
From: Kyle Bentley
Director, City Development & CBO

Subject: Infill and Replacement Housing in Established Neighbourhoods Study
Existing Conditions and Preliminary Observations Report – Phase 1 Report
File: D-1100-096

Recommendation:

1. That the Infill and Replacement Housing in Established Neighbourhoods, Existing Conditions and Preliminary Observations Report – Phase 1 Report, be received; and
2. That Council authorize City Development staff to proceed with Phase 2 of the Infill and Replacement Housing in Established Neighbourhoods Study.

Executive Summary: This report provides an update on the status of the Infill and Replacement Housing in Established Neighbourhoods Study (the Study), presents the Existing Conditions and Preliminary Observations Report: Phase 1 (posted on the City of Pickering website at pickering.ca/InfillStudy and circulated under separate cover), and seeks Council authorization to proceed with Phase 2 of the Study.

The purpose of the Infill and Replacement Housing in Established Neighbourhoods Study is to provide direction for the preparation of appropriate Official Plan policies, zoning regulations and other implementation tools, and to develop design guidelines that will facilitate a sensitive transition between existing houses and new construction in the City's established neighbourhoods in South Pickering.

The Existing Conditions and Preliminary Observations Report completes Phase 1 of the Study and, among other things, generally identifies areas within the City's established neighbourhoods, within the South Pickering Urban Area that may be susceptible to pressure for the development of infill and replacement housing, identifies the key issues regarding infill and replacement housing that are of concern to stakeholders, and provides a summary of the feedback received at the Public Open House 1.

Phase 2 of the Study will result in a Planning Options Report to be presented to Planning & Development Committee and Council.

Phase 3 of the Study will result in a Recommendation Report and Design Guidelines to be presented to Planning & Development Committee and Council.

Financial Implications: On June 28, 2018, Council approved the project funding of \$147,995.00 and the financing as 55% from property taxes and 45% from Development Charges. Funds to complete the Study have been carried over in the 2019 Council approved Current Budget for the City Development Department, Consulting and Professional (Account 2611.2392.0000).

1. Background

On June 25, 2018, Council authorized SGL Planning & Design Inc. (SGL) to undertake the Infill and Replacement Housing in Established Neighbourhoods Study (see Resolution #459/18, Attachment #1), which stems from two previous resolutions of Council which addressed a community engagement process and pre-budget approval (see Resolutions #236/16 and #345/17, Attachments #2 and #3).

In September 2018, City Development staff met with the consultants and toured the various established residential neighbourhoods in the South Pickering Urban Area that are experiencing change. Since that time, the consultants have been communicating with City staff and preparing the Existing Conditions and Preliminary Observations Report.

On March 5, 2019, Public Open House 1 was held to receive input on the Study from the community.

1.1 Definition of Infill and Replacement Housing

For the purpose of this Study, the following definitions of **infill** and **replacement housing** are used:

Infill means the development of two or more ground-oriented housing forms such as single detached, semi-detached and townhouse dwellings through a consolidation of lots or the severance of a larger lot. Within the context of this Study, **infill** does not include the development of stacked townhomes, stacked back-to-back townhomes, apartment buildings, or other forms of multi-unit housing resulting in a higher level of density. **Infill** can occur through draft plan of subdivision/condominium, site plan and/or land division.

Replacement housing involves a smaller dwelling being substantially altered or demolished and replaced with a new larger dwelling through the building permit application process and possibly the minor variance process.

2. Existing Conditions and Preliminary Observations Report

The Existing Conditions and Preliminary Observations Report completes Phase 1 of the Study and addresses the following:

- establishes the scope, purpose and objectives of the Study;
- establishes the definition of “infill” and “replacement” housing for the purpose of this Study;
- provides an overview of the policy framework and regulatory context applicable to the matters addressed within the Study;
- reviews similar studies prepared by various municipalities;

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- identifies the City's established residential neighbourhoods, or parts thereof, within the South Pickering Urban Area (South Pickering) where there have been observed changes in the form of infill and replacement housing;
 - identifies and evaluates the unique qualities and characteristics of the City's established neighbourhoods, or parts thereof, and the key issues regarding infill and replacement housing that are of concern to residents; and
 - presents the feedback received at the March 5, 2019 Public Open House.

