



BLUE VISTA

Planning Justification Report
March 2019



BLUE VISTA
PLANNING JUSTIFICATION REPORT
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EXECUTIVE SUMMARY

Blue Vista is a proposed residential subdivision fronting onto Grey County Road 21, in the Town of The Blue Mountains, County of Grey. The subject lands comprise 20.34 ha, having a frontage of 301m on Grey County Road 21. In order to implement the proposal, application for approval of a Draft Plan of Subdivision and, application for a Zoning By-law Amendment is required.

The Official Plans for the County of Grey and Town of The Blue Mountains designate the subject lands for residential uses on full services. The Town of The Blue Mountains Official Plan permits a range of residential dwelling types that includes single and semi-detached dwelling types to a maximum density of 15 units per ha. The Town of The Blue Mountains Official Plan does not specify a “minimum” density. The subject proposal provides a permitted residential land use within the specified density limit.

The Draft Plan of Subdivision proposes a total of 133 residential lots with a proposed maximum unit yield of 180 dwellings. This maximum yield would be achieved by assigning semi-detached dwellings on 46 lots (for a total of 92 units) and single detached dwellings on 87 lots. The resulting residential density range is 8.8 upha (133 dwelling units) to 12.0 upha (180 dwelling units).

Approximately 38% of the Draft Plan area is Open Space.

The application to amend the Town of The Blue Mountains Zoning By-law 2018-65 seeks to re-zone the subject lands from the “D” Development to an “R1-2- Exception” zone. The exception would enable provision of semi-detached dwellings in addition to single-detached dwellings. The re-zoning also proposes to refine the “H” Hazard zone boundary by extending “H” boundaries to the northwest as a result of environmental and engineering findings according to the studies submitted herein. Finally, the proposed Public Park is to be zone “OS”, Open Space.

The immediate area is characterized by existing major recreational uses and, various subdivisions in various stages of construction.

Full municipal services are available with capacity to service the subject lands.

In reviewing applicable Provincial, County and local municipal planning policy, it is concluded that the subject applications are consistent with Provincial directions and conform to the intent of County and local Official Plan land use policy.

1. PURPOSE

The purpose of this Planning Justification Report (PJR) is to present and assess the proposed Redline Revision and Zoning By-law amendment. In particular, this report will:

1. Describe the existing land use context
2. Explain the planning approvals proposal
3. Identify applicable land use planning policy considerations
4. Review supporting technical documents
5. Provide a planning analysis
6. Summarize findings

2. SITE DESCRIPTION

The subject lands are situated in the Blue Mountain Area community of the Town of The Blue Mountains. The lands are located north of Grey Road 19 and west of Grey Road 21 (Figure 1, below). More specifically, the lands comprise part Lot 17, Concession 1 while having frontage on Grey Road 21. Grey Road 21 is often locally referred to as “Osler Bluff Side Road”.

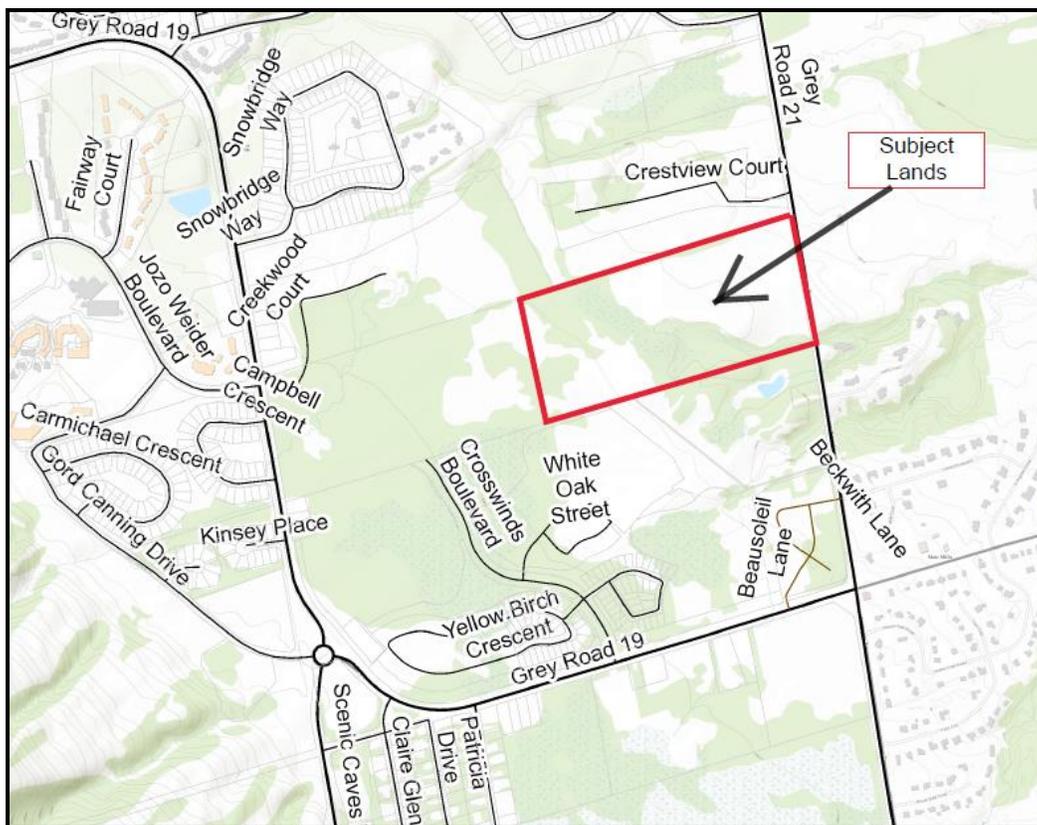


Figure 1: Location and Context

The subject lands are vacant and comprise approximately 20.34 ha with a 301m frontage along the west side of Grey Road 21 and a depth of about 677m. Topographically, the lands generally slope from the south-west to the north-east. An intermittent tributary with associated natural heritage features traverses in a north-west to south-east direction. East of this feature, the lands exhibit predominantly pasture cover, having been actively farmed over several decades for feed hay. The westerly sector is dominated by early successional woodland.

The subject lands will be developed on full municipal services.

3. SURROUNDING LAND USES

The immediate area is characterized by large and popular recreational facilities such as Blue Mountain Resort, Monterra Golf and the Scandinave Spa along with recreationally oriented residential developments. Immediate surrounding land uses include the Monterra Golf Course to the north, estate residential to the east, the Scandinave Spa to the south, and residential subdivisions under construction to the south and west (Plateau East, Second Nature, Manorwood, Mountain House and Windfall are currently under construction – See **Figure 2**).

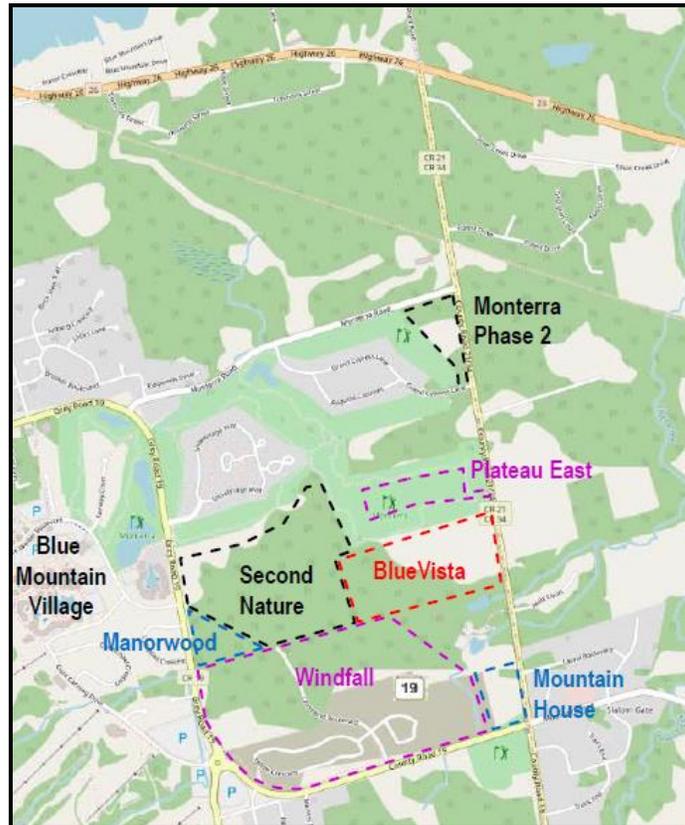


Figure 2: Ongoing Residential Developments In The Immediate Area

Overall, the subject lands are situated in a neighborhood dominated by existing recreationally oriented residential uses, recreational uses, open space and vacant future residential lands under construction (Figure 2).

4. PROPOSAL

Approval is sought for a Draft Plan of Subdivision and a related implementing Zoning By-law in order to enable development of a residential neighbourhood capable of accommodating between 133 and 180 dwelling units.

4.1 Draft Plan

The fundamental structure of the Draft Plan comprises 133 residential lots averaging over 15m frontage along with a substantial proportion of Open Space (38%). Lot sizes and layout can, for the most part, accommodate single detached dwellings or semi-detached dwellings (see Figure 3, Proposed Draft Plan). The proposal seeks a flexible approach within a fixed lot fabric that could yield a minimum of 133 single detached dwellings or a combined maximum of 180 single detached and semi-detached dwelling units.

Should the subdivision be developed at its lower yield of 133 single detached dwellings the resulting density would be 8.8 upha (133 units/15.04ha). If developed to realize the proposed maximum yield of 180 dwelling units, the Draft Plan would provide 87 single detached dwelling units and 92 semi-detached units for an overall density of 12 upha (180 units/15.04ha).

