# **Planning Justification Report**

## **Clair Ridges Subdivision**

Wellington County
Town of Minto

Zoning By-law Amendment

May 2021



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#### **Prepared for:**

Galaxy Fine Homes 107 Revell Drive Fergus, Ontario N1M 3M7

#### Prepared by:

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## **Contents**

1.	Introduction				
	1.1	Background and Context2			
	1.2	Subject Application2			
	1.3	Purpose and Scope2			
2.	Site I	Site Location and Context3			
3.	Exist	ing Draft Plan and Proposed Changes5			
4.	Plani	Planning Policy and Regulatory Overview9			
	4.1	Provincial Policy Statement (2020)9			
	4.2	Places to Grow: Growth Plan for Greater Golden Horseshoe9			
	4.3	Wellington County Official Plan11			
	4.4	Town of Minto Zoning By-law19			
5.	Planning Justification2				
6.	Summary and Conclusion				
Appe	ndix A	A – Draft Zoning By-law Amendment23			

i

### 1. Introduction

#### 1.1 Background and Context

GSP Group is the planning consultant to Galaxy Fine Homes who are in the process of purchasing the lands between Toronto Street and Prospect Street also known as the Clair Ridges Subdivision in the Town of Minto (the "Subject Lands"). Our client proposes to increase the number of lots and dwellings on the existing Draft Plan of Subdivision ("Proposed Revision"), which will require a Zoning By-law Amendment and red line revisions to the Draft Plan.

Based on the pre-consultation meeting on April 14th, 2021, it is understood that a planning justification letter is necessary as part of the rezoning and red line revision applications.

#### 1.2 Subject Application

The purpose of this Zoning By-law Amendment is to rezone the Subject Land from R1B to R2 to permit semi-detached dwellings and adjust the frontage of the single-detached lots. This rezoning is accompanied by a red line revision for the existing Draft Plan and is submitted concurrently (the "Subject Applications").

#### 1.3 Purpose and Scope

This Report has been prepared in support of the Subject Applications and will provide planning justification for the Proposed Revision. The objectives of this Report are as follows:

- To provide an overview of the Subject Lands, including site description and surrounding uses;
- To provide an overview of the Proposed Revision;
- To provide a brief summary of the Subject Applications; and,
- To provide a summary of existing planning policies and regulations that apply to the Subject Lands.

### 2. Site Location and Context

The Subject Lands are located along the southern boundary of Palmerston, a community in the southern area of the Town of Minto and is located between Toronto Street and Prospect Street (see **Figure 1**). The Subject Lands are approximately 3.28 hectares in size, with access provided from Grand Trunk Street.

The Subject Lands are vacant, aside from five single detached dwellings that were constructed as part of an initial phase of development for the existing Draft Plan of Subdivision. The eastern property line of the Subject Lands represents the border of the Town of Minto and the adjoining Municipality of North Perth.

The uses surrounding the Subject Lands are predominately low density residential to the west and south, agricultural adjacent to the east, and TG Minto, an auto-parts manufacturer, adjacent to the north.





Site Aerial
Source: Google Earth (2019)



