

Planning Justification Report

151 Bristol Street

City of Guelph

June 11, 2021

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1.0 Introduction

1.1. General

Mezcon Construction Ltd. is submitting an application for a zoning bylaw amendment for the property located on Bristol Street in the City of Guelph. The zoning amendment application is intended to allow the removal of an existing house and detached garage on the property and permit the development of five (5) freehold townhouse units.

1.2. Study Purpose

The purpose of the Planning Justification Report (PJR) is to provide background and support for the proposed zoning bylaw amendment. The PJR will review the project in the context of the site location and surrounding area, consider the project in terms of applicable Provincial and City policies and regulations, and evaluate the design compatibility of the proposal.

1.3. City Pre-Consultation

A formal pre-consultation meeting was held with City staff on September 2, 2020. The submissions being made in support of the zoning bylaw amendment application will address the matters set out on the Pre-Consultation Summary received from that meeting dated October 20, 2020.

2.0 Site Context

2.1. Site Description

The subject property, known locally as 151 Bristol Street is located east of Edinburgh Road North and north of Wellington Road. The legal description of the site is Lots 35 and 36, Registered Plan 42, City of Guelph.

The site is a through lot with a frontage on Bristol Street of 38.2 m. and a frontage on Emslie Street of 37.9 m. The total site area is 1590 m².

The topography of lot slopes down from Emslie Street to Bristol Street.

Figure 1: Site Location



2.2. Existing Land Use

The subject property contains an existing single detached bungalow and a detached garage. Both existing buildings are proposed to be removed for the proposed development.

2.3. Surrounding Land Uses

The lands are located within an area of mixed residential uses. The uses within the area bounded by Bristol Street, McGee Street, Emslie Street and Yorkshire Street are primarily single detached and also contain properties zoned R2 for duplex/semi-detached uses. The lands across Bristol Street from the property currently contain existing apartment buildings, which are zoned R.4B.

3.0 Planning Policy and Regulatory Context

3.1. Provincial Policy Statement (PPS 2020)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The Provincial Policy Statement is issued under the authority of Section 3 of the Planning Act and the current version came into effect May 1, 2020. Section 3 requires that; "*decisions affecting planning matters shall be consistent with policy statements issued under the Act*".

3.1.1. Building Strong Healthy Communities

Section 1.1.1 of the PPS 2020 provides that:

1.1.1 Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) accommodating an appropriate affordable and market based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;"*

Section 1.1.3 **Settlement Areas** provide policies directed to urban areas, including cities, and sets out policies promoting the use of land and resources wisely, efficient development patterns and effective use of infrastructure and public service facilities as follows:

"1.1.3.1 Settlement areas shall be the focus of growth and development.

1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;*

- b) *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*

Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.

1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.”

Section 1.4 **Housing** sets out the following policies:

"1.4.1 To provide for an appropriate range and mix of housing types and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) *maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development;*

Section 1.4.3 further states that:

"1.4.3 Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

- b) *permitting and facilitating:*
 1. *all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and need arising from demographic changes and employment opportunities; and*
 2. *all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*

- c) *directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
- d) *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and*
- f) *establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety."*

Section 1.6 **Infrastructure and Public Service Facilities** policies states:

"1.6.3 Before consideration is given to developing new infrastructure and public service facilities:

- a) *the use of existing infrastructure and public service facilities should be optimized;*

Section 1.7 **Long-Term Economic Prosperity** indicates that:

"1.7.1 Long-term economic prosperity should be supported by:

- b) *encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce;*
- c) *optimizing the long-term availability and use of land, resources, infrastructure and public service facilities;*
- d) *maintaining and, where possible, enhancing the vitality and viability of downtowns and main streets;*
- e) *encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes;"*

3.1.2. Protecting Public Health and Safety

Section 3.0 of the PPS (2020) indicates that development is to be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage. The policies of Section 3.1 Natural Hazards further state:

"3.1.4 Despite policy 3.1.2, development and site alteration may be permitted in certain areas associated with the flooding hazard along river, stream and small inland lake systems:

a) *in those exceptional situations where a Special Policy Area has been approved. The designation of a Special Policy Area, and any change or modification to the official plan policies, land use designations or boundaries applying to Special Policy Area lands, must be approved by the Ministers of Municipal Affairs and Housing and Natural Resources prior to the approval authority approving such changes or modifications;*

3.1.6 *Where the two zone concept for flood plains is applied, development and site alteration may be permitted in the flood fringe, subject to appropriate floodproofing to the flooding hazard elevation or another flooding hazard standard approved by the Minister of Natural Resources and Forestry."*

3.1.3. Summary of PPS (2020) Policies

The proposed development of five (5) residential infill units on the subject property is consistent with the policies of the PPS 2020 on the following basis:

- it promotes an efficient and cost effective form of development and land use pattern
- it adds to the mix of residential unit types in the surrounding area, including affordable housing
- the development is appropriate for and effectively utilizes the available public infrastructure
- provides intensification and redevelopment of an underutilized site
- the development will contribute to the vitality and viability of the downtown area
- it complies with the development policies for a flood hazard in a Special Policy Area.

