

## STAFF REPORT

<b>Prepared For:</b>	Planning Advisory Committee
<b>Submitted by:</b>	Jason Fox, Director of Planning & Development
<b>Date:</b>	October 25, 2017
<b>Subject:</b>	Development Agreement application by Brentwood Developments Limited to permit a multiple unit residential development at 118 Lyman Street and 32 Adams Street.

### Recommendation

Staff recommend that Council enter into a development agreement with Brentwood Developments Limited to permit the development of six, 10-unit, 1 to 2 storey multiple unit residential buildings on lands to the rear of 118 Lyman Street.

### Background

On January 20<sup>th</sup>, 2017, Brentwood Developments Limited submitted two preliminary concepts for a multiple unit residential development at 118 Lyman Street and adjoining lands to the rear. At the January 30<sup>th</sup> meeting of the Planning Advisory Committee (PAC), Brentwood Developments Limited sought feedback from the Committee on the two concepts. The Committee supported the development concept that included six 10-unit two-storey buildings. The applicant then requested that his application be put on hold while he prepared a more detailed development proposal, including a site plan, elevation drawings, and floor plans. Brentwood submitted preliminary plans for the proposed development on August 8, 2017 and these were presented to PAC at their August 28 meeting. At the meeting it was noted that the proposal included lands within the Limited Residential Designation, which does not permit multiple unit residential development. The Committee indicated the proposed site plan would have to be amended to address this issue. Revised plans, which included the necessary changes to the site plan, were presented to PAC at their meeting on September 25. These plans, which included a stormwater management plan, are shown on the following pages of this report.

### Subject Properties

This development consists of two properties. The first property is 32 Adams Street, also identified as PID no. 20188645. This property has an area of 32,453 m<sup>2</sup> (8 acres) and 13.2 m (43 ft) of frontage on Adams Street as well as approximately 24 m (80 ft) of frontage on Centennial Drive. The second parcel is 118 Lyman Street,



Air Photo showing the subject property and surrounding area

also identified as PID 20438784. This parcel has an area of 973 m<sup>2</sup> (0.24 acres) and 21 m (69 ft) of frontage on Lyman Street. Only a portion of the subject properties, approximately 25,276 m<sup>2</sup> (6.2 acres) in area, is to be developed. Most of the subject properties, including the area of the proposed development, are zoned General Residential (R3) and are situated within the General Residential Future Land Use Designation. The remaining portion of the subject lands are zoned Two-Unit Residential (R2) and are situated in the Limited Residential Future Land Use Designation.

Unlike earlier proposals by Brentwood, the most recent plans show that the development is to be accessed from Centennial Drive. Connections to municipal water and sewer, however, are provided using the Lyman Street frontage. Even though vehicle access to this development will be via Centennial Drive, in order to avoid confusion and provide some continuity with the earlier applications for these lands, Staff will be referring to this proposal as 118 Lyman Street. This continuity will help to ensure that neighbourhood residents, who have been following Brentwood's earlier applications for these lands, are not confused by an address change.

The subject lands are currently undeveloped and mostly forested although the portion fronting on Lyman Street is a grass area that has been infilled. There is a deep gully at the northern end of the site and overall the property is quite steep, sloping down from an elevation of 56 m (184 feet) at the southern end of the site to 32 m (105 feet) at the Adams Street (northern) end. The proposal submitted by Brentwood does not occupy the northern portion of the subject lands where the topography is steep and poorly suited for development. The subject property is situated in a residential area mostly consisting of 1 to 2 storey single unit dwellings, with some multiple unit dwellings as well.

## Development Proposal

Brentwood Developments Limited has submitted preliminary plans showing a development consisting of six two-storey, 10-unit buildings. Each of the buildings features 5 units per floor with the units on the lower floor having access on the north or downhill side while the units on the upper floor have access on the opposite (south or uphill) side. This configuration makes use of the topography of the site which slopes downhill from south to north.



Site Plan submitted by Brentwood showing proposed configuration of six, one to two storey, 10 unit residential buildings



Rendering of the north, or downhill side of one of the six proposed 10-unit buildings. Due to the slope of the site, the structure is two storeys on this north side and the five lower level units are accessible at grade.

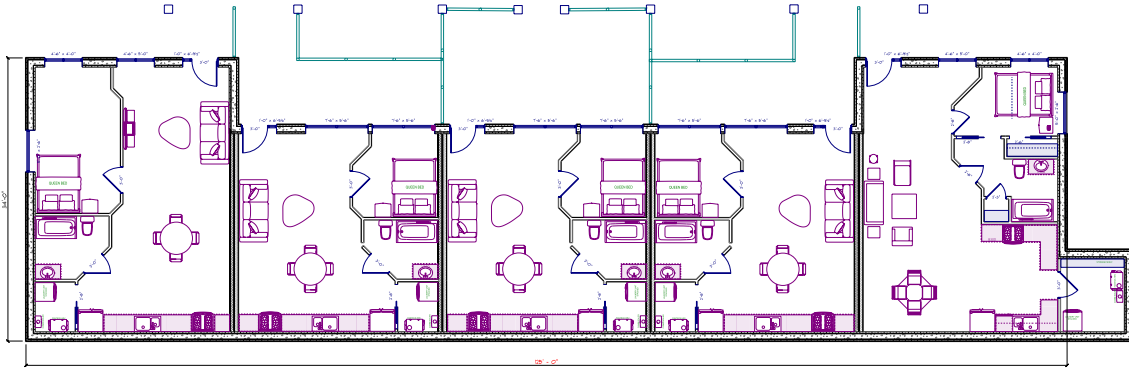


Rendering of the south, or uphill side of one of the six proposed 10-unit buildings. Due to the slope of the site, the structure is only one storey on this north side and the five upper level units are accessible at grade.

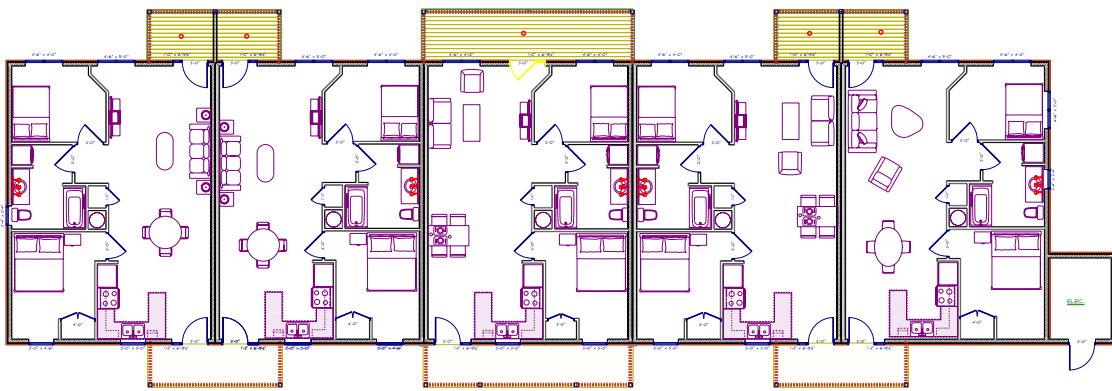
Access to the site is to be provided from Centennial Drive via a new 102 m (333 feet) long public street to be constructed by the applicant. In addition to access, this new street will also provide ten new residential building lots that would permit single unit dwellings. A driveway will extend northward from the new street through the centre of the property with the six buildings and associated parking areas located to either side. The proposal includes parking for 96 vehicles. Walkways will connect the development to Adams and Lyman Streets. Connections to municipal water and sewer service are provided using the Lyman Street frontage. A copy of the site plan submitted by the applicant is shown on the previous page. Renderings of the proposed 10-unit buildings are shown above. Floor plans of the proposed buildings and the stormwater management plan are shown on page 4.

