



Staff Report

Planning & Development Services – Planning Division

Report To: COW-Operations, Planning and Development Services
Meeting Date: February 6, 2024
Report Number: PDS.24.007
Title: Recommendation Report– Draft Plan of Subdivision and Zoning By-Law Amendment – Lora Bay Phase 4B
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A. Recommendations

THAT Council receive Staff Report PDS.24.007, entitled “Recommendation Report– Draft Plan of Subdivision and Zoning By-Law Amendment – Lora Bay Phase 4B”;

AND THAT Council enact a By-law to rezone the subject lands from the Development ‘D’ Zone to the Residential One ‘R1-3-146’, Residential Two ‘R2-146’, and Open Space ‘OS’ Zone as outlined in Attachment 1 of Staff Report PDS.24.007.

B. Overview

The purpose of this report is to provide Council with a summary of public consultation and a recommendation regarding a proposed Zoning By-law Amendment for Lora Bay Phase 4B. A subsequent report will address additional details related to the Draft Plan of Subdivision application.

The application proposes to rezone the subject lands from the Development ‘D’ zone to the Residential One ‘R1-3-146’, Residential Two ‘R2-146’, and Open Space ‘OS’ zones to permit the construction of 45 single detached dwellings, 13 rowhouse dwellings, and 2 park blocks. An extension of West Ridge Drive, a new internal road, and two servicing blocks are also proposed. Exceptions are also requested to increase the available buildable area for each lot.

Planning Staff are generally supportive of the proposed zoning and recommend that the following exceptions to the proposed residential zoning be included, as shown in Attachment 1 to this report:

- That the minimum front yard be reduced from 6m to 4.5m for the dwelling and remain at 6m for attached garages in the R1-3-146 and R2-146 zones.
- That the maximum height in the R1-3-146 zone be increased from 8m to 9.5m.
- That dwellings built with a maximum height of 1.5 storeys be permitted an increased lot coverage from 40% to 50% in the R1-3-146 zone.

- That a 3-metre planting strip be required along the rear lot line of lots abutting the Georgian Trail.
- That uncovered and unenclosed decks, porches, and patios be permitted to encroach a maximum of 3.5m into the required rear yard in the R1-3-146 and R2-146 zones.
- That decks, patios, porches, or other buildings or structures are not permitted to encroach into the required front yard in the R1-3-146 and R2-146 zones.
- That the footprint of the main building is not permitted to exceed 400 square metres in any instance in the R1-3-146 zone.

Planning Staff recommend that the Zoning By-law Amendment provided as Attachment 1 be approved.

At this time, Council has the following options available:

- A. Approve the Zoning By-law Amendment as outlined in Attachment 1 to rezone the subject lands from the Development 'D' Zone to the residential R1-3-146, R2-146, and OS zones with the recommended exceptions.
- B. Modify the requested Zoning By-law Amendment to the satisfaction of Council.
- C. Refuse the requested Zoning By-law Amendment and require a resubmission of an alternative development proposal.
- D. Not make a decision at this time for reasons provided by Council which may include requirements for additional information, a future staff report, and Council consideration.

C. Background

The subject lands represent Phase 4B of the Lora Bay development. As contemplated in the Lora Bay Master Development Agreement, the Lora Bay area is planned to ultimately be built-out with approximately 1,025 residential units through various phases and sub-phases of development. Based on the service connections established to date, there are approximately 378 dwelling units built or under construction in previously approved phases of the development.

Phase 4B consists of a portion of the lands previously known as Phase 5. Phase 5 requires significant infrastructure upgrades that were anticipated to be required at this stage of build out. The developer has opted to proceed with the development of a portion of these lands in advance of these works.

Phase 4B is proposed for a total of fifty-eight (58) mixed-density units, including forty-five (45) single detached dwellings and thirteen (13) rowhouse dwellings. Access to the lots is proposed to be provided through two public roads, one being an extension of West Ridge Drive and the second being an internal loop as shown on the proposed plan. An existing construction access will serve as temporary emergency access to 39th Sideroad, with the eventual connection to 39th Sideroad being built to Town Standards through future phases of development. Full municipal sewer and water services are proposed.

Surrounding land uses include golf course lands to the north and east, and the Georgian Trail to the south. Lands for future phases of the Lora Bay development are located to the west and to the south beyond the Georgian Trail. Figures 1-5 provide additional context for the subject lands.



Figure 1. Location Map



Figure 2. Aerial Photo (2020)



