

PLANNING JUSTIFICATION **REPORT**

OFFICIAL PLAN AND ZONING BY-LAW AMENDMENT APPLICATIONS

38 QUEEN STREET

Norwood, Township of Asphodel-Norwood

Date:

September 30, 2022

Prepared for:

Crowley Farms Norwood Ltd. c/o David Crowley

Prepared by:

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Our File 1604E

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1.0 Introduction

MacNaughton Hermesen Britton Clarkson Planning Limited (hereinafter “MHBC”) has been retained by Crowley Farms Norwood Ltd. c/o David Crowley (hereinafter the “Owner”) to seek Official Plan Amendment (“OPA”) and Zoning By-law Amendment (“ZBA”) Applications to convert a single-detached building from an institutional use to a residential use (single-family dwelling), on the lands municipally known as 38 Queen Street in the community of Norwood, Township of Asphodel-Norwood (herein known as the “Subject Lands”) (**Figure 1**).



Figure 1: Aerial Map

COUNTY OF PETERBOROUGH OFFICIAL PLAN AMENDMENT

A County of Peterborough Official Plan Amendment (OPA) will be submitted to re-designate the Subject Lands from *Institutional* to *Residential* (**Appendix A**).

In June 2022, Peterborough County Council adopted Official Plan 2022-47 (“OP”), which is awaiting approval from the Minister of Municipal Affairs and Housing before coming into effect. The proposed development would meet the intent and purpose of the new OP.

TOWNSHIP OF ASPHODEL-NORWOOD ZONING BY-LAW 2009-08 AMENDMENT

A draft Zoning By-Law Amendment of the Township's 2009-08 Zoning By-law will be submitted with the goal of rezoning the Subject Lands as follows **(Appendix B)**:

- Residential One Zone (R1) permitting a change from an Institutional zone to Residential zone (single-family detached), while recognizing the existing 1-storey building and its setbacks.

The proposed conversion of the institutional use to residential use is consistent with other permitted uses (single-detached residential dwellings) in the neighbourhood.

This Planning Justification Report has been prepared in support of the OPA and ZBA applications on the Subject Lands.

2.0 Site and Surrounding Context

The Subject Lands are located in the Township of Asphodel-Norwood in the County of Peterborough and front onto Queen Street and Elm Street. The site is 0.07 hectares (0.18 acres) in size and is currently used as a church. Additionally, the site is a corner lot that has a small gravel parking area at the side of the building that serves the existing use and will be utilized by the proposed residential use **(Figure 2)**.

The Subject Lands are situated about half a kilometre from the downtown of the Township of Asphodel-Norwood which has a main street character predominately retail/commercial uses in 1 or 2-storey buildings. The Township has a variety of community services and facilities such as the Norwood District Public School and High School, Peterborough Child & Family Centre, the Norwood Fair Grounds and Community Centre, and various other daycare and retirement home facilities.

The proposed development will complement the existing residential character which consists primarily of single-detached dwellings.



View from Subject Lands looking north.



View from Subject Lands looking east.



View from Subject Lands looking south.



View from Subject Lands looking west.