The floor plans submitted by the applicant show each 10 unit building will consist of five 1-bedroom units and five 2-bedroom units. All units feature their own outdoor patio or deck and each unit also has its own laundry facilities. The units range in size from 56 m<sup>2</sup> (604 ft<sup>2</sup>) for the one-bedroom units to 69 m<sup>2</sup> (743 ft<sup>2</sup>) for the two bedroom units.

Lower Level Floor Plan



Upper Level Floor Plan



Stormwater Management Plan submitted by Brentwood Developments Limited

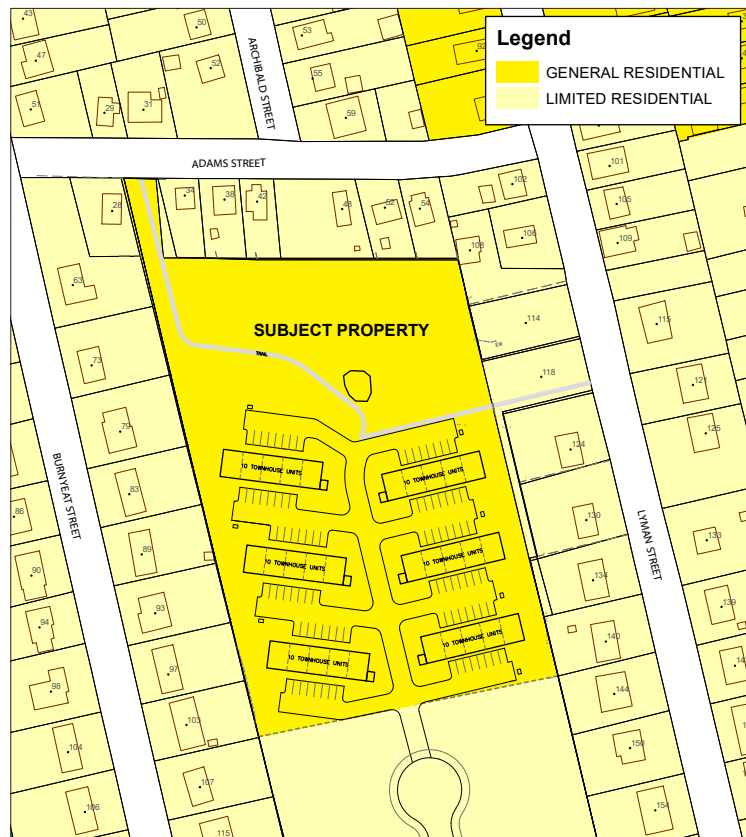
<p><b>Preliminary Detention Pond Sizing</b></p> <p>Site Description: Multi-tenant</p> <p>Design Criteria:</p> <p>1) Balance pre-development and post-development peak flows.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th>Pre-Development</th> <th>Post-Development</th> </tr> </thead> <tbody> <tr> <td>Drainage Area (m<sup>2</sup>)</td> <td>23900</td> <td>23900</td> </tr> <tr> <td>Runoff Coefficient</td> <td>0.3</td> <td>0.45</td> </tr> <tr> <td>T<sub>c</sub> (min)</td> <td>20</td> <td>10</td> </tr> <tr> <td>Intensity (mm/hr)</td> <td>43.0</td> <td>64.5</td> </tr> <tr> <td>Peak Runoff (m<sup>3</sup>/s)</td> <td>0.084</td> <td>0.189</td> </tr> </tbody> </table> <p>IDF Curve Data (T = 5 yrs, Time)  <math>i</math> (mm/hr) = <math>a L_i / (b + L_i)^2</math>  <math>a = 22.5</math>  <math>b = 0.585</math></p> <p>Allowable Pond Outflow</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tbody> <tr> <td>Pre-Development Peak Runoff = 0.084 m<sup>3</sup>/s</td> <td>= 3.0 cfs</td> </tr> <tr> <td>Post-Development Peak Runoff = 0.189 m<sup>3</sup>/s</td> <td>= 6.7 cfs</td> </tr> <tr> <td>Allowable Wet Outflow = 0.084 m<sup>3</sup>/s</td> <td>= 3.0 cfs</td> </tr> </tbody> </table> <p>Orifice Sizing</p> <p>Head above orifice = 1.5 m      Orifice Coefficient = 0.622      Circular Orifice Diameter = 197 mm = 7.8 in</p> <p>Pond Sizing - Triangular Hydrograph Method  <math>V_p = 0.5t_p(Q_p - Q_o)</math> (Storage Volume)</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tbody> <tr> <td>L<sub>1</sub> = 20 min</td> <td></td> </tr> <tr> <td>Q<sub>p</sub> = 0.189 m<sup>3</sup>/s</td> <td></td> </tr> <tr> <td>Q<sub>o</sub> = 0.084 m<sup>3</sup>/s</td> <td></td> </tr> <tr> <td>V<sub>p</sub> = 65 m<sup>3</sup></td> <td>= 2229 ft<sup>3</sup></td> </tr> <tr> <td>Max. Pond Depth = 1000 mm</td> <td>= 39.4 in</td> </tr> <tr> <td>Min. Required Pond Area = 95.4 m<sup>2</sup></td> <td>= 2038.4 ft<sup>2</sup></td> </tr> </tbody> </table>		Pre-Development	Post-Development	Drainage Area (m <sup>2</sup> )	23900	23900	Runoff Coefficient	0.3	0.45	T <sub>c</sub> (min)	20	10	Intensity (mm/hr)	43.0	64.5	Peak Runoff (m <sup>3</sup> /s)	0.084	0.189	Pre-Development Peak Runoff = 0.084 m <sup>3</sup> /s	= 3.0 cfs	Post-Development Peak Runoff = 0.189 m <sup>3</sup> /s	= 6.7 cfs	Allowable Wet Outflow = 0.084 m <sup>3</sup> /s	= 3.0 cfs	L <sub>1</sub> = 20 min		Q <sub>p</sub> = 0.189 m <sup>3</sup> /s		Q <sub>o</sub> = 0.084 m <sup>3</sup> /s		V <sub>p</sub> = 65 m <sup>3</sup>	= 2229 ft <sup>3</sup>	Max. Pond Depth = 1000 mm	= 39.4 in	Min. Required Pond Area = 95.4 m <sup>2</sup>	= 2038.4 ft <sup>2</sup>		<p><b>PLAN LEGEND</b></p> <p>EXISTING: DRAINAGE SWALE, STORM PROPERTY BOUNDARY, CURB, EXISTING SIDE WALK, EXISTING SIDE WALK, EXISTING SIDE WALK</p> <p>PROPOSED: DRAINAGE SWALE, STORM PROPERTY BOUNDARY, CURB, EXISTING SIDE WALK, EXISTING SIDE WALK, EXISTING SIDE WALK</p> <p>NOTES</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td>2</td> <td></td> <td></td> <td></td> </tr> <tr> <td>1</td> <td>25 SEP 17</td> <td>PRELIMINARY</td> <td>ATL</td> </tr> <tr> <td>No.</td> <td>Date</td> <td>Revision</td> <td>Description</td> </tr> </table> <p>BRENTWOOD DEVELOPMENTS LTD.</p> <p>LYMAN STREET          MULTI-UNIT RESIDENTIAL          HURON, NOVA SCOTIA</p> <p>STORMWATER MANAGEMENT PLAN</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td>Date: September 6, 2017</td> <td>Drawn: STVP</td> <td>Project No.: 593</td> </tr> <tr> <td>Client: KVM</td> <td>Engineer: ATL</td> <td>File No.: 000-001</td> </tr> <tr> <td>Reference: BRENTWOOD</td> <td>Scale: 1:1000</td> <td></td> </tr> <tr> <td>Sheet: 001</td> <td>Sheet: 001</td> <td></td> </tr> </table>	2				1	25 SEP 17	PRELIMINARY	ATL	No.	Date	Revision	Description	Date: September 6, 2017	Drawn: STVP	Project No.: 593	Client: KVM	Engineer: ATL	File No.: 000-001	Reference: BRENTWOOD	Scale: 1:1000		Sheet: 001	Sheet: 001	
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## Analysis

