



Planning Advisory Committee Report

Report Number:	PLAN2025-032
Meeting Date:	June 4, 2025
Title:	Applications to Amend the Official Plan and Bobcaygeon Zoning By-law 16-78 at 75 Main Street - 75Maindev Inc.
Description:	Amendments to permit the proposed development of a multiple-unit townhouse development (16 units contained in 2 buildings). D01-2024-007 and D06-2024-016
Type of Report:	Regular Meeting
Author and Title:	Raphael Romeral and Amanda-Brea Watson, MCIP, RPP Planners with Dillon Consulting Limited on behalf the City of Kawartha Lakes

Recommendations:

That Report PLAN2025-032, **Applications to Amend the Official Plan and Bobcaygeon Zoning By-law 16-78 at 75 Main Street - 75Maindev Inc.** be received for information;

That an Official Plan Amendment respecting application D01-2024-007, substantially in the form attached as Appendix D to Report PLAN2025-032, be approved and adopted by Council;

That a Zoning By-law Amendment respecting application D06-2024-016, substantially in the form attached as Appendix E to Report PLAN2025-032, be approved and adopted by Council; and

That the Mayor and Clerk be authorized to execute the documents required by the approval of this application.

Department Head: _____

Legal/Other: _____

Chief Administrative Officer: _____

Background:

Owner:	75Maindev Inc.
Applicant:	Kevin M. Duguay of KMD Community Planning and Consulting Inc.
Property Description:	Legal Description: Part Lot 5 East of Main Street, Plan 70; Village of Bobcaygeon Municipal address: 75 Main Street
Official Plan:	'Urban Settlement Area' in Schedule 'A-5' of the City of Kawartha Lakes Official Plan
Secondary Plan	'Downtown – Central Business District' in Schedule F-2 of the Bobcaygeon Secondary Plan
Zoning By-law:	'Central Commercial (C1)' Zone (Schedule 'A') in the Village of Bobcaygeon Comprehensive Zoning By-law 16-78, as amended
Area:	0.21 ha. (0.51 ac.)
Servicing:	Municipal Water; Sanitary Sewers; and Storm sewers
Access:	Municipal – Collector (Main Street)
Existing Uses:	Residential
Adjacent Uses:	North: Commercial (Business or professional offices) East: Residential (Single Family Detached Dwelling) South: Commercial (Retail stores, service shops) West: Residential (Multiple-unit townhouse)

The applicant proposes to redevelop 75 Main Street, Bobcaygeon (the Subject Lands) by removing the existing single detached dwellings and accessory buildings to construct a multiple-unit townhouse development (16 units contained in two (2) buildings with some affordable units).

To facilitate the redevelopment an amendment to the City of Kawartha Lakes Official Plan / Bobcaygeon Secondary Plan is needed for a policy exception to exceed a density of 25 dwelling units per gross hectare. Additionally, a site-specific amendment to the Bobcaygeon Zoning By-law 16-78 is needed for a special provision C1-S15 zone that allows for:

- adding Town House Dwellings as a permitted use,
- reducing required number of parking spaces (from standard 2:1 to 1:1),
- increasing the maximum permitted lot coverage (30% to 46%),
- reducing the minimum front lot setback (from 7.5 metres to 3.0 metres),
- reducing the minimum rear lot setback (from 9.0 metres to 7.0 metres).

To guarantee the confirmed inclusion of affordable housing and to enable City approval of parking and site design through site plan control, staff are recommending the inclusion of a Holding (H) provision for the new Zone.

Rationale:

The applicant has submitted the requested reports and plans in support of the applications, which have been circulated to various City departments and commenting agencies for review and clearance. However, to date there is no confirmation or supporting documentation in this application to assurance that any affordable units are to be provided. The owner has indicated their desire to provide at least two (2) affordable housing units.

