

Pluribus Corp.

Planning Justification Report

Mixed Used /Town Square Site

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1.0 INTRODUCTION

1.1 Background

This planning justification report is prepared in support of planning applications by Pluribus Corp. to amend the Town of Caledon Official Plan and Comprehensive Zoning By-law 2006-50, and for approval of a Site Plan Application to permit the development of the subject property with a 5 storey mixed use (residential and commercial) building, Town Square and related above and below ground parking. The mixed use building is proposed to include approximately 870 square metres (9,365 sq. ft.) of ground related retail, service and office space, 85 residential units, 137 underground parking spaces and 36 surface parking spaces. The commercial units on the ground floor of the building frame a 1,000 square metre Town Square that is intended to serve as part of community focus area for Caledon East.

On December 9, 2009, the Council for the Town of Caledon enacted By-law No. 2008-124 for the purpose of adopting Official Plan Amendment No. 219 (OPA 219). The purpose of OPA 219 was to amend the Official Plan to permit the development of a comprehensively planned residential neighbourhood in Part of Lot 21, Concession 1 (Albion). OPA 219 permitted the inclusion of retail commercial uses, modifications to the size and location of the neighbourhood park, expansion of Special Use Area D and modification of the Open Space Policy Area.

Subsequent to adopting OPA 219, the Council of the Town of Caledon passed By-law 2011-027 on March 8, 2011 to rezone certain lands within the OPA 219 area to permit residential, village commercial and open space uses. The subject property was zoned Village Commercial – Exception 36 (CV-36) and Open Space - Exception 26 (OS-26) by By-law 2011-027.

The purpose of the Official Plan and Zoning By-law amendment applications is to permit the development of the property for the uses proposed in the form and design depicted in the site plan and building plans.

1.2 Site Location and Description

The subject property is located in Part of the West Half of Lot 21, Concession 2, (former Township of Albion) Town of Caledon. It is identified as Block 164 on Plan 43M-1840. The property is located at the north east corner of Old Church Road and Atchison Drive as shown on Figure 1 – Aerial Location.

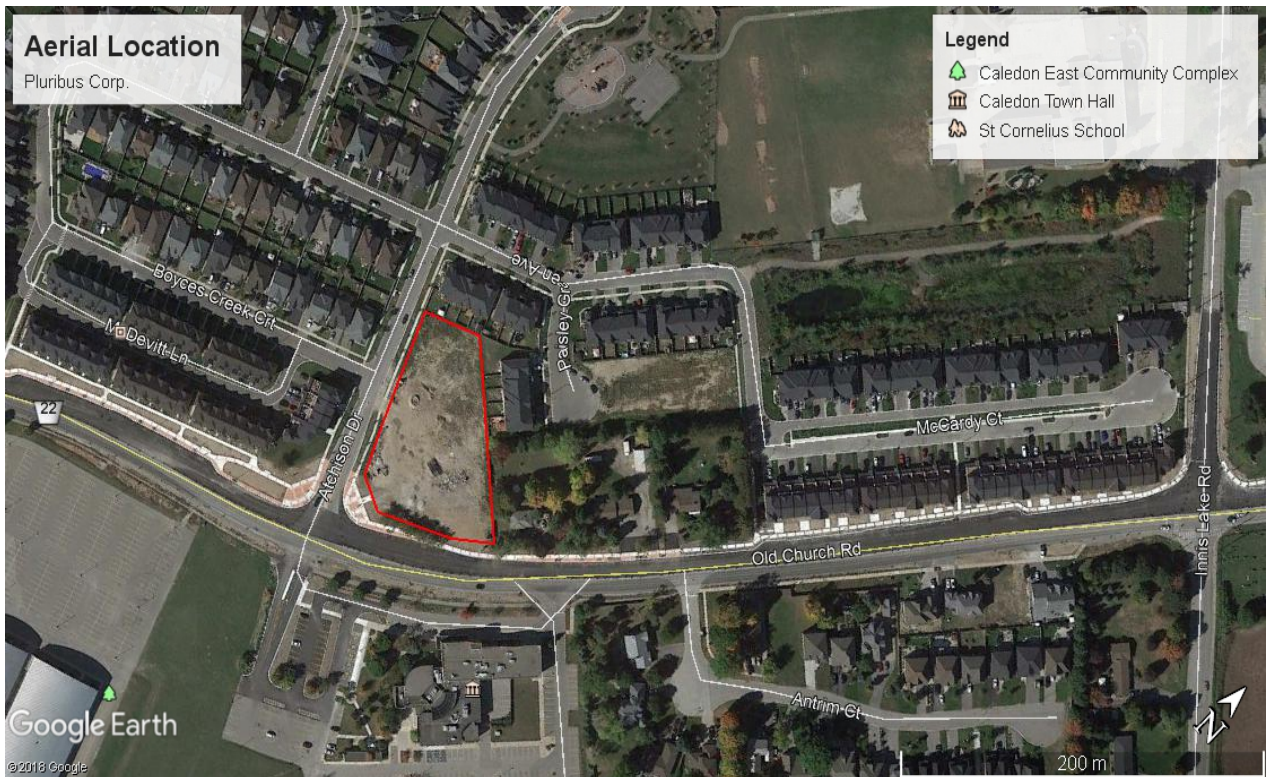
The site is 0.59 ha (1.45 acres) in size and has frontage (subject to 0.3 metre reserves) of approximately 68 metres on Old Church Road and 87.8 metres on

