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# HALDIMAND COUNTY

## Report PED-PD-01-2018 Zoning By-law Amendment to Facilitate Residential Development for Senior Housing – Dunnville



For Consideration by Council in Committee on January 16, 2018

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### OBJECTIVE:

To request Council's consideration to amend the Town of Dunnville Zoning By-law 1-DU-80 to facilitate the establishment of an apartment building intended to be utilized as senior housing.

### RECOMMENDATIONS:

1. THAT Report PED-PD-01-2018 Zoning Amendment to Facilitate Residential Development for Senior Housing – Dunnville be received;
2. AND THAT application PLZ-HA-2017-120 to amend Zoning By-law 1-DU 80 from the 'Community Institutional (IC)' Zone to a site specific 'Community Institutional - Holding (IC-H) Zone' be approved for the reasons outlined in Report PED-PD-01-2018;
3. AND THAT the Zoning By-law amendment attached to Report PED-PD-01-2018 to amend the Town of Dunnville Zoning By-law 1-DU 80 be presented for enactment;
4. AND THAT the Holding (H) Provision By-law attached to Report PED-PD-01-2018 be presented for enactment, and the General Manager of Planning and Economic Development be granted authority to remove the holding provision when all conditions relating to the matter are satisfactorily addressed;
5. AND THAT staff bring forward for approval an easement agreement and municipal capital facilities lease between the future developer and/or operator and the County;
6. AND THAT the proposal is considered consistent with the Provincial Policy Statement 2014, the Provincial Growth Plan 2017 and other matters of provincial interest.

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**Respectfully submitted:** Craig Manley, MCIP, RPP, General Manager of Planning and Economic Development

**Approved:** Donald G. Boyle, Chief Administrative Officer

### EXECUTIVE SUMMARY:

The subject application seeks to establish zoning permissions for the development of an apartment building that is geared towards seniors within the urban area of Dunnville. The submitted Zoning By-law Amendment seeks to add an additional use to the existing zoning – Community Institutional (IC) Zone – to permit an apartment building and to permit a reduction in the number of required parking stalls while also recognizing that the lot does not have direct frontage onto a municipally owned road. Planning staff have reviewed the proposal and are of the opinion that it is consistent with the Provincial Policy Statement of 2014 and the Provincial Growth Plan of 2017 as the site is located within an urban

area, where development and growth are encouraged, and within an area where there is existing infrastructure and services are available and adequate. Further, the proposal represents an opportunity for residential infill development within a developed area that is also geared specifically to seniors and will provide an affordable housing option. The proposal also maintains the intent and purpose of the Haldimand County Official Plan and the Town of Dunnville Zoning By-law 1-DU-80 as the existing land use designation permits all forms of residential development, and due to the proposal being, in staff's opinion, a use that is appropriate within the area. Finally, there are sufficient mechanisms and future approval processes in place (i.e. through site plan control) to ensure the site is developed within a functional and aesthetically pleasing manner. Overall, planning staff is of the opinion that this proposal represents good planning and staff recommends that this application be approved for the reasons set out within the body of this report.

## **BACKGROUND:**

The intent of the subject application is to 'pre-zone' lands owned by the County and surplus to its direct needs that would facilitate the development of an apartment building for seniors housing which is located within the urban area of Dunnville. In order to be able to take advantage of funding programs targeted toward the provision of affordable housing, the pre-zoning of the subject lands provides greater certainty in terms of the acceptability of the use and will assist to increase chances of funding success. The subject lands were severed by Haldimand County from the Grandview Lodge site, specifically to facilitate the introduction of affordable housing for seniors within the community. Due to the current zoning on the property, an apartment building is not a permitted use. Therefore, in order to facilitate this proposal, the subject Zoning By-law Amendment application has been submitted to amend the Town of Dunnville Zoning By-law 1-DU-80 to facilitate the development of the site by:

- (i) Establishing a site specific zone provision that provides additional permissions to the existing zoning on the property – 'Community Institutional (IC)' Zone – to permit an apartment building;
- (ii) Recognize that the subject lands does not have direct frontage on a municipally maintained road; and
- (iii) Established an alternative parking requirement of one (1) parking stall per unit to reflect the nature of the future use.

