

## PLANNING JUSTIFICATION REPORT

Official Plan and Zoning By-law Amendments

**601 Scottsdale Drive** 

Guelph

MHBC
PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE

October 2023

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## 1.0 INTRODUCTION

MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC Planning) has been retained by Forum 601 Scottsdale LP ("Forum") to provide planning advice in connection with applications for an Official Plan Amendment and Zoning By-law Amendment for lands located at 601 Scottsdale Drive, in the City of Guelph (the "subject lands"). The purpose of this Planning Justification Report is to provide a planning summary and analysis of the relevant policy framework, planning considerations, and technical studies required to permit the development of new student residential buildings on a vacant portion of the subject lands.

The subject lands comprise a total of approximately 2.2 hectares (5.2 acres) and are located at the intersection of Stone Road West and Scottsdale Drive, in an area that contains a wide range of commercial uses including the Stone Road Mall. The subject lands are currently developed with Phase 1 ("ALMA"), which converted a former hotel into a building containing 164 suites (177 beds) or units geared to students. Phase 1 is constructed and fully occupied with access located on Scottsdale Drive. Phase 1 was approved through previous planning processes, including a Zoning By-law Amendment and Minor Site Plan application (SP22-001). The existing building, referred to hereinafter as 'Phase 1', is fully occupied. The balance of the site contains manicured landscaping and surface parking where a significant number of existing surface parking spaces are not utilized.

Forum proposes to develop the vacant underutilized portion of the subject lands with additional residential buildings that will provide housing for students. The new development, hereinafter referred to as 'Phase 2" is proposed to include:

- Two seven (7) storey buildings with a combined total 489 units/suites,
- A single storey indoor amenity area connecting the two 7 storey buildings;
- Structured parking for vehicles and bicycles; and
- Landscaping, pedestrian connections and integration with the existing Phase 1 development.

This Report has been prepared in support of Official Plan and Zoning By-law Amendment applications to permit the development of the subject lands as described above. This Report provides justification for the applications, addressing relevant planning policies and regulations applicable to the subject lands.

The proposed Official Plan Amendment and Zoning By-law amendment represents good land use planning, are consistent with the Provincial Policy Statement, conform to the Growth Plan for the Greater Golden Horseshoe, and meet the intent of the Official Plan. MHBC Planning accordingly recommends approval of these amendments to the proposed Phase 2 development.

#### 1.1 Pre- Consultation Meeting

A Pre-Consultation Meeting was held with the City of Guelph staff on October 26, 2022, to discuss the proposed development. Further meetings with the City were also held to discuss the proposed development, obtain additional feedback and to discuss the overall development concept for the subject lands. Following the October 26, 2022 meeting, City staff identified, by correspondence dated November 18, 2022 that the following submission materials are required for a complete Official Plan and Zoning By-law Amendment application:

- Planning Justification Report with draft Amendments, Community Energy Initiative, and Affordable Housing Analysis
- Traffic Impact Study and Parking Study
- Urban Design Brief
- Geotechnical Report
- Hydrogeological Report
- Functional Servicing Report
- Stormwater Management Report
- Noise Feasibility Study

- Phase I Environmental Site Assessment
- Site Plan with Zoning Chart
- Survey
- Site Servicing Plan
- Tree Preservation Plan
- Landscape Plan
- Sun and Shadow Study
- Pedestrian Level Wind Study
- Building Elevations
- Truck Turning Plan

The required reports/studies listed above have been completed and are included as part of this submission. A brief summary of the technical reports is included in Section 7.0 of this report.

# 2.0 SITE DESCRIPTION AND SURROUNDING LAND USES

#### 2.1 Site Description

The subject lands are located at the northwest corner of the Stone Road West and Scottsdale Drive intersection with the Hanlon Parkway located immediately to the west. The lands slope gently from east to west and contain a multi-storey residential building that contains 164 suites and units (177 bedrooms) for students attending the University of Guelph. Access to the lands is provided from Scottsdale Drive via two entrances, generally at the north and south ends of the site. The location of the subject lands is illustrated on **Figure 1** and an image of the existing building is shown in **Figure 2**.



Figure 2 – Phase 1 Development
Source: Forum Asset Management

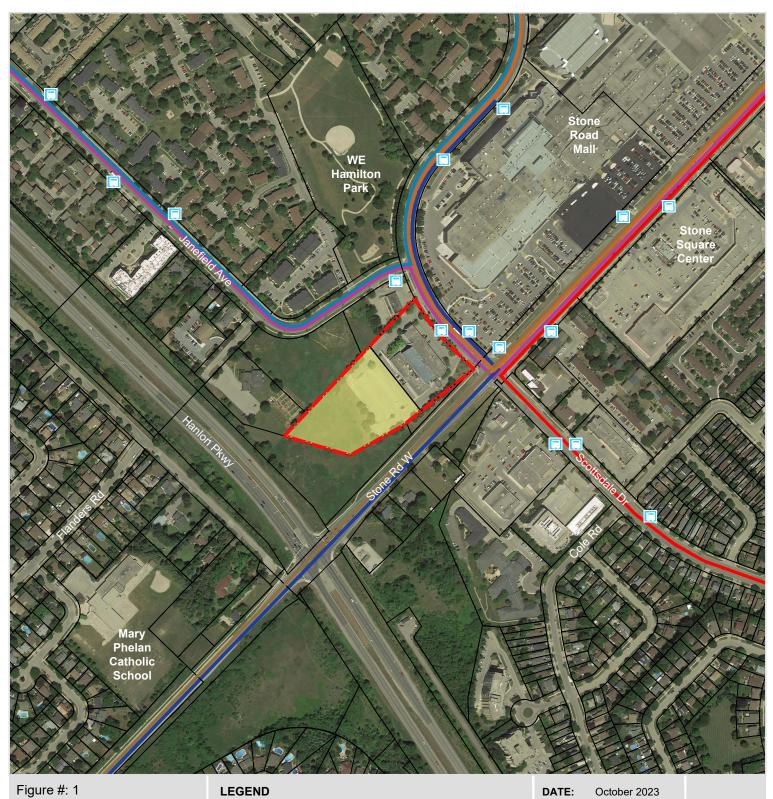
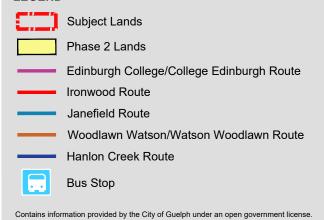


Figure #: 1
City of Guelph
Transit Routes &
Stops



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**SCALE:** 1:5,000

DRAWN: LC

1056G

FILE:

#### 2.2 Surrounding Land Uses and Site Context

The entire site is comprised of approximately 2.2 hectares and has approximately 122 metres of frontage on Scottsdale Drive. A hydro corridor bisects the subject lands and features overhead wires within an easement approximately 20 metres in width. The subject lands also abut Stone Road. The Ministry of Transportation (MTO) operates the Hanlon Parkway and owns the lands immediately adjacent the property, including lands between the parking lot and Stone Road.

The lands are located in a developed area of the City, which contains a significant amount of higher order commercial uses, including the regional serving Stone Road Mall. Stone Road is a major road within the City, linking the Hanlon Parkway and the west side of Guelph, with the University of Guelph and Gordon Street and the City's downtown area.

The lands are well served by transit, including multiple routes on Stone Road and Scottsdale Drive that provide access to key destinations, including the University of Guelph. The following bus routes are available within walking distance of the subject lands:

- 1 (Edinburgh College),
- 2 (College Edinburgh),
- 6 (Ironwood),
- 8 (Stone Road Mall),
- 15 (College),
- 17 (Woodlawn Watson),
- 18 (Watson Woodlawn), and
- 50U (Scottsdale).

Active transportation routes are available north of the subject lands that provide connections to College Avenue, and the City's Downtown via the Speed River or Gordon Street.

The surrounding land uses include the following (please see **Figure 1** for references):

North:

To the north of the subject lands is a TD Canada Trust bank, portions of the Stone Road Mall development and a mix of residential development, generally containing multiple units. W.E. Hamilton Park is also located to the north, a short walk from the subject lands. A new 8 and 10 storey multi-unit residential development has been approved for the adjacent lands to the north, on Janefield Avenues.

West:

To the west is the Hanlon Parkway, a divided highway that provides access to Hwy 401 in the south and Highway 7 in the north. A spiritual use (Baptist Church) is also located to the northwest.

South:

To the south, on the opposite side of Stone Road West is a commercial plaza, with multiple units, including an LCBO and Shoppers Drug Mart. Further to the south is the Stone Lodge Retirement Residence and a low-rise residential neighbourhood.

East:

To the east is the Stone Road Mall, a large regional serving mall that provides a wide range of commercial uses for the City and surrounding area. The Stone Road West area east of the subject lands contains commercial uses on both sides of the street.

### 3.0 PROPOSAL

#### 3.1 Proposed Development

The proposed development includes two new seven (7) storey buildings connected by a single storey indoor amenity area and a one (1) level parking structure, all situated on the vacant western portion of the subject lands. Phase 2 is an extension of Phase 1, with residential units/suites planned for students. The intent is for the entire site to function as one comprehensively planned development, to allow for the movement of people, bicycles and vehicles throughout the site, while maintaining appropriate connections to the public streets. The Conceptual Site Plan is included in **Figure 3**, and a rendering of the proposed development is included in **Figure 4**, shown below, as seen from Stone Road.

Figure 4 – Conceptual Rendering

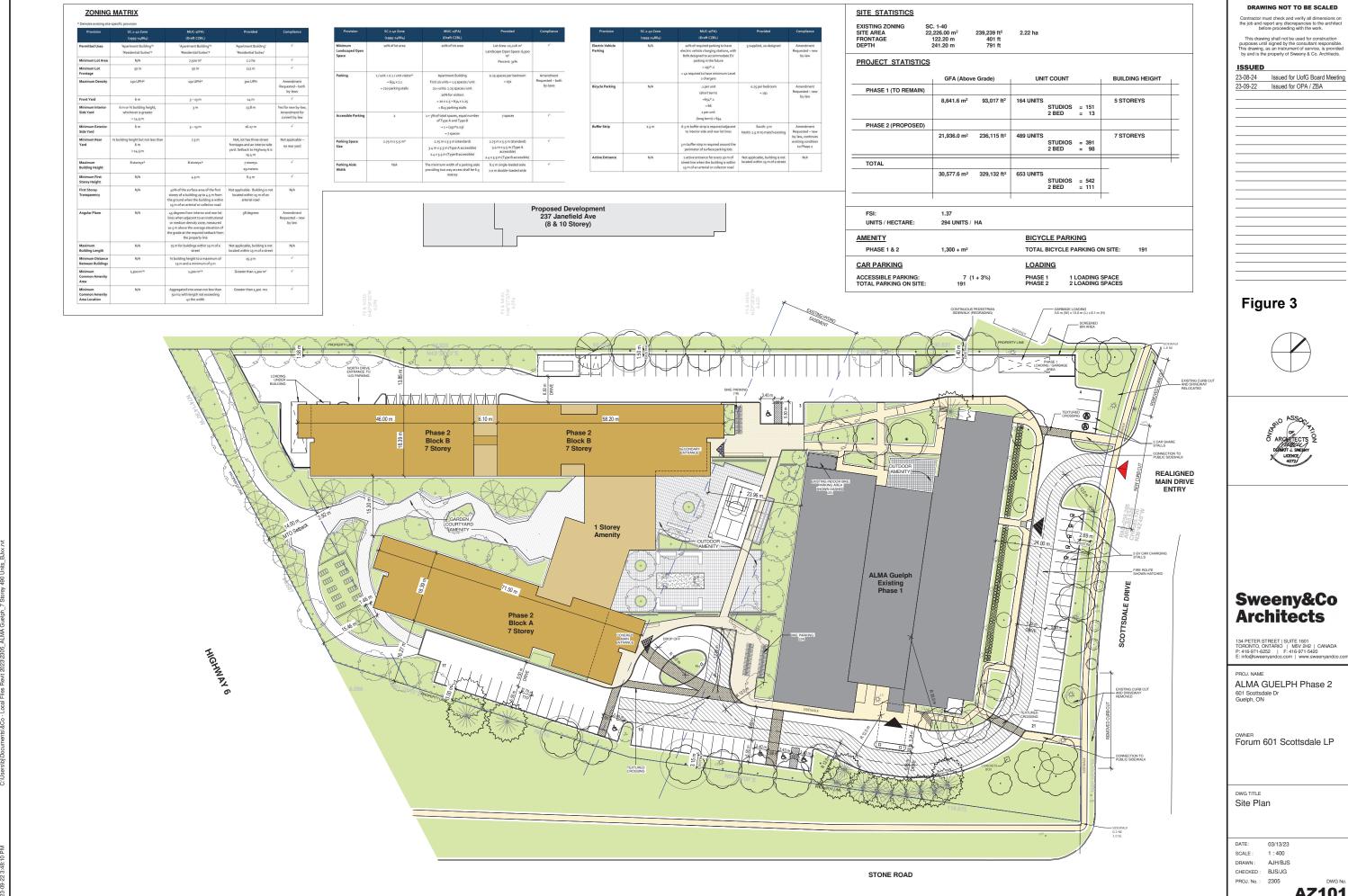
Source: Sweeny &Co Architects Inc.



