

Planning Justification Report

266-280 Clair Road West, Guelph

Home Opportunities and 2742707 Ontario Limited

City of Guelph

Official Plan Amendment

Zoning By-law Amendment

July 2025



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Prepared for:

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1. Introduction

1.1 Background

GSP Group Inc. (“GSP”) was retained by 2742707 Ontario Limited (the “Owner”) to prepare and submit planning applications for a proposed non-profit multiple residential development at 266 and 280 Clair Road West in Guelph (“Subject Lands”). The Owner has entered into a conditional offer of purchase and sale with Home Opportunities (“Developer”), which is a non-profit organization proposing to develop the Subject Lands. Applications for an Official Plan Amendment (“OPA”) and Zoning By-law Amendment (“ZBA”) are being concurrently submitted to the City.

The Developer is proposing a multiple residential development with a total of 960 dwelling units. This consists of 642 units in two apartment buildings, and 314 units in 31 townhouse blocks (“Development”). Collectively, the Subject Lands are 8.56 hectares. Without including the lands identified as natural heritage to be conveyed to the City (2.45 ha), the developable area is 6.1 hectares and the development has a net density of 158 units per hectare.

1.2 Development Applications

Applications for an Official Plan Amendment and Zoning By-law Amendment are being submitted to the City of Guelph to permit the proposed development (“Applications”). GSP is submitting this Planning Justification Report (“PJR”) in support of these applications and as part of making a complete application.

The initial submission of the Applications will follow the City’s voluntary Pre-Submission Review process. Following the receipt of a complete set of pre-submission comments from the City, the Applications and contents will be revised where necessary and resubmitted through the formal review processes required in the *Planning Act*.

An OPA is required to provide several land use and policy entitlements. These include:

- Removing the Subject Lands from the designated Employment Area (Schedule 1b of Official Plan).
- Changing the land use designation of the developable portions of the Subject Lands from the current ‘Industrial’ designation to the ‘High Density Residential’ designation (Schedule 2 of Official Plan).

- Adding Subject Lands specific policies to the 'High Density Residential' designation to permit an increase in maximum building height to 16 storeys and an increase in net density to 160 units per hectare. The Official Plan Amendment also requests to add townhouses as an additional permitted use (i.e. a traditional medium density use to also be permitted in 'High Density Residential' designation).
- Redesignating the current portion of the Subject Lands that are designated 'Significant Natural Areas & Natural Areas' on Schedule 2 of the Official Plan to 'High Density Residential' and conversely portions of the Subject Lands designated 'Industrial' to 'Significant Natural Areas & Natural Areas'. This would relocate and expand the natural heritage area to a portion of the Subject Lands that has been confirmed more appropriate and best suited to accommodating a 60 m ecological linkage corridor feature.
- The Subject lands be subject to a Class 4 Noise Classification as per NPC-300.

More details on the OPA is provided later in this report. A draft OPA is included as **Appendix A** to this report.

A ZBA is required to change the zoning in both the City's 1995 and 2023 Comprehensive Zoning By-laws. This is required due to the 2023 Zoning By-law remaining under partial appeal to the Ontario Land Tribunal ("OLT"). Comprehensive Zoning By-law (2023)-20790 is being amended from the current 'B' (Industrial) and 'NHS' (Natural Heritage System) zones in the City's to a new, specialized 'RH.7-X(H)' (High Density Residential with Holding symbol) zone to permit the 960 unit development. The ZBA would also rezone the confirmed natural heritage portions of the Subject Lands from the current 'B' (Industrial) zone to the 'NHS' (Natural Heritage System) zone to be used as an ecological linkage.

The specialized RH.7-X(H) zone is proposed to have a Holding provision ('H') added to consolidate all required land parcels and to ensure the residential project is developed as 'affordable ownership' and an appropriate scope of 'affordable housing'. The Official Plan permits holding symbols to be applied to zoning where the consolidation of land ownership is required to ensure orderly development and where community infrastructure has limitations, including affordable housing.

More details on the ZBA is provided later in this report. This includes mapping of the current zoning as well as the proposed zoning. A draft Zoning By-law to amend By-law (2023)-20790 is included as **Appendix B** to this report.

1.3 Report Context and Structure

This PJR has been prepared as part of the complete application submission to the City of Guelph. It is intended to provide City Council, staff, partner review agencies, surrounding property owners, businesses and residents, and members of the public with an overview of the proposed Development and how it represents good planning.

The Planning Justification Report will address and provide the following:

- A description of the Subject Lands as well as surrounding uses and context;
- A description of the proposed Development;
- A review of existing legislative framework from the Province and City of Guelph that are applicable and relevant to the proposed development. This includes assessing the Development's consistency and conformity with:
 - the *Planning Act*;
 - Provincial Planning Statement (2024);
 - City of Guelph Official Plan; and
 - City of Guelph Comprehensive Zoning By-law (2023).
- A description of the Applications, including the land use entitlements required to permit the Development;
A Public Consultation Strategy for the Development;
- An affordable housing analysis of the Development;
- Justification of the proposed Official Plan Amendment and Zoning By-law Amendment; and
- A summary of supporting studies and plans that have been indicated as requirements for a complete application by the City.

1.4 Pre-Submission Consultation

A pre-submission consultation meeting was held before the City's Development Review Committee ("DRC") on July 3, 2024. The DRC provided a record of the meeting and requirements for making a complete application submission dated July 25, 2024. The comments in the DRC record are valid for a period of six (6) months, expiring on January 3, 2025.

The Planning Justification is intended to be read and applied together with the following plans and reports.

1.4.1 Supporting Studies and Materials Overview

- Conceptual Master Site Plan and Massing Model (prepared by Architecture Unfolded, dated December 2024);
- Conceptual Building Elevations, Renderings and Floor Plans (prepared by Architecture Unfolded, dated December 2024);
- Urban Design Brief, including shadow analysis (prepared by Architecture Unfolded, dated December 2024);
- Employment Land Conversion Study (prepared by urbanMetrics, dated November 2024);
- Environmental Impact Study (prepared by North-South Environmental, dated November 2024);
- Tree Inventory and Preservation Plan (prepared by North-South Environmental, dated November 2024);
- Functional Servicing and Stormwater Management Report (prepared by Counterpoint Engineering, dated September 2024);
- Opinion of Servicing of Proposed Development prepared by Counterpoint Land Development, dated May 2025;
- Traffic Impact Study (prepared by Dillon Consulting, dated October 2024);
- Parking Reduction Letter (prepared by Dillon Consulting, dated November 2024);
- Hydrogeological Investigation Report (prepared by JLP, dated September 4, 2024);
- Geotechnical Investigation (prepared by JLP, dated July 15, 2024);
- Phase 1 Environmental Site Assessment (prepared by Dillon Consulting, dated November 2024);
- Archaeological Assessment (prepared by D.R. Poulton & Associates Inc., dated October 2014);
- Detailed Noise Study (prepared by Dillon Consulting, dated October 2024);
- Air Quality Impact Study (prepared by Dillon Consulting, dated October 2024);
- Pedestrian Wind Conditions – Letter of Opinion (prepared by RWDI, dated October 11, 2024);
- Community Energy Initiative Commitment Letter – prepared by Newton Group dated October 7, 2024.

2. Site Description and Context

2.1 Site Location and Description

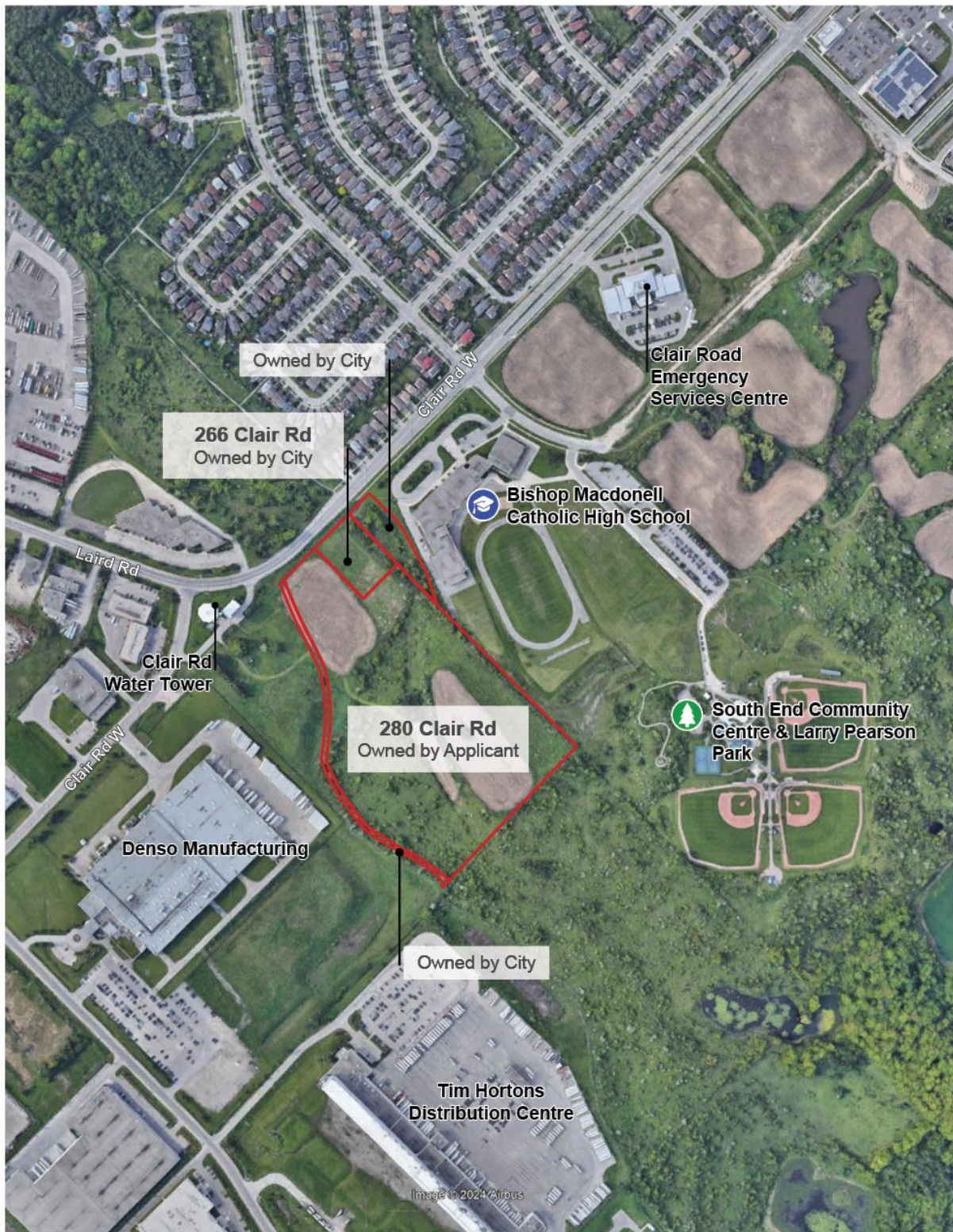
The Subject Lands (**Figure 1**) comprise three (3) adjacent and separate parcels in the south end of the City of Guelph (Ward 6), approximately 100 metres east of the intersection of Clair Road West and Laird Road. The largest of the three parcels (“Parcel 1”), known by the municipal address of **280 Clair Road West**, has an area of approximately 7.546 hectares, with approximately 51 metres of frontage along the southeasterly side of Clair Road West and extending back to a depth of about 400–410 metres. The parcel is irregularly shaped, with a curvilinear corridor, ranging between 6–8 metres in width, running along the southwesterly side lot line. Parcel 1 measures just over 250 metres across at its widest point (about 280–300 metres from the front lot line), with a rear lot line measuring approximately 230.5 metres that runs at a slight diagonal as compared to the front. The southeast portion of 280 Clair Road West abuts Larry Pearson Park and the future South End Community Centre, which is currently under construction. The west portion abuts 320 Clair Road West, which is a vacant industrial property as well as the Clair Road water tower.

The second of the three parcels (“Parcel 2”), known by the municipal address of **266 Clair Road West**, occupies a rectangular “notch” at the northerly corner of Parcel 1. Parcel 2 has a frontage of approximately 61.3 metres and a depth of approximately 86.4 metres, with an area of approximately 5,270 m² (0.527 ha). The smallest of the three (“Parcel 3”) is a wedge-shaped parcel that abuts both Parcel 1 and Parcel 2 to the northeast. Parcel 3 occupies an area of approximately 4,230 m² (0.423 ha) and has not been assigned a municipal address. It has a front lot line measuring approximately 36.1 metres, while the side lot line that Parcel 3 shares with Parcel 1 and Parcel 2 measures approximately 158.3 metres. The other side lot line abuts Bishop Macdonell Catholic High School (200 Clair Road West). Parcel 3 tapers to a point and therefore does not have a rear lot line. Parcels 2 and 3 are currently owned by the City of Guelph.

The three parcels that comprise the Subject Lands have a total combined area of approximately 8.496 ha and a total combined frontage of approximately 148.6 metres along Clair Road West. The Subject Lands are currently vacant of any buildings or structures. They are partially occupied by agricultural cropland on Parcel 1 and Parcel 2, with the remainder being savannah grassland interspersed with trees, and with Parcel 3 being more densely treed than the other two parcels. The easterly corner of Parcel 1 has a slightly greater elevation than the rest of the Subject Lands, between 340–342 metres above mean

sea level (“AMSL”) according to CGVD2013.¹ There is a shallow ridge running along the lot line between Parcel 3 and the adjacent high school, and continuing from the rear point of Parcel 3 to about the midpoint of Parcel 1’s rear lot line, along which the elevation decreases from about 340 ASML to about 335 ASML. The remainder of the Subject Lands are relatively level, with Parcel 1 generally having an elevation of 334–335 ASML and with Parcel 2 being slightly lower (between 332.5–334 ASML).

¹ Canadian Geodetic Vertical Datum of 2013, the reference standard established by Natural Resources Canada. All elevation data in this Planning Justification Report are based on GRCA’s online mapping (<https://www.grandriver.ca/planning-development/map-your-property/>).

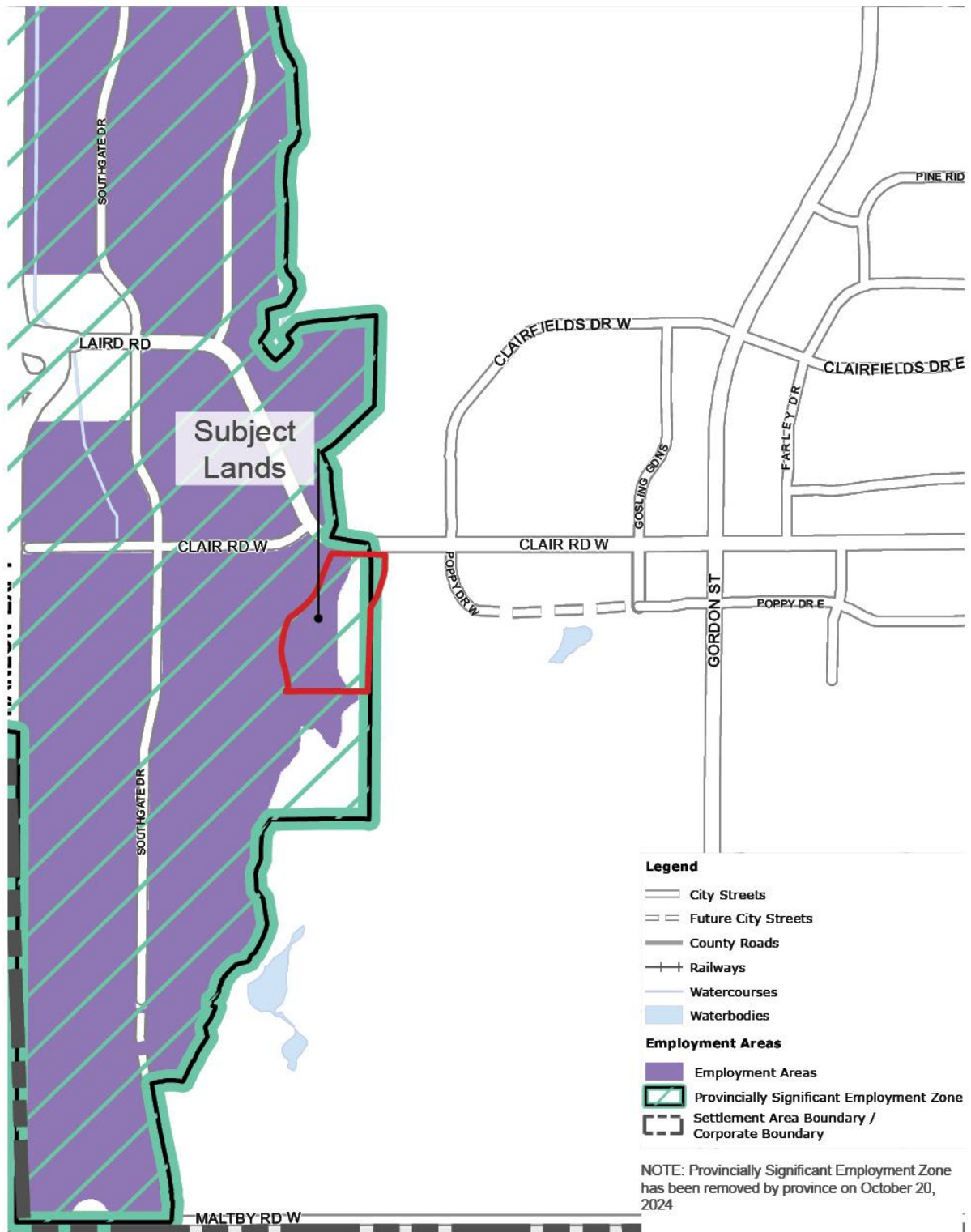


Site Location
Source: Google Earth (2024)

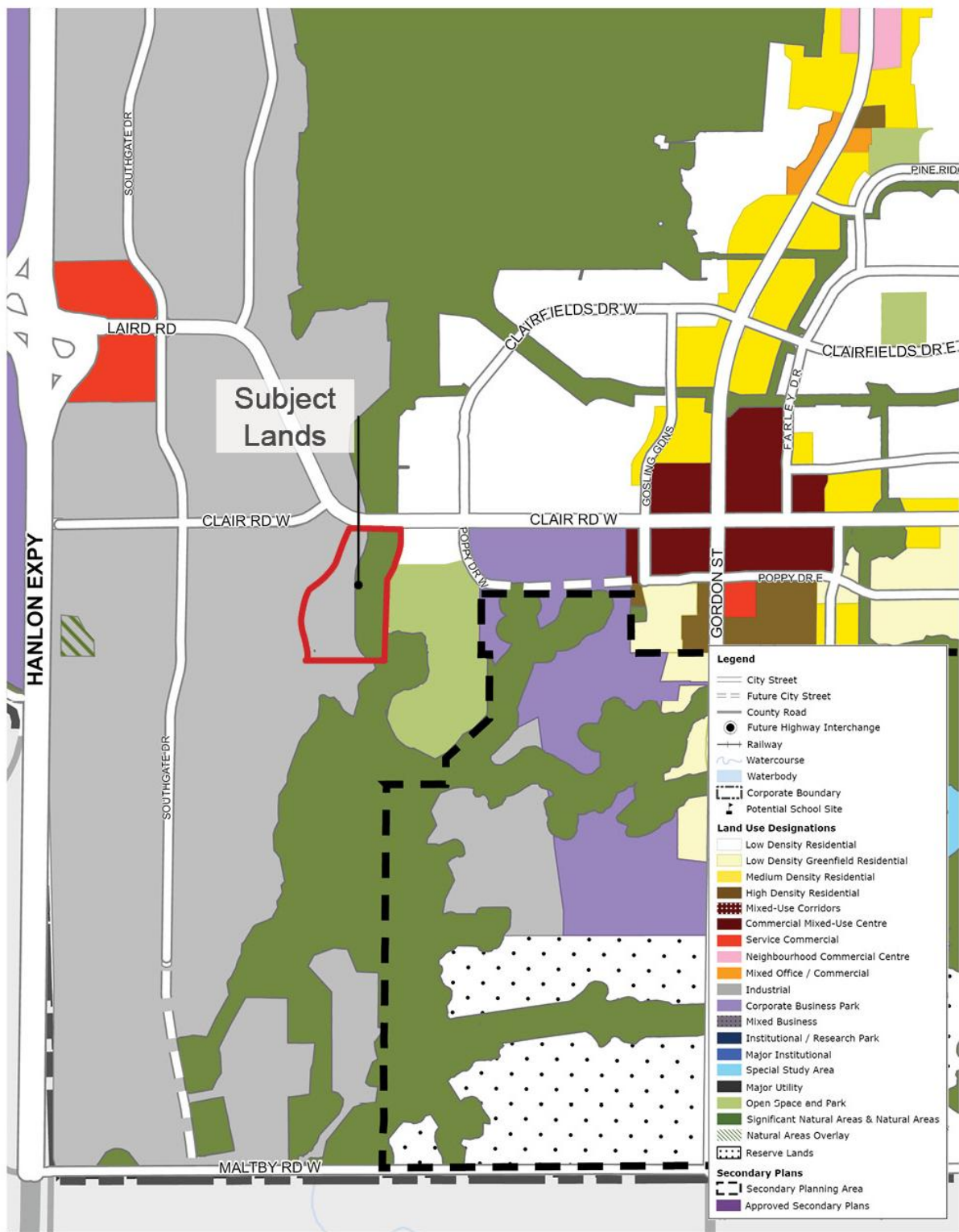
Figure
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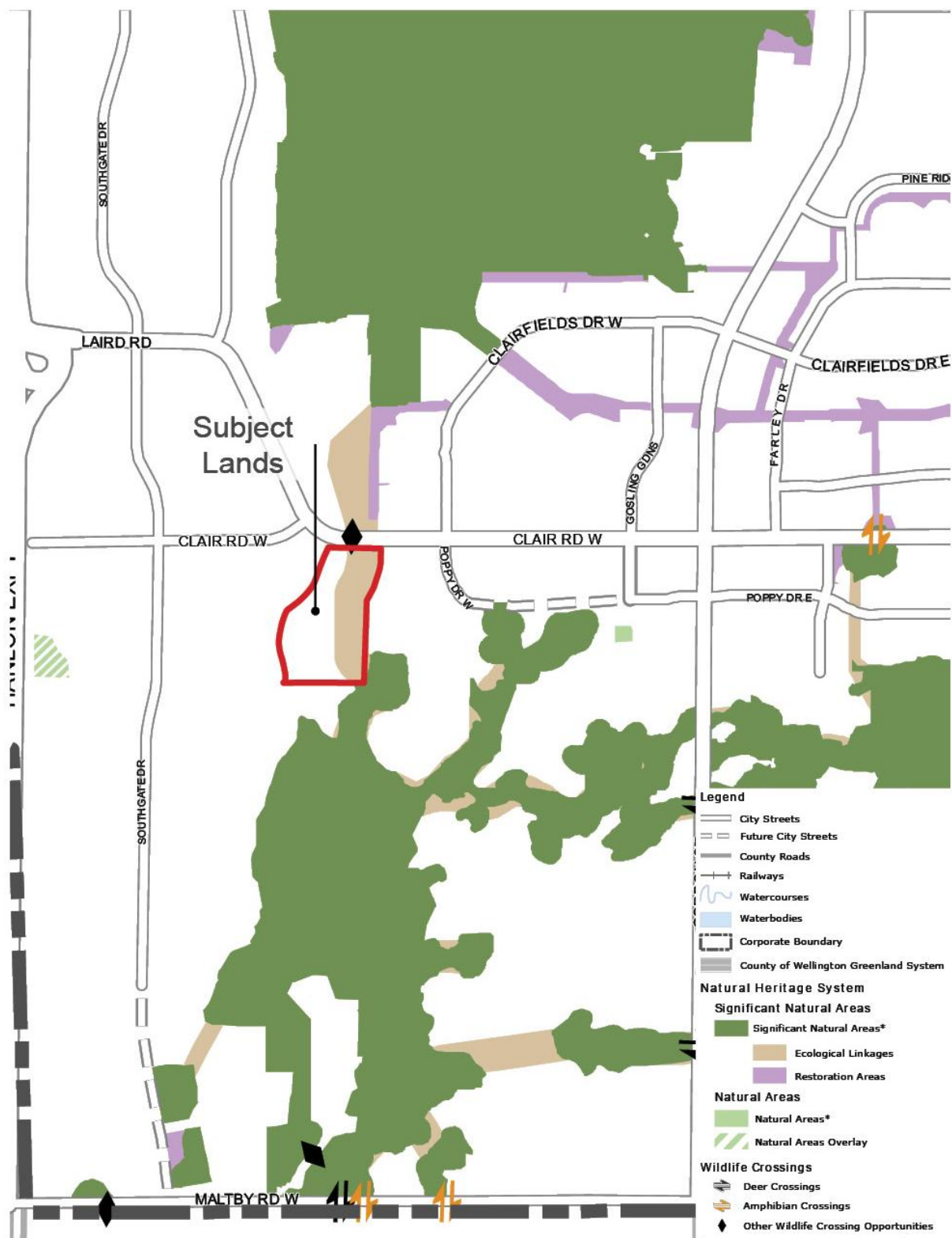
2.2 Policy & Regulatory Context

