

# City Council - Planning Meeting Agenda

Consolidated as of September 6, 2019



**Monday, September 9, 2019 – 6:30 p.m.**  
**Council Chambers, Guelph City Hall, 1 Carden Street**

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Changes to the original agenda have been highlighted.

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## Open Meeting

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

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## Council Consent Agenda:

The following resolutions have 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.

**IDE-2019-90                      Decision Report 51-53 College Avenue West Zoning  
By-law Amendment File: OZS19-003 Ward 5**

### Recommendation:

That the application submitted by A.J. Lakatos Planning Consultant on behalf of the Owner, Fabpiovesan Holdings Inc., to amend the Zoning By-law from the "Residential Single Detached" (R.1B) Zone to a "Specialized Residential Semi-detached/Duplex" (R.2-30) Zone to recognize the existing semi-detached dwelling on the property municipally known as 51-53 College Avenue West, and legally described as Part of Lot 8, Registered Plan 283, City of Guelph, be approved in accordance with the proposed zoning and details outlined in Attachment 5 of Infrastructure, Development and Enterprise Services Report IDE-2019-90, dated September 9, 2019.

**IDE-2019-93**

**Redevelopment Incentive Reserve Grant Application  
for 120 Huron Street**

**Recommendation:**

1. That the Redevelopment Incentive Reserve grant application for the conservation of the historic industrial heritage building at 120 Huron Street be approved in principle to an amount not to exceed a total upset limit of \$1.7M payable following project completion as per the Heritage Redevelopment Reserve Policy (2007).
2. That the City Solicitor be directed to prepare a comprehensive Tax Increment Based Grant Financial Assistance Agreement between the owner and the City of Guelph to the satisfaction of the General Manager of Finance.
3. That as part of requirements of the Financial Assistance Agreement, the City and owner conclude the designation process for the property under Part IV of the Ontario Heritage Act as well as enter into a Heritage Conservation Easement Agreement for the industrial heritage building at 120 Huron Street to the satisfaction of the General Manager of Planning and Building Services and the City Solicitor prior to any grant payments being issued to the owner.
4. That Council commit to continue contributions to the redevelopment incentives reserve up to an additional \$1.4 million over the original \$33 million approved in 2012.

**IDE-2019-97**

**Brownfield Redevelopment Financial Incentives –  
71 Wyndham Street South**

**Recommendation:**

1. That the application by Tricar Properties Limited for a Tax Increment-Based Grant (TIBG), pursuant to the Brownfield Redevelopment Community Improvement Plan, and applying to 71 Wyndham Street South, be approved to an upset limit of \$1,488,890, provided the property be redeveloped and reassessed at a higher value prior to March 25, 2024.
2. That the request by Tricar Properties Limited for late payment of Development Charges pertaining to the redevelopment of 71 Wyndham Street South be approved in accordance with the framework included in this report up to limit indicated in #1.
3. That staff be directed to prepare agreement(s) to implement the Tax Increment Based Grant and Development Charges late payment.
4. That the Mayor and Clerk be authorized to execute the agreement(s).

## **Public Meeting to Hear Applications Under Sections 17, 34 and 51 of The Planning Act**

(delegations permitted a maximum of 10 minutes)

**IDE-2019-86**

**Statutory Public Meeting Report 167 Alice Street  
Proposed Zoning By-law Amendment File: OZS19-  
006 Ward 1**

### **Staff Presentation:**

Ryan Mallory, Planner II, Development and Urban Design

### **Delegation:**

Nancy Shoemaker on behalf of owners, Adam Albert Ross Bebuck and Jiyeon Oh  
(presentation)

Michael Silvestro

### **Recommendation:**

That Report IDE-2019-86 regarding proposed Zoning By-law Amendment application submitted by Black, Shoemaker, Robinson and Donaldson Limited on behalf of the owners, Adam Albert Ross Bebuck and Jiyeon Oh to recognize the existing detached dwelling and permit the development of two new single detached residential dwellings on lands municipally known as 167 Alice Street, and legally described as Part Lots 156 and 157, Registered Plan 293, City of Guelph from Infrastructure, Development and Enterprise Services dated September 9, 2019, be received.

