

KITCHENER WOODBRIDGE LONDON KINGSTON BARRIE BURLINGTON

April 25th, 2023

Clinton Stredwick, BES, RPP, MCIP Planner Township of Southgate 185667 Grey County Rd 9, Dundalk, ON N0C1B0

Dear Mr. Stredwick,

RE: Applications for Zoning By-law Amendment and Minor Redline Revision to Approved Draft Plan of Subdivision – Flato East (Edgewood Greens) Phase 11
Part of Lots 233 and 234 Concession 1, Geographic Township of Proton, Township of Southgate, County of Grey
COUNTY FILE #42T-2015-05

MacNaughton Hermsen Britton Clarkson Planning Limited ("MHBC") was retained by Flato Dundalk Meadows Inc. (the "Owner") to review the planning merits of a proposed Zoning By-law Amendment and Redline Revision to add three (3) single detached lots to a portion of the existing Commercial Block 344, as well as to add two (2) blocks for access and hydro purposes within Phase 11 of the Draft Approved Flato East Draft Plan of Subdivision (the "Subject Lands").

The scope of this Planning Justification Brief is to provide a brief overview of the Proposed Development and file history with existing planning approvals, as well as to outline the rationale for the requested applications.

The Site and Surrounding Land Uses

The Flato East Subdivision lands are located in the community of Dundalk. Currently, Phases 1, 2, 2A, 2B, 3, 4, 5, 6, 7, 8 and 10 of the overall Edgewood Greens subdivision have been previously registered. Within the approved Draft Plan of Subdivision, the Subject Lands are located within Phase 11 and are specific to the western side of Commercial Block 344, the east side of Lot 232, and the northeast area of Block 360.

The Subject Lands have frontage on Highway 10 and are within walking distance of schools, retail locations, and recreational areas. In addition, the specific area within the Draft Plan is in close proximity to existing infrastructure.

File History

In April 2017, Council approved a rezoning of the Subject Lands in conjunction with an associated draft plan, colloquially known as the Flato East subdivision. The Flato East Subdivision lands were and are currently zoned "Residential Type 1 exception 378 (R1-378-H)," "Residential Type 3 exception-379 (R3-379-H)," "Local Commercial Exception 465 (C1-465)," "Open Space (OS)" and "Environmental Protection (EP)."

In 2020, an Official Plan Amendment, ZBA and Draft Plan Redline revisions were approved for the Flato East Subdivision to incorporate Commercial Block 344 into the approved Draft Plan, as well as to facilitate the development of Commercial Block 344. As a result of incorporating Commercial Block 344 into the approved Draft Plan, a total of 33 townhouse units were removed, resulting in the total amount of proposed dwelling units for the Flato East Subdivision being reduced from 500 to 467.

It is noted that the introduction of the proposed single detached lots along the west side of the Commercial Block 344 will increase the overall unit count from 467 to 470 dwelling units within the overall Flato East Subdivision. It is further noted that the proposed increased density associated with the implementation of the proposed three (3) additional single detached lots is marginal and is appropriate as the Flato East Subdivision lands were previously approved for a total of 500 dwelling units.

Proposal

Proposed Minor Redline Revision

The approved Draft Plan of Subdivision for the property consists of a total of 467 residential units, a commercial block, a variety of parklands, a pumping station block, three (3) storm ponds, and related open space and environmental areas. An original Zoning By-law Amendment (ZBA) established appropriate zones to recognize these uses.

Separate minor redline revision and ZBA applications were made in July 2021, to reflect detailed design changes concerning servicing and shifting of residential units. As the detailed design process continues, it was determined by the targeted end-user that the western portion of Commercial Block 344 is surplus to what is required to support the future commercial development of the Block. As such, it was further determined that the more efficient use of the surplus lands would be to re-instate three (3) lots for single detached dwellings.