#### 3. **Existing Draft Plan and Proposed Changes**

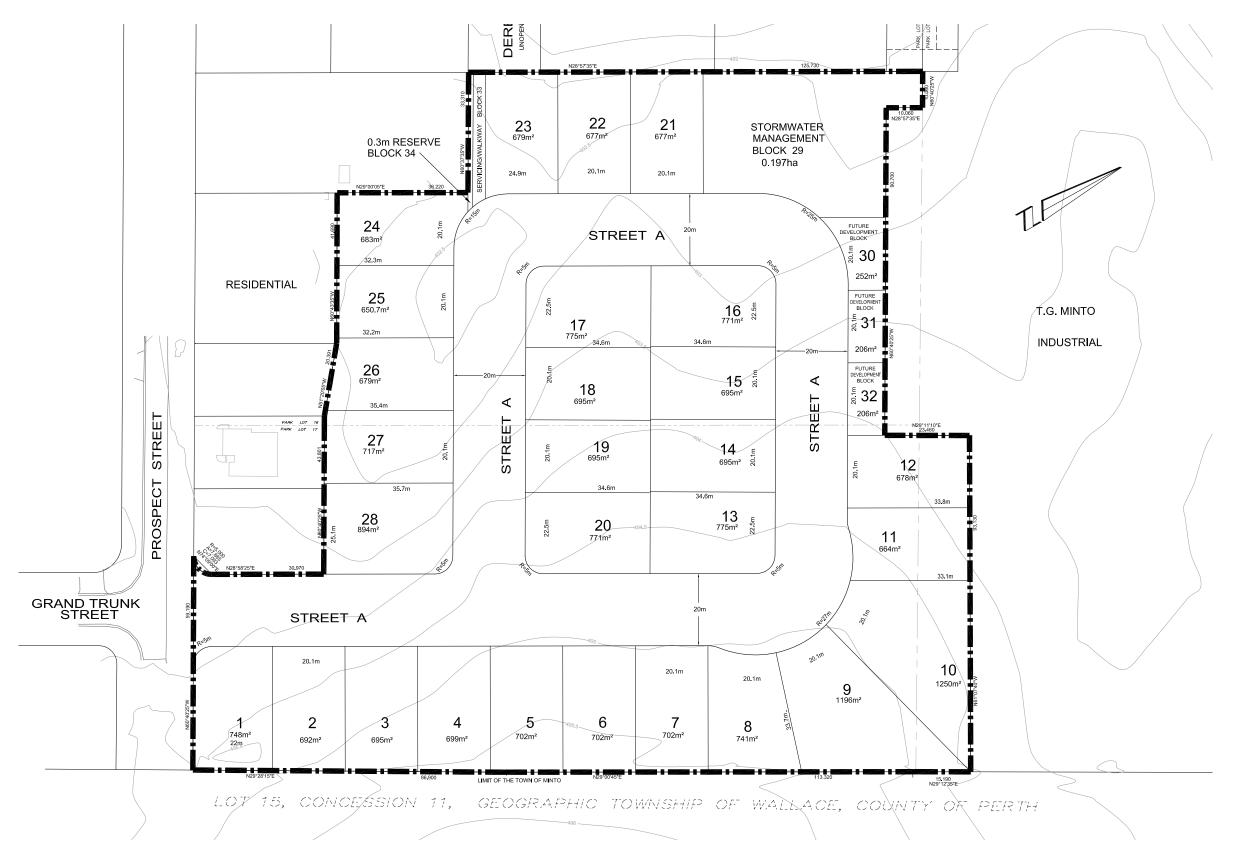
The existing Draft Plan of Subdivision provides lots for 28 single-detached dwellings, five of which have been registered and built, leaving a remaining total of 23 lots for singledetached dwellings (see Figure 2). In addition to the residential lots, three future development blocks for future residential lots, and one stormwater management block are also identified in the Draft Plan.

The Proposed Revision provides 24 single-detached dwellings and 16 semi-detached dwellings for a total of 40 dwelling units (see Figure 3). The semi-detached lots are located internally in the concept. No changes are proposed to the road network or stormwater block.

The single-detached lots include 16 lots with frontages of 12 metres, 1 lot with a frontage of 12.3 metres, 6 lots with a frontage of 13.4 metres, and 1 lot with a frontage of 14.9 metres. The lot depths range from 32 to 35 metres for most lots, with 2 deeper, pieshaped lots at the north-east bend in the street.

The semi-detached lots have frontages of 9.4 metres and a depth of 34.6 metres, except the corner lots, which have a width of 14.2 to 14.3 metres. These lots are sufficiently large to develop desirable housing and meet the as-of-right permissions of the R2 Zone. With the additional units, the overall density of the Subject Lands would increase to 14.87 units per hectare (40 units/2.69 hectares) from the current 10.41 units per hectare (28 units/2.69 hectares).

