Planning Justification Report

3195 East Bayshore Road

SkyDev Bayshore Owen Sound LP

City of Owen Sound

Zoning By-law Amendment

June 2022

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Prepared for:

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1. Introduction

1.1 Background and Context

GSP Group is the planning consultant to SkyDev Bayshore Owen Sound LP (the "Client") with respect to the property known municipally as 3195 East Bayshore Road (the "Subject Site"). Our Client is proposing to develop the currently vacant property for multi-family residential (the "Proposed Development"). The Proposed Development requires Zoning Bylaw Amendment application (the "ZBA" and "Subject Application").

Before being acquired by the Client, a series of planning applications were submitted and approved for the Subject Site:

- Official Plan Amendment No 5 The Subject Site was designated "Industrial Transitional" by the 5-year Official Plan update in 2012. An Official Plan Amendment was required in order to permit a residential development proposal. This Official Plan Amendment re-designated the Subject Site from "Industrial Transitional" to "Residential".
- 2. Zoning By-law Amendment No. 10 The Subject Site was rezoned from "General Industrial Special Provision 14.55" (M1) to "Low Density Residential Three Zone with Special Provision 14.55 and a Holding" ((H) R3 14.55) and "Hazard Lands" (ZH). The holding provision requires certain matters to be resolved, including completion of a land use compatibility study, an urban design brief, an archaeology study, compliance with the Environmental Protection Act and its regulations, the completion of Servicing Studies and agreements entered into with respect to upgrades.
- 3. Zoning By-law Amendment No. 19 The amendment implemented the following:
 - Rezoned a small portion of the Subject Site in the southeast corner of the property from ZH to "Low Rise Residential Three Zone with Special Provision 14.55 and a Holding" ((H) R3 14.55)" in order to permit residential development.
 - Further refined the ZH boundary to reflect the post-development floodplain model.
 - Rezoned a portion of the Subject Site from R3 to Multiple Residential Zone (MR) to permit multi-unit apartment buildings (4-5 storey).
- 4. Draft Plan of Subdivision 42T-16501 provides for approximately 372 residential units including a mix of single and semi-detached dwellings, street townhouses, and multiple dwellings on full municipal services, an internal road with a modified grid system and connections to East Bayshore Road, 32nd St E, and 9th Ave E.

The outcomes of these approvals remain in place for the Subject Site: The City of Owen Sound Official Plan designates the land for residential use, the holding provision introduced in Zoning By-law Amendment No. 10 is in effect, as is the zoning of the Subject Site as proposed in Zoning By-law Amendment No. 19. A request for extension of Draft Plan of Subdivision 42T-16501 was submitted in January of 2022; however, this plan is no longer being pursued.

A pre-consultation meeting was held on May 19th regarding the Subject Application. The provided Issue Summary & Completeness Requirements identify a Planning Justification Report as of complete application requirement. Further clarification was provided by the City of Owen Sound on the requirements for the ZBA application and future Site Plan Approval application. The City also identified a Transportation Plan and Urban Design Brief as submission requirements. It is understood that the Transportation Plan is to be an analysis of the transportation connectivity of the Subject Site and is included as Section 3 of this Report. An Urban Design Brief analyzing Section 8 of the City of Owen Sound Official Plan, as indicated by the City, is included as Section 6 of this Report.

1.2 **Subject Applications**

As noted in the background discussion above, the Subject Site is designated "Residential" in the City of Owen Sound Official Plan (the "OP"), which permits a range of residential uses including those included in the Proposed Development. The current zoning remains as implemented by amendments 10 and 19, in the City of Owen Sound Zoning Bylaw 2010-078, which permits single-detached, semi-detached, duplex, townhouse, converted dwellings, and accessory apartments. A small portion along the south of the Subject Site is zoned Hazard Lands.

As confirmed through the pre-consultation meeting, a ZBA is necessary to permit the proposed built form. An application to remove the hold from the Subject Site will be made following the submission of this ZBA.

1.3 **Purpose and Scope**

This Report has been prepared in support of the Subject Applications and will provide planning justification for the zone change and site-specific provisions.

The objectives of this Report are as follows:

- To provide an overview of the Subject Site, including site description, surrounding uses, and connections to transportation networks;
- To provide an overview of the Proposed Development;

- To provide a summary of existing planning policies and regulations that apply to the Subject Site;
- To provide a summary of the Subject Application; and,
- To provide a planning justification for the Subject Application.

2. Site Location and Context

2.1 Site Description

The Subject Site is located along the eastern shore of Georgian Bay at 3195 East Bayshore Road, and is the location of the former RCA Factory (see **Figure 1**). The Subject Site is legally described as Plan 838, Lot 53 & 54, Part Lot 7. The Subject Site is 15.5 hectares (38.3 acres) in area, having a frontage of approximately 404 metres along East Bayshore Road and 348 metres along 32nd Street East. The Subject Site is currently vacant, having been the location of a former manufacturing building and its associated parking lots, which are now removed. Portions of the Subject Site include trees and open space, and a communication tower is located at the southeast corner of the property.

The Subject Site is located on the east side of East Bayshore Road, on the east side of the bay, and at the north end of the City. Current driveway access exists off of East Bayshore Road and 32nd Street East. East Bayshore Road is classified as a County road and is also known as Grey Road 15.

2.2 Surrounding Context

The Subject Site is located in the northeastern area of the City of Owen Sound (see **Figure 2**). The surrounding land uses generally include:

North: A commercial/industrial property, residential neighbourhood, and farther to the north is the Hibou Conservation Area.

East: An industrial property (McArthur Tire), as well as rural and agricultural lands, and the Kiwanis Soccer Fields.

South: Open space and the Kenny Drain, followed by limited industrial use, the Grey County CP Rail Trail, and urban residential uses.

