

# Staff Report



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To	<b>City Council</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, September 10, 2018
Subject	<b>Decision Report 119 Ingram Drive and 35 Wideman Boulevard Zoning By-law Amendment File: ZC1713 Ward 2</b>
Report Number	IDE-2018-115

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## Recommendation

That the application by Black, Shoemaker, Robinson & Donaldson Limited on behalf of Artifex Construction Limited for a Zoning By-law Amendment to change the zoning from the current "General Apartment" (R.4A) Zone to a "Specialized On-Street Townhouse" (R.3A-23) Zone to permit the development of 28 on-street townhouse units on the properties municipally known as 119 Ingram Drive and 35 Wideman Boulevard and legally described as Blocks 41 and 42, Registered Plan 61M-173, City of Guelph be approved in accordance with the zoning regulations and conditions in ATT-3 of the Infrastructure, Development and Enterprise Report 2018-115 dated September 10, 2018.

## Executive Summary

### Purpose of Report

This report provides a staff recommendation to approve a Zoning By-law Amendment application to permit 28 on-street townhouse units.

### Key Findings

Planning staff support the proposed Zoning By-law Amendment subject to the zoning regulations and recommended conditions in ATT-3.

### Financial Implications

Estimated Development Charges: \$630,812 based on 2018 rates.

Estimated Annual Taxes: \$119,149 based on 2018 tax rate for 28 townhouse units.

# **Report**

## **BACKGROUND**

An application to amend the Zoning By-law has been received for the site municipally known as 119 Ingram Drive and 35 Wideman Boulevard from Black, Shoemaker, Robinson & Donaldson Limited (BSR&D) on behalf of Artifex Construction Limited. The application requested to change the zoning from the current R.4A (General Apartment) Zone to a specialized R.3B-23 (On-Street Townhouse) Zone to permit the development of 28 on-street townhouses. The subject lands contain two separate blocks and 14 on-street townhouses are proposed to be provided on each block.

The application was received on December 21, 2017. The application was deemed to be complete on January 19, 2018. A statutory Public Meeting was held to present and discuss the rezoning application on April 9, 2018.

Following circulation, the applicant received generally supportive comments from area residents on the development proposal. No concerns were raised by any members of the public at the statutory Public Meeting.

## **Location**

The subject site is comprised of two vacant blocks in an existing registered plan of subdivision. The north block (Block 41) is bounded by Ingram Drive, Victoria Road North and Wideman Boulevard and is approximately 0.34 hectares in size. The south block (Block 42) is bounded by Wideman Boulevard, Victoria Road North, and Simmonds Drive and is also approximately 0.34 hectares in size. Cumulatively, the properties have an area of 0.688 hectares (see Location Map and Orthophoto, ATT-1 and ATT-2).

Surrounding land uses include:

- To the north, across Ingram Drive, existing on-street townhouses and existing single detached dwellings;
- To the east, across Victoria Road North, existing on-street townhouses, and a vacant parcel known as 671 Victoria Road North, which is zoned for convenience commercial and cluster townhouses (townhouse use approved by Council July 9, 2018 through Zoning By-law Amendment application ZC1606),
- To the south, existing single detached dwellings on Simmonds Drive and further south, the Trillium Waldorf School on Victoria Road North; and
- To the west, existing single detached dwellings, and further west, Wilson Farm Park.

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

The Official Plan land use designation that applies to approximately the northern three quarters of the subject lands, including all of Block 41 and half of Block 42 is "Low Density Greenfield Residential". The remaining southern quarter of the lands on Block 42 is designated "Low Density Residential" in the Official Plan (See ATT-3).

The “Low Density Greenfield Residential” designation is applied to residential areas within the greenfield area of the City, and is intended to accommodate detached, semi-detached and duplex dwellings, as well as multiple unit residential buildings, such as townhouses and apartments. The maximum net density of residential developments within the “Low Density Greenfield Residential” designation is 60 units per hectare, and the minimum net density is 20 units per hectare.

The “Low Density Residential” designation is applied to residential areas within the built-up area of the City which are currently predominantly low-density in character. Lands within this designation are also intended to accommodate detached, semi-detached and duplex dwellings, as well as multiple unit residential buildings, such as townhouses and apartments. The maximum net density of residential developments within the “Low Density Residential” designation is 35 units per hectare, and the minimum net density is 15 units per hectare.

Further details of both the “Low Density Residential” and “Low Density Greenfield Residential” designations are included in ATT-3.

### **Existing Zoning**

The subject site is currently zoned R.4A (General Apartment) in the City of Guelph’s Zoning By-Law (1995)-14865, as amended. The R.4A zone permits apartment buildings to a maximum height of eight (8) stories, and a maximum net density of 100 units per hectare. Details of the existing zoning are included in ATT-4.

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

The applicant is proposing to rezone the subject lands from the “R.4A” (General Apartment) Zone to a R.3B-? (Specialized On-Street Townhouse) Zone with a site specific regulation. The site specific zoning regulation being requested is to permit a minimum exterior side yard of 5.83 metres, whereas 6.0 metres is required in the standard R.3B zone. Section 4.28 of the Zoning By-law requires a minimum exterior side yard of 6.0 metres when properties are adjacent to designated arterial roads in the Official Plan. Victoria Road North is designated as an arterial road in the Official Plan.

The proposed zoning details are further provided in ATT-5.

### **Proposed Development**

The applicant is proposing to develop Block 41 and Block 42 of Registered Subdivision Plan 61M-173 into a total of 28 on-street, two-storey townhouse units. Blocks 41 and 42 are both currently vacant and undeveloped. The 28 on-street townhouse units would be evenly divided between the two blocks, with 14 townhouse units on each block. The on-street townhouse units would be further divided to have 7 units each fronting along the south side of Ingram Drive, along both sides of Wideman Boulevard, and the along the north side of Simmonds Drive. The end units in the townhouse blocks adjacent to Victoria Road North will have upgraded side elevations, with the front door facing Victoria Road North. The future lots that will be associated with each on-street townhouse unit are proposed to be created through the registration of a Part Lot Control By-law on the lands.

The applicant's conceptual development plan and proposed building elevations are shown in ATT-7 and ATT-8.

### **Staff Review/Planning Analysis**

The staff review and planning analysis for this application is provided in ATT-9. The analysis addresses all relevant planning considerations, including the issues that were raised by Council at the statutory Public Meeting held on April 9, 2018.

### **Staff Recommendation**

Planning staff are satisfied that the recommended Zoning By-law Amendment is consistent with the 2014 Provincial Policy Statement and conforms to the 2017 Places to Grow Plan. The proposed Zoning By-law Amendment conforms to the objectives and policies of the Official Plan and the specialized regulation proposed is appropriate for the site. Planning staff recommend that Council approve the Zoning By-law Amendment subject to the zoning regulations and proposed conditions of site plan approval outlined in ATT-3.

## **Financial Implications**

Estimated Development Charges: \$630,812 based on rates in effect at the time of writing this report.

Estimated Annual Taxes: \$119,149 based on 2018 City tax rate for 28 townhouse units.

## **Consultations**

The public agency and comments received from City departments during the review of the application are summarized in ATT-10. Key dates for the public process regarding the planning application are included in ATT-11.

## **Corporate Administrative Plan**

This report supports the following goals and work plans of the Corporate Administrative Plan (2016-2018):

### **Overarching Goals**

Service Excellence

### **Service Area Operational Work Plans**

Our People- Building a great community together

## **Attachments**

- ATT-1 Location Map and 120m Circulation
- ATT-2 Orthophoto
- ATT-3 Recommended Zoning Regulations and Conditions
- ATT-4 Official Plan Land Use Designations and Policies
- ATT-5 Existing Zoning
- ATT-6 Proposed Zoning and Details
- ATT-7 Concept Plan
- ATT-8 Proposed Townhouse Elevations
- ATT-9 Planning Analysis
- ATT-10 Community Energy Initiative Commitment
- ATT-11 Departmental and Agency Comments
- ATT-12 Public Notification Summary

## **Departmental Approval**

Not applicable.

### **Report Author**

Michael Witmer  
Development Planner II

### **Approved By**

Chris DeVriendt  
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### **Approved By**

