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# P L A N N I N G JUSTIFICATION REPORT

Ganni Properties Inc.  
16054 & 16060 AIRPORT ROAD,  
TOWN OF CALEDON

DECEMBER 2019  
FILE # 9368

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# 1.INTRODUCTION

## 1.1 Purpose of the Report

Weston Consulting has been retained to provide its professional planning opinion to Ganni Properties Inc., the legally registered owner of the lands municipally known as 16054 and 16060 Airport Road, in the Town of Caledon (herein referred to as the “subject lands”). The owner is proposing the redevelopment of the subject lands to provide for a one storey restaurant and drive-through facility inclusive of an outdoor patio area. The development is intended to be leased by Tim Horton’s.

Applications have been submitted to the Town of Caledon for a Zoning By-law Amendment and an Official Plan Amendment, to permit the proposed development on the subject lands. The enclosed applications and supporting materials are submitted in accordance with communications received from Planning and Regulatory staff at the Town of Caledon as part of the Development Application Review Team, and constitute complete applications as described in Section 34(10.1) and Section 51 (17) of the *Planning Act*.

This report provides the planning rationale in support of the proposed development, including the Zoning By-law Amendment and Official Plan Amendment applications, and provides planning analysis and justification for the proposed drive-through use and site specific development standards. A Site Plan Approval application has also been submitted in conjunction with the Official Plan and Zoning By-law Amendment applications.

The purpose of this report is to outline the nature of the proposed development and to evaluate the proposal in the context of the applicable land use planning policies and regulations of the Planning Act, Provincial Policy Statement (‘PPS’), the Growth Plan for the Greater Golden Horseshoe (‘GGH’), the Region of Peel Official Plan, the Town of Caledon Official Plan, the Town of Caledon Zoning By-law 2006-50.

This report provides a planning analysis and justification for the proposal in accordance with the applicable policies and good planning and urban design principles. This report further provides a basis for the advancement of the planning applications through the planning process.



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## 2. SITE DESCRIPTION AND CONTEXT



## 2.1 Description of the Subject Lands

### Legal Description

*The subject lands are legally described as follows:  
LT 7 PL CAL4 CALEDON E; TOWN OF CALEDON, and  
LT 8 PL CAL2 CALEDON E, TOWN OF CALEDON*

### Property Characteristics

The subject lands are located at 16054 and 16060 Airport Road, in the Town of Caledon and have an approximate total lot area of 1,990 square metres, with a total lot frontage of approximately 34 metres on the west side Airport Road. There are also two ingress/egress access points onto the subject lands from Airport Road, one for each property. The site is currently occupied by two single-detached dwellings, one on each property, which will be removed to facilitate the proposed development. The lands are found to be relatively flat, with a number of trees located on the subject lands that must be removed to facilitate the redevelopment. Further, the 16060 Airport Road property is listed on the Caledon Heritage Register.



Figure 1: Aerial Photograph of the Subject Lands

## 2.2 Regional Neighbourhood Context

The subject lands are located on the west side of Airport Road, south of Walker Road West, in the Village of Caledon East settlement area. The surrounding area is characterized by a mix of residential, commercial and institutional uses, bordering the subject lands. The Town of Caledon Official Plan identifies the site as a *Commercial Core Area* (Schedule D), which is applied along Airport Road as the primary corridor of the community. Through these designations, the Town of Caledon envisions Airport Road as a corridor for commercial and retail activity, creating a sole focus for retail and commercial development within the Caledon East settlement. The Village of Caledon East has a small town feel given the narrow width of Airport Road, community focus and smaller shops.

The subject lands are also identified as within a *Rural Service Centre* by both the Peel Region Official Plan (Schedule D) and the Caledon Official Plan (Schedule A1). As primary growth areas, *Rural Service Centres* are the focus for new residential and employment growth, providing a wide range of goods and services for residents within the settlement and residents within surrounding communities. Through this designation, Caledon East has taken the opportunity to create a settlement that provides and integrates a range and mix of uses that aid in bringing the community together, attracting visitors and creating a complete community.

The subject lands are situated on Airport Road, which is identified as a Major Road by the Region of Peel Official Plan. Peel Region's Major Road Network provides for inter- and intra-municipal travel within the Region and connects Peel with other regions and municipalities. Major Roads are meant to provide a high level of transportation capacity and allows for connections to the Provincial Freeway Network. Airport Road, passing through the centre of Caledon East, connecting communities such as Orangeville, Mono Mills, Hockley Valley and Tottenham to the Greater Toronto Area and the City of Toronto. As such, Airport Road is a primary corridor for the movement of goods and people throughout the Community and broader Region.

## 2.3 Surrounding Land Uses

Land uses in the near vicinity are as follows:

North: A low density residential subdivision, consisting of single detached homes is found north of the subject lands, on the east side of Airport Road. The residences are located on larger lots, typical of a rural settlement. The Abbeyfield Caledon Retirement Home and Caledon East United Church are found to the northeast of the subject lands.

South: Low density commercial/retail business in a single detached dwelling form are located immediately south of the subject lands and front onto Airport Road. Beyond the businesses, a large vacant parcel exists at the northwest corner of Airport Road and Old Church Road. Further to the southwest is a small commercial plaza, with a number of retail and commercial uses.

East: The *Commercial Core Area* continues along Airport Road to the east of the subject lands, including a variety of retail and commercial establishments. St James Anglican Church, the Caledon Fire Station, and the Caledon East Community Complex, Caledon East Arena and Caledon Town Hall are also located to the east of the subject lands.

West: Large lots containing single detached homes are found to the west of the subject lands. Further to the northwest, across Walker Road is the Simmons Nature Reserve which contains hiking trails for local residents and visitors. The Simmons Nature Reserve is part of Caledon's Official Plan *Environmental Policy Area*.



## 2.4 Recent Development Activity

Within a greater area context, a number of approved and proposed development projects have been summarized below:

### 0 Atchison Drive

Applications for a Zoning By-law Amendment and an Official Plan Amendment were submitted to the Town of Caledon to permit the development of a mixed use, mix-rise building with a publicly accessible open space. The building is proposed to be 5 storeys with 85 residential units and approximately 870 square metres of retail, service and office space. The open space will offer 1,000 square metres and will function as a public Town Square. Additionally, there will be 137 parking spaces within an underground parking garage and 36 parking spaces in the surface parking lot in the norther portion of the property.

The purpose of the Zoning By-law Amendment is to rezone the lands from a *Village Commercial Exception 507 zone (CV-507)* to a new *Village Commercial Exception zone (CV-XXX)* to allow for a number of exceptions, including: increased building height; number of parking spaces, and; reduced building setbacks. The purpose of the Official Plan Amendment is to amend the existing *Special Use Area C (Community Focus Area)* designation to permit a building height of 5 storeys and increase the maximum total gross floor area of retail commercial uses from 650 square metres to 870 square metres.

### 16114 Airport Road

Applications for a Zoning By-law Amendment, Official Plan Amendment and Draft Plan of Subdivision were submitted to the Town of Caledon to permit the development of a townhouse condominium consisting of 38 units. A retail commercial block will also be included in the redevelopment, offering 1,375 square metres of commercial space. Two resident parking spaces are provided for each unit by way of private driveway and attached single-car garage. An amenity area is proposed at the northwest corner of the site to provide recreational space for residents with views and access to the woodlot and woodlot buffer area. Additionally, the development will convert the existing Allison's Grove Residence to accommodate the commercial uses, complying to the Town's Official Plan policies regarding the protection, incorporation and complementary design with the existing heritage residence.

The purpose of the Zoning By-law Amendment is to rezone the lands from Rural (A2) zone and Environmental *Policy Area 1 – Oak Ridges Moraine (EPA 1-ORM)* zone to *Residential Townhouse Exception – XX (RT-XX)* zone, *Village Commercial Exception – XX (CV-XX)* zone and *Environmental Policy Area 1 – Oak Ridges Moraine (EPA 1-ORM)* zone. The purpose of the proposed site specific Official Plan Amendment is to expand the existing permitted uses in the *Special Use Area A* designation to permit townhouse dwellings and village commercial uses. The Draft Plan of Subdivision will subdivide the lands into a 1.16 hectare residential block, a 0.56 hectare retail commercial block, and a 2.27 hectare environmental block.

### 15717 Airport Road, 15505 Airport Road, and 0 Innis Lake Road

Applications for a Zoning By-law Amendment, Official Plan Amendment, and Draft Plan of Subdivision were submitted to the Town of Caledon to permit the development of total of 549 residential single detached dwellings, 68 townhouse dwelling units, a condominium block for 20 single detached dwellings, a high-density block of estimated 17 to 30 units, a community park, a series of smaller parks, buffer blocks, public roads and laneways.

The purpose of the Zoning By-law Amendment is to rezone the lands from *Agricultural (A1)*, *Environmental Policy Area 2 (EPA-2)* and *Agricultural – ORM (A1-ORM)* to site specific *Residential 1 (R1-X)*, *Residential 2 (R2-X)* and *Multiple Residential (RM-X)* zones, with an *Open Space (OS)* zone for the parks and *Environmental Policy Area 1 (EPA1)* zone for a stormwater management pond (outside the Draft Plan of Subdivision) and open space lands (i.e. outside the settlement area). The Official Plan Amendment proposes to the Neighbourhood Park to a central location, increase the permitted net density from 16.6 units per hectare to 22.3 units per net hectare and allow for a high-density

residential designation at the corner of Airport Road and the northerly entrance road. The Draft Plan of Subdivision will create 554 single detached residential lots, 51 decked townhouses, 16 courtyard townhouses, a future condominium block for 20 single detached dwellings, and a high density residential block with an estimated 17 to 30 units.

### Summary

The Village of Caledon East is currently experiencing an increase in predominantly residential developments, as seen through the above-mentioned proposed developments. The Town of Caledon Official Plan identifies the subject lands as a *Commercial Core Area* (Schedule D), and further, the site is within the Growth Plan's *Delineated Built Up Area*. Through these designations, the Town of Caledon envisions Airport Road as the primary corridor within the Caledon East settlement. In order to maintain this vision for Airport Road, retail and commercial developments should be maintained and created to provide the current and future residents with beneficial services that will further enhance the town as a complete community.



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## 3. PROPOSED DEVELOPMENT

### 3.1 Description of Subject Lands

The following description of the proposed development should be viewed in conjunction with the Conceptual Site Plan prepared by Dillon Consulting. The proposed development is comprised of a one storey Tim Horton's restaurant and drive-through facility, which contains an outdoor patio area along the Airport Road frontage. The Conceptual Site Plan prepared by Dillon Consulting is provided in Figure 2 for reference.

