



REPORT

REPORT TO: Mayor Bonnette and Members of Council

REPORT FROM: John McMulkin, Planner – Development Review

DATE: March 8, 2021

REPORT NO.: PD-2021-0014

RE: Public Meeting for proposed Official Plan and Zoning By-law Amendments to permit the development of a 6-storey, 52-unit residential apartment building at 16 and 18 Mill Street (Georgetown)

RECOMMENDATION:

THAT Report No. PD-2021-0014, dated March 8, 2021, regarding the “Public Meeting for proposed Official Plan and Zoning By-law Amendments to permit the development of a 6-storey, 52-unit residential apartment building at 16 and 18 Mill Street (Georgetown)”, be received;

AND FURTHER THAT all agency and public comments be referred to staff for a further report regarding the disposition of this matter.

BACKGROUND:

1.0 Purpose of the Report

The purpose of this report is to advise Council and the public about Official Plan and Zoning By-law Amendment applications seeking to obtain the necessary approvals to permit the development of a 6-storey, 52-unit residential apartment building at 16 and 18 Mill Street in Georgetown.

2.0 Location & Site Characteristics

The subject lands are located on the north side of Mill Street, east of Dayfoot Drive and in the urban area of Georgetown; see **SCHEDULE 1 – LOCATION MAP**. The lands have an approximate area of 0.23 hectares (0.56 acres) and contain 40.24 metres (132 feet) of frontage on Mill Street.

The site is occupied by a two-storey, 9-unit townhouse building (16 Mill Street) and a two-storey triplex (18 Mill Street), which are intended to be demolished in order to accommodate the proposed apartment building.

Surrounding lands uses to the subject lands include:

- To the North: A large parcel containing a single detached home (which is designated for future Medium/High Density Residential development in the Georgetown GO Station Area Secondary Plan) and CN railway tracks
- To the East: Town open space/natural heritage lands containing Silver Creek and single detached residential dwellings further east
- To the South: Kiyo's Car Service building and single detached residential dwellings
- To the West: Single detached residential dwellings and the 42 Mill Street redevelopment site (6-storey condominium apartment building currently under construction)

3.0 Development Proposal

On January 15, 2021, the Town deemed complete Official Plan and Zoning By-law Amendment applications (File Nos. D09OPA20.005 & D14ZBA20.014) submitted by Urban in Mind (the Agent) on behalf of AGK Multi-Res GP Ltd. (the Applicant).

The applications seek to obtain the necessary land use approvals to allow for the development of a 6-storey, 52-unit residential apartment building including 2 levels of underground parking and increased greenspace; see **SCHEDULE 2 – SITE PLAN**.

Further details regarding the proposed development are outlined in the table below:

Design Elements	Application Proposal
Number of Units	52 residential apartments consisting of: <ul style="list-style-type: none"> • 26, 1-bedroom units • 26, 2-bedroom units
Size of Units	<ul style="list-style-type: none"> • 56.90 to 65.01 m² for 1-bedroom units (~612 to 700 ft²) • 60.08 to 80.40 m² for 2-bedroom units (~647 to 865 ft²)
Height	6 storeys (22.5 metres to stairwell roofs)
Indoor Amenity Area	71.5 m ² (~770 ft ²) within first storey
Landscaped Area	549.2 m ² (~5,912 ft ²) – 26.5% of current lot area
Vehicular Access	1 entrance (from Mill Street)
Parking	70 spaces (~1.34 spaces per unit) consisting of: <ul style="list-style-type: none"> • 18 surface spaces, made up of 13 visitor spaces and 5 resident spaces (includes 3 barrier-free) • 52 underground resident spaces (includes 2 barrier-free)
Bicycle Parking	2 spaces
Loading	1 space

The Applicant has provided a conceptual rendering of the proposed residential development for illustrative purposes; see Figure 1 below:



Figure 1

To facilitate the proposed development the Official Plan Amendment seeks to redesignate the site from Medium Density Residential Area and Greenlands to a site-specific High Density Residential/Community Facility Area designation in order to allow an increase in height from 4 to 6 storeys. The change from a Medium Density to High Density Residential/Community Facility Area designation would also require the density measure to transition from a maximum unit per net residential hectare calculation to Floor Space Index (FSI). The site-specific designation proposes an increase in maximum permitted FSI for the High/Density Residential/Community Facility Area from 2.0 times the area of the lot to 2.11.