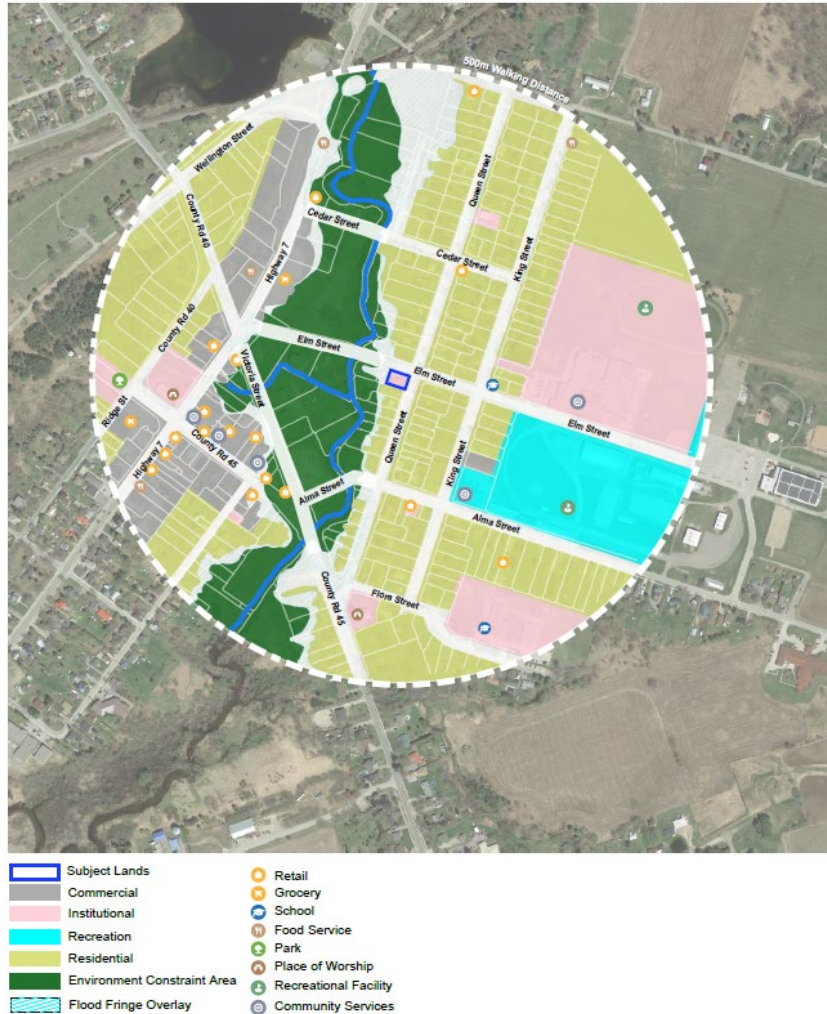


Figure 2: Context Map

3.0 The Proposal

The Subject Lands are located within the settlement area of Norwood with access to a variety of amenities such as parks, local stores, and schools. The proposal seeks an OPA and ZBA approval to change the current use from institutional to residential by converting the existing building to a single-family detached dwelling in a neighbourhood that is predominantly residential (single-family dwellings) in character (**Figure 3**). The proposal will primarily involve interior renovations to the existing building to support the conversion to

residential use. The building exterior and surrounding landscape and access to the site will remain unchanged.



Figure 3: Norwood Land Use Plan

4.0 Planning Analysis

The intention of this section is to review the relevant planning policies to confirm how the proposal is consistent with the intention and goals of the policies. The 2020 Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe and the County of Peterborough Official Plan have been analyzed as they are the relevant planning policy documents.

4.1 Provincial Policy Statement

The 2020 Provincial Policy Statements ("PPS") was approved by the Ministry of Municipal Affairs and Housing on May 1st, 2020 and is applicable to the Subject Lands. The PPS provides general policy direction by the

Province on matters relating to land use planning and development. Specifically, the PPS outlines policy for Ontario's long-term prosperity, economic health and social wellbeing. The overall intent of the PPS policies is for municipalities to plan for growth and development which efficiently use lands by utilizing development patterns that support strong, livable and healthy communities that protect the environment and public health and safety and facilitate economic growth.

In our opinion, the proposed development is consistent with the PPS for the following reasons:

1. The proposal will result in the adaptive reuse of the existing building thereby contributing to the existing housing stock in a settlement area.
2. The proposal will permit redevelopment that would utilize the existing transportation infrastructure, municipal water and sewage services and utilities, which are available to the Subject Lands.
3. The adaptive reuse of the existing building will not cause any environmental or public health and safety concerns. Based on the surveyed flood limits the existing building is outside of the flood limits set by the Conservation Authority.
4. The proposed redevelopment is compatible with adjacent existing land uses as there are multiple single-detached dwellings in proximity to the Subject Lands. As such the proposal will not be out of character in the area.
5. The proposed development will comply with all applicable Provincial legislation, including the Ontario Building Code and will include design considerations related to accessibility.
6. The proposal is in proximity to the current and planned network of parks, pathways and trail systems. The proposal is within reasonable walking and cycling distance to commercial, recreational and educational facilities, thus supporting a healthy and active lifestyle for current and future residents.

