

THE CORPORATION OF THE UNITED COUNTIES

OF STORMONT, DUNDAS AND GLENGARRY

BY-LAW NO. 5305

A BY-LAW to adopt Official Plan Amendment No. 7 to the Official Plan of the United Counties of Stormont, Dundas and Glengarry.

WHEREAS the Official Plan of the United Counties of Stormont, Dundas and Glengarry was adopted by Council on July 17, 2017, and approved by the Minister of Municipal Affairs and Housing on February 4, 2018.

AND WHEREAS Section 17 (22) of The Planning Act, R.S.O., 1990 provides for the adoption of an official plan (or amendment) by a municipal council.

AND WHEREAS it is deemed that the amendment conforms to the intent of the County Official Plan by re-designating approximately 17 hectares of land in the Township of South Glengarry from the "Employment District" designation to the "Commercial District" designation, in order to permit the establishment of commercial and mixed use development along the main street of the South Lancaster settlement area.


NOW THEREFORE the Council of the Corporation of the United Counties of Stormont, Dundas and Glengarry enacts as follows:

1. That Official Plan Amendment No. 7 to the Official Plan of the Corporation of the United Counties of Stormont, Dundas and Glengarry, attached hereto as Schedule "A" to this By-law, is hereby adopted.
2. That this By-law come into force and effect on the final passing thereof.

READ and passed in Open Council, signed and sealed this 19th day of July, 2021.



WARDEN



CLERK

SCHEDULE "A" TO BY-LAW No. 5305

**AMENDMENT NO. 7 TO THE
OFFICIAL PLAN FOR THE
UNITED COUNTIES OF STORMONT,
DUNDAS AND GLENGARRY**

Applicant: Township of South Glengarry

Official Plan Amendment
Site Specific Re-designation from
Employment District to Commercial District

Township of South Glengarry

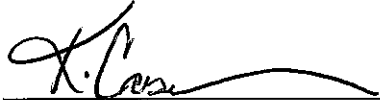


**UNITED COUNTIES OF STORMONT
DUNDAS AND GLENGARRY**

**CERTIFICATION OF COMPLIANCE WITH PUBLIC INVOLVEMENT AND NOTICE
REQUIREMENTS**

I, Kimberley Casselman, Clerk, hereby certify that the requirements for the giving of notice and the holding of at least one (1) public meeting as set out in Subsection 17(15) of the Planning Act, R.S.O. 1990, and the giving of notice as set out in Subsection 17(23) of the Planning Act, R.S.O. 1990, have been complied with.

Signed



Kimberley Casselman, Clerk

Table of Contents

	<u>Page</u>
Statement of Components	1
PART A - PREAMBLE	2
PART B - THE AMENDMENT	3
PART C – THE APPENDICES	5

Appendices

- Appendix A: Notice of Public Meeting
- Appendix B: Record of Proceedings
- Appendix C: Planning Rationale

STATEMENT OF COMPONENTS

PART A - PREAMBLE

Introduces the actual Amendment but does not constitute part of Amendment No. 7 to the Official Plan for the United Counties of Stormont, Dundas and Glengarry.

PART B - THE AMENDMENT

Consists of the following text, which constitutes Amendment No. 7 to the Official Plan for the United Counties of Stormont, Dundas and Glengarry.

PART C - THE APPENDICES

Does not form part of Amendment No. 7 but are provided to clarify the intent and to supply background information related to the Amendment.

PART A – PREAMBLE

Purpose

The purpose of Amendment No. 7 to the Official Plan for the United Counties of Stormont, Dundas and Glengarry, being an amendment initiated by the Township of South Glengarry pursuant to Section 22 of the *Planning Act*, is to redesignate approximately 17 hectares of land in the Township of South Glengarry from the “*Employment District*” designation to the “*Commercial District*” designation, in order to permit the establishment of commercial and mixed-used developments along the main street of the South Lancaster settlement area.

Location

The subject properties include multiple parcels in South Lancaster on SDG County Road 2 between Highway 401 and the Raisin River as shown on Schedule “A” to this by-law.

