



RON DAVIDSON
LAND USE PLANNING CONSULTANT INC.

September 26, 2023

Township of Georgian Bluffs
177964 Grey Road 18
R.R. #3
Owen Sound, ON
N4K 5N5

Attention: Michael Benner, Principal Planner

Dear Michael:

**Re: Applications for Consent and Zoning By-law Amendment
Part Lot 9, Plan 857, Geographic Village of Shallow Lake
Township of Georgian Bluffs
(440 Princess Street, Shallow Lake)
Owner: Matt Brown**

Further to our preconsultation discussions involving the above-noted property, enclosed please find a Consent application and a Zoning By-law Amendment application. Also enclosed are the following:

- Township applications fees;
- Grey Sauble Conservation Authority review fees;
- D-5-4 Study; and,
- Engineered Site Plan.

To assist your office in its review of the applications, I offer the following:

Proposal:

Matt Brown owns a residential property within the settlement area of Shallow Lake. This 5922 square metre lot has frontages along Princess Street (Provincial Highway No. 6) and Main Street, and it is occupied by a detached dwelling and three accessory buildings.

Mr. Brown proposes to sever a 2558 square metre lot that would front onto Main Street and erect a four-unit townhouse building. The townhouses will be one-storey rental units designed for Seniors. Municipal water and a private septic system will service the new dwellings.

The retained parcel would comprise 3374 square metres of land and front along Princess Street. This lot will be occupied by the existing detached dwelling and one accessory building. The house will continue to be serviced with municipal water and the existing septic system.

Two accessory buildings will be removed in order to facilitate the development.

The proposed lot creation is illustrated in Figure 1 of this Planning Justification Report.

The intended townhouse development is shown on the attached engineered Site Plan. Please note that the Site Plan is conceptual at this time and minor changes could occur before the Building Permit is issued.

Approvals Required:

The intended development requires approval of the following Planning Act applications:

- Consent (severance) application; and,
- Zoning By-law Amendment application.

The proposed severance has already been explained above.

The proposed Zoning By-law Amendment will rezone the severed parcel from 'R1' (Residential One) to 'RM1-x' (Residential Multiple One with special provisions), as illustrated in Figure 2 of this Planning Justification Report. The details of the proposed rezoning are explained later in this Report.

Subject Lands:

The subject property is located in the northwest section of Shallow Lake.

This parcel is considered to be a "through lot", having frontages along both Princess Street and along Main Street.

The subject property contains a house and three accessory buildings. Two of the accessory buildings must be removed. A row of mature trees exists along the Main

Street frontage. Trees are also scattered throughout the site.

Adjacent Land Uses:

Adjacent lands uses include detached dwellings to the east, south, and west, and a ten-unit apartment building to the immediate north.

County of Grey Official Plan:

The subject property is designated 'Secondary Settlement Area' on Schedule A to the County of Grey Official Plan. This land use designation applies to partially-serviced and privately-serviced urban areas, and it is intended to provide a limited opportunity for growth and promote a range of living styles and employment opportunities. Permitted uses in the 'Secondary Settlement Area' include residential uses, commercial and dry industrial uses, public uses, recreation uses, and institutional uses.

According to Section 3.5 *Secondary Settlement Areas*, the following policy would apply to development within Shallow Lake:

- 3) *Where partial services exist in a Secondary Settlement Area, development shall only be permitted to allow for the development of vacant and/or underutilized lots, as well as the creation of lots, subject to satisfying the following requirements:*
 - a) *The development is within the reserve sewage system capacity or reserve water system capacity;*
 - b) *Site conditions are suitable for the long-term provision of such services;*
 - c) *The development is within the existing settlement area;*
 - d) *Allow for infilling and minor rounding out of existing development (see Section 8.9.1(10)(c)).*

With regard to this policy, please note the following:

- Municipal water is available to service the four townhouse dwellings;
- GM BluePlan Engineering has prepared a D-5-4 (Nitrate) Study that determined that the site conditions are suitable to accommodate a septic system for four townhouse dwellings;

- The subject property is located within Shallow Lake, which is a recognized settlement area in the County Official Plan;
- Section 8.9.1 of the Official Plan pertains to servicing. The intended development clearly conforms to paragraph (10) (c) which states:

Development on partial municipal services can include development of vacant and/or underutilized lots, as well as the creation of lots for infilling and minor rounding out, in accordance with the settlement area policies and the requirements noted above. Infilling and minor rounding out can include the creation of new lots from existing lots that are located within the current designated settlement area land use type subject to the findings of the Servicing Options Study.

