

Detailed Policy Analysis

Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (PPS) provides direction on matters of provincial interest related to land use planning and development. The PPS speaks to directing, promoting, and sustaining development to meet the full range of current and future needs, achieving efficient development patterns, and avoiding significant or sensitive resources and areas which may pose a risk to public health and safety. The *Planning Act* requires planning decisions to be consistent with the PPS. The PPS states that healthy, liveable and safe communities are sustained, in part, by accommodating a range of land uses such as housing, employment (including industrial and commercial), institutional, recreational, park and open space, and other uses to meet long-term needs. Applicable PPS policies are outlined and analyzed below.

Policy 1.1.1 states, “Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
- e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;
- g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;
- h) promoting development and land use patterns that conserve biodiversity; and
- i) preparing for the regional and local impacts of a changing climate.”

The proposed development represents efficient development as it is located within the serviced built boundary of an urban area. Stacked townhouses are the proposed form of development, and this area of primarily single detached dwellings. The stacked townhouses would contribute to a greater range and mix of housing types, while maintaining a lower profile for height that is similar to the surrounding uses. There are no environmental or public health and safety concerns that would be caused as a result of the proposed development. The efficient expansion of Townsend would not be

compromised as a result of the proposed stacked townhouses, and the development would be cost effective as infrastructure extensions would not be required. The townhouses would be constructed in accordance with the Ontario Building Code, which sets out the accessibility requirements that would need to be implemented. Public service facilities are available in Townsend or surrounding nearby urban areas (Jarvis, Hagersville, or Simcoe). The proposed development would minimize the loss of biodiversity as it is surrounded by development and has been disturbed in the past. Efficient development patterns such as this infill proposal assist with mitigating climate change impacts by limiting sprawl.

Policy 1.1.3.1 states, “Settlement areas shall be the focus of growth and development.”

Townsend is a settlement area. It is intended to be one of the focuses of growth and development in Haldimand County.

Policy 1.1.3.2 states, “Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- c) minimize negative impacts to air quality and climate change, and promote energy efficiency;
- d) prepare for the impacts of a changing climate;
- e) support active transportation;
- f) are transit-supportive, where transit is planned, exists or may be developed; and
- g) are freight-supportive.

Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.”

The proposed development will efficiently use land and resources, is appropriate for the infrastructure available in the area, and will minimize impacts to air quality and climate change. The subject application supports active transportation as it is located within the core of Townsend, in close proximity to walking trails.

Policy 1.1.3.3 states, “Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.”

This is an appropriate location for intensification. The lands are vacant and centrally-located in Townsend. This area has no directly adjacent residential neighbours, which results in fewer opportunities for concerns around compatibility / land use change.

Policy 1.1.3.4 states, “Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.”

Should this application be approved, the development would be subject to site plan control, through which staff can apply appropriate development standards. The proposed stacked townhouses comply with all relevant requirements of the Zoning By-law (i.e. setbacks, height, etc.).

Policy 1.1.3.6 states, “New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.”

The proposed development of 66 stacked townhouse units is considered to characterize compact form. Stacked townhouses are a medium density development type. The proposed use of land is efficient.

Policy 1.2.2 states, “Planning authorities shall engage with Indigenous communities and coordinate on land use planning matters.”

Haldimand County has circulated Six Nations of the Grand River and Mississaugas of the Credit First Nations. An on-site meeting was held with staff from Calibrex, Six Nations, and Haldimand County in order to further discuss the comments submitted by Six Nation relating to the natural environment and cultural heritage. An approach was determined which satisfied Six Nations, wherein all comments can be addressed at the site plan stage.

Policy 1.4.3 states, “Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

- b) permitting and facilitating:
 - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3.
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
- e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and
- f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”

The proposed development will provide a new housing type in Townsend, where the current predominant housing form is single detached dwellings. The proposal complies with the development standards in the Zoning By-law and would be subject to site plan control.

Policy 1.6.6.2 states, “Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment

and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.”

The subject lands are serviced by municipal sewage and water services. A functional servicing report was submitted and has indicated that the lands can be appropriately serviced by existing infrastructure. The proposed water servicing would involve connecting to the existing 250 millimetre watermain within Nanticoke Creek Parkway, and sanitary servicing would include connecting to the existing 200 mm sanitary sewer located at the southwest corner of the site. Sufficient system capacity exists in Townsend for both water and sanitary services.

Policy 1.7.1 states, “Long-term economic prosperity should be supported by:

- b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce;
- c) optimizing the long-term availability and use of land, resources, infrastructure and public service facilities;
- e) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes.”

The proposed development supports long-term economic prosperity by responding to market-based housing needs. Higher-density housing is required in order to optimize the long-term use of land, resources, infrastructure, and public service facilities.

Policy 2.6.2 states, “Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.”

A Stage 1 Archaeological Assessment has been completed. A Stage 2 assessment is required to be completed; and Site plan approval will not be granted until the archaeological study has been registered with the Ministry of Heritage, Sport, Tourism and Culture Industries.

Policy 3.1.1 states, “Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:

- c) hazardous sites.”