Figure 3. Official Plan Designation



Figure 4. Zoning

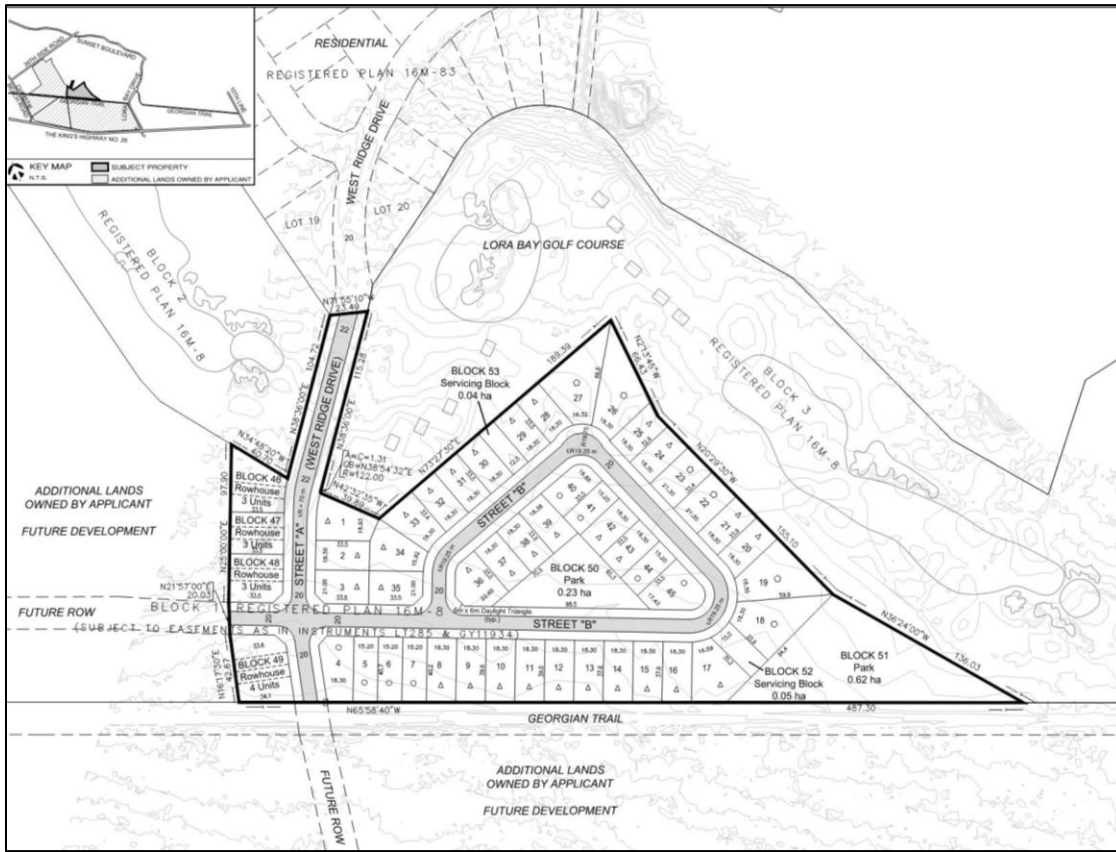


Figure 5. Proposed Draft Plan of Subdivision

Draft Plan of Subdivision and Zoning By-law Amendment applications have been received for the proposed development. Planning Staff have proposed to proceed with a recommendation report for the Zoning By-law Amendment application in advance of a subsequent report to Council that considers the Draft Plan of Subdivision application and recommendations on Draft Plan Conditions. Matters that will be discussed in greater detail in the subsequent report include, but are not limited to:

- Community design
- Functional Engineering Design Acceptance (Including Roads, Servicing, Grading, and Stormwater management)
- Tree Preservation and Landscaping
- Communications, and
- Other Matters to be completed prior to development occurring.

The subject of the Zoning By-law Amendment application is the use of the land, namely if the proposed use of the subject lands for residential and open space purposes complies with the relevant policy documents at the Provincial, County, and Municipal levels.

The purpose of the Zoning By-law Amendment application submitted to the town is to rezone the lands from the Development 'D' zone to the Residential One 'R1-3-146', Residential Two 'R2-146', and Open Space 'OS' zones. Exceptions have also been requested to increase lot coverage from 40% to 50% and maximum height from 8.0 metres to 10.5 metres in the R1-3-146 zone and

to decrease front yard setbacks from 6.0 metres to 4.5 metres for dwellings and 6.0 metres for garage in the R1-3-146 and R2-146 zones.

An amended request for rezoning was received by the Town on December 18, 2023, with the following changes proposed:

Table 1. R1-3 Zoning Requests

	R1-3	R1-3-146 (original request)	R1-3-146 (amended request)
Maximum lot coverage	40%	50%	40%
Minimum front yard (m)	6	4.5 to dwelling 6 to garage	4.5 to dwelling 6 to garage
Maximum height (m)	8	10.5	9.5
Maximum height (storeys)	2	2	2

Table 2. R2 Zoning Requests

	R2	R2-146 (original request)	R2-146 (amended request)
Minimum rear yard (m)	7.5	7.5	6
Minimum front yard (m)	6	4.5 to dwelling 6 to garage	4.5 to dwelling 6 to garage

Additional exceptions for the proposed R1-3-146 and R2-146 zones were also included in the amended request:

- Bungalow and bungalow loft products in the R1-3-146 zone are limited to a maximum of 1.5 storeys and permitted an increased lot coverage of 50%.
- For those lots abutting the Georgian Trail, a 3-metre planting strip shall be required along the rear lot line in accordance with Section 4.27.2 and Section 4.27.3 of the Zoning By-law.
- Notwithstanding Section 4.12 and Section 4.13, uncovered or unenclosed decks, porches, and patios shall be permitted to encroach a maximum of 3.5 metres into the required rear yard.

