

City Council - Planning Meeting Agenda

October 11, 2016 – 6:30 p.m.

Council Chambers, Guelph City Hall, 1 Carden Street

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

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Open Meeting – 6:30 p.m.

O Canada

Silent Reflection

Disclosure of Pecuniary Interest and General Nature Thereof

Council Consent Agenda:

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

CON-2016.59 Heritage Review Application requesting removal of the bank barn at 331 Clair Road East from the Municipal Register of Cultural Heritage Properties

Recommendation:

1. That staff be authorized to remove all references to the bank barn at 331 Clair Road East from the Municipal Register of Cultural Heritage Properties;
 2. That, should the demolition of the bank barn be approved, that the applicant be requested to consult the Senior Heritage Planner and the Manager of Integrated Services, Solid Waste Resources within Infrastructure, Development and Enterprise regarding options for the salvage, reuse or recycling of all demolition materials.
-

Public Meeting to Hear Applications Under Sections 17, 34 and 51 of The Planning Act

(delegations permitted a maximum of 10 minutes)

978-1042 Paisley Road Proposed Vacant Land Condominium Subdivision (23CDM16507) – Ward 4

Staff Presentation:

Michael Witmer, Development Planner

Delegations:

Al Allendorf, Joylife Imperial Towers Limited

Staff Summary (if required)**Recommendation:**

That Report 16-72 regarding a proposed four (4) unit Vacant Land Condominium Subdivision application (File: 23CDM16507) by Joylife Imperial Towers Limited on the property municipally known as 978-1042 Paisley Road, and legally described as Block 139, Registered Plan 61M-8, and Blocks 2, 3 and 4, Registered Plan 61M-53, City of Guelph from Infrastructure, Development and Enterprise dated October 11, 2016, be received.

108 and 110 Nottingham Street proposed Zoning By-law Amendment (ZC1611) – Ward 6**Staff Presentation:**

Lindsay Sulatycki, Development Planner

Staff Summary (if required)**Recommendation:**

That Report 16-74 regarding a proposed Zoning By-law Amendment application (File: ZC1611) by Van Harten Surveying Inc. on behalf of Henry Hanlon to recognize the existing semi-detached dwelling on the property municipally known as 108 and 110 Nottingham Street, and legally described as Part of Lot 259, Plan 8, City of Guelph, Part 3 of 61R-20160, from Infrastructure, Development and Enterprise dated October 11, 2016, be received.

Items for Discussion:

The following items have been extracted from the Council Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations. (delegations permitted a maximum of five minutes)

CON-2016.60**Affordable Housing Strategy: Final Report****Presentation:**

Joan Jylanne, Senior Policy Planner

Recommendation:

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

2. That Council refers the use of the financial actions contained within Section 6.3.3 of the Affordable Housing Strategy included as Attachment 1 in Report 16-75 dated October 11, 2016 to the development of a comprehensive Affordable Housing Reserve Policy for permanent housing.
-

Special Resolutions

By-laws

Resolution to adopt the By-laws (Councillor Gordon).

Mayor's Announcements

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

Notice of Motion

Adjournment

Staff Report

To City Council

Service Area Infrastructure, Development & Enterprise Services

Date Tuesday, October 11, 2016

Subject Heritage Review Application requesting removal of the bank barn at 331 Clair Road East from the Municipal Register of Cultural Heritage Properties

Report Number 16-77

Recommendation

1. That staff be authorized to remove all references to the bank barn at 331 Clair Road East from the *Municipal Register of Cultural Heritage Properties*;
2. That, should the demolition of the bank barn be approved, that the applicant be requested to consult the Senior Heritage Planner and the Manager of Integrated Services, Solid Waste Resources within Infrastructure, Development and Enterprise regarding options for the salvage, reuse or recycling of all demolition materials.

Executive Summary

Purpose of Report

To provide a report recommending that the bank barn at 331 Clair Road East be removed from the Municipal Register of Cultural Heritage Properties.

Key Findings

The bank barn at 331 Clair Road East was listed as non-designated on the Municipal Register of Cultural Heritage Properties in May 2009.

The property owner (248895 Ontario Limited) has requested that City Council consider the removal of the bank barn at 331 Clair Road East from the Municipal Register of Cultural Heritage Properties. Removal of the barn from the heritage register is a condition of approval for the owner's current demolition permit application (DP 16-003228).

Amendments to the Ontario Heritage Act in 2005 provide interim protection for listed non-designated properties, pursuant to sections 27(3)-(5) of the Act. Owners of listed non-designated properties must give the council of the municipality at least

60 days' notice of their intention to demolish or remove a building or structure on the property. This allows time for the municipality to decide whether to begin the designation process to give long term protection to the property.

Planning staff are of the opinion that the bank barn at 331 Clair Road East does not have significant cultural heritage value. According to criteria established by regulation under the Ontario Heritage Act, the bank barn is considered to have diminished design/physical value and contextual value and very little historical/associative value to the James Hanlon farmhouse, a listed non-designated stone building on the same property. A structural engineer retained by the owner has deemed the barn building to be unsafe. With no practical use proposed for the barn by its owner, it is recommended that Council direct staff to remove the barn building from the Municipal Register of Cultural Heritage Properties.

Financial Implications

None

Report

The property known municipally as 331 Clair Road East is described legally as Concession 8 Rear Part Lot 11. The property and the subject building location are shown in Attachment 1 – Figures 1 and 2. The property owner, 248895 Ontario Limited, purchased the property in May 2016 and is represented in this Heritage Review application by Pete Graham of GWD Developments Ltd.

The subject property contains two built heritage resources that were listed as non-designated on the Municipal Register of Cultural Heritage Properties in May 2009 when Council endorsed the expansion of the heritage register to include non-designated properties from the Burcher-Stokes Inventory that the municipality believed to be of cultural heritage value or interest. Listing of non-designated property on the heritage register is carried out according to Section 27 of the Ontario Heritage Act. The heritage register records for both buildings on the property are shown in Attachment 2 - Figure 3.

Physical Description of the Bank Barn Building

A street view of the barn, from Clair Road East, is presented in Attachment 2 – Figure 4. Heritage planning's file photos of the barn and farmhouse at 331 Clair Road East are presented in Attachment 3 – Figures 5 through 8.

A previous planning application involving 331 Clair Road East produced a Cultural Heritage Resource Impact Assessment by Ecoplans and SBA Architects (dated May 31, 2012). The CHRIA report confirmed that the subject barn was not built c. 1850 as indicated in the heritage register (Figure 3) and that it was not contemporary with the stone farmhouse. The report's findings included an advertisement from 1907 for the sale of the farm indicating that a bank barn had recently been built on the property. The report also described major repairs and alterations that were made to the roof and walls after major damage was incurred during a tornado in 2000.

Determining Cultural Heritage Value

Cultural heritage value or interest is determined using Regulation 9/06 under the Ontario Heritage Act. A property may be designated under section 29 of the Act if it meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:

1. The property has design value or physical value because it,
 - i. is a rare, unique, representative or early example of a style, type, expression, material or construction method,
 - ii. displays a high degree of craftsmanship or artistic merit, or
 - iii. demonstrates a high degree of technical or scientific achievement.
2. The property has historical value or associative value because it,
 - i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community,
 - ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or
 - iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
3. The property has contextual value because it,
 - i. is important in defining, maintaining or supporting the character of an area,
 - ii. is physically, functionally, visually or historically linked to its surroundings, or
 - iii. is a landmark.

Having inspected the subject building and reviewed the property's history, the Senior Heritage Planner is of the opinion that although this early 20th century bank barn has some design/physical value in that it is now a rare and representative example of an early 20th century farm building type (bank barn) and construction method (heavy wood timber, post and beam construction) and although the bank barn has contextual value in that it is important in maintaining or supporting the

agricultural character of the area – the barn has no strong historical association with the ownership of James Hanlon farm and farmhouse.

Physical Integrity of the Listed Heritage Property

The Ontario Ministry of Culture’s Heritage Toolkit describes the physical condition of a cultural heritage property as a “difficult consideration”.

Some cultural heritage properties are found in a deteriorated state but may still maintain all or part of their cultural heritage value or interest. The ability of the structure to exist for the long term, and determining at what point repair and reconstruction erode the integrity of the heritage attributes, must be weighed against the cultural heritage value or interest held by the property.

The property owner has obtained an opinion from an engineer who observed structural issues with the barn foundation and floor and that the barn is not safe to store equipment and is not safe for people to use. The property owner does not want people trespassing onto the property and gaining illegal access to this unsafe structure.

As the structural stability of the bank barn building has become so tenuous that without a plan on the part of the owner to repair this element of the property, Council is left with a decision to either protect the barn building through designation or allow the barn to be removed from the Municipal Register of Cultural Heritage Properties which would allow the Chief Building Official to approve the building’s demolition.

Planning staff are of the opinion that the bank barn at 331 Clair Road East does not have significant cultural heritage value. According to criteria established by regulation under the Ontario Heritage Act, the bank barn is considered to have diminished design/physical value and contextual value and has very little historical/associative value in relation to the listed non-designated stone farmhouse on the same property. A structural engineer retained by the owner has deemed the barn building to be unsafe. With no practical use proposed for the barn by its owner, it is recommended that Council direct staff to remove the barn building from the Municipal Register of Cultural Heritage Properties.

As required under Section 27 (1.3) of the Ontario Heritage Act, Heritage Guelph has been consulted regarding the proposed removal of this building from the Municipal Register of Cultural Heritage Properties. At their meeting of June 13, 2016, Heritage Guelph carried the following motions:

THAT the Cultural Heritage Resource Impact Assessment of 331 Clair Road East by Ecoplans and SBA Architects dated May 31, 2012 be received; and

THAT Heritage Guelph supports the recommendations limited to the wood timber, bank barn at 331 Clair Road East as presented in the Cultural Heritage Resource Impact Assessment by Ecoplans and SBA Architects dated May 31, 2012, in that the barn does not merit designation under the Ontario Heritage Act as it does not have significant cultural heritage value based on the criteria of Ontario Regulation 9/06:

- Design/physical value - diminished by later alterations and repairs
- Historical/associative value – construction date of c. 1850 is incorrect in the heritage register – the barn was built c. 1907
- Contextual value - not the original barn associated with the house - may not be in the same location as the original barn(s) and it is no longer connected with agricultural uses; and

THAT Heritage Guelph would have no objection to the approval of a permit to allow careful disassembly of the barn building, provided that the proponent salvage wood members (e.g. framing, beams, posts or cladding) to be retained for potential reuse (preferably on site); and

THAT Heritage Guelph has no objection to the removal of the barn at 331 Clair Road East from the Municipal Register of Cultural Heritage Properties.

Financial Implications

None

Corporate Strategic Plan

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

Communications

Building Services

Legal and Realty Services

Attachments

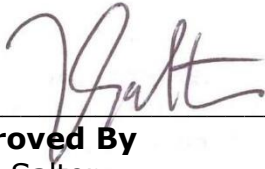
ATT-1 Property Location

ATT-2 Heritage Register Records and Street View

ATT-3 Property Photographs

Report Author

Stephen Robinson
Senior Heritage Planner



Approved By

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For:

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ATT 1 – Property Location

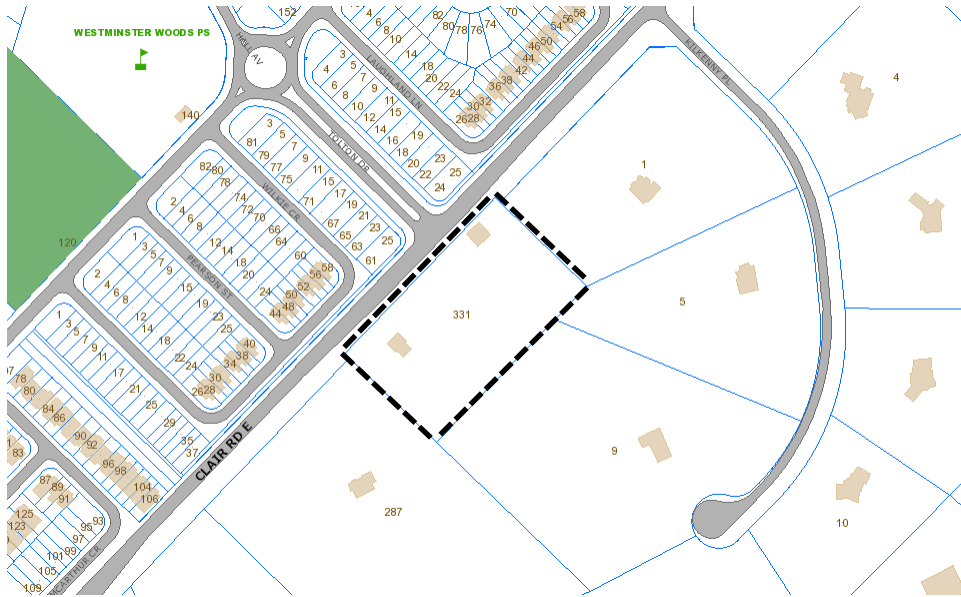


Figure 1 – Location of 331 Clair Road East. (City of Guelph GIS)



Figure 2 – Location of barn and farmhouse at 331 Clair Rd E. (City of Guelph GIS)

ATT 2 – Heritage Register Records and Street View

331 Clair Rd E

Rear Part Lot 11, Concession 8
Built c. 1850

Neo-Classic Vernacular, 1 1/2 storey, 3 bay, front gable, round-head window, gothic divisions, eaves returns.



331 Clair Rd E

Rear Part Lot 11, Concession 8
Built c. 1850

Barn - Bank type, gable roof.



Figure 3 – Records from City of Guelph Municipal Register of Cultural Heritage Properties.
(www.guelph.ca/heritage)



Figure 4 – View of barn from Clair Road East (2011). (Image: Google Street View, 2011)

ATT 3 – Property Photographs



Figure 5 – Barn, viewed from north. (Planning Services)



Figure 6 – Barn, viewed from west. (Planning Services)

ATT 4 – Property Photographs (cont'd)



Figure 7 – Farmhouse, viewed from north. (Planning Services)



Figure 8 – Farmhouse tail, viewed from southeast. (Planning Services)

Staff Report

To City Council

Service Area Infrastructure, Development & Enterprise Services

Date Tuesday, October 11, 2016

**Subject Statutory Public Meeting Report
 978-1042 Paisley Road
 Proposed Vacant Land Condominium Subdivision
 File: 23CDM16507
 Ward 4**

Report Number 16-72

Recommendation

1. That Report 16-72 regarding a proposed four (4) unit Vacant Land Condominium Subdivision application (File: 23CDM16507) by Joylife Imperial Towers Limited on the property municipally known as 978-1042 Paisley Road, and legally described as Block 139, Registered Plan 61M-8, and Blocks 2, 3 and 4, Registered Plan 61M-53, City of Guelph from Infrastructure, Development and Enterprise dated October 11, 2016, be received.

Executive Summary

Purpose of Report

To provide planning information on an application requesting draft plan approval of a four (4) unit Vacant Land Condominium Subdivision as it pertains to an apartment development on the property municipally known as 978-1042 Paisley Road. This report has been prepared in conjunction with the Statutory Public Meeting requirements for this application.

Key Findings

The City is required under the *Planning Act* to hold a public meeting for vacant land condominium subdivision applications prior to a decision being made. The authority to issue draft plan approval for most condominiums, including vacant land, has been delegated by Council to the General Manager of Planning, Urban Design and Building Services.

Financial Implications

None

Report

An application for a four (4) unit vacant land condominium subdivision was received for the property municipally known as 978-1042 Paisley Road from Joylife Imperial

Towers Limited on August 2, 2016 and deemed to be complete on August 19, 2016. The intent of the application is to subdivide the subject lands into four (4) vacant land condominium units that correspond to four individual apartment buildings. The building envelope of each of the apartments would represent a condominium unit. Off-street parking on the subject lands would be designated as common elements to the condominium units, with specific blocks of parking spaces being exclusive use to one of the apartment buildings (as a condominium unit).

Development of the subject lands is currently underway. A site plan application (File: SP13A030) was approved by the General Manager of Planning, Urban Design and Building Services on December 1, 2014 for the first three (3) of four (4) apartment buildings (See ATT-7). Following site plan approval, building permits have been issued for the first three (3) apartment buildings, and construction is currently ongoing. The fourth and easterly most apartment building will be considered at a later date under a separate site plan application, to be submitted to the City.

As per Section (7) of Ontario Regulation (O. Reg.) 544/06 (Regulation to the *Planning Act*), for vacant land condominiums, the City as the approval authority is required to hold a Public Meeting at least 14 days before a decision is made on draft plan approval. By-law (2003)-17128 delegates Council's approval authority for all plans of condominium to the General Manager of Planning, Urban Design and Building Services.

Under this By-law, the General Manager has authority to issue draft plan approval for vacant land condominiums provided there are no difficult, complex or controversial issues related to the application. Since the development of the subject lands is significantly underway following the issuance of site plan approval and building permits, the General Manager of Planning Services has confirmed in his opinion that there are no difficult, complex or controversial issues to refer the vacant land condominium back to Council for approval. This application for draft plan approval of a vacant land condominium subdivision will result in no physical changes to the development beyond what is contained in the site plan approvals and associated building permits. Following the Public Meeting, Planning staff will review all comments received on the vacant land condominium, and the General Manager will make a decision on draft plan approval.

Location

The subject property is directly located at the southeast corner of Paisley Road and Elmira Road South (see ATT-1 and ATT-2 - Location Map and Orthophoto). The subject property has an area of 3.2 hectares.

Surrounding land uses include:

- To the north: Paisley Road, beyond which are lands within the designated Paisley and Imperial Mixed Use Node and zoned specialized 'Community Commercial', and includes a commercial mall (West Hills Plaza) with a food store, retail, financial establishments and restaurants.
- To the south: single detached dwellings along Stephanie Drive;

- To the east: lands within the designated Paisley and Imperial Mixed Use Node and zoned Neighbourhood Commercial, including a standalone financial establishment; and
- To the west: Elmira Road South, beyond which are lands zoned for apartments.

Existing Official Plan Land Use Designations and Policies

The Official Plan land use designation that applies to the subject property is “High Density Residential”. Apartment buildings are permitted in this land use designation. The relevant policies for the applicable land use designation are included in ATT-3.

Official Plan Amendment #48 Land Use Designations and Policies

Official Plan Amendment #48 (OPA 48) (currently under appeal), a comprehensive update to the City’s Official Plan, proposes to maintain the “High Density Residential” land use designation. Although the application is being processed under the 2001 Official Plan (September 2014 Consolidation), Staff must have regard to the Council adopted policies and designations of OPA 48. The land use designations and relevant policies contained in OPA 48 are included in ATT-4.

Existing Zoning

The subject property is currently zoned “High Density Apartment” (R.4B), according to Zoning By-law (1995)-14864, as amended.

Details of the existing zoning are included in ATT-5.

Description of Proposed Draft Plan of Vacant Land Condominium

The applicant has requested draft plan approval of a vacant land condominium subdivision with four (4) units. The subject property has received site plan approval for three (3) apartment buildings with a total of 567 off-street parking spaces, and these buildings are currently under construction. A fourth apartment building is proposed to be constructed at a later date. Each unit in the proposed condominium plan will contain one (1) of the four (4) residential apartment buildings. The individual dwelling units within the apartment buildings will not be units within the proposed condominium, and will contribute to the City’s rental housing stock.

The proposed unit boundaries for the first three (3) site plan approved apartment buildings will be aligned to the exterior building face. The boundaries will extend below grade to include the portion of the underground parking garage and associated parking spaces that are directly beneath each apartment building (See ATT-6). Many of the off-street parking spaces directly below each apartment building are in a tandem, stacked arrangement. These spaces are extra, surplus spaces above the minimum off-street requirement in the Zoning By-law.

A separate site plan application (File SP16A012) was submitted on March 30, 2016 for the fourth and eastern-most apartment building. As the site plan for this fourth apartment building has not been finalized or approved, the unit boundaries of Unit 4 in the condominium plan are proposed to be the approximate area of land that the fourth building will ultimately be built upon. This will make Unit 4 larger than

the building envelope of the apartment building to be constructed in its location. As such, Unit 4 will likely contain some exterior landscaping and walkways. Unit 4 will not have any underground parking.

Of the four (4) apartment buildings on the property, the number of individual dwelling units would be as follows:

- Unit 1 (Apartment Building 1) – 180
- Unit 2 (Apartment Building 2) – 126
- Unit 3 (Apartment Building 3) – 126
- Unit 4 (Proposed Apartment Building 4) – 52
- *TOTAL DWELLING UNITS: 484*

Each of the condominium units will have exclusive use parking areas assigned to each condominium unit or apartment building. Units 1, 2 and 3 will have exclusive use parking spaces within the common element areas in both the underground parking garage as well as at surface level. All of Unit 4's exclusive use parking areas will be located within the surface parking lot adjacent to the building.

With the exception of a small portion of exterior landscaping and walkways for apartment building 4 captured within the unit boundary, all exterior areas of the apartment buildings are proposed to form part of the common elements of the condominium.

Financial Implications

Financial implications will be reported in the future internal staff recommendation report to the General Manager of Planning, Urban Design and Building Services.

Staff Review

The review of this application will address the following issues:

- Evaluation of the proposal's conformity with the Official Plan; including any Official Plan Amendments;
- Review of the proposal's conformity with the R.4B Zoning;
- Review of the proposal's conformity and compliance with the approved site plan (SP13A030);
- Review the need for site specific warning clauses and provisions to be included within the condominium declaration;
- Address all departmental, agency and public comments and issues raised during the review of the application.

Once the application is reviewed and all issues are addressed, an internal staff report with a recommendation on draft plan approval of the vacant land condominium will be considered by the General Manager of Planning, Urban Design and Building Services.

Corporate Strategic Plan

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

3.3 Strengthen citizen and stakeholder engagement and communications.

Communications

The Notice of Complete Application and Public Meeting was mailed on September 6, 2016 to local boards and agencies, City service areas and property owners within 120 metres of the subject property. The Notice of Public Meeting was also advertised in the Guelph Tribune on September 15, 2016. Notice of the application has also been provided by signage on the property.

