



Committee Report

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

From: Derrick Thomson
Acting Director of Planning and Development

Date: September 15, 2022

Re: Major Revision to Draft Plan of Subdivision 41T-2016-03.44 and
Local Official Plan Amendment L-2022-006 (Northport Meadows)

Staff Recommendation:

That Major Revision to Draft Plan of Subdivision 41T-2016-03.44 be approved subject to the modified Conditions of Draft Approval and Draft Plan attached;
That the Secretary-Treasurer of the Land Division Committee be authorized to sign the Decision Sheet and the Draft Plan;
That Local Official Plan Amendment L-2022-006 be approved; and
That the Director or Manager of Land Use Planning be authorized to sign the Decision Sheet.

Summary:

The application proposes a revision to an existing Draft Approved Plan of Subdivision in the Town of Saugeen Shores. The application proposes an increase of 155 residential units. The Local Official Plan Amendment is required to allow for increased density. The applications are being referred to the Committee for a decision due to objections raised by neighbouring landowners and a resolution by the Town of Saugeen Shores Council to have the Bluewater District School Board conditions removed.

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 8.79 ha property is part of a larger 14.53 ha Plan of Subdivision located in the north end of Port Elgin, west of Highway 21 and south of Devonshire Road. 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 Port Elgin by adding 155 townhouse and apartment dwelling units through the addition of an apartment block and additional townhouse lots. This is strongly aligned with the Homes guiding principle.

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

Airphoto



The map displays a residential development area divided into 15 blocks. The blocks are arranged as follows:

- Block 1:** Multiple Residential, 0.38 ha
- Block 2:** Residential, 0.68 ha
- Block 3:** Residential, 1.29 ha
- Block 4:** Surface Water Management Pond, 0.50 ha
- Block 5:** Multiple Residential, 0.14 ha
- Block 6:** Residential, 0.62 ha
- Block 7:** Residential, 1.25 ha
- Block 8:** Multiple Residential, 0.14 ha
- Block 9:** Multiple Residential, 0.62 ha
- Block 10:** Multiple Residential, 1.25 ha
- Block 11:** Multiple Residential, 1.09 ha
- Block 12:** Multiple Residential, 1.31 ha
- Block 13:** Multiple Residential, 0.38 ha
- Block 14:** Multiple Residential, 0.89 ha
- Block 15:** Vacant, 0.17 ha

The map also indicates various streets and zoning areas. Key streets include STREET 'W' (NAVY STREET), STREET 'E' (BRIDGE STREET), and STREET 'T' (HAWTHORNE STREET). Zoning areas are labeled as R2-6 ZONING (FUTURE RESIDENTIAL) and R2-5 ZONING (FUTURE RESIDENTIAL). A legend at the bottom right identifies symbols for 'REGISTERED PLAN' and 'WATER MANAGEMENT POND'. The map is titled 'PLAN NO.' and includes a scale bar.

R2-6 ZONING (FUTURE RESIDENTIAL)

R2-5 ZONING (FUTURE RESIDENTIAL)

