Planning Justification Report
Granwood Subdivision – Phase 3

Township of Centre Wellington
(Village of Elora)
County of Wellington

August 2017
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1.0 INTRODUCTION

This report provides background information in support of an application for a Draft Plan of Subdivision and Zone Change on lands owned by Edgehill Properties Limited. The subject property is located in the southwest area of the Village of Elora and includes Waterloo Street, the extension of York Street East and the extension of Halls Drive. The site contains 8.768 hectares of land.

See Figure 1: Location Plan.

The subject lands are legally described as Lots 1, 2, 3, 5, 6, 9, 10 & 15 and all of Lots 4, 11, 12, 13 & 14 and Part of Park Lots 4, 7, 8, and Reserves, Unnamed Streets and parts of Gilkison Street, South Queen Street, Elgin Street and St. George Street within Registered Plan 181.

FIGURE 1 – LOCATION PLAN
1.1 Background Information

In 1993, the County of Wellington approved a residential subdivision on lands located south of McNab Street, north of the Trestle Bridge Trail between Bridge Street and Waterloo Street. The plan included 34 single detached residential lots, 22 semi-detached lots, 5 blocks for on-street townhouse units, 3 industrial blocks, 1 open space block and 1 stormwater management block.

Phase 1 of this plan was serviced and registered in 1997 as Plan 870.

Figure 2 identifies the approved draft plan of subdivision.

FIGURE 2 – 1993 APPROVED DRAFT PLAN OF SUBDIVISION

In 2000, the County of Wellington approved a redline amendment to the original draft plan of subdivision. The revised plan consisted on 62 single detached lots, 30 semi-detached lots, 40 on-street townhouses, one stormwater management block, 1 park block and one open space block.

Phase 2 of the Granwood plan was serviced and registered in 2002 AS Plan 61M-71. Due to a number of servicing constraints, the remainder of the draft plan was never serviced and the draft plan approval lapsed in 2011.
2.0 SITE ANALYSIS AND EXISTING CONDITIONS

2.1 Existing Conditions

The subject lands are currently vacant and covered with grasses and scattered shrubbery.

2.2 Surrounding Uses

Abutting land uses to the north include single detached residential dwellings located along the south side of McNab Street. To the east the lands are adjacent to a mixed density residential subdivision identified as Granwood Phase 2 which includes semi-detached dwellings, on-street townhouses and single detached dwellings located along York Street East, Fisher Street and Halls Drive. The Trestle Bridge Trail is located along the southerly property line followed by the Jefferson Elora Corporation property. To the west is Waterloo Street and there are existing single detached residential homes between York Street and McNab Street. Also along the west
side of Waterloo Street between York Street East and the Trestle Bridge Trail is a Centre Wellington Hydro Transformer Station and Polycorp.

The subject lands are currently zoned for a mixed density residential development including On-street townhouses (R3), Semi-detached (R2), Single Detached (R1C) and Open Space (OS) for a stormwater management pond, park and open space. The residential zones have Holding provisions.

3.0 DEVELOPMENT PROPOSAL

This mixed density residential development continues to support the road network, open space and housing form established by the 2000 approved redline amendment to the draft plan of subdivision.

The lots fronting onto Waterloo Street and York Street will be single detached residential lots. Lots along the south side of Halls Drive, backing onto an open space buffer area and the Trestle Bridge Trail will be a mix of on-street townhouses, single detached and semi-detached units.

Housing forms for the remainder of the units fronting onto Halls Drive will be a mix of semi-detached, single detached and on-street townhouses.

Internal to the site are 4 blocks that will accommodate a stacked, four-storey townhouse development with internal driveways connecting to Halls Drive and York Street. The front of these units will orient to a substantial open space/walkway block that will contain a pedestrian trail providing a continuous connection from the park located along the north side of York Street to the Trestle Bridge Trail located south of the subject lands.

A stormwater management block is also located along the east side of Waterloo Street, between Halls Drive and York Street East. This pond will accommodate stormwater runoff for the majority of the proposed development with a small section at the easterly end of the site being conveyed to the existing Stormwater management pond on Clark Street. That pond was sized to accommodate this portion of the development.

The original draft plan of subdivision for the Granwood lands included 14.34 HA of land. The 5% parkland dedication for the entire Granwood subdivision was approved as part of the original draft plan of subdivision and the 0.83 HA park block was conveyed to the Township in 1997. No further parkland dedication is required for this next phase of the Granwood lands although this phase will include a substantial open space area accommodating a walkway connecting the municipal park block to the Trestle Bridge Trail.

Figure 4 shows the proposed subdivision plan.

Figures 5, 6 and 7 show the development concepts for the stacked townhouse development and adjacent public walkways.
FIGURE 4: PROPOSED DRAFT PLAN OF SUBDIVISION
FIGURE 6: STACKED TOWNHOUSES
4.0 PLANNING AND POLICY FRAMEWORK

This section reviews the policies and guidelines that have been considered as part of the overall analysis of the site development of this property.