Attachments

ATT-1	Location Map and 120 m Circulation
ATT-2	Orthophoto
ATT-3	Official Plan Land Use Designations and Policies
ATT-4	Official Plan Amendment #48 Land Use Designations and Policies
ATT-5	Existing Zoning and Details
ATT-6	Proposed Draft Plan of Condominium
ATT-7	Approved Site Plan - SP13A030

Report Author

Michael Witmer
Development Planner II



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Approved By

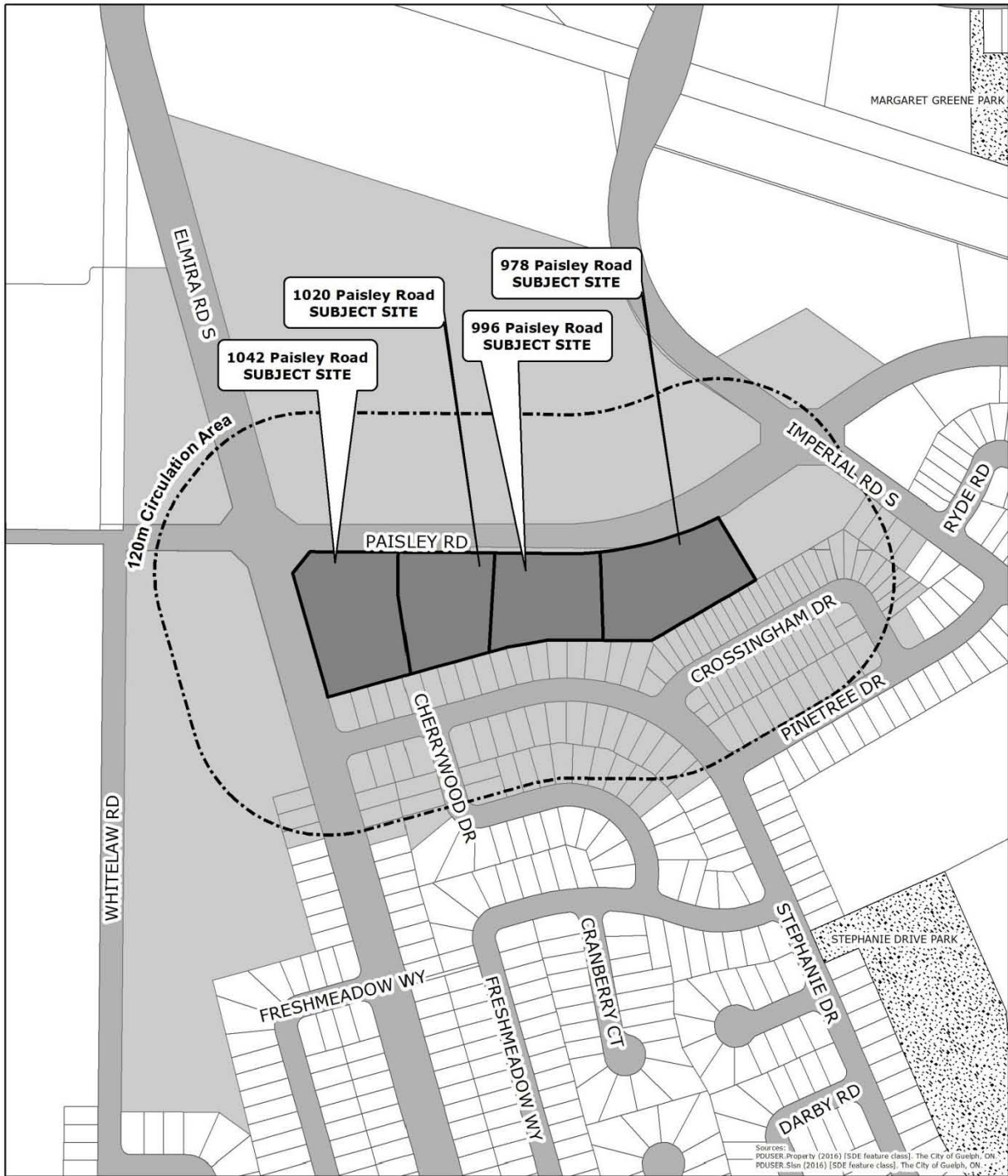
Sylvia Kirkwood
Manager of Development Planning




Recommended By

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ATT-1 Location Map and 120m Circulation






0 10 20 40 60 80 100 120 140 160
m

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
September 2016

LOCATION MAP & 120m CIRCULATION

978 to 1042 Paisley Road



ATT-2 Orthophoto




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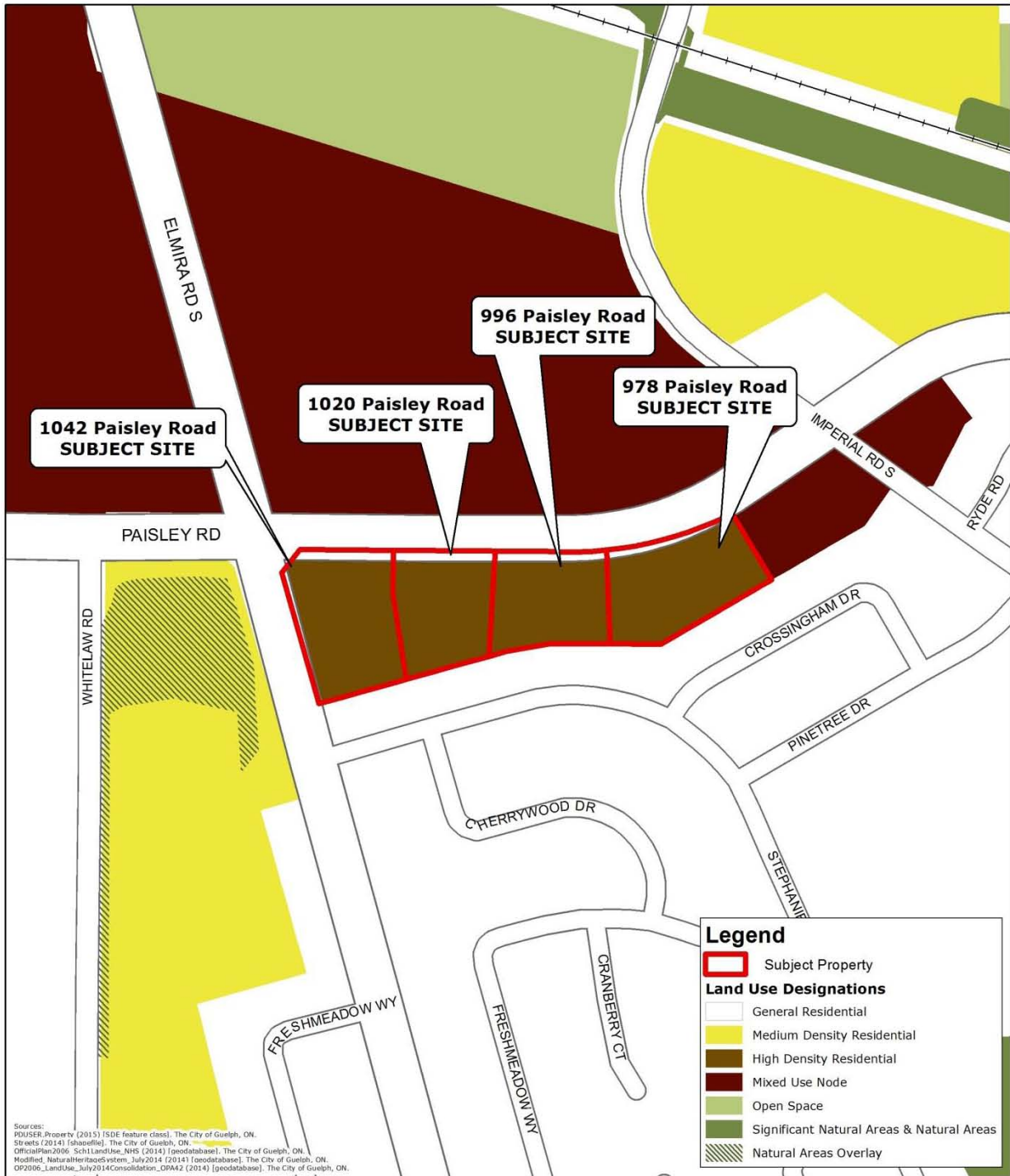
0 12.5 25 50 75 100 m

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Planning, Urban Design and Building Services - Development Planning
September 2016

2012 Orthophoto 978 to 1042 Paisley Road



**ATT-3
Official Plan Land Use Designations and Policies**



Sources:
POUSER, Property (2015) [SDE feature class]. The City of Guelph, ON.
Streets (2014) [shapefile]. The City of Guelph, ON.
OfficialPlan2006_Sch1LandUse_AHS (2014) [geodatabase]. The City of Guelph, ON.
Modified_NaturalHeritageSystem_July2014 (2014) [geodatabase]. The City of Guelph, ON.
OP2006_LandUse_July2014Consolidation_OPA42 (2014) [geodatabase]. The City of Guelph, ON.

2001 Official Plan, September 2014 Consolidation

Land Use Designations

978 to 1042 Paisley Road

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September 2016

ATT-3 (continued)
Official Plan Land Use Designations and Policies

'High Density Residential' Land Use Designation

7.2.41 The predominant use of land within areas designated as 'High Density Residential' on Schedule 1 shall be for multiple unit residential buildings, generally in the form of apartments.

7.2.42 The 'High Density Residential' designation has been outlined on Schedule 1 in instances where there is a clear planning intent to provide for the following:

- a) High density housing forms in new growth areas to assist in providing opportunities for affordable housing;
- b) Greater housing densities that are supportive of transit usage adjacent to major roads forming the existing and future transit network;
- c) A variety of housing types and forms to be situated throughout all areas of the community; and
- d) Supportive of urban form objectives and policies to establishing or maintaining mixed-use nodes.

7.2.43 The net density of development shall not occur at less than 100 units per hectare (40 units/acre) and shall not exceed 150 units per hectare (61 units/acre), except as provided for in policy 7.2.10.

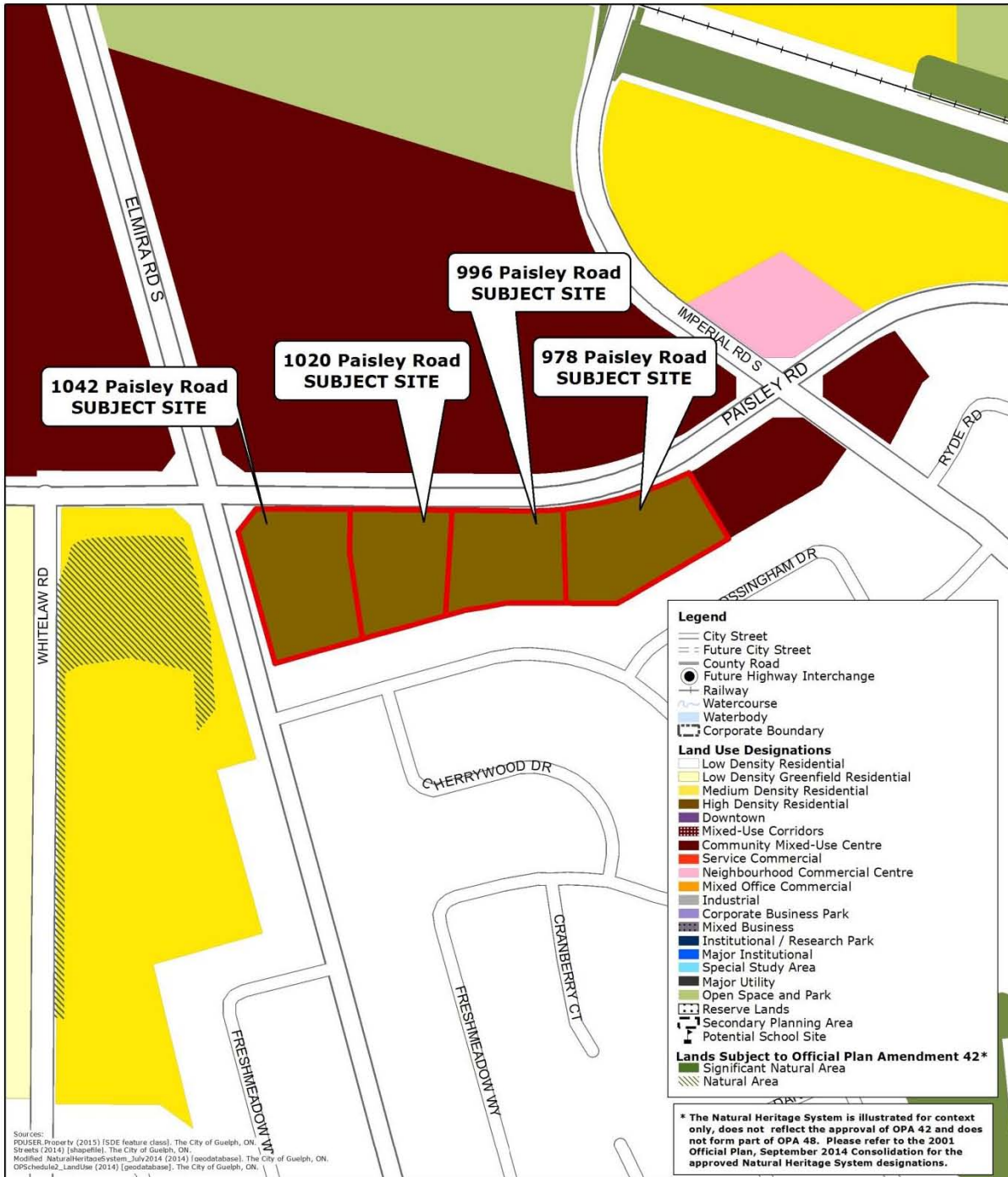
7.2.44 High density residential development proposals shall comply with the development criteria established for multiple unit residential buildings as outlined in policies 7.2.7 and 7.2.45 and shall be regulated by the Zoning By-law.

7.2.45 The establishment of a new high density residential use, not within a 'High Density Residential' designation on Schedule 1, will require an amendment to this Plan. When considering such amendments to this Plan, the criteria of policy


7.2.7 will be considered, as well as the following:

- a) That the proposal is located in proximity to major employment, commercial and institutional activities; and
- b) That the proposal is located on an arterial or collector road.

ATT-4
Official Plan Amendment #48 Land Use Designations and Policies



Official Plan Amendment No. 48
Proposed Land Use Designations
978 to 1042 Paisley Road


 Making a Difference

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 Planning, Urban Design and Building Services - Development Planning
 September 2016

ATT-4 (continued)
Official Plan Amendment #48 Land Use Designations and Policies

9.3.5 High Density Residential

The predominant use of land within the High Density Residential Designation shall be high density multiple unit residential building forms.

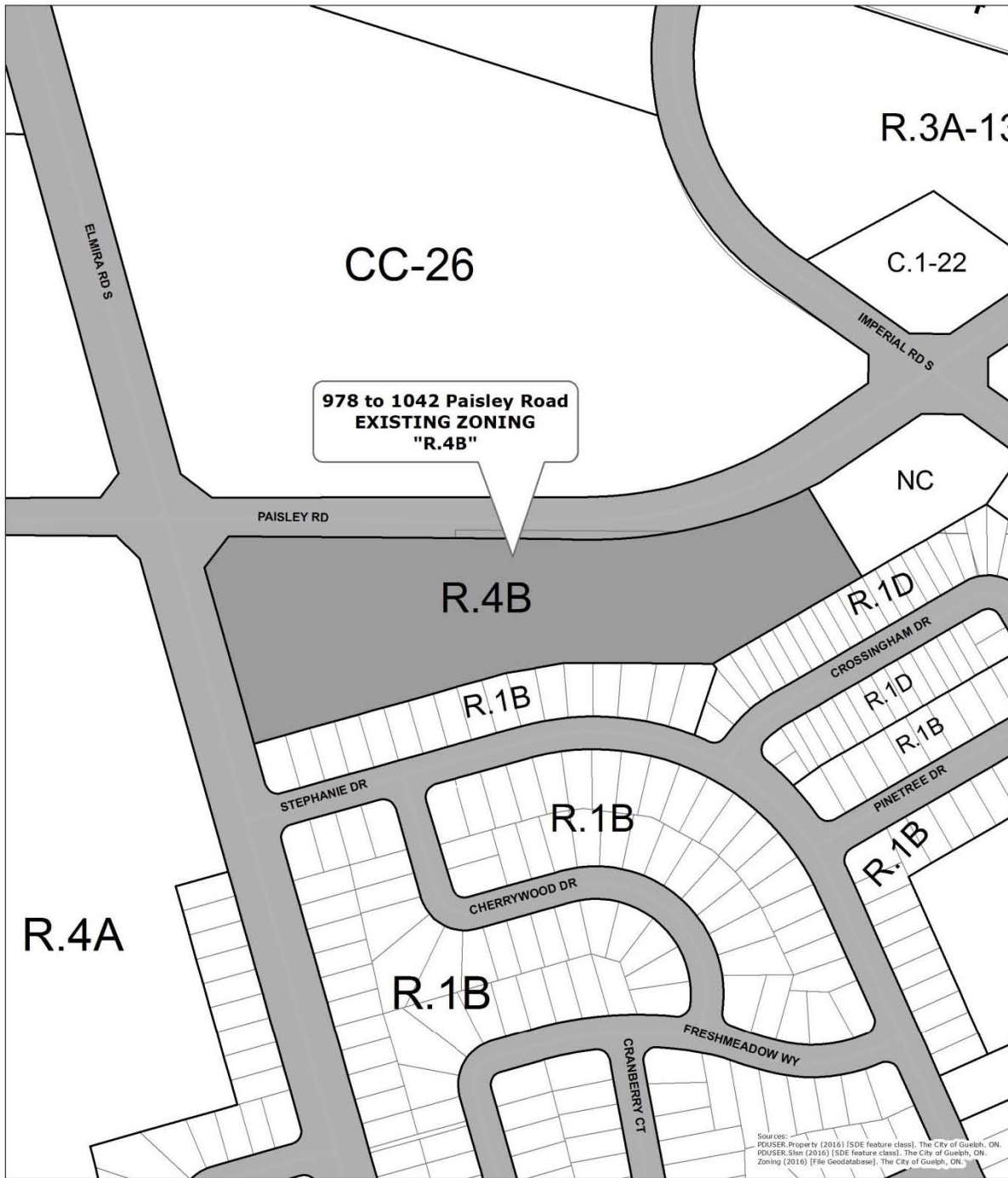
Permitted Uses

1. The following uses may be permitted subject to the applicable provisions of this Plan:
 - i) multiple unit residential buildings generally in the form of apartments.

Height and Density

2. The minimum height is three (3) storeys and the maximum height is ten (10) storeys
3. The maximum net density is 150 units per hectare and not less than a minimum net density of 100 units per hectare.
4. Increased height and density may be permitted in accordance with the Height and Density Bonus policies of this Plan.

**ATT-5
Existing Zoning and Details**



Sources:
POUSER, Property (2016) [SDE feature class], The City of Guelph, ON.
POUSER, Sites (2016) [SDE feature class], The City of Guelph, ON.
Zoning (2016) [File Geodatabase], The City of Guelph, ON.



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Planning, Urban Design and Building Services - Development Planning
September 2016

EXISTING ZONING
978 to 1042 Paisley Road



ATT-5 (continued)
Existing Zoning and Details

5.4 RESIDENTIAL APARTMENT (R.4) ZONES

5.4.1 PERMITTED USES

The following are permitted Uses within the Residential Apartment R.4 Zones:

5.4.1.2 R.4B - High Density Apartment Zone

- Apartment Building
- Accessory Uses in accordance with Section 4.23
- Home Occupation in accordance with Section 4.19.

5.4.2 REGULATIONS

Within the Apartment R.4 Zones, no land shall be Used and no Building or Structure shall be erected or Used except in conformity with the applicable regulations contained in Section 4 - General Provisions, the regulations set out in Table 5.4.2, and the following:

5.4.2.1 Minimum Side Yard - R.4A and R.4B Zones

Despite Row 8 of Table 5.4.2, where windows of a Habitable Room face on a Side Yard, such Side Yard shall have a minimum width of not less than 7.5 metres.

5.4.2.2 Minimum Distance Between Buildings- R.4A and R.4B Zones

Where two or more Buildings are located on any one Lot, the following regulations shall apply:

5.4.2.2.1 The distance between the face of one Building and the face of another Building either of which contains windows of Habitable Rooms, shall be one-half the total height of the two Buildings, and in no case less than 15 metres.

5.4.2.2.2 The distance between the faces of any two Buildings with no windows to Habitable Rooms shall be a minimum of 15 metres.

5.4.2.4 Minimum Common Amenity Area

5.4.2.4.1 An amount not less than 30 m² per dwelling unit for each unit up to 20. For each additional dwelling unit, not less than 20 m² of Common Amenity Area shall be provided and aggregated into areas of not less than 50 m².

ATT-5 (continued)
Existing Zoning and Details

- 5.4.2.4.2 *Amenity Areas* shall be designed and located so that the length does not exceed 4 times the width.
- 5.4.2.4.3 A *Common Amenity Area* shall be located in any *Yard* other than the required *Front Yard* or required *Exterior Side Yard*.
- 5.4.2.4.4 *Landscaped Open Space* areas, *Building* roof tops, patios, and above ground decks may be included as part of the *Common Amenity Area* if recreational facilities are provided and maintained (e.g. swimming pools, tennis courts, lounges, and landscaped areas).
- 5.4.2.5 Additional *Building* Regulations - R.4B Zone
- 5.4.2.5.1 Despite Row 10 of Table 5.4.2, properties *Zoned* R.4B or specialized R.4B as defined by this *By-law* within the "Older Built-Up Area Outside the CBD" as indicated on Defined Area Map Number 68 shall have a maximum *Building Height* of 6 *Storeys* and shall be in accordance with Sections 4.16 and 4.18.
- 5.4.2.5.2 Properties *Zoned* R.4B or specialized R.4B as defined by this *By-law* within the "Older Built-Up Area Outside the CBD" as indicated on Defined Area Map Number 68 shall use the R.4C *Zone* regulations as specified in Table 5.4.2 for the following: minimum *Front* and *Exterior Side Yard*, minimum *Side Yard*, minimum *Rear Yard*, minimum distance between *Buildings*, minimum *Common Amenity Area*, minimum *Landscaped Open Space*, and *Floor Space Index* (F.S.I.).

ATT-5 (continued)
Existing Zoning and Details

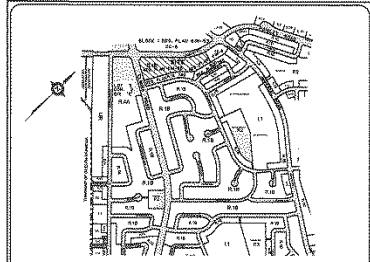
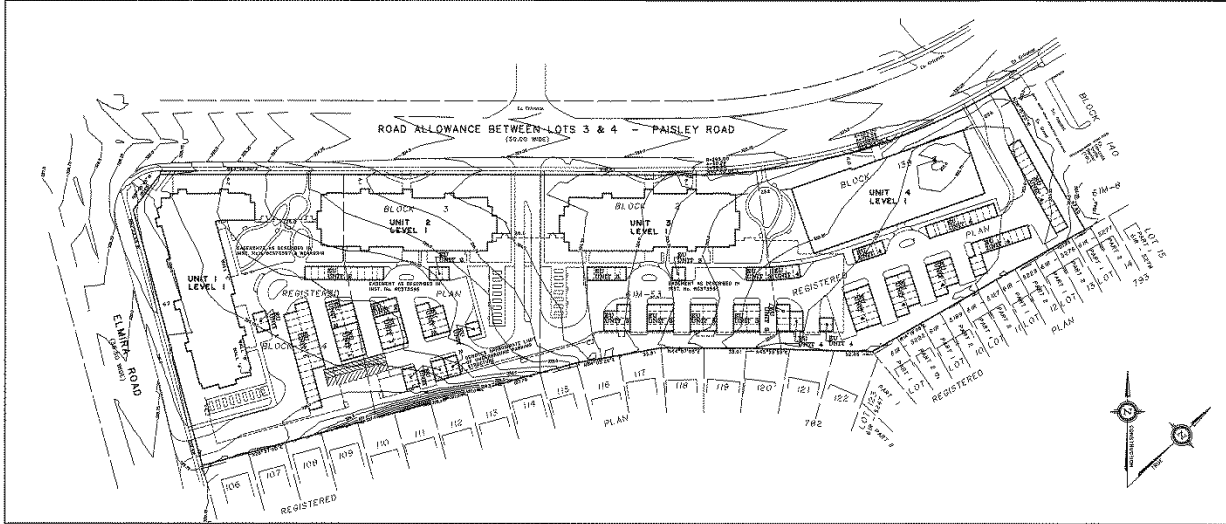
TABLE 5.4.2 - REGULATIONS GOVERNING R.4 ZONES

Row 1	Residential Type	General Apartment	High Density Apartment	Central Business District Apartment	Infill Apartment
2	Zones	R.4A	R.4B	R.4C	R.4D
3	Minimum Lot Area	650 m ²			
4	Minimum Lot Frontage	15 metres			
5	Maximum Density (units/ha)	100	150	200	100
6	Minimum Front and Exterior Side Yard	6 metres and as set out in Section 4.24.		3 metres and in accordance with Section 4.24.	
7	Maximum Front and Exterior Side Yard	-----		6 metres	
8	Minimum Side Yard	Equal to one-half the Building Height but not less than 3 metres and in accordance with Section 5.4.2.1.		Equal to one-half the Building Height but in no case less than 3 metres, except where adjacent to any other R.4, Commercial, Industrial or Institutional Zone . In these circumstances, a minimum of 3 metres is required.	
9	Minimum Rear Yard	Equal to 20% of the Lot Depth or one-half the Building Height , whichever is greater, but in no case less than 7.5 metres.		Equal to 20% of the Lot Depth or one-half the Building Height , whichever is greater, but in no case less than 7.5 metres, except where adjacent to Commercial, Industrial or Institutional Zones . In these circumstances, a minimum of 7.5 metres is required.	
10	Maximum Building Height	8 Storeys and in accordance with Sections 4.16, 4.18 and Defined Area Map No. 68.	10 Storeys and in accordance with Sections 4.16, 4.18, 5.4.2.5 and Defined Area Map No. 68.	6 Storeys and in accordance with Sections 4.16, 4.18, 6.3.2.3 and Defined Area Map No. 68.	4 Storeys and in accordance with Sections 4.16, 4.18 and Defined Area Map No. 68.
11	Minimum Distance Between Buildings	See Section 5.4.2.2.		See Section 5.4.2.3.	
12	Minimum Common Amenity Area	See Section 5.4.2.4.		None required.	

ATT-5 (continued)
Existing Zoning and Details

13	Minimum Landscaped Open Space	20% of the Lot Area for Building Heights from 1 - 4 Storeys and 40% of the Lot Area for Buildings from 5 - 10 Storeys .	The Front Yard of any Lot , excepting the Driveway , shall be landscaped. In addition, no parking shall be permitted within this Landscaped Open Space .		
14	Off- Street Parking	In accordance with Section 4.13.			
15	Buffer Strips	Where an R.4 Zone abuts any other Residential Zone or any Institutional, Park, Wetland, or Urban Reserve Zone , a Buffer Strip shall be developed.			
16	Accessory Buildings or Structures	In accordance with Section 4.5.			
17	Garbage, Refuse Storage and Composters	In accordance with Section 4.9.			
18	Floor Space Index (F.S.I.)	1	1.5	2	2
19	Fences	In accordance with Section 4.20.			

Proposed Draft Plan of Condominium
ATT-6



KEY PLAN SCALE 1 : 10,000

ADDITIONAL INFORMATION REQUIRED UNDER SECTION 51 (17) OF THE PLANNING ACT

51 (17) (a) - (d) AS SHOWN
 (e) SEE RELEVANT INFORMATION SECTION
 (f) SEE RELEVANT INFORMATION SECTION
 (g) METEOROLOGICAL WATER SUPPLY
 (h) CITY CLEAN
 (i) SEE SITE GRADING PLAN
 (j) MUNICIPAL STORM AND SANITARY SEWERS
 (k) AS SHOWN

OWNER'S CERTIFICATE
 WE HEREBY AUTHORIZE BLACK, SHOENAKER, ROBINSON & DONALDSON LIMITED, ONTARIO LAND SURVEYORS, URBAN AND RURAL PLANNERS TO SUBMIT THIS DRAFT PLAN OF STANDARD CONDOMINIUM.

JOYLFIE IMPERIAL TOWERS LIMITED
 July 28, 2016
 DATE
 I HAVE THE AUTHORITY TO SIGN THE CORPORATION

SURVEYOR'S CERTIFICATE
 I HEREBY CERTIFY THAT THE BOUNDARIES OF THE LANDS TO BE SUBDIVIDED AND THEIR RELATIONSHIP TO THE ADJACENT LANDS ARE ACCURATELY AND CORRECTLY SHOWN.

