

Guelph Commercial Policy Review Alternatives

Public Workshop
April 18, 2018





Agenda

- Introductions
- Presentation highlighting the Stage 2 report
- Workshop
- Report back
- Wrap up and Next Steps



Purpose of the Study



- The City of Guelph is undertaking a comprehensive Commercial Policy Review to develop an updated commercial policy framework for the City that provides:
 - refreshed planning objectives,
 - a commercial and mixed-use structure and updated policies to reflect provincial policy and the City's Official Plan,
 - sufficient amounts of appropriately designated lands, to meet future needs within the City.



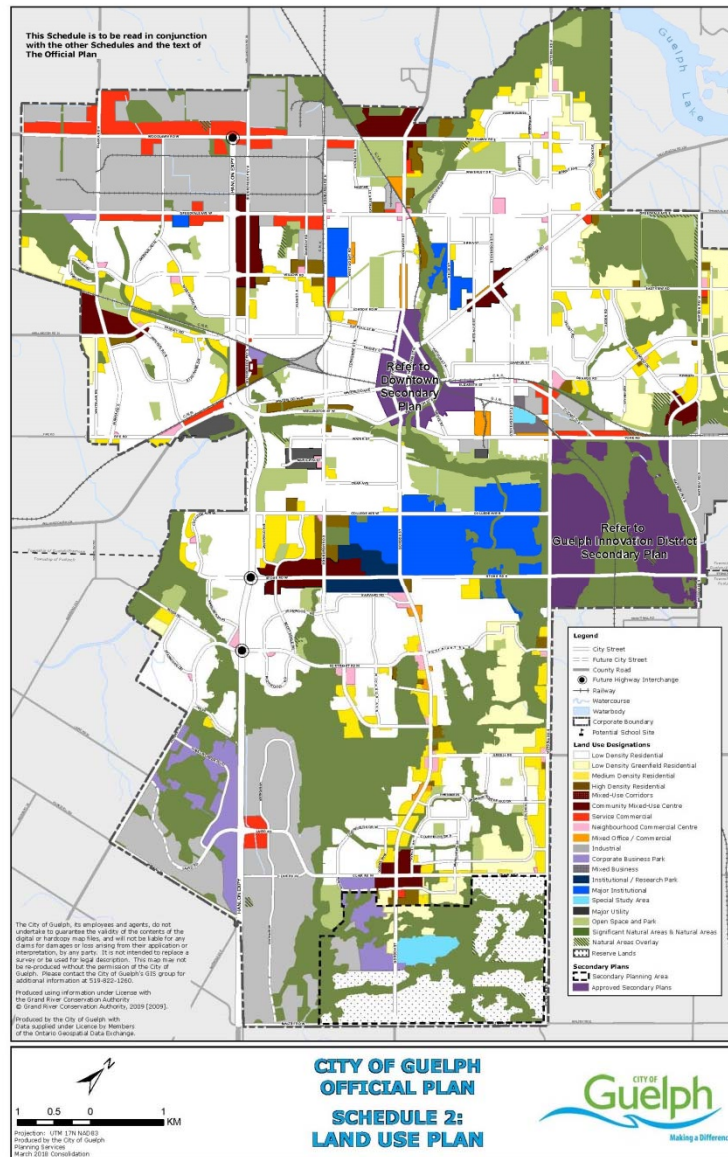
Study Process



- The 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 Updates



Official Plan Schedule 2





Commercial Demand Analysis

City of Guelph Commercial Land Needs 2016 – 2041 ⁽¹⁾ ⁽²⁾ ⁽³⁾

	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 Commercial (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.