4.1 Provincial Statutes

4.1.1 PLACES TO GROW ACT, 2005

This legislation creates the legal framework necessary for the government to designate a geographic area of the province as a growth plan area and subsequently to develop a growth plan for that area. It enables the government to plan population growth, economic expansion, and the protection of environmental and agricultural land.

4.1.1a) Growth Plan for the Greater Golden Horseshoe, 2017

The 2017 Growth Plan replaces the 2006 Growth Plan. The Plan applies to the area designated by Ontario Regulation 416/05 as the Greater Golden Horseshoe Growth Plan Area. All decisions made after July 1, 2017 in the respect of the exercise of any authority that affects a planning matter will conform with this Plan subject to any legislative or regulatory provisions providing otherwise.

The subject property is located within the “Built-up Area” designation of the Growth Plan. The following specific policies are of some relevance to the subject proposal:

2.2.1.2 Population and employment growth will be accommodated by –

a) Directing the vast majority of growth 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

2.2.2 Delineated Built-up Areas

3. Until the next Municipal Comprehensive Review is approved and in effect, the annual minimum intensification target contained in the applicable upper or single-tier official plan that is approved and in effect as of July 1, 2017 will continue to apply.

4. All Municipalities will develop a strategy to achieve minimum intensification targets and intensification throughout the delineated built-up areas which will:

a) Encourage intensification generally to achieve the desired urban structure;
b) Identify the appropriate type and scale of development and transition of built form to adjacent areas;
c) Identify strategic growth areas to support the achievement of intensification target and recognize them as a key focus for development;
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; and
f) Be implemented through official plan policies and designations, updated zoning and other supporting documents.

The proposed development of the subject lands for a mixed density residential development conforms with the policies set out in the 2017 Growth Plan. The site is located within the Built-Up Area of a Settlement area with full municipal services. The subdivision design is also planned at a density that meets the County’s intensification targets while also at a scale that is compatible with the surrounding area.

4.1.2 THE PLANNING ACT

The Planning Act establishes the ground rules for land use planning in Ontario and describes how land uses may be controlled, and who may control them.

Section 3 (1) of the Planning Act, R.S.O. 1990, and c.P.13, as amended establishes that policy statements may be issued by the Minister on matters related to municipal planning to deal with matters of provincial interest.

Section 3(5) of the Planning Act states that in exercising any authority that affects planning matters, every group who exercises such authority shall be:

- Consistent with the policy statement issued under 3 (1); and
- Shall conform to provincial plans or shall not conflict with them.

4.1.2.a) Provincial Policy Statement 2014

The Provincial Policy Statement (PPS) was approved by the Lieutenant Governor in Council, by Order in Council No. 107/214. It replaces the 2005 PPS.

The Provincial Policy Statement is intended to promote a policy-led system that recognizes that there are complex inter-relationships among environmental, economic and social factors in land use planning.

The 2014 Provincial Policy Statement reinforces and strengthens policies with respect to “settlement areas” being the focus of growth. It also establishes the importance of “intensification” as an effective tool for managing growth within settlement areas. In this regard, the following specific policies are of some relevance to the subject proposal:

1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years..........Within settlement areas sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas.

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

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.

1.1.3.5 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas.

1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

1.1.3.7 Planning authorities shall establish and implement phasing policies to ensure:

a. that specified targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas; and

b. the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.

Section 1.4 of the PPS speaks to Housing. In this regard the following excerpts are pertinent to this application:

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; and

b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.

1.4.2 Where planning is conducted by an upper-tier municipality:

a) the land and unit supply maintained by the lower-tier municipality identified in policy 1.4.1 shall be based on and reflect the allocation of population and units by the upper-tier municipality; and

b) the allocation of population and units by the upper-tier municipality shall be based on and reflect provincial plans where these exist.
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:

a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households. However, where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with the lower-tier municipalities may identify a higher target(s) which shall represent the minimum target(s) for these lower-tier municipalities

b) permitting and facilitating:
   a. all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements; and
   b. all forms of residential intensification, including second 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

e) 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 2 speaks to the Wise Use and Management of Resources. Of particular relevance to this subdivision plan are the policies related to water.

2.2.1 Planning authorities shall protect, improve or restore the quality and quantity of water by:

- using the watershed as the ecologically meaningful scale for integrated and long-term planning, which can be a foundation for considering cumulative impacts of development;
- identifying water resource systems consisting of ground water features, hydrologic functions, natural heritage features and areas, and surface water features including shoreline areas, which are necessary for the ecological and hydrological integrity of the watershed maintaining linkages and related functions among ground water features, hydrologic functions, natural heritage features and areas, and surface water features including shoreline areas;
- implementing necessary restrictions on development and site alteration to:
  1. protect all municipal drinking water supplies and designated vulnerable areas; and
  2. protect, improve or restore vulnerable surface and ground water, sensitive surface water features and sensitive ground water features, and their hydrologic functions;
- planning for efficient and sustainable use of water resources, through practices for water conservation and sustaining water quality; and
ensuring stormwater management practices minimize stormwater volumes and contaminant loads, and maintain or increase the extent of vegetative and pervious surfaces.