2.1 Scope, Purpose and Objectives

The area subject to the Study (the Study Area) is generally within the predominately low density residential neighbourhoods within the South Pickering Urban Area (see Map of Study Area, Attachment #4). These are the areas that contain most of the older housing stock within the City that have experienced new infill and replacement housing construction over the last few years. The boundaries of the neighbourhoods/areas for in-depth investigation are discussed in greater detail in section 2.3, Focus Neighbourhoods, of this report.

The purpose of this Study is to provide direction for the preparation of appropriate Official Plan policies, zoning regulations and other implementation tools, and to develop design guidelines that will facilitate a sensitive transition between existing houses and new construction in the City's established neighbourhoods in South Pickering.

The key objectives of this Study are:

- To identify the City's established neighbourhoods, or parts thereof, within the South Pickering Urban Area that may be susceptible to pressure for the development of infill and replacement housing.
- To identify and evaluate the unique qualities and characteristics of the City's established neighbourhoods, or parts thereof, and the key issues regarding infill and replacement housing that are of concern to residents.
- To identify and/or develop tools the City can use, including Design Guidelines, that will allow neighbourhoods, or parts thereof, to evolve while respecting the character of the area.
- To provide an opportunity for full and meaningful engagement and consultation with residents, agencies and the development industry through the study process.

The Existing Conditions and Preliminary Observations Report is Phase 1 of the Study and addresses the key objectives outlined in points 1, 2 and 4 above.

2.2 Best Practices Review

Like Pickering, many municipalities in southern Ontario have, or are, experiencing infill and replacement housing in established residential neighbourhoods. SGL has reviewed and summarized the results of nine completed studies that were undertaken for the following municipalities: City of Brampton, Town of Halton Hills, City of Kitchener, City of Vaughan, City of Hamilton, City of Ottawa, Town of Oakville, City of Mississauga and City of Burlington.

The studies recommend implementing one or more of the following: official plan policies, zoning by-law regulations, design guidelines and/or site plan control, all with a view to enhancing and/or maintaining established neighbourhood character.

2.3 Focus Neighbourhoods

There are fifteen neighbourhoods within the South Pickering Urban Area (Study Area). Nine of these neighbourhoods contain most of the older housing stock within the City and have significant areas experiencing new infill and replacement housing construction over the last few years. The remaining six neighbourhoods, though they may have small pockets of older homes, typically comprise newer residential dwellings. The exception of the six neighbourhoods, is the Brock Industrial Neighbourhood, which contains employment uses. There are few instances of infill and replacement housing within these six neighbourhoods, and they are therefore not included in the Study.

The nine neighbourhoods that are the focus of this Study are referred to as the Focus Neighbourhoods (see Map of Focus Neighbourhoods, Attachment #5) and they include the following: Bay Ridges, Dunbarton, Highbush, Liverpool, Rosebank, Rougemount, Village East, West Shore and Woodlands.

2.4 Neighbourhood Character

Neighbourhood character can be defined as the combination of public and private realm elements that contribute to the physical identity and feel of a neighbourhood. The public realm of a neighbourhood includes elements such as streets, curbs, ditches, sidewalks and street trees. The private realm of a neighbourhood includes elements such as houses and other structures, driveways, walkways, landscaping in front yards, and the placement of and space between these elements. Evaluating each of these elements in isolation of each other would overlook the relationships between these features. In addition, each individual has their own subjective perception of the character of a neighbourhood.

This study attempts to define neighbourhood character based on a combination of physical features and characteristics in order to maintain objectivity. This method of describing neighbourhood character will enable us to determine the appropriate tools that can be used to manage and realize new construction that is compatible within the existing residential neighbourhoods.

2.5 Neighbourhood Character: Themes and Elements

The physical elements that define neighbourhood character are grouped according to the themes described below:

2.5.1 Built Form

Built Form examines the elements of building type and architectural form that contribute to the massing and appearance of buildings and include, such items as: housing type (single, semi-detached, townhouse dwelling); building height; location and height of front entrance; architectural style (cottage/bungalow, traditional new build, modern/contemporary); roof style and pitch; and lot coverage.

