

PLANNING JUSTIFICATION REPORT

OFFICIAL PLAN AMENDMENT &
ZONING BY-LAW AMENDMENT

1166 - 1204 Gordon Street
City of Guelph

Date:

April 2023

Prepared for:

GSD Development & Management Inc.

Prepared by:

MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC)

540 Bingemans Centre Drive, Suite 200

Kitchener, Ontario

T: 519.576.3650

F: 519.576.0121

Our File 22460A

CONTENTS

- 1.0 Introduction 3**
- 2.0 Context..... 4**
- 3.0 Proposed Development 9**
- 4.0 Revised Applications15**
 - 4.1 Revisions to the Proposed Official Plan Amendment.....15
 - 4.2 Revisions to the Proposed Zoning By-law Amendment15
 - 4.2.1 Zoning By-law No. (1995)-14864 15
 - 4.2.2 Zoning By-law (2023)-20790 16
- 5.0 Technical Reports 18**
- 6.0 Planning Analysis..... 19**
 - 6.1 Planning Act..... 19
 - 6.2 Provincial Policy Statement, 2020 19
 - 6.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 21
 - 6.4 City of Guelph Official Plan 22
 - 6.5 Urban Design Concept Plans for the Gordon Street Intensification
Corridor, 2018 28
 - 6.6 City of Guelph Affordable Housing Strategy 30
 - 6.7 Community Energy Initiative 30
 - 6.8 City of Guelph Zoning By-law31
 - 6.8.1 Zoning By-law No. (1995)-14864..... 31
 - 6.8.2 Zoning By-law No. (2023)-20790..... 36
- 7.0 Public Consultation 38**
- 8.0 Conclusion..... 39**
- APPENDIX A 40**
- APPENDIX B 41**
- APPENDIX C 42**

FIGURES

Figure 1 - Location Map

Figure 2 - Context Map

Figure 3 - Conceptual Site Plan

Figure 4 - Proposed Apartments as viewed from Gordon Street

Figure 5 - Proposed Street Townhouses as viewed from Landsdown Drive

Figure 6 - Original Conceptual Site Plan

Figure 7 - Revised Conceptual Site Plan

Figure 8 - Urban Design Concept Plans for the Gordon Street Intensification Corridor
Conceptual Design for Area 2

Figure 9 - Angular Plane

APPENDICES

Appendix A – Proposed Official Plan Amendment

Appendix B – Proposed Zoning By-law Amendment

Appendix C – Zoning Analysis Chart

1.0 Introduction

MacNaughton, Hermsen, Britton, Clarkson Planning Limited (“MHBC”) has been retained by GSD Development & Management Inc. to prepare a Planning Justification Report in support of Official Plan and Zoning By-law Amendment applications for 1166 – 1204 Gordon Street in the City of Guelph (hereinafter referred to as the “subject lands”).

The applications were originally submitted in March 2022 and are municipally known as OZS22-007. The applications would permit an increased density in the *Medium Density Residential* designation, rezone the lands, and establish site-specific zoning provisions to facilitate the construction of two six-storey apartments fronting on Gordon Street and three blocks of street townhouses fronting onto Landsdown Drive.

The applications were deemed complete on May 11, 2022 and a public meeting was held on July 11, 2022. Since that time the proposed development and facilitating applications have been revised in response to resident, staff, and agency comments that were received as part of the public meeting and circulation.

This Report summarizes the changes to the proposed development and facilitating applications and provides MHBC’s planning opinion of the same. Updated reports are summarized and will be resubmitted as part of the revised proposal, along with a comprehensive comment response matrix. Revised draft Official Plan and Zoning By-law Amendments are appended to this Report.

2.0 Context

Location and Site Characteristics

The subject lands are located in south Guelph on the east side of Gordon Street, north of the intersection of Arkell Road and Gordon Street (**Figure 1**). The subject lands are comprised of six properties which are presently developed with single detached dwellings and have a combined area of approximately 1.1 hectares and a frontage of 171 metres on both Gordon Street and Landsdown Drive.

Vegetation on the subject lands is typical of single detached development with grassed lawns, trees, and private gardens. A Tree Management Plan confirms that the subject property contains 70 private trees. The subject lands generally slope from northeast to southwest with an approximate two metre fall from Landsown Drive to Gordon Street.

Grading and Infrastructure

The subject lands generally slope from northeast to southwest with an approximate two metre fall from Landsown Drive to Gordon Street. One year of groundwater monitoring has been completed and has confirmed that the water table is high in this area, with the highest level near the centre of the subject lands.

A Phase One Environmental Site Assessment has been prepared by GM Blueplan and concludes that the subject lands have low potential to impact on-site and off-site sources with regard to potential or actual environmental concerns. No further investigation was recommended.

GM Blueplan prepared a Stormwater Management and Functional Servicing Report which confirms that the existing dwellings are serviced by municipal water and sanitary services. The existing homes are additionally serviced with gas, telecommunications, and an overhead hydro corridor, all from Gordon Street.

Street Network

The lands are well connected to the City's street network via Gordon Street and Landsdown Drive. Gordon Street is a Primary Street with a right-of-way width of 30 metres, two travel lanes in each direction, a dedicated bicycle lane in each direction, no street parking, and sidewalks on both sides. Gordon Street provides north-south access through the City from Highway 401 through downtown. An additional northbound right turn lane is proposed at the intersection of Gordon Street and Arkell Road.

The existing dwellings on the subject lands are accessed from Gordon Street via individual driveways. Landsdown Drive is a local road with a right-of-way width of approximately 20 metres. It has one lane of travel in each direction and one sidewalk along the west, abutting the subject lands. Landsdown Drive

Figure 1: Location Map



connects to Gordon Street at the north and to Valley Road at the south, providing access to low density residential dwellings.

Active Transportation

The subject lands have access to dedicated bicycle infrastructure along Gordon Street, providing connections through the City to downtown. Sidewalks are provided along Gordon Street and one side of Landsdown Drive and connect to the surrounding sidewalk network.

Schedule 6 to the Official Plan identifies proposed City trails adjacent to and through the natural heritage feature east of the subject lands, providing connections from Arkell Road to Kortright Road East and to the east.

Sidewalks and on road painted bicycle lanes are located on both sides of Gordon Street and connect with the surrounding active transportation networks.

Transit

The subject lands are well served by existing public transit. Multiple Guelph Transit bus routes travel along this portion of Gordon Street, with the nearest stops located a one minute walk from the subject lands (Gordon Street and Valley Road and Gordon Street and Landsdown Drive).

GO Transit has two routes along Gordon Street with a stop at the intersection of Gordon Street and Arkell Road, with one route travelling from Guelph to Mississauga and the other from Guelph to Vaughan.

Surrounding Uses

The surrounding area is mixed-use with Gordon Street experiencing redevelopment to medium-rise buildings at increased densities (**Figure 2**). Examples include the Solstice condominiums (five and seven storeys), Liberty Square (five storeys), Arkell lofts (four storeys), Ten77 condominiums (four storeys), 1329 Gordon Street (nine storeys), and other planned developments proximate to the Gordon Street and Arkell Road intersection.

Residential uses to the east of the subject lands, including those on Landsdown Drive, are low density residential. Commercial areas located at the intersections of Gordon Street and Arkell Road and Gordon Street and Kortright Road.

Parks and Open Space








The subject lands are well served by existing parkland. Bathgate Drive Park is within a five minute walk and includes a playground. Robin Road Park is also accessible from the subject lands through the intervening low density residential neighbourhood.

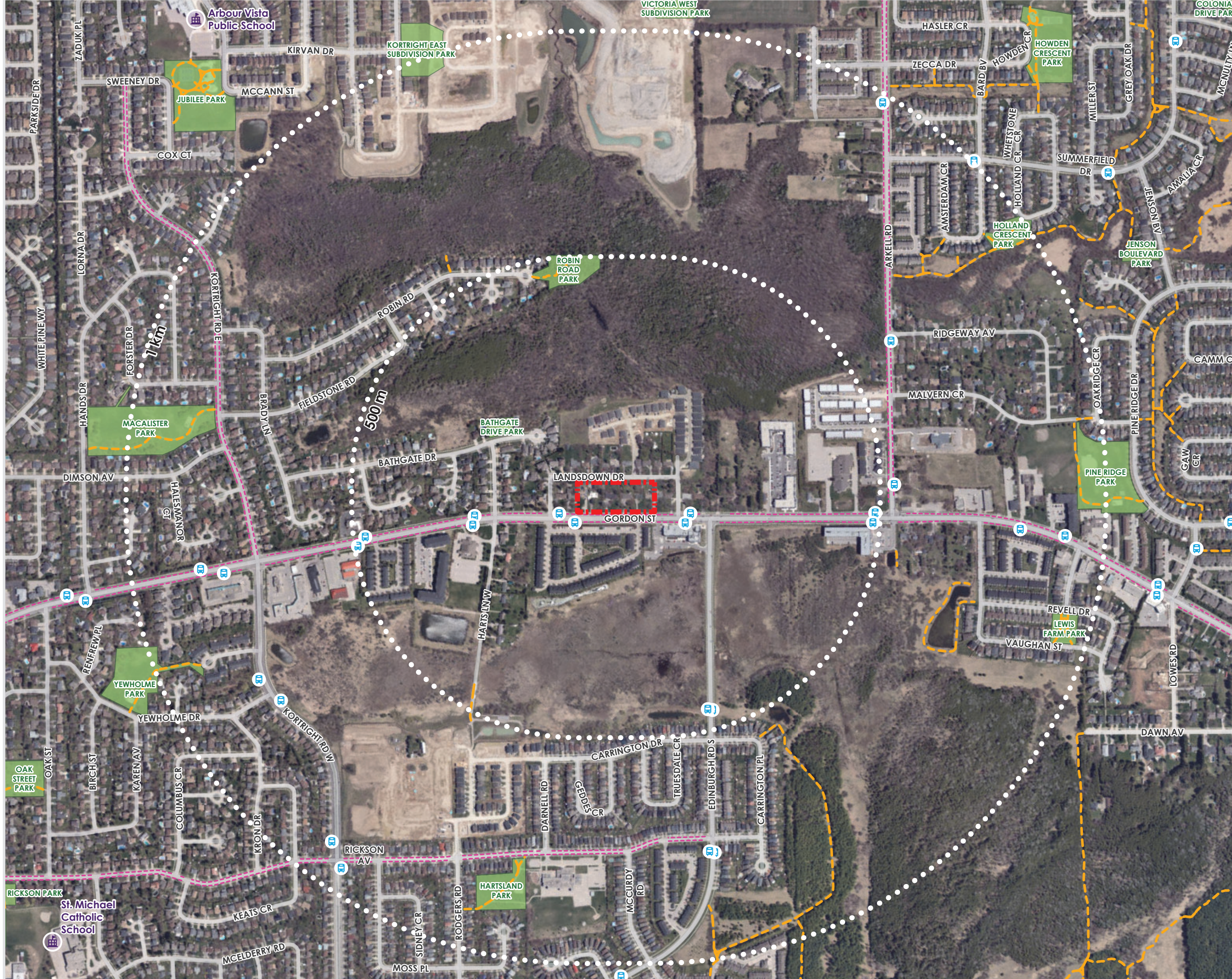
Trails are proposed through the natural area to the east and will connect with existing trails including the Westminster Woods Trail, accessed from Arkell Road.

