

PLANNING REPORT
Draft Plan of Subdivision
Zoning Bylaw Amendment
Phase 4 – Lora Bay
The Town of the Blue Mountains
County of Grey



PASCUZZO
PLANNING INC.

September 2018

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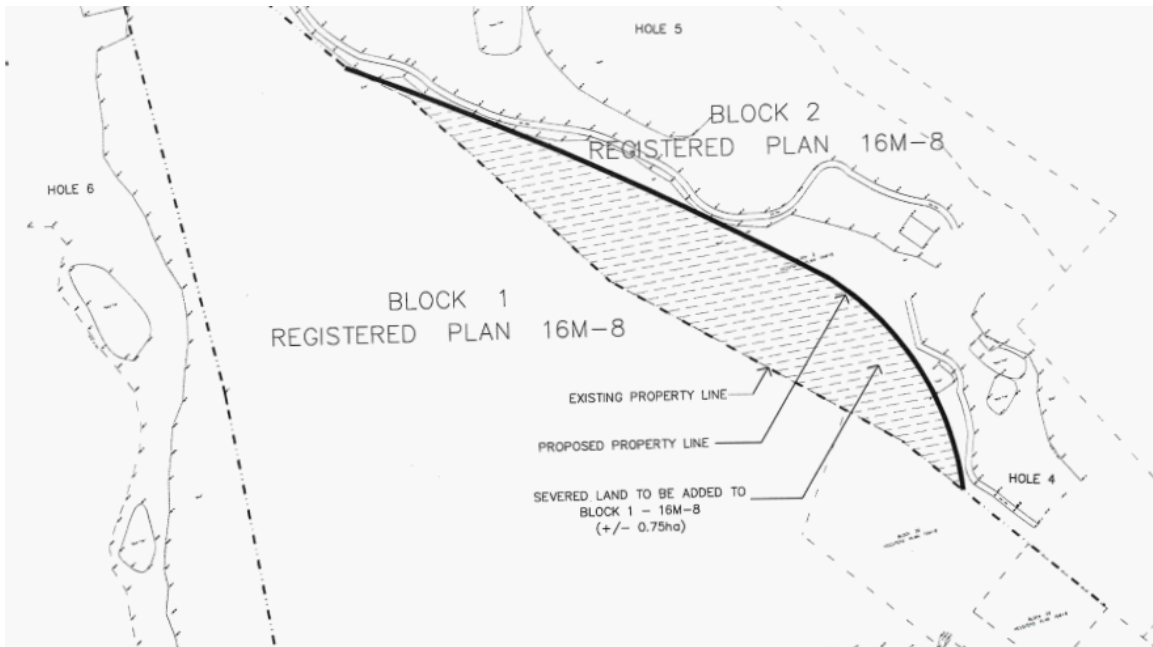
1.0 LOCATION

The 7.88 ha subject lands, generally in the shape of a triangle, are located at the west end of West Ridge Drive within the Recreation Residential Development of Lora Bay, in The Town of The Blue Mountains, County of Grey. (see below)



The subject lands are currently vacant of buildings or structures, but occupied by trees. The southeast corner of the subject lands abuts West Ridge Drive a municipal right of way.

The 7.88 ha area of land is made up of 7.13 ha of Block 1, Plan 16M-8 and approximately 0.75 ha of Block 2, Plan 16M-8, which was recently severed as part of conditionally approved Consent application B06-2018. (April 2018)



2.0 SURROUNDING USES

Lands to the immediate north of the property are occupied by hole #5 of the Golf Club at Lora Bay. Further to the north is a previous phase of single detached residential lots also within the Cottages of Lora Bay, then the 39th Side Road, then Sunset Blvd double loaded by historic residential lots (half of them being waterfront) then eventually Georgian Bay, within approximately 500 m.

Lands to the east are occupied by hole #4 of the Golf Club at Lora Bay as well as Phase 2 and 3 of the Cottages of Lora Bay.

To the southeast, within 1 km, is the main Facility at Lora Bay, which features a restaurant, bar and banquet facility, as well as the clubhouse.

Lands directly south are occupied by holes #7 and #8 of the Golf Club at Lora Bay. Further south is additional vacant land designated for residential development and eventually Provincial Highway 26.

Lands to the immediate west are occupied by hole #6 of the Golf Club at Lora Bay. Further west is additional vacant land designated for residential development and eventually the Christie Beach Road, the municipal boundary between the Town of The Blue Mountains and Meaford.

