

Staff Report



To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, April 12, 2021

Subject **Decision Report
166-178 College Avenue West
Proposed Official Plan and Zoning By-law
Amendments
File: OZS19-010
Ward: 5**

Recommendation

1. That the application by GSP Group on behalf of the owner, 2689865 Ontario Limited, on lands municipally known as 166-178 College Avenue West, and legally described as Part of Lot 6, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, for approval of an Official Plan Amendment to redesignate the lands from "Low Density Residential" and "Medium Density Residential" to "High Density Residential" and add a site-specific policy to permit the development of a six-storey apartment building, containing 110 residential dwelling units and a seniors day use or day care centre on the ground floor, be approved in accordance with Attachment 3 of Report 2021-93 dated April 12, 2021.
2. That the application by GSP Group on behalf of the owner, 2689865 Ontario Limited, on lands municipally known as 166-178 College Avenue West, and legally described as Part of Lot 6, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, for approval of a Zoning By-law Amendment to change the zoning from the current "Specialized General Apartment" (R.4A-5) Zone and the "Residential Single Detached" (R.1B) Zone to a "Specialized High Density Apartment" (R.4B-25) Zone, be approved in accordance with Attachment 4 of Report 2021-93 dated April 12, 2021.
3. That in accordance with Section 34(17) of the Planning Act, City Council has determined that no further public notice is required related to the minor modifications to the proposed Zoning By-law Amendment affecting 166-178 College Avenue West.

Executive Summary

Purpose of Report

This report provides a staff recommendation to approve an Official Plan Amendment and Zoning By-law Amendment to permit the development of a six-storey

apartment building, containing 110 residential dwelling units and a seniors day use or day care center with a maximum total gross floor area of 537 square metres on the ground floor.

Key Findings

Planning staff support the proposed Official Plan Amendment and Zoning By-law Amendment subject to the recommended Official Plan Amendment in Attachment 3 and the recommended zoning regulations and conditions in Attachment 4.

Financial Implications

Estimated Development Charges: \$1,204,500 - \$1,562,660 (based on 2020 residential rates) and \$74,003.97 (based on 2020 non-residential rates).

Estimated Annual Taxes: \$128,800 based on the 2020 City tax rate for 110 rental apartment units (\$117,500), and a seniors day use or day care centre (\$11,300) on the ground floor with a maximum total gross floor area of 537 square metres (estimate only and actual number may vary).

Report

Background

Applications to amend the Official Plan and Zoning By-law were received for the lands municipally known as 166-178 College Avenue West from GSP Group on behalf of the property owner, 2689865 Ontario Limited. The applications were submitted on September 4, 2019 and deemed to be complete on October 2, 2019. The Statutory Public Meeting was held on November 12, 2019. The original applications proposed the development of a six-storey apartment building containing 116 dwelling units and a seniors day use and/or day care centre use on the ground floor. The applicant has revised the proposal by reducing the number of residential units from 116 to 110 units.

Location

The subject lands are located on the south side of College Avenue West, between Scottsdale Drive and Edinburgh Road South (see Attachment 1 - Location Map and Attachment 2 - Aerial Photograph). The lands are approximately 0.64 hectares in size with approximately 104 metres of frontage along College Avenue West. 166 College Avenue West is currently developed with a one-storey retirement home building and 178 College Avenue West is currently developed with a two-storey single detached residential dwelling and detached garage.

Surrounding land uses include:

To the north: College Ave West, beyond which are lands zoned for and developed with single detached residential dwellings and Lynwood Avenue;

To the south: lands zoned for and developed with townhouses;

To the east: lands designated for "High Density Residential" uses and currently vacant, beyond which is a gas station and convenience store; and,

To the west: a single detached residential dwelling, beyond which is Scottsdale Drive.

Existing Official Plan Land Use Designations and Policies

The Official Plan land use designation that applies to 166 College Avenue West is "Medium Density Residential". Permissible uses within the "Medium Density Residential" land use designation include: multiple unit residential buildings, such as townhouses and apartments. The minimum height within this designation is two (2) storeys and the maximum height is six (6) storeys. This designation allows for a maximum net density of 100 units per hectare and requires a minimum net density of 35 units per hectare.

The northern portion of 178 College Avenue West is designated "Low Density Residential" and the southern portion is designated "Medium Density Residential" in the Official Plan. The "Low Density Residential" land use designation applies to residential areas within the built-up area of the city which are currently predominantly low-density in character. The predominant land use in this designation is residential and includes single and semi-detached dwellings, and multiple unit residential buildings, such as townhouses and apartments. The maximum building height within this designation is three (3) storeys. The minimum density required in this designation is 15 units per hectare and the maximum density permitted is 35 units per hectare.