Basis

In the Official Plan for the United Counties of Stormont, Dundas and Glengarry, the properties are presently designated as “*Employment District*.” The designation permits a range of industrial land uses, manufacturing, construction, warehousing, offices, employment supportive commercial uses including associated retail and ancillary facilities, public service facilities and institutional uses. Residential uses are prohibited. The Township is proposing to convert these employment areas to the “*Commercial District*” to permit commercial and mixed-use development.

The existing land uses in the immediate area include retail, restaurants, automotive-related uses, residential uses and a marina, generally with zoning reflecting the existing uses. Approximately 10 hectares of the 17 hectares affected, is vacant.

The proposed re-designation would facilitate a mixed-use development at 20361 County Road 2 with residential apartments geared to retirees, along with anticipated intensification of other properties that are currently vacant or underutilized.

The lands are well suited to accommodate the intended commercial and mixed-use residential uses. The subject area is strategically located in the Urban Settlement Area of South Lancaster and would represent a natural extension of main street development located in Lancaster. The change to a commercial designation would better reflect the existing commercial uses in South Lancaster and be more compatible with existing residential uses.

PART B - THE AMENDMENT

The Introductory Statement

All this part of the document entitled, Part B - The Amendment, consisting of the following text and Schedule "A", constitutes Amendment No. 7 to the Official Plan for the United Counties of Stormont, Dundas, and Glengarry.

Details of the Amendment

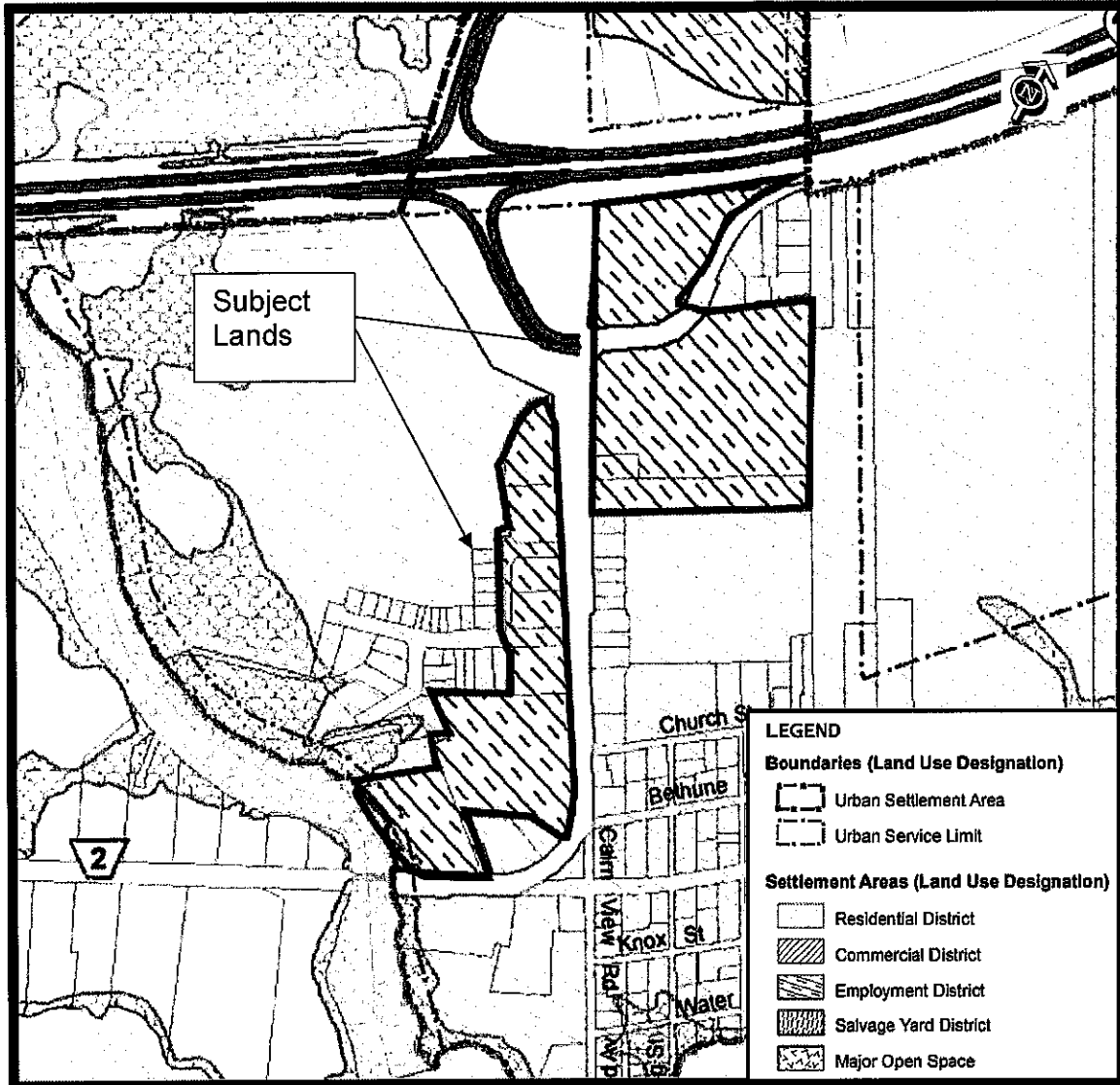
The Official Plan of the United Counties of Stormont, Dundas and Glengarry is amended as follows:

1. Schedule A6c: Land Use Plan, Urban Settlement Area of South Lancaster/Lancaster is hereby amended by re-designating the lands shown on Schedule "A" to Amendment No. 7 attached hereto, from "Employment District" to "Commercial District".

Implementation

1. The existing policies of the Stormont, Dundas and Glengarry Official Plan respecting the Commercial District and other general policies are still applicable to the subject lands.
2. The Amendment shall be implemented through an amendment to the Township of South Glengarry's Zoning By-law.

Schedule "A"
OPA 7



PART C – THE APPENDICES

APPENDIX A: NOTICE OF PUBLIC MEETING

APPENDIX B: RECORD OF PROCEEDING

APPENDIX C: PLANNING RATIONALE

Appendix A: Notice of Public Meeting

**SOUTH
GLENGARRY**

Ontario's Celtic Heartland

Notice of a Public Meeting For a Proposed Amendment to the United Counties of Stormont, Dundas and Glengarry Official Plan

TAKE NOTICE that the Council of the Corporation of the Township of South Glengarry has submitted a proposal to amend the United Counties of SDG Official Plan under Section 17 and 21 of the *Planning Act*.

TAKE NOTICE that the Council of the Corporation of the Township of South Glengarry will hold a virtual public meeting on Monday the 21st day of June, 2021 at 6:00 p.m. to consider a proposed amendment to the United Counties of Stormont, Dundas and Glengarry Official Plan under Section 22 of the *Planning Act*, R.S.O. 1990, as amended.

FURTHER TAKE NOTICE that the virtual public meeting on **Monday, June 21, 2021 at 6:00p.m.** for the purpose of a public hearing into this matter is to be held via:

A Zoom webinar:

Topic: South Glengarry Public Meeting- Zoning Amendment

Register in advance for this webinar:

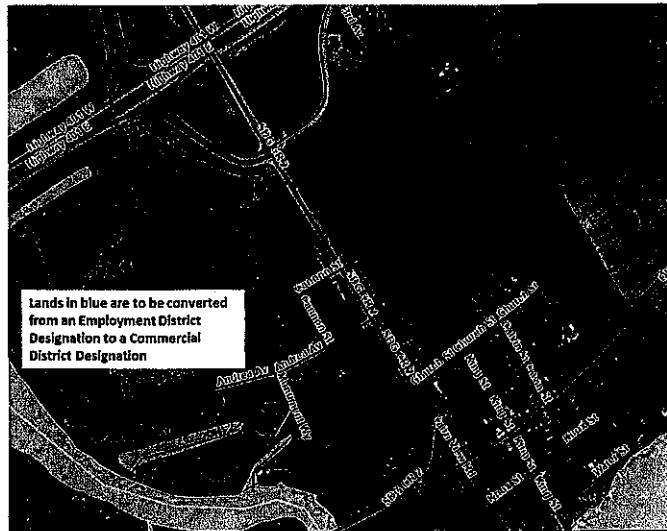
https://us02web.zoom.us/webinar/register/WN_ULNjL5-kSM-dcftR4osSsA

After registering, you will receive a confirmation email containing information about joining the webinar.