July 27, 2016
 DATE
 KERRY F. HULLIS
 ONTARIO LAND SURVEYOR

METRIC:
 DISTANCES SHOWN ON THIS PLAN ARE IN METERS AND CAN BE CONVERTED TO FEET BY DIVIDING BY 3.2808

RELEVANT INFORMATION

PLAN ITEM	QUANTITY
TOTAL SITE AREA	32283.5 SQ.M.
BUILDING AREA (UNIT 1)	2011 SQ.M.
BUILDING AREA (UNIT 2)	1028 SQ.M.
BUILDING AREA (UNIT 3)	1028 SQ.M.
BUILDING AREA (UNIT 4)	2112 SQ.M.
TOTAL AREA	7078 SQ.M.
COVERAGES	526
UNIT 1 PARKING (UNDERGROUND)	41
UNIT 1 EXCLUSIVE USE SURFACE PARKING (LEVEL 1)	33
UNIT 1 EXCLUSIVE USE UNDERGROUND PARKING (LEVEL A)	33
UNIT 2 PARKING (UNDERGROUND)	24
UNIT 2 EXCLUSIVE USE SURFACE PARKING (LEVEL 1)	38
UNIT 2 EXCLUSIVE USE UNDERGROUND PARKING (LEVEL A)	11
UNIT 3 PARKING (UNDERGROUND)	26
UNIT 3 EXCLUSIVE USE SURFACE PARKING (LEVEL 1)	36
UNIT 3 EXCLUSIVE USE UNDERGROUND PARKING (LEVEL A)	35
UNIT 4 EXCLUSIVE USE SURFACE PARKING (LEVEL 1)	42
TOTAL PARKING	277

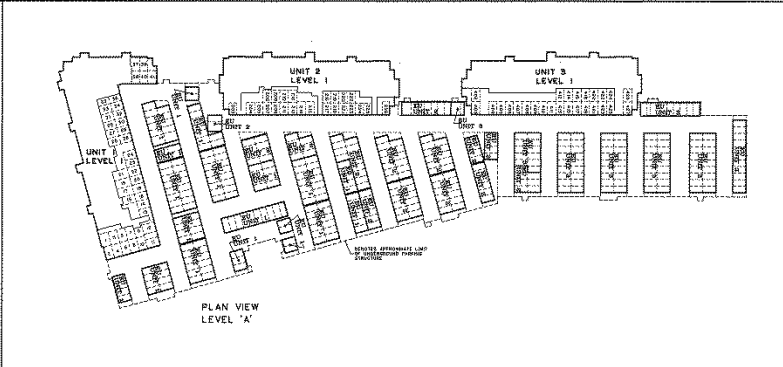
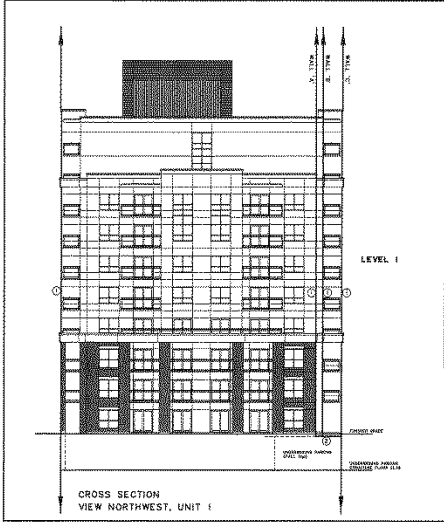
DRAFT PLAN OF VACANT LAND CONDOMINIUM

OF
 BLOCK 139
 REGISTERED PLAN 61M-8
 AND
 BLOCKS 2, 3 AND 4
 REGISTERED PLAN 61M-53
 CITY OF GUELPH
 COUNTY OF WELLINGTON

SCALE 1 : 750

BLACK, SHOENAKER, ROBINSON & DONALDSON LIMITED
 Ontario Land Surveyors, Urban and Rural Planners
 351 Sandown Avenue West
 Guelph, Ontario N1H 2N6
 TEL: (519) 893-0341
 FAX: (519) 893-1020

DATE: JULY 27, 2016
 DRAWN BY: JDE
 CHECKED BY: JDE
 PROJECT NO: 15-10002-01



UNIT BOUNDARY DEFINITION

THE BOUNDARIES CONTROLLING THE EXTENT AND LOCATION OF THE UNITS (AS FULLY DESCRIBED IN SCHEDULE "U" OF THE DECLARATION) SHALL BE THE FOLLOWING ITEM:

- ① THE OUTSIDE FACE AND PROJECTION AND PLANE OF THE CONCRETE WALLS AND/OR ARCHITECTURAL PROJECTIONS, INCLUDING BELLS, CORNICES, SILLS AND/OR CORNICES
- ② THE UNFINISHED INTERIOR SIDE SURFACE AND THE PLANE AND PROJECTIONS OF OF THE CEILING OF THE UNDERGROUND PARKING STRUCTURE

AREAS NOT DEFINED AS UNITS ARE TO BE COMMON ELEMENTS

Staff Report

To City Council

Service Area Infrastructure, Development & Enterprise Services

Date Tuesday, October 11, 2016

**Subject Statutory Public Meeting Report
108 and 110 Nottingham Street
Proposed Zoning By-law Amendment
File: ZC1611
Ward 5**

Report Number 16-74

Recommendation

1. That Report 16-74 regarding a proposed Zoning By-law Amendment application (File: ZC1611) by Van Harten Surveying Inc. on behalf of Henry Hanlon to recognize the existing semi-detached dwelling on the property municipally known as 108 and 110 Nottingham Street, and legally described as Part of Lot 259, Plan 8, City of Guelph, Part 3 of 61R-20160, from Infrastructure, Development and Enterprise dated October 11, 2016, be received.

Executive Summary

Purpose of Report

To provide planning information on an application requesting approval of a Zoning By-law Amendment to recognize the existing semi-detached dwelling on the property municipally known as 108 and 110 Nottingham Street. This report has been prepared in conjunction with the Statutory Public Meeting for this application.

Key Findings

Key findings will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Financial Implications

Financial implications will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Report

Background

An application to amend the Zoning By-law was received for the property municipally known as 108 and 110 Nottingham Street from Van Harten Surveying

Inc. on behalf of Henry Hanlon on June 30, 2016 and deemed to be complete on July 28, 2016. The intent of the application is to change the zoning from the "Residential Single Detached" (R.1B) Zone to a "Specialized Residential Semi-Detached/Duplex" (R.2-?) Zone to recognize the existing semi-detached dwelling. No development is proposed through this application. This application, if approved, will allow for a future application to the Committee of Adjustment for Consent to facilitate the sale of the existing semi-detached dwelling as two individual units.

Location

The subject property is located on the south side of Nottingham Street, between Bristol Street and Glasgow Street (see ATT-1 and ATT-2 - Location Map and Orthophoto). The subject property has an area of 355 square metres (3,821.2 square feet) and a frontage of 17.4 metres (57.1 feet) along Nottingham Street. The property is currently developed with an existing semi-detached dwelling.

Surrounding land uses include:

- To the north: Nottingham Street, beyond which are lands zoned for residential uses;
- To the south: lands zoned and used for a vehicle service station;
- To the east: lands zoned for residential uses;
- To the west: lands zoned for residential uses, beyond which is Bristol Street.

Existing Official Plan Land Use Designations and Policies

The Official Plan land use designation that applies to the subject property is "Special Policy Area/Floodplain". The permitted uses within the 'S.P.A. Flood Plain' designation are established by the land use designations shown on Schedule 8 – Special Policy Area and Floodplain Land Use Plan (see ATT-4), which designates the subject property as "General Residential". Within the "General Residential" land use designation, all forms of residential development are permitted which includes single and semi-detached dwellings. The 'Special Policy Area Flood Plain' designation illustrates a currently built-up portion of Guelph which is within the regulatory floodplain of the Speed and Eramosa Rivers. Development, redevelopment and rehabilitation of buildings and structures in this area is considered vital to the continued economic and social viability of the City. The relevant policies for the applicable land use designation are included in ATT-3.

Official Plan Amendment #48 Land Use Designations and Policies

Official Plan Amendment #48 (OPA 48) (under appeal), a comprehensive update to the City's Official Plan, proposes to designate the subject property as "Low Density Residential". This designation applies to residential areas within the built-up area of the City which are currently predominantly low-density in character. The predominant land use in this designation is residential and includes single and semi-detached dwellings. The subject property is further identified as "Special Policy Area Floodplain" on Schedule 3 – Development Constraints (see ATT-6). This designation applies to older, established areas of the City. Development and redevelopment of these areas may be allowed subject to the "Special Policy Area Floodplain" policies. Although the application is being processed under the 2001 Official Plan, Staff must

have regard to the Council adopted policies and designations of OPA 48. The land use designations and relevant policies contained in OPA 48 are included in ATT-5.

Existing Zoning

The subject property is currently zoned "Residential Single Detached" (R.1B), with a "Lands Within the Special Policy Area" overlay, according to Zoning By-law (1995)-14864, as amended.

Details of the existing zoning are included in ATT-7.

Description of Proposed Zoning By-law Amendment

The purpose of the proposed Zoning By-law Amendment is to change the zoning from "Residential Single Detached" (R.1B) to a "Specialized Residential Semi-Detached/Duplex" (R.2-?) Zone to recognize the existing semi-detached dwelling.

In addition to the regulations set out in Section 5.2 – Residential Semi-Detached/Duplex (R.2) Zone of Zoning By-law (1995)-14864, as amended, the following additional specialized regulations have been requested to facilitate this proposal:

- A minimum **Lot Area** for every two units of 355 square metres, whereas the Zoning By-law requires a minimum **Lot Area** for every two units of 460 square metres;
- A minimum **Lot Area** of 175 square metres for 108 Nottingham Street and 180 square metres for 110 Nottingham Street, whereas the Zoning By-law requires a minimum **Lot Area** of 230 square metres for each unit;
- A minimum **Front Yard** setback of 1.1 metres, whereas the Zoning By-law requires a minimum **Front Yard** setback of 1.25 metres;
- A minimum **Side Yard** setback of 2.6 metres, whereas the Zoning By-law requires a minimum **Side Yard** setback of 3.0 metres;
- An open, roofed porch not exceeding 1 storey in height to be 0 metres from the front lot line, whereas the Zoning By-law requires a minimum setback of 2 metres; and,
- A minimum **Landscaped Open Space** between the driveway and the side lot line of 0 metres, whereas the Zoning By-law requires a minimum **Landscaped Open Space** of 0.6 metres between the driveway and nearest **Lot Line** to be maintained as landscaped open space in the form of grass, flowers, trees, shrubbery, natural vegetation and indigenous species and may include a surfaced walk.

Proposed Development

The applicant is not proposing any new development on the subject property. The existing semi-detached dwelling can be sold as individual units if this Zoning By-law Amendment application and future Consent application is approved.

The applicant's existing development plan is shown in ATT-9.

Supporting Documents

The following information was submitted in support of the application:

- Zoning By-law Amendment Sketch, prepared by Van Harten Surveying Inc., dated June 17, 2016; and,
- Planning Justification Report, prepared by Van Harten Surveying Inc., dated June 2016.

Staff Review

The review of this application will address the following issues:

- Evaluation of the proposal against the 2014 Provincial Policy Statement and Places to Grow: Growth Plan for the Greater Golden Horseshoe;
- Evaluation of the proposal's conformity with the Official Plan; including any Official Plan Amendments;
- Review of the proposed zoning, including the need for any specialized regulations;
- Review of servicing; and,
- Address all comments and issues raised during the review of the application.

Once the application is reviewed and all issues are addressed, a report from Infrastructure, Development and Enterprise with a recommendation will be considered at a future meeting of Council.

Financial Implications

Financial implications will be reported in the future staff recommendation report to Council.

Corporate Strategic Plan

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

Communications


The Notice of Complete Application was mailed on August 4, 2016 to local boards and agencies, City service areas and property owners within 120 metres of the subject property. The Notice of Public Meeting was mailed on September 20, 2016 to local boards and agencies, City service areas and property owners within 120 metres of the subject property and was also advertised in the Guelph Tribune on September 15, 2016. Notice of the application has also been provided by signage on the property.

Attachments

ATT-1	Location Map and 120m Circulation
ATT-2	Orthophoto
ATT-3	Official Plan Land Use Designations and Policies
ATT-4	'Special Policy Area' Flood Plain Land Use Plan
ATT-5	Official Plan Amendment #48 Land Use Designations and Policies
ATT-6	Development Constraints
ATT-7	Existing Zoning and Details
ATT-8	Proposed Zoning and Details

Report Author

Lindsay Sulatycki
Senior Development Planner



Approved By

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

Approved By

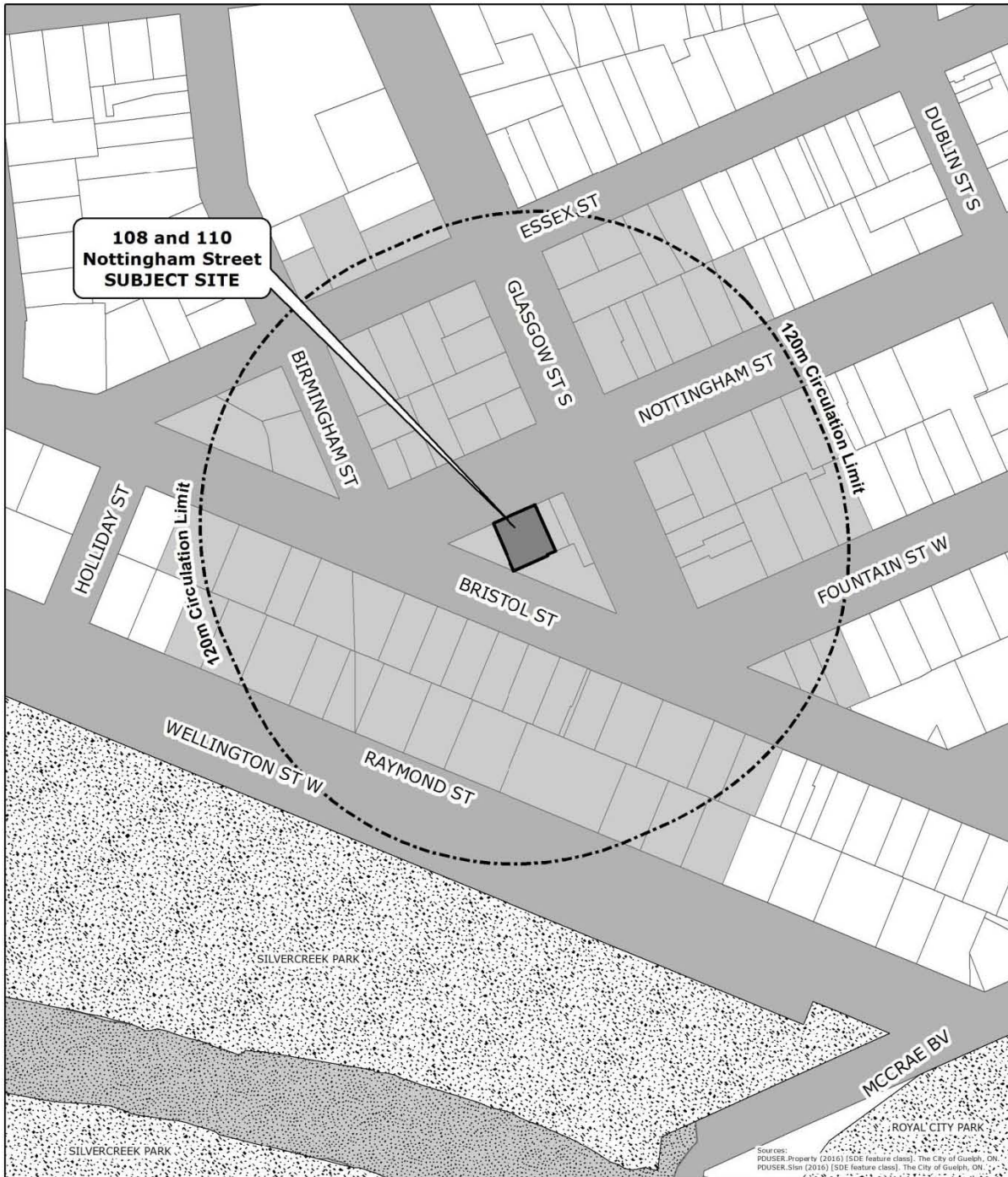
Sylvia Kirkwood
Manager of Development Planning



Recommended By

Scott Stewart, C.E.T.
Deputy CAO
Infrastructure, Development and Enterprise
519.822.1260, ext. 3445
scott.stewart@guelph.ca

**ATT-1
Location Map and 120m Circulation**



**LOCATION MAP & 120m CIRCULATION
108 and 110 Nottingham Street**

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
July 2016

CITY OF Guelph
Making a Difference

ATT-2 Orthophoto




1:500

0 2.75 5.5 11 16.5 22 m

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
July 2016

2012 Orthophoto 108 and 110 Nottingham Street



**ATT-3
Official Plan Land Use Designations and Policies**



Source: POUSER, Property (2015) ISDE feature class. The City of Guelph, ON. Streets (2014) [shapefile]. The City of Guelph, ON. OfficialPlan2006_Sch1LandUse_MHS (2014) [geodatabase]. The City of Guelph, ON. Modified_NaturalHeritageSystem_July2014 (2014) [geodatabase]. The City of Guelph, ON. OP2006_LandUse_July2014Consolidation_OPA42 (2014) [geodatabase]. The City of Guelph, ON.

2001 Official Plan, September 2014 Consolidation

Land Use Designations

108 and 110 Nottingham Street

Produced by the City of Guelph
 Planning, Urban Design and Building Services - Development Planning
 July 2015

ATT-3 (continued)
Official Plan Land Use Designations and Policies

7.14 Flood Plains (Two Zone and Special Policy Area)

Objectives

- a) To minimize conditions which may be hazardous to human life or may cause significant property damage due to flooding.
- b) To recognize existing development within the *flood plain*, and, where the flooding hazards will not be aggravated, provide for infill and *redevelopment* in existing built-up areas of the City.

General Policies

7.14.1 This Plan requires that the following uses not be located within lands comprising the Two Zone Flood Plain and the 'Special Policy Area Flood Plain' as described by the provisions of this Plan:

- a) New land uses which are associated with the manufacture, storage, disposal and/or consumption of hazardous substances or the treatment, collection and disposal of sewage are not permitted to locate within the *flood plain*.
- b) New essential services, such as police, fire and ambulance service, as well as electrical sub-stations are not permitted to locate within the *flood plain*. Existing essential services that wish to expand/renovate will be encouraged to relocate to a site outside of the *flood plain* area.
- c) Elementary schools, nursery schools, *day care centres*, hospitals, homes for the aged, *nursing homes*, *rest homes*, *group homes* for the physically or mentally challenged, or similar residential care and institutional facilities, shall not be located within the *flood plain*.

Special Policy Area (S.P.A.) Flood Plain

The "Provincial Policy Statement" generally prohibits *development* or *redevelopment* within the *regulatory flood plain* due to inherent dangers, such as loss of life, property damage and social disruption, should flooding occur. The "Policy Statement" does however, recognize there are special circumstances in historic communities where the general prohibition of new *development/redevelopment* is so onerous that it would degrade the community's vitality. Therefore, the "Provincial Policy" also makes provision for the designation of lands within the *flood plain* as a 'Special Policy Area.'

The 'Special Policy Area Flood Plain' area as generally designated on Schedule 1 and in more defined fashion denoted on Schedule 8 of this Plan illustrates a currently built-up portion of Guelph which is within the *regulatory flood plain* of the Speed and Eramosa Rivers. *Development, redevelopment* and rehabilitation of buildings and structures in this area is considered vital to the continued economic and social viability of the City. In addition, major relocation or complete acquisition by public

authorities is not feasible. Strict enforcement of the "Provincial Policy Statement's" One Zone and Two Zone Flood Plain concepts in these areas would lead to the physical deterioration of the infrastructure and unnecessary hardship to the City.

7.14.4 Within the 'Special Policy Area (S.P.A.) Flood Plain', as generally designated on Schedule 1 and in more detailed fashion on Schedule 8 of this Plan, the City, the Grand River Conservation Authority and the Province of Ontario have agreed to accept a higher *flood* risk than would normally be acceptable. This higher *flood* risk permits the *development* of a limited amount of new buildings and structures on these lands in accordance with the following:

1. The permitted uses within the 'S.P.A. Flood Plain' are established by the land use designations shown on Schedule 8. In addition, policy 7.14.1 is applicable within the 'S.P.A. Flood Plain'.
2. *Development/redevelopment* is not permitted within the *floodway*.
3. Hotels and motels may be permitted in the applicable Schedule 8 land use designations of this Plan if the use can be *floodproofed* to the *regulatory flood* level and *safe access* can be provided.
4. Within the 'S.P.A. Flood Plain' land use designation, service stations, gas bars and other uses involving the manufacture, disposal, consumption or storage of chemical, flammable, explosive, toxic, corrosive or other dangerous materials shall not be permitted.
5. Within the 'S.P.A. Flood Plain' land use designation, parking facilities shall be designed to the satisfaction of the City and the Grand River Conservation Authority so as to minimize *flood* damage and potential *flood* flow interference.
6. The City's implementing *Zoning By-law* will outline specific use and building regulations for lands within the 'S.P.A. Flood Plain' land use designation.

7.14.5 *Floodproofing* shall be required for all forms of building activity within the 'S.P.A. Flood Plain' land use designation to the satisfaction of the City and the Grand River Conservation Authority. The following sub-policies will give guidance to the *floodproofing* requirements:

1. Any new building or structure shall be designed such that its structural integrity is maintained during a *regulatory flood*. In spite of the lower minimum levels specified by the policies of this subsection, every attempt should be made to *floodproof* buildings and structures to the *regulatory flood* level.
2. The various forms of *floodproofing*, as outlined in the "Implementation Guidelines of the Provincial Policy Statement on *Flood Plain Planning*" (October, 1988) may be used to achieve the necessary *floodproofing* requirements of this Plan.

3. The replacement of a building or structure on the footprint of a previous structure which has been destroyed or demolished by fire or natural causes will be permitted, provided the building or structure is not located within the *floodway*.

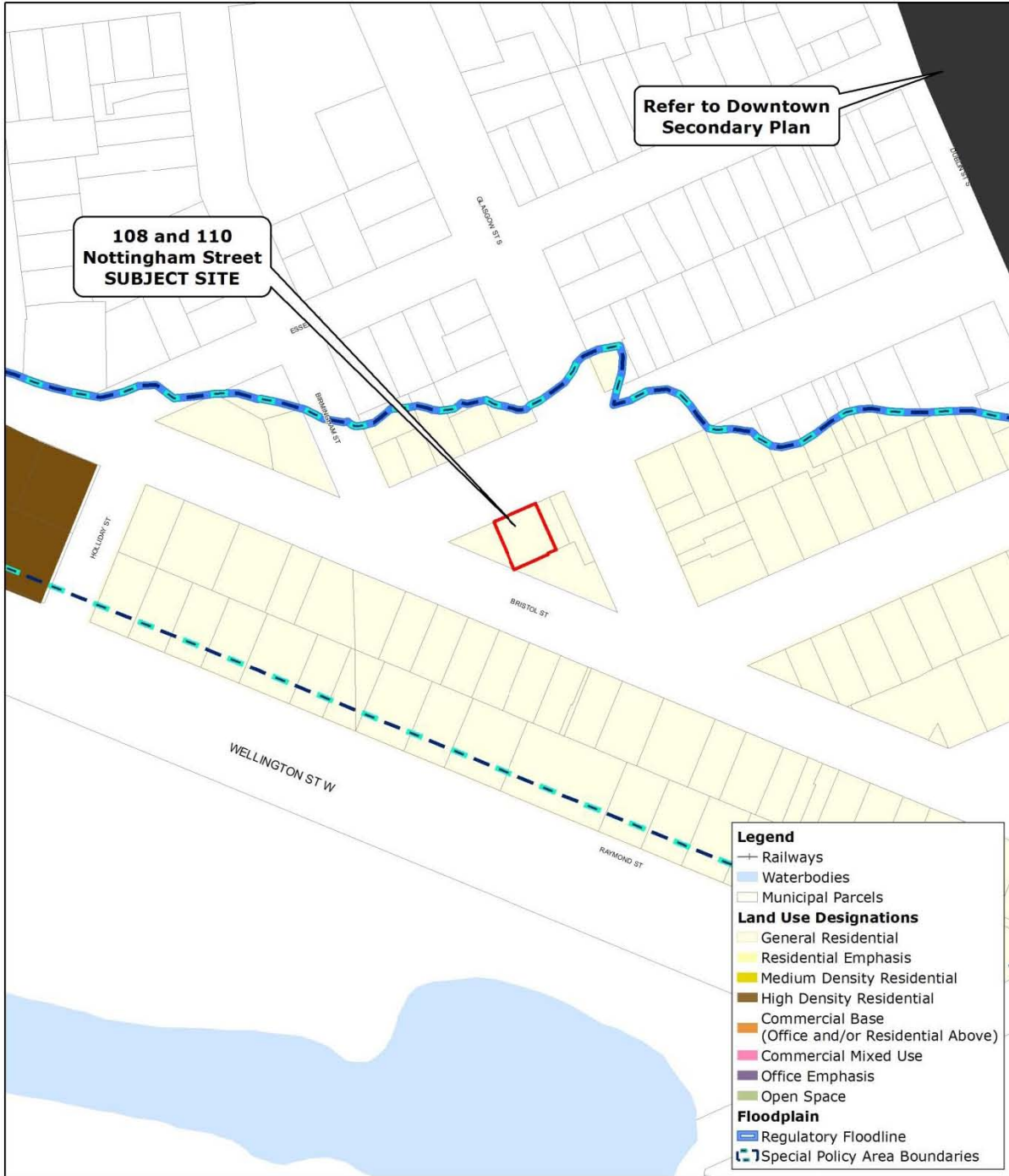
Floodproofing Requirements for Residential Uses within the 'S.P.A. Flood Plain' Land Use Designation

7.14.6 In addition to the requirements of policy 7.14.5, the following policies apply to the *renovation* of, intensification of, *conversion* to, *development* and *redevelopment* of residential uses.

