

Planning Justification Report

In Support of A

Zoning Bylaw Amendment

for

185 Main Street

Town of Erin

September 2019

Prepared By:
JL Cox Planning Consultants Inc.
Guelph ON



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Appendix A	Current MU-3 Zoning
Appendix B	Proposed Zoning Amendment

1. Introduction

1.1. Background

This Planning Justification Report (PJR) has been prepared in support of a zoning bylaw amendment application for the property located at 185 Main Street in the Erin Urban Area of the Town of Erin. The applicant is 2584343 Ontario Inc., operating as Kensington Square Developments, who propose to develop stacked townhouses on the property.

1.2. Study Purpose

The purpose of the PJR is to provide background information and a professional planning opinion in support of the proposed zoning bylaw amendment. The PJR will review the project in the context of the site location and surrounding area; and consider the proposal in terms of applicable Provincial, County and Town policies and regulations.

1.3. Pre-Consultation Meetings

There have been several discussion regarding the proposal with County and Town planning staff to review development scenarios for the property. A formal pre-consultation meeting was held by the Town of Erin on May 29, 2019. The submissions accompanying the zoning amendment application address the matters set out in the summary of the meeting dated June 20, 2019 prepared by Town of Erin staff.

1.4. Other Supporting Documentation

In addition to the PJR, other documentation submitted in support of the application will include:

- Functional Servicing Report prepared by RJ Burnside & Associates Limited dated August 2019
- Phase II Environmental Site Assessment prepared by Rubicon Environmental, 2017
- Urban Design Brief prepared by RN Design, September, 2019

These reports should be specifically referred to for detailed information with respect to their findings.

2. Site Context

2.1. Site Description

The subject property, known locally as 185 Main Street, is legally described as Lot 21, R.P. 102, former Village of Erin. The property is located in the central area of the former Village on the east side of Main Street. The site has a total site area of 1.014 ha. and frontages of 101.3 m. on Main Street, 100.13 m. on English Street, 101.2 m. on Daniel street and 100.61 m. on Scotch Street.

The location of the parcel is shown on **Figure 1** below.

Figure 1



2.2. Existing Land Use

The subject lands were the former location of Erin Public School. The school building was demolished in 2017, and the lands are currently vacant.

2.3. Surrounding Land Uses

The current surrounding land uses are shown on the attached aerial photograph, **Figure 2**, and can be described as follows:

- West - a mix of commercial and residential buildings, including the Erin Agricultural Society fair grounds
- North - single detached residential
- East - single detached dwellings and the new Erin Public School site
- South - a mixture of residential and commercial uses

Figure 2



3. The Development Proposal

The intent is to develop stacked town houses on site under condominium tenure. Since the Erin Urban area does not currently have municipal wastewater treatment facilities, but such facilities are proposed to be constructed in the near future, the development of the site is proposed to be phased in the following manner:

3.1. Phase 1

Phase 1 will consist of 54 stacked townhouse units. A unique aspect of the proposal is that the proposed units are rear loaded, meaning that garage access is from an internal laneway and located at the rear of the unit. Since the property has frontage on four streets, only the front of the residential units will face the street, and the rear of the units will not be visible from any adjacent street.

Each unit will have an enclosed garage as well as an additional parking space in front of the garage. A total of 15 additional visitor parking spaces are proposed. Vehicular access points are provided from Scotch Street and English Street, and there is no access proposed from Main Street or Daniel Street.

Until municipal wastewater facilities are provided in the village in the future, the site will be serviced by a private communal septic system owned by the condominium corporation. A responsibility agreement with the Town of Erin for the proposed sewage treatment will be required, as well as approval of the proposed system by MOEE.

3.2. Phase 2

When access is provided to a municipally operated wastewater system, the Phase 1 units will be connected to the municipal system. The interim septic system will be decommissioned and additional residential units will be developed which face onto Main Street. It is anticipated there may be room for up to 16 additional units.

4. Planning Policy Context

4.1. Provincial Policy Statement 2014 (PPS)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The Provincial Policy Statement is issued under the authority of Section 3 of the Planning Act and came into effect April 30, 2014. Section 3 requires that: *"decisions affecting planning matters shall be consistent with policy statements issued under the Act."*

4.1.1. Building Strong Healthy Communities

Section 1.1.1 of the PPS 2014 provides that:

1.1.1 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 range and mix of residential (including second units, 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 cost-effective development patterns and standards to minimize land consumption and servicing costs;*
- f) improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;*
- g) ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and projected needs;"*

Section 1.1.3 **Settlement Areas** provide policies directed to urban areas and sets out policies promoting the use of land and resources wisely, efficient development patterns and effective use of infrastructure and public service facilities as follows:

"1.1.3.1 Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted.

1.1.3.2 Land use patterns within settlement areas shall be based on:

- a) densities and a mix of land uses which:*

1. *efficiently use land and resources;*
 2. *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; and*
- b) *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.*

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for 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 need.