Parking for each of the lots is planned to be provided in private garages and front yard driveways. The single detached and semi-detached lots located at a corner will feature two car garages with driveway space for two additional vehicles, while the interior semidetached lots will have a single car garage along with a driveway parking space.









Discussions were held with the owners of land adjacent to the east (the "TG Minto" site) to determine if there was potential to acquire lands to facilitate the development of the eastern edge of the Subject Lands. There was no interest in selling these lands at this time. Due to the dimensions of this land, it would be difficult to develop; therefore, it is proposed that this land would be conveyed to the Town as parkland as shown on Figure 3. This parkland contribution represents a 2.2% dedication.

Based on discussions with Triton as the engineering consultants for the Draft Plan, the stormwater management pond shown on the current Drat Plan of Subdivision can accommodate the proposed increase in density without changing the SWM Block.

This rezoning would be further implemented by a red line revision to the existing Draft Plan of Subdivision on the Subject Lands.

## 4. Planning Policy and Regulatory Overview

#### 4.1 Provincial Policy Statement (2020)

The Provincial Policy Statement ("PPS") provides policy direction on matters of provincial interest, and guides growth and development in Ontario. The PPS supports land use planning and management that contributes to effective and efficiently managed growth and development.

The PPS is issued under Section 3 of the *Planning Act* and came into effect on May 1, 2020. It applies to all planning matters considered after this date. The following provides a summary of the key policy considerations of the PPS as related to the Subject Applications.

Policy 1.1.1 of the PPS states that healthy, livable communities are sustained by an "appropriate range and mix" of residential types, employment, institutional and recreational uses through the promotion of "cost-effective land use patterns" that minimize land consumption and servicing costs. The Subject Applications broaden the type of housing options available within the community that makes effective use of the surrounding services and infrastructure.

Policy 1.1.3.3 requires municipalities to identify appropriate locations and promote opportunities for transit-supportive development, intensification, and redevelopment where it can be accommodated, taking into account the availability of infrastructure and community services. The Subject Applications provides intensification and redevelopment in a compact form that compliments the nearby downtown services.

Section 1.4 of the PPS contains specific policies regarding housing. Policy 1.4.3 requires municipalities to provide for an appropriate "range and mix of housing options and densities" by permitting and facilitating residential intensification, including redevelopment. The Subject Applications adds to the range of housing options and densities at an appropriate scale for the community.

The Subject Applications are consistent with the PPS as it provides for effective and efficient use of municipal infrastructure and provides for residential intensification at a higher density that broadens the range of housing types within the community.

#### 4.2 Places to Grow: Growth Plan for Greater Golden Horseshoe

The Growth Plan for the Greater Horseshoe (the "Growth Plan") builds on the policy directions contained in the PPS and in this regard, is intended to function as a policy

framework for achieving strong and prosperous communities by managing growth in the Greater Golden Horseshoe (GGH) Region. The policies contained in the Growth Plan guide land uses, transportation, and infrastructure with the goal of enhancing the quality of life of residents. All decisions made within the GGH that affect planning matters are to conform to the policies in the Growth Plan.

#### **Growth Management**

Section 2.2.1 of the Growth Plan outlines the growth management policies for the GGH. Section 2.2.1.2a) directs that most growth will be directed to settlement areas that have delineated built boundaries, existing or planned municipal water and wastewater systems, and can support achieving complete communities.

Policy 2.2.1.1 and Schedule 3 of the Growth Plan provides population forecasts for upperand single-tier municipalities subject to the Growth Plan. A 2051 horizon is provided, establishing that the residential population target for Wellington County is 160,000 people.

<u>Response</u>: The Subject Applications conform to the growth management policies of the Growth Plan. The Subject Land is within the Palmerston urban centre which is a serviced settlement area and intended to accommodate growth in the Town and in the County more broadly. Development on the Subject Lands conforms to the Growth Plan's direction to locate growth within serviced settlement areas.

The Subject Applications will contribute to meeting the Growth Plan's population targets. The 2016 census states that the current population of Wellington County is 90,932. As noted above, Wellington County is expected to have a population of 160,000 people by 2051.