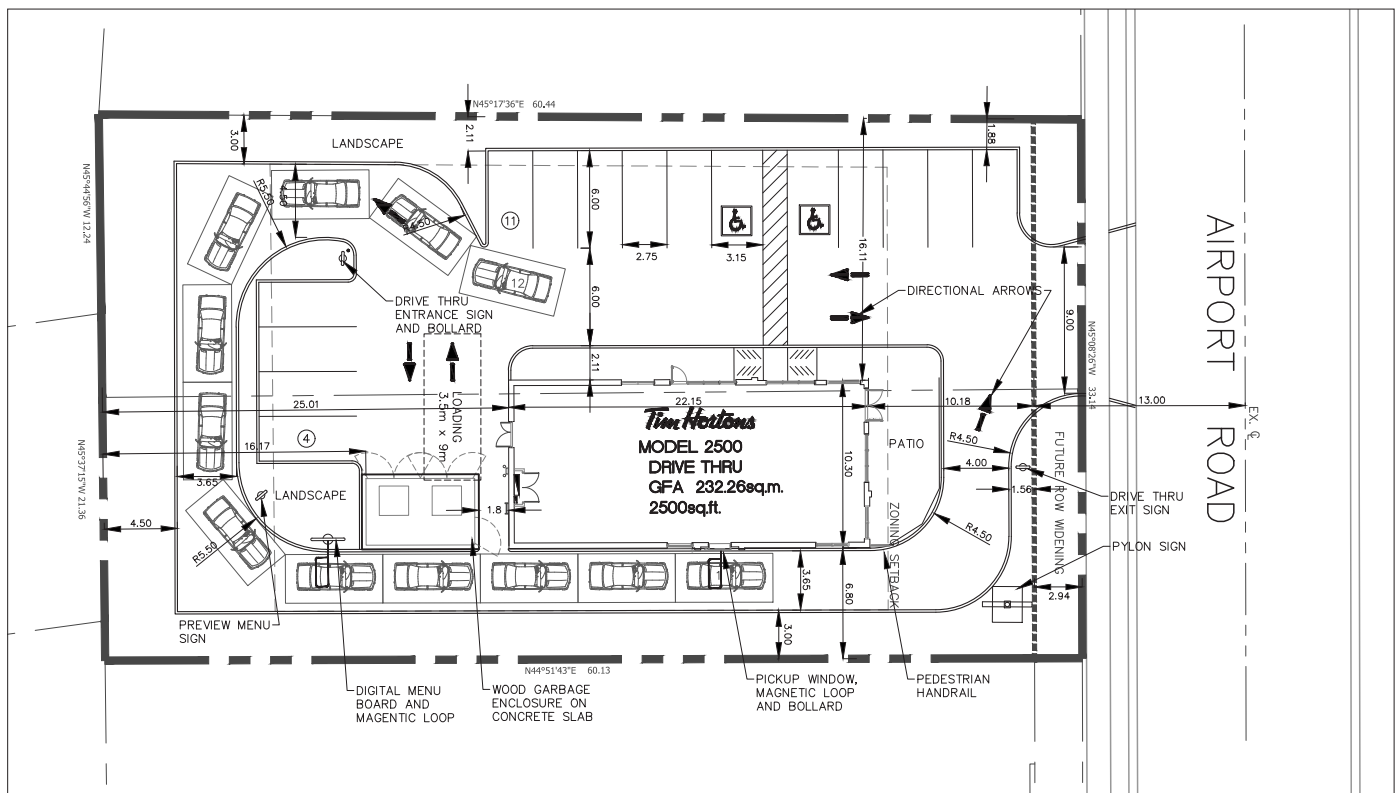


Figure 2: Subject Lands Conceptual Site Plan

The proposed restaurant will have a gross floor area of 232.26 square metres and will be located on the southeast corner of the subject lands. The building is placed towards the front of the lot, along the street line, creating optimal building exposure and allowing for uniformity with the commercial uses in the area. The building placement will also create better accessibility for pedestrians and allow for enhanced site access through the development of an animated streetscape. The outdoor patio eating area is located at the front of the building, allowing for a transition between the pedestrian streetscape and the commercial building, as well as to also assist in animating the streetscape. Elevations of the building have been considered to maintain the small town feel of the area, following the Town of Caledon's desire to maintain the character within *Rural Service Centres*. Additionally, landscaping has been proposed for the perimeter of the lands to enhance the site design and create separation and screening to adjacent uses.

The existing ingress and egress vehicular access points off Airport Road will be removed and consolidated into a single full moves access for the site. Upon entering the site, customers will then have the option of accessing the parking area or continuing to the drive-through facility at the rear of the lot. Careful consideration was made in terms of parking space placement, allowing for the efficient and safe circulation of pedestrians and on-site vehicular flow, while also providing sufficient queuing space for the drive-through use, and sufficient separation between the site and surrounding uses. The sites design is based on best management practices and design principles that have proven to be sufficient for the Tim Horton's business model, allowing for an efficient site composition and minimal impact to the surrounding community. A total of 14 parking spaces and 2 accessible parking spots will be provided.

Placement of the drive-through facility was also carefully considered, allowing cars to access the queuing lane without disrupting the efficiency and safety of pedestrians and vehicles attending the restaurant. The drive-through design also ensures convenience and speed of service, which will limit the idling time of vehicles passing through the drive-through. The facility wraps around the rear portion of the lot, along the east side of the building, and exits at the front of the site, based on best industry practices. This allows for access to the ingress and egress vehicular access point off Airport Road without traveling through the parking area, and limits the need for multiple accesses points onto Airport Road.



A loading space is provided at the rear of the proposed building ensuring that a delivery truck can access the space. The placement of this loading space allows for minimal disruption of pedestrian and vehicle circulation, while also allowing for necessary deliveries to the restaurant during off peak periods. The garbage disposal area is also located at the rear of the building and is screened from view. The loading space doubles as a garbage pick-up area, allowing for direct access to the garbage disposal area. A 3.5 metre by 9 metre clear area is provided in front of the garbage enclosure to ensure the maneuvering of a garbage truck.

The proposed development is sympathetic to existing residential uses in the vicinity of the subject lands. As such, the proposed development includes a 4.5 metre buffer between the drive-through and the rear property line, which is generously planted with approximately 7 trees and a variety of shrubs that will further enhance site screening. In order to ensure there is no adverse noise impacts of the proposed use on adjacent properties, a 2-metre-high acoustic fence is proposed along the rear property line.



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## 4. SUPPORTING MATERIALS

### Heritage Impact Analysis

Golder Associates Ltd. Was retained to conduct a Heritage Impact Assessment for the subject lands. The subject lands are included on the Town's Non-Designated Properties list and are adjacent to 16078 Airport Road and 16081 Airport Road, which are known locally as Knox Presbyterian Church and Johnson-Wallis House, respectively, designated under Part IC of the *Ontario Heritage Act*. The analysis identifies the heritage policies applicable to the new development, summarizes the study area's geography and history, and provides an inventory and evaluation of the study area's built and landscape features. The analysis concludes that all structures at 16054 and 16060 Airport Road may be demolished with no further monitoring or documentation. Based on the presented understanding of the study area, the potential impacts resulting from the proposed development are addressed and future conservation actions recommended based on an options analysis. For further information, please refer to the enclosed Heritage Impact Analysis.

### Arborist Report

7 Oaks Tree Care & Urban Forestry Consultants Inc. was retained to prepare and Arborist Report for the subject lands. A total of 32 privately-owned trees are recommended to be removed due to the proposed development. A total of eight privately-owned trees are recommended to be preserved. The Report concludes by stating that in accordance with the Town of Caledon policies, for every private tree to be removed due to construction, two trees are to be planted on site as replacement. A total of 32 trees are recommended for removal, therefore 64 trees are required to be planted as replacements. Due to lack of adequate planting space, the Town of Caledon will provide direction regarding appropriate compensation. For further information, please refer to the enclosed Arborist Report.

## Noise Feasibility Report

Howe Gastmeier Chapnik Limited (HGC Engineering) was retained to conduct a Noise Feasibility Study for the subject lands. The analysis includes an assessment of the noise impact anticipated at the closest existing residences, in accordance with the Ministry of the Environment, Conservation and Parks (MECP) guidelines. A computer model of the area was created, using acoustic modelling software, to predict the sound levels at the adjacent nearby residences. The results indicate that the sound emissions of the commercial development can be within the applicable noise guideline limits of the MECP at the nearby residential receptors, with additional mitigation in the form of an acoustic barrier, as outlined in the report. For further information, please refer to the enclosed Noise Feasibility Study.

## Transportation Operations Assessment

Nextrans Consulting Engineers was retained to undertake a Transportation Operations Assessment. A total of 16 parking spaces are proposed, with access to the site envisioned via a full movement driveway onto Airport Road. The proposed development is anticipated to generate 100 two-way auto trips (51 inbound and 49 outbound) during the AM peak hours and 82 two-way auto trips (43 inbound and 39 outbound) during the PM peak hours. The intersection capacity analysis results (based on the methodology and procedures outlined in the Highway Capacity Manual, HCM 2000, published by the Transportation Research Board) indicate that the study intersections and existing accesses are expected to operate with excellent levels of service. Based on Town of Caledon Zoning By-law dated March 2016, a minimum of 16 parking spaces will be required for the proposed development. The preliminary site plan provides for a total of 16 parking spaces meeting the Zoning By-law requirement. On this basis, the proposed parking provision at the subject site is satisfied. For further information, please refer to the enclosed Transportation Operations Assessment.

### Stormwater Management Report and Functional Servicing Report

A.M. Candaras Associates Inc. was retained to prepare a Stormwater Management Report and Functional Servicing Report for the subject lands. It was found that the existing site drains overland in a southwest direction toward Airport Road. The proposed site will outlet to the existing 675mm storm sewer under Church Street which outlets to the existing North Keswick watercourse. There is no external drainage that enters the site. There is an existing 250mm sanitary sewer located on Airport Road. A 150mm service connection is proposed to be connected to the existing sewer. Additionally, there is an existing 300mm watermain located on Airport road. A 150mm service connection is proposed to connect to this existing watermain. For further information, please refer to the enclosed Stormwater Management Report and Functional Servicing Report.

### Geotechnical Report

Azure Group Inc. was retained to prepare a Geotechnical Report for the subject lands. The purpose of the investigation was to reveal the subsurface conditions at the locations of the proposed buildings and to determine the engineering properties of the disclosed soils for the design and construction of the proposed building. The field work consisted of 5 boreholes to the sampling depths 6.55 m, and monitoring wells (MW) 1, 3 and 4 were installed in the boreholes for the associated hydrological scope of work. The investigation disclosed that beneath a layer of topsoil full, the site is underlain by a complex stratigraphy of silty fine sand and sandy silt, with localized deposits of silty sand till found at various locations and depths throughout the site. All boreholes remained dry upon completion of the investigation. The soil colour remains brown to the maximum investigated depth, indicating that the soils have oxidized. Cave-in occurred in all boreholes at depths various from 1.8+/- m, to 5.5+/- m below the prevailing ground surface. The groundwater level will fluctuate with the seasons. The geotechnical findings which warrant special consideration are presented within the Report. For further information, please refer to the enclosed Geotechnical Report.



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## 5. PUBLIC CONSULTATION



A public consultation strategy, consistent with the Planning Act is proposed to include the following:

- A Notice of Complete Application will be circulated to all property owners within 120 metres of the site by the municipality detailing the nature of the applications and the requested amendments to the Official Plan and Zoning By-law.
- An Application Notice Sign will be posted on the subject lands by the proponent identifying the request for amendments to the Official Plan and Zoning By-law and the intent of the proposed development.
- An informal public open house will be arranged by the applicant to present the proposed development to the community and obtain initial feedback. Notice will be circulated to all residents and businesses located within 300 metres of the site.
- A Statutory Public Meeting will be scheduled by the municipality with notice circulated a minimum of 14 days prior to the meeting date to all property owners within 120 metres of the site.
- Comments from the public and Council will be documented and responded to, where possible, through a formal resubmission to the Town.
- Based on the comments received, an additional informal public meeting may be held, as required with various stakeholders in the community.

It is our understanding that the above public consultation strategy is consistent with the requirements under the Planning Act.



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## 6. PLANNING POLICY FRAMEWORK

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The following sections of this report outlines the land use planning policy regime applicable to the subject lands and evaluates the proposed development in the context of this planning framework and the hierarchy of applicable land use planning policies. The following policies have been considered: the Planning Act, the Provincial Policy Statement (2014); A Place to Grow: The Growth Plan for the Greater Golden Horseshoe (2019); Region of Peel Official Plan (December 2018 Consolidation; Town of Caledon Official Plan (April 2018 Consolidation); Caledon East Secondary Plan, and; Town of Caledon Zoning By-law 2006-50.

## 6.1 Planning Act

In consideration of the proposed land use planning applications, Section 2 of the Planning Act must be considered as it provides the general direction for all land use planning decisions made in the Province of Ontario.

### Section 2 – Provincial Interest

*The Minister, the council of a municipality, a local board, a planning board and the Tribunal, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as,*

- (a) the protection of ecological systems, including natural areas, features and functions;*
- (b) the protection of the agricultural resources of the Province;*
- (c) the conservation and management of natural resources and the mineral resource base;*
- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;*
- (e) the supply, efficient use and conservation of energy and water;*
- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;*
- (g) the minimization of waste;*
- (h) the orderly development of safe and healthy communities;*
- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;*
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;*

- (j) the adequate provision of a full range of housing, including affordable housing;*
- (k) the adequate provision of employment opportunities;*
- (l) the protection of the financial and economic well-being of the Province and its municipalities;*
- (m) the co-ordination of planning activities of public bodies;*
- (n) the resolution of planning conflicts involving public and private interests;*
- (o) the protection of public health and safety;*
- (p) the appropriate location of growth and development;*
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;*
- (r) the promotion of built form that,*
  - (i) is well-designed,*
  - (ii) encourages a sense of place, and*
  - (iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;*
- (s) the mitigation of greenhouse gas emissions and adaptation to a changing climate. 1994, c. 23, s. 5; 1996, c. 4, s. 2; 2001, c. 32, s. 31 (1); 2006, c. 23, s. 3; 2011, c. 6, Sched. 2, s. 1; 2015, c. 26, s. 12; 2017, c. 10, Sched. 4, s. 11 (1); 2017, c. 23, Sched. 5, s. 80.*

The policies and direction outlined in Section 2 of the Planning Act inform the Provincial Policy Statement and matters of provincial interest, thereby ensuring that consistency with the PPS equates to consistency with Section 2. The Provincial Policy Statement is given consideration in Section 6.2 of this report. In our opinion the proposed development has regard to matters of provincial interest as outlined in the following section.

