



Committee Report

To: Councillor Steve Hammell, Chair and
Members of the Planning and Development Committee

From: Mark Paoli
Director of Planning and Development

Date: April 7, 2022

Re: Draft Plan of Subdivision S-2021-003 (Walker Hill Development Inc.)

Staff Recommendation:

That Draft Plan of Subdivision S-2021-003 (Walker Hill Development Inc.) be approved subject to the Conditions of Draft Approval attached; and

That the Secretary-Treasurer of the Land Division Committee be authorized to sign the Decision Sheet and the Draft Plan.

Summary:

Walker Hill Development Inc. is proposing to develop a 6.61-hectare parcel of land in Walkerton into a residential subdivision consisting of 30 single detached dwelling lots; 1 semi-detached dwelling block; 11 townhouse dwelling blocks; 5 lot enlargements of neighbouring properties; 1 block for stormwater management/walkway purposes; 1 additional block for walkway purposes; and an internal loop road with a connection to Old Durham Road to the south. At least eighty (80) new residential units are proposed.

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

The subject lands are located on the northeast side of Walkerton and designated Residential. This is a logical infill project in the Settlement Area that makes efficient use of land and infrastructure. Therefore, the plan is aligned with the Good Growth guiding principle.

The proposed development would increase the supply and mix of homes in this area of Bruce County by providing 30 single detached dwelling lots, 2 semi-detached dwelling units and 48 townhouse dwelling units. This is strongly aligned with the Homes guiding principle.

Given new municipal streets and walkways will be constructed, with connections to existing municipal roadways, a park and other recreational facilities, adjacent business park lands and the nearby downtown core, the subdivision is aligned with the Communities guiding principle.

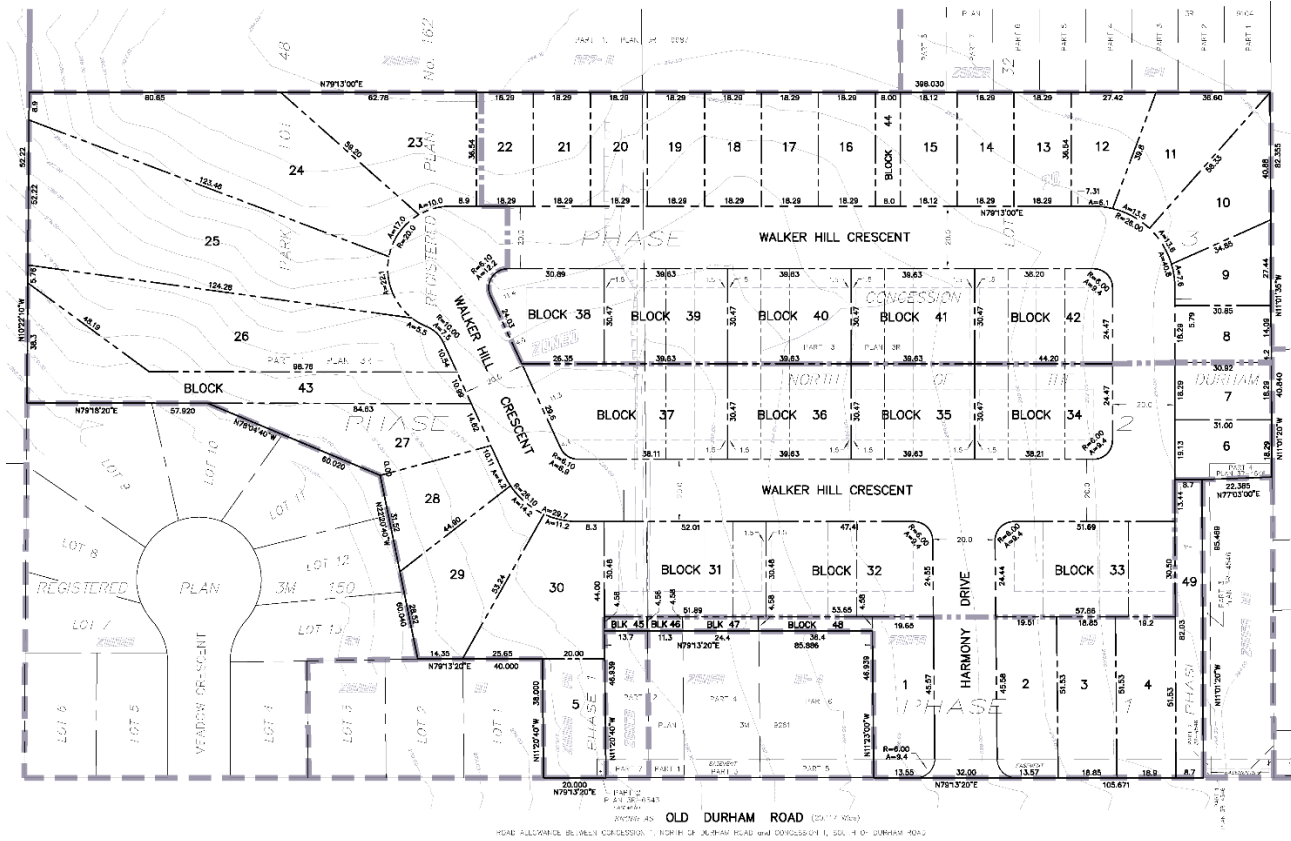
The proposal is also aligned with both the Heritage and Natural Legacy guiding principles as potential concerns about archaeological resources and natural heritage features/functions are or will be addressed through supporting studies requested through conditions of draft plan approval.