The Subject Applications will provide housing options for existing residents of the area and the growing population. The Subject Applications will facilitate the efficient use of the Subject Lands and contribute to the housing supply and choice within Palmerston and the County of Wellington, contributing to a complete community. The Subject Applications will provide housing near downtown Palmerston, with convenient access to public amenities.

#### **Designated Greenfield Areas**

Policies for managing growth in the Designated Greenfield Areas are included in Section 2.2.7 of the Growth Plan. This Section requires density targets to be measured over the entire designated greenfield area of each upper- or single-tier municipality and excludes natural heritage features and areas. For Wellington County, the Growth Plan states that a density target of 40 residents and jobs combined per hectare is to be achieved by 2051.

<u>Response</u>: The Subject Applications conforms to the Designated Greenfield Areas policies of the Growth Plan. The Subject Applications will provide for development within a designated Greenfield Area within an Urban Centre. The development of the Subject Lands will provide a range of housing types to support population growth and contribute to the achievement of the greenfield density targets.

The Subject Applications meet the greenfield density targets established by the Province. To calculate density, the County of Wellington's average number of persons per unit calculations from the 2017 Development Charge Background Study were used. These numbers are averaged over a 20-year period. For low density development such as single and semi-detached dwellings, an average of 3.19 people live in each unit. The combined 40 single and semi-detached units are expected to house 128 people, an increase of 38 people over the existing Draft Plan. This results in a density of 47.5 people per hectare, which brings the development into conformity with the density target for greenfield development where the previous density is 33.5 people per hectare.

#### Infrastructure

Policy 3.1 of the Growth Plan provides direction with respect to the coordination of infrastructure to support growth. The Servicing Letter prepared in support of the Subject Applications identifies the existing municipal connections available to service the Subject Lands.

#### Conclusion

The guiding principles of the Growth Plan speak to the achievement of complete communities that meet the needs of residents for daily living. The Subject Applications will facilitate development that provides a mix of housing options within proximity to commercial, recreational, employment and institutional amenities, consistent with the Growth Plan to provide for the basic needs of all residents in a community.

In our opinion, the Subject Applications conforms to the Growth Plan.

#### 4.3 Wellington County Official Plan

The Wellington County Official Plan (the "OP"), adopted in 1999, provides general policies and guidelines for development of lands within the Town of Minto. The Town of Minto is within a two-tier municipal structure, with Wellington County as the upper-tier and Minto as the lower-tier. In this instance, the upper-tier Official Plan also acts on the lower-tier level.

#### Vision

Part 2 of the OP provides the planning vision for the County, establishing the fundamental policies to guide the future of the County. Policy 2.2.2 states that the County is to "direct"

growth to urban areas and in particular to those with municipal sewer and water services". Policies 2.2.4 and 2.2.5 continue that the County is to ensure that opportunities for housing which accommodate a wide range of need and affordability are provided, and that County residents have convenient access to commercial uses and services.

<u>Response</u>: The Subject Applications implements this vision, as the development of the Subject Lands will provide additional housing options within an Urban Centre, making use of municipal servicing. The location of the Subject Lands in proximity to the business core and recreational amenities of the Town further reinforce the alignment of the Subject Applications to the vision of the OP.

#### **Growth Strategy**

Part 3 of the OP establishes the County's Growth Strategy. The general strategy is provided in Section 3.1, as follows:

"As a general strategy, Wellington will encourage development patterns which:

- are cost efficient
- are environmentally sound
- are compatible with existing uses
- maintain small town character
- maintain resource land
- provide access to community services and facilities

To achieve the general growth strategy Wellington will encourage a greater share of the County's growth to locate in the urban system than has been the norm. New multiple lots and units for residential development will be directed to Urban Centres and Hamlets, and may be allowed in site-specific locations with existing approved zoning or designation that permits this type of development. The priorities for directing growth will be as follows:

1. the majority of growth will be directed to urban centres that offer municipal water and sewage services"