## 6.2 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) came into effect on April 30, 2014, and provides policy direction on matters of provincial interest related to land use planning and development. The PPS aims to promote appropriate development while ensuring that resources of provincial interest, public health and safety, and the quality of the natural environment are protected. All planning decisions in Ontario must be consistent with the PPS.

The PPS encourages efficient land use planning and growth management to create and maintain strong communities and a healthy environment, while encouraging economic growth over the long term. The PPS also encourages the efficient use of existing infrastructure and public service facilities, and requires that municipalities plan for an appropriate range and mix of land uses throughout the Province. The PPS supports intensification, infill and redevelopment where appropriate in order to promote the efficient use of land where infrastructure and public services are available.

Section 1.0 of the PPS provides direction related to “Building Strong Healthy Communities” and is applicable to the development of the subject lands. It generally encourages a variety of land uses within communities and encourages initiatives that make efficient use of infrastructure. The subject lands are located within a Settlement Area, which are critical to the long-term economic prosperity of communities. Section 1.1.3 states the following:

*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;*
- 3. minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- 4. support active transportation;*
- 5. are transit-supportive, where transit is planned, exists or may be developed; and*

*6. are freight-supportive; 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 needs.*

*Intensification and redevelopment shall be directed in accordance with the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.*

*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.*

*1.1.3.5 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas.*

*1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.*

The above noted policies in Section 1.1.3 directly apply to the proposed development. These policies support intensification and growth within settlement areas through the efficient use of lands and the provision of a mix and range of uses. The proposed development will repurpose the currently underutilized lands through intensification. The proposed restaurant and drive-through facility will contribute to the mix of uses in the area and encourages a new commercial opportunity that makes efficient use of existing infrastructure.

The PPS provides direction for coordinating an integrated and comprehensive approach to planning based on the hierarchy of applicable land use planning policies. In doing so, policies are presented to ensure land use compatibility to guarantee that certain uses integrate well into their surroundings. As the proposed development introduces a restaurant with a drive through facility, Section 1.2.6 is found to be applicable and states that:

*1.2.6 Major facilities and sensitive land uses should be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of major facilities.*

Although the proposed restaurant and drive through facility is seen by some to create adverse effects on the surrounding area, such as noise and odour, the proposed development has applied appropriate buffers, separation, and screening measures to prevent and mitigate the possibility of any adverse effects affecting the surrounding community. The generous landscape planting in the rear and increased setback from the drive-through will reduce noise impact on the residential neighbourhood. The proposed development includes a 2-metre-high acoustic fence along the rear property line, which will ensure that the proposed development meets MECP guidelines per the report undertaken by HGC Engineering. As such, the proposed development will not have an acoustical impact on the adjacent residential uses.

Section 2.0 of the PPS provides direction related to the appropriate use and management of existing resources and is applicable to the development of the subject lands. It generally speaks to the conservation of biodiversity, natural heritage and cultural heritage for economic, environmental and social benefits. Section 2.6 speaks to cultural heritage and archaeology stating the following:

*2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.*

*2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.*

*2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.*

*2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.*

*2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.*

The Heritage Impact Assessment prepared by Golder and Associates has concluded that the properties contain no built or cultural heritage value. Further the property located at 16060 Airport Road meets criteria for contextual heritage value only, which does not itself provide sufficient value for the retention of the existing building on site. As such, the building has been designed for to add prominence to the streetscape and contribute to the small-town rural feel of the area, while further enhancing the commercial village core.

### Summary

Based on our review of the applicable PPS policies, it is our opinion that the proposed development is consistent with the PPS as it promotes efficient development of a site that is currently underutilized. The proposed development will address this underutilization by contributing to the range and mix of land uses and services available within Caledon East. The proposed development will provide a new commercial opportunity to the community that will make efficient use of existing infrastructure and a growing local population that requires access to commercial services. Additionally, the proposed development has applied the appropriate buffers, separation and mitigation measures to prevent any adverse effects that may affect the surrounding community.



## 6.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) is intended to provide policy direction to support the development of strong, prosperous communities and assist in guiding future growth within the Greater Golden Horseshoe (GGH). The Growth Plan serves as the overarching policy document that Regional and Local Municipalities look to for land use planning direction.

The Growth Plan was recently updated in May 2019 to address potential barriers affecting increased housing supply, job creation and attracting investments. In particular, policies in regards to intensification have been updated to reflect the Province's objective of supporting provincial transit investments, planned growth rates and local realities of different communities within the Region. In doing so, intensification is encouraged to take place generally throughout the delineated built-up area. The revised version of the Growth Plan came into effect on May 16, 2019.

The Growth Plan seeks to create complete communities that are designed to promote healthy living while meeting the needs of people throughout their lifetime. The policies of the Growth Plan direct growth to existing urban areas, encouraging the development of compact built-form and transit supportive communities to more efficiently use land and infrastructure. The Growth Plan has established minimum growth targets for municipalities within the Greater Golden Horseshoe; Schedule 3 of the Growth Plan establishes a target of 1,970,000 people and 970,000 jobs by the year 2041 for the Region of Peel.

### 1.1.2 Guiding Principles

Section 1 of the Growth Plan established a vision to plan and accommodate population growth until 2041. Section 1.2.1 of the Growth Plan provides a set of guiding principles that are intended to guide decisions regarding land development, resource management and public investment. The following guiding principles are applicable to the proposed development of the subject lands:

- *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 in strategic growth areas to make efficient use of land and infrastructure and support transit viability.*
- *Provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries, including resource-based sectors.*
- *Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities.*

The above-mentioned guiding principles speak to the development proposal as it provides a redevelopment opportunity for an underutilized site and will implement a more efficient use of the subject lands. The proposed restaurant with drive through facility will provide a new commercial opportunity, while at the same time providing a built form that considers and maintains the heritage character of the area and is sympathetic to adjacent uses.

### 2.2.1 Managing Growth

Section 2.2 of the Growth Plan provides direction about how to manage growth in a manner which ensures a better use of land and infrastructure, and encourages a compact built form throughout the GGH. Section 2.2.1.2 identifies how forecasted growth is to be allocated. The policy states the following:

1. *Population and employment forecasts contained in Schedule 3 will be used for planning and managing growth in the GGH to the horizon of this Plan in accordance with the policies in subsection 5.2.4.*
2. *Forecasted growth to the horizon of this Plan will be allocated based on the following:*
  - a) *the vast majority of growth will be directed to settlement areas that:*
    - i. *have a delineated built boundary;*
    - ii. *have existing or planned municipal water and wastewater systems; and*
    - iii. *can support the achievement of complete communities;*
  - b) *growth will be limited in settlement areas that:*

- i. are rural settlements;
  - ii. are not serviced by existing or planned municipal water and wastewater systems; or
  - iii. are in the Greenbelt Area;
  - c) within settlement areas, growth will be focused in:
    - i. delineated built-up areas;
    - ii. strategic growth areas;
    - iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and
    - iv. areas with existing or planned public service facilities;
  - d) development will be directed to settlement areas, except where the policies of this Plan permit otherwise;
  - e) development will be generally directed away from hazardous lands; and
  - f) the establishment of new settlement areas is prohibited.
3. Upper- and single-tier municipalities will undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will:
- a) establish a hierarchy of settlement areas, and of areas within settlement areas, in accordance with policy 2.2.1.2;
  - b) be supported by planning for infrastructure and public service facilities by considering the full life cycle costs of these assets and developing options to pay for these costs over the long-term;
  - c) 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;
  - d) support the environmental and agricultural protection and conservation objectives of this Plan; and
  - e) be implemented through a municipal comprehensive review and, where applicable, include direction to lower-tier municipalities.
4. Applying the policies of this Plan will support the achievement of complete communities that:
- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
  - b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
  - c) provide a diverse range and mix of housing options, including second units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
  - d) expand convenient access to:
    - i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
    - ii. public service facilities, co-located and integrated in community hubs;
    - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
    - iv. healthy, local, and affordable food options, including through urban agriculture;
  - e) provide for a more compact built form and a vibrant public realm, including public open spaces;
  - f) mitigate and adapt to climate change impacts, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and
  - g) integrate green infrastructure and appropriate low impact development.
- The proposed development is consistent with Schedule 3 of the Growth Plan as it encourages growth and intensification within the built-up area through the provision of a commercial service and employment opportunity. The proposed development offers a compact built form within the delineated built boundary, is serviced by municipal water and waste water, and is located within the *Caledon East Commercial Core Area*, which is the sole focus point for commercial and retail development in the community. Through the proposed development, Caledon East has the opportunity to provide a commercial service that will aid in bringing the community together and attracting visitors. By placing the building towards the front of the lot, the proposed development enhances pedestrian accessibility and site access. Additionally, the outdoor patio eating area located at the front of the building will allow for an animated streetscape.
- The subject lands are also identified as within a Rural

Service Centre by both the Peel Region Official Plan (Schedule D) and the Caledon Official Plan (Schedule A1). As primary growth areas, Rural Service Centres are the focus for new residential and employment growth within the Town by providing a wide range of goods and services for residents within the settlement area and surrounding communities. Furthermore, Airport Road is classified as a Major Road on Schedule E of the Regional Official Plan. Airport Road is a major transportation corridor for goods and people, allowing for inter- and intra-municipal travel, with connections to other regions, municipalities and the Provincial Freeway Network.

#### 2.2.2 Delineated built-up areas

Under Section 2.2.2.1(a), the Growth Plan requires that all municipalities develop and implement strategies to achieve the minimum intensification targets throughout the delineated built up areas. The policy directs that by the time the next comprehensive review is approved and in effect, and for each year thereafter, the applicable minimum intensification target within the Region of Peel is 50 per cent. The proposed development contributes to the minimum intensification target for the delineated built-up area in Peel Region by redeveloping the underutilized lots for a compact built form.

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

- a) identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;
- b) identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas;
- c) encourage intensification generally throughout the delineated builtup 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; and
- f) be implemented through official plan policies and designations, updated zoning and other supporting documents.

The proposed development conforms to the above

noted policies as it encourages intensification of two underutilized lots and will provide a commercial service within the Caledon East Commercial Area. The scale of the development will create an appropriate built form when considering the Town's desire to create and maintain the heritage character of the Rural Service Centre. Additionally, the placement of the building towards the front of the lot will maintain uniformity with the other commercial uses in the area. Policy 2.2.2.3(c) further illustrates that the Province does not preclude growth and intensification outside of strategic growth areas. The subject lands are located with the delineated built-up area, which is an area of focus for additional growth and intensification.

#### 4.2.7 Cultural heritage resources

Chapter 4 of the Growth Plan contains policies pertaining to the protection of biodiversity, natural heritage and cultural heritage for economic, environmental and social benefits. The policies outlined in section 4.2.7 are applicable to the proposed development:

1. *Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.*
2. *Municipalities will work with stakeholders, as well as First Nations and Métis communities, in developing and implementing official plan policies and strategies for the identification, wise use and management of cultural heritage resources.*
3. *Municipalities are encouraged to prepare archaeological management plans and municipal cultural plans and consider them in their decision-making.*

The design and elevations of the proposed development have been considered to maintain the small-town heritage feel, in accordance with the Town of Caledon's desire to maintain the existing character of *Rural Service Centres*. Additionally, a detailed archaeological examination was conducted in accordance with the Archaeological Standards of the Town of Caledon and the Ministry of Tourism, Culture and Sport. This helped to ensure the retention, conservation and integration of any heritage resources found on the subject lands. The Heritage Impact Assessment has concluded that the properties

## 6.4 Region of Peel Official Plan (December 2018 Consolidation)

contain little to no built or cultural heritage value. As such, the building has been designed for to add prominence to the streetscape and contribute to the small-town rural feel of the area, while further enhancing the commercial village core.