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

Section 1.4 **Housing** sets out the following policies:

- "1.4.1 To provide for an appropriate range and mix of housing types and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:*
- a) *maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development;..."*

Section 1.4.3 further states:

- "1.4.3 Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of regional market area by:*
- b) *permitting and facilitating:*
 1. *all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special need requirements; and*
 2. *all forms of residential intensification, including second 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; and*
- e) *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."*

Section 1.6 **Sewage, Water and Stormwater** provides policies related to servicing:

"1.6.6.1 Planning for sewage and water services shall:

- a) *direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing:*
 - 1. *municipal sewage services and municipal water services, and*
 - 2. *private communal sewage services and private communal water services, where municipal sewage services and municipal water services are not available*
- b) *ensure that these systems are provided in a manner that:*
 - 1. *can be sustained by the water resources upon which such services rely;*
 - 2. *is feasible, financially viable and complies with all regulatory requirements; and*
 - 3. *protects human health and the natural environment;*
- c) *promote water conservation and water use efficiency;*
- d) *integrate servicing and land use considerations at all stages of the planning process;"*

Section 1.6.6.2 states:

"1.6.6.2 Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas. Intensification and redevelopment within settlement areas on existing municipal sewage services and municipal water services should be promoted, wherever feasible."

Section 1.6.6.5 further deals with "partial services" which are defined in the PPS as municipal water services and communal on-site sewage services as proposed:

"1.6.6.5 Partial services shall only be permitted in the following circumstances:

- b) *within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that site conditions are suitable for the long-term provision of such services with no negative impacts."*

Section 1.7 **Long-Term Economic Prosperity** indicates that:

"1.7.1 Long-term economic prosperity should be supported by:

- b) optimizing the long-term availability and use of land, resources, infrastructure, electricity generation facilities and transmissions and distribution systems, and public service facilities;*
- c) maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets;*
- d) encouraging a sense of place, by promoting well-designed built form ..."*

4.1.2. Summary of Relevant Provincial Policy Statement 2014 (PPS) Policies

- it promotes an efficient and cost effective form of development and land use pattern, and compact urban form
- it adds to the mix of residential unit types in the municipality to serve the varied needs of current and future residents
- provides intensification and redevelopment of an underutilized infill site within the Town's built boundary
- the development will contribute to the vitality and viability of the downtown and main street
- the development is appropriate for the servicing infrastructure as currently proposed and planned for the municipality

4.2. Growth Plan for the Greater Horseshoe (Growth Plan)

The Ministry of Public Infrastructure and Renewal released the Growth Plan for the Greater Golden Horseshoe to manage growth in Ontario under the authority of the Places to Grow Act 2005. An update of the Growth Plan came into effect on May 16, 2019 and any decisions made after that date that affect a planning matter must conform to the plan.

The Growth Plan provides an overall growth strategy for the Greater Golden Horseshoe region that complements the Provincial Policy Statement and is implemented by municipal planning documents. The key elements of the Growth Plan are guiding principles of building compact, vibrant and complete communities; planning and managing growth to support a strong, competitive economy; and optimizing the use of existing or planned infrastructure to support growth in a compact and efficient form. As such, these policies are primarily directed at settlement areas.

4.2.1. Guiding Principles

The guiding principles of the Growth Plan, as set out in Section 1.2.1 of the Plan:

"The policies of this Plan regarding how land is developed, resources are managed and protected, and public dollars are invested are based on the following principles:

- *Support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.*
- *Prioritize intensification and higher densities to make efficient use of land and infrastructure and support transit viability*
- *Support a range and mix of housing options, including second units and affordable housing, to serve all sizes, incomes, and ages of households.*
- *Improve the integration of land use planning with planning and investment in infrastructure and public service facilities,"*

4.2.2. Managing Growth

The Town of Erin is part of the County of Wellington, which is located within the Outer Ring of the Greater Golden Horseshoe Plan Area. The Growth Plan projects an increase in the population of the County to 140,000 persons by 2014. The 2016 population for the County of Wellington was approximately 96,000, so substantial growth is anticipated over the 25 year period from 2016 to 2041.

Section 2.2.1 of the Growth Plan sets out policies for managing growth which include:

- the vast majority of growth will be directed to settlement areas that have a delineated built boundary, existing or planned municipal water and wastewater systems and can support the achievement of complete communities (Section 2.2.1.2.a)
- within settlement areas, growth will be focused in delineated built-up areas, locations with existing or planned transit and with existing or planned public service facilities (Section 2.2.1.2.c)
- Municipalities will undertake integrated planning to provide direction for an urban form that will optimize infrastructure, particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form (Section 2.2.1.3.c)
- applying the policies to support the achievement of complete communities that feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services and public service facilities and provide a diverse range and mix of housing options...to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes (Section 2.2.1.4 a and c)

4.2.3. Delineated Built-Up Areas

In Section 2.2.2.3 of the Growth Plan it states that:

All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:

- a) *encourage intensification generally to achieve the desired urban structure;*
- b) *identify the appropriate type and scale of development and transition of built form to adjacent areas;*
- c) *encourage intensification generally throughout the delineated built-up area;*
- d) *ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;*
- e) *prioritize planning and investment in infrastructure and public service facilities that will support intensification;"*

