

## FINAL STAFF REPORT

Prepared For: Truro Town Council  
Submitted by: Yanan Gou, Planner  
Date: October 31, 2018  
Subject: Development Agreement Application by Wallace Living to permit the development of 5 additional dwelling units in an existing 35-unit dwelling located at 18 Munroe Court.

### Recommendation

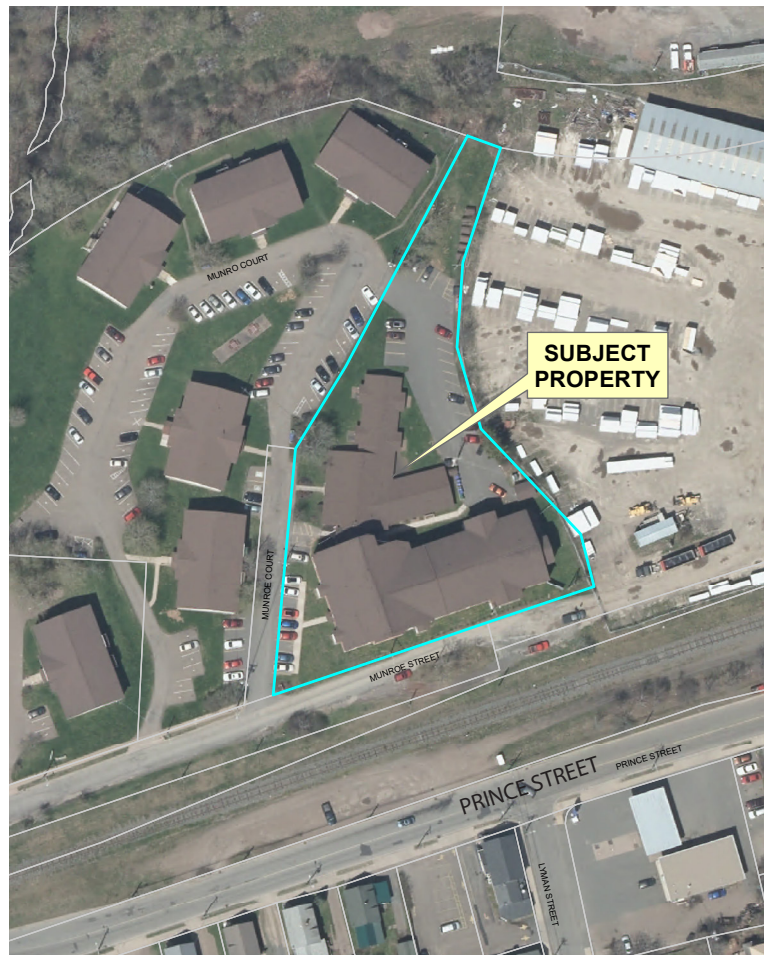
Staff recommend that Council enter into a development agreement with Wallace Living to permit the development of 5 additional dwelling units in an existing 35-unit dwelling located at 18 Munroe Court.

### Background

On August 22, 2018, Wallace Living applied for a development agreement to permit the development of 5 additional dwelling units in an existing 35-unit dwelling located at 18 Munroe Court. This converted dwelling currently contains 35 dwelling units and provides housing and supportive daily service to the elderly. The proposed development will not change the square footage of the building nor modify the exterior of the structure. The property is zoned Multiple Unit Residential (R4) and is in the General Residential Future Land Use Designation. In this designation, multiple residential development proposals with five or more units require a development agreement.