No further changes are proposed to the existing Phase 1 building, which contains 164 units/suites (177 bedrooms). Phase 2 is proposed to include 489 new units/suites and 587 bedrooms. Combined, the two Phases result in a total of 653 units/suites (764 bedrooms).

#### Parking and Common Amenities

Vehicular parking will be consolidated across the site, through a combination of surface and structured parking. The subject lands propose a total supply of 191 vehicular parking spaces. Furthermore, Phase



**AZ101** 

2 proposes additional bicycle parking to augment the supply of bicycle parking in Phase 1. Combined, the two phases include 191 bicycle parking spaces, the majority of which are located indoors.

Phase 1 includes extensive indoor common amenity areas, as well as programmed outdoor areas. These existing common amenities will be augmented through the introduction of new indoor and outdoors spaces within Phase 2, including:

- an outdoor courtyard;
- a multi-use sports court;
- outdoor seating areas, and
- fire pits.

The ground floor plan, which illustrates the indoor amenity areas is shown in **Figure 5** and a conceptual landscape plan which shows the outdoor amenity area in **Figure 6a** and the Garden Courtyard in **Figure 6b**. Community gardens for the residents are proposed west of the new buildings, within the required 14 metre MTO setback – it is acknowledged that the gardens may need to be removed in the future should MTO require the lands for a highway expansion.

The large indoor amenity area depicted in **Figure 5** will provide year-round space for the residents. All of the amenities within both Phases 1 and 2 will be available to all residents, creating a shared community campus format that promotes social interaction and pedestrian movement around the site.

#### Vehicular Access

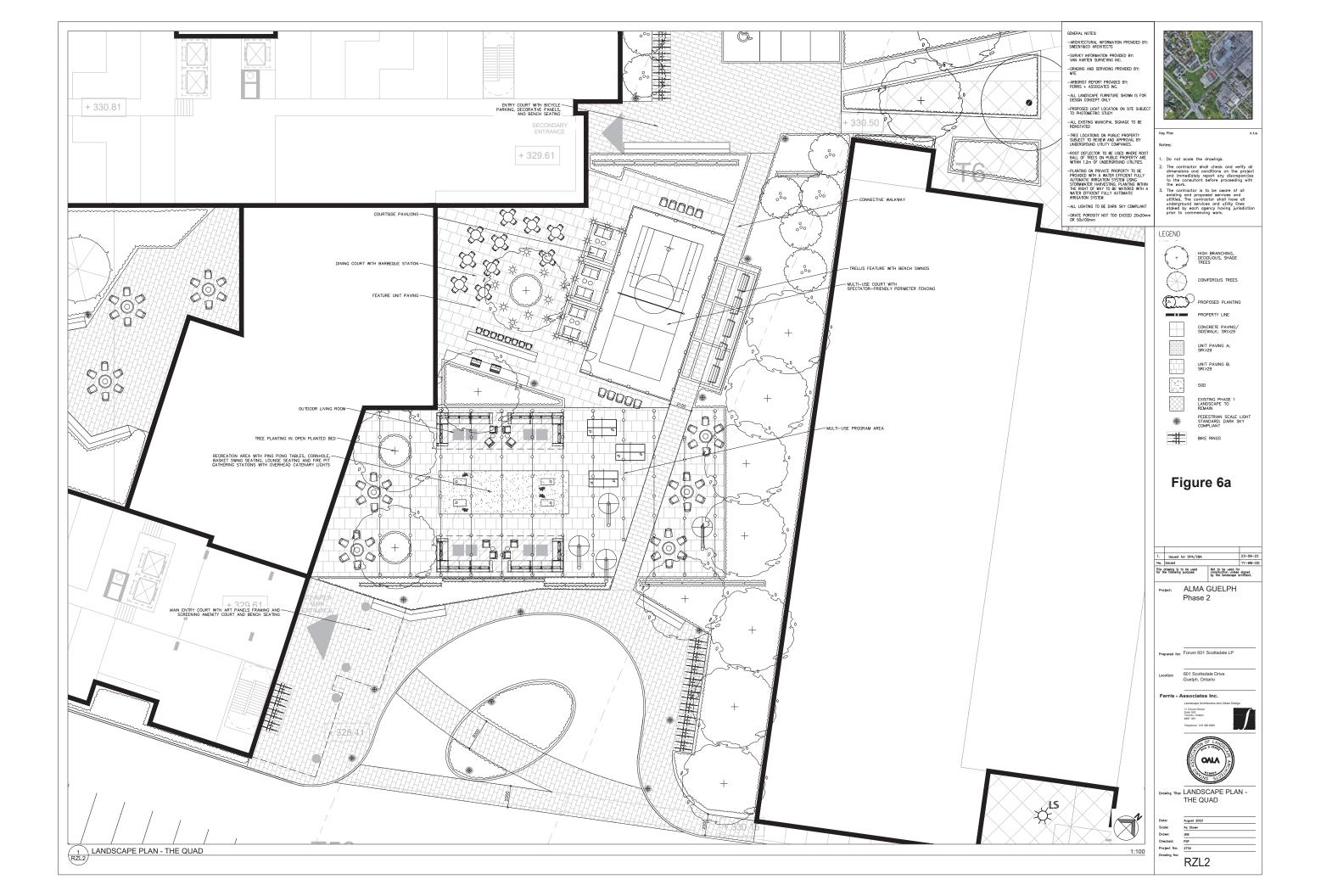
The subject lands currently have two accesses from Scottsdale Drive, located at the north and south ends of the site. Through the review and ultimate approval of Phase 1, City staff required that when the second phase proceeded, the southerly access was to be permanently closed and the northerly access relocated to align with the entrance to the Stone Road mall. As part of Phase 2's design and the internal layout of vehicular and pedestrian movement, the driveway access from Scottsdale Drive is proposed to be re-aligned, consistent with staff's direction. As such, a single access into the site is proposed, with vehicular movement directed to both phases, through shared internal driveways. Accommodation has also been made for garbage and emergency vehicles, with appropriate areas for short term parking and drop offs.

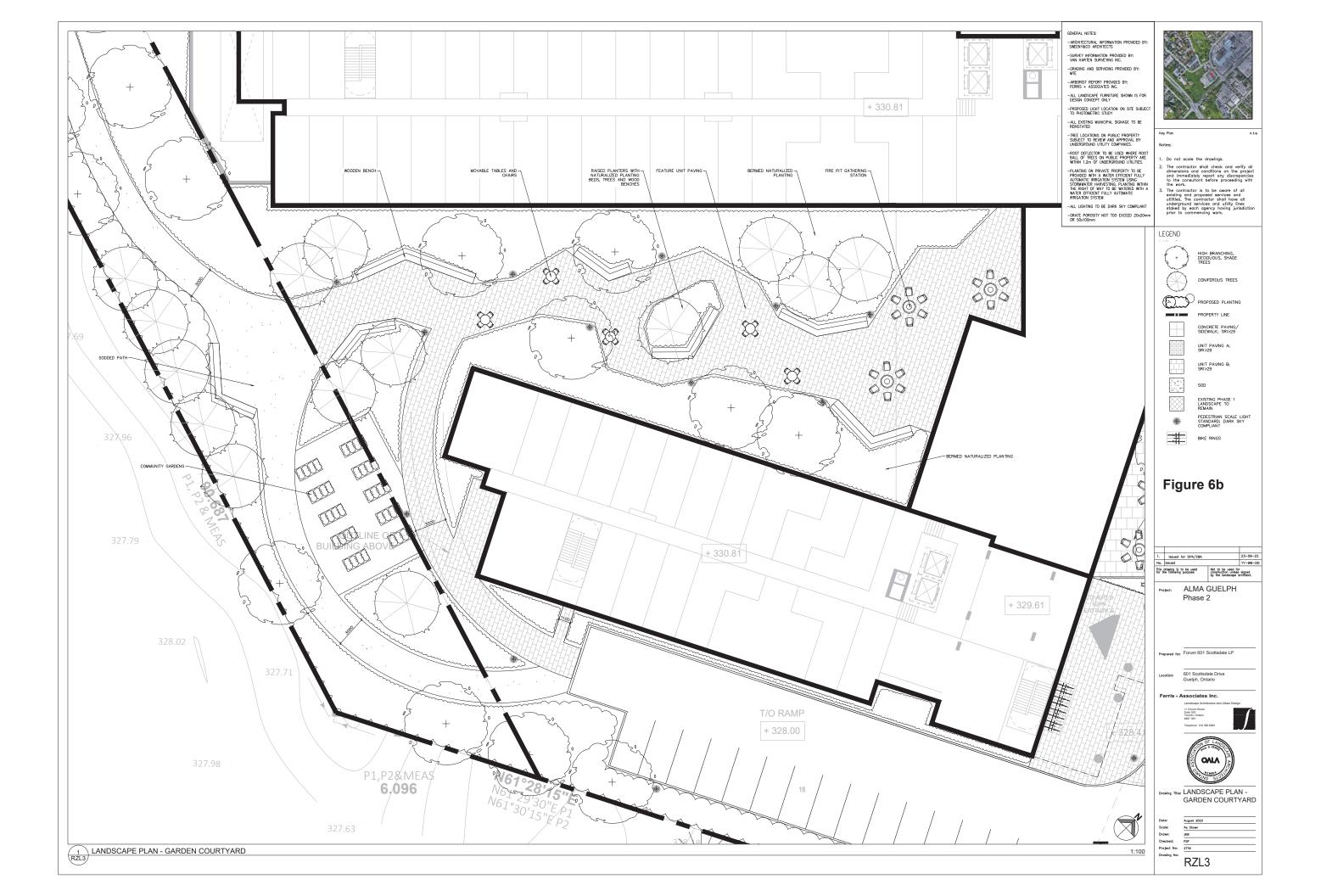
#### 3.2 Proposed Official Plan and Zoning By-law Amendment

The subject lands are designated *Mixed-Use Corridor 1* and are within the *Stone Road Strategic Growth Area* in the City of Guelph Official Plan. Medium and high-density multiple unit residential buildings and apartments are permitted with a maximum height of 14 storeys and a maximum density of 250 units per hectare.

An Official Plan Amendment is required to permit a density of 300 units per hectare across the entirety of the subject lands (Phases 1 + 2 combined). No other amendments to the Official Plan are required.







