



## Planning Report

**To:** Town of Saugeen Shores Council

**From:** Coreena Smith, Senior Development Planner

**Date:** February 18, 2025

**Re:** Major Revision to Draft Plan of Subdivision 41T-2011-01.44 and Zoning By-law Amendment Z-2022-141 (Summerside)

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### Recommendation:

That Council provide direction to the County of Bruce Approval Authority to approve Major Revision to Draft Plan of Subdivision 41T-2011-01.44 (Summerside) by Lord Elgin Estates Developments Limited in accordance with the Draft Plan and Conditions of Draft Approval attached; and

That Council adopt Zoning By-law Amendment Z-2022-141 (Summerside) and By-law 17-2025.

### Summary:

The applicant proposes to amend an existing Draft Approved Plan of Subdivision in the north end of Port Elgin to provide for a modified stormwater management facility, a more functional subdivision design and increased density. The changes will be implemented through a Zoning By-law Amendment which will re-zone the lands to Residential Second Density Special (R2-16), Residential Third Density Special (R3-15), Residential Fourth Density (R4) / Institutional Special (I-9), and Open Space (OS).

The by-law associated with this report is included in the By-law section of the Agenda.

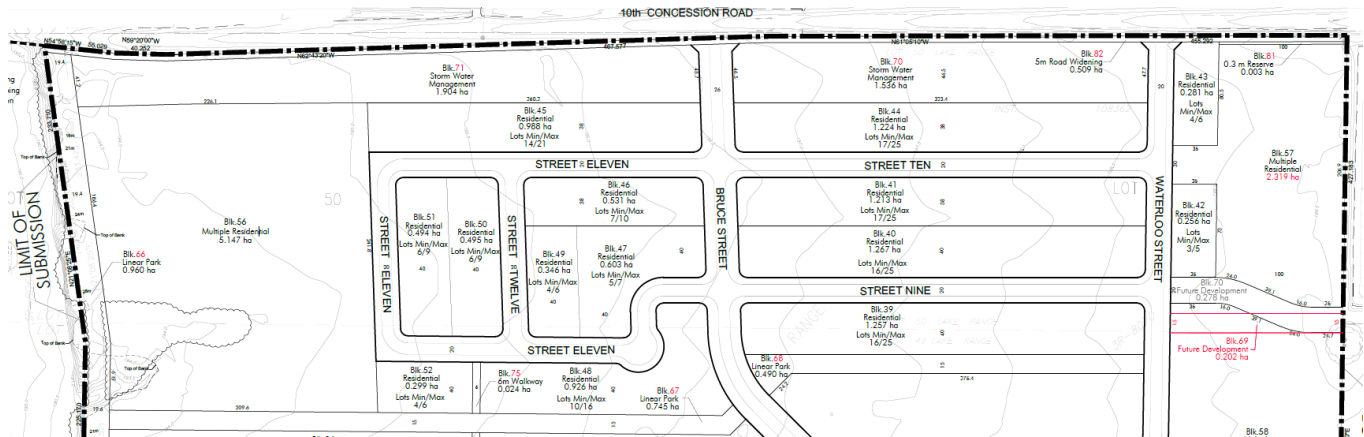
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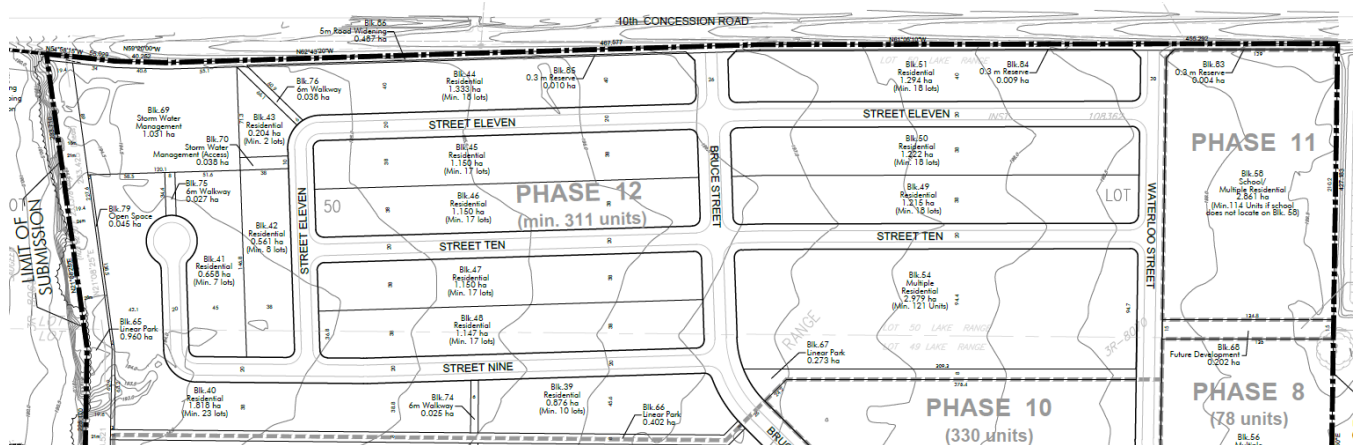
Image of the Site



