



Committee Meeting of Council
October 11, 2011
at 7:00 p.m.



Tuesday, October 11, 2011

7:00 p.m.

Committee Meeting of Council Council Chambers, 2nd Floor

HELD UNDER THE STORY OF STREET STORY OF STREET

COMMUNITY SERVICES COMMITTEE

Tuesday, October 11, 2011 Page 1

Chairperson: Councillor Lawlor
Vice-Chair: Councillor Mendicino
Member: Councillor Vaillancourt

Ex-Officio: Mayor McDonald

CS-2001-35 Rezoning applications by Consolidated Homes Ltd. - Golf Club Road

(D14/2001/CHLTD/GOLFCLUB).

CS-2003-37 Condominium application by Rick Miller on behalf of New Era Homes Ltd.

- McKeown Avenue (D07/2003/NEHL/ MCKEOWN).

CS-2004-29 Rezoning and Plan of Subdivision applications by Rick Miller on behalf of

Grand Sierra Investments Ltd. - Sage Road (D12/D14/2003/GSIL/

SAGERD).

▶CS-2010-21 Official Plan Amendment, Rezoning & Plan of Subdivision

applications by Goodridge Planning Solutions on behalf of Jack & Helen Norman - Four Mile Lake Road (D09/D14/

D12/2010/NORMN/FOURMILE).

CS-2011-04 Motion moved by Councillor Mayne on January 24, 2011 re Designated

Off-Leash Dog Area (R00/2011/PARKS/DOGPARK).

CS-2011-16 Plan of Subdivision application by Miller & Urso Surveying Inc. on behalf

of 873342 Ontario Inc. (Kenalex Development Inc.) - Phase II, Trillium

Woods Subdivision (Booth Road) (D12/2011/KENAL/BOOTHRD2).

CS-2010-21

Draft recommendation:

"That the application to amend the Official Plan and the Zoning By-Law and the application for Draft Approval of a Rural Residential Estate Subdivision (22 Lots) by Goodridge Planning Solutions on behalf of Jack & Helen Norman for Concession 2, Part of the North Half of Broken Lot 13, Parcel 716 W/F, PIN 49127-0758 (LT) in the former Township of Widdifield be denied."

City of North Bay

Report to Council

Report No.: CSBU 2011 - 96

Date: October 4, 2011

Originator: Beverley Hillier, Manager, Planning Services

RECEIVED CITY OF NORTH BAY

Subject:

Supplemental Report

1300 Four Mile Lake Road, Jack and Helen Norman

OCT - 5 2011

RECOMMENDATIONS

1. That Council receive Report to Council CSBU 2011-96 for information CLERK'S DEPT.

2. That the application to amend the Official Plan and the Zoning By-law and the application for Draft Approval of a Rural Residential Estate Subdivision Application (22 Lots) by Goodridge Planning Solutions on behalf of Jack & Helen Norman for Concession 2, Part of the North Half of Broken Lot 13, Parcel 716 W/F, PIN 49127-0758 (LT) in the former Township of Widdifield be denied.

BACKGROUND

The applicants are requesting approval for a Draft Plan of Subdivision in order to permit the development of a twenty-two (22) lot Rural Residential Estate subdivision. The applicants are proposing to re-designate the property under the Official Plan from "Rural Area" to "Estate Development". The Applicants also propose to rezone the property from "Rural (A)" to "Rural Residential Estate (RRE)" under the City of North Bay's Zoning By-law No. 28-80.

At the final public meeting held on September 26, 2011 with respect to the proposed development a number of items were raised by Council and the applicant that require clarification.

Item 1 – Lot Creation in the Trout Lake Watershed

During his presentation on September 26, 2011 and July 18, 2011 Mr. Goodridge, the agent for the applicants, stated that the proposed development meets the general intent of the Official Plan.

In my opinion, this is incorrect. The Official Plan for the City of North Bay sets the direction that the municipality will grow and develop. The policies regarding development along major inflowing streams to Trout Lake was established in the early 1990s when there was a concern about the water quality of Trout Lake. These policies have strictly limited development on Trout Lake and its major inflowing streams, including Four Mile Lake.

The Official Plan Policy with respect to lot creation in the Trout Lake Watershed is very clear. Section 2.10.8.3 of the Official Plan states that "...it will be the policy of Council to continue to prohibit the creation of new lots...by consent, Plan of Subdivision or Plan of Condominium along the un-serviced shoreline of Trout Lake...the prohibition on lot creation also applies to lands within 300 metres of the One Mile Bay and Four Mile Bay..."

Mr. Goodridge has requested that Council approve the proposed subdivision as a "non-impact lot".

Section 2.10.8.7 of the Official Plan is clear that a "non-impact lots' are considered to be lots or parcels of record in excess of 300 metres from the Trout Lake shoreline or any major inflowing stream to Trout Lake...".

A majority of the subject lands are located within 300 meters to Four Mile Lake. The proposal does not meet the policies of the Official Plan for lot creation within 300 metres of Four Mile Lake.

Should Council approve this application numerous applications for new lot creation on Trout Lake or major inflowing streams to Trout Lake will likely be received. As discussed later in the report, this could amount to in excess of 170 new lots.

Item 2 - Noise Exposure Forecast (NEF) Contours

The Noise Exposure Forecast (NEF) Contours have been discussed in great detail at the various public meetings by the Airport Manager and Planning Staff.

Mr. Goodridge, through his presentation referred to two reports that were prepared for the City of North Bay; one in 2000 by Stantec and one in 2006 by EBA for the Land Use Master Plan at the Airport. Both of which showed current and projected use of the Airport in terms of NEF Contours. The Airport Board, Council and Staff are aware of these reports and their projections.

Through the development of the 2005 Land Use Master Plan for the North Bay Jack Garland Airport and the development of the City's New Official Plan (adopted in September 2009), Council has made a conscious decision to maintain the 1985 NEF Contours for the Airport.

The Provincial Policy Statement 2005, Section 1.6.7.2, states that "Airports shall be protected from incompatible land uses and development by:

a. prohibiting new residential *development* and other sensitive land uses in areas near *airports* above 30 NEF/NEP...

Except for a small sliver of property along the shore of Four Mile Lake, the entire proposed subdivision is above the 30 NEF Contour for North Bay Jack Garland Airport.

Section 2.10.25 of the City's current Official Plan states that "Notwithstanding Sections 2.10.22, 2.10.23 and 2.10.24, no severances or subdivision will be permitted above the 35 Noise Exposure Forecast Contour, shown on Schedules "A" and "B" of this Plan." Approximately two-thirds (2/3) of the property is above the 35 NEF Contour.

Regarding the protection of the long-term economic viability of the Airport, the Airport Manager Jack Santerre has indicated that the Airport is currently operating at the projections for 2015. The NEF Contours exist as a planning tool for the airport and the current NEF Contours will permit the airport to grow in the long term.

