

# Staff Report



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To	<b>City Council</b>
Service Area	Infrastructure, Development and Environment
Date	Wednesday, November 13, 2024
Subject	<b>Decision Report 601 Scottsdale Drive Proposed Official Plan and Zoning By-law Amendments - File: OZS24-007 Ward 5</b>

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## Recommendation

1. That the application from MHBC Planning Limited on behalf of Forum Asset Management, for an Official Plan Amendment to add a site-specific policy to the Mixed-Use Corridor 1 land use designation to permit a maximum net density of 300 units per hectare to facilitate the development of two, 7-storey residential buildings with 489 residential suites on the vacant portion of the subject lands municipally known as 601 Scottsdale Drive and legally described as Block K, Registered Plan 649, City of Guelph, be approved in accordance with Attachment-3 of the Infrastructure, Development and Environment Report 2024-460, dated November 13, 2024.
2. That the application from MHBC Planning Limited on behalf of Forum Asset Management, for a Zoning By-law Amendment to change the zoning on the subject lands from the current Site-specific Mixed-use Corridor with a Parking Adjustment Suffix and Holding Provisions (MUC-2(PA)(H12)) Zone, in Zoning By-law (2023)-20790, as amended, to a new Site-specific Mixed-use Corridor with a Parking Adjustment Suffix and Holding Provisions (MUC-XX(PA)(HXX)) Zone, as amended to permit the development of two, 7-storey residential buildings with 489 residential suites on the vacant portion of the subject lands municipally known as 601 Scottsdale Drive and legally described as Block K, Registered Plan 649, City of Guelph, be approved in accordance with Attachment-4 of the Infrastructure, Development and Environment Report 2024-460, dated November 13, 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 601 Scottsdale Drive.

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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 permit the development of two 7-storey residential buildings with 489 residential suites on the vacant portion of the subject lands.

**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 Amendment and Zoning By-law Amendment align with the priority of City Building. 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 Planning Analysis in Attachment-9. 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: \$15,586,875 - \$20,655,360

Estimated Community Benefit Charge: \$695,849

Estimated Annual Property Taxes: \$400K to \$500K. This property is owned by the University of Guelph and leased to an unrelated entity. The leaseholder has applied to court for an exemption from property tax on this land and as such, depending on the result of that application to court, the property may be exempt.

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**Report**

**Background**

Applications for Official Plan and Zoning By-law Amendments have been received for the subject property from MHBC Planning Limited, on behalf of Forum Asset Management, to permit the development of two, 7-storey residential buildings containing 489 residential suites geared to students attending the University of

Guelph. The applications were received by the City on April 25, 2024, and deemed to be completed on May 15, 2024.

## **Location**

The subject property is located on the west side of Scottsdale Drive, between Janefield Avenue and Stone Road West, east of the Hanlon Parkway (see Attachment-1 Location Map and Attachment-2 Aerial Photograph). The subject property is approximately 2.2 hectares in size with approximately 122 metres of frontage along Scottsdale Drive. The subject property is partially developed, with an eastern portion occupied with a former hotel building that was converted into a residential building containing 164 residential suites geared to students as part of Phase 1 of the development. Phase 1 was approved through previous planning applications and is currently occupied.

Surrounding land uses include:

- To the north: a portion of Janefield Avenue, beyond which are predominantly 2-3 storey townhouse buildings, a 4-storey retirement home, W.E. Hamilton Park, and two institutional churches to the northeast;
- To the south: Stone Road West, beyond which is a commercial plaza, a 1-storey retirement home, and residential uses including 1-2 storey single detached dwellings;
- To the east: Scottsdale Drive, beyond which is the Stone Road Mall; and,
- To the west: the intersection between the Hanlon Parkway and Stone Road West.

## **Official Plan Land Use Designations and Policies**

The subject property is designated as Mixed-use Corridor 1 in the Official Plan. This designation is intended to serve both the needs of residents living and working within the corridor, in nearby neighbourhoods and employment districts, and the wider city as a whole. Permissible uses within this designation include medium and high density multiple unit residential buildings, institutional uses, hotels, commercial uses, retail, and service uses.