## Current Approved Draft Plan showing Phases 11 and 12



## Proposed Draft Plan showing amended Phases 11 and 12 (full version attached separately)



## Planning Analysis:

The following section provides an overview of the planning considerations that were factored into the recommendation for this application, including relevant agency comments (attached), public comments (attached) and planning policy sections.

## Background and Proposed Changes

The subject property is part of a larger 89.34 ha Draft Plan located in the north end of Port Elgin, west of Highway 21 and south of Concession 10.

The County granted draft approval for the Plan of Subdivision in September 2011. Final approval of Phases 1 through 10 has been issued since that time and development of those phases has been completed or is in process. The Draft Plan and conditions were also revised in March 2021. Phases 11 and 12 at the north end of the site between the proposed linear park and Concession 10 are still in the draft approval stage. The lapsing date for the next phase of development is August 2, 2027.

The applicant is seeking revisions to Phases 11 and 12 of the Draft Approved Plan of Subdivision to provide for a modified stormwater management facility, a more functional subdivision design and increased density meeting the changing housing needs within the Town of Saugeen Shores. The proposed Zoning By-law Amendment implements the proposed revisions to the Draft Approved Plan of Subdivision.

A public meeting for the subject applications was held at the Town of Saugeen Shores on August 21, 2023 (see [August 21, 2023 Council Meeting Agenda](#) and [August 21, 2023 Council Meeting Minutes](#)). No decision was made at that meeting.

Through the application review process, the proposal was revised to incorporate a school site. Block 58 at the northeast corner of the revised Draft Plan was previously proposed to be zoned Residential Fourth Density (R4), which is the Town's high density residential zone. Block 58 is now proposed to be rezoned to Residential Fourth Density (R4) / Institutional Special (I-9). This is referred to as a compound zone, which would allow this block to be developed for either high density residential or institutional uses, or a combination of both. Block 58 is proposed for a public elementary school. Bluewater District School Board supports the change and is actively working with Lord Elgin Estates Developments Limited to finalize a Purchase and Sale agreement for this block. Should the sale of this block to the Bluewater District School Board not occur, the lands are proposed to be developed for high density residential uses.

### Efficient Use of Land and Infrastructure

The subject lands are located on the north side of Port Elgin within the Settlement Area. The property is designated Primary Urban Communities in the Bruce County Official Plan and Residential in the Town of Saugeen Shores Official Plan. The goals and objectives of both the County and local Official Plans direct much of the future growth to Primary Urban Communities, such as Port Elgin.

Directing new development and intensification to Settlement Areas is supported to ensure the wise use of land and resources; promote efficient development patterns; protect resources (e.g., natural and agricultural); ensure effective use of infrastructure and public facilities; and minimize unnecessary public expenditures.

The applicant is proposing a revised mix of building types in single detached, townhouse and apartment building formats on an amended road layout. The development will tie into and extend the existing municipal street network in the area. Similarly, the lands will be connected to existing municipal water and sewer services through extension of these services to the site. A new stormwater management facility is also proposed, which will expand upon the existing stormwater infrastructure in the area.

The residential uses and supporting infrastructure are permitted in the Primary Urban Communities and Residential designations of the County and Town Official Plans. The proposed public elementary school is also a permitted use and satisfies the locational criteria of both Official Plans (e.g., access on an arterial or collector road, scale and density

in keeping with the character of the area, adequate buffering and landscaping adjacent any existing development, sufficient site area to accommodate the use).

This proposal represents an efficient use of land and infrastructure.

### Density

Density targets are a tool to achieve the efficient use of land and infrastructure within the Settlement Area boundary. The Bruce County Official Plan and the local Official Plan require the residential portion of all multi-unit developments that will be serviced with municipal sewer and water to achieve a minimum density of 15 units per gross hectare. With the modified layout, the density of the entire development is proposed to be 16 units per gross hectare which continues to satisfy County and Town targets.<sup>1</sup> This is the density across the entire subdivision including those phases that have already received final approval (i.e., Phases 1 through 10) and those still in the draft approval stage (i.e., Phases 11 and 12).