At the time of preparing this report, the number of units and the detailed design of the proposed building and site layout was unknown to staff. However, the intent of this report is to establish general land use permissions for the property and any future development on the subject lands will be subject to additional planning approvals via site plan control – where detailed design and engineering plans will be reviewed and approved, by County staff – and any development on the subject lands will be required to comply with the existing Community Institutional (IC) Zone provisions of the by-law or will be subject to another zoning by-law amendment application (or minor variance) once detailed design details are known. Furthermore, as there is no direct access onto Broad Street West, due to access being gained through a driveway on the Grandview Lodge site, this will trigger the need for an easement for access over County property to be established. An easement agreement between Haldimand County and a private developer will need to be entered in to, as the intent is not for the subject lands to be developed by the County.

### Land Location & Description

The subject lands do not have an affixed, municipal address, as the lot was recently created; however, the parent property is known municipally as 657 Lock Street West. The subject lands are located within the urban area of Dunnville, immediately adjacent to the Grandview Lodge (the parent property), and

legally described as Part of Lot 3, Indian Reserve, Plan 69, being Parts 1, 2, 3, 4 on 18R-7504; Haldimand County. The surrounding land uses consist of vacant, County owned lands to the north which are part of the Grandview Lodge lands, the Grandview Lodge to the west, and a lodge to the south and a home for those with developmental challenges (The Beacon) to the immediate east. A location map can be seen within Attachment 1.

The subject lands are approximately 0.44 hectares (1.09 acres) in size with no direct frontage onto Broad Street West; however, the intent is for the lands to be accessed from Broad Street West via the Grandview Lodge property. The subject lands are currently vacant of any structures.

## **ANALYSIS:**

Planning Staff has identified the following key planning issues, as noted in the body of this report, that have arisen during the review of this proposal. The key planning issues are as follows:

### **Provincial Policy:**

#### ***Provincial Policy Statement (2014)***

The Provincial Policy Statement (PPS) is a policy framework that provides policy direction on matters of provincial interest in relation to land use planning and development within the Province of Ontario. The policies within this document focus on building healthy, livable, safe and strong communities by promoting efficient development and land use patterns; accommodating an appropriate range and mixture of uses, including but not limited to residential (including affordable housing and housing geared towards older persons) and institutional uses. The PPS specifically provides policies that promote settlement areas, such as the urban area of Dunnville, to be the focus of growth and development, and further requires that the vitality and regeneration of settlement areas are to be promoted. Land use patterns within settlement areas are to be based on a mix of uses and densities which are appropriate for, and efficiently use, land, resources, and existing infrastructure and public service facilities that are planned or available, and avoid the need for unjustified and/or uneconomical expansions. The PPS also sets out that planning authorities shall identify and promote opportunities for intensification and redevelopment where it can be accommodated by taking into account existing building stock or areas and the availability of suitable existing or planned infrastructure and public service facilities.

The proposed application will facilitate the development of an apartment building that is intended to be geared towards seniors and will provide an affordable housing option for same. This development is generally considered to be an opportunity for the efficient use of vacant land that provides an opportunity for residential infill within a settlement area and that would efficiently utilize existing infrastructure and public service facilities. Furthermore, this proposal would contribute towards Haldimand County meeting its intensification targets. Based on the above, the proposal is consistent with the principles of the PPS.

#### ***Provincial Growth Plan, 2017***

Similar to the Provincial Policy Statement, the Provincial Growth Plan is an additional policy framework that speaks to how land is developed, resources are managed and the focus of investments through policies that focus on supporting complete communities, prioritize intensification to efficiently use lands and infrastructure, and support a range and mixture of housing options to serve all sizes, incomes and ages, amongst other integral policies. The subject proposal is in conformity with the Provincial Growth Plan as the proposal will efficiently utilize land and existing infrastructure, while also providing a housing opportunity, in the form of rental apartment units, that will be affordable and providing a housing option for seniors.

## Haldimand County Official Plan:

The subject lands are designated within the Haldimand County Official Plan as 'Residential' and is subject to a site specific policy (DUN. 41). The site specific policy, which also applies to the parent Grandview Lodge property, provides permission for a long term care facility and accessory uses (i.e. Grandview Lodge), including future expansions with consultation with the applicable conservation authority.