The implementation provisions of the PPS (in section 4.7) acknowledges that Official Plans are”...the most important vehicle for implementation of this Provincial Policy Statement.” As such, Official Plans “...shall identify provincial interests and set out appropriate land use designations and policies...[and]...provide clear, reasonable and attainable policies to protect provincial interests and direct development to suitable areas.”

The proposed development of the subject land is consistent with the goals and objectives of the Provincial Policy Statement. The subdivision is designed taking into consideration the Township and County targets for residential intensification while respecting existing development in the area. The plan will be developed on full municipal services with a comprehensive stormwater management strategy to protect quality and quantity of water.

4.2 County of Wellington Official Plan

The 1999 Official Plan for the County of Wellington was approved by the Ministry of Municipal Affairs and Housing on April 13, 1999. The County of Wellington has undertaken a comprehensive 5-year review of its Official Plan (OPA 81) which was adopted by County Council on September 26, 2013 and approved by the Ministry of Municipal Affairs and Housing on April 29, 2014. OPA 81, in its entirety, was appealed to the Ontario Municipal Board. On December 19th, 2014, the Ontario Municipal Board approved, with modifications, Official Plan Amendment 81.

The Official Plan for the County of Wellington designates the subject lands as “Urban Centre” on Schedule A1 of the Official Plan.

Section 2.1 of the Official Plan sets out fundamental beliefs of the County. The following excerpts are pertinent to the proposed subdivision of the subject property:

- Direct growth to urban areas and in particular to those with municipal sewer and water services;
- Provide opportunities for housing which accommodate a wide range of need and affordability
- Develop communities, which are efficient and livable;
- Ensure cost effective development and land use patterns;

Section 3.3 provides objectives for growth. The following specific policies are relevant to the subject application:

- Encourage cost effective development patterns;
- Take advantage of capacities in existing and planned water, wastewater and transportation systems;
to identify and promote opportunities for growth in the built up areas of urban centres through intensification and redevelopment where this can be accommodated, taking into account small town scale and historic streetscapes;

- Provide choice for residents and businesses by providing a variety of growth opportunities; housing types, services, recreation and cultural activities and public open space.

Section 3.3.1 addresses Residential Intensification. By the year 2015 and for each year thereafter, of 20% a minimum percent of all residential development occurring annually will be within the built-up area.

Table 5 in Part 3 of the Plan establishes population and household growth for the Township of Centre Wellington with specific growth targets for the Elora-Salem urban area. The subject application will assist in meeting the household growth forecast of approximately 1,550 new households between 2016 and 2036. The subject application will result in the creation of approximately 152 new households.

Section 4.4 established policies for housing throughout the County, with Section 4.4.3 addressing residential intensification. It is noted that the Plan contains policies encouraging intensification primarily in urban centres by............

- supporting appropriate intensification in all areas within the built boundary including adaptive re-use or redevelopment of brownfields and greyfields;
- encouraging modest intensification in stable residential areas respecting the character of the area. Stable residential areas are considered to be established areas generally consisting of predominantly low density housing on local roads with the built boundary;

Section 4.4.5 speaks to Affordable Housing the following sections are pertinent to this application:

- The County will ensure that opportunities exist to provide housing to moderate and lower income households. A substantial portion of the County’s existing housing stock is affordable. In order that this continues as Wellington grows, it is the policy of this Plan that a minimum of 25% of new housing units in the County will be affordable.
- In Wellington, second units, semi-detached, duplex, townhouse and low rise apartment units will provide the bulk of affordable housing opportunities. These units will almost always be located in urban areas with appropriate levels of servicing.

Section 4.6.2 outlines the requirements for a Planning Impact Assessment for new development. The Planning Impact Assessments may be required to evaluate the following:

a) the need for the proposed use other than for aggregate operations, taking into account other available lands or buildings in the area;

b) the appropriateness of the proposed site for the use proposed taking into consideration the size and shape of the land and its ability to accommodate the intensity of use proposed;

c) the adequacy of the proposed method of servicing the site;

d) the compatibility of the proposed use with consideration given to the height, location, proximity and spacing of buildings; the separation between various land uses; impacts
from noise, odour, dust or other emissions from the proposed use and from adjacent land uses; loss of privacy, shadowing or impact on cultural heritage resources and landscapes;
e) the impact on natural resources such as agricultural land and mineral aggregate deposits;
f) the impact on biodiversity and connectivity of natural features and areas;
g) the exterior design in terms of bulk, scale and layout of buildings and other design elements;
h) the possibility that site contamination has occurred or the site may contain historic petroleum wells or associated works, and if so, demonstrate compliance with provincial regulations;
i) methods of reducing or eliminating negative impacts;
j) other planning matters considered important by a Council

A discussion regarding these requirements is found in Section 6 of this report.

Part 7 of the Official Plan addresses the Urban System. It is noted that the urban system includes hamlets and urban centres.

Section 7.3 notes that land use patterns in the urban system shall be based on:

- Densities and a mix of land uses, and
- A range of uses and opportunities for intensification and redevelopment.

Section 7.5 specifically establishes policies for urban centres. Urban centres are expected to provide the greatest opportunities for growth within the county.