Atchison Drive. The property is currently vacant and has been used for construction staging and office over the past few years as the development of the surrounding subdivision has taken place.

The subject property is abutted on its south and west boundaries by Old Church Road and Atchison Drive. Directly opposite the property, on the south side of Old Church Road, are the Town of Caledon Municipal Office and Provincial Courts. West of Atchison Drive is a block of live/work residential townhouses and single - family homes. The north property boundary and part of the west boundary are abutted by the rear yards of 2 storey street townhouses that front onto Fallis Crescent and McElroy Court. The remainder of the west property boundary is adjacent to a single detached dwelling that fronts onto Old Church Road. This property is one of three original severances from the agricultural holding that were not part of the surrounding development.

There are currently 0.3 metre reserves along the Old Church Road and Atchison Drive road frontages, with the exception of a 10 metre planned access location for the property that is directly opposite the Boyces Creek Court intersection with Atchison Drive.

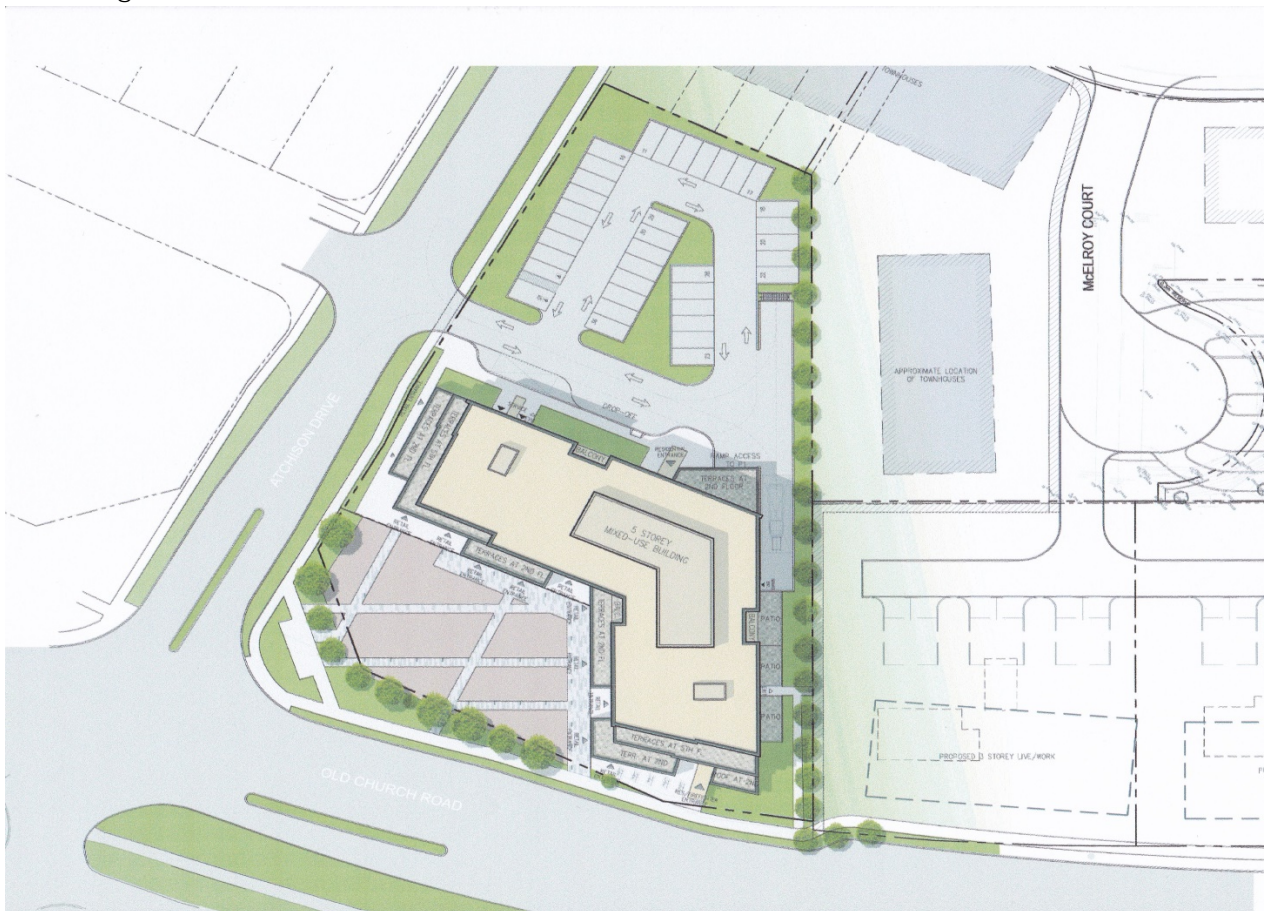
Figure 1- Aerial Location



2.0 Development Proposal

Pluribus Corp. is proposing to develop the subject property with a mixed use (residential and commercial) mid-rise building and a privately owned, publically accessible, open space area. The mid-rise building is 5 storeys with 85 residential units and approximately 870 square metres (9,365 sq. ft.) G.F.A. of retail, service and office space. The open space area is 1,000 sq. metres and designed to function as a public Town/private square (Town Square) to the building. In addition, there are 137 parking spaces proposed in an underground parking garage and 36 parking spaces in the surface parking area in the north part of the property. The proposed development is shown on Figure 2 – Site Plan

Figure 2 – Site Plan



A single access is proposed to the development from Atchison Drive, opposite Boyces Creek Court. This access will serve the main residential entrance on the north side of the building, the surface parking lot, and underground parking garage and service and delivery vehicles. There are a total of 173 parking

