



LAND SURVEYORS and ENGINEERS

# **1 & 15 STEVENSON STREET NORTH & 8 WILLIAM STREET**

## **PLANNING JUSTIFICATION REPORT**

### **PROJECT LOCATION:**

**1 & 15 Stevenson Street North & 8 William Street  
Part of Lot 38, Plan 230  
City of Guelph  
County of Wellington**

### **PREPARED BY:**

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**July 2016**

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July 22, 2016

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Sylvia Kirkwood  
Planning Services  
Infrastructure, Development & Enterprise  
1 Carden Street  
Guelph, ON, N1H 3A1

Dear Ms. Kirkwood,

**Re: Planning Report for Zoning By-law Amendment  
1 & 15 Stevenson Street North & 8 William Street  
Part of Lot 38, Plan 230  
PIN 71332-0023, 71332-0024 & 71332-0019  
City of Guelph**

This report has been prepared in support of a Zoning By-law Amendment for three properties in the City of Guelph located at 1 Stevenson Street North, 15 Stevenson Street North, and 8 William Street. The proposal is a Zoning By-law Amendment to amend the zoning of the subject lands from Residential R.1B to Residential R.1D in order to permit the construction of ten single-detached dwellings.

## **1. BACKGROUND:**

A pre-consultation meeting was held on April 6, 2016 to identify the submission requirements to support the proposed Zoning By-law Amendment. This Planning Report was requested to provide justification for the proposed Zoning By-law Amendment.

## 2. EXISTING PROPERTY AND SURROUNDING LAND USES:

The subject lands are located between the northeast side of Stevenson Street and the southwest side of William Street (See Figure 1 below) and are bordered on the southeast by a Metrolinx railway. The subject lands are legally described as Part of Lot 38, Registered Plan 230 and are made up of the combination of three existing properties.

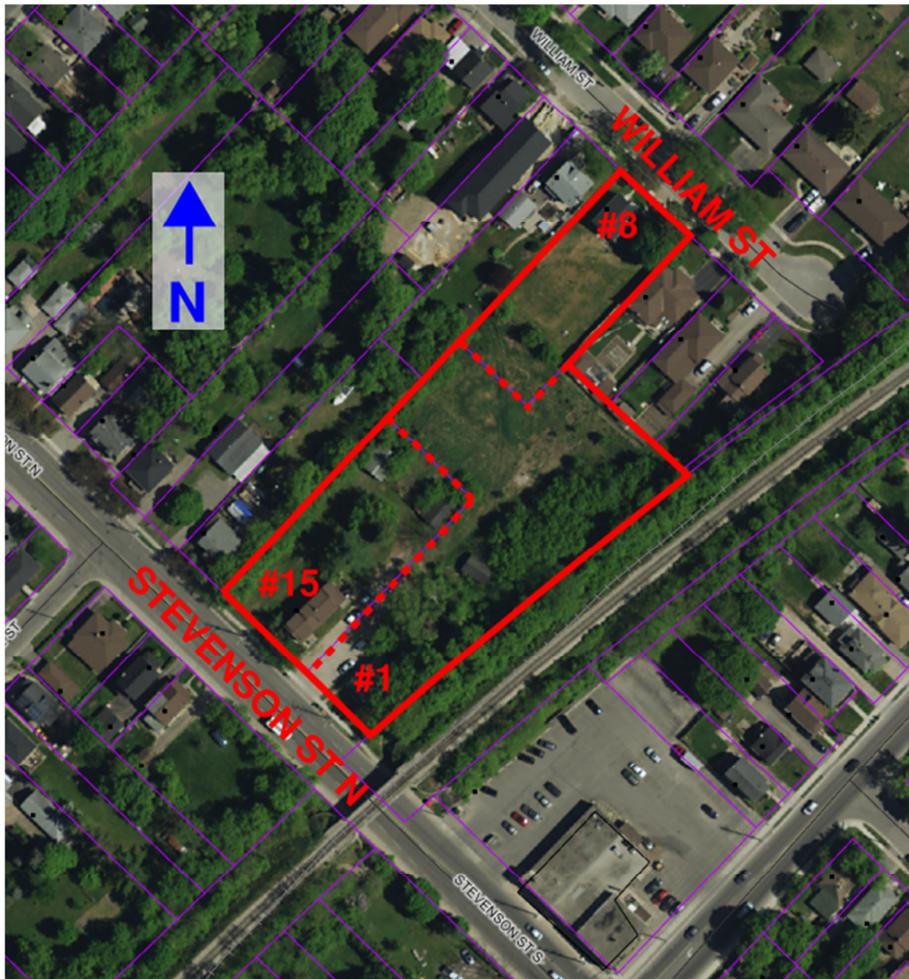


Figure 1: Map of the three properties and surrounding land uses

The three existing properties are:

- 1 Stevenson Street North: The property has an area of 3,637 m<sup>2</sup> with a 1 storey dwelling, garage, and shed. The dwelling on this property is listed in the Couling Inventory with an unknown date of construction but is listed as being probably built in the 1920's. The Couling Inventory lists the dwelling as having no heritage significance.
- 15 Steven Street North: The property has an area of 1,858 m<sup>2</sup> with a 1 ½ storey dwelling and two garages. Similar to 1 Stevenson Street, the date of construction is unknown but is estimated

to have been built in the 1920's. The Couling Inventory lists the dwelling on this property as having no heritage significance.

- 8 William Street: The property has an area of 1,487 m<sup>2</sup> with a 2 storey dwelling. The dwelling is not listed in the Couling Inventory.

Together, the three properties have an area of 0.69 ha or 1.7 acres. There is a lot of space in the rear yards of these three dwellings and this development provides an opportunity to utilize these rear yards for residential intensification. A number of garages and sheds in this rear yard have fallen into a state of disrepair.

Development opportunities have been hindered in the past by the lack of services available to service the property. Recently, significant improvements were made to the services along Stevenson Street so that they can now handle the servicing requirements of the proposed development.

The existing uses around the subject property are (Please see Figure 1 above):

- Northeast: Residential (R.1B)
- Southeast: Metrolinx railway. Southeast side of railway neighbourhood shopping centre (NC) and residential (R.1C-3 & R.1B)
- Southwest: Residential (R.1B)
- Northwest: Residential (R.1B)

Because the subject property abuts the Metrolinx railway, a Noise and Vibration Feasibility Study has been prepared by HGC Engineering dated July 4, 2016 which states that,

*"With suitable noise control measures integrated into the design of buildings, it is feasible to achieve the indoor Ministry of Environment and Climate Change guideline sound levels."*

The report identifies three recommendations for addressing the sound and noise generated by the railway; forced air ventilation systems that can have central air conditioning systems added in the future, brick exterior walls or an acoustical equivalent for each dwelling on the north, east and south facades, and warning clauses are to be included in the Development Agreements and in the purchase, sale and lease agreements.

The Phase 1 Environmental Site Assessment prepared by TRY Environmental Service Inc. dated June 14, 2016 states,

*"In summary, our investigation indicated that the current and previous uses of the subject property as residential dwellings would not likely have an adverse impact on the subject site."*

The Site Plan (SP-1) prepared by Van Harten Surveying Inc. shows the existing features and conditions of the property as well as the proposed development.



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A Site Servicing Plan (SSP-1) and a Grading and Drainage Plan (GP-1) have been prepared by a professional engineer. The Grading and Drainage Plan (GP-1) has been designed so that the drainage of the proposed development will not impact the rail corridor. The grading plan also includes the design of a 2.5m berm parallel to the railway corridor as required by Metrolinx.

Aboud and Associates Inc. have nearly completed a Tree Preservation Plan to analyse the effect of the proposed development on the existing trees. The plan will be submitted when it is completed.

Paradigm Transportation Solutions Limited has been retained to conduct a sight line analysis of the laneway entrance on Stevenson Street North. The report will be submitted when it is completed.

### 3. PROPOSAL:

The proposal is to rezone the majority of the property (5,657m<sup>2</sup>) from R.1B to R.1D in order to create 10 parcels to permit the construction of 10 detached dwellings with accessory apartments. The rest of the subject property (1,325m<sup>2</sup>) will remain zoned R1B where the existing dwellings at 1 Stevenson St and 8 William St will remain. The existing dwelling at 15 Stevenson St will be demolished.