Part 8 of the Official Plan sets out policies for Urban Centres. The urban centres are to be the primary focus for housing commerce, services, job creation, recreation and community facilities. One of the objectives of the urban centre is to provide opportunities for an adequate supply and diversity of housing to satisfy the varied needs of the growing community.

Section 8.3.3 notes that the predominant land uses in areas designated for residential development shall be single detached and semi-detached dwellings, although townhouses and apartments may also be allowed....

Section 8.3.5 sets out policies for medium density residential development within areas of the Plan designated for Residential use. The following criteria have been established for townhouses and apartments:

- Medium density development on full municipal services shall not exceed 35 units per hectare (14 units per acre) for townhouses or row houses and 75 units per hectare (30 units per acre) for apartments, although it may not always be possible to achieve these densities on smaller sites;
- The design shall ensure compatibility with existing or future development on adjacent properties;
- The site will provide adequate on-site landscaping and screening, on-site amenities, adequate parking and traffic circulation and proper stormwater drainage;
- that within the built boundary, medium density is encouraged to locate on major roadways and arterial roads;
Section 8.3.11 addresses compatibility of new development. The following policies are important considerations when evaluating any new development:

- There are some older residential neighbourhoods in most urban centres which have lots with larger than normal frontages and areas. These areas represent a style of development that is typical of small communities in Ontario and is an important factor in why many people choose to live in these communities. This Plan attempts to preserve the charm and integrity of these neighbourhoods and will make efforts to ensure that future development is sensitive to and compatible with existing residential development.
- Wellington County will encourage the development of vacant or under-utilized properties for residential uses which are compatible with surrounding uses in terms of dwelling type, building form, site coverage and setbacks. Developments such as residential conversions, bed and breakfast establishments or home occupations which do not substantially alter the exterior appearance of the existing residences may also be permitted in accordance with the policies of this Plan and the applicable zoning provisions.
- Where new residential development is proposed adjacent to an existing industrial use or other potentially incompatible land use, a planning impact assessment outlining measures to maintain land use compatibility, including land use separation and buffering, shall be provided.

Section 8.3.12 outlines intensification criteria. The Plan notes that Intensification within all residential land use designations shall be evaluated using the following criteria:

a) the compatibility of the proposed development in built form including height, massing, scale, setbacks, orientation, use, built form, architectural character and materials, separation distances, shadowing and privacy. Compatible development is considered to be development that may not be the same as existing adjacent development but which can co-exist with existing development while not creating unacceptable adverse impacts;

b) the degree to which building height and massing shall provide a transition between planned and existing development;

c) the maintenance of a lotting pattern that is generally consistent and compatible with the predominant character of the area;

d) the ability of infrastructure to accommodate the proposal;

e) the impact of the development on the streetscape including, where feasible, the protection of municipal street trees;

f) the degree to which impact on the adjacent properties is minimized in relation to grading, drainage, location of service areas, access and circulation, privacy, views, enjoyment of outdoor amenities, and shadowing; and

g) the conservation of significant cultural heritage resources.

A complete discussion of how the proposed development meets the intensification criteria is provided in Section 6 of this report.

Section 10.1.3 identifies matters for consideration when the County is evaluating new lot creation by subdivision, consent or part lot control:

a) that any new lots will be consistent with official plan policies and zoning regulations;

b) that all lots can be adequately serviced with water, sewage disposal, stormwater management or drainage, fire protection, roads, utilities, solid waste disposal to accepted municipal standards and without undue financial burden on the municipality;
c) that sufficient reserve water and sewage plant capacity will be available when lots are created in areas to be serviced by central water and sewage systems;
d) that all lots will have safe driveway access to an all-season maintained public road and that access to a local road will be preferred over county and provincial roads, where practical;
e) that public streets, spaces and facilities will be safe, meet the needs of pedestrians, and facilitate pedestrian and non-motorized movement, including, but not limited to, walking and cycling.
f) that the topography, soils and drainage of the site are satisfactory for the lot sizes and uses proposed;
g) that tree loss related to anticipated development be kept to a minimum and, wherever reasonable, be compensated for by new tree planting.
h) that natural heritage features are not affected negatively;
i) that lots are not created in areas which would pose a threat to public health or safety;
j) that natural resources such as agricultural lands and mineral aggregates would not be affected adversely;
k) that the size and shape of proposed lots is suitable, including frontage, area and the proportion of frontage to depth;
l) that the proposed lots and uses are compatible with and designed to minimize adverse impacts on surrounding uses;
m) that all new lots shall have logical lot lines given existing lot patterns in the area, natural and human-made features and other appropriate considerations;
n) that residential lots will have adequate access to community facilities such as schools, libraries and parks based on reasonable standards for the area;
o) that the creation of any lot is necessary, timely and in the public interest;
p) that provincial legislation and policies are met, including the Greenbelt Plan policies set out in Section 9.9 of this Plan.

A discussion of these considerations is set out in Section 6 of this report.

Part 13 of the Official Plan outlines implementation requirements. Section 13.1 notes that the Plan will be implemented by the County, local municipalities and public agencies through their powers established in provincial legislation. All public works by-laws and decisions of public authorities shall conform to this Plan.

