Planning Report

To: Town of Saugeen Shores Council

From: Negin Molaei, Planner

Date: June 15, 2026

Re: Zoning By-law Amendment – Z-2026-019 (Bluewater Affordable Housing and Park)

Recommendation:

Subject to a review of submissions arising from the public meeting:

That Council approve Zoning By-law Amendment - Z-2026-019 (Bluewater Affordable Housing and Park) and By-law 60-2026; and

That Council resolve that no further notice is necessary with respect to the minor change in the proposed Zoning By-law Amendment in accordance with the provisions of Section 34(17) of the *Planning Act*.

Summary:

The purpose of the application is to rezone the property from Residential First Density (R1 and R1-84) to Residential Fourth Density (R4-33) with site-specific provisions, Open Space (OS) and Institutional (I-4). If approved, the application would permit the construction of 2 apartment buildings, 8 stacked townhouse buildings and 4 standard townhouse buildings, consisting of a total of 183 rental units intended to meet affordability parameters for moderate and low income households, along with a new approximately 0.8 ha (2 acre) municipal park.

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

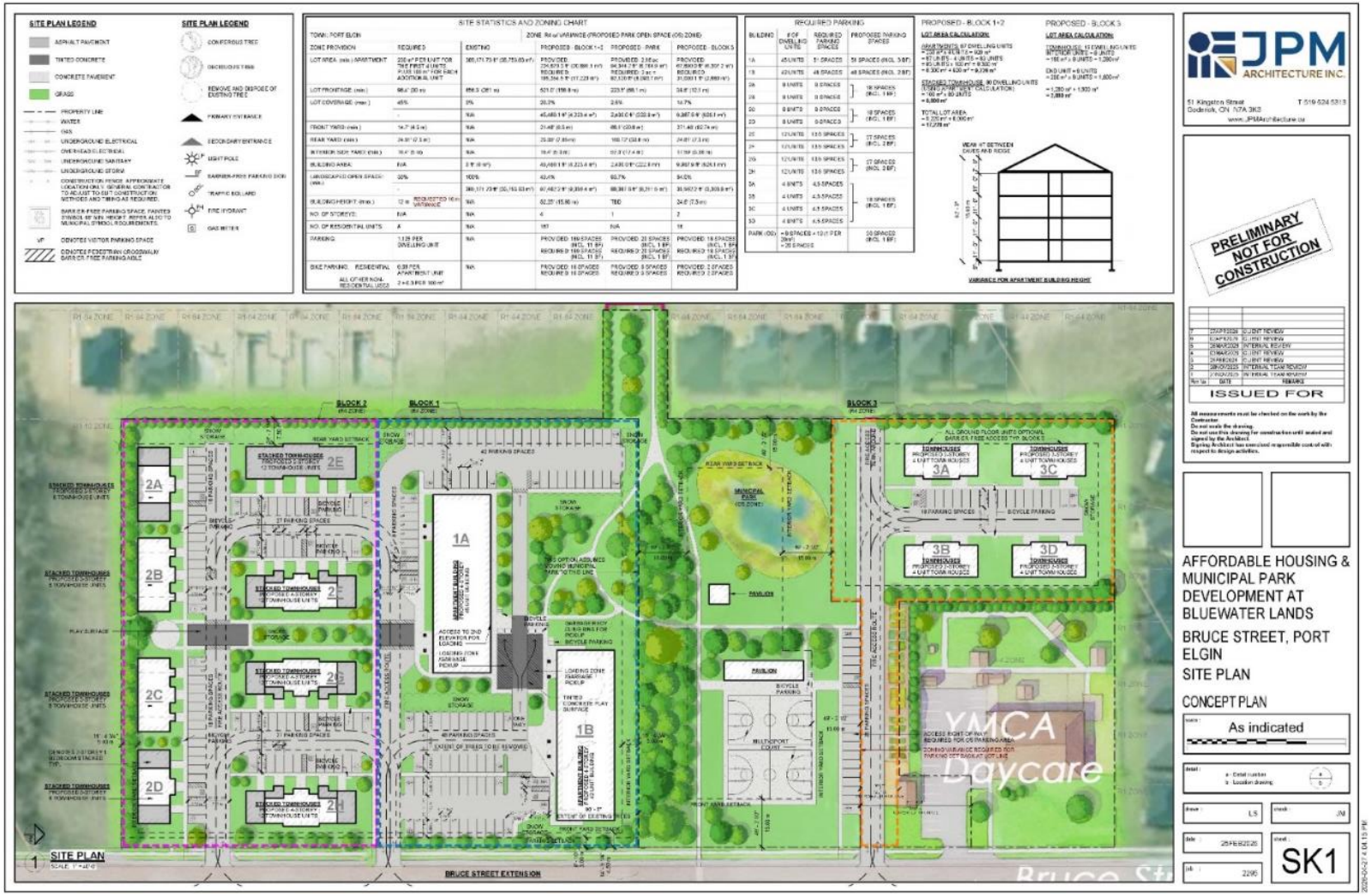
Air photo



RANGE LAKE PT LOTS 35 AND 36;RP 3R8329 PART 7
Town of Saugeen Shores (Port Elgin Town)
Roll Number 411046000440210

PLAN 3M246 BLK 107
Town of Saugeen Shores (Port Elgin Town)
Roll Number 411046000440819

PLAN 3M246 BLK 106
Town of Saugeen Shores (Port Elgin Town)
Roll Number 411046000440818



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PRELIMINARY NOT FOR CONSTRUCTION

7	25/07/2025	CLIENT REVIEW
6	04/APR/2025	CLIENT REVIEW
5	28/MAR/2025	INTERNAL REVIEW
4	21/MAR/2025	CLIENT REVIEW
3	24/FEB/2025	CLIENT REVIEW
2	28/OCT/2024	INTERNAL TEAM REVIEW
1	21/NOV/2024	INTERNAL TEAM REVIEW
No.	DATE	REMARKS

ISSUED FOR

All measurements must be checked on the work by the Contractor.