The subject property is also located within a strategic growth area as shown in the Official Plan, Schedule 1a: Urban Structure. Strategic growth areas are areas classified for community mixed use nodes or intensification corridors and are envisioned to provide higher density development. Lands designated as Mixed-use Corridor 1 within a strategic growth area, are permitted to have a maximum net density of 250 units per hectare for freestanding residential and residential mixed-use buildings and a maximum height of 14 storeys is permitted. Although 7 storeys are proposed – it is important to note that 14 could be constructed.

Details of the existing land use designation and policies are included in Attachment-5.

## **Proposed Official Plan Amendment**

The applicant proposes to add a site-specific policy for the subject property that would permit a maximum net density of 300 units per hectare for multiple unit residential buildings within the Mixed-Use Corridor 1 land use designation. The requested maximum net density is proposed to reflect both the existing and proposed development on site (Phase 1 and Phase 2).

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

## **Existing Zoning**

The subject property is currently zoned Site-specific Mixed-use Corridor with a Parking Adjustment and Holding Provisions (MUC-2(PA)(H12)) according to Zoning By-Law (2023)-20790, as amended.

Details of the existing zoning are provided in Attachment-6.

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

The purpose of the Zoning By-law Amendment application is to establish site-specific zoning regulations in the Comprehensive Zoning By-law (2023)-20790, as amended, through a Site-specific Mixed-use Corridor with a Parking Adjustment (MUC-XX(PA)) Zone. The applicant requested the following site-specific regulations:

- To remove the H12 Holding Provision from the subject property, whereas Section 17.1.12 requires municipal servicing to be adequate and available prior to development of the lands;
- To permit a maximum density of 300 units per hectare, whereas Table 7.6, Row B permits a maximum density of 150 units per hectare;
- To permit an angular plane of 58 degrees for a small portion of the lands abutting the institutional use along the northerly lot line, whereas Table 7.9, Row B requires an angular plane of 45 degrees from any interior side yard when adjacent to an Institutional Zone;
- To permit a common amenity space of 6.8 square metres per unit, whereas the MUC-2 Zone requires a minimum common amenity area of 1,300 square metres for the property;
- To permit a buffer strip of 1.4 metres along the north property line, whereas Table 7.7, Row D requires a buffer strip of 3.0 metres;
- To permit a parking rate of 0.28 spaces per unit inclusive of visitor parking, whereas Table 5.3, Row 2 requires 1.5 spaces for the first 20 dwelling units and 1.25 spaces per dwelling unit in excess of 20 for an apartment building (being 822 parking spaces required).
- To allow for an electric vehicle parking provision of 5 spaces, whereas Section 5.9 (a) requires 20 per cent of the total required parking spaces for multi-unit buildings with 3 or more dwelling units to be provided as electric vehicle parking spaces;
- To allow for a designed electric vehicle parking space provision of 20 spaces, whereas Section 5.9 (b) requires a minimum of 80 per cent of the total required parking spaces to be provided as designed electric vehicle parking spaces; and,
- To allow for a bicycle parking rate of 0.57 spaces per unit, whereas Table 5.7, Row 1 requires a bicycle parking rate of 0.1 short term spaces per dwelling unit, 2 spaces minimum, and 1 long term space per dwelling unit, 2 spaces minimum.

Staff are recommending additional specialized regulations that include:

- Ministry of Transportation setbacks of 25 metres to Highway 6 and 14 metres to Stone Road West; and,
- Holding Provisions (H) to ensure development does not occur until certain conditions have been met to the satisfaction of the City.

Site-specific zoning regulations requested by the applicant that are supported by staff are included in Attachment-4. Additional site-specific regulations recommended by staff are included in Attachment-4. An analysis of the site-specific zoning regulations requested by the applicant is included in the Planning Analysis in Attachment-9.

## **Proposed Development**

The applicant is proposing two, 7-storey residential buildings connected by a single storey indoor amenity area with 489 units. A one level parking structure is also being provided. The proposed structures are part of the Phase 2 development of the lands to create a student residential complex. While the current conceptual plans show 653 total units (Phases 1 and 2), the requested density (300 UPH) permits flexibility to accommodate an additional 12 units (within Phase 2) within the proposed building envelope, should the interior composition of the buildings change through detailed design. These additional 12 units (total of 665 units) are also incorporated into the requested Zoning By-law Amendment to avoid future Zoning By-law Amendments / Minor Variances. The residential units will be geared towards housing students enrolled with the University of Guelph.

