



HALDIMAND COUNTY

**Report PED-PD-53-2013
of the General Manager of Planning and Economic
Development
For Consideration by Council in Committee**

**RE: Information Report on Major Residential Development - McClung Community
(Caledonia)**

OBJECTIVE: To inform Council of the details relating to a combined Official Plan and Zoning By-law Amendment and Draft Plan of Subdivision Applications intended to facilitate a major residential development in north Caledonia.

RECOMMENDATIONS:

1. THAT Report PED-PD-53-2013 Re: Information Report on Major Residential Development - McClung Community (Caledonia) dated November 19, 2013 be received.

Prepared by:

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Manager, Planning & Development
Date: November 19, 2013

Respectfully submitted:

Approved:

Craig Manley, MCIP, RPP
General Manager
Planning & Economic Development
Department

Donald G. Boyle
Chief Administrative Officer

BACKGROUND:

The subject lands (shown on **Attachment 1**) comprise approximately 215 hectares (532 acres) of vacant greenfield land in the north-east quadrant of the Caledonia urban boundary. The subject lands are located at the south-west corner of Haldimand Road 66 and McClung Road.

The proposal, referred to as the 'McClung Community', proposes to bring over 3,000 residential units, neighbourhood commercial space, school and other park/recreation amenities (e.g. trails) to the site. The following provides a breakdown of the elements of the proposed community:

West Side of McClung Road – Attachment 2	East Side of McClung Road – Attachment 3
Single detached units (minimum 8.0 metres frontage): maximum of 2,169 units	Single detached units (minimum 8.0 metres frontage): maximum of 447 units
Townhouse units (minimum 5.5 metres frontage): maximum of 543 units	Open Space, Stormwater Management: 26 hectares total area
Mixed use: maximum of 375 apartment units and neighbourhood commercial uses (total of approximately 2,740 m ² / 30,000 sq ft ² gross floor area)	
School : 2.5 hectare block	
Community Park: 2.9 hectare block	
Recreational Trails, Open Space, Stormwater Management: 55 hectares total area	

An overall development concept is included as **Attachment 4**.

To facilitate the above development plan, the proponent has submitted applications as follows:

1. Amendment to the Haldimand County Official Plan

West Side of McClung (Attachment 2) – purpose of Amendment is to:

- redesignate the “Urban Business Park” lands in north-west part of the site to “Residential”;
- redesignate the “Agricultural” lands in north-east part of the site to “Residential”;
- refine the “Riverine Hazard Lands” near the centre of site to more accurately align with natural features in the area;
- permit low density residential development to a maximum of 25 units per gross residential hectare (current policy permits to maximum of 20 units per gross residential hectare).

East Side of McClung (Attachment 3) – purpose of Amendment is to:

- permit low density residential development to a maximum of 25 units per gross residential hectare (current policy permits to maximum of 20 units per gross residential hectare).

2. Amendment to the Town of Haldimand Zoning By-law 1-H 86

West Side of McClung (Attachment 2) – purpose of Amendment is to:

- create site specific Urban Residential Type 1-B zone including provisions for reduced lot sizes, frontages, setbacks, etc. as it relates to single detached and semi-detached residential;

- create site specific Urban Residential Type 4 zone including provisions for reduced lot sizes, frontages, setbacks, etc. as it relates to group/street townhouses as well as single and semi-detached housing;
- create a site specific General Commercial zone including range of uses, reduced setbacks, alternative parking provisions, etc. Zone would also include provisions for increased apartment density.

East Side of McClung (Attachment 3) – purpose of Amendment is to:

- create site specific Urban Residential Type 1-B zone including provisions for reduced lot sizes, frontages, setbacks, etc. as it relates to single detached and semi-detached residential;
- create site specific Urban Residential Type 4 zone including provisions for reduced lot sizes, frontages, setbacks, etc. as it relates to group/street townhouses as well as single and semi-detached housing.

3. Draft Plans of Subdivision:

Draft plan of subdivision applications have been submitted for the west and east sides of McClung Road (2 separate applications). The applications include the plans that show unit / lot / block layout, street patterns, etc. The draft plans are included as **Attachments 2 and 3**.