The proposed Zoning By-law Amendment seeks to rezone the site from Low Density Residential One (LDR1-2) and Environmental Protection One (EP1) to a site-specific High Density Residential (HDR) zone with special provisions, which include:

- Limit the permitted uses to apartment dwellings;
- Limit the maximum building height to 22.5 m;
- Change the density measure from units/net residential hectare to Floor Space Index (FSI) consistent with the proposed OPA;
- Reduce the minimum front yard setback from 4.5 m to 3.0 m, interior (east) side yard setback from 7.5 m to 3.5 m, and rear yard setback from 7.5 m to 6.0 m;
- Remove the 45-degree angular plane requirement for the rear yard setback and interior (east) side yard setback; and
- Reduce the minimum parking requirement from 1.75 to a consolidated minimum of 1.34 spaces per unit.

The Applicant continues to explore the tenure options for the proposed 52 units and whether they would all be rental or a mixture of condominium and rental. A final decision on the tenure/mix will be required prior to consideration of any Recommendation Report.

A list of reports and drawings submitted in support of the applications is attached as **SCHEDULE 3 – SUBMISSION MATERIALS** to this report.

Should the Official Plan and Zoning By-law Amendment applications be approved, the apartment building would require the submission of a Site Plan Control application.

COMMENTS:

1.0 Planning Context

In Ontario, when reviewing applications looking to amend local Official Plans and/or Zoning By-laws, development proposals are expected to conform with and meet the intent of all applicable Provincial, Regional and Municipal policy documents. This section discusses the relevant policy framework that applies to the subject site and proposal.

1.1 Provincial Policy Statement

The 2020 Provincial Policy Statement (PPS) provides broad based policies that promote an appropriate range of housing types that make efficient use of infrastructure and public service facilities, thus supporting the development of healthy communities. Section 1.1.3 of the PPS identifies Settlement Areas as the focus of growth and development and states that the vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities.

The proposal is required to be consistent with the relevant policies of the PPS in accordance with Section 3 of the Planning Act.

1.2 Growth Plan for the Greater Golden Horseshoe

The subject lands are part of a larger designated urban area in Georgetown. The 2019 Growth Plan contains policies that speak to the provision of a diverse range and mix of housing options to accommodate people at all stages of life and creating an urban form that will optimize infrastructure to support the achievement of complete communities through a more compact built form. A major guiding principle of the Growth Plan is to prioritize intensification and higher densities to make efficient use of land and infrastructure and support transit viability.

As per Section 3 of the Planning Act, the proposal shall conform and not conflict with the Growth Plan.

1.3 Region of Halton Official Plan

The site is designated Urban Area (Georgetown) in the 2009 Regional Official Plan (ROP), with a small portion designated Regional Natural Heritage System.

Section 76 of the ROP establishes that the range of permitted uses and the creation of new lots within the Urban Area shall be in accordance with local Official Plans and Zoning By-laws. As the property currently maintains rental housing units, Section 86(19) also applies, which requires that local municipalities use a rental housing vacancy rate of 3% as the minimum threshold to permit the conversion of existing rental housing to ownership tenure or other uses or the demolition of such housing.

For the portion designated Regional Natural Heritage System (RNHS), the ROP policies direct that there should be no alteration of any component of the RNHS, unless it has been demonstrated that there will be no negative impact on the natural features or their functions. Section 116.1 of the ROP allows for the boundaries of the RNHS to be refined through the submission of an Environmental Impact Assessment (EIA), which could result in additions, deletions and/or boundary adjustments.