Section 13.3 addresses zoning by-laws and notes the following:

- Zoning by-laws currently cover all lands in Wellington County. Zoning by-laws will be one of the most important means whereby this Plan is implemented.
- Zoning by-laws will be amended to conform to the policies of this Plan. No zoning by-law amendment will be passed that is not in conformity with this Plan.
- Where a land use designation in this Plan authorizes a range of uses which may be allowed, the local zoning by-law may allow all or some of those uses based on local needs and circumstances. The by-law also may establish appropriate regulations related to those uses.

*The proposed development of the subject land is in conformity with the Official Plan for the County of Wellington. The subdivision is designed taking into consideration the Township and County targets for residential intensification while respecting existing development in the area. The plan will be developed on full municipal...*
services with a comprehensive Stormwater management strategy to protect quality and quantity of water.

Figure 8 is the Land Use Schedule A1 from the County of Wellington Official Plan.
4.3 Township of Centre Wellington Official Plan

The Ontario Municipal Board approved the Official Plan for the Township of Centre Wellington on May 31, 2005.

While the County of Wellington Official Plan establishes broad policies applying to the entire county, the Township of Centre Wellington has chosen to establish detailed planning policies for land use within their urban centres.

The subject property is identified on Schedule A-1 as Residential within the Built Boundary of Elora.

Housing policies for the Township are set out in Section C.5. This section largely incorporates the policies established in the County of Wellington Official Plan.

The Township of Centre Wellington encourages the production of a wide range of housing types to meet future housing need. The Township shall provide for the opportunity, through subdivision approval and zoning bylaw approvals, for a variety of housing types to be provided. Prior to approving new development or redevelopment, the Township will consider the housing need within the community and the housing market area and provide opportunities for a range of housing types throughout the community that are appropriate given existing site conditions, neighbouring developments, and servicing options.

Section C.5.5 establishes policies for Residential Intensification. The Plan contains policies encouraging intensification primarily in the urban centres. The strategic approach to intensification intends to retain small town character and revitalize downtown areas. The following policies are relevant to this application.

- supporting appropriate intensification in all areas within the built boundary including adaptive re-use or redevelopment of brownfields and greyfields;
- encouraging modest intensification in stable residential areas respecting the character of the area. Stable residential areas are considered to be established areas generally consisting of predominantly low density housing on local roads with the built boundary;
- encouraging the development of appropriate standards for residential intensification, redevelopment and new residential development which are cost effective, environmentally sound and compatible with existing uses, small town scale and character.

Section “D” of the Official Plan contains detailed land use policies. Similar to the County Official Plan, the Township’s Plan notes that the single detached home is currently the dominant housing type in urban centres and this is expected to continue. It is also noted that new housing types are needed to provide a greater variety of residential accommodation as well as a more affordable housing supply.

Section D.2.5 addresses medium density development. It states that medium density developments should not exceed 35 units per hectare (14 units per acre) for townhouses or row houses and 75 units per hectare (30 units per acre) for apartments. In addition, the OP states that the design of multiple residential developments with respect to building height, setback, landscaping and vehicular circulation must be compatible with existing or proposed development on adjacent lands. In order to conform to this policy, there must be adequate on-site landscaping to screen outdoor amenity areas and provide adequate buffering. There must be adequate on-
site parking with each project and the grading of the properties must be completed in such a manner as to ensure that drainage is directed to public storm drainage facilities and not adjoining properties. Multiple residential projects are encouraged to be built on an arterial or collector road or directly accessible to such a road by way of a local street. The development should not generate sufficient traffic to disturb the residential uses located on the local street. Separate zones will be created for multiple unit residential development and the municipality should encourage such developments in newly developing areas.

A complete discussion of how the proposed development meets these requirements is provided in Section 6 of this report.

Section E of the Plan speaks to Implementation measures. To that end, it is noted that impacts assessments may be required to assist the municipality in examining the impacts of development and for proposing methods for reducing or eliminating any negative impacts.

Along with this Planning Impact Assessment, a Functional Servicing and Stormwater Management Strategy, an Acoustical Report and a Traffic Impact Study have been prepared. A condensed version of these reports is set out in Section 5 below.

The proposed development of the subject land is in conformity with the Official Plan for the Township of Centre Wellington. The subdivision is designed taking into consideration the Township and County targets for residential intensification while respecting existing development in the area. The plan will be developed on full municipal services with a comprehensive stormwater management strategy to protect quality and quantity of water.

Figure 9 is the Land Use Schedule A-1 from the Township of Centre Wellington Official Plan.
FIGURE 9:
TOWNSHIP OF CENTRE WELLINGTON OFFICIAL PLAN SCHEDULE A-1
4.4 Township of Centre Wellington Comprehensive Zoning By-law No. (2009-045)

The subject lands are currently zoned for a mixed density residential development including On-street Townhouses (R3), Semi-detached (R2), Single Detached (R1C) and Open Space (OS). The residential zones have Holding provisions. This zoning reflects the subdivision design that was approved through the 2000 approved Redline Amendment to the original draft plan of subdivision.