The 'Residential' designation permits all forms of residential development and sets out that development shall be in an orderly, phased manner that is contiguous to the existing development, while also taking into consideration the availability of services.

The catalyst of the subject application is to establish land use permissions for an apartment building for senior housing that is intended to be an affordable housing option for seniors that have low incomes and/or physical disabilities. The Haldimand County Official Plan provides policies that encourage affordable housing within residential land use designations in both urban areas and hamlet and the Official Plan further sets out criteria regarding location/development. These policies speak to affordable housing options being integrated into both existing or proposed community; and, where possible, located in proximity to community facilities such as parks, recreational uses and other support services. The subject proposal supports the intent of the County's Official Plan policies for affordable housing as the proposal seeks to introduce an apartment building that will provide affordable, rental units to seniors, within an established neighbourhood that has park facilities within the immediate area (i.e. to the south). The lands are also close to other facilities, such as Grandview Lodge and the Haldimand War Memorial Hospital, which allows for potential future access of uses and/or services that are dedicated to providing care and support. Further, it is in the County's interest, and directed by Provincial policy, that affordable, senior housing opportunities be made available, where possible, to meet community needs. These lands are surplus to the County's needs, thus will facilitate this directive, and these lands will further remain in the County's ownership with development occurring via a municipal capital facilities agreement with a developer/operator so there is a level of control in place that ensures the use will be for affordable, senior housing.

When considering medium residential development, such as townhouses, low rise apartment buildings, there are specific development criteria that are considered when assessing compatibility, which include:

- The effect of the development on the overall housing needs of the community;
  - **Planning Comment** – The intent of this application is to provide an affordable housing option that is specifically geared to the housing of seniors, which is specifically lacking within the urban area of Dunnville. This proposal will provide an opportunity to help assist with a housing shortage, that is geared towards a specific user in need, and will positively affect the need for housing within this community.
- The effects of the use on neighbouring residential development (i.e. in terms of density, form, height, and arrangement of structures);
  - **Planning Comment** – The main focus of the policy criteria is on design and land use compatibility. Staff are of the opinion that the details surrounding the design of the building, parking lot, and amenity space, will be effectively addressed through the more detailed design stage (i.e. site plan review). This process will require details of the building location and orientation, the location and layout of parking, the level of dedicated amenity space and landscaping, building architectural plans, garbage and snow storage etc. The apartment building is anticipated to be smaller in scale (i.e. not exceed twenty (20) units), based on the Functional Servicing Report submitted in support of the subject application and through discussions with the project coordinator at the County. Further, the setbacks of the 'Community Institutional (IC)' Zone will ensure the development of the building is generally in keeping with the immediate, adjacent uses that are also in the

same zone and are similar in nature due to the use/service provided to a specific group of individuals in need (i.e. Beacon Home, Maple Grove).

- 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 (i.e. outdoor common areas, landscaped buffer, garbage storage, and emergency vehicle access);
  - **Planning Comment** – Similar to the comments above, these types of details are specifically related to the design and functionality of the site, and will be addressed in detail at the site plan review stage. With that said, the property is 0.44 hectares (1.09 acres), which is a lot size that is sufficient to accommodate a limited scale apartment building with parking and outdoor amenity space. The number of units is specifically key to determining the number of parking stalls required as the Zoning By-law sets out a parking requirement of one and a half (1.5) parking stall per unit within an apartment building, plus one (1) visitor parking stall per ten (10) units. As part of this application, a parking stall reduction is requested to permit one (1) parking stall per unit. It is anticipated that development on this site will not exceed twenty (20) units which would result in a requirement of twenty (20) parking stalls plus two (2) visitor parking stalls, if the parking reduction is approved. The parking reduction is appropriate, in staff's opinion, due to the nature of the future use (i.e. affordable housing for seniors), the ability of the County to control the property for this intended use, the understanding the number of units will be limited, and the units within the apartment are intended to be one bedroom units.