#### Zoning By-law (1995)-14864

The subject lands are zoned *Special Service Commercial (SC.1-40)* in Zoning By-law (1995)-14864. A Zoning By-law Amendment to the SC.1-40 zone is required to permit Phase 2 to proceed on the subject lands in the form of the following site-specific regulations:

- Permit a density of 300 units per hectare;
- Permit a minimum interior side yard of 13.8 metres;
- Permit a parking rate of 0.25 spaces per bedroom, inclusive of visitor parking.

#### Zoning By-law (2023)-20790 (New Zoning By-law)

The subject lands are zoned *Mixed Use Corridor (MUC-2(PA)(H12))* in the City of Guelph Zoning By-law (2023)-20790 (currently under appeal). The H12 holding provision requires confirmation of adequate services to service the proposed development, while PA refers to a parking adjustment to reduce parking within *Intensification Corridors* and *Mixed-use Nodes*. A Zoning By-law Amendment to the MUC-2(PA)(H12) zone is required to permit Phase 2 to proceed on the subject lands in the form of the following site-specific regulations:

- Remove the H12 holding provision from the subject lands;
- Permit a density of 300 units per hectare;
- Permit an increased angular plane of 58 degrees for the shared interior lot line that abuts lands zoned for Institutional uses;
- Permit a buffer strip of 1.5 metres along the north property line;
- Permit a parking rate of 0.25 spaces per bedroom, inclusive of visitor parking;
- Require 5 electric vehicle parking spaces (with Level 2 chargers);
- Require 20 designed electric vehicle parking spaces; and
- Require a minimum of 0.25 bicycle parking spaces per bedroom.

The following Section evaluates the proposed development within the Provincial and Municipal Planning framework, including justification for the above noted Special Policy Area (OPA) and site-specific regulations (ZBA).

## 4.0 PLANNING ANALYSIS

#### 4.1 Planning Act

Section 2 of the *Planning Act* identifies matters of provincial interest that are to be considered with respect to planning applications. The following considers the matters of provincial interest with respect to the development of the lands (the combined Phase 1 and 2).

Matter of Provincial Interest (Section 2)	Application to Proposed Development		
Subsection 2(o)	There are no natural features on the subject		
the protection of ecological systems, including	lands.		
natural areas, features and functions			
Subsection 2(b)	The lands do not include agricultural		
the protection of the agricultural resources of	resources.		
the Province			
Subsection 2(c)	There are no natural or mineral resources on		
the conservation and management of natural	the subject lands.		
resources and the mineral resource base			
Subsection 2(d)	There are no features of significant		
The conservation of features of significant	architectural, cultural, historical,		
architectural, cultural, historical,	archaeological or scientific interest.		
archaeological or scientific interest			
Subsection 2(e)	The lands will utilize existing municipal		
The supply, efficient use and conservation of	infrastructure, including existing municipal		
energy and water	water services.		
	The buildings will be constructed in		
	accordance with the Building Code, which		
	includes requirements for energy efficiency.		
	Other measures to improve energy efficiency		
	will be considered through more detailed		
Subsection 2(f)	design. The proposed development will utilize		
The adequate provision and efficient use of	existing municipal services and an existing		
communication, transportation, sewage and	municipal road (Scottsdale Drive). Waste will		
water services and waste management	be collected in accordance with City		
systems	requirements and best practices.		
Subsection 2(g)	The portion of the lands planned for Phase 2		
The minimization of waste	do not include any buildings that require		
THE HIMMINIZACION OF WASCE	as not include any ballangs that require		

	1 100
	demolition. The development of Phase 1 included the repurposing of an existing
Subsection 2/h)	building.
Subsection 2(h)	The lands front on an existing road, with existing services, active transportation
The orderly development of safe and healthy communities	existing services, active transportation infrastructure and within walking distance of
Communicies	_
	multiple transit routes. The proposed development represents an appropriate built
	form within the sites' context.
Subsection 2(h.1)	Matters related to accessibility will be
The accessibility for persons with disabilities	considered through the future site plan and
to all facilities, services and matters to which	building permit processes.
this Act applies	ballating permit processes.
Subsection 2(i)	The lands are located in proximity to parks, a
The adequate provision and distribution of	wide range of commercial services and transit
educational, health, social, cultural and	routes. The development includes existing
recreational facilities	amenities in Phase 1 and new amenities
	within Phase 2 that will be shared by all future
	residents.
Subsection 2(j)	The provision of additional rental housing
The adequate provision of a full range of	geared will contribute towards rental housing
housing, including affordable housing	in the City, which will positively impact the
	supply of rental housing more broadly.
Subsection 2(k)	The proposed development is residential and
The adequate provision of employment	does not include employment uses. There are
opportunities	multiple employment uses in the immediately
	surrounding area.
Subsection 2(I)	The development will utilize existing
The protection of the financial and economic	infrastructure and community services,
well-being of the Province and its	avoiding the need for the expansion or
municipalities	creation of new services.
Subsection 2(m)	The application was circulated to public
The co-ordination of planning activities of	agencies for comment and their comments
public bodies	will be considered through the approval
	process.
Subsection 2(n)	The subject lands represent compatible
The resolution of planning conflicts involving	residential development within a Strategic
public and private interests	Growth Area.
Subsection 2(o)	The subject lands are not subject to flooding
The protection of public health and safety	and do not represent a threat to public health
Subsection 2(n)	or safety.
Subsection 2(p)	The subject lands are located within the Built-
	Up Area and more specifically, within a

The appropriate location of growth and development	Strategic Growth Plan. Strategic Growth Areas are planned to accommodate a significant share of the City's future growth.
Subsection 2(q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians	The development supports public transit – the development includes pedestrian connections from both Phases to Scottsdale Drive, which provides access to multiple pedestrian destinations (e.g. Stone Road Mall) and transit routes.
Subsection 2(r) The promotion of built form that, (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 new buildings proposed for Phase 2 represent a high level of design, while the comprehensive planning for Phases 1 and 2 create a sense of place, with multiple shared indoor and outdoor amenities.
Subsection 2(s) The mitigation of greenhouse gas emissions and adaptation to a changing climate	The new buildings will be constructed in accordance with the energy efficiency requirements of the Building Code. Additional measures will be explored through more detailed design.

#### 4.2 Provincial Policy Statement

The Provincial Policy Statement 2020 ("PPS") came into effect on May 1, 2020 and provides a vision for land use planning in Ontario that encourages the efficient use of land, resources and public investment in infrastructure and public service facilities. A mix of land uses is encouraged to provide choice and diversity. A variety of modes of transportation are promoted to facilitate pedestrian movement and reduce reliance on the automobile. Public transit is encouraged as a means of creating more sustainable and healthy communities. Generally, the PPS encourages development that will provide long term prosperity, environmental health, and social well-being.

#### Section 1.0 – Building Strong and Healthy Communities

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

Section 1.1.1 of the PPS provides that healthy, liveable and safe communities are sustained by: promoting efficient development and land use patterns; accommodating an appropriate range and mix of uses and housing types; avoiding development which may cause environmental or public health and safety concerns; avoiding development and land use patterns that would prevent the efficient

expansion of settlement areas; and, promoting cost effective development patterns to minimize land consumption and servicing costs. Section 1.1.3 directs development to settlement areas to efficiently use land, resources, infrastructure, and public service facilities while supporting active and public transportation and minimizing impacts to climate change. A range of uses and densities is promoted, including through redevelopment and intensification. (Sections 1.1.3.1, 1.1.3.2, 1.1.3.3, 1.1.3.4, and 1.1.3.5).

Section 1.4 of the PPS provides policy direction with respect to housing in Ontario. Section 1.4.3 of the PPS identifies that planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area. Section 1.4.3(b) further states that planning authorities are to permit and facilitate all types of residential intensification and all housing options. Development of new housing is to be directed to locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs, densities for new housing which efficiently use land and support active transportation are to be promoted, and development standards for residential intensification are to minimize the cost of housing and promote compact form.

The subject lands are located within the *Built-up Area* of the City of Guelph, an urban settlement area, and more specifically within a *Strategic Growth Area*, where intensification is planned for and encouraged. The development broadens the supply of housing within the City, and more particularly addresses a need for housing for students. The subject lands are located adjacent to two existing roads, contain existing housing for student and are serviced with existing municipal services. The Phase 2 development will intensify an underutilized portion of the lands with additional student residential housing units in a compact form that makes efficient use of the lands and allows for the sharing of facilities and amenities on the site.

Section 1.6 of the PPS provides policy direction for infrastructure and establishes a servicing hierarchy where growth is to be accommodated with municipal sewage and water services within settlement areas, where available. Section 1.6.6.7 states that planning for stormwater management shall, among other matters, minimize erosion and changes in water balance; mitigate risks to human health, safety, property, and the environment; maximize the extent and function or vegetative and pervious surfaces; and promote stormwater management best practices.

Section 1.6.7.2 states that efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible. In accordance with Section 1.6.7.4, a land use pattern, density and mix of uses should be promoted that minimizes the length and number of vehicular trips and supports the current and future use of transit and active transportation.

The subject lands are already serviced with municipal infrastructure and the existing services are planned to be used for Phase 2. Minor modifications are proposed to the accesses into the site, to minimize entrances/exits onto Scottsdale Drive, consistent with staff recommendations. Stormwater

will be managed internal to the site, without the need for external upgrades to existing municipal infrastructure.

Section 1.8, Energy Conservation, Air Quality and Climate Change, promotes energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and provides direction on how these measures can be achieved. Through Section 1.8.1, the PPS supports:

- Development in a compact form,
- The promotion of active transportation;
- Transit supportive development and intensification to shorten commute journeys; and
- Design and orientation that maximizes energy efficiency and conservation.

The combined Phase 1 and 2 development has been comprehensively planned to encouraged walking, cycling and public transit and consideration has been given to the movement of pedestrians and cyclists throughout the site, and to both Scottsdale Drive and Stone Road. Furthermore, the design of the building will consider orientation and other mechanical/electrical measures with the objective of maximizing energy efficiency.

#### Section 2.0 – Wise Use and Management of Resources

Another key direction of the PPS is the wise use and management of resources including natural heritage, water, agriculture, minerals and petroleum, mineral aggregate resources, and cultural heritage and archeology. In this regard, there are no natural heritage or cultural heritage features on or adjacent to the subject lands.

#### Section 3.0 – Protecting Public Health and Safety

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

The subject lands can be developed without negatively impacting public health or safety. The subject lands are not subject to any natural hazards and a Record of Site Condition was previously filed for the subject lands.

#### Section 4.0 – Implementation and Interpretation

Section 4.1 states that the PPS applies to all decisions in respect of the exercise of any authority that affects a planning matter after May 1, 2020. In accordance with Section 4.6, the official plan is the most important vehicle for implementation of the PPS. In this regard, an evaluation of the City's Official Plan is considered in Section 4.3 of this Report.

In our opinion, the proposed Official Plan and Zoning By-law Amendments are consistent with the Provincial Policy Statement 2020.

#### 4.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe

The 2020 A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the "Growth Plan") came into effect on August 28, 2020. The Growth Plan establishes a vision for the Greater Golden Horseshoe based on the principles of: building compact, vibrant and complete communities; economic competitiveness; protecting natural heritage resources and employment areas; wise use of land and resources; optimizing infrastructure and transit and directing growth to and intensifying existing Built-up Areas. The *Planning Act* requires that decisions respecting planning matters conform to the Growth Plan.

#### Section 2.0 – Where and How to Grow

The Growth Plan establishes population and employment forecasts for member communities to 2051 and identifies *Built-up Areas / Greenfield Areas, Urban Growth Centres*, and priority transit corridors and requires the delineation of *Major Transit Station Areas*. A population target of 203,000 and an employment target of 116,000 has been identified for Guelph to 2051 (Schedule 3). The subject lands are located within the Built-Up Area and more specifically, within a Strategic Growth Area, which is planned to accommodate a greater share of the City's future growth, consistent with Section 2.2.1.2.