Below is a land use area breakdown summary based on the proposed Draft Plan:

BLUE VISTA LAND USE AREA BREAKDOWN		
Land Use	Area (ha)	% Total
Residential	9.10	45
Environmental	4.94	24
Public Park	1.18	6
Other Open Space	1.60	8
Roads	3.52	17
Total	20.34	100%
(note: total Open Space at 7.72ha - 38%)		

Table 1: Land Use Summary

As can be seen in **Table 1** (above), the predominant land use is residential utilizing 45% or 9.10 ha. Identified and quantified environmental protection lands account for 24% or 4.94 ha of land area. All Open Space components combine to account for 7.72 ha or 38% of the Draft Plan area. Additional lands use statistics are provided in **Table 2**.

Subdivision land use is dominated by residential land use at 45% of the plan area followed by 38% for open space. Of the Open Space component, environmental protection areas account for 24% of the plan area. In addition to the environmental protection area, the proposed Draft Plan provides for a public park at 6%. This public park is situated in the south-west quadrant of the plan and will provide a substantial contiguous public park land area that abuts approved public park areas in the two adjacent plans of subdivision currently under construction. In addition, Block 135 to the Draft Plan is proposed as a location for a private recreational amenity.

Subdivision design (see **Figure 3**) accounts for several key site attributes, including:

1. Adjacent land uses – to the north is the Monterra Golf Course (13th Fairway), east is County Road 21 providing primary site access, south is the Scandinave Spa lands, west is the Second Nature Subdivision under construction and providing access from the west along with servicing. The proposed subdivision layout respects adjacent land uses through provision of open space buffers (Spa), increased lot depths (golf course), road connectivity (linking County Road 21 to Second Nature), additional public park lands (south west corner) and, compatible residential land use form and subdivision design (with Second Nature and Windfall).
2. Natural Heritage Features – existing features provide for a substantial protected open space area (Blocks 134 and 137 to the Draft Plan) also providing an open space buffer to the Scandinave Spa to the south and naturally dividing the lands into two sub-neighbourhoods. These features also provide opportunity for passive recreational (trails) connections to approved development and open space land uses to the south and west.
3. Roads – County Road 21 and Second Nature provide for a planned and natural east-west transportation link via Street A that completes a preferred and only connection between independently developed neighbourhoods east of County Road 19. This transportation link opportunity is suitable for a potential transit route and will provide for additional pedestrian and cycling opportunities. Proposed Street A is an efficient principal road through the subdivision that provides connections to related Streets B, C and D.
4. Public Park – Block 136 to the Draft Plan is a proposed public park (1.18ha or 6% of the Draft Plan area) located in the south-west quadrant. This location is an opportunity to provide a regularly shaped public open space block contiguous with approved public open space blocks provided through the aforementioned Second Nature and Windfall plans of subdivision.

5. Trails – the combination of the roads system along with the planned open space system will enable connections to the future major trail planned for the west side of County Road 21 as well as the trail systems provided for approved Second Nature and Windfall subdivision plans.
6. 80 (60%) of the 133 lots back onto some form of open space.

It is proposed that the conditions of Draft Approval provide the Owner with the ability to adjust to market demand by enabling a choice to provide either a singled detached dwelling on a lot, or, two semi-detached dwellings on a lot. Process wise, this decision must be made by the Owner at the time of application for Subdivision Agreement as lot servicing details must be finalized. Supporting servicing and traffic reports comprising part of this application allow for the potential higher unit yield densities. It is noted that this approach is similar to that approved at the adjacent Windfall Subdivision to the south west.

Overall, the proposed Draft Plan represents an opportunity for development providing key community opportunities for planned residential development, public open space provisions, protection of identified Natural Heritage features and completion of intra-community transportation and servicing links.

The detailed land use breakdown is provided below in **Table 2** below, an excerpt of “Schedule Of Land Use” from the proposed Draft Plan (**Figure 3**):

SCHEDULE OF LAND USE		
LOTS	USE	m2
LOT 1–LOT 4	RESIDENTIAL LOTS	2,107.5
LOT 5–LOT 13	RESIDENTIAL LOTS	4,985.7
LOT 14–LOT 43	RESIDENTIAL LOTS	17,870.3
LOT 44–LOT 66	RESIDENTIAL LOTS	19,807.6
LOT 67–LOT 77	RESIDENTIAL LOTS	7,125.9
LOT 78–LOT 83	RESIDENTIAL LOTS	4,532.5
LOT 84–LOT 97	RESIDENTIAL LOTS	10,899.9
LOT 98–LOT 107	RESIDENTIAL LOTS	5,768.1
LOT 108–LOT 109	RESIDENTIAL LOTS	1,572.1
LOT 110–LOT 126	RESIDENTIAL LOTS	12,189.9
LOT 127–LOT 133	RESIDENTIAL LOTS	4,144.9
LOTS 1–133 TOTAL		91,004.4
OPEN SPACE BLOCKS		
BLOCK 134	OPEN SPACE / ENVIRONMENTAL PROTECTION	36,622.9
BLOCK 135	PRIVATE RECREATION	1,847.0
BLOCK 136	PUBLIC OPEN SPACE / PARK	11,762.5
BLOCK 137	OPEN SPACE / ENVIRONMENTAL PROTECTION	12,797.2
BLOCK 138	WALKWAY	227.4
BLOCK 139	WALKWAY	212.8
BLOCK 140	STORM WATER MANAGEMENT	1,599.9
BLOCK 141	WALKWAY / SERVICE CONNECTION	276.9
BLOCK 145	STORM WATER MANAGEMENT	11,872.9
OPEN SPACE TOTAL		77,219.5
ROAD SYSTEM		
STREET A		13,619.0
STREET B		9,439.8
STREET C		5,077.4
STREET D		5,261.5
BLOCK 142	5.0M WIDENING	1,562.9
BLOCK 143	DAY LIGHT TRIANGLE	112.5
BLOCK 144	DAY LIGHT TRIANGLE	112.5
ROAD SYSTEM TOTAL		35,185.6
TOTAL SITE		203,409.5
TOTAL OPEN SPACE		77,219.5 (37.96%)

Table 2: Draft Plan Land Use Schedule Detail

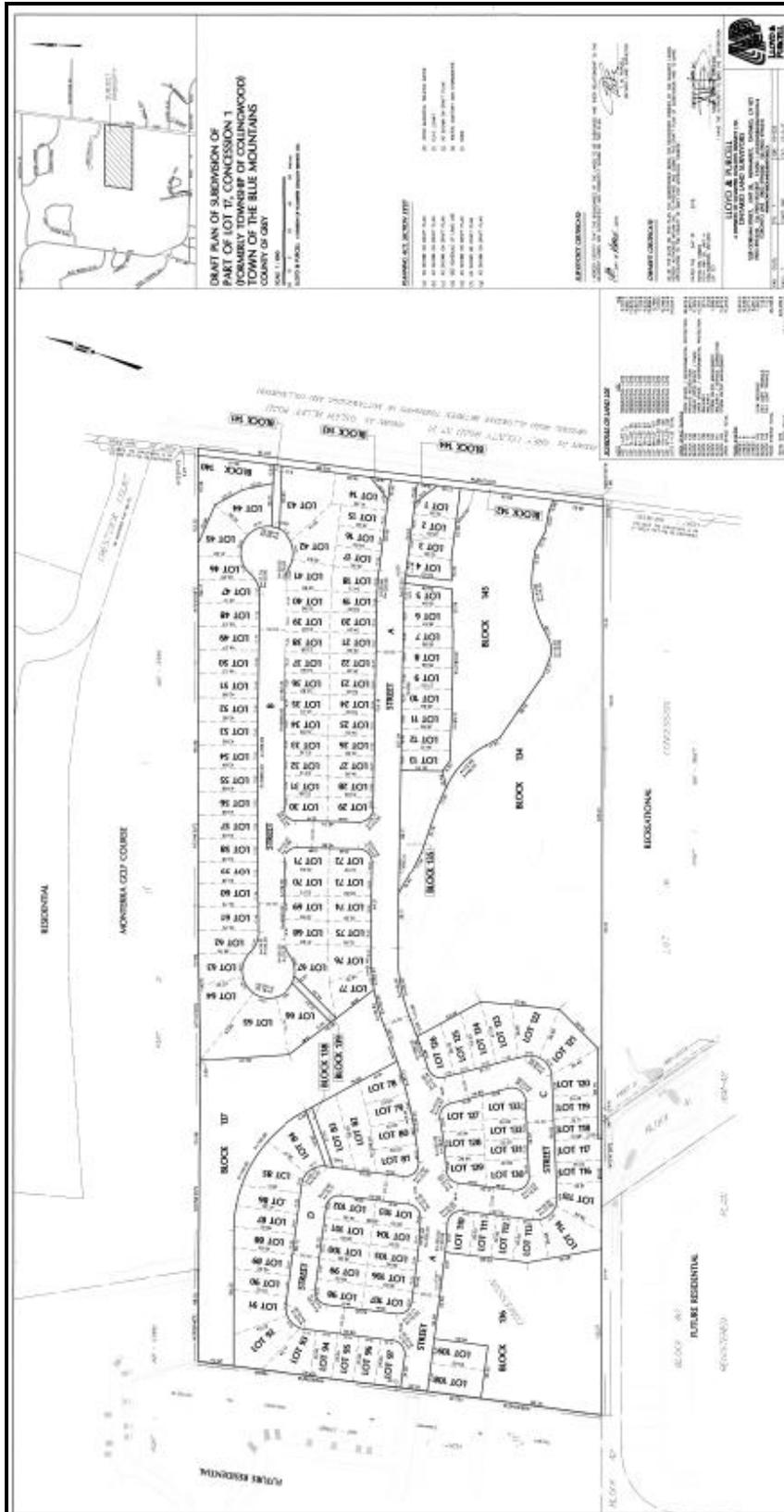


Figure 3: Proposed Draft Plan (note, project north is left side of the image)

4.2 Zoning By-law Amendment

A proposed amendment to the Zoning By-law is attached as Appendix 2. It seeks to rezone the subject lands from the “D”, Development, zone to the “R1-2” exception zone. The “R1-2” zone provides a fundamental basis for the lot fabric in the proposed Draft Plan. The exception is geared to allowing an overlay of provisions for semi-detached dwelling types. In addition, the proposed zoning By-law amendment introduces a greater area of environmental protection lands by increasing the extent of the “H”, Hazard zone boundaries (to reflect Blocks 134 and 137 in the Draft Plan). The proposed “H” zone is effectively double the size of the existing “H” zone.

