

## **Attachment-10 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 these applications, Policy Section 1.0 – Building Strong Healthy Communities 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."

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 property 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 and be at a transit supportive density where transit, infrastructure and other services are already readily available. The proposed residential development will contribute to the mix of housing types available along Grange Road.

The proposed development is within easy walking distance to commercial plazas in the area (Grange Road plaza) and within close proximity to existing institutional uses and adjacent to an existing city trail. The proposal contributes to achieving an appropriate range of housing types and densities to help the City of Guelph meet projected requirements for current and future residents.

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 development 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 proposal further contributes to the mix of land uses in the surrounding area and contributes to building a complete community through redevelopment that is in close proximity to existing services, local stores, public transit and public open space, and makes efficient use of existing municipal 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 property is 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" designation is between 15 and 35 units per hectare. This designation permits a maximum building height of three (3) storeys. The proposed development and Zoning By-law Amendment conforms to the policies of the Low Density Residential land use designation.

### **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 a site in a built-up area that has good access to transit, open space and neighbourhood services.

### **Urban Design**

Section 8 of the Official Plan contains detailed Urban Design policies which apply to all development in the City. Key urban design objectives set out in the Official Plan include encouraging diverse opportunities for living, working, learning and playing, and building compact neighbourhoods that efficiently utilize existing infrastructure and encourage active transportation. Additionally, it is an object of the Official Plan to ensure that the built environment respects the character of existing neighbourhoods and achieves compatibility, accessibility and encourages personal security and sustainability

The proposed development represents the infilling of a vacant site in the built-up area in a neighbourhood which is comprised of a range of low-rise built forms, including single-detached, semi-detached, townhouse, and low-rise apartment buildings. The proposed development has been designed to complement the visual character and architectural/building materials found in this area through the incorporation of single-detached dwellings along Grange Road.

An Urban Design Brief was submitted and reviewed through the site plan approval process as the scope of this Zoning By-law Amendment application is limited.

### **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;
- Ensuring compatibility between various forms of housing and between residential and non-residential uses;
- 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; and
- Ensuring new residential development is located and designed to facilitate and encourage convenient access to employment, shopping, institutions and recreation by walking, cycling and transit.

## **Residential Development Policies (continued)**

Section 9.3.1.1 of the Official Plan identifies criteria that must be used to assess multi-unit residential development proposals as well as for intensification proposals within existing neighbourhoods. This criteria is to be applied in addition to the applicable urban design policies of the Official Plan noted previously.

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

The proposed development has been designed to be compatible with the surrounding neighbourhood. The building forms proposed are consistent with those found on neighbouring lots, the majority of which are made up of two storey single detached dwellings and townhouses.

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

The proposed lot frontages for the single-detached dwellings are consistent with the lot frontages in the surrounding neighbourhood, specifically fronting Grange Road.

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 the every day needs of residents. Commercial, recreational and institutional uses within close proximity include:

- Grange Road plaza;
- City Trail adjacent to Hadati Creek;
- Peter Misersky Park;
- Franchetto Park;
- St. James High School and sportsfields;
- St. John Elementary School;
- Grange Road plaza; and,
- St. John's Parish.

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 application and the Transportation Impact Brief prepared by Paradigm Transportation Solutions and have no concerns with the proposed development and conclude that the adjacent roads and intersections can accommodate the additional traffic that will be generated by the proposed development. Detailed comments from Engineering and Transportation Services staff are provided in Attachment-12.

## **Residential Development Policies (continued)**

5. Vehicular access, parking and circulation can be adequately provided and impacts mitigated.

The proposed vehicular access has been revised from the original submission and is now as far south as possible to address comments on the original concept plan.

6. 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.

Private and Common Amenity Areas are proposed on site and meet the requirements of the Zoning By-law.

7. Surface parking and driveways shall be minimized.

Two parking spaces can be accommodated for each townhouse unit – one in the garage and one in the driveway. Visitor parking spaces are also being provided in conformity with the requirements of the Zoning By-law.

8. 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 and bicycle parking for cyclists.

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

The Functional Servicing Report prepared by MTE has determined that there will not be any impacts to adjacent properties related to grading, drainage and the location of services. No potential microclimate impacts are anticipated from the proposed three storey buildings.

10. 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 Grange Road and to the public trail.

Private and Common Amenity Areas are provided on site and the site is located within proximity to parks and schools that have associated open space. The proposed layout of the townhouse blocks will allow for natural surveillance of the site with no entrapment areas. There are no identified public views that will be impacted or obstructed by the buildings.

11. 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**

The applicant is requesting a "Specialized Residential Cluster Townhouse" (R.3A-68) Zone to facilitate the proposed development.

The following zone is proposed on the subject lands as shown in the proposed zoning map in Attachment-6.

