

Staff Report



To	City Council
Service Area	Infrastructure, Development and Environment
Date	Tuesday, July 9, 2024
Subject	Decision Report 1166-1204 Gordon Street Proposed Official Plan and Zoning By-law Amendments File: OZS22-007 Ward 5

Recommendation

1. That the application from MHBC Planning Ltd. on behalf of the owner, GSD Development and Management Inc., for an Official Plan Amendment to add a site-specific policy to the "Medium Density Residential" land use designation to permit the development of two, 6-storey apartment buildings with a total of 122 units and 20, 3-storey on-street townhouse dwelling units on the lands municipally known as 1166-1204 Gordon Street and legally described as Part of Lot 5, Concession 8, (Geographic Township of Puslinch) City of Guelph, be approved in accordance with Attachment-3 of the Infrastructure, Development and Environment Report 2024-296, dated July 9, 2024.
 2. That the application from MHBC Planning Ltd. on behalf of the owner, GSD Development and Management Inc., for a Zoning By-law Amendment to change the zoning on the subject lands from the current "Medium Density Residential 5 with a Parking Adjustment Suffix and Holding Provisions" (RM.5(PA)(H12)) Zone, in the Comprehensive Zoning By-law (2023)-20790, as amended, to a "Site-specific Medium Density Residential 5 with a Parking Adjustment Suffix" (RM.5-xx(PA)) Zone and to a "Site-specific Medium Density Residential 6 with a Parking Adjustment Suffix" (RM.6-xx(PA)) Zone to permit the development of two, 6-storey apartment buildings with a total of 122 units and 20, 3-storey on-street townhouse dwelling units on the lands municipally known as 1166-1204 Gordon Street and legally described as Part of Lot 5, Concession 8, (Geographic Township of Puslinch) City of Guelph, be approved in accordance with Attachment-4 of the Infrastructure, Development and Environment Report 2024-296, dated July 9, 2024.
 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 proposed Zoning By-law Amendment affecting lands municipally known as 1166-1204 Gordon Street.
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Executive Summary

Purpose of Report

This report provides a staff recommendation to approve Official Plan and Zoning By-law Amendment applications to facilitate the development of two, 6-storey apartment buildings comprised of 122 units and 20, 3-storey townhouse dwelling units.

Key Findings

Planning staff support the proposed amendments subject to the recommended Official Plan Amendment in Attachment-3 and recommended zoning regulations in Attachment-4.

Strategic Plan Alignment

The recommended Official Plan and Zoning By-law Amendments align with the approved 2024-2027 Strategic Plan theme of City Building and the Future Guelph objective of improving housing supply by providing a range of housing options for current and future residents. 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 Staff Review and Planning Analysis in Attachment-11.

Future Guelph Theme

City Building

Future Guelph Objectives

City Building: Improve housing supply

Financial Implications

As the City grows, each new unit added in Guelph has a budget impact.

As outlined in the [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#), as the city grows, there are new operating and capital costs that are required to support this growth. Council should anticipate with each new residential unit or job created in the city in the short- to medium-term (10 to 15 years), that it will mean tax levy and rate pricing increases. This study demonstrates that higher-density growth mitigates tax and rate pressures over time, as this is the most cost-effective use of land and drives the highest taxation revenue per acre. There may be other social and economic benefits of the development to consider, and Council should continually weigh the potential City budget increase against the broader value proposition of any given development.

Report

Background

Applications to amend the Official Plan and Zoning By-law were received for the lands municipally known as 1166-1204 Gordon Street by MHBC Planning Ltd. on behalf of the owner, GSD Development and Management Inc. on March 28, 2022,

and the applications were deemed to be complete on April 27, 2022. The Statutory Public Meeting was held on July 11, 2022.

The applicant made subsequent revisions to the original applications to address public comments and technical comments from the City and prescribed agencies. Further details on the revisions to the applications are outlined later in this report.