In addition, the southeasterly corner of the site is within Wellhead Protection Area 2 and the remainder of the site is located within Wellhead Protection Area 3. The proposed development would accommodate land uses that are acceptable within these Wellhead Protection Areas.

A zoning amendment will be required to recognize this mixed density residential development and open space lands.

Figure 10 shows the existing zoning for the subject lands.
4.4.1 PROPOSED ZONING BY-LAW AMENDMENT

To facilitate the implementation of the proposed subdivision, a zoning by-law amendment is required due to the realignment of streets and housing types contained in this draft plan.

Lots 1 to 22 on the plan will be zoned single detached residential (R1B). This is reflective of the current zoning in this area of the plan.

Lots 23 to 33, 39 to 42 and 45 to 50 will be located in the single detached residential (R1C) zone. Lots 34 to 38 require a special provision within the R1C zone that restricts the building height to a maximum of one storey.

Lots 43, 44, 59 and 60 will be zoned for semi-detached residential dwellings in the R2 zone. Lots 51 and 52 require a special provision within the R1C zone that prohibits windows to habitable rooms facing Waterloo Street or Halls Drive.

Blocks 62, 63 and 66 will be zoned to permit On-street Townhouses (R3). Block 61 will require a special provision that prohibits windows to habitable rooms facing Halls Drive.

Blocks 64, 65, 67 and 68 will be zoned to permit Stacked Townhouses. The R4 zoning will be specialized to recognize a number of unique design features for these units including, but not limited to, frontages directed to open space blocks and elimination of common amenity areas.

Blocks 69, 70 and 71 are open space blocks that will accommodate enhanced landscaping and a walkway system. The proposed zoning is Open Space (OS).

Block 72 will contain a Stormwater management facility that will also be zoned Open Space (OS).

Figure 11 shows a proposed Zoning Schedule for the zoning amendment.
FIGURE 11: PROPOSED ZONING
5.0 THE SUPPORTING STUDIES

The following additional impact studies were prepared in support of this application:

- Functional Servicing and Stormwater Management Report, July 2017 (prepared by GM BluePlan Engineering Limited)
- Acoustical Brief, July 26, 2017 (prepared by HGC Engineering)
- Traffic Impact Study, July 2017 (prepared by Paradigm Transportation Solutions Limited)

5.1 Functional Servicing and Stormwater Management Report

The firm of GM BluePlan Engineering Limited was retained by Edgehill Properties Limited to complete a Functional Servicing Report and Stormwater Management Report for the proposed subdivision. Their report addresses the requirements for watermain, sanitary sewers, storm system, stormwater management, water quality, roadways and grading.

The following conclusions are important considerations in the review of this project. For detailed information, review the above-noted Functional Servicing and Stormwater Management report.

1. There is an existing 200mm diameter sanitary sewer, including service connections, within the York Street right-of-way. The service connections will be adjusted to accommodate the revised lot fabric and the existing sanitary sewer will be maintained for the Phase 3 development.

2. The proposed sanitary sewer will be extended from the existing 200mm diameter sanitary sewer to service the remainder of the Phase 3 development.

3. There is an existing 200mm diameter watermain within the York Street right-of-way. The existing watermain will be maintained for the Phase 3 development.

4. The proposed watermain will be extended from the existing 200mm watermain in Phase 2 and Phase 3 to service the remainder of the Phase 3 development.

5. Typical road grades will be between 0.5% and 2.0% and typical lot grades will be between 2.0% and 5.0%, in accordance with Township standards.

6. The stormwater management system has been designed to provide enhanced water quality treatment (80% TSS removal) using a treatment train approach. Proposed quality controls include disconnecting roof leaders, oil/grit separators, and design of the SWM facility to include a shallow permanent pool and extended detention of the required water quality storage volume.

7. The stormwater management system has been designed with water quantity controls to control post-development flows to less than the existing conditions.

8. During the construction phase, the stormwater management facility will be used as part of the erosion and sediment control plan. This in conjunction, with the other erosion control measures, will retain any sediment on-site during the construction period.

9. The increase in peak flow rates to the existing Trestle Bridge Trail ditch to the south of the site can be considered minor and does not require additional SWM control.
5.2 Acoustical Brief

In a pre-consultation meeting with the County and Township, the developer was asked to update the 2000 Acoustical Report that was submitted with the original subdivision application.

HGC Engineering has provided an update of that report, focusing of three noise sources. The relevant findings are as follows:

- Centre Wellington Hydro Transformer Station

The sound emissions from this transformer station were similar to those measured in 2000 and represent a sound level excess at the nearest proposed residential lots. Past discussions with the developer and the Hydro Company indicate that the preferred solution is to build a noise barrier wall along the north fence line of the transformer site returning approximately 10 m to the south along the west fence line of the transformer site.

- Jefferson Elora Corporation

A search of the MOECC website “Access Environment” indicates that JEC has a current Environmental Compliance Approval (#2894- A6UQA9) from the MOECC which indicates that they are currently in the process of completing a Noise Control Action Plan to achieve compliance with MOECC sound level limits at all neighbouring noise sensitive points of reception. The Phase 3 Lands are considered to be a noise sensitive point of reception as they are zoned to permit a noise sensitive use and a draft plan has been submitted to the Municipality. We noted during our site visits that JEC is currently completing construction of a noise mitigation berm.