spaces proposed on the site. The surface parking area in the north portion of the property has 36 parking spaces to serve the commercial users and visitor parking needs of the property. This area also includes a dedicated delivery space, a lay-by area for residential pick-up and drop-off, and space for moving and service vehicles.

The commercial component of the development is located on the ground floor and is comprised of 870 square metres of G.F.A. with direct access to the Town Square. The number of commercial units developed will be determined subsequent to the development process. The proposed draft zoning by-law for the property does however; include a maximum gross floor area limit of 185 square metres (1,991 sq. ft.) for any individual unit.

The ground floor of the building also includes the residential entrance lobby and amenity space, commercial service entrance, waste/recycling room, and three residential units. Storeys two through five have the remaining 82 residential units. The unit distribution, as currently proposed in the concurrently filed site plan application, is as follows:

- 12 - 1 bedroom (625 sq. ft.)
- 51 - 1 bedroom plus den (695 sq. ft.)
- 12 - 2 bedroom (875 sq. ft.)
- 10 - 2 bedroom plus den (995 sq. ft.)

The proposed building is constructed primarily of brick with balconies and residential terraces on the 2nd and 5th floors. The Site Plan Application includes a full architectural and engineering submission that provides details to the site design, building elevations and proposed materials and colours. A colour rendering of the building elevation fronting onto the Town Square and the intersection of Old Church Road and Atchison Drive is included in the architectural submission and is included here as Figure 3 – Front Building Elevation

Figure 3 – Building Elevation



3.0 PLANNING CONTEXT

3.1 Provincial Policy Statement, 2014

The Provincial Policy Statement (PPS) was released by the Province of Ontario in 2014 and is issued under the authority of Section 3 of the Planning Act. The PPS provides policy direction on matters of provincial interest related to land use planning and development. Section 3 of the Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

Section 1 of the PPS provides policy direction to build strong healthy communities. Section 1.1.3 of the PPS states that:

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; ...**
- 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.