Mr. Santerre also indicated that the NEF Contours are not only based on the noise of aircraft but also the frequency. Currently the growth that the airport is experiencing is with fixed wing and testing of aircraft which continually take off and land.

Over and above the present aerospace and industrial operations, the City of North Bay and the Airport are investing considerable resources to develop vacant lands surrounding the Airport property for additional aerospace and industrial uses. Phase 1 of this initiative will see the city, the Provincial and Federal Governments invest \$5.6M to service 120 acres of vacant land. Future phases will service an additional 480 acres. This is in addition to the \$7.7M invested to construct a standpipe. It is envisioned that the Airport Industrial Park will house dozens of aerospace/industrial operations.

Residential land uses are considered to be a sensitive land use by Ministry of Environments Land Use Compatibility D-Series Guidelines. It is recommended that industrial operations and sensitive land uses be separated. The existing NEF Contours create a buffer around the new proposed Airport Industrial Business Park that will lessen the potential of a conflict arising between residential uses and aerospace/industrial operations.

Item 3 – Other Potential Developments

At the public meeting on July 18, 2011 Mr. Goodridge indicated that this application is the last of its kind that could be submitted before the new Official Plan is approved. This is incorrect. Until approval is received from the Ministry of Municipal Affairs and Housing, any application submitted would be reviewed under the current Official Plan. In addition, the lot creation policies for Trout Lake have remained largely the same in the new Official Plan. Therefore, the City could be received numerous other applications for lot creation on Trout Lake or its major inflowing streams.

Item 4 - Reduced Lot Subdivision

There has been discussion by the applicant and at the most recent public meeting regarding the option of reducing the number of lots in the proposed subdivision as a means of meeting the intent of the City's Official Plan. The planning rationale related to the proposal will not change if the development were 10 lots or the proposed 22 lots. In either case, the development would not meet the general intent of the Official Plan or be consistent with the Provincial Policy Statement 2005. In fact, the current policies of the Official Plan would not permit any new lot creation on the subject property.

Item 5 – Sudbury Development

During the presentations by Mr. Goodridge and Ms. Riley there was reference to a recent development approval in Sudbury on Whitewater Lake. It was stated that the developments were very similar and that Council should follow Sudbury's lead or risk losing at the Ontario Municipal Board.

I have spoken with Mr. Baskcomb, Director of Planning for Sudbury, to receive clarification on the Whitewater Lake development. Mr. Baskcomb has indicated that the issue was largely based on the capacity of the lake. The lake was not associated with Source Water protection (as is Trout Lake) and there were no fundamental policy issues related to the Official Plan or Provincial Policy Statement.

In my opinion, the Whitewater Lake development is a significantly different scenario than the one before Council. As discussed throughout this report, the proposal does not meet the intent of the Official Plan or conform to the PPS.

Item 6 - Expert Peer Review

Council questioned why a peer review was not completed on the work done by Mr. Michalski. Staff is of the opinion that a peer review is not required. There are fundamental policy issues related to the development both under the City's Official Plan and Provincial Policy Statement. Mr. Michalski's report does not negate the fact that the proposed subdivision is contrary to both the Provincial Policy Statement and the Official Plan.

Item 7 - Eastview Subdivision Comparison

With respect to the Eastview Subdivision at the end Northshore Road, this 13 lot subdivision is currently under construction. It was approved through a decision of the Ontario Municipal Board. The lots are considered to be "minimal impact lots" under the City's Official Plan. There is a criteria for new septic technology and monitoring of this technology with respect to phosphorus removal. Currently 3 septic systems are installed and testing on these systems is starting this year. No results have gathered on the systems to date. As previously discussed, the proposal before Council does not meet the criteria to be considered "minimal impact lots" under the Official Plan.

Item 8 - Aggregate

At the time the planning report was prepared, the applicant had only provided a study completed by their agent, Mr. Goodridge. Since that time the applicants have provided a study by Knight Piesold regarding aggregate potential on the property. While there is some value to this aggregate material, it is likely that it will not be extracted as a result of the proximity of the property to Four Mile Lake and surrounding residential developments. Planning Staff agree with this assessment and recognize that the policies with respect to aggregate in the Official Plan and Provincial Policy Statement are not as high priority as those regarding the NEF Contours and lot creation within 300 metres of Four Mile Lake.

Potential Impacts of Approval

Lot Creation:

Should Council approve the proposed subdivision in any form, it opens the Trout Lake lot creation policies to challenge by other landowners. Planning Services has done an evaluation to try to determine what the impact would be should this policy change. A very conservative estimate has determined that Council could see application for in excess of 170 should the lot creation policies on Trout Lake change. This does not account for the properties, such as the 4 remaining large parcels of land on Four Mile Lake, which could be severed into similar subdivisions as requested by Mr. and Mrs. Norman.

Noise Impacts:

The intent of both the City's Official Plan Policy and the Provincial Policy Statement 2005 with respect to lot creation within close proximity of the Airport is to protect the long term economic viability of the Airport.

Jack Santerre, Airport Manager, made a presentation to Council at the public meeting on September 26, 2011. He indicated that in his experience where residential uses have

encroached into the NEF Contours there are impacts on the operation of the airport including the potential for noise mitigation and potentially restricting the type of aircraft that are permitted to use the airport.

ANALYSIS/OPTIONS

Option #1:

That Council receive Report to Council CSBU 2011-96 for information purposes and that the recommendation contained in the Planning Report dated July 20, 2010 be brought forward for Council's consideration, being that the proposed Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision be denied.

Option #2:

That Council supports the proposed Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision Application for the creation of a 22-lot subdivision. Should Council choose this option, the application should be referred to staff for the development of conditions of draft approval.

RECOMMENDED OPTION/FINANCIAL IMPLICATION

Option #1 is the recommended option.

As discussed through this report and the Planning Report dated July 20, 2010 the proposed Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision does not meet the intent of the Official Plan nor is it consistent with the Provincial Policy Statement.

Respectfully submitted,

Beverley Hillier, MCIP, RPP Manager, Planning Services

BH/

W:\PLAN\RMS\C00\2011\CSBU\RTC\0096-SuppRpt-Normans.docx

We concur with this report and recommendations.

Jerry D. Knox

Managing Director, Community Services

David S. Linkie

Chief Administrative Officer

INTER OFFICE	
	City of North Bay
MEMO	Planning Services

To:

Cathy Conrad, City Clerk

From:

Peter Carello, Senior Planner, Current Operations

Subject:

Resolution No. 3 - Planning Advisory Committee

Date:

July 22, 2010

Quoted below is Resolution No. 3 passed at the regular meeting of the Planning Advisory Committee held on Wednesday, July 21st, 2010:

Resolution No. 3

"That the Planning Advisory Committee recommend the following to City Council:

That the proposed Official Plan Amendment, Zoning By-law Amendment and Rural Residential Estate Subdivision Application (22 Lots) by Goodridge Planning Solutions on behalf of Jack & Helen Norman for the property legally described as Concession 2, Part of the North Half of Broken Lot 13, Parcel 716 W/F, PIN 49127-0758 (LT) (Four Mile Lake Road), be DENIED."

