

Attachment-8 Staff Review and Planning Analysis

Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020, came into effect on May 1, 2020. The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development. Part IV: Vision for Ontario's Land Use Planning System, includes that "Efficient development patterns optimize the use of land, resources and public investment in infrastructure and public service facilities."

Most relevant to this application, is Policy Section 1.0 – Building Strong Healthy Communities, which speaks to efficient land use and development patterns that support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth.

Policy 1.1.1 of the PPS promotes creating and sustaining healthy, liveable and safe communities. This is achieved in part by promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term, and also by accommodating an appropriate affordable and market-based range and mix of residential types (1.1.1 a), b)). Furthermore, promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs (1.1.1 e); and ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.

Section 1.1.3 (Settlement Areas) further states that "It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures." This section also adds policies specific to supporting active transportation (1.1.3e) and transit-supportive, where transit is planned, exists or may be developed (1.1.f). Section 1.1.3.4 states that "Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety." The proposed development is consistent with Section 1.1.3 of the PPS as the subject property is located within the urban boundary of the City of Guelph. It will result in an efficient use of land and existing infrastructure. It will facilitate residential intensification. This property is also identified as a brownfield site which has now been remediated to allow for residential development.

Section 1.4 focuses on housing development. New housing is to be directed to locations where appropriate levels of infrastructure and public services are and will be available to support anticipated needs (1.4.3.c). The proposed development on the subject lands is consistent with the policies of the PPS. The proposed development represents a compact form of development within the City's settlement area that will allow the efficient use of land, infrastructure and public service facilities. The proposed development is located within walking distance of Goldie Park and Howitt Park and is connected with the surrounding residential community by existing municipal streets and sidewalks.

Policy 4.7 of the PPS directs that a City's Official Plan is the most important vehicle for implementation of the PPS. A more detailed review on how the proposal is consistent with the above PPS policies, as well as policies in the City's Official Plan will be outlined later in this analysis. The proposed development is consistent with the Provincial Policy Statement.

Provincial Growth Plan for the Greater Golden Horseshoe (A Place to Grow)

Amendment 1 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe came into effect on August 28, 2020. This is an amendment to the Growth Plan that came into effect on May 16, 2019.

The Growth Plan for the Greater Golden Horseshoe, 2019 (the Growth Plan) is issued under the Places to Grow Act and works to support the achievement of complete communities, manage forecasted population and employment growth, protect the natural environment, and support economic development. While the PPS as outlined above provides broader policy direction on matters of provincial interest, the Growth Plan provides more focused direction for development within the Greater Golden Horseshoe area. The Growth Plan builds on other provincial initiatives and policies and provides a framework to manage and guide decisions on growth through building compact, vibrant and complete communities.

The policies of the Growth Plan focus on the key themes of building more compact and vibrant communities; directing a significant share of new growth to existing built-up areas of the City; promoting the development of transit-supportive densities and the use of active transportation methods; and creating complete communities through ensuring a healthy mix of residential, employment and recreational land uses.

Sections 2.2.1 and 2.2.2 of the Growth Plan identify how population growth to the horizon year of 2051 will be accommodated within the 'Delineated Built-up Areas' of the City. The subject lands are located within the Delineated Built-up Area. These sections contain policies related to intensification, the creation of complete communities and efficient use of infrastructure and public service facilities.

The proposed Zoning By-law Amendment conforms to the policies of these sections by:

- Directing redevelopment and intensification to lands within the existing delineated built-up area of the City;
- Promoting redevelopment that supports active and public transportation options;
- Adding new housing units to the neighbourhood that contributes to enhancing; and, broadening the mix of housing types and options available.

The proposed development will allow for a gradual increase in residential density as an infill development that is compatible with the surrounding neighbourhood. It will assist in meeting the City's density targets while making use of existing infrastructure and public service facilities.