4.2 Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (the "Growth Plan") was approved by the Province of Ontario on June 16th, 2006, amended on August 28, 2020, and is applicable to the Township of Asphodel-Norwood as the County of Peterborough falls within the designated lands. The Growth Plan sets out policies to manage growth in the Greater Golden Horseshoe to achieve compact, complete communities in the future.

In our opinion the proposed development conforms to the relevant policies of the Growth Plan for the following reasons:

1. The Subject Lands are identified as part of a Built-Up Area – Conceptual within a settlement boundary in proximity to downtown Norwood. The redevelopment would contribute to the intensification target in the County of Peterborough of 82,000 people and 26,000 jobs in 2051.
2. The proposed development will change from Institutional to Residential further supporting the establishment of complete communities by providing housing in proximity to local services and amenities.
3. The proposed development will utilize existing municipal infrastructure such as water, sewers and hydro, which are available to the Subject Lands, representing an efficient redevelopment.

4.3 County of Peterborough Official Plan

The current County of Peterborough's Official Plan was consolidated in March 2020 and is in effect. The County Plan also functions as the lower tier Official Plan for four other local municipalities, namely, the Township of Selwyn, the Township of Asphodel-Norwood, the Township of Douro-Dummer and the Township of North Kawartha. Those municipalities have chosen to incorporate their local municipal official plans into the County Plan. Sections 6 and 7 and associated Schedules contain the detailed land use policies for these four municipalities and are implemented by Official Plan Amendments #3 and #22.

Under the current Official Plan, the subject lands are designated Institutional Use. Other OP designations that apply to the subject lands include "Hamlet Areas" in the "Asphodel-Norwood Land Use Plan – Rural" and "Settlement Areas" on "Map 'A' Settlement Area, Watershed Boundaries".

The proposed OPA as per the "Norwood Land Use Plan" under the current OP will designate the Subject Lands from *Institutional* to *Residential*.

A new Official Plan was adopted by By-Law No. 2022-47 and by County Council on June 29th, 2022 and is awaiting approval by the Ministry of Municipal Affairs and Housing. The new Official Plan also designates the subject lands as Institutional, similar to the current Official Plan.

Although the new Official Plan is not in full effect, its policies have been considered because it represents the County and the Township's current thinking, and in our opinion, the proposal is consistent with the new Official Plan. It is therefore informative but not determinative.

CURRENT OFFICIAL PLAN (2020)

LOCAL PLAN POLICIES – URBAN COMPONENT

Section 6.3 sets out specific policies for the urban growth areas of the County which includes the Township of Asphodel-Norwood.

Policy 6.3.1 states that the intent of the urban growth areas is to accommodate a "complete range of land uses including low and medium density housing, commercial, industrial, institutional and parks/open space uses" on full municipal services. Further in **Policy 6.3.2(c)**, it states that opportunities for residential growth in the Township of Asphodel-Norwood are to be directed to Norwood. **Policy 6.3.2.3** sets out the residential policies for urban areas, while **Policy 6.3.2.3a)** calls for "uses that are compatible, complimentary to and serve the basic residential uses together with special care homes and converted dwellings shall also be permitted, provided that the residential amenities of the area are protected".

The proposal implements these policies by introducing a low-density development opportunity on the Subject Lands in accordance with **Policy 6.3.2.3 b)**. Further, the proposed development would contribute to the residential density target for Norwood of 35 persons per hectare, as set out in **Policy 6.3.2.3 c) ii**.