### Range and Mix of Housing Types

The Official Plan policies encourage a broad range and mix of housing types to meet the projected requirements of current and future residents. If approved, the proposal would accommodate a revised mix of building types:

### Minimum Number of Units

| Building Type                    | Approved     | Previous Proposal | Revised Proposal         |
|----------------------------------|--------------|-------------------|--------------------------|
| Residential (Single Detached)    | 501          | 614               | 626                      |
| Multiple Residential (Townhome)  | 346          | 173               | 174                      |
| Multiple Residential (Apartment) | 357          | 684               | 570 <sup>2</sup>         |
| <b>Total</b>                     | <b>1,204</b> | <b>1,471</b>      | <b>1,370<sup>3</sup></b> |

*Note: These numbers reflect the total subdivision including phases previously registered.*

<sup>1</sup> The proposed density of the entire development will be 17 units per gross hectare if Block 58 is not developed as a school.

<sup>2</sup> The proposed number of apartment units will be 684 if Block 58 is not developed as a school. There are 114 apartment units (minimum) proposed on Block 58 if the school does not locate there.

<sup>3</sup> The proposed total number of residential units (minimum) in the subdivision will be 1,484 if Block 58 is not developed as a school.

With the introduction of the school site, the number of apartment units currently proposed is not as high as previously proposed but it still represents an increase of 213 units. The total number of residential units proposed also changes from the approved minimum of 1,204 units to a proposed minimum of 1,370 units. This represents an increase of at least 166 units across the development site in a range and mix of building types.

The total unit count at full build out may be higher than 1,370 and may be as high as 1,437. The final number of units built will be determined based on the regulations of each zone, the final design of the residential units and lots, and the area available in each block identified for residential purposes. Opportunities also exist on the site for the creation of additional residential units where permitted by the Zoning By-law (e.g., on single detached and street townhouse lots). This would also offer an alternative housing type.

In addition, the County Official Plan targets 30% of proposed residential units to be medium density or higher. The Town recently increased this target in the local Official Plan to 35%. This is a target across all development projects and not required on each project site. For the proposed development, the townhouse and apartment units represent at least 55% of the building units proposed. Therefore, the project contributes to both the County and Town targets.

### Parkland

In the case of a residential subdivision, the *Planning Act* requires 5% of the land in a plan to be conveyed to the local municipality for park or other public recreational purposes. Cash-in-lieu of parkland dedication may be accepted in whole or part if new parks are not required by the municipality in a particular area.

For this project, there is no change proposed to the parkland dedication as originally approved, which included the dedication of 4.62 ha (or 5% of the land) to the Town as parks and linear parks, and an additional 3.74 ha (or 4% of the land) for public walkways, open space, and protected archaeological sites.

The Town's Official Plan also indicates that 1 playground area shall be provided within 800 m (generally equivalent to a 10-minute walk) of all residential areas proposed in a Draft Plan of Subdivision. All of the lands within the subject development are within 800 m from Summerside Park (Block 59) which was incorporated in the original development plan and has been constructed. Staff are, therefore, satisfied with the parkland provided through this development.

### Trails and Walkways

The Town's Official Plan also encourages new developments and redevelopments to consider the needs of the pedestrian and cycling public whenever possible. The Official Plan promotes the upgrading and expansion of the existing trail and walkway network. In this regard, Town staff have expressed an interest in working with the developer to enhance trail and sidewalk connectivity to encourage active transportation within the development,

particularly along Concession 10 and north-south connections with the proposed school site and Concession 10.

The proposed Draft Plan provides for linear trails that connect to the commercial lands to the east and the woodland trails and the lakeshore to the west. There are sidewalks proposed on at least one side of local roads and on both sides of collector roads wherever feasible, which provides further connection opportunities to the north and south. Concession 10 is also identified as an Active Transportation Route in the Town's Official Plan. The applicant is proposing to transfer a 5m-wide road widening (Block 86) to the Town which can be used for this purpose. The modified Draft Plan does not identify any driveways onto Concession 10 which will minimize any conflicts with the Town's advancement of a multi-use trail in this location.

Overall, the proposal satisfies the active transportation requirements of the Town.

### Transportation

One of the other objectives of the County and local Official Plans is to ensure new development does not create traffic hazards. The efficient movement of traffic is supported.

The proposed development will include the expansion of the surrounding road network, including the extension of Waterloo Street and Bruce Street to Concession 10. With the elimination of the linear stormwater management facility along Concession 10, the local road network is proposed to be revised. Streets have been shifted to provide a more linear street network which follows the network pattern of the lands to the south.

