

City Council - Planning Meeting Agenda



Monday, May 14, 2018 – 6:30 p.m.
Council Chambers, Guelph City Hall, 1 Carden Street

Please turn off or place on non-audible all electronic devices during the meeting.

Please note that an electronic version of this agenda is available on guelph.ca/agendas.

Open Meeting – 6:30 p.m.

O Canada
Silent Reflection
First Nations Acknowledgment
Disclosure of Pecuniary Interest and General Nature Thereof

Council Consent Agenda:

The following resolution has been prepared to facilitate Council's consideration of various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. It will be extracted and dealt with separately as part of the Items for Discussion.

CS-2018-48 **Eat Street: A Brewers Feast Request for Designation as an Event of Municipal Significance**

Recommendation:

That the Eat Street: A Brewers Feast request to be designated as an event of municipal significance for the purpose of obtaining a Special Occasion Permit from the Alcohol and Gaming Commission of Ontario, be approved.

Public Meeting to Hear Applications Under Sections 17, 34 and 51 of The Planning Act (delegations permitted a maximum of 10 minutes)

IDE-2018-59 **300 Water Street**
Proposed Official Plan Amendment and Zoning By-law Amendment Files: OP1707/ZC1712
Ward 5

Staff Presentation:

Lindsay Sulatycki, Senior Development Planner

Delegations:

Hugh Handy, GSP Group
Nicola Bryant

Correspondence:

Jeanette Schade
Gary Thomson
Joe Brook
Nicola Bryant
Guelph Urban Forest Friends Steering Committee
Shelley Murphy
Diane Goodfellow and Andrew Mihok
Maria Brook
Mary Rayner
Mike Marsh and Christine Marsh
Mary Ann Cyphers-Reiche and Eric G. Reiche
Geoff Cannon
Lynn and Hank Roodbol
Barrie and Sheri Cabena

Staff Summary (if required)**Recommendation:**

That Report IDE 2018-59 regarding proposed Official Plan Amendment and Zoning By-law Amendment applications submitted by GSP Group on behalf of the owner, T.J.L Transport Limited to permit the development of one (1) single detached residential dwelling and seven (7) on-street townhouse units on the property municipally known as 300 Water Street, and legally described as Part of Lot 1, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, County of Wellington, from Infrastructure, Development and Enterprise dated May 14, 2018, be received.

IDE-2018-63

233-237 Janefield Avenue
Proposed Official Plan Amendment and Zoning By-law Amendment
Files: OP1702/ZC1702
Ward 5

Staff Presentation:

Katie Nasswetter, Senior Development Planner

Correspondence:

Allison Garrett
Stephen Host

Staff Summary (if required)

Recommendation:

That Report IDE 18-63 regarding a proposed Official Plan Amendment and Zoning By-law Amendment application (OP1702 & ZC1702) from Astrid J. Clos Planning Consultants on behalf of Benedetto Di Renzo and Mario Antonio Di Renzo to permit a high density residential development on the property municipally known as 233-237 Janefield Avenue and legally described as Part of Block L, Registered Plan 649; Geographic Township of Guelph, City of Guelph, from Infrastructure, Development and Enterprise dated May 14, 2018, be received.

**IDE-2018-60 Proposed Administrative Amendment to Zoning By-law (1995)-14864 to Address Service Animals
File: ZC1803**

Staff Presentation:

Lindsay Sulatycki, Senior Development Planner

Staff Summary (if required)

Recommendation:

That Report IDE 2018-60 regarding a proposed administrative amendment to Zoning By-law (1995)-14864 to address service animals from Infrastructure, Development and Enterprise dated May 14, 2018, be received.

Items for Discussion:

The following item has been extracted from the Council Consent Agenda and will be considered separately. This item has been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

**IDE-2018-57 Commercial Policy Review: Draft Policy
Alternatives**

Presentation:

Joan Jylanne, Senior Policy Planner
Lorelei Jones, Principal, Macaulay Shiomi Howson Ltd (MSH)

Recommendation:

That Report IDE-2018-57 regarding the Commercial Policy Review: Draft Policy Alternatives and the Commercial Policy Review: Stage 2 Draft Policy Alternatives Report dated April 2018 be received.

Special Resolutions

By-laws

Resolution to adopt the By-laws (Councillor Gibson).

By-law Number (2018)-20275	A By-law to authorize the execution of an Agreement between Kieswetter Excavating Inc. and The Corporation of the City of Guelph. (NiMa Trails Phase 1A Subdivision)
By-law Number (2018)-20276	A By-law to provide for the temporary closure of Shakespeare Drive within the NiMa Trails Phase 1A Subdivision during servicing and road construction. (Contract 2-1814)
By-law Number (2018)-20277	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 municipally known as 73 Arthur Street South and legally described as Part of Grist Mill Lands, East side of Speed River, Plan 113 and Part Lot 76, and Lots 77, 78, 79, 80, 81 and 82, Plan 113, (as amended), designated as Parts 11, 12 and 13, 61R11955, together with an easement over Part 17, 61R11955 as in Instrument No. WC212993; City of Guelph. The purpose of this amending by-law is to remove the holding provisions on this phase of the site to permit the development of a residential apartment building.

Mayor's Announcements

Please provide any announcements, to the Mayor in writing, by 12 noon on the day of the Council meeting.

Notice of Motion

Adjournment

Staff Report



To **City Council**

Service Area Corporate Services

Date Monday, May 14, 2018

Subject **Eat Street: A Brewers Feast Request for Designation as an Event of Municipal Significance**

Report Number CS-2018-48

Recommendation

That the Eat Street: A Brewers Feast request to be designated as an event of municipal significance for the purpose of obtaining a Special Occasion Permit from the Alcohol and Gaming Commission of Ontario, be approved.

Executive Summary

Purpose of Report

To designate the Eat Street: A Brewers Feast event as an event of municipal significance for the purpose of obtaining a Special Occasion Permit from the Alcohol and Gaming Commission of Ontario.

Key Findings

The Delegation of Authority By-law Schedule "M" was established to provide the City Clerk with authority to approve certain Community Festivals/Special Occasion Permits. First time events that the City Clerk believes do not meet the criteria require the approval of Guelph City Council. As this request does not explicitly meet the conditions included in the Delegation of Authority By-law staff feel it requires Council approval.

Financial Implications

None

Report

The City Clerk's Office received a request from Taste of Craft and Taste Detours to have their Eat Street: A Brewers Feast recognized as an event of municipal significance for the purpose of obtaining a Special Occasion Permit from the Alcohol and Gaming Commission of Ontario (AGCO).

In 2013, The City adopted Schedule "M" to the Delegated Authority By-law to permit the City Clerk to approve Community Festivals and Special Occasion Permits

that meet certain criteria. The City Clerk believes this request does not fit within the existing delegation of authority and therefore requires Council approval. If this request is approved, the City Clerk will be able to provide the designation in subsequent years.

The AGCO timelines for acquiring a Special Occasion Permit make it necessary for a decision to be made at the May 14, 2018 Council meeting; otherwise the requestors will be unable to obtain a Special Occasion Permit from the AGCO. Council recognizing the event as being of municipal significance is only one step in the approval process for a permit of this type and the organizers will be required to meet all other City of Guelph and Provincial requirements to hold the event.

Due to the event focusing on local craft breweries, cideries and distilleries, coupled with local chefs and local foods, and the association with Guelph Tourism, the City Clerk is in support of providing the necessary recognition.

Financial Implications

None

Consultations

Culture, Tourism and Community Investments

Corporate Administrative Plan

Overarching Goals

Service Excellence

Service Area Operational Work Plans

Our People - Building a great community together

Attachments

ATT-1	Letter of Request
ATT-2	Schedule "M" of the Delegated Authority By-law

Report Author

Dolores Black, Council and Committee Coordinator



Approved By

Dylan McMahon
Deputy City Clerk
Corporate Services
519-822-1260 ext. 2811
dylan.mcmahon@guelph.ca

Recommended By

Trevor Lee
Deputy CAO
Corporate Services
519-822-1260 ext. 2281
trevor.lee@guelph.ca

April 25, 2018

Attn: City of Guelph
City Clerk's Office

To whom it may concern,

Jen Whyte of Taste of Craft and Lynn Broughton of Taste Detours are working in partnership with Destination Next (RT04) and Guelph Tourism to hold an event of municipal significance in Olde Quebec Street Mall on Saturday June 16th, 2018.

The aim is to steward the Guelph Story through locally made Food and Drink, animation of a Guelph public space and the sharing of the event on social media platforms and the intent of telling visitors to Guelph what this City is all about. We have many local collaborators on board, and they are all excited to share the Guelph story.

We are seeking a Public Event Sale Class SOP from the AGCO. The AGCO has recommended that we seek approval via a letter from the Municipal Clerks office at the City of Guelph to deem the event of municipal significance, in order to have the event open to the public, the ability to advertise, and to sell tickets admission tickets for the event. A description of the event is provided below.

Taste of Craft & Taste Detours present- EAT STREET: A BREWERS FEAST

“Stewarding the Guelph Story through Food & Drink” A brief description

Part 1:

An al fresco Craft Beer inspired five course dinner, featuring local craft breweries, cideries and distilleries, coupled with local Chefs and local foods. Following the dinner, the venue will be used for a post-dinner brew garden of sorts, with live music. Each Craft Brewery/ Cidery/ Distillery in Guelph will offer drinks for sale at Beer Tents.

The ticketed, sit down dinner for 100 will feature animated discussions with information about the food/chefs/food sourcing and tie-in to Guelph's culinary scene, both past and present between the courses.

Eat Street will take place on a picturesque indoor street in downtown Guelph at Olde Quebec Street Mall. The dinner will include 5 courses each created by a different restaurant/chef along with 5 different guided Craft Beer pairing samples for each course. Each curated dinner course and pairing will be introduced along with the story of how the pairing came to be and why/how ingredients were used. Using Guelph specific tie-ins or local ingredients where possible. A tasting menu will also be provided to participants, explaining the courses and pairings as well their significance to the Guelph story. We're eating /drinking modern food influenced by our agricultural heritage on an historic street and will project images of said history on the walls of Olde Quebec Street

The theme of history meeting modernity is key. A look at Guelph over time. Old traditions meet new innovations: in the beer, food, use of public spaces and architecture etc. Emphasis on creative pairing/collaborations, cultural pairings, thematic pairings. Guelph food inventions, i.e. Yukon Gold Potato.

Part 2:

Street Dance and Brew Garden featuring (Eclectic Vinyl Orchestra to play live music-- <https://www.eclecticvo.com/>) and local breweries, cideries and distilleries will balance the affordability of an understandably pricey event with something most others can attend. Tokens will be used for the serving of alcohol from various local breweries/ cideries and distilleries. Food will also be available from local food vendors at various food stations. The food vendors will not be using a token system and will be in charge of managing sales and purchases during the event.

During the entire event, projected images would include live social media posts, sponsor logos occasionally, buildings of historic significance, Downtown Guelph Streets both old and new, Brewmasters, local Chefs and Guelph specific foods etc. as well as live social media feed to encourage sharing. The hashtag #eatstreet will be used throughout the marketing and encouraged use on the evening itself.

When:

June 16, 2018. We seek to tie the dinner in with pre-existing events within Guelph in order to draw both tourists and locals alike.

After measuring the success of Eat Street we are looking to make this an annual Guelph event. The duration of the event would be 5 hours on a Saturday evening. It would run from 7pm to 12am in consideration of noise bylaws.

Part A) 7pm - 9:00pm -- Dinner, 5 courses with 5 oz sample beer pairings

Part B) 9:30pm - 12am -- Live band & Street Dance and Brew Garden (4oz sample glass pours per token with food offerings available for purchase

Breakdown 12am - 1am (much of the breakdown can occur as the night goes on, long before midnight.

Where:

Olde Quebec Street Mall
55 Wyndham Street North
Guelph, Ontario
N1H 7T8

AGCO considerations:

Part A: The 5 course dinner event Eat Street: A Brewers' Feast event will be ticketed, with no tickets available at the door. All tickets must be purchased in advance through Eventbrite. ID will be checked at the Event entrance.

Part B: The post-dinner after party will be ticketed as well. Tickets will be available for purchase prior to the event via Eventbrite. If required we will have a limited number of tickets available at the door. ID will be checked at the Event entrance.

Security: We will have a total of 3 security. Licensed security guards will be employed to manage the main entry point and staff only exit areas, plus one to roam throughout the event area.

Capacity: We are using the AGCO calculation for capacity as the Building Capacity is inapplicable to us, because the event will take place in one part of the Olde Quebec Street building. Owners of the building have provided us with official measurements of the space we intend to use.

Width = 20ft

Length = 142ft

20ft x 142ft = 2840 sq. ft. minus 2 ft. to include space for beer stations, tables and any partitions.

18ft x 142ft = 2556ft divided by 12 = 213

Capacity = 213 people

At no time will the capacity of the event space be exceeded. We will be keeping a full count of attendees both entering and exiting the licensed event area via Eventbrite.

We have attached a map of the event area as well to this email. Please let Lynn or myself know if we have provided you with all of the required information, and please do not hesitate to contact us with any further questions.

Thank you,
Jennifer Whyte
Taste of Craft: owner and operator
Email: info@tasteofcraft.ca
Phone: 519 803 8685



Event Entry Point for Separated Licensed Area
 6 ft high curtained partition running the width of Ole Quebec Street is entry /exit point for ticketed event. Attendees must provide tickets to enter. 19+ only will be admitted. Partition will be staffed by 3 staff checking tickets and 1 security guard.

Curtained Partition. Staff only entry to Food Preparation area. Security





Lower Floor Plan



Schedule "M"
By-law Number (2013)-19529

**DELEGATION OF AUTHORITY TO APPROVE COMMUNITY
FESTIVALS/SPECIAL OCCASION PERMITS**

Power to be Delegated	Authority to approve Community Festivals and Special Occasions as required by the Alcohol and Gaming Commission of Ontario to permit the sale and service of beverage alcohol at such events.
Reasons in Support of Delegation	<ul style="list-style-type: none">○ Contributes to the efficient management of the City of Guelph.○ Meets the need to respond to issues in a timely fashion.○ Maintains accountability through conditions, limitations and reporting requirements.○ Minor in nature.○ Supports the Strategic Plan.
Delegate(s)	The following staff or their successors thereof: <ul style="list-style-type: none">○ Chief Administrative Officer (CAO)○ City Clerk or○ A person who is appointed by the CAO or delegated by the City Clerk under Section 228(4) of the Municipal Act from time to time to act in their stead.
Council to Retain Power	No
Conditions and Limitations	<ul style="list-style-type: none">○ Applicants must be a registered charity or non-profit corporation, or association organized to promote charitable, educational, and religious or community objects as required by the AGCO; and/or <ul style="list-style-type: none">○ Applicants must adhere to the City's Alcohol Risk Management Policy and meet all insurance and risk management requirements requested by City Staff
Review of Decision	Not Applicable.
Reporting Requirements	Annual information report for community festivals and special occasion permits authorized pursuant to this delegation of authority.

Staff Report



To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 14, 2018

Subject **Statutory Public Meeting Report
300 Water Street
Proposed Official Plan Amendment and Zoning By-law Amendment
Files: OP1707 and ZC1712
Ward 5**

Report Number IDE 2018-59

Recommendation

That Report IDE 2018-59 regarding proposed Official Plan Amendment and Zoning By-law Amendment applications submitted by GSP Group on behalf of the owner, T.J.L Transport Limited to permit the development of one (1) single detached residential dwelling and seven (7) on-street townhouse units on the property municipally known as 300 Water Street, and legally described as Part of Lot 1, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, County of Wellington, from Infrastructure, Development and Enterprise dated May 14, 2018, be received.

Executive Summary

Purpose of Report

To provide planning information on Official Plan Amendment and Zoning By-law Amendment applications submitted for the property municipally known as 300 Water Street. The purpose of the proposed Official Plan Amendment and Zoning By-law Amendment is to permit the development of one (1) single detached residential dwelling and seven (7) on-street townhouse units. This report has been prepared in conjunction with the Statutory Public Meeting for this application.

Key Findings

Key findings will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Financial Implications

Financial implications will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Report

Background

Applications to amend the Official Plan and Zoning By-law have been received for the property municipally known as 300 Water Street from GSP Group on behalf of the property owner, T.J.L Transport Limited. The applications were submitted on December 22, 2017 and deemed to be complete on January 19, 2018.

Location

The subject property is located at the south-west corner of Water Street and Denver Road (see ATT-1 - Location Map and ATT-2 - Orthophoto). The subject property is approximately 0.2 hectares in size and has an exterior frontage of approximately 63.6 metres along Water Street and a frontage of approximately 57.3 metres along Denver Road. The property was previously developed with one (1) single detached residential dwelling which was demolished in May 2015.

Surrounding land uses include:

- To the north: Water Street, beyond which are townhouses;
- To the south: a Hydro Corridor, beyond which are single detached residential uses;
- To the east: Denver Road, beyond which are lands zoned "Urban Reserve" and "Institutional"; and,
- To the west: a Hydro Corridor.

Existing Official Plan Land Use Designations and Policies

The subject property is currently designated "Open Space and Park" with a "Natural Areas Overlay" in the Official Plan. Permissible uses in the "Open Space and Park" land use designation include: public and private recreational uses and facilities, parks, golf courses, conservation lands, cemeteries and complementary uses. Complementary uses are uses that are normally associated with the main recreational use, are compatible with, and do not detract from or restrict, the primary function of the Open Space and Parks designation.

The subject property also has a "Natural Areas Overlay" designation. Development or site alteration is not permitted within the Natural Areas included in the "overlay" designation until an Environmental Impact Study (EIS) or Environmental Assessment (EA) has been completed to determine which Natural Heritage System policies, if any, apply and is approved to the satisfaction of the City.

In accordance with Official Plan policies, the applicant has prepared an Environmental Impact Study (EIS) to address the "Natural Areas Overlay" designation. The review of the EIS will address the Natural Heritage System policies that may apply.

The relevant policies for the applicable land use designations are included in ATT-3.

Proposed Official Plan Amendment

The proposed Official Plan Amendment, if approved, would change the land use designation of the subject property from "Open Space and Park" with a "Natural Areas Overlay" to the "Low Density Residential" land use designation. The "Low Density Residential" land use designation permits residential uses including: detached, semi-detached, duplex dwellings and multiple unit residential buildings, such as townhouses and apartments. The permissible net density within this land use designation is 15 to 35 units per hectare.

The applicant is also requesting the following site-specific policy to be added to the "Low Density Residential" land use designation:

"In addition to the provisions contained in Section 9.3.2 - Low Density Residential, the maximum density permitted shall be 40 units per hectare for the lands municipally known as 300 Water Street."

Further details of the proposed Official Plan Amendment are included in ATT-4.

Existing Zoning

The subject property is currently zoned "Urban Reserve" (UR), according to Zoning By-law (1995)-14864, as amended. The UR zone does not permit residential uses.

Details of the existing zoning are included in ATT-5.

Proposed Zoning By-law Amendment

The applicant is requesting that the Zoning By-law be amended from the "Urban Reserve" (UR) zone to the "Residential Single Detached" (R.1C) zone and to a "Specialized Residential On-Street Townhouse" (R.3B-?) zone.

In addition to the regulations set out in Table 5.3.2 – Regulations Governing R.3B - On-Street Townhouse Zones of Zoning By-law (1995)-14864, as amended, the following specialized regulations have been requested to facilitate this proposal:

- A minimum lot area of 165 m², whereas Table 5.3.2, Row 2 requires a minimum lot area of 180 m²;
- A minimum lot area per dwelling unit of 165 m², whereas Table 5.3.2, Row 3 requires a minimum lot area of 180 m²; and,
- A minimum rear yard of 1.0 metre for one of the townhouse units, whereas Table 5.3.2, Row 7 requires a minimum rear yard of 7.5 metres.

Details of the proposed zoning are included in ATT-6.

Proposed Development

The subject property is currently designated "Open Space and Park" with a "Natural Areas" overlay. The purpose of the Official Plan Amendment is to re-designate the property to the "Low Density Residential" land use designation with a site-specific policy. The purpose of the proposed Zoning By-law Amendment is to change the zoning from the "Urban Reserve" (UR) zone to a "Residential Single Detached" (R.1C) zone and to a "Specialized Residential On-Street Townhouse" (R.3B-?) zone.

The Official Plan Amendment and Zoning By-law Amendment are required to permit the development of one (1) single detached residential dwelling and seven (7) on-street townhouse units. More specifically, the applicant is proposing:

- Seven (7), two-storey street fronting townhouse units with associated driveways and amenity areas;
- One (1) single detached residential dwelling;
- Each townhouse unit will provide 2 parking spaces (one in the garage and one in the driveway); and,
- Access to the townhouse units is proposed off of Water Street and access to the single detached dwelling is proposed off of Denver Road.

The conceptual site plan is shown in ATT-7.

Supporting Documents

The following information was submitted in support of the applications and can be found on the City's website under 'Current Development Applications':

- Planning Justification Report, prepared by GSP Group, dated December 2017;
- Development Concept Plan, prepared by GSP Group, dated February 23, 2017;
- On-Street Parking Plan, prepared by GSP Group, dated July 26, 2017;
- Topographical Plan, prepared by Van Harten Surveying Inc., dated December 19, 2011;
- Phase One Environmental Site Assessment, prepared by GM Blue Plan Engineering, dated May 19, 2017;
- Functional Servicing Letter, prepared by GM Blue Plan Engineering, dated August 9, 2017;
- Hydrogeological Study, prepared by GM Blue Plan Engineering, dated May 2017;
- Preliminary Site Servicing and Grading Plan, prepared by GM Blue Plan Engineering, dated November 2016; and,
- Environmental Impact Study, prepared by Natural Resource Solutions Inc., dated August 2017.

Staff Review

The review of these applications will address the following issues:

- Evaluation of the proposal against the 2014 Provincial Policy Statement and Places to Grow: Growth Plan for the Greater Golden Horseshoe;
- Evaluation of the proposal's conformity with the Official Plan; including any Official Plan Amendments;
- Review of the Planning Justification Report;
- Review of the Environmental Impact Study;
- Review of the proposed Official Plan Amendment;
- Review of the proposed zoning, including the need for any specialized regulations;
- Review of engineering reports submitted in support of the application; and,
- Address all comments and issues raised during the review of the applications.

Once the applications are reviewed and all issues are addressed, a report from Infrastructure, Development and Enterprise with a recommendation will be considered at a future meeting of Council.

Financial Implications

Financial implications will be reported in the future staff recommendation report to Council.

Consultations

The Notice of Complete Application was mailed on February 2, 2018 to local boards and agencies, City service areas and property owners within 120 metres of the subject property. The Notice of Public meeting was mailed on April 24, 2018 to local boards and agencies, City service areas and property owners within 120 metres of the subject property. The Notice of Public Meeting was also advertised in the Guelph Tribune on April 19, 2018. Notice of the applications has also been provided by signage on the property and all supporting documents submitted with the applications have been posted on the City's website.

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	Official Plan Land Use Designations and Policies
ATT-4	Proposed Official Plan Amendment and Details
ATT-5	Existing Zoning and Details
ATT-6	Proposed Zoning and Details
ATT-7	Conceptual Site Plan

Departmental Approval

Not applicable.

Report Author

Lindsay Sulatycki
Senior Development Planner

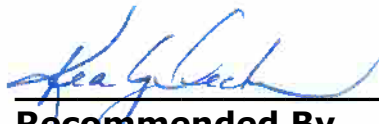
Approved By

Chris DeVriendt
Manager of Development Planning



Approved By

Todd Salter
General Manager
Planning, Urban Design and
Building Services
519.822.1260, ext. 2395
todd.salter@guelph.ca

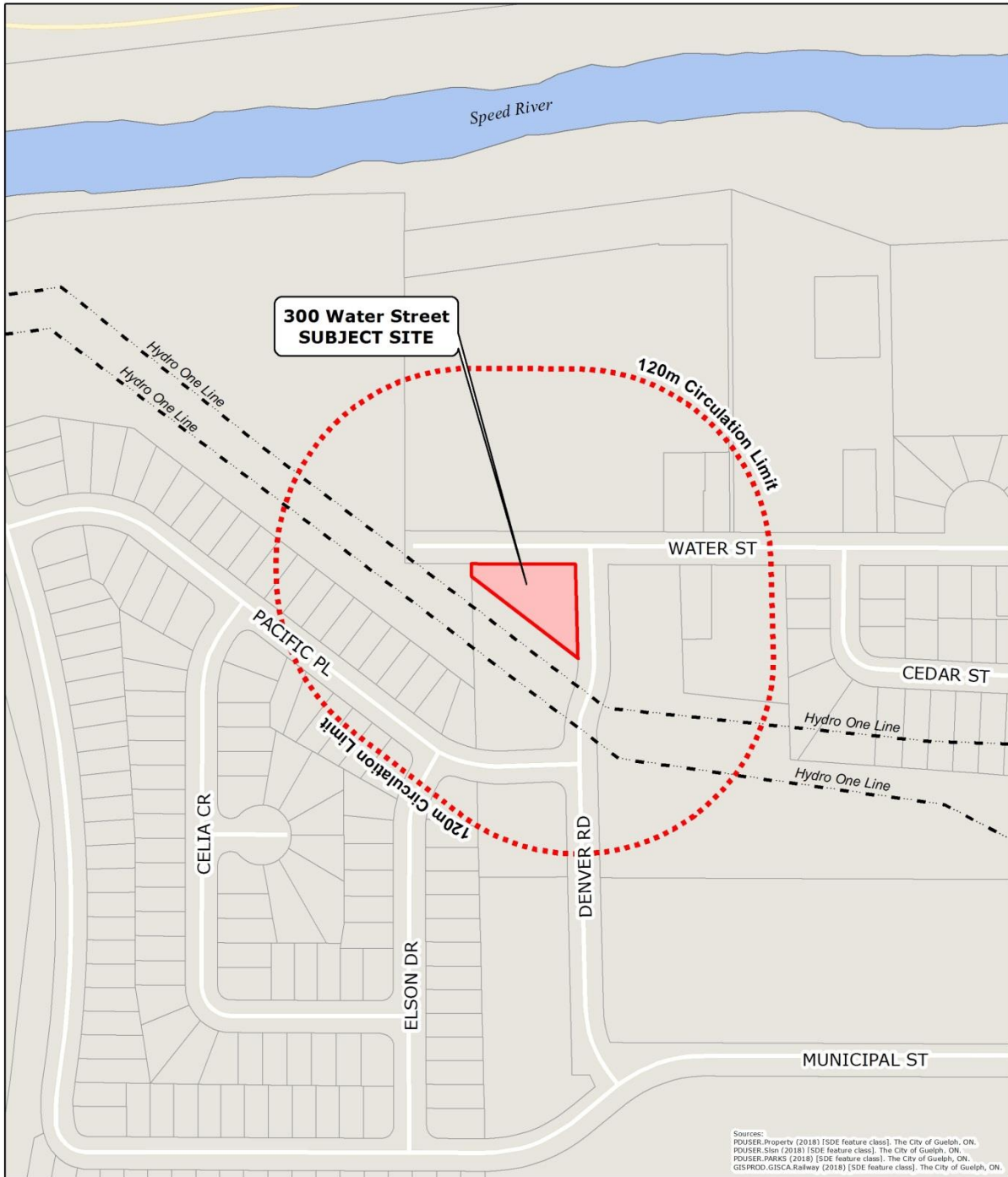


for

Recommended By

Scott Stewart, C.E.T.
Deputy CAO
Infrastructure, Development and Enterprise
519.822.1260, ext. 3445
scott.stewart@guelph.ca

ATT-1 Location Map and 120m Circulation



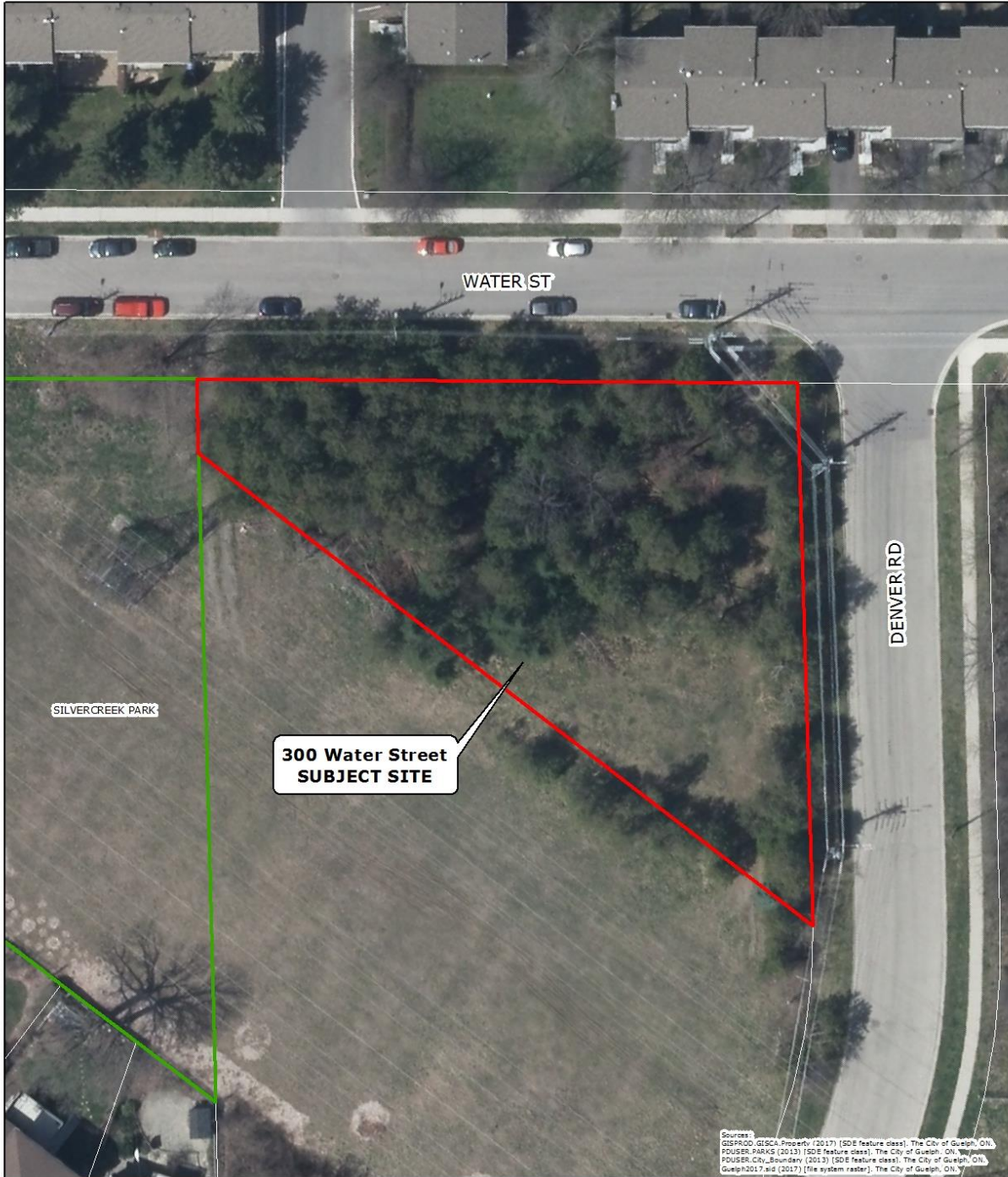
0 10 20 40 60 80 100 m

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
April 2018

**LOCATION MAP and
120m CIRCULATION AREA
300 Water Street**

CITY OF Guelph
Making a Difference

ATT-2 Orthophoto



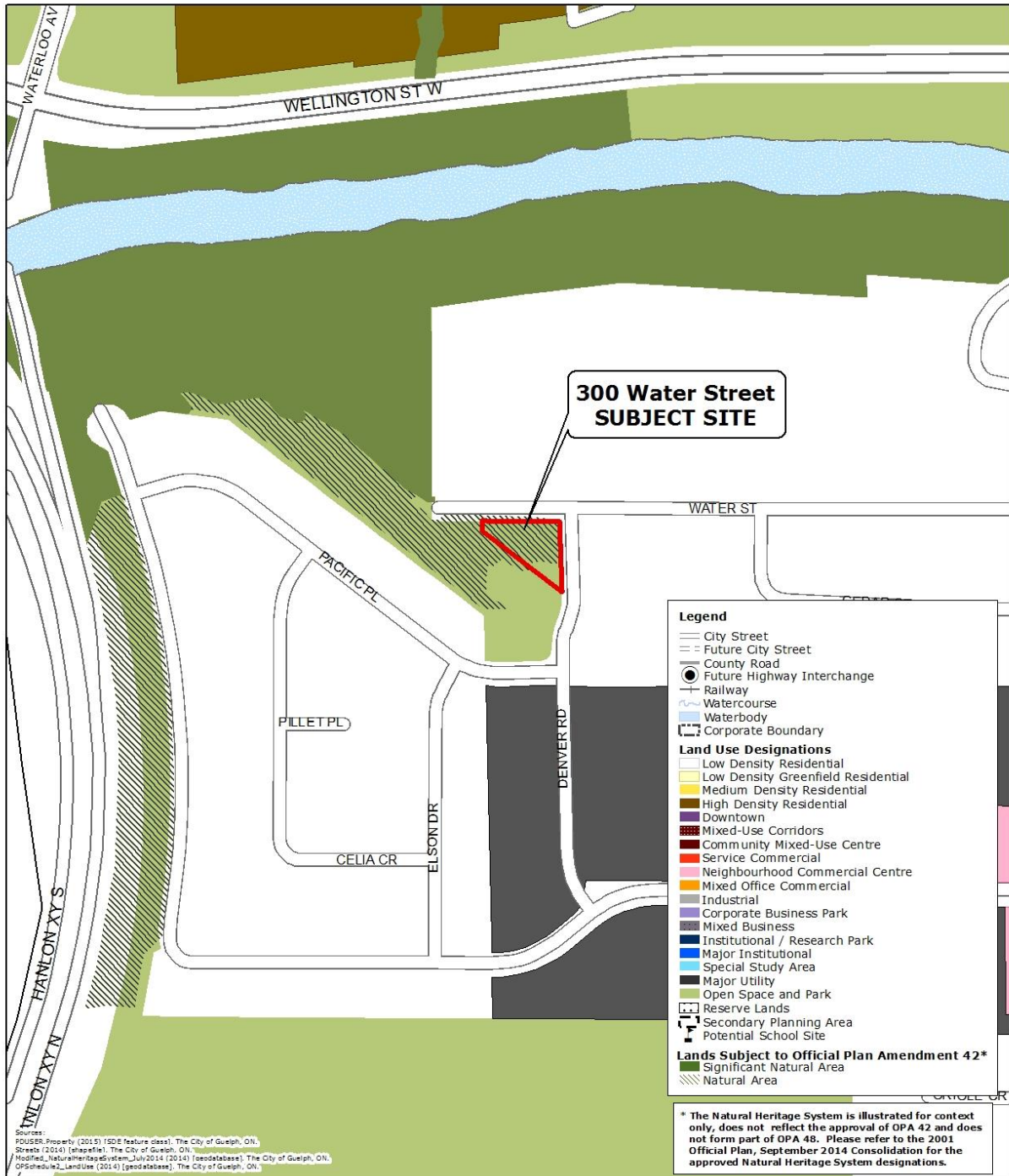
1:500

0 3 6 12 18 24 m

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
January 2018

2017 ORTHOPHOTO 300 Water Street

ATT-3
Official Plan Land Use Designations and Policies



Land Use Designations
300 Water Street

Produced by the City of Guelph
 Planning, Urban Design and Building Services - Development Planning
 January 2018

ATT-3 (continued)
Official Plan Land Use Designations and Policies

9.7 Open Space and Parks

Open space and parks provide health, environmental, aesthetic and economic benefits that are important elements for a good quality of life. Lands designated Open Space and Parks are public or private areas where the predominant use or function is active or *passive recreational activities*, conservation management and other open space uses.

Objectives

- a) To develop a balanced distribution of open space, active and passive parkland and recreation facilities that meet the needs of all residents and are conveniently located, accessible and safe.
- b) To co-operate and partner with other public, quasi-public and private organizations in the provision of open space, trails and parks to maximize benefits to the community.
- c) To assist in protecting the City's *urban forests*, the Natural Heritage System and *cultural heritage resources*.

Policies

- 1. Where any land designated Open Space and Parks is under private ownership, this Plan does not imply that such land is open to the general public or that the land will be purchased by the City or any other public agency.
- 2. Where lands designated Open Space and Parks are in private ownership and a *development* application is made requesting a change to a land use other than Open Space and Parks, due consideration shall be given by Council to the following:
 - i) Council will consider the acquisition of the subject lands, having regard for the following:
 - a. the provision of adequate open space, parks and recreational areas, particularly in the vicinity of the subject lands;
 - b. the existence of *cultural heritage resources* or *natural heritage features* on the site;
 - c. the recreational service that is provided by the existing use and the benefits and costs accruing to the City through the public acquisition of the property;
 - d. the possibility of any other government agency purchasing or sharing in the purchase of the subject lands; and
 - e. the ability of the City to purchase the lands and the priority of the lands in relation to the City's overall open space and parks acquisition plan.

- ii) If acquisition of lands is not deemed appropriate, Council shall consider other arrangements to retain the lands in an Open Space and Parks designation by such means as management agreements or *easements*, where applicable.
3. Where the City or any other government agency does not wish to purchase the subject lands, and suitable alternative arrangements to secure the lands in an Open Space and Parks designation have not been derived, due consideration shall be given by Council to amending the Official Plan. When considering such amendments, the City may require a comprehensive study be conducted to determine the most desirable function and use of the lands. In spite of the above, there is no public obligation either to redesignate or purchase any areas designated Open Space and Parks.
 4. When developing major recreation facilities such as indoor swimming pools, arenas or major parks or open space areas, consideration shall be given to locating such facilities in association with major community shopping, educational or cultural facilities.
 5. Where appropriate, the City may implement practices that naturalize portions of City parks and incorporate indigenous vegetation.

Permitted Uses

6. The following uses may be permitted in the Open Space and Parks designation, subject to the applicable provisions of this Plan:
 - i) public and private recreational uses and facilities;
 - ii) parks;
 - iii) golf courses;
 - iv) conservation lands;
 - v) cemeteries; and
 - vi) complementary uses.
7. Complementary uses are uses that are normally associated with the main recreational use, are *compatible* with, and do not detract from or restrict, the primary function of the Open Space and Parks designation. Such complementary uses may include, but are not necessarily restricted to horticulture, restaurants, club houses, pro shops, public halls and other accessory buildings.

4.1.4 Natural Areas

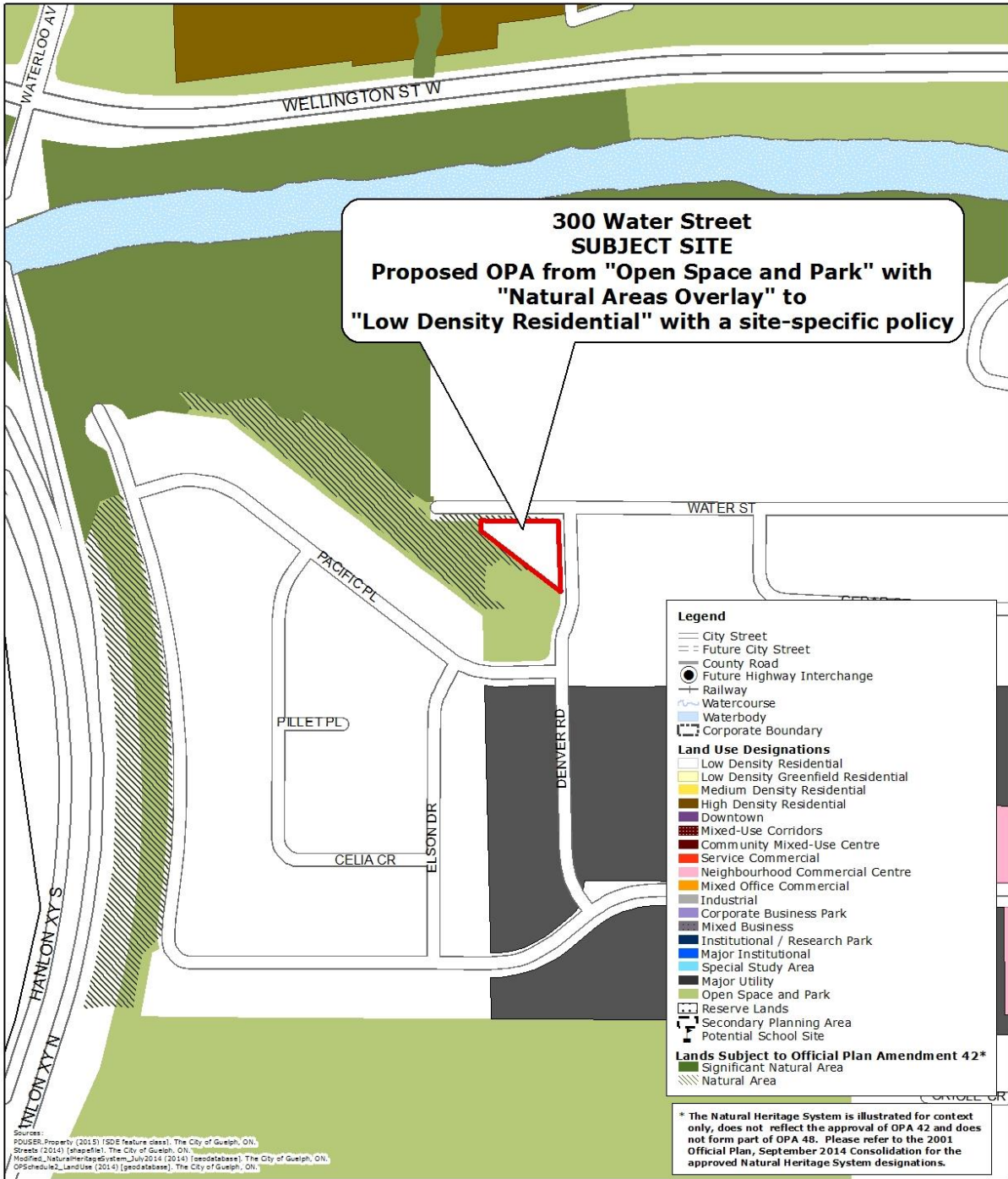
Natural Areas include three categories of features that are considered less ecologically significant than Significant Natural Areas, but that still warrant protection within the Natural Heritage System. The three feature categories are: *Other Wetlands*, *Cultural Woodlands*, and *Habitat for Significant Species*.

Unmapped Natural Areas or all or parts of Natural Areas included in the *overlay designation* shown on Schedules 2 and 4 require further study to determine the appropriate level of protection in accordance with the policies of this Plan. Natural Areas included in the overlay designation shown on Schedules 2 and 4 include *Other Wetlands* and *Cultural Woodlands*. Habitat for Significant Species (excluding *Significant* habitat of provincially *Endangered* and *Threatened Species*) is not identified within the Natural Areas overlay on the schedules of this Plan and must be identified in accordance with 4.1.4.

4.1.4.1 General Policies: Natural Areas

1. Development or site alteration shall not be permitted within unmapped Natural Areas or Natural Areas included in the overlay designation shown on Schedules 2 and 4 until an EIS or EA that determines which Natural Heritage System policies, if any, apply and is approved as part of a complete development application to the satisfaction of the City.
 - i) Where unmapped Natural Areas or all or parts of Natural Areas included in the overlay designation on Schedules 2 and 4 meet one or more of the criteria for designation as Significant Natural Areas, the appropriate policies of 4.1.3 will apply, and the areas identified for protection, including any established buffers, will be deemed to be designated Significant Natural Areas.
 - ii) Where unmapped Natural Areas or all or parts of a Natural Areas included in the overlay designation on Schedules 2 and 4 meet one or more of the criteria for designation as Natural Areas, the appropriate policies under 4.1.4 will apply, and the areas identified for protection, including any established buffers, will be deemed to be designated Natural Areas.
 - iii) Where unmapped Natural Areas or all or parts of a Natural Areas included in the overlay designation on Schedules 2 and 4 do not meet either i) or ii) above, the Natural Areas overlay designation will be deemed removed, and the underlying land use designation will apply.

ATT-4 Proposed Official Plan Amendment and Details



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Proposed Land Use Designations 300 Water Street

Making a Difference

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
January 2018

ATT-4 (continued)
Proposed Official Plan Amendment and Details

The proposed Official Plan Amendment, if approved, would change the land use designation of the subject property from "Open Space and Park" with a "Natural Areas Overlay" to the "Low Density Residential" land use designation.

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:

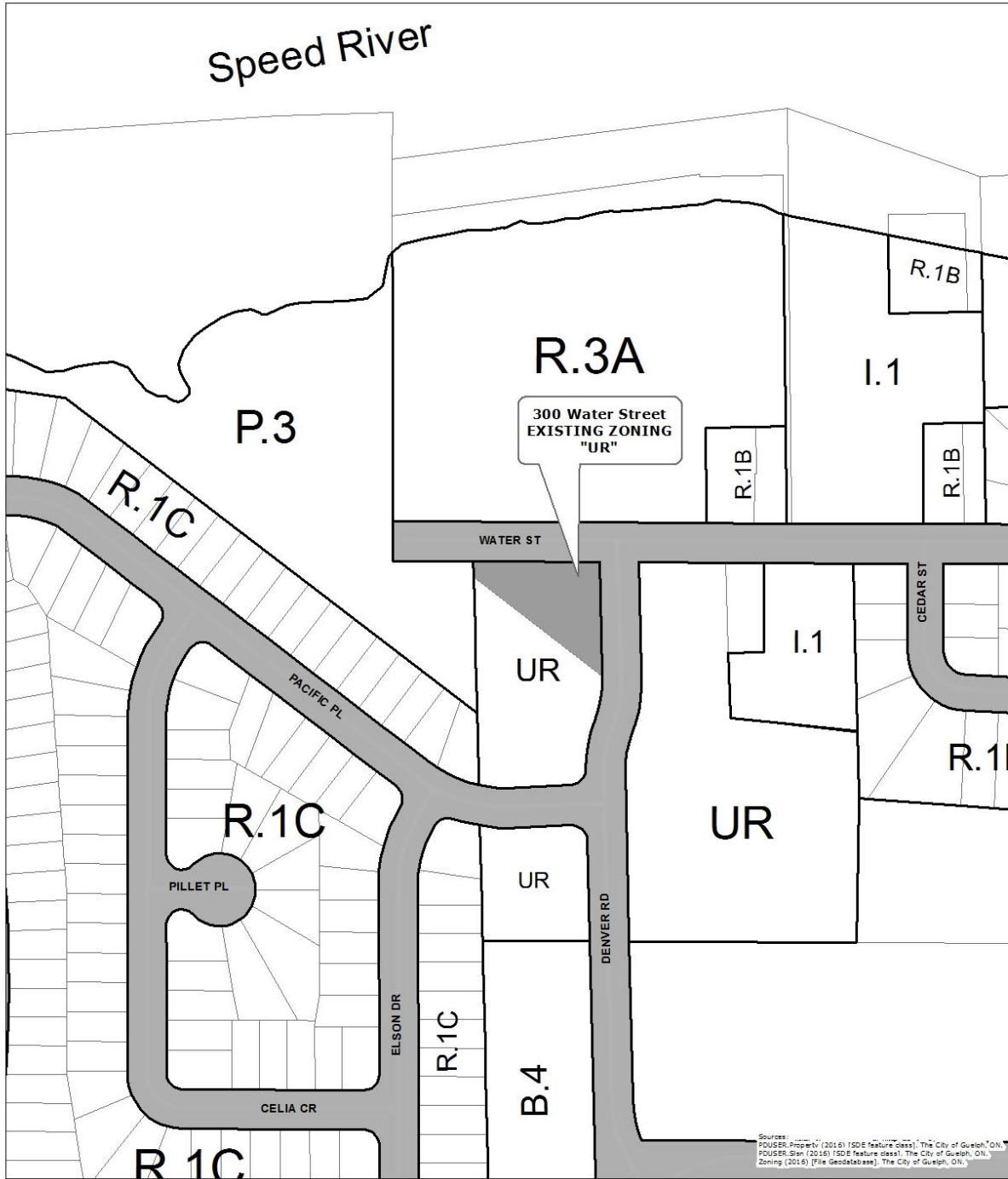
2. The maximum height shall be three (3) storeys.
3. The maximum *net density* is 35 units per hectare and not less than a minimum *net density* of 15 units per hectare.
4. Notwithstanding policies 9.3.2.2 and 9.3.2.3, increased height and density may be permitted for *development* proposals on arterial 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.

Proposed site-specific policy:

The following site-specific policy is proposed to be added to the "Low Density Residential" land use designation:

"In addition to the provisions contained in Section 9.3.2 - Low Density Residential, the maximum density permitted shall be 40 units per hectare for the lands municipally known as 300 Water Street."

**ATT-5
Existing Zoning and Details**



Sources:
POUSER Property (2016) (SDE feature class), The City of Guelph, ON.
POUSER Stan (2016) (SDE feature class), The City of Guelph, ON.
Zoning (2016) (File Geodatabase), The City of Guelph, ON.

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Planning, Urban Design and Building Services - Development Planning
January 2018

**EXISTING ZONING
300 Water Street**

ATT-5 (continued)
Existing Zoning and Details

Urban Reserve (UR) Zone

11.1 PERMITTED USES

The following are permitted *Uses* within the Urban Reserve (UR) **Zone**:

11.1.1

Agriculture, Livestock Based
Agriculture, Vegetation Based (mushroom farms shall not be permitted)
Conservation Area
Flood Control Facility
Outdoor Sportsfield Facilities
Recreation Trail
Wildlife Management Area

Accessory Uses in accordance with Section 4.23

11.2 REGULATIONS

Within the Urban Reserve (UR) **Zone**, 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 and the following regulations:

11.2.1 Minimum Separation Distances Regulating *Livestock Based Agriculture*

Minimum separation distances for *Livestock Based Agriculture* operations shall be based on the Minimum Separation Distance requirements for livestock farms required by the Ontario Ministry of Agriculture and Food.