The reduction in parking will assist in ensuring there is sufficient parking, but also enough space available for access, snow storage and garbage removal, and amenity space. Planning staff are further of the opinion that the reduction of parking is appropriate based on the anticipated rates of vehicle ownership and usage for this type of development. More specifically, the Province has produced guidelines and support documents that identify certain municipal barriers to affordable housing projects, which includes parking regulations. The Province's 'Municipal Guide for Facilitating Affordable Housing' identifies that parking requirements are significantly less for affordable, seniors housing based on low car ownership rates. The actual requirements are typically less than 1 to 1 (1 space to 1 unit). In addition, the consideration for reduced parking needs for affordable housing projects has been applied in neighbouring municipalities, such as Norfolk County. The results for those projects corroborate the Province's findings of 1 to 1 or less being sufficient. Finally, information provided for an adjacent housing project – Maple Grove Place – demonstrates that parking demand has been minimal and over the past five years, only three (3) of the twenty-one (21) tenants have required a parking space. Based on the above, the request to reduce parking to 1 space per unit is justified and can be supported.

- Proximity of the use to arterial or collector roads to reduce local street traffic within stable, low density residential areas;
  - **Planning Comment** – The subject lands is also proposed to have access to Broad Street West and, due to the site location, the subject lands is in fairly close and direct proximity to Main Street, which is a collector road. Further, the number of units proposed on this site will not exceed twenty (20) units and it is anticipated that the amount of traffic will be minimal due to the type of development which is an affordable, senior housing project.
- Proximity to public parks and other open spaces and pedestrian access to these amenities; and
  - **Planning Comment** – There is a public park to the south (i.e. Lions Park) and the site is also close to the Grand River which offers views and access to the river through the County owned cemetery or William Wingfield Park, which is east on Main Street.

- The adequacy of community services and facilities.
  - **Planning Comment** – in the site is in close proximity to Grandview Lodge, Haldimand War Memorial Hospital and the downtown core. There is ample access to a variety community services and facilities that lend support to this development proposal.

Overall, planning staff are of the opinion that the introduction of a low rise apartment building on the subject lands is appropriate and is a use that is very similar in terms of the scale, intensity of use and functionality as uses currently on the adjacent Grandview Lodge property and those already allowed under existing zoning. Through the required detailed site plan review, the property will be developed in a manner that is appropriate and compatible with the existing surrounding land uses. This proposal is in keeping with the criteria applied when considering the introduction of apartment buildings within the residential area.

### **Infilling and Intensification Policies:**

The Official Plan provides support for residential intensification such as conversion of existing dwellings, infilling and redevelopment in residentially designated areas. Residential intensification is of a benefit as it reduces the need to expand urban boundaries and uses existing land, services and infrastructure more efficiently. The subject proposal is considered to be an appropriate opportunity and form of intensification within a residentially designated area, as the intent of the application is to introduce a residential apartment building within an area that has a mixture of uses, from single detached dwellings, to a long term care facility, supportive housing and a group home, and a community hall.

The Official Plan further sets out policies regarding the introduction of new residential uses within a stable residential neighbourhood by encouraging development to be undertaken in a manner that is in character with existing development in the area, such as maintain similar height, massing, design and setback considerations. To address these types of infill scenarios, the County has developed an intensification strategy which was completed as part of the Housing and Places to Grow Implementation Study referred to above in the Provincial Policy section. The strategy, which is also contained in the Official Plan as policies, sets out that residential intensification shall be permitted within the stable residential neighbourhood area of the urban, settlement areas provided that such intensification respects and reinforces the stability of the residential neighbourhoods, is not out of character and in keeping with the physical character of those neighbourhoods, and is of a scale and built form that reflects the surrounding neighbourhood. The policies contain a set of compatibility criteria which are to be reviewed to determine if proposed intensification is considered appropriate. These criteria are as follows:

*New dwellings on lots within stable residential neighbourhoods shall:*

- Limit building heights to reflect the heights of adjacent housing;