1. *Renovation* of existing residential buildings shall be permitted provided any new *habitable floor space* is no lower than the elevation of the existing ground floor level.
2. 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, shall be permitted provided that the new building or structure is *floodproofed* to an elevation no lower than one metre below the *regulatory flood* level; and:
 - a) The *habitable floor space* is constructed to an elevation equal to, or greater than the ground floor elevation of adjacent buildings, but in no case lower than one metre below the *regulatory flood* level;
 - b) Mechanical, electrical and heating equipment will be located no lower than one metre below the *regulatory flood* level;
 - c) Basements will only be permitted in instances where the elevation of the basement floor is greater than the elevation of one metre below the *regulatory flood* level. In instances where this basement floor level elevation cannot be achieved, a crawl space of a maximum height of 1.2 metres may be permitted to facilitate servicing; and
 - d) Access is available to the site at an elevation no lower than one metre below the *safe access* level.
3. Conversion of a non-residential building to a residential use will be permitted provided the building is *floodproofed* to an elevation no longer than one metre below the *regulatory flood* level: and
 - a) The *habitable floor space* elevation of any new residential unit is located at an elevation no lower than one metre below the *regulatory flood* level;
 - b) Mechanical, electrical and heating equipment will be located no lower than one metre below the *regulatory flood* level; and
 - c) Access is available to the site at an elevation no lower than one metre below the *safe access* level.

4. *Development/redevelopment* of new residential units, excluding forms of residential intensification noted in policy 7.14.6.2, shall be permitted provided that the new building and related structures are *floodproofed* to the *regulatory floodlevel*; and
- a) The *habitable floor space* of any new residential unit is constructed to an elevation equal to or greater than the *regulatory flood level*;
 - b) Windows, doors and other building openings for any new residential unit will be located above the *regulatory flood level*;
 - c) Mechanical, electrical and heating equipment for any new residential unit will be located above the *regulatory flood level*;
 - d) Access is available to the site at an elevation no lower than one metre below the *safe access level*; and
 - e) Unenclosed parking facilities shall be located at or above an elevation of the *100 year flood level*. Enclosed facilities shall be *floodproofed* to the regulatory flood level.

**ATT-4
'Special Policy Area' Flood Plain Land Use Plan**




2001 Official Plan, September 2014 Consolidation
Schedule 8 - Special Policy Area and Floodplain
108 and 110 Nottingham Street




Produced by the City of Guelph
 Planning, Urban Design and Building Services - Development Planning
 September 2016

ATT-4 (continued)
'Special Policy Area' Flood Plain Land Use Plan

'General Residential' Land Use Designation

- 7.2.31 The predominant use of land in areas designated, as 'General Residential' on Schedule 1 shall be residential. All forms of residential *development* shall be permitted in conformity with the policies of this designation. The general character of development will be low-rise housing forms. *Multiple unit residential buildings* will be permitted without amendment to this Plan, subject to the satisfaction of specific development criteria as noted by the provisions of policy 7.2.7. Residential care facilities, *lodging houses, coach houses* and garden suites will be permitted, subject to the development criteria as outlined in the earlier text of this subsection.
- 7.2.32 Within the 'General Residential' designation, the *net density of development* shall not exceed 100 units per hectare (40 units/acre).
1. In spite of the density provisions of policy 7.2.32 the *net density of development* on lands known municipally as 40 Northumberland Street, shall not exceed 152.5 units per hectare (62 units per acre).
- 7.2.33 The physical character of existing established low density residential neighbourhoods will be respected wherever possible.
- 7.2.34 Residential lot *infill*, comprising the creation of new low density residential lots within the older established areas of the City will be encouraged, provided that the proposed *development* is compatible with the surrounding residential environment. To assess compatibility, the City will give consideration to the existing predominant zoning of the particular area as well as the general design parameters outlined in subsection 3.6 of this Plan. More specifically, residential lot *infill* shall be compatible with adjacent residential environments with respect to the following:
- a) The form and scale of existing residential development;
 - b) Existing building design and height;
 - c) Setbacks;
 - d) Landscaping and amenity areas;
 - e) Vehicular access, circulation and parking; and
 - f) Heritage considerations.
- 7.2.35 Apartment or townhouse *infill* proposals shall be subject to the development criteria contained in policy 7.2.7

ATT-5 Official Plan Amendment #48 Land Use Designations and Policies



Official Plan Amendment No. 48
Proposed Land Use Designations
108 and 110 Nottingham Street

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
July 2016

ATT-5 (continued)
Official Plan Amendment #48 Land Use Designations and Policies

9.3.2 Low Density Residential

This designation applies to residential areas within the *built-up area* of the City which are currently predominantly low-density in character. The predominant land use in this designation shall be residential.

Permitted Uses

1. The following uses may be permitted subject to the applicable provisions of this Plan:
 - i) detached, semi-detached and duplex dwellings; and
 - ii) multiple unit residential buildings, such as townhouses and apartments.

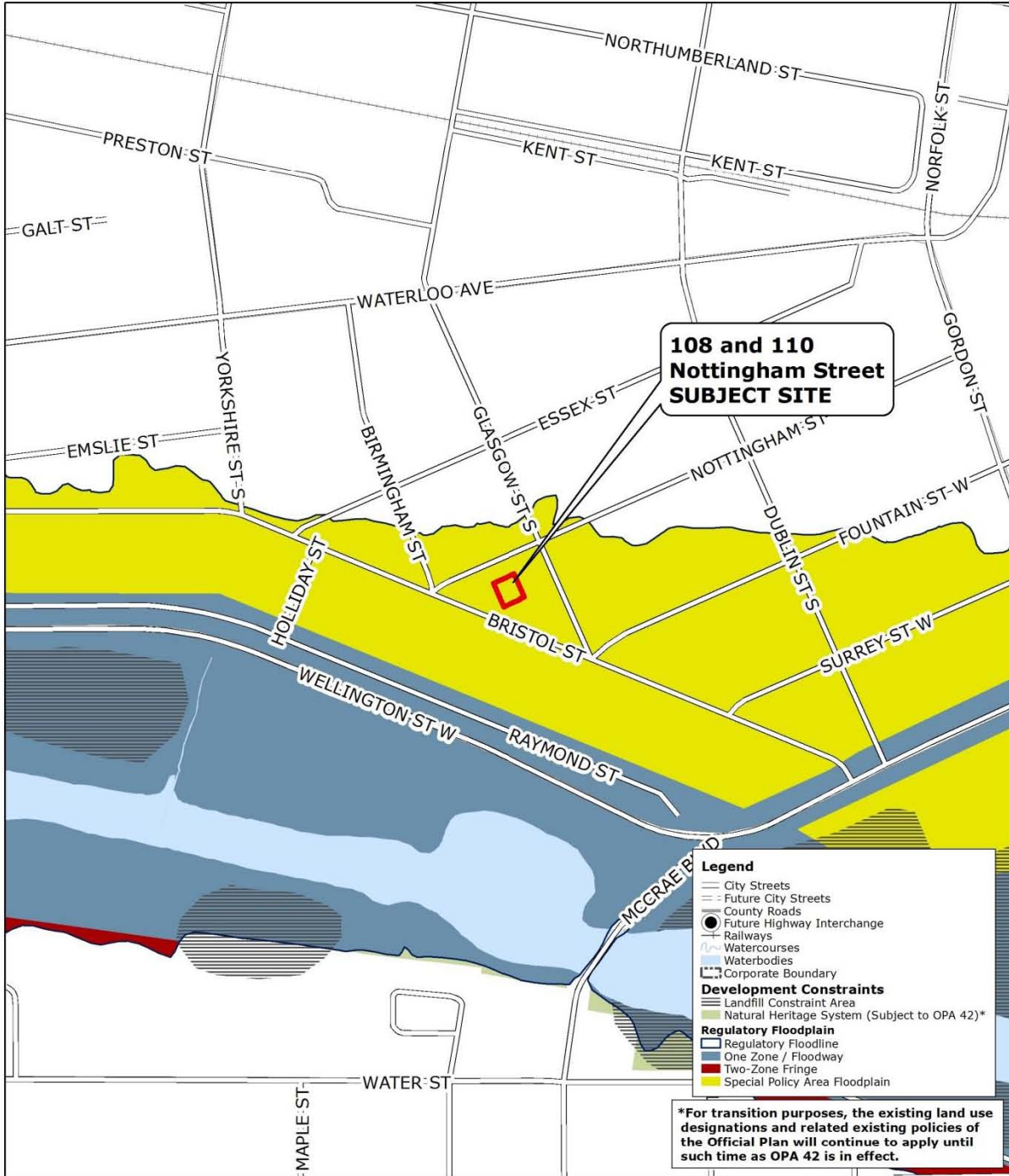
Height and Density

The *built-up area* is intended to provide for *development* that is *compatible* with existing neighbourhoods while also accommodating appropriate *intensification* to meet the overall *intensification target* for the *built-up area* as set out in Chapter 3.

The following height and density policies apply within this designation:

2. The maximum height shall be three (3) storeys.
3. The maximum *net density* is 35 units per hectare and not less than a minimum *net density* of 15 units per hectare.
4. Notwithstanding policies 9.3.2.2 and 9.3.2.3, increased height and density may be permitted for *development* proposals on arterial and collector roads without an amendment to this Plan up to a maximum height of six (6) storeys and a maximum *net density* of 100 units per hectare in accordance with the Height and Density Bonus policies of this Plan.

ATT-6 Development Constraints



Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
September 2016

Official Plan Amendment No. 48

Schedule 3 - Development Constraints

108 and 110 Nottingham Street

ATT-6 (continued) Development Constraints

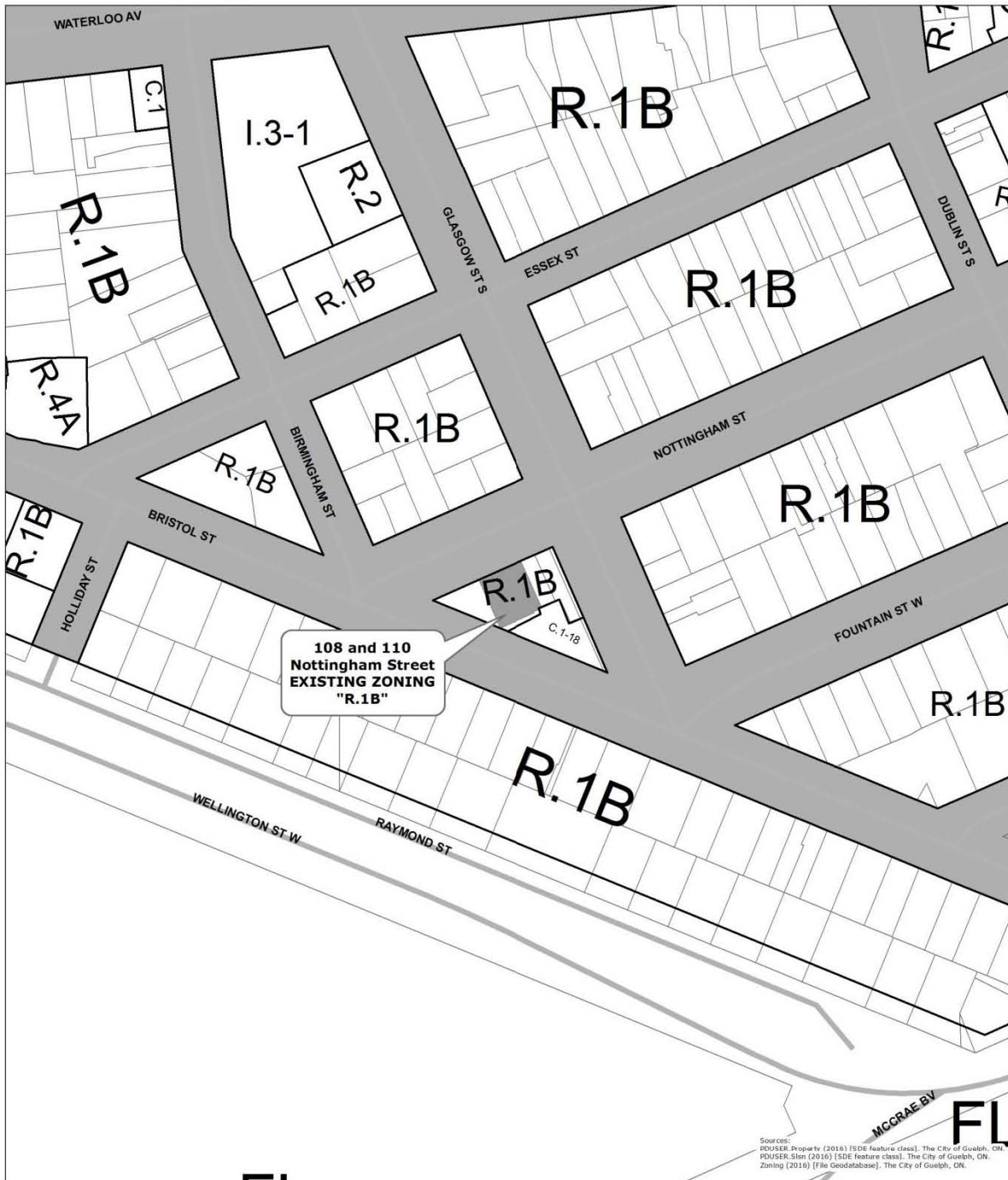
4.4.1 Floodplains

Special Policy Area (S.P.A.) Floodplain

26. Within the 'Special Policy Area (S.P.A.) Floodplain', identified on Schedule 3 of this Plan, the City, the Grand River Conservation Authority and the Province of Ontario have agreed to accept a higher *flood* risk than would normally be acceptable. This higher *flood* risk permits the *development* of a limited amount of new buildings and structures on these lands.
27. 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. In addition, policy 4.4.1.7 is applicable within the 'S.P.A. Floodplain'.
28. *Development/redevelopment* is not permitted within the *floodway*.
29. Within the 'S.P.A. Floodplain' hotels and motels may only be permitted if the use can be *floodproofed* to the *regulatory flood level* and *safe access* can be provided.
30. Within the 'S.P.A. Floodplain' service stations, gas bars and other uses involving the manufacture, disposal, consumption or storage of chemical, flammable, explosive, toxic, corrosive or other dangerous materials shall not be permitted.
31. Within the 'S.P.A. Floodplain' parking facilities shall be designed to the satisfaction of the City and the Grand River Conservation Authority so as to minimize *flood* damage and potential *flood* flow interference.
32. The City's implementing *Zoning By-law* will outline specific use and building regulations for lands within the 'S.P.A. Floodplain'.
33. *Floodproofing* shall be required for all forms of building activity within the 'S.P.A. Floodplain' to the satisfaction of the City and the Grand River Conservation Authority. The following will give guidance to the *floodproofing* requirements:
 - i) any new building or structure shall be designed such that its structural integrity is maintained during a *regulatory flood*. In spite of the lower minimum levels specified by the policies of this subsection, every attempt should be made to *floodproof* buildings and structures to the *regulatory flood level*;
 - ii) various forms of *floodproofing*, as specified by the Province, may be used to achieve the necessary *floodproofing* requirements of this Plan; and

iii)the replacement of a building or structure on the footprint of a previous structure which has been destroyed or demolished by fire or natural causes will be permitted, provided the building or structure is not located within the *floodway*.

**ATT-7
Existing Zoning and Details**



Sources:
POUSER_Property (2016) [SDE feature class], The City of Guelph, ON.
POUSER_Sites (2016) [SDE feature class], The City of Guelph, ON.
Zoning (2016) [File Geodatabase], The City of Guelph, ON.

**EXISTING ZONING
108 and 110 Nottingham Street**

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
July 2016

ATT-7 (continued)
Existing Zoning and Details

5.1 RESIDENTIAL SINGLE DETACHED (R.1) ZONES

5.1.1 PERMITTED USES

The following are permitted **Uses** within the R.1A, R.1B, R.1C, and R.1D **Zones**:

- **Single Detached Dwelling**
- **Accessory Apartment** in accordance with Section 4.15.1
- **Bed and Breakfast** establishment in accordance with Section 4.27
- **Day Care Centre** in accordance with Section 4.26
- **Group Home** in accordance with Section 4.25
- **Home Occupation** in accordance with Section 4.19
- **Lodging House Type 1** in accordance with Section 4.25

5.1.2 REGULATIONS

Within the Residential 1 (R.1) **Zones**, no land shall be **Used** and no **Building** or **Structure** shall be erected or **Used** except in conformity with the applicable regulations contained in Section 4 - General Provisions, the regulations listed in Table 5.1.2, and the following:

5.1.2.1 Despite Row 7 of Table 5.1.2, where a **Garage, Carport** or **Parking Space** is not provided in accordance with Section 4.13.2.1, one **Side Yard** shall have a minimum dimension of 3 metres.

5.1.2.2 Despite any required **Side Yard** on a residential **Lot, Carports** shall be permitted provided that no part of such **Carport** is located closer than 0.6 metres to any **Side Lot Line**.

5.1.2.3 In the event that there is a transformer easement on a particular **Lot**, portions of the **Single Detached Dwelling** may be required to be **Setback** further than specified in Row 6 of Table 5.1.2 in order that a minimum separation of 4.5 metres may be maintained between the transformer easement and any part of the dwelling.

5.1.2.4 Despite Rows 6 and 8 of Table 5.1.2, **Buildings** or **Structures** located on **Through Lots** shall have a **Setback** the same as the nearest adjacent **Main Building** and in accordance with Section 4.24.

5.1.2.5 Despite Row 4 of Table 5.1.2, the minimum **Lot Frontage** for a **Corner Lot** in a R.1D **Zone** shall be 12 metres.

5.1.2.6 Despite Row 4 of Table 5.1.2, the **Lots** located within Defined Area Map Number 66 of Schedule "A" of this **By-law** shall have a

minimum **Lot Frontage** of the average **Lot Frontage** established by the existing **Lots** within the same **City Block Face**, but in no case less than 9 metres. Nothing in this section shall require the minimum **Lot Frontage** to be greater than the minimum **Lot Frontage** established in Table 5.1.2. Where the average **Lot Frontage** of the existing **Lots** on the **Block Face** cannot be determined, the minimum **Lot Frontage** shall be as indicated in Table 5.1.2.

5.1.2.7 Despite Row 6 of Table 5.1.2, the minimum **Front** or **Exterior Side Yard** for dwellings located within Defined Area Map Number 66 of Schedule "A" of this **By-law**, shall be:

- i) The minimum **Front Yard** or **Exterior Side Yard** shall be 6 metres or the average of the **Setbacks** of the adjacent properties. Where the off-street **Parking Space** is located within a **Garage** or **Carport**, the **Setback** for the **Garage** or **Carport** shall be a minimum of 6 metres from the **Street Line**.
- ii) In accordance with Section 4.6 and 5.1.2.3; and
- iii) In accordance with the Ontario Building Code, as amended from time to time or any successor thereof, regulations for above ground electrical conductor clearances to **Buildings**.

Where a road widening is required in accordance with Section 4.24, the calculation of the required **Front** or **Exterior Side Yard** shall be as set out in Section 5.1.2.7, provided that the required **Front** or **Exterior Side Yard** is not less than the new **Street Line** established by the required road widening.

5.1.2.8 Despite Row 7 of Table 5.1.2, properties **Zoned** R.1B or R.1C with **Buildings** over 2 **Storeys** located within Defined Area Map Number 66 of Schedule "A" of this **By-law** shall have a minimum **Side Yard** requirement of 1.5 metres.

5.1.2.9 Deleted.

5.1.2.10 Despite Row 7 of Table 5.1.2 in the R.1A Zone, where a **Building** has a one **Storey** portion and a 1.5 to 2 **Storey** portion, the required **Side Yard** shall be 1.5m from the **Side Lot Line** to the foundation wall of the 1 **Storey** portion and 2.4m from the **Side Lot Line** to the wall of the 1.5 to 2 **Storey** portion.

5.1.2.11 Where **Lots** have less than 12 metres of **Frontage**, the **Garage** is limited to a maximum of 55% of the **Lot** width (as measured at the **Front Yard Setback**).

EXCERPT FROM TABLE 5.1.2 - REGULATIONS GOVERNING R.1 ZONES

1	Residential Type	Single Detached Dwellings
2	Zone	R.1B
3	Minimum Lot Area	460 m ²
4	Minimum Lot Frontage	15 metres and in accordance with Section 5.1.2.6.
5	Maximum Building Height	3 Storeys and in accordance with Section 4.18.
6	Minimum Front Yard	6 metres and in accordance with Sections 4.6, 4.24, 5.1.2.3, 5.1.2.4 and 5.1.2.7.
6a	Minimum Exterior Side Yard	4.5 metres and in accordance with Sections 4.6, 4.24, 4.28, 5.1.2.3, 5.1.2.4 and 5.1.2.7.
7	Minimum Side Yard 1 to 2 Storeys Over 2 Storeys	1.5 metres 2.4 metres and in accordance with Sections 5.1.2.8, 5.1.2.1 and 5.1.2.2.
8	Minimum Rear Yard	7.5 metres or 20% of the <i>Lot Depth</i> , whichever is less and in accordance with Section 5.1.2.4.
9	Accessory Buildings or Structures	In accordance with Section 4.5
10	Fences	In accordance with Section 4.20.
11	Off-Street Parking	In accordance with Section 4.13.
12	Minimum Landscaped Open Space	The <i>Front Yard</i> on any <i>Lot</i> , excepting the <i>Driveway (Residential)</i> shall be landscaped and no parking shall be permitted within this <i>Landscaped Open Space</i> . Despite the definition of <i>Landscaped Open Space</i> , a minimum area of 0.5 metres between the <i>Driveway (Residential)</i> and nearest <i>Lot Line</i> must be maintained as landscaped space in the form of grass, flowers, trees, shrubbery, natural vegetation and indigenous species.
13	Garbage, Refuse and Storage	In accordance with Section 4.9.
14	Garages	For those <i>Lots</i> located within the boundaries indicated on Defined Area Map Number 66, attached <i>Garages</i> shall not project beyond the main front wall of the <i>Building</i> . Where a roofed porch is provided, the <i>Garage</i> may be located ahead of the front wall of the dwelling (enclosing <i>Habitable Floor Space</i> on the first floor) equal to the projection of the porch to a maximum of 2 metres.

12.4 REGULATIONS FOR LANDS WITHIN THE SPECIAL POLICY AREA (S.P.A.)

Despite Section 4.2, no lands which have a shading pattern indicating Special Policy Area on the Defined Area Maps shall be **Used** and no **Building** or **Structure** shall be erected, located or **Used** thereon except in accordance with the regulations prescribed in this **By-law** for the **Zone** in which such lands are located and the regulations prescribed below:

12.4.1 Restricted Uses

12.4.1.1 **Development** or **Redevelopment** is not permitted within the **Hydraulic Floodway**.

12.4.1.2 **Hotels** may be permitted if the **Use** can be **Floodproofed** to the **Regulatory Flood** level and **Safe Access** can be provided.

12.4.1.3 Within the S.P.A., **Vehicle Service Stations, Vehicle Gas Bars** and other **Uses** involving the **Manufacture**, disposal, consumption or storage of chemical, flammable, explosive, toxic, corrosive or other dangerous materials shall not be permitted.

12.4.1.4 Within the S.P.A., **Parking Facilities** shall be designed to the satisfaction of the **City** and the Grand River Conservation Authority.

12.4.2 General **Floodproofing** Requirements **Floodproofing** shall be required for all forms of **Building** activity within the S.P.A. to the satisfaction of the **City** and the Grand River Conservation Authority.

12.4.2.1 Any new **Building** or **Structure** shall be designed such that its structural integrity is maintained during a **Regulatory Flood**.

12.4.2.2 All forms of **Floodproofing**, as outlined in the “Implementation Guidelines of the Provincial Policy Statement on Flood Plain Planning”, may be **Used** to achieve the necessary **Floodproofing** requirements of this **By-law**.

12.4.3 **Floodproofing** Requirements for Residential **Uses**

The following regulations apply to the **Renovation** of, intensification of, **Conversion** to, and **Development** or **Redevelopment** of residential **Uses**:

12.4.3.1 **Renovation** of existing residential **Buildings** shall be permitted provided any new **Habitable Floor Space** is not lower than the elevation of the existing ground floor level.