2.5.2 Streetscape

Streetscape examines the relationship of the buildings to the street, to other buildings, as well as to other defining landscape characteristics in the private-realm and include, such elements as: lot frontage; front, rear and side yard setbacks; landscaped area in front yards; driveway location and width; and garage or carport placement.

2.5.3 Neighbourhood Composition

Neighbourhood composition examines those elements in the public realm that contribute to neighbourhood character on a broader scale and include, such features as: street width; curbs; ditches; sidewalks; parking lanes; cycle lanes; and street trees.

Throughout this report, the character of the City of Pickering's established residential neighbourhoods will be examined using these elements.

2.6 Trends and Observations

Within each of the Focus Neighbourhoods, there are certain areas where there has been a significant amount of change observed in the form of new construction related to either infill and/or replacement housing. These areas are referred to as "areas of observed change" and are identified in the Existing Conditions and Preliminary Observations Report.

Trends observed in new construction that differ from the original houses in the Focus Neighbourhoods can generally be summarized as follows:

- being taller by one to two storeys
- being larger in overall size and mass
- having more lot coverage
- having two-car garages attached to the homes and flush with the front façade, whereas the original homes have no garage or have a carport
- having smaller side- and rear-yard setbacks
- having wider driveways
- having steeper roof pitch
- having multiple steps to the front entrance as opposed to only one or two, and
- having smaller separation distance between neighbouring houses

Observations and trends for each Focus Neighbourhood are detailed in the Existing Conditions and Preliminary Observations Report.

2.7 Public Open House 1

On February 20 and 27, 2019, a Notice of Public Open House appeared in the Ajax-Pickering News Advertiser. Participants from the May 2017 Focus Group Sessions who requested to be kept informed about the Study were sent a Notice of Public Open House either by email or regular mail.

On March 5, 2019, Public Open House 1 was held to receive input into the Study from the community. The purpose of the Open House was to offer interested community members an opportunity to:

- confirm that the issues related to infill and replacement housing affecting their neighbourhoods have been appropriately identified;
- confirm that the areas within neighbourhoods being affected by change have been appropriately identified; and
- generally provide input into the Study.

Feedback from Public Open House 1 is contained in Appendix D of the Existing Conditions and Preliminary Observations Report. Some of the comments heard at the Open House included the desire for new house construction to:

- be more compatible with neighbouring houses in terms of height, overall size and massing;
- maintain similar separation distances between houses as that which currently exist within the neighbourhoods;
- maintain green space between houses;
- maintain or add street trees when there is new construction; and
- be more compatible in terms of style of house built.

In addition, participants commented on their desire to maintain a mix of housing that can accommodate people of all ages and, in particular, those individuals wishing to downsize. Participants welcomed the opportunity to learn about the Study and provide their input.

A number of participants had questions about how this Study addresses major redevelopment applications. It was clarified that any major redevelopment application is required to go through a *Planning Act* process that involves a separate and distinct public process. This Study does not address major redevelopment applications.

3. Next Steps

3.1 Phase 2: Planning Options

Phase 2 will result in the preparation of a Planning Options Report, and will:

- identify gaps and opportunities in existing City policy, guidelines and strategies to address the matter of infill and replacement housing;
- identify preliminary options, tools and strategies to address the issue of compatibility between new construction and existing built form within the identified established residential neighbourhoods and precincts;
- address feedback from the consultation process undertaken in Phase 1; and
- engage the public, agencies and stakeholders.

City staff will report to Planning & Development Committee and Council on the Planning Options Report.

3.2 Phase 3: Recommendation Report and Design Guidelines

Phase 3 will result in the preparation of a Recommendation Report and Design Guidelines, and will:

- address feedback from the consultation process undertaken in Phase 2;
- recommend a preferred strategy, tools, guidelines, including draft Design Guidelines, timing and required resources to address infill and replacement housing within the City of Pickering for Council consideration;
- recommend where these strategies, tools and guidelines should be implemented within the City of Pickering; and
- engage the public, agencies and stakeholders.