Figure # 2 Context map

1166-1204 Gordon Street
City of Guelph
Wellington County, ON

LEGEND

-  Subject Lands
-  Walking Distance (500m, 1km)
-  Parks
-  Schools
-  Bus Stops
-  Trails
-  Cycling Paths



Sources:
 - City of Guelph Open Data
 - Contains information licensed under the Open Government Licence – Ontario.

DATE: April, 2023
 FILE: 22460A
 SCALE: 1:8,000
 DRAWN: JB



Document Path: K:\22460A\1166-1204 Gordon Street Guelph\RPPT\Mapping.aprx



**PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE**

200-540 BINGEMANS CENTRE DR. KITCHENER, ON, N2B 3X9
 P: 519.576.3650 F: 519.576.0121 | WWW.MHBCPLAN.COM

Amenities

The subject lands are within the Rickson Ridge Public School, Ecole Arbour Vista Public School, Centennial CVI, and JF Ross CVI catchment areas of the Upper Grand District School Board. Within the Wellington Catholic District School Board, the subject lands are served by St. Michael Catholic School and Bishop Macdonell Catholic High School. A new secondary school is planned for Arkell Road and Victoria Road South and would serve the surrounding area.

Institutional uses, including the University of Guelph, are accessible from the subject property via active and public transportation. Places of worship, recreation uses, and commercial centres are proximate or accessible via active and public transportation. A grocery store (Zehrs) is approximately 2 kilometres from the subject lands.

Summary

In summary, the subject lands are located along an Intensification Corridor that is well served by public and active transit. In accordance with the direction of the Official Plan, the built form along Gordon Street is transitioning to medium rise building types that support transit and are compatible with the low rise residential uses adjacent to the Gordon Street corridor.

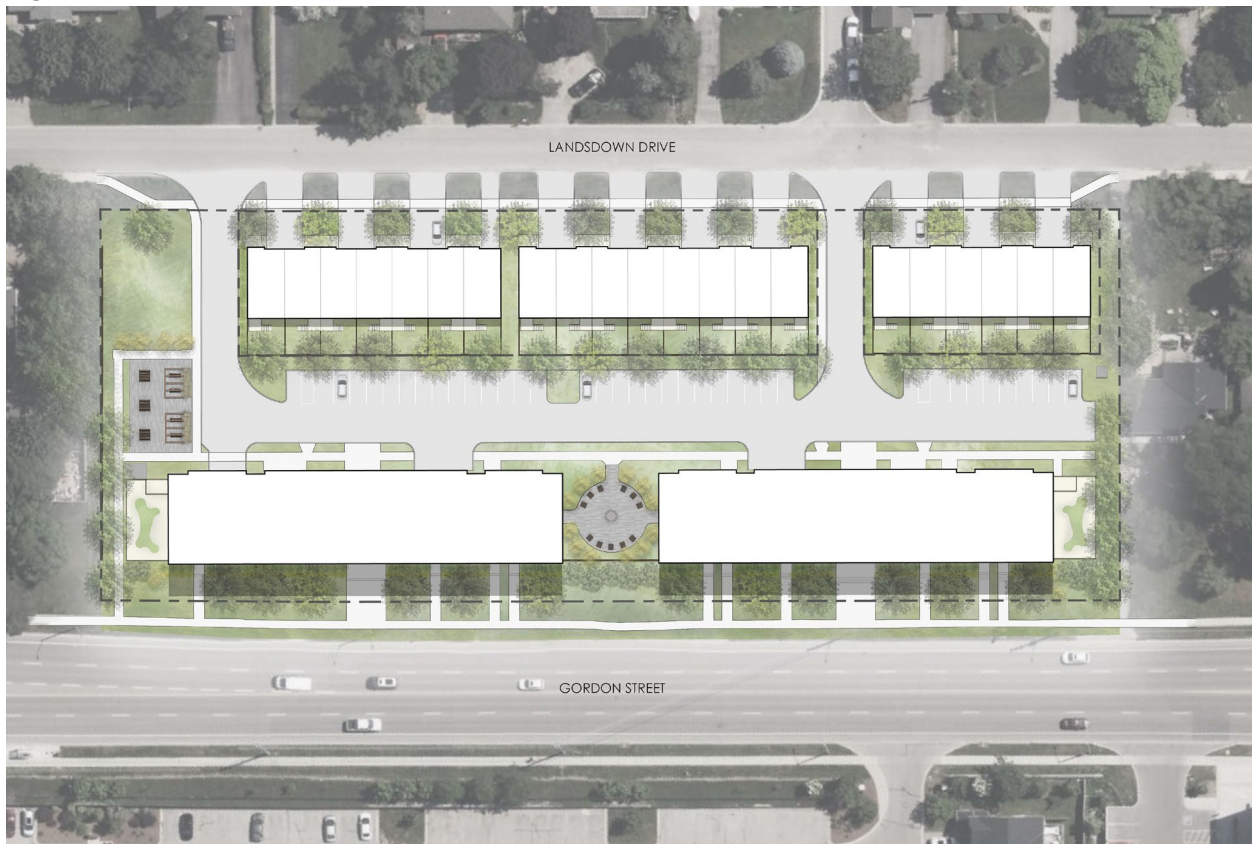
Given the subject land's surrounding context and adjacent uses, it is appropriate for redevelopment of more intense residential uses that are more pedestrian and transit focused and are compatible with adjacent low density residential uses.

3.0 Proposed Development

The revised development proposal refines the original in response to comments from residents, agencies, and staff, as shown in **Figure 3**.

Figure 3: Conceptual Site Plan

Source: MHBC



The applications for an Official Plan Amendment and Zoning By-law Amendment are proposed to facilitate development with a mix of housing options. Two six-storey apartments are proposed on the west side of the subject lands, fronting onto Gordon (**Figure 4**). The apartments will provide a total of 122 units between the two buildings, with a mix of units (33 one bedroom units, 55 two bedroom units, 25 three bedroom units, and 9 four bedroom units). In order to accommodate four bedroom units, a portion of the units on the first floor that face Gordon Street will be two storeys. Parking is proposed via a rear surface parking lot and underground parking within the combined basement of the apartments. Two new vehicular accesses are proposed from Landsdown Drive, and an accessible pedestrian path is will be constructed at the north of the subject lands to provide active transportation from Gordon Street to

Landsdown Drive. Common outdoor amenity area is provided around this path, as well as between the two apartments and at the south of the lands. Indoor amenity area is additionally proposed within the ground floor of each building.

Figure 4: Proposed Apartments as viewed from Gordon Street

Source: Broadview Architect Inc.



Three blocks of street townhouses are proposed at the east end of the subject lands fronting onto Landsdown Drive (**Figure 5**). The townhouses will be three storeys in height and will act as a transition between the existing low density residential neighbourhood and the proposed apartments. A total of 21 townhouse units are proposed, each with an attached garage and driveway.

Figure 5: Proposed Street Townhouses as viewed from Landsdown Drive

Source: Broadview Architect Inc.



The revised proposal continues to propose that the subject lands be developed in two parcels with the apartment buildings and associated surface and underground parking on one parcel and the townhouses on another. Accordingly, the apartments and townhouses are proposed to be zoned differently, with the apartments proposed to be zoned “Specialized High Density Apartment (R.4B-XX)” and the townhomes

proposed to be zoned “Specialized On-Street Townhouse (R.3B-XX)”. Impacts of the revised design on the proposed applications are outlined in Sections 3.3 and 3.4 of this Report and the draft Official Plan and Zoning By-law Amendments are appended.

The revised proposal is supported by the original and updated technical reports and studies which are summarized in Section 4 of this Report.

A summary of the main revisions is provided in the table below:

Table 1: Summary of Revisions

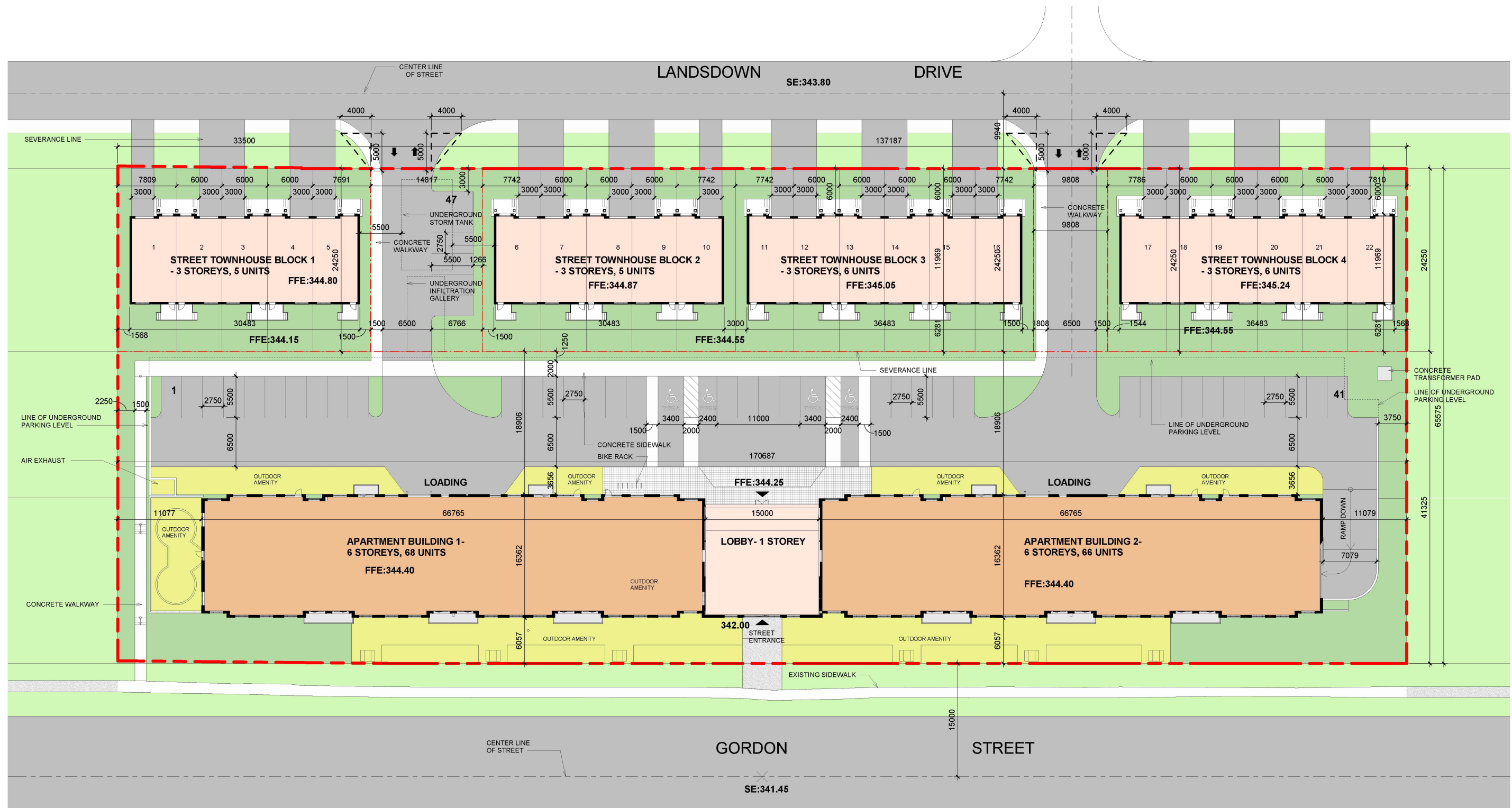
	Original Proposal	Revised Proposal	Change
Use	Apartments and Street Townhouses	Apartments and Street Townhouses	No change
Height	6 storeys (apartment) 3 storeys (townhouses)	6 storeys (apartment) 3 storeys (townhouses)	No change
Number of Units	134 apartment units 22 townhouses 156 total	122 apartment units 21 townhouses 143 total	- 13 units
Density	175 UPH (apartments) 62 UPH (townhouses) 142 UPH total	155 UPH (apartments) 60 UPH (townhouses) 128 UPH total	- 20 UPH (apartments) - 2 UPH (townhouses)
Parking	173 (apartment) 44 (townhouses) 217 total	162 (apartment) 42 (townhouses) 204 total	- 13 parking stalls Parking requirements met
Access to Subject Lands	Two from Landsdown Drive	Two from Landsdown Drive	The northern access has been moved to the north
Access to Underground Parking	Via a ramp at the south of the property, visible from Gordon Street	From the interior of the subject lands	The ramp is no longer visible from Gordon Street
Landscaped Area	Required a Zoning By-law Amendment to permit a reduction to 36% for the apartments	The amount of landscaped area has increased to 43.9%	An amendment is no longer requested and the amount of landscaped open space provided now exceeds the by-law requirements by approximately 4%
Common Amenity Area	Required a Zoning By-law Amendment to permit a reduction to	The amount of common amenity area has decreased to 1,526	- 234 m2 of common amenity area