4.2.4. Housing

Section 2.2.6.1 of the Growth Plan 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 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 second units and affordable housing to meet projected needs of current and future residents;...*
 - b. *identify mechanisms, including the use of land use planning and financial tools, to support the implementation of policy 2.2.6.1 a);*
- 3. *To support the achievement of complete communities, municipalities will consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes."*

4.2.5. Water and Wastewater Systems

With regard to servicing requirements, Section 3.2.6.2 of the Growth Plan states:

- "2. *Municipal water and wastewater systems and private communal water and wastewater systems will be planned, designed, constructed, or expanded in accordance with the following:*
 - a) *opportunities for optimization and improved efficiency within existing systems will be prioritized and supported by strategies for energy and water conservation and water demand management;*
 - b) *the system will serve growth in a manner that supports achievement of the minimum intensification and density targets in this Plan;*
 - c) *a comprehensive water or wastewater master plan or equivalent, informed by watershed planning has been prepared to:*

- i. *demonstrate that the effluent discharges and water takings associated with the system will not negatively impact the quality and quantity of water;*
- ii. *identify the preferred option for servicing growth and development, subject to the hierarchy of services provided in policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5 of the PPS, 2014..."*

4.2.6. Summary of Relevant Growth Plan 2019 Policies

The proposal to develop a multiple unit project consisting of stacked townhouses on the subject property conforms to the Growth Plan policies on the following basis:

- The property is located within a settlement area and it's delineated built boundary where growth is to be directed
- the proposal supports the development of complete communities by providing a range of housing options in the municipality to serve all sizes, incomes and ages of households
- the proposal promotes intensification on an under-utilized site to make efficient use of land with an appropriate type and scale of development
- integrating land use planning with existing and proposed investment in servicing infrastructure, including the Urban Centre Wastewater Services Class EA being undertaken by the Town of Erin.

4.3. Greenbelt Plan (2005)

4.3.1. Relevant Policies

The Greenbelt Plan was approved under Ontario Registration 208/2005 under the Greenbelt Act, 2005 and took effect on December 16, 2004. The Greenbelt Plan identifies where urbanization should not occur in order to provide permanent protection to the agricultural land base and the ecological features and functions occurring on this landscape.

The Credit River watershed is included in the Greenbelt Plan area, and thus encompasses a portion of the Town of Erin. The Greenbelt Plan identifies a Natural Heritage System. Section 3.2.5 of the Greenbelt Plan indicates that:

"The Natural Heritage System, including the natural features policies of section 3.2.4, does not apply within the existing boundaries of settlement areas, but does apply when considering expansions to settlements as permitted by the policies of this Plan. Municipalities should consider the Natural Heritage Systems connections within settlement areas when implementing municipal policies, plans and strategies."

The Greenbelt Plan further categorizes settlement areas into categories of Towns/Villages, which includes Erin, and Hamlets. With regard to Towns/Villages the Greenbelt Plan further states in Section 3.4.2.1:

"Towns/Villages, as identified in municipal official plans and within their approved boundaries as they existed on the date this Plan came into effect, continue to be governed by municipal official plans and related programs or initiatives and are not subject to the policies of the Plan, save for the external connection policies of section 3.2.5"

4.3.2. Summary of Relevant Greenbelt Plan (2005) Policies

The proposed application conforms to the Greenbelt Plan 2005 on the basis that

- the subject lands are within the existing boundary of a settlement area so the Natural Heritage system policies of the Greenbelt Plan do not apply
- there are no natural features on or adjacent to the property which provide connectivity to any Natural Heritage System feature

4.4. Wellington County Official Plan (County OP)

The Wellington County Official Plan came into effect on May 6, 1999. The Plan has subsequently been amended several times, including a comprehensive 5 Year Review (OPA 81) which was approved by MMAH on April 29, 2014, appealed to the Ontario Municipal Board and approved by the Board on December 19, 2014.

The subject lands are designated as Urban Centre on Schedule A2 of the County OP, and as such are located within the settlement area limit, and also located within the built boundary.

4.4.1. Guiding Growth

Part 3 of the Official Plan, specifically Section 3.3 sets out objectives for growth in the County, which include:

- *"to encourage efficient cost effective development patterns;*
- *to take advantage of capacities in existing and planned water, wastewater and transportation systems;*
- *to encourage growth in urban areas;*
- *to identify and promote opportunities for growth in the built up areas of urban centres through intensification and redevelopment where this can be accommodated, taking into account small town scale and historic streetscapes;*

- *to provide choice for residents and businesses by providing a variety of growth opportunities, housing types, services, recreation and cultural activities, and public open space;"*

Section 3.3.1 sets out a target for residential intensification which states:

"Residential Intensification: *By the year 2015 and for each year thereafter, a minimum of 20 percent of all residential development occurring annually will be within the built-up area."*

Section 3.4 sets out the following policy for Servicing Growth:

"Wellington will provide for the efficient and environmentally sound use of land by encouraging full municipal water and waste water services for new development. Where full municipal services are not available or cannot be provided, municipalities may choose to use private communal sewage services and private communal water services. The use of individual on-site systems will be limited to the low intensity uses in the rural system and unserviced settlement area. Existing development and development commitments based on individual on-site services may be recognized and, if proven adequate, may continue. Development commitments may include lands designated or zoned for development or with approved subdivisions."

