1 and 2 Archaeological Assessment of
architectural, cultural, historical, archaeological or	the property (Appendix E), conducted by
scientific interest;	Northeastern Archaeological Associates Inc., was
·	completed in October 2021 and report issued in
	December 2021. It was concluded in the
	assessment that the subject lands, "do not
	possess any further cultural heritage value or
	interest, and that no further archaeological work is
	required within the subject property. If any
	archaeological resources should be discovered
	during development, all excavation must stop
	immediately, and a licensed archaeologist must be contacted.".
(a) the cumply officient use and concentration of	N/A
(e) the supply, efficient use and conservation of	IV/A
energy and water;	The managed development normal and officient
(f) the adequate provision and efficient use of	The proposed development represents an efficient
communication, transportation, sewage and water	use of sewage and water services; the proposed
services and waste management systems;	single detached and townhome units will take
	advantage of existing municipal sewer and water
	provided adjacent to the site.
(g) the minimization of waste;	N/A
(h) the orderly development of safe and healthy	The proposed subdivision represents orderly
communities;	development within the community. The proposed
	development will take place within the settlement
	area boundary and will be within walking distance
	of a variety of recreational amenities including
(4.4) (1.2) (2.1)	trails, parks, and playgrounds.
(h.1) the accessibility for persons with disabilities	N/A
to all facilities, services and matters to which this	
Act applies;	1.1/4
(i) the adequate provision and distribution of	N/A
educational, health, social, cultural and	
recreational facilities;	
(j) the adequate provision of a full range of	The proposed development includes both single
housing, including affordable housing;	detached and townhomes, which will provide
	additional housing options within the Settlement
	Area of Norwood.
(k) the adequate provision of employment	N/A
opportunities;	
(I) the protection of the financial and economic	N/A
well-being of the Province and its municipalities;	



(m) the co-ordination of planning activities of	N/A
public bodies;	
(n) the resolution of planning conflicts involving	N/A
public and private interests;	
(o) the protection of public health and safety;	N/A
(p) the appropriate location of growth and	The proposed severed lot is an appropriate
development;	location for additional housing units, which will
	contribute to efficient growth and development
	within the Norwood Settlement Area and
	Peterborough County
(q) the promotion of development that is designed	Opportunities for pedestrian connections are
to be sustainable, to support public transit and to	provided on the Concept Plan. It is proposed that
be oriented to pedestrians;	the northern portion of the subject lands along the
	hydro lines be designated as open parkland space
	for active and passive recreational uses.
(r) the promotion of built form that,	The proposed subdivision respects the existing
(i) is well-designed,	built form of the neighbourhood, as discussed
(ii) encourages a sense of place, and	throughout this report. The subdivision will feature
(iii) provides for public spaces that are of high	parkland areas for active recreation. Furthermore,
quality, safe, accessible, attractive and	the portion of the lands within the hydro line
vibrant;	corridor will be utilized for passive recreational
	uses.
(s) the mitigation of greenhouse gas emissions	N/A
and adaptation to a changing climate.	

b) This matter is also addressed in **Sections 3.2** and **3.3** of this report, with respect to the applicable policies of the Provincial Policy Statement and the Growth Plan for the Greater Golden Horseshoe. Whether the proposed subdivision is premature or in the public interest:

The proposed development is not considered to be premature as there is a demand for new housing within Norwood. The plan of subdivision will not require the unplanned or premature extension of public services and will not create land uses that are inappropriate for the subject property or the surrounding area. Matters of public planning policy are addressed further in this planning report.

c) Whether the plan conforms to the official plan and adjacent plans of subdivision, if any;

Planning considerations relating to the County of Peterborough Official Plan are outlined in **Section 3.4** of this report. OPA No. 65 has redesignated the subject property from a <u>Rural</u> designation to a <u>Residential Special Policy Area</u> designation. As explained in Section 3.4, the change in land use on the



subject property is consistent with the policies of County of Peterborough Official Plan. Furthermore, the proposed plan of subdivision will be consistent with the built form of the adjacent Phase 3 plan of subdivision.

d) The suitability of the land for the purposes for which it is to be subdivided;

This planning report and the other technical reports address a number of issues related to land use suitability. As demonstrated in the various technical reports, the subject lands are considered to be suitable for the 148-lot plan of subdivision.

- e) The number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;
- f) The dimensions and shapes of the proposed lots;
- g) The restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it, and the restrictions, if any, on adjoining land;

All dimensions, locations, and grades of the proposed lots and internal roads within Norwood Park Phase 4 are shown in detail in the **Draft Plan of Subdivision** (**Figure 2**).

Furthermore, the proposed plan of subdivision will be integrated with Phases 1, 2, and 3, and will not have any adverse impacts on adjacent properties, as demonstrated in the supporting technical documents.

Conservation of natural resources and flood control;

The proposed plan of subdivision will not adversely impact any natural resources. Moreover, the subject property is not located within a floodplain. Therefore, provisions or measures for flood control are not applicable to this particular development.



i) The adequacy of utilities and municipal services;

It is anticipated that the development will be sustained by existing municipal service levels, including municipal garbage and recyclable collection. Hydro, telephone and school bus services will be available on the site.

