

Staff Report



To	City Council
Service Area	Infrastructure, Development and Enterprise Services
Date	Tuesday, October 17, 2023
Subject	Decision Report 716 Gordon Street Proposed Official Plan Amendment and Zoning By-law Amendment File OZS23-003 Ward 5

Recommendation

1. That the application from GSP Group Inc. on behalf of 2319426 Ontario Inc., for an Official Plan Amendment to permit the development of an eleven (11) storey mixed-use apartment building with 532 apartment units and 90 square metres of commercial space on the property municipally known as 716 Gordon Street and legally described as Part Block A, Plan 552, as in MS76543, Part Lot 2 on 61R4090 save and except Part Lot 7 WGR94, City of Guelph be approved in accordance with Attachment-3 of the Infrastructure, Development and Enterprise Report 2023-378, dated October 17, 2023.
 2. That the application from GSP Group Inc. on behalf of 2319426 Ontario Inc., for a Zoning By-law Amendment to amend the current specialized "High Density Residential Apartment" (R.4B-14) Zone to a revised specialized "High Density Residential Apartment" (R.4B-14 (H)) Zone in the 1995 Comprehensive Zoning By-law (1995)-14864, as amended; and from the current specialized "High Density Residential" ((RH.7-4(PA))) Zone to a revised specialized "High Density Residential" ((RH.7-4(PA)(H))) zone in the 2023 Comprehensive Zoning By-law (2023)-20790, to permit the development of an eleven (11) storey mixed-use apartment building with 532 apartment units and 90 square metres of commercial space on the property municipally known as 716 Gordon Street and legally described as Part Block A, Plan 552, as in MS76543, Part Lot 2 on 61R4090 save and except Part Lot 7 WGR94, City of Guelph be approved in accordance with Attachment-4 of the Infrastructure, Development and Enterprise Report 2023-378, dated October 17, 2023.
 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 716 Gordon Street.
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Executive Summary

This report provides a staff recommendation to approve modified Official Plan Amendment and Zoning By-law Amendments to permit the development of an eleven (11) storey mixed-use apartment building with 532 apartment units and 90 square metres of commercial space on the property municipally known as 716 Gordon Street

Key Findings

Planning staff support the modified Official Plan Amendment and Zoning By-law Amendment as shown in the recommended Official Plan Amendment in Attachment-3 and the recommended zoning regulations and site plan conditions in Attachment-4.

Strategic Plan Alignment

The recommended Official Plan Amendment and Zoning By-law Amendment aligns with the priority of 'Sustaining our Future'. The proposed development applications are 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 proposal is in conformity with the City's Official Plan can be found in the Planning Analysis in Attachment-8.

Financial Implications

Estimated Development Charges: \$ 10,226,830

Estimated Community Benefit Charge: \$339,200

Estimated Annual Property Taxes: \$645,500 – 861,000

Report

Background

Applications for an Official Plan Amendment and a Zoning By-law amendment were received for the property municipally known as 716 Gordon Street from GSP Group Inc. on behalf of the property owner, 2319426 Ontario Inc. The applications were received by the City on April 23, 2023 and following the submission of additional materials on May 25, 2023, were deemed to be complete on June 20, 2023. A Statutory Public Meeting was held on July 12, 2023.

This site was subject to an OMB decision in 2013 on the 2011 applications for Official Plan and Zoning By-law amendments. The OMB decision permitted a Post-Secondary School Residence with a maximum height of 11 storeys at the corner of the property closest to the intersection and a maximum site density of 156 units per hectare.

Location

The subject site is approximately 1.7 hectares in size and located on the southeast corner of the intersection of Stone Road East and Gordon Street. The site is currently vacant of buildings/structures, though was previously the site of a hotel. Surrounding land uses include:

- To the north, across Stone Road East, is the University of Guelph campus.

- To the east, one and two storey single-detached dwellings that front onto Evergreen Drive.
- To the south, a one storey dental office.
- To the west, across Gordon Street, is the Delta hotel.

A location map is provided in Attachment-1 and an aerial photograph of the site and surrounding area is included in Attachment-2.

Existing Official Plan Land Use Designation and Policies

The Official Plan land use designation that applies to the subject property is High Density Residential, together with a site-specific policy that permits a height range of 3 to 11 storeys and density range of 100 to 156 units per hectare. The site is also within an identified strategic growth area which permits a maximum net density of 250 units per hectare.

Further details of the site's designation are included in Attachment-5.

Proposed Official Plan Amendment

The applicant requested to amend the existing site-specific policy to allow a maximum net density of 676 bedrooms per hectare.

Planning staff recommend a modified Official Plan Amendment allowing the additional requested density, but measured in terms of units per hectare, at a maximum of 311 units per hectare with a maximum of 1150 bedrooms, instead of by bedrooms per hectare. More information on the proposed wording of the Official Plan Amendment is included in Attachment-3.

Existing Zoning

The subject site is zone R.4B-14, a Specialized High Density Residential Zone in the 1995 Zoning By-law. The site contains a number of specialized regulations that implement an Ontario Municipal Board decision from 2013. The site is also zoned RH.7-4 (PA) which is a specialized High Density Residential Zone with a parking adjustment in the new Zoning By-law (2023)-20790, which is currently under appeal at the Ontario Land Tribunal.

The existing zoning is shown in Attachment-6.

Proposed Zoning By-law Amendment

The applicant proposed a Zoning By-law Amendment to revise the regulations within the existing site-specific R.4B-14 Zone, to permit the development of an 11 storey Post-Secondary School Residence with 532 dwelling units containing 1149 bedrooms with a 90 square metre café on the main floor.

