

## **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 section 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 Dwelling Units (ADUs)

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 21.4 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 4 two-storey semi-detached dwelling units, each with a basement ADU and detached rear yard ADU. 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, and to the recently approved Semi-detached dwellings directly to the north on Janefield Avenue.

Adequate side and rear yard setbacks will be maintained for the proposed semi-detached dwellings, as well as the proposed detached ADUs 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 and the recently approved semi-detached lots to the north.

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 semi-detached dwellings and ADUs will be accessed by the proposed five-metre-wide driveways fronting onto Janefield Avenue. The proposed driveways and attached garages provide 3 parking spaces per lot. This is sufficient parking to meet the zoning by-law requirements for semi-detached dwellings and up to 2 ADUs per lot.

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.

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 49 Janefield Avenue by increasing on-site infiltration and redirection towards Janefield Avenue.

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 Semi-Detached/Duplex" (R.2-XX(H)) Zone under Zoning By-law (1995) – 14864.

The proposal conforms with the current Low Density Residential (RL.1) zoning under Zoning By-law (2023) – 20790 as approved by Council in April 2023. However, as parking provisions, driveway width provisions, and additional residential dwelling unit provisions that would impact this proposal are currently under appeal, a site specific amendment to the 2023 Zoning By-law is still required. This would create a site-specific (RL.1-XX(H)) zone for the subject lands that would conform with the 2023 Comprehensive Zoning By-law as approved by Council, but would not be subject to the ongoing appeals that apply to the RL.1 Zone.

### **Zoning By-law (1995) – 14864**

The proposed amendment involves rezoning the subject lands to “Specialized Residential Semi-Detached/Duplex” (R.2-XX(H)) zone.

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.

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 as approved by Council.

Staff support the proposed semi-detached dwelling use and increased maximum driveway width of 5 metres.

### **Zoning By-law (2023) – 20790**

As mentioned above, the proposal conforms with the current Low Density Residential (RL.1) zoning under Zoning By-law (2023) – 20790 as approved by Council in April 2023. As the Comprehensive Zoning By-law is still partially under appeal, a specialized Low Density Residential (RL.1-XX(H)) zone that conforms with the Low Density Residential (RL.1) Zone as approved by Council last year is necessary. The following site-specific provisions are requested:

- The maximum driveway width for a semi-detached dwelling shall be 60% of the lot frontage or 5 metres, whichever is less.
- That a maximum of two additional residential dwelling units (ARDUs) be permitted on a lot, one within the same building as the primary dwelling unit and one located in a separate building on the same lot or two additional residential dwelling units within the primary dwelling unit.
- That the following provisions apply to ARDUs within a primary dwelling unit:
  - The ARDU shall each not exceed 45% of the residential floor area of the building. Notwithstanding, an ARDU may occupy the entirety of the basement.
  - Interior access is required between floor levels and between the ARDU and the primary dwelling unit.

- That the following provisions apply to an ARDU within a separate building on the same lot:
  - The additional residential dwelling unit shall not exceed 45% of the residential floor area of the primary building.
  - That the additional residential dwelling unit shall not occupy more than 30% of the yard, including all accessory buildings or structures.
  - That the maximum building height is 5 metres, but shall not exceed the overall height of the primary dwelling unit, measured between the average finished grade to the top of such a building.
  - A 1.2 metre wide unobstructed pedestrian access shall be provided to the entrance of the unit unless access to the ARDU is provided directly from a street or lane.
  - An ARDU in a separate building on a lot may occupy a yard other than a front yard or required exterior side yard.
  - That an ARDU in a separate building on a lot shall have a minimum interior side yard and rear yard setback consistent with the interior side yard setback for the primary dwelling unit in the applicable zone.
  - That a minimum distance of 3 metres shall be provided between the primary dwelling unit and an ARDU on the same lot.
- That a minimum of 1 parking space per dwelling unit be provided for semi-detached dwellings and additional residential dwelling units.
- That all residential interior parking spaces (within a garage or carport) have minimum dimensions of 3 metres in width by 6 metres in length.
- That all residential exterior parking spaces have minimum dimensions of 2.5 metres in width by 5.5 metres in length.

These site-specific provisions are consistent with the applicable parking provisions, driveway width provisions, and additional residential dwelling unit provisions that were approved by Council last April.

Staff support the proposed specialised RL.1-XX(H) Zone and semi-detached dwelling use.

### **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 Site Servicing Plan and 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 does not include the Guelph Noise Control Guidelines (GNCG) as a document used to determine the noise criteria. 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 (4 primary dwelling units and 8 Additional Dwelling Units, for a total of 12 dwelling units) do not warrant the submission of a traffic impact study.

### **Parking**

Parking for the proposed development meets the requirements of both the 1995 and 2023 Zoning By-laws. 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 semi-detached dwelling, and additional residential dwelling unit. A total of 12 parking spaces are required, and 12 parking spaces are proposed.

### **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 Site Servicing Plan to the satisfaction of the City Engineer/General Manager.
2. The Owner shall provide the City an updated stormwater management report to the satisfaction of the City Engineer/General Manager.
3. the Owner shall provide the City and updated detailed noise study to the satisfaction of the City Engineer/General Manager.