

**Planning Justification Report  
Proposed Rezoning  
Jesse Walsh, Devan MacDonald  
725 Queen Street West, Neustadt, West Grey**

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## **Executive Summary**

Triton Engineering Services Ltd. is providing planning advice to Jesse Walsh regarding proposed rezoning and future severance applications to create two semi-detached dwellings, three street townhouses and retain the existing house at 725 Queen Street West in the Village of Neustadt in the Municipality of West Grey.

Having pre-consulted in October 2023, the applicants commissioned a detailed site survey so that detailed grading and servicing could be engineered. The two semi-detached homes facing Enoch Street, three street townhouses fronting Queen Street and the existing home will have safe driveway access, proper grading/drainage and suitable individual water and sewer connections.

The neighbourhood includes a restored building at the end of Enoch Street with six apartments and Hillside Manor seniors' residential facility a block away. A community hall and playing fields are within walking distance as are commercial businesses to the west, and the Baptist Church to the south. While at a higher density than most of the neighbourhood, the six units on the subject lands will have freehold ownership and private outdoor living space that can be enhanced with fencing and landscaping.

The rezoning is consistent with Provincial Planning policy and complies with the Grey County and the West Grey Official Plans. All three documents encourage residential intensification, neighbourhoods with a variety of housing types, increased density, efficient use of public services and developing mixed use communities. The proposed development encourages creation of five new residences and one existing home at potentially attainable prices that can help fill the need for "missing middle" housing badly needed across the Province.

The existing Residential 1B zoning allowing just single detached dwellings is no longer applicable given new Provincial planning initiatives allowing "as of right" housing to create new living opportunities in existing neighbourhoods. County and West Grey official plan policies encourage residential zones with exceptions on lot frontage, area, and coverage to increase density to allow more housing to encourage new home construction.

The County can permit three driveways to Queen Street subject to approving final engineering. The sidewalk on Queen Street offers safe pedestrian access for residents travelling west to business and south to community facilities and parks. The applicants will contribute to cash-in-lieu of parkland funds for community recreation space and would support tree planting to enhance the canopy either on the subject lands or a suitable site nearby. The proposal represents good planning. It is recommended West Grey initiate rezoning to Residential 2 with exceptions in regulations to permit semi-detached, street townhouses and keeping the existing house on-site.

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## 1.0 Introduction:

Triton Engineering Services Ltd. is providing planning advice to Jesse Walsh on rezoning and future severance applications to create two new residential lots and retain the house at 725 Queen Street West in the Village of Neustadt in the Municipality of West Grey (see map below).



Neustadt is rural community of nearly 600 people considered one of the “prettiest villages” in Ontario. Several historic stone buildings in the area have been restored and re-used for a variety of purposes including Neustadt Springs Brewery

Current zoning for the site permits only single detached dwellings, accessory bed and breakfast, home occupations, group homes, accessory apartments, and accessory uses subject to applicable regulations and special provisions in the bylaw. The proposed rezoning would allow two semi-detached dwellings, three street townhouses and retain the existing house on lots to be created by future severance on subject lands.

A pre-consultation meeting with West Grey Staff and a County Planner was held October 10, 2023, to discuss the proposal. Allowing residential intensification of the property was supported. Access to Queen Street was to be evaluated as this is a County Road. Feedback following the meeting indicated County Transportation could consider townhouse driveways to Queen Street subject to detailed engineering, grading and drainage being provided.

## **2.0 Subject and Surrounding Lands:**

Shown on the map below the property has 35.7 meters (123') frontage on Queen Street, 40.5 meters (137') depth along Enoch Street and 1,445 square meters (15,563 sq. ft.) of lot area

The existing one and a half story single family home sits on the southeast corner of the subject lot with driveway access to Enoch Street. Two accessory buildings to be removed are situated north of the existing home. The subject parcel is relatively flat, and grass covered with a few trees generally on the northwest part of the lot.

