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# HALDIMAND COUNTY

## Report PDD-27-2020 Recommendation Report – Applications for Gateway Commercial - (Caledonia) Ltd.



For Consideration by Council in Committee on August 25, 2020

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### OBJECTIVE:

To consider a proposed amendment to Haldimand County Official Plan and Town of Haldimand Zoning By-law 1-H 86 to facilitate the development of the Gateway Commercial (Caledonia) Plan of Subdivision which includes a commercial and residential development of up to 1,255 housing units.

### RECOMMENDATIONS:

1. THAT Report PDD-27-2020 Recommendation Report – Applications for Gateway Commercial - (Caledonia) Ltd. be received;
2. AND THAT applications PLOP-HA-2019-059 to amend the Haldimand County Official Plan by McClung Properties Limited be approved for reasons outlined in Report PDD-27-2020;
3. AND THAT applications PLZ-HA-2019-060 to amend the Town of Haldimand Zoning By-law 1-H 86 by McClung Properties Limited be approved for reasons outlined in Report PDD-27-2020;
4. AND THAT the by-law attached to Report PDD-27-2020 to amend the Town of Haldimand Official Plan be presented for enactment;
5. AND THAT the by-law attached to Report PDD-27-2020 to amend the Town of Haldimand Zoning By-law 1-H 86 be presented for enactment;
6. AND THAT the application is considered to be consistent with the Provincial Policy Statement (2020), Provincial Growth Plan (2019), and other matters of Provincial interest.

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**Approved:** Craig Manley, MCIP, RPP, Chief Administrative Officer

### EXECUTIVE SUMMARY:

Applications for a Draft Plan of Subdivision and accompanying Official Plan and Zoning By-law Amendments have been submitted by Gateway Commercial (Caledonia) Ltd. to facilitate a residential and commercial development in Caledonia. The proposed development will consist of a total maximum of 1,255 residential units and commercial space as outlined below:

- single detached dwellings with a maximum yield of 439 units;
- street fronting town homes with a maximum yield of 149 units;
- three blocks with a proposed maximum build-out of 667 units, consisting of townhomes and apartments;

- a commercial block proposed for approximately 12,000 square metres (130,000 square feet) of commercial space; and
- Park and open space approximately 19 hectares (47 acres).

This report is being presented to Council for consideration of the Official Plan and Zoning By-law Amendment. The development satisfies Provincial and County policy frameworks, is considered feasible and functional from an engineering perspective, and addresses matters of public interest. The proposed Official Plan amendment would establish the intended land use and Zoning will implement permissions for the overall development and will include special provisions allowing for a range of alternative setbacks, lot area, and frontage standards. The required public meeting was held June 16, 2020 and no community concerns were raised.

## **BACKGROUND:**

### **Evolution of the Subject Proposal**

The proponents began preliminary discussions with the County in May of 2018. Subsequent meetings with staff and the proponent led to a formal pre-consultation meeting on October 18, 2018. An application was submitted on April 10, 2019 and processing began. Several additional studies were required and provided in early part of 2020 to allow for full assessment of all project components to take place. The full submission including all outstanding reports were received by the County on January 30, 2020.

A public meeting was held to introduce the application and provide an analysis and background of the applications. PDD-17-2020 was received as information by Council in Committee on June 16, 2020. The basis of the information report was to present Council with an analysis of the Planning Policy with the Provincial Policy Statement (2020), the Growth Plan (2019) and the Haldimand County Official Plan. Information Report PDD-17-2020 further examined the technical portion of the applications. Through review of the stormwater management, functional servicing report and other technical reports, staff are satisfied and have no concerns with regard to the proposed servicing and functionality of the proposed site. Staff are confident that all minor revisions to reports or further technical review can be captured through the draft plan conditions and the detailed design stage of the project.

At the June 16<sup>th</sup> public meeting, Council raised questions regarding the completion of the proposed elementary school in the Avalon subdivision. A representative of the School Board confirmed that they have applied for funding and will continue to re-apply until funding is granted. However at the time, the school board cannot confirm the anticipated start date.

