

## **Attachment – 7 Staff Review and Planning Analysis**

### **Provincial Policy Statement, 2020**

The 2020 Provincial Policy Statement (PPS) came into effect on May 1, 2020. It provides policy direction on matters of provincial interest related to land use planning and development. All planning decisions, including the comments, submissions and advice provided to Council shall be consistent with the PPS. On April 6, 2023, the province released a new proposed Provincial Planning Statement. The new PPS that would replace the existing PPS and A Place to Grow: Growth Plan for the Greater Golden Horseshoe is not yet in effect.

Policy Section 1.0 – Building Strong Healthy Communities is the most relevant to this application. It contains policies that promote efficient land use patterns that create housing opportunities, protect the environment, maintain public health and safety, facilitate economic growth and manage change.

Policy 1.1.1 of the PPS promotes creating and sustaining communities that are healthy, liveable and safe. This is achieved through planning efficient development and land use patterns having an appropriate range and mix of residential development types, employment and other land uses to meet long term needs and sustain provincial and municipal financial well-being [1.1.1 a), b)]. Development must avoid land use patterns that may cause environmental or health and safety concerns [1.1.1 c)]. The integration of transit supportive development, intensification and growth management is to be promoted all while ensuring that the necessary supporting infrastructure and public service facilities are available [1.1.1 e), g)].

Policy 1.1.3 requires land use patterns within settlement areas to be based on densities and a mix of uses to make efficient use of land and resources while being appropriate for and having the ability to be accommodated by infrastructure and public service facilities that are planned or available [1.1.3.2 a), b)].

Policy 1.4.3 calls for planning authorities to provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents. This is to be achieved by permitting a wide range of housing options and facilitating residential intensifications, especially towards areas where appropriate levels of infrastructure and public service facilities are available to support current and projected needs. [1.4.3 b)]

As the City's Official Plan is to be the main instrument for implementation of the PPS in Guelph [4.6], a more detailed review on how the proposed Zoning By-law Amendment is consistent with the above PPS policies as well as policies in the City's Official Plan will be outlined later in this analysis.

In Planning staff's opinion, the proposal to permit the proposed semi-detached dwellings is consistent with the PPS. The development represents an efficient use of

existing and planned infrastructure and contributes towards the provision of a mix of housing options and densities.

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

The Growth Plan for the Greater Golden Horseshoe, 2019 (Growth Plan) is a provincial plan that builds on the PPS. The current Growth Plan came into effect on May 16, 2019 and was amended on August 28, 2020 (first amendment). While the PPS as discussed above provides broader policy direction, the Growth Plan provides more focused policy direction for the Greater Golden Horseshoe area. The new proposed Provincial Planning Statement is intended to replace both the existing PPS and Growth Plan, but this is not expected to come into effect until early 2024.

The Growth Plan supports building compact and complete communities, managing forecasted population and employment growth to the year 2051, protecting the natural environment, and supporting economic prosperity. All decisions affecting planning matters, including new development and redevelopment must conform with the current Growth Plan.

The policies of the Growth Plan focus on several key themes, including building complete communities; prioritizing intensification and higher densities in strategic growth areas to make efficient use of land and infrastructure and support transit viability; and supporting a range and mix of housing options, including additional residential dwelling units and affordable housing, to serve all sizes, incomes, and ages of households.

Section 2.2 of the Growth Plan contains policies to identify where and how population growth to the horizon year of 2051 will be accommodated within the City. These sections contain policies related to intensification, creating complete communities as well as optimizing and making efficient use of infrastructure and public service facilities. The subject lands are located in Guelph's delineated built up area, where a minimum of 50 per cent of all residential development in the City shall be located [2.2.2 1.a)]

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

- Contributing to intensification within the City's delineated built up area;
- Providing a wide range of housing options; and
- Making efficient use of public service facilities as well as existing and planned infrastructure (e.g., roads, water and sewer, parks, etc.).

Overall, the development proposal will provide gentle intensification that will increase the range and mix of housing options within the delineated built-up area. The proposal will make good use of existing and planned infrastructure, active and public transportation infrastructure.