Approval of this application would be consistent with the intent of the above-noted policies, for the reason that the proposal is a low-density development that would utilize municipal services and it is in proximity to parks and open space, and amenities in an urban growth area. The proposed redevelopment would also contribute to the residential density targets of 35 persons per hectare in Norwood and it meets the intent of the Plan.

LOCAL PLAN POLICIES – GENERAL DEVELOPMENT

Section 7.0 of the *current Official Plan in place* sets out general development policies. Relevant policies have been addressed as follows.

Policy #	Paraphrase of Policy	Response
7.2.4	Encourage growth within designated growth areas to discourage strip development	The proposal supports this policy as there is no new construction involved, only renovation of the existing building on the Subject Lands.
7.4.1	Development to be on full municipal services.	The proposed redevelopment will have access to full municipal services.
7.5.2	No Official Plan or Zoning By-law Amendment shall be approved if the proposed development would have a significant adverse impact on surface drainage, flooding, water quality or erosion of soils.	The proposal will not alter drainage patterns on the Subject Lands and would not have any adverse impacts.

Policy 7.9 sets out criteria for assessing Official Plan Amendment Applications. As such the relevant criteria have been addressed as follows:

Policy #	Paraphrase of Policy	Response
7.9.1.	The need for a proposed use.	The redevelopment of the Subject Lands will change the existing institutional use to residential.
7.9.4.a) b)	The location of the area under consideration with respect to the adequacy of the existing and proposed highway system and municipally owned and maintained roads in relation to the development of such proposed areas; the convenience and accessibility of the site for vehicular and pedestrian traffic and the traffic safety in relation thereto; the adequacy of the potable water supply, sewage disposal facilities, and other municipal services;	The site has convenient access to municipal services including roads and amenities can be accessed by vehicle, cycling, or walking.
7.9.5	The compatibility of the proposed use with uses in adjoining areas.	The surrounding buildings are designated residential, so a change from institutional to residential would fit the character of the area.

7.9.6	The effect of such proposed use on the surrounding area regarding possible depreciation of adjacent properties.	The proposal should not depreciate the value of adjacent properties as the property most of the proposed changes will involve interior renovations and no new construction is planned.
7.9.7	The potential effect of the proposed use on the financial position of the Township	The proposal will not cause the Township any financial strain. The proposal would maintain a favourable ratio of residential to commercial and industrial assessment within the Community.
7.9.11	Demonstration of how the proposal conforms to the Provincial Growth Plan.	The proposal conforms to the Growth Plan as the redevelopment will take place in a delineated "Built Up" area that encourages any form of intensification, and the proposal will do that by converting the property to residential.

New Official Plan

Policy 4.2 Settlement Areas

The County of Peterborough describes their goal for settlement areas as:

"To provide a form of growth that is consistent with the need to conserve energy resources, preserve and enhance the natural environment, encourage an efficient and economic use of infrastructure and space, maintain County unity and retain local community identity."

As noted previously, the proposal involves interior renovations to the existing church building to transform it for residential purposes while continuing to use existing municipal infrastructure, as well as nearby community services and facilities. In our opinion, this application would permit redevelopment in a settlement area in an efficient manner which will fulfill the policy objective.

As noted in the analysis below, the proposal on the Subject Lands meets the County's goals. The following relevant residential objectives in settlement area are outlined in **Policy 4.2.2** have been addressed as follows:

POLICY OBJECTIVE

RESPONSE

OBJECTIVE

- Policy 4.2.2.2a** *says the average residential density target shall be 40 persons and jobs combined/hectare in serviced settlement areas. The following densities shall generally apply to the following different types of*

The Subject Lands are included in this goal of approximately 15 dwelling per gross hectare as the site will be converting from institutional to residential, thus adding an additional dwelling. The proposed would permit redevelopment which

residential development: approximately 15 dwellings per gross hectare for single detached dwellings; would help to accommodate the expected future growth within a serviced settlement area (Norwood), thus meeting this objective.