To guide this growth, the County establishes several objectives in Section 3.3:

- "to encourage efficient cost effective development patterns;
- to take advantage of capacities in existing and planned water, waste water, utilities and transportation systems;
- to encourage growth in urban areas;

- to identify and promote opportunities for growth in the built up areas of urban centres through intensification and redevelopment where this can be accommodated, taking into account small town scale and historic streetscapes;
- to encourage more efficient use of land through increased densities in designated Greenfield areas of urban centres;
- to maintain a healthy balance between jobs and housing in order to reduce the need for long-distance commuting, and increase the modal share of walking and cycling, where appropriate;
- to provide choice for residents and businesses by providing a variety of growth opportunities, housing types, services, recreation and cultural activities, and public open space;
- to encourage mixed-use and pedestrian friendly development in appropriate locations:
- to prohibit the establishment of new settlement areas"

In order to achieve these objectives, the County has set a greenfield density target to be a minimum of 40 people and jobs per hectare, as stated in policy 3.3.1. Section 3.5 outlines how the County will allocate future growth, with the majority being directed towards Urban Centres such as Palmerston.

Year	County		Town		Palmerston Urban Centre	
	Population	Households	Population	Households	Population	Households
2016	95,805	32,960	12,490	4,635	2,875	1,080
2036	132,000	45,750	17,085	6,330	4,310	1,590
2041	140,000	48,740	17,685	6,590	4,660	1,715

The Growth Plan has been further updated, providing a 2051 population target of 160,000 for the County.

<u>Response</u>: The Subject Applications conform to Part 3 of the OP. The overall density of the Subject Lands exceeds the minimum target of 40 people and jobs per hectare, where the existing Draft Plan falls short. The Subject Applications will make efficient use of land and municipal services and accommodate additional population in proximity to local services. A mix of housing options is being introduced to provide contemporary and desirable housing options.

#### Housing

Section 4.4 of the OP provides the general policies related to housing. Specifically, the policies of Section 4.4.4 concern greenfield housing, stating that:

In greenfield areas, the County will encourage increased densities and a broader mix of housing and will:

- a) "encourage approved but undeveloped plans of subdivision to consider revisions which add additional housing units in appropriate locations;
- b) require new developments to achieve densities which promote the overall greenfield density target of 40 persons and jobs per hectare and specifically:
  - strive to attain at least 16 units per gross hectare (6.5 units per gross acre) in newly developing subdivisions;
  - ii. somewhat lower densities may be considered in newly developing subdivisions where physical and environmental constraints such as larger than normal storm water management requirements, parcel dimensions that do not yield efficient lotting patterns and the need for transition areas from adjacent land uses, or on small parcels of under 2 hectares (5 acres);
  - iii. In (i) and (ii) above gross hectares or gross acres means residential land excluding environmentally protected features and nonresidential uses (schools, convenience commercial) but includes roads, parks, storm water management areas or other utility blocks; and
  - encourage the introduction of medium density housing types in new iv. subdivisions and other Greenfield areas."

Response: The Subject Applications conform to the greenfield areas housing policies, revising an approve Draft Plan to add additional housing units in an appropriate location. As stated above, the minimum people and jobs per hectare density target is met and strives to meet the 16 units per gross hectare target. The existing Draft Plan provides 10.41 units per hectare, which is increased to 14.87 units per hectare by the Subject Applications, bringing the Draft Plan closer to the target residential density for newly developing subdivisions while meeting the greenfield density target and maintaining the overall layout, street pattern and infrastructure design for the subdivision.

#### **Urban System**

Part 7 of the OP establishes the policies of the Urban System, noting that the urban system includes Hamlets and Urban Centres (see Figure 4). The purpose of this section states that "the Urban System is anticipated to change to a greater extent than the Rural and Greenlands Systems. New development along with increases in population will be directed to the urban system and, in particular, to those areas with full municipal services. The Growth Strategy set out in Section 3 should guide growth in the urban system."

