

# Planning Justification Report

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## 785 Gordon Street

2371633 Ontario Inc.

City of Guelph

Official Plan Amendment and Zoning By-law Amendment

March 2022

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**Prepared for:**

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# Table of Contents

1.	Introduction.....	1
1.1	Background .....	1
1.2	Supporting Studies .....	1
2.	Site Description .....	8
2.1	Site Location and Description .....	8
3.	Proposed Development .....	10
3.1	Proposed Development Details .....	10
4.	Planning Applications .....	12
4.1	Official Plan Amendment .....	12
4.2	Zoning By-law Amendment.....	12
5.	Planning Policy Framework .....	14
5.1	Provincial Policy Statement (2020) .....	14
5.2	Places to Grow Growth Plan for the Greater Golden Horseshoe (2019) .....	15
5.3	City of Guelph Official Plan (2017).....	18
5.4	Shaping Guelph, Growth Management Strategy.....	29
5.5	City of Guelph Zoning By-law (1995) - 14864 .....	29
6.	Planning Analysis .....	35
6.1	Provincial Policy Statement (2020) .....	35
6.2	Places to Grow Growth Plan for the Greater Golden Horseshoe (2019) .....	36
6.3	City of Guelph Official Plan (2017).....	37
6.5	City of Guelph Zoning By-law (1995) - 14864 .....	49
7.	Public Consultation Strategy.....	56

8.	Affordable Housing Study .....	56
8.1	Planning Rationale .....	57
8.2	Phasing and Site Context that Impact Affordability .....	60
8.3	Annual Rent Benchmark Prices .....	60
8.4	Anticipated Percentage of Units Below and Above Benchmark Prices.....	61
8.5	Number of Residential Units to be Retained and/or Removed .....	61
8.6	Unit Description .....	61
8.7	Marketing .....	62
8.8	Anticipated Tenure .....	62
8.9	Planning Applications .....	62
8.10	Pre-Consultation Comments.....	62
8.11	Conclusion .....	62
9.	Overview of Supporting Reports .....	62
9.1	Urban Design Brief .....	62
9.2	Shadow Study .....	63
9.3	Pedestrian Level Wind Impact Study .....	64
9.4	Transportation Impact and Parking Study .....	64
9.5	Sustainability Statement .....	67
9.6	Road Traffic and Stationary Noise Impact Study .....	68
9.7	Phase One Environmental Site Assessment .....	69
9.8	Functional Servicing and Stormwater Management Report .....	70
9.9	Geotechnical Investigation and Preliminary Hydrogeological Assessment Report ...	72
9.10	Commercial Function Assessment .....	73
10.	Conclusions.....	73
	Appendix A: Draft Official Plan Amendment.....	76
	Appendix B: Draft Zoning By-law Amendment .....	81

## Figures

Figure 1 – Site Location.....	3
Figure 2 – Site Plan.....	4
Figure 3 – Angular Plane Diagram.....	5
Figure 4 – Level 1 Floor Plan.....	6
Figure 5 – Transportation Network Plan.....	7
Figure 6 – Growth Plan Elements.....	27
Figure 7 – Existing Official Plan.....	28
Figure 8 – Existing Zoning.....	31
Figure 9 – Proposed Official Plan Designation.....	79
Figure 10 – Proposed Zoning By-law Designation.....	87

# 1. Introduction

## 1.1 Background

GSP Group has been retained by 2371633 Ontario Inc. (the “Owners”) to coordinate the preparation and submission of an Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) for the property municipally known as 785 Gordon Street in the City of Guelph (the “Subject Property / Site”). The Owners also own 716 Gordon Street located on the southeast corner of Stone Road East and Gordon Street, a block to the north of the Subject Property. A location plan is shown as Figure 1.

An OPA and ZBA is required to permit the Site to be redeveloped with a 10-storey mixed use building containing 389 post-secondary school residence units with 520 bedrooms, and 587 m<sup>2</sup> of convenience commercial uses on the main floor (the “Proposed Development” see Figures 2 to 4).

A Pre-Consultation Meeting was held with all City Departments and Agencies that will comment on the OPA and ZBA on November 24, 2021 to discuss the requirements for a complete application. Several supporting technical reports were identified for the OPA and ZBA to be deemed complete, including a Planning Justification Report. This Planning Justification Report should be read in conjunction with the other associated studies prepared in support of the OPA and ZBA.

The purpose of this Planning Justification Report is to provide:

- A description of the Site, its existing physical condition, and its context within the surrounding community;
- A description of the development concept;
- An outline of the OPA and ZBA;
- An overview of the relevant planning policies and regulations and an assessment of the consistency and conformity of the OPA and ZBA with Provincial and City policies, regulations and guidelines;
- A planning opinion and justification for the proposed applications;
- A Public Consultation Strategy;
- An Affordable Housing Study;
- A summary of the technical studies; and,
- A draft of the proposed OPA and ZBA policies.

## 1.2 Supporting Studies

The following studies were identified to be provided by the city and commenting agencies through the Pre-Consultation process and have been prepared in support of the OPA and ZBA:

- Urban Design Brief, prepared by GSP Group;
- Shadow Study, prepared by SRM Architects;
- Pedestrian Level Wind Impact Study, prepared by The Boundary Layer Wind Tunnel Laboratory (Western University);
- Transportation Impact and Parking Study, prepared by Salvini Consulting;
- Sustainability Statement, prepared by SRM Architects;
- Road Traffic and Stationary Noise Impact Study, prepared by JJ Acoustic Engineering;
- Phase One Environmental Site Assessment, prepared by MTE Consultants;
- Functional Servicing and Stormwater Management Report, prepared by MTE Consultants;
- Geotechnical Investigation and Preliminary Hydrogeological Assessment Report, prepared by Chung & Vander Doelen Engineering; and,
- Commercial Function Assessment, prepared by Ward Land Economics.

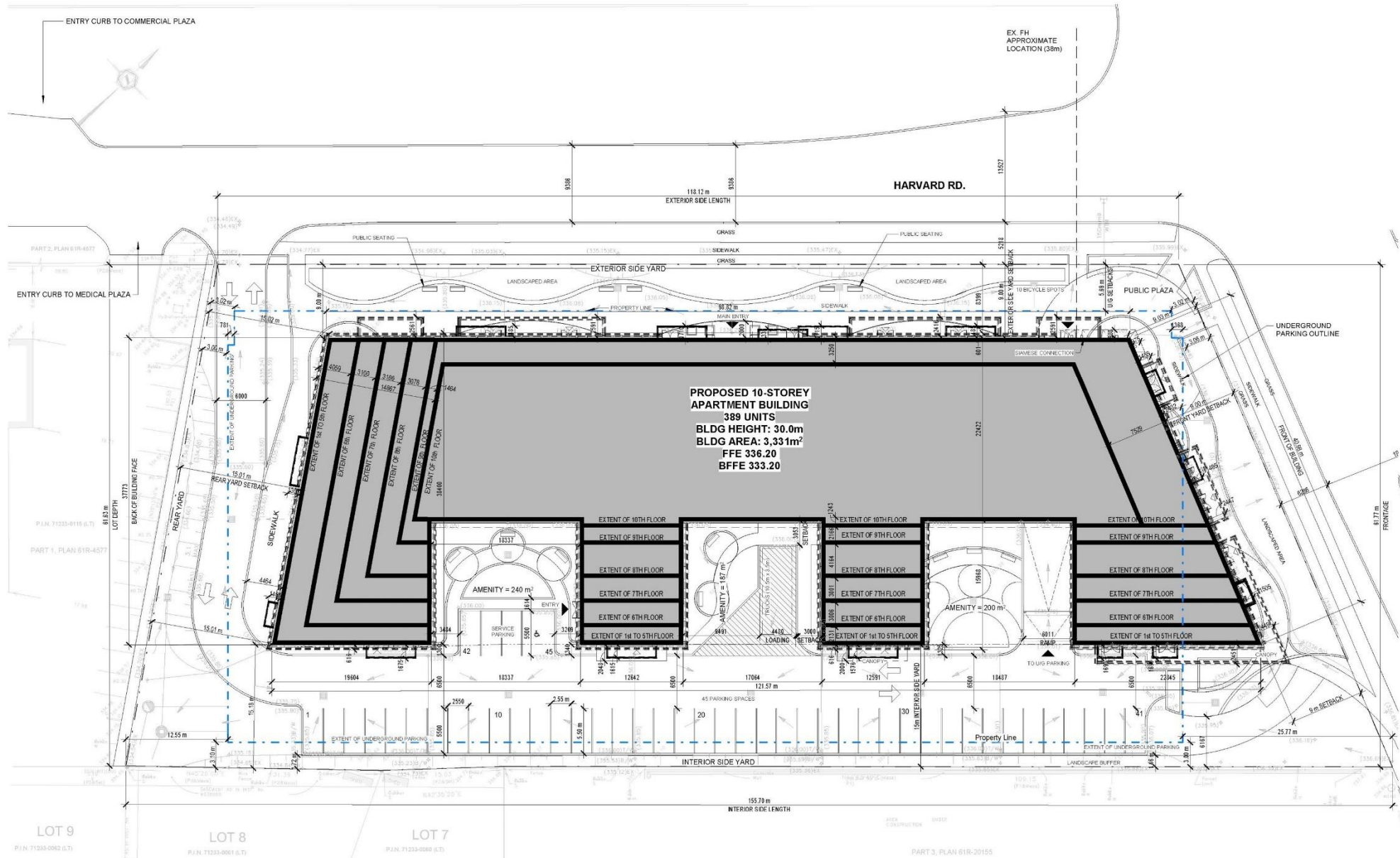




Site Location  
Source: City of Guelph Interactive Mapping (2021)

Figure  
**1**





SITE DATA		
785 Gordon Street, Guelph, Ontario		
DATA	REQUIRED	PROVIDED
ZONING	SC 1.11 (where requested change to R-4.8 Special)	
MIN LOT AREA (m²)	650m²	8452.3m²
MIN LOT FRONTAGE (m)	15.0m	61.77m
SETBACKS	FRONT YARD (meters)	6.0m, except as defined by section 4.24 15.0m
	INTERIOR SIDE YARD (m)	Greatest of 20% of Lot Depth OR 1/2 Bldg H, 7.5m min =12.3m or 15.0m
	EXTERIOR SIDE YARD (m)	6.0m
	REAR YARD (m)	1/2 Bldg H, 7.5m min =15.0m OR 20% of Depth @ midpoint =27.38m
UNDERGROUND PARKING (m)	3.0m	3.0 - 25.77m

BUILDING DATA		
DATA	REQUIRED	PROVIDED
TOTAL BEDS	---	520 beds
TOTAL NO OF UNITS	150unit @ 0.85ha = 127.5 units	389 units
BUILDING AREA (m²)	---	3,331m² / 35,845 SF
GROSS FLOOR AREA (m²)	---	28,877.44m² / 310,834.18 SF
FLOOR SPACE INDEX (FSI)	1.50	2.54
NUMBER OF STOREYS	10	10
BUFFER STRIP	Required when abutting windward Residential zone	Provided, at Front yard portion of Interior Side Yard
BUILDING HEIGHT (m)	varies, 45° angular plane from street	30.0m, 46° @Gordon St 30.0m, 52° @Harvard St
COMMERCIAL/RETAIL AREA (m²)	---	566.46 m² / 6213 SF
GARBAGE, REFUSE STORAGE AND COMPOSTERS	Within main Bldg, or any accessory building, in container located in a side or rear yard.	In Building. Private pick up
ACCESSORY BUILDING (m²)	70m² in rear yard, setback 5.6m from lot lines, 3.8m height	none provided

LANDSCAPING DATA		
DATA	REQUIRED	PROVIDED
OUTDOOR LANDSCAPED AREA	40% of lot min = 3,384.8 m²	37% (3,129.98 m²)
LOT AREA	SOFTSCAPE AREA	20% (1,695.98 m²)
	HARDSCAPE AREA	17% (1,433.95 m²)
PUBLIC AREA ("ANGL LANDSCAPING" NOT REQ.)	SOFTSCAPE AREA	9% (766.61m²)
	HARDSCAPE AREA	4% (334.18 m²)
PAVED PARKING & CURBS	---	24% (203.9 m²)
BUILDING AREA	---	39% (3,331 m²)
TOTAL (LOT AREA)	---	100% (8,462.2 m²)

AMENITY DATA		
DATA	REQUIRED	PROVIDED
BALCONIES	---	443.88 m² / 4,718 SF
TERRACES	---	1,427.31m² / 15,363SF
OUTDOOR LANDSCAPED AREAS	---	3,129.98 m² / 33,690 SF
INDOOR AMENITY AREA	---	712.84m² / 7,677 SF
TOTAL AMENITY AREA (m²)	30m²/unit (0-20) +20m²/unit (21+) MIN 50m²/area 389 units = 7,969m²	5,713.79 m² / 61,502SF
**Not in Front & Exterior Side Yard		

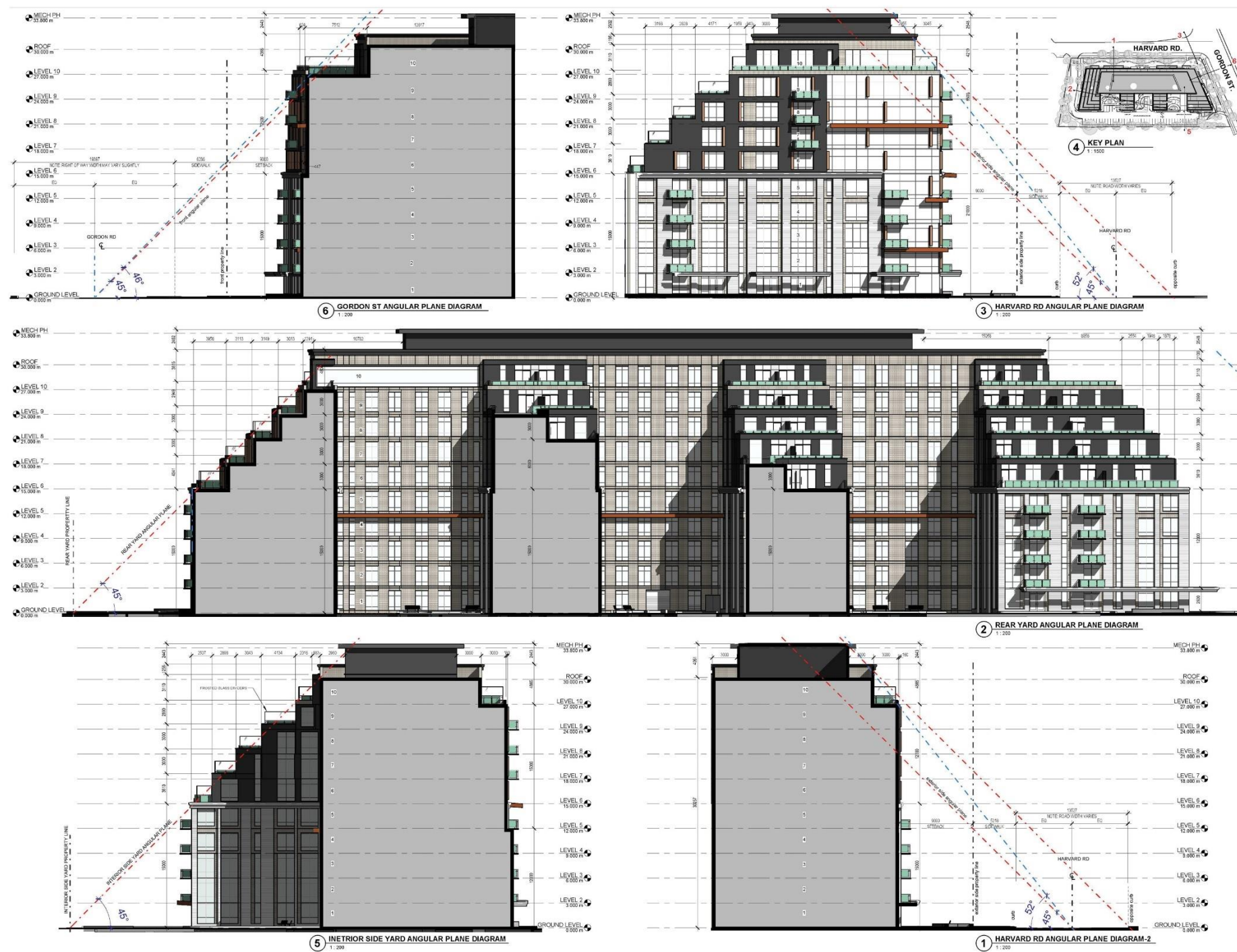
VEHICLE PARKING DATA		
DATA	REQUIRED	PROVIDED
COMMERCIAL PARKING (1/2 AS OFFICE)	(1 / 7.5m² for restaurant @ 293.23m² = 40) (1 / 23m² for office @ 263.23m² = 8) = 48	49
RESIDENTIAL PARKING	1.5 / Unit (0-20), 1.25 / Unit (>20) sq 389=487	0.25bed @520beds = 130
RESIDENTIAL VISITOR PARKING *On provided, (included in Count)	20% of total proposed = 26	26
BARRIER FREE PARKING *On provided, (included in Count)	For 201-300spots = 4	SURFACE - 1 UG - 9
PROPOSED PARKING SUBTOTAL FLEXIBLE PARKING	---	179
TOTAL	541	220

BICYCLE PARKING DATA		
DATA	REQUIRED	PROVIDED
RESIDENTIAL BICYCLE PARKING	---	429
SHORT TERM	---	0.1 / unit = 39
LONG TERM	---	1 / unit = 389
COMMERCIAL BICYCLE PARKING	---	4
SHORT TERM	---	0.2 / 100m² GFA or 2 min = 2
LONG TERM	---	0.2/100m² GFA office or 2min = 2
TOTAL SHORT TERM SPOTS	---	41
TOTAL LONG TERM SPOTS	---	391
TOTAL	---	432

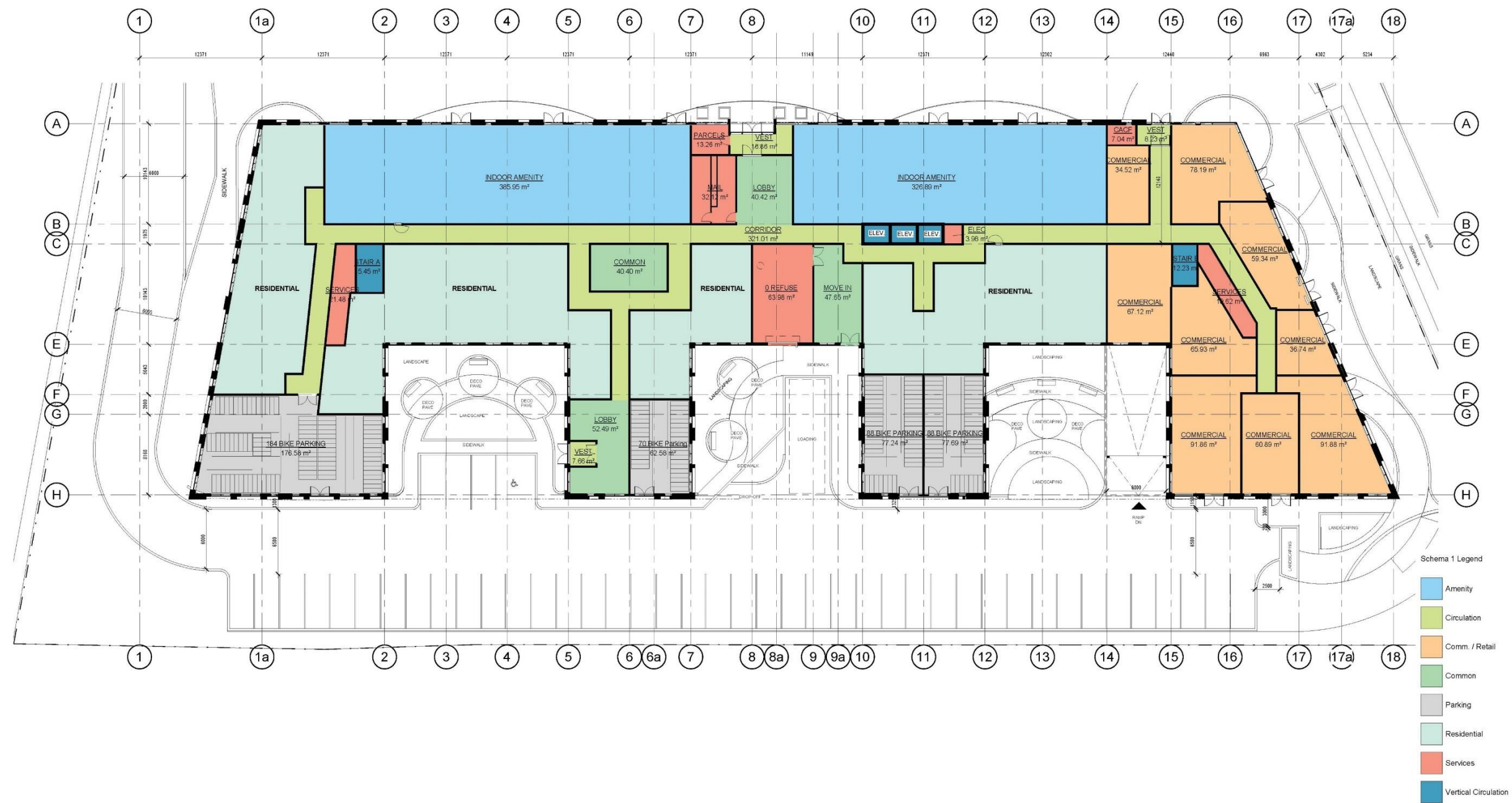
Site Plan  
Source: SRM Architects

Figure  
2







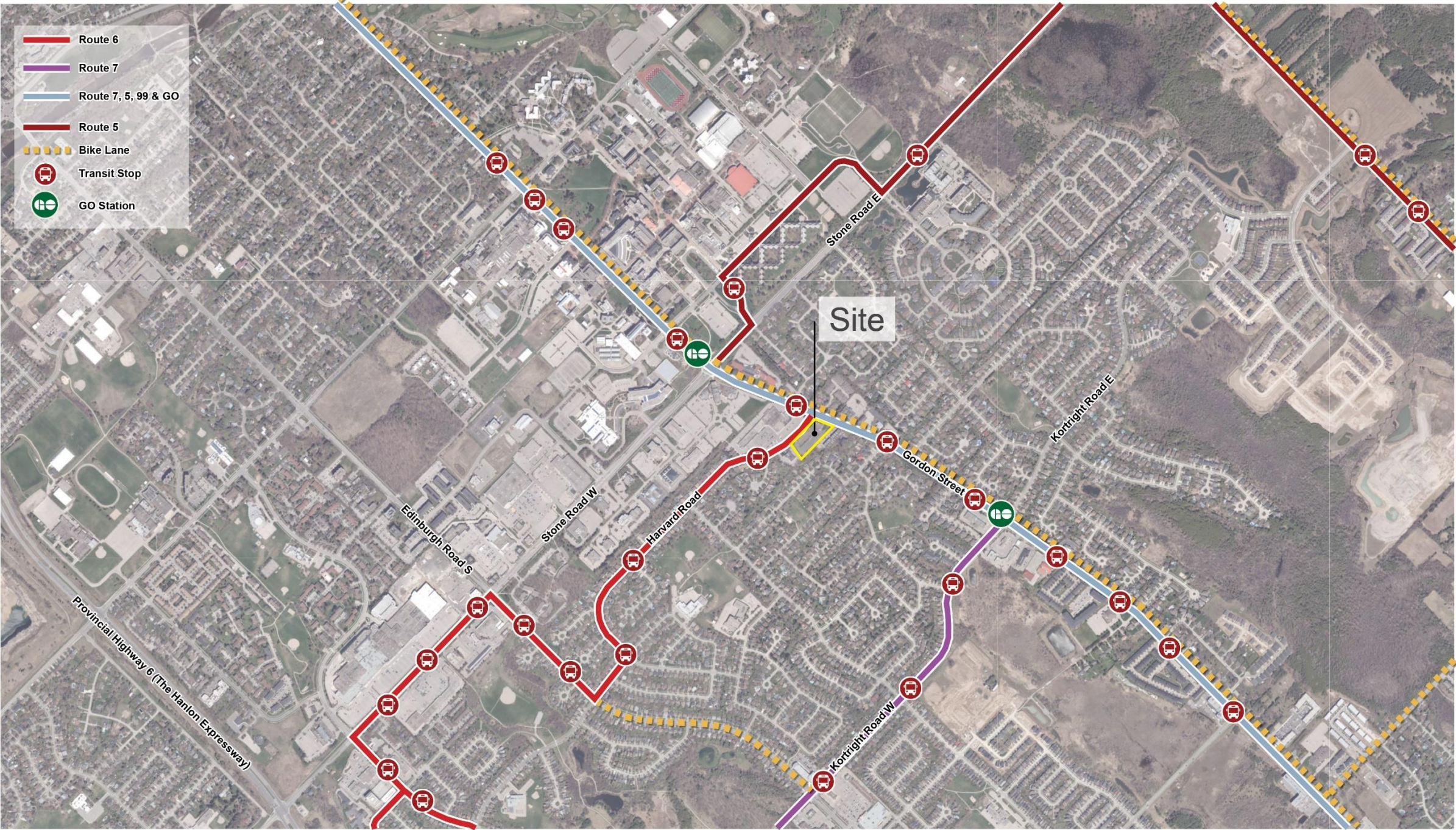


Level 1 Floor Plan  
Source: SRM Architects

Figure  
**4**







Transportation Map  
Source: Google Earth (2021), City of Guelph Transit Map (2021)

Figure  
**5**



## 2. Site Description

### 2.1 Site Location and Description

The Site is located on the southwest corner of Harvard Road and Gordon Street in the City of Guelph, in the Hanlon Creek neighbourhood. The Site is legally described as Northeast Half of Lot 1 Concession 7, Puslinch in the City of Guelph and is known municipally as 785 Gordon Street. The Site is approximately 2.09 ac (8462 m<sup>2</sup>) in size and has a lot frontage of 61.77 m on Gordon Street and a lot depth of 118.12 m along Harvard Road. The Subject Property is bound by Gordon Street, Harvard Road, Oak Street and Harrow Court. Gordon Street is an arterial road and Harvard Road is a collector road.