City staff will report to Planning & Development Committee and Council on the Recommendation Report and Design Guidelines.

Attachments:

1. Council Resolution #459/18
2. Council Resolution #236/16
3. Council Resolution #345/17
4. Map of the Study Area (South Pickering Urban Area)
5. Map of the Focus Neighbourhoods

Prepared By:

Margaret Kish, MCIP, RPP
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Manager, Policy & Geomatics

MK:ld

Approved/Endorsed By:

Catherine Rose, MCIP, RPP
Chief Planner

Kyle Bentley, P. Eng.
Director, City Development & CBO

Recommended for the consideration
of Pickering City Council

Mar. 18, 2019

Tony Prevedel, P.Eng.
Chief Administrative Officer

Legislative Services Division
Clerk's Office

Directive Memorandum

June 28, 2018

To: Kyle Bentley
Director, City Development & CBO

From: Debbie Shields
City Clerk

Subject: Direction as per Minutes of the Meeting of City Council
held on June 25, 2018

Director, City Development & CBO, Report PLN 22-18
Consulting Services for the Infill and Replacement housing in Established
Neighbourhoods Study
Request for Proposal No. RFP-8-2018

Council Decision

Resolution #459/18

1. That the proposal submitted by SGL Planning & Design Inc. to undertake the Infill and Replacement Housing in Established Neighbourhoods Study in the amount of \$147,657.00 (including HST) be accepted;
2. That the total gross project cost of \$164,342.00 (HST included), including the RFP amount and contingency costs, and the total net project cost of \$147,995.00 (net of HST rebate), utilizing the funding identified for this project in the 2018 Current Budget for the City Development Department, Consulting and Professional (Account 2611.2392.0000), be approved;
3. That Council authorize the Director, Finance & Treasurer to finance the net project cost in the amount of \$147,995.00 as follows:
 - a) The sum of \$81,397.00 to be funded from property taxes;
 - b) The sum of \$66,598.00 to be funded by a transfer from the Development Charges –Studies Reserve Fund; and
4. That the appropriate City of Pickering staff be authorized to enter into any agreements to give effect hereto.

Please take any action deemed necessary.

Debbie Shields

Copy: Chief Administrative Officer

(IX) Notice of Motion

a) Guidelines to Protect Community Character (Infill)

Councillor McLean reiterated his conflict of interest and did not take part in or vote on the matter.

Resolution #236/16

Moved by Councillor Brenner
Seconded by Councillor Ashe

Whereas the City of Pickering recognizes the importance of community character and its preservation where infill construction takes place;

Whereas the *Planning Act* enables approvals when it involves Draft Plans of Subdivision, but provides no jurisdiction to enable municipalities to impose conditions for individual building permits not subject to Draft Plan Conditions;

Now Therefore be it resolved that the City Development Department commence a community engagement process via the establishment of a focus group that will enable Pickering to establish the creation of guidelines that will encourage developers and builders to be mindful of established community character when bringing forward draft plans and/or individual building permits in communities such as Fairport Beach, South Rosebank and others within Pickering.

And that City staff forward copies of this resolution to all City of Pickering community associations and ratepayer groups seeking appointments to this focus group.

Carried

Legislative Services Division
Clerk's Office

Directive Memorandum

September 13, 2017

To: Kyle Bentley
Director, City Development & CBO

From: Debbie Shields
City Clerk

Subject: Direction as per Minutes of the Meeting of City Council
held on September 11, 2017

Director, City Development & CBO, Report PLN 15-17
Infill and Replacement Housing in Established Neighbourhoods