Planning staff are of the opinion that 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**

Section 2.2 outlines the strategic goals of the City's Official Plan. The strategic goals are focused on ecological, social, cultural, and economic sustainability in decision making. Of particular relevance to this application are the following goals:

- Ensure an appropriate range and mix of employment opportunities, local services, community infrastructure, housing including affordable housing and other land uses are provided to meet current and projected needs to the year 2031 [2.2.1 b)].
- Direct development to those areas where full municipal services and related infrastructure are existing or can be made available, while considering existing land uses, natural heritage systems, development constraints, fiscal sustainability, development costs and related factors [2.2.4 a)].

### **Residential Development Policies**

The subject lands are designated "Low Density Residential" in the City's Official Plan. Section 9.3.2 of the Official Plan contains policies that apply to the Low Density Residential designation. The proposed Zone Amendment satisfies the Residential objectives of the Official Plan

This includes:

- To facilitate the development of a full range of housing types, affordability, densities and tenure to meet a diversity of lifestyles and the social needs, health, and well-being of current and future residents, throughout the city;
- To provide higher densities of residential development in appropriate locations to ensure that transit-supportive densities, compact urban form, walkable communities and energy efficiencies are achieved;
- To ensure compatibility between various housing forms; and
- To direct new residential development to areas where municipal services and infrastructure are available or can be provided in an efficient and cost effective manner.

Permitted uses in the Low Density Residential Designation include:

- i. Detached, semi-detached and duplex dwellings; and
- ii. Multiple unit residential buildings, such as townhouses and apartments.
- iii. Additional Residential Dwelling Units (ARDUs)

The Low Density Residential Designation permits a maximum net density of 60 units per hectare when abutting an arterial or collector road. Janefield Avenue is listed as a collector road in Schedule 5 of the Official Plan. The proposed net density of the of the lands subject to this zone amendment is 31.4 units per hectare.

In addition to the low-density residential policies, Section 9.3.1.1 of the Official Plan contains criteria to assess development proposals for intensification proposals within existing residential neighbourhoods.

1. Building form, scale, height, setbacks, massing, appearance and siting are compatible in design, character and orientation with buildings in the immediate vicinity.

The development proposes 6 two-storey semi-detached dwelling units in addition to maintaining the existing singled detached dwelling at 27 Janefield Avenue. Basement ARDUs are proposed in all of the semi-detached dwelling units and the existing single detached dwelling, as well as 4 detached ARDUs that would be located to the rear of proposed parcels 1, 2, 6 and 7.

Four of the proposed semi-detached units would face Mason Court and two would face Janefield Avenue. The proposed semi-detached units would maintain similar form, scale, height, setbacks, massing, appearance and siting to the existing semi-detached dwellings on Mason Court. Adequate side and rear yard setbacks will be maintained for the proposed semi-detached dwellings, as well as the proposed detached ARDUs to provide an adequate transition to the adjacent lands. Based on the similarities to existing development in the area, the proposed development is considered compatible with the buildings in the immediate vicinity.

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

The frontages for the proposed lots are similar to the frontages provided for the existing semi-detached dwellings along Mason Court.

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

- The commercial node at Edinburgh Road South and Stone Road West provides a wide variety of retail, personal service establishments, entertainment, etc. (to the south east).
- W.E. Hamilton park (to the south east).
- College Heights Secondary School and Centennial Collegiate Vocational Institute (to the north).
- Priory Park Public School and Saint-Rene-Goupil French Catholic School (to the east).
- Centennial Park (to the north).
- The following transit routes: 1 (Edinburgh College), 15 (College), 18 (Watson Woodlawn) and 50U (Scottsdale)

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 are satisfied that additional traffic generated by the proposal can be adequately accommodated by the existing adjacent roads and intersections, and had determined at the pre-consultation review phase that a Transportation Impact Study (TIS) is not necessary.