Section 2.2.1.4 states that applying the policies of the Growth Plan will support the achievement of complete communities. Complete communities feature a diverse mix of uses, including residential and employment, and convenient access to local stores, services and public service facilities. The proposed development will assist in contributing towards a complete community by providing housing choice in an area that has employment uses, institutional uses, public parks, as well as the City's regional serving commercial development (Stone Road Mall) within walking distance.

Section 2.2.2 states that, by the time the next municipal comprehensive review is approved and in effect, the City of Guelph will be subject to a minimum intensification target of 50% for lands within the delineated built-up area. The subject lands are located within the delineated built-up area, and the intensification of the lands with additional residential units on an underutilized portion of the subject lands will assist the City in achieving the Growth Plan targets.

Section 2.2.6 provides policy direction to support housing choice including the provision of additional residential units and affordable housing to meet projected needs of current and future residents. The intensification of the subject lands with new residential units/suites for students will provide additional choice and housing supply for students, to assist in meeting the broader demand for housing, all within an area that is well served by transit and other key amenities that will support the future residents.

#### Section 3.0 – Infrastructure to Support Growth

The Growth Plan promotes integrated infrastructure, land use planning, and infrastructure investment (Section 3.2.1.1), with public transit the first priority for transportation infrastructure and planning (Section 3.2.3.1).

The subject lands are well served by existing active transportation infrastructure and public transit services. The subject lands are already serviced with municipal water, sanitary and stormwater infrastructure and the intensification of the lands will more efficiently use these existing services, without the need for expansion.

#### Section 4.0 – Protecting What is Valuable

The Growth Plan requires the protection of natural heritage features, prime agricultural land, and areas and cultural heritage resources and directs development away from such areas in accordance with Sections 4.2.2.3(a), 4.2.6.2, and 4.2.7.

The subject lands do not include and are not adjacent to natural heritage features, are not located on prime agricultural lands and do not contain cultural heritage resources.

In our opinion, the proposed Official Plan and Zoning By-law Amendments conform to the 2020 Growth Plan for the Greater Golden Horseshoe.

#### 4.4 City of Guelph Official Plan

The City of Guelph Official Plan ("Official Plan") guides land use in the City and implements the Provincial Policy Statement and Growth Plan. The Official Plan was adopted by Council on November 1, 1994 and approved by the Minister of Municipal Affairs on December 20, 1995. It has since been comprehensively amended, most recently through Official Plan Amendment 80, which was adopted by Council on July 11, 2022 and approved by the Minister of Municipal Affairs and Housing on April 11, 2023. OPA 80 updates the growth strategy to align with the targets of the Growth Plan to 2051.

The subject lands are designated "Mixed-Use Corridor 1" and are located within a "Strategic Growth Area" (please see Figure 7), as identified in the Official Plan. Strategic Growth Areas are planned to achieve mixed-use developments at an increased density that supports transit. More specifically, lands located within a Strategic Growth Area that are also designated Mixed-Use Corridor 1 are permitted a maximum height of 14 storeys and a maximum density of 250 units/ha.

#### Section 4.0 – Protecting What is Valuable

Section 4 of the Official Plan provides policy direction regarding the protection of the natural heritage system, water resources, public health and safety, community energy planning, and cultural heritage resources. The subject lands do not contain and are not adjacent to any natural heritage features or natural hazards.

The subject lands are within *Wellhead Protection Area C*, wherein Section 4.2.4.4 states that the City may require a Hydrogeological Study to assess and mitigate the potential impact of a development application on wellhead protection areas. A Hydrogeological Study was completed in support of the Official Plan and Zoning By-law Amendment application, which satisfies the applicable policies and concludes the development can proceed without impacting underground water systems.

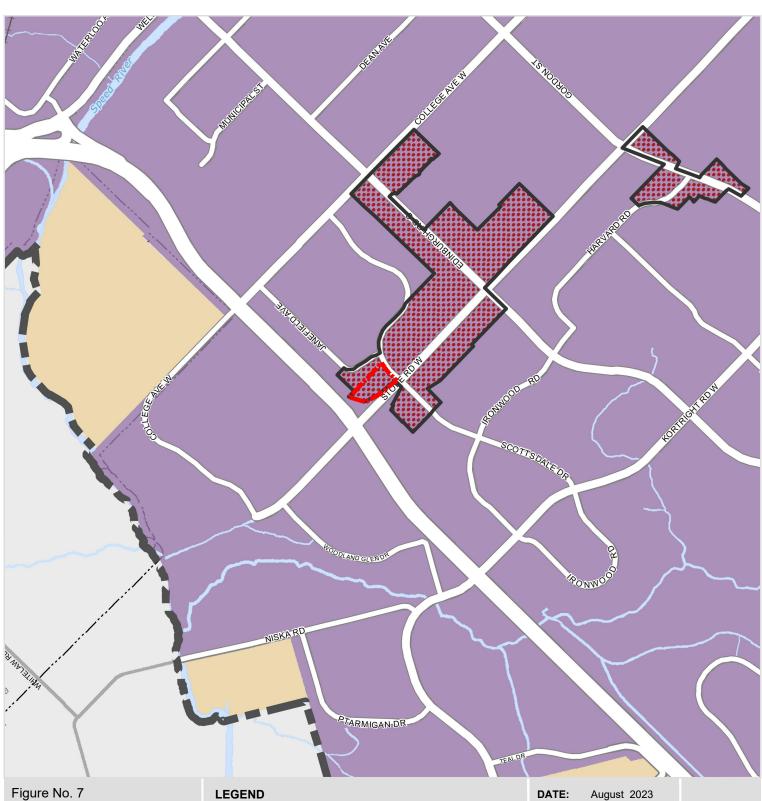


Figure No. 7
Shaping Guelph:
Official Plan
Amendment 80
Schedule 1a: Urban
Structure

Growth Plan Elements

Major Transit Station

Major Transit Station Area

Strategic Growth Areas

Urban Growth Centre
(Downlown Guelph)

Built-Up Area

Greenfield Area

Settlement Area Boundary /
Corporate Boundary

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SCALE:

DRAWN: LC

FILE:

1: 20,000

1056G

PLANNING
URBAN DESIGN
& LANDSCAPE
ARCHITECTURE
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**601 Scottsdale Drive** City of Guelph

Section 4.4.5.3 states that the City may require a Phase I or Phase II Environmental Site Assessment to determine if the property subject to a development application is contaminated from previous or adjacent land uses. As noted earlier, a Record of Site Condition was previously filed for the subject lands, which permits residential development.

#### Section 5.0 – Movement of People and Goods

The Official Plan includes policies to promote public transit and increase the proportion of non-auto oriented trips within the City. To do so, Transportation Demand Management and a more compact urban form that promotes active transportation are encouraged. Scottsdale Drive is identified as a *Collector Road* and Stone Road is identified as an *Arterial Road* on Schedule 5 to the Official Plan (please see **Figure 8**).

As discussed earlier, the subject lands have been comprehensively planned to coordinate the movement of pedestrians, cyclists and vehicles into, through and around the site, with emphasis on the movement of pedestrians to nearby transit and commercial amenities.

The Official Plan contemplates reduced parking for sites along *Intensification Corridors* (5.11.6). The proposed parking supply is addressed in Sections 4.4 and 4.5 of this Report and within the Transportation Impact and Parking Study prepared by Paradigm Transportation Solutions (dated September 2023).

#### Section 6.0 – Municipal Services Infrastructure

The Official Plan requires that new development occur on full municipal services. In accordance with Section 6.4.3, development requires a detailed Stormwater Management and Engineering Report that addresses matters including the design of the stormwater management facility, impacts on quality and quantity of groundwater, and demonstrate that post-development stormwater flows will match predevelopment stormwater flows, while also encouraging Low Impact Development.

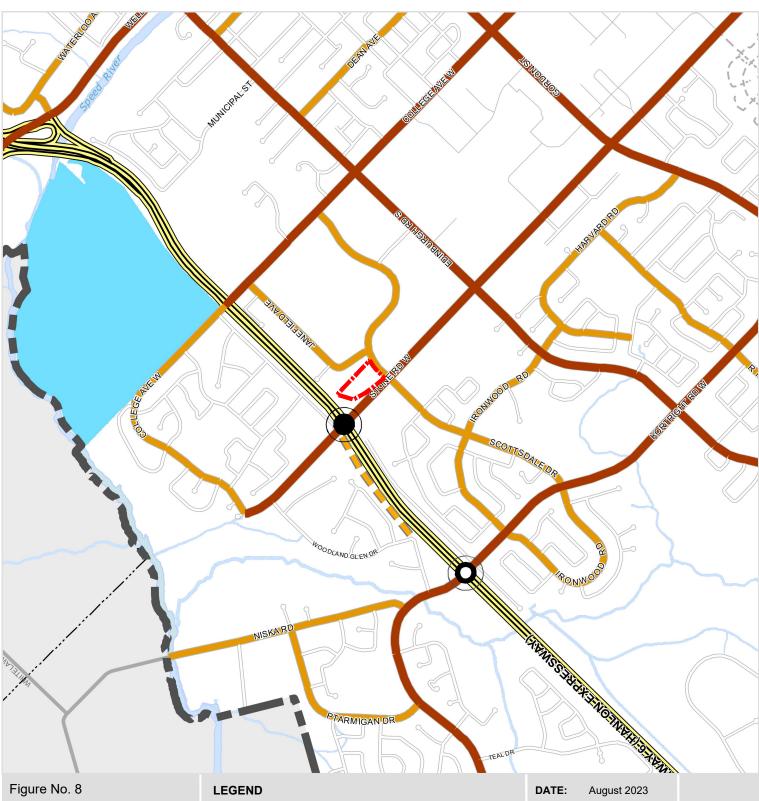
A Stormwater Management and Functional Servicing Report was prepared by MTE (dated September 22, 2023) that demonstrates that the proposed development will occur on full municipal services and that it can be accommodated with existing municipal infrastructure and through appropriate on-site stormwater management.

#### Section 8.0 – Urban Design

Section 8 of the City of Guelph Official Plan contains policy direction regarding urban design, including specific built form direction for different building scales. These policies are addressed in detail in the accompanying Urban Design Brief.

#### Section 9.0 - Land Use

As noted earlier, the subject lands are designated *Mixed-Use Corridor 1* (**Figure 9**) which permits medium and high-density residential buildings, hotels, institutional uses, and cultural and education uses, among others. In accordance with Subsection 9.4.4.12, lands that are located within both a *Mixed*-



Shaping Guelph:
Official Plan
Amendment 80
Schedule 5: Road &
Rail Network

**601 Scottsdale Drive** City of Guelph



Railway Grade Separation

Full Interchange

Partial Interchange
 Proposed Road Closure

Shaping Guelph: Official Plan Amendment 80 - July 11, 2022

**SCALE:** 1: 20,0000

**FILE**: 1056G

DRAWN: LC

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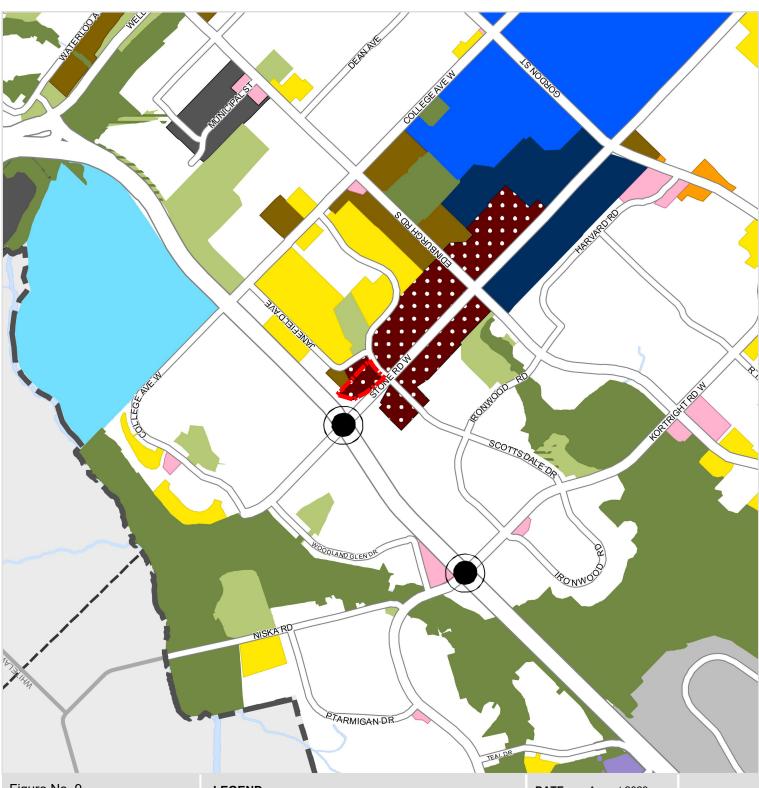


Figure No. 9
Shaping Guelph:
Official Plan
Amendment 80
Schedule 2: Land
Use Plan

#### **601 Scottsdale Drive** City of Guelph

#### LEGEND



DATE: August 2023

**SCALE:** 1: 20,0000

**FILE**: 1056G

DRAWN: LC

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Shaping Guelph: Official Plan Amendment 80 - July 11, 2022

*Use Corridor* and a *Strategic Growth Area* are permitted a maximum height of 14 storeys and a maximum density of 250 units per hectare.