The proposed Zoning By-law Amendment is consistent with and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

Official Plan Conformity

The subject lands are designated as "Low Density Residential" in the Official Plan. Permissible uses within this land use designation include detached, semi-detached and duplex dwellings as well as multiple unit buildings such as townhouses and apartments. The net density of development within the "Low Density Residential" land use designation is to be between 15 and 35 units per hectare. This designation permits a maximum building height of three (3) storeys.

The proposal will allow for the development of two (2) new single detached residential dwellings and the redevelopment of the existing two (2) single detached residential dwellings. The proposed density is 16.4 units per hectare. Both the use and density are permitted in the Official Plan. The proposed Zoning By-law Amendment conforms to the Official Plan.

Complete Communities and Intensification

One of the key goals of the Official Plan is planning for a complete community. This includes ensuring that people's needs for daily living throughout an entire lifetime are met by providing convenient access to a mix of jobs, local services, public transportation and a full range of housing types. All projected population growth to the year 2031 is to be accommodated within the City's current settlement area boundaries and is to be achieved through promoting a compact built form. Specifically, 40% of annual residential development is to be directed to the City's built-up areas through intensification. Vacant and underutilized lots are to be revitalized through redevelopment. The subject site is well suited to contributing to the creation of a complete community. The proposal is intensifying lands in a built-up area that has close access to transit and neighbourhood services. The proposal to permit two (2) new residential lots along Alma Street and the redevelopment of two (2) residential dwellings on Omar Street meets the objective of maximizing the use of vacant and underutilized sites, redevelopment of a brownfield site and existing dwellings. The project will result in a gradual increase in residential density in this area while being at a scale that is appropriate for this area.

Residential Development Policies

Section 9.3 of the Official Plan contains policies that apply to the residential land use designations. The proposed development satisfies the residential objectives.

This includes:

- Facilitating the development of a full range of housing types and densities to meet a diversity of lifestyles and the social needs and well-being of current and future residents throughout the City.
- Maintaining the general character of built form in existing established residential neighbourhoods while accommodating compatible residential infill and intensification.
- Directing new residential development to areas where full municipal services and infrastructure is available and can be provided in an efficient and cost-effective manner.
- Ensuring new development is compatible with surrounding land uses and the general character of neighbourhoods.
- Ensuring new residential development is located and designed to facilitate and encourage convenient access to employment, shopping, institutional uses and recreation by walking, cycling and transit.

The proposed development of the subject lands will allow for the creation of smaller lots within an established area of the City that includes a variety of lot sizes and a range of housing types and sizes. The proposed lots will maintain the general character of the area while making appropriate use of existing services and infrastructure.

Section 9.3.1.1 of the Official Plan identifies criteria to be used to assess multi-unit residential development proposals as well as for intensification proposals within existing neighbourhoods.

1. That the building form, massing, appearance and siting are compatible in design, character and orientation with buildings in the immediate vicinity.

The proposed single detached residential dwellings are compatible with existing single detached residential dwellings in the immediate vicinity.

2. Proposals for residential lot infill will be compatible with the general frontage of lots in the immediate vicinity.

The proposed lots will have frontages ranging from 12.5 metres to 16.6 metres. The proposed lot frontages are consistent with existing lots in the immediate vicinity.

3. The residential development can be adequately served by local convenience and neighbourhood shopping facilities, schools, trails, parks, recreation facilities and public transit.

The proposed development can be serviced with appropriate commercial, recreational and institutional uses to meet every day needs of residents.

4. Vehicular traffic generated from the proposed development will not have an unacceptable impact on the planned function of the adjacent roads and intersections.

Engineering and Transportation Services staff have reviewed the proposal and are satisfied that the proposed lots can be adequately accommodated on the existing roads.

5. That adequate municipal infrastructure, services and amenity areas for residents can be provided

Engineering staff have confirmed that there is adequate servicing capacity available to service the proposed development.

6. Surface parking and driveways shall be minimized.

Each lot will have an individual driveway to accommodate parking. The width of each driveway will be limited to 6 metres to ensure there is an adequate balance of hard and soft services and ensure a consistent streetscape.

7. Development shall extend, establish or reinforce a publicly accessible street grid network to ensure appropriate connectivity for pedestrians, cyclist and vehicular traffic, where applicable.