3.2. Growth Plan for the Greater Horseshoe (Growth Plan)

The Ministry of Public Infrastructure and Renewal released the Growth Plan for the Greater Golden Horseshoe to manage growth in Ontario under the Places to Grow Act, 2005. An amendment to the Growth Plan came into effect on August 28, 2020 and any decisions made after that date that affect a planning matter must conform to the Plan.

The Growth Plan provides an overall growth strategy for the Greater Golden Horseshoe region the complements the Provincial Policy Statement and is implemented by municipal planning documents. The key elements of the Growth Plan are guiding principles of building compact, vibrant and complete communities; planning and managing growth to support a strong, competitive economy; and optimizing the use of existing or planned infrastructure to support growth in a compact and efficient form. As such, these policies are primarily directed at urban centres or settlement areas.

3.2.1 Guiding Principles

The guiding principles of the Growth Plan, as set out in Section 1.2.1 of the Plan:

"The policies of this Plan regarding how land is developed, resources are managed and protected, and public dollars are invested based on the following principles:

- *Support the achievement of complete communities that are designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime.*
- *Prioritize intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability*
- *Support a range and mix of housing options, including additional residential units and affordable housing, to serve all sizes, incomes, and ages of household.*
- *Improve the integration of land use planning with planning and investment in infrastructure and public service facilities...*
- *Protect and enhance natural heritage, hydrologic, and landform systems, feature , and function."*

3.2.2 Managing Growth

The City of Guelph is designated as an Urban Growth Centre in the Growth Plan. The Plan projects an increase in population for the City of Guelph to 203,000 persons by 2051. The 2016 population for the City was 131,800, so substantial growth is anticipated over the 25 year period from 2016 to 2051.

Section 2.2.1 of the Growth Plan sets out policies for managing growth which include:

- “2 a. the vast majority of growth will be directed to settlement areas that:*
- i. have a delineated built boundary;*
 - ii. have existing or planned municipal water and wastewater systems; and*
 - iii. can support the achievement of complete communities;*
- c. within settlement areas, growth will be focused in:*
- i. delineated built-up areas;*
 - ii. strategic growth areas;*
 - iii. locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and*
 - iv. areas with existing or planned public service facilities;...*
- .4 c. provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;”*

3.2.3 Delineated Built-Up Areas

Section 2.2.2.3 of the Growth Plan states that:

"All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:

- c) encourage intensification generally throughout the delineated built-up area;*
- d) ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;*
- e) prioritize planning and investment in infrastructure and public service facilities that will support intensification; ..."*

3.2.4 Summary of Growth Plan 2019 Policies

The proposal to develop five (5) residential infill units on the subject property conforms to the Growth Plan policies on the following basis:

- the property is located within a settlement area and it's delineated built boundary where growth is to be directed
- the proposed development will utilize existing infrastructure and public service facilities
- the development supports the development of complete communities by providing varied housing types and a more compact built form
- the proposal will assist in achieving intensification targets with an appropriate type and scale of development

3.3. City of Guelph Official Plan (March 2018 Consolidation)

The City of Guelph Official Plan was originally adopted by Council on November 1, 1994 and has subsequently been amended several times.

3.3.1. Applicable Designations

The site is located within the Settlement Area Boundary and Built-Up Area as identified in the Official Plan on Schedule 1: Growth Plan Elements. Schedule 2: Land Use Plan designates the site as Low Density Residential. Schedule 3: Development Constraints identifies the property as being within the Special Policy Area Floodplain along the Speed River, and as being within the regulatory floodline. Schedule 4: Natural Heritage System does not identify any natural heritage features on the property.

3.3.2. General Intensification Policies

Section 3.3 Settlement Area Boundary sets out policies for development which are applicable to the subject property:

1. *"The City's future development to the year 2031 will be accommodated with the City's settlement area boundary identified on Schedule 1 of this Plan.*
2. *The City will meet the forecasted growth within the settlement area through:*
 - i. *promoting compact urban form;*
 - ii. *intensifying generally within the built-up area, with higher densities within Downtown, the community mixed-use nodes and within the identified intensification corridors; ..."*

Section 3.7 contains policies for the Built-Up Area and General Intensification, including the following:

- "3. *Within the built-up area the following general intensification policies shall apply:*
 - ii) *the City will promote and facilitate intensification throughout the built-up area, and in particular within the urban growth centre (Downtown), the community mixed-use nodes and the intensification corridors as identified on Schedule 1 "Growth Plan Elements".*
 - iii) *vacant or underutilized lots, greyfield, and brownfield sites will be revitalized through the promotion of infill development, redevelopment and expansions or conversion of existing buildings.*
 - v) *a range and mix of housing will be planned, taking into account affordable housing needs and encouraging the creation of accessory apartments throughout the built-up area.*
 - vi) *intensification of areas will be encouraged to generally achieve higher densities than the surrounding areas while achieving an appropriate transition of built form to adjacent areas.*
 - ix) *the City will identify the appropriate type and scale of development within intensification areas and facilitate infill development where appropriate."*

3.3.3. Floodplains

Section 4.4.1 Floodplains of the OP states that *"development or redevelopment is not permitted within the regulatory flood plain because of inherent dangers, such as loss of life, property damage and social disruption, except in special circumstances where the general prohibition of new development or redevelopment of historic communities is not practical."* The Section further states: *"Special Policy Area provisions may be selectively applied where development, redevelopment and*

rehabilitation of buildings and structures in these areas is considered vital to the continued economic and social viability of the City.”

Section 4.4.1 c) states: *“c) To recognize existing development within the floodplain, and where flooding hazards will not be aggravated, provide for infill and redevelopment within the approved Two-Zone and Special Policy areas.”*

Section 4.4.1.22 further states: *“The permitted uses within the ‘S.P.A. Floodplain’ are established by the land use designations shown on Schedule 2, subject to the prohibited uses outlined above in the General Floodplain policies. ...”*

With regard to residential unit intensification Section 4.4.1.34.4 states: *“Development/redevelopment of new residential units, excluding forms of residential intensification noted in policy 4.4.1.34.2 may be permitted provided that the new building and related structures are floodproofed to the regulatory flood level; and:*

- i) the habitable floor space of any new residential unit is constructed to an elevation equal to or greater than the regulatory flood level;*
- ii) windows, doors and other building openings for any new residential unit will be located above the regulatory flood level;*
- iii) mechanical, electrical and heating equipment for any new residential unit will be located above the regulatory flood level;*
- iv) access is available to the site at an elevation no lower than one metre below the safe access level; and*
- v) unenclosed parking facilities shall be located at or above an elevation of the 100 year flood level and enclosed facilities shall be floodproofed to the regulatory flood level.”*

The exclusions provided in Section 4.4.1.34.2 include *“Residential intensification, comprising the building of a new single/semi/duplex on an existing vacant lot, or adding an accessory apartment to an existing single/semi/duplex building or the creation of a new lot by consent for a single/semi/duplex dwelling, ...”*

Section 4.4.1.36 then further states: *“Prior to a building permit being issued by the City for construction within the flood fringe of the Two Zone Floodplain or the ‘Special Policy Area Floodplain’, a permit from the Grand River Conservation Authority, pursuant to regulations made under the Conservation Authorities Act will be required.”*

In summary, redevelopment of the subject property requires that new building is floodproofed to the regulatory flood level, and that a permit is obtained from the Grand River Conservation Authority prior to the building permit being issued.

3.3.4. Residential Development Policies

The Residential development policies of the Official Plan are set out in Section 9.3 of the Official Plan. The relevant objectives for the Residential designation include:

- “b) To facilitate the development of a full range of housing types, affordability, densities and tenure to meet a diversity of lifestyles and the social needs, health and well-being of current and future residents, throughout the city.*
- e) To ensure compatibility between various housing forms and between residential and non-residential uses.*
- f) To maintain the general character of built form in existing established residential neighbourhoods while accommodating compatible residential infill and intensification.*
- g) To direct new residential development to areas where municipal services and infrastructure are available or can be provided in an efficient and cost effective manner.*
- i) To ensure new development is compatible with the surrounding land uses and the general character of neighbourhoods.”*

Section 9.3.1 sets out the policies for multi-unit residential building and intensification proposals. The following are the relevant criteria:

“9.3.1.1 Development Criteria for Multi-Unit Residential Buildings and Intensification Proposals

The following criteria will be used to assess development proposals for multi-unit residential development within all residential designations and for intensification proposals within existing residential neighbourhoods. These criteria are to be applied in conjunction with the applicable Urban Design policies of this Plan.