Although the Subject Lands are currently vacant of any buildings or structures, they are included as part of the “Built-Up Area” on Schedule 1a (“Urban Structure”) to the City of Guelph’s Official Plan. According to Schedule 1b (“Structure: Employment Areas”), the Subject Lands were part of a larger Provincially Significant Employment Zone (“PSEZ”) that occupies approximately 630 hectares at the southwesterly corner of the City (**Figure 2**). The definitions in Section 12 of the City’s Official Plan explain that PSEZs are defined “for the purpose of long-term planning for job creation and economic development,” and that these areas “can consist of employment areas as well as mixed-use areas that contain a significant number of jobs.” PSEZs were established through the former Growth Plan for the Greater Golden Horseshoe, specifically Policy No. 2.2.5.12, which provided that the Minister of Municipal Affairs and Housing could identify such zones and “provide specific direction for planning in those areas to be implemented through appropriate official plan policies and designations and economic development strategies.” However, this policy direction has not been carried forward into the new Provincial Planning Statement, 2024 on October 20, 2024 (which replaced the Growth Plan).



The Land Use Plan on Schedule 2 to the City's Official Plan shows the Subject Lands as part of the "Significant Natural Areas & Natural Areas" designation (**Figure 3**). The components of the natural heritage system that make up these designations are listed in Policy No. 4.1.1.5 of the Official Plan, according to which "Significant Natural Areas" include features such as significant Areas of Natural & Scientific Interest, significant wetlands, significant woodlands, significant valleylands, significant wildlife habitat and the habitat of endangered species and threatened species, and restoration areas (No. 4.1.1.5.i), while "Natural Areas" include "other wetlands," cultural woodlands, the habitat of significant species, and established buffers (No. 4.1.1.5.ii). Schedule 4 to the Official Plan ("Natural Heritage System") identifies an "Ecological Linkage" on the Subject Lands, with an "Other Wildlife Crossing Opportunity" at Clair Road West (**Figure 4**). The mapping of natural heritage system components on Schedules 4A–4E to the Official Plan does not appear to indicate the presence of any significant features on the Subject Lands, although the adjacent lands contain a "significant portion of the Paris–Galt Moraine" (Schedule 4D: see **Figure 5**).



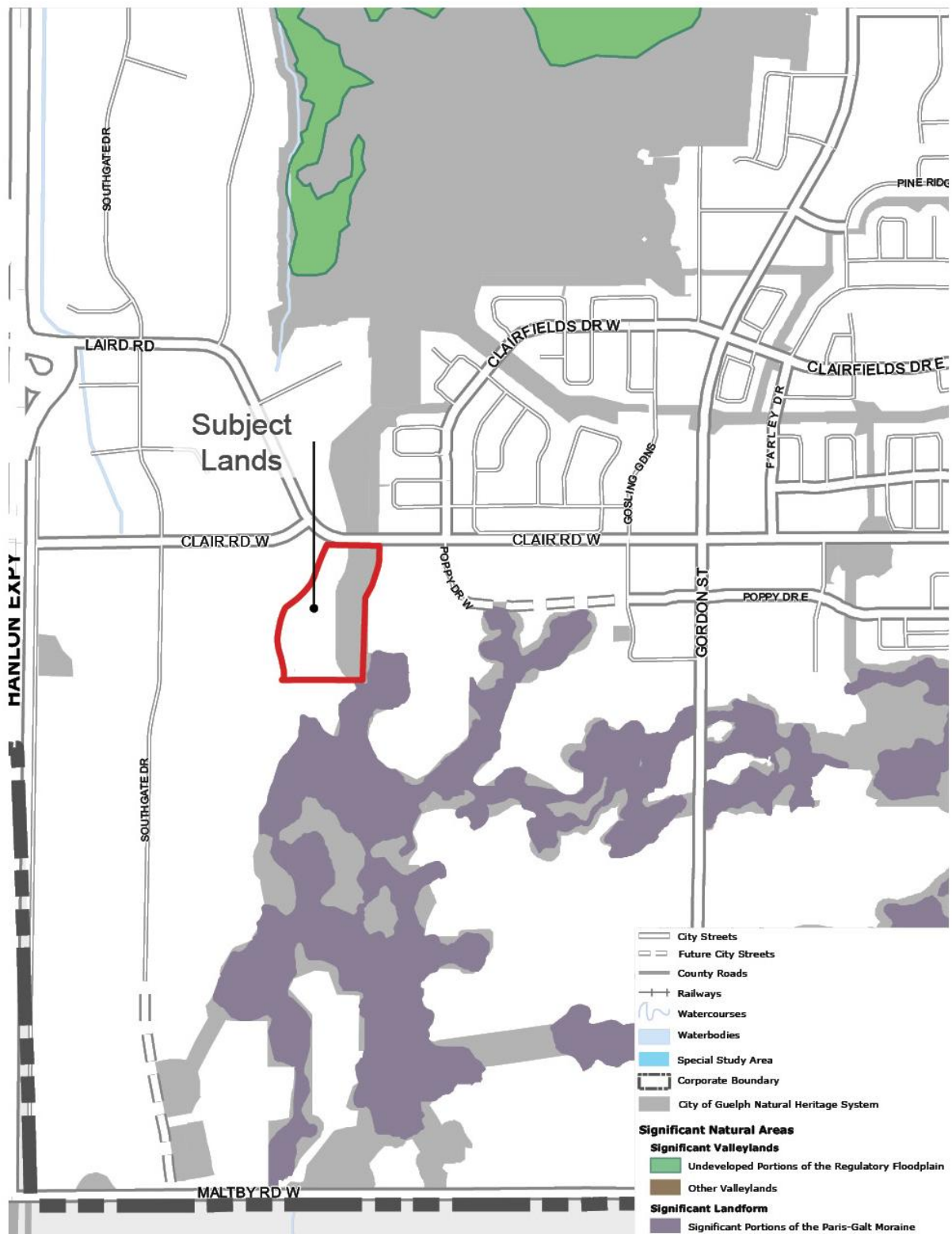


Guelph Official Plan - Natural Heritage Systems

Source: City of Guelph Official Plan Schedule 4: Natural Heritage Systems (2021)

Figure

4



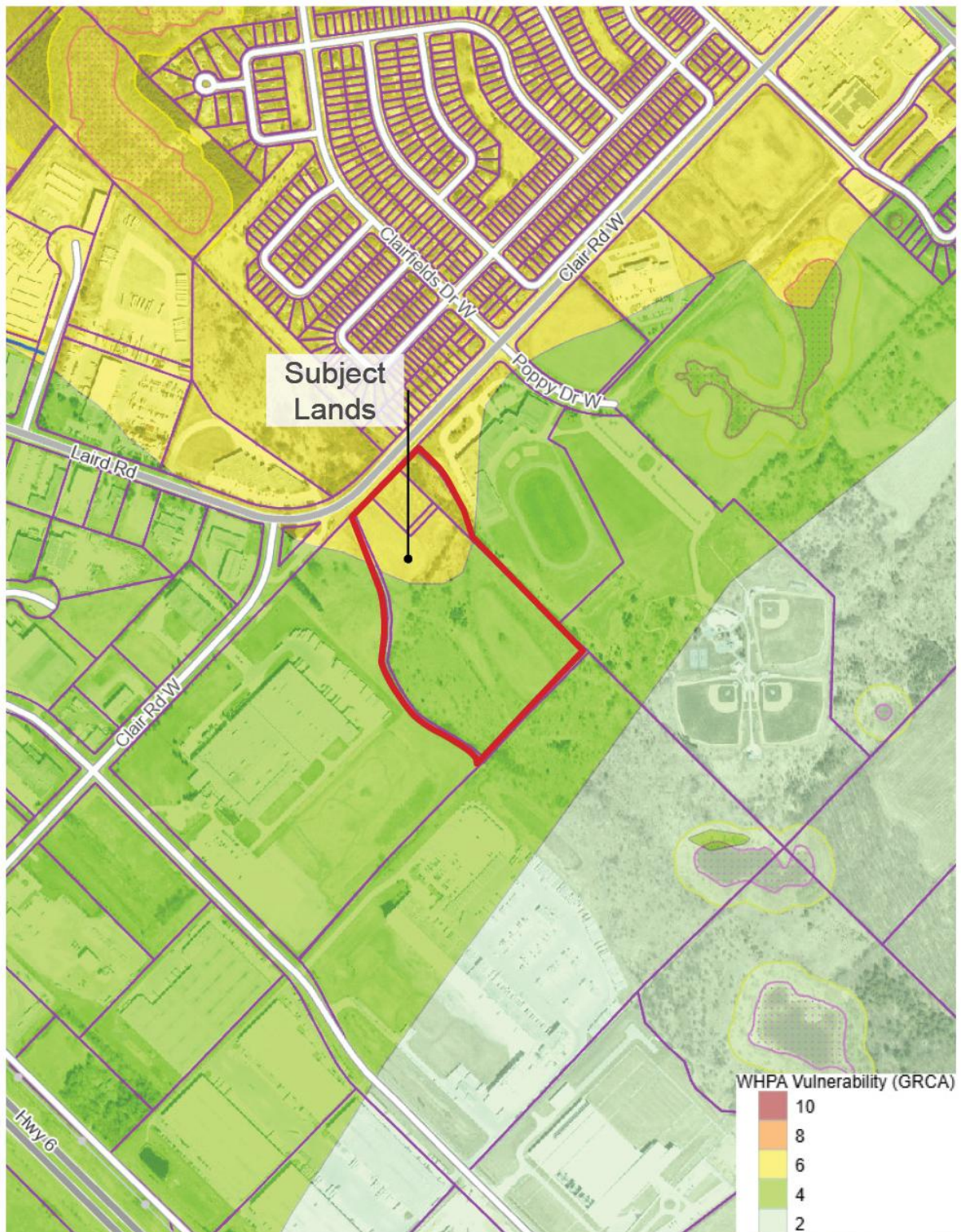
Guelph Official Plan -
Significant Valleylands and Landform
Source: City of Guelph Official Plan Schedule 4d (2022)

Figure
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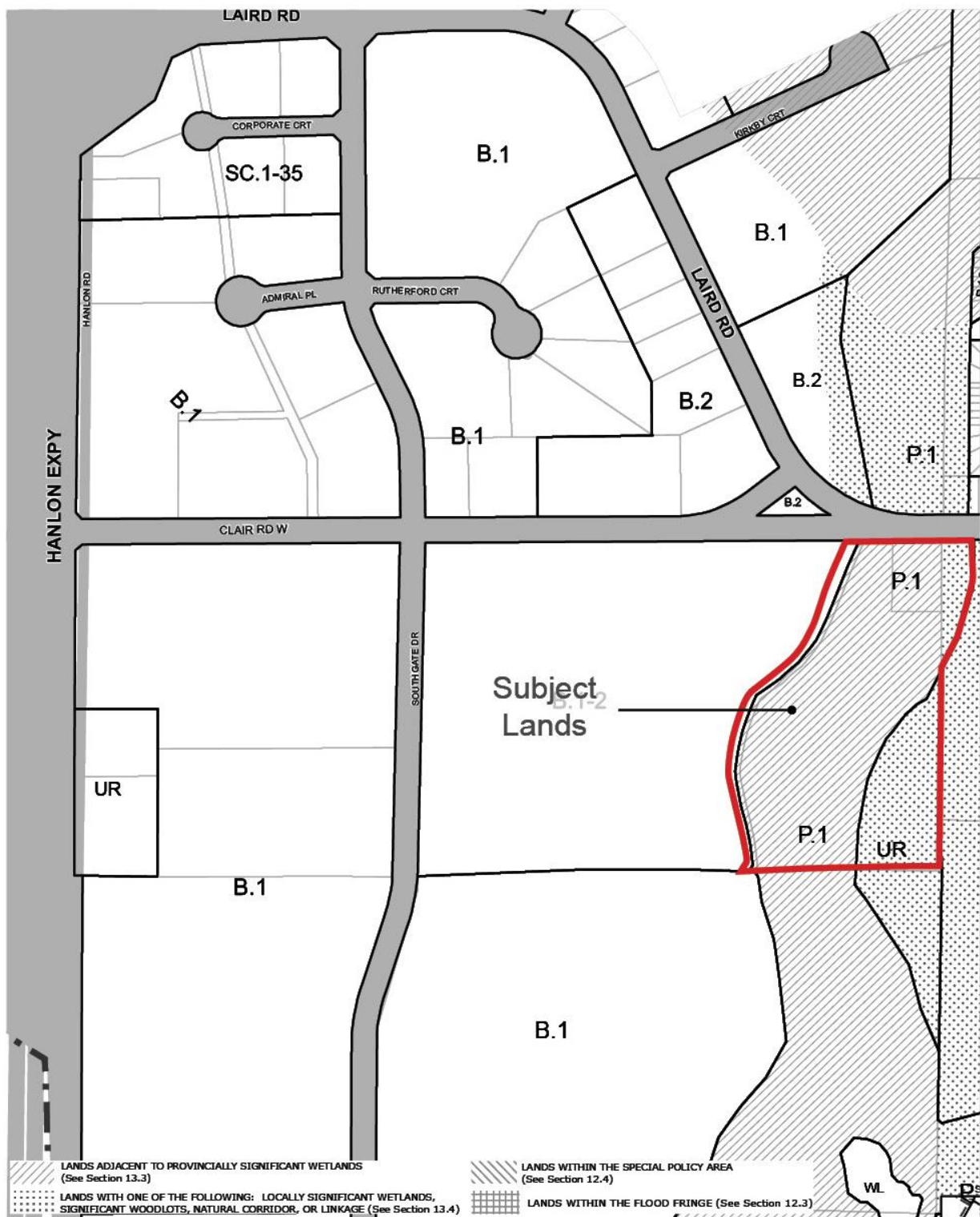
Section 4.1.3.9 of the Official Plan explains that Ecological Linkages are 100 metres wide, “except where existing narrower linkages have been approved or identified.” Their purpose is generally to maintain (or where possible enhance) connectivity within the natural heritage system. Although the land uses permitted within Ecological Linkages are restricted, Policy No. 4.1.3.9.11 states that their location “may be modified” or their “width refined, without an amendment to this Plan,” provided that an Environmental Impact Statement (“EIS”) or Environmental Assessment (“EA”) demonstrates, to the City’s satisfaction, that the linkage is designed based on the most current principles of conservation biology and that proposed changes to the linkage’s location or width “will maintain or enhance functionality and connectivity between Significant Natural Areas and/or protected Habitat for Significant Species.” Wildlife Crossing Locations are subject to the policies in Section 4.1.5, which state that the City “will implement species-appropriate mitigation measures to minimize the impacts to wildlife and property damage” (No. 4.1.5.3.a) and “will require mitigation measures identified” through an EIS or EA to be implemented as part of the associated development (No. 4.1.5.3.b).

The segment of Clair Road West that abuts the Subject Lands is identified on Schedule 5 (Road & Rail Network) as an “Arterial Road,” whose function, according to Section 5.7.2, is “to move moderate to large volumes of traffic over moderate distances within the city and to collect traffic and direct it to the Provincial highway system” (No. 5.7.2.1). Arterial roads are “meant to accommodate a high level of transit service” (No. 5.7.2.3), with direct access from local roads and individual properties being “limited to avoid interference with the primary function of the roadway” (No. 5.7.2.4).

According to Schedule 7a (Source Water Protection: Wellhead Protection Areas), the Subject Lands are located in a “WHPA-C” area; more detailed mapping from GRCA indicates that most of Parcel 1 has a Vulnerability Score of 4, with the front portion of that parcel, along with all of Parcel 2 and Parcel 3, having a Vulnerability Score of 6. GRCA’s mapping of “intrinsic vulnerability” — a term that refers to the vulnerability of aquifers “to the downward movement of contamination from ground-surface or near-surface sources,” based on an analysis “of the geologic and hydrogeological character of the sediments overlying the aquifer(s), and their influence on the movement of hypothetical contaminants from the ground surface to the aquifer(s) of interest” — identifies most of the Subject Lands as having “Medium” intrinsic vulnerability (**Figure 6**).



The City of Guelph approved a new Comprehensive Zoning By-law, No. (2023)-20790, on April 18, 2023, to replace the previous Zoning By-law, No. (1995)-14864. Although the new Zoning By-law came into force and effect on February 6, 2024, Parcel 1 of the Subject Lands remains the subject of a site-specific appeal and is therefore still subject to the provisions of Zoning By-law No. (1995)-14864. According to Zoning By-law No. (1995)-14864, most of the Subject Lands are zoned “P.1” (“Conservation Land”), with the southeasterly corner of Parcel 1 being zoned “UR” (“Urban Reserve”): see **Figure 7**. The “P.1” zoning permits “conservation area”, “flood control facility”, “recreation trail”, and “wildlife management area” as permitted uses, while the “UR” Zone permits the same uses as “P.1”, as well as “agriculture (livestock-based and vegetation-based)”, “outdoor sportsfield facilities”, and “accessory uses”.

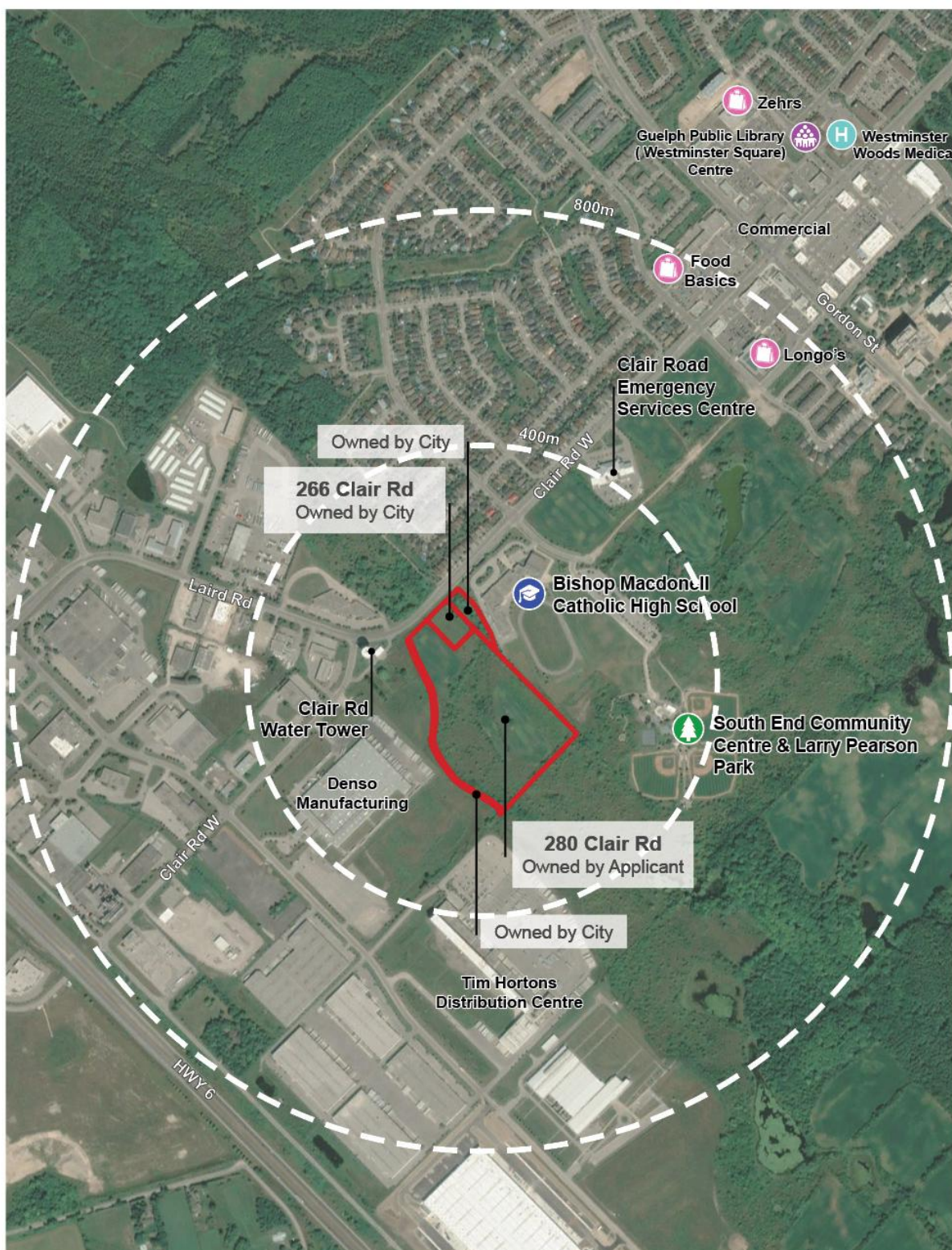


Under Zoning By-law No. (2023)-20790, the westerly half of Parcel 1 would be placed in the “Industrial” (“B”) Zone, while the easterly half of Parcel 1 and all of Parcel 2 and Parcel 3 would be placed in the “Natural Heritage System” (“NHS”) Zone (**Figure 8**). The land uses permitted in the “B” Zone are animal boarding establishment, cleaning establishment, computer establishment, contractor’s yard, food vehicle, major equipment supply and service, manufacturing, print or publishing establishment, repair service, research and development establishment, tradesperson’s shop, trucking operation, and warehouse, along with accessory uses, outdoor display and sales, outdoor storage, as well as community centre, drive-through facility, financial establishment, office, and restaurant. The uses permitted in the “NHS” Zone are limited to “conservation uses” and legally existing uses, buildings, and structures.