North of the subject parcel is a converted institutional building containing six residential units at the end of Enoch Street. The neighbourhood is mainly low density residential uses. Hillside Manor is a large low rise seniors residential building to the southwest. An arena/community center and playing fields are to the southeast.



Housing stock varies from early 20<sup>th</sup> century two story brick homes to smaller mid-century bungalows, and one and a half story frame/sided residences many of which have been updated with second story and rear additions. Below is a street view of the site from September 2023.





## **4.0 Policy Context**

Ontario's current planning policy set out in [Provincial Policy Statement 2020](#) is considered when evaluating the proposed rezoning and future severances. Ontario policy and legislative initiatives impacting this proposal include:

- [Bill 23 the More Homes Built Faster Act, 2022](#) (Royal Assent November 28, 2022)
- [Bill 97 Helping Homebuyers Protecting Tenants Act](#) (Royal Assent June 8, 2023)
- [Proposed Provincial Policy & Growth Plan Consolidation](#) (Review closed August 5, 2023)

Provincial policies broadly encourage “efficient use and management of land and providing housing to meet changing needs”, while “protecting farmlands and natural resources including wetlands and woodlands”. Policies direct development to settlement areas with municipal water and sanitary sewer servicing to protect agricultural lands and natural areas. Municipal water and sewer are the “preferred form of servicing for settlement areas” to protect the environment and minimize risk to human health and safety. In settlement areas with municipal water and sewer, intensification and redevelopment are promoted to optimize use of services.

After the spring 2022 Provincial Housing Task Force Report, Ontario set a goal of building 1.5 million homes in 10 years. Key legislative and policy initiatives to meet the goal began with Bill 109 More Homes for Everyone Act, 2022 (Royal Assent April 14, 2022), followed by [Bill 23 the More Homes Built Faster Act, 2022](#). Bill 23 amends the Planning Act, and several other Acts, to encourage new home building through initiatives like allowing up to three units on urban lots, reduced appeal rights (Ontario Land Tribunal) for some planning applications (including severances) and removing approvals from some upper tiers if proclaimed (not Grey County).

Fall 2022, Ontario began a [Review of A Place to Grow and Provincial Policy Statement](#), to streamline development and reduce delays in creating new housing. April 6, 2023 the [Draft Provincial Planning Statement 2023](#) proposed to merge Provincial Policy Statement and Growth Plan into “a single, provincewide, housing-focused land use planning policy document.” The Planning Statement, likely approved in spring, will encourage new housing on municipal services.

The proposed rezoning to allow two semi-detached dwellings, three street townhouses and retain the existing house is consistent with the following general Provincial Policy concerns:

- 1.1.3.1 settlement area focus of growth with “vitality and regeneration” promoted
- 1.1.3.2 efficient land use patterns with density and mix of uses suitable for infrastructure
- 1.4.1 provide appropriate range, mix of housing types, including intensification
- 1.4.3 housing options and densities to meet market based needs
- 1.6.1 infrastructure provided in efficient manner and optimized to meet projected need.
- 1.7.1 residential uses respond to dynamic market-based needs and range of housing options for a diverse workforce

## **5.0 Grey County Official Plan**

Schedule A Map 3 and Secondary Schedule Map 3m of the County Official Plan designate the subject lands as Primary Settlement Area. Neustadt is not identified in constraint mapping in the Official Plan appendices. West Grey and other municipalities in this part of the County are within Treaty Area 45, half area (1836) regarding indigenous consultation.

Primary Settlement Areas are suitable for “high intensification targets” where full municipal services are available. Local municipalities may have a residential intensification plan, but the minimum target for West Grey in a Primary Settlement is 10% of new housing from infill development. High quality urban form is encouraged with site design appropriate to “create attractive and vibrant places that support walking and cycling for everyday activities.”