The Subject Property is currently used as a Days Inn hotel by Wyndham. The hotel is a two-storey brick building with a peaked roof. The Site is currently accessed from both Gordon Street and Harvard Road.

The Subject Property is surrounded by low density residential, medium density residential, and commercial uses, including offices, medical uses, and a shopping centre with a mix of retail, restaurants, and medical uses. The Site is also approximately 400 m from the University of Guelph entrance and approximately 1.9 km from Stone Road Mall. More specifically, the existing land uses surrounding the Subject Property include:

North: The Campus Estates Plaza is located on the northwest corner of Gordon Street and Harvard Road. This one-storey plaza contains a variety of commercial uses including restaurants, retail uses, medical services, and personal service shops. The development is setback from the street with parking in front and along the exterior side yard. The University Guelph Campus is located a block to the north.

East: On the east side of Gordon Street there is a medium density residential complex with two-storey townhouses. This development has one access off Gordon Street and is screened from Gordon Street with an opaque wood fence, mature trees, and low vegetation. The development contains approximately 22 dwelling units within five townhouse blocks that are each comprised of four or five units.

South: To the south of the Subject Property there is a three-storey medium density residential townhouse development. The development contains approximately 27 dwelling units within two buildings and has surface parking. The Subject Property also abuts two single detached dwellings within an established neighbourhood.

West: To the west is a commercial building that contains a range of commercial uses such as insurance offices and medical/ health uses such as massage, life coaching and dentist offices.

As you transition west on Harvard Road the area is characterized as a stable low density residential neighbourhood with neighbourhood parks and schools. There are four community parks (Rickson Park, Yewholme Park, Mayfield Park, and Oak Street Park) that are less than a 10-minute walk from the Site. The area also consists of St. Michael Catholic School and Jean Little Public School.

The Site is connected to the City's arterial road network (Gordon Street, Stone Road West/ East, Edinburgh Road South, and Kortright Road West/ East) and has convenient access to the Hanlon Expressway (Provincial Highway 6).

Four Guelph Transit bus routes operate adjacent or within a few minutes (walking) from the Site and the Site has two GO Transit stops within 400 m. The Guelph Transit bus routes are: Route 5 Goodwin, Route 6 Harvard Ironwood, Route 7 Kortright Downey, and Route 99 Mainline.

- Transit Route 5 services the University of Guelph and surrounding area to the south. The route runs east down Stone Road East, south down Victoria Road South and loops to Gordon Street and back to the University of Guelph.
- Transit Route 6 serves the University of Guelph, Stone Road Mall, and the area to the south of Stone Road West. The route begins at the University of Guelph and travels south down Gordon Street onto Harvard Road, throughout the residential neighbourhood to Stone Road Mall and then back to Harvard Road and Gordon Street ending at the University of Guelph.
- Transit Route 7 serves the University of Guelph and residential area to the to the south. The route travels south down Gordon Street and west along Kortright Road West and loops back via Downey Road, Ptarmigan Drive and Niska Road to Gordon Street ending at the University of Guelph.
- Transit Route 99 is the main transit line in the City of Guelph. This route serves Woolwhich Street which becomes Norfolk Street which then becomes Gordon Street from Woodlawn Road East to Clair Road West. This route also serves the University of Guelph.

The GO Stations within 400 m of the Subject Property are at Gordon Street and Stone Road and at Gordon Street and Kortright Road. The GO bus has two routes. The first route ends at the Highway 407 Bus Terminal in Vaughan and stops in Aberfoyle, Mississauga, and Brampton. The stops also provide connections to other cities such as Richmond Hill, Oakville, Kitchener, Pickering, Oshawa, Hamilton, Milton, and North York. The second route ends at the Kipling GO station in Toronto. Before arriving in Toronto, the bus stops in Arberfoyle, Milton and Mississauga. The stops in Arberfoyle, Milton and Mississauga and Toronto also provide connections to other cities, including Waterloo, Richmond Hill, and Hamilton.



From an active transit perspective, sidewalks exist along Gordon Street and Harvard Road on both sides of the street and there are bike lanes on both sides of the road on Gordon Street. Two blocks to the west of the Site there is a trail identified in the Official Plan. The trail appears to utilize existing streets and sidewalks as well as surrounding parks and includes bicycle signage. The development is proposing to provide long term and short term bicycle storage that will encourage active transportation and a healthier lifestyle.

To summarize, the Site is in a prominent area within the City of Guelph, in proximity to a wide range of uses including the University of Guelph and the Stone Road Mall and is connected to the arterial road network, active transit and public transit routes (see Figure 5).

## 3. Proposed Development

### 3.1 Proposed Development Details

The Proposed Development includes the demolition of the existing building and the redevelopment of the Site with:

- A one 10-storey (30 m in height) mixed use building that contains convenience commercial uses within a portion of the main floor and residential (post-secondary school residence units) throughout.
- 389 post-secondary school residence units (520 bedrooms). The units range from one bedroom to three bedrooms. This is a density of 615 bedrooms per hectare (bph).
- 587 m<sup>2</sup> of convenience commercial uses on the ground floor. The proposed convenience commercial uses are a: convenience store, financial establishment, medical office, office, restaurant, retail establishment, and a service establishment. The convenience commercial uses will animate the building frontage along Gordon Street. Pedestrian access to the commercial units is proposed from Gordon Street and Harvard Road via private individual accesses or from the interior of the building from the common corridor associated with the main lobby.
- Driveway access off Harvard Road. The Site currently has an access off Gordon Street and Harvard Road. The access off Gordon Street will be removed as part of the redevelopment. A loading space is provided to the south of the building that will serve both the residential and commercial uses.
- Pedestrian connections off Harvard Road and Gordon Street. The main pedestrian entrance is proposed at the northeast corner of the property at the intersection of Harvard Road and Gordon Street.
- 220 parking spaces by way of surface parking and one level of underground parking. Seven accessible parking spaces are proposed. The surface parking will accommodate 45 parking spaces and the underground parking will accommodate 175 parking spaces. Both the surface and underground parking will be accessible to all on the Site. Signage will be used to identify and reserve the commercial spaces and residential visitor spaces.

- 432 long term and short term bicycle parking spaces. The long term spaces will be provided in an indoor bicycle room on the first floor. Short term spaces will be provided within outdoor bicycle racks and in an indoor bicycle room on the first floor.
- Outdoor and indoor amenity areas. The outdoor amenity space is provided throughout the Site to the north, east and south of the building. The outdoor amenity areas consist of benches, a seat wall, tables, grass, concrete sidewalks, and planters. These areas will be maintained by the Owner of the Site. Some of the residential units will have access to balconies and terraces. Indoor amenity areas will be provided to the residential tenants. The indoor amenity spaces include a games room, theatre, fitness facilities (yoga and gym), tanning and study rooms and lounges.
- Mechanical and electrical rooms are within the underground parking and main level and an enclosed rooftop mechanical area on top of the 10<sup>th</sup> floor. Waste will be stored within the building and will be picked up by a private company. Garbage rooms will be located throughout the building.
- The use of existing sanitary and storm municipal services, and a new water service connection to the municipal watermain. Stormwater is to be managed through a private on-site system that will eventually outlet to the municipal storm system. Pre- and post-development flows will be in balance.
- The planting of new trees throughout the Site. Due to the condition of existing trees and works required on the Site, most of the existing trees will be removed. New trees are proposed along all lot lines apart from a portion of the south lot line where the retaining wall is proposed. A 1.8 m high opaque fence will be provided on top of the retaining wall to screen the Site. Additional trees are proposed within interior landscaped areas proximate to the outdoor amenity spaces, as illustrated by the Preliminary Landscape Concept Plan and Vegetation Management Plan, prepared by GSP Group. Landscaping is an important element in softening the built form of the Proposed Development. Landscaping will be used to provide a buffer between the surrounding properties, to screen parking, and to provide higher order landscaping along the streets as a part of the streetscape improvements, and along the pedestrian connections throughout the Site.

The vision for redevelopment of the Site is to provide a high quality, contemporary high density mixed use building that enhances and builds upon the existing character along Gordon Street and Harvard Road. The following goals and objectives have been identified for the purposes of achieving the vision for the Site to:

1. Create strong visually appealing street edges.
2. Create a Development that is transit supportive and supportive of forms of active transportation for residents through use of surrounding cycling infrastructure, trails, parks and nearby commercial uses.
3. Ensure that the Development complements the surrounding land uses and provides an appropriate transition to adjacent residential and commercial uses.

4. Create a high-quality development that incorporates the City of Guelph urban design principles which include screening parking, hard and soft landscaping, pedestrian connections, and a building design that addresses the street.
5. Provide sufficient private indoor and outdoor amenity spaces to adequately serve the needs of the tenants.
6. Provide additional rental housing options for students in a compact form and size to meet market demands near the University of Guelph, Stone Road Mall, Campus Estates Plaza, parks, and public transit.
7. Provide additional housing options for students without negatively impacting the overall available housing stock within the City of Guelph and with minimal impacts to existing established neighbourhoods.

The design of the Proposed Development is discussed in detail in the Urban Design Brief prepared by GSP Group.

## 4. Planning Applications

### 4.1 Official Plan Amendment

An OPA is required to facilitate the Proposed Development, to redesignate 785 Gordon Street from “Neighbourhood Commercial” to “High Density Residential” on Schedule 2 and to apply site specific policies to the High Density Residential designation to permit a maximum density of 615 bedrooms per hectare (bph) and to allow convenience commercial uses to have a maximum gross floor area of 600 m<sup>2</sup>. The property will remain within the Built-Up Area and within the Intensification Corridor as identified on Schedule 1 within the Official Plan (OP).

### 4.2 Zoning By-law Amendment

A ZBA is required to change the zoning on 785 Gordon Street from a Specialized Service Commercial (SC.1-11) Zone to a Specialized Residential Apartment (R.4B-XX) Zone. The amendment will facilitate the redevelopment and intensification of the Site by implementing the proposed OP land use designation policies. The site-specific provisions seek to allow a convenience store, financial establishment, medical office, office, post-secondary school residence, restaurant, retail establishment, service establishment and accessory uses with the following deviations to the regulations:

- Alter the maximum density from 150 units per hectare (uph) to a maximum of 615 bedrooms per hectare (bph);
- A reduction in the minimum front yard setback (Gordon Street) from 15.0 m to 9.0 m;
- To require a minimum interior side yard setback of:
  - 15 m for the 1<sup>st</sup> – 5<sup>th</sup> storey;
  - 17 m for the 6<sup>th</sup> storey;



- 20 m for the 7<sup>th</sup> storey;
- 23 m for the 8<sup>th</sup> storey;
- 27 m for the 9<sup>th</sup> storey; and
- 30 m for the 10<sup>th</sup> storey;
- A reduction in the minimum rear yard setback from 20% of the lot depth (27.38 m) to:
  - 15 m for the 1<sup>st</sup> to 5<sup>th</sup> storey;
  - 19 m for the 6<sup>th</sup> storey;
  - 22 m for the 7<sup>th</sup> storey; and
  - 25 m for the 8<sup>th</sup> storey;
- To apply a minimum rear yard setback of:
  - 28 m for the 9<sup>th</sup> storey; and
  - 29 m for the 10<sup>th</sup> storey;
- An increase in the maximum angular plane from 45 degrees to 52 degrees from the centreline of Harvard Road and 46 degrees from the centreline of Gordon Street;
- A reduction in the minimum common amenity area from 7980 m<sup>2</sup> (30 m<sup>2</sup> per dwelling unit for each unit up to 20 and for each additional dwelling unit 20 m<sup>2</sup> per dwelling unit) to 14 m<sup>2</sup> of common amenity areas (this includes private balconies and terraces) per dwelling unit but not less than 50 m<sup>2</sup> collectively shall be provided;
- To allow common amenity areas within the required front and exterior side yard and a length that is 4 times the width or greater;
- To reduce the landscaped open space from a minimum of 40% to a minimum of 33%;
- A reduction to the interior side yard setback for surface parking from 3 m to 1.4 m;
- To apply a parking rate of 0.25 parking spaces per bedroom for the post-secondary school residence;
- To allow the 20% residential visitor parking to be provided at grade or underground;
- To apply a bicycle parking rate of:
  - Residential: 1 long term and 0.1 short term spaces per unit;
  - Office: 0.2 long term spaces per 100 m<sup>2</sup> GFA (two spaces minimum) and 0.13 short term spaces per 100 m<sup>2</sup> GFA (two spaces minimum);
  - Convenience store, financial establishment, medical office, retail establishment, service establishment: 0.1 long term per 100 m<sup>2</sup> GFA (two spaces minimum) and 0.2 short term per 100 m<sup>2</sup> GFA (two spaces minimum); and
  - Restaurant: 0.1 spaces long term per 100 m<sup>2</sup> GFA (two spaces minimum) and short term two spaces per use;
- An increase of the FSI from a maximum of 1.5 to 2.55;
- To allow a maximum of 600 m<sup>2</sup> of convenience commercial uses on the first storey;

- To permit an outdoor patio associated with a restaurant or licensed establishment on a property that abuts a residential zone along the front lot line and interior side yard lot line that is 6 m from the interior lot line and 9 m from the front lot line;
- To increase the maximum permitted encroachment for canopies from 1.8 m to 2.6 m in all yards; and
- To define a post-secondary school residence as “means the whole of an apartment building consisting of three or more Dwelling Units, each providing up to five bedrooms for hire or gain directly or indirectly that may or may not have exclusive use of both a kitchen and a bathroom. For the purposes of the subject property, the definition of Lodging House Type 2 shall not apply.”

## 5. Planning Policy Framework

The following Section sets out the relevant planning policy framework to assess the appropriateness of the proposed OPA and ZBA in the context of Provincial and City policies and regulations.

### 5.1 Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS), issued under the Planning Act that came into effect on May 1, 2020, provides direction on matters of provincial significance related to land use planning. The Planning Act requires that, all decisions affecting planning matters “shall be consistent with” the PPS. The vision for Ontario’s land use planning system states that *“the long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment and a strong and competitive economy.”* The below PPS policies are relevant to the Site and the proposed OPA and ZBA:

- Policy 1.1.1 b) identifies that *“healthy, liveable and safe communities are sustained by accommodating an appropriate affordable and market-based range mix of residential (including single- detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs”.*
- Policy 1.1.1 e) identifies that *“healthy, livable and safe communities are sustained by promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs”.*
- Policy 1.1.3.2 a), b), e) and f) outlines that *land use patterns within settlement areas shall be based on densities and a mix of land uses which: efficiently use land and resources, are appropriate for, and efficiently use, the infrastructure and public service facilities which are*

*planned or available and avoid the need for their unjustified and/or uneconomical expansion, support active transportation and are transit-supportive.*

- Policy 1.1.3.3 identifies that *planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment that is transit- supportive and by taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.*
- Policy 1.1.3.4 promotes appropriate development standards that facilitate intensification, redevelopment, and compact form, while avoiding or mitigating risks to public health and safety.
- Policy 1.1.3.6 directs new developments in designated growth areas to occur adjacent to the existing built-up area and in a compact form, with a mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.
- Policy 1.4.3 directs planning authorities to provide an appropriate range and mix of housing options and densities to meet the projected market-based and affordable housing needs of the current and future residents of the regional market area by:
  - b) *Permitting and facilitation all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and all types of residential intensification, including additional residential dwelling units, and redevelopment in accordance with Policy 1.1.3.3;*
  - c) *Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
  - d) *Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*
  - e) *Requiring transit-supportive development and prioritizing intensification, in proximity to transit, including corridors and stations; and*
  - f) *Establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.*
- Policy 1.7.1 states that long-term economic prosperity should be supported by encouraging residential uses to respond to the dynamic market-based needs to provide necessary housing supply and range of housing options for a diverse workforce.

## **5.2 Places to Grow Growth Plan for the Greater Golden Horseshoe (2019)**

The Places to Grow Growth Plan for the Greater Golden Horseshoe (Growth Plan) prepared under the Places to Grow Act, 2005 came into effect on May 16, 2019 replacing the previous 2017 Growth Plan. The Planning Act requires that, all decisions affecting planning matters “shall conform with”



the provincial plans. The Growth Plan builds on the PPS with more specific policies to provide direction on matters of provincial interest such as housing, land use planning, and growth management. The Growth Plan also lays out the policy framework to implement the vision of directing growth inward and establishing complete communities that are strong, equitable, and prosperous.

Complete communities are defined as: *places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public health facilities, Complete communities are age-friendly and may take on different shapes and forms appropriate to their contexts.*

The guiding principles in Section 1.2.1 outline that:

- Intensification and higher densities in strategic growth areas are to be a priority to make efficient use of land and infrastructure and support transit viability; and
- A range and mix of housing options, including additional residential units and affordable housing, to serve all sizes, incomes, and ages of houses be supported.

Policies for managing growth are contained in Section 2.2 of the Growth Plan. The following policies, contained in Section 2.2.1 are applicable to the proposed applications:

Section 2.2.1.2 directs that growth within settlement areas will be focused in delineated built-up areas; strategic growth areas; locations with existing or planned transit, particularly those with a priority on higher order transit where it exists or is planned; and areas with existing or planned public service facilities.

Section 2.2.1.3 directs municipalities to provide direction for an urban form that will optimize infrastructure particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form, and to establish a hierarchy of areas within settlement areas to direct and manage growth.

Within the Official Plan, the City of Guelph has identified that this property is within the Built-Up Area and an Intensification Corridor.

Section 2.2.1.4 seeks the achievement of complete communities that:

- *Features a diverse mix of land uses including residential, employment and convenient access to local stores;*

- *Improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;*
- *Provides a diverse mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;*
- *Provide a more compact built form, and*
- *Expand convenient access to:*
  - i. *A range of transportation options, including options for the safe, comfortable and convenient use of active transportation;*
  - ii. *Public service facilities, co-located and integrated in community hubs;*
  - iii. *An appropriate supply of safe, publicly accessible open spaces, parks, trails, and other recreational facilities; and*
  - iv. *Healthy, local, and affordable food options, including through urban agriculture.*

The Site is identified as a Built-Up Area – Conceptual on Schedule 4 – Urban Growth Centres. The Growth Plan states that by the next Municipal Comprehensive Review (MCR) a minimum of 50% of the residential development occurring in Guelph will be within the delineated Built-Up Area. Schedule 3- Distribution of Population and Employment for the Greater Golden Horseshoe to 2051 states that the population in the City of Guelph will reach 203,000 by 2051 and employment will reach 116, 000.

The Growth Plan states, *all municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will:*

- a) *Identify strategic growth areas to support the achievement of the intensification target and recognize the as a key focus for development;*
- b) *Identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas;*
- c) *Encourage intensification generally throughout the delineated built-up area;*
- d) *Ensure that lands are zoned and development is designed in a manner that supports the achievement of complete communities; and*
- f) *Be implemented through Official Plan documents and designations, updated zoning and other supporting documents.*

The Housing Policies in Section 2.2.6.1 of the Growth Plan outline that municipalities shall:

- a) *Support housing choice through the achievement of minimum intensification and density targets in the Growth Plan by: identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet the projected*

*needs of current and future residents; and by establishing targets for affordable rental housing;*

- b) Identify mechanisms, including the use of land use planning and financial tools, to support the implementation of Policy a);*
- d) Address housing needs in accordance with the Provincial Policy Statement; and*
- e) Implement these policies through Official Plan policies and designations and Zoning By-laws.*

Section 2.2.6.2 states that municipalities will support the achievement of complete communities by planning to achieve the minimum intensification and density targets of the Growth Plan, considering the range and mix of housing options and densities of the existing housing stock; and planning to diversify their overall housing stock across the municipality. Section 2.2.6.3 directs municipalities to consider the use of available tools to require that multi-unit residential developments incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes.