The portion of the subject lands where the proposed buildings are to be situated is located in the General Residential future land use designation (See map below right). In accordance with Municipal Planning Strategy Policy R-37, Council may consider new multiple unit residential proposals in this designation by development agreement. This application is being processed under the policies and evaluative criteria found in the Town's Municipal Planning Strategy. Full details of this review are attached to this report as Appendix A. The following is a description and discussion of the key issues and policy considerations identified as part of this review.

### *Encourage New Residential Development*

This proposal will create 60 dwelling units well suited to empty-nesters and seniors looking to downsize. The proposed buildings will feature a variety of unit types ranging from 56 m<sup>2</sup> (604 ft<sup>2</sup>) one-bedroom units to 69 m<sup>2</sup> (743 ft<sup>2</sup>) two-bedroom units. All of the units feature their own exterior at-grade entrance, a patio or balcony and five appliances including in-suite laundry. These units will provide a good quality of life for residents who are seeking an apartment style home in a central location near downtown, Victoria Park, and other amenities. The proposal will also contribute to an increased variety of housing types in Truro's east end and allow people to stay in their neighbourhood as their housing needs change. This proposal will increase residential densities near the downtown core and will provide increased demand for goods and services in the community.



### *Sustainable Residential Development*

This proposal will accommodate new residential development within an existing serviced area while only requiring a short section of new roads. Municipal services are already available on site from Lyman Street. By creating new housing within walking distance of many amenities, shops, and services, the proposal has the potential to encourage alternative modes of transportation such as walking or cycling.

### *Height, Bulk, Scale, Density and Lot Coverage*

The proposed 60 unit development consists of six 2-storey 10-unit buildings that have a ground floor area (footprint) of 395 m<sup>2</sup> (4250 m<sup>2</sup>). The exterior dimensions of each building is 10.4 x 38.1 metres (34 x 125 feet). These buildings are larger than typical single detached homes in the neighbourhood which have a ground floor area of about 102 to 130 m<sup>2</sup> (1100 to 1400 ft<sup>2</sup>). The buildings are, however, just 1 to 2 storeys in height and the orientation of each building, with their narrow side facing neighbouring properties, makes the structures seem smaller when viewed from neighbouring properties. The main wall of each structure that faces neighbouring dwellings on Burnyeat and Lyman measure just 10.4 metres (34 feet) wide and a maximum of 2 storeys high. This helps to minimize the apparent size of the proposed structure and effectively mitigates compatibility issues related to bulk and scale.

The lot coverage of the proposed development is 11.3% while the average lot coverage in the neighbourhood is 15.38%. The development is, therefore, compatible in terms of lot coverage.

The density of the proposed development is 25.5 units/hectare (10.3 units/acre) while the average density in the neighbourhood is 21.5 units/hectare (8.7 units/acre). The density of the proposal is not significantly higher than that of the surrounding neighbourhood and there is no compatibility issue with respect to density.

### *Neighbourhood Integrity*

The proposal's design has effectively addressed issues related to height, bulk and scale and it will have minimal visual impact on the surrounding neighbourhood. Also, the development is focussed around a central private lane and several parking areas located amongst the buildings. It's internal focus means any activity associated with the land use will also be internalized and have minimal impact on neighbouring properties. There is, therefore, little risk that this proposal will change the character of the neighbourhood or result in a loss of the sense of uniformity and stability that make it attractive to current residents. This proposal is not expected to make the population more transitory or result in a loss of neighbourhood integrity.

### *Complementary and Compatible Development*

Given that the proposal does not pose any issues with respect to density or lot coverage, the intensity of the proposed residential use is deemed to be compatible with surrounding low density residential uses within the neighbourhood. The proposal's site layout and the architectural style, height, and scale of the proposed structures is compatible with and will complement surrounding homes.

### *Mixture of Dwelling Types*

The proposal will introduce rental units into a neighbourhood that consists mostly of owner-occupied single unit dwellings. These units will contribute to the mixture of dwelling types in the neighbourhood as a whole. There is, however, no mixture of dwelling types in the development itself and that is a concern. The proposed development includes six buildings, each with the same design and the same configuration of apartment style units. This does not constitute an ideal mixture of dwelling types within the development itself.

Rather than a development that consists of the same building design repeated over and over, it is far more desirable to have a mixture of dwelling types (i.e. townhouses, semi-detached, single detached, and apartment style units). A well-designed proposal would incorporate a mixture of dwelling types and introduce slight variations in the design of each building. This will reduce the risk that the development will feel like an institutional housing project.