Block 136 to the Draft Plan is the proposed public park and is to be zoned “OS”, Open Space.

The following comparison table (**Table 3**) presents a comparison between the existing R1-2 zoning standards and what is proposed, including the exception to add semi-detached dwellings as a permitted use. The table shows that provisions of the parent zoning standards for the R1-2 are to be maintained for the single detached dwelling type in all cases except for a minor increase in maximum lot coverage (from 35% to 38%). The same provisions are proposed to apply to the semi-detached dwelling types while allowing for lot area and lot frontage to reflect the semi-detached housing form. In this latter case, the minimum lot area is proposed at 225 sqm and the minimum frontage at 7.5m.

ZONE STANDARD	<i>Existing R1-2 Single Detached Dwelling</i>	Proposed R1-2 (Exception) Single Detached Dwelling	Semi-Detached Dwelling
Minimum Lot Area (sqm)	450	450	225
Maximum Lot Coverage	35%	38%	38%
Minimum Lot Frontage (m)	15.0	15.0	7.5
Minimum Front Yard (m)	6.0	6.0	6.0
Minimum Exterior Side Yard (m)	2.4	2.4	3.0
Minimum Interior Side Yard (m)	1.2	1.2	1.2
Minimum Rear Yard (m)	6.0	6.0	6.0
Maximum Height (m)	9.5	9.5	9.5
Maximum Height (storeys)	2.5	2.5	2.5

Table 3: Proposed Zoning Standards Comparison With Existing R1 Standards

In addition, the zoning By-law amendment proposes to add the following provisions:

1. That single detached and semi-detached dwellings shall only be permitted.
2. That the maximum number of residential dwellings shall be 180.
3. That the minimum number of residential dwellings shall be 133.
4. That Short Term Accommodation uses shall not be permitted.
5. That in accordance with Section 36 of the Planning Act, the Holding “h” symbol shall not be removed until such time as the following have been completed:
 - (i) Execution of a Subdivision Agreement applicable to the Phase of the Lands to which the “h” provision is to be removed.
 - (ii) Registration of a Plan of Subdivision applicable to a Phase of the Lands to which the “h” symbol is to be removed.
6. Notwithstanding 5, above, three (3) model homes may be constructed in any Phase or Sub-Phase in advance of the “h” removal provided that the Owner enters into a Model Home Agreement with the municipality.

Block 135 is intended to accommodate a private recreational amenity and is proposed to be zoned “OS” exception to allow for a building having a maximum floor area of 500 sqm and minimum side and rear yards of 1m.

As noted previously, a similar approach was taken with the adjacent (south-west) approved Windfall subdivision wherein approved zoning (originally Zoning By-law Amendment 2011-57 to Township of Collingwood Zoning By-law 83-40) allowed for single detached and semi-detached dwellings. However, the minimum lot frontage for a single-detached dwelling was set at 10.5m whereas this proposal calls for a minimum frontage of 15m. By-law 2011-57 clearly stipulated a maximum unit yield and no minimum unit yield.



Figure: Private Recreational Facility Concept

5. BACKGROUND

The subject lands were acquired by the Owners in 2017. Prior, the lands had been actively farmed for the most part for crops. As the subject lands are situated in the Craigeith service area of the Town of The Blue Mountains, land use and municipal servicing schemes have included development assumptions for the lands for several decades (see also Section 8 herein).

5.1 Preconsultation

Informal preconsultations were held with Town of The Blue Mountains Planning Staff in early 2018. A formal preconsultation meeting was held on September 12, 2018. Attending were representatives of the Grey County Planning Department, Town of The Blue Mountains Planning Department, Niagara Escarpment Commission. The Nottawasaga Valley Conservation Authority did not attend but did provide written comments for consideration at the meeting. The Grey Sauble Conservation Authority did not attend and comments have not been received to date. Meeting notes and written agency responses are attached as **Appendix 1** to this report.

Figure 4, below, was an earlier development concept plan provided to and discussed at the above-note September 12, 2018 preconsultation meeting. It shows the overall proposed subdivision structure along with trail connection directions.

As submitted through Appendix 1, the following are provided as a summary of preconsultation comments provided.

1. Following materials are required to be submitted (Grey County, Nottawasaga Conservation Authority and Town of The Blue Mountains):
 - a. Environmental Impact Study
 - b. Erosion Hazard Analysis
 - c. Functional Servicing Report
 - d. Stormwater Management Report
 - e. Traffic Impact Study
 - f. Archaeological Study
 - g. Landscape Analysis
 - h. Public Trails Map
 - i. Planning Justification Report
2. The road crossing of a part of the unevaluated wetland needs to be justified by further study showing this area is not a wetland, or, the proposed road connection at this location is in the public interest with no alternative (NEC).
3. The concept plan shows 122 lots and a resulting density of about 7.8 units per ha. Consideration should be given to increasing the density (County and Town).
4. Transit and trail connectivity to be considered.

Additional references from agencies regarding policy directions are addressed under **Section 7**, following.

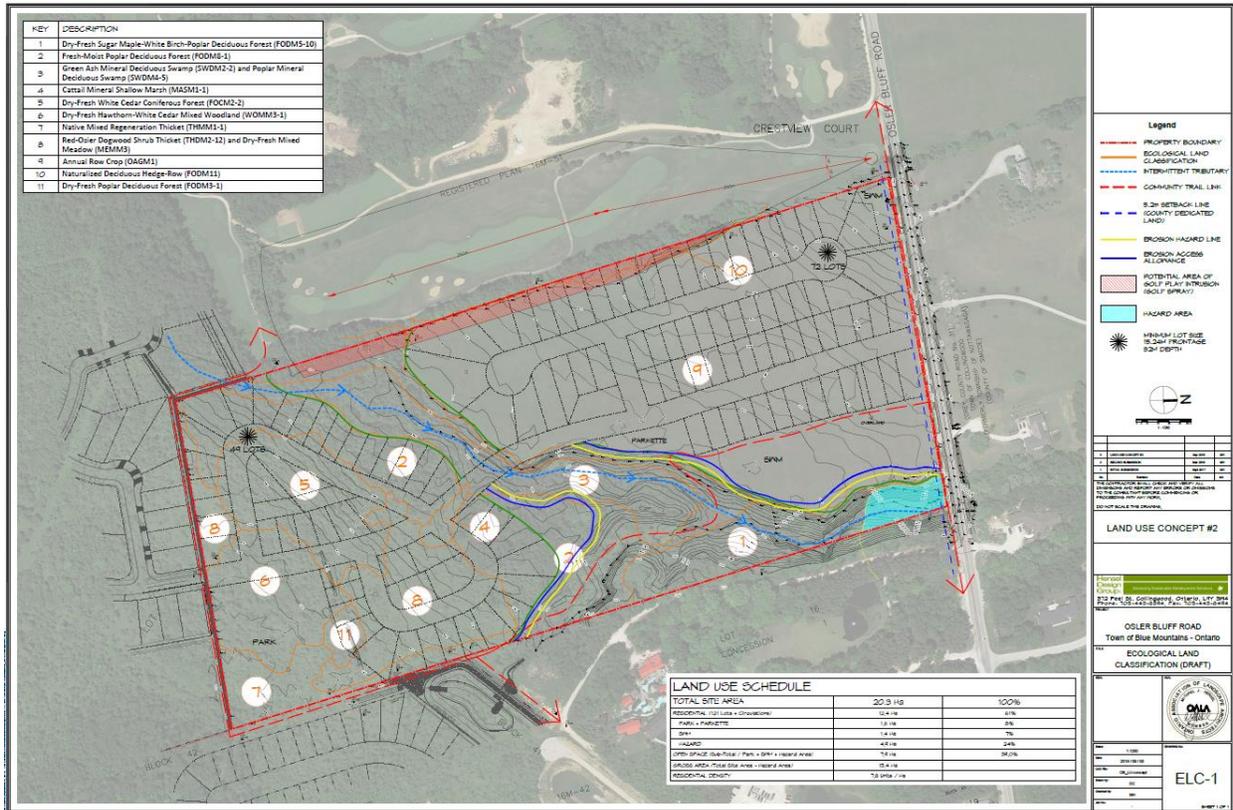


Figure 4: Concept Plan Preconsulted September 12, 2018.

Overall, the preconsultation results did not identify major issues with land use policy directions provide through the Niagara Escarpment Plan, Grey County Official Plan or the Town of The Blue Mountains Official Plan.

