

---

# HALDIMAND COUNTY

## Report PDD-26-2024 Zoning By-law Amendment to Rezone the Subject Lands to Permit a Four-Storey Apartment Building – Caledonia



For Consideration by Council in Committee on October 8, 2024

---

### OBJECTIVE:

To consider rezoning 80 Caithness Street West and 51 Shetland Street, Caledonia (the subject lands) to permit the future development of a four-storey apartment building containing twenty-four (24) dwelling units.

### RECOMMENDATIONS:

1. THAT Report PDD-26-2024 Zoning By-law Amendment to Rezone the Subject Lands to Permit a Four-Storey Apartment Building – Caledonia, be received;
2. AND THAT application PLZ-HA-2024-069 to amend the Haldimand County Zoning By-law HC 1-2020 by rezoning 80 Caithness Street West and 51 Shetland Street from 'Urban Residential Type 2 "(R2)" Zone to 'Urban Residential Type 5–Holding "(R5-H)" Zone with site-specific provisions be approved for reasons outlined in Report PDD-26-2024;
3. AND THAT the proposal is deemed to be consistent with the Provincial Policy Statement, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020;
4. AND THAT the General Manager of Community & Development Services be authorized to remove the Holding (H) provision on all lands when all conditions have been satisfied;
5. AND THAT the by-law attached to Report PDD-26-2024 be approved at a future Council meeting.

**Prepared by:** Mark Andrews, MCIP, RPP, Senior Planner

**Reviewed by:** Shannon VanDalen, MCIP, RPP, Manager, Planning & Development

**Respectfully submitted:** Mike Evers, MCIP, RPP, BES, General Manager, Community & Development Services

**Approved:** Cathy Case, Chief Administrative Officer

### EXECUTIVE SUMMARY:

A Zoning By-law Amendment application has been received to consider the proposed development of a four-storey residential apartment building on the subject lands. The proposed development would yield a total residential unit count of twenty-four (24) dwelling units with forty-three (43) surface parking spaces and six (6) bicycle parking spaces. The subject lands are approximately 0.35 hectares (0.9 acres) in size within the built-up urban boundary of Caledonia. The proposal meets the objectives of appropriately located and scaled infill, while all related technical matters (i.e., stormwater management, grading and drainage, etc.) will be addressed through a required future site plan application process.

The subject report summarizes the concerns raised by neighbourhood objectors and a subsequent follow-up discussion with the applicant, as were directed through Council deferral resolution at the September 17, 2024 Council in Committee meeting. There are no amendments to the application

resultant from those discussions. Regardless of the fact that there are no changes to the application, staff's previous recommendations remain unchanged.

Planning staff remain of the opinion that this proposal has regard for matters of provincial interest under the *Planning Act*, is consistent with the Provincial Policy Statement, 2020 (PPS), conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020, conforms to Haldimand County's Official Plan and maintains the general intent and purpose of the Haldimand County Zoning By-law HC 1-2020.

Planning staff recommend approval of the proposed Zoning By-law Amendment for reasons outlined in this report. The proponent posted the public notice signs on the subject lands and confirmation was received that it was posted in accordance with *Planning Act* requirements. A revised public notice, including a revised sign is not required as statutory *Planning Act* requirements for public notices were previously fulfilled.

## **BACKGROUND:**

This report is in follow up to Report PDD-16-2024, that was presented to Council in Committee on September 17, 2024 as part of the prescribed public meeting under the *Planning Act*. One neighbour objector, acting on behalf of six (6) area residents, addressed the Committee and voiced a number of concerns pertaining to the proposed development. As a result, Committee arrived at a decision of deferral and directed staff to respond to the concerns raised and to discuss the matter further with the proponent. The resolution passed was as follows:

*THAT Report PDD-16-2024 be referred to the October 8, 2024 Council in Committee meeting, to allow staff to respond to resident concerns.*

Staff have had dialogue with neighbourhood objectors via the neighbourhood representative (Ms. White) as well as, meeting with the proponent (separately and virtually) to review concerns and discuss potential for compromise or revisions to the proposal. Planning staff met with the proponent (Mr. Winegard) and their consultants on September 26, 2024 to discuss the issues raised by the neighbourhood and as a result of that discussion, he wishes to maintain his original proposal and concept outlined in Report PDD-16-2024. The subject report lays out the positions of the two parties along with presentation of the same recommendation as the previous report.