The Implementation and Interpretation Policies in Section 5 outline that Municipalities shall update Official Plans and Zoning By-laws to conform with this Plan. This includes using relevant legislative and regulatory tools and other strategies to plan for a variety of heights, densities and other elements of site design within settlement areas to achieve the desired urban form and the minimum intensification and density targets in this Plan. Where a municipality must decide on a planning matter before its Official Plan and/ or Zoning By-law has been amended to conform with this Plan, it must still consider the impact of the decision as it relates to the policies of this Plan which require comprehensive municipal implementation. The City of Guelph planning instruments do not implement the current Growth Plan as the existing Zoning By-law was approved in 1995 and the Official Plan was approved in 2017.

### **5.3 City of Guelph Official Plan (2017)**

The City of Guelph Official Plan (OP), OPA 48 was adopted by City Council in June 2012 and was approved by the Ontario Municipal Board (OMB) on October 5, 2017, with some exceptions, including the Neighbourhood Commercial designation on the Site which is currently under appeal.

The Site is within the Built-Up Area and is located within an Intensification Corridor as is identified on Schedule 1 – Growth Plan Elements (see Figure 6). The Site is designated Neighbourhood Commercial on Schedule 2- Land Use Plan (see Figure 7). The Subject Property is also located within the Settlement Area Boundary.

Planning for a complete community that provides access to a range of housing options and public transit is a central theme of the OP. The City of Guelph is expected to grow to approximately 175,000 people by 2031 (Section 3.2). The forecasted growth within the Settlement Area will be met by

promoting compact form, intensifying generally within the Built-Up Area, with higher densities within downtown, the Community Mixed-Use Nodes and within the identified Intensification Corridors.

Lands within the Built-Up Area are to be the focus to accommodate population and employment growth through infill and intensification. The following policies are applicable to the Subject Property (Section 3.7):

- *3.7.1 To ensure development proceeds in accordance with the objectives of Section 3.1 and to achieve the intensification targets of this Plan, significant portions of new residential and employment growth will be accommodated within the built-up areas through intensification.*
- *3.7.3 Within the Built-Up Area the following general intensification policies shall apply:*
  - i) A minimum of 40% of the City's annual residential development will occur within the City's Built-Up-Area;*
  - ii) The City will promote and facilitate intensification throughout the Built-Up Area, and in particular within the Urban Growth Centre (Downtown), the Community Mixed-Nodes and within the Intensification Corridors as identified on Schedule 1;*
  - iii) Underutilized lots will be revitalized through the promotion of infill development, redevelopment and expansions or conversions of existing buildings;*
  - iv) The City will plan and provide for a diverse and compatible mix of land uses, including residential and employment uses to support vibrant communities;*
  - v) A range and mix of housing will be planned, taking into account affordable housing needs and encouraging the creation of additional residential dwelling units;*
  - vi) Intensification of areas will be encouraged to generally achieve higher densities than the surrounding areas while achieving an appropriate transition of built form to adjacent areas; and*
  - viii) Development will support transit, walking, cycling for everyday activities.*

The Site is located within an Intensification Corridor. Intensification Corridors are located along major roads, arterials or higher order transit corridors that have the potential to provide a focus for higher density mixed-use development consistent with planned transit service levels. High density residential is to be directed to Intensification Corridors.

The following Intensification Corridor policies within Section 3.10 are applicable to the Subject Property:

- *3.10.1 Intensification Corridors are to be planned to provide for mixed-use development in proximity to transit services at appropriate locations.*
- *3.10.2 Intensification Corridors will be planned to achieve:*
  - i) Increased residential and employment densities that support and ensure the viability of existing and planned transit service levels;*



- ii) *A mix of residential, office, institutional, and commercial development where appropriate; and*
- iii) *A range of local services, including recreational, cultural and entertainment uses where appropriate.*
- *3.10.3. Development within intensification corridors will be directed and oriented toward arterial and collector roads.*

The Site is designated Neighbourhood Commercial on Schedule 2- Land Use Plan (Figure 7). The objectives of the Neighbourhood Commercial Centre are to establish local convenience commercial uses that predominately serve the shopping needs of residents living and working in nearby neighbourhoods and employment districts. This designation permits commercial, retail, service uses, small-scale offices, community services/ facilities, live/ work, multiple unit residential within mixed-use buildings, and urban squares (Section 9.4.5.12). Within the Neighbourhood Commercial Centre designation, residential uses are not permitted on the ground floor and development is to be planned and designed to maintain the principal commercial function (Section 9.4.5.14). Residential development is permitted to have a maximum net density of 100 uph and a maximum height of six storeys (Section 9.4.5.15 and 9.4.5.16).

Other applicable policies for Neighbourhood Commercial Centres:

- 9.4.5.2. To prevent the creation of strip commercial development comprising a series of Neighbourhood Commercial Centres located adjacent to one another along a major street, it is the general requirement of this Plan that designated Neighbourhood Commercial Centres have a minimum distance separation from one another of 500 m;
- 9.4.5.4. A Neighbourhood Commercial Centre at Harvard Road at Gordon Street is permitted to have a maximum of 10,000 m<sup>2</sup> (108,000 ft<sup>2</sup>) of commercial gross floor area (across the street from the Site); and
- 9.4.5.11. Development proposals that would decrease the existing commercial gross floor area within a Neighbourhood Commercial Centre by more than 25 % or that would provide commercial gross floor area at less than 0.15 FSI will require a Commercial Function Study in accordance with the policies of this Plan.

Since this Proposed Development will decrease the existing commercial gross floor area by more than 25%, a Commercial Function Study (Assessment) is required in accordance with Section 9.4.5.11. The Commercial Function Assessment was prepared by Ward Land Economics, in keeping with the requirements set out in Section 9.4.2.2.

Through this OPA it is proposed that the Subject Property be designated High Density Residential with site specific policies. The policies outlined below are applicable when assessing the application.

The objectives within residential designations in Section 9.3 include:

- Facilitating the development of a full range of innovating housing types and densities to meet the diverse lifestyles and social needs of the current and future residents for all socio-economic groups;
- Providing higher residential densities developments in appropriate locations to create walkable communities with compact developments that are transit-supportive and that promote efficient use of existing infrastructure;
- Encouraging the distribution of local convenience commercial uses in appropriate locations within Residential Areas;
- Directing new residential developments to areas with convenient access to transit, employment, shopping and other uses and where municipal services and infrastructure are available or can be provided in an efficient and cost-effective manner; and
- Ensuring that there is compatibility between various housing forms and non-residential uses while maintaining the general character of the built form while accommodating compatible residential infill and intensification.

General criteria for multi-unit residential buildings and intensification proposals within existing residential designations and neighbourhoods are contained in Section 9.3.1.1. These policies are applicable when assessing multi-unit residential development proposals. Section 9.3.1.1 outlines that:

1. *Building form, scale, height, setbacks, massing, appearance, and siting are compatible in design, character and orientation with buildings in the immediate vicinity.*
2. *Proposals for residential lot infill will be compatible with the general frontage of lots in the immediate vicinity.*
3. *The residential development can be adequately served by local convenience and neighbourhood shopping facilities, schools, trails, parks, recreation facilities and public transit.*
4. *Vehicular traffic generated from the Proposed Development will not have an unacceptable impact on the planned function of the adjacent roads and intersections.*
5. *Vehicular access, parking and circulation can be adequately provided and impacts mitigated.*
6. *That adequate municipal infrastructure, services and amenity areas for residents can be provided.*
7. *Surface parking and driveways shall be minimized.*
8. *Development shall extend, establish or reinforce a publicly accessible street grid network to ensure appropriate connectivity for pedestrians, cyclist and vehicular traffic, where applicable.*

9. *Impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas and microclimatic conditions, such as wind and shadowing.*
10. *The development addresses public safety, identified public views and accessibility to open space, parks, trails and the Natural Heritage System, where applicable.*

Section 9.3.5 specifies that within High Density Residential areas, the predominant use shall be high density multiple unit residential buildings, generally in the form of apartments. The minimum height is three storeys and the maximum height is 10-storeys. The minimum net density is 100 uph and the maximum net density is 150 uph.

Within residential designations, convenience commercial uses are permitted to a maximum gross floor area of 400 m<sup>2</sup> (Section 9.3.1.2.1). Convenience commercial uses are defined in Section 12 as: *small-scale commercial operations and personal services that have a planned function of serving the day-to-day convenience shopping needs of an immediately surrounding residential population. Examples include convenience food store, a dry cleaner, or a small-scale restaurant.*

Non-residential uses are to be developed in a manner that is compatible with adjoining residential properties and which preserves the amenities of the residential neighbourhood and shall (Section 9.3.1.2.3):

- i) *Be located on an arterial or collector road;*
- ii) *Be located on the property in a manner which minimizes the impact of traffic, noise, signs and lighting on adjoining residential properties;*
- iii) *Have adequate landscaping and screening to promote compatibility with adjacent activities;*
- iv) *Have sufficient off-street parking, circulation and access points; and*
- v) *Have adequate municipal services.*

When assessing the Proposed Development the Transportation policies shall be considered. The Public Transit policies in Section 5.5 echo the importance placed through the OP on transit supportive development. These policies highlight that the city shall plan for a compact urban form by promoting mixed and transit supportive uses, urban intensification and strong urban structure within identified Nodes and Corridors. The policies outline that the impacts on transit shall be considered when planning the locations for higher density housing.

Transit supportive is defined in Section 12 as: *making transit viable and improving the quality of the experience of using transit. When used in reference to development, it often refers to compact, mixed-use development that has a high level of employment and residential densities to support frequent transit service. When used in reference to urban design, it often refers to design principles that make development more accessible for transit users, such as roads laid out in a grid network*

*rather than a discontinuous network; pedestrian-friendly built environment along roads to encourage walking to transit; reduced setbacks and placing parking at the sides/rear of buildings; and improved access between arterial roads and interior blocks in residential areas.*

The Parking Policies in Section 5.11 state that reduced parking requirements may be considered as part of a Parking Study, particularly within Intensification Corridors or where high levels of transit exist or are planned.

The Affordable Housing Policies outline that city council may establish alternative development standards for affordable housing, residential intensification, redevelopment and new residential development which minimizes the cost of housing and facilitates compact urban form. This may include setting maximum unit sizes or reducing parking requirements.

The Urban Design policies are highlighted in Section 8. A full analysis of the Urban Design policies is found within the Urban Design Brief prepared by GSP Group. The following policies apply to the Proposed Development:

The Public Realm policies in Section 8.2.11 directs the design of new development to contribute to a pedestrian-oriented streetscape. This includes:

- i) Locating built form adjacent to, and addressing, the street edge;*
- ii) Placing principal building entrances towards the street and corner intersections;*
- iii) Maintaining or extending a continuous building façade or street wall along the street;*
- iv) Providing for active uses that provide an interface with the public realm that enhances the liveliness and vibrancy of the street (e.g. seating, cafés, patios, displays);*
- v) Incorporating weather protection measures such as canopies, awnings, building projections or colonnades, where possible; and*
- vii) Ensuring that the placement of above-ground utilities do not visually detract from a cohesive streetscape through such strategies as clustering utilities in appropriate locations or containing them in other streetscape features.*

The Urban Design policies define a minor gateway as a prominent intersection which are neighbourhood-scaled gateways. The corner of Gordon Street and Harvard Road would classify as a minor gateway. As such the Proposed Development is to incorporate neighbourhood-scale gateway features including high-quality built form and pedestrian linkages into the Site at the intersection.

The Built Form policies in Section 8.6 outline that all built forms other than low rise residential shall:

- Address the street;



- Have front facades with entrances and windows that face the street and reflect and enhance the rhythm and frequency of the immediate vicinity;
- Have principal entrances of mixed-use buildings that are oriented toward the street and provide direct user entrances from adjacent streets and walkways;
- Be located close to the street edge and sidewalk;
- Where a corner building is proposed it shall address both streets by providing two articulated facades facing the street;
- Locate buildings adjacent to the street edge. Those with high public visibility shall be designed to incorporate elements such as increased height, roof features, building articulation and high-quality finishes and windows;
- Where at intersections of major streets the Site shall be emphasized by placing buildings in close proximity to the intersection and ensuring that building entrances are visible from that intersection;
- Be designed to completely screen roof-top mechanical equipment from public view;
- Incorporate recesses, projections, windows or awnings, colonnades and/or landscaping along the length of the facade to reduce the mass of such facades where a long building facades visible along a public street is proposed;
- Provide architectural elements which will reduce the visual effect of flat roof lines where large buildings are proposed;
- Have storefronts that are in keeping with the character and identity of the community and its immediate context. This may require alternative or enhanced standard of corporate or franchise design. Buildings shall reflect the community and immediate context through features such as facade articulation, massing, architectural style, vertical windows, appropriate signage, building materials and exterior finishes; and
- Where appropriate, the first storey shall generally be taller in height to accommodate a range of non-residential uses.

Where mixed-use buildings are in proximity to residential uses Section 8.7 applies the following urban strategies to ensure compatibility:

- Using building massing and placement to reduce the visual effects of flat roof lines, blank facades or building height by means such as appropriately stepping back, terracing or setting back buildings;
- Appropriately locating noise-generating activities within a building or structure and away from sensitive receptors;
- Incorporating screening and noise attenuation for roof-top mechanical equipment and other noise generating activities situated in proximity to sensitive receptors;
- Providing perimeter landscape buffering incorporating a generously planted landscape strip, berming and/or fencing to delineate property boundaries and to screen the commercial or employment use from adjacent uses; and

- Designing exterior lighting and signage to prevent light spillage onto the adjacent property.

Where high-rise buildings (over 6 storeys) are proposed Section 8.9 applies the following policies:

- Ensure tall buildings act as landmarks, they shall incorporate a distinctive bottom, middle, and top. Interesting architectural features and roof treatments should be considered for all rooftops of tall buildings;
- Parking should be provided primarily below grade with limited visitor surface parking. Structured parking above-grade may be permitted, where appropriate;
- Built-form studies addressing building massing, shadows, views, and microclimatic studies (wind) may be required to determine the potential impacts to the surrounding neighbourhood arising from tall buildings;
- Floor plate sizes of the tower portion of the building may be limited to encourage slender and elegant tall building designs; and
- The tower portion of the building shall be carefully placed to ensure adequate spacing between towers to allow for solar access and privacy.

The Site abuts residential and commercial uses. To achieve compatibility between different land uses, the Proposed Development will be designed to create an appropriate transition through the provisions landscaping, spatial separation of land uses and compatible built form. The policies also note that where proposed buildings exceed the built height of adjacent buildings, the city may require the new buildings to be stepped back, terraced or set back to reduce adverse impacts on adjacent properties and/or the streetscape.

The Urban Design Parking policies in Section 8.12 outline that:

- *Parking is to be provided in the rear and side of buildings;*
- *Underground parking is encouraged to reduce or eliminate surface parking;*
- *Walkways should be provided from parking areas and municipal sidewalks to main entrances that are articulated, safe and accessible;*
- *Bicycle parking should be provided and conveniently located near building entrances. Sheltered bicycle parking should be integrated into the built form;*
- *Surface parking adjacent to ground-related residential uses should be separated by a landscape strip incorporating combinations of landscaping and/ or decorative fencing or walls;*
- *Underground parking ramps shall be designed and located to reduce conflicts with pedestrians and to minimize negative impacts on the streetscape.*

Section 8.13 states that driveway entrances to mixed-use developments shall be defined by landscaping and that internal driveways shall be designed to be comfortable for pedestrians, cyclists and vehicles. Well-articulated pedestrian walkways are to be placed along a building street frontage

and linked to public sidewalks. Loading bays, waste service areas and building utilities/ mechanical equipment should be located within a building. If permitted outside a building, they shall be directed always from a public street, residential uses and screened.

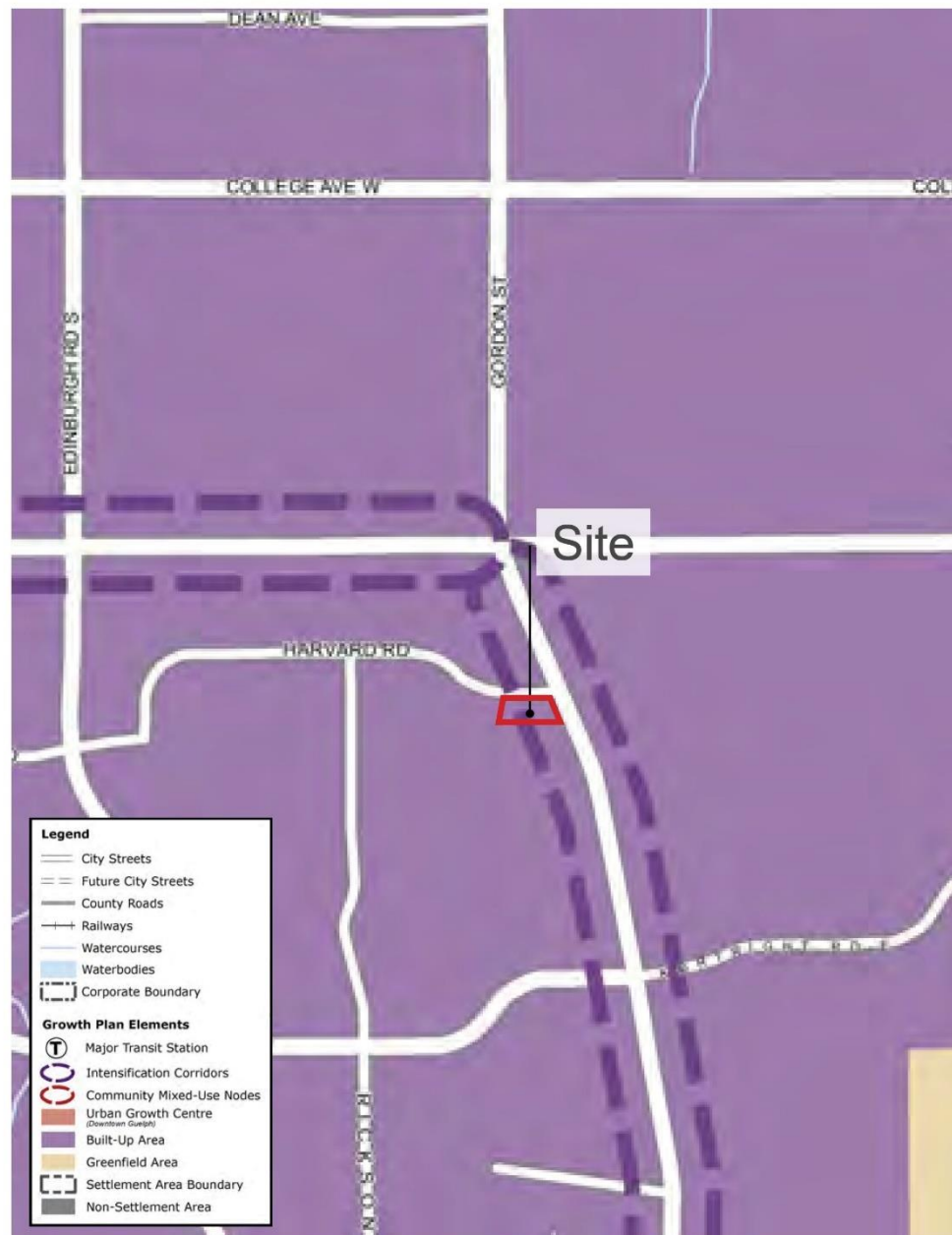
The Landscaping and Development policies in Section 8.17 outline that the one-site landscaping shall create visual interest by framing important views and focal points, shall complement the built form and contribute to a high-quality public realm. Where a buffer strip is required it shall consist of plant materials that at maturity, form a visual barrier in combination with other strategies such as fencing.

Section 8.18 addresses safety in the built environment. The following policies are contained within this Section:

1. Sidewalks and community trails should be visible, accessible and aligned along well-used public spaces.
2. New development should be designed in a manner that:
  - i. Provides opportunity for informal surveillance of outdoor spaces (“eyes on the street”), including public parks, streets and parking areas;
  - ii. Clearly marks the transition or boundary between public and private spaces;
  - iii. Includes materials that allow for the built environment to be effectively and efficiently maintained;
  - iv. Provides adequate lighting in accordance with Sections 8.14, 8.15 and 8.16; and
  - v. provides for multiple walking routes, where appropriate.

The Urban Square policies in Section 8.20 note that courtyards are a publicly accessible open space with sitting areas and shade trees that allow for passive use and social interaction. They may be included along Intensification Corridors. Urban squares will be framed by buildings with ground-floor uses that provide activity throughout the day. Within the urban square hard and soft landscaping elements and features shall be designed to define and articulate activity areas, circulation, entry points, seating and gathering areas, as well as the relationship between adjacent buildings and the streetscape.





## Growth Plan Elements

Source: City of Guelph Official Plan, Schedule 1 Growth Plan of Elements (2021)

Figure  
**6**

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GSP Group | March 2022



## Land Use Plan

Source: City of Guelph Official Plan, Schedule 2 Land Use Plan (2021)

Figure  
**7**

Planning Justification Report | 785 Gordon Street  
GSP Group | March 2022

## **5.4 Shaping Guelph, Growth Management Strategy**

The City of Guelph is currently in the process of amending the OP to bring it into conformance with the 2020 PPS, the 2019 Growth Plan and changes to the Planning Act through Bill 108. This process began in early 2020 and to date has involved reviewing visions and principles for growth, a Residential intensification Analysis, Housing Analysis and Strategy, and growth scenario planning. Next steps will be finalizing the Growth Management Strategy and updating the OP to implement the Growth Management Strategy.

In 2020 Council endorsed vision and principles seeking to accommodate new people and jobs as forecasted by the Growth Plan within Guelph's existing City boundaries by: intensifying throughout the Built-Up Area, with higher densities within Strategic Growth Areas (SGA), by creating a vibrant community in a compact and efficient form, supporting a range and mix of housing options that includes increasing the supply of housing options that are affordable, and by planning and designing an attractive urban landscape that reinforces and enhances Guelph's sense of place and identity while encouraging innovative design and development opportunities.

The Housing Analysis and Strategy Shaping Guelph Growth Management Strategy Report dated February 2021 identified Gordon Street as an Intensification Corridor between Stone Road East and Claire Road East. Section 5.4.2 of the report states that Intensification Corridors are intended to grow to include a range of mixed development with close proximity to transit services. The areas are to be planned by the OP to increase the residential and employment densities to support planned and existing transit services. The development and intensification should be planned around the arterial and collector road systems in the city.

The Growth Management Strategy Land Needs Assessment Report Shaping Guelph: Growth Management Strategy December 2021 identified Gordon Street and Harvard Road (the Subject Property) as an SGA that is to accommodate intensification through a mix of high density residential, neighbourhood commercial and mixed office commercial uses that offer services to support the surrounding neighbourhoods. This area has a targeted minimum density of 100 residents and jobs per hectare. Section 4 of the report outlines that within SGA's alternative height and density permissions are recommended for these designations in recognition of their importance in providing opportunities for intensification throughout the city. The land use designations that fall within SGAs are recommended to have special consideration as these lands are identified for intensification. The report goes on to say that with the SGAs increased height and density is recommended where appropriate considering contexts and site conditions.

