

2014-DC Background Study

Local Service Guidelines (Draft)

The following sets out the City's Local Service Guidelines on Development Charges for services related to a highway, underground services (including stormwater, water and sanitary services), stormwater management ponds, pumping stations and parkland development. The guidelines outline, in general terms, the size and nature of engineered infrastructure that is undertaken as a development charge project, as opposed to infrastructure considered as a local service and paid for directly by developers and landowners pursuant to a development agreement or applicable approval processes.

The guidelines are developed in connection with Section 59 of the *Development Charges Act*, Section 51 and 53 of the *Planning Act*.

The following policy guidelines are general principles by which staff will be guided in considering development applications. However, each application will be considered on its own merits having regard to, among other factors, the context of the location, type and the relationship of the proposed development to the existing and proposed infrastructure services, as well as existing and proposed developments in the surrounding area. In some instances, infrastructure services may involve contributions from development charges as well as local service payments.

A. SERVICES RELATED TO A HIGHWAY

The development of highway infrastructure in Guelph encompasses all services related to a highway and is based on the concept of a 'complete street' accommodating the operation of all travel modes (i.e., walking, cycling, transit and motorized vehicles including trucks) and the provision of all components and features within the road allowance including intersections, in accordance with applicable City policies and design standards. The road infrastructure system will also include off-road facilities that are an integral part of accommodating the operation of active (walking and cycling) and transit modes.

The cost of highway infrastructure projects will include the cost of land and the cost of the road infrastructure system including both on-road and off-road facilities including, but not limited to, the following: road pavement structure and curbs; grade separation / bridge structures (for any vehicles, railways and/or pedestrians); grading, drainage and retaining wall features; culvert structures; storm water drainage systems; traffic control systems; active transportation facilities (e.g. sidewalks, bike lanes, multi-use trails, etc.); transit lanes, stops and amenities; roadway illumination systems; boulevard and median surfaces (e.g. sod & topsoil, paving, etc.); street trees and landscaping; parking lanes and driveway entrances; noise attenuation systems; railings and safety barriers.

The responsibility for the cost of highway infrastructure and underground services as part of new developments or redevelopments will be determined by the following principles:

Comment [AHJ1]: There are no specifics identified in the following paragraphs dealing with grade separations/bridge structures. Does this mean they are not local services and thus are DC eligible?

1. The costs of the following items shall be direct developer responsibilities as a local service:

- a. all roads internal to a development;
- b. providing access to the development including traffic lights and turn lanes to external roads, if required;
- c. intersection improvements specifically related to the development;
- d. providing new or upgrading external 2-lane cross-section roads that are required to service the development provided that:
 - i. if such external roads are required by two or more developments, the developer for the first development will be responsible for the cost of the external road and may enter into front-ending/cost-sharing agreements with other developers independent of the City;
 - ii. if such external roads accommodate additional growth related traffic not generated by the subject development or contribute to road network improvement in the area, a portion of the cost of such road work, based on the proportion of the additional growth traffic or assessment of improvement, shall be paid from development charges.

Comment [AHJ2]: In this instance, what is included in an 'upgrade'? For example if today a 2 lane road exists and it is going from rural to urban, what would be required?

2. The following costs will be eligible for inclusion in a DC of the following items shall be paid through development charges:

- a. the cost of new or upgrading external roads with more than two travel lanes; and
- b. intersection improvements required for growth external to the development;

Comment [AHJ3]: How is a contribution made on the basis of BTE if the project improves the road network generally?

3. The cost of providing centre-turn lanes on external roads to accommodate growth and abutting new developments shall be paid through a combination of development charges and local service payments based on the proportion of general growth traffic and adjacent development traffic.

Comment [AHJ4]: Please explain how this would work in practice.

B. UNDERGROUND SERVICES, STORMWATER MANAGEMENT PONDS AND PUMPING STATIONS

Underground services (linear infrastructure for stormwater, water, and sanitary services) within the road allowance are not included in the cost of road infrastructure and are treated separately. The responsibility for such services as well as stormwater management ponds and pumping stations, which are undertaken as part of new developments or redevelopments, will be determined by the following principles:

1. The costs of the following items shall be direct developer responsibilities as a local service:

- a. providing all underground services internal to the development, including storm, water and sanitary services;
- b. providing service connections from existing underground services to the development;
- c. providing new underground services or upgrading existing underground services external to the development if the services are required to service the development, and if the pipe sizes do not exceed 300mm for water and sanitary services, and 900 mm for stormwater services. If external services are required by two or more developments, the developer for the first development will be responsible for the cost of the external services and may enter into front-ending/cost-sharing agreements with other developers independent of the City;
- d. providing stormwater management ponds required by the development including all associated features such as landscaping and fencing; and
- e. water booster pumping stations, reservoir pumping stations and/or sanitary pumping stations serving individual developments.