**Planning Comment:** The intent of the subject application is to establish general provisions for the introduction of an apartment building on the subject lands. At the time of writing this report, there was no concept plan provided for detailed evaluation. The intent of the subject proposal is to maintain the existing 'Community Institutional (IC)' Zone on the property, but to add additional permissions for an apartment building. Although specific details regarding the development are unknown, any development on this site will be required to meet the 'IC' Zone provisions, which include a maximum building height of 11 metres (36 feet). The subject area consists of a mixture of uses, including residential dwellings with supporting housing known as 'The Beacon' to the east and the Grandview Lodge being located immediately west of the subject lands. The properties immediately adjacent to the subject lands are in the same 'IC' Zone, therefore, the same maximum height requirement of 11 metres (36 feet) is maintained. Further, the

lands to the east of the subject parcel are within the 'Urban Residential Type 1 (R1)' Zone which also has the same maximum height provision of 11 metres (36 feet). Based on this, the proposal would be in line with any 'as of right' permissions that already exist in the area. The range of building height in the area is between one to two storeys.

- ii) Provide for a similar lot coverage to adjacent housing to ensure that the massing or volume of the new dwelling reflects the scale and appearance of adjacent housing;

**Planning Comment:** As noted above, specific design details of the future development of the site are unknown; however, any development on the subject lands will be subject to the specific zone provisions of the 'IC' Zone, which establishes minimum and maximum setbacks and scale of development. Also, the size of the lot (just over an acre) will further dictate how and to what scale the site will be developed, as the site will need to accommodate parking, snow storage, and amenity space. The land uses immediately adjacent to the subject lands (i.e. The Beacon, Grandview Lodge and Maple Grove Place, and the hall/lodge to the south) are all zoned as 'IC' Zone as well, which means the proposed development of this site will be subject to the same setbacks (front yard, interior side yard and rear yard), and height permissions as the existing uses that are established. The adjacent land uses represent an established character that will be continued by the introduction of the proposed apartment building. It is also important to note that the proposed development is buffered from the existing, low density residential uses by the existing group home/supportive living site (The Beacon) and this development is anticipated to have a similar footprint and setback as this use. Finally, any future development of this site will be further subject to site plan control. Site plan control will allow staff the opportunity to review and approve the proposed building location, on-site functionality and access, and the overall appearance of the future structure. The zoning requirements, the lot size, and the site plan control will ensure that the subject development will be in character with the adjacent uses.

- iii) Maintain the predominant or average front yard setback for adjacent housing to preserve the streetscape edge and character;

**Planning Comment:** The 'IC' Zone requires a minimum front yard setback of 7 metres (22.9 feet), which is also applicable to all uses currently existing with the same zone. This proposal will be required to maintain all of the zone specific zone provisions, or be subject to additional relief/establishment of site specific provisions through an additional application process (i.e. a minor variance or another zoning by-law amendment). As such, this development will generally maintain the overall streetscape and character and will not overtly offend the look and feel of this neighbourhood. This is largely achieved by maintaining the typical setback of 7 metres (22.9 feet) for the 'IC' Zone, which is established within this area; therefore, maintaining the general streetscape and character within this area. It is also important to highlight that the proposed apartment building will be situated in close proximity to the Grandview Lodge and will generally appear to function as part of this facility.

- iv) Provide for similar side yard setbacks to preserve the spaciousness on the street;

**Planning Comment:** At the time of preparing this report, no relief from the required interior side yard setbacks is proposed; therefore, a setback of 3 metres (9.8 feet) is anticipated to be maintained. It is important to highlight that the same setback provision applies to surrounding lands based on the zones that are in effect (i.e. IC and R1). This development, in staff's opinion, will maintain similar side yard setbacks currently established and/or permitted as of right within this area.