*j)* The adequacy of school sites;

It is anticipated that the existing school system can accommodate the children of families who purchase units in the new subdivision. Notwithstanding, the local school boards typically comment on this matter at the time of circulation of the draft plan of subdivision for agency comments.

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

Three dedicated pedestrian paths are proposed within the Phase 4 subdivision that will be conveyed to the Township:

- 1. Between lots 147 and 148, connecting Street A with proposed parkland at the northern portion of the subject lands;
- 2. Between lots 133 and 134, connecting the cul-de-sac at the terminus of Street B with the proposed parkland at the north portion of the subject lands;
- 3. Between lots 128 and 129, connecting the cul-de-sac at the terminus of Street B with the adjacent subdivision, Phase 3.

Furthermore, an open space block in the northern section of the subject lands (adjacent to, and within the hydro corridor) will be conveyed to the Township for parkland purposes.

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

The proposed plan of subdivision will be located within the settlement area of Norwood and within walking distance of many commercial and recreational amenities, reducing the requirement for transportation via automobile.



m) The interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41(2) of the Act;

The proposed development is exempt from Site Plan Control, in accordance with the Township of Asphodel-Norwood Site Plan Control By-law.

#### 3.2 Provincial Policy Statement

The 2020 Provincial Policy Statement (PPS) provides a policy framework for land use within the Province of Ontario. It is the responsibility of the local planning authorities – in this case the Township of Asphodel-Norwood and the County of Peterborough – to uphold the policies of the PPS pertaining to land use planning and development. In particular, the planning authorities must ensure that their decisions are consistent with key provincial interests including policies related to settlement areas in urban and rural communities, the wise use and management of resources, and public health and safety.

#### 3.2.1 Settlement Areas in Municipalities

The subject property is located within a settlement area (Village of Norwood) and is therefore subject to Section 1.1.3 of the PPS. Section 1.1.3.1 states that: "Settlement areas should be the focus of growth and development, and their vitality and regeneration shall be promoted." Additionally, Section 1.1.3.2 of the PPS states: "Land use patterns within settlement areas shall be based on... a mix of land uses which: efficiently use land and resources; [and] 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 148-lot subdivision will facilitate orderly and efficient growth within the Norwood Settlement area. Although low- and medium-density residential uses are proposed, the size and scale of the development is in keeping with the character of the Village of Norwood. The development will be in close proximity (walking distance) of amenities and other land uses. The development will not require the uneconomical expansion of infrastructure as municipal water and wastewater will be extended from Albine Street, adjacent to the subject property. Furthermore, only minor upgrades (at the cost of the developer) to the Township of Asphodel-Norwood water and wastewater treatment systems will be





required to accommodate the proposed development. Therefore, the proposed plan of subdivision is consistent with Section 1.1.3 of the PPS.

#### 3.2.2 Housing

Section 1.4 of the PPS describes policies related to housing. According to Section 1.4.1, planning authorities (in this case, the County of Peterborough and Township of Asphodel-Norwood) are required to "maintain, at all times, the ability to accommodate residential growth for a minimum of 15 years through residential intensification...and, if necessary, lands which are designated and available for residential development". Furthermore, Section 1.4.3 states that planning authorities are required to provide an appropriate range and mix of housing types and densities by "permitting and facilitating all forms of housing required to meet the social, health and well-being requirements of current and future residents". Planning Authorities must also direct development of new housing to locations where there are appropriate levels of infrastructure.

The proposed Phase 4 development will contribute to the County and Township, reaching the above objectives required by the PPS. As described herein, the subject property is within a settlement area, which has been identified as a primary area for residential growth within the Township and is suitable for the proposed use. The proposed development will not require an uneconomical expansion of existing municipal infrastructure and will provide a form of housing that is in high demand and is of a suitable density for the Village of Norwood. By providing housing in close proximity to amenities (including healthcare, retail and institutional amenities), the proposed development will meet the future social, health and well-being requirements of current and future residents of the Township.

#### 3.2.3 Infrastructure and Public Service Facilities – Sewage, Water and Stormwater

Section 1.6.6 of the PPS outlines the policies regarding sewage and water systems. It is stated in this section that the ideal form of servicing within settlement areas is through municipal sewer and water systems. As mentioned, municipal water and sewer servicing will be utilized within Norwood Park Phase 4.

The new development will require the extension of the water and sewer mains under Albine Street that connect to the mains under County Road 40. From a water servicing perspective, only a minor upgrade to a municipal standpipe is required in order to provide additional capacity in the system. It is our understanding that the Township will likely upgrade the standpipe in 2022/2023.



In regard to sanitary/sewer servicing, a small pumping station will be required to be installed, as part of the development, due to the elevation profile of Albine Street. Like the municipal water system, a minor upgrade will be required for the Township's wastewater treatment facility in order to provide additional capacity to accommodate the development. This upgrade has already been initiated by the Township and is expected to be completed by late 2022. It is understood that the upgraded system can accommodate the proposed development.

Further details of the specifications of servicing infrastructure are outlined in the Functional Servicing Report, completed by Engage Engineering (**Appendix B**).