11.2.2 Permitted *Building* or *Structure*

In addition to all other provisions of this Section, a permitted *Building* or *Structure* shall only be permitted in accordance with all of the following regulations:

11.2.2.1 Minimum *Side Yard*

Equal to one-half the *Building Height* but in no case less than 3 metres.

11.2.2.2 Minimum *Rear Yard*

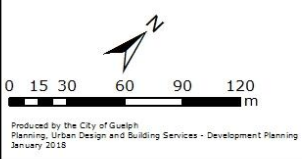
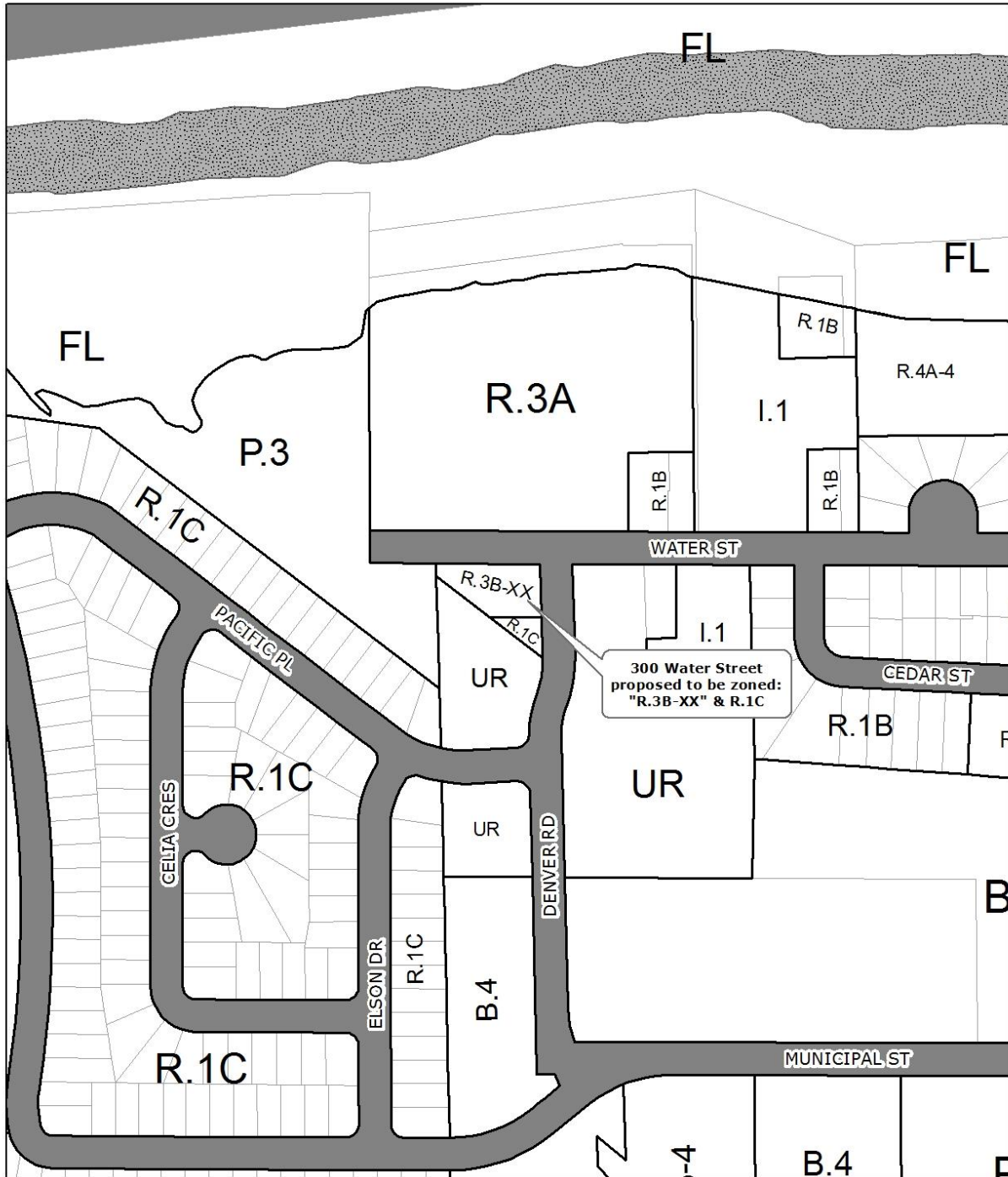
Equal to one-half the *Building Height* but in no case less than 7.5 metres.

11.2.2.3 Minimum *Front Yard*

7.5 metres or as set out in Section 4.24, whichever is greater.

- 11.2.2.4 Off-Street Parking
No off-**Street** parking shall be located within 3 metres of any boundary of an UR **Zone**.
- 11.2.2.5 Off-Street Loading
No off-**Street** loading shall be located within 3 metres of any boundary of an UR **Zone**.
- 11.2.3 Accessory **Building** or **Structure**
Despite Section 4.5, an accessory **Building** or **Structure** shall be permitted only in accordance with the following regulations:
 - 11.2.3.1 No accessory **Building** or **Structure** shall be used for human habitation.
 - 11.2.3.2 No accessory **Building** or **Structure** shall be located between the **Street Line** and any **Setback** line.
 - 11.2.3.3 No accessory **Building** or **Structure** shall be located in any **Side Yard**.
 - 11.2.3.4 No accessory **Building** or **Structure** shall be located closer to any **Lot Line** than one-half **Building Height** or 7.5 metres, whichever is greater.
- 11.2.4 Lighting of **Outdoor Sportsfield Facilities**
Outdoor Sportsfield Facilities shall be permitted to have lighting facilities developed in accordance with Section 4.18.1.

**ATT-6
Proposed Zoning and Details**



**PROPOSED ZONING
300 Water Street**



ATT-6 (continued)
Proposed Zoning and Details

The purpose of the proposed Zoning By-law Amendment is to change the zoning from the "Urban Reserve" (UR) zone to a "Residential Single Detached" (R.1C) zone and to a "Specialized Residential On-Street Townhouse" (R.3B-?) zone.

EXCERPT FROM TABLE 5.1.2 - REGULATIONS GOVERNING R.1C ZONES

1	Residential Type	Single Detached Dwellings
2	Zone	R.1C
3	Minimum Lot Area	370 m ²
4	Minimum Lot Frontage	12 metres and in accordance with Section 5.1.2.6.
5	Maximum Building Height	3 Storeys and in accordance with Section 4.18.
6	Minimum Front Yard	6 metres and in accordance with Sections 4.6, 4.24, 5.1.2.3, 5.1.2.4 and 5.1.2.7.
6a	Minimum Exterior Side Yard	4.5 metres and in accordance with Sections 4.6, 4.24, 4.28, 5.1.2.3, 5.1.2.4 and 5.1.2.7.
7	Minimum Side Yard 1 to 2 Storeys Over 2 Storeys	1.2 metres 1.2 metres and in accordance with Sections 5.1.2.1 and 5.1.2.2.
8	Minimum Rear Yard	7.5 metres or 20% of the <i>Lot Depth</i> , whichever is less and in accordance with Section 5.1.2.4.
9	Accessory Buildings or Structures	In accordance with Section 4.5
10	Fences	In accordance with Section 4.20.
11	Off-Street Parking	In accordance with Section 4.13.
12	Minimum Landscaped Open Space	The <i>Front Yard</i> on any <i>Lot</i> , excepting the <i>Driveway (Residential)</i> shall be landscaped and no parking shall be permitted within this <i>Landscaped Open Space</i> . Despite the definition of <i>Landscaped Open Space</i> , a minimum area of 0.5 metres between the <i>Driveway (Residential)</i> and nearest <i>Lot Line</i> must be maintained as landscaped space in the form of grass, flowers, trees, shrubbery, natural vegetation and indigenous species.
13	Garbage, Refuse and Storage	In accordance with Section 4.9.
14	Garages	For those <i>Lots</i> located within the boundaries indicated on Defined Area Map Number 66, attached <i>Garages</i> shall not project beyond the main front wall

		of the <i>Building</i> . Where a roofed porch is provided, the <i>Garage</i> may be located ahead of the front wall of the dwelling (enclosing <i>Habitable Floor Space</i> on the first floor) equal to the projection of the porch to a maximum of 2 metres.
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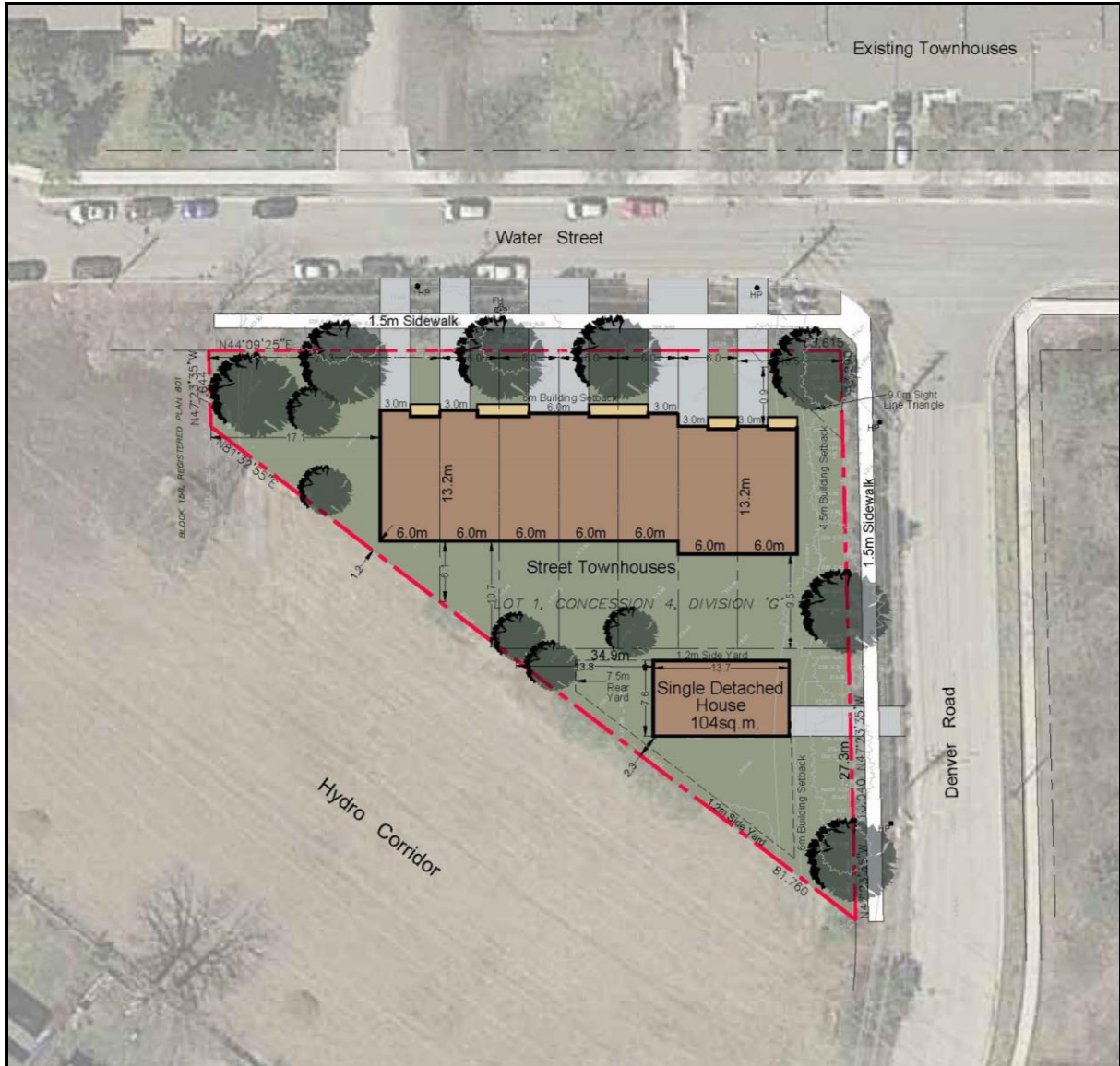
TABLE 5.3.2 - REGULATIONS GOVERNING R.3 ZONES

Row	Residential Type	R.3A Zone Cluster Townhouse	R.3A Zone Stacked Townhouse	R.3B Zone On-Street-Townhouse
1	Minimum <i>Lot Area</i>	800 m ²	1,000 m ²	180 m ²
2	Minimum <i>Lot Area</i> Per <i>Dwelling Unit</i>	270 m ²	150 m ²	180 m ²
3	Minimum <i>Lot Frontage</i>	18 metres	18 metres	6 metres
4	Minimum <i>Front Yard</i>	6 metres and as set out in Section 4.24 and 5.3.2.7.		
5a	Minimum <i>Exterior Side Yard</i>	4.5 metres and in accordance with Sections 4.24, 4.28 and 5.3.2.7		
6	Minimum <i>Side Yard</i>	See Section 5.3.2.2.		1.5m from the side of the <i>Building</i> .
7	Minimum <i>Rear Yard</i>	See Section 5.3.2.2.		7.5 metres
8	Maximum <i>Building Coverage</i> (% of <i>Lot Area</i>)	30	40	50
9	Maximum <i>Building Height</i>	3 <i>Storeys</i> and in accordance with Sections 4.16 and 4.18.		
10	Minimum Distance Between <i>Buildings</i>	See Section 5.3.2.3		--
11	Minimum <i>Common Amenity Area</i>	See Section 5.3.2.4		--
12	Minimum <i>Private Amenity Area</i>	See Section 5.3.2.5		--
13	Minimum <i>Landscaped Open Space</i> (% of <i>Lot Area</i>)	40	40	35
14	<i>Buffer Strip</i>	Where an R.3 <i>Zone</i> abuts any other Residential <i>Zone</i> or any Institutional, Park, Wetland, or Urban Reserve <i>Zone</i> a <i>Buffer Strip</i> shall be provided. Buffer strips may be located in a required <i>Side</i> or <i>Rear Yard</i> .		
15	<i>Fences</i>	In accordance with Section 4.20.		
16	Off-Street Parking	In accordance with Section 4.13.		
17	Accessory <i>Buildings</i> or <i>Structures</i>	In accordance with Section 4.5.		
18	Maximum Number of <i>Dwelling Units</i> in a Row	12. Despite the preceding, where units are adjacent to a public <i>Street</i> , the maximum number of <i>Dwelling Units</i> in a row shall be 8.		8
19	Garbage, Refuse Storage and Composters	In accordance with Section 4.9.		
20	Maximum Density of Site	See Section 5.3.2.6		----
21	Maximum <i>Driveway (Residential)</i> width R.3B <i>Zone On-Street Townhouses</i>			See Section 4.13.7.2.5

In addition to the regulations set out in Table 5.3.2 – Regulations Governing R.3B - On-Street Townhouse Zones of Zoning By-law (1995)-14864, as amended, the following specialized regulations have been requested to facilitate this proposal:

- A minimum lot area of 165 m², whereas Table 5.3.2, Row 2 requires a minimum lot area of 180 m²;
- A minimum lot area per dwelling unit of 165 m², whereas Table 5.3.2, Row 3 requires a minimum lot area of 180 m²; and,
- A minimum rear yard of 1.0 metre for one of the townhouse units, whereas Table 5.3.2, Row 7 requires a minimum rear yard of 7.5 metres.

ATT-7 Conceptual Site Plan



Correspondence Regarding Files OP1707 and ZC1712

From: Jeanette Schade
Sent: Thursday, March 22, 2018 9:21 PM
Subject: File number OP1707 and ZC1712

It has been brought to my attention that the city is proposing a zoning by-law amendment at 300 Water St. I am not in favor of this proposal for the following reasons:

This area has already lost two areas of forest in the past five years. One of the reasons we purchased property in the area is because of the Green Guelph initiative and the living forest here. The hydro corridor suffered a significant loss of forest and I am opposed to further deforestation in the area.

The proposed lots do not comply with the city's current regulations for lot sizes and are out of character with the existing building in the area of single family homes and the town homes known as Village on the Green.

Parking is limited at Village on the Green. Residents and visitors use Water Street for overflow parking and additional development will only aggravate the problem. Also, the additional driveways will impede the exit/entrance of 50% of Village on the Green residents.

Water St. is a dead end street and vehicles must turn around in an already restricted area.

The City is currently dealing with contaminated wells in areas adjacent to the application.

Please let me know the council's decision regarding the proposed plan amendment and the zoning by-law amendment. Thank you.

Regards,
Jeanette Schade

From: Gary Thomson
Sent: March 23, 2018 3:35 PM
Subject: Fw: APPLICATION FOR OFFICIAL PLAN AND ZONING BY-LAW AMENDMENTS re 300 WATER STREET

With regards to this application (City Files: OP1707 and ZC1712), I wish to comment in opposition to this application.

1. I object to any usage of this land other than as it was designated when the present owner purchased the property, ie it shall remain within the Urban

Reserve with designation "Open Space and Park" with "Natural Areas" overlay. Our broad neighborhood has already been markedly changed from adjoining a natural forest along the hydro corridor to adjoining a deforested swath of land accompanied by highly visible hydro towers. Where is the Greening Guelph Initiative in all these considerations? Enough is enough.

2. Redesignating to "Low Density Residential" when this means compromising minimum lot areas to 'squeeze in' one or two extra townhouses is not defend-able, in my opinion.
3. This stretch of Water Street from Edinburgh to the dead-end at our condominium complex, Village on the Green, is narrow and already overloaded with parked vehicles from single detached homes, the Muslim Centre and our complex. Village on the Green has 96 units with 2 parking spaces for each unit and an additional 20 designated visitor parking spaces; the application for 300 Water Street has no allowance for any visitor parking whatsoever.
4. It is my understanding that this property was originally purchased by Habitat for Humanity following the death of the owner of the property and that the wooded area of this property was designated and protected from removal and that any building by Habitat for Humanity would have to remain within the small original foot print of the rather derelict house on the property. This has now all changed apparently. Surely this is not due to the clearcut by hydro isolating and de-designating the wooded lot to another designation.

I wish to be notified of decision(s) made by City Council with regards to this request.

Sincerely, Gary Thomson

From: Joe Brook

Sent: April 15, 2018 1:17 PM

Subject: Re Zoning Amendment #op 1707/zc1712

I am a recent resident of

I oppose the zoning change on the grounds of further erosion of forested areas, existing parking concerns on Water St., non-compliance with existing lot size regulations (presumably originally written and approved for the good of local existing developments).

Please advise me of Council's Final Decision

Thank You

April 23, 2018

Dear City Council, I am writing with respect to the following planning application:

300 Water Street (File: OP1707 and ZC1712) – Ward 5

The subject property is located on the southwest corner of Water Street and Denver Road. The property is approximately 0.2 hectares in size and has an exterior frontage of approximately 63.6 metres along Water Street and a frontage of approximately 57.3 metres along Denver Road.

The purpose of the Official Plan Amendment is to re-designate the property to the "Low Density Residential" land use designation and add a site-specific policy. The purpose of the proposed Zoning Bylaw Amendment is to change the zoning from the "Urban Reserve" (UR) zone to a "Residential Single Detached" (R.1C) zone and a "Specialized Residential On-Street Townhouse" (R.3B-?) zone to permit the development of one (1) single detached residential dwelling and seven (7) on-street townhouse units.

I would like to state that I strongly oppose the Official Plan Amendment as well as the proposed zoning amendment. **Current designation: Open Space and Urban Reserve**

As per a recent environmental scan: (paid for by the developer)

The subject property is 0.21ha in size, and is dominated by an Eastern White Cedar (*Thuja occidentalis*) wooded community.

The dominant surrounding land use is residential, with small natural areas. The Speed River is approximately 400m to the northwest of the subject property.

In total, 104 species of vascular flora were identified throughout the subject property.(as per the environmental impact report)

Fresh-Moist Willow Lowland Deciduous Forest Type This lowland Willow (*Salix*) community can be found to the west of the property, and extends from the southern hydro corridor to the Speed River to the north. The community appears as if it were historically wet, but has undergone community changes due to cultural influences, such as the channelizing of the Speed River. A central pond area can be found, as well as several dried-up channels. (as per the environmental impact report)

A small wetland community of approximately 0.08 hectares in size is present on the subject property. NRSI biologists described the area as an Eastern White Cedar Mineral Coniferous Swamp (SWC1-1). Staff of the GRCA attended the site on December 1, 2015 and confirmed the boundary of the wetland. (but now according to this report, it is not significant wetland)

The Tree Inventory and Preservation Plan (TIPP) provides a detailed assessment of the 193 trees inventoried, 182 are proposed to be removed.(as per the environmental impact report)

A portion of the surrounding areas and subject property, including the Eastern White Cedar Swamp, is considered a Natural Area Overlay under OPA 42 (City of Guelph 2012).

This unprotected land is the entranceway to the magnificent trail system:

“In the Guelph Trail Master Plan there is an existing Secondary Trail route in Silvercreek Park and a proposed on-road extension of this trail via Water Street and Denver Road which abut the subject property.

The proposed trail would consist of the existing shared lanes and a sidewalk link from the end of Water St to either the existing Denver Rd sidewalk or any new sidewalk on the west side of Denver Road if required for pedestrians due to a site entry on that side.”

In my opinion, the city should not permit residential building at the entrance to the trails.

As per a recent publication by the city there is a desire to conserve and enhance local resources, which further supports our request to avoid changing the zoning to residential: Built Form Standards for Mid-Rise Buildings and Townhouses: PUBLISHED APRIL 2018

- Increasing attention is being paid to transportation demand management and encouraging alternative modes of movement, including electric cars, car share, consideration of reductions to parking requirements and new technology like parking stackers;
- Desire to create healthy, sustainable, and walkable communities;
- like parking, access, circulation, landscaping, land use transitions and the public realm.
- All design interventions should conserve and enhance the City’s cultural heritage resources and natural heritage features.
- Urban Forest Management Plan (2012);

The name water street conjures up a vision of peaceful tranquility, and nature. Unfortunately this street is currently an overpopulated street with inadequate parking for the current local traffic flow.

It would seem quite clear that Water Street need less cars, less population, and less development!

On Friday, January 27, 2017, at the State of the City Address, Mayor Cam Guthrie: said the following, “Well, if there’s one thing I’ve learned in my first two years as Mayor, it’s this: Guelph isn’t about roads and pipes, bricks and mortar. It’s not even about programs and services. It’s about people.”

It is our sincere hope that in this case, counsel does in fact listen to “the people”

Places to Grow is the Ontario government's program to plan for growth and development in a way that supports economic prosperity, protects the environment and helps communities achieve a high quality of life across the province.

The people of this community are counting on the city council to recognize the importance of this "Places to Grow: plan and to adhere to its principals. Our community has had numerous devastating blows in recent years. The Hydro One corridor clear cut removed massive numbers of trees and irreparably altered the landscape, the environment, the ecosystem of this neighbourhood. Closely followed by the planned expansion of the Muslim Centre on Water street. The expansion is

removing hundreds more mature trees in order to build a parking lot and gymnasium!

The mayor said in the 2016 State of the City Address People aren't moving downtown because **Places to Grow** made them do it. They're moving downtown because it's a vibrant and appealing place to be. The proposed changes are far from appealing and we implore you to stop the destruction and removal of any more trees in our area!

CITY OF GUELPH URBAN FOREST MANAGEMENT PLAN

2013 – 2032 provides us with some very specific commitments and goals related to the City of Guelph:

The City's canopy cover is currently lower than originally estimated in 2006, and is actually closer to 20%. The City of Guelph, through its Official Plan Amendment 42 (currently under appeal), sets a target of 40% canopy cover for the City by 2031. Well it would appear that we need to prevent the ongoing destruction of trees, and as the plan further details, there needs to be a commitment "managing trees in all phases of their life-cycle". This means that you cannot simply remove mature trees and replace them with new ones! Is Guelph really committed to expanding our canopy towards 40%? In this particular community the canopy is disappearing at a rapid rate.

"All of these trees form part of the City's green infrastructure, which sustains the community by filtering air pollution, providing shade, contributing to flood control, reducing local energy use, sequestering carbon, and bringing nature to the City. These services are well documented, and trees are known to save municipalities millions of dollars in air pollution control and storm water management alone (e.g., Town of Oakville 2006). Natural tree cover has also been linked to human health benefits (e.g., skin cancer prevention, reduction in heat island effects, contributing to psychological well-being) that have yet to be fully valued."

It is our sincere hope that this official plan is strongly considered in the decision making with respect to changing the zoning for this lovely mature treed land. We strongly urge you to think of conserving the beauty and joy that this land brings to the neighborhood.

An environment impact study was done and paid for by the builder who wishes to convince the council that the land has minimal environmental impact and therefore can be used for building.

The property contains 193 trees, and the builder proposes to remove 182 of them. (as per the environmental impact report)

There are 104 species of flora, and several mammals, butterflies, and an "incidental toad" (as per the environmental impact report)

There are 28 species of birds, many of them noted to be nesting/breeding (as per the environmental impact report)

The property is only 400 meters from the Speed River and trail system (as per the environmental impact report)

The sounds of birds, the beauty, the environmental value, removing this from our community will have a devastating impact on those of us who live here.

In my humble opinion, the environmental impact is astounding and to remove these mature trees and build here will essentially ruin the local beauty and landscape.

The City of Guelph wins award for leadership in environmental conservation in May 2015. The award was given Saturday in recognition of the City's commitment to the natural environment. The award acknowledges the City's leading-edge **Natural Heritage System** policies developed and implemented over the past 12 years.

Well if we are in fact leaders in environmental conservation, the decision here should be quite simple, don't change the zoning, save the trees.

Sincerely, Nicola Bryant

To: Guelph City Council
From: Guelph Urban Forest Friends Steering Committee

Date: April 25, 2018
Re: Requested Zoning Change for 300 Water St

We are very concerned about the proposed changes to the zoning at 300 Water St that would permit a drastic change to the tree cover on that parcel of land. We urge the City of Guelph to:

- Retain as much as possible of the forest at the rear of the property bordering the transmission line corridor and add replacement/compensation trees with the goal of increasing the diversity of the plantings.
- Optimise the plans for construction on the site to minimize the need for regrading and tree removal and permit the addition to the site of as many replacement/compensation trees as possible.

There is an intact healthy forest area on most of the lot that plays an important part in Guelph's green canopy. It is adjacent to the beautiful reconstructed meadow under the hydro towers that will be home to many species of small mammals and birds as well as providing essential pollinator habitat. This patch of mostly cedars is habitat and contiguous woodlands that provides protection and additional types of food for that wildlife. The trees on this lot are tall and mostly healthy; with a form and appearance that reflects the forest environment in which they matured. As the forest is rehabilitated along the edge of the corridor down to the river, this contiguous cover will be very important.

This area suffered a devastating loss when the trees had to be removed due to regulations governing electrical transmission lines. Residents, both human and wildlife, felt the loss. To continue this clear cut seems totally contrary to our city's stated goal of 40% canopy and its commitment to green sustainable principles. The city should be insisting that as much as possible of the forest be retained along this transmission corridor edge.

The developer's construction proposals for the land will permit only a small proportion of the 300+ replacement/compensation trees to be planted on the site itself. In addition, the electrical poles along Water and Denver St. will make planting street trees of any size impossible. We urge that the approved plan for development of the site minimize the need for regrading and tree removal and provide space for planting on site as many as possible of the required replacement/compensation trees.

We hope that City Council will uphold the principles behind Guelph's Urban Forest Management Plan and Urban Design Guidelines and work to a green sustainable plan for this piece of land.

Website: guffguelph.ca

April 26, 2018

Dear City Council,

I am writing with respect to the following planning application:

300 Water Street (File: OP1707 and ZC1712) – Ward 5

The subject property is located on the southwest corner of Water Street and Denver Road. The purpose of the Official Plan Amendment is to re-designate the property to the "Low Density Residential" land use designation and add a site-specific policy. I would like to state that I strongly oppose the Official Plan Amendment as well as the proposed zoning amendment and am in favour of retaining the current designation for this space: **Open Space and Urban Reserve**.

This property comprises a vast representation of unique flora and fauna, as well as being an important natural area at the mouth of Guelph's trail system along the Speed River. In total, 104 species of vascular flora were identified throughout the subject property, as well as a small central pond (as per the environmental impact report). NRSI biologists described the area as an Eastern White Cedar Mineral Coniferous Swamp (SWC1-1). The Tree Inventory and Preservation Plan (TIPP) provides a detailed assessment of the 193 trees inventoried, 182 are proposed to be removed. There are currently 28 species of identified birds that occupy this area, as well as butterflies and toads.

This unprotected land is an entranceway to the magnificent trail system, for which local residents enjoy. Unfortunately this end of Water Street is currently an overpopulated street with inadequate parking for the current local traffic flow. Our community has also seen numerous greenspace losses in recent years. The Hydro One corridor clear cut, as well as the current expansion of the Muslim Centre have together removed massive numbers of trees and irreparably altered the landscape, the environment, and the ecosystem of this neighbourhood.

I would like to ask City Council to decline this Official Plan Amendment in order to help preserve this remaining natural space and tree canopy, which helps balance the current urban development already present, filters air pollution from the traffic and parking problems along Water Street, contributes to flood control, and offers a beautiful home for the valuable flora and fauna that reside there.

Thank you for your consideration,

Shelley Murphy

From: Diane Mihok
Sent: February 13, 2018 7:32 AM
Subject: Development Plans for 300 Water Street

As home owners in the existing townhouse complex located at _____, we would like to submit the following comments regarding this application.

We are not in favour of this application, as we feel that the density of development to the property would be excessive. We are against the smaller lot sizes that each townhome would have, against the extra street parking this would probably incur, and against the almost certain cutting down of the cedar trees on the property which were previously designated as heritage trees. Development of this property as proposed would probably necessitate creation of sidewalks where none exist currently, which would probably also endanger the trees.

We do understand the need for infill in spaces within the city, and would not be opposed to development of one or two single family homes on this lot. We feel that with a smaller project, all of the concerns we have listed above would not be so impactful.

Sincerely,
Diane Goodfellow
Andrew Mihok

From: Kelly Brook
Sent: February 27, 2018 9:31 AM
Subject: zoning amendment#op1707/zc1712

I am a resident @ _____. I oppose this zoning change as we have already lost a large amount of forestry due to hydro line maintenance. Also although a parking traffic study was done earlier there is traffic concerns on Water st. Many properties are rentals for students plus the Muslim community uses this street as on street parking. There is also problems with the well behind 295 water st. Increased density will only cause more problems. Please advise me of further developments on this application. Thank you for your attention to this matter.
Mrs. Maria Brook

From: Mary Rayner
Sent: February 27, 2018 9:13 PM
Subject: Proposed Official Plan Amendment and Zoning By-law Amendment (City Files: OP1707 and ZC1712)

I am a resident at . I object to the proposed official plan amendment and Zoning By-law Amendment (City Files: OP1707 and ZC1712) for the following reasons:

- We have already lost a large area of forest due to hydro corridor maintenance
- Street parking continues to be a problem with increased usage and the additional driveways will impede exit/entrance for residents of Village on the Green, creating further traffic congestion
- Water Street is a dead end street which means that vehicles must turn around within a restricted area
- The City of Guelph is currently dealing with contaminated wells in areas adjacent to the application

Please advise me of any further developments with respect to this proposed application.

Thank you for your attention to this matter.

Mary Rayner

From: Mike Marsh
Sent: March 5, 2018 4:44 PM
Subject: Objection: Proposed Plan Amendment and City Amendment (City files OP1701 and ZC1712)

My wife, Christine Marsh, and I live at . We are writing to inform you of our objection to these Application Plans.

- The additional driveways will make very difficult and less safe of most of the residents of Village on the Green.
- We will lose several parking spaces which are used by residents of the City taking advantage of the River Trail.
- Water Street is a dead end street and cars must turn around within an even more restricted area which will raise safety concerns.
- The changing of the Urban Forest designation is nconsistent with the Greening Guelph initiative.
- The increased density and the proposed "specialized" proposed lot sizes do not comply with the area's single family lots and the Village on the Green townhome units.

Please let us know of the Council's further plans about this Application.

Regards

Mike Marsh and Christine Marsh

March 6, 2018

We are writing to you about the Official Plan Amendment and Zoning By-law Amendment (City Files: OP1707 and ZC1712) that entails a zoning bylaw change and amendment to the city's Official Plan regarding 300 Water Street.

We would like to register our concern about and opposition to these changes for the following reasons.

1. This area has already seen two sections deforested in the last few years (the hydro corridor and the area on the east side of Denver Road between the buildings belonging to the Muslim community and the back of the city works buildings. The levelling of vegetation and especially shrubs and trees has rendered this area visually bleak and far less desirable to live in. Levelling the shrubs and especially the cedars on the property at 300 Water Street will further affect negatively the quality of life for those already resident in the area. The trees on the 300 Water Street site provide a much-desired screen for many residents at 295 Water Street that blocks a view of the monotony of the Hydro clearance and provides a welcome view of the natural world.

2. The City says it is committed to the Greening Guelph initiative. This proposal is inconsistent with the city's stated plans, especially given the fact that the 300 Water Street site is already designated "Open Space and Park" and zoned as "Urban Reserve."

3. The lot sizes for the proposed townhouses and single-family dwelling are noted as "specialized" and do not conform to the city's existing lot sizes for the noted structures. The proposed reduced lot sizes are out of character with the existing single-family dwellings along Pacific Place and the 96 townhouses in the Village on the Green.

4. Parking is already a problem on both sides of the west end of Water Street. Due to the many cars and trucks frequently parked in this area, residents from the Village on the Green who live around the second, western access road to the Village often have difficulty accessing their roadway. During the late afternoon and on weekends, many people who do not live in this area drive their vehicles to the western dead end of Water Street to access the path to the river to exercise their dogs or walk with their families. Constructing additional housing whose residents will undoubtedly have vehicles of their own will create additional problems. Turning around at the dead end will become even more difficult as this area is already tight. Guest parking for any visitors is already a problem and will be exacerbated further with this development.

5. We are concerned about additional traffic noise on Water Street, especially in the morning, in the late afternoon and evenings and when the two churches in the area have services.

6. We are also very concerned about drinking water quality and the impact of this proposed development on the nearby well. More clarity should be provided about where exactly snow will be removed to and whether the storage of snow could affect the well. The same is true for sewage pipes and any potential impact they could have should they leak or break.

We are opposed to this development for the reasons noted above. We think residents in this area have already been asked to deal with sufficient changes in recent years. We are in favour of keeping the land at 300 Water Street as Open Space and Park and Urban Reserve so that all residents in the area can enjoy the natural environment it provides.

If the area must be developed, we would prefer a single-family dwelling if a screen of cedars and/or other trees are kept along the south side of Water Street and along the portion of Denver Road that abuts the 300 Water Street site.

Yours sincerely,

Mary Ann Cyphers-Reiche

Eric G. Reiche

From: Geoff Cannon
Sent: March 18, 2018 9:10 AM
Subject: 300 Water St.

I would like to comment that I am in favour of this infill development at Water and Denver. As an active user of the trail system in the area I request that a sidewalk be added along the south side of Water to the head of the trail and also on Denver connecting to Pacific Pl.

Thanks
Geoff Cannon

From: Lynn R
Sent: March 20, 2018 5:47 PM
Subject: 300 Water Street

We are definitely opposed to the re-zoning of 300 Water Street in Guelph and opposed to the construction of a single dwelling and seven town homes on that property.

The current zoning of "Open Space and Park" with a "Natural Areas" overlay should be left as is - apparently there are heritage trees on this site and they should remain there. It is my understanding that a previous owner of this property was not allowed to take down any trees and we support that ruling.

This is a busy corner at certain times of the week with many cars parked on both sides of Water Street and Denver Street. To add another 8 dwellings to this already busy and confined space will make it difficult for existing residents, visitors, city workers, and emergency vehicles to navigate the street. There are a number of Guelph City vehicles and trucks that use the corner of Water and Denver to access the Public Works Department on Municipal Street, plus there are school buses and other trucks turning the corner there. Add to this all the cars from the Muslim school at certain times of the week and parking in this area is often at capacity. Construction vehicles and subsequent additional housing would put too much pressure on this area.

We would like to know what more we can do to oppose this application.

We think it's important to leave areas with trees in Guelph, especially when they are adjacent to Hydro lines.

We notice that many trees have been taken down on the school site at 286 Water Street.

Local residents do not approve of trees being torn down as witnessed by the opposition to the number of trees being taken down in the Hydro corridor off Denver Street in the last couple of years.

We ask that you reconsider this application and disallow any change in the zoning.

We want the zoning of 300 Water Street to remain the way it is.

Thank you.

Lynn and Hank Roodbol

To Whom It May Concern:

I am a resident of _____ and am objecting to the Proposed Official Plan Amendment OP1707 and ZC1712 as laid out in the Letter of February 2, 2018 which I received. Please find a partial list of my concerns as set out below

- Objection to the change from Urban Forest because it's inconsistent with the Greening Guelph initiative. This area as already had two areas deforested in the last 5 years with the hydro corridor and the area on the east side of Denver Rd.
- The proposed lots to not comply with the City's current regulations for lot sizes which is why they are being referred to as "specialized". These lots sizes are out of character with existing residential buildings (single family homes on Pacific Placed and 96 townhomes on 5 acres of land which constitutes Village on the Green.
- The additional driveways will impede exit/entrance for 50% of the residents of Village on the Green who are provided with 2 parking spaces or 96 cars.
- Water Street is a dead end street and vehicles must turn around within in restricted area already.
- City is currently dealing with contaminated wells in areas adjacent to the application.
- Health risk in constructing any kind of residence so close to Hydro towers.

I would like these objections to be considered at the upcoming Public meeting.

Sincerely,

Dr. Barrie and Sheri Cabena

Staff Report



To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 14, 2018

Subject **Statutory Public Meeting Report
233-237 Janefield Avenue
Proposed Official Plan and Zoning By-law
Amendment
File: OP1702 & ZC1702
Ward 5**

Report Number IDE-2018-63

Recommendation

1. That Report IDE 18-63 regarding a proposed Official Plan Amendment and Zoning By-law Amendment application (OP1702 & ZC1702) from Astrid J. Clos Planning Consultants on behalf of Benedetto Di Renzo and Mario Antonio Di Renzo to permit a high density residential development on the property municipally known as 233-237 Janefield Avenue and legally described as Part of Block L, Registered Plan 649; Geographic Township of Guelph, City of Guelph, from Infrastructure, Development and Enterprise dated May 14, 2018, be received.

Executive Summary

Purpose of Report

To provide planning information on a revised application requesting approval of an Official Plan Amendment and Zoning By-law Amendment to permit a high density residential development of approximately 165 residential units. This report has been prepared in conjunction with the second statutory public meeting for this application.

Key Findings

Key findings will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Financial Implications

Financial implications will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Report

Background

Applications for an Official Plan Amendment and a Zoning By-law Amendment have been received for the property municipally known as 233-237 Janefield Avenue. The proposal is for a high density residential development containing approximately 165 residential units. The applications were originally received May 3, 2017 and deemed to be complete on June 1, 2017. A statutory public meeting was held on July 10, 2017. At this Public Meeting Council and area residents raised concerns about the proposal, including height, density and access. The applicant has amended their application to address these concerns and submitted a revised application on February 12, 2018.

Location

The subject lands are located on the south side of Janefield Avenue, north of Stone Road West, west of Scottsdale Drive and east of the Hanlon Parkway (see Location Map on ATT-1 and Orthophoto on ATT-2). The site is approximately 1.1 hectares in size and is vacant.

Surrounding land uses include:

- A townhouse development on the north side of Janefield Avenue, directly across from the subject site;
- A commercial plaza is located at the intersection of Janefield and Scottsdale Drive, east of the subject site;
- Holiday Inn Guelph Hotel & Conference Centre is located at the intersection of Scottsdale Drive and Stone Road West; which is to the south of the subject site;
- Two Religious establishments, Priory Park Baptist and Jehovah's Witness, are south west and adjacent to the subject site; and
- A single detached dwelling at the intersection of Janefield Avenue and Torch Lane which is to the west of the site.

Official Plan Land Use Designations and Policies

The application was received prior to the City's new Official Plan (OPA#48) coming into full force and effect, so the policies of the previous Official Plan (City of Guelph Official Plan 2001, September 2014 Consolidation) are applied to the review of this application. The land use designations that apply to the subject property are "Medium Density Residential and Intensification Area". Medium Density Residential permits multiple unit residential buildings, such as townhouses, row dwellings and walk-up apartments. The net density of development shall be a minimum of 20 units per hectare and a maximum of 100 units per hectare. The intent of the "Intensification Area" designation is to promote the intensification and revitalization of existing well defined commercial nodes in order to efficiently use the lands base by grouping complementary uses in close proximity to one another providing the opportunity to satisfy several shopping and service needs at one location. Implementing zoning by-laws may include mechanisms such as minimum density requirements and maximum parking standards to promote the efficient use of the land base.

The intensification area is intended to provide a wide range of retail, services, office, entertainment and recreational commercial uses as well as complementary uses including open space, institutional, cultural and educational uses, hotels and live-work studios. Medium and high density multiple unit residential development and apartments shall also be permitted in accordance with the policies of Section 7.2.

The relevant policies are included in ATT-3.

Official Plan Amendment #48 Land Use Designations and Policies

Official Plan Amendment #48 (OPA 48) came into effect in October 2017, and is a comprehensive update to the City's Official Plan. It designates the subject property as "Mixed Use Corridor" and "Medium Density Residential". The permitted uses under the Medium Density Residential include multiple unit residential buildings, such as townhouses and apartments. The minimum building height is two (2) storeys and the maximum height is six (6) storeys with a density range of 35 to 100 units per hectare.

The Mixed-use Corridor designation is intended to serve both the needs of residents living and working in-site in nearby neighbourhoods and employment districts and the wider City as a whole. The objectives: to promote the continued economic viability, intensification, diversity of uses and revitalization of the Mixed-use Corridor; to promote a distinctive and high standard of building and landscape design for Mixed-use Corridors; to ensure that the development of Mixed-use Corridors occurs in a cohesive, complementary and coordinated manner. Freestanding residential development is permitted in this designation with a permitted density range of 100-150 units per hectare.

Although the application is being processed under the 2001 Official Plan, staff must have regard to the Council adopted policies and designations of OPA 48. The land use designations and relevant policies contained in OPA 48 are included in ATT-4.

Existing Zoning

The subject property is currently zoned "R.4A-1" (Residential Apartment) Zone with specialized regulations and "SC.1-4" (Service Commercial) Zone with specialized regulations in the City of Guelph's Zoning By-Law No. (1995)-14865.

Details of the existing zoning are included in ATT-5.

Description of the Proposed Official Plan Amendment

The applicant is requesting to amend the Official Plan by redesignating the subject lands from the current "Medium Density Residential" land use designation to a "High Density Residential" land use designation, which would have a maximum residential density of 150 units per hectare, similar to the existing Mixed Use Corridor designation on the easterly half of the site.

Description of Proposed Zoning By-law Amendment

The applicant is requesting to rezone the subject lands from the R.4A-1" (Residential Apartment) Zone and "SC.1-4" (Service Commercial) Zone in the Guelph Zoning By-law to the R.4B (High Density Residential Apartment) Zone to permit the development of a residential building with a maximum height of 10 storeys and a total of 165 residential units. No specialized regulations are being requested for this zone.

Original Development Proposal (May 2017)

The original development proposal for the site, from May 2017, consisted of one residential building with varying heights of 12, 10 and 5 storeys, containing approximately 185 residential units. The applicant applied for a site specific Official Plan amendment to permit a density of 168 units per hectare and a site specific high density residential zone (R.4B-?) with specialized regulations for reduced common amenity area, increased density, increased Floor Space Index, reduced side yard setback and increased building height to 12 storeys. (see ATT-7 for details).

Current Development Proposal

The applicant's revised submission is for one residential building containing 165 residential units, that is 'L' shaped, with 10 storeys in the higher portion of the building, then 8 storeys in the other portion, with a 2 storey high podium in the centre joining the two sections. The driveway access has been removed from Torch Lane and is now located on the east side of the building onto Janefield Avenue. The outdoor amenity area has been relocated to provide a larger building setback and buffer to the existing churches and single-detached homes. A total of 212 parking spaces are provided and 121 of those spaces are located in two levels of underground parking. The current proposed development is shown in ATT-8.

Supporting Documents

The following information was submitted in support of the revised application:

- Concept Plan prepared by McKnight Charron Limited Architects dated January 24, 2018.
- Preliminary Perspective prepared by McKnight Charron Limited Architects dated January 24, 2018.
- Removals Plan prepared by MTE dated January 24, 2018.
- Site Grading and SWM Plan prepared by MTE dated January 24, 2018.
- Site Servicing Plan prepared by MTE dated January 24, 2018
- Landscape Plan and Details prepared by MacKinnon & Associates dated January 24, 2018
- Traffic Impact Study prepared by Paradigm Transportation Solutions dated February 2018
- Functional Servicing Report prepared by MTE dated January 24, 2018
- Infiltration Testing prepared by MTE dated January 22, 2018

Staff Review

The review of this application will address the following issues:

- Evaluation of the proposal against the 2014 Provincial Policy Statement and Places to Grow: Growth Plan for the Greater Golden Horseshoe (2017);
- Consideration of the merits of the Official Plan Amendment and evaluation of the proposal's conformity with the Official Plan;
- Review of the proposed zoning;
- Review of the proposed site and building design;
- Review of traffic, parking and servicing; and
- Address all comments and issues raised during the review of the application.

Once the application is reviewed and all issues are addressed, a report from Infrastructure, Development and Enterprise with a recommendation will be considered at a future meeting of Council.

Financial Implications

Financial implications will be reported in the future staff recommendation report to Council.

Consultations

The Notice of Complete Application and Public Meeting was mailed on April 12, 2018 to local boards and agencies, City service areas and property owners within 120 metres of the subject lands and was also advertised in the Guelph Tribune on April 19, 2018. Notice of the application has also been provided by signage on the property.

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	Official Plan Land Use Designations and Policies
ATT-4	Official Plan Amendment #48 Land Use Designations and Policies
ATT-5	Existing Zoning
ATT-6	Proposed Zoning and Details
ATT-7	Original Development Proposal (May 2017)
ATT-8	Current Revised Development Proposal

Departmental Approval

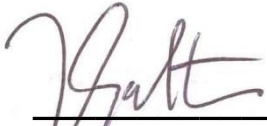
Not applicable.

Report Author

Katie Nasswetter
Senior Development Planner

Approved By

Chris DeVriendt
Manager of Development Planning



Approved By

Todd Salter
General Manager
Planning, Urban Design and
Building Services
519.822.1260, ext. 2395
todd.salter@guelph.ca

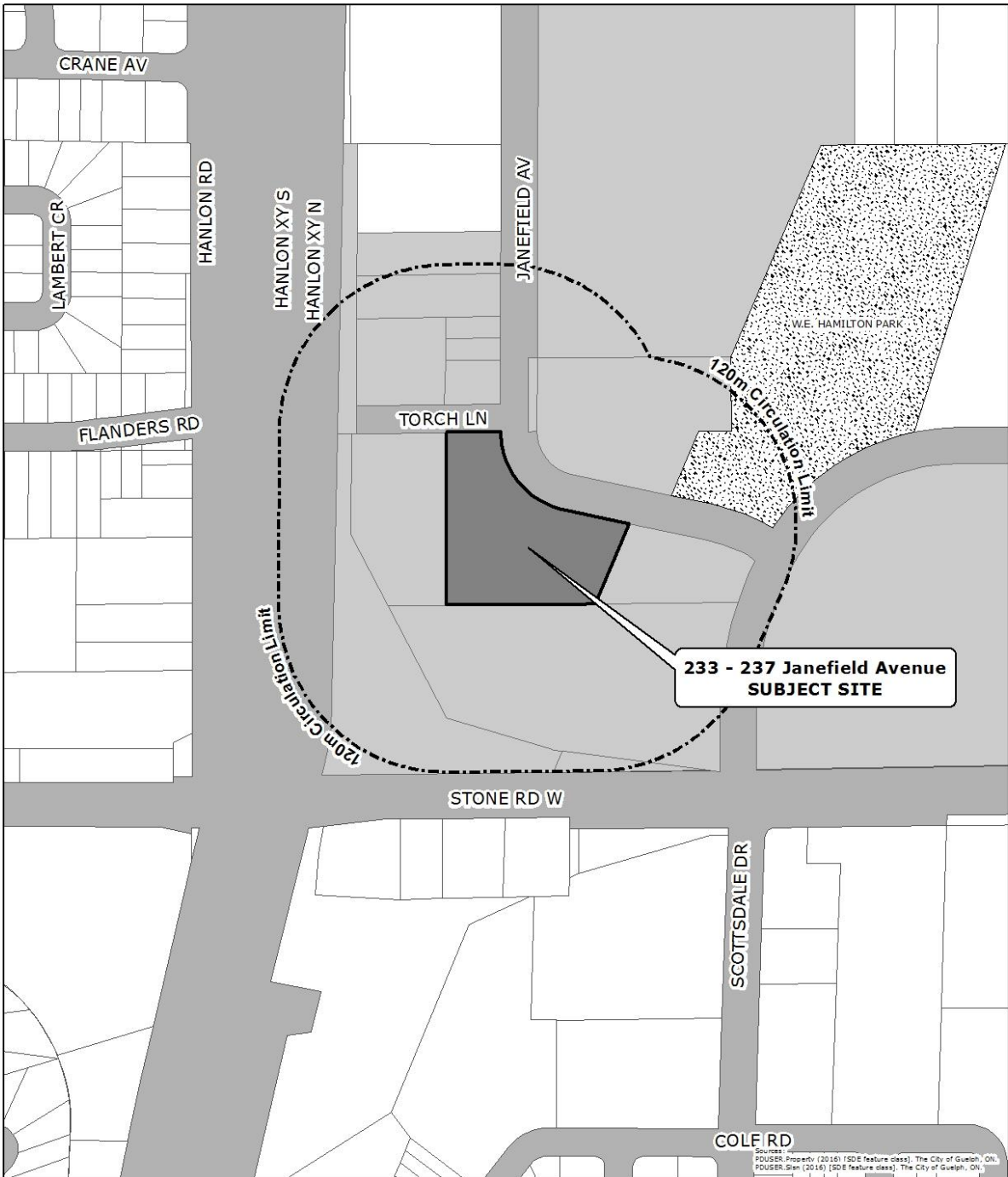


for

Recommended By

Scott Stewart, C.E.T.
Deputy CAO
Infrastructure, Development and Enterprise
519.822.1260, ext. 3445
scott.stewart@guelph.ca

ATT-1 Location Map and 120m Circulation



0 10 20 40 60 80 100 120
m

Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
May 2017

LOCATION MAP & 120m CIRCULATION

233 - 237 Janefield Avenue

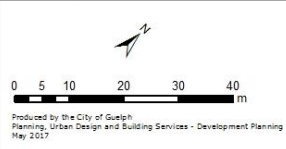
Source: PDUSER_Presently (2016) [SDE feature class], The City of Guelph, ON.
PDUSER_Site (2016) [SDE feature class], The City of Guelph, ON.