	Original Proposal	Revised Proposal	Change
	1,760 m ² (2,880 m ² required)	m ² (2,640 m ² required)	
Location of Outdoor Amenity Area	Dispersed with a large portion along the frontage of Gordon Street	Amalgamated into three areas with the majority along the north end	Amalgamated with no amenity area along the frontage of Gordon Street
Interaction with Gordon Street	Amenity area with one access to the shared apartment lobby	12 access are provided from Gordon Street to the apartment buildings	Additional accesses have been added to the Gordon Street frontage
Apartment Lobby	One storey shared lobby between the apartment buildings	The connecting lobby has been removed and replaced with at-grade outdoor amenity, with interior lobbies for each building. The east side of the amenity space is raised due to the topography of the lands.	The connecting lobby has been removed and replaced with at-grade outdoor amenity, with interior lobbies for each building. The east side of the amenity space is raised due to the topography of the lands.
Accessibility	Accessibility was not provided or was unclear	Accessible pedestrian access provided from a new path at the north end	Accessible pedestrian access provided from a new path at the north end
Pedestrian Pathway	Pathway from Gordon Street to Landsdown Drive including stairs	Pathway from Gordon Street to Landsdown that is fully accessible	Fully accessible pathway is now provided from Gordon Street to Landsdown Drive
Tree Preservation	9 trees were proposed to be retained	28 trees are proposed to be retained.	Underground utilities and townhouse blocks have been reconfigured to retain 19 additional trees

See **Figure 6** for a conceptual site plan of the original proposal and **Figure 7** for the revised proposal.

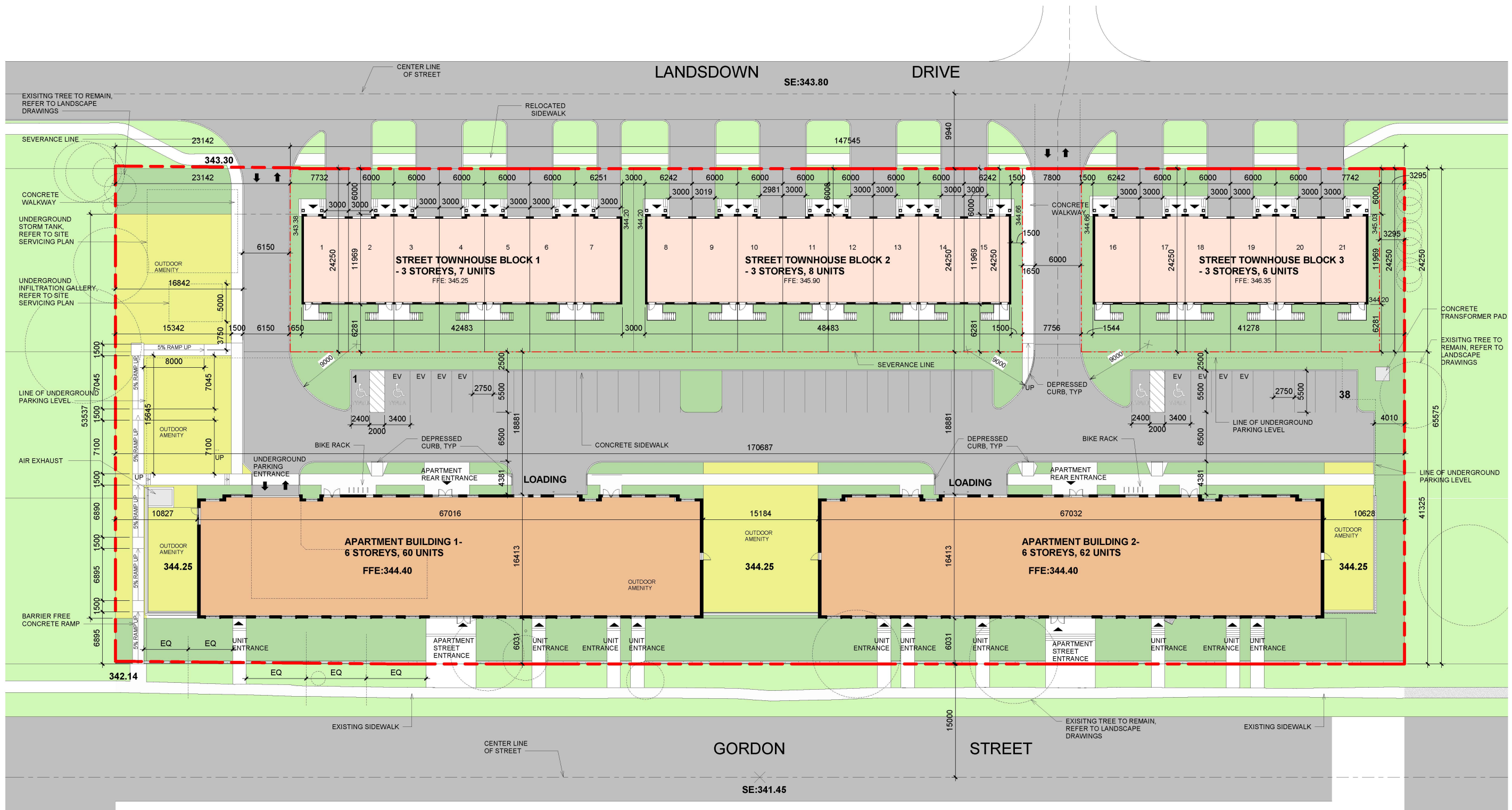
An updated Urban Design Brief is included in the revised submission and outlines the design changes above in additional detail.

Figure 6 – Original Proposal



1 SITE PLAN
A0.01 1:250

Figure 7 – Revised Proposal



1 SITE PLAN
A0.01 1 : 250

4.0 Revised Applications

The requested Official Plan and Zoning By-law Amendments have been revised to reflect changes to the proposed development, as described below.

4.1 Revisions to the Proposed Official Plan Amendment

The subject lands are designated *Medium Density Residential*, which permits multiple unit residential buildings including apartment buildings and townhouses at a height from 2 – 6 storeys and a density between 35 and 100 units per hectare. The lands are within the *Gordon Street / Arkell Road Intensification Corridor*, which is a *Strategic Growth Area* with a density target of 120 residents and jobs combined per hectare.

The original application proposed to establish a site-specific policy to the *Medium Density Residential* designation to permit an increase in maximum density of 176 units per hectare for the apartment parcel. The apartment parcel is proposed to have an area of 0.747 hectares.

The revised proposal reduces the number of units in the apartment parcel from 134 units to 122 units, reducing the density to 155 units per hectare. Accordingly, the requested Official Plan Amendment has been modified as follows:

Notwithstanding Section 9.3.3, the provisions of the Medium Density Residential land use designation, an apartment development may be permitted at a maximum net density of 155 units per hectare on lands municipally known as 1166 – 1204 Gordon Street.

4.2 Revisions to the Proposed Zoning By-law Amendment

4.2.1 Zoning By-law No. (1995)-14864

The subject lands are currently zoned "Residential Single Detached (R.1B)" in the City of Guelph Zoning By-law (1995)-14864. Multiple dwellings are not a permitted use in the R1.B zone, necessitating a Zoning By-law Amendment.

The amendment proposes to rezone the subject lands into two categories as follows:

- Apartments: to change the 'R.1B' zone to the 'R.4B-XX' zone with site-specific exceptions to:
 - Recognize Gordon Street as the front lot line for zoning purposes;
 - Permit a maximum density of 155 units per hectare; where a maximum density of 150 units per hectare is permitted;
 - Permit a maximum floor space index of 1.59, whereas a maximum of 1.5 is permitted;
 - Permit an angular plane of 47.6 degrees whereas 45 degrees is permitted;
 - Permit a minimum common amenity area of 1,525 square metres, whereas 2,640 square metres are required; and,
 - Permit a buffer strip along the rear lot line of the townhouse block and around the perimeter of surface parking lots of 2.5 metres, whereas 3 metres is required.
- Street townhouses: to change the 'R.1B' zone to the 'R.3B-XX' zone with site-specific exceptions to:
 - Permit a minimum lot area per unit of 145.5 m², where 180 m² is required;
 - Permit a minimum rear yard of 6.28 m, where 7.5 m is required; and,
 - Permit a parking size within a garage of 2.75 m x 5.5 m, where 3 m x 6 m is required.

The revised Zoning By-law Amendment no longer requires an amendment for landscaped open space.

For additional details see Section 6.8.1 of this Report.

4.2.2 Zoning By-law (2023)-20790

The City of Guelph adopted a new Comprehensive Zoning By-law on April 18, 2023. Zoning By-law (2023)-20790 zones the subject lands *Medium Density Residential (RM.5(PA)(H13))*. The RM.5 zone permits apartment buildings and on-street townhouses with a maximum height of four storeys and a maximum density of 100 units per hectare. The (PA) suffix indicates areas where a Parking Adjustment applies. In this case, required parking is 1.1 spaces per unit to 1.5 spaces per unit for apartments, inclusive of visitor parking, and one space per unit for street townhouses. The (H13) Holding Provision is in place to ensure that adequate municipal services are available to service the development. To remove the (H13), a municipal services review is required. If the review demonstrates that adequate services are available, the (H13) may be lifted. If services are not adequate, the (H13) may be lifted if the required services are designed and constructed by the proponent or if adequate securities are provided by the proponent for the same.