- 1. Building form, scale, height, setbacks, massing, appearance and siting are compatible in design, character and orientation with buildings in the immediate vicinity.*
- 3. The residential development can be adequately served by local convenience and neighbourhood shopping facilities, schools, trails, parks, recreation facilities and public transit.*

4. *Vehicular traffic generated from the proposed development will not have an unacceptable impact on the planned function of the adjacent roads and intersections.*
5. *Vehicular access, parking and circulation can be adequately provided and impacts mitigated.*
6. *That adequate municipal infrastructure, services and amenity areas for residents can be provided.*
7. *Surface parking and driveways shall be minimized.*
9. *Impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas and microclimatic conditions, such as wind and shadowing.”*

The foregoing criteria are addressed by the development proposal in the following manner:

- i. The height and appearance of the proposed townhouse units are compatible with adjacent uses which include primarily single detached residential homes and low rise apartment buildings.
- ii. The area between Bristol Street and Emslie Street contain a mix of units fronting on either street. The subject property will address Emslie Street for access but provide an enhanced rear building elevation facing Bristol Street.
- iii. The subject property has access to local convenience uses, park facilities and public transit.
- iv. A traffic geometrics plan is required as part of the application to address access and parking on Emslie Street.
- v. A Functional Servicing Report (FSR) and Stormwater Management (SWM) Report are required to demonstrate the adequacy of existing municipal services and grading and drainage related to adjacent properties.
- vi. Parking and vehicular access will be located close to Emslie Street to minimize their lot coverage. This is demonstrated on the site plan.

Section 9.3.2 of the Plan sets out the policies for Low Density Residential and Section 9.3.2.1 states that the permitted uses include “*multiple unit residential buildings, such as townhouses and apartments*”.

The height and density policies for low density residential development are set out in Section 9.3.2.2 and 9.3.2.3 and provide for a maximum height of 3 storeys and a

maximum net density of 35 units per hectare and not less than a minimum density of 15 units per hectare. The proposed density on the site is 31.6 units per hectare (5 units on a 0.159 ha. site).

3.3.5. Affordable Housing Policies

The City's Official Plan recognizes the importance of housing, including affordable housing. Objectives of the Official Plan which support that are set out in Section 7.2:

“Objectives

- a) To encourage and support the development of affordable housing throughout the city by planning for a range of housing types, forms, tenures and densities.*
- h) To ensure that an adequate supply, geographic distribution and range of housing types including affordable housing and supporting amenities, are provided to satisfy the needs of the community and to support an affordable lifestyle.”*

Section 7.2.2.9 of the Plan sets out a policy for location of affordable housing:

“9. Affordable housing will be provided throughout all areas of the city to ensure an adequate supply, range and geographic distribution of all housing types.”

The subject proposal will provide an affordable ownership option that allows new homebuyers to enter the market with a quality product in close proximity to the downtown.

3.3.6. Urban Design Policies

The objectives of the Official Plan's Urban Design policies set out in Section 8 of the Plan include:

- “b) To build compact neighbourhoods that use land, energy, water and infrastructure efficiently and encourage walking.*
- f) To ensure that the design of the built environment promotes excellence in urban design by respecting the character of the existing distinctive areas and neighbourhoods of the city.*
- i) To 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.”*

Section 8.1.2 states:

“2. New development shall be integrated with the existing topography where possible to maintain the physical character of the area and minimize the amount of grading and filling required.”

Section 8.5 sets out the policies for the built form for low rise residential projects:

- “1. To create visual interest and diversity in the built environment, a wide variety of architectural designs are encouraged. However, new buildings proposed within older, established areas of the city are encouraged to be designed to complement the visual character and architectural/building material elements found in these areas.*
- 2. Dwellings should be sited with a consistent setback to provide human scale streets. Designs should incorporate features such as prominent entrances and front porches to encourage social interaction and allow for views along the street.*
- 3. To ensure garages do not dominate the streetscape in new development and to promote “eyes on the street” the Zoning By-law shall limit their width such that garages do not generally exceed half the width of the house. Furthermore, the Zoning By-law shall limit garage door projection so that most garage doors are recessed and do not project ahead of the front wall of the house.”*

The architectural design and siting of the proposed townhouse units are intended to respect the existing residential character of the neighbourhood and the topography of the subject property.

3.3.7. Summary of Relevant Official Plan Policies

The proposed redevelopment of the subject property conforms to the City of Guelph Official Plan on the following basis:

- the subject property is within the Settlement Area boundary and Built-Up Area where growth in the City is to be directed
- the Official Plan generally supports intensification at higher densities on under-utilized lots for a range of housing types
- the proposed development meets the Official Plan policies for the flood plain within the Special Policy Area
- the proposed development is consistent with the Official Plan criteria for multi-unit residential buildings and intensification proposals
- the proposed development is consistent with the height and density provisions permitted for low density residential uses
- the architectural design of the proposed development and its siting on the property is compatible with existing character of the neighbourhood based on the urban design policies of the Official Plan

3.4. Zoning Bylaw

3.4.1. Background

The City of Guelph's comprehensive zoning bylaw is Zoning Bylaw (1995)-14864 adopted by City Council on June 19, 1995. The subject lands are zoned R.1B. An application for a zoning amendment to R.3B On-Street Townhouse Zone is required.