PHASE 1

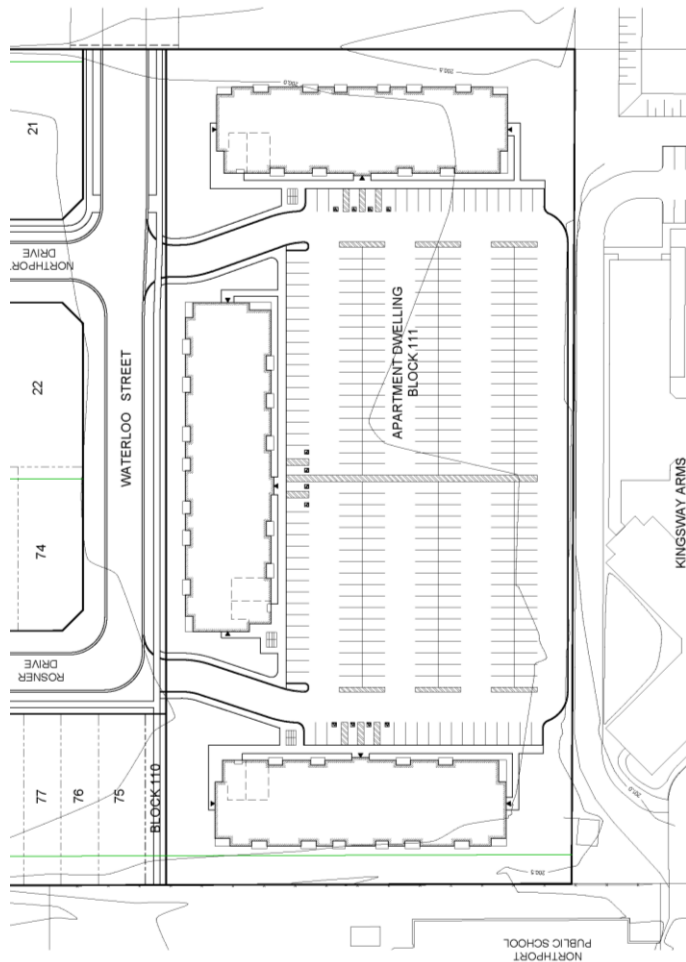
PHASE 2

PHASE 3

APARTMENT DWELLING BLOCK 109

REGISTERED PLAN 3M-140

Concept Plan for Apartment Dwelling Block 109, previously Block 111



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.

Background

The County granted draft approval for the Plan of Subdivision in December 2016. Final approval was then issued for the westerly phase of the subdivision in September 2017. The balance of the site is still in the draft approval stage. The lapsing date for the next phase of development is September 14, 2022.

The original approval included single detached and townhouse dwellings. Waterloo Street was shown extending from the north to the southeast corner of the site to provide a future potential connection south to Mary Street.

The revised Draft Plan proposes an apartment block on the east end of the site and Waterloo Street terminating at the southern property boundary. The revised Draft Plan includes the following for this phase:

- 42 single detached dwellings lots;
- 65 street townhouse dwelling lots;
- 3 apartment dwellings with approximately 237 units;
- 1 access/servicing block; and
- 3 new street extensions at Waterloo Street, Northport Drive and Rosner Drive.

The revised proposal will increase the unit count in this phase from 189 to approximately 344. The overall unit count in the Plan of Subdivision will increase from 264 to approximately 419.

The local Official Plan Amendment proposes to increase the maximum gross density in the proposed apartment block from 90 to 110 units per hectare. The local Official Plan Amendment was adopted by the Town of Saugeen Shores on August 15, 2022. The Town also passed the related Zoning by-law Amendment (File Z-2022-019) which rezoned a portion of the site from Planned Development (PD) and Residential Fourth Density Special (R4-16 and R4-18) to Residential Fourth Density Special (R4-23 and R4-24) with site-specific provisions to reduce the minimum interior side yard width and increase the maximum lot coverage for the street townhouse dwellings and reduce the minimum lot area, minimum front yard, minimum landscaped open space and minimum number of parking spaces per unit for an apartment dwelling.

Efficient Use of Land and Infrastructure

The property is designated Primary Urban Communities in the Bruce County Official Plan and Residential in the Town of Saugeen Shores 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 Port Elgin, to support the wise use of land and infrastructure.

The applicant is proposing a revised mix of dwelling types in single detached, townhouse and apartment dwelling formats.

The proposed development will be accessed from Waterloo Street and Bruce Street. Bruce Street presently offers frontage along the western limit of this phase. Waterloo Street will be extended south into the development site. Northport Drive and Rosner Drive will also be extended east into the site. As such, the development will utilize the existing and planned 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 services are the preferred form of servicing in Port Elgin. Stormwater will also be addressed through connections to the existing storm sewer system. The applicant's consultant has shown there would not be significant impact to the storm system through the proposed modifications to the Draft Plan. Confirmation that there is adequate capacity in the water, sewer and stormwater systems to accommodate the proposed changes to the project and the detailed design submissions related to that will be provided through final approval of the Plan of Subdivision.