CITY OF Guelph
Making a Difference

ATT-2 Orthophoto



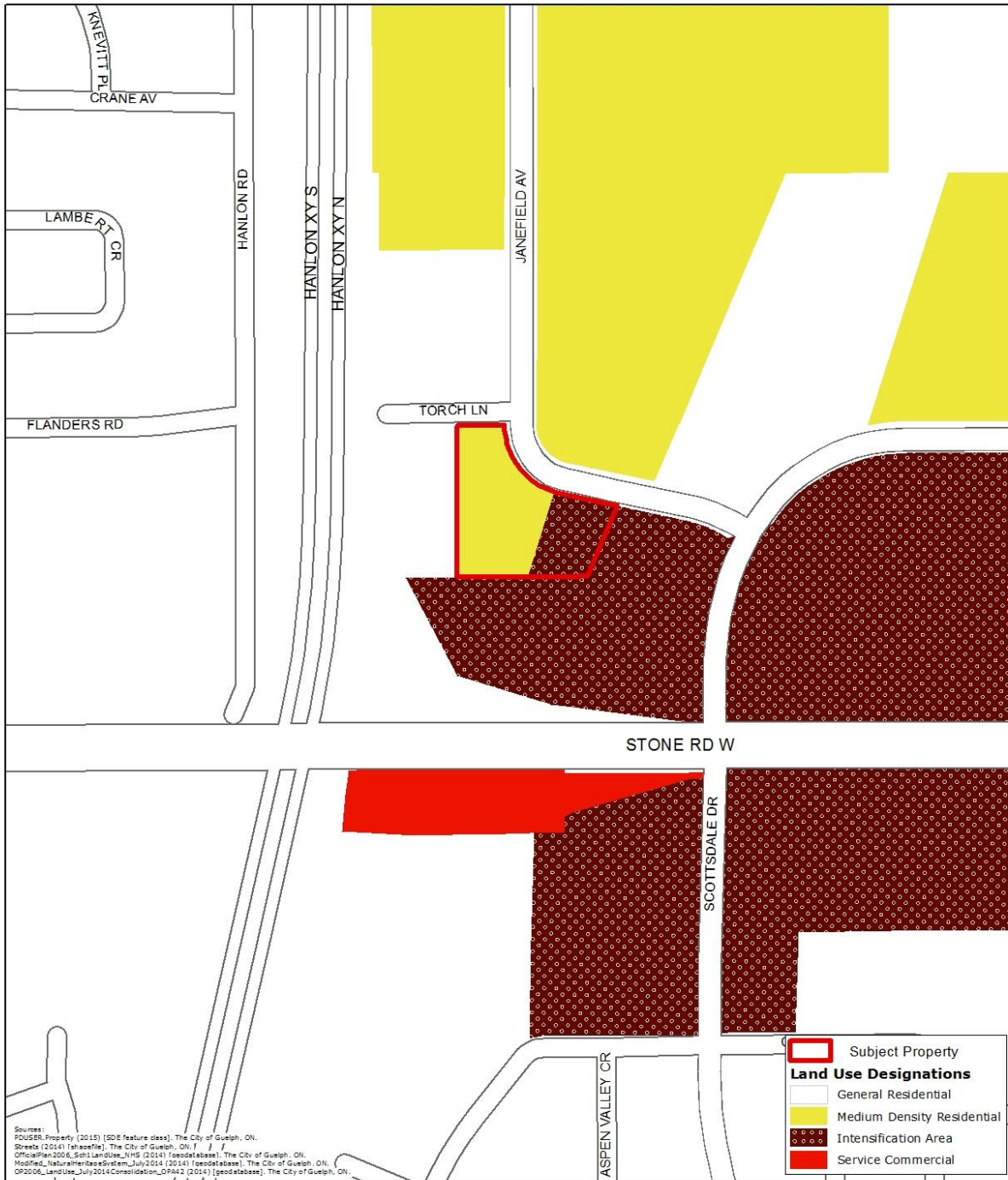
Source: POUSER.Precinct (2016) [SDC feature class], The City of Guelph, ON; POUSER.PARKS (2013) [SDC feature class], The City of Guelph, ON; POUSER.City_Boundary (2013) [SDC feature class], The City of Guelph, ON; Guelph2016.apr (2016) [file system raster], The City of Guelph, ON.



2016 Orthophoto 233 - 237 Janefield Avenue



ATT-3
Official Plan Land Use Designations and Policies



Sources:
 PDUSER_Property (2015) (SDS feature class), The City of Guelph, ON.
 Streets (2014) (shapefile), The City of Guelph, ON. / / /
 OfficialPlan2006_SchL_LandUse_NHS (2014) (geodatabase), The City of Guelph, ON.
 HspData_NaturalHeritageSystem_July2014 (2014) (geodatabase), The City of Guelph, ON.
 OP2006_LandUse_July2014Consolidation_OPA42 (2014) (geodatabase), The City of Guelph, ON.

	Subject Property
Land Use Designations	
	General Residential
	Medium Density Residential
	Intensification Area
	Service Commercial

2001 Official Plan, September 2014 Consolidation

Land Use Designations

233 - 237 Janefield Avenue

Produced by the City of Guelph
 Planning, Urban Design and Building Services - Development Planning
 May 2017

ATT-3 (continued)
Official Plan Land Use Designations and Policies

'Medium Density Residential' Land Use Designation

- 7.2.36 The predominant use of land within areas designated as 'Medium Density Residential' on Schedule 1 shall be for multiple unit residential buildings, such as townhouses, row dwellings and walk-up apartments. It is not intended that housing forms such as single detached or semi-detached units shall be permitted. Residential care facilities and lodging houses may be permitted by the provisions of this Plan.
- a) Within the Medium Density Residential designation at the northeast side of the intersection of York Road and Wyndham Street South, detached and semi-detached housing forms are permitted with frontage onto York Road, Wyndham Street South and Richardson Street provided that the overall density of development within the Medium Density Residential designation in this location complies with Section 7.2.38.
- 7.2.37 The 'Medium Density Residential' designation has been outlined on Schedule 1 in instances where there is a clear planning intent to provide for the following:
- a) Medium density housing forms in new growth areas to assist in providing opportunities for affordable housing;
- b) Greater housing densities that are supportive of transit usage adjacent to major roads forming the existing and future transit network;
- c) A variety of housing types and forms to be situated throughout all areas of the community; and
- d) Supportive of urban form objectives and policies to establishing or maintaining mixed-use nodes.
- 7.2.38 The net density of development shall be a minimum of 20 units per hectare (8 units/acre) and a maximum of 100 units per hectare (40 units/acre), except as provided for in policy 7.2.10.
- 7.2.39 Medium density residential development proposals shall generally comply with criteria established for multiple unit residential buildings in policy 7.2.7 of this Plan, and shall be regulated by the Zoning By-law.
- 7.2.40 In addition to being permitted on land designated 'Medium Density Residential', multiple unit residential buildings may be permitted without an amendment to this Plan on land designated 'General Residential' where such proposals generally comply with the criteria in policy 7.2.7.

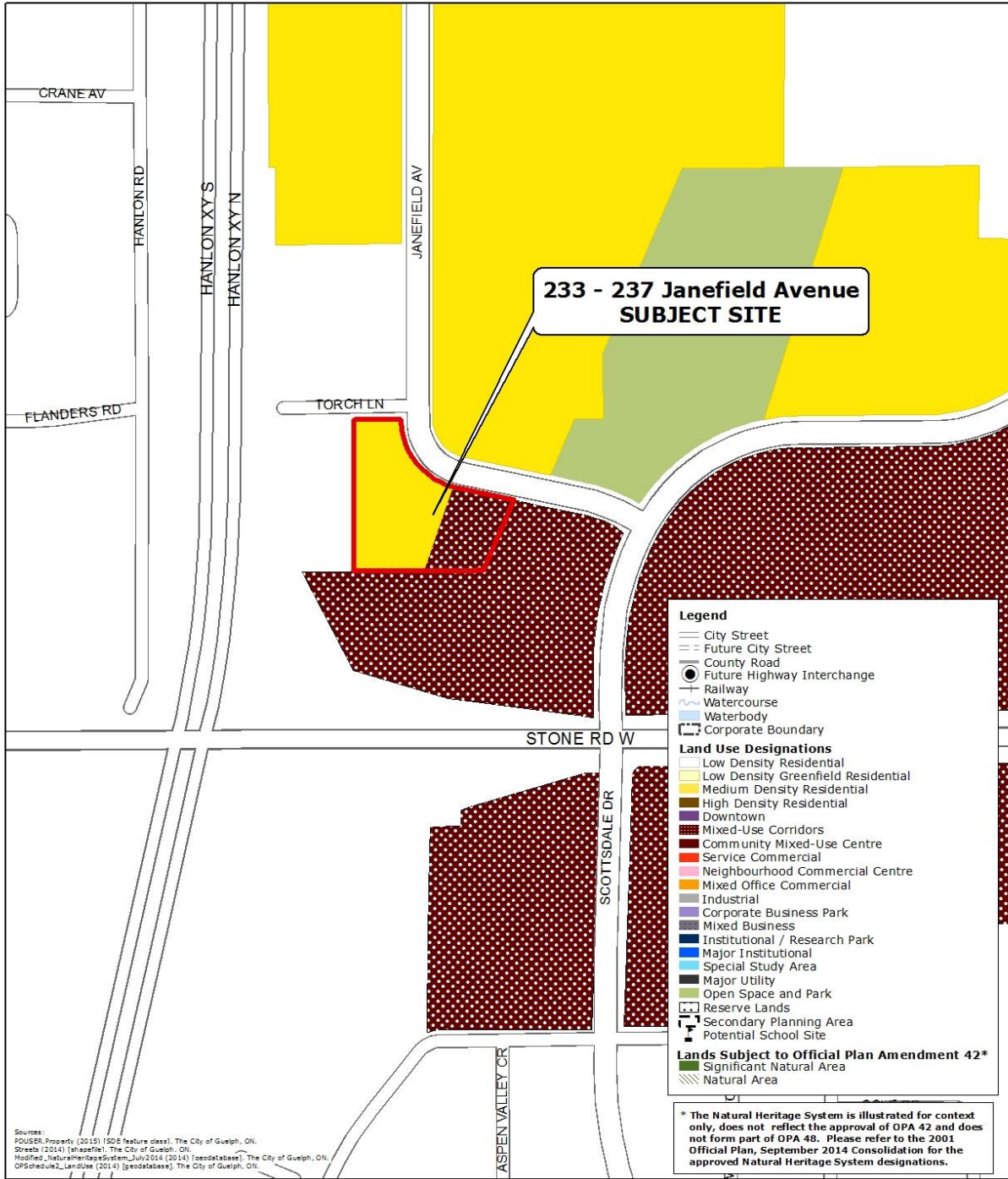
"Intensification Areas"

- 7.4.15 The 'Intensification Areas' designation identified on Schedule 1 in this Plan is comprised of one or several individual developments on one or more properties within a "node", and is intended to serve both the needs of residents living and working in nearby neighbourhoods and employment districts and the wider City as a whole.
- 7.4.16 The intent of the 'Intensification Area' designation is to promote the intensification and revitalization of existing well defined commercial nodes in order to efficiently use the land base by grouping complementary uses in close proximity to one another providing the opportunity to satisfy several shopping and service needs at one location. Implementing zoning by-laws may include mechanisms such as minimum density requirements and maximum parking standards to promote the efficient use of the land base
- 7.4.17 It is intended that where there are adjacent properties within the node that as new development occurs the lands will be integrated with one another in terms of internal access roads, entrances from public streets, access to common parking areas, grading, open space and storm water management systems. Furthermore, it is intended that individual developments within the Intensification Node will be designed to be integrated into the wider community by footpaths, sidewalks and bicycle systems and by the placement of smaller buildings amenable to the provision of local goods and services in close proximity to the street line near transit facilities.
- 7.4.18 The boundaries of the 'Intensification Area' designation are intended to clearly distinguish the node as a distinct entity from adjacent land use designations. Subject to the policies of section 9.2, proposals to expand an 'Intensification Area' beyond these boundaries shall require an Official Plan Amendment supported by impact studies as outlined in policies 7.4.48 to 7.4.52.
- 7.4.19 The 'Intensification Area' is intended to provide a wide range of retail, service, office, entertainment and recreational commercial uses as well as complementary uses including open space, institutional, cultural and educational uses, hotels, and live-work studios. Medium and high density multiple unit residential development and apartments shall also be permitted in accordance with the policies of Section 7.2.
- 7.4.20 The permitted uses can be mixed vertically within a building or horizontally within multiple-unit mall buildings or may be provided in free-standing individual buildings. Where an individual development incorporates a single use building in excess of 5,575 square metres (60,000 sq. ft) of gross leasable floor area, the site shall also be designed to provide the opportunity for smaller buildings amenable to

the provision of local goods and services to be located near intersections and immediately adjacent to the street line near transit facilities. These smaller buildings shall comprise a minimum of 10% of the total gross leasable floor area within the overall development.

- 7.4.21 The City will require the aesthetic character of site and building design to be consistent with the City's urban design objectives and guidelines and shall incorporate measures into the approval of Zoning By-laws and site plans used to regulate development within the 'Intensification Area' designation to ensure such consistency.

ATT-4
Official Plan Amendment #48 Land Use Designations and Policies



Official Plan Amendment No. 48
Proposed Land Use Designations
233 - 237 Janefield Avenue

Produced by the City of Guelph
 Planning, Urban Design and Building Services - Development Planning
 May 2017

ATT-4 (continued)
Official Plan Amendment #48 Land Use Designations and Policies

9.3.4 Medium Density Residential

The use of land within the Medium Density Residential Designation will be medium density housing forms.

Permitted Uses

1. The following uses may be permitted subject to the applicable provisions of this Plan:

i) multiple unit residential buildings, such as townhouses and apartments.

Height and Density

2. The minimum height is two (2) storeys and the maximum height is six (6) storeys.

3. The maximum net density is 100 units per hectare and not less than a minimum net density of 35 units per hectare.

4. Increased height and density may be permitted in accordance with the Height and Density Bonus policies of this Plan.

9.4.3 Mixed-use Corridor

The Mixed-use Corridor designation is intended to serve both the needs of residents living and working on-site, in nearby neighbourhoods and employment districts and the wider City as a whole.

The following Mixed-use Corridors are designated on Schedule 2:

- Silvercreek Parkway Mixed-use Corridor
- Eramosa Mixed-use Corridor
- Stone Road Mixed-use Corridor.

Objectives

a) To promote the continued economic viability, intensification, diversity of uses and revitalization of the Mixed-use Corridor.

b) To promote a distinctive and high standard of building and landscape design for Mixed-use Corridors.

c) To ensure that the development of Mixed-use Corridors occurs in a cohesive, complementary and coordinated manner.

Policies

1. The Mixed-use Corridor designation promotes the intensification and revitalization of existing well-defined commercial corridors to efficiently use the land base by grouping complementary uses in close proximity to one another providing the opportunity to satisfy several shopping and service needs and residential use at one location. Implementing Zoning By-laws may include mechanisms such as minimum density requirements, heights and maximum parking standards to promote the efficient use of the land base.

2. Where new development occurs within the corridor, adjacent lands will be integrated with one another in terms of internal access roads, entrances from public streets, access to common parking areas, grading, open space and urban squares and stormwater management systems.

3. Furthermore, individual developments within the Mixed-use Corridor will be designed to be integrated into the wider community by footpaths, sidewalks and the Bicycle Network and by the placement of multi-storey buildings amenable to the provision of local goods and services in close proximity to the street line near transit facilities.

4. Development within the Mixed-use Corridor will address the adjacent arterial or collector road and will be planned and designed to:

- i) front multi-storey buildings onto arterial or collector roads;
- ii) provide for ground floor retail and service uses; and
- iii) provide for a rhythm and spacing of building entrances and appropriately sized store fronts to encourage pedestrian activity.

5. The City will require the aesthetic character of site and building design to be consistent with the Urban Design policies of this Plan and shall incorporate measures into the approval of Zoning by-laws and Site Plans used to regulate development within the Mixed-use Corridor designation to ensure such consistency.

6. The boundaries of the Mixed-use Corridor designation are intended to clearly distinguish the area as a distinct entity from adjacent land use designations. Proposals to expand a Mixed-use Corridor beyond these boundaries shall require an Official Plan Amendment supported by a Market Impact Study.

Permitted Uses

7. The following uses may be permitted in the Mixed-use Corridor designation, subject to the applicable provisions of this Plan:

- i) commercial, retail and service uses;
- ii) office;
- iii) entertainment and recreational commercial uses;
- iv) cultural and educational uses;
- v) institutional uses;
- vi) hotels;
- vii) live/work;
- viii) medium and high density multiple unit residential buildings and apartments; and
- ix) urban squares and open space.

8. The permitted uses can be mixed vertically within a building or horizontally within multiple-unit mall buildings or may be provided in free-standing individual buildings. Where an individual development incorporates a single use building in excess of 5,575 square metres (60,000 sq. ft.) of gross floor area, the site shall also be designed to provide the opportunity for smaller buildings amenable to the provision of local goods and services to be located near intersections and immediately adjacent to the street line near transit facilities. These smaller buildings shall comprise a minimum of 10% of the total gross floor area within the overall development.

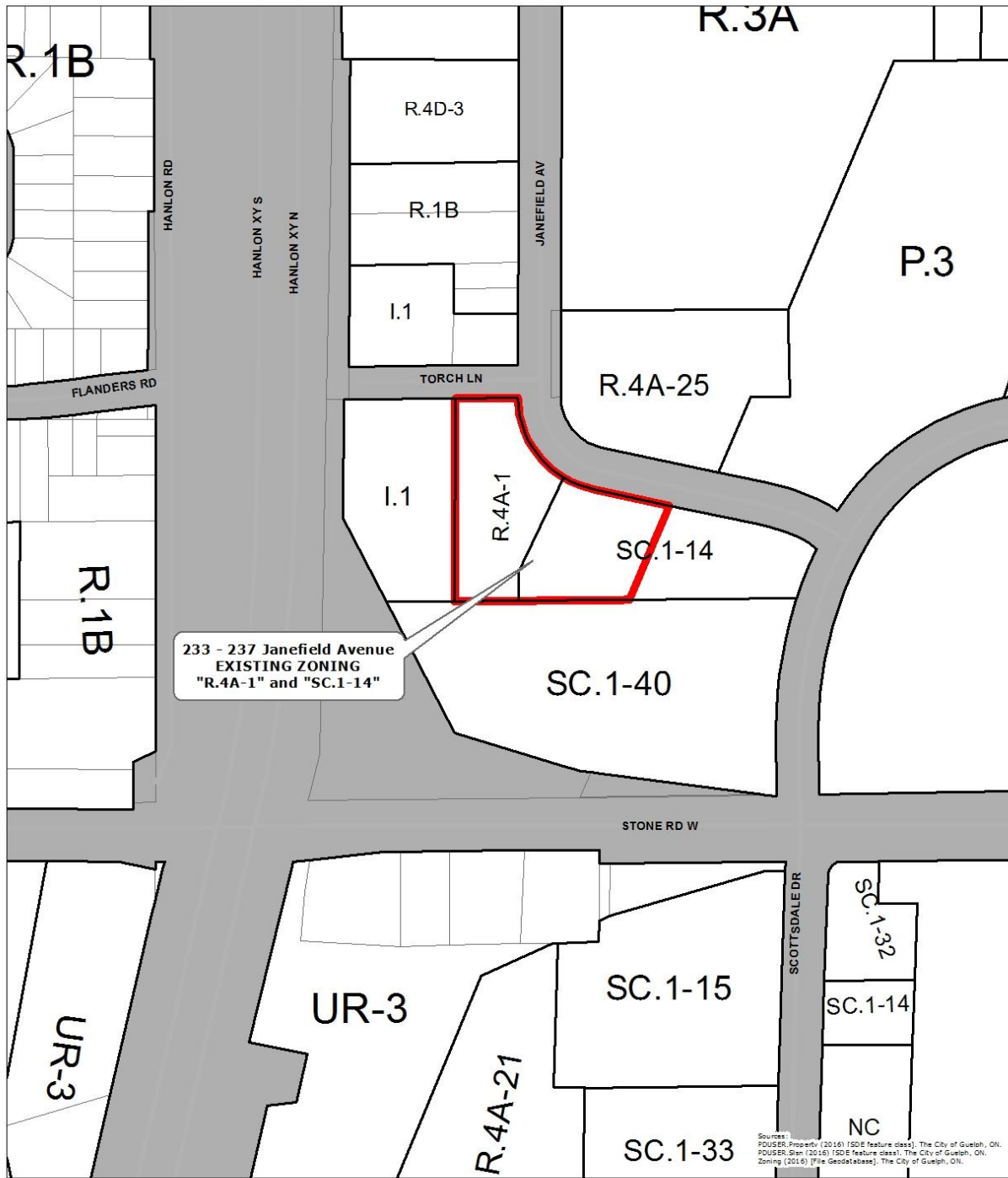
Height and Density

9. The maximum height is six (6) storeys.

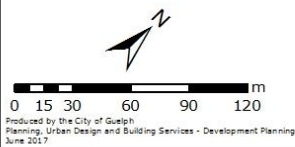
10. For freestanding residential development, the maximum net density is 150 units per hectare and the minimum net density is 100 units per hectare.

11. Additional height and density may be permitted subject to the Height and Density Bonus provisions of this Plan.

ATT-5 Existing Zoning



233 - 237 Janefield Avenue
EXISTING ZONING
"R.4A-1" and "SC.1-14"



EXISTING ZONING 233 - 237 Janefield Avenue



ATT-5 (continued)
Existing Zoning and Details

The following are the regulations and the special regulations for Residential Apartment R.4A-1 Zone:

Row 1	Residential Type	General <i>Apartment</i>	High Density <i>Apartment</i>	Central Business District <i>Apartment</i>	Infill <i>Apartment</i>
2	Zones	R.4A	R.4B	R.4C	R.4D
3	Minimum Lot Area	650 m ²			
4	Minimum Lot Frontage	15 metres			
5	Maximum Density (units/ha)	100	150	200	100
6	Minimum Front and Exterior Side Yard	6 metres and as set out in Section 4.24.		3 metres and in accordance with Section 4.24.	
7	Maximum Front and Exterior Side Yard	-----		6 metres	
8	Minimum Side Yard	Equal to one-half the Building Height but not less than 3 metres and in accordance with Section 5.4.2.1.		Equal to one-half the Building Height but in no case less than 3 metres, except where adjacent to any other R.4, Commercial, Industrial or Institutional Zone . In these circumstances, a minimum of 3 metres is required.	
9	Minimum Rear Yard	Equal to 20% of the Lot Depth or one-half the Building Height , whichever is greater, but in no case less than 7.5 metres.		Equal to 20% of the Lot Depth or one-half the Building Height , whichever is greater, but in no case less than 7.5 metres, except where adjacent to Commercial, Industrial or Institutional Zones . In these circumstances, a minimum of 7.5 metres is required.	
10	Maximum Building Height	8 Storeys and in accordance with Sections 4.16, 4.18 and Defined Area Map No. 68.	10 Storeys and in accordance with Sections 4.16, 4.18, 5.4.2.5 and Defined Area Map No. 68.	6 Storeys and in accordance with Sections 4.16, 4.18, 6.3.2.3 and Defined Area Map No. 68.	4 Storeys and in accordance with Sections 4.16, 4.18 and Defined Area Map No. 68.
11	Minimum Distance Between Buildings	See Section 5.4.2.2.		See Section 5.4.2.3.	
12	Minimum Common Amenity Area	See Section 5.4.2.4.		None required.	
13	Minimum Landscaped Open Space	20% of the Lot Area for Building Heights from 1 - 4 Storeys and 40% of the Lot Area for Buildings from 5 - 10 Storeys .		The Front Yard of any Lot , excepting the Driveway , shall be landscaped. In addition, no parking shall be permitted within this Landscaped Open Space .	
14	Off-Street Parking	In accordance with Section 4.13.			
15	Buffer Strips	Where an R.4 Zone abuts any other Residential Zone or any Institutional, Park, Wetland, or Urban Reserve Zone , a Buffer Strip shall be developed.			
16	Accessory Buildings or Structures	In accordance with Section 4.5.			

17	Garbage, Refuse Storage and Composters	In accordance with Section 4.9.			
18	Floor Space Index (F.S.I.)	1	1.5	2	2
19	Fences	In accordance with Section 4.20.			

R.4A-1 (Specialized Apartment Residential) Zone:

As shown on Defined Area Map Number 17 of Schedule "A" of this Bylaw.

5.4.3.1.1.1 Permitted Uses

In addition to the permitted Uses listed in Section 5.4.1.1, the following shall also be permitted:

Townhouses

5.4.3.1.1.2 Regulations for Apartment Dwellings

All regulations of the R.4A Zone as specified in Sections 4 and 5.4.2 of this By-law with the following additions and exceptions:

5.4.3.1.1.2.1 Maximum Number of Dwelling Units

48 Units.

5.4.3.1.1.2.2 Maximum Building Height

3 Storeys.

5.4.3.1.1.2.3 Parking Space Size

Despite Section 4.13.3.2, every off-street Parking Space shall have dimensions of not less than 2.8 metres by 6 metres provided that the Parking Aisle width is a minimum of 7 metres.

5.4.3.1.1.3 Regulations for Townhouse Dwellings

All regulations of the R.3A Zone as specified in Sections 4 and 5.3.2 shall apply to Townhouse development in the R.4A-1 Zone.

The following are the regulations and the special regulations for the Service Commercial SC.1-14 Zone:

Row 1	Commercial Type	Service Commercial	Highway Service Commercial
2	Zones	SC.1	SC.2
3	Minimum Lot Frontage	30 metres	
4	Minimum Front and Exterior Side Yard	6 metres and in accordance with Section 4.24.	
5	Minimum Side Yard	3 metres except where adjacent to any residential Zones in which case the minimum Side Yard shall be no less than 6 metres or one half the Building Height , whichever is greater.	
6	Minimum Rear Yard	One-half the Building Height but not less than 6 metres.	
7	Maximum Building Height	3 Storeys and in accordance with Sections 4.16 and 4.18.	5 Storeys and in accordance with Sections 4.16 and 4.18.
8	Buffer Strips	Where a SC Zone abuts any Residential, Institutional, Park, Wetland, or Urban Reserve Zone , a buffer strip shall be developed.	
9	Off-Street Parking	In accordance with Section 4.13.	
10	Off-Street Loading	In accordance with Section 4.14.	
11	Minimum Landscaped Open Space	10% of the Lot Area .	
12	Outdoor Storage	In accordance with Section 4.12.	
13	Fences	In accordance with Section 4.20.	
14	Accessory Buildings or Structures	In accordance with Section 4.5.	
15	Enclosed Operations	In accordance with Section 4.22.	
16	Garbage, Refuse Storage and Composters	In accordance with Section 4.9.	
17	Planting Area	A landscaped strip of land, 3 metres in width shall be maintained adjacent to the Street Line , except for those areas required for entry ramps.	

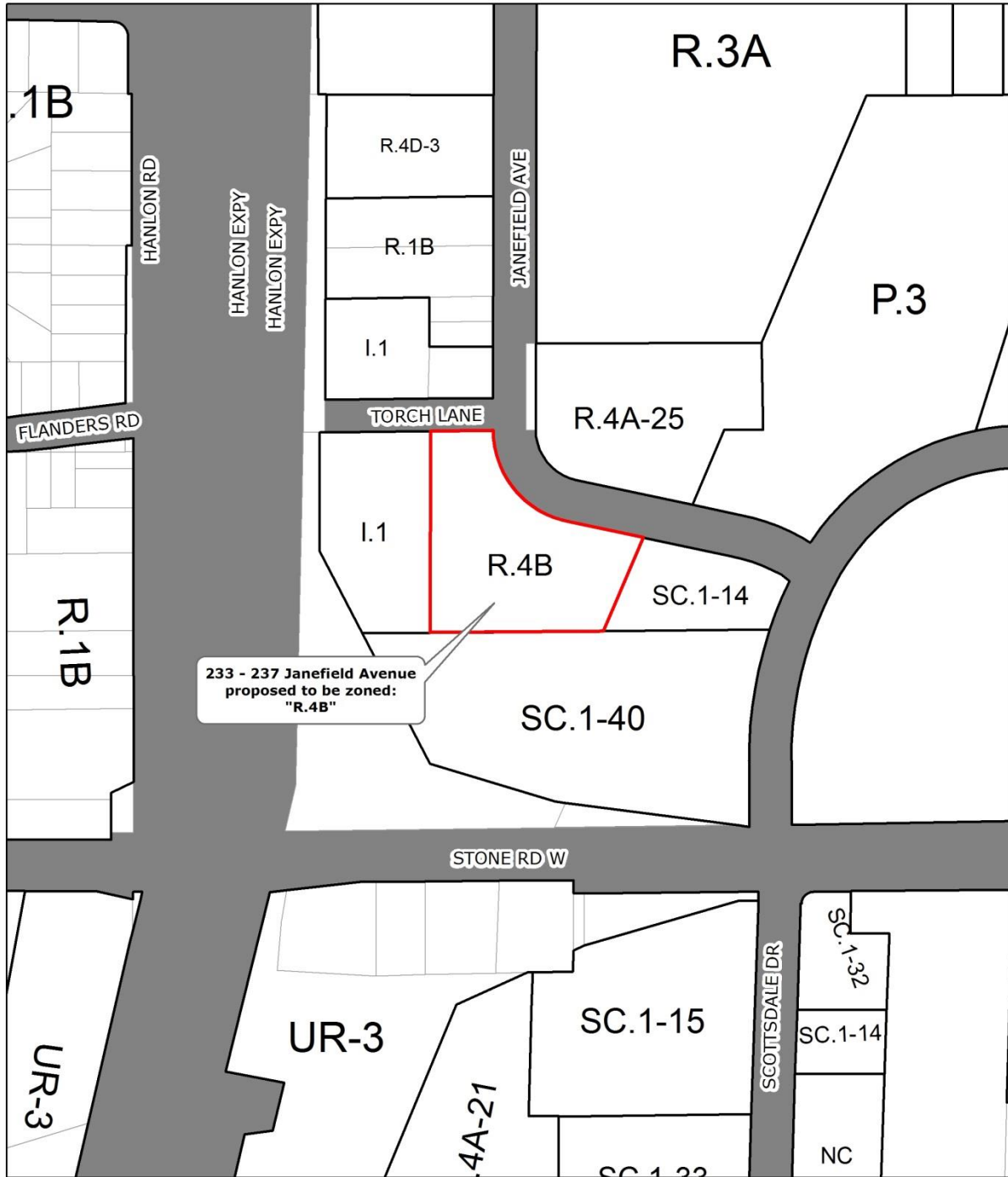
SC.1-14 (Specialized Service Commercial) Zone:

As shown on Defined Area Map Numbers 14, 17, and 40 of Schedule "A" of this By-law.

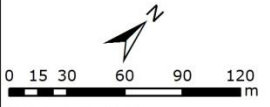
6.4.3.1.14.1 Permitted Uses

- Financial Establishment
- Medical Clinic
- Medical Office
- Office
- Veterinary Service
- Accessory Uses in accordance with Section 4.23
- Occasional Uses in accordance with Section 4.21

**ATT-6
Proposed Zoning and Details**



233 - 237 Janefield Avenue
proposed to be zoned:
"R.4B"



**PROPOSED ZONING
233 - 237 Janefield Avenue**



Produced by the City of Guelph
Planning, Urban Design and Building Services - Development Planning
April 2018

ATT-6 (continued)
Proposed Zoning and Details

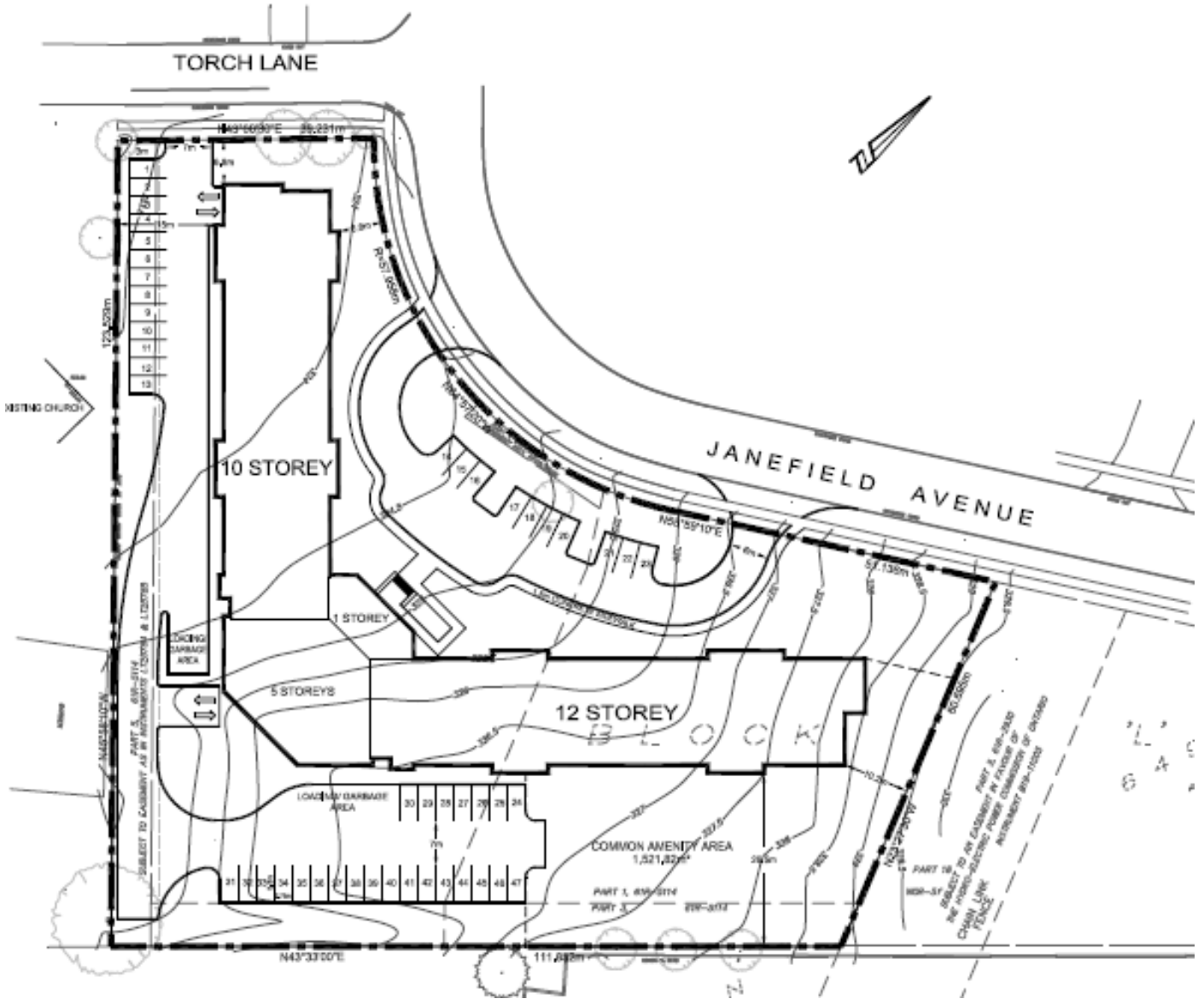
Standard R.4 Apartment Zone Regulation Summary Table

(Proposed Zoning: R.4B)

TABLE 5.4.2 - REGULATIONS GOVERNING R.4 ZONES

Row 1	Residential Type	General <i>Apartment</i>	High Density <i>Apartment</i>	Central Business District <i>Apartment</i>	Infill <i>Apartment</i>
2	Zones	R.4A	R.4B	R.4C	R.4D
3	Minimum Lot Area	650 m ²			
4	Minimum Lot Frontage	15 metres			
5	Maximum Density (units/ha)	100	150	200	100
6	Minimum Front and Exterior Side Yard	6 metres and as set out in Section 4.24.		3 metres and in accordance with Section 4.24.	
7	Maximum Front and Exterior Side Yard	-----		6 metres	
8	Minimum Side Yard	Equal to one-half the Building Height but not less than 3 metres and in accordance with Section 5.4.2.1.		Equal to one-half the Building Height but in no case less than 3 metres, except where adjacent to any other R.4, Commercial, Industrial or Institutional Zone . In these circumstances, a minimum of 3 metres is required.	
9	Minimum Rear Yard	Equal to 20% of the Lot Depth or one-half the Building Height , whichever is greater, but in no case less than 7.5 metres.		Equal to 20% of the Lot Depth or one-half the Building Height , whichever is greater, but in no case less than 7.5 metres, except where adjacent to Commercial, Industrial or Institutional Zones . In these circumstances, a minimum of 7.5 metres is required.	
10	Maximum Building Height	8 Storeys and in accordance with Sections 4.16, 4.18 and Defined Area Map No. 68.	10 Storeys and in accordance with Sections 4.16, 4.18, 5.4.2.5 and Defined Area Map No. 68.	6 Storeys and in accordance with Sections 4.16, 4.18, 6.3.2.3 and Defined Area Map No. 68.	4 Storeys and in accordance with Sections 4.16, 4.18 and Defined Area Map No. 68.
11	Minimum Distance Between Buildings	See Section 5.4.2.2.		See Section 5.4.2.3.	
12	Minimum Common Amenity Area	See Section 5.4.2.4.		None required.	
13	Minimum Landscaped Open Space	20% of the Lot Area for Building Heights from 1 - 4 Storeys and 40% of the Lot Area for Buildings from 5 - 10 Storeys .		The Front Yard of any Lot , excepting the Driveway , shall be landscaped. In addition, no parking shall be permitted within this Landscaped Open Space .	
14	Off-Street Parking	In accordance with Section 4.13.			
15	Buffer Strips	Where an R.4 Zone abuts any other Residential Zone or any Institutional, Park, Wetland, or Urban Reserve Zone , a Buffer Strip shall be developed.			
16	Accessory Buildings or Structures	In accordance with Section 4.5.			
17	Garbage, Refuse Storage and Composters	In accordance with Section 4.9.			
18	Floor Space Index (F.S.I.)	1	1.5	2	2
19	Fences	In accordance with Section 4.20.			

ATT-7
Original Development Proposal (May 2017)



**ATT-7 (continued)
Original Development Proposal (May 2017)**



ATT-8 (continued)
Current Revised Development Proposal



① North Perspective - In-Progress Design



② Front Ariel Perspective - In-Progress Design

Correspondence Regarding Files OP1702 and ZC1702

Concerning the revised application and public meeting for 233-237 Janefield Avenue.

Should this proposed development occur, one of my main concern is parking on Janefield. I am a resident of . All along the street there is parking on both sides. The traffic on this road can be continuous at times with city buses and local traffic. Also, exiting out of driveways along Janefield with cars parked on both sides can be challenging as sight lines are diminished. Once the proposed development is completed, it will increase traffic on Janefield as well as parking resulting in a higher potential for accidents not only for vehicles but for pedestrians.

I propose that parking be limited to one side of the road, west side.

Thank you,
Allison Garrett

My main concern for this development is what traffic patterns on Janefield will look like once this development is in.

Parking is permitted on both sides of Janefield and the route is a major bus route, it is already difficult to drive down this stretch of road without conflict between vehicles as drivers feel it necessary to impede the entire right of way to get around 'parked' vehicles, and if a bus is in the mix it really brings traffic to a stop.

With this new development due to much increased traffic patterns my recommendation is to either eliminate on-street parking entirely and/or designate parking on one side only (if there is room to allow two full lanes of traffic without impediment, despite marking one side for parking)

Having said this I wish to ensure this development has an appropriate allowance for parking spots equal to the number of units being built at a minimum.

Lastly, I'd make allowance for a pedestrian crossing at Janefield and Scottsdale for access to the mall. Please maintain parking on Scottsdale for large vehicles (trucks) that are too tall to park in the parking garage and wish to access administrative offices in the rear of the mall - by Scottsdale Rd.

Thank You,
Stephen C. Host, P. Eng.

Staff Report



To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 14, 2018

Subject **Statutory Public Meeting Report
Proposed Administrative Amendment to Zoning
By-law (1995)-14864 to Address Service Animals
File: ZC1803**

Report Number IDE 2018-60

Recommendation

That Report IDE 2018-60 regarding a proposed administrative amendment to Zoning By-law (1995)-14864 to address service animals from Infrastructure, Development and Enterprise dated May 14, 2018, be received.

Executive Summary

Purpose of Report

To provide planning information on a City initiated amendment to Zoning By-law (1995)-14864 to address service animals. This report has been prepared in conjunction with the statutory public meeting for the proposed amendment.

Key Findings

Key findings will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Financial Implications

Financial implications will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Report

Background

In June of 1995, City Council adopted the Comprehensive Zoning By-law (1995)-14864 for the City of Guelph. The Zoning By-law regulates the use of all land in the City and the erection, location and size of all buildings and structures. City staff periodically undertake an administrative review of the By-law to determine if there

are minor revisions that should be recommended in order to improve the use and implementation of the By-law, without substantively changing the intent of the By-law.

Since 1995, six (6) administrative amendments have been approved to the Zoning By-law, in 1997, 1998, 2003, 2010, 2014 and 2017. These amendments introduced minor wording changes clarifying the intent of certain regulations, corrected technical omissions and mapping errors and typographical errors. Uses were added to certain zones and some regulations were modified to ensure they were interpreted as originally intended.

Since the last administrative amendment in 2017, staff has become aware that there is an inconsistency between the 1995 Zoning By-law and the provincial Standards under the *Accessibility for Ontarians with Disabilities Act* (AODA) as it relates to service animals. There is a need to include a provision for service animals in the Zoning By-law to reinforce inclusive treatment of residents in the City by ensuring that persons with disabilities can have service animals if required.

Operations - By-law Compliance, Security and Licencing Services have also prepared an amendment to the Animal Control By-law (2016)-20122, as amended to address service animals to ensure that there are no inconsistencies amongst the two By-laws with respect to service animals. The Animal Control By-law regulates items such as animal welfare and removal of animal excrement.

Proposed Zoning By-law Amendment

Staff are proposing that a new section be added to the Zoning By-law under Section 2 - Interpretation and Administration that would permit a service animal on residential properties. For the purpose of interpretation and administration, the following definition would apply:

Service Animal as defined by the Accessibility for Ontarians with Disabilities Act, 2005. An animal is a service animal for a person with a disability if:

- (a) it is readily apparent that the animal is used by the person for reasons relating to his or her disability; or,
- (b) the person provides a letter from a physician or nurse confirming that the person requires the animal for reasons relating to the disability.

Details of the proposed amendment can be found in ATT-1.

Financial Implications

Financial implications will be reported in the future staff recommendation report to Council.

Consultations

The Notice of Public Meeting was mailed to local boards, agencies and City service areas for comments on April 24, 2018 and was also advertised in the Guelph Tribune on April 19, 2018.

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 Resources - A solid foundation for a growing city

Attachments

ATT-1 Proposed Amendment to the Zoning By-law

Departmental Consultation

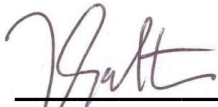
Operations - By-law Compliance, Security and Licencing Services
Legal, Realty and Risk Services

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Approved By

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Approved By

Patrick Sheehy
Program Manager, Zoning



for

Recommended By

Scott Stewart, C.E.T.
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ATT-1
Proposed Amendment to the Zoning By-law

Section 2 Interpretation and Administration is hereby amended by adding a new Section, Section 2.13 under Administration and Interpretation:

2.13 Service Animals

a) Nothing in this by-law shall apply to prohibit the keeping of a ***Service Animal*** on residential properties.

b) For the purposes of this Section, the following definition shall apply:

Service Animal as defined by the Accessibility for Ontarians with Disabilities Act, 2005. An animal is a service animal for a person with a disability if:

(a) it is readily apparent that the animal is used by the person for reasons relating to his or her disability; or,

(b) the person provides a letter from a physician or nurse confirming that the person requires the animal for reasons relating to the disability.

Commercial Policy Review: Draft Policy Alternatives



Council May 14, 2018

Purpose of Policy Alternatives

- To address identified commercial issues
- Guide the public discussion and evaluation necessary to develop a preferred commercial policy framework

Identified Commercial Issues

- Protection of existing commercial space from conversion to other uses
- Shortage of larger neighbourhood/community functioning vacant retail sites
- Demand for additional commercial space between 2031 to 2041 (approx. 36,000 sq m)
- Geographic distribution of commercial space
- Continued vitality of Downtown commercial
- Balance flexibility and protection

Development of Policy Alternatives

- Informed by Stage 1 Commercial Analysis and Background Report – trends and issues
- Considered community engagement feedback on shopping and service experiences within commercial designations
- Aligned with new Council approved commercial vision and principles

Vision

Commercial businesses are critical components of **complete communities** that are evolving from single use, low-rise buildings surrounded by large expanses of surface parking to an integral element of more compact, mixed-use areas that are appropriately **distributed throughout the City**.

They contribute to the creation of **vibrant mixed use nodes and corridors** and the economic vitality of the **Downtown**.

The City's commercial areas are **comfortable, people-orientated places** that demonstrate a high standard of urban design, contribute to the distinctive character of the City, and **support sustainability** principles that encourage transit, walking and cycling.

They meet the needs of our residents and the market by providing a **full range of stores and services** in appropriate locations and assist in maintaining a **strong and competitive economy**.

Principles

Diverse and Distinct

Convenient and Accessible

Flexible and Adaptable

Compact and Sustainable

Vibrant and Integrated

Economically Strong and Competitive

Policy Alternatives – Land Supply Based

1. Modify Existing Official Plan Permissions
2. Commercial Opportunities in the Clair-Maltby Secondary Plan
3. Monitor the Commercial Land Supply
4. Development of Existing Vacant Land within Community Mixed-use Centres

1. Modify Existing Official Plan Permissions

1. Intensify Existing Sites by Removing or Increasing Retail Caps

2. Add New Lands to the Commercial Inventory

- Conversion of Employment to Commercial
- Exchange between Employment and Commercial
- Conversion of Higher Density Residential to a Mixed-use Designation

3. Guelph Innovation District

- Modify Mixed-use Corridor (GID) outside of Provincially owned lands



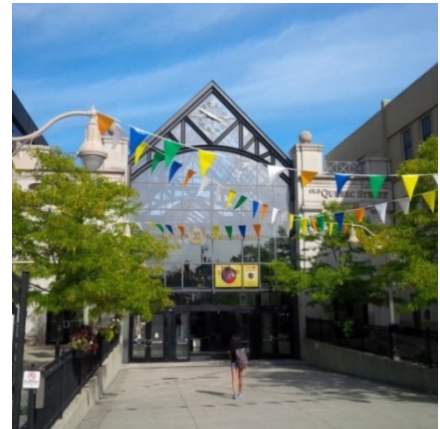
2. Commercial Opportunities in the Clair-Maltby Secondary Plan

- No need for weekly shopping but will need local/convenience commercial goods and services
- Conceptual Community Structure Plan showing Mixed-use areas but small parcel sizes
- Add one large mixed-use parcel that is a minimum of 2.8 ha.



3. Monitor the Commercial Land Supply

- If no new land added, the current vacancy rate of 7.5% would drop to 5.0% by 2036 and 2.5 % by 2041
- Implications:
 - Rental rate or land price increases could lead to more intensification, offset by increased sales
 - diminished competition could result in decreased customer service levels and price increases
- Monitor land supply to see how the market is adjusting to e-commerce etc., report back in 5 years and re-evaluate again in 10 years at next CPR



4. Development of Existing Vacant Land within Community Mixed-use Centres

- Generally apply a minimum .15 Floor Space Index (FSI) of commercial space to
 - Community Mixed-use Centres
 - Mixed-use Corridors
- Establish an absolute minimum floor space of 6,500 sq m of gross commercial floor area for the Community Mixed-use Centre designation to maintain planned commercial function



Additional Policy Options

- Commercial Structure and Designations
 - Neighbourhood Commercial Centre
 - Service Commercial
- Maintain the Mix in Mixed-use Sites
 - Set minimum .15 Floor Space Index for mixed-use sites
 - Set absolute floor space minimum of 6,500 sq m for Community Mixed-use Centre designation
- Second Floor Commercial Space
 - Incent development (e.g. reduced parking, floor space cap exemptions)

Additional Policy Options

- Incentives
 - Parking exemptions for 2nd floor, exemptions from floor space cap for ground floor, use of CIPs and/or Section 37 bonusing
- Active Frontage
- Market Impact Studies
 - Require for proposals that reduce floor space
- Parking
 - Consider shared parking, revise parking rates
- Small Scale Commercial
 - Consider adding to apartment zones

Community Engagement

- Three engagement events held during April 2018
 - Commercial Stakeholder Workshop
 - Public Workshop
 - On-line Survey
- Discussion topics included:
 - potential land supply responses;
 - protection of community and neighbourhood serving commercial spaces;
 - maintaining the mix in mixed use; and
 - protection of the Downtown.

Next Steps

- Release and Council approval of a Preferred Commercial Policy Framework Q2/Q3 2018
- Official Plan Amendment and recommendations for Zoning By-law Regulations Q1 2019

Staff Report



To **City Council**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, May 14, 2018

Subject **Commercial Policy Review: Draft Policy Alternatives**

Report Number IDE-2018-57

Recommendation

That Report IDE-2018-57 regarding the Commercial Policy Review: Draft Policy Alternatives and the Commercial Policy Review: Stage 2 Draft Policy Alternatives Report dated April 2018 be received.