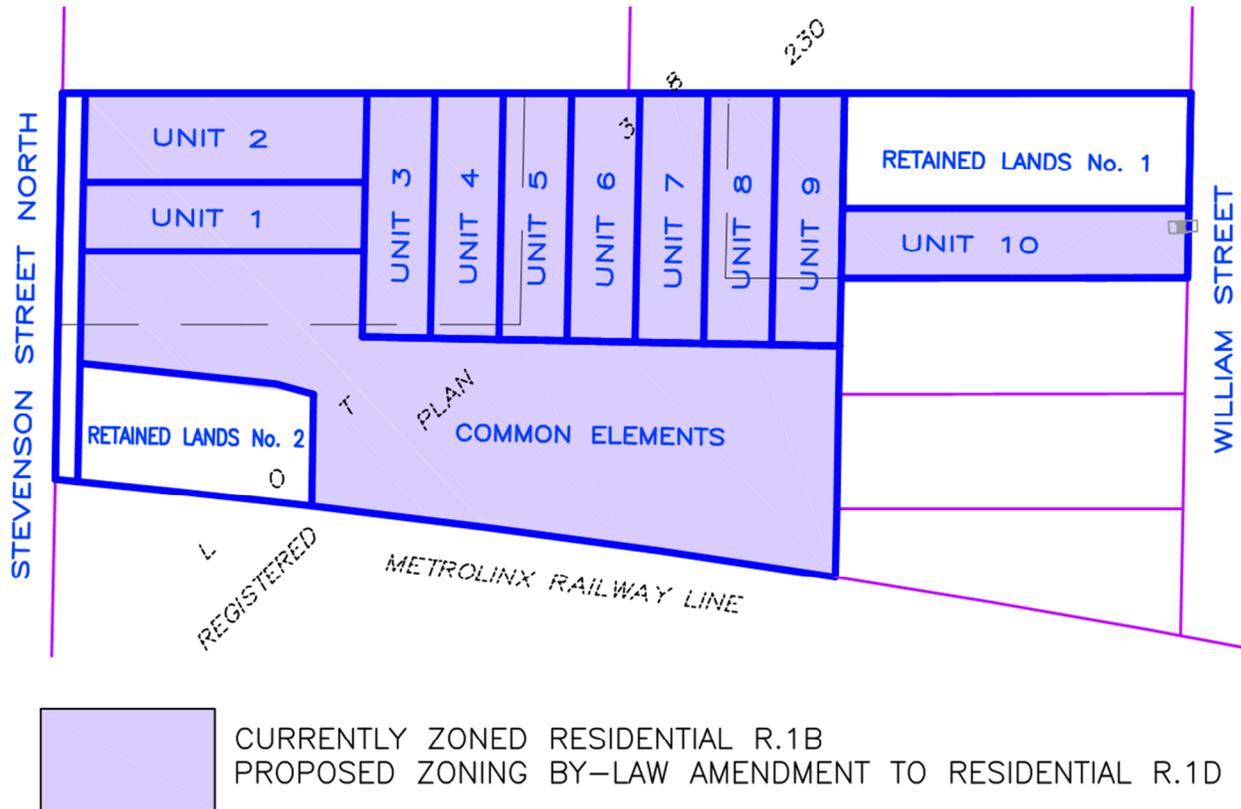


Figure 2: Area to be rezoned

Of the 10 proposed dwellings, two will front onto Stevenson Street North, one will front on William Street, and the other seven units will front on a private condominium road that enters onto Stevenson Street North. The proposed single detached dwellings will each have an accessory apartment in order to provide affordable housing options. Each dwelling has a double car garage, shared entrance, a two bedroom unit on the main floor, and a three bedroom unit on the second floor. Each building has space for two parking spots in the double garage, two temporary parking spots on the driveway, and there are an additional 12 visitor and overflow parking spaces provided along the lane. Please see the Site Plan for additional details about the configuration of the proposal.