Please note that a Servicing Options Study has not been required, given that sanitary services are not available and that the concept of introducing a communal system in Shallow Lake for the sake of the four-unit townhouse development is obviously not feasible. It is worth noting, however, that the four townhouses will be sharing one septic system.

The severance policies of Section 9.12 *Lot Creation* state the following:

- 1) *Where division of land is considered, the approval authority must have regard to the policies of this Plan, the matters set out in the Planning Act, R.S.O. 1990, as amended and the following circumstances:*
 - a) *The land division is permitted by the appropriate land use policies of Section 3 to 8;*
 - b) *The land division is to promote development in an orderly and contiguous manner, and should not conflict with the established development pattern of the area;*
 - c) *The proposed use is compatible with existing and future permitted land uses on adjacent lands;*
 - d) *The servicing requirements of Section 8.9 must be met;*
 - e) *Direct access from a Provincial Highway or a County road may be restricted as outlined in Section 8.3. Where possible, residential lots must not be approved where access from a road would create a traffic hazard because of limited sight lines, curves, or grades;*

- f) *Evidence that soil and drainage conditions are suitable to permit the proper siting of buildings, that a sufficient and potable water supply exists, and that conditions are suitable for sewage system construction;*
 - g) *The size of any parcel of land created must be appropriate for the proposed use, and in no case, will any parcel be created which does not conform to the minimum provisions of the zoning by-law;*
 - h) *The proposed lots comply with Provincial Minimum Distance Separation Formulae except for lots created within settlement areas.*
- 2) *Any conditions, including zoning if required, must be fulfilled, prior to final approval of the lot creation.*

With regard to these policies, please note the following:

- The proposed townhouse development is permitted in the 'Secondary Settlement Area' land use designation, as explained above;
- The lot creation is orderly and does not conflict with the established development pattern in the area;
- A four-unit townhouse development should be considered compatible with adjacent land uses, which include an apartment building to the immediate north;
- The proposed development conforms to the servicing policies of Section 8.9 of the Official Plan, as explained above;
- The retained parcel will maintain its existing access along Provincial Highway No. 6 (Princess Street). No changes to this arrangement are required;
- The D-5-4 (Nitrate) Study has demonstrated that the soil conditions are suitable to accommodate a four-unit townhouse on the severed parcel;
- The severed parcel is of ample size to accommodate the intended use, as demonstrated on the engineered Site Plan prepared by GM BluePlan Engineering;
- The Minimum Distance Separation (MDS) Statement does not apply since the subject property is located within a recognized settlement area;
- The proposed severance does not require a Zoning By-law Amendment,

and therefore the deed for the severed parcel can be stamped regardless of whether the Zoning By-law Amendment comes into effect.

The housing policies contained in Section 4 *Live Grey* of the County Official Plan are supportive of new housing developments that involve infilling, intensification, rental housing, and accommodations for Seniors. The proposal would clearly be supported by all policies of this nature.

It is evident that the proposed development conforms to the County of Grey Official Plan.

Township of Georgian Bluffs Official Plan:

Schedule A of the Georgian Bluffs Official Plan applies the 'Residential' and 'Village Centre' land use designations to the subject property. The division between the two designations generally follows the proposed lot line. The severed parcel is designated 'Residential' whereas the retained parcel is within the 'Village Centre' designation.

The 'Village Centre' designation permits a wide variety of retail, office, service, administrative, cultural, community facility, convenience commercial, medical, and entertainment uses, which are intended to serve the village neighbourhood as well as the surrounding rural community and the travelling public. Service functions may include hotels, restaurants, personal service establishments, and financial centers. Small-scale industrial uses that require limited land and resources and are also intended to serve the surrounding community may be permitted within this designation. Residential uses may be permitted and should generally be in the form of dwelling units above or behind the principal employment use of the building. As stated above, the 'Village Centre' designation applies only to the retained parcel, which contains the existing detached dwelling. No changes to this portion of the site are proposed.