In a Primary Settlement Area increased residential density encourages efficient use of land and infrastructure to meet municipal growth needs. As a smaller settlement, Neustadt is to develop at a minimum density of 20 units per net hectare, but mixed use areas or apartment building density could exceed that target. Intensification compatible with nearby land uses is encouraged on underutilized lots within previously developed areas provided the “existing built and physical environment” is considered. In addition to single detached dwellings, zoning is to encourage neighborhoods with semi-detached, townhouses, rowhouses and additional residential units.

Permanent population growth in West Grey is to increase from 13,360 in 2021 to 15,110 in 2046. The population increase of 1,750 is accommodated by 840 new housing units or roughly 33.5 units annually. Density standards may be different for infill versus greenfield areas with 10% of new units in West Grey coming from intensification.

Live Grey policies in the County Official Plan encourage growth under the following criteria:

- minimum 15 years through intensification, redevelopment, and other lands if necessary
- servicing capacity to supply three years of housing unit creation
- variety of housing types with a priority on accessibility and affordability according to “CMHC’s Housing Continuum” (affordable home ownership 10% below average resale unit price)
- sustainable, efficient, and financially viable municipal water and sewage is available
- suitable local road network, with highest densities along arterial roads minimizing traffic congestion and encouraging active
- integrating residential uses within 800 meters of retail, recreation, parks, and public spaces

Section 9.12 policies allow for new lot creation for appropriate and compatible land uses in an orderly development pattern. Lots are to have appropriate municipal servicing and road access free of hazards with suitable site lines. Soil and drainage conditions must be appropriate, and lots are to comply with applicable zoning provisions met prior to final lot creation.



Rezoning to permit two semi-detached dwellings, three street townhouses and retain the existing house complies with the following general sections of the County Official Plan:

- 3.5 areas suitable for high intensification with full municipal services, encourages high quality urban form through proper site design to create attractive vibrant places
- 3.5 benefits of increased residential density include efficient energy use, range of housing types, financially sustainable infrastructure
- 3.5 5) minimum density of 20 units per net hectare is exceeded with 41 units per hectare proposed on-site characteristic of medium to high density
- 3.5 6) intensification to consider existing built environment and compatible with surrounding lands uses
- 3.5 8) supports forms of housing such as semi-detached, townhouses, rowhouses etc. to provide a mix of residential unit types
- 4.2 additional residential units, semi-detached, duplexes, townhouses, and low rise apartments to provide the bulk of affordable housing opportunities
- 9.12 1) lot creation should (b) promote orderly development of (c) compatible uses, with (d) appropriate servicing, (e) safe traffic access, (f) proper drainage and (g) lot size appropriate for proposed use

## **6.0 West Grey Official Plan – Durham and Neustadt**

The subject lands are designated Residential in the [West Grey 2012 Official Plan for Durham and Neustadt](#) and in the [2023 Draft West Grey Official Plan](#) also for Durham and Neustadt. The 2012 Official Plan is the current operating document, but the 2023 Official Plan builds upon some of the housing initiatives in Provincial Policy of the last 10 years. An analysis of the difference between policies in the 2012 versus 2023 official plan has not been completed, but as far as land designated Residential in the Neustadt Settlement Area both documents generally encourage:

- Ample supply of affordable/attainable and desirable dwelling types and densities
- Efficient use of land, infrastructure, and public services
- Dwelling types to include detached, semi-detached, duplexes, triplexes, quadraplexes, townhouses, and apartments, intensification is encouraged along major roads
- Development to be supplied by municipal water and sanitary sewer
- Variety of zoning standards, smaller lot areas and frontages plus increased lot coverage in new and existing areas were appropriate
- Support rehabilitation and conservation of housing stock
- Minimum density of 25 units per hectare encouraged with 40 units per hectare considered high density (net density proposed on-site is +-41 units per hectare)
- Compatible built form, buffering, proper traffic access, parking, municipal services to be provided, bulk and height to be considered with appropriate landscape for privacy
- 2023 draft Official Plan includes new policies for additional residential units