A Zoning By-law Amendment will be required to facilitate the proposed development when Zoning By-law (2023)-20790 is in force and effect, as described below:

- To remove the H13 holding provision from the subject lands
- Apartments: to change the 'RM.5' zone to the 'RM.6' zone with site-specific exceptions to:
 - Recognize Gordon Street as the front lot line for zoning purposes;
 - Permit a maximum density of 155 units per hectare, whereas a maximum of 100 units per hectare is permitted;
 - Permit an angular plane of 47.6 degrees whereas 45 degrees is permitted;

- Permit a minimum common amenity area of 1,526 square metres, whereas 2,440 square metres are required;
- Permit a buffer strip of 2.5 metres along the rear lot line of the townhouse block, whereas 3 metres is required; and,
- Permit parking spaces to be located within 2.5 metres of a lot line, whereas 3 metres is required.
- Street townhouses: to change the 'RM.5' zone to the 'RM.5-XX' zone with site-specific exceptions to:
 - Permit a minimum lot area per unit of 145.5 m², where 180 m² is required;
 - Permit a minimum rear yard of 6.28 m, where 7.5 m is required; and,
 - Permit a parking size within a garage of 2.75 m x 5.5 m, where 3 m x 6 m is required.

For additional details see Section 6.8.2 of this Report.

5.0 Technical Reports

A significant amount of fieldwork, monitoring, and analysis has occurred to inform the design of the proposed development. The analysis is documented in the following reports which were submitted as part of the original application and were summarized in the original Planning Justification Report:

- Planning Report and Urban Design Brief, prepared by Astrid J. Clos and dated March 25, 2022;
- Phase One Environmental Site Assessment, prepared by GM Blueplan and dated February 2022;
- Stage 1 – 2 Archeological Assessment, prepared by Amick Consultants Limited, dated August 19, 2021;
- Hydrogeological Study, prepared by GM Blueplan and dated February 2022;
- Stormwater Management and Functional Servicing Report, prepared by GM Blueplan and dated March 9, 2022;
- Transportation Impact Study, prepared by Paradigm Transportation Solutions and dated January 2022;
- Roadway Traffic Noise Feasibility Assessment, prepared by Gradient Wind and dated February 4, 2022;
- Sun and Shadow Study, prepared by Gradient Wind and dated January 17, 2022;
- Pedestrian Level Wind Study, prepared by Gradient Wind and dated January 14, 2022; and,
- Tree Preservation Plan, prepared by Aboud & Associates Inc. and dated March 15, 2022.

In response to resident, staff, and agency comments, the following reports have been updated as part of the revised proposal:

- This Planning Justification Report
- An Urban Design Brief
- A Hydrogeological Study
- A Stormwater Management and Functional Servicing Report
- A Transportation Impact Study Addendum
- A Tree Management Plan and Arborist Report
- A Roadway Traffic Noise Feasibility Assessment
- A Pedestrian Wind Study

The aforementioned technical reports continue to support the proposed development and demonstrate that the revised development can be adequately serviced, stormwater can be appropriately managed, no roadway improvements are required to support traffic generated by the development, and noise impacts from roadway traffic can be mitigated with air conditioning and warning clause. The Tree Management Plan and Arborist Report demonstrate that the maximum number of trees will be retained while facilitating the proposed development. A grading plan and revised architectural plans are included in the revised submission.

6.0 Planning Analysis

This section of the report reviews the applicable land use policy framework as it applies to the subject lands and outlines how the proposed development and facilitating applications are consistent with and/or conform to this framework.

6.1 Planning Act

Section 2 of the *Planning Act* sets out matters of provincial interest that decision makers shall have regard to in carrying out their responsibilities. The provincial interest in land use planning is largely reflected in the provincial policy framework, official plans that implement provincial policies, and through consideration of applications made under the *Planning Act*. It is recognized that the Official Plan is the most important tool to integrate and comprehensively implement provincial policies.

The City of Guelph Official Plan has recently been updated through Official Plan Amendment 80 to include updates to the *Planning Act*, *Clean Water Act*, the Provincial Policy Statement, and Growth Plan for the Greater Golden Horseshoe. This Report synthesizes and analyzes common policy themes to avoid restating policies and analysis that deal with the same subject matter, with the provincial interests outlined in the *Planning Act* addressed through policies and plans outlined below.

6.2 Provincial Policy Statement, 2020

The Provincial Policy Statement (“PPS”) provides a vision for land use planning in Ontario that encourages the efficient use of land, resources and public investment in infrastructure and public service facilities. A mix of land uses is encouraged to provide choice and diversity. A variety of modes of transportation are promoted to facilitate pedestrian movement and reduce reliance on the automobile. Public transit is encouraged as a means of creating more sustainable and healthy communities. Generally, the PPS encourages development that will provide long term prosperity, environmental health, and social well-being.

Section 1.0 – Building Strong and Healthy Communities

One of the key themes of the PPS is building strong, healthy communities and achieving efficient and resilient development patterns. Section 1.0 of the PPS address where development is directed, land use compatibility, employment, housing, public spaces (including parks), infrastructure, long-term economic prosperity, and climate change.

Section 1.1.1 of the PPS provides that healthy, liveable and safe communities are sustained by: promoting efficient development and land use patterns; accommodating an appropriate range and mix

of uses and housing types; avoiding development which may cause environmental or public health and safety concerns; avoiding development and land use patterns that would prevent the efficient expansion of settlement areas; and, promoting cost effective development patterns to minimize land consumption and servicing costs. Section 1.1.3 directs development to settlement areas to efficiently use land, resources, infrastructure, and public service facilities while supporting active and public transportation and minimizing impacts to climate change. A range of uses and densities is promoted, including through redevelopment and intensification.

Section 1.4 of the PPS provides policy direction with respect to housing in Ontario. Section 1.4.3 of the PPS identifies that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area.

Section 1.6 of the PPS provides policy direction for infrastructure and establishes a servicing hierarchy where growth is to be accommodated with municipal sewage and water services within settlement areas, where available. Stormwater is to be managed to minimize contaminant loads, erosion, and changes in water balance while mitigating risks to human health, safety, and the environment. A primary focus of the PPS is cost-effective development by focusing the majority of development to settlement areas where infrastructure is existing or planned.

The subject lands are within the Built-up Area of the City of Guelph, an urban settlement area. The proposed development facilitated by the applications accommodates a range and mix of housing on full municipal services and is at a density that supports transit. Impacts to climate change are reduced through the proposed compact form and retention of mature trees. Stormwater is appropriately managed and the extension of municipal services is not required, as confirmed through a Stormwater Management and Functional Servicing Report.

Section 2.0 – Wise Use and Management of Resources

Another key component of the PPS is the wise use and management of resources including natural heritage, water, agriculture, minerals and petroleum, mineral aggregate resources, and cultural heritage and archeology.

In this case, the subject lands are in an Intensification Corridor within the Built-up Area of the City of Guelph. There are no natural heritage features on or adjacent to the subject lands and resource extraction is not an efficient use of land within settlement areas intended for intensification.

A Stage 1 – 2 Archaeology Assessment was prepared in support of the applications and confirms that there are no cultural heritage resources on the subject lands.

Section 3.0 – Protecting Public Health and Safety

The PPS directs development away from natural and human-made hazards to protect human health and safety. This includes directing development away from flood, erosion, and dynamic beach hazards as well as lands that are contaminated or affected by lands that have been previously used for resource extraction but have not yet been rehabilitated.

The subject lands can be developed without negatively impacting public health or safety. The subject lands are not subject to any natural hazards and a Phase One Environmental Site Assessment has confirmed that the subject lands are not contaminated through historical use.

Based on the above, the proposed Official Plan and Zoning By-law Amendments are consistent with the Provincial Policy Statement.

6.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020

The 2020 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (“A Place to Grow”) came into effect on August 28, 2020. This Plan is the framework for implementing the Provincial Government’s initiative to plan for growth and development in a way that supports economic prosperity, protects the environment, and helps member communities achieve a high quality of life.

The Growth Plan is based on the principles of building compact, vibrant and complete communities; economic competitiveness; protecting natural heritage resources and employment areas; wise use of land and resources; optimizing infrastructure and transit and directing growth to and intensifying existing Built-up Areas.

Section 2.0 – Where and How to Grow

The Growth Plan establishes population and employment forecasts for member communities to 2051 and identifies Built-up Areas / Greenfield Areas, Urban Growth Centres, and priority transit corridors and requires the delineation of Major Transit Station Areas. A population target of 203,000 and an employment target of 116,000 has been identified for Guelph to 2051.

Like the PPS, the Growth Plan directs the majority of growth to Built-up Areas, with a minimum of 50% of residential development within Guelph required to occur within the Built-up Area. Complete communities are to be achieved through the promotion of a diverse mix of land uses, improved social equity, the provision of a range and mix of housing types and affordable housing, access to transportation and community services, compact building form, and low impact development and adaptation to climate change. Development that supports active and public transit is encouraged.

The Growth Plan requires municipalities to plan to diversify their overall housing stock and consider the range and mix of housing options and densities of existing housing stock. Municipalities are also required to maintain at all times land with servicing capacity sufficient to provide at least a three year supply of residential uses, which may include lands suitably zoned for intensification and redevelopment.

The subject lands are within the Built-up Area of Guelph and are along a corridor with existing transit services. The proposed development will add 21 street townhouse units and 122 apartment units to the City’s housing stock, diversifying the range and mix of housing types available within Guelph and

contributing to achieving the City’s housing targets. The proposed development is compact, accessible to community services, and is well connected to the City’s active and public transportation networks.

Section 3.0 – Infrastructure to Support Growth

The Growth Plan promotes compact built form to minimize infrastructure costs and requires municipalities to provide sufficient infrastructure capacity to accommodate growth in accordance with the Growth Plan. Stormwater management is to incorporate low impact development and green infrastructure.

The subject property is well serviced by existing active and public transportation services. The Stormwater Management and Functional Servicing Report confirms that the proposed development can be fully municipally serviced with existing municipal infrastructure and that stormwater will be appropriately managed.

Section 4.0 – Protecting What is Valuable

The Growth Plan requires the protection of natural heritage features, prime agricultural land, and areas and cultural heritage resources and prohibits development within such areas. Development on lands that include or are proximate to such features are required to demonstrate that there are no negative impacts to the features or functions of the resource.

Municipalities are encouraged to develop a system of publically-accessible parkland, open space, and trails and to create a culture of conservation where energy efficiency is prioritized.

The subject lands do not include and are not adjacent to natural heritage features. A Stage 1 – 2 Archeological Assessment did not detect any archaeological resources on the subject land and no further study.