12.4.3.2 Residential intensification, comprising the **Building** of a new **Single Detached, Semi-Detached** or **Duplex Dwelling** on an existing vacant **Lot**, or adding an additional unit to an existing **Single Detached, Semi-Detached, or Duplex Dwelling** or the creation of a new **Lot** for a **Single Detached, Semi-Detached, or Duplex Dwelling**, shall be permitted provided that the new **Building** or **Structure** is **Floodproofed** to an elevation no lower than 1 metre below the **Regulatory Flood** level; and

12.4.3.2.1 The **Habitable Floor Space** is constructed to an elevation equal to, or greater than the elevation of at least one of the adjacent **Buildings** but in no case lower than 1 metre below the **Regulatory Flood** level;

12.4.3.2.2 basements will only be permitted in instances where the elevation of the basement floor is greater than the elevation of 1 metre below the **Regulatory Flood** level. In instances where this basement floor level elevation cannot be achieved, a crawl space of a maximum height of 1.2 metres may be permitted to facilitate servicing;

12.4.3.2.3 mechanical, electrical and heating equipment will be located no lower than 1 metre below the **Regulatory Flood** level; and

12.4.3.2.4 access is available to an elevation no lower than 1 metre below the **Safe Access** level.

12.4.3.3 **Conversion** of a non-residential **Building** to a residential **Use** will be permitted provided the **Building** is **Floodproofed** to an elevation no lower than 1 metre below the **Regulatory Flood** level; and

12.4.3.3.1 the **Habitable Floor Space** elevation of any new residential unit is located at an elevation no lower than 1 metre below the **Regulatory Flood** level;

12.4.3.3.2 mechanical, electrical and heating equipment will be located no lower than 1 metre below the **Regulatory Flood** level; and

12.4.3.3.3 access is available to the site at an elevation no lower than 1 metre below the **Safe Access** level.

12.4.3.4 **Development** and **Redevelopment** of new Residential Units shall be permitted provided that the new **Building** and related **Structures** are **Floodproofed** to the **Regulatory Flood** level; and

12.4.3.4.1 the **Habitable Floor Space** of any new residential unit is constructed to an elevation equal to or greater than the **Regulatory Flood** level;

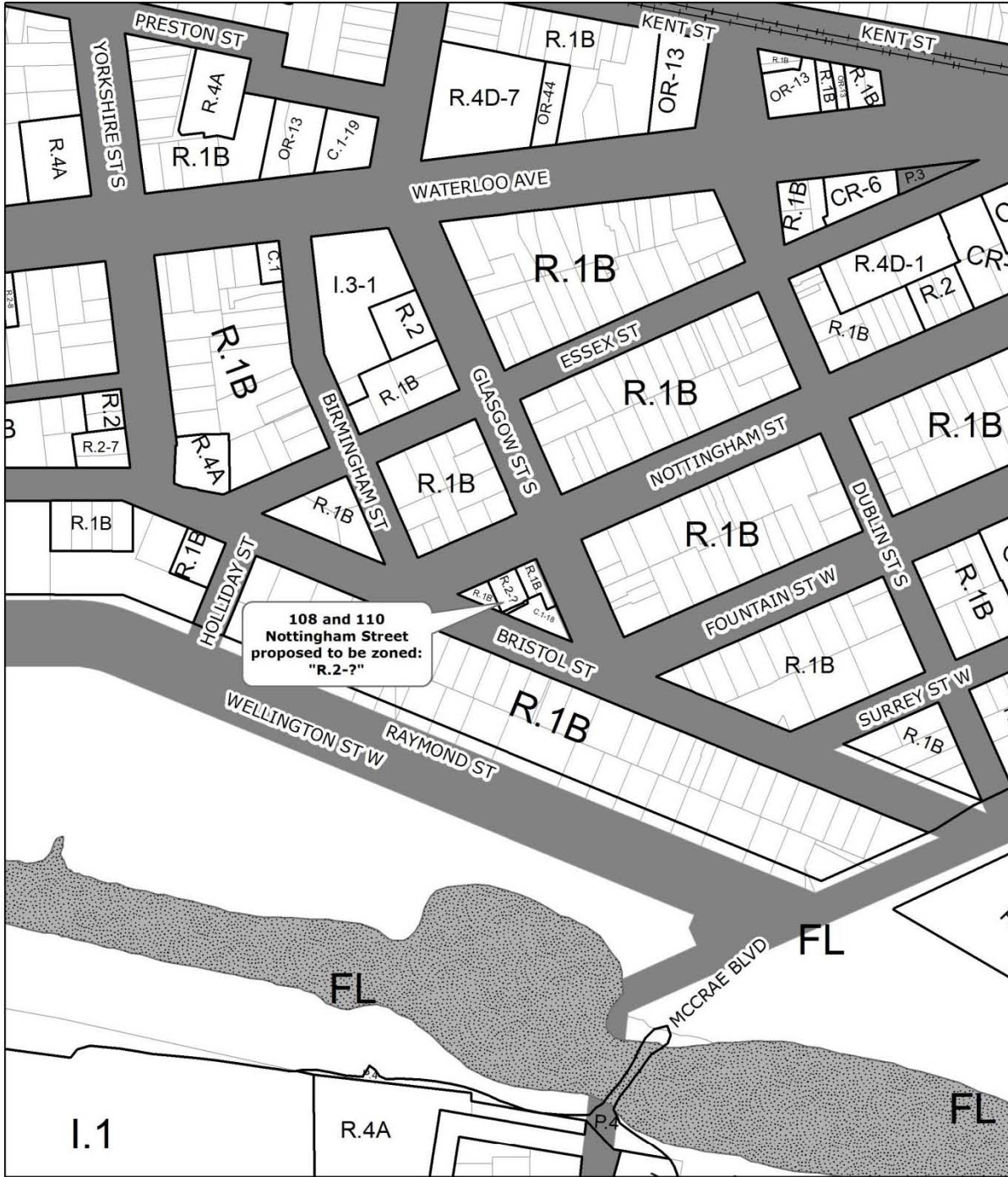
12.4.3.4.2 windows, doors and other **Building** openings for any new residential unit will be located above the **Regulatory Flood** level;

12.4.3.4.3 mechanical, electrical and heating equipment for any new residential unit will be located above the **Regulatory Flood** level;

12.4.3.4.4 access is available to the site at an elevation no lower than 1 metre below the **Safe Access** level; and

12.4.3.4.5 unenclosed **Parking Facilities** shall be located at or above an elevation of the **100 Year Flood** level. Enclosed facilities shall be **Floodproofed** to the **Regulatory Flood** level.

ATT-8 Proposed Zoning and Details



0 15 30 60 90 120
m

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
July 2016

PROPOSED ZONING 108 and 110 Nottingham Street

ATT-8 (continued)
Proposed Zoning and Details

Proposed Zoning: Specialized Residential Semi-Detached/Duplex (R.2 - ?)

5.2 RESIDENTIAL SEMI-DETACHED/DUPLEX (R.2) ZONE

5.2.1 PERMITTED USES

- **Duplex Dwelling**
- **Semi-Detached Dwelling**
- **Accessory Apartment** in accordance with Section 4.15.1
- **Bed and Breakfast establishment** in accordance with Section 4.27
- **Group Home** in accordance with Section 4.25
- **Home Occupation** in accordance with Section 4.19

REGULATIONS

5.2.2 Within the Residential R.2 **Zone**, no land shall be **Used** and no **Building** or **Structure** shall be erected or **Used** except in conformity with the applicable regulations contained in Section 4 – General Provisions, the regulations set out in Table 5.2.2, and the following:

5.2.2.1 Minimum **Front** or **Exterior Side Yard**

5.2.2.1.1 Despite Row 5 of Table 5.2.2, the minimum **Front** or **Exterior Side Yard** for dwellings located within Defined Area Map Number 66 of Schedule "A" of this **By-law**, shall be:

- i) The minimum **Front Yard** or **Exterior Side Yard** shall be 6 metres or the average of the **Setbacks** of the adjacent properties. Where the off-street **Parking Space** is located within a **Garage** or **Carport**, the **Setback** for the **Garage** or **Carport** shall be a minimum of 6 metres from the **Street Line**.
- ii) In accordance with Sections 4.6 and 5.2.2.1.3; and
- iii) In accordance with the Ontario Building Code, as amended from time to time or any successor thereof, regulations for above ground electrical conductor clearances to **Buildings**.

Where a road widening is required in accordance with Section 4.24, the calculation of the required **Front** or **Exterior Side Yard** shall be as set out Section 5.2.2.1.1, provided that the required **Front** or **Exterior Side Yard** is not less than the new **Street Line** established by the required road widening.

- 5.2.2.1.2 Despite Row 5 of Table 5.2.2, the **Buildings** or **Structures** located on **Through Lots** shall have a Setback the same as the nearest adjacent **Main Building** and in accordance with Section 4.24.
- 5.2.2.1.3 In the event that there is a transformer easement on a particular **Lot**, portions of the dwelling may be required to be **Setback** further than specified in Row 5 of Table 5.2.2 in order that a minimum separation of 4.5 metres may be maintained between the transformer easement and any part of the dwelling.
- 5.2.2.2 Deleted.
- 5.2.2.3 Despite any required **Side Yard** in the R.2 **Zone**, **Carports** shall be permitted provided that no part of such **Carport** is located closer than 0.6 metres to any **Side Lot Line**.
- 5.2.2.4 Despite Table 4.7 Rows 1-3, for a **Lot** with a dwelling requiring a 0.0 interior **Side Yard**, the **Setback** to that interior **Side Lot Line** from a porch or a deck, inclusive of stairs, shall be 0.0 metres.

TABLE 5.2.2 – REGULATIONS GOVERNING THE R.2 ZONE

1	Residential Type	<ul style="list-style-type: none"> • Duplex Dwelling • Semi-Detached Dwelling • Accessory Apartment in accordance with Section 4.15.1 • Bed and Breakfast establishment in accordance with Section 4.27 • Group Home in accordance with Section 4.25 • Home Occupation in accordance with Section 4.19
2	Minimum Lot Area	460 m ² for every two units 230 m ² for each unit
3	Minimum Lot Frontage	15 metres for every two units. 7.5 metres for each unit. Despite the above, the Lots located within the boundaries of Defined Area Map Number 66 of Schedule "A" shall have a minimum Lot Frontage of not less than the average Lot Frontage established by existing Lots within the same City Block Face .
4	Minimum Ground Floor Area 1 Storey 1.5 Storeys 2 or more Storeys	80 m ² 55 m ² 40 m ²
5	Minimum Front Yard	6 metres and in accordance with Sections 4.6, 4.24 and 5.2.2.1.
5a	Minimum Exterior Side Yard	4.5 metres and in accordance with Sections 4.6, 4.24, 4.28, 5.2.2.1.
6	Minimum Side Yard (each side)	1.2 metres Where a Garage, Carport or off- street Parking Space is not provided for each Dwelling Unit , each Side Yard shall have a minimum width of 3 metres to accommodate off- street parking. Despite the above, no interior Side Yard is required along the common Lot line of Semi-Detached Dwellings .
7	Minimum Rear Yard	7.5 metres or 20% of the Lot Depth , whichever is less.

8	Accessory Buildings or Structures	In accordance with Section 4.5.
9	Fences	In accordance with Section 4.20.
10	Maximum Building Height	3 Storeys and in accordance with Section 4.18.
11	Maximum Lot Coverage	40% of the Lot Area .
12	Off- Street Parking	In accordance with Section 4.13.
13	Garages	For those Lots located within the boundaries indicated on Defined Area Map Number 66, where a roofed porch is provided, the Garage may be located ahead of the front wall of the dwelling (enclosing Habitable Floor Space on the first floor) equal to the projection of the porch to a maximum of 2 metres.
14	Garbage, Refuse Storage and Composters	In accordance with Section 4.9.
15	Minimum Landscaped Open Space	The Front Yard of any Lot , excepting the Driveway (Residential) , shall be landscaped and no parking shall be permitted within this Landscaped Open Space . Despite the definition of the Landscaped Open Space , for Buildings that do not have a shared Driveway (Residential) access, a minimum area of 0.6 metres between the driveway and nearest Lot Line must be maintained as landscaped space in the form of grass, flowers, trees, shrubbery, natural vegetation and indigenous species and may include a surfaced walk in accordance with Section 4.13.7.2.4.

In addition to the regulations set out in Section 5.2 – Residential Semi-Detached/Duplex (R.2) Zone of Zoning By-law (1995)-14864, as amended, the following additional specialized regulations have been requested to facilitate this proposal:

- A minimum **Lot Area** for every two units of 355 square metres, whereas the Zoning By-law requires a minimum **Lot Area** for every two units of 460 square metres;
- A minimum **Lot Area** of 175 square metres for 108 Nottingham Street and 180 square metres for 110 Nottingham Street, whereas the Zoning By-law requires a minimum **Lot Area** of 230 square metres for each unit;
- A minimum **Front Yard** setback of 1.1 metres, whereas the Zoning By-law requires a minimum **Front Yard** setback of 1.25 metres;
- A minimum **Side Yard** setback of 2.6 metres, whereas the Zoning By-law requires a minimum **Side Yard** setback of 3.0 metres;
- An open, roofed porch not exceeding 1 storey in height to be 0 metres from the front lot line, whereas the Zoning By-law requires a minimum setback of 2 metres; and,
- A minimum **Landscaped Open Space** between the driveway and the side lot line of 0 metres, whereas the Zoning By-law requires a minimum **Landscaped Open Space** of 0.6 metres between the driveway and nearest **Lot Line** to be maintained as landscaped open space in the form of grass, flowers, trees, shrubbery, natural vegetation and indigenous species and may include a surfaced walk.



**Affordable Housing Strategy:
Final Report**



Council Planning – October 11, 2016



Background

- City's Official Plan Update (OPA 48)
 - Full range of housing, including affordable housing
 - Affordable Housing Target:
 - 30% of new residential development city-wide per year
 - Separate target for accessory apartments of 90 units per year
- Complement Ten-Year Housing and Homelessness Plan


2





Affordable Housing Strategy Reports

- Background Report**
 - Scope is affordable ownership and rental market
- State of Housing Report**
 - Targets and benchmarks, housing issues
- Draft Directions Report**
 - Tools and potential responses
- Recommended Strategic Actions Report**
 - Strategic Actions and community engagement results

3




What is Affordable Housing?

2015 (2013)	Ownership	Rental
Market Based	\$327,000 (\$295,000)	\$1,003 (\$944)
Income Based	\$339,329 (\$316,000)	\$1,194 (\$1,153)


4



Housing Economics

- Private sector not producing affordable rental stock or sufficient smaller units (i.e. bachelor and one bedroom)
- “Tipping point” for affordable rental estimated at \$60,000 to \$80,000 per unit
- Inform financial incentives

5




Problem Statement & Issues

The range of housing options available in Guelph is not fully meeting the affordability needs of low and moderate income households.

1. There are not enough small units to rent or buy to meet the affordability needs of all smaller households.
2. A lack of available primary rental supply makes it difficult for people to find affordable rental housing.
3. The secondary rental market provides choice of affordable dwelling types but the supply is not as secure as the primary rental market.


6



Strategic Action Approach

- Build on current tools/approaches
- Connect with relevant corporate projects
- Respectful of roles and responsibilities of City and potential partners
- Incent where necessary

7



Strategic Actions

1. Maintain affordable housing target at 30%; 27% ownership and 3% rental
2. Implement 30% affordable housing target city-wide through development application process
3. Require all residential development applications to discuss affordable housing target and issues as part of Planning Justification Report


8



Strategic Action Areas

- Targets
- Planning regulations and processes
- Financial incentives
- Development Charges
- Partnerships
- Monitoring

9



Targets

- Review target as part of Official Plan Reviews – Five year basis


10



Planning Regulations and Processes

- Zoning By-law barriers – Comprehensive Zoning By-law Review
- Affordable housing lens on development standards – Development Standards Review
- Affordable housing section in Planning Justification Report guidelines – Integrated Operational Review
- Affordable housing considerations in height and density guidelines – Section 37 Implementation


11



Planning Regulations and Processes

- Continue monitoring inclusionary zoning
- Affordable housing section of Planning Justification Report support monitoring system and measure of potential demand for budget requirements for financial reserves
- Develop Terms of Reference for affordable housing section of Planning Justification Report


12



Financial Incentives

- Provide variety of financial incentives
- Develop Community Improvement Plan to incent private sector
- Priority to rental units, smaller units, projects with funding from other levels of government
- Annual financial contribution of \$60,000 to \$80,000 per unit be referred to the development of a policy for an Affordable Housing Incentive Program

13



Development Charges

- Development Charge reductions – Development Charges Background Study


14



Partnerships

- Leverage opportunities with County and housing providers
- Participate in County incentive toolkit and coordinate communication materials
- Where appropriate assist with increasing affordable housing units on existing County and housing provider sites

15



Monitoring

- Annual monitoring – benchmarks, targets, number of bedrooms (stacked townhouses, apartments, accessory apartments)
- Measure rental target as a five year annual average
- Explore secondary rental: identify purpose built through development process; survey accessory apartments on five year cycle; advocate for CMHC data collection

16



Report Recommendations

- Approve affordable housing strategy
- Refer the use of the financial actions to the development of a comprehensive policy for an Affordable Housing Incentive Program for permanent housing funded through the Affordable Housing Reserve fund

17

Staff Report

To City Council

Service Area Infrastructure, Development & Enterprise Services

Date Tuesday, October 11, 2016

Subject Affordable Housing Strategy: Final Report

Report Number 16-75

Recommendation

1. That Council approves the Affordable Housing Strategy included as Attachment 1 in Report 16-75 dated October 11, 2016.
2. That Council refers the use of the financial actions contained within Section 6.3.3 of the Affordable Housing Strategy included as Attachment 1 in Report 16-75 dated October 11, 2016 to the development of a comprehensive policy for an Affordable Housing Incentive Program for permanent housing funded through the Affordable Housing Reserve fund.

Executive Summary

Purpose of Report

To present the Final Affordable Housing Strategy that provides actions to make an impactful difference on the City's affordable housing target and identified issues. Financial actions are recommended to incent the private and non-profit sectors in increasing the supply of affordable market housing options to directly address issues with housing supply.

Key Findings

This report and the Final Affordable Housing Strategy (Attachment 1) present strategic actions to:

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

The strategy builds on current tools/approaches, connects with relevant corporate projects and recommends actions that are respectful of roles and responsibilities of the City and its potential partners.

The strategy revolves around the following six areas:

1. Targets
2. Planning Regulations and Processes
3. Financial Incentives
4. Development Charges
5. Partnerships; and
6. Monitoring

Some of the actions are connected to and will be implemented as part of other planned Corporate Projects, e.g. the removal of zoning by-law barriers has been connected with the City's Comprehensive Zoning By-law Review. Other actions are independent and have been given scheduled implementation timing.

The most impactful actions concern financial incentives, specifically the amount of assistance to provide, who to incent (e.g. private and not-for-profit sector) and what to incent (e.g. smaller rental units). The research undertaken on the costs of development revealed that \$60,000 to \$80,000 per unit represents the financial hurdle or "tipping point" for development to be financially viable in the current Guelph market for creating affordable market rental housing that meets the City's benchmark price. This finding informed the amount and types of financial incentives recommended that could have a meaningful impact on identified affordable housing issues. The financial research will also inform the concurrent work to develop a policy for a contemporary Affordable Housing Incentives Program for permanent housing funded through the Affordable Housing Reserve fund.

City staff continues to monitor changes underway at the Provincial and Federal levels of government including inclusionary zoning which is a provincial legislative change introduced on May 18, 2016 in the *Promoting Affordable Housing Act, 2016*.

Financial Implications

The development of the Affordable Housing Strategy is funded through approved capital funding. The financial recommendations represent an annual cost of \$820,000 to \$1.3 million which will be the subject of a future budget request.

Report

The City's Affordable Housing Strategy addresses land use planning requirements for a full range and mix of housing including affordable housing for low to moderate income households. It serves to complement the County's Ten-year Housing and Homelessness Plan with its homelessness and assisted non-market housing focus by focusing on the market end of the housing continuum. The strategic actions are meant to:

- support achievement of the city-wide 30% annual affordable housing target (27% ownership and 3% rental);
- monitor achievement of the target; and

- address affordable housing issues on the market end of the housing continuum.

The actions are mindful of removing barriers, facilitating and measuring desired outcomes, and incenting where necessary.

Background

The Affordable Housing Strategy was completed in phases with community engagement opportunities provided throughout at key stages. The completion of each phase resulted in the following reports being presented to Council:

1. Housing Strategy Background Report and Proposed Project Charter, April 7, 2014
http://guelph.ca/wpcontent/uploads/pbee_agenda_040714.pdf#page=59;
2. State of Housing Report, October 6, 2015
http://guelph.ca/wp-content/uploads/IDE_agenda_100615.pdf#page=8
3. Draft Directions Report, December 8, 2015
http://guelph.ca/wp-content/uploads/IDE_agenda_120815.pdf#page=9
4. Recommended Strategic Actions, July 11, 2016
http://guelph.ca/wp-content/uploads/IDE_agenda_120815.pdf#page=102

The State of Housing Report resulted in the definition of a problem statement and the identification of three issues that emerged out of the data analysis.

Problem statement:

The range of housing options available in Guelph is not fully meeting the affordability needs of low and moderate income households.

- Issue 1: There are not enough small units to rent or buy to meet the affordability needs of all smaller households.
- Issue 2: A lack of available primary rental supply makes it difficult for people to find affordable rental housing and is leading to very low vacancy rates.
- Issue 3: The secondary rental market provides choice of affordable dwelling types but the supply is not as secure as the primary rental market.

An analysis of the local housing market revealed that over the past seven years the City's annual affordable home ownership target of 27% has been met ranging from 28% in 2015 to a high of 63% in 2013. However, the annual 3% affordable rental target has not been met with no affordable rental units created except for 2012 when 12.5% of all new housing was affordable rental. In 2015, the targets and benchmark prices equate to approximately 304 new ownership units being created and priced at \$327,000 or below and 34 new rental units being created and priced at \$1,003/month or below.

The 3% affordable rental target is based on primary rental market units and does not include secondary rental market units. Secondary rental market units were excluded since their tenure is variable and not as secure as the primary rental market which is purpose built. However in reporting rental market vacancy rates, Canada Mortgage and Housing Corporation (CMHC) includes secondary rental market units where more than 50% of the units are rented. City staff will endeavour to evolve the measurement of the rental target to include secondary rental housing stock that aligns with CMHC's definition.

Community engagement on the recommended strategic actions that were presented to Council on July 11, 2016 included a key stakeholder session to discuss the strategic actions to assist staff in further clarity of the action. It also provided an opportunity to explore whether there were any emerging trends that warrant investigation. The public commenting period on the recommended strategic actions resulted in two written submissions (See Attachment 2). In general the feedback received from the key stakeholder session and written submissions were positive with some cautionary notes. There was support for increasing flexibility within the City's Zoning By-law, e.g. parking. However there were concerns about the impact of new requirements on development processing times, e.g. affordable housing report requirements. Opening up incentives to the private market was supported and the need for incentives to recognize the challenges of some difficult sites was raised as a concern. Support was also given to monitoring the impact of purpose built rental housing on the market. The precautions will be considered as each action is implemented, for example zoning feedback will be considered as part of the Comprehensive Zoning By-law Review.

Strategic Actions

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

- That the affordable housing target be maintained at 30%; 27% ownership and 3% rental;
- That the City's 30% affordable housing target be implemented city-wide through the development application process;
- That all development applications including residential units be required to include a discussion of how the development proposed will address the City's affordable housing target and identified issues as part of the Planning Justification Report.

The strategy builds on current tools/approaches, connects with relevant corporate projects and proposes actions that are respectful of roles and responsibilities of the City and its potential partners. The strategy revolves around the following six areas:

1. Targets
2. Planning Regulations and Processes
3. Financial Incentives
4. Development Charges
5. Partnerships; and
6. Monitoring

Some of the actions are connected to and will be implemented as part of other planned Corporate Projects, e.g. the removal of zoning by-law barriers has been connected with the City's Comprehensive Zoning By-law Review. Other actions are independent. Attachment 1 (Appendix 3) presents the timeframe, resource needs and other planned project connections, where applicable, for each strategic action.

The most impactful actions concern financial incentives, specifically the amount of assistance to provide, who to incent (e.g. private and not-for-profit sector) and what to incent (e.g. smaller rental units). These actions were informed by additional research undertaken on the costs of development which revealed that \$60,000 to \$80,000 represents the financial hurdle or "tipping point" for development to be financially viable with a reasonable rate of return in the current Guelph market for creating affordable rental housing that meets the City's benchmark price. The financial range represents typical apartment, townhouse and stacked townhouse projects in Guelph covering a range of locations and site conditions.

While financial incentives are the most impactful, the Affordable Housing Strategy includes other actions that support meeting the City's affordable rental target and identified housing issues. In addition, potential tools and resources provided by senior levels of government are still under development which could positively affect the City's ability to meet the rental housing target. For example, inclusionary zoning regulations and the establishment of a National Housing Strategy are currently under development. Since the Strategy as a whole is directed at increasing supply and addressing meeting the targets, staff are of the opinion that financial incentives are not required for 100% of the units. Staff recommend setting aside sufficient funds to incent 40% to 50% of the City's affordable rental target which would equate to approximately \$820,000 to \$1.3 million representing 40% of the rental target at the lowest cost per unit to 50% of the rental target at the highest cost per unit. The annual financial allotment would allow the City to participate in cost shared government programs and provide direct incentives. Over time staff will assess the impact of the other actions from the Affordable Housing Strategy on meeting affordable housing targets and identified housing issues; the market's ability to supply units and assess the effectiveness and future need for incentives.