The proposed redline revision also includes the addition of a 25 metre by 15 metre Block (Block 370) within the northeast area of Park Block 360 to accommodate a requested hydro substation. Access to the proposed Hydro Substation Block is to be provided by Walkway/Access Block 378, which is located east of Lot 232 and connects to the southeast corner of Park Block 360. The Walkway/Access Block is 6 metres wide and the intent is that this Block would be conveyed to the Township to allow access for maintenance purposes. It is anticipated that Hydro One will require an access easement over the proposed Walkway/Access Block and a portion of the Park Block to ensure access is provided to the Hydro Block. It is also noted that the inclusion of the proposed Hydro Substation Block and Walkway/Access Block have no significant impact to the overall engineering design for the Subject Lands.

In consideration of the above, the minor revisions requested as part of the redline application are as follows:

- 1. Introduction of three (3) single detached residential lots along the western side of Block 344 fronting onto Symington Street and Milliner Avenue;
- 2. Shifting the boundary of Block 344 to the east to realign the commercial area;
- 3. Increase the total residential unit count from 467 to 470;
- 4. Introduction of Block 378 for walkway/access purposes; and,
- 5. Introduction of Block 379 for hydro utility purposes.

The redlined Draft Plan of Subdivision is included as **Appendix A**.

Proposed Zoning By-law Amendment

A Zoning By-law Amendment (ZBA) is sought to reflect the changes outlined above in the redline revision, as well as to implement the existing R1-378-H Zone and a new site-specific OS-XX Zone on the Subject Lands.

Currently, the zoning provisions of Commercial Block 344 do not permit residential uses and therefore, it is understood that a ZBA application is required to permit the proposed residential units. The proposed ZBA application would rezone an area approximately 0.12 ha in size on Commercial Block 344 from the current C1-465 Zone to the R1-378-H Zone to allow for the proposed single detached residential units.

As a result of these new residential units, the amount of single detached units will increase from 310 to 313 units, therefore bringing the entire unit count from 467 up to 470 residential units across the approved Draft Plan.

The proposed ZBA application would also rezone a portion of Park Block 360 from the Open Space (OS) Zone to a site-specific Open Space (OS-XX) Zone to facilitate a proposed and required Hydro Substation Block for the Subject Lands.

A copy of the draft amending by-law has been included as **Appendix B** to this Brief.

Planning Analysis

The following is a review of the proposed ZBA application concerning Provincial, County and Township Official Plan policies and Township Zoning By-law No. 19-2002:

Planning Act

The *Planning Act* sets out the foundation for land use planning in Ontario and describes how land uses may be controlled. With respect to Draft Plans of Subdivision, Section 51 (24) of the *Planning Act* outlines specific criteria to be considered by an approval authority in considering an application. The criteria is identified below, and a response is provided to illustrate the proposed Redline Revision's alignment with the intent of the criteria:

a) The Effect of the proposal on matters of Provincial Interest;

Response: The proposed Redline Revision will not impact matters of Provincial interest as outlined in Section 2 of the Planning Act.

b) Whether the subdivision is premature or in the public interest;

Response: The proposed Redline Revision is not premature and is in the public interest. The Subject Lands are designated for residential and commercial uses and can be fully serviced. It is submitted that for these reasons, as well as others, the proposal is not premature and it is in the public interest.

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

Response: The proposed Redline Revision conforms to the County of Grey Official Plan and Township of Southgate Official Plan. A detailed analysis is presented below in this Report.

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

Response: The lands affected by the proposed Redline Revision are suitable for the proposed use. The Subject Lands can properly accommodate the development due to its configuration, size and access to existing and proposed road connections and infrastructure networks.

e) The number, width, location and proposed grades and elevations of highway, 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;

Response: The existing and proposed road network provides appropriate access to the Subject Lands.

f) The dimensions and shapes of the proposed lots

Response: The proposed residential lots are appropriate in size and shape to accommodate the intended uses as demonstrated in the proposed Redlined Draft Plan, which is included as **Appendix A.**

g) The restriction on the lands to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;

Response: Not applicable to the proposed Redline Revision. There are no known restrictions affecting the lands.

