



Municipality of North Grenville

To:	Council	Meeting Date: 2023/05/10
Subject:	Zoning By-law Amendment – County Road 43/ Pinehill Road	Report No: PD-2023-023
Prepared by:	Phil Mosher Deputy Director of Planning and Development	File No: ZBA-16-2022 OPA-03-2022

RECOMMENDATION(S)

THAT Council:

1. approves Official Plan Amendment OPA-02-2022 for the lands located at the corner of Pinehill Road and County Road 43, Part Lot 25, Concession 3, Parts 1 & 2 on Reference Plan 243, geographic Township of Oxford-on-Rideau, now The Municipality of North Grenville to realign the boundary between Highway Commercial and Residential land use designations and to allow an overall density of 149 units per hectare.
2. approves ZBA-16-22 to re-zone the subject lands from Rural (RU) to Highway Commercial (C3-34-h), Institutional (I-9-h) and Residential – Fourth Density (R4-17-h & R4-18-h) and to vary zone standards to permit the development of up to 490 residential dwellings with ground floor commercial.

EXECUTIVE SUMMARY

Purpose

- To permit a special designation to allow an increase in the maximum density at the subject property to 149 units per hectare and to re-align the boundary between the residential and highway commercial land use designations.
- To rezone the subject lands from Rural (RU) to Highway Commercial – exception zone (C3-34-h), Institutional – exception zone (I-9-h) and Residential Fourth Density – exception zone (R4-17-h & R4-18-h) to permit the development of up to

490 residential dwelling units within mixed use buildings. The requested amendments would allow for an increase in the maximum building height to 28 metres, allow for an increase in density of residential development, allow for shared parking and loading facilities as well as amenity areas amongst the site, waive play space requirements, vary setbacks to watercourses and interior side yards and waive landscape buffer provisions between proposed institutional and residential zones.

Key Findings

- The applicant began discussions with municipal staff in spring, 2022.
- Staff deemed this application complete on March 14, 2023.
- The application proposes development of a greenfield lot.
- The development is consistent with the Provincial Policy Statement and Counties' Official Plan in the opinion of the planner.
- The development requires an amendment to North Grenville's Official Plan in order to achieve the density of development proposed as re-align the border between highway commercial and residential designations.
- Although originally offering 2.9% of residential units at affordable rates, through discussion with staff, a revised 10% of units are proposed as being affordable.
- In addition, the application proposes one of the buildings as a seniors' care facility.
- The proposed density of the development will be 149 units / hectare which would allow the site to be developed for up to 490 dwelling units.
- The development will be serviced by municipal water and sewer services.
- The development proposes site specific zone categories to alter setbacks to watercourses, increase height of buildings to allow up to 28 storeys, allow for shared parking, loading facilities and amenity spaces between adjacent buildings.
- The development proposes to maintain commercial spaces within each proposed building.
- During the site plan stage, the applicant will need to demonstrate how the development can comply with all municipal and provincial standards.
- The holding symbol would be required to ensure available capacity, adequacy of municipal infrastructure and confirmation of an affordable housing commitment.
- The matter was deferred at the May 10, 2023 public meeting pending parking analysis.
- Additional parking analysis has been provided and it is prudent to return the matter to Council/

Financial Implications

- There may be financial implications in the form of development charges which would not be collected for any units deemed to be affordable. Depending on timing of construction, and because of Bill 23, some development charges may be discounted.

BACKGROUND

This report should be reviewed in the context of Planning Report No. PD-xx-xxxx dated May 10, 2023.

Following the public meeting of May 10, 2023, planning staff recommended that Council defer any decision on the concurrent zoning and official plan amendments until staff could undertake a review of the request to reduce parking requirements for phases 1 and 2 of the proposed development.

Staff received updated information from McIntosh Perry Consulting Engineers Ltd. regarding the requested reduction in parking. This information was shared with an external peer reviewer – WSP – and also reviewed by North Grenville staff. Based on the revised information, which considered existing similar uses in the Kemptville area, staff are recommending Council approve the concurrent applications with the reduced parking requirements.