2.3 Surrounding Land Uses and Context

As mentioned above, the Subject Lands are located at the edge of a larger employment area in the southwesterly corner of Guelph known as the Hanlon Business Park (Southgate Drive): the lands to the south and west of the Subject Lands are predominantly occupied by employment land uses, while those to the north and east feature primarily residential uses, as well as a cluster of commercial uses at the intersection of Clair Road and Gordon Street (approximately 800–1,000 metres northeast of the Subject Lands), including multiple grocery stores, restaurants, financial institutions, and (just beyond the intersection) the Westminster branch of the Guelph Public Library (see **Figure 9**). The property directly northeast of the Subject Lands is occupied by Bishop Macdonell Catholic High School (200 Clair Road West), behind which is the South End Community Park (approx. 15.8 ha). The City's South End Community (Recreation) Centre is currently under construction on the same parcel as the South End Community Park and will contain an indoor pool and ice pads.



The surrounding employment land uses include a manufacturing facility immediately to the west of the Subject Lands and a distribution centre to the south. Both of these facilities are located within 300 metres of the Subject Lands and as per the Ministry of Environment, Conservation and Parks (“MECP”) D-series Guidelines, require detailed evaluation and mitigation measures to ensure that the introduction of sensitive land uses will not interfere with the long-term viability of the employment area, as per Policy No. 2.8.1.3 in the Provincial Planning Statement, 2024.

The Hanlon Expressway (“Highway 6”) runs northwest–southeast about 800–900 metres southwest of the Subject Lands, with a full interchange at Laird Road. There are multiple bus stops located at the intersection of Clair Road West and Laird Road, about 120 metres from the Subject Lands. The parcel on the northwesterly side of Clair Road West, directly opposite the Subject Lands, contains the Clairfields Perimeter Trail, which connects to the City’s larger active transportation network and the Preservation Park conservation area further to the north.

3. Proposed Development

3.1 Details

Home Opportunities (the “Developer”) is a non-profit organization proposing to develop the Subject Lands as an affordable housing project with a local employment serving purpose. The Development will include two apartment buildings and 31 stacked townhouse blocks totaling 960 dwelling units. On the 6.11 hectares of resulting developable area, this represents a net density of 158 units per hectare.

More specifically, the Development will consist of:

- Apartment Building A: 16 storeys in height, adjacent to an 8-storey podium;
- Apartment Building B: 14 storeys in height, adjacent to a 7-storey podium;
- 15 back-to-back townhouse blocks (with 8-, 9- or 12-units); and
- 16 stacked townhouse blocks (with 6-, 8- or 12-units per block).

The main access to the Development will be provided by a new private roadway off Clair Road West. The intersection of the private roadway with Clair Road West is recommended to be signalized at full buildout and include dedicated right and left turning lanes. On the Subject Lands, the private roadway will be designed in a crescent shape to provide access to units throughout. Secondary emergency access from the private roadway to Clair Road West will also be provided.

Parking will be included in a standalone 6-storey parking structure (960 spaces), a surface lot (109 spaces) and select parallel parking along the private roadways. Long- and short-term bicycle parking will be provided in locations across the Subject Lands. A townhouse block with 16 units will be attached to the east side of the parking structure.

The Development proposes to relocate an ecological linkage to run along the west lot line. The ecological linkage will be a total of 2.45 hectares and 60 metres in width, intended to facilitate movement of wildlife between significant natural areas to the north and south of the Subject Lands. The ecological linkage will be secured by fencing. Building and site design elements such as lighting will also be designed to not spill onto the relocated ecological linkage. Minor landscaping enhancements are proposed to the linkage, including transplanting some trees from the eastern parts of the Subject Lands. An EIS has been

prepared by North-South Environmental and is included in the complete application submission to assess and support the linkage’s relocation.

Part of the Subject Lands are parcels currently owned by the City (266 Clair Road West and adjacent parcel to east). In discussions with the City, these parcels were originally acquired for natural heritage purposes – likely to protect and for the establishment of the ecological linkage. It is intended that once the ecological linkage relocation is confirmed to be acceptable and that it will result in no negative impact to the City’s Natural Heritage System (NHS), this portion of the Subject Lands will result in an exchange in ownership with the City. This will involve the 60-metre ecological linkage being transferred in ownership title to the City in exchange for the current two City-owned parcels to the east. Doing so will provide sufficient and appropriate frontage to the Development along Clair Road East while transferring appropriate and qualifying NHS lands to the City.

The proposed Development will be on full municipal services. This includes connecting to an existing City watermain directly in front of the Subject Lands and extending a sanitary sewer further west on Clair Road West. Adequate capacity has been confirmed in a Functional Servicing and Stormwater Management Report (“FSSMR”) prepared by Counterpoint Engineering. Stormwater management will be designed to infiltrate all runoff up to a 100-year storm event, given the Subject Land’s hummocky topography.

Table 1 below summarizes key metrics of the Development and the Subject Lands. The conceptual site plan for the Development is shown in **Figure 10**.

Table 1: Development Summary	
Site Information	Measurement
Subject Lands Area	8.56 ha
Ecological Linkage (Natural Heritage Area)	2.45 ha
Net Developable Area	6.1 ha
Gross Floor Area (excluding parking garage)	79,274 m2
Floor Space Index	0.93
Building Lot Coverage	20,043 m2 (33%)
Private Amenity Areas (yards)	10,774 m2 (18%)
Common Amenity Area	5,770 m2 (9%)
Other Landscaped Areas	10,008 m2 (16%)
Units	960
Off-street Parking Spaces	1,077

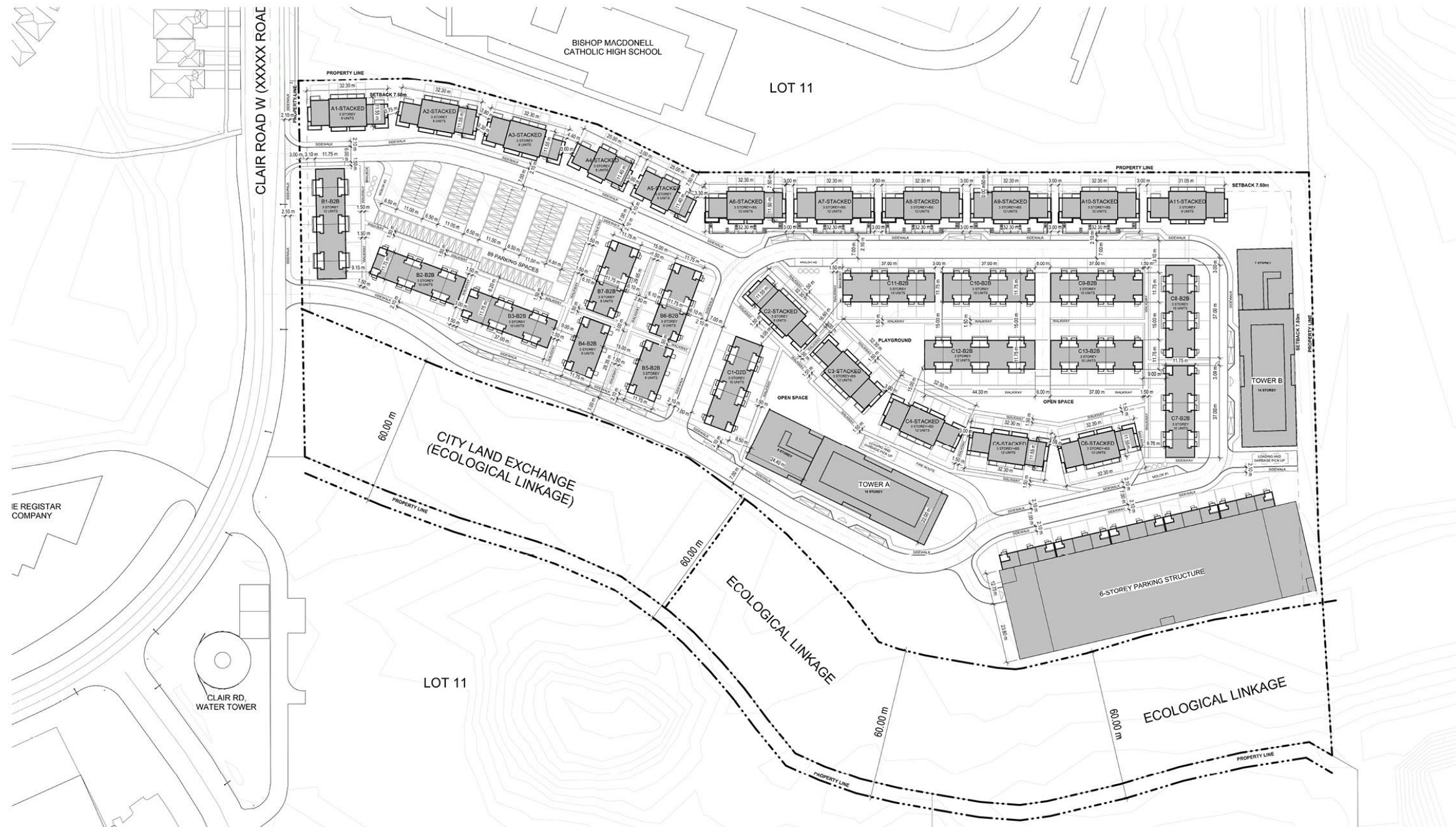


Figure
Conceptual Site Plan
Source: Architecture Unfolded (2024)
10

3.2 Official Plan Amendment

An Official Plan Amendment (“OPA”) is required to permit residential uses at the proposed height and density on the Subject Lands.

3.2.1 – Employment Land

The OPA proposes to remove the Subject Lands from the City’s designated Employment Areas as shown on Schedule 1b (see **Figure 11**). It should be noted that the Provincially Significant Employment Zone (“PSEZ”) is no longer applicable and was eliminated by the province upon the new PPS (2024) coming into effect October 20, 2024. An Employment Conversion Report has concluded that the removal is negligible and will not impact the City’s ability to meet forecast employment growth to 2051 or negatively impact existing businesses.

3.2.2 – Land Use Designations and Natural Heritage System

The OPA proposes to redesignate the developable portion of the Subject Lands from the ‘Industrial’ and ‘Significant Natural Area and Natural Areas’ land use designations in Schedule 2 (Land Use Plan) of the Official Plan to ‘High Density Residential’ (see **Figure 12**).

The OPA will also facilitate relocating the ecological linkage portion of the City’s Natural Heritage System from the east to the west portion of the Subject Lands by redesignating this 2.5 hectare portion from the current ‘Industrial’ land use designation to ‘Significant Natural Area and Natural Areas’ (**Figure 12**).

The above land use changes also require Schedule 4 (Natural Heritage System) (see **Figure 13**) to be amended in a similar manner, by changing the location of the ‘Ecological Linkage’ within the ‘Significant Natural Areas’ from the east to west portion of the Subject Lands. The Ecological Linkage feature will be refined to a consistent recommended width of 60 metres, as recommended in the EIS.

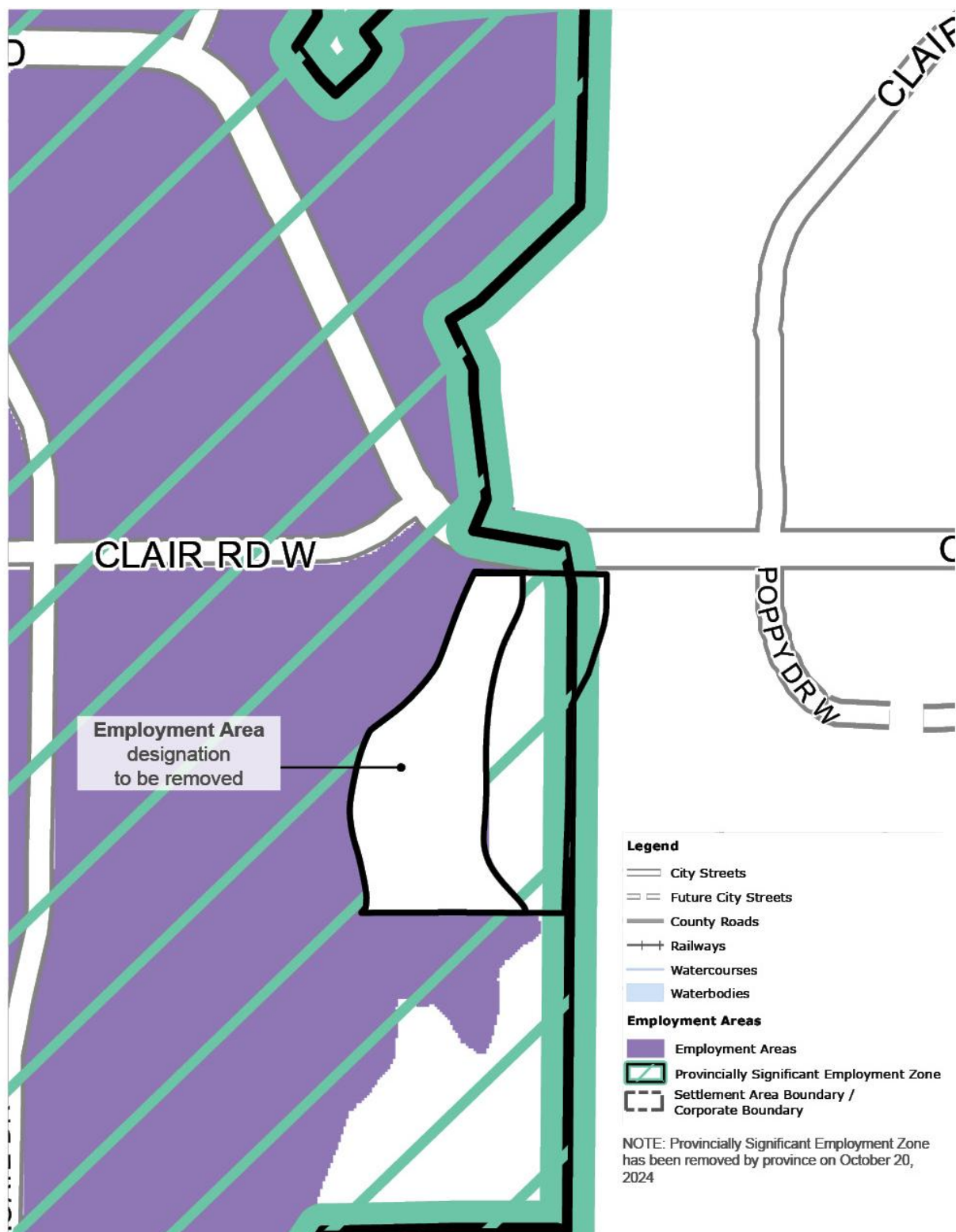
3.2.3 – Site-Specific Policies

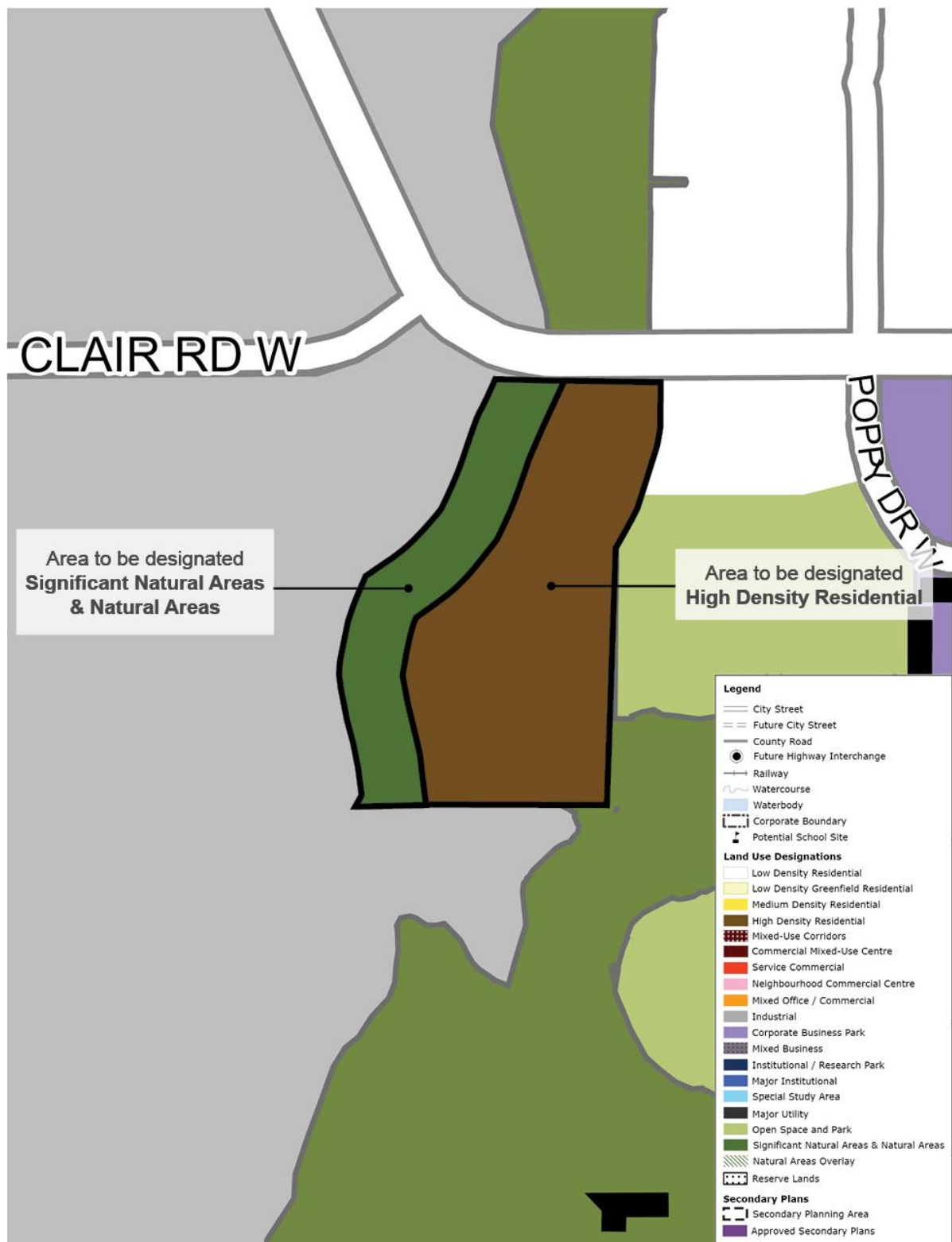
Several site-specific policies are proposed to be added to the Official Plan. This includes:

- Adding townhouses as an additional permitted use in the High Density Residential designation as they apply to the Subject Lands;
- Permitting a maximum building height of 16 storeys, whereas the High Density Residential designation limits building heights to 10 storeys; and

- Permitting a maximum net density of 160 units per hectare, whereas the High Density Residential designation limits net density to 150 units per hectare outside of strategic growth areas.
- The Subject lands be subject to a Class 4 Noise Classification as per NPC-300.