The proposed rezoning to permit two semi-detached dwellings, three street townhouses and retain the existing house complies with the following general residential policy initiatives in the 2012 approved and 2023 draft West Grey Official Plan for Durham and Neustadt:

- Contributes to range of housing supply
- Uses municipal water and sewer efficiently, and provides proper grading and drainage
- Compatible built form with adequate outdoor space to ensure privacy
- Safe traffic access to arterial (County) road
- Zoning standards flexible in lot frontage, area, coverage
- Meets lot creation policies including proper grading and drainage, orderly development, does not hinder retained lot development

## 7.0 Zoning

The subject lands are zoned Residential 1-B in the [West Grey Zoning Bylaw](#). The converted residential building at the end of Enoch is zoned Residential 2. Spot Commercial 2 and an Industrial 1 zone in the area apply to a former restaurant site (demolished) and an older industrial building. Institutional uses zones apply to the arena/community center, Hillside Manor housing and the Baptist Church (see map below).



The proposed rezoning would change the Residential 1b zone to a Residential 2 special category.

The following is a detailed zoning analysis of R2 zone standards and proposed site and building regulations for single, semi and townhouse dwellings:

<b>Single detached</b>	<b>Required R2</b>	<b>Proposed R2 Exception</b>	<b>Difference</b>
a) Minimum Lot Area	465m <sup>2</sup>	255.9m	209.1m <sup>2</sup>
b) Minimum Lot Frontage	15m	10.8m	4.2m
c) Minimum Front Yard	7.6	existing	n/a
d) Minimum Interior Side Yard	1.2m	n/a	n/a
2 storey	1.8m	n/a	n/a
no attached garage	3.75m	4.0m	complies
e) Minimum Exterior Side Yard	7.6m	existing	n/a
f) Minimum Rear Yard	7.6m	+11m	complies
g) Maximum Height	10.5m	+6m	complies
h) Lot Coverage	40%	30%	complies
i) Floor Area	83.6m <sup>2</sup>	n/a	n/a
2 storey plus	102.2m <sup>2</sup>	+150m <sup>2</sup>	complies
<b>Semi-detached</b>	<b>Required R2</b>	<b>Proposed R2 Exception</b>	<b>Difference</b>
a) Minimum Lot Area/dwelling	275m <sup>2</sup>	299.8m <sup>2</sup>	complies
b) Minimum Lot Frontage/dwelling	9m	8.0m (8.8m)	1m (0.2m)
c) Minimum Front Yard	7.6m	7.5	0.1m
d) Minimum Interior Side Yard	1.2m	1.8 (2.6m)	complies
2 storey	1.8m	1.8 (2.6m)	complies
e) Minimum Exterior Side Yard	7.6m	n/a	n/a
f) Minimum Rear Yard	7.6m	11m	complies
g) Maximum Height	10.5m	+6m	complies
h) Lot Coverage	45%	36%	complies
i) Floor Area	70m <sup>2</sup>	+87m <sup>2</sup>	complies
2 storey plus	92.9m <sup>2</sup>	+190m <sup>2</sup>	complies
<b>Street Townhouse</b>	<b>Required R2</b>	<b>Proposed R2 Exception</b>	<b>Difference</b>
a) Minimum Lot Area/dwelling	280m <sup>2</sup>	195.9m <sup>2</sup>	+84.1m <sup>2</sup>
b) Minimum Lot Frontage/dwelling	6.5m	8.2m	complies
c) Minimum Lot Depth	30.5m	23.7m	6.3m
d) Minimum Front Yard	7.5m	6.0m 1.5m (see S.6.31.2.1(a) of bylaw)	
e) Minimum Exterior Side Yard	7.5m	n/a	n/a
d) Minimum Interior Side Yard End	3.0m	3.0m (3.0m)	complies both
f) Minimum Rear Yard	7.5m	6.8m	0.7m
g) Maximum Height	10.5m	+6m	complies
i) Floor Area	70m <sup>2</sup>	72m <sup>2</sup> (1.5) 110m <sup>2</sup> (2)	complies

The biggest difference between the proposed development and existing zoning requirements in the Residential 2 zone are regulations to permit new street townhouses and keep the existing single detached home. The proposed semi-detached dwellings are very close to R2 provisions. The proposed exceptions in zoning for all three residential uses will allow a suitable built form with plenty of indoor floor space including with garages for semi-detached and townhouses, suitable private outdoor space, and room for extra parking in front of new attached garages.