The rezoning will facilitate the development of the lands for single detached and rowhouse residential uses. A holding provision ‘-h41’ will also apply to the lands to ensure certain matters are completed before new homes can start construction. For this development, the ‘-h41’ is not to be removed from the whole or part of the lands until the developer has completed the following to the satisfaction of the Town:

1. Execution of a Subdivision Agreement,
2. Registration of a Plan of Subdivision, and
3. Municipal Water and Sanitary Sewage capacity have been confirmed as available to service the development.

The application was deemed complete by the Town in September 2023. A Notice of Complete Application and Public Meeting was circulated to agencies and the public and was posted to the Town website. Supporting information submitted with the above noted application includes:

- Environmental Impact Study
- Functional Servicing Report
- Golf Short Spray Safety Analysis
- Landscape Analysis & Urban Design Brief
- Phase I and II Environmental Site Assessment
- Planning Justification Report
- Stage 1-2 Archaeological Property Assessment
- Stormwater Management Report
- Traffic Impact Study

Public Comments

A statutory Public Meeting was held on October 31, 2023, for both the Zoning By-law Amendment and Draft Plan of Subdivision applications. In response, the Town and County received several written and verbal comments from area residents and external agencies. All comments received to date have been summarized as Attachment 2 and full versions of all written comments are included as Attachment 3 to this report. Planning Staff responses to the summarized written comments are also included in Attachment 2.

D. Analysis

Planning Act

In making planning decisions, the Planning Act requires approval authorities to have regard for matters of Provincial Interest, as outlined by Section 2 of the Act and the Provincial Policy Statement. Council must also have regard for the policies of the Official Plan which apply to the lands. S.34 of the Act provides authority to municipal councils to enact land-use zoning by-laws.

Additional commentary is provided below regarding the policies of the PPS and Official Plan.

PPS

The Provincial Policy Statement (PPS) provides more detailed policy direction on matters of provincial interests related to land use planning and development. The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment. Within the framework of the PPS, the subject lands are located within a settlement area. The PPS supports a wide range and density

of uses within Settlement Areas, acknowledges these areas as the focus for growth and development, and that their vitality and regeneration shall be promoted.

Section 1.0 of the PPS promotes Building Strong Healthy Communities through the provision of efficient development and land use patterns that promote cost effective development patterns to minimize land consumption and servicing costs. Residential uses should have compact form and be comprised of a range and mix of dwelling types and densities in order to allow for efficient use of land and services (PPS Section 1.4.3). In this regard, the PPS directs growth and intensification to existing Settlement Areas where suitable infrastructure is available or planned, adjacent to existing development. Municipal water and sanitary sewer systems are the preferred servicing form within settlement areas (PPS Section 1.6). Healthy active communities should be promoted by facilitating active transportation, providing a range of built and natural recreational amenities, providing opportunities for public access to shorelines, and encouraging a sense of place by promoting well-designed built form (PPS Sections 1.5, 1.6.7 and 1.7.1). The proposed applications appear to provide for efficient land-use by maximizing the development potential of the lands.

The proposed development provides for a mix and range of dwelling types and densities which will be connected to existing municipal streets and public trail systems within the development area. Smaller lots are proposed to help support the mix and range of dwelling types in the area. The requested rezoning appears to request smaller lot sizes and to maintain the ability to construct large homes similar to those in previous Lora Bay phases. The Town is attempting to achieve a better diversity in housing types throughout the municipality and Planning Staff are recommending modifications to some of the exceptions that have been requested in the original applications. In addition, two parks are also proposed, providing community amenity space for future residents and users of the Georgian Trail. Further, the proposed development represents the next logical, contiguous, phase of development and will be provided full municipal services through the extension of existing infrastructure servicing the Phase 4 lands.

Section 2.0 of the PPS promotes the long-term prosperity, environmental health, and social wellbeing of the province through the conservation of biodiversity, protection of the Great Lakes, and protection of natural heritage, water, agricultural, mineral, and cultural resources. Natural heritage features are to be protected for the long term. Site alteration is not permitted within areas containing habitat for fish, or endangered or threatened species, unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions.

The potential for natural and cultural resources have been evaluated through an Environmental Impact Study and Stage 1-2 Archaeological Assessments. These studies concluded that there are no existing natural or cultural resources on the lands which require further protection or mitigation measures. These studies have been reviewed by Grey County Planning Ecology Staff, the Ministry of Citizenship and Multiculturalism Archaeology Program Unit, and the Saugeen Ojibway Nation. Discussion regarding potential Significant Woodlands on the subject lands is ongoing between Grey County Planning Ecologists and the author of the submitted EIS and is discussed in more detail later in this report.

Section 3.0 of the PPS aims to protect public health and safety by directing development away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards.

No natural or man-made hazards have been identified on the subject lands. The submitted reports and studies further confirm that there does not appear to be any potential hazards posing an unacceptable risk to public health or safety, or property damage, as a result of the development of the lands.

Based on the above comments, Planning Staff are satisfied that the proposed zoning is consistent with the direction provided by the Provincial Policy Statement (2020).