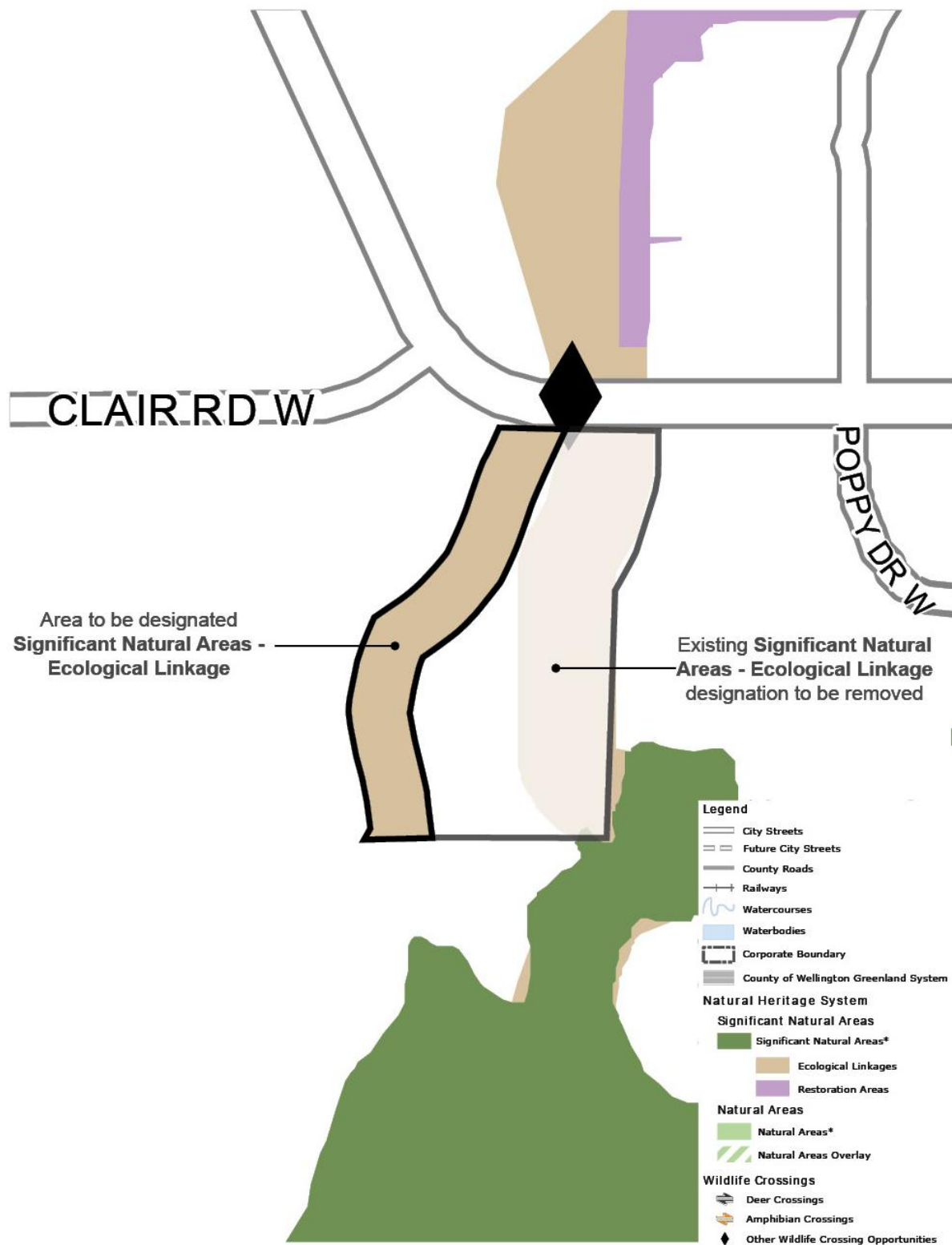
A draft OPA is included in '**Appendix A**' to this Report.





Proposed Official Plan - Land Use Map
Source: City of Guelph Official Plan Schedule 2: Land Use Plan (2022)

Figure
12



3.3 Zoning By-law Amendment

A Zoning By-law Amendment (“ZBA”) is also required to permit residential uses at the proposed height and density on the Subject Lands.

As the City’s new Zoning By-law (2023)-20790 is under appeal in part, including for a site-specific appeal for part of the Subject Lands, the Zoning By-law Amendment is proposing to amend the zoning in both By-law (2023)-20790 as well as Zoning By-law (1995)-14864.

The Subject Lands are currently zoned as follows in both above-noted zoning by-laws **By-law (2023)-20790 (under partial appeal)**

- B (‘Industrial’) and NHS (‘Natural Heritage System’)
- **By-law (1995)-14864**
 - UR (‘Urban Reserve’) and P.1 (‘Open Space’)

While an amendment is required to both Zoning By-laws as they are in effect together, the amendment seeks to entirely release the zoning categories of legacy Zoning By-law (1995)-14864 and request to only apply zoning categories and in effect regulations from Zoning By-law (2023)-20790.

The ZBA is requesting to rezone the Subject Lands from the zoning categories identified above in both by-laws to the following:

- RH.7-xx(Hxx) (‘High Density Residential 7’ with ‘Site-specific Provisions’ and a ‘Holding provision’)

3.3.1 – Site-Specific Regulations

The following site-specific regulations are being requested to the parent RH.7 zone:

- Despite Table 6.1, the following uses shall also be permitted in the RH.7-xx(Hxx) Zone:
 - Townhouse, back-to-back;
 - Townhouse, cluster;
 - Townhouse, stacked; and
 - Townhouse, stacked back-to-back.
- Despite Table 6.32, the maximum residential density – units per hectare (uph) shall be 160.

- Despite Table 6.34, Row B, the maximum building height shall be 16 storeys.
- Despite Table 6.34, Row C, no maximum floorplate shall apply to any storey of an apartment building.
- Despite Table 6.34, the minimum common amenity area shall be 16 m² per dwelling unit.
- Despite Table 5.3, Row 2, the minimum parking per dwelling unit shall be 1.1. A minimum of 20% of the required parking spaces shall be for the use of visitor parking.

Table 2 below outlines all required zoning regulations for townhouses and **Table 3** for apartments, what is proposed as part of the Proposed Development and whether a site-specific regulation is required to facilitate the development. While townhouse are being requested as an additional use in the RH.7 zone, many of the regulations required apply to the entire Subject Lands as a whole. Regulations highlighted in pink are site-specific.

Table 2 - Zoning Conformity – High Density Residential 7 Zone (RH.7) – Apartments			
Regulation	Required	Provided (Development Concept)	Complies? (Yes/No)
Lot Frontage (min)	30 m	90.2 m	YES
Density (max)	100 uph	160 uph	NO
Front Yard (min)	6 m	6 m	YES
Interior Side Yard (min)	One-half the building height, and no less than 3 m	7.5 m	YES
Rear Yard (min)	One-half the building height, and no less than 4.5 m	7.5 m	YES
Lot Coverage (max % lot area)	40%	33%	YES
Landscaped Open Space (min)	40% of lot area	43%	YES
Active Entrances	When a building(s) or portion thereof is within 15 m of a street line, a minimum	1 active entrance provided every 12.88 m	YES

	number of 1 active entrance for every 30 m of street line shall be required for the portion of the building facing the street.		
Buffer strip	<p>A 3 m buffer strip is required adjacent to interior side and rear lot lines</p> <p>3 m buffer strip is required around the perimeter of surface parking lots</p>	>3 m buffer strips around site and surface parking	YES
Parking	<p>Apartment: first 20 dwelling units: 1.5 spaces per dwelling unit, for each dwelling unit in excess of 20: 1.25 spaces per dwelling unit.</p> <p>Townhouse: 1 space per dwelling unit, plus 0.2 visitor spaces per dwelling unit</p> <p>(1,189 spaces)</p>	1.1 per unit (1,077 spaces)	NO
Common Amenity Area	Stacked and back-to-back townhouses 10 m ² per dwelling unit	16 m ²	YES
Private Amenity Area	20 m ² per dwelling unit	33.88 m ² per dwelling unit	YES
Building Height	4 storeys	4 storeys	YES

Back-to-Back Townhouse Dwelling unit width	6 m	7.3 m	YES
Front yard from private street back of curb or sidewalk or lot line (min)	Stacked with no garage - 3 m	3 m	YES
Exterior side yard from private street back of curb or sidewalk or lot line (min)	4.5 m	4.5 m	YES
Rear yard from private street back of curb or sidewalk or lot line (min)	7.5 m (stacked townhouses only)	7.5 m	YES
Distance between buildings (min)	The minimum distance between any two buildings on the same lot shall be 3 m	3 m	YES
Overall building length of townhouse building (max)	49 m	44.3 m	YES

Table 3 - Zoning Conformity – High Density Residential 7 Zone (RH.7) – Apartments			
Regulation	Required	Provided (Development Concept)	Complies? (Yes/No)
Lot Frontage	30 m	90.2 m	YES
Density	100-150 uph	160 uph*	YES
Front Yard or Exterior Side Yard	6-11 m	6 m	YES
Interior Side Yard	3 m (min)	10 m	YES
Rear Yard (min)	7.5 m	7.5 m	YES
Buffer Strip (min)	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	>3 m	YES
Landscaped Open Space (min)	40% of lot area	43%	YES
Building Height (min)	3 storeys	3 storeys	YES

Building Height (max)	10 storeys	16 storeys	NO
Floorplate stepbacks (min), including angular plane and tower separation	7th and 8th storeys - 1,200 m ² Each storey above 9th storey - 1,000 m ²	No stepbacks	NO
Distance between buildings (min)	3 m	>3 m	YES
Common Amenity Area	20 m ² per dwelling unit	16 m ²	NO

3.3.2 – Holding Provision

The Official Plan allows for the use of a holding symbol or provision ('H') in zoning by-laws, pursuant to Section 36 of the *Planning Act*. Section 10.5 of the Official Plan permits applying an 'H' symbol to zoning where the use of land is definitely established but a specific development proposal is considered premature or inappropriate for immediate implementation.

To apply an 'H' symbol to zoning, the Official Plan requires meeting a minimum of one (1) criteria in Policy 10.5.2. In our opinion, at least two (2) applicable criteria could apply to the Proposed Development:

- i) *Where municipal services such as sanitary sewers, stormwater management facilities, water supply, parks, schools, community services and facilities and **community infrastructure have been determined to have insufficient capacity to serve the proposed development until necessary improvements are made;*** [emphasis added]
- vi) *where development is contingent upon other related matters occurring first, such as the **consolidation of land ownership to ensure orderly development and phasing of the project or to secure funding agreements on necessary infrastructure or services;*** [emphasis added]

The Official Plan defines “community infrastructure” as:

“lands, buildings, and structures that support the quality of life for people and communities by providing public services for health, education, recreation, socio-cultural activities, security and safety of the provision of programs and services provided or subsidized by a government or other body, such as social assistance and affordable housing. Community infrastructure does not include infrastructure or municipal services.” [emphasis added]

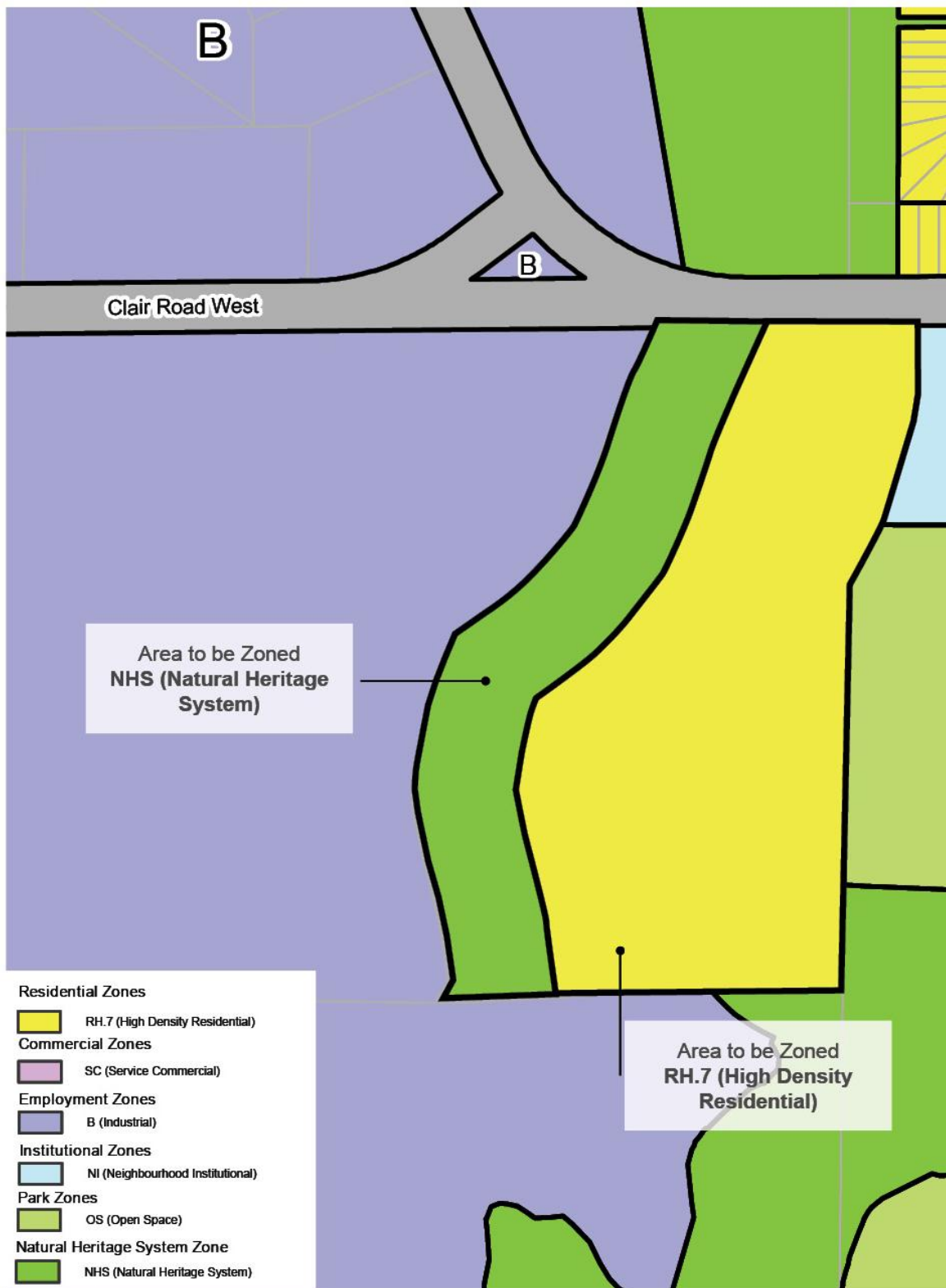
It is our opinion that community infrastructure includes affordable housing where it is subsidized by a governing body or other organizations. This can include the waiving or deferral of fees, such as those required for development applications.

The “H” symbol will also allow for the consolidation of the parcels forming the developable area, while exchanging the adjusted ecological linkage corridor lands to the City.

Applying an “H” symbol on the proposed zoning could effectively pause development on the Subject Lands until an appropriate scope for affordable ownership housing can be established between the Developer and the City.

The two requirements below will need to be satisfied to the satisfaction of the City prior to the “H” symbol being lifted by further amendment to the Zoning By-law:

- (1) The owner exchanges lands with and to the satisfaction of the City to be designated as part of the Natural Heritage System for the purposes of an ecological linkage.
- (2) The owner shall provide a commitment to the satisfaction of the General Manager of Planning and Building Services to make a minimum 30% of the total dwelling units as affordable ownership housing.



4. Existing Planning Framework and Rationale

4.1 *Planning Act*, R.S.O. 1990, Chapter P.13

The *Planning Act* R.S.O. 1990, c. P.13 (“Planning Act”) establishes the framework for land use planning in Ontario. The Planning Act provides for the integration of provincial matters in planning decisions; details a planning process that is fair, accessible, timely and efficient; encourages cooperation and coordination amongst various interest groups; and establishes the decision-making authority and accountability of municipal councils in the planning process.

4.1.1 – Matters of Provincial Interest

The *Planning Act* requires that all planning decisions “*shall have regard to*” matters of Provincial interest as identified in Section 2. These matters are general in nature and broad in range and are addressed in more detail through the Policy Statements and Provincial Plans issued under Section 3 of the Planning Act and through the Official Plan of the City of Guelph.

Table 4 offers an analysis of the applicable matters of provincial interest to the proposed development.

Table 4 – Matters of Provincial Interest		
Section	Provincial Interest	Response
a)	The protection of ecological systems, including natural areas, features and functions;	The Development proposes to relocate and establish a 60 m wide ecological linkage as part of the City’s Natural Heritage System. The ecological linkage will be protected and not developed.
e)	The supply, efficient use and conservation of energy and water;	The proposed development utilizes existing municipal water and wastewater services which have sufficient capacity to accommodate for the residential growth generated by the proposed development. The Developer will incorporate energy and resource efficiency measures as part of its commitment to the City’s Community Energy Initiative.
f)	The adequate provision and efficient use of communications,	The proposed development will make efficient use of municipal servicing

	transportation, sewage and water services and wastewater systems;	infrastructure, road network, and communication infrastructure. Any extensions and connections of such services will be completed by the Developer.
h)	The orderly development of safe and healthy communities;	The Subject Lands are located within the City's Built-up Area, which is a focus area for new growth. Major community and commercial uses are within walking distance of the Subject Lands, and the Development will further enhance creation of a complete community. The Development is also compatible with nearby industrial uses.
h.1)	The accessibility of persons with disabilities to all facilities, services and matters to which this Act applies;	The proposed development will adhere to the requirements set out in the Accessibility for Ontarians with Disabilities Act and the Ontario Building Code.
i)	The adequate provision and distribution of educational, health, social, cultural, and recreational facilities;	The proposed development is located in close proximity to several existing educational, community and recreational facilities.
j)	The adequate provision of a full range of housing, including affordable housing;	The Development represents a form of affordable housing and will further broaden the housing availability and choice in the surrounding area.
l)	The protection of the financial and economic well-being of the Province and its municipalities;	The Development will provide housing targeted to employees of nearby businesses, many of which have trouble finding adequate housing suitable to their needs in Guelph. The development will not prohibit the City from having sufficient employment lands to meet economic needs to 2051. The proposed development will optimize existing municipal servicing infrastructure, thereby not resulting in the uneconomical expansion of such infrastructure. Any required capital upgrades or extensions

		will be recoverable to the City at the Developers expense.
p)	The appropriate location of growth and development;	The Subject Lands are located within the City's settlement area, and are near existing residential uses and a high school. Despite being designated for industrial uses, the lands have been vacant and underutilized for many years. Overall, the Subject Lands are more suitable to higher density residential uses.
q)	The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;	The development is located directly on existing public transit routes and will be designed to promote pedestrian movement both internal and external to the Subject Lands. Other alternative forms of transportation such as cycling will be encouraged by the provision of both long and short-term bicycle parking.
r)	The promotion of a built form that: <ul style="list-style-type: none"> i. is well designed; ii. encourages a sense of place; and, iii. provides for public spaces that are of high quality, safe, accessible, attractive, and vibrant. 	The proposed development incorporates a well-designed built form. The two high density apartment blocks are sited to the rear of the Subject Lands to reduce shadow and wind impacts. Parking is largely consolidated in a multi-level garage, encouraging walking on the Subject Lands. The development will further enhance the Clair Road West public space by improving pedestrian and vehicular access, as well as extending sidewalk connections to the Strategic Growth area at Clair Road and Gordon Street.
s)	The mitigation of greenhouse gas emissions, and adaptation to a changing climate.	The proposed development supports the use of alternative forms of transportation through the provision of well-connected pedestrian oriented infrastructure such as sidewalks. The Developer has expressed a commitment in this report to the City's Community Energy Initiative.

4.2 **Development Charges Act, 1997, Section 4.1**

Through Bill 23, the *More Homes Built Faster Act, 2022*, the Province made changes to the *Development Charges Act, 1997* (“DCA”) introducing exemptions and discounts for non-profit housing and affordable residential units from municipal development-related charges. These exemptions and discounts intend to incentivize and expedite affordable and rental housing supply.

Section 4.2(2) of the DCA exempts a non-profit housing development from development charges.

Response: Given the above criteria, it is our opinion that the Proposed Development should be exempt from the requirement to pay Development Charges as Home Opportunities is a non-profit corporation. Further, at least 30% of the units would meet the CMHC criteria for “Affordable residential unit, rented & ownership”. More information on the Development’s affordable housing model and how it meets the City’s Affordable Housing Strategy and policies is provided in Section 5 of this report.

As per Section 4.2(2) of the DCA defines the affordable qualification and indicates that the development will produce housing that qualifies as affordable based on incomes that would qualify to carry units based on 80% of the average rent in Guelph as per the CMHC definition. An additional 20% of units will be offered as affordable ownership as discussed later in this Report and will assist with downpayments for all other units.

4.3 **Provincial Planning Statement (2024)**

In 2024, the Provincial Planning Statement (2024) (“PPS” or “PPS (2024)”) was approved by the Lieutenant Governor in Council, Order in Council No. 1099/2024 and came into effect on October 20, 2024. The PPS (2024) replaces the previous Provincial Policy Statement that came into effect on May 1, 2020.

The following provides a summary of the key PPS (2024) policy considerations for the Subject Lands as well as justification for the proposed development in terms of these policies.

4.3.1 – Planning for People and Homes

Policy 2.1.6 *Planning authorities should support the achievement of complete communities by:*

- a. *accommodating an appropriate range and mix of land uses, housing options...*

- c. improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.*

Response: The Proposed Development would consist of two (2) apartment buildings being 14 and 16 storeys in height and 33 townhouse blocks with up to 960 affordable dwelling units. Providing a mix of townhouse and apartments allows for the opportunity for residents of all ages, incomes and abilities to live on the Subject Lands. Additionally, given the Proposed Development provides affordable housing, it will provide much needed housing for those with lower income or those facing barriers entering the housing market.

4.3.2 – Housing

2.2.1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;*
- b) permitting and facilitating:*
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and*
 - 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;*
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and*
- d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.*

Response: The Proposed Development is consistent with Section 2.2.1 of the PPS in that it provides for a range and mix of housing options and is an example of residential intensification which should be facilitated by the City. Further, the Proposed Development will provide a more diverse selection of housing options in the area and makes efficient use of land, resources, existing infrastructure, and public service facilities by increasing the number of affordable housing units within the City of Guelph. With the Developer providing a market focus on creating new employment serving housing for businesses in Guelph, the Development will be satisfying a need arising from local employment opportunities.

4.3.3 – Employment Areas

Policy 2.8.2.5 outlines the criteria for when lands can be removed from employment areas and are as follows:

- a) there is an identified need for the removal and the land is not required for employment area uses over the long term;*
- b) the proposed uses would not negatively impact the overall viability of the employment area by:
 - 1. avoiding, or where avoidance is not possible, minimizing and mitigating potential impacts to existing or planned employment area uses in accordance with policy 3.5;*
 - 2. maintaining access to major goods movement facilities and corridors;**
- c) existing or planned infrastructure and public service facilities are available to accommodate the proposed uses; and*
- d) the municipality has sufficient employment lands to accommodate projected employment growth to the horizon of the approved official plan.*

Response: urbanMetrics prepared an Employment Land Conversion Study (summarized in Section 6.2 of this Report), of which their findings support the proposed Development. The 2024 PPS redefining 'Employment Areas' has significantly removed the uses and lands that can be included in the scope. When applied to the City's 2020 Employment Lands Strategy, the lands and uses included in the analysis have become obsolete and no longer a part of the demand for employment lands. This includes office, retail and population related employment being shifted to major transit station areas and strategic growth areas. Their report found that the Subject Lands do not fulfill a specific industrial or employment land niche in the City that cannot be addressed on other available lands and is a likely candidate for long term vacancy and underutilization. The Subject Lands are a more appropriate size and in a desired location to provide affordable and attainable housing units in the City of Guelph. They also determined that due to the Subject Lands being on the fringe of the

employment area and the fact that the Subject Lands are immediately adjacent to other non-employment uses, that the conversion to residential uses would not negatively impact the employment area. The Subject Lands are able to provide required infrastructure and public service connections within an area which is served by active transportation and within a desired distance to services, retail and restaurants.