Section 1.6.6.7 outlines the policies regarding stormwater management. This section states that "[p]lanning 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 reuse, water conservation and efficiency, and low impact development.

As demonstrated in the Preliminary Stormwater Management Plan (**Appendix C**), the site will be developed to adequately control stormwater quality and quantity on the site, in line with the above requirements under Section 1.6.6.7. A stormwater pond will be constructed at the southwestern portion of the subject lands in order to provide stormwater attenuation.

Given the details provided above, it is our opinion that the proposed Zoning By-law amendment and plan of subdivision are consistent with Section 1.6.6 of the PPS.



#### 3.2.4 Wise Use and Management of Resources – Natural Heritage

Section 2.1 of the PPS states, "Natural features and areas shall be protected for the long term", and that development and site alteration shall not be permitted within significant natural areas and significant habitat of endangered and threatened species. At the request of the Otonabee Region Conservation Authority (ORCA), an Environmental Impact Assessment (EIA) was undertaken by GHD (**Appendix D**) to identify any natural heritage features on, or within the vicinity of the subject lands, as well as the potential impacts from the proposed development on those features.

Section 6.2.2 of the EIA reviews the subject property in terms of the Provincial Policy Statement:

"The subject property does not otherwise contain any provincially coastal wetlands, valleylands, or areas of natural and scientific interest (ANSI). As such, Sections 2.1.4b) and 2.1.5 a) c) e) and f) of the Provincial Policy Statement would not apply. The EIA reports that since habitat of threatened species has been identified within the study area, PPS Sections 2.1.5 a, b, and d, 2.1.6, 2.1.7, and 2.1.8 are applicable. "

The subject lands fall within Ecoregion 6E (Lake Simcoe – Rideau), but do not contain any *significant* wetlands, woodlands, or valleylands. While most of the subject lands contain agricultural hayfield, the subject property also contains vegetated fencerows with mature trees and two species of at-risk birds identified in the EIA: the Eastern Meadowlark and the Barn Swallow. Habitat for the Eastern Meadowlark was identified in the survey of the subject lands and the EIA states that the proposed development will result in a loss of Category 1, 2 and 3 habitat of the Eastern Meadowlark. Consequently, a permit and/or other authorization under the Endangered Species Act will be required from the Ministry of the Environment, Conservation and Parks (MECP) in order to carry out the development of the Phase 4 subdivision. Additionally, ORCA may require a permit to be issued for fill or other works related to the construction of the site.

To maintain compliance with Section 23.2 of the Endangered Species Act, a number of steps are required by MECP, including:

- preparing a development plan in accordance with subsection 23.2(3) of the Act;
- submitting the plan to MECP;



- not carrying out any development activity that is likely to destroy the habitat of Bobolink or Eastern Meadowlark between May 1 and July 31 of any year;
- clearing of trees is to be minimal and conducted outside of the peak nesting season of the Eastern Meadowlark: April 15 – August 15;
- upon receiving MECP approval, proceeding with development in accordance with the development plan;
- creating habitat within 12 months of the commencement of the activity.

The preceding measures, in addition to the recommendations found in Sections 5 and 7 of the EIA, will be included in the draft plan conditions in order to ensure that impact mitigation is followed during construction of the plan of subdivision, thereby ensuring consistency with Section 2.1 of the PPS.

#### 3.2.5 Wise Use and Management of Resources – Cultural Heritage and Archaeology

It is stated in Section 2.6 of the PPS that "development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential...". A Stage 1 and 2 Archaeological Assessment of the property (Appendix E), conducted by Northeastern Archaeological Associates Inc., was completed in October 2021 and a report was issued in December 2021. It was concluded in the assessment that the subject lands, "do not possess any further cultural heritage value or interest, and that no further archaeological work is required within the subject property. If any archaeological resources should be discovered during development, all excavation must stop immediately, and a licensed archaeologist must be contacted.". At the time of this report, the proposed plan of subdivision appears to be consistent with Section 2.6 of the PPS.

#### 3.2.6 Promoting Public Health and Safety – Natural and Human-Made Hazards

Section 3.1 of the PPS addresses development that occurs within natural and human-made hazards. The subject property is not associated with any natural or human-made hazards. Therefore, it is our opinion that the proposed plan of subdivision is consistent with Section 3.1 of the PPS.



## 3.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (GPGGH)

The Township of Asphodel-Norwood is also subject to A Place to Grow: Growth Plan for the Greater Golden Horseshoe Growth Plan Area (Growth Plan), prepared under the *Places to Grow Act, 2005*. The 2019 Growth Plan, administered by the Ministry of Municipal Affairs and Housing (MMAH), is intended to guide decisions respecting transportation, infrastructure planning, land use planning, housing, natural heritage and resource protection. Although the PPS provides overall policy direction on matters of provincial interest related to land use and development, the Growth Plan prevails where there is a conflict, with two exceptions: natural environment and human health.