Developments that include a variety of unit types that command higher rents as well as more modest and affordable rents is preferable. This proposal does not include any units that would be considered to be on the high end of Truro's rental market. Having a large development with only a few unit types that command modest or affordable rental levels runs the risk that the development will only attract tenants from one socioeconomic class. This can lead to neighbourhood decline, lower rents, and a whole range of social issues in the future.

### *Lack of Common Outdoor Public Space*

The Town's Municipal Planning Policies encourage residential developments that incorporate or create public open spaces where residents can come together as a community, experience a sense of belonging, neighbourliness, community pride, civic responsibility, and safety. This proposal lacks any central outdoor gathering space where the residents can come together. This will make it difficult to foster a sense of community among the residents. Ideally the units would be configured to create smaller courtyards or one common central open space where residents could come together.

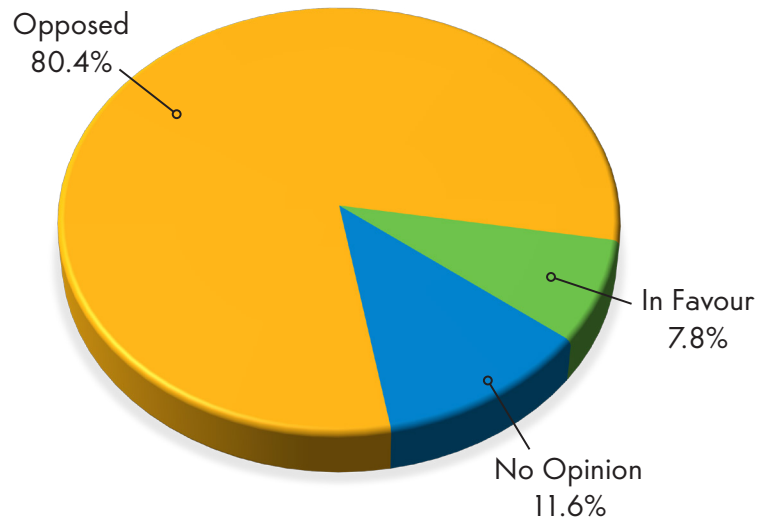
### *External Review*

On October 3, 2017 Planning Staff sent details on the proposed development to the Parks, Recreation & Culture Department, Fire Service, Police Service, and the Engineering and Public Works Department and asked them to review the proposed development and provide any comments or concerns. The applicant has provided a stormwater management plan at the request of the Town Engineer's Office. The Town Engineer's Office has also requested a traffic impact statement. The Town's Urban Forestry Technician has requested that the applicant submit a detailed landscaping plan for review. No significant concerns, other than those already discussed in this report, were identified as part of this review.

## Public Participation

The proposed development is being handled in accordance with the Town's development review process. The applicant appeared before the Town's Planning Advisory Committee (PAC) and presented their initial development concept on August 28, 2017. Following the initial meeting, a public notice sign was posted on the subject property and details of the application were posted on the Town's website under "current development applications".

On October 4, 2017 a letter was sent out to 166 property owners within 150 metres (492 feet) of the subject property. The letter directed people to the Town's website where they could obtain more information about the proposed development and complete an on-line survey. At the time this report was written, there were 51 on-line survey responses. Of the 51 responses, 41 or 80.4% were opposed, 6 or 11.8% had no opinion, and 4 or 7.8% were in favour. A summary of responses and a copy of individual comments has been circulated to Committee members for your consideration.



## Conclusion

Planning Staff have completed a review of Brentwood Development Limited's application to permit a multiple unit residential development at 118 Lyman Street and 32 Adam Street. Based on this review, Planning Staff find that this proposal is largely consistent with the Town's Planning Policies. Of concern, however, is the proposal's level of compliance with Municipal Planning Strategy Policies that promote a mixture of dwelling types and that encourage proposals to incorporate common outdoor amenity space for residents. Planning Staff met with the applicant on September 6, 2017 to discuss how his proposal could be modified to address these policy issues but he indicated that he was not prepared to modify the design.

Ideally every development application would fully comply with all of the Town's development policies. This is, however, not always the case and it is up to the Town to evaluate each application based on all applicable policies and decide if, on the whole, the proposal is consistent with overall intent and objectives of the Town's Municipal Planning Strategy. In this instance, the proposal meets most of the Town's development policies and any issues of non-compliance are relatively minor. Staff, therefore, find that the proposal is consistent with the Town's Municipal Planning Strategy and will be recommending that Council enter into a development agreement to permit the proposal as outlined in this report.

Respectfully Submitted

Jason H. Fox, MCIP, LPP  
Director of Planning & Development

## RELEVANT POLICY

### ***Policy R-1***

*It shall be a policy of Council to encourage new residential development that will promote a high quality of life for Truro's residents and result in the creation of attractive streetscapes, vibrant public open spaces, and welcoming pedestrian environments.*

### ***Policy R-2***

*It shall be a policy of Council to promote sustainable and vibrant neighbourhoods which convey a sense of belonging, neighbourliness, community pride, civic responsibility, safety, and which foster creative expression, entrepreneurialism, recreation, and collective action.*

## COMMENTS

This proposal includes 6 buildings, each with 10 units that are designed to have access at grade (no stairs). The units are well suited to seniors looking to downsize. The development is within walking distance of downtown and amenities such as Victoria Park. All of the units feature an exterior patio or balcony and five appliances including in-suite laundry. These units will provide an excellent quality of life for residents who are seeking an apartment style home in a central location near downtown, Victoria Park, and other amenities.

The proposed development is situated at the interior of a block and oriented to an internal private lane and parking areas rather than a public street. It is not, therefore, expected to have a significant impact, either positive or negative, on the abutting streetscape.

The proposed development does not include any common outdoor recreation space for residents that would result in the creation of a vibrant public open space. The proposal includes walkway connections to Adams Street and Lyman Street which will, if properly designed, contribute to a welcoming pedestrian environment. The proposal does not include any interior walkways and internal circulation is oriented more to automobiles than pedestrians.

The proposed development will create a housing option for seniors looking to downsize from detached homes. The development is located at the centre of a block, oriented inward towards a private lane and individual units are oriented to one of several parking areas for 8 to 16 vehicles. As a result the development is isolated from the surrounding community but the insular nature of the development may contribute to a sense of community among the development's residents. The lack of any common outdoor gathering spaces, however, will make it difficult to foster this sense of community among the residents. Ideally the units would be configured to create smaller courtyards or one common central open space (not a parking lot) where residents could come together.