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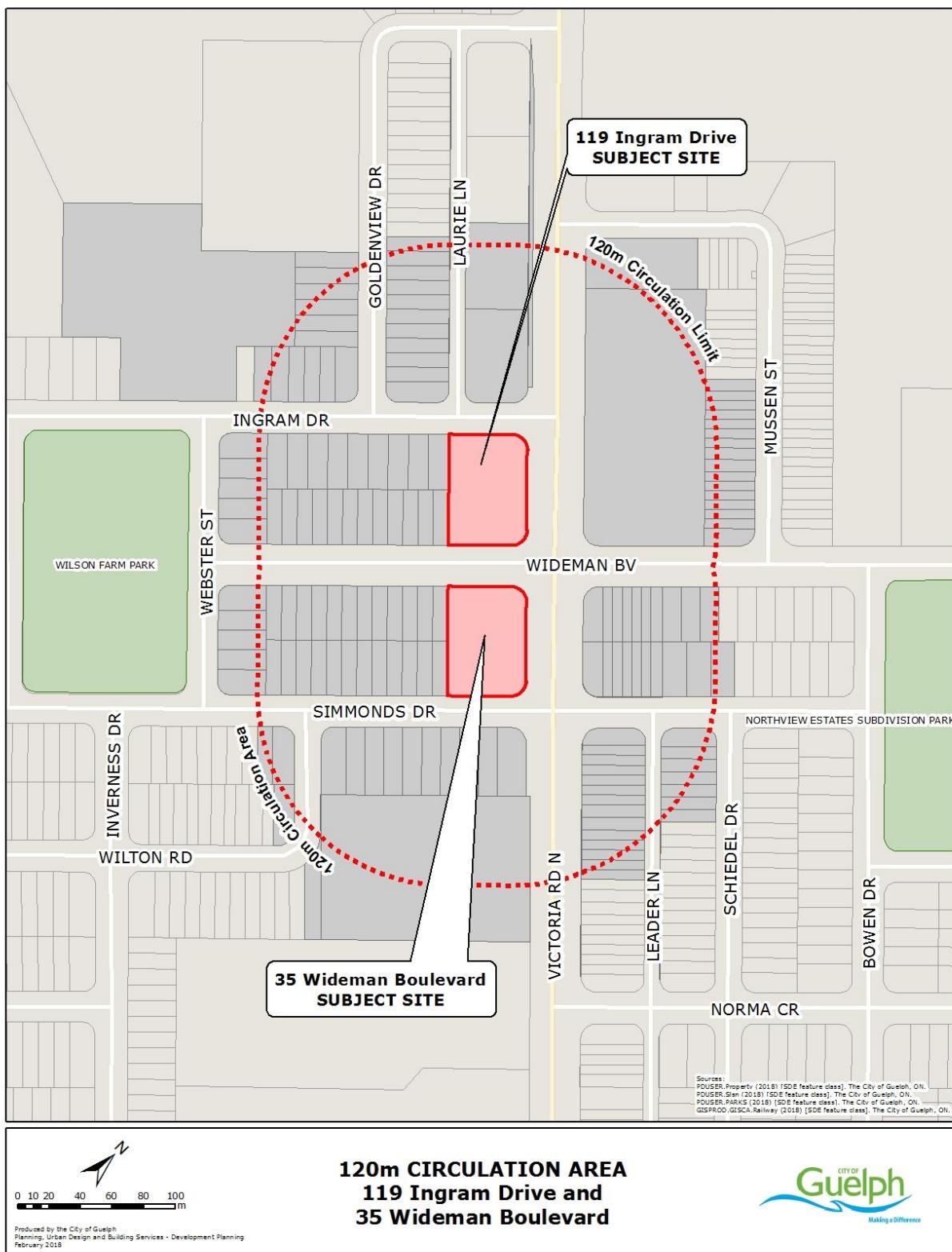
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### **Recommended By**

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for

**ATT-1**  
**Location Map and 120m Circulation**



**ATT-2**  
**Orthophoto**



**ATT-3**  
**Recommended Zoning Regulations and Conditions**

**Part A: Zoning Regulations**

**Zoning By-law Amendment**

The following zoning is proposed:

**Specialized R.3B-23 (Cluster Townhouse) Zone**

**Regulations**

In accordance with Section 4 (General Provisions) and Section 5.3 and Table 5.3.2 (Regulations Governing R.3 Zones) of Zoning By-law (1995)-14864, as amended, with the following exception:

**Minimum Exterior Side Yard**

Despite Section 5.32 and Section 4.28 of this by-law, the Minimum Exterior Side Yard shall be 5.83 metres.

**Part B: Proposed Conditions**

The following conditions are provided as information to Council and will be imposed through site plan approval.

**CITY CONDITIONS**

1. That the Owner shall submit to the City, in accordance with Section 41 of the *Planning Act*, a fully detailed site plan(s), indicating the location of the buildings, building design, landscaping, parking, access, grading and drainage on the said lands to the satisfaction of the General Manager of Planning, Urban Design and Building Services and the General Manager/City Engineer, prior to any construction or grading on the lands.
2. Prior to the issuance of site plan approval, written confirmation shall be received from the General Manager of Environmental Services or his or her designate that the proposed development is in conformance with By-law (2011)-19199, known as the Waste Management By-law.
3. The Owner shall pay to the City, as determined applicable by the Chief Financial Officer/City Treasurer, development charges and education development charges, in accordance with the City of Guelph Development Charges By-law (2009)-18729, as amended from time to time, or any successor thereof, and in accordance with the Education Development Charges By-laws of the Upper Grand District School Board (Wellington County) and the Wellington Catholic District Shool Board, as amended from

**ATT-3 (continued)**  
**Recommended Zoning Regulations and Conditions**

time to time, or any successor by-laws thereof, prior to this issuance of any building permits, at the rate in effect at the time of the issuance of a building permit.

4. The Developer shall obtain a Site Alteration Permit in accordance with City of Guelph By-law (2007)-18420 to the satisfaction of the City Engineer if grading/earthworks are to occur prior to the approval of the required engineering studies, plans and reports.
5. The Developer shall prepare and implement a construction traffic access and control plan for all phases of servicing and building construction to the satisfaction of the City Engineer. Any costs related to the implementation of such a plan shall be borne by the Developer.
6. Prior to site plan approval and prior to any construction or grading on the lands, the owner shall provide to the City, to the satisfaction of the General Manager/City Engineer, any of the following studies, plans and reports that may be requested by the General Manager/City Engineer:-
  - i) a functional servicing report;
  - ii) a stormwater management report and plans certified by a Professional Engineer in accordance with the City's Guidelines and the latest edition of the Ministry of the Environment's "Stormwater Management Practices Planning and Design Manual" which addresses the quantity and quality of stormwater discharge from the site together with a monitoring and maintenance program for the stormwater management facility to be submitted; if soakaway pits are proposed at detailed design stage, on-site permeameter testing is required to confirm that the recharge can be achieved.
  - iii) a geotechnical report certified by a Professional Engineer that analysis the permeability and hydraulic conductivity of the soils and recommends measures to ensure that they are not diminished by the construction and development;
  - iv) a grading, drainage and servicing plan prepared by a Professional Engineer for the site and detailed erosion and sediment control plan, certified by a Professional Engineer that indicates the means whereby erosion will be minimized and sediment maintained on-site throughout grading and construction .
7. If on-street town homes will front Ingram Drive, extend the sanitary sewer on Ingram Drive, including the design and construction to the satisfaction of the City Engineer/ General Manager of Engineering and Capital

**ATT-3 (continued)**  
**Recommended Zoning Regulations and Conditions**

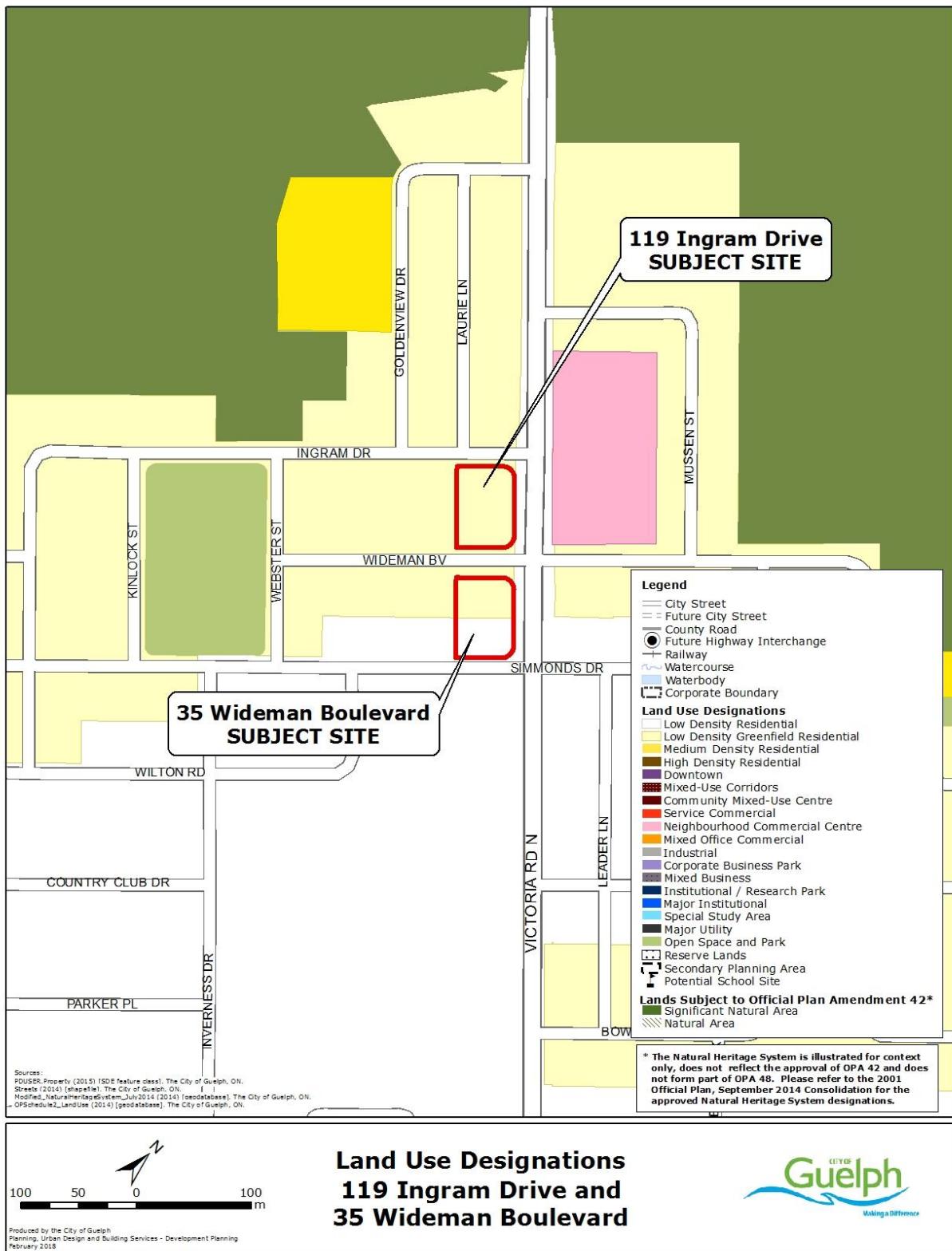
Infrastructure Services.