Grey County Official Plan

The subject lands are designated as Recreational Resort Area (RRA). This designation applies to settlement areas which have developed as a result of site-specific amendments to the County and local Official Plan. This designation consists of a defined development area, specific recreational amenities, and residential development serviced with full municipal services. New development in the RRA designation must serve the public interest by contributing to community recreational amenities and facilitating municipal service infrastructure. The RRA designation shall further strive to enhance recreational and tourism activities encouraging the maintenance and expansion of existing recreation facilities and encourage new land uses that will promote existing recreation facilities.

The County Official Plan encourages the provision of a variety of housing types within the County. New residential developments are promoted at densities which efficiently use available servicing and are appropriate to site conditions and existing patterns of development (Section 4 Live Grey). Section 7 of the Official Plan also promotes the conservation and protection of natural heritage features within the County. In this regard, development is generally directed away from areas which have identified natural heritage features.

The proposed applications provide for residential development in proximity to an established golf course recreational use and will provide for public pedestrian linkages to the established trail network in the area. The development of the lands will further facilitate logical extension of municipal infrastructure to support housing types of varying types and densities consistent with the current development pattern in the Lora Bay plan area.

The submitted EIS and Archaeological Reports indicate that the development does not appear to be proposed in areas that would adversely impact natural or cultural heritage features. Ongoing discussions regarding the presence of Significant Woodlands on the subject lands are occurring between the Cambium, the author of the submitted EIS, and Grey County Planning Ecologists. Results of these discussions are not anticipated to impact the zoning of the subject lands and will be more thoroughly addressed through Draft Plan conditions if warranted. As such, it is Planning Staff's opinion that the recommendations contained in this report for the zoning of the subject lands do not impact the results of the Environmental and Archaeological work. An update will be

provided in the subsequent report regarding the Draft Plan of Subdivision application associated with this development.

Planning Staff are therefore satisfied that the proposed development is consistent with the policies of the County of Grey Official Plan.

Town of The Blue Mountains Official Plan

The Town of The Blue Mountains Official Plan is intended to provide the basis for managing growth that will support and emphasize the Town's unique character, diversity, civic identity, recreational and tourism resources, rural lifestyle and heritage features and to do so in a way that has the greatest positive impact on the quality of life in the Blue Mountains. The Official Plan directs the majority of new residential growth to areas where full municipal services are available, and encourages infilling, intensification, and redevelopment in appropriate locations with appropriate built form and design (A3.3.2). Infrastructure required to service urban areas shall be built prior to or coincidental with new development. The Official Plan must be considered in its entirety in the review of all new development proposals.

Residential Recreational Area 'RRA'

The subject lands are designated as Residential Recreation Area 'RRA' within the Municipal Official Plan. It is the intent of the RRA designation to recognize areas within the Town which consist of a mix of seasonal and permanent residential and recreational uses and to recognize areas where residential uses are located to support and provide access to recreational uses. It is also the intent of this designation to maintain the open landscape character and image of the area. Permitted uses within this designation include single detached dwellings and low-rise multiple units, as well as recreational uses and golf courses. New residential development within the RRA designation is limited to a maximum density of 10 units/hectare and must provide a minimum open space component of 40% to provide for recreational opportunities. All development must also be accompanied by a landscape analysis to ensure that the visual quality of the area is preserved and enhanced.

The Phase 4B lands are approximately 6.35ha in area. Given the size of the lands, a total of 63 units may be accommodated in accordance with the maximum permitted density. Fifty-eight units are proposed, which results in a proposed density of 9.1 units/hectare. The proposed density conforms to the policies of the Official Plan and the limits found in the Master Development Agreement.

A 14.8% open space component is provided for Phase 4B, but it is noted that no additional open space is required as the original golf course is recognized as the major open space component in the overall design of the Lora Bay development through the Master Development Agreement.

Community Design Guidelines

Section A3.4 provides policy direction related to urban community character and directs that new development be held to a high standard of community design through demonstrated consideration for the Town Community Design Guidelines.

Section D5 of the Official Plan provides policy direction for community design, including the enhancement of the unique character of the Town's community areas by encouraging high quality design that is complementary and compatible with existing development. Further reference to the Town Community Design Guidelines is also made.

Section 4.5 of the Town Community Design Guidelines provides recommendations for the design of residential areas, including that a variety of front yard setbacks along a street to provide visual interest and depth along the streetscape should be used. In addition, it is recommended that dwelling types and forms on each street are varied. Section 3.1.2.4 of the submitted Urban Design Brief outlines recommendations for residential built form and design but focuses on the architectural style and quality of built form rather than building scale and massing made possible through zoning permissions. The proposed modifications to the front yard setbacks will require garages to be set back further than the dwelling, allowing for a more variety in the resultant streetscape. The recommended exceptions would also prohibit decks, porches, patios, and other structures and buildings from encroaching on this setback, further maintaining the focus of the streetscape on the dwellings.

The applicant has indicated a desire to ensure the built form, building height, and character are maintained between Phase 4B and the existing community. This desire is supported by the policies of the Official Plan.