The subject lands are partially located within Riverine Hazard Lands. The applicant has worked with Long Point Region Conservation Authority to design the site appropriately within the hazardous area.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (“Growth Plan”) establishes a unique land use planning framework for the Greater Golden Horseshoe that supports the achievement of complete communities, a thriving economy, a clean and healthy environment, and social equity.

Policy 2.2.1, Managing Growth, states,

2. "Forecasted growth to the horizon of this Plan will be allocated based on the following:
 - a) the vast majority of growth will be directed to settlement areas that:
 - i. have a delineated built boundary;
 - ii. have existing or planned municipal water and wastewater systems; and
 - iii. can support the achievement of complete communities;
 - b) growth will be limited in settlement areas that:
 - i. are rural settlements;
 - ii. are not serviced by existing or planned municipal water and wastewater systems; or
 - iii. are in the Greenbelt Area;
 - c) within settlement areas, growth will be focused in:
 - i. delineated built-up areas;
 - ii. strategic growth areas;
 - iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and
 - iv. areas with existing or planned public service facilities;
 - d) development will be directed to settlement areas, except where the policies of this Plan permit otherwise;
 - e) development will be generally directed away from hazardous lands.
4. Applying the policies of this Plan will support the achievement of complete communities that:
 - a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
 - b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
 - c) provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
 - d) expand convenient access to:
 - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
 - ii. public service facilities, co-located and integrated in community hubs;
 - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
 - iv. healthy, local, and affordable food options, including through urban agriculture;
 - e) provide for a more compact built form and a vibrant public realm, including public open spaces;

- f) mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability;
- g) integrate green infrastructure and appropriate low impact development.”

The subject application proposes to develop a lot within a serviced settlement area. The lands are within the delineated built-up boundary. The proposed stacked townhouses would contribute to a more diverse range and mix of housing options in Townsend. They represent a compact built form.

Policy 2.2.6, Housing, states:

1. “Upper- and single-tier municipalities, in consultation with lower-tier municipalities, the Province, and other appropriate stakeholders, will:
 - a) support housing choice through the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan by:
 - i. identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents;
2. Notwithstanding policy 1.4.1 of the PPS, 2020, in implementing policy 2.2.6.1, municipalities will support the achievement of complete communities by:
 - a) planning to accommodate forecasted growth to the horizon of this Plan;
 - b) planning to achieve the minimum intensification and density targets in this Plan;
 - c) considering the range and mix of housing options and densities of the existing housing stock; and
 - d) planning to diversify their overall housing stock across the municipality.”

The intensification target for Haldimand County is 20%. The proposed development would assist the County in meeting that target.

Policy 3.2.7, Stormwater Management, states:

2. “Proposals for large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan will be supported by a stormwater management plan or equivalent, that:
 - a) is informed by a subwatershed plan or equivalent;
 - b) incorporates an integrated treatment approach to minimize stormwater flows and reliance on stormwater ponds, which includes appropriate low impact development and green infrastructure;
 - c) establishes planning, design, and construction practices to minimize vegetation removal, grading and soil compaction, sediment erosion, and impervious surfaces; and
 - d) aligns with the stormwater master plan or equivalent for the settlement area, where applicable.”

A functional servicing report has been submitted which addresses stormwater management at a high level. More in-depth information will be provided at the site plan stage.

The subject application is consistent with the policies of the Growth Plan.

Haldimand County Official Plan

The subject lands are located in the Urban Area of Townsend. Section 4.B. states,

8. "To achieve the target set out in Section 4.B.5, the County shall implement the following Intensification Strategy:
 - a) Encourage and facilitate intensification throughout the built-up area of the urban areas subject to the other policies of the intensification strategy and this Plan;
 - b) Delineate the downtowns of six urban areas, Caledonia, Cayuga, Dunnville, Hagersville, Jarvis and Townsend as mixed use intensification areas and direct and encourage intensification in these areas;
 - f) Notwithstanding Section 8.H.1) b, all intensification and infill development within the built-up area may be subject to site plan control to ensure that the built form and physical look of the built form is compatible with the neighbourhood and include provisions for landscaping and screening if required."

The subject lands are located within the built-up area of Townsend, and within the downtown core. Site Plan Control applies to the subject lands.

4.B.1) states,

6. "Townsend, the smallest urban community in Haldimand County, is a planned community with a predominantly residential focus. Townsend is well served by a large retirement and long term care facility. Recreational connectivity is encouraged throughout Townsend by way of trails and linked storm water management facilities."

The subject lands are located within Townsend. The proposed residential development would conform to the predominant focus of the area.

4.B.2) states,

5. "The basic unit for determining residential density in urban areas shall be the gross residential hectare. A gross residential hectare shall be calculated on a neighbourhood basis including the area of land to be developed for residential use, roads and parkland, and storm water management facilities. Residential density shall be calculated independently for each urban area within Haldimand County. The following chart identifies the densities for each type of development.