The proposed development includes an accessible public path that connects Gordon Street to Landsdown Drive and is connected to the surrounding sidewalk network. Bicycle parking is provided in accordance with the draft comprehensive zoning by-law and promotes use of the cycling routes on Gordon Street.

Based on the above, the proposed Official Plan and Zoning By-law Amendments conform to the Growth Plan for the Greater Golden Horseshoe.

6.4 City of Guelph Official Plan

The City of Guelph Official Plan (“Official Plan”) guides land use in the City of Guelph and implements the Provincial Policy Statement and Growth Plan for the Greater Golden Horseshoe. All planning decisions within the City are required to conform to the Official Plan.

The Official Plan was adopted by Council on November 1, 1994 and approved by the Minister of Municipal Affairs on December 20, 1995. It has since been comprehensively amended, most recently through Official Plan Amendment 80, which was adopted by Council on July 11, 2022 and approved by the Minister of Municipal Affairs and Housing on April 11, 2023. OPA 80 updates the growth strategy to align with the targets of the Growth Plan to 2051, including updated minimum intensification targets.

The subject lands are identified as a *Built-up Area* on Schedule 1: Growth Plan Elements and are within a *Strategic Growth Area* (being the *Gordon Street / Arkell Road Intensification Corridor*). The subject lands are designated *Medium Density Residential* on Schedule 2: Land Use Plan and are not identified as having any development constraints or natural heritage system elements. Gordon Street is identified as an *Arterial Road* on Schedule 5: Road & Rail Network and a number of existing or planned trail systems are proximate to the subject lands as shown on Schedule 6: Trail Network. The subject lands are within *Wellhead Protection Area C* on Schedule 7: Wellhead Protection Areas. Policies related to these designations are discussed below.

Section 3.0 – Planning a Complete and Healthy Community

Section 3 of the Official Plan largely carries forward policies from the Growth Plan, including the settlement area boundary, growth targets, and policies for the Built-up Area. In keeping with the Growth Plan, intensification is directed to the *delineated built-up area*, with a minimum target of 46% of all residential development occurring annually being within the *delineated built-up area*.

The subject lands are within a *Strategic Growth Area* which is planned to achieve mixed-use development at an increased density that supports transit. In accordance with Section 3.6.4, the *Gordon Street / Arkell Road Intensification Corridor* has a density target of 120 residents and jobs combined per hectare.

Affordable housing is promoted through the implementation of minimum housing targets and by permitting and facilitating all forms of housing.

The proposed development will intensify lands that are within a *Strategic Growth Area* and will provide for a range and mix of housing that will assist with achieving the City's housing targets.

4.0 – Protecting What is Valuable

Section 4 of the Official Plan provides policy direction regarding the protection of the natural heritage system, water resources, public health and safety, community energy planning, and cultural heritage resources.

The subject lands do not contain and are not adjacent to any natural heritage features or natural hazards. The subject lands are within *Wellhead Protection Area C*, wherein Section 4.2.4.4 states that the City may require a Hydrogeological Study to assess and mitigate the potential impact of a development application on wellhead protection areas. Section 4.4.5.3 states that the City may require a Phase I or Phase II Environmental Site Assessment to determine if the property subject to a development application is contaminated from previous or adjacent land uses.

The Official Plan states that the City may require a Noise Impact Study for development applications that propose to expand sensitive land uses proximate to transportation corridors (4.4.6.1). In instances of noise exceedances, mitigation measures and warning clauses are required.

The reduction of greenhouse gas generation and sustainability is encouraged in the Official Plan. In accordance with Section 4.7, all applications for Official Plan Amendments and Zoning By-law Amendments are required to demonstrate how the development supports the goals and targets of the Community Energy Initiative through the completion of a Sustainability Checklist.

Section 4.8.6.2 requires an Archaeological Assessment where archaeological resources or areas of potential archaeological resources have been identified or have the potential to be present on lands proposed for development or site alteration.

As part of a complete application a Hydrogeological Study, Phase I Environmental Site Assessment, Noise Study, and Stage 1 – 2 Archaeological Assessment were prepared. These studies support the requested applications and demonstrate that the proposed development can proceed without negatively impacting human health or safety or cultural heritage resources, in conformity with the Official Plan.

Section 6.7 of this Report addresses the Community Energy Initiative in additional detail.

Section 5.0 – Movement of People and Goods

The Official Plan includes policies to promote public transit and increase the proportion of non-auto trips within the City. To do so, Transportation Demand Management and a more compact urban form that promotes active transportation are encouraged. Reduced parking for some land uses or locations may be appropriate, particularly within Intensification Corridors (5.11.6). Active transportation is encouraged, in part, by implementing design which reduces the risk of collisions and injuries.

Gordon Street is an Arterial Road and is intended to accommodate a high level of transit service. Direct access to individual properties is to be limited to avoid interference with the roadway.

The proposed development is a compact form that is well connected to the City's public and active transit infrastructure. The subject lands are currently developed with six single detached dwellings, each with a private driveway to Gordon Street. The proposed development will remove all existing vehicular accesses to Gordon Street, preserving the function of the arterial road and minimizing potential impacts with cyclists using the bike lanes along Gordon Street and pedestrians utilizing the sidewalk. Vehicular access is proposed from Landsdown Drive where conflict with active transportation is reduced.

While a reduction in parking is not required for the proposed development, Transportation Demand Management is recommended in the Transportation Impact Study. Recommended measures include internal walkways, lighting along pedestrian routes, weather protection, bicycle parking, electric vehicle parking, car share spaces, parking unbundled from units, and providing transit information in a welcome package.

6.o – Municipal Services Infrastructure

The Official Plan requires that new development occur on full municipal services. Development requires a detailed Stormwater Management and Engineering Report that addresses matters including the design of the stormwater management facility, impacts on quality and quantity of groundwater, and demonstration that post-development stormwater flows will match pre-development stormwater flows. Low Impact Development is encouraged.

The applications are supported by a Stormwater Management and Functional Servicing Report that addresses the required matters and demonstrates that the proposed development will occur on full municipal services with appropriate stormwater management. Low Impact Development is proposed to be utilized in infiltration galleries for rooftop water.

7.o – Community Infrastructure

The City has established an affordable housing target to be implemented through new development City-wide. Affordable housing is encouraged to locate where served by transit and other services including shopping, parks, and other community facilities. The affordable benchmark price for ownership and rental housing will be established annually to reflect changing market conditions.

Parkland dedication is required as a condition of development and may be accepted a cash payment may be provided in lieu of parkland in certain circumstances, including where the application of parkland would result in a site unsuitable for development or where existing municipal parkland is available to accommodate further development in the area.

While the proposed development is not intended to be affordable housing as defined in the Official Plan, apartments and townhouses are a more affordable housing type that will contribute to the City's available housing stock at the lower end of the price spectrum. Cash-in-lieu of parkland is proposed as the subject lands are within an Intensification Corridor and are planned to accommodate intensified uses that promote transit use. Ample parks are provided in the neighbourhood to accommodate the existing and future residents.

8.o – Urban Design

The Official Plan policies relating to Urban Design are addressed in the accompanying Urban Design Brief.

The Urban Design Brief concludes that the proposed development facilitated by the applications conforms to the Urban Design policies of the Official Plan.

9.o – Land Use

The subject lands are designated *Medium Density Residential* which permits multiple residential buildings, such as townhouses and apartments, at a height between 2 – 6 storeys and a density between 35 and 100 units per hectare (9.3.3). Affordable housing is encouraged wherever residential uses are permitted (9.2.1.1).

Section 9.3.1.1 of the Official Plan provides development criteria for multi-unit residential buildings and intensification proposals:

- 1) *Building form, scale, height, setbacks, massing, appearance and siting are compatible in design, character and orientation with buildings in the immediate vicinity.*
- 2) *Proposals for residential lot infill will be compatible with the general frontage of lots in the immediate vicinity.*
- 3) *The residential development can be adequately served by local convenience and neighbourhood shopping facilities, schools, trails, parks, recreation facilities and public transit.*
- 4) *Vehicular traffic generated from the proposed development will not have an unacceptable impact on the planned function of the adjacent roads and intersections.*
- 5) *Vehicular access, parking and circulation can be adequately provided and impacts mitigated.*
- 6) *That adequate municipal infrastructure, services and amenity areas for residents can be provided.*
- 7) *Surface parking and driveways shall be minimized.*
- 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.*
- 9) *Impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas and microclimatic conditions, such as wind and shadowing.*
- 10) *The development addresses public safety, identified public views and accessibility to open space, parks, trails and the Natural Heritage System, where applicable.*
- 11) *The conservation and integration of cultural heritage resources, including identified key public views can be achieved subject to the provisions of the Cultural Heritage Resources Section of this Plan.*

The proposed apartments and townhouses are a permitted use in the *Medium Density Residential* designation and conform to the minimum and maximum height provisions. An Official Plan Amendment to establish a site-specific policy to permit an increase in density to 155 units per hectare is requested to facilitate the proposed development.

The proposed residential use is compatible with the surrounding residential uses and the built form has been designed to be compatible with the neighbourhood. The three-storey townhouses have been oriented along Landsdown Drive to transition from the adjacent homes to the higher density apartments located along Gordon Street, an Intensification Corridor. The townhouses and first floor apartments have individual unit access onto both street frontages, creating street interest and connectivity to the surrounding community and reinforcing a publically accessible street grid network for active transportation.

The height of the apartments is mitigated through thoughtful design. Outdoor amenity area has been provided along the northern property line, adjacent to an existing single detached dwelling, and an additional outdoor amenity area is provided adjacent to the apartment near the southern property line. Adequate setbacks have been provided to facilitate tree retention and tree planting and reduce visual impact on residences to the north and south of the proposed development.

The townhouse units have lot frontages that, while reduced from the single detached dwellings that currently front on Landsdown Drive, are compatible with low density residential development. Along

Gordon Street, the first storey units have individual accesses that are connected to the sidewalk, visually reducing the frontage along Gordon Street.

The subject lands are proximate to public transit, trails, schools, and recreation facilities and are accessible to each through active and public transit. As confirmed by a Traffic Impact Study, vehicular traffic generated by the proposed development is not expected to negatively impact adjacent roads or intersections. Access provided from Landsdown Drive, eliminating the existing six driveways that front onto Gordon Street. Parking for the townhouses is provided in individual garages and within private driveways, while the apartments are serviced by underground parking accessed from the interior of the subject lands and a surface parking lot. With parking provided underground and in private garages, the visual impacts of the parking is reduced. The parking provided meets or exceeds the required parking in the Zoning By-law and is not anticipated to have an impact on surrounding streets.