### Summary

The Growth Plan promotes redevelopment through intensification, generally throughout the built-up area, and specifically recognizes the need for more efficient utilization of lands, a compact built form, and supports the principle of higher densities in appropriate areas, where infrastructure and transit services are available. The proposed development at 16054 and 16060 Airport Road will provide a new commercial service to Caledon East and the surrounding area. The development proposal supports the policies and objectives of the Growth Plan by intensifying underutilized lands within the existing settlement area. The restaurant and drive through facility will contribute to the mixture of land uses along Airport Road and provide a service for both residents and visitors of Caledon East. It is our opinion that the proposed development conforms to the policies of the Growth Plan.

The Region of Peel Official Plan was adopted by Regional Council on July 11, 1996 through By-law 54-96. The Plan was subsequently approved with modifications by the Minister of Municipal Affairs and Housing, through the Minister's Notice of Decision on the Plan dated October 22, 1996. The Regional Official Plan (ROP) was approved under the Planning Act, R.S.O. 1990 C.P 13, as amended by Bill 20 and its associated Provincial Policy Statement (1996). The 2018 Office Consolidation includes Ministry and OMB approvals as well as approved amendments.

The subject lands are identified as within a Rural Service Centre by the Peel Region Official Plan (Schedule D). Airport Road is designated as a Major Road (Schedule E).

### Section 3.6 Cultural Heritage

Section 3.6 of the Regional Official Plan outlines the Region's dedication to heritage preservation and the role heritage has in developing the overall quality of life for residents and visitors. The Region aims to identify, preserve and promote cultural heritage resource for present and future generations. In ensuring the assessment and preservation of these resources, the Region requires and supports the use and preparation of cultural heritage resource impact assessments, where appropriate. Recognizing the Town of Caledon's desire to create and maintain heritage aspects within Rural Service Centres, the proposed development aims to maintain a heritage feel and character for the area. Further, it will help to animate the streetscape and enhance community character through the development of a new commercial opportunity. The Heritage Impact Assessment has concluded that the properties contain little to no built or cultural heritage value. As such, the building has been designed for to add prominence to the streetscape and contribute to the small-town rural feel of the area, while further enhancing the commercial village core.

### Section 5.4 The Rural System

Section 5.4 addresses the Region's diverse natural and rural landscapes and communities. Peel's Rural System exists outside of the 2031 Regional Urban Boundary and includes the Greenbelt Plan's identified Protected Countryside and natural environmental and resources that are to be protected. The subject lands are located within Caledon East, identified as a *Rural Service Centre* in Section 5.4.3. Rural Service Centres are the primary focus for growth within the Rural System and indicate where growth is planned to occur. The subject lands are subject to the following policies in Section 5.4.3.2:

*5.4.3.2.1 Designate three Rural Service Centres, as shown on Schedule D, as locations for growth outside of Peel's Urban System, providing a range and mix of residential, employment, commercial, recreational and institutional land uses and community services to those living and working in the Rural System.*

As the subject lands are identified as within a *Rural Service Centre*, the site offers an opportunistic location to repurpose the underutilized lands through a modest form of intensification. The proposed restaurant and drive through facility contributes to the range and mix of employment and commercial land uses within the *Rural System* and along Airport Road. Additionally, the proposed land use will offer a new commercial opportunity and service to the residents and visitors of Caledon East.

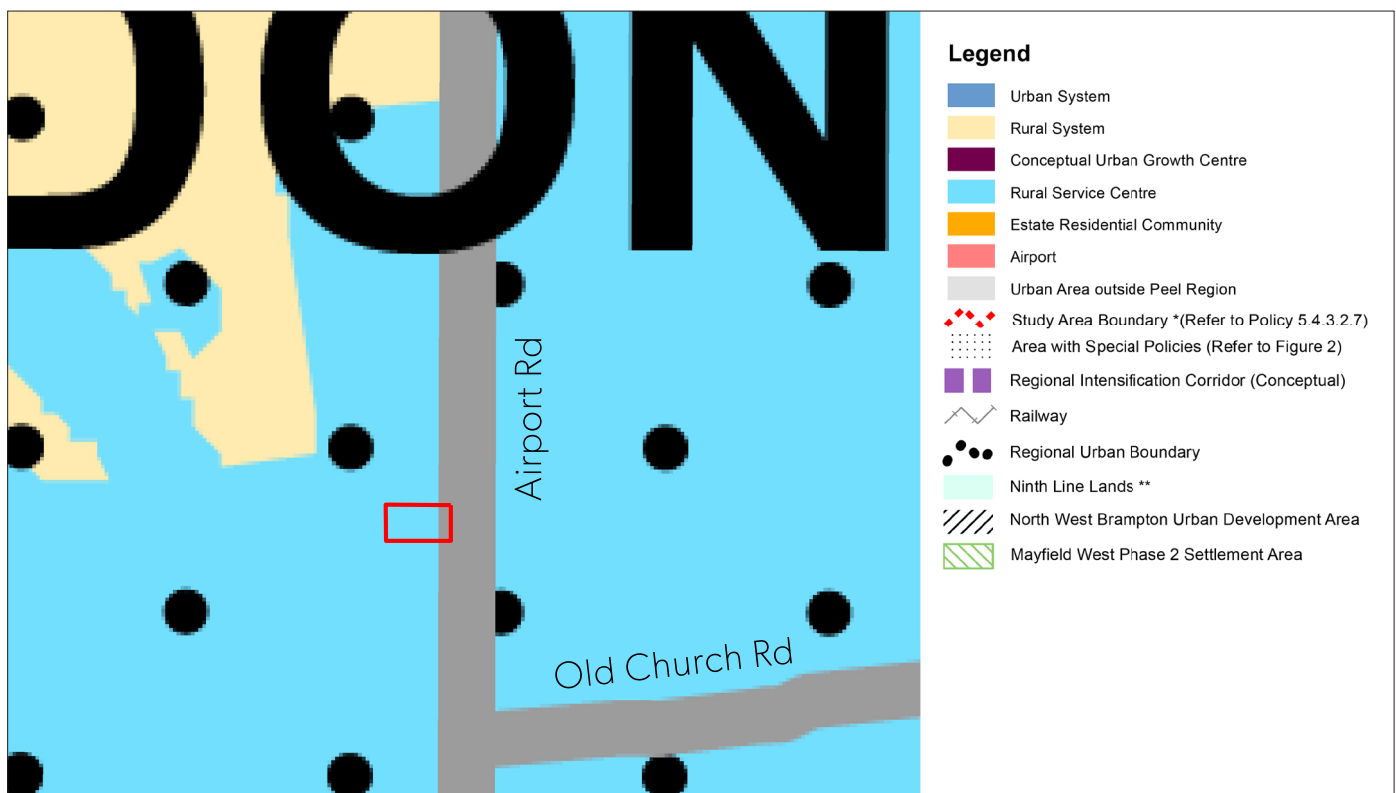


Figure 3: Region of Peel Schedule D: Regional Structure

### Section 5.9 The Transportation System in Peel

Section 5.9.4 of the Region's Official Plan outlines the policies and objectives of the Major Road Network in Peel. *The Major Road Network* allows for inter- and intra-municipal travel within the Region and allows for connections to other regions, municipalities and the Provincial Freeway Network. The subject lands are located on Airport Road, which is classified as a *Major Road* on Schedule E of the Regional Official Plan. As a *Major Road*, Airport Road acts as a corridor, moving people and goods throughout the Region. In particular, the section of Airport Road within the Village of Caledon East includes a number of retail and commercial opportunities for people passing through the community. Airport Road functions as a corridor, bringing residences from the northernmost parts of Caledon towards the larger urban areas and growth centres located in the southern parts of Peel Region. The subject lands offer an opportunistic location for the provision of a drive through restaurant service, offering access for employees, customers, and deliveries.

In accordance with Schedule E, Major Road Network, the portion of Airport Road directly in front of the subject lands requires an ultimate right-of-way width of 26 metres. As such, the proposed development is required to provide a 2.94-metre-wide road widening along the extent of the Airport Road frontage. The enclosed site plan provides for the future widening that will be conveyed to the Region of Peel as part of the concurrent Site Plan Approval process.

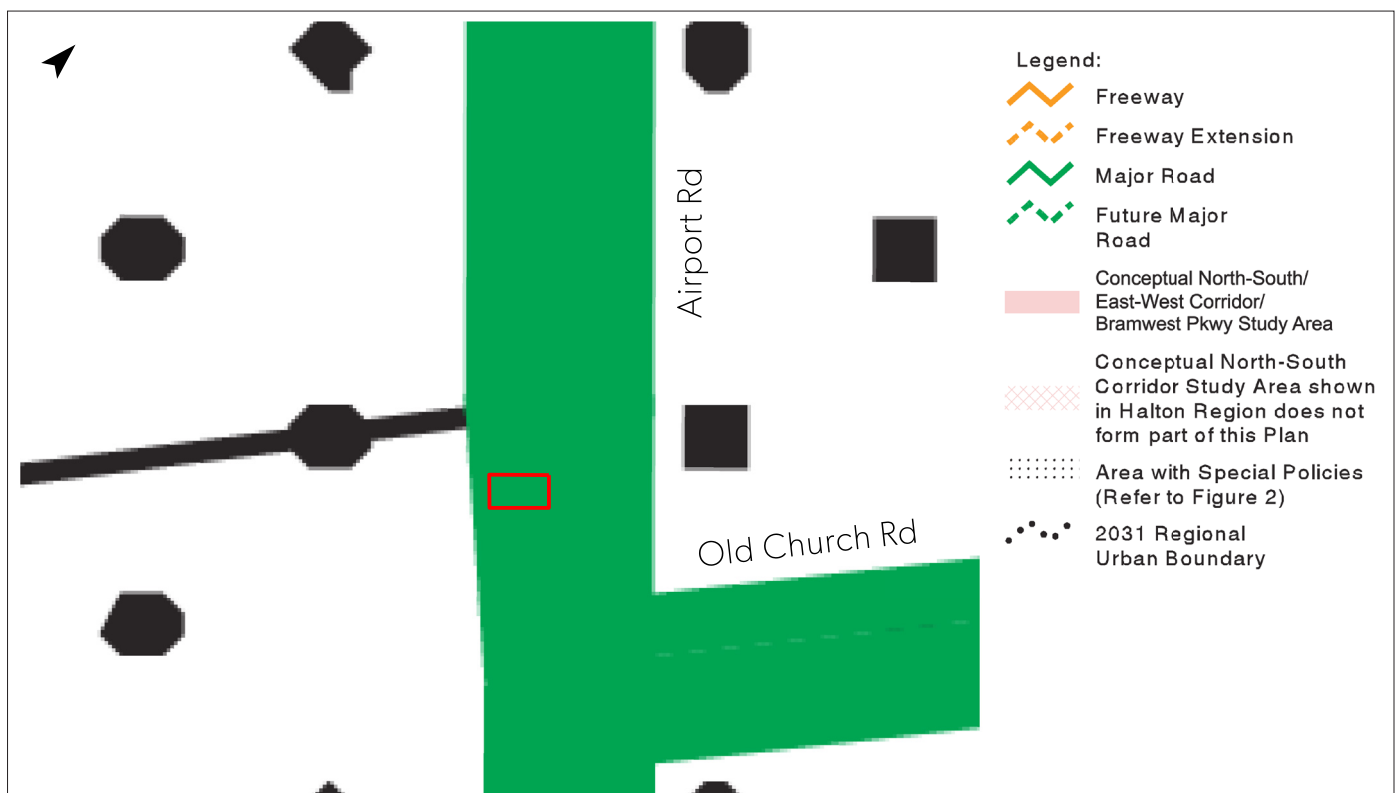


Figure 4: Region of Peel Schedule E: Major Road Network



## 6.5 Town of Caledon Official Plan (April 2018 Consolidation)

### Summary

Through review of the policies outlined in the Regional Official Plan, we are of the opinion that the proposed development complies with the applicable policies of the Plan. The lands are identified as within a *Rural Service Centre*, offering an appropriate location for planned growth and intensification. The proposed development includes a new commercial use, providing a service and employment opportunity for the residents of Caledon East. The proposed design aims to maintain the Region's dedication to heritage preservation and character in the area, and along Airport Road. Further, the location of the lands on Airport Road allows the proposed development to have access to the Major Road Network. As a corridor, Airport Road moves people and goods throughout the Region, allowing access for residents, visitors, and delivery vehicles to the site. The proposed development further provides the required road widening in accordance with the Schedule E of the Official Plan. In summary, the proposed development will properly situate a new community service use within the community of Caledon East, contributing to the provisions contained within the *Rural Service Centre*.