- Polycorp

Measurements conducted along the Waterloo Street Right of Way showed sound levels in the range of 48 to 51 dBA on different occasions primarily due to Polycorp operations. This could represent a sound level excess at the nearest proposed residential units during night time hours, depending on the level of night time activity occurring at Polycorp.

Polycorp will be further expanding their operations in the relatively near future, constructing a building addition on the east side of the current building. Under the Environmental Protection Act, Polycorp should apply for an Environmental Compliance Approval (Air and Noise) for the expanded facility. That would involve the preparation of an Acoustic Assessment Report to demonstrate that sound emissions from the expanded facility will be in compliance with MOECC sound level limits in the existing residential neighbourhoods and at the proposed dwelling units on the subject Phase 3 Granwood lands.

The proposed Draft Plan of Subdivision incorporates several beneficial features in terms of noise mitigation. Specifically, the houses on Lots 34 to 38 will be bungalow units with no second storey windows facing Polycorp and the design of the units on Lots 51, 52 and Block 61 will ensure that windows to habitable rooms (bedrooms and living rooms) do not face into the Waterloo Street right of way or Halls Drive. These features should be maintained in the plan, and a noise barrier fence on the order of 2.2 m in height should be built along the south lot lines of Lots 34 to 38 adjacent to the Stormwater Management pond.

In cases of industrial adjacency such as this, MOECC Guidelines recommend the use of the following warning clause provided in offers of purchase and sale and tenancy and property...
agreements. “Purchasers/tenants are advised that due to the proximity of adjacent industries, noise from those industries may at times be audible”.

5.3 Traffic Impact Study

In a pre-consultation meeting with the County and Township, the developer was also asked to prepare a Traffic Impact Study.

The following conclusions and recommendations are important considerations in the review of this project. For detailed information, review the above-noted Traffic Impact Study.

- The development is forecast to generate 101 and 138 new trips during the weekday peak hours, respectively at full build out;
- Capacity analyses were conducted for each of the study area intersections under 2017 (Base Year), 2020 (Background + Total), and 2025 (Background + Total). The results of the capacity analysis conducted as part of this study indicates that site generated traffic volumes during the peak-hour periods have only a negligible impact on intersection capacity within the study area.
- With the York Street extension completed, diverted traffic from Wellington Road 7 and McNab Street is not expected to exceed 50 percent. The results of the capacity analysis conducted as part of this study indicates that the traffic diversion during the peak-hour periods have only a negligible impact on intersection capacity within the study area.
- Given the low volume of trips forecasted, the roundabout at Victoria Street and McNab Street will not be adversely affected in terms of capacity or safety as a result of this development;
- A southbound left turn lane with 30 metres of storage is warranted at Wellington Road 7 and York Street; and
- The analysis undertaken was prepared using the most recent subdivision plan. Any minor changes to the plan will not materially affect the conclusions contained herein.

Based on the findings of this study, it is recommended that:

- The County of Wellington review and determine the feasibility of providing a southbound left turn lane with 30 metres of storage at Wellington Road 7 and York Street as warranted under the 2025 Horizon. It is recommended that the developer contribute 10.1% towards such an improvement.
- The implementation of the above-mentioned mitigation measures not only accommodates future site-generated traffic but also improves some existing operational deficiencies in the vicinity of the site.
- No further improvements are required as traffic generated from the proposed development will not materially affect the operations of the study area roadway.

6.0 PLANNING CONSIDERATIONS

The appropriateness of the subject application is addressed in this section using the criteria established in both the County and Municipal Official Plans for evaluating development projects.
a) The needs taking into account other lands in the area.

According to the Official Plan for the County of Wellington, additional lands will be developed for residential purposes in Centre Wellington to accommodate the population targets set by the Province under the Places To Grow Act. The subject application will assist in meeting the household growth forecast of approximately 1,550 new households between 2016 and 2036. The subject application will result in the creation of approximately 152 new households which represent less than 10% of the projected inventory for Elora/Salem.

In addition, while the Plan strives to achieve 20% of all new residential within the built boundary, this is one of the few properties that can be used to meet this objective.

There remains a need within the community for additional residential units to meet the Provincial growth targets.

b) The appropriateness of the site taking into account the size and shape and the ability to accommodate the intensity of use.

As noted previously, this site had received draft plan approval for a residential development. The lapsing of the draft plan approval and the more recent provincial mandate of residential intensification has resulted in a general increase in density for the site while respecting the predetermined road network, open space and park land requirements. The proposed development will result in an overall density of approximately 17 units per hectare.

The technical studies confirm there is sufficient land available to accommodate all servicing needs including stormwater management, as well as park land needs for future residents.

c) Adequacy of the proposed method of servicing the site

Sections 5.1 of this report address site services. The background report prepared in support of this application also confirms that the site can be adequately serviced without impact on adjacent neighbours or the Township as a whole.

d) Compatibility

The subject property is within the Built Boundary of the Elora-Salem urban centre and is designated for Residential use. It is intended that future development within the Township be focused on the existing urban centres.