#### Section 7.5 provides the policies concerning Urban Centres:

#### "Policy 7.5.1 Permitted Uses

Urban Centres are expected to provide a full range of land use opportunities. Residential uses of various types and densities, commercial, industrial and institutional uses as well as parks and open space uses will be permitted where compatible and where services are available. More detailed official plan designations and policies as well as zoning regulations will identify the location and nature of various permitted uses in urban centres.

#### 7.5.2 Services

Sewage and water services will be provided in accordance with Section 11.2 of this Plan. Road access will be via internal roads where possible, then via local roads where possible and then via County Roads or Provincial Highways where there is no other alternative. In all cases, appropriate sighting standards must be met and road functions maintained."

#### "7.5.5 Residential Use

Urban centres shall provide a broad range of residential uses to provide a diverse supply of housing, including affordable housing. In Wellington, the single-family residence will continue to be the dominant use of urban lands. Other forms of housing at densities appropriate to the servicing and the nature of the community will also be developed including semi-detached, duplex townhouse and apartment units."

Response: The Subject Applications conforms to Part 7 of the OP. The Subject Applications provide a variety of housing types. Single family residences are being proposed as a mix of single and semi-detached dwellings. This mix aligns with the policies and expectations of new residential development within Urban Centres. Access throughout the Subject Lands is provided by a new local road, and servicing will utilize the existing municipal infrastructure with a logical extension through the subdivision.

#### **Urban Centres**

Part 8 of the OP provides the detailed Urban Centre policies, which pertain to Palmerston (see **Figure 5**). This section provides specific policies related to the land use designations within Urban Centres, including the Residential designation. The overview of the Residential designation establishes that:

"The single-detached home is currently the dominant housing type in urban centres and this situation is expected to continue. However, new housing types are

needed to provide a greater variety of residential accommodation as well as a more affordable housing supply. The Official Plan anticipates that semi-detached, townhouse and apartment dwellings will be developed to respond to this need and that these units may eventually account for at least one quarter of all housing units in most urban centres."

The following policy sections concern the specific built form types permitted within the Residential designation.

#### "8.3.4 Low-Density Development

This plan considers single-detached, semi-detached and duplex dwellings to be low density housing forms. The Zoning By-law may provide separate zones for only single-detached, semi-detached or duplex dwelling units or a combination of any of the above. The character of existing low density residential neighbourhoods should generally be protected and land uses which would cause significant loss of privacy, loss of view, or loss of sunlight due to shadowing or which would be incompatible due to their nature shall be discouraged. Section 8.3.11 provides additional consideration in this regard."

<u>Response</u>: The Subject Applications conforms to Part 8 of the OP. The Subject Applications propose a mix of single and semi-detached building forms, conforming to the permitted housing types in residential areas and maintaining a low density of residential development consistent with the surrounding area and the originally approved subdivision.

In our opinion, the Subject Applications conform to the Wellington County Official Plan.





Palmerston Urban Centre Source: Town of Minto Official Plan, Schedule A5 Urban Centres (2015)









Palmerston Land Use Designations
Source: Town of Minto Official Plan, Schedule A5-3 Land Use Designations (2017)