RELEVANT POLICY	COMMENTS
<p><b>Policy R-3</b></p> <p><i>It shall be a policy of Council to encourage new residential development to emphasize and facilitate bicycling and walking as alternatives to private vehicular travel.</i></p>	<p>The proposed development is situated near Victoria Park and downtown Truro. Walkway/trail connections to the surrounding street network have been included in the proposal and will encourage walking and biking as alternatives to travel by car.</p>
<p><b>Policy R-4</b></p> <p><i>It shall be a policy of Council to encourage new residential development that facilitates active sustainable lifestyles.</i></p>	<p>Victoria Park is situated nearby and the site is within walking distance to most amenities. See comments under Policy R-3.</p>
<p><b>Policy R-5</b></p> <p><i>It shall be a policy of Council to encourage new residential development to make more efficient use of land, infrastructure, and services.</i></p>	<p>The proposal will result in the development of a vacant parcel of land that is currently surrounded by existing serviced streets. The proposal will increase residential densities on existing services and accommodate new residential development with minimal expansion to municipal services.</p>
<p><b>Policy R-6</b></p> <p><i>It shall be a policy of Council to encourage population growth and to accommodate new sustainable residential development in a manner that ensures the best possible quality of life for all residents.</i></p>	<p>The proposal is expected to bring new residents into the central area of Truro and encourage population growth within the Town. The development is sustainable in that it will utilize existing infrastructure and create new housing where residents are within walking distance of many amenities.</p> <p>The developer is proposing to retain a buffer of existing trees where the proposed development abuts neighbouring residential properties. In places this buffer will be minimal and the retained stand of trees may be susceptible to high winds once neighbouring trees have been removed. Where an effective buffer cannot be retained along abutting property lines, this proposal will have a negative impact on the privacy that the abutting property owners currently enjoy in their rear yards. This has the potential to negatively impact the quality of life of these residents.</p> <p>This proposal will introduce new housing opportunities in the area and allow residents to remain in their neighbourhood as they grow older and their housing needs change. This can have a positive impact on quality of life for these individuals.</p>

## RELEVANT POLICY

### ***Policy R-7***

*It shall be a policy of Council to encourage context sensitive intensification and infill residential development that complements surrounding homes and preserves or enhances neighbourhood integrity.*

### ***Policy R-8***

*It shall be a policy of Council to encourage new residential development in the Town that supports a variety of lifestyles and includes a range of housing choices and household types.*

## COMMENTS

The proposal is considered an infill residential development in that it will occupy an undeveloped parcel of land surrounded by established residential development.

In order to be context sensitive, the development must be compatible with and complement surrounding development in terms of its height, massing, scale, use, intensity of the land use and architectural design. Potential incompatibility issues can be addressed using design techniques related to landscaping, setbacks, architectural design.

The density of the proposal appears to be consistent with neighbouring development and intensity of the use is compatible with neighbouring homes.

The proposed two storey buildings are consistent with the height of the lower density development typical in this area. The footprint of the proposed buildings are 10.4 x 38.1 metres (34 x 125 feet). This is 4 to 5 times larger than typical dwellings in the neighbourhood but the proposed buildings are oriented with the shortest side facing neighbouring homes. Because of this, the side of the buildings that faces abutting yards is no larger than a typical home in the neighbourhood. This effectively limits the appearance of scale and helps to minimize the visual impact of the proposed development on surrounding homes.

The development is focussed around a central private lane and several parking areas. It's internal focus means the proposal will have minimal, if any, impact on neighbourhood integrity.

This proposal features units that are intended to provide a housing option for seniors looking to downsize. All units have their own private entrance, in-suite laundry, and they area designed have access at grade (no stairs). Each of the six 10-unit buildings will have five 72.5 m<sup>2</sup> (780 ft<sup>2</sup>) 2-bedroom units on the upper level and five 1-bedroom units on the lower level. Two of the lower level units will be 69.0 m<sup>2</sup> (743 ft<sup>2</sup>) and three will be 56.1 m<sup>2</sup> (604 ft<sup>2</sup>). All units have an outdoor patio or balcony.

Each of the six buildings are the same design and all units are apartment style rental dwellings, but there is 3 distinct unit types. The accessible nature of these units and their modest size will appeal to a range of household types and lifestyles.

## RELEVANT POLICY

### **Policy R-9**

*It shall be a policy of Council to encourage new residential development and redevelopment opportunities that enhance and complement established and intact residential neighbourhoods.*

### **Policy R-12**

*It shall be a policy of Council to support and give preference to residential proposals that either consist of a mixture of dwelling types or will contribute to a mixture of dwelling types in the neighbourhood. This policy shall not apply to lands in the Limited Residential Designation.*

## COMMENTS

There has not been many conversions or redevelopment of the housing stock in the residential areas surrounding the subject properties with the exception of some converted dwellings on the lower part of Burnyeat and Lyman. The neighbourhood surrounding the subject properties is, therefore, largely intact and consists mostly of single unit detached homes.

The scale and massing of the proposed buildings is expected to have minimal visual impact on the surrounding neighbourhood. This proposal is not expected to have any impact on the characteristics of this neighbourhood that make it seem established and intact.

The proposal will introduce rental units into a neighbourhood that consists mostly of owner-occupied single unit dwellings. These units will contribute to the mixture of dwelling types in the neighbourhood and will be well suited to older area residents who wish to downsize and remain in the neighbourhood.

This lack of a mixture of dwelling types in the development itself is a concern. The proposed development includes six buildings, each with the same design and the same configuration of apartment style units. This does not constitute an ideal mixture of dwelling types within the development itself.

Rather than a development that consists of the same building design repeated over and over, it is far more desirable to have a mixture of dwelling types (i.e. townhouses, semi-detached, single detached, and apartment style units). A well designed proposal would incorporate a mixture of dwelling types and introduce slight variations in the design of each building. This will reduce the risk that the development will feel like an institutional housing project.

A variety of unit types will also help to ensure that a development includes higher rents as well as more modest and affordable rents. Having a large development with only a few unit types that command modest or affordable rental levels runs the risk that the development will only attract tenants from a lower socioeconomic class. This can lead to neighbourhood decline, lower rents, and a whole range of social issues in the future.

## RELEVANT POLICY

### **Policy R-15**

*It shall be a policy of Council to encourage residential development in Truro that includes affordable housing units.*

### **Policy R-37**

*It shall be a policy of Council to consider multiple unit residential developments in the General Residential Designation by development agreement.*

### **Policy R-38**

*When considering multiple unit residential development proposals in the General Residential Designation pursuant to Policy R-37, it shall be a policy of Council to require the following:*

- a) *that the proposal be reviewed using the evaluative criteria for development agreements as outlined in Part 11: Implementation of this Strategy;*
- b) *that the proposal be compatible with adjacent structures in terms of height, bulk, scale, and lot coverage;*

## COMMENTS

Each of the six 10-unit buildings in the proposal includes three 56 m<sup>2</sup> (604 ft<sup>2</sup>) one-bedroom units on the lower level. These units will likely command an average rent.

The proposed buildings and associated parking area are situated within the General Residential land use designation. This is the enabling policy that allows Council to consider this application by development agreement.

