



Committee Report

To: Warden Janice Jackson
Members of the Planning and Development Committee

From: Mark Paoli
Director of Planning and Development

Date: March 18, 2021

Re: Kincardine Official Plan Amendment L-2020-015
270814 Ontario Inc. c/o Dale Walden)

Staff Recommendation:

That Kincardine Official Plan Amendment L-2020-015 by 270814 Ontario Inc. c/o Dale Walden) be approved; and,

That the Director or Manager of Land Use Planning be authorized to sign the decision sheet.

Summary:

The application proposes to permit 4 townhomes on the property, which is located along the northside of Golf Links Road just west of Queen Street, Kincardine. Each townhome is proposed to contain a secondary unit, for a total of 8 units on the 0.36 acre parcel of vacant land.

The Planning Advisory Committee for Kincardine passed the recommendation that the Amendment be adopted on February 8, 2021. Adoption of the associated Zoning By-law Z-2020-059 was deferred pending approval of the subject Official Plan Amendment by County Council.

Alignment with Guiding Principles:



GOOD GROWTH
To put growth in the right locations with the right services



AGRICULTURE
To support our key economies, including supporting a thriving agriculture community



CONNECTING
To improve our ability to move people, goods, and information between communities



HOMES
To increase the supply and mix of homes



BUSINESS
To create opportunities for a diversity of businesses, jobs, and employers



COMMUNITIES
To create wellbeing through access to healthy complete communities



HERITAGE
To identify and manage our cultural heritage resources



NATURAL LEGACY
To manage natural resources wisely for future generations

- Not applicable
- Not aligned
- Aligned
- Strongly aligned

This proposal is strongly aligned with the Good Growth Principle as the location is appropriate for an infill residential development. Each of the townhouses will be accessed from Golf Links road and will have access to full municipal services (water, sewer, storm sewer). It is within a built-up area of the municipality and represents a logical and efficient use of land and infrastructure.

The proposal is strongly aligned with the Homes Principle as the development would increase the supply and mix of homes through the construction of 4 townhouses each with a secondary dwelling unit on one lot. The townhouses will also provide a new form of housing (life lease) in this area of Kincardine. The development supports the Communities Principle given that it is close to key community amenities, including the hospital, schools and downtown.

The Heritage Principle has been appropriately addressed through the supporting study that accompanied the application. An archaeological assessment did not identify any cultural heritage resources.

On balance, this proposal is aligned with the Guiding Principles and the Vision of a healthy, diverse and thriving future.