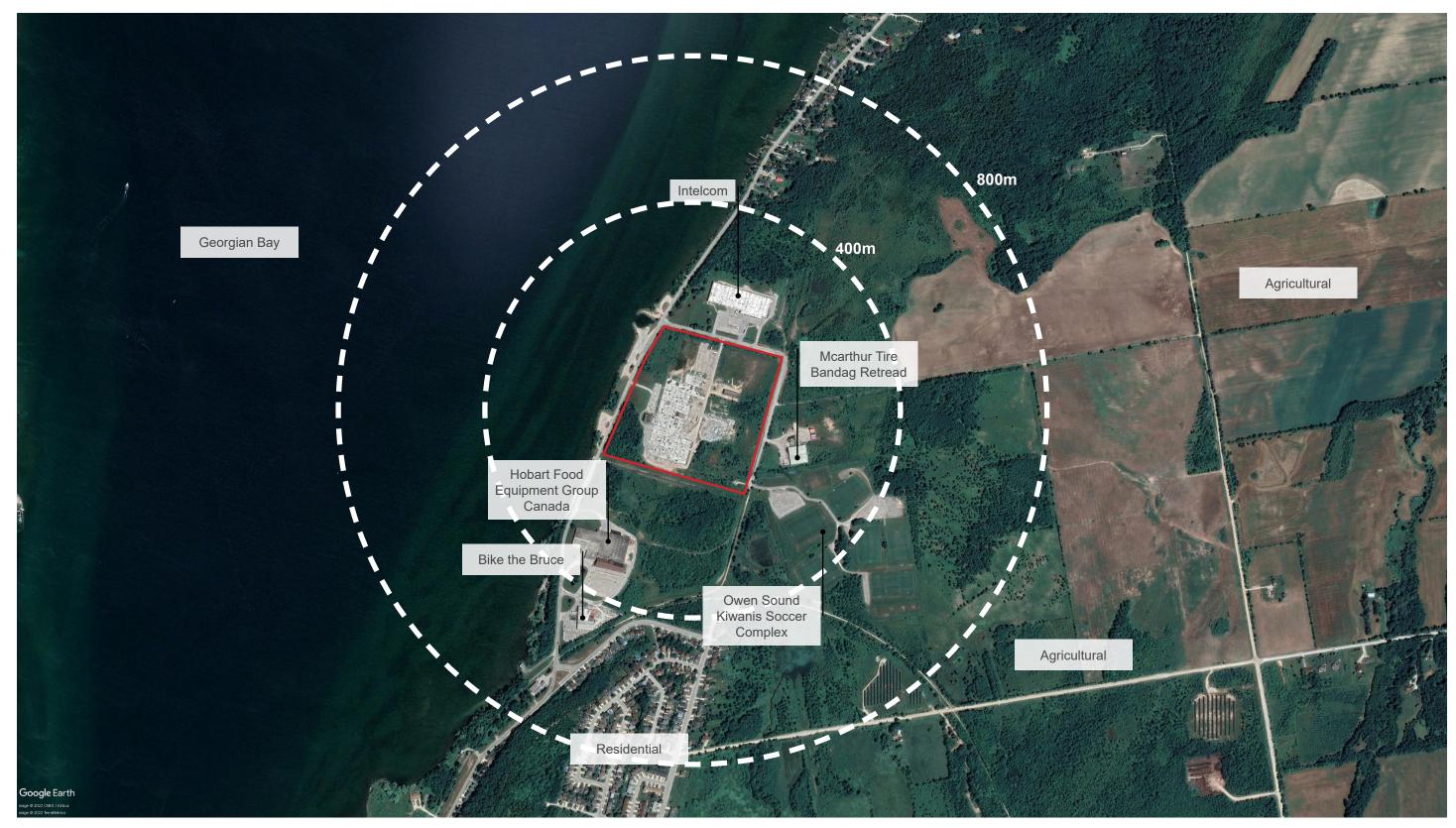
West: Open space and Georgian Bay.





Site Aerial
Source: Google Earth (2019)





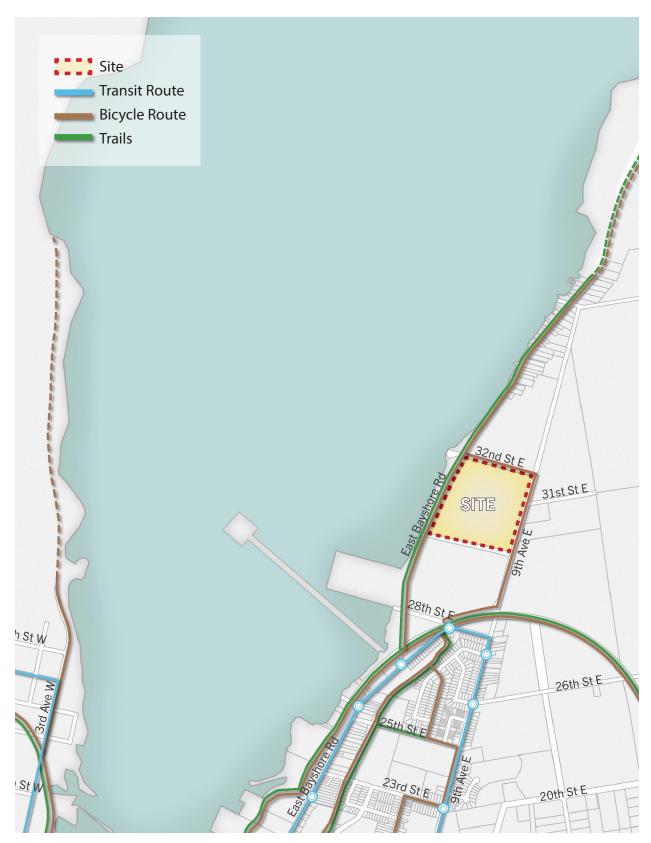


3. Transportation Plan

The Subject Site is located in an area of the City that is connected to transit, recreational trails, and has convenient road access to the greater City (see **Figure 3**). The Subject Site is located along East Bayshore Road, which is classified as a County Road in the Official Plan. The road provides one travel lane in each direction, providing direct access to downtown Owen Sound. A Transportation Impact and Parking Study ("TIS") was undertaken by Paradigm Transportation Solutions, analyzing the existing and future traffic impacts related to the Proposed Development. Recommendations are made to introduce northbound right-turn lanes at the driveway connection to East Bayshore Road and at the intersection of East Bayshore Road and 32nd Street East. A further recommendation is to introduce an all-way stop to address the 3rd Avenue East and 15th Street East intersection, which is expected to remain a critical intersection even without the Proposed Development.

The Grey County CP Rail Trail is located near the Subject Site. This multi-use trail is 77 kilometres along, beginning near the Harry Lumley Bayshore Community Centre to the south of the Subject Site. A trail connection is located at the southeast corner of the Subject Site, linking to the formal trail. The trail follows a wide arc east of the city and runs parallel to Highway 6 to Chatsworth. In addition to this trail, Schedule 4 of the Owen Sound Official Plan designates the road network surrounding the Subject Site as bicycle routes, further demonstrating the future active transportation connectivity of the Subject Site as the City of Owen Sound Master Transportation Plan further defines these roadways as "Planned Bicycle Routes".

The Subject Site is in proximity to public transit. The East Bayshore bus route operates along 3rd Avenue East, where a stop is located within walking distance of the Subject Site via the Grey County CP Rail Trail. The bus route provides access to the major commercial centre along 16th Street East, hospital, and continues toward the downtown area of Owen Sound and the central transit terminal.





Transportation Network

Source: City of Owen Sound Official Plan, Schedule D Active Transportation and Trails Master Plan (2012), Owen Sound Transit Map



4. Proposed Development

The Proposed Development consists of eight, six storey apartment buildings (see **Figure 4**). Each building will contain 89 dwelling units for a total of 712 units. These apartment buildings are proposed to be rental in tenure, making a significant contribution to the supply of rental accommodations in the City which is currently noted at being 1.8% (CMHC, 2020). The existing wooded area the southwestern corner of the Subject Site is to be retained, as is the existing communications tower in the southeastern corner.

The Proposed Development has a density of 46.32 units per hectare and an FSI of approximately 0.47. The buildings are oriented to the interior of the Subject Site. This arrangement mitigates impact on adjacent properties. The apartment buildings are approximately 66 metres setback from the southern lot line, and approximately 65 metres from the northern lot line. In addition to these setbacks, the existing built forms on the adjacent properties are also set back significantly from the shared lot lines. There is a significant setback from East Bayshore Road; this preserves the view to the Bay and creates a natural extension of the open space along this frontage to the open space next to the Bay.

The proposed access and egress points to the Subject Site are along each of the eastern, northern, and western frontages. The access points provide a direct connection to each of the three surface parking lots proposed. This arrangement ensures that each parking lot has at least two ways in and out. It should be noted that the western access and egress is intended for emergency access. While three lots are proposed, they are compartmentalized to have a functional lot of approximately 134 parking spaces oriented towards each apartment building. This layout minimizes walking distances to the apartments and increases the safety of the site circulation. Barrier-free spaces are conveniently located in close proximity to the entrances to each of the apartment buildings. Each of the apartment buildings also has one loading space, which is also located at the edge of the parking lot near the respective apartment building. In total 1,078 parking spaces are proposed, which exceeds the parking standards of the Zoning By-law and reflects the anticipated market needs for the development.