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

Airphoto



Draft Plan



*For Representation Only - Full Draft Plan attached separately

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.

Efficient Use of Land and Infrastructure

Directing new development and intensification to Settlement Areas helps to ensure the wise use of land and resources, efficient development patterns, protects resources (e.g., natural and agricultural), ensures effective use of infrastructure and public facilities, and minimizes unnecessary public expenditures.

The subject property is located on the east side of Walkerton within the Settlement Area. The lands are designated Primary Urban Communities in the Bruce County Official Plan and Residential in the Walkerton Community Official Plan. The goals and objectives of both the County and local Official Plans direct much of the future growth to Primary Urban Communities, such as Walkerton, to support the wise use of land and resources.

Density targets are a tool to achieve the efficient use of land and infrastructure within the Settlement Area boundary. The Bruce County Official Plan and the local Official Plan require the residential portion of all multi-unit developments that will be serviced with municipal sewer and water to achieve a density of 15 units per gross developable hectare. For the subject proposal, a density of 12.1 units per gross developable hectare is proposed.

The density proposed is less than the Official Plan target due to the irregular shape and sloping topography of the west side of the site. The applicant identified that this makes the use of those lands problematic for higher density development. As a result, larger lots are proposed in this location to address the grading and lot configuration challenges.

The Walkerton Official Plan also identifies a maximum density of 35 units per net hectare for medium density residential proposals. 'Net density' is defined as the density of the residential development on the site, not including roads, parks and schools (this differs from the 'gross density' calculation under the County Official Plan noted above, which excludes natural hazards and other similar environmental lands). The medium density component of the proposed development is 30.1 units per net hectare, which is below the maximum identified in the local Official Plan.

The proposed residential units will be accessed by an internal loop road to be built to municipal standards with an intersection at Old Durham Road, east of Walker Street. The development will use and expand upon the existing municipal street network.

Similarly, the lands will be connected to existing municipal water and sewer services through extension of these services to the site. Full municipal water and sewage services are the preferred form of servicing in Walkerton. This makes it the appropriate location for a new development such as the one proposed.

Some of the neighbouring landowners have expressed a concern with the density of the development proposed. As noted above, density and intensification ensure the efficient use of land and infrastructure which is achieved on this site, while generally meeting the minimum and maximum density targets set by the County and Municipality.

Land Use Compatibility

Compatibility of the proposed development with adjacent lands has also been identified by neighbouring landowners as a concern.

The subject lands are designated Residential in the Walkerton Community Official Plan and were previously zoned Planned Development (PD) in the Municipality's Zoning By-law. The Municipality passed a Zoning By-law Amendment (File Z-2021-006) on January 25, 2022 to rezone the lands to Residential: Low Density Single (R1) and Residential: Low Density Multiple (R2) to conform with the Residential designation in the Official Plan. Special provisions were included on some of the lots and blocks relating to maximum lot coverage and yard setbacks.