In terms of public comments received as part of the first public meeting, an email was received from a neighbour expressing concerns of what impact the development would have on the mature trees located on their property. Staff communicated with the property owner and provided the concerns to the proponent as well. Staff have made note of these concerns and will ensure that through site plan controls and draft plan conditions the details relating to tree protection are included and implemented. The concerned area is adjacent to Block 43 as shown on Attachment 7.

Further to an email received from the Public, email correspondence was received by the Six Nations of the Grand River expressing interest in the Environmental Impact Analysis that was submitted as part of the application. The questions, comments and concerns were forward to the proponent for response, which was received and sent back for review by Six Nations. No further correspondence has been received at the time of authoring of this report and it is believed that the technical questions have been satisfactorily addressed.

Based on the current pandemic, a typical public information open house spearheaded by the developer could not be held. In lieu of an open house, the applicant invited the public to provide input on the

application virtually. A notice to provide input and view a virtual presentation was circulated to neighbours within the 120 metre radius of the property. The proponent confirmed for staff that no comments were submitted by the public or participated in the virtual open house. Staff note that discussions related to the 'Caledonia Gateway' subdivision have also included preliminary discussion of future development opportunities for the 'Georgia Pacific' lands to the south. All design for 'Caledonia Gateway' has taken into consideration the potential for development to take place on those abutting lands, including road networks and connectivity, even though no formal applications have been received to date.

## Location and Description

The subject lands are located at the southwest corner of Argyle Street and Haldimand County Road 66 and are described as Range 1 East of Plank Road, Lots 8 and 9, Registered Plan 18R7464, Urban Area of Caledonia, Geographic Township of Seneca, known municipally as 600 Argyle Street North, 26, 80 and 132 Haldimand Road 66 (Attachment 1).

The lands are comprised of previously separate lots that have been merged into one parcel. The lands are generally flat in nature and were previously used for agricultural purposes. Two single detached dwellings located on the site which front Haldimand Road 66, are to be demolished in order to facilitate the proposed development.

The lands to the north consist of a mix of uses including Drummond Manufacturing and TN Welding & Mechanical Ltd., six single detached dwellings, as well as Gateway Church. Immediately south of the site is the former Georgia Pacific Gypsum plant site, which has not operated since 2015 and has seen most of the buildings now removed as a part of site remediation and as a prelude to redevelopment. The lands to the east of the site consist of the 'Avalon' subdivision which will consist of approximately 2,718 units upon full build out, and the lands to the west across Highway 6 is the industrial subdivision with main uses being manufacturing, light industrial and commercial uses. The subject lands contain tributaries of Seneca Creek across the southern portion of the subject lands and a significant woodland has been identified on the east on the site. Chippewa Trail is located to the northeast of the site and the proposed development will incorporate connecting trails as part of the Master Trails Plan for Haldimand County.

## Subject Application/Development Proposal

The proposed development referred to as 'Gateway' continues to be reviewed by staff, with the overall proposal to facilitate residential and commercial development in Caledonia, as seen in the Draft Plan of Subdivision and Concept Plan (Attachments 2 and 7). The **residential component** consists of a maximum total yield of 1,255 residential units. That unit total is composed of:

- Single/semi-detached units with a maximum yield of 439 units;
- Street townhome units with a maximum yield of 149 units;
- Block 43 (Attachment 4) is proposed to consist of condominium townhomes with a maximum yield of 113 units;
- Block 44 (Attachment 5) is proposed to consist of freehold townhomes and apartment units with a maximum yield of 204 units; and
- Block 45 (Attachment 6) is proposed to consist of apartment units as part of mixed use development with a maximum yield of 350 units.

While the maximum anticipated yield is noted as (tallies to) 1,255 units, the proponent (Empire) anticipates the total at project build out to be approximately 884 units. This is the experience with all of their projects (including Avalon) – i.e. there is a 'maximum' yield which they could achieve if every single unit/lot were to be the smallest possible size. However, experience proves that never happens and the market evaluation completed leads to the 'anticipated' total, which again is 884 units, the yield used to calculate servicing allocation for the project.

