

## City Council - Planning Meeting Agenda

**May 8, 2017 – 6:30 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

Please turn off or place on non-audible all electronic devices during the meeting.

Please note that an electronic version of this agenda is available on [guelph.ca/agendas](http://guelph.ca/agendas).

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### **Open Meeting – 6:30 p.m.**

O Canada

Silent Reflection

First Nations Acknowledgment

Disclosure of Pecuniary Interest and General Nature Thereof

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### **Presentations:**

- a) Medal presentation to the Guelph Buns Master Special Olympics Floor Hockey Team for winning the Silver medal at the Special Olympics World Winter Games 2017 in Graz, Austria.
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### **Council Consent Agenda:**

The following resolutions have been prepared to facilitate Council's consideration of various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. It will be extracted and dealt with separately as part of the Items for Discussion.

**CON-2017.17      Update to Municipal Register of Cultural Heritage  
Properties: Staff-Initiated Heritage Review Applications  
to Remove Properties or Correct Records**

### **Recommendation:**

1. That staff be directed to remove the following 23 properties from the Municipal Register of Cultural Heritage Properties:

- 33 Arkell Road
- 340 Clair Road East
- 132 Clair Road West
- 14 Clearview Street
- 148 Crawley Road
- 110 Dufferin Street

233 Forestell Road  
202 Glasgow Street North  
1640 Gordon Street  
1647 Gordon Street  
1756 Gordon Street  
270 Grange Road  
117 Liverpool Street  
13 Marcon Street  
206-210 Neeve Street  
111 Norwich Street East  
463 Speedvale Avenue West  
268 Victoria Road North  
63-67 Woolwich Street  
229 Woolwich Street  
504 Woolwich Street  
160-164 Wyndham Street North  
148 York Road; and

2. That staff be directed to make corrections as specified in Report IDE-17-21 to the following 6 properties listed on the Municipal Register of Cultural Heritage Properties:

91 Arthur St N	(Correct address: 38 Queen Street)
998 Edinburgh Rd S	(Correct address: 37 Geddes Court)
90 Fountain St E	(Correct address: 91 Farquhar St)
2093 Gordon St	(Barn incorrectly included in record for 1912 Gordon St in heritage register)
527 Stone Rd E	(Correct address: 728 Victoria Road South)
1023 Victoria Rd S	(Correct address: 1035 Victoria Rd S, Unit 151)

**CON-2017.18      Contract Award for Metcalfe Street Reconstruction – Phase 1**

**Recommendation:**

1. That Council approve a budget increase of \$800,000 for capital account PN0042 Metcalfe Street Reconstruction Phase 1 – Speedvale to Terry.
2. That the additional budget be funded via budget reallocations from the following capital accounts; \$162,000 from PN0126 Road Restoration and Resurfacing Program, \$228,000 from – SC0013 Ward One - Sewer Replacement, \$110,000 from SW0071 Storm Sewer Replacement CIP AND \$299,000 from WD0015 Ward One – Watermain Replacement.
3. That the tender from Goetz Construction Limited be accepted and that the Mayor and Clerk be authorized to sign the Agreement for Contract 2-1711 for the

Metcalf Street Reconstruction Phase 1 – Speedvale to Terry project for a total tendered price of \$3,999,624.70 (excluding HST) and contingency allowance of \$320,147 with actual payment to be made in accordance with the terms of the Contract.

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## **Items for Discussion:**

The following items have been extracted from the Committee of the Whole Consent Report and the Council Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

### **CON-2017.19      Affordable Housing Strategy: Review of the Affordable Housing Target and Secondary Market**

#### **Presentation:**

Melissa Aldunate, Manager, Policy Planning & Urban Design

#### **Recommendation:**

That Council approve the revised affordable housing target, as outlined in Report 17-49 dated May 8, 2017, and direct that the Affordable Housing Strategy, as approved by Council on October 11, 2016, be modified to reflect this revised target in accordance with Attachment 3.

### **CON-2017.20      Preliminary Design Directions Built Form Standards for Mid-rise Buildings and Townhouses**

#### **Presentation:**

David de Groot, Senior Urban Designer

#### **Recommendation:**

That Council receive and support the Preliminary Design Directions: Built Form Standards for Mid-rise Buildings and Townhouses as a basis to develop draft Built Form Standards for Mid-rise Buildings and Townhouses.

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## **Special Resolutions**

### **By-laws**

Resolution to adopt the By-laws (Councillor Hofland)

## **Mayor's Announcements**

Please provide any announcements, to the Mayor in writing, by 12 noon on the day of the Council meeting.

## **Notice of Motion**

## **Adjournment**

# Staff Report



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To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 8, 2017

Subject **Update to Municipal Register of Cultural Heritage Properties: Staff-Initiated Heritage Review Applications to Remove Properties or Correct Records**

Report Number IDE- 17-21

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## Recommendation

1. That staff be directed to remove the following 23 properties from the Municipal Register of Cultural Heritage Properties:

33 Arkell Road  
340 Clair Road East  
132 Clair Road West  
14 Clearview Street  
148 Crawley Road  
110 Dufferin Street  
233 Forestell Road  
202 Glasgow Street North  
1640 Gordon Street  
1647 Gordon Street  
1756 Gordon Street  
270 Grange Road  
117 Liverpool Street  
13 Marcon Street  
206-210 Neeve Street  
111 Norwich Street East  
463 Speedvale Avenue West  
268 Victoria Road North  
63-67 Woolwich Street  
229 Woolwich Street  
504 Woolwich Street  
160-164 Wyndham Street North  
148 York Road; and

2. That staff be directed to make corrections as specified in Report IDE-17-21 to the following 6 properties listed on the Municipal Register of Cultural Heritage Properties:

91 Arthur St N	(Correct address: 38 Queen Street)
998 Edinburgh Rd S	(Correct address: 37 Geddes Court)
90 Fountain St E	(Correct address: 91 Farquhar St)
2093 Gordon St	(Barn incorrectly included in record for 1912 Gordon St in heritage register)
527 Stone Rd E	(Correct address: 728 Victoria Road South)
1023 Victoria Rd S	(Correct address: 1035 Victoria Rd S, Unit 151)

## **Executive Summary**

### **Purpose of Report**

Housekeeping amendments to the Municipal Register of Cultural Heritage Properties (heritage register) to reflect Council decisions and update records where buildings were demolished prior to heritage register being expanded in May 2009.

### **Key Findings**

The Municipal Register of Cultural Heritage Properties was established under Section 27 of the Ontario Heritage Act and is maintained through provisions of the Official Plan – specifically Cultural Heritage Resources Policy 4.8.1 (1-4).

### **Financial Implications**

None

## **Report**

Section 27 of the Ontario Heritage Act requires the clerk of a municipality to keep a register of property situated in the municipality that is of cultural heritage value or interest. The register shall list all property designated under the Ontario Heritage Act - individually under Part IV or as part of heritage conservation district under Part V.

In addition to designated property, the register may also include non-designated property that Council believes to be of cultural heritage value or interest. The listing of non-designated properties in the heritage register provides interim protection for sites undergoing change by requiring owners to provide the City with at least 60 days notice of their intention to demolish or remove a building or structure on the property.

Before including or removing a reference to a non-designated property listed on the heritage register, Council must consult with its municipal heritage committee.

The City of Guelph's Municipal Register of Cultural Heritage Properties (or heritage register) is maintained according to the provisions of Ontario Heritage Act and the City of Guelph's Official Plan – specifically Cultural Heritage Resources Policy 4.8.1 (1-4). The heritage register can be viewed on the City's cultural heritage conservation web pages at [www.guelph.ca/heritage](http://www.guelph.ca/heritage).

In May 2009, Council approved an expansion of the Municipal Register of Cultural Heritage Properties to include approximately 1,900 cultural heritage resources from the City of Guelph Inventory of Heritage Structures compiled by Frank Burcher and Peter Stokes during the 1990s (the Burcher-Stokes Inventory).

The Municipal Register of Cultural Heritage Properties represents a strong level of commitment to heritage conservation within the City. It provides additional time for Council to consider the heritage value of properties included on the Municipal Register, which are the subject of a demolition permit, and determine whether the property should be designated or permitted to be demolished. The heritage register also provides a readily accessible means for property owners and potential purchasers to become aware of properties of cultural heritage value or interest.

When the heritage register was expanded in May 2009, a review process was developed for property owners wishing to seek corrections or request removal from the heritage register. Requests for corrections that are minor in nature are generally approved internally by the Senior Heritage Planner with assistance from Heritage Guelph, where necessary. All requests for removal from the heritage register are reviewed by Heritage Guelph who will make a recommendation to Council. Council's decision regarding any removal from the heritage register is final.

The purpose of this report is to provide Council with recommended housekeeping amendments to the Municipal Register of Cultural Heritage Properties (heritage register).

Attachment 1 provides information about 23 listed (non-designated) properties that are recommended for removal from the heritage register. These properties are recommended for removal due to previous Council decisions relating to the subject property or that the buildings were demolished prior to the heritage register being expanded in 2009.

Staff also recommend corrections to the following 6 properties listed on the Municipal Register of Cultural Heritage Properties to ensure that their addresses are up to date:

91 Arthur St N	(Correct address: 38 Queen Street)
998 Edinburgh Rd S	(Correct address: 37 Geddes Court)
90 Fountain St E	(Correct address: 91 Farquhar St)
2093 Gordon St	(Barn incorrectly included at 1912 Gordon Street)
527 Stone Rd E	(Correct address: 728 Victoria Road South)
1023 Victoria Rd S	(Correct address: 1035 Victoria Rd S, Unit 151)

## Financial Implications

None

## Consultations

At their meeting of March 27, 2017 Heritage Guelph passed the following motion:

That Heritage Guelph supports planning staff's proposal to revise the Municipal Register of Cultural Heritage to reflect Council decisions and update records where buildings were demolished prior to the 2009 heritage register expansion by the removal of 23 listed (non-designated) properties and the correction of addresses for 6 listed (non-designated) properties as presented at the March 27, 2017 meeting of Heritage Guelph; and

That Heritage Guelph has no objection to the removal of the following 23 properties from the Municipal Register of Cultural Heritage Properties:

- 33 Arkell Road
- 340 Clair Road East
- 132 Clair Road West
- 14 Clearview Street
- 148 Crawley Road
- 110 Dufferin Street
- 233 Forestell Road
- 202 Glasgow Street North
- 1640 Gordon Street
- 1647 Gordon Street
- 1756 Gordon Street
- 270 Grange Road
- 117 Liverpool Street
- 13 Marcon Street
- 206-210 Neeve Street
- 111 Norwich Street East
- 463 Speedvale Avenue West
- 268 Victoria Road North
- 63-67 Woolwich Street
- 229 Woolwich Street
- 504 Woolwich Street
- 160-164 Wyndham Street North
- 148 York Road; and

That Heritage Guelph has no objection to address corrections to the following 6 properties listed on the Municipal Register of Cultural Heritage Properties:

91 Arthur St N	(now 38 Queen Street)
998 Edinburgh Rd S	(now 37 Geddes Court)
90 Fountain St E	(now 91 Farquhar St)
2093 Gordon St	(Barn incorrectly shown as 1912 Gordon St)
527 Stone Rd E	(now 728 Victoria Road South)
1023 Victoria Rd S	(now 1035 Victoria Rd S, Unit 151)



# Corporate Administrative Plan

## Overarching Goals

Service Excellence

## Service Area Operational Work Plans

Our Services - Municipal services that make lives better

Our People- Building a great community together

Our Resources - A solid foundation for a growing city

## Attachments

ATT-1          Requests for Removal from Heritage Register

## Departmental Approval

Not applicable

### Report Author

Stephen Robinson  
Senior Heritage Planner

### Approved By:

Melissa Aldunate  
Manager of Policy Planning and Urban Design



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### Approved By

Todd Salter  
General Manager  
Planning, Urban Design and  
Building Services  
519-822-1260 x2395  
todd.salter@guelph.ca



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### Recommended By


Scott Stewart  
Deputy CAO  
Infrastructure, Development and Enterprise  
519-822-1260 x3445  
scott.stewart@guelph.ca

## ATT-1 Requests for Removal from Heritage Register

A summary of each property recommended for removal, including the heritage register record, the property's location and a short description of the reason for removal and any Heritage Guelph recommendations or Council decisions that have affected the property.

ATT- 1 (Requests for Removal) **33 Arkell Road**

### Municipal Register of Cultural Heritage Properties

<p><b>33 Arkell Rd</b></p> <p>Part Lot 7, Concession 8 Built c. 1900</p> <p>Edwardian, 2 storey, 3 bay, hip roof, 6 panel door in rear wing, possible older structure rebuilt.</p>	
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### Property Location (City of Guelph GIS and 2016 air photo)



### Heritage Planning Summary

**Reason for Heritage Review (Removal):** Demolition required for zoning amendment (ZC1509) to permit multi-unit apartment building. Council approved demolition through zoning approval but no direction was given to remove property from heritage register.

**Heritage Guelph:** May 12, 2014

Recommendation: No objection to the proposed demolition; recommendations made regarding salvage and commemoration of Hamilton farm.



**City Council:** September 14, 2015

Decision: Approved demolition through zoning approval but no direction given to remove from heritage register.

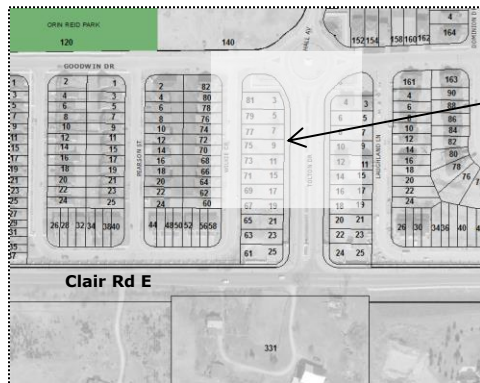
**Status:** Demolition pending

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

<p><b>340 Clair Rd E</b></p> <p>Part Lots 9 and 10, Concession 8, and Part 1 of 61R-10275 Built c. 1900</p> <p>Queen Anne Revival (Farmer's Advocate), 2 storey, irregular lower porch detail.</p>	
<p><b>340 Clair Rd E</b></p> <p>Part Lots 9 and 10, Concession 8, and Part 1 of 61R-10275 Built c. 1870</p> <p>Barn - Bank type, gable roof.</p>	

**Property Location (City of Guelph GIS and 2016 air photo)**



Approximate location of former farmhouse and barn – near Tolton Drive

**Heritage Planning Summary**

**Reason for Heritage Review (Removal):** Barn demolition approved through Westminster Woods East subdivision; farmhouse later destroyed by fire in May 2005. Buildings did not exist when heritage register was expanded May 4 2009.

**Heritage Guelph:** March 24, 2005

Recommendation: No objection to demolition when advised by staff of extensive damage by fire.



**City Council:** N/A

Decision: Demolition approved by Fire Marshall and Building Services May 2005.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

<p><b>132 Clair Rd W</b></p> <p>Part Lots 11 and 12, Concession 7, description includes Part 1 of 61R-952 and Part 1 of 61R-4386                  Built c. 1870</p> <p>Barn - Bank type, gable roof, 2 concrete silos, complex includes implement shed.</p>	
<p><b>132 Clair Rd W</b></p> <p>Part Lots 11 and 12, Concession 7, description includes Part 1 of 61R-952 and Part 1 of 61R-4386                  Built c. 1870</p> <p>Neo-Classic Vernacular, 1 1/2 storey, 3 bay, front gable, Gothic window, pediment trim.</p>	

**Property Location (City of Guelph GIS and 2016 air photo)**



**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009. Farmhouse destroyed by fire 2008, barns demolished with approval shortly after.

**Heritage Guelph:** June 2008

Recommendation: Following loss of farmhouse by fire, Heritage Guelph was supportive of demolition of barns after photo documentation.

**City Council:** N/A

Decision: Demolition approved by Fire Marshall and Building Services.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

ATT- 1 (Requests for Removal)

**14 Clearview Street**

**Municipal Register of Cultural Heritage Properties**

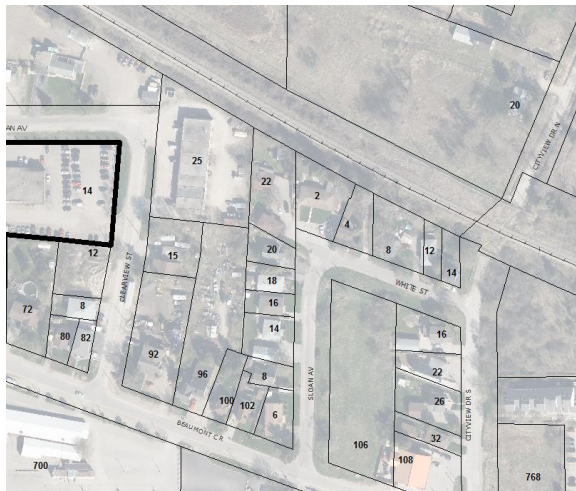
**14 Clearview St**

Lot 27, Plan 396  
Built c. 1920

Neo-Classic Vernacular, 1 storey, 3 bay.



