

Attachment-11 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 (1.1.3.e) 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 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 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 Speedvale Avenue East.

The proposed development is within easy walking distance to commercial plazas in the area (Speedvale Avenue East and Stevenson Street North) and in proximity to existing institutional uses. 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 Official Plan and 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 subject lands are located within the delineated built-up area. The existing municipal water and wastewater services are available and have capacity within the systems to accommodate this development. Design standards and principles of the apartment building include Passive House, Net Zero, Building Biology, Wellness Building and Biophilic Design. The provision of additional housing on this property that will meet a range of incomes levels and age groups will assist in supporting a complete community.

The proposed Official Plan and Zoning By-law Amendment are consistent with and conform 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" designation is

between 15 and 35 units per hectare. This designation permits a maximum building height of three (3) storeys.

The applicant is proposing to redevelop the subject lands with a new three and a half storey, 21-unit apartment building and a separate, two-storey 3-unit building. The overall density proposed is 45 units per hectare. Since the proposed density exceeds the maximum density of 35 units per hectare and the proposal exceeds the maximum height of three (3) storeys, the applicant has submitted an Official Plan Amendment. Although, the apartment building height proposed is three and a half storeys, a site-specific amendment to permit four storeys is requested to comply with the Ontario Building Code.

In accordance with Policy 1.3.14 of the Official Plan, the following criteria must be considered when evaluating an Official Plan Amendment. Staff have evaluated each of the criteria below.

- i. The conformity of the proposal to the strategic directions of this Plan and whether the proposal is deemed to be in the overall interests of the City.

The proposed Official Plan Amendment conforms to the strategic goals of the Official Plan in Section 2.2, including the following:

- Contributing to providing an appropriate range, mix and geographic distribution of housing types to meet current and projected needs to the year 2031 (2.2.1 b), (2.2.5 d);
- Provides for urban growth and land use patterns in a manner that ensures the efficient use of public expenditures over the long term (2.2.1 c);
- Facilitates development in an area where full municipal services and related infrastructure is readily available (2.2.4 a);
- Build a compact, mixed-use and transit-supportive community (2.2.6 b); and,
- Encouraging intensification and redevelopment of existing urban areas that is compatible with the existing built form (2.2.6 d).

- ii. Consistency with applicable provincial legislation, plans and policy statements.

Staff have reviewed the proposal against the policies of the 2020 Provincial Policy Statement (PPS) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe and are satisfied that the proposal is consistent with the 2020 PPS and conforms to the Growth Plan.

- iii. Suitability of the site or area for the proposed use, particularly in relation to other sites or areas of the city.

The site is suitable for the proposed use and can accommodate the increased density. It is located on an arterial road and in close proximity to commercial, recreational and institutional uses. It is located within the Built-Up Area of the City.

- iv. Compatibility of the proposed use with adjacent land use designations;

The proposed use is compatible with adjacent land uses. The subject lands are designated as "Low Density Residential" in the Official Plan, which permits apartments. Surrounding uses include single detached dwellings, institutional uses and commercial. Apartments are residential uses and are compatible with other forms of residential development. A further analysis of compatibility is discussed below.

- v. The need for the proposed use, in light of projected population and employment targets.

The proposed development contributes to meeting the City's population targets. The City's Official Plan provides policy directions for monitoring growth including policies directed at monitoring development activity to ensure that growth is consistent with population forecasts, intensification targets for the built-up area and density targets for the greenfield area. The Official Plan also requires tracking of the supply of residential units in accordance with the housing supply policies of the Official Plan.

The City's latest Growth Management Monitoring Report concluded that taking into consideration the growth rate long-term, the City is on track to meet the 2031 population forecast. The proposed development will contribute to the City's goal of achieving a more diverse and balanced mix of available housing options. It will contribute to the City remaining on track to meet several of its growth targets identified in the Growth Plan and Official Plan. This includes helping to achieve the City's overall 2031 population forecast, and the City continuing to achieve its intensification target, where each year, a minimum of 40% of all new residential development must be within the Built-up Area.

- vi. The market feasibility of the proposed use, where appropriate.

The applicant has determined that the proposed use is marketable.

- vii. The extent to which the existing areas of the city designated for the proposed use are developed or are available for development.

The subject lands are currently designated for low density residential uses, which include apartments.