The commercial component consists of 12,000 square metres (130,000 square feet) of commercial space within the proposed commercial block at the west end of the site. The proponent is proposing a range of commercial uses that include a supermarket, general merchandise stores, restaurants and neighbourhood services. This will be spread over 5 (five) buildings, 6 (six) mixed use buildings, and will include a public square suitable for gathering and general use. The majority of the mixed use buildings will be one to three storeys in height, while the buildings fronting onto 'Street C' are proposing up to a maximum of six storeys.

The proposed development will have access from Haldimand Road 66, a connection to the property to the south, and the potential future subdivision development on the Georgia Pacific (GP) lands, which would also have an access point on Argyle Street. Attachment 3 illustrates the location of the subject lands relative to the neighbourhood to the south and the Avalon development to the east. A new parkette (Block 46, measuring 0.26 hectares/0.6 acres) will be provided east of 'Street I' and west of Block 56. The parkette will be conveyed to the County. As a future condition, Staff may request that cash-in-lieu for parklands be provided until such time the park is deeded to the County. This ensures that parkland is addressed. As shown in the attachment 3, a preliminary design concept for the GP lands to the south (to potentially be developed by Empire) shows additional residential development and a major recreational lands component, including sports fields and buildings. The subject development would benefit from such a project and is being planned to have direct connections into the GP property to enable future potential benefit and community connectivity.

The proponents are also proposing two stormwater management ponds through the site that will function to serve the development and be integrated with the green space as seen in attachment 7.

## **ANALYSIS:**

All matters pertaining to Provincial and County policy frameworks were reviewed and appropriately addressed as part of the previous information report PDD-17-2020. Since there are no issues with the principle of land use, a detailed planning analysis was not required for this report. Instead, only an Official Plan and zoning overview is provided below.

### **Provincial Policy**

Previously, report PDD-17-2020 assessed compliance with density targets, servicing approaches and complete community design through the Provincial Policy Statement (2020) and the Growth Plan (2019). Staff's assessment concluded that the proposed commercial and residential development will maintain the density targets that stem from Provincial policy (and which are set out in the Official Plan) and represents efficient and responsible long-term planning. The development is appropriate as it is located within the urban boundary of Caledonia and is phased to follow the growth and housing market.

### **Official Plan Policies**

The application to amend the Haldimand County Official Plan is to facilitate commercial and residential development. The current lands are designated 'Urban Business Park', site specific policy area 20, 'Hazard Lands' with a Gypsum overlay. The applications are proposing to re-designate the lands to 'Commercial,' 'Residential,' 'Hazard Lands' and to remove the Gypsum overlay.

As part of report PDD-17-2020, staff presented a full analysis against the policies of the Haldimand County Official Plan. The analysis focused on the conversion of employment lands and other such policies that identify appropriate residential development. To assist in determining the acceptability of the proposal and the impacts to the current policy framework, the applicant submitted an Employment and Residential Land Needs Analysis and Retail Analysis completed by Urbanmetrics. The reports provide support that the commercial development will aide in the surplus of employment lands that Haldimand County currently has. This has been concluded as part of the land supply analysis

completed for the County by Watson & Associates. The conversion of employment lands will have no negative long term impact within the County, allowing for a complete development and maintaining density of people and jobs per hectare as previously mentioned in the report and will have no negative impact on Major Industrial Parks or other industrial areas.

The draft Official Plan amendment (see attachment 4) outlines the removal of site specific policy 20, removal of the overlay of Gypsum Deposit, and re-designates the lands to Commercial with a Site Specific Policy, Residential and Riverine Hazard Lands. The amendment sets the framework and will facilitate the appropriate land use for the proposed development, including zoning which is described in the section below.

### **Town of Haldimand Zoning By-law 1-H 86**

The Town of Haldimand Zoning By-law 1-H 86 regulates the use of land in the County by stating exactly: how land may be used; where buildings and other structures can be located; types of buildings that are permitted and how they may be used; and the lot sizes and dimensions, parking requirements, building heights and setbacks from the street. New development that does not comply with the Zoning By-law is not permitted.