**IDE-2019-94**

**Statutory Public Meeting: City Initiated Official Plan  
Amendment for the Commercial Policy Review**

### **Staff Presentation:**

Melissa Aldunate, Manager, Policy Planning and Urban Design

### **Correspondence:**

MHBC on behalf of Calloway REIT (SW Ontario) Inc.

Zelinka Priamo Ltd. on behalf of Loblaw Companies Limited

### **Recommendation:**

That Report IDE-2019-94 regarding a City-initiated Official Plan Amendment for the Commercial Policy Review dated September 9, 2019 be received.

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## **Special Resolutions**

### **By-laws**

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

"That By-law Numbers (2019)-20426 to (2019)-20430, inclusive, are hereby passed."

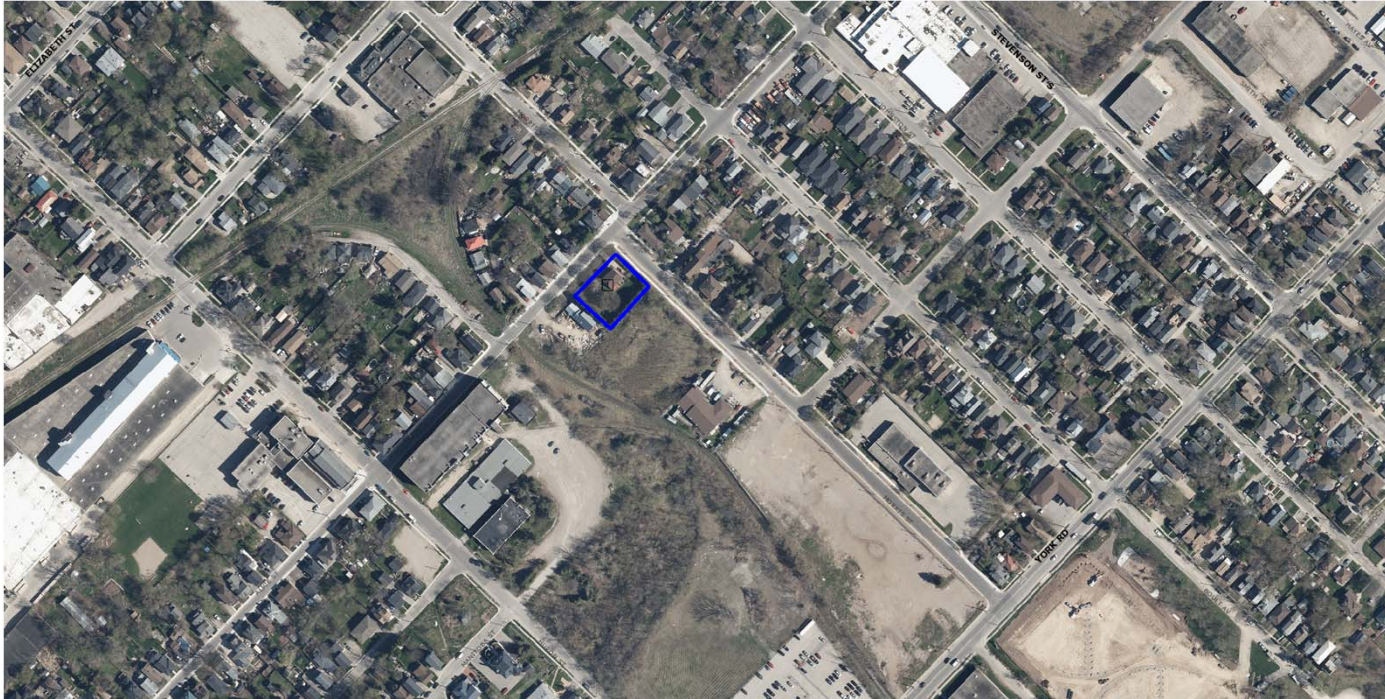
<p>By-law Number (2019)-20426</p>	<p>A by-law to amend By-law Number (1995)-14864, as amended, known as The Zoning By-law for the City of Guelph as it affects the property municipally known as 51-53 College Avenue West and legally described as Part of Lot 8, Registered Plan 283, City of Guelph (File: OZS19-003).</p>
<p>By-law Number (2019)-20427</p>	<p>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 1131 Gordon Street and legally described as Part of Lots 4 &amp; 5, Concession 7 (Geographic Township of Puslinch), City of Guelph. The purpose of this amending by-law is to remove the holding provisions on this property to permit a townhouse development.</p>
<p>By-law Number (2019)-20428</p>	<p>A By-law to dedicate certain lands known as Block 55, Plan 61M-214 and Block 64, Plan 61M-220, City of Guelph as part of Macalister Boulevard.</p>
<p>By-law Number (2019)-20429</p>	<p>A by-law to authorize the execution of a Subdivision Agreement between Terra View Custom Homes Ltd., The Toronto-Dominion Bank and The Corporation of the City of Guelph. (NiMa Subdivision Phase 1B)</p>
<p>By-law Number (2019)-20430</p>	<p>A by-law to confirm the proceedings of a meeting of Guelph City Council held September 9, 2019.</p>