The proposed changes to the Draft Plan continue to make efficient use of land and infrastructure.

Density

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. The current Draft Approval represents a maximum gross density of 18 units per hectare. This will increase to approximately 29 units per hectare with the changes proposed, which continues to satisfy County and Town targets.

The applicant is also seeking to increase the maximum gross density in the proposed apartment block from 90 to 110 units per hectare (121 units per net hectare if the road were excluded from the calculation). A Local Official Plan Amendment and Zoning By-law Amendment are required for this purpose as the local policies and zoning provisions permit up to a maximum of 90 units per gross hectare.

Increased densities allow for the efficient use of land and resources within settlement areas and lower material and building costs, which equates to lower housing costs. More affordable rental housing projects, such as the one proposed on the apartment block, are desired in the community. This increased density is supported, in part, due to this overall community benefit.

The increased density on the apartment block is also appropriate given the site's proximity to collector and arterial streets, and nearby commercial, service and recreational amenities in accordance with the high-density policies of the local Official Plan.

The increased density is also not expected to impact adjacent uses. The adjacent uses include a 4-storey apartment complex to the north, a 2-storey retirement home to the east, an elementary school to the south, and future townhouse and single detached dwellings to the west. The townhouses and single family homes will be separated from the apartment block by Waterloo Street. These adjacent uses will be appropriately setback from the proposed 5-storey apartment complex.

In light of the above, County staff feel the increased density on the site and specifically the apartment block is appropriate.

Range and Mix of Housing Types

The applicant is increasing the range and mix of dwelling types by incorporating apartment dwellings into the proposal, which were not contemplated through the original Draft Plan approval. The project now includes single detached dwellings, street townhouses and apartment dwelling units. The applicant is also proposing a mix of unit sizes in the apartment dwellings, including one-bedroom, two-bedroom and three-bedroom units. The apartment units will be provided in a rental format. The applicant has indicated a willingness to explore opportunities to make some or all of these units Affordable (i.e., for family incomes up to the 60th percentile).

The proposal also contributes to the County and Municipal target requiring 30% of the dwelling units in the area to be medium density or higher. Eighty-five percent of the dwelling units proposed in this project are in a medium or high density format.

Town staff also specifically requested that a condition be added to the Draft Approval to increase opportunities for additional residential units across the site. Additional residential units are permitted within single detached, semi-detached and townhouse dwellings subject to the provisions of the Zoning By-law. These units can be used for rental purposes or extended family to assist with household costs.

Overall, the proposal will contribute to a greater range of housing choices in the area to meet the projected requirements of current and future residents.

Parkland and Amenity Space

Comments were provided at the Public Meeting regarding the access to park space for the future residents of this development. In this regard, there is an existing Municipal park to the south and two additional parks with trail connections within 230m and 950m of the project. Town staff note that additional parkland is not required and that they are satisfied accepting cash-in-lieu of parkland dedication for this proposal.

For the apartment block, the local Official Plan states that high density development shall provide suitable landscaping and on-site amenities. The Town's Zoning By-law requires 30% of site to be landscaped open space. Landscaped open space provides a buffer to adjacent uses and offers amenity areas for the residents. The applicant originally proposed a landscaped open space of 19% on the apartment block. In response to comments provided at the Public Meeting, the applicant has increased the landscaped open space to 22% by reducing the parking area requirements from 1.25 spaces per unit to 1.20 spaces per unit. Town staff accept the reduced parking standards in return for the increased landscaped open space. Town staff will work with the applicant through the Site Plan design process to ensure the open space is appropriately utilized on the site and amenity areas provided for the future residents. One option may be to increase the height of one or more of the three apartment dwellings from 5 to 6 storeys, which is permitted in this location, in order to reduce the building footprint and provide for more open space.