The 'Residential' designation applies to the severed parcel on which the four-unit townhouse development will occur. The following policies apply:

3.4.1 RESIDENTIAL

Residential areas are important components of settlement areas and should be developed in a manner that supports a high quality of life. Given the rural nature of the Township, the historic housing preference has been the single detached dwelling. However, given the past statistical trends which depict an ageing population and a declining household family size, demand for other housing formats may shift from the traditional detached dwelling. The residential policies for settlement areas within this plan are therefore aimed at recognizing this predominance for the single-detached

dwelling while encouraging other housing formats. Emphasis is placed on facilitating differing housing formats and densities within settlement areas with careful consideration being given to compatibility, sufficient amenity and servicing availability to ensure a high quality of living is provided for residents.

3.4.1.1 PERMITTED USES

The permitted use of lands designated “Residential” shall include single detached dwelling units, semi-detached and duplex units, townhomes and may include secondary suites and low-rise multiple dwelling unit structures.

Other uses compatible with residential development may also be permitted and include:

- *Home occupations*
- *Bed and breakfast establishments*
- *Seniors/retirement homes*
- *Nursing homes and assisted living facilities*
- *Garden Suites*
- *Day nurseries*
- *Open Space uses in accordance with Section 3.4.4*
- *Neighbourhood commercial uses in accordance with Section 3.4.2*
- *Institutional and community facilities.*

3.4.1.2 MEDIUM DENSITY HOUSING POLICY

1. *Medium density housing proposed near existing single family dwellings shall be designed and oriented to conform visually to nearby residential areas. Physical buffering measures also need to be considered. New medium-density development shall respect the massing, composition and architectural design of the surrounding area.*
2. *Medium density development should be encouraged in proximity to commercial areas and arterial or collector roads in an effort to enhance accessibility to various community services and amenities.*
3. *When reviewing proposals for new medium density residential development, consideration should be given to the following criteria:*
 - a) *Compatibility with existing land uses in the immediate area and designed in a manner to be consistent with the general built form of surrounding buildings.*
 - b) *Suitable landscaping, lot grading and stormwater management/drainage shall be provided in accordance with the stormwater management policies of this*

Plan.

- c) *Suitable on-site open space shall be provided which is appropriate for the size and nature of the development. Environmentally sensitive lands will not necessarily be accepted as suitable on-site open space and a “cash-in-lieu” of parkland dedication may be considered in such circumstances, at the sole discretion of the Township.*
- d) *Water Supply and sewage disposal services shall be provided in accordance with Section 5.*
- e) *Adequate off-street parking and appropriate means of access and circulation for vehicular traffic, including emergency and service vehicles shall be required.*

With regard to the above, please consider the following:

- Townhouses are permitted in the ‘Residential’ designation;
- The townhouses will be compatible with the existing built neighbourhood. A ten-unit apartment building exists to the immediate north, which has a much higher density than the proposed four-unit development, and this apartment building has already established this area as a mixed density neighbourhood. With regard to the adjacent detached dwellings, townhouses are considered to be compatible with detached dwellings, as both are: (a) used for residential purposes; and, (b) low-rise buildings, i.e. one or two storeys in height. As well, the townhouse proposal has a relatively low density despite its “medium density” label. It is important to understand that the term “compatible” doesn’t mean “same as”. Compatible means being able to coexist without causing significant problems with regard to bulk/massing of buildings, noise, traffic, etc. It should also be noted that existing mature tree vegetation on the adjacent properties will assist in providing a partial visual buffer;
- This development is located within close proximity of Princess Street. The site is approximately 280 metres, when travelling by vehicle, from this arterial road;
- GM BluePlan has prepared an engineered Site Plan that addresses stormwater management;
- Each townhouse unit will have a significant private amenity area, as rear yards of over 21 metres in depth will be provided as illustrated on the Site Plan;

- The D-5-4 (Nitrate) Study has demonstrated that the site conditions are suitable to accommodate the four townhouse units, as required by Section 5 of the Official Plan. The engineered Site Plan also demonstrates that surface water can be accommodated in an acceptable manner;
- Each townhouse will be provided with two parking spaces in its own driveway. Given that the townhouses will each face the municipal street – as opposed to a cluster townhouse arrangement where an interior driveway or private street is involved – emergency vehicle and service vehicles should experience no difficulty in accessing the dwellings.