The majority of the residential development in Lora Bay is single detached residential, however there are existing multiple residential units dispersed throughout the overall neighborhood.

3.0 PROPOSAL

Pascuzzo Planning Inc. was retained by the owner of the subject lands, The Lora Bay Corporation, in order to:

1. Submit a Draft Plan of Subdivision (DPS) for (38) thirty-eight single family residential lots and a future multiple block (block 39).
2. Prepare and submit a Zoning Bylaw Amendment application to rezone the property from the Development (D) Zone to the Residential Third Density (R3) zone and Residential Sixth Density (R6) Zone in the current Township of Collingwood Zoning Bylaw.
3. Provide Planning Justification for the above noted Draft Plan of Subdivision and Zoning Bylaw Amendment.

Draft Plan of Subdivision

The Draft Plan of Subdivision (DPS) includes (38) thirty-eight residential lots ranging in frontage from 18 m to 80 m and area from 750 m² to over 1500 m².

The residential lots within the DPS will gain access via (2) two 20 m wide public roads. The first being the continuation of West Ridge Drive and the second being a crescent shown as Street A.

Block 39 in the northwest corner of the Draft Plan is proposed as a future multiple block that would develop via a future Draft Plan of Condominium application and Site Plan application. Currently (36) thirty-six residential multi-attached units are proposed within (3) three separate (3) three story, (12) twelve-unit buildings. (see below conceptual only)



Pre-consultation

A Pre-consultation meeting occurred on March 31, 2017 with representatives from the County of Grey, Grey Sauble Conservation Authority and the Town of Blue Mountains. Comments received at the preconsultation meeting were utilized to prepare the comprehensive submission included with the development application(s).

4.0 PROJECT TEAM

The project team includes:

- The Lora Bay Corporation - Owner
- Hensel Design Inc. – Environmental Impact Statement Update
- C.F. Crozier & Associates – Functional Servicing and Stormwater Management Report
- Amick Consultants Ltd. – Archaeological Assessment Stage 1-2
- Pascuzzo Planning Inc. – Planning Justification Report
- Paul Thomsen - Ontario Land Surveyor

5.0 SERVICING

The Functional Servicing and Stormwater Report (August 2018) prepared by C.F. Crozier & Associates Inc., provides a detailed analysis and recommendations.

1. A 20 m ROW is proposed for the internal public roadways, including West Ridge Drive extension and will consist of an urban cross section consisting of curb and gutter and storm sewer system.
2. A 300mm dia. public watermain will be extended from the west limits of Lora Bay Phase 3 to the west limits of the Site along West Ridge Drive extension.
3. A 250mm dia. public sanitary sewer will be extended from west limits of Lora Bay Phase 3 to the west limits of the Site along West Ridge Drive extension. The existing sanitary sewer downstream of Lora Bay Phase 4 is sufficiently sized to convey the proposed sewage generated. A 200mm dia. sanitary sewer will be required for the remainder of the Site.
4. Internal preliminary grading has been completed to maintain existing elevations of the Site. It has been assumed that all lots/blocks will drain towards the proposed roadway and ultimately to SWM Pond No. 1. Detailed grading will be completed during detailed design.
5. The existing 750mm dia. storm sewer downstream of the Site along West Ridge Drive will begin surcharging downstream of DIMH 100. Onsite pipe control will be required to maintain proposed peak flow rates downstream of the Site.
6. SWM Pond No. 1 was originally sized to control the 2 through to and including the 100-year 3 Hr CHI storm events post- to pre-development conditions. Using current modelling standards and methodology, it was observed that SWM Pond No. 1 will begin overtopping in the pre-development 50-year SCS storm event. Development of the Site does not impact the existing operating conditions of SWM Pond No. 1 in the uncontrolled post-development conditions.
7. Boulder Creek downstream of SWM Pond No. 1 will convey and contain the Regional storm event to Sunset Boulevard.
8. The existing Sunset Boulevard culvert is sufficiently sized to convey the 25-year storm event under Sunset Boulevard, conforming to current TOBM standards. Overtopping of Sunset Boulevard will occur beyond the 25-year storm event, however will conform to the current TOBM Standards during the 100-year storm event for a rural road.
9. Water quality controls for the Site will be provided by SWM Pond No. 1.

Therefore, we recommend approval of the Planning Applications for the Site from the perspective of engineering services and drainage requirements.