### 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**



**Proposed Zone Change  
167 Alice Street**

The purpose of the zone change is to amend the zoning from the Specialized Industrial (B.4-1) Zone to a Single Detached Residential (R.1D) Zone to permit the development of 2 new single detached residential lots along Alice Street and to recognize the existing detached residential dwelling located on the corner of Alice Street and Morris Street.

The Official Plan designates the property as Mixed Office/Commercial. This designation also permits residential.

The following information has been prepared in support of this application:

Planning Justification Report  
Draft Servicing and Grading Plan  
Tree Inventory/Preservation Plan  
Phase 1 and Phase 2 Environmental Site Assessments  
Noise and Vibration Feasibility Study





## Surrounding Area

- Mix of single detached lots ranging in size from 9 to 15 metres in size
- Semi-detached dwellings
- On-street townhouses
- Apartment redevelopment approved on Huron Street and on Morris Street by York Road
- Vacant land to the south
- Carpentry shop and landscape material storage





167 Alice  
Street





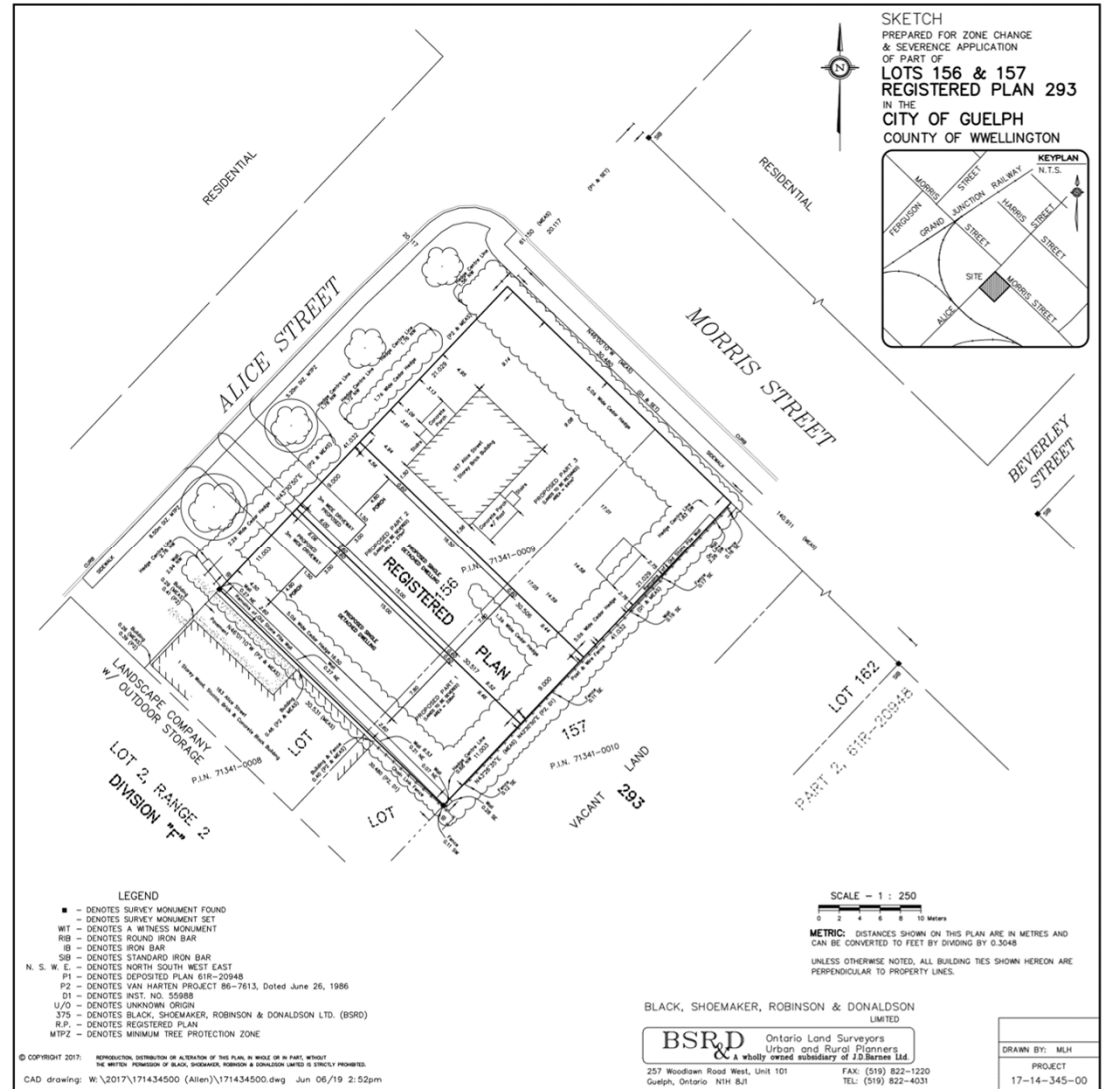








# Future Severances



## Provincial Policy Statement, 2014

The zone change application is consistent with the PPS. The subject property:

- Is located within the “built boundary” of the City of Guelph;
- Promotes housing intensification;
- Maximizes the efficient use of land, resources and infrastructure.

**The proposed development is consistent with the Provincial Policy Statement 2014**



## Growth Plan for the Greater Golden Horseshoe, 2019

The zone change application conforms with the policies of the Growth Plan for the Greater Golden Horseshoe, 2019. The subject lands:

- Are located within the Built-up area of the City of Guelph;
- Will support an increase in residential densities in this area; and.
- Will utilize the use existing infrastructure while creating a development that is at a scale that is compatible with the existing neighbourhood.

**The proposed development conforms with the policies set out in the 2019 Growth Plan.**

## CITY OF GUELPH OFFICIAL PLAN (March 2018 Consolidation)

The proposed development is located:

- Within the Mixed Office/Commercial designation of the Official Plan. Permitted uses include:
  - i) Convenience commercial and small-scale retail commercial;
  - ii) Small-scale office;
  - iii) Personal service; and
  - iv) Detached, semi-detached, townhouses and apartments
- Within the built-up area of the City
- On lands that can be serviced in an efficient and cost effective manner within the existing capacity of municipal infrastructure.

The project will:

- Revitalized the land through:
  1. the promotion of infill development;
  2. maximizing the use of vacant or underutilized lots; and
  3. the remediation of a brownfield site.
- Maintain the general character of built form in existing established residential neighbourhood while accommodating compatible residential infill and intensification.
- Will create a development that is in-keeping with the use and height specifications of the Official Plan.

## Conclusion:

Owner is seeking a Zone Change from Specialized Industrial (B.4-1) to Single Detached Residential R.1D

The proposal will:

- recognize the existing residential dwelling;
- result in a moderate and limited intensification, within an existing neighbourhood in a manner that is sensitive, gradual and generally fit with the existing physical character of the area.
- optimize use of existing infrastructure.