4.3.4 – Land Use Compatibility

3.5.2 2. Where avoidance is not possible in accordance with policy 3.5.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses is only permitted if potential adverse affects to the proposed sensitive land use are minimized and mitigated, and potential impacts to industrial, manufacturing or other major facilities are minimized and mitigated in accordance with provincial guidelines, standards and procedures.

Response: The Subject Lands are adjacent to Bishop Macdonell Catholic High School and South End Community Park, which includes the under construction recreation centre. There is a residential subdivision to the north, various commercial uses at the intersection of Clair Road and Gordon Street (approximately 800–1,000 metres from Subject Lands), including multiple grocery stores, restaurants and retail stores. To the northwest of the Subject Lands there is a multi-tenant office building, and to the southwest (at Clair Road West and Laird Road) is a second multi-tenant office building containing both retail and service components. Directly to the west of the Subject Lands is a manufacturing business (Denso Manufacturing) and warehouse (Tim Hortons) and a vacant industrial parcel (320 Clair Road West).

The Noise Study prepared by Dillon Consulting (further discussed in Section 6 of this report) shows a detailed analysis of the noise from surrounding properties and notes that the majority of the units would be within the desired decibel range for noise within the day and nighttime hours. Specific buildings will require noise warning clauses in the purchasers agreement and additional noise mitigation measures will be required along Clair Road West.

Furthermore, Dillon Consulting prepared an Air Quality Impact Study (further discussed in Section 6 of this report) was prepared and determined that the industries that surround the Subject Lands would not have a negative impact on air quality for future residents.

The residential development is considered as a sensitive land use in the PPS (2024). The Subject Lands are adjacent to major facilities, specifically being industrial uses to the west. This includes manufacturing, warehousing and logistics uses. In accordance with Policy 1.2.6.2, the Subject Lands are being designed to protect the long-term viability of existing

industrial uses by minimizing adverse effects. There is a strong identified need for the proposed residential use with no reasonable alternative sites in the City that offer the size, proximity and serviceability for large scale affordable housing.

The MECP provides a guide to what types of land uses are appropriate near industrial facilities, commonly known as 'D-6 Compatibility' or the 'D-6' Guideline. The D-6 guideline is to be used to assist in determining compatible land uses and to minimize conflicts between sensitive land uses such as residential encroaching on industrial uses. The Noise Study and Air Quality Impact study have determined that appropriate mitigation measures can be incorporated into the development. This includes the parking structure providing physical separation, construction methodologies and the application of warning clauses.

Given the above information, it is our opinion that the proposed residential development as a sensitive use would be located in an appropriate location and would not be negatively impacted by the surrounding land uses, including industrial uses to the west.

4.3.5 – Sewage, Water and Stormwater

Section 3.6.2. of the PPS states *municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety.*

Response: The Proposed Development will connect to full municipal services which is the highest priority development according to the PPS.

4.4 City of Guelph Official Plan

The City of Guelph Official Plan was adopted on November 1, 1994 and was later approved by the Ministry of Municipal Affairs and Housing (MMAH) on December 20, 1995. The City recently completed an Official Plan Review, known as 'Shaping Guelph' in 2022. Shaping Guelph was achieved through Official Plan Amendment 80 ("OPA 80").

The Subject Lands are currently located within the City's 'Built-up Area' (Schedule 1), are partially identified as 'Employment Area' (Schedule 1b) and are designated "Industrial" and "Significant Natural Areas & Natural Areas" on Schedule 2 (Land Use) of the Official Plan ("Official Plan" or "OP") (see **Figure 3**).

The Official Plan guides decision making and community building to the year 2051 through establishing policies and strategic goals to manage land use patterns. The Official Plan also promotes policies and actions to achieve social well-being, economic vitality and environmental integrity.

4.4.1 Official Plan Amendment 80 (OPA 80)

OPA 80 was adopted by City Council on July 11, 2022 and later approved with modifications by the Minister of Municipal Affairs and Housing (“MMAH”) on April 11, 2023. The MMAH’s approval of OPA 80 was revised and finally set by Bill 162, *Get It Done Act*, which received Royal Assent on May 16, 2024.

MMAH’s original decision approving OPA 80 on April 11, 2023 redesignated the portion of the Subject Lands outside of the Natural Areas for a brief period from ‘Industrial’ to ‘High Density Residential’. This amendment was referred to as Modification 18. This redesignation by the MMAH was later reversed by Bill 150, the *Official Plan Adjustments Act* on December 6, 2023, along with most other Ministry revisions to OPA 80. During this time, Council passed a motion on December 5, 2023 directing City staff to take no further action on not accepting the MMAH’s redesignation of the Subject Lands to ‘High Density Residential’. Following Council’s decision, this was summarized in a December 6, 2023 letter by the Mayor to the Minister (MMAH), expressing Council’s support to keep the Subject Lands designated ‘High Density Residential’ for an affordable housing development.

On February 20, 2024 when Bill 162 received its first reading in the Legislature, it amended the *Official Plan Adjustments Act* to keep the Subject Lands designated ‘High Density Residential’. This reversion was done to accept Council’s December 5, 2023 direction to staff. On March 27, 2024, Mayor wrote a follow-up letter to the Minister (MMAH), specific to the Subject Lands, in part requesting that the Official Plan land use designation be specifically for “affordable residential”. On April 10, 2024, a second follow-up letter was submitted by the Mayor to the Minister (MMAH) to entirely pause the implementation of the residential designation for the Subject Lands and instead, maintain them as provincially significant employment lands. The letter also referenced that should the Owner and Developer of the Subject Lands proceed to prepare the Subject Lands for an affordable residential development, the Ministry and City be open to “working in partnership with all involved on the necessary next steps to see such an affordable residential development come to fruition”. On April 15, 2024, Bill 162 was amended in second reading to eliminate Modification 18 to OPA 80 that would have changed the land use designation to ‘High Density Residential’. When Royal Assent was given to Bill 162 on May 16, 2024, the Ministry’s change to ‘High Density Residential’ in April 2023 was finally struck, thus keeping the ‘Industrial’ land designation in the Official Plan for the Subject Lands.

4.4.2 Official Plan Amendments

Policy 1.3.14 states that when an Official Plan Amendment is under consideration, the following matters must be addressed:

Table 5 – Official Plan Amendment Criteria		
Section		Response
i)	The conformity of the proposal to the strategic directions of this Plan and whether the proposal is deemed to be in the overall interests of the City;	The Development contributes towards planning for a complete and healthy community to the year 2051 while protecting and enhancing valuable attributes to the City. This includes relocation and expansion of City owned lands specifically for the purposes of natural heritage features (i.e., ecological linkage).
ii)	Consistency with applicable provincial legislation, plans and policy statements,	Refer to Section 8.5 of this Report which provides a breakdown on the summaries and conclusions of these items.
iii)	Suitability of the site or area for the proposed use, particularly in relation to other site or areas of the city;	An Employment Land Conversion report (further information in Section 6.2 of this Report) completed a comprehensive evaluation of the commercial, economic and social impacts of converting the property to high-density residential and found that overall there would be a positive gain to the City. The Subject Lands would likely remain vacant or underutilized for an extended period if they remain designated Industrial.
iv)	Compatibility of the proposed use with adjacent land use designations;	The proposed conversion does not present any risk to the viability of the existing employment uses in the area or any issues of incompatibility. All potential concerns related to incompatible uses can be mitigated through design measures including established and straightforward methods that will adequately reduce the risks of complaints. The MECP's D-6 Guidelines were considered and the development can be accommodated in a compatible manner.

v)	The need for the proposed use, in light of projected population and employment targets;	A review of housing trends was completed in the Employment Land Conversion Report prepared for the Subject Applications (further information in Section 6.2 of this Report) and found that achieving the city's housing goal will require a significant, concerted effort on the part of policy makers, homebuilders, lenders and labour groups to achieve the housing-stated production levels articulated in Guelph's Housing Pledge. In order to achieve the city's 18,000-unit housing pledge by 2031, the home-building industry would need to double its current production record every year between now and 2031 to stay on track.
vi)	The market feasibility of the proposed use, where appropriate;	The Developer has concluded that the development is feasible from a market perspective and that there is demand for affordable housing opportunities in the City of Guelph. The Developer has received public support from several large employers in the City on the significant need and economic benefit for housing that is attainable to their workforce.
vii)	The extent to which the existing areas of the city designated for the proposed use are developed or are available for development;	The Subject Lands represents one of the few opportunities for intensification within the surrounding area that can support the Proposed Development at scale while being well connected to community infrastructure, transit and commercial uses for daily needs.
viii)	The impact of the proposed use on sewage, water and solid waste management systems, the transportation system, community facilities and the Natural heritage System;	The Development will connect to full municipal services. It is expected that a large portion of the residents will require the use of public transit for their day-to-day activities. There are bus stops at the intersection of Clair Road West and Laird Road. The Subject Lands are also directly across from Clairfields Perimeter Trail which connects to a broader city-wide trail

		system, providing active transportation options.
ix)	The financial implications of the proposed development;	The Development is not requesting or seeking any grants from the City. A development application and building permit fee deferral program is being proposed to accelerate the creation of new affordable housing units at a large scale by a non-profit home ownership developer. The City will be able to recover the full value of fees prior to building permit issuance. With full payment being required before a building permit is issued, the fees will be fully recovered with no impacts to the City's operating budget. All necessary infrastructure capital improvements (i.e. site servicing) will be recoverable at the Developer's expense. The exchange in NHS land ownership will not result in a net loss in City-owned land area assets.

4.4.3 Complete and Healthy Communities

Policy 3.1.1 encourages planning for a complete community which provides access to: a mix of employment opportunities, a range of housing options, local services and community infrastructure including affordable housing, schools, recreation and open space; and public transportation.

Response: The Development will support the creation of a complete community through the introduction of affordable housing units within walking proximity to nearby existing recreational, institutional, employment and commercial uses (see **Figure 9**). Future residents can access nearby amenities and everyday uses via existing sidewalks, bike lanes and public transportation.

4.4.4 Delineated Built-Up Area and General Intensification

The Subject Lands are located within the designated 'Built-Up Area', as identified on Schedule 1a: Urban Structure. Section 3.4 of the Official Plan provides policy direction for the Built-Up Area.

Policy 3.4.1 states the *“built-up area has been delineated in accordance with A Place to Grow and is based on the limits of the developed urban area as it existed on June 16, 2006. The delineated built-up area remains fixed for the purpose of measuring the density and intensification targets of the Official Plan.”*

Policy 3.4.3 states that *“the City will promote and facilitate intensification throughout the delineated built-up area...”*

In Policy 3.4.4 it is noted that *“to support the achievement of the minimum intensification target, vacant or underutilized lots, greyfield, and brownfield sites will be revitalized through the promotion of infill development, redevelopment and expansions or conversion of existing buildings.”*

Response: The Proposed Application will contribute to the City of Guelph’s intensification targets. The Proposed Application conforms to policy 3.4.1 as the Subject Lands are located within the delineated Built-Up Area and will provide for intensification of the Subject Lands. The Proposed Application will facilitate 960 new dwelling units (a mix of townhouse and apartment units), contributing to the availability of affordable housing in the City of Guelph. The Proposed Application will provide for a more efficient and intensified use of the Subject Site, which is considered vacant and underutilized, and in keeping with policies of the Official Plan to achieve higher densities and to support transit, walking and cycling.

It is our opinion that the proposed built form to adjacent land uses is appropriate, as there is a secondary school on one side (east) and an ecological linkage (60 metres) to the south which adds to the already large rear yard buffer of the industrial lands to the south. The Subject Lands are in an area of the City of Guelph which is in close proximity to commercial, employment and institutional uses.

4.4.5 Employment

Per Schedule 1b (see **Figure 11**), the Subject Lands are identified as being within the employment areas and PSEZ. The PSEZ no longer applies following the 2024 PPS coming into effect.

Policy 3.8.6 states that *the conversion of lands within employment areas to non-employment use(s) may only be permitted through a municipal comprehensive review where it is demonstrated that:*

- i. There is a need for the conversion at the proposed location on the basis that there are no alternative location(s) within the city where the use could be accommodated in conformity with the Official Plan;*

- ii. *The lands are not required over the horizon of this Plan for the employment purposes for which they are designated;*
- iii. *Sufficient employment lands will be maintained to accommodate the forecasted growth to the horizon of this Plan;*
- iv. *The proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification and density targets, and other policies of this Plan; and*
- v. *There are existing or planned infrastructure and public service*

Response: Please refer to the detailed employment land removal response in **Section 4.3.3** of this Report. Per the 2024 PPS, municipalities are permitted to remove lands from employment areas at any time (without requiring a municipal comprehensive review (“MCR”)), subject to satisfying the conversion criteria set out in Policy 2.8.2.5. The criteria in the PPS (2024) are met.

There is a need for the conversion at the proposed location for High Density Housing that is supported by several large employers in the City. The Employment Land Conversion study prepared by urbanMetrics has determined that the Subject Lands are not required for employment purposes and overall sufficient employment lands will remain City-wide to accommodate forecasted employment to 2051. The conversion will not adversely affect the viability of existing employment in the Hanlon Business Park (Southgate), which was also supported by a Detailed Noise Study and Air Quality Study. Full services will exist to accommodate the Development.

The current partnership arrangement for the affordable housing development on the Subject Lands cannot be immediately replicable on other properties in the City. It allows employment oriented housing to be completed at a large scale, while contributing towards creating a complete community. Future residents will be within close proximity to major employers as well as services and uses for every day needs.

Section 9.5 of the Official Plan contains policies on current employment land use designations such as Industrial. Employment conversions to other uses is only permitted in accordance with Policy 3.8 of the Official Plan and as described above.

4.4.6 Natural Heritage System

Section 3.10 of the Official Plan identifies the City’s Natural Heritage System (“NHS”) as a valuable asset and that the City will take an environment-first approach. This will include protecting, maintaining, enhancing and restoring the function, linkages and connectivity

between natural heritage features. The City's NHS includes natural heritage features and areas, including ecological linkages.

Section 4 of the Official Plan is dedicated to the NHS and sets specific policies for various features. Natural heritage features and areas are to be protected for the long term and development is not permitted in areas designated "Significant Natural Areas & Natural Areas". Specifically, it is an objective of the Official Plan to protect, maintain and enhance and restore the NHS to the greatest extent possible, while providing for compatible development and activities that do not negatively impact the natural heritage features and areas and their ecological functions.

Schedule 4 identifies the NHS on the Subject Lands as an Ecological Linkage. Ecological Linkages are a component of Significant Wildlife Habitat, intended to facilitate the movement of flora and fauna between Significant Natural Areas. As per Policies 4.1.3.9.3 and 4.1.3.9.4, development is not permitted in Ecological Linkages and development or site alteration may be permitted on adjacent lands where it has been demonstrated through an Environmental Impact Study ("EIS") that there will be no negative impact. As per Table 4.1 in the OP, no buffer is required to be adjacent to an Ecological Linkage.

Policy 4.1.3.9.11 states that *the location of Ecological Linkages may be modified and/or width refined, without an amendment to this Plan provided it is demonstrated through an EIS or EA, to the satisfaction of the City, in consultation with the GRCA where appropriate that:*

- i. the Ecological Linkage is designed based on the most current conservation biology principles;*
- ii. proposed changes to the location or width of the Ecological Linkage will maintain or enhance functionality and connectivity between Significant Natural Areas and/or protected Habitat for Significant Species;*

Further, Policy 4.1.3.9.12 requires *Studies that assess Ecological Linkages should confirm their configuration (i.e., location and width) based on the scale at which they are intended to function, the nature of adjacent land use and the significance, sensitivity and ecological requirements of the species whose movements they are intended to support.*

Response: The ecological linkage on the Subject Lands that forms part of the City's NHS has been assessed in an EIS which concluded it was appropriate to relocate to the east side of the Subject Lands. The 60 metre width is appropriate to maintain a protected connection for observed and expected wildlife in the area to move between additional NHS

lands to the north and south. Recommendations on additional vegetation measures in the ecological linkage were made in the EIS to maximize its functionality.

4.4.7 Noise and Vibration

Section 4.4.6 states that *it is the policy of the City to minimize land use conflicts between sensitive land uses and uses that create noise and vibration. The guidelines of the Ministry of Environment will be applied to promote compatible development between sensitive land uses and uses that create noise and vibration.*

Specific land uses including but not limited to: rail yards, railways, highways, transportation corridors and employment areas may create noise and vibration. The following policies apply to both proposed new stationary sources of noise or vibration in proximity to sensitive land uses and to new sensitive land uses in proximity to an existing source of noise or vibration.

To address the above policy, the objective is to minimize and mitigate land use conflicts caused by noise and vibration between sensitive land uses such as residential and employment areas by applicable provincial and City regulations and guidelines, such as the MECP's D-series Guidelines and current noise guidelines (i.e., NPC-300).

Response: A Detailed Noise Study has been completed in support of the Development, which concluded that the noise impacts from the surrounding existing industrial uses would exceed the Class 1 noise level limits set by the MECP in *Environmental Noise Guideline – Stationary and Transportation Sources – Approval and Planning: Publication NPC-300*. The Noise Study recommends seeking a Class 4 noise area designation recognition from the City (pursuant to NPC-300) for the Development and Subject Lands. If obtained following the review of the Development Applications, the Development is predicted to comply with all stationary and impulsive noise level limits. Class 4 noise area designations allow for higher daytime and nighttime noise limits than would otherwise be permitted, while being mitigated by various noise control measures.

4.4.8 Community Energy

Section 4.7 of the OP states "This Plan, in conjunction with the Community Energy Initiative (CEI), uses an integrated systems approach to create an overarching vision and structure that demonstrates low carbon energy opportunities, viable sustainable transportation routes and nodes, potential for expanding open space and employment areas and appropriate housing densities. This integrated approach is essential to achieving many of the long-terms goals of this Plan including climate change mitigation."

Response: A Community Energy Initiative (CEI) Letter has been prepared by Newton Group in support of this application. The CEI Letter identifies various sustainable and energy conservative development features including low flow faucets and toilets, high efficiency LED lighting, provisions for electric vehicle chargers on site, and the use of Newton Groups Ltd.'s building system called the Kiwi Precast Building System

Section 4.7.2.5 advises that “studies may be required to demonstrate to the satisfaction of the City how the proposal addresses potential impacts including: the natural environment, noise and vibration, water quality and quantity, cultural and natural heritage resources, shadows, land use compatibility and public health and safety.”

Response: Along with the CEI Letter, various studies have been prepared in support of this application. Any potential impacts of the proposed development on adjacent developments will be mitigated through appropriate measures, as outlined in the Air Quality Impact Study, Pedestrian Wind Condition Letter and Feasibility Noise Study prepared by Dillon Consulting and the Functional Servicing and Stormwater Management Report prepared by Counterpoint Land Development.

The OP has objectives for Building End-Use Energy Efficiency in Section 4.7.4 as follows:

- a) To reduce energy demand within the built environment.
- b) To promote sustainable development through conservation, efficiency and design.
- c) To promote urban and building design that facilitates efficient delivery of energy and optimizes opportunities for walking, cycling and transit use.

Response: As identified in the CEI Letter, a number of strategies are proposed to promote sustainable developments. These features include active transportation options, electric vehicle charging options, solar photovoltaic systems will be installed onto the south facing facades, roof and the parking structure to generate on site power, and windows of high quality, Low E will be utilized to enable sufficient light transmission.

Further information on how the Proposed Development conforms to the relevant Community Energy policies of the OP can be found in **Section 6.7** of this Report.

4.4.9 Municipal Services and Infrastructure

Policy 6.1.3 requires the provision and extension of full municipal services and utilities to all new development. This includes sanitary sewage, water and stormwater management. Solid waste management, electrical and transportation networks are also included. Policy 6.4.2 also requires the preparation of a stormwater management report.

Response: Counterpoint Engineering completed a Functional Servicing and Stormwater Management Report (“FSSMR”) which concluded that full municipal services could be made available to the Development. This included the required minor extension of a sanitary sewer.

4.4.10 Affordable Housing

Policy 7.2 of the Official Plan discusses affordable housing in the City and outlines the objectives of the Official Plan for this topic. The following objectives directly relate to the Proposed Application:

- a) To encourage and support the development of affordable housing throughout the city by planning for a range of housing types, forms, tenures and densities.*
- b) To actively participate in, encourage and promote affordable housing opportunities funded by Provincial and/or Federal programs in conjunction with the Consolidated Municipal Service Manager (Service Manager) to ensure a supply of new affordable housing within the city.*
- f) To promote innovative housing types and forms to ensure affordable housing for all socio-economic groups throughout the city*
- g) To establish and implement minimum targets for affordable housing through new development applications.*
- h) To ensure that an adequate supply, geographic distribution and range of housing types including affordable housing and supporting amenities, are provided to satisfy the needs of the community and to support an affordable lifestyle.*

Response: Home Opportunities was founded on the principle that everyone deserves an equal opportunity to own a home. They are working towards a world where home ownership is possible for all communities across the globe, supporting economic development and reducing poverty. More information on how the development meets the City’s *Affordable Housing Strategy* and related policies is provided in **Section 5** of this Report.

Policy 7.2.1.2 notes that *the affordable housing target requires that an average of 30% of new residential development constitute affordable housing.*

Response: The Proposed Development includes 960 new dwelling units (a mix of townhouse and apartment units), a minimum 50% of which are planned to be considered affordable. This project will have a large part in reaching the City’s goal of 30% new residential development constituting affordable housing. The City’s 2024 Affordable Housing Strategy targets 2,640 affordable ownership units being created and built by 2051.