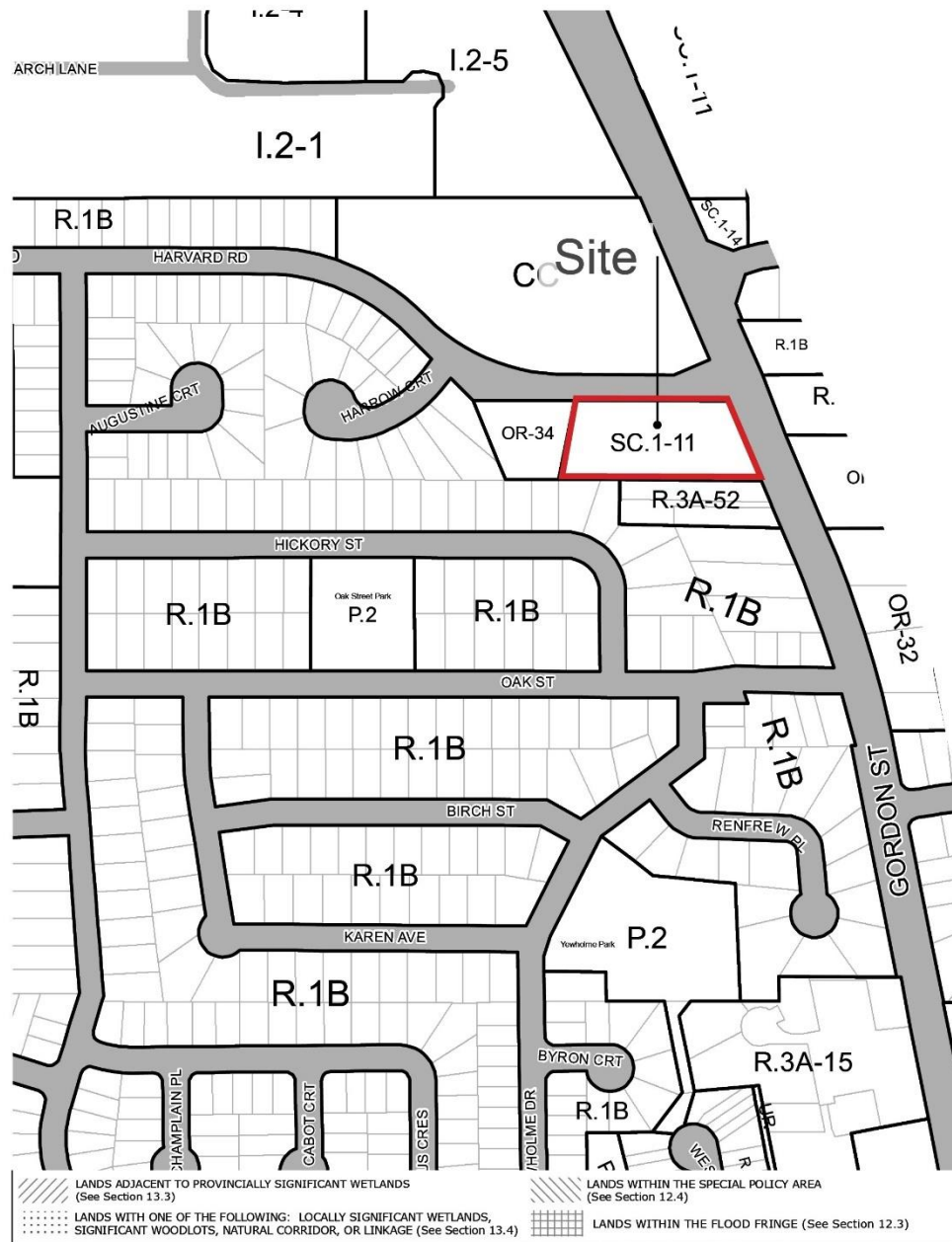
## **5.5 City of Guelph Zoning By-law (1995) - 14864**

The current City of Guelph Zoning By-law was enacted prior to the approval of the current PPS, Growth Plan, and the OP.

The Site is currently zoned Specialized Service Commercial SC.1-11 in the City of Guelph Zoning By-law, Defined Area Map 31 in Schedule A of the Zoning By-law (see Figure 8).

Section 6.4.3.1.11 outlines that the only permitted uses within the SC.1-11 zone are a Hotel and Accessory Uses in accordance with Section 4.23 and Occasional Uses in accordance with Section 4.21.





Existing Zoning  
Source: City of Guelph Zoning By-Law Schedule 'A', Defined Area Map 31 (2013)

Figure  
**8**

Planning Justification Report | 785 Gordon Street  
GSP Group | March 2022

The Proposed ZBA would rezone the Site from a Specialized Service Commercial SC.1-11 to a Specialized Residential Apartment Zone (R.4B-XX) with site specific exemptions to permit the Proposed Development, as follows:

**Regulations:** In accordance with Section 5.4.2 and Table 5.4.2 of the Zoning By-law for the R.4B zone:

Section	Regulation	Required	Provided	Compliance
5.4.1.2	Permitted Uses	-Apartment Building -Accessory Use (Section 4.23) -Home Occupation (Section 4.19)	-Convenience Store -Financial Establishment -Medical Office -Office -Post- Secondary School Residence which is defined as “means the whole of an apartment building consisting of three or more Dwelling Units, each providing up to five bedrooms for hire or gain directly or indirectly that may or may not have exclusive use of both a kitchen and a bathroom. For the purposes of the subject property, the definition of Lodging House Type 2 shall not apply.” -Restaurant -Retail Establishment -Service Establishment -Accessory Uses in accordance with Section 4.23	<b>X</b>
Row 3	Min Lot Area	650 m <sup>2</sup>	8462.2 m <sup>2</sup>	✓
Row 4	Min Lot Frontage	15 m	61.77 m	✓
Row 5	Max Density	150 uph	615 bph	<b>X</b>
4.24.17	Min Front Yard	15 m	9 m	<b>X</b>
Row 7	Min Exterior Side Yard	6 m	9 m	✓
Row 8	Min Interior Side Yard	½ bldg. height (15 m)	1 <sup>st</sup> -5 <sup>th</sup> Floor 15 m	✓
			6 <sup>th</sup> Floor 17 m	✓
			7 <sup>th</sup> Floor 20 m	✓
			8 <sup>th</sup> Floor 23 m	✓

Section	Regulation	Required	Provided	Compliance
			9 <sup>th</sup> Floor 27 m	✓
			10 <sup>th</sup> Floor 30 m	✓
Row 9	Min Rear Yard	20% Lot Depth (27.4 m) or ½ bldg. height whichever is the greater.	1 <sup>st</sup> -5 <sup>th</sup> Floor 15 m 6 <sup>th</sup> Floor 19 m 7 <sup>th</sup> Floor 22 m 8 <sup>th</sup> Floor 25 m 9 <sup>th</sup> Floor 28 m 10 <sup>th</sup> Floor 29 m	X X X X ✓ ✓
Row 10 & 4.16	Maximum Height	10 storeys Angular Plane from the centreline of the street: 45 degrees	10 storeys  Angular Plane of 52 degrees from the centreline of Harvard Road  Angular Plan of 46 degrees from the centreline of Gordon Street	✓  X  X
5.4.2.4.	Minimum Common Amenity Area	An amount of not less than 30m <sup>2</sup> per dwelling unit for each unit up to 20 For each additional dwelling unit, not less than 20m <sup>2</sup> of common amenity area shall be provided-7,980m <sup>2</sup>  Permitted in any yard other than the req exterior or front yard	14 m <sup>2</sup> per unit but not less than 50 m <sup>2</sup> provided collectively (this includes private balconies and terraces)  A portion of which is located in the required front and exterior side yard.  Permitted to have a length that is four times the width or greater.	X  X  X
Row 13	Minimum Landscaped Open Space	40%	33%	X
4.13	Off-street Parking	the post-secondary school residence does not have a defined parking rate but an apartment building has a rate of 1.5 spaces for the first 20 dwelling units and 1.25 beyond. For 389 units that is 492 parking spaces.	At a rate of 0.25 per bedrooms.  The commercial parking will be provided at the rate required by the Zoning By-law.  Residential Visitor parking is proposed at a rate of 20% <b>either</b> above grade or underground.	X  ✓  X

Section	Regulation	Required	Provided	Compliance
		293.23m <sup>2</sup> is proposed to be office at 1 per 33m <sup>2</sup> required 9 parking spaces. The exact breakdown of the remaining 293.23 m <sup>2</sup> commercial uses is unknown but the most restrictive rate it would be 1 per 7.5 m <sup>2</sup> of GFA = 40 spaces  20% of the required residential parking to be visitor above grade.		
Row 15	Buffer Strip	Where an R4 zone abuts another residential zone a buffer strip shall be developed	Fencing and landscaping provided.	✓
Row 18	Floor Space Index	1.5	2.55	<b>X</b>
4.13.3.4.2	Underground Parking Setback	3 m from each lot line	3.0 m rear 3.02 m front 3.0 m interior 5.69 m exterior	✓ ✓ ✓ ✓
4.13.2.2	Setback from the interior lot line for parking	3 m	1.4 m interior side yard setback	<b>X</b>
4.13.2.2.2	Driveway and Parking Area proximity to building entrance or window of habitable room	No part of any surface driveway or surface parking area shall be located within 3 m of a building entrance or any window of a habitable room.	3 m +	✓
N/A	Max floor area for commercial uses	0 m <sup>2</sup>	600 m <sup>2</sup>	<b>X</b>
4.17.2	Outdoor patios-associated with a restaurant or licensed establishment	No outdoor patio shall be permitted where more than one lot line adjoins lands which are in a residential zone. Where permitted outdoor patios shall be	Site abuts residential zone-front and interior side lot lines at an interior side yard setback of 6 m & front yard of 9 m	<b>X</b>



Section	Regulation	Required	Provided	Compliance
		permitted within the building envelope of the development on the site.		
4.13.3.2	Exterior Parking Space Size-Standard	2.5 m x 5.5 m	2.55 m x 5.5 m	✓
Table 4.7 Row 6	Canopies	Maximum encroachment of 1.8 m	Maximum encroachment of 2.6 m into all yards	X
Table 4.7 Row 8	Balconies	Maximum encroachment of 1.8 m	Maximum encroachment of 1.7 m into all yard	✓

Justification for the proposed site-specific regulations is provided in the following Section of this Report.

## 6. Planning Analysis

The following Section of this Report provides an analysis of the proposed OPA and ZBA to permit the Proposed Development with respect to the applicable policy and regulatory framework detailed in Section 5 of this Report.

### 6.1 Provincial Policy Statement (2020)

The Proposed Development will facilitate the intensification of the Subject Property that is located within an Intensification Corridor and the Built-Up Area identified by the OP. The Proposed Development is consistent with the policy direction outlined in the PPS. This includes intensification within an Intensification Corridor at a scale that will positively contribute to the communities ability to meet the social and economic needs of the student population today and long term without negatively impacting the surrounding communities. The proposed mixed-use development is compact, transit- supportive, and it promotes an efficient use of existing land and infrastructure. The use is transit supportive as students tend to rely more on public transit than personal vehicles. The site is served by four transit routes (Routes 5, 6, 7, and 99) that provide access to the University, Stone Road Mall, Downtown and other areas within the City. The development will also promote cycling as an alternative mode of transportation as on-site bicycle parking is proposed, proving for healthier lifestyles. The Site will be using the existing sanitary, water, and storm infrastructure as confirmed by the Functional Servicing Report prepared by MTE Consultants.

The PPS states that long-term economic prosperity should be supported by encouraging residential uses to respond to the dynamic market-based needs to provide necessary housing supply and a range of housing-options for a diverse workforce. This proposal is a direct response to the lack of student housing available in the City of Guelph. The development is proposed to provide units that are designed (size and location) to match the unique market-based needs of students within this area which includes smaller units with lower occupancies in a transit supported area near the

University of Guelph and other goods and services. The Proposed Development will provide intensification along an arterial and collector road that is compatible with the existing and surrounding residential and commercial uses.

The Proposed Development meets the PPS objectives by transforming an underutilized parcel of land located near the University of Guelph with access to the provincial highway, the arterial and collector road network, and public transit to a mixed-use development that will provide additional housing options for the post-secondary students and additional convenience commercial uses that will continue to meet the needs of the surrounding residential neighbourhood.

The proposed OPA and ZBA will facilitate desirable intensification that will contribute to the vibrancy of the Hanlon Creek neighbourhood.

## **6.2 Places to Grow Growth Plan for the Greater Golden Horseshoe (2019)**

The proposed OPA and ZBA conform with the Growth Plan. The Proposed Development will provide for the intensification and redevelopment of the Site within the Built-Up Area.

The intensification of the Site will support population growth, efficient use of land and infrastructure, and will promote the use existing and future public transit services. The OPA and ZBA are requesting a higher density that will contribute to the Growth Plan's targets for residential development occurring annually within the Built-Up Area. The Proposed Development will facilitate an efficient use of the Site and contribute to the housing supply and choice for students within the City of Guelph. The Growth Plan supports the addition of alternative forms of housing to meet that meets the needs of the current and future population.

The Proposed Development includes units that are one, two or three bedrooms in size. Over the years students have shifted from wanting to live in five-bedroom units to one, two or three bedroom units. Responding to market demands is important to ensure that there is desirable student housing available that will assist in filling in the existing student housing gap in the housing market. This shift to smaller units raises the number of units proposed without increasing the overall occupancy. If the proposal was for five-bedroom units, the density would fall at around 128 units per hectare, which is permitted in a high-density residential designation. The Growth Plan directs municipalities to consider the use of available tools to allow multi-unit residential developments to incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes. For this development it is requested that the municipality allow the density to be calculated on a bedroom per hectare basis instead of the standard units per hectare. Using the traditional density calculation method for this student housing project will not provide an accurate representation of the number of occupants or impacts of the development. Using a bedroom per hectare calculation will provide the municipality with some certainty as they manage growth within the city. The current OP has identified that the Subject Property is located within an Intensification Corridor. Although the current OP does not implement the current Growth Plan, the OP has highlighted this area as a key focus for intensification

within the City. The Growth Plan states that where the OP does not implement the current Growth Plan that municipalities shall use relevant legislative and regulatory tools and other strategies to plan for a variety of heights, densities and other elements of site design within settlement areas.

The Proposed Development will provide additional student housing that is compact, an efficient use of infrastructure, near public transportation, public service facilities, and publicly-accessible open spaces. In addition, the proposed application will facilitate development that will contribute to a vibrant and active public realm along Gordon Street and Harvard Road that is compatible with surrounding uses through appropriate site and urban design measures. The guiding principles of the Growth Plan speak to the achievement of complete communities that meet the needs of residents for daily living. The proposed OPA and ZBA will provide student housing within proximity to commercial, recreational and institutional amenities, consistent with the Growth Plan to provide for the basic needs of all residents in a community.

### **6.3 City of Guelph Official Plan (2017)**

The application is proposing to amend the current OP designation from Neighbourhood Commercial to High Density Residential with site specific policies to allow the maximum density to be 615 bph, and to allow up to 600 m<sup>2</sup> of convenience commercial uses.

The proposed OPA and ZBA conform with the intent of the OP policies for lands within the Built-Up Area and Intensification Corridor and it represents appropriate intensification for the Subject Property. Intensification on this Site will positively contribute to the city's goal to create complete communities that provide access to a range of housing options that are transit supportive.

Built-Up Areas are the focus to accommodate population growth through infill and intensification, specifically in Intensification Corridors (Section 3.7). Built-Up Areas are to include a diverse and compatible mix of land uses to support vibrant communities including a mix of housing forms and densities. The intensification within a Built-Up Area will be transit supportive and encouraged to generally achieve higher densities than the surrounding areas while achieving appropriate transition of built form to adjacent uses. The Site will contain a mix of compatible uses, including rental housing for an under served market (students). While the density is proposed to be higher than the surrounding uses, the Urban Design Brief concludes that the proposed site design provides an appropriate transition to the adjacent lower density residential uses. The Shadow Study confirms there is minimal or no shadow impacts on the adjacent residential uses.

The proposed redesignation of the Site to a High Density Residential designation is appropriate for the following reasons:

- The Subject Property is in an Intensification Corridor which is to be planned to provide for mixed-use developments in proximity to transit services at appropriate locations (Section 3.10.1). The Site is extremely well served by higher order transit and local transit. Section 3.10.3 directs development within Intensification Corridors towards arterial and collector

roads. The Site is located on the corner of an arterial road (Gordon Street) and a collector road (Harvard Road). The proposed post-secondary school residence will positively contribute to the ridership of existing higher order and local transit in a location that is appropriate for intensification.

- The Public Transit policies in Section 5.5 highlight that the city shall plan for a compact urban form by promoting mixed and transit supportive uses, urban intensification and strong urban structure within identified Nodes and Corridors and that the impacts on transit shall be considered when planning the locations for higher density housing. The Site will increase residential and employment densities through the commercial uses and student rental housing which will support the viability of existing and planned transit service levels. The Transportation Impact and Parking Study, prepared by Salvini Consulting concluded that students have a higher reliance on public transit than other users. The post-secondary school residence will generate additional ridership on the higher order transit and local transit that serves the Site (Section 3.10.2 i)). As part of their enrollment, students receive a local bus pass. The increased ridership will have a positive impact on the existing and planned transit.
- The development will provide a mix of residential, office and commercial uses. This Site is an appropriate location for a mixed-use development as it is located on the edge of a neighbourhood that contains a mix and range of housing types and commercial and office uses. The proposed permitted uses will: fit in with the existing uses, contribute to the vibrancy of the community and be designed to ensure compatibility with the surrounding land uses (Section 3.7.3 iv)).
- This Proposed Development is consistent with the Built-Up Area and general intensification policies in Section 3.7 that direct new residential growth to the Built-Up Area through intensification, specifically within the Intensification Corridor. The policies also note that intensification within Built-Up Areas will be encouraged to generally achieve a higher density than the surrounding areas while achieving an appropriate transition of the built form to adjacent areas. To achieve compatibility with the surrounding land uses, the Site has been designed with stepbacks to achieve a more pedestrian friendly design and to create a massing that is at an appropriate scale for the Site while respecting the existing surrounding built environment.
- The existing use of the Site as a hotel is an underutilization of the Site and the Proposed Development will revitalize the underutilized lot through redevelopment in accordance with Section 3.7.3 iii).
- The Commercial Function Assessment prepared by Ward Land Economics Inc., concluded that the redesignation is justified and that the surrounding area provides a sufficient level of commercial uses to serve the population. The Proposed Development will change the commercial use on the Site from a hotel which only serves the travelling public to convenience commercial uses that will serve the needs of the surrounding and travelling population, which will achieve a higher level of service than what exists on the Site. The commercial uses are intended to have a convenience and service-oriented function to help



serve the convenience shopping needs of student residents of the Site and will enhance convenience shopping for residence and those working within the surrounding area.

- The proposal is consistent with the residential designation objectives (Section 9.3) as it would:
  - Facilitate the development of an innovative housing type and density to meet the diverse lifestyles and social needs of the current and future post-secondary students within the City of Guelph;
  - Create a development that is transit supportive and an efficient use of existing infrastructure;
  - Include a convenience commercial component to serve the tenants and area residents;
  - Provide a higher density development in an appropriate location with convenience access to transit, employment, education, shopping and other uses that would contribute to creating a complete community; and
  - Result in a higher density development that has been designed to be compatible with the existing housing forms and non-residential uses.

Within residential designations, Section 9.3.1.1 of the OP contains development criteria that is to be considered when assessing intensification proposals and multi-unit residential developments. Justification for each of the criteria is provided below:

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 Development is located at an intersection where residential and non-residential uses converge. The character of the surrounding area is eclectic and contains a one storey commercial plaza, a two-storey brick office building and three storey brick residential building and two storey brick residential dwellings that are screened by a fence and existing vegetation. The adjacent lands are designated Neighbourhood Commercial (north & west), Mixed Office/ Commercial (south and east), and Low Density Residential (south & east). The Neighbourhood Commercial designation permits a maximum height of six storeys and a maximum density of 100 uph. The Mixed Office/ Commercial designation permit a maximum height of four storeys and a maximum density of 100 units per hectare. The Low-Density Residential designation permits a maximum height of three storeys and a maximum density of 35 uph. The Low-Density Residential lands that abut Gordon Street (arterial road) may be permitted to go up to six storeys in height and have a density of up to 100 uph in accordance with the Height and Density Bonus policies of the OP. The proposed building is 10-storeys in height.

Although the height is higher than what is permitted on adjacent lands the Intensification Corridor policies in Section 3.10 highlight that this Site shall be planned to achieve increased residential densities that support and ensure the viability of existing and planned transit

levels. This is echoed by the Built-Up Area policies that outline that intensification of these areas will be encouraged to generally achieve higher densities than the surrounding areas while achieving an appropriate transition of built form to adjacent areas. The proposed building has been designed with the setbacks on the south side to provide an appropriate massing transition to the medium and low density residential units to the east and south. This was achieved through building setbacks (stepbacks of floors 6-10) to minimize the massing and scale of the building. The Urban Design Brief prepared by GSP Group concludes that the proposed building materials, massing and architectural design elements are appropriate for the Site. While the design is more contemporary than the existing commercial uses, those will likely either receive façade upgrades or be redeveloped in the future to a more contemporary style. While not the same, the proposed architectural features will enhance the existing streetscape and contribute to the vibrancy of the area.

When contemplating compatibility of the built form shadowing, noise, traffic, and other nuisance considerations are also to be evaluated. The Shadow Study prepared by SRM Architects, concluded that the Proposed Development will not have negative shadow impacts on surrounding properties. The Road Traffic and Stationary Noise Impact Study prepared by JJ Acoustic Engineering Ltd., noted that roof top mechanical equipment should be designed and located to minimize noise. The design of the roof top mechanical equipment will be finalized through the Site Plan Approval process. The Transportation Impact and Parking Study, prepared by Salvini Consulting, concluded that the development would not create additional traffic that could not be accommodated by the existing road network. The building is proposed to be predominately oriented towards Harvard Road. This is consistent with the existing building on the Subject Property and to the north as well as the residential development to the south of this Site. The Proposed Development is consistent with the existing orientation of the surrounding buildings.

The front yard/ exterior side yard setbacks proposed along Gordon Street and Harvard Road is 9 m. The Site exceeds the minimum 6 m exterior side yard requirement along Harvard Road. A site specific provision is requested through the ZBA to reduce the minimum front yard from 15 m to 9 m. The requested 9 m is further than the existing 6 m setback for the residential development to the south and closer than the existing 15 m setback for the commercial plaza to the north. The proposed setback will not be out of character as the street includes a range of setbacks along Gordon Street. The requested setback is large enough to ensure the intersection sight lines are not impacted while framing the street and providing strong pedestrian connections and an urban square.