General policies for future development in settlement areas are set out in **Section 4.2.5**. The proposed development will satisfy these general policies as follows:

- **Policy 4.2.5.2b** states *new land uses and comprehensive developments shall only proceed by way of Official Plan Amendment;* The proposed change to the land use designation will be achieved by an amendment to the Official Plan.

Based on our review above, in our opinion, the proposed development conforms to the relevant Official Plan policies. In summary:

1. The proposal on the Subject Lands will change the land use designation from Institutional to Residential which will keep the existing structure of the dwelling and repurpose the interior of the building.
2. The proposed will permit development which utilizes existing services and infrastructure which the Subject Lands have access to, including access to trails, parks, retail / service uses and existing roads.
3. The County of Peterborough has indicated the rear portion of the Subject Lands as being in proximity to the flood fringe overlay. Following discussions with the County and ORCA staff it was subsequently determined that the existing building is outside of the flood fringe elevation and therefore no mitigation is required.

Based on the analysis above, it is our professional planning opinion that the proposed development conforms to the County of Peterborough Official Plan and has addressed the criteria for the County to grant approval.

4.4 Township of Asphodel-Norwood Zoning By-Law 2009-08

The Zoning By-law Amendment application seeks to rezone the subject lands from an Institutional Zone to a Residential One Zone (R1). The zoning change would permit the existing building to be used as a single-detached dwelling. There would be no other changes on the Subject Lands except interior renovations to support the change in use.

The existing building (building height, building setbacks, detached building, coverage, and landscaped open space) would comply with the zoning regulations in the Residential One Zone (R1) zone, except the

front yard building setback of 2.5 metres. The By-law requires a minimum front yard building setback of 6 metres as shown in the table below. The zoning amendment would recognize the existing front yard building setback.

The table below outlines the zoning standards and permitted uses for residential uses and regulations under the Residential One Zone (R1) zone, as shown in Zoning By-Law 2009-08:

Zone	Permitted Use / Regulation
Residential One Zone (R1)	<ul style="list-style-type: none"> • 5.1.1 Single Detached Dwelling • 5.1.2 Duplex • 5.1.3 Semi-Detached Dwelling • 5.1.4 A home occupation, inclusive of a bed and breakfast establishment incidental to any one of the above • 5.1.5 Second Dwelling Unit
Residential One Exception Zone (R1) 5.1.1 – Single Detached Dwelling	<ul style="list-style-type: none"> • Minimum Lot Area (municipal services): 464.5 m² • Minimum Lot Frontage (municipal services): 15 metres • Maximum Lot Coverage: 40% • Minimum Landscaped Open Space Requirement: 30% • Maximum Number of Dwelling Units per lot: One (1) • Minimum Front Yard: 6 metres • Minimum Side Yard: 1.2 metres • Minimum Rear Yard: 6 metres • Maximum Building Height: 12 metres • Minimum Dwelling Unit Area: 92.9 m²

The Zoning By-Law supports the proposed development and intends to recognize the existing zoning standards (on the Subject lands while changing the zoning to Residential One Zone (R1) **(Appendix B)**.

Based on the analysis above, it is our professional planning opinion that the proposed development meets the intent and purpose of the Township of Asphodel-Norwood Zoning–Law 2009-08.

5.0 Summary and Conclusion

The proposal to repurpose the existing church building for a residential use on the Subject Lands municipally known as 38 Queen Street in the Town of Asphodel-Norwood represents good planning for the following reasons:

1. The proposed redevelopment is consistent with the Provincial Policy Statement.
2. The proposal conforms to the Growth Plan.

3. The proposal will permit development which will add to the variety of residential types including detached, townhomes and retirement homes, within a settlement area
4. The proposed development through the Official Plan Amendment would be consistent with the intent and purpose of the County of Peterborough Official Plan.
5. The proposed development will permit redevelopment that utilizes existing building infrastructure, municipal water and sewage services and utilities, which are available to the Subject Lands.
6. The proposal is compatible with the adjacent land uses/residential function of the area.
7. The proposal will add to the housing stock in the Township by modestly adding to the total number of houses across the County and Province.
8. The proposal is within walking and cycling distance to commercial, recreational and educational facilities and amenities in Norwood, supporting a healthy and active lifestyle for future residents.
9. The proposed redevelopment will not cause any environmental or public health and safety concerns to the public.