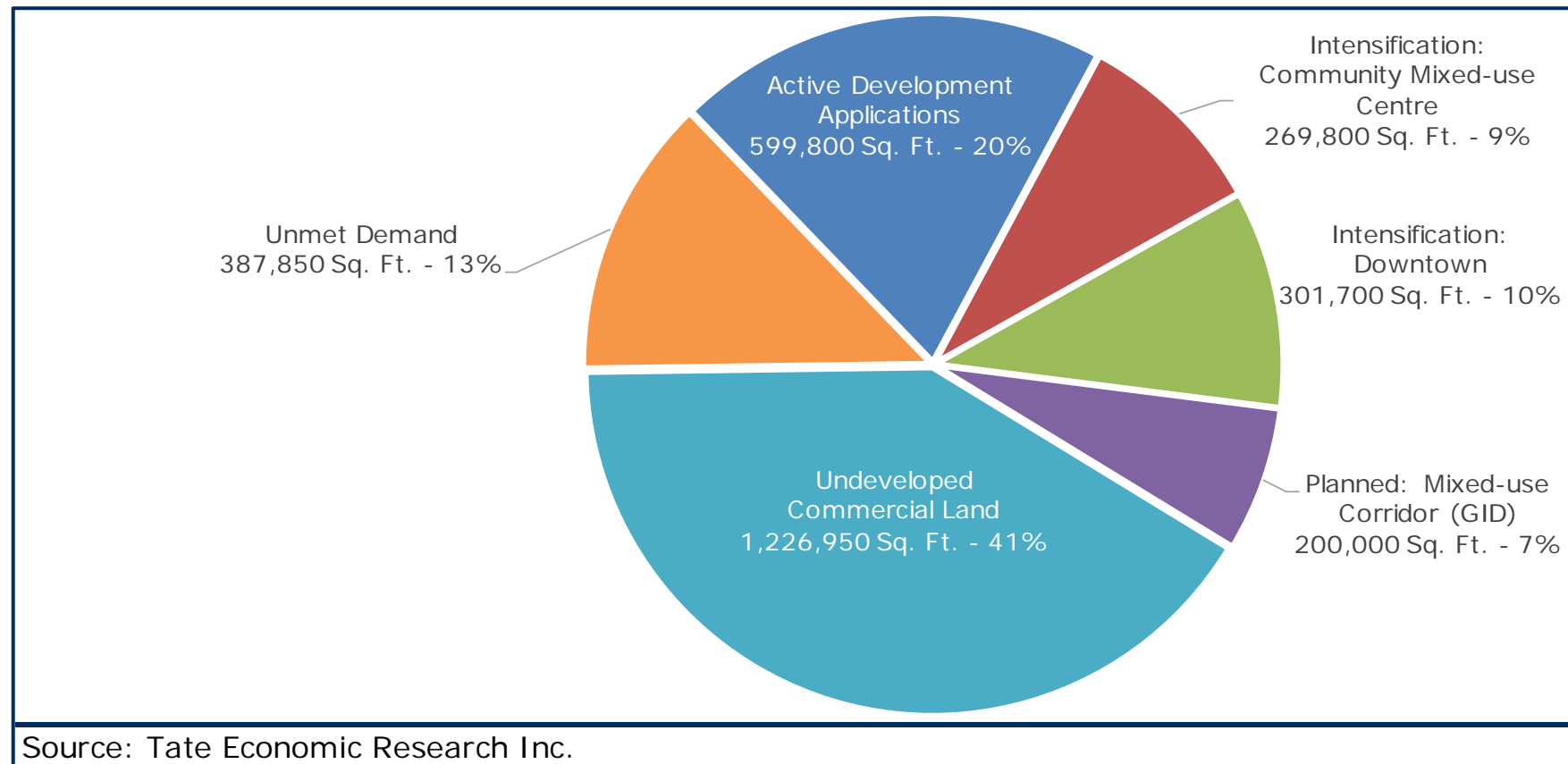
²⁾ Totals from Figures 6-1 & 6-2. Phasing based on TER professional judgement and City of Guelph planning department.

³⁾ The base supply of 102.4 acres of undeveloped commercial land is from Figure 6-1.