Previous phases of Lora Bay contain larger lots under the R1-1 zone, which allows a maximum lot coverage of 30%, limiting the scale and massing of single detached dwellings on these lots. Recognizing that the lots of Phase 4B are proposed to be smaller than those of previous phases of Lora Bay, the request for an increased lot coverage of 40% seeks to maintain the size and character of homes in previous phases while allowing for more compact development. The largest proposed lots for single detached dwellings in this development are over 1000 square metres. On these lots, the proposed 40% lot coverage would permit the construction of a building with a footprint of at least 500 square metres, or approximately 5400 square feet, including a garage. However, the applicant has provided preliminary drawings expressing that the maximum square footage based on the largest lots proposed in the development will not exceed 3719 square feet. The smallest proposed lots are approximately 500 square metres, which would permit the construction of a building with a footprint of 200 square metres, or approximately 2150 square feet, using the proposed lot coverage standard. Although a maximum height of 9.5 metres has been requested, buildings would still be limited to a maximum of 2 storeys under the R1-3-146 zone.

The table below provides an approximate comparison of lots between Lora Bay Phase 1 to 4 with those lots proposed for Phase 4B. It is noted that proposed corner lots 36 and 45 are unconventionally shaped. Definition of the various lot lines for these lots will be determined through the Draft Plan application, however it is estimated that the frontage and lot area of these lots are greater than 22 metres and 750 square metres, respectively. These lots are not included in the comparison below.

Table 3. Lot Comparison (approximate)

	Residential One ‘R1-1’ Lora Bay Phases 1 to 4	Residential One ‘R1-1’ If Applied to Lora Bay Phase 4B	Residential One ‘R1-3’ (with Exception) Developer Request: Lora Bay Phase 4B	Residential One ‘R1-3’ (with Exception) Planning Recommendation
Min Lot Frontage	18 m	18 m	12 m	
Min Lot Area	550 m ²	550 m ²	360 m ²	
Max Lot Coverage	30%	30%	40% 50% (bungalow)	
Max Height	9.5 m	9.5 m	9.5 m	
Max Height (storeys)	2.5	2.5	2	
Setbacks (m):				
Front Yard	7.5	7.5	6.0 for garage 4.5 for dwelling	
Interior Side Yard	2.0	2.0	1.2 on one side 0.6 on other	
Exterior Side Yard	5.0	5.0	2.4	
Rear Yard	9.0	9.0	6.0	
Lot Frontage Range	16 – 42 m	15.2 m – 21 m		
Lot Area Range	740 – 2800 m ²	500 – 1350 m ²		
Available Building Footprint Range (lot area) x (max lot coverage)	222 – 840 m ² (2390 – 9040 ft ²)	150 – 405 m ² (1614 – 4359 ft ²)	200 – 540 m ² (2153 – 5812 ft ²) Bungalow: 250 – 675 m ² (2690 – 7265 ft ²)	200 – 400 m ² (2153 – 4305 ft ²) Bungalow: 250 – 400 m ² (2690 – 4305 ft ²)

The reduced setbacks of the R1-3 zone and proposed additional reduction of the front yard setback would allow for larger homes than are permitted as-of-right in this zone. Existing single detached dwellings in previous phases of Lora Bay are required to be located at least 7.5 metres from front lot lines, in accordance with the standard of the R1-1 zone. The single detached dwellings in Phase 4B under the submitted proposal would be permitted to be located 2 metres closer to the front lot line and would therefore contribute greatly to the built form and streetscape of the development. The proposed rowhouses are a departure from the single detached dwellings in previous phases of Lora Bay, however, this type of housing recognizes existing R2 zoning in previous phases and anticipates the inclusion of alternative housing types such as this in future phases. As such, these rowhouses contribute to the establishment of the future character of Lora Bay.

Phase 4B will serve as a transitional area between previous and future phases of Lora Bay. The compact development anticipated through zoning and proposed modifications to enhance the streetscape will help to mitigate the impacts of Phase 4B and future phases while also allowing for home sizes that are more in line with those of previous phases. Planning Staff are therefore satisfied that the proposal, with recommended additions, conforms to the Official Plan and the Town Community Design Guidelines.

Tree Preservation

Section D8.2 provides policy direction on the Town's tree canopy, encouraging the planting of native or non-native non-invasive tree species and vegetation, promoting development that maximizes areas for tree planting, and requiring reimbursement or replanting for healthy trees proposed to be removed in development applications. Two park blocks are proposed in Phase 4B, with conceptual potential for tree preservation identified in the submitted Urban Design Brief. Additional landscape buffering along the Georgian trail is also proposed and is discussed later in this report. Detailed Draft Plan conditions will be included speaking to when and what type of trees will be removed and new trees planted throughout the development process, both in the proposed park blocks and on proposed residential lots.

Servicing and Stormwater Management

Section D1 outlines that the preferred means of servicing within a settlement area is by full municipal water and sewage services. Phase 4B is proposed to be serviced by municipal water and sanitary sewer services, with two service blocks reflected through Open Space 'OS' zoning to the north and south. The OS zone limits development on these lands to permit access to servicing infrastructure in case of the need for replacement or maintenance. Additional analysis of the proposed servicing and stormwater management will be provided in the subsequent report on the Draft Plan of Subdivision associated with this development and will also be subject to future engineering review.