A significant challenge in the development of this property is the properties proximity to the Metrolinx rail line. Metrolinx requires that new buildings are setback 30m from the railway for safety and noise considerations. Because of the buffer and the depth of the property, much of the developable land is

landlocked. However, laneways, driveways and vehicle parking are allowed within the 30m setback. By creating a laneway access in the 30m setback, we have been able to effectively utilize the unique depth of the property. The proposed lane allows the opportunity to create lots that would not otherwise be able to be accessed. The proposed development has been reviewed with a representative from Metrolinx in order to ensure the proposal meets Metrolinx’s requirements. As required by Metrolinx, all the proposed buildings will be set back 30m from the development except for the building on Unit 3 which is set back 29m from the rail corridor. Metrolinx is satisfied with the 29 m setback for this building as the ground floor of the building at the reduced setback is a garage. The living space on the second floor of the unit is horizontally setback 29m and vertically setback 1 storey (about 3m). The development will adhere to Metrolinx’s other standard requirements for developments near a rail corridor.

The proposal is to create a Vacant Land Condominium to define the ten new units and the common lane and parking spots. The Condominium plan will exclude Lands to be Retained 1 & 2 where the existing dwellings are located.

The proposed configuration is similar to the configuration of other streets in the City of Guelph that are perpendicular to two streets of a block. For example, the lots that front on Grange are perpendicular to the lots fronting on Stevenson Street North and William Street (Please see Figure 2 below).



Figure 3: Neighbourhood Lot Fabric with Proposed Development



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The proposal creates lots that are perpendicular to the lots that front on Stevenson Street North and William Street. In the same way numbers 157-173 that front on Grange Street have rear yards that face the rear yards of the lots that front on Stevenson Street and William Street. This is also seen at #26-34 Stevenson Street where the rear yards perpendicularly face the rear yards of the lots on Grove Street and Grange Street. This configuration can be seen in many other places in the City of Guelph.

Maintenance access easements of 1.5m wide are proposed to access the rear of Units 3-9. The proposed easements start at the laneway and run along the rear of Units 1&2 before turning and continuing along the rear of Units 3-8. Please see the Site Plan to see the configuration of the easements in relation to the rest of the development.

The Site Plan also shows proposed easements to access and maintain the proposed storm sewer line and catch basin in the rear yards of Units 1-6. The proposed easement is 4.5m based on the depth of the services.

A reference plan was discovered that shows 12 Parts intended to be easements for an existing sanitary line. The sanitary line runs from Grange Street through the back yards of the properties fronting on William Street until the line connects with William Street near the subject property. Part 2, Plan 61R-1739 shows the area intended to be an easement for the subject lands. A title search has revealed that the part has not been registered as an easement. During pre-consultation, City Staff have requested that the easement be registered. We are asking that the proposed easement width on Unit 10 be reduced slightly to 7.0m from 7.62m as shown on plan 61R-1739 so that the typical dwelling configuration used on Units 1-9 can also fit on Unit 10.

#### **4. JUSTIFICATION:**

The subject area is governed by provincial planning legislation including the Provincial Policy Statement (2014), The Growth Plan for the Greater Golden Horseshoe, the City of Guelph Official Plan and the City of Guelph Zoning By-law. The relevant policies of these planning documents are addressed below in relation to the proposed Zoning By-law Amendment.

##### ***Provincial Policy Statement (2014):***

Section 1.1.1 of the Provincial Policy Statement (PPS) provides guidelines for promoting efficient land use and development patterns and for healthy, liveable, and safe communities. It includes general statements with the goals of:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- c) Avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d) Avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas*

The proposed development is consistent with the policies of the PPS. The proposal is efficient in that it makes use of a piece of land that is currently underutilized, run-down and surrounded by residential properties. The proposed land consumption is consistent with the neighbourhood. Also, no new infrastructure is necessary and additional servicing costs will be minimal as services already exist on Stevenson Street North and William Street.

The Sections below state provincial goals for “*managing and directing land use to achieve efficient and resilient development and land use patterns:*”

*Section 1.1.1 b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*

*Section 1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.*

The proposed development achieves both of these main objectives of the PPS as the development proposes to provide additional two and three bedroom living opportunities on an under-utilized parcel of land in the central part of Guelph.

Further, the report defines intensification as the following:

*Intensification: means the development of a property, site or area at a higher density than currently exists through:*

- a) *Redevelopment, including the reuse of brownfield sites;*
- b) *The development of vacant and/or underutilized lots within previously developed areas;*
- c) *Infill development; and*
- d) *The expansion or conversion of existing buildings.*

This project achieves intensification through part b as stated above; developing an underutilized lot in an already developed area.