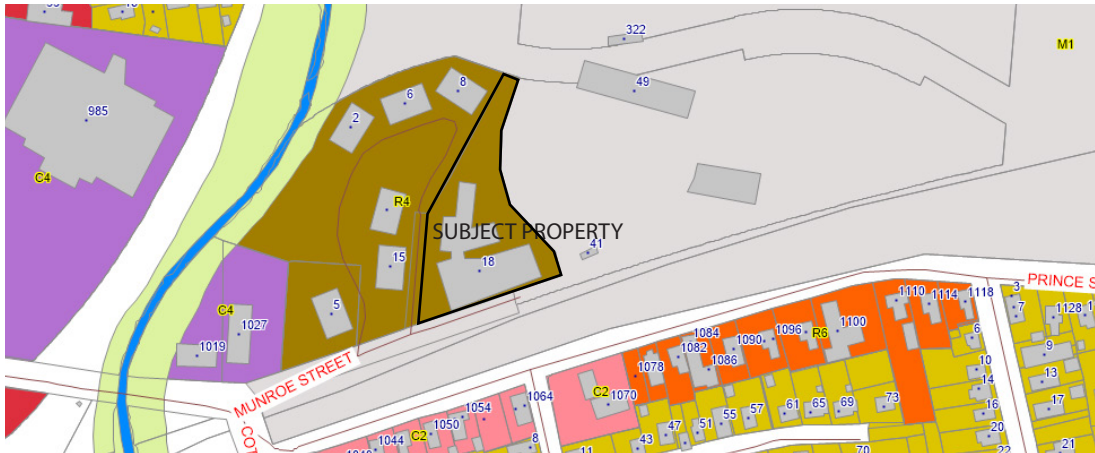
### Subject Property

The subject property is 18 Munroe Court. It is located at the corner of Munroe Street and Munroe Court and is identified as PID no. 20241154. An aerial photograph showing the location of the subject property is shown to the right. The 5,018 m<sup>2</sup> (1.24 acre) property has 55.8 metres of frontage on Munroe Street, and 61.4 metres of frontage on Munroe court. The



Air Photo showing the subject lands and surrounding area

property is currently developed as a 35-unit residential building, which not only provides accommodations but also two meals daily, weekly housekeeping services, activities and 24/7 emergency response. This building consists of two parts, a main 3-storey building facing Munroe Street and a 1-storey building facing Munroe Court, connected by an indoor passage way. A two-lane paved driveway provides access to a rear parking area that provides parking spaces for over 20 vehicles. This property also features another 10 parking spaces at the west side of the main 3-storey building. The green space is located around the periphery of the subject land. This area of Munroe Court is zoned Multiple Residential (R4). The subject property is situated on the divide between the multiple residential area and a large industrial area (Canadian National Railway) to on the north, south and east side. An excerpt from the Town's zoning map and two photos of the subject property are shown on this page.



Excerpt from the Town's Land Use By-law Zoning Map showing the zoning of the subject lands and surrounding area