Commercial Demand Analysis

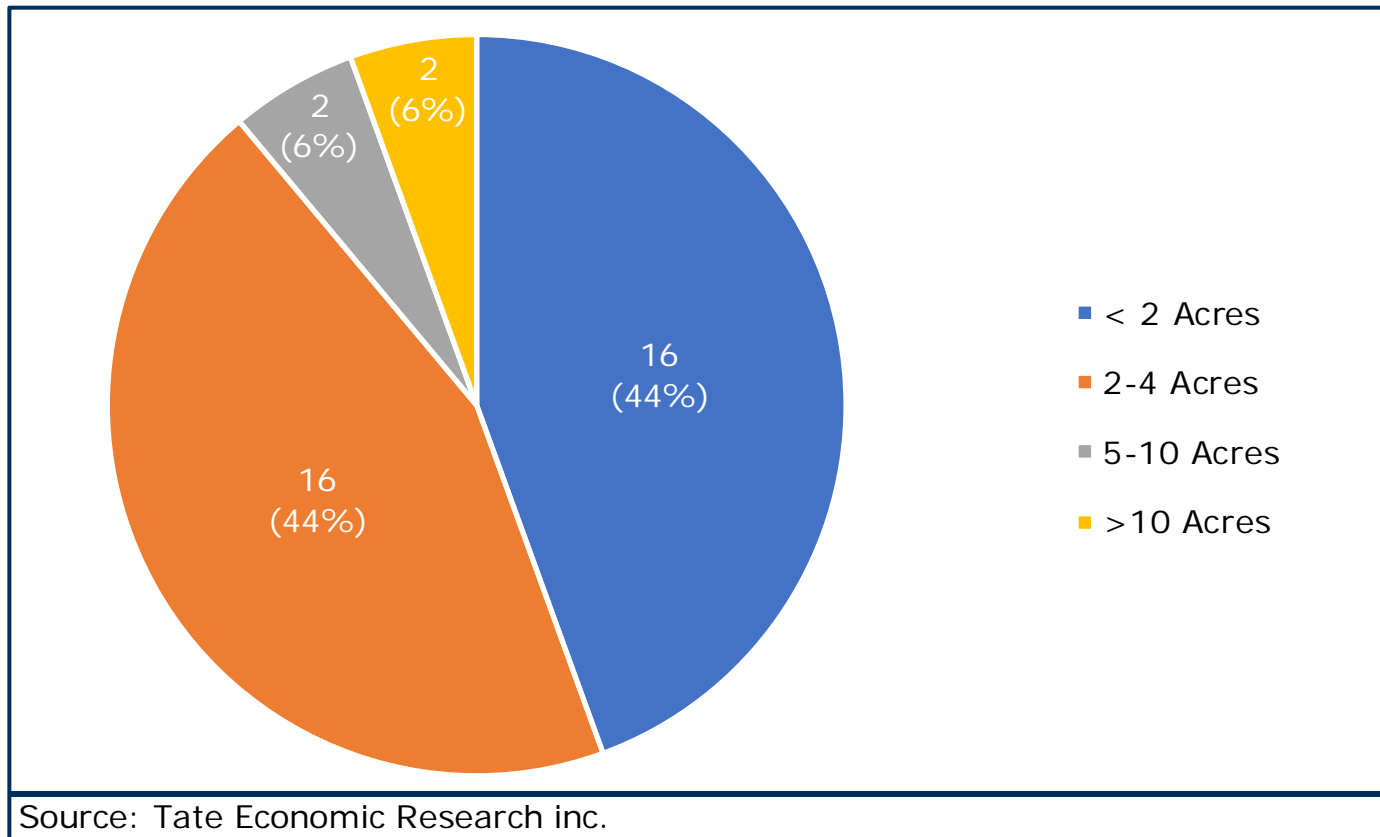
Distribution of Commercial Demand 2016 - 2041





Commercial Demand Analysis

Distribution of Undeveloped Commercial Sites by Parcel Size



Commercial Basis



- From a market perspective, the City:
 - Has a variety of retail and commercial services,
 - Has commercial vacancy rate within the normal range,
 - Does not have significant areas of commercial blight, and
 - Does not have a significant outflow of consumer spending
 - From a policy perspective, the Official Plan:
 - Has been updated to reflect provincial policy requirements,
 - Provides a clear structure and commercial/ mixed-use framework to guide development, and
- Has strong urban design policies in place.



Commercial 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 stores and services** in appropriate locations and assist in maintaining a **strong and competitive economy**.

Commercial Principles



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



Supply of Land



- There will be a sufficient supply of commercial land available within the City to accommodate projected demand for new commercial space up until 2031 assuming no loss of existing or planned commercial space
- 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.
- A number of options are available to address land supply



Supply of Land



1 Modify Official Plan Permissions

1A/B Intensify existing sites by removing or increasing retail caps

- Currently have maximum retail caps for Community Mixed-use Centres and Neighbourhood Commercial Centres
- Maximum retail caps help to ensure a dispersal of commercial space throughout the City but increasing/ removing the retail caps would help to encourage intensification
- Raising caps for the Gordon, Woodlawn and Paisley Community Mixed-use Centres by 10% each, an extra 173,833 sq ft of commercial space could be created. This reduces the land shortfall by 11.4 ac. Challenge is that developers may not wish to intensify their sites



Supply of Land



1A/B Development of Existing Vacant Land within Community Mixed-use Centres

- Consider requiring at least 6,500 sq m (70,000 sq. ft.) of commercial floor area in Community Mixed-use Centres to maintain planned function of the Community Mixed Use Nodes
- If both Silvercreek Junction and Watson Parkway/Starwood Centres developed with 6,500 sq m (70,000 sq ft) commercial floor area, 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 through commercial vacant land development. When added to the 9.27 ha (22.9 ac) requirement already identified, a total of 17.61 ha (43.5 ac) of additional land would be required by 2041.