Extensive amenity uses are proposed across the Subject Site, including two amenity buildings, gravel walking trails, two dog run areas, two view overlooks towards the Bay, four turf areas, two patio/shaded areas, community gardens, pickle ball courts, fire pits, pergolas, and open space areas. In addition to these communal amenity spaces, each unit will have access to a private balcony.





Site Plan Source: Skydev (2022)

5. **Policy and Regulatory Context**

5.1 **Provincial Policy Statement (2020)**

The Provincial Policy Statement ("PPS") provides land use planning policy on matters of provincial significance. The 2020 PPS came into effect on May 1, 2020. The overriding vision of the PPS states that "the long-term prosperity and social well-being of Ontarians depends on maintaining strong, sustainable and resilient communities for people of all ages, a clean and healthy environmental, and a strong and competitive economy".

The following PPS policies are relevant to the Subject Site and the Subject Application.

- Policy 1.1.1 states "Healthy, liveable and safe communities are sustained by:
 - a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term:
 - b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
 - c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
 - d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas:
 - e) promoting the integration of land use planning, growth management, transitsupportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs:
 - g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;"
- Policy 1.1.2 directs planning authorities to ensure that sufficient land is made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. Within Settlement Areas, planning authorities are directed to make sufficient land available through intensification and redevelopment and, if necessary, designated growth areas.

- The preamble of Section 1.1.3 states that "the vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities" and that it is in the community interest "to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures".
- Policy 1.1.3.1 directs planning authorities to make Settlement Areas the focus of growth and development.
- Policy 1.1.3.2 directs planning authorities to base land use patterns on a range of opportunities for intensification and redevelopment and of densities and a mix of uses which:
 - a) "efficiently use land and resources;
 - b) are appropriate for and efficiently use the infrastructure and public service facilities which are planned or available;
 - c) minimize negative impacts on air quality and climate change and promote energy efficiency;
 - d) prepare for the impacts of climate change;
 - e) support active transportation;
 - are transit-supportive, where transit is planned, exists or may be developed;
- Policy 1.1.3.3 states that "Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs."
- Policy 1.1.3.4 encourages planning authorities to promote appropriate development standards which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.
- Policy 1.1.3.5 requires planning authorities to establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.
- Policy 1.4.3 directs planning authorities to "provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:
 - a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households;
 - b) permitting and facilitating:

- 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
- 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and
- e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations:
- f) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety."
- Policy 1.6.7.2 promotes making efficient use of existing and planned infrastructure, including transportation demand management strategies where feasible.
- Policy 1.6.7.4 promotes land use patterns, densities and mixing of uses to minimize the length and number of vehicle trips and support the use of transit and active transportation.
- Policy 1.7.1 encourages planning authorities to support long-term economic prosperity by:
 - a) "promoting opportunities for economic development and community investment-readiness:
 - b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce:
- Policy 1.8.1 requires planning authorities to "support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and climate preparing for the impacts of a changing climate through land use and development patterns which:
 - a) promote compact form and a structure of nodes and corridors;

5.2 **County of Grey Official Plan**

The County of Grey Official Plan ("County OP") was approved by the Province on June 6, 2019. It expresses the following vision for the county: "to be the place where people feel genuinely at home and naturally inspired – enjoying an exceptional blend of active healthy living and economic opportunity". To implement this vision, the County OP is structured around five key themes. Of particular relevance to the Subject Application is "Develop Grey", which promotes development focused within the designated Settlement Areas. "Live Grey" is also relevant as it promotes healthy communities, community inclusion, housing needs from an affordability standpoint.

Managing Growth

Grey County is initiating an amendment to the County OP to update the residential and employment growth forecasts, and other housekeeping matters. Mapping and text changes are proposed to the County OP through Official Plan Amendment #11.

This proposed amendment provides population, household, and employment projection to 2026:

Population

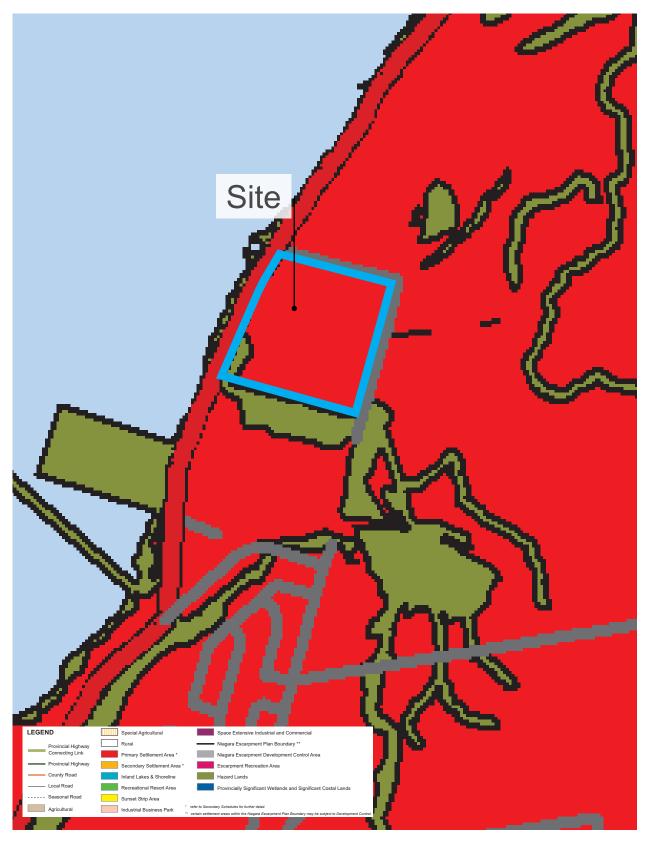
	2021	2026	2031	2036	2041	2046	Growth
Owen	22,510	23,100	23,590	24,080	24,540	24,910	2,400
Sound							
Grey	103,320	108,650	113,450	118,150	122,680	127,130	23,810
County							

Households

	2021	2026	2031	2036	2041	2046	Growth
Owen	10,140	10,480	10,750	11,000	11,220	11,270	1,130
Sound							
Grey	43,530	46,550	49,160	51,550	53,650	55,570	10,040
County							

Settlement Area Land Use Types

Section 3.3 of the County OP establishes the land use types of the County. According to Schedule A, the City of Owen Sound is classified as a Primary Settlement Area (see **Figure 5**).





County Land Use Source: The County of Grey Official Plan, Schedule A Land Use Types (2019)

This section promotes efficient development patterns and growth in primary settlement areas, stating:

- Policies of this Plan will promote development forms and patterns which minimize land consumption and servicing costs. This will help ensure development is compact in form and promotes the efficient use of land and provision of water, sewer and transportation, and other services
- Settlement areas include cities, towns, villages, and hamlets, as well as, growth areas along our shorelines and in our recreational areas. Settlement areas within the County vary in terms of size, density, population, economic activity, diversity, and intensity of land uses, service levels, and types of infrastructure available.
- Primary Settlement Areas larger settlements with full municipal servicing, and a wide range of uses, services, and amenities which are intended to be the primary target for residential and non-residential growth

General Policies Affecting Settlement Area Land Use Types

Section 3.4 provides further policy direction for Settlement Areas. Policy 3.4.1 establishes an overall intensification target for new growth at 15%. This target is further confirmed for Owen Sound on Table 6 of the County OP.