Comment [AHJ5]: There should be some consideration of BTE particularly in areas where there are operational issues or the infrastructure is nearing the end of its operational life. My concern is focused on the UGC and infill/intensification in older areas of the City.

2. The costs of the following items shall be paid through development charges:

- a. external underground services involving pipe sizes exceeding 300mm for water and sanitary services, and 900mm for stormwater services; and
- b. water, reservoir and/or sanitary pumping stations not required for the individual development.

C. PARKLAND DEVELOPMENT

(i) *Recreational Trails*

1. The costs of the following items shall be direct developer responsibilities as a local service:

- a. all costs associated with any recreational trails to be constructed within the development that are not considered part of the Trails Network (as incorporated in Section 7 of the Official Plan); and
- b. rough grading and any associated infrastructure (bridges and abutments, guard and hand rails, retaining walls) of all recreational trails and multi-use paths that

Comment [AHJ6]: Are such trails included in the level of service for trails?

are considered part of the Trails Network (as incorporated in Section 7 of the Official Plan) within the development.

2. The costs of the following items shall be paid through development charges:

- a. all costs associated with any recreational trails and multi-use paths that are considered part of the Trails Network (as incorporated in Section 7 of the Official Plan) within the development other than the rough grading thereof and any associated infrastructure (bridges and abutments, guard and hand rails, retaining walls) as set out above in C(i)1(b);

(ii) *Parkland*

1. The costs of the following items shall be direct developer responsibilities as a local service:

- a. Base parkland development of lands conveyed to the City in connection with development including, but not limited to, the following:
 - clearing and grubbing;
 - topsoil stripping and stockpiling, (Topsoil or any fill or soils shall not be stockpiled on parkland without the approval of the City);
 - parkland shall be free of any contaminated soil or subsoil;
 - servicing – water, hydro, stormwater, sanitary, electrical, fibre/phone, catch basins, meter and meter boxes to a point just inside the property line as per City’s requirements. This includes providing a catch basin, manhole, access boxes and meter boxes within the park property;
 - rough grading (pre-grading) and the supply of topsoil to the required depth as per City’s requirements;
 - parkland shall not be mined for engineering fill and replaced with fill or topsoil;
 - parkland shall be conveyed free and clear of all encumbrances;
 - all parks are to be developed to the locally accepted “basic park development” standard which includes all aspects up to fine grade, topsoil and sod; which is to be maintained up to park acceptance. They shall be graded to meet approved parkland grade, including any associated infrastructure requirements (retaining walls, drainage, etc.) and sodded to minimize erosion and dust. Temporary fencing may also be required where there is no permanent fence to prevent illegal dumping;
 - temporary park sign advising future residents that the site is a future park.
 - Perimeter fencing of parkland to the City’s standard located on the public property side of the property line adjacent land uses (residential or non-residential) as required by the City, or other approval authority.

2. The costs of the following items shall be paid through development charges:

- a. program facilities and all associated site works beyond the base parkland development standard as set out above. Upon receiving written approval from the City, developers may request to undertake such work on behalf of the City and will receive a credit for the work undertaken based on actual costs incurred by the developer up to an upset limit of the value of the work agreed upon prior to undertaking the work.

(iii) *Landscape Buffer Blocks, Features, Cul-De-Sac Islands, Berms, And Natural Heritage System (NHS)*

1. The costs of the following items shall be direct developer responsibilities as a local service:
 - a. development of all landscape buffer blocks, landscape features, cul-de-sac islands, berms and other remnant pieces of land conveyed to the City including, but not limited to, the following: pre-grading, sodding or seeding, supply and installation of amended topsoil (to the City's required depth), landscape features, perimeter fencing and amenities and all plantings (including naturalization plantings in Open Spaces including buffers to natural heritage features);
 - b. restoration planting and landscaping requirements (as required by the City or authorities having jurisdiction), as a result of impact of the development including related restoration projects to enhance the NHS (e.g. stream realignment); and
 - c. perimeter fencing to the City standard located on the public property side of the property line adjacent land uses (residential, or non-residential) as required by the City, or other approval authority.