- viii. The impact of the proposed use on sewage, water and solid waste management systems, the transportation system, community facilities and the Natural Heritage System.

Review of the proposed application has determined that adequate services are available and the development can be accommodated.

- ix. The financial implications of the proposed development.

Financial implications of the proposed development are outlined at the beginning of the report in terms of estimated development charges and taxes.

- x. Other matters as deemed relevant in accordance with the policies of this Plan.

Consideration of other relevant matters are discussed in this planning analysis.

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 and neighbourhood services.

Urban Design

To achieve a complete community, the Official Plan contains policies regarding urban design that apply to all development. Several urban design objectives in the Official Plan apply to the proposed apartment development, including:

- To create neighbourhoods with diverse opportunities for living, working, learning and playing;
- To build compact neighbourhoods that use land, energy, water and infrastructure in an efficient manner; and
- To allow for a range of architectural styles in urban form and design that appropriately respond to local context and achieve compatibility.

The proposed development is designed to create a community with diverse opportunities for living, working, learning and playing. The design of the building respects the character of the surrounding neighbourhood. It will create inviting and accessible gathering places that will promote social, cultural and economic interactions. The community will be accessible and promote a full range of mobility options including walking, cycling, transit and driving. The building will incorporate energy saving measures and water conservation.

To provide a detailed analysis of how the development proposal is consistent with and meets the City's urban design policies, the applicant submitted an Urban Design Brief and subsequent Comment Response as part of a revised application. Planning and Urban Design staff reviewed the proposed development and are supportive of the approach to the overall design of the site as outlined in the Urban Design Brief. Staff acknowledge and support the changes made by the applicant since the initial submission and the improvements and refinements made to the design.

Revisions to the original proposal include (but are not limited to):

- The vehicle access to Speedvale Avenue has been removed.
- The parking layout has been reconfigured to remove parking from the front and exterior side yard.
- Barrier free parking has been relocated to permit required overhead clearance.
- Building entrance has been revised with new design features and pedestrian connections.
- Addition of a ½ storey to the overall building height.
- Changes to the building elevations to show window types and design.

Final comments from Urban Design staff are included in Attachment-13.

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 including:

- 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.

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 3 ½ storey building form has a scale, height, setbacks, appearance and siting compatible in design, character and orientation with buildings in the immediate vicinity of the site.

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

This is not applicable as lot infill is not proposed.

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:

- Riverside Park
- The Speed River Trail
- Speedvale Centre Plaza
- Family and Childcare Centre
- Masjid Aisha Mosque
- Parkview Church
- Commercial plazas at Woolwich Street/Speedvale Avenue West intersection

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

Transportation Services staff have reviewed the application and the Traffic Impact Study prepared by R.J. Burnside & Associates Limited 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.

Residential Development Policies (continued)

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

Vehicular access is proposed from Delhi Street and parking is to be provided on site. There are no anticipated impacts in terms of number of parking spaces or site circulation.

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.

7. Surface parking and driveways shall be minimized.

Surface parking is proposed as part of the development and is located throughout the eastern portion of the site, adjacent to both Speedvale Avenue to the north, and existing single detached residential uses to the south. One driveway from Delhi Street is proposed. Surface parking will be screened and buffered by appropriate landscaping.

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 provide 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 R.J. Burnside & Associates Limited 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 3 ½ storey building and existing two storey building.

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 Speedvale Avenue.

The site is located within proximity to parks and trails. 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 Infill Apartment" (R.4D-?) Zone to facilitate the proposed development.

In addition to the regulations set out in Table 5.4.2 – for the “Infill Apartment” (R.4D) Zone of Zoning By-law (1995)-14864, as amended, the following specialized zoning regulations have been requested.

Maximum Density

Staff are recommending a specialized regulation for maximum density. The standard “Infill Apartment” (R.4D) Zone permits a maximum density of 100 units per hectare. Staff are recommending a maximum density of 45 units per hectare to conform with the site-specific Official Plan Amendment request of 45 units per hectare.

Minimum Side Yard

The applicant is requesting a site-specific regulation to permit a minimum side yard setback of 3 metres, whereas the Zoning By-law requires a minimum side yard setback of one-half the building height (requirement being 5.9 metres).

Staff response: staff are supportive of this request as the reduced side yard setback will only apply to a very small portion of the building due to the lot configuration of the subject lands. This reduced setback aligns with a small portion of the neighbouring property’s (242 Delhi Street) rear yard so there are not expected to be any adverse impacts to the neighbour as a result of this reduced setback.

