

# Staff Report



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To	<b>City Council</b>
Service Area	Infrastructure, Development and Environment
Date	Tuesday, September 10, 2024
Subject	<b>Decision Report 303-317 Speedvale Avenue East Official Plan and Zoning By-law Amendments File: OZS24-010 Ward: 2</b>

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## Recommendation

1. That the application from Strik Baldinelli Moniz Ltd. on behalf of the owner, Habitat for Humanity Guelph Wellington, for an Official Plan Amendment to amend the existing Low Density Residential land use designation to a High Density Residential land use designation and add a site specific policy allowing a maximum net density of up to 200 units per hectare and requiring that a minimum of 50 per cent of the residential units shall be affordable as defined in the Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin, as issued by the Minister of Municipal Affairs and Housing, to permit the development of a six-storey 48 unit apartment with 24 affordable units, on the lands municipally known as 303-317 Speedvale Avenue East and legally described as Pt Lot 15, Concession 2, Div F, City of Guelph, be approved in accordance with Attachment-3 of the Infrastructure, Development and Environment Report 2024-368, dated September 10, 2024.
  2. That the application from Strik Baldinelli Moniz Ltd. on behalf of the owner, Habitat for Humanity Guelph Wellington, for a Zoning By-law Amendment to rezone the subject lands from the current Low Density Residential 1 (RL.1) Zone and Site-specific Convenience Commercial (CC-5) Zone, to a "Site-specific High Density Residential 7" (RH.7-21) Zone with site specific regulations in the 2023 Comprehensive Zoning By-law (2023)-20790, as amended, to permit the development of a six-storey 48 unit apartment with 24 units that are rented or sold below the provincial thresholds for that year to be considered affordable, on the lands municipally known as 303-317 Speedvale Avenue East and legally described as Pt Lot 15, Concession 2, Div F, City of Guelph, be approved in accordance with Attachment-4 of the Infrastructure, Development and Environment Report 2024-368, dated September 10, 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 Official Plan Amendment and Zoning By-law Amendment 303-317 Speedvale Avenue East.
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# Executive Summary

## Purpose of Report

This report provides a staff recommendation to approve an Official Plan Amendment and Zoning By-law Amendment application to facilitate the development of a six-storey 48 unit apartment with 24 affordable units that are rented or sold below the provincial thresholds for that year to be considered affordable as defined in the Affordable Residential Units for the Purposes of the Development Act, 1997 Bulletin, as issued by the Minister of Municipal Affairs and Housing.

## Key Findings

Planning staff support the proposed amendments subject to the recommended Official Plan policies and Zoning By-law regulations in Attachment-3 and Attachment-4.

## Strategic Plan Alignment

The recommended Official Plan Amendment and Zoning By-law Amendment align with the priority of Sustaining our Future. The proposed development application is 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. The application also aligns with the approved 2024-2027 Strategic Plan by improving our housing supply.

## 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.

Estimated Development Charges: Non-profit exempt from City Development Charges (Educational Development Charges only \$165,168)

Estimated Community Benefit Charge: Non-profit exempt

Estimated Annual Property Taxes: \$50,000 to \$150,000

# Report

## Background

An application to amend the Official Plan and Zoning By-law was received for the lands municipally known as 303-317 Speedvale Avenue East by Strik Baldinelli Moniz Ltd. on behalf of the owner, Habitat for Humanity Guelph Wellington. The application was received by the City on May 8, 2024, and deemed to be complete on June 6, 2024.

## Location

The subject lands are located on the south side of Speedvale Avenue East, and west of Manhattan Court (Attachment-1 Location Map and Attachment-2 Aerial Photograph). The subject lands are approximately 0.26 hectares in size. The subject lands are currently occupied by a single-detached dwelling and a commercial building. Surrounding land uses include:

- To the north: Multi-unit and low-density residential dwellings that front onto Speedvale Avenue East.
- To the south: Multi-unit residential dwelling that fronts onto Manhattan Court.
- To the east: Commercial at the corner of Speedvale Avenue and Manhattan Court then multi-unit residential and Stevenson Street North; and,
- To the west: Low density residential dwellings that front onto Metcalfe Street.