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

The proposed semi-detached dwellings and ARDUs will be accessed by driveways fronting on to Mason Court and Janefield Avenue. The driveways and attached garages proposed provide adequate parking for the proposed units, including the proposed ARDUs.

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

Engineering staff have reviewed the application and are satisfied that there are sufficient existing water and wastewater facilities to service the proposed development.

However, engineering staff have noted that the stormwater management report submitted as part of the application does not identify the stormwater management criteria for the site and does not demonstrate that pre-development recharge rates are maintained under post-development conditions or provide the specified volume control. It is recommended that a Holding Provision be added until the applicant can provide the City an updated stormwater management report to the satisfaction of the City Engineer/General manager.

Detailed comments from Engineering staff are provided in Attachment-8.

7. Surface parking and driveways shall be minimized.

Each of the proposed semi-detached dwelling units includes an attached garage with one parking space each. The size and number of driveways are acceptable for this style of infill development.

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.

Each of the proposed lots fronts directly onto a public street and integrates with the existing street grid.

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

Engineering staff have reviewed the proposed conceptual grading and have found that the proposal will significantly reduce flows currently directed towards

41 Janefield Avenue by redirection towards the municipal rights-of-ways of Janefield Avenue and Mason Court.

Detailed comments from Engineering staff are provided in Attachment-8.

Based on the scale of the proposed development wind and shadow studies were not required in support of the Zoning By-law Amendment application.

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

No significant impact on public safety, identified public views and accessibility to open space, parks, trails and the Natural Heritage System was identified during staff's review.

With the inclusion of the Holding Provisions for the items noted above, the proposed development satisfies the criteria outlined in Official Plan Policy 9.3.1.1 and the Low Density Residential land use policies.

## **Review of Proposed Zoning**

The purpose of the Zoning By-law Amendment is to change the zoning from the current "Residential Single Detached" (R.1B) Zone to a "Specialized Residential Single Detached" (R.1B-XX) Zone for proposed parcel 5, and "Specialized Residential Semi-Detached/Duplex" (R.2-XX) Zone for proposed parcels 1-4, 6 and 7 under Zoning By-law (1995) – 14864. The amendment would also change the current zoning under Zoning By-law (2023) – 20790 from "Low Density Residential" (R.L1) to "Specialised Low Density Residential" (R.L1-XX) for proposed parcels 1-7. The retained lands located along the south end of 35 Janefield Avenue are not subject to the proposed Zoning By-law Amendment.

### **Zoning By-law (1995) – 14864**

The proposed amendment involves rezoning proposed parcel 5 to a "Specialized Residential Single Detached" (R.1B-XX) zone, and rezoning proposed parcels 1-4, 6 and 7 to a "Specialized Residential Semi-Detached/Duplex" (R.2-XX) zone.

The proposed R.1B-XX zone requests the following site-specific provisions:

- To permit a minimum rear yard setback of 2.4 metres, whereas Table 5.1.2, Row 8 of the Zoning By-law (1995) requires a minimum rear yard setback of 4.6 metres (20% of the lot depth).

The proposed severance plan would turn the interior side yard of the existing single-detached dwelling into the technical rear yard of proposed parcel 5. The intent of the minimum required rear yard setback of 20% of the lot depth is to ensure that there is adequate open space for the lot's occupants. The lot would have roughly 200 square metres of open space in the exterior side yard located between the existing single detached dwelling and the lot line abutting Janefield Avenue. The lot is also within walking distance of Centennial Park and W.E.

Hamilton Park. For these reasons, staff support the requested minimum rear yard reduction to 2.4 metres for proposed parcel 5.

The proposed R.2-XX Zone seeks to permit the semi-detached dwelling use to facilitate the proposed development. The following site-specific provisions are also requested:

- To permit a maximum driveway width of 5.0 metres, whereas Section 4.13.7.2.3 of the Zoning By-law requires 3.5 metres.
- To permit a minimum lot area of 192 square metres per unit whereas Table 5.2.2, Row 2 of the Zoning By-law requires 230 square metres per unit. This would apply only to proposed parcels 3 and 4.