Within the residential land use designations of the Official Plan, a variety of small-scale non-residential uses may be permitted that are complementary to and serve the needs of residential neighbourhoods. Such non-residential uses include: schools, places of worship, child care centres, municipal open space, parks, trails and recreation facilities and convenience commercial uses limited to a maximum gross floor area of 400 square metres on a property.

The relevant policies for the applicable land use designations are included in Attachment 5.

Proposed Official Plan Amendment

The applicant is proposing to change the land use designations from "Low Density Residential" and "Medium Density Residential" to the "High Density Residential" land use designation with a site specific policy to permit an increase in density to 172 units per hectare and to permit a seniors day use and/or day care centre with a maximum gross floor area of 537 square metres. The "High Density Residential" land use designation permits residential uses including multiple unit residential buildings generally in the form of apartments. The minimum height within this designation is three (3) storeys and the maximum height is ten (10) storeys. This designation allows for a net density of between 100 and 150 units per hectare.

The recommended Official Plan Amendment is included in Attachment 3.

Existing Zoning

166 College Avenue west is currently zoned "Specialized General Apartment" (R.4A-5) and 178 College Avenue West is currently zoned "Residential Single Detached" (R.1B), according to Zoning By-law (1995)-14864, as amended.

The existing zoning is found in Attachment 6.

Proposed Zoning By-law Amendment

Original Proposal

The intent of the original application was to change the zoning from the "Specialized General Apartment" (R.4A-5) Zone and the "Residential Single Detached" (R.1B) Zone to a "Specialized High Density Apartment" (R.4B-?) Zone. In addition to the regulations set out in Table 5.4.2 – for the "High Density Apartment" (R.4A) Zone of Zoning By-law (1995)-14864, as amended, the following specialized regulations were requested as part of the original proposal:

- In addition to the uses permitted in Section 5.4.1.2 of the Zoning By-law, a Seniors Day Use and Day Care Centre shall also be permitted uses in this zone. For the purposes of this zone, a Seniors Day Use shall be defined as a place in which is provided for more than five seniors, temporary care for a continuous period not exceeding 24 hours;
- To permit a net density of 180 units per hectare, whereas Table 5.4.2, Row 5 of the Zoning By-law permits a maximum net density of 150 units per hectare;
- To permit a minimum side yard setback of 10 metres, whereas Table 5.4.2, Row 8 of the Zoning By-law requires a minimum side yard setback equal to one-half the building height but not less than 3 metres, being 10.5 metres (proposed building height is 21 metres);
- To permit a maximum building height of 6 storeys, whereas Table 5.4.2, Row 10 of the Zoning By-law permits a maximum building height of 10 storeys;
- To permit a minimum common amenity area of 1,597 square metres, whereas Section 5.4.2.4 of the Zoning By-law requires a minimum common amenity area of 2,520 square metres;
- To permit a minimum landscaped open space of 34% of the total lot area (being 2,159 square metres), whereas Table 5.4.2, Row 13 of the Zoning By-law requires a minimum landscaped open space area of 40% of the total lot area (being 2,574 square metres);
- To permit a minimum of 133 parking spaces for the combined residential units and seniors day use/day care centre, whereas Section 4.3 of the Zoning By-law requires a minimum total of 169 parking spaces; and,
- To permit a floor space index of 1.58, whereas Table 5.4.2, Row 18 of the Zoning By-law permits a maximum floor space index of 1.5.

The original conceptual site plan is included in Attachment 8.

Current Conceptual Site Plan

The applicant has revised the proposal by reducing the number of residential units from 116 to 110 units. The applicant has also made a number of building design changes to address staff comments. As a result of these changes, the number of specialized regulations have been reduced to the following:

- In addition to the uses permitted in Section 5.4.1.2 of the Zoning By-law, a Seniors Day Use and Day Care Centre shall also be permitted uses in this zone;
- To permit a net density of 172 units per hectare;
- To permit a maximum building height of 6 storeys;
- The permit a minimum landscaped open space of 32% of the lot area;

- To permit a minimum of 1 parking space per residential unit and a minimum of 1 parking space per 30 square metres of gross floor area for a Seniors Day Use or Day Care Centre shall be required;
- To permit visitor parking to be shared with the Seniors Day Use/Day Care Centre;
- To permit the length of the common amenity area to exceed 4 times the width; and,
- To permit a floor space index of 1.64.

A review of the proposed zoning and specialized regulations is included in the Staff Review and Planning Analysis in Attachment 11.

Proposed Development

The applicant is proposing to develop the lands with a six-storey building. The proposed building is mixed-use with a ground floor seniors day use or day care centre and apartment units above. In total, there are 110 apartment dwelling units, including 11 grade-related "townhouse" units, and 537 square metres of non-residential space on the ground floor for the seniors day use or day care centre.