***Growth Plan for the Greater Golden Horseshoe (2006):***

The Growth Plan for the Greater Golden Horseshoe (GPGGH) supports similar goals as the PPS of developing efficiently and increasing intensification in areas identified for growth. One way the GPGGH addresses urban sprawl is to,

*“Direct growth to built-up areas where the capacity exists to best accommodate the expected population and employment growth, while providing strict criteria for settlement area boundary expansions.”*

More directly, Section 1.2.2 identifies in its guiding principles that

*“The vision for the GPGGH is grounded in the following principles that provide the basis for guiding decisions on how land is developed, resources are managed and public dollars invested:*

- *Build compact, vibrant and complete communities.*
- *Optimize the use of existing and new infrastructure to support growth in a compact, efficient form”*

The proposed development project directly meets the goal of minimizing urban sprawl by intensification. Because of the depth and location of the subject lands, currently the land is wasted vacant space within a residential neighbourhood. The proposed laneway and ten dwellings make use of this land and minimize the need for the City of Guelph to expand its footprint into rural areas to accommodate growth.

***City of Guelph Official Plan (2014):***

The City of Guelph Official Plan provides direction and policy for sustainable growth and development in the City of Guelph. The first part of the Plan identifies a number of major goals related to the growth of the city such as ensuring compact development to avoid urban sprawl (Section 2.3.1), directing development to areas where resources are available to reduce costs (Section 2.3.4), ensuring that

development is compatible with existing uses (Section 2.3.6), and ensuring that there is sufficient supply of a range of housing types to satisfy residents (Section 2.3.16).

The subject property is designated Residential on Schedule 1: Land Use Plan. Section 7.2, states some of the objectives of residential growth as:

- e) *To encourage residential development in those areas where the necessary municipal services and related physical infrastructure are currently available.*
- g) *To direct the location of future higher density housing to ensure an orderly but efficient pattern of residential land use.*
- m) *To regulate the conversion of existing rental properties to condominiums or other forms of ownership housing in order to maintain an adequate supply of rental housing.*

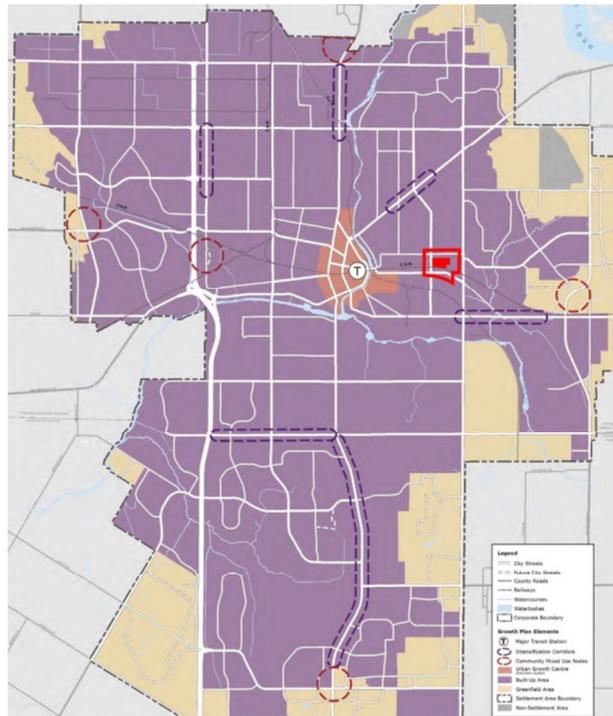


Figure 4: Built-up area shown on Schedule 1B – Growth Plan Elements

The Figure above shows the location of the subject property in the existing built up area (shown as purple). Section 2.4.5.1 – Built-up Area and General Intensification states:

*Within the built-up area the following general intensification policies shall apply:*

- b) *The City will promote and facilitate intensification throughout the built-up area, and in particular within the urban growth centre (Downtown), the community mixed use nodes and the intensification corridors as identified on Schedule 1B “Growth Plan Elements”.*