Next Steps

Following approval of the final Affordable Housing Strategy staff will begin implementing the strategic actions and monitoring outcomes. The endorsement of financial actions will inform the development of a policy for an Affordable Housing Incentives Program for permanent housing funded through the Affordable Housing Reserve subject to the City's budget process. Successful outcomes of the Strategy will result in an increase in the supply of smaller units, creation of affordable rental housing units, and increased security of tenure for rental households. Security of rental tenure would be provided through the provision of financial incentives to secondary rental housing stock with rental of the units for a set period of time a condition of funding. The final strategy outlined in Attachment 1 considers timing and resource needs for the recommended actions.

Financial Implications

The development of the Affordable Housing Strategy is funded through approved capital funding. The financial recommendations represent an annual cost of \$820,000 to \$1.3 million which will be the subject of a future budget request.

Corporate Strategic Plan

2.2 Deliver public services better

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

Communications

Key stakeholders will be notified of Council's decision on the Affordable Housing Strategy and updated information will be posted on the City's website.

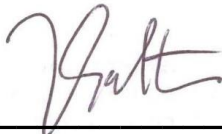
Attachments

ATT-1 Final Affordable Housing Strategy

ATT-2 Public Feedback on Recommended Strategic Actions

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Attachment 1

Affordable Housing Strategy

Prepared by
City of Guelph
Planning, Urban Design and Building Services
(October 2016)

Affordable Housing Strategy

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Appendix 1 Government Roles

Appendix 2 Official Plan Update (OPA 48 and OPA 39): Housing Policies (Excerpt)

Appendix 3 Summary of Strategic Actions

1 Introduction

Where you live impacts how you live. Having an appropriate, safe and affordable place to call home contributes to all aspects of individual development. It promotes positive health outcomes, supports strong educational and economic achievement, encourages social inclusion and helps to reduce poverty and homelessness. All of which are essential to maintaining community health and wellbeing.

The provision of a full range and mix of housing options to meet the changing needs of the population is a fundamental component of the City of Guelph's sustainable community vision. One of the key priorities of the City's Corporate Strategic Plan (2012-2016) is, "to ensure a well-designed, safe, inclusive, appealing and sustainable City." Accordingly, the City has undertaken the development of an Affordable Housing Strategy with a focus on private market housing for low and moderate income households.

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

The Affordable Housing Strategy focuses on policy drivers, tools and incentives available to the City, in its role as the local land use planning authority. It also assists Council in responding to affordable housing funding opportunities and the City's potential role in funding or incenting affordable housing projects. The opportunity to integrate recommended actions with existing policies and processes, including other funding sources, growth management monitoring and other monitoring processes, will also be explored.

2 Background

2.1 Scope

The Affordable Housing Strategy focuses on affordable private market rental and home ownership housing. The project scope focused on policy drivers, roles, responsibilities and tools available to the City. This approach builds on work already completed through the Official Plan Update recognizing the City's land use planning role and the City's potential to influence the market housing components of a continuum of housing. The City's Affordable Housing Strategy is meant to complement rather than duplicate the Ten-Year Housing and Homelessness Plan, by ensuring that, where appropriate, complementary and value-added strategies are developed. The Ten-Year Housing and Homelessness Plan for Guelph Wellington, produced by the Service Manager (County of Wellington) in collaboration with the

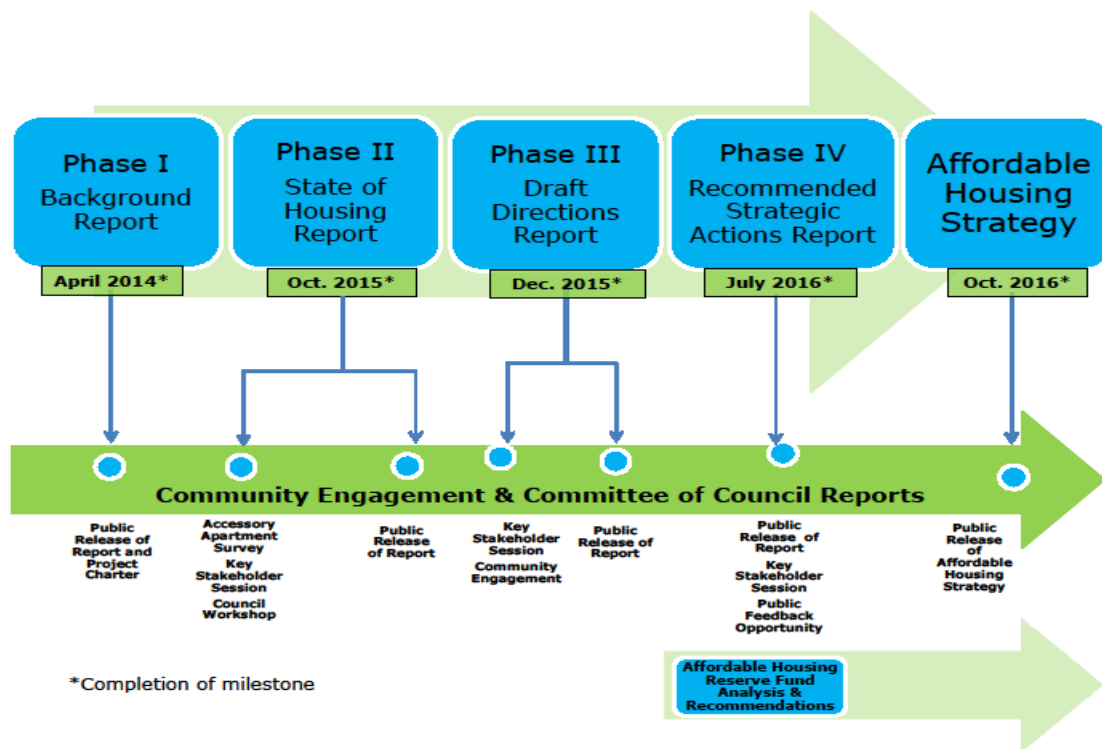
City and other community members, outlines the community’s plan for non-market housing.

2.2 Approach

The Affordable Housing Strategy was completed in phases with community engagement opportunities provided at key stages. The following four phases are shown in Figure 1 and discussed below:

1. Background Report
2. State of Housing Report
3. Draft Directions Report
4. Recommended Strategic Directions

Figure 1: Affordable Housing Strategy Process



Background Report

The Background Report was presented to Council in April 2014 for receipt and it explained the purpose and scope of the strategy. The Housing Strategy Project Charter attached to the staff report was approved by Council at the same time. The report also provided additional context for the strategy including an explanation of the housing continuum, definition of affordable housing, government roles, responsibilities and relationships, official plan policies and past studies and reports on housing.

State of Housing Report

The State of Housing report was presented to Council in October 2015 for receipt. The State of Housing report built on the foundation provided by the background report and provided a demographic and statistical analysis of the current state of housing in the City of Guelph. The report also updated affordable housing benchmark rents and home ownership prices, and measured the City's affordable housing targets to see if they were met over the period from 2009 to 2013. The report identified three issues that emerged out of the data analysis as well as a problem statement for the City's affordable housing issues. The problem statement and issues provided the framework for the draft directions report.

Draft Directions Report

The Draft Directions Report was presented to Council in December 2015 for receipt and Council supported its use in community engagement to further develop actions for the affordable housing strategy. The Draft Directions Report assessed the tools available to municipalities in order to present draft directions to help address the affordable housing problem statement and issues that emerged from the data analysis and community engagement work presented in the State of Housing report. In addition strategies and tools developed and used by other municipalities were reviewed with a focus on comparator municipalities.

The tools assessed were based in part on a guide produced by the Ministry of Municipal Affairs and Housing entitled "Municipal Tools for Affordable Housing". Regulatory responses include Municipal Act, Planning Act and Development Charges Act responses. Policies and procedure responses include complete application requirements and height and density bonusing procedures. Financial responses include financial incentives for private market and not-for-profit developers. Partnership responses include working with other stakeholders on potential housing projects. Advocacy work revolves around provincial regulations for inclusionary zoning, which would allow a municipality to request development applications to include affordable housing units.

An initial assessment of the potential of each draft direction to yield results was undertaken by City staff. The assessment served as a starting point for discussions with the public to identify actions with the greatest potential to address the identified housing issues. Each draft direction was assigned a high, medium or low potential based on the degree of city control, impact on the issues and ease of implementation.

Recommended Strategic Actions Report

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

- support achievement of the city-wide 30% affordable housing target (27% ownership and 3% rental);
- monitor achievement of the target; and

- address affordable housing issues on the market end of the housing continuum.

The recommended strategic actions drew upon the draft directions, community engagement results and additional research to determine which draft directions to incorporate into the Affordable Housing Strategy. The preferred approach is to build on current tools/approaches, connect with relevant corporate projects and propose actions that are respectful of the roles and responsibilities of the City and its potential partners.

Community Engagement

The community has been both informed and consulted through each phase of the strategy. The Background Report was publicly released which informed the public of the work underway including the reason and scope of the strategy. The State of Housing Report was also publicly released providing stakeholders and the public with the results of our research and demographic and statistical analysis. Preliminary research results and the identification of draft issues were shared with key stakeholders prior to the release of the State of Housing Report to ensure our analysis was complete and accurate. In addition a Council Workshop was held on June 17, 2015 to provide Council members an opportunity to become more familiar with the project and directions it could take.

With the release of the background and data reports, sufficient foundational materials were available to support a fulsome community engagement process on draft directions to ensure the draft directions represent a comprehensive response to the issues in light of the tools available to the City of Guelph.

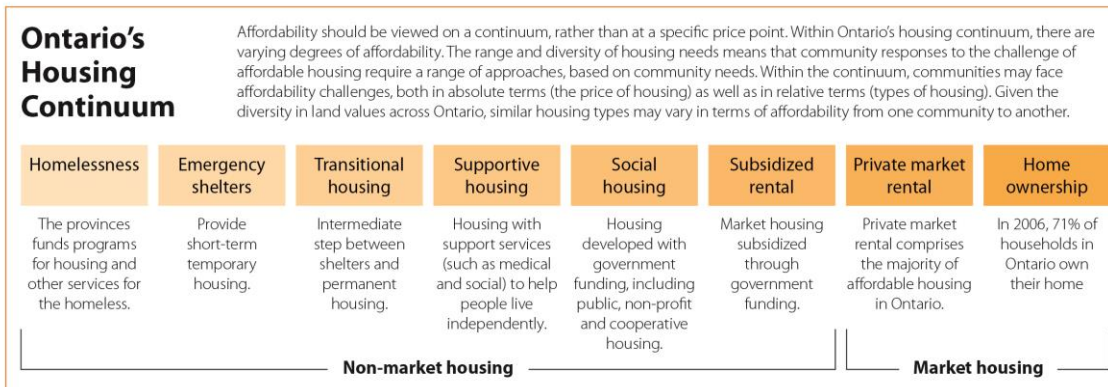
The Recommended Strategic Actions Report was released publicly on June 30, 2016 with a request for any public comments by August 3, 2016. In addition a follow-up key stakeholder session was held to discuss the recommended actions.

2.3 The Housing Continuum

The City of Guelph is committed to promoting an appropriate range of housing types and densities, including affordable housing, to maintain and enhance a healthy and complete community. Affordable housing is viewed across a full continuum of housing which includes non-market housing (e.g. social housing) and market housing (i.e. private market rental and home ownership).

Figure 2 presents a housing continuum with homelessness at one end of the spectrum and home ownership at the other end.

Figure 2 - The Housing Continuum



source: MMAH, Municipal tools for affordable housing, summer 2011

In the City of Guelph, an analysis of MPAC data reveals that in 2013 there were close to 53,000 housing units in the City with 4% of the supply being non-market units, 31% private market rental units and 65% homeownership units. Within the rental supply, approximately 55% is considered primary rental units (purpose-built units) and 45% are secondary rental units (ownership units (e.g. condominium units, single detached homes and accessory apartments) being rented).

2.4 Defining Affordable Housing – What Does it Mean?

There are numerous definitions of affordable housing. Traditionally within the housing industry and according to Canada Mortgage and Housing Corporation (CMHC), housing is affordable for a given household if it costs less than 30% of gross (before-tax) household income.

For the purposes of this strategy, the Province's definition, in the Provincial Policy Statement 2014, of affordable housing, which has been incorporated into the City's Official Plan, is used.

The Provincial Policy Statement (PPS) 2014 defines affordable as meaning:

- "a) in the case of ownership housing, the least expensive of:
1. housing for which the purchase price results in annual accommodation costs which do not exceed 30 percent of gross annual household income for *low and moderate income households*; or
 2. housing for which the purchase price is at least 10% below the average purchase price of a resale unit in the *regional market area*;
- b) in the case of rental housing, the least expensive of:
1. a unit for which the rent does not exceed 30 percent of gross annual household income for *low and moderate income households*; or
 2. a unit for which the rent is at or below the average market rent of a unit in the *regional market area*."

The Province’s Growth Plan and the PPS define low and moderate income households as those with an annual income at the 60th percentile or less within the regional market area. The City of Guelph is the regional market area for the purpose of applying these definitions and an annual income between the 30th to 60th percentiles is used. As noted in the Ten-Year Housing and Homelessness Plan for Guelph Wellington, annual incomes below the 30th percentile are generally served by social (RGI) housing.

Table 1 presents affordable housing benchmark prices and corresponding low to moderate household income ranges calculated for the City of Guelph in 2015 based on the above definitions:

Table 1 - Affordable Housing Benchmarks, 2015

	Market Based Benchmark	Income Based Benchmark	Low to Moderate Household Income
Ownership	\$327,000	\$339,329	\$46,539 - \$91,828
Rental	\$1,003	\$1,194	\$24,218 - \$47,772

2.5 Community Connections – Who Does What?

All levels of government continue to be involved with affordable housing. However, the roles and responsibilities have changed over the years. Senior levels of government have devolved themselves of direct service provision and are focusing on research and funding programs, leaving it to designated Service Manager municipalities (e.g. Wellington County) to deliver homelessness and social housing services and allocate program funding where available.

The Federal government has begun work on a National Housing Strategy which is undergoing a public consultation period which ends October 21, 2016. Provincial legislative changes are also occurring increasing the tools available to all municipalities in supporting a full range and mix of housing, including affordable housing. Appendix 1 presents a brief summary of government roles in affordable housing.

2.6 City Connections – What is the City Doing?

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

The City has a number of tools in place that assist with the provision of affordable housing. For example, in 1998 the City instigated a "New Multi-residential" property tax class for newly constructed multi-residential buildings (seven or more apartment units under single ownership, i.e. rental apartments) that was equal to the "Residential" property class to help stimulate the development of multi-residential housing that can be a form of affordable housing. The "New Multi-residential" property tax class applies for a period of 35 years for any developments that occurred since 1998. After the 35 years is over the properties are taxed at the "Multi-residential" property tax rate. The "New Multi-residential" property tax rate (approximately 1.03% in 2015) is less than half of the rate set for "Multi-residential" properties (approximately 2.1% in 2015). Since the inception of the new multi-residential property tax class in 1998, 302 primary rental units have been created with the largest percentage of known unit sizes being one bedroom.

The equalized tax approach should be maintained, however the City should consider future changes to the existing "Multi-residential" property tax rate so that the rates are moved closer together removing the different treatment of multi-residential properties (new vs. existing prior to 2002) which could remove the ultimate need for a separate "New Multi-residential" property tax rate.

The City also currently exempts three affordable housing projects from property taxation located at 32 Gordon Street, 371 Waterloo Avenue and 747 Paisley Road. The taxes exempted total approximately \$77,000 per year. Between 2006 to 2015 the City has supported these affordable housing projects through property tax exemptions to a total of over \$660,000. Although out of scope of the Affordable Housing Strategy's focus on market housing, the City also started exempting the new affordable housing supportive project at 187 Bristol Street from property taxation in 2016, increasing the total annual property tax exemption for affordable housing to approximately \$95,000 annually.

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

The Affordable Housing Reserve fund created in 2002 has provided approximately \$1.3 million in funding for a full range of housing including emergency housing (e.g. Wyndham House), non-profit social housing (e.g. Guelph Non-Profit Housing) and ownership housing by a non-profit group (e.g. Habitat for Humanity). The funding has supported the creation of 16 emergency shelter units, nine transitional housing units, 84 rental units and 196 ownership housing units, each project having its own agreement and unique funding levels.

The City continues to work closely with the County as the Service Manager. The City pays its apportioned costs for social housing and homelessness programs to the County. In 2016 the City budgeted \$19.9 million to the Service Manager representing approximately 60% of total program costs. In addition, as a community partner, the City provided support to the development of the Ten-Year Housing and Homelessness Plan for Guelph Wellington.

The City advocates for improved approaches to affordable housing by making submissions to the federal and/or provincial levels of government regarding proposed policy and program changes. Municipal incentives and tools are limited. Increasing income levels and/or funding levels for affordable housing, providing financial tax incentives and legislative changes around policy tools (e.g. inclusive zoning, OMB reform) can all help leverage the City's initiatives. For example the City made a submission regarding proposed changes to the Province's Long-Term Affordable Housing Strategy.

The City should continue to respond to public input opportunities regarding senior government and Service Manager policy and program changes that could impact affordable housing. In addition the City should look at taking a more proactive coordinated approach by actively meeting with senior levels of government and the Service Manager over changes proposed.

3 The State of Housing – A Look at the Guelph Housing Market

Understanding the state of housing helps to identify and provide clarity around the affordable housing issues affecting rental and ownership market housing in the City of Guelph. The following section provides highlights that helped inform the strategic actions.

Demographic and Economic Drivers

- **High household growth** – The population of Guelph is growing, which will contribute to strong household formation and housing demand. The number of households in Guelph is projected to rise 48% between 2011 and 2031.
- **Aging population** - The population is aging, and there is an increasing desire among seniors to "age in place". The increase in the proportion of seniors in the community will increase the demand for adaptable and accessible, multiple-unit housing. Affordability for seniors living on fixed incomes will also be a factor.
- **Immigration** – Immigration is expected to be a strong contributor of population growth in the Greater Golden Horseshoe area, which includes Guelph. Recent immigrants will increase the demand for rental accommodations.
- **People on the move** - Between 2006 and 2011, over 27,000 individuals changed houses within Guelph. In addition, 20,000 individuals moved to Guelph from other places. The majority of these new residents are intra-

provincial migrants (i.e. moved to Guelph from other municipalities in Ontario).

- **Low unemployment** – Guelph has consistently outperformed the provincial average on a range of labour force indicators (i.e. participation rate, employment rate, etc.) over the past decade. Guelph typically holds one of the lowest unemployment rates in Ontario. When unemployment rates are low, more people are typically able to afford a house.
- **Many commuters** - The cost of housing is a determining factor in where a worker chooses to live. In 2011, about 25,000 workers commuted to positions located in Guelph, while roughly 15,000 Guelph residents travelled to jobs located outside the City. All told, Guelph residents held 61% of jobs located in the City of Guelph. The majority of external workers come from Waterloo Region and Wellington County
- **Earnings** - In 2014, half of Guelph's labour force earns less than \$23 per hour, which equates to an annualized full-time salary of approximately \$43,000 per year. Households whose primary income source is derived from earnings in low paying industries and occupations tend to require affordable housing options.
- **Household Income** – Average household incomes in Guelph are slightly below the provincial average. In general, tenant households have lower incomes than homeowners.

Household Characteristics

- **Shrinking household size** - At present, the average household size in Guelph is 2.5 individuals. The average size of households has been declining for over 20 years, and this trend is expected to continue. In Guelph, the share of one person households has increased, while the proportion of three or more person households has declined.
- **More one person households** - Individuals living alone have been the fastest growing household type in Guelph over the past 15 years. They currently comprise over one-quarter of all household types, and the largest share (43%) of all renter household types.
- **Seniors living alone** – Seniors make up the largest segment (37%) of all one person households. Many of these seniors are living on fixed incomes, and will require affordable housing options. The median household income for this group (\$32,379) is the lowest of all household types.
- **Age of homeowners** - Three-quarters of primary household maintainers above the age of 35 own their home, and homeownership rates remain high throughout the senior years.

- **Predominant structure type** - In general, renter households tend to occupy apartment structures while a majority of ownership households occupy single detached dwellings. Occupancy levels reflect the nature of the rental and ownership housing stock available.

Housing Supply

- **Composition of housing stock** - While there has been an increase in the number of new apartments and townhouse units being constructed in recent years, Guelph's housing stock is predominantly comprised of low density housing.
- **Condominium conversions** - Demolitions and rental conversions are not resulting in a significant loss of total rental housing stock.
- **Low vacancy rate** - The vacancy rate for Guelph's primary rental market is currently 0.6% (April 2015), well below the balanced and healthy benchmark of 3%.
- **Increasing rental rates** - Between 2011 and 2014, the private market rental rates for Guelph increased 8%, above the CPI rate of inflation for Ontario of 5% during this time period.
- **Secondary rental market** - 45% of Guelph's rental units are in the secondary market, and are considered to be temporary. Almost one-quarter of all accessory apartments are not rented.
- **Rising house prices** - The average resale price of a home was \$327,062 in 2013 - up 25% since 2009, well above the CPI for Ontario of 8% during this time period.
- **Non-market housing** - Non-market housing represents 4% of the total housing stock in Guelph. The City currently supports non-market housing by providing funding support to the Service Manager, as well as through its historic use of Affordable Housing Reserve funds to incent the development of affordable housing units.

Housing Affordability, Suitability and Adequacy

- **Affordability challenges** - One-quarter of Guelph's households spent above the affordability threshold for housing in 2011. Renters are more likely than homeowners to have affordability challenges.
- **Lack of small housing units** - There is a shortfall of bachelor and one bedroom units, and an abundant supply of dwelling types consisting of three or more bedrooms. The projected rise in the number of one person households will further increase the demand for small units.
- **In good condition** - Over 90% of the overall housing stock is in good condition, requiring only regular maintenance and minor repairs.

- **Households in core housing need** - 11% of all Guelph households were living in core housing need in 2011. The incidence is highest among renters, lone parent households, and one person households.

4 Updating Benchmarks and Achieving Targets

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

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

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

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

5 Housing Economics

The economics of residential development in the private market suggests the need for financial incentives to encourage development to be offered at more affordable prices. Specifically the City has been able to meet its affordable homeownership target but not the 3% affordable rental housing target. In addition there is high need for smaller units (bachelor and one bedroom) for smaller households who experience the highest level of core housing need and represent a growing portion of the City's population. From a financial perspective smaller residential units (bachelor and one bedrooms) tend to be more expensive to construct than larger units with more bedrooms and common amenity areas on a price per square footage basis. The simple fact is that every dwelling unit requires a kitchen and bathroom, which are expensive parts of a house, given servicing and construction costs (e.g. plumbing and electrical infrastructure). Meanwhile the addition of extra

bedrooms or common amenity areas represents relatively inexpensive square footage additions that have high perceived value added in the market place. The absence of financial incentives will likely mean that dwelling units will become less affordable.

The City undertook further research on the costs of various types of ownership and rental housing development to help determine the current financial “tipping point” for creating affordable housing that meets the City’s benchmark prices. This work helped inform the amount and type of financial incentive recommended to support affordable housing which will assist with the development of a comprehensive policy for an Affordable Housing Incentive Program for permanent housing funded through the Affordable Housing Reserve fund as well as its implementation.

A quantity surveyor was hired to produce proformas based on typical apartment, townhouse and stacked townhouse projects in Guelph covering a range of locations, site conditions and tenures (rented or owned). Based on the analysis, the “tipping point” for rental housing ranged from approximately \$60,000 per unit for an apartment in the downtown with commercial space (0-2 bedroom units) to approximately \$80,000 per unit for a townhouse (3 bedroom) located within the greenfield area. This level of subsidy is generally in line with the City’s experience in historically funding affordable housing units and financial incentives provided by other municipalities.

The Canadian Policy Network released a paper on Municipal Incentives for Affordable Housing in Ontario in May 2013. The paper looked at incentives for small, medium and large sized cities (Peterborough, London and Toronto) and in 2013 found that incentives ranging from \$40,156 per unit in Peterborough to \$88,846 per unit in London were used to help include affordable units in a residential project. The projects varied in size and level of average market rent (AMR). Peterborough’s project was a three storey building containing 40 two bedroom units (925 ft²) with rents at 90% of AMR. The London project, which provided larger subsidies, was a three storey walk-up apartment containing 27 one bedroom units (540 ft²) with half of the units with 90% AMR and two thirds not exceeding rents at 80% of AMR. The key incentives that were most impactful were grants, property tax reductions and development charges relief which represent significant expenses apart from land costs, building materials and labour.

This aligns with the City of Guelph’s experience. The City’s Affordable Housing Reserve fund has focused on providing property tax exemptions, property tax reclassifications, late Development Charge payments and grants to offset Development Charges. In 2003, in response to a Federal/Provincial cost shared affordable housing program (i.e. Canada-Ontario Affordable Housing Program), the City of Guelph provided matching funds of approximately \$19,000 per unit with the Federal and Provincial contribution being approximately \$23,000 per unit, for a total subsidy of \$42,000 per unit (\$53,000 per unit inflated to 2016).

6 The Strategy

The Affordable Housing Strategy provides the implementation framework for the Official Plan's affordable housing objectives and policies. The integrated strategic actions presented below will support achievement of the City's affordable housing target, monitor achievement of the target and respond to identified needs to support a full range and mix of housing including affordable housing.