**Property Location** (City of Guelph GIS and 2016 air photo)



**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** October 27, 2007

Recommendation: No recommendation to designate and no objection to demolition.



**City Council:** November 19, 2007

Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

<p><b>148 Crawley Rd</b></p> <p>Front Pt Lot 12, Concession 7 Built c. 1880</p> <p>Neo-Classic Vernacular, 1 ½ storey, 3 bay, front gable, gothic window, 6/6 windows (upstairs gable)</p>	
<p><b>148 Crawley Rd</b></p> <p>Front Lot 13, Pt Lot 14, Concession 7 Built c. 1850</p> <p>Barn – Sidehill type, gambrel roof, lean-to west side, implement shed/help’s quarters part of complex.</p>	

**Property Location** (City of Guelph GIS and 2016 air photo)



**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** May 2004

Recommendation: Heritage Documentation Report received. No objection to demolition.

**City Council:** December 2004

Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties.

ATT- 1 (Requests for Removal)

**110 Dufferin Street**

**Municipal Register of Cultural Heritage Properties**

**110 Dufferin St**

Lot 15, Plan 18  
Built c. 1875

Neo-Classic Vernacular; 1 ½ storey (1 storey South wing); L-shape; gable roofs; laminated fretted brackets to verge; centre Gothic window to gable on wing; verandah with fretted brackets (probably modern as bow window); side entrance with 4 panel bolection-moulded door, upper panels round-head & glass.



**Property Location (City of Guelph GIS and 2016 air photo)**



**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009. Destroyed by fire February 2004.

**Heritage Guelph:** February 2004

Recommendation: Supported demolition of remains of house.



**City Council:** April 2004

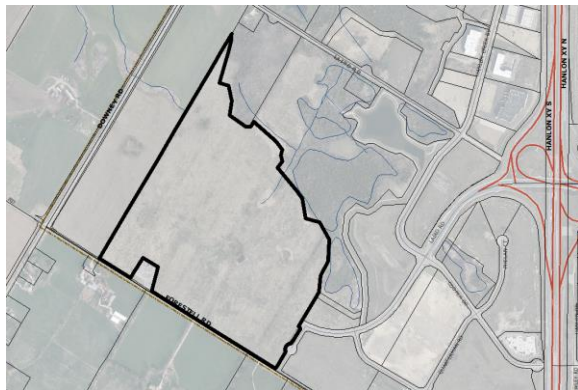
Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

<p><b>233 Forestell Rd</b></p> <p>Rear Lot 18, Concession 4 Built c. 1890</p> <p>Neo-Classic Vernacular, 1 1/2 storey, 3 bay, gable roof, front gable &amp; Gothic window.</p>	
<p><b>233 Forestell Rd</b></p> <p>Rear Lot 18, Concession 4 Built c. 1870</p> <p>Barn - Sidehill type with South overhang, centre cross aisle form, 1 1/2 storey, West end horse stable.</p>	

**Property Location** (City of Guelph GIS and 2016 air photo)**Heritage Planning summary**

**Reason for Heritage Review:** Buildings did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** April 2001

Recommendation: No objection to demolition.

**City Council:** June 2001

Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties



**Municipal Register of Cultural Heritage Properties****202 Glasgow St N**

Lot 25, Plan 228  
Built c. 1880

Neo-Classic Vernacular; 1 ½ storey; 3 bay; gable roof; tooled stone sills; segmental flush labels and alternate header/stretcher quoins in “white” brick; entrance doorcase with transom and sidelight, bolection-moulded spandrel, panelled and glass door; projecting end chimney breasts; 2 panes over 2 sash; later front wall-dormers; c. 1920 entrance porch with triple square columns.

**Property Location (City of Guelph GIS and 2016 air photo)****Summary**

**Reason for Heritage Review (Removal):** Demolition was approved for listed dwelling as owner desired to build a new detached dwelling.

**Heritage Guelph:** September 14, 2015

Recommendation: Not to recommend protecting the property by individual designation; no objection to the demolition or to removal from heritage register.




**City Council:** November 9, 2015

Decision: Approved demolition but no direction given to remove from heritage register.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

<p><b>1640 Gordon St</b></p> <p>Pt Lot 9, Concession 8 Built c. 1895</p> <p>Late neo-Classic Vernacular, 2 storey, L-shape, gable roof, 1 1/2 storey rear wing, corner porch with brackets, arabesques and turned posts.</p>	
<p><b>1640 Gordon St</b></p> <p>Pt Lot 9, Concession 8 Built c. 1870</p> <p>1 storey, gable roof, 3 sets double doors, strap hinges, (building in poor condition).</p>	
<p><b>1640 Gordon St</b></p> <p>Pt Lot 9, Concession 8 Built c. 1870</p> <p>1 storey, long, narrow, gable roof, 3 light, 2 pane windows (2) as barn, but smaller.</p>	

**Property Location (City of Guelph GIS and 2016 air photo)**



Approximate location of former farmhouse and barns

**Heritage Planning summary**

**Reason for Heritage Review:** Buildings did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** 1998/1999

Recommendation: No objection to demolition of barns and farmhouse and support for a replica house to be built in Westminster Woods (61 Clairfields Dr E)



**City Council:** 2000

Decision: Demolition approved by the Westminster Woods subdivision.

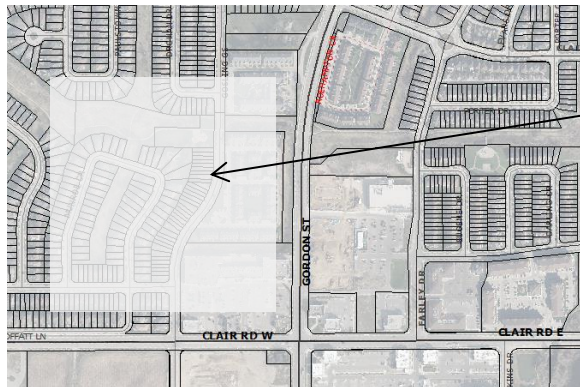
**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

<p><b>1647 Gordon St</b></p> <p>Pt Lot 9, Concession 7 Built c. 1850</p> <p>Neo-Classic Vernacular, 1 1/2 storey, 3 bay, low pitch gable, sloped soffits, centre gable, round-head window, entrance, transom, 6/6 windows.</p>	
<p><b>1647 Gordon St</b></p> <p>Pt Lot 9, Concession 7 Built c. 1850</p> <p>Bank type, double entrance, East side overhang, wide gable, east extension at North side and West extension at South side.</p>	

**Property Location** (City of Guelph GIS and 2016 air photo)



Approximate location of former farmhouse and barn

**Heritage Planning summary**

**Reason for Heritage Review:** Buildings did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** March 27, 2017

Recommendation: No objection to removal from heritage register.



**City Council:** 1998

Decision: Demolition approved by the Clairfields subdivision, 1998.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

<p><b>1756 Gordon St</b></p> <p>Pt Lot 10, Concession 8, Pt 4 of 61R-7999 Built c. 1880</p> <p>Neo-Classic Vernacular, 2 storey, 3 bay, gable roof, verandah with arabesque brackets, segmental arches.</p>	
<p><b>1756 Gordon St</b></p> <p>Pt Lot 10, Concession 8, Pt 4 of 61R-7999 Built c. 1880</p> <p>Barn - Sidehill type with South overhang, North lean-to extension (broken-pitch saltbox).</p>	

**Property Location (City of Guelph GIS and 2016 air photo)**



Approximate location of former farmhouse and barn

**Heritage Planning summary**

**Reason for Heritage Review:** Buildings did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** 1998/1999

Recommendation: No objection to demolition of barns and farmhouse and support for a replica house to be built in Westminster Woods (62 Clairfields Dr E)

**City Council:**

Decision: Demolition approved by the Westminster Woods subdivision.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

**270 Grange Rd**

Pt Lot 3, Plan 53  
Built c. 1860

Neo-Classic Vernacular, 1 1/2 storey, gable with front gable and round-head window,  
(greatly altered).



**Property Location (City of Guelph GIS and 2016 air photo)**



**Heritage Planning summary**

**Reason for Heritage Review:** Buildings did not exist when heritage register was expanded May 4, 2009. Demolition approved by Building Services in June 2001

**Heritage Guelph:** March 27, 2017

Recommendation: No objection to removal from heritage register.

**City Council:** N/A

Decision:

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties****117 Liverpool St**

Pt Lot 46, Plan 8  
Built c. 1870

Italianate (from Ontario Cottage); 1 ¼ storey plus basement, with 2 ¼ storey rear square tower; hip roof with centre deck, gables to South projecting with bay window, to East with round-head window; wood sills; lattice-enclosed East entrance porch; moulded 4 panel door and glass upper panels, 3 pane sidelights, no transom; North-East 4 panel door; South-East corner porch; paired round-head windows to second floor of tower with roundel above; small part octagonal bay off North side of tower; internal chimney; large treed lot; apparently remainder of pre-1890 holding with this building dominant.

**Property Location** (City of Guelph GIS and 2016 air photo)**Heritage Planning summary**

**Reason for Heritage Review:** Demolition approved through property owner's application to build a new detached home.

**Heritage Guelph:** June 23, 2008

Recommendation: No recommendation to designate and no objection to demolition.

**City Council:** February 23, 2009

Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties****13 Marcon St**

Lot 17, Pt Lot 18, Plan 31  
Built c. 1875

Italianate; 1 storey plus attic; L-shape gables (of different pitches) to front; wood sills; double segmental headed sash to window under porch, half segment to double windows to projecting front; stop-chamfered posts to porch with hip roof; entrance with panelled and glass door, transom above.

**Property Location (City of Guelph GIS and 2016 air photo)****Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009. Owner desired to build a new detached home and Council approved demolition June 2003.

**Heritage Guelph:** May 12 2003

Recommendation: No objection to demolition.

**City Council:** June 2003

Decision: Council approved demolition.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

**202-210 Neeve St**

(202) Pt Lot 120, Plan 113  
(206) Pt Lot 120, Plan 113  
(210) Lot 121, Plan 113  
Built c. 1895



Neo-Classic Vernacular, all 1 storey, 3 bay, gable roof, notable for similarity in scale and form.

**Property Location**



206 and 210 Neeve Street were part of what is now 142 York Road at corner of Neeve St (City of Guelph GIS and 2016 air photo)

**Summary**

**Reason for Heritage Review (Removal)** - Demolition was already approved as requirement of re-zoning to allow a 24-unit townhouse project. Demolition approval pre-dated listing of this property on the heritage register May 4, 2009.

**Heritage Guelph meeting date:** March 27, 2017

Recommendation: No objection to removal from heritage register.

**City Council meeting date:** June 1993

Decision: Council approves re-zoning (ZC 23266)

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties



**Municipal Register of Cultural Heritage Properties****111 Norwich St E**

Pt Lot 1, Plan 99  
Built c. 1870

Neo-Classic Vernacular; 1 storey; 3 bay West (entrance) side; gable roof; gable-roofed 1 storey North vestibule added to end (door blocked); lean-to rear addition; (small frame board and batten shed, 3 bay front, in garden); tiny lot; possibly smallest house in City.  
(Note: Original house removed late 2001 and replaced)

**Property Location (City of Guelph GIS and 2016 air photo)****Heritage Planning summary**

**Reason for Heritage Review:** Demolition approval pre-dated listing of this property on the heritage register May 4, 2009.

**Heritage Guelph:** August 2001

Recommendation: No objection to demolition.

**City Council:** August 2001

Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

ATT- 1 (Requests for Removal)

**463 Speedvale Avenue West**

**Municipal Register of Cultural Heritage Properties**

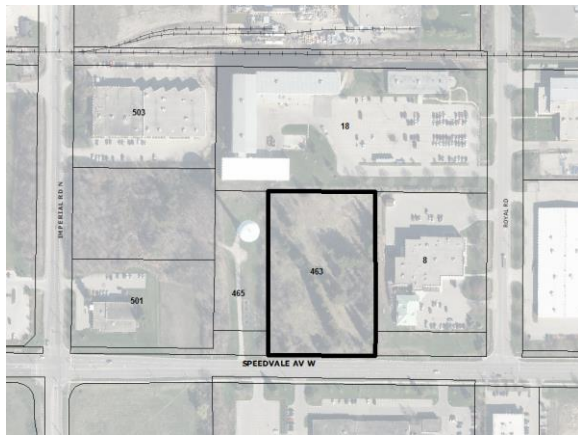
**463 Speedvale Ave W**

Pt Lot 10, Concession 1, Division E  
Built c. 1870

Neo-Classic Vernacular, 1 1/2 storey, 3 bay, gable roof, centre gable with Gothic window, 1 storey rear wing enlarged.



**Property Location** (City of Guelph GIS and 2016 air photo)



**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** June 27, 2005

Recommendation: Did not object to the demolition due to the contamination and condition of the property and suggested conditions for approval of demolition.

**City Council:** July 18, 2005

Decision: Demolition approved.

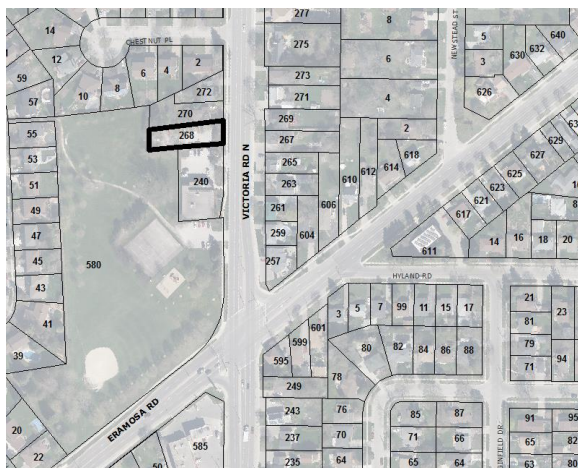
**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties****268 Victoria Rd N**

Pt Lot 5, Range E2, Division F  
Built c. 1910

Ontario Cottage, 1 storey & attic, 3 bay, steep hipped roof, Palladian dormer, verandah with Doric columns and wall brackets.

**Property Location** (City of Guelph GIS and 2016 air photo)**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** March 27, 2017

Recommendation: No objection to removal from heritage register.

**City Council:** August 21, 1995

Decision: Demolition approved through OPA and Zoning Amendment

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

**63-67 Woolwich St**

Pt Lot 61, Plan 8  
Built c. 1860

Italianate, 1 1/2 storey over basement (sidehill), 4 bay, gable roof, bracketed dormers with 1 1/2 segmental casement window extending above front wall, corner-beaded frame.



**Property Location** (City of Guelph GIS and 2016 air photo)



Approximate location of former building

**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4 2009.

**Heritage Guelph:** January 2004

Recommendation: No objection to demolition.

**City Council:** February 2004

Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

ATT- 1 (Requests for Removal)

**229 Woolwich Street**

**Municipal Register of Cultural Heritage Properties**

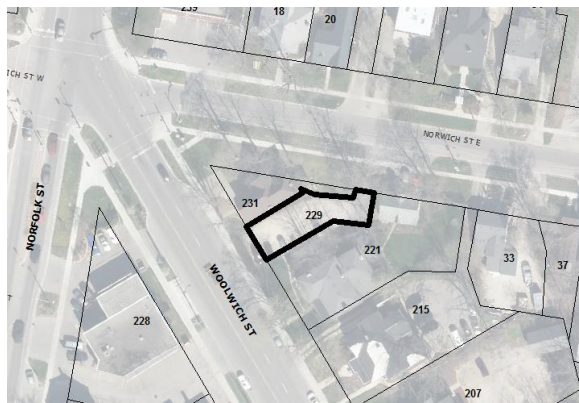
**229 Woolwich St**

Pt Lot 20, Pt Lot 21, Plan 35  
Built c. 1895

Queen Anne Revival, 2 storey, 2 bay, gable roof, 2 storey side bay, front rebuilt and porches added.



**Property Location (City of Guelph GIS and 2016 air photo)**



**Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4 2009. Building destroyed by fire in January 2001.

**Heritage Guelph:** March 27, 2017

Recommendation: No objection to removal from heritage register.

**City Council:** N/A

Decision: Demolition approved by Building Services January 2001.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

ATT- 1 (Requests for Removal)

**504 Woolwich Street**

## **Municipal Register of Cultural Heritage Properties**

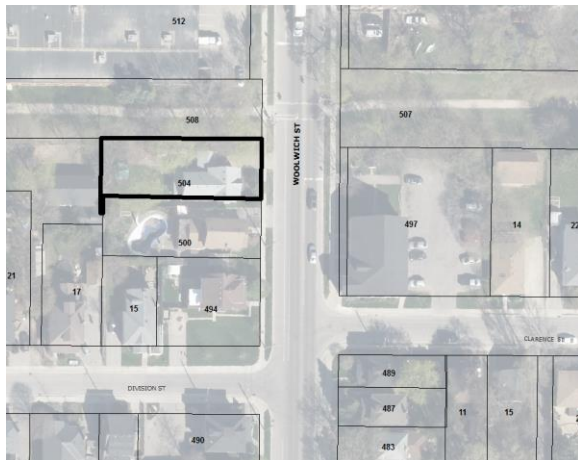
### **504 Woolwich St**

Pt Lot 24, Plan 172  
Built c. 1870

Neo-Classic Vernacular, 1 1/2 storey, 3 bay, gable roof with centre gable, Gothic window to front gable, (much modernized front including refenestration, enclosed porch).