Peter Carello

Senior Planner, Current Operations

North Bay Planning Advisory Committee

Resolution No. 3

Date:

July 21, 2010

Moved By: Mark Brug

Seconded By:

"That the Planning Advisory Committee recommend the following to City Council:

1) That the proposed Official Plan Amendment, Zoning By-law Amendment and Rural Residential Estate Subdivision Application (22 Lots) by Goodridge Planning Solutions on behalf of Jack & Helen Norman for the property legally described as Concession 2, Part of the North Half of Broken Lot 13, Parcel 716 W/F, PIN 49127-0758 (LT) (Four Mile Lake Road), be DENIED."

"CARRIED"

Chain

INTER OFFICE City of North Bay

MEMO

Chair and Members, Planning Advisory Committee

From:

Peter Carello, Senior Planner

Subject:

Proposed Official Plan Amendment, Zoning By-law Amendment and Draft Approval of a Rural Residential Estate Subdivision Application (22 Lots) by Goodridge Planning

Solutions on behalf of Jack & Helen Norman - Four Mile Lake Road, City of North Bay

Date:

July 20th, 2010

Recommendation

That the application to amend the Official Plan and the Zoning By-law and the application for Draft Approval of a Rural Residential Estate Subdivision Application (22 Lots) by Goodridge Planning Solutions on behalf of Jack & Helen Norman for Concession 2, Part of the North Half of Broken Lot 13, Parcel 716 W/F, PIN 49127-0758 (LT) in the former Township of Widdifield <u>BE DENIED</u>.

Site

The subject property is located along Four Mile Lake Road (see Schedule "A" attached), north-east of the North Bay Jack Garland Airport. The site has 810.0 metres (2,657.48 feet) of frontage on Four Mile Lake and an area of 39.53 hectares (97.67 acres).

The property is designated "Rural Area" in the City of North Bay's Official Plan and is zoned "Rural (A)" under the City of North Bay's Zoning By-law No. 28-80.

The property lies outside the City's Settlement Boundary and municipal services are not available to the property.

The property fronts onto Four Mile Lake and is within the Trout Lake Watershed. Four Mile Lake is identified as a major inflowing watercourse to Trout Lake, which is North Bay's source of drinking water.

Adjacent properties are mixed use. There is considerable residential development near the subject property. A large aggregate operation is in close proximity to the subject property, approximately 300 metres to the south. Jack Garland Airport, a Rural-Commercial property and a second large aggregate operation are also in close proximity.

Proposal

The applicants are requesting approval for a Draft Plan of Subdivision in order to permit the development of a twenty-two (22) lot Rural Residential Estate subdivision. The applicants are proposing to re-designate the property under the Official Plan from "Rural Area" to "Estate Development". The Applicants also propose to rezone the property from "Rural (A)" to "Rural Residential Estate (RRE)" under the City of North Bay's Zoning By-law No. 28-80.

Provincial Policy Statement (PPS 2005)

This proposal has been reviewed in the context of the Provincial Policy Statement (PPS 2005), the document which provides policy direction on matters of provincial interest related to land use planning and development.

Airports

The subject property is located near North Bay's Jack Garland Airport. Section 1.6.7 of the PPS 2005 provides direction regarding development near airports. This section of the PPS 2005 states that:

- 1.6.7.1 Planning for land uses in the vicinity of airports shall be undertaken so that:
 - a) the long-term operation and economic role of airports is protected; and
 - b) airports and sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent adverse effects from odour, noise and other contaminants.
- 1.6.7.2 Airports shall be protected from incompatible land uses and development by:
 - a) prohibiting new residential development and other sensitive land uses in areas near airports above 30 NEF/NEP, as set out on maps (as revised from time to time) that have been reviewed by Transport Canada; and
 - b) considering redevelopment of existing residential uses and other sensitive land uses or infilling of residential and other sensitive land uses in areas above 30 NEF/NEP only if it has been demonstrated that there will be no negative impacts on the long-term function of the airport;

The majority of the subject property is situated above the 35 NEF and all of the proposed new lots to be created through this application are situated above the 30 NEF, as established by Transport Canada. The proposed development would be in direct conflict with Section 1.6.7.2 of the PPS 2005, which prohibits the creation of new residential lots above the 30 NEF Contour.

Aggregate

Mapping provided by the Ministry of Northern Development and Mines identifies the subject property as being an aggregate resource area. Section 2.5.2 of the PPS 2005 discusses the protection of the mineral aggregate resources.

"In areas adjacent to or in known deposits of mineral aggregate resources, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if:

- a) resource use would not be feasible; or
- b) the proposed land use or development serves a greater long-term public interest; and
- c) issues of public health, public safety and environmental impact are addressed."

The applicants have claimed the subject property would not be a feasible source for aggregate extraction. The applicants' agent has provided some justification for his determination aggregate extraction is not feasible. The calculations utilized to estimate the value of the aggregate are based on a test pit drilled by the owner, with the results being evaluated by his agents. Further, the level of analysis provided by the applicants' agent is not of sufficient detail to adequately demonstrate the lack of feasibility.

As such, the applicants have not met Section 2.5.2.5 of the PPS 2005.

Section 2.5.2.4 of the PPS 2005 states "Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact".

As mentioned, there is a well established aggregate operation in short proximity to the subject property. A property to the south was once subject to a Zoning By-law Amendment to permit aggregate extraction and they have indicated their intention to expand their operations in this area in the future. Though this application was ultimately abandoned, due in part to the opposition of neighbouring residential property owners, owners of the aggregate operation have stated that it is their intention to expand their operations on this property.

Further residential development in the area would be incompatible with any future development or expansion of the aggregate operations to the south of the subject property. The proposal is inconsistent with Section 2.5.2.4 of the PPS 2005.

Water

Section 2.2 of the PPS 2005 provides direction to developments that will impact water sources. As this proposal will impact a watercourse that flows to Trout Lake, this Section of the PPS 2005 is pertinent to this application.

Section 2.2.1 of the PPS 2005 states that "Planning authorities shall protect, improve or restore the quality and quantity of water by:

- a) using the watershed as the ecologically meaningful scale for planning;
- b) minimizing potential negative impacts including cross-jurisdictional and cross-watershed impacts;...
- d) implementing necessary restrictions on development and site alteration to protect all municipal drinking water supplies"

The proposed development would result in a 22-lot rural residential estate subdivision on Four Mile Lake within the Trout Lake Watershed. The North Bay Mattawa Conservation Authority comments on Sections 2 and 3 of the PPS 2005 as part of their review of Planning Act applications on behalf of the City of North Bay. Both the City's and the North Bay Mattawa Conservation Authority's review of the applicants' proposal and accompanying studies conclude that this development is not consistent with this section of the PPS 2005. Their full comments are attached as Appendix A to this report.

Official Plan

The subject property is designated "Rural Area" in the City of North Bay's Official Plan, within the Trout Lake watershed. It has frontage on Four Mile Lake, a major inflowing watercourse to Trout Lake, the source of North Bay's drinking water supply.

Section 2.7.11 of the Official Plan is consistent with the Provincial Policy Statement with regard to the protection of lands surrounding an Airport Industrial Park. The current Official Plan as well as the new Official Plan for the City of North Bay adopted by Council and before the Ministry of Municipal Affairs recognizes the need to protect the Airport and its Noise Exposure Forecast contour for the future economic development for the City of North Bay.

The City of North Bay's Official Plan clearly states its intention to limit development in the Trout Lake Watershed. Section 2.10.7.2 states "It is the intent of this plan to strictly control or limit the nature and extent of development along the shoreline of Trout Lake, including second-tier or backshore development, development on islands in Trout Lake, development along streams flowing into Trout

Lake, as identified by the North Bay-Mattawa Conservation Authority on the schedule to the City of North Bay Fill, Construction and Alteration to Waterways Regulations and development in the Trout Lake Watershed in general. This will be achieved by generally prohibiting the creation of new lots which front on Trout Lake or on a stream flowing into Trout Lake, enforcing larger setback distances from the shoreline of Trout Lake or a stream flowing into Trout Lake, by discouraging the removal of natural vegetation within the setback zone, by enforcing appropriate stormwater management policies which minimizes flows, erosion, siltation and nutrients, by strictly regulating lot design features through environmental education. The general intent of these measures is to minimize the disturbance of shoreline ecosystems and where they are affected by development, to restore natural ecosystem functions. It is the objective of these controls to maintain or improve the existing level of water quality, to maintain or improve the existing level of aesthetic and recreational qualities and to improve the lake's fishery."

The proposed 22-lot rural residential estate subdivision is in contravention of the general intent of this policy.

As Trout Lake is the source of North Bay's drinking water, protecting its water quality is one of the fundamental objectives of the Official Plan. Section 2.10.8.3 is integral to achieving this goal, restricting the creation of new lots within 300 metres of Trout Lake and inflowing watercourses. This Section of the Official Plan states "it will be the policy of Council to continue to prohibit the creation of new lots or dwelling units by consent, Plan of Subdivision or Plan of Condominium along the un-serviced shoreline of Trout Lake over the next five (5) year review period. The prohibition on lot creation also applies to lands within 300 metres of the One Mile Bay and Four Mile Bay basins, major inflowing streams and watercourses flowing into Trout Lake"

The property is currently one parcel that is developed with a single detached dwelling unit. The proposed rural residential estate would result in a net increase of 21 new lots (for a total of 22 lots), each within 300 metres of Four Mile Lake. This would be in direct conflict with Section 2.10.8.3 and its stated intent of prohibiting new lot creation within 300 metres of major inflowing watercourses that flow into Trout Lake.

Section 2.10.8.7 of the Official Plan permits limited lot creation in the Trout Lake watershed when it can be determined that the new lots will be "non-impact lots".

This section states non-impact lots are those that are in excess of 300 metres from the shoreline of any major inflowing watercourse. New development proposals that are within 300 metres it must be accompanied by technical justification studies that demonstrate that the lots will not have a negative impact on the watershed.

Each of the proposed lots are within the 300 metre setback. The applicants did submit a Site Evaluation Report (SER), written by Michalski Nielsen Associates Limited. The report recommends standard septic technology and endeavours to identify appropriate locations for the placement of all the septic systems required to accommodate the 22 new lots.

The City of North Bay's Environmental Services Department reviewed the Site Evaluation Report in a memo dated January 29, 2010. The memo states the Michalski Nielsen Associates report is based on "a conventional rural development approach on the subject lands with no special controls based on the presence of an iron rich B soil horizon soil observed at 14 soil probe sites of which 3 were subject to limited chemical analysis. This report describes the unconsolidated surface cover (in Section 4.2) as "the majority of the property and adjacent lands are dominated by bedrock with shallow discontinuous mantle of tills and/or sediments". Ten of fourteen soil sample sites hit refusal (interpreted as reaching bedrock) at an average depth of 0.55m. The Northern Ontario Engineering Terrain Study Septic

System Capability Map (5044) suggests that this type of surface geology is rated as poor for siting septic systems. The Michalski Nielsen Report reference obscure literature and reaches general conclusions that are not accepted by the City as scientifically valid.

All of the proposed new lots are situated within 300 metres from Four Mile Lake's shoreline. Based on the applicants' inability to meet the 300 metre minimum setback from the Four Mile Lake and the City's and the North Bay Mattawa Conservation Authority's rejection of the Michalski Nielsen Associates' Site Evaluation Report, the proposal does not meet the test to be considered "non-impact lots" as described in Section 2.10.8.7 of the Official Plan.

Section 2.10.4 of the Official Plan discusses the establishment of Rural Residential Estates. Subsection c) states "each development shall be limited to twelve (12) lots so as to maintain the rural character of an area and to ensure that existing services are not overtaxed and no new services will be required".

The proposed Rural Residential Estate would create a twenty two (22) lot subdivision. This would alter the rural character of the neighbourhood by considerably increasing the population of the neighbourhood, which could result in an increase in demand for services. As such, the proposal is contrary to Section 2.10.4 of the Official Plan.

Schedule A2 of the Official Plan identifies the property as being a "Primary Aggregate Resource Deposit". Subsection i) of Section 2.10.4 of the Official Plan discourages locating Rural Residential Estates in close proximity to pits and quarries, stating that "locations chosen for rural estate development shall not infringe on lands with a potential for mineral aggregate, forestry and agricultural production, or lands with a potential for recreational development. In addition, rural estate development will not be permitted within 304m of legally existing pits and quarries".

The subject property is approximately 300 metres from a property that has a long-standing use as an aggregate operation. There have previously been incidents of conflict between the rural neighbourhood that surrounds Four Mile Lake and the aggregate operation. Creating a new 22-lot Rural Residential Subdivision would further compound this situation. As such, the subject application is contradictory to Section 2.10.4 i) of the Official Plan.

Based on the information provided, it is my professional opinion the proposed development is not in conformity with the Official Plan.

Zoning By-law

The subject property is currently zoned "Rural (A)". A "Rural (A)" zone permits the following uses:

- agricultural and forestry uses;
- cemeteries;
- commercial agricultural uses;
- conservation areas:
- hobby farm;
- public and private recreational uses;
- existing single detached dwellings and new single detached dwellings on a lot created pursuant to Section 50 or 53 of the Planning Act, R.S.O. 1990 as amended;
- accessory uses to the above; and
- accessory home based businesses in accordance with Section 3.35.

The applicants are proposing to rezone the subject lands to a "Rural Residential Estate (RRE)" zone.

The "Rural Residential Estate (RRE)" zone permits the following uses:

- single detached dwellings;
- local park and playground;
- accessory uses to the above; and
- accessory home based businesses in accordance with Section 3.35.

The proposed rural estate subdivision is able to meet all regulations of the Zoning By-law No. 28-80.

Correspondence

This proposal was circulated to property owners within 120 metres (400 feet) of the subject lands, as well as to several municipal departments and other agencies that may have an interest in this matter.

In terms of the correspondence received the Ministry of Transportation, Chief Building Official, Fire Prevention Officer, and the Secretary-Treasurer of the Municipal Heritage Committee offered no objections to the proposal.

The Director of Parks, Recreation and Leisure Services advises that the proposed parkland dedication is unacceptable as it is a low lying wetland area with a watercourse. It is unsuitable for future parkland development. The amount of proposed parkland dedication is less than half of the required 5% parkland dedication.

Engineering Design and Approvals stated that prior to the proposed Plan of Subdivision being approved; the applicants would be required to complete a Stormwater Management Plan. Also, the road width as shown would need to be extended to 26 metres.

The Manager of Environmental Services reviewed the proposed Plan of Subdivision from the perspective of meeting the general compliance with the City's Trout Lake watershed management policies, focusing primarily on the report completed by Michalski Nielsen Associates. The Manager of Environmental Services rejected the conclusions made in the Michalski Nielsen Associates' report. A copy of the memo outlining the Manager of Environmental Services' concerns is attached as Appendix A to this report.

The North Bay Mattawa Conservation Authority's Director of Planning and Development has stated they have been in consultation with the applicants since 2007 and have consistently stated they would be unable to support the subject application for numerous reasons. The Conservation Authority's primary concerns pertain to the proposed placement of the septic systems associated with this application. The NBMCA states "All of the proposed 22 lots are within 300 meters of the shoreline of Four Mile Lake.

The proposed location for the sewage disposal systems is generally 30-40 meters from Four Mile Lake. This proposal, similar to previous proposals, is not consistent with the Trout Lake policies and is <u>not supported</u> by the Conservation Authority. It is for this reason that the Conservation Authority is recommending that the City deny the application."

The NBMCA also rejected some of the conclusions made by the Michalski Nielsen Associates' report and the proposed impact the subdivision would have on the Lakeshore Capacity Model in place on Four Mile Lake. The NBMCA states "The Lakeshore Capacity Model takes into account the phosphorus load from conventional sewage disposal systems. The model does allow for the phosphorus load to be

varied if phosphorus abatement or phosphorus removal technologies are used. The handbook states that, "Currently the Ontario Government hasn't acknowledged any technologies (including phosphorus removal technologies) as being suitable to be installed with, or instead of small-scale subsurface sewage treatment systems for individual dwellings, cottages or other small buildings.

The Michalski Nielsen report "Site Evaluation Report – 1000 Four Mile Lake Road, City of North Bay" (August 2009) suggests that phosphorus will be retained in the native "B" Horizon soils and thus there will be zero to near-zero impact to Trout Lake. I would suggest it is premature to make such a statement of zero to near-zero impact in the absence of a Lakeshore Capacity Assessment and the detailed studies required for such an assessment. Due to the complex, scientific requirements of such an analysis, if the application were to proceed, it is recommended that the report be reviewed by a qualified professional and/or the Ministry of Municipal Affairs and Housing, through the one-window plan review process."

The NBMCA also noted concerns regarding the presence of an existing barn and its lack of conformity with Minimum Distance Separation Calculations. The NBMCA wrote "Section 2.3.3.3 of the PPS, 2005 states "New land uses, including the creation of lots, and new or expanding livestock facilities shall comply with the minimum distance separation (MDS) formulae." As you are aware, there is a small barn on the property which houses 1-2 horses. MDS calculations indicate a separation distance of 85 meters. The site plan submitted with the application did not indicate the distance from the barn to proposed lot lines; however, it would appear that the proposed easterly lot line of Lot #2 encroaches into this 85 meter setback, and thus would be in contravention of Section 2.3.3.3 of the PPS."

The NBMCA also expressed concerns regarding the natural hazards on the subject property, including "Four Mile Lake and its floodplain (359.85 meters C.G.D.); the noted areas of steep slopes; an intermittent tributary; and associated wetland areas."

The entirety of the North Bay-Mattawa Conservation Authority's comments is attached to the report as part of Appendix A to this report.

The City of North Bay received considerable correspondence from citizens regarding the proposed subdivision. The majority of the correspondence was opposed to the proposed Plan of Subdivision. The following summarizes the concerns expressed:

- <u>Water Quality of Four Mile Lake</u>: Residents of the area stated that they were concerned about the proximity of the proposed septic systems to Four Mile Lake's shoreline and the impact this would have on the water quality and phosphorus levels of Four Mile Lake.
- <u>Trout Lake Watershed</u>: As Four Mile Lake is part of the Trout Lake Watershed, many expressed concerns about the impact that this development would ultimately have on Trout Lake and the City's source of drinking water.
- <u>Character of the Neighbourhood</u>: Several individuals stated that the proposed development would be inconsistent with the rural character of the neighbourhood and were concerned that it would have a negative impact on their privacy.
- <u>Nature/Wildlife</u>: Several individuals expressed their concern that the proposed development would have a negative impact on wildlife located within the area.
- <u>NEF Contours</u>: One neighbour stated that she was concerned that the proposed development would negatively impact the community's economic base.

Two neighbours submitted letters in support of the proposed application. One neighbour was of the opinion people should have access to lakes within the municipality. Both expressed their opinion the proposed Plan of Subdivision would make use of state of the art technology that would mitigate any potential negative impacts on the neighbourhood, such as water quality, noise and light pollution.

The Planning Advisory Committee meeting was held on May 19, 2010 and was attended by a large proportion of neighbourhood residents. Ten members of the public made a formal presentation that evening, with eight of the presenters in opposition to the proposed development and two in favour. Most of the individuals that presented also submitted written correspondence. The opinions expressed at PAC are similar to the written correspondence and have been appropriately summarized in the bulleted list above.

Summary

The applicants pre-consulted with municipal Staff on several occasions over the last decade. The applicants were advised that their proposed Official Plan Amendment, Zoning By-law Amendment and Rural Residential Estate Subdivision would be in direct contravention to numerous policies contained in the Provincial Policy Statement (PPS 2005) and the City of North Bay's Official Plan and could not be supported. Formal rejection in the form of written correspondence was provided to the applicants on two separate occasions.

Despite this information, the applicants chose to proceed with the full knowledge that Planning staff could not recommend approval, based on existing policies.

The proposed 22-lot Plan of Subdivision would result in the creation of 21 new lots, each of which would be located above the 30 NEF. The applicants' agent stated "Appropriate mitigative methods are recommended to ensure conformity with Section 1.6.7". However, Section 1.6.7 of the PPS 2005 does not provide the opportunity for mitigation measures. The Provincial Policy Statement explicitly prohibits the creation of new lots above the 30 NEF contour. As the City of North Bay is investing considerable resources to establish a new aviation industrial park within the 1,000 acres of vacant land at North Bay Jack Garland Airport, protection of the integrity of the 30 NEF from incompatible residential land use has been addressed in the new Official Plan that was adopted by City Council and is before the Ministry of Municipal Affairs and Housing for approval.

Mapping provided by the Provincial government shows that the subject property potentially contains aggregate. The applicants' proposal is also not in conformity with policies under both the Provincial Policy Statement (PPS 2005) and the Official Plan regarding the protection of aggregate resources.

The subject property is situated near a large aggregate operation. The owners of the aggregate operation have purchased additional lands close to the subject property with the intent of expanding their operations in the future. Further residential development in the area would be incompatible with any future development or expansion of the aggregate operations to the south of the subject property that are protected by Section 2.5.2.4 of the PPS 2005.

The proposed subdivision is inconsistent with several policies in the Official Plan that focus on the protection of North Bay's source of drinking water, Trout Lake. Specifically, the proposed Plan of Subdivision is in direct conflict with 2.10.8.3, which prohibits new lot creation within 300 metres of a major inflowing watercourse, which includes Four Mile Lake and its tributaries.

The Site Evaluation Report submitted by the applicants recommends standard septic system technologies. Based on the applicants' inability to meet the 300 metre minimum setback from the Four Mile Lake and the City's and the North Bay Mattawa Conservation Authority's rejection of the Michalski Nielsen Associates' Site Evaluation Report, the proposal does not meet the test to be considered "non-impact lots" as described in Section 2.10.8.7 of the Official Plan.

The proposed development exceeds the maximum of twelve (12) lots that can be created by rural

residential estate subdivision, as outlined by Section 2.10.4 c) of the Official Plan. The intent of the policy to limit the number of lots created is to ensure that the rural character of the neighbourhood is maintained. The proposed twenty-two (22) lot subdivision is in excess of this policy and again is inconsistent with the intent of the Official Plan.

In reviewing the proposal, it is my professional opinion the application is not in conformity with the Official Plan and the end use is inconsistent with the Provincial Policy as set out in the Provincial Policy Statement (PPS 2005).

Peter Carello

Senior Planner, Current Operations

PC/dlb

attach.

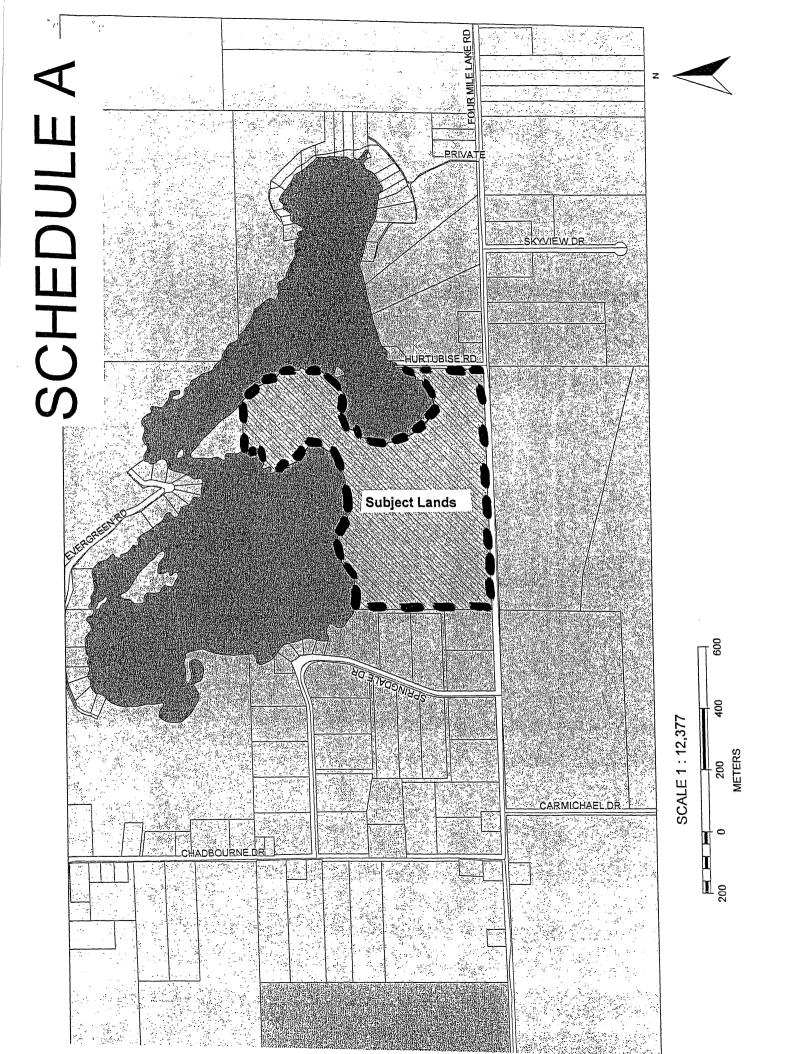
W:\PLAN\RMS\D14\2010\NORMN\FOURMILE\0004-PACReport-#795.doc

I concur with the recommendations contained in this report.

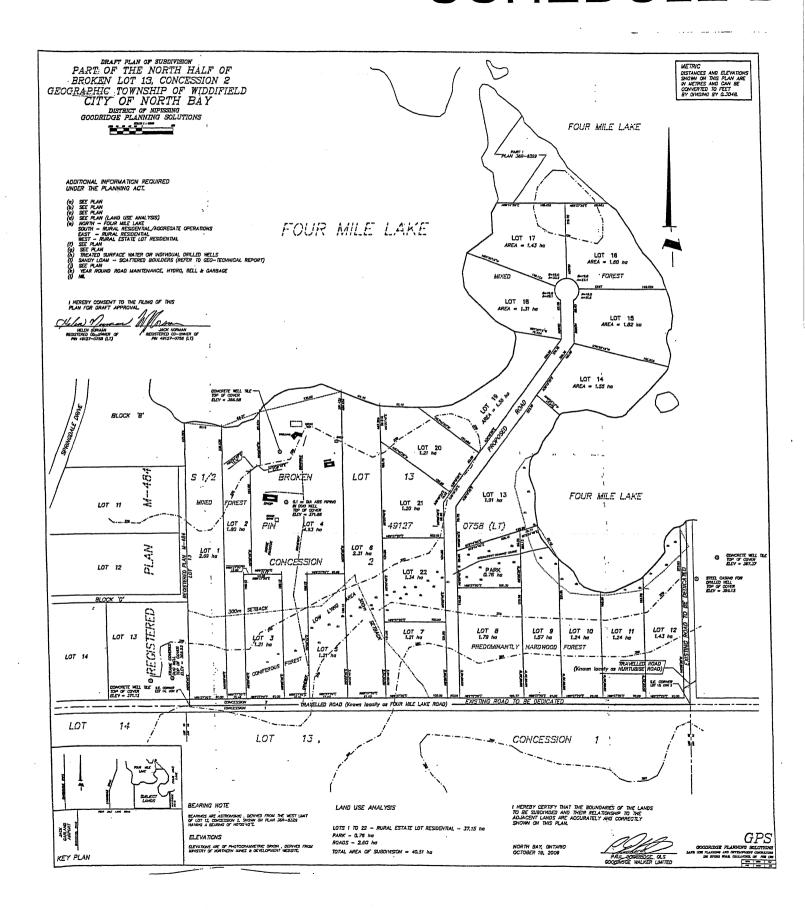
Steve McArthur Senior Planner

Jerry Knox

Managing Director Community Services



SCHEDULE B



Appendix A – City of North Bay's and North Bay Mattawa Conservation Authority's Analysis of the Site Evaluation Report By Michalski Nielsen Associates

INTER OFFICE	
	City of North Bay
MEMO	Engineering, Environmental Services & Works

To: Steve McArthur, Senior Planner

From: Peter Bullock, Manager of Environmental Services

Subject: Site Evaluation Report, 1000 Four Mile Lake Road, City of North Bay

prepared for Helen and Jack Norman (in support of a Plan of

Subdivision to Create 22 Lots)

File:

Date: January 29, 2010

I have reviewed the above report from the perspective of meeting the general compliance with the City's Trout Lake watershed management policies. The City of North Bay has established restrictive development policies within Trout Lake basin to protect the quality of water within levels deemed acceptable to the community and to protect aquatic habitat. These policies are part of a coordinated approach that is both comprehensive and interjurisdictional. The City's strategy relies on the Provincial Lakeshore Capacity Model which models enrichment impacts from development on lakes. The applicant has not properly modelled the impact of the proposed development on the receiving aquatic environments (both Four Mile Lake and Trout Lake) and offers no mitigation strategy to compensate for impacts that will result if the development is approved. The technical arguments that suggest that this assessment is not relevant are rejected. Should these arguments be accepted or imposed the impact to the City's ability to protect its natural resource features would be significantly affected.

Michalski Nielsen Associates predicates a conventional rural development approach on the subject lands with no special controls based on the presence of an iron rich B soil horizon soil observed at14 soil probe sites of which 3 were subject to limit chemistry analysis. This report describes the unconsolidated surface cover (in Section 4.2) as "the majority of the property and adjacent lands are dominated by bedrock with a shallow discontinuous mantle of tills and/or sediments". Ten of fourteen soil sample sites hit refusal (interpreted as reaching bedrock) at an average depth of 0.55 m. The Northern Ontario Engineering Terrain Study Septic System Capability Map (5044) suggests that this type of surfacial geology is rated as poor for siting septic systems. The Michalski Nielsen Report references obscure literature and reaches general conclusions that are not accepted by the City as scientifically valid.

The purpose of the submitted document is to force a confrontation with the City to give the developer an opportunity to challenge the Lakeshore Capacity Model approach to managing nutrients impacts from shoreline development on lakes and streams. In order for the City to defend its management approach and to protect Trout Lake and its contributing watersheds it will need to mount a proper defence supported with expert opinions. It is recommended that the City seek an independent review of this Site Evaluation Report prepared by Michalski Nielsen Associates so that a comprehensive defence strategy is properly defined and implemented.

Sent by Fax: 474-5928

From: 17054749793 ,JUL-16-2010 15:47

DATE:

TIME:

NORTH BAY-MATTAWA CONSERVATION AUTHORITY



July 16, 2010

Corporation of the City of North Bay 200 McIntyre St. E., P. O. Box 360 NORTH BAY, Ontario P1B 8H8

Attention: Peter Carello, Senior Planner, Current Operations

Dear Mr. Carello:

Re:

Proposed Plan of Subdivision, Official Plan Amendment & Zoning

By-Law Amendment - Norman Con. 2. Pt. N 1/2 Lot 13; Pcl. 716 W/F

1000 Four Mile Lake Road

City of North Bay

Our File No.: P31-33/NB/10

This office has received and reviewed the proposed application for a proposed Plan of Subdivision, Official Plan Amendment & Zoning By-Law Amendment for the abovementioned property. The following comments are based on a review of the application with respect to the mandate of the Conservation Authority: Ontario Regulation 177/06 (Development, Interference with Wetlands & Alteration to Shorelines & Watercourses) as per Section 28 of the Conservation Authorities Act of Ontario and Part 8 (Private Sewage Disposal Systems) of the Ontario Building Code. In addition to those comments, the Conservation Authority provides advice to the municipality with regard to Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the Provincial Policy Statement 2005, as well as conformity to the Official Plan and Zoning By-Law.

The Conservation Authority has pre-consulted with the applicants regarding development of this property since 2007. At that time the Conservation Authority stated that they would not support the creation of new lots on Four Mile Lake that were not consistent with the Trout Lake policies in the City of North Bay's Official Plan. Our position has not changed.

The Conservation Authority conducted site inspections on the property on June 10 and July 15, 2010. As you are aware, the property has frontage on Four Mile Lake which is part of the Trout Lake watershed. Four Mile Lake and creek would be considered an "inflowing" stream of Trout Lake. The main relevant sections of the Official Plan, in my opinion, are:

2

Section 2.10.8.3:

"Therefore, it will be the policy of Council to continue to prohibit the creation of new lots or dwelling units by consent, Plan of Subdivision or Plan of Condominium along the unserviced shoreline of Trout Lake over the next five (5) year review period. The prohibition on lot creation also applies to lands within 300 metres of the One Mile Bay and Four Mile Bay basins, major inflowing streams and watercourses flowing into Trout Lake as identified by the North Bay-Mattawa Conservation Authority and to further prohibit the creation of any new lot within 300 linear metres of the un-serviced shoreline of Trout Lake on lands deemed to constitute "second tier" or "back lot"."; and

Section 2.10.8.4:

"New lots may be created in keeping with the policies contained within Subsections 2.10.1, 2.10.4 and 2.10.24 of this Plan from existing Parcels that are considered "second tier" or that have a portion of the original parcel falling within 300 metres of the un-serviced portion of the Trout Lake shoreline or a major inflowing stream, provided that no portion of the lot to be created falls within 300 m of the un-serviced shoreline of Trout Lake or a major inflowing stream."

The City of North Bay adopted these and other policies to protect the water quality of Trout Lake, the source of the City's drinking water, and to ensure consistency with Section 2.2 of the Provincial Policy Statement (PPS), 2005.

All of the proposed 22 lots are within 300 meters of the shoreline of Four Mile Lake. The proposed location for the sewage disposal systems is generally 30-40 meters from Four Mile Lake. This proposal, similar to previous proposals, is not consistent with the Trout Lake policies and is <u>not supported</u> by the Conservation Authority. It is for this reason that the Conservation Authority is recommending that the City deny the application.

Although the Conservation Authority cannot support the application based on the Trout Lake Policies it is felt that it was important to note other concerns with the application. The Ministry of the Environment is the agency responsible for protecting water quality. The Ministry, in partnership with the ministries of Natural Resources and Municipal Affairs and Housing developed a Lakeshore Capacity Handbook to assist municipalities with assessing development on inland lakes and meeting their obligations under the PPS to protect water quality. The assessment is consistent with watershed management in that it considers upstream sources and downstream receptors when assessing the development capacity of a lake. All lakes have to be taken into consideration and modeled to make accurate predictions. To my knowledge a Lake

Capacity Assessment has not been undertaken for the subject application.

The Lakeshore Capacity Model takes into account the phosphorus load from conventional sewage disposal systems. The model does allow for the phosphorus load to be varied if phosphorus abatement or phosphorus removal technologies are used. The handbook states that, "Currently the Ontario Government hasn't acknowledged any technologies (including phosphorus removal technologies) as being suitable to be installed with, or instead of small-scale subsurface sewage treatment systems for individual dwellings, cottages or other small buildings.

The Michalski Nielson report "Site Evaluation Report – 1000 Four Mile Lake Road, City of North Bay" (August 2009) suggests that phosphorus will be retained in the native "B" Horizon soils and thus there will be zero to near-zero impact to Trout Lake. I would suggest it is premature to make such a statement of zero to near-zero impact in the absence of a Lakeshore Capacity Assessment and the detailed studies required for such an assessment. Due to the complex, scientific requirements of such an analysis, if the application were to proceed, it is recommended that the report be reviewed by a qualified professional and/or the Ministry of Municipal Affairs and Housing, through the one-window plan review process.

Section 2.3.3.3 of the PPS, 2005 states that "New land uses, including the creation of lots, and new or expanding livestock facilities shall comply with the minimum distance separation (MDS) formulae." As you area aware, there is a small barn on the property which houses 1-2 horses. MDS calculations indicate a separation distance of 85 meters. The site plan submitted with the application did not indicate the distance from the barn to proposed lot lines; however, it would appear that the proposed easterly lot line of Lot #2 encroaches into this 85 meter setback, and thus would be in contravention of Section 2.3.3.3 of the PPS.

Schedule A2 (Aggregate Resource Protection Areas) of the City of North Bay's Official Plan indicates prime aggregate resource deposits on the property. Section 2.5.2.5 of the PPS states that "In areas adjacent to or in known deposits of mineral aggregate resources, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if: a) resource use would not be feasible; b) the proposed land use or development serves the greater long-term public interest; and c) issues of public health, public safety and environmental impact are addressed. To my knowledge, the applicant has not addressed this issue.

Other points, for your information, are that the property is regulated by the Conservation Authority under Ontario Regulation 177/06, Development, Interference with Wetlands & Alteration to Shorelines & Watercourses (DIA). This regulation is pursuant to Section 28 of the Conservation Authorities Act of Ontario. There are natural hazard areas on this property including: Four Mile Lake and its floodplain (359.85 meters C.G.D.); the noted

4

areas of steep slopes; an intermittent tributary; and associated wetland areas. The Conservation Authority is the approval authority, in this area, for Part 8 of the Ontario Building Code (private on-site sewage disposal systems).

In summary, the Conservation Authority recommends refusal of the application as it is not consistent with: the Trout Lake Policies in the City of North Bay's Official Plan; and Section 2 of the PPS.

Trusting this is satisfactory. Should you have any questions, please do not hesitate to contact this office at 474-5420. For administrative purposes, please forward any decisions and resolutions regarding this matter.

Yours truly,

Paula Scott

Director, Planning & Development

ENGINEERING & WORKS COMMITTEE

Tuesday, October 11, 2011 Page 1

Chairperson:

Councillor Vrebosch-Merry

Vice-Chair:

Councillor Mayne

Member: Ex-Officio:

Councillor Bain Mayor McDonald

EW-2010-03

Report from A. Korell/J. Houston dated March 26, 2010 re Kate Pace

Way west end bike route connection between Memorial Drive and

Gormanville Road (R05/2010/KPWTR/WESTENDR).

GENERAL GOVERNMENT COMMITTEE

Tuesday, October 11, 2011 Page 1

Chairperson:

Councillor Chirico

Vice-Chair:

Councillor Koziol

Members:

Councillors Anthony, Maroosis

Ex-Officio:

Mayor McDonald

GG-2011-04

Motion from Councillor Anthony dated January 10, 2011 re Council

remuneration (F16/2011/CNB/COUNCIL).

GG-2011-16

Report from C.M. Conrad dated August 2, 2011 re Election campaign

signs (C07/2011/ELECT/GENERAL).

GG-2011-18

Report from D.G. Linkie dated August 31, 2011 re Power assisted

bicycles (T00/2011/TRANS/GENERAL).

ITEMS REFERRED BY COUNCIL FOR A REPORT

DATE	<u>ITEM</u>
March 29, 2005	Backflow Prevention Program survey of all industrial, commercial and institutional buildings (due September 2005).
April 28, 2008	Ways to assist the hospitals with making further appeals to the Province for financial assistance with the infrastructure cost increases.
September 21, 2009	Review, update and consolidation of Noise By-Law (due June 30, 2010).
March 8, 2010	Comprehensive Long-Term Financial Plan (due April 30, 2010).
May 3, 2010	Track the net financial benefits created through increased assessment as a result of the Airport Industrial Community Improvement Plan sites being developed.
June 28, 2010	On completion of Tender 2010-74 (Lakeshore Drive Outdoor Sports Complex Phase V - Completion of fields and associated appurtenances), a summary of the total cost of the project and funding sources.
December 30, 2010	Quarterly report on progress of WSIB appeal, error corrections and cost projections for 2011.
January 24, 2011	Comprehensive review of City owned Lake Nipissing accesses.
July 4, 2011	Comprehensive Status Report relating to BCIP (due July 2014).
August 2, 2011	Review of smoking at City facilities and commercial establishment patios.
August 15, 2011	Effectiveness of the Residential Rental Housing By-Law (due May 2013).