#### 4.4 Town of Minto Zoning By-law

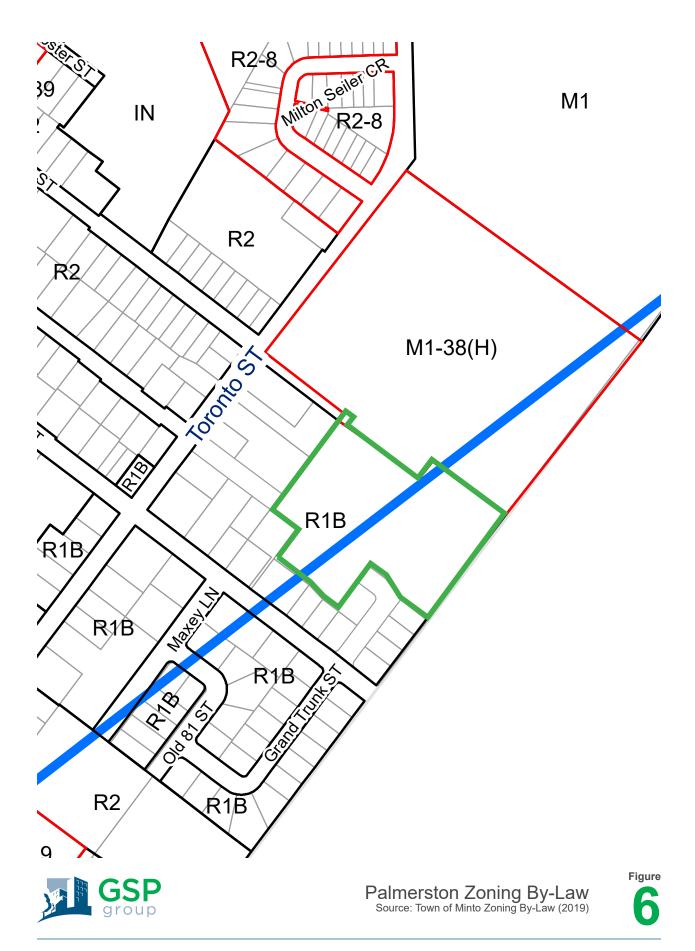
On Zoning Map 4 (see **Figure 6**) of the Town of Minto Zoning By-law the Site is zoned R1B. A zone change to R2 is proposed, and the R2 Zone standards are summarized below.

#### Residential Zone (R2)

The R2 Zone permits a range of residential uses, including both single and semi-detached housing forms. The following tables outline the zone standards for single and semi-detached dwellings:

Zone Standard	Single Detached Dwelling	Semi-Detached Dwelling
Lot Area, Minimum (per	371.6 m <sup>2</sup>	550.0 m <sup>2</sup>
dwelling)		
Lot Frontage, Minimum (per	12.0 m	18 m
dwelling)		
Front Yard, Minimum	6 m	6 m
Interior Side Yard,	1.2 m	1.2 m
Minimum		
Exterior Side Yard,	6 m	6 m
Minimum		
Rear Yard, Minimum	7.6 m	7.6 m
Building Height, Maximum	10.5 m	10.5 m
Lot Coverage, Maximum	40%	45%
Floor Area, Minimum		
<2 storeys	83.6 m <sup>2</sup>	70.0 m <sup>2</sup>
2+ storeys	102.2 m <sup>2</sup>	92.9 m <sup>2</sup>

It is proposed that the zoning of the Subject Lands be changed to the R2 Zone in order to permit semi-detached built forms and single-detached dwellings with a 12-metre frontage. Semi-detached dwellings and 12-metre frontage single-detached lots are permitted in the R2 Zone, as are all other elements of the Subject Applications. No site-specific zoning standards are required or requested.



## 5. Planning Justification

A Zoning By-law Amendment is required to permit the Proposed Revision. The Subject Lands are currently zoned R1B Residential Zone. It is proposed that the Subject Lands be rezoned to the R2 Residential Zone to permit semi-detached dwellings and reduced frontages for the single detached lots. The rezoning application would largely be technical, as the Proposed Revision anticipates that no exceptions or special provisions would need to be included for the build out of the subdivision.

The current Draft Plan of Subdivision and R1B zone provide solely single detached dwellings, all of which have wide lots ranging from 20.1 to 24.9 metres. The proposed changes would introduce a more compact built form standard, aligning with the objectives of provincial and County/local planning policy by providing for a more efficient use of land and services.

The Subject Applications provide semi-detached dwellings, which would add to the variety of housing options available in the Town. This would be done without upsetting the balance of single detached housing, which the Official Plan establishes is the desired prevalent form of housing. Semi-detached dwellings are a very similar dwelling type to single detached dwellings and are commonly found within low density residential neighbourhoods intermingled among single detached dwellings on the same streets.