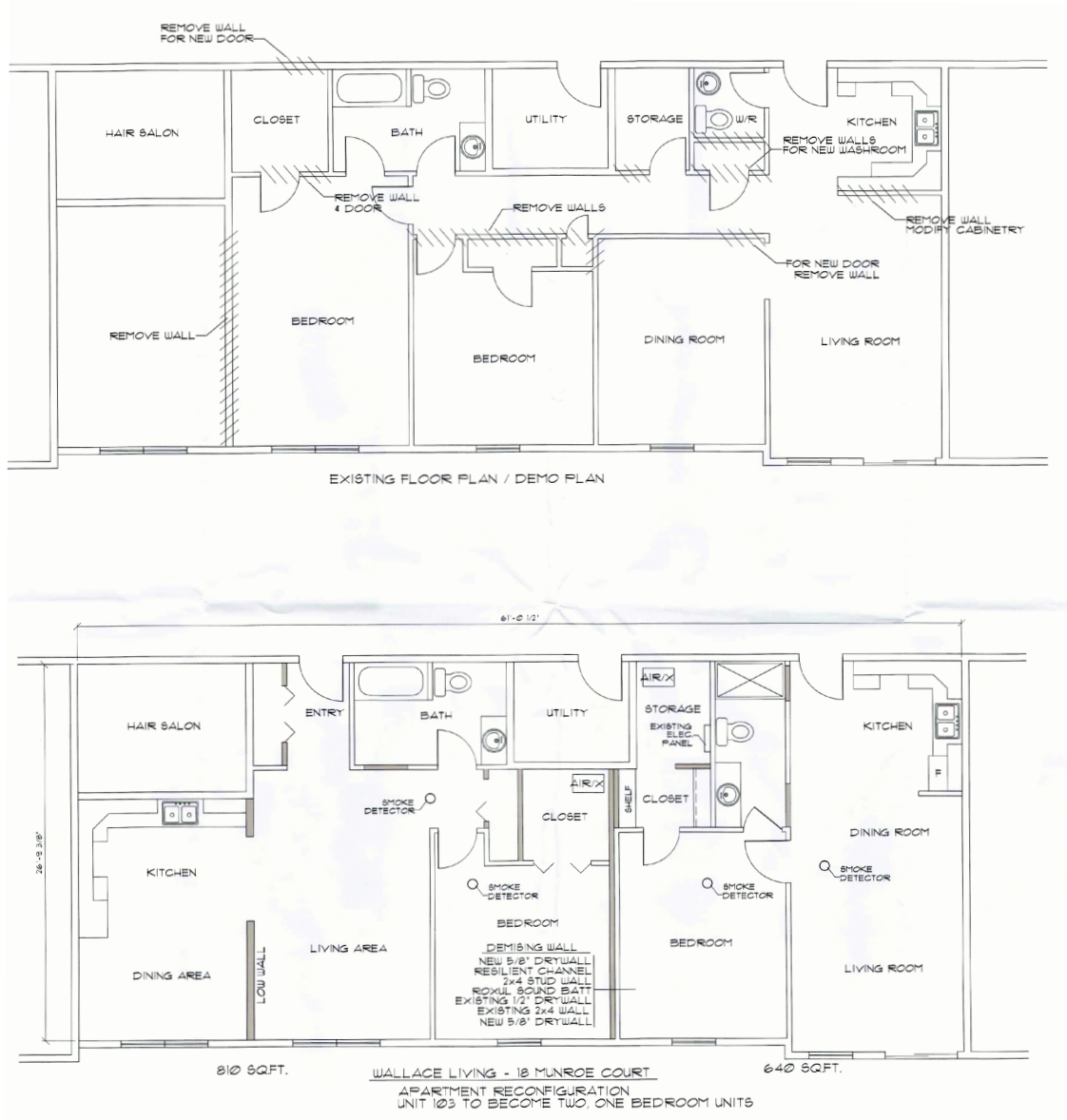
View of the one-storey building facing Munroe Court



View of the three-storey main building facing Munroe Street

## Development Proposal

Wallace Living is proposing to add 5 additional dwelling units in an existing 35-unit dwelling located at 18 Munroe Court. According to the discussions with the applicant, the proposed development does not include any modifications to the exterior of the building nor any changes to the square footage of the building. The applicant has submitted a floor plan (shown on this page), showing one of the existing 2-bedroom apartment and the proposed two 1-bedroom apartments.



Floor Plan showing one of the existing 2-bedroom apartments and proposed two 1-bedroom apartments

## Analysis

The subject property is situated in the General Residential future land use designation and in accordance with Municipal Planning Strategy Policy R-37, Council may consider new multiple unit residential proposals in the General Residential designation by development agreement.

This application is being processed under the policies and evaluative criteria found in the Town's Municipal Planning Strategy and Land Use Bylaw. Full details of this review are attached to this report as Appendix A. There were no significant concerns 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's proposal was presented to the Town's Planning Advisory Committee (PAC) on August 27, 2018. Following the meeting, details of the application were posted on the Town's website under "Current Development Applications". The developer was concerned that the notice of application would be upsetting to some tenants of the existing development. No public sign was posted on the subject property. On October 10, 2018, a letter was sent out to 57 property owners within 150 m (492 ft) notifying them of the proposed development. The letter directed people to the Town's website where they could obtain more information about the proposed development and complete an online survey. This survey was open to all residents. At the time this report was written, there were zero online survey responses.