This is 18% of the total new ownership units anticipated to grow over the 2024 to 2051 period. The Proposed Development will make a significant contribution towards the City meeting this goal.

4.4.11 Urban Design

Section 8 of the Official Plan contains urban design policies that aim to achieve a complete community and are applicable to all new developments.

New residential neighbourhoods shall be designed to ensure most residents live within a 5 to 10 minute walk of amenities and transit stops.

Section 8.6 provides policies on built form. This includes buildings addressing public streets, the first storey being taller than upper storeys, and large buildings incorporating architectural elements that reduce the visual effects of flat roof lines.

Section 8.9 provides policies on high-rise buildings. High-rise buildings are generally defined as those above six (6) storeys. These buildings should incorporate a distinctive bottom, middle and top and the tower portions be adequately spaced to allow adequate solar access and privacy.

Section 8.11 provides policies on the transition of land use. To achieve compatibility between different land uses, the Development needs to be designed to create an appropriate transition through the provision of roads, landscaping, and spatial separation. This is achieved in part by the 60 metre ecological linkage.

Response: The Development contributes towards creating a complete community that is compatible with and transitions well to adjacent land uses. The design will further enhance the frontage with Clair Road West. The apartment buildings are strategically sited towards the rear of the Subject Lands to maintain adequate setbacks to the roadway and height transition from surrounding buildings as well as the townhouses proposed towards the front of the Subject Lands. More details on how the Development aligns with the City's Urban Design Manual is included in an Urban Design Brief as part of the submission. The design also supports the use of factory or modular production techniques.

4.4.12 Residential

The Official Plan sets objectives for the residential land use designations in Policy 9.3. The following Objectives outlined in **Table 6** directly relate and are met by the Proposed Development:

Table 6 – Residential Objectives		
Section	Objective	Response
a)	To ensure that an adequate amount of residential land is available to accommodate the anticipated population growth over the planning horizon.	By adding the Subject Lands to the Residential designation, the City will be allowing 960 new dwelling units to be provided to citizens.
b)	To facilitate the development of a full range of housing types, affordability, densities and tenure to meet a diversity of lifestyles and the social needs, health and well-being of current and future residents, throughout the city.	The Proposed Development will provide a range of unit sizes and number bedrooms per unit, with the majority considered to be affordable. Further information can be found in Section 5 of this Report.
e)	To ensure compatibility between various housing forms and between residential and non-residential uses	The Development will include several attenuating measures to mitigate noise impacts from industrial uses to the west. No air quality impacts are anticipated. All setbacks to adjacent uses are being met.
g)	To direct new residential development to areas where municipal services and infrastructure are available or can be provided in an efficient and cost effective manner.	The Proposed Development will use existing servicing.
i)	To ensure new development is compatible with the surrounding land uses and the general character of neighbourhoods.	Higher density residential uses in the City's Built-up area are directed to locate along designated arterial roads such as Clair Road West. The highest density portions of the Development have been placed to the south (rear) which is surrounded by parkland and natural heritage areas.
j)	To promote innovative housing types and forms in order to ensure accessible, affordable, adequate	As noted in response to b) above, the Proposed Development will be affordable and will be designed per the Ontario

	and appropriate housing for all socio-economic groups.	Building Code and Accessibility Standards.
k)	To ensure that existing and new residential development is located and designed to facilitate and encourage convenient access to employment, shopping, institutions and recreation by walking, cycling or the use of transit.	The Subject Lands are located along a main bus route which takes riders to a shopping area at Clair Road West and Gordon Street (Clairfield Commons). Active transportation opportunities are available via Clairfields Perimeter Trail and Larry Pearson Park is in close proximity which provides baseball fields, a playground, basketball courts and a splash pad as well as future indoor recreation facilities in the South End Community Centre. All of which are free and can be utilized by all ages. Additionally, Schedule 6 of the Official Plan shows a Proposed City Trail along the east side of the natural heritage corridor, which will add to the active transportation options in close proximity to the Subject Lands.

Policy 9.3.1.1 of the Official Plan provides development criteria for multi-unit residential buildings and intensification proposals. The proposed development has been assessed against these policies, as detailed in **Table 7** below:

Table 7 – Multi-Unit Residential Policies		
Policy		Response
1.	Building form, scale, height, setbacks, massing, appearance and siting are compatible in design, character and orientation with buildings in the immediate vicinity.	The proposed high-rise mixed-use development has been designed to ensure compatibility with the surrounding environment, including incorporating appropriate building scale, massing, and orientation. An Urban Design Brief, prepared by Architecture Unfolded is included with this submission and concludes the proposed built form, massing, scale and height is appropriate

		for the Subject Lands and surrounding context.
2.	Proposals for residential lot infill will be compatible with the general frontage of lots in the immediate vicinity.	Several parcels are proposed to be consolidated to provide adequate frontage for a multiple residential development on Clair Road West.
3.	The residential development can be adequately served by local convenience and neighbourhood shopping facilities, schools, trails, parks, recreation facilities and public transit.	The Subject Lands are within close proximity to an area with a broad range of commercial uses servicing day-to-day and week-to-week needs. Additionally, it is adjacent to Bishop Macdonell Catholic School, Larry Pearson Park, the future South End Community Centre while being near two bus stops and a multi-use trail.
4.	Vehicular traffic generated from the proposed development will not have an unacceptable impact on the planned function of the adjacent roads and intersections.	The Transportation Impact Study prepared by Dillon Consulting assessed the development in the context of the surrounding road network and concluded the existing roads and intersections can accommodate the planned development with a few recommendations (refer to Section 6.6 of the Report for further information).
5.	Vehicular access, parking and circulation can be adequately provided and impacts mitigated.	A Traffic Impact Study was prepared and found the proposed driveway, motorist sightlines are adequate to both the east and west when considering the horizontal curvature along Clair Road West. Additionally, they note that design of the site plan and the access/egress routes can sufficiently accommodate the maneuvering of garbage trucks, single-unit delivery trucks, and fire trucks
6.	That adequate municipal infrastructure, services and amenity areas for residents can be provided.	Counterpoint Engineering prepared a Functional Servicing and Stormwater Management Report assessed the development and the existing municipal infrastructure and concluded that no off-site improvements are required to accommodate the development.

7.	Surface parking and driveways shall be minimized.	The majority of parking is being provided in a parking structure, which will minimize surface parking visible from Clair Road West.
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.	No new public streets are proposed. However, pedestrian movement around and throughout the Subject Lands has been considered with an emphasis on providing connections to Clair Road.
9.	Impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas and microclimatic conditions, such as wind and shadowing.	<p>There are no anticipated impacts with regard to grading and drainage. Fencing and landscaping will be utilized to minimize visual impacts of the garbage loading areas.</p> <p>A Shadow Impact Analysis was completed by the architect and is included in the Urban Design Brief. It determined that there will no unacceptable shadow impacts on adjacent properties and meets the City's shadow criteria.</p> <p>A Letter of Opinion regarding pedestrian wind conditions for the Subject Lands was prepared. The investigation found that given the local wind climate and the current design, no significant wind impact is expected on the adjacent sidewalks, the school or other surrounding areas. Suitable wind conditions are predicted for the sidewalks, walkways and parking lots throughout the year.</p>
10.	The development addresses public safety, identified public views and accessibility to open space, parks, trails and the Natural Heritage System, where applicable.	The Proposed Development is adjacent to a natural area and Clairfields Perimeter Trail. Larry Pearson Park also abuts the property at the rear providing multiple options for active transportation, activity and opportunities to connect with nature.

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.	An Archaeological Assessment was requested in staff comments following the pre-submission application (December 2024) to the City. A pre-existing assessment has been secured and is included with this submission.
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Given the above information, it is our opinion that justification exists for these lands to be removed from the Industrial designation and be re-designated to a High Density Residential designation to permit an affordable housing development. Further information on the employment land removal can be found in Section 6.2 of this report and Section 5 contains information surrounding the Affordable Housing Report as required in the DRC meeting.

4.5 City of Guelph Zoning By-laws

The Subject Lands are currently zoned “Park Zone” (P.1) and “Urban Reserve” (UR) under Zoning By-law (1995)-14864. This zone permits a conservation area, flood control facility, recreational trail and wildlife management areas.

On April 18, 2023, City Council approved the new Zoning Bylaw (2023)-20790. As of February 6, 2024, the Comprehensive Zoning Bylaw (2023)-20790 is now in force and effect, save and except for the lands, areas, and sections associated with the appeals of the Comprehensive Zoning Bylaw, which includes the Subject Lands.

Under Zoning By-law (2023)-20790, the Subject Lands are zoned “Employment Zone” (B) and “Natural Heritage Systems” (NHS). The B zone permits a broad range of Industrial uses and complementary uses. The purpose of the NHS zone is to protect natural heritage features and areas, provide natural and open spaces for leisure activities and aesthetic enjoyment, and opportunities for residents to experience nature in the city, and prohibit new development in the floodway.

Site specific relief is required and being requested for the following zoning regulations:

- To permit the following additional uses in the RH.7 zone:
 - Townhouse, back-to-back;
 - Townhouse, cluster;

- Townhouse, stacked; and
- Townhouse, stacked back-to-back.
- To request a site-specific common amenity area of 16 m² for the entire site;
- To increase the maximum net density to 160 units per hectare.
- To increase the maximum building height to 16 storeys for the apartment buildings.
- To remove the requirement for maximum floorplates for the apartment buildings.
- To reduce the required common amenity area for the apartment buildings.
- To reduce the parking minimums for the apartment buildings.

Further, a Holding Symbol (H) is proposed to be applied to the zoning. The following will need to be satisfied prior to the H being lifted.

- (1) The owner exchanges lands with and to the satisfaction of the City to be designated as part of the Natural Heritage System for the purposes of an ecological linkage.
- (2) The owner shall provide a commitment to the satisfaction of the General Manager of Planning and Building Services to make and maintain a minimum 30% of the total dwelling units as affordable ownership housing.

5. Affordable Housing

Policy 7.2.2.8 of the Official Plan may require the submission of an affordable housing report as part of a complete application. The City's Affordable Housing Strategy (2017) recommends including affordable housing reports as a part of the PJR. This Section of the report is intended to fulfill this requirement. This section and requirement is relevant to the Development as it is being developed by a non-profit organization and will represent a form of affordable housing.

The PPS (2024) provides a definition of affordable housing. The definition in the City's Official Plan has also adopted the same definition in the previous PPS. However, for the purposes of the Proposed Development, the CMHC's definition of affordable housing will be utilized. In the case of affordable housing per the CMHC definition, at least 30% of the units will be owned by households whose income would qualify for units that are carried at 80% of the average rent level in Guelph.

5.1 Guelph Affordable Housing Strategy

The City's previous *Affordable Housing Strategy* was approved by Council in 2017. The strategy set an affordable housing target of 30% of all new residential development, with 25% as affordable ownership, 1% affordable primary rental and 4% affordable secondary rental.

The City's 2023 *Affordable Housing Monitoring Report* (May 2024) identified that the affordable housing ownership target of 25% was not met. Specifically in 2023, no new housing units were sold in the City below the affordable ownership benchmark price of \$429,016. The 2024 affordable housing ownership benchmarks have been set based on the MMAH's *Affordable Residential Unit Bulletin*, which for Guelph is \$398,800.

The City approved a new *Affordable Housing Strategy* in December 2024. The new 2024 *Affordable Housing Strategy* sets a new target that 33% of the 26,000 additional housing units needed to meet the City's 2051 housing targets need to be affordable, with 10% being ownership units. This equates to 8,700 total affordable housing units needed to be built by 2051, 2,640 of which are structured at an ownership tenure.

The Proposed Development intends to significantly contribute towards the City reaching and exceeding its annual and 2051 affordable housing targets for new owned dwelling units well ahead of the target year. Dwelling units in the Development will consist of bachelor, 1-, 2-, 3- and 4- bedroom units.

The CMHC definition that will be utilized correlates well to the target that the City of Guelph has set. Intention is to provide an additional 20% of the units as affordable ownership over and above the CMHC defined affordability requirements.

5.2 Home Opportunities' Non-Profit Model

Home Opportunities is a non-profit corporation whose mission is to provide affordable homeownership to prospective purchasers of new-build housing. This is achieved by developing new ownership housing and applying a model providing financial capacity for residents to purchase a home across a broad income spectrum, including low-moderate income households who would not normally qualify using traditional methods.

All residential units in the Development will be market priced but financial assistance is offered upfront to assist residents in achieving homeownership. In doing so, annual household carrying costs can be scaled up to half the costs of what would occur in a more conventional financing model.

Upon completion of a development, any resulting capital surplus from Home Opportunities is transferred to Community Wealth Workforce Housing Coalition – a co-operative that holds funds to further invest in additional cost-effective housing.

The model provides loans to prospective housing purchasers to contribute towards funding their homeownership purchase. Funding loans provided by Community Wealth co-operative do not have to be repaid until the homeowner sells or rents their home.

Home Opportunities defines affordable housing being 30% of the proposed units sold to households with incomes below those that qualify to carry new dwelling units at 80% of the average rent levels in Guelph. The average rents have been based off the affordable rents determined by the MMAH's *Affordable Housing Residential Bulletin* and CMHC for townhouses shown in **Table 8** below. It should be acknowledged that the rates in the MMAH Affordable Housing Bulletin have been carried forward by the City in the new 2024 *Affordable Housing Strategy*.

Table 8 – Home Opportunities Affordable Housing Benchmarks			
Unit Type	Current Affordable Housing Benchmark Monthly Rents	Qualifying Income to purchase units (30% of units)	Qualifying Income to purchase units (20% of units)
Bachelor	\$1,160*	\$46,400	\$55,680
1 Bedroom	\$1,508*	\$60,320	\$72,384
2 Bedroom	\$1,646*	\$65,840	\$79,008
3 Bedroom+	\$1,695*	\$67,800	\$81,360
Row (Townhouse)	\$2,061‡	\$82,440	\$98,928

*Source: Ministry of Municipal Affairs and Housing, Affordable Residential Units for the Purposes of the *Development Charges Act, 1997* Bulletin

‡Source: CMHC October 2023 Housing Survey

In addition to the above table, 30% of the units in the Development (i.e., 288 units) will be sold to residents with required incomes below Canada Mortgage and Housing Corporation's ("CMHC") affordable rental guidelines (also Housing Affordability Strategy). The CMHC definition ('income-based') considers ownership housing to be affordable if the household income is below 80% of the affordable rental guideline. The Development will offer an additional 20% of the units to residents with incomes 20% higher than the affordable rental guideline.

Table 9 below shows Home Opportunities distribution of units to income levels:

Table 9: Distribution of Affordable Housing Units in Development		
Household Income	Proportion of Units in Development (%)	Approximate # Units in Development
≤80% of CMHC's affordable requirement for average Guelph rent	30	288
= 80% + an additional 20% of that rate of CMHC's affordable requirement for average Guelph rent	20	192
TOTAL DWELLING UNITS	960	480

A minimum of 30%, up to 50%, of the total proposed dwelling units in the Development will represent affordable housing (480 units). The minimum 30% of units only utilizes the CMHC's 'project affordability' definition. This provides well over 50% of the 10% of affordable ownership units in the City's new affordable housing target as per Policy 7.2.1.2 of the Official Plan. This will have a significant contribution towards the City's overall target of 33% of new residential development constituting affordable ownership housing.

The target market for the Development is employees of businesses in Guelph who may struggle to find housing that suits their household budgets in Guelph. Purchasers with incomes lower than required to qualify for conventional financing and who may find themselves underhoused will have more flexibility to purchase units with downpayment assistance. The objective is to establish a sustainable achievable workforce housing stream. The City's 2023 State of Housing Report found that 21,000 workers commuted to jobs located in Guelph as they struggled to afford to find suitable housing within the City.

6. Supporting Studies and Plans

6.1 Environmental Impact Study

North-South Environmental (North-South) was retained by Home Opportunities to complete an Environmental Impact Study (“EIS”). The EIS was identified as a required study due to the ecological linkage identified in the City’s Official Plan forming part of the Natural Heritage System on the Subject Lands as well as the close presence of the Paris-Galt Moraine significant landform.

The purpose of the EIS was to characterize the existing conditions and assess potential impacts the Development may have to the City’s NHS, its features and functions both on and immediately adjacent to the Subject Lands. This included stormwater and drainage impacts on the NHS. The EIS assessed the significance of adjacent features forming part of the NHS, determined potential for occurrences of Species at Risk (“SAR”) and associated habitats and assessed the prevalence of any Significant Wildlife Habitat. The EIS also recommended protection and mitigation measures to minimize any adverse effects on the NHS.

The EIS focused on the ecological function of the Subject Lands as well as the proposed relocation of the ecological linkage. The EIS concluded that the ecological linkage realignment could be supported by several avoidance and mitigation measures, including design elements to be determined and finalized during site plan. This included the installation of a chain link fence along the linkage perimeter to restrict access. It was found that the ecological function of the linkage could be enhanced by the planting of native vegetation. Through proper implementation of the recommended mitigation measures by North-South, the Development will not result in a negative impact to the City’s NHS and comply with federal and provincial legislation as well as provincial and City natural heritage policies.

6.2 Employment Land Conversion Report

urbanMetrics was retained by Home Opportunities to complete an Employment Land Conversion Report. The study was required to assess the proposed conversion of the Subject Lands from the City’s designated employment areas identified in Schedule 1b of the Official Plan to permit high density residential land uses. The Report evaluated the Subject Lands ultimate potential under both its current land use designation as well as for high density residential uses. The Report also addresses the employment land conversion

policies and the Subject Lands relevance to achieving the City's planning and economic development goals.

The Employment Land Conversion Report concluded that the employment land conversion has no meaningful downside economic risk to the City, but rather significant upward potential. Despite being designated for industrial uses for many years, to date the Subject Lands has not been attractive or best suited to industrial uses due to several constraints, including topography and shape. If the site were to remain designated and zoned for industrial uses, it would likely remain vacant and undeveloped for the long term. If it were to be developed for industrial uses, the amount of new jobs created would be limited to select sectors and be less than 100. When considering the City's gross employment lands and areas, removing the Subject Land from the existing inventory would be an insignificant loss and not impact the City's ability to meet future employment needs to 2051. Further, it was also concluded that development of the site would not impact the build out of nearby industrial lands. It was concluded that the employment land conversion met the City's criteria in Policy 3.8.6 of the Official Plan.

The City's 2020 Employment Land Strategy is obsolete and no longer consistent with the new 2024 PPS. Several land uses that were previously permitted in employment lands can no longer be included. If only the current permitted uses in the PPS would be included in an employment land supply and demand calculation, the City has a surplus of 213 hectares of employment land.

Conversion of the Subject Lands to a variety of multiple residential housing forms that are affordable and attainable and targeted towards employment serving markets will align with several goals of the City's 2022-2026 *Economic Development and Tourism Strategy*. The Development will have a positive impact on nearby industrial lands and major employers in the City through providing attainable housing options available to a workforce that often faces housing affordability and long commute challenges. In this regard, the development is anticipated to assist with talent retention and attraction for many existing and new employers in the City.

6.3 Functional Servicing and Stormwater Management Report

Counterpoint Engineering was retained by Home Opportunities to complete a Functional Servicing and Stormwater Management Report ("FSSMR") in support of the Development, Official Plan Amendment and Zoning By-law Amendment. This was identified by the City during pre-submission consultation as a requirement for a complete application. The FSSMR identifies how the Development will be serviced, including water, sanitary and storm connections to the existing City infrastructure.

6.3.1 Water Servicing

The adjacent municipal roadways contain watermains that are of a typical size to service the proposed development. 2 – 400mm watermains are located on Clair Road West, one is in Pressure District (“PD”) 3 while the other is in PD1. The Subject Lands will be serviced off the existing 400 mm diameter watermain in PD3 on Clair Road West as coordinated with municipal staff. The domestic and fire flow water demands were calculated in accordance with City of Guelph design criteria and FUS guidelines (2020).

6.3.2 Sanitary Servicing

The adjacent municipal roadways contain sanitary sewers, however they are not directly within the site frontage. Additionally, there is an existing abandoned 200 mm forcemain, which will not be used for connection purposes. As coordinated with City of Guelph staff, a sanitary sewer extension from the existing 300 mm sanitary sewer in Clair Road West is proposed to provide a new sanitary connection to the Subject Lands. The development proposed will result in an increase in the equivalent population and peak flow, calculated as per City of Guelph Sanitary Design Criteria, to the municipal sewer system.

6.3.3 Stormwater Management

In accordance with the requirements outlined in consultation with City staff, the Subject Lands is considered to be isolated from a direct stormwater outlet and will therefore rely on infiltration and evaporation for stormwater management. The Hydrogeological Investigation Report delineated an infiltration design rate of 36 mm/hour, which is deemed sufficient to manage all design storm events, including the 100-year storm event. As a result, on-site stormwater management (“SWM”) infrastructure has been designed to meet the City’s criteria for the Hanlon Creek Sub-watershed for quantity control, water quality treatment, and water balance, in alignment with the discussions held with City staff. Detailed calculations supporting the proposed design have been included as part of the development application.

6.4 Phase I Environmental Site Assessment

Dillon Consulting Limited (“Dillon”) completed a Phase I Environmental Site Assessment (“ESA”) to assess whether the Subject Lands are subject to actual or potential environmental contamination. For the purposes of an ESA, contamination is defined as “the presence of a substance of concern, or a condition, in concentrations above appropriate pre-established criteria in soil, sediment, surface water, groundwater, air, or structures”.

The Phase I ESA did not identify any actual environmental sources of contamination at the site. Significant impacts to soil or groundwater quality were not expected to be present. As

a result, no further assessment work such as a Phase II ESA or Record of Site Condition (“RSC”) was warranted.

6.5 Urban Design Brief and Shadow Study

An Urban Design Brief was prepared by Architecture Unfolded. The Urban Design Brief also included a Shadow Study. The Urban Design Brief provides a design vision, goals and detailed rationale on how the Development fits into the emerging area context.

The design vision for the proposed Development is to create a high-quality, contemporary urban residential neighbourhood with a range and mix of housing types that integrates, compliments and enhances the surrounding community. Design objectives include providing a compact built form, provide a significant amount of affordable housing in both ground-related and high density apartment typologies. Other objectives include creating a sense of place with enhanced linkages to surrounding parks and recreation areas to the north and south of the Subject Lands.