8. The Developer shall, to the satisfaction of the General Manager/City Engineer, address and be responsible for adhering to all the recommended measures contained in the plans, studies and reports outlined in subsections 4 i) to 4 iv) inclusive.
9. The Developer acknowledges that the City does not allow retaining walls higher than 1.0-metre abutting existing residential properties without the permission of the General Manager/City Engineer.
10. The Developer shall provide the City a Phase One ESA, either in the form of a letter report or an updated Phase I ESA, will be required and shall be prepared by a qualified person (QP) indicating accurate environmental assessment of the current site conditions.
11. The Developer shall be responsible for the actual cost of any service laterals required for the lands and furthermore, prior to any grading or construction on the lands the Developer shall pay to the City, the estimated cost as determined by the General Manager/City Engineer of any service laterals.
12. That the Developer pay the actual cost of removing or decommissioning to the satisfaction of the General Manager/City Engineer, any existing sanitary sewers, storm sewers, manhole and/or watermains that are not going to be used for service laterals. Furthermore, prior any grading or construction on the lands, the Developer shall pay to the City, the estimated cost as determined by the General Manager/City Engineer of the Developer's share of the cost of the removals and decommissioning works.
13. The Developer shall pay to the City the actual cost of the construction of the new driveway entrance and required curb cut and/or curb fill. Furthermore, prior to any grading or construction on the lands, the Developer shall pay to the City, the estimated cost as determined by the General Manager/City Engineer of the construction of the new driveway entrance and required curb cut and/or curb fill.
14. The Developer shall pay the actual cost of the removal of the existing driveway entrance including the asphalt pavement and gravel within the road allowance, the restoration of the boulevard with topsoil and sod including the required curb fill, with the estimated cost of the works as determined by the General Manager/City Engineer being paid, prior to any grading or construction on the lands.

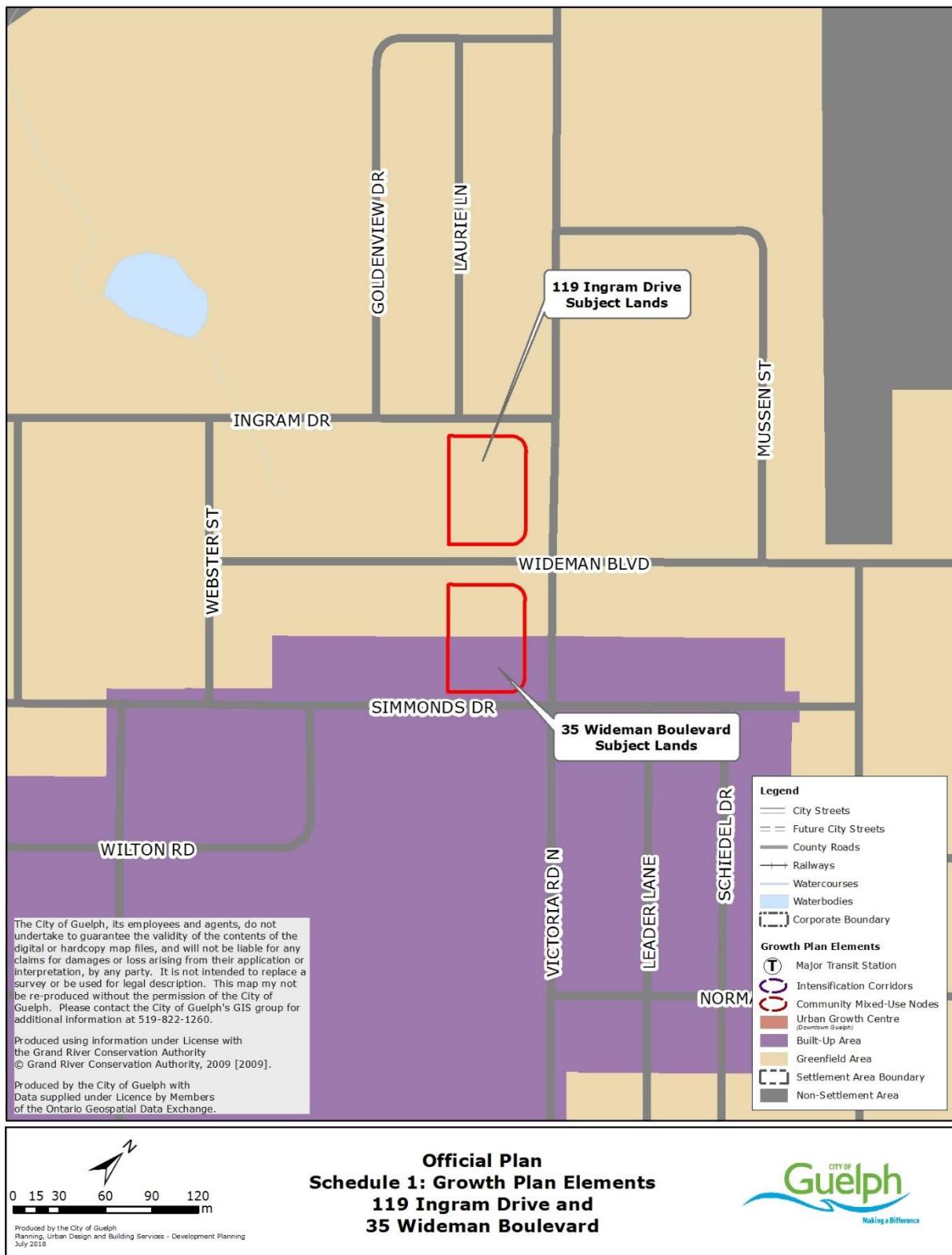
**ATT-3 (continued)**  
**Recommended Zoning Regulations and Conditions**

15. That all electrical services to the lands are underground and the Developer shall make satisfactory arrangements with Guelph Hydro Electric Systems Inc. for the servicing of the lands, as well as provisions for any easements and/or rights-of-way for their plants, prior to site plan approval and prior to any construction or grading on the lands.
16. That prior to site plan approval and prior to any construction or grading on the lands, the owner shall enter into a Site Plan Control Agreement with the City, registered on title, satisfactory to the City Solicitor and the General Manager/City Engineer, covering the recommendations noted above and to develop the site in accordance with the approved plans.

**ATT-4**  
**Official Plan Land Use Designations and Policies**



**ATT-4 (continued)**  
**Official Plan Land Use Designations and Policies**



**ATT-4 (continued)**  
**Official Plan Land Use Designations and Policies**

## **9.2 Residential Uses**

### **9.2.1 General Policies for Residential Uses**

1. *Affordable housing* is encouraged wherever residential uses are permitted.
2. Notwithstanding the maximum residential densities that are specified for various land use designations of this Plan, *development* designed exclusively for occupancy by senior citizens may be permitted to exceed the maximum unit density allowed without bonusing provided that the applicable residential policies are met.

## **9.3 Residential Designations**

The following objectives and policies apply to the Residential designations identified on Schedule 2:

- Low Density Residential
- Low Density Greenfield Residential
- Medium Density Residential
- High Density Residential.

### **Objectives**

- a) To ensure that an adequate amount of residential land is available to accommodate the anticipated population growth over the planning horizon.
- b) To facilitate the development of a full range of housing types, affordability, densities and tenure to meet a diversity of lifestyles and the social needs, health and well-being of current and future residents, throughout the city.
- c) To encourage and support *special needs housing* throughout the city.
- d) To provide for higher densities of residential *development* in appropriate locations to ensure that *transit-supportive* densities, *compact urban form*, *walkable communities* and energy efficiencies are achieved.
- e) To ensure *compatibility* between various housing forms and between residential and non-residential uses.
- f) To maintain the general character of built form in existing established residential neighbourhoods while accommodating *compatible* residential infill and *intensification*.

**ATT-4 (continued)**  
**Official Plan Land Use Designations and Policies**

- g) To direct new residential *development* to areas where municipal services and *infrastructure* are available or can be provided in an efficient and cost effective manner.
- h) To encourage the distribution of local *convenience commercial* uses and institutional uses in appropriate locations within residential areas.
- i) To ensure new *development* is *compatible* with the surrounding land uses and the general character of neighbourhoods.
- j) To promote innovative housing types and forms in order to ensure accessible, affordable, adequate and appropriate housing for all socio-economic groups.
- k) To ensure that existing and new residential *development* is located and designed to facilitate and encourage convenient access to employment, shopping, institutions and recreation by walking, cycling or the use of transit.
- l) To support home occupations throughout the city where residential uses are permitted.
- m) To encourage conservation and rehabilitation of older housing to maintain housing stock and the character of the established residential neighbourhoods.

**9.3.2 Low Density Residential**

This designation applies to residential areas within the *built-up area* of the city which are currently predominantly low-density in character. The predominant land use in this designation shall be residential.

**Permitted Uses**

1. The following uses may be permitted subject to the applicable provisions of this Plan:
  - i) detached, semi-detached and duplex dwellings; and
  - ii) multiple unit residential buildings, such as townhouses and apartments.

**Height and Density**

The *built-up area* is intended to provide for *development* that is *compatible* with existing neighbourhoods while also accommodating appropriate *intensification* to meet the overall *intensification target* for the *built-up area* as set out in Chapter 3. The following height and density policies apply within this designation:

**ATT-4 (continued)**  
**Official Plan Land Use Designations and Policies**

2. The maximum height shall be three (3) storeys.
3. The maximum *net density* is 35 units per hectare and not less than a minimum *net density* of 15 units per hectare.
4. Notwithstanding policies 9.3.2.2 and 9.3.2.3, increased height and density may be permitted for *development* proposals on arterial and collector roads without an amendment to this Plan up to a maximum height of six (6) storeys and a maximum *net density* of 100 units per hectare in accordance with the Height and Density Bonus policies of this Plan.

**9.3.3 Low Density Greenfield Residential**

This designation applies to residential areas within the *greenfield area* of the city. The *greenfield area* is planned to achieve an overall minimum *density target* of 50 persons and jobs per hectare.