In general, the approach is to continue with the tools and actions directly connected to the City's roles and responsibilities as a land use planning authority and build on them prior to the introduction of new tools, e.g. explore planning regulations prior to directly getting involved in providing affordable housing. However, it is also important that the City stay current on evolving approaches and explore new tools so that we have the opportunity to incorporate them in our approach as appropriate.

The Affordable Housing Strategy includes and confirms the city-wide 30% target to be implemented through the development application process. The actions included in the Affordable Housing Strategy revolve around the following six areas:

1. Targets
2. Planning Regulations and Processes
3. Financial Incentives
4. Development Charges
5. Partnerships; and
6. Monitoring.

A number of the recommended strategic actions are best addressed and implemented as part of ongoing and/or upcoming planned corporate projects. The recommended strategic actions tend to impact larger processes that go beyond addressing affordable housing issues. Other actions can be implemented independently.

6.1 Problem Statement and Housing Issues

The problem statement for the City of Guelph Affordable Housing Strategy is :

The range of housing options available in Guelph is not fully meeting the affordability needs of low and moderate income households.

According to data, the Guelph market has a sufficient supply of ownership housing but lacks smaller ownership units. The overall supply of rental housing, both small and large units, is insufficient and the security of the secondary rental market is of concern.

The data and community engagement work resulted in the following three affordable housing issues that are the focus of the Affordable Housing Strategy:

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

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

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

6.2 Strategic Policy Implementation

Implementing the City's affordable housing target is largely dependent upon designating a suitable amount and density of land for residential use, including mixed use developments. There is a high correlation between the City's growth management policies and the ability to meet both growth management and affordable housing targets. Affordable housing tends to be located within medium and high density developments (i.e. townhouse and apartment units). Medium and high density development is supported throughout the City, especially within the Urban Growth Centre, Intensification Areas and Community Mixed Use Nodes. The added benefit of these areas is that they also promote an affordable lifestyle by supporting transit services and a mix of uses that include important community amenities. In addition development within the greenfield area will be planned and designed to include affordable housing.

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

1. That the affordable housing target be maintained at 30%; 27% ownership and 3% rental.
2. That the City's 30% affordable housing target be implemented city-wide through the development application process. Within the built-up area the focus is on the Urban Growth Centre, Intensification Corridors and Community Mixed Use Nodes. Development within the greenfield area will be planned and designed to include affordable housing.
3. That all development applications including residential units be required to include a discussion of how the development proposes to address the City's affordable housing target and identified issues as part of the Planning Justification Report or a rationale explaining why the housing target and identified issues are not being addressed.

Appendix 3 presents the recommended strategic actions organized by type of tool.

6.3 Strategic Actions

The strategic actions are presented below by type of tool along with a brief rationale. A number of the strategic actions are best addressed and implemented as

part of ongoing and/or upcoming planned corporate projects. Where applicable mention is made of connections to other planned projects.

6.3.1 Targets

Action

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

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

6.3.2 Planning Regulations and Processes

Actions

2. That the City's comprehensive review of its Zoning By-law consider:
 - modifications to parking requirements for multiple residential properties and mixed-use developments that include affordable residential units to reduce requirements where appropriate;
 - regulations for accessory apartments in townhouses;
 - a combined low density residential zoning category that would permit both single and semi-detached dwelling units; and
 - pre-zone appropriate sites for medium and high density residential uses that align with the City's Official Plan's (OPA 48) residential designations.
3. That the City of Guelph continue to monitor the Province's work on inclusionary zoning. If inclusionary zoning does become available to municipalities, the City of Guelph will further examine the potential to use this tool to address identified affordable market housing issues within the City of Guelph, e.g. if this tool is needed and if so under what conditions the

City of Guelph would choose to pursue this tool, e.g. size and type of development and percentage of affordable housing requested, in the context of the performance and outcomes of the other recommended affordable housing strategic actions.

4. That the affordable housing section required as part of the Planning Justification Report be used to support the City's affordable housing monitoring system and provide staff with a measure of the potential demand and budget requirements for financial incentives.
5. That the City develop a generic Terms of Reference to support the preparation of the affordable housing section of the Planning Justification Report.
6. That when the City produces guidelines for Planning Justification Reports a section be included to satisfy requirements for the submission of an Affordable Housing Report for all residential development applications.
7. That the development of height and density bonusing guidelines under Section 37 of the Planning Act explore how affordable housing may be delivered as a community benefit.
8. That when the City updates its development standards, changes that could impact the provision of affordable housing be considered, recognizing the impact of servicing and land requirements on housing costs. For example consideration should be given to increased Transportation Demand Management measures, shared servicing for coach houses, etc. In addition that future updates of development standards be coordinated with the update of the City's Zoning By-law to ensure documents are aligned where appropriate. While these reviews may not be conducted concurrently, it is important that alignment be addressed.

Removal of Zoning By-law Barriers

The City's Zoning By-law regulates the development of specific housing types along with parking regulations. The regulations are meant to implement the City's Official Plan land use designations and policies. A balance is needed to ensure that developments are compatible with neighbourhood uses yet flexible enough to improve the range and mix of housing supported throughout the City without unnecessary barriers.

Removing unnecessary zoning by-law barriers is best done as part of the City's Comprehensive review of its Zoning By-law since modifications to residential zoning regulations could impact adjacent non-residential regulations and a thorough review and public process will be conducted.

Inclusionary Zoning

Inclusionary zoning is a new legislative tool that if enacted could allow municipalities to require development applications to include affordable housing

units in appropriate locations. For example a municipality could choose to require new housing proposals of a certain size to include a certain percentage of affordable units in order to be approved. On May 18, 2016 the Province introduced the *Promoting Affordable Housing Act, 2016*, that if passed, would amend the *Planning Act* by allowing municipalities to implement inclusionary zoning. Details on the legislative change remain subject to provincial consultation with key stakeholders to help the province develop a framework.

The City of Guelph is continuing to monitor the Province's work on inclusionary zoning. If inclusionary zoning does become available to municipalities it is recommended that the City of Guelph further examine the potential to use this tool to address identified affordable market housing issues. For example, if this tool is needed and if so under what conditions the City would choose to pursue this tool, e.g. size and type of development and percentage of affordable housing requested, in the context of the performance and outcomes of the other recommended affordable housing strategic actions. Changes to the City's Official Plan may also be warranted depending on Council's decision on inclusionary zoning. Official Plan policy 7.2.2.2 states "As part of the *development* approval process, City Council may require the identification of lands for *affordable housing*" which could align with the use of inclusionary zoning.

The use of inclusionary zoning could reduce the pressure placed on other tools and/or work with other tools, such as financial incentives, to meet the City's affordable housing targets.

Work on inclusionary zoning is ongoing and currently involves Policy Planning and Urban Design and Development Planning staff. Future resource needs and timing is dependent on the Provincial policy.

Affordable Housing Report Requirement

The City's existing Official Plan includes a policy that enables the City to request a Housing Issues Report to be submitted as part of a complete application which has been carried over as an Affordable Housing Report in the City's Official Plan Update (OPA48), 2012.

All planning development applications are required to submit a Planning Justification Report or letter. The report is intended to help an applicant present a rationale for the proposed development and to assist staff in reviewing the proposal. The report/letter is required to:

- provide a clear understanding of the proposal;
- highlight information specific or particular to the proposal (i.e. special history or circumstances); and
- demonstrate good planning and how the proposal conforms to the City of Guelph Official Plan, the Provincial Policy Statement, the Growth Plan and other relevant legislation.

At the current time it is recommended that all residential development applications address affordable housing as part of the Planning Justification Report. This

approach allows the City to collect relevant information for all residential development. Non-market residential developments could note that the non-market nature of the development, which could include funding sources, satisfies the affordable housing section of the report.

The proposed intent of the affordable housing report section is to:

- make the applicant aware of the City's 30% city-wide target, identified housing issues, and current annual affordable housing monitoring results;
- demonstrate how the proposal addresses the City's affordable housing Official Plan goals, objectives and policies including targets and issues;
- provide staff with relevant information on the proposal to support the City's affordable housing monitoring system; and
- provide staff with a measure of the potential demand and budget requirements for financial incentives.

The proposed Terms of Reference for the affordable housing report section is to include the following:

- Planning rationale noting how the proposal is addressing the City's Official Plan's affordable housing goals, objectives, and policies, including targets;
- Any relevant phasing issues, site and contextual considerations that impact residential affordability;
- Current annual rental and ownership benchmark prices (to be provided by the City);
- Anticipated sale price and/or rental rates;
- Anticipated percentage of units below and above the benchmark prices;
- Number of residential units to be retained and/or removed if relevant;
- Anticipated number of units and structure type(s), including number of bedrooms and description of unit finishing (e.g. modest, high end);
- Nature and amount of shared amenity space if relevant;
- Who the units will be marketed to, e.g. seniors, high end luxury, first time buyers, etc.;
- Anticipated tenure, including ownership (freehold), ownership (condominium), rental, and purpose built secondary rental units;
- Relevant planning process/other applications; and
- Results of all pre-application discussions held with City staff.

Consideration should be given to the following as potential means of lowering housing costs (i.e. sale price, rent):

- Anticipated number of bathrooms in units including ensuites;
- Anticipated floor space in units and building common areas, if applicable; and
- Nature and amount of shared building amenity space in comparison to individual unit space, e.g. decreasing individual unit sizes and increasing shared building amenity space.

If the City decides to use inclusionary zoning, when it becomes available the housing report section could be a mechanism to ensure that all planning development applications address the City's affordable housing target and identified housing issues. Depending on legislative details, flexibility might be available

around how development applications could address the target and issues, e.g. percentage of units, cash in lieu, units off site, etc.

An iterative approach is proposed by using the affordable housing report section for monitoring purposes initially along with its potential to help gauge the need/demand for financial incentives, while preserving the opportunity to use the report as an enforcement mechanism with inclusionary zoning, should this tool be operationalized by the City in the future.

The development and subsequent provision of a generic Terms of Reference for the development industry would provide important clarity to what the affordable housing section of a Planning Justification Report needs to contain. Incorporating the Affordable Housing Report into the Planning Justification Report process, works with current City of Guelph planning practices.

A generic Terms of Reference could be initiated in 2017. It is recommended that this work be connected with the guidelines to be developed for Planning Justification Reports as part of the Integrated Operational Review.

Guidelines for Height and Density Bonusing

The City of Guelph's Official Plan OPA 48 includes policies that permit a development application to include additional height and density in exchange for additional identified community benefits that include affordable housing. Affordable housing may be identified as a community benefit as part of a request under Section 37 of the Planning Act for additional height and density.

Exploring how affordable housing may be delivered as a community benefit is best done as part of the development of height and density bonusing guidelines so that it can be considered in conjunction with other community benefits and the overall process.

Development Standards

The City of Guelph is creating a development engineering manual to provide a singular source of current development engineering design standards. The City's intent is to continuously seek to improve the manual by introducing updates to standards, best management practices, and guidelines as they evolve in the industry. As part of this evolutionary approach consideration is to be given to the impacts of Transportation Demand Management measures such as bike lanes and parking regulations on housing costs.

Considering the impact of development standards on housing costs is best done as part of the next review of the City's Development Engineering Manual.

6.3.3 Financial Incentives

Actions

9. That the City provide a variety of financial assistance for the development of affordable housing.

10. That the City develop a Community Improvement Plan (CIP) for affordable housing to allow financial incentives to be provided to the private sector across the City.
11. That the City provide financial incentives to support the development of both primary rental housing units and purpose built secondary rental housing units with priority given to primary rental units.
12. That financial incentives focus on affordable housing projects containing smaller unit sizes (i.e. bachelor and one bedroom units).
13. That priority be given to affordable housing proposals that include funding from other levels of government.
14. That an annual financial contribution of \$60,000 to \$80,000 per unit be referred to the development of a comprehensive policy for an Affordable Housing Incentive Program for permanent housing funded through the Affordable Housing Reserve fund.

The City needs to cast a wide net to incent the creation of small primary rental units since each potential development application will likely involve unique circumstances. It is important that financial incentives be flexible and recognize the focus of the Affordable Housing Strategy, i.e. private market rental and ownership housing.

An affordable housing CIP would allow the City to direct capital investments, or provide financial incentives (grants), for the construction of affordable housing to private market developers who are instrumental in producing private rental and ownership market housing. As of July 1, 2016 the City can also incent private market developers through a municipal capital facilities by-law and agreement. The regulation that restricted the use of municipal capital facilities by-laws and agreements to service managers was repealed. City staff will assess the preferred approach to incenting private market developers as part of the implementation process.

Financial incentives can take the form of tax supported grants to offset municipal fees, studies, construction costs, etc. Tax increment-based grants (TIBGs) are a type of grant used widely in CIPs. Essentially a grant is provided to developers to offset the costs of an eligible project. The value of the grant is based on the increase in municipal taxes generated by the project for a set period of time. In addition a grant equal to the amount of development charges, could be provided through a CIP without the need to modify the City's Development Charges By-law.

The City's financial incentives should focus on achieving the City's affordable housing targets and address identified housing issues. The City's challenge has been meeting the annual 3% affordable rental housing target which equates to approximately 34 rental units per year. The additional research undertaken on the

costs of development revealed that \$60,000 to \$80,000 represents the financial hurdle of “tipping point” for development to be financially viable with a reasonable rate of return in the current Guelph market for creating affordable rental housing that meets the City’s benchmark price. While financial incentives are the most impactful, the Affordable Housing Strategy includes other actions that support meeting the City’s affordable rental target and identified housing issues. In addition, potential tools and resources provided by senior levels of government are still under development and could positively affect the City’s ability to meet the rental housing target. Since the strategy as a whole is directed at increasing supply and addressing meeting the targets, staff are of the opinion that financial incentives are not required for 100% of the units.

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

Sufficient funds are needed to ensure that smaller units are funded, despite their increased costs per square footage, to meet the needs of small households which are increasing in number. Providing assistance to primary rental market units should be given priority. However, through agreements as a condition of funding, condominium units could also be secured as secondary rental housing units for a set period of time. Primary rental market units are preferred since their potential conversion from rental to ownership units is provided with protection through the City’s conversion policies whereas the rental of condominium units would be controlled by an agreement for a set period of time, e.g. ten – twenty years at which time they could convert to an ownership unit regardless of the state of the City’s rental market.

Additional funding sources that may be secured by programs from senior levels of government would extend the impact of the City’s funding reserves allowing more units to be developed. However, the Affordable Housing Reserve fund should not be premised on the availability of external funding sources because their availability is unknown and outside of the City’s control.

The funding of ownership units might still be appropriate in some circumstances and should be considered on a case by case basis.

Financial incentives for the not-for-profit sector or in partnership with the County as Service Manager could begin in 2017 with a comprehensive policy for an Affordable Housing Incentive Program for permanent housing funded through the Affordable Housing Reserve fund in place and with Council approval of funding for the reserve.

Incentives for the private sector would only be available upon the development and Council approval of a Community Improvement Plan.

6.3.4 Development Charges

Actions

15. That the City consider exemptions or reduced development charge rates for affordable housing as part of the Development Charges Background Study in 2018 in light of the contemporary financial incentive policy.

Development charges are collected from new development to recover the capital costs associated with the infrastructure required to accommodate that growth. Under the "Development Charges Act" municipalities may vary rates by type of development and provide exemptions or reduced rates to a specific geographic area or type of development. An exemption or reduced development charge rate for affordable housing would assist affordability by reducing the cost of constructing new housing units.

Development Charge exemptions can be considered as a means of financially incenting affordable housing during the City's next Development Charges Background Study in 2018.

6.3.5 Partnerships

Actions

16. That the City leverage any partnership opportunities with the County and housing providers to help coordinate and increase the impact of our responses to affordable housing issues while recognizing legislative roles and service area boundaries.
17. That, if the County chooses to develop an incentive toolkit that publicizes current affordable housing programs and incentives, the City participate in its development and make appropriate linkages between the County's and City's communication materials.
18. That, where appropriate, the City assists with increasing the number of affordable housing units on existing County and housing provider developments.

Building on existing partnerships and making appropriate linkages with relevant directions of key stakeholders brings more resources to the table to address common areas of interest. A common communications strategy that publicizes current affordable housing programs will help avoid community confusion on current programs and incentives and create better take-up.

Supporting the revitalization of existing social housing properties could increase the number of affordable housing units available to the community since land costs would already be absorbed by the existing development. There is the potential that

the additional units could help with project operating costs, especially when operating agreements expire. The City could provide this support by leveraging other strategy elements, e.g. advising on affordable housing targets and benchmarks, planning regulation and process assistance, financial incentives, etc.

The timing of partnership actions would be instigated by either the County and/or housing provider. Resource needs would be project specific and likely entail staff time.

6.3.6 Monitoring

Actions

19. That the City monitor the creation of new affordable market housing on an annual basis based on factors such as vacancy rate, success of the actions recommended in this Strategy and performance of the market sector in delivering affordable housing.
20. That the rental housing target be measured as a five year annual average and that purpose built secondary rental housing units, excluding accessory apartments, be included where known.
21. That the City annually monitor key affordable housing indicators including a breakdown of the number of bedrooms per unit in stacked townhouse and apartment developments.
22. That annual reporting of accessory apartment information be expanded to include a breakdown of the number of units created by number of bedrooms.
23. That the City continue to explore the ability to identify and monitor purpose built secondary rental housing annually, excluding accessory apartments, through the development review/approval process, for inclusion in measuring the affordable rental target.
24. That data on secondary rental housing be researched on a five year cycle including a survey of registered accessory apartments to inform the creation of rental units.
25. That the City continue to advocate CMHC for the collection of secondary rental market data for the Guelph area.

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

Monitoring results will help set priorities among the various affordable housing needs and provide valuable information that can be used to inform the affordable housing section of a Planning Justification Report requested as part of a complete application, to ensure consistent information is used.

Measuring the affordable rental housing target as a five year average would recognize the challenge of rental housing not being constructed every year. A rental housing project is generally delivered as part of a larger development resulting in irregular levels of high and low annual unit yields. Using a longer timeframe yields a more accurate measure. In comparison an annual measure of ownership housing is reasonable given the steady supply of annual units created.

Linking annual affordable housing information to existing monitoring reports will help to present a complete picture of residential development activity, including affordable housing, in addition to residential building permit activity or growth management monitoring.

In light of the affordable housing issues identified in the State of Housing report, the following information should also be annually monitored:

- Number of registered accessory apartments by number of bedrooms (0-1 bedroom and 2 bedroom);
- Affordable housing information to include structure type, and number of units by number of bedrooms (0-1, 2, 3, 4+) for apartment and stacked townhouse developments; and
- Where possible new secondary rental housing supply, especially purpose built supply, should be identified including structure type, number of units and number of bedrooms.

Reporting on the number of bedrooms makes it possible to track what the housing industry has delivered and how it addresses the City's housing supply needs. In particular information on the number of bachelor and one bedroom units helps to monitor a suitable supply of units for one person households (who represented the majority of household types) and renters at 26% and 43% respectively. One person households also have the fastest growth rate among all household types, the lowest incomes and the highest level of core housing need.

Information on the secondary rental market is also important since it is estimated to be a significant portion of the City's rental market at 45% and a source of affordable units, especially within the accessory apartment stock. Identifying purpose built secondary rental housing, where possible, as part of the development review/approval process will help gauge whether or not it should be included in measuring the affordable rental target which in turn would assist the City in meeting rental housing targets. Purpose built secondary rental housing units, also referred to as condominium investment units, are an emerging supply that has similar security of tenure as primary rental housing stock. In addition Canada Mortgage and Housing Corporation (CMHC) includes secondary rental market units, where more than 50% of the units are rented, as part of its rental market vacancy

rate. City staff will endeavour to evolve the measurement of the rental target to include secondary rental housing stock that aligns with CMHC's definition.

Given the importance and challenges of information on the secondary rental stock, research should be conducted on a five year cycle, rather than annually. Annual reporting on building activity should continue to include the number of accessory apartment registrations. However, information on the number of registered accessory apartments rented and rental rates should only be collected on a five year cycle through a survey of registered accessory apartments. The City should continue to advocate CMHC for the collection of secondary rental market data for the Guelph area.

Monitoring work can be instigated in 2017 and conducted annually thereafter with the exception of a survey of registered accessory apartments. The approach is to connect with existing monitoring processes so various staff would serve as resources.

7 Strategy Implementation

The Affordable Housing Strategy as outlined herein contains policies and actions that directly address the affordable housing targets and issues identified for the City of Guelph. Appendix 3 provides a summary of the strategic actions starting with the three key policy implementation actions. The remaining twenty-six actions are presented by type of action. The timeframe for initiating the action is provided, where known, along with anticipated resource needs. Where applicable, connections to other planned projects are noted since the action will be implemented as part of a larger process to ensure a comprehensive review is undertaken.

8 Conclusion

The key action to assist with affordable housing targets and issues are financial incentives. It is critical that a comprehensive policy for an Affordable Housing Incentive Program for permanent housing funded through the Affordable Housing Reserve fund be developed and sufficiently funded to make an impactful difference on the City's affordable housing rental target and identified issues. The future development of a Community Improvement Plan will help broaden the types, forms and developers of housing that can be incented. At this point in time financial incentives would be funded by all taxpayers through the general tax base. In the future financial incentives could be directed towards new development through development charges and/or inclusionary zoning tools. It is anticipated that the other actions will assist with affordable housing needs but will not be as impactful as financial resources.

A number of monitoring actions can be initiated in 2017 which will provide improved measures for the City and development industry. Many of the actions will await other planned Corporate projects to ensure an integrated approach is taken.

Appendix 1

Government Roles and Responsibilities in Affordable Housing

The following provides a brief summary of government roles and responsibilities in affordable housing. The description is an update of information provided as part of the Background Report to the Strategy dated April 2014.

Federal Government

Historically, the federal government was a major funder of affordable housing initiatives helping to house returning war veterans and leading the nation's housing programs. In the late 1940's the federal government created a social and rental housing program for low-income families, with costs and subsidies shared 75% by the federal government and 25% by the province. However in the 1990's, the federal government ended funding for new housing programs and transferred responsibility for ongoing social housing programs to the provinces for administration.

The federal government continues to be involved in funding federal cooperatives and providing funding to designated Service Managers for rent supplements/subsidies, administration, management and the Investment in Affordable Housing (IAH) program. The IAH program, announced in 2011, provides funding to Service Managers to reduce the number of Canadians in housing need by improving access to affordable housing that is sound, suitable and sustainable. Under the program, provinces and territories match federal investments. The Economic Action Plan 2013 announced approximately \$253 million per year over five years to renew the Investment in Affordable Housing program to 2018-19.

The federal government also provides funding to Service Managers to develop local solutions to homelessness as part of the Homelessness Partnering Strategy (HPS) launched in 2007. The Economic Action Plan 2013 announced nearly \$600 million for HPS for five years, from April 2014 to March 31, 2019.

The federal investment for social housing will be ending by 2033, impacting 2,238 permanent units and 119 rent supplement units locally. Public consultation is just beginning on the development of a National Housing Strategy in Canada.

Provincial Government

Historically, the Province of Ontario directly provided and managed adequate and affordable housing starting in the early 1960's. Between 1985 and 1989, the Ontario government was directly involved in social housing and funded the building of non-profits and co-ops. By 1995, the Province followed the federal government and stopped participating in the construction of new social housing.

In January 1997, the Province announced the Local Services Realignment (LSR) which made fundamental changes to provincial and municipal roles and responsibilities and created Consolidated Municipal Service Managers (Service Managers) to deliver social programs: social housing, Ontario Works and Children's

Services. A year later municipalities assumed funding responsibilities for social housing although programs were still governed by the Province. In January 2001, Ontario's public housing units were devolved to Service Managers.

The Province continues to be involved in funding programs and policy development. On November 29, 2010, the Province released its Long-Term Affordable Housing Strategy (LTAHS). The LTAHS focuses on transforming the way housing and homelessness services are delivered by taking a more integrated, systems based approach.

Two key elements of the LTAHS are:

1. Local housing and homelessness plans

Service Managers are required to prepare a local Housing and Homelessness Plan (HHP) that addresses matters of provincial interest and is consistent with policy statements issued under the Act. These plans must identify local needs and establish priorities.

2. Program consolidation (Community Homelessness Prevention Initiative)

Several provincial housing and homelessness programs, each operating independently were consolidated into a single program called Community Homelessness Prevention Initiative (CHPI). Program consolidation allows Service Managers to use funding in a more flexible manner which is reflective of local need and based on an integrated, client-centred approach.

The Province also provides matching funds, with the federal government, under the Investment in Affordable Housing (IAH) program.

In addition to federal loss in funding for permanent and rent supplement units by 2033, other provincially supported rent supplement and housing allowances will end between 2023 and 2024.

County of Wellington

Wellington County, as the designated Service Manager, is responsible for the administration, funding and management of social housing and homelessness programs for both Wellington County and the City of Guelph. This work includes the completion of a Ten-Year Housing and Homelessness Plan and the allocation of IAH and CHPI funding. The Guelph Wellington's HHP was approved by the Province in November 2013. In June 2014 the County approved a Homelessness Strategy which is a five year plan to reduce homelessness in Guelph Wellington through to 2018.

City of Guelph

The City of Guelph has a funding and land use planning role to support affordable housing. The City pays its apportioned costs for social housing and homelessness programs to the County. However the City only has an indirect influence on how this funding is spent and how social housing resources are managed. As a community partner, the City provided support to the development of the Ten-Year Housing and Homelessness Plan for Guelph and Wellington.