### **Property Location (City of Guelph GIS and 2016 air photo)**



### **Heritage Planning summary**

**Reason for Heritage Review:** Building did not exist when heritage register was expanded May 4, 2009.

**Heritage Guelph:** March 27, 2017

Recommendation: No objection to removal from heritage register.

**City Council:** August 1993

Decision: Demolition approved.

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

**160-164 Wyndham St N**

Pt Lot 74, Pt Lane, Pt Burying Ground, Plan 8  
Built c. 1938

Modern Canadian Commercial, 3 storey, 4 bay, flat roof, double pairs of metal casements (opening out), (storefronts modern).



**Property Location** (City of Guelph GIS and 2016 air photo)



**Heritage Planning summary**

**Reason for Heritage Review:** Building Services approved demolition permit September 29, 2011 to accommodate future development downtown. Council gave no direction to remove from heritage register.

**Heritage Guelph:** March 27, 2017

Recommendation: No objection to removal from heritage register.

**City Council:** N/A

Decision: Building Services approved demolition permit September 29, 2011

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties

**Municipal Register of Cultural Heritage Properties**

**148 York Rd**

Pt Lot 126, Plan 113  
Built c. 1880

Neo-Classic Vernacular, 1 storey, 3 bay (and 1 bay east addition), gable roof, centre entrance with transom, high-cambered arches.



**Property Location**



Property was part of what is now 142 York Road at corner of Neeve St (City of Guelph GIS and 2016 air photo)

**Summary**

**Reason for Heritage Review (Removal)** - Demolition was already approved as requirement of re-zoning to allow a 24-unit townhouse project. Demolition approval pre-dated listing of this property on the heritage register in May 2009.

**Heritage Guelph meeting date:** March 27, 2017

Recommendation: No objection to removal from heritage register.

**City Council meeting date:** June 1993

Decision: Council approved re-zoning (ZC 23266)

**Status:** Demolished

**Recommendation:** Direct staff to remove property from Municipal Register of Cultural Heritage Properties



# Staff Report

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To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 8, 2017

Subject **Contract Award for Metcalfe Street Reconstruction -Phase 1**

Report Number IDE 17-68

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## Recommendation

1. That Council approve a budget increase of \$800,000 for capital account PN0042 Metcalfe Street Reconstruction Phase 1 – Speedvale to Terry.
2. That the additional budget be funded via budget reallocations from the following capital accounts; \$162,000 from PN0126 Road Restoration and Resurfacing Program, \$228,000 from – SC0013 Ward One - Sewer Replacement, \$110,000 from SW0071 Storm Sewer Replacement CIP AND \$299,000 from WD0015 Ward One – Watermain Replacement.
3. That the tender from Goetz Construction Limited be accepted and that the Mayor and Clerk be authorized to sign the Agreement for Contract 2-1711 for the Metcalfe Street Reconstruction Phase 1 – Speedvale to Terry project for a total tendered price of \$3,999,624.70 (excluding HST) and contingency allowance of \$320,147 with actual payment to be made in accordance with the terms of the Contract.

## Executive Summary

### Purpose of Report

To seek Council approval for a budget increase and authorization for the Mayor and Clerk to sign the agreement with Goetz Construction Limited for Contract 2-1711 for the Metcalfe Street Reconstruction Phase 1 project.

### Key Findings

- The City of Guelph has identified the need to fully reconstruct Metcalfe Street from Speedvale Avenue to Terry Boulevard, including the replacement of watermain, sanitary sewers, storm sewers, asphalt, sidewalks, curb and gutter.
- The cost estimate for this project was initially \$3,595,800, inclusive of HST. The City was previously approved for grant funding for this project in the amount of \$2,696,850 through the Clean Water and Wastewater Fund and the balance of the project costs were approved through the 2017 Capital Budget.

- The lowest bid received was from Goetz Construction Limited in the amount of \$3,999,624.70, excluding HST. As this amount exceeds the Council approved budget for this project, a re-prioritization of currently funded projects has been undertaken and a reallocation of funding from four (4) other approved capital accounts to the Metcalfe Street Reconstruction is recommended.

**Financial Implications**

- The budget increase of \$800,000 required for this project will be allocated from four previously approved capital accounts that contribute to reconstruction projects.
- This project has been approved to receive funding from the Clean Water and Wastewater Fund (CWWF) provided by the Federal and Provincial governments. Approval of this request and awarding of the contract is critical as the funding deadline for this project is March 31, 2018, after which time any work will not be eligible for this 75% funding agreement.

**Report**

Tenders for the above mentioned project were received the 18<sup>th</sup> day of April, 2017 as follows:

1. Goetz Construction, Guelph .....\$3,999,624.70
2. Drexler Construction, Rockwood .....\$4,292,063.05

The tenders were checked for legal and arithmetic accuracy. All were found to be arithmetically correct in the above order of tender. Goetz Construction has successfully completed work on previous capital project contracts in the City. It is recommended that the contract be awarded to this firm.

The tender received from Goetz Construction exceeded the City’s budget for the proposed work. The higher than budgeted costs are attributed to a conservative quantity for contaminated material removal and disposal in the tender quantities, as well as required changes in scope of work.

Modification to the scope of work included increasing the size of the storm sewer connection to Speedvale Avenue to mitigate risks with potential flooding and avoid a future reconstruction project at the Speedvale Avenue intersection. As well, the relocation of a storm sewer and sanitary sewer that are currently located on private property was included in the final design.

**Financial Implications**

A budget of \$3,595,800, inclusive of 1.76% HST, was approved by Council for 2017 to complete the replacement of underground water, wastewater, stormwater infrastructure as well as the replacement of the road and other surface assets impacted by this work. Based on the recent tender, a total budget of \$4,395,800 is required as detailed below.

The additional funding required for this project will come from four previously approved capital accounts funded from the following reserve funds ; Federal Gas Tax (343), Wastewater Capital (153), Stormwater Capital (165) and Water Services Capital (152). The reduction in budget availability of the impacted capital accounts will result in future projects being deferred due to need for additional budget approval. Specifically, the Willow Road reconstruction will be re-budgeted through the 2018 Capital Budget process.

Given that the Metcalfe Street Reconstruction project has been approved to receive funding from the Clean Water and Wastewater Fund (CWWF) provided by the Federal (\$1,797,900) and Provincial (\$898,950) governments it is deemed a higher priority at this time. Approval of this request and awarding of the contract is critical as the funding deadline for this project is March 31, 2018, after which time any work will not be eligible for this 75% funding agreement.

Below is the construction budget that has been established for this project.

Construction Costs	Budget Allocation	Project Percentage
General Contractor	\$3,999,625	90.99%
Construction Contingency	\$320,147	7.25%
Sub Total	\$4,319,772	
HST 1.76%	\$76,028	1.76%
Total	\$4,395,800	100%

## Consultations

N/A

## Corporate Administrative Plan

3.1 Ensure a well-designed, safe, inclusive, appealing and sustainable City.

### Overarching Goals

Service Excellence

### Service Area Operational Work Plans

Our Services - Municipal services that make lives better

## Attachments

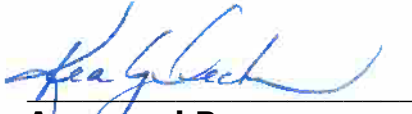
ATT-1 Metcalfe Street Reconstruction link:

<http://guelph.ca/living/construction-projects/metcalfe-street-water-sewer-pipe-construction/>

**Departmental Approval**  
Finance

**Report Author**

Andrew Janes, P.Eng.  
Program Engineer Supervisor



**Approved By**

Kealy Dedman, P.Eng.  
General Manager/City Engineer  
Engineering and Capital  
Infrastructure Services  
519-822-1260, ext. 2248  
[kealy.dedman@guelph.ca](mailto:kealy.dedman@guelph.ca)

**Reviewed By**

Antti Vilkkö, P.Eng.  
Manager, Design and Construction



**Recommended By**

Scott Stewart  
Deputy CAO  
Infrastructure, Development  
and Enterprise  
519-822-1260, ext. 3445  
[scott.stewart@guelph.ca](mailto:scott.stewart@guelph.ca)



**Affordable Housing Strategy:  
Review of the Affordable Housing Target to  
Reflect the Secondary Rental Market**



**Council – May 8, 2017**

## **Response to Council Resolution**

Resolution October 11, 2016:

- “1. That Council approves the Affordable Housing Strategy included as Attachment 1 in Report 16-75 dated October 11, 2016, excluding section 6.3.3.
2. That Council refer the role, if any, of the financial actions contained within section 6.3.3 back to staff **to have the report reflect the secondary market in the affordable housing strategy targets.”**

2

## Affordable Housing Strategy

### Purpose of Target

- Provincial policy requires establishment of a minimum target for housing that is affordable for low and moderate income households
  - Focus of the AHS is moderate income (30 – 60%)
  - County's Housing and Homelessness Plan addressed low income (less than 30%)
- The target is one of many indicators used to measure the City's progress in addressing affordable housing issues
- Target will help focus potential financial incentive actions and assist Council in responding to funding opportunities

3

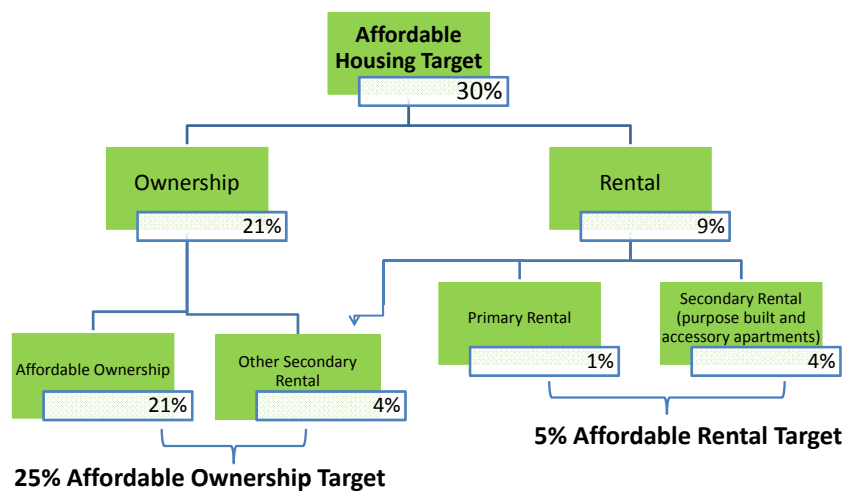
## Affordable Housing Strategy

### Secondary Rental Market - definition

1. Rented accessory apartments
2. Purpose built secondary rental units
3. Other secondary rental units – individual rental investor units, rented condominiums, rented single detached homes, etc.

4

## Revised Affordable Housing Target



5

## Recommendations:

### Recommend that City Council:

- Approve the revised affordable housing target which includes secondary rental units
- Direct that the Affordable Housing Strategy, as approved by Council on October 11, 2016, be modified to reflect the revised target

6

# Staff Report



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To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 8, 2017

Subject **Affordable Housing Strategy: Review of the Affordable Housing Target and Secondary Market**

Report Number IDE 17-49

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## Recommendation

1. That Council approve the revised affordable housing target, as outlined in Report 17-49 dated May 8, 2017, and direct that the Affordable Housing Strategy, as approved by Council on October 11, 2016, be modified to reflect this revised target in accordance with Attachment 3.

## Executive Summary

### Purpose of Report

To respond to Council's October 11, 2016 resolution that referred the Affordable Housing Strategy back to staff to have the report reflect the secondary market in the affordable housing strategy target.

### Key Findings

On October 11, 2016 Council approved the Affordable Housing Strategy excluding the financial incentive actions contained within section 6.3.3. In addition, Council passed the following motion: "That Council refer the role, if any, of the financial actions contained within section 6.3.3 back to staff to have the report reflect the secondary market in the affordable housing strategy targets." On November 28, 2016 Council supported a financial role by confirming it will establish an Affordable Housing Financial Incentives Program.

City staff have reviewed the affordable housing targets presented in the Affordable Housing Strategy to address Council's resolution to reflect the secondary rental market in the targets.

This review results in staff's recommendation that an annual city-wide 30% affordable housing target be confirmed for all new residential development. A revised affordable housing target breakdown of 25% affordable ownership units and 5% affordable rental units is recommended to reflect secondary rental market units including accessory apartments. The separate annual target for accessory



apartments (90 units per year) is recommended to be removed as they are now recommended to be incorporated into the overall affordable housing target.

The affordable rental target is proposed to consist of 1% affordable primary rental and 4% affordable secondary rental. The affordable ownership target is to be measured annually while the affordable rental target is to be measured as a five-year annual average.

Provincial legislation requires the City to set a target for housing that is affordable for low and moderate income households. Collectively, the City's Affordable Housing Strategy and the County's Ten-year Housing and Homelessness Plan address this provincial legislation. The City's Affordable Housing Strategy and Target address the market end of the housing continuum which addresses the needs of moderate income households (30<sup>th</sup> to 60<sup>th</sup> household income percentile) while the County of Wellington, as the Service Manager for homelessness and social housing services, addresses the non-market end of the housing continuum through their Housing and Homelessness Plan, which addresses the needs of low income households (0 to 30<sup>th</sup> household income percentile).

The recommended affordable housing target is consistent with practices of a number of other municipalities which recognize different types of secondary rental market units in their affordable housing targets along with the role they play in meeting housing needs.

Applying the revised affordable housing target to the City's new housing stock created between 2009 and 2015 (the most recent year for which we have complete data) resulted in the City meeting the 25% annual affordable ownership target the last seven years. The 4% affordable secondary rental target was met in 2009, and between 2011 and 2016. The 1% affordable primary rental target was met between 2009 and 2013 when measured as a five year average.

### **Financial Implications**

There are no financial implications to this report. On November 28, 2016 Council confirmed that it will establish an Affordable Housing Financial Incentives Program (AHFIP). Staff intend to use the findings of this report to inform the development of an AHFIP Framework for a future Committee of the Whole meeting.

## **Report**

### **BACKGROUND**

On October 11, 2016 City Council approved the Affordable Housing Strategy (AHS), excluding the financial incentive actions contained within section 6.3.3. In addition Council passed the following resolution:

"That Council refer the role, if any, of the financial actions contained within section 6.3.3 back to staff to have the report reflect the secondary market in the affordable housing strategy targets".

## **The affordable housing targets respond to Provincial legislation and are a measure of the City's range and mix of housing**

The Affordable Housing Strategy addresses affordable housing issues on the market end of the housing continuum including:

Issue 1: There are not enough small units to rent or buy to meet the affordability needs of all smaller households.

Issue 2: A lack of available primary rental supply makes it difficult for people to find affordable rental housing; and

Issue 3: The secondary rental market provides choice of affordable dwelling types but the supply is not as secure as the primary rental market."

The goal of the Affordable Housing Strategy is to ensure that affordable housing is included in the range and mix of housing provided for all households across the City. Progress towards this goal will be measured by a number of key indicators including the vacancy rate, core housing need and how new construction is performing against the ownership and rental affordable housing targets.

Provincial legislation requires the City to set a target for housing that is affordable for low and moderate income households. The Province defines affordable housing and prescribes how affordable housing is measured but does not prescribe a target or a method to determine a target. The City's Official Plan has contained an affordable housing target for a number of years based on requirements under the Planning Act. Council has requested that staff reflect the secondary rental market in the affordable housing strategy targets.

The affordable housing target, which applies to new housing, is only one of many indicators used to measure the City's progress towards addressing its affordable housing issues. The affordable housing target will help determine the future of the financial incentive actions included in section 6.3.3 of the City's Affordable Housing Strategy which Council excluded. The Affordable Housing Strategy will also assist Council in responding to affordable housing funding opportunities including any reserve funds the City may set aside for affordable housing.

## **The secondary rental market includes rented accessory apartments, purpose built secondary rental market units and other secondary rental market units**

The Primary Rental Market is defined as "units in structures with three or more units, composed of self-contained units where the primary purpose of the structure is to house rental tenants"<sup>1</sup>. Canada Mortgage and Housing Corporation (CMHC) includes secondary rental market units within the definition of primary rental, where 100% of the units are rented and managed by one property management company, for its rental market survey.

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<sup>1</sup> Source: City of Guelph (October 2015). Affordable Housing Strategy: The Current State of Housing in the City of Guelph. Guelph, ON: Author

The Secondary Rental Market is defined as “self-contained units not included in the primary rental market. It can include rented condominium apartments, accessory apartments, rented single detached dwellings, and one or two apartments located in a commercial or other type of structure”<sup>2</sup>.