A Transportation Impact Study was prepared in support of the proposal. The study concluded that the area intersections are currently operating within acceptable levels of service and will provide good levels of service under 2030 total traffic conditions except at the Goderich Street and Market Street intersection. The report concluded that no improvements to the road network are warranted (i.e., no traffic signals or left turn lanes are required at Concession 10 or Goderich Street), however the cycle length at the intersection of Goderich Street and Market Street should be reviewed to improve capacity. The report also recommended that the Town continue to monitor traffic at the Goderich Street and Concession 10 intersection and reevaluate the need for signalization as the Town deems appropriate.

An addendum to the report was subsequently prepared to reflect the potential school site. The addendum report concluded that the addition of a public elementary school to the area does not significantly affect the traffic volume forecasts. No changes to the conclusions and recommendations of the initial Transportation Impact Study were recommended through the addendum. Staff are satisfied that potential impacts to traffic have been appropriately considered.

## Sewer and Water Services

Full municipal water and sewage services are the preferred form of servicing in the municipality per the policies of the County and Town Official Plans. The applicant submitted a Functional Servicing Report and Servicing Review addendum to support the proposal.

The development will be connected to existing municipal water and sewer services through extension of these services to the Phase 11 and 12 lands. The new sanitary sewer and water systems will be sized per Town standards and Provincial guidelines. This new infrastructure will be installed by the developer and ultimately assumed by the Town.

Town staff advised that the servicing strategy is acceptable and that there is sufficient water and sewer capacity to service the proposed development. Any upgrades to the Town's systems will be discussed with the applicant and outlined in the subdivision agreement.

## Stormwater Management

In order to control flooding, ponding, erosion and sedimentation, and to provide protection of water resources and natural habitat dependent upon watercourses and other water bodies for their existence, the County and local Official Plans require that stormwater management strategies be provided for new development in Settlement Areas.

The applicant has submitted a Stormwater Management Report in support of the project. The original stormwater management facility proposed along the south side of Concession 10 is planned to be replaced with a conventional stormwater management facility at the northwest limit of the subdivision. The change from a linear facility to a conventional stormwater management facility will reduce the amount of fill generated from the development and will provide land area for a more linear street network in keeping with the lands to the south.

The stormwater management system will be designed in accordance with Provincial, Town and Saugeen Valley Conservation Authority (SVCA) guidelines to manage the quantity, quality and erosion potential of stormwater before it enters the natural system. The stormwater management system, including the proposed facility at the northwest limit of the site, will be assumed by the Town.

The applicant is required to prepare a detailed stormwater management strategy for the development to the satisfaction of the Town and SVCA as part of the Conditions of Draft Plan of Subdivision Approval.

## Zoning By-law Amendments

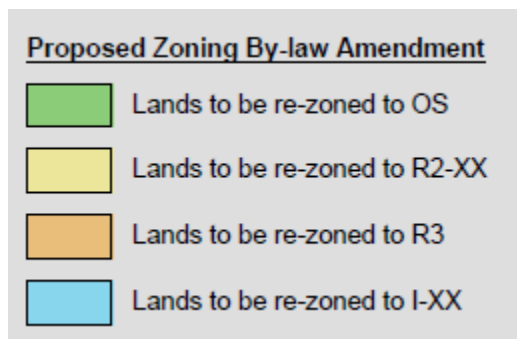
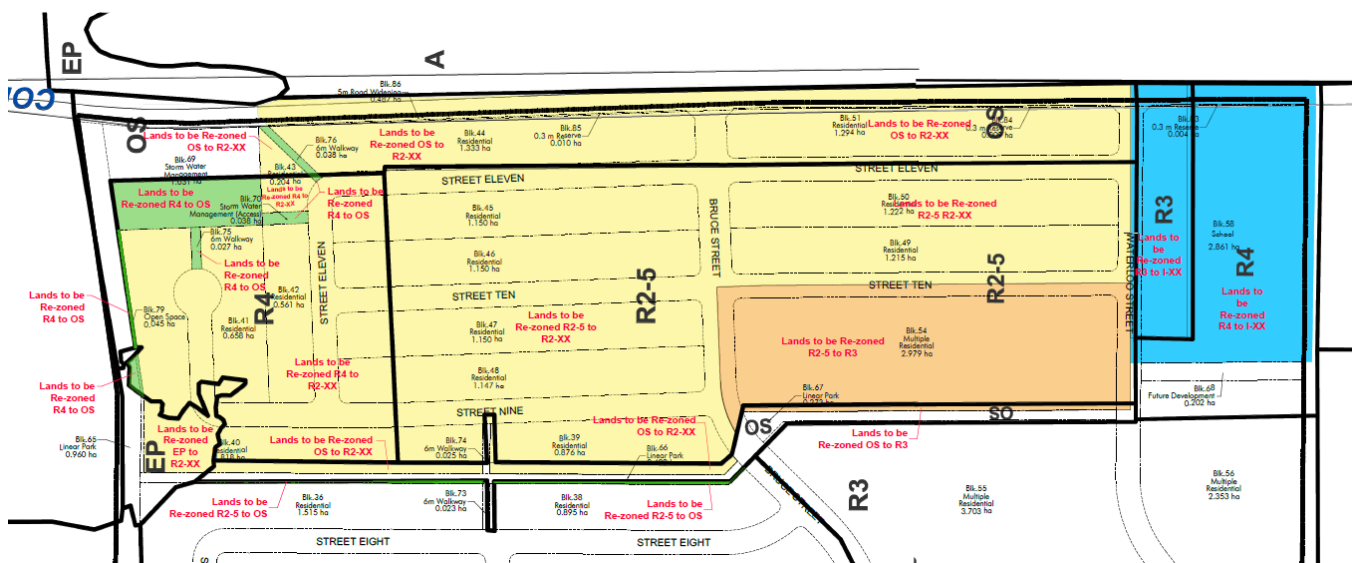
The subject lands are proposed to be re-zoned from:

- Residential Second Density Special (R2-5) and Residential Fourth Density (R4) to Open Space (OS);

- Open Space (OS), Environmental Protection (EP), Residential Second Density Special (R2-5) and Residential Fourth Density (R4) to Residential Second Density Special (R2-16);
- Residential Second Density Special (R2-5) and Open Space (OS) to Residential Third Density Special (R3-15); and
- Residential Third Density (R3) and Residential Fourth Density (R4) to Residential Fourth Density (R4) / Institutional Special (I-9).

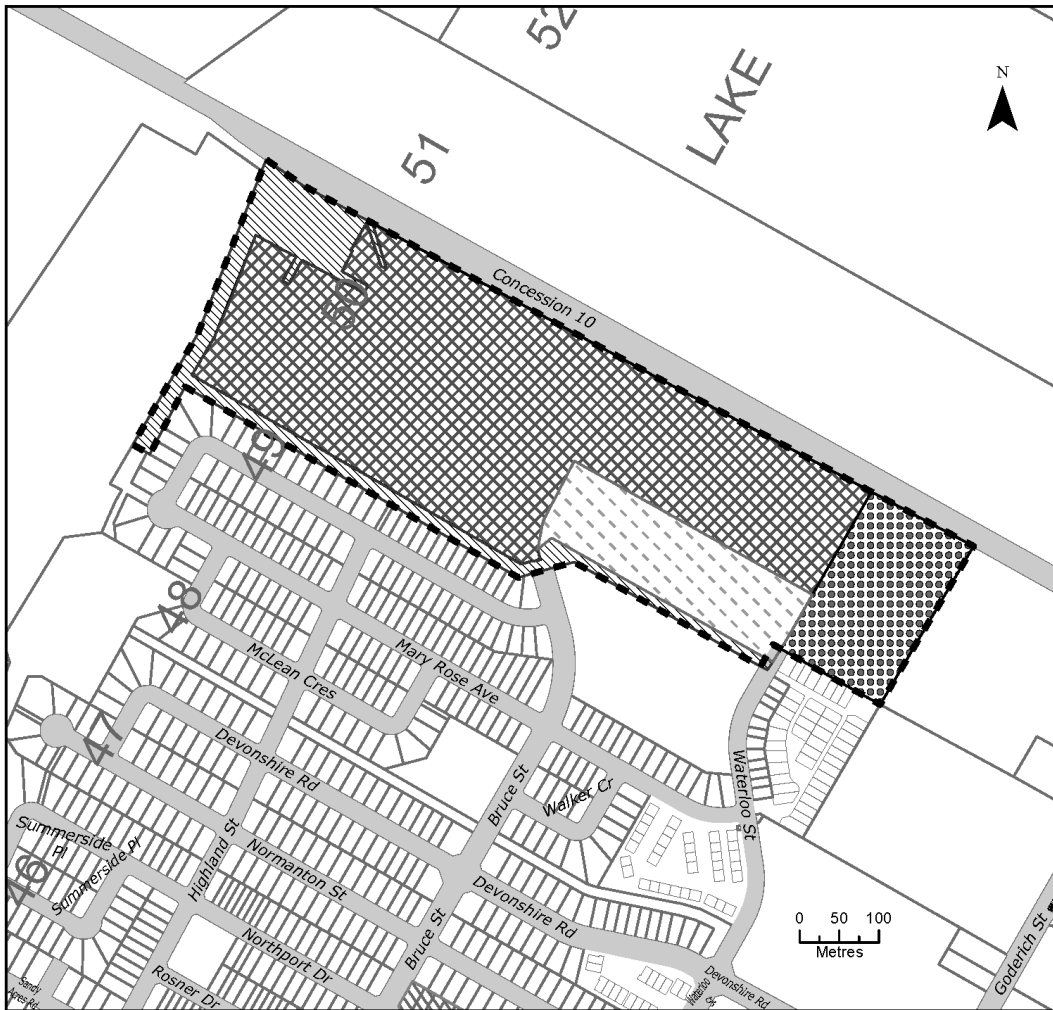
The rezoning is generally shown on the figure below.