Section 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 (Subsections (1) through (11), as detailed in the table below:

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 residential use is compatible with the surrounding uses, which include a broad mix of commercial uses, residential uses and institutional uses.
	The lands abut streets on three sides, with a single shared property line that interfaces with adjacent development. In this regard, consideration has been given to the location of the new 7 storey buildings along the north side of the subject lands. Lands to the north are developed with and/or planned for an existing spiritual (institutional) use and an approved residential development, with heights of 8-10 storeys.
	The proposed building is set back +/- 13.5 metres from the north property line providing an appropriate separation from the spiritual use to the north on Torch Lane.
	Additionally, the approved heights for the development of the lands on Janefield Avenue are greater than the proposed height for Phase 2, making the proposed development contextually appropriate in the immediate vicinity.
(2) Proposals for residential lot infill will be compatible with the general frontage of lots in the immediate vicinity.	The lands have substantial frontage on Scottsdale Drive and no changes to the frontage are proposed.

Policy	Response
(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 located in an area with a broad range of commercial uses servicing day-to-day and week-to-week needs, including the Regional serving Stone Road Mall. As discussed earlier, parks and active transportation networks are located in proximity, while public transit is readily available with multiple routes within walking distance.
(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 Paradigm Transportation Solutions assessed the development in the context of the surrounding road network and concluded the existing roads and intersections can accommodate the planned development.
(5) Vehicular access, parking and circulation can be adequately provided and impacts mitigated.	As discussed earlier, vehicular accesses to the site from Scottsdale Drive are being consolidated into a single access on the north portion of the site, to align with the entrance to Stone Road Mall, consistent with staff requirements. Circulation within the site has been designed and assessed, to ensure that large vehicles, including emergency vehicles and garbage trucks can safely move around the site and access the buildings in Phase 1 and 2.
(6) That adequate municipal infrastructure, services and amenity areas for residents can be provided.	MTE 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 proposed development will efficiently use portions of the site that currently contain surface parking, with buildings, amenities and landscaping replacing these areas. The majority of new parking spaces proposed for Phase 2 are

Policy	Response	
	located within a structure, to minimize the introduction of new surface parking spaces.	
	As discussed earlier, the existing two driveways into the site from Scottsdale Drive will be consolidated into a single access, in the City's preferred location.	
(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 site has been considered with an emphasis on providing connections to Scottsdale Drive and the multi-use pathway within the road allowance.	
(9) Impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas and microclimatic conditions, such as wind and shadowing.	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.	
and showing.	A Shadow Impact Analysis was completed, which determined that there will be limited impacts on adjacent properties.	
	A Pedestrian Level Wind Study was also prepared in support of the development. The Study concludes that the grade level areas are predicted to have acceptable wind levels for pedestrian use throughout the year and that mitigation can be employed depending on programming. Mitigation measures can be considered through the site plan approval process.	

Policy	Response		
(10) The development addresses public safety, identified public views and accessibility to open space, parks, trails and the Natural Heritage System, where applicable.	The subject lands are a large lot, with the frontage along Stone Road physically separated from the sidewalk by lands owned by MTO.  The development of Phase 2 has emphasized public safety within the site, with the focus on active areas around the building and clear pedestrian routes throughout the site to encourage movement between Phases 1 and 2 and out to Scottsdale Drive.		
(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 not identified as a submission requirement.		

The proposed land use is permitted in the *Mixed-Use Corridor 1* designation and is already established on the site. An Official Plan Amendment is proposed to establish a site-specific policy to permit an increase in density to 300 units per hectare to permit a minor increase in the overall project's density.

#### 4.5 Proposed Official Plan Amendment

As discussed earlier, the Official Plan permits a maximum height of 14 storeys and a maximum density of 250 units per hectare on the subject lands. The Official Plan does not distinguish between the size of the units – i.e. there are no limits on larger 2 or 3 bedroom units.

The subject lands contain 164 existing units, which provide housing for students in different suite styles, generally with one or two bedrooms. The proposed Phase 2 development will add 489 units/suites, resulting in a total of 653 units/suites on the site. The new units in Phase 2 consist of 392 studio units and 98 two-bedroom units. Combined with Phase 1, the site is proposed to include:

- 542 studio units: and
- 111 two-bedroom units.

The resulting overall density for the subject lands is 294 units per hectare, which exceeds the maximum permitted in the Official Plan. An Official Plan Amendment is proposed that would increase the maximum permitted density from 250 units per hectare to 300 units per hectare.

As noted earlier, the Official Plan does not distinguish between the size or type of units and at a density of 250 units per hectare, permits up to 556 units on the subject lands. The proposed development

includes housing geared to students, which are generally smaller in nature, fully furnished and which represent a less intense form of housing when compared with an apartment building that contains larger 2 and 3 bedroom units (which in turn could have more people living in them). Notwithstanding this distinction, housing is in high demand within the City and there is a demonstrated need to provide more housing in Ontario. Housing for students is an underserved component on the housing spectrum.

The minor increase in density facilitates the development of an additional 98 residential units for students. The additional density will help alleviate the significant shortage of housing geared towards students, which has put pressure on adjacent neighbourhoods that were not planned to be occupied by students. Increasing the supply of student housing will inherently increase housing supply in the City by freeing up housing supply in neighbourhoods near the University for non-students.

As discussed earlier, the lands are located within the *Stone Road Strategic Growth Area*, which is one of the key areas within the City planned for intensification. The supporting technical studies have demonstrated that the minor increase in density can be accommodated without impacting municipal infrastructure, including Scottsdale Drive or Stone Road. Finally, the design of the site has considered the site context and the proposed mid-rise buildings are compatible with the adjacent institutional and multi-unit residential land uses.

In conclusion, the Official Plan Amendment conforms with the general intent of the Official Plan and represents good planning as:

- The increase in density is minimized as the majority of "units" will be small one bedroom suites planned for individuals, which has a lower intensity (persons per unit) than a typical "dwelling unit";
- The increase in density will provide additional rental units geared to students, alleviating
  pressure on the rental market at large, and particularly within neighbourhoods close to the
  University;
- The proposed development represents the intensification of underutilized lands within a *Strategic Growth Area*, a key area planned for growth within the City;
- Residential use in the form of multiple unit residential buildings is permitted within the *Mixed-Use Corridor 1* designation;
- The proposed mid-rise development is within the maximum permitted height of 14 storeys;
- The built form is compatible with and considers the surrounding land uses;
- The proposed development supports active and public transportation and proposes the incorporation of Transportation Demand Management;
- Stormwater will be appropriately managed;
- Adequate municipal services are available to service the proposed development; and,

• Appropriate technical studies have confirmed the subject lands' suitability for the proposed development.

#### 4.6 City of Guelph Zoning By-law

The City of Guelph approved a new Comprehensive Zoning By-law (2023-20790), which repealed and replaced By-law 1995-14864. Although By-law 2023-20790 has been appealed and is not yet in force and effect, this Report evaluates both By-laws and provides justification for site specific regulations for each, as applicable.

#### Zoning By-law (1995)-14864

The subject lands are zoned *Special Service Commercial (SC.1-40)* in Zoning By-law (1995)-14864 (the "1995 Zoning By-law") (**Figure 10**). A previous Zoning By-law Amendment approved by Council in 2022 (OZS21-012) amended the site-specific zone *SC.1-40* to permit 'Apartment Buildings' and 'Residential Suites' on the subject lands, with 'Residential Suites' being defined as "... a building containing 5 or more suites that are used to provide living accommodation where access to each suite is obtained through a common entrance or entrances from the street level and subsequently through a common hall or halls. Each suite shall contain bathroom facilities but does not have exclusive use of a kitchen." This definition captured housing geared to students, which was proposed for Phase 1. Since the By-law was approved, Phase 1 of the development has been completed and the existing building on the site is fully occupied.

In addition to the site-specific regulations regarding 'residential suites', the lands are subject to the following site-specific provisions:

- a maximum density of 150 units per hectare (the maximum density in the Official Plan at that time),
- a parking rate of 1 space per unit + 0.1 visitor spaces per unit, and
- a minimum common amenity area of 1,300 square metres.

#### Zoning By-law 2023-20790

The subject lands are zoned *Mixed Use Corridor (MUC-2(PA)(H12))* in Zoning By-law (2023)-20790 (see **Figure 11**). The MUC-2 zone carries forward some of the site-specific provisions in By-law (1995-14864), including the maximum density of 150 units per hectare.

The H12 holding provision, which is applied broadly to many properties in the area, requires confirmation of adequate municipal services to support the proposed development. The 'PA' refers to a parking adjustment to reduce parking within *Intensification Corridors* and *Mixed-use Nodes*.

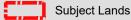
The 2023 Zoning By-law does not implement OPA 80, including policies for height and density. Furthermore, the required parking in the 2023 Zoning By-law was increased as compared to the approved site-specific rate approved by Council in 2022 for the subject lands.



Figure No. 10

**City of Guelph Zoning By-law** (1995)-14864 Schedule A

#### **LEGEND**



СС Community Shopping Centre Zone

1.1 Institutional Zone

NC Neighbourhood Shopping Centre Zone

P.2 Neighbourhood Park Zone P.3 Community Park Zone

R.1 Residential Single Detached R.1A Zone

R.3 Residential Townhouse Zone R.4 Residential Apartment Zone

RC Regional Shopping Centre Zone SC Service Commercial Zone

UR Urban Reserve Zone DATE: September 2023

SCALE: 1:5,000

FILE: 1056G

DRAWN: LC

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601 Scottsdale Drive City of Guelph



Figure No. 11

City of Guelph Zoning By-law (2023)-20790 Schedule A

#### LEGEND



Subject Lands

CP	Community Park Zone
MUC	Mixed-Use Corridor Zone
NI	Neighbourhood Institutional Zone
NP	Neighbourhood Park Zone
RH.7	High Density Residential 7 Zone
RL.1	Low Density Residential 1 Zone
RL.2	Low Density Residential 2 Zone
RL.4	Low Density Residential 4 Zone
RM.6	Medium Density Residential 6 Zone
UR.1	Urban Reserve 1 Zone
UR.2	Urban Reserve 2 Zone

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August 2023

1: 5,000

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DATE:

SCALE:

DRAWN: LC

FILE:

**601 Scottsdale Drive** City of Guelph

City of Guelph Zoning Bylaw (2023)-20790 - April 18, 2023

The following table evaluates the proposed development (the combined Phase 1 and 2) with the Zoning regulations for both the 1995 and 2023 Zoning By-laws. Where an amendment to the By-law is required, the regulation has been bolded.