The surrounding lands to the west, south and southeast are zoned for Urban Open Space (OS), Residential: Medium Density (R3) and Residential: Low Density Single (R1) uses. These neighbouring lands consist of a municipal park, a multi-unit residential development and single-family homes. The proposed development, including the single-family, semi-detached and street townhouse formats, are compatible with these surrounding uses. The applicant has also focused the medium density townhouses toward the centre of the site and is proposing rear/side yard additions (Blocks 45 to 49 inclusive) to 5 of the existing single-family residential properties on Old Durham Road to act as an additional amenity area/buffer between these existing residences and the proposed townhouses.

The lands to the north and northeast of the site are zoned for Business Park uses. The Business Park 1 (BP1) zone permits retail commercial, business park commercial, light industrial and other complimentary uses. Permitted uses in the Business Park 2 (BP2) zone include heavy manufacturing and industrial uses. With the exception of some existing solar panels, much of the adjacent Business Park lands are currently vacant.

It should be noted that the lands to the immediate north, while zoned Business Park 2 (BP2), are designated Institutional in the local Official Plan. Talks between County and Municipal staff and the new owner of that parcel are currently underway relating to the development of the site. However, these discussions are preliminary and subject to future decision-making under the Planning Act. The current permitted uses as of right include heavy manufacturing and industrial uses.

The Business Park 1 (BP1) and Business Park 2 (BP2) zones include yard regulations that specifically apply when abutting a residential zone or use to address compatibility issues such as noise. The existing industrial buildings in the surrounding area are over 120m away from the proposed development and conform to the Zoning By-law provisions relating to buffers between industrial and residential uses/zones. These provisions require either a 20m or 70m buffer to a principle industrial use building depending on the class of industry occupying the building. New industrial uses in the area would need to comply with the buffers noted above and would also need to satisfy the yard setback requirements outlined in the Zoning By-law. The applicant has demonstrated that the proposed residential development is compatible and will not preclude future business owners from siting new buildings or otherwise using their lots for their intended business park purposes on the neighbouring lands.

Range and Mix of Housing Types

The proposed development provides a range and mix of housing types and lot sizes to meet the projected requirements of current and future residents. The lot sizes meet or exceed the minimum requirements set out in the Zoning By-law. The proposal also meets the County and Municipal target requiring 30% of proposed dwelling units to be medium density or higher. In this case, the medium density component of the subject development represents 60% of the dwelling units proposed.

Affordability

The affordability policies of the County Official Plan 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. This is a target for all of development in Bruce County and is not expected to be met through every site-specific development.

Similarly, the Walkerton Community Official Plan also sets a target of 30% of new housing to be provided as affordable housing. As with the County Plan target, this is for all development and is not expected to be met through every site-specific development.

Aside from opportunities to incentivize affordable development, the implementation policies of the County Official Plan and Walkerton Official Plan targets regarding affordability do not apply specifically to 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 applicant has indicated that they are meeting the affordability targets through the provision of 48 medium density townhouse units “which will help to keep the dwellings affordable to those with medium to lower income levels, including first time home buyers and seniors.” The townhouses will be developed and sold in a freehold format.

Aside from constructing an apartment building, the medium density component of 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.

Opportunities also exist on the site for the creation of additional residential units, which are permitted within single detached dwellings, semi-detached dwellings and street fronting townhouse dwellings subject to specific provisions in the Zoning By-law. Secondary suites can be used for rental purposes or extended family to assist with household costs.

Sewer and Water Services

As noted earlier, full municipal water and sewage services are the preferred form of servicing in the Municipality. A Functional Servicing Report has been prepared on behalf of the applicant which speaks to the proposed services.

The report establishes that sanitary servicing will be provided by connecting to the existing municipal sewer on Old Durham Road via easements over Lots 5 and 30. A new sanitary sewer will be installed along the new public streets, which will be assumed by the municipality. The report concludes that there is sufficient capacity available to accommodate the proposed development.

The report also identifies that water servicing can be provided by creating a looped system in the subdivision which connects to the existing municipal watermains on Old Durham Road and Eastridge Road via Block 44. The watermains will also be assumed by the Municipality and there is sufficient water capacity available.

Comments provided by Brockton staff on the water and sewer servicing strategy have been addressed, which included confirmation among other things that a servicing easement will be required over Lots 5 and 30 and that Blocks 43 and 44 are sufficiently sized. The applicant will also be required to prepare detailed servicing plans to the satisfaction of the Municipality as a condition of draft plan approval.