## **ANALYSIS:**

In response to the deferral decision of Council, staff arranged separate meetings with representatives (2) from the neighbourhood objectors and the applicant. The following summarizes key outcomes of the meetings:

Neighbourhood Objectors' Concerns:

- Limited visibility of Caithness Street West and Shetland Street Intersection (Hidden Intersection):
  - **Planning Comment:** It is acknowledged that there may be perceived concerns regarding visibility at the intersection of Caithness Street West and Shetland Street, and while this proposed development does add some volume to the area, the Traffic Impact Brief (TIB) has confirmed that it does not trigger any road improvements or upgrades such as turning lanes or traffic lights. The TIB was reviewed by staff and no comments or concerns were raised by Engineering Services. Further, it appears that there is already an existing streetlight on the southeast corner of Caithness Street West and Shetland Street to provide illumination of the intersection. Additional lighting can be provided through the Site Plan application (see comment below).

- Visibility and Illumination to/from Subject Property Entrance/Exit:
  - **Planning Comment:** As noted above, there is an existing streetlight located on the southeast corner of Caithness Street West and Shetland Street. It was discussed with the proponents on September 26, 2024, that through the detailed-design stage (Site Plan), additional lighting options can be explored for the entrance/exit to the subject property, including location, additional landscape and decorative lighting to assist in illuminating the site, as well as signage options.
- Spillover Parking on Shetland Street During Events at Kinsmen Park:
  - **Planning Comment:** It is acknowledged that there may be additional spillover parking from events taking place at Kinsmen Park during holidays such as Canada Day. However, these conditions are pre-existing and given that the proposal will have dedicated, off-site parking, it is not anticipated that the development proposal will worsen the situation. As the Traffic Impact Brief has confirmed that the number of AM and PM trips will be limited to less than 12, it is not anticipated that the proposed development will further exacerbate any existing parking issues in the neighbourhood during special events and holidays.
- Lack of Sidewalks on Shetland Street:
  - **Planning Comment:** As a condition of Site Plan approval through a future Agreement which will be registered on title, the proponent will be required to construct a full sidewalk, with a minimum width of 1.8 metres (5.9 feet) along the Shetland Street frontage. This portion of the sidewalk installation will improve current conditions in the neighbourhood in the short term and provide a safe path of travel in/around the main intersection. In the longer term, it has been identified through the Caledonia Master Servicing Plan that Shetland Street is to be fully urbanized in 2029, which includes upgraded servicing (sanitary and water), as well as the construction of sidewalks on both sides of the street.
- Infrastructure:
  - **Planning comments:** It was raised during the September 17, 2024 Council in Committee meeting that there are ongoing concerns with the existing infrastructure in the neighbourhood, specifically the water mains. It was confirmed by the Manager of Engineering Services that full urbanization of Shetland Street will occur in 2029 according to the existing Capital Budget for the Caledonia Master Servicing Plan. These urbanization upgrades include replacement and expanding the capacity of the water and sanitary mains, stormwater systems, and sidewalks on both sides of Shetland Street. In addition, the modelling that is currently being conducted for the development proposal will determine if there is capacity within the existing water and sanitary system. The outcome of the results of the modelling will determine whether upgrades will be required to address the proposed development. Should upgrades be required prior to the 2029 construction, the developer will be responsible for any upgrades and associated costs.
- Privacy and Impacts to Property Values:
  - **Planning Comment:** Strategically positioned on the edge of an established neighbourhood and near the street frontage, the proposed development form benefits by being built into the hill and responds to the existing grades, which slope downward towards the Grand River, presenting as a four-storey structure when viewed from Caithness Street West and as three storeys from the rear which abuts the existing dwellings. As such, from within the neighbourhood, the building will appear as 3 storeys in height which is in keeping with the maximum height permissions in the surrounding area zoning. The proposed building is to be located closer to the intersection and include setbacks, walkways and terraced landscaped areas that will provide for separation to the abutting residential properties and allow for balanced development to the street. Although taller than existing buildings, the proposed

scale of the development is considered appropriate as the setbacks and landscaping will assist to provide transition and buffering to the existing residential dwellings. In addition, parking and site functions (including loading and garbage collection) are situated within the subject property and screened from public view. The specific building location, design and landscaping will be reviewed through the Site Plan application stage. In addition, through this process, screening and buffering through fencing and landscaping will be taken into consideration to mitigate lights from the subject property and potential privacy impacts for neighbouring properties.