Part 3 of the County OP sets out in Table 7 the projected growth allocated to the Town of Erin. The increase in population and households for the urban centres of Erin and Hillsburgh in Table 7 is set out below:

	2016	2036	2041
<i>HILLSBURGH AND ERIN*</i>			
Total Population	4,415	6,500 to 7,390	7,000 to 10,040
Households	1,530	2,235 to 2,530	2,420 to 3,375

These increase result in an approximately 50% increase in population and households between 2016 and 2036 and about 100% increase in both between 2016 and 2041.

Section 3.5.1 of the County Plan goes on to set out a Special Polity for the Hillsburgh and Erin Urban centres:

"Table 7 provides the forecasted growth for the Town of Erin. The 2036 and 2041 Population and Household growth forecasts for Hillsburgh and Erin Urban Centres combined are provided as ranges to recognize that the Town of Erin is in the process of determining its future potential to accommodate growth on municipal water and wastewater services in these two Urban Centres."

New development within the Hillsburgh and Erin Urban Centres shall be serviced in a manner that conforms to the requirements of the Growth Plan and is consistent with the PPS 2014, including Section 1.6.6.

The Town is currently conducting Class Environmental Assessments for municipal water and wastewater servicing and is undertaking associated public consultation. Upon completion of these Class EA processes, Town Council will take the necessary steps to determine the appropriate amount of growth within the ranges set out in Table 7 for each of Hillsburgh and Erin to 2016 and 2041. The official plan for the Town of Erin will require amendment to confirm the future growth forecasts for Hillsburgh and Erin to 2036 and 2041; however, so long as those growth forecasts are within the ranges in Table 7, no further amendment to this Plan will be required. If the population and household growth for 2036 and/or 2041 as confirmed in the Town of Erin Official Plan is less than the upper range set out in Table 7, the County may reallocate any surplus forecasts in Table 7 among the area municipalities of the County, as appropriate, by an amendment to this Plan."

4.4.2. Housing

Section 4.4 of the County OP sets out the County's housing policies and Section 4.4.2 states:

"4.4.2 Variety

The County will provide for a variety of housing types to satisfy the present and future social, health and well-being requirements of residents of the regional market area. New residential developments will be promoted at densities which efficiently use available servicing and are appropriate to site conditions and existing patterns of development.

The County will encourage an adequate supply and variety of housing at densities that are efficient and suited to small town character."

Section 4.4.3 of the Plan sets out policies for Residential Intensification which state:

This Plan contains policies encouraging intensification primarily in urban centres but also, to a much lesser extent in hamlets. The strategic approach to intensification intends to retain small town character and revitalize downtown areas which includes:

- b) supporting appropriate intensification in all areas within the built boundary including adaptive re-use or redevelopment of brownfields and greyfields;*
- d) encouraging intensification within urban centres along major roadways and arterial roads;*

- i) *encouraging the development of appropriate standards for residential intensification, redevelopment and new residential development which are cost effective, environmentally sound and compatible with existing uses, small town scale and character;*
- j) *ensuring that adequate infrastructures, or will be established to serve the anticipated development."*

4.4.3. The Urban System

Under Urban System policies of the OP in Section 7.3 Planning Approach it states:

"Development based on municipal services which promote environmental protection and efficient land use will be encouraged.

Land use patterns in the urban system shall be based on:

- a) *densities and a mix of land uses which:*
 - i) *efficiently use land and resources;*
 - ii) *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;"*

As earlier noted, Erin is designated as an Urban Centre, and Section 7.5.5 sets out the policies for residential use in Urban Centres:

"7.5.5 Residential Use

Urban centres shall provide a broad range of residential uses to provide a diverse supply of housing, including affordable housing.

In Wellington, the single-family residence will continue to be the dominant use of urban lands. Other forms of housing at densities appropriate to the servicing and the nature of the community will also be developed including semi-detached, duplex, townhouse and apartment units."

The Erin Urban Centre has its own Official Plan which provides detailed policies for the development of the community. These policies are looked at in detail in Section 4.5 of this report. The detailed urban centre policies in the County OP do not apply to Erin, as the Plan does not specifically designate residential land uses.

However, it is important to note that in Section 8.3.1 of the County OP it states:

"The single-detached home is currently the dominant housing type in urban centres and this situation is expected to continue. However, new housing types are needed to provide a greater variety of residential accommodation as well as a more affordable housing supply. The Official Plan anticipates that semi-detached, townhouse and apartment dwellings will be developed to respond to this need and that these units may eventually account for at least one quarter of all housing units in most urban centres."

In Section 8.3.5 of the Plan, it indicates that medium density development on full municipal services should not exceed 35 units per hectare for townhouses or new houses. While this suggested density is not applicable to the Erin Urban Area, it should also be noted that this density does not consider typical densities for stacked townhousing which range for 60 to 75 units per hectare. Stacked townhousing is becoming an increasingly popular form of housing in urban centres.