The height, location, proximity and spacing of buildings are consistent with the existing form of residential development in this area of Elora. The size and shape of the proposed lots is also in keeping with the residential character of the area. The plan has carefully established a lotting pattern similar to, or the same as, the abutting residential properties. Where higher density is proposed, these sites are internal to the plan, thereby buffered from existing lower density residential development.

The subject lands are buffered from industrial lands to the south by the Trestle Bridge Trail and a landscaped open space area. Between Polycorp and new residential is Waterloo Street, a large stormwater management facility and a proposed noise barrier. Waterloo Street and a noise barrier will also buffer the Township of Centre Wellington transformer from the residential being proposed in this area of the plan.
The servicing reports confirm that all lots can be adequately serviced with water, sewage disposal, stormwater management or drainage, roads, and utilities without undue financial burden on the municipality.

The lots will have safe driveway access to all-season maintained public local roads. The roads will be designed to meet the needs of pedestrians, and facilitate pedestrian and non-motorized movement, including walking and cycling.

e) Impact on natural resources (agricultural and mineral aggregate)

This property is located within the built boundary of Elora and has been designated for residential development in the Official Plan. The development of this site will not impact agricultural uses and there are no such uses in proximity to this site. In addition, this property has not been identified as an area that contains mineral aggregate material.

f) Impact on biodiversity and connectivity of natural features and area.

This site does not contain natural features identified for protection or preservation. The design of the subdivision will allow for the connection between the neighbourhood park and surrounding residential development and the Trestle Bridge Trail located immediately adjacent to the southerly boundary of the site.

g) Exterior design

The on-street townhouses, semi-detached dwellings and single detached dwellings will be one to two storeys in height and will be similar to the dwelling units constructed in phases 1 and 2 of the Granwood Plan and adjacent properties along the south side of McNab Street. Four blocks of four storey stacked townhouses fronting onto an open space/walkway block are also proposed. These buildings will be will internal to the site and buffered from existing dwelling units by the new residential units within this plan.

h) Site contamination

A Phase 1 Site Assessment confirms that there are no site contamination issues within the existing property.

i) Eliminating negative impacts

The acoustical report identified potential noise concerns related to the existing Centre Wellington Hydro transformer, Polycorp and Jefferson Elora Corporation.

The proposed Draft Plan of Subdivision incorporates several beneficial features in terms of noise mitigation. Specifically, the houses on Lots 34 to 38 will be bungalow units with no second storey windows facing Polycorp and the design of the units on Lots 51, 52 and Block 61 will ensure that windows to habitable rooms (bedrooms and living rooms) do not face into the Waterloo Street right of way or Halls Drive. These features should be maintained in the plan, and a noise barrier fence on the order of 2.2 m in height should be built along the south lot lines of Lots 34 to 38 adjacent to the stormwater management pond.

In addition, the plan proposes an open space area between the dwelling units located along the south side of Halls Drive and the southerly boundary of the site. This area will be used to create
additional plantings of trees and shrubs to act as a further buffer between this residential development and Jefferson Elora Corporation.
In cases of industrial adjacency such as this, MOECC Guidelines recommend the use of the following warning clause provided in offers of purchase and sale and tenancy and property agreements. "Purchasers/tenants are advised that due to the proximity of adjacent industries, noise from those industries may at times be audible".

j) Other planning consideration.

The subject lands are zoned for residential development. This plan addresses residential intensification within the built boundary of the municipality which is an important objective of the Official Plan, Growth Plan and Provincial Policy Statement. The County has also established a goal of ensuring 25% of all new housing is affordable. The County’s criteria for affordable housing includes semi-detached, townhouses and apartments. In this regard, the subdivision plan proposes 35% of the residential units in a housing forms that meets the affordability criteria.

7.0 CONCLUSIONS

The Provincial Policy Statement specifically recognizes the need for urban municipalities to accommodate growth in a cost effective manner, minimizing land consumptive developments and encouraging a full range of housing types and densities. To this end, the proposal accomplishes these objectives.

The County and Township’s Official Plans also recognize the need to provide for a variety of housing forms. Accordingly, the OP contains policies which establish criteria for evaluating such developments on a site specific basis, as well as a locational basis. In analyzing these policies, it is observed that this project complies with the general guidelines and principles. This report concludes that the subject lands are well suited for the proposed development and is compatible with adjacent uses.

In terms of storm water management, servicing, acoustical and traffic issues; sufficient information has been provided to determine that the project complies with the Township’s long range servicing strategy for its community.

The existing road network is capable of supporting this development and the use will not significantly alter the landscape in terms of physiography, hydrology or hydrogeology. Adjacent neighbours will be appropriately buffered from the use.

This proposal represents good land use planning. The subdivision application is consistent with the Provincial Policy Statement, and conforms to the Greater Golden Horseshoe Growth Plan. The proposal also conforms to the Official Plans for both the County of Wellington and Township of Centre Wellington.

Respectfully submitted

Nancy Shoemaker, M.C.I.P., R.P.P.

August 31, 2017