Roads, Transportation, and Active Transportation

Section D2 provides policy direction on roads and transportation. A traffic impact study may be required to support development applications to ensure that impacts on the adjacent road network are appropriately mitigated. Active transportation and public transit considerations are also important for the development of healthy communities.

Access to the Phase 4B lands is proposed to be provided by construction an extension of West Ridge Drive from the limit of adjacent Phase 4. West Ridge Drive is a municipal road. Proposed Street 'B' is designed as a loop road providing access to the remaining single detached lots. Street 'B' is also proposed to be municipally owned and maintained.

Through the development review process, it has been noted that the curve radii of proposed Street 'B' does not meet Town Engineering Standards. Additional commentary will be provided in a subsequent report for the Draft Plan of Subdivision application regarding a requested deviation to the Standards for the purpose of facilitating the development.

Open Space servicing and park blocks provide access to the Georgian Trail from Phase 4B, allowing for an active transportation link to other parts of the Town and beyond. The proposed park along the Georgian Trail also provides a community benefit to users of the Trail.

Planning Staff are of the opinion that the proposed zoning conforms to the policies of the Official Plan with regards to roads, transportation, and active transportation.

Cultural Heritage

Section D3 of the Plan outlines the importance of protecting and maintaining the cultural heritage of the Town. All new development is required to complete archaeological assessment to assess potential impacts on cultural resources. A Stage 1 and 2 Archaeological Report was completed for the Phase 4B lands. As a result of the Stage 2 property assessment, no archaeological resources were encountered. It is noted that the Saugeen Ojibway Nation has confirmed satisfaction that the subject lands are an area of low potential and that no further work is required. As such, no areas of archaeological interest are proposed to be reflected through zoning.

Parks, Recreation, Trails and Open Space

Section D6 of the Plan describes the Town's parkland and open space policies. These policies aim to establish a system of connected public open space and parkland areas. In order to achieve this objective, park land dedications shall be obtained through the development process at a rate of 5% of the land, or cash-in-lieu, in accordance with the Planning Act. Land is generally preferred for larger development proposals. When cash-in-lieu payments are received, the Plan directs that the funds be used to purchase park land or to secure public shoreline access.

Open space and parkland dedications have been determined through the Master Development Agreement for the entire Lora Bay Plan area. Following contributions within previous phases of the Lora Bay development, the Master Development Agreement requires an additional 3.48ha of parkland dedications to be provided through the remaining phases of development. The proposal provides 0.85ha (13.4%) of parkland for this phase of development, which meets the required parkland dedication.

An internal trail network is not proposed, however multiple connections to the Georgian Trail have been included, one via the extension of West Ridge Drive, and one via a proposed Open Space block. These connections would provide future residents of Phase 4B with easy access to the Trail and promote the use of the Town's existing trail system.

Range and Mix of Housing

Section D7 of the Plan provides policy direction on housing, requiring the Town to monitor the housing supply within the municipality and to maintain a ten-year supply of residential land. These policies further identify that a variety and range of housing types shall be encouraged.

The Lora Bay Phase 4 development provides for a range of housing through the provision of two different dwelling types: single detached dwelling lots and rowhouse units. It is also noted that updates to the Planning Act as a result of Bill 23 allow for up to up to three residential units on single detached and rowhouse lots connected to full municipal services, which may allow for basement apartments and other similar additional dwelling units on a lot. The developer is encouraged to provide basement rough-ins or home designs that can allow for the easy construction of these additional units.

Section A3.10 contains strategic objectives for housing in the Town, including the achievement of residential intensification and affordable housing by encouraging opportunities for mixed-use development in appropriate locations. Two housing types are proposed in this development: rowhouses and single detached dwellings. The inclusion of rowhouse dwellings allows for compact built form and varied unit pricing based on size. All units in Phase 4B are proposed to be market-rate units and as such, these units would not be considered affordable or attainable housing. In the absence of affordable or attainable units, staff have requested that there be consideration towards a contribution to the Housing Within Reach Community Improvement Plan program to facilitate such projects elsewhere.

Based on the respective Official Plan policies, Planning Staff generally support the proposed concept of development and support the proposed Zoning By-law Amendment with the additional modifications as outlined in Attachment 1 to this report.

Town of The Blue Mountains Zoning By-law 2018-65

In the enactment of Comprehensive Zoning By-law 2018-65 in November 2018, Council deferred a final decision on all lands proposed to be included in the Development zone. As such, any lands which were proposed to be included in the Development zone of Zoning By-law 2018-65, remain under the authority of the Township of Collingwood Zoning By-law 83-40 or the Town of Thornbury Zoning By-law 10-77. Consequently, the Phase 4B lands remain zoned as Development 'D'.

The proposed Zoning By-law amendment application proposes to rezone the subject lands to permit the development of the lands for single detached and rowhouse residential dwelling types. The subject lands are proposed to be removed from the jurisdiction of Zoning By-law 83-40 and placed into appropriate zone categories of Zoning By-law 2018-65. The single detached lots are proposed to be placed into the Residential One 'R1-3-146' zone, while the rowhouse lots are proposed to be placed into a Residential 'R2-146' zone. The proposed servicing and park blocks are proposed to be placed into the Open Space 'OS' zone.