**Permitted Uses**

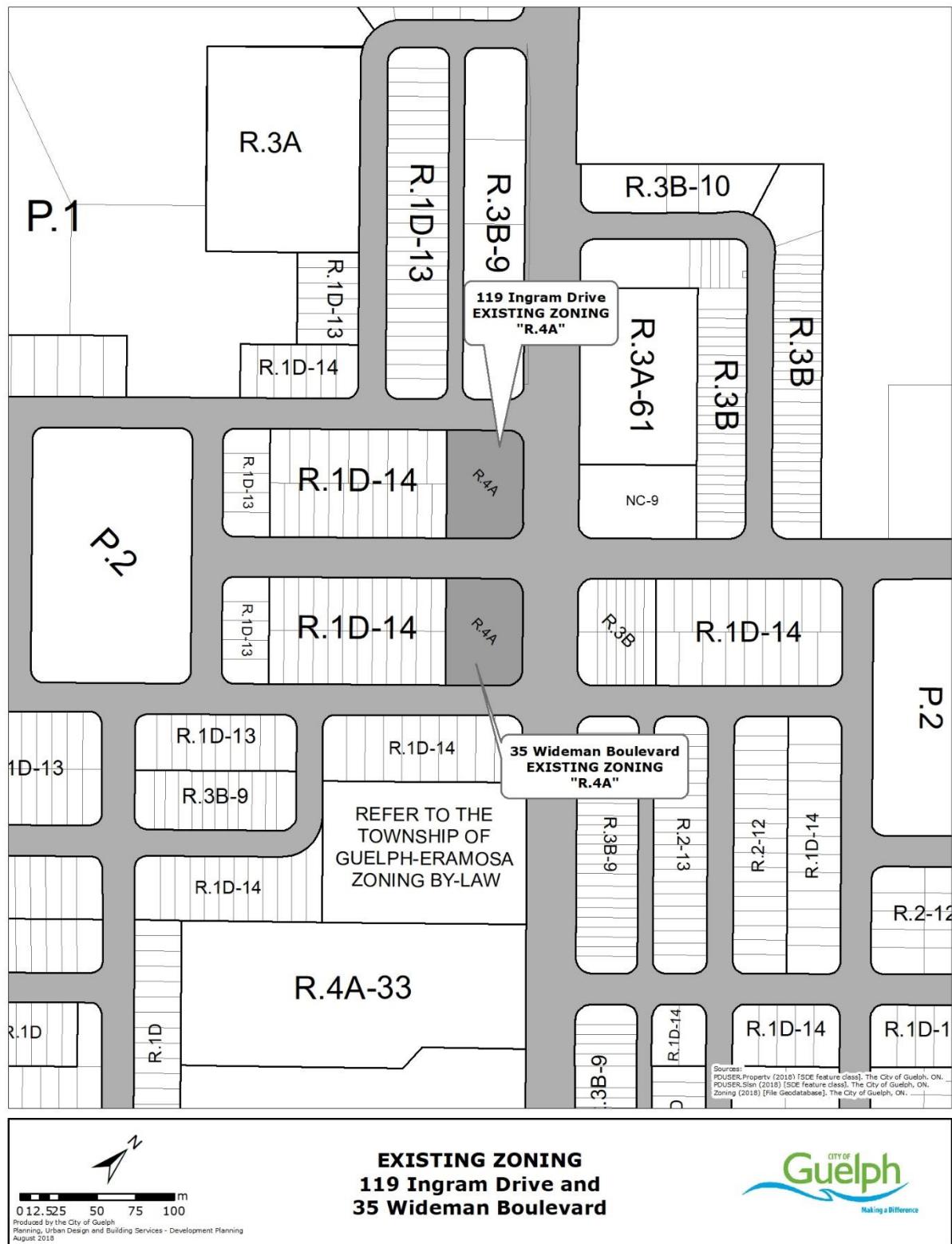
1. The following uses may be permitted subject to the applicable provisions of this Plan:
  - i) detached, semi-detached and duplex dwellings; and
  - ii) multiple unit residential buildings, such as townhouses and apartments.

**Height and Density**

To allow for flexibility and to contribute toward the achievement of the overall minimum *density target* of 50 persons and jobs per hectare for the *greenfield area*, the following height and density policies apply.

2. The maximum height shall be six (6) storeys.
3. The maximum *net density* is 60 units per hectare and not less than a minimum *net density* of 20 units per hectare.
4. Notwithstanding policy 9.3.3.3, increased density may be permitted for *development* proposals on arterial and collector roads without an amendment to this Plan up to a maximum *net density* of 100 units per hectare in accordance with the Height and Density Bonus policies of this Plan.

## **ATT-5 Existing Zoning and Details**



**ATT-5 (continued)**  
**Existing Zoning Details**

5.4            **RESIDENTIAL APARTMENT (R.4) ZONES**

5.4.1          **PERMITTED USES**

The following are permitted **Uses** within the Residential **Apartment R.4 Zones**:

17187    5.4.1.1          **R.4A - General Apartment Zone**

- **Apartment Building**
- **Nursing Home**
- **Home for the Aged**
- **Retirement Residential Facility**
- **Maisonette**
  
- **Accessory Uses** in accordance with Section 4.23
- **Home Occupation** in accordance with Section 4.19.

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5.4.2          **REGULATIONS**

Within the **Apartment R.4 Zones**, no land shall be **Used** and no **Building** or **Structure** shall be erected or **Used** except in conformity with the applicable regulations contained in Section 4 - General Provisions, the regulations set out in Table 5.4.2, and the following:

5.4.2.1        **Minimum Side Yard - R.4A and R.4B Zones**

Despite Row 8 of Table 5.4.2, where windows of a **Habitable Room** face on a **Side Yard**, such **Side Yard** shall have a minimum width of not less than 7.5 metres.

5.4.2.2        **Minimum Distance Between Buildings- R.4A and R.4B Zones**

Where two or more **Buildings** are located on any one **Lot**, the following regulations shall apply:

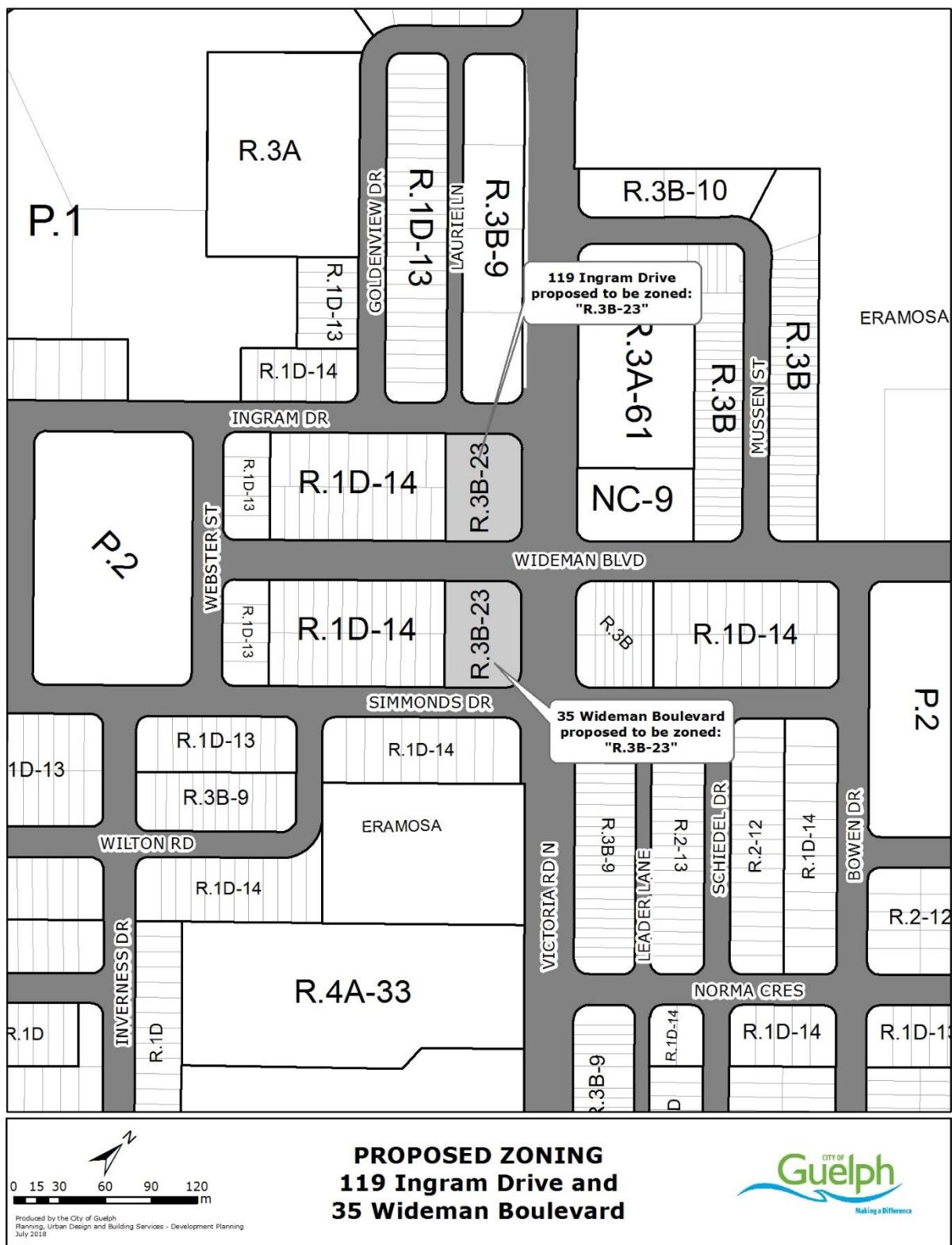
5.4.2.2.1      The distance between the face of one **Building** and the face of another **Building** either of which contains windows of **Habitable Rooms**, shall be one-half the total height of the two **Buildings**, and in no case less than 15 metres.

5.4.2.2.2      The distance between the faces of any two **Buildings** with no windows to **Habitable Rooms** shall be a minimum of 15 metres.