6.0 ENVIRONMENTAL

Hensel Design Group Inc. prepared an Environmental Impact Statement Update dated August 2018. The report provides an update to supplement the Environmental Overview Study completed by the Walter Fedy Partnership in 2001 and the Environmental Impact Study completed by Hensel Design Group Inc. in 2012.

The Environmental Impact Statement Update provides the following conclusions:

- The principle of development has been historically confirmed for these lands however the new County of Grey Official Plan policy involving Significant Woodlands must be considered
- Recognition of the prior County and Town development approvals and related existing site alterations creates a unique situation that can only be addressed by acknowledging the present OP designation and zoning of the lands and the inability to conform to 2.8.4.
- There are no significant habitat or species represented within the Phase 4 lands.
- Mitigation of impacts may be achieved to some extent by landscaping of the single family home lots using native trees and shrubs with enhanced habitat characteristics (berries, nuts, etc.).
- As long as the recommendations and mitigations described in the report are implemented, the compensation for woodland area loss will in time partially restore the limited habitat function that the existing isolated woodland presently provides.

7.0 ARCHAEOLOGICAL

During pre-consultation for the current applications it was recommended that a Stage 1 Archaeological Assessment be undertaken by a licensed Archaeologist.

Amick Consultants Ltd. conducted a Stage 1 and 2 Assessment on the subject lands and determined the following:

As a result of the Stage 2 Property Assessment of the study area, no archaeological resources were encountered. Consequently, the following recommendations are made:

- 1. No further archaeological assessment of the study area is warranted;***
- 2. The Provincial interest in archaeological resources with respect to the proposed undertaking has been addressed;***
- 3. The proposed undertaking is clear of any archaeological concern.***

8.0 PLANNING DOCUMENTATION

PROVINCIAL POLICY STATEMENT

The Province of Ontario provides general planning direction to all communities within the Province. The Planning Act as well as the Provincial Policy Statement provides this direction. The purpose of the Provincial Policy Statement is to provide for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. The Provincial Policy Statement supports improved land use planning and management, which contributes to a more effective and efficient land use planning system.

The Provincial Policy Statement focuses growth within settlement areas and away from significant or sensitive resources, and areas that may pose a risk to public health and safety. The fundamental principles set out in the Provincial Policy Statement apply throughout Ontario and therefore planning documentation such as official plans and zoning by-laws all must be consistent with the Provincial Policy Statement.

The subject lands are considered to be a settlement area and therefore the focus of growth.

The Provincial Policy Statement has three distinct sections:

1. Building Strong Communities
2. Wise Use And Management Of Resources
3. Protecting Public Health And Safety

Generally Section 1, as stated above, is defining that development should be within established settlement areas and should be developed, where possible, on full municipal services.

Section 1.1.3 provides policies for "Settlement Areas". It is the intent of the PPS to focus growth within settlement areas through intensification and re-development. The intent is to utilize vacant lands within build-up areas and to also maximize existing infrastructure that is already in place.

The PPS states:

Section 1.1.3 Settlement Areas

1.1.3.1 Settlement areas shall be the focus of growth and their vitality and regeneration shall be promoted.

Section 1.1.3.7 New development taking place in designated growth areas should occur adjacent to the existing built up area and shall have

compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Designated Growth Areas are defined as lands within settlements areas designated in an official plan for growth over the long term planning horizon.

Section 1.1.3.8 Planning authorities shall establish and implement phasing policies to ensure the orderly progression of development within designated growth area and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.

Section 1.5.1 Healthy, active communities should be promoted by:

- a) Planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, and facilitate pedestrian and non-motorized movement, including but not limited to, walking and cycling;***
- b) Providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, open space areas, trails and, where practical, water based resources;***

Section 2 of the PPS deals with natural heritage issues and cultural heritage and archaeology issues. Section 3 deals with natural hazards and human made hazards.

The proposed Draft Plan of Subdivision complies with the policies of the Provincial Policy Statement.

NIAGARA ESCARPMENT PLAN

The upper tier planning document in regards to the subject property is the Niagara Escarpment Plan. The Niagara Escarpment Plan was the result of the creation of the Niagara Escarpment Planning & Development Act that established a special Provincial Planning area along the Niagara Escarpment from Tobermory to Niagara Falls. In 1985, the Niagara Escarpment Plan was approved by the Province of Ontario. The Niagara Escarpment Plan designates the subject lands as "Escarpment Recreation Area." This designation has been set aside for existing ski areas as well as shoreline residential areas.