The original Town of Caledon Official Plan came into effect in 1979 and has since been systematically reviewed and amended in order to keep the plan current and ensure that it reflects changing community needs and dynamics, addressing external influences and responding to new Regional and Provincial planning policies and legislation.

### Section 2.2 Principles, Strategic Direction and Goals

The Town of Caledon Official Plan is based on the principles, strategic direction and goals outlined in Section 2.2. The following principles, outlined in Section 2.2.1 are relevant to the subject lands:

- a) *That the Town will seek to preserve, protect and enhance natural physical features and biological communities, and cultural heritage resources.*
- b) *That the Town will seek to improve the health and well-being of residents, employees, landowners and businesses by fostering the development of communities where individuals can pursue diverse goals for personal development and where individual needs for employment, learning, culture, recreation, physical and social wellbeing can be satisfied.*
- c) *That the Town will seek to achieve fiscal sustainability by protecting, expanding and diversifying the Town's employment and assessment base and balancing service standards, service demands, and growth in assessment within a regime of local municipal tax rates and user charges that are acceptable to the Town's taxpayers.*

Section 2.2.2 outlines the strategic direction of the Town of Caledon Official Plan, focusing on:

- 1) Stewardship of Resources;
- 2) Settlement Patterns, and;
- 3) Managing Growth.

The Town of Caledon aims to protect existing resources, including "*natural and cultural heritage resources, recreational lands and agricultural lands*". This creates the basis for the policies within the Official Plan and allows for the maintenance of the rural character and ambiance within the municipality. A hierarchy of settlement patterns allows for planned growth, concentrating employment

development to *Rural Service Centres* like Caledon East. Additionally, growth will be managed through the principles of the plan.

Section 2.2.3 outlines the Goals of the Official Plan, providing context within which the policies of the Plan should be interpreted. The following goals are relevant to the subject lands:

- *To establish a growth pattern for the Town, including rates and location of population and employment growth that maximizes the overall quality of life for Caledon's residents.*
- *To conserve and promote cultural heritage resources in recognition of the non-replaceable nature of cultural heritage, as well as the contribution it makes to the character, civic pride, tourism potential, economic benefits and historical appreciation of the community.*
- *To provide residents with a quality of community life that provides access to community-based services in a manner that best responds to the need for employment, learning, shopping, culture, recreation and social opportunities.*

The subject lands are located within the Town of Caledon's delineated built-up area. The proposed development provides a beneficial service for the anticipated population growth in the Village of Caledon East, as seen in Section 2.4 of this report. Additionally, the subject lands are located within the *Caledon East Commercial Core Area* and are designated as *General Commercial* (Schedule D), and is identified as within a *Rural Service Centre* by both the Peel Region Official Plan (Schedule D) and the Caledon Official Plan (Schedule A1). As primary growth areas, the Caledon East Commercial Core Area and *Rural Service Centres* designations create areas of focus for new residential and employment growth, providing a wide range of goods and services for residents within the settlement and residents within surrounding communities. The proposed development offers both a service use and an employment opportunity for current and future residents of Caledon East and the surrounding area.

Recognizing the Town of Caledon's desire to create and maintain heritage aspects within *Rural Service Centres*, the design of the proposed development aim to maintain a heritage and small town feel for the commercial core.

### Section 3.3 Cultural Heritage Conservation

The Town of Caledon aims to manage cultural heritage resources within municipal boundaries that are of historical, architectural and archaeological value. The policies in Section 3.3 recognize *"that cultural heritage landscapes and built heritage resources need to be identified, and that cultural heritage landscapes and significant built heritage resources need to be conserved"*. Section 3.3.3.1.4 states that *"All development or redevelopment proposals will be reviewed by the Town to determine whether a Cultural Heritage Survey is required or whether, as appropriate, a Cultural Heritage Survey will be requested"*. Furthermore, Section 3.3.3.1.5 states that *"Where it is determined that further investigations of cultural heritage resources beyond a Cultural Heritage Survey or Cultural Heritage Planning Statement are required, a Cultural Heritage Impact Statement may be required"*. The Heritage Impact Assessment has concluded that the properties contain little to no built or cultural heritage value. As such, the building has been designed for to add prominence to the streetscape and contribute to the small-town rural feel of the area, while further enhancing the commercial village core.

### Section 4.1 Town Structure

Section 4.1 of the Official Plan outlines the hierarchy of settlements within the Town, and establishes their role and intended function within the hierarchy. To allow for new growth and the provision of services, growth will be allocated according to the hierarchy of the settlements. With respect to the subject lands being designated as within a *Rural Service Centre*, new growth will be focused to this area. The following policies are applicable to the subject lands:

*4.1.1.3.1 Development of settlements will take place within the following hierarchy:*

- a) Rural Service Centres – compact, well-integrated rural towns on full piped water and sewer services. Rural Service Centres are designated as the primary growth areas for the planning period. In order to provide services in an efficient manner to the large geographical area that comprises the Town, the Rural Service Centres will be the focus for the majority of new residential and employment growth as well as*

*the focus for the provision of a wide range of goods and services for residents of the Town. Given this role, the Rural Service Centres are emerging urban communities within the Town and their character will evolve accordingly.*

*The Rural Service Centres are Mayfield West, Bolton and Caledon East.*

The subject lands are identified as within the Caledon East Rural Service Centre (Schedule A1). The proposed development contributes to the primary growth area by providing a new commercial service for the Town of Caledon and the greater surrounding area. Additionally, the proposed development contributes to a diverse range of goods and services for residents and visitors, while also providing a place of employment.

#### Section 4.2.1 Intensification

As instructed by the Growth Plan and the Region of Peel Official Plan, the Town of Caledon Official Plan includes policies for *Rural Service Centres*, addressing the Regional Greenfield density and intensification targets. As a rural municipality, Caledon has limited potential

for intensification. Caledon looks to make appropriate contributions to the achievement of the Regional intensification targets based on opportunities identified in the *Caledon Intensification Strategy*. The following policies are applicable to the subject lands:

*4.2.1.3.1 Caledon will encourage intensification within the built-up area and undelineated built-up areas shown on Figure 1 of this Plan and will work to overcome barriers to intensification, where consistent with Section 3 of the Provincial Policy Statement.*

The subject lands are located within the built-up area and are therefore encouraged to accommodate intensified uses similar to the proposed development as it includes new commercial uses within the community core and the redevelopment of underutilized lands.

#### Section 5.4 Commercial

Policies applicable to new commercial development within the Town are outlined in Section 5.4. A central focus of the policies is that Caledon looks to provide a range of retail and personal service opportunities for local residents. The following policies are applicable to the development of the subject lands:



Figure 5: Town of Caledon Official Plan Schedule A1: Town Structure

*5.4.3.1 Commercial development within the Town will be focused primarily in the Rural Service Centres of Mayfield West, Bolton, and Caledon East in order to concentrate commercial retail and service facilities within the Town; maximize the opportunities to provide a wider range of shopping facilities to the residents; and, promote the recapturing of commercial retail/service dollar outflows from the Town.*

*5.4.3.4 Commercial growth will not be permitted outside of designated settlements, to ensure that the policy direction of Sections 5.4.3.1, 5.4.3.2, and 5.4.3.3 is adhered to, and to discourage commercial uses from intruding into the rural environment in a haphazard and scattered manner.*

*5.4.3.5 The predominant use of lands designated as Commercial on Schedules B, B-2,C, C-1, C-3, C-6, D, E, N, R and T to this Plan shall be for commercial uses subject to the provisions of Sections 5.4.3, 5.4.4, 5.4.5, 5.4.6, 5.4.7, 5.4.9, 5.4.10, 5.4.11, and 5.10 of this Plan, provided that such uses are identified as commercial in an implementing Zoning By-law.*

*5.4.3.11 Any buildings, structures or lands which are within a designated Commercial Area, or proposed for Commercial use, may be reviewed by Heritage Caledon for their historic, architectural, aesthetic or scenic interest. If any such property is considered to exhibit heritage significance, Council may designate the property as a heritage site pursuant to the Ontario Heritage Act, RSO 1990; and that property may then be subject to any conditions that are deemed appropriate in accordance with that Act and the Heritage Conservation policies in Section 3.2 of this Plan.*

The subject lands are located within the settlement boundary of Caledon East and is identified within a Rural Service Centre. The proposed development provides an opportunity for a new restaurant service residents and visitors of Caledon East. Policy 5.4.3.4 specifically states that new commercial development is to be directed to the Rural Service Centres and that development of such uses outside of the Centres shall be prohibited. As such, the proposed restaurant and proposed drive through use are appropriate and directed to be developed within the commercial core per the Official Plan policies. The exterior design of the proposed development aims to maintain a heritage and rural feel and will contribute to the vibrancy

of the community. The Heritage Impact Assessment has concluded that the properties contain little to no built or cultural heritage value. As such, the building has been designed for to add prominence to the streetscape and contribute to the small-town rural feel of the area, while further enhancing the commercial village core.

#### Drive-through Service Facilities

The following policies of the Caledon Official Plan speak to the development of drive-through facilities within the Rural Service Centres, and are applicable to the proposed development.

*5.4.3.17.2 Drive-through service facilities may be considered in Caledon East, Villages and Hamlets where it can be demonstrated that the intent of the Plan regarding Caledon East, Villages and Hamlets can be preserved and subject to site plan control and the Industrial/Commercial Design Guidelines of the Town of Caledon.*

*5.4.3.17.3 Drive-through service facilities, either developed as a stand-alone facility or in combination with any other use(s), should be compatible with existing and future land uses.*

*5.4.3.17.4 The Town's Comprehensive Zoning By-Law and the Industrial/Commercial Design Guidelines will be applied to ensure that drive-through service facilities are compatible with other land uses, to promote an attractive streetscape, and to minimize conflict between pedestrians and automobiles.*

*5.4.3.17.5 The development of a drive-through service facility shall be considered only where it can be demonstrated through studies, to be determined during preconsultation with the Town, that all the components of the drive-through service facility including the queuing lane, order station, and any feature which has the potential to generate noise, have appropriate setback(s) when abutting a residential zone or a lot containing a residential use, or any other sensitive land use such as institutional, open space, and EPA zones.*

*5.4.3.17.6 For the purpose of establishing setback(s) from sensitive land use(s), proponents will be required to submit appropriate studies, to be determined during pre-*

*consultation with the Town, to identify potential impacts of the proposed facility and determine mitigation measures that will minimize the impacts on surrounding sensitive land use(s). Studies submitted by proponents shall be peer reviewed by professional consultant(s) selected by the Town.*

The proposed development includes the provision of a drive-through service, which may be permitted within Caledon East subject to appropriate land use compatibility and detailed site plan review. The proposed development is subject to Site Plan Approval, to which an application has been submitted concurrently with this application for Official Plan Amendment and Zoning By-law Amendment. Through the site plan application, it will be confirmed that appropriate mitigation, screening and compatibility of uses will be achieved through detailed design. A Noise Study, prepared by HGC Engineering has been submitted and has concluded that the proposed development meets all applicable noise requirements and regulations based on the installation of an acoustical fence along the rear property line. The fence operates as both an acoustical barrier and screening barrier from adjacent residential uses. Additionally, generous plantings have been provided to allow for further screening and noise mitigation.

The placement of the drive through facility was carefully considered, allowing cars to access the facility without disrupting the efficiency and safety of pedestrians and vehicles on site. The drive through design also ensures convenience and speed of service, ensuring minimal idling time. The facility wraps around the rear portion of the lot, maintaining an attractive streetscape and conforming to applicable urban design guidelines and best practices. Refer to the enclosed Urban Design Brief prepared by Weston Consulting for further justification as to how the proposed design conforms to the applicable guidelines.