The Shadow Study concluded that shadows do not occur for more than two consecutive test times per day on areas such as yards on adjacent properties on April 21, June 21 and September 21. The proposed Development will also not impose incremental shadows on the Clairfields residential neighbourhood to the north. The adjacent fields and outdoor athletic facilities of Bishop Macdonell Catholic High School will have incremental shadows that will allow for a balance of sun and shade on April 21, June 21 and December 21. There will be no shadow impacts on the school’s sports fields during typical school hours, including on April 21 between 8am to 4pm, no impacts on June 21 until 7pm and no impacts on September 21 until 4pm. Overall, the shadow impacts are expected to be minimal and meet the City’s guidelines.

6.6 Traffic Impact Study

Dillon was retained by Home Opportunities to prepare a transportation impact study (TIS) to support the proposed a residential development at 280 Clair Road West in the city of Guelph, Ontario.

Through their review, they have the following recommendations:

At Clair Road West and Laird Road

- Construct a new westbound left-turn lane with 55 metres of storage (warranted under existing conditions), queue length determined based on the 2036 traffic volumes.
- Construct separate northbound left-turn and right-turn lanes with at least 25 metres of storage on the stop control approach (recommended under future background conditions).

At Clair Road West and Gordon Avenue

- Slightly adjust the signal timing phases to provide two additional seconds to the eastbound left-turn movement. This adjustment only needs to occur during the AM peak hour (warranted under total future conditions in 2036).

At Clair Road West and the proposed site driveway

- Construct a new westbound left-turn lane with 75 metres of storage (warranted at site build-out)
- Construct a new eastbound right-turn lane with 25 metres of storage (recommended at site build-out)
- Introduce a traffic signal (recommended at site build-out).

Other

- Additional changes to traffic signal timing, laning and geometry may be required along Clair Road West if and when the traffic generated by the Clair-Maltby Secondary Plan materialize.

The study found the proposed site driveway, motorist sightlines are adequate to both the east and west when considering the horizontal curvature along Clair Road West. Additionally, they note that design of the site plan and the access/egress routes can sufficiently accommodate the maneuvering of garbage trucks, single-unit delivery trucks, and fire trucks.

6.7 Community Energy Initiative

A Community Energy Initiative (CEI) Letter has been prepared by Newton Group, dated October 7th 2024 in support of this application. A summary of the key design features contributing to the City's Community Energy Initiative are listed below:

- Newton Group Ltd. has developed a building system called the Kiwi Precast Building System, which is a concrete panelized integrated building system. The system is inherently energy efficient as the entire structure consisting of concrete walls building around the building perimeter offers are solid protection from the elements of nature. Furthermore, all of the exterior concrete panels surrounding the building perimeter are insulated with R25 insulation bringing forth the best most energy efficient envelope.
- Windows of high quality, Low E will be utilized to enable sufficient light transmission to the spaces and sized to comply with Passive House principles of window to wall ratios saving energy by the building envelope quality and not relying on mechanical and electrical means to stay steady.
- The building envelope will be very tight being a concrete envelope with grouted joints as a solid constructed envelope leaves little space for leakage
- Air to water heat pumps will be utilized in the design to heat or cool the buildings with heated or cooled water distributed through the structural floor slabs, thermally engaging the structure within the insulated envelope.
- Solar Photovoltaic Systems will be incorporated onto south facing facades, roof and parking structure to generate on site power and connected net metered to the grid helping reduce the draw on the grid.
- Hot water will be heated using cylinders electric in each unit to store some hot water energy enabling heating of water at less peak times if needed.
- All showers, faucets and toilets will be of low flow types to reduce water wastage.
- Recycled and Low VOC materials will be utilized for interiors.
- All lights will be high efficiency LED type. Outside lights will be set up to not cause light pollution and to automatically shut off when sufficient day light exists.
- Drought resistant landscape plants will be selected for the majority of plantings to enable a water free landscape maintenance.
- Provisions for electrical vehicle chargers will be enabled on the Subject Lands.

6.8 Hydrogeological Investigation

A Hydrogeological Investigation of the Subject Lands was undertaken by JLP Services Inc.. (“JLP”), with the results being presented in a report dated January 29, 2025.

The findings and recommendations presented in Section 6.0 of JLP’s report include the following:

- The Subject Lands located within a physiographic region named the Horseshoe Moraines, and physiographic landform named the Till Moraines. The Horseshoe Moraines occupies an area of approximately 5,590 km² lying to the west of the highest part of the Niagara Escarpment. The “toe” of the horseshoe-shaped region lies on the highest part of the upland south of Georgian Bay at about 518 m above sea level (masl), while the two “heels” are about 274 m lower.
- As required by the City of Guelph it is recommended to complete a monthly water balance analysis for the Subject Lands to maintain predevelopment recharge rate, volume and hydroperiods at post development conditions. Low Impact Development (LID) best management practices (BMP) can be proposed to mitigate the development’s impact on the water balance and mimic pre-development recharge.
- The highest static groundwater level recorded on the Subject Lands is 333.96 masl (7.43 mbgs), which was measured on August 13, 2024. It is recommended to carry out a seasonal groundwater level monitoring program to determine the seasonal highest water level on the Subject Lands.
- The highest K value of the saturated overburden to a depth of approximately 8.7 mbgs is 7.92×10^{-5} m/s and geometric mean of the K values is 2.68×10^{-5} m/s.
- Laboratory Results for the water sample collected on the Subject Lands are not available for review at the time of preparation of this report. This report will be updated when the Laboratory results are available for review.
- Based on the assumptions outlined in this report, the estimated maximum dewatering rate for the proposed construction activities will be 97,250 L/day (with SF of 1.5 and stormwater intake). This daily rate should be used for the discharge purposes and permitting, if required.
- Based on the available hydrogeological information, and assuming only one (1) building excavation is kept open at any given time, the estimated maximum construction dewatering rate using the geometric mean of K values obtained for the overburden is 90,650 L/day (including safety factor of 1.5 and without intake from rainfall). Therefore, an EASR from the MECP will be required to facilitate the construction dewatering program for the Subject Lands. Please note that the

dewatering estimates provided above will need to be revised, when the final grading plan for the proposed development is available.

- The estimated total dewatering rate for the buildings (B28-12A&B, B28-10, B28-6 and 12-Plex (A and B) building) is 251,540 L/day (Table 4.3). Therefore, Category 3 PTTW will be required from the MECP prior to commence long-term dewatering for the buildings.
- The EASR/PTTW, Discharge Plan, hydrogeological investigation report, water taking plan and geotechnical assessment of settlements must also be available at the construction site during the entire construction dewatering. JLP should be notified immediately about any changes to the construction dewatering schedule or design, since the EASR will need to be updated to reflect these changes and/or modifications.
- Discharge from dewatering (short-term) can be directed to the municipal sewer system. The City of Guelph should be contacted prior to releasing dewatering effluent (short-term) for required approvals, if any.
- The geometric mean of the estimated design infiltration rates based on the results of infiltration rate testing using Guelph Permeameter for the Site is 36 mm/hr. This rate can be used to determine the area of LID system to mitigate pre- vs post-development infiltration rate deficit when results from the Subject Lands water balance assessment are available.
- Regulation 903 of the Ontario Water Resources Act requires that all monitoring wells and dewatering wells (if available) be decommissioned when no longer required. Well decommissioning should be completed by a licensed well contractor.

6.9 Geotechnical Investigation

A Geotechnical Study was completed by JLP on January 29, 2025 which determined the subsurface soil and groundwater conditions of the Subject Lands and provides recommendations for the design and construction of the Proposed Development. Recommendations are provided for many facets of the development including Site grading, building foundations, basement walls, floor slabs, excavation, and ground water control, site services, pavement design and construction. The report prepared by JLP is provided as a part of the development applications and summarizes the recommendations for development from a geotechnical perspective.

6.10 Parking Justification Opinion Letter

A Parking Justification Opinion Letter was provided by Dillon for the Subject Lands. Below are the findings.

The parking supply at the Proposed Development at 280 Clair Road West is 1,079 spaces, corresponding to a general parking rate of 1.13 spaces per dwelling unit. The ZBL's parking requirement of 1,185 spaces should be reduced due to the following considerations:

- The local transit and active transportation network;
- Car-share services provided on-site;
- Lower rates of car ownership in the context of affordable housing developments; and
- The Draft Housing Affordability Strategy's goals to reduce or remove parking requirements on affordable housing developments.

6.11 Wind Study

Rowan Williams Davies & Irwin Inc. ("RWDI") has prepared Letter of Opinion regarding pedestrian wind conditions for the Subject Lands. Their investigation found that given the local wind climate and the current design, no significant wind impact is expected on the adjacent sidewalks, the school or other surrounding areas. Suitable wind conditions are predicted for the sidewalks, walkways and parking lots throughout the year.

Suitable wind conditions are also predicted for the main entrances to Towers 'A' and 'B' in the summer and for the outdoor amenity spaces largely enclosed by the proposed 3-storey buildings. Higher-than-desired wind speeds are expected for the main entrances to Towers 'A' and 'B' in the winter as well as in the amenity spaces adjacent to Tower 'A' and on the potential podium terraces. Conceptual wind control measures are provided above and RWDI can assist in developing these measures in order to achieve appropriate wind conditions for these areas. Further wind studies can be conducted at later design stages to quantify these wind conditions and to refine any wind control strategies.

6.12 Air Quality Impact Study

Dillon completed an Air Quality Impact Study to investigate the potential for regulatory noise and nuisance impacts on the Development from industrial air emission sources located surrounding land uses. This was partially completed to evaluate the MECP's D-Series Guidelines as required in the Official Plan to determine the compatibility between industrial uses and the addition of sensitive (i.e. residential) uses on the Subject Lands.

The Study determined that the proposed Development is not expected to impact the ability of nearby industrial uses to obtain or maintain required environmental permissions. Dust and odour impacts from the industrial uses on the Development were also not expected.

6.13 Detailed Noise Study

Dillon also completed a Detailed Noise Study. The Study was completed following the City's Noise Control Guidelines, the MECP noise publication NPC-300 and D-series Guidelines. The noise study focused on impacts from nearby stationary sources such as the industrial land uses in the Hanlon Business Park on the proposed Development.

The study was able to support the proposed land uses and location of the buildings on the Subject Lands through completing a technical assessment. The noise study concluded that noise impacts on the proposed development from transportation sources (i.e. Clair Road West) can be sufficiently controlled through the utilization of various noise warning clauses or incorporating noise mitigation measures that will attenuate outdoor noise impacts on the dwelling units. The noise study predicted that noise impacts from surrounding commercial and industrial land uses exceeded would exceed Class 1 noise level limits set by MECP. However, specific to the nearby industrial uses, the noise study predicted that noise impacts will comply with the MECP's Class 4 noise limits reserved for areas of redevelopment and infill. Should a Class 4 designation be obtained, the Development is predicted to comply with all MECP stationary and impulsive noise level limits.

7. Public Consultation Strategy

The *Planning Act* requires a public consultation strategy to be submitted as part of making a complete application with respect to an OPA and ZBA.² This section of the Planning Justification Report is intended to fulfill this requirement.

We intend to exceed the minimum statutory public consultation requirements in the *Planning Act*. Some of these initiatives have already been undertaken, with others anticipated to occur later during the development review processes.

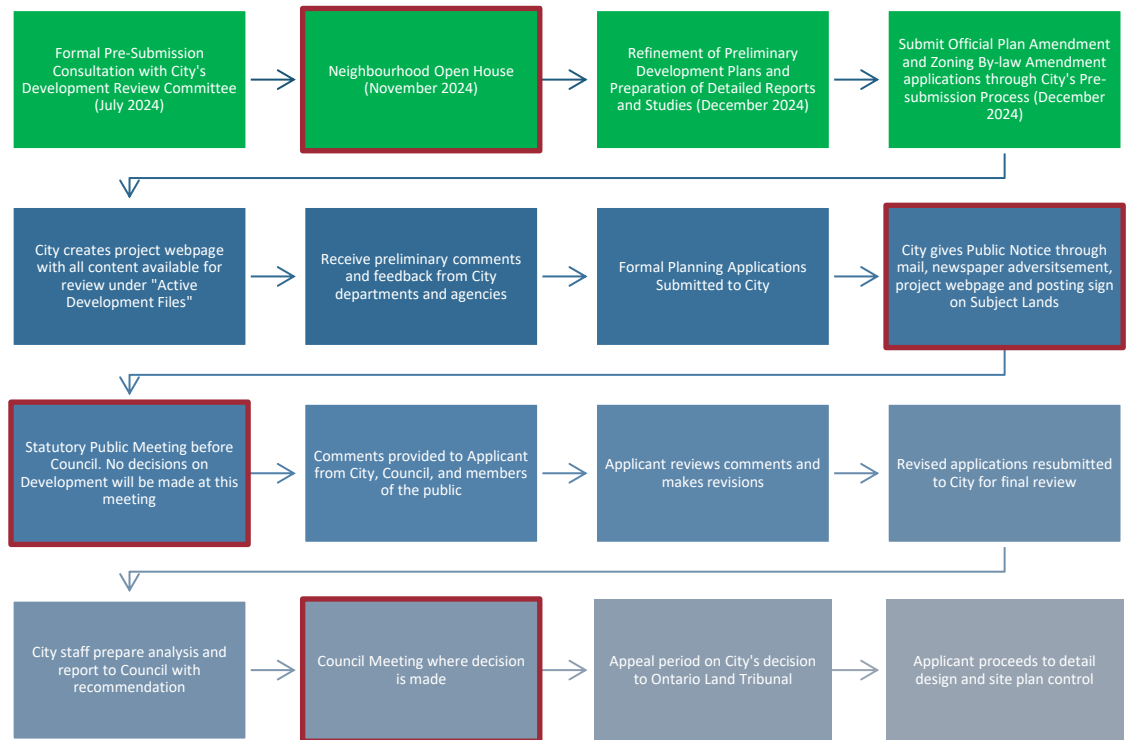
Upon acceptance and circulation of the application package in support of the Development, the City will provide notice of the applications to all property owners by mail within 120 metres of the Subject Lands as well as place an advertisement in the *Guelph Tribune*. In addition, the Owner will post a Notice of Application sign(s) to inform surrounding property owners and the general public of the Development. GSP Group and Home Opportunities will post the signage within 15 days of the applications being deemed complete, with a clear, unobstructed view from Clair Road West and will maintain the sign throughout the duration of consideration of the applications.

The proposed planning applications require a Statutory Public Meeting before City Council in accordance with the *Planning Act*. GSP Group and Home Opportunities will attend the public meeting as scheduled by the City and provide a formal presentation regarding the Proposed Development and associated application as well as answer questions from residents, staff, and members of Council. Other consultants on the project team may also attend and speak at the Public Meeting if more specific technical questions or concerns are raised.

Formal development review is by default open for public input at any time following the submission of applications under the *Planning Act*. The flowchart graphic below illustrates milestone public consultation activities during the planning process that have already occurred or are anticipated to occur following the submission of the applications to the City. Green coloured boxes in the chart indicate steps that have already occurred. Boxes with a red outline indicate key steps where public consultation and outreach is sought or requested, however, the application contents will be open or available for public review at all steps after being submitted to the City.

² O. Reg 544/06 (last amended by O. Reg. 178/16)

It is our understanding that the City will provide the public access to all materials submitted with these applications both digitally on the City’s website and in person at City Hall. Direct written responses to comments raised through the public consultation process will be provided to City staff if requested.



7.1 Neighbourhood Meeting

A Neighbourhood Meeting was identified as a requirement during formal pre-consultation with the City. A Neighbourhood Meeting was held in the evening of November 6, 2024 at Bishop Macdonell Catholic High School at 200 Clair Road West, directly adjacent to the Subject Lands (east). The Neighbourhood Meeting was scheduled to promote community engagement and early public consultation as well as to proactively streamline the development application review process prior to making any formal submissions to the City.

The Neighbourhood Meeting was held in the school's lobby atrium in an informal open house style format for a 2-hour period. Attendees were able to speak directly with Planners from GSP Group as well as representatives from Home Opportunities. A sign-in sheet was provided at the entrance as well as a comment form. Posters of the Development’s conceptual master plan, current Official Plan land use designation, current Zoning, aerial

imagery and information on Home Opportunities' non-profit affordable housing model were set up around the artium.

Flyers were sent in the mail to a list provided by the City of property owners within 120 metres of the Subject Lands with details of the Neighbourhood Meeting, contact details for the project team and inviting them to the event. Flyers were also sent via email in advance to the Mayor, Ward 6 Councillors and Planning staff, including the General Manager of Planning and Building Services. Approximately 30 people attended over the duration of the public engagement event, including Planning staff from the City as well as neighbouring residents and businesses. The meeting was open to the public and other attendees dropped in while at the school after hours (i.e. school staff, parents and other community groups).

The comments and discussion at the Neighbourhood Meeting was generally supportive of the proposed development and the expression of need for affordable housing. This was largely raised by attending representatives of the Wellington Catholic District School Board and area businesses in the Hanlon/Southgate Industrial Park who highlighted the need for housing for their employees and that many need to travel longer distances to their place of work from outside of Guelph. Several questions were asked on Home Opportunities purchase and financing model.

7.2 Pre-Submission Review

An initial submission was made to the City in December 2024 requested to follow the City's optional pre-submission review process prior to making this formal submission under the *Planning Act*. Hard copies of all submission materials were provided to the City, with the understanding they would form part of the public record. All materials submitted were also made available to the public for review and comment on the City's 'Active Development File' webpage while City staff and agencies reviewed and provided detailed comments.

8. Planning Rationale

8.1 The Subject Applications are consistent with the PPS (2024)

The proposed Development contributes towards the creation and strengthening of a complete community in the Built-up Area of the City on a parcel of land that is underutilized. The Development will further add to a range and mix of housing options to the City and significantly add to the stock of affordable housing to support a growing population and workforce. The Development will help the City to implement its affordable housing targets. The criteria for removing the Subject Lands from employment areas is satisfied. Potential adverse effects from odour and noise from nearby existing industrial uses will be minimized and mitigated. The Development will be on full municipal services.

8.2 The Subject Applications conform to the Official Plan

The Official Plan Amendment and Zoning By-law Amendment applications propose a high density housing development on lands that are currently designated for industrial uses and also contain part of the City's NHS system. An Employment Land Conversion Report has determined that redesignating the employment lands to residential uses will not result in a significant loss of available employment lands and will still allow the City to meet the employment housing forecast growth targets to 2051. An EIS has determined that adjusting the location of the ecological linkage to the west side of the Subject Lands at an ultimate width of 60 metres is appropriate and will be able to support the movement of observed and expected wildlife in the area and nearby significant natural areas. Further, adding residential as a sensitive land use within 300 metres of industrial uses is compatible and can have noise implications mitigated if the Subject Lands are classified as a Class 4 by the City under NPC-300 guidelines.

8.3 The proposed uses of the Subject Lands are compatible with the surrounding area

The proposed high density residential uses are appropriate and compatible for the Subject Lands. The Subject Lands are directly adjacent to a secondary school, parkland and the future South End Community Centre to the east. Existing low-rise residential uses are in the Clairfields neighbourhood to the north. The realigned ecological linkage to the west side of the Subject Lands will facilitate wildlife movement while also acting as a 60 metre natural buffer to industrial uses to the west. Developing 960 dwelling units in two apartment buildings 14 and 16 storeys in height as well as stacked and back-to-back townhouse blocks is an appropriate mix and placement of height and density on a site directly facing an arterial

road. The multiple residential use will add to the complete community with many amenities including schools, parks, neighbourhood commercial and industrial uses all within less than one kilometre of the Subject Lands.

8.4 The Site-specific provisions of the OPA and ZBA are appropriate

The site-specific policies proposed in the Official Plan are appropriate and desirable to allow for the development of a high-density housing development with a variety of housing unit types. The large site area directly off an arterial road can appropriately accommodate an increase in apartment building height as well as net density for the whole site. Full site and community services are directly available to the Subject Lands to support the proposed development. Sufficient parking is provided for the Development with the majority of the units representing affordable housing. A Holding Symbol (“H”) is being requested to ensure the consolidation and adjustment of land as well as represent a form of affordable housing for the long-term.

The following zoning regulations require site-specific relief in the By-law and have the following rationale:

1. **Maximum Density** (whole site): To permit a maximum net density of 160 units per hectare, whereas the RH.7 zone limits maximum density to 150 units per hectare. As a high density site on a designated arterial road serviced by transit and within walking distance of employers, community infrastructure and day-to-day needs, 160 units per hectare will make efficient use of an underutilized Site. The apartment buildings have been sited towards the rear of the site where impact of the denser areas will be transitioned by the adjacent natural heritage system.
2. **Minimum Off-street Parking** (whole site): A site-wide minimum off-street parking ratio per dwelling unit (for both the townhouses and apartments) is being requested at 1.1 spaces. This equates to a total of 1,077 parking spaces for all units, whereas a total of 1,189 are required. In the context of a purpose built affordable housing development and Home Opportunities previous experience, lower car ownership rates are typically found. The City’s Affordable Housing Strategy (2024) also has an action recommending reducing or even eliminating parking requirements on affordable housing developments. As such, further reductions in off-street parking should also be considered.
3. **Maximum Building Height** (apartments only): A maximum building height of 16 storeys is proposed for the two apartment buildings, whereas the Zoning By-law limits maximum apartment building heights to 10 storeys. The Subject Lands’ large area and minimal shadow impacts allow taller residential buildings to be

appropriately accommodated on the Subject Lands and integrated in the surrounding built context with minimal impacts.

4. **Maximum Floorplate** (apartments only): The proposed zoning is requesting the minimum floorplate of upper storeys to not apply. This includes the required angular plane and tower separation dimensions. With the non-profit developer's commitment to creating purpose built affordable housing at scale with prefabricated materials, this will help to not have design detract from its intended delivery to market. The Urban Design Brief, prepared by Architecture Unfolded has proposed several exterior treatments to break up the mass and transition of the buildings, including variations in colour and texture. Combined with the variety in the townhouses sited at the front of the Subject Lands, the overall built form will transition well to surrounding properties and the Clair Road streetscape.
5. **Minimum Common Amenity Area** (whole site): A combined common amenity area provision of 16 units per hectare is proposed, whereas stacked townhouses are required to have 10 square metres per unit and apartments are required to have a total of 20 square metres per unit. Using a combined rate for the Subject Lands provides a blended shared amenity space for residents, including interior areas in the apartment buildings. The location of the Subject Lands is further complimented by being within walking distance of major public amenities, including the Larry Pearson Park and the City's future South End Recreation Complex.