Policy Conformity

Provincial Planning Statement 2024 (PPS 2024)

The PPS 2024 provides a policy framework for land use planning within the Province of Ontario. It provides a strong policy framework that directly supports and encourages higher density affordable housing and aims to increase housing supply across Ontario.

Section 1.6 Infrastructure, directs growth to areas where existing or planned infrastructure and public service facilities are available. Higher density housing makes more efficient use of these existing investments in water, wastewater, transit, and other services, reducing the need for costly new infrastructure expansions. By focusing growth in existing built-up areas, particularly strategic growth areas or Central Business Districts, higher density development supports the long-term viability and optimization of public investments. The Subject Lands are serviced by municipal services and located within a Settlement Area.

Section 2.1 Planning for People and Homes, promotes the development of "complete communities" which are designed to support healthy and active living by providing a diverse mix of land uses, including housing, employment, and services, in proximity. Higher density housing, especially in mixed-use areas like Central Business Districts,

contributes significantly to creating such communities by increasing population density to support local businesses, services, and transit (where applicable).

Section 2.2 Housing, emphasizes the critical need to increase the supply of housing to meet projected needs and improve affordability for all Ontarians. It directly integrates "affordable housing" into its definition of "housing options." It mandates planning authorities to permit and facilitate all types of residential intensification and a range and mix of housing options and densities directly supports the development of higher-density forms.

Section 2.3 Settlement Areas, prioritizes intensification and redevelopment within existing settlement areas and built-up areas. This means making the most of existing land and infrastructure through higher density development, which helps curb sprawl and fosters more sustainable growth. It specifically encourages transforming underused commercial into residential or mixed-use spaces, creating natural opportunities for higher density, often with affordable housing options.

When higher density incorporates affordable housing, it directly addresses the provincial goals of increasing housing supply, improving housing affordability for all income levels, efficiently using land and infrastructure, and building resilient, complete communities. The Official Plan / Secondary Plan Amendment and Zoning By-law Amendment will support a downtown lot redevelopment bringing housing opportunities which aligns with the objectives of the PPS 2024.

City of Kawartha Lakes Official Plan (2012)

The Official Plan is the City's policy on how land in the community should be used. The City of Kawartha Lakes Official Plan ('CKLOP') implements provincial policies and sets the municipal policy framework for applying the Zoning By-law.

Section 4 of the CKLOP defines density for residential designations (in terms of Low, Medium, and High Density). The Subject Lands are designated 'Urban Settlement' in the CKLOP, and they would typically be understood to be developed at a low residential density (up to 25 dwelling units per gross hectare) unless there was mixed uses or other considerations in accordance with Section 5.3 and 8.5 which include policies related to higher density and affordable housing considerations. The information is summarized below:

- Section 5.3.3. Proximity to Amenities and Transit - The project consolidates residential density in an area that is already accessible to services. The increased density makes it more feasible for residents to walk, cycle, or use public transit,

reducing reliance on private vehicles for daily needs. The inclusion of "affordable units" within this development further supports this objective by allowing a wider range of income households to benefit from this convenient location.