The proposed rezoning to allow two semi-detached dwellings, three street townhouses and retain the existing house would comply with the zoning bylaw with the following changes:

- Change the zone map from R1B to R2 special
- In the R2 special zone permit single detached, semi-detached, and street townhouses as well as accessory apartments (as per Provincial Bill 23)
- Apply provisions of the R2 zone for single detached dwellings except lot area of 250 square meters minimum, frontage 10.5m meters minimum and other provisions as existing.
- Apply the provisions of the R2 zone for semi-detached dwellings except lot frontage 8.0 meters minimum and front yard 7.5 meters minimum.
- Apply the provisions of the R2 zone for street townhouses except for lot area per dwelling unit of 195 square meters minimum, lot frontage 8.0 meters minimum, front yard of 6.0 meters minimum, and lot depth 23.0 meters minimum.
- Other changes that may be identified to applicable regulations.

## **8.0 Land Use Compatibility and Site Development**

In addition consistency with Provincial Policy, and compatibility with County and West Grey official plans the proposed rezoning represents good planning based on the following considerations:

- a) Servicing and Traffic
- b) Housing Need and Community Development
- c) Land Use Compatibility

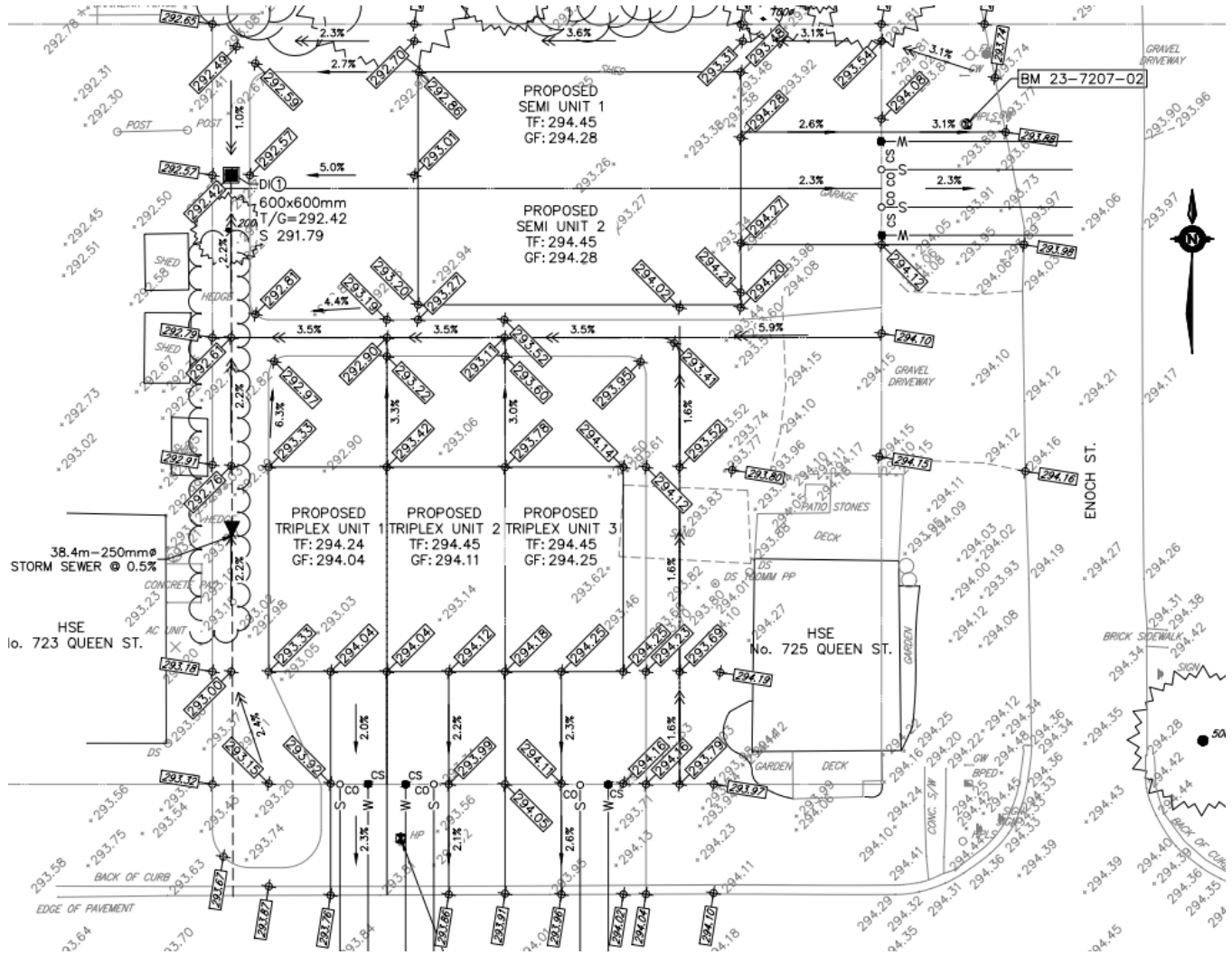
### ***a) Servicing and Traffic***

Triton Engineering conducted a site survey in late fall 2023 to identify on-site topographic features including building locations, grades, hydro lines, driveways, roadways, infrastructure, and other physical features of the property. Triton also reviewed plan and profile drawings for Neustadt and assessed the capability of existing services to accommodate the proposed development.

The site grading and drainage on the following page contains the following information:

- Existing driveway off Enoch for the single detached home can be reconfigured to provide good access to the street. Electrical power and other private utilities are available in the vicinity
- Driveways to the proposed semi-detached homes off Enoch Street can be located without impacting hydro poles, fire hydrants or other above ground infrastructure