h) Conservation of natural resources and flood control;

Response: No natural features are impacted through the Proposed Development.

i) The adequacy of utilities and municipal services;

Response: The Subject Lands can be serviced by the various local utility providers and can be serviced with both municipal sanitary and water services, subject to the planned expansions to the municipal sanitary and water systems.

j) The adequacy of school sites;

Response: There are two (2) schools currently located within Dundalk. The applicable school boards will be circulated the proposed applications.

k) The area of land, if any, exclusive of highways, to be conveyed or dedicated for public purposes;

Response: Not applicable to the proposed Redline Revision.

I) The extent to which the plans' design optimizes the efficient use and conservation of energy; and,

Response: The Proposed Development provides for integration with the grid road pattern and provides for additional residential development within a primary settlement area.

m) The interrelationship between the design and site plan control matters;

Response: The revised Commercial Block 344 will be subject to Site Plan Control.

The *Planning Act* requires that the subdivision have regard for the health, safety, convenience and accessibility for persons with disabilities, and welfare of the present and future inhabitants of the municipality. It is submitted that all of these matters were properly addressed in the design of the Redline Revision. Specifics respecting these matters are outlined throughout this Report.

Provincial Policy Statement (PPS) 2020

The Subject Lands are located within a settlement area. Section 1.1.3.1 of the PPS states that "settlement areas shall be the focus of growth and development." Further, Section 1.1.3.2 requires that "settlement areas shall be based on densities and a mix of land uses, which effectively use land and resources, and are appropriate for, and effectively use, the infrastructure and public service facilities which are planned or available." Section 1.1.3.4 of the PPS also states that "appropriate development standards should be promoted, which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety."

The proposed residential units and Hydro Substation Block 379 would facilitate the continued development and intensification that the Draft Plan sets out, which is an approved development that is consistent with the settlement area policies of the PPS, promotes and provides intensification, and effectively uses land and resources, including existing infrastructure.

It is the opinion of the undersigned, that the Proposed Development is consistent with the policies of the PPS.

County of Grey Official Plan

The Subject Lands are designated 'Settlement' in the County of Grey Official Plan, as the property is within the fully serviced Dundalk settlement area. The County of Grey Official Plan requires that settlements are to be planned to accommodate a diversity of land uses, including residential, commercial, industrial and institutional uses.

The proposed residential units and Hydro Substation Block 379 would facilitate the continued development and build-out of the Edgewood Greens Subdivision, which has been approved and is located within a settlement area.

Another objective of the County Official Plan is to ensure compatibility between uses. The Proposed Development is compatible with the surrounding land uses in terms of massing and scale. Appropriate setbacks will be maintained from adjacent commercial uses, as well as fencing and landscaped areas. Detailed design considerations on Commercial Block 344, such as architectural design, landscaping, lighting and building materials will be addressed through a future Site Plan Control application.

Additionally, landscaping and/or fencing considerations will be utilized for the proposed Hydro Substation Block to provide enhanced screening from the park block.

From a land use perspective, the specific residential uses proposed within the proposed Zoning By-law Amendment are for single detached residential form that is compatible with adjacent residential uses. The proposed hydro sub-station is also compatible with the adjacent land uses.

It is the opinion of the undersigned that the Proposed Development conforms to the policies of the Grey County Official Plan.

Township of Southgate Official Plan

The Flato East Subdivision lands are designated "Neighbourhood Area" within the Township of Southgate Official Plan. The area was designated Neighbourhood Area through OPA 14 which was adopted by Township Council in September 2015. At the time of adoption of OPA 14, the intent of redesignating the Flato East Subdivision lands to "Neighbourhood Area" was to bring it into conformity with the recently expanded Dundalk Urban Settlement Area and allow for residential development. This was further recognized through the subsequent approvals of the Flato East Residential Draft Plan of Subdivision and the corresponding Zoning By-law Amendment in 2016. The Flato East Draft Plan is part of the wider "Edgewood Greens" development by Flato and was comprehensively planned with the adjacent Flato West and Flato North Draft Plans of Subdivision, which combined, will function as one integrated residential development connected through the municipal road network, trail network, parks, natural open spaces and a combined stormwater management solution.