It should also be noted that while the applicant is proposing a reduced landscaped open space on the apartment block, all yard setbacks will be maintained, with the exception of a minor 0.5m reduction in the front yard.

Transportation

One of the objectives of both the County and local Official Plans is to ensure new development does not create traffic hazards. The efficient movement of traffic is supported.

The local Official Plan shows an extension of Waterloo Street from Devonshire Road south to Mary Street. The applicant proposed to eliminate this collector road extension in the Draft Plan presented at the June 20, 2022 Public Meeting. Waterloo Street was shown terminating at Rosner Drive. A Transportation Impact Study was prepared in support of the proposal.

In response to comments provided at the Public Meeting, the applicant has amended the proposal to show Waterloo Street extending from north to the south through the site. This facilitates a pedestrian connection to the elementary school and public park to the south and allows flexibility should a road connection be desired in the future. Should this

connection not be made, the Transportation Impact Study identified no significant traffic impacts. Town staff support this revision. Lord Elgin Estates Developments Limited, the landowner to the north, also confirmed they have no objection to this change as it will not negatively impact traffic within the nearby Summerside development.

The applicant was also asked to look at opportunities to provide a continuous active transportation corridor on the former Waterloo Street extension route. The applicant has identified there may be an opportunity to incorporate an active transportation corridor through the proposed apartment block, within the future Westario Power easement along the southern property boundary. This will be explored further through the Site Plan process.

Modified Conditions of Draft Plan of Subdivision Approval

The applicant is proposing revisions to the project as discussed above that require modification to the conditions of Draft Plan of Subdivision approval in accordance with the new subdivision layout. The draft conditions are attached to this report.

The amended conditions have incorporated comments provided by the Municipality and review agencies specific for this project:

Town

Town staff requested a condition of approval which compels the construction of additional dwelling units in the single detached dwellings and townhouses. Staff advised that this condition has been implemented in other subdivisions in Saugeen Shores.

Bluewater District School Board

The Bluewater District School Board requested that conditions be included as part of the approval. These are standard conditions from the Board that have recently been modified to provide greater clarity specifically with respect to accommodation in schools. The conditions read as follows:

That the Owner shall agree in the Subdivision Agreement with wording acceptable to Bluewater District School Board to:

- a. Include in all Offers of Purchase and Sale a statement advising prospective purchasers that accommodation within a public school operated by Bluewater District School Board may include temporary facilities, including but not limited to, portable classrooms or directing students to an alternative attendance boundary.*
- b. Include in all Offers of Purchase and Sale a statement advising prospective purchasers that student busing is at the discretion of the Student Transportation Service Consortium of Grey-Bruce.*
- c. Include in all Offers of Purchase and Sale a statement advising prospective purchasers that if school buses are required within the Subdivision in accordance with Board Transportation policies, as may be amended from time to time, school*

bus pick up points will generally be located on the through street at a location as determined by the Student Transportation Service Consortium of Grey-Bruce.

- d. Provide sidewalks and pedestrian linkages throughout the subdivision, to promote active transportation and safe walking routes to the satisfaction of the Town of Saugeen Shores in consultation with the Bluewater District School Board.*

The County is the Approval Authority for Draft Plans of Subdivision. The County seeks comments from the local Municipality before making a decision on a request to approve or revise a Draft Plan of Subdivision. Council of the Town of Saugeen Shores directed that the conditions from the Bluewater District School Board be removed despite the amended language. It is local Council's preference for the Board to communicate any issues directly to the community as opposed to using the subdivision process/agreement for this purpose.

In reviewing proposed conditions, County staff assess if they are within scope, enforceable and actionable (i.e., can be satisfied by the applicant prior to the lapsing date). In this regard, staff note that subdivision construction and sales may occur over several years through multiple phases. While the School Board is obligated to provide public schools to local residents, school composition and location may change over time based on demand, capacity and the status of Provincial approvals. Student busing is also at the discretion of the Student Transportation Service Consortium of Grey-Bruce. The Board's warning clauses offer a means of identifying to prospective purchasers potential circumstances that may be in place at the time of purchase. The Board is requesting these clauses be implemented by the applicant through the subdivision agreement. The Board is also requesting that sidewalks and pedestrian linkages be provided by the applicant to the satisfaction of the Town.