Based on commentary in previous sections of this report, Planning Staff are generally supportive of the proposed use of the subject lands for residential and open space development. Additional

commentary is provided below on the specific exception requests submitted as part of this application.

Residential One 'R1-3-146'

The purpose of the R1-3 zone is to permit smaller single detached dwellings on smaller lots while maintaining the open space character associated with R1 zones. R1-3 standards allow for this type of development but maintain building separation and massing appropriate for single detached dwellings. As noted in commentary above, Planning Staff are supportive of proposed zoning in Phase 4B that permits single detached dwellings based on the low density of previous phases of the Lora Bay development and future phases.

Zone standards for R1 zones are outlined in Section 6.2 of the Zoning By-law. The following table provides an overview of the proposed exceptions to three standards of the R1-1, R1-2, and R1-3 zones and the associated existing standards for each of these zones.

Table 4. Excerpt of R1-1, R1-2, R1-3 Zone Standards and Proposed Exceptions

	R1-1	R1-2	R1-3	R1-3-146
Maximum lot coverage	30%	35%	40%	40% 50% (bungalow)
Minimum front yard	7.5m	6.0m	6.0m	6.0 for garage 4.5 for dwelling
Maximum height	9.5m	8.0m	8.0m	9.5 m

It is noted that all proposed lots in Phase 4B meet the minimum lot area and frontage standards of the R1-2 zone. All zone standards for the R1-2 zone match those for the R1-3 zone, except the maximum permitted lot coverage, which is 35% in the R1-2 zone. In addition, most proposed lots in Phase 4B meet the lot area and frontage standards for the R1-1 zone. Previous phases of Lora Bay that contain single detached dwellings are zoned R1-1, in which lower lot coverage and greater height are permitted, and greater front yard setbacks are required. Considering that the lots sizes proposed in Phase 4B are generally smaller than those of previous phases of Lora Bay and based on commentary provided above regarding character, Planning Staff are supportive of the proposed R1-3-146 zoning, with the exceptions outlined in Attachment 1.

Planning Staff also note that proposed lots 17, 18, 19, 26, 27, and 34 have lot areas well above the minimum required for R1-3 zone because of the shape of the lots, which flares outward from front to rear. Rezoning these lots to the R1-3-146 zone would permit increased lot coverage and larger building footprints when compared to other R1 zones, which is not in keeping with the intent of this zone to encourage smaller homes on smaller lots. In consideration of the size of these lots, Planning Staff recommend that an exception be included to limit the footprint of main buildings across the R1-3-146 zone to no greater than 400 square metres. This would reduce the available building footprint based on lot coverage from nearly 6000 square feet, or over 7000 square feet for bungalow dwellings, to approximately 4300 square feet, and is more in line with the building footprints possible under the R1-1 zoning of

previous phases of Lora Bay. This recommendation is also reflected in the Attachment 1 and its impacts on potential building footprints can be seen in Table 3.

Residential Two 'R2-146'

The proposed rezoning of a portion of the subject lands to the R2 zone for rowhouse dwellings provides a second dwelling type to Phase 4B and introduces housing types seen in previous phases and contemplated in future phases of the Lora Bay development. The purpose of the R2 zone is to permit denser housing types such as semi-detached, rowhouse, and triplex dwellings, while allowing for modified standards to permit this development. Planning Staff are satisfied that the type of residential development permitted by the R2 zone is appropriate for the use of the lands.

An exception to the R2 zone standards is proposed to reduce the minimum front yard setback from 6.0 metres to 4.5 metres for the dwelling and 6.0 metres for the garage. Based on previous commentary regarding character and streetscape, Planning Staff are supportive of the rezoning of the proposed rowhouse lots as requested and that the request to rezone this portion of the subject lands to the R2-146 zone be approved as shown in Attachment 1.

Additional Justification and Requests

Planning Staff note that additional justification for the proposed zoning was provided on Tuesday, November 14, 2023 and a revised request received on December 18, 2023. As part of this submission, the following original requests were added or modified:

- The request for a maximum height of 10.5 metres in the R1-3-146 zone was reduced to 9.5 metres.
- A 3.5-metre encroachment into the rear yard for uncovered and unenclosed decks and patios in both the R2-146 and R1-3-146 zones was requested.
- A 3-metre planting strip was proposed along lots abutting the Georgian Trail.
- An increase to the base maximum lot coverage of the R1-3-146 zone was no longer requested for dwellings above 1.5 storeys in height, but an increase to 50% lot coverage for dwellings 1.5 storeys or less was requested.

Additional commentary was provided regarding the requested increase in lot coverage for dwellings 1.5 storeys or less in height. This commentary indicates that the applicant wishes to provide additional livable space in homes with only one floor of living space. The proposed increase would allow for homes with a larger footprint, but only for those buildings that maintain a lower height profile. In consideration of this exception, Planning Staff are supportive of the requested increase to the maximum height in the R1-3-146 zone as buildings reaching that height will be limited to the base lot coverage of 40%. Planning Staff are also supportive of the requested modifications to setbacks for reasons provided earlier in this report.