- c) *Vacant or underutilized lots, greyfield, and brownfield sites will be revitalized through the promotion of infill development, redevelopment and expansions or conversions of existing buildings.*
- d) *The City will plan and provide for a diverse and compatible mix of land uses, including residential and employment uses to support vibrant communities.*
- e) *A range and mix of housing will be planned, taking into account affordable housing needs and encouraging the creation of secondary suites throughout the built-up area.*
- f) *Intensification of areas will be encouraged to generally achieve higher densities than the surrounding areas while achieving an appropriate transition of built form to adjacent areas.*
- i) *The City will identify the appropriate type and scale of development within intensification areas and facilitate infill development where appropriate.*

While the subject lands are not in a designated intensification corridor, they are in the built-up area. The policies discuss the objective of targeting development in the built-up area of the City of Guelph as a way to reduce urban sprawl. The proposed development is designed to meet the City of Guelph's goals. The proposed development uses underdeveloped vacant land which is already serviced in the established built up area of the city.

### *3.3 Urban Form Policies*

- a) Encouraging intensification and redevelopment of existing urban areas in a manner that is compatible with existing built form;*
- d) Encouraging intensification of residential, commercial, industrial and institutional areas to maximize efficient use of municipal services;*
- g) Promoting a range of building types and innovative designs to meet the diverse needs of the community and encouraging community buildings to be multi-functional;*

The statements above show the City's objective to promote and support development in the existing built up areas of the City. The proposed single detached dwellings with accessory apartments accomplish these goals by providing affordable housing options in a central part of the City of Guelph.

The official plan also identifies required road widening dedications. Table 8.1 identifies that a 3m road widening is required on both sides of Stevenson Street from York Road to Lane Street. The Site Plan shows the proposed 3m road widenings along the frontage of Stevenson Street North to be dedicated to the City. The official plan does not identify any required widening dedications on William Street.

**City of Guelph Zoning By-law**

The Figure below shows that the subject lands are zoned as a Residential (R.1B) Single Detached Zone.

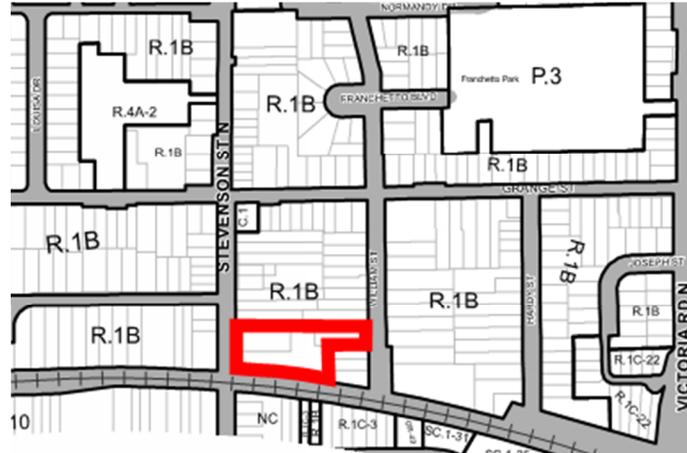


Figure 5: Defined Area Map No. 45 – Zoning Map

The Zoning Bylaw identifies the older built-up area of the city (See Figure 5 below). In addition to being located in the existing built up area of the city as defined by the City of Guelph Official Plan (as discussed earlier), the property is also located in the central and older built-up area of the city as defined by the Zoning By-law.