Location

The subject lands are composed of six properties municipally known as 1166, 1170, 1182, 1190, 1200 and 1204 Gordon Street and are located on the east side of Gordon Street, between Landsdown Drive and Valley Road (see Attachment-1 Location Map and Attachment-2 Aerial Photograph). The subject lands are approximately 1.12 hectares in size with approximately 171 metres of frontage along Gordon Street and approximately 171 metres of frontage along Landsdown Drive. The subject lands are currently developed with single detached residential dwellings. Surrounding land uses include:

- To the north: single detached residential dwellings, beyond which is Landsdown Drive;
- To the south: single detached residential dwellings, beyond which is Valley Road and the intersection between Gordon Street and Edinburgh Road South;
- To the east: Landsdown Drive, beyond which are single detached residential dwellings; and,
- To the west: Gordon Street, beyond which are cluster townhouses.

Existing Official Plan Land Use Designations and Policies

The subject lands are designated as "Medium Density Residential" in the Official Plan. Permissible uses within this land use designation include multiple unit residential buildings such as townhouses and apartments. The minimum height required in this land use designation is two storeys and the maximum permitted height is six storeys. The permitted net density in this land use designation is between 35 and 100 units per hectare.

The relevant policies for the applicable land use designation are included in Attachment-5.

Proposed Official Plan Amendment

The applicant is requesting to add a site-specific Official Plan policy to the Medium Density Residential land use designation that would permit a maximum net density of 155 units per hectare for the apartment development.

Further details of the recommended Official Plan Amendment are included in Attachment-3.

Existing Zoning

The subject lands are zoned "Medium Density Residential 5 with a Parking Adjustment Suffix and Holding Provisions" (RM.5(PA)(H12)) according to Zoning By-Law (2023)-20790, as amended.

The existing zoning is shown in Attachment-6.

Proposed Zoning By-law Amendment

The proposed Zoning By-law Amendment will change the zoning on the subject lands from the current "Medium Density Residential 5 with a Parking Adjustment Suffix and Holding Provisions" (RM.5(PA)(H12)) Zone, in the Comprehensive Zoning By-law (2023)-20790, as amended, to a "Site-specific Medium Density Residential 5 with a Parking Adjustment Suffix" (RM.5-xx(PA)) Zone and to a "Site-specific Medium Density Residential 6 with a Parking Adjustment Suffix" (RM.6-xx(PA)) Zone. The holding provision (H12) will be removed as part of this application.

The following specialized zoning regulations are requested for the "Site-specific Medium Density Residential 5 with a Parking Adjustment Suffix" (RM.5-xx(PA)) Zone (on-street townhouses):

- To permit a minimum lot area per unit of 145 square metres, the Zoning By-law requires a minimum lot area of 180 square metres;
- To permit the maximum permitted width of an attached garage to be 56% of the lot frontage, whereas the Zoning By-law permits a maximum attached garage width of 50% of the lot frontage; and,
- To permit a minimum rear yard of 6.28 metres, whereas the Zoning By-law requires a minimum rear yard of 7.5 metres.

The following specialized zoning regulations are requested for the "Site-specific Medium Density Residential 6 with a Parking Adjustment Suffix" (RM.6-xx(PA)) Zone (apartments):

- To permit Gordon Street to be recognized as the front lot line for zoning purposes, whereas Section 3 of the Zoning By-law defines the front lot line as the lot line abutting a street line or, where the lot line abuts two or more street lines, the shorter of the two lines;
- To permit a maximum density of 155 units per hectare, whereas the Zoning By-law permits a maximum density of 100 units per hectare;
- To permit an angular plane of 48 degrees, whereas the Zoning By-law permits an angular plane of 45 degrees;
- To permit a 0 metre setback for rooftop mechanicals from the rear edge of the building facing the parking area, whereas the Zoning By-law requires a minimum setback of 1.5 metres;
- To permit a minimum common amenity area of 16 square metres per dwelling unit, whereas the Zoning By-law requires a minimum common amenity area of 20 square metres per dwelling unit;
- To permit a buffer strip along the rear lot line of the townhouse block of 2.5 metres, whereas the Zoning By-law requires a buffer strip of 3.0 metres;
- To permit parking spaces to be located within 2.5 metres of a lot line, whereas the Zoning By-law requires parking spaces to be setback 3 metres from any lot line;
- To exempt the structured parking depth between grade and structure, whereas the Zoning By-law requires a minimum depth of 1.2 metres between grade and structure where an underground parking structure is located below a required landscape open space area; and,
- To permit short term bicycle parking spaces to be located more than 25 metres from the primary pedestrian entrance to the building, whereas the Zoning By-law permits a maximum of 25 metres.