Section 1.8 - Escarpment Recreation states:

"Designated Recreation Areas are areas of existing or potential recreational development associated with the Escarpment. Such areas may include both seasonal and permanent residences."

The most important clause of the "Escarpment Recreation" designation is the section outlining official plans, secondary plans and/or by-laws. This section allows the local municipality to provide official plan policies for the "Escarpment Recreation" area. The purpose of these local official plan policies is to implement the general guidelines established within the "Escarpment Recreation" area in a more detailed fashion. Items such as location of prominent escarpment slope have been analyzed and completed as well as establishing densities for development, and setting areas aside for commercial, residential and other land uses that are allowed within the permitted use section of the "Escarpment Recreation" area. When this exercise was completed, the policies of the local official plan (i.e. The Town of The Blue Mountains Official Plan) were deemed to be not in conflict with the Niagara Escarpment Plan.

Based on the above noted policy, it was determined that the proposal conforms to the general intent of the Niagara Escarpment Plan.

COUNTY OF GREY OFFICIAL PLAN – OPA 80, June 25, 2012

The subject lands fall under the jurisdiction of the County of Grey Official Plan, which is an upper tier planning document that provides general land use policies for the entire County of Grey. The subject lands have been designated “Recreation Resort Area” (green) and the plan establishes that it is a requirement that the local municipality provide detailed land use policies for the area.



Section 2.6.7 Recreational Resort Area

(1) The Recreational Resort designation as shown on Schedule A of this Plan shall apply to those lands which are settlement areas which have developed as a result of site specific amendments to the County of Grey Official Plan and/or local Official Plan consisting of a defined development area, specific recreational amenities, residential development and serviced with full municipal services (sewer and water).

(2) New development in the Recreational Resort designation must serve the public interest by contributing to the provision of the community recreational amenities, by facilitating municipal service infrastructure, and by accommodating existing un-serviced development areas and areas with development potential within the existing designation or settlement area.

(3) The Recreation Resort designation will strive to enhance recreation and tourism related activities by:

- a) encouraging the maintenance and expansion of existing recreation and tourism related facilities**
- b) encouraging new land uses that will promote existing or require the establishment of new recreation and tourism facilities which diversify opportunities for all possible forms of recreation such as skiing, snowmobiling, fishing, hunting, golfing, walking, hiking, biking, equestrian and nature trail uses, water access activities, all in a manner consistent with the preservation of the natural environment....**
- c) supporting the dedication/acquisition of land for long term public benefits within the existing designation or settlement area**
- d) supporting the creation of public-private partnerships in a fiscally responsible manner.**

For those areas designated Recreational Resort located within the Niagara Escarpment Plan, the policies of Section 2.5.2 shall also apply.

Section 2.5.2 Escarpment Recreation Area

(2) Local Official Plans and/or Secondary Plans shall provide detailed land use policies and development criteria in these areas that are not in conflict with the provisions of the Niagara Escarpment Plan.

(3) For the purposes of paragraph (2) above, the approved Town of the Blue Mountains Official Plan are recognized within the Niagara Escarpment Plan.

(4) The importance of the Four Seasons Recreational Resort Areas to the tourism section of Ontario's economy, Grey County and the Town of The Blue Mountains is recognized.