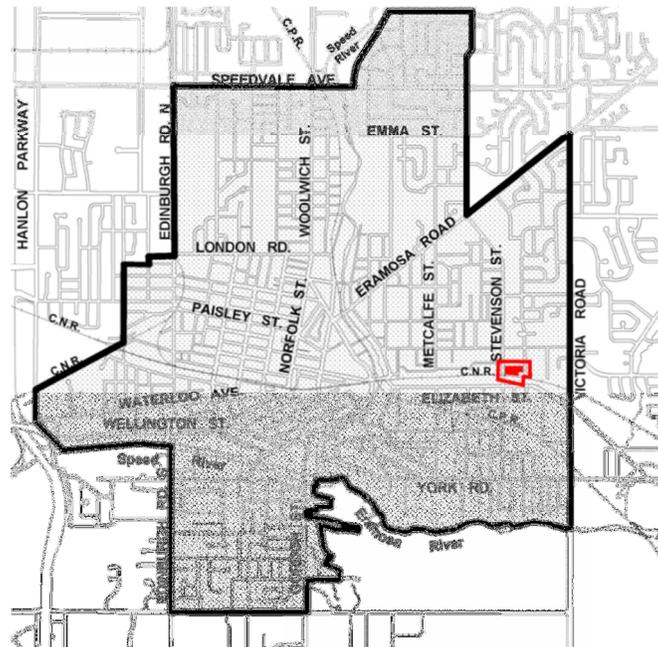


Figure 6: Defined Area Map No. 66 – Older Built-up Area of the City

The proposed Zoning By-law Amendment is to rezone an area of 5,657 m<sup>2</sup> (Units 1-10) from R.1B to R.1D. Units 1-10 conform to all the requirements for R.1D zoning; each unit has a front yard setback of at least 6m, a side yard setback of 0.6m, and rear yard of at least 6.5m. Unit 2 has been configured



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with a side yard larger than required (2.03m) in order to minimize impacts on boundary trees and to minimize disruption to the neighbour at 21 Stevenson Street.

The leftover area of 1,325 m<sup>2</sup> will remain zoned R.1B. Lands to be Retained 1 & 2 have been configured around the existing dwellings at 1 Stevenson Street and 8 William Street and conform to the R.1B zoning requirements.

Five properties located at 170-178 Elizabeth Street to the west and on the south side of the Metrolinx railway were recently rezoned and developed in a configuration similar to the proposed development. For that Zoning By-law Amendment, a special provision was required (R.1D-46) to not allow fences in the side yard. We are also requesting the same special provision; that despite Table 5.1.2, Row 10 and Section 4.20 of the Zoning By-law, fences shall not be located in the side yard between dwellings.

The requested rezoning to R.1D provides the lot configuration requirements which will allow for the development as presented. The proposed zone change allows a development that is slightly more intense than the surrounding properties however it maintains the neighbourhood characteristic of single detached dwellings.

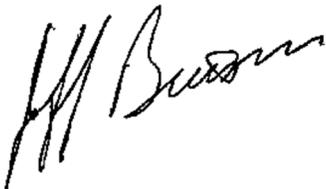
As discussed above, the relevant planning policy supports intensification on vacant and underutilized land in the built up area of the city. The proposed R.1D development is a tasteful way to intensify an underutilized lot without drastically changing the character of the neighbourhood.

## 5. CONCLUSION:

The purpose of this report has been to provide background and justification for the proposed development and the required Zoning By-law Amendment to R.1D to accommodate this development. This report has reviewed the relevant planning policies and has come to the conclusion that these policies have been met.

The proposed development offers a creative solution to utilize the vacant depth of the property by creating a condominium laneway so that the proposed lots can be configured perpendicular to the existing lots along Stevenson and William Street. Configuring lots in this way is seen for #157-173 Grange Street whose rear yards abut the rear yards of the lots fronting on Stevenson Street and William Street (as shown by Figure 2 above). The proposed development subtly intensifies the neighbourhood by rezoning the property from R.1B to R.1D but still respects the single-detached character of the neighbourhood. Overall, the proposal efficiently uses a vacant and underutilized lot that has access to servicing in order to create additional affordable housing options for the residents of the City of Guelph.

Very truly yours,  
Van Harten Surveying Inc.



**Jeffrey E. Buisman** B.E.S, B.Sc.  
*Ontario Land Surveyor*

**Draft By-Law:**

5.1.3.4.XX **R.1D-XX**

Stevenson Street North & William Street

As shown on Defined Area Map Number 45 of Schedule "A" of this By-law.

5.1.3.4.XX.1 **Permitted Uses**

In accordance with the Uses permitted by Section 5.1.1 of this By-law.

5.1.3.4.XX.2 **Regulations**

In accordance with Section 5.1.2 of the Zoning By-law with the following additions and exceptions:

5.1.3.4.XX.2.1 **Fences**

Despite Table 5.1.2, Row 10, and Section 4.20 of this By-law, fences shall not be located in the side yard between dwellings.