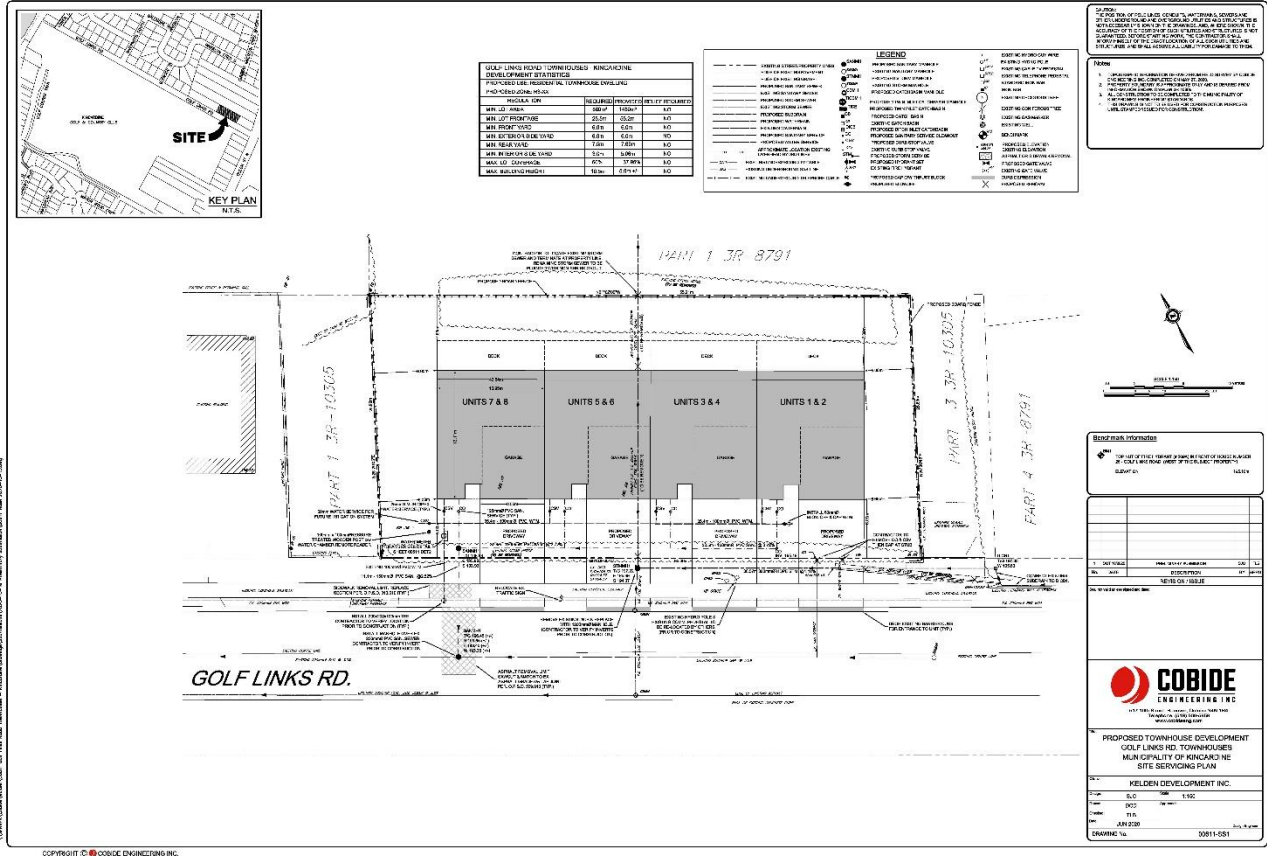
Airphoto



Image of Subject Lands: Vacant Lands



Site Plan



Planning Analysis

The following section provides an overview of the planning considerations that were factored into the staff recommendation for this application, including relevant agency comments (attached), public comments (attached) and planning policy sections.

Description of Proposal:

The proposed development comprises four (4) 1.5 storey townhouses; with each townhouse having a secondary dwelling unit above for a total of eight (8) units on one lot. Each of the units will have their own access. The development will have direct access onto Golf Links Road and each unit will have one garage and one driveway parking space for a total of 2 parking spaces per unit (16 spaces overall). The units will eventually be sold in a life lease arrangement, but initially, the owner will retain ownership of all eight dwellings and lease them. Outdoor amenity space will be provided in the rear yard of the units. A fence will be erected around the rear and side yards of the site to provide screening between the proposed use and adjacent properties.

Overview of the Official Plan Amendment

The proposal is seeking to amend the Kincardine Official Plan by:

1. increasing the maximum permitted density from 40 units per net hectare (u.p.h.) to 54.1 u.p.h.
2. exempting the development from the requirement of Section D1.4.16 ii which only permits a secondary suite on lots that contain one residential unit.

Settlement Area as a Focus of Growth

The proposed development is appropriate for an urban settlement area and is aligned with the policies for Primary Urban Areas. The site is within the Settlement Area of Kincardine and is designated Primary Urban Communities in the Bruce County Official Plan. Settlement Areas are expected to accommodate most of the residential growth and development in Bruce County.

Efficient use of land and infrastructure

The proposed development represents a good infill opportunity on an underutilized parcel of land. Each townhouse will have frontage on a year-round municipal road (Golf Links) and has access to full municipal services. Although a greenfield site, the proposed development does not require a significant extension of municipal services as they already extend along Golf Links road. Services only need to be extended into the newly created units. The proposal meets the servicing policies under the County and Local Official Plans. Comments have been received from neighbours Sharon Pickard and John McCuish who are proposing a traffic light be installed at the intersection of Queen St. and Golf Links Rd. The Director of Public Works at the Municipality has confirmed that there are currently no plans to install a traffic signal at the intersection. Staff further note that a traffic impact study was not required for the development as the volume of traffic generated does not warrant such a study.

Density and Compatibility Considerations

The local Official Plan has established criteria for consideration when reviewing applications for medium and high-density residential development. The criteria deal with compatibility, conformity of building profiles, off-street parking, buffering and landscaping. Also to be considered are factors relating to proximity to community facilities and adequacy of municipal services to accommodate the proposed density, impact on future land uses and the requirement for site plan control.