With regard to lot creation, Section 5.5.2 *Consents* states:

1. *The following policies shall apply to all consent applications for new development. It is intended that these policies will be implemented by the Committee of Adjustment or a Land Division Committee and relevant agencies influencing the creation of new lots within the Township.*
 - a) *A consent shall only be granted if in conformity with the land use designations and policies of this Plan, the County of Grey Official Plan and the provisions of the Zoning By-law. Where required, such a by-law will be passed by Council prior to a consent being considered.*
 - b) *Except for consents to secure conservation land, consents for new development shall only be granted where both the severed and retained parcels conform to the provisions of the Zoning By-law and have frontage on an open public road which is maintained on a year-round basis.*
 - c) *Ribbon development along arterial roads shall be prevented. Access to county or municipal roads designated as “Arterial Roads” in this Plan or in the County of Grey Official Plan shall be restricted and only permitted where no traffic hazard will be created by the consent*
 - d) *The availability of access to Provincial Highways will be subject to the Ministry of Transportation’s (MTO’s) review of the proposed consent and will be based on compliance with the requirements of MTO’s highway access control policies and the Public Transportation and Highway Improvement Act.*
 - e) *No lot will be created in an area susceptible to flooding, erosion, or any other physical or environmental constraint unless it has been demonstrated and verified by the Ministry of Natural Resources and/or the Grey Sauble Conservation Authority, that the proposed use will not impact or be impacted by such constraints.*

- f) *No new lots for residential uses will be created within:*
- i. *One kilometre of an active sanitary landfill site;*
 - ii. *500 metres of a closed sanitary landfill site, and/or;*
 - iii. *within 500 metres of an Aggregate resource area, as identified in the County Official Plan.*
- g) *Consents in settlement areas may be granted in accordance with the policies of Section 3 of this Plan and subject to the following criteria:*
- i. *The scale of development or development potential would not require a plan of subdivision.*
 - ii. *The proposed lot(s) are consistent with the lot area, frontage and density pattern of the surrounding area.*
 - iii. *Appropriate servicing can be provided and no extension of municipal services is required.*

In view of these policies, please consider the following:

- The severance will conform to the County and Township Official Plans. An amendment to the Zoning By-law is not required to facilitate the severance, although an amendment is necessary to allow for the townhouse construction;
- The severed and retained parcels will front onto public roads;
- No new lot is being created along Princess Street (Provincial Highway No. 6), which is an arterial road. As such, access approval from the Ministry of Transportation (MTO) is not necessary. This notwithstanding, MTO has been involved in the preconsultation discussions as this agency has an interest in the stormwater management aspect of this development;
- The site is not subject to flooding, erosion, or any other physical or environmental constraints;
- The site is not located within one kilometre of an active landfill site or within 500 metres of a closed landfill. Proximity to an aggregate resource area is not relevant to lot creation that occur within a settlement area;
- A Plan of Subdivision application is clearly not required since only one lot is being

severed;

- The sizes of the severed and retained parcels are consistent with the lot fabric in the neighbourhood;
- Partial servicing is appropriate for the site and has been supported by the D-5-4 (Nitrate) Study.

Section 2.6.5 *General Housing Policies* provide a series of policies that encourage the type of housing development being proposed by the Zoning By-law Amendment applications, including the following:

- 6) *In order to enhance affordability and to create a more efficient use of land, reduced municipal development standards may be considered, where appropriate. New development or redevelopment proposals where such development standards would be considered may include, but are not limited to:*

- *areas of high density development;*
- *areas where appropriate servicing is available, and;*
- *innovative housing design concepts are proposed.*

Reduced development standards may include innovative options for:

- *street right-of-way widths and cross-section designs,*
- *parking requirements,*
- *building location setbacks and requirements,*
- *the location of open space and amenity areas,*
- *the provision of landscaping features.*

Where a reduction in standards is considered for a development, site plan control, plan of condominium development and the zoning by-law shall be used to regulate and implement such reduced standards.

- 7) *The Township shall promote a mix of affordable and quality housing accommodation. The type and location shall meet the present and future needs of all residents while ensuring that new residential development is in keeping with the character of the community and current servicing capacity.*

- 8) *The Township will encourage intensification and infill as a means of increasing the supply of housing, provided such projects are in keeping with environmental considerations, adjacent land uses and there is a demonstrated demand for the type of housing units under consideration.*
- 9) *The Township shall strive to achieve a target of 15% of new residential development within Primary and Secondary Settlement areas through means of intensification.*

Also of importance to the Zoning By-law Amendment application is the following policy which promotes medium density development and rental housing, both of which are proposed for the subject lands:

2.6.5 HOUSING TYPES

The Township shall support a range of housing types which is reflected in subdivision design standards in a manner that is consistent with the needs of residents.