Executive Summary

Purpose of Report

To provide Council with the Draft Policy Alternatives for the Commercial Policy Review for their information and initial feedback.

Key Findings

The draft policy alternatives align with the new commercial vision and principles approved by Council on March 26, 2018.

The draft policy alternatives will help guide the public discussion and evaluation necessary to develop a preferred commercial policy framework for Council's approval in Q3 2018.

The following four broad alternatives have been developed to address identified land supply issues:

1. Modify Existing Official Plan Permissions
2. Commercial Opportunities in the Clair-Maltby Secondary Plan
3. Monitor the Commercial Land Supply
4. Development of Existing Vacant Land within Community Mixed-use Centres

Other policy responses include:

- Modifications to Service Commercial designations.
- Second floor commercial space development incentives.
- Incentives to create mixed-use buildings.

The draft policy alternatives and responses will help guide discussions around issues such as:

- protection of existing commercial space from conversion to other uses, where appropriate;
- shortage of larger vacant retail sites at a size of 2.8 ha or greater;
- demand for additional commercial space after 2031;
- certain Community Mixed-use Centres not achieving the planned maximum commercial space; and
- the continued vitality of commercial uses in the Downtown.

Zoning By-law provisions are also recommended to align with the City's Official Plan designations and consider small scale commercial on the ground floor of apartment buildings.

Financial Implications

The Commercial Policy Review is funded through approved capital funding.

Report

Background

The Commercial Policy Review will provide an updated commercial policy framework for the City that will meet the projected growth needs for 2031 and provide the basis to meet the needs for 2041. The review will ensure the policies reflect changes in the commercial market that have occurred since the last review was undertaken in 2006. The work will provide updated planning objectives, a contemporary commercial structure, and land use designations, including updated policies and sufficient amounts of appropriately designated lands in appropriate locations, to direct future commercial development within the City. The work will include an update of the commercial policies in the City's Official Plan and Zoning By-law in keeping with the growth and land use direction provided by the existing Official Plan and the City's Urban Design Action Plan.

The Commercial Policy Review is following a three stage process as outlined in the Council approved Terms of Reference ([IDE Report 16-84 Commercial Policy Review: Terms of Reference](#)):

- Stage 1 – Commercial Market Analysis and Background Report
- Stage 2 – Commercial Policy Framework Alternatives, Recommended Commercial Policy Framework, Policies and Regulations
- Stage 3 – Official Plan and Zoning By-law Amendments

The Stage 1 work was completed with the public release of the [Commercial Analysis and Background Report](#) in November 2017 and Council's receipt of the document in January 2018. Council also received a staff memo responding to questions on the Stage 1 report from Councillor Gibson, Chair of IDE Committee of the Whole.

The Stage 2 Council approved [commercial vision and principles](#) support the inclusion of additional objectives to the City's Official Plan to better support market needs by recognizing proximity to a suitable population base and exposure to

sufficient levels of pass-by traffic. The principles also support flexible and adaptable commercial formats and a wide range of uses to recognize changing market demands and support the evolution of commercial development.

The approved commercial vision and principles were used to develop the policy alternatives and options, and will be used in their evaluation.

On March 26, 2018, Council approved a commercial vision and principles that focus on the following:

1. Diverse and Distinct;
2. Convenient and Accessible;
3. Flexible and Adaptable;
4. Compact and Sustainable;
5. Vibrant and Integrated; and
6. Economically Strong and Competitive.

Stage 2 Report Highlights

The consultant's Stage 2 Draft Policy Alternatives Report (Attachment 1) includes the Council approved commercial vision and principles and identifies various policy alternatives and additional policy options to address the issues that have been raised through the terms of reference, the Stage 1 Commercial Analysis and Background Report and public input received to date.

The draft policy alternatives represent a suite of potential policy responses that can be used in various combinations to address the issues/needs identified in the Stage 1 Report.

The draft policy alternatives were informed by the Stage 1 Commercial Analysis and Background work and community engagement feedback on shopping and service experiences and preferences. They are reflective of our community's commercial needs and flexible to address market realities by providing a full range of stores and services in appropriate locations. They provide a number of choices in how the City can address the City's commercial needs and allow for the continued evolution of commercial development. While they are being presented as discrete "policy alternatives" it is possible that different combinations of policy responses may be identified as preferred through the Council/Stakeholder engagement process or that other potential responses may emerge. The alternatives are not meant to be complete packages rather a mixing and matching of alternatives along with additional policy options is being sought in support of a preferred commercial policy framework.

Commercial Issues

The commercial issues to be addressed include:

- the protection of existing commercial space from conversion to other uses where appropriate, e.g. certain Community Mixed-use Centres are not achieving the planned maximum commercial space;
- shortage of larger neighbourhood/community functioning vacant retail sites at a size of 2.8 ha or greater;

- demand for additional commercial space between 2031 to 2041 (approximately 36,000 square metres which equates to 9.27 ha of land at an average land coverage of 38.3%);
- the geographic distribution of commercial space throughout the City;
- the continued viability of commercial uses in the Downtown; and
- need to balance the flexibility verses the protection provided by the use of caps on commercial space, a commercial space minimum and residential permissions to avoid the erosion of commercial space.

Policy Alternatives

Four broad policy alternatives have been developed as well as a number of policy options to address the identified commercial issues with respect to land supply.

The four broad policy alternatives are:

1. Modify Existing Official Plan Permissions
2. Commercial Opportunities in the Clair-Maltby Secondary Plan
3. Monitor the Commercial Land Supply
4. Development of Existing Vacant Land within Community Mixed-use Centres

1. **Modify Existing Official Plan Permissions** involves intensifying commercial sites and removing or increasing caps for Community Mixed-use Centres and Neighbourhood Commercial Centres in the Official Plan.

It could also involve:

- a. adding new lands through the conversion of employment space to commercial and/or the conversion of higher density residential lands to a mixed-use designation to also permit commercial uses;
- b. modifying the Mixed-use Corridor (GID) policies on lands in the GID Secondary Plan area, outside of the provincially owned lands. (e.g. reducing the height on a 2.5 to 3.0 ha portion of lands designated Mixed-use Corridor (GID) at the southeast corner of Victoria Road N. and Stone Road E. to promote a larger retail store such as a grocery store as part of a larger building containing a variety of uses and establishing a minimum amount of retail space.)

This approach encourages intensification and supports a more appropriate distribution of commercial space given market realities such as proximity to a suitable population base and exposure to sufficient levels of pass-by traffic. However, removing or increasing commercial floor space caps may hamper an existing means of encouraging the dispersal of commercial space throughout the City.

2. **Commercial Opportunities in the Clair-Maltby Secondary Plan** involves providing commercial lands in the Clair-Maltby Secondary Plan area through a mixed-use designation to help address the need for land parcels greater than 2.8 ha. There does not appear to be a need to establish weekly commercial uses such as a grocery store given the area's proximity to three

existing grocery stores located within the Community Mixed-use Node at Clair Road and Gordon Street.

3. **Monitor the Commercial Land Supply** involves measuring how the market adjusts to e-commerce and other retail trends and relying on current intensification opportunities and planned developments. This alternative relies on existing commercial/mixed-use sites being developed at their current planned floor space. This approach would likely cause vacancy rates to drop and increase rental rates and/or land prices.
4. **Development of Existing Vacant Land within Community Mixed-use Centres** ensures that adequate land is available and designated to provide appropriate commercial service levels in the City. This approach involves:
 - a. Generally applying a minimum .15 Floor Space Index (FSI) of commercial space to Community Mixed-use Centres and Mixed-use Corridors, at full build out.
 - b. Establishing an absolute minimum floor space of 6,500 sq m (70,000 sq. ft.) of gross floor area for the Community Mixed-use Centre designation to maintain its planned commercial function. The absolute minimum floor space would be sufficient to support a larger store such as a grocery store and is greater than permissions for a standard Neighbourhood Commercial Centre at 4,650 sq m (50,000 sq. ft.). The Community Mixed-use Centre designation does not currently specify a minimum amount of commercial space however the policies do indicate that the area is to provide “the opportunity to satisfy several shopping and service needs at one location”. This approach would help protect against the loss of planned commercial space to non-commercial space and help maintain a mix of land uses in mixed-use areas.

As noted earlier, the options can be intermingled to respond to a number of issues. For example, a potential response to the current landowner interests to develop non-commercial uses within the Community Mixed-use Centre lands at Silvercreek Junction and Watson Pkwy/ Starwood could be setting a minimum commercial floor space to protect an appropriate amount of commercial within the Centres while also intensifying and/or designating other lands in the general area to reallocate the remaining planned commercial space. This approach would connect well with the Convenient and Accessible principle by ensuring the appropriate distribution and easy access to daily and weekly shopping while recognizing market realities.

Additional Policy Options

In addition to the broad policy alternatives presented above the following policy options address issues beyond land supply:

- **Service Commercial:** Consider expanding the range of permitted uses within the designation and/or converting some Service Commercial lands to other designations.

- Second Floor Commercial Space: Incent development to encourage commercial uses in second floor space through such measures as reduced parking for second storey space and/or exempting some or all of the retail floor space from commercial caps.
- Incentives: Non-Monetary incentives for creating mixed-use buildings through exempting some or all of the retail floor space from commercial caps, use of Community Improvement Plans and/or use of Section 37 bonusing.
- Market Impact Study Requirements: Consider expanding the requirement for market impact studies to include proposals where the commercial floor space would be reduced below a floor space index of .15.

Options for Zoning By-law Provisions

The City's Zoning By-law should be updated to reflect the land use permissions in the mixed-use designations in the Official Plan and to provide standardized zoning for the new mixed-use designations instead of multiple zones within the same designation. In addition, consideration should be given to permitting small scale commercial on the ground floor of apartment buildings to facilitate these uses where the market demand exists.

Next Steps

The feedback from Council on the Policy Alternatives outlined in this report will be used, along with the feedback from the commercial landowner and key stakeholder workshop, public workshop and on-line survey, to inform the development of a preferred policy framework. The preferred commercial policy framework is scheduled for public release and consideration for approval by Council in Q3 2018.

Stage 3 of the Commercial Policy Review will commence following Council approval of the preferred commercial policy framework and will be led by City staff. Stage 3 is scheduled to take 8 – 10 months and consists of drafting an Official Plan Amendment and recommendations for zoning by-law regulations to implement the preferred policy framework. This work will follow Planning Act requirements, including a statutory public meeting being held, prior to the final Official Plan Amendment being recommended to Council for approval.

Financial Implications

The Commercial Policy Review is funded through approved capital funding.

Consultations

A key stakeholder workshop was held on April 18, 2018 to discuss their views on the commercial policy framework alternatives. A public workshop and on-line survey were conducted during April 2018 to help evaluate the policy framework alternatives. A presentation was made at the Downtown Advisory Committee (DAC)

meeting on April 19, 2018 to discuss the commercial policy review and encourage participation in the on-line survey. Notice of the public workshop and on-line survey was posted on the City's website, advertised in the Guelph Tribune and a courtesy notice sent to stakeholders who have requested to be kept apprised of the project. Invitation letters were sent out for the key stakeholder workshop, including commercial land owners, developers and representatives of the Downtown Business Improvement Area.

This report will be posted on the City's website.

Corporate Administrative Plan

Overarching Goals

Service Excellence
Financial Stability

Service Area Operational Work Plans

Our Services - Municipal services that make lives better
Our People- Building a great community together
Our Resources - A solid foundation for a growing city

Attachments

ATT-1 Commercial Policy Review: Stage 2 Draft Policy Alternatives Report

Departmental Approval

None

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Commercial Policy Review

Stage 2 Draft Policy Alternatives Report

April 2018

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Alternative formats are available as per the Accessibility for Ontarians with Disabilities Act by contacting Planning, Urban Design and Building Services at 519-822-1260 extension 5616

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Executive Summary

The City of Guelph is undertaking a comprehensive Commercial Policy Review in order to develop an updated commercial policy framework for the City that provides refreshed planning objectives, a contemporary commercial and mixed-use structure and land use designations, updated policies, and appropriately designated lands, to direct future commercial development within the City.

The City's last commercial policy review occurred in 2006 and since then, the retail marketplace has continued to evolve. Provincial policy has been amended with an increasing focus on complete communities, and new population and employment growth forecasts have been established for Guelph resulting in the need for a comprehensive review of the City's commercial policy framework.

This Commercial Policy Review is being conducted in three phases:

- Stage 1: Commercial Analysis and Background Report
- Stage 2: Policy Review and Development
- Stage 3: Official Plan Amendment and Zoning By-Law Amendment

The Stage 1 report provided a summary of the existing policy framework, the current commercial trends, key stakeholder input, consumer research, and commercial supply and needs analysis.

This report summarizes the public input that was received through the first public workshops and on-line survey and it establishes a vision and principles for commercial development in the City. It identifies various alternatives to address the issues that have been raised through the terms of reference, the Stage 1 report and public input received to date.

Stage 1 Summary

- The Provincial Policy Framework encourages a compact built form with a range of land uses that support a complete community.
- The City of Guelph Official Plan framework recognizes the Growth Plan directions dealing with the Downtown Urban Growth Centre and Mixed-use Nodes and Corridors.
- The Commercial and Mixed-use designations in the Official Plan are intended to meet the needs of daily living, be dispersed throughout the City and evolve to include main street experiences. Official Plan Schedule 2 Land Use is shown in Appendix B.
- A commercial land needs analysis quantified the demand for future retail and service space and the adequacy of the current supply to accommodate the demand. The commercial land needs analysis was

conducted in three steps: 1) supply analysis; 2) residual demand analysis; and, 3) land needs analysis.

- There are only 4 vacant parcels larger than 2 hectares (5 acres) in size that could potentially accommodate larger commercial developments. There is a shortage of sufficiently sized parcels to allow for larger traditional neighbourhood and community functioning commercial developments, which typically require 2.8+ hectares (7+ acres).
- The current and potential supply of commercial space and land is sufficient to accommodate the demand for new commercial space to 2031 on a macro level (provided there is no loss of existing designated space).
- It is forecast that by 2041 there will be unmet demand of approximately 387,850 square feet of commercial space or approximately 9.27 hectares (22.9 acres) at an average land coverage of 38.8% (provided there is no loss of existing designated space).

Public Consultation

Public consultation was carried out through workshops held on November 29, 2017 in the afternoon and evening and through an on-line survey available from November 30 to December 14, 2017. There were 17 participants at the workshops and 39 people responded to the on-line survey. Participants were asked to respond to a series of questions.

- People were asked what they liked and disliked about commercial areas and indicated they like the variety of retail and the independent businesses that are currently available, although participants noted that some areas lacked certain types of commercial, e.g. the Downtown, east end and Service Commercial areas lacked grocery options. Respondents also indicated they had concerns with the quality of active transportation options, and the bland architecture outside of the Downtown.
- People were asked what they would like to see improved and responses included: greater retail variety, improved pedestrian access, improved public transit, an improved public realm, increased density outside of the Downtown, improved traffic flows, and updated zoning.
- When asked what would help make streets more pedestrian friendly, respondents felt that pedestrian friendly /street oriented design, more/improved sidewalks, integrated public transit, and more benches would help.
- Participants felt that second floor offices, residential uses, fitness and wellness uses were appropriate uses for second floor space.
- The majority of respondents indicated that they travelled to commercial areas by car except for the Downtown, where walking and bicycling were more prominent.
- With respect to their vision for commercial areas, respondents would like to see more variety and mix of uses, increased density, more green space, improved traffic flows, redeveloped surface parking, more parking,

sustainable pedestrian friendly development, and a distinctive character throughout the commercial areas in the City. They would also like a cleaner/safer Downtown and Service Commercial areas.

- Respondents also indicated they would like better universal design/accessibility, more commercial developed in the east end and affordable Downtown grocery alternatives.

Vision and Principles

One of the tasks identified for this study was to examine the existing commercial objectives in order to refresh them and establish an up-to-date basis for guiding commercial development. The following Vision and Principles were approved by Council on March 26, 2018 and have been used to provide a basis for evaluating alternatives.

Vision

Commercial businesses are critical components of complete communities that are evolving from single use, low-rise buildings surrounded by large expanses of surface parking to an integral element of more compact, mixed-use areas that are appropriately distributed throughout the City. Commercial businesses contribute to the creation of vibrant mixed-use nodes and corridors and the economic vitality of the Downtown. The City's commercial areas are comfortable, people-oriented places that demonstrate a high standard of urban design, contribute to the distinctive character of the City, and support sustainability principles that encourage transit, walking and cycling. They meet the needs of our residents and the market by providing a full range of stores and services in appropriate locations and assist in maintaining a strong and competitive economy.

Principles

- Diverse and Distinct
- Convenient and Accessible
- Flexible and Adaptable
- Compact and Sustainable
- Vibrant and Integrated
- Economically Strong and Competitive

Commercial Policy Alternatives

Overall, the City is in a reasonably positive position as it is currently well served by the marketplace. It has a variety of retail and commercial services, a commercial vacancy rate within the normal range, it does not have significant areas of commercial blight, and it does not have a significant outflow of

consumer spending (i.e. residents do most of their shopping within the City). From a planning policy perspective, the City also has a good basis for reviewing commercial development. The Official Plan has been updated to reflect the requirements of provincial policy, it provides a clear structure and commercial/mixed-use framework to guide development and it has strong urban design policies in place. However, some specific issues require further examination.

The issues have been broken down into three categories. The first category focusses on issues dealing with the supply of land available for commercial development within the City. This relates to the various means to address the projected shortfall of land for commercial development after 2031. It also takes into consideration areas where owners of commercial sites have expressed an interest modifying the approvals in place. The next category relates to Official Plan policy issues and the third category addresses issues relating to the existing Zoning By-law provisions dealing with commercial development.

Supply of Land

As noted above, there will be a sufficient supply of commercial land available within the City to accommodate projected demand for new commercial space up until 2031; however, after that, it is forecast that there will be unmet demand of approximately 36,032 sq m (387,850 sq. ft.) or 9.27 ha (22.9 acres) by 2041. As noted in the Stage 1 report, the projected future land supply was made taking into consideration market trends including an increase in e-commerce, changing demographics and trends towards intensification. The projected supply assumes that the lands that are currently designated to permit commercial uses will be developed for commercial purposes.

There are a number of options to address the projected land shortage and there are various considerations associated with these options that are discussed in the body of the report. The options can be summarized as:

1. Modify Official Plan Permissions
 - Intensifying existing sites by removing or increasing the retail caps in Community Mixed-use Centres that supports intensification by permitting additional commercial development, recognizing that there may be some challenges associated with intensification.
 - Add commercial/mixed-use land use designations in the following areas:
 - a) Potential conversion of land from Employment to Commercial in the Victoria and York Road area (which must be assessed through a Municipal Comprehensive Review as noted below);
 - b) Consider an exchange of land between Employment and Service Commercial designations in the Victoria and York Road area to improve the configuration and viability of the commercial land,

add a larger commercial parcel size but leave the total amount of employment and commercial lands the same, in case a reduction of the total employment land within the City is not ultimately supported through a Municipal Comprehensive Review.

- c) Potential conversion of vacant land from High Density Residential to Community Mixed-use Centres.
 - Alter commercial opportunities in the Guelph Innovation District (GID) (outside of the provincially owned lands within the GID) in keeping with the vision and goals for the area through modification to the minimum height to two storeys instead of three.
2. Add Mixed-use designations in the Clair-Maltby Secondary Plan including the provision for one mixed-use site that is at least 2.8 ha in size.
3. Monitor the situation and address the land supply, if necessary, before the next commercial policy review.
4. The owners of land in the Community Mixed-Use Centres at Watson Parkway/ Starwood and Silvercreek Junction have expressed an interest in reducing the amount of commercial space to be developed on their sites. If reductions were to occur on these sites in isolation of the other options to add commercial as discussed above, this could lead to a larger projected shortfall of commercial development potential than is currently forecast. However, given that options are being considered to increase the amount and parcel size of lands available for commercial floor space, a reduction in commercial space on specific sites can be considered. It needs to be done in the context of maintaining appropriate service levels within the neighbourhoods most affected.

It is expected that the ultimate solution for commercial land supply will involve incorporating a number of these alternatives to achieve the desired results. It is also noted that it will not likely be possible to implement some of the alternatives until additional work is undertaken including a Municipal Comprehensive Review to address the 2017 Growth Plan and potential further analysis of the York Road and Victoria Road employment area. No matter which option or combination of options is selected, it is recommended that the City consider monitoring the utilization of commercial lands within the City. This monitoring would include updating the inventory of retail commercial space in order to track vacancy rates, changes in the amount of retail commercial space and coverage ratios.

Official Plan Policies

1. Official Plan Commercial and Mixed-use Structure

A. Neighbourhood Commercial Centres

The Neighbourhood Commercial Centre land use designation could be changed to a new mixed-use designation in order to encourage intensification, emphasize the role of commercial as part of a focal point within the local neighbourhood and encourage active transportation. However, given the projected shortage of commercial space, further opportunities that might reduce the amount of commercial space may not be desirable.

B. Service Commercial

Permitted uses are usually based on auto-centric forms of transportation that do not help to achieve the OP's objectives for active transportation and transit use. There will however, be a continued need to accommodate the uses within Service Commercial lands. Options include: expanding the range of permitted uses, or converting some Service Commercial areas to other commercial designations as shown on the map after page 40.

2. Active Frontage Retail Requirements

No expansion of this requirement is recommended in the Downtown until there is more population growth to support additional retail development. There are currently no requirements for active frontage streets outside of the Downtown. The OP strongly encourages incorporating main street forms of development within Community Mixed-use Centres where appropriate and ground floor retail and service uses are also strongly encouraged. It is recommended that active frontage be considered in Community Mixed-use Centres where main street commercial is intended to occur.

3. Big Box Retail

Development of this form of commercial is declining which fits well with the City's desire to create main street type commercial developments. The City currently restricts the number of large buildings with 5,575 sq m (more than 60,000 sq. ft.) gross floor area on a Community Mixed-use Centre site to four. Another alternative would be to increase the amount of space that must be provided for smaller buildings from the existing 10% of the total gross floor area within the overall development to a larger minimum percentage. Given this form of development is declining and the current policies appear to be working well, no change is recommended.

4. Maintain the Mix in Mixed-use Sites

To achieve the planned function of mixed-use sites, it's important to ensure that a site is not developed exclusively with one type of use. A minimum size/amount of commercial of .15 FSI at full build out is generally recommended within Mixed-use Centres and Corridors at the OP level in order to protect the commercial function of mixed-use sites.

Owners may rationalize a decrease in this amount through a Market Impact Study but within Community Mixed Use Centres, the total commercial floor space cannot be lower than 6,500 sq m (70,000 sq. ft.).

5. Second Floor Space

To facilitate second floor space, the City should explore opportunities to address barriers to the creation of second floor space with the development community. This may include options is to exempt some or all of the ground floor retail space in multi-storey mixed-use buildings from the retail floor space caps (if they are maintained) or to reduce parking requirements for second floor space in order to incentivize this form of development.

6. Incentives

Incentives for creating urban mixed-use buildings could be provided for by using Community Improvement Plans, parking exemptions for second floor space, exemptions from retail caps for ground floor space, or the use of Section 37 bonusing.

7. Market Impact Study Requirements

Market studies are currently required where new sites are added or existing sites are expanded. The policies requiring market impact studies should be modified so that market studies are also required to reduce the minimum commercial floor space below a floor space index of .15. For Community Mixed Use Centres the commercial FSI could be reduced but the commercial floor area could not fall below 6,500 sq m (70,000 sq. ft.). The wording of the policies themselves should also be clarified in order to understand the differences in the wording that apply to the Downtown versus commercial and mixed-use sites.

8. Parking

Parking space ratios outside of the Downtown reflect typical suburban level requirements and should be reduced to address more mixed-use development and greater active transportation and transit usage. Policies should encourage shared parking to reduce the overall supply of parking spaces.

Commercial Zoning

1. Consistency with Official Plan designations

Zoning should be updated to reflect the land use permissions in the mixed-use designations in the Official Plan and to provide standardized zoning for the new mixed-use designations rather than have multiple zones within the same designation.

2. Small Scale Commercial

Consider permitting small scale convenience retail and personal service commercial on the ground floor of apartment buildings in the zoning by-law to facilitate these uses where the market demand exists.

Next Steps

This report will be presented to the public and to Council for input on the alternatives and options. Opportunities for public input will be provided through both workshops and an on-line survey. The preferred framework report will reflect input received and provide greater detail on the policy direction for Official Plan and Zoning By-law changes.

Stage 3 of the Study will involve the actual preparation and adoption of the Official Plan and Zoning By-law amendments.

1 Introduction

1.1 Study Context and Background

The City of Guelph is undertaking a comprehensive Commercial Policy Review in order to develop an updated commercial policy framework for the City. The Study will result in updated Official Plan policies and Zoning By-law provisions to guide commercial development. The Official Plan policies will address the horizon years of 2031 and 2041 in order to align with the latest Official Plan update, Official Plan Amendment 48 (OPA 48), which deals with the 2031 horizon year and the next Official Plan update addressing development to 2041.

The City's last commercial policy review occurred in 2006 and was incorporated into the City's 2001 Official Plan. The results of that review moved the policies away from a strict hierarchy of commercial centres towards a structure of mixed-use nodes and intensification corridors. The new structure was intended to ensure an appropriate distribution of commercial areas throughout the City and emphasize the role of the Downtown as a multi-functional district. Mixed-use nodes were created that centred on major commercial concentrations, and neighbourhood commercial centres and service commercial policies were revised. Urban design policies for commercial mixed-use areas were also incorporated into the Official Plan.

1.2 Study Purpose and Objectives

The purpose of the Commercial Policy Review is to develop an updated commercial policy framework for the City that provides refreshed planning objectives, a contemporary commercial structure and land use designations, updated policies and sufficient amounts of appropriately designated lands, to direct future commercial development within the City.

The Commercial Policy Review is intended to:

- i. Ensure the amount of recommended designated commercial land is sufficient to meet 2041 planning horizon needs within the City's current settlement area boundary;
- ii. Determine the amount, location and type of designated commercial land needed for a 2031 planning horizon and a 2041 planning horizon in accordance with the Growth Plan population and employment forecasts;
- iii. Update the commercial policy structure and identify potential commercial / mixed-use designation categories and locations for those designations;

- iv. Establish phasing of commercial lands in consideration of OPA 48's 2031 planning horizon and the 2041 planning horizon of the next Official Plan update;
- v. Identify significant changes in retail market trends nationally, provincially and locally, e.g. E-commerce;
- vi. Recognize and clarify the role, function and amount of commercial space within the Growth Centre (Downtown), Community Mixed-Use Nodes (e.g. Silvercreek Junction, Watson Parkway/Starwood), Intensification Corridors (e.g. York Road) and Service Commercial designations in the context of updated commercial policies;
- vii. Consider the feasibility of second floor commercial and mixed-use buildings to support the pedestrian friendly urban visions for the Growth Centre (Downtown), GID urban village, Community Mixed-Use Nodes and Intensification Corridors;
- viii. Consider non-residential uses in residential areas, including small scale / neighbourhood scale and mixed-use developments that include a commercial component;
- ix. Consider the connectivity of the proposed commercial policy framework with existing developed or planned commercial development areas of the City;
- x. Recognize patterns of land use, land use designations and density, and associated population and employment densities contained within OPA 48;
- xi. Recognize the City's urban design directions included in OPA 48 and the Urban Design Action Plan;
- xii. Recognize transportation approaches including transit, pedestrian and bicycle connections contained within OPA 48; and
- xiii. Update the Official Plan and Zoning By-law on the basis of the findings of the Study.

1.3 Study Process

The Study is being undertaken in three stages.

Stage 1 involved gathering and analyzing background information and included an analysis of the existing policy framework, retail trends, stakeholder input, consumer research, commercial inventory, and commercial land needs analysis and resulted in the Commercial Analysis and Background Report.

Stage 2 began with a public consultation exercise in which the public were asked to identify what they liked and disliked about existing commercial in the City. The public input was used to help frame the creation of vision and principles for commercial policies. Stage 2 also includes an analysis of policy

alternatives and options and provides recommendations on the preferred approach.

Stage 3 will be led by City staff and will involve the development and adoption of the Official Plan policy amendments and accompanying amendments to the Zoning By-law.

2 Stage 1 Summary and Recommendations

As noted above, Stage 1 involved an analysis of a variety of factors that are relevant to commercial development in the City, which included the existing policy framework, retail trends, stakeholder input, consumer research, a commercial inventory, and commercial land needs analysis. The following highlights the findings of the Commercial Analysis and Background Report.

Provincial Policy Framework

The planning system in Ontario is hierarchical and municipal policy documents must meet the requirements of Provincial policies. In Guelph that means that the City's Official Plan must be consistent with the Provincial Policy Statement (PPS) and conform to the Growth Plan for the Greater Golden Horseshoe (Growth Plan).

- The focus of the PPS is on building strong communities, protecting the environment, resources, and public health and safety, and supporting a strong economy. It promotes a compact form with a range of land uses which includes commercial development, and a structure of nodes and corridors. Intensification should be facilitated and densities should efficiently use land, resources, infrastructure and public services; support active transportation; and be transit supportive. The PPS identifies the need to maintain the well-being of downtowns and main streets.
- The Growth Plan provides growth management policy directions in the Greater Golden Horseshoe (GGH) in promoting economic prosperity and complete communities. Commercial development is intrinsically recognized as important for the creation of complete communities and as a significant component of vibrant, mixed-use Urban Growth Centres. Commercial goods and services should be supported by compact development and intensification and located in areas that encourage active transportation and are served by transit in order to support the achievement of complete communities. The latest Growth Plan requires a transition to higher densities and greater levels of intensification. Mixed-use nodes and corridors will be an important component in achieving the desired built form and densities.

City of Guelph Official Plan

- The City completed a five-year review of the Official Plan to bring it into conformity with the Growth Plan, and provincial legislation and plans through OPAs 39, 42 and 48. OPA 48, which is the final of the 3 update amendments, was approved by the Ontario Municipal Board in

- October 2017 with the exception of site specific policy appeals that do not impact commercial space.
- The structure of the Official Plan includes a focus on mixed-use nodes and corridors that are intended to contribute to the creation of complete communities and a compact built form which is transit supportive and creates a comfortable and attractive pedestrian environment. The policies recognize that the evolution to achieve the desired built form will occur over the life of the Official Plan and beyond and has provided guidance for that evolution.
 - The Official Plan establishes Commercial and Mixed-use designations that are intended to provide a range of uses to meet the needs of daily living. The policies support the dispersal of commercial uses throughout the City.
 - There are five major land use categories within the commercial and mixed-use development designations as shown on Schedule 2 in Appendix B and they are defined by their size and planning function. They include:
 - Community Mixed-use Centre
 - Mixed-use Corridor
 - Neighbourhood Commercial Centre
 - Service Commercial
 - Mixed Office/ Commercial
 - The urban design policies of the Official Plan support the growth and development of the City. Policies address a wide range of issues including: building design, public art, public views, parking, vehicle-oriented uses (including drive-throughs and gas stations), signage, accessibility, lighting, and gateway areas. The policies work towards articulating the desired built form vision.
 - The City has adopted the Downtown Secondary Plan that applies to the Downtown Urban Growth Centre, a focus area for intensification. It is intended to reinforce and expand the role of Downtown as a retail, dining and entertainment destination. On key streets, active frontages are reinforced and require retail or service uses on the ground floor.
 - The Guelph Innovation District Secondary Plan (GID) is planned to be a compact, mixed-use community that includes an urban village. The urban village will be pedestrian oriented, with street-related built form that supports a mix of medium and high density commercial, residential and employment uses.
 - The Clair-Maltby Secondary Plan Study is underway. The Clair-Maltby Secondary Plan Study will help Guelph plan the last greenfield area within the city. The Secondary Plan will establish an appropriate range and mix of land use designations to help achieve the City's vision to plan a complete and healthy community and support future urban

growth. This area will be primarily residential in character with a full range and mix of housing types and a variety of other uses that meet the needs of all residents.

Node and Corridor Urban Design Concept Plans

The Official Plan includes policies regarding Concept Plans that are intended to show how the Community Mixed-Use Nodes should be developed to meet the policies and vision for these areas. Under policy 3.11.6 these plans can be prepared by the City or development proponents and are to include:

- i) linkages between properties, buildings and uses of land both within and adjacent to the Node;
- ii) identification of an appropriate location for a Main Street area;
- iii) locations of new public and/or private streets and laneways;
- iv) locations of open space on the site such as urban squares;
- v) general massing and location of buildings that establish a transition to the surrounding community;
- vi) pedestrian, cycling and transit facilities; and
- vii) heritage attributes to be retained, conserved and/or rehabilitated.

Zoning By-law Amendments and Site Plans within the nodes must demonstrate that the proposed development is generally consistent with the approved concept plan.

The City has prepared concept plans for Gordon/Clair, Woodlawn/Woolwich, Watson Parkway/Starwood and Paisley/Imperial Nodes, all of which have been approved by Council. These plans demonstrate intensification potential for the nodes while respecting the caps for commercial floor area. A concept plan for Silvercreek Junction was not prepared because the Official Plan designation for this property provides significant detail with respect to design and development including a site specific land use schedule and urban design policies.

Retail, Service and Vacant Space Inventory

- Currently, the City of Guelph contains approximately 790,000 square metres (8.5 million square feet) of commercial space in a variety of built forms. The largest concentration of commercial space, approximately 148,700 square metres (1.6 million square feet), is located within the Downtown.
- There is approximately 58,750 square metres (632,300 square feet) of vacant space city-wide, which represents a vacancy rate of 7.5%. This vacancy level is considered to be at the upper end of normal ranges for a balanced market, which is between 5.0% and 7.5%.

- On a per capita basis, the total space (retail, service, vacant) per capita has increased from 4.81 square metres (51.8 square feet) per capita in 2008 to 5.95 square metres (64.1 square feet) per capita in 2017.

Commercial Land Needs Analysis

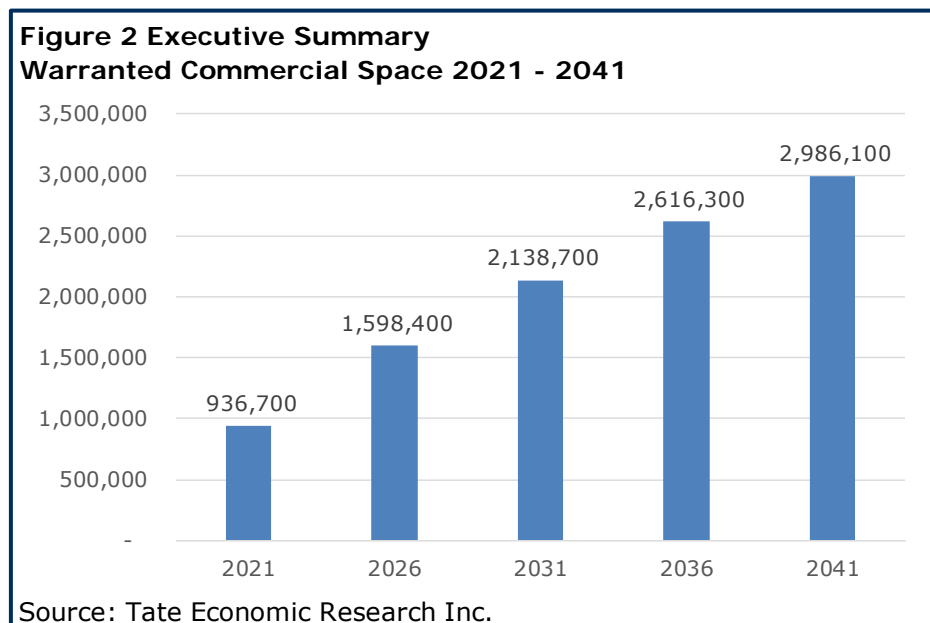
- A Commercial Land Needs Analysis was carried out which quantified the demand for future retail and service space (taking into consideration market trends including an increase in e-commerce, changing demographics and trends towards intensification) and the adequacy of the current supply to accommodate the demand. The supply analysis quantified the amount of planned space that can serve the future commercial demand. The supply analysis also quantified the amount of undeveloped land available to accommodate future demand.
- There is approximately 55,718 square metres (599,760 square feet) of commercial space currently in various stages of the development process. Of this space, approximately 7,250 square metres (78,000 square feet) is currently under construction (See Figure 1).

Figure 1 Executive Summary	
City of Guelph Supply Summary	
Active Development Applications (sq. ft.)	
Building Permit	157,781
Site Plan Approval	202,329
Official Plan Amendment (OPA) or Zoning Change (ZC)	239,650
Total	599,760
Potential Future Development: Intensification / Planned (sq. ft.)	
Intensification: Community Mixed-use Centre	269,800
Intensification: Downtown	301,700
Planned: Mixed-use Corridor (GID)	200,000
Total	771,500
Undeveloped Commercial Land (acres)	
Community Mixed-use Centre	26.6
Neighbourhood Commercial Centre	9.1
Service Commercial	50.1
Corporate Business Park	12.0
Low Density Residential	1.0
Mixed Office Commercial	1.9
Mixed-use Corridor	1.8
Total	102.4
Source: Tate Economic Research Inc.	

- There is approximately 71,672 square metres (771,500 square feet) of potential future development through intensification and planned uses on sites designated as 'Community Mixed-use Centre' and 'Mixed-use Corridor (GID)'. There is also significant intensification potential in the downtown.
- There is approximately 41.4 hectares (102.4 acres) of vacant commercial land split into a variety of designations. The majority of these lands are designated as 'Community Mixed-use Centre', 'Neighbourhood Commercial Centre' and 'Service Commercial'. Eighty nine percent of these parcels (32 of 36) are less than 2 hectares (5 acres) in size.

Residual Demand Analysis

- The residual demand analysis quantified the amount and type of commercial space warranted in Guelph from 2016 to 2041.
- Market demand for new commercial space is strongly influenced by population growth and expenditure levels. Overall, the City of Guelph population is forecast to increase by 55,000 persons to 191,000 persons between 2016 and 2041. This growth represents a 40% increase over the current 2016 population of 136,000.
- It is forecast that each new Guelph resident will support approximately 2.44 square metres (26.3 square feet) of service space in the City.



- By 2021, there will be demand for 87,020 square metres (936,700 square feet) of new commercial space (retail and service) increasing to 277,410 square metres (2,986,100 square feet) of new commercial space by 2041 (See Figure 2).
- This analysis uses a residual demand methodology where demand for future warranted space is estimated based on current base year sales performance levels of existing retailers operating in Guelph, without any future transfers from existing retailers. As a result, this analysis is assumed to not impact the sales performance of existing retailers.

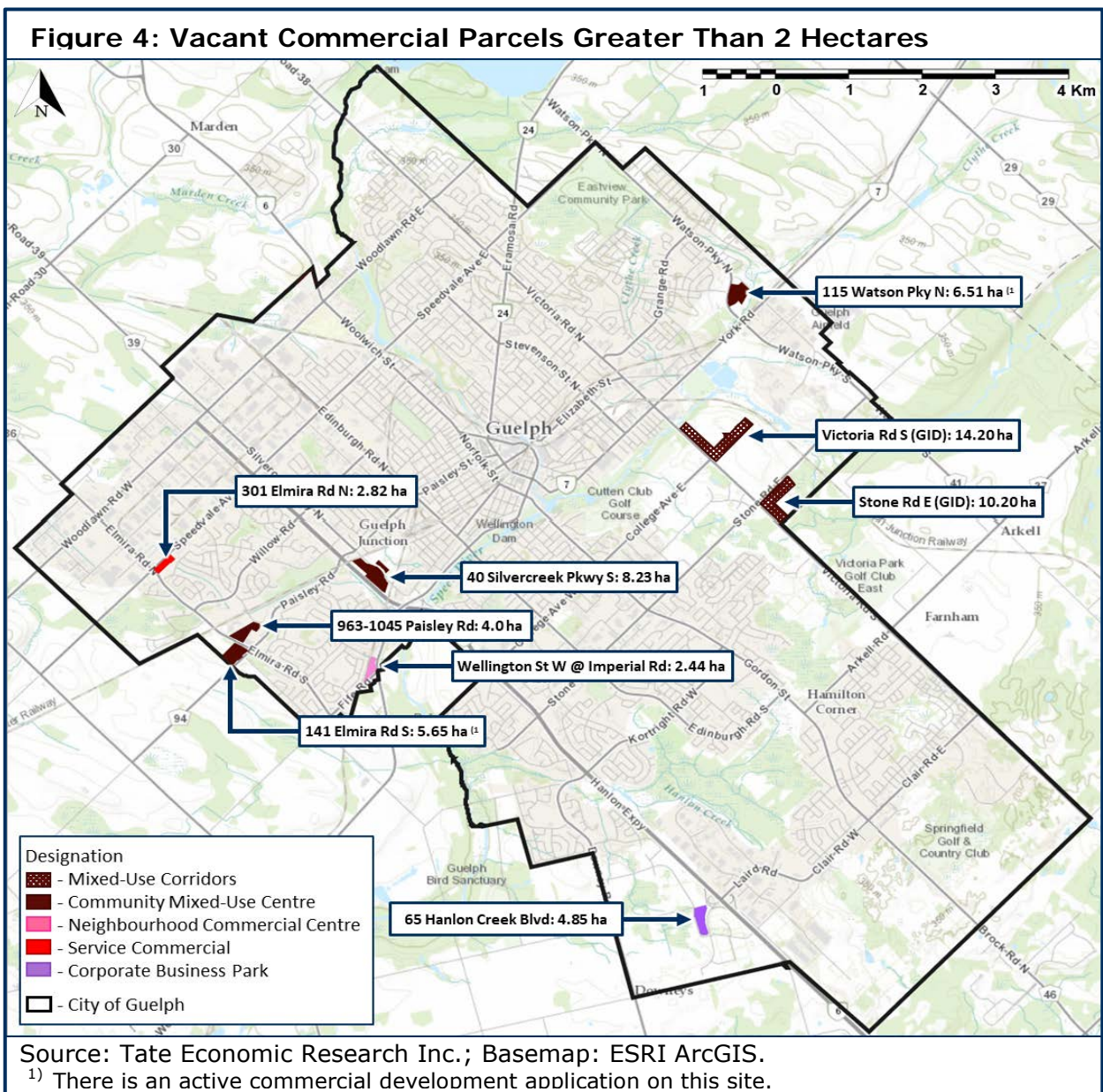
Land Needs Analysis

- The current and potential supply of commercial space and land is sufficient to accommodate the demand for new commercial space to 2031 on a macro level (provided there is no loss of existing designated space).
- After 2031, either additional undeveloped commercial land or new intensification opportunities will be required.
- The challenge with the current supply of undeveloped commercial land is that there are not enough sufficiently sized parcels to accommodate traditional larger neighborhood and community functioning retail developments, that typically require 2.8 + hectares (7+ acres). This could be exacerbated by developers' expressions of interest in reducing the amount of commercial in certain key areas.

Figure 3 Executive Summary						
City of Guelph Commercial Land Needs 2016 - 2041 ⁽¹⁾						
	2016	2016 - 2021	2021 - 2026	2026 - 2031	2031 - 2036	2036 - 2041
Period Commercial Demand (sq. ft.) ⁽¹⁾		936,700	661,700	540,300	477,600	369,800
Active Development Applications		599,800				
Potential Future Development: Intensification / Planned						
Intensification: Community Mixed-use Centre			269,800			
Intensification: Downtown				180,000	60,850	60,850
Planned: Mixed-use Corridor (GID)				100,000	100,000	
Total Potential Supply (excl. Undeveloped Commercial Land) ⁽²⁾		599,800	269,800	280,000	160,850	60,850
Surplus/Shortfall (sq. ft.)		336,900	391,900	260,300	316,750	308,950
Net Land Required - Acres (@25% coverage)		30.9	36.0			
Net Land Required - Acres (@30% coverage)				19.9		
Net Land Required - Acres (@35% coverage)					20.8	
Net Land Required - Acres (@40% coverage)						17.7
Cummulative Surplus/Shortfall (acres) ⁽³⁾	102.4	71.5	35.5	15.6	-5.2	-22.9
Cummulative Unmet Demand (sq. ft.)		0	0	0	78,900	387,850

Source: Tate Economic Research Inc.
¹⁾ Replicated from Figure 6-5.
²⁾ Totals from Figures 6-1 & 6-2. Phasing based on TER professional judgement and City of Guelph planning department.
³⁾ The base supply of 102.4 acres of undeveloped commercial land is from Figure 6-1.

- There are 9 parcels of undeveloped land larger than 2 hectares (5 acres) in size in the City. See the Vacant Parcel Size Figure 4 below. Furthermore, not all commercial uses are permitted on all of these parcels.
- It is forecast that there will be unmet demand of approximately 36,030 square metres (387,850 square feet) of commercial space by 2041.
- If this space were to be accommodated on undeveloped commercial land, it would equate to a requirement for an additional 9.27 hectares (22.9 acres) at an average land coverage of 38.8%.
- Conversely, this unmet commercial demand could be accommodated through new intensification opportunities.



Recommendations

The Stage 1 report indicated that generally, there are two areas which are evolving and require broader assumptions:

- 1) Consumer Demand – Consumer demand is changing based on generational consumer shopping habits as well as the manner in which goods and services are purchased and experienced.

This change was accounted for through an e-commerce adjustment to retail and service demand that has led to a reduction in the amount of physical retail space that will be required in future years.

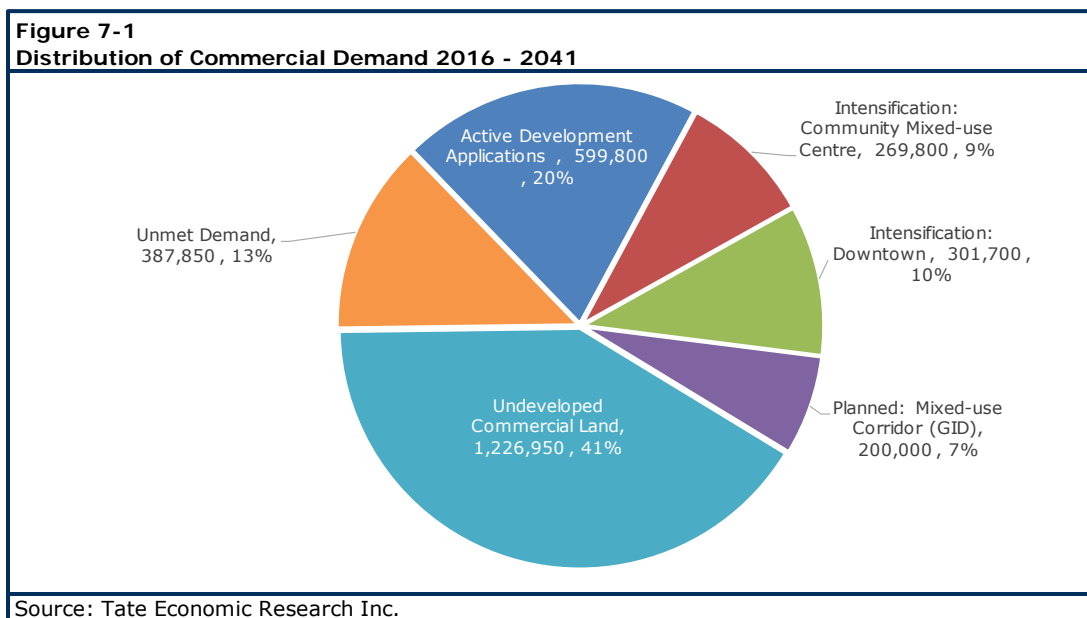
- 2) Built Form Supply – Typical commercial development in Guelph has been single storey with a coverage ratio of approximately 25%. It is assumed that this development pattern will gradually shift to denser developments as experienced in some other urban municipalities. This shift is based on various factors:
 - a) The tightening of commercial land supply along with reduced parking requirements has led to multi-storey, denser commercial developments, with coverage ratios exceeding the previous industry standard of 25%.
 - b) The implementation of smart growth policies is resulting in higher density residential neighbourhoods which have the population densities to support successful mixed-use developments. It should be noted that in addition to sufficient residential density, successful commercial space in mixed-use developments require pedestrian traffic and available transit options. Furthermore, there are numerous challenges associated with commercial in mixed-use developments. Coverage ratios in vertical mixed-use developments could typically range from 50% up to 90%, with commercial space occupying the ground floor.
 - c) Changes in consumer shopping behaviour are resulting in a reduced demand for large floorplate retailers which in turn influences the built form through a decreased requirement for space extensive developments.

This shift in built form was accounted for by assuming an increase in coverage ratios over the study period. In the short to medium term, the increase in coverage ratios will likely occur through the development of more efficient small to medium scale single or multi-storey commercial developments as well as the infill/intensification of existing retail centres. The

resulting coverage ratios are typically between 25% to 35%. Over the longer term, higher coverage ratios may be achieved through vertical mixed-use developments.