Members of the public who do not have internet/computer access and want to join the public meeting **by phone** will need to call Kelli Campeau, Clerk at 613-347-1166 ext. 223 on or before 4:00pm on June 21, 2021. If you have any questions regarding this notice or the purpose of this meeting please call Joanne Haley, GM- Planning, Building and Enforcement at 613-347-1166 ext. 231.

PURPOSE AND EFFECT

The Township of South Glengarry is proposing to convert lands in South Lancaster, South Glengarry from their current Employment District Designation to a Commercial District Designation. The effect of the conversion would be to allow for a greater mix of land uses, including residential uses.



ANY PERSON may attend the public meeting and/or make written or verbal representation either in support of or in opposition to the proposed Official Plan Amendment.

IF YOU WISH TO BE NOTIFIED OF THE DECISION of the United Counties of Stormont, Dundas and Glengarry in respect of the proposed official plan amendment, you must make a written request to the United Counties of Stormont, Dundas and Glengarry, 26 Pitt Street, Cornwall, Ontario, K6J 3P2, Attention: Peter Young, Director of Planning (pyoung@sdcgcounties.ca).

If a person or public body would otherwise have an ability to appeal the decision of the United Counties of Stormont, Dundas and Glengarry to the Local Planning Appeal Tribunal but the person or public body does not make oral submissions at a public meeting or make written submissions to the United Counties of Stormont, Dundas and Glengarry before the proposed official plan amendment is adopted, the person or public body is not entitled to appeal the decision.

If a person or public body does not make oral submissions at a public meeting or make written submissions to the United Counties of Stormont, Dundas and Glengarry before the proposed official plan amendment is adopted, the person or public body may not be added as a party to the hearing of an appeal before the Local Planning Appeal Tribunal unless, in the opinion of the Tribunal, there are reasonable grounds to add the person or public body as a party.

ADDITIONAL INFORMATION relating to the proposed Official Plan Amendment is available between 8:30 a.m. and 4:00 p.m. Monday to Friday at the Township office or by calling 613-347-1166 ext. 231.

DATED AT THE TOWNSHIP OF SOUTH GLENGARRY

THIS 31st DAY OF MAY, 2021

Joanne Haley

**General Manager – Planning, Building
and Enforcement**

Township of South Glengarry

6 Oak Street, P.O. Box 220

Lancaster, Ontario K0C-1N0

Telephone: 613-347-1166 ext. 231

Fax: 613-347-3411

E-mail jhaley@southglengarry.com

www.southglengarry.com

MINUTES

THE PUBLIC MEETING OF THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF SOUTH GLENGARRY WAS HELD VIRTUALLY IN THE EVENING ON JUNE 21, 2021.

PRESENT: Deputy Mayor Lyle Warden, Councillor Martin Lang, Councillor Stephanie Jaworski, and Councillor Sam McDonell

STAFF PRESENT: CAO Tim Mills, Director of Corporate Services/Clerk Kelli Campeau and GM Planning, Building & Enforcement Joanne Haley and GIS & Planning Technician Anne Lalonde.

PUBLIC PRESENT: Bruce Munro, Peter Young and Jacqueline Milner.

1. OPEN PUBLIC MEETING

Moved by: Councillor McDonell

Seconded by: Councillor Jaworski

That the Public Meeting be opened.

Carried

2. APPROVAL OF AGENDA

Moved by: Councillor McDonell

Seconded by: Councillor Jaworski

That the agenda be approved as circulated.

Carried

3. DECLARATION OF PECUNIARY INTEREST

None

4. PRESENTATIONS AND DELEGATIONS

Ms. Haley outlined the rules of engagement for the public meeting.

a) Proposed Amendment to United Counties of SDG Official Plan

Ms. Haley explained that the purpose of the Official Plan Amendment is to convert the Employment District Lands located in South Lancaster to Commercial District Lands which will allow for more compatible land uses in the South Lancaster area.

She advised that comments should be submitted in writing by June 25, 2021 and that a staff report will be brought forward to Council in the future recommending the amendment be approved by SDG.