The secondary rental market is divided into the following types:

- Rented accessory apartments;
- Purpose built secondary rental (e.g. Solstice I and II on Gordon Street and Reid’s rental project on Kay Cres.); and
- “Other secondary rental” (individual rental investor units, rented condominium units, rented single detached dwellings, rented townhouse units that are individually owned, etc.).

The above definitions are consistent with industry standards that are used by CMHC and other municipalities.

The City’s Affordable Housing Strategy: State of Housing report includes information on the secondary rental market, including accessory apartments. The City estimates that 45% of Guelph’s rental units were in the secondary market in 2013 (5% accessory apartments and 40% other secondary rental market units). See Attachment 1 for additional information on the secondary rental market.

## **ADDRESSING THE SECONDARY RENTAL MARKET IN THE AFFORDABLE HOUSING TARGET**

City staff have reviewed the affordable housing target presented in the Affordable Housing Strategy to address Council’s resolution to reflect the secondary rental market in the targets.

### **A 25% affordable ownership and a 5% affordable rental target responds to Council’s resolution to reflect the secondary rental market in the target**

Staff’s review confirms the 30% affordable housing target included in the Affordable Housing Strategy and proposes a revised breakdown consisting of a 25% affordable ownership target and a 5% affordable rental target which includes secondary rental market units. Along with the inclusion of the secondary rental market in the affordable housing target, staff recommend the deletion of the separate annual target for the creation of accessory apartments as these units are now proposed to be included into the overall affordable housing target.

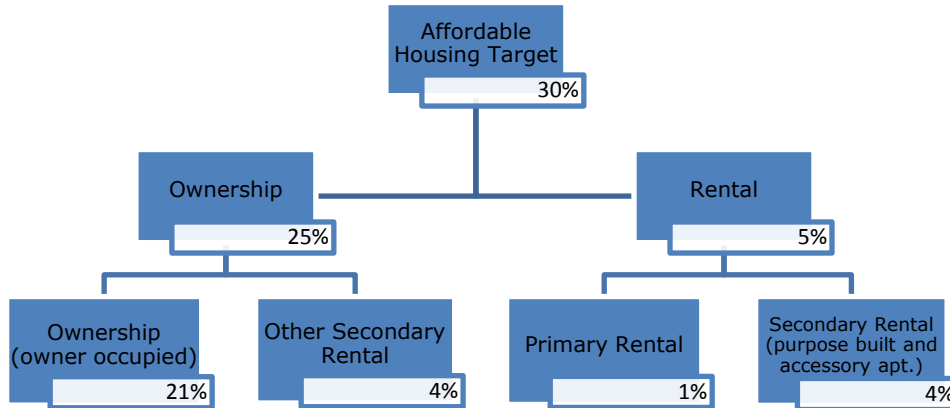
The flowchart and table below summarize the proposed affordable housing targets for ownership and rental housing that would apply to the projected future housing supply of 1,170 units for the City annually to the year 2031<sup>3</sup>.

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<sup>2</sup> Source: City of Guelph (October 2015). Affordable Housing Strategy: The Current State of Housing in the City of Guelph. Guelph, ON: Author

<sup>3</sup> Based on projected household growth in Guelph between 2013 – 2031 from Watson & Associates, Development Charge Background Study, 2014.

### Affordable Housing Target Flowchart



	<b>Percentage of New Dwellings</b>	<b>Units per year</b>
Primary Rental	1%	12
Secondary Rental (Accessory Apartments and Purpose Built)	4%	47
<b>Affordable Rental Subtotal</b>	<b>5%</b>	<b>59</b>
Ownership	21%	246
Other Secondary Rental	4%	47
<b>Affordable Ownership Subtotal</b>	<b>25%</b>	<b>293</b>
<b>Total Affordable Housing Target</b>	<b>30%</b>	<b>352</b>

Council’s approval of the above affordable housing targets would represent a specific, measurable, agreed upon, realistic and time based (SMART) target. A 30% affordable housing target is reasonable since the City is a single tier municipality and not the Service Manager for non-market housing services. The treatment of secondary rental market units in the affordable housing target breakdown is reasonable and measurable. The affordable primary rental target is both necessary and realistic given market trends.

Staff's recommended revised affordable housing target addresses moderate income households (30<sup>th</sup> to 60<sup>th</sup> household income percentile<sup>4</sup>) which represent 30% of households in Guelph that are meant to be served by market housing which is the scope of the City's Affordable Housing Strategy. The affordable housing target complements the County of Wellington's responsibility as the Service Manager for homelessness and social housing services which addresses low income households (i.e. the 0 to 30<sup>th</sup> household income percentile) that are generally served by non-market housing.

A 25% affordable housing ownership target recognizes the tenure split between ownership\* and rental\*\* housing of 70% to 30% and considers how best to incorporate and monitor secondary rental market units.

\*The affordable ownership target (25%):

- includes all forms of new affordable ownership housing units and includes "other secondary rental" housing units that are purchased by investors/landlords and are rented and therefore become part of the secondary rental market;
- generally aligns with the finding that 40% of the existing rental market is "other secondary rental";
- recognizes the lack of data available. The City does not have the ability to collect data for ownership units which make their way into the rental market; and
- takes into account the insecure rental tenure of some secondary rental market units since their rental status could change and is difficult and sometimes impossible to track.

\*\*The affordable rental target (5%):

- includes the primary rental market, accessory apartments and purpose built secondary rental market units; and
- recognizes that data is available. The City has the ability to collect data for primary rental, purpose built secondary rental market and accessory apartments. Assumptions can be applied to the number of accessory apartments that are rented and affordable.

The 5% affordable rental target includes an affordable primary rental target to recognize the importance of primary rental housing and to maintain and grow the City's primary rental housing stock. A separate affordable primary rental market target is needed to address the problem statement and issues of the Affordable Housing Strategy and ensure the construction of new rental supply whose tenure is secure and protected by the City's Official Plan policies.

The affordable primary rental target (1%):

- highlights that new rental stock needs to be created;

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<sup>4</sup> Household income percentiles are determined by Statistics Canada by taking the number of households in Guelph and dividing them into ten equal groups based on household income. Three of the household income groups equates to 30% of the total number of households.

- recognizes the limited amount of affordable primary rental housing stock created between 2009 and 2013. The affordable primary rental units that were created all received government financial assistance; and
- is challenging but realistic given the performance of the market.

The affordable secondary rental target (4%):

- includes accessory apartments and purpose built secondary rental market units;
- recognizes the importance of accessory apartments and purpose built secondary rental market units in the provision of rental housing. Over the past ten years (2007 – 2016), the City has averaged approximately 120 new accessory apartments per year of which approximately 53% would be considered affordable and available for rent based on survey results; and
- reflects current market trends in rental housing including the emergence of purpose built secondary rental market housing.

See Attachment 2 for a detailed description of the method followed for determining the above affordable housing targets.

### **Guelph’s inclusion of secondary rental market units in the affordable housing targets is consistent with other municipalities**

A number of municipalities were surveyed to explore if and how secondary rental market units, including accessory apartments, were reflected in their affordable housing targets. The municipalities reviewed were based on the list of municipalities surveyed through the draft directions phase of the Affordable Housing Strategy. Responses were received from Service Managers or lower tier municipalities.

All of the municipalities surveyed acknowledged a role for secondary rental in their affordable housing targets and recognized that data collection challenges make this type of housing difficult to measure. A number of the municipalities surveyed employed a wide variety of approaches regarding the inclusion of secondary rental market units as part of their affordable housing targets, while others intend to include them in their affordable housing targets but have not yet determined how to at this time. Unlike Guelph, most of the municipalities surveyed were included in CMHC’s Secondary Rental Market surveys which provide a source of ongoing data to assist in establishing and monitoring the affordable housing targets. Municipalities recognize the nature of different types of secondary rental market units in their affordable housing targets. In general, purpose built secondary rental market units and accessory apartments were included as part of the affordable rental target, while individual rental investor units, rented condominium units, rented single detached dwellings, etc. were included as part of the affordable ownership target.

It was clear that reflecting secondary rental market housing in affordable housing targets and measuring them is still an emerging area. Guelph continues to register significantly more accessory apartments than any of the municipalities surveyed. Of all the municipalities surveyed, including regions with populations over 1.3 million, none registered as many accessory apartments as Guelph’s average of 120 units

per year over the last ten years (2007 – 2016). Mississauga with a population of 700,000 registered the most after Guelph at an average of 90 units per year.

### **The affordable ownership and affordable rental housing targets build on the target work in the Affordable Housing Strategy**

The Affordable Housing Strategy: State of Housing report concluded that a needs based approach to the affordable housing target would be appropriate and result in a 30% affordable housing target. The report also recognized that further review was required to determine the appropriate split of ownership vs. rental housing. The work presented in this report completes the further review and addresses Council's resolution to reflect the secondary market in the affordable housing strategy target.

### **The affordable ownership and rental housing targets meet the objectives of the City's Affordable Housing Strategy by addressing the problem statement and identified issues**

The State of Housing Report resulted in the definition of a problem statement and the identification of three issues that emerged out of the data analysis. These are outlined on page 3 of this report.

The revised affordable housing target of 25% affordable ownership and 5% affordable rental housing (including the purpose built secondary rental market and accessory apartments), recognizes the City's desire for a range and mix of housing options available in Guelph by recognizing the role of secondary rental market housing for both affordable ownership and affordable rental housing. Including a 1% affordable primary rental target, as part of the 5% affordable rental target, recognizes the continued need for primary rental housing stock given its security of tenure and helps to address all three issues.

The affordable housing target provides a key indicator to measure the City's progress towards addressing its affordable housing issues and the success of the recommended actions in the Affordable Housing Strategy. The affordable housing target will help the City assess the financial incentive actions included in section 6.3.3 of the City's Affordable Housing Strategy which are to be considered through the Affordable Housing Financial Incentives Program work. The Affordable Housing Strategy will also assist Council in responding to affordable housing funding opportunities made available by the provincial or federal governments.

### **The 25% annual affordable ownership target and the 5% annual affordable rental target are measurable and achievable**

The proposed 25% affordable housing ownership target will continue to be measured on an annual basis along with the proposed 4% affordable secondary rental target (purpose built secondary rental and accessory apartments). However the proposed 1% affordable primary rental target will be measured using a five year average. The purpose built secondary rental market units will be individually identified with rental rates collected to determine if any units meet the City's affordable rental benchmarks. Determining the number of affordable rental

accessory apartments created each year will be based on issued building permits and vacancy and affordability assumptions.

Based upon the above monitoring methods, the new ownership housing stock created in the City of Guelph met the 25% affordable ownership target each year between 2009 and 2015. Data is not yet available to measure the performance of the affordable ownership target in 2016. The majority of units below the affordable benchmark price (95%) were apartment or townhouse units.

The 4% affordable secondary rental target was met in 2009, and for each year between 2011 and 2016 due to the number of accessory apartments created each year. The 1% affordable primary rental target was met between 2009 and 2013, when measured as a five year average, due to the 80 affordable apartment units for seniors created in 2012.

## **CONCLUSION**

Staff recommend that the revised affordable housing target, which reflects the secondary rental market, be approved and that the Affordable Housing Strategy be modified to reflect the revised affordable housing target in accordance with Attachment 3. The revisions reflect the additional work completed to determine an appropriate tenure split for the City's 30% affordable housing target that includes the secondary rental market. The recommended affordable housing target supports the inclusion of a full range and mix of housing, including affordable housing, in the City.

The revised affordable housing target breakdown of 25% affordable ownership and 5% affordable rental housing (including purpose built secondary rental market units and accessory apartments), will seek to increase housing options available in Guelph by recognizing the role of secondary rental market housing for both affordable ownership and affordable rental housing. Including a 1% affordable primary rental target, as part of the 5% affordable rental target, supports the continued need for affordable primary rental housing stock given its security of tenure and this form of housing helps to address all three identified housing issues. "Other secondary rental" market housing is measured in the affordable housing target as ownership housing given the limited information available on these units, in particular knowing whether an ownership unit is being rented or not.

The proposed affordable housing target and method for ongoing monitoring is measurable and achievable and includes all forms of market housing.

## **Financial Implications**

The refinements to the affordable housing target recommendation in this report do not in and of themselves have a financial implication. On October 11, 2016 Council passed the following motion regarding the Affordable Housing Strategy:

- "1. That Council approves the Affordable Housing Strategy included as Attachment 1 in Report 16-75 dated October 11, 2016, excluding section 6.3.3.



2. That Council refer the role, if any, of the financial actions contained within section 6.3.3 back to staff to have the report reflect the secondary market in the affordable housing strategy targets.”

Council excluded the financial incentive actions from its approval of the Affordable Housing Strategy on October 11, 2016 at staff’s request. Staff’s intent is to deal with the financial actions as part of the Affordable Housing Financial Incentives Program work with a report scheduled for a future Committee of the Whole meeting.

On November 28, 2016 Council passed the following motion regarding the Affordable Housing Financial Incentives Program:

“1. That City Council confirms it will establish an Affordable Housing Financial Incentives Program, in addition to the funding provided by the City to the County as the Service Manager for Social Housing.

2. That funding for an Affordable Housing Financial Incentives Program be included as part of the 2017 budget discussions.

3. That the following clauses of the proposed framework for an affordable housing financial incentives program be referred back to staff to report back to the Committee of the Whole.

“That the proposed recommendations for a framework for an Affordable Housing Financial Incentives Program be approved, as outlined in report #CAO-I-1607: Proposed Framework for an Affordable Housing Financial Incentives Program.

That staff be directed to develop the program details and implementation plan for an Affordable Housing Financial Incentives Program.””

Staff intend to use the findings of this report to inform the finalization of the Affordable Housing Financial Incentives Program Framework. The financial incentive actions included in the Affordable Housing Strategy will be addressed once Council has responded to a separate report on a proposed AHFIP Framework scheduled for a future Committee of the Whole meeting.

## **Consultations**

Council’s resolution with respect to this report will be posted on the City’s website.

## **Corporate Administrative Plan**

This report supports the following goals and work plans of the Corporate Administrative Plan (2016-2018):

### **Overarching Goals**

Service Excellence

### **Service Area Operational Work Plans**

Our Services - Municipal services that make lives better  
Our People- Building a great community together  
Our Resources - A solid foundation for a growing city

## Attachments

ATT-1 Secondary Rental Market Highlights  
ATT-2 Method for Determining the Affordable Housing Target  
ATT-3 Affordable Housing Strategy Report Revisions

## Departmental Approval

Not applicable

### Report Author

Joan Jylanne  
Senior Policy Planner

### Approved By

Melissa Aldunate  
Manager, Policy Planning & Urban Design



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### Approved By

Todd Salter  
General Manager  
Planning, Urban Design and  
Building Services  
519.822.1260, ext. 2395  
todd.salter@guelph.ca



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### Recommended By

Scott Stewart, C.E.T.  
Deputy CAO  
Infrastructure, Development and Enterprise  
519-822-1260, ext. 3445  
scott.stewart@guelph.ca

## **Attachment 1 - Secondary Rental Market Highlights**

This attachment explains and defines the secondary rental market and what types of units it includes. It also reports some key findings on research on the secondary rental market conducted as part of the State of Housing Report.

The Primary Rental Market is defined as “units in structures with three or more units, composed of self-contained units where the primary purpose of the structure is to house rental tenants”<sup>5</sup>. Canada Mortgage and Housing Corporation (CMHC) includes secondary rental market units within the definition of primary rental, where 100% of the units are rented and managed by one property management company, for its rental market survey.

The Secondary Rental Market is defined as “self-contained units not included in the primary rental market. It can include rented condominium apartments, accessory apartments, rented single detached dwellings, and one or two apartments located in a commercial or other type of structure”<sup>6</sup>.

The secondary rental market is divided into the following types:

- Rented accessory apartments;
- Purpose built secondary rental (e.g. Solstice I and II on Gordon Street and Reid’s rental project on Kay Cres.); and
- Other secondary rental (individual rental investor units, rented condominium units, rented single detached dwellings, rented townhouse units that are individually owned, etc.).

The above definitions are consistent with industry standards that are used by CMHC and other municipalities.

- Secondary rental units are considered temporary in that they can easily change to ownership tenure.
- CMHC does not collect information on the secondary rental market for the Guelph area so there is no source of regularly published data

Information on the secondary rental market, including accessory apartments was collected by the City through a Registered Accessory Apartment Survey, a Secondary Rental Market Survey, and an analysis of the City’s tax role contained within the MPAC database.