- The driveways to the three proposed street townhouses off Queen Street can be located without impacting hydro poles, fire hydrants or other above ground infrastructure



A storm sewer is available to the site on the Queen Street curb line. Surface water swales suggested along side and rear lot lines will direct flow to a catch basin proposed west of the street townhouses. Grading can contain surface water on proposed lots to prevent flow on to adjacent private property and minimize flow on to Queen or Enoch Street. The catch basin will collect surface water to convey it by underground lateral connection to the Queen Street storm sewer.

Surface water on suggested new driveways would flow to the street according to typical site design within existing urban areas. Surface water from west of the existing single detached home will flow into the perimeter drainage system around the street townhouses while current drainage patterns will be maintained on the rest of this site for the existing home.

Easements will be required on the proposed swales to allow surface water to flow from one property to another. Covenants on title for each lot will specify maintenance obligations and require owners protect and maintain the swales. Typically a perimeter fence would be allowed, but sheds and trees will have to be outside the swales. The easements will be created and registered on title through the severance process. For street townhouses the center unit will require an easement to access its back yard. West Grey could be authorized to access the catch basin and storm sewer for maintenance reasons if the municipality supports that approach.

Municipal water and sanitary sewers are available along the Queen Street frontage as well as along Enoch Street. Triton Engineering is satisfied the proposed development can be properly serviced with water, sanitary sewer, and storm water with typical municipal standards met. Final details will be provided at the time connection is requested into each street.

The sidewalk on the south side of Queen Street links to commercial business to the west in Neustadt and other sidewalks south along Barbara Street and east to the Community Centre. The proposed development would have safe pedestrian access through the neighbourhood.