The additional dwellings proposed would meet the greenfield development density target of the Growth Plan and Official Plan, where the existing Draft Plan does not. The Subject Applications also strive to meet the 16 units per hectare density target of the Official Plan, increasing the existing figure from 10.41 to 14.87.

## 6. Summary and Conclusion

Galaxy Fine Homes is proposing a Zoning By-law Amendment and Redline Revision for the lands known as the Clair Ridges Subdivision. The Proposed Revision to the existing Draft Plan conforms to provincial policies regarding intensification of a greenfield site that makes efficient use of existing municipal infrastructure and services, as well as the Official Plan policies as they relate to growth, housing, residential uses, and the Palmerston Urban Centre.

In summary, the Subject Applications are appropriate for the Proposed Revision at this location and represents good planning.

Prepared by:

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Planner

Reviewed by:

Steve Wever, MCIP, RPP

Associate, Senior Planner

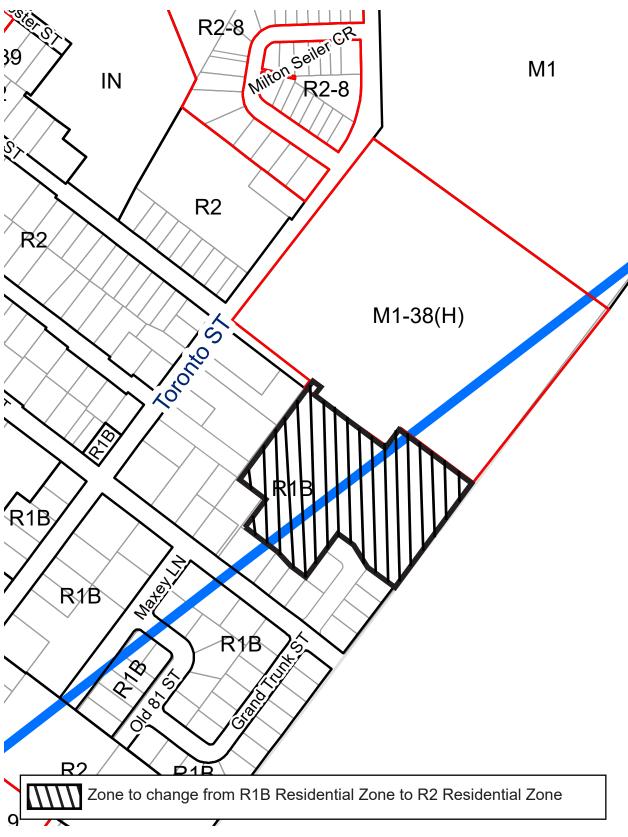
# **Appendix A – Draft Zoning By-law Amendment**

## The Corporation of the Town of Minto

	Zoning By-law Amendment No				
_	oy-law to amend Zoning By-law 01-86 of the Municipality of Town of Minto pertaining to ark Lots 16, 17, and 18 Western Canada Loan and Savings Company, Geographic Town of Palmerston, Town if Minto, County of Wellington				
<b>Whereas</b> , the Council of the Corporation of the Town of Minto deems it in the public interest to pass a by-law to amend By-law 01-86; and,					
<b>Whereas</b> , pursuant to the provisions of Sections 34 & 36 of the Planning Act R.S.O. 1990, as amended, by-laws may be amended by Councils of Municipalities; and,					
The Council of The Corporation of the Town of Minto enacts as follows:					
1.	Map 4 to By-law 01-86 is hereby amended by re-zoning the lands shown on Schedule "A-1", affixed hereto, from the Residential Zone R1B to Residential Zone R2.				
2.	Schedule "A-1" and all notations thereon, are hereby declared to form part of this By-law				
3.	This by-law shall come into force and take effect upon being passed by Council, pursuant to the Planning Act, R.S.O. 1990, as amended.				
Read a first, second and third time and finally passed this day of, 20					

XXX, Mayor

XXX, Clerk





Zoning By-Law Amendment Schedule Source: Town of Minto Official Plan, Schedule A5-3 Land Use Designations (2019)