The recommended zoning and specialized regulations are included in Attachment-4.

A review of the recommended zoning and specialized regulations is included in the Staff Review and Planning Analysis in Attachment-11.

Original Proposal

The original proposal included two, 6-storey apartment buildings with 134 dwelling units with two vehicular accesses on to Landsdown Drive and 22, 3-storey on-street townhouse dwelling units divided into 4 townhouse blocks fronting on to Landsdown Drive. The original proposal included 47 at-grade parking spaces and 126 parking spaces underground.

The original conceptual site plan is included in Attachment-8.

Second Submission

The second submission maintained the original intent for the proposed development to include on-street townhouses and an apartment block with surface and underground parking and included the following changes:

- A reduction in the total number of apartment units from 134 units to 122 units and a reduction in the number of on-street townhouse units from 22 units to 21 units.
- The layout of the on-street townhouse units was re-configured from four blocks to three blocks and shifted south, away from the north property line.
- The relocation of the common amenity area along with the addition of an accessible pedestrian path from Gordon Street to Landsdown Drive.
- The addition of pedestrian connections to the ground floor apartment units facing Gordon Street.

Current Development Proposal (Third, Fourth and Fifth Submissions)

Further changes were made to the proposed development as part of the third submission. The fourth and fifth submissions were made to address outstanding technical comments. The current development proposal maintains what was proposed as part of the third submission and maintains the original intent for the proposed development. The number of townhouse units has been further reduced from 21 to 20 as part of the third submission. Additional third submission changes include:

- The realignment of the south driveway from Landsdown Drive, which has allowed for additional common outdoor amenity area along the south property line.
- The underground parking entrance relocation to apartment building 2 to align with the revised south driveway.

A future consent application will sever the apartment block from the on-street townhouse block, resulting in the apartment block having a net density of 155 units per hectare and the on-street townhouse block having a net density of 64 units per hectare.

The current conceptual site plan is included in Attachment-9. The current building renderings and elevations are included in Attachment-10.

Financial Implications

As the city grows, there are new operating and capital costs that are required to support this growth. It is not possible for staff to identify the quantum and timing of

these budget impacts at the time of development application, but it needs to be recognized that as the City grows, so do the city services. As outlined in the [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#), Council should anticipate with each new residential unit or job created in the city in the short- to medium-term (10 to 15 years), that it will mean tax levy and rate pricing increases.

The following shows the revenue and cost implications for the addition of 142 new residential dwelling units. These are estimates only, based on current rates and assessment values. Actuals will vary.

Expenses:

The City will be required to extend existing City services to these new residents / businesses at the time of occupancy. The City needs to account for the cost of providing these extended services and does so through the multi-year budget based upon forecasted estimated population growth. Each budget year, there is a review of the actual demand on services and adjustments are made through the confirmation budget process. Further, the City has invested in the growth-enabling capital servicing infrastructure necessary for the decision before Council. Growth-costs are not fully funded by development revenue and have an impact on the City's budget. For more information on the cost of growth and how its funded, the City's financial [Growth Strategy](#) is provided for in the multi-year budget.

Revenues:

Estimated Annual Property Taxes: \$550,000 to \$650,000. This is the new tax revenue that the City can use to fund the new operating service and asset replacement costs required to serve this new population.

Estimated Development Charge impacts: \$4,663,284. Development charges may be subject to a number of provincially legislated exemptions, discounts and reductions which require property tax and utility rate contributions to subsidize lost revenues. Exemptions, discounts, or other reductions will be determined at the time of building permit issuance.