The purpose of this information report is as follows:

1. Advise Council in Committee of the details relating to the subject application (as described above);
2. Provide a summary of the key planning issues that are to be assessed as part of this application (set out in Analysis section below);
3. To provide an opportunity for community stakeholders to identify issues and to provide comments relative to the proposal well in advance of the matter being considered for a decision by Council; and
4. Describe next steps in the application process (set out in Analysis section below).

Presenting an information report in advance of a recommendation report is an approach that has been implemented for complicated or complex planning matters. This approach allows the formal public meeting to be held and any public input to be received and considered well in advance of preparing staff recommendations on the merits of the proposal, which may ultimately serve to streamline the application. This early engagement will allow for 'up-front' identification of any potential policy and development issues and the opportunity for such to be addressed prior to a recommendation relating to principle of land use coming forward for Committee's consideration. This will ensure that Committee has full and complete information available prior to making a decision.

ANALYSIS:

The key planning issues that will be assessed by staff as part of their recommendations to Council on the principle of land use and draft plan considerations are summarized in three (3) broad categories as follows:

1. Land Use – Consistency with Provincial and County Policies:

The Provincial Policy Statement, Growth Plan and Haldimand County Official Plan all set out various matters that need to be accounted for in relation to large scale residential proposals such as this. In this regard, the following matters will need to be assessed as they relate to the proposed development:

a) Residential Land Use

All three (3) policy documents speak to the need for efficient development and land use patterns, directing growth to appropriate locations (i.e. urban settlement areas), ensuring the provision of an adequate housing supply and logical expansion / provision of services. All of these general policy directions will be assessed in detail as part of the recommendation report. In addition, the proposal will be assessed in terms of its ability to meet minimum density targets as it relates to persons / jobs and units per hectare as well as the suitability of the housing mix as it relates to historical and forecast demands. Lastly, the timing of the development in terms of phasing will need to be assessed to ensure appropriateness of supply for the marketplace.

b) Conversion of Employment Lands

All three (3) policy documents set out protectionist policies for employment lands. The subject proposal includes the redesignation of an area at the north-west end of the site from Urban Business Park (a type of employment land designation) to Residential. The parcel is characterized as 'non-core' which permits it to be considered for another type of land use subject to appropriate justification being provided. To assist in determining the acceptability of the proposal and the impacts to the current policy framework, the applicant has submitted an Employment and Residential Land Needs Analysis completed by Urbanmetrics. Staff will need to assess this supporting information as it relates to:

- i. Effects of removing lands from the County's employment land inventory – e.g. would this change result in insufficient supply of employment lands to meet growth, missed development opportunity, etc.; and
- ii. Effects of adding lands to the County's residential land inventory – e.g. would this impact overall residential development in the County and community; is it oversupply of land; etc.

c) Natural Features

All of the policy documents contain policies that set out the importance and requirements for the long term protection and preservation of natural environment features (e.g. fish habitat, wetlands, woodlands, valleylands, etc.). Due to the presence of woodlands, valleylands, fish habitat (Seneca and Lindsay Creeks) and other sensitive natural features on the site, a detailed review of the potential impacts on such elements is required. To assist in determining the acceptability of the proposal and how it aligns with current policy framework, the applicant has submitted an Environmental Impact Study (EIS) and hydrogeology study, both prepared by MMM Group. The Grand River Conservation Authority will be the lead in reviewing the suitability of the studies and whether the subject proposal suitably respects, minimizes impacts and buffers the natural features that exist at the site. The review will also serve to identify any necessary mitigation (including setbacks) as it relates to natural features as well as the extent of hazards at the site (e.g. confirmation of flood lines).

d) Compatibility of Land Uses

Industrial Operation

There is an existing industrial operation to the west of the subject lands known as Georgia Pacific (GP). Due to the proximity of the operation to the proposed development lands, the Ministry of Environment's D-Series Guidelines relating to land use compatibility, in particular D-6 (Compatibility between Industrial Facilities and Sensitive Land Uses), are applicable. The Guidelines set out that the GP operation is considered a 'Class 3' facility which has the following implications:

- i. A 300 metres development setback – based on the type of operation GP runs at the site, it would require a 300 metres development setback from property line. The MOE sets this “no go” zone of 300 metres because the probability of impacts (to sensitive uses – e.g. residential) is too great, with very few options available to mitigate any of the impacts. The likelihood of complaints, etc. from residents could be very high.
- ii. A 1,000 metres ‘industrial influence area’ – beyond the 300 metres development setback noted above, and up to a distance of 1000 metres from the GP property, there is an ‘industrial influence area’ that is also applicable. An ‘industrial influence area’ does not prohibit development, but rather it is an area that should be subject to an assessment to:
 1. assess the likelihood of off-site impacts being felt in the area subject to the development proposal; and,
 2. recommend (in the event of off-site impacts) suitable and effective mitigation measures that should be required as part of the development application approval.

To address the MOE's requirements and assist in determining the suitability of the proposal, the applicant has submitted two separate studies prepared by Novus Environmental that overview air quality assessment (dust, odour) and noise / vibration assessments. Staff and the MOE will review these documents as part of the application process. Any required plan modifications would be completed prior to the recommendation report coming to Council. Any required mitigation or notices / warnings for development could be addressed as conditions of any potential approvals.

Undermined Areas

There is an east-west oriented parcel of land owned by Georgia Pacific (GP) that runs through the south end of the McClung West site. It follows a former rail corridor and abuts a Hydro One owned parcel that runs the same full length of the property. The GP lands contain pockets of undermined area which are generally not suited for development. The development activity proposed for these lands are limited to a recreational trail (part of a County initiative), passive / active parkland and road crossings. The suitability of these development activities on this parcel will be assessed as part of the application process and will include review by GP staff. A preliminary geotechnical investigation (prepared by SPL Consultants Ltd.) has also been provided by the applicant to address suitability of underground conditions to accommodate the level of development described above.

Existing Residential

Staff will assess how the plan will interact and impact on abutting residential lots along McClung. As the development will 'wrap around' these lots, staff will need to ensure that the layout, function, etc. are conducive to compatibility of land use. The existing residential development to the south of the site will also be reviewed in this context.

2. Development Design

Recognizing that once built, a development will be in place for decades, it is important to promote design excellence in terms of function (how something works), order (how things are placed / sequenced on site), identity (how something connects within context of its surroundings; how recognizable a space / place is) and appeal (how people feel about it / are attracted to it / continue to come back to it). The point is that the way something 'looks' and 'works' can be as important, if not more important than the land use itself. The design of the subdivision will be reviewed to ensure the layout and appearance features are desirous and befitting of the community of Caledonia and the County as a whole. In this regard, the following 'design elements' will be assessed by staff:

a) Mixture and Location of Uses

- i. Mix of uses – some of the key elements to review / assess include: does the subdivision represent an appropriate mixture of uses; are subdivision uses in compatible locations; is the subdivision suitable in this location (in context of adjacent lands); etc.
- ii. Location of key features (school, parks, trails, stormwater facilities) – some of the key matters to address include: are these features in the right locations to best service the subdivision / larger community; do key feature locations present any compatibility issues with their surroundings; etc.

b) Components of Complete Community

While this development will be part of and integrated into the larger Caledonia community, the scale of the project requires that it incorporates the various principles of a cohesive / complete community. This includes elements such as place-making, creating connections, 'eyes on the street', (being) pedestrian friendly, supporting 'active transportation', integrating with existing and proposed trail network, etc. Staff will review the project in conjunction with these principles to ensure that it achieves 'completeness'.

c) Urban Design Enhancements

Staff will assess which areas / uses should have heightened urban design attention (e.g. end units / corner lots, subdivision entrances, mixed use blocks) and what type of design features should be considered. Tools to ensure these enhancements are implemented will also be explored as appropriate.

d) Zoning Provisions

The proposed zoning performance standards for the site will have a direct impact on the appearance, layout, massing (of buildings), etc. As such, the proposed zoning standards will need to be reviewed to determine suitability, relation to functionality, appropriateness within larger community context, etc.