Provision	SC.1-40 Zone (1995-14864)	MUC-2(PA) Zone	Proposed	Compliance
Permitted Uses	'Apartment Building'	'Apartment Building'	'Apartment Building'	<b>√</b>
	'Residential Suites'	'Residential Suites'	'Residential Suites'	
Minimum Lot Area	N/A	7,500 m <sup>2</sup>	2.2 ha	<b>√</b>
Minimum Lot Frontage	30 m	50 m	122 m	<b>√</b>
Maximum Density	150 UPH	150 UPH	300 UPH	Amendment Required – both by-laws
Front Yard	6 m	3 – 13 m	24 m	<b>√</b>
Minimum Interior Side Yard	6 m or ½ building height, whichever is greater = 14.5 m	3 m	13.8 m	Amendment Required – 1995 By-law
Minimum Exterior Side Yard	6 m	3 – 13 m	16.27 m	<b>√</b>
Minimum Rear Yard	½ building height but not less than 6 m = 14.5 m	7.5 m	N/A, lot has three street frontages and an interior side yard. Setback to	Not applicable – the subject lands do not have a rear yard

Provision	SC.1-40 Zone (1995-14864)	MUC-2(PA) Zone	Proposed	Compliance
			Highway 6 is 15.4 m	
Maximum Building Height	8 storeys	8 storeys	7 storeys 29 metres	<b>√</b>
Minimum First Storey Height	N/A	4.5 m	6.5 m	<b>√</b>
First Storey Transparency	N/A	40% of the surface area of the first storey of a building up to 4.5 m from the ground when the building is within 15 m of an arterial or collector road	Not applicable. Building is not located within 15 m of an arterial road	N/A
Angular Plane	N/A	45 degrees from interior and rear lot lines when adjacent to an institutional or medium density zone, measured 10.5 m above the average elevation of the grade at the required setback from the property line	58 degrees	Amendment Required – 2023 By-law

Provision	SC.1-40 Zone (1995-14864)	MUC-2(PA) Zone	Proposed	Compliance
Maximum Building Length	N/A	75 m for buildings within 15 m of a street	Not applicable, building is not located within 15 m of a street	N/A
Minimum Distance Between Buildings	N/A	½ building height to a maximum of 15 m and a minimum of 5 m	15.3 m	<b>√</b>
Minimum Common Amenity Area	1,300 m <sup>2</sup>	1,300 m <sup>2</sup>	Greater than 1,300 m <sup>2</sup>	<b>√</b>
Minimum Common Amenity Area Location	N/A	Aggregated into areas not less than 50 m2 with length not exceeding 4x the width	Greater than 1,300 m <sup>2</sup>	<b>\</b>
Minimum Landscaped Open Space	10% of lot area	20% of lot area	Lot Area: 22,226 m <sup>2</sup> Landscape Open Space: 6,900 m <sup>2</sup> Percent: 31%	✓
Parking	1 / unit + 0.1 / unit visitor = 653 x 1.1 = 720 parking stalls	Apartment Building  First 20 units = 1.5 spaces / unit 21+ units: 1.25 spaces / unit	0.29 spaces per unit = 191	Amendment Required – both By-laws

Provision	SC.1-40 Zone (1995-14864)	MUC-2(PA) Zone	Proposed	Compliance
		20% for visitors = 20 x 1.5 + 634 x 1.25 = 823 parking stalls		
Accessible Parking	2	1 + 3% of total spaces, equal number of Type A and Type B = 1 + (197*0.03) = 7 spaces	7 spaces	
Parking Space Size	2.75 m x 5.5 m*	2.75 m x 5.5 m (standard) 3.4 m x 5.5 m (Type A accessible) 2.4 x 5.5 m (Type B accessible)	2.75 m x 5.5 m (standard) 3.4 m x 5.5 m (Type A accessible) 2.4 x 5.5 m (Type B accessible)	
Parking Aisle Width	N/A	The minimum width of a parking aisle providing two way access shall be 6.5 metres	6.5 m single- loaded aisle 7.0 m double- loaded aisle	✓
Electric Vehicle Parking	N/A	20% of required parking to have electric vehicle charging	5 supplied, 20 designed	Amendment Required – 2023 By-law

Provision	SC.1-40 Zone (1995-14864)	MUC-2(PA) Zone	Proposed	Compliance
		stations, with 80% designed to accommodate EV parking in the future		
		= 197*.2		
		= 40 required to have minimum Level 2 chargers		
Bicycle Parking	N/A	.1 per unit	0.29 per unit	Amendment
		(short term)	= 191	Required – 2023 By-law
		=653*.1		_,
		= 66		
		1 per unit		
		(long term) = 653		
Buffer Strip	1.5 m	A 3 m buffer strip is required adjacent to interior side and rear lot lines	South: 3 m  North: 1.5 m to match existing	Amendment Required – 2023 By-law
		3 m buffer strip is required around the perimeter of		

Provision	SC.1-40 Zone (1995-14864)	MUC-2(PA) Zone	Proposed	Compliance
		surface parking		
		lots		
Active Entrance	N/A	1 active	Not applicable,	N/A
		entrance for	building is not	
		every 30 m of	located within	
		street line when	15 m of a street	
		the building is		
		within 15 m of		
		an arterial or		
		collector road		

To summarize, the following amendments to the <u>1995 Zoning By-law</u> are required to permit the combined development (Phases 1 and 2):

- Increase the maximum permitted density from 150 to 300 units per hectare;
- Reduce the minimum required interior side yard from 14.5 to 13.8 metres; and,
- Permit a reduction in the minimum required parking from 1.1 spaces per unit to 0.25 spaces per bedroom, inclusive of visitor parking.

And also to summarize, the following amendments to the <u>2023 Zoning By-law</u> are required to permit the combined development (Phases 1 and 2):

- Remove the H12 holding provision from the subject lands;
- Increase the maximum permitted density from 150 to 300 units per hectare;
- Permit an increased angular plane from 45 to 58 degrees for a small portion of the lands that abut the institutional use along the northerly lot line;
- Permit a reduction in the minimum required landscaped buffer strip from 3.0 to 1.5 metres along the north property line (to match existing);
- Permit a reduction in the minimum required parking from 1.1 spaces per unit to 0.25 spaces per bedroom, inclusive of visitor parking;
- Permit a reduction in electric vehicle parking spaces to 5 spaces;
- Permit a reduction in designed electric vehicle parking spaces to 20 spaces; and,

• Permit a reduced bicycle parking rate of 0.25 spaces per bedroom.

While it is noted that the 2023 Zoning By-law is under appeal and not in force at the time of the preparation of this Report, the following provides a rationale for the requested site-specific provisions for the 1995 Zoning By-law, 2023 Zoning By-law, or where applicable, both.

#### **Density (both Zoning By-laws)**

Consideration and justification for the minor increase in density was discussed earlier in this Report. We also note that the 2023 Zoning By-law, although approved after OPA 80 was adopted by Council, it does not implement many of the policies, including maximum height and density.

#### Interior Side Yard (1995 Zoning By-law only)

The interior side yard provision requires a setback equal to half the building height, which in this case is 14.5 metres due to the building height of 29 metres (based on average grade). The provided interior side yard setback is 13.8 metres, requiring a minor reduction of 0.7 metres. The minor reduction in the setback will have a negligible impact on the two adjacent properties. Landscaping is proposed along the shared property line, and the existing and proposed buildings on the adjacent lands are situated a significant distance from the shared property line, creating ample physical separation.

#### Angular Plane (2023 Zoning By-law)

The MUC zone requires an angular plane of 45 degrees where the lands are adjacent to an Institutional Zone. As a portion of the subject lands abut the Prior Park Baptist Church, this regulation applies where the two lots abut one another. From the mutual property line with the church the angular plane is 58 degrees measured from 10.5 metres above the average elevation of the grade at the required setback from the property line.

The mutual property line with the church is at the lowest elevation on the subject lands, and the measurement for the 10.5 metres above was taken over the mutual property line (i.e., not over the entire northern property line). As such the angular plane calculation appears to be numerically large, however the proposed 7-storey building is unlikely to have a significant visual impact on the church.

The area of the church that abuts the subject lands is landscaped with the inclusion of community gardens. These gardens will be free of shadows from the proposed development after 9 a.m. during spring and summer days, preserving the growing season, and the church building, which is located much further to the north, will not be impacted by shadows at any time or season.

As a result, in our opinion, the site-specific angular plane will not impact the continued use of the lands for spiritual uses.

#### Landscape Buffer Strip (2023 Zoning By-law)

The MUC zone requires a 3 metre wide buffer strip adjacent to interior side and rear lot lines. In this case, the 3 metre strip is required along the northerly lot line. As discussed earlier, the easterly portion

of the subject lands is already developed, and the surface parking located on site has existed for many years, formerly as part of the hotel development. This portion of the site is only planned for minor adjustments as part of the Phase 2 development – the existing surface parking along the northerly lot line will largely remain. The existing buffer strip between the surface parking and northerly lot line is approximately 1.4-1.5 metres in width.

The width of this buffer strip is intended to be extended westerly as part of Phase 2 for consistency and to allow for the retention of the surface parking along the north side of the site. The width of the buffer does vary, and in some areas of the new development, it is wider, allowing for the potential of additional landscaping, including trees. Notwithstanding the reduction, landscaping will still be accommodated within the buffer, and fencing can also be considered to minimize any visual impacts of cars using the driveway or parking in the surface parking spaces.

The requested reduction from 3.0 m to 1.4 m largely reflects the existing condition and with appropriate consideration of more detailed landscaping through the future site plan application, impacts on adjacent properties, if any, can be mitigated.

#### Parking (both Zoning By-laws)

Parking is proposed to be provided at a rate of 0.29 spaces per unit, equating to 191 spaces. In support of the proposed reduction in the minimum supply of parking, Paradigm Transportation Solutions prepared a Parking Study. The Study concluded that:

- The Zoning By-Law (1995) requires that lodging houses (which are more similar to off-campus student housing than a traditional apartment dwelling unit) provide a total parking supply equivalent to one third of the total unit count, which for the subject lands would result in 219 required parking spaces for the entire development;
- The City of Waterloo, which contains both the University of Waterloo and Wilfrid Laurier University, requires parking within the neighbourhood closest to both universities (the 'Northdale' neighbourhood) at a rate of 0.25 spaces per bedroom, including visitor parking;
- The results of the survey of the existing fully occupied Phase 1 building indicates a parking demand of 0.18 spaces per unit/suite;
- The estimated demand for parking for the combined development is between 118 spaces and 219 spaces;
- With recommended Transportation Demand Management measures, the proposed supply of parking (191) spaces is appropriate for the subject lands.

In consideration of the Study prepared by Paradigm and in particular, the existing low demand for parking in the Phase 1 building, the proposed parking rate of 0.29 spaces per unit appropriately balances demand, while encouraging the multiple alternative options for travelling around the City and to the University.

#### Electric Vehicle Parking (2023 Zoning By-law)

The 2023 Zoning By-law introduced electric vehicle parking requirements, which were not previously required. More specifically, the By-law requires that 20% of parking spaces have electric vehicle charging stations and that the remaining spaces be designed to accommodate electric vehicle charging stations in the future.

For the development of Phase 2, this would require 30 electric vehicle charging stations (based on 147 required parking spaces for Phase 2). For the combined Phase 1 and 2 developments, 40 charging stations would be required. The balance of the parking spaces, including the existing surface parking spaces, would need to be designed or redesigned to accommodate the future installation of EV chargers.