4.4.4. Environmental Services

Part 11 of the County OP provides policies related to the provision of services. Section 11.2.3 deals with servicing options where on-site servicing may be required:

"11.2.3 Servicing Options Assessment

Site specific multi-lot or multi-unit development application relying on private communal or individual on-site servicing may be required to:

- *assess site and soil suitability and the viability of all reasonable servicing options;*
- *recommend the type of sewage disposal system and establish appropriate lot, unit and/or block sizes, acceptable to the local municipality which demonstrate suitability for the on-site services;*
- *assess the impact of the proposed means of servicing on: ground and surface water and associated ecological function; potential interference with other wells; potential adverse impacts to natural features.*

Where any private communal services are recommended, the Servicing Options Assessment will address to the satisfaction of the municipality:

- *that the land is held under one ownership;*
- *requirements for a responsibility agreement signed with the municipality that will be registered on title to provide for the operation and maintenance of the system and the take over and cost recovery in the case of a failure of the system or of the owner to properly operate the system; and*
- *that the capacity of the system will be sufficient for the size and density of development proposed, including an appropriate amount of excess capacity.*

Construction of new, or expansion of existing municipal or private communal water and wastewater systems should only be considered where the following conditions are met:

- *strategies for water conservation and other water demand management initiatives are being implemented in the existing service area; and*
- *plans for expansion or for new services are to serve growth in a manner that supports achievement of the intensification target and density target."*

Section 11.2.7 of the OP sets out Erin Village - Special Policy as follows:

"11.2.7 Erin Village - Special Policy

A Servicing and Settlement Master Plan will be undertaken to assess, in a comprehensive manner, the Village of Erin's capacity to accommodate growth from an environmental and servicing perspective including a review and assessment of the Village in terms of :

- a) growth management and related fiscal impacts;*
- b) established projected population;*
- c) development density;*
- d) impact of development on environmental and natural heritage resources;*
- e) servicing (water and sewage) and stormwater management;*
- f) other matters considered appropriate by the Town.*

The Village Study must be completed and approved before any major development is permitted. The Study will be undertaken by the Town in consultation with the County and Credit Valley Conservation. The master plan will be implemented by an amendment to the Official Plan for the Town of Erin.

The Town may, in its official plan, identify new land use designations but these designations will not be implemented through further planning approvals until the comprehensive servicing study is completed and approved. The Town may develop a phasing strategy for development to comply with County growth forecasts.

Modest development in the existing built up area of the village may be allowed if it does not significantly increase water and sewage demands."

4.4.5. Summary of Relevant County OP Policies

The following is a summary of how the proposed development conforms to the County OP:

- the proposal meets the objectives of the OP by providing growth in an urban area in an efficient, cost-effective development pattern and adding to the variety of housing types available
- substantial future growth is required to meet the growth allocations set out in the County OP
- the County OP supports intensification in urban centres which revitalize downtown areas, is located on a major roadway and is compatible with existing uses
- the status of the proposal related to the Town of Erin SSMP and implementing Class EA engineering study undertaken by the Town is addressed in the Functional Servicing Report submitted in support of the application.

- the interim servicing proposed for the site is based on municipal water and communal wastewater treatment; however it is intended that in the future the site will be serviced by the proposed new municipal wastewater treatment system proposed by the Town.

4.5. Town of Erin Official Plan (Erin OP)

The Town of Erin Official Plan was approved by Wellington County Council on December 14, 2004, and has subsequently been amended several times. The OP has not been updated since 2012 to address new Provincial and County policies.

The Erin OP designates the subject property as Residential Transition Area on Schedule A-2.

4.5.1. Vision Statement

Section 2.2 sets the following Vision Statement for residential growth in the Town:

"2.2.2 Residential Growth

- a) *That low density residential development, consisting of primarily single-detached dwellings, will continue to be the predominant form of housing given the lack of municipal sewers, but a variety of housing types will be encouraged.*
- c) *That urban design standards which retain the traditional small town character of the Town's urban centres be applied while envisioning their development as the focal point for commercial, cultural and economic development activities."*

Section 2.3.2 sets out a County growth forecast, however the population and household projections have not been updated to reflect the current County forecast set out in Section 4.4 of this report.

4.5.2. Housing Policies

Section 3.5 sets out the Housing Policies of the Town and Section 3.5.1 states:

"3.5.1 Variety of Housing

The Town encourages the production of a wide range of housing types to meet the Town's future housing need, while recognizing the limitations imposed by the predominantly rural character of Erin and the lack of municipal sewage treatment. While it is anticipated that single detached homes will continue to be predominant housing type a variety of housing types including semi-detached, duplex, townhouse and apartment units will be encouraged.

Prior to approving new development or redevelopment, Council will consider the housing need within the community and the housing market area and

provide opportunities for a range of housing types throughout the community that are appropriate given existing site conditions, neighbouring developments, and servicing options."

Section 3.5.5 sets out the OP policies for intensification and are similar to the policies as set out in Section 4.4.4 of the County OP previously referred to.