## Conclusion

Planning Staff have completed a review of Wallace living's proposal to develop 5 additional dwelling units in an existing 35-unit dwelling located at 18 Munroe Court. Based on this review, Planning Staff find that this proposal is consistent with the Town's Planning Policies and recommend that Council enter into a development agreement to permit the proposed development as outlined in this report.

Respectfully Submitted

Yanan Gou, Planner

## Appendix A

RELEVANT POLICY	STAFF COMMENTS
<p>Policy R-1</p> <p>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.</p>	<p>The proposed development consists of five additional dwelling units. The development will utilize space within an existing structure and access will be via an existing exterior entrance. The proposal does not include any exterior alterations or expansions. It is not, therefore, expected to have any impact on the streetscape, public open space or pedestrian environment.</p>
<p>Policy R-2</p> <p>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.</p>	<p>This proposal is not expected to have any impact on Council's efforts to promote sustainable and vibrant neighbourhoods.</p>
<p>Policy R-3</p> <p>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.</p>	<p>This proposal will result in five additional dwelling units in a development that is within easy walking or cycling distance to many centres of employment and community amenities.</p>
<p>Policy R-4</p> <p>It shall be a policy of Council to encourage new residential development that facilitates active sustainable lifestyles.</p>	<p>This proposal will result in five additional dwelling units in a development that is well suited to active transportation.</p>
<p>Policy R-5</p> <p>It shall be a policy of Council to encourage new residential development to make more efficient use of land, infrastructure, and services.</p>	<p>The proposal will increase residential densities on existing infrastructure.</p>
<p>Policy R-6</p> <p>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.</p>	<p>This proposal will add five residential dwelling units in a building located close to the downtown core that allows tenants to walk to most amenities, services, and employment opportunities. All of the units have large windows for lots of air and light and there is exterior amenity space on site.</p>
<p>Policy R-7</p> <p>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.</p>	<p>This proposal will add five residential dwelling units to an existing structure and does not include any additions or new exterior construction. The proposal, therefore, is considered context sensitive intensification. The proposal is not expected to have any impact on neighbourhood integrity.</p>

RELEVANT POLICY	STAFF COMMENTS
<p>Policy R-8</p> <p>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.</p>	<p>The proposed units for seniors are all one-bedroom units and should contribute to the supply of senior housing near the downtown core.</p>
<p>Policy R-9</p> <p>It shall be a policy of Council to encourage new residential development and redevelopment opportunities that enhance and complement established and intact residential neighbourhoods.</p>	<p>This development will simply add five new residential dwelling units to an existing structure. This proposal is not expected to have any impact on the integrity of the surrounding residential neighbourhood.</p>
<p>Policy R-12</p> <p>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.</p>	<p>The proposal is creating units in an existing multiple unit development. This policy is not applicable to the proposed development.</p>
<p>Policy R-15</p> <p>It shall be a policy of Council to encourage residential development in Truro that includes affordable housing units.</p>	<p>The proposed five new apartments are expected to command an average rent for seniors and should contribute to the supply of quality affordable housing near the downtown core.</p>
<p>Policy R-37</p> <p>It shall be a policy of Council to consider multiple unit residential developments in the General Residential Designation by development agreement.</p>	<p>The proposed development is a multiple unit residential development in the General Residential land use designation. This is the enabling policy that allows Council to consider this application by development agreement.</p>
<p>Policy R-38</p> <p>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:</p> <ol style="list-style-type: none"><li>a) that the proposal be reviewed using the evaluative criteria for development agreements as outlined in Part 11: Implementation of this Strategy;</li><li>b) that the proposal be compatible with adjacent structures in terms of height, bulk, scale, and lot coverage;</li><li>c) that the proposal be compatible with adjacent uses in terms of architectural design, including roof pitch, roof type, materials, and fenestration;</li></ol>	<p>This proposal has been evaluated using the evaluative criteria found in Part 11. Details of this evaluation are found below.</p> <p>The proposed development does not include any new additions or new exterior construction. This policy is not applicable to this development.</p> <p>The proposed development does not include any new additions or new exterior construction. This policy is not applicable to this development.</p>