The subject lands are currently and predominately zoned 'Development (D), Hazard Lands (HL) and General Industrial (MG)' Zone. The southern and eastern portion of the subject lands associated with the Seneca Creek Valley tributary is currently zoned 'Hazard Lands (HL)' Zone. The proponents are requesting to rezone the subject lands to the following (see Attachment 5):

1. "Urban Residential Type 1-B (R1-B)" Zone to permit single detached and semi-detached dwellings with special provisions for customized setbacks, lot area and frontage, etc.
2. "Urban Residential Type 4 (R4)" Zone for to street townhouse dwellings and, as an alternative, single detached and semi-detached dwellings with special provisions for customized setbacks, lot area and frontage, etc.
3. "Urban Residential Type 4 (R4)" Zone to permit condominium for townhouse development with special provisions for customized setbacks, lot area and frontage, etc.
4. "Urban Residential Type 4 (R4)" Zone to permit apartments, back-to-back townhouses, street townhomes or group town homes with special provisions for customized setbacks, lot area and frontage, etc.
5. "Hazard Land (HL)" Zone with a special provision to prohibit site alteration and development to ensure natural feature protection, floodplain protection, and archaeological resources protection.
6. "General Commercial (CG)" Zone to permit the commercial development with special provisions.
7. "Open Space (OS)" Zone to establish parks, open space and stormwater management ponds.

In general, the customized zone provisions for the residential developments are intended to allow for efficient use of land; a more dense approach to development to meet required standards and targets; and, design that allows living space to be closer to the street (with garages recessed) to create a stronger street presence, sense of community, and eyes on the street effect. Tables including current by-law requirements, proposed provisions (customized zone provisions), and staff comments are included as Attachment 6. The zoning request is identical to the zone provisions permitted for the Avalon development. Overall, Planning staff are supportive of the zoning amendment applications, including the customized zone provisions. The amending Zoning By-law is included as Attachment 5.

The hazard land area and open space zones are intended to preserve the Seneca Creek tributary as natural space.

### **Technical Review:**

Through the previous report, PDD-17-2020 part of assessing the principle of land use, staff assessed how the development plan will be functional in the context of this specific property setting and the larger County systems (e.g. wastewater, water, stormwater, traffic). Since the June 16<sup>th</sup> meeting, the

evaluation of the water and wastewater services, the pumping station, Stormwater Management/Flood Management, Traffic Impact Analysis, Environmental Impact Analysis and Geotechnical Report have all been completed. County Staff have no major concerns with the proposal and all details relating to any upgrades, installations, etc. will be addressed through draft plan conditions, detailed design review, and the subdivision agreement process.

At the time of the previous report, Grand River Conservation Authority (GRCA) and Ministry of Transportation (MTO) had not completed their reviews of the revised studies aforementioned. GRCA have since completed their review of all stormwater and environmental features and have identified no concerns with the applications moving forward and have provided conditions for the draft plan of subdivision to ensure proper design/construction approaches and feature protections. Further, MTO also concluded the review of the second revision to the technical reports mentioned above. Although, minor revisions are still required to address specifically, the storage lanes of the intersection of Highway 6 and Haldimand Road 66/Greens Road, MTO is generally satisfied with the overall proposal and the traffic system improvements proposed. Those system improvements include (with target year for improvement in brackets):

- Cycle length increase at Argyle Street North/Highway 6 and Haldimand Road 66/Greens Road from 100 second to 120 seconds (2023);
- Auxiliary westbound right-turn lane at Argyle Street North/Highway 6 and Haldimand Road 66/Greens Road intersection (2023);
- Dual eastbound left-turn lane at Argyle Street North/Highway 6 and Haldimand Road 66/Greens Road intersection (2023);
- Signalization of McClung Road and Haldimand Road 66 intersection (2028);
- Auxiliary northbound left-turn lane and eastbound right-turn lane at McClung Road and Haldimand Road 66 intersection (2028);
- Cycle length increase at Argyle Street North and Caithness Street West intersection during PM peak period from 90 seconds to 120 seconds (2028);
- Signalization of Street A at Haldimand Road 66 and also at Argyle Street North (2028); and
- Dual southbound left-turn lane with the overlapping protected westbound right-turn at Argyle Street North/Highway 6 and Haldimand Road 66/Greens Road intersections (2028). This will also require roads to be widened.