The proposed development will reinforce the publicly accessible street grid network and ensure connectivity to the municipal sidewalk from the site for pedestrians.

8. Impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas and microclimatic conditions, such as wind and shadowing.

The stormwater management brief, grading and servicing plans have demonstrated that there will not be any impacts to adjacent properties related to grading, drainage and the location of services.

9. The development addresses public safety, identified public views and accessibility to open space, parks, trails and the Natural Heritage System, where applicable.

The proposed development will address public safety and accessibility by having direct pedestrian connections and clearly defined entrances to Omar Street and Alma Street.

10. The conservation and integration of cultural heritage resources, including identified key public views can be achieved subject to the provisions of the Cultural Heritage Resources Section of this Plan

The City's Senior Heritage Planner has reviewed the development proposal and did not identify any cultural heritage resource impacts from the development.

The proposed development satisfies the criteria outlined in Official Plan Policy 9.3.1.1.

Review of Proposed Zoning

In addition to the regulations set out in Table 5.1.2 for the “Residential Single Detached” (R.1D) Zone of Zoning By-law (1995)-14864, as amended, the following specialized regulations have been requested to facilitate the proposed development:

Maximum Driveway Width

To permit a maximum driveway width of 6 metres, whereas Section 4.13.7.2.1 of the Zoning By-law permits a maximum driveway width of 5 metres in the R.1D Zone.

Staff response: the general intent and purpose of driveway width regulations in the Zoning By-law is to maintain residential streetscape character with hard and soft landscaping in the front yard, to ensure that driveways are an appropriate width in relation to the lot frontage and not excessively widened, to ensure that appropriate drainage and swales are provided, and that front yards are not dominated by parking.

The proposed lots will all have frontages ranging in size from 12.5 to 16.6 metres. These lot frontages are consistent with minimum requirements in the R.1C and R.1B Zones, which allow for maximum driveway widths of 6 metres and 6.5 metres respectively. A 6 metre wide driveway on the proposed lots will allow for an appropriate balance of hard and soft surfaces and will still allow for a balanced streetscape. Staff are supportive of this request.

Minimum Side Yard Setback

To require a minimum left side yard setback of 1.5 metres for the property municipally known as 9 Omar Street, whereas Table 5.1.2. Row 7 requires a minimum side yard setback of 0.6 metres.

Staff response: the applicant has requested a larger setback than required by the R.1D Zone to ensure that when 9 Omar Street is redeveloped, the new dwelling will not impact the existing neighbouring property located at 15 Omar Street. Staff are supportive of this request.

Railway Setback

No building shall be located closer than 30 metres from the main line of the railway.

Staff response: staff are supportive of this request to ensure a safe distance from the railway.

Community Energy Initiative Update (2019) and Climate Change

Section 4.7 of the Official Plan contains policies on Community Energy. Policy 4.7.4.1 of the Official Plan indicates that the City will utilize the development approvals process, such as site plan control, to ensure that new residential development includes sustainable design features.

The consultant has provided a letter summarizing how the proposal addresses the CEI update (2019), and it is included in Attachment 9. The current landowner is not a developer, so it is difficult to itemize individual built form features. These features are better addressed through site plan approval. Staff are recommending a condition to be implemented through site plan approval that the Owner/Developer shall provide a commitment to incorporate features into the development that will contribute to meeting the action items from the CEI (see condition in Attachment 3).

Affordable Housing Strategy

The City’s Affordable Housing Strategy (AHS) sets an annual City-wide 30% target for housing that is affordable with the goal of ensuring that affordable housing is included in the range and mix of housing provided for all households across the City. The goals and

objectives of the AHS have also been incorporated into the Official Plan in Section 7.2 (Affordable Housing). These policies are intended to encourage and support the development of affordable housing throughout the city by planning for a range of housing types, forms, tenures and densities and have been applied to the review of this proposed residential development application.