## **“Specialized Residential Cluster Townhouse” (R.3A-69) Zone**

In addition to the regulations set out in Section 5.3.2 – “Residential Cluster Townhouse” (R.3A) Zone of Zoning By-law (1995)-14864, as amended, the following specialized regulations will apply:

### **Minimum Lot Frontage**

Despite Table 5.3.2, Row 4, the minimum lot frontage shall be 11 metres.

Staff are supportive of this request as a reduced frontage at this location will allow sufficient frontage for the provision of a private access road with a sidewalk. A minimum of 11 metres will allow for an appropriate balance of landscaping and paving and allow safe pedestrian connection into the site from Grange Road. Street frontage renderings are included in Attachment-9 to demonstrate that street presence along Grange Road can be achieved with a reduced lot frontage.

### **Minimum Distance Between Buildings**

Despite Section 5.3.2.3.1, the distance between the exterior side face of one building and the exterior side face of another building, each of which contains windows to habitable rooms shall in no case be less than 12 metres.

Staff are supportive of this request. The site plan has been reviewed and through discussion with City staff, it has been determined that in order to make efficient use of the subject lands, a reduced setback between two of the Blocks of 12 metres is appropriate. The proposed 12 metre separation between exterior building faces provides sufficient separation between Blocks to allow privacy between units.

### **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 Owner/Developer has indicated that they will be including a number of energy efficiency measures within the proposed development consistent with the City’s Community Energy Initiative (CEI) 2019 update. These initiatives proposed by the Owner/Developer will contribute to the City meeting its goal to become a net zero community by 2050. The Owner/Developer has provided a letter summarizing how their proposal addresses the CEI update (2019), and it is included in Attachment-11.

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 a total of 22 residential units consisting entirely of cluster townhouse dwelling units. Based on this proposed housing form, it is anticipated that this development will contribute to the achievement of the affordability housing targets set for the City. This actual contribution will be measured as the units are rented or sold. However, it is also noted that how much of any given development may be affordable cannot be assessed at the time of zoning approval, and 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.

### **Natural Heritage System**

An Environmental Impact Study (EIS) was not required as part of the original application given the distance from the original proposed access location to the Natural Heritage System. However, an EIS was required with the revised proposal since the proposed access location was relocated closer to the Natural Heritage System.

Environmental Planning staff have reviewed the EIS and are satisfied that the proposed development does conform to the Natural Heritage System policies of the Official Plan.

Comments from Environmental Planning are included in Attachment-12.

### **Urban Forest and Private Tree Protection By-law Requirements**

The subject property is regulated under the City's Private Tree Protection By-law. A Tree Inventory and Preservation Plan was submitted by the applicant as part of the site plan application and will be approved through that process.

### **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-12.

### **Transportation**

The applicant submitted a Transportation Impact Brief (TIB) prepared by Paradigm Transportation Solutions, based upon an agreed upon Terms of Reference (ToR) as part of a complete application. The City's Transportation Engineer and Traffic Services staff have reviewed the TIB and are in agreement with the findings and conclusions.

The TIB scope was primarily to review the location and operation of the proposed development and driveway on Grange Road, given its proximity to Hagan Avenue. The review included operational analysis of the new driveway intersection on Grange Road, as

well as the intersection at Grange Road and Hagan Avenue, for weekday AM/PM peak hour traffic volumes.

Based on investigations carried out, it is concluded that:

- Existing traffic conditions on Grange Road are currently operating within roadway capacity.
- Grange Road is forecast to continue to operate within roadway capacity under 2027 background traffic conditions.
- The study area intersections are forecast to operate within acceptable levels of service and within capacity under 2022 and 2027 total traffic conditions.

### **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 due to the size of the property.

Payment in lieu of Parkland will be required for this development in accordance with City of Guelph Official Plan Policy 7.3.5.6 and the City of Guelph Parkland Dedication By-law (2019)-20366 as amended by By-law (2019) 20380 or any successor thereof.

Section 17.(c) of By-law (2019)-20366 states that the rate will be the greater of: The equivalent of Market Value of 1 hectare per 500 dwelling units; or 5% of the total Market Value of the Land.

For this development the 1 hectare per 500 dwelling unit rate is greater.

Comments from Parks Planning are included in Attachment-12.

### **Comments Received on the Applications**

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

#### **Solid Waste**

The applicant will be required to complete a Waste Management Plan as part of their site plan application that will ensure the development has and maintains a three stream waste system (i.e. recycling, organics, garbage). The Waste Management Plan will also evaluate having the waste be collected by the City Solid Waste Resources staff.

#### **Amenity Space for Use by the Public**

A question was raised regarding whether or not the public will be able to use the private common amenity area proposed on the subject lands. Common amenity areas on private lands are not meant for use by the public.

#### **Trail Connection to Private Common Amenity Area**

A question was raised whether or not there would be a trail connection to the private common amenity space. This is out of scope for this Zoning By-law Amendment application, however, it can be confirmed that through the site plan application process a trail connection is being proposed through the private common amenity space.