- Section 5.3.5. Affordable Housing Contribution - The project contributes to the Council's goal of achieving affordable housing in new developments. The specific number of affordable units would need to be assessed against the total 16 units to determine the precise percentage contribution of this project. This demonstrates a proactive effort to increase the stock of housing available to low and moderate-income households.
- Section 5.3.7. Higher Density with Full Services - The removal of single-detached dwellings and replacement with 16 residential units represents a significant increase in density. The Subject Lands are already fully serviced by existing municipal infrastructure. Redeveloping an existing site within an established area is generally more sustainable and efficient than extending services to undeveloped land. This approach leverages existing infrastructure, minimizing the need for costly expansions and supporting efficient land use. The project aligns with the principle of concentrating growth where services are readily available.
- Section 18.5 Affordable Housing – The proposal at 75 Main Street directly supports the overall goal of Section 18.5 by explicitly including "some affordable units" within a new multiple-unit development. This commitment aligns with the fundamental objective of increasing the supply of housing that is attainable for a broader range of income levels. By replacing lower-density housing with higher-density townhouses, the project contributes to the overall housing supply, which can help to alleviate market pressures and improve affordability.
- Section 18.5.2 Promoting Intensification within Settlement Areas - The redevelopment is located within a settlement area (Bobcaygeon) and involves intensification by increasing density. This aligns with policies that encourage efficient use of existing infrastructure and land within urban boundaries, reducing the need for costly outward expansion. The proposed density exception, while requiring an amendment, is a means to achieve greater intensification on the site.
- Section 18.5.4 Facilitating the Development of Affordable Housing through Planning Tools - This is a direct alignment. The proposal utilizes planning tools (Official Plan Amendment / Secondary Plan Amendment, Zoning By-law Amendment) to facilitate the development, specifically enabling the inclusion of affordable units. The requested zoning changes (reduced parking, increased lot coverage, reduced setbacks) are designed to make the project more financially viable, which can be crucial for the delivery of affordable housing.

- Policy 18.5.6 Considering Parking Standards in Relation to Affordability - The proposal directly addresses this by reducing the required number of parking spaces (from 2:1 to 1:1). This reduction is a common strategy to lower development costs, which can directly contribute to the feasibility of offering affordable housing units. It acknowledges that not all residents may require or be able to afford multiple parking spaces.
- Policy 18.5.7 Optimizing Land Use and Site Design for Affordability - The proposed increase in maximum permitted lot coverage (30% to 46%) and reduction in minimum front (7.5m to 3.0m) and rear (9.0m to 7.0m) lot setbacks are all measures that optimize land use. By allowing for a more compact design, these changes can reduce the overall cost of development per unit, making the project more viable and enabling the inclusion of affordable units. This demonstrates a flexible approach to site design to achieve affordability goals.
- Policy 18.5.8 Promoting Development that is Well-Serviced by Infrastructure – The subject lands are located within a settlement area and will be connecting to existing municipal services. This aligns with policies that encourage development in areas where infrastructure is already in place or can be easily upgraded, contributing to efficient growth and potentially reducing per-unit infrastructure costs.
- Policy 31.2.3.1.2.2. Medium Density Residential Uses Within the Residential Designation – Townhouses are Permitted Medium Density Residential Uses, however Medium density residential uses shall be developed between a minimum density 25 units/hectare to a maximum of 60 units/hectare. Medium Density Residential uses will generally be located along, or close to, arterial or collector roads, where possible and appropriate. Increasing the density from the permitted range (25 units/hectare to 60 units/hectare) to 78 units/hectare significantly exceeds the maximum density of 60 dwelling units per net hectare permitted therefore, to implement such a change an amendment to the Official Plan to specifically Policy 31.2.3.1.2.2. is required.

Bobcaygeon Secondary Plan (BSP)

The CKLOP recognizes that area-specific guidance for growth and development remains key through the Bobcaygeon Secondary Plan ('BSP') and that the BSP is the primary document that provides direction for the proposal. The proposed redevelopment aligns with the Bobcaygeon Secondary Plan policies, particularly those related to Section 31 the Downtown - Central Business District, in which the subject lands are located. Specifically, the following have been considered:

- Section 31.3.2.4.1. Bobcaygeon's Historic Downtown and Activity - By introducing 16 residential units, the project increases the permanent population within or very close to the downtown. This ensures a more consistent level of activity and patronage for local businesses and services, even outside of peak tourist seasons, contributing to the year-round vibrancy of the historic downtown.
- Section 31.3.2.4.2. New Development and Infill in Downtown - The project exemplifies infill development by using an existing developed parcel of land rather than expanding into undeveloped areas. This is a core principle of sustainable growth within established communities.
- Section 31.3.2.4.2.1. Downtown as a Mixed-Use, Cultural, and Activity Centre - The addition of 16 residential units, including affordable units, directly contributes to the "mixed-use" character of the downtown by increasing the residential component. More residents mean a larger base to support local businesses, cultural events, and recreational activities, reinforcing the downtown's role as a vibrant hub. The affordability component also ensures a wider range of people can live in this central, amenity-rich location.
- Section 31.3.2.4.2.4. Promotion and Enhancement of Downtown for Local Commerce - By increasing the residential population directly within the downtown, the project inherently provides a larger local customer base for existing and future businesses. This boosts foot traffic and economic activity, directly supporting local commerce.
- Section 31.3.2.4.2.7. Aesthetically Pleasing and Architecturally Appropriate Character – Using methods such as Crime Prevention through Environmental Design (CPTED) will ensure good lighting, clear sightlines, well-defined entries, and accessibility for emergency services.

The proposal has the potential to align very well with the Bobcaygeon Secondary Plan by bringing residential density, including affordable units, into the downtown core. The critical factor for full alignment with many of these policies will be the specific design

and site plan control to ensure they respect and enhance the existing character, functionality, and vitality of Bobcaygeon's unique downtown.

Village of Bobcaygeon Zoning By-law 16-78

The Zoning By-law regulates the use of lands, buildings and structures and implements the Official Plan. The lands are zoned 'Central Commercial (C1)', which allows for some residential uses but does not allow the proposed scale or type of residential intensification without a site-specific zoning by-law amendment. Tailored adjustments are needed to allow the City to modify the standard regulations of the base 'C1' Zone for the Subject Property, as the standard regulations do not adequately support the desired form of development or intensification and affordable housing objectives of the City.

The proposed site-specific C1-S15 Zone is a tailored regulatory framework that removes the limitations of the existing C1 Zone, which was not designed for this type and scale of residential intensification. By adjusting key zoning standards, there is flexibility for the redevelopment at 75 Main Street to realize the higher density, diverse housing options (including affordable units), and design characteristics that are encouraged by the City of Kawartha Lakes Official Plan and the Bobcaygeon Secondary Plan for its downtown area. The following have been considered:

- Adding Town House Dwellings as a permitted use to the C1 Zone directly addresses the Official Plan's encouragement of "higher density" and "affordable accommodation" (as some units will be affordable). For the Bobcaygeon Secondary Plan, it contributes to creating "vibrant, mixed-use neighbourhoods" in the downtown by increasing the residential population.
- Reducing required number of parking spaces (from standard 2:1 to 1:1) aligns directly with the Official Plan's goal of locating higher-density housing in "close proximity to available public transportation." In a downtown setting like Bobcaygeon, where residents are likely to walk and cycle more frequently, a lower parking ratio is often justified. It promotes active transportation and reduces car dependency, contributing to the "walkability" encouraged by the Secondary Plan (31.3.2.4.2.7.a). The applicant is requesting a reduction in the parking spaces provided for a residential use in the Bobcaygeon Zoning By-law from 2 per dwelling unit to 1 per dwelling unit.
- Increasing the maximum permitted lot coverage (30% to 46%) is a direct enabler of "higher density, multiple residential dwellings" (Official Plan section 5.3.7). It also helps achieve the increased density target. For the Bobcaygeon

Secondary Plan, it supports the concept of "infill development" and making efficient use of land within the established downtown.

- Reducing the minimum front lot setback (from 7.5 meters to 3.0 metres) promotes the "urban design" principles mentioned in the Bobcaygeon Secondary Plan (31.3.2.4.2.5). A closer building face to the street can enhance pedestrian experience, contribute to a more active and defined street edge, and reinforce the downtown's character. It is typical of traditional main street developments where buildings are closer to the sidewalk.
- Reducing the minimum rear lot setback (from 9.0 metres to 7.0 metres), supports the "intensification with an increase in density" by providing more flexibility in building placement and potentially allowing for more efficient building design to accommodate the 16 units.
- Reduced minimum distance between main buildings (containing windows face each other from 12 metres to 9 metres) directly facilitates the "intensification with an increase in density" goal. While enabling higher density, the design still needs to ensure adequate light, privacy, and livability for residents, which the 9-meter distance aims to balance.
- Allow for intensification with an increase in density (from 25 units/hectare to 78 units/hectare) which directly addresses the Official Plan's call for "higher density" and the Bobcaygeon Secondary Plan's implicit support for intensification in the downtown to create vibrant, mixed-use neighborhoods. It allows for a more efficient use of fully serviced land within the urban boundary, reducing pressure for sprawl and maximizing the benefits of existing infrastructure in the downtown core.