Stormwater Management

In order to control flooding, ponding, erosion and sedimentation, and to provide protection of water resources and natural habitat dependent upon watercourses and other water bodies for their existence, the County and local Official Plans require that stormwater management strategies be provided for new development in Settlement Areas.

The Functional Servicing Report and Stormwater Management Report submitted in support of the subject applications indicates that most of the stormwater from the development will be directed to an existing stormwater management facility in the municipal park to the west through Block 43. This is an efficient use of existing municipal infrastructure and avoids additional maintenance costs associated with a new stormwater management facility. The existing 'dry' stormwater management facility will be enlarged to accommodate the proposed development and designed by a professional engineer to Provincial and Municipal standards.

Municipal storm sewers will be installed along the proposed streets to collect stormwater from minor storm events, which will be directed to the stormwater management facility. Major design storms will be conveyed overland and on road surfaces and will also be directed to the stormwater management facility or to the Old Durham Road allowance. There will also be a connection to the existing storm sewer along Old Durham Road to accommodate the proposed southern lots and blocks. Easements will be required in some areas for stormwater servicing purposes.

Brockton staff initially provided several comments relating to stormwater management that have been addressed by the applicant, such as the sizing of Block 43 and the provision of easements for stormwater servicing purposes. Other matters, such as the accommodation of external drainage entering the site, will be addressed through the preparation of a detailed engineering submission to satisfy the conditions of draft plan approval.

Roadways and Access

Two new internal roads will be constructed on the site to service the development, Walker Hill Crescent and Harmony Drive, which will connect to the existing municipal road network at Old Durham Road. Old Durham Road connects to Bruce Road 4 to the south via Walker Street and Ontario Road. Bruce Road 4 is a direct link to downtown Walkerton to the west and Hanover further to the east. The new internal roads will be constructed to full Municipal standards by the applicant and ultimately assumed by the Municipality.

Neighbouring landowners have expressed concern with the location of the proposed intersection at Old Durham Road for safety reasons. During the pre-consultation process, the preferred entrance point to the subdivision was at Walker Street. The entrance was relocated to the east due to grading constraints on the western portion of the site. The applicant indicated in their formal submission that having the entrance at the Walker Street intersection would require sections of the internal subdivision road and adjacent driveways to exceed the maximum slope requirements permitted by the Municipality. Relocation of the entrance to the east allowed the slope of the road and the adjacent driveways to stay within maximum allowable limits while still maintaining the overall drainage patterns of the site.

To address continued concerns from the public relating to safety, the applicant retained a traffic consultant to undertake an access location review. The consultant recommended that the proposed entrance onto Old Durham Road be shifted further to the west to meet sight distance requirements as outlined in the Transportation Association of Canada Geometric Design Guide for Canadian Roads. The new entrance is shown on the current Draft Plan.

An option for a second or alternative access to Eastridge Road to the north was also considered by the Municipality, applicant and consulting team but was determined not to be feasible due to the grades in the area which would exceed Municipal standards. The intent of the proposed access to Old Durham Road is also to more efficiently direct traffic to Bruce Road 4 and the downtown core as opposed to routing through the adjacent business park lands.

Concerns were also expressed by the public regarding the amount of private vehicle and construction traffic that would be added to Old Durham Road, which has a current speed limit of 40km/hour and no sidewalks. Municipal staff have advised that it will pursue design and construction drawings for sidewalks along Old Durham Road to minimize pedestrian traffic concerns in this area for approval by Council in association with the subject development. Provision of sidewalks in this area has been on the list of intended Municipal projects. It is also noted that construction and private vehicle traffic needs to abide by the posted speed limit and other Municipal requirements relating to parking, noise, winter road maintenance, etc.

[Pedestrian Access and Greenspace](#)

Complete communities support access to greenspace and opportunities for pedestrian movement. For this project, Municipal staff have advised that payment-in-lieu of parkland dedication is acceptable given the proximity of the site to the existing municipal park to the west and the soccer fields to the north.

Access to the soccer fields from the proposed subdivision will be provided via Block 44 and a walkway block on the private lands to the north. Access to the municipal park to the west will be provided via a recreational trail on Block 43. Block 43 was modified to add the recreational trail based on feedback provided at the last Brockton Council meeting on the file.

Sidewalks are also proposed throughout the subdivision as was requested by the Municipality and the Bluewater District School Board.