The surrounding neighbourhood is comprised predominantly of existing semi-detached dwellings to the north and west, townhouse dwellings to the east, and single detached dwellings to the South. The proposed semi-detached dwelling use on the subject lands would fit in with the surrounding uses. Considering the close proximity to public parks, public transportation, and active transportation infrastructure, the subject lands are well suited for gentle intensification. In addition, staff note that the semi-detached dwelling use is permitted as of right in the Comprehensive Zoning By-law (2023) – 20790 approved by City Council of April 18<sup>th</sup>, 2023.

The proposed maximum driveway width of 5 metres will allow for adequate off street parking to be provided on each of the proposed lots. The driveway width of 5 metres is also permitted as of right in the Comprehensive Zoning By-law (2023) – 20790.

The proposed minimum lot area of 192 square metres per unit for proposed parcels 3 and 4 would conform with the minimum lot frontage of 7.5 metres and would still allow for sufficient rear yard open space that conforms with the minimum required rear yard setback. As the proposed lots would maintain sufficient frontage and front yard setbacks, the proposed dwellings would maintain the low-rise character of the neighbourhood and would fit in with the surrounding semi-detached dwellings despite the reduced lot size. Future residents will also be within walking distance of additional outdoor space, including Centennial Park and W.E. Hamilton Park.

Staff support the proposed semi-detached dwelling use, increased maximum driveway width of 5 metres, and the reduced minimum lot size of 192 square metres for proposed parcels 3 and 4.

### **Zoning By-law (2023) – 20790**

The “Low Density Residential” (RL.1) Zone in the recently adopted Comprehensive Zoning By-law (2023) – 20790 permits semi-detached dwellings as of right. The application proposes rezoning parcels 1-7 to a “Specialized Low Density Residential” (RL.1-XX) zone that would have three site-specific provisions. The proposal would conform with all other permitted uses and provisions of the standard RL.1 zone. The following site-specific provisions are requested:

- To permit a minimum rear yard setback of 2.4 metres for proposed parcel 5, whereas Table 6.3, Row D of the Zoning By-law (2023) requires a minimum rear yard setback of 4.6 metres (20% of the lot depth).
- To permit a maximum exterior side yard setback of 10.6 metres for proposed parcel 5, whereas Table 6.3, Row B of the Zoning By-law (2023) requires a maximum exterior side yard setback of 10 metres.
- To permit a minimum lot area of 192 square metres for a semi-detached dwelling whereas Table 6.6, Row B of the Zoning By-law (2023) requires 230 square metres per unit. This would apply only to proposed parcels 3 and 4.

The proposed severance plan would turn the interior side yard of the existing single-detached dwelling into the technical rear yard of proposed parcel 5. The intent of the minimum required rear yard setback of 20% of the lot depth is to ensure that there is adequate open space for the lot's occupants. The lot would have roughly 200 square metres of open space in the exterior side yard located between the existing single detached dwelling and the lot line along Janefield Avenue. The lot is also within walking distance of Centennial Park and W.E. Hamilton Park. For these reasons, staff support the requested minimum rear yard reduction to 2.4 metres for proposed parcel 5.

In addition, the proposed severance plan would turn the front yard of the existing single-detached dwelling at 27 Janefield Avenue into the technical exterior side yard of proposed lot 5. This would result in an exterior side yard setback of 10.6 metres from the existing dwelling to the lot line with Janefield Avenue. The intent of the required maximum exterior side yard setback of 10 metres is to ensure that new development makes efficient use of land within the urban area and avoid the creation of excessively large side yards. In the case of proposed parcel 5, the proposed exterior side yard of 10.6 metres would recognize the current setback between the existing dwelling and the lot line along Janefield Avenue. The exterior side yard would also function as the main open space for the lot as mentioned above. For these reasons, staff support the requested maximum exterior side yard setback of 10.6 metres for proposed parcel 5.