- v) Provide for a built form that reflects the variety of façade details and materials of adjacent housing, such as porches, windows, cornices and other details;  
**Planning Comment:** The intent of the proposal is to facilitate the construction of an apartment building, which will likely have a different look and feel to the predominant residential use in the area (i.e. single family dwellings). However, there are institutional uses within the immediate area (i.e. Grandview Lodge and The Beacon), which already add a mixture of use and building design to the area. With that said, as part of the site plan approval process, staff will require that architectural building elevations be provided to ensure the future development of the apartment building generally maintains a consistency with the mixture of uses in the area.
- vi) Include provisions for landscaping and screening, if required;  
**Planning Comment:** This proposal represents the introduction of a medium density residential uses within a mixed use area. As noted in previous commentary, site plan control will apply to the future development of this site. It is through this process that staff will be able to review a landscaping plan and consider potential buffering of uses, if required.
- vii) Provide a limitation on the width of a garage so that the dwelling reflects the façade character of adjacent housing;  
**Planning Comment:** This type of development is more likely to have unenclosed parking spaces for all residents and visitors. This criteria is not applicable.
- viii) Provide for a consistent arrangement of parking in terms of amount, size and location of parking areas; and  
**Planning Comment:** As the parking style will likely be a defined parking lot for all residents and visitors, the location and design of the parking lot will be required to be assessed in detail through the site plan control process. Although there are many low density residential uses within the area (i.e. single family homes), the introduction of a parking lot related to the apartment building will not offend the character of the neighbourhood partially as there is already existing uses within the immediate area that have this form of parking and the proposed use will ultimately function similarly to some of these uses in terms of parking. It is unknown how many units will be situated on site, as it is the number of units that determine parking requirements, with the By-law outlining parking requirements of 1.5 parking stalls per unit with 1 parking stall per 10 units being required for visitor parking. The size of the subject lands, coupled with the minimum parking standards, will dictate what level of development and parking needs can be appropriately situated on the site.
- ix) Ensure that any increased traffic movements and activity are appropriate for the area.  
**Planning Comment:** As part of this development, a review of potential traffic impacts was not completed. This is partially due to the uncertainty surrounding the exact number of units to be constructed. The County's Transportation Engineering Technologist has reviewed this proposal and due to the scale of development (i.e. units not exceeding twenty (20)) and the location, it is not anticipated that this apartment building on this site will trigger the need for significant traffic upgrades.

### **Servicing:**

The Haldimand County Official Plan policies require that new development within urban areas shall generally proceed where full municipal services and adequate drainage and stormwater management facilities are available. The subject lands have municipal water and wastewater services available to



them within the area and there is sufficient supply of water and sanitary capacity available for new development.

### **Functional Servicing Report:**

A Functional Servicing Report (FSR), which was prepared by G. Douglas Vallee Limited (dated September 1, 2017), was submitted to support the subject application. Within this FSR, it is identified that the total build out of the site, in terms of units, could be up to twenty (20) units. The report concludes that the existing downstream sanitary sewer network can accommodate the proposed development, that there are no upgrades required to the watermain and there is sufficient capacity to accommodate future development, and that stormwater management can be addressed through on-site water quality and quantity controls. Public Works staff have reviewed the FSR and can accept its conclusions based upon overall system capabilities.

### **Town of Dunnville Zoning By-law 1-DU 80:**

The subject lands are currently zoned as 'Community Institutional (IC) Zone', which does not permit an apartment building; therefore, the intent of this proposal is to:

- (i) Rezone the subject lands (Attachment 1) from 'Community Institutional (IC) Zone' to a site specific 'Community Institutional – Holding (IC-H)' Zone;
- (ii) Request relief from the minimum lot frontage of 18 metres (59 feet) to permit a minimum lot frontage of 0 metres as there is no direct frontage onto a municipally maintained and owned road;
- (iii) Request relief from Section 6.16 – Frontage on an Improved Street – to recognize that the subject lands does not have direct frontage onto a municipally maintained and owned road; and
- (iv) Request relief from Section 7.10.5 (a) which required one and a half (1.5) parking stalls per unit for an apartment building to permit a reduced parking requirements of one (1) parking stall per unit.

The intent of this application is to facilitate the development of an apartment building intended to provide an affordable housing supply specifically to seniors. As such, the intent of the proposed Zoning By-law amendments is to add permissions for the apartment building, while also recognizing the lack of direct frontage onto a municipally maintained road (Broad Street West), and to facilitate the proposed development by permitting an alternative parking stall requirement standard. Access is proposed to be gained by traversing Haldimand County property (i.e. Grandview Lodge) to obtain access to and from Broad Street West.