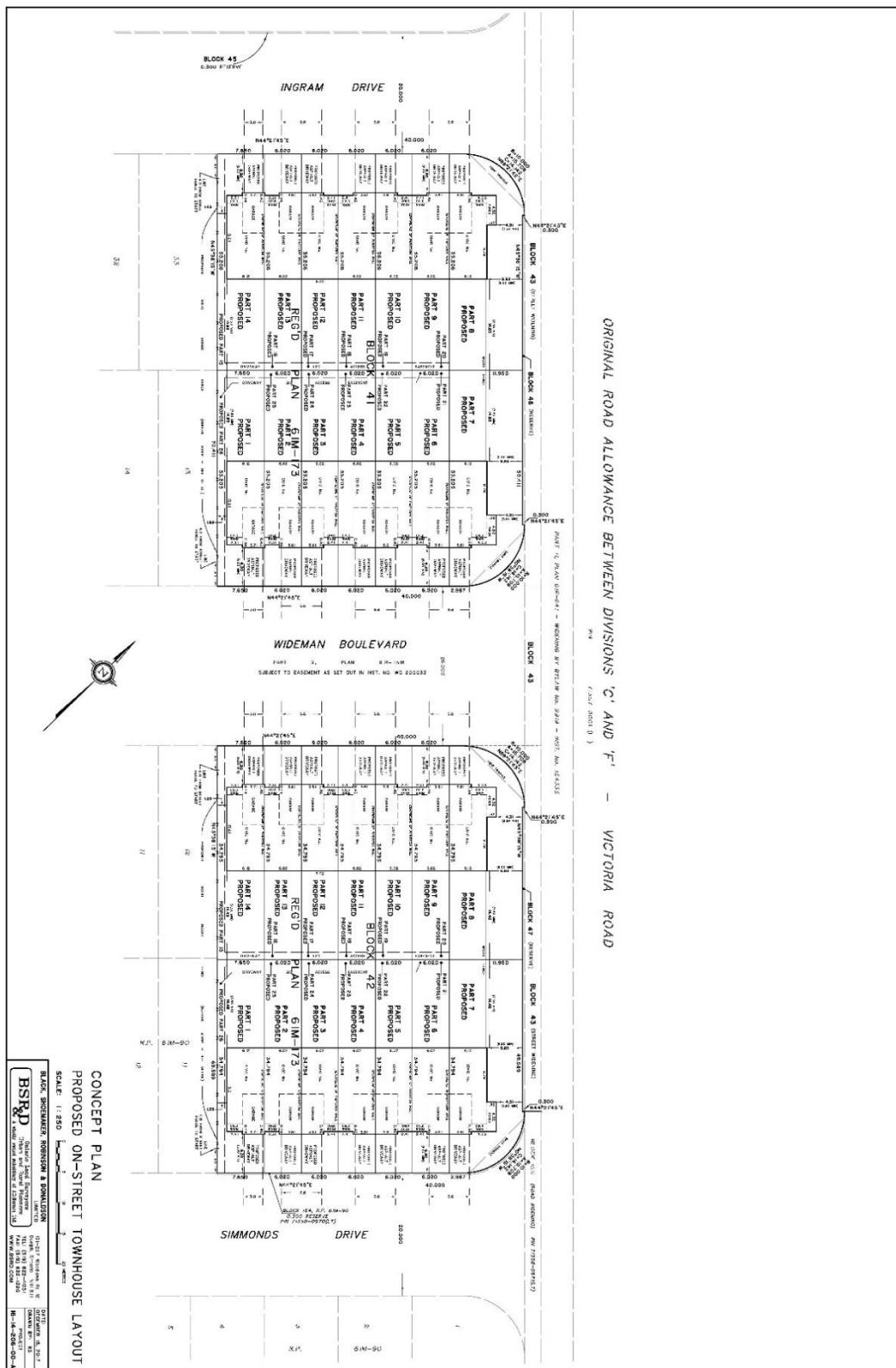
**ATT-5 (continued)**  
**Existing Zoning and Details**

- 5.4.2.4            Minimum **Common Amenity Area**
- 5.4.2.4.1          An amount not less than 30 m<sup>2</sup> per dwelling unit for each unit up to 20. For each additional dwelling unit, not less than 20 m<sup>2</sup> of **Common Amenity Area** shall be provided and aggregated into areas of not less than 50 m<sup>2</sup>.
- 5.4.2.4.2          **Amenity Areas** shall be designed and located so that the length does not exceed 4 times the width.
- 5.4.2.4.3          A **Common Amenity Area** shall be located in any **Yard** other than the required **Front Yard** or required **Exterior Side Yard**.
- 5.4.2.4.4          **Landscaped Open Space** areas, **Building** roof tops, patios, and above ground decks may be included as part of the **Common Amenity Area** if recreational facilities are provided and maintained (e.g. swimming pools, tennis courts, lounges, and landscaped areas).