The proposed development conforms to the policies of Section 1.1.3 by contributing to the range and mix of uses within the Settlement Area. The development density will efficiently use the land, infrastructure and public service facilities that are available in the community.

The policies of Section 1.4 Housing also encourage the provision of an appropriate range and mix of housing types and densities required to meet projected requirements of current and future residents. Planning authorities are required to provide for the range, mix and density of development by directing development of new housing to serviced areas, promoting densities for new

housing that efficiently use the land and services and establish development standards for residential intensification, redevelopment and new residential development which minimizes the cost of housing and facilitates compact form.

3.2 Growth Plan for the Greater Golden Horseshoe, 2017

In July 2017, a revised Growth Plan for the Greater Golden Horseshoe (Growth Plan) came into effect. The Growth Plan provides a policy framework to develop strong and prosperous communities by better managing growth in the region. The Guiding Principles of Section 1.2.1 include; supporting the achievement of complete communities to meet the needs for daily living throughout and entire lifetime, prioritizing intensification and higher densities, making efficient use of infrastructure and supporting a range and mix of housing options.

Section 2.2.1 - Policies for Where and How to Grow establishes policies to manage forecasted growth in the region. The policies identify that the vast majority of growth will be directed to settlement areas that have; built boundaries, existing or planned municipal water and wastewater systems, and can support the achievement of complete communities. Caledon East is one of three Rural Service Centres that have been identified in the Town's Official Plan where new development and growth is to occur. The subject property is intended to be part of a community focus area for Caledon East where administrative, service and recreational uses are concentrated.

The residential component of the development proposal will contribute to the policy of supporting a complete community, intensify with higher density development, efficiently use the available infrastructure and add to the range and mix of housing options in the community. The development of a new multiple unit condominium building in Caledon East will provide existing and future residents with a housing option that is not currently available.

The commercial component of the development proposal will add to the commercial base of the community and provide the opportunity to service the immediately surrounding existing and planned residential development with limited retail commercial uses that are pedestrian accessible. In addition, these uses broaden the economic base of the community and that of the Town of Caledon.

Based on a review of the Growth Plan policies it is my opinion that the development proposal is consistent with the Growth Plan.

3.3 Greenbelt Plan/Oak Ridges Moraine Conservation Plan, 2017

Caledon East is identified as a Settlement Area in the Greenbelt Plan and Oak Ridges Moraine Conservation Plan (ORMCP). The ORMCP identifies the purpose of Settlement Areas is to focus and contain urban growth by encouraging, among other things, development of communities that provide residents with convenient access to a mix of employment, transportation options and local services and a full range of housing and public service facilities. In addition, the purpose of Settlement Areas is to provide for the continuation and development of urban land uses consistent with the growth management strategies identified in the applicable official plans. The ORMCP recognizes that applicable Official Plans will identify what land uses will be permitted for land within Settlement Areas.

The proposed development supports the policies of the Greenbelt and ORMCP by contributing to the range of housing availability, efficiently using and intensifying the development of the property and providing for additional economic development. The development supports the growth management strategy of the Town's Official Plan by directing growth to a rural service centre.

3.4 Region of Peel Official Plan

The Region of Peel Official Plan, consolidated to December 2016, is the long term policy framework that provides Regional Council with a decision making framework for planning matters. Regional goals include the creation of healthy and sustainable communities, preserving and enhancing ecosystems, recognizing and managing diverse economies while permitting growth in a fiscally responsible and sustainable manner.

The subject property is located with the Rural Service Centre of Caledon East on Schedule D – Regional Structure, Region of Peel Official Plan.

Section 5.4.3 Rural Service Centres, identifies the designation of Mayfield West, Bolton and Caledon East as the Rural Service Centres in the Region's Rural System. These Centres are to serve as the primary foci for growth in the Rural System and will be developed on full municipal services.