3. Development Functionality

As part of assessing the principle of land use, staff will need to assess whether or not the ultimate development plan will be functional in the context of this specific property setting and the larger County systems (e.g. wastewater, stormwater). Evaluating the technical aspects of the proposed development will provide an indication of what the site can accommodate, what type of infrastructure installations / upgrades are required, etc. The following key areas will be part of the overall application review:

- **Water and Wastewater Services** – it is critical to assess the ability of the current water and wastewater systems to accommodate this project and determine what upgrades are required and when. This is to be addressed through a detailed assessment of the current system as well as a modeling exercise. Both have been completed using the framework constructed as part of the Caledonia Master Servicing Plan. An analysis has been provided as part of the Functional Servicing Report submitted with the application and prepared by MMM Group. The suitability of methodologies, calculations, summaries, etc. will need to be reviewed.
- **Transportation** – a Transportation Impact Study (TIS) and a Roads / Grading analysis (latter as part of the Functional Servicing Report) have been provided (both prepared by MMM Group) and will be reviewed to assess impacts to / integration with the existing road network, suitability of road design (including layout, pavement structure, widths, cul-de-sac usage, linkages), need / timing for improvements (signalization, widening, turning lanes), etc.
- **Stormwater Management / Flood Management** – a preliminary stormwater management plan has been provided as part of the Functional Servicing Report submitted with the application (prepared by MMM Group). Staff will use this submission to review and assess the suitability of the existing storm system (Can it accommodate this project or are upgrades needed?), requirements for on site infrastructure (suitability of ponds in terms of number, location and design), flood potential (from adjacent / area streams, rivers, etc.) and impacts to adjacent lands (in terms of stormwater flows / flooding).
- **Geotechnical investigation** – as noted earlier in this report, a preliminary geotechnical investigation has been provided to assess subsurface conditions and the suitability of such to accommodate / support the proposed road system, infrastructure, buildings, etc. Staff will review the investigation to determine the suitability of the assessment and conclusions.

All of the above technical studies are fundamental pieces for the analysis of a project of this size and scale. A review of these details will also assist in determining the appropriate phasing plan. It will also ensure that any improvements to transportation or servicing infrastructure necessary to support the project are identified and installed by the proponent so as to not have the County 'retrofit' improvements at taxpayer cost in the future.

Lastly, while not a 'technical issue', the function of emergency response is a key consideration in the review of this project. The key element in this regard is identifying any future need for a Public Emergency Response Facility (fire, land ambulance, and/or police) in the subject area. Emergency Services staff will review this matter and identify potential location(s) and timing of any needed facility.

Public Meeting Notice:

A public meeting notice for this report was circulated to the applicant and neighbours (assessed persons within 120 metres (400 feet) of the site). The notice stated clearly that the purpose of this public meeting is to present an information report consisting of details relating to the development, summary of the key planning issues that are to be assessed, and description of the next steps in the application process. The notice also clarified that a formal recommendation relating to the Official Plan and Zoning By-law amendment and draft plans of the subdivision will not be presented at this meeting. As such, Council in Committee will not be making a decision on the proposed land use. However, all interested members of the public will be given the opportunity to address the development proposal and their comments will be considered as part of the application review process. Upon completion of the formal staff assessment of the application, an additional public meeting will be scheduled to introduce recommendations relating to the proposed land use. A public meeting notice relating to that meeting will be sent to all landowners in the circulation area and anyone else that shows interest or requests notice as part of this process.

Unique Approaches to the Review Process:

Due to the unique nature and magnitude of this proposal, staff are employing several unique elements in the application review process:

- In addition to the typical review roles held by staff and external agencies (e.g. Provincial Ministries - MMAH, MOE, MNR; Canada Post; Hydro One; GRCA; etc.), external professional support has been secured through a formal Request for Quotation (RFQ) process. The consulting firm MHBC Planning (with WalterFedy Engineering and Paradigm Transportation Solutions Ltd.) has been retained to provide Planning and Engineering staff with support in the review of certain technical aspects of the project, including employment land conversion, urban design, stormwater management and transportation impact. Staff and the consulting team have recently completed the 'start up' meeting and the background review work by the consultant has commenced.
- Further to the above, staff is planning to conduct a site visit of a comparable development project (completed by Empire Communities) to assist in better understanding the relationship of density and unit mix to the land, the effect / result of alternative (reduced) zoning provisions, etc. This will give an 'on the ground' perspective that will further assist in competing a fulsome review and analysis of the proposal. Staff has discussed this proposal with the applicant's agent who has agreed to arrange for a future site visit of a project in a nearby community (e.g. Brantford, Binbrook).