This proposal conforms to the City of Guelph Official Plan, as well as the Growth Plan for the Greater Golden Horseshoe and is consistent with the Provincial Policy Statement.

September 5, 2019

Clerk's Department  
City of Guelph  
1 Carden Street  
Guelph, Ontario  
N1H 3A1

Dear Mr. Stephen O'Brien:

**RE: PROPOSED OFFICIAL PLAN AMENDMENT FOR THE COMMERCIAL POLICY REVIEW  
OPA 69  
3 WOODLAWN ROAD WEST  
OUR FILE: 07132BU**

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On behalf of our client, Calloway REIT (SW Ontario) Inc. (hereinafter the "Owner"), we are providing this letter regarding the proposed Official Plan Amendment for the Commercial Policy Review (OPA 69) being reviewed at Council on September 9, 2019 (IDE-2019-94). We have reviewed the most recent draft released August 2019 in the context of our clients lands municipally addressed as 3 Woodlawn Road West (hereinafter the "subject lands").

Our client appreciates and is supportive of the proposed commercial policy changes as it addresses the evolution of commercial development into a mixed-use built form. However, we recommend that a "Self-Storage Facility" within a low-mid rise format (i.e. 3 to 4 storeys) built form be considered as a permitted use within a "Commercial Mixed-Use Centres". There is an increasing demand for self-storage facilities due to smaller residential unit sizes and smaller commercial unit sizes being provided in newer developments. A self-storage facility in a low-mid rise format (i.e. 3 to 4 storeys) built-form provides the opportunity for a high-demand use for the daily needs of residents and businesses within an urban setting to be integrated in a built-form that is not land extensive.

We hope our formal submission in response to OPA 69 is received and considered by Council.

Respectfully Submitted,



David A. McKay, B.E.S, MSc, MLAI, MCIP, RPP  
Vice President & Partner



Celeste Salvagna, B.U.R.PI  
Senior Planner



**ZELINKA PRIAMO LTD**

*A Professional Planning Practice*

**VIA EMAIL**

September 4, 2019

Guelph City Clerk  
City of Guelph  
City Hall, 1 Carden Street  
Guelph, ON  
N1H 3A1

Attention: Mr. Stephen O'Brien, General Manager/City Clerk

Dear Mr. O'Brien:

**Re: City of Guelph September 9, 2019 City Council – Planning Meeting  
IDE-2019-94 and Draft Official Plan Amendment No. 69  
Commercial Policy Review  
Preliminary Comments on Behalf of Loblaw Companies Limited  
Guelph, Ontario  
Our File: LPL/GPH/18-01**

We are the planning consultants with regard to the City of Guelph Commercial Policy Review for Loblaw Companies Limited ("Loblaw"), the land owner and/or lease holder of lands in Guelph including the vacant lands at 115 Watson Parkway (formerly 72 Watson Road North).

On behalf of Loblaw, we have been monitoring the Commercial Policy Review and provided comments dated July 6, 2018 and April 26, 2019 and met with City Staff on multiple occasions. On Tuesday August 27, 2019 Loblaw was made aware of Draft Official Plan Amendment No. 69 (OPA 69) dated August 2019. Based upon our review of Staff Report IDE-2019-94 dated September 9, 2019, it is our understanding that following the Public Meeting, Staff will review any comments received and assess them against the approved Commercial Policy Review Preferred Framework, the Provincial Policy Statement and the Growth Plan with a recommendation report to be presented to Council in Q4 2019. Based upon our review of Draft OPA 69, we have preliminary comments as outlined below and may provide further comments as required.