- Policy 3.4.6 directs that development within growth areas should occur adjacent to the existing built-up area and will have a compact form, mix of uses, and densities that allow for the efficient use of land, infrastructure, and public service facilities.
- Policy 3.4.14 encourages that development of communities occur with a wide range of housing types, including detached, semi-detached, townhouse, and apartment units, be provided, along with a mix of affordable housing, including second units and special needs housing, range of alternative locations, forms and densities of housing, and price ranges to meet a variety of housing needs.
- Policy 3.4.15 establishes that development within the built-up areas may be of higher density to achieve the policy directives of this Plan but should be compatible with adjacent residential areas. The local municipalities may explore means to ensure compatibility through measures such as transitional densities, built form, and land uses.
- Policy 3.4.16 directs that settlement form and building design must consider conservation in energy, water and wastewater management, the current use or eventual introduction of public transit, the integration of paths and trails, bicycle routes, a compact and convenient design which encourages walking, the incorporation of natural heritage features and areas, public safety including the impact on crime prevention, and the preservation of public access to shorelines.

Primary Settlement Areas

Section 3.5 provides further policy direction specific to the Primary Settlement Areas of the County. The preamble of this section states:

"Primary Settlement Areas are areas suitable for high intensification targets, public transit services, and have full municipal services. Municipalities with primary settlement areas will, in their official plans, identify and plan for intensification within these areas. The development of high quality urban form and open public spaces within these areas is also encouraged through site design, and urban design standards, to create attractive and vibrant places that support walking and cycling for everyday activities and are transit-supportive."

- Policy 3.5.2 directs that Primary Settlement Areas will have land use policies and development standards in accordance with local official plans.
- Policy 3.5.3 promotes the development of Primary Settlement Area land use types for a full range of residential, commercial, industrial, recreational, and institutional land uses. These areas will be the focus of the majority of growth within the County.
- Policy 3.5.5 establishes a minimum development density of 25 units per net hectare for new development in the City of Owen Sound.
- Policy 3.5.6 directs that intensification opportunities are strongly encouraged within Primary Settlement Areas. Municipalities must develop and adopt intensification strategies to ensure that the residential intensification targets identified in Section 3.4.1 of the Official Plan are met. Intensification strategies in Primary Settlement Areas shall enable:
 - a) Brownfield redevelopment:
 - b) 'As-of-right' permissions in official plans and zoning by-laws for second units;
 - The development of vacant and/or underutilized lots within previously developed areas;
 - d) The expansion or conversion of existing buildings.

New construction through intensification should occur in a manner that takes into account the existing built and physical environment and is compatible with the surrounding land uses.

Housing Policy

Section 4.1 of the County OP establishes the County's housing policies. The preamble of this section provides direction on both the supply and variety of housing anticipated for the County. The housing variety section states:

"The County will aim to provide a variety of housing types to satisfy the present and future social, health, safety, and well-being requirements of residents. In doing so, we want to prioritize housing accessibility and affordability.

This plan encourages housing opportunities that address the needs of seniors and persons with physical, sensory, and mental health disabilities. We want people to be able to remain in a neighbourhood as housing needs change over time. It will be important to consider experimental housing types (i.e. life lease, cooperative housing, or "life-style" communities). These neighborhoods and facilities should be oriented as being age-friendly and encouraged within urban settings with appropriate services.

New residential developments will be promoted at densities which efficiently use available servicing (subject to Section 8.9) and are appropriate to site conditions and existing patterns of development."

Further to the housing variety direction, residential intensification policies are also provided. The policies pertinent to the Subject Application include:

- Policy 4.1.1 directs for the support of increased densities in newly developing areas with a broad mix of housing types and integrated mixed-use developments, accessible housing and integrated services, and housing forms.
- Policy 4.1.2 directs for intensification in all areas within settlement areas including adaptive re-use or redevelopment of sites that previously had development and underutilized lands.
- Policy 4.1.4 encourages intensification within Primary Settlement Areas along major roadways and arterial roads.
- Policy 4.1.6 encourages intensification which results in new rental accommodation.
- Policy 4.1.9 directs for development to be cost effective, environmentally sound, sustainable, and compatible with existing uses.
- Policy 4.1.10 establishes that adequate infrastructure is, or will be, established to serve the anticipated development.

5.3 City of Owen Sound Official Plan

The City of Owen Sound Official Plan (the "City OP") reflects the policy direction of the County OP and contains further policy direction for land use and development at the localized scale. The City OP contains goals, objectives and policies to manage and direct physical development within the context of social, economic, built and natural environmental matters in the City. The City OP was first adopted in 1984 and was subsequently amended in 2006 and 2012. In 2019 the City initiated a review of the Official Plan that included

analysis of existing policy, trends and issues; consideration of recommendations from Cityapproved Master Plans; and, public consultation. The process led to the preparation of an amended Official Plan in 2021.

Section 3 contains the policies for the land use designations of the City OP. As noted on Schedule A of the City OP, the Subject Site is primarily designated "Residential" (see Figure 6). Small portions of the Subject Site are designated as Hazard Lands; however, these areas are not planned for development.

The preamble of this section states that "Residential uses may include single detached, semi-detached, various forms of townhouse, and apartment buildings. Residential uses shall be permitted at low, medium and high density". The density of the Proposed Development is 46.32 units per hectare, which is noted as being within the medium-density residential bracket according to policy 3.1.2.1.

Further to this density policy, policy, 3.1.2.5 states that "density shall be allocated in residential areas in accordance with the following:

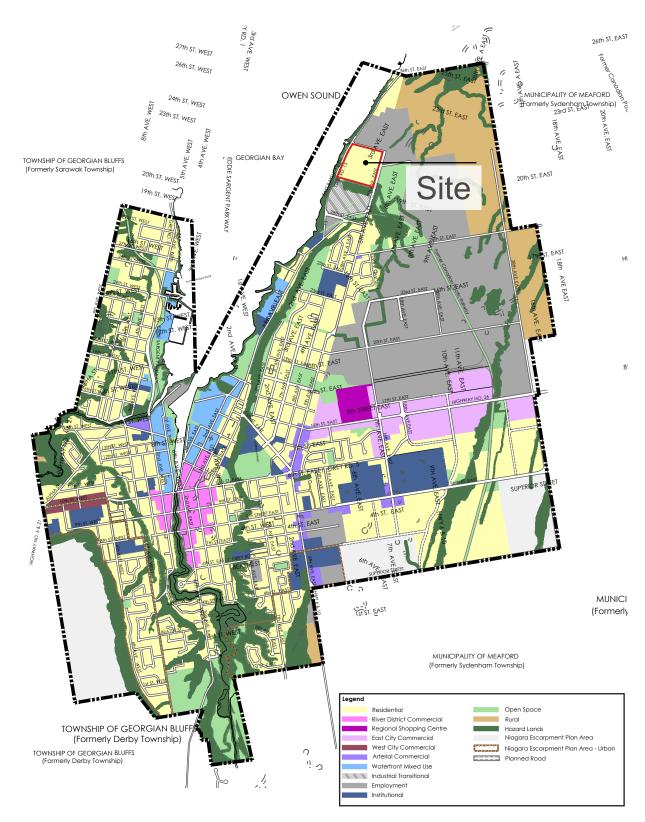
- a. Lands shall have access to hard services at sufficient capacity for the intended density.
- b. Adequate soft services such as parks, schools, emergency services, transit and similar shall be available as required to support the intended density.
- c. Lands intended for medium and high-density uses should have direct access to collector or arterial roads and proximity to compatible land uses including but not limited to local institutional and neighbourhood commercial uses."
- Policy 3.1.3.1 establishes that residentially designates land shall have access to full municipal services, including piped water supply, storm drainage and sanitary sewer systems, installed according to requirements of the City and other applicable agencies.
- Policy 3.1.4.1 establishes that an objective of the City OP is to provide for a full range of housing types and densities required to meet projected requirements of current and future residents of the regional market area. Regional market area refers to an area, generally broader than a lower-tier municipality that has a high degree of social and economic interaction.
- Policy 3.1.5.1 directs that the City will support a range of attainable housing development in proximity to transit and amenities to increase mobility and accessibility to goods and services, healthy food retailers, commercial areas, employment, medical and health facilities, recreation, transit, and trails.
- Policy 3.1.8.1 establishes that the City will support innovative residential development that meets the City's housing objectives.