The subject lands (i.e. that portion of the subject properties that are being developed) are not entirely situated within the General Residential Land Use Designation. 118 Lyman Street and the southern portion of the larger parcel (PID no. 20188645) are within the Limited Residential Land Use Designation. Driveway access and site work will extend into the Limited Residential Land Use Designation but the proposed buildings are entirely within the General Residential Designation.

This proposal has been evaluated using the evaluative criteria found in Part 11. Details of this evaluation are found below.

The proposed 60 unit development consists of six 2-storey 10-unit buildings that have a ground floor area (footprint) of 395 m<sup>2</sup> (4250 m<sup>2</sup>). The exterior dimensions of each building is 10.4 x 38.1 metres (34 x 125 feet). These buildings are considerably larger than typical single detached homes in the neighbourhood which have a ground floor area of about 102 to 130 m<sup>2</sup> (1100 to 1400 ft<sup>2</sup>).

Although larger than neighbouring homes in terms of overall footprint, the buildings are 1 to 2 storeys in height. Also, the orientation of each building helps ensure that their scale is consistent with neighbouring dwellings. This is achieved by having the main wall of each structure that faces neighbouring dwellings on Burnyeat and Lyman measure just 10.4 metres (34 feet) wide.

*continued...*

RELEVANT POLICY	COMMENTS
	<p>The lot coverage of the proposed development is 10.0% while the average lot coverage in the neighbourhood is 15.38%. The development is not, therefore, incompatible in terms of lot coverage.</p> <p>There are no compatibility issues related to height, bulk, scale.</p>
<p>c) <i>that the proposal be compatible with adjacent uses in terms of architectural design, including roof pitch, roof type, materials, and fenestration;</i></p>	<p>The proposal's architectural design is consistent with traditional residential construction found in the area.</p>
<p>d) <i>that the proposal does not detract from an established or developing streetscape by significantly varying from the typical height and setback of abutting structures or by having a building that is oriented away from the street;</i></p>	<p>The buildings are situated at the centre of a block and focussed on a common driveway and several internal parking areas. The location of these buildings means they will have minimal impact on any established streetscape. This policy only really applies to proposals that directly front on an existing street.</p>
<p>e) <i>that the parking area be suitably landscaped or fenced and situated where it will not be readily visible from neighbouring properties and the public right-of-way;</i></p>	<p>The development is set back from any public right-of-way and the parking is located in eight separate lots, six of which are situated between the proposed buildings. The draft development agreement will require that all parking areas be screened with a combination of opaque fencing or landscaping to ensure that the parking area will not be readily visible from neighbouring properties.</p>
<p>f) <i>that suitable recreational space is available for use by residents of the development; and</i></p>	<p>The proposal was reviewed by Parks, Recreation, &amp; Culture Staff. It was agreed that there were adequate recreation lands located in the area to serve this development (Victoria Park and the Wood Street soccer field area).</p>
<p>g) <i>that the proposal contribute to a mixture of dwelling types in the neighbourhood as a whole.</i></p>	<p>This proposal, consisting of apartment style one and two bedroom units, will add to the existing mix of dwelling types in the surrounding area which consists mostly of single detached dwellings.</p>
<p><b>Policy P-3</b>  <i>It shall be a policy of Council to use the Recreation Plan as a policy statement that will guide Council when evaluating development proposals and negotiating planning approvals where the proposed development may have an impact on the implementation of projects identified on the Future Recreation Map.</i></p>	<p>see comments under Policy P-3 above</p>

RELEVANT POLICY	COMMENTS
<p><b>Policy P-4</b></p> <p><i>It shall be a policy of Council to only consider those development proposals that are either consistent with or do not hinder the implementation of objectives and projects identified on the Town's Recreation Plan.</i></p>	<p>see comments under Policy P-3 above</p>
<p><b>Policy P-9</b></p> <p><i>It shall be a policy of Council to take into consideration the recommendations of the Parks &amp; Recreation Strategic Plan, where applicable, when reviewing development proposals.</i></p>	<p>see comments under Policy P-3 above</p>
<p><b>Policy P-12</b></p> <p><i>It shall be a policy of Council to require that any new multiple unit residential development include provision for recreation and amenity space. The Land Use By-law shall allow for the provision of such space either externally or internally to the building, and that such space may consist of common or individual unit space.</i></p>	<p>Most of the units feature an exterior balcony or patio that is between 5 m<sup>2</sup> (50 ft<sup>2</sup>) and 31 m<sup>2</sup> (340 ft<sup>2</sup>) in area. The balconies and patios provide approximately 147 m<sup>2</sup> (1582 ft<sup>2</sup>) of amenity space per building for a total of 882 m<sup>2</sup> (9493 ft<sup>2</sup>) for the whole development. The proposal requires a total of 1245 m<sup>2</sup> (13,400 ft<sup>2</sup>) of amenity space. The proposal will require an additional 363 m<sup>2</sup> (3907 ft<sup>2</sup>) of outdoor amenity space for use by residents of this development. While there is no dedicated common outdoor recreation space identified on the proposed site plan there is sufficient green space on site to provide additional amenity space.</p>
<p><b>Policy P-13</b></p> <p><i>It shall be a policy of Council to consult the Parks, Recreation, and Culture Committee when considering the suitability of amenity space included in any development proposal.</i></p>	<p>see comments under Policy P-3 above</p>
<p><b>Policy G-18</b></p> <p><i>It shall be a policy of Council to consider allowing a reduction in the number of required parking spaces where it can be demonstrated the proposed development is intended for residents who are less likely to own an automobile due to factors such as age, income, or mobility issues.</i></p>	<p>The proposal includes parking for at total of 96 spaces in 8 surface parking lots with 8 to 16 spaces in each lot. Based on the Town's parking requirements, this development would require 75 parking spaces (0.5 spaces/unit plus 0.5 spaces/bedroom). The proposal does not require a relaxation of normal parking requirements.</p>
<p><b>Policy G-29</b></p> <p><i>It shall be a policy of Council to permit reasonable uses of outdoor lighting for nighttime safety, utility, security, and enjoyment while preserving the ambiance of the night.</i></p>	<p>The draft development agreement will require that outdoor lighting be limited to full cut-off fixtures that illuminate the subject property only and not cause any light trespass. Proposed walkways, parking areas, and common area will be required to be illuminated.</p>