RELEVANT POLICY	STAFF COMMENTS
<p>d) 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;</p> <p>e) 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;</p> <p>f) that suitable recreational space is available for use by residents of the development; and</p> <p>g) that the proposal contribute to a mixture of dwelling types in the neighbourhood as a whole.</p>	<p>The proposed development does not include any new additions or new exterior construction and is not expected to have any impact on the streetscape.</p> <p>There are no changes proposed to the parking area as part of this development proposal.</p> <p>There is adequate green space on site for use by the residents as outdoor amenity space.</p> <p>This policy is not applicable to the proposed development. See policy P-12.</p>
<p>Policy P-3</p> <p>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.</p>	<p>This proposal consists of the addition of five residential dwelling units in an existing structure. Staff do not anticipate any issues related to the provision of outdoor amenity space or any impact on the implementation of any potential recreation projects.</p>
<p>Policy P-4</p> <p>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.</p>	<p>see comments under Policy P-3 above</p>
<p>Policy P-9</p> <p>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.</p>	<p>see comments under Policy P-3 above</p>
<p>Policy P-12</p> <p>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.</p>	<p>The proposal provides approximately 1,670 m<sup>2</sup> (17,975 ft<sup>2</sup>) of outdoor amenity space for use by the residents of the proposed development. This is more than sufficient to meet the amenity space requirements set out in the Town's Land Use Bylaw which require a total of 798.5 m<sup>2</sup> ( 8,594 ft<sup>2</sup>) of outdoor amenity space - 462.5 m<sup>2</sup> (4,978 ft<sup>2</sup>) of amenity space for the 18 one-bedroom units, 322.0 m<sup>2</sup> (3,466 ft<sup>2</sup>) of amenity space for the 14 two-bedroom units and 14.0 m<sup>2</sup> (151 ft<sup>2</sup>) of amenity space for the bachelor unit.</p>

RELEVANT POLICY	STAFF COMMENTS
<p>Policy P-13</p> <p>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.</p>	<p>see comments under Policy P-3 above</p>
<p>Policy G-18</p> <p>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.</p>	<p>This development is for senior residents, who are less likely to own an automobile due to age issues. There are about 30 parking spaces available on site. So far, those 30 parking spaces are sufficient for the senior residents despite the fact that it is 16 less than the required 46 parking spaces for the existing development.</p> <p>The proposed development requires 47 spaces, which is only one more space than the existing development (46 spaces). Therefore, planning staff do not see any need to add more parking spaces. The existing 30 parking spaces are sufficient for the residents. Reduction of parking requirements is proposed.</p>
<p>Policy G-29</p> <p>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.</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.</p>
<p>Policy G-30</p> <p>It shall be a policy of Council to prohibit outdoor lighting that is misdirected, excessive, or unnecessary.</p>	<p>See comments on Policy G-29 above.</p>
<p>Policy G-31</p> <p>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.</p>	<p>See comments on Policy G-29 above.</p>
<p>Policy G-35</p> <p>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.</p>	<p>This proposal consists of the addition of five residential dwelling units. The Town's Senior Engineer do not anticipate any impact on traffic flows and the street network.</p>