- Policy 3.1.8.2 directs that housing intensification is supported subject to the following policies:
- a. "The proposed development meets locational and other criteria of this Plan.
- b. The type, size and scale of the proposed development is compatible with adjacent development and planned land use.
- c. The existing infrastructure, including sewer and water services, can support additional development.
- d. The existing community and recreational facilities, such as schools and parks are adequate to meet the additional demand.
- e. Required parking can be accommodated.
- The local road network can accommodate any additional traffic."

The Proposed Development includes a walking trail through the portion of the Subject Site designated as Hazard Lands. Under this designation, passive and active outdoor recreation uses, including trails for walking, cycling or cross-country skiing provided they can operate without adversely affecting the hazardous conditions of Hazard Lands or be subject to excessive damage due to potential hazardous conditions, are permitted.

Section 4 of the City OP contains secondary plans for certain areas of the City identified as Planning Areas, as shown on Schedule B (see Figure 7). The Subject Site is identified as being within the East Waterfront Study Area. At this time, no secondary plan is in place for this area.

Policy 5.1.5.1 directs that new development will be designed to be walkable and bike friendly by including multi-use trails, sidewalks, and/or paved shoulders where appropriate to integrate with the overall complete transportation system.

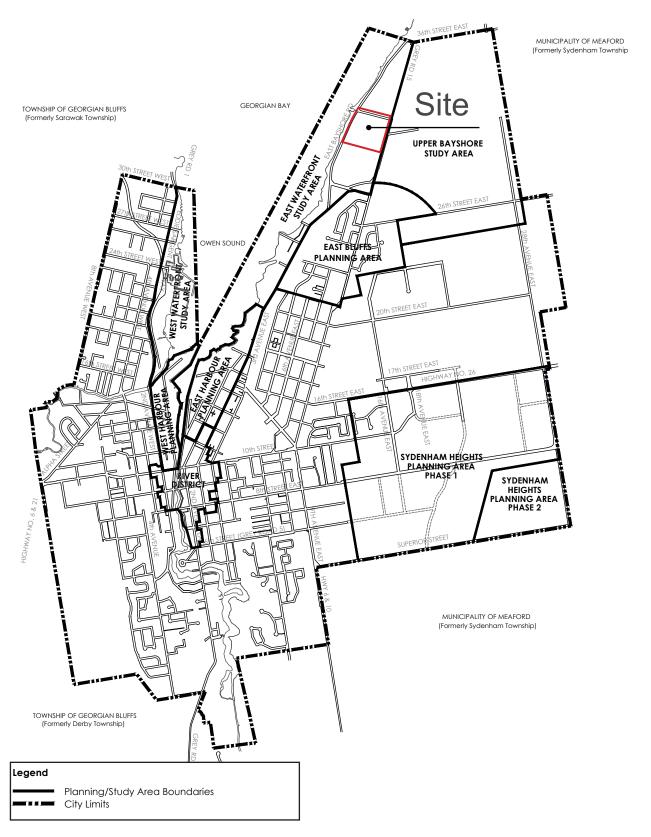




City of Owen Sound Official Plan Land Use

Source: City of Owen Sound Official Plan, Schedule A Land use (2017)







Planning Areas and Study Areas

Source: City of Owen Sound Official Plan, Schedule B Planning Areas (2012)

5.4 City of Owen Sound Zoning By-law

The Subject Site is currently zoned R3 (H) 14.55 (see **Figure 8**). The ZBA application proposes to change the zoning of the majority of the Subject Site to the Multiple Residential (MR) zone. The small portion of the Subject Site currently zoned Hazard Area is to remain as such.

Zone Provision	Requirement (MR Zone)	Proposed Development	
Minimum Lot Frontage	25 m	348 m	
Minimum Lot Area	1,000 m ²	153,700 m ²	
Maximum Lot Coverage	40%	9%	
Minimum Front Yard	10 m	79 m	
Setback			
Minimum Rear Yard	10 m	66 m	
Setback			
Minimum Interior Side Yard	6 m	N/A	
Setback			
Minimum Exterior Side	6 m	58 m	
Yard Setback			
Maximum Building Height	15 m	20 m	
Minimum Gross Floor Area	35 m ² /unit	> 35 m ² /unit	
Maximum Density	1.5 FSI	0.47 FSI	
Minimum Landscaped	30%	~ 59%	
Open Space			

Parking requirements are provided in Section 5.18 of the Zoning By-law. For apartment dwellings, parking is required at a rate of 1.25 spaces per unit with an additional 1 space per 10 required parking spaces for visitor use. Section 5.20 provides the required bicycling parking spaces, which is 10% of the required vehicle parking spaces.

Based on the Proposed Development providing 712 dwelling units, a total of 890 vehicle spaces are required and 89 bicycle parking spaces. These parking requirements are met by the Proposed Development. Bicycle parking will be provided in dedicated areas for each building.

5.5 Grey Sauble Conservation Authority

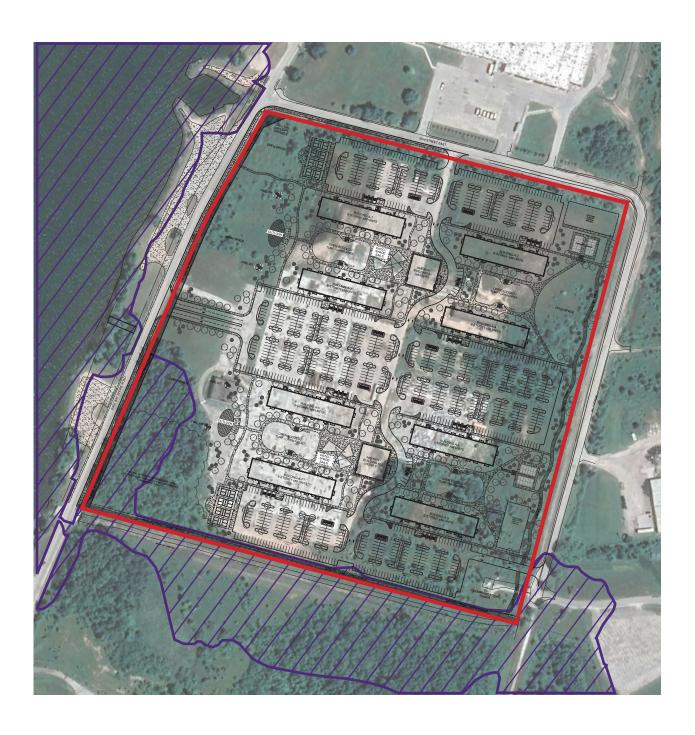
The Subject Site is within Grey Sauble Conservation Authority (the "GSCA") hazard area (see **Figure 9**). Through the pre-application consultation, the GSCA confirmed that an Environmental Impact Study would not be required as part of the Subject Application as no development is proposed to occur in the hazard area.

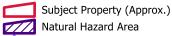




City of Owen Sound Zoning By-Law Schedule A











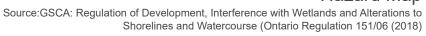




Figure 9

6. **Urban Design Analysis**

As noted in the pre-consultation comments, a discussion of Section 8 of the City OP, the Urban Design policies, is required as part of this ZBA submission. It is understood that a full urban design brief, including architecture brief will be required as part of the application to remove the holding provision currently in place on the Subject Site, which will be submitted in the future. This urban design analysis examines each of the relevant policies of Section 8 of the City OP, and provides a response on how the Proposed Development meets the intent of the policy.