For the above reasons, we respectfully submit that the OPA and ZBA is appropriate and we respectfully request approval.

We certify that this report was prepared jointly by the identified authors and under the supervision of a Registered Professional Planner (RPP) within the meaning of the Ontario Professional Planners Institute Act, 1994.

Yours truly,

MHBC



David A. McKay, MSc, MLAI, MCIP, RPP
Vice President and Partner



Francis Kwashie, MSc, MES, MCIP, RPP
Associate



MHBC
P L A N N I N G
U R B A N D E S I G N
& L A N D S C A P E
A R C H I T E C T U R E

APPENDIX A

Appendix A: Draft Official Plan Amendment

As per the "Norwood Land Use Plan", the Subject Lands are designated as "*Institutional*". The purpose of the amendment is to change the land use designation to "*Residential*".



In summary, the County of Peterborough's Official Plan policies are in support of a land use change from Institutional to Residential. The proposed land use change is appropriate and compatible with the designation on adjacent lands in the neighbourhood.

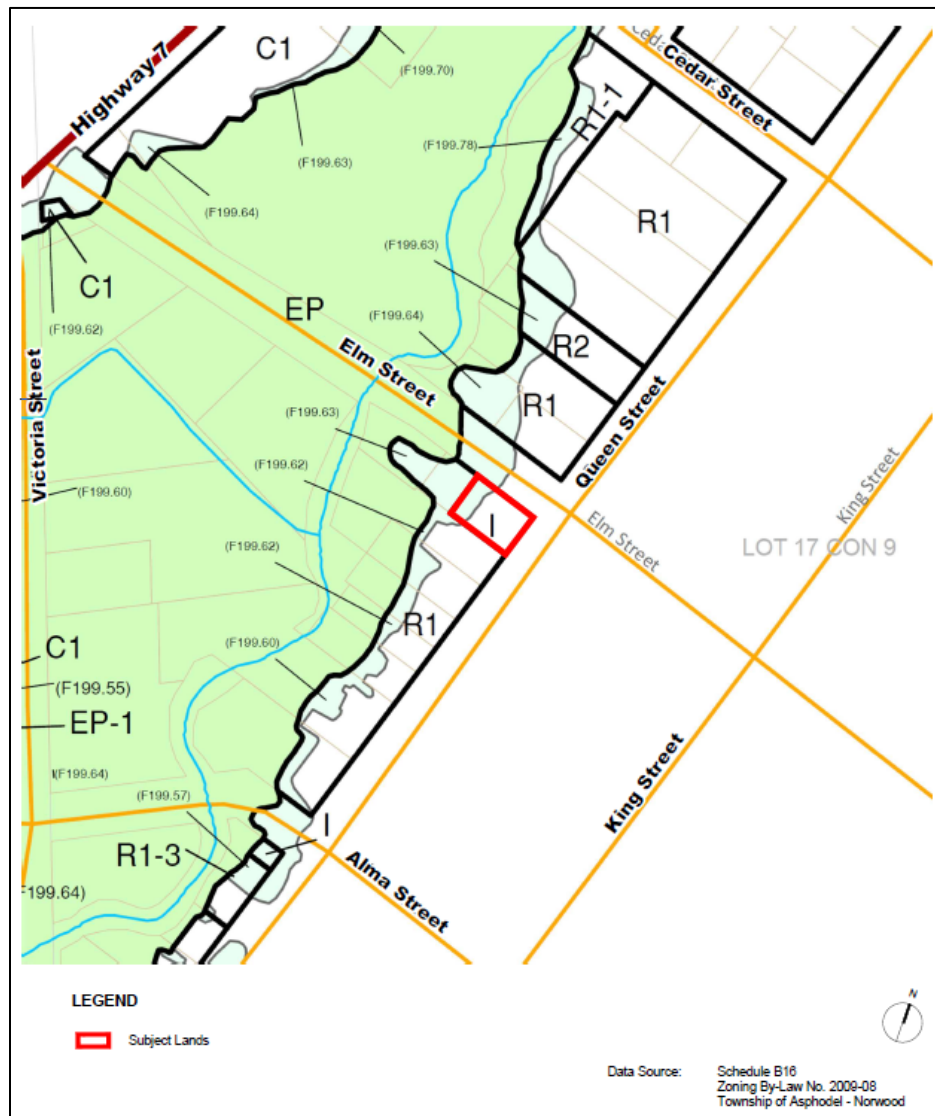
It is our professional opinion that the Official Plan Amendment is in keeping with the general intent and purpose of the County of Peterborough's Official Plan.