Next Steps:

It is important to note that this is not a routine proposal and as such while staff will strive to ensure timelines, it is more important to ensure the review and recommendations to Council are comprehensive. This has been communicated to the developer. Based on the above, the next steps in the public process are as follows:

- The Official Plan and Zoning By-law amendment proposal and draft plans of subdivision have been circulated to the concerned County Departments as well as applicable external agencies for review and comments. Any concerns raised or information gaps identified as a result of this process would need to be addressed prior to advancing the Official Plan and Zoning Amendment and draft plan of subdivision applications for a Council decision.

- The retained consulting team – MHBC Planning (in connection with WalterFedy Engineering and Paradigm Transportation Solutions Ltd.) will complete their detailed reviews and provide staff with summary reports pertaining to specific technical and policy matters. This is expected to be completed in early 2014..
- Planning staff will conduct a detailed review of the proposal in terms of conformity with the Provincial and County policy frameworks. This detailed review will result in recommendations regarding the suitability / appropriateness of the Official Plan and Zoning By-law amendment as well as the draft plans. Comments from circulated Departments and external agencies will also be considered in the drafting of recommendations. Input will also be obtained from the retained consulting team regarding suitable draft plan conditions, phasing schedule, etc.
- Any public comments received as part of this public meeting will be considered and addressed as part of the formal review process. Where appropriate, they will be integrated into the final recommendations drafted by staff.
- If the applications are ultimately approved, the proponent would then commence the development agreement stage which would include detailed design work, completion of subdivision agreement, posting of development security, detailed site plan work, etc.

All of the above will ultimately culminate in a formal staff recommendation report regarding the submitted Official Plan and Zoning By-law amendment application and draft plans of subdivision which will be presented to Council in Committee for its consideration at a future meeting. The staff report will also identify any mechanisms (i.e. agreements, site plan approval, securities, etc.) that may be required to ensure public interest matters and commitments are addressed.

CONCLUSION:

This staff report advises Council of the details relating to the subject applications, provides a summary of the key planning issues involved, and describes the next steps in the application process. The report is meant to help Council fully understand the potential impacts of this development proposal in the existing locational context. It also allows early public engagement in the planning process, identification of potential development issues, and the opportunity for County staff to address these prior to a recommendation relating to principle of land use, coming forward for Committee's consideration.

ATTACHMENTS:

1. Location of Lands.
2. McClung West – Draft Plan.
3. McClung East – Draft Plan.
4. Overall Development Concept.

REQUIRED AND RECEIVED COMMENTS FROM: Yes or Not applicable	
Clerk's	Not applicable
Community Services Department	Not applicable
Finance	Not applicable
Health & Social Services Department	Not applicable
Human Resources	Not applicable
Information Systems	Not applicable
Legal	Not applicable
Public Works Department	Not applicable
Planning & Economic Development Department	Not applicable
Support Services	Not applicable
Other	Not applicable

CLERK'S DIVISION REVIEW Report: PED-PD-53-2013 - Information Report on Major Residential Development - McClung Community (Caledonia)	
COUNCIL IN COMMITTEE: RECOMMENDATION NO <input type="checkbox"/> Approved <input type="checkbox"/> Approved with Amendments <input type="checkbox"/> Defeated <input type="checkbox"/> Deferred <input type="checkbox"/> Other <input style="width: 150px;" type="text"/>	COUNCIL: RESOLUTION NO: <input type="checkbox"/> Approved <input type="checkbox"/> Approved with Amendments (Noted below) <input type="checkbox"/> Defeated <input type="checkbox"/> Deferred <input type="checkbox"/> Other <input style="width: 150px;" type="text"/>
Amended Recommendation(s):	
Council Direction:	
Clerk's Division Action Taken:	