Minimum Rear Yard

The applicant is requesting a site-specific regulation to permit a minimum rear yard setback of 3 metres, whereas the Zoning By-law requires a rear yard setback equal to 20% of the lot depth or one-half the building height, whichever is greater, but in no case less than 7.5 metres (requirement being 16.2 metres).

Staff response: staff are supportive of this request as the reduced rear yard is somewhat technical in nature due to the Zoning By-law definition of the front and rear yards. The technical front yard as per the Zoning By-law is Delhi Street, whereas in actual site development, the front yard is Speedvale Avenue. A 3 metre setback still allows for proper lot grading and drainage and privacy for the adjacent property.

Off-Street Parking

The applicant has requested a site-specific regulation to permit a minimum of 24 off-street parking spaces. Staff are recommending the minimum 24 parking spaces be reduced to 23 parking spaces (inclusive of visitor parking) to address urban design, circulation, landscaping and accessibility comments to be addressed at the site plan stage. As per Section 4.13 of the Zoning By-law, a minimum of 35 parking spaces are required based on the following:

1.5 spaces for the first 20 units = 30 (20 x 1.5)

1.25 spaces for any additional unit after 20 = 5 (4 x 1.25)

Total required parking = 35 spaces

Staff response: staff are supportive of this parking reduction. The site is located on an arterial road and within walking distance to two transit routes. The owner/developer is also proposing the implementation of a car-share program for the residents of the building and is proposing bicycle parking. The design of the site provides on-site pedestrian access to transit through sidewalk connections to the surrounding municipal sidewalk. The site is within walking distance of commercial hubs and a convenience store to address day-to-day shopping needs. The proposed tenure of the building is a co-operative housing community

that is expected to have a large proportion of residents who are more likely to use transit, walking and cycling.

It is also important to note that the proposed parking rate for apartments with over 20 dwelling units in the new Comprehensive Zoning By-law is one parking space per unit, which would mean that this development would only require 24 parking spaces.

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-12.

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-4).

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 24 residential units consisting of 21 units in a three and a half apartment building and three units in a separate converted single detached dwelling. The proposed co-housing model of development has been planned to provide accommodation for all income levels with a focus on affordable and moderate housing. Units range from one to three bedroom 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, 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.

Urban Forest and Private Tree Protection By-law Requirements

The subject lands are regulated under the City's Private Tree Protection By-law. A Tree Inventory and Preservation Plan was submitted by the applicant as part of a complete application.

A condition has been included in Attachment-4 that requires the preparation of an updated Tree Inventory and Preservation Plan as well as a Tree Compensation Plan prior to any grading, tree removal or Site Plan Approval. Comments from the Landscape Planner are included in Attachment-13.

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-13.

Transportation

The applicant submitted a Traffic Impact Study (TIS) prepared by R.J. Burnside and Associates Limited, based upon an agreed upon Terms of Reference (ToR) as part of a complete application. A revised TIS was submitted to address staff comments on the original submission and provide updates to the traffic analysis to reflect the revised site plan. The original proposal included a right in/right out access from Speedvale Avenue East, as well as a full-moves access from Delhi Street. In response to staff comments on the original application the applicant has removed the right in/right out access from Speedvale Avenue East. The City's Transportation Engineer and Traffic Services staff have reviewed the TIS and are in agreement with the findings.

Comments from Transportation and Traffic staff are included in Attachment-13.

Parkland Dedication

Park and Trail Development staff recommend payment in lieu of conveyance of parkland for the proposed development. Conveyance of parkland is not recommended for the subject development due to the size of the property.

Payment in lieu of parkland conveyance will be required for this development in accordance with the Planning Act s.42, City of Guelph Official Plan Policy 7.3.5.6, and the City of Guelph Parkland Dedication By-law (2022)-20717 or any successor thereof.

In accordance with the Planning Act s.42, the rate will be the greater of the equivalent of Market Value of 1 hectare per 1000 dwelling units; or 5% of the total Market Value of the Land.

For this development the 5% rate is greater, so the payment in lieu of parkland will be calculated at 5% of the equivalent market value of the subject property.

Comments from Parks Planning are included in Attachment-13.

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 collected by the City Solid Waste Resources staff.