The Rural Service Centre objectives include the promotion of safe and secure communities and to enhance the distinct character, cultural attributes and village atmosphere of Caledon East. Policies include recognizing the Rural Service Centres as locations for growth, providing a range and mix of residential, commercial, recreational and institutional land uses and community services to those living and working in the Rural System.

The development of the subject property provides for an increased range and mix of residential and commercial uses available to those within the rural system.

3.5 Town of Caledon Official Plan

The Town of Caledon Official Plan establishes the goals, objectives and policies to guide future land use, physical development and change and the effects on the social economic and natural environment. The subject property is within the designated Rural Service Centre of Caledon East on Schedule A1 –Town Structure.

Within the hierarchy of settlements in Caledon (Section 4.4.1), Rural Service Centres are to be compact, well- integrated rural towns on full piped water and sewer services. They are designated as the primary growth areas for the planning period. Rural Service Centres will be the focus of the majority of new residential and commercial growth as well as the focus for the provision of a wide range of goods and services for the residents of the Town.

The Land Use Policies of Section 5.0 includes Section 5.10.4.4 that states:

5.10.4.4.1 Introduction

Caledon East has been designated as a Rural Service Centre and will serve as a focus for growth and service provision in the central part of the Town. Caledon East is also the administrative centre for the Town as a whole. In addition to the Town's administrative office, Caledon East is the location of major educational, recreation and commercial facilities. In order for Caledon east to fully realize the Rural Service Centre function, an appropriate range of opportunities related to service provision, housing mix and employment are necessary. The provision of these opportunities has been addressed in a comprehensive manner in the Caledon East Secondary Plan.

The development proposal supports the objectives of the Town as it relates to focusing growth and service provision in its rural service centres. It also provides for a housing form that is not currently within the housing mix of Caledon East.

The Official Plan recognizes that as a mainly rural community, intensification opportunities are limited. Notwithstanding, the Growth Management policies of the Official Plan encourage intensification within the built-up area to achieve compact and efficient forms, optimize the use of existing infrastructure and services, increase the availability and diversity of housing and business opportunities and create mixed use, transit supportive, pedestrian friendly urban environments through intensification.

The Housing policies of Section 3.5 also recognize the need to create opportunities for a range and mix of housing types, densities and tenure to provide for the current and future needs of the population. One of the objectives of the housing policies is *“to encourage all forms of residential intensification in parts of the built up area that have sufficient existing or planned infrastructure and community services”*

3.6 Caledon East Secondary Plan

The Caledon East Secondary Plan (CESP) is a framework for guiding the evolution of the Caledon East community to the year 2031. It includes objectives and policies that are specific to the Caledon East settlement area.

The Objectives of Section 7.7.2 that are relevant to the development proposal include the following:

- a) *To allow for growth in Caledon East in keeping with its role as Rural Service Centre while recognizing Caledon East’s rural setting and role as the Town’s administrative centre;*
- b) *To create a compact community that maintains the character of the surrounding rural landscape, makes effective use of land and services and facilitates pedestrian and vehicular access to community facilities and services;*
- e) *To foster integration within the community by providing a diverse mix of housing types and encouraging innovative housing developments while retaining the predominance of single-detached residential dwellings;*
- h) *To encourage and facilitate pedestrian activity by providing as system of open spaces, trails and pedestrian walkways that interconnect the residential neighbourhoods, the core, community facilities and the Caledon Trailway;*
- j) *To provide for employment opportunities through office and service commercial uses as part of mixed-use development, and through home-based businesses*

The development proposal supports the objectives of the CESP by providing for growth in a form and density that contributes to creating a compact community, makes efficient use of the land and services, facilitates pedestrian access to services and adds to the diversity of housing mix in the community. In addition, the inclusion of a commercial component in the development will provide employment opportunities and facilitate pedestrian access to retail and service commercial uses.

The Town Square will contribute to strengthening the pedestrian connections and provide a pedestrian focal point along the Old Church Road corridor.

Section 7.7.3, The Structural Concept, recognizes that the Old Church Road corridor is intended to develop as an institutional/recreational and office/service commercial focus. A Community Focus Area, that includes the subject property, is identified on the north side of Old Church Road that will consist of higher density mixed office/commercial and residential development and a public open space area in the form of a town square. The Community Focus Area is designated on Schedule D – Caledon East Land Use Plan as Special Use Area C.