6. PLANNING ACT

The *Planning Act* is the legislated basis for land use planning in Ontario. It provides for policy and regulatory direction and permissions for how land use is controlled. Section 1 provides for the legislated purposes of the *Planning Act*. In particular, Subsections 1.1 (a) and (b) note that among others, two purposes of the Act are to “promote sustainable economic development in a healthy natural environment” and, to “provide for a land use planning system led by provincial policy”. It is submitted that the subject proposal is aligned with and implements the stated purposes.

Sections 2 and 3 of the *Planning Act* require that planning decisions shall have regard to “matters of provincial interest”, as well as “be consistent with” provincial policy statements and, “conform

with” provincial plans. As demonstrated in this PJR, approval of the subject applications would align planning decisions with these Provincial requirements.

The proposed Zoning By-law Amendment and Draft Plan of Subdivision that are the subject of this PJR are further governed by Sections 34 (1), 34 (10.1), 51 (16.1), 51 (17) and, 51 (18) of the *Planning Act*.

Section 34 provides the basis for Zoning By-laws. Addressing Subsection 34(1), it is submitted that the proposed ZBA appropriately regulates and restricts the “*use of land*” as well as the “*erection, locating or using of buildings*”. Subsection 34 (10.1) requires provision of prescribed information. This prescribed information is specified under provisions of Ontario Regulation 545/06. It is submitted that the prescribed information is provided through this PJR, the completed Application for a Zoning By-law Amendment and, the supporting Reports and Studies reviewed in Section 8 herein.

Likewise, Section 51 provides the basis for Subdivision of Land through Plan of Subdivision. Addressing Subsections (16.1), (17) and (18) it is submitted that the proposal and application meet the requirements set out by way of preconsultations, completion of required application forms, along with supporting plans, Reports and Studies.

In summary, the subject application complies with the purpose of the Planning Act and with applicable provisions concerning Zoning By-laws and Subdivision of Land.

7. PLANNING POLICY CONSIDERATIONS AND ANALYSIS

The Lands are located in Town of The Blue Mountains, Ontario and are therefore subject to several layers of policy direction. The two provincial level policy instruments are the Provincial Policy Statement, 2014 (the “PPS”) and, the Niagara Escarpment Plan, 2017. The two municipal policy instruments are the County of Grey Official Plan (the County Official Plan) and, the Town of Town of The Blue Mountains Official Plan (the Town Official Plan). This Section considers the subject applications in the context of these hierarchical policy instruments.

7.1 Provincial Policy Statement

The Provincial Policy Statement, 2014 (the “PPS”) is a province wide planning policy directive on matters of provincial interest related to land use planning and development.

Under Part I the PPS explains that provincial plans and municipal official plans “provide a framework for comprehensive, integrated, place-based and long-term planning that supports and integrates the principles of strong communities, a clean and healthy environment and

economic growth”. Part II summarizes the legislative authority for the PPS. The PPS is issued under authority of Section 3 of the *Planning Act*. Accordingly, decisions affecting planning matters “shall be consistent with” the PPS. Part III provides direction on how to read the PPS including that it PPS be read in its entirety. In Part IV, the vision for Ontario’s planning system is detailed and includes the ideal that strong communities along with a clean and healthy environment and a strong economy are “inextricably linked”. Part V provides a series of policies under three key approaches to sound land use planning, namely: Building Strong Communities; Wise Use of Management of Resources, and; Protecting Public Health and Safety.

The entire PPS has been reviewed. The following summarizes Part V policies that are specific to the subject application by way of being land use and “place-based”.

Section 1: Policies are geared to “Building Strong Healthy Communities”. Under Subsection 1.1.1 policies are directed at sustaining “Healthy, liveable and safe communities”. In this regard efficient development and land use patterns are to be promoted along with provision of a range and mix of residential housing with employment, institutional, recreational, parks and open space uses (1.1.1 a) and b)). In addition, development and land use patterns which may cause environmental or public health concerns are to be avoided (1.1.1 c)). Cost-effective development patterns are to be promoted in order to minimize land consumption and servicing costs are to be promoted (1.1.1 e)). This Section also directs that within settlement areas, sufficient land shall be made available to accommodate an appropriate range and mix of land uses for needs to a time horizon of up to 20 years through intensification and redevelopment (1.1.2). *The subject application seeks to enable an efficient development pattern contributing to a range of residential dwellings while providing ample protected open space. It is submitted that the proposal is consistent with Section 1 PPS policy directions.*

Section 1.1.3: Directs that Settlement areas shall be the focus of growth and development with their vitality and growth to be promoted. Furthermore, this policy states that land use patterns shall be based on density and mix of uses that, among other objectives, can efficiently use land and public services as well as support active transportation. *The subject applications apply to lands within an existing settlement area that is fully serviced. The subject proposal represents a land use pattern that is an efficient use of land and public services. In this respect, the proposal is consistent with Section 1.1.3 PPS policy.*

Section 1.4: In Section 1.4 the PPS requires planning authorities to provide for an appropriate range and mix of housing types and densities in a manner that, among other matters, efficiently uses land resources as well as public infrastructure. *The subject proposal would result in a housing form that is able to meet the market for both full time and recreationally oriented dwelling units and, will enable development of a relatively large vacant parcel of land on full municipal services. The proposal is consistent with these PPS directions.*

Section 1.6: This Section speaks to promotion of intensification and redevelopment in serviced settlement areas. *The subject proposal is consistent with this direction, in particular Section 1.6.6.2. as the subject application represents an opportunity for development of land intended to be developed according to approved local land use policies and on full municipal services.*

Section 2: This section provides policies addressing the wise use and management of the natural environment and resources. In particular policies in 2.1.4, 2.1.5 and, 2.1.8 direct that development and site alteration shall not be permitted. Environmental Impact Studies (EIS) were undertaken as part of the planning process leading up to the subject proposal. *The EIS concluded that development of the subject lands will not adversely affect the environments identified in this section while providing mitigation measures to ensure the least impact on identified features.*

Section 3: Section 3 provides natural hazards policies. *The above noted EIS exercise concluded that there are no natural environmental hazards on the development component of the subject lands and that the previously established environmental protection area boundaries not only remain valid and appropriate but should be expanded. In this regard, proposed development of the subject lands can occur while being consistent with the PPS direction.*

Overall, given the location of the subject lands, the subject application is consistent with these directions, in particular the notion of efficient use of land, housing types, municipal infrastructure along with the ability to support transit and active transportation initiatives.

7.2 Niagara Escarpment Plan

The subject lands are within the “Escarpment Recreation Area” designation under the 2017 Niagara Escarpment Plan (NEP) as shown in **Figure 5**. An Objective for the Escarpment Recreation Area designation is to provide “areas where new recreation and associated development can be concentrated around established, identified or approved ski centres” (1.8.1 2). In addition, this designation includes an Objective which aims to “recognize the importance of the four-season recreation resort areas in the Town of the Blue Mountains to the tourism sector of Ontario’s economy” (1.8.1 4).

Permitted uses are as provided for in the approved Town of The Blue Mountains Official Plan.

With regards to overall land use and direction, the subject proposals are in conformity with the Escarpment Recreation Area policies in terms of land use and by virtue of conformity to the local Official Plan (see Section 7.4).

With regards to specific policies, the NEP provides Development Objectives within the Escarpment Recreation Area designation (S. 1.8) geared to reducing energy consumption, promoting low impact development and, protection of natural and cultural heritage features. It

is respectfully submitted, that the subject proposals align with these objectives based on the results of both environmental and engineering studies, the archaeological study combined with subdivision design features that allow for pedestrian/bike trails and enable public transit linkages. Furthermore, similar principles are carried through under S. 2.2, “Development Criteria” as they refer to: protection of/from hazard lands, efficient design, direct lot creation to locations that are least environmentally sensitive, safe development away from steep slopes and ravines, protection and enhancement of hydrologic functions, protect and enhance natural heritage features, maintenance of escarpment related landforms among other criteria.

With regards to NEP Development Objectives and Development Criteria the subject proposals address these matters through the review, study and recommendations of supporting materials provided with the applications, in particular extensive review under the EIS, SWM and FSR reports (see Section 8 and report referenced).

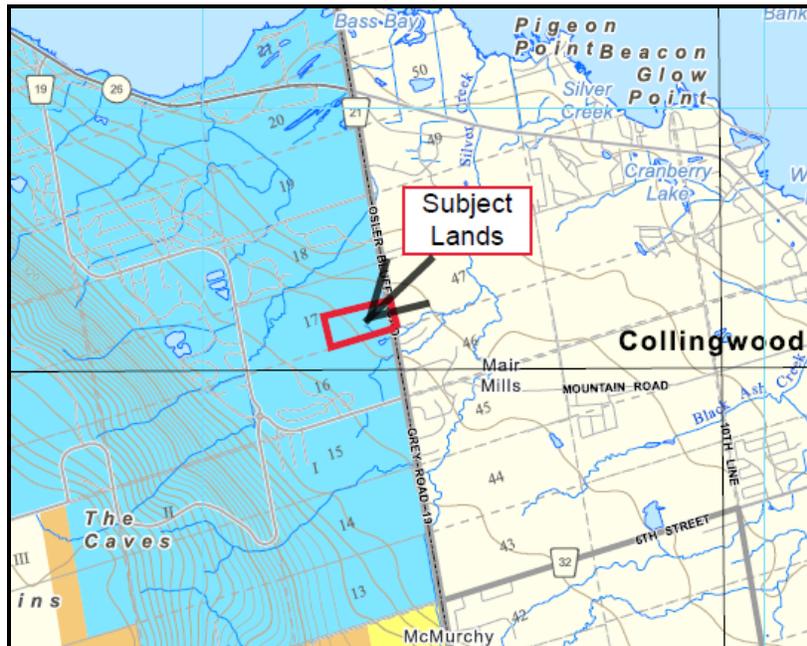


Figure 5: Niagara Escarpment Land Use – Escarpment Recreational

7.3 Grey County Official Plan

The “Purpose” of the Grey County Official Plan is several-fold including:

- to guide development to the year 2026;
- provide a policy framework which “encourages growth and prosperity”, and;
- to apply the intent of Provincial policies.