Based on the foregoing, existing and proposed land uses within the immediate vicinity of this site include detached dwellings, townhouses, a golf course and a hospital. The proposed townhouses with secondary dwellings are compatible with the detached dwellings, as both types of dwelling units are low form (one or two storeys height). The term 'compatible' does not mean 'same as'. Compatible means being able to coexist without causing significant problems with regard to bulk/massing of buildings, noise traffic, etc. The proposed townhomes will be compatible with the existing medium density zoned lands immediately to the west and as well as with the nearby golf course and hospital. Mr. Wu, a neighbour, objects to the change in zone from R1 to R3 and has expressed concerns that the townhouse development will affect property values. Staff note the local official plan permits the full range of residential uses including townhouse and apartment dwellings.

The Kincardine plan sets a lower maximum density for townhouses than for apartments. The plan amendment is required because the proposal includes additional units within townhouses, yielding more density than permitted for the 'townhouse' form; Provided the criteria discussed above were met, an apartment building on this site would not have required an amendment to the local official plan.

The maximum density permitted is 40 units per gross developable hectare, which will be exceeded in this case because secondary units will be created in each dwelling unit. Approval of the proposed Official Plan Amendment is required to permit the development with a density of 54.1 units per gross hectare or 8 dwelling units. Neighbours Jim Moore and Sandy Robinson do not support the proposed eight units but have no objection to the construction of four (4) units on the site. The applicant's agent has noted, and planning staff concur that a maximum of six dwelling units would be allowed under the Official Plan's existing density policy resulting in three townhouse units with three secondary dwellings. This would create excessively wide lots and does not provide for an efficient use of serviced land. The proposed density resulting in 8 units is a more efficient use of the land. The proposal generally meets the intent of the Municipality's density policies.

Affordability Considerations

Housing policies of the County Official Plan (Section 4.4.4.2) are intended to provide overall direction for growth and development, and guidance to local Official Plans. These policies include that housing should be affordable to residents of the County, with 30% of new residential development and residential intensification affordable to family incomes up to the 60th percentile, and that local plans should require 30% of new development to be available as rental housing. At the time the Plan was written in the late 1990s, this was generally met except for families earning less than \$30,000 per year. In 2021, the housing market has changed significantly, with affordability becoming a challenge for an increasing percentage of households.

Aside from opportunities to incentivize affordable development, the Implementation policies of the County Official Plan, and the Kincardine Official Plan do not provide specific direction regarding affordability for individual proposals.

The County Official Plan supports affordability by applying minimum densities and requiring a medium or high-density component for serviced projects with more than 10 units. The proposed development meets these requirements.

Aside from constructing an apartment building, the proposed development is among the most affordable market-based development types that could be achieved for this site:

- The townhouse building form has lower material, development, and land costs, while remaining consistent with the building scale for the area;
- Secondary units within the townhouse units further reduce land and development costs per unit;
- Future land-lease ownership can separate the cost of land from the cost of the dwelling unit(s), resulting in lower ownership cost; and,
- If each townhouse unit is owned separately, the rental of each secondary suite would result in 50% of the units in the development available for rental.

Secondary Residential Units

Secondary residential units, or secondary suites, are subsidiary to and located on the same lot as a principal dwelling unit, which may be in the form of a single detached dwelling, semi-detached dwelling or row dwelling and within an existing structure. The requirements for secondary suites in the Kincardine Official Plan are outlined below:

- i. One secondary suite may be permitted within the Residential designation subject to the requirements of the Plan and the comprehensive zoning by-law.
- ii. A secondary suite is only permitted on lots that contain one residential unit.
- iii. It must not be stand alone, principal unit, capable of being severed.
- iv. The comprehensive zoning by-law may provide secondary suite regulations which:
 - a. Restrict any business or commercial enterprise from taking place within the
 - b. secondary suite, set out restrictions involving the unit size, alteration to the
 - c. outside of the building or structure, parking requirements, and water and
 - d. sewer/septic servicing requirements; and /or
 - e. Require municipal registration of the secondary suite.
- v. The principal dwelling unit and secondary suite must share the parking area and yards, and no new driveway may be created.

The application meets the above criteria except, item ii), which only allows one secondary unit associated with a lot containing a single primary dwelling unit. The proposed Official Plan and Zoning Bylaw amendments would permit the development of more than one secondary unit on the lot.

Given provincial direction to support additional units within rowhouses, the ability to accommodate the units, services, and parking in the area associated with each townhouse unit, whether or not the units are subdivided into separate lots, or land-leases as proposed by the developer, should not impede the planning approvals.