RELEVANT POLICY	STAFF COMMENTS
<p>Policy E-10</p> <p>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.</p>	<p>The proposed development does not include any new additions or new exterior construction that would affect the existing hydrologic regime.</p>
<p>Policy E-11</p> <p>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:</p> <ul style="list-style-type: none"><li>a) permeable pavement;</li><li>b) infiltration trenches/chambers and bio-retention;</li><li>c) rainwater harvesting systems in building design;</li><li>d) green roofs;</li><li>e) roof drains directed to permeable areas with stormwater infiltration measures in place; and</li><li>f) utilizing open drainage such as swales.</li></ul>	<p>see comments on Policy E-10 above</p>
<p>Policy E-13</p> <p>It shall be a policy of Council to encourage the use of existing natural drainage systems where possible.</p>	<p>see comments on Policy E-10 above</p>
<p>Policy E-14</p> <p>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.</p>	<p>The proposed development does not include any new additions or new exterior construction that would require a grading or stormwater drainage plan.</p>
<p>Policy IN-34</p> <p>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.</p>	<p>The proposed development does not include any new additions or new exterior construction that would require the submission of a stormwater management plan. As part of this application, however, the developer is encouraged to review the Town's stormwater management regulations and consider installation of a infiltration trench or other on-site retention/infiltration measures.</p>

RELEVANT POLICY	STAFF COMMENTS
<p>Policy IM-19</p> <p>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 to, the following:</p> <ul style="list-style-type: none"> <li>a) the location, area, and dimensions of the subject property based on a survey or location certificate prepared by a licensed surveyor.;</li> <li>b) elevation drawings of the proposed structure or structures;</li> <li>c) the proposed location, dimensions, height, and proposed use of all buildings;</li> <li>d) the means by which the site is to be serviced by sanitary and storm sewers, water, electrical service and other utilities;</li> <li>e) the proposed location and nature of any outdoor storage or display;</li> <li>f) the proposed location, design, and content of any signage;</li> <li>g) the proposed location and dimensions of any parking stalls, driveways, and walkways;</li> <li>h) the proposed location of any fencing, refuse containers, and snow storage;</li> <li>i) the proposed location and type of any exterior lighting,</li> <li>j) the proposed location of any outdoor amenity space;</li> </ul>	<p>This proposal consists of the addition of five residential dwelling units in an existing structure. No site plan was required as part of this application.</p> <p>The proposed development does not include any new additions or new exterior construction that would require the submission of design drawings.</p> <p>The proposed development does not include any new additions or new exterior construction that would require the submission of design drawings.</p> <p>The proposed development does not include any new additions or new exterior construction that would require the submission of a new servicing plan.</p> <p>No outdoor storage or display is proposed as part of this development.</p> <p>The draft development agreement will require that any signage will have to comply with the Land Use By-law signage requirements.</p> <p>The proposal will utilize the existing driveway and parking areas. No changes are proposed as part of the development proposal.</p> <p>No fencing is proposed as part of this development. The proposal has more than adequate open space on site for the proposed development and if required, a portion of the amenity space allotment could be used for snow storage and refuse containers.</p> <p>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.</p> <p>There is approximately 1,670 m<sup>2</sup> (17,975 ft<sup>2</sup>) of undeveloped green space on the subject property that is not utilized for parking. This space is available to be used as outdoor amenity space.</p>

RELEVANT POLICY	STAFF COMMENTS
k) landscaping elements including the type and location of any existing and proposed trees or other vegetation;	This proposal consists of the addition of five residential dwelling units in an existing structure. The applicant has not submitted any landscaping details and there are no landscaping changes proposed as part of this development.
l) architectural features including type of materials,	The proposed development does not include any new additions or new exterior construction that would require the submission of plans indicating architectural features or materials. This policy is not applicable to this development.
m) the location of any watercourses on or near the site;	Planning Staff are not aware of any watercourses on or near the subject property.
n) existing and proposed drainage patterns including any stormwater management measures;	The proposed development does not include any new additions or new exterior construction. Staff do not anticipate any impact on existing drainage patterns and details regarding drainage patterns were not required as part of this development application.
o) the delineation of any 1:20 and 1:100 flood elevations and a description of any proposed floodproofing measures; and	The proposal is not situated in the 1:20 or 1:100 floodplain.
p) any proposed phasing of the development.	No phasing has been proposed by the developer.
<p>Policy IM-20</p> <p>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.</p>	<p>No other information has been requested at this time.</p>
<p>Policy IM-21</p> <p>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.</p>	<p>There is no new exterior construction or expansion proposed. Interior work will be required to conform to the National Building Code. Compliance with the Code will be a condition of any development agreement.</p>