Council Decision

Resolution #345/17

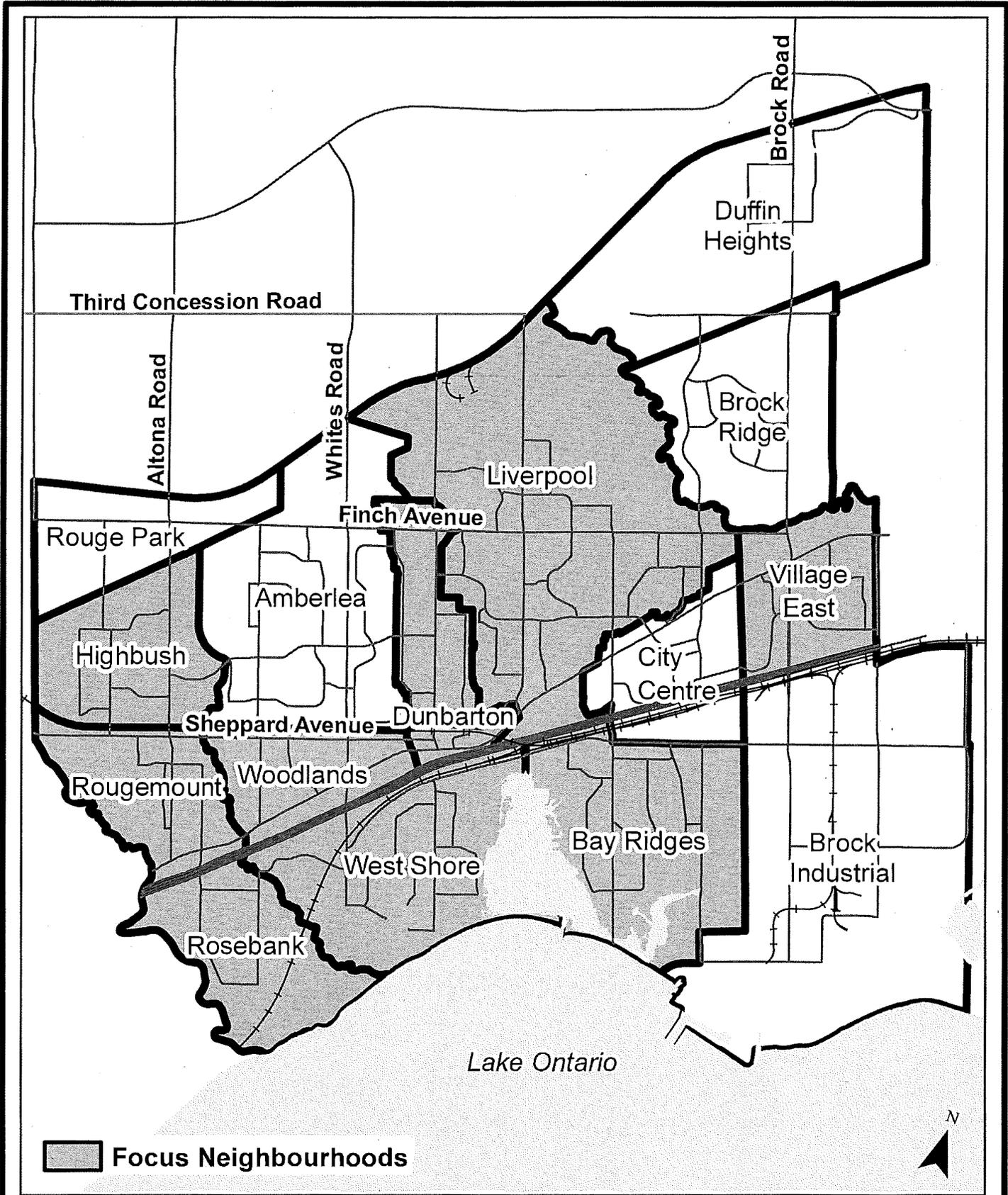
1. That Council authorize staff to initiate a zoning by-law amendment to the general provisions of By-law 2511 to add a maximum building height where site specific zoning amendments do not regulate maximum building height; and
2. That Council provide pre-2018 current budget approval of \$150,000 to retain consulting services to complete an "Infill and Replacement Housing in Established Neighbourhoods Study" and the cost of this study be funded 50% from Development Charges and 50% from property taxes.

Please take any action deemed necessary.