The subject property is designated Special Use Area C on Schedule D - Caledon East Land Use Plan in the Caledon East Secondary Plan as illustrated on Figure 4 below.

Figure 4 – Schedule D - Caledon East Land Use Plan



The following policies are applicable to the subject property:

7.7.8.5 *Special Use Area C: Community Focus Area*

7.7.8.5.1 *The purpose of the Community Focus Area is to strengthen the Old Church Road corridor by providing a "town square" as a public*

gathering place and to complement the existing Town Administrative Centre and surrounding open space. The Community Focus Area will provide multiple housing in close proximity to community facilities and services, opportunities for the creation of new community facilities in partnership with the school boards and the private sector and opportunities for employment uses.

- 7.7.8.5.2 The permitted uses within this area include a mixed-use building of buildings with a maximum height of three stories, subject to the Community Design and Architectural Design Guidelines. The mixed use building or buildings may contain office and personal service commercial uses, institutional uses and residential uses. A maximum total gross floor area of 650 square metres of retail commercial use is permitted within Special Use Area C, abutting the intersection of Old Church Road and the main internal subdivision street.*
- 7.7.8.5.3 The mixed-use building of buildings shall enclose a landscaped public open space area at least 0.1 hectares (0.25 acres) in size. The maximum building height is 4 stories.*
- 7.7.8.5.4 The streetscaping standards outlined in the Caledon East Streetscape Concept shall apply to the Old Church Road frontage of Special Use Area C.*

The development proposal conforms to much of what the Special Use Area C policies require. The Town Square of 0.1 hectares is incorporated into the design of the development as a landscaped open space, open to the intersection of Old Church Road and Atchison Drive, and enclosed by the mixed-use building. Although the policies contemplate the public ownership of the Town Square, the practical design of the property requires that the private parking for the development is underground, including under the Town Square portion of the property. Consequently, the Town Square is proposed to remain under private ownership with provisions made for utilization and access by the public.

The mixed-use building proposed is permitted by Section 7.7.8.5.2 with the exception that the proposed building height is 5 storeys and the maximum permitted gross floor area for retail commercial uses is approximately 870 square metres. To address the proposed increase in permitted building height (note that there is a discrepancy between permitting 3 or 4 stories in Sections 7.7.8.5.2 and 7.7.8.5.3) and the maximum gross floor area permitted for retail commercial uses, a Market Opportunity & Impact Analysis prepared by Joseph Urban Consultants and an Urban Design Brief by Architecture Unfolded have been submitted with the development applications.

The Market Opportunity & Impact Analysis suggests that a vibrant and well used Town Square requires an expanded range of permitted uses beyond personal service uses. The analysis further suggests that to maintain the larger scale services in the Airport Road Corridor the overall floorspace for the development be capped at 9,500 sq. ft. with no individual use larger than 2,000 sq. ft.

The Urban Design Brief states that the location of the proposed development, on a corner site, warrants a degree of visual prominence including taller building elements. The proposed 5 storey height will integrate into the surrounding neighbourhood through landscape buffers, adequate space between adjacent properties, and stepping of elements of the upper floors of the building. The Urban Design Brief includes a shadow impact assessment that shows the additional height has minimal impact on the adjacent properties when compared to the as-of-right massing.