APPENDIX B

Appendix B: Draft Zoning By-Law Amendment

As per the “Town of Asphodel-Norwood Zoning By-Law Schedule B16”, the Subject Lands are zoned “Institutional (I)”. The amendment will rezone the Subject Lands to “Residential One (R1)” Zone and recognize the existing zoning standards associated with the existing building on the Subject Lands.

It is important to note that Subject Lands would comply with the zoning regulations under “Residential One (R1)” Zone except the existing front yard setback of 2.5 metres. The zoning regulations call for a minimum front yard setback of 6.0 metres in an R1 zone.



To permit the proposal, it is recommended that the Subject Lands be rezoned to follow the R1 provisions, while recognizing the existing front yard building setback of 2.5 metres:

Residential One Exception Zone (R1) 5.1.1 – Single Detached Dwelling	<ul style="list-style-type: none"> • Minimum Lot Area (municipal services): 464.5 m² • Minimum Lot Area (partial services): 2,044 m² • Minimum Lot Frontage (municipal services): 15 metres • Minimum Lot Frontage (partial services): 30 metres • Maximum Lot Coverage: 40% • Minimum Landscaped Open Space Requirement: 30% • Maximum Number of Dwelling Units per lot: One (1) • <u>Minimum Front Yard: 2.5metres in lieu of 6 metres</u> • Minimum Side Yard: 1.2 metres • Minimum Rear Yard: 6 metres • Maximum Building Height: 12 metres • Minimum Dwelling Unit Area: 92.9 m²
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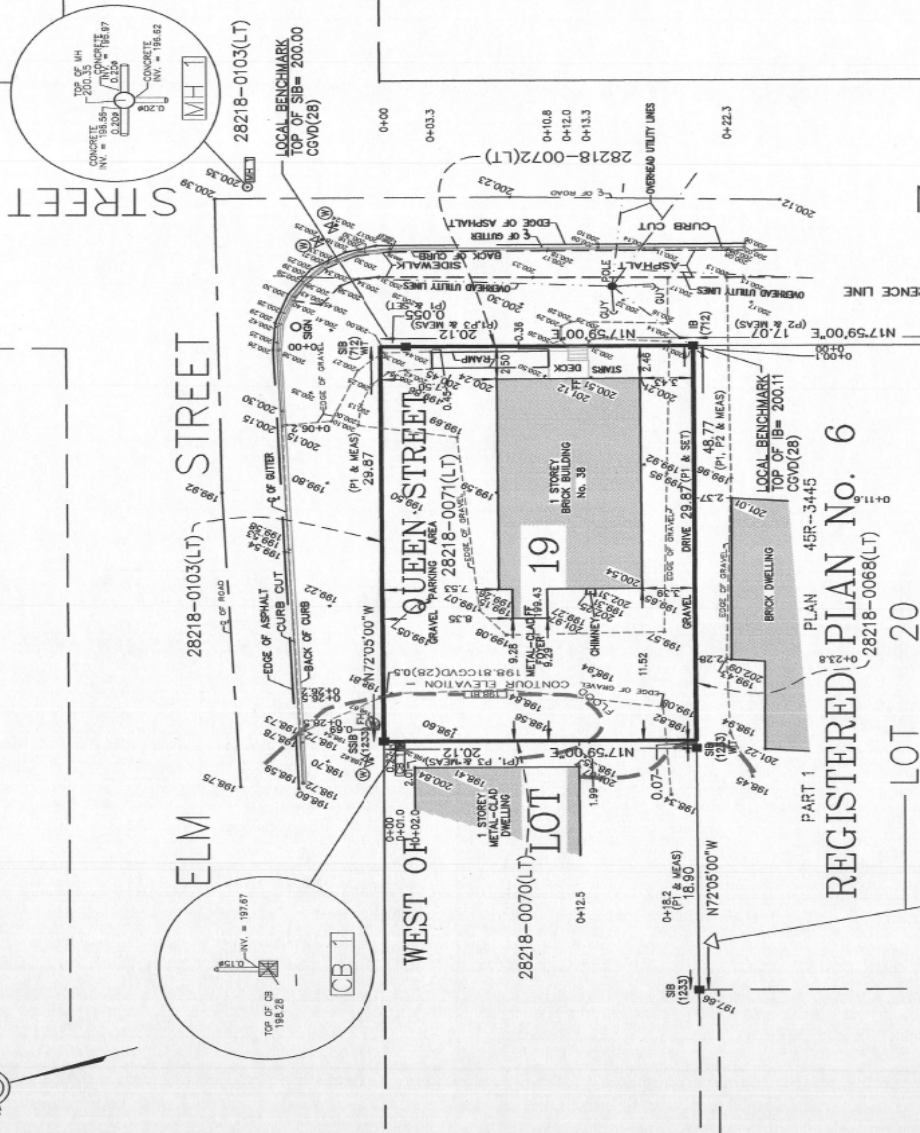
It is our professional opinion that the Zoning By-Law Amendment is in keeping with the general intent and purpose of the Township of Asphodel-Norwood Zoning By-Law.