8.2 Natural Features

Access and Protection

- 8.2.1.1 Development and redevelopment shall be encouraged that protects and enhances natural features and the opportunities to enjoy them, including the river valley and escarpment setting.
- 8.2.1.5 The protection and replacement of mature trees throughout the City is encouraged, particularly on the slopes of the escarpment and along the streets.
- 8.2.1.6 Where new development is proposed, locations of existing mature trees should be considered in the preparation of a site plan. Through the implementation of the Tree Preservation Policy, the City will ensure tree protection in maintaining healthy trees. The City will require the planting of street trees in new development areas through a tree survey planting plan.

Response: The Subject Site is adjacent to Georgian Bay and the development of the property will provide further opportunities to enjoy the views and natural setting. The Subject Site features a woodlot, which will be maintained through the development of the property. Where the more sparsely treed areas are intended to be cleared, several trees will be introduced to the Subject Site. A detailed Tree Management Plan will be prepared at a later stage of the review process through Site Plan Approval.

8.4 Pedestrian Environment

Objective

8.4.1.1 - The City will seek to secure a safe and accessible pedestrian environment in public and private development through the development and use of design guidelines which provide standards for clear visibility in public places, appropriate lighting, safe movement around vehicles, barrier free sidewalks and building entrances and such other measures as may be appropriate.

Response: Vehicular access to the Site is provided from 32nd Street East, East Bayshore Road, and 9th Avenue, connecting the surface parking areas. Barrier-free parking spaces are provided in close proximity to the building entrances. The proposed buildings entrances will be designed to optimize visibility and access through on-site pedestrian walkways. The proposed buildings will define pedestrian-scale lighting at detailed design stage and will ensure even illumination of exterior areas. The specific design elements of the Proposed Development will be confirmed through the future Site Plan Approval application.

Living Streets

8.4.2.4 - The City will promote public and private development that provides a comfortable, human scale environment, supports social interaction and which addresses the issues of year round use.

8.4.2.5 - In developing design guidelines and in public works, the City will promote an interesting and inspiring public environment through a high standard of building and landscape design, the inclusion of public art in accessible and visible locations and the preservation of heritage features.

8.4.2.7 - The City will promote public and private development that achieves the optimum conditions of sun, shade and wind conditions throughout the seasons in all outdoor pedestrian areas. Conditions should be suitable for the expected activities, whether active, such as walking or passive, such as sitting. Optimum conditions may be achieved through the appropriate siting of buildings and open spaces, the shape of taller buildings, the use of building elements such as awnings and walls and the use of landscaping elements to provide windbreaks and shade. In areas where taller buildings may be built or where there is direct exposure to open water, the City may require wind testing and shadow studies of proposed development and the adjacent pedestrian areas and public spaces.

Response: The Proposed Development provides a wide variety of amenities to foster social interaction, including view outlooks, fire pits, turfed areas, and pickle ball courts. At a height of six storeys, the buildings remain human in scale, and in conjunction with the large lot area and open spaces of the Subject Site, do not overwhelm the property. In addition to the extensive landscaped open areas, indoor amenity buildings are provided to ensure that recreational opportunities are available year round.

8.6 Streetscape

Objectives

8.6.1.3 - The City may define, within any development area, building heights and setbacks or, in some cases, 'build to' lines that are consistent with the intended form of development and relevant guidelines. Within a residential area, such heights and setbacks should be

consistent with the general form of existing development. Increased setbacks may be required where high buildings are proposed.

8.6.1.4 - The City may provide, or may require of new development, enhancement of the public right of way consistent with the character of the neighbourhood and applicable urban design guidelines, using streetscaping elements such as special lighting, landscaping, paving stones, street furniture, public art and other complimentary features and fixtures.

8.6.1.5 - Streetscape adjacent to parks, open space, natural areas or waterfront should be designed to visually extend the natural elements and spaces

Response: The apartment dwellings of the Proposed Development are set back significantly from the neighbouring properties, in line with the expectations for taller buildings. Several design elements such as lighting, paving stones, and street furniture will be confirmed through the future Site Plan Approval application. The design of the frontage along East Bayshore Road and the waterfront is intended to extend and connect the open space of the Subject Site to the open space along the waterfront, and provide a visual extension to the waterfront.

Large Lots

8.6.5.3 - Consideration should be given to continuous pedestrian access along the building fronts near the street and connecting to adjacent development. Safe, comfortable, accessible and barrier pedestrian points of access from the street should be provided at regular intervals to all buildings on the lot.

8.6.5.4 - Connect City sidewalks to main, accessible entrances.

8.6.5.5 - In this form of development, parking shall be separated from sidewalks by a landscaped buffer. Sidewalks may also be set back from the road with landscaped boulevards where appropriate. These areas should be landscaped in accordance with applicable design guidelines.

Response: The Proposed Development maintains continuous pedestrian access along each frontage, with continued access through on-site pedestrian walkways across the Subject Site and to each apartment building. There are currently no municipal sidewalks along East Bayshore Road. A 5.18 metre road widening is accounted for, and the Proposed Development can connect to a future sidewalk. The landscaped areas between the proposed building and the parking lots provide sufficient space for comprehensive landscape treatments that contribute to an attractive pedestrian-oriented streetscape. These landscaped areas may include outdoor seating and landscaping in the form of planting beds and street trees that can accommodate passive users. Landscape strips, tree plantings and walkway connection will be incorporated within the surface parking areas to break up the visual extend of the parking areas.

Parking and Access

- 8.6.6.1 Where off street parking is required, the City may develop and enforce design criteria and guidelines to provide for:
- a. Safe vehicular access.
- b. Pedestrian safety, convenience and accessibility.
- c. Adequate lighting, signage and landscaping.
- d. Controlled visual impact by appropriate location on the site.
- 8.6.6.2 Parking should be located in a manner appropriate to the size of the site, the optimum relationship of the building to the street and convenient access for users as described in Section 8.6.
- 8.6.6.3 Access points should be clearly visible and distinguishable, limited in number and designed in a manner that will minimize hazards to pedestrian and motor traffic in the immediate area. The City may require consolidation of adjacent parking areas to provide appropriate spacing of access points on arterial roads.
- 8.6.6.4 Pedestrians should have a safe, well-lit, clear route from vehicle to building at all times of the year. Safe, comfortable, accessible and barrier-free pedestrian points of access should be frequent and easily identified with clear directional signage. Larger developments should provide sitting areas for pedestrians awaiting pick-up.
- 8.6.6.5 Parking areas are to be adequately landscaped in accordance with urban design guidelines. Parking areas should maintain distinct street edges through appropriate landscaping or structures.

Response: The Proposed Development provides parking in surface parking lots. These lots have clearly defined points of access for pedestrians, and walkways to facilitate safe circulation. Barrier free spaces are provided in accordance with the Zoning By-law. Access from the County Road to the parking areas is consolidated to one access. These parking areas will be appropriately landscaped and provide distinct vehicle and pedestrian areas. Residential pick-up and drop-off areas are located on the internal driveway, next to the residential entrances. Drop-off area will be surfaced appropriately to facilitate barrier free access to the building from the sidewalk and parking area. Planting strips and landscaped edges will frame the surface parking areas and driveways to minimize the aesthetic impact of the surface parking.

Adjacent Uses

- 8.6.7.2 The City shall consider the potential impact of abrupt changes in building height and scale on surrounding uses and protected views when considering zoning by-laws and site plan approvals. Generally, the City will seek compatible building forms.
- 8.6.7.3 Where the height or mass of a proposed building may significantly shadow or cause increased wind conditions on an adjacent open space or solar collector, the City may require a study be undertaken to assess the impact and may develop and enforce setback requirements, site plan requirements and design guidelines to ameliorate the problem.
- 8.6.7.4 Wherever a residential type of use abuts an industrial use, a commercial use, an institutional use, a parking area, a loading area or any other incompatible use, the City may develop and enforce setback requirements, site plan requirements and design guidelines to provide adequate visual and aural separation and privacy for the residential use in accordance with MECC.