In September 2020, OPA 26 was adopted by Township Council with the purpose of amending the "Neighbourhood Area" designation within Phase 11 of the Flato East Subdivision to permit the development of a commercial block within the subdivision. In effect, the Subject Lands were redesignated from "Neighbourhood Area" to "Neighbourhood Area with Exceptions" and included site-specific policies regarding the max floor area used by a commercial unit. The proposed commercial block would serve the eventual residential development as well as the greater community of Dundalk.

The Proposed Development consists of three (3) single detached residential units along the western area of Commercial Block 344 and a Hydro Block at the northeast area of Park Block 360. Further, the proposed changes are small in scale and would facilitate the continued development and build-out of the Flato East Subdivision, which has been approved in conformity with the Township of Southgate Official Plan.

The residential unit sites are all designated Neighbourhood Area. The function of Neighbourhood Area is to recognize, primarily, low-density residential development. Further, the additional residential units will be placed in an area of the subdivision that is in character with the Proposed Development.

Section F of the Township OP contains policies pertinent to infrastructure and servicing and directs growth in a manner that promotes efficient use of existing sewage and water services. Furthermore, policies direct new development to ensure that there are no adverse effects on the Township's environmental resources and groundwater supply, and that Southgate Servicing Standards are adhered to. The Proposed Development will utilize municipal sewage and water services, has sufficient separation from environmental features and is designed in a manner that will have no adverse effect on the groundwater supply.

Section 6 of the Township OP contains policies related to the Natural Environment Area. As discussed all of the natural environment areas contained within the Subject Lands were assessed and appropriately accommodated within the initial Draft Plan Approval for the Flato East subdivision. There are no natural environment areas that will be affected by the development. A Stormwater Management Report, Functional Servicing Report and Traffic Impact Study were completed at the time of the initial ZBA and Draft Plan of Subdivision submissions for the development that demonstrates the development's alignment with the general intent of the Township OP. The documents conclude that no negative impacts are anticipated from the development from a servicing, stormwater and drainage, and traffic impact perspective.

The OP also hosts various other policies which include but are not limited to servicing, archaeology, and stormwater management, these as well as the other applicable policies have been reviewed in the context of the applications and it is the opinion of the undersigned that the proposed application conforms to these policies.

It is the opinion of the undersigned that the Proposed Development conforms to the policies of the Township of Southgate Official Plan.

Township Zoning By-law No. 19-2002

Commercial Block 344 is currently zoned the Local Commercial Exception 465 (C1-465) Zone under the Township's Zoning By-law. Residential development, except for a dwelling unit accessory to a commercial use, is not permitted within this zone.

A portion of Commercial Block 344 is to be rezoned to the Residential Type 1 Exception Zone with a holding provision (R1-378-H) to allow for the proposed residential use. It is noted that the R1-378-H Zone currently exists for the other single detached lots within the Flato East development.

The area of Park Block 360 that is to be utilized for the proposed Hydro Block is currently zoned the Open Space (OS) Zone under the Township's Zoning By-law. Hydro utility uses are not permitted within this zone. The area of Park Block 360 for the proposed Hydro Block is proposed to be rezoned to a site-specific Open Space (OS-XX) Zone to facilitate the required hydro utility infrastructure for Phase 11.

A copy of the proposed amending by-law has been included as **Appendix B** to this Brief.

It is the opinion of the undersigned that the Proposed Development is in keeping with the general intent and purpose of the Town's Zoning By-law.