2. *Proposals for residential lot infill will be compatible with the general frontage of lots in the immediate vicinity.*

The size of the Subject Property is consistent with the frontage of lots in the immediate vicinity. The Proposed Development will not result in the creation of new lots. The Site is

proposed to have landscaping and architectural elements that will reduce the visual impact of the horizontal and vertical massing of the building. The Urban Design Brief, prepared by GSP Group provides further details on this.

3. *The residential development can be adequately served by local convenience and neighbourhood shopping facilities, schools, trails, parks, recreation facilities and public transit.*

The Proposed Development is in an area with a mix of uses. There is a commercial centre across the street, four parks (Oak Street Park, Mayfield Park, Yewholme Park, and Rickson Park) within walking distance (a 10 minute walk), the University of Guelph campus entrance is 800 m away, and Stone Road Mall is 1.9 km away. The Site is also well served by higher order and local transit that makes it convenient to access services city wide as well as other cities by way of the GO Bus.

4. *Vehicular traffic generated from the Proposed Development will not have an unacceptable impact on the planned function of the adjacent roads and intersections.*

As demonstrated by the Transportation Impact and Parking Study prepared by Salvini Consulting, the Proposed Development will not have an unacceptable impact on the planned function of the adjacent roads and intersections. No road improvements are required to support this development.

5. *Vehicular access, parking and circulation can be adequately provided and impacts mitigated.*

#### *Access & Circulation*

One access is proposed off Harvard Road. The Transportation Impact and Parking Study prepared by Salvini Consulting concluded that the proposed access off Harvard Road is sufficient for the Proposed Development. Garbage will be removed from Site by a private company and fire access will be from Harvard Road. Pedestrians will be accommodated throughout the Site by way of sidewalks and landscaped pathways.

#### *Parking*

The requested post-secondary school residence is not a defined use in the Zoning By-law. An apartment building has a parking rate of 1.5 spaces for the first 20 dwelling units and 1.25 spaces per dwelling unit beyond 20 dwelling units. Through the ZBA a parking rate of 0.25 parking spaces per bedroom is requested for the post-secondary school residence. The parking policies in Section 5.11 of the OP state that reduced parking requirements may be considered as part of a Parking Study, particularly within Intensification Corridors or where

high levels of transit exist or are planned. The affordable housing policies within the OP note that city council may establish alternative development standards for residential intensification, redevelopment and new residential development which minimizes the cost of housing and facilitates compact urban form. This may include setting maximum unit sizes or reducing parking requirements. The Subject Property is located within an Intensification Corridor and is extremely well served by higher order transit (GO) and local transit (four local bus routes). The Transportation Impact and Parking Study prepared by Salvini Consulting assessed what parking rate would be appropriate for the post-secondary school residence. The data presented in the study confirms that 0.25 parking spaces per bedroom is appropriate for the post-secondary school residence. It has been demonstrated that students place a heavier reliance on public transit, walking and cycling than automobiles as a means of transportation. Parking for the commercial uses will be provided at the rate required within the Zoning By-law.

The Zoning By-law requires 20% of the parking required for a residential use to be visitor parking, located above grade. The application is requesting that the visitor parking be permitted at grade or underground. The underground parking will be accessible to the public as it will provide parking for both the residential and commercial uses on the Site. Signage on Site will be used to delineate the location of visitor parking on Site. Providing both options will allow visitors flexibility to park wherever they prefer. This is consistent with the policies in Section 8.9 for high-rise buildings that outlines that parking should be provided primarily below grade with limited visitor surface parking.

The location and design of the parking is consistent with the urban design parking policies in Section 8.9 (urban design policies for high-rise buildings) and 8.12 (parking) as:

- It is provided within the interior side yard;
- Underground parking is provided to reduce the amount of surface parking;
- Parking is provided primarily below grade with limited surface parking (a site-specific provision has been requested to allow the 20% visitor parking for the residential to be either below grade or at grade);
- Multiple walkways are provided from parking areas and the municipal sidewalk that are articulated, safe and accessible;
- Short term bicycle (visitor) parking for the residential and commercial uses is provided outdoors adjacent to Harvard Road, close to the main entrance, and on the south side of the building adjacent to the parking area and in an indoor bicycle room on the first floor. Indoor long term bicycle parking for the residential and commercial uses is provided in an indoor bicycle room on the first floor adjacent to the parking lot;
- Surface parking adjacent to residential lands will have a 1.8 m high board on board fence and plantings to screen the Subject Property and adjacent residential uses; and



- The underground parking ramp is not on the main pedestrian path of travel. Hatching and signage will be added through the site plan process.
6. *That adequate municipal infrastructure, services and amenity areas for residents can be provided.*

As demonstrated by the Functional Servicing and Stormwater Management Report, prepared by MTE Consultants, there is adequate water, storm and sewage capacity and infrastructure is in place to service the Proposed Development. A new water service is proposed that will connect into the existing municipal watermain.

Outdoor amenity space is provided to the north, south and east of the building. These areas consist of benches, a seat wall, tables, grass, concrete sidewalks, and planters. These outdoor amenity areas will be augmented by private balconies and terraces, as well as some indoor amenity area for the residential tenants. The indoor amenity spaces include a games room, theatre, fitness facilities (yoga and gym), tanning and study rooms and lounges. While a reduction to the common amenity areas and landscaped open space is requested, the site has adequate amenity areas to serve the students. In addition to the amenity spaces provided on the Site, the university students will also have access to extensive recreation facilities and greenspace at the university.

7. *Surface parking and driveways shall be minimized.*

The Site has one driveway access off Harvard Road. The Proposed Development is proposed to provide 45 surface parking spaces and 175 underground. To reduce the visual impact of the surface parking, parking has been kept to the interior of the Site with the building oriented to the streets. Any gaps between building where surface parking could be visible will be buffered by landscaping. The loading space is screened from the west and east by the building and landscaping to the south. The surface parking is proposed to encroach into the 3 m interior side yard setback requirement. The requested 1.4 m interior side yard setback for parking is sufficient to allow for a 1.8 m high board on board fence and additional plantings to screen the parking. The residential development to the south contains surface parking adjacent to this parking area and a board-on-board fence. The fencing will be continued, and new trees are proposed to ensure that the single detached dwelling to the southwest is screened.

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.*

The Proposed Development is already served by public sidewalks. The Site will provide pedestrian connections to the public realm off Harvard Road and Gordon Street, including a mini urban square at the corner of Gordon Street and Harvard Road. The Transportation Impact and Parking Study has confirmed that the driveway connection proposed off Harvard Road is adequate to serve the Proposed Development. A total of 432 bicycle parking spaces are proposed in numerous locations throughout the Proposed Development, including secure indoor storage, temporary outdoor storage, and storage within the underground parking level to encourage a healthy lifestyle through alternative modes of transportation. The ZBA is requesting that short term and long term bicycle parking be required at the rate required in the first draft of the Comprehensive Zoning By-law update. Bicycle parking is important for this development as students often place a high reliance on cycling as a means of transportation.

9. *Impacts on adjacent properties are minimized in relation to grading, drainage, location of service areas and microclimatic conditions, such as wind and shadowing.*

The site grading is consistent with existing topography and will not negatively impact adjacent properties. Drainage will be addressed on Site through catch basins and a stormceptor. The drainage will then be directed to the municipal storm system. The Functional Servicing and Stormwater Management Report prepared by MTE Consultants Inc., concluded that the municipal system is adequately sized to accommodate drainage from this development. The Pedestrian Level Wind Impact Study prepared by the Boundary Layer Wind Tunnel Laboratory at Western University, concluded that generally future wind conditions at-grade were acceptable for the comfort of residents and visitors. Strong winds are anticipated near Gordon Street and Harvard Road at the corner of the building's at-grade outdoor patio. Satisfactory wind speeds can be achieved through mitigation measures. The Shadow Study prepared by SRM Architects concluded that based on the findings, the Proposed Development will generally not have a negative shadow effect on the existing neighbourhood. Based on the study conclusions there are no microclimate impacts of concern anticipated.

10. *The development addresses public safety, identified public views and accessibility to open space, parks, trails and the Natural Heritage System, where applicable.*

The Proposed Development will increase safety in the area by increasing public activity and surveillance of the Site through the addition of new residents and public facing commercial uses. The Site has been designed to promote safety with lots of sightlines and connections to the public realm.

#### *Density*

Within High Density Residential Areas Section 9.3.5 specifies that the predominant use shall be high density multiple unit residential buildings, generally in the form of apartments. The minimum height is three storeys and the maximum height is 10 storeys. The minimum net density is 150 units per hectare and the minimum net density is 100 units per hectare.

The Proposed Development is 10 storeys in height with a mechanical penthouse and it is proposed to have a density of 615 bedrooms per hectare (520 bedrooms). Through the OPA and ZBA it is requested that density be calculated by bedrooms per hectare not units per hectare. This is to allow this development to keep up with market demands which show that students would now like to live in one-, two- and three-bedroom units instead of the traditional model of five bedroom units. This trend was further reinforced by the pandemic. Under the old five-bedroom model the 520 bedrooms would equate to 104 units (123 uph) which is well below the density maximum. In this case measuring density by units per hectare is not an accurate representation of the impacts or occupancy rate. The Functional Servicing and Stormwater Management Report prepared by MTE Consultants, has concluded that 389 units with 520 bedrooms can be accommodated by the existing municipal services. The shift from five-bedroom units to one, two and three bedroom units will result in a development that meets the needs of the student population without increasing the number of occupants or impacts to the public realm. The City of Waterloo permits the calculation of density to bedrooms per hectare in higher density zones in proximity to post-secondary institutions. This was included as a response to the increased amount of purpose-built student housing within the area. Calculating density by bedrooms per hectare gives the municipality certainty on the overall occupancy while also providing the Owner the flexibility to include a range of bedrooms in each unit to meet market demands and the needs of the student population. Over the years there has been a clear increase in student enrollments however there has not been the same increase in the supply of student residences. Across the province it has been private developers that are stepping up to fill in the gap to provide purpose-built student rental housing that is located near universities and that provides amenities to serve the needs of the students. The PPS, Growth Plan and OP clearly directs municipalities to create complete communities by providing a range of housing types, and densities to meet the needs of the current and future population. Ensuring that the students have sufficient housing options that are safe, near the University and that have easy access to transit and services is essential to achieving a complete and inclusive community within the City of Guelph.

The University of Guelph has a student population of approximately 29,507 students, of which 5,000 are accommodated by university housing. Within the City of Guelph there is a shortage of available student housing, both purpose built and rentals of dwelling units. According to the Guelph Growth Management and Affordable Housing Monitoring Report 2020, in 2020 the average vacancy rate for all rental units in the City of Guelph was 2.2%. The City has fallen below a balanced and healthy vacancy rate of 3% for the tenth year in a row (2010-2020). The 2021 Report has not been released yet to confirm what the rental vacancy rate was in 2021. These units are dispersed throughout the city. Proximity to the University of Guelph and convenient access to public transit is essential for students. This criterion further limits rental options for students. The rise in admission rates and housing market constraints are making it extremely challenging for students to find housing that meets their needs. The OP policies place a strong emphasis on providing a full range of housing

types, densities and tenure to meet a diversity of lifestyles, social needs, health and well-being of current and future residents. Students deserve to have access to safe housing that meets their needs- location and amenity wise. Calculating density by bedrooms per hectare is a tool that the municipality has available to remove barriers and assist in the creation of purpose-built student rental housing that will meet the needs of the students without impacting the overall housing market or established neighbourhoods.

As outlined in Section 5.4 of this Report, The Housing Analysis and Strategy Shaping Guelph Growth Management Strategy Report dated February 2021 identified Gordon Street as an Intensification Corridor between Stone Road East and Claire Road East. Section 5.4.2 of the report states that Intensification Corridors are intended to grow to include a range of mixed development with close proximity to transit services. The areas are to be planned by the OP to increase the residential and employment densities to support planned and existing transit services. The development and intensification should be planned around the arterial and collector road systems in the city. The Growth Management Strategy Land Needs Assessment Report Shaping Guelph: Growth Management Strategy December 2021 identified Gordon Street and Harvard Road (the Subject Property) as an SGA that is to accommodate intensification through a mix of high density residential, neighbourhood commercial and mixed office commercial uses that offer services to support the surrounding neighbourhoods. Section 4 of the report outlines that within SGA's alternative height and density permissions are recommended for these designations in recognition of their importance in providing opportunities for intensification throughout the city. The land use designations that fall within SGAs are recommended to have special consideration as these lands are identified for intensification. The report goes on to say that with the SGAs increased height and density is recommended where appropriate considering contexts and site conditions. The OPA and ZBA application are in consistent with these policies.

The requested bedrooms per hectare is appropriate within the Intensification Corridor and Built-Up Area.

#### *Commercial Uses*

The application is proposing to include approximately 600 m<sup>2</sup> of convenience commercial uses. The objectives of residential designations include encouraging the distribution of local convenience commercial uses in appropriate locations within residential areas (Section 9.3 h). Section 9.3.1.2.1 permits convenience commercial uses up to maximum gross floor area of 400 m<sup>2</sup> on a property. Although an OPA is required to allow this development, it is still acknowledged that these lands are currently designated Neighbourhood Commercial Centre within the Official Plan. Within the Neighbourhood Commercial Centre designation it is intended that the ground floor will be planned and designed to maintain the principal commercial function. Within the Neighbourhood Commercial designation properties the OP permits a maximum of 6,500 m<sup>2</sup> of gross floor area of commercial uses (maximum of 3,250 m<sup>2</sup> of an individual retail use).

To prevent the creation of strip commercial developments comprising of a series of neighbourhood commercial centres located adjacent to another along a major street, it is the general requirement



that lands designated Neighbourhood Commercial Centres have a minimum distance separation from one another of 500 m (Section 9.4.5.2). The Subject Property is located adjacent to the Campus Estates Plaza that has a site-specific provision in Section 9.4.5.4 to allow a maximum of 10,000 m<sup>2</sup> of commercial uses. Due to the Sites proximity to the Campus Estates Plaza the Site is not an appropriate location for the extent of commercial uses contemplated in the OP. Providing a large amount of commercial on this Site would negatively impact the existing commercial plaza to the north. A High Density Residential designation allowing a modest amount of commercial uses that will compliment the existing commercial uses at the Campus Estates Plaza is desirable and more appropriate. The Commercial Function Assessment prepared by Ward Land Economics, concluded that the proposed land use designation and zoning is justified from a commercial function perspective.

The requested amount of commercial proposed is a minor departure from the current maximum given the current designation and Site context. The request is appropriate for the Site along an Intensification Corridor and will allow the Site to provide an appropriate level of service to the tenants and surrounding residential and office uses. In Residential Areas convenience commercial uses are to be complementary to and serve the needs of the residential neighbourhoods. Non-residential uses are to be developed in a manner that is compatible with adjoining residential properties and which preserves the amenities of the residential neighbourhood. The convenience commercial uses comply with the urban design policies for non-residential uses in a residential area for the following reasons:

- The Site is located at the corner of an arterial and collector road (Section 9.3.1.2.3i));
- The commercial uses are predominately oriented towards Gordon Street. The parking will be provided in accordance with the Zoning By-law for the commercial uses. The Transportation Impact and Parking Study prepared by Salvini Consulting concluded that the proposed uses will not trigger any road improvements and that the proposed access is adequate for the development (Section 9.3.1.2.3ii));
- The Road Traffic and Stationary Noise Impact Study prepared by JJ Acoustic Engineering Ltd., concluded that the roof top mechanical equipment should be designed to minimize noise impacts. Lighting and the design of the roof top mechanical equipment will be designed to minimize impacts on adjacent properties (Section 9.3.1.2.3ii) and 8.7.1 ii) & iii));
- Landscaping is proposed along the front and exterior lot lines. The Preliminary Landscape Concept Plan prepared by GSP Group shows how the higher order landscaping will enhance the street edge, create a vibrant street frontage, and assist in the transition to lower density residential uses. The Preliminary Landscape Concept Plan shows the urban square proposed on the northeast corner of the Site. The urban square frames the street and forms the main pedestrian access to the Site. The proposed screening along the south lot line will utilize the existing retaining wall and board on board fencing. The fencing is proposed to continue to the west to screen the Subject Property from the two single detached dwellings (Section 8.7.1iv), 8.17, and 9.3.1.2.3iii));
- Internal walkways and driveways have been designed to be comfortable for pedestrians, cyclists and vehicles. Well-articulated pedestrian walkways are proposed along the street

frontage and throughout the Site that connect with public sidewalks on Gordon Street and Harvard Road (Section 8.13).

- The refuse and recycling will be stored within the building and will be picked up by a private company. All utilities and mechanical equipment is proposed to be stored within the building and the loading space while outside of the building is screened from the public realm and adjacent residential use (Section 8.13).
- The parking for the commercial uses is proposed to be provided in accordance with the Zoning By-law. The Transportation Impact and Parking Study prepared by Salvini Consulting demonstrates that the overall access and parking design and amount will adequately serve the Proposed Development. This was also verified by the truck movement plan provided by MTE Consultants that demonstrated that the proposed design will effectively accommodate delivery vehicles, private garbage pickup and moving trucks onsite. This will be finalized through the Site Plan Approval process but at this stage it has been demonstrated that the overall proposed design is functional (Section 9.3.1.2.3 iv)).
- The Functional Servicing and Stormwater Management Report prepared by MTE Consultants, concludes that the existing municipal services are adequate to accommodate the Proposed Development (Section 9.3.1.2.3v)).
- The building has been designed to reduce the appearance of massing and visual impacts of flat roof lines and height through architectural style, stepbacks, street facing windows, balconies, and exterior finishes (Section 8.7.1i)).

The Proposed Development satisfies the following urban design principles:

- The building frames and articulates the streets with windows that face the street. The Site provides a direct link to public sidewalks by way of internal walkways (Section 8.2.11 and 8.6);
- The Subject Property is a minor gateway with high visibility. The building was designed to accentuate the corner of Gordon Street and Harvard Road through a combination of building presence and landscape treatments. The design incorporates increased height, high quality finishes, and includes architectural features such as street facing windows and entrances, balconies and a variety of massing elements to provide a visually appealing façade, reduce the impact of flat roof lines and animate the pedestrian realm (Section 8.2.11, 8.6 and 8.9);
- The proposed Development includes active uses (cafe) on a portion of the main floor that provide an interface with the public realm and enhance the vibrancy and liveliness of the street. The Landscape Plan shows the benches, tables, outdoor patio and seat wall proposed throughout the Site that will contribute to the vibrancy of the streetscape (Section 8.2.11);
- A Pedestrian Level Wind Impact Study and Shadow Study was completed to assess the impacts of the Proposed Development. Both studies concluded that there is no major shadowing or wind impacts on the adjacent properties (Section 8.9);
- Various canopies are proposed along the building adjacent to Gordon Street and Harvard Road that will provide weather protection (Section 8.2.11);

- The rooftop mechanical equipment will be designed minimize noise and visual impacts on adjacent properties (Section 8.6);
- The proposed building will have setbacks and only contains one tower to reduce the massing of the upper floors to create an appropriate transition to the surrounding medium and low density residential uses (Section 8.9);
- The Site promotes a safe built environment as the sidewalks are visible and accessible, the proposed commercial uses will increase the vibrancy of the Site and increased informal surveillance of the Site and surrounding area (Section 8.16); and
- The proposed urban square will be a publicly accessible space with sitting areas and landscaping that will promote passive use and social interaction. The urban square is framed by the building adjacent to commercial uses on the ground level that will increase the vibrancy of the streetscape. The urban square has been designed with multiple access points and circulation in mind. The urban square serves as the main pedestrian entrance to the Site (Section 8.20).

In conclusion, it is our opinion that the Site is an appropriate location for intensification and purpose-built student housing. The applications meet the intent of the Intensification Corridor and Built- Area policies and urban design goals and objectives. The development will contribute to the vibrancy of the area, is transit supportive and an efficient use of the existing infrastructure. It provides a significant investment in the City of Guelph while capitalizing on the existing location of the Subject Property close to the University of Guelph without negatively impacting the existing established neighbourhoods. The Proposed Development provides additional student housing without the need to expand municipal services (promotes efficient use of land and infrastructure), provides support for nearby non-residential uses that have been negatively impacted during the pandemic, promotes increased use of existing public transit and higher order transit which reduces the reliance the residents will have on vehicles.

## 6.5 City of Guelph Zoning By-law (1995) - 14864

The Site is currently zoned Specialized Service Commercial (SC.1-11) in the City of Guelph Zoning By-law (1995) – 14864. The SC.1-11 zone permits a hotel, accessory uses and occasional uses.

The ZBA is proposed to rezone the Site from a Specialized Service Commercial (SC.1-11) Zone to a Specialized Residential Apartment (R.4B-XX) Zone, with site-specific provisions to permit the Proposed Development. Appendix B contains the text of the proposed amendment.

The site-specific zoning would allow a convenience store, financial establishment, medical office, office, post-secondary school residence, restaurant, retail establishment, service establishment and accessory uses with the following deviations to the regulations:

- Alter the maximum density from 150 uph a maximum of 615 bph;
- A reduction in the minimum front yard setback (Gordon Street) from 15.0 to 9.0 m;

- To require a minimum interior side yard setback of 15 m for the 1<sup>st</sup> – 5<sup>th</sup> storey, 17 m for the 6<sup>th</sup> storey, 20 m for the 7<sup>th</sup> storey, 23 m for the 8<sup>th</sup> storey, 27 m for the 9<sup>th</sup> storey and 30 m for the 10<sup>th</sup> storey;
- A reduction in the minimum rear yard setback from 20% of the lot depth (27.38 m) to:
  - 15 m for the 1<sup>st</sup> to 5<sup>th</sup> storey;
  - 19 m for the 6<sup>th</sup> storey;
  - 22 m for the 7<sup>th</sup> storey; and
  - 25 m for the 8<sup>th</sup> storey;
- To apply a minimum rear yard setback of:
  - 28 m for the 9<sup>th</sup> storey; and
  - 29 m for the 10<sup>th</sup> storey;
- An increase in the maximum angular plane from 45 degrees to 52 degrees from the centreline of Harvard Road and to 46 degrees from the centreline of Gordon Street;
- A reduction in the minimum common amenity area from 7,980 m<sup>2</sup> (30 m<sup>2</sup> per dwelling unit for each unit up to 20 and for each additional dwelling unit 20 m<sup>2</sup> per dwelling unit) to 14 m<sup>2</sup> per dwelling unit of common amenity areas but less than 50 m<sup>2</sup> collectively shall be provided (this includes private balconies and terraces);
- To allow common amenity areas within the required front and exterior side yard and to allow common amenity area to have a length that is four times the width or greater;
- To reduce the minimum landscaped open space from 40% to a minimum of 33%;
- A reduction to the interior side yard setback for surface parking from 3 m to 1.4 m;
- To apply a parking rate of 0.25 parking spaces per bedroom for the post-secondary school residence;
- To allow the visitor parking for the residential use to be provided at grade or underground;
- To apply a bicycle parking rate of:
  - Residential: one long term and 0.1 short term spaces per unit;
  - Office: 0.2 long term spaces per 100m<sup>2</sup> GFA (two spaces minimum) and 0.13 short term spaces per 100 m<sup>2</sup> GFA (minimum of two spaces);
  - Convenience store, financial establishment, medical office, retail establishment, service establishment: 0.1 long term per 100 m<sup>2</sup> GFA (two spaces minimum) and 0.2 short term per 100 m<sup>2</sup> GFA (2 spaces minimum); and
  - Restaurant: 0.1 spaces long term per 100 m<sup>2</sup> GFA (two spaces minimum) and short term two spaces per use;
- An increase of the FSI from a maximum of 1.5 to 2.55;
- To allow a maximum of 600 m<sup>2</sup> of convenience commercial uses on the first storey;



- To permit an outdoor patio associated with a restaurant or licensed establishment on a property that abuts a residential zone along the front lot line and interior side yard lot line that is 6 m from the interior lot line and 9 m from the front lot line;
- To increase the maximum permitted encroachment for canopies from 1.8 m to 2.6 m in all yards; and
- To define a post-secondary school residence as “means the whole of an apartment building consisting of three or more Dwelling Units, each providing up to five bedrooms for hire or gain directly or indirectly that may or may not have exclusive use of both a kitchen and a bathroom. For the purposes of the subject property, the definition of Lodging House Type 2 shall not apply.”