RELEVANT POLICY	COMMENTS
<p><b>Policy G-30</b></p> <p><i>It shall be a policy of Council to prohibit outdoor lighting that is misdirected, excessive, or unnecessary.</i></p>	<p>See comments on Policy G-29 above.</p>
<p><b>Policy G-31</b></p> <p><i>It shall be a policy of Council to require that all outdoor lighting fixtures in or abutting a residential zone or designation be full cut-off fixtures approved by the International Dark Sky Association.</i></p>	<p>See comments on Policy G-29 above.</p>
<p><b>Policy G-35</b></p> <p><i>It shall be a policy of Council to require that all development proposals or other proposals that may impact upon vehicle access to a public street be subject to the approval of the Town's Traffic Authority.</i></p>	<p>On October 3, 2017 the Town's Traffic Authority was forwarded details of the proposal and asked to provide comments.</p> <p>The Town's Senior Engineer has requested that the applicant be required to submit a traffic impact statement to address concerns regarding site lines and the safety of the proposed access to the site.</p> <p>The Town's Senior Engineer has also noted that the sidewalk on Lyman Street should be extended up to the proposed walkway connection into the development. The sidewalk currently ends just north of the proposed driveway entrance.</p>
<p><b>Policy IN-34</b></p> <p><i>It shall be a policy of Council to require that all new construction that is subject to a development agreement, to submit a Storm Water Management Plans for the development, either as a condition of approval or for Council's consideration as part of a development agreement application.</i></p>	<p>The developer has submitted a storm water management plan prepared by a professional engineer. The plan is currently under review by the Town Engineer's Office.</p>
<p><b>Policy E-10</b></p> <p><i>It shall be a policy of Council to encourage development that either maintains or enhances the pre-development hydrologic regime through innovative site design and engineering techniques aimed at infiltrating, filtering, evaporating, harvesting and retaining runoff, as well as preventing pollution.</i></p>	<p>The development will be required to conform to a stormwater management plan that maintains the pre-development hydrologic regime. The Town Engineer's Office is currently reviewing the stormwater management plan.</p>

RELEVANT POLICY	COMMENTS
<p><b>Policy E-11</b></p> <p><i>It shall be a policy of Council to adopt performance standards for each land use zone that specifies a maximum percentage for impervious surface. Development that exceeds the maximum percentage of impervious surface will be permitted, up to a specified limit, where development implements on-site stormwater retention and maximizes infiltration by incorporating design elements such as:</i></p> <ul style="list-style-type: none"><li><i>a) permeable pavement;</i></li><li><i>b) infiltration trenches/chambers and bio-retention;</i></li><li><i>c) rainwater harvesting systems in building design;</i></li><li><i>d) green roofs;</i></li><li><i>e) roof drains directed to permeable areas with stormwater infiltration measures in place; and</i></li><li><i>f) utilizing open drainage such as swales.</i></li></ul>	<p>see comments on Policy E-10 above</p>
<p><b>Policy E-13</b></p> <p><i>It shall be a policy of Council to encourage the use of existing natural drainage systems where possible.</i></p>	<p>see comments on Policy E-10 above</p>
<p><b>Policy E-14</b></p> <p><i>It shall be a policy of Council to, where requested by the Town Engineer, require that a grading and stormwater drainage plan be submitted as part of any new multiple lot subdivision or large development.</i></p>	<p>The developer has submitted a storm water management plan prepared by a professional engineer.</p>
<p><b>Policy IM-19</b></p> <p><i>It shall be a policy of Council to require the submission of a detailed proposal as part of any development agreement application. The proposal shall include any information or materials required by Council in order to effectively evaluate the submission. The submission shall be accompanied by professionally prepared plans that effectively illustrate the proposal and include details such as, but not necessarily limited too, the following:</i></p> <ul style="list-style-type: none"><li><i>a) the location, area, and dimensions of the subject property based on a survey or location certificate prepared by a licensed surveyor;</i></li></ul>	<p>The applicant has submitted a detailed site plan with dimensions based on a survey plan prepared by a licensed surveyor.</p>
<ul style="list-style-type: none"><li><i>b) elevation drawings of the proposed structure or structures;</i></li></ul>	<p>The applicant has submitted a complete set of design drawings including elevation drawings.</p>

RELEVANT POLICY	COMMENTS
c) <i>the proposed location, dimensions, height, and proposed use of all buildings;</i>	The detailed plans submitted by the applicant clearly describe the location, dimensions and height of the proposed buildings. The use of the buildings is to be residential.
d) <i>the means by which the site is to be serviced by sanitary and storm sewers, water, electrical service and other utilities;</i>	The applicant has submitted a detailed site plan with servicing details.
e) <i>the proposed location and nature of any outdoor storage or display;</i>	No outdoor storage or display is proposed as part of this development.
f) <i>the proposed location, design, and content of any signage;</i>	Any signage will have to comply with the Land Use By-law signage requirements.
g) <i>the proposed location and dimensions of any parking stalls, driveways, and walkways;</i>	The site plan illustrates the locations and dimensions of all parking areas and driveways. The site plan does not show the location of required accessible stalls. The development will require a minimum of 3 accessible stalls.
h) <i>the proposed location of any fencing, refuse containers, and snow storage;</i>	There is no fencing proposed as part of the development. The site plan does not indicate where refuse storage will be located. There is sufficient room for snow storage on site.
i) <i>the proposed location and type of any exterior lighting;</i>	Information with respect to the location and type of lighting fixtures has not been provided. The draft development agreement will require that all lighting comply with the Land Use By-law lighting regulations and adequate lighting will have to be provided for all parking areas and walkways.
j) <i>the proposed location of any outdoor amenity space;</i>	The site plan delineates areas that are to be landscaped open space. There is no dedicated outdoor amenity space proposed as part of the development.
k) <i>landscaping elements including the type and location of any existing and proposed trees or other vegetation;</i>	Most of the landscaping elements shown on the site plan are not specific and are limited to identifying the location of open spaces, an existing “meadow” and the location of existing treed areas. The proposed site plan does show a few additional trees along the driveway and between the proposed parking areas and the rear lot lines of properties on Lyman and Burnyeat Streets. The Town’s Urban Forestry Technician has requested that the applicant submit a detailed landscaping plan for review.