Engineering Analysis

A letter has been prepared by C.F. Crozier & Associates Inc. in support of the proposed Redline Revision and ZBA applications. A summary of the letter, as it relates to servicing, stormwater management and transportation, is provided below:

Stormwater Management

The proposed changes to the Draft Plan, including the addition of three (3) residential units and a reduced commercial block size, decreases the total site imperviousness when compared to the previously approved Draft Plan. Through detailed calculations, the total imperviousness of the Commercial Block area reduces

from 85% to 67% in the proposed Redline Draft Plan. The reduction in the impervious area decreases the total volume of runoff discharging from the development. This reduction lessons demand on downstream stormwater management infrastructure.

The three (3) proposed residential units will be graded to accommodate back-to-front and split drainage. The units will also have storm connections off the Symington Street and Milliner Avenue storm sewers. An assessment of the downstream sewer system confirmed that there are no capacity concerns, and the proposed design can accommodate the additional runoff.

Sanitary Servicing

The additional three (3) single detached units will require individual sanitary services extended to the property limits of each lot. The three (3) proposed units will be serviced by the Symington Street and Milliner Avenue sewers, which front the proposed units.

The revised Commercial Block size and use results in an anticipated average daily sanitary flow rate of 20.3 m³/day. This equates to 24 Equivalent Residential Units (ERUs), compared to the previously determined 29 ERUs.

The revised Draft Plan results in a net decrease in sanitary flows with a total of 27 ERUs (three (3) single detached units and 24 ERUs for the Commercial Block) being proposed. This is a reduction of 2 ERUs compared to the previously calculated 29 ERUs. Given the net reduction in sanitary flows, there will be sufficient capacity in the current downstream infrastructure design to accommodate the Proposed Development.

Water

The "Dundalk Water Supply and Sewage Treatment Systems 2022 Reserve Capacity Calculations" (Triton, March 2022) determined the Township's water supply system has an available uncommitted reserve capacity of 1,999 units. The addition of three (3) units is not considered substantial enough to impact the overall design for this phase. Additional water service will be provided in the Phase 11 design for each of the three (3) proposed dwellings.

Electrical Servicing

There is no impact to the Hydro design of the commercial block, however, there would need to be three (3) additional hydro services provided to each of the proposed units. A request will be made to Hydro One to provide an updated hydro layout reflecting these changes.

The proposed Redline also includes a 25 metre by 15 metre block (Block 370) within Block 360 is required to accommodate a request for a hydro substation within the Subject Lands. Access to Block 370 will also be required for maintenance. To provide access to this block a 6 metre-wide Township-owned maintenance block (Block 378) is proposed as part of this Redline request between Lot 232 and Block 339 over the previously proposed watermain easement. The inclusion of the substation and access road has no significant impact on the overall engineering design.

Traffic

The addition of three (3) residential units will not impact the conclusions of the Traffic Impact Study prepared in support of the previous applications. The three (3) units are forecasted to generate 3 and 4 additional two-way trips in the weekday a.m. and p.m. peak hours, respectively. Once distributed to the study intersections and surrounding road network, this number of trips is not expected to have a material impact on the operations or turn-lane recommendations at the Main Street or Highway 10 intersections.

Additionally, the Transportation Association of Canada (TAC) Geometric Design Guide for Canadian Roads (GDGCR) indicates that a minimum of 1 metre spacing should be provided between driveways, which can be accomplished with the proposed unit frontages.

Summary & Conclusions

Based on the analysis outlined throughout this Brief, it is submitted that the proposed Draft Plan Redline revisions and Zoning By-law Amendment to rezone the portion of the Subject Lands from the C1-465 zone to the R1-378-H zone to permit the proposed three (3) additional residential units, as well as rezone a portion of the Subject Lands to a site-specific Open Space (OS-XX) Zone for the proposed Hydro Block are in the public interest and represent good planning for the following reasons:

- 1. The Proposed Development is consistent with the Provincial Policy Statement;
- 2. The Proposed Development conforms to the Grey County Official Plan;
- 3. The Proposed Development conforms to the Township of Southgate Official Plan; and,
- 4. The Proposed Development is in keeping with the general intent and purpose of the Township's Zoning By-law.