Jacqueline Milner (19166 Hay Rd.) asked for clarification as to whether the proposed amendment would affect any provincially significant wetlands such as Coopers Marsh. Ms. Haley advised that it is not within proximity to any significant wetlands.


5. ADJOURNMENT

Moved by: Councillor McDonell


Seconded by: Councillor Lang

That the meeting be adjourned at 6:11 pm.

Carried



Deputy Mayor



Clerk

Appendix C: Planning Rationale



Hemson Consulting Ltd
1000 – 30 St. Patrick Street, Toronto, ON M5T3A3
416-593-5090 | hemson@hemson.com | www.hemson.com

MEMORANDUM

To: Joanne Haley, General Manager, Planning, Building & Enforcement, Township of South Glengarry

From: Stefan Krzeczunowicz and Russell Mathew

Date: February 11, 2021

Re: Review of Proposed Conversion of Employment Lands

This memorandum contains a scoped review of a proposal to convert lands in Lancaster, in the Township of South Glengarry, from their current Employment District designation to a Commercial District designation. The effect of the conversion would be to allow a greater range and mix of land uses, including residential uses, on the lands. Although the review has been triggered by a site-specific request, it covers all of the lands in Lancaster that are currently designated Employment District.

This scoped review builds on Hemson's *SDG – Updated Official Plan Section 2 Report and Employment Land Needs Analysis* prepared for the United Counties of Stormont, Dundas and Glengarry (SDG) in 2016.

A. PROPOSAL IN CONTEXT

9865560 Canada Inc. is seeking to develop a property at 20361 County Road 2. The property, previously the site of the Impala Motel, is located west of County Road 2 and south of Highway 401, in Lancaster, in the Township of South Glengarry. A preliminary concept for the proposed development includes 180 condominium/apartment housing units in 6 buildings geared towards retirees, as well as 12 commercial properties.

The site forms part of a strip of properties fronting County Road 2 and extending south of Highway 401 to the Raisin River that are designated Employment District in the SDG Official Plan (see Map 1).

Map 1 – Employment District in Lancaster



The Employment District designation in Lancaster was implemented through the SDG Official Plan in 2006. The designation permits a range of industrial land uses, manufacturing, construction, warehousing, offices, employment supportive commercial uses including associated retail and ancillary facilities, public service facilities and institutional uses. Residential uses are prohibited.

Table 3.5 of the Official Pan provides examples of the permitted uses in Employment Districts:

Designation	Permitted Uses
Employment District	<ul style="list-style-type: none"> • Class I, II, and III industrial uses • Transportation and distribution industries near transportation corridors • Other associated retail and ancillary facilities, including limited employment supportive commercial uses serving the employment area (e.g. hotels, restaurants, fitness centres, financial institutions, convention centres, service commercial uses) as defined in the implementing Township Zoning by-law or through a site-specific zoning amendment.

ii. Current Land Use

Most of the lands designated as Employment District in Map 1 are occupied by commercial activities, including:

- a home and kitchenware store at the south-east intersection of County Road 2 and Highway 401;
- a McDonald's takeout, Subway takeout, Tim Horton's takeout, Circle K convenience store, Esso gas station, and small gift shop, extending south of Highway 401 on either side of County Road 2;
- a jeweler, just south of Cannon Street; and
- the Raisin River Marina, on the shore of where the Raisin River meets the St. Lawrence.

A significant portion of the Employment District—about 10 hectares, including the site of the proposed mixed use development—is currently vacant. The subject site itself is generally surrounded by residential uses to the south, east, and north-west (where there is a recently constructed subdivision), the Raisin River Marina to the south-west, and the above-mentioned jeweler on Cannon Street to the north. Additional residential uses are being proposed to the south (within the Cairnview Estates Subdivision).

iii. Proposed Land Use Designation

The SDG Official Plan includes a Commercial District land use designation, which permits mixed uses such as commercial, residential, public service facilities and institutional uses. Table 3.5 in the Official Plan provides examples of permitted commercial uses: the full range of retail, service commercial, automotive, recreation and resort commercial and personal service uses. Mixed or standalone residential uses are also permitted, though standalone residential uses are strongly discouraged.