## Existing Official Plan Land Use Designations and Policies

The subject lands are designated as Low Density Residential in the Official Plan. Permissible uses within this land use designation include multiple unit residential buildings such as townhouses and apartments. This land use designation permits a maximum density of 60 units per hectare since the property is adjacent to an arterial road (Speedvale Avenue East).

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

## Proposed Official Plan Amendment

The applicant is proposing to amend the existing Low Density Residential land use designation to the High Density Residential land use designation, and to add a site-specific policy allowing a maximum net density of up to 200 units per hectare whereas 150 units per hectare is permitted in the standard High Density Residential land use designation. The proposed development is approximately 195 units per hectare.

Staff are recommending a site-specific policy that in accordance with Section 7.2.2.2 of the Official Plan, that a minimum of 50 per cent of the residential units (24 units) shall be affordable as defined in the Affordable Residential Units for the Purposes of the Development Act, 1997 Bulletin, as issued by the Minister of Municipal Affairs and Housing for the year in which the units are rented or sold.

Further details of the proposed Official Plan Amendment are included in Attachment-6.

## **Existing Zoning**

The subject property is currently zoned Low Density Residential 1 (RL.1) and Site-specific Convenience Commercial 5 (CC-5) according to Zoning By-Law (2023)-20790, as amended.

The existing zoning is shown in Attachment-7.

## **Proposed Zoning By-law Amendment**

The purpose of the Zoning By-law Amendment application is to rezone the existing Low Density Residential 1 (RL.1) Zone and the Site-specific Convenience Commercial (CC-5) Zone to establish site-specific zoning regulations in Zoning Bylaw (2023)-20790, as amended, through a new Site-specific High Density Residential 7 (RH.7-21) Zone that proposes the following:

- To permit a maximum density of 200 units per hectare, whereas Table 6.32 requires a maximum density of 100-150 units per hectare.
- To permit a minimum front yard of 2.3 metres, whereas Table 6.33 requires a minimum front yard of 6 metres.
- To permit a minimum landscaped open space area of 31.96 percent, whereas Table 6.33 requires a minimum landscaped open space area of 40 percent.
- To permit a minimum buffer strip of 1.5 metres from the rear yard, whereas Table 6.33 requires buffer strips to be 3.0 metres.
- To permit a maximum building height of 6 storeys, whereas Table 6.34 permits 3 to 10 storeys.
- To permit an angular plane of 50 degrees from the centreline of the right of way, whereas Section 4.14.4 (i) requires an angular plane of 45 degrees.
- To permit a maximum angular plane (internal side yard) of 70 degrees, whereas Table 6.35 requires a maximum angular plane of 30 degrees.
- To permit a minimum off-street parking at a rate of 0.97 spaces per unit (47 spaces), whereas Table 5.3.2 requires 65 spaces.
- To permit a minimum visitor parking count of 3 spaces, whereas Table 5.3.2 requires 9 spaces (equal to 20 per cent of the required parking spaces).
- To permit the parking space dimension for interior and exterior parking spaces to be a minimum of 2.6 metres in width by 5.5 metres in length, whereas Table 5.2 requires 2.75 metres width by 5.5 metre in length.
- To permit the parking setback from a lot line to be 1.5 metres, whereas Section 5.2.2 requires a setback of 3.0 metres.
- To allow one active entrance facing Speedvale Avenue and one active entrance facing Manhattan Court, whereas Table 6.34 requires 1 active entrance for every 30 metres of streetline.
- To permit bicycle parking spaces at a minimum rate of 0.58 spaces per dwelling unit for long term bicycle parking (or 28 spaces), whereas Table 5.7 Row 1 requires 1 long term bicycle parking space per dwelling unit.
- To permit bicycle parking spaces at a minimum rate of 0.17 spaces per dwelling unit for short term bicycle parking (or 8 spaces); whereas Table 5.7 Row 1 requires 0.1 short term bicycle parking spaces per dwelling unit.
- The bicycle parking provisions of Section 5.8.1 and Section 5.8.2 do not apply; whereby the provisions contained in those sections will be achieved by a stacked bicycle parking system.