Estimated Community Benefit Charge impacts: \$64,240

Estimated Parkland Dedication or Parkland Payment in Lieu: Parkland dedication or cash-in-lieu will be required and will be assessed through a valuation acquired at the time of building permit.

These figures are approximations only, based on the Development Charge and Community Benefit Charge rates currently in effect. Actual numbers may vary depending on the final number of bedrooms per apartment dwelling unit as well as the assessed property value.

Staff Review and Planning Analysis

The staff review and planning analysis for these applications is provided in Attachment-11. The analysis addresses relevant planning considerations, including land use planning issues raised by the public and Council at the statutory public meeting. Final comments on the revised proposal from agencies and internal City departments are included in Attachment-13. The staff review and planning analysis addresses the following:

- Evaluation of the proposal against the 2020 Provincial Policy Statement and A Place to Grow: Growth Plan for the Greater Golden Horseshoe;
- Evaluation of the proposal's conformity with the Official Plan, including a review of Official Plan Amendment criteria;
- Evaluation of the proposal's conformity with Zoning By-law (2023)-20790, including the review of requested specialized zoning regulations;
- Review of urban design and the overall site layout;
- Consideration of the applicable sections of the Community Energy Initiative (CEI) update;
- Review of supporting documents submitted in support of the applications; and,
- Review of land use planning comments and issues raised at the public meeting and comments received from circulated agencies and members of the public.

Staff Recommendation

Planning staff are satisfied that the proposed Official Plan and Zoning By-law Amendments are consistent with the 2020 Provincial Policy Statement and conforms to A Place to Grow: Growth Plan for the Greater Golden Horseshoe. The proposed Official Plan and Zoning By-law Amendments conform to the objectives and policies of the Official Plan and the specialized zoning regulations proposed are appropriate for the site. Planning staff recommend that Council approve the Official Plan and Zoning By-law Amendments subject to the recommended Official Plan Amendment in Attachment-3 and zoning regulations as outlined in Attachment-4.

The applicant made minor modifications to the proposed development in response to City department and agency comments, which resulted in a reduction of units and slightly revised layout. An analysis of the revised layout and specialized zoning regulations are discussed further in the Staff review and Planning Analysis in Attachment-11. These changes are considered minor and therefore staff recommend that no further public notice is required in accordance with Section 34(17) of the Planning Act.

Consultations and Engagement

A Notice of Complete Application was mailed on May 11, 2022 to local boards and agencies, City service areas and property owners within 120 metres of the subject lands. A Notice of Public Meeting was mailed on June 16, 2022 to local boards and agencies, City service areas and property owners within 120 metres of the subject lands. Notice of Public Meeting was also advertised in the Guelph Tribune on June 16, 2022. Notice of the applications has also been provided by signage on the subject lands and all supporting documents submitted with the applications have been posted on the City's website.

A Notice of Revised Submission was mailed/emailed on May 29, 2023 to prescribed Agencies, City departments and interested parties who spoke at the public meeting, provided comments on the applications or requested to receive further notification on any revisions or decisions on the applications.

The Notice of Decision Meeting was mailed/emailed on June 24, 2024 to interested parties who either spoke at the public meeting, provided comments on the applications, or requested to receive notification on any decisions on the applications. The public notification summary is included in Attachment-14.

Attachments

Attachment-1 Location Map and 120 metre Circulation

Attachment-2 Aerial Photograph

Attachment-3 Recommended Official Plan Amendment No. 96

Attachment-4 Recommended Zoning, Regulations and Conditions

Attachment-5 Existing Official Plan Land Use Designations and Policies

Attachment-6 Existing Zoning, Zoning By-law (2023)-20790

Attachment-7 Proposed Zoning, Zoning By-law (2023)-20790

Attachment-8 Original Conceptual Site Plan

Attachment-9 Current Conceptual Site Plan

Attachment-10 Current Renderings and Elevations

Attachment-11 Staff Review and Planning Analysis

Attachment-12 Community Energy Initiative Commitment

Attachment-13 Departmental and Agency Comments

Attachment-14 Public Notification Summary

Departmental Approval

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