The introduction of an apartment building specifically geared to supply senior housing is an appropriate and compatible use in the area as the future development of this site is required to meet the 'IC' Zone requirements. Based on this, the development will maintain similar setbacks, building footprint, and overall streetscape of the immediate surrounding area. It is important for staff to emphasize that, at the time of writing this report, it is anticipated that this development will maintain all of the required setbacks and height requirements of the 'IC' Zone; however, if it is identified through the detailed site plan process that relief from the Zoning By-law provisions is required, then the appropriateness of this relief will be required to be assessed through another *Planning Act* application.

Staff is also of the opinion that the requested relief regarding lot frontage is considered to be appropriate as the relief will ultimately bring the newly created lot in line with the Zoning By-law. From an 'on the ground' perspective, the access that is available is of a standard that is appropriate for access to and from the proposed site and is in the form of a two way access lane that connects Broad Street West to the staff parking area of Grandview Lodge. The access to the site will be further legalized through an agreement process (i.e. a municipal capital facilities lease) between Haldimand County and a private developer and/or operator.

Finally, planning staff is in support of a reduction in the parking requirement (from 1.5 parking stalls per unit to 1 parking stall per unit) for several reasons. Firstly, it is understood that the apartment building will consist entirely of affordable, one bedroom units. This standard has proven to be acceptable and sufficient for similar developments in other areas, including the adjacent Maple Grove. Comments from the Haldimand-Norfolk Housing Services support this and note that parking reductions for affordable housing projects have been considered in Norfolk County based on residents of affordable housing structures often not having their own vehicles. In addition, automobile ownership is further reduced in housing developments that incorporate senior units. Haldimand-Norfolk Housing Services has also expressed that based on their experience with rent-geared-to-income housing for seniors projects the standard minimum parking requirements (i.e. 1.5 per unit) are excessive and not necessary. Based on the unit types, the nature of the development, and the commentary provided by Haldimand-Norfolk Housing Services regarding their experience, staff is of the opinion there is justification for a reduction in parking to allow for the subject lands to have more development flexibility. The reduction, if approved, does not propose to remove the requirement for visitor parking. The above noted deficiencies and requested relief are shown in a Zoning Review Chart located in Attachment 4.

In staff's opinion, the proposed amendments to the Town of Dunnville Zoning By-law 1-DU-80 represents appropriate development that is minor in nature, maintains the intent and purpose of both the Haldimand County Official Plan and the Zoning By-law, and maintains the character of surrounding land uses. A draft zoning by-law is included as Attachment 2.

A "Holding (H)" provision is also recommended as part of the attached by-law (Attachment 3) primarily to ensure that: (i) site plan approval and the registration of a site plan agreement on title is completed, (ii) that appropriate servicing capacity is available and allocated, and that (iii) a municipal capital facilities lease, which also addresses the access/easement to the subject lands, be entered into by the future developer and Haldimand County.

## **FINANCIAL/LEGAL IMPLICATIONS:**

Not applicable.

## **COMMUNITY ENGAGEMENT:**

The agent for the application has confirmed for planning staff that a public meeting took place on November 24, 2017 and that approximately five (5) people were in attendance. It is further understood that no specific concerns arose, but there were questions regarding the size of units and the timing of construction.

## **STAKEHOLDER IMPACTS:**

**Building Controls & By-law Enforcement Division** – 0 frontage, which will need to be addressed.

- **Planning Comment:** Staff have included within the requested relief the need to recognize that the subject lands do not have direct frontage onto a municipally maintained road (i.e. Broad Street West).

**Grand River Conservation Authority** – The subject lands are located outside of the regulated area and outside of the Special Policy Area (#1). No permits or approvals from the GRCA are required and staff have no objection to the subject rezoning application.

**Support Services Division – Property Coordinator** – There are road access issues and a road dedication by-law is required to address some title related issues.

- **Planning Comment:** The road dedication by-law was passed by Haldimand County on November 20, 2017. The by-law number is 1862/17. This addressed the road access issue in part. An easement will be required to allow access to the subject lands.