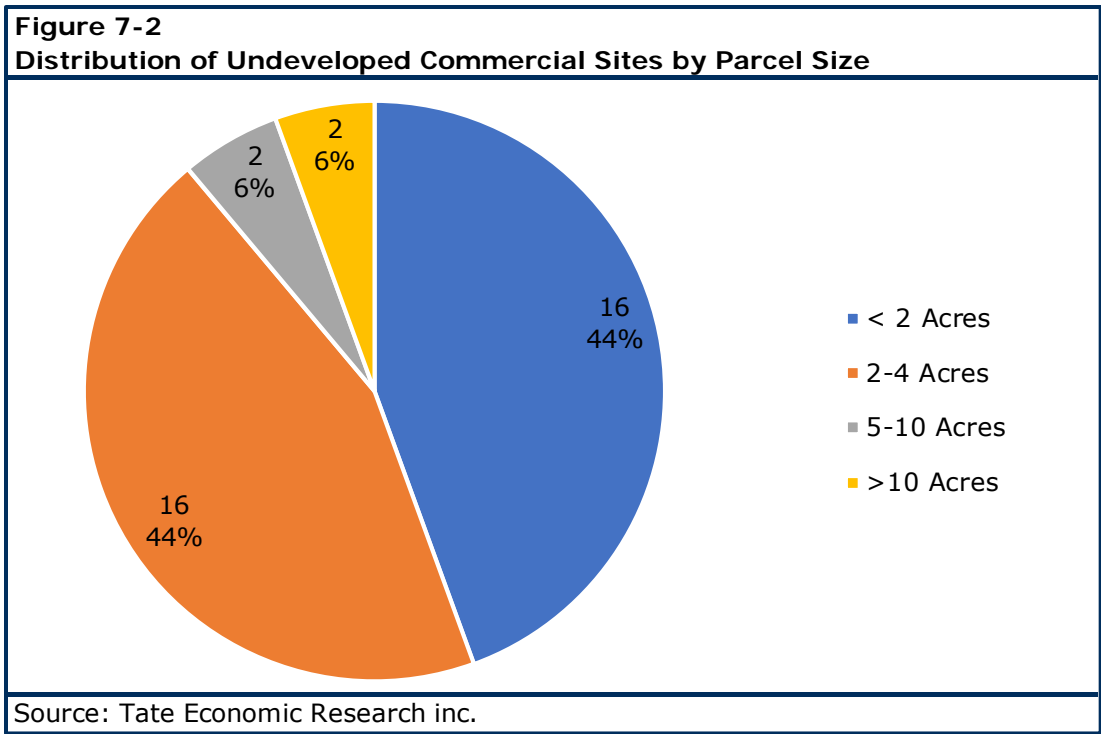
2.1 Future Land Requirement

Figure 7-1 indicates how the future commercial demand up to 2041 will be accommodated based on the current supply environment as well as the unmet demand of 36,030 square metres (387,850 square feet).



The analysis indicates that there is sufficient undeveloped land to accommodate demand up to 2031 (provided there is no loss of existing designated space). However, this analysis does not consider the appropriateness of those lands for various forms of commercial development or concerns about underperformance of some key sites.

Figure 7-2 illustrates the distribution of the undeveloped properties by parcel size. As indicated in Figure 7-2, there are only 4 parcels larger than 2 hectares (5 acres) in size. The challenge with the current supply of undeveloped land is that there are not enough sufficiently sized parcels to allow for larger traditional neighbourhood and community functioning commercial developments, which typically require 2.8+ hectares (7+ acres).



As an example, 6,252 square metres (67,300 square feet) of demand for additional supermarket space are forecast by 2021, increasing to 18,208 square metres (196,000 square feet) by 2041. This square footage would equate to approximately 4 new supermarkets, assuming the average current size in Guelph of 4,366 square metres (47,000 square feet). Some of this demand will be accommodated through the new Longo’s at Gordon Street and Clair Road and is expected to be accommodated by Loblaws in the Watson Parkway/Starwood Drive node. However, in the short to medium term there is a shortage of sufficiently sized undeveloped commercial sites large enough to accommodate the future supermarket requirements. Furthermore, it is unlikely that the success factors required for vertical mixed-use developments will be present in the medium term to accommodate supermarkets within such developments.

Similarly, there may be mid-box stores, such as Mountain Equipment Co-op (MEC), that typically locate as stand-alone stores, which may be interested in operating in Guelph. Under the current supply circumstances, any such mid-box stores would have difficulty finding an appropriately sized undeveloped site.

3 Public Consultation

Public consultation is an important component of the study process and the initial round of consultation was undertaken to introduce the Study to the community and to obtain input to assist in the development of a vision and principles that will be used to guide the development and evaluation of policy alternatives.

The public consultation that was carried out included two forms of participation. The first was a workshop format carried out on November 29, 2017 in both the afternoon and again in the evening. The second was an on-line survey that was available from November 30 to December 14, 2017. There were 17 participants at the workshops and 39 people responded to the on-line survey.

Both forms of consultation asked participants the same questions about the Downtown, Community Mixed-use Centres, Mixed-use Corridors, Neighbourhood Commercial Centres and Service Commercial designations in the City. The following is a summary of the questions and the responses:

1. What do you like about the commercial stores and services in this area? What do you dislike about them or what is missing?

People like the variety of retail and the independent businesses that are available, although they noted that some areas lacked certain types of commercial, e.g. the Downtown, east end and Service Commercial areas lacked grocery options. Respondents also had concerns with the quality of active transportation options, and bland architecture outside of the Downtown.

2. What would you do to improve the shopping experience there?

People would like to see improved retail variety, improved pedestrian access, improved public transit, an improved public realm, increased density outside of the Downtown, improved traffic flows, and updated zoning.

3. Do you find these areas to be pedestrian friendly? What elements would make them more so?

Respondents felt that pedestrian friendly /street oriented design, more/improved sidewalks, integrated public transit, and more benches would help.

4. What kinds of uses work well on a second storey in these areas?

People indicated that offices, residential, fitness and wellness were appropriate on the second floor in all commercial designations.

5. How do you typically travel to these locations?

Most respondents travelled to commercial areas by car except for the Downtown where walking and bicycling were more prominent.

6. What is your vision of what these areas look and function like in 2031?

Throughout the commercial areas in the City, people would like to see more variety and mix of uses, increased density, more green space, improved traffic flows, redeveloped surface parking, more parking, sustainable pedestrian friendly development, and a distinctive character. They would also like a cleaner/safer Downtown and Service Commercial areas.

7. Additional Comments

These included a desire for better universal design/accessibility, more commercial in the east end (grocery store, gas station, clothing stores, entertainment) and affordable grocery alternatives in the Downtown.

4 Vision and Principles

In order to create a framework for developing policy alternatives for Stage 2 of the Study, it was important to establish a vision and principles to guide and inform the recommendations. The City of Guelph Official Plan establishes strategic directions that include a Vision, SmartGuelph Principles, and Strategic Goals that guide overall growth within the City. The Official Plan also states objectives for commercial and mixed use designations which are:

- a) To ensure that an adequate supply of commercial land is provided throughout the City at appropriate locations to meet the needs of residents and businesses.
- b) To promote a distinct identity and character for commercial and mixed-use development through high standards of urban design.
- c) To promote the continued economic vitality, intensification and revitalization of existing designated commercial and mixed-use areas.
- d) To create mixed-use areas that are pedestrian oriented and transit supportive.

One of the tasks identified for this study was to examine these objectives in order to refresh them and establish an up-to-date basis for guiding commercial development. The approved vision and principles for the commercial policies have been developed with the direction provided by the City's Official Plan, and were informed by the Stage 1 work and community engagement feedback on shopping and service experiences and preferences. They are reflective of the community's commercial needs and flexible to address market realities by providing a full range of stores and services in appropriate locations. They support a commercial policy refresh within the existing Official Plan growth vision and allow for the continued evolution of commercial development. The Vision and Principles listed below were approved by Council on March 26, 2018.

4.1 Vision

Commercial businesses are critical components of complete communities that are evolving from single use, low-rise buildings surrounded by large expanses of surface parking to an integral element of more compact, mixed-use areas that are appropriately distributed throughout the City. They contribute to the creation of vibrant mixed-use nodes and corridors, and the economic vitality of the Downtown. The City's commercial areas are comfortable, people-oriented places that demonstrate a high standard of urban design, contribute to the distinctive character of the City, and support sustainability principles that encourage transit, walking and cycling. They meet the needs of our residents and the market by providing a full range of

retail and services in appropriate locations and assist in maintaining a strong and competitive economy.

4.2 Principles

- 1. Diverse and Distinct** - Encourage a diverse range and mix of commercial goods and services that meet the needs of residents, workers and businesses through the provision of a wide variety of options that enhance Guelph's distinct identity.
- 2. Convenient and Accessible** – Identify commercial development opportunities throughout the City to ensure the appropriate distribution and easy access to daily and weekly shopping. Ensure that commercial developments are pedestrian oriented and have proximity to a suitable population base, accessible locations and exposure to sufficient levels of pass-by traffic.
- 3. Flexible and Adaptable** – Recognize changing retail market demands and support the evolution of commercial development by facilitating adaptable commercial formats that meet the City's long term objectives and market needs. Offer increased flexibility through the provision of a wide range of uses and formats for commercial development that supports the City's overall growth structure of nodes and corridors and the Downtown.
- 4. Compact and Sustainable** - Foster compact commercial development that contributes to efficient development patterns, avoids strip development and represents the sustainable use of infrastructure. Support a range of uses and densities that increase the modal share of transit and facilitate walking and cycling, while recognizing the continued need for vehicular access. Include green spaces and sustainable development standards, where feasible. Support the intensification and revitalization of commercial space within the Downtown, nodes and corridors to enhance their mixed-use character.
- 5. Vibrant and Integrated** - Commercial development will enhance the public realm through engaging and attractive storefronts, landscaping and site development to support pedestrian activity, facilitate a strong and distinct sense of place for commercial areas and promote main street opportunities, where appropriate. Commercial areas will be linked to surrounding neighbourhoods and integrated internally. Mixed-use buildings or sites should be co-located with community facilities and infrastructure where possible, to serve as important community gathering places. Recognize that this integration may

evolve slowly over time and ensure that the retail and service function of the commercial and mixed-use areas are maintained.

- 6. Economically Strong and Competitive** – Promote the economic vitality of new and existing commercial and mixed-use areas, including the Downtown, and enhance the City’s economy by supporting investment and providing jobs.

5 Commercial Policy Alternatives

The background analysis that was undertaken in Stage 1 of this Study provided a snap shot of the existing state of commercial development within the City and generally, the City is in a positive position. While there are specific issues that need to be addressed, in an overall sense the City is currently well served by the marketplace. It has a variety of retail and commercial services, it has a commercial vacancy rate that is within the normal range, it does not have significant areas of commercial blight, and it does not have a significant outflow of consumer spending (i.e. residents do most of their shopping within the City rather than shopping in other municipalities).

From a planning policy perspective, the City also has a good basis for addressing commercial development. The Official Plan has been updated to reflect the requirements of provincial policy to create complete communities, to identify nodes and corridors, to address the role of the Downtown as an Urban Growth Centre and to promote an appropriate level of intensification. The current policies provide a clear structure and commercial/mixed use framework to guide development and there are strong urban design policies to ensure that new development functions effectively and makes a positive contribution to the public realm. The City therefore has a solid basis upon which to move forward.

As noted in the Stage 1 analysis, there are some specific issues which require further examination. In addition, the objectives for the study (outlined in section 1 of this report) and input from the public and City staff identified various issues to be assessed. In order to address these objectives, it is important to identify what changes should be considered to the existing policy framework. At the same time, it must also be recognized that the planning policies can only guide development, as the City cannot require development to occur, determine which tenants locate in permitted commercial spaces or control the marketplace.

In moving forward with the analysis of various options, the recommendations will be guided by the vision and principles that have been identified in section 4 of this report. It is also important to note that this report has been prepared to identify a variety of alternatives that will then be subject to public consultation and input and that these should not be considered the final recommendations.

The policy alternatives have been broken down into three general categories. Section 5.1 of this report focusses on addressing the issues that relate to the supply of land available for commercial development within the City. This

relates to both the projected shortfall of land for commercial space after 2031 and areas where owners of commercial sites have expressed an interest modifying the current approvals of commercial space. The analysis is intended to ensure that there is sufficient commercial land to meet the 2041 planning horizon within the City's current settlement area boundary and address the amount and location of commercial land for that time horizon.

The second category of issues relates to existing Official Plan policies. In the course of discussion of the land supply, there are of course, policy implications for the Official Plan. The majority of the discussion as it relates to Official Plan policy issues is addressed in Section 5.2 of the report.

The third category of issues in Section 5.3 of the report addresses the existing Zoning By-law provisions dealing with commercial development. These are generally not intended to address individual sites but focus on a more City-wide or zone related level.

5.1 Supply of Land

One of the issues that was identified in Stage 1 was that there will be a sufficient supply of commercial land available within the City to accommodate projected demand for new commercial space up until 2031; however, after that, it is forecast that there will be unmet demand of approximately 36,032 sq m (387,850 sq. ft.) or 9.27 ha (22.9 acres) by 2041. The Stage 1 report also identified a lack of sites suitable for mid-sized or larger commercial developments that typically require at least 2.8 hectares. In order to ensure that there is an adequate supply of commercial space to provide convenient access to daily and weekly shopping needs and contribute to a strong economy by providing jobs, it is important to consider how to address the projected shortfall. There are a number of options that may be used to address the situation and there are also various considerations associated with these options. These options include:

1. Modifying existing Official Plan permissions by: intensifying existing sites by removing or increasing caps in Community Mixed-use Centres that supports intensification by permitting additional commercial development, recognizing that there may be some challenges associated with intensification; adding new lands to the commercial /mixed-use inventory; and modifying Guelph Innovation District policies outside of the provincially owned lands within the GID.
2. Commercial opportunities in the Clair-Maltby Secondary Plan
3. Monitor the Commercial Land Supply

4. Development of Existing Vacant Land within Community Mixed-use Centres

As part of the discussion of the supply of land, the development of existing vacant lands within Community Mixed-use Centres needs to be considered as owners of two sites have expressed an interest in reducing the amount of commercial space to be built. If permitted, this change in the amount of commercial space would need to be accommodated elsewhere.

These options are discussed in more detail below.

1. Modify Existing Official Plan Permissions

Intensify Existing Sites by Removing or Increasing Retail Caps

The City's current Official Plan establishes maximum retail caps for Community Mixed-use Centres (22,760 sq m – 57,000 sq m) and Neighbourhood Centres (4,650 sq m – 10,000 sq m). Neighbourhood Commercial Centres also have a minimum distance separation from one another of 500 m to prevent the creation of "strip commercial" development comprised of a series of Neighbourhood Commercial Centres. It is noted that not all of these centres have currently reached the maximum retail floor space that they are permitted to develop. This was identified in the Stage 1 report through Figure F-1 which is attached in Appendix A. Of the lands that are planned but undeveloped, the Community Mixed-use Centre designation accounts for approximately twenty six percent of this undeveloped land and the Neighbourhood Commercial designation accounts for 9 percent of it.

The retail caps were developed due to a desire to protect the retail function of the Downtown and other retail centres. Retail caps have commonly been included in Official Plans in many municipalities for this purpose and were also used to define the position of a centre in the traditional retail hierarchy (ie regional, district or neighbourhood serving). Maximum retail caps also help to ensure a dispersal of commercial space throughout the City to meet the needs of residents and workers to access weekly commercial needs rather than having it concentrated in more limited locations.

With the Official Plan's transition to mixed-use nodes and corridors and with the Downtown's planned evolution to a wider range of

uses, it is worth considering whether the same level of protection is still necessary. The City has adopted a Secondary Plan for the Downtown, which has focused on expanding the range of new growth that is expected to occur to include major office uses, residential, civic and institutional uses and tourism. The Downtown has been identified as an Urban Growth Centre and improved transit access is planned which will also enhance the Downtown for commercial uses and as a place to live. With the expected growth in residential and other forms of development downtown, which will provide a greater local population base, there will be support for additional downtown commercial space. This was also identified in the Stage 1 report with an intensification potential of 28,028 sq m (301,700 sq. ft.) of commercial space within the Downtown.

The Downtown Secondary Plan also focuses on the public realm, community uses, heritage resources and the built form which will maintain and enhance the architecture, open spaces and unique character of the Downtown that play a significant role in attracting people and businesses. Policies have been established to identify certain streets as active street frontage areas where retail and service uses are generally required on the ground floors at the street edge. These policies will help to ensure that commercial stores and services remain an integral component of the downtown.

As a result, there is an emphasis on other factors, besides the control on the commercial floor space caps, which will help to ensure the Downtown remains healthy and viable. These include:

- the evolution of the role of Downtown based on the growth in population and other functions in the Downtown,
- an emphasis on built form and public realm enhancements in the Downtown,
- the requirement to ensure the commercial main street function is maintained on key streets Downtown, and
- the system of Nodes and Corridors in the OP that ensures a distribution of commercial areas throughout the City.

Community Mixed-use Centres are intended to be compact, well defined focal points with multi-storey buildings that efficiently use land. Allowing for a greater amount of retail floor space may encourage more growth and intensification in these areas to support these objectives. As retail centres evolve to create a complete customer experience that can readily compete with on-line shopping, it would be helpful to allow flexibility in the amount

of retail floor space permitted within mixed use development as long as the planned retail function is maintained.

It is also noted that the City does not have caps on the amount of retail space in Mixed-use Corridors (such as the one that includes Stone Road Mall) at the Official Plan level. It is therefore an option to remove the caps completely on the Community Mixed-use Centres and Neighbourhood Centres in the OP. As noted above, retail caps were developed to protect the retail function of the Downtown and other retail centres, to define the position of a centre in the traditional retail hierarchy (ie regional, district or neighbourhood serving) and to ensure a dispersal of commercial space throughout the City. With the move to Mixed-use Centres and Corridors there is an increased emphasis on built form and the integration of uses and these matters can be more appropriately addressed through other controls such as heights, massing and density. A number of other municipalities that have adopted a Mixed-use policy structure such as Markham and Richmond Hill, have removed all reference to retail caps in the Official Plan. In the case of Richmond Hill, they have done so without the requirement for a market impact study and in the case of Markham, they require retail and service needs study for sites larger than 1 ha or where otherwise appropriate at the time of rezoning.

Another option to removing the retail caps all together is to increase the caps in the Community Mixed-use Centres after 2031 as the demand for additional space has been demonstrated by the Stage 1 report. No more land is planned to be added to the existing Centres that have already developed, and some Centres will have the capacity to build more ground oriented commercial; however for others the only way that more commercial development is likely to occur is through the development of second floor space or through changes to the parking space requirements. Parking can be addressed through the addition of structured parking or through lower parking space ratios in the Zoning By-law that would allow room for new ground related buildings. Parking requirements should recognize that shared parking can be achieved in mixed-use development and that reductions may be appropriate, especially in areas well served by transit and active transportation modes (i.e. pedestrians and cyclists).

One of the City's goals is to increase the rate of intensification and part of the commercial vision and principles is to create compact commercial development as well as to create a flexible and

adaptable framework to better respond to the future evolution of the commercial marketplace. Increasing the retail caps would be consistent with those objectives. In addition, in undertaking commercial forecasts in the Stage 1 report, it was assumed that there would be greater lot coverage (with an increase from 25 to 35 %) for new commercial sites by 2031 so allowing intensification of the existing commercial sites is consistent with those assumptions.

In assessing the amount of potential commercial that could be achieved through raising or removing the caps, the Urban Design Concept Plans prepared by the City for the Mixed-Use Nodes at Gordon/ Clair, Woodlawn/ Woolwich, Watson Parkway/ Starwood and Paisley/ Imperial have been considered. These Urban Design Concept Plans have been endorsed by Council and are intended to assist in the review of development applications within these Nodes. The Urban Design Concept Plans identify potential new building locations and although the plans do not specify whether the new buildings are commercial, they do clearly illustrate the potential for more development on these sites.

If it is assumed the development at the Gordon, Woodlawn and Paisley Community Mixed-use Centres is increased by 10% each, roughly an extra 16,150 sq m (174,000) sq. ft. of commercial space could be created. This could reduce the land shortfall by approximately 4.6 ha (11.4 acres) and would push the projected shortfall date forward until after 2036. Although it still does not meet the commercial need projections for 2041, if the extra development occurs in the next 15 years, it allows additional time for further market adjustments to occur and provides the City with the opportunity to wait to add additional commercial lands until the next commercial policy review is undertaken.

There could be some challenges with this approach. To begin with, developers may not wish to intensify their sites as they may in fact, wish to decrease the amount of commercial in order to allow other uses on the site. The recent trend in commercial redevelopment in Ontario has seen a significant increase in the amount of residential within mixed-use designations, which has been associated with a stable or reduced amount of commercial. Developers may also have challenges intensifying sites. It is noted that some retailers (particularly anchor tenants) have long term leases (typically 20 years plus) and that these leases may have clauses that control various aspects of the on-site development such as the minimum amount of parking provided, restrictions on certain other retailers

on the site, etc. As a result, developers might need to renegotiate leases in order to achieve further intensification.

It must also be recognized that not all retail uses will be as easily integrated into all types of mixed-use development and some tenants can be reluctant to locate in them due to compatibility concerns and/or the desire to maintain current building prototypes, particularly as it relates to vertical integration.

It should also be noted that increasing the caps may contribute to the concentration of commercial in these nodes that may otherwise locate elsewhere and may not result in an equitable distribution of service levels throughout the City.

Add New Lands to the Commercial Inventory

Another option to address the projected shortfall of commercial space after 2031 is to increase the amount of land that is designated for commercial or mixed-use purposes. Given that there are no opportunities for expansion of the City boundaries at this time, there are constraints on the ability to redesignate new land for commercial purposes. Various approaches could be used to add additional lands.

A. Conversion from Employment to Commercial

The first option would be to redesignate lands from employment uses to commercial uses. Under provincial policy, land cannot be removed from employment designation unless it is done as part of a Municipal Comprehensive Review (MCR). The 2017 Growth Plan states that:

“The conversion of lands within *employment areas* or *prime employment areas* to non-employment uses may be permitted only through a *municipal comprehensive review* where it is demonstrated that:

- a. there is a need for the conversion;
- b. the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;
- c. the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;
- d. the proposed uses would not adversely affect the overall viability of the *employment area* or *prime employment area* or

the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and
e. there are existing or planned *infrastructure* and *public service facilities* to accommodate the proposed uses.”

As a result, any recommendation for expansion of commercial designations into employment areas will need to be carried out in conjunction with a MCR undertaken by the City rather than a standalone Official Plan amendment to implement the recommendations of the Commercial Policy Review.

The City has retained Watson & Associates Economists to prepare an Employment Lands Strategy Update, which is still underway. The Study will include an assessment of long-term employment land needs to 2041 and will evaluate the supply of employment land based on forecast demand for employment lands and the available employment land supply. The Study will be considered an interim update to provide an assessment of current employment land needs related to the future MCR process that will be required under the 2017 Growth Plan.

As part of the analysis, the Study will discuss potential conversions of employment land to non-employment uses to address demand and Growth Plan employment targets through to 2041. As a result, there may be the possibility of converting employment lands to commercial to address the projected shortfall of commercial lands after 2031.

The Employment Lands Strategy Update will review the York Road/Victoria Road lands. Given the history of the area and a number of factors such as market opportunities, surrounding land uses, infrastructure and municipal servicing needs as well as local business and resident input, further study is required prior to making any recommendation on the suitability of these lands for conversion.

Following completion of the City’s Municipal Comprehensive Review, employment lands may be available for conversion and could be considered for commercial uses in a future Official Plan Update.

B. Land Exchange between Employment and Commercial

Another option for the area of York and Victoria Roads is to consider an opportunity to exchange lands designated as Service Commercial with lands designated for Employment to create a

better commercial configuration without reducing the land area of employment lands at this location. One of the issues identified in the Stage 1 report was the lack of larger parcel sizes (2.8+ ha), which could be addressed by reconfiguring land use designations. This option may be helpful if, based on the results of the City's full MCR, the City determines that they do not want to lose employment lands in this area.

Another reason the lands at York and Victoria are attractive for exchange is that they can help to address concerns that have been raised that there is insufficient commercial development within the east side of the City including a lack of grocery stores. The Watson Parkway/Starwood Community Mixed-use Centre was planned to provide that function but it has not yet developed for commercial uses. The delay may in part be due to one of the current trends in retail identified in Stage 1 which is the consolidation of stores, as retailers choose to serve a broader market from fewer locations. In the case of the Watson Parkway/Starwood site, the Zehrs store at Eramosa Road and Stevenson Street was expanded and upgraded. This issue is discussed further in section 5.1.4.A below.

The challenge with the creation of additional commercial/mixed use designations located in the York and Victoria Roads area is that there is currently not a lot of residential development immediately around it to encourage active transportation access to the commercial development.

C. Conversion from Residential to Mixed-use

There may also be an opportunity to address the projected shortfall of commercial land by converting areas of higher density residential lands to a mixed-use designation to also permit commercial uses. At this point, it is not known if there is a surplus of higher density residential lands within the City that would allow the City to achieve the growth and intensification targets established by the Growth Plan. This would need to be examined by the City through a separate review process before the conversion could occur.

There are parcels that are currently vacant that could be identified for a possible conversion to a Mixed-use designation. In particular, high density residential sites located along arterial and collector roads may be appropriate for consideration.

Guelph Innovation District

Within the Guelph Innovation District (GID) Secondary Plan area, lands have already been designated for commercial uses to meet the needs of that area. Commercial lands include: existing Neighbourhood Commercial at the south east corner of York Road and Victoria Road; Mixed-use Corridor at the south east corner of Victoria Road and Stone Road, along the east side of Victoria Rd north of College Avenue and along the new easterly extension of College Avenue into the Secondary Plan area; and Service Commercial at York Road and Watson Parkway. As a result, the total amount of commercial opportunities appears to be sufficient to meet the needs of the new community and these lands have already been included in the available commercial land supply. It is noted however, that policies prohibit large-format stand-alone retail commercial uses due to the intention of creating main street commercial and that most of the commercial opportunities are on lands designated Mixed-use.

It is recommended that the City consider making a small revision to the policies dealing with the land at the southeast corner of Stone Road E. and Victoria Road N. that are not part of the provincially owned lands within the GID. The Mixed-use policies that were created in the GID were undertaken prior to the City-wide Commercial Policy Review and were focussed on meeting the needs of the residents of the Secondary Plan area and promoting the development of a sustainable community.

In looking at these lands through the City-wide lens of this Review, there is an option to consider the commercial opportunities that address the needs of the larger community. As noted above, there is a shortage of larger parcels of land available for commercial development. The amount of land within the Mixed-use Corridor (GID) designation in the southeast corner of Victoria Road and Stone Road is approximately 11.75 ha (29 acres) which meets the criteria for a larger parcel size. Part of the need to provide for larger parcels was to address the future demand for additional grocery store space but current GID policies do not permit stand-alone boxes.

Creating retail development within a residential mixed-use building is more challenging due to differing needs between the commercial and residential components creating conflicts that may include loading, circulation and noise issues. In the Guelph context where

land prices have not risen as steeply as in larger urban areas in the Greater Golden Horseshoe Area, the land values and the densities are not likely high enough to persuade larger format stores to accept what, from their perspective, may be less than optimal sites.

In order to encourage commercial development within the Mixed-use Corridor (GID) designation that will meet the City's needs while maintaining the GID vision and principles, it is recommended that the minimum height be reduced from 9 m to 7.5 m on a 2.5 to 3.0 ha (6 to 7.5 acres) portion of the designation. This would allow for a 2-storey structure to be built instead of 3 storeys. While the second floor space may initially be vacant (such as has occurred at the southwest corner of Gordon St and Wellington St), the long term massing of the building will contribute to a main street feel which supports a mix of uses and density of development within the area. It may also promote a larger retail store such as a grocery store as part of a larger building containing a variety of uses. Although it does not actually add new commercially designated lands, it will facilitate a greater likelihood of achieving commercial development in this area within the 2031 horizon year of the Official Plan. It is recognized that a reduction in the height may impact the projected population and employment projections for the Secondary Plan area but by restricting the reduced height to less than a quarter of the Mixed-use Corridor (GID) site at Victoria and Stone Roads, the impacts should be minimized.

In addition to reducing the height, it is recommended that a minimum amount of retail space be established at the southeast corner of Victoria Rd and Stone Rd if a minimum is not implemented for mixed-use designations on a City-wide basis. This will also help to address the lack of larger parcel sizes available for commercial development.

2. Commercial Opportunities in the Clair-Maltby Secondary Plan

Within new communities, there is a need to ensure that local serving and weekly commercial needs are being met within these communities as consumers do not want to travel far to buy these products.

Within the Clair-Maltby Secondary Plan area, there does not appear to be a need to establish weekly commercial uses such as a grocery store given the proximity to the Community Mixed-use Node at

Clair Road and Gordon Street, which has 3 grocery stores. There will be a need to provide local/convenience commercial goods and services within the residential areas of the Secondary Plan such as dry cleaner depots, dentist offices, hairdressers and fast food outlets. There is also an opportunity to consider providing commercial uses along Gordon Street that serve a broader community function or take advantage of its gateway location to the City.

The Conceptual Community Structure Plan for the community has identified a number of small mixed-use parcels along Gordon Street and one on Clair Road ranging in size from .5 ha to 1.4 ha (1.2 to 3.5 acres) and totaling approximately 6.2 ha (15.3 acres) which will potentially provide additional lands available for commercial purposes to meet the projected commercial shortfall. The small parcel sizes will limit the range of commercial uses that will be developed to local and convenience uses and given the mixed-use designation under the current policy regime, there is the possibility that no commercial will be developed within these designations.

As previously noted, the Commercial Policy Review Stage 1 report identified that there is a limited number of parcels greater than 2.8 ha (7 acres) available for development in the City. It is recommended that, to partially address this issue, a Mixed-use designation be included within the Clair-Maltby Secondary Plan area along Gordon Street that has a minimum area of 2.8 ha. It is expected that the 2.8 ha parcel will be an enlargement of a parcel already identified for Mixed-use so that there will not be an overall increase in Mixed-use land area by the full 2.8 ha.

3. Monitor the Commercial Land Supply

Although it is projected there will be a commercial land shortage, the shortage would amount to approximately 5% of the total commercial land supply in the City. Given the City has a vacancy rate of 7.5%, (and a healthy rate is typically considered to be 5 to 7.5 %) some decline in that vacancy rate could be accommodated without significant impact. If no new commercial/mixed-use land were added to or subtracted from the current supply within the City, it is estimated that the vacancy rate would drop to approximately 5.0% by 2036 and to 2.5% by 2041.

If the vacancy rates drop below 5%, there are potential implications. A shortage of land supply may ultimately result in

increased demand for retail space which, based on the law of supply and demand, could cause an increase in leasing rates or land prices that could affect commercial businesses, particularly independent businesses. This increase in land value may improve the opportunity for the City to achieve more intensification. In addition, the increase in rents or land prices may be offset by an increase in the sales per square foot achieved by retailers as there will be less competition. This may help to offset challenges faced by the changing retail market that were noted in the market trends identified in the Stage 1 report.

It should be noted however, that while the potential increase in sales per square metre may initially benefit retailers, it might not benefit consumers. Healthy retail competition is encouraged as it helps to keep businesses from stagnating as they are required to consider new and innovative approaches to remain profitable. It also fits with the principle of creating a strong and competitive economy. A decrease in land supply may diminish that competition slightly and may mean that customer service levels could drop slightly and prices could rise. Given the current competition from on-line retailing and the ability for customers to compare prices more easily, it is expected that any potential rise in prices would be moderated.

It should also be noted, that even with the potential unmet future demand for commercial space, the City is currently generally well served with a full range of goods and services (other than a current lack of food store space in the east end) and there is not expected to be significant outflow of shopping dollars to other municipalities.

At this point, the shortfall is not projected to occur until after 2031 if no existing commercial/mixed-use sites are converted to other uses (although it is acknowledged that there is a limited supply of larger parcels). Given the changes occurring in the retail market right now that is resulting in a decreased demand for retail floor space, current projections may continue to be adjusted as the full impact of the evolution caused by e-commerce and changing demographics emerge. One alternative is therefore to monitor the commercial land uptake for a few years to see how the market is adjusting before adding additional lands, and then address it at the next commercial policy review.

The City now has a strong data base of the current commercial market and as a result, monitoring the commercial changes through building or occupancy permits in conjunction with growth

in the City's population base can be more readily accomplished. This monitoring would include updating the inventory of retail commercial space in order to track vacancy rates, changes in the amount of retail commercial space and coverage ratios.

The monitoring could include a report in 5 years to identify if demand is meeting the forecasts and if it is, then supply could be revisited again in 10 years when the next commercial policy review is undertaken. If it appears that demand is growing more quickly than forecast, the City is in the position to be proactive and initiate a commercial policy review sooner than 10 years.

4. Development of Existing Vacant Land within Community Mixed-use Centres

Although the Stage 1 report has identified a projected shortfall of commercial land after 2031, there are landowners who have expressed an interest in reducing the amount of commercial development expected within Community Mixed-use Centres. As is being discussed elsewhere in this report, the Community Mixed-use Centre designation in the OP does not currently specify a minimum amount of commercial space on a site although policies indicate that the area is intended to be a focal point and provide "the opportunity to satisfy several shopping and service needs at one location". If a reduction in the expected amount of commercial development were to occur on these sites in isolation of the other options discussed above, this would lead to a larger projected shortfall of commercial development potential than is currently forecast. However, there are a variety of options that are being considered to increase the amount and parcel size of lands available for commercial floor space. As a result, a reduction in commercial space on specific sites can be considered in that context as long as appropriate service levels within the communities affected are addressed.

A. Watson Parkway/Starwood

The Watson Parkway/Starwood Community Mixed-use Centre has an historic open site plan application for 18,800 sq m (202,000 sq. ft.) of development, of which approximately 11,600 sq m (125,000 sq. ft.) is commercial and the owner has expressed an interest in decreasing the amount of commercial development on that site. Although no formal application has been submitted, discussions have occurred. One of the issues that has been raised through

public consultation that has occurred to date on this Study is the lack of a grocery store and commercial space in the east end of the City. As a result, careful consideration needs to be given to any changes in the east end to ensure that residents in the east side of the City are well served.

If alternative commercial locations are added in the east side of the City, this will provide the opportunity for other stores to develop outside of the Watson Parkway/Starwood Community Mixed-use Centre. This could address the community's concerns but could also alter the planned function of the Watson Parkway/Starwood Community Mixed-use Node. A decrease in commercial space in this location should also be assessed in the context of how much commercial space is needed to retain the planned function of the site as a Community Mixed-use Centre and as part of the Community Mixed-use Node. The Community Mixed-use Node is intended to realize, in the long term, an urban village concept through a wide range of uses in a compact urban form with a main street area. Commercial uses are a fundamental component of this concept as they service the residential and office uses, provide jobs, enliven the streetscape and support active transportation as people's daily living needs are provided within walking distance.

As noted above, the OP policies do not specifically identify a minimum amount of commercial floor space, as historically there has been little need to specify one since the focus has been on restricting the maximum amount of commercial space. With the evolution from commercial designations to Mixed-use designations and with recent changes in the real estate market that make the development of medium and high density residential development more attractive, this issue should now be addressed and is discussed in greater detail in section 5.2.4 below.

It is recommended that a minimum of 6,500 sq m (70,000 sq. ft.) gross floor area be required within the Community Mixed-use Centre to maintain its planned function. This will provide sufficient size to allow for a larger store such as a supermarket if desired, as well as other smaller retail and personal service commercial uses. The size is larger than permitted by a standard Neighbourhood Commercial Centre designation of 4,650 sq m (50,000 sq. ft.) (recognizing that some Neighbourhood Commercial Centre designation do have permissions for 10,000 sq m or 108,000 sq. ft.).

If the minimum commercial floor area was set by the 0.15 FSI minimum area established for the site, there would be a reduction of approximately 6,900 sq m (74,400 sq. ft.) in the planned amount of commercial that would need to be accommodated elsewhere. If the OP were amended to require a minimum of 6,500 sq m (70,000 sq. ft.) on this site, there would be a potential reduction in the planned commercial place of approximately 6,875 sq m (74,000 sq. ft.) that would need to be accommodated elsewhere.

While the issue of a minimum amount of commercial floor space does not immediately affect all of the existing Commercial Mixed-use Centre designations as other Centres are at different stages of development, the issue is significant enough that it should be addressed on a City-wide basis. As previously noted, the issue is discussed in greater detail below in section 5.2.4.

B. Silvercreek Junction

The lands at Silvercreek Junction that are part of the Community Mixed-use Centre between Paisley Road and Waterloo Avenue contain 8.2 ha (20.3 acres). These lands were originally intended to provide for a regional serving commercial development that would contain several big box stores. The initial proposal included Costco, Lowes and Leon's stores. Costco and Leon's have located on different sites in the City and the Lowes store has not proceeded. To date, no commercial development has occurred on this site and the owner has expressed interest in alternatives to commercial development such as residential. As noted above, the current OP policies do not explicitly prohibit that from occurring, although as also noted above, commercial uses form an important part of the planned function of the node and are therefore necessary to preserve in some form, in order to achieve a compact urban village format and address the needs of residents and employees.

In addition, with the longer term forecast for a shortfall of commercial land, removal of all of these lands from commercial uses does not appear to be in the City's best interests. While there may not be immediate short-term demand for retail in this location, planning is intended to address the preferred forms of development and land use at full build out in a manner that meets the City's objectives and vision. For example, in the past it has not been uncommon to require high density residential development to be planned within a new residential community even if there was no

immediate demand for this form of development or to require local commercial uses which typically do not develop until there is sufficient residential development to support them.

The same approach should be taken with the Silvercreek Junction site so that in order to address the long-term needs of the City, some commercial development should occur on this site. It is also expected that if a substantial amount of new residential development occurs on the site, there will be a need for at least some local serving commercial uses on the site. A portion of the site should therefore retain a designation that permits commercial. This may be done through retaining the Community Mixed-use Centre designation with a minimum amount of commercial floor space as discussed above or it may be appropriate to designate a portion of the lands for Neighbourhood Commercial Centre with a larger cap of 10,000 sq m (108,000 sq. ft.). If part of the land is redesignated from Community Mixed-use Centre to Neighbourhood Commercial Centre then the City will need to re-examine the Community Mixed-use Node in this location. Given the site's location between the Community Mixed-use Node at Paisley and Imperial Roads and the Downtown, there may be a suitable planning rationale to remove the Community Mixed-use Node designation from this location. This matter will need to be addressed as part of the City's Growth Plan conformity exercise.

If the minimum commercial floor area was set at 0.15 FSI for the Mixed-use portion of the site, there would be a reduction of approximately 8,200 sq m (88,500 sq. ft.) in the planned amount of commercial that would need to be accommodated elsewhere in the City. If the commercial floor space was allowed to only require a minimum of 6,500 sq m (70,000 sq. ft.) on this site, given its role as a Community Mixed Use Centre, there would be a potential reduction in the planned commercial place of 14,000 sq m (150,000 sq. ft.) that would need to be accommodated elsewhere in the City.

The size of this site is such that the development of a large proportion of non-commercial uses on it would further exacerbate the lack of large parcels available for commercial development in the City. It would also put a noticeable dent in the amount for land available for commercial development so that the City would no longer have a sufficient supply of land to meet the projected 2031 requirements. While it is recognized that the owner does not currently have tenants for the site, this Study is intended to look at the long term commercial needs of the City. It is therefore

recommended that the alternative development options for this area only be considered if the City is satisfied that there are acceptable ways to address the projected shortfall of commercial land.

Combination

If both the Watson Parkway/Starwood and Silvercreek Junction Nodes developed per a 6,500 sq m (70,000 sq. ft.) commercial floor area minimum, a total of 20,875 square metres (224,500 sq. ft.) would need to be accommodated elsewhere in the City. This would translate to an additional 8.35 ha (20.6 acres) if accommodated entirely through commercial vacant land development. This would turn a 6.31 ha (15.6 acres) land surplus in 2031 into a deficit of 2.04 ha (5.0 acres). When added to the 9.27 ha (22.9 acres) requirement already identified for 2041, a total of 17.61 ha (43.5 acres) of additional land would be required.

5.2 Official Plan Policy Issues

As noted above, Section 5.1 of this report was focussed on addressing issues relating to the supply of land available for commercial development within the City and this section is intended to address other issues that have been identified for review as part of the Commercial Policy Review relating to existing Official Plan policies.

The issues to be addressed include:

- Considering updates to the commercial policy structure and commercial/ mixed use designation categories;
- Considering the possible expansion of active retail frontage requirements;
- Addressing Big Box retail;
- Considering the feasibility of second floor commercial in mixed-use buildings;
- Maintaining a mix of uses on mixed-use sites;
- Considering incentives to achieve the desired built form;
- Identifying possible modifications to market impact study requirements; and
- Addressing parking requirements.

These issues will flow from and address the City's current Official Plan structure and policies. The OP has created an overall urban structure that is

identified in the urban structure policy for the Official Plan in the form of Growth Plan Elements identified on Schedule 1 of the Official Plan.

It focuses growth towards:

- The Urban Growth Centre (Downtown);
- Community Mixed-Use Nodes;
- Intensification Corridors; and
- New Greenfield Neighbourhoods

Both the Community Mixed-Use Nodes and the Intensification Corridors include a commercial component as part of their planned function. Each of the Community Mixed-use Nodes (Growth Plan Element) include lands designated Community Mixed-use Centre as well as High Density Residential and other designations that support its vision as a compact, mixed-use place. Three of the Intensification Corridors include lands with a Mixed-use Corridor designation along with other designations.

This urban structure is supported by a commercial policy structure with five major land use designations that permit commercial and mixed-use development and which are defined by their size and planning function. The commercial land use designations are shown on Schedule 2 of the Official Plan attached in Appendix B and include:

- Community Mixed-use Centre;
- Mixed-use Corridor;
- Neighbourhood Commercial Centre;
- Service Commercial; and
- Mixed Office/ Commercial.

The two mixed-use designations permit a variety of land uses, encourage intensification, establish design parameters and recognize that permitted uses can be mixed vertically within a building or horizontally within a site. Neighbourhood Commercial Centres permit a range of commercial uses and also permit multiple unit residential within mixed-use buildings. The Service Commercial designation is intended to limit the range of retail uses, the sites are often auto-oriented and they do not permit residential uses. The Mixed Office/ Commercial designation permits small-scale commercial, office and residential uses.

1. Commercial Structure and Designations

The OP's current urban structure has been revised to reflect the Growth Plan requirements to create Nodes and Corridors. Within this urban structure, the City has established the Community Mixed-use

Centre designation that forms a significant part of the Community Mixed-use Nodes and the Mixed-use Corridors designation that forms an important component of the Intensification Corridors. The Mixed Office/ Commercial designation permits a variety of small uses and the name of the designation conveys the intent of the desired function. The Neighbourhood Commercial Centre and Service Commercial designations that permit commercial uses have retained a name that focuses on commercial uses than a mixed-use one. Given that there is an overall thrust through the vision, principles and policy direction to encourage intensification, mixed-use development and the use of active transportation and transit, there is an opportunity to consider the structure of the commercial policies and assess if it would be appropriate to redesignate the remaining commercial designations to mixed-use designations.

A number of the other municipalities reviewed as part of the Stage 1 work created mixed-use designations that applied to all or most of the designations that permit commercial uses. If there is a desire to encourage a range of uses in a compact form, a mixed-use designation more clearly identifies the type of built form character and the function that the City wants to achieve.

A. Neighbourhood Commercial Centre

Although apartment residential is currently permitted in a mixed-use building within the Neighbourhood Commercial Centre designation, consideration could be given to emphasizing this through the creation of a new mixed-use designation in order to encourage intensification and facilitate active transportation to commercial uses. This would be consistent with the Vision and Principles established for this study for compact and sustainable commercial development that is convenient and accessible, and with the Mixed-use approach being utilized for the higher order commercial in the OP. It would also emphasize the role of commercial as part of a focal point within the local neighbourhood as many of the existing Neighbourhood Commercial Centre designations are already adjacent to medium or high density residential development.

In addition, it was also noted in the Stage 1 report that there is a trend towards a flattening of the retail hierarchy as, for example, regional centres start to include more local serving goods and services. Changing Neighbourhood Commercial Centres to a Neighbourhood Mixed-use designation may also provide greater flexibility to neighbourhood serving centres to respond to retail changes and maintain the health of these areas.

On the other hand, the Neighbourhood Commercial Centre sites are typically smaller and therefore have less flexibility to incorporate new residential space without the loss of commercial space. Given the projected long term shortage of commercial space, as well as the desire to meet consumer demand and provide jobs, further opportunities that possibly reduce the amount of commercial space may not be desirable at this time. It would only be considered appropriate if it was combined with policies establishing a minimum amount of commercial space required on a site as discussed below in section 5.2.4.

B. Service Commercial

The role of the Service Commercial designation is to provide commercial uses that would not normally locate within the Downtown because of site area or highway exposure needs or which may conflict with residential uses.

The definition in the OP of Service Commercial is:

“uses that support highway-oriented or service-oriented commercial activities that cannot be readily located within the downtown area or within a shopping centre location. The following list characterizes the main features of a service commercial use:

- a) A use that requires a large site area and outdoor display area to accommodate the sale of large commodities such as cars, recreational vehicles, building supplies;
- b) A use that primarily relies on business from tourists and inter-urban traffic such as a hotel, gas bar, fast-food restaurant;
- c) A use that supplies goods and services that are not normally found within the downtown or a shopping centre such as auto repair and service facilities;
- d) A use that requires a location convenient to industry as it primarily provides service to industry such as machinery sales and service, electrical supplies; or
- e) A use that requires substantial showroom area because of the bulky or large size nature of the principal commodities that are being marketed, and the requirement for a large showroom makes it economically difficult to provide the space in the downtown or shopping centre location.”

The types of uses that typically locate in Service Commercial are usually based on auto-centric forms of transportation that while necessary, do not help to achieve the OP’s objectives for active transportation and transit use or the Principles of ensuring that commercial development is compact and pedestrian oriented.

Recognizing this, the OP policies already discourage the establishment of new service commercial strips and promote the retention of service commercial only along one side of an arterial road.

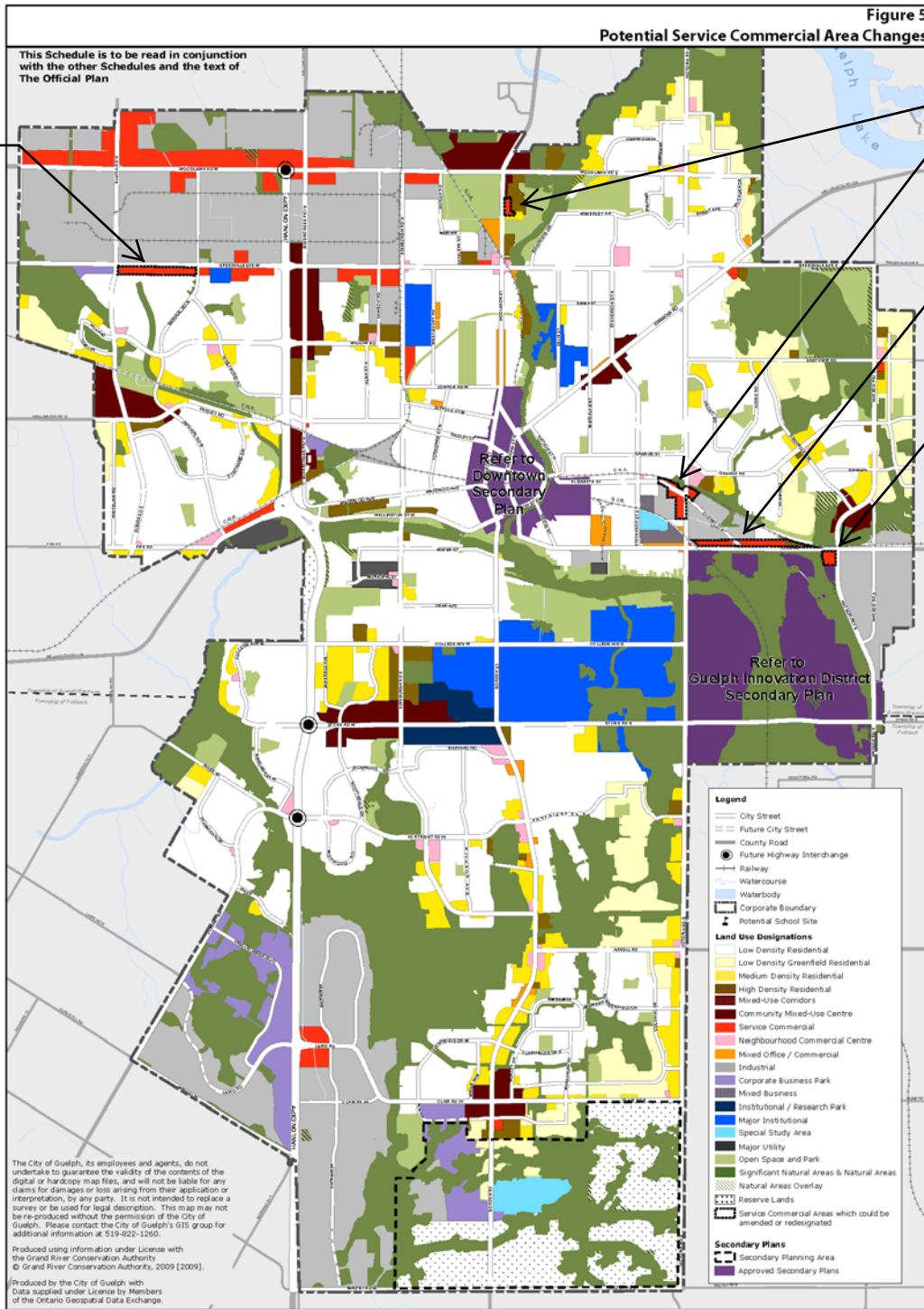
It is acknowledged that the needs that are served by this designation will continue to exist within the City but not all service commercial areas are functioning at an optimal level, may no longer serve the primary intended function or could support additional intensification opportunities. Options to update the Service Commercial designation could consider:

- expanding the range of permitted uses within the designation; or
- converting some Service Commercial areas to other designations.

Due to the potential conflict of the current permitted uses with residential uses, it is not recommended that the designation be changed to a mixed-use format.

Expanding the range of uses would be consistent with the evolution in retailing where stores are providing a wider range of goods such as grocery stores selling clothes, drug stores selling food etc. It would also open up the opportunity for greater competition amongst retailers, if additional uses are permitted in what are currently Service Commercial locations. The challenge with this approach is that limiting the range of uses in the Service Commercial designation is intended to preserve the function of the Downtown and other Commercial and Mixed-use designations. It should also be noted that many of the existing Service Commercial lands are not ideally situated for serving residential areas, which may utilize or benefit from additional commercial uses. As a result, this is not the recommended approach for the majority of the Service Commercial locations although there are some locations as outlined on the Figure 5 below that may be suitable for some expansion of permitted uses.