#### 3.3.1 Policies for Where and How to Grow – Managing Growth

As mentioned, the subject property is located within a settlement area. Section 2.2.1.2 a) of the Growth Plan states that "the vast majority of growth will be directed to settlement areas that...have existing or planned municipal water and wastewater systems and can support the achievement of complete communities". As noted, the subject lands are located within the Village of Norwood, which is a fully serviced, urban settlement area. The Village contains a number of services for residents, including retail opportunities, education facilities, and community services. Furthermore, the proximity of the development to the Norwood business district provides the opportunity for residents to walk to the local amenities described above, further reducing automobile dependency. Overall, the proposed development will contribute to the growth of Norwood as a "complete community".

#### 3.3.2 Policies for Where and How to Grow – Housing

Section 2.2.6 provides policies that support a diverse range and mix of housing options. This includes increased densities and affordable options. As stated in this report, there is a need for housing within the Township. The inclusion of townhomes within the proposed development will also provide a greater range of housing within the Township beyond the predominant single detached dwelling units.

Therefore, it is our opinion that the proposed plan of subdivision conforms to the Growth Plan.





### 3.4 Municipal Planning Documents

In addition to demonstrating consistency with provincial planning policies, it is necessary that the proposal conform to the policies and provisions of upper and lower tier municipal planning documents. The County of Peterborough Official Plan is the primary upper tier land use planning policy document. Furthermore, the County of Peterborough Official Plan also contains a section (Local Plan Policies) that contains local land use planning policies for the Township of Asphodel-Norwood. This section takes the place of a separate, local Official Plan.

#### 3.4.1 County of Peterborough Official Plan (CPOP)

Sections 1-5 of the County of Peterborough Official Plan (CPOP) do not specifically contain land use designations, but instead seek "to set the context for planning in the County as a whole and provide direction for County services." (Section 1.1) Section 4 of the CPOP identifies "Watershed Strategic Components", which includes policies related to the Settlement Areas. Section 4.2.3 (Policies) provides directives to local municipalities, including that "future growth should be directed to those settlement areas that currently have servicing systems". Bullet 22 states that "[D]evelopment in settlement areas should be as compact as possible based on the type of servicing available" and that "development should occur in depth rather than in an extended linear form along existing roads".

As mentioned above, the proposed Norwood Park Phase 4 development will take place on municipal sewer and water systems. The plan of subdivision will also be as compact as possible for single detached dwelling and townhome lots and will be developed in depth and sufficiently utilize the entirety of the subject property.

#### 3.4.1.1 LOCAL PLAN POLICIES – ASPHODEL-NORWOOD

Sections 6.0 and 7.0 of the CPOP speak to Local Plan Policies that are directly applicable to the Townships of Asphodel-Norwood, Douro-Dummer, Selwyn, and North Kawartha. The Local Plan Policies take the place of a separate, local Official Plan for each of the aforementioned municipalities. The Local Plan Policies include land use designations and general development policies.

As discussed, Official Plan Amendment No. 65 to the CPOP, which was approved in November of 2021, expanded the settlement area boundary of Norwood to include the subject property, changing the designation of the subject property from Rural to Hamlet Area on "Schedule A2 – Land Use Plan –



Rural Component Township of Asphodel-Norwood", as shown on **Figure 3 – Schedule 'A2' to the County of Peterborough Official Plan**.

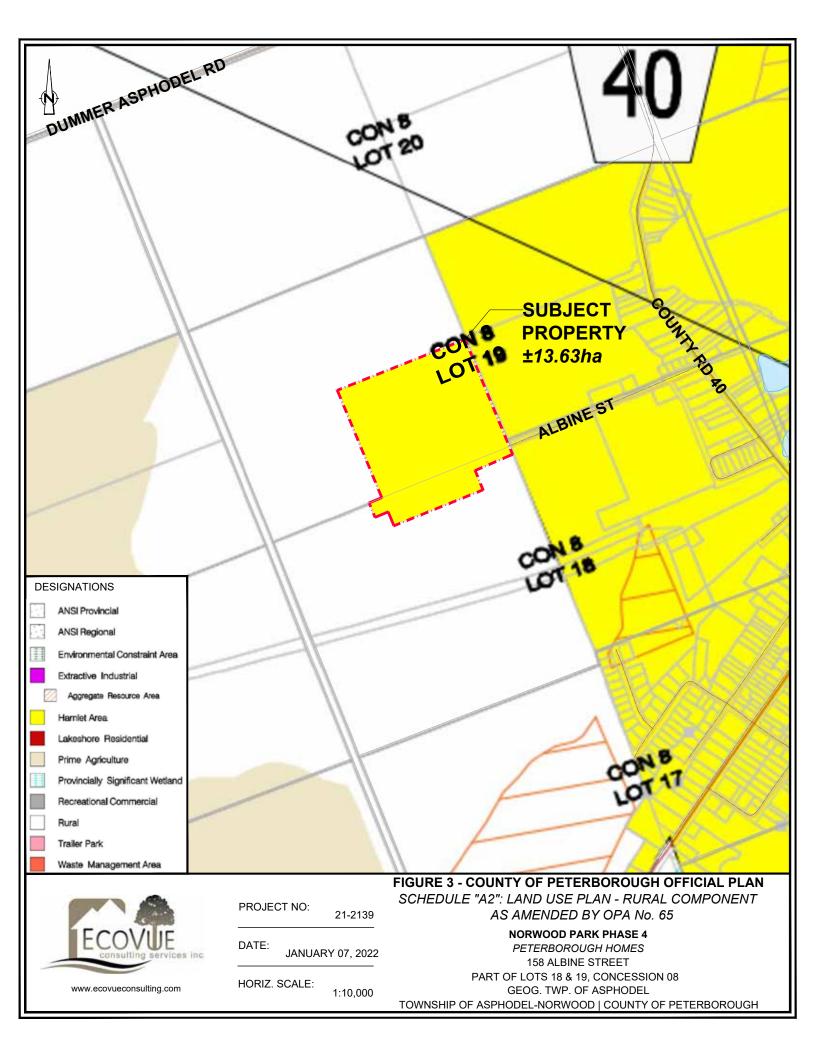
Additionally, OPA No. 65 had the effect of changing the designation of the subject lands on "Schedule A2-1 – Land Use Plan – Urban Component Village of Norwood" from <u>Rural</u> to <u>Residential Special Policy Area</u>, as shown on **Figure 4 – Schedule 'A2-1' to the County of Peterborough Official Plan**. It amended the definition of the term "<u>Residential</u>" in Section 6.3.2.3 by adding the following new policy identified as Section 6.3.2.3(d) and Section 6.3.2.3(d)(i) for the Township of Asphodel-Norwood, to read as follows (**bold emphasis added**):