MTO would like to see a revised Traffic Impact Analysis (TIA) that investigates a further break down of the evaluation of growth rates, predictions and effects of traffic flows, as well as further clarification on projections for the commercial component, and respectively the trip counts the commercial aspect would generate. These further clarifications are to support the proposed timing of the upgrades and to ensure no other road improvements are required other than what has been concluded. Albeit further revisions are required, MTO are generally satisfied and County staff are satisfied that final improvements and timing can be confirmed through the updated TIA and subsequently in conditions of the draft plan of subdivision which will be developed with MTO's input.

Based on the aforementioned, staff are recommending approval of the applications since the major technical issues have been resolved and any minor changes will not alter the technical design and concept of the proposal.

### **Planning Conclusion:**

Council has heard and considered the proposal for Gateway Commercial (Caledonia) at a previous Public Meeting held June 16, 2020. The development satisfies Provincial and County policy frameworks, is considered feasible from an engineering perspective, and addresses matters of public interest. The proposed official plan and zoning request will implement permissions for the overall development and will include special provisions allowing for a range of alternative setbacks, lot area,

and frontage standards as well as a mix of residential unit types and commercial development options. Planning staff recommends approval of the official plan and zoning amendment applications and passage of the attached Official Plan Amendment and Zoning By-law.

## **FINANCIAL/LEGAL IMPLICATIONS:**

All commenting agencies and departments have provided their input regarding the principle of land use during the processing of the draft plan of subdivision, official plan and zoning by-law amendment applications, and all technical items (servicing, grading, etc.) will be addressed through the subdivision approval process and will be captured by the conditions of the subdivision. Further, the required statutory Public Meeting was held on June 16, 2020. The draft plan of subdivision, official plan and zoning requests were presented to Council in Committee at that time. The Notice of Public Meeting was provided to area residents two weeks prior to the meeting in accordance with the requirements of the *Planning Act* as well as the present meeting. No public concerns were raised at the June 16, 2020 meeting and therefore did not render a redesign of the subdivision. The General Manager of Community & Development Services will be in a position to approve the draft plans of subdivision once the conditions have been established, as they satisfy Provincial and County policy frameworks, and are considered feasible from an engineering perspective. Following Council approval of the Official Plan and Zoning By-law Amendment, Notice of Passing of the Official Plan and Zoning By-law will be circulated to all parties as required under the *Planning Act*. The required 20 day appeal period will apply respectively.

## **STAKEHOLDER IMPACTS:**

From the time that report PDD-17-2020 was presented to Committee in June, there were some outstanding comments from outside agencies such as the Ministry of Transportation and the Grand River Conservation Authority. Both parties have provided comments back to the applicant that required minimal clarification and revisions. Staff are confident that the conditions of the draft plan of subdivision will be able to capture and provide assurance that all parties will be satisfied through the respectable conditions.

Alternately, Six Nations of the Grand River has since expressed interested in the Environmental Impact study that was previously completed with the initial submission as well as the addendum. Staff, the proponent, and the GRCA are in continuous discussion to ensure they have no outstanding concerns and a condition will be included to reflect same.

## **REPORT IMPACTS:**

Agreement: Yes

By-law: Yes

Budget Amendment: No

Policy: Yes

## **ATTACHMENTS:**

1. Location Map.
2. Draft Plan of Subdivision.

3. Overall Concept Plan.
4. Official Plan Amendment.
5. Zoning By-law Amendment.
6. Zoning B-law Amendment requests and staff comments.
7. Medium Density – Block 43.