Debbie Shields

/lr

Copy: Chief Administrative Officer



City of
PICKERING
 City Development
 Department

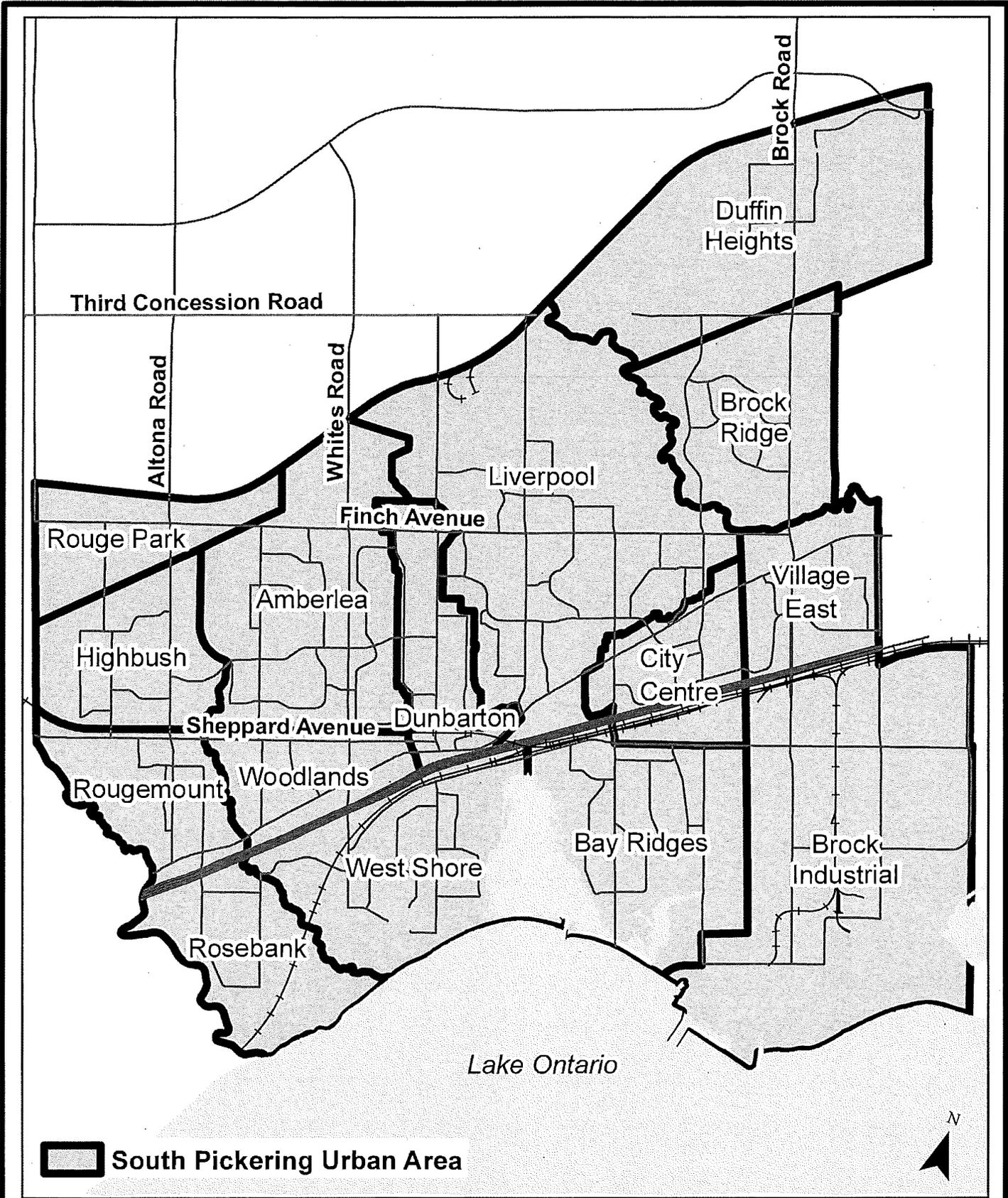
Map of the Focus Neighbourhoods

File: D-1100-096

Date: Mar. 13, 2019

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<p><i>City of</i> PICKERING City Development Department</p>	Map of the Study Area (South Pickering Urban Area)	
	File: D-1100-096	
	Date: Mar. 13, 2019	
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