More specific to the subject application, Section 1.8 provides housing policies that encourage a variety of housing types to meet demographic and market requirements. The County notes that these general policies may be further elaborated within local Official Plans.

Under Schedule A, Land Use Designations, Map 2 to the existing Official Plan (see **Figure 6**) the subject lands are designated as being within “Recreation Resort Area”. This designation applies to lands which are settlement areas and allow, among other uses, residential development on full municipal services (S. 2.6.7).

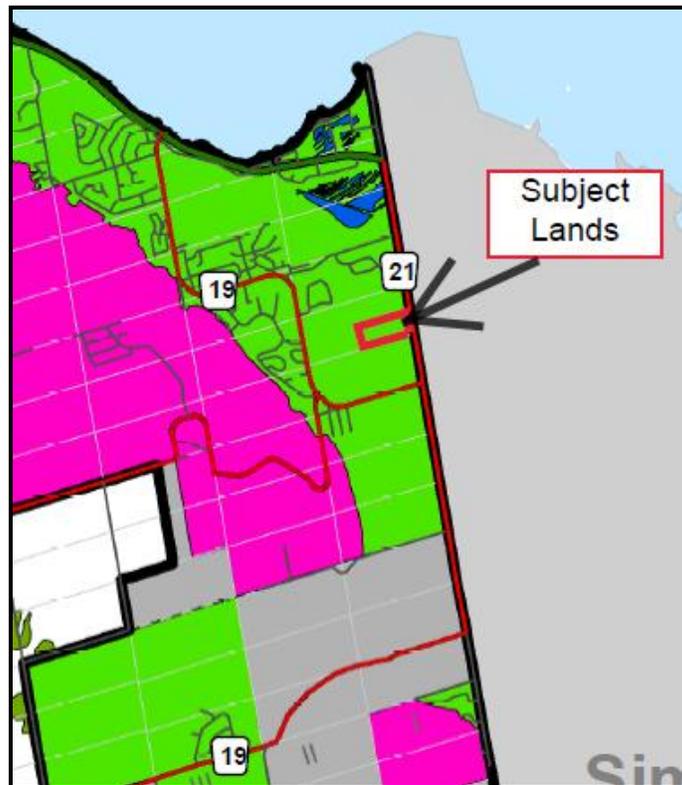


Figure 6: County of Grey Official Plan Map 2 Land Use

In addition, the Official Plan identifies Grey Road 21 as a County road. Grey Road 21 is also the boundary road between Town of the Blue Mountains (Grey County) and the Town of Collingwood (Simcoe County).

Appendix Map “B” to the Grey County Official Plan identifies a portion of the subject lands as “Significant Woodlands”. Section 2.8.4 states that the “Significant Woodlands” were identified through a desktop GIS exercise and that as a result there may be mapping inaccuracies. This Section anticipates that the function and boundaries of lands under this designation will be refined through an Environmental Impact Study (EIS).

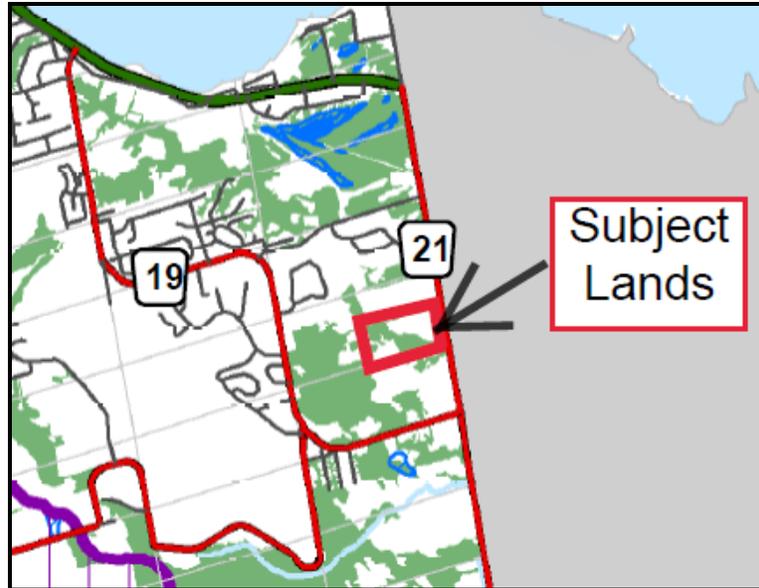


Figure 7: Grey County Official Plan, Appendix Map B Constraints

The recently adopted Official Plan continues to designate the subject lands as “Recreation Resort Area” (Schedule A, Map 2). Residential development on full municipal services is a land use endorsed in the adopted Official Plan.

The subject proposal conforms to the intent of the County Official Plan on the basis of location, land use type and, consistency with existing approved plans. Furthermore, the completed EIS submitted herein confirms the function and extend of the lands under the Significant Woodlands designation. The resulting proposed zoning and draft plan respect the findings of the EIS. In addition, the completed Traffic Impact Study (TIS) submitted herein, addresses the impact of the subject applications on Grey Road 21 and provides for recommended improvements to accommodate growth impacts.

7.4 Town of Town of The Blue Mountains Official Plan

The Town of The Blue Mountains Official Plan (the Official Plan) was approved in June, 2016. In reviewing the Official Plan, the following are among key policies applicable to the subject application.

Section A1.1 identifies several guiding principles developed as a frame of reference in the preparation and adoption of subsequent land use policies. The guiding principles recognize that the Town of The Blue Mountains is made up of several different neighbourhoods that combine to make the Town a desirable place to live. Reference is made to the creation of compact neighbourhoods, provision of a variety of recreational amenities, development in keeping with

adjacent uses, protection of natural heritage features, ability to establish an integrated transportation system and orderly expansion of infrastructure having the least impact on social and environmental attributes. ***The location, design, land uses and infrastructure design of the proposed development are aligned with these guiding principles.***

Section A2 articulates the overall community structure according to the Community Structure Plan (CSP). The subject lands are situated within the “Recreational Resort Area”, an area identified as a place intended to evolve over time in order to make best use of infrastructure and minimize consumption of land while supporting a mix of uses and activities. ***The subject applications are intended to enable development consistent with the intent of the long term development vision of the CSP due to location, land use and servicing.***

Section A3 provides an Official Plan Growth and Settlement Goal to “direct most forms of development to areas where full municipal wastewater and water services are available and to support efficient use of land” (A3.3.1). ***The subject proposals are consistent with this Growth and Settlement Goal due to location within a fully serviced area of the municipality and subdivision design.***

Section 3.9.2 provides strategic objectives addressing Infrastructure. Objectives A3.9.2.3 and A3.9.2.4 encourage an integrated transportation system to accommodate various modes and that all infrastructure occurs in a manner compatible with adjacent land uses. ***In this regard, the subject proposal would provide for anticipated road, trail and potential transit connections along with infrastructure services that link the easterly section of the community (town line) with the westerly section of the community (toward Blue Mountain Village).***

Section 3.10.2 provides key Housing strategic objectives that include ensuring an appropriate supply of land for residential development. ***The subject application supports this key objective.***

Section B to the Official Plan provides for more detailed land use policy.

Schedule ‘A-4’ to the June 2016 approved Official Plan designates the subject lands “Residential Recreational Area”, and “Hazard” (see **Figure 8**). Permitted uses includes a range of residential dwelling types including: single detached, semi-detached and, townhouse and low-rise multiple units. As noted below, key policy directions also include a 40% Open Space requirement and a maximum density of 15 units per gross ha. Appendix Map 1, Constraint Mapping, shows a portion of the subject lands as “Significant Woodlands” (similar to the aforementioned Grey County Official Plan constraint mapping). ***The proposed draft plan provides for land uses entirely consistent with these more detailed policy requirements.***

Key objectives for lands within the Residential-Recreational Area are noted as follows under S. B3.7.1:

B3.7 RESIDENTIAL/RECREATIONAL AREA

B3.7.1 Objectives

It is the intent of this Plan to:

- recognize areas within the Town where there is a mix of seasonal and permanent residential and recreational uses; and,
- recognize areas where some residential uses are located to support and provide access to resort and recreational amenities.