RELEVANT POLICY	COMMENTS
<p>l) <i>architectural features including type of materials,</i></p>	<p>The applicant has submitted design drawings showing what the proposed buildings will look like. The draft agreement will require that all units adhere to the basic architectural details illustrated in these drawings.</p>
<p>m) <i>the location of any watercourses on or near the site;</i></p>	<p>There is a gully at the northern end of the property that does convey water during rainfall events and this is incorporated into the storm water management plan submitted by the applicant. Staff are not aware of any defined watercourses on the subject property.</p>
<p>n) <i>existing and proposed drainage patterns including any stormwater management measures;</i></p>	<p>The applicant has submitted a stormwater management plan.</p>
<p>o) <i>the delineation of any 1:20 and 1:100 flood elevations and a description of any proposed floodproofing measures; and</i></p>	<p>The subject property is not situated within the 1:20 or 1:100 floodplains. No floodproofing measures are proposed.</p>
<p>p) <i>any proposed phasing of the development.</i></p>	<p>No phasing has been proposed by the developer.</p>
<p><b>Policy IM-20</b>  <i>It shall be a policy of Council to require the submission of additional information to address issues such traffic impact, stormwater management, landscaping, servicing, heritage preservation, and impact on the streetscape where Council considers this information to be pertinent to the development process. This information may be required prior to Council's approval or as a condition of approval and required prior to issuance of any development permit.</i></p>	<p>The Town Engineer's Office has requested a stormwater management plan and traffic impact statement. No other information has been requested at this time. Approved versions of both these plans should be required prior to the Town entering into a development agreement.</p>
<p><b>Policy IM-21</b>  <i>Where a structure proposed as part of a development agreement application raises concerns with respect to compliance with the National Building Code, it shall be a policy of Council to require that the applicant submit conceptual building plans for review by the Town's Building Inspector.</i></p>	<p>Staff do not anticipate any code issues that cannot be overcome with minor modifications to the plans. Code compliance will be a condition of any development agreement.</p>
<p><b>Policy IM-22</b>  <i>When considering a development agreement application it shall be a policy of Council to have regard for the following matters:</i>                      a) <i>compatibility of the proposed land use with adjacent land uses;</i></p>	<p>The proposed residential use and the intensity of the proposed land use are both compatible with adjacent residential uses.</p>

## RELEVANT POLICY

b) *compatibility of the development with adjacent properties in terms of height, scale, lot coverage, density, and bulk;*

## COMMENTS

The proposed 60 unit development consists of six 2-storey 10-unit buildings that have a ground floor area (footprint) of 395 m<sup>2</sup> (4250 m<sup>2</sup>). The exterior dimensions of each building is 10.4 x 38.1 metres (34 x 125 feet). These buildings are larger than typical single detached homes in the neighbourhood which have a ground floor area of about 102 to 130 m<sup>2</sup> (1100 to 1400 ft<sup>2</sup>). The buildings are, however, just 1 to 2 storeys in height and the orientation of each building, with their narrow side facing neighbouring properties, makes the structures seem smaller when viewed from neighbouring properties. The main wall of each structure that faces neighbouring dwellings on Burnyeat and Lyman measure just 10.4 metres (34 feet) wide. This helps to minimize the impact of the buildings' bulk and scale. There are, therefore, no issues related to compatibility of the proposal with adjacent properties with respect to height, scale and bulk.

The lot coverage of the proposed development is 11.3% while the average lot coverage in the neighbourhood is 15.38%. The development is, therefore, compatible in terms of lot coverage.

The density of the proposed development is 25.5 units/hectare (10.3 units/acre) while the average density in the neighbourhood is 21.5 units/hectare (8.7 units/acre). The density of the proposal is not significantly higher than that of the surrounding neighbourhood and there is no compatibility issue with respect to density.

c) *compatibility of the development with adjacent properties in terms of lighting, signage, outdoor display, outdoor storage, traffic, vehicle headlights, and noise;*

Signage and lighting will be subject to the normal Land Use By-law requirements which are designed to mitigate potential compatibility issues. There is no outdoor storage or display proposed as part of this development. The proposed development will result in an increase in traffic in the neighbourhood but the minimal number of vehicle trips generated by a residential development is not expected to create any compatibility issues.

A traffic impact statement will be required to address the capability of the surrounding street network to accommodate any anticipated increase in traffic and to assess the safety of the proposed driveway access configuration and location.

RELEVANT POLICY	COMMENTS
d) <i>the adequacy of sewer services, water services, waste management services and storm water management services;</i>	On October 3, 2017, the Town Engineer was forwarded details of the proposal and asked to provide comments. The Town Engineer has indicated he has no concerns regarding servicing. The draft development agreement will require that all servicing and connections to municipal services will be subject to the approval of the Town Engineer. The applicant has submitted a stormwater management plan that is currently being reviewed by the Town Engineer's Office.
e) <i>that the proposal contributes to an orderly and compact development pattern that makes efficient use of existing and new municipal infrastructure and services;</i>	This development is an infill development that will make use of existing infrastructure. The proposal will increase residential densities while utilizing existing infrastructure.
f) <i>the adequacy and proximity of schools;</i>	Staff do not anticipate any issues related to the ability of the school system to accommodate any increase in enrollment as a result of this development.
g) <i>the adequacy and proximity of recreation and community facilities;</i>	see comments under Policy P-3 above
h) <i>the adequacy of the road network in, and adjacent to, or leading to the development;</i>	On October 3, 2017 the Traffic Authority was forwarded details of the proposal and asked to provide comments. Written comments have not been received at this time. A traffic impact statement will be required to address the capability of the surrounding street network to accommodate any anticipated increase in traffic and to assess the safety of the proposed driveway access configuration and location.
i) <i>the potential for the contamination or sedimentation of watercourses or for erosion;</i>	Standard sedimentation controls during construction will be a requirement of any development agreement.
j) <i>environmental impacts such as air and water pollution and soil contamination;</i>	This proposal is not expected to cause any negative environmental impacts.
k) <i>previous uses of the site which may have caused soil or groundwater contamination;</i>	Staff are not aware of any soil or groundwater contamination.
l) <i>suitability of the site in terms of grades, soil and bedrock conditions, location of watercourses, marshes, swamps or bogs;</i>	Staff are not aware of any site constraints other than the gully at the north end of the site and poor soil conditions in the infilled area identified as the "meadow" on the site plan. These areas are not included in the proposed development.
m) <i>the ability of emergency services to respond to an emergency at the location of the proposed development;</i>	The Police Service and Fire Inspector have reviewed the proposal and did not have any concerns about their ability to respond to an emergency at this location. The draft development agreement will require that the driveway meet minimum requirements under the national building code.

RELEVANT POLICY	COMMENTS
<p>n) <i>the application of sustainable and energy efficient design principles;</i></p>	<p>The applicant has not indicated if the proposal includes any energy efficiency initiatives.</p>
<p>o) <i>that the proposal is in conformance with the intent of this strategy and with the requirements of Town By-laws and regulations other than the Land Use By-law;</i></p>	<p>The draft development agreement will require that the proposal conform to all other applicable by-laws and regulations.</p>
<p>p) <i>the financial ability of the Town to absorb any costs relating to the amendment.</i></p>	<p>The Town is not expected to incur any costs as a result of this development proposal.</p>
<p><b>Policy IM-34</b> <i>It shall be a policy of Council to consider scheduling an evening public hearing and to consider holding an advertised public information meeting where there is a great deal of public opposition or concern regarding a development proposal or amendment application. The cost of advertising these meetings shall be the responsibility of the applicant.</i></p>	<p>The September 25th meeting of the Planning Advisory Committee was well attended by members of the public and there has been a very good response to the on-line survey. The public seem well informed and engaged in the process. At this time, there is no reason to believe that an additional public information meeting is required.</p>