*5.4.4.1 General Commercial applies to the core areas and other specific sites within the Rural Service Centres. General Commercial permits uses which consist of a wide range of retail and service activities, including such uses as accommodation, apparel, automotive, clinic, convenience, department store, furniture, grocery, hardware, office, personal service, pharmacy, professional/office commercial services, restaurant, and*

*other similar uses and are subject to the general policies and general design policies in Section 5.4.3 and 5.4.9.*

*5.4.4.2 General Commercial uses shall be permitted on lands designated General Commercial on Schedule B, subject to the provisions of Section 7.12.9.2, on Schedule B-2, subject to the provisions of Section 7.14.14 on Schedule C subject to the provisions of Section 5.10.4.5.3, on Schedule C-1 subject to the provisions of Section 7.3, and on Schedule D subject to the provisions of Sections 7.7.7, and 7.7.8.2.*

Section 5.4.4.1 permits restaurant uses within Rural Service Centres. Additional provisions regarding General Commercial uses have been outlined below.

*5.4.8.2 Village Commercial uses shall be allowed on: the Commercial lands designated on Schedule E, Caledon Land Use Plan; the Mixed-Use lands designated on Schedule M, Inglewood Village and Area Land Use Plan; and within the other Villages and the Hamlets. Development of these uses shall be subject to the provisions of Section 5.10 Settlements, in addition to the following:*

- a) The commercial development shall be by use and site layout in harmony with the character of the surrounding community and any existing heritage streetscape including;
  - i. the established pattern of uses and setbacks on the street;*
  - ii. the profile and the general massing of surrounding buildings;*
  - iii. the general physical orientation of existing buildings; and,*
  - iv. the heritage landscape qualities of the street.**
- b) The proposed commercial uses are generally clustered with existing commercial uses to form a commercial core within the settlement;*
- c) Mixed commercial/residential uses shall be permitted, on commercially designated/ zoned lands if permitted by the Zoning Bylaw; and,*
- d) Limitations of the uses allowed on the site due to servicing constraints.*

The subject lands are identified as within the Village of Caledon East Core Commercial Area and are designated as General Commercial (Schedule D). The proposed



development maintains a consistent setback from the street line as other properties along the Airport Road and is characteristic of the commercial core. Further, the general layout of the site and proposed massing meets the existing context and had been designed to maintain a heritage streetscape and character of the surrounding community. The addition of the proposed development will contribute to the further enhancement of the commercial core within the village.

5.4.9.1 All Commercial development permitted in Sections 5.4, shall be subject to the following General Design Policies to ensure that the development will have a high standard of site and building architectural design, appropriate buffering from possible adjacent residential uses, a safe and efficient design for internal and external vehicular/pedestrian circulation, and an adequate supply of parking/loading facilities on-site including:

a) The architectural design and development of commercial districts shall encourage a variety of massings of commercial buildings, which shall be compatible with the scale of the surrounding community and shall discourage linear commercial

strip development along roadways in commercial areas;

- b) The development shall have, wherever possible, consolidated access/egress on the site and with adjacent development(s), and also an integrated parking and vehicular/pedestrian circulation. Vehicular access and egress points to and from commercial parking areas shall be limited in number, as specified in the implementing Zoning Bylaw, and shall be designed to minimize danger to pedestrian and vehicular traffic, and conflict with adjacent uses;
- c) A high standard of landscape and streetscape features shall be provided for all commercial uses; and,
- d) Adequate off-street parking and loading spaces are to be provided for all commercial uses.

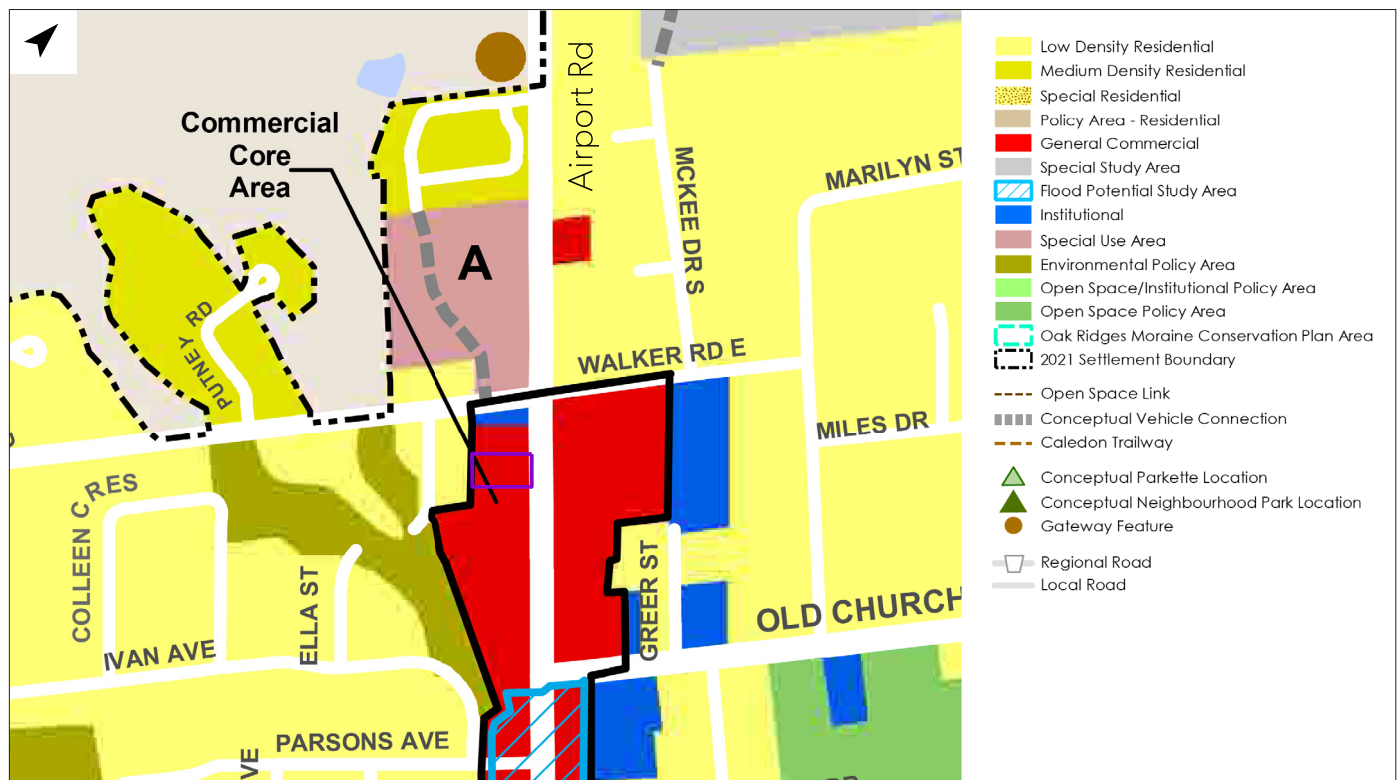


Figure 6: Town of Caledon Official Plan Schedule D: Caledon East Land Use Plan

The proposed development has regard for the policies outlined in Section 5.4.9.1, ensuring a high standard of site and building architectural design, appropriate buffering from adjacent residential uses, a safe and efficient design for internal and external vehicular/pedestrian circulation, and an adequate supply of parking/loading facilities on-site. As previously mentioned, the proposed development is subject to Site Plan Approval, which has been submitted concurrently with this application and will ensure that appropriate building design and landscaping is achieved.

#### Section 5.10.4 Rural Service Centres

The subject lands are identified as within the Caledon East Rural Service Centre on Schedule D. This area within Caledon East will serve as a focus area for growth and service provision. The following policies apply to the subject lands:

*5.10.4.4.2.1 A comprehensive secondary plan for the Caledon East Rural Service Centre has established the designations and detailed policies for the Caledon East Area. The boundary of the Caledon East Secondary Plan Area is shown on Schedule A. The boundary of the Caledon East Settlement is shown on Schedule D and represents the land needs for the settlement for the 2021-time frame.*

*5.10.4.4.2.2 Detailed policies for the development of Caledon East are contained in the Caledon East Secondary Plan policies contained in Section 7.7 of this Plan.*

The subject lands are located within the Caledon East Rural Service Centre. The detailed policies for development within Caledon East have been considered below in Section 6.6 of this report.

#### Summary

It is our opinion that the proposed development conforms to the application policies outlined in this report and contained within the Caledon Official Plan. The subject lands are designated as *Caledon East Commercial Core Area* which permits a range of commercial and retail uses needed to service the *Rural Service Centre*. The subject lands represent a viable opportunity for increased commercial growth and intensification given the underutilized uses presently on site. The Caledon Official Plan specifically promotes intensification and development within the *Rural Service Centres* in a compact and efficient form, which the proposed development is providing. The proposed drive-through facility operates as an accessory use to the primary restaurant use and may be permitted within Caledon East subject to detailed site plan review. A concurrent Application for Site Plan Approval has been submitted to review and confirm the detailed design of the site and proposed drive through as required by the Official Plan policies. The design of the proposed development has carefully considered land use compatibility, noise attenuation and the applicable urban design guidelines. In summary, it is our opinion that the proposed zoning amendments and addition of the drive-through use to the subject lands is appropriate and desirable for the development of the site and surrounding community, and further confirms to the applicable policies contained in the Caledon Official Plan.

## 6.6 Caledon East Secondary Plan

Section 7.7 of the Town of Caledon Official Plan outlines the Caledon East Secondary Plan. The Caledon East Secondary Plan provides a detailed framework for guiding the evolution of the Caledon East community to the year 2031. As a Rural Service Centre, Caledon East provides a wide range of services to the Town of Caledon and serves as a primary growth centre. Furthermore, Caledon East is an administrative centre for the Town and holds a number of major educational, recreational and commercial facilities.

### Section 7.7.4 Community Design

To allow for projected growth within Caledon East, community design policies have been implemented to maintain and enhance the character of the community as a rural small town. Caledon East expresses the desire to maintain “the historic character and desire for a traditional ‘main street’ commercial area with appropriate (and preferably traditional) architectural style”. The following Community Design Principles, outlined in Section 7.7.4.1 apply to the subject lands:

- a) *Community design shall be used to maintain/create the appearance of a rural small town, focused on a commercial core consisting of a traditional “main street” along Airport Road and mixed residential/commercial areas along Airport Road and Old Church Road.*
- b) *The Caledon East Streetscape Concept and Architectural Guidelines have been adopted by Council to guide the redevelopment of the Commercial Core. These guidelines address the layout of commercial sites and the architectural character of commercial buildings, as well as the streetscape character. Development in the Caledon East Commercial Core Area shall conform to the adopted Caledon East Streetscape Concept and Architectural Guidelines which provide guidance for site layout, landscaping, and architectural form and detail. As new development extends along Airport Road and Old Church Road, the design standards for streetscaping as outlined in the Caledon East Streetscape Concept shall apply.*
- d) *Airport Road is a High Capacity Arterial and Old Church Road is a medium Capacity Arterial intersecting in the core of Caledon East. These streets accommodate regional and inter-regional traffic, but they also play a prominent role in defining Caledon East’s small town character and community life as locations for and connections between community facilities and services. It is intended that these roads be integrated into the community fabric and exhibit a pedestrian oriented character and scale in keeping with the smalltown setting. Consequently, commercial and residential development will be oriented toward the street; back lotting and sound walls will be discouraged.*



The proposed development recognizes the Town of Caledon's desire to create a traditional main street within the commercial core through the consideration of the Caledon East Streetscape Concept and Architectural Guidelines. The design of the proposed development intends to integrate the development into the community fabric and establish a pedestrian oriented scale and character by orienting the building towards the street, thus providing increased pedestrian opportunities. As discussed in the enclosed Urban Design Brief, the proposed development conforms to applicable urban design guidelines, including those applicable to drive-through facilities.