The Township shall strive toward ensuring the following targets relating to housing mixture is reflected in new residential development over the planning period:

<i>Low Density Residential</i>	<i>- 75%</i>
<i>Medium Density Residential</i>	<i>- 25%</i>

The Township shall also strive toward ensuring the following targets relating to housing tenure is reflected in new medium density residential development over the planning period:

<i>Ownership -</i>	<i>- 65%</i>
<i>Rental</i>	<i>- 35%</i>

Based on the foregoing, it is evident that the proposed lot creation and associated Zoning By-law Amendment conform to the Georgian Bluffs Official Plan.

Provincial Policy Statement:

The Provincial Policy Statement (PPS) encourages urban type development such as townhouses to occur within the designated settlement areas.

The PPS also encourages a variety of housing types and densities in order to ensure

housing for everyone. New renting housing is also encouraged.

Furthermore, the efficient use of land and infrastructure is promoted by the PPS. Partially serviced development can be considered in rounding out and infilling situations provided the site conditions are appropriate for the long term.

It is evident that the proposed development is consistent with the PPS.

Municipality of Georgian Bluffs Zoning By-law:

The subject lands are zoned 'R1' (Residential One) on Schedule A of the Township's Zoning By-law. Permitted uses in the 'R1' zone include detached dwellings and semi-detached dwellings. The 'minimum lot area' and 'minimum lot frontage' requirements are 1500 square metres and 30 metres, respectively, for partially serviced development. Both the severed and retained parcels comply with these minimum standards. To be clear, the proposed lot creation does not require a Zoning By-law Amendment.

The intended use of the severed parcel for townhouses requires an amendment to the Zoning By-law. The proposed amendment will rezone the severed parcel to 'RM1' (Residential Multiple One), a zone that permits townhouses. The intended zoning is shown on Figure 2 of this Planning Justification Report.

The 'RM1' zone does not appear to contemplate partially-serviced development, which might be an oversight considering that no lands within the Township are fully serviced except for lands within the Cobble Beach settlement. A special provision would therefore be necessary to address this matter. The following wording should be given consideration for the text of Zoning By-law Amendment:

Notwithstanding their 'RM1' zoning, on those lands shown as 'RM1-x' on Schedule A of this By-law development serviced by municipal water and private sewage disposal shall be allowed in accordance with the permitted uses of the 'RM1' zone as per Section 9.1 and in accordance with provisions of Section 9.2 excepting however that a maximum of four dwelling units shall be allowed and the maximum lot coverage shall be 20%.

Planning Discussion:

The proposed severance conforms to the County and Township Official Plans, and to the Township's Zoning By-law. As noted earlier in this Report, a Zoning By-law Amendment is not required to facilitate the severance because the severed and retained parcels comply with all relevant provisions.

The intended use of the severed parcel for townhouse purposes, however, is not permitted under the current 'R1' zoning, and therefore an amendment to the Zoning By-law is necessary.

This Report has demonstrated that a four-unit townhouse development will be compatible with the existing neighbouring. As explained earlier, a ten-unit apartment building exists on the abutting property, and so the neighbourhood is already considered to be of a mixed density. At the same time, townhouses are generally compatible with detached dwellings given their similar low-rise forms. In this particular case, it is difficult to describe the proposed development as "medium density" given the relatively large size of the property and the fact that only four units are being erected. This proposal represents a density of only 6.75 units per hectare.

It should also be noted that: 1. the current 'R1' zoning would facilitate the severance of two lots; and 2. a pair of semi-detached dwellings could be erected on each lot without an amendment or variance. In that situation, a total of four dwelling units would be constructed, thereby achieving the same unit count as is proposed with the intended townhouse development. In this regard, it is worth noting that the owner had originally intended to sever two parcels and erect two pairs of semi-detached dwellings, but he changed his plans when the Engineer determined that the post-development surface water could be handled more efficiently if the development involved just one building, and said building was erected in the location shown on the engineered Site Plan.

Based on the foregoing, both applications have merit and should be approved.

Final Comments:

I trust this information is satisfactory. Should you have any questions, please do not hesitate to contact the undersigned.