The recommended zoning and specialized regulations to the Zoning By-law is included in Attachment-4.

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

## **Proposed Development**

The applicant is proposing a six (6) storey residential apartment building with a total of 48 units. There will be a mixture of 1-, 2- and 3-bedroom units. A total of 47 parking spaces are proposed, 10 within the first floor of the building and 37 surface spaces.

The proposed site concept plan and building renderings and elevations are included in Attachment-9 and Attachment-10.

## **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-11 of this report.

In summary, the planning analysis of the proposed Official Plan and Zoning By-law amendments together with the revised site concept found that the additional height and density proposed on site can be supported. Modifications to the proposed zoning regulations were recommended to address the planning issues raised by the public and Council at the statutory public meeting. Minimum landscaped open space and landscape buffers have been increased in key locations adjacent to neighbouring properties. Parking space dimensions have been adjusted to ensure adequate parking is available. Modified provisions for long-term bicycle parking with the building have been included as well as additional short-term bicycle parking.

City planning staff have reviewed the planning analysis comments provided and agree with the recommendation to approve the proposed Official Plan and Zoning By-law Amendments with modifications.

Final comments on the revised proposal from agencies and internal City departments are included in Attachment-13. The 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.
- Evaluation of the proposal's conformity with Zoning By-law (1995)-14864 and Zoning By-law (2023)-20790, including the review of the proposed zoning amendments and 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 application; and,
- Review of land use planning comments and issues raised at the public meeting and all comments received from circulated agencies and members of the public.

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. The site-specific land use policies and zoning regulations proposed are appropriate for the site. Staff recommend that Council approve the Official Plan and

Zoning By-law Amendments subject to the recommended Official Plan Amendment and zoning regulations as outlined in Attachment-3 and Attachment-4.

Staff recommend that no further public notice is required in accordance with Section 34(17) of the Planning Act.

### **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 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 48 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 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. In the master plan work that was completed in 2023, City wide the allocation of water and sanitary was based on the Official Plan density of 60 units per hectare. With this increase in density, it will impact our long-term servicing capacity.

#### **Revenues:**

Estimated Annual Property Taxes: \$50k to \$150k. 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: \$0, Non-profit exempt from City Development Charges. (Educational Development Charges \$165,168) 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: Non-profit exempt

Estimated Parkland Dedication or Parkland Payment in Lieu: Non-profit exempt

These figures are approximations only, based on the Development Charge and Community Benefit Charge rates currently in effect. Non-profit housing development is defined in section 4.2 (1) of the Development Charges Act. The

applicant is required to submit a statutory declaration for Non-Profit Exemption to the City prior to building permit issuance. Actual numbers may vary depending on the final number of bedrooms as well as the assessed property value.

## **Consultations and Engagement**

The applicant held an in-person neighbourhood information meeting on January 4, 2024, to inform the community about the proposed development and obtain feedback. A neighbourhood information meeting summary was submitted with the applications.

The Notice of Complete Application and Public Meeting was mailed June 19, 2024, 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 on the City's website and the Guelph Today website starting on June 13, 2024. Notice of the applications has also been provided by signage on the property, which was installed on June 12, 2024. Notice of the applications and all supporting documents submitted with the applications have been posted on the City's website.

The Notice of Decision Meeting was mailed/emailed on August 21, 2024, to interested parties who either spoke at the public meeting, provided comments on the application, or requested to receive further notice.

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. 97

Attachment-4 Recommended Zoning, Regulations and Conditions

Attachment-5 Existing Official Plan Land Use Designations and Policies

Attachment-6 Proposed Official Plan Land Use Designations and Policies

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

Attachment-8 Proposed Zoning, Zoning By-law (2023)-20790

Attachment-9 Proposed Conceptual Site Plan

Attachment-10 Current Renderings and Elevations

Attachment-11 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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