Analysis of the tax roll showed found that:

- 45% of Guelph’s rental units are in the secondary market

In November 2014 staff mailed a survey to the owners of all registered accessory apartments in the City. The survey found that found that:

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<sup>5</sup> Source: City of Guelph (October 2015).Affordable Housing Strategy: The Current State of Housing in the City of Guelph. Guelph, ON: Author

<sup>6</sup> Source: City of Guelph (October 2015).Affordable Housing Strategy: The Current State of Housing in the City of Guelph. Guelph, ON: Author

- Almost one-quarter of all accessory apartments are not rented
- On average 63% of tenants occupied an accessory apartment for two years or less
- 22% of respondents created the accessory apartment for use by a family member(s)
- 91% of respondents have no plans to remove the accessory apartment
- 48% of owners had no challenges with creating an accessory apartment with only 8% identifying construction cost as a major challenge
- On average one and two bedroom accessory apartments are rented at or below the City's affordable rental housing benchmark
- On average three bedroom accessory apartments are rented above the City's affordable rental housing benchmark

In the fall of 2014 staff conducted a scan of secondary rental units advertised online for rent on several popular online classified websites. It found that:

- On average, secondary rental market units have the highest rents in Guelph with two and three+ bedroom units being rented above the City's affordable rental housing benchmark
- On average only one bedroom secondary units (e.g. rented townhouse and condominium apartments) are rented at or below the City's affordable rental housing benchmark

## **Attachment 2**

### **Method for Determining the Affordable Housing Target**

The following presents the four step process followed to determine an affordable housing target for the City of Guelph. A flowchart is included at the end to visually present the steps.

#### **STEP 1: 30% AFFORDABLE HOUSING TARGET**

The 30% affordable housing target equates to the percentage of households that fall within the 30<sup>th</sup> to 60<sup>th</sup> household income percentile that is within the City's mandate to address. To determine household income percentiles, Statistics Canada takes the number of households in Guelph and divides them into ten equal groups based on household income. Three of the household income groups are between the 30<sup>th</sup> and 60<sup>th</sup> household income percentile and equates to 30% of the total number of households.

The Province's definition of affordable housing in the Provincial Policy Statement is focused on low and moderate income households which are households with gross annual incomes in the lowest 60<sup>th</sup> income percentile of households in the regional market area. The County of Wellington is the Service Manager for Guelph and Wellington County for homelessness and social housing services. As noted in the County's Ten-Year Housing and Homelessness Plan, the housing needs of households below the 30<sup>th</sup> household income percentile are generally served by social (RGI) housing, i.e. the 0 to 30<sup>th</sup> household income percentile. The needs of these households are generally met by non-market housing. This leaves the City to address the 30<sup>th</sup> to 60<sup>th</sup> household income percentile (moderate income households) which is meant to be served by market housing as the scope of the City's Affordable Housing Strategy.

According to the latest Census data available, in 2010, the incomes of moderate income households ranged from \$42,648 to \$83,971. Establishing a 30% affordable housing target would mean establishing an affordable housing target which applies to all moderate income households, which represent 30% of households in Guelph. A 30% affordable housing target is reasonable since the City is a single tier municipality and not the Service Manager for non-market housing services.

#### **STEP 2: INITIAL TENURE SPLIT OF THE TENURE**

The affordable housing target is proposed to reflect the tenure split of city households. A 70% ownership and 30% rental tenure split is proposed based on the City's household tenure split from the 2011 National Housing Survey. The City's tenure split has moved from a 60% ownership and 40% rental tenure split in the early 1990s to a 70% ownership and 30% rental tenure split in the 2006 and 2011 Census. The affordable rental target would include primary and secondary rental housing. Applying the proposed tenure split to the 30% affordable housing target equates to a 21% affordable ownership target and a 9% affordable rental target. The proposed tenure split is reasonable given a consistent ten year measure and CMHC's latest market trend data which does not foresee significant market shifts in Guelph.

The 9% affordable rental housing target is comprised of primary rental housing and all forms of secondary rental market housing.

- primary rental housing includes:
  - rented apartment buildings and townhouse complexes under single ownership with 3 or more units
- secondary rental market housing includes:
  - accessory apartments
  - purpose built secondary rental market (e.g. Solstice I and II condominiums and Reid's rental project on Kay Cres.)
  - other secondary rental market (rented condominium units, rented single detached dwellings, rented townhouse units that are individually owned, etc.).

### **STEP 3: AFFORDABLE PRIMARY RENTAL HOUSING TARGET**

A 1% affordable primary rental housing target recognizes the importance to maintain and grow the City's primary rental housing stock. As part of the Affordable Housing Strategy: State of Housing report the City estimated that approximately 31% of the City's entire housing stock consisted of primary rental housing units in 2013 which amounts to approximately 55% of the City's total rental housing stock. If we focus on new housing stock, between 2009 and 2013 only 217 primary rental housing units were created which represents 5% of the total new housing stock created during that time period. The only new affordable primary rental units created between 2009 and 2013 were 80 apartment units for seniors at The Residences at St. Joseph's which received government financial assistance. This project represented approximately 2% of the housing stock completed in that time period. Despite the low levels of new primary rental housing being created, affordable primary rental continues to be important to responding to the issues identified in the Affordable Housing Strategy. Primary rental housing units help to meet the needs of some moderate income households because of its security of tenure, variety of unit sizes, professional management, etc. The fall 2016 primary vacancy rate for the Guelph CMA remained unchanged from the previous year at 1%, well below a balanced and healthy supply rate of 3%.

The new primary rental stock under construction is not anticipated to improve the affordable rental housing supply (e.g. Paisley Square at Paisley Road and Imperial Road). CMHC anticipates a slight increase in the vacancy rate over the next two years (still below 1.5%) given the number of rental apartments and condominium apartments under construction, which may find their way into the secondary rental market. More than 500 rental apartments are currently under construction which is the highest level seen in more than two decades. The new primary rental housing stock under development does not meet the City's affordable housing benchmark rents. For example the rent for a one bedroom apartment at Paisley Square, which started renting in January 2017, starts at approximately \$1,500. It is anticipated that the vacancy rate will increase initially as the units are absorbed. The vacancy rate will then likely return to existing 2016 levels unless additional primary rental housing stock is introduced and/or secondary rental market housing stock is increased, including accessory apartments. The need for new affordable primary rental stock remains unmet.

Assigning at least 1 percentage point of the affordable rental target to primary rental housing will help recognize the importance of supporting the creation of new primary rental housing whose tenure is secure and protected by the City's Official Plan policies. This target is realistic and achievable as it represents 12 units per year amounting to 60 units (approximately one mid-sized apartment building) every 5 years.

#### **STEP 4: SPLIT OF THE SECONDARY RENTAL TARGET BETWEEN RENTAL AND OWNERSHIP TARGET**

An 8% affordable secondary rental target supports both the affordable rental target and the affordable ownership target. It is recommended that accessory apartments and purpose built secondary rental market be included in the overall rental target and the other secondary rental be included in the ownership target. The 8% affordable target should be split between ownership and rental with 4% being attributed to the affordable ownership target (i.e. in the form of other secondary rental) and 4% being attributed to the affordable rental target (i.e. accessory apartments and purpose built secondary rental market). Given the low levels of new primary rental housing created over the last five years, it is likely that the secondary rental market has increased its role to meet demand. A key insight from the Affordable Housing Strategy: State of Housing report was the importance of the secondary rental market in Guelph. It found that 45% of rental housing is secondary rental. While 5% of this was in the form of accessory apartments, the other 40% was in the form of other secondary rental market housing. This finding aligns with national research by [CMHC](#) and [Vink Consulting](#) on the growing importance of the secondary rental market.

Secondary rental market units are flexible in that they can move between the ownership and rental markets. It is important that they are only counted once towards achievement of the affordable housing target. The City has the ability to collect data for purpose built secondary rental market units and accessory apartments but not for individual units that are rented by their owners such as condominium units operating as investor units.

#### **Secondary Rental: Accessory Apartments and Purpose Built Secondary Rental Market**

A 4% affordable secondary rental target comprised of purpose built secondary rental market and accessory apartments is measurable. Based on recent market trends described below, purpose built secondary rental market and accessory apartments are expected to address half of the 8% affordable secondary rental target. The affordable housing target for accessory apartments and purpose built secondary rental is 4%.

The City of Guelph supports the creation of accessory apartments and is seen as a best practice community. The City of Guelph has had great success with the creation of accessory apartments. At the end of 2016 there were more than 2,500 accessory apartments registered with the City. On average 120 accessory apartment units have been approved over the last ten years (2007 – 2016). The process of creating an accessory apartment is fairly simple with only a one time

registration process and minimal fee of \$150. A \$300 registration fee is applied if construction of the unit is started before securing a building permit. In addition the City is ensuring the health and safety of accessory apartments through active enforcement measures. These are clearly an important source of affordable rental housing and are recommended to form part of the affordable housing target rather than have a separate target as previously proposed.

Assumptions can be applied to the number of new affordable accessory apartments created by applying a 75% tenant occupancy rate and a 70% affordability rate based on results from the City's 2014 survey of registered accessory apartments.

Purpose built secondary rental market housing is generally in the form of condominium apartments that are exclusively intended for rental purposes. This also allows for units to be converted to homeownership units without being subject to the condominium conversion policies of the City's Official Plan. Some examples of purpose built secondary rental market include the student oriented Solstice I and II condominiums on Gordon Street, and an apartment building on Kay Crescent near Clair Road and Gordon Street intended to be owned and operated by Reid's Heritage Homes' rental division. Staff investigation of the Solstice developments have revealed that the units have been geared to students, rented by the rooms, and do not meet the City's affordable benchmark rents. The Kay Crescent development is not expected to meet the City's affordable benchmark rents. Recent purpose built secondary rental has exceeded the City's affordable benchmark rent.

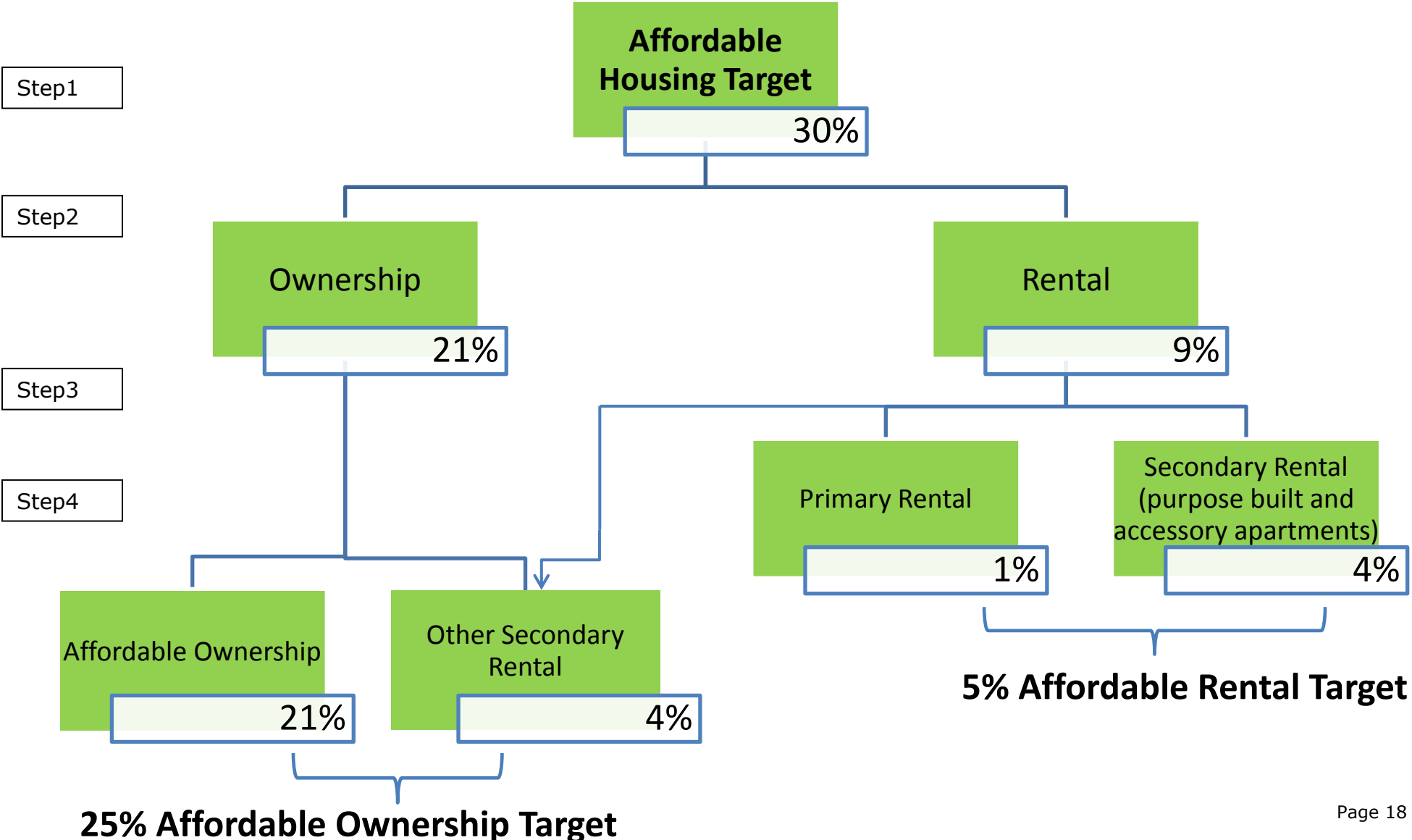
### **Other Secondary Rental Market**

Other secondary rental market units are individual units that are rented by their owners such as condominium units operating as investor units. Whether an individual residential unit owner decides to rent a unit or not is not directly influenced by the City. CMHC does not collect information on the secondary rental market for the Guelph area (as it does in some other markets) apart from secondary rental market units included as part of the annual rental market survey, i.e. units under single ownership that include at least 3 units. Data is not readily available on this form of housing which makes monitoring performance against the affordable housing target a challenge.

The 4% other secondary rental market unit target (e.g. investor condominiums), is best captured in the affordable housing ownership target. This recognizes their ownership status at the building permit stage, data available through MPAC at sale, and the knowledge the City has on these units. Of the 9% affordable rental target, 1% is assigned to primary rental, 4 % to secondary rental market units (purpose built secondary rental market and accessory apartments) leaving the remaining 4% assigned to other secondary rental (e.g. investor condominiums). This generally aligns with the finding that 40% of the existing rental market is other secondary rental. This change in tenure category results in an affordable ownership target of 25%.



# Method for Determining the Affordable Housing Target: Flowchart



## Attachment 3 – Affordable Housing Strategy Report Revisions

The revised affordable housing targets require updates to the Affordable Housing Strategy approved in part by Council on October 11, 2016. This attachment provides amendments to the text of the Strategy to implement the recommendations of this report. Each amendment is identified in an **item number in bold**. *The location of the amended text within the Strategy, including page and section numbers, is included in italics.* Finally, the amended paragraphs are excerpted with edits in **blue**. Deletions to the text are shown as ~~strikeouts~~ and insertions shown as underlines.

### Item 1

*Section 1 is amended by editing the third paragraph on pg 1 as follows:*

The Affordable Housing Strategy addresses municipal requirements under the Provincial Policy Statement, 2014 and the Provincial Growth Plan, 2006. It builds on the City's Official Plan Update (OPA 48, currently under appeal to the Ontario Municipal Board), which establishes a framework for planning for a range and mix of housing types and densities, through appropriate land use designations and supporting policies. Further clarity is provided around affordability issues and concrete recommendations regarding how to advance the Official Plan affordable housing target that 30% of all new residential units constructed be affordable. This target is broken down into an annual affordable housing target of ~~27~~25% affordable ownership housing ~~and 3% rental housing, 1% affordable primary rental and 4% affordable secondary rental.~~

### Item 2

*Section 2.2 is amended by editing the last paragraph beginning on page 3 as follows:*

#### Recommended Strategic Actions Report

The Recommended Strategic Actions report was presented to Council in July 2016 for receipt and Council endorsed its use for continued community engagement in the preparation of the final Affordable Housing Strategy. The Recommended Strategic Actions report presented recommendations for a final strategy to:

- support achievement of the city-wide 30% affordable housing target ~~(27% ownership and 3% rental);~~
- monitor achievement of the target; and
- address affordable housing issues on the market end of the housing continuum.

### Item 3

*Section 2.6 is amended by editing the last paragraph on page 6 as follows:*

The City supports a full range of housing types through its Official Plan policies and Zoning By-law. The City's Official Plan Update (OPA 48), 2012 is the main policy document for the City that guides the type, form and location of growth in the City. The policies support a range and mix of housing types and densities throughout the City through land use designations and intensification policies. Through its growth management work the City ensures that sufficient lands are available to meet projected population and household needs and that growth plan targets for built-up and greenfield areas are monitored and met. Affordable housing targets for both ownership and rental housing have been incorporated within the Official Plan and measured in the State of Housing report. ~~Appendix 2 provides an excerpt of the housing policies contained in the City's Official Plan, including OPA 48.~~

#### **Item 4**

*Section 2.6 is further amended by editing the fourth paragraph on page 7 as follows:*

The City has been viewed as a best practice for its accessory apartment regulations. ~~Over the last 10 years (2007-2016) which have created,~~ on average, ~~122-120 registered~~ accessory apartments have been registered each year ~~since 1995~~. As of December 31, ~~2015-2016~~ there were in excess of ~~2,300~~ 2,500 registered accessory apartments within the City. These units provide both affordable home ownership and secondary rental options. The accessory apartments tend to have lower rental rates than other types of rental units and tend to service smaller household sizes given the current two bedroom size limit. However, based on a survey of registered accessory apartments conducted during November-December 2014, 22% of accessory apartments were not being rented at the time.