Site Plan Control

The local official plan requires medium and high-density housing to be under site plan control. Therefore, the amending zoning by-law includes a requirement of approval addressing the requirement for the proposed development to be subject to site plan control to ensure that land development is designed appropriately, safe, functional and minimizes potential impacts on neighboring properties. The site plan control process will address matters such as drainage/stormwater management, architectural details, landscaping. The Holding (H) provision will be removed from the zoning of the subject lands after site plan approval has been granted.

Financial/Staffing/Legal/IT Considerations:

Potential Appeal to Local Planning Appeal Tribunal

Report Author:

Barbara Mugabe, Planner

Departmental Approval:

Mark Paoli

Director of Planning and Economic Development

Approved for Submission:

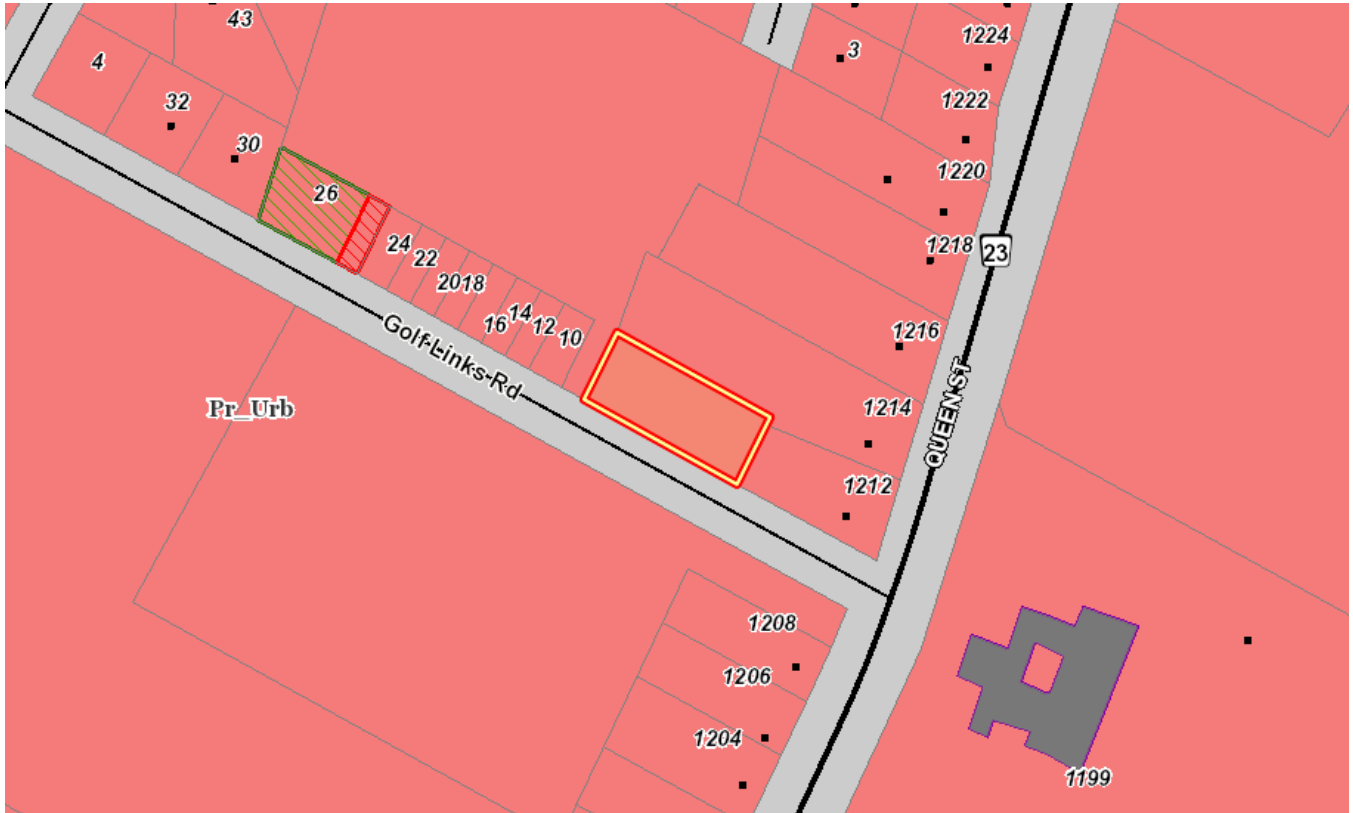
Sandra Datars Bere

Chief Administrative Officer

Appendices

- County Official Plan Map (below)
- Local Official Plan Map (below)
- Local Zoning Map (below)
- List of Supporting Documents and Studies (below)
- Agency Comments (attached)
- Public Comments (attached)
- Public Meeting Minutes (attached)
- Kincardine Certified Resolution (attached)
- Draft Amending OPA By-law
- Draft Decision Sheet - OPA (attached)