3.4.2. Zoning Compliance

The following table sets out proposal's compliance with the regulations of the R.3B zone:

| Zoning: Residential Townhouse R.3B | | | | | | |
|---|-------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| | Required | Unit 1 | Unit 2 | Unit 3 | Unit 4 | Unit 5 |
| Minimum Lot Frontage | 6m | 8.60m | 6.96m | 6.96m | 6.96m | 8.49m |
| Min. Lot Area Per Dwelling Unit | 180m ² | 342.8m ² | 285.6m ² | 291.6m ² | 296.9m ² | 372.7m ² |
| Minimum Front Yard | 6m | 6.05m | 6.05m | 6.05m | 6.05m | 6.05m |
| Minimum Side Yard | 1.5m | 1.57m | N/A | N/A | N/A | 1.55m |
| Minimum Rear Yard | 7.5m | 14.66m | 15.47m | 16.28m | 17.09m | 17.90m |
| Maximum Lot Coverage | 50% | 38.6% | 46.3% | 45.4% | 44.5% | 35.5% |
| Min. Landscaped Open Space | 35% | 55.3% | 46.3% | 47.4% | 48.4% | 58.7% |
| Max. Number of Dwelling Units in a Row | 8 | 5 | | | | |

No specialized regulations are expected to be required for the proposed R.3B zoning on the property. A draft zoning bylaw amendment is attached as Appendix A to this report.