- i. Victoria Road and Elizabeth Street;
There are lands designated for service commercial at the northeast, northwest and southwest corners of Victoria Rd and Elizabeth Street. The area immediately southeast of these lands has been identified in section 5.1.1 of this report as an area that could possibly be considered for future conversion of employment lands to commercial uses based on the Employment Land Strategy Update currently being undertaken by the City. The Service Commercial lands could be considered as part of a larger study for the area identified through the Employment Land Strategy Update or they could be considered



CITY OF GUELPH
OFFICIAL PLAN
SCHEDULE 2:
LAND USE PLAN

CITY OF Guelph
 Making a Difference

1 0.5 0 1 KM

Projection: UTM 17N NAD83
 Produced by the City of Guelph
 Planning Services
 March 2018 Consolidation

for an expansion of permitted uses on their own. If the Victoria and Elizabeth lands are considered on their own, they would not have to wait for a Municipal Comprehensive Review.

- ii. York Road, north side, east of Victoria Road
The lands are designated Service Commercial in the Official Plan. They are opposite the Guelph Innovation District located on the south side of York Road where the lands are designated Neighbourhood Commercial at the corner, Service Commercial to the east of that and then Significant Natural Areas. The depth of the Service Commercial designation on the north side of York Road limits the extent of development that could occur. In advance of a full Municipal Comprehensive Review, it may be possible to consider exchanging lands designated Service Commercial with lands designated for employment without any reduction in the total amount of employment lands in the area. This would improve the configuration of these lands which, when combined with a change in the type of commercial or mixed use designation, would provide for additional types of commercial uses to serve the east side of the City.

The implications of increasing commercial permissions in the York Road/ Victoria Road area must also consider the impact on the existing Neighbourhood Commercial Centre at the south east corner of York and Victoria Roads and the planned mixed-use areas within the GID Secondary Plan that are located in close proximity to this area. On the Mixed-use Corridor area located on the extension of College Avenue and on Victoria Road to the north of College, there is a minimum height of 4 storeys. In addition, large format stand along retail commercial uses are prohibited. As a result, given the requirement for commercial to be located in vertically integrated buildings, it is expected that more small scale and convenience types of commercial uses will be developed in these areas of the GID that would be a different from the type and form of commercial than might be anticipated on the York and Victoria lands. The Mixed-use Corridor designation at the corner of Stone Road and Victoria Road is further removed from York and Victoria and other recommendations to address that area are provided in section 5.1.1 above.

Service Commercial Areas that should be considered for redesignation are discussed below and are shown on the Figure 5 above. They include:

- i. Woolwich Street, east side, between Marilyn and Woodlawn Rd;

This area is located within an Intensification Corridor on Schedule 1 of the OP and is surrounded by Medium and High Density Residential. In order to ensure that redevelopment of the area respects the Intensification Corridor and the surrounding uses it is recommended that the lands be redesignated to Mixed-use Corridor.

- ii. Speedvale, south side, between Imperial and Elmira;
These lands are predominately vacant and are adjacent to residential uses to the south and opposite employment uses on the north side of the street. Redesignation to Mixed-use Corridor is recommended as it would expand the range of permitted uses and appears to be generally compatible with surrounding land uses. This could warrant consideration of these lands as an Intensification Corridor on Schedule 1 Growth Plan Elements at the next Official Plan review as all other Mixed-use Corridor designations are within an Intensification Corridor.
- iii. Southwest corner of York Road and Watson Parkway;
This parcel is the site of the former Royal Canadian Legion and is currently occupied by commercial/recreational uses. The lands are designated Service Commercial in the GID Secondary Plan. Redesignation to a mixed-use designation is recommended as it would help meet commercial needs in the east end, and because it has sufficient lot size and depth to accommodate large neighbourhood and community serving commercial building formats. This would expand the range of permitted uses and appears to be generally compatible with surrounding land uses.

2. Active Frontage Requirements

The Downtown Secondary Plan identifies certain streets as active frontage streets. The policies in section 11.1.7.3.4 dealing with active streets state:

“On key streets, active frontages will be achieved to reinforce the role of these streets or portions of streets as commercial, pedestrian-oriented, urban streetscapes. The following shall apply to *development* on properties where active frontage is required, as identified in Schedule C:

- a) Retail and service uses, including restaurants and personal service uses, or entertainment uses shall generally be required on the ground floors of all buildings at the street edge.
- b) Notwithstanding subsection 11.1.7.3.4 a), offices are also permitted on the ground floors of these properties; however, such uses shall be encouraged to locate in other locations Downtown to ensure Downtown's main streets maintain a strong retail character. The *Zoning By-law* may restrict the size of such new uses and/or their width along the street to ensure they do not detract significantly from the intended commercial function of the street.
- c) Buildings shall contribute to a continuous street wall that has a minimum height of 3 storeys, with infrequent and minimal gaps between buildings.
- d) The width of retail stores and the frequency of entrances shall contribute to a continuously active *public realm* and give the street wall a visual rhythm. The width of stores and restaurants may be limited through the *Zoning By-law* to ensure a rhythm of commercial entrances and avoid long distances between commercial entrances.
- e) Ground floor heights will generally be a minimum of approximately 4.5 metres floor to floor, and windows shall correspond appropriately to the height of ground floors. Generally, a large proportion of the street-facing ground floor wall of a new mixed-use building shall be glazed."

The question has been raised as to whether additional streets should be identified for active frontage requirements in the Downtown. Active frontage retail is most successful where it occurs on both sides of the street or where there are some other form of active use opposite it. The role and function of commercial space within the Urban Growth Centre (Downtown) appears to have shifted somewhat based on the new Secondary Plan with greater emphasis on other uses such as residential and entertainment. Until there is a greater demand for retail uses within the Downtown (which should occur as greater population growth happens in the area) it may be best to concentrate the active frontage areas in locations that have already been identified rather than dispersing them and therefore no changes in the Downtown are recommended. It is noted that there is no restriction from them locating in other areas. It is also recommended that this issue be reassessed in the next commercial policy review to determine if sufficient population growth has occurred Downtown to support the expansion of active frontage streets.

There are currently no requirements for active frontage streets outside of the Downtown. The OP strongly encourages incorporating main street forms of development within Community Mixed-use Centres where appropriate, and ground floor retail and service uses are also strongly encouraged. These main street areas are intended to be developed on the basis of the Urban Design Concept Plans which have been approved by Council and there is an opportunity to incorporate active frontage streets in Community Mixed-use Centres within the main street development. It is recommended for areas outside of the Downtown that the existing policies be modified slightly so that policy c) recognizes that there may be small gaps in a continuous street wall and that in policy d) the width of stores and frequency of entrances may need to recognize the existing retail formats.

3. Big Box Retail

There has been a general decline in the amount of new big box retail stores that have been developed in recent years and it is a trend that is expected to continue. This fits well with the City's desire to create main street type commercial as big box stores are typically less compatible with that type of built form.

The current OP policies restrict the number of large buildings with 5,575 sq m (more than 60,000 sq. ft.) of gross floor area on a Community Mixed-use Centre site to four. The current policies seem to be working effectively and with the declining development of big box retail stores, there does not appear to be a need to modify the existing policies.

4. Maintain the Mix in Mixed-use Sites

In order to achieve the planned function of mixed-use sites it will be important to ensure that a site is not developed or redeveloped exclusively with residential or non-residential development. In the context of the projected shortfall of commercial lands after 2031, it is also important to recognize that the projections are based on the assumption that existing vacant sites that permit commercial uses will be developed primarily with commercial uses otherwise the shortage will be exacerbated.

As discussed above in section 5.1.1, the OP policies to date have focused on limiting the maximum amount of retail space on a site rather than being concerned about a minimum amount of commercial space. The OP policies in 9.4.2.14 dealing with Community Mixed-

use Centres state that “To promote a mixture of land uses within each Community Mixed-use Centre, retail development will be limited to the following total gross floor area cumulatively of all buildings within the designation.” The OP policies in section 9.4.3.1 dealing with Mixed-use Corridors state that Zoning By-laws may include minimum density requirements but again do not specify a minimum amount of commercial floor space.

However, the Community Mixed-use Nodes policies make it clear that commercial development is an inherently important component of the Node in order for it to achieve its planned function and desired built form. As a result, a minimum size/amount of commercial is recommended for mixed-use centres and corridors at the OP level in order to protect the commercial function of mixed-use sites to ensure that they are not developed solely or predominately for residential uses.

In determining what the minimum amount of commercial floor space should be, it is difficult to quantify when the commercial function of a node is lost because the commercial floor space is too small. In order to support intensification, it is suggested that the City generally consider a minimum of .15 Floor Space Index (FSI) of commercial space at full build out. The zoning for community and regional shopping centres currently specifies a minimum Gross Floor Area (GFA) but that minimum simply ensures that it does not fall within the lower zone category.

It is recommended that this FSI be established as a benchmark that allows a developer some latitude to rationalize going slightly below that space. As discussed above in section 5.1.1 for Community Mixed-use Centres, it is recommended that a hard minimum amount of floor space be established as 6,500 sq m (70,000 sq. ft.) as any reduction below that level is expected to affect the planned function. Given that Mixed-use Corridors can have different retail functions, a minimum amount of retail floor space is not suggested for that designation.

In establishing the policies addressing the minimum FSI it has to be determined if it is calculated based on the overall designation or for each individual property. In many cases, there are multiple parcels within each designation. The implications of requiring it on the basis of the overall lands within the designation is that individual property owners could develop non-commercial uses and leave the last property that develops “holding the bag” and required to provide all of the commercial space to achieve the minimum. However, the same

argument could be applied to the restriction on the maximum amount of floor space that is permitted and the OP currently establishes the maximum floor space based on the designation rather than on the individual sites. This allows certain sites to develop exclusively for one use rather than requiring a mix of uses on each site.

It is also noted that the City has prepared Concept Plans for the Community Mixed-use Centres that provide guidance on how the whole designation should develop and while they do not focus on uses, they can identify what opportunities will exist within the designation and prevent one owner from dictating the development of the area. As a result, it is recommended that the minimum FSI be applied on a designation basis.

There is also a desire to encourage residential uses on sites that are currently exclusively developed with commercial uses. As noted above in section 5.1.1 in the discussion regarding increasing or lifting the retail caps, there will be issues that need to be addressed to ensure compatibility between commercial and residential uses especially with respect to retrofitting existing sites including addressing such issues as deliveries and garbage pickup.

5. Second Floor Space

One of the objectives of the Study was to consider the feasibility of second floor commercial and mixed-use buildings to support the pedestrian friendly urban visions for the Growth Centre (Downtown), GID Urban Village, Community Mixed Use Nodes and Intensification Corridors. In the Official Plan, urban design policy 8.6.13 dealing with built form for buildings other than low rise residential, states "Generally, a minimum building height of 2 storeys will be encouraged to provide definition to streets and open spaces. Regulations for minimum building heights may be incorporated into the Zoning By-law for non-residential uses at key locations such as sites fronting onto arterial or collector roads, identified Main Streets and at intersections." Policy 8.6.13.14 states "Site and building design should support and facilitate future intensification and redevelopment including strategies for building expansions. For example, ensuring that upper storey volumes can be infilled to create additional floor area."

Second floor space is therefore not mandatory but is simply encouraged and in practice, it appears to only be required on a portion of the site. This approach is used by a variety of municipalities to help

to intensify and animate major streets while recognizing the challenges of second floor space above commercial development.

In undertaking the initial public consultation and visioning for this Study, the public were asked what types of uses were appropriate on the second floor and as noted in section 3 above, they felt that a variety of uses including offices, residential, fitness and wellness would work in second floor space throughout the various designations that permitted commercial uses.

The challenge with this type of space is the ability to find tenants to fill it and that the rents which can be achieved for this space, have historically been low. In addition, some ground floor tenants are less interested in locating below second floor space due to either compatibility concerns (particularly where food preparation is involved) or that they have a standard corporate design for their store that they have spent time and money refining to meet their needs and they can therefore be reluctant to modify. Due to the generally lower demand for this type of space, encouraging second floor commercial space such as small offices in Community Mixed-Use Centres or Mixed-Use Corridors may initially compete with similar space in the Downtown, which could detract from the Downtown.

In order to facilitate second floor space, the City should explore opportunities to address barriers to the creation of second floor space with the development community. This may include options such as exempting some or all of the ground floor retail space in multi-storey mixed-use buildings from the retail floor space caps (if they are maintained) or reducing the parking requirements for second floor space in order to incentivize this form of development.

6. Incentives

Municipalities, to encourage the development of the desired built form, have sometimes used a variety of incentives. The creation of vertically integrated mixed-use (ie mixed-use buildings) is often seen as more challenging outside of areas with concentrated development such as the downtown (ie more suburban locations). This is due to a variety of reasons including the preference on the part of consumers to be able to drive to retail stores and a lack of experience among developers in building mixed use buildings (although that is starting to change).

Incentives for creating urban and/or mixed-use buildings could be provided for through the use of Community Improvement Plans,

parking exemptions for second floor space, exemptions from retail caps for ground floor space, or the use of Section 37 bonusing. These forms of incentives, which were also referenced in the City's Urban Design Action Plan, are recommended for consideration through future review or creation of Community Improvement Plans, and through the review of the Zoning By-law standards relating to parking and retail caps or if Section 37 is utilized.

7. Market Impact Studies

The City currently requires a Market Impact Study for proposals that want to establish a new commercial or mixed-use area or to expand an existing one. Policies currently state that:

1. Subject to the policies of Section 1.3, proposals to establish new commercial or mixed-use areas or to expand the areas identified on Schedule 2 shall require an amendment to this Plan.
2. Market Impact Studies shall be required to assess the impact on the City's commercial policy structure when proposals are made to:
 - i) establish a new, or modify the designation limit boundaries of a Community Mixed-use Centre or Mixed-use Corridor;
 - ii) to modify (increase or reduce) the retail floor area limitations within a Community Mixed-use Centre established in policy 9.4.2.16 or the number of large retail uses in policy 9.4.2.14; and
 - iii) to extend or enlarge a Neighbourhood Commercial Centre to provide more than 10,000 square metres of gross floor area.
3. An appropriate Market Impact Study shall demonstrate that:
 - i) the proposal can be justified without detriment to the overall function or economic vitality of Downtown or the key component functions that contribute to Downtown's overall vitality;
 - ii) the achievement of the City's Strategic Goals, the Urban Design policies and the Commercial and Mixed-use policies and objectives of the Official Plan will not be compromised; and
 - iii) the ability of existing designated commercial or mixed-use lands to achieve their planned function will not be compromised.
4. A Market Impact Study shall include:

- i) an assessment of the current market situation and the future potential for the expansion of retail facilities in light of projected population and employment growth;
- ii) an evaluation of the economic feasibility of the proposal on the basis of current market demand or retail market opportunity;
- iii) an indication of the scale of any adverse affects on the economic viability of Downtown, the key functions that contribute to Downtown's overall vitality and on any existing or planned designated commercial or mixed-use lands provided for in this Plan;
- iv) an assessment of the implications of the proposal relative to the City's approved Commercial Policy Review Study and the objectives and implementing policies of this Plan."

Given that there are now mixed-use designations that allow for additional uses as well as commercial and that there is an identified long term shortage of commercial land supply, it is suggested the policies be modified to indicate that market studies are required for proposals to establish or modify commercial or mixed-use areas or to expand *or reduce* an existing one. This would be consistent with issue 5.2.4 above where the intent is to ensure a minimum amount of commercial floor space within mixed-use sites in order to ensure that the planned function is retained. Any development with a commercial FSI below .15 should be required to undertake a market impact study.

The wording of the OP market impact policies themselves should also be clarified to understand the differences that apply to how the Downtown versus commercial and mixed-use sites are addressed. The current wording seems to have a concern for addressing the "vitality" of the Downtown versus the "planned function" of other commercial or mixed-use sites.

8. Parking

Surface parking occupies a significant portion of many retail sites which can detract from the visual appeal of the site, focus access on auto-oriented rather than active transportation modes of travel and create large areas of impervious surfaces which do not support the City's goal for more sustainable development. As retail sites transition to mixed-use formats, consideration should be given to Official Plan policies that encourage shared parking to reduce the overall supply of parking spaces. In the City's Zoning By-law, parking requirements could recognize that reductions in the required total number of spaces may be appropriate due to shared parking

opportunities, especially in areas well served by transit and active transportation modes (i.e. pedestrians and cyclists).

Parking requirements are currently addressed through the City's Zoning By-law and parking space ratios for commercial development were lowered in the Downtown through the recently adopted Downtown Zoning By-law. Parking rates outside of the Downtown still reflect a typical suburban level of parking requirements. Consideration should be given to revising those rates to reflect the move towards mixed-use development and greater active transportation and transit usage.

The City could also consider introducing maximum parking ratios in order to limit the extent of parking and further encourage other modes of travel to commercial sites. This may be more of a challenge where there is not strong transit service. It is also recognized that major retailers often have parking ratios that they require to be available before they will agree to locate on a site.

In order to be able to respond to potential future changes in parking demand from such things as active transportation and autonomous vehicles, recognition should also be given to ensuring the flexible design of parking garages and structures so that they can adapt to future alternative uses.

5.3 Commercial Zoning

1. Consistency with OP Designations

The current commercial zones have not been updated to reflect the most recent changes to the OP policies nor the commercial policies that were updated in 2006 and are therefore not completely consistent with the OP designations. The City has created mixed-use designations that permit a variety of uses. However, the Zoning By-law does not permit the range of uses contemplated by the OP. For example, residential use permissions are limited within the Community Shopping Centre (CC) zone. Commercial space caps are included in the City's Zoning By-law but these do not align with the OP caps and the gross floor area does not differentiate floor area based on use. Ensuring that the zoning reflects the land use permissions in the OP will facilitate mixed-use development as it will eliminate the need for site-specific zoning amendments.

It is also noted that within the same OP designation there can be multiple zones. For example, along Stone Road within the Mixed-use Corridor designation, there are Regional Shopping Centre, Community Shopping Centre and Service Commercial zones. Within the Woodlawn Community Mixed-use Centre there are Community Commercial, Service Commercial and Industrial zones.

The zoning by-law should be revised to provide new zones or zone requirements that implement the Community Mixed-use Centre and Mixed-use Corridor OP designations through standardized zones that reflect the role of the area. This could include broadening the range of uses and considering whether to remove the commercial floor space caps where none exists at the OP level. This should be done in conjunction with establishing minimum amounts of commercial development within these zones as noted above in section 5.2.4.

2. Small Scale Commercial

In the OP, small scale commercial is currently permitted in residential areas up to a maximum gross floor area of 400 square metres on a property as long as it is developed in a manner that is compatible with adjoining residential properties and which preserves the amenities of the residential neighbourhood. Consideration should be given in the zoning to permitting small-scale convenience retail and personal service commercial in the base of apartment zoning to facilitate this type of use where the market demand exists. The City of Toronto has recently introduced a Residential Apartment Commercial zone that allows small-scale business and community services in the base of high rises in order to encourage active transportation and better access to these uses.

6 Conclusions and Next Steps

Conclusions

There have been a variety of options that have been suggested as a means to address the projected shortfall of commercial lands after 2031, including the need for parcels greater than 2.8+ ha in size. It is expected that the ultimate solution will involve incorporating a combination of the suggested alternatives and policy options to achieve the desired results. It is also noted that it will not be possible to implement some of the alternatives until additional work is undertaken including the Municipal Comprehensive Review to address the 2017 Growth Plan and potential further study of the York Road and Victoria Road area. No matter which option or combination of options is selected, it is recommended that the City consider monitoring the utilization of commercial lands within the City.

From an OP policy perspective, it is recommended that:

- Some service commercial sites be reconsidered for other designations;
- Active retail frontage requirements be applied to the main street areas of Community Mixed-use Centres;
- The City should explore opportunities to address the barriers to the creation of second floor space;
- A minimum .15 Floor Space Index for retail space should generally be applied to mixed-use sites with an absolute minimum floor space of 6,500 sq m (70,000 sq. ft.) for Community Mixed-use Centres;
- Incentives should be considered to achieve the desired built form;
- Modifications should be made to market impact study requirements; and
- Amendments should be made to commercial parking requirements.

For commercial zoning it is recommended that:

- Commercial zones be updated to reflect the most recent changes to the OP policies; and
- Zoning to permit small-scale convenience retail and personal service commercial in the base of apartments should be considered.

Next Steps

This report will be presented to the public and to Council for input on the alternatives. Opportunities for public input will be provided through both

workshops and an on-line survey. The preferred framework report will reflect input received and provide greater detail on the policy direction for Official Plan and Zoning By-law changes.

Stage 3 of the Study will involve the actual preparation and adoption of the Official Plan and Zoning By-law amendments.

Appendix A

Vacant Commercial Land, Intensification/Mixed-Use Potential

Figure F-1				
Vacant Commercial Land, Intensification / Mixed-Use Potential in the City of Guelph				
Designation	Zoning	Address	Intensification Potential (Sq. Ft.)	Parcel Size (Ac.)
Community Mixed Use Centre				
	Community Shopping Centre	3 Woodlawn Road West	12,000	n.a.
	Community Shopping Centre	1750 Gordon Street	22,800	n.a.
	Community Shopping Centre	98 Farley Drive	n.a.	2.2
	Community Shopping Centre	804 Woolwich Street	8,400	n.a.
	Community Shopping Centre	40 Silvercreek Parkway South	n.a.	20.3
	Community Shopping Centre	963-1045, Paisley Road / 129 Elmira Road Sou	224,800	n.a.
	Subtotal Community Shopping Centre		268,000	22.5
	Neighbourhood Shopping Centre	950 Paisley Drive	13,600	n.a.
	Neighbourhood Shopping Centre	85 Starwood Drive	n.a.	1.4
	Subtotal Neighbourhood Shopping Centre			1.4
	Commercial-Residential	111 Starwood Drive	1,800	n.a.
	Service Commercial	40 Silvercreek Parkway South	n.a.	2.6
	Subtotal Other Community Mixed Use Centre		1,800	2.6
	Total Community Mixed Use Centre		269,800	26.6
Mixed Use Corridor				
	Regional Shopping Centre	435 Stone Road West	100,000	n.a.
	Service Commercial	601 Scottsdale Drive		1.8
	Puslinch	Stone Road E (GID Secondary Plan Area)	101,000	n.a.
	University of Guelph and Guelph Correctional Centre	Victoria Road South (GID Secondary Plan Area)	96,000	n.a.
	Total Mixed Use Corridor		297,000	1.8
Neighbourhood Commercial Centre				
	Community Shopping Centre	Wellington Street West	n.a.	6.0
	Convenience Commercial	1340 Gordon Street	n.a.	0.7
	Neighbourhood Shopping Centre	105 Elmira Road North	n.a.	2.4
	Total Neighbourhood Commercial Centre		n.a.	9.1

Source: Tate Economic Research Inc. based on information provided by the City of Guelph.
Note: Totals may not add due to rounding.

Figure F-1 (Continued)				
Vacant Commercial Land, Intensification / Mixed-Use Potential in the City of Guelph				
Designation	Zoning	Address	Intensification Potential (Sq. Ft.)	Parcel Size (Ac.)
Service Commercial				
	Highway Service Commercial	383 Woodlawn Road West	n.a.	3.4
	Highway Service Commercial	30 Wilbert Street	n.a.	3.2
	Highway Service Commercial	309 Woodlawn Road West	n.a.	2.2
	Highway Service Commercial	40 Wilbert Street	n.a.	2.9
	Highway Service Commercial	523 York Road	n.a.	0.6
	Highway Service Commercial	540 York Road	n.a.	3.0
	Highway Service Commercial	1 Wilbert Street	n.a.	4.1
	Highway Service Commercial	25 Wilbert Street	n.a.	2.1
Subtotal Highway Service Commercial				21.4
	Service Commercial	327 Woodlawn Road West	n.a.	0.8
	Service Commercial	218 Speedvale Avenue West	n.a.	1.6
	Service Commercial	453 Imperial Road North	n.a.	3.0
	Service Commercial	404 Speedvale Avenue West	n.a.	2.7
	Service Commercial	456 Imperial Road North	n.a.	0.7
	Service Commercial	580 Speedvale Avenue West	n.a.	0.9
	Service Commercial	301 Elmira Road North	n.a.	7.0
	Service Commercial	596 Speedvale Avenue West	n.a.	0.7
	Service Commercial	556 Speedvale Avenue West	n.a.	3.1
	Service Commercial	604 Speedvale Avenue West	n.a.	0.7
	Service Commercial	588 Speedvale Avenue West	n.a.	0.8
	Service Commercial	455 Watson Parkway North	n.a.	2.5
	Service Commercial	21 Corporate Court	n.a.	1.7
	Service Commercial	40 Cowan Place	n.a.	0.6
	Service Commercial	50 Cowan Place	n.a.	1.3
Subtotal Service Commercial				28.2
	Convenience Commercial	580 Paisley Road	n.a.	0.6
Subtotal Other Service Commercial				0.6
Total Service Commercial			n.a.	50.1

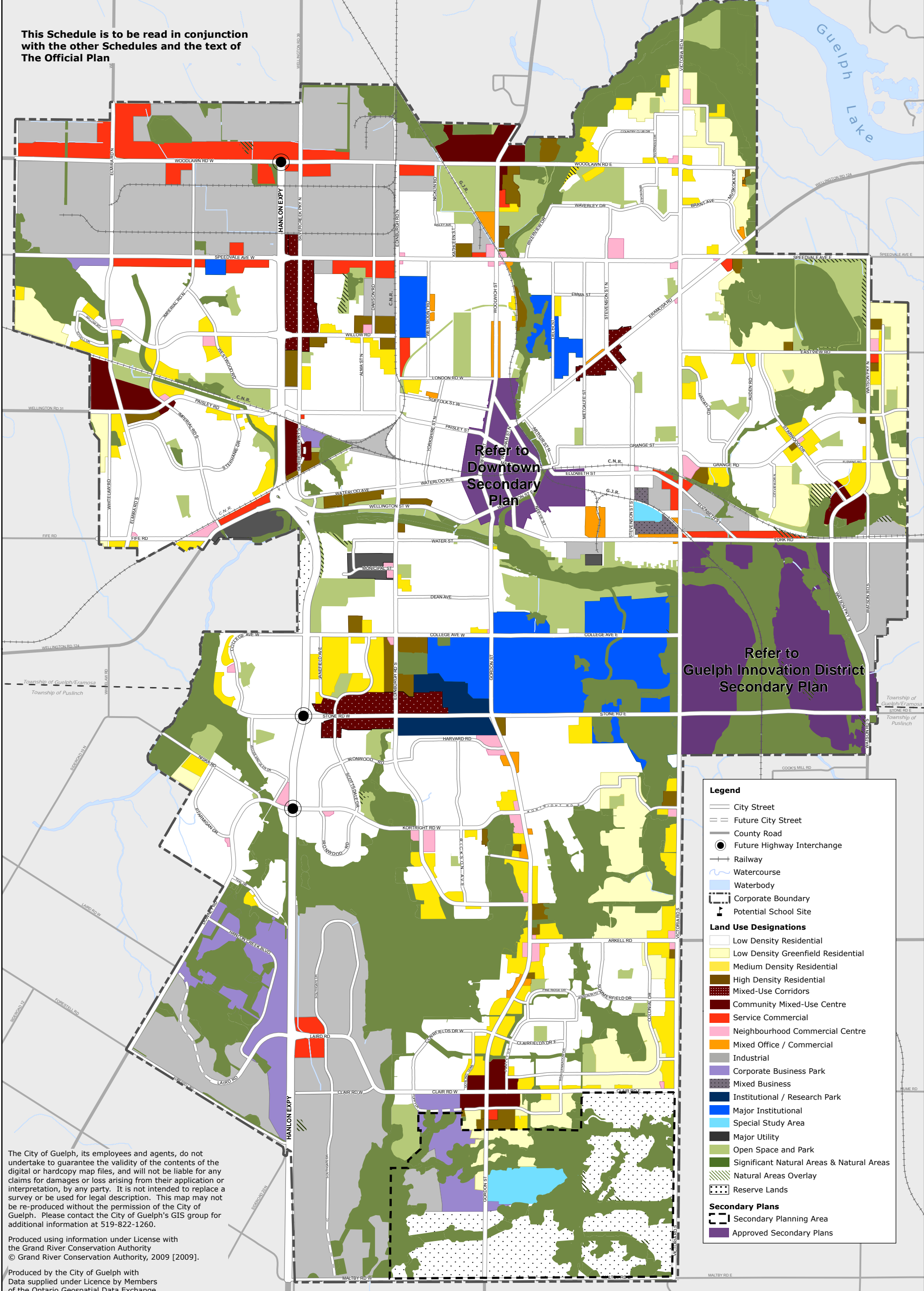
Source: Tate Economic Research Inc. based on information provided by the City of Guelph.
Note: Totals may not add due to rounding.

Figure F-1 (Continued)				
Vacant Commercial Land, Intensification / Mixed-Use Potential in the City of Guelph				
Designation	Zoning	Address	Intensification Potential (Sq. Ft.)	Parcel Size (Ac.)
Other Designations				
Corporate Business Park				
	Corporate Business Park	65 Hanlon Creek Boulevard	n.a.	12.0
Low Density Residential				
	Convenience Commercial	36 Willow Road	n.a.	0.4
	Convenience Commercial	23 Silvercreek Parkway North	n.a.	0.6
Mixed Office Commercial				
	Service Commercial	700 Woolwich Street	n.a.	1.9
Total Other Designations			0	14.9
Downtown Intensification Potential			301,700	n.a
Grant Total			868,500	102.4

Source: Tate Economic Research Inc. based on information provided by the City of Guelph.
Note: Totals may not add due to rounding.

Appendix B
Official Plan Schedule 2
Land Use Plan

This Schedule is to be read in conjunction with the other Schedules and the text of The Official Plan



Refer to
Downtown
Secondary
Plan

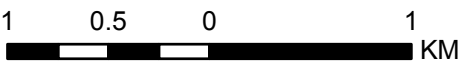
Refer to
Guelph Innovation District
Secondary Plan

Legend	
	City Street
	Future City Street
	County Road
	Future Highway Interchange
	Railway
	Watercourse
	Waterbody
	Corporate Boundary
	Potential School Site
Land Use Designations	
	Low Density Residential
	Low Density Greenfield Residential
	Medium Density Residential
	High Density Residential
	Mixed-Use Corridors
	Community Mixed-Use Centre
	Service Commercial
	Neighbourhood Commercial Centre
	Mixed Office / Commercial
	Industrial
	Corporate Business Park
	Mixed Business
	Institutional / Research Park
	Major Institutional
	Special Study Area
	Major Utility
	Open Space and Park
	Significant Natural Areas & Natural Areas
	Natural Areas Overlay
	Reserve Lands
Secondary Plans	
	Secondary Planning Area
	Approved Secondary Plans

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Planning Services
March 2018 Consolidation

CITY OF GUELPH OFFICIAL PLAN

SCHEDULE 2: LAND USE PLAN



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Commercial Policy Review

Stage 2 Draft Policy Alternatives Report

April 2018

Submitted By:

Macaulay Shiomi Howson Ltd

In Association With:

Tate Economic Research

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Alternative formats are available as per the Accessibility for Ontarians with Disabilities Act by contacting Planning, Urban Design and Building Services at 519-822-1260 extension 5616

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Executive Summary

The City of Guelph is undertaking a comprehensive Commercial Policy Review in order to develop an updated commercial policy framework for the City that provides refreshed planning objectives, a contemporary commercial and mixed-use structure and land use designations, updated policies, and appropriately designated lands, to direct future commercial development within the City.

The City's last commercial policy review occurred in 2006 and since then, the retail marketplace has continued to evolve. Provincial policy has been amended with an increasing focus on complete communities, and new population and employment growth forecasts have been established for Guelph resulting in the need for a comprehensive review of the City's commercial policy framework.

This Commercial Policy Review is being conducted in three phases:

- Stage 1: Commercial Analysis and Background Report
- Stage 2: Policy Review and Development
- Stage 3: Official Plan Amendment and Zoning By-Law Amendment

The Stage 1 report provided a summary of the existing policy framework, the current commercial trends, key stakeholder input, consumer research, and commercial supply and needs analysis.

This report summarizes the public input that was received through the first public workshops and on-line survey and it establishes a vision and principles for commercial development in the City. It identifies various alternatives to address the issues that have been raised through the terms of reference, the Stage 1 report and public input received to date.

Stage 1 Summary

- The Provincial Policy Framework encourages a compact built form with a range of land uses that support a complete community.
- The City of Guelph Official Plan framework recognizes the Growth Plan directions dealing with the Downtown Urban Growth Centre and Mixed-use Nodes and Corridors.
- The Commercial and Mixed-use designations in the Official Plan are intended to meet the needs of daily living, be dispersed throughout the City and evolve to include main street experiences. Official Plan Schedule 2 Land Use is shown in Appendix B.
- A commercial land needs analysis quantified the demand for future retail and service space and the adequacy of the current supply to accommodate the demand. The commercial land needs analysis was

conducted in three steps: 1) supply analysis; 2) residual demand analysis; and, 3) land needs analysis.

- There are only 4 vacant parcels larger than 2 hectares (5 acres) in size that could potentially accommodate larger commercial developments. There is a shortage of sufficiently sized parcels to allow for larger traditional neighbourhood and community functioning commercial developments, which typically require 2.8+ hectares (7+ acres).
- The current and potential supply of commercial space and land is sufficient to accommodate the demand for new commercial space to 2031 on a macro level (provided there is no loss of existing designated space).
- It is forecast that by 2041 there will be unmet demand of approximately 387,850 square feet of commercial space or approximately 9.27 hectares (22.9 acres) at an average land coverage of 38.8% (provided there is no loss of existing designated space).

Public Consultation

Public consultation was carried out through workshops held on November 29, 2017 in the afternoon and evening and through an on-line survey available from November 30 to December 14, 2017. There were 17 participants at the workshops and 39 people responded to the on-line survey. Participants were asked to respond to a series of questions.

- People were asked what they liked and disliked about commercial areas and indicated they like the variety of retail and the independent businesses that are currently available, although participants noted that some areas lacked certain types of commercial, e.g. the Downtown, east end and Service Commercial areas lacked grocery options. Respondents also indicated they had concerns with the quality of active transportation options, and the bland architecture outside of the Downtown.
- People were asked what they would like to see improved and responses included: greater retail variety, improved pedestrian access, improved public transit, an improved public realm, increased density outside of the Downtown, improved traffic flows, and updated zoning.
- When asked what would help make streets more pedestrian friendly, respondents felt that pedestrian friendly /street oriented design, more/improved sidewalks, integrated public transit, and more benches would help.
- Participants felt that second floor offices, residential uses, fitness and wellness uses were appropriate uses for second floor space.
- The majority of respondents indicated that they travelled to commercial areas by car except for the Downtown, where walking and bicycling were more prominent.
- With respect to their vision for commercial areas, respondents would like to see more variety and mix of uses, increased density, more green space, improved traffic flows, redeveloped surface parking, more parking,

sustainable pedestrian friendly development, and a distinctive character throughout the commercial areas in the City. They would also like a cleaner/safer Downtown and Service Commercial areas.

- Respondents also indicated they would like better universal design/accessibility, more commercial developed in the east end and affordable Downtown grocery alternatives.

Vision and Principles

One of the tasks identified for this study was to examine the existing commercial objectives in order to refresh them and establish an up-to-date basis for guiding commercial development. The following Vision and Principles were approved by Council on March 26, 2018 and have been used to provide a basis for evaluating alternatives.

Vision

Commercial businesses are critical components of complete communities that are evolving from single use, low-rise buildings surrounded by large expanses of surface parking to an integral element of more compact, mixed-use areas that are appropriately distributed throughout the City. Commercial businesses contribute to the creation of vibrant mixed-use nodes and corridors and the economic vitality of the Downtown. The City's commercial areas are comfortable, people-oriented places that demonstrate a high standard of urban design, contribute to the distinctive character of the City, and support sustainability principles that encourage transit, walking and cycling. They meet the needs of our residents and the market by providing a full range of stores and services in appropriate locations and assist in maintaining a strong and competitive economy.

Principles

- Diverse and Distinct
- Convenient and Accessible
- Flexible and Adaptable
- Compact and Sustainable
- Vibrant and Integrated
- Economically Strong and Competitive

Commercial Policy Alternatives

Overall, the City is in a reasonably positive position as it is currently well served by the marketplace. It has a variety of retail and commercial services, a commercial vacancy rate within the normal range, it does not have significant areas of commercial blight, and it does not have a significant outflow of

consumer spending (i.e. residents do most of their shopping within the City). From a planning policy perspective, the City also has a good basis for reviewing commercial development. The Official Plan has been updated to reflect the requirements of provincial policy, it provides a clear structure and commercial/mixed-use framework to guide development and it has strong urban design policies in place. However, some specific issues require further examination.

The issues have been broken down into three categories. The first category focusses on issues dealing with the supply of land available for commercial development within the City. This relates to the various means to address the projected shortfall of land for commercial development after 2031. It also takes into consideration areas where owners of commercial sites have expressed an interest modifying the approvals in place. The next category relates to Official Plan policy issues and the third category addresses issues relating to the existing Zoning By-law provisions dealing with commercial development.

Supply of Land

As noted above, there will be a sufficient supply of commercial land available within the City to accommodate projected demand for new commercial space up until 2031; however, after that, it is forecast that there will be unmet demand of approximately 36,032 sq m (387,850 sq. ft.) or 9.27 ha (22.9 acres) by 2041. As noted in the Stage 1 report, the projected future land supply was made taking into consideration market trends including an increase in e-commerce, changing demographics and trends towards intensification. The projected supply assumes that the lands that are currently designated to permit commercial uses will be developed for commercial purposes.

There are a number of options to address the projected land shortage and there are various considerations associated with these options that are discussed in the body of the report. The options can be summarized as:

1. Modify Official Plan Permissions
 - Intensifying existing sites by removing or increasing the retail caps in Community Mixed-use Centres that supports intensification by permitting additional commercial development, recognizing that there may be some challenges associated with intensification.
 - Add commercial/mixed-use land use designations in the following areas:
 - a) Potential conversion of land from Employment to Commercial in the Victoria and York Road area (which must be assessed through a Municipal Comprehensive Review as noted below);
 - b) Consider an exchange of land between Employment and Service Commercial designations in the Victoria and York Road area to improve the configuration and viability of the commercial land,

add a larger commercial parcel size but leave the total amount of employment and commercial lands the same, in case a reduction of the total employment land within the City is not ultimately supported through a Municipal Comprehensive Review.

- c) Potential conversion of vacant land from High Density Residential to Community Mixed-use Centres.
 - Alter commercial opportunities in the Guelph Innovation District (GID) (outside of the provincially owned lands within the GID) in keeping with the vision and goals for the area through modification to the minimum height to two storeys instead of three.
2. Add Mixed-use designations in the Clair-Maltby Secondary Plan including the provision for one mixed-use site that is at least 2.8 ha in size.
3. Monitor the situation and address the land supply, if necessary, before the next commercial policy review.
4. The owners of land in the Community Mixed-Use Centres at Watson Parkway/ Starwood and Silvercreek Junction have expressed an interest in reducing the amount of commercial space to be developed on their sites. If reductions were to occur on these sites in isolation of the other options to add commercial as discussed above, this could lead to a larger projected shortfall of commercial development potential than is currently forecast. However, given that options are being considered to increase the amount and parcel size of lands available for commercial floor space, a reduction in commercial space on specific sites can be considered. It needs to be done in the context of maintaining appropriate service levels within the neighbourhoods most affected.

It is expected that the ultimate solution for commercial land supply will involve incorporating a number of these alternatives to achieve the desired results. It is also noted that it will not likely be possible to implement some of the alternatives until additional work is undertaken including a Municipal Comprehensive Review to address the 2017 Growth Plan and potential further analysis of the York Road and Victoria Road employment area. No matter which option or combination of options is selected, it is recommended that the City consider monitoring the utilization of commercial lands within the City. This monitoring would include updating the inventory of retail commercial space in order to track vacancy rates, changes in the amount of retail commercial space and coverage ratios.

Official Plan Policies

1. Official Plan Commercial and Mixed-use Structure

A. Neighbourhood Commercial Centres

The Neighbourhood Commercial Centre land use designation could be changed to a new mixed-use designation in order to encourage intensification, emphasize the role of commercial as part of a focal point within the local neighbourhood and encourage active transportation. However, given the projected shortage of commercial space, further opportunities that might reduce the amount of commercial space may not be desirable.

B. Service Commercial

Permitted uses are usually based on auto-centric forms of transportation that do not help to achieve the OP's objectives for active transportation and transit use. There will however, be a continued need to accommodate the uses within Service Commercial lands. Options include: expanding the range of permitted uses, or converting some Service Commercial areas to other commercial designations as shown on the map after page 40.

2. Active Frontage Retail Requirements

No expansion of this requirement is recommended in the Downtown until there is more population growth to support additional retail development. There are currently no requirements for active frontage streets outside of the Downtown. The OP strongly encourages incorporating main street forms of development within Community Mixed-use Centres where appropriate and ground floor retail and service uses are also strongly encouraged. It is recommended that active frontage be considered in Community Mixed-use Centres where main street commercial is intended to occur.

3. Big Box Retail

Development of this form of commercial is declining which fits well with the City's desire to create main street type commercial developments. The City currently restricts the number of large buildings with 5,575 sq m (more than 60,000 sq. ft.) gross floor area on a Community Mixed-use Centre site to four. Another alternative would be to increase the amount of space that must be provided for smaller buildings from the existing 10% of the total gross floor area within the overall development to a larger minimum percentage. Given this form of development is declining and the current policies appear to be working well, no change is recommended.

4. Maintain the Mix in Mixed-use Sites

To achieve the planned function of mixed-use sites, it's important to ensure that a site is not developed exclusively with one type of use. A minimum size/amount of commercial of .15 FSI at full build out is generally recommended within Mixed-use Centres and Corridors at the OP level in order to protect the commercial function of mixed-use sites.

Owners may rationalize a decrease in this amount through a Market Impact Study but within Community Mixed Use Centres, the total commercial floor space cannot be lower than 6,500 sq m (70,000 sq. ft.).

5. Second Floor Space

To facilitate second floor space, the City should explore opportunities to address barriers to the creation of second floor space with the development community. This may include options is to exempt some or all of the ground floor retail space in multi-storey mixed-use buildings from the retail floor space caps (if they are maintained) or to reduce parking requirements for second floor space in order to incentivize this form of development.

6. Incentives

Incentives for creating urban mixed-use buildings could be provided for by using Community Improvement Plans, parking exemptions for second floor space, exemptions from retail caps for ground floor space, or the use of Section 37 bonusing.

7. Market Impact Study Requirements

Market studies are currently required where new sites are added or existing sites are expanded. The policies requiring market impact studies should be modified so that market studies are also required to reduce the minimum commercial floor space below a floor space index of .15. For Community Mixed Use Centres the commercial FSI could be reduced but the commercial floor area could not fall below 6,500 sq m (70,000 sq. ft.). The wording of the policies themselves should also be clarified in order to understand the differences in the wording that apply to the Downtown versus commercial and mixed-use sites.

8. Parking

Parking space ratios outside of the Downtown reflect typical suburban level requirements and should be reduced to address more mixed-use development and greater active transportation and transit usage. Policies should encourage shared parking to reduce the overall supply of parking spaces.

Commercial Zoning

1. Consistency with Official Plan designations

Zoning should be updated to reflect the land use permissions in the mixed-use designations in the Official Plan and to provide standardized zoning for the new mixed-use designations rather than have multiple zones within the same designation.

2. Small Scale Commercial

Consider permitting small scale convenience retail and personal service commercial on the ground floor of apartment buildings in the zoning by-law to facilitate these uses where the market demand exists.

Next Steps

This report will be presented to the public and to Council for input on the alternatives and options. Opportunities for public input will be provided through both workshops and an on-line survey. The preferred framework report will reflect input received and provide greater detail on the policy direction for Official Plan and Zoning By-law changes.

Stage 3 of the Study will involve the actual preparation and adoption of the Official Plan and Zoning By-law amendments.

1 Introduction

1.1 Study Context and Background

The City of Guelph is undertaking a comprehensive Commercial Policy Review in order to develop an updated commercial policy framework for the City. The Study will result in updated Official Plan policies and Zoning By-law provisions to guide commercial development. The Official Plan policies will address the horizon years of 2031 and 2041 in order to align with the latest Official Plan update, Official Plan Amendment 48 (OPA 48), which deals with the 2031 horizon year and the next Official Plan update addressing development to 2041.

The City's last commercial policy review occurred in 2006 and was incorporated into the City's 2001 Official Plan. The results of that review moved the policies away from a strict hierarchy of commercial centres towards a structure of mixed-use nodes and intensification corridors. The new structure was intended to ensure an appropriate distribution of commercial areas throughout the City and emphasize the role of the Downtown as a multi-functional district. Mixed-use nodes were created that centred on major commercial concentrations, and neighbourhood commercial centres and service commercial policies were revised. Urban design policies for commercial mixed-use areas were also incorporated into the Official Plan.

1.2 Study Purpose and Objectives

The purpose of the Commercial Policy Review is to develop an updated commercial policy framework for the City that provides refreshed planning objectives, a contemporary commercial structure and land use designations, updated policies and sufficient amounts of appropriately designated lands, to direct future commercial development within the City.

The Commercial Policy Review is intended to:

- i. Ensure the amount of recommended designated commercial land is sufficient to meet 2041 planning horizon needs within the City's current settlement area boundary;
- ii. Determine the amount, location and type of designated commercial land needed for a 2031 planning horizon and a 2041 planning horizon in accordance with the Growth Plan population and employment forecasts;
- iii. Update the commercial policy structure and identify potential commercial / mixed-use designation categories and locations for those designations;

- iv. Establish phasing of commercial lands in consideration of OPA 48's 2031 planning horizon and the 2041 planning horizon of the next Official Plan update;
- v. Identify significant changes in retail market trends nationally, provincially and locally, e.g. E-commerce;
- vi. Recognize and clarify the role, function and amount of commercial space within the Growth Centre (Downtown), Community Mixed-Use Nodes (e.g. Silvercreek Junction, Watson Parkway/Starwood), Intensification Corridors (e.g. York Road) and Service Commercial designations in the context of updated commercial policies;
- vii. Consider the feasibility of second floor commercial and mixed-use buildings to support the pedestrian friendly urban visions for the Growth Centre (Downtown), GID urban village, Community Mixed-Use Nodes and Intensification Corridors;
- viii. Consider non-residential uses in residential areas, including small scale / neighbourhood scale and mixed-use developments that include a commercial component;
- ix. Consider the connectivity of the proposed commercial policy framework with existing developed or planned commercial development areas of the City;
- x. Recognize patterns of land use, land use designations and density, and associated population and employment densities contained within OPA 48;
- xi. Recognize the City's urban design directions included in OPA 48 and the Urban Design Action Plan;
- xii. Recognize transportation approaches including transit, pedestrian and bicycle connections contained within OPA 48; and
- xiii. Update the Official Plan and Zoning By-law on the basis of the findings of the Study.

1.3 Study Process

The Study is being undertaken in three stages.

Stage 1 involved gathering and analyzing background information and included an analysis of the existing policy framework, retail trends, stakeholder input, consumer research, commercial inventory, and commercial land needs analysis and resulted in the Commercial Analysis and Background Report.

Stage 2 began with a public consultation exercise in which the public were asked to identify what they liked and disliked about existing commercial in the City. The public input was used to help frame the creation of vision and principles for commercial policies. Stage 2 also includes an analysis of policy

alternatives and options and provides recommendations on the preferred approach.

Stage 3 will be led by City staff and will involve the development and adoption of the Official Plan policy amendments and accompanying amendments to the Zoning By-law.

2 Stage 1 Summary and Recommendations

As noted above, Stage 1 involved an analysis of a variety of factors that are relevant to commercial development in the City, which included the existing policy framework, retail trends, stakeholder input, consumer research, a commercial inventory, and commercial land needs analysis. The following highlights the findings of the Commercial Analysis and Background Report.

Provincial Policy Framework

The planning system in Ontario is hierarchical and municipal policy documents must meet the requirements of Provincial policies. In Guelph that means that the City's Official Plan must be consistent with the Provincial Policy Statement (PPS) and conform to the Growth Plan for the Greater Golden Horseshoe (Growth Plan).

- The focus of the PPS is on building strong communities, protecting the environment, resources, and public health and safety, and supporting a strong economy. It promotes a compact form with a range of land uses which includes commercial development, and a structure of nodes and corridors. Intensification should be facilitated and densities should efficiently use land, resources, infrastructure and public services; support active transportation; and be transit supportive. The PPS identifies the need to maintain the well-being of downtowns and main streets.
- The Growth Plan provides growth management policy directions in the Greater Golden Horseshoe (GGH) in promoting economic prosperity and complete communities. Commercial development is intrinsically recognized as important for the creation of complete communities and as a significant component of vibrant, mixed-use Urban Growth Centres. Commercial goods and services should be supported by compact development and intensification and located in areas that encourage active transportation and are served by transit in order to support the achievement of complete communities. The latest Growth Plan requires a transition to higher densities and greater levels of intensification. Mixed-use nodes and corridors will be an important component in achieving the desired built form and densities.

City of Guelph Official Plan

- The City completed a five-year review of the Official Plan to bring it into conformity with the Growth Plan, and provincial legislation and plans through OPAs 39, 42 and 48. OPA 48, which is the final of the 3 update amendments, was approved by the Ontario Municipal Board in

- October 2017 with the exception of site specific policy appeals that do not impact commercial space.
- The structure of the Official Plan includes a focus on mixed-use nodes and corridors that are intended to contribute to the creation of complete communities and a compact built form which is transit supportive and creates a comfortable and attractive pedestrian environment. The policies recognize that the evolution to achieve the desired built form will occur over the life of the Official Plan and beyond and has provided guidance for that evolution.
 - The Official Plan establishes Commercial and Mixed-use designations that are intended to provide a range of uses to meet the needs of daily living. The policies support the dispersal of commercial uses throughout the City.
 - There are five major land use categories within the commercial and mixed-use development designations as shown on Schedule 2 in Appendix B and they are defined by their size and planning function. They include:
 - Community Mixed-use Centre
 - Mixed-use Corridor
 - Neighbourhood Commercial Centre
 - Service Commercial
 - Mixed Office/ Commercial
 - The urban design policies of the Official Plan support the growth and development of the City. Policies address a wide range of issues including: building design, public art, public views, parking, vehicle-oriented uses (including drive-throughs and gas stations), signage, accessibility, lighting, and gateway areas. The policies work towards articulating the desired built form vision.
 - The City has adopted the Downtown Secondary Plan that applies to the Downtown Urban Growth Centre, a focus area for intensification. It is intended to reinforce and expand the role of Downtown as a retail, dining and entertainment destination. On key streets, active frontages are reinforced and require retail or service uses on the ground floor.
 - The Guelph Innovation District Secondary Plan (GID) is planned to be a compact, mixed-use community that includes an urban village. The urban village will be pedestrian oriented, with street-related built form that supports a mix of medium and high density commercial, residential and employment uses.
 - The Clair-Maltby Secondary Plan Study is underway. The Clair-Maltby Secondary Plan Study will help Guelph plan the last greenfield area within the city. The Secondary Plan will establish an appropriate range and mix of land use designations to help achieve the City's vision to plan a complete and healthy community and support future urban

growth. This area will be primarily residential in character with a full range and mix of housing types and a variety of other uses that meet the needs of all residents.