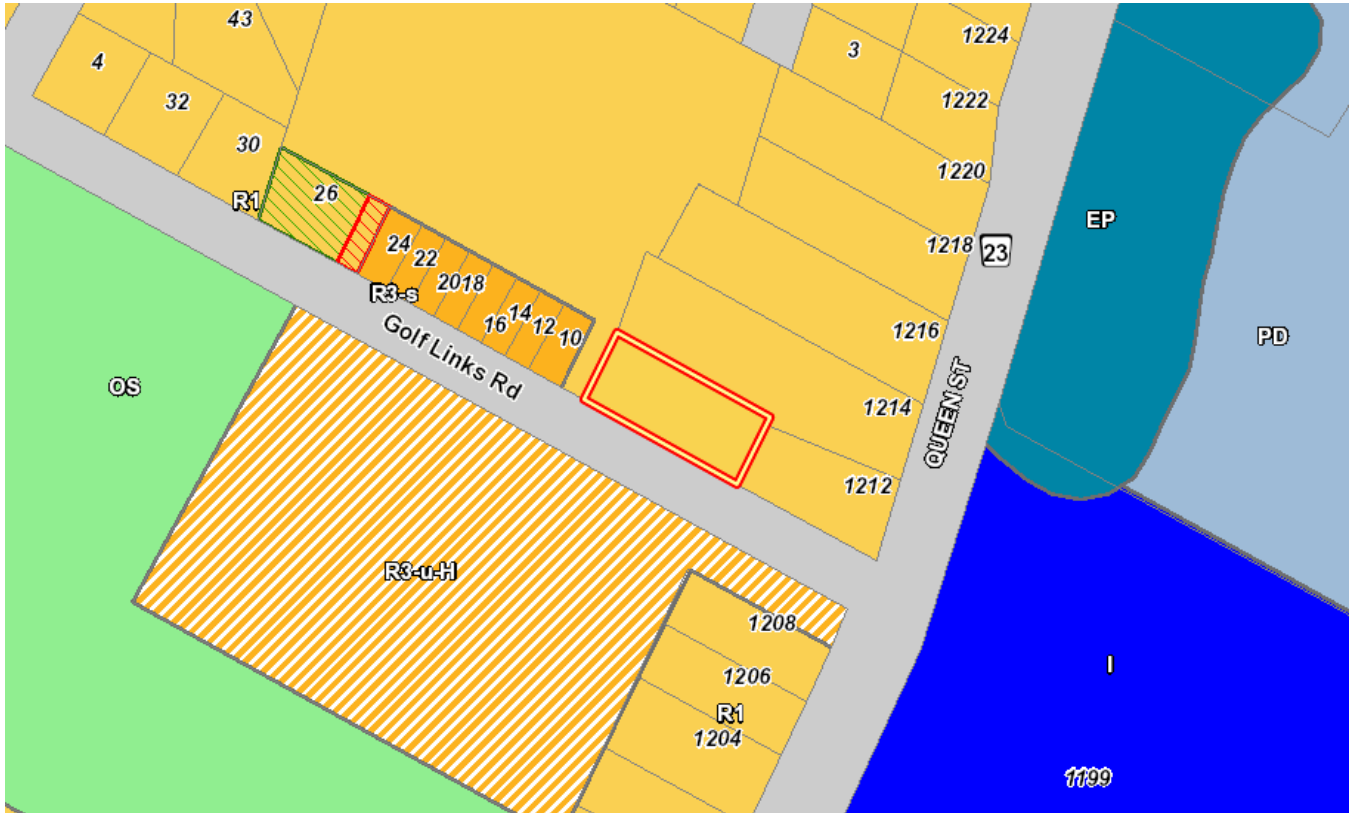
County Official Plan Map (Designated Primary Urban Communities)



Local Official Plan Map (Designated Residential)



Local Zoning Map (Zoned Residential One - R1)



List of Supporting Documents and Studies

- Planning Report dated October 30, 2020 prepared by Ron Davidson Land Use Planning Consultant Inc.
- Stage 1-2 Archaeological Assessment dated July 15, 2020 prepared by Detritus Consulting Ltd.