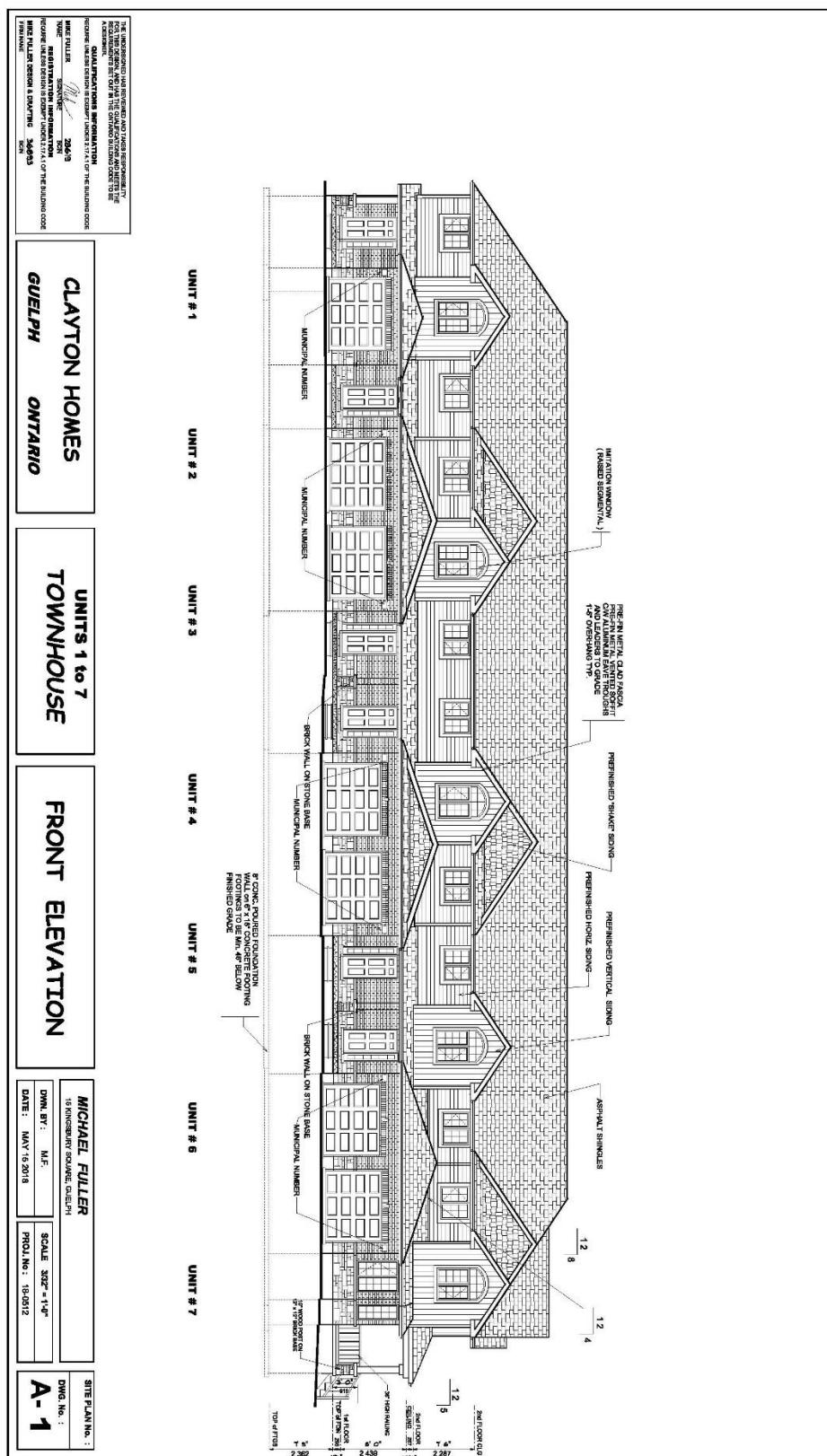
## **ATT-6 Proposed Zoning**



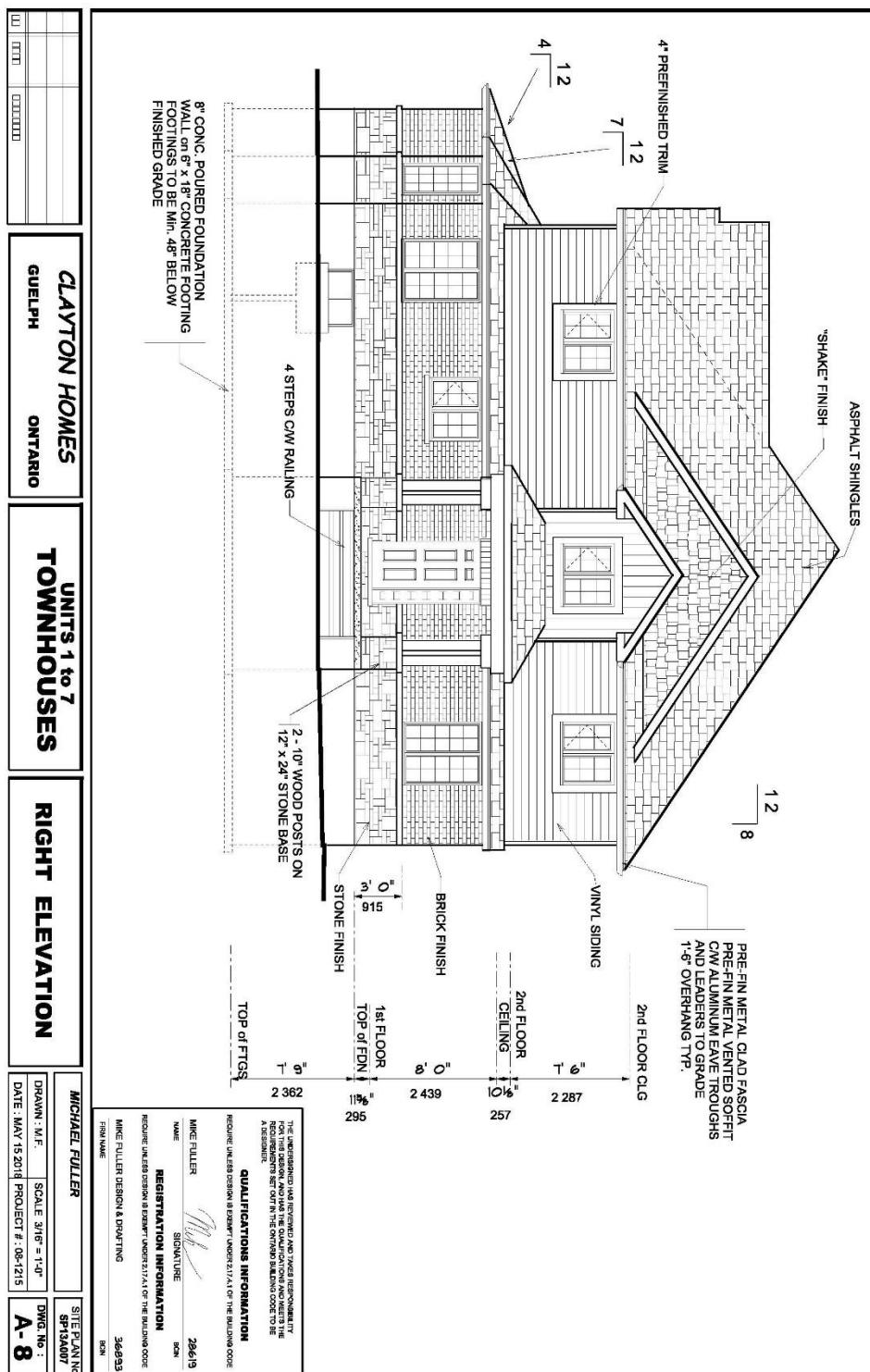
## **ATT-7 Conceptual Development Plan**



## **ATT-8** **Proposed Building Elevations**



## ATT-8 (continued) Proposed Building Elevations



**ATT-9**  
**Staff Review and Planning Analysis**

**2014 Provincial Policy Statement**

The 2014 Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development and is issued under the authority of Section 3 of the *Planning Act*. In general, the PPS promotes efficient use of land and development patterns and addresses matters of provincial interest in land use planning. As per section 4.2, all planning decisions shall be consistent with the PPS. Policy Section 1.0 – Building Strong Healthy Communities speaks to efficient land use and development patterns to support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth.

Policy 1.1.1 of the PPS promotes creating and sustaining healthy, liveable and safe communities. This is achieved in part by promoting efficient development and land use patterns with an appropriate range and mix of residential and employment and other uses to meet long term needs [1.1.1 a), b)]. Also, development must avoid land use patterns that may cause environmental concerns, and be cost-effective, ensuring the necessary infrastructure is in place to meet the projected needs [1.1.1 c), e), g)].

Policy 1.1.3 requires development in settlement areas to use land and resources wisely, considering and promoting opportunities for intensification and redevelopment. Specifically, densities are to be appropriate for and efficiently utilize the infrastructure and public service facilities that are planned or available. In addition, land use and development patterns in settlement areas are to be efficient, transit supportive and take into account existing building stock [1.1.3.1, 1.1.3.2 a), b), 1.1.3.3]. Appropriate development standards are to be promoted, facilitating intensification and a compact built form, while mitigating risks to public health and safety [1.1.3.4]. New growth within designated growth areas should occur next to the built up area and have a compact form and mix of uses and densities [1.1.3.6]. For residential development, an appropriate range and mix of housing types and densities must be provided to meet projected requirements. New housing is to be directed to locations where appropriate levels of infrastructure and public services are and will be available to support anticipated needs [1.4.3 c)].

Section 1.6.6 of the PPS outlines policies for planning for sewage, water and stormwater services. The proposed development will be on full municipal services within the Northview Estates Subdivision, and Engineering staff have confirmed that capacity is available to fully service the proposed development [1.6.6.2] (See Engineering staff comments in ATT-13).

In Planning staff's opinion, the proposal to permit townhouses on the subject lands is consistent with the policies of the PPS. The proposed development represents a compact form of development within the City's settlement area that will allow the efficient use of land, infrastructure and nearby public facilities. The residential development is compatible with the existing surrounding low and medium density

residential uses, and is within easy walking distance to adjacent proposed Neighbourhood Commercial uses and public transit. The proposal contributes to achieving an appropriate range of housing types and densities to help the City of Guelph meet projected population targets and requirements for current and future residents.

As the City's Official Plan is to be the main instrument for implementation of the PPS in Guelph [4.7], a more detailed review on how the proposed Zoning By-law Amendment is consistent with the above PPS policies as well as policies in the City's Official Plan will be outlined later in this analysis.

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

The *Growth Plan for the Greater Golden Horseshoe*, 2017 (the Growth Plan) is issued under the *Places to Grow Act* and works to support the achievement of complete communities, curb sprawl, protect the natural environment, support economic development, and ensure that land to accommodate forecasted population and employment growth will be available when needed, now and in the future. The Growth Plan builds on other provincial initiatives and is intended to guide decisions on growth, including policies to manage growth by building compact, vibrant and complete communities that are transit supportive in designated greenfield areas (DGA). The subject lands are within the City of Guelph settlement area and are designated and available in the City's Official Plan for urban development.

The majority (approximately three fourths) of the subject lands is considered part of the City's DGA. Development within the DGA is intended to contribute towards building complete communities, supporting active transportation and encouraging the use and sustained viability of public transit. Within the City's entire DGA, the minimum density is to be 50 people and jobs per hectare until such time as the next municipal comprehensive review is completed. The remaining portion of the subject lands (approximately one fourth) is within the Built-Up Area along the north side of Simmonds Drive. As per Policy 2.2.2.3 of the Growth Plan, a minimum 40 per cent of annual residential development must occur within the Built-Up Area.

The proposed 28 unit on-street townhouse development would achieve a density of approximately 103 people and jobs per hectare, which contributes to meeting the City's minimum required DGA density target. The site contributes to creating a complete community in the neighbourhood by adding further variety to the housing options available in the area. The site will support active transportation by adding additional residential units in an area that is currently served by two Guelph Transit routes along Simmonds Drive and Victoria Road North. Overall, the development proposal represents a compact and efficient form of development that will be served by adequate community and infrastructure services.

Based on the above summary of policies, the proposed Zoning By-law Amendment is consistent with and conforms to the *Growth Plan for the Greater Golden Horseshoe*.

## **Official Plan**

The portion of the subject lands within the DGA are designated as "Low Density Greenfield Residential" within the Official Plan. The remaining portion of the lands within the Built-up Area are designated as "Low Density Residential" in the Official Plan.

The "Low Density Greenfield Residential" land use designation applying to the northern three fourths of the subject lands permits single detached, semi-detached dwellings, duplex dwellings, and multiple unit buildings such as townhouses and apartments. The net density range of residential development in the "Low Density Greenfield Residential" designation is between 20 and 60 units per hectare.

The "Low Density Residential" land use designation applying to the southern one fourth of the subject lands also permits single detached, semi-detached dwellings, duplex dwellings, and multiple unit buildings such as townhouses and apartments. The net density range of residential development in the "Low Density Greenfield Residential" designation is 15 to 35 units per hectare. Development within the "Low Density Residential" land use designation is to be compatible with existing neighbourhoods, while accommodating an appropriate level of intensification.

The proposed Zoning By-law Amendment application conforms to several of the strategic goals of the Official Plan in Section 2.2, including the following:

- Contributing to providing an appropriate range and mix of housing to meet current and projected needs to the year 2031;
- Provides for urban growth and land use patterns in a manner that ensures the efficient use of public expenditures;
- Assists in building a compact, mixed-use and transit-supportive community;
- Facilitates development in an area where full municipal services and related infrastructure is readily available; and
- Facilitates development in an established area of the City that is being done in a manner that is sympathetic and compatible with the built form of existing land uses.

The specific criteria in Section 9.3.1.1 (ATT-4) that evaluate the suitability of multiple unit residential buildings, such as townhouses in all residential land use designations are met. The built form of the townhouses, massing and siting are compatible with the design and character of the adjacent existing neighbourhood. The surrounding neighbourhood consists of single detached dwellings at similar front yard setbacks, lot depths, height and consistency along Ingram Drive, Wideman Boulevard and Simmonds Drive. Immediately across Victoria Road North from the subject lands are existing on-street townhouses on Wideman Boulevard and Simmonds Drive, as well as further north and south facing on Victoria Road North. Parking will be accommodated in a similar manner to the existing low rise residential land uses surrounding the site, with the main parking areas for each unit being located within an attached garage.

Local convenience commercial and neighbourhood shopping uses are permitted across Victoria Road North. Further, there are nearby schools, parks (Northview Park, Wilson Farm Park) and public transit is available along Simmonds Drive.

Engineering staff have confirmed that adequate municipal services are available for the proposed development and transportation staff have confirmed that vehicular traffic related to the site can be accommodated.

The proposed development conforms to the strategic goals of the Official Plan by providing medium density residential development in the DGA of the City at a net density of 40.7 units per hectare that is appropriate for the site and compatible with the surrounding area. Planning staff are of the opinion that the proposed Zoning By-law Amendment conforms with the Official Plan.