Uncovered and unenclosed decks and patios are permitted to encroach a maximum of 1.5 metres into any required yard under Sections 4.12 and 4.13 of the Zoning By-law, respectively. It has been submitted by the developer to increase the permitted encroachment from 1.5 metres to 3.5 metres. Part of this request recognizes that the Town has observed the construction of buildings within many new developments to the minimum permitted setbacks, which leaves little

additional room for outdoor amenity space and often requires that owners obtain a minor variance to permit the construction of a deck. It is noted that Planning Services received 13 variance requests to this effect in 2022 and has received 4 of these requests in 2023 to date.

Planning Staff support the proposed deck and patio encroachment exception as it provides greater flexibility for the use of rear yard amenity space and may prevent future minor variance requests, thereby reducing staff resources needed to process these requests. This exception has been incorporated into the draft By-law.

Detailed commentary on the proposed planting strip is provided below.

Open Space 'OS'

The proposed Open Space 'OS' zoning for the park blocks will allow for the development of public parks, one which mainly services the future residents of Phase 4B and one which also services users of the Georgian Trail. As such, impacts of the proposed open space on the greater public good are recognized. It is also noted that the parkland provided in this phase via this open space is nearly three times that required. Planning Staff support the zoning of the proposed service and park blocks as Open Space.

Vegetation Buffer

A vegetation buffer has been proposed by the developer at the rear of lots abutting the Georgian Trail, however a proposal for the implementation of this buffer was not included in the original submission. The revised submission includes an exception to require a 3-metre planting strip along the rear yards of those lots abutting the Georgian Trail.

There are also opportunities through the Draft Plan application to implement this buffer to the satisfaction of Council. It is noted that the existing buffer along the Georgian Trail on Town-owned land will not be impacted by this development and protection of this buffer will be further outlined through Draft Plan conditions and additional tree preservation work imposed by those conditions.

Planting strips are a defined use in the Zoning By-law that dictate areas that must be used exclusively for landscaping. Landscaping is also a defined term in the Zoning By-law. Section 4.27.1 of the Zoning By-law outlines specific situations in which planting strips are required. Sections 4.27.2 and 4.27.3 provide provisions for planting strip contents and design. This option would create an exception that requires the proposed buffer to follow these established provisions for planting strips. Section 4.27.2 requires one or more of the following screening devices:

- A continuous row of trees;
- A continuous hedgerow of evergreens, bushes or shrubs;
- A berm;
- A wall; or,
- A fence.

It is noted that, in effect, the construction of a fence or a wall would satisfy this provision of the planting strip requirements and the remainder of the planting strip could incorporate any type of landscaping as permitted by the Zoning By-law. This, in conjunction with future work to address existing and future vegetation as described above, seeks to implement the proposed buffer through zoning.

E. Strategic Priorities

1. Communication and Engagement

We will enhance communications and engagement between Town Staff, Town residents and stakeholders.

3. Community

We will protect and enhance the community feel and the character of the Town, while ensuring the responsible use of resources and restoration of nature.

4. Quality of Life

We will foster a high quality of life for full-time and part-time residents of all ages and stages, while welcoming visitors.

F. Environmental Impacts

As noted above, discussions regarding potential natural heritage features on the subject lands are ongoing between Grey County Planning Ecologists and the author of the submitted EIS. The results of these discussions will be detailed in a subsequent report for the Draft Plan of Subdivision application associated with this development and may be reflected through Draft Plan conditions. No other adverse environmental impacts are anticipated as a result of the recommendations contained within this report.

G. Financial Impacts

Decisions of Council on planning applications may be subject to an appeal to the Ontario Land Tribunal (OLT). Depending on the scope of the appeal and Town involvement in the appeal process, additional financial obligations may be required.

H. In Consultation With

Town Departments via Development Review Committee

Shawn Postma, RPP, MCIP, Manager of Community Planning

Adam Smith, Director of Planning and Development Services

I. Public Engagement

The topic of this Staff Report has been the subject of a Public Meeting which took place on **October 31, 2023**. Those who provided comments at the Public Meeting, including anyone who has asked to receive notice regarding this matter, has been provided notice of this Staff Report. Any comments regarding this report should be submitted to Carter Triana, planning@thebluemountains.ca

J. Attached

1. P3211 DRAFT By-law
2. P3211 Public Meeting Comments (Summary)
3. P3211 Public Meeting Comments (Original)

Respectfully submitted,

Carter Triana
Intermediate Planner

For more information, please contact:
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Report Approval Details

Document Title:	PDS.24.007 Recommendation Report - Follow-Up to the Public Meeting - Plan of Subdivision and ZBA - Lora Bay Phase 4B.docx
Attachments:	<ul style="list-style-type: none">- PDS-24-007-Attachment-3_Redacted.pdf- P3211 Public Meeting Comments (Summary).pdf- P3211 DRAFT Zoning By-law Amendment.pdf
Final Approval Date:	Jan 25, 2024

This report and all of its attachments were approved and signed as outlined below:

No Signature - Task assigned to Shawn Postma was completed by assistant Jenna Robinson

Shawn Postma - Jan 25, 2024 - 12:23 PM

Adam Smith - Jan 25, 2024 - 12:39 PM