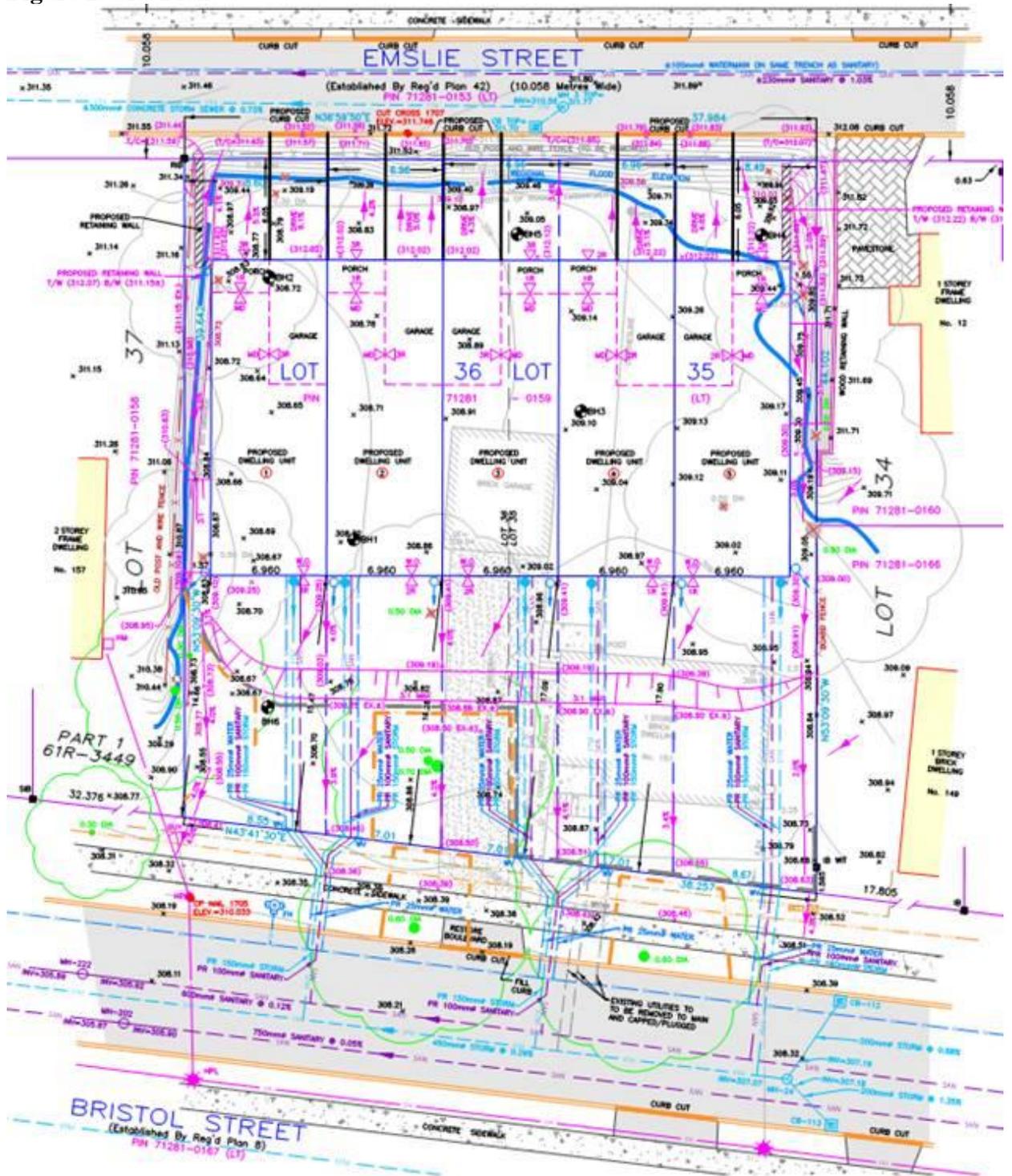
4.0 Development Proposal

4.1. The Proposal

The applicant intends to construct a five (5) unit infill townhouse development that takes into consideration the neighbourhood's character and architecture, while still offering modern amenities. The proposal provides efficient use of land and supports the goals of intensification and compact urban form. The site has close proximity to the downtown area and nearby transit, and provides the ability to walk to local amenities. The development will achieve three (3) fundamental goals; affordable downtown living, efficient use of space and resources, and support the ongoing revival of a prominent downtown neighbourhood.

Figure 2 is a site plan for the proposed development of the site.

Figure 2: Site Plan



4.2. Conformity to Built Form Standards

The City of Guelph has set Built Form Standards for Mid-Rise Buildings and Townhouses adopted in April, 2018.

Section 4.2 refers to infill sites:

“Infill sites are located in established areas of the City. Infill can include the redevelopment of vacant or underdeveloped sites through more intensive development forms. Considerations for redevelopment on infill sites include:

- Appropriate site organization, including setbacks between buildings on adjacent properties, and consequent overlook, privacy and shadow impacts; and*
- Existing trees, vegetation and grades.”*

The design principles (Section 8.0) for townhouses indicates:

- “Contribute to creating visual interest and diversity in the built environment. However, new buildings within older, established areas of the City are encouraged to be designed to complement the visual character and architectural design elements found in these areas;”*

Whereas the design standards apply to townhouses other than on-street units, such as cluster and stacked townhouses, the following standards are applicable:

- “8.1*
- 1. New on-street townhouse developments with attached garages should have a minimum front yard setback of 6 metres (to ensure adequate driveway depth for one visitor car parking space). Developments with rear yard garages should have a minimum front yard setback of 5 metres.*
 - 5. On-street and off-street townhouses should have a minimum side yard setback of 1.5 metres to provide residents with access between the front and rear yard.*
 - 7. On-street and off-street townhouses should have a minimum rear yard setback of 7.5 metres to ensure adequate rear yard space.*
 - 8. Townhouse blocks adjacent to the street should not exceed 8 units to encourage permeability throughout the community. Back-to-back and stacked townhouse blocks should not exceed 48 metres in length.*
- 8.2*
- 1. On-street townhouse units with an integrated front garage should be a minimum of 6 metres wide to ensure that 50% of the front façade contains windows and doors are facing the street.*

5. *Main building entrances should face the street. On corner units, the main building entrances should face the higher order street. Corner units should also address both streets with a side elevation that includes windows and details consist with the front elevation.*
6. *Main dwelling unit doors should be on the same level or storey (a maximum of 1.2 metres) as the garage level to avoid long runs of stairs.*
7. *Garages should not project further than the main building.*

8.3 *Articulation, Façade Design and Materials*

1. *A range of high-quality materials for façade design are encouraged to promote visual diversity in texture and colour, reflecting varied built form materials used within Guelph, including brick and stone. The use of large areas of vinyl and EIFs are strongly discouraged.*
5. *Primary building elevations (those that contain the principal building entrance) should feature a high level of façade articulation.*
6. *Secondary building elevations (those that do not feature the principal building entrance) should complement the primary building façade through a similar level of design.”*

The proposed development conforms to the physical built form standards and further achieves consistency with these standards through the following measures:

- use of traditional local material on the building façade such as red brick and limestone
- grading the site to achieve proper drainage while generally retaining the existing topography
- preservation of the existing vegetation where possible
- building elevations which utilize a “low level” porch roof that enhances visual appeal while minimizing the impact of front facing garages
- designing the townhouse units to also have an enhanced rear elevation which directly faces Bristol Street

5.0 Supporting Documentation

Based on the pre-consultation with the City, the applicant was requested to undertake various technical reports to support the application. These reports are summarized in this section of the report. For complete information, reference should be made to the original reports.