An existing hotel that was converted into a 164 unit residential building geared to students attending the University of Guelph as part of Phase 1 of the development is already occupied and situated on the eastern portion of the property fronting onto Scottsdale Drive. No changes are being proposed to the existing Phase 1 building.

A total of 191 vehicular parking spaces are being proposed for both Phase 1 and Phase 2. The two existing road accesses from the site to Scottsdale Drive will be altered, so that the south access will be removed, and the north access re-aligned with the entrance to the adjacent Stone Road Mall.

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

While the concept plans and renderings show two, 7-storey buildings, the applicant will need to revise their plans to accommodate the required Ministry of Transportation (MTO) setback to Highway 6 and Stone Road West. These revisions will most likely include an increase in building height if the applicant wishes to build a certain number of residential suites. Requirements of the MTO are further discussed in the Planning Analysis in Attachment-9 and Urban Design Peer Review 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 489 new residential suites. 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: \$400K to \$500K. This property is owned by the University of Guelph and leased to an unrelated entity. The leaseholder has applied to court for an exemption from property tax on this land and as such, depending on the result of that application to court, the property may be exempt.

Estimated Development Charge impacts: \$15,586,875 - \$20,655,360. 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: \$695,849.

Estimated Parkland Dedication or Parkland Payment in Lieu: Confirmation that all suites do not meet the parkland dedication by-law definition of a dwelling unit will be determined at the time of building permit application.

These figures are approximate 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.

**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 lands. FoTenn Planning + Design was also retained to complete an Urban Design Peer Review and make recommendations on how the design could be modified to accommodate increased building and parking setbacks required by the Ministry of Transportation. The planning analysis is included as Attachment-9 and the urban design peer review is included as Attachment-10.

BA Consulting Group was retained to complete a peer review of the parking study submitted by the applicant in support of the proposed parking reduction. The parking peer review memo is included as Attachment-11.

In summary, the planning analysis of the proposed Official Plan and Zoning By-law amendments concludes that the proposed development of the subject property is supported by Provincial policies and the City of Guelph Official Plan. 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 proposal from agencies and internal City departments are included in Attachment-13. The planning analysis addresses the following:

- Evaluation of the proposal against the Provincial Planning Statement, October 2024 which replaced the primary provincial policy documents that govern land use planning in Ontario, being the Provincial Policy Statement, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan).
- Evaluation of the proposal's conformity with the Official Plan, including the review of the proposed Official Plan amendment;
- Evaluation of the proposal's conformity with Zoning By-law (2023)-20790, including the review of the proposed zoning regulations and the need for any additional specialized zoning regulations;
- Review of the proposal's land use compatibility with adjacent and established land uses;
- Review of the overall layout, built form, parking and pedestrian connections,
- Review of site servicing and grading;
- Review of supporting documents submitted in support of the applications; and,
- Address all comments and issues raised during the review of the applications.

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 outlined in Attachment-4. Staff also recommend that no further public notice is required to address additional zoning regulations recommended by staff and therefore no further public notice is required in accordance with Section 34(17) of the Planning Act.

### **Consultations and Engagement**

The applicant held an in-person neighbourhood information meeting on December 11, 2023, to inform the community about the proposed development and obtain feedback. A neighbourhood information meeting summary is included in the Planning Justification Report submitted with the applications.

A combined Notice of Complete Application and Public Meeting was mailed on May 17, 2024, to local boards and agencies, City service areas and property owners within 120 metres of the subject property. Notice of the Public Meeting was also advertised on the City's website and in Guelph Today on May 16, 2024. Notice of the applications has also been provided by signage on the subject property and all supporting documents submitted with the applications have been posted on the City's website.

The Notice of Decision Meeting was emailed on October 31, 2024, to interested parties who either spoke at the statutory public meeting, provided comments on the applications, or requested to receive notice of any future revisions or decisions.

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. 99  
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 Conceptual Site Plan and Renderings  
Attachment-9 Planning Analysis  
Attachment-10 Urban Design Peer Review  
Attachment-11 Parking Peer Review Memo  
Attachment-12 Community Energy Initiative  
Attachment-13 Departmental and Agency Comments  
Attachment-14 Public Notification Summary

### **Departmental Approval**

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