The proposed minimum lot area of 192 square metres per unit for proposed parcels 3 and 4 would conform with the minimum lot frontage of 7.5 metres and would still allow for sufficient rear yard open space that conforms with the minimum required rear yard setback. As the proposed lots would maintain sufficient frontage and front yard setbacks, the proposed dwellings would maintain the low-rise character of the neighbourhood and would fit in with the surrounding semi-detached dwellings despite the reduced lot size. Future residents will also be within walking distance of additional outdoor space, including Centennial Park and W.E. Hamilton Park.

Staff support the proposed rear yard setback reduction and exterior side yard setback increase for proposed parcel 5, and the reduced minimum lot size of 192 square metres for proposed parcels 3 and 4.

### **Potentially Contaminated Properties**



The Official Plan identifies potentially contaminated sites as properties where the environmental condition may have potential to cause adverse effects on human health, ecological, health or the natural environment. To reduce risks associated with such sites, it is important to identify such properties and ensure they are suitable for the proposed land uses. Redevelopment, restoration and revitalization of land and buildings located on potentially contaminated sites is promoted in the Official Plan.

The applicant submitted a Phase 1 Environmental Site Assessment (ESA) as part of a complete application. The Phase 1 ESA found that any potential contaminating activities historically on the site did not raise any concerns and no further environmental investigations were recommended. However, staff noted that a reliance letter from a Qualified Person who prepared the Phase 1 ESA was not included in the submitted materials. It is recommended that a Holding Provision be added until the applicant can provide the City with a reliance letter from a Qualified Person who prepared the Phase 1 ESA to the satisfaction of the City Engineer/General manager.

Detailed comments from Engineering staff are provided in Attachment-8.

### **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 identified concerns regarding the submitted stormwater management report. To address these concerns it is recommended that a Holding Provision be added until the applicant can provide the City an updated stormwater management report to the satisfaction of the City Engineer/General manager.

Detailed comments from Engineering staff are provided in Attachment-8.

### **Environmental Noise**

The applicant submitted a Detailed Noise Study as part of a complete application. The intent of the noise study is to identify the primary noise sources that may impact the proposed residential development. The report identifies traffic sources on Hanlon Parkway and on College Avenue West, and stationary noise generated by the high school located approximately 200 metres to the north as the primary noise sources that may impact future residents of the proposed development. Staff have concerns that the report is not consistent with the current provincial guidelines (Environmental Noise Guideline NPC-300). To address these concerns, it is recommended that a Holding Provision be added until the applicant can provide the City an updated detailed noise study to the satisfaction of the City Engineer/General manager.

Detailed comments from Engineering staff are provided in Attachment-8.

## **Traffic Review**

A Traffic Impact Study (TIS) was not required as part of a complete application or required through the circulation and review of the applications. The number of units proposed (7 primary dwelling units and 11 Additional Residential dwelling units, for a total of 18 dwelling units) do not warrant the submission of a traffic impact study.

## **Parking**

Parking for the proposed development is being provided in excess of the parking requirements of the Zoning By-law. Section 4.13.4.3 of the 1995 Zoning By-law and Table 5.3 of the 2023 Zoning By-law require one parking space per single detached dwelling, semi-detached dwelling, and additional residential dwelling unit. 18 parking spaces are required, and 20 parking spaces are proposed, with proposed parcels 3 and 4 each providing three parking spaces where only two parking spaces are required.

## **Parkland Dedication**

The owner/developer will be required to pay cash-in-lieu of conveyance of parkland prior to the issuance of any building permits. Park Planning comments provide more detail on the parkland dedication calculations for each of the proposed lots in Attachment 8.

## **Holding Provision**

As discussed above, a holding provision is recommended for the subject lands to ensure development does not proceed until the following conditions have been met to the satisfaction of the City.

## **Conditions**

1. The Owner shall provide the City an updated stormwater management report to the satisfaction of the City Engineer/General Manager.
2. The Owner shall provide the City and updated detailed noise study to the satisfaction of the City Engineer/General Manager.
3. The Owner shall provide the City a reliance letter from a Qualified person who prepared the Phase 1 ESA to the satisfaction of the City Engineer/General Manager.