Node and Corridor Urban Design Concept Plans

The Official Plan includes policies regarding Concept Plans that are intended to show how the Community Mixed-Use Nodes should be developed to meet the policies and vision for these areas. Under policy 3.11.6 these plans can be prepared by the City or development proponents and are to include:

- i) linkages between properties, buildings and uses of land both within and adjacent to the Node;
- ii) identification of an appropriate location for a Main Street area;
- iii) locations of new public and/or private streets and laneways;
- iv) locations of open space on the site such as urban squares;
- v) general massing and location of buildings that establish a transition to the surrounding community;
- vi) pedestrian, cycling and transit facilities; and
- vii) heritage attributes to be retained, conserved and/or rehabilitated.

Zoning By-law Amendments and Site Plans within the nodes must demonstrate that the proposed development is generally consistent with the approved concept plan.

The City has prepared concept plans for Gordon/Clair, Woodlawn/Woolwich, Watson Parkway/Starwood and Paisley/Imperial Nodes, all of which have been approved by Council. These plans demonstrate intensification potential for the nodes while respecting the caps for commercial floor area. A concept plan for Silvercreek Junction was not prepared because the Official Plan designation for this property provides significant detail with respect to design and development including a site specific land use schedule and urban design policies.

Retail, Service and Vacant Space Inventory

- Currently, the City of Guelph contains approximately 790,000 square metres (8.5 million square feet) of commercial space in a variety of built forms. The largest concentration of commercial space, approximately 148,700 square metres (1.6 million square feet), is located within the Downtown.
- There is approximately 58,750 square metres (632,300 square feet) of vacant space city-wide, which represents a vacancy rate of 7.5%. This vacancy level is considered to be at the upper end of normal ranges for a balanced market, which is between 5.0% and 7.5%.

- On a per capita basis, the total space (retail, service, vacant) per capita has increased from 4.81 square metres (51.8 square feet) per capita in 2008 to 5.95 square metres (64.1 square feet) per capita in 2017.

Commercial Land Needs Analysis

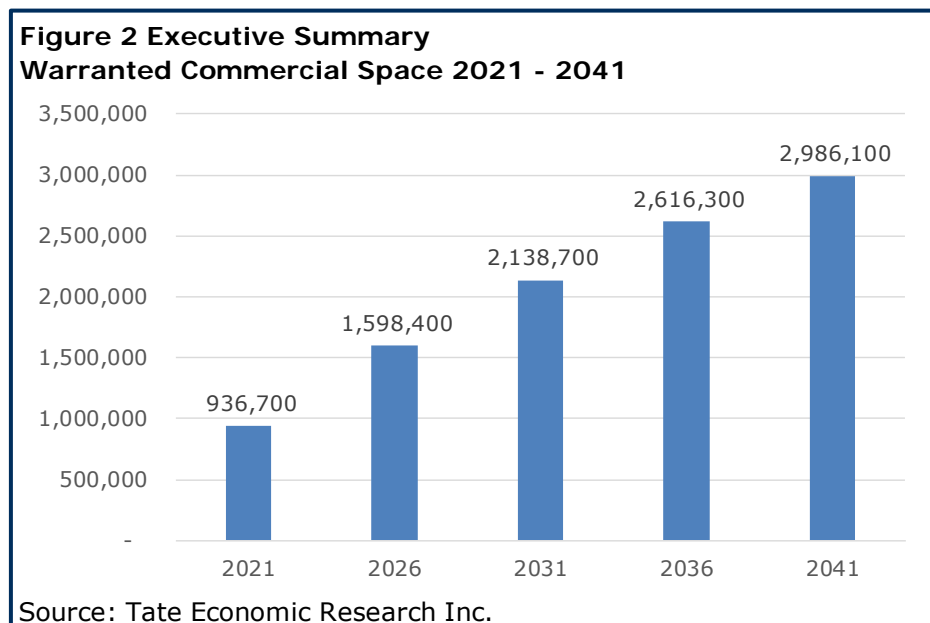
- A Commercial Land Needs Analysis was carried out which quantified the demand for future retail and service space (taking into consideration market trends including an increase in e-commerce, changing demographics and trends towards intensification) and the adequacy of the current supply to accommodate the demand. The supply analysis quantified the amount of planned space that can serve the future commercial demand. The supply analysis also quantified the amount of undeveloped land available to accommodate future demand.
- There is approximately 55,718 square metres (599,760 square feet) of commercial space currently in various stages of the development process. Of this space, approximately 7,250 square metres (78,000 square feet) is currently under construction (See Figure 1).

Figure 1 Executive Summary	
City of Guelph Supply Summary	
Active Development Applications (sq. ft.)	
Building Permit	157,781
Site Plan Approval	202,329
Official Plan Amendment (OPA) or Zoning Change (ZC)	239,650
Total	599,760
Potential Future Development: Intensification / Planned (sq. ft.)	
Intensification: Community Mixed-use Centre	269,800
Intensification: Downtown	301,700
Planned: Mixed-use Corridor (GID)	200,000
Total	771,500
Undeveloped Commercial Land (acres)	
Community Mixed-use Centre	26.6
Neighbourhood Commercial Centre	9.1
Service Commercial	50.1
Corporate Business Park	12.0
Low Density Residential	1.0
Mixed Office Commercial	1.9
Mixed-use Corridor	1.8
Total	102.4
Source: Tate Economic Research Inc.	

- There is approximately 71,672 square metres (771,500 square feet) of potential future development through intensification and planned uses on sites designated as 'Community Mixed-use Centre' and 'Mixed-use Corridor (GID)'. There is also significant intensification potential in the downtown.
- There is approximately 41.4 hectares (102.4 acres) of vacant commercial land split into a variety of designations. The majority of these lands are designated as 'Community Mixed-use Centre', 'Neighbourhood Commercial Centre' and 'Service Commercial'. Eighty nine percent of these parcels (32 of 36) are less than 2 hectares (5 acres) in size.

Residual Demand Analysis

- The residual demand analysis quantified the amount and type of commercial space warranted in Guelph from 2016 to 2041.
- Market demand for new commercial space is strongly influenced by population growth and expenditure levels. Overall, the City of Guelph population is forecast to increase by 55,000 persons to 191,000 persons between 2016 and 2041. This growth represents a 40% increase over the current 2016 population of 136,000.
- It is forecast that each new Guelph resident will support approximately 2.44 square metres (26.3 square feet) of service space in the City.



- By 2021, there will be demand for 87,020 square metres (936,700 square feet) of new commercial space (retail and service) increasing to 277,410 square metres (2,986,100 square feet) of new commercial space by 2041 (See Figure 2).
- This analysis uses a residual demand methodology where demand for future warranted space is estimated based on current base year sales performance levels of existing retailers operating in Guelph, without any future transfers from existing retailers. As a result, this analysis is assumed to not impact the sales performance of existing retailers.

Land Needs Analysis

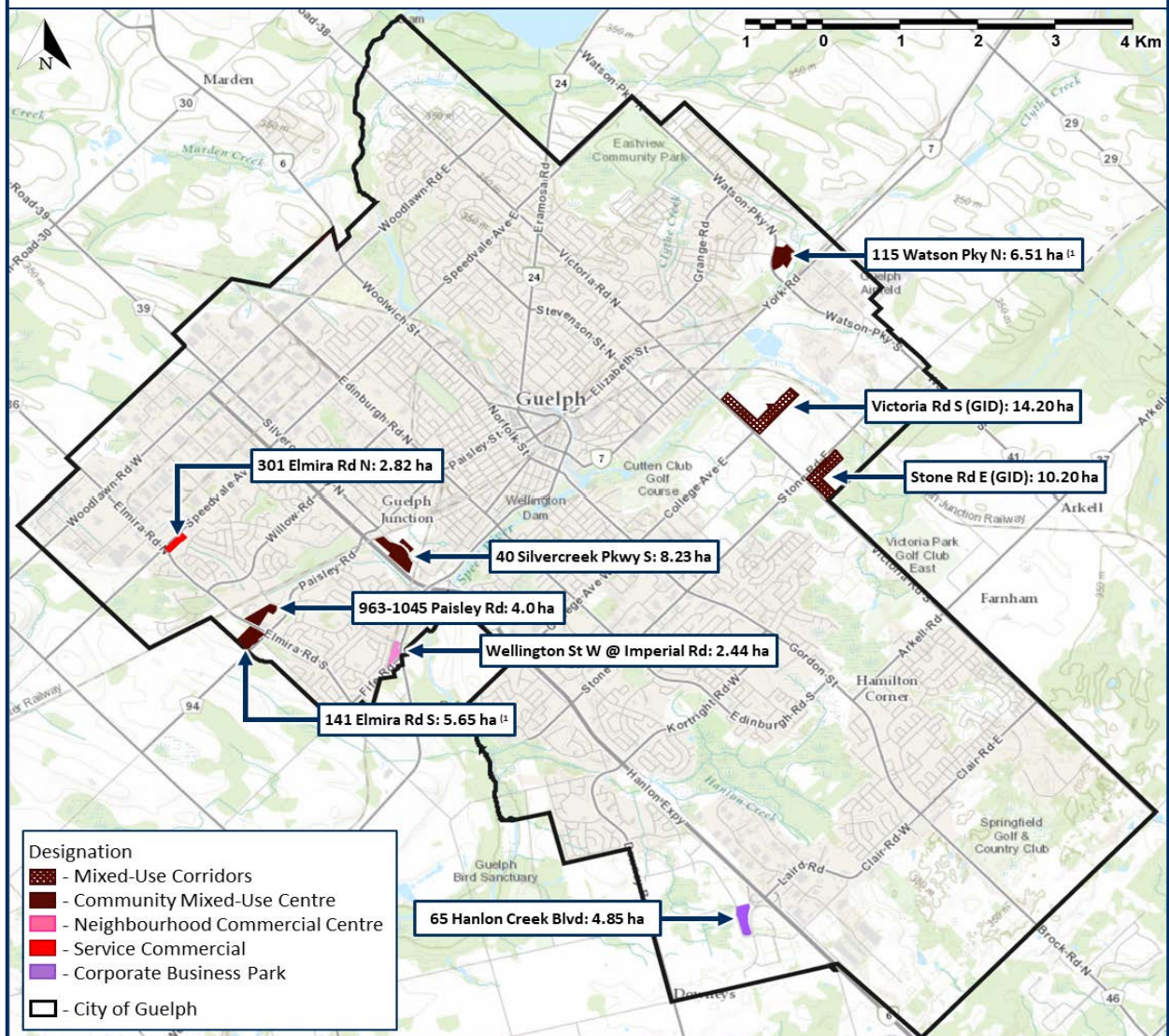
- The current and potential supply of commercial space and land is sufficient to accommodate the demand for new commercial space to 2031 on a macro level (provided there is no loss of existing designated space).
- After 2031, either additional undeveloped commercial land or new intensification opportunities will be required.
- The challenge with the current supply of undeveloped commercial land is that there are not enough sufficiently sized parcels to accommodate traditional larger neighborhood and community functioning retail developments, that typically require 2.8 + hectares (7+ acres). This could be exacerbated by developers' expressions of interest in reducing the amount of commercial in certain key areas.

Figure 3 Executive Summary						
City of Guelph Commercial Land Needs 2016 - 2041 ⁽¹⁾						
	2016	2016 - 2021	2021 - 2026	2026 - 2031	2031 - 2036	2036 - 2041
Period Commercial Demand (sq. ft.) ⁽¹⁾		936,700	661,700	540,300	477,600	369,800
Active Development Applications		599,800				
Potential Future Development: Intensification / Planned						
Intensification: Community Mixed-use Centre			269,800			
Intensification: Downtown				180,000	60,850	60,850
Planned: Mixed-use Corridor (GID)				100,000	100,000	
Total Potential Supply (excl. Undeveloped Commercial Land) ⁽²⁾		599,800	269,800	280,000	160,850	60,850
Surplus/Shortfall (sq. ft.)		336,900	391,900	260,300	316,750	308,950
Net Land Required - Acres (@25% coverage)		30.9	36.0			
Net Land Required - Acres (@30% coverage)				19.9		
Net Land Required - Acres (@35% coverage)					20.8	
Net Land Required - Acres (@40% coverage)						17.7
Cummulative Surplus/Shortfall (acres) ⁽³⁾	102.4	71.5	35.5	15.6	-5.2	-22.9
Cummulative Unmet Demand (sq. ft.)		0	0	0	78,900	387,850

Source: Tate Economic Research Inc.
¹⁾ Replicated from Figure 6-5.
²⁾ Totals from Figures 6-1 & 6-2. Phasing based on TER professional judgement and City of Guelph planning department.
³⁾ The base supply of 102.4 acres of undeveloped commercial land is from Figure 6-1.

- There are 9 parcels of undeveloped land larger than 2 hectares (5 acres) in size in the City. See the Vacant Parcel Size Figure 4 below. Furthermore, not all commercial uses are permitted on all of these parcels.
- It is forecast that there will be unmet demand of approximately 36,030 square metres (387,850 square feet) of commercial space by 2041.
- If this space were to be accommodated on undeveloped commercial land, it would equate to a requirement for an additional 9.27 hectares (22.9 acres) at an average land coverage of 38.8%.
- Conversely, this unmet commercial demand could be accommodated through new intensification opportunities.

Figure 4: Vacant Commercial Parcels Greater Than 2 Hectares



Source: Tate Economic Research Inc.; Basemap: ESRI ArcGIS.

¹⁾ There is an active commercial development application on this site.

Recommendations

The Stage 1 report indicated that generally, there are two areas which are evolving and require broader assumptions:

- 1) Consumer Demand – Consumer demand is changing based on generational consumer shopping habits as well as the manner in which goods and services are purchased and experienced.

This change was accounted for through an e-commerce adjustment to retail and service demand that has led to a reduction in the amount of physical retail space that will be required in future years.

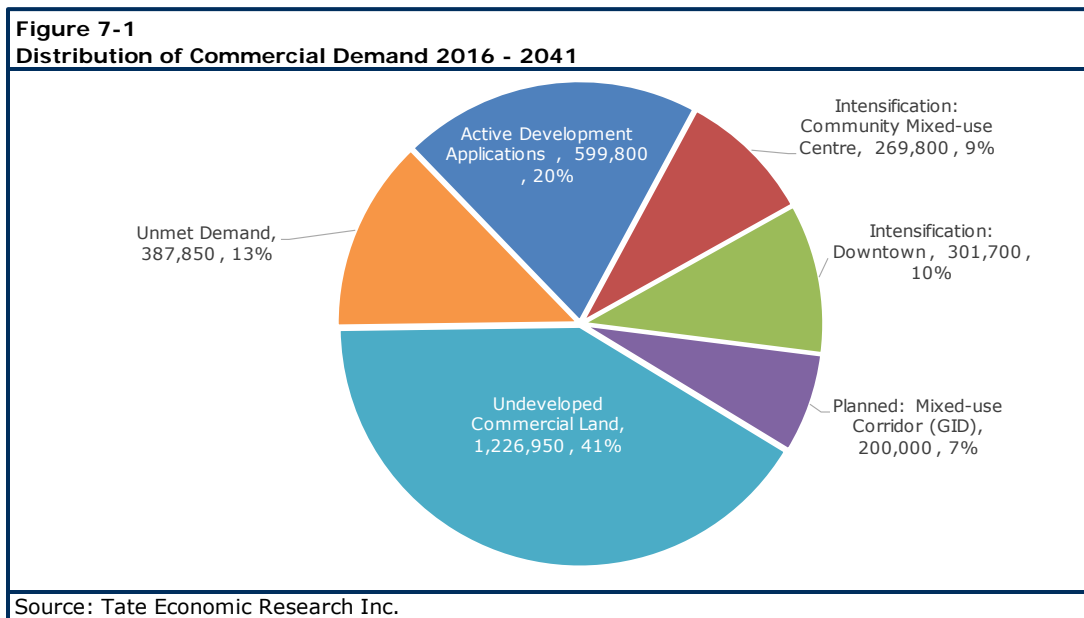
- 2) Built Form Supply – Typical commercial development in Guelph has been single storey with a coverage ratio of approximately 25%. It is assumed that this development pattern will gradually shift to denser developments as experienced in some other urban municipalities. This shift is based on various factors:
 - a) The tightening of commercial land supply along with reduced parking requirements has led to multi-storey, denser commercial developments, with coverage ratios exceeding the previous industry standard of 25%.
 - b) The implementation of smart growth policies is resulting in higher density residential neighbourhoods which have the population densities to support successful mixed-use developments. It should be noted that in addition to sufficient residential density, successful commercial space in mixed-use developments require pedestrian traffic and available transit options. Furthermore, there are numerous challenges associated with commercial in mixed-use developments. Coverage ratios in vertical mixed-use developments could typically range from 50% up to 90%, with commercial space occupying the ground floor.
 - c) Changes in consumer shopping behaviour are resulting in a reduced demand for large floorplate retailers which in turn influences the built form through a decreased requirement for space extensive developments.

This shift in built form was accounted for by assuming an increase in coverage ratios over the study period. In the short to medium term, the increase in coverage ratios will likely occur through the development of more efficient small to medium scale single or multi-storey commercial developments as well as the infill/intensification of existing retail centres. The

resulting coverage ratios are typically between 25% to 35%. Over the longer term, higher coverage ratios may be achieved through vertical mixed-use developments.

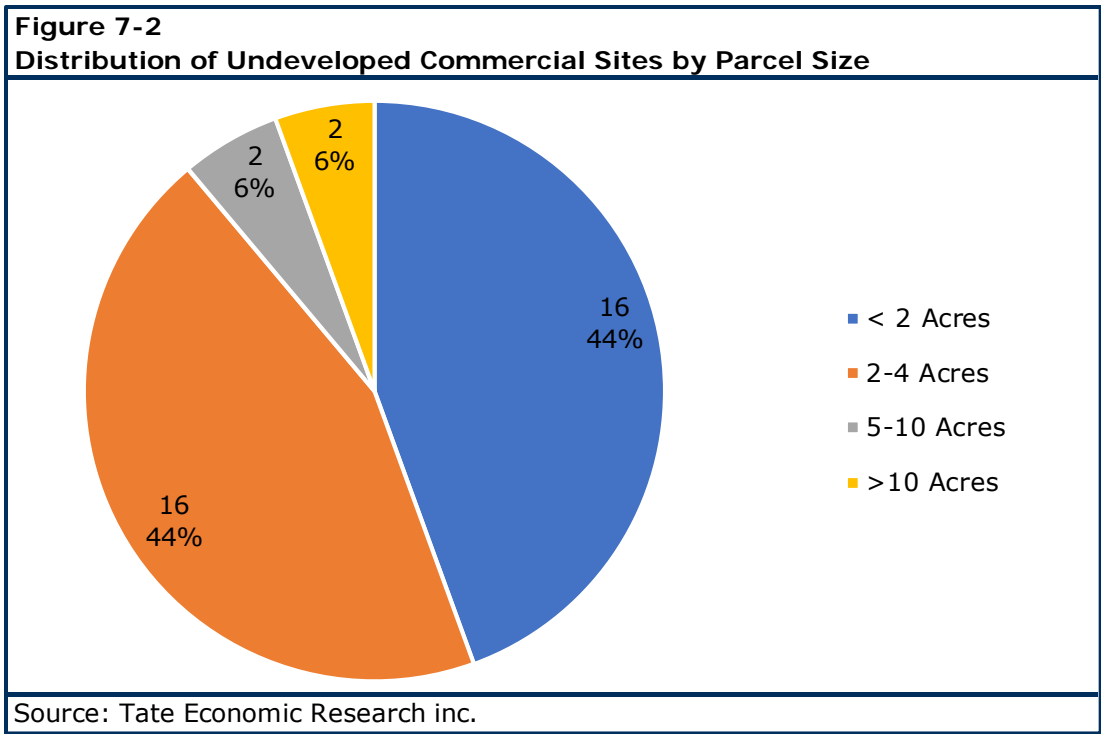
2.1 Future Land Requirement

Figure 7-1 indicates how the future commercial demand up to 2041 will be accommodated based on the current supply environment as well as the unmet demand of 36,030 square metres (387,850 square feet).



The analysis indicates that there is sufficient undeveloped land to accommodate demand up to 2031 (provided there is no loss of existing designated space). However, this analysis does not consider the appropriateness of those lands for various forms of commercial development or concerns about underperformance of some key sites.

Figure 7-2 illustrates the distribution of the undeveloped properties by parcel size. As indicated in Figure 7-2, there are only 4 parcels larger than 2 hectares (5 acres) in size. The challenge with the current supply of undeveloped land is that there are not enough sufficiently sized parcels to allow for larger traditional neighbourhood and community functioning commercial developments, which typically require 2.8+ hectares (7+ acres).



As an example, 6,252 square metres (67,300 square feet) of demand for additional supermarket space are forecast by 2021, increasing to 18,208 square metres (196,000 square feet) by 2041. This square footage would equate to approximately 4 new supermarkets, assuming the average current size in Guelph of 4,366 square metres (47,000 square feet). Some of this demand will be accommodated through the new Longo’s at Gordon Street and Clair Road and is expected to be accommodated by Loblaws in the Watson Parkway/Starwood Drive node. However, in the short to medium term there is a shortage of sufficiently sized undeveloped commercial sites large enough to accommodate the future supermarket requirements. Furthermore, it is unlikely that the success factors required for vertical mixed-use developments will be present in the medium term to accommodate supermarkets within such developments.

Similarly, there may be mid-box stores, such as Mountain Equipment Co-op (MEC), that typically locate as stand-alone stores, which may be interested in operating in Guelph. Under the current supply circumstances, any such mid-box stores would have difficulty finding an appropriately sized undeveloped site.

3 Public Consultation

Public consultation is an important component of the study process and the initial round of consultation was undertaken to introduce the Study to the community and to obtain input to assist in the development of a vision and principles that will be used to guide the development and evaluation of policy alternatives.

The public consultation that was carried out included two forms of participation. The first was a workshop format carried out on November 29, 2017 in both the afternoon and again in the evening. The second was an on-line survey that was available from November 30 to December 14, 2017. There were 17 participants at the workshops and 39 people responded to the on-line survey.

Both forms of consultation asked participants the same questions about the Downtown, Community Mixed-use Centres, Mixed-use Corridors, Neighbourhood Commercial Centres and Service Commercial designations in the City. The following is a summary of the questions and the responses:

1. What do you like about the commercial stores and services in this area? What do you dislike about them or what is missing?

People like the variety of retail and the independent businesses that are available, although they noted that some areas lacked certain types of commercial, e.g. the Downtown, east end and Service Commercial areas lacked grocery options. Respondents also had concerns with the quality of active transportation options, and bland architecture outside of the Downtown.

2. What would you do to improve the shopping experience there?

People would like to see improved retail variety, improved pedestrian access, improved public transit, an improved public realm, increased density outside of the Downtown, improved traffic flows, and updated zoning.

3. Do you find these areas to be pedestrian friendly? What elements would make them more so?

Respondents felt that pedestrian friendly /street oriented design, more/improved sidewalks, integrated public transit, and more benches would help.

4. What kinds of uses work well on a second storey in these areas?

People indicated that offices, residential, fitness and wellness were appropriate on the second floor in all commercial designations.

5. How do you typically travel to these locations?

Most respondents travelled to commercial areas by car except for the Downtown where walking and bicycling were more prominent.

6. What is your vision of what these areas look and function like in 2031?

Throughout the commercial areas in the City, people would like to see more variety and mix of uses, increased density, more green space, improved traffic flows, redeveloped surface parking, more parking, sustainable pedestrian friendly development, and a distinctive character. They would also like a cleaner/safer Downtown and Service Commercial areas.

7. Additional Comments

These included a desire for better universal design/accessibility, more commercial in the east end (grocery store, gas station, clothing stores, entertainment) and affordable grocery alternatives in the Downtown.

4 Vision and Principles

In order to create a framework for developing policy alternatives for Stage 2 of the Study, it was important to establish a vision and principles to guide and inform the recommendations. The City of Guelph Official Plan establishes strategic directions that include a Vision, SmartGuelph Principles, and Strategic Goals that guide overall growth within the City. The Official Plan also states objectives for commercial and mixed use designations which are:

- a) To ensure that an adequate supply of commercial land is provided throughout the City at appropriate locations to meet the needs of residents and businesses.
- b) To promote a distinct identity and character for commercial and mixed-use development through high standards of urban design.
- c) To promote the continued economic vitality, intensification and revitalization of existing designated commercial and mixed-use areas.
- d) To create mixed-use areas that are pedestrian oriented and transit supportive.

One of the tasks identified for this study was to examine these objectives in order to refresh them and establish an up-to-date basis for guiding commercial development. The approved vision and principles for the commercial policies have been developed with the direction provided by the City's Official Plan, and were informed by the Stage 1 work and community engagement feedback on shopping and service experiences and preferences. They are reflective of the community's commercial needs and flexible to address market realities by providing a full range of stores and services in appropriate locations. They support a commercial policy refresh within the existing Official Plan growth vision and allow for the continued evolution of commercial development. The Vision and Principles listed below were approved by Council on March 26, 2018.

4.1 Vision

Commercial businesses are critical components of complete communities that are evolving from single use, low-rise buildings surrounded by large expanses of surface parking to an integral element of more compact, mixed-use areas that are appropriately distributed throughout the City. They contribute to the creation of vibrant mixed-use nodes and corridors, and the economic vitality of the Downtown. The City's commercial areas are comfortable, people-oriented places that demonstrate a high standard of urban design, contribute to the distinctive character of the City, and support sustainability principles that encourage transit, walking and cycling. They meet the needs of our residents and the market by providing a full range of

retail and services in appropriate locations and assist in maintaining a strong and competitive economy.

4.2 Principles

- 1. Diverse and Distinct** - Encourage a diverse range and mix of commercial goods and services that meet the needs of residents, workers and businesses through the provision of a wide variety of options that enhance Guelph's distinct identity.
- 2. Convenient and Accessible** – Identify commercial development opportunities throughout the City to ensure the appropriate distribution and easy access to daily and weekly shopping. Ensure that commercial developments are pedestrian oriented and have proximity to a suitable population base, accessible locations and exposure to sufficient levels of pass-by traffic.
- 3. Flexible and Adaptable** – Recognize changing retail market demands and support the evolution of commercial development by facilitating adaptable commercial formats that meet the City's long term objectives and market needs. Offer increased flexibility through the provision of a wide range of uses and formats for commercial development that supports the City's overall growth structure of nodes and corridors and the Downtown.
- 4. Compact and Sustainable** - Foster compact commercial development that contributes to efficient development patterns, avoids strip development and represents the sustainable use of infrastructure. Support a range of uses and densities that increase the modal share of transit and facilitate walking and cycling, while recognizing the continued need for vehicular access. Include green spaces and sustainable development standards, where feasible. Support the intensification and revitalization of commercial space within the Downtown, nodes and corridors to enhance their mixed-use character.
- 5. Vibrant and Integrated** - Commercial development will enhance the public realm through engaging and attractive storefronts, landscaping and site development to support pedestrian activity, facilitate a strong and distinct sense of place for commercial areas and promote main street opportunities, where appropriate. Commercial areas will be linked to surrounding neighbourhoods and integrated internally. Mixed-use buildings or sites should be co-located with community facilities and infrastructure where possible, to serve as important community gathering places. Recognize that this integration may

evolve slowly over time and ensure that the retail and service function of the commercial and mixed-use areas are maintained.

- 6. Economically Strong and Competitive** – Promote the economic vitality of new and existing commercial and mixed-use areas, including the Downtown, and enhance the City’s economy by supporting investment and providing jobs.

5 Commercial Policy Alternatives

The background analysis that was undertaken in Stage 1 of this Study provided a snap shot of the existing state of commercial development within the City and generally, the City is in a positive position. While there are specific issues that need to be addressed, in an overall sense the City is currently well served by the marketplace. It has a variety of retail and commercial services, it has a commercial vacancy rate that is within the normal range, it does not have significant areas of commercial blight, and it does not have a significant outflow of consumer spending (i.e. residents do most of their shopping within the City rather than shopping in other municipalities).

From a planning policy perspective, the City also has a good basis for addressing commercial development. The Official Plan has been updated to reflect the requirements of provincial policy to create complete communities, to identify nodes and corridors, to address the role of the Downtown as an Urban Growth Centre and to promote an appropriate level of intensification. The current policies provide a clear structure and commercial/mixed use framework to guide development and there are strong urban design policies to ensure that new development functions effectively and makes a positive contribution to the public realm. The City therefore has a solid basis upon which to move forward.

As noted in the Stage 1 analysis, there are some specific issues which require further examination. In addition, the objectives for the study (outlined in section 1 of this report) and input from the public and City staff identified various issues to be assessed. In order to address these objectives, it is important to identify what changes should be considered to the existing policy framework. At the same time, it must also be recognized that the planning policies can only guide development, as the City cannot require development to occur, determine which tenants locate in permitted commercial spaces or control the marketplace.

In moving forward with the analysis of various options, the recommendations will be guided by the vision and principles that have been identified in section 4 of this report. It is also important to note that this report has been prepared to identify a variety of alternatives that will then be subject to public consultation and input and that these should not be considered the final recommendations.

The policy alternatives have been broken down into three general categories. Section 5.1 of this report focusses on addressing the issues that relate to the supply of land available for commercial development within the City. This

relates to both the projected shortfall of land for commercial space after 2031 and areas where owners of commercial sites have expressed an interest modifying the current approvals of commercial space. The analysis is intended to ensure that there is sufficient commercial land to meet the 2041 planning horizon within the City's current settlement area boundary and address the amount and location of commercial land for that time horizon.

The second category of issues relates to existing Official Plan policies. In the course of discussion of the land supply, there are of course, policy implications for the Official Plan. The majority of the discussion as it relates to Official Plan policy issues is addressed in Section 5.2 of the report.

The third category of issues in Section 5.3 of the report addresses the existing Zoning By-law provisions dealing with commercial development. These are generally not intended to address individual sites but focus on a more City-wide or zone related level.

5.1 Supply of Land

One of the issues that was identified in Stage 1 was that there will be a sufficient supply of commercial land available within the City to accommodate projected demand for new commercial space up until 2031; however, after that, it is forecast that there will be unmet demand of approximately 36,032 sq m (387,850 sq. ft.) or 9.27 ha (22.9 acres) by 2041. The Stage 1 report also identified a lack of sites suitable for mid-sized or larger commercial developments that typically require at least 2.8 hectares. In order to ensure that there is an adequate supply of commercial space to provide convenient access to daily and weekly shopping needs and contribute to a strong economy by providing jobs, it is important to consider how to address the projected shortfall. There are a number of options that may be used to address the situation and there are also various considerations associated with these options. These options include:

1. Modifying existing Official Plan permissions by: intensifying existing sites by removing or increasing caps in Community Mixed-use Centres that supports intensification by permitting additional commercial development, recognizing that there may be some challenges associated with intensification; adding new lands to the commercial /mixed-use inventory; and modifying Guelph Innovation District policies outside of the provincially owned lands within the GID.
2. Commercial opportunities in the Clair-Maltby Secondary Plan
3. Monitor the Commercial Land Supply

4. Development of Existing Vacant Land within Community Mixed-use Centres

As part of the discussion of the supply of land, the development of existing vacant lands within Community Mixed-use Centres needs to be considered as owners of two sites have expressed an interest in reducing the amount of commercial space to be built. If permitted, this change in the amount of commercial space would need to be accommodated elsewhere.

These options are discussed in more detail below.

1. Modify Existing Official Plan Permissions

Intensify Existing Sites by Removing or Increasing Retail Caps

The City's current Official Plan establishes maximum retail caps for Community Mixed-use Centres (22,760 sq m – 57,000 sq m) and Neighbourhood Centres (4,650 sq m – 10,000 sq m). Neighbourhood Commercial Centres also have a minimum distance separation from one another of 500 m to prevent the creation of "strip commercial" development comprised of a series of Neighbourhood Commercial Centres. It is noted that not all of these centres have currently reached the maximum retail floor space that they are permitted to develop. This was identified in the Stage 1 report through Figure F-1 which is attached in Appendix A. Of the lands that are planned but undeveloped, the Community Mixed-use Centre designation accounts for approximately twenty six percent of this undeveloped land and the Neighbourhood Commercial designation accounts for 9 percent of it.

The retail caps were developed due to a desire to protect the retail function of the Downtown and other retail centres. Retail caps have commonly been included in Official Plans in many municipalities for this purpose and were also used to define the position of a centre in the traditional retail hierarchy (ie regional, district or neighbourhood serving). Maximum retail caps also help to ensure a dispersal of commercial space throughout the City to meet the needs of residents and workers to access weekly commercial needs rather than having it concentrated in more limited locations.

With the Official Plan's transition to mixed-use nodes and corridors and with the Downtown's planned evolution to a wider range of

uses, it is worth considering whether the same level of protection is still necessary. The City has adopted a Secondary Plan for the Downtown, which has focused on expanding the range of new growth that is expected to occur to include major office uses, residential, civic and institutional uses and tourism. The Downtown has been identified as an Urban Growth Centre and improved transit access is planned which will also enhance the Downtown for commercial uses and as a place to live. With the expected growth in residential and other forms of development downtown, which will provide a greater local population base, there will be support for additional downtown commercial space. This was also identified in the Stage 1 report with an intensification potential of 28,028 sq m (301,700 sq. ft.) of commercial space within the Downtown.

The Downtown Secondary Plan also focuses on the public realm, community uses, heritage resources and the built form which will maintain and enhance the architecture, open spaces and unique character of the Downtown that play a significant role in attracting people and businesses. Policies have been established to identify certain streets as active street frontage areas where retail and service uses are generally required on the ground floors at the street edge. These policies will help to ensure that commercial stores and services remain an integral component of the downtown.

As a result, there is an emphasis on other factors, besides the control on the commercial floor space caps, which will help to ensure the Downtown remains healthy and viable. These include:

- the evolution of the role of Downtown based on the growth in population and other functions in the Downtown,
- an emphasis on built form and public realm enhancements in the Downtown,
- the requirement to ensure the commercial main street function is maintained on key streets Downtown, and
- the system of Nodes and Corridors in the OP that ensures a distribution of commercial areas throughout the City.

Community Mixed-use Centres are intended to be compact, well defined focal points with multi-storey buildings that efficiently use land. Allowing for a greater amount of retail floor space may encourage more growth and intensification in these areas to support these objectives. As retail centres evolve to create a complete customer experience that can readily compete with on-line shopping, it would be helpful to allow flexibility in the amount

of retail floor space permitted within mixed use development as long as the planned retail function is maintained.

It is also noted that the City does not have caps on the amount of retail space in Mixed-use Corridors (such as the one that includes Stone Road Mall) at the Official Plan level. It is therefore an option to remove the caps completely on the Community Mixed-use Centres and Neighbourhood Centres in the OP. As noted above, retail caps were developed to protect the retail function of the Downtown and other retail centres, to define the position of a centre in the traditional retail hierarchy (ie regional, district or neighbourhood serving) and to ensure a dispersal of commercial space throughout the City. With the move to Mixed-use Centres and Corridors there is an increased emphasis on built form and the integration of uses and these matters can be more appropriately addressed through other controls such as heights, massing and density. A number of other municipalities that have adopted a Mixed-use policy structure such as Markham and Richmond Hill, have removed all reference to retail caps in the Official Plan. In the case of Richmond Hill, they have done so without the requirement for a market impact study and in the case of Markham, they require retail and service needs study for sites larger than 1 ha or where otherwise appropriate at the time of rezoning.

Another option to removing the retail caps all together is to increase the caps in the Community Mixed-use Centres after 2031 as the demand for additional space has been demonstrated by the Stage 1 report. No more land is planned to be added to the existing Centres that have already developed, and some Centres will have the capacity to build more ground oriented commercial; however for others the only way that more commercial development is likely to occur is through the development of second floor space or through changes to the parking space requirements. Parking can be addressed through the addition of structured parking or through lower parking space ratios in the Zoning By-law that would allow room for new ground related buildings. Parking requirements should recognize that shared parking can be achieved in mixed-use development and that reductions may be appropriate, especially in areas well served by transit and active transportation modes (i.e. pedestrians and cyclists).

One of the City's goals is to increase the rate of intensification and part of the commercial vision and principles is to create compact commercial development as well as to create a flexible and

adaptable framework to better respond to the future evolution of the commercial marketplace. Increasing the retail caps would be consistent with those objectives. In addition, in undertaking commercial forecasts in the Stage 1 report, it was assumed that there would be greater lot coverage (with an increase from 25 to 35 %) for new commercial sites by 2031 so allowing intensification of the existing commercial sites is consistent with those assumptions.

In assessing the amount of potential commercial that could be achieved through raising or removing the caps, the Urban Design Concept Plans prepared by the City for the Mixed-Use Nodes at Gordon/ Clair, Woodlawn/ Woolwich, Watson Parkway/ Starwood and Paisley/ Imperial have been considered. These Urban Design Concept Plans have been endorsed by Council and are intended to assist in the review of development applications within these Nodes. The Urban Design Concept Plans identify potential new building locations and although the plans do not specify whether the new buildings are commercial, they do clearly illustrate the potential for more development on these sites.

If it is assumed the development at the Gordon, Woodlawn and Paisley Community Mixed-use Centres is increased by 10% each, roughly an extra 16,150 sq m (174,000) sq. ft. of commercial space could be created. This could reduce the land shortfall by approximately 4.6 ha (11.4 acres) and would push the projected shortfall date forward until after 2036. Although it still does not meet the commercial need projections for 2041, if the extra development occurs in the next 15 years, it allows additional time for further market adjustments to occur and provides the City with the opportunity to wait to add additional commercial lands until the next commercial policy review is undertaken.

There could be some challenges with this approach. To begin with, developers may not wish to intensify their sites as they may in fact, wish to decrease the amount of commercial in order to allow other uses on the site. The recent trend in commercial redevelopment in Ontario has seen a significant increase in the amount of residential within mixed-use designations, which has been associated with a stable or reduced amount of commercial. Developers may also have challenges intensifying sites. It is noted that some retailers (particularly anchor tenants) have long term leases (typically 20 years plus) and that these leases may have clauses that control various aspects of the on-site development such as the minimum amount of parking provided, restrictions on certain other retailers

on the site, etc. As a result, developers might need to renegotiate leases in order to achieve further intensification.

It must also be recognized that not all retail uses will be as easily integrated into all types of mixed-use development and some tenants can be reluctant to locate in them due to compatibility concerns and/or the desire to maintain current building prototypes, particularly as it relates to vertical integration.

It should also be noted that increasing the caps may contribute to the concentration of commercial in these nodes that may otherwise locate elsewhere and may not result in an equitable distribution of service levels throughout the City.

Add New Lands to the Commercial Inventory

Another option to address the projected shortfall of commercial space after 2031 is to increase the amount of land that is designated for commercial or mixed-use purposes. Given that there are no opportunities for expansion of the City boundaries at this time, there are constraints on the ability to redesignate new land for commercial purposes. Various approaches could be used to add additional lands.

A. Conversion from Employment to Commercial

The first option would be to redesignate lands from employment uses to commercial uses. Under provincial policy, land cannot be removed from employment designation unless it is done as part of a Municipal Comprehensive Review (MCR). The 2017 Growth Plan states that:

“The conversion of lands within *employment areas* or *prime employment areas* to non-employment uses may be permitted only through a *municipal comprehensive review* where it is demonstrated that:

- a. there is a need for the conversion;
- b. the lands are not required over the horizon of this Plan for the employment purposes for which they are designated;
- c. the municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan;
- d. the proposed uses would not adversely affect the overall viability of the *employment area* or *prime employment area* or

the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan; and
e. there are existing or planned *infrastructure* and *public service facilities* to accommodate the proposed uses.”

As a result, any recommendation for expansion of commercial designations into employment areas will need to be carried out in conjunction with a MCR undertaken by the City rather than a standalone Official Plan amendment to implement the recommendations of the Commercial Policy Review.

The City has retained Watson & Associates Economists to prepare an Employment Lands Strategy Update, which is still underway. The Study will include an assessment of long-term employment land needs to 2041 and will evaluate the supply of employment land based on forecast demand for employment lands and the available employment land supply. The Study will be considered an interim update to provide an assessment of current employment land needs related to the future MCR process that will be required under the 2017 Growth Plan.

As part of the analysis, the Study will discuss potential conversions of employment land to non-employment uses to address demand and Growth Plan employment targets through to 2041. As a result, there may be the possibility of converting employment lands to commercial to address the projected shortfall of commercial lands after 2031.

The Employment Lands Strategy Update will review the York Road/Victoria Road lands. Given the history of the area and a number of factors such as market opportunities, surrounding land uses, infrastructure and municipal servicing needs as well as local business and resident input, further study is required prior to making any recommendation on the suitability of these lands for conversion.

Following completion of the City’s Municipal Comprehensive Review, employment lands may be available for conversion and could be considered for commercial uses in a future Official Plan Update.

B. Land Exchange between Employment and Commercial

Another option for the area of York and Victoria Roads is to consider an opportunity to exchange lands designated as Service Commercial with lands designated for Employment to create a

better commercial configuration without reducing the land area of employment lands at this location. One of the issues identified in the Stage 1 report was the lack of larger parcel sizes (2.8+ ha), which could be addressed by reconfiguring land use designations. This option may be helpful if, based on the results of the City's full MCR, the City determines that they do not want to lose employment lands in this area.

Another reason the lands at York and Victoria are attractive for exchange is that they can help to address concerns that have been raised that there is insufficient commercial development within the east side of the City including a lack of grocery stores. The Watson Parkway/Starwood Community Mixed-use Centre was planned to provide that function but it has not yet developed for commercial uses. The delay may in part be due to one of the current trends in retail identified in Stage 1 which is the consolidation of stores, as retailers choose to serve a broader market from fewer locations. In the case of the Watson Parkway/Starwood site, the Zehrs store at Eramosa Road and Stevenson Street was expanded and upgraded. This issue is discussed further in section 5.1.4.A below.

The challenge with the creation of additional commercial/mixed use designations located in the York and Victoria Roads area is that there is currently not a lot of residential development immediately around it to encourage active transportation access to the commercial development.

C. Conversion from Residential to Mixed-use

There may also be an opportunity to address the projected shortfall of commercial land by converting areas of higher density residential lands to a mixed-use designation to also permit commercial uses. At this point, it is not known if there is a surplus of higher density residential lands within the City that would allow the City to achieve the growth and intensification targets established by the Growth Plan. This would need to be examined by the City through a separate review process before the conversion could occur.

There are parcels that are currently vacant that could be identified for a possible conversion to a Mixed-use designation. In particular, high density residential sites located along arterial and collector roads may be appropriate for consideration.

Guelph Innovation District

Within the Guelph Innovation District (GID) Secondary Plan area, lands have already been designated for commercial uses to meet the needs of that area. Commercial lands include: existing Neighbourhood Commercial at the south east corner of York Road and Victoria Road; Mixed-use Corridor at the south east corner of Victoria Road and Stone Road, along the east side of Victoria Rd north of College Avenue and along the new easterly extension of College Avenue into the Secondary Plan area; and Service Commercial at York Road and Watson Parkway. As a result, the total amount of commercial opportunities appears to be sufficient to meet the needs of the new community and these lands have already been included in the available commercial land supply. It is noted however, that policies prohibit large-format stand-alone retail commercial uses due to the intention of creating main street commercial and that most of the commercial opportunities are on lands designated Mixed-use.

It is recommended that the City consider making a small revision to the policies dealing with the land at the southeast corner of Stone Road E. and Victoria Road N. that are not part of the provincially owned lands within the GID. The Mixed-use policies that were created in the GID were undertaken prior to the City-wide Commercial Policy Review and were focussed on meeting the needs of the residents of the Secondary Plan area and promoting the development of a sustainable community.

In looking at these lands through the City-wide lens of this Review, there is an option to consider the commercial opportunities that address the needs of the larger community. As noted above, there is a shortage of larger parcels of land available for commercial development. The amount of land within the Mixed-use Corridor (GID) designation in the southeast corner of Victoria Road and Stone Road is approximately 11.75 ha (29 acres) which meets the criteria for a larger parcel size. Part of the need to provide for larger parcels was to address the future demand for additional grocery store space but current GID policies do not permit stand-alone boxes.

Creating retail development within a residential mixed-use building is more challenging due to differing needs between the commercial and residential components creating conflicts that may include loading, circulation and noise issues. In the Guelph context where

land prices have not risen as steeply as in larger urban areas in the Greater Golden Horseshoe Area, the land values and the densities are not likely high enough to persuade larger format stores to accept what, from their perspective, may be less than optimal sites.

In order to encourage commercial development within the Mixed-use Corridor (GID) designation that will meet the City's needs while maintaining the GID vision and principles, it is recommended that the minimum height be reduced from 9 m to 7.5 m on a 2.5 to 3.0 ha (6 to 7.5 acres) portion of the designation. This would allow for a 2-storey structure to be built instead of 3 storeys. While the second floor space may initially be vacant (such as has occurred at the southwest corner of Gordon St and Wellington St), the long term massing of the building will contribute to a main street feel which supports a mix of uses and density of development within the area. It may also promote a larger retail store such as a grocery store as part of a larger building containing a variety of uses. Although it does not actually add new commercially designated lands, it will facilitate a greater likelihood of achieving commercial development in this area within the 2031 horizon year of the Official Plan. It is recognized that a reduction in the height may impact the projected population and employment projections for the Secondary Plan area but by restricting the reduced height to less than a quarter of the Mixed-use Corridor (GID) site at Victoria and Stone Roads, the impacts should be minimized.

In addition to reducing the height, it is recommended that a minimum amount of retail space be established at the southeast corner of Victoria Rd and Stone Rd if a minimum is not implemented for mixed-use designations on a City-wide basis. This will also help to address the lack of larger parcel sizes available for commercial development.

2. Commercial Opportunities in the Clair-Maltby Secondary Plan

Within new communities, there is a need to ensure that local serving and weekly commercial needs are being met within these communities as consumers do not want to travel far to buy these products.

Within the Clair-Maltby Secondary Plan area, there does not appear to be a need to establish weekly commercial uses such as a grocery store given the proximity to the Community Mixed-use Node at

Clair Road and Gordon Street, which has 3 grocery stores. There will be a need to provide local/convenience commercial goods and services within the residential areas of the Secondary Plan such as dry cleaner depots, dentist offices, hairdressers and fast food outlets. There is also an opportunity to consider providing commercial uses along Gordon Street that serve a broader community function or take advantage of its gateway location to the City.

The Conceptual Community Structure Plan for the community has identified a number of small mixed-use parcels along Gordon Street and one on Clair Road ranging in size from .5 ha to 1.4 ha (1.2 to 3.5 acres) and totaling approximately 6.2 ha (15.3 acres) which will potentially provide additional lands available for commercial purposes to meet the projected commercial shortfall. The small parcel sizes will limit the range of commercial uses that will be developed to local and convenience uses and given the mixed-use designation under the current policy regime, there is the possibility that no commercial will be developed within these designations.

As previously noted, the Commercial Policy Review Stage 1 report identified that there is a limited number of parcels greater than 2.8 ha (7 acres) available for development in the City. It is recommended that, to partially address this issue, a Mixed-use designation be included within the Clair-Maltby Secondary Plan area along Gordon Street that has a minimum area of 2.8 ha. It is expected that the 2.8 ha parcel will be an enlargement of a parcel already identified for Mixed-use so that there will not be an overall increase in Mixed-use land area by the full 2.8 ha.

3. Monitor the Commercial Land Supply

Although it is projected there will be a commercial land shortage, the shortage would amount to approximately 5% of the total commercial land supply in the City. Given the City has a vacancy rate of 7.5%, (and a healthy rate is typically considered to be 5 to 7.5 %) some decline in that vacancy rate could be accommodated without significant impact. If no new commercial/mixed-use land were added to or subtracted from the current supply within the City, it is estimated that the vacancy rate would drop to approximately 5.0% by 2036 and to 2.5% by 2041.

If the vacancy rates drop below 5%, there are potential implications. A shortage of land supply may ultimately result in

increased demand for retail space which, based on the law of supply and demand, could cause an increase in leasing rates or land prices that could affect commercial businesses, particularly independent businesses. This increase in land value may improve the opportunity for the City to achieve more intensification. In addition, the increase in rents or land prices may be offset by an increase in the sales per square foot achieved by retailers as there will be less competition. This may help to offset challenges faced by the changing retail market that were noted in the market trends identified in the Stage 1 report.

It should be noted however, that while the potential increase in sales per square metre may initially benefit retailers, it might not benefit consumers. Healthy retail competition is encouraged as it helps to keep businesses from stagnating as they are required to consider new and innovative approaches to remain profitable. It also fits with the principle of creating a strong and competitive economy. A decrease in land supply may diminish that competition slightly and may mean that customer service levels could drop slightly and prices could rise. Given the current competition from on-line retailing and the ability for customers to compare prices more easily, it is expected that any potential rise in prices would be moderated.

It should also be noted, that even with the potential unmet future demand for commercial space, the City is currently generally well served with a full range of goods and services (other than a current lack of food store space in the east end) and there is not expected to be significant outflow of shopping dollars to other municipalities.