Lastly, please advise us of the potential Public Meeting dates before actually scheduling the meetings in order to ensure our availability.


Sincerely,

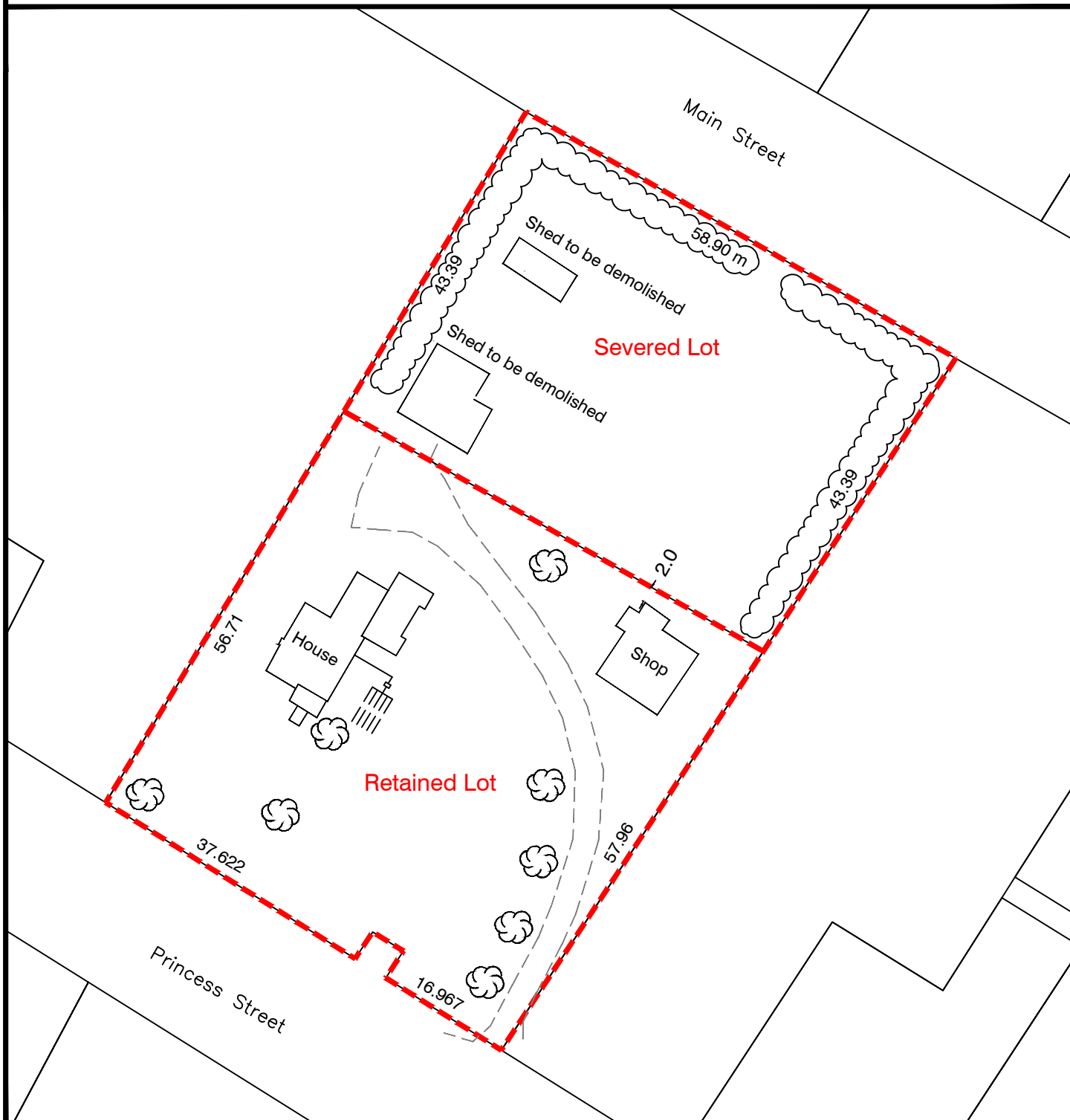
A handwritten signature in blue ink, appearing to read 'Ron Davidson', with a stylized, flowing script.