Implementing the City's affordable housing target is largely dependent upon designating a suitable amount of land and density for residential use, including mixed use developments. There is a high correlation between the City's growth management policies and the ability to meet both growth management and affordable housing targets. Apartment units represent the vast majority of residential units that are below the affordable benchmark price, as identified in the AHS.

The proposed development includes the development of two (2) new single detached residential dwellings and the redevelopment of the two (2) existing single detached residential dwellings which could all potentially contain additional residential dwelling units and is anticipated to contribute to the City meeting its overall affordable housing target. However, it is also noted that how much of any given development may be affordable cannot be assessed at the time of zoning approval, understanding that this would only be known when the first sale or rental price is established. For this reason, the measurement on the actual achievement of affordable housing targets is done on the basis of what has been constructed and then sold or rented in the previous year. The City's annual Affordable Housing Reports prepared over the past few years have indicated that the City has been meeting affordable housing targets.

Noise Study

The applicant submitted a noise and vibration feasibility study that was reviewed and accepted by both CN Rail and City engineering staff. The primary source of transportation noise is rail traffic on Canadian National (CN) railway lines to the south and east of the subject lands. The study recommended a number of mitigation measures for the new dwellings including: central air conditioning for the dwelling closest to the railway, brick exterior construction and warning clauses in offers of purchase and sale to inform future owners/tenants of noise and the presence of the railway.

To ensure that the sound control recommendations outlined in the noise and vibration study are implemented in the site design and architectural plans and building elevations, staff are recommending Section 41 Site Plan approval apply to this development. A detailed noise study will be required for each lot prior to site plan approval to identify specific mitigation requirements for each lot. Noise related conditions to be imposed prior to site plan approval have been included in Attachment 3.

Comments from CN Rail are included in Attachment 10.

Urban Forest and Private Tree Protection By-law Requirements

The subject lands are regulated under the City's Private Tree Protection By-law. A condition has been included in Attachment 3 that requires the preparation of a Tree Inventory and Preservation Plan as well as a Tree Compensation Plan prior to any grading, tree removal or Site Plan Approval.

Municipal Services and Infrastructure

Policy 6.1.3 of the Official Plan requires all new development to be on full municipal services, including sanitary sewers, water supply, stormwater management and transportation networks. Engineering staff have reviewed the development proposal and supporting studies and have confirmed that the development can be supported by full municipal services and that sufficient capacity is available. The property owner will be

responsible for all costs associated with connecting, decommissioning existing and upgrading municipal services, where necessary. Comments from Engineering are included in Attachment 10.

Parkland Dedication

Open Space Planning recommends payment in lieu of conveyance of parkland for the proposed development. Conveyance of parkland isn't recommended for the subject development as the site is too small to obtain a parcel large enough to meet the City's policies for parkland dedication.

Payment of cash-in-lieu (CIL) of parkland conveyance will be required pursuant to s. 42 of the Planning Act, and in accordance with City of Guelph By-law (2019)-20366, as amended by By-law (2019)-20380 or any successor thereof. The calculation of the parkland dedication rate will depend on the details of the approved development and rate in effect at the time of the issuance of the first building permit.

Based on the current By-law and details of the Zoning By-law Amendment Application, Section 17c) will be applicable and a CIL rate of 5% will be required.

Comments from Parks Planning are included in Attachment 10.

Comments Received on the Application

Questions and issues raised by Council and members of the public in response to the application that were not discussed in detail earlier in this analysis are summarized and responded to below.

How will this development achieve the City's Net Zero Carbon goals?

The proposed development will provide new dwellings, resulting in a modest increase in density on the site. This will happen within the existing neighbourhood and avoid the need to extend infrastructure. The compact nature of the new development on currently underutilized lands will contribute to meeting the action items from the CEI. Further to this, staff are recommending, through future consent conditions/site plan approval, that the Owner/Developer shall provide a commitment to incorporate features into future dwellings that will contribute to meeting the action items from the CEI.

Lucan Street Road Allowance

A question was raised regarding the status of the Lucan Street road allowance. Lucan Street is an unopened road allowance. The proposed development does not affect Lucan Street.