The ZBA is appropriate and desirable for the reasons described below:

### *Uses*

The addition of the post-secondary school residence as a permitted use will allow the Proposed Development to offer purpose-built student rental housing that will provide students with additional housing options to meet their needs. A post-secondary school residence is proposed to be defined as “means the whole of an apartment building consisting of three or more Dwelling Units, each providing up to five bedrooms for hire or gain directly or indirectly that may or may not have exclusive use of both a kitchen and a bathroom. For the purposes of the subject property, the definition of Lodging House Type 2 shall not apply.” This definition will allow a range of one bedroom student units up to a maximum of five bedrooms. The intent of this zone is to provide higher density residential uses. A post-secondary school residence will achieve this objective.

The following convenience commercial uses are proposed: convenience store, financial establishment, medical office, office, restaurant, retail establishment, and service establishment up to a maximum gross floor area of 600 m<sup>2</sup>. The current permitted uses are very restrictive. The proposed mixed-use development will provide an appropriate range of uses that will allow the lands to achieve its planned function along a mixed-use corridor. The commercial uses proposed will predominately serve the tenants and immediate surrounding residents.

### *Density*

The application is requesting to calculate density by bedrooms per hectare instead of units per hectare and to alter the maximum density from 150 uph to 615 bph (520 bedrooms). In the past purpose-built student housing was predominately five bedroom units. Over the years students have shifted to wanting to live in one, two, or three-bedroom units. This was further reinforced by the pandemic. Within the five-bedroom model the 520 bedrooms proposed would be 104 units, a density of 123 uph. The R.4B zone allows a minimum density of 100 uph and a maximum density of 150 uph. At 150 uph a maximum of 127 units would be permitted. If each unit was five bedrooms, the development could contain a maximum of 635 bedrooms. The requested 520 bedrooms is well below the maximum that is currently permitted within the R.4B zone. Shifting the units from five-bedroom units to one, two, or three bedroom units will allow the owner to provide unit sizes that

meet the needs of the students without increasing the number of occupants or impacts on the public realm. The Functional Servicing and Stormwater Management Report prepared by MTE Consultants concluded that the existing municipal infrastructure is adequate to accommodate the Proposed Development. When providing purpose-built housing, it is essential that it is sized and designed to accommodate the needs of the end user. The objective of having a minimum and maximum density is to control growth. The 2021 Guelph Development Charges Update Report estimates that the persons per unit for a one bedroom/ bachelor apartment is 1.322 people and for a two plus bedroom apartment it is 1.849 people. These metrics are not transferable to student housing as the occupancy is typically one person per bedroom. From a growth perspective the city will benefit from measuring density on a per bedroom basis as it provides an accurate representation of number of occupants which will assist the city in managing growth. While it provides certainty to the city it allows the developer flexibility to meet market demands without increasing the overall occupancy.

#### *Landscaped Open Space/ Amenity Space*

The Zoning By-law requires a minimum of 40% of landscaped open space. This is to ensure that there is adequate green space and amenity areas, sufficient previous area for drainage purposes, and to limit the scale of the building. A minimum landscaped open space of 33% is requested. The Functional Servicing and Stormwater Management Report, prepared by MTE Consultants demonstrates that the site is adequately designed to accommodate drainage. The Preliminary Landscape Concept Plan, prepared by GSP Group shows that higher order landscaping is proposed along the street frontages and adjacent to the property lines. Amenity areas are proposed to the north, south and east of the building. These amenity areas will provide sufficient outdoor space for the students. This will be augmented by private, balconies, terraces and indoor amenity areas. The Shadow Study prepared by SRM Architects, concluded that there are no major shadowing impacts due to this development. From an urban design perspective, the Urban Design Brief prepared by GSP Group concludes that the architectural features of the building design such as the use of lighter colours and horizontal breaks in the building elevation reduce the visual massing of the building.

The Zoning By-law requires each unit in an apartment to have 30 m<sup>2</sup> of common amenity area for the first 20 units and then 20 m<sup>2</sup> per dwelling unit for each unit over 20 units. This development is proposed to have 389 units (520 bedrooms) which would require 7,980 m<sup>2</sup> of common amenity space. A site-specific provision has been requested to allow the Site to provide 14 m<sup>2</sup> of common amenity space but not less than 50 m<sup>2</sup> shall be provided collectively (this includes private balconies and terraces) and to permit common amenity areas within the front and exterior side yard and to permit common amenity areas to have a length that is four times the width or greater.

The proposed use is a post-secondary residence. The requested use is not currently recognized as a use in the Zoning By-law (with the exception of 716 Gordon Street). It is not transferable to apply the apartment rate for common amenity space to the post-secondary residence as it is designed and functions differently than a typical apartment building. Since this development includes smaller

unit sizes and what was previously common for purpose-built student housing there are more overall units than what was formerly seen for student residences. The common amenity space on a per unit basis requires a higher amount of amenity area than what is needed for the students. The common outdoor amenity area is proposed to the north, south and east of the building. These amenity areas will provide sufficient outdoor space for the students. This will be augmented by private, balconies, terraces and indoor amenity areas. The indoor amenity spaces are proposed to be approximately 712 m<sup>2</sup> on the first floor. The indoor amenity spaces include a games room, theatre, fitness facilities (yoga & gym), tanning and study rooms & lounges. The university students will also have access to the extensive recreation facilities and green spaces provided at the university. This includes intramurals, rec leagues, and other programming. There is also the Oak Street Park and Yewholme Park within 400 m of the Site and Rickson Park and Mayfield Park within 800m of the Site. All four parks are walking distance. The proposed amenity spaces and existing neighbourhood parks and university facilities and greenspace will be more than adequate for the tenants.

### *Setbacks*

A site-specific provision has been requested to reduce the front yard setback (Gordon Street) from 15.0 m to 9.0 m. The commercial lands to the north have a front yard setback of approximately 15 m. These lands provide parking between the front lot line and the building. The residential lands to the south have a front yard setback of approximately 6 m. While the requested 9 m is different from the adjacent lands it provides an appropriate transition between commercial and residential uses and it will assist in screening the residential from the commercial as you head north down Gordon Street. The requested setback is outside of the sight lines and provides sufficient space to build and maintain the development without impacting the public realm while providing a setback that frames the street.

The application is proposing to apply an interior side yard setback of 15 m for the 1<sup>st</sup> – 5<sup>th</sup> storey and to require a minimum interior side yard setback of 17 m for the 6<sup>th</sup> storey, 20 m for the 7<sup>th</sup> storey, 23 m for the 8<sup>th</sup> storey, 27 m for the 9<sup>th</sup> storey and 30 m for the 10<sup>th</sup> storey. The interior side yard setback is required to be 15 m (half the building height). The application is proposing to apply an increased interior side yard setback requirement to match the setbacks proposed for the 6<sup>th</sup>-10<sup>th</sup> storey. This will provide the city with certainty about the massing of the building.

The application is requesting to reduce the minimum rear yard setback from 20% of the lot depth (27.38 m) to 15 m for the 1<sup>st</sup> to 5<sup>th</sup> storey, 19 m for the 6<sup>th</sup> storey, 22 m for the 7<sup>th</sup> storey, and 25 m for the 8<sup>th</sup> storey. The application is also proposing to apply a minimum rear yard setback of 28 m for the 9<sup>th</sup> storey; and 29 m for the 10<sup>th</sup> storey. Rear yard setbacks are imposed to provide sufficient space for amenities as well as to ensure there is an appropriate separation between the building and the rear lot line. The lot abuts a commercial use to the west. The proposed setbacks provide sufficient space between the building and the rear lot line to accommodate access, parking, grading, and drainage. The amenity uses for the Site are provided within the front yard, interior side yard and exterior side yard as well as within the building. The request applies a higher rear yard setback to

the 9<sup>th</sup> and 10<sup>th</sup> storey to match the stepbacks proposed for the development. This gives the city assurances that at the site plan stage the design elements will match what is presented through the OPA and ZBA. The requested setbacks are appropriate for the Site, and it will not impact the adjacent land uses or public realm.

A site-specific provision is requested to reduce the interior side yard setback for surface parking from 3.0 m to 1.4 m. The requested setback will provide space for screening between the Subject Property and the parking area on the lands to the south and the lower density residential properties. There is also sufficient space for drainage and the maintenance of the parking on private property.

The Zoning By-law does not permit an outdoor patio associated with a restaurant or a licensed establishment where a property abuts residential uses along more than one lot line. The Site is a corner property with residential on the east side of Gordon Street and to the south of the Subject Property. The front and interior lot line abut residential zones. The intent of this provision is to protect residential uses from noise nuisances associated with the outdoor patios of restaurants and licensed establishments. Gordon Street (an arterial road) provides an appropriate separation distance between the proposed outdoor patio and the residential use on the east side of Gordon Street. The outdoor patio is proposed to be located 6 m from the interior lot line and 9 m from the front lot line. The Site is proposed to contain a mix of residential and commercial uses. The proposed patio is closer to the proposed residential uses on the Subject Property than it is to the adjacent residential uses which are separated by fencing and surface parking on each Site. Through the site plan approval process the final design and location of the patio will be finalized and reviewed by city staff. The outdoor patio will provide additional amenity space for the commercial uses on Site that will serve the tenants and surrounding community.

The Zoning By-law permits canopies to encroach a maximum of 1.8 m into all required yards. The canopies proposed, encroach a maximum of 2.6 m in all yards. This increase to the maximum encroachment will not have any impacts on the public realm or adjacent properties. A wider canopy will allow for additional weather protection. This will also provide an opportunity for short term outdoor bicycle parking to be covered and located close to the building. For these reasons the increased encroachment is desirable and appropriate for the site.

#### *Angular Plane*

The application is requesting to increase the angular plane along Harvard Road from 45 degrees to 52 degrees from the centreline of the road and to 46 degrees along Gordon Street from the centreline of the road. The intent of the angular plane is to control the undesirable impacts shadowing and overlook and to protect pedestrian scale. The Shadow Study prepared by SRM Architects, concluded that there are no major shadowing impacts due to this development. From an urban design perspective, the Urban Design Brief prepared by GSP Group concludes that the architectural features of the building design such as the use of lighter colours and horizontal breaks in the building elevation reduce the visual scale of the building. The landscaping proposed adjacent Harvard Road and Gordon Street will ensure a comfortable transition at a pedestrian scale on both



Harvard Road and Gordon Street. The requested increase to the angular planes will not reduce the quality of the streetscape or negatively impact the pedestrian scale.

#### *Floor Space Index (FSI)*

The FSI is requested to be 2.55 instead of 1.5. The proposed intensification makes efficient use of the Site, existing municipal infrastructure and will contribute to a complete and vibrant complete community. The intent of FSI is to limit the maximum gross floor area of a building. The Subject Property is located within an Intensification Corridor and the Built-Up Area in the OP. The building has been designed to reduce the appearance of massing through architectural style, stepbacks, street facing windows, balconies, and exterior finishes. Higher order landscaping is proposed on the Site along with various outdoor amenity areas on the north, east and south of the building. The Shadow Study prepared by SRM Architects concluded that the Proposed Development will generally not have a negative shadow effect on the existing neighbourhood. The development is an important intensification project that will provide additional purpose-built student housing options within the community. An FSI of 2.55 is appropriate to achieve the desired level of intensification.

#### *Parking Rate*

A parking rate of 0.25 spaces per bedroom is requested for the post-secondary school residence. The Zoning By-law does not have a parking rate for purpose-built student housing. It does have a parking rate for an apartment building which is 1.5 spaces per dwelling unit for the first 20 dwelling units and 1.25 spaces per unit beyond 20 dwelling units. The parking rate of an apartment building does not accurately reflect the parking demands of purpose-built student housing. Students tend to rely more on public transit, cycling and walking as their primary modes of transportation. This Site adjacent to four local transit bus routes and is less than 400 m from higher order transit (GO). The intent of the parking rate in the Zoning By-law is to ensure that there will be sufficient parking on Site to meet the demands of the use. The parking is requested on a per bedroom basis to match the request to measure density on a per bedroom basis. The synergy between the calculation of density and parking is important to ensure that the parking rate accurately reflects the requirements of the requested use. The Transportation Impact and Parking Study prepared by Salvini Consulting includes data from surveys taken at three comparable purpose-built post-secondary school residences (two in Waterloo and one in London) in 2016. The data concluded that in all cases the parking demand was 0.18 or less per bedroom during peak hours. This data demonstrates that student housing a parking rate of 0.25 spaces per bedroom will be adequate. In addition, this site specifically will function with 0.25 parking spaces per bedroom as the site is well-served by local and higher order transit, and there is good cycling and pedestrian infrastructure in the area and many community and commercial amenities to walk, bus or cycle to. It is proposed that the commercial uses provide parking at the rate required by the Zoning By-law. The commercial area is proposed to be half office uses. The specific commercial uses for the other half is unknown. Restaurants have the most restrictive parking rate at 1 per 7.5 m<sup>2</sup> of GFA. Based on this approximately 49 spaces would be required for the commercial uses. The Site includes an additional 41 parking spaces that are currently considered flexible parking that has been included to ensure that should the commercial uses once finalized require additional parking that the Site has been designed to

accommodate it. Through the Site Plan Approval process the final parking design and number of parking spaces will be finalized.

The current Zoning By-law does not require bicycle parking. At the Site Plan stage city staff work with applicants to ensure that active transit is provided on the Site. In November 2021 the City of Guelph released the first draft of the Draft Comprehensive Zoning By-law update. The draft contains short term and long term bicycle parking requirements for residential and commercial uses. It is proposed that a site-specific provision is applied that requires short term and long term bicycle parking at the rate proposed in the draft Comprehensive Zoning By-law update. Since the residential tenants are proposed to be students, there is an additional reliance on public transit and cycling as primary means of transportation. Adding this requirement in the site-specific provisions ensures that the bicycle parking will be provided on Site at a rate to meet the needs of the tenants and visitors to the Site.

## 7. Public Consultation Strategy

The Planning Act (O. Reg 178/16) requires applicants to submit a proposed strategy for consulting with the public with respect to the OPA and ZBA applications as part of a complete application. This Section lays out the proposed public consultation strategy.

It is proposed that public consultation for the respective applications follow the Planning Act statutory requirements and the City of Guelph's standard practices outlined in Section 10.19 of the OP. The following public consultation strategy is proposed:

- The city will follow the public notification procedures as required by the Planning Act;
- It is our understanding that the city will provide the public access to all of the materials submitted with this application;
- If additional public consultation and engagement is warranted or required by council, we are willing to host an informal neighbourhood meeting; and
- Direct written responses to comments raised through the public consultation process will be provided to city staff.

## 8. Affordable Housing Study

The City of Guelph requires that all residential development applications address affordable housing. With regards to an Affordable Housing Study, the Affordable Housing Strategy states that:

*“The proposed intent of the Affordable Housing Study is to:*

- *Make the applicant aware of the City's 30% city-wide target, identified housing issues, and current annual affordable housing monitoring results;*

- *Demonstrate how the proposal addresses the City's affordable housing Official Plan goals, objectives and policies including targets and issues;*
- *Provide staff with relevant information on the proposal to support the City's affordable housing monitoring system; and*
- *Provide staff with a measure of the potential demand and budget requirements for financial incentives.*

*The proposed Terms of Reference for the Affordable Housing Study is to include the following:*

- *Planning rationale noting how the proposal is addressing the City's Official Plan's affordable housing goals, objectives, and policies, including targets;*
- *Any relevant phasing issues, Site and contextual considerations that impact residential affordability;*
- *Current annual rental and ownership benchmark prices (to be provided by the city);*
- *Anticipated sale price and/or rental rates;*
- *Anticipated percentage of units below and above the benchmark prices;*
- *Number of residential units to be retained and/or removed if relevant;*
- *Anticipated number of units and structure type(s), including number of bedrooms and description of unit finishing (example modest, high end);*
- *Nature and amount of shared amenity space if relevant;*
- *Who the units will be marketed to, example seniors, high end luxury, first time buyers, etc.;*
- *Anticipated tenure, including ownership (freehold), ownership (condominium), rental, and purpose-built secondary rental units;*
- *Relevant planning process/other applications; and*
- *Results of all pre-application discussions held with city staff.*

*Consideration should be given to the following as potential means of lowering housing costs (i.e. sale price, rent):*

- *Anticipated number of bathrooms in units including ensuites;*
- *Anticipated floor space in units and building common areas, if applicable; and*
- *Nature and amount of shared building amenity space in comparison to individual unit space, example decreasing individual unit sizes and increasing shared building amenity space."*

## **8.1 Planning Rationale**

Affordable housing has been identified as a priority through the 2020 PPS, 2019 Growth Plan, and the OP. The relevant policies are provided below.

The PPS promotes communities providing a mix and range of housing options that are affordable and meet the current and long-term needs of the population. Section 1.1.1b) indicates that an

accommodating an appropriate range and mix of residential uses, including affordable housing, is part of sustaining “*healthy, liveable and safe communities*”, the PPS emphasizes the accommodation of a “market-based” range and mix of residential types. Section 1.4.1 highlights that to meet the needs of current and future residents, municipalities are to “*maintain at all times the ability to accommodate residential growth for a minimum of ten years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development*”. Section 1.4.3 directs municipalities to accommodate a range and mix of housing “options and densities” to meet market-based and affordable housing needs by permitting and facilitating all housing forms required to meet the social, health, economic and well-being requirements, all types of residential intensification and redevelopment, and to direct new housing to locations served by appropriate infrastructure, that promote efficient densities that support active transportation and public transit use, and to establish development standards that minimizes housing costs and facilitates a compact development form.

The Growth Plan highlights the importance of providing a diverse housing stock, including affordable housing opportunities that serve all housing sizes, incomes and ages. Section 2.2.6.1 directs municipalities to support housing choice and to achieve minimum intensification and density targets by such means as identifying a diverse range and mix of housing options and densities and establishing targets for affordable housing, both ownership and rental. This is to be implemented through OP policies and designations and Zoning By-laws per Section 2.2.6.1g). Section 2.2.6.2 highlights that municipalities are to support the achievement of complete communities by planning to achieve minimum intensification and density targets of the Growth Plan, considering the range and mix of housing options and densities of the existing housing stock; and planning to diversify the overall housing stock across the city. Further, Section 2.2.6.3 directs municipalities to consider the use of available tools to require that multi-unit residential developments to incorporate a mix of unit sizes to accommodate a diverse range of household sizes and incomes, as part of the achievement of complete communities.

The OP states that the city will at all times maintain the ability to accommodate residential growth through intensification and redevelopment for a minimum of ten years and will maintain a three year supply of lands suitably zoned to accommodate residential intensification and redevelopment. Affordable housing is promoted through the implementation of the minimum housing targets for housing that is affordable to low- and moderate-income households (30% of new residential development, with 4% being affordable secondary rental units, with 25% affordable ownership units, and 1% being affordable primary rental units), by permitting and facilitating all forms of housing required to meet the social, health and well-being requirements, including special needs requirements of current and future residents and by establishing alternative development standards for affordable housing. The provision of a range of housing types is identified as an integral aspect of planning for a complete community. The affordable housing policies within the OP note that city council may establish alternative development standards for affordable housing, residential intensification, redevelopment and new residential development which minimizes the cost of housing and facilitates compact urban form. This may include setting maximum unit sizes or reducing parking requirements.



The City of Guelph has prepared an Affordable Housing Strategy that provides actions to support the 30% affordable housing target of the OP. The Strategy identified a lack of small housing units (bachelor and one-bedroom units), a lack of primary rental supply, and a need for financial incentives to meet market needs to provide affordable housing.

The OPA and ZBA contributes to the broad housing objectives and policies of the PPS, Growth Plan and the OP. The proposed purpose-built student housing rental units will assist the city in providing a diverse housing supply to meet the current and future needs of the population without negatively impacting the overall housing market.

From a housing diversity perspective, the proposed redevelopment further diversifies Guelph's student housing stock with one-bedroom, two-bedroom and three-bedroom student rental units. In the past five-bedroom units were popular within student housing developments, however market demands have changed over the years and students now want to live in one to three bedroom units. This shift has been reinforced by the pandemic. To respond to market demands, this development contains one, two, and three bedroom units.

This Proposed Development will provide attainable student rentals that are compact in form in a prominent and transit-accessible location. This will help to provide additional housing options for post-secondary students in the area without negatively impacting the overall residential community structure or housing market within the city (i.e. converted dwellings).

When determining affordability, the OP outlines that in the case of rental housing, affordable means, the least expensive of: i. a unit for which the rent does not exceed 30 % of gross annual household income for low and moderate income households; or ii. a unit for which the rent is at or below the average market rent of a unit in the City of Guelph. When considering affordability for students this affordability metric does not transfer to post-secondary students. Post-secondary students typically have minimal income that would be well below the annual household income for low- and moderate-income households. Students fund their accommodations through a combination of personal savings, family assistance, student loans and part time work. This Proposed Development will provide 520 additional bedrooms dedicated to students. Students require housing within the community, particularly close to the University of Guelph. Where there is not adequate purpose-built student housing, students occupy other forms of housing which removes those units from use for other members of the community. Increasing the supply and diversity of the mix of housing available will lead to a more competitive market which will allow for more affordable accommodations. Purpose built student housing will also reduce the occupancy of students in other forms of housing, resulting in additional housing options for all.

## 8.2 Phasing and Site Context that Impact Affordability

The Site is anticipated to be developed in one phase. As such, phasing will not impact affordability. The Site is located on the corner of Gordon Street and Harvard Road, a collector and arterial road. It is also located across the street from a commercial centre, approximately 1.9 km from Stone Road Mall and 400 m to the University of Guelph campus entrance. The Site is also extremely well served by higher order transit (GO) and local transit (direct access to four local bus routes). The units are proposed to range between one to three bedroom unit rentals for post-secondary students. A portion of the main floor will contain convenience commercial uses. The students will benefit from the availability of nearby services and access to transit as it supports an affordable lifestyle. The Site is well suited to accommodate the redevelopment and it does not require remediation, intensive regrading, or have any cultural or natural heritage features that would impact affordability.