1.4 Town of Halton Hills Official Plan

The subject site is included within the boundaries of the Georgetown GO Station Area Secondary Plan and situated within the Mill Street Corridor Precinct. The objectives for the Mill Street Corridor Precinct are as follows (Section H3.6.1):

- a) To encourage consolidation of lots on or immediately adjacent to Guelph Street and along Mill Street and rail corridors and their redevelopment for medium density residential uses.
- b) To permit redevelopment of certain larger lots in appropriate locations, for medium and/or high density residential uses that are compatible with the surrounding area.
- c) To recognize the potential for the redevelopment of the Memorial Arena site and adjacent lands for high density residential, community facility and related uses.
- d) To recognize the remaining portions of the Mill Street Corridor Precinct as a stable residential area, where only modest changes in keeping with the existing character of the area will be permitted.

Under the Secondary Plan the site has two different designations:

Medium Density Residential Area

The Medium Density Residential Area designation allows triplex, townhouse and low-rise apartment dwellings to a maximum height of 4 storeys and density range of 21 to 50 units per net residential hectare.

Section H.3.3.6 of the Secondary Plan outlines urban design policies that provide the general framework for consideration of any development proposal for lands in the

Secondary Plan area. Additionally, Section F2 of the Town's Official Plan also contains urban design policies which need to be considered.

Section H3.6.3 of the Secondary Plan identifies that when evaluating applications for new development through the site plan process, it shall demonstrate that the design:

- a) minimizes height and massing impacts on existing, adjacent low density residential areas;
- b) [this policy is not applicable as it guides development on Guelph Street];
- c) contributes to the creation of a streetscape along Mill Street which reflects its importance as a key gateway to the Secondary Plan area, while maintaining the residential character of the street and enhancing the protection of the greenlands area along the Silver Creek by:
 - i) requiring new buildings to define the street edge;
 - ii) encouraging design that promotes a pedestrian oriented streetscape, including variations in the building envelope for entrances, forecourts and other features;
 - iii) prohibiting parking between the building and Mill Street;
 - iv) prohibiting blank walls on any street;
 - v) requiring provision of high quality landscaping, including:
 - the protection, where feasible of existing shade trees on the site, and the planting of new shade trees on the site and in the public right-of-way as directed by the Town;
 - vi) the introduction of naturalized areas with native plants and trees on and adjacent to, lands designated Greenlands A;
 - vii) requiring buffers adjacent to the boundary of lands designated Greenlands on Schedule H3, as determined by the Town after consultation with Credit Valley Conservation; and,
- d) incorporates measures which enhance sustainability in particular construction to an ENERGY STAR standard at minimum, or an equivalent alternative.

The Applicant has submitted an Official Plan Amendment application proposing to change the Medium Density Residential Area and Greenlands designations to a site-specific High Density Residential/Community Facility Area in order to increase the height from 4 to 6 storeys and change the density measure from units/net residential hectare to Floor Space Index (FSI).

While the Georgetown GO Station Area Secondary Plan contains policies that help provide guidance to evaluate infill proposals from an urban design and built form perspective, it does not include specific policy direction for proposals contemplating a change from a Medium Density to High Density designation. Therefore, staff suggests that Section D1.4.4. of the Town's Official Plan could offer some guidance, as it outlines criteria to consider when evaluating applications seeking to establish new high density residential designations.

Greenlands

A small portion at the front and east part of the site is subject to the Greenlands designation; the Greenlands designation includes the lands within the Regulatory Floodplain along Silver Creek, as determined by Credit Valley Conservation. Permitted uses are restricted to conservation uses, passive recreational uses such as nature viewing and pedestrian trail activities, and similar uses that do not require the construction of buildings or structures.

Section H3.3.2(c) contains policies related to enhancement of the Silver Creek corridor, which states that the Town shall work with Credit Valley Conservation in the context of the Silver Creek Subwatershed Study to:

- i) implement measures to enhance the biodiversity and environmental integrity of this area;
- ii) develop a public trail system in and/or adjacent to the valley, in conformity with the policies of Sections B1.2.7 and F7 of the Official Plan; and,
- iii) consider opportunities for the creation of open space areas in either public or private ownership, adjacent to the Greenlands designation. These areas will assist in providing additional protection to the valley, as well as enhancing views, and potentially access, into the valley.