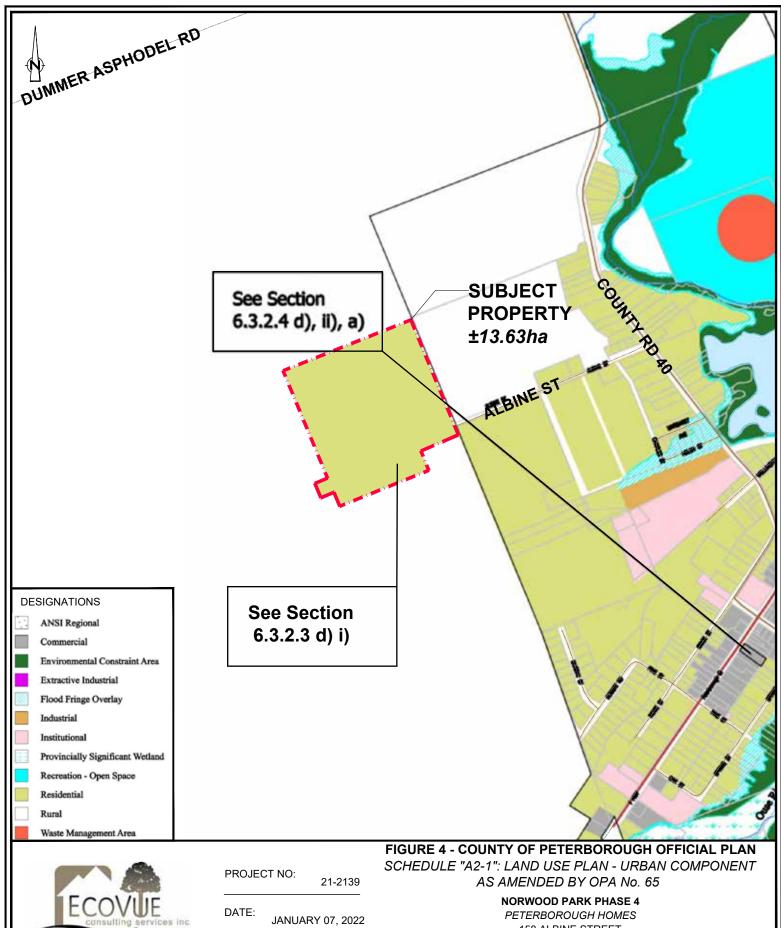
"d. Site Specific Special Policy Areas

i. Norwood Park Phase 4 – Settlement Area Expansion

Permitted uses on lands comprising of Part of Lot 19, Concession 8 (Asphodel) and having roll number 1501-010-003-05700 shall include those uses permitted within the Residential land use designation at a minimum density of 12 units per hectare.

One (1) consent for severance may be permitted for the purposes of facilitating an expansion of the Norwood Settlement Area. The severed parcel shall comprise all lands designated Residential Special Policy and the retained parcel shall comprise the balance of the property that will remain designated Rural. Notwithstanding Section 7.12.1 of this Plan to the contrary, both the severed and retained parcels may be created without direct frontage on a municipally-maintained road."







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HORIZ. SCALE:

1:10.000

158 ALBINE STREET

PART OF LOTS 18 & 19, CONCESSION 08 GEOG. TWP. OF ASPHODEL

TOWNSHIP OF ASPHODEL-NORWOOD | COUNTY OF PETERBOROUGH



As shown on the enclosed Draft Plan, the subject lands have a total area of approximately 14 hectares. Since Block 152 (1.61 hectares) cannot be developed due to the presence of the hydro one power line, this block should be subtracted when calculating density. As such, the total density proposed for the subject lands is 12 units per hectare (148/12.39 ha = 12 units per hectare), which conforms to the requirement of the <u>Residential Special Policy Area</u>. All other policies of the <u>Residential</u> designation apply to the subject lands and are examined below.