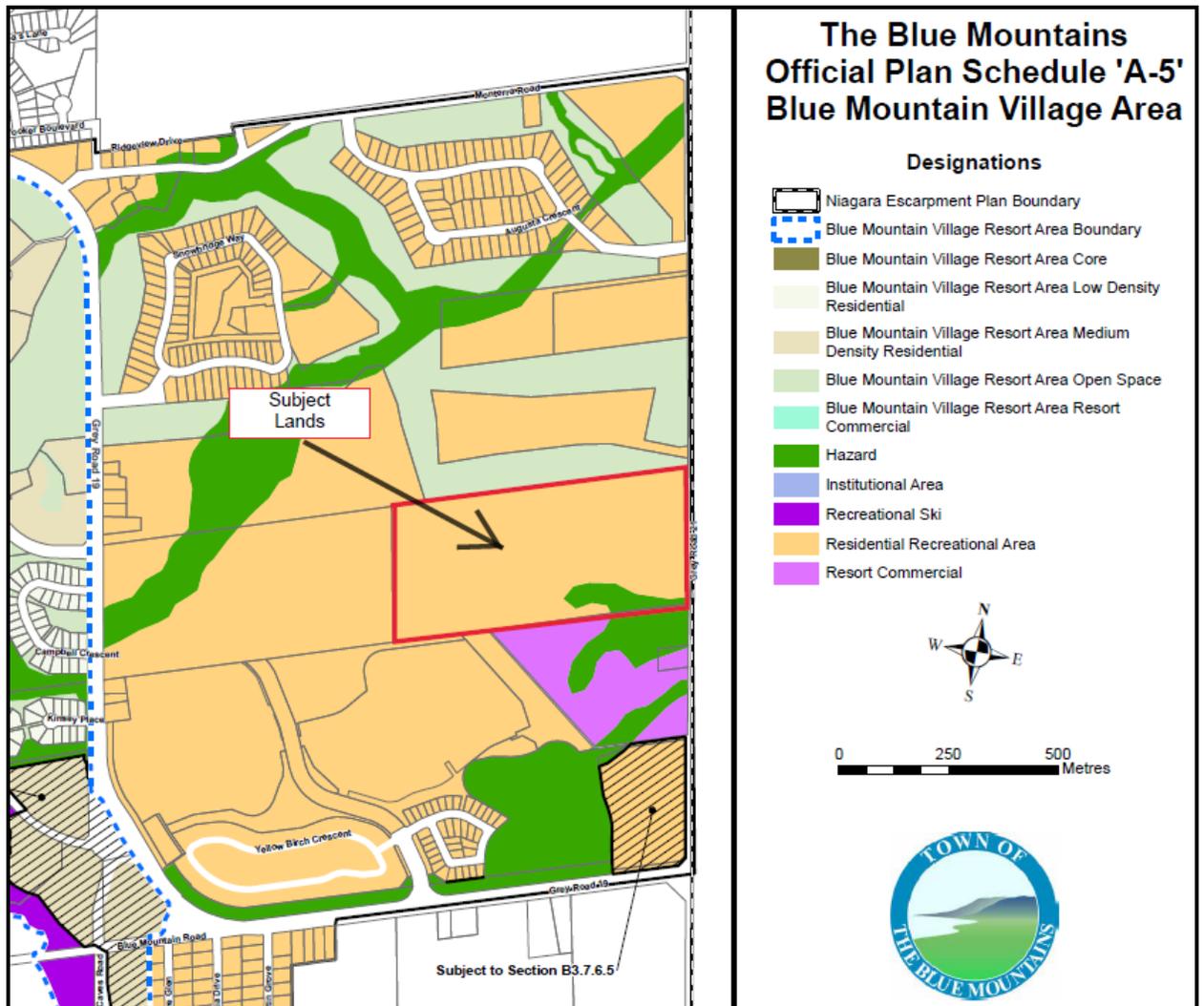


FIGURE 8: Town of The Blue Mountains Official Plan Land Use

With regards to density, it is noted that the Official Plan does not specify or require “minimum” density allowances.

B3.7.4.1 Density and Open Space Requirements

It is the intent of the Plan that all *development* within the Residential/Recreational areas of the Town shall provide generous amounts of open space to facilitate recreational opportunities, and to maintain the resort, open landscape *character* and image of the area. In these areas, subdivision design shall be required to provide an open space component as a separate block(s) of land and where appropriate, distributed throughout the design of each subdivision.

The open space component should constitute a major consideration of subdivision design. It is intended that all *development* shall be of the clustered form, compact in nature, and interspersed with open space areas and recreational uses. The majority of lots or units in any *development* should have direct access to the public or private open space. All lots shall have access to public open space pedestrian walkways, with linkages to sidewalks along roadways.

The following table sets out maximum density and minimum open space requirements for lands designated Residential/Recreational Area.

	Maximum Density (Units / Gross Hectare)	Minimum Open Space Component
Blue Mountain Village Area	15	40%
All other areas	10	40%

Section B5.4 provides policies regarding “Hazard Lands”. “Hazard Lands” are generally described as land having inherent environmental hazards. Permitted uses include conservation, passive public parks and resource based recreational uses.

Section B5.5.2 provides “Significant Woodlands” policies that are similar to those of Grey County. Parent S.5.2 addresses development in proximity to Natural Heritage Features. In order to ascertain extent of such features and impact of proposed nearby development, an Environmental Impact Study (EIS) is a key requirement. As noted previously, an EIS was undertaken (dated March 2019) and provides an extensive study of natural heritage and environmental features. The resulting zoning By-law amendment and Subdivision proposals reflect boundaries and constraints of natural features identified through the EIS.

The subject proposal seeks approval for a residential subdivision that can be developed at a minimum yield of 133 single detached dwellings thereby having a density of 8.8 upha (133 units/15.04ha) up to an upper yield of 180 dwelling units for an overall density of 12 upha (180 units/15.04ha). The amount of open space provide in the proposed draft plan is calculated at 38%. In addition, 80% of the proposed lots back onto some form of Open Space.

The subject applications implement key local Official Plan policy and conform to the local Official Plan land use direction by providing residential dwelling units in a form and density permitted by the Official Plan. In addition, the subdivision design accounts for identified environmental features, open space provisions and infrastructure standards and layout.

8.0 SUPPORTING STUDIES AND ANALYSIS

As a result of preconsultation processes along with a review Official Plan policy, the following reports and studies were identified as being required and are part of this application submission:

- i. Functional Servicing Report – Tatham, February 2019
- ii. Preliminary Stormwater Management Report – Tatham, February 2019
- iii. Traffic Impact Study – Tatham, February 2019
- iv. Geotechnical Study – PetoCallum, 2018
- v. Environmental Impact Statement – Hensel Design Group, March 2019
- vi. Archeological Stage 1 and 2 – Earthworks, December 2018
- vii. Planning Justification Report – Travis & Assoc, March 2019

Functional Servicing Report

The Functional Servicing Report (FSR) analyses Sanitary Servicing, Water Supply and Distribution and provides summaries from the Stormwater Management Plan and the Traffic Impact Study. Utilities are also addressed.

Regarding Sanitary Servicing the report acknowledges that the trunk sanitary sewer along County Road 21 was designed in 2012 to accommodate a total of 4,622 residential units. A total of 180 units were allocated to the subject lands with the connection at County Road 21 (see **Figure 9**). A portion of this trunk sanitary sewer was constructed in 2012 and extends along the frontage of the subject lands. Associated infrastructure matters include a potential need to upgrade parts of the system over the next “several” years. However, depending upon the results of a municipal monitoring program.

The submitted analysis herein observes that considering actual peak demands, capacity will be reached after all developments are completed. Nonetheless, a recommendation is that Town initiate a flow monitoring program and engineering studies in order not to hinder development.