The subdivision agreement is a legal document signed by the applicant and the Town outlining obligations of the parties as it relates to the development of the site, including among other things, servicing installation, sidewalk construction and the provision of warning clauses in offers of purchase and sale. The subdivision agreement is the mechanism that makes the requested conditions enforceable and actionable. It is the opinion of County staff that the Board conditions are within scope.

The warning clauses are similar to other clauses that advise prospective purchasers about matters of interest in the area (e.g., location of a nearby stormwater management pond that will require regular maintenance). Sidewalks and pedestrian linkages are also commonly requested by the Town in residential developments and the applicant would be required to install them in this area even if the Board condition was not included.

All other changes to the conditions are administrative in nature.

On this basis, County staff recommend approval of the modified Conditions of Draft Approval as attached, including those conditions provided by the Bluewater District School Board.

Financial/Staffing/Legal/IT Considerations:

Potential Appeal to the Ontario Land Tribunal.

Report Author:

Coreena Smith

Senior Development Planner

Departmental Approval:

Derrick Thomson
Acting Director, Planning and Development

Approved for Submission:

Derrick Thomson
Chief Administrative Officer

Appendices

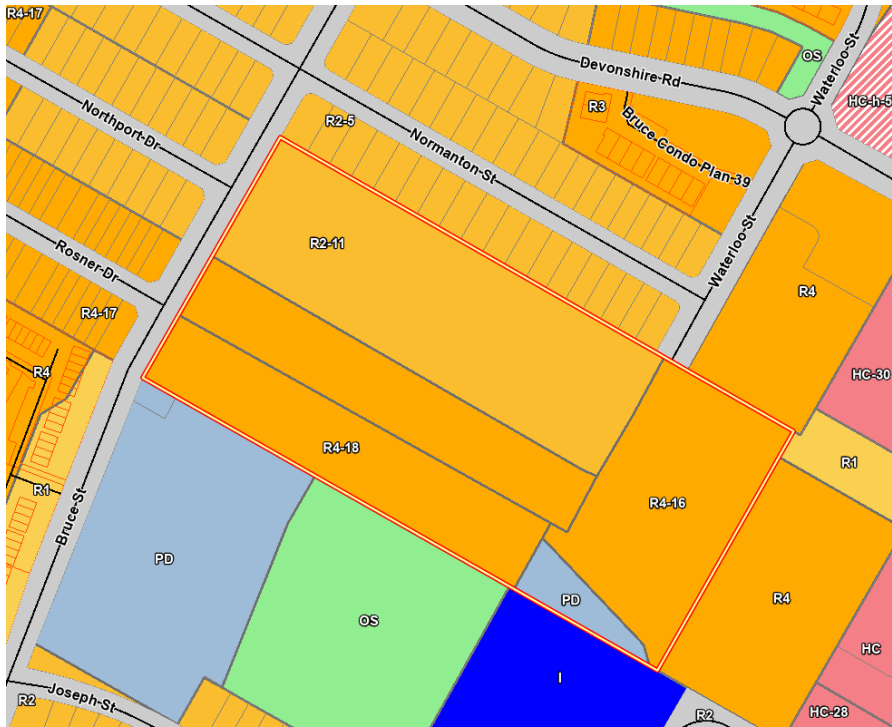
- County Official Plan Map
- Local Official Plan Map
- Local Zoning Map
- List of Supporting Documents and Studies
- Agency Comments
- Public Notice
- Public Comments
- Saugeen Shores Committee of the Whole Meeting Minutes
- Saugeen Shores Council Resolution
- Notice of Adoption
- Decision Sheets
- Conditions of Draft Approval
- Revised Draft Plan of Subdivision