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The cost of highway infrastructure projects will include the cost of land and the cost of the road infrastructure system including both on-road and off-road facilities including, but not limited to, the following: road pavement structure and curbs; grade separation / bridge structures (for any vehicles, railways and/or pedestrians); grading, drainage and retaining wall features; culvert structures; storm water drainage systems; traffic control systems; active transportation facilities (e.g. sidewalks, bike lanes, multi-use trails, etc.); transit lanes, stops and amenities; roadway illumination systems; boulevard and median surfaces (e.g. sod & topsoil, paving, etc.); street trees and landscaping; parking lanes and driveway entrances; noise attenuation systems; railings and safety barriers.

The responsibility for the cost of highway infrastructure and underground services as part of new developments or redevelopments will be determined by the following principles:

1. The costs of the following items shall be direct developer responsibilities as a local service:

Comment [RWS1]: Consider adding a new item under this category: "all roads deemed temporary";

- a. all roads internal to a development;
- b. providing access to the development including traffic lights and turn lanes to external roads, if required;
- c. intersection improvements specifically related to the development;
- d. providing new or upgrading external 2-lane cross-section roads that are required to service the development provided that:

Comment [RWS2]: Suggest add: , including utility relocations, culverts, signage, trail or sidewalk adjustments, gateway features, directional traffic islands, topsoil, sodding and grading beyond the right-of-way, if required. Although it appears that the second paragraph under Item A above may also capture this??

- i. if such external roads are required by two or more developments, the developer for the first development will be responsible for the cost of the external road and may enter into front-ending/cost-sharing agreements with other developers independent of the City;
- ii. if such external roads accommodate additional growth related traffic not generated by the subject development or contribute to road network improvement in the area, a portion of the cost of such road work, based on the proportion of the additional growth traffic or assessment of improvement, shall be paid from development charges.

Comment [RWS3]: This would appear to be not so much a 'policy' but a guideline for developers to be aware of – a statement of fact. In order to 'capture' all these types of instances across all services, consider a broad statement in the Local Policy preamble that states:
Where an individual development triggers a project that is considered "local", but is also a service that is required by other new development, then it is the responsibility of the first development to provide such service. The City of Guelph will not provide for the recovery of costs between private developers by way of planning conditions or approvals at any time.

2. The costs of the following items shall be paid through development charges:

- a. the cost of new or upgrading external roads with more than two travel lanes; and
- b. intersection improvements required for growth external to the development;

Comment [RWS4]: Aren't these categories of roads included then, in the Capital worksheets that spell out PPB, BTE, etc...?

3. The cost providing centre-turn lanes on external roads to accommodate growth and abutting new developments shall be paid through a combination of development charges and local service payments based on the proportion of general growth traffic and adjacent development traffic.

Comment [RWS5]: This conflicts in a minor way (depending on how you read it) with item c above – could a centre turn lane be considered an 'intersection improvement' under item c above? Some clarification of how these costs will be determined is necessary. Where are the funds for this type of work captured in the Service tables?

B. UNDERGROUND SERVICES, STORMWATER MANAGEMENT PONDS AND PUMPING STATIONS

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- e. water booster pumping stations, reservoir pumping stations and/or sanitary pumping stations serving individual developments.

Comment [RWS6]: Consider adding new item: "any temporary water, sanitary or storm service, including maintenance, decommissioning and removal, related to the development";

Comment [RWS7]: Consider added item: "providing construction of any swales, ditches, overland flow routes or culverts not identified in the Hard Service component of the DC charge";

Comment [RWS8]: , with the exception of trunk infrastructure otherwise identified in the DC charge.

Comment [RWS9]: See previous comment under roads.

2. The costs of the following items shall be paid through development charges:

- a. external underground services involving pipe sizes exceeding 300mm for water and sanitary services, and 900mm for stormwater services; and
- b. water, reservoir and/or sanitary pumping stations not required for the individual development.

Comment [RWS10]: Consider deleting this section. Reference should be made to the hard services table to understand what DC's will pay for – no ambiguity there.