[Archaeology](#)

The County and local Official Plans identify that development on lands containing possible archaeological resources or areas of archaeological potential, should occur in such a manner as to avoid destruction or alteration of these resources. Where this is not possible, the development proponent shall conserve the resources through removal and documentation in accordance with the Ontario Heritage Act. Where an area of archaeological potential is identified, the requirement for an archaeological assessment can be identified as a component of a complete application or included as one of the conditions for development approval to ensure the proponent meets their legal obligations under the Act.

The Saugeen Ojibway Nation (SON) has advised that the Saugeen River, a major Indigenous and Euro-Canadian transportation route and food source, is located in proximity to the property and includes a major slope to the river. This elevated area is also considered to be a desirable location for Indigenous and early Euro-Canadian presence. For this reason, SON has requested that the applicant prepare an archeological assessment for this site. A condition of draft plan approval has been included to address this request.

Natural Heritage

The natural heritage features identified as potentially affecting the subject property included significant wildlife habitat and the habitat of endangered and threatened species. The Bruce County Official Plan and Walkerton Community Official Plan generally prohibit development within the natural heritage features and their adjacent lands unless it has been demonstrated that there will be no negative impacts to the natural features or their ecological functions.

An Endangered Species Act Status report was prepared to demonstrate consistency with the natural heritage policies of the County and Municipality. The report found potential Bobolink and Meadowlark habitat within the development area. The applicant opted to address the habitat potential as though it had been confirmed for protected species. The applicant entered into an agreement to create 7 hectares of compensation habitat for these species on a property near Creemore, Ontario. The report also identified a potential bat maternity roosting site on an adjacent property that will not be impacted by the proposed development.

The report was generally found to be acceptable to Saugeen Valley Conservation Authority (SVCA) staff, who provide natural heritage review comments on behalf of the County. SVCA staff recommended that the Ministry of Environment Conservation and Parks (MECP) provide confirmation that the endangered and threatened species policies and compensation have been satisfactorily addressed. A condition of draft plan approval has been included requesting the applicant to provide written confirmation to the satisfaction of the County in consultation with MECP.

Financial/Staffing/Legal/IT Considerations:

Potential Appeal to the Ontario Land Tribunal.

Report Author:

Coreena Smith
Senior Development Planner

Departmental Approval:

Mark Paoli
Director, Planning and Development

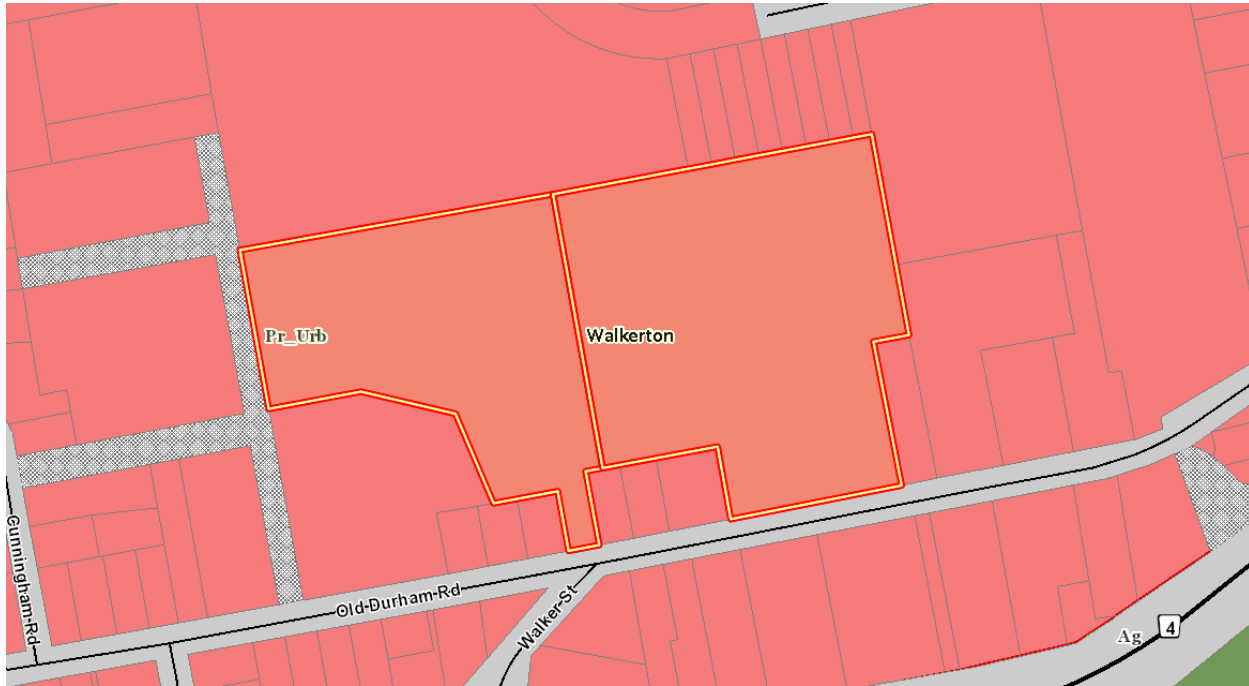
Approved for Submission:

Christine MacDonald
Acting Chief Administrative Officer

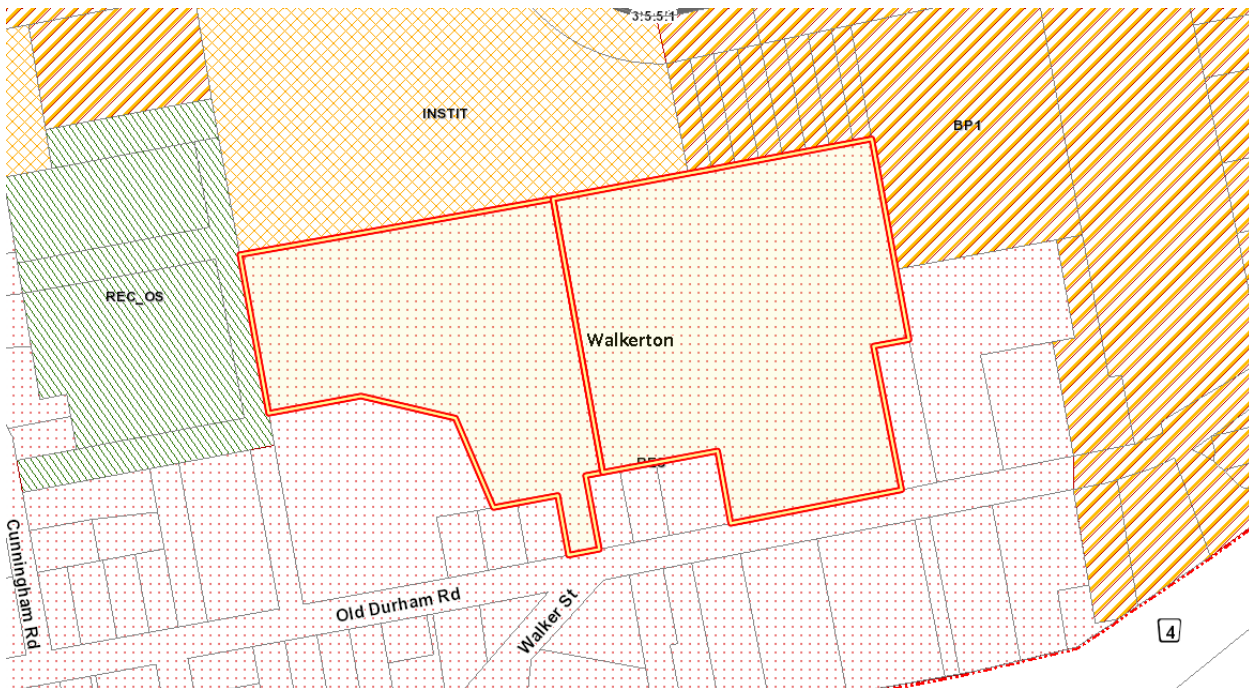
Appendices

- County Official Plan Map
- Local Official Plan Map
- Local Zoning Map
- List of Supporting Documents and Studies
- Agency Comments
- Public Comments
- Public Notice
- Public Notice of Additional Public Consultation
- Municipality of Brockton Resolution
- Municipality of Brockton Meeting Minutes
- Decision Sheet
- Conditions of Draft Approval
- Draft Plan of Subdivision

County Official Plan Map (Designated Primary Urban Communities)