#### 3.4.1.1.1 <u>Urban Component – General Policies</u>

It is stated in Section 6.3.2 that "It is intended that the Community shall maintain its role as the local service centre for the area and that opportunities for residential growth in the Township of Asphodel-Norwood will be directed to Norwood." Section 6.3.2.2 further outlines the following General Policies, which will be examined in the context of the proposed development below (non-applicable policies have been omitted):

a) The General Development policies contained in Section 7 as well as the other relevant policies of this Plan shall apply.

Section 7 (Development Policies) and other CPOP policies related to development are discussed throughout this section of the planning report.

c) Consideration shall be given to appropriate buffering between existing farm operations and development on the urban periphery. The specific details of that buffered area will be dealt with when a development application is brought before the Township and shall be implemented through the implementing Zoning By-law. All new development shall have due regard to Minimum Distance Separation requirements of the Provincial Policy Statement.

Within the Minimum Distance Separation (MDS) Document, Formulae Implementation Guideline #36 stipulates, "MDS I setbacks are NOT required for proposed land use changes (e.g., consents, rezonings, redesignations, etc.) within approved settlement areas, as it is generally understood that the long-term use of the land is intended to be for non-agricultural purposes." As such, the proposed development provides due regard to the *Provincial Policy Statement* and is exempt from the application of a Minimum Distance Separation.



d) In an effort to control township expenditures and investments in hard infrastructure, development should generally occur as a logical extension of existing development. The Township may identify a development phasing position either through an amendment of this plan, through a secondary plan exercise or through a resolution of Council.

The proposed development represents Phase 4 to the Norwood Park residential development and will include the logical extension of servicing from Phase 3.

e) For new development on lands outside of the built up areas in Lakefield and Norwood, the greenfield policies of Section 5.1.3.1 shall apply.

The applicable policies of Section 5.1.3.1 (Housing), specifically the portion discussing Greenfield targets, are also discussed in Section 6.3.2.3 of the CPOP, which is examined below.

#### 3.4.1.1.2 <u>Urban Component – Residential</u>

Section 6.3.2.3 c) outlines the <u>Residential</u> policies of the CPOP – Local Plan Policies. An analysis of the proposed development on the subject lands in the context of the <u>Residential</u> policies is provided below (non-applicable sections have been omitted):

i) Since the real property tax remains the major source of revenue, the Township shall attempt to maintain a favourable ratio of residential to commercial and industrial assessment within the Community. No residential development shall be recommended for approval if [it] will result in an undue financial burden on the Township, particularly in the provision of school facilities, public utilities or other necessary public services.

The proposed Norwood Park Phase 4 will not result in any undue financial burden on the Township. It is anticipated that existing municipal services can accommodate the development.

- ii) New development requiring subdivision of land shall be in accordance with the policies of Section [7.13] of this Plan as applicable. Subdivision design must take into consideration the requirements of the Ministry of the Environment and the Health Unit...For Norwood, the average greenfield residential density shall be 35 persons/ha. The following residential densities shall generally apply to the following different types of residential development:
  - a) approximately 12 dwellings per gross hectare for single detached dwellings;



- approximately 21 dwelling units per gross hectare for semi-detached dwellings. The design shall include parkland, a comprehensive walkway system and school sites as required;
- c) approximately 30 dwelling units per gross hectare for plexes and row housing. Row housing complexes should be limited to about 6-8 dwelling units in any single grouping;

As discussed above, the <u>Residential Special Policy Area</u> has a specific net density target (12 units per hectare). However, it should be noted that the proposed townhomes (row housing) within Phase 4 will be in clusters of four (4), which conforms to the above policy.

#### 3.4.1.1.3 Criteria for Assessing Plans of Subdivision

Section 7.13 of the CPOP outlines the criteria by which the local Township "shall have regard for" when assessing applications for plan of subdivision. The following policies must be examined when considering the proposed Norwood Park Phase 4 development (non-applicable sections have been omitted):

7.13.1 The proposed development is compatible with the existing scale of development in the area.

The proposed development represents the fourth phase of the Norwood Park Plan of subdivision. The lot fabric, road design, and grading of Phase 4 is consistent with Phases 1, 2, and 3. Furthermore, the density and scale is also consistent with existing residential development within the Village of Norwood.

7.13.2 The proposed development is compatible with the Conservation Authority's regulations.

The subject lands are not located within an area regulated by the Otonabee Region Conservation Authority (ORCA). That said, it is understood that ORCA will provide comments related to the EIA and the Stormwater Management Plan.

7.13.3 Access roads have the capability to support the additional traffic loads anticipated from the proposal and will be constructed to standards determined by the Township...



7.13.6 All lots should have frontage on an interior road, developed to municipal standards.

Lots having access onto arterial roads shall generally not be permitted.