### **Review of Proposed Zoning**

Staff have reviewed the proposed zoning and are satisfied that the proposed R.3A-23 (Specialized Cluster Townhouse) Zone is appropriate for the proposed development.

The applicant is requesting by the applicant is a specialized regulation for a reduced exterior side yard setback of 5.83 metres where 6 metres is required. This reduced setback would allow the end units in the townhouse blocks to be slightly closer to Victoria Road North. The City currently has a 0.3 metre reserve along the Victoria Road North frontage. When this reserve is applied to the setback, the reduction will appear to exceed the minimum exterior side yard setback.

Staff are satisfied that the single proposed specialized regulation is minor and supportable for the proposed development of this site.

### **Density**

Council requested a response on how the proposed density of the townhouses affects the City's overall density target, given that the site is presently zoned for apartment buildings. Considering the land area of both blocks, Planning staff have determined that the proposed 28-unit townhouse development will generally achieve the same amount of residential density as any apartment building that could be developed under the current R.4A zoning. Apartment buildings are required to accommodate various supporting attributes on-site that on-street townhouses do not, such as visitor parking, common amenity area and increased setbacks relative to building height and lot depth. When these supporting attributes are factored in to an apartment development, they limit the number of dwelling units that can ultimately be achieved and also utilize land area that could otherwise be used for building area.

Planning staff are satisfied that the proposed on-street townhouse units will achieve a similar net density to an apartment development on the subject lands.

Considering the DGA density target in the Growth Plan, the estimated 103 people and jobs per hectare of the townhouse development will contribute towards the City meeting the minimum density requirements.

### **Street-facing Townhouse Buildings**

A concern was raised by Council the proposed on-street townhouses would be designed as the end of a townhouse block, which could create poor urban form facing Victoria Road North. The developer has agreed to create enhanced end units that would front onto Victoria Road North with front doors, wrap-around porches and enhanced windows to ensure a high quality streetscape along this arterial road. The proposed front elevation of the end units facing Victoria Road North are shown in ATT-8 and will be further reviewed and refined through the subsequent site plan approval process.

**ATT-10**  
**Community Energy Initiative Commitment**

July 31, 2018

Attention: Michael Witmer, Development Planner  
 Planning Services

Re: **Artifex Zone Change - 119 Ingram Drive and 35 Wideman Boulevard**  
**City of Guelph Zone Change File ZC1713**

In addition to the our commitment to build all on-street townhouses to Energuide 80 specifications and certification, the following list of energy conservation measures will also be incorporated into the development.

		Provided
<b>Sustainable Sites</b>		
<b>Urban Development</b>	A compact and well utilized site helps contain urban sprawl. The proposed development consists of 28 on-street townhouses being developed at a density of 40.5 units per hectare and 97 persons per hectare	X
<b>Urban Development-erosion &amp; sediment control</b>	A comprehensive erosion and sedimentation control plan is in effect throughout development of the site.	X
<b>Existing &amp; Proposed Trees</b>	New tree planting contributes to the overall rejuvenation of the urban forest.	X
<b>Site Lighting</b>	The project incorporates exterior light fixtures with refractor and cut-off shields to control light pollution.	X
<b>Alternative Transportation</b>	Existing bus route along Victoria Road and Simmonds Drive. Bicycle lanes along Victoria Road. Walking trails incorporated throughout the adjacent development	X
<b>Water Efficiency</b>		
<b>Water efficient Landscaping</b>	Drought resistant soft landscape material and native trees will be specified as much as possible	X
<b>Landscape Irrigation</b>	No irrigation systems will be used within the development	X
<b>Storm Water Management</b>	Controlled roof drains provided to control flow rate of storm water	X
<b>Reduced Water Consumption</b>	Low flow faucets and showerheads and low volume flush toilets (HET high efficiency toilets). Laundry closets designed to encourage use of front loading washer/dryer. Use of high efficiency hot water tanks	X
<b>Materials &amp; Resources</b>		
<b>Regional Materials</b>	The vast majority of materials utilized are available locally (800km radius as defined in the LEED standard) limiting environmental impact on source supply transportation.	X
<b>Collection of Recyclables</b>	In compliance with City by-laws	X
<b>Building Materials</b>	High recycled content material to be specified wherever possible. Use of Low E-Argon filled windows will be used to reduce heat gain/loss. High efficiency gas furnaces will be used. All kitchens will be designed to include integrated garbage separation compartments to assist with recycling.	X
<b>Construction Waste Management</b>	A construction waste diversion program will be implemented	X
<b>Indoor Environmental Quality</b>		
<b>System Controllability</b>	Each resident will have access to individual controls for the Heating, Cooling, Lighting and Ventilation	X
<b>Natural Ventilation</b>	All occupied spaces have access to an operable window	X
<b>Low VOC emitting materials</b>	Low VOC emitting materials will be used.	X
<b>Natural Light</b>	The building provides natural light to 100% of regularly occupied spaces	X

We trust the above noted energy conservation measures meets the goals and objectives of the Community Energy Plan.

Yours truly,

  
 Jack Ingram  
 President  
 Artifex Construction Limited

**ATT-11**  
**Departmental and Agency Comments**

<b>Respondent</b>	<b>No Objection or Comment</b>	<b>Conditional Support</b>	<b>Issues /Concerns</b>
Development Planning		√	Subject to conditions in Attachment 4
Engineering*		√	Gordon Street intersection improvements to be secured,; Subject to conditions in Attachment 4
Environmental Planning	√		
Urban Design	√		
Parks Planning	√		
Zoning	√		
Source Water Protection	√		
Guelph Transit	√		
Guelph Hydro		√	Subject to conditions in Attachment 4
Upper Grand District School Board*		√	Subject to conditions in Attachment 4
Wellington Catholic District School Board	√		
Guelph Police Service	√		
Guelph Fire	√		
Grand River Conservation Authority	√		
Guelph Wellington Development Association	√		
Union Gas Ltd.	√		
Canada Post	√		

\* letter/email attached

**ATT-11 (continued)**  
**Departmental and Agency Comments**



# MEMO

FILE: 16.13.001

**TO:** Michael Witmer, Development Planner  
**FROM:** Development Engineering  
**DEPARTMENT:** Infrastructure Development and Environmental Engineering  
**DATE:** July 30, 2018  
**SUBJECT:** 119 Ingram Dr. and 35 Wideman Blvd. – Zoning By-law Amendment – (File No. ZC1713)

The subject lands are on two separate blocks, each approximately 0.34 hectares in size. The first block (the “North Block”) is bound by Ingram Street to the north, Victoria Road North to the east and Wideman Boulevard to the south. The second block (the “South Block”) is bound by Wideman Boulevard to the north, Victoria Road North to the east and Simmonds Drive to the south.

The purpose of the proposed Zoning By-law Amendment application is to rezone the subject site from the current R.4A (General Apartment) Zone to a specialized R.3B-? (On-Street Townhouse) Zone to permit the development 28 on-street townhouse units (14 on-street townhouses on each block)

The comments below are in response to the review of the following plans & reports:

- Conceptual Site Plan, prepared by Black, Shoemaker, Robinson and Donaldson Limited, dated December 13, 2017;
- Preliminary Site Servicing and Grading Plan, prepared by Stantec Consulting Ltd., dated November 17, 2017;
- Hydraulic Grade Line Analysis, prepared by Stantec Consulting Ltd., dated November 17, 2017;
- Stormwater Management Design Brief, prepared by Stantec Consulting Ltd., dated November 17, 2017

Road Infrastructure:

*Ingram Drive* abutting the subject property is designated as a two (2) lane local road with grass boulevard on both sides, asphalt pavement, curb and gutter and concrete sidewalk on the north sides of the street.

*Wideman Boulevard* abutting the subject property is designated as a two (2) lane local road with grass boulevard on both sides, asphalt pavement, curb and gutter and concrete sidewalk on the north sides of the street.

*Simmonds Drive* abutting the subject property is designated as a two (2) lane local road with grass boulevard on both sides, asphalt pavement, curb and gutter and concrete sidewalk on the north sides of the street.

**Engineering Services**  
Infrastructure, Development & Enterprise

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F 519-822-6194  
engineering@guelph.ca

**ATT-11 (continued)**  
**Departmental and Agency Comments**



# MEMO

Traffic Study, Access, Parking and Transportation Demand Management:

Transportation Engineering staff have reviewed the above noted application and offer the following comments:

- To indicate all above ground utilities and the distance to the proposed driveways. The minimum spacing permitted is 1.5m;
- To indicate on the drawings the driveways adjacent to and opposite the proposed development; and
- To provide an on-street parking plan prior to site plan approval.

The aforementioned comments shall be addressed prior to site plan approval.

Municipal Services:

*Ingram Drive*

Existing services within the right-of-way along Ingram Drive are as follows:

- 750mm diameter storm sewer; please note that the sewer is not along the frontage of the subject property.
- 200mm diameter sanitary sewer; please note that the sewer is not along the frontage of the subject property.
- 150mm diameter watermain; along the frontage of the subject property.

*Wideman Boulevard*

Existing services within the right-of-way along Wideman Boulevard are as follows:

- 375mm diameter storm sewer; along the frontage of the subject property.
- 200mm diameter sanitary sewer; along the frontage of the subject property.
- 150mm diameter watermain; along the frontage of the subject property.

*Simmonds Drive*

Existing services within the right-of-way along Simmonds Drive are as follows:

- 1050mm diameter storm sewer; along the frontage of the subject property.
- 200mm diameter sanitary sewer; along the frontage of the subject property.
- 200mm diameter watermain; along the frontage of the subject property.

The subject sites are Block 41 and Block 42 and part of the approved subdivision 61M – 173. Block 41 is generally bounded by Ingram Drive to the north, Victoria Road to the east, Wideman Boulevard to the south, and existing residential units to the west. Block 42, is generally bounded by Wideman Boulevard to the north, Victoria Road to the east, Simmonds Drive to the south and existing residential units to the west. The surrounding pipe and roadway conveyance systems have been designed to service the two blocks.