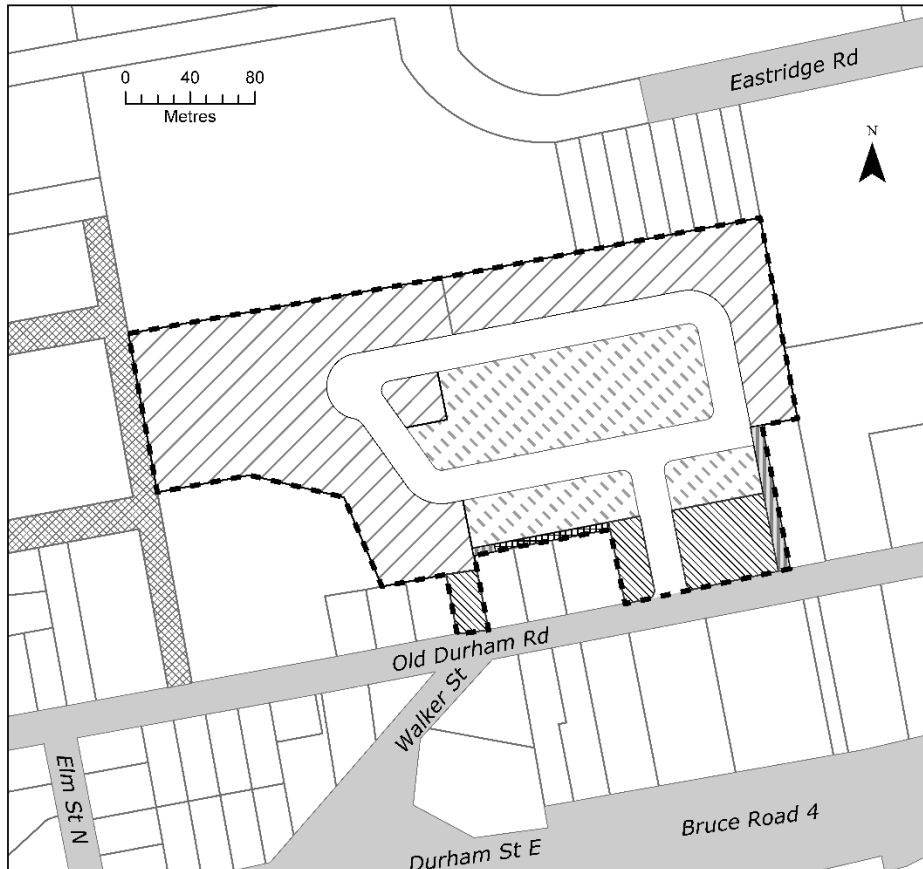
Local Official Plan Map (Designated Residential)









Local Zoning Map (Zoned R1-Residential: Low Density Single, R1-4-Residential: Low Density Single Special, R1-18-Residential: Low Density Single Special, R1-18-H-Residential: Low Density Single Special with Holding and R2-9-H-Residential: Low Density Multiple Special with Holding)

Schedule 'A'

PLAN 162 PT PARK LOT 48 RP;3R6543 PARTS 1 AND 2 - Roll # 410436000101801
 CON 1 NDR PT LOT 32 - Roll # 410434000206800
 Municipality of Brockton (geographic Town of Walkerton)



-  Subject Properties
-  Lands to be zoned R1-18 - Residential: Low Density Single Special
-  Lands to be zoned R1-18-H - Residential: Low Density Single Special with Holding
-  Lands to be zoned R2-9-H - Residential: Low Density Multiple Special with Holding
-  Lands to be zoned R1 - Residential: Low Density Single
-  Lands to be zoned R1-4 - Residential: Low Density Single Special

This is Schedule 'A' to the zoning by-law amendment number 2022-007 passed this 25th day of January 2022

Mayor, Chris Peabody *Chris Peabody*
 Clerk, Fiona Hamilton *Fiona Hamilton*

List of Supporting Documents and Studies

Original submission:

- Subdivision Application Form;
- Draft Plan of Subdivision;
- Easement Instruments;
- Planning Report;
- Correspondence referred to in the Planning Report;
- Phase 1 Environmental Site Assessment;
- Geotechnical Investigation Report;
- Slope Stability Rating Chart;
- Preliminary Plans and Profiles;
- Functional Servicing Report;
- Stormwater Management Report; and
- Endangered Species Act Status Report.

Second submission:

- Cover Letter;
- Addendum to Planning Report;
- Revised Draft Plan of Subdivision; and
- Access Location Review.

Third submission:

- Revised Engineering Plan;
- Revised Draft Plan of Subdivision.