B. PROPOSED CONVERSION IS CONSISTENT WITH PROVINCIAL POLICY STATEMENT

A conversion of some or all of the Employment District in Lancaster to Commercial District designation requires SDG Council to approve an amendment to the SDG Official Plan. Under the *Planning Act*, such a decision must be consistent with the 2020 Provincial Policy Statement (PPS). In our view, the "PPS consistency" test would be met because the

conversion would address the need to build healthy and liveable communities as well as the need to protect employment lands.

i. Building Healthy and Liveable Communities

The conversion would contribute to a more efficient and resilient pattern of development and land use pattern by promoting the kinds of uses that already prevail in the district and affording greater opportunity to develop vacant lands. As well,

- The conversion would take place within the boundaries of an existing settlement area. The PPS Section 1.1.3 indicates that settlement areas “are to be the focus of growth” and “are critical to the long-term prosperity of communities”.
- The population in SDG is aging. The conversion would promote a healthy and liveable community in Lancaster by facilitating the development of a broader range and mix of housing, including higher density apartment forms and housing forms that are geared towards older adults.
- The conversion would encourage mixed-use development that incorporates compatible employment uses to support a liveable and resilient community.

ii. Meeting Long-Term Housing Needs

The conversion would support the Counties’ obligation to make sufficient land available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years,

Hemson’s *SDG – Updated Official Plan Section 2* report (2016) identified nearly 1,400 gross hectares of vacant residential land supply across the Counties, enough capacity to accommodate between 2,700 and 16,000 additional housing units based on range of densities (anywhere between 2 and 12 units per gross hectare). The Counties had also, at the time of the report, identified significant potential for intensification.

On the demand side, the report forecast housing growth in the Counties to be 2,600 units between 2016 and 2036, or roughly 77 units per year over the thirty-year period. Housing growth was anticipated to be focused in South Dundas, North Dundas, South Stormont, and South Glengarry.

As such, the report concluded that the residential land supply was sufficient to accommodate long-term growth.

Recent data from Statistics Canada and the Canadian Housing Mortgage Corporation (CMHC) indicate that:

- the Counties' population is growing more rapidly than anticipated by the 2016 forecasts. Indeed, about 61% of all population growth forecast to 2036 has taken place to mid-year 2020. The higher-than-expected growth is particularly prevalent in North Stormont, South Stormont, and South Glengarry.
- housing growth has similarly been faster than forecast in 2016. While data is incomplete for all lower-tiers, including South Glengarry, CMHC data show that about 60 new housing units were completed in South Stormont between 2016 and 2020. This represents almost 5 times the rate of housing growth anticipated for this municipality in 2016.

While we have not updated either the Counties growth forecasts or land budget analysis from 2016, we conclude that the recent pattern of high growth in the Counties, particularly in the southern municipalities, would not jeopardise the Counties' ability to provide sufficient land for long-term housing needs. However, if the current rate of housing growth persists, the number of sites available to provide the full range of housing in the Counties may become constrained over time.

As such, given the recent high rate of housing development, the conversion would expand the opportunities in one of faster growing areas of SDG to provide an appropriate range and mix of housing to meet the needs of long-term growth.

iii. Protection of Employment Lands

Notwithstanding the entirely commercial character of the Lancaster Employment District, the permitted uses in the district under the SDG Official Plan generally reflect the PPS definition of "employment areas". Policy 1.3.2.1 of the PPS addresses the preservation of employment areas and states that:

"Planning authorities shall plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs."

In this way, economic development and competitiveness is promoted and maintained.

Prior to 2020, employment areas could only be converted to non-employment uses through a comprehensive review (i.e. formal official plan review). PPS policy 1.3.2.5 now permits discrete employment area conversions provided an area has not been identified as

provincially significant through a provincial plan exercise or as regionally significant by a regional economic development corporation, and subject to the following:

- there is an identified need for the conversion and the land is not required for employment purposes over the long term;
- the proposed uses would not adversely affect the overall viability of the employment area; and
- existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.

The Lancaster Employment District is neither provincially significant nor regionally significant.