At this point, the shortfall is not projected to occur until after 2031 if no existing commercial/mixed-use sites are converted to other uses (although it is acknowledged that there is a limited supply of larger parcels). Given the changes occurring in the retail market right now that is resulting in a decreased demand for retail floor space, current projections may continue to be adjusted as the full impact of the evolution caused by e-commerce and changing demographics emerge. One alternative is therefore to monitor the commercial land uptake for a few years to see how the market is adjusting before adding additional lands, and then address it at the next commercial policy review.

The City now has a strong data base of the current commercial market and as a result, monitoring the commercial changes through building or occupancy permits in conjunction with growth

in the City's population base can be more readily accomplished. This monitoring would include updating the inventory of retail commercial space in order to track vacancy rates, changes in the amount of retail commercial space and coverage ratios.

The monitoring could include a report in 5 years to identify if demand is meeting the forecasts and if it is, then supply could be revisited again in 10 years when the next commercial policy review is undertaken. If it appears that demand is growing more quickly than forecast, the City is in the position to be proactive and initiate a commercial policy review sooner than 10 years.

4. Development of Existing Vacant Land within Community Mixed-use Centres

Although the Stage 1 report has identified a projected shortfall of commercial land after 2031, there are landowners who have expressed an interest in reducing the amount of commercial development expected within Community Mixed-use Centres. As is being discussed elsewhere in this report, the Community Mixed-use Centre designation in the OP does not currently specify a minimum amount of commercial space on a site although policies indicate that the area is intended to be a focal point and provide "the opportunity to satisfy several shopping and service needs at one location". If a reduction in the expected amount of commercial development were to occur on these sites in isolation of the other options discussed above, this would lead to a larger projected shortfall of commercial development potential than is currently forecast. However, there are a variety of options that are being considered to increase the amount and parcel size of lands available for commercial floor space. As a result, a reduction in commercial space on specific sites can be considered in that context as long as appropriate service levels within the communities affected are addressed.

A. Watson Parkway/Starwood

The Watson Parkway/Starwood Community Mixed-use Centre has an historic open site plan application for 18,800 sq m (202,000 sq. ft.) of development, of which approximately 11,600 sq m (125,000 sq. ft.) is commercial and the owner has expressed an interest in decreasing the amount of commercial development on that site. Although no formal application has been submitted, discussions have occurred. One of the issues that has been raised through

public consultation that has occurred to date on this Study is the lack of a grocery store and commercial space in the east end of the City. As a result, careful consideration needs to be given to any changes in the east end to ensure that residents in the east side of the City are well served.

If alternative commercial locations are added in the east side of the City, this will provide the opportunity for other stores to develop outside of the Watson Parkway/Starwood Community Mixed-use Centre. This could address the community's concerns but could also alter the planned function of the Watson Parkway/Starwood Community Mixed-use Node. A decrease in commercial space in this location should also be assessed in the context of how much commercial space is needed to retain the planned function of the site as a Community Mixed-use Centre and as part of the Community Mixed-use Node. The Community Mixed-use Node is intended to realize, in the long term, an urban village concept through a wide range of uses in a compact urban form with a main street area. Commercial uses are a fundamental component of this concept as they service the residential and office uses, provide jobs, enliven the streetscape and support active transportation as people's daily living needs are provided within walking distance.

As noted above, the OP policies do not specifically identify a minimum amount of commercial floor space, as historically there has been little need to specify one since the focus has been on restricting the maximum amount of commercial space. With the evolution from commercial designations to Mixed-use designations and with recent changes in the real estate market that make the development of medium and high density residential development more attractive, this issue should now be addressed and is discussed in greater detail in section 5.2.4 below.

It is recommended that a minimum of 6,500 sq m (70,000 sq. ft.) gross floor area be required within the Community Mixed-use Centre to maintain its planned function. This will provide sufficient size to allow for a larger store such as a supermarket if desired, as well as other smaller retail and personal service commercial uses. The size is larger than permitted by a standard Neighbourhood Commercial Centre designation of 4,650 sq m (50,000 sq. ft.) (recognizing that some Neighbourhood Commercial Centre designation do have permissions for 10,000 sq m or 108,000 sq. ft.).

If the minimum commercial floor area was set by the 0.15 FSI minimum area established for the site, there would be a reduction of approximately 6,900 sq m (74,400 sq. ft.) in the planned amount of commercial that would need to be accommodated elsewhere. If the OP were amended to require a minimum of 6,500 sq m (70,000 sq. ft.) on this site, there would be a potential reduction in the planned commercial place of approximately 6,875 sq m (74,000 sq. ft.) that would need to be accommodated elsewhere.

While the issue of a minimum amount of commercial floor space does not immediately affect all of the existing Commercial Mixed-use Centre designations as other Centres are at different stages of development, the issue is significant enough that it should be addressed on a City-wide basis. As previously noted, the issue is discussed in greater detail below in section 5.2.4.

B. Silvercreek Junction

The lands at Silvercreek Junction that are part of the Community Mixed-use Centre between Paisley Road and Waterloo Avenue contain 8.2 ha (20.3 acres). These lands were originally intended to provide for a regional serving commercial development that would contain several big box stores. The initial proposal included Costco, Lowes and Leon's stores. Costco and Leon's have located on different sites in the City and the Lowes store has not proceeded. To date, no commercial development has occurred on this site and the owner has expressed interest in alternatives to commercial development such as residential. As noted above, the current OP policies do not explicitly prohibit that from occurring, although as also noted above, commercial uses form an important part of the planned function of the node and are therefore necessary to preserve in some form, in order to achieve a compact urban village format and address the needs of residents and employees.

In addition, with the longer term forecast for a shortfall of commercial land, removal of all of these lands from commercial uses does not appear to be in the City's best interests. While there may not be immediate short-term demand for retail in this location, planning is intended to address the preferred forms of development and land use at full build out in a manner that meets the City's objectives and vision. For example, in the past it has not been uncommon to require high density residential development to be planned within a new residential community even if there was no

immediate demand for this form of development or to require local commercial uses which typically do not develop until there is sufficient residential development to support them.

The same approach should be taken with the Silvercreek Junction site so that in order to address the long-term needs of the City, some commercial development should occur on this site. It is also expected that if a substantial amount of new residential development occurs on the site, there will be a need for at least some local serving commercial uses on the site. A portion of the site should therefore retain a designation that permits commercial. This may be done through retaining the Community Mixed-use Centre designation with a minimum amount of commercial floor space as discussed above or it may be appropriate to designate a portion of the lands for Neighbourhood Commercial Centre with a larger cap of 10,000 sq m (108,000 sq. ft.). If part of the land is redesignated from Community Mixed-use Centre to Neighbourhood Commercial Centre then the City will need to re-examine the Community Mixed-use Node in this location. Given the site's location between the Community Mixed-use Node at Paisley and Imperial Roads and the Downtown, there may be a suitable planning rationale to remove the Community Mixed-use Node designation from this location. This matter will need to be addressed as part of the City's Growth Plan conformity exercise.

If the minimum commercial floor area was set at 0.15 FSI for the Mixed-use portion of the site, there would be a reduction of approximately 8,200 sq m (88,500 sq. ft.) in the planned amount of commercial that would need to be accommodated elsewhere in the City. If the commercial floor space was allowed to only require a minimum of 6,500 sq m (70,000 sq. ft.) on this site, given its role as a Community Mixed Use Centre, there would be a potential reduction in the planned commercial place of 14,000 sq m (150,000 sq. ft.) that would need to be accommodated elsewhere in the City.

The size of this site is such that the development of a large proportion of non-commercial uses on it would further exacerbate the lack of large parcels available for commercial development in the City. It would also put a noticeable dent in the amount for land available for commercial development so that the City would no longer have a sufficient supply of land to meet the projected 2031 requirements. While it is recognized that the owner does not currently have tenants for the site, this Study is intended to look at the long term commercial needs of the City. It is therefore

recommended that the alternative development options for this area only be considered if the City is satisfied that there are acceptable ways to address the projected shortfall of commercial land.

Combination

If both the Watson Parkway/Starwood and Silvercreek Junction Nodes developed per a 6,500 sq m (70,000 sq. ft.) commercial floor area minimum, a total of 20,875 square metres (224,500 sq. ft.) would need to be accommodated elsewhere in the City. This would translate to an additional 8.35 ha (20.6 acres) if accommodated entirely through commercial vacant land development. This would turn a 6.31 ha (15.6 acres) land surplus in 2031 into a deficit of 2.04 ha (5.0 acres). When added to the 9.27 ha (22.9 acres) requirement already identified for 2041, a total of 17.61 ha (43.5 acres) of additional land would be required.

5.2 Official Plan Policy Issues

As noted above, Section 5.1 of this report was focussed on addressing issues relating to the supply of land available for commercial development within the City and this section is intended to address other issues that have been identified for review as part of the Commercial Policy Review relating to existing Official Plan policies.

The issues to be addressed include:

- Considering updates to the commercial policy structure and commercial/ mixed use designation categories;
- Considering the possible expansion of active retail frontage requirements;
- Addressing Big Box retail;
- Considering the feasibility of second floor commercial in mixed-use buildings;
- Maintaining a mix of uses on mixed-use sites;
- Considering incentives to achieve the desired built form;
- Identifying possible modifications to market impact study requirements; and
- Addressing parking requirements.

These issues will flow from and address the City's current Official Plan structure and policies. The OP has created an overall urban structure that is

identified in the urban structure policy for the Official Plan in the form of Growth Plan Elements identified on Schedule 1 of the Official Plan.

It focuses growth towards:

- The Urban Growth Centre (Downtown);
- Community Mixed-Use Nodes;
- Intensification Corridors; and
- New Greenfield Neighbourhoods

Both the Community Mixed-Use Nodes and the Intensification Corridors include a commercial component as part of their planned function. Each of the Community Mixed-use Nodes (Growth Plan Element) include lands designated Community Mixed-use Centre as well as High Density Residential and other designations that support its vision as a compact, mixed-use place. Three of the Intensification Corridors include lands with a Mixed-use Corridor designation along with other designations.

This urban structure is supported by a commercial policy structure with five major land use designations that permit commercial and mixed-use development and which are defined by their size and planning function. The commercial land use designations are shown on Schedule 2 of the Official Plan attached in Appendix B and include:

- Community Mixed-use Centre;
- Mixed-use Corridor;
- Neighbourhood Commercial Centre;
- Service Commercial; and
- Mixed Office/ Commercial.

The two mixed-use designations permit a variety of land uses, encourage intensification, establish design parameters and recognize that permitted uses can be mixed vertically within a building or horizontally within a site. Neighbourhood Commercial Centres permit a range of commercial uses and also permit multiple unit residential within mixed-use buildings. The Service Commercial designation is intended to limit the range of retail uses, the sites are often auto-oriented and they do not permit residential uses. The Mixed Office/ Commercial designation permits small-scale commercial, office and residential uses.

1. Commercial Structure and Designations

The OP's current urban structure has been revised to reflect the Growth Plan requirements to create Nodes and Corridors. Within this urban structure, the City has established the Community Mixed-use

Centre designation that forms a significant part of the Community Mixed-use Nodes and the Mixed-use Corridors designation that forms an important component of the Intensification Corridors. The Mixed Office/ Commercial designation permits a variety of small uses and the name of the designation conveys the intent of the desired function. The Neighbourhood Commercial Centre and Service Commercial designations that permit commercial uses have retained a name that focuses on commercial uses than a mixed-use one. Given that there is an overall thrust through the vision, principles and policy direction to encourage intensification, mixed-use development and the use of active transportation and transit, there is an opportunity to consider the structure of the commercial policies and assess if it would be appropriate to redesignate the remaining commercial designations to mixed-use designations.

A number of the other municipalities reviewed as part of the Stage 1 work created mixed-use designations that applied to all or most of the designations that permit commercial uses. If there is a desire to encourage a range of uses in a compact form, a mixed-use designation more clearly identifies the type of built form character and the function that the City wants to achieve.

A. Neighbourhood Commercial Centre

Although apartment residential is currently permitted in a mixed-use building within the Neighbourhood Commercial Centre designation, consideration could be given to emphasizing this through the creation of a new mixed-use designation in order to encourage intensification and facilitate active transportation to commercial uses. This would be consistent with the Vision and Principles established for this study for compact and sustainable commercial development that is convenient and accessible, and with the Mixed-use approach being utilized for the higher order commercial in the OP. It would also emphasize the role of commercial as part of a focal point within the local neighbourhood as many of the existing Neighbourhood Commercial Centre designations are already adjacent to medium or high density residential development.

In addition, it was also noted in the Stage 1 report that there is a trend towards a flattening of the retail hierarchy as, for example, regional centres start to include more local serving goods and services. Changing Neighbourhood Commercial Centres to a Neighbourhood Mixed-use designation may also provide greater flexibility to neighbourhood serving centres to respond to retail changes and maintain the health of these areas.

On the other hand, the Neighbourhood Commercial Centre sites are typically smaller and therefore have less flexibility to incorporate new residential space without the loss of commercial space. Given the projected long term shortage of commercial space, as well as the desire to meet consumer demand and provide jobs, further opportunities that possibly reduce the amount of commercial space may not be desirable at this time. It would only be considered appropriate if it was combined with policies establishing a minimum amount of commercial space required on a site as discussed below in section 5.2.4.

B. Service Commercial

The role of the Service Commercial designation is to provide commercial uses that would not normally locate within the Downtown because of site area or highway exposure needs or which may conflict with residential uses.

The definition in the OP of Service Commercial is:

“uses that support highway-oriented or service-oriented commercial activities that cannot be readily located within the downtown area or within a shopping centre location. The following list characterizes the main features of a service commercial use:

- a) A use that requires a large site area and outdoor display area to accommodate the sale of large commodities such as cars, recreational vehicles, building supplies;
- b) A use that primarily relies on business from tourists and inter-urban traffic such as a hotel, gas bar, fast-food restaurant;
- c) A use that supplies goods and services that are not normally found within the downtown or a shopping centre such as auto repair and service facilities;
- d) A use that requires a location convenient to industry as it primarily provides service to industry such as machinery sales and service, electrical supplies; or
- e) A use that requires substantial showroom area because of the bulky or large size nature of the principal commodities that are being marketed, and the requirement for a large showroom makes it economically difficult to provide the space in the downtown or shopping centre location.”

The types of uses that typically locate in Service Commercial are usually based on auto-centric forms of transportation that while necessary, do not help to achieve the OP’s objectives for active transportation and transit use or the Principles of ensuring that commercial development is compact and pedestrian oriented.

Recognizing this, the OP policies already discourage the establishment of new service commercial strips and promote the retention of service commercial only along one side of an arterial road.

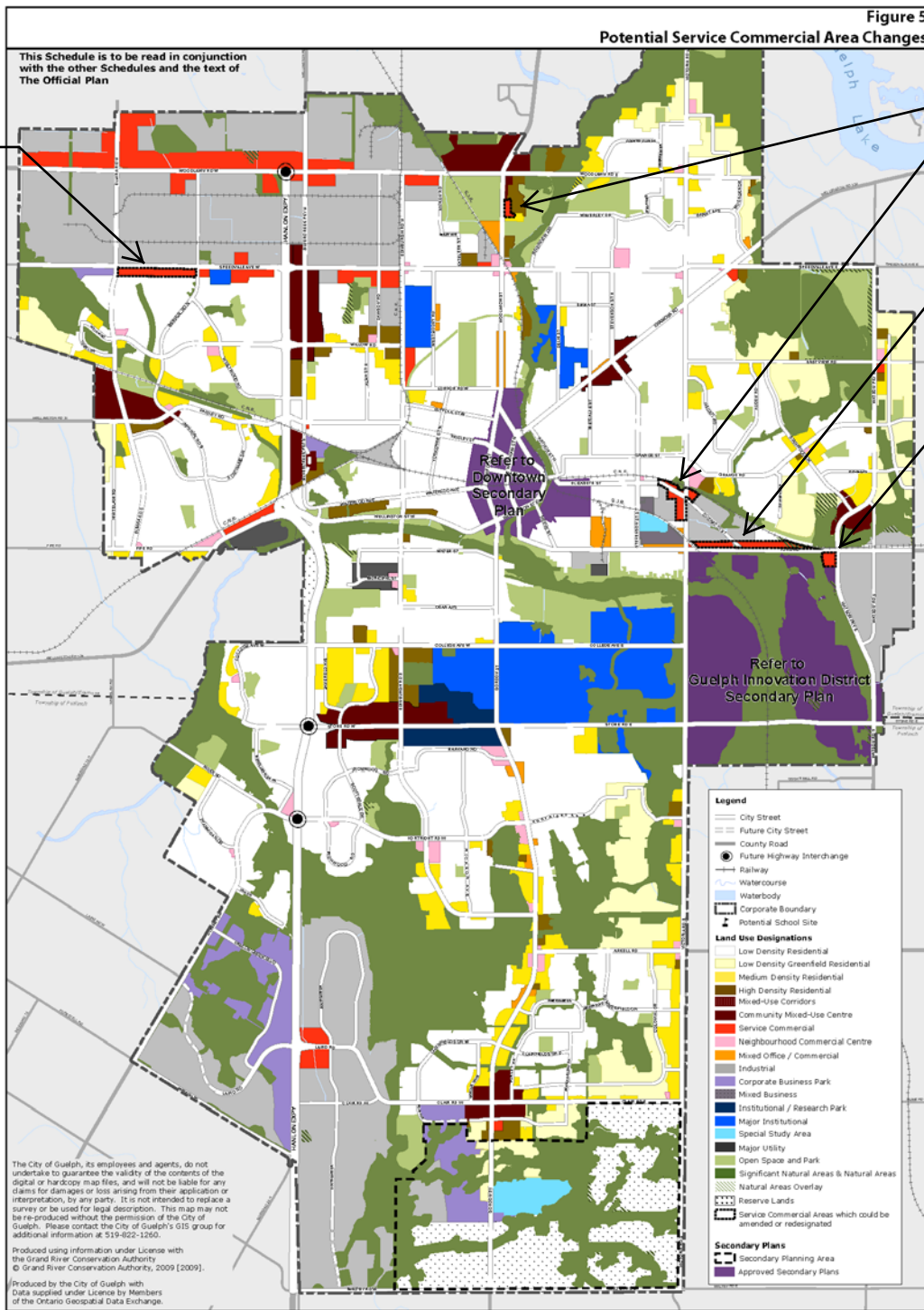
It is acknowledged that the needs that are served by this designation will continue to exist within the City but not all service commercial areas are functioning at an optimal level, may no longer serve the primary intended function or could support additional intensification opportunities. Options to update the Service Commercial designation could consider:

- expanding the range of permitted uses within the designation; or
- converting some Service Commercial areas to other designations.

Due to the potential conflict of the current permitted uses with residential uses, it is not recommended that the designation be changed to a mixed-use format.

Expanding the range of uses would be consistent with the evolution in retailing where stores are providing a wider range of goods such as grocery stores selling clothes, drug stores selling food etc. It would also open up the opportunity for greater competition amongst retailers, if additional uses are permitted in what are currently Service Commercial locations. The challenge with this approach is that limiting the range of uses in the Service Commercial designation is intended to preserve the function of the Downtown and other Commercial and Mixed-use designations. It should also be noted that many of the existing Service Commercial lands are not ideally situated for serving residential areas, which may utilize or benefit from additional commercial uses. As a result, this is not the recommended approach for the majority of the Service Commercial locations although there are some locations as outlined on the Figure 5 below that may be suitable for some expansion of permitted uses.

- i. Victoria Road and Elizabeth Street;
There are lands designated for service commercial at the northeast, northwest and southwest corners of Victoria Rd and Elizabeth Street. The area immediately southeast of these lands has been identified in section 5.1.1 of this report as an area that could possibly be considered for future conversion of employment lands to commercial uses based on the Employment Land Strategy Update currently being undertaken by the City. The Service Commercial lands could be considered as part of a larger study for the area identified through the Employment Land Strategy Update or they could be considered



CITY OF GUELPH OFFICIAL PLAN

SCHEDULE 2: LAND USE PLAN

CITY OF Guelph
 Making a Difference

1 0.5 0 1 KM

Projection: UTM 17N NAD83
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 March 2018 Consolidation

for an expansion of permitted uses on their own. If the Victoria and Elizabeth lands are considered on their own, they would not have to wait for a Municipal Comprehensive Review.

- ii. York Road, north side, east of Victoria Road
The lands are designated Service Commercial in the Official Plan. They are opposite the Guelph Innovation District located on the south side of York Road where the lands are designated Neighbourhood Commercial at the corner, Service Commercial to the east of that and then Significant Natural Areas. The depth of the Service Commercial designation on the north side of York Road limits the extent of development that could occur. In advance of a full Municipal Comprehensive Review, it may be possible to consider exchanging lands designated Service Commercial with lands designated for employment without any reduction in the total amount of employment lands in the area. This would improve the configuration of these lands which, when combined with a change in the type of commercial or mixed use designation, would provide for additional types of commercial uses to serve the east side of the City.

The implications of increasing commercial permissions in the York Road/ Victoria Road area must also consider the impact on the existing Neighbourhood Commercial Centre at the south east corner of York and Victoria Roads and the planned mixed-use areas within the GID Secondary Plan that are located in close proximity to this area. On the Mixed-use Corridor area located on the extension of College Avenue and on Victoria Road to the north of College, there is a minimum height of 4 storeys. In addition, large format stand along retail commercial uses are prohibited. As a result, given the requirement for commercial to be located in vertically integrated buildings, it is expected that more small scale and convenience types of commercial uses will be developed in these areas of the GID that would be a different from the type and form of commercial than might be anticipated on the York and Victoria lands. The Mixed-use Corridor designation at the corner of Stone Road and Victoria Road is further removed from York and Victoria and other recommendations to address that area are provided in section 5.1.1 above.

Service Commercial Areas that should be considered for redesignation are discussed below and are shown on the Figure 5 above. They include:

- i. Woolwich Street, east side, between Marilyn and Woodlawn Rd;

This area is located within an Intensification Corridor on Schedule 1 of the OP and is surrounded by Medium and High Density Residential. In order to ensure that redevelopment of the area respects the Intensification Corridor and the surrounding uses it is recommended that the lands be redesignated to Mixed-use Corridor.

- ii. Speedvale, south side, between Imperial and Elmira;
These lands are predominately vacant and are adjacent to residential uses to the south and opposite employment uses on the north side of the street. Redesignation to Mixed-use Corridor is recommended as it would expand the range of permitted uses and appears to be generally compatible with surrounding land uses. This could warrant consideration of these lands as an Intensification Corridor on Schedule 1 Growth Plan Elements at the next Official Plan review as all other Mixed-use Corridor designations are within an Intensification Corridor.
- iii. Southwest corner of York Road and Watson Parkway;
This parcel is the site of the former Royal Canadian Legion and is currently occupied by commercial/recreational uses. The lands are designated Service Commercial in the GID Secondary Plan. Redesignation to a mixed-use designation is recommended as it would help meet commercial needs in the east end, and because it has sufficient lot size and depth to accommodate large neighbourhood and community serving commercial building formats. This would expand the range of permitted uses and appears to be generally compatible with surrounding land uses.

2. Active Frontage Requirements

The Downtown Secondary Plan identifies certain streets as active frontage streets. The policies in section 11.1.7.3.4 dealing with active streets state:

“On key streets, active frontages will be achieved to reinforce the role of these streets or portions of streets as commercial, pedestrian-oriented, urban streetscapes. The following shall apply to *development* on properties where active frontage is required, as identified in Schedule C:

- a) Retail and service uses, including restaurants and personal service uses, or entertainment uses shall generally be required on the ground floors of all buildings at the street edge.
- b) Notwithstanding subsection 11.1.7.3.4 a), offices are also permitted on the ground floors of these properties; however, such uses shall be encouraged to locate in other locations Downtown to ensure Downtown's main streets maintain a strong retail character. The *Zoning By-law* may restrict the size of such new uses and/or their width along the street to ensure they do not detract significantly from the intended commercial function of the street.
- c) Buildings shall contribute to a continuous street wall that has a minimum height of 3 storeys, with infrequent and minimal gaps between buildings.
- d) The width of retail stores and the frequency of entrances shall contribute to a continuously active *public realm* and give the street wall a visual rhythm. The width of stores and restaurants may be limited through the *Zoning By-law* to ensure a rhythm of commercial entrances and avoid long distances between commercial entrances.
- e) Ground floor heights will generally be a minimum of approximately 4.5 metres floor to floor, and windows shall correspond appropriately to the height of ground floors. Generally, a large proportion of the street-facing ground floor wall of a new mixed-use building shall be glazed."

The question has been raised as to whether additional streets should be identified for active frontage requirements in the Downtown. Active frontage retail is most successful where it occurs on both sides of the street or where there are some other form of active use opposite it. The role and function of commercial space within the Urban Growth Centre (Downtown) appears to have shifted somewhat based on the new Secondary Plan with greater emphasis on other uses such as residential and entertainment. Until there is a greater demand for retail uses within the Downtown (which should occur as greater population growth happens in the area) it may be best to concentrate the active frontage areas in locations that have already been identified rather than dispersing them and therefore no changes in the Downtown are recommended. It is noted that there is no restriction from them locating in other areas. It is also recommended that this issue be reassessed in the next commercial policy review to determine if sufficient population growth has occurred Downtown to support the expansion of active frontage streets.

There are currently no requirements for active frontage streets outside of the Downtown. The OP strongly encourages incorporating main street forms of development within Community Mixed-use Centres where appropriate, and ground floor retail and service uses are also strongly encouraged. These main street areas are intended to be developed on the basis of the Urban Design Concept Plans which have been approved by Council and there is an opportunity to incorporate active frontage streets in Community Mixed-use Centres within the main street development. It is recommended for areas outside of the Downtown that the existing policies be modified slightly so that policy c) recognizes that there may be small gaps in a continuous street wall and that in policy d) the width of stores and frequency of entrances may need to recognize the existing retail formats.

3. Big Box Retail

There has been a general decline in the amount of new big box retail stores that have been developed in recent years and it is a trend that is expected to continue. This fits well with the City's desire to create main street type commercial as big box stores are typically less compatible with that type of built form.

The current OP policies restrict the number of large buildings with 5,575 sq m (more than 60,000 sq. ft.) of gross floor area on a Community Mixed-use Centre site to four. The current policies seem to be working effectively and with the declining development of big box retail stores, there does not appear to be a need to modify the existing policies.

4. Maintain the Mix in Mixed-use Sites

In order to achieve the planned function of mixed-use sites it will be important to ensure that a site is not developed or redeveloped exclusively with residential or non-residential development. In the context of the projected shortfall of commercial lands after 2031, it is also important to recognize that the projections are based on the assumption that existing vacant sites that permit commercial uses will be developed primarily with commercial uses otherwise the shortage will be exacerbated.

As discussed above in section 5.1.1, the OP policies to date have focused on limiting the maximum amount of retail space on a site rather than being concerned about a minimum amount of commercial space. The OP policies in 9.4.2.14 dealing with Community Mixed-

use Centres state that “To promote a mixture of land uses within each Community Mixed-use Centre, retail development will be limited to the following total gross floor area cumulatively of all buildings within the designation.” The OP policies in section 9.4.3.1 dealing with Mixed-use Corridors state that Zoning By-laws may include minimum density requirements but again do not specify a minimum amount of commercial floor space.

However, the Community Mixed-use Nodes policies make it clear that commercial development is an inherently important component of the Node in order for it to achieve its planned function and desired built form. As a result, a minimum size/amount of commercial is recommended for mixed-use centres and corridors at the OP level in order to protect the commercial function of mixed-use sites to ensure that they are not developed solely or predominately for residential uses.

In determining what the minimum amount of commercial floor space should be, it is difficult to quantify when the commercial function of a node is lost because the commercial floor space is too small. In order to support intensification, it is suggested that the City generally consider a minimum of .15 Floor Space Index (FSI) of commercial space at full build out. The zoning for community and regional shopping centres currently specifies a minimum Gross Floor Area (GFA) but that minimum simply ensures that it does not fall within the lower zone category.

It is recommended that this FSI be established as a benchmark that allows a developer some latitude to rationalize going slightly below that space. As discussed above in section 5.1.1 for Community Mixed-use Centres, it is recommended that a hard minimum amount of floor space be established as 6,500 sq m (70,000 sq. ft.) as any reduction below that level is expected to affect the planned function. Given that Mixed-use Corridors can have different retail functions, a minimum amount of retail floor space is not suggested for that designation.

In establishing the policies addressing the minimum FSI it has to be determined if it is calculated based on the overall designation or for each individual property. In many cases, there are multiple parcels within each designation. The implications of requiring it on the basis of the overall lands within the designation is that individual property owners could develop non-commercial uses and leave the last property that develops “holding the bag” and required to provide all of the commercial space to achieve the minimum. However, the same

argument could be applied to the restriction on the maximum amount of floor space that is permitted and the OP currently establishes the maximum floor space based on the designation rather than on the individual sites. This allows certain sites to develop exclusively for one use rather than requiring a mix of uses on each site.

It is also noted that the City has prepared Concept Plans for the Community Mixed-use Centres that provide guidance on how the whole designation should develop and while they do not focus on uses, they can identify what opportunities will exist within the designation and prevent one owner from dictating the development of the area. As a result, it is recommended that the minimum FSI be applied on a designation basis.

There is also a desire to encourage residential uses on sites that are currently exclusively developed with commercial uses. As noted above in section 5.1.1 in the discussion regarding increasing or lifting the retail caps, there will be issues that need to be addressed to ensure compatibility between commercial and residential uses especially with respect to retrofitting existing sites including addressing such issues as deliveries and garbage pickup.

5. Second Floor Space

One of the objectives of the Study was to consider the feasibility of second floor commercial and mixed-use buildings to support the pedestrian friendly urban visions for the Growth Centre (Downtown), GID Urban Village, Community Mixed Use Nodes and Intensification Corridors. In the Official Plan, urban design policy 8.6.13 dealing with built form for buildings other than low rise residential, states "Generally, a minimum building height of 2 storeys will be encouraged to provide definition to streets and open spaces. Regulations for minimum building heights may be incorporated into the Zoning By-law for non-residential uses at key locations such as sites fronting onto arterial or collector roads, identified Main Streets and at intersections." Policy 8.6.13.14 states "Site and building design should support and facilitate future intensification and redevelopment including strategies for building expansions. For example, ensuring that upper storey volumes can be infilled to create additional floor area."

Second floor space is therefore not mandatory but is simply encouraged and in practice, it appears to only be required on a portion of the site. This approach is used by a variety of municipalities to help

to intensify and animate major streets while recognizing the challenges of second floor space above commercial development.

In undertaking the initial public consultation and visioning for this Study, the public were asked what types of uses were appropriate on the second floor and as noted in section 3 above, they felt that a variety of uses including offices, residential, fitness and wellness would work in second floor space throughout the various designations that permitted commercial uses.

The challenge with this type of space is the ability to find tenants to fill it and that the rents which can be achieved for this space, have historically been low. In addition, some ground floor tenants are less interested in locating below second floor space due to either compatibility concerns (particularly where food preparation is involved) or that they have a standard corporate design for their store that they have spent time and money refining to meet their needs and they can therefore be reluctant to modify. Due to the generally lower demand for this type of space, encouraging second floor commercial space such as small offices in Community Mixed-Use Centres or Mixed-Use Corridors may initially compete with similar space in the Downtown, which could detract from the Downtown.

In order to facilitate second floor space, the City should explore opportunities to address barriers to the creation of second floor space with the development community. This may include options such as exempting some or all of the ground floor retail space in multi-storey mixed-use buildings from the retail floor space caps (if they are maintained) or reducing the parking requirements for second floor space in order to incentivize this form of development.

6. Incentives

Municipalities, to encourage the development of the desired built form, have sometimes used a variety of incentives. The creation of vertically integrated mixed-use (ie mixed-use buildings) is often seen as more challenging outside of areas with concentrated development such as the downtown (ie more suburban locations). This is due to a variety of reasons including the preference on the part of consumers to be able to drive to retail stores and a lack of experience among developers in building mixed use buildings (although that is starting to change).

Incentives for creating urban and/or mixed-use buildings could be provided for through the use of Community Improvement Plans,

parking exemptions for second floor space, exemptions from retail caps for ground floor space, or the use of Section 37 bonusing. These forms of incentives, which were also referenced in the City's Urban Design Action Plan, are recommended for consideration through future review or creation of Community Improvement Plans, and through the review of the Zoning By-law standards relating to parking and retail caps or if Section 37 is utilized.

7. Market Impact Studies

The City currently requires a Market Impact Study for proposals that want to establish a new commercial or mixed-use area or to expand an existing one. Policies currently state that:

1. Subject to the policies of Section 1.3, proposals to establish new commercial or mixed-use areas or to expand the areas identified on Schedule 2 shall require an amendment to this Plan.
2. Market Impact Studies shall be required to assess the impact on the City's commercial policy structure when proposals are made to:
 - i) establish a new, or modify the designation limit boundaries of a Community Mixed-use Centre or Mixed-use Corridor;
 - ii) to modify (increase or reduce) the retail floor area limitations within a Community Mixed-use Centre established in policy 9.4.2.16 or the number of large retail uses in policy 9.4.2.14; and
 - iii) to extend or enlarge a Neighbourhood Commercial Centre to provide more than 10,000 square metres of gross floor area.
3. An appropriate Market Impact Study shall demonstrate that:
 - i) the proposal can be justified without detriment to the overall function or economic vitality of Downtown or the key component functions that contribute to Downtown's overall vitality;
 - ii) the achievement of the City's Strategic Goals, the Urban Design policies and the Commercial and Mixed-use policies and objectives of the Official Plan will not be compromised; and
 - iii) the ability of existing designated commercial or mixed-use lands to achieve their planned function will not be compromised.
4. A Market Impact Study shall include:

- i) an assessment of the current market situation and the future potential for the expansion of retail facilities in light of projected population and employment growth;
- ii) an evaluation of the economic feasibility of the proposal on the basis of current market demand or retail market opportunity;
- iii) an indication of the scale of any adverse affects on the economic viability of Downtown, the key functions that contribute to Downtown's overall vitality and on any existing or planned designated commercial or mixed-use lands provided for in this Plan;
- iv) an assessment of the implications of the proposal relative to the City's approved Commercial Policy Review Study and the objectives and implementing policies of this Plan."

Given that there are now mixed-use designations that allow for additional uses as well as commercial and that there is an identified long term shortage of commercial land supply, it is suggested the policies be modified to indicate that market studies are required for proposals to establish or modify commercial or mixed-use areas or to expand *or reduce* an existing one. This would be consistent with issue 5.2.4 above where the intent is to ensure a minimum amount of commercial floor space within mixed-use sites in order to ensure that the planned function is retained. Any development with a commercial FSI below .15 should be required to undertake a market impact study.

The wording of the OP market impact policies themselves should also be clarified to understand the differences that apply to how the Downtown versus commercial and mixed-use sites are addressed. The current wording seems to have a concern for addressing the "vitality" of the Downtown versus the "planned function" of other commercial or mixed-use sites.

8. Parking

Surface parking occupies a significant portion of many retail sites which can detract from the visual appeal of the site, focus access on auto-oriented rather than active transportation modes of travel and create large areas of impervious surfaces which do not support the City's goal for more sustainable development. As retail sites transition to mixed-use formats, consideration should be given to Official Plan policies that encourage shared parking to reduce the overall supply of parking spaces. In the City's Zoning By-law, parking requirements could recognize that reductions in the required total number of spaces may be appropriate due to shared parking

opportunities, especially in areas well served by transit and active transportation modes (i.e. pedestrians and cyclists).

Parking requirements are currently addressed through the City's Zoning By-law and parking space ratios for commercial development were lowered in the Downtown through the recently adopted Downtown Zoning By-law. Parking rates outside of the Downtown still reflect a typical suburban level of parking requirements. Consideration should be given to revising those rates to reflect the move towards mixed-use development and greater active transportation and transit usage.

The City could also consider introducing maximum parking ratios in order to limit the extent of parking and further encourage other modes of travel to commercial sites. This may be more of a challenge where there is not strong transit service. It is also recognized that major retailers often have parking ratios that they require to be available before they will agree to locate on a site.

In order to be able to respond to potential future changes in parking demand from such things as active transportation and autonomous vehicles, recognition should also be given to ensuring the flexible design of parking garages and structures so that they can adapt to future alternative uses.

5.3 Commercial Zoning

1. Consistency with OP Designations

The current commercial zones have not been updated to reflect the most recent changes to the OP policies nor the commercial policies that were updated in 2006 and are therefore not completely consistent with the OP designations. The City has created mixed-use designations that permit a variety of uses. However, the Zoning By-law does not permit the range of uses contemplated by the OP. For example, residential use permissions are limited within the Community Shopping Centre (CC) zone. Commercial space caps are included in the City's Zoning By-law but these do not align with the OP caps and the gross floor area does not differentiate floor area based on use. Ensuring that the zoning reflects the land use permissions in the OP will facilitate mixed-use development as it will eliminate the need for site-specific zoning amendments.

It is also noted that within the same OP designation there can be multiple zones. For example, along Stone Road within the Mixed-use Corridor designation, there are Regional Shopping Centre, Community Shopping Centre and Service Commercial zones. Within the Woodlawn Community Mixed-use Centre there are Community Commercial, Service Commercial and Industrial zones.

The zoning by-law should be revised to provide new zones or zone requirements that implement the Community Mixed-use Centre and Mixed-use Corridor OP designations through standardized zones that reflect the role of the area. This could include broadening the range of uses and considering whether to remove the commercial floor space caps where none exists at the OP level. This should be done in conjunction with establishing minimum amounts of commercial development within these zones as noted above in section 5.2.4.

2. Small Scale Commercial

In the OP, small scale commercial is currently permitted in residential areas up to a maximum gross floor area of 400 square metres on a property as long as it is developed in a manner that is compatible with adjoining residential properties and which preserves the amenities of the residential neighbourhood. Consideration should be given in the zoning to permitting small-scale convenience retail and personal service commercial in the base of apartment zoning to facilitate this type of use where the market demand exists. The City of Toronto has recently introduced a Residential Apartment Commercial zone that allows small-scale business and community services in the base of high rises in order to encourage active transportation and better access to these uses.

6 Conclusions and Next Steps

Conclusions

There have been a variety of options that have been suggested as a means to address the projected shortfall of commercial lands after 2031, including the need for parcels greater than 2.8+ ha in size. It is expected that the ultimate solution will involve incorporating a combination of the suggested alternatives and policy options to achieve the desired results. It is also noted that it will not be possible to implement some of the alternatives until additional work is undertaken including the Municipal Comprehensive Review to address the 2017 Growth Plan and potential further study of the York Road and Victoria Road area. No matter which option or combination of options is selected, it is recommended that the City consider monitoring the utilization of commercial lands within the City.

From an OP policy perspective, it is recommended that:

- Some service commercial sites be reconsidered for other designations;
- Active retail frontage requirements be applied to the main street areas of Community Mixed-use Centres;
- The City should explore opportunities to address the barriers to the creation of second floor space;
- A minimum .15 Floor Space Index for retail space should generally be applied to mixed-use sites with an absolute minimum floor space of 6,500 sq m (70,000 sq. ft.) for Community Mixed-use Centres;
- Incentives should be considered to achieve the desired built form;
- Modifications should be made to market impact study requirements; and
- Amendments should be made to commercial parking requirements.

For commercial zoning it is recommended that:

- Commercial zones be updated to reflect the most recent changes to the OP policies; and
- Zoning to permit small-scale convenience retail and personal service commercial in the base of apartments should be considered.

Next Steps

This report will be presented to the public and to Council for input on the alternatives. Opportunities for public input will be provided through both

workshops and an on-line survey. The preferred framework report will reflect input received and provide greater detail on the policy direction for Official Plan and Zoning By-law changes.

Stage 3 of the Study will involve the actual preparation and adoption of the Official Plan and Zoning By-law amendments.

Appendix A

Vacant Commercial Land, Intensification/Mixed-Use Potential

Figure F-1				
Vacant Commercial Land, Intensification / Mixed-Use Potential in the City of Guelph				
Designation	Zoning	Address	Intensification Potential (Sq. Ft.)	Parcel Size (Ac.)
Community Mixed Use Centre				
	Community Shopping Centre	3 Woodlawn Road West	12,000	n.a.
	Community Shopping Centre	1750 Gordon Street	22,800	n.a.
	Community Shopping Centre	98 Farley Drive	n.a.	2.2
	Community Shopping Centre	804 Woolwich Street	8,400	n.a.
	Community Shopping Centre	40 Silvercreek Parkway South	n.a.	20.3
	Community Shopping Centre	963-1045, Paisley Road / 129 Elmira Road Sou	224,800	n.a.
	Subtotal Community Shopping Centre		268,000	22.5
	Neighbourhood Shopping Centre	950 Paisley Drive	13,600	n.a.
	Neighbourhood Shopping Centre	85 Starwood Drive	n.a.	1.4
	Subtotal Neighbourhood Shopping Centre			1.4
	Commercial-Residential	111 Starwood Drive	1,800	n.a.
	Service Commercial	40 Silvercreek Parkway South	n.a.	2.6
	Subtotal Other Community Mixed Use Centre		1,800	2.6
	Total Community Mixed Use Centre		269,800	26.6
Mixed Use Corridor				
	Regional Shopping Centre	435 Stone Road West	100,000	n.a.
	Service Commercial	601 Scottsdale Drive		1.8
	Puslinch	Stone Road E (GID Secondary Plan Area)	101,000	n.a.
	University of Guelph and Guelph Correctional Centre	Victoria Road South (GID Secondary Plan Area)	96,000	n.a.
	Total Mixed Use Corridor		297,000	1.8
Neighbourhood Commercial Centre				
	Community Shopping Centre	Wellington Street West	n.a.	6.0
	Convenience Commercial	1340 Gordon Street	n.a.	0.7
	Neighbourhood Shopping Centre	105 Elmira Road North	n.a.	2.4
	Total Neighbourhood Commercial Centre		n.a.	9.1

Source: Tate Economic Research Inc. based on information provided by the City of Guelph.
Note: Totals may not add due to rounding.

Figure F-1 (Continued)				
Vacant Commercial Land, Intensification / Mixed-Use Potential in the City of Guelph				
Designation	Zoning	Address	Intensification Potential (Sq. Ft.)	Parcel Size (Ac.)
Service Commercial				
	Highway Service Commercial	383 Woodlawn Road West	n.a.	3.4
	Highway Service Commercial	30 Wilbert Street	n.a.	3.2
	Highway Service Commercial	309 Woodlawn Road West	n.a.	2.2
	Highway Service Commercial	40 Wilbert Street	n.a.	2.9
	Highway Service Commercial	523 York Road	n.a.	0.6
	Highway Service Commercial	540 York Road	n.a.	3.0
	Highway Service Commercial	1 Wilbert Street	n.a.	4.1
	Highway Service Commercial	25 Wilbert Street	n.a.	2.1
Subtotal Highway Service Commercial				21.4
	Service Commercial	327 Woodlawn Road West	n.a.	0.8
	Service Commercial	218 Speedvale Avenue West	n.a.	1.6
	Service Commercial	453 Imperial Road North	n.a.	3.0
	Service Commercial	404 Speedvale Avenue West	n.a.	2.7
	Service Commercial	456 Imperial Road North	n.a.	0.7
	Service Commercial	580 Speedvale Avenue West	n.a.	0.9
	Service Commercial	301 Elmira Road North	n.a.	7.0
	Service Commercial	596 Speedvale Avenue West	n.a.	0.7
	Service Commercial	556 Speedvale Avenue West	n.a.	3.1
	Service Commercial	604 Speedvale Avenue West	n.a.	0.7
	Service Commercial	588 Speedvale Avenue West	n.a.	0.8
	Service Commercial	455 Watson Parkway North	n.a.	2.5
	Service Commercial	21 Corporate Court	n.a.	1.7
	Service Commercial	40 Cowan Place	n.a.	0.6
	Service Commercial	50 Cowan Place	n.a.	1.3
Subtotal Service Commercial				28.2
	Convenience Commercial	580 Paisley Road	n.a.	0.6
Subtotal Other Service Commercial				0.6
Total Service Commercial			n.a.	50.1

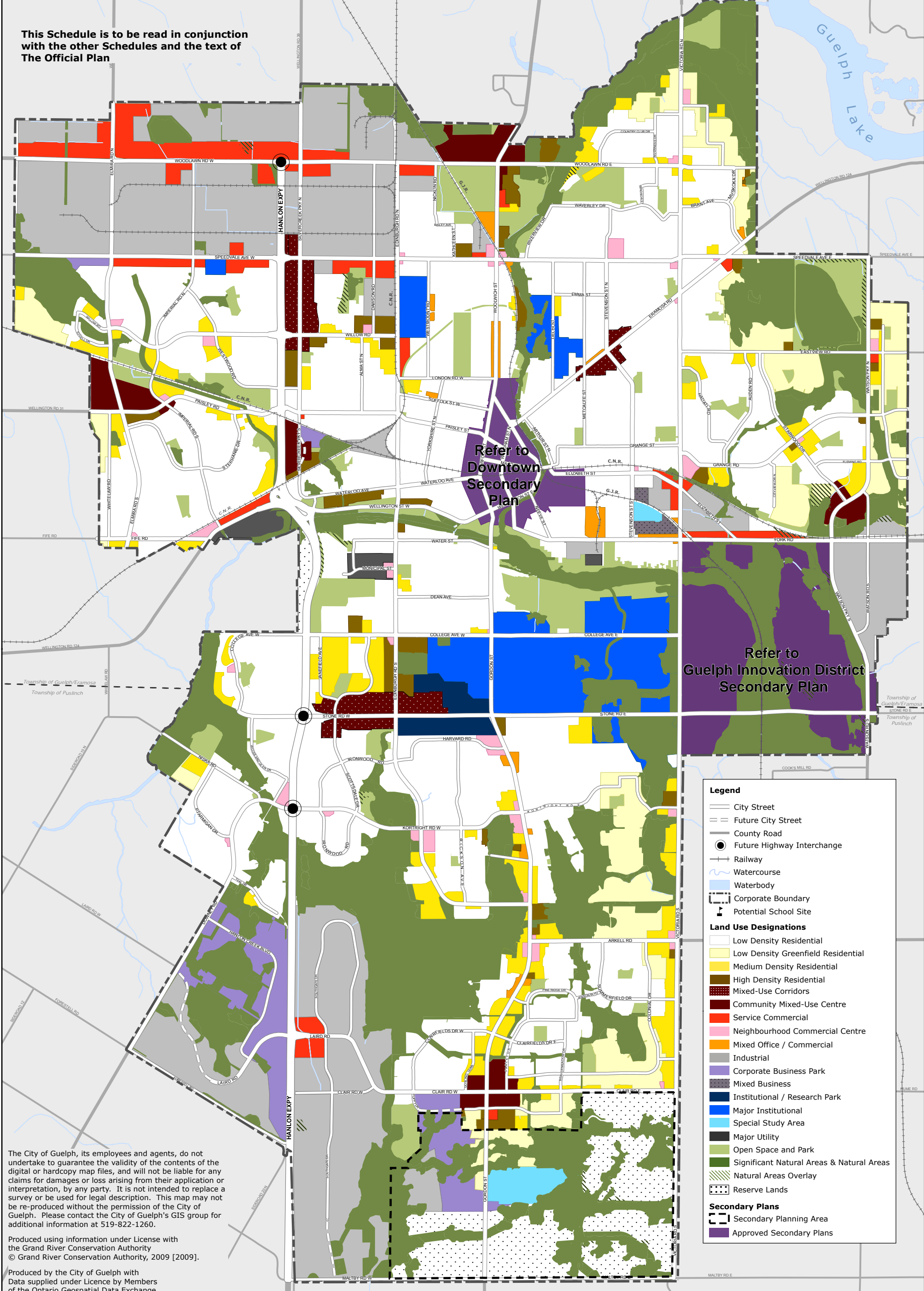
Source: Tate Economic Research Inc. based on information provided by the City of Guelph.
Note: Totals may not add due to rounding.

Figure F-1 (Continued)				
Vacant Commercial Land, Intensification / Mixed-Use Potential in the City of Guelph				
Designation	Zoning	Address	Intensification Potential (Sq. Ft.)	Parcel Size (Ac.)
Other Designations				
Corporate Business Park				
	Corporate Business Park	65 Hanlon Creek Boulevard	n.a.	12.0
Low Density Residential				
	Convenience Commercial	36 Willow Road	n.a.	0.4
	Convenience Commercial	23 Silvercreek Parkway North	n.a.	0.6
Mixed Office Commercial				
	Service Commercial	700 Woolwich Street	n.a.	1.9
Total Other Designations			0	14.9
Downtown Intensification Potential			301,700	n.a
Grant Total			868,500	102.4

Source: Tate Economic Research Inc. based on information provided by the City of Guelph.
Note: Totals may not add due to rounding.

Appendix B
Official Plan Schedule 2
Land Use Plan

This Schedule is to be read in conjunction with the other Schedules and the text of The Official Plan



Refer to Downtown Secondary Plan

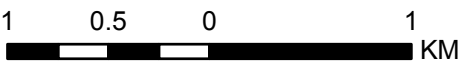
Refer to Guelph Innovation District Secondary Plan

Legend	
	City Street
	Future City Street
	County Road
	Future Highway Interchange
	Railway
	Watercourse
	Waterbody
	Corporate Boundary
	Potential School Site
Land Use Designations	
	Low Density Residential
	Low Density Greenfield Residential
	Medium Density Residential
	High Density Residential
	Mixed-Use Corridors
	Community Mixed-Use Centre
	Service Commercial
	Neighbourhood Commercial Centre
	Mixed Office / Commercial
	Industrial
	Corporate Business Park
	Mixed Business
	Institutional / Research Park
	Major Institutional
	Special Study Area
	Major Utility
	Open Space and Park
	Significant Natural Areas & Natural Areas
	Natural Areas Overlay
	Reserve Lands
Secondary Plans	
	Secondary Planning Area
	Approved Secondary Plans

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Planning Services
March 2018 Consolidation

CITY OF GUELPH OFFICIAL PLAN

SCHEDULE 2: LAND USE PLAN



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