The corner location of the site allows suitable driveway access for the semi-detached dwellings and existing home to Enoch and the three street townhouses to Queen Street. The County has assessed the proposed entrances to Queen Street and has advised the proposal is acceptable subject to review of a detailed site plan. Final entrance design and location will be confirmed at the time site servicing is requested so that the West Grey and the County will have final approval.

#### *b) Housing Need Community Development*

Infill semi-detached and street townhouses, along with a reduced lot single detached home is a chance to provide attainable housing on full municipal services within an existing stable neighbourhood. The Province aggressively encourages residential unit creation often referred to as “[missing middle](#)” housing.

Along with Bills 109, 23 and 97, the Province’s new Planning Statement will create a new policy framework to encourage 1.5 million new homes in the next 10 years. Provincial policy initiatives to increase housing supply were followed up by [Ontario’s Housing Accelerator Program](#) to encourage local municipalities to “submit a pledge to the Province to show how they will accelerate construction of new homes to meet their target”.

The [2021 County Growth Projection](#) memo shows Grey growing from 103,300 people in 2021 to 127,130 in 2046. West Grey’s population will grow 840 people by 2046 representing 7% of overall County growth. The County also projects seasonal population growth. Employment growth in West Grey is expected to grow 680 jobs, just under 8% of total County growth. West Grey is projected to need between 35 and 50 new housing units annually to meet projected need.

The applicant's proposal will fit within the County growth assessment for West Grey. To meet projected demand all municipalities will have to encourage housing units that are attainable by the local workforce, and make efficient and effective use of municipal services (water, sewer, storm, roadways). Neighbourhoods will evolve as communities embrace intensification and "as of right housing" is built allowing up to three units in low density homes. While family size is expected to remain small, allowing more housing units in unique and interesting locations will re-populate older neighbourhoods, create business opportunities and add to the area workforce.

### c) *Land Use Compatibility*

While development of the subject lands as proposed approaches medium to high density based at 41 units per hectare, the form of development is compatible with the neighbourhood. With apartments in the renovated building immediately to the north at the end of Enoch, Hillside Manor close by and the Neustadt community hall and fields not far away the area can easily absorb the new housing form with no adverse impacts.

The retained detached home, new semi-detached and proposed street townhouses would all be freehold ownership, consistent with most housing nearby. Each new home would have a private driveway, garage, and backyard large enough to offer private outdoor living space. This form of housing can be priced attractively for young couples entering the housing market, downsizing empty nesters and retirees wanting to retain equity in their own property.

The preliminary site layout offers building envelopes that could be adjusted to offer semi-detached bungalows or two story homes with larger back yards. The street townhouses are likely to be two stories but could also be one and a half with loft space if two bedroom homes are preferred. The existing home would retain its driveway off Enoch Street with the back yard reconfigured and fenced to allow outdoor living with privacy.

The applicants will attempt to retain trees where possible, particularly along existing lot lines shared with adjacent homes. If lost trees cannot be replanted on-site the developer could contribute to planting new trees on another public site to enhance the community tree canopy. The applicants would contribute cash-in-lieu of parkland as a condition of future severance to support parks enhancement and improvement in the community.

Overall, the proposed development will enhance the character of the neighbourhood and create an opportunity for more attainable and attractive housing to be added to the community.

## **9.0 Conclusion**

The proposed rezoning to permit two semi-detached dwellings, three street townhouses and retain the existing house complies with current and proposed Provincial Planning policy, Grey County



Official Plan, West Grey Official Plan Durham and Neustadt, and makes efficient use of municipal water, sewer, storm sewer and road infrastructure. The proposal represents an appropriate use of land and proper planning practice providing much needed housing options for West Grey.

## **10.0 Recommendation**

The applicants respectfully ask the Municipality of West Grey to initiate a zoning bylaw amendment for the subject lands from Residential 1B to a Residential 2 Zone with exceptions to permit two semi-detached dwellings, three street townhouses and retain the existing house on lands known as 725 Queen Street in Neustadt.

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