C. **PARKLAND DEVELOPMENT**

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Comment [RWS11]: No comments on this section – not reviewed – see Audrey Jacobs comments, if any.

2. The costs of the following items shall be paid through development charges:

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 - b. restoration planting and landscaping requirements (as required by the City or authorities having jurisdiction), as a result of impact of the development including related restoration projects to enhance the NHS (e.g. stream realignment); and
 - c. perimeter fencing to the City standard located on the public property side of the property line adjacent land uses (residential, or non-residential) as required by the City, or other approval authority.

Local Service Policy - Peer Review Comments October 22, 2013

Peer Reviewer	Peer Review Comment	Area	City Decision
RW1	Consider adding a new item under this category: “all roads deemed temporary”;	Highway	Suggestion taken. LSP has been updated to include 'temporary'
RW2	Suggest add: , including utility relocations, culverts, signage, trail or sidewalk adjustments, gateway features, directional traffic islands, topsoil, sodding and grading beyond the right-of-way, if required. Although it appears that the second paragraph under Item A above may also capture this??	Highway	Good suggestion. City defined "Associated Works" and referenced it back in 1a-1d
RW3	This would appear to be not so much a ‘policy’ but a guideline for developers to be aware of – a statement of fact. In order to ‘capture’ all these types of instances across all services, consider a broad statement in the Local Policy pre-amble that states:	Highway	Good idea. Preamble added to address requirement and clarify responsibilities
	Where an individual development triggers a project that is considered “local”, but is also a service that is required by other new development, then it is the responsibility of the first development to provide such service. The City of Guelph will not provide for the recovery of costs between private developers by way of planning conditions or approvals at any time.	Highway	LSP has been updated to reflect this suggestion
RW4	Aren’t these categories of roads included then, in the Capital worksheets that spell out PPB, BTE, etc...?	Highway	This section defines what will be payable as a local service, but does appropriate acknowledge that in certain instances a portion would be included in the DC and payable in the appropriate proportions (PPB, BTE, etc)
RW5	This conflicts in a minor way (depending on how you read it) with item c above – could a centre turn lane be considered an ‘intersection improvement’ under item c above? Some clarification of how these costs will be determined is necessary. Where are the funds for this type of work captured in the Service tables?	Underground, Storm & Pumping Stations (USPS)	Good Suggestion. City added clarity regarding how costs would be determined
RW6	Consider adding new item: “any temporary water, sanitary or storm service, including maintenance, decommissioning and removal, related to the development”;	USPS	City did not take suggestion
RW7	Consider added item: “providing construction of any swales, ditches, overland flow routes or culverts not identified in the Hard Service component of the DC charge”;	USPS	City did not take suggestion
RW8	with the exception of trunk infrastructure otherwise identified in the DC charge.	USPS	Good Suggestion. Trunk infrastructure added to 2.a
RW9	See previous comment under roads.	USPS	Good idea. Preamble added to address requirement and clarify responsibilities

Peer Reviewer	Peer Review Comment	Area	City Decision
RW10	Consider deleting this section. Reference should be made to the hard services table to understand what DC's will pay for – no ambiguity there.	Parkland	City decided to leave this section as-is
A1	There are no specifics identified in the following paragraphs dealing with grade separations/bridge structures. Does this mean they are not local services and thus are DC eligible?	Highway	The LSP sentence states: "including, but not limited to the following"- In our view, this means grade separation and bridge structures could be included in the local servicing
A2	In this instance, what is included in an 'upgrade'? For example if today a 2 lane road exists and it is going from rural to urban, what would be required?	Highway	Good Suggestion. The City has updated 1.c to address any Associated Works (excluding centre turn lanes)
A3	How is a contribution made on the basis of BTE if the project improves the road network generally?	Highway	The City considered the suggestion but decided to leave the LSP as is.
A4	Please explain how this would work in practice.	Highway	City added "based on City's travel demand forecasts and traffic impact studies prepared in support of development applications"
A5	There should be some consideration of BTE particularly in areas where there are operational issues or the infrastructure is nearing the end of its operational life. My concern is focused on the UGC and infill/intensification in older areas of the City.	USPS	Engineering considered this position but has decided to leave the LSP as-is
A6	Are such trails included in the level of service for trails?	Parkland	These trails are not included in the service standard