The City primarily relies on its land use planning role to support a full range of housing that is adequate, suitable and affordable. Through the development and implementation of official plan policies, zoning by-law regulations and programs, the City supports the development, retention and support of an appropriate supply of housing. The City's Official Plan policies include affordable ownership and rental housing targets along with growth plan targets. Housing supply responses include policies permitting accessory apartments, lodging houses, multi-residential developments and protecting rental housing stock. Housing adequacy responses include property management by-laws, enhanced by-law enforcement and fire prevention programs. Housing suitability responses include enforcement of building and fire code standards and supporting other levels of government in the supply and retention of special needs housing. Housing affordability responses include land use supply responses for the types of residential units that tend to be affordable, e.g. rental apartments, including accessory apartments. In addition the City has an Affordable Housing Reserve fund that has historically funded a range of housing types by offsetting development costs.

Appendix 2

Official Plan Update (OPA 48 and OPA 39): Housing Policies (Excerpt)

3.13 Affordable Housing

1. In order to maintain and enhance a healthy and *complete community*, the City will make provisions for an adequate range of housing types and affordability options by:

- i) establishing and implementing minimum housing targets for the provision of housing that is affordable to *low and moderate income households*, in consultation with the County of Wellington; and
- ii) permitting and facilitating all forms of housing required to meet social, health and well-being requirements, including *special needs* requirements of current and future residents.

7.2 Affordable Housing

The City recognizes the importance of housing, including affordable housing, in meeting the needs of the City's existing and future residents.

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.
- b) To actively participate in, encourage and promote affordable housing opportunities funded by Provincial and/or Federal programs in conjunction with the Consolidated Municipal Service Manager (Service Manager) to ensure a supply of new affordable housing within the City.
- c) To encourage and support education and awareness programs with private, public and local community stakeholders to highlight the economic and social advantages of affordable housing.
- d) To recognize the role of existing housing and accessory apartments in providing choices for a full range of housing, including affordable housing.
- e) To protect the existing supply of affordable rental housing by regulating demolitions and the conversion of existing rental properties to condominiums or co-ownership housing.
- f) To promote innovative housing types and forms to ensure affordable housing for all socio-economic groups throughout the city.
- g) To establish and implement minimum targets for affordable housing through new development applications.

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.

7.2.1 Affordable Housing Targets

1. An affordable housing target will be implemented through new development applications city-wide. The affordable housing target is based on the method outlined in the City of Guelph's December 2009 Affordable Housing Discussion Paper and will be implemented through the use of various planning tools (e.g., planning policy, development approvals, financial incentives,
2. The annual affordable housing target requires that an average of 30% of new residential development constitute affordable housing. The target is to be measured city-wide. The target includes an annual target of 27% affordable ownership units and an annual target of 3% affordable rental housing units.
3. The City will support the Service Manager in the achievement of the development of social housing.
4. While not part of the annual affordable housing target, the creation of approximately 90 accessory apartment units annually will be encouraged.

7.2.2 General Policies

1. The City will develop a housing strategy that will set out a plan, including policies for the Official Plan and implementation strategies, to meet the needs of all residents, including the need for affordable housing – both home ownership and rental housing. The housing strategy will include the planning and development of a range of housing types and densities to support the achievement of the intensification target and density targets.
2. As part of the development approval process, City Council may require the identification of lands for affordable housing.
3. City Council shall consider giving priority, through the Development Priorities Plan, to development applications that provide the type, size and tenure of housing required to meet the social and economic needs of the City's residents.
4. City Council may establish alternative development standards for affordable housing, residential intensification, redevelopment and new residential development which minimizes the cost of housing and facilitates compact urban form. This may include setting maximum unit sizes or reducing parking requirements.
5. City owned land that is surplus to City needs and appropriate for residential development shall be given priority for sale or lease for the development of affordable housing.
6. Investment in new affordable housing shall be encouraged through a coordinated effort from all levels of government and appropriate partnerships with non-government organizations and through the implementation of a range of

strategies including effective taxation, regulatory and administrative policies and incentives.

7. The City shall identify, promote and where appropriate, participate in affordable housing opportunities funded by senior levels of government and presented by non-government organizations.
8. The City may require the submission of an Affordable Housing Report as a part of a development application, demonstrating to the satisfaction of the City how the application addresses affordable housing needs including the provision of a range of affordable housing prices.
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.
10. Affordable housing is encouraged to locate where served by transit, and other services such as, shopping, parks and other community facilities. Housing proposed in Downtown and Mixed-use designations is strongly encouraged for affordable housing because of the availability of nearby services and opportunity to support an affordable lifestyle.
11. The City will undertake a review of municipal implementation tools that could be used to support and implement affordable housing.
12. The City recognizes that since social housing is not within the jurisdiction of the City's administration, co-ordination between the City and the Service Manager is necessary. This Plan promotes dialogue and informed decision making between the City and the Service Manager.

7.2.3 Retention of Existing Housing

1. The City's existing housing stock represents a significant component of affordable housing. To promote its retention, in instances where it is not required for intensification efforts, the housing should be maintained and updated to reflect current building standards and energy conservation efforts.
2. The City will use the provisions of the Property Standards By-Law under the Municipal Act and Demolition Control provisions of the Planning Act to protect and promote the continued useful life of existing housing.

7.2.4 Retention of Existing Rental Housing

1. The retention of the existing rental housing stock will be promoted as an important affordable housing source providing choice for residents who prefer to rent rather than own.
2. The following provisions will be implemented to promote the retention, maintenance and upkeep of the existing rental housing stock:

- i) the condominium conversion policies as outlined in Section 7.2.5;
- ii) the demolition control provisions of this Plan;
- iii) the use of the City's Property Standards By-law for maintenance and upkeep; and
- iv) the promotion of the use of senior government rehabilitation programs.

7.2.5 Condominium/Co-ownership Housing Conversion from Rental

1. A condominium/co-ownership conversion will refer to any change in the tenure status of an existing residential housing development from rental to condominium or co-ownership housing tenureship. Existing rental housing refers to projects containing any dwelling units occupied by residential tenants or last occupied by residential tenants and currently vacant.
2. The conversion of rental accommodation to condominium or co-ownership housing tenureship will be considered on the merits of each proposal.
3. Conversion of rental accommodation to condominium or co-ownership housing may only be permitted where a Rental Conversion Report has been submitted demonstrating to the satisfaction of the City that no adverse impacts will result on the supply or range of rental housing provided, including its geographic distribution. Applicants may include a supplementary vacancy rate survey supplementing the vacancy rates reported by the Canada Mortgage and Housing Corporation (CMHC).
4. The City will discourage the conversion of existing rental units to condominium or co-ownership housing when the vacancy rate for rental accommodation is below 3%, and will prohibit such conversions when the vacancy rate is below 1.5%. The vacancy rate shall be defined as the average vacancy rate of the latest two vacancy surveys conducted in Guelph by the Canada Mortgage and Housing Corporation. The City may conduct supplementary vacancy rate surveys and modify the vacancy rates reported by CMHC in accordance with its own findings.
5. The City will utilize agreements setting out the specific conditions and standards for a condominium or co-ownership housing conversion.
6. When considering applications for condominium or co-ownership housing conversion, Council will have regard for:
 - i) the number of units included in the conversion application;
 - ii) the number of rental units under construction at the time of application for conversion; and
 - iii) the impact of the conversion on the rental housing market (i.e., anticipated changes in vacancy rates).

7.2.6 Affordable Housing Implementation Policies

A variety of tools and techniques may be used to assist in the development of new affordable housing.

1. The City will undertake a review of municipal tools for the implementation of affordable housing to develop an appropriate approach for the City to meet identified affordable housing targets. The implementation strategy will include administration, communication and monitoring approaches.

Administration

2. In conjunction with the Service Manager, the City shall actively identify and promote affordable housing opportunities within the City to facilitate proponents of affordable housing in receiving funding from senior levels of government for the development of new affordable housing.

3. Social housing will be developed in conjunction with the Service Manager.

4. The City will support and assist the Service Manager in the preparation of a housing strategy to meet the housing needs of the most vulnerable in the City. The City will support and facilitate the provision of affordable rental housing through the Guelph Non-Profit Housing Corporation.

5. The City will explore the feasibility of developing a 'land banking' program whereby lands may be held in public ownership until senior government affordable housing funding becomes available.

Communication

6. The City, in conjunction with the Service Manager, will continue to promote and educate the public on current federal/provincial housing and financial assistance programs.

7. The City will promote and where appropriate establish on-going partnerships with both federal/provincial governments for surplus land and/or buildings.

8. The City will continue to advocate to senior levels of government for additional funding and tax incentives for low-income households and clearer legislative authority to implement affordable housing.

Monitoring

The City will develop and maintain an affordable housing monitoring system. Monitoring will include details on the affordable housing developments planned and constructed over the year and will set the new affordable housing benchmark prices for ownership and rental housing for the upcoming year. The information collected may be used to inform the prioritization and assignment of development proposals in the City's Development Priorities Plan.

9. The affordable benchmark price for ownership and rental housing will be monitored and established annually to reflect changing market conditions.
10. The affordable housing target will be reviewed as part of the Five Year Official Plan review.
11. The City will annually monitor:
 - i) the number and types of affordable housing produced through new residential development and intensification efforts;
 - ii) the number and types of affordable housing lost through demolition and condominium conversion;
 - iii) ownership and rental house prices;
 - iv) rental vacancy rates; and
 - v) achievement of the affordable housing targets of this Plan.
12. Based on monitoring results, priorities may be set among the various affordable housing needs.

**Appendix 3
Summary of Strategic Actions**

Strategic Actions

#	Policy Implementation	How
1.	That the affordable housing target be maintained at 30%; 27% ownership and 3% rental.	To be monitored annually and reported to Council.
2.	That the City's 30% affordable housing target be implemented city-wide through the development application process. Within the built-up area the focus is on the Urban Growth Centre, Intensification Corridors and Community Mixed Use Nodes. Development within the greenfield area will be planned and designed to include affordable housing.	To be monitored annually and considered through development approvals process.
3.	That all development applications including residential units be required to include a discussion of how the development proposes to address the City's affordable housing target and identified issues as part of the Planning Justification Report or a rationale explaining why the housing target and identified issues are not being addressed.	Through complete application requirement for development applications.

Strategic Actions

#	Affordable Housing Strategic Action	Timeframe	Resource Needs	Other Planned Project
Targets				
1.	That the City review the affordable rental housing target during the next Official Plan review based on factors such as vacancy rate, success of the actions recommended in this Strategy and performance of the market sector in delivering affordable housing.	Every five years	Staff: Policy Planning and Urban Design	Official Plan Review (TBD)
Planning Regulations and Processes				

#	Affordable Housing Strategic Action	Timeframe	Resource Needs	Other Planned Project
2.	<p>That the City's comprehensive review of its Zoning By-law consider:</p> <ul style="list-style-type: none"> • Modifications to parking requirements for multiple residential properties and mixed-use developments that include affordable residential units to reduce requirements where appropriate; • regulations for accessory apartments in townhouses; • a combined low density residential zoning category that would permit both single and semi-detached dwelling units; and • pre-zone appropriate sites for medium and high density residential uses that align with the City's Official Plan's (OPA 48) residential designations. 	2017-2021	Staff: Policy Planning and Urban Design, Development Planning and Zoning	Comprehensive Zoning By-law Review (TBD)
3.	<p>That the City of Guelph continue to monitor the Province's work on inclusionary zoning. If inclusionary zoning does become available to municipalities, the City of Guelph will further examine the potential to use this tool to address identified affordable market housing issues within the City of Guelph, e.g. if this tool is needed and if so under what conditions the City of Guelph would choose to pursue this tool, e.g. size and type of development and percentage of affordable housing requested, in the context of the performance and outcomes of the other recommended affordable housing strategic actions.</p>	Ongoing	Staff: Policy Planning and Urban Design, and Development Planning	
4.	<p>That the affordable housing section required as part of the Planning Justification Report be used to support the City's affordable housing monitoring system and provide staff with a measure of the potential demand and budget requirements for financial incentives.</p>	2017	Staff: Development Planning	
5.	<p>That the City develop a generic Terms of Reference to</p>	2017	Staff: Policy	

#	Affordable Housing Strategic Action	Timeframe	Resource Needs	Other Planned Project
	support the preparation of the affordable housing section of the Planning Justification Report.		Planning and Urban Design, and Development Planning	
6.	That when the City produces guidelines for Planning Justification Reports a section be included to satisfy requirements for the submission of an Affordable Housing Report for all residential development applications.	TBD	Staff: Policy Planning and Urban Design, and Development Planning	Integrated Operational Review (IOR) – Planning Process User Manual Support Materials (TBD)
7.	That the development of height and density bonusing guidelines under Section 37 of the <i>Planning Act</i> explore how affordable housing may be delivered as a community benefit.	2017* subject to resolution of current OMB appeals	Staff: Policy Planning and Urban Design, and Development Planning	Section 37 Implementation (TBD)*
8.	That when the City updates its development standards, changes that could impact the provision of affordable housing be considered, recognizing the impact of servicing and land requirements on housing costs. For example consideration should be given to increased TDM measures, shared servicing for coach houses, etc. In addition that the future updates of development standards be coordinated with the update of the City’s Zoning By-law to ensure documents are aligned where appropriate. While these reviews may not be conducted concurrently, it is important that alignment be addressed.	TBD	Staff: Policy Planning and Urban Design, Development Planning and Engineering	Development Standards Review (TBD)
Financial Incentives				
9.	That the City provide a variety of financial assistance for the development of affordable housing.	2017, Ongoing	Staff: Office of the Chief	

#	Affordable Housing Strategic Action	Timeframe	Resource Needs	Other Planned Project
			Administrative Officer, Finance, Public Services and Policy Planning Other: Financial budget	
10.	That the City develop a Community Improvement Plan (CIP) for affordable housing to allow financial incentives to be provided to the private sector across the City.	Q4 2018* subject to Council decisions regarding the Affordable Housing Incentive Program and sustainable funding	Staff: Policy Planning and Urban Design, and Finance	
11.	That the City provide financial incentives to support the development of both primary rental housing units and purpose built secondary rental housing units with priority given to primary rental units.	2017 Annually thereafter	Staff: Office of the Chief Administrative Officer, Finance, Public Services and Policy Planning and Urban Design Other: Financial budget	Affordable Housing Incentive Program
12.	That financial incentives focus on affordable housing projects containing smaller unit sizes (i.e. bachelor and one bedroom units).	2017 Annually thereafter	Staff: Office of the Chief Administrator Office, Finance, Public Services and	Affordable Housing Incentive Program

#	Affordable Housing Strategic Action	Timeframe	Resource Needs	Other Planned Project
			Policy Planning Other: Financial budget	
13.	That priority be given to affordable housing proposals that include funding from other levels of government.	2017 Annually thereafter	Staff: Office of the Chief Administrator Office, Finance, Public Services and Policy Planning staff Other: Financial budget	Affordable Housing Incentive Program
14.	That an annual financial contribution of \$60,000 to \$80,000 per unit be referred to the development of a comprehensive policy for an Affordable Housing Incentive Program for permanent housing funded through the Affordable Housing Reserve fund .	2017 Annually thereafter	Staff: Office of the Chief Administrative Officer, Finance, Public Services and Policy Planning Other: Financial budget	Affordable Housing Incentive Program
Development Charges				
15.	That the City consider exemptions or reduced development charge rates for affordable housing as part of the Development Charges Background Study in 2018 in light of the contemporary financial incentive policy.	2018	Staff: Policy Planning and Urban Design, and Finance Other: Consultant	Development Charges Background Study (2018)
Partnerships				
16.	That the City leverage any partnership opportunities with the County and housing providers to help coordinate and increase the impact of our responses to affordable housing issues while recognizing legislative roles and service area boundaries.	Ongoing, as needed	Staff: Planning, Urban Design & Building Services, Office of the Chief Administrative Officer	

#	Affordable Housing Strategic Action	Timeframe	Resource Needs	Other Planned Project
			Other: County and housing provider instigation and resources.	
17.	That, if the County chooses to develop an incentive toolkit that publicizes current affordable housing programs and incentives, the City participate in its development and make appropriate linkages between the County's and City's communication materials.	Ongoing, as needed	Staff: Planning, Urban Design & Building Services, and Corporate Communications Other: County instigation and resources.	
18.	That, where appropriate, the City assists with increasing the number of affordable housing units on existing County and housing provider developments.	Ongoing, as needed	Staff: Policy Planning and Urban Design Other: County and housing provider instigation.	
Monitoring				
19.	That the City monitor the creation of new affordable market housing on an annual basis based on factors such as vacancy rate, success of the actions recommended in this Strategy and performance of the market sector in delivering affordable housing.	2017, Ongoing	Staff: Policy Planning and Urban Design	
20.	That the rental housing target be measured as a five year annual average and that purpose built secondary rental housing units, excluding accessory apartments, be included where known.	2017, Ongoing	Staff: Policy Planning and Urban Design	
21.	That the City annually monitor key affordable housing indicators including a breakdown of the number of bedrooms per unit in stacked townhouse and apartment developments.	2017, Ongoing	Staff: Planning, Urban Design & Building Services, and Information	

#	Affordable Housing Strategic Action	Timeframe	Resource Needs	Other Planned Project
			Technology	
22.	That annual reporting of accessory apartment information be expanded to include a breakdown of the number of units created by number of bedrooms.	2017, Ongoing	Staff: Building	
23.	That the City continue to explore the ability to identify and monitor purpose built secondary rental housing annually, excluding accessory apartments, through the development review/approval process, for inclusion in measuring the affordable rental target.	2017, Ongoing	Staff: Policy Planning and Urban Design, and Development Planning	
24.	That data on secondary rental housing be researched on a five year cycle including a survey of registered accessory apartments to inform the creation of rental units.	Q4 2019	Staff: Policy Planning and Urban Design	
25.	That the City continue to advocate CMHC for the collection of secondary rental market data for the Guelph area.	2017, Ongoing	Staff: Policy Planning and Urban Design	

Attachment 2

Public Feedback on Recommended Strategic Actions

The City received public feedback on the Recommended Strategic Actions report presented to Council on July 11, 2016, by holding a focus group with key stakeholders and posting the report for public comment. The key stakeholders have been engaged throughout the development of the affordable housing strategy and include representatives from the County of Wellington, University of Waterloo, Chamber of Commerce, Canada Mortgage and Housing Corporation, Realtors Association, Poverty Task Force, Wellington Guelph Housing Committee, Development and Homebuilder Associations, Landlord/Property Management Groups, Habitat for Humanity and older adult group (formerly COALT). In addition the recommended strategic directions were posted on the City's website on June 30, 2016 with an open request for comments until August 3, 2016. The following presents a summary of the feedback from the key stakeholders. The two attached letters were received by the City in response to the public posting of the Recommended Strategic Actions report.

Key Stakeholder Focus Group, July 14, 2016

Targets and Benchmarks:

- The City needs to count accessory apartments as new units per year that could help meet the affordable housing target (a good target/benchmark would be to drill into this data)
- Not including accessory apartments in this count is giving a false impression of a low supply/crisis
- Give a better representation of the 18,000 shortage of small units and clarify shortage is in 1 and 2 bedroom units and households may be choosing larger units meaning the shortage is not so critical
- Do not limit what is measured based on what we are trying to achieve. Measure who is "winning" or not verses target
- How do we tap into the untapped market? Should "home sharing" be part of tracking? (giving financial incentives)
- Should affordable benchmark be higher if it has an accessory apartment?
- Should co-housing be considered?
- There is no one solution to solve all the problems – each segment of the problem will require its own solution – focus on parameters that alleviate the problem.

Planning Regulations and Processes:

- Need to invite new thinking to the process and create models and definitions of building that are affordable
- Do not implement regulations that will increase length of process – cost of land only continues to increase – consider the impact of regulation on the cost of land

- Zoning By-law needs more flexibility – inclusionary zoning may sound good, but it is not – investigate zoning restrictions that limit or prevent co-housing
- Example of ‘Places to Grow’ – lacking balanced approach in implementation
- Need to consider implications
- Need more flexibility to move quickly and accommodate need
- Restricting size of accessory apartments is unnecessary – natural limits on size
- Parking requirements worth looking into
- Overall use of space (including commercial) – land is the issue (land space not used efficiently)

Financial Incentives:

- Incentives should be open to anyone (private, NFP, etc.), but what’s more important is what is being incented
- Invest in bottom three income quintiles – what investments do we need to make for each quintile?
- Build for 3rd quintile and below and combine with county subsidies
- There should be incentives for developers to build in idle/complex areas (Habitat for Humanity is currently looking at building on a site that every developer passed up because it’s considered “difficult”)
- Tie incentives to a deliverable – demonstrate outcome and claim money back
- Incentives that come earlier in the process, the better – timing of incentive is key
- Cash/waivers – no difference
- Incentive contingent upon and aligned with anticipated outcomes

Emerging Trends

- Monitor the impacts of purpose built rental for student housing – has not seemed to impact market yet – students mostly in secondary market
- Connect with Town and Gown Committee to see if impacts of Solstice are a concern
- Parking – look at use of space and commercial parking – incentives for commercial and residential to combine
- Optimize land – mechanisms to think outside of the box for use of space
- Universal design (i.e. creating units, buildings and neighbourhoods that buildings, products and environments that are inherently accessible to older people, people without disabilities, and people with disabilities)

Information

- Do not make requirements that will delay the planning approvals process because it increases costs

July 28 2016

The Central Ontario Co-operative Housing Federation (COCHF) would like to take the opportunity to comment on the City of Guelph's Affordable Housing Strategy that was presented to the Guelph City Council on July 11 2016. COCHF strongly supports the initiatives of the City of Guelph in addressing the shortfall in affordable housing, particularly for smaller households.

COCHF is a non-profit organization that provides services and resources to support housing co-operatives in Guelph, K-W, Cambridge and Brantford. There are 6 housing co-ops in Guelph, housing 389 households. COCHF provides education, bulk purchase, information and consulting to our member co-ops.

Some of the recommendations in the report are of particular interest to housing co-ops who might be interested in developing more units:

1. Accessory apartments in townhouse units. Converting existing townhouses to smaller units would be a cost-effective way of addressing the need for smaller sized units
2. Financial incentives for the development of affordable units
3. Encouraging the development of partnerships to assist with the development of smaller units
4. Providing assistance, such as legal advice or development expertise to housing providers who would like to develop units.

One very practical way for the City to engage the non-profit housing providers, including co-ops, is to include them in the City's ongoing communications. Housing providers are often not aware of a City's initiatives until it is too late. Ensuring that housing providers have ongoing access to information, such as proposal calls or opportunities to comment, would help to meet the City's existing mandate to develop a corporate strategy related to affordable housing.

COCHF welcomes the City's efforts to address this important issue of affordable housing. We look forward to future opportunities to be involved in this discussion.

Regards,

Sabine Behnk
Managing Director, COCHF

July 27th 2016

City of Guelph
Planning Services
Infrastructure, Development and Enterprise
City Hall
1 Carden Street
Guelph ON N1H 3A1

Attention: Ms. Joan Jylanne, Senior Policy Planner

Dear Ms. Jylanne:

**Re: Affordable Housing Initiative
City of Guelph**

Thank you for the invitation to attend the stakeholder meeting on July 14th 2016 at City Hall. I found the meeting to be both engaging and informative due to the inclusion of a diversified group of interested parties.

We have previously provided you with specific comments related to the Affordable Housing Initiative. Please refer to our correspondence dated February 2nd 2016 and our responses contained in the 'Affordable Housing Strategy: Stakeholder Workbook on Draft Directions' dated February 2016 and provided to you on March 9th 2016. We feel that these comments and feedback are still valid.

Notwithstanding the challenges associated with this complex topic, we are of the view that there are some key starting points that the City will need to undertake in order to affect change. Some of these were identified in the stakeholder discussions that took place on July 14th.

In particular, a number of challenges facing the implementation of an Affordable Housing Strategy were discussed and provoked further thought. Among other things, these included the need for a clear understanding of the following:

- The importance of providing more flexibility versus more regulation in the zoning bylaw
- The impact of more regulation on the cost of land
- The importance of identifying the types and timing of financial incentives to be provided in order to make the strategy implementable
- The importance of partnerships to make the strategy feasible

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- The application of subsidies provided by the County as the service provider to people in need of housing
- The use of lands already in public ownership to advance the objectives of this initiative by keeping the cost of land down and partnering with private sector organizations
- The implications of implementing inclusionary zoning on the cost of development
- The implications and disconnect of various Provincial initiatives (such as the Growth Plan, Greenbelt Plan, Bill 206) which appear to be working at odds and driving up the cost of land through a restriction on land supply
- The importance of key metrics to determine the success of the strategy and when key objectives have been achieved

Recent literature has focused on approval process delays and the impact of this on the cost of land. In particular, the Fraser Institute has reviewed the impact of five measures of land use regulation on the growth of housing supply. It has concluded that (based on the study of 68 Canadian municipalities) delays in planning approvals are particularly detrimental to the cost of land. This research concluded that regulatory reform related to simplifying approval processes could "reduce homebuilding costs, increase the number of homes on the market and subsequently push down [housing unit] prices".

The Affordable Housing Initiative developed and proposed by the City thus far has taken considerable time. We feel that its timely implementation can only be achieved if the key points highlighted above and in previous correspondence are addressed in a meaningful fashion.

We remain keenly interested in the implementation mechanisms that the City may put in place on a go forward basis to deal with affordable housing supply. Thank you for the opportunity to comment.

Yours truly,



Larry Kotseff
Senior Executive, Land Development

Cc Carson Reid, GWDA

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