Hemson's 2016 *Employment Land Needs Analysis* for the Counties was prepared in advance of the release of employment data from the 2016 Census. However, while the report's distribution of employment overestimated the number of jobs in South Dundas, North Dundas, and South Glengarry, and underestimated the number of jobs in North Glengarry, North Stormont, and South Stormont, the estimate of the overall Counties employment base (20,400 jobs) proved to be almost exactly correct. Moreover, the report concluded that:

- though there would be a moderate decline in employment overall in the Counties to 2036, mainly due to an aging population, employment land would still be required to meet non-residential development needs;
- the Counties' 450 hectare supply of employment land was more than sufficient to accommodate the long-term needs;
- most available supply was concentrated along the Highway 401 corridor—in South Dundas and South Stormont—and this supply had significant capacity to accommodate employment growth; and therefore
- *there was no need for additional employment lands.*

The approximately 10 hectares of vacant land in the Employment District in Lancaster represents less than 2% of the Counties' total vacant employment land supply. It is not required for to meet the Counties' long-term employment purposes. Moreover, its conversion to a mixed use designation would not adversely affect the overall viability of lands elsewhere in the Counties that are better suited to meeting long-term needs.

C. LANDS NOT SUITED AS LONG-TERM EMPLOYMENT AREA

The PPS requires that the Counties maintain a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take account the needs of existing and future businesses. The Lancaster Employment District does not contribute to achieving this policy as the physical character of the lands and their market viability are generally not compatible with their land use designation. This is particularly true of the lands to the west of County Road 2.

- The Employment District designation is intended to promote industrial, transportation, and distribution uses. While such uses benefit from easy access to Highway 401, they require large sites for storage, parking, and truck turning. The small size and configuration of most existing properties restricts the number of potential users. The exceptions are the two relatively large properties, 2.5 hectares and 4.9 hectares, to the east of County Road 2 due south of Highway 401 (see Map 1).
- The close proximity of existing and planned residential uses to the district effectively precludes any Class II and Class III industrial activity, where the scale of operations is more intensive and greater separation is required in order to mitigate noise, dust, vibrations, and other adverse impacts. This is especially true of the two large properties noted above, which adjoin existing and planned residential uses to the east (see Map 1).
- While retail uses are permitted, they are limited to ancillary uses. The existing retail and service commercial activity in the district is evidence of greater potential for commercial development.

D. CONCLUSIONS

Based on the above analysis, the following conclusions can be made:

- With no history of industrial uses, there is no discernable reason why lands in Lancaster occupied almost entirely by service commercial and commercial retail uses were designated as Employment District in the 2006 SDG Official Plan.
- As such, conversion of all or most of the properties within the Lancaster Employment District to a Commercial District designation under the SDG Official Plan would better reflect the retail, service commercial, and automotive uses that

currently prevail in the district. Moreover, it would encourage similar activities in the area and promote the expansion of existing uses.

- The conversion would facilitate a mixed use development that incorporates compatible employment uses to support a livable and resilient community.
- We understand from Township staff that there are existing municipal infrastructure and public services facilities available to service the converted lands.
- The Counties do not need this Employment District to meet the needs of long-term employment. There is an ample supply of employment land in SDG. Moreover, there are employment lands better suited to supporting the uses intended for Employment Districts under the SDG Official Plan.
- The physical character of the lands in the Employment District, as well as their proximity to existing and planned residential uses, restricts their ability to accommodate future industrial, transportation and warehousing uses. *The lands are generally not suited to their designation.* As such, they are not viable as an Employment District over the long-term.
 - The two large land parcels east of County Road 2, and due south of Highway 401, are slight exceptions to this rule. However, while these sites provide good access to the highway corridor for Employment District uses, they adjoin existing and planned residential uses to the east and would be further constrained by their isolation if left as Employment District. Conversely, these sites provide excellent visibility from the highway for commercial retail uses and represent one of the last opportunities to get gas, food and beverages on the eastbound 401 before the Quebec border. In our view, there are opportunities to expand existing highway commercial activities on these lands.

In short, it is our opinion that the conversion of all of the Lancaster Employment District to a Commercial District designation is consistent with the PPS and represents good planning.