#### **Item 5**

*Section 4 on page 11 is amended by deleting the section in its entirety and replacing it as follows:*

~~As required by Provincial policy, the City's Official Plan Update (OPA 48), 2012 includes policy that establishes a target for the creation of affordable housing. The policy establishes an annual target of 30% of all new housing to be affordable to low and moderate income households. The target is further divided into a 27% ownership target and a 3% primary rental target.~~

~~The City projects a population of approximately 169,000 people (excluding the Census undercount) by the year 2031. This equates to an increase of 22,500 dwelling units between 2011 and 2031, representing an annual increase of 1,125 dwelling units. Applying the affordable housing target of 30% equates to 338 dwelling units being affordable annually (304 ownership and 34 rental units).~~

~~The income based and market based prices for both ownership and rental housing have been quantified in accordance with the PPS definition and~~

~~measured whether or not the City's new housing stock met the targets over the period from 2009 to 2015. The affordable ownership target of 27% was exceeded each year. Between 2009 and 2015 we have data for a total of 3,982 new units that were sold with 46% of them priced below the affordable house price. The majority of units below the affordable benchmark price (95%) were apartment or townhouse units.~~

~~In comparison, the affordable rental target of 3% was only met in 2012 with the development of 80 senior residential units at The Residences of St. Joseph's. Incidentally the seniors units were provided with financial assistance which allowed them to be geared to low to moderate income households. Between 2009 and 2015, a total of 328 purpose-built (primary) rental units were constructed with only the 80 senior residential apartment units meeting the affordable rental benchmark price, representing 1.2% of new housing units developed over the five year period.~~

Provincial legislation requires the City to set a target for housing that is affordable for low and moderate income households. The Province defines affordable housing and prescribes how affordable housing is measured but does not prescribe a target or method to determine the target. The goal of the Affordable Housing Strategy is to ensure that affordable housing is included in the range and mix of housing provided for all households across the City. Progress towards this goal will be measured by a number of key indicators including the vacancy rate, core housing need and how new residential construction is performing against the affordable housing target.

The Affordable Housing Strategy sets an annual city-wide 30% target with a target breakdown of 25% affordable ownership units, 1% affordable primary rental units, and 4% affordable secondary rental market units (See Appendix 3). The separate annual target for accessory apartments is no longer required since the accessory apartments are now included within the affordable rental target.

The City projects a population of approximately 169,000 people (excluding the Census undercount) by the year 2031. Projected household growth in Guelph between 2013 and 2031 equates to an average of 1,170 new units per year based on Watson & Associates Development Charge Background Study, 2014. Applying the affordable housing target of 30% equates to 352 dwelling units being affordable annually (293 ownership and 59 rental, of which 12 are to be primary rental units).

The income based and market based prices for both ownership and rental housing have been quantified in accordance with the PPS definition and measured whether or not the City's new housing stock met the targets over the period from 2009 to 2015.

[The affordable ownership target of 25% was exceeded each year. Between 2009 and 2015 we have data for a total of 3,982 new units that were sold with 46% of them priced below the affordable benchmark price. The majority of units below the affordable benchmark price \(95%\) were apartment or townhouse units.](#)

[The 5% affordable rental target, which includes a 1% affordable primary rental target, measured as a five year average with 2009 as the base year, was met between 2009 and 2013 due to the 80 affordable apartment units for seniors created in 2012. In addition, the new affordable accessory apartment units created between 2009 and 2016 were between 3.6% and 10.3% of new housing units per year. No affordable purpose built secondary rental was constructed during this time. Accordingly, the 4% secondary rental target was met in each year except for 2010, when 3.6% of units built were affordable accessory apartments.](#)

[Additional details on the method for determining the target are included as Appendix 3.](#)

#### **Item 6**

*Section 5 is amended by editing the first paragraph beginning on page 11 as follows:*

The economics of residential development in the private market suggests the need for financial incentives to encourage development to be offered at more affordable prices. Specifically the City has been able to meet its affordable homeownership target [every year since 2009. The secondary rental target was met every year since 2009, except for 2010. The primary rental target, measured as a five year average, was met in the 2009-2013 period through the development of 80 affordable apartment units for seniors at The Residences of St. Joseph's with government subsidies in 2012.](#) In addition there is high need for smaller units (bachelor and one bedroom) for smaller households who experience the highest level of core housing need and represent a growing portion of the City's population. From a financial perspective smaller residential units (bachelor and one bedrooms) tend to be more expensive to construct than larger units with more bedrooms and common amenity areas on a price per square footage basis. The simple fact is that every dwelling unit requires a kitchen and bathroom, which are expensive parts of a house, given servicing and construction costs (e.g. plumbing and electrical infrastructure). Meanwhile the addition of extra bedrooms or common amenity areas represents relatively inexpensive square footage additions that have high perceived value added in the market place. The absence of financial incentives will likely mean that dwelling units will become less affordable.

#### **Item 7**

*Section 6.2 is amended by editing the second paragraph on page 14 as follows:*

The strategy includes and confirms the following three policy positions that provide the implementation framework for meeting the City's affordable housing needs:

1. That the affordable housing target is be maintained at 30% of all new residential development; 27.25% affordable ownership and 3% rental, 1% affordable primary rental, and 4% affordable secondary rental.

### **Item 8**

*Section 6.3.1 is amended by editing the second paragraph on page 15 as follows:*

#### 6.3.1 Targets

##### Action

1. That the City review the affordable ~~rental~~ housing target during the next Official Plan review based on factors such as vacancy rate, success of the actions recommended in this Strategy and performance of the market sector in delivering affordable housing.

The 30% target was developed as part of the background work to the City's 2012 Official Plan Update and has been validated through the affordable housing strategy work. ~~The 3% affordable rental target was also produced as part of the background work to the City's Official Plan Update.~~ The Affordable Housing Strategy work has demonstrated that meeting the affordable primary rental target is a ~~significant~~ challenge. Focusing actions on the affordable rental market combined with enhanced monitoring will provide a better base to review the ~~3%~~ target in the future. ~~Retaining the 3% target at this time is appropriate since it still recognizes the need to strive for affordable rental units.~~ In addition other data and actions emerging from the affordable housing strategy work support overcoming affordable primary rental market housing challenges. Reviewing the ~~3%~~ affordable rental housing target ~~regularly is best done~~ as part of the City's Official Plan review ~~process will keep the target current by reflecting when~~ updated monitoring data ~~will be available which reflects~~ and the impact of implementing actions from the Affordable Housing Strategy. ~~The City's Official Plan review occurs on a five-year basis with the next review scheduled to commence in 2017/18 and take a number of years to complete.~~

### **Item 9**

*Section 6.3.3 is amended by editing the last paragraph starting on page 20 and the first paragraph starting on pg 21 as follows:*

The City's financial incentives should focus on achieving the City's affordable housing targets and address identified housing issues. The City's main

challenge has been meeting the ~~annual 31%~~ affordable primary rental housing target without financial incentives which equates to approximately ~~34-60~~ rental units per year in a five year period. The additional research undertaken on the costs of development revealed that \$60,000 to \$80,000 represents the financial hurdle of ~~r~~ "tipping point" for development to be financially viable with a reasonable rate of return in the current Guelph market for creating affordable rental housing that meets the City's benchmark price. While financial incentives are the most impactful, the Affordable Housing Strategy includes other actions that support meeting the City's affordable rental target and identified housing issues. In addition, potential tools and resources provided by senior levels of government are still under development and could positively affect the City's ability to meet the rental housing target. Since the strategy as a whole is directed at increasing supply and addressing meeting the targets, staff are of the opinion that financial incentives are not required for 100% of the units.

~~Staff recommend setting aside sufficient funds to incent 40% to 50% of the City's affordable rental target which would equate to approximately \$820,000 to \$1.3 million representing 40% of the rental target at the lowest cost per unit to 50% of the rental target at the highest cost per unit. Staff note that setting aside sufficient funds to incent 50% of the City's affordable primary rental target would equate to approximately \$360,000 to \$480,000 annually representing six units at \$60,000 to \$80,000 per unit.~~ The annual financial allotment would allow the City to participate in cost shared government programs and provide direct incentives. Over time staff will assess the impact of the other actions from the Affordable Housing Strategy on meeting affordable housing targets and identified housing issues; the market's ability to supply units and assess the effectiveness and future need for incentives.

#### **Item 10**

*Section 6.3.6 is amended by editing actions #20 and 23 as follows:*

20. That the primary rental housing target be measured as a five year average ~~and that purpose built secondary rental housing units, excluding accessory apartments, be included where known.~~

23. That the City ~~continue to monitor primary rental and purpose built secondary rental units explore the ability to identify and monitor purpose built secondary rental housing annually, excluding accessory apartments,~~ through the development review/approval process, for inclusion in measuring the affordable rental targets.

#### **Item 11**

*Section 6.3.6 is further amended by editing the last paragraph on page 23 as follows:*

Plans need to be implemented and monitored to ensure that anticipated outcomes are met. The City's Official Plan Update (OPA 48), 2012 policies commit the City to developing and maintaining an affordable housing monitoring system ~~(See Appendix 2, Policy 7.2.6.11)~~. The monitoring is to include details on the affordable housing developments planned and constructed over the year and to set the new affordable housing benchmark prices for ownership and rental housing for the upcoming year.

**Item 12**

*Section 6.3.6 is further amended by editing the last paragraph starting on page 24 as follows:*

Information on the secondary rental market is also important since it is estimated to be a significant portion of the City's rental market at 45% and a source of affordable units, especially within the accessory apartment stock. Identifying purpose built secondary rental housing, where possible, as part of the development review/approval process will help gauge whether or not it should be included in measuring the affordable rental target which in turn would assist the City in meeting rental housing targets. Purpose built secondary rental housing units, also referred to as condominium investment units, are an emerging supply that has similar security of tenure as primary rental housing stock. In addition Canada Mortgage and Housing Corporation (CMHC) includes secondary rental market units, where ~~more than 5100%~~ of the units are rented and managed by one property management company, as part of its rental market vacancy rate. ~~City staff will endeavour to evolve the measurement of the rental target to include secondary rental housing stock that aligns with CMHC's definition.~~

**Item 13**

*Appendix 2- Official Plan Update (OPA 48 and OPA 39): Housing Policies (Excerpt) is deleted in its entirety*

**Item 14**

*Appendix 3 is amended by editing the table on page 1 as follows:*

**Appendix 3  
Summary of Strategic Actions**

**Strategic Actions**

#	Policy Implementation	How
1.	That the affordable housing target be <del>maintained set</del> at 30%; <del>2725%</del> <u>affordable</u> ownership, <del>and 3%</del> <u>rental</u> <del>1%</del> <u>affordable primary rental</u> , and 4%	To be monitored annually and reported to



<a href="#">affordable secondary rental.</a>	Council.
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**Item 15**

*Appendix 3 is further amended by editing page 6 as follows:*

<b>Monitoring</b>			
20.	That the <a href="#">affordable primary</a> rental housing target be measured as a five year <del>annual average, and that purpose built secondary rental housing units, excluding accessory apartments, be included where known.</del>	2017, Ongoing	Staff: Policy Planning and Urban Design

**Item 16**

*Attachment 2 of IDE Report #17-49 be inserted as Appendix 4.*

**Item 17**

*That the table of contents, page numbers, section numbers, cross references etc. be amended as appropriate in accordance with the items above.*



**Preliminary Design Directions**  
Built Form Standards for Mid-Rise Buildings and Townhouses  
May 8, 2017



## Objective of the Built Form Standards

- To provide design direction for new mid-rise and townhouse buildings in Guelph
- To provide recommendations for future update to the City's Zoning Bylaw
- Will be incorporated into the City's Urban Design Manual



## Project Timeline



## Mid-Rise Buildings

4 to 6 storeys in height

### Mixed-Use Mid-Rise Buildings

- Retail / office units at grade, residential uses above



### Residential Mid-Rise Buildings

- Residential uses only



# Townhouses

generally 2-3 storeys

## On-Street Townhouses

- Row of townhouses that face a public street



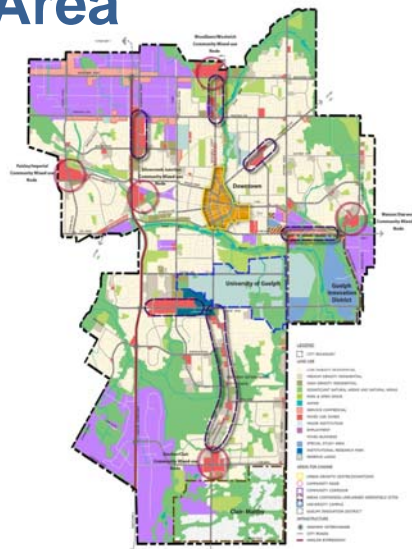
## Cluster Townhouses

- Groupings of townhouses organized within larger site



# Study Area

- Applies to entire City of Guelph, excluding downtown
- Will reflect diverse built form contexts
- Most likely to see mid-rise and townhouse buildings in:
  - Medium Density Residential
  - High Density Residential
  - Mixed Use Designations
  - Change Areas



# Summary of City-Wide Design Principles

## *Official Plan and Draft Urban Design Manual*

- Build compact communities
- Showcase natural attributes as defining features of the City
- Engage in "place-making"
- Conserve and celebrate cultural heritage
- Establish pattern of streets and pedestrian networks in which buildings frame and address public spaces
- Allow a range of architectural styles and expressions while responding appropriately to context
- Respect the character of the existing distinctive areas and neighbourhoods.



## Key Design Issues Site Organization



## Key Design Issues

### Massing, Scale & Transition



## Key Design Issues

### Ground Floor & Street Edge



## Key Design Issues Common Amenity Space



## Key Design Issues Landscaped Area & Tree Planting



## **Key Design Issues**

### **Access, Parking, Storage & Utilities**



## **Recommendation**

That Council receive and support the Preliminary Design Directions: Built Form Standards for Mid-rise Buildings and Townhouses as a basis to develop draft Built Form Standards for Mid-rise Buildings and Townhouses.



# Staff Report



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To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 8, 2017

Subject **Preliminary Design Directions  
Built Form Standards for Mid-rise Buildings and  
Townhouses**

Report Number IDE 17-53

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## Recommendation

That Council receive and support the Preliminary Design Directions: Built Form Standards for Mid-rise Buildings and Townhouses as a basis to develop draft Built Form Standards for Mid-rise Buildings and Townhouses.

## Executive Summary

### Purpose of Report

The purpose of this report is to provide the Built Form Standards for Mid-Rise Buildings and Townhouses Preliminary Directions document (Attachment 1) as the basis for preparing for the development of draft city-wide Built Form Standards for Mid-Rise Buildings and Townhouses. The report also sets out the next steps and timelines.

### Key Findings

The City has completed an update of its Official Plan (Council adopted in June, 2012) through Official Plan Amendment (OPA) 48. Based on this the City is beginning to move forward with its implementation.

Based on OPA 48, the mid-rise and townhouse built form standards will provide clear directions/standards for the design of new townhouse buildings and mid-rise buildings across the City. The document will provide the basis and recommendations for the future comprehensive Zoning By-law review in regards to design and massing considerations and potential regulations for these types of developments.

The attached Preliminary Design Directions document is an interim step that will allow for additional stakeholder and public input to be received prior to drafting the Built Form Standards for Mid-rise Buildings and Townhouses.

A draft version of the Built Form Standards will be presented later this year for public comment and for comment by Council.

### **Financial Implications**

The Built Form Standards for Townhouses and Mid-rise Buildings is funded through the approved capital budget.

## **Report**

The City has completed an update of its Official Plan (Council adopted in June, 2012) through Official Plan Amendment (OPA) 48. Based on this the City is beginning to move forward with its implementation. One of the goals is to enhance the already established sense of place that Guelph's citizens enjoy and to guide change where it is planned to occur, creating a complete and distinctive community through the application of urban design excellence. This work will become a component of the City's Urban Design Manual that is currently being developed.

The mid-rise and townhouse built form standards will provide clear directions/standards for the design of new townhouse buildings and mid-rise buildings across the City (with the exception of Downtown which is subject to the [Downtown Built Form Standards](#)). The mid-rise building standards will address both residential and mixed use developments and take policy direction from the urban design policies in the City's Official Plan (OPA 48). It will provide a thoughtful and consistent approach to evaluating the design of these buildings and guidance to the development community, while allowing for innovation and supporting design excellence and will help residents and developers understand the quality of design that will be expected of the development.