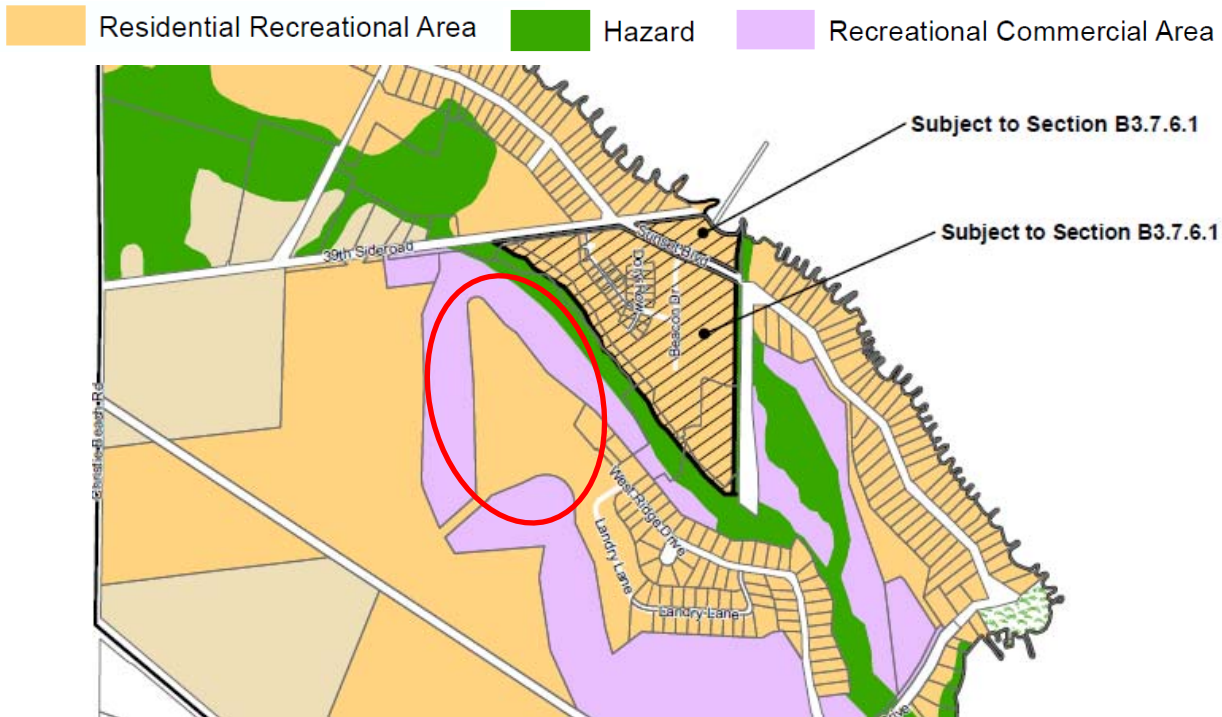
(6) The Escarpment Recreation Area designation, in addition to the designated Settlement Areas, will generally be the focus of growth within the County.

These policies are very important as they allow 1) the local municipality to provide detailed land use policies in compliance with the County of Grey Official Plan and 2) state that this area is the area which is the focus of growth and would be considered to be a settlement area. These policies implement the direction of the Provincial Policy Statement that directs growth to defined settlement areas.

Based on the above noted policies, it was determined that the proposal conforms to the general intent of the Grey County Official Plan.

THE TOWN OF THE BLUE MOUNTAINS OFFICIAL PLAN

The subject lands are designated “Residential Recreational Area” (RR) on Schedule A-4 of the Town of The Blue Mountains Official Plan.



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.

B3.7.2 Location

The settlement area designated as Recreational Resort Area in the *County* Official Plan that extends along the Georgian Bay shoreline providing a seasonal and permanent residential and recreational function.

B3.7.3 Permitted Uses

Permitted uses on lands designated Residential/Recreational Area include:

- a) single detached dwellings;

- b) semi-detached dwellings;
- c) townhouse and low-rise multiple units;
- d) *accessory apartments* in single detached, semi-detached and townhouse dwellings subject to Section B2.7;
- e) *bed and breakfast establishments* subject to Sections B2.5 and B2.5.1;
- f) *home occupations* subject to Section B2.10;
- g) *private home daycare*;
- h) recreational lands and/or facilities in appropriate locations. Recreational uses may include uses such as parks, open space, trail uses, equestrian facilities, community centres, cultural facilities, recreational clubs, racquet facilities and other similar day use facilities may be permitted; and

The proposed Draft Plan of Subdivision will include single detached residential dwellings, which are permitted in the RR designation.

B3.7.4 Development Policies

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
10	40%

The calculation of the open space component shall be based on the whole of the proponent's holdings included in any draft plan of subdivision. Lands designated Wetland or Hazard Lands may be included within the required open space component, however, such lands are not included for the purpose of calculating maximum permitted *development* density, unless otherwise specifically provided under this Plan.

Calculating Density

In order to calculate the density permitted on the subject lands the area 7.88 ha is multiplied by 10 units/ha, which equals just under 79 units. As explained earlier the proposed Draft Plan includes (38) thirty-eight single detached units and a multiple block proposed to include (36) multi-attached residential units. It is important to recognize that the subject lands are part of the overall Lora Bay Master Development Plan which permits over 1025 residential units.

This particular Plan of Subdivision currently proposes 74 residential units on 7.88 ha of land resulting in a density of 9.4 units/ha.

Open Space

The original Lora Bay Master Plan provided a generous open space component via the Golf Club at Lora Bay and waterfront parks. Therefore, it was determined that the 40% open space requirement does not apply to the subject lands.