Respectfully submitted,

MHBC

Kory Chisholm, BES, M.Sc., MCIP, RPP

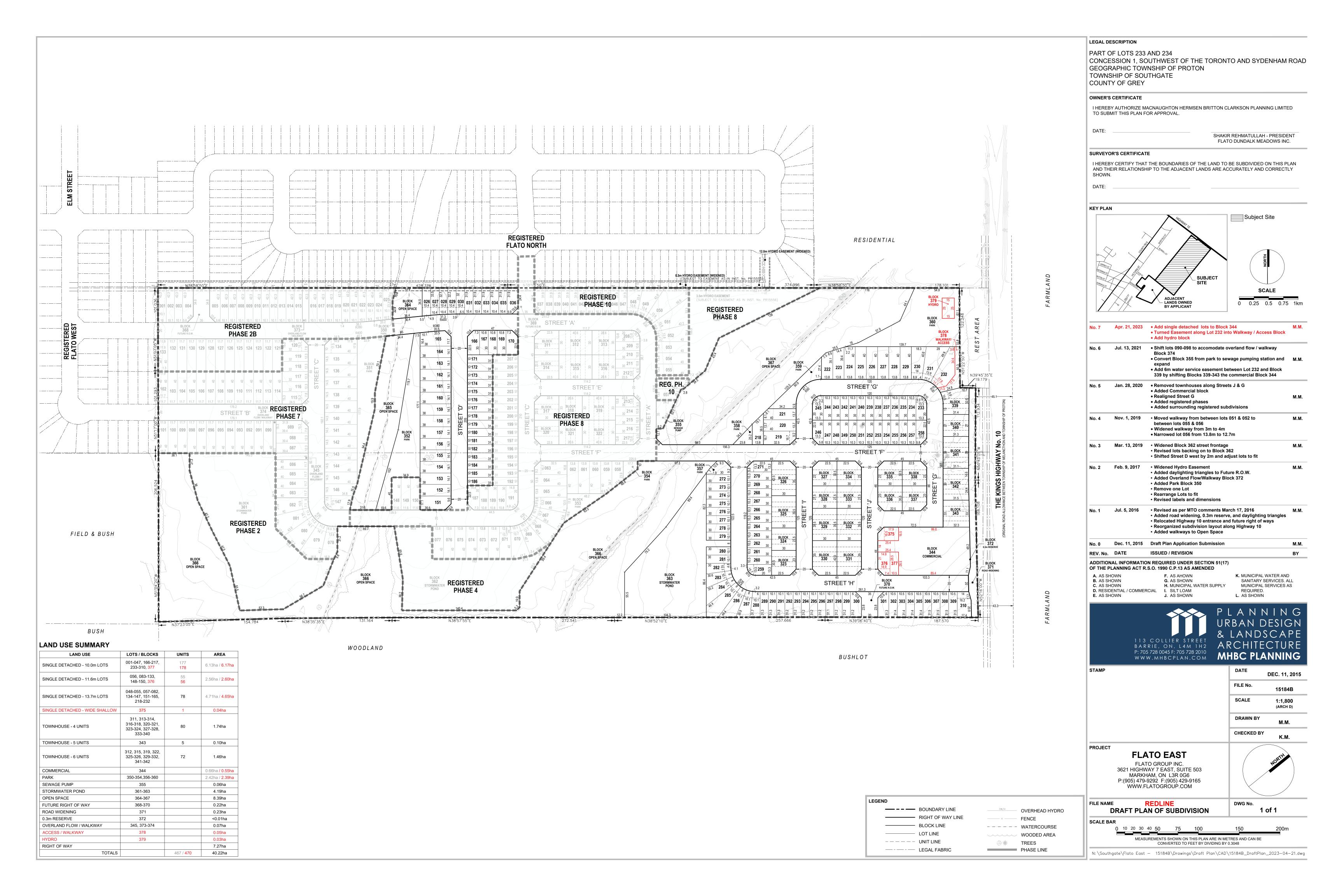
Kry Much

Partner

Shayne Connors, BAH, M.Sc. Intermediate Planner

Appendices

Appendix A



Appendix B

The Corporation of the Township of Southgate By-law Number 2023-XX

BEING a by-law to amend Zoning By-law No. 19-2002, entitled the "Township of Southgate Zoning By-law";