The document will provide the basis and recommendations for the future comprehensive Zoning By-law review in regards to design and massing considerations and potential regulations for these types of developments. It will provide sufficient direction regarding the evaluation of urban design briefs, site-specific Zoning By-law amendments and planning applications. The City has retained Brook McIlroy as the consultant on this project.

As outlined in Guelph's Official Plan, mid-rise buildings are generally between 4 and 6 storeys. This work will address mixed-use buildings as well as single-use buildings. The document will also address different townhouse typologies such as cluster townhouses, stacked townhouses and street-oriented townhouses.

## **Design Directions: Built Form Standards for Mid-rise Buildings and Townhouses (Attachment 1)**

The Design Directions document is an interim step in the project that allows for additional stakeholder and public input to be received prior to the drafting of the Built Form Standards for Mid-rise Buildings and Townhouses. It establishes design principles and draft design directions. General directions were presented at the public workshop held in March 2017.

The Design Directions document articulates the key drivers for change, the principles that will be used as the framework for the development of the Built Form Standards and discusses key draft design directions. Design topics related to the following matters have emerged from the background review, stakeholder discussions and review of recent and current development applications:

1. **Site Organization.** This includes location and treatment of parking, amenity spaces, landscaping and relationship to surrounding streets and open spaces.
2. **Building Massing, Scale and Transition.** This includes the design and shape of a building and how the building addresses adjacent neighbourhoods.
3. **Ground Floor and Street Edge.** The design of the ground floor is critical in establishing a pedestrian friendly streetscape, supporting uses within the building, and creating flexibility for uses to change over time.
4. **Common Amenity Space.** A clear vision for the character and role of these required spaces needs to be established.
5. **Landscape Area and Tree Planting.** A clear vision for the character and role of landscape spaces and the contribution to the City's tree canopy is needed.
6. **Access, Parking, Storage and Utilities.** Locations for required parking, storage and utility infrastructure on site, and how they contribute positively to site design.

Attachment 1 to this report sets out the Preliminary Design Directions.

## Next Steps

Key next steps and community engagement timing are currently scheduled as outlined in the following table.

Timing	Deliverable
Q3 2017	Draft Built form standards for Mid-rise Buildings and Townhouses presented to IDE/Council for receipt and Council input.  A period for public review and comment to be included.
Q4 2017	Recommended Built Form Standards for Mid-rise Buildings and Townhouses presented to IDE/Council for endorsement.

## Financial Implications

The Built Form Standards for Townhouses and Mid-rise Buildings is funded through the approved capital budget.

## Consultations

Formal consultation regarding the directions began in early 2017. Staff and consultants have interviewed a number of key stakeholders who are involved professionally in the development of these buildings types in Guelph. Internal staff from multiple departments have also been consulted. In addition, on March 22<sup>nd</sup> two public workshops were conducted, one in the afternoon and one in the evening. In total, approximately 55 people attended the workshops.

These interviews and workshops have informed the development and refinement of draft directions presented in the attached document.

## Corporate Administrative Plan

### Overarching Goals

Service Excellence  
Innovation

### Service Area Operational Work Plans

Our Services - Municipal services that make lives better  
Our People- Building a great community together

## Attachments

ATT-1      Design Directions: Built Form Standards for Mid-rise Buildings and Townhouses

## Departmental Approval


Not applicable

### Report Author

David de Groot  
Senior Urban Designer

### Approved By

Melissa Aldunate  
Manager of Policy Planning and Urban Design



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### Approved By

Todd Salter  
General Manager,  
Planning, Urban Design and  
Building Services  
(519) 822-1260 ext. 2395  
todd.salter@guelph.ca

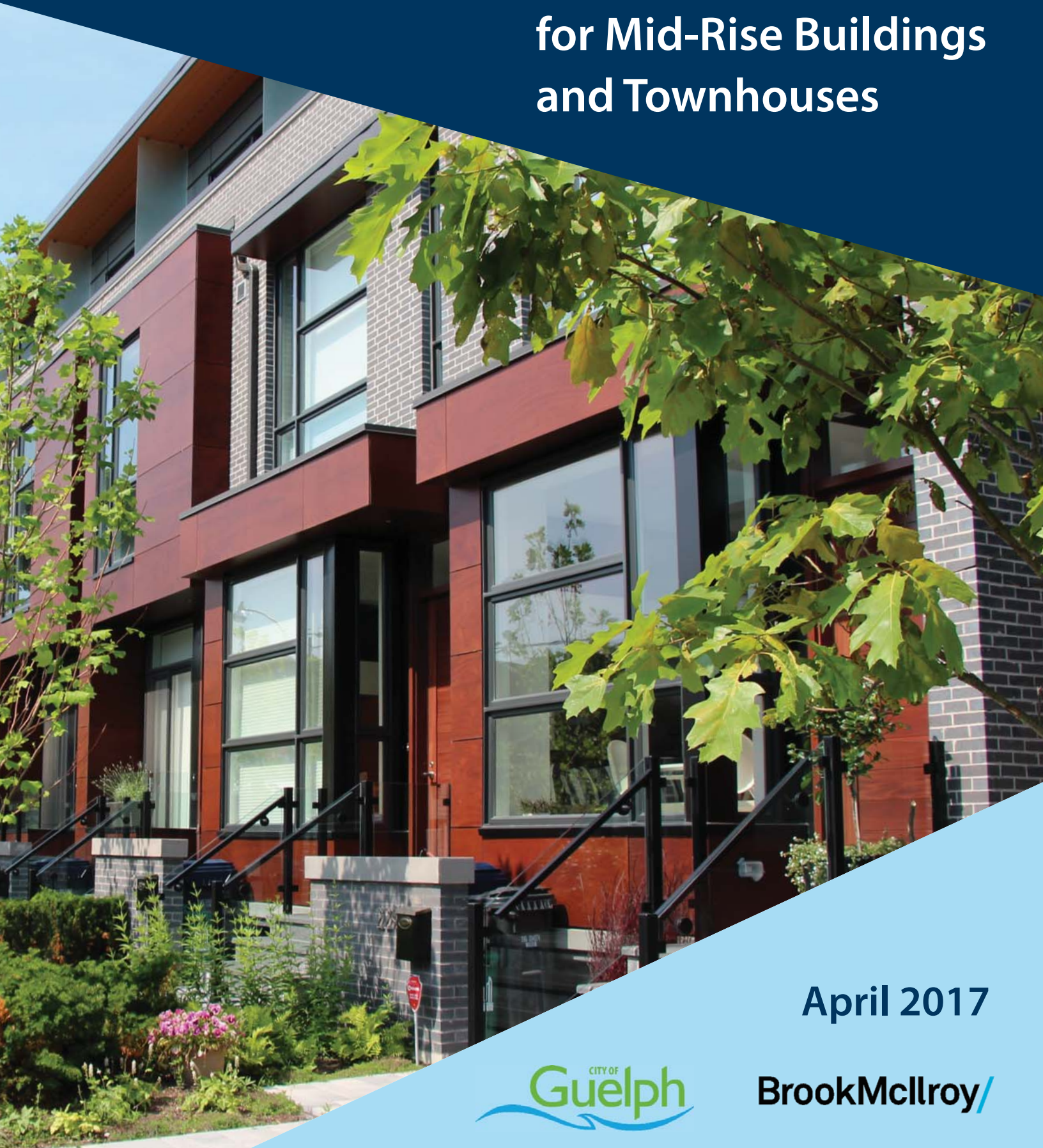


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### Recommended By

Scott Stewart, C.E.T.  
Deputy CAO  
Infrastructure, Development and Enterprise  
519-822-1260, ext. 3445  
scott.stewart@guelph.ca

# Preliminary Design Directions Built Form Standards for Mid-Rise Buildings and Townhouses



April 2017



BrookMcIlroy/

# Contents

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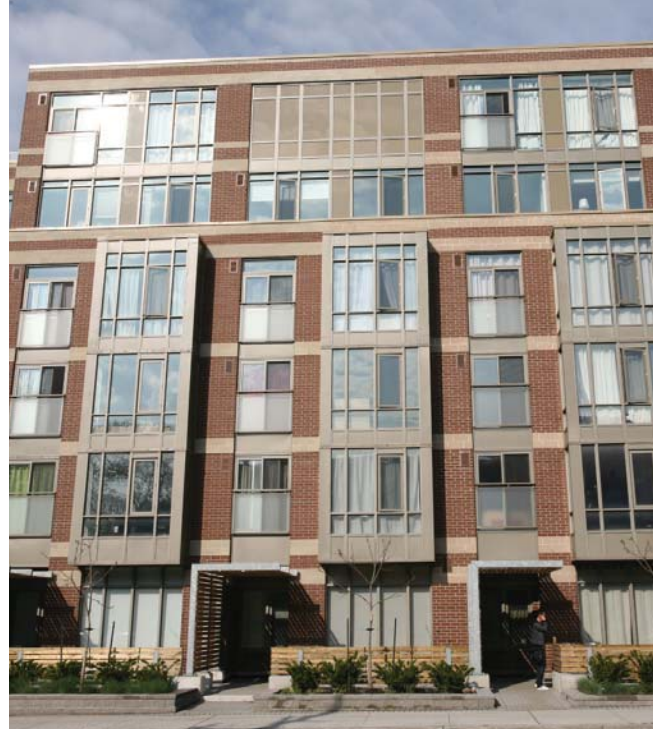
**Built Form Standards for Mid-Rise Buildings and Townhouses:**  
Preliminary Design Directions

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2.0 Key Drivers	<b>2-5</b>
3.0 Background Review	<b>2-7</b>
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*Example of Mixed-Use Mid-Rise Building*



*Example of Residential Mid-Rise Building*



*Example of On-Street Townhouses*



*Example of Cluster Townhouses*



# 1.0 Introduction

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The Built Form Standards for Mid-Rise Buildings and Townhouses are being prepared to provide guidance for the design of these building forms in the City of Guelph. This Preliminary Design Directions Report summarizes key issues to be addressed through the Built Form Standards.

The first stage of this process has included a background analysis, review of recent mid-rise and townhouse development applications, stakeholder interviews, a workshop with City staff, and two public consultations to understand existing issues and opportunities related to these building forms in the City of Guelph.

This project will provide recommendations for a future update to the City's Zoning By-Law and will be incorporated as part of the City's forthcoming Urban Design Manual. The guidelines will also provide sufficient direction to architects, developers and City staff to assist in the evaluation of urban design briefs, site-specific Zoning By-Law amendments and planning applications. It will also help residents understand the City's design expectations for these forms of development.

## Building Types

The Built Form Standards for Mid-Rise Buildings and Townhouses will consider four main building types - Mixed-Use Mid-Rise Buildings, Residential Mid-Rise Buildings, On-Street Townhouses and Cluster Townhouses.

The Built Form Standards will apply to these building types throughout the City, excluding the Downtown.

Townhouses are residential buildings with 3 or more attached dwelling units. Townhouses generally have a height between 2 and 3 storeys. There are two main townhouse formats being considered through the Built Form Standards:

- **On-Street Townhouses** are a row of townhouses that all face onto a public street.
- **Cluster Townhouses** are groupings of townhouses organized within a larger site. While some may face onto a public street, others may face onto private streets or landscaped spaces that are created within the site.

On-Street Townhouses and Cluster Townhouses refer to how sites are organized. Both types may be designed as traditional, stacked or back to back townhouses.

Mid-Rise Buildings are between 4 and 6 storeys in height. There are two main types of mid-rise buildings being considered through the Built Form Standards:

- **Mixed-Use Mid-Rise Buildings** have retail or office units on the ground floor, with residential units above the ground floor.
- **Residential Mid-Rise Buildings** contain residential units only.

## 2.0 Key Drivers

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**A number of key drivers have resulted in the need for Built Form Standards for Mid-Rise Buildings and Townhouses. These include urban intensification, market influences, policy shifts and the need for clear design expectations for these building types.**

### Intensification

Like other municipalities in southern Ontario, the City of Guelph is experiencing additional pressure to intensify within its existing built-up areas. The Growth Plan for the Greater Golden Horseshoe requires municipalities to meet intensification targets, and the City's Official Plan and Urban Design Action Plan have identified locations where higher density development should occur to meet these targets (see Map 1: Opportunity Areas). This has contributed to the construction of growing numbers of townhouses and mid-rise buildings.

### Market Influences

Changes within the housing and construction markets are resulting in an evolution in the types and variety of units and building forms being built in Guelph. There is additional demand for a variety of housing types, at a range of price points. Increasing townhouse and mid-rise building construction has been influenced by many factors, including an increase in housing prices throughout the Greater Toronto Region, decreasing average household sizes, the desire to age in place and demand for rental housing. Architectural trends and increasing affordability of new materials has also changed the character and look of new buildings, resulting in more contemporary building styles.

### Policy Shifts

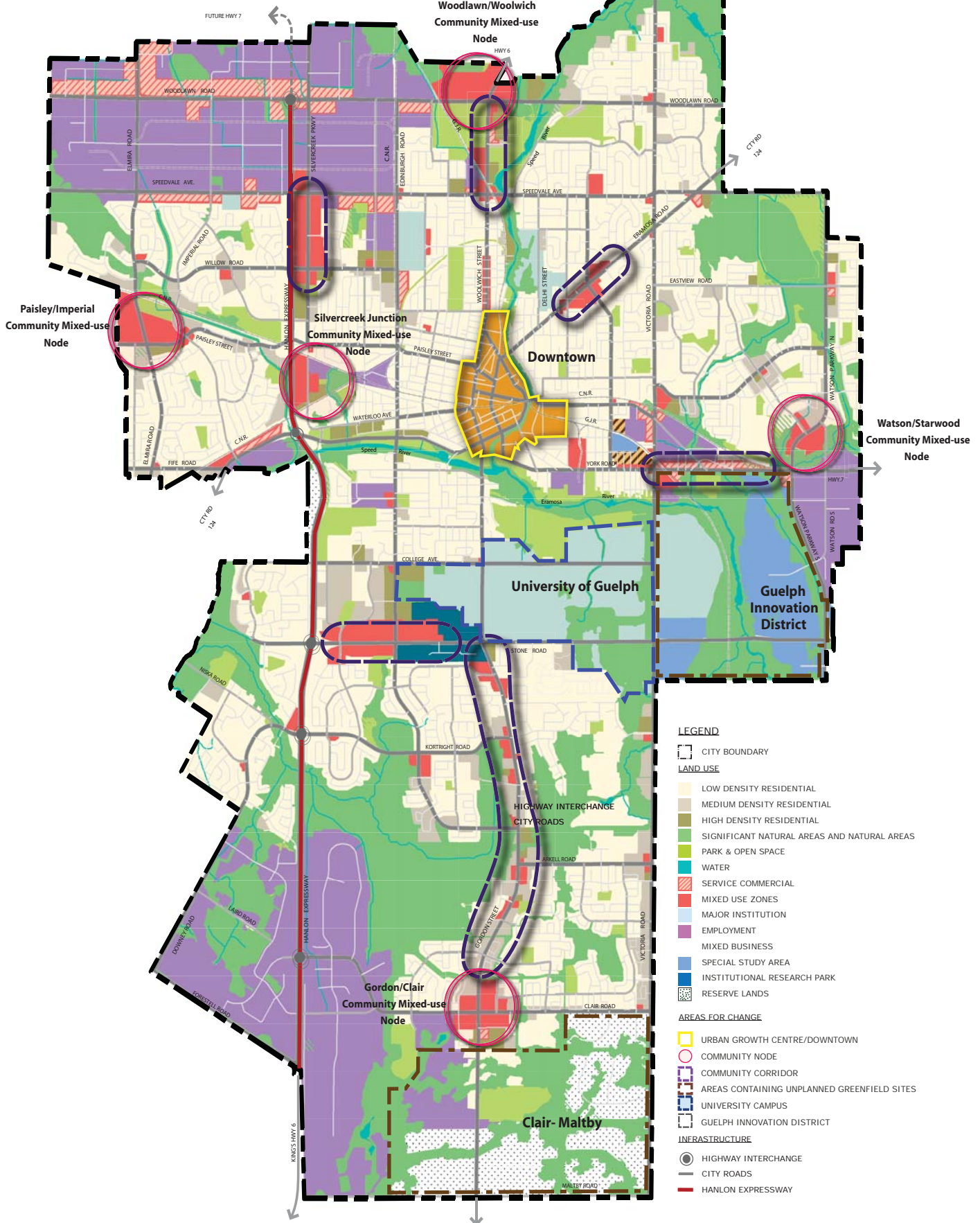
Municipal and Provincial policies and guidelines are also affecting site planning and building design for townhouses and mid-rise building sites. For example:

- Requirements for managing stormwater on site within private developments have evolved significantly over recent years;
- Increasing attention is being paid to transportation demand management and encouraging alternative modes of movement, including electric cars, car share, consideration of reductions to parking requirements and new technology like parking stackers; and
- Provincial secondary suite policies permit secondary suites within townhouses, which has associated impacts on site and building design.