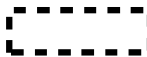



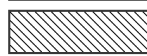
### Original Proposed Zoning



The figure above does not reflect the most recent change to the proposal which would rezone Block 58 in the northeast corner of the revised Draft Plan to a compound Residential Fourth Density (R4) / Institutional Special (I-9) zone to allow for either a school or high density residential uses. Minor revisions to the labelling have also been made to each of the proposed zones. The final proposed zoning schedule is included below for ease of reference. The by-law associated with this report is included in the By-law section of the Agenda.

# Final Proposed Zoning



-  Subject Property
-  Lands to be zoned R2-16 - Residential Second Density Special
-  Lands to be zoned R3-15 - Residential Third Density Special
-  Lands to be zoned R4 - Residential Fourth Density / I-9 - Institutional Special
-  Lands to be zoned OS - Open Space

Special provisions are proposed in the Institutional Special (I-9) zone to identify Waterloo Street as the front lot line, instead of Concession 10. The Zoning By-law indicates that for corner lots, the shorter lot line abutting a street shall be deemed to be the front lot line. In this case, the lot line abutting Concession 10 is shorter than the lot line abutting Waterloo Street but Waterloo Street is the proposed front of the block. All other provisions of the Institutional (I) zone will be met.

Special provisions are also proposed in the Residential Second Density (R2) and Residential Third Density (R3) zones as follows:

- Single Detached Building in the R2-16 zone:
  - To permit a minimum lot area of 330 m<sup>2</sup> instead of 450 m<sup>2</sup> (350 m<sup>2</sup> was previously proposed);
  - To permit a minimum lot frontage of 11.0 m instead of 12.0 m; and
  - To permit a maximum lot coverage of 50% instead of 45% of the lot area.
- Triplex, Fourplex, Street Townhouse, or Townhouse Building in the R3-15 zone:
  - To permit a maximum lot coverage of 50% instead of 45% of the lot area.
- Street Townhouse Building in the R3-15 zone:
  - To permit a minimum lot area of 120 m<sup>2</sup> instead of 160 m<sup>2</sup> for each interior unit; and
  - To permit a minimum lot area of 155 m<sup>2</sup> instead of 200 m<sup>2</sup> for each end unit.

All other provisions of the Residential Second Density (R2) and Residential Third Density (R3) zones will be met.

Staff have no concerns with the special provisions proposed.

### Woodlands

It should be noted that while the Draft Plan originally included the woodlands on the west side of the site, those lands have since been transferred to the Town. The current proposal does not include the woodlands. Many inquiries were received from the public relating to the woodlands due to the air photo included with the original application notice. This was subsequently corrected in the Public Meeting notices (attached).

### Modified Conditions of Draft Approval

The applicant is proposing revisions to the project as discussed above that requires modification to the conditions of Draft Plan of Subdivision approval in accordance with the new subdivision layout.

The proposal was also circulated for agency comment. Any revised or new agency conditions have been reviewed and incorporated into the conditions of approval where appropriate. This includes conditions from the Enbridge Gas Inc., Rogers Communications, Saugeen Valley Conservation Authority, Bluewater District School Board and Town staff. Note that the Bluewater District School Board proposed a series of conditions, which were later refined as the project advanced. The Bluewater District School Board is satisfied with the conditions attached to this report, which includes the removal of the condition that reads: "Accommodation within a public school operated by Bluewater District School Board may include temporary facilities; including but not limited to accommodation in a portable classroom, a "holding school", or directing students to an alternative attendance

boundary.” In July 2023, the County’s Planning and Development Committee directed staff to remove this condition from all land division applications in the County.