8.5 Summary and Conclusions

GSP Group Inc. has been retained by 2742707 Ontario Limited (the "Owner") who has entered into a conditional agreement of purchase and sale with Home Opportunities (the "Developer") to coordinate and prepare the submission of a Planning Justification Report for Official Plan Amendment and Zoning By-law Amendment applications for an affordable, high-density residential development at 266-280 Clair Road West in Guelph, Ontario. The requested approvals are necessary to permit the Development on the Subject Lands.

At the DRC meeting with the City of Guelph in July 2024, preliminary development concepts for the Subject Lands were presented and the City provided formal comments, including requirements on making complete applications. This included the preparation of a Planning Justification Report. All necessary reports, plans and studies have been completed and are submitted together in support of the development applications.

This Planning Justification Report concludes that the proposed Official Plan and Zoning By-law Amendment are appropriate and represent good planning for the following reasons:

- It has regard for matters of provincial interest;
- It is consistent with the Provincial Planning Statement (2024);
- It conforms to the City of Guelph Official Plan;
- The requested site-specific Official Plan policies are appropriate and justified for the reasons set out in Section 4.4 of this Report;
- The proposed zoning will help implement the Official Plan, as amended;
- The requested site-specific zoning regulations are appropriate and justified; and
- The proposed development is in the public interest and represents good planning.

It is therefore our professional opinion that the Official Plan and Zoning By-law Amendment should be approved.

Respectfully submitted,

GSP Group Inc.



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Appendix “A” – Draft Official Plan Amendment

O.P.A. ##:

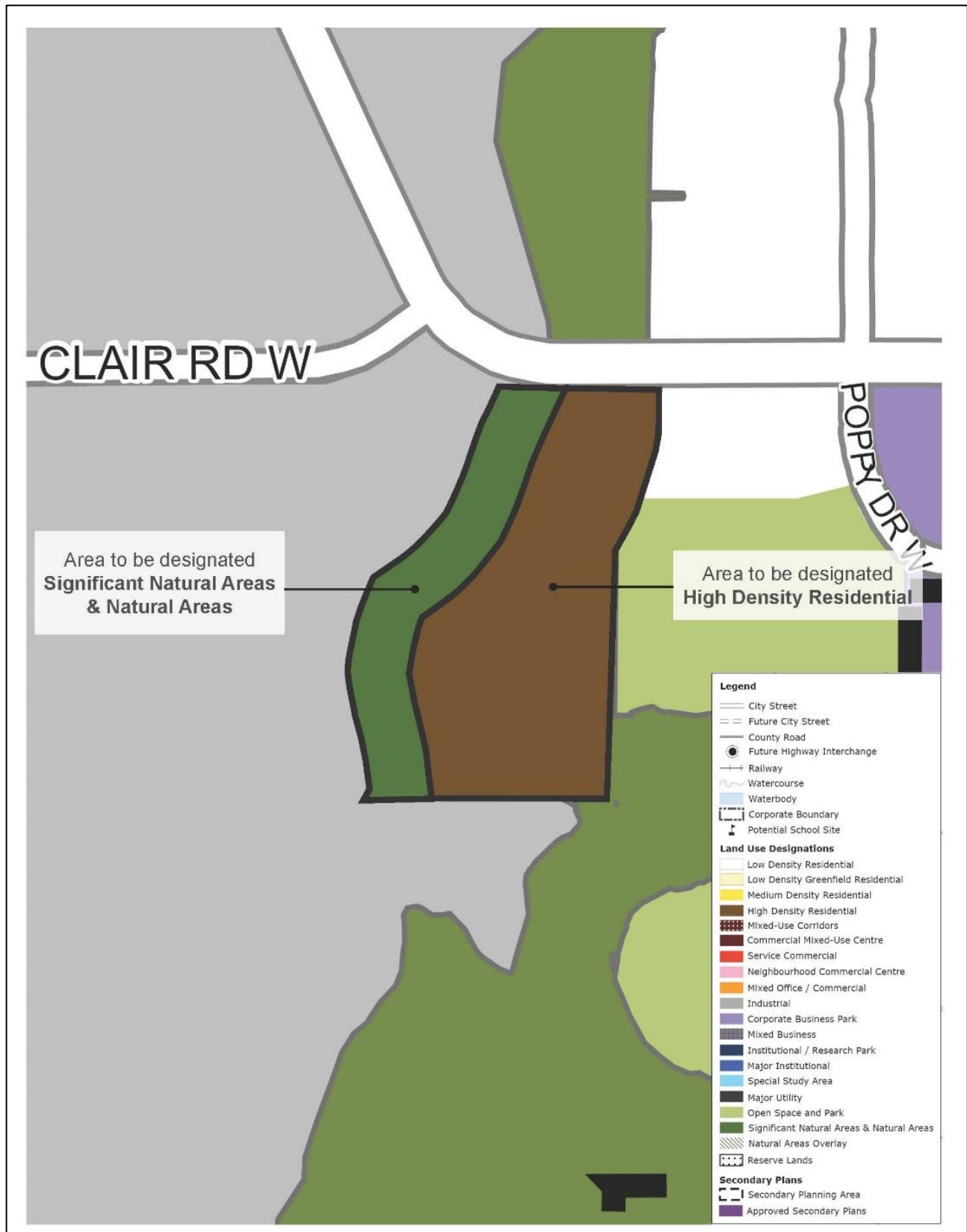
The purpose of Official Plan Amendment No. ## is to amend Schedule 1b, “Employment Areas”, Schedule 2, “Land Use Plan” and Schedule 4, “Natural Heritage System” for the properties municipally known as 266 and 280 Clair Road West and legally described as PART OF LOT 11, CONCESSION 7, GEOGRAPHIC TOWNSHIP OF PUSLINCH, NOW IN THE CITY OF GUELPH, COUNTY OF WELLINGTON, to remove the “Employment Areas”; change from the current “Industrial” and “Significant Natural Areas & Natural Areas” designations to the “High Density Residential” and “Significant Natural Areas & Natural Areas” designations as well as to realign the Natural Heritage System area boundary (Ecological Linkage) to allow for a high density residential development at a maximum height of 16 storeys and net density of 160 units per hectare.

The Official Plan for the City of Guelph is further amended by adding new site-specific sub-policies in Section 9.12.3 for the properties municipally known as 266 and 280 Clair Road West and legally described as PART OF LOT 11, CONCESSION 7, GEOGRAPHIC TOWNSHIP OF PUSLINCH, NOW IN THE CITY OF GUELPH, COUNTY OF WELLINGTON:

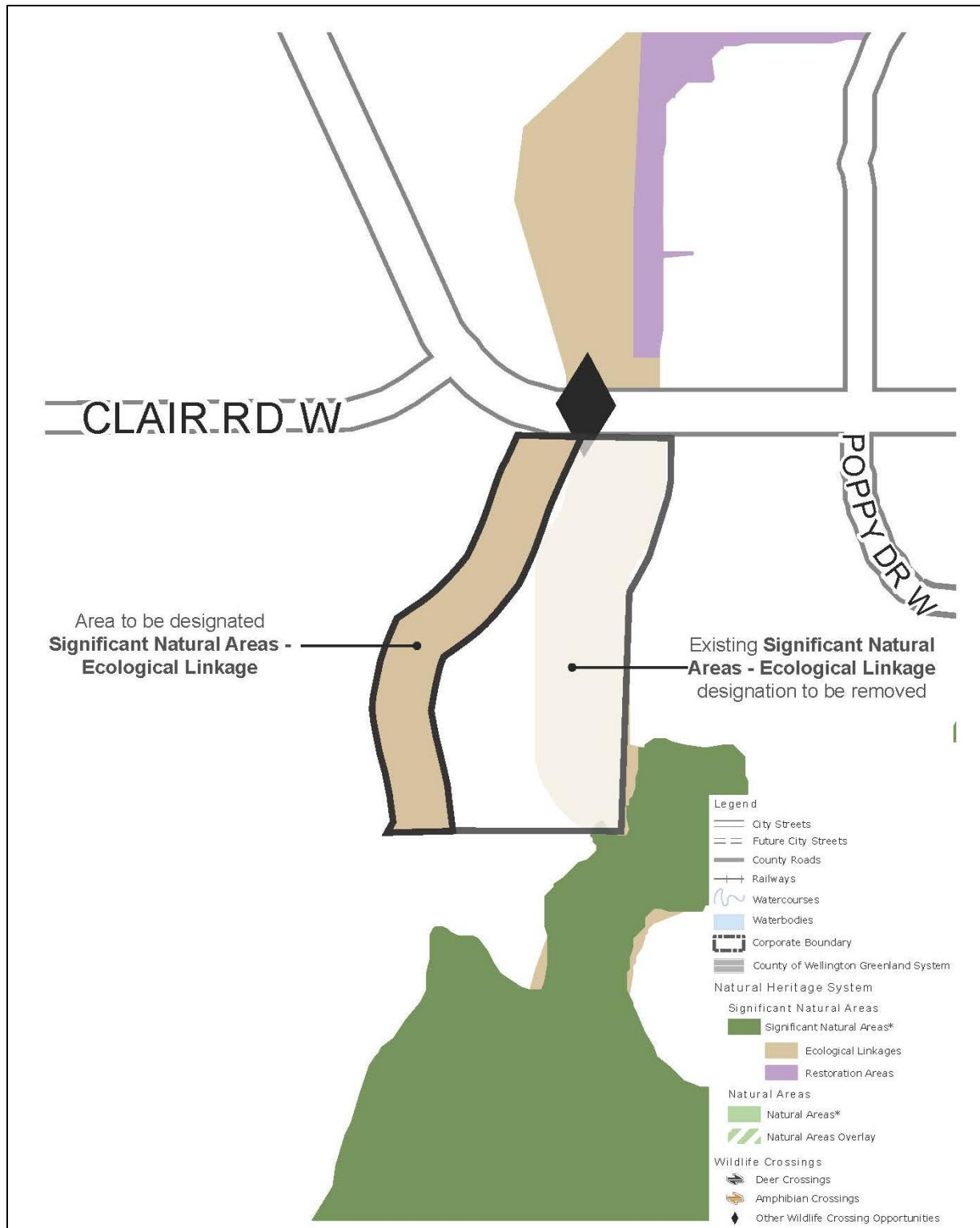
9.12.3.3 266-280 Clair Road West

- 9.12.3.3.1 In addition to the uses permitted in policy 9.3.4.1 i), townhouses shall also be permitted.
- 9.12.3.3.2 In spite of the provisions of policy 9.3.4.2, the minimum height is three (3) storeys and the maximum height is sixteen (16) storeys.
- 9.12.3.3.3 In spite of the provisions of policy 9.3.4.3, the maximum *net density* is 160 units per hectare and not less than a minimum *net density* of 100 units per hectare.
- 9.12.3.3.4 The Subject Lands be subject to a Class 4 Noise Classification as per NPC-300.

Proposed Schedule 2 (Figure 12)



Proposed Schedule 4 (Figure 13)



Appendix “B” – Draft Zoning By-law Amendment (2023)-20790

The RH.7-xx(Hxx) zone is recommended to be applied to the Subject Lands as shown in the proposed Zoning Map and in accordance with Section 4 (General Provisions), Section 5 (Parking), 6.3.5 (Cluster townhouses, stacked townhouses, back-to-back townhouses, stacked back-to-back townhouses), and 6.3.9 (Apartment buildings) of Zoning By-law (2023)-20790, as amended, with the following site-specific exceptions:

Permitted Uses

In addition to the permitted uses under Section 6.2, Table 6.1 of By-law Number (2023)-20790, as amended, the following additional uses shall be permitted:

- Townhouse, back-to-back;
- Townhouse, cluster;
- Townhouse, stacked; and
- Townhouse, stacked back-to-back.

Regulations

In accordance with Tables 6.17, 6.18, 6.19, 6.32, 6.33, 6.34 and 6.35 of the By-law, with the following exceptions and additions:

Minimum Common Amenity Area

- Despite Tables 6.18 and 6.34, the minimum common amenity area shall be 16 m² per dwelling unit.

Maximum Residential Density

- Despite Tables 6.17 and 6.32, a maximum density of 160 units per hectare shall be permitted.

Maximum Building Height

- Despite Table 6.34, the maximum building height shall be 16 storeys.

Maximum Building Floorplate

- Despite Table 6.34, floorplate regulations shall not apply.

Building Stepbacks

- Despite Table 6.34, building stepbacks shall not apply.

Parking Rates

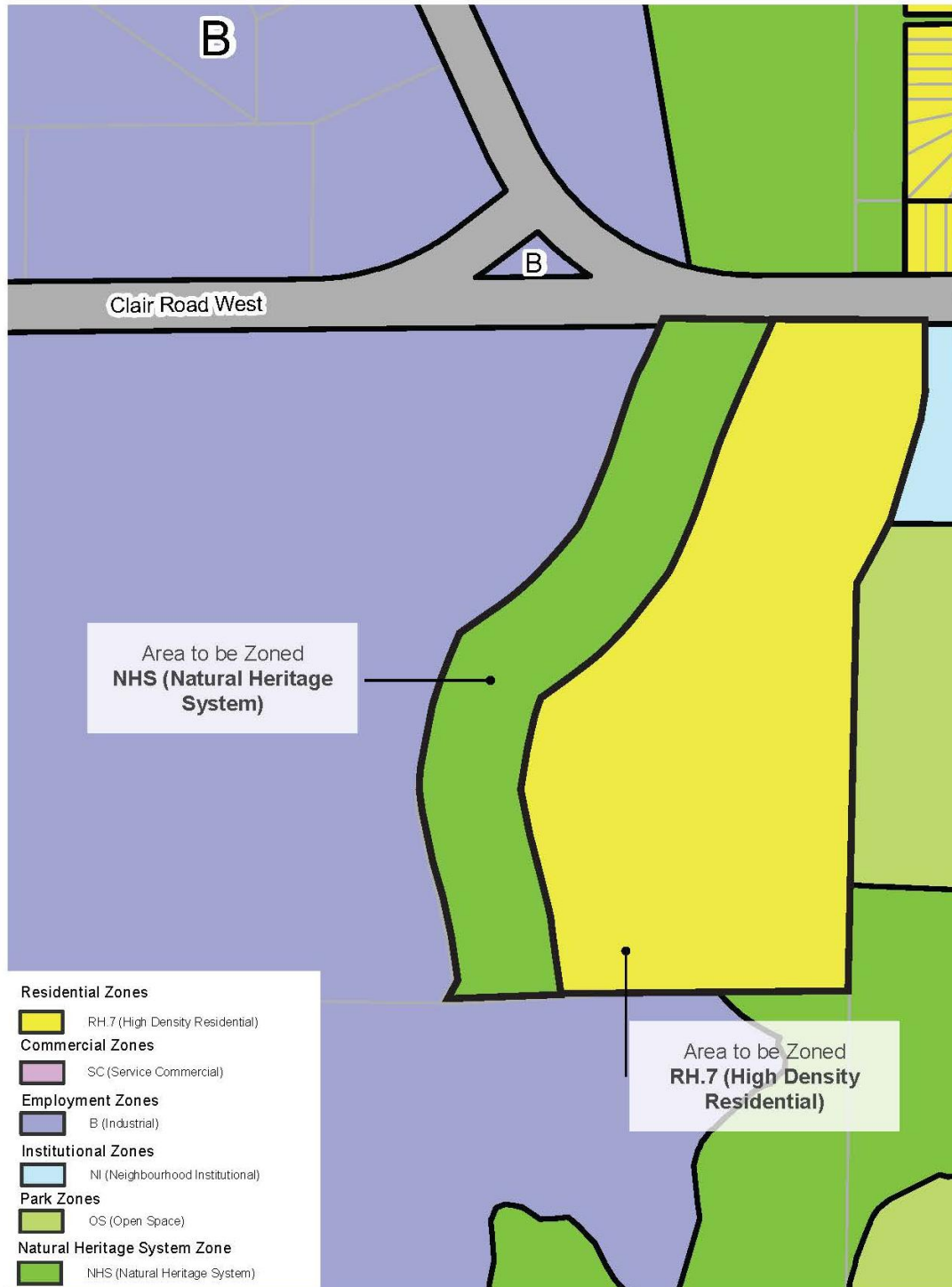
- Despite Table 5.3, Rows 2 and 17, the minimum combined parking rate shall be 1.1 spaces per unit, inclusive of visitor parking.

Holding (H) Provision

- a) Purpose: To ensure that development of the Subject Lands does not proceed until the following conditions have been met to the satisfaction of the City related to the subject development:
- b) Conditions: Prior to the removal of the Holding provision (H), the owner shall complete the following conditions to the satisfaction of the City:
 - (i) The owner exchanges lands with and to the satisfaction of the City to be designated as part of the Natural Heritage System for the purposes of an ecological linkage.
 - (ii) The owner shall provide a commitment to the satisfaction of the General Manager of Planning and Building Services to make and maintain a minimum 50% of the total dwelling units as affordable housing, based on and exceeding the CMHC's definition of affordable housing.

Further, the NHS zone is recommended to be applied to the Subject Lands as shown in the proposed Zoning Map and in accordance with Section 4 (General Provisions) and Section 13 (Natural Heritage System Zone) of Zoning By-law (2023)-20790, as amended.

Proposed Schedule A (Figure 14)



Appendix “C” – Community Energy Initiative Commitment



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October 7th 2024
Planning and Building services/Infrastructure, Development and Enterprise
City of Guelph
1 Carden Street
Guelph, ON N1H3A1

Attention: Chris DeVriendt | Senior Development Planner, City of Guelph

Re: Affordable Housing Project, 280 Claire Road, Guelph.

This letter is to outline our Newton Group Ltd. commitment to design building an energy efficient community as our commitment to the City's Community Energy Initiative and contributing to the goal of Net Zero Carbon Community by 2050.

Newton Group Ltd (NG) has developed a building system called the Kiwi Precast Building System. It is a concrete panelized integrated building system. The building components of concrete are integrated as to the architectural, structural, electrical and mechanical components that may exist on that element of the building will be designed into the element in the factory. The system is inherently energy efficient as the entire structure consisting of concrete walls building around the building perimeter offers are solid protection from the elements of nature. Furthermore all of the exterior concrete panels surrounding the building perimeter are insulated with R25 insulation bringing forth the best most energy efficient envelope. The envelope is a straight R 25 with minimal thermal disruption as the outside is thermally broken by the stiff, rigid insulation cladding on the concrete and façade elements are supported by the stiff insulation and anchored back at intervals to the wall by stainless steel fasteners of 6mm diameter thickness. Our buildings not only offer the R Value that exceeds Passive House minimums but also it has the thermal massing of the concrete structure of floor and walls all insulated and thermally engaged to the interior of the building.

Windows of high quality, Low E will be utilized to enable sufficient light transmission to the spaces and sized to comply with Passive House principles of window to wall ratios saving energy by the building envelope quality and not relying on mechanical and electrical means to stay steady. The building with its concrete thermally activated core will store energy for those cold nights and days and stay steady in rising and falling temperatures taking pressure off the HVAC system to not have to react to sudden temperature changes. These buildings will be net zero ready when technology enables the on site generation of the reduced energy needed on the site. The buildings will last into the future being of solid concrete construction using in floor energy distribution for heating and cooling the energy source can be changed over time it is just a matter of heating or cooling the water running through the floors.

The building envelope will be very tight being a concrete envelope with grouted joints as a solid constructed envelope leaves little space for leakage. Testing reports to support our system have shown that we can keep air leakage to approximately .2 cfm/ft2 or better at 74 Pa test pressure.

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Air to water heat pumps will be utilized in the design to heat or cool the buildings with heated or cooled water distributed through the structural floor slabs, thermally engaging the structure within the insulated envelope.

Solar photovoltaic will be incorporated onto south facing facades, roof and parking structure to generate on site power and connected net metered to the grid helping reduce the draw on the grid. The amount of solar will depend upon the agreement of Alectra Utilities as well the economic side if incentives are available this will be maximized on every area possible on the buildings.

Hot water will be heated using cylinders electric in each unit to store some hot water energy enabling heating of water at less peak times if needed.

To lower embodied carbon Newton Group Ltd is currently working with C02 concrete additive as well using lime cement with a 10% reduction in the lime cement plus further any gains or reductions with the use of the C02. It is intended that concrete walls on the building will have some amount of C02 added back into them during manufacturing.

All showers, faucets and toilets will be of low flow types to reduce water wastage.

Recycled and Low VOC materials will be utilized for interiors.

There will be no gas heating.

All lights will be high efficiency LED type. Outside lights will be set up to not cause light pollution and to automatically shut off when sufficient day light exists.

Advanced Radon Measures utilized.

Waste collection will be set up with all recycle bins and green bins and garbage bins as required by best practice at the City of Guelph. Building occupants will be encouraged to sort waste properly and place it into the select bins.

Drought resistant landscape plants will be selected for the majority of plantings to enable a water free landscape maintenance.

Provisions for electrical vehicle chargers will be enabled on site.

Site trees will be planted during site plan development under the strict guidance of City Planning and our Landscape architect.

Public Transportation at the site is available as it is on an existing city bus route.

Promote outdoor activity on site by leaving natural areas, people can walk the forest on site.

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During construction a waste management plan will be developed to ensure the recycling of any possible construction waste as well as recycling any concrete or steel in separate bins and to minimize any mixed waste that has to be land filled.

During construction using the Kiwi Precast pre manufactured system resources are saved by using factory equipment to make the parts reducing greatly the number of workforce needed on the job site to erectors only rather than form setters, rodmen and all support staff. Transportation to site is minimized by a local manufacturer being used for this project.

Numerous amounts of other materials are saved during construction using the Kiwi Precast System such as no drywall is required on the inside of the outside walls, no plastic vapour barrier required, no external water proofing membranes required all due to the high quality of concrete walls and method of system manufacture.

For any further questions or a plant tour please contact me anytime at enewton@kiwinewton.com. For information on Newton Group please visit our website at www.kiwinewton.com.

Yours Sincerely
Newton Group Ltd.
Signed:

A handwritten signature in black ink, appearing to read 'Edwin Newton', written over a horizontal line.

Edwin Newton, President/CEO.

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