## 8.3 Annual Rent Benchmark Prices

The city provides an annual update on affordable housing through monitoring reports. The latest, the Guelph Growth Management and Affordable Housing Monitoring Report 2020, states that the 2021 affordable housing rental benchmark price is \$1,295 per month (all units). To calculate the 2021 affordable housing benchmark, the less expensive method (market-based vs income-based) is used.

The market-based affordable rental price by unit for 2020 is as follows:

- Bachelor: \$871
- One-bedroom: \$1,211
- Two-bedroom: \$1,356
- Three-bedroom plus: \$1,383
- Benchmark: \$1,295

The 2020 income-based affordable rental benchmark (30% of the gross household income at the 60<sup>th</sup> income percentile) is \$1,427. As the market-based rate of \$1,295 is lower than the income-based rate of \$1,427, the market-based rate establishes the benchmark.

Primary rental units are units that are purpose-built rentals. Secondary rental units include accessory apartments and other units that are offered for rent but were not purpose-built rentals. The Report notes that the city did not meet the affordable primary rental housing target over the past five years, with no new primary rental units constructed in the past five years being rented below the benchmark rent. This has created a five-year deficit of 25 units. While there was a moderate reduction in overall residential permit activity in 2020 due to economic factors that resulted from the pandemic, the affordable purpose-built secondary rental target was met in 2020, with over 14% of the new accessory apartments being affordable secondary rentals.

The Canada Mortgage and Housing Corporation's ("CMHC") primary rental market statistics identified that the average bachelor apartment rate for all primary rental buildings in Guelph is \$871 and the average for one-bedroom apartments was \$1,211, both below the 2020 affordable benchmark rate of \$1,245.

#### **8.4 Anticipated Percentage of Units Below and Above Benchmark Prices**

The units will be used by post-secondary students as rental units. At this time the rental rates for the units have not been determined as the ongoing pandemic has led to supply chain and skilled labour shortages which have increased construction costs and have led to unpredictability. While affordable housing units are not currently proposed within this development, the Owners propose to study the current CMHC and Wellington County guidelines and investigate how subsidies and low-cost loans can help achieve affordable housing. Certain CHMC and County of Wellington programs incentivise the development of affordable housing and these will be reviewed at detailed design. Specifically, CMHC's Multi-Unit Student Housing Multi-Unit Loan Insurance ("MLI Select") program will be explored in depth. The MLI Select program encourages student housing rental developments to improve their project's affordability, accessibility, and energy efficiency. The MLI Select program is now accepting applications.

#### **8.5 Number of Residential Units to be Retained and/or Removed**

The Site is currently used as the Days Inn Hotel and does not contain any residential units. This development will have a net increase of 389 units (520 bedrooms) for students.

#### **8.6 Unit Description**

The requested OPA and ZBA would permit redevelopment of the Site with 389 units (520 bedrooms). At this time approximately 70% of the units are proposed to be one-bedroom units, 22% two-bedroom units and 8% three-bedroom units. While final unit sizing and finishes will be determined further into the design process, at this time the development is proposed to contain:

- 272 one-bedroom units that are currently proposed to range from 45 m<sup>2</sup> (485 ft<sup>2</sup>) – 65 m<sup>2</sup> (700 ft<sup>2</sup>) in size;
- 86 two bedroom units that are currently proposed to range from 65 m<sup>2</sup> (700 ft<sup>2</sup>) – 78 m<sup>2</sup> (431 ft<sup>2</sup>) in size; and
- 31 three bedroom units that are currently proposed to range from 74 m<sup>2</sup> (797 ft<sup>2</sup>) – 100 m<sup>2</sup> (1076 ft<sup>2</sup>) in size.

Both indoor and outdoor amenity spaces are proposed for residents. Outdoor amenity areas at grade are proposed on the north, east and south side of the building. Some of the residential units will have private balconies or terraces. The owners are proposing indoor amenity spaces on the first floor that will serve the residence that will include a games room, theatre, fitness facilities (yoga and gym), tanning and study rooms and lounges.

## **8.7 Marketing**

At this time, the units will be marketed to post-secondary students as rental units.

## **8.8 Anticipated Tenure**

The units are intended to be purpose-built rental while the tenants attend post-secondary school.

## **8.9 Planning Applications**

This Affordable Housing Study has been submitted in conjunction with the OPA and ZBA. Site Plan Approval will be required prior to the issuance of a Building Permit.

## **8.10 Pre-Consultation Comments**

The Proposed Development was discussed with the Development Review Committee on November 24, 2021. City staff identified that an Affordable Housing Study was required as part of a complete application. No further comments were provided through the pre-consultation comments. It is understood the Affordable Housing Study is to demonstrate how the development considers affordable housing needs and the affordable housing target.

## **8.11 Conclusion**

In conclusion, increasing the supply and diversity of the mix of housing available will lead to a more competitive market which will allow for more affordable accommodations. Purpose built student rental housing will reduce the occupancy of students in other forms of housing, resulting in additional housing options for all.

# **9. Overview of Supporting Reports**

## **9.1 Urban Design Brief**

An Urban Design Brief (UDB) was prepared by GSP Group (March 2022) in support of the applications. The purpose of the UDB is to provide an assessment of the Proposed Development against the urban design policies with the OP, the Urban Design Manual, and the Urban Design Concept Plans for the Gordon Street Intensification Corridor.

The UDB concludes that the Proposed Development is well-designed and supports the intent of the Official Plan and Urban Design Manual as it:

- Provides a compact, urban intensification on a Site that is well served by transit (higher order and local), commercial activities and community facilities;
- Accommodates parking and refuse/ recycling on Site that is screened from the public realm;

- Provides strong and safe pedestrian connections throughout the Site, including to Gordon Street and Harvard Road;
- Accommodates opportunities to integrate the public realm and has provided high quality landscape treatments that reinforce the public streetscape;
- Establishes a pedestrian-scaled base defined by an intimate relationship to the street, upper storey stepbacks to distinguish, and the commercial on the ground floor is transparent and active;
- Does not create unacceptable conditions from a wind and shadow perspective as concluded by supporting studies; and
- Will establish a clean, contemporary architectural style and elements which will be refined and finalized through the Site Plan Approval process.

The UDB demonstrates that the Proposed Development is at a scale appropriate for the area and that it will be designed to properly integrate within the existing area and will contain a high quality design.

## 9.2 Shadow Study

A Sun and Shadow Study was prepared by SRM Architects (February 2022). The Shadow Study examined shadows generated by the building hourly between 10 am-3 pm during winter solstice, 7 am-6 pm in the spring, between 7 am-7 pm during summer solstice, and between 8 am-5 pm during fall.

Shadows generated by the Proposed Development will generally be located on the commercial properties to the north/west of the building during morning hours and will transition to shadowing the residential properties south/east in the afternoons and evenings.

The commercial centre to the north, on Harvard Road and Gordon Street will be shadowed in the summer between 7 am-8 am, between 8 am-11 am in the fall, between 10 am-1 pm in the winter and between 7 am-10 am in the spring. This covers shadowing on the parking area and the building. The Study observed that there is an impact to this Site for two hours during the spring morning, one hour during the summer morning, three hours during the fall and winter mornings.

The commercial office to the west experiences shadowing on the property between 7 am-9 am in the spring and summer and between 8 am and 9 am in the fall. No shadowing impacts were recorded during the winter months. The Study considered this to be a minor impact.

The residential uses to the east will experience some shadowing in the fall at around 5 pm and between 11 am-3 pm in the winter. There are no shadow impacts in the summer or spring. The Study concluded that this four hour impact during the winter is minor.



The residential uses to the south will experience shadowing for an hour at 6 pm in the spring and from 6 pm- 7 pm in the summer. There are no shadowing impacts in the fall/ winter. The Study considered this a minor impact as the main impacts only occur one hour prior to sunset in the summer evenings.

There are no shadowing impacts to the single detached dwellings southwest during any of the recorded times.

The Study concluded that based on the finding and upon analysis of the shadow study graphics, that the Proposed Development will generally not have a negative shadow effect on the existing neighbourhood.

### **9.3 Pedestrian Level Wind Impact Study**

A Pedestrian Level Wind Impact Study was prepared by The Boundary Layer Wind Tunnel Laboratory, Western University, (February 2022) in support of the applications. The purpose of the Pedestrian Level Wind Impact Study is to determine wind conditions for pedestrians on the sidewalk, amenity space on the ground floor and residential uses.

The Study investigated the potential wind comfort and safety conditions resulting from the Proposed Development, based on a qualitative numerical analysis of existing and proposed conditions, and recommends mitigation measures, as necessary. Generally, future wind conditions at-grade within and surrounding the Proposed Development are anticipated to be suitable for the intended use in the summer. Strong winds are anticipated near the Gordon Street and Harvard Road corner of the building's at-grade outdoor patio in, for which mitigation is recommended. Satisfactory wind speeds can be achieved through mitigation measures, which will be addressed through Site Plan Approval. Mitigation measures may inclusion of on-site landscaping along Gordon Steet and Harvard Road frontages will be effective in further improving the local wind conditions.

### **9.4 Transportation Impact and Parking Study**

A Transportation Impact and Parking Study was prepared by Salvini Consulting (March 2022) to evaluate traffic impacts for the Proposed Development, identify if any improvements are needed to support the proposal, to review if the proposed access is appropriate for the Site and to assess if adequate parking is proposed.

#### *Existing Conditions*

The Subject Property is located at the southwest corner of Gordon Street and Harvard Road. Gordon Street is an arterial road with a four-lane urban cross-section and on-street bike lanes and sidewalks on both sides of the road. Harvard Road is a collector road with a two-lane urban cross section with sidewalks on both sides of the road. The Subject Property currently has driveway access off both Harvard Road and Gordon Street.

Traffic count data from October 2019 was obtained from the City of Guelph for the signalized Gordon Street/ Harvard Road intersection. In March 2016 Salvini Consulting commissioned traffic counts at several the driveways in the area including the two access points to the Site from Harvard Road and Gordon Street. The counts from the signalized Gordon Street/ Harvard Road intersection and the driveway traffic counts form the basis of the analysis in this study. It is acknowledged that this data is pre-pandemic. The analysis indicates that the study area intersection is operating at acceptable levels during the weekday mornings and afternoon peak hours except for the northbound and eastbound auxiliary left turning lanes, where queues fall outside their available storage during the afternoon peak hours.

#### *Background Traffic Conditions*

Background traffic conditions were projected for 2030 and 2035 based on information provided by the City of Guelph. The general growth rate for traffic for the Gordon Street and Harvard Road intersection is estimated to be 1.5% per year over the 11- and 16-year horizons (from the 2019 count date). The signal timing was modified to add a northbound advance phase and to increase the cycle length to 100 seconds during afternoon peak hours to improve current traffic operations. It is anticipated that in both future horizons, the demands on the southbound through lanes are expected to increase during the afternoon peak hours to near capacity conditions in the afternoon peak hours. A southbound right turning lane would improve operations for southbound traffic in the afternoon peak hours, but it may be difficult to achieve due to grading constraints at the corner and it may compromise the city's plans for separated cycling facilities on Gordon Street. The northbound and eastbound auxiliary left turning lanes are predicted to continue to fall outside their available storage during peak hours. The northbound left turn lane could be extended to accommodate future traffic demands and the eastbound approach could be restriped to include a 25 metre exclusive right turn lane and shared through and left turn lane. The restriping of the eastbound approach would better reflect the current and future traffic demands at the intersection.

#### *Transportation Demand Management*

The development is proposed to have 220 parking spaces and is anticipated to generate 22 trips during the a.m. peak hour and 52 trips during the p.m. peak hour. The applicants are proposing a post-secondary school residence. The Study notes that student housing located close to colleges and universities tends to generate traffic at lower levels than standard residential apartments because students living close to campus are less likely to own cars, and because the use of cars by students living close to campus doesn't follow the typical residential pattern where drivers leave the Site and go to work in the morning, returning in the afternoon. These students do not typically use cars to drive to school, since school is so close, rather, the students have cars for other purposes such as shopping, visiting, and travelling out of town on weekends.

Transportation Demand Management (“TDM”) includes measures that encourage non-auto driver modes, providing choices for how to travel, as well as a means of reducing the number of trips needed. Several TDM measures are proposed as part of the Proposed Development.

**Planning and Design:** The integration of convenience commercial uses provides commercial options for residents in the building, which may potentially reduce the number of external trips. Buildings have been oriented towards the street with commercial frontages towards Gordon Street and Harvard Road with multiple pedestrian connections to the Site.

**Walking and Cycling:** 432 bicycle parking spaces are proposed for the Site in both a short term at grade format for visitors and a longer term secure format for residents and employees. Sidewalks and landscaping around the Site are planned to be retained or enhanced with multiple pedestrian connections to the adjacent pedestrian network. The pedestrian connections will also provide an opportunity for convenient access to bus stops on both Gordon Street and Harvard Road. Wayfinding signage will be included on Site to ensure that the pedestrian walkways and bicycle parking spaces are easily located on Site.

**Parking:** A reduction in the required parking is being requested to address the reduced demand generated at purpose-built student units.

The many TDM measures that have been incorporated into the proposal will serve to encourage travel options by transit, walking and cycling for residents, visitors and employees of the building. There is likely to be a reduction in the number of trips generated by the proposal along with a reduction in the parking demand.

### *Parking*

A post-secondary school residence does not have a defined parking rate in the Zoning By-law. A total of 220 parking spaces are proposed on the Site. The parking rate for an apartment building would apply for the post-secondary school residence. For 389 units, 492 parking spaces would be required. There is 586 m<sup>2</sup> of convenience commercial uses proposed on the first floor of the development. Half of this is proposed to be offices at 1 space per 33 m<sup>2</sup> of GFA (9 parking spaces). The other half is unknown. Restaurants have the most onerous parking rate at 1 per 7.5 m<sup>2</sup> of GFA (40 parking spaces). Totalling a requirement of 541 parking spaces for the Proposed Development. To determine the parking demand for purpose-built student housing extensive surveys were taken in winter of 2016 at three comparable purpose-built post-secondary school residences (two in Waterloo and one in London). The surveys were reported in spaces per bedrooms as units is not reflective of the total occupants. In all cases the parking demand was 0.18 or less during peak hours. In every case the demand is well below 0.25 parking spaces per bedroom. The data also recorded parking occupancy which shows that there were no pronounced peaks because the need to use a car is minimal even for those who have cars and there is not a time where students would all generally be away from their cars. By contrast, in a typical apartment building, many of the

residents use their cars to drive to work, resulting in a pronounced drop in parking occupancy during the weekday during standard working hours.

The findings of the Transportation Impact Analysis confirms that the existing road infrastructure can accommodate the traffic generated from the Proposed Development and that the location of the access off Harvard Road is appropriate. The Parking Study concludes that the requested 0.25 parking spaces per post-secondary school residence unit is adequate for the following reasons:

- The Site is well-served by local transit and nearby connections to GO Transit and the broader region;
- There is good cycling and pedestrian infrastructure in the area and many community and commercial amenities nearby to walk and cycle to; and
- Data collected by Salvini Consulting at purpose-built post-secondary school residences in Waterloo and London suggest peak demands that are less than the proposed provision.

## 9.5 Sustainability Statement

A Sustainability Statement was prepared by SRM Architects, (March, 2022) to demonstrate that the development is consistent with the City's Community Energy Strategy. The Analysis reviewed the proposed development based on the following:

1. **Transportation:** A parking rate of 0.25 parking spaces per bedroom for the post-secondary school residence has been requested for the Site. The parking for the commercial uses is proposed at the rate required by the Zoning By-law. EV parking spaces and EV conduits are proposed on the Site. Reducing the parking rate to provide what the site will need to function assists in reducing environmental impacts and encourages alternative methods of transportation. Short term and long term bicycle parking is proposed to encourage active transportation and a healthier lifestyle. Further the Sites proximity to local transit and commercial uses will assist in reducing the environmental impacts created by the tenants.
2. **Waste Management:** Waste will be picked up by a private company. In addition to normal garbage pick-up, recycling and composting will be provided in the refuse room at ground level alongside the compactor and garbage room. The building will include a "leave what you don't need, take what you can use". This is a popular strategy used in student residences, and is an effective way to keep useful things out of the landfill.
3. **Water Resources and Use:** Given the large number of terraces and outdoor spaces, water collection strategies will be explored with the mechanical engineering team to use the necessary network of rainwater leaders and wastewater conveyance to determine any available resources usable for collection and irrigation of outdoor landscaped areas.
4. **Water-water Management:** Run-off will be reduced through design which inherently mitigates the stormwater load on the sewers. If suitable, accent planting options on the roof area and terraces will be explored to mitigate run-off or to help treat some of the water collected on the roof.
5. **Built Infrastructure:** Students make up a significant portion of the population in the City of Guelph. These students need housing. Providing purpose-built student housing reduces the demand on

other forms of housing to be renovated or repurposed to accommodate the high concentration of students which reduces the available lower density residential uses in established neighbourhoods. The repurposing and renovations to accommodate students in lower density housing is often undertaken by investors seeking economic benefit.

6. Environmental Performance and Thermal Comfort- Strategies for Heating and Cooling: An Energy Recovery Ventilation (ERV) system will be proposed (in consultation with the consulting engineers) that will provide thermal comfort to the tenants, while also minimizing the environmental impacts. The building will have building managers and staff on site at all times. Management will be able to control and reduce public area loads by reducing make-up air during off-peak hours in amenity and corridor areas. While each unit will be thermally controlled by the tenant, an overall range setting may be used by management. Windows will provide natural ventilation and will improve air quality and reduce the overall energy consumption if utilized. High level of insulation for exterior windows and walls will assist to reduce the amount of energy required to heat and cool the building.
7. Energy Resources: Wind, Solar and Other Resources: There is the possibility to explore solar energy to reduce the overall energy consumption. This will be considered during the detailed design process. Alternatively, there are energy option providers that sell electricity or allow one to reduce the emission footprint by allowing building owners, or facilities management, to mitigate energy uses through the purchase of available renewable energy that will offset the typical use of a large scale building such as 785 Gordon Street.

## 9.6 Road Traffic and Stationary Noise Impact Study

A Road Traffic and Stationary Noise Impact Study was prepared by JJ Acoustic Engineering, (November 2021) to assess the impacts of transportation noise generated from Gordon Street and Harvard Road on future residents of the Proposed Development, to examine the impact of noise generated by the Proposed Development on the surrounding neighbourhood, and to ensure that where impacts are anticipated that the Site is designed to avoid or mitigate the concerns.

The road traffic data for Gordon Street and Harvard Road was provided by the City of Guelph and projected to 2031. These predictions were inputted into a computer algorithm designed by the Ministry of Environment, Conservation and Parks (MECP) to generate traffic noise predictions. The algorithm examined noise levels for the building. The calculations indicate that the sound levels from the road traffic will exceed the Ministry limits. To mitigate noise levels for future residents, the Study recommends that the residential units contain central air conditioning, special building components (windows, walls and exterior doors are to be designed to provide acoustic insulation), ventilation requirements, and that there is a noise warning clause for tenancy agreements and purchases of sale.

The Study determined that any mechanical systems for the development are not to exceed 50 dBA during daytime hours and 45 dBA during the night so as not to disturb the existing residents. Noise from the Site to neighbouring buildings could not be accounted for as this Site does not have a



mechanical design, The study recommends that a detailed report be completed once a mechanical design is completed to account for noise from the Site to neighbouring buildings.

## 9.7 Phase One Environmental Site Assessment

The Phase One Environmental Site Assessment (Phase One ESA) prepared by MTE Consultants, (March 2022) included a site review, background review, and recommendations. The assessment included determining if there is Potentially Contaminating Activities (PCAs) on the Site and lands within 250 m of the Site) and Areas of Potential Environmental Concern (APECs) A Record of Site private

The Phase One ESA concluded that the Site contains several Potential Contaminating Activities (PCAs) resulting in Areas of Potential Environmental Concern (APECs).

The PCAs on the Subject Property are:

- The incorporation of fill material of unknown quality- the basis of this the previous construction of an “L” shaped building identified in the 1989 Site Plan and 1962- 2000 aerial photographs;
- The previous use of the site as a Transformer Manufacturing, Processing and Use- this is due to an exterior ground level transformer located along the north wall of the building; and
- Salt application to paved surfaces- this is based on the use of the Site, interview and observations made during Site reconnaissance, salt is applied to the paved surfaces for the safety of vehicular and pedestrian traffic under conditions of snow and ice.

There was one PCA's identified off-site. The off-site PCA is the use of a property approximately 60 m north of the Site as a potential dry cleaner. According to historical records this potential dry cleaner has been present since 1985. The Study concluded that this off-site PCA is not considered to result in an APEC on the Site based on the separation distance from the Site and the inferred groundwater flow direction to the north.

The three on-site PCAs are APEC. These are described in the Report as follows:

- APEC #1- Importation of fill material of unknown quality. According to the aerial photographs an “L” shaped building was on the southwestern portion of the Site. The building was removed between 2000 and 2006. Fill material of an unknown quality was likely used as backfill for grading purposes. The limits of APEC #1 were considered to be the southwest portion of the Site along with the Site boundaries;
- APEC #2- Salt. Based on the Site visit and discussions with the Site representative, salt would have been applied for winter de-icing. It is noted that no historical or current bulk storage of salt or municipal snow dumps were identified on the Site or adjacent properties. Any potential salt-related contaminants would be attributed to application of a substance to surface for the safety of vehicular or pedestrian traffic under conditions of snow and/ or ice. Accordingly, no further sampling and analysis is required to assess APEC #2; and

- APEC #3- Transformer Manufacturing, Processing and Use. A transformer was observed on the north central portion of the Site. The limits of the APEC are within the vicinity of where the transformer is located.

The Study concludes that a Phase Two ESA is required prior to filling the RSC to investigate the soil and/or groundwater conditions within the APECs.

## 9.8 Functional Servicing and Stormwater Management Report

MTE Consultants, prepared a Functional Servicing and Stormwater Management Report to detail the proposed site grading, servicing and stormwater management design along with the proposed sediment control measures and maintenance requirements. The Report concludes that the Proposed Development can be adequately serviced as summarized below.

### *Water*

There is an existing 200mm diameter municipal watermain along Harvard Road, and an existing 400mm diameter municipal watermain along Gordon Street. The Site is currently serviced by an existing 100mm water service off the Gordon Street municipal watermain. All existing water services will be decommissioned and capped at the municipal watermain as part of the redevelopment of the Site.

A new connection to the 200mm diameter municipal watermain along Harvard Road is proposed to service the new development. The proposed water service size will be 150mm diameter and will enter the building at the northwest corner.