ANALYSIS

Staff received the updated parking reduction request (Attachment 1) on May 15, 2023. It was circulated to our external peer reviewer (WSP) on May 16, and staff received peer review comments on May 18 (Attachment 2). Based on the WSP comments, staff reviewed existing parking calculations from a similar development in the Kemptville urban area (Kemptville Retirement Living). As a result of that review, McIntosh Perry Consulting Engineers clarified the requested parking reductions in an email sent May 25. Those reductions are reproduced as Tables 1 and 2 below.

Table 1-Requested Parking Reduction for Phase 1

Use	Current Required Rate	Current Required Spaces	Proposed Required Rate	Proposed Required Spaces
90 Unit Rental Apartment Dwelling & 1,210m ² Commercial	1 Space/Unit – Resident 0.25 Space/Unit – Visitor & 1 Space/25m ² GFA Commercial	90 Resident 23 Visitor 48 Commercial Total Spaces = 161	0.75 Spaces/Unit – Resident 0.10 Space/Unit – Visitor & 1 Space/25m ² GFA Commercial	68 Resident 9 Visitor 48 Commercial Total Spaces = 125

Table 2-Requested Parking Reduction for Phase 2

Use	Current Required Rate	Current Required Spaces	C3-28 Required Rate	C3-28 Required Spaces	Proposed Required Rate	Proposed Required Spaces
150 Unit Retirement Home with 600m ² GFA for Medical, Health & Personal Service & 464m ² Commercial	1 Space/ 2 Beds & 1 Space/25m ² GFA (Commercial) & 1 space/30m ² GFA (health care use)	75 Retirement/ Care 19 Commercial 25 Healthcare Total Spaces = 119	1 Space/ 4 Beds *Care Home Rate 1 Space/ 2 Beds *Retirement Unit & 1 Space/25m ² GFA (Commercial)*	25 Spaces 25 Spaces 19 Commercial Total Spaces = 69	1 Space/ 4 Beds + 1 Space per 100m ² GFA for Medical, Health, or Personal Service & 1 Space/25m ² GFA (Commercial)	38 Retirement / Care Units 6 GFA for Medical, Health, or Personal Service 19 Commercial Total Spaces = 63

The parking request for Phase 1 would result in a reduction of 36 spaces within that phase based on current parking standards. The breakdown of the reduction would be a loss of 22 residential unit and 14 visitor parking spaces. The proposed commercial parking spaces within this phase would not be reduced. In total, Phase 1 would provide 125 parking spaces, whereas the zone standard requires 161.

The parking request for Phase 2 would result in a reduction of 56 spaces for that phase based on current parking standards. The breakdown of units is not as straightforward as Phase 1. Phase 2 is proposed as a retirement home / care facility building. While the final breakdown of units is not perfectly known, the developer has indicated that approximately 100 units would be “care suites” and 50 units would be “independent suites”. Both the developer’s planner and North Grenville’s peer reviewer pointed to the Kemptville Retirement Living site as a comparative site. Care suites within the current development are being proposed like a “nursing home unit” and the parking rate for a nursing home at Kemptville Retirement Living is 1 parking space for every 4 beds. The parking requirement for independent suites is 1 space for every 2 beds. An additional similar site – the Southbridge Home Care Facility – uses the standard parking rate of 1 space for every 2 beds.

If standards from Kemptville Retirement Living were used, the total number of parking spaces for “suites” would be 50 spaces, whereas the developer is proposing 38.

Additional requirements for parking spaces for health care services are normally 1 parking space for every 30m² of gross floor area, whereas the developer is proposing 1

space for every 100 m² of gross floor area. The resulting difference is a requirement of 25 spaces, whereas 6 are being proposed.

No change is proposed to the required commercial parking rate. A total of 19 parking spaces would be planned for the development in keeping with current standards.

In total, phase 2 would provide 63 parking spaces, whereas the zone standards require 119. In all respects, this is a significant reduction from current standards. However, with the proposed reductions in parking spaces for Phases 1 and 2, the following mitigative measures are being proposed by the developer:

- Senior residents of the rental apartment dwelling (Phase 1) and residents of the retirement home (Phase 2) will have access to a privately provided shuttle service.
- Senior residents of the rental apartment dwelling (Phase 1) and residents of the retirement home (Phase 2) will have access to a privately provided shared electric vehicle.
- Surface parking spaces would be able to be shared across phases of the development.