5.1. Functional Servicing Report, Van Harten Surveying Inc., June, 2021

The Functional Servicing Report (FSR) provides site servicing details and storm water runoff characteristics of the property, and addresses proposed:

- i) Stormwater management
- ii) Water servicing
- iii) Sanitary servicing
- iv) Storm servicing
- v) Sediment and erosion control

5.2. Geotechnical Investigation, CMT Engineering Inc., February, 2021

The geotechnical report provides recommendations for the following considerations as the site is developed:

- i) Serviceability and ultimate limit pressure
- ii) Seismic site classification
- iii) Subsurface strata design parameters
- iv) Site preparation
 - topsoil stripping and vegetation removal
 - sub-excavation of unsuitable bearing soil
 - removal/relocation of existing services
 - building demolition
 - site grading
 - foundation subgrade preparation
 - slab-on-grade/modulus of subgrade reaction
 - excavations
 - construction dewatering considerations
 - service pipe bedding
 - perimeter building drainage, foundation wall backfill and trench backfill
 - pavement design/drainage
 - excess soil management
 - infiltration
 - radon
- v) Site inspection

5.3. Stage 3 Archaeological Assessment, Detritus Consulting Ltd., January, 2021

The conclusions and recommendations of the archaeological assessment state:

“Detritus was retained by the Proponent to conduct a Stage 3 assessment at archaeological site AjHb-93, in advance of a proposed residential development at 151 Bristol Street in Guelph. This investigation was conducted on November 6 and November 10, 2020, and resulted in the documentation of 2,430 Euro-Canadian artifacts from the hand excavation of eight Stage 3 test units covering an area of 30m by 15m.

The ceramic assemblage was dominated by sherds of RWE, most of which were plain. The decorated examples featured designs and colours typical of the middle to late 19th century. Also well represented in the ceramic assemblage are ware types that were common in the late 19th to early 20th century, including sherds of ironstone, porcelain, semi-porcelain, and an unknown glossy ware type that is reminiscent of recent material; a single sherd of yellowware dates from 1840 onwards. A late 19th to 20th century occupation is supported also by the predominance of clear, machine manufactured bottle glass, wire drawn nails, and thick window glass. Furthermore, over 10% of the Stage 3 assemblage comprises exclusively recent material, or miscellaneous metal tool fragments and hardware that were commonly used during the 20th century. This documented range of occupation at the site corresponds with the period immediately following the closure of Emslie and Morrison Quarry in the late 19th century.

Evidence for the previous quarry was documented in the three soil layers that were observed above the subsoil within the Stage 3 test units at AjHb-93. More specifically, Layer 3 has been identified as an accumulation of debris and refuse that was deposited into the open quarry pit as a series of tip fills following its closure in the late 19th century. This layer extended to depth of at least 1.35m below the surface, and presumably continued to the bottom of the quarry cut. Layer 2 represents the crushed stone and gravel that was added as a levelling fill above this debris sometime after 1830, prior to resodding. Layer 1 is the post-1830 topsoil that was imported from an unknown offsite location. This layer contained the remains of a possible middle to late 19th century Euro-Canadian site intermingled with 20th century remains.

*Given period of occupation represented in the Stage 3 assemblage, in addition to any absence of observed culturally significant layers, AjHb-93 does not fulfill any of the criteria for further Stage 4 archaeological investigation as they are outlined in Section 3-1, Standard 1 and Section 3.4.2 of the Standards and Guidelines (Government of Ontario 2011). **AjHb-93 retains no further CHVI; a Stage 4 mitigation of developmental impacts is not recommended.***

5.4. Environmental Site Assessment

5.4.1. Phase One Environmental Site Assessment, Bluewater Geoscience Consultants Inc., January, 2021

The findings of the Phase One ESA were stated as:

“The subject site is located on the north side of Bristol Street, west of Yorkshire Street South, in Guelph, Ontario. The Site is an irregular-shaped parcel of land, approximately 0.15 ha in total size and contains one residential dwelling and a detached garage. The current residential building was originally constructed circa the 1950’s. A wood frame house was present in the early 1900’s, which was later demolished for the later construction of the current residence. Prior to 1870 the Site was used as a stone quarry by a local stone mason. The quarry was

reportedly filled in with limestone and mixed fill, and may also have been used as a neighbourhood dump site. The adjacent properties comprise a mix of single family and multi-unit residential developments assumed to be originally constructed in approximately the early to mid 20th century. Historically, prior to the stone quarry use, the Site and surrounding properties were assumed to be in agricultural/pastoral land use.

Based on the findings of this assessment, Potentially Contaminating Activities were identified at the Site, including:

- 1. The reported placement of fill materials of unknown quality, and the potential use of the Site as a neighbourhood dumping area were identified as Potentially Contaminating Activities (PCA) that have resulted in the identification of an Area of Potential Environmental Concern (APEC) across the Site.*
- 2. Based on the date of construction (inferred to be circa 1950's), there is a potential that 'Designated Substances' such as asbestos and/or lead paint in building materials, PCB's in lighting or electrical equipment, and mercury in thermostats could possibly be present. Due to pandemic restrictions, the interiors of the structures were not accessible for inspection, and no comments can be provided on the condition of building materials in Site buildings. These items are typical to buildings of this age, and provided they are intact, undamaged, and in operation condition, they generally would not be considered to be a health and safety concern for the occupants, nor would they present a risk of significant environmental liability for the current use of the property. If asbestos, lead paint or other designated substances were actually present, they would be of concern if they are in poor or damaged condition; or if significant renovation, construction or demolition were to occur that could expose or damage such materials. If necessary, these potential concerns could be addressed at such time as this type of work may take place. Demolition of the structures may require a Designated Substances Survey (DDS) prior to demolition.*
- 3. If future Site development were to generate excess construction soil requiring movement, re-use or off-Site disposal; sampling and chemical analyses of the excess construction fill may be required to determine the acceptability of such materials for off-site disposal at proposed receiving site. New regulations regarding the characterization, tracking, use and disposal of excess soil have recently been enacted by the provincial government.*

Based on the findings of this Phase One ESA potential environmental concerns were identified at the Site, as noted above; and additional environmental

investigation (i.e., completion of a Phase Two ESA) is recommended to confirm or refute the potential for adverse environmental impacts.”

5.4.2. Phase Two Environmental Site Assessment, Bluewater Geoscience Consultants Inc., February 2021

The results of the Phase Two ESA are summarized as follows:

“The following section summarizes the observations and conclusions of the Phase 2 ESA activities:

- *A total of six (6) exploratory boreholes were advanced on the subject property on February 4, 2021. Indications of potential environmental impairment in the form of deleterious inclusions and poor quality fill was not noted during the drilling of the boreholes;*
- *Selected soil samples from the exploratory boreholes were submitted for laboratory analysis of the VOC, BTEX, PHC, PAH and Metals & Inorganics parameters;*
- *The results of the completed soil vapour screening did not indicate potential Significant VOC/PHC impairment;*
- *The results of the completed soil analyses indicated that the soil sample from BH-6 contained PAH parameter concentrations in excess of the Table 6 SCS. Further the soil samples submitted from BH's 2, 4 and 6 contained Metals parameters concentrations in excess of the applicable Table 6 SCS for residential use;*
- *Based on the results of the completed Phase 2 ESA, there are indications of the presence of contaminated soil at the subject Site. This soil will have to be addressed before the City of Guelph will provide approval for the site redevelopment.”*

5.4.3. Human Health Risk Assessment, Novatex Inc., April, 2021

The objectives of the HHRA report are stated as:

“The specific objectives of the HHRA were to:

- *Quantitatively or qualitatively assess the risk from exposure to contaminants of concern (COGs) in soil at the Site to the human receptors that may use the property assuming the Site is to remain as residential land use in the future;*

- *Qualitatively determine the risk associated with exposure to the COGs in on-Site soil to off-Site receptors in the vicinity of the Site;*
- *Develop effects-based values for COGs in soil at the Site, and*
- *Where unacceptable risks are identified to human receptors, propose risk management (RM) measures to mitigate risks associated with COGs present in soil at the Site*

To meet these objectives, the following HHRA approach was adopted and followed:

- *A non-Regulatory (i.e., due-diligence) standard risk assessment (i.e., a risk assessment other than the alternative RA approaches identified in O. Reg. 153/04 Schedule C Part II, as amended) was employed for the Site.*
- *The Site is considered to be Residential, and will remain residential.*

The HHRA consisted of identifying the COC's, based on historical evidence and comprehensive Site investigation activities that were completed by Bluewater Geosciences, followed by the identification of appropriate pathways and receptors based on the current and proposed future land use for the Site. The last stage of the RA consisted of developing effects-based values for all the OAG's that were screened into the HHRA. Where risks to human receptors were identified, RM measures to ameliorate or eliminate risks were provided."

The recommended risk management measures include implementing a health and safety plan and use of fill and hard cap barriers as described in the full report prior to, during and after construction activities on the Site.

6.0 Conclusions

The conclusions of this Planning Justification Report (PJR) are:

- i) The proposed zoning amendment is consistent with Provincial policy including the PPS 2020 and the Growth Plan 2019.
- ii) The proposed zoning amendment conforms to the policies of the City of Guelph Official Plan.
- iii) The proposed development complies with the requirements for the R.3B On-Street Townhouse Zone in the City's comprehensive zoning bylaw.
- iv) The proposed development generally meets the built form standards for townhouse developments adopted by the City of Guelph.

- v) Background studies which support the development proposal have been submitted with the zoning bylaw amendment application including a Functional Servicing Report, traffic geometric plan, archaeological assessment and environmental site assessment.

In summary, it is my opinion that the proposed development is appropriate for the site and that the subject zoning bylaw amendment application represents good planning.

Respectfully submitted.

JL Cox Planning Consultants Inc.

A handwritten signature in black ink that reads "John Cox". The signature is written in a cursive, slightly slanted style.

John L Cox, BES, RPP