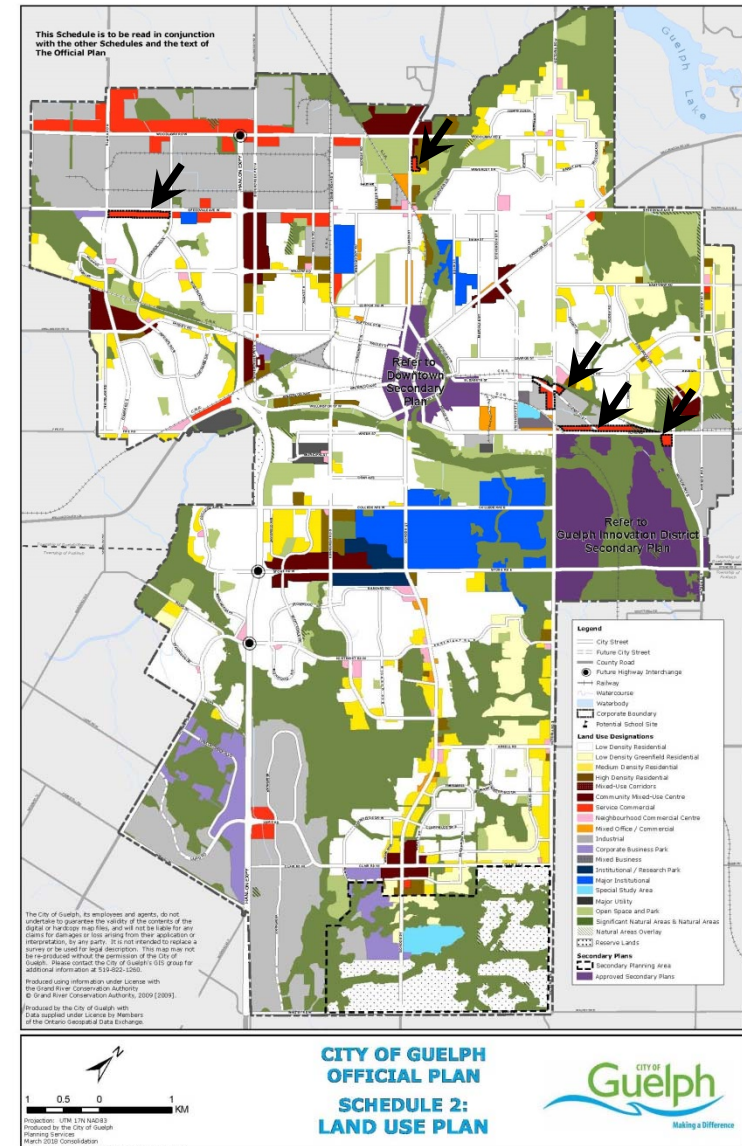


Supply of Land



1C Service Commercial

- Based on auto-centric forms of transportation
- Options include expanding the range of permitted uses, or converting some Service Commercial areas to other designations.
- Five areas identified for expansion or conversion shown with black arrows on map



Supply of Land



1D Commercial Land in GID

- In the GID the total amount of commercial opportunities appears sufficient to meet needs of the new community but much of the commercial is on Mixed Use lands with the intention of creating main street commercial and larger stand alone retail formats are prohibited. May slow the timing of retail development as developers adjust to the main street format.
- Recommend reducing the height of Mixed-use Corridor (GID) at Stone Rd. E. and Victoria Rd. S. to 7.5 m to allow 2 storeys and increase commercial potential



Supply of Land



2 Add New Lands

2A Conversion of Employment to Commercial

- Possibility of converting certain employment parcels to other uses within the York Road/Victoria Road employment area which contains 26.9 gross ha (66.5 gross ac)
- York Road/Victoria Road employment area would need to be subject to further study to comprehensively review the area to address market opportunities, surrounding land uses, infrastructure and municipal servicing needs as well as engage local businesses and residents



Supply of Land



2A Exchange between Employment and Commercial

- Could consider exchange of land within the York Road/Victoria Road to help address the lack of large parcel size
- Provide more commercial space in east end where commercial is currently lacking



Supply of Land



2B Conversion from High Density Residential to Mixed Use

- Could consider conversion of High Density Residential
- Need to consider implications for residential intensification requirements under Growth Plan



Supply of Land



2C Mixed Use Land in Clair-Maltby

- no need for weekly shopping but will need local/convