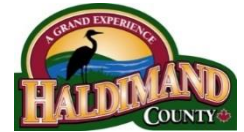

HALDIMAND COUNTY

Report PDD-12-2019 Zoning Amendment to Permit Educational Uses at HCCC in Partnership with Mohawk College



For Consideration by Council in Committee on April 16, 2019

OBJECTIVE:

To present an overview of the proposed on-going partnership with Mohawk College to offer college level training within Haldimand County (Caledonia and Dunnville) to residents that may not be able to access these courses via traditional methods as well as the key planning matters pertaining to a zoning by-law amendment to facilitate this program at the Haldimand County Caledonia Centre (HCCC).

RECOMMENDATIONS:

1. THAT Report PDD-12-2019 Zoning Amendment to Permit Educational Uses at HCCC in Partnership with Mohawk College be received;
2. AND THAT application PLZ-HA-2019-039 to pass a by-law to permit educational uses be approved for reasons outlined in Report PDD-12-2019;
3. AND THAT the proposal is deemed to be consistent with the Provincial Policy Statement (2014), Provincial Growth Plan (2017), and other matters of Provincial interest;
4. AND THAT the by-law attached to Report PDD-12-2019 be presented for enactment;
5. AND THAT the Mayor and Clerk be authorized to execute the attached Operating Agreement between City School by Mohawk College and Haldimand County respectively.

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Reviewed by: Mike Evers, MCIP, RPP, BES, Director of Planning and Development and Lidy Romanuk, BA, EcD, CEcD, Manager, Economic Development and Tourism

Respectfully submitted: Craig Manley, MCIP, RPP, General Manager of Community and Development Services

Approved: Donald G. Boyle, Chief Administrative Officer

EXECUTIVE SUMMARY:

Haldimand County staff in conjunction with Mohawk College are requesting an amendment to the Zoning By-law to permit educational and training uses at the Haldimand County Caledonia Centre (HCCC). The current, site specific zoning does not permit this activity. The desire to permit educational and training uses has been identified and initiated by Mohawk College's request to offer an Intensive Pre-Apprenticeship Training Program (IPAT) in their City School mobile classroom at the HCCC. In 2018, the programming for the mobile classroom was successfully offered at the Dunnville Arena as a pilot initiative as well as additional programming took place at the Caledonia library. Mohawk has expressed an interest in continuing the programming in both communities but reversing the offering to place the mobile classroom in Caledonia at the HCCC in summer 2019 and having additional programming at the Dunnville library in fall 2019. The focus of the subject report reviews key planning

matters related to permitting educational and training uses at the HCCC in general, permitting the City School mobile classroom on-site, and requirements to enter into a partnership with Mohawk College for locating the mobile classroom on County property (i.e. an agreement). It is Planning staff's opinion that the proposal is consistent with Provincial and County policy which encourages educational opportunities to be located at community hubs in walkable locations.

BACKGROUND:

In 2002, the subject lands were rezoned to a site specific 'Open Space (OS)' Zone to permit a number of specific uses including a library, aquatic centre, arena, place of assembly, ambulance station, and physiotherapy and rehabilitation centre. In 2008, municipal services including emergency services were included in the list of permitted uses. The purpose of the zoning amendments was to facilitate development of a multi-purpose recreational/activity complex, known locally as the Haldimand County Caledonia Centre (HCCC), which accommodates a library, arena, community centre and other recreational space. The site is adjacent to McKinnon Park.

Last year, Mohawk College approached County staff to offer cost-free, post-secondary education in Haldimand County. Report PED-EDT-06-2018 was presented to provide Council with an overview of the offer. City School is an initiative that was established in 2015 by Mohawk College, to provide community-based programming aiming to break down barriers to education and employment through increased access to college level courses. City School focuses on developing specialized learning programs and workshops to encourage gradual steps to post-secondary and employment pathways, and foster life-long learning. The programming is cost-free. Following Council's approval last year, Mohawk offered the Pop Up College 101 Course through the Caledonia Library at the HCCC and an introduction to Construction in the City School Mobile Trailer which was located at the Dunnville Memorial Arena and Lifespan Centre. No special zoning consideration was required for either program as the proposed programs and uses complied with the Zoning By-law.

This year, Mohawk College is requesting to reverse course offerings and locate the mobile classroom at the HCCC. The existing, site specific zoning does not permit standalone, educational and training uses at the HCCC, which necessitates the subject Zoning By-law Amendment Application. Rather than focusing solely on Mohawk College's program offering, staff are recommending that the site zoning be amended to permit educational and training uses not specific to one organization/institution. This approach will allow the mobile classroom described above and, at the same time, allow other educational and training uses in the future without the need for additional planning applications. The subject report will discuss both the permanent zoning for educational and training uses and permissions for the mobile classroom.

ANALYSIS:

This section will be broken down into planning considerations for permanent educational and training uses, economic development and planning considerations for the mobile classroom, and other considerations.

1. Planning Considerations for Permanent Educational and Training Uses

With regards to planning considerations for permanent educational and training uses, Planning staff have identified the following items:

1.1. Provincial Policy

1.1.1. Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The *Planning Act* directs that decisions affecting planning matters “shall be consistent with” the policies of the PPS. Through the PPS, the Province states that building strong communities is a provincial interest and it is to be addressed, in part, by accommodating an appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long-term needs. The PPS also requires planning authorities to promote active transportation between residential, employment and institutional uses and other areas. Overall, permitting educational and training resources in the urban area of Caledonia at a site with existing public and recreational facilities that is walkable is a benefit to the community. The proposal is consistent with the PPS.

1.1.2. Provincial Growth Plan (2017)

The purpose of the Growth Plan is to address challenges related to the forecasted growth and changes in the Greater Golden Horseshoe, and to ensure the protection and effective use of finite resources. The Growth Plan establishes a unique land use planning framework for the Greater Golden Horseshoe (GGH) that supports the achievement of complete communities, a thriving economy, a clean and healthy environment, and social equity. Part of the vision for the GGH is that residents will have easy access to food, shelter, education, health care, and information technology. Public services (including education) is envisioned to be co-located in community hubs that are broadly accessible.

Further, one of the ten guiding principles regarding how land is to be developed, resources are to be managed and protected, and public dollars are to be invested is to support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime. Complete communities are designed to provide convenient access to an appropriate mix of jobs, local services, public service facilities (including education), and a full range of housing to accommodate a range of incomes and household sizes. A component of complete communities is providing opportunities for active transportation. Overall, permitting educational and training resources at the HCCC (a community hub) which is walkable is a benefit to the community. The proposal conforms to the Growth Plan.

1.2. County Policy and Provisions

1.2.1. Haldimand County Official Plan (2009)

The Haldimand County Official Plan (OP) provides the avenue through which Provincial Policy is implemented into the local context. It also provides the framework for guiding land use changes in the County to 2026 by protecting and managing the natural environment, directing and influencing growth patterns and facilitating the vision of the County.

The HCCC is located within the urban and built boundary of Caledonia. The subject lands are designated a site specific ‘Residential’ designation. The special policy (HAL 38) affixed to the designation of the subject lands specifically permits a library, community hall, ambulance station and physiotherapy and rehabilitation centre on the same lot as an arena, aquatic centre, and Lions Hall.

The OP identifies that the residentially designated areas within each of Haldimand County’s urban communities (such as Caledonia) are expected to continue to accommodate attractive and functional neighbourhoods that provide a variety of housing forms and community facilities supportive of a residential environment. The OP permits community-oriented, institutional uses such as places of worship, cemeteries, **schools**, long term care facilities, community centres, libraries, cultural centres such as art galleries and museums, day care facilities, special needs housing, group homes, centres for the care, boarding and/or teaching of children and similar uses in accordance with the following:

- a) the use should generally be located in proximity to an arterial or collector road;

- b) adequate on-site parking must be provided, including provision for drop-off and pick-up facilities, where required;
- c) screening and buffering shall be implemented in accordance with subsection 5.F.1)1. of this Plan, as appropriate; and
- d) buildings are designed in a manner that reflects the character of the neighbourhood in which it is proposed, including consideration of the nature, scale and density of existing development in the vicinity.

The HCCC is an existing community hub. Educational and training uses can be accommodated in the existing building (i.e. library, Lion's hall, etc.) or as mobile temporary structures (as proposed for 2019 by Mohawk College). There is no new development proposed as part of this application nor is that the intent as the use is expected to be accommodated as described above. Should there be any proposal in the future, it would require detailed review by the County, including site plan control. This would provide the mechanism to ensure that any future development will be reviewed for conformity with the Official Plan policies and Zoning By-law provisions to ensure that future development is desirable and functional (from a technical perspective). Overall, the proposal conforms to the OP.

1.2.2. Town of Haldimand Zoning By-law 1-H 86

The purpose of the Zoning By-law is to control the use of land. It states exactly how land may be used, where buildings and other structures can be located, the types of buildings that are permitted and how they may be used, and the lot sizes and dimensions, parking requirements and setbacks from the street. Zoning by-laws are legally enforceable.

The HCCC property is zoned a site specific 'Open Space (OS)' Zone. Site specific provision 36.269 was affixed to the property in 2002 and permits a library, aquatic centre, twin pad arena, place of assembly, ambulance station, and physiotherapy and rehabilitation centre. Following the passage of By-law 71-HC-02, the HCCC facility was constructed. Municipal services including emergency services were included later in 2008.

While the OP designation permits educational uses on the subject lands, the current site specific zoning does not, save and except for within the library facility as an ancillary use. The OP sets out the County's general policies for future land uses and the Zoning By-law puts the plan into effect. Approval of the subject zoning amendment will legally implement the OP policies which permit educational uses on-site, provided certain policies are met (which they are).

Staff are of the opinion that the addition of educational training uses at the subject site is appropriate given it will fit well with the nature of the other uses on-site. In staff's view, it is a low intensity complimentary use that can be accommodated within existing facilities at the property (community centre, Remax Room, etc.) or via temporary structures as is proposed by Mohawk. Staff are proposing that the use be added to the site specific permissions for the site and that all existing provisions apply, including parking.

With respect to parking, the site parking standard (which is 413 stalls) is a customized zoning provision that represents a 'worst case scenario' for the property—i.e. all facilities in use at full capacity at one time. The probability of such event taking place is minimal based upon the fact that all usage is managed by Haldimand County, which would work to avoid any maximum usage conflicts. Further, the uses vary in terms of peak demand given the seasons (e.g. baseball diamonds vs. ice rinks). That rationale holds true for this application as well. It is anticipated that any additional school use would take place within part of the existing complex (thus removing another potential user already accounted for in the parking standard) or would be temporary/mobile in nature (such as the City School proposal from Mohawk College) and thus, would represent a minor and temporary condition that could be managed by the County in terms of potential for impact. In these situations, the building would effectively remove parking stalls for the duration of its stay and thus would impact on the ability to

comply with zoning. Staff recommend that the zoning for the site be amended to contain a provision that allows for a reduction of up to 10 stalls to accommodate mobile buildings that are placed at the site for a temporary period with the approval of the County via an agreement. This will allow for required flexibility in the zoning and ensures that the relief and permission are only granted once the County determines it is suitable. An agreement will be required for any use of County property by external organizations, which permits the County to review proposals for compatibility in terms of parking (among other items).

Overall, it is Planning staff's opinion that the proposal maintains the general intent of the overall Zoning By-law as it is meant to legally implement the OP which permits educational uses.

2. Economic Development and Planning Considerations for the Mobile Classroom

The structure of the subject zoning amendment would accommodate specific educational and training uses such as Mohawk College's City School mobile classroom. With regards to economic development and planning considerations for the mobile classroom, staff have identified the following items:

2.1. Rationale for the Mobile Classroom

Access to post-secondary education is recognized as a barrier for many rural communities including Haldimand County. While post-secondary institutions are situated nearby, there are many Haldimand residents that cannot attend these post-secondary programs for a wide variety of reasons including: insufficient financial resources to participate in post-secondary education, the lack of a high school certificate, no access to public transportation, and limited childcare resources, etc. In 2015, Hamilton based Mohawk College launched a new initiative called City School by Mohawk College (City School). City School is community-based programming aiming to break down barriers to education and employment through increased access to college level courses. City School focuses on developing specialized learning programs and workshops to encourage gradual steps to post-secondary and employment pathways, and foster life-long learning. This programming was offered at the Caledonia Library and Dunnville Memorial Arena and Lifespan Centre last year.

2.2. City School Mobile Classroom

In 2017, City School launched their mobile classroom (Attachments 1–4). It is a fully transportable and self-sufficient trailer. The mobile classroom is equipped to deliver a variety of training programs in any community. The City School mobile classroom is fully equipped with heating and air conditioning and runs on two diesel run generators. The trailer is fully accessible, fully lit inside and has access to Wi-Fi connectivity, however, there are no washrooms within the trailer. The availability of these facilities at the HCCC is a key reason for the choice of this location. The mobile classroom is connected to Mohawk's security system via Wi-Fi.

The mobile classroom is currently configured to offer classes in welding, electrical, carpentry and plumbing for up to 12 students, or general college delivery courses up to 20 students. While the concept of mobile learning is not new, Mohawk College is the first college in Ontario to bring post-secondary to underserved communities and provide an introduction to post-secondary education to those whom might not typically have access.

The City School courses are designed for individuals 19 years of age and older who are not attending high school or post-secondary school. Individuals who have not attained an Ontario Secondary School Diploma or equivalent are also encouraged to participate. City School includes not only college level training courses, but also, access to support and assistance to individuals in reaching their goals of post-secondary education or employment.

2.3. Last Years Programing in Haldimand County

In 2018, staff brought forward Report PED-EDT-06-2018 to seek approval to enter into a partnership with City School by Mohawk College to offer the following cost-free courses:

- a) **Pop Up College 101 Course** (at Caledonia Library)—an introductory course to post secondary education; and
- b) **City School Mobile Trailer** (at Dunnville Memorial Arena and Lifespan Centre)—introduction to Construction.

An agreement was signed between Haldimand County and Mohawk College for the use of Haldimand County property at the Dunnville Location. The space was provided free of charge.

Since the initial mobile offering in 2018 (Dunnville), Mohawk College has continued to demonstrate their commitment to provide localized access to post secondary opportunities for residents within Haldimand County. Throughout the planning process City School by Mohawk has partnered with Haldimand County, local employment services to determine the programming, timing and locations to best meet the needs of the community. Additionally, they have indicated their interest in continuing to offer opportunities across Haldimand County's communities beyond 2019.

Participation numbers for the first year offering this mobile classroom programming in the community were lower than anticipated. The mobile classroom in Dunnville ran only one cohort (two were proposed) with eight students registered. Of the eight registered students, three completed the programming. These three students went on to attend additional post-secondary education. Although the participation numbers were low, the conversion to full-time post-secondary programming (100%) is exceptional. Several factors led to enrollment challenges including:

- first introduction to this model of post-secondary programming in Haldimand County;
- late start in promoting programming; and
- challenges with late summer start dates for programming.

Mohawk has indicated in their experience it takes a few cohorts to gain momentum in new communities and do not feel that the enrollment numbers are an accurate reflection of the potential success of the programming. There are many less tangible benefits to partnership including:

- an established relationship with post-secondary programming offered within Haldimand County;
- opportunity to develop programming responsive to the needs of the community;
- access to post-secondary for vulnerable rural populations; and
- an ongoing commitment from Mohawk College to have a presence in our community.

Participation numbers for the first year offering the classroom programming through the library include five students completing the course and two students registering for college thereafter.

2.4. Proposed 2019 Programing

This year, Mohawk College is proposing to reverse the offerings such that the pop up college will be held at the Dunnville library branch and the City School mobile classroom will be located at the HCCC, which necessitates the subject report. The following changes are proposed:

- a) **Pop Up College 101–Dunnville**

Haldimand Public Library will provide meeting space for the courses at the Dunnville Branch. The courses are proposed to run from October to early December, two days per week (Tuesdays and Wednesdays), from 6 pm to 8 pm. The space will be provided free of charge and the existing library rental agreement will be signed by the required parties for use of space. The courses will remain cost-free.

- b) **City School Mobile Trailer–Caledonia**

This year, the mobile classroom is proposed to be located at the HCCC (Attachments 5 and 6).

For 2019, Mohawk College is proposing a more intensive pre-apprenticeship program called Intensive Pre-Apprenticeship Training Program (IPAT) (Attachment 7). The IPAT training is a cost-free, twelve week program. The course breakdown is as follows:

- One Preparation Module: Upgrades students' workplace resilience (academic fluencies, workplace expectations, foundational skills, workplace health and safety, etc.) while allowing the students to customize the rest of IPAT to meet their own individual goals.
- Three Skills Training Modules: Provides introductory pre-apprenticeship skills training specific to target occupations (e.g. millwright, carpentry, fitter/fabricator, etc.).
- Two Experiential Learning Modules: Immersive employer and college experiences to enrich students' understanding of real-world training and employment pathway possibilities.

This training will be offered Monday to Friday from June 17 to September 13. There will be two cohorts running simultaneously with one class taking place from 9 am to 12 pm and a second class from 1 pm to 4 pm. A total of twenty-four students can be accommodated with twelve students in the morning and twelve students in the afternoon.

An operating agreement (Attachment 8) will be required between Haldimand County and Mohawk College for the use of Haldimand County property. The agreement is the same as the agreement that was signed last year to locate the mobile classroom at the Dunnville Memorial Arena and Lifespan Centre with necessary modifications. The agreement outlines where the mobile classroom can be located at the HCCC (north of the water tower), the dates that the mobile classroom can be located on-site (June 17–September 20, 2019), and hours of operation (8:00 am–4:30 pm). The agreement identifies that the students may use the HCCC facilities and that residential waste and recycling can be placed at Haddington Street for collection. The agreement also contains clauses for insurance, damage, and breach of the agreement. The agreement is for one term. If Mohawk proposes to place the mobile classroom at the HCCC again in the future, a new agreement will be required.

Participants will have access to washroom facilities within the HCCC. The mobile classroom will be equipped with its own security system which will be monitored by Mohawk College 24 hours a day.

2.5. Planning Considerations for the Mobile Classroom

The proposed, general zoning amendment, a focus of this report, will permit the mobile classroom on the subject lands as well as allowing educational uses within the HCCC complex. Staff are recommending that relief of parking be provided for up to 10 stalls to accommodate the mobile classroom on-site (described in section 1.2.2 above). In terms of location at the site, the mobile classroom will not be visible from the road as it will be located north of the water tower (Attachments 5 and 6). The placement of the mobile classroom was chosen with the Manager of Facilities, Parks, Cemeteries and Forestry Operations to ensure the placement would not have a significant, negative affect on parking for the uses already established at the HCCC or any other functional aspects of the site (drive lanes, visibility, use of hydrants, water tower access, etc.). The Library CEO was also consulted to ensure the placement did not conflict with parking for any library programming. The draft, amending Zoning By-law is attached as Attachment 9.

2.6. Other Considerations

Other than Economic Development and Tourism Division paying the Zoning By-law Amendment fee of \$3,705.00, there are no substantial costs to Haldimand County. The washroom facilities at HCCC are required to be maintained regardless if the mobile classroom is placed on-site. Any additional maintenance as a result of increased usage would be minor in nature and absorbed into the current operating budget.

Further, the mobile classroom will be powered by diesel generators that supply power to the mobile classroom. The diesel generators have been reviewed by the Chief Building Official who holds a certificate from the Ministry of Environment (MOE) in Environmental Sound (EPA). According to the Chief Building Official, the sound level at this point of reception will be in compliance with the MOE's Noise Guidelines.

Community Outreach

An open house for the mobile classroom will be organized once the mobile classroom is relocated to HCCC (likely the week of June 17). The open house will provide an opportunity for interested community members and partners to tour the mobile classroom and receive information about the courses being offered.

Mohawk College will be preparing marketing materials to promote the courses being offered in both Caledonia and Dunnville. The marketing materials and course information will be widely circulated through local media and to key partnership following Council approval on this report.

FINANCIAL/LEGAL IMPLICATIONS:

The fees for this application include the zoning amendment fee of \$3,705. As this was not included in the 2019 Tax Supported Operating Budget, if supported by Council, there will be a negative variance in the Economic Development Administration cost centre estimated to be \$3,705. Corporately, the deficit or surplus for the tax supported operating budget is funded from or contributed to the Contingency Reserve.

STAKEHOLDER IMPACTS:

Bell Canada: No comments received.

Canada Post Corporation: Please be advised that Canada Post does not have any comments on this application for a temporary mobile classroom as this will not affect mail delivery.

Mississaugas of the Credit First Nation: No comment received.

Six Nations Council: No comment received.

Hydro One: No comment received.

Union Gas: No comment received.

Emergency Services/Fire Department: No objections.

Planning and Development–Development and Design: The trailer would be parked in front of the hydrant, which would likely be a concern for maintenance and in the event of an emergency. Although there is a second hydrant located within 300 metres, there still may be a conflict with locating the trailer in that area.

Planning Comment:

Staff have worked with the Fire Department and Building staff to move the mobile classroom further north to ensure it does not obstruct access to the fire hydrant. The Fire Department has agreed to the mobile classroom's location.

I have noticed several movements of County vehicles in and out of the fenced yard around the water tower. The proposed location might disrupt or inconvenience County vehicle movements.

Planning Comment:

The Water and Wastewater Supervisor has been consulted and he has no concerns with the mobile classroom being located adjacent to the water tower compound provided the entrance and exit to the fenced compound is kept clear (which is will be).

Health Unit: No comments from us regarding this application.

Chief Building Official: Given the information provided, I have calculated what the generator sound level would be at the nearest residential (noise sensitive space) point of reception being townhouses on Haddington Street. According to my calculations the sound level at this point of reception would be in compliance with the Ministry's Environmental Noise Guidelines found within NCP 300, specifically the daytime exclusionary limits. Also, the sound levels from the Kubota–single phase generation would be expected to be below the daytime ambient for this area.

Given the proposed use is temporary in nature and the sounds generated at the source are limited to the generators and considering that the area is surrounded by commercial and recreational land uses with the townhouses on Haddington being the only noise sensitive space in the area, I do not believe a full noise study would be required.

Building and Municipal Enforcement Services: I am okay with the classroom location and welding inside the building. It appears the Fire Department is okay with the location. No building permit is required.

Economic Development & Tourism Division (EDT): The partnership with Mohawk College provides post-secondary training within Haldimand County and is a benefit to local residents. Our division is working closely with Mohawk College to facilitate this partnership as well as promote the opportunity widely across the County. EDT will also ensure other key partners are made aware of this opportunity upon Council's approval.

Municipal Property Assessment Corporation: No comments received.

Environmental Operations: Solid Waste management has no objections. Solid Waste management would like to suggest that EDT staff coordinate communications between Mohawk College staff and Haldimand County's Facilities, Parks, Cemeteries and Forestry Operations staff to advise of waste and recycling schedule.

Facilities, Parks, Cemeteries & Forestry Operations: The location of the mobile classroom will work well for us. I have no objection to the reduction in parking during the months of May–September.

Corporate and Social Services: I am okay with the Agreement template from the Dunnville location being uses for the new HCCC location with appropriate amendments.

Community Partnership Liaison: No comments received.

REPORT IMPACTS:

Agreement: Yes

By-law: Yes

Budget Amendment: Yes

Policy: No

ATTACHMENTS:

1. Mobile Classroom Specifications.
2. Mobile Classroom Floor Plan.
3. Mobile Classroom Side View.
4. Mobile Classroom Rear View.
5. Mobile Classroom Location.
6. Mobile Classroom Location Detail.
7. IPAT Details.
8. Agreement.
9. Draft Amending Zoning By-law.