### *Fire*

There is an existing municipal hydrant at the northwest corner of the Harvard Road and Gordon Street intersection that will be utilized by this development. The fire department connection at the building is within 45.0m of the municipal hydrant; hence, no private hydrant is proposed on-site.

### *Sanitary*

There is an existing 150mm diameter municipal sanitary sewer located at the south corner of the Site, draining towards the Hickory Street road allowance. The Site is currently serviced by a 150mm diameter sanitary service connected to this municipal sanitary sewer complete with an existing manhole within the property, which is approximately 2.4 metres deep. The existing sanitary sewer will be utilized as an outlet for the redevelopment of the Site. The existing on-site service will be removed.

A sanitary flow design sheet has been prepared to determine the flows anticipated to be generated by the proposed development. For the requested uses, the maximum anticipated peak sanitary flow generation rate is 7.0L/s/ha. With the proposed building having 389 units and with a site area

of 0.846ha, the resulting peak flow is expected to be 5.9L/s from the Site. Refer to Appendix B in the Report for the sanitary flow rate calculations.

The existing 150mm diameter municipal sanitary sewer, located at the southwest corner of the Site, will be utilized to service the development. To confirm that the existing sanitary sewer can convey flows from the Site, the existing slope was assumed to be 0.5% for the sanitary flow rate calculations. A 150mm sanitary sewer will be connected to the existing manhole within the property boundary to service the building. The sanitary sewer is proposed at a slope that provides depth for the servicing of the buildings while maintaining adequate capacity. The service size and inverts will be confirmed at the detailed design stage.

### *Storm*

There is an existing 375mm diameter municipal storm sewer located at the southwest corner of the Site, draining towards Hickory Street road allowance. The Site is currently serviced by a 375mm diameter storm service connected to this municipal sanitary sewer complete with an existing manhole within the property, which is approximately 1.82 metres deep. The existing storm sewer will be utilized as an outlet for the redevelopment of the Site. Surface runoff from a majority of the Site is conveyed overland to the west of the Site where it enters the Harvard Road storm sewer.

A private storm sewer system will be installed on-site to collect rooftop runoff from the building and runoff from the common driveway, parking, and landscaped areas. The storm sewer system will include area drains and catch basins, which will be connected to the building within the underground parking. The runoff collected in the storm sewers will be directed to a proposed OGS unit located at the southwest corner of the Site and on to the existing municipal storm sewer draining south. Runoff from the frontage of the property will flow towards Harvard Road as per existing conditions. The service sizes and inverts will be confirmed at the detailed design stage.

For water quality control the Site is designed to provide 70% TSS removal for water quality controls. A stormceptor Model EF06 is proposed to be installed on the private storm sewer system. Regular annual maintenance will be required for the stormceptor. The final model will be confirmed during the detailed design stage.

### *Grading*

The Site currently contains a two-storey hotel, surface parking, and landscaped areas. In its existing condition, surface runoff from the Site drains east to west. There is an elevation difference of approximately 2.0 metres, with the lower elevation within the Site at approximately 334.70 to the west, and the higher elevation at approximately 336.70 to the east. The Site currently contains approximately 72% of impervious area.

The Proposed Development consists of one 10-storey mixed use building with a driveway entrance off Harvard Road, and both surface-level parking and underground parking. The proposed grading strategy will respect the existing grades along all property boundaries. The grade change across the Site will be accommodated by a 3.5% sloped driveway into the Site at the northwest entrance. Grading internal to the Site will involve directing stormwater runoff to the on-site area drains and storm sewer systems. The major overland flow route from the Site will be directed towards Harvard Road. The Functional Grading and Servicing Plan shows the preliminary grading design.

#### *Erosion and Sediment Control*

To limit erosion and sedimentation during construction the following measures are recommended during construction:

- Erosion and sedimentation facilities are to be installed prior to any area grading operations;
- All materials and equipment used for the purpose of site preparation and project completion should be operated and stored in a manner that prevents any deleterious substance from leaving the Site; and,
- To minimize the amount of mud being tracked onto the road, a mud mat should be installed at the primary construction entrance.

### **9.9 Geotechnical Investigation and Preliminary Hydrogeological Assessment Report**

A Geotechnical Investigation and Preliminary Hydrogeological Assessment Report was prepared by Chung & Vander Doelen Engineering (November 17, 2021) to assess the subsurface conditions at the Site and make geotechnical recommendations for foundations, retaining walls, pavement design, excavation, groundwater control, grading, floor slabs, backfilling, dewatering, and infiltration analysis.

Fieldwork involved the advancement of eight boreholes ranging between 9.60- 12.65 m below ground. Soil samples were recovered from the boreholes. Two monitoring wells were installed to determine the groundwater levels/ elevations and to provide hydrogeological information. In one of the monitoring wells a vanEssan Driver data logger was installed to determine the seasonal groundwater levels/ elevations for the period of one year.

The analysis confirmed that the Site is comprised of topsoil, pavement, or fill underlying the pavement. The fill was generally composed of varying amounts of sand and silt ranging from silt with trace sand to silty sand with trace of some gravel and trace clay.

Groundwater conditions were monitored during the borehole drilling and immediately following the withdrawal of the drilling augers at each borehole station. The two monitoring wells were installed to determine the groundwater level/ elevation to provide hydrogeological information. Upon withdrawal of the drilling augers the groundwater depth ranged between 3.02 m to 421 m. Based on

this the groundwater table at the Site exists at depths between 3 m and 4.9 m below existing grades corresponding to elevations between 331.2 m and 3319 m. The groundwater table will fluctuate seasonally and in response to major weather events.

Section 6 of the Study provides detailed recommendations for the building design, groundwater table, dewatering, water-proofing, footings (type and recommended depth), floor slab construction standards, on site infiltration, handling of excess soils, and soil removals. The notes that infiltration of stormwater is considered feasible across the Site.

No concerns were raised about the suitability of the proposed use. Final review of the design and excavations and continued groundwater monitoring are recommended to support the design and construction process.

#### **9.10 Commercial Function Assessment**

Ward Land Economics was retained to prepare a Commercial Function Assessment. The report dated March 2022 endorsed the proposed mixed-use development from a commercial function perspective and concluded that there are several market indicators which demonstrate a lack of need for the Site's commercial designation and zoning including: the long term use of the Site as a hotel, the Site's location beside a shopping centre and the size of the shopping centre, and the large supply of retail commercial space in the market area including grocery stores and pharmacies which serve the daily and weekly needs of the surrounding community.

The finding of the study are as follows:

- With the removal of the hotel the area will continue to provide a large supply of commercial uses to meet the daily and weekly needs of the surrounding community;
- There are opportunities for additional commercial floor space to be provided elsewhere to sustain the local provision of commercial floor space on lands designated commercial including areas within the immediate vicinity of the Site;
- The Proposed Development will not impact the ability of residents and employees in the area to use active transportation options to access commercial shopping areas and commercial services; and
- The role of the existing commercial space in the market area will continue to provide a community focal point for shopping, stores, and services.

## **10. Conclusions**

GSP Group has been retained by 2371633 Ontario Inc. to coordinate the preparation and submission of an OPA and ZBA for the property municipally known as 785 Gordon Street in the City of Guelph.



The proposed OPA and ZBA application is necessary to permit the redevelopment of the Site from a hotel into a mixed-use building containing approximately 600 m<sup>2</sup> of convenience commercial uses, 389 post-secondary school residence units with a density of 615 bph (520 bedrooms). The Site will also contain a total of 220 parking spaces, 45 surface spaces and 175 underground and 432 bicycle parking spaces (41 short term and 391 long term).

For the reasons discussed in this Report, it is our opinion that the Proposed Development is appropriate and desirable. The Proposed Development is compatible with the existing and planned context of the Hanlon Creek neighbourhood and will enhance the Gordon Street and Harvard Road frontages by urbanizing an underutilized Site with a well-designed high-rise mixed-use building. Residential intensification on the Site is consistent with numerous policy directions in the PPS, the Growth Plan, and the OP, which are supportive of intensification on underutilized sites that are well served by transit and municipal infrastructure. The Proposed Development would implement the objectives of the Intensification Corridor and Built-Up Area and will add to the range of housing options in the area while also providing transit supportive density. The Proposed Development will contribute to meeting intensification targets that apply to the Site. The proposed height, density and massing are appropriate for the immediate context and are compatible and complementary to the adjacent developments in the Hanlon Creek neighbourhood. The Proposed Development will urbanize the Subject Property and result in a building that appropriately frames and interfaces with Gordon Street and Harvard Road, improving the public realm. For all the foregoing reasons, it is our opinion that the proposed OPA and ZBA is appropriate and desirable.

This Planning Justification Report concludes that the proposed OPA and ZBA application is appropriate intensification on the Subject Property and represents good planning for the following reasons:

- Consistent with the policies of the PPS;
- Conforms with the Growth Plan;
- The requested High Density Residential OP designation and each of the site-specific policies are appropriate and justified for the reasons set out in Section 6 of this Report;
- The requested Specialized Residential Apartment R.4B-XX Zone is appropriate and justified for the reasons set out in Section 6 of this Report;
- The Proposed Development addresses applicable Sections of the City's Urban Design policies. Further details on the design of the development can be found within the Urban Design Brief. Through the Site Plan Approval process the proposed design will be evaluated by staff and finalized;
- The Site will be serviced through proposed service connections to the existing sanitary, water and stormwater networks and appropriate measures for stormwater management quality control can be implemented;
- The development is transit supportive (has access to local and higher order transit) and it will promote increased ridership of existing transit;

- The development will provide an additional form of housing that will meet the needs of the current and future population; and
- It is appropriate in this urban context.

## **Appendix A: Draft Official Plan Amendment**

## **PART A- THE PREAMBLE**

### **Title and Components**

This document is entitled '785 Gordon Street Site Specific Amendment' and will be referred to as 'Amendment No. XX'.

Part A- The Preamble provides an explanation of the Amendment including the Purpose, Background, Location, Basis of the Amendment and Summary of Changes to the Official Plan but does not form part of this amendment.

Part B- The Amendment forms Amendment XX to the Official Plan for the City of Guelph and contains the land use changes and specific text of the new policy introduced to the Official Plan for the City of Guelph through the Amendment.

### **Purpose**

The purpose of Amendment XX is to change the land use designation of the Subject Property from "Neighbourhood Commercial" to "High Density Residential" land use designation, and to add a site-specific policy that would permit a maximum density of 615 bedrooms per hectare (bph) and a maximum gross floor area of 600 m<sup>2</sup> of convenience commercial uses on the main floor.

### **Location**

The Subject Property affected by Official Plan Amendment XX are municipally known as 785 Gordon Street and are legally described as as Northeast Half of Lot 1 Concession 7, Puslinch in the City of Guelph. The Subject Property have an area of 8462.2 m<sup>2</sup> and are located on the southwest corner of Gordon Street and Harvard Road.

### **Basis of the Amendment**

The Official Plan Amendment application was submitted to the City of Guelph in conjunction with an application to amend the Zoning By-law.

### **Summary of the Changes to the Official Plan**

The Official Plan Amendment will change the land use designation on the Subject Property from a Neighbourhood Commercial land use designation to a High-Density Residential land use designation and will add a site-specific policy to permit a maximum net density of 615 bedrooms per hectare (bph) and will permit convenience commercial uses to have a gross floor area of up to 600 m<sup>2</sup> on the first storey.

## **PART B- THE AMENDMENT**

This Section of Amendment XX for 785 Gordon Street sets out the additions and changes to text and Schedule 2 in the Official Plan.

### **Implementation and Interpretation**

Amendment XX is to be read in conjunction with the current Official Plan.

### **Details of the Proposed Amendment**

The Official Plan for the City of Guelph is amended by changing the land use designation on Schedule 2: Land Use Plan for 785 Gordon Street from a Neighbourhood Commercial designation to a High-Density Residential designation, as shown on the following excerpt from Schedule 2:





## Proposed OP Land Use Plan

Source: City of Guelph Official Plan, Schedule 2 Land Use Plan (2021)

Figure

9

The Official Plan for the City of Guelph is further amended by **adding** the following new policy to Section 9.13.XX:

9.13. XX    785 Gordon Street

Notwithstanding the High Density Residential policies in Section 9.3.5 and the Non-Residential Uses in Residential Designation policies in Section 9.3.1.2 the maximum net density shall be 615 bedrooms per hectare and the maximum gross floor area of convenience commercial uses shall be 600 m<sup>2</sup> on the first storey.

## **Appendix B: Draft Zoning By-law Amendment**

**THE CORPORATION OF THE CITY OF GUELPH**

**By-law Number (20\_\_)-XXXXX**

A By-law to amend By-law Number (1995)-

14864, as amended, known as the Zoning

By-law for the City of Guelph as it affects property known municipally as 785 Gordon Street and legally described as Northeast Half of Lot 1 Concession 7, Puslinch in the City of Guelph (File XX).

**WHEREAS** Section 34(1) of The Planning Act, R.S.O. 1990, c.P.13 authorizes the Council of a Municipality to enact Zoning By-laws;

**THEREFORE THE COUNCIL OF THE CORPORATION OF THE CITY OF GUELPH ENACTS AS FOLLOWS:**

1. By-law Number (1995)-14864, as amended, is hereby further amended by rezoning the property described as 785 Gordon Street from the SC.1-11 (Specialized Service Commercial) Zone to the R.4B-XX (Specialized Residential Apartment) Zone.
2. Section 5.4.3.2 of By-law Number (1995)-14864, is hereby further amended by adding new Subsection 5.4.3.2.XX for 785 Gordon Street as follows:

5.4.3.2.XX **R.4B-XX**

785 Gordon Street

As shown on Defined Area Map Number 31 of Schedule “A” of this By-law.

5.4.3.2.XX.1 Permitted Uses

- Convenience store
- Financial Establishment
- Medical Office
- Office
- Post-Secondary School Residence
- Restaurant
- Retail Establishment
- Service Establishment
- Accessory uses in accordance with Section 4.23

5.4.3.2.XX.1.1 Definition

For the purpose of the R.4B-XX Zone:

**“Post- Secondary School Residence”** shall be defined as:

**“Post-Secondary School Residence”** means the whole of an apartment building consisting of 3 or more Dwelling Units, each providing up to 5 bedrooms for hire or gain directly or indirectly that may or may not have exclusive use of both a kitchen and a bathroom. For the purposes of the subject property, the definition of Lodging House Type 2 shall not apply.

#### 5.4.3.2.XX.2 Regulations

5.4.3.1.XX.2.1 In accordance with the High Density Apartment regulations in Table 5.3.2 of the Zoning By-law as amended, with the following exceptions and additions:

##### 5.4.3.1.XX.2.2 Maximum Density

Despite Table 5.4.2, Row 5 the maximum density permitted shall be 615 bedrooms per hectare.

##### 5.4.3.1.XX.2.3 Front Yard Setback

Despite Section 4.24 the minimum front yard setback (Gordon Street) shall be 9.0 m.

##### 5.4.3.1.XX.2.4 Interior Side Yard Setback

Notwithstanding Table 5.4.2, Row 8 the minimum interior side yard setback shall be:

- 15 m for the 1<sup>st</sup> – 5<sup>th</sup> storey;
- 17 m for the 6<sup>th</sup> storey;
- 20 m for the 7<sup>th</sup> storey;
- 23 m for the 8<sup>th</sup> storey;
- 27 m for the 9<sup>th</sup> storey; and
- 30 m for the 10<sup>th</sup> storey.

##### 5.4.3.1.XX.2.5 Rear Yard Setback

Notwithstanding Table 5.4.2, Row 9 the minimum rear yard setback shall be:

- 15 m for the 1<sup>st</sup> to 5<sup>th</sup> storey;
- 19 m for the 6<sup>th</sup> storey;
- 22 m for the 7<sup>th</sup> storey;
- 25 m for the 8<sup>th</sup> storey;
- 28 m for the 9<sup>th</sup> storey; and



- 29 m for the 10<sup>th</sup> storey.

#### 5.4.3.1. XX.2.6 Height/ Angular Plane

Notwithstanding Table 5.4.2, Row 10 and Section 4.16.2, the maximum height is 10 storeys and the maximum angular planes are 46 degrees along the centreline of Gordon Street and 52 degrees along the centreline of Harvard Road.

#### 5.4.3.1. XX.2.7 Common Amenity Areas

Despite Section 5.4.2.4.

- The common amenity area is 14 m<sup>2</sup> per dwelling unit but not less than 50 m<sup>2</sup> collectively shall be provided;
- Amenity areas are permitted to have a length that is 4 times the width or greater;
- Common amenity areas are permitted in the required front yard and required exterior side yard; and
- Common amenity areas include private balconies and terraces.

#### 5.4.3.1.XX.2.8 Landscaped Open Space

Notwithstanding Table 5.4.3, Row 13 the minimum landscaped open space required is 33%.

#### 5.4.3.1. XX. 2.9 Floor Space Index (F.S.I)

Despite Table 5.4.2, Row 18 a maximum F.S.I of 2.55 is permitted.

#### 5.4.3.1.XX.2.10 Convenience Commercial Uses

To allow up to 600 m<sup>2</sup> of gross floor area of convenience commercial uses on the first storey.

#### 5.4.3.1.XX.2.11 Bicycle Parking

To require bicycle parking at a rate of:

- 1 long term and 0.1 short term spaces per dwelling unit;
- 0.2 long term spaces per 100 m<sup>2</sup> GFA (2 spaces minimum) and 0.13 short term spaces per 100 m<sup>2</sup> GFA (minimum of 2 spaces) for offices;
- 0.1 long term per 100 m<sup>2</sup> GFA (2 spaces minimum) and 0.2 short term per 100 m<sup>2</sup> GFA (2 spaces minimum) for convenience stores, financial establishments, medical offices, retail establishments, or service establishments; and

- 0.1 spaces long term per 100 m<sup>2</sup> GFA (2 spaces minimum) and short term 2 spaces per use for restaurants.

#### 5.4.3.1.XX.2.12 Outdoor Patios

Notwithstanding Section 4.17 an outdoor patio of a restaurant or licensed establishment is permitted on the Subject Property a minimum of 6 m from the interior lot line and 9 m from the front lot line.

#### 5.4.3.1.XX.2.13 Permitted Encroachments

Notwithstanding Table 4.7 Row 6, the maximum permitted encroachment for a canopy is 2.6 m into all yards.

#### 5.4.3.1.XX.2.14 Parking

##### 5.4.3.1.XX.2.14.1 Post-Secondary School Residence

Notwithstanding Section 4.13.4.3 to require a minimum parking rate of 0.25 spaces per bedroom for the post-secondary school residence.

##### 5.4.3.1.XX.2.14.2 Visitor Parking

Notwithstanding Section 4.13.6 the visitor parking spaces are permitted to be either above grade or below grade.

##### 5.4.3.1.XX.2.14.3 Surface Parking Setback

Despite Section 4.13.2.2 surface parking is permitted to have a minimum interior side yard setback of 1.4 m.

3. Schedule "A" of By-law Number (1995)-14864, as amended, is hereby further amended by deleting Defined Area Map 31 for 785 Gordon Street and adding a new Defined Area Map 31 attached hereto as Schedule "A".
4. Where notice of this by-law is given in accordance with the Planning Act, and where no notice of objection has been filed within the time prescribed by the regulations, this by-law shall come into effect. Notwithstanding the above, where notice of objection has been filed within the time prescribed by the regulations, no part of this by-law shall come into effect until all of such appeals have been finally disposed of by the Ontario Land Tribunal.

**PASSED this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_**

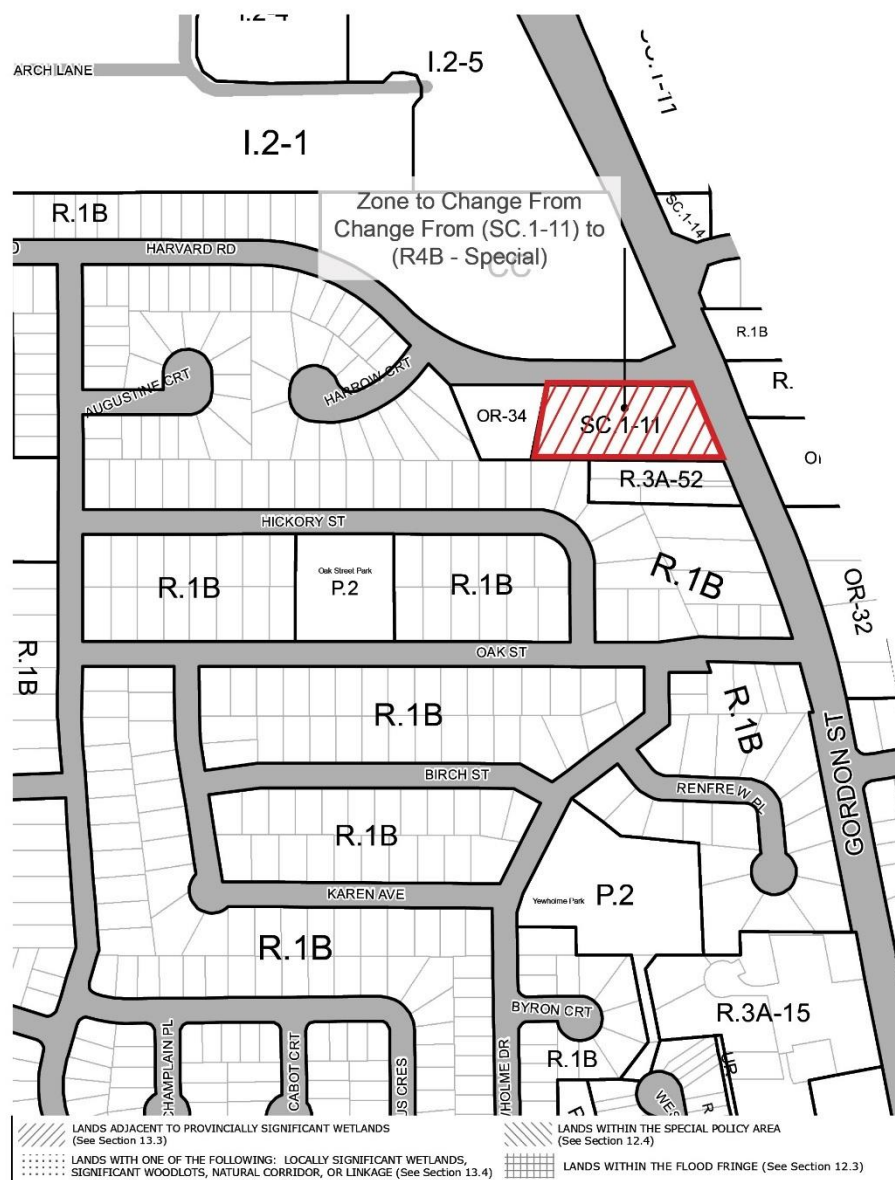
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**MAYOR**

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**CITY CLERK**

## Schedule "A"



Source: City of Guelph Zoning By-Law Schedule 'A', Defined Area Map 31 (2013)

Planning Justification Report | 785 Gordon Street  
GSP Group | March 2022