A total of 133 parking spaces are proposed with 78 parking spaces being provided in an underground garage and 55 surface parking spaces to the rear of the building. Access to the parking areas and rear areas is through a consolidated driveway access that is aligned with the intersection of College Avenue West and Lynwood Avenue.

The current conceptual site plan is included in Attachment 9 and the proposed building renderings are included in Attachment 10.

Staff Review/Planning Analysis

The staff review and planning analysis for these applications is provided in Attachment 11. The analysis addresses relevant planning considerations, including the issues raised by the public and Council at the statutory public meeting. Final comments on the revised proposal from agencies and internal City departments are included in Attachment 13. The staff review and planning analysis addresses the following:

- Evaluation of the proposal against the 2020 Provincial Policy Statement and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (including Amendment 1);
- Evaluation of the proposal's conformity with the Official Plan, including the proposed Official Plan Amendment;
- Review of the proposed site layout, built form and parking;
- Review of the proposed zoning, including the need for any specialized regulations;
- Consideration of the applicable sections of the Community Energy Initiative (CEI) update;
- Review of supporting documents submitted in support of the applications; and,
- All comments and issues raised at the public meeting and all comments received from circulated agencies and members of the public.

Financial Implications

Estimated Development Charges: \$1,204,500 - \$1,562,660 (based on 2020 residential rates) and \$74,003.97 (based on 2020 non-residential rates).

Estimated Annual Taxes: \$128,800 based on the 2020 City tax rate for 110 rental apartment units (\$117,500), and a seniors day use or day care centre (\$11,300) on the ground floor with a maximum total gross floor area of 537 square metres (estimate only and actual number may vary).

Staff Recommendation

Planning staff are satisfied that the proposed Official Plan Amendment and Zoning By-law Amendment are consistent with the 2020 Provincial Policy Statement and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (including Amendment 1). The proposed Official Plan Amendment and Zoning By-law Amendment conform to the objectives and policies of the Official Plan and the specialized zoning regulations proposed are appropriate for the site. Planning staff recommend that Council approve the Official Plan Amendment as proposed in Attachment 3 and the Zoning By-law Amendment subject to the specialized zoning regulations and proposed conditions to be imposed through site plan approval as outlined in Attachment 4.

The applicant has made a number of minor modifications to the proposed development in response to comments received, which resulted in revised specialized zoning regulations being recommended. The specialized regulations are discussed further in the Staff Review and Planning Analysis in Attachment 11. These changes are considered to be minor and therefore staff recommend that no further public notice is required in accordance with Section 34(17) of the Planning Act.

Consultations

A combined Notice of Complete Application and Notice of Public Meeting was mailed on October 15, 2019 to local boards and agencies, City service areas and property owners within 120 metres of the subject lands. The Notice of Public Meeting was also advertised in the Guelph Tribune on October 17, 2019. Notice of the applications has also been provided by signage on the subject lands and all supporting documents submitted with the applications have been posted on the City's website.

The Notice of Decision Meeting was mailed on March 22, 2021 to interested parties who either spoke at the public meeting, provided comments on the applications or requested to receive further notice. The public notification summary is included in Attachment 14.

Strategic Plan Alignment

Priority

Sustaining our future

Direction

Plan and Design an increasingly sustainable city as Guelph grows.

Alignment

The proposed development application is in conformity with the policies of the City's Official Plan, which is the City's key document for guiding future land use and development. The Official Plan's vision is to plan and design an increasingly sustainable city as Guelph grows. A review of how the proposed development is in

conformity with the City's Official Plan can be found in the Staff Review and Planning Analysis in Attachment 11.

Attachments

Attachment-1 Location Map and 120m Circulation

Attachment-2 Aerial Photograph

Attachment-3 Recommended Official Plan Amendment No. 75

Attachment-4 Recommended Zoning Regulations and Conditions

Attachment-5 Existing Official Plan Land Use Designations and Policies

Attachment-6 Existing Zoning

Attachment-7 Proposed Zoning

Attachment-8 Original Conceptual Site Plan

Attachment-9 Current Conceptual Site Plan

Attachment-10 Proposed Building Renderings

Attachment-11 Staff Review and Planning Analysis

Attachment-12 Community Energy Initiative Commitment

Attachment-13 Departmental and Agency Comments

Attachment-14 Public Notification Summary

Departmental Approval

Chris DeVriendt, MCIP, RPP, Manager of Development Planning

Report Author

Lindsay Sulatycki, MCIP, RPP, Senior Development Planner

This report was approved by:

Krista Walkey, MCIP, RPP

General Manager, Planning and Building Services

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2395

krista.walkey@guelph.ca

This report was recommended by:

Stephen O'Brien

Acting Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 5644

stephen.obrien@guelph.ca