To ensure that the proposed redevelopment at 75 Main Street delivers on its commitment to affordable housing, it is recommended that a Holding (H) provision be incorporated into the site-specific C1-S15 (H) Zone. The inclusion of an 'H' would mean that while the land is zoned to permit the 16 residential units (including the increased density, reduced parking and setbacks, etc.), the actual construction or occupancy of those units would not be permitted until specific "holding conditions" related to affordable housing are met. These may include:

- Proof of an executed Agreement. This is often a formal legal agreement between the developer and the municipality, outlining the number of affordable units, their affordability criteria, duration of affordability, and mechanisms for monitoring and enforcement.

- Proof of Funding/Partnership which demonstrates that the developer has secured the necessary funding or has partnered with an affordable housing provider to ensure the long-term viability and affordability of the designated units.
- Registration of an Affordable Housing Encumbrance on title that ensures the affordable housing units remain affordable for a specified period, even if the property changes ownership.

Other Alternatives Considered:

No alternatives have been considered.

Alignment to Strategic Priorities:

For reference the four strategic priorities within the 2024-2027 Kawartha Lakes Strategic Plan are:

1. Healthy Environment
2. An Exceptional Quality of Life
3. A Vibrant and Growing Economy
4. Good Government

In alignment with the strategic priorities, the proposed Official Plan and Zoning Bylaw amendments would facilitate redevelopment along Main Street in Downtown Bobcaygeon. This will provide additional housing stock in the City of Kawartha Lakes and affordable units within close proximity to commercial, recreational and institutional uses, and contribute towards the City's Housing Pledge of 6500 new dwelling units by 2031.

Financial/Operation Impacts:

There are no financial considerations unless Council's decision is appealed to the Ontario Land Tribunal. In the event of an appeal, there would be costs, some of which may be recovered from the applicant.

Consultations:

Staff deemed the application 'complete' under the requirements of the Planning Act on August 12, 2024, and initiated Agency consultation on August 12, 2024 with a requested review period of the application submission package by August 26, 2024. All

of the reports and plans submitted have been circulated to the applicable agencies and City Departments for review and comment. The public was notified of the application through circulation of the Notice of Public Meeting on August 15, 2024.

Following the Public Meeting the applicant provided additional information for the City to review. Based on their review of this second submission package the City provided further comments to the applicant on April 8, 2025. A third information package was submitted on May 5, 2025, which addressed most of the outstanding questions and concerns.

The following comments are the most recent provided during the consultation period:

Public – “We have concerns with the density planned for this development. Looking at the proposed design provided, there will be a single vehicle garage at each town home. What if every town home (16 units) has two vehicles? Where will the additional vehicles be parked? Main Street in Bobcaygeon is a busy thoroughfare and street parking during any day is limited due to activities at the Lions Hall, a Cafe, other other businesses, and as a route for Kawartha Dairy from the dairy to their cold storage. If an additional 16 vehicles are added there will be no parking available for the businesses. Also, in order to accommodate winter snow plowing where will the additional vehicles park? We appreciate consideration of our concerns and request that discussion with the developer be held to reduce the density.”

“I am a resident in close proximity to the proposed Zoning Change to 75 Main Street in Bobcaygeon. I am not against development however:

- A 2 building, 16 Townhouse project on that property just doesn't fit in with the existing properties in the area. (Far to much density)
- With limited parking on only one side of the street it would further reduce the existing spaces for residents use.
- I believe that the current Zoning that would allow for a 6 unit building is the right development for this location.