#### Section 7.7.7 General Commercial

Policies pertaining to commercial areas are outlined in Section 7.7.7. The following policies are applicable to the subject lands as they are designated as General Commercial within the Caledon East Rural Service Centre:

*7.7.7.2 The Caledon East Commercial Core Area, the traditional "main street" commercial area, and the South Commercial Area, a shopping plaza, will be the sole focus for retail commercial development. These areas are identified on Schedule D – Caledon East Land Use Plan and are designated General Commercial.*

*7.7.7.3 All General Commercial Uses as described in Section 5.4.4, with the exception of automotive related uses and drive-through service facilities shall be permitted in the Caledon East General Commercial designation.*

*7.7.7.4 In addition to the general policies of Section 5.4.9 and 7.7.4, the design policies contained in Section 5.4.8.2 a) shall apply to commercial development on lands designated General Commercial.*

*7.7.7.7 In addition to the general design criteria set out in Sections 5.4.8.2 a) and 5.4.9 of this Plan, new commercial or mixed commercial/residential development shall address the following specific criteria:*

- a) Establishment of new commercial or mixed commercial/residential uses shall as appropriate include the sensitive re-use and adaptation of any existing heritage structures. Significant heritage and architectural features shall be preserved wherever feasible;*
- b) New structures and buildings shall be compatible with the heritage character of the core area and architectural concepts/drawings may be required as part of the site plan approval process;*
- c) All reasonable efforts shall be made to preserve existing vegetation and mature trees, and additional landscaping/buffering may be required; and,*
- d) In general, parking shall be located to the side or rear of commercial buildings unless this is not practical due to site constraints.*

The subject lands are located within the *Caledon East Commercial Core Area*, making it a sole focus point for commercial and retail development. Restaurant service is permitted as a *General Commercial Use*, with the exception of drive-through service facilities. As such, this application for Official Plan Amendment and Zoning By-law Amendment have been submitted to permit the use.

There is a disconnect between the Official Plan policies and the Secondary Plan policies as the former permits drive-through facilities, whereas the latter prohibits such uses. Despite policy 7.7.7.3, it is our opinion that a drive-through facility is appropriate for the subject lands as it functions as an accessory use and is consistent with restaurant and commercial uses. The proposed development has been designed to mitigate any potential noise nuisances for neighbouring sites. Further, drive-through facilities operate based on speedy customer service, which ensures cars will not be idling, as opposed to automotive uses which are present for longer durations of time. Design of the proposed development has contextualized Section 5.4.9 and Section 4.8.2, as discussed above, and also takes into consideration the heritage character of the Commercial Core Area. Additionally, parking is provided to the side and rear of the building.

#### Section 7.7.14 Heritage Resources

Policies pertaining to Heritage Resources in Caledon East are outlined in Section 7.7.14. The following policies are applicable to the subject lands:

*7.7.14.1 Conservation of heritage resources shall be consistent with the provisions of the Official Plan. Prior to final approval of draft plans of subdivision or site-specific development proposals, a detailed archaeological examination shall be conducted in accordance with the Archaeological Standards of the Town of Caledon and the Ministry of Tourism, Culture and Sport.*

*7.7.14.2 It is the intent of this Secondary Plan to encourage the retention and conservation of buildings of archaeological and/or historical merit and to promote the integration of these resources into new development proposals. In this context, the retention of the existing heritage farm houses, structures and hedgerows within new development areas is strongly encouraged and will be promoted through the review and approval of draft plans of subdivision and site-specific development proposals.*

The Heritage Impact Assessment has concluded that the properties contain little to no built or cultural heritage value. As such, the building has been designed for to add prominence to the streetscape and contribute to the small-town rural feel of the area, while further enhancing the commercial village core.

#### Summary

The proposed development generally conforms to the Caledon Official Plan as it includes a commercial use within the village core that is permitted within the *General Commercial* land use category and promoted within the *Caledon East Commercial Core Area*; however, it does not conform to Section 7.7.7.3 of the Caledon East Secondary Plan as this policy prohibits the drive-through use within Caledon East. As such, an Official Plan Amendment application has been submitted to permit the proposed drive-through use. It is our opinion that the drive-through facility should be permitted as it functions as an accessory use to the permitted restaurant use. Further, sufficient screening and mitigation measures have been considered in the development of the proposed site plan, which ensures that neighboring residential uses will not be impacted by the proposed development.

## 6.7 Town of Caledon Zoning By-law 2006-50

The Town of Caledon Zoning By-law 2006-50 was adopted by council on April 18, 2006 and came into effect on October 19, 2006. The subject lands are zoned as *Village Commercial (CV)* by the Town of Caledon Zoning By-law 2006-50. The 'CV' zone permits a broad range of commercial services including a business office, motor vehicle gas bar, and restaurant among other uses. Although a restaurant use is allowed within the 'CV' zone, a Zoning By-law Amendment is required to permit the "Drive-Through Service", which is not a permitted use within the 'CV' zone. In addition to the proposed use, a number of site-specific exceptions are also proposed as discussed in Section 8 of this report.

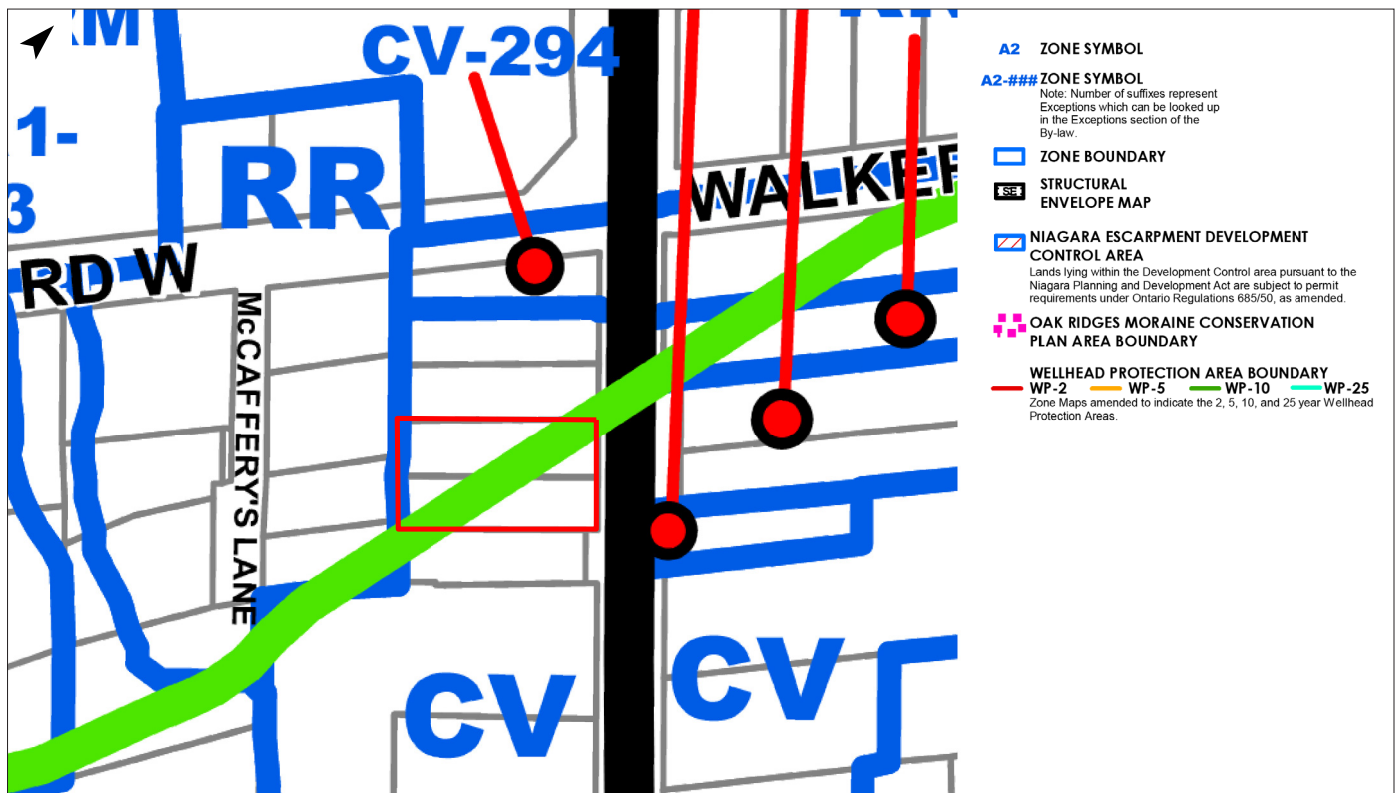


Figure 7: Town of Caledon Zoning By-law Schedule A – Zone Map 36a



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## 7. OFFICIAL PLAN AMENDMENT APPLICATION

## 7.1 Official Plan Conformity Review

The subject lands are identified as within the *Caledon East Settlement Area* (Schedule A) and are designated as *General Commercial Area* per the Caledon East Land Use Plan (Schedule D) within the Town of Caledon Official Plan. The Caledon Official Plan permits restaurant uses, as well as drive-through facilities subject to site plan review. However, the Caledon East Secondary Plan prohibits drive-through facilities in the Caledon East settlement per Policy 7.7.7.3. As such, an Official Plan Amendment is required to permit the proposed drive-through use.

In our opinion, the Secondary Plan *General Commercial Area* designation is not consistent with the PPS and does not conform to the applicable Growth Plan policies, specifically restricting the subject lands from providing a restaurant and accessory drive-through facility in an intensified development scenario within an existing settlement. In doing so, the *General Commercial Area* designation limits the commercial opportunities applicable to the subject lands. Section 1.2.1 of the Growth Plan speaks to providing new economic and employment opportunities in order to create complete communities. The Growth Plan promotes development through intensification, generally throughout the built-up area, and specifically recognizes the need for more efficient utilization of lands and compact forms of development. Furthermore, it supports the principle of introducing intensification in appropriate areas where infrastructure can be optimized, given that the subject lands are currently underutilized and not inclusive of commercial uses that are presently planned for the site. The existing Secondary Plan permissions limits the ability of the proposed commercial service to contribute economically to the Caledon East settlement. Further, the PPS promotes compact and efficient development forms within existing built-up area per Section 1.1.3.2, and further promotes optimal intensification through Section 1.1.3.3.

It is our opinion that the current Caledon East Secondary Plan does not comply with the Region of Peel Official Plan. The subject lands are identified as within the *Rural Service Centre*, offering an appropriate location for planned growth and intensification. The proposed development will provide a new commercial use, providing a service and employment opportunity for the residents of Caledon East. The Caledon East Secondary Plan limits the economic viability of the proposed restaurant by restricting the application of a drive-through facility, which functions as an accessory to the principle restaurant use. Furthermore, it is our opinion that the current Caledon East Secondary Plan is not consistent with Section 5.4.3.17.2 of the Official Plan which states that *"Drive-through service facilities may be considered in Caledon East, Villages and Hamlets where it can be demonstrated that the intent of the Plan regarding Caledon East, Villages and Hamlets can be preserved and subject to site plan control and the Industrial/Commercial Design Guidelines of the Town of Caledon"*. The current Secondary Plan designation restricts the subject lands from developing a restaurant that provides convenience and speed of service through the application of a drive through facility.

The proposed Official Plan Amendment will provide the opportunity for the implementation of a drive through facility, contributing to the application of a new commercial and employment opportunity for Caledon East, and will bring the subject lands into conformity with the hierarchy of applicable land use planning policies and regulations.

## 7.2 Proposed Amendment

The proposed development requires an Official Plan Amendment application for the subject lands at 16054 and 16060 Airport Road to permit a restaurant with an accessory drive-through facility use, contained within the same building. Amendments are proposed to allow for the application of a drive through facility within the *General Commercial Area* designation, which is applicable to the subject lands as per Schedule D of the Caledon East Secondary Plan.

Please see the table below and the enclosed Draft Official Plan Amendment for the minor changes required to permit the proposed development.

Caledon East Secondary Plan	Draft Official Plan Amendment
7.7.7.3 All General Commercial Uses as described in Section 5.4.4, with the exception of automotive related uses and drive-through service facilities shall be permitted in the Caledon East General Commercial designation.	<p>Adding to Section 7.7.7.3 of the Caledon East Secondary Plan – Site Specific Amendment, for 16054 and 16060 Airport Road:</p> <p>Site specific permission: Notwithstanding policy 7.7.7.3.XX</p> <p>a) The proposed development on the subject lands municipally known as 16054 and 16060 Airport Road shall permit a drive-through service facility</p>

Table 1: Draft Official Plan Amendment



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## 8. ZONING BY-LAW AMENDMENT APPLICATION

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## 8.1 Zoning By-law Conformity Review

The subject lands are subject to the Town of Caledon Zoning By-law 2006-50 which zones the site area as Village Commercial (CV). The *Village Commercial* zone permits a broad range of commercial services, including restaurants. Although a restaurant use is allowed within the 'CV' zone, a site-specific Zoning By-law Amendment is required to permit the *Drive-Through Service*, which is not a permitted use within the designated 'CV' zone.