**Canada Post** – This development will receive mail service through a centralized mail facility (lock box assembly) installed by the developer providing that the units are self-contained and fully functional as their own unit. The following conditions should be added for Canada Post Corporation's purposes: a) Canada Post's multi-unit policy, which requires that the owner/developer provide the centralized mail boxes at their own expense, will be in affect for buildings and complexes with a common lobby, common indoor or sheltered space with 3 or more units. The owner/developer will need to provide individual unit numbers for each unit; b) If this building is a nursing home, institution or assisted living home with several units containing the basic essentials and a shared common area, then mail delivery will be 1 drop for all units.

**Emergency Services** – No objections.

**Planning and Development Division – Development and Design Technologist** – No objections to the Zoning By-law Amendment.

**Public Works** – No issues.

**The Haldimand-Norfolk Health Unit and Housing Services (HNHU)** – The HNHU has a vested interest in new developments in Haldimand County from a number of perspectives that can impact the health of the community and its residents.

- **Active Transportation (comments specific to this development)**
  - The proposed location is less than 2km to Dunnville's downtown and its amenities.
  - Consider offering secure bicycle storage onsite for active residents and visitors.
  - When the development reaches site plan stage, be sure to indicate any and all pedestrian connections from the building envelope to the existing sidewalk infrastructure.
- **Access to Healthy Food**
  - The Health Unit encourages developments that make it easier for people to make healthy food choices. Access to healthy food benefits the health of a community. We encourage residential developments with access to a grocery store or farmers market (ideally within 1km). Dunnville offers two grocery stores and a farmers' market approximately 2kms from this location.
  - To improve access to healthy food at this location, the developer could consider allocating a portion of land for residents to plant vegetable gardens. Vegetable gardens offer many benefits to gardeners and other tenants such as fresh and affordable produce, a space to connect with others and a sense of community pride.
- **Environmental Health**
  - Should the proposed development include stormwater management, please consider the following: stagnant bodies of water lacking an existing ecosystem (e.g. man-made ponds, stormwater retention ponds) can make for ideal mosquito breeding sites; known vectors of West Nile virus and other vector-borne diseases. The HNHU encourages management practices for these types of bodies of water that include integrated pest management and integrating ecological principles. Please note, should the pond not be sufficiently maintained, the HNHU may legally order the owner of the stormwater management pond to take additional remedial actions (e.g. larvaciding) to prevent mosquito breeding and the transmission of vector-borne disease(s) such as West Nile virus.
- **Housing Services Comments**
  - Dunnville has been identified as a priority area for the establishment of affordable housing opportunities, in particular affordable rental housing for seniors. Housing Services is

supportive of the establishment of new higher density housing that offers affordable rental opportunities. In relation to parking requirements, Housing Services can confirm that permissions were provided in the most recent affordable housing development in Norfolk County which permitted a reduction in parking requirements based on the following: tenants of affordable housing developments often do not own their own vehicles and furthermore, automobile ownership further reduced in housing developments that incorporate senior units. Experience through rent-geared-to-income housing for seniors illustrates that standard minimum parking requirements are excessive and not necessary. Housing Services urges that consideration be given to permitting a reduction in minimum parking requirements on the subject lands that incorporate affordable housing developments. Haldimand County has an acute need for new affordable rental housing opportunities; the addition of apartment to the existing uses would allow for the development of appropriate rental housing within an urban area identified as a priority for new affordable housing.

**Roads Operations** – There is no frontage onto a road allowance. Access permissions over the Grandview Lodge site is required to be addressed.

- **Planning Comment:** As part of the subject application, recognition of lack of frontage is being addressed and an municipal capital lease agreement is to be entered into with Haldimand County and a private developer when the lands are to be developed. This agreement will also address access over Grandview Lodge.

**Municipal Property Assessment Corporation** – No objections.

No comments were received from the Mississaugas of the New Credit and Six Nations Band Councils, Hydro One, Union Gas, Facilities and Parks Operations, the Finance Division, and Waste Management.

## **REPORT IMPACTS:**

Agreement: No

By-law: Yes

Budget Amendment: No

Policy: No

## **ATTACHMENTS:**

1. General Location Map.
2. Draft Zoning By-law Amendment with Map 'A' and 'B'.
3. Draft Holding Provision By-law with Map 'A' and 'B'.
4. Zoning Review Chart.