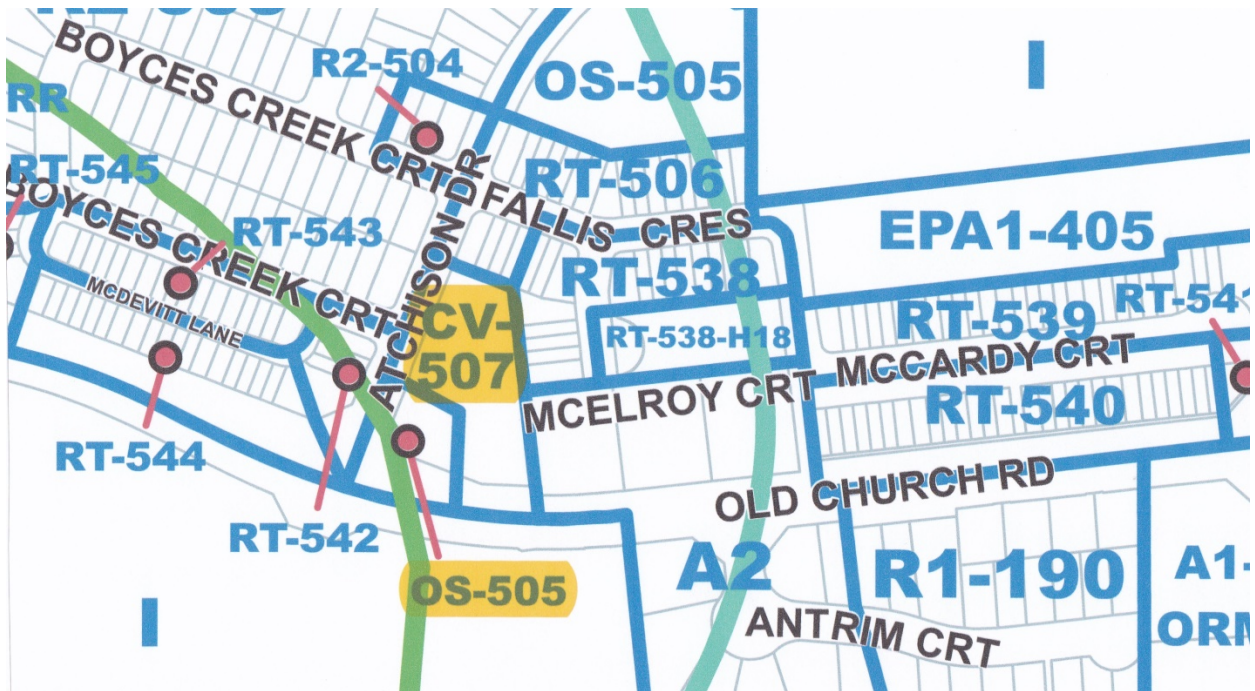
Other supporting documentation including a Functional Servicing and Stormwater Management Report, by Stantec Consulting, Transportation Impact Study by Nextrans and Noise Impact Study conclude that the proposed development can be accommodated on the property with the existing transportation and servicing infrastructure and that the residential component of the development can be fitted with noise control measures to meet required criteria.

An application to amend the Town of Caledon Official Plan is being submitted to address the differences between the policy requirements specific to the Special Use Area C: Community Focus Area and the development proposal.

3.7 Town of Caledon Zoning By-law 2006-50

As noted previously, the subject property was zoned Village Commercial Exception 36 (CV-36) and Open Space Exception 26 (OS-26) by By-law 2011-027 on March 8, 2011. The current consolidated version of By-law 2006-50, zones the site CV-507 and OS-505. Figure 5 – Zoning, illustrates the zoning of the property from Map 36b of By-law 2006-50.

Figure 5 – Zoning



The Permitted Uses in the CV-507 zone include the following:

- Business Office
- Clinic
- Dry Cleaning or Laundry Outlet
- Dwelling Unit
- Financial Institution
- Personal Service Shop
- Restaurant
- Retail Store
- Sales, Service & Repair Shop
- Video Outlet/Rental Store

The Special Standards incorporated into the By-law in 2011 reflected a development concept for the property that included two 3 storey buildings with ground floor commercial uses and the upper 2 storeys with 12 residential apartments. The Special Standards therefore include a maximum of 12 dwelling units permitted, a maximum building height of 11 metres, and gross floor area limit of 650 square metres for non-residential uses. The parking and building area setbacks also reflected the development concept.

The Town Square component of the property is zoned OS-505. The only permitted use is a Park. The Town of Caledon Zoning By-law defines a Park as follows:

Park means an open space area, owned, operated or maintained in whole or in part, by a public authority as a recreational area for public use, including intensive recreation and non-intensive recreation.

To permit the proposed development, an application to rezone the property from Village Commercial Exception 36 (CV-36) and Open Space Exception 26 (OS-26) to a Village Commercial Exception zone and Open Space Exception zone that implements the submitted site plan is required. The "draft" zoning by-law that is submitted as part of the amendment application proposes rezone the property to CV-XXX and OS-YYY.