As confirmed through the Stormwater Management and Functional Servicing Report, the proposed development can be adequately serviced by existing municipal infrastructure. Impacts on adjacent properties are minimized through a grading plan that matches grade at the property lines and a stormwater management plan that matches pre- and post-development flows. A Sun and Shadow Study and Pedestrian Level Wind Study were prepared to assess impacts of the proposed development on the neighbourhood with regard to shadows and wind. The Pedestrian Level Wind Study concludes that the grade level areas are predicted to have acceptable wind levels for pedestrian use throughout the year and that mitigation can be employed depending on programming. The Sun and Shadow Study concludes that new shadows cast from the proposed development are not predicted to adversely affect surrounding sidewalks, existing recreational areas, or private and communal outdoor amenity spaces during the times specified in the City of Guelph Terms of Reference. During spring and summer months the majority of shadow impacts are over Gordon Street or Landsdown Drive. The adjacent residence to the north is partially impacted by shadows during fall and winter mornings, and residences fronting onto Landsdown Drive are partially impacted by shadows during winter afternoons.

Public safety is addressed by providing additional “eyes on the street” through a design that has windows facing both street frontages and the interior of the site, as well as through a connected pedestrian path that provides an opportunity for community surveillance. A fire route and lighting will be addressed during detailed Site Plan Approval. The proposed development will not impact accessibility to open space, parks, trails, or the natural heritage system.

As confirmed by the Stage 1 – 2 Archaeological Assessment there are no identified cultural heritage resources on the subject lands or within the immediate vicinity.

Based on the above, the proposed development conforms to the City of Guelph Official Plan with the exception of the maximum permitted density, for which a site-specific Official Plan Amendment is requested to increase the permitted density from 100 units per hectare to 155 units per hectare.

The requested site-specific Official Plan Amendment conforms to the intent of the Official Plan and represents good planning as:

- Residential use in the form of apartments and townhouses are permitted within the *Medium Density Residential* designation;
- The proposed development conforms to the maximum height of the *Medium Density Residential* designation;
- The proposed development intensifies land within an *Intensification Corridor*;
- The built form is compatible with and considers the surrounding neighbourhood;
- The proposed development supports active and public transportation and utilizes Transportation Demand Management;
- Stormwater will be appropriately managed;
- Adequate municipal services are available to service the proposed development; and,
- Appropriate technical studies have confirmed the subject land's suitability for the proposed development and the proposed development's conformity with the Official Plan.

6.5 Urban Design Concept Plans for the Gordon Street Intensification Corridor, 2018

The City of Guelph has developed concept plans for the Gordon Street Intensification Corridor between Harvard Road and Clairfields Drive. The concept plans are intended to illustrate a cohesive vision for the intensification of Gordon Street through sample redevelopment concepts.

The subject lands are within Demonstration Site 4 (see **Figure 8**), which directs massing to Gordon Street with townhouses along Landsdown Drive, has vehicular access from Landsdown Drive, and includes internal parking that is screened from both streets.

The need for a public park within the Site 4 area was identified and will be supported by the proposed development through cash-in-lieu of parkland.

The proposed development is in keeping with the concept plan for Site 4 and implements the urban design principles of the Urban Design Concept Plans for the Gordon Street Intensification Corridor.

Figure 8: Conceptual Urban Design Illustration for Area 2

Conceptual Urban Design Illustration for Area 2 - Harts Lane to north of Arkell Road



6.6 City of Guelph Affordable Housing Strategy

The importance of affordable housing is outlined in the Official Plan and in the Affordable Housing Strategy. Both documents promote housing that is affordable to low and moderate income households and establish a target of 30% of new residential development constituting affordable housing.

While the proposed development is not intended to be affordable housing as defined in the Official Plan, the compact form and mix of apartment and townhouse unit types will provide a more affordable housing type to the City's housing stock. The proposed applications support the City's affordable housing objectives as follows:

- 122 apartment units and 21 townhouse units are proposed. Typically apartment and townhouse units are more affordable than single detached dwellings, both in terms of purchase price and ongoing utility costs.
- The proposed development can be adequately serviced using existing infrastructure which minimizes servicing costs.
- The subject lands are located in an area served by existing transit and located close to other services. The location of the lands to nearby services and amenities supports an affordable lifestyle.

6.7 Community Energy Initiative

The Community Energy Initiative ("CEI") (formerly Community Energy Plan) is Guelph's commitment to use and manage energy more efficiently than in the past. The CEI aims to have Guelph become a Net Zero Carbon community by 2050, with City corporate operations powered 100% by renewable energy by 2050.

Section 4.7 of the City's Official Plan provides policy direction with respect to the City's Community Energy Initiative, currently identified in the OP as Community Energy Plan.

The following items are proposed by the proponent to comply with the City of Guelph's Community Energy Initiative:

Site Design

- Compact and optimized site design;
- Comprehensive erosion and sediment control plan throughout the site;
- New native tree and shrub plantings throughout the site;
- Drought resistant and salt tolerant landscaping wherever possible;
- Provision of electric vehicle parking spaces;
- AODA compliant pedestrian sidewalks and walkways throughout the site including to the central amenity area and connecting Gordon Street to Landsdown Drive;
- Convenient direct access to existing public transit routes along Gordon Street;

- Excellent proximity to existing active transit routes, including existing bike lanes on Gordon Street and connections to the City's trail network; and
- Application of infiltration galleries and/or rain gardens to promote the replenishment of groundwater.

Construction Methods

Construction measures will be considered through the site plan approval process as the detailed building and site design are determined. Potential measures include additional insulation, energy efficient lighting, reuse of onsite soils, and the use of local trades and suppliers.

6.8 City of Guelph Zoning By-law

An analysis of the proposed development's compliance with Zoning By-law No. (1995)-14864 and the New Comprehensive Zoning By-law are provided in this section. For a full analysis of the proposed development's conformity with both by-laws see **Appendix C**.

6.8.1 Zoning By-law No. (1995)-14864

The subject lands are zoned *Residential Single Detached (R.1B)* in the City of Guelph Zoning By-law (1995)-14864. Multiple dwellings are not a permitted use in the R1.B zone.

In order to facilitate the proposed development a Zoning By-law Amendment is required. The amendment proposes to rezone the subject lands into two categories as follows:

- Apartments: to change the 'R.1B' zone to the 'R.4B-XX' zone with site-specific exceptions to:
 - Recognize Gordon Street as the front lot line for zoning purposes;
 - Permit a maximum density of 155 units per hectare; where a maximum density of 150 units per hectare is permitted;
 - Permit a maximum floor space index of 1.59, whereas a maximum of 1.5 is permitted;
 - Permit an angular plane of 47.6 degrees whereas 45 degrees is permitted;
 - Permit a minimum common amenity area of 1,525 square metres, whereas 2,640 square metres are required; and,
 - Permit a buffer strip along the rear lot line of the townhouse block and around the perimeter of surface parking lots of 2.5 metres, whereas 3 metres is required.
- Street townhouses: to change the 'R.1B' zone to the 'R.3B-XX' zone with site-specific exceptions to:
 - Permit a minimum lot area per unit of 145.5 m², where 180 m² is required;
 - Permit a minimum rear yard of 6.28 m, where 7.5 m is required; and,
 - Permit a parking size within a garage of 2.75 m x 5.5 m, where 3 m x 6 m is required.

The following provides a rationale for the requested site-specific provisions:

Apartments

Gordon Street as the Lot Frontage

When the subject lands are divided into a townhouse parcel and an apartment parcel, the legal frontage for the apartments will be on Landsdown Drive. The site-specific amendment proposes to recognize Gordon Street as the frontage for zoning purposes to simplify zoning interpretation and ensure the intent of zoning provisions related to frontage and setbacks are interpreted as intended.

Increased Density

The maximum density proposed is 155 units per hectare, whereas the maximum permitted density is 150 units per hectare in the requested R.4B zone.

The subject lands are designated *Medium Density Residential*, which permits a density of 100 units per hectare, and are within the *Gordon Street / Arkell Road Intensification Corridor*, which has a density target of 120 people and jobs per hectare. An Official Plan Amendment has been requested to permit a site-specific increase in density to 155 units per hectare to facilitate the proposed development.

The intention of a maximum density provision is to direct development to areas that are planned to accommodate various density types and to ensure development is appropriately scaled to the surrounding neighbourhood and available municipal services.

In this case, the subject lands are located within a *Strategic Growth Area*, which is intended to accommodate development at an increased density to achieve the City's housing targets and promote the use of public and active transportation. In that context, the subject lands are underutilized as they are occupied by six single detached dwellings, each with individual driveways to Gordon Street. The subject lands are served by existing and proposed transit and integrated into the City's active transportation network, with bicycle lanes and sidewalks located along Gordon Street. Municipal water and wastewater services are available to service increased density, and community services are proximate and accessible to the subject lands.

The requested increase in density is accommodated in a built form that conforms to the maximum height of the *Medium Density Residential* designation and appropriately transitions from Gordon Street, an *Intensification Corridor*, to the surrounding low density residential neighbourhood. Adequate onsite parking is available to service the additional four units facilitated by the density increase and the development is within the permitted height while achieving front, rear, and side yard setbacks.

Given the above context, the requested increase in density is appropriate and would implement the policy direction of the PPS, Growth Plan, and Official Plan, which directs appropriate growth to Intensification Corridors.

Increased Floor Space Index

The maximum floor space index in the requested R.4B zone is 1.5, whereas a floor space of 1.59 is requested. The requested increase reflects an increase in floor area of 742 square metres, which is approximately 6% of the total apartment gross floor area.

The intention of a floor space index limitation is to link the maximum permitted gross floor area to the site's lot area, creating a ratio that can be applied across various lot sizes to create a consistent built form. In this case the subject lands are within an *Intensification Corridor*, where low density uses are being actively redeveloped to accommodate growth at increased height and densities. A floor space index of 1.59 is consistent with redevelopment along Gordon Street.

The increased floor area will be utilized to provide additional residential units, assisting with the City's intensification and housing targets, and will be accommodated in the apartment buildings while complying with the height and setback provisions of the requested R.4B zone. The requested increase in floor space index is modest and appropriate.

Increased Angular Plane

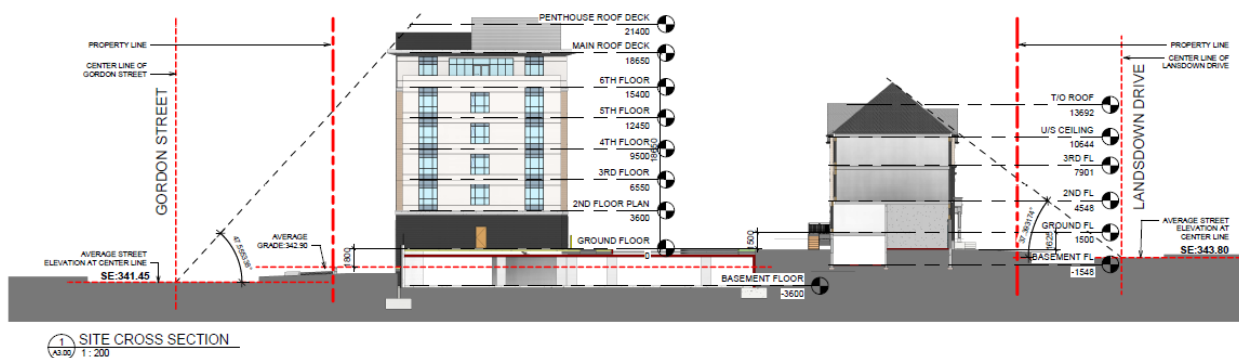
An angular plane of 47.6 degrees is requested, while a maximum of 45 degrees is permitted.