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**ATT-11 (continued)**  
**Departmental and Agency Comments**



# MEMO

The Developer shall be responsible for the entire cost of removing the existing sanitary sewer lateral and the water service lateral. The Developer will also be responsible to pay for the estimated and actual cost of any servicing upgrade including any curb cuts or curb fills if required, prior to site plan approval and prior to any construction or grading on the lands.

The City's Design and Construction/Infrastructure Technical Analyst has confirmed that adequate sanitary and water capacities are available to service the proposed redevelopment as follows:

Sanitary Sewer Wastewater Collection System

Sufficient (and adequate) capacity is available in the existing sanitary sewers adjacent to the above noted site, and of the downstream sanitary sewers, to accommodate discharge of sanitary flows, in our system to accommodate the development, for the referenced type development at the above noted property, for the above noted proposed development, including existing loads (and no sanitary capacity constraints), according to the City's wastewater collection system sanitary sewer model

The referenced development would have no significant adverse impact to the downstream sanitary sewers according to the City's wastewater collection system sanitary sewer model.

Water Supply and Distribution System

Sufficient (and adequate) capacity is available of the City's existing water supply and distribution system water main pressures, in our system to accommodate the development, for the referenced type development, for the referenced subdivision at the above noted property, for the above noted proposed development (and no water capacity constraints), can be expected for most scenarios according to the City's InfoWater water model. However, there is potential for marginal water supply pressures in proposed development under certain conditions such as peak hour demand scenario at locations with elevation greater than 361 m height above mean sea level (AMSL) and average day demand scenario at locations with elevation greater than 356 m height AMSL in the existing water system.

Water pressure in the water mains in vicinity of proposed development under certain conditions such as peak hour demand scenario at locations with elevation at 361 m height above mean sea level (AMSL) could range from 38.0 to 42.0 psi (40 psi +/- 2.0 psi) and average day demand scenario at locations with elevation at 356 m height AMSL could range from 47.5 to 52.5 psi (50 psi +/- 2.5 psi) in the existing water system.

The referenced development would have no significant adverse impact to the City's water supply and distribution system according to the City's InfoWater water model.

Minimum water service size should be 25 mm for residential and all other services sized appropriately for demand based on potentially low pressures

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**ATT-11 (continued)**  
**Departmental and Agency Comments**



# MEMO

Storm Water Management & Servicing:

The proposed site was established previously in conjunction with the surrounding residential development and summarized in the subdivision Stormwater Management (SWM) Report by Stantec 2003. In the subdivision report Block 41 and Block 42 were designed as apartment blocks with a runoff coefficient of 0.75m, which would have resulted in an impervious level of approximately 75-80%. Based on the preliminary concept, the current design will result in approximated 50% impervious. Since the two blocks were included as part of the overall SWM design for the subdivision; the major and minor flows generated from the two sites can be accommodated by the downstream storm sewers and the SWM Facility. Please note that the existing downstream Ingram SWM Facility # 96 was designed to provide to quantity and quality control.

Environmental:

V.A. Wood completed the Phase 1 ESA in June 2011. Note that the report is almost 7 years old; so, in accordance with City's new *Guidelines for Development of Contaminated or Potentially Contaminated Site*, an update to the Phase One ESA, either in the form of a letter report or an updated Phase I ESA, will be required and shall be prepared by a qualified person (QP) indicating accurate environmental assessment of the current site conditions. The aforementioned shall be submitted to the City prior to site plan approval for any of the two blocks.

Staff Recommendation/Conclusion:

The following conditions are provided as information to Council and will be imposed through site plan approval unless noted otherwise.

1. That the Developer shall submit to the City, in accordance with Section 41 of The Planning Act, a fully detailed site plan, indicating the location of the building, building design, landscaping, parking, traffic circulation, access, lighting, grading and drainage on the said lands to the satisfaction of the General Manager of Planning and the General Manager/City Engineer, prior to any construction or grading on the lands.
2. The Developer shall obtain a Site Alteration Permit in accordance with City of Guelph By-law (2007)-18420 to the satisfaction of the City Engineer if grading/earthworks are to occur prior to the approval of the required engineering studies, plans and reports.
3. The Developer shall prepare and implement a construction traffic access and control plan for all phases of servicing and building construction to the satisfaction of the City Engineer. Any costs related to the implementation of such a plan shall be borne by the Developer.
4. Prior to site plan approval and prior to any construction or grading on the lands, the owner shall provide to the City, to the satisfaction of the General Manager/City Engineer, any of the following studies, plans and reports that may be requested by the General Manager/City Engineer:-
  - i) a functional servicing report;

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**ATT-11 (continued)**  
**Departmental and Agency Comments**

**MEMO**



- ii) a stormwater management report and plans certified by a Professional Engineer in accordance with the City's Guidelines and the latest edition of the Ministry of the Environment's "Stormwater Management Practices Planning and Design Manual" which addresses the quantity and quality of stormwater discharge from the site together with a monitoring and maintenance program for the stormwater management facility to be submitted; if soakaway pits are proposed at detailed design stage, on-site permeameter testing is required to confirm that the recharge can be achieved.
  - iii) a geotechnical report certified by a Professional Engineer that analysis the permeability and hydraulic conductivity of the soils and recommends measures to ensure that they are not diminished by the construction and development;
  - iv) a grading, drainage and servicing plan prepared by a Professional Engineer for the site and detailed erosion and sediment control plan, certified by a Professional Engineer that indicates the means whereby erosion will be minimized and sediment maintained on-site throughout grading and construction .
5. If on-street town homes will front Ingram Drive, extend the sanitary sewer on Ingram Drive, including the design and construction to the satisfaction of the City Engineer/ General Manager of Engineering and Capital Infrastructure Services.
  6. The Developer shall, to the satisfaction of the General Manager/City Engineer, address and be responsible for adhering to all the recommended measures contained in the plans, studies and reports outlined in subsections 4 i) to 4 iv) inclusive.
  7. The Developer acknowledges that the City does not allow retaining walls higher than 1.0-metre abutting existing residential properties without the permission of the General Manager/City Engineer.
  8. The Developer shall provide the City a Phase One ESA, either in the form of a letter report or an updated Phase I ESA, will be required and shall be prepared by a qualified person (QP) indicating accurate environmental assessment of the current site conditions.
  9. The Developer shall be responsible for the actual cost of any service laterals required for the lands and furthermore, prior to any grading or construction on the lands the Developer shall pay to the City, the estimated cost as determined by the General Manager/City Engineer of any service laterals.
  10. That the Developer pay the actual cost of removing or decommissioning to the satisfaction of the General Manager/City Engineer, any existing sanitary sewers, storm sewers, manhole and/or watermains that are not going to be used for service laterals. Furthermore, prior any grading or construction on the lands, the Developer shall pay to the City, the estimated cost as determined by the General Manager/City Engineer of the Developer's share of the cost of the removals and decommissioning works.

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**ATT-11 (continued)**  
**Departmental and Agency Comments**

**MEMO**



11. The Developer shall pay to the City the actual cost of the construction of the new driveway entrance and required curb cut and/or curb fill. Furthermore, prior to any grading or construction on the lands, the Developer shall pay to the City, the estimated cost as determined by the General Manager/City Engineer of the construction of the new driveway entrance and required curb cut and/or curb fill.
12. The Developer shall pay the actual cost of the removal of the existing driveway entrance including the asphalt pavement and gravel within the road allowance, the restoration of the boulevard with topsoil and sod including the required curb fill, with the estimated cost of the works as determined by the General Manager/City Engineer being paid, prior to any grading or construction on the lands.

A handwritten signature in blue ink.

Terry Gayman, P. Eng.  
Manager, Infrastructure, Development &  
Environmental Engineering

A handwritten signature in blue ink.

Allister McIlveen  
Manager, Transportation Services

A handwritten signature in blue ink.

Shophan Daniel  
Engineering Technologist III

**Engineering Services**  
Infrastructure, Development & Enterprise

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## ATT-11 (continued) Departmental and Agency Comments



**UPPER GRAND DISTRICT SCHOOL BOARD**  
500 Victoria Road North, Guelph, Ontario N1E 6K2  
Phone: (519) 822-4420 Fax: (519) 822-2134

**Martha C. Rogers**  
**Director of Education**

March 28, 2018

PLN: 18-22  
File Code: R14  
Sent by: mail & email

Michael Witmer  
Development Planner II  
Planning Services  
Infrastructure, Development and Enterprise  
City of Guelph  
1 Carden Street  
Guelph, ON N1H 3A1

Dear Mr. Witmer;

Re: **ZC1713**  
**119 Ingram Dr and 35 Wideman Blvd**

Planning staff at the Upper Grand District School Board has received and reviewed the above noted Notice of Complete Application for a proposed zoning by-law amendment to permit the development of 28 on-street townhouses on two blocks (14 units per block).

Please be advised that the Planning Department **does not object** to the proposed application, subject to the following conditions:

- Education Development Charges shall be collected prior to the issuance of a building permit;
- Adequate sidewalks, lighting and snow removal is provided to allow children to walk safely to school or to a congregated bus stop

Should you require additional information, please feel free to contact me.

Sincerely,

Emily Bumbaco  
Planning Technician

**ATT-12**  
**Public Notification Summary**

December 21, 2017	Application received by the City of Guelph
January 19, 2018	Application deemed complete
February 1, 2018	Notice of Complete Application mailed to prescribed Agencies, City departments and surrounding property owners within 120 metres
February 2, 2018	Notice sign placed on property
March 8, 2018	Notice of Public Meeting advertised in the Guelph Tribune
March 15, 2018	Notice of Public Meeting mailed to prescribed Agencies, City departments and surrounding property owners within 120 metres
April 9, 2018	Statutory Public Meeting of Council
August 20, 2018	Notice of Decision Meeting sent to parties that commented or requested notice
September 10, 2018	City Council Meeting to consider staff recommendation