The proposed development includes 5 parking spaces with EV chargers, with an additional 20 spaces designed to accommodate future charging stations. This equates to 25 of 191 spaces. It is important to note that electric vehicles do not need to be charged every day. Depending on the travel distances, they may only need to be charged once per week, or less. As the development is planned for student housing, the majority of trips taken will be within the community, particularly to and from the university and other community destinations, such as the Downtown. Those who may own an electric vehicle in the future will be able to charge their vehicles, as necessary, at one of the available stations on site. Should demand exceed the 5 provided charges, there would be opportunities to install additional chargers on the other 20 spaces that would be designed to accommodate the installation of a charger. In this regard, the development can adapt to increasing demand for EV chargers, should that demand arise, and through the property management company, incorporate appropriate rules and regulations regarding the use of the stations to ensure an equitable distribution of time to those with electric vehicles.

#### Bicycle Parking (2023 Zoning By-law)

The 2023 Zoning By-law introduced a new requirement for bicycle parking of 1.1 spaces per unit, which for the subject lands (combined Phases 1 and 2) would require over 700 bicycle parking spaces. The provision of 700 bicycle parking spaces would require substantial space within the Phase 2 building, as there is no additional space within the Phase 1 building. The Phase 2 development includes 128 secure indoor bicycle parking spaces within the parking structure, together with a bicycle repair station. Combined with the 23 spaces provided in Phase 1, there are 151 secure bicycle parking spaces and an additional 40 spaces outside of either building (or 191 spaces in total). This represents 0.29 spaces per unit – with ample space for visitors to the site arriving by bicycle.

As discussed earlier and within the Parking Study, the lands are situated within a walkable area, with multiple day-to-day and week-to-week services in close proximity. Furthermore, multiple transit routes are accessible, and the students will all have transit passes. It is acknowledged that cycling represents another alternative form of transportation and the proposed supply of 191 spaces appropriately recognizes this alternative.

#### Holding Provision (2023 Zoning By-law)

The 2023 Zoning By-law applies a Holding provision broadly within the area, including for the subject lands. The Holding provision requires the confirmation of municipal services to support the proposed development. In this regard, MTE has evaluated the existing services in the Functional Servicing and Stormwater Management Report and has concluded that no upgrades to the municipal infrastructure are required. In this regard, it is our professional opinion that the requirements of the H12 provision have been satisfied and the Holding provision should be lifted from the subject lands.

In summary, in our opinion, the requested site-specific amendments to the 1995 and 2023 Zoning Bylaws represent good planning and are appropriate for the subject lands.

# 5.0 CITY OF GUELPH AFFORDABLE HOUSING STRATEGY

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

As staff and Council are aware, there is a significant shortage of housing geared to students within Guelph. This shortage has created cascading impacts on the overall supply of rental and ownership housing in the community, by pushing up the rent/cost of units that would otherwise be available to families and non-student households. It has also had an impact on neighbourhoods near the University, by increasing the demand for housing in those neighbourhoods, resulting in more students within established residential neighbourhoods and less housing available to the broader community. This is all occurring within the broader context of a general housing crisis, as identified by the province and acknowledged by the City. The result is long line ups for any available housing, increasing rents and students struggling to find accommodation so they can attend University in the community.

Phase 1 opened in 2022 and accommodates 177 students in a building designed for students, with a broad array of amenities within the building and the availability of nearby transit and shopping. While Phase 1 did not solve the crisis, it represents the type of housing geared to students that is needed to help meet the demand and balance the supply/demand equation for rental housing in the community. This was demonstrated through the immediate full occupation of the Phase 1 building once it was completed.

To further assist in meeting this demand, Phase 2 proposes the same land uses previously approved by Council through site-specific Zoning By-law 2022-20703 in a multi-unit, multi-building format to provide much needed housing geared to students. By responding directly to the demand for more student rental housing, this additional supply will contribute towards rental housing in the City, which will positively impact the supply of rental housing more broadly. In turn, by responding directly to the demand for purpose-built student accommodation, more rental units or ownership housing in other neighbourhoods near the University become available to the broader community.

Furthermore, the development proposes a reduced supply of vehicular parking. As Council is aware, the costs of owning, operating, insuring and parking a vehicle are substantial and contribute towards the overall affordability equation. By providing multiple units in both buildings that do not require a parking space (and the related expense) the project further responds to the affordability of housing.

# 6.0 COMMUNITY ENERGY

## **INITIATIVE**

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

Section 4.7 of the City's Official Plan provides policy direction with respect to the City' Community Energy Initiative, currently identified in the OP as Community Energy Plan. In this regard, the following items are being considered by Forum to meet the City of Guelph's Community Energy Initiative:

#### **Site Selection**

- Located on transit routes
- Adaptive reuse of an existing building (for Phase 1)
- Existing servicing available

#### **Site Design**

- Compact and optimized site design
- Comprehensive erosion and sediment control plan throughout the site
- New native tree and shrub plantings throughout the site, increasing tree canopy cover
- Drought resistant and salt tolerant landscaping wherever possible
- AODA compliant pedestrian sidewalks and walkways throughout the site including to the central amenity area
- Convenient direct access to existing public transit routes
- Proposed reduction in vehicular parking

#### **Building Design**

- Optimize / maximize energy efficiency and air tightness
- Account for embodied carbon for all new building / renovation materials, minimize/ optimize embodied carbon and offset remainder
- LED lighting
- Zonal thermostats
- Energy star appliances
- Auto light sensors in all common areas

- Leak detection system for water services
- Installation of water efficient fixtures and fittings
- High albedo roofing to reduce the urban heat island effect
- High albedo exterior paving to reduce urban heat island effect
- Low-VOC materials utilized in construction for improved indoor air quality

#### **Construction Methods**

Construction measures will be considered through the site plan approval process as the detailed building and site design are determined. Potential measures include reuse of onsite soils and the use of local trades and suppliers. A Sediment and Erosion Control Plan will be implemented during construction.

# 7.0 PUBLIC CONSULTATION

## **STRATEGY**

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

A Neighbourhood Information Meeting was not identified as a requirement by City staff during the Preapplication consultation process. Notwithstanding this exclusion, Forum is committed to conducting a Neighbourhood Information Meeting. As a result, the public consultation process is anticipated to follow the process as described below:

- A Neighbourhood Information Meeting, during which the proposed development will be introduced to the public for comment.
- Community Engagement Report provided to the City summarizing how community feedback was incorporated into the development proposal.
- A Statutory Public Meeting at which time all available information and public input will be received.
- Written responses to comments raised through the public consultation process will be provided to City Staff for their review and consideration in the preparation of a City Staff Report.
- Preparation of a City Staff Report, with the Report to be available to the public in advance of City Council's consideration of the applications.
- A Council Meeting, at which time the City Staff Report, all available information, and public input will be considered in Council's final decision.

The consultation strategy proposed will provide members of the public with opportunities to review, understand, and comment on the proposed Amendments. The consultation strategy will be coordinated with City Staff and the Ward Councillors and additional opportunities for consultation will be considered and may be warranted based on the input received.

# 8.0 SUPPORTING STUDIES

The following supporting documentation was identified as being required to deem the Official Plan and Zoning By-law Amendment applications complete and have been included as separate reports. Brief summaries are provided below.

#### 8.1 Phase 1 & 2 Environmental Site Assessment

Phase 1 and 2 Environmental Site Assessments ("ESA") were prepared for the subject lands by Watters Environmental Group Inc. as part of the Phase 1 development (both dated December 2021). A Record of Site Condition (#230662) was issued by the Ministry of Environment, Conservation and Parks on July 27, 2021, permitting residential uses on the subject lands.

#### 8.2 Geotechnical Investigation Report and Preliminary Hydrogeological Reports

MTE prepared a Geotechnical Investigation Report (dated September 22, 2023) and Preliminary Hydrogeological Investigation (dated September 22, 2023) to assess soil and groundwater conditions of the subject lands.

The Geotechnical Investigation included the advancement of 16 boreholes at depths ranging from 3.5 to 11.9 metres below ground surface. Three monitoring wells were installed. The boreholes revealed that the soils generally consist of gravelly sand to sandy silt, with groundwater at elevations between 316.9 and 318.9 meters above sea level. The Investigation determined that the site is suitable for the proposed development.

The Hydrogeological Assessment determined the groundwater flow is interpreted to be westerly and that dewatering is not anticipated to be required for the proposed development. Groundwater monitoring will continue through Site Plan Approval and will inform final design. In-situ infiltration testing will be completed in the future, and the monitoring wells will be decommissioned.

#### 8.3 Functional Servicing and Stormwater Management Report

MTE prepared a Functional Servicing and Stormwater Management Report (dated September 22, 2023) that evaluates servicing options for the proposed development.

In the existing condition, the subject lands drain from east to west with an elevation difference of approximately 9.8 metres between the east property line and the northwest corner of the lands. The proposed grading will respect the existing grades along the property line and around the Phase 1 development. When the driveway connection is realigned a portion of the parking lot in the vicinity will be regraded.

The subject lands are currently 59% impervious. Municipal watermains are located along Scottsdale Drive and Stone Road West and the subject lands are currently serviced via a 250mm diameter water service from Scottsdale Drive. An internal booster pump may be specified in the building to achieve appropriate flow and pressure on the upper floors. A new private hydrant will be located on the landscaped island within the drop off area near the entrance to Phase 2.

Sanitary sewers are currently located within an easement at the north property line. As the proposed building conflicts with the location of the existing sanitary service, the sanitary sewers will be decommissioned and removed, and the existing building will be connected to the relocated on-site sanitary network. The new 200mm diameter sanitary sewer will be installed to the north of the proposed building and both buildings will be serviced by a new 200mm diameter sanitary sewer.

A storm sewer is currently located within the same easement as the sanitary sewer and has similar conflicts with the proposed building. As a result the existing sewers, manholes, and catch basins will be decommissioned and removed. The runoff from common driveway and parking areas will be directed to an orifice in the northwest of the site prior to being treated by an OGS unit, before discharging into the municipal storm sewer. An underground storage tank will be provided in the northwest corner of the site, with sufficient storage provided for all storms up to and including the 100-year storm event. The soils are not conducive to infiltration.

The Report concludes that the proposed grading design will respect natural topography; existing municipal infrastructure for sanitary, storm, and water are available to service the site; and stormwater management criteria can be satisfied with on-site controls for water quality and quantity.

For additional details regarding site servicing, please refer to the full Report prepared by MTE.

#### 8.4 Transportation Impact Study and Parking Study

A Transportation Impact Study and Parking Study (dated September 2023) was prepared by Paradigm Transportation Solutions to assess existing traffic conditions, forecast traffic to five and ten years post-development, to recommend improvements to mitigate future traffic conditions, as required and to recommend an appropriate supply of vehicular parking. The Transportation Study concluded that:

- The Phase 2 development is forecast to generate 32 and 96 new trips during the AM and PM peak hours, respectively.
- The study area intersections are forecast to operate at acceptable levels of service similar to
  existing traffic conditions. The southbound left turn movement at the intersection of Stone
  Road West and Scottsdale Drive is forecast to have a queue length that surpasses its storage
  length
- The study area intersections are forecast to operate at acceptable levels of service similar to future background traffic conditions;

- At the intersection of Stone Road and Scottsdale Drive, the westbound left-turn queue is forecast to exceed the existing storage length by 16 metres under future conditions regardless of whether the subject development is built. The southbound left-turn lane is forecast to exceed the existing storage length by 6 metres under future traffic conditions, of which 3 metres are attributable to the subject development; and
- A northbound left-turn lane is forecast to be warranted at the site entrance on Scottdale Drive.