The proposed CV-XXX zone retains the permitted uses of the existing CV-36 zone with the exception of the *Video Outlet/Rental Store*. The CV-XXX zone also retains the Special Standards related to Lot Area, Lot Frontage, Parking Space Size, Delivery Spaces, Loading Spaces, Retail Store Restrictions and Fencing Restrictions.

The revisions proposed to the Special Standards include the following:

- The building area (nil) and building setbacks of the CV-36 zone have been revised to a proposed building area for the entire property of 30% and the inclusion of a Structure Envelope Schedule to the by-law that identifies the location of the building on the property.
- The building separation standard is eliminated. There is only one building proposed on the subject property.
- The maximum building height of the CV-36 zone is 11 metres. The proposed zoning standard is 17.9 metres. The increased building height is required to permit the 5 storey building proposal. The Official Plan policies permit the development of the mixed-use building at 3 or 4 storeys. The current 11 metre maximum height

reflects the 3 storey proposed development concept at the time of the by-law approval.

- The maximum gross floor area for combined non-residential uses in the CV-36 zone is 650 square metres. The proposed zone standard is 871 square metres. The increase in the non-residential floor area is supported by the market analysis for the development and reflects the proposed ground floor for the mixed-use building in the site plan submission. The non-residential floor area continues to be located at the ground floor with frontage and access to the Town Square component of the site.
- The planting strip width and planting strip location standards have been revised to reflect the current site plan proposal.
- The minimum parking space requirement of the CV-36 zone is 2 for each residential dwelling unit and 1 space for each 20 square metres of net floor area for non-residential uses. The proposed zoning standard is 1.75 spaces (1.5 per unit and 0.25 spaces per unit for visitors) and 2.5 spaces per 100 square metres of net floor area for non-residential uses. Nextrans Consulting Engineers have prepared a parking assessment for the development proposal and concluded that the non-residential parking requirement of 1 space per 20 square metres of net floor area is an oversupply for the anticipated end users. Based on a review of other mixed developments they have suggested the revised standard and suggested that signage be incorporated into the development that will alternate the day and night use of some of the parking spaces between retail and visitor parking.
- The minimum parking space setback of the CV-36 zone is 3m. The proposed zoning standard is 1.3 metres. The reduction is reflected on the site plan and is required to accommodate drive aisles and turning movements.
- The CV-36 zone restricts the location of dwelling units to floors above the first storey or ground floor. The proposed zoning permits a limited amount of residential floor space in the first storey (ground floor). The design of the building includes 3 residential dwelling units located on the ground floor. These units are located on the east side of the building and do not have frontage to the Town Square.

The proposed OS-YYY zone replaces the existing OS-26, with the primary use being a private park. In addition, the zone will allow for accessory outside display, sales or patio areas associated with the commercial uses in the CV-XXX zone. The

intent is to allow limited commercial activity to attract pedestrian use of the Town Square, and contribute to its function as a public gathering space.

Overall, the proposed zoning of the subject property retains the uses and many of the zone provisions from the current CV-36 zone. The revised special standards implement the 5 storey mixed-use building proposal and its related site access, circulation and parking requirements.

4.0 CONCLUSION

Based on the analysis in this Planning Justification Report and the supporting materials prepared in support of the development proposal it is my opinion that proposal represents good planning are in the public interest and that the Official Plan and Zoning By-law Amendments are appropriate for the development of the property.

The proposal conforms to the policies of the PPS, Growth Plan, ORMCP and the Region of Peel Official Plan.

The mixed-use building, with 85 residential units, meets the objective of focusing growth in settlement areas where they can efficiently use the land and resources. The proposal represents a compact building form that efficiently uses the existing infrastructure and services in Caledon East.

The proposed development increases the range and mix of housing available to existing and future residents and contributes to the objective of creating a complete community.

The commercial component of the development will add employment opportunities and economic benefit to the community. It will facilitate pedestrian access to retail and service commercial uses and contribute to the success of the Town Square to be the centre of the community focus area.

The applications are supported by studies and plans that evaluate the ability of the existing infrastructure to accommodate the proposed use.

The proposed use of the site is contemplated by the Town of Caledon and expressed through the designation of the site as a Community Focus Area in the Caledon East Secondary Plan. The scale and density proposed reinforces the planning objectives for the site.

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April 21, 2018