### Clear Design Expectations

As mid-rise and townhouse development increases in Guelph, there is a need for general public understanding of the design expectations for these building types. The creation of Built Form Standards for these housing typologies can help to provide certainty and set shared expectations for City staff, the public, designers and developers.

# Map1: Opportunity Areas



## 3.0 Background Review

**A review of the existing policy framework in Guelph and feedback from City staff, stakeholders and the public have informed the identification of key opportunities and challenges in the design of mid-rise buildings and townhouses.**

### Existing Policy Framework

The following existing policies, plans and guidelines provide direction for the development of Built Form Standards:

- **Official Plan Amendment 48:** The Official Plan Update provides direction on urban design objectives, permitted land uses, building heights and development densities. The Urban Design section (Section 8) identifies key principles and objectives specific to the design of townhouses and mid-rise buildings, as well as direction on related issues like parking, access, circulation, landscaping, land use transitions and the public realm.
- **Zoning By-Law (1995)-14864:** The City's Zoning By-Law identifies specific development permissions for each zone, such as maximum building heights, setbacks, lot coverage, parking, amenity space and landscaped open space requirements. Though the Zoning By-Law will be referenced as a guide for this project, it is expected that recommendations from the Built Form Standards will inform the City's comprehensive zoning by-law review.
- **Urban Design Action Plan (2009):** The Urban Design Action Plan set a course of action to achieve consistent urban design excellence throughout the City. It established general urban design objectives for key Opportunity Areas, as well as identifying the need for updated or new urban design guidelines. A key future outcome of the Urban Design Action

Plan is the development of a City-wide Urban Design Manual, which will ultimately include these Built Form Standards.

- **Related Plans, Guidelines and Standards:** The Built Form Standards will reflect the recommendations and requirements of related plans, guidelines and standards in place in Guelph, including the Urban Forest Management Plan (2012), the Stormwater Management Master Plan (2012), and others.

### Summary of Stakeholder Interviews

In Phase 1 of this study, stakeholder interviews were undertaken with builders, developers, landscape architects, architects, and City staff. Key comments heard through this process are summarized below:

- Built Form Standards should provide flexibility to allow for creative design responses (eg. focus on the intent of each standard rather than rigid requirements).
- Consider context-specific guidance (eg. guidance may vary depending on location in the City and/or adjacent land uses).
- Guidelines should contribute to simplifying and streamlining the development application and approvals process.
- More direction is needed regarding the appropriate size, design and function of common amenity space and landscaped open space.
- Provide guidance on parking (eg. for vehicles, bicycles, electric vehicles / car share, etc) and the design of surface parking lots and garages.
- Ensure that various City-wide policies are consistent (eg. update zoning to reflect Built Form Standards).

**Public Consultations**

Two public consultations were held on March 22, 2017, and were attended by approximately 55 participants. The purpose of these sessions was to garner feedback on key design issues related to mid-rise buildings and townhouses to be considered through the Built Form Standards.

Key issues included:

- Building and site design;
- Common amenity space;
- Landscaped area and tree planting; and
- Parking.

A summary of the public consultations can be found in the Appendix.



*Example of common amenity space associated with a residential mid-rise building*



*Generous landscaping on a mid-rise building site*



*Townhouse units framing the street*

## 4.0 Draft Design Directions

### 4.1 Design Principles

**Key Principles from the City's Urban Design Manual will guide the development of the Built Form Standards. These Principles are to:**

1. Create neighbourhoods with diverse opportunities for living, working, learning and playing.
2. Build compact neighbourhoods that use land, energy, water and infrastructure efficiently and encourage alternative modes of transportation.
3. Showcase natural attributes as defining features of the City's character by making them highly visible and accessible, especially lands along the Speed and Eramosa rivers.
4. Engage in "place making"-developing infrastructure, spaces and buildings that are permanent and enduring, memorable and beautiful, adaptable and flexible, and valued.
5. Conserve and celebrate the city's cultural heritage resources through the reuse of built heritage and cultural heritage landscape assets and ensuring that adjacent development responds to and respects these assets.
6. Create a diversity of inviting and accessible gathering places that promote a full range of social, cultural and economic interaction.
7. Design for a choice of mobility including walking, cycling, transit and driving.
8. Establish a pattern of interconnected streets and pedestrian networks in which buildings frame and address public spaces.
9. Allow for a range of architectural styles and promote expressions that bring interest and diversity in urban form and architectural design while responding appropriately to the local context and achieving compatibility.
10. Ensure that the design of the built environment respects the character of the existing distinctive areas and neighbourhoods of the City.
11. Design space that is accessible to all, regardless of abilities.
12. Improve conditions for greater personal security within publicly accessible spaces by designing them to be attractive and comfortable to the public, increasing the potential for informal surveillance and reducing opportunities for crime.
13. Preserve and enhance protected public views and public vistas of built and natural features.

The following Design Principles relate specifically to the vision for mid-rise buildings and townhouses that will be developed through the Built Form Standards.

Mid-Rise Buildings should:

- Create consistent intensification along key corridors and mixed-use nodes through built form that frames streets and wide landscaped boulevards
- Offer variety within the building envelope, through materials, massing and facade articulation

- Be designed to mitigate the impacts of built form as it relates to access to sunlight and proximity to neighbouring properties
- Create an effective transition between low-rise neighbourhoods and existing or future tall buildings
- Offer a flexible building form to allow for adaptation over time and within the building
- Create comfortable, green and usable outdoor spaces
- Provide animated streetscapes through at-grade use and design
- Be located in areas serviced by public transit



*Mixed-use mid-rise building designed to frame the street*

#### Townhouses should:

- Contribute to the interest and diversity in the urban environment while complementing the visual character of the local context and achieving compatibility
- Offer direct access to outdoor spaces and amenities
- Provide appropriate setbacks to streets and separation distances between townhouse groupings
- Establish clear requirements within landscaped setbacks that promote the conditions for mature tree growth
- Locate and design garages and parking to minimize visual impacts on the streetscape through parking below-grade or along rear lanes, wider townhouse units and well-considered at-grade parking areas



*Townhouses with landscaped front setback*

## 4.2 Key Design Issues

**The following key design issues have emerged from the background review, stakeholder discussions, public consultation and review of recent and current mid-rise and townhouse development applications. This is not an exhaustive list of issues that will be addressed through the Built Form Standards, but includes some key considerations that have been raised to-date.**

### Site Organization

Site organization relates to the location and organization of site components including the building, parking, access and circulation, landscaped space, outdoor amenity space and storage and loading areas.

Key issues to be addressed through the Built Form Standards include:

- Establishing a good relationship between buildings and the street;
- Creating a balance between building areas, amenity spaces, landscaped areas, and parking;
- Contributing to greening streets and development sites;
- Reducing the visual impact of parking;
- Creating connections to adjacent streets, trails, natural heritage systems and open spaces; and
- Promoting accessibility and sustainability in site design.

### Building Massing, Scale and Transition

Building massing and scale refers to the size, shape and form of a building. Transition refers to how a building responds to the adjacent land uses or built form to avoid negative impacts such as excessive shadowing, wind and lack of privacy.

Key issues to be addressed include:

- Shaping the building to promote adequate sunlight, views and privacy;
- Designing the building form to reduce the visual impact of height and size - through a variety of means including stepbacks, articulation, use of materials, design of balconies and other building features, etc;
- Limiting the length of buildings and townhouse groupings to create visual interest and provide ease of access through the site;





*Mid-rise building incorporating setbacks to reduce overall massing*

- Providing a good transition between low-rise areas, neighbourhoods and open spaces, and areas of taller building development;
- Creating an appropriate transition between townhouse units directly facing onto a public space or park; and
- Establishing appropriate transitions to adjacent heritage properties.

### Ground Floor and Street Edge

The design of the ground floor and street edge should reflect at-grade uses and complement the character and role of the adjacent street. The design of the ground floor is critical in establishing a pedestrian friendly streetscape, supporting uses within the building, and creating flexibility for uses to change over time (where appropriate).

Key issues to be addressed include:

- Incorporation of appropriate grade changes and setbacks based on at-grade uses;
- Landscaped character of the setback between buildings and the street;
- Incorporation of taller ground floor heights for mid-rise buildings to encourage flexibility of use over time;
- Designing buildings that promote casual surveillance; and
- Designing townhouses to incorporate front façades that are not dominated by garages.



*Common amenity space incorporating a walkway, seating and landscaping*

### Common Amenity Space

Mid-rise buildings and cluster townhouses are required to provide common amenity space on-site. Outdoor common amenity spaces play a key role in promoting livability, creating permeability within development sites and contributing to the City's network of parks and pedestrian connections.

Key issues to be addressed include:

- Creating a clear vision for the character and role of outdoor common amenity spaces;
- Ensuring that common amenity spaces are framed by buildings, walkways or local streets;
- Ensuring that common amenity spaces are of an adequate size and shape that they are usable for multiple purposes or activities; and
- Ensuring that common amenity spaces offer visibility and comfort for users at all times of the year.

### Landscaped Area and Tree Planting

Mid-rise and townhouse developments have the potential to provide enhanced landscaped areas that create a sense of living within the landscape - mature trees can grow to the same height as 3 to 6 storey buildings, and generous planting areas have both visual and ecological benefits.

Key issues to be addressed include:

- Creating a clear vision for the character and role for landscaped spaces;
- Retention of existing trees on site;
- Ensuring that trees planted on site can grow to maturity and contribute to the City's tree canopy;
- Ensuring that landscaping treatments use a range of vegetation that is appropriate for winter months; and
- Considering innovative ways to manage stormwater on-site and integrate landscaping and permeable surfaces in surface parking areas, common amenity spaces and setbacks (where appropriate based on Source Water Protection considerations).



*Surface parking lot with extensive landscaping*

### **Access, Parking, Storage and Utilities**

All sites should promote opportunities to reduce on-site parking where feasible through car-share and promoting cycling, walking and transit. Where parking, storage and utility infrastructure are required on site, they should contribute positively to site design.

Key issues to be addressed include:

- Consideration of alternative parking requirements to reflect context;
- Ensuring that bicycle parking is integrated into parking requirements;
- Designing private rights-of-way to promote active modes of transportation;
- Reducing the visual impact of parking areas by locating parking underground with well-integrated access, or locating it internally or to the rear of the site;
- Establishing design direction for greening of surface parking areas;
- Appropriate garage design for townhouses;
- Identification of appropriate storage areas for waste bins that are screened from view; and
- Ensuring that utilities, servicing and loading areas are coordinated, screened from view and/or located at the side or rear of the site.

## 4.3 Additional Considerations

**Additional considerations to be addressed through the Built Form Standards relate to the structure of the document and recommendations regarding the development application and review process. Initial considerations are identified below, and these will be further developed through the course of the study.**

### Document Structure

- The Built Form Standards should provide a clear rationale describing the intent of each set of standards.
- A distinction should be made between Built Form Standards that will be regulated through zoning, and those that constitute performance objectives and become a guideline.

### Process Considerations

- Establish a mechanism for early consultation and coordination with utility providers.
- Create consistent requirements for studies and reports associated with development applications.
- Clarify the purpose and requirements of Urban Design Brief, and how it relates to the Built Form Standards.

# **Built Form Standards** for Mid-Rise Buildings and Townhouses

**Public Consultation #1 Summary**

March 22, 2017

# Contents

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**Built Form Standards for Mid-Rise Buildings and Townhouses:**  
Public Consultation #1 Summary

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2.0 Participant Feedback	2
3.0 Next Steps	5

# 1.0 Introduction

As part of the City of Guelph's Built Form Standards for Mid-Rise Buildings and Townhouses, the City of Guelph hosted the first round of public consultations. Two identical sessions were held on March 22, 2017; one in the afternoon and one in the evening. There were approximately 35 participants in the afternoon session and 20 in the evening session.

The purpose of the public consultation was to garner feedback on key design issues related to mid-rise buildings and townhouses to be considered through the Built Form Standards.

Display panels were available for review, and City staff and the consultant team were available to answer questions. Display panel viewing was followed by a brief presentation and a public workshop, where participants broke into smaller groups to complete a worksheet and provide feedback on key design issues. Participants were given precedent images related to each design issue and asked to describe what they liked and disliked about each image, and were provided space to write additional comments.

The worksheet focused on the following key design issues: building and site design; common amenity space; landscaped area and tree planting; and parking. The workshop concluded with each group reporting their findings to the main group, and the consultant team providing information on the next steps of the project.



## 2.0 Participant Feedback

Key feedback from the public consultation sessions included the following:

### Building and Site Design

#### Site Design

- Site design should be context specific and should be compatible with the existing context through appropriate transitions in building massing, building height, and landscaping.
- Accessibility and sustainability should be included in the City-wide design principles and should inform site design.
- Barrier free site design is essential to ensure accessibility.
- Ensure that the guidelines consider the difference between greenfield sites and infill development.
- Development should follow CPTED (Crime Prevention Through Environmental Design) principles.
- Integrate low impact development (LID) strategies into site design.
- Consider traffic impacts to key streets as a result of intensification, including Gordon Street and Victoria Road.
- Mature trees and landscaping should be incorporated in addition to setbacks to provide appropriate transitions.
- Consider where mid-rise building forms are most appropriate.
- Active uses at the base of buildings will help bring animation to the pedestrian realm and improve walkability.
- Commercial uses at building base should vary in

frontage width and provide access to a range of services and amenities.

- Design standards should include guidance for waste management and utility design and placement (i.e. 3 stream waste, waste storage, individual unit metering for hydro and water). Overall, utilities should be screened from public view and away from public amenity spaces.
- Wide pedestrian sidewalks, walkways, and mid-block connections should be provided for all developments.
- Site design should consider appropriate locations for snow storage.
- Consider stormwater management strategies such as rain gardens.
- Consider costs to residents or condo board over time when designing the site and building.

#### Building Design

- Building massing, scale, and materials should positively contribute to and complement the unique built form and character within the City of Guelph.
- Secondary facades should complement the primary facade with respect to architectural style.
- The use of building materials should be carefully considered. Building materials should be employed in a way that is environmentally sustainable and should clearly articulate the building facade vertically and horizontally to provide visual interest.



- Include some design elements that reflect but do not mimic the surrounding context
- Reduce amount of building glazing for energy efficiency.
- Buildings should provide opportunities for casual surveillance of the street through design measures such as strategic placement of windows, particularly within commercial developments.
- Provide direction on interface conditions between the building and parks, open space, natural heritage areas, and stable residential neighbourhoods.
- Shallow site lot depth can constrain the implementation of setbacks and stepbacks and can

result in shadowing and lack of privacy for adjacent uses.

- Residential units should face parks and open spaces.
- Signage should have a flat shape and be unique to each building.

**Common Amenity Space**

- The location and design of amenity space should be carefully considered.
- Amenity spaces should encourage community interaction through design and location (i.e. through a community garden, a harvest table, the placement of fruit trees on the property).



- Incorporate multiple features to create a hub of activity.
- Amenity spaces should include mature trees and landscaping, seating, and covered structures.
- Locate amenity spaces within a development site, away from main roads, as preferred for increased safety and comfort.
- A range of amenity spaces should be provided for residents of all ages and abilities.
- Public and private amenity spaces should be clearly articulated through design measures.
- Residential units should have access to a private terrace or balcony, and its square footage should correspond to the size of a given unit / number of residents.
- Building design must consider the impacts of sun exposure and shadows on amenity spaces.
- Amenity spaces should be visible and accessible from the public realm.
- Locate garbage and storage away from amenity space.
- Require landscaping buffers along street edges to separate vehicular and pedestrian traffic.
- Landscaping should include a variety of hard and soft scaping including vegetation, trees, and unique paving.
- High quality, durable pavers should be used for pedestrian walkways and sidewalks that will maintain a high standard of accessibility over time and that are easy to maintain.
- Landscaping treatments should include coniferous and deciduous trees, and other vegetation that will provide variety during winter months.

### Landscaped Area and Tree Planting

- The built form standards should provide clear landscaping guidelines.
- Mature trees should be retained within all new developments (as opposed to new trees that take considerable time to grow).
- Trees and landscaping require certain soil volumes / depths to ensure mature growth. Standards should specify a minimum requirement.

### Parking

- Consider appropriate conditions for the use of rear lane parking, street parking, surface parking, and underground parking.
- Encourage flexible parking requirements that use parking management metrics to inform parking requirement numbers.
- Include direction on bicycle parking as an alternative transportation form.
- Encourage the use of permeable parking lots and significant landscaping treatments to encourage stormwater mitigation.
- Surface parking lots should include pedestrian connections.
- Garages within townhouses should not project out from the front facade.

# 3.0 Next Steps

The next steps for the Built Form Standards for Mid-Rise Buildings and Townhouses will include:

- Preparing draft directions;
- Refinement of built form standards; and
- Preparation of final documents.