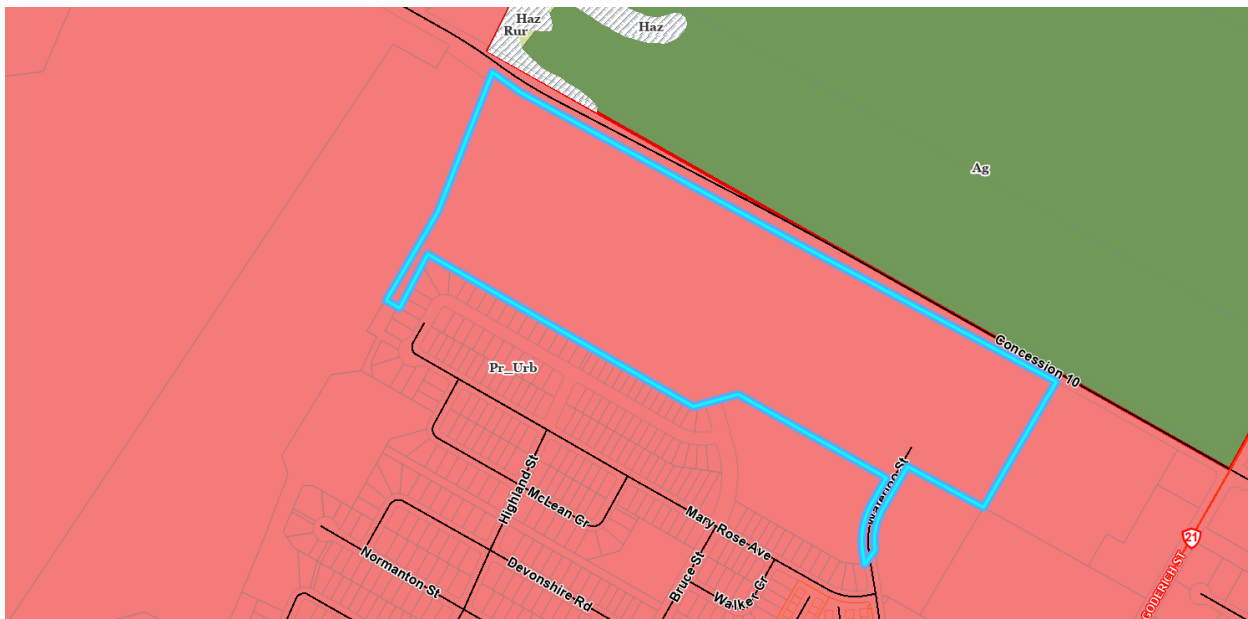
All other changes to the conditions are administrative in nature to amend and clarify clearance requirements, and to include conditions that are now regularly applied to all Draft Plans of Subdivision.

The County is the Approval Authority for Draft Plans of Subdivision. The County is seeking Town Council’s endorsement of the major revision to the Draft Plan of Subdivision in accordance with the modified Draft Plan and Conditions of Draft Plan of Subdivision Approval attached to this report.

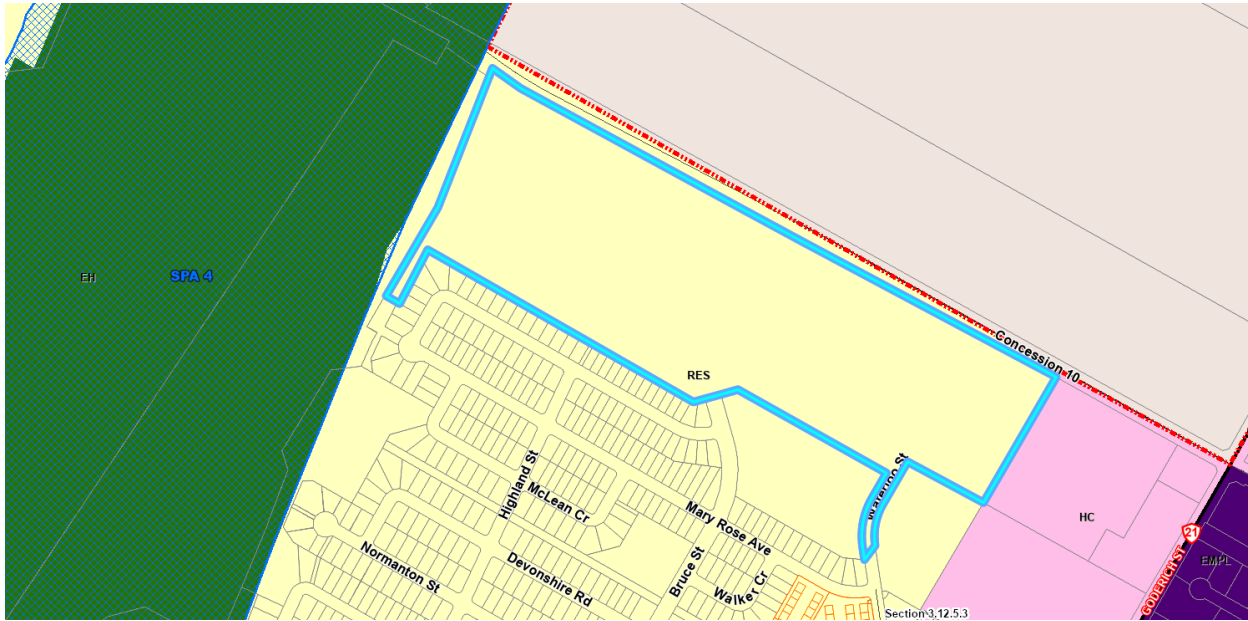
## Appendices

- County Official Plan Map
- Local Official Plan Map
- Local Zoning Map
- List of Supporting Documents and Studies
- Consolidated Agency Comments
- Consolidated Public Comments
- Public Notice -August 21, 2023
- Updated Public Notice- February 18, 2025
- Revised Draft Plan of Subdivision
- Modified Conditions of Draft Plan of Subdivision Approval (2)

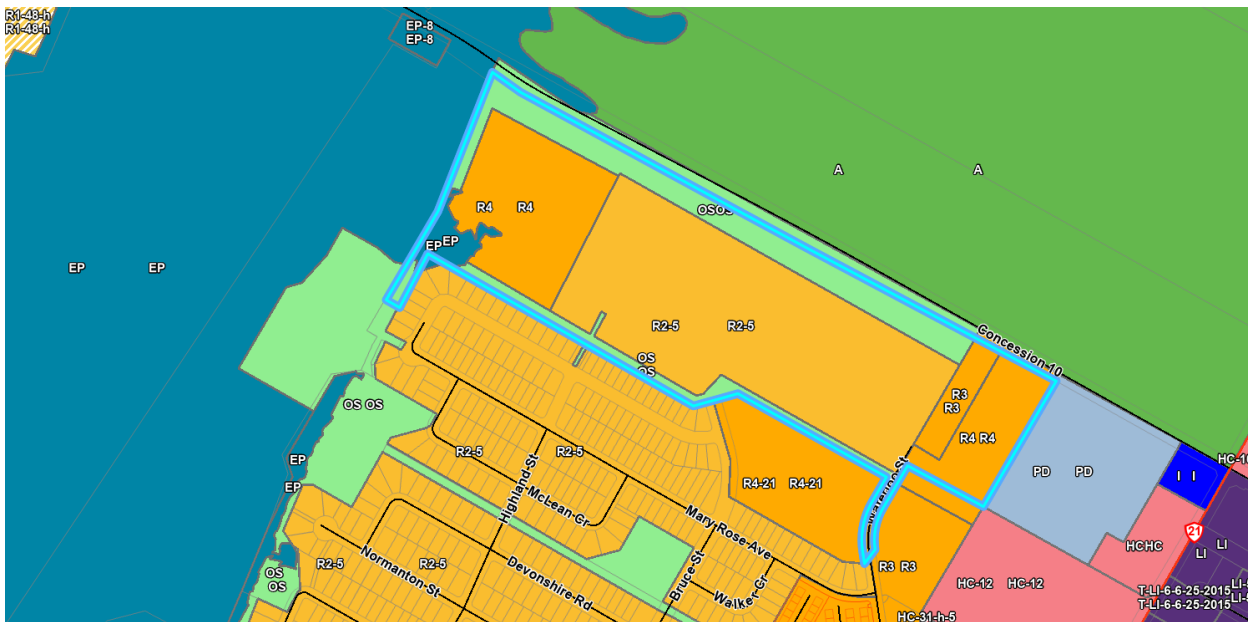
## County Official Plan Map (Designated Primary Urban Communities)



## Local Official Plan Map (Designated Residential)



## Local Zoning Map (Zoned R2-5 - Residential Second Density Special, R3 - Residential Third Density, R4 - Residential Fourth Density, OS - Open Space, EP - Environmental Protection)



## List of Supporting Documents and Studies

The following documents can be viewed in full at [Planning Saugeen Shores | Bruce County](#).

### First Submission

- Cover Letters and Planning Justification
- Draft Plan
- Redlined Draft Plan
- Proposed Draft By-law
- Proposed Zoning
- Transportation Impact Study
- Functional Servicing Report
- Stormwater Management Report
- Subdivision Application

### Second Submission

- Cover Letter and Planning Justification Second Submission
- Draft Plan Second Submission
- Proposed Draft By-law Second Submission
- Transportation Impact Study Addendum Second Submission
- Servicing Review Second Submission

### Third Submission

- Draft Plan Third Submission
- Proposed Draft By-law Third Submission

### Fourth Submission

- Draft Plan Fourth Submission