Response: The Subject Site is adjacent existing commercial and employment uses to the north and south. The Proposed Development orients surface parking to these frontages to ensure adequate physical separation from the surrounding uses and the dwelling units. It is noted that the City will require a Shadow Study as part of the future Site Plan Approval application.

New Residential Development

- 8.6.8.2 Buildings should be sited to provide relatively consistent streetscapes within an area, with similar setbacks, defining the visual width of the streets. Street trees should be planted in accordance with an appropriate plan.
- 8.6.8.3 In new comprehensively designed residential development, the City may permit building setbacks and lot sizes which vary from surrounding development where these are determined to be appropriate to the proposed form of development in accordance with accepted design guidelines.
- 8.6.8.4 New development should support the maintenance of a continuous open space system and provide appropriate pedestrian access.

Response: The Proposed Development provides a consistent building setback, which is a significant distance from the roadway. This is done to ensure views of Georgian Bay and enjoyment of the open space towards this frontage. The Subject Site is adjacent to the Grey County CP Rail Trail and provides a connection to this trail, contributing to the continuous open space in the City.

Outdoor Lighting

8.6.9.1 - New development and redevelopment shall be designed with responsible lighting practices that create safe outdoor environments and minimize glare and impact to night sky, public view and surrounding properties.

Response: Lighting for the Subject Site will be considered at the detailed design stage but will ensure on-site lighting provides appropriate illumination of exterior areas while minimizing light trespass to surrounding properties.

Landscape Design

8.6.10.1 - Landscaping shall be designed to enhance the presence of each building and used as a major visual element to unify the proposed building, streetscape and surrounding environment.

8.6.10.2 - Landscaping design shall utilize a diversity of plant material that are appropriate for the site conditions in all seasons, including a focus on native plant material where appropriate, and avoid the use of invasive species in accordance with City policies and guidelines.

Response: A detailed landscape plan will be provided as part of the Site Plan Approval application. Conceptually the current proposal includes lawns/turf areas, hard paved areas, shade structures, seating areas, and plantings. Tree plantings and massed understory plantings will be proposed between the buildings and throughout the surface parking lot to break up the surface parking area and reinforce the pedestrian walkways. Tree plantings will provide shade for amenity areas and contribute to softening the interface along property lines. Peripheral landscaping will be included to frame the bounding streets, soften the edges of buildings, and screen undesirable views such as utility equipment. Water efficient and drought resistant landscaping will be considered, including using native planting materials.

8.7 Safety and Security

Public Safety in the Built Form

8.7.1.1 - New development and redevelopment shall be designed to promote safe, comfortable and accessible environments for all users.

8.7.1.3 - Physical design measures such as adequate lighting and clear sightlines should be used as basic design elements.

Response: The Proposed Development includes features such as patios, shaded areas, pergolas, a dog run, and wide walkways, ensuring that the development is safe, comfortable, and accessible for future residents. These elements will be well lit and clearly defined. There will be no blank facades; all building elevations will be highly articulated and will have regularly spaced openings, to ensure "eyes on the street" and provides visibility between building interiors and parking areas/open areas. Adequate lighting will be provided for parking areas and pedestrian areas, to enhance the sense of safety and illuminate various areas throughout the Subject Site.

7. Public Consultation Strategy

As part of the application package, the *Planning Act* requires a Public Consultation Strategy to outline opportunities for members of the public to be involved in the processing of the Subject Application. The Applicant is proposing to utilize the public process provided in the *Planning Act*.

In accordance with Sections 34(12), 34(13), 51(20) and 51(23) of the *Planning Act*, the City of Owen Sound provides public notice of the applications in the prescribed manner and holds a Statutory Public Meeting as part of a regularly scheduled Council Meeting. Any individuals or property owners that request further notification regarding the application would be formally notified by the City as to the time and location when Council will be considering the applications.

8. Subject Application and Planning Justification

8.1 Zoning By-law Amendment Application

The purpose of the Subject Zoning By-law Amendment application is to change the majority of the Subject Site to a Multiple Residential (MR) exception zone. A Draft Zoning By-law Amendment is located in Appendix A of this Report. The special provisions of the proposed zone would permit bee hive and solar collector installations, as well as a temporary sales/lease building. The bee hives are proposed to be recreation in nature and an environmentally conscious aspect of the Proposed Development at select locations on the Subject Site, rather than a more commercialized, apiary style. Further, the solar panels are a sustainability feature rather than a commercial endeavor. Although the Subject Site will be subject to further consent applications, it will function as a single entity, and is proposed to be treated as such for planning application purposes.

Among other clarifications, additional height is requested. The MR zone permits a maximum height of 15 metres for apartment buildings. The Subject Application proposes to introduce a maximum building height of 20 metres. This is a difference of 5 metres, or less than two storeys above the maximum. Height controls are generally used to ensure that development can appropriately transition to surrounding uses and remain human in scale. The large setbacks of the Proposed Development ensure that the apartment buildings do not overwhelm the surrounding properties, waterfront, or property itself. The height of the buildings themselves are anticipated to be closer to 18 metres in height; however, due to the Zoning By-law definition of height considering average grade and parapets, a slight increase is proposed to ensure the buildings are in conformity to this definition.

8.2 Planning Justification

The Subject Application is consistent with the PPS

The Proposed Development represents the efficient use of the Subject Site, contributing a density of 45 units per hectare. Public health and safety, and environmental are contemplated through the design of the Proposed Development, which maintains the woodlot at the southwest of the Subject Site and provides significant outdoor amenity areas for the enjoyment of the future residents.

The Subject Site is located within a settlement area, which are areas that are to be the focus of growth and development. The intensification of the Subject Site meets the PPS direction to provide a mix of housing types and densities.

The Proposed Development is supportive of current and future active transportation network. The Subject Site is adjacent to the Grey County CP Rail Trail and each of East Bayshore Road, 32nd Street East, and 9th Avenue East are noted as being bicycle routes on Schedule D of the City OP. The East Bayshore bus route has a stop approximately 500 metres from the Subject Site via the connecting trail, providing transit connections to key nodes in the City.

The Subject Application is in conformity to the County OP

The County OP establishes that the County is expected to grow by 23,810 people over the next 30 years, with 2,400 people anticipated in the City of Owen Sound. The Proposed Development makes a significant contribution to the anticipated households required to accommodate this growth.

Subject Site is located within a Prime Settlement Area, which the County OP directs are to be the primary target for residential and non-residential use. The Subject Site is within the existing built-up area, and the apartment buildings proposed as compact built form. Policy 3.4.14 encourages a range of alternative locations, forms, and densities, which is

implemented by the Proposed Development, offering a style of development not commonly observed in the City.

The Proposed Development, and SkyDev as a developer, considers environmentally conscious building elements. Included in this is the proposed site-specific permission for bee hives and solar panels, making a positive contribution to the local environment. Building considerations such as EV charging stations and efficient appliances are commonplace in SkyDev developments.

The Proposed Development provides a density of 46 units per hectare, exceeding the minimum of 25 provided in Policy 3.5.5. Additionally, the Subject Site is currently vacant and is an underutilized property within the Primary Settlement Area. The redevelopment of the Subject Site implements Policy 3.5.6 that directs for the development of these types of properties. This is further directed through the housing policies of the County OP.