The proposed internal roads will be constructed/reconstructed to Township standards, which is consistent with the road design incorporated into Phases 1, 2, and 3. Furthermore, a Traffic Impact Study, completed by Tranplan (**Appendix F**), concluded that the additional traffic generated by Phase 4 can be accommodated within the proposed and existing road network.

All proposed lots will front on, and have access to, the proposed internal road network, which will be comprised of local roads. There are no lots within the proposed plan of subdivision with direct access onto arterial roads.

7.13.7 As many trees as possible shall be preserved, particularly mature and healthy stands of trees, and reforestation shall take place where necessary.

There are some larger trees and shrubs along fencerows and property boundaries. However, most of the subject lands have been used for agricultural and do not contain any large trees.

7.13.9 Any proposed plan of subdivision...must not landlock any other parcel of land, and should be designed to allow for the integration of future residential development in the area.

The severance and proposed plan of subdivision on the subject lands is the logical of expansion of the Phase 3 plan of subdivision and does not "landlock" other parcels of land that may be developed in the future.

7.13.10 The proposal shall be adequately served by existing levels of municipal services such as fire protection, police protection, garbage collection and school facilities.

Any proposal requiring substantial upgrading to existing services beyond the present financial capability should generally not be permitted.

It is understood that existing municipal services can accommodate the additional 148 units that are proposed as part of the Phase 4 development.

7.13.11 Residential subdivision...developments shall be encouraged to locate in designated growth centres as identified on the Land Use Schedules...Where possible, but





especially for development on full services, mixed-use developments, narrowing of streets, reducing parking requirements, incorporation of pedestrian walkways/linkages, open spaces, variations of lot sizes, unit types, and a mix of storefront retail and residential zoning are encouraged in order to ensure more complete and livable neighbourhoods for residents. Smaller driveways, wider sidewalks, curbside parking and narrower streets are also encouraged.

The proposed development is located within the Village of Norwood, a designated growth centre within the County of Peterborough. Although the proposed plan of subdivision will not include any other types of uses (i.e. commercial), the development is located in close proximity to the central area of Norwood, where many amenities are available. The development will include parkland within the northernmost block and will also be in close proximity to the public park located within Phase 1.

7.13.13 The Township shall have regard for the compatibility of the proposed development with designated environmental areas.

As stated earlier in this report, an EIA was conducted by GHD (**Appendix D**) in order to identify any natural heritage features on, or within the vicinity of the subject lands, as well as the potential impacts from the proposed development on those features. The EIA noted that there is potential for species at risk habitat on the site. As such, a number of recommendations were provided that will be implemented through conditions of draft plan approval.

#### 3.4.1.1.4 Summary of County of Peterborough Official Plan Considerations

As discussed in the above analysis, the proposed plan of subdivision on the subject lands conforms to the relevant policies of the County of Peterborough Official Plan, including the Local Plan Policies.

#### 3.4.2 Township of Asphodel-Norwood Comprehensive Zoning By-law 2009-08

According to Schedule "A3" to the Township of Asphodel-Norwood Zoning By-law 2009-08 (ANZBL), the subject property is zoned "the Rural (RU) Zone" (see: Figure 5 – Township of Asphodel-Norwood Zoning By-law 2009-08 Schedule 'A3'). "The RU Zone" does not permit the lot dimensions, nor the multiple unit types within the proposed plan of subdivision. As such, the property must be rezoned to "Residential One Exception (R1-\*\*) Zone" (applicable to the single detached lots) and "Residential Two Exception (R2-\*\*) Zone" (applicable to the townhome lots) in order to permit the



proposed single detached dwelling and townhome (described as "row house" in the ANZBL) lots. As shown below in **Table 1**, the site-specific exception zones are required to permit lot areas and frontages that are smaller than permitted in the general "R1" and "R2" Zones.

Table 1 - Lot Regulations of the R1 & R2 Zones

Lot Regulations	Residential One (R1) Zone	Residential Two (R2) Zone	Residential One Exception (R1-**) Zone	Residential Two Exception (R2-**) Zone
Permitted Uses	5.1.1 a single detached dwelling; or 5.1.2 a duplex; or 5.1.3 a semidetached dwelling; and 5.1.4 a home occupation, inclusive of a bed and breakfast establishment incidental to any one of the above; 5.1.5 a second dwelling unit.	6.1.1 a tri-plex; or 6.1.2 a four-plex; or 6.1.3 a row house; 6.1.4 a second dwelling unit.	Same as R1	Same as R2
Lot Area (min)	464.5 sq m	975 sq m	408 m	255 sq. m
Lot Frontage (min)	15 m	30 m	12 m	7.5 m

It is our opinion that the smaller lot sizes and frontages are appropriate for the proposed development. The proposed lot area and frontage in the site-specific "R1-\*\* Exception Zone" is only slightly smaller than the minimum lot area and frontage in the general "R1" Zone. Furthermore, the smaller lot sizes reflect the increased density within the development, in comparison to other residential development within the Village, including Norwood Park Phases 1-3.