The map shows a grid of streets including Highland-St, Northport-Dr, Rosner-Dr, Bruce-St, Sumpton-St, Bienen-Drive, Joseph-St, Mary-St, Ashwell-Cr, Robin-Rd, Bricker-St, Devonshire-Rd, Waterloo-St, Normanston-St, and Waker-Cr. Key locations include:

- RCS**: A large yellow rectangular building.
- P_OS**: A green irregularly shaped building.
- INSTIT**: A red rectangular building.
- HC**: A pink area labeled "Health Center".
- EMPL**: A purple area labeled "Employment Building".
- 601 Park St**: A yellow/orange strip along the bottom right.

A red line runs diagonally from the top left towards the bottom right, passing through the center of the map.

Local Zoning Map (Zoned PD - Planned Development, R2-11 - Residential Second Density Special, R4-16 - Residential Fourth Density Special, R4-17 - Residential Fourth Density Special, R4-18 - Residential Fourth Density Special)



List of Supporting Documents and Studies

Original submission:

- Application Major Revision
- Cover Letter Revised
- Planning Justification Report Revised
- Proposed Draft Plan Revised
- Original Draft Plan
- Transportation Report
- Stormwater Management Addendum

Second submission:

- Planning Justification Addendum
- Revised Draft Plan

Agency Comments

Town of Saugeen Shores:

Original Comments: Town staff have reviewed the noted proposal from Barry's Construction and have the following comments:

- The Town is very pleased with the consideration of a more diversified housing stock and wish to engage the proponent on the apartment dwelling as soon as possible to facilitate its construction.

- While the Town enthusiastically supports the provision of more than 200 apartment rental units, staff also recommend, through the conditions of approval, a commitment to providing opportunities for additional residential units in the single detached and townhouse dwellings. Refinement of this commitment can be considered through the subdivision agreement.
- Parkland matters, previously addressed with this subdivision, warrant further discussion with the increase in intensity of the development. Town staff would like to speak with the proponent about how amenity features may be incorporated into the project to ensure adequate outdoor amenity provisions.

Amended Comments:

- Town staff accept the proposed revisions to the draft plan. Having the option for considering a connection of Waterloo Street is wise.
- Town staff continue to encourage the applicant to think about providing amenity space on the apartment block. Staff accept the reduction in the parking space requirement in return for the increased landscaped open space. This will provide an increased opportunity for creating an amenity space through the detailed site plan design.
- The Town is satisfied accepting cash-in-lieu of parkland dedication.

Bruce County Transportation and Environmental Services: No comment.

Enbridge Gas Inc.: It is Enbridge Gas Inc.'s request that as a condition of final approval that the owner/developer provide to Enbridge Gas Inc. the necessary easements and/or agreements required by Enbridge Gas Inc. for the provision of gas services for this project, in a form satisfactory to Enbridge Gas Inc.

Hydro One Networks Inc.: No comments or concerns at this time. This preliminary review considers issues affecting Hydro One's 'High Voltage Facilities and Corridor Lands' only. For proposals affecting 'Low Voltage Distribution Facilities,' the applicant must consult the local area Distribution Supplier.

Saugeen Valley Conservation Authority (SVCA): SVCA staff have reviewed the proposal and find it to be acceptable. Information and conditions remaining as conditions of approval are acceptable to SVCA staff.

Historic Saugeen Métis (HSM): The HSM Lands, Resources and Consultation Department has reviewed the revised documents and have no objection or opposition to the proposed Revised Draft Plan of Subdivision, Zoning By-law Amendment and Local Official Plan Amendment as presented.

Saugeen Ojibway Nation (SON): This building development will likely need further consultation from SON. *(Note: County staff later confirmed with the SON Environment Office that they have no concerns with the applications.)*

Eastlink: No concern at this time.

Bluewater District School Board (BWDSB): BWDSB has no objection to this development and requests conditions be included as part of the draft approval (full letters attached).

*Agency comments have been incorporated in the revised Conditions of Draft Approval, where applicable.