Based on the above noted policies it was determined that the proposal can conform to the general intent of The Town of The Blue Mountains Official Plan.

THE TOWNSHIP OF COLLINGWOOD ZONING BYLAW (83-40)

The subject lands are currently zoned Development (D) and Special Recreation Exception 177 (SR-177) in the Township of Collingwood Zoning Bylaw 83-40.

A Zoning Bylaw Amendment is proposed to rezone the property from the Development (D) Zone and Special Recreation Exception (SR-177) Zone to the Residential Sixth Density (R6) Zone for the multiple residential block and to the Residential Third Density (R3) Zone for the single detached residential lots. (see below)



Below is an excerpt from Page 6 of The Town of The Blue Mountains Municipal Staff Report PDS.18.40

Prior to development occurring on the property, a re-zoning application will be required to be submitted and approved by Council to establish appropriate zoning for the future residential development. This exercise will be completed through the Draft Plan of Subdivision process when the details of the future development are clearer. Block 2 is currently zoned Special Recreational Exception 177 (SR-177) by Zoning By-law 83-40. These lands may only be used for an 18-hole golf course and related uses thereto, including a club house, a driving range, and other accessory buildings and uses. The existing and proposed use of Block 2 as an 18-hole golf course is permitted. The lands to be severed from Block 2 are currently zoned Special Recreation Exception 177 and is required to be re-zoned to the Development (D) zone category. As a comprehensive draft plan of subdivision application is anticipated to be submitted in the near future, Staff recommend that granting of the consent be conditional upon obtaining appropriate zoning for the lands to the satisfaction of the Town. With this, the applicant will be able to satisfy the condition by means of a comprehensive draft plan application submission, which will unavoidably include a re-zoning application to establish an appropriate residential zone for the entirety of Block 1. In the event that the applicant is not be prepared to submit a complete subdivision application within one-year of the consent decision, then a site specific zoning amendment submission to re-zone the lands into the Development (D) zone will be necessary.

Now that the consent has been conditionally approved the Draft Plan and Zoning Bylaw Amendment are proceeding as expected as part of this concurrent submission.

It is also worth noting that the Town of The Blue Mountains is currently in the process of a Comprehensive Review to consolidate their two existing zoning bylaws; Town of Thornbury (10-77) and the Township of Collingwood (83-40)

The draft of the zoning bylaw proposes rezoning the property to the Development (D) Zone.



Should the NEW Comprehensive Zoning Bylaw be in place prior to Council considering the site specific zoning bylaw amendment related to this proposal then the schedule below should be considered.



To be clear, since the new Zoning Bylaw has not yet been approved it is recommended that the lands be rezoned to the R3 and R6 Zones of 83-40. However, if Council considers the site-specific bylaw related to this development proposal after the NEW Comprehensive Zoning Bylaw is in place the lands should be rezoned to the R1-1 and R2 Zones.

Based on the above noted policies and the proposed site-specific Zoning Bylaw Amendment, it was determined that the proposal can conform to the general intent of the Township of Collingwood Zoning Bylaw.

9.0 CONCLUSIONS AND RECOMMENDATIONS

Lora Bay is a fully serviced Settlement/Recreation Area to which development is to be directed.

Provincial Planning Policy encourages intensification and the elimination of urban sprawl by establishing higher minimum density targets.

The Recreational Residential designation of the Town of The Blue Mountains Official Plan permits a maximum density of 10 units/ha. The Draft Plan proposes 38 single detached residential units and 36 multiple residential units on 7.88 ha of land which would create a density of 9.4 units/ha.

The Recreational Residential designation requires a 40% open space component to the development design. The Lora Bay Master Plan was required to provide a generous open space requirement beyond the 40% policy under the previous Official Plan, which included the Golf Course at Lora Bay and other waterfront open spaces. Therefore, it was determined that the 40% open space requirement does not apply to the subject lands as it was previously allocated.

A Zoning Bylaw Amendment is required to support the approval of the proposed Draft Plan of Subdivision from the Development (D) Zone to the Residential Third Density (R3) Zone and Residential Sixth Density (R6) Zone in the existing Zoning Bylaw or the R1-1 Zone and R2 Zone in the proposed NEW Comprehensive bylaw.

We would respectfully request that the County of Grey and the Town of The Blue Mountains proceed with the Draft Plan of Subdivision and Zoning Bylaw Amendment application(s).

Respectfully Submitted by:

Pascuzzo Planning Inc.

Andrew Pascuzzo MCIP, RPP