RELEVANT POLICY	STAFF COMMENTS
<p>Policy IM-22</p>	
<p>When considering a development agreement application it shall be a policy of Council to have regard for the following matters:</p>	
<p>a) compatibility of the proposed land use with adjacent land uses;</p>	<p>The proposed development consists of five additional dwelling units in an existing converted dwelling containing 35 units. The subject property is situated in a mixed use area that includes other multiple unit residential development, industrial uses as well as commercial uses. Five additional dwelling units are not expected to create a compatibility issue with surrounding land uses.</p>
<p>b) compatibility of the development with adjacent properties in terms of height, scale, lot coverage, density, and bulk;</p>	<p>The proposal utilizes an existing structure and does not involve any exterior alterations. This development will not, therefore, create any new compatibility issues with respect to height, lot coverage, scale, or bulk.</p>
<p>c) compatibility of the development with adjacent properties in terms of lighting, signage, outdoor display, outdoor storage, traffic, vehicle headlights, and noise;</p>	<p>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 development will not result in a significant increase in traffic.</p>
<p>d) the adequacy of sewer services, water services, waste management services and storm water management services;</p>	<p>The Town's Senior Engineer did not identify any concerns with servicing the development. The draft development agreement will require that any changes to servicing and connections to municipal services will be subject to the approval of the Town Engineer.</p>
<p>e) that the proposal contributes to an orderly and compact development pattern that makes efficient use of existing and new municipal infrastructure and services;</p>	<p>The proposal will increase residential densities while utilizing existing infrastructure.</p>
<p>f) the adequacy and proximity of schools;</p>	<p>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.</p>
<p>g) the adequacy and proximity of recreation and community facilities;</p>	<p>See comments on Policy P-3 and P-12 above.</p>
<p>h) the adequacy of the road network in, and adjacent to, or leading to the development;</p>	<p>The Town's Senior Engineer did not identify any concerns with the adequacy of the road network in, and adjacent to, or leading to the development.</p>
<p>i) the potential for the contamination or sedimentation of watercourses or for erosion;</p>	<p>There are no watercourses in the vicinity of the proposed development.</p>
<p>j) environmental impacts such as air and water pollution and soil contamination;</p>	<p>This proposal is not expected to cause any negative environmental impacts.</p>

RELEVANT POLICY	STAFF COMMENTS
k) previous uses of the site which may have caused soil or groundwater contamination;	Staff are not aware of any soil or groundwater contamination.
l) suitability of the site in terms of grades, soil and bedrock conditions, location of watercourses, marshes, swamps or bogs;	Staff are not aware of any site constraints.
m) the ability of emergency services to respond to an emergency at the location of the proposed development;	Staff do not anticipate any issue with the ability of emergency services to respond to an emergency at this location.
n) the application of sustainable and energy efficient design principles;	The applicant has not indicated if their proposal includes any energy efficiency initiatives.
o) that the proposals is in conformance with the intent of this strategy and with requirements of Town By-laws and regulations other than the Land Use By-law	The draft development agreement will require that the proposal conform to all other applicable by-laws and regulations.
p) the financial ability of the Town to absorb any costs relating to the amendment.	The Town is not expected to incur any costs as a result of this development proposal.
<p>Policy IM-34</p> <p>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.</p>	<p>A development agreement notice sign has been posted on the subject property.</p> <p>The development proposal was included on the public notice advertising PAC's August and September meetings.</p> <p>Details of this proposal have been listed under "Current Development Applications" on the town website. Staff will conduct a mail-out to all property owners within 150 m (492 ft) of the subject property informing them of the proposal and inviting them to complete an on-line survey.</p> <p>There has been no inquiries regarding the proposal. Staff, therefore, do not see any additional public information meeting or evening hearing is needed at this time.</p>