Therefore I am not in favor of the proposed Zoning change as requested.”

Planning – Regarding traffic, the Traffic Brief and associated rationalization indicate that the development is not expected to significantly impact Main Street traffic or pedestrian volumes. The plans include the addition of bicycle racks at the rear of the site, and Main Street already features sidewalks on both sides. The site entrance design adheres to Transportation Association of Canada (TAC) guidelines for sight lines, ensuring safe access for all users. Furthermore, the design incorporates narrower internal lanes and speed bumps, which are intended as traffic-calming measures to enhance safety for both pedestrians and motorists. Further details, such as those issues identified by the City's Development Engineering in this report, will be addressed through site plan control.

The proposal features dedicated backyards with private patios for each townhouse unit, providing exclusive outdoor amenity space for residents.

The plan also incorporates two affordable housing units, comprising approximately 12-13% of the total proposed units. This contribution is significant, especially considering the development's central location in Bobcaygeon, as it enhances accessibility to employment, services, and amenities in the downtown area for low and moderate-income households. However, the City's objective is to achieve a minimum of 25% affordable units in new developments, which translates to four units in this specific case. Considering the request for increased density and relaxation of zoning provisions, it would be reasonable for the City to request a higher percentage of affordable units within this development. To guarantee the confirmed inclusion of affordable housing and to enable City approval of parking and site design, a Holding (H) provision is recommended for the new Zone.

Engineering and Corporate Assets Department/Development Engineering –

From an engineering perspective, Development Engineering cannot support the proposed Zoning By-Law Amendment application at this time. An update to the Traffic Brief/Parking Assessment is required in order to support further review of the proposed amendment application.

Traffic Brief/Parking Assessment: From a Traffic Management perspective, reducing parking lot capacity should not fall below the average parking demand listed in the ITE Parking Generation Manual for the land use (21 spaces), unless a suitable number of proxy sites in the area proves lower demand.

- a. The applicant provided one nearby proxy site, however more than one proxy site and understanding the particulars about each proxy site would be required to prove reduced demand.

- b. The swept path illustration in the Traffic Brief showed very tight turning at the rear of the development. Neither the Traffic Brief nor the update provided any written analysis of the swept path illustration.
- c. It is noted the current design required backing into a pedestrian egress to the laundry room and driving over sodded areas.
- d. A snow berm of any size around the perimeter would impact the function of the fire lane and ability to navigate the turn.
- e. The location of the proposed bike rack does not appear to be identified on the plans, a bike rack in the rear would be located within the fire lane.

Municipal Law Enforcement and Licensing – The City has not received any specific concerns raised about on street parking in this area. The City’s most recent Parking Study (by IBI) is from 2012, which is now nearly 7 years old. We note that there is no on-street parking during the winter.

Economic Development – No comments.

Building and Septic – Indicated they have no comments as it relates to private on-site sewage disposal [site is serviced by municipal sewers].

Ministry of Environment, Conservation and Parks (MECP) - Noted that the development is to be serviced by full municipal water and sewage services and has no concerns or comments.

Hiawatha First Nation – We have no immediate questions or concerns regarding this project.

Enbridge Gas Comments – Does not object to the proposed application(s) however, we reserve the right to amend or remove development conditions. This response does not signify an approval for the site/development.

Kawartha Conservation – The subject property is outside Kawartha Conservation’s regulated area but within Karst hazard area, a permit pursuant to Ontario Regulation 41/24 may be required prior to any future development on subject property.

Ministry of Transportation Ontario – The subject property is not within MTO’s permit control area therefore, we have no comments to offer this application.