These mitigation measures would be in addition to North Grenville's Accessible Transportation, available for those 65+ in need of transportation. In addition, future mitigation measures that the developer hopes to utilize include:

- The planned implementation of an on-demand transit service in January, 2024.
- The location of the site adjacent existing commercial development, and the planned commercial uses within the development which promote the development as a walkable community, subject to appropriate pedestrian connections.

In staff's opinion, the requested parking reduction for Phases 1 and 2 appear to be appropriate, based on the submission from the consultant's planner and the peer review completed by WSP and with mitigation measures outlined.

The sharing of surface parking spaces between Phases 1 and 2 results in 54 spaces that could be utilized. There appears to be limited sharing between Phases 2 and 3, but future Phases 3 and 4 could share 56 surface parking spaces. In total, with the requested reductions, buildout of the site would include 537 parking spaces for all uses at the site.

Staff are of the opinion that Section 41 (site plan control area) of the Planning Act will allow for Council to ensure that the proposed mitigative measures are clearly understood and maintained in perpetuity. The proposed mitigative measures include a shared vehicle, private shuttle and shared parking across developments. In addition, staff would recommend that required and appropriate pedestrian crossings, and pedestrian linkages,

are implemented as part of Phase 1, to ensure that at least one of the proposed safe crossings is immediately in place for residents.

If Council desires additional clarification or is not satisfied with the information prepared in support of the parking reduction, a parking study could be completed at a nearby similar site, such as Kemptville Retirement Living, the Southbridge Care Facility or a different location in a different municipality. Staff does not foresee the need for this additional study based on the WSP peer review.

Strategic Alignment

Strategic Pillar	1	Balanced and environmentally sustainable growth
Goal	1	Explore Opportunities for Increasing Housing Supply and Mix
Key Action	5.4	Identify opportunities for residential infill and intensification

Strategic Pillar	2	A strong, connected, and vibrant community
Goal	8	Build and Grow in a Connected Way
Key Action	8.3	Promote development opportunities that incorporate connectivity and coordination with the surrounding area

Strategic Pillar	5	A Caring Community
Goal	20	Champion Improvements to Health and Safety, and Social Services; and Advocate for Community Needs with Senior Governments
Key Action	20.2	Work with organizations to recruit physicians and nurse practitioners to the community.

COMMENTS

No additional comments have been provided at this time.

EXISTING POLICY/BY-LAW

Comprehensive Zoning By-law 50-12

United Counties Official Plan (2016)

Municipal Official Plan (2018)

Provincial Policy Statement (2020)

Housing Strategy (2022)

Strategic Plan (2022)

FINANCIAL IMPACT

This item has been identified in the current budget: Yes ☐ No ☐ N/A ☒

This item is within the budgeted amount: Yes ☐ No ☐ N/A ☒

Staffing implications, as they relate to implementing Council's decision on this matter, are limited to the existing staff complement and applicable administrative policies as approved by Council.

PUBLIC INPUT

No additional public input was received and the public meeting was closed May 10, 2023.

INTERNAL/EXTERNAL CONSULTATION

No additional consultation was undertaken following the close of the public meeting.

COMMUNICATION

Implementing the decision of the Committee is subject to the Provisions of the Planning Act and will not require further communication resources to implement the decision of the Committee.

CONCLUSION

Based on the foregoing, the application is seen to represent good land use planning, being consistent with the Counties' Official Plan, Provincial Policy Statement and generally consistent with the Municipality's Official Plan.

Signature

Prepared by:

Original Signed by

Name: Phil Mosher

Title: Deputy Director of Planning

Reviewed by:

Original Signed by

Name: Amy Martin

Title Director of Planning and Development

Submitted for

Committee consideration by:

Original Signed by

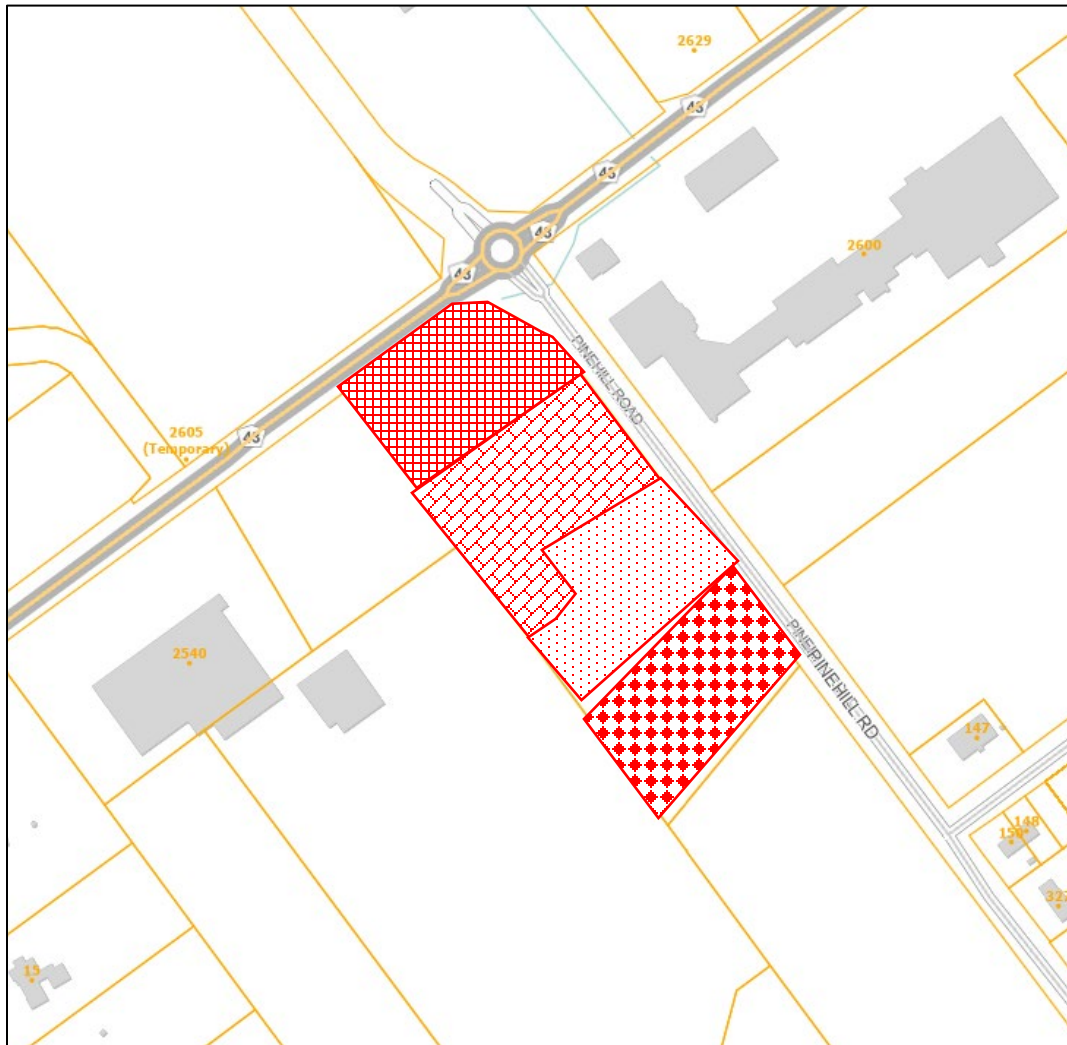
Name: Karen Dunlop


Title: Acting Chief Administrative Officer


ATTACHMENTS


- Attachment 1 – Proposed Zoning
- Attachment 2 – Conceptual Plan
- Attachment 3 – Updated Parking Analysis / Parking Reduction Request
- Attachment 4 – Peer Review of Parking Reduction Request

Attachment 1 – Proposed Zoning



 Pinehill Road,
Parts 1 and 2 on 15R-243,
PIN 68124-0368, being Part Lot 25, Concession 3
Geographic Township of Oxford-on-Rideau, now the Municipality of North Grenville.

 Area to be rezoned from Rural (RU) to Highway Commercial – Exception Zone – holding (C3-34-h).

 Area to be rezoned from Rural (RU) to Institutional – Exception Zone – holding (I-9-h)

 Area to be rezoned from Rural (RU) to Residential – Fourth Density – Exception Zone - holding (R4-17-h).

 Area to be rezoned from Rural (RU) to Residential – Fourth Density – Exception Zone – holding (R4-18-h).

Attachment 2 – Conceptual Plan