On behalf of Loblaw, we have the following preliminary comments:

- As you are aware, for the vacant lands at 115 Watson Parkway, while no formal application has been submitted, Loblaw have expressed an interest in providing a lower amount of commercial development than originally proposed. As noted in our comments dated April 26, 2019, as part of Stage 1 of the Commercial Policy Review and in order to prepare for a Stakeholder Meeting on June 28, 2017, urbanMetrics prepared a Memo dated June 23, 2017, which provided a Supermarket Demand Analysis for the lands at 115 Watson Parkway based upon a proposed development of approximately 3,437 sq. m (37,000 sq. ft.) anchored

by a supermarket of approximately 1,858 to 2,323 sq. m (20,000 to 25,000 sq. ft.). The urbanMetrics Memo concluded that "Based on our residual analysis between 20,800 and 24,600 square feet of new supermarket space could be warranted on the subject site by 2019 (i.e. first full year of operations). By 2026, between 21,900 and 25,900 square feet of new supermarket space could be warranted on the subject site. Additional supermarket space beyond what is being proposed could not be supported on the subject site." (p. 21)

- For Item 3 of Draft OPA 69 related to Commercial Function Studies:
  - For Policy 9.4.2.2.ii), in our comments dated April 26, 2019 we suggested that the test does recognize that the community's needs can be served by commercial facilities located outside the Community Mixed-use Centre, however "or in the immediate area" is too restrictive;
  - For Policy 9.4.2.2.iv), in our comments dated April 26, 2019 we suggested that there are many uses that create a community focal point beyond retail and service commercial space;
  - In Report IDE-2019-94, Staff responded that "The 'immediate area' is recommended for the Commercial Function Study to align with policies for providing daily and weekly shopping at appropriate locations that are accessible by pedestrians and transit users. The commercial land use designations are intended to have commercial as their focal point and as such, we do not support amending this section of the policy to include other uses as the focal point. Uses such as libraries, recreation and day care contribute to the mix of uses but should not detract from the intended planned function of meeting daily and weekly shopping needs"; and
  - For Policy 9.4.2.2.ii), we reiterate our suggestion that the wording should be changed to "or in an appropriate Trade or Study Area", in particular as a new Commercial Mixed-Use Centre is proposed at York Road and Watson Parkway South that can be expected to serve the same trade area as the Loblaw lands, therefore reducing the need for the minimum amount of commercial floor area required on the Loblaw lands; and
  - For Policy 9.4.2.2.iv), as there are a range of permitted commercial uses within Commercial Mixed Use Centres, we reiterate our suggestion for replacement wording as follows: "Role of space in creating a community focal point, which can include: retail, service, local serving office, institutional or other community serving uses such as recreation, library or day care."
- For Item 4 related to Commercial Mixed-Use Centres, we note the change in terminology from "Community Mixed-Use Centres" to "Commercial Mixed-Use Centres" and the renumbering of the policies in the context of the Loblaw site specific LPAT appeal of existing Policies 9.4.2.2, 9.4.2.3 and 9.4.2.6 to Policies 9.4.3.2, 9.4.3.3 and 9.4.3.6 respectively.
- For Item 4 related to Commercial Mixed-Use Centres, we request confirmation as to whether the Legend on Schedule 2: Land Use Schedule and the "Community



Mixed-Use Centre" designation will be revised to "Commercial Mixed-Use Centre".

- For Item 4 related to commercial floor area, for new Policy 9.4.3.9 that "Proposals for development of a Commercial Mixed-use Centre at less than 6500 square metres of commercial gross floor area will require an amendment to this Plan supported by a Commercial Function Study in accordance with the policies of this Plan", new Policy 9.4.3.10 that "Proposals to decrease the existing commercial gross floor area by more than 25 per cent or to provide commercial gross floor area at less than .15 FSI will require a Commercial Function Study in accordance with the policies of this Plan" and new Policy 9.4.3.18 that "The minimum commercial gross floor area is 6500 square metres":
  - According to the Commercial Policy Review Stage 3: Preferred Framework Implementation Discussion Paper dated April 2019, the associated Staff discussion under Options and Analysis states "The minimum gross floor area would apply to the entire designation for each Centre. It also allows for the allocation of commercial space through zoning in a flexible manner for each Community Mixed-use Centre so that an individual property within a Community Mixed-use Centre could have residential zoning." (p. 21)

In Report IDE-2019-94, Staff responded to our April 26, 2019 comments that "The preferred framework established 6500 square metres as the appropriate minimum commercial floor area to ensure that the designation maintains its planned function for commercial uses for the long term".