The purpose of a maximum angular plane is to link the permitted height of a building to distance from the centreline of a street to ensure development is appropriately scaled to the public realm.

In this case, the requested increase in angular plane is minimal at 2.6 degrees and is likely imperceptible from adjacent sidewalks, bicycle lanes, or Gordon Street (**Figure 9**). The proposed development has been designed with consideration of the public realm along Gordon Street. The apartment buildings are oriented towards Gordon Street and are articulated with varying colours, large windows, and appropriate landscaping. The building is stepped back at the north and south ends and mechanical equipment is screened from view in a mechanical penthouse. Interaction with the public realm is encouraged through the provision of pedestrian accesses from ground floor apartment units that connect to the sidewalk along Gordon Street as well as through a large central outdoor amenity area at grade along Gordon Street.

Figure 9: Angular Plane

Source: Broadview Architect Inc.



Given the above, it is unlikely that the requested increased angular plane of 2.6 degrees will be noticeable from the public realm. Additionally, the proposed development complies with the required front yard setback of 6 metres and is within the maximum height permitted in the Official Plan and the requested R.4B zone. The increased angular plane reflects the building design.

The requested angular plane is appropriate and represents good planning.

Reduced Common Amenity Area

A reduction in common amenity area from 2,640 square metres to 1,526 square metres is requested, representing a decrease of approximately 42%.

The purpose of a common amenity area provision is to ensure that residents in higher density housing types, including apartments, have access to an appropriate amount of amenity area outside of their units. Common amenity areas provide residents with a shared space to relax and build community and can be located inside or outside of a building.

The requested R.4B zone calculates the required common amenity area based on the number of units, similar to parking rates. In this way the amount of space is proportionate to the number of residents that are anticipated to occupy a given building.

With 122 units proposed, the required common amenity space is 2,640 square metres, which is 33.4% of the apartment lot area. Almost the entirety of the site that is not occupied by the buildings themselves, the front yard, or the surface parking lot are dedicated to outdoor amenity space. Additional amenity area is provided within the ground floor of each of the buildings.

The provision of common amenity space has been considered in the revised proposal and is now amalgamated and located more appropriately. In order to accommodate more outdoor amenity space, one level of underground parking is proposed.

The proposed reduction is mitigated through the provision of high quality amenity space provided inside the buildings and access to public outdoor amenity space including nearby parks, trails, and natural areas. In order to supply the required common amenity space the amount of provided units would have to be significantly decreased, contrary to the direction of the Growth Plan and Official Plan to support intensification in strategic areas.

Given the above, the proposed reduction in common amenity area is appropriate and conforms to the Official Plan.

Reduced Buffer Strip

A reduction in the required buffer strip for the rear yard and the required buffer strip around the perimeter of surface parking lots is requested. Both instances refer to the same location where the rear yard and

surface parking lot of the apartment block about the townhouse block. A reduction from 3 metres to 2.5 metres is requested.

The intent of the required buffer strip is to permit ample space for tree plantings and to visually separate uses. In this case the proposed half metre reduction will have little impact as the rear lot line for the townhouses will be fenced, creating a clear visual barrier between the two future lots and reducing headlight glare, and the lot line in question is in the interior of the development and not visible from either street frontage. Trees are proposed to be planted along the mutual property line which will provide additional screening.

Given the context above, the proposed reduction in the buffer strip is appropriate.

Townhouses

Reduced Lot Area

The requested minimum lot area per townhouse unit is 145.5 square metres, whereas the R.3B zone requires 180 square metres per unit.

The proposed lot area per unit yields a density of 62 units per hectare for the townhouse block, which is within the *Medium Density Residential* designation's permitted density of 35 to 100 units per hectare. While the lot area is reduced, the townhouse development exceeds the required landscaped open space and meets the minimum lot frontage requirements. The reduction in lot area is a result of the reduced rear yard, and the lots will not be visibly smaller from the Landsdown Drive frontage than other townhouses permitted in the R3.B zone.

The requested reduced lot area is appropriate as it facilitates the compact redevelopment of the subject lands in conformity with the Official Plan and does not have visual impacts on the surrounding neighbourhood.

Reduced Rear Yard

The requested rear yard is 6.28 metres, which is 1.22 metres short of the required 7.5 metre setback of the R.3B zone. The intent of the rear yard provision is to ensure residents have an appropriate amount of outdoor amenity space and that adequate distance is provided between houses for privacy and, in some cases, for stormwater management (rear yard infiltration galleries).

In this case an adequate amount of outdoor amenity space is provided for each townhouse unit for outdoor recreation and the rear yards are separated from the apartment buildings by 18.8 metres, reducing privacy concerns. No stormwater management or utilities are proposed in the rear yards.

Given the above, the proposed reduction in the required rear yard is appropriate and represents good planning.

Reduced Garage Parking Space Dimension

The reduction in the required parking space within a garage from 3 metres x 6 metres to 2.75 metres by 5.5 metres is requested. The intent of the larger garage space is to ensure users will have an appropriate amount of room to open vehicle doors when parked inside a garage.

In this case, the proposed garages meet the required width and floor space dimensions for townhouses. It is not anticipated that the reduction of 25 centimetres will have a significant impact on the ability of users to open vehicle doors.

As the function of the interior parking space will not be affected, the proposed reduction is appropriate.

6.8.2 Zoning By-law No. (2023)-20790

The City of Guelph approved a new Comprehensive Zoning By-law on April 18, 2023, being By-law (2023)-20790. The updated by-law is not currently in force and effect.

Zoning By-law (2023)-20790 proposes to establish the "*Medium Density Residential*" (RM.5(PA)(H13)) zone on the subject property. The RM.5 zone permits apartment buildings and on-street townhouses with a maximum height of four storeys and a maximum density of 100 units per hectare. The (PA) suffix indicates areas where a Parking Adjustment applies. In this case, required parking is 1.1 spaces per unit to 1.5 spaces per unit for apartments, inclusive of visitor parking, and one space per unit for street townhouses. The (H13) Holding Provision is in place to ensure that adequate municipal services are available to service the development. To remove the (H13), a municipal services review is required. If the review demonstrates that adequate services are available, the (H13) may be lifted. If services are not adequate, the (H13) may be lifted if the required services are designed and constructed by the proponent or if adequate securities are provided by the proponent for the same.

A Zoning By-law Amendment will be required to facilitate the proposed development when By-law (2023)-20790 is in force and effect, as described below:

- To remove the H13 holding provision from the subject lands
- Apartments: to change the 'RM.5' zone to the 'RM.6' zone with site-specific exceptions to:
 - Recognize Gordon Street as the front lot line for zoning purposes;
 - Permit a maximum density of 155 units per hectare, whereas a maximum of 100 units per hectare is permitted;
 - Permit an angular plane of 47.6 degrees whereas 45 degrees is permitted;
 - Permit a minimum common amenity area of 1,526 square metres, whereas 2,440 square metres are required;
 - Permit a buffer strip of 2.5 metres along the rear lot line of the townhouse block, whereas 3 metres is required; and,
 - Permit parking spaces to be located within 2.5 metres of a lot line, whereas 3 metres is required.

- Street townhouses: to change the 'RM.5' zone to the 'RM.5-XX' zone with site-specific exceptions to:
 - Permit a minimum lot area per unit of 145.5 m², where 180 m² is required;
 - Permit a minimum rear yard of 6.28 m, where 7.5 m is required; and,
 - Permit a parking size within a garage of 2.75 m x 5.5 m, where 3 m x 6 m is required.

The requested site-specific provisions to Zoning By-law (2023)-20790 are addressed in the discussion of Zoning By-law No. (1995)-14864 discussed in Section 6.8.1 above. A rationale for the lifting of the H13 provision is provided below:

Lifting of H13

The requested Amendment would lift the H13 holding provision that is proposed to apply to the subject property.

The Stormwater Management and Functional Servicing Report has demonstrated that the proposed development can be adequately serviced using existing municipal infrastructure. If deemed necessary during detailed design, an internal booster pump system may be used to increase water pressure on the subject lands.

As servicing adequacy has been addressed in the aforementioned Report, it is our opinion that the requirements of the H13 provision have been adequately addressed and the holding provision can be lifted from the subject lands.

7.0 Public Consultation

The Planning Act (specifically O. Reg 544/06, amended by O. Reg. 178/16) requires that applicants submit a proposed strategy for consulting with the public with respect to an application as part of the complete application requirements. This section summarizes the proposed Public Consultation Strategy.

The public consultation process for the proposed applications is anticipated to follow the Planning Act statutory requirements. A Public Meeting was held on July 11, 2022 to discuss the applications. The proposed development and facilitating applications have been revised in response to resident, staff, and agency comments that were received as part of the public meeting and circulation.

A detailed comment response table is provided as part of the revised proposal and the revised submission materials will be available for review in advance of Council's decision meeting.

8.0 Conclusion

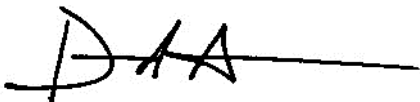
The purpose of this Planning Justification Report is to evaluate the proposed modified Official Plan Amendment and Zoning By-law Amendment that is required to facilitate the redevelopment of the subject lands. This report has assessed the redevelopment in the context of existing land use policies and regulations, including the Provincial Policy Statement, A Place to Grow Growth Plan for the Greater Golden Horseshoe, the City of Guelph Official Plan, and the City of Guelph Zoning By-law. The analysis contained in this report demonstrates that the requested applications are in the public interest and represent good planning for the following reasons:

- The proposed redevelopment is consistent with the Provincial Policy Statement and conforms to the Growth Plan for the Greater Golden Horseshoe and represents intensification in the Built-Up Area;
- The proposed development conforms to the City of Guelph Official Plan. The multi-unit residential and intensification development criteria have been addressed and the proposed development assists in achieving the City's intensification targets;
- The use and height are in conformity with the *Medium Density Residential* designation;
- The proposed development provides for the intensification and redevelopment of an underutilized site in an *Intensification Corridor* of the City of Guelph on lands that are well located with respect to transportation and neighbourhood convenience;
- The proposed development will contribute to the range of residential building types within the community; and,
- The proposed development will optimize the use of existing infrastructure within the developed portion of the lands and can be adequately serviced through connections to existing infrastructure.

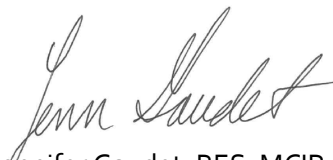
Based on these conclusions, it is our opinion that the applications for an Official Plan Amendment and Zoning By-law Amendment are appropriate and should be considered for approval.

Respectfully submitted,

MHBC



Dave Aston, MSc, MCIP, RPP
Partner



Jennifer Gaudet, BES, MCIP, RPP
Senior Planner

APPENDIX A

Proposed Official Plan Amendment

Proposed Site-specific Policy:

Notwithstanding Section 9.3.3, the provisions of the Medium Density Residential land use designation, an apartment development may be permitted at a maximum net density of 155 units per hectare on lands municipally known as 1166 – 1204 Gordon Street.