In addition to the policies contained in the Secondary Plan, the Greenlands designation is subject to the same policies contained within the Regional Official Plan, including Section 116.1.

In this regard, Regional staff conducted a review of the environmental features on and adjacent to the site (hedgerow) and informed the Applicant, prior to submission of the applications, that an Environmental Impact Assessment (EIA) would not be required to support the evaluation of redesignating the small Greenlands portion of the site to a designation that would allow development to occur. CVC staff conducted a similar review and determined that any hazard lands associated with Silver Creek are located entirely off-site, with only small parts of the buffer extending to the property itself, which wouldn't preclude the redesignation of the Greenlands designation.

In addition to the above policies, Section D1.4.9 states that the conversion of rental housing to condominium or other forms of tenure, or the demolition of rental housing, shall only be considered by Council if a minimum threshold rental housing vacancy rate of 3% is maintained in the Town. This policy is applicable as the 9-unit townhouse and triplex buildings currently located on-site are all rental units. The Town currently has a rental housing vacancy rate of 1.5%.

1.5 Town of Halton Hills Zoning By-law

The site is zoned Low Density Residential One (LDR1- 2) and Environmental Protection One (EP1) under Zoning By-law 2010-0050. The LDR1 zone only permits single

detached dwellings. The EP1 zone does not permit any development. Therefore, a Zoning By-law Amendment is required to facilitate the proposed apartment dwelling. The Applicant is proposing to rezone the property from LDR1-2 and EP1 to a site-specific High Density Residential (HDR) zone to facilitate the proposed development.

2.0 Issues Summary

This section outlines issues and concerns with the applications identified by Town department and external agency staff as well as the public.

2.1 Department and Agency Circulation Comments

The applications were circulated for review and comment to Town departments and external agencies on January 20, 2021. First submission comments have been received from all departments and agencies except for Bell Canada and Cogeco Cable.

None of the departments and agencies have objected to the proposed applications; however, some issues have been identified that are to be addressed prior to and as part of staff's final Recommendation Report. These issues include:

Planning

To fully understand the expected daily and year-round shadow impacts to the adjacent low density residential properties, Silver Creek natural heritage area and the future West Side Park proposed on the Town lands adjacent to Silver Creek, the submitted Shadow Study needs to be updated to show shadowing for:

- the hours of 9 am, 5 pm and 6 pm for the provided equinox dates;
- the hours of 9 am to 6 pm for the summer solstice (June 20th/21st); and,
- the hours of 11 am to 3 pm for the winter solstice (December 21st/22nd).

Additionally, staff requires the Applicant to identify the intended tenure of the apartment units to determine conformity with the Town Official Plan policies pertaining to the conversion of rental housing to condominium.

Also, the Applicant will need to revise the submitted draft Official Plan and Zoning By-law Amendment documents as they suggest amending certain policies and provisions that do not apply to the proposal, or are inaccurate, such as the maximum height and number of loading spaces required for the High Density Residential zone, site-specific parking ratio being proposed and setbacks required to the Greenlands designation.

Recreation & Parks

Additional outdoor amenity space may be required through the Site Plan application process; outdoor amenity space can include terraces on the building. The intended amount of outdoor amenity space per unit shall be confirmed by the Applicant.

Transportation

Town staff has concerns with the parking assessment provided within the Traffic Impact Study that was prepared in support of their proposed parking reduction. The Applicant will need to submit a scope of work for the updated parking assessment for approval by Town staff before resubmitting.

Also, the stated future development traffic volumes in the submitted Transportation Impact Study appear to be under-projected and need to be updated to reflect the approved development at 42 Mill Street (Amico project).

Credit Valley Conservation

The “Baseline Environmental Assessment: Screening for Species at Risk” does not appear to satisfactorily address species at risk that may exist in or adjacent to Silver Creek (Redside Dace and bats). The Applicant is advised to contact the Ministry of the Environment, Conservation and Parks and provide their species at risk clearance as part of the next submission.