"3.5.5 Residential Intensification

This Plan contains policies encouraging intensification primarily in urban centres but also, to a much lesser extent, in rural areas and hamlets. The strategic approach to intensification intends to retain small town character and revitalize downtown areas which include:

- b) supporting appropriate intensification in all areas within the built boundary including adaptive re-use or redevelopment of brownfields and greyfields*
- d) encouraging intensification within urban centres along major roadways and arterial roads;*

4.5.3. Municipal Services

Section 3.6 of the OP sets out the Town's Municipal Services policies and states in Section 3.6.3:

- "a) All new development and redevelopment shall be provided with services to the standards required by the Town, including:*
- i) sewage disposal, subject to the policies of subsection 3.6.5;*
 - ii) water supply;*
 - iii) storm water management;*
 - iv) hydro (underground wherever practical);*
 - v) roads and sidewalks; and*
 - vi) telecommunications."*

Section 3.6.5 sets out the policy approvals to Sanitary Sewage Treatment and states:

"At the present time there are no municipal sanitary sewage facilities in the Town of Erin. All sanitary sewage treatment is by individual private systems.

Until such time as the Town may establish a sewage treatment facility Council will only support development on individual private systems (with the exception of minor redevelopment and infilling proposals) when they have been accompanied by detailed hydrogeologic and geotechnical assessments that have been deemed acceptable to Council in consultation with other approval agencies. These studies must demonstrate the viability of the development on individual services and demonstrate that the proposed development will not result in an unacceptable level of impact on ground and surface water resources.

Consideration may be given by the Town to approving communal sanitary sewage systems to accommodate new development, where it is demonstrated to the satisfaction of the Town that the proposed communal system is technically sound and financially feasible.

Site specific multi-lot or multi-unit development applications relying on communal or individual servicing systems will be required to undertake an assessment of the viability of all reasonable servicing options and an assessment of the impact of the proposed means of servicing on ground and surface water. Consideration will be given to the policies of Section 11.2 of the County Official Plan.

The approval of a communal sewage treatment system for new development will be subject to the following requirements:

- a) The proposed system meets the requirements set out in the "Sustainable Water and Sewage Systems Act";*
- b) The proposed system meets the approval requirements of the Town of Erin, the Ministry of the Environment and any other agency having jurisdiction; and*
- c) That the Town should consider entering into appropriate agreements with the developer or owner for the maintenance and operation of the proposed system."*

Section 3.6.6 sets out a Special Policy for Urban Areas regarding municipal services. It indicates that the Town, in consultation with CVC, is to a Servicing and Settlement Master Plan. This has been completed and is now being implemented through the Town's Urban Centre Wastewater Servicing Class EA study.

4.5.4. Parkland Dedication

Section 3.11 Parkland indicates that *"It is the policy of the Town of Erin to develop a system of parkland and recreation facilities suitable to meet the varied needs of the Community"*. Under the provisions of the Planning Act and the OP the Town may require parkland dedication or cash-in-lieu of parkland dedication. Given the size of the subject property, it is anticipated that the Town will require cash-in-lieu for parkland.

In addition to the dedication required the development proposes an open space feature adjacent to Main Street and pedestrian access through the site. Common amenity area will also be provided to meet the needs of the residents of the project as required by the Town's Zoning Bylaw.

4.5.5. Community Design

Section 3.13 of the Town OP states that the Town *"plans to achieve high standards of physical design of the built and natural environment in its Urban Centres."* The objectives of community design in Section 3.13.1 include:

- "a) To achieve a high standard of architectural design in the built environment which is based on compatibility of new urban development with the existing pattern of urban development and between new buildings and existing buildings.*
- b) To achieve a varied pattern of built form which supports and enhances the urban experience through architectural design which addresses both aesthetic and functional requirements.*
- d) New development located within an existing established district or neighbourhood will be designed as an integral part of the area's existing larger pattern of built form and open spaces such as building mass, height, proportion, enclosed volume and position relative to street and site."*

4.5.6. Residential Transition Area

Within the Residential Transition Area designation, the Town OP sets out the following objectives in Section 4.9.2:

- "a) That all new non-retail uses and service functions shall maintain compatibility with existing residential uses and minimize impacts surround land uses;*
- b) That the character of the existing residential neighbourhoods shall be preserved;"*

Section 4.9.3 Permitted Uses in the designation state:

"The Residential Transition Area as designated on Schedule A of the Plan shall permit single-detached homes, as well as a wide variety of non-retail uses and service functions including, but not limited to, professional offices, studios, clinics, personal services establishments, day care centres and nursing homes. Ancillary retail uses secondary to the main service function may also be permitted.

Churches, service clubs and other community-oriented facilities are also allowed. Accessory apartments may also be permitted in the Residential Transition Area, as well as bed and breakfast establishments subject to the policies of Section 4.7.7. The establishment of uses within the Residential Transition Area designation shall comply with the provisions of the Zoning By-law."

4.5.7. Special Policy Area 5

"d) Special Policy Area 5 (Former Erin Public School)

The land designated as Special Policy Area 5 on Schedule A-2, (the former Erin Public School site) may be used for residential and institutional uses and will be subject to the policies of Section 4.7 of this Plan. Limited commercial uses which are compatible with surrounding uses will also be permitted such as office, clinics, personal services, a day nursery and similar uses. Specific uses will be regulated by comprehensive Zoning By-Law."

It is noted the in the online consolidated version of the Town OP the reference to Special Policy Area 5 is shown in the text of the document, however is not shown on Schedule A-2.