APPENDIX B

Proposed Zoning By-law Amendment

Zoning By-law No. (1995)-14864

- Apartments: to change the 'R.1B' zone to the 'R.4B-XX' zone with site-specific exceptions to:
 - Recognize Gordon Street as the front lot line for zoning purposes;
 - Permit a maximum density of 155 units per hectare; where a maximum density of 150 units per hectare is permitted;
 - Permit a maximum floor space index of 1.59, whereas a maximum of 1.5 is permitted;
 - Permit an angular plane of 47.6 degrees whereas 45 degrees is permitted;
 - Permit a minimum common amenity area of 1,525 square metres, whereas 2,640 square metres are required; and,
 - Permit a buffer strip along the rear lot line of the townhouse block and around the perimeter of surface parking lots of 2.5 metres, whereas 3 metres is required.
- Street townhouses: to change the 'R.1B' zone to the 'R.3B-XX' zone with site-specific exceptions to:
 - Permit a minimum lot area per unit of 145.5 m², where 180 m² is required;
 - Permit a minimum rear yard of 6.28 m, where 7.5 m is required; and,
 - Permit a parking size within a garage of 2.75 m x 5.5 m, where 3 m x 6 m is required.

Zoning By-law No. (2023)-20790

- To remove the H13 holding provision from the subject lands
- Apartments: to change the 'RM.5' zone to the 'RM.6' zone with site-specific exceptions to:
 - Recognize Gordon Street as the front lot line for zoning purposes;
 - Permit a maximum density of 155 units per hectare, whereas a maximum of 100 units per hectare is permitted;
 - Permit an angular plane of 47.6 degrees whereas 45 degrees is permitted;
 - Permit a minimum common amenity area of 1,526 square metres, whereas 2,440 square metres are required;
 - Permit a buffer strip of 2.5 metres along the rear lot line of the townhouse block, whereas 3 metres is required; and,
 - Permit parking spaces to be located within 2.5 metres of a lot line, whereas 3 metres is required.
- Street townhouses: to change the 'RM.5' zone to the 'RM.5-XX' zone with site-specific exceptions to:
 - Permit a minimum lot area per unit of 145.5 m², where 180 m² is required;
 - Permit a minimum rear yard of 6.28 m, where 7.5 m is required; and,
 - Permit a parking size within a garage of 2.75 m x 5.5 m, where 3 m x 6 m is required.

APPENDIX C

Zoning By-law Analysis

Table 2: Zoning Compliance Chart for Proposed Apartments

Provision	R.4B Zone (1995-14864)	RM.6 Zone (Draft CZBL)	Provided	Compliance
Permitted Uses	Apartment building	Apartment building	Apartment building	✓
Minimum Lot Area	650 m ²	N/A	7,884 m ²	✓
Minimum Lot Frontage	15 m	30 m	170.7 m	✓
Maximum Density	150 UPH	100 UPH	154.7 UPH	Amendment requested – both By-laws
Front Yard	6 m	6 – 11 m	6 m	✓
Minimum Side Yard	One half of building height but not less than 3 m. If windows of a habitable room face a side yard, the minimum setback is 7.5 m = 10.3 m	3 m, 7.5 m with habitable windows	10.6 m	✓
Minimum Rear Yard	20% of lot depth or one half of building height, whichever is greater, but not less than 7.5 m = 10.3 m	7.5 m	18.8 m	✓
Maximum Building Height	10 storeys	6 storeys	6 storeys	✓
Maximum Floor Space Index	1.5	N/A	1.59	Amendment requested – 1995-14864
Angular Plane	45 degrees	45 degrees	47.6 degrees	Amendment requested – both by-laws

Provision	R.4B Zone (1995-14864)	RM.6 Zone (Draft CZBL)	Provided	Compliance
Maximum Building Length	N/A	75 m	67 m	✓
Minimum Distance Between Buildings	One half of the total height of the two buildings, not less than 15 m	With windows: One half of the building height to a max. of 15 m and to a min. of 5 m No windows: 3 m	15 m	✓
Minimum Common Amenity Area	1 – 20 units: 30 m ² Each additional unit: 20 m ² . Aggregated into areas not less than 50 m ² = 2,640 m ²	20 m ² per unit = 2,440	1,526 m ²	Amendment requested – both by-laws
Common Amenity Area Size	Length cannot exceed 4 times the width	Length cannot exceed 4 times the width	In compliance	✓
Common Amenity Location	Cannot be located in the required front or exterior side yard	Cannot be located in the required front yard or exterior side yard	Not located in required front or exterior side yard	✓
Minimum Landscaped Open Space	40%	40%	43.9%	✓
Parking	1-20 units: 1.5/unit Additional units: 1.25 / unit = 158	1 per unit + 0.1 visitor per unit = 135 (min) 1.25 per unit + 0.25 visitor = 183 (max)	162	✓
Accessible Parking	2	1 space + 3% of total spaces, equal number of Type A and Type B = 7	8 (four Type A and four Type B)	✓

Provision	R.4B Zone (1995-14864)	RM.6 Zone (Draft CZBL)	Provided	Compliance
Parking Location	Every parking space shall be located in the side or rear yard provided that no parking space is located within 3 m of any lot line	<p>Every parking space shall be located in the interior side yard or rear yard, and setback 3 m from any lot line.</p> <p>Any surface driveway or parking area shall be setback 3 m from a building wall, entrance, or any window of a habitable room</p> <p>A minimum clearance of 1.5 m shall be provided from an access driveway to any above ground utility structure or city owned street tree</p> <p>On a lot 9,000 square metres or greater, a maximum of 75% of the residential parking spaces shall be permitted in surface parking areas</p>	<p>Parking is located in the rear yard, 2.5 m from the townhouse rear yard and 4.3 metres from the building wall. 1.5m is provided between the access driveway and any utilities.</p> <p>Provided</p> <p>When the apartment block is severed from the townhouse block as proposed the apartment block will be 7,884 square metres</p>	<p>Amendment requested – By-law 1995-14864 and draft ZBL re: setback to townhomes of 2.5 m when 3 m is required</p>
Parking Space Size	3 x 6 m with a garage Exterior spaces = 2.5 x 5.5 m	2.75 m x 5.5 m (standard) 3.4 m x 5.5 m (Type A accessible)	2.75 x 5.5 m (standard) 3.4 m x 5.5 (Type A)	✓

Provision	R.4B Zone (1995-14864)	RM.6 Zone (Draft CZBL)	Provided	Compliance
		2.4 x 5.5 m (Type B accessible)	2.4 m x 5.5. m (Type B)	
Parking Aisle Width		The minimum width of a parking aisle providing two way access shall be 6.5 metres	6.5 m	✓
Electric Vehicle Parking	N/A	20% of required parking, with 80% designed to accommodate EV parking = 27 required	42	✓
Bicycle Parking	N/A	.1 per unit (short term) = 13 1 per unit (long term) = 122	13 short term 122 long term	✓
Buffer Strip	Where an R.4 Zone abuts any other Residential Zone or any Institutional, Park, Wetland, or Urban Reserve Zone, a Buffer Strip shall be developed	A 3 m buffer strip is required adjacent to interior side and rear lot lines. 3 m buffer strip is required around the perimeter of surface parking lots	Provided in the rear yards and side yards. A 2.5 m strip is provided between the townhouses and the parking lot.	Amendment requested (new by-law) for parking buffer.
Active Entrance	N/A	When a building(s) or portion thereof is within 15m of a street line, a minimum of 1 active entrance for every 30 m of street line shall be required for the portion of the	Bldg 1 = 67 m long with 5 entrances to Gordon Bldg 2 = 67 m long with 7 entrances to Gordon	✓

Provision	R.4B Zone (1995-14864)	RM.6 Zone (Draft CZBL)	Provided	Compliance
		building facing the street		

Zoning Compliance Chart for Proposed Street Townhomes

Provision	R.3B Zone (1995-14864)	RM.5 Zone (Draft CZBL)	Provided	Compliance
Permitted Uses	On-street townhouse	On-street townhouse	On-street townhouse	✓
Minimum Lot Area per Dwelling Unit	180 m ²	180 m ²	145.5 m ²	Amendment requested (both by-laws)
Minimum Lot Frontage	6 m	6 m	6 m	✓
Minimum Front Yard	6 m	6 m	6 m	✓
Minimum Side Yard	1.5 m	1.5 m, 0 m along common lot line	1.5 m	✓
Minimum Rear Yard	7.5 m	7.5 m	6.28 m	Amendment requested (both by-laws)
Maximum Building Coverage	50%	55%	46.5%	✓
Maximum Building Height	3 storeys	3 storeys	3 storeys	✓
Angular Plane	45 degrees	45 degrees	37.4 degrees	✓
Minimum Landscaped Open Space	35%	35%	38.2%	✓
Maximum Number of Dwelling Units in a Row	8	8	8	✓
Minimum Dwelling Width	N/A	6 m	6 m	✓
Principal Entrance	N/A	A principal entrance shall be provided that faces the front lot line or exterior side lot line	Entrances face the front lot line	✓
Maximum Elevation of Principle Entrance	N/A	1.5 m	1.5 m	✓

Provision	R.3B Zone (1995-14864)	RM.5 Zone (Draft CZBL)	Provided	Compliance
Maximum Driveway Width	Cannot exceed the garage width or 50% of the front yard, whichever is less, to a minimum of 3 m wide. Front yard is to be landscaped with no parking.	50% of lot frontage or 5 m, whichever is less	3 m	✓
Maximum Width of Attached Garage	50% of dwelling width, minimum of 3 metres wide	50% of dwelling width	50% (3 metres)	✓
Minimum Floor Area of a Townhouse Garage	N/A	20 square metres	Minimum of 20 square metres	✓
Buffer Strip	Where an R.3 Zone abuts any other Residential Zone or any Institutional, Park, Wetland, or Urban Reserve Zone a Buffer Strip shall be provided. Buffer strips may be located in a required Side or Rear Yard.	Where a townhouse (RL.4, RM.5, RM.6) zone abuts a residential, institutional, park or natural heritage system zone. A 3 m buffer strip shall be provided. 3 m buffer strip is required around the perimeter of surface parking lots.	Buffer is provided within the required rear yard, and the buffer between the apartment surface parking lot and the rear lot line of the townhouses is addressed in the apartment zone.	✓
Parking	1 per unit	1 per unit	2 per unit	✓
Location of Parking	Required parking space to be in garage	Required parking space to be in garage	One parking space is provided in a private garage for each townhouse, with an additional space provided in	✓

Provision	R.3B Zone (1995-14864)	RM.5 Zone (Draft CZBL)	Provided	Compliance
			the private driveway	
Parking Size	3 x 6 m with a garage Exterior spaces = 2.5 x 5.5 m	3 m x 6 m (garage) 2.5 m x 5.5 m (exterior)	2.75 x 5.5 m (garage) 3 x 6 (exterior)	Amendment requested (both by-laws) – garage parking space dimension