Halton Region

The proposed redevelopment would result in the demolition of rental housing units. While the proposed development may have the result of providing significantly more rental housing units on-site, it is not clear through the information provided how the existing tenants will be relocated, or if it is intended that they will be accommodated in the new building once it has been constructed. This is an important consideration, as the existing rental housing vacancy rate is under 3% in Halton Hills. Further information in this regard should be provided in the next submission.

Confirmation is required that the 2 levels of underground parking can be accommodated at a depth that remains above the water table. If dewatering is expected to be required, this information needs to be provided to Regional staff for review and to ensure conformity with the policies of the CTC Source (Water) Protection Plan.

In addition, the following reports need to be revised as follows:

- Phase I Environmental Site Assessment updated to Ontario Regulation 153/04 standards and to address the closed landfill on the adjacent Town property; and,
- Functional Servicing Report updated to address watermain/wastewater analysis.

Regional staff conducted a review of the environmental feature on-site (hedgerow) and informed the Applicant prior to submission of the applications that it does not meet the definition of a significant woodland contained within Section 277 of the Regional Official Plan (ROP). Therefore, an Environmental Impact Assessment (EIA) would not be required.

2.2 Public Comments

The Town has received three (3) letters of objection from residents in the neighbourhood. The concerns identified by the residents through their correspondence can generally be characterized as relating to:

- Increased traffic and proposed reduced parking requirements;
- Building height and lot coverage;
- Setting a precedent for future development that does not conform to the policies of the Secondary Plan (e.g. High Density vs. Medium Density) and does not maintain the low density character of the neighbourhood;
- Reduced yard and natural heritage area setbacks;
- Impacts to the Silver Creek subwatershed and its species at risk;
- Source water protection impacts (groundwater recharge);
- Environmental Site Assessment not considering impacts from the closed landfill on the adjacent Town property; and,
- Potential loss of affordable housing.

The purpose of the Public Meeting is to obtain additional comments and feedback from the community. Any further comments received from the public will be reviewed, addressed and included in the final Recommendation Report.

RELATIONSHIP TO STRATEGIC PLAN:

The final Recommendation Report will address the relationship between the proposed development and the Town's Strategic Plan.

FINANCIAL IMPACT:

There is no financial impact associated with this particular report.

CONSULTATION:

Pre-Consultation

The proposed Official Plan and Zoning By-law Amendments were considered at the February 20, 2020, Development Review Committee Pre-Consultation Meeting (File No. D00ENQ20.007). The Applicant was provided with preliminary comments from various Town departments and external agencies at the meeting.

PUBLIC ENGAGEMENT:

Planning staff will ensure that Transparency, Notification and Participation, as defined in the Town's Public Engagement Charter, continue to be at the core of the Public Consultation Strategy throughout the review process for the subject proposal.

SUSTAINABILITY IMPLICATIONS:

The final Recommendation Report will address the relationship between the proposed development and any sustainability implications.

COMMUNICATIONS:

Public Notification Key Dates

- January 20, 2021: Notice of Received Applications mailed out to all property owners assessed within 120 m of the subject lands
- January 25, 2021: Sign posted on the subject lands explaining the purpose of the proposed applications
- February 22, 2021: Notice of Public Meeting mailed out to all property owners assessed within 120 m of the subject lands and to anyone who requested notification
- February 25, 2021: Notice of Public Meeting published in Independent & Free Press
- March 18, 2021: Courtesy Notice published in the Independent & Free Press

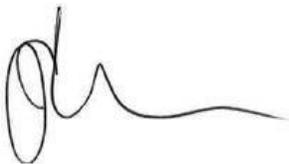
CONCLUSION:

The proposed Official Plan and Zoning By-law Amendments contemplate the development of a 6-storey, 52-unit residential apartment building at 16 and 18 Mill Street (Georgetown). Once all relevant information, reports and comments have been reviewed and assessed, a final Recommendation Report, which summarizes all agency and public comments and assesses the merits of the applications, will be prepared.

Reviewed and Approved by,



Jeff Markowiak, Director of Development Review



John Linhardt, Commissioner of Planning and Development



Chris Mills, Acting Chief Administrative Officer