It was raised at the September 17, 2024 Council in Committee meeting by Ms. White that this development would decrease property values by \$100,000. With regards to potential impacts to property values, Haldimand County is not aware of any supporting empirical evidence to suggest that the proposed building containing twenty-four (24) condominium units will have any negative impacts to the property values of the surrounding properties.

- Increase in Potential Crime in Parking Lot:
  - **Planning Comment:** It was raised during the September 17, 2024 Council in Committee meeting by Ms. White that there is potential for increased crime in large parking lots, especially with low visibility (lack of lighting) and an increased population density. While it is acknowledged that certain crimes (i.e., thefts, trespassing and vandalism) have the potential to occur anywhere at any given time, the proposal will mitigate these potential safety concerns by creating natural surveillance (i.e., more eyes on park, street, parking lot); designing the placement of physical features, activities and people in such a way as to maximize visibility of the space and its users, balanced with privacy concerns, fostering positive social interaction among legitimate users of private and public space. The details of the development will be reviewed through the Site Plan process and ensure that the development is designed in an appropriate manner which will also include a lighting and photometric plan to ensure adequate lighting is provided in the parking lot to deter crime and to ensure navigation to and from the parking lot. In addition, the intended demographic of the proposed condominium units are older (mature) adults and seniors; some without access to vehicles. It is Planning staff's opinion that potential crime levels will not increase as a result of this development.
- Prior Discussion Regarding an Eight (8) Unit Development:
  - **Planning Comment:** Planning staff met with the proponent on September 26, 2024 and discussed this concern that was raised during the September 17, 2024 CIC meeting. The proponent advised that no plans were brought forward to residents of the neighbourhood of an eight (8) unit development. In addition, staff previously reviewed a pre-consultation development proposal on July 5, 2023 for a sixteen (16) unit, four (4) storey building. While the number of units have increased, the proposed density yields a residential density that is within the parameters identified in the Haldimand County Official Plan which does not result in any site-specific amendments required. Of additional note, staff were supportive of the 16-unit proposal—as they are the current 24 unit—but did not give any direction to the applicant to increase the yield.

Staff acknowledge that the subject application represents a change in the housing style that is most common in the area, however the change is representative of the shift seen over the last number of years, which has been mandated by the Province, to permit more infill and intensification to:

- use land more efficiently/reduce need to expand urban boundaries; and
- to provide for more residential units, quickly and with greater affordability range.

These mandated shifts are reflected in Official Plan policies that encourage this type of development. It is that policy basis that gives opportunity for consideration of a zoning change such as this.

Additionally, these types of units have been identified as needed within Haldimand County to provide a broader range of housing opportunities to accommodate a mix of users. Through the Haldimand County Housing Master Plan, there is a need for the housing supply in Haldimand to become more diversified and provide options aside from single detached dwellings which may be better suited to meet the needs of seniors wanting to downsize and of other smaller households, as well as younger households who would like to start a family but who cannot afford a single-detached dwelling.

The balance of the detailed planning analysis from PDD-16-2024 remains unchanged and the report is linked under the References section below. Planning staff remains in support for the rezoning from R2 to R5.

## **FINANCIAL/LEGAL IMPLICATIONS:**

Not applicable.

## **STAKEHOLDER IMPACTS:**

During the review and circulation of Report PDD-26-2024, no new items of concern or additional comments requiring immediate attention were received from both internal and external stakeholders/departments. Accordingly, the comments in this section from Report PDD-16-2024, which was presented to Council in Committee on September 17, 2024, remain unchanged.

Correspondence from Ms. White, which was read during the September 17, 2024 Council in Committee meeting, as well as a subsequent follow-up email outlining what the residents felt would be compatible and acceptable development, is included in Attachment 6.

## **REPORT IMPACTS:**

Agreement: No

By-law: Yes

Budget Amendment: No

Policy: No

## **REFERENCES:**

1. [PDD-16-2024 Zoning by-law Amendment Application to Rezone the Subject Lands to Permit a Four-Storey Apartment Building](#)

## **ATTACHMENTS:**

1. Location Map.
2. Concept Plan Owner's Sketch.
3. Concept Elevations Owner's Sketch.
4. Draft Zoning By-law.
5. Contextual Overlay.
6. Public Correspondence.