4.5.8. Summary of Relevant Erin OP Policies

The following is a summary of how the proposed development conforms to the Erin Official Plan:

- The vision statement in the Erin OP encourages a greater variety of housing types including townhouses and which maintain the small town character of the Town's Urban Centre.
- The OP indicates that use of communal sanitary sewage systems may be considered when it is demonstrated that the proposal is technologically sound and financially feasible. It is noted that the communal system is proposed as an interim measure until a municipal wastewater system is available.
- The OP encourages a high standard of architectural design and varied pattern of built form which is compatible with existing development.
- The current designation of Residential Transition Area does not specifically permit multiple residential development or townhouses; however since the proposed use is permitted by the current zoning it is deemed to conform to the Erin Official Plan.

5. Town of Erin Zoning Bylaw

5.1. Background

The Town of Erin's Comprehensive Zoning Bylaw No.07-67 was consolidated and adopted by Council on June 5, 2018. The subject lands are zoned Mixed Use with a

Special Provision (MU-3). This zoning was placed on the property by Bylaw 07-27, and was based on the anticipated reuse of the former public school building. As noted earlier in this report, the building was demolished in 2017.

5.2. MU-3 Zoning

Permitted uses in the MU-3 zone include a retirement residential facility consisting of a total of 68 units; and any use permitted in the R4 zones subject to the provisions of the applicable residential zone. A number of other mixed uses, institutional and commercial uses are also permitted. The full provisions of the MU-3 zone are attached as Appendix A to this report.

5.3. Zoning Compliance

Based on the provisions of the MU-3 zone, the regulations of both the MU-3 and the R4 zones apply to the site. Table 2 below outlines the zoning compliance of the proposed site plan for Phase 1 with both applicable zones.

ZONING STATISTICS			
Provision	Provided	Required	
		MU-3	R4
Minimum Lot Area	10,150 m ²	N/A	8,000 m ²
Minimum Lot Frontage	100.1 m	N/A	75 m
Minimum Setbacks			
Front Yard (English Street)	3.8 m	29.5 m	7.5 m
Rear Yard (Scotch Street)	4.5 m	1.5 m	15 m
Exterior Side (Daniel Street)	4.5 m	48.0 m	6.0 m
Exterior Side (Main Street)	30 m	7.5 m	6.0 m
Maximum Lot Coverage	27.3%	N/A	30%
Maximum Building Height	12.4 m	4 Storey or 14.2 m	11.0 m
Parking	123 spaces total	81 spaces 1.5 / unit	81 spaces 1.5 / unit

5.4. Proposed Zoning Amendments

There are three main areas where the proposed site plan does not conform to the current zoning regulations.

5.4.1. Yard Setbacks

The yard setbacks of the MU-3 zone were based on the retention of the existing building. With the building removed, the regulations of the R4 zone are now more relevant. However, since the site has direct frontage on all four sides, each street

frontage is being treated as a front yard with a typical setback of 4.5 m. In support of this setback it is noted:

- there are no front yard driveways as all proposed units are rear loaded, therefore there is no need to accommodate vehicle parking in the front yard
- the 4.5 m proposed provides an adequate front yard amenity space and setback from the street for units which face the street
- in addition to the 4.5 m on-site setback there are wide boulevards on the adjacent streets, particularly Daniel Street, which increase the actual setback from the travelled portion of the street.
- much of the frontage on English Street is proposed for visitor parking, not residential units.

5.4.2. Height

A maximum building height of 12.4 m. is proposed. The MU-3 zoning permitted a maximum height of 4 storeys or 14.2 m., which was based on the height of the former school. The R4 zone permits a maximum height of 11.0 m. so a height increase of 1.4 (4.6 ft) is requested. The Urban Design Brief submitted in support of the zoning amendment application provides details of how roof design and articulation lessen any impact from the increased height.

5.4.3. Parking

The Zoning Bylaw requires 1.5 parking spaces per unit, which for the 54 units proposed in Phase 1 is a total of 81 units. Each unit proposed is being provided with two private parking spaces, one located within an enclosed garage and one in the driveway. A further 15 visitor parking spaces are provided which is a ratio of 0.27 parking spaces per unit. Given the number of private spaces per unit provided, an adequate amount of parking is available for the site. In addition, on-street parking is available on Scotch, Daniel and English Street, adjacent to the property.

Section 4.26.3 of the Zoning Bylaw requires that all parking within a Residential or Mixed Use zone shall be to the rear of the front wall of the main building. As previously noted, all parking spaces are oriented to the rear of the units, with the exception of the visitor parking spaces facing English Street. The overall number of parking spaces being provided will be addressed in the proposed draft zoning amendment.

5.4.4. Draft Zoning Amendment

A draft zoning bylaw amendment has been prepared for the proposed application, and is attached as Appendix B to this report.

It is noted that the definition of Townhouse Dwelling in Zoning Bylaw 07-47 refers to traditional street or cluster townhouses which are vertically divided. The proposed

amendment includes a definition for Townhouse, Stacked which provides for horizontal separation of the proposed units.