The proposed lot area and frontage in the site-specific "R2-\*\* Exception Zone" is comparable to the lot area and frontage that is *contemplated* in the general "R2" Zone. As noted in Section 6.2.2 of the ANZBL, the minimum lot area for row houses is 975 square metres. However, a total of four (4) units



may be permitted on a single lot. Therefore, it appears that the intent of the R2 Zone is to capture minimum standards for townhome (row house) blocks, rather than individual *freehold* lots for each unit. When dividing a minimum lot area of 975 square metres between four units, the total lot area per unit is 243.75 square metres. In addition, four units would each have 7.5 metres of frontage, if using the minimum 30 metre frontage requirement. The proposed lot area and frontage for the Norwood Park Phase 4 townhomes meets or exceeds these dimensions.

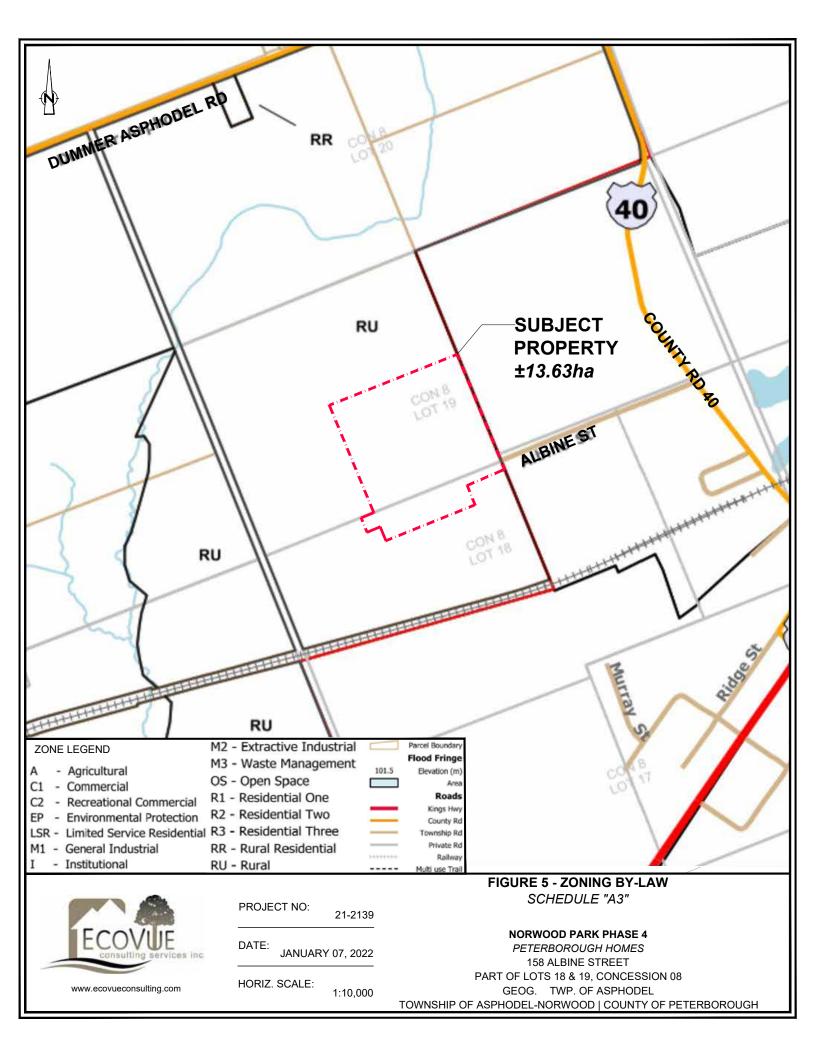
All other provisions of the "R1" and "R2" Zones, including setbacks, lot coverage, and landscaped open space requirements, will be complied with.

In addition to the "R1-\*\* Exception" and "R2-\*\* Exception" Zones, the parkland, open space, pedestrian trail, and stormwater management blocks will be rezoned to "the Open Space (OS) Zone". For further clarification of proposed zone boundaries, please refer to **Appendix A – Draft Zoning By-law Amendment Schedule**.

#### 3.5 Summary of Policy Considerations

The proposed ZBA and plan of subdivision are consistent with the provisions set out in the policy and regulations affecting the subject lands, including the *Planning Act, R.S.O. 1990*, as amended, and the associated Provincial Policy Statement. The proposed ZBA and plan of subdivision also conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe, the County of Peterborough Official Plan (including Local Plan Policies) and the Township of Asphodel-Norwood Zoning By-law (2009-08).

Although it only includes single detached and townhome (row house) dwelling units, the proposal meets the residential densities encouraged by the County of Peterborough Official Plan and is of a suitable scale for the Village of Norwood. Furthermore, the proposed units are in walking distance to a number of amenities in the Village, which will contribute to the Village as a complete community.







Based on the foregoing review of relevant policy considerations, and a detailed investigation of site suitability, this Report concludes that the Zoning By-law amendment and plan of subdivision on the subject lands is both consistent with, and conforms to both provincial and municipal planning policies and documents, and constitutes good planning.

Respectfully Submitted,

**ECOVUE CONSULTING SERVICES INC.** 

J Kent Randall B.E.S. MCIP RPP

Principal Planner





# Appendix A

Draft Zoning By-law Amendment Schedule EcoVue Consulting Services Inc.