For Policy 9.4.3.18, we suggest that the wording "cumulatively of all buildings within the designation" from Policy 9.4.3.16 be added after "6500 square metres" and that for Policy 9.4.3.9, "cumulatively of all buildings within the designation" be added after "commercial floor area" in order to provide clarity in the context of the Staff response. Similarly, for Policy 9.4.2.1.iii) we suggest that "cumulatively of all buildings" be added after "provide less than 6500 square metres of commercial gross floor area" for consistency.

- In our comments dated July 6, 2018 and April 26, 2019, we suggested that it should be determined as to how the minimum commercial Gross Floor Area would be implemented and how much commercial Gross Floor Area will be expected under the proposed policies for 115 Watson Parkway.

In Report IDE-2019-94, Staff responded that "the minimum amount of commercial floor area required on the Loblaw site would be determined based on what is existing and approved on all of the sites within the Starwood/Watson designation and ensuring that the policies for minimum space are met."

Based on a meeting with Staff on May 30, 2019, it is our understanding from Staff's review of the existing Watson/Starwood Commercial Mixed-Use Centre in the context of the proposed minimum commercial Gross

Floor Area of 6,500 sq. m and 0.15 FSI for lands within the Commercial Mixed-Use Centre, that the estimated commercial gross floor area excluding the Loblaw lands is 4,000 sq. m, resulting in 2,500 sq. m applicable to the Loblaw lands. In addition, Staff estimated that for the Loblaw lands, approximately 8,900 sq. m of commercial gross floor area would be applicable at 0.15 FSI.

In our comments dated July 6, 2018 and April 26, 2019, we submitted that the Council endorsed Watson Parkway/Starwood Community Mixed-use Node Urban Design Concept Plan features a large residential component along the southern portion of the lands at 115 Watson Parkway and a land intensive Main Street Area. As a result, at an overall proposed minimum 0.15 FSI for the entire Loblaw lands at 115 Watson Parkway, the minimum 8,900 sq. m of commercial space would have to be redistributed elsewhere on-site, which may not be economically feasible or practical.

In Report IDE-2019-94, Staff responded to our April 26, 2019 comments that "The intent of the Commercial Policy Review is to ensure a long-term supply of commercial lands to meet needs of the community to 2031 and 2041. The Commercial Function Study policy proposed wording states food-store, food related store and/or drug store. We do not support removal of the .15 FSI test. This is the minimum FSI that would ensure commercial uses are available for the long term on these sites. Establishing a benchmark of 0.15 FSI allows flexibility in the marketplace to respond to future trends and to integrate non-commercial uses onto mixed-use sites as well as allowing the ability to address individual site-specific circumstances."

In our submission, in the context of new Policy 9.4.3.10 and the Staff response, there needs to be a resolution of the discrepancy between the minimum of 2,500 sq. m left in the Mixed-Use Centre for the Loblaw lands at 115 Watson Parkway and the approximately 8,900 sq. m of commercial gross floor area that would be applicable to the Loblaw lands at 0.15 FSI.

In order to maintain the intent of new Policy 9.4.3.18 as it relates to the Loblaw lands within the Commercial Mixed-Use Centre, in our submission a site specific policy is appropriate to address the discrepancy created with the 0.15 FSI of commercial gross floor area as follows: "Notwithstanding policies 9.4.2.1.i) and 9.4.3.10, for lands known municipally as 115 Watson Parkway, proposals to provide commercial gross floor area at less than 2,500 sq. m will require a Commercial Function Study in accordance with the policies of this Plan."

We would welcome the opportunity to meet with Staff to discuss our preliminary comments for OPA 69 and the Commercial Policy Review.

Should you have any questions, or require further information, please do not hesitate to call. In addition, we have previously requested notification of any further meetings with respect to this matter as well as notice of the Official Plan Amendment.

Yours very truly,

**ZELINKA PRIAMO LTD.**



Jonathan Rodger, MScPI, MCIP, RPP  
Senior Associate

- cc. Loblaw Companies Limited (via email)
- Mr. Tom Halinski, Aird & Berlis LLP (via email)
- Ms. Melissa Aldunate, City of Guelph (via email)