6. Conclusions

The conclusions of this planning justification report are:

- a) that the proposed development is consistent with the Provincial Policy Statement (2014) and conforms to the Growth Plan (2019) and the Greenbelt Plan (2005)
- b) that the application conforms to the Wellington County Official Plan, and to the Town of Erin Official Plan
- c) that the requested zone change to specialized MU-3 zone is appropriate based on the planning rationale set out in this report
- d) that the background reports submitted in support of this application provide technical justification for the application.

In conclusion, the proposed zoning amendment application for the subject property is appropriate and represents good planning..

Respectfully submitted

JL Cox Planning Consultants Inc.

John L Cox, BES, RPP

Appendix A

<p>MU-3 By-law 07-27 Former Erin Public School 185 Main Street Erin Roll # 1-1022</p>	<p>a) Permitted Uses;</p> <ol style="list-style-type: none"> i. A retirement residential facility consisting of a total of 68 units ii. Mixed Uses <ul style="list-style-type: none"> • any use permitted in the R4 zones (subject to the provisions of the applicable residential zone) • business and professional office • day nursery • institutional uses • medical clinic • nursing home • personal service shop • public building or use • religious institution • studio • uses accessory to the permitted use iii. Institutional Uses <ul style="list-style-type: none"> • home for the aged • library • school • uses accessory to a permitted use iv. Commercial Uses <ul style="list-style-type: none"> • club (not intended to be a facility licensed under the LLBO) • office supply and equipment sales, rental and service • retail store • specialty food store • video rental outlet <p>b) Regulations;</p> <ol style="list-style-type: none"> i. Residential <ul style="list-style-type: none"> • dwelling units - minimum floor area - 40 m² • common amenity area to be provided for all residential ii. Commercial <ul style="list-style-type: none"> • Retail commercial uses permitted on ground floor only - maximum total area - 775 m² iii. Parking requirements exceptions as follows: <ul style="list-style-type: none"> • parking for retail, office and personal service shops to be provided at a ratio of 1 space per 40 m² of floor area • parking for retirement residential facility at 0.75 spaces per unit and a barrier free parking space will be provided as one of every 8 retirement residential spaces provided iv. Setbacks <ul style="list-style-type: none"> • from Scotch Street 1.5 m • from Main Street 7.5 m • from English Street 29.5 m • from Daniel Street 48.0 m v. Building Height - maximum of 4 storeys or 14.2 m exclusive of any decorative towers
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Appendix B

CORPORATION OF THE TOWN OF ERIN

BY-LAW 19 - ____

A By-law to amend the Zoning By-law 07/67, as amended, for the Corporation of the Town of Erin, for the property known municipally as 185 Main Street and legally described as Lot 21, Registered Main 102, former Village of Erin, County of Wellington.

Whereas, the Council of the Corporation of the Town of Erin deems it desirable to amend By-law 07/67, as amended, pursuant to Section 34 of the Planning Act, R.S.O. 1990 as amended;

Therefore the Council of the Corporation of the Town of Erin hereby enacts as follow:

1. That Zoning Bylaw 07/67, as amended, is hereby further amended by repealing Section 14 Mixed Use Special Provisions for the MU-3 zone and replacing it with the following:

<p>MU-3 By-law 07-27 Former Erin Public School 185 Main Street Erin Roll # 1-1022</p>	<p>a) For the MU-3 zone a stacked townhouse dwelling unit shall be defined as "a building or structure containing two or more townhouses divided horizontally and/or vertically".</p> <p>b) Permitted Uses;</p> <p>v. Mixed Uses</p> <ul style="list-style-type: none"> • any use permitted in the R4 zone (subject to the provisions of the applicable zone), including stacked townhouse units • business and professional office • day nursery • institutional uses • medical clinic • nursing home • personal service shop • public building or use • religious institution • studio • uses accessory to the permitted use <p>vi. Institutional Uses</p> <ul style="list-style-type: none"> • home for the aged • library • school • uses accessory to a permitted use <p>vii. Commercial Uses</p> <ul style="list-style-type: none"> • club (not intended to be a facility licensed under the LLBO) • office supply and equipment sales, rental and service • retail store • specialty food store
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	<ul style="list-style-type: none"> • video rental outlet <p>c) Regulations;</p> <p>vi. Residential</p> <ul style="list-style-type: none"> • a maximum density of 70 units per hectare • common amenity area of __ m² to be provided <p>vii. Commercial</p> <ul style="list-style-type: none"> • Retail commercial uses permitted on the ground floor only and directly facing Main Street <p>viii. Parking requirements exceptions as follows:</p> <ul style="list-style-type: none"> • each unit shall be provided with one (1) enclosed parking space and one (1) additional parking space in the driveway • a total of fifteen (15) additional visitor parking spaces shall be provided <p>ix. Setbacks</p> <ul style="list-style-type: none"> • from Scotch Street 4.5 m • from Main Street 4.5 m • from English Street 3.8 m • from Daniel Street 4.5 m <p>x. Building Height - maximum of 4 storeys</p>
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2. That the subject land shall be subject to all other applicable regulations of Zoning By-Law 07/67, as amended.
3. This By-law shall become effective from the date of passage by Council and come into force in accordance with the requirements of the Planning Act, R.S.O. 1990 as amended.

Passed this ___ day of _____, 2019.

Mayor, Allan Alls

Deputy Clerk, Lisa Campion