Do not scale the drawing.
Do not use this drawing for construction until sealed and signed by the Architect.
Signing Architect has exercised responsible control with respect to design activities.

AFFORDABLE HOUSING & MUNICIPAL PARK DEVELOPMENT AT BLUEWATER LANDS

BRUCE STREET, PORT ELGIN

SITE PLAN

CONCEPT PLAN

scale: As indicated

detail: a - Detail number b - Location drawing

drawn: LS | check: JM

date: 25/FEB/2025

sheet: SK1

job: 2296

2025-02-27 4:04:13 PM

Planning Analysis:

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

Proposal and Planning Context

The subject lands are located in the Port Elgin community of the Town of Saugeen Shores, generally east of Ridge Street and west of Bruce Street. The surrounding context is characterized by a mix of residential and institutional uses, with the subject lands positioned between existing and planned neighbourhood streets. The lands are owned by the Town of Saugeen Shores and form part of a larger development area in Port Elgin. The development lands have a total area of approximately 3.6 hectares (35,753.63 m^2), consisting of approximately 2.7 hectares proposed for residential development and approximately 0.8 hectares proposed for a new municipal park.

The subject lands are designated Primary Urban Communities in the Bruce County Official Plan. The County Official Plan directs much of the future growth to Primary Urban Communities to support the efficient use of land and infrastructure. For this reason, the Primary Urban Communities designation supports a broad range of land uses, including residential uses, as proposed through this application, as well as the development of a new municipal park. On May 28, 2026, an Open House was held to obtain public feedback on preliminary park concept plans. Based on the feedback received, the final park design will be refined through subsequent Town-led design and implementation processes, such as Site Plan approval.

The property is designated Residential in the Town of Saugeen Shores Official Plan. The Residential designation is intended to accommodate a range of residential uses and housing forms within the settlement area, supported by appropriate municipal services, transportation access, and community facilities. The proposed development is consistent with this policy direction, as it would introduce a mix of apartment, stacked townhouse, and townhouse units within the Port Elgin community, thereby contributing to housing choice and supporting the efficient use of urban land. The proposal also advances the Town's broader residential development objectives by providing 183 rental units, which supports local housing needs and contributes to a more complete community. In addition, the proposed municipal park complements the residential function of the land by providing accessible public open space for future residents and the surrounding neighbourhood. The park component supports the integration of community amenities within residential areas and helps ensure that the proposed development contributes not only to housing supply, but also to neighbourhood livability and the overall planned community structure.

Zoning By-law Amendment

The property is currently zoned Residential First Density (R1 and R1-84) in the Town of Saugeen Shores Zoning By-law. The existing zoning primarily permits low-density residential uses; therefore, an amendment to the Zoning By-law is required to permit the proposed

apartment buildings, stacked townhouse buildings, standard townhouse buildings, municipal park, and related zoning adjustments.

The application proposes to rezone the residential portion of the lands to Residential Fourth Density with site-specific provisions (R4-33). The proposed R4-33 zone would permit the development of two apartment buildings, eight stacked townhouse buildings, and four standard townhouse buildings, for a total of 183 dwelling units.

The proposed residential development area is approximately 2.7 hectares, based on the combined area of Blocks 1, 2, and 3, resulting in an overall density of approximately 67 units per hectare. The proposed density is considered appropriate for the site, as the concept plan demonstrates that the development can accommodate the proposed buildings, parking areas, internal drive aisles, fire access routes, landscaped areas, amenity areas, snow storage, bicycle parking, loading/garbage pickup areas, and required servicing components.

The Town's Zoning By-law does not define stacked townhouse buildings. The townhouse building definition applies to units divided vertically, but not horizontally. As such, the proposed stacked townhouse buildings are considered apartments for the purposes of applying the Town's Zoning By-law.

A site-specific provision is required to permit a maximum building height of 16.0 metres for the proposed apartment buildings, whereas the standard maximum height is 12.0 metres. The proposed increase of 4.0 metres would accommodate the proposed four-storey apartment buildings. The proposed height provision would be tied to increased setbacks for taller apartment buildings consistent with the height provisions in the Zoning By-law for multi-storey buildings elsewhere in Port Elgin. Apartment buildings up to 12.5 metres in height would require a minimum interior side yard setback of 5.0 metres; apartment buildings up to 15.0 metres in height would require a minimum interior side yard setback of 7.0 metres; and apartment buildings up to 16.0 metres in height would require a minimum interior side yard setback of 9.0 metres and a minimum rear yard setback of 10.0 metres. Where the interior side yard is adjacent to the proposed Open Space (OS) zone, a minimum setback of 5.0 metres is proposed. This approach allows building height to be appropriately regulated in relation to setbacks, while supporting the four-storey apartment buildings proposed as part of the development.

The application also proposes to rezone a portion of the lands associated with the existing YMCA parking area to Institutional (I-4). The Institutional zone would better recognize the existing institutional parking function associated with the adjacent YMCA use. This is a minor change to the proposal from what was circulated to the public and reflects an existing site condition. Staff recommend that Council resolve that no further notice is necessary with respect to this minor change in the proposed Zoning By-law Amendment.

Open Space and Parkland

In addition, the application proposes to rezone the park portion of the lands to Open Space (OS). The proposed municipal park is approximately 0.8 hectares and would be retained and maintained by the Town of Saugeen Shores. The OS zone would recognize the intended

public open space use and support the integration of the park with the surrounding residential development.

The Town Official Plan recognizes that parks and open space contribute to quality of life by providing opportunities for active and passive recreation, outdoor social and cultural activities, interpretive opportunities, and community events. The proposed municipal park supports this policy direction by providing new public open space within a developing residential area.

The proposed park is also consistent with the Town Official Plan policies for New Parkland and Open Space Development. These policies direct that new parkland should be planned with consideration for the needs of the surrounding area, should be centrally located to the neighbourhood served where possible, and should be designed to minimize pedestrian distance and maximize potential use. The location of the proposed park within the development supports access for future residents and the surrounding neighbourhood and contributes to the overall planned community structure.

The Town Official Plan also includes a parkland classification system, which guides parkland acquisition, development, management, and facility provision. Based on its proposed size and function, the park would generally align with the Neighbourhood Park classification. Neighbourhood parks are intended to serve local passive and active recreational needs, are typically located within a 5- to 10-minute walking distance of nearby residents, and are generally less than 2 hectares in size. The proposed park is approximately 0.8 hectares, which is consistent with this neighbourhood park scale.

The Official Plan identifies that neighbourhood parks may include amenities such as playground equipment, playfields, paved areas for informal games or basketball, shaded areas for passive recreation, and small parking areas where needed. While the final park design and programming will be determined through the Town's future park planning and implementation process, the proposed Open Space zoning would establish the appropriate land use framework to allow these types of neighbourhood park functions.

Overall, the proposed Open Space zoning supports the Town Official Plan's parkland objectives by supporting neighbourhood-level recreational opportunities, and contributing to the livability of the proposed housing development and surrounding community.

Range and Mix of Housing Types

The County and Town Official Plans encourage a broad range and mix of housing types to meet the needs of current and future residents, including opportunities for medium- and higher-density residential development and affordable housing within settlement areas. The proposed development supports this policy direction by providing a mix of residential built forms, including two apartment buildings, eight stacked townhouse buildings, and four standard townhouse buildings, for a total of 183 dwelling units.

The proposal represents a medium density residential development and would increase housing choice beyond what is currently permitted under the existing R1 and R1-84 zoning.

As a purpose-built rental housing project being advanced in partnership with Margaret Laurence Cooperative Housing, all 183 units are proposed to be affordable and attainable rental units, making a significant contribution toward local and regional affordable housing objectives.

Density

The Town of Saugeen Shores Official Plan identifies medium density development as residential development containing more than four units in a building that is not considered high density. Medium density residential uses are permitted within the Residential designation, with a maximum gross residential density of 90 units per hectare.

The proposed development includes two apartment buildings, eight stacked townhouse buildings, and four standard townhouse buildings, for a total of 183 units. Based on a residential development area of approximately 2.7 hectares, the proposal results in an overall density of approximately 67 units per hectare, which is below the maximum density permitted for medium density residential development.

The proposed density is appropriate for the site and is consistent with the Town Official Plan's medium density policies. The property is located within the Port Elgin settlement area on a collector road. It is intended to be serviced by municipal water and sanitary services, and is supported by transportation, servicing, and stormwater management studies submitted with the application. The site-specific zoning provisions related to building height and setbacks will also assist in regulating the built form and its relationship to surrounding residential and institutional uses.

Compatibility

Public feedback received to date has identified concerns regarding neighbourhood character, privacy, buffering, the function of the proposed park, and the relationship of the proposed residential buildings to nearby homes and institutional uses. These matters have been considered in the review of the proposed Zoning By-law Amendment.

The Land Use Compatibility policies of the Town of Saugeen Shores Official Plan provide that development should generally be compatible with adjacent land uses and that residential areas and other sensitive land uses should be protected from potential adverse impacts, including undesirable noise, lighting, air quality, vibration, and land use conflicts.

The proposed development is located within an area characterized by a mix of residential and institutional uses. The proposed apartment, stacked townhouse, and townhouse forms would introduce a more compact residential built form than the existing low-density residential uses in the surrounding area; however, the lands are designated Residential in the Town Official Plan, which contemplates a range of residential forms. The proposed site-specific zoning provisions, including provisions related to building height and setbacks, are intended to regulate the built form and provide an appropriate relationship with adjacent properties.

The proposed municipal park also contributes to compatibility by providing public open space within the development and supporting the relationship between the residential development and the surrounding neighbourhood. Additional design measures, including landscaping, fencing, lighting, screening, pedestrian connections, and the treatment of parking and amenity areas, may be further used to reduce potential impacts on adjacent residential and institutional uses.

Overall, compatibility has been considered through the proposed zoning framework. The proposed development would introduce new rental housing within the settlement area while using site-specific zoning standards and open space zoning to help manage the relationship between the development and surrounding land uses. Other matters such as lighting, landscaping, and screening can be addressed through the site plan control process.

Transportation

One of the objectives of the County and Town Official Plans is to ensure that new development can be accommodated by the surrounding transportation network without creating traffic hazards or unacceptable impacts to traffic operations. A Transportation Impact Study was submitted in support of the application to assess existing traffic conditions, forecast future traffic conditions to 2035, and evaluate the potential traffic impacts associated with the proposed development. The study also considered background growth, nearby planned developments, and future road improvements, including the Bruce Street extension, Ridge Street improvements, and the Bruce Road 33/Bruce Road 25 realignment.

The study found that the area intersections are currently operating at acceptable levels of service and are forecast to continue operating at similar levels under 2035 total traffic conditions. Any critical movements identified in the future analysis are expected to occur under background traffic conditions and are not attributable to the proposed development. Based on the findings of the study, no off-site transportation improvements are recommended.

Overall, transportation matters have been appropriately considered through the submitted Transportation Impact Study, and the proposed development is not expected to result in unacceptable impacts to the surrounding road network.

Technical Review

The application is supported by a number of technical studies and plans, including residential and park concept plans, a Planning Justification Report, Transportation Impact Study, Functional Servicing Report, Stormwater Management Report, surveys, a Phase I Environmental Site Assessment, and archaeological assessments. These materials were submitted to assist in evaluating the appropriateness of the proposed Zoning By-law Amendment and to confirm that matters related to transportation, servicing, stormwater management, environmental site conditions, site layout, and archaeology can be addressed through the development review process. Detailed design matters will continue to be reviewed through the future site plan approval and servicing processes.

Archaeological Potential

The County and Town Official Plans identify that development on lands containing possible archaeological resources or areas of archaeological potential should occur in such a manner as to avoid destruction or alteration of these resources. Where avoidance is not possible, archaeological resources are to be conserved through appropriate assessment, documentation, and mitigation in accordance with the Ontario Heritage Act.

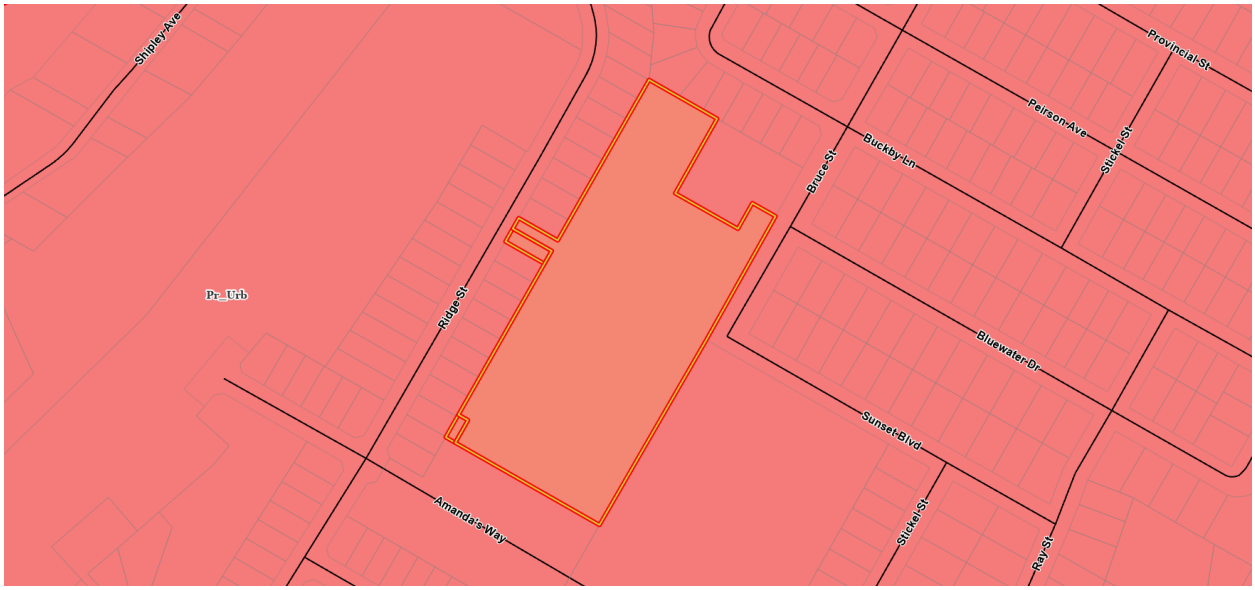
For this project, a Stage 1 and 2 Archaeological Assessment and subsequent Stage 3 Archaeological Assessment were prepared by TMHC Inc. in support of the application, as the lands were identified as having archaeological potential. The assessment identified one archaeological location, which was further assessed through the Stage 3 process. The report concluded that the archaeological location has been sufficiently documented, has no further cultural heritage value or interest under the provincial framework, and that no further archaeological assessment is required for the subject property.

The Stage 1, 2 and 3 Archaeological Assessment was prepared by a qualified individual, included engagement with the Saugeen Ojibway Nation, and has been entered into the Ontario Public Register of Archaeological Reports. This addresses archaeological matters in accordance with provincial and Official Plan policies.

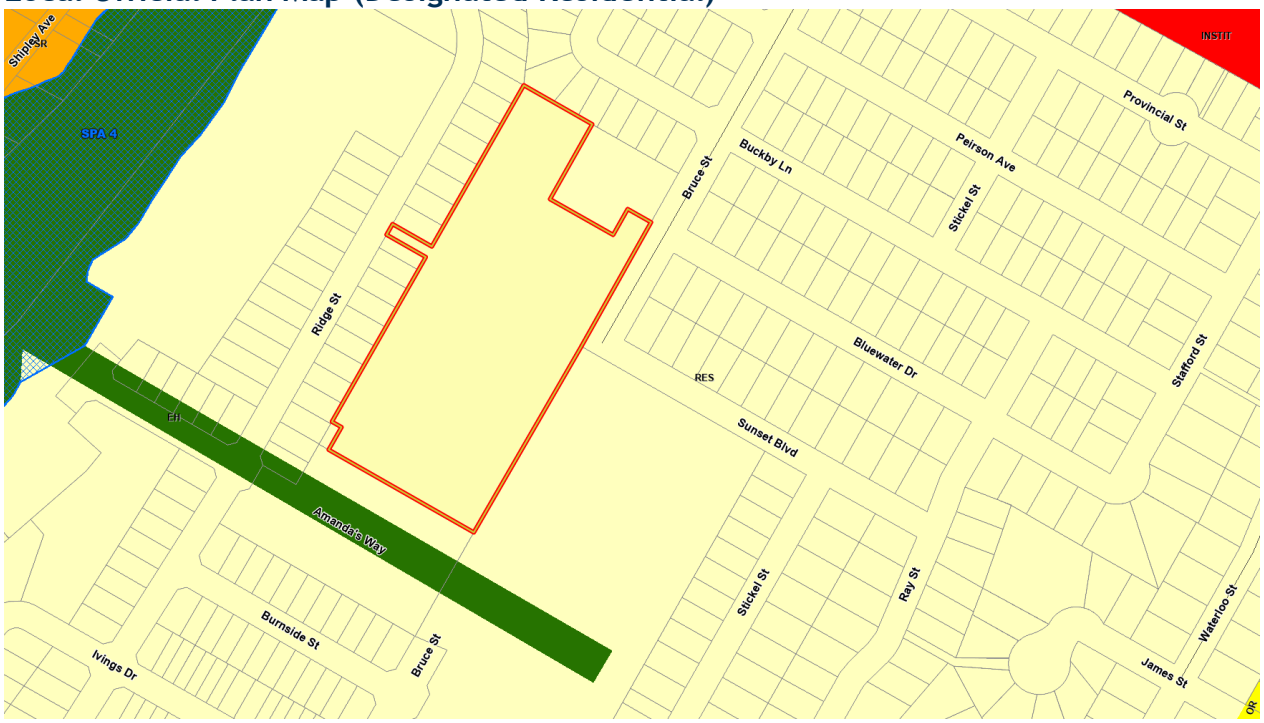
Appendices

- County Official Plan Map (included below)
- Local Official Plan Map (included below)
- Local Zoning Map (included below)
- List of Supporting Documents and Studies (included below)
- Consolidated Agency Comments (included below and attached)
- Public Comments (included below and attached)
- Additional Public Comments (attached)
- Site Photos (included below)
- Site Plan (attached)
- Public Notice (attached)

County Official Plan Map (Designated Primary Urban Communities)



Local Official Plan Map (Designated Residential)



Local Zoning Map (Zoned R1 - Residential First Density and R1-84 Residential First Density Special)



List of Supporting Documents and Studies

The following documents can be viewed in full at [Planning Saugeen Shores | Bruce County:]

- Residential Concept Plans
- Preliminary Park Concept Plans
- Planning Justification Report

- Transportation Impact Study
- Functional Servicing Report
- Stormwater Management Report
- Boundary Survey
- Topographic Survey
- Phase I Environmental Site Assessment
- Stage 1-2 and Stage 3 Archaeological Assessment
- ENTERED INTO REGISTER Archaeological Report for P1048-0148-2024, P1048-0161-2024

Agency Comments

Town of Saugeen Shores: The Town advised that the purpose of the June 15, 2026 public meeting and zoning approval is limited to the proposed rezoning from Residential First Density (R1 and R1-84) to Residential Fourth Density with site-specific provisions (R4-33), Open Space (OS), and Institutional (I-4).

> *Note: The Town advised that detailed matters such as site design, park amenities, development agreements, and project implementation will be addressed through subsequent approval processes, including site plan approval and execution of agreements. The Town also noted that advancing the zoning application at this stage supports the project's eligibility and competitiveness for affordable housing funding opportunities, including Build Canada Homes, and does not commit the Town to subsequent approvals. (Full letter attached)*

Saugeen Valley Conservation Authority (SVCA): SVCA advised that the property does not contain any natural hazard features of interest to SVCA, is not located within an SVCA regulated area, and that an SVCA permit is not required for development activities related to this application. SVCA also noted that stormwater matters should be reviewed by the Town's engineer.

The Ministry of Transportation (MTO): No MTO review, approval or permits will be required.

Historic Saugeen Métis (HSM): The HSM Lands, Waters and Consultation Department has reviewed the relevant documents and has no objections to the proposed Zoning By-law Amendments as presented.

Westario Power: No additional comments or concerns were identified at this time.

> *Note: Westario Power advised that its requirements for the proposed development have been discussed directly with DEI Consulting Engineers.*

Canada Post: Canada Post reviewed the application and advised that the completed development will be serviced by centralized mail delivery through Canada Post Community Mailboxes.

> *Note: For buildings containing three or more self-contained units with a common indoor area, Canada Post's multi-unit policy will apply, and the owner/developer will*

be required to install a mail panel and provide access to Canada Post. Canada Post has requested that the owner/developer comply with its standard conditions to ensure mail service can be provided to the development. (Full letter attached)

Bruce County Transportation & Environment Services (TES): No comment.

Saugeen Ojibway Nation (SON): SON reviewed the archaeological assessments, and they currently have no concerns.

Public Comments

One written public comment was received at the time of writing this report. The comment identified concerns regarding the size of the proposed park, the function of the park as a green-space buffer, the location of the proposed townhouses near existing homes and the daycare, neighbourhood character, and the public consultation process. The comment is included as an attachment to this report. (Full letter attached)

Site Photos



Southeast corner of the site looking northwest.



Central portion of the site looking west.



Central portion of the site looking northwest.