Ron Davidson, BES, RPP, MCIP

c.c. Matt Brown

Proposed Lot Creation

 Subject Lands



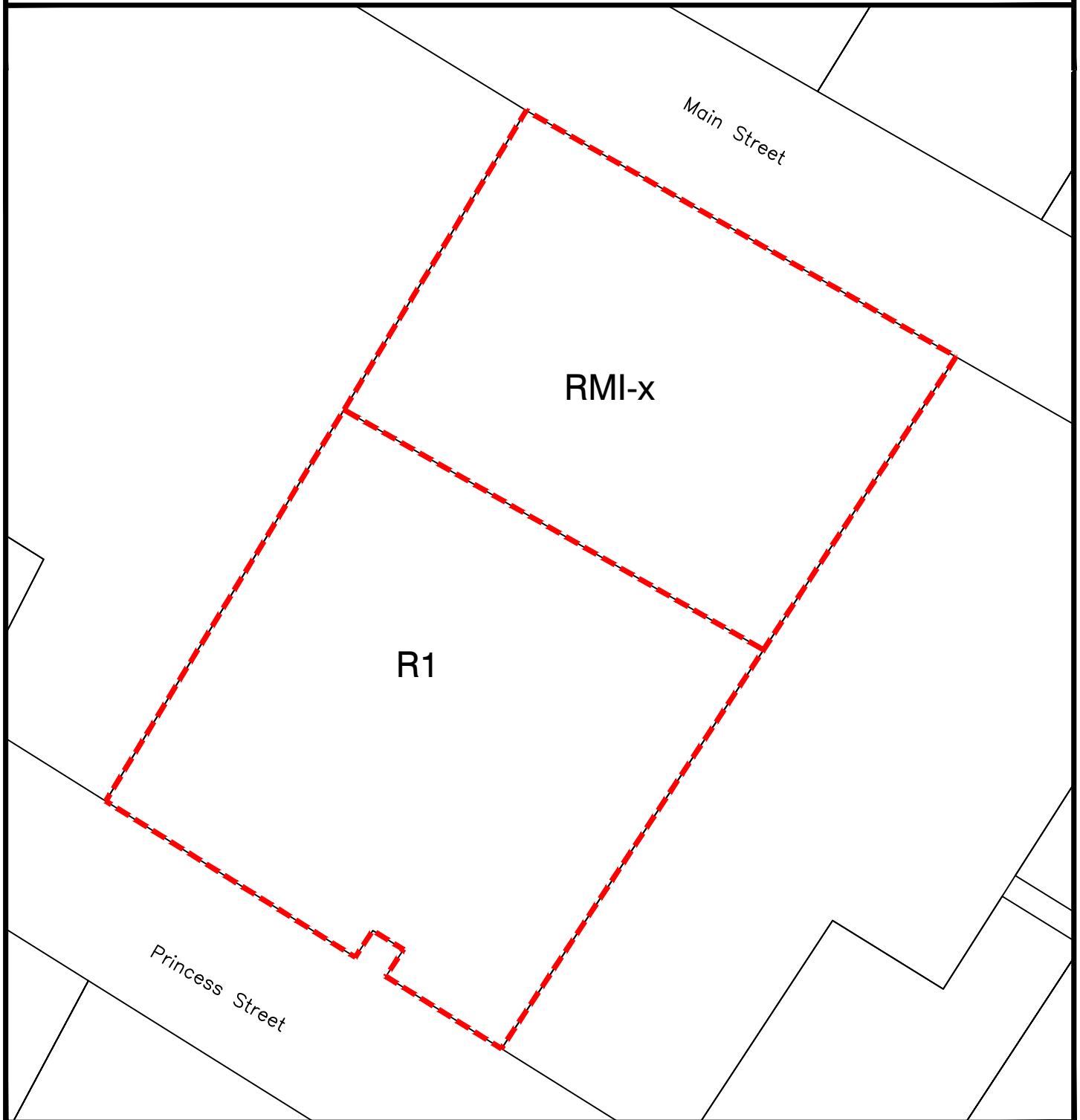
Lot Creation
440 Princess Street
Shallow Lake, ON

RD **RON DAVIDSON**
LAND USE PLANNING CONSULTANT INC
OWEN SOUND, ONTARIO
SCALE 1:700

Proposed Rezoning



Subject Lands



Lot Creation
440 Princess Street
Shallow Lake, ON



RON DAVIDSON
LAND USE PLANNING CONSULTANT INC
OWEN SOUND, ONTARIO
SCALE 1:700