Please refer to the Plan of Survey for reference.

PART OF LOT 19
WEST OF QUEEN STREET
REGISTERED PLAN No. 6
VILLAGE OF NORWOOD
TOWNSHIP OF ASPHODEL - NORWOOD
COUNTY OF PETERBOROUGH

METRIC:

DISTANCES SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048.



PART 2 - REPORT SUMMARY

THIS PLAN HAS BEEN PREPARED FOR THE USE OF:

CROWLEY FARMS NORWOOD LTD

REGISTERED EASEMENTS AND/OR RIGHTS OF WAY:

“NONE”

NOTABLE FEATURES:

NONE

COMPLIANCE WITH MUNICIPAL ZONING BY-LAWS:

NOT CERTIFIED BY THIS REPORT

SURVEYOR'S CERTIFICATE

I CERTIFY THAT:

- 1) THIS SURVEY AND PLAN ARE CORRECT AND ARE IN ACCORDANCE WITH THE SURVEYS ACT, THE SURVEYORS ACT AND THE LAND TITLES ACT AND THE REGULATIONS MADE UNDER THEM.
- 2) THE SURVEY WAS COMPLETED ON 7 APRIL, 2022

2) THE SURVEY WAS COMPLETED ON 7 APRIL, 2022

SIGNED AT LAKEFIELD, ONTARIO
THIS 28th DAY OF JUNE, 2022
REVISED ON 18th JULY 2022 TO:

CHRISTOPHER E. MUSCLOW
ONTARIO LAND SURVEYOR

We trust the enclosed materials are sufficient to deem the application complete and for circulation to commenting departments. However, if you have any questions or require anything further, please do not hesitate to contact us.

We certify that this report was prepared jointly by the identified authors and under the supervision of a Registered Professional Planner (RPP) within the meaning of the Ontario Professional Planners Institute Act, 1994.

Yours Truly,
MHBC



David A. McKay, MSc, MLAI, MCIP, RPP
Vice President and Partner



Francis Kwashie, Msc, MES, MCIP, RPP

Associate