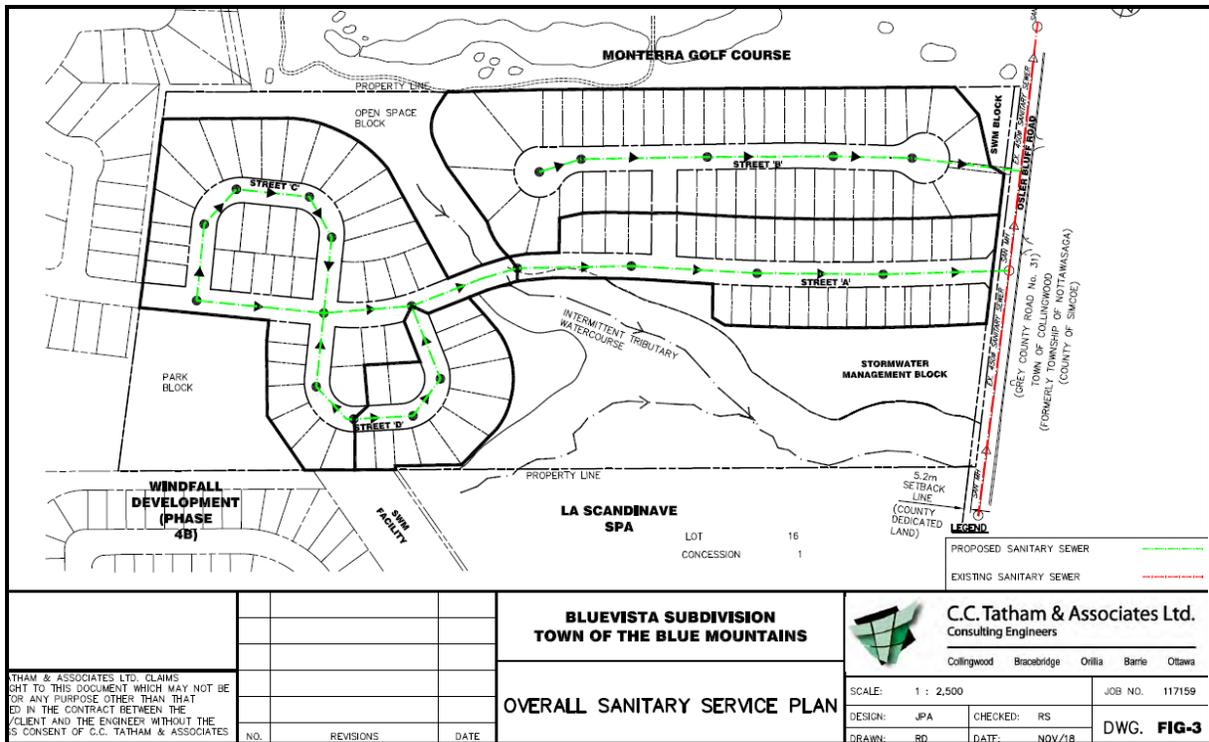


Figure 9: Proposed Sanitary Service Plan

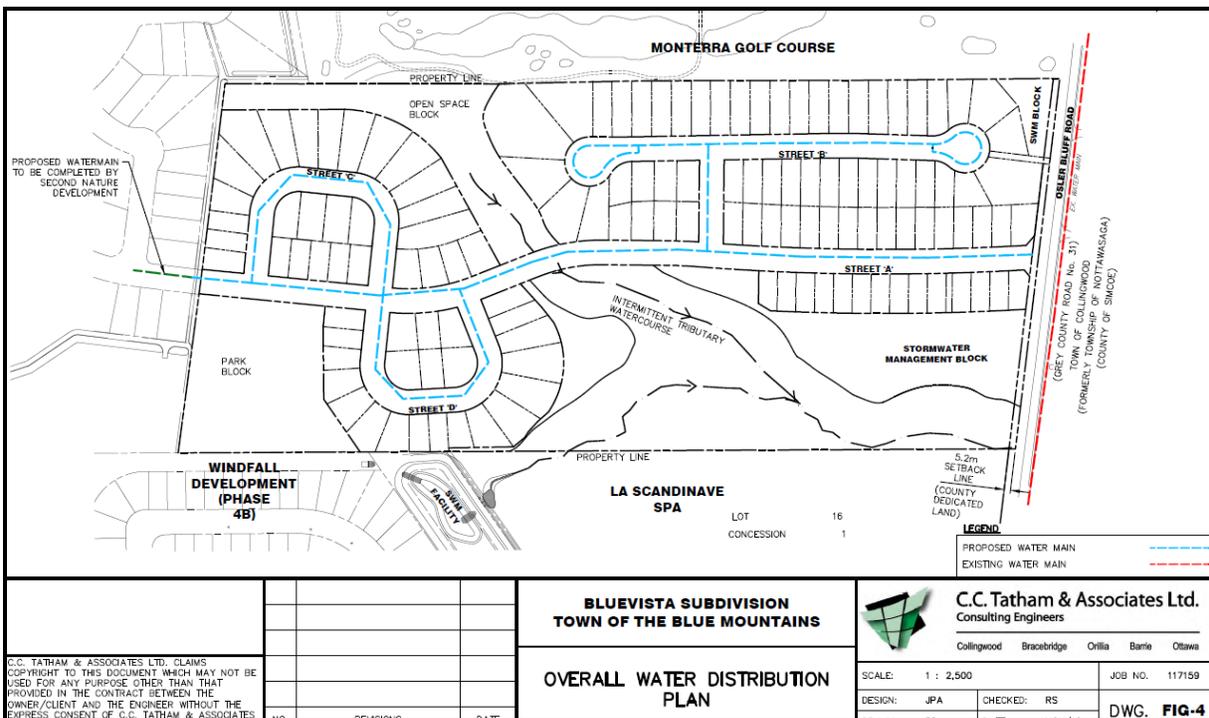


Figure 10: Proposed Water Service Plan

Regarding Water Supply, the report notes that the under-construction Second Nature subdivision to the west is to provide a 200mm watermain that will terminate at the west boundary of the subject lands (at the west limit of proposed Street A, see **Figure 10**). This will provide water to the subject lands.

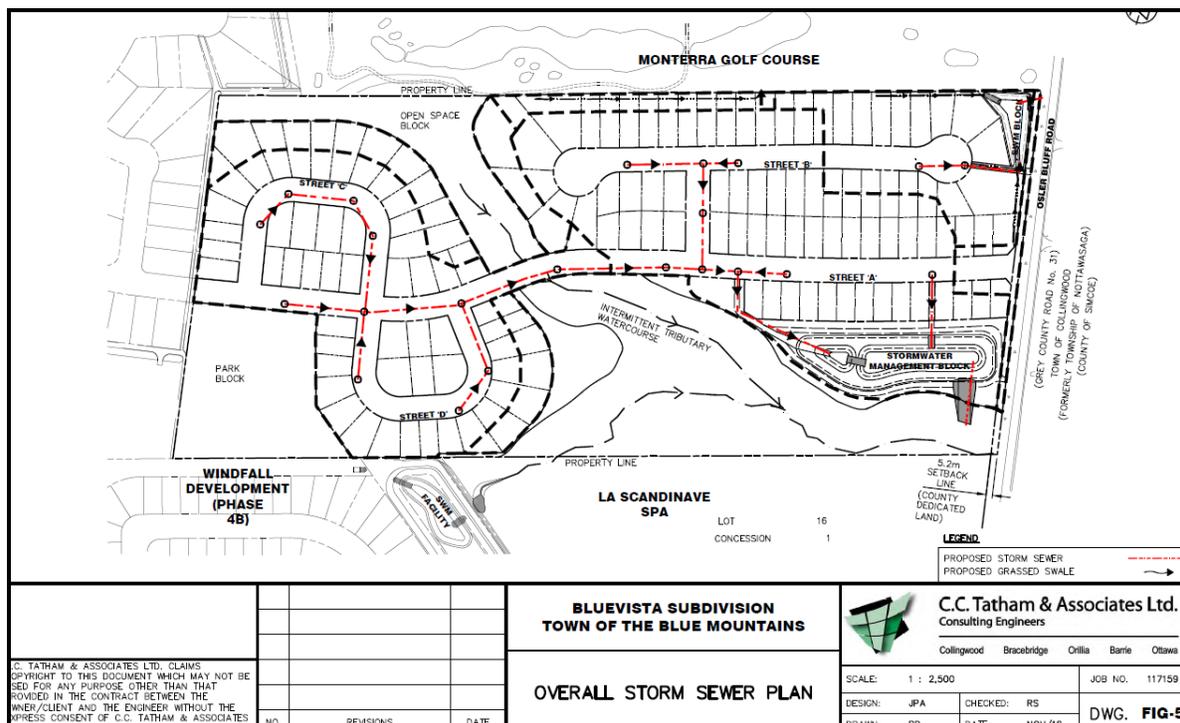


Figure 11: Storm Sewer Plan

Regarding Storm Water, the FSR proposes that stormwater quantity and quality measures will be met via two outlets. A main quantity and quality outlet in the south east quadrant and a smaller, quantity outlet in the north east corner. Both are to provide enhanced Level 1 protection.

Finally, the FSR confirms that the subject lands can be serviced by all area utilities.

Traffic Impact Study

The Traffic Impact Study (TIS) calculated estimated growth and resulting impacts and need for mitigating to ensure acceptable overall road conditions (S. 1). The overall road network was examined and includes a commentary on Transit. Section 6 provides a summary of findings. Site access is provided via the County Road 21 intersection to the east and, a connecting road link with Second Nature to the west. Planned road improvements to the area were noted (roundabout at Grey Road 19 and 21 in 2020-2021 and, Crosswinds extension through to Jojo Weider in 2020). With regards to the Grey Road 21 access to the subject lands, the report

advises that a northbound left turn lane at Grey Road 21 will be warranted under 2030 conditions.

Site lines at Street A and Grey Road 21 were examined and determined to be safe and efficient. Finally, with regards to Transit, the report advises that the proposed internal road system is deemed suitable to accommodate transit along Street A.

Geotechnical Study

The Geotechnical Study reviewed soil conditions and other conditions and advised that “the soils are relatively competent and will provide adequate bearing for residences and other infrastructure” (p. 7). In addition, based on chemical testing for the site, it was concluded that “excavated soils can be re-used onsite” (p. 14).

Environmental Impact Statement

The Environmental Impact Statement (EIS) investigated and addressed Natural Heritage Polices under the PPS, NEP, Grey County Official Plan, Town of The Blue Mountains Official Plan, NVCA and GSCA along with Endangered Species Act and the Species at Risk Act. Study area evaluations included field and recorded data, background reports, vegetation and wildlife habitat, features and surveys, and, significant natural heritage features.

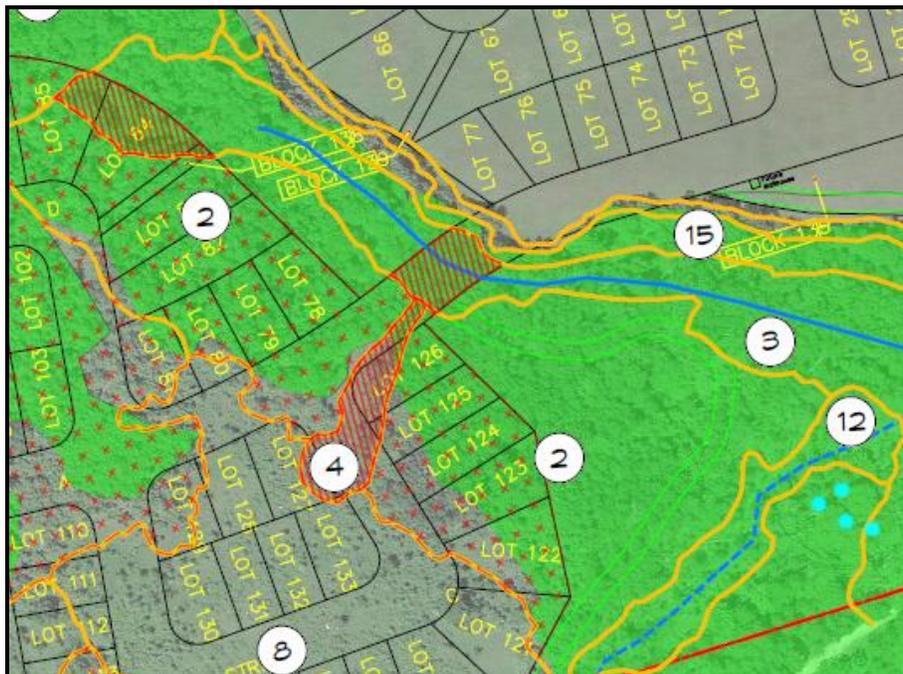


Figure 12: Excerpt of Fig.7 to EIS Re Road Area

As well as a summary of anticipated impacts and a list of proposed mitigations provided in Table 5 to the report, additional recommendations are provided under Section 7 to the report and are summarized below as:

Anticipated impacts and proposed mitigation is outlined above in Table 5 and this section presents additional recommendations that should also be considered as part of the detailed design for implementation prior to, during and post-construction to help reduce or eliminate impacts to the identified natural heritage features and functions within or adjacent to the subject lands. As well, these additional recommendations provide guidance to the final detailed design of the development plan as the project proceeds through the individual lot site design process:

1. Prior to the commencement of construction, temporary barrier fencing should be installed to protect natural heritage features warranting protection from construction impacts. The barrier fence functions to avoid inadvertent intrusion from operation of machinery or other activities. The fencing should be installed under the supervision of a biologist or landscape architect, and maintained and remain in place until final grading and landscaping has been completed.
2. Barrier fencing should be placed at the property line or at the drip-line of trees where trees identified for retention and/or protection are identified. Avoid inadvertent root compaction. In the event that roots or branches of trees to be protected are inadvertently damaged during construction, they should be clean cut as soon as possible. Exposed roots should then be covered with topsoil and mulched under the guidance of a biologist, arborist or landscape architect.
3. Soft engineering and bioengineering techniques are recommended in favour of hard engineering and hardened structures (i.e. rip rap, concrete) to control surface erosion wherever possible.
4. A construction work plan should designate specific locations for stockpiling of soils and other materials, as well as ensuring that vehicle refueling occurs off-site.
5. Areas that are to be cleared for development but are planned to later undergo landscape plantings should implement plans that include native planting materials wherever appropriate.
6. Vegetation clearing should occur outside of the breeding bird season (April 15 to July 30) to prevent nest destruction and outside of April 1st to October 31st to avoid impacts to bats.
7. No further studies are required to supplement the understanding of the natural heritage features of the subject lands.

The proposed Draft Plan includes a necessary provision to extend Street A across a part of an unevaluated wetland (see red-hatched area **Figure 12**). The aerial extent of this crossing is noted at about 0.23ha. Street A is an essential part of the transportation and servicing infrastructure for this sector of the overall community. Street A provides an important connection to the Second Nature subdivision and allows an essential means of ingress and egress between these two neighbourhoods for both emergency services as well as future potential transit routing.

Table 5 to the EIS notes that the area is characterized as a “successional state of woodland that allows for successful adaptation of a new edge along the cut lines”. Table 5 notes that a proposed mitigation measure would include additional proposed landscape plantings.

The overall conclusion is provided in Section 8 and is summarized as follows:

Based on the 2017 and 2018 field investigations relative to the subject lands and the corresponding proposed development plan, we conclude that the proposed development is feasible from a natural heritage perspective, in so long as the recommendations and mitigations identified herein are implemented. If designed and constructed as planned, the conclusion of the EIS is that the development will not impact the ecological features or functions of the natural heritage considerations located on and adjacent to the subject lands.

Archaeological Assessment

A Stage 1 and 2 Assessment was undertaken in 2018. As a result of investigations the report concludes that the “study area is considered to be free of archaeological material” and that “no additional archaeological assessments are recommended” (Executive Summary).

The above noted studies and reports were undertaken in response to the preconsultation process (Section 5.1 herein). The various investigations aided the development of the Draft Plan and provided guidance on the opportunities and constraints affecting design and servicing matters. The overall summary is that the proposed Draft Plan along with the Zoning By-law amendment can be supported on the grounds of the investigations that have taken into account various land use and environmental policy documents along with local municipal development and servicing standards.

9.0 SUMMARY/CONCLUSION

The Official Plans for the County of Grey and Town of The Blue Mountains designate the subject lands for residential uses. The Town of The Blue Mountains Official Plan permits a range of residential dwelling types that includes single and semi-detached dwelling types to a maximum density of 15 units per ha.

In reviewing applicable Official Plan policy, it has been demonstrated that the subject proposal conforms to the County of Grey Official Plan and the overall intent, Goals and Objectives of the Town of The Blue Mountains Official Plan.

The immediate neighborhood surrounding the subject lands is characterized by a mix of low, and medium density housing forms, golf course and recreational uses, commercial uses and, environmental protection lands. The land use form and function resulting from the subject application is consistent with and is complimentary with the overall character of the surrounding area. The subject lands can be fully serviced and the proposed subdivision design and layout provides for ample open space, public parks, protection of environmental features, modest sized lots that assist in efficient use of lands, a road pattern that supports transit and, a trail and pedestrian linkage system that enables active transportation alternatives.

It is respectfully submitted that approval of the subject applications will result in land use regulation (Zoning By-law) and subdivision design that further refines the nature and extent of residential development in keeping with the intent of the Official Plan. In this respect, ***the subject application enhances the ability of the Town of The Blue Mountains Official Plan to implement the intent of the County Official Plan, the Niagara Escarpment Plan and, the directions sought through the PPS.*** As a result, the proposal to amend the Official Plan and Zoning By-law are in the public interest and represent good planning.

Prepared By:



Travis and Associates
Colin Travis, MCIP RPP
March 2019

APPENDIX 1

Preconsultation Notes and Responses

Appendix 2

Proposed Zoning By-law

The Corporation of the Town of The Blue Mountains

By-Law Number 2018 –

Being a By-law to amend Zoning By-law No. 2018-65 which may be cited as "The Town of The Blue Mountains By-law"

Whereas the Council of The Corporation of the Town of The Blue Mountains deems it necessary in the public interest to pass a by-law to amend By-law No. 2018-65;

And Whereas pursuant to the provisions of Section 34 and 36 of the Planning Act, R.S.O. 1990, c. P.13, the By-law may be amended by Council of the Municipality;

Now Therefore Council of The Corporation of the Town of The Blue Mountains hereby enacts as follows:

THAT Map 19 to Schedule 'A' of the Town of The Blue Mountains Zoning By-law 2018-65 as amended, is hereby further amended by rezoning the subject lands from the Development 'D' zone *to the Residential Exception XXX holding (R1-2-XXX-h) Zone, Open Space 'OS' Zone and Open Space Exception XXX holding (OS-XXX-h) Zone* for those lands lying and being in the Town of The Blue Mountains, comprised of Part Lot 17 Concession 1, as indicated on Key Map Schedule 'A-1'.

THAT Section 9.1 *to* the Zoning By-law of the Town of The Blue Mountains, being By-law 2018-65, as amended, is hereby amended by adding Exception XXX as follows:

"XXX Map 19 – Part Lot 17, Concession 1 (Royalton-Craigeleith)

RESIDENTIAL 1 EXCEPTION XX R1-2-XX-H

Uses shall be limited to single detached and semi-detached dwelling units, Hazard lands, Public Open Space and Private Recreational uses only.

The number of dwelling units in the entire area shall not be less than 133 and shall not exceed 180.

A maximum 500 square metre Private Recreational Building shall also be permitted having minimum side yard setbacks of 1m, minimum rear yard of 4m and a minimum front yard of 4m.

Notwithstanding provisions of Table 6.2.1 the following provisions shall apply:

ZONE STANDARD	Proposed R1-2-xx	
	Single Detached	Semi-Detached
	Dwelling	Dwelling
Minimum Lot Area (sqm)	450	225
Maximum Lot Coverage	38%	38%
Minimum Lot Frontage (m)	15.0	7.5
Minimum Front Yard (m)	6.0	6.0
Minimum Exterior Side Yard (m)	2.4	3.0
Minimum Interior Side Yard (m)	1.2	1.2
Minimum Rear Yard (m)	6.0	6.0
Maximum Height (m)	9.5	9.5
Maximum Height (storeys)	2.5	2.5

In accordance with the provisions of Section 36 of the Planning Act, R.S.O. 1990, c. P. 13, as amended, the Holding ‘-h’ symbol shall not be removed from the whole or part of the lands until such time as the following has been completed:

- i. Execution of a Subdivision Agreement;
- ii. Registration of a Plan of Subdivision;
- iii. Execution of a Site Plan Agreement

Until such time as the Holding ‘-h’ symbol is removed, the lands shall only be used for those uses that existed as of the date of passing of this By-law.

Notwithstanding the requirements of Section 3 above, a maximum of 4 (4) model home(s) may be constructed prior to the removal of the Holding ‘-h’ Symbol provided that the owner enters into a Model Home Agreement to the satisfaction of the Town of The Blue Mountains.

That Schedule ‘A-1’ is declared to form part of this By-law.

And Further that this By-law shall come into force and take effect upon the enactment thereof.

Enacted and passed this ____ day of _____, 2019 _____,

Mayor _____

Corrina Giles, Clerk

I hereby certify that the foregoing is a true copy of By-law No. 2019-___ as enacted by the Council of The Corporation of the Town of The Blue Mountains on the xx day of xxx, 2019.

Dated at the Town of The Blue Mountains, this x day of xx, 2019.

Corrina Giles, Clerk