WHEREAS the Council of the Corporation of the Township of Southgate deems it necessary to pass a by-law to amend Zoning By-law No. 19-2002;

AND WHEREAS pursuant to the provisions of Section 34 of the Planning Act, R.S.O. 1990, as amended, by-laws may be amended by Councils of municipalities;

NOW THEREFORE the Council of the Corporation of the Township of Southgate enacts as follows:

1. Schedule "17" to Zoning By-law No. 19-2002 is hereby amended by changing the zone symbol on a portion of the lands described as Part of Lots 233 and 234, Concession 1, geographic Township of Proton, in the Township of Southgate as shown on Schedule "A", affixed hereto, from:

Local Commercial Exception 465 (C1-465) and Open Space (OS) to Residential Type 1 Exception 378 (R1-378-H) and Open Space Exception XX (OS-XX).

2. **That** Section 33 (Exceptions) to By-law No. 19-2002 is hereby amended by adding the following Subsections:

"33.XXX

OS-XX Notwithstanding the provisions of Section 27 or any other provisions to the contrary, the lands zoned OS-XX, being Part of Lots 233 and 234, Concession 1, Geographic Township of Proton, County of Grey, shall be subject to the following zone provisions:

Permitted Use(s): A hydro utility operation carried on by or behalf of a

Utility agency

Maximum Lot Coverage: N/A

Minimum Yard Setbacks: Nil (0) metres"

- 3. **That** Schedule "A" and all other notations thereon are hereby declared to form part of this by-law.
- 3. **That** this by-law shall come into force and take effect upon being passed by Council subject to any approval necessary pursuant to the Planning Act R.S.O. 1990, as amended.

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Explanatory Note

This by-law applies only to those lands described as Part of Lots 233 and 234, Concession 1, geographic Township of Proton, in the Township of Southgate.

The purpose of the zoning by-law amendment is to facilitate a redline revision to an approved draft plan of subdivision to provide additional residential lots along the western portion of an existing commercial block, as well as a hydro block on portion of an existing park block.

The effect of the zoning by-law amendment would be to change the zoning symbol on a portion of the property from Local Commercial Exception 465 (C1-465) and Open Space (OS) to Residential Type 1 Exception 378 (R1-378-H) and Open Space Exception XX (OS-XX).

The Township of Southgate Official Plan designates the subject lands as Neighbourhood Area - Special Policy Area No. 5.6.3.

Schedule "A" By-Law No. 2023-XX

Amending By-Law No. 19-2002

Township of Southgate

Date Passed: Signed: _ Brian Milne, Mayor Lyndsey Green, Clerk ONENSOUNDST **COUNTYRD9** MAINSTW VICTORIASTW **VICTORIASTE** Subject Lands Key Map 1:15,000 D R1-H Α2 ΕP **A2** R1-378-H R1-378 R1-378-H R3-379-H R1-378-H R1-378-H R1-378-H R1-378-H R1-378-F R1-378-H R1-H R3-379-H HWY 1 **A2** R1-378-H R1-378-H ΕP os R1-378-H Α1 Α1 M1 ΕP ΕP

Legend

Lands to be rezoned from Local Commercial Exception-465 (C1-465) Zone to Residential Type 1 Exception-378 (R1-378-H) Zone



Lands to be rezoned from Open Space (OS) Zone to Open Space Exception-XX (OS-XX) Zone

Removal of the Holding (H) Symbol, in accordance with the provisions of Section 36 of the Planning Act, R.S.O. 1990, as amended, shall be conditional upon the execution of a Subdivision Agreement and confirmation by the Township that water and sewer services are available by way of the passage of a water and sewer allocation by-law.