The Parking Study assessed current demand, required parking for other land uses in the City's Zoning By-law and the required parking to student housing in the City of Waterloo, and concluded that:

- The 1995 Zoning By-Law indicates that lodging houses (most similar to off-campus student housing) require a total parking supply equal to a third of the total unit count and one parking spot for the building (219 spaces for Phases 1 and 2);
- City of Waterloo Zoning By-Law 2018-050 indicates that apartments in the Northdale neighbourhood require a total of 0.25 parking spaces per bedroom including 0.20 resident spaces per bedroom and 0.05 visitor spaces per bedroom (191 spaces for Phases 1 and 2);
- The Phase 1 survey results show a peak demand of 0.18 spaces per unit (118 parking spaces for Phases 1 and 2);
- Given the results of the Northdale Neighbourhood and Phase 1 survey rates, the forecast parking demand for this site is between 118 and 219 residential spaces for Phases 1 and 2; and
- The site concept plan is able to support multiple TDM measures that can assist in mitigating the site's transportation and parking impacts on the adjacent road network, promote a strong and vibrant economy, and create a livable community that has a balanced transportation network.

For further details regarding transportation and parking, please see the full Study prepared by Paradigm.

#### 8.6 Noise and Vibration Impact Study

RWDI prepared a Noise and Vibration Impact Study (dated August 30, 2023) to assess potential impacts of noise from Highway 6 and Stone Road, as well as from surrounding uses, on the proposed development. The Study concluded that noise resulting road traffic on Stone Road and Hanlon Parkway requires the use of air conditioning and specific window glazing to meet Ministry guidelines. Additionally, there are slight exceedances of Ministry guidelines from the Phase 1 building related to rooftop mechanical systems, however these can be mitigated as the building is in the same ownership. These mitigation measures will be explored during detailed design.

The Study concludes that the proposed development is feasible from a noise perspective with the recommended mitigation measures.

#### 8.7 Pedestrian Wind Comfort Assessment

A Pedestrian Wind Comfort Assessment (dated September 22, 2023) was prepared by RWDI to evaluate the potential wind impact of the proposed development on the pedestrian realm. The Assessment utilized a 3D model, software, and wind data from the Region of Waterloo International Airport to model wind throughout the year in existing and proposed conditions.

The Assessment determined that the wind conditions in the existing scenario (i.e., just Phase 1) meets the wind safety criterion. For Phase 2, wind conditions at ground level including main entrances and sidewalks are expected to be appropriate for their intended use. Wind speeds for the outdoor amenity areas are predicted to be appropriate for passive use in the summer and may be higher than desired for passive use in the winter. The Assessment includes recommended mitigation measures to reduce wind speeds in the winter, which can be considered through the future site plan application.

#### 8.8 Arborist Report

An Arborist Report (dated September 25, 2023) was prepared by Ferris + Associates Inc. to assess the impacts of the proposed development on existing trees. The Report identifies 75 trees on the subject lands, of which 27 are proposed to be removed and 11 are proposed to be injured (37 preserved). The majority of removed trees are located west of the existing parking lot in the area of the site proposed to be developed. Additional trees to be removed are located near the realigned access onto Scottsdale Drive. Injured trees are located along the north and south property lines due to construction impacts.

In total, 17 trees qualify for compensation. At the required 3:1 replacement ratio, compensation for 51 trees is required. This will be considered in further detail through a future site plan application.

# 9.0 conclusion

This Report has assessed the planning merits of adding the Phase 2 development on the subject lands in the context of existing land use policies and regulations, including the Provincial Policy Statement, the Growth Plan, the City of Guelph Official Plan, and the City of Guelph Zoning By-laws (1995 and 2023). The analysis contained in this Report demonstrates that the requested amendments are in the public interest and represent good planning for the following reasons:

- The proposed development is consistent with the Provincial Policy Statement and conforms to the Growth Plan;
- The proposed development is consistent with the general intent of the City of Guelph Official Plan. The multi-unit residential and intensification development criteria have been addressed and the proposed development assists in achieving the City's intensification targets;
- The proposed development provides for the intensification and redevelopment of an underutilized site in a *Strategic Growth Area* on lands that are well located with respect to transportation and community amenities;
- The proposed development will provide housing for students attending the University of Guelph, assisting in meeting the significant demand for housing in the City and relieving rental pressures on the City at large;
- The proposed development can be adequately serviced through connections to existing infrastructure;
- The proposed development will have a negligible impact on future traffic conditions; and,
- The proposed development is well-designed and compatible with the surrounding context.

Based on these conclusions, it is our professional opinion that the applications for an Official Plan Amendment and Zoning By-law Amendment represents good planning and should be approved.

Respectfully submitted,

**MHBC** 

Trevor Hawkins, M.PL, MCIP, RPP

Partner

Jennifer Gaudet, BES, MCIP, RPP

Jenn Saude F

Senior Planner

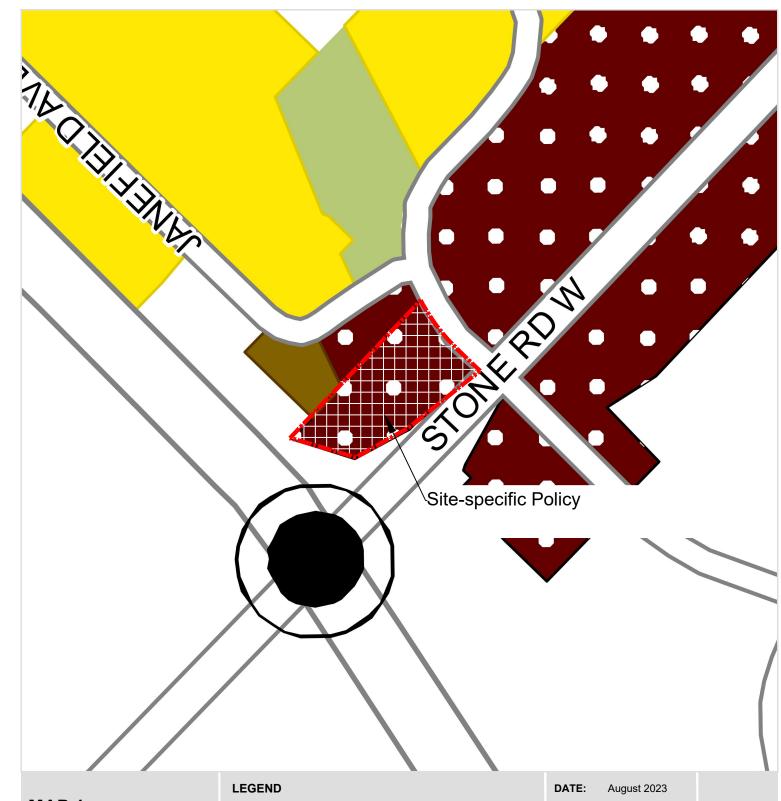
Trem Harkin

## **APPENDIX A**

### **Proposed Official Plan Amendment**

#### **Proposed Site-specific Policy:**

Notwithstanding Section 9.4.4.13, for the lands municipally addressed as 601 Scottsdale Drive, the maximum permitted net density for a multiple unit residential building shall be 300 units per hectare.



## MAP 1 Proposed Official Plan Amendment



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**SCALE:** 1: 20,0000

1056G

FILE:

DRAWN: LC

**601 Scottsdale Drive** City of Guelph

Shaping Guelph: Official Plan Amendment 80 - July 11, 2022

Subject Lands

## **APPENDIX B**

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

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

Notwithstanding anything to the contrary, the following site specific regulations shall apply for the lands municipally addressed as 601 Scottsdale Drive:

- The maximum permitted net residential density shall be 300 units per hectare;
- The minimum required interior side yard setback shall be 13.8 metres; and,
- The minimum required parking rate shall be 0.25 spaces per bedroom, inclusive of visitor parking.

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

Notwithstanding anything to the contrary, the following site specific regulations shall apply for the lands municipally addressed as 601 Scottsdale Drive:

- That the Holding provision (H12) be removed from the subject lands;
- The maximum permitted net residential density shall be 300 units per hectare;
- The minimum required angular plane shall be 58 degrees for the portion of the subject lands that abut lands with an Institutional Zone;
- The minimum required buffer strip shall be 1.4 metres along the interior side lot line;
- The minimum required parking rate shall be 0.25 spaces per bedroom, inclusive of visitor parking;
- That a minimum of 5 parking spaces shall be provided with a Level 2 electric vehicle charging station;
- That a minimum of 20 designed electric vehicle parking spaces shall be provided; and,
- That bicycle parking shall be provided at a rate 0.25 per bedroom.



Proposed Zoning By-law Amendment -Zoning By-law (1995)-14864



Subject Lands

UR

Proposed to be rezoned with site specific exceptions

CC Community Shopping Centre Zone

I.1 Institutional Zone

NC Neighbourhood Shopping Centre Zone

P.2 Neighbourhood Park ZoneP.3 Community Park Zone

R.1 Residential Single Detached R.1A Zone

R.3 Residential Townhouse Zone
 R.4 Residential Apartment Zone
 RC Regional Shopping Centre Zone
 SC Service Commercial Zone

Urban Reserve Zone

DRAWN: LC

1:5,000

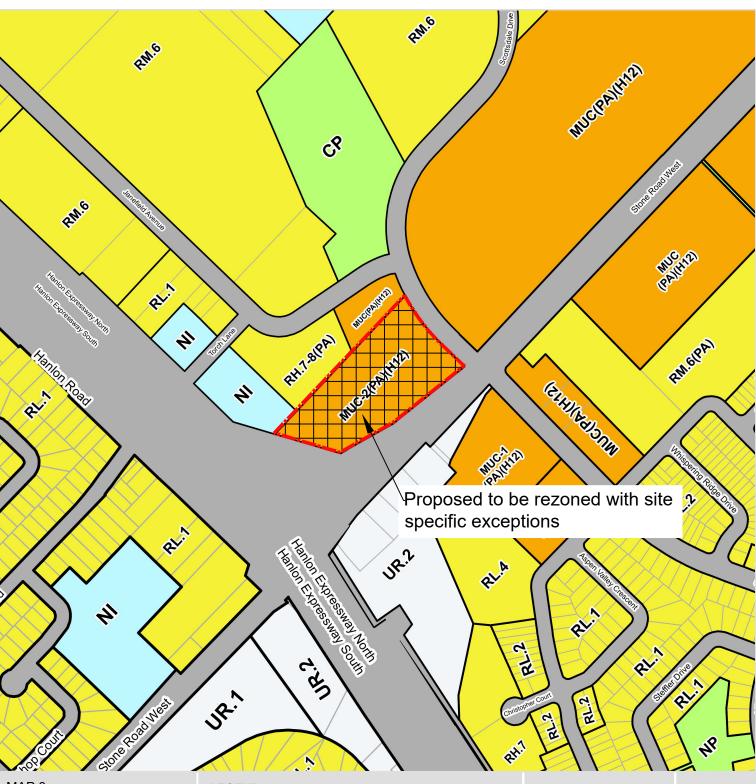
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SCALE:

FILE:



**601 Scottsdale Drive**City of Guelph



MAP 3

Proposed Zoning By-law Amendment -Zoning By-law (2023)-20790

#### LEGEND



Subject Lands



Proposed to be rezoned with site specific exceptions

CP	Community Park Zone
MUC	Mixed-Use Corridor Zone
NI	Neighbourhood Institutional Zone
NP	Neighbourhood Park Zone
RH.7	High Density Residential 7 Zone
RL.1	Low Density Residential 1 Zone

RL.1 Low Density Residential 1 Zone
RL.2 Low Density Residential 2 Zone
RL.4 Low Density Residential 4 Zone
RM.6 Medium Density Residential 6 Zone

UR.1 Urban Reserve 1 Zone UR.2 Urban Reserve 2 Zone

City of Guelph Zoning Bylaw (2023)-20790 - April 18, 2023

**DATE:** August 2023

**SCALE:** 1: 5,000

**FILE**: 1056G

DRAWN: LC

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#### 601 Scottsdale Drive

City of Guelph