The proposed development proposes a restaurant and accessory drive through facility as a site-specific Zoning By-law Amendment to the *Village Commercial* zone. The Zoning By-law Amendment will have site specific exceptions to allow for a drive through facility, a reduced minimum lot area, reduced planting strip widths, and removal of the drive through exit lane requirement. The proposed site-specific exceptions will provide for greater utilization of the currently underutilized lot, while also providing a new commercial and employment opportunity to the community of Caledon East.

The current zoning is not consistent with Section 5.4.3.17.2 of the Town of Caledon Official Plan which states that *"Drive-through service facilities may be considered in Caledon East, Villages and Hamlets where it can be demonstrated that the intent of the Plan regarding Caledon East, Villages and Hamlets can be preserved and subject to site plan control and the Industrial/Commercial Design Guidelines of the Town of Caledon"*. The current zoning restricts the subject lands from providing a drive through service.

It is our opinion that the current zoning restricts the subject lands by denying the provision of a drive through facility, which functions as accessory to the principle restaurant use. The current *Village Commercial (CV)* zone does not permit a drive through facility, as such the proposed Zoning By-law Amendment will provide site-specific zoning for the subject lands. The site-specific permissions will implement the Town of Caledon Official Plan designation, which allows for the provision of drive through facilities within Caledon East where it is demonstrated that the intent of the Caledon East Secondary Plan is preserved. The site-specific Zoning By-law Amendment will bring the subject lands into conformity with the proposed site-specific Official Plan Amendment.

## 8.2 Proposed Amendment

The subject lands are subject to the Town of Caledon Zoning By-law 2006-50 which zones the lands as *Village Commercial* (CV). A site-specific Zoning By-law Amendment to the *Village Commercial* zone of the Town of Caledon Zoning By-law 2006-50, is required to add site specific exceptions in order to permit the proposed restaurant and drive through facility development.

Site Specific Zoning provisions are described in Table 2, while the enclosed Draft Zoning By-law Amendment further details the proposed zoning amendment.

Site Specific Zoning provisions are described in Table 2, while the enclosed Draft Zoning By-law Amendment further details the proposed zoning amendment.

The following are the required site-specific zoning amendments to the *Village Commercial* zone under Zoning By-law 2006-50:

1. The allowance of a Drive-Through Service as a permitted use;
2. A minimum lot area of 1,990 square metres;
3. A minimum planting strip width of 1.88 metres; and,
4. No Escape Lane is required for a drive-through service containing more than 10 queuing spaces.

Regulation Section	Zone Provisions (CV)	Required	Proposed	Site Specific Zoning Provision Required?
Table 7.1	Use	Restaurant	Restaurant + Drive-Through Service	Yes
Table 7.2	Lot Area (Min)	2,000 square metres	1,990 square metres	Yes
Table 7.2	Lot Frontage (Min)	30 metres	34 metres	No
Table 7.2	Building Area (Max)	25%	12%	No
Table 7.2	Front Yard Setback (Min)	9 metres	10.18 metres	No
Table 7.2	Rear Yard Setback (Min) – from a rear lot line abutting a Residential zone	10.5 metres	25.00 metres 6.80 metres	No
Table 7.2	Interior Side Yard Setback (Min) – from any other interior side lot line	3 metres	16.11 metres	No
Table 7.2	Building Height (Max)	10.5 metres	6.09 metres	No
Table 7.2	Landscaping Area (Min)	20%	33.7	No
Table 7.2	Planting Strip Widths (Min)	3 metres	Min 1.88 (Interior Side Yard Abutting Commercial) Max 4.50 (Rear Yard Abutting Residential)	Yes
Table 5.2	Minimum Off-Street Parking Requirements	1 parking space per 15 square metres of net floor area or portion thereof	15	No
Table 5.4	Delivery Space Requirements	1 per building per lot	1	No
Section 4.7.8	Escape Lane	An escape lane is required when there are more than 10 queuing spaces required.	No Escape Lane	Yes

Table 2: Zoning Compliance with Village Commercial Zone



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## 9. PLANNING ANALYSIS AND JUSTIFICATION

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## 9.1 Policy Conformity

The proposed development of the subject lands is consistent with the Provincial Policy Statement (2014), conforms to the Growth Plan for the Greater Golden Horseshoe (2019), and the Region of Peel Official Plan, Town of Caledon Official Plan, and generally conforms to the Caledon East Secondary Plan subject to the proposed amendment. The proposed development has consideration for these policies and regulations which pertain to the compatibility, heritage context, urban design and commercial land use being proposed.

The proposed development is consistent with the PPS as the proposed restaurant and accessory drive through facility promotes the efficient development of a currently underutilized site by contributing to the range and mix of land uses and services available within Caledon East. The proposed development provides a new commercial opportunity that will make efficient use of existing infrastructure within a built-up settlement area. Further, the proposed development has consideration for the surrounding residential land uses and has applied the appropriate buffers and separation measures required to prevent and mitigate any adverse effects on the surrounding community. These mitigation measures include generous plantings within the required landscape buffers, as well as the inclusion of privacy and acoustical fencing that will meet applicable noise regulations per the enclosed Noise Impact Study prepared by HGC Engineering.

It is our opinion that the proposed development supports the policies and objectives of the Growth Plan, and conforms to its regulations. The proposed development introduces a moderate form of intensification, on underutilized parcels within the existing settlement area. The Growth Plan promotes redevelopment through intensification and recognizes the need for more efficient utilization of lands, compact form and development that supports the principle of higher densities in appropriate areas. The restaurant and accessory drive through facility will contribute to the mixture of land uses along Airport Road and provide a service for both residents and visitors of Caledon East. The addition of new commercial service uses within the settlement area will further promote the development and establishment of the Town as a complete community.

The proposed development conforms to the Region of Peel Official Plan as the subject lands are located within a *Rural Service Centre*, offering an appropriate location for planned growth and intensification of commercial uses. The location of the lands along Airport Road will allow the proposed development to have access to the *Major Road Network* within the Region. As a corridor, Airport Road moves people and goods throughout the Region, allowing access for residents, visitors, and delivery services. Further, the proposed design and elevations of the restaurant and drive through facility maintain the Region's dedication to heritage preservation and character along Airport Road.

The proposed development conforms with the policies outlined in the Town of Caledon Official Plan and generally conforms to the Caledon East Secondary Plan other than the proposed amendment to permit the accessory drive-through facility use. The restaurant and drive through facility will provide a new commercial opportunity along Airport Road, which is consistent with and permitted with the *General Commercial Area* designation. The proposed development requires an Official Plan Amendment to allow for a site-specific exception to permit a drive through facility within the Caledon East Core Commercial Area. The proposed Official Plan Amendment is found to be appropriate, given the consideration that has been given to the design and placement of the drive through facility, and the proposed screening and mitigation measures that have been studied. Further, the application is subject to detailed design through the concurrent application for Site Plan Approval, which will further review and ensure that the proposed drive-through facility is compatible with adjacent uses.

The proposed applications are considered to be appropriate based on Section 5.4.3.17.2 of the Town of Caledon Official Plan, which permits a drive-through service facility within Caledon East if it can demonstrate that it meets the intent of the policies and is subject to site plan control. The proposed development is based on good planning principles, which encourage the redevelopment of underutilized lands on municipal services. It is our opinion that the proposed amendments are appropriate for the subject lands from a policy perspective as they are consistent with the PPS and conform to the hierarchy of applicable land use planning policies and regulations.

## 9.2 Compatibility (Drive Through)

The Regional and Municipal planning policies identify the subject lands as a focus area where commercial and retail development is encouraged and promoted. The proposed development repurposes the currently underutilized lands through a moderate form of intensification, contributing to the primary growth area. The proposed restaurant and drive through facility will contribute to the mix of uses in the area, providing a new commercial and employment opportunity within Caledon East. Through the proposed development, Caledon East has the opportunity to provide a commercial service that will aid in bringing the community together, attracting visitors and further establishing the settlement as a complete community.

By placing the building towards the front of the lot, the proposed development enhances pedestrian accessibility and site access. Additionally, the outdoor patio eating area, at the front of the building, allows for an animated streetscape and attractive frontage. The scale of the development will create an appropriate built form when considering the Town's desire to create and maintain a heritage and small-town character along Airport Road. Although drive through facilities are not permitted under the Caledon East Secondary Plan, the Town of Caledon Official Plan states that drive through facilities may be considered in Caledon East where it can be demonstrated that the intent of the Plan can be preserved (Section 5.4.3.17.2).

Placement of the drive through facility was carefully considered, allowing cars to access the facility without disrupting the efficiency and safety of pedestrians and vehicles. The drive through design also ensures convenience and speed of service and is based on best management practices that have been accepted and applied across the chain of Tim Horton's operations. The facility wraps around the rear portion of the lot, along the east side of the building, and exits at the front of the site, based on best industry practices. This allows for a single access to the ingress and egress vehicular access point off Airport Road without traveling through the parking area, thus allowing for better site circulation and the consolidation of access points along Airport Road. The proposed development has applied appropriate buffers, screening and mitigation measures to prevent any adverse impacts of the drive-through use on the surrounding community. These measures include appropriate buffering and generous plantings within the buffer zones to further screen the development and assist with noise mitigation.

As required by Policy 5.4.3.17.6 of the Caledon Official Plan, the proposed development applications have provided all required reports, plans and studies necessary for the review of the application, which is further subject to Site Plan Approval. The Noise Impact Study submitted by HGC has confirmed that the proposed development as currently proposed will meet all required MECP standards for noise mitigation and will not have any adverse impacts on the surrounding community. A noise attenuation fence has been further proposed around the perimeter of the site to further ensure that the noise is mitigated. Further, the Tim Horton's business model relies on speedy and efficient service, which will ensure that vehicle idling is kept to a minimum.

## 9.3 Heritage

The Regional and Municipal official plans applicable to the subject lands promote the enhancement and protection of heritage properties and the role that heritage has in developing the overall quality of life for residents. Through the identification, preservation and promotion of cultural heritage, resource can be preserved for current and future generations. In ensuring the assessment and preservation of these resources, the Regional and Municipal level plans require the use of cultural heritage impact assessment, where appropriate.

Given that a portion of the subject lands is listed on the Caledon Heritage Register, a Heritage Impact Assessment has been completed by Golder and Associates, and has been submitted as part of these applications. The Heritage Impact Assessment concluded that the properties contain no built or cultural heritage value. Further the property located at 16060 Airport Road meets criteria for contextual heritage value only, which does not itself provide sufficient value for the retention of the existing building on site. As such, the building has been designed to add prominence to the streetscape and contribute to the small-town rural feel of the area, while further enhancing the commercial village core. The analysis concludes that all structures at 16054 and 16060 Airport Road may be demolished with no further monitoring or documentation.

## 9.4 Urban Design Policies

Weston Consulting has prepared an Urban Design Brief in conjunction with this Planning Report as part of the proposed development applications. The brief analyzes and discussed the applicable design policies contained in the Town of Caledon Official Plan, Caledon East Secondary Plan, Caledon East Streetscape Study Design Concept; Caledon Comprehensive Town-wide Design Guidelines, and the Industrial Commercial Design Guidelines. These policies and guidelines have been considered in the design of the proposed development, which optimizes service based on best management practices, provides an attractive and animated streetscape, is efficiently designed for pedestrian and vehicular circulation and will contribute an attractive built form to the commercial core area. Elevations and building renderings have been provided which will ensure that the proposed development fits within the small-town character of the community.



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## 10. CONCLUSION



As demonstrated in this report, it is our opinion that the proposed development represents good planning and should be approved as presently contemplated. It is consistent with the PPS and conforms to the hierarchy of applicable land use planning policies, regulations and guidelines. It will provide an efficient built form and development pattern that allows for the intensification of underutilized lands along a major street. It will allow for greater density in the community and along the commercial core, while respecting and complementing the adjacent residential uses. The proposed development will bring new commercial and employment opportunities to the Caledon East community and in our opinion, will be a welcomed addition to the Airport Road commercial corridor.

The proposed development conforms to the hierarchy of applicable land use planning policies, is compatible with adjacent uses, respects the heritage character of the area and has considered the applicable Town design guidelines in proposing a site configuration and building elevations that will further enhance the commercial core area.

It is our opinion that the proposed Official Plan Amendment to permit the drive-through facility and the proposed Zoning By-law Amendment to permit the drive-through use and site-specific exceptions should be approved as they are appropriate and desirable for the subject lands, represent good land use planning and urban design principles and should therefore progress through the planning process as prescribed by the Planning Act.



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