Policy 4.1.6 explicitly encourages intensification that results in new rental accommodation. As indicated through this Report, the Proposed Development is rental in tenure.

The Subject Application is in conformity to the City OP

The Subject Site is designated as Residential in the City OP. This designation permits the proposed residential development. The density of the Proposed Development is 45.18 units per hectare, which is noted as being within the medium-density residential bracket according to policy 3.1.2.1. As noted in Policy 3.1.2.5.c) medium-density uses are to have direct access to an Arterial Road, which is accomplished by East Bayshore Road. Further, medium-density uses are to be in proximity to compatible land uses. Complimentary uses such as the Kiwanis Soccer Complex, Notre Dame Catholic School, and the Wooden Hill Childcare Centre are a short distance from the Subject Site. Further non-residential, complimentary uses are located approximately four kilometres away along 16th Street East. These uses are located a short drive or transit ride away.

The size of the property presented an opportunity to propose an innovative development, as encouraged in Policy 3.1.8.1. The significant amenity, recreational, and open space areas of the Proposed Development are very uncommon. The provision of these spaces, while having a rental tenure, is a largely unseen development in southern Ontario.

The type, size, and scale of the Proposed Development is compatible with adjacent development and planned land use. The uses to the north are generally non-residential, commercial/light industrial uses including a fitness centre and self-storage facility. These uses are complimentary to the residential uses. To the south of the Subject Site is a warehouse or light industrial use. The built form on this parcel is over 200 metres away from

the southernmost apartment buildings, a significant distance to avoid any land use conflicts. To the east of the Subject Site is another light industrial use. Similarly, to the southern use, the eastern apartment buildings are more than 100 metres from this existing business, a large enough distance to avoid land use conflicts. The height of the Proposed Development is spread evenly across the Subject Site and is set back significantly from the edges of the Subject Site, ensuring that height concerns such as shadows or overwhelming built forms do not impact the surrounding uses.

The Proposed Development is walkable and bike friendly. This is accomplished by the extensive pedestrian paths throughout the Proposed Development, as well as the connection to the Grey County CP Rail Trail.

The Proposed Development meets the intent of the Zoning By-law

The Subject Application propose to rezone the Subject Site to the MR zone, which is permitted under the Residential land use designation of the City OP. As noted in Section 5.4 of this Report, the Proposed Development meets all zone provision requirements, except for building height. As addressed in Section 8.1 above, the heigh of the Proposed Development is appropriate for the Subject Site, and algins with the intent of height maximums.

The Proposed Development addresses the need for rental accommodation supply

As indicated throughout this Report, the Proposed Development will contribute 712 dwelling units to the supply of rental units in the City. As indicated in the policy frameworks, providing additional rental dwellings to increase the mix of available tenures is desired in primary settlement areas. The City of Owen Sound currently has a vacancy rate of 1.8% (CMHC, 2020), demonstrating a significant need for additional rental accommodations.

9. Summary and Conclusion

This Planning Report has been prepared in support of the submission of the Zoning By-law Amendment Application for the lands known municipally as 3195 East Bayshore Road in Owen Sound to facilitate redevelopment of the property as a rental residential development. The Zoning By-law Amendment Application proposes to rezone the Subject Site to an MR exception zone. The Subject Site is within the County's Primary Settlement Area, which is planned to accommodate residential development. It is within walking distance of transit and the Grey County CP Rail Trail. The Subject Site is within a 5 minute drive of a significant commercial node and the downtown area, and is adjacent to the waterfront.

The Proposed Development contains eight, six storey buildings, with extensive amenity and open space areas. Parking for the proposed buildings is provided in surface parking lots

throughout the Subject Site. This Report concludes the Zoning By-law Amendment Application for the property is justified for the following reasons:

- It is consistent with the PPS
- It conforms to the County OP
- It conforms to the City OP
- It meets the intent of the Zoning By-law
- It addresses the need for rental accommodations in the City

It is our opinion that the Subject Application is in the public interest, represents good planning and should be approved.

Appendix A - Draft Zoning By-law Amendment

The Corporation of the City of Owen Sound

Zoning By-law Amendment No. ____

Being a by-law to amend Zoning By-law 2010-078 of the City of Owen Sound pertaining to Part of S.W. 1/2 Lot 13, Concession 10, City of Owen Sound, County of Grey

Whereas, the Council of the Corporation of the City of Owen Sound deems it in the public interest to pass a by-law to amend By-law 2010-078; and,

Whereas, pursuant to the provisions of Sections 34 & 36 of the Planning Act R.S.O. 1990, as amended, by-laws may be amended by Councils of Municipalities; and,

The Council of The Corporation of the City of Owen Sound enacts as follows:

- 1. By-law 2010-078 is hereby amended by re-zoning the lands shown on "Schedule A", affixed hereto, to the MR 14.XX Zone.
- 2. Section 14 of By-law 2010-078 is hereby amended by adding the following:

Notwithstanding the provisions of the Multiple Residential (MR) Zone and for lands shown on Schedule A, Zoning Map 10, the following uses shall be permitted in addition to all other uses permitted in the MR zone.

- i) Accessory solar collector installations;
- ii) Accessory honey bee hives;
- iii) A Sales/Leasing Office defined as "space within a Building or structure, facility or temporary trailer on the lot used for the purpose of the sale or lease of dwelling units to be erected on the lot and/or the administration and management of construction activity related to the construction and day to day operations on the lot."

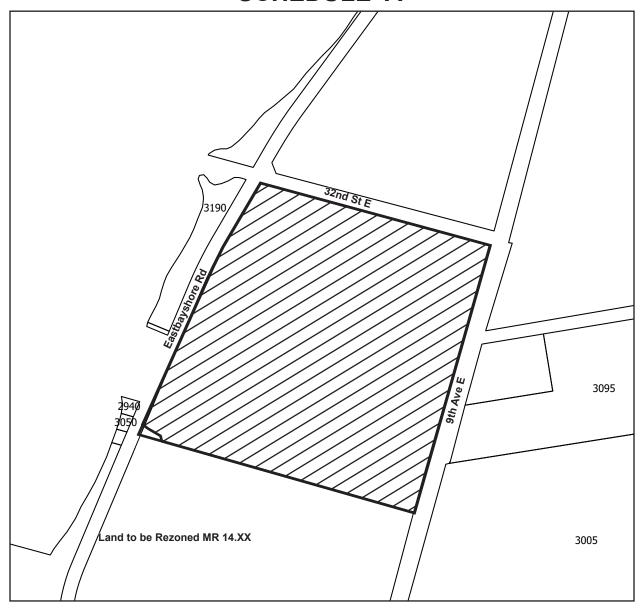
Notwithstanding the provisions of the MR Zone, the following regulations shall apply:

- The lands subject to this Special Provision shall be regarded as one lot for the purposes of meeting zoning regulations (including but not limited to lot frontage, setbacks, lot area, lot coverage, parking, loading, driveways, density, and landscape open space) and shall continue to remain regarded as one lot if subject to any future consent or plan of condominium;
- ii) No zoning regulations shall apply to a Sales/Leasing Office;
- iii) Amenity Areas are permitted in standalone Buildings. Dedicated parking is not required for Amenity Areas;
- iv) Building Height (max): 20 metres
- 3. Schedule "A" and all notations thereon, are hereby declared to form part of this By-law.
- 4. This by-law shall come into force and take effect upon being passed by Council, pursuant to the Planning Act, R.S.O. 1990, as amended.

Read a first, second and third time and finally passe	ed this day of, 20
_	
	Mayor
	Clerk

CITY OF OWEN SOUND ZONING BY-LAW AMENDMENT No.____

SCHEDULE 'A'



Land to be Rezoned MR 14.XX