Several revised and new specialized regulations to the R.4B-14 zone were requested for the proposed development, including:

- A revised definition of Post-Secondary School Residence
- A maximum density of 676 bedrooms per hectare where 156 units per hectare is currently permitted.
- A revised common amenity requirement of 4.9m² per bedroom.
- A revised off-street parking ratio of 0.25 parking spaces per bedroom and a minimum of 15 visitor parking spaces.

- A bicycle parking rate of 1 long term and 0.1 short term spaces per dwelling unit, and 0.1 long term spaces per 100 m² of commercial GFA and 2 short term spaces per use.
- Reduced front and exterior side yards on the portion of the building closest to the intersection of Stone Road East and Gordon Street.
- Increased permitted encroachment of a canopy of 2.9 metres into the required front yard, 3.6 metres into the exterior side yard and 8.1 metres at the corner of Gordon Street and Stone Road East.

Planning staff recommend some modifications and additions to the requested regulations and recommend the following specialized regulations:

- A maximum density of 311 units per hectare together with a maximum of 1150 bedrooms be permitted.
- A minimum of 5,600m² of common amenity area be provided for the site.
- A minimum 6m wide landscaped buffer strip be developed along the easterly property line.
- Remove the Post-Secondary School Residence definition and classify the use as Apartment Building.
- Reduce required off-street parking of 0.54 spaces per unit plus a total of 15 visitor parking spaces.
- Permit a reduced front and exterior side yard setback of 6.7m along the adjacent daylight triangle at the intersection of Stone Road East and Gordon Street.
- Permit a canopy project of up to 5.9 metres into the required front or exterior lot line, provided that a minimum setback of 0.9 metres be maintained from a lot line.
- Require patio wells to be set back a minimum of 7.2 metres from any lot line.
- Require special vehicle (accessible) parking spaces to have updated minimum dimensions.
- A bicycle parking rate of 1 long term and 0.1 short term spaces per dwelling unit, and 0.1 long term spaces per 100 m² of commercial GFA and 2 short term spaces per use.
- A Holding (H) provision be applied to the site until the applicant can demonstrate through an updated Noise Impact Study that proposed common amenities areas, including proposed rooftop amenity areas meet City Noise Guidelines.

See Attachment-4 for the full details of the recommended specialized zoning regulations.

Proposed Development

The applicant has proposed to redevelop the site by developing a Post-Secondary School Residence with 532 apartment units with a total of 1149 bedrooms. The applicant proposed to maintain the existing height permissions, which permits a 3 to 4 storey podium building with four towers on top, ranging from 6 to 11 storeys in total.

The main pedestrian entrance to the building is proposed off Stone Road East, though there are a number of secondary entrances to the building proposed. The main vehicular access is proposed off Stone Road on the easterly edge of the site. A

secondary vehicular access is proposed off Gordon Street into the underground parking area. A total of 303 parking spaces are proposed together with 56 short term and 534 long term bicycle spaces.

The proposed site concept plan and building elevations are shown in Attachment-7.

Planning Recommendation

Fotenn Planning + Design was retained to prepare a planning analysis and opinion on the proposed Official Plan and Zoning By-law Amendment applications for the subject site. Their planning analysis is provided in Attachment-8 of this report. Fotenn was also engaged to review the urban design aspects of the planning applications and their urban design review comments are provided in Attachment-9 of this report.

Planning staff agree with the findings of the Fotenn planning analysis that the Official Plan and Zoning By-law amendments as modified are generally consistent with Provincial policy and the City's Official Plan and are appropriate for the site's High Density Residential designation given its location in an intensification corridor and strategic growth area as well as its proximity to the University of Guelph campus.

Planning staff recommend that Council approve the Official Plan Amendment (OPA 92) as set out in Attachment-3 and the Zoning By-law Amendment subject to the specialized zoning regulations to the 1995 and 2023 Zoning By-laws as set out in Attachment-4.

As noted above, modifications have been made to the proposed specialized zoning regulations. These changes are minor and maintain the intent of the initial development proposal discussed at the Statutory Public Meeting. For this reason, staff recommend that no further public notice is required in accordance with Section 34(17) of the Planning Act.

Financial Implications

Estimated Development Charges: \$ 10,226,830

Estimated Community Benefit Charge: \$339,200

Estimated Annual Property Taxes: \$645,500 – 861,000

Consultations

The applicant held a neighbourhood meeting to introduce the proposed development applications on February 23, 2023. The Notice of Complete Application and Public Meeting was mailed June 20, 2023, 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 Mercury Tribune on June 21, 2023. Notice of the applications have also been provided by signage on the property, which was installed on June 22, 2023. All supporting documents and drawings received with the applications have been posted on the City's website. A Public Meeting was held on July 12, 2023. Notice of Decision Meeting was sent to interested parties on September 25, 2023.

Attachments

Attachment-1 Location Map and 120 m Circulation

Attachment-2 Aerial Photograph

Attachment-3 Recommended Official Plan Amendment No. 92

Attachment-4 Recommended Zoning Regulations and Conditions

Attachment-5 Existing Official Plan Land Use Designation and Policies

Attachment-6 Existing Zoning

Attachment-7 Conceptual Site Plan and Building Renderings

Attachment-8 Planning Analysis

Attachment-9 Urban Design Review

Attachment-10 Community Energy Initiative Contribution

Attachment-11 Departmental and Agency Comments

Attachment-12 Public Notification Summary

Departmental Approval

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