Low Density (single and semi-detached housing) rise apartments	Generally not to exceed 20 units per gross residential hectare
Medium Density (townhouses and low-rise apartments)	Generally not exceed 40 units per gross residential hectare
High Density (apartment buildings)	Generally not to exceed 75 units per gross residential hectare

6. The following matters are to be addressed when considering medium and/or high density residential development:
- a) the effect of the development on the overall housing needs of the community;
 - b) the effect of the use on neighbouring residential development with respect to the density, form, height and arrangement of buildings and structure;
 - c) the ability of the site to provide adequate parking facilities for the use in a manner that does not compromise the provision of other amenities and facilities such as outdoor common areas, landscaped buffers, garbage storage enclosures and emergency vehicle access;
 - d) the proximity of the use to arterial or collector roads in order to reduce the need to direct additional traffic to local streets within stable, low density residential areas;
 - e) the proximity of the use to public parks and other open space amenities and pedestrian access to these amenities; and
 - f) the adequacy of community services and facilities, including special needs facilities, to accommodate the needs of the residents of the use."

The proposed development is considered medium density with sixty six (66) townhouse units are proposed on a parcel measuring 0.74 hectares (1.8 acres) in size, resulting in a density of eighty-nine (89) units per hectare. However, when measured on a neighbourhood basis, the density is much lower due to the prevailing single detached dwelling form and adjacent open spaces. The 14.4 hectare area to the west of Townsend Parkway was measured and contains approximately 191 units, resulting in a density of roughly 13.3 units per gross residential hectare. The density is appropriate in this instance.

The matters of 4.B.2)6. have been evaluated and the proposed development conforms to this policy. Housing is needed in Haldimand County, and Townsend has experienced limited growth since its establishment. As such, the stacked townhouse units are a welcome addition to the community. The closest neighbouring residential development is separated from the proposed development by Nanticoke Creek Parkway, and there would be a significant amount of distance between the established neighbourhood and the townhouses. The number of parking spaces required by the Zoning By-law can be provided on the subject lands without compromising the provision of other amenities and facilities. Nanticoke Creek Parkway is able to accommodate all new traffic generated by the site. There is a public park to the northeast of the subject lands, as well as many walking trails within close proximity. There are limited community services and facilities

within Townsend, but many services are located in nearby Jarvis, Hagersville, and Simcoe.

The subject lands are designated “Community Commercial” and “Riverine Hazard Lands” in the Haldimand County Official Plan (“OP”). Policy 4.B.3) states:

4. “A full range of commercial activity shall be permitted in the Community Commercial designation, including: retail and service commercial facilities; business; personal and professional offices; recreation and entertainment facilities; communication and transportation services; hotels; restaurants; private clubs, government offices, community and cultural facilities and public and private institutions. Adult entertainment facilities are not permitted.
5. Residential uses, primarily in the form of apartments, shall be permitted in the Community Commercial designation. Residential uses generally will not be permitted in the street level storefront portion of a building to a maximum height of 4 storeys and may be permitted to a maximum height of 6 storeys where considered appropriate. The minimum density for residential and mixed use buildings shall be 40 units per gross residential hectare.”

The proponent has applied to amend the Official Plan to permit residential use at the street level. The proposed stacked townhouses would be four (4) storeys in height, and will exceed 40 units per hectare.

Policy 2.C.1) states:

3. “In a one-zone concept, new development or site alteration in the defined flood plain will be prohibited or restricted. Where a one-zone concept is applied, the entire flood plain defines the floodway.
6. In both the one-zone and two-zone concepts, the following uses may be permitted in the Floodway provided the hazard will not be aggravated and the requirements of the conservation authority or other approval agencies are met:
 - a) established agriculture and related uses, excluding new buildings and structures;
 - b) outdoor recreation, parks and open space;
 - c) forestry;
 - d) uses which assist in conserving or managing water supplies, wildlife, fisheries or other natural features;
 - e) limited marine commercial and marine industrial uses, including buildings and structures normally associated therewith along river edges and shorelines;
 - f) wastewater treatment facilities and expansions thereto, subject to applicable provincial legislation; water facilities and outstations; and, utilities with adequate flood-proofing measures;
 - g) flood and erosion control structures; and
 - h) continued maintenance of existing buildings and structures and replacement of existing buildings and structures lost to fire or other natural disasters provided that they can be protected by flood proofing measures.

8. The following uses are prohibited in Riverine Hazard Lands:
- a) institutional uses including hospitals, nursing homes, pre-school, school nurseries, day care and schools, where there is a threat to the safe evacuation of the sick, the elderly, persons with disabilities or the young during an emergency as a result of flooding, failure of floodproofing measures or protection works, or erosion;
 - b) an essential emergency service such as that provided by fire, police and ambulance stations and electrical substations, which would be impaired during an emergency as a result of flooding, the failure of floodproofing measures protection works, or erosion; and
 - c) uses associated with the disposal, manufacture, treatment or storage of hazardous substances.”

The applicant has worked with Long Point Region Conservation Authority to determine an acceptable setback from the adjacent stormwater management pond, on which the hazard lands are based.

The subject application conforms to the intent of the Official Plan.