Canada Post - We will provide mail delivery service to the above address through centralized delivery via Community Mail Boxes (CMBs) and or Lock Box Assembly. The developer will consult with Canada Post to determine suitable permanent locations for

the Community Mail Boxes. The developer will then indicate these locations on the appropriate servicing plans.

Conclusion:

The proposal represents good land use planning by facilitating the redevelopment of a serviced residential lot on lands designated as Urban Settlement Area in the accordance with policies of the PPS, City of Kawartha Lakes Official Plan, Bobcaygeon Secondary Plan and Village of Bobcaygeon Zoning By-law 16-78.

Staff recommends that the Official Plan Amendment respecting application D01-2024-007, substantially in the form attached as Appendix 'D' to Report PLAN2025-032, be approved and adopted by Council.

Staff recommends that the Zoning By-law Amendment respecting application D06-2024-016, substantially in the form attached as Appendix 'E' to Report PLAN2025-032, be approved and adopted by Council.

The following attached documents may include scanned images of appendices, maps, and photographs. If you require an alternative format, please email Amanda-Brea Watson at awatson@kawarthalakes.ca.

Attachments:

Appendix A – Location Map (see below)

Appendix B – Aerial Map (see below)

Appendix C – Concept Plan (see below)

Appendix D – Draft Official Plan Amendment & Schedule



Appendix D
PLAN2025-032 - 75 N

Appendix E – Draft Zoning By-law Amendment & Schedule



Appendix E
PLAN2025-032 - 75 N

Department Head email: ibarrie@kawarthalakes.ca

Department Head: Leah Barrie, Director of Development Services

Department File: D01-2024-007 & D06-2024-016

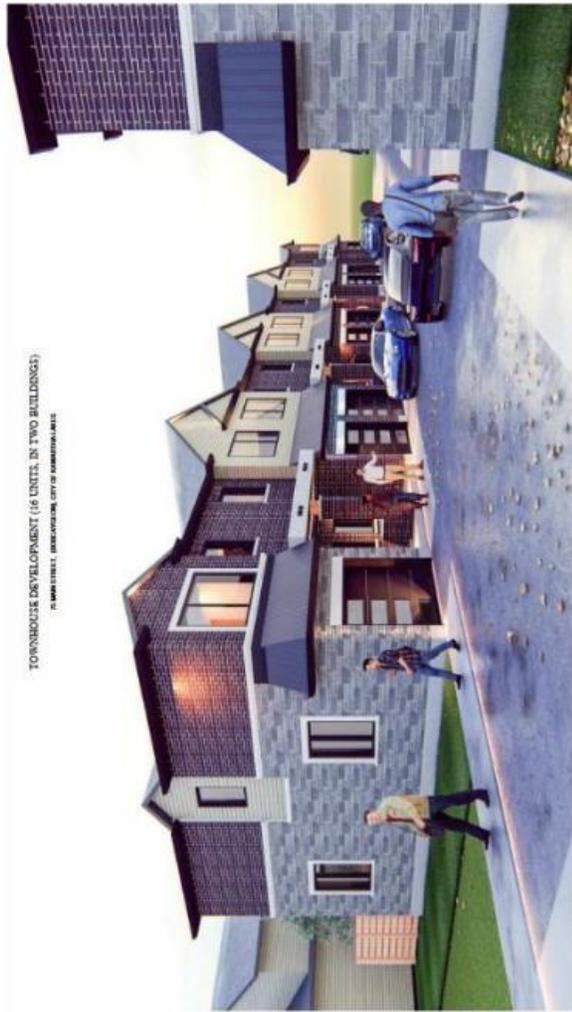
Appendix A – Location Map



Appendix B – Aerial Map



Appendix C – Concept Plan



NO.	DATE	REVISION
1	2025-03-25	ISSUE FOR PERMITTING
PREPARED BY: 75 MAIN DEV INC. DRAWN BY: 75 MAIN DEV INC. CHECKED BY: 75 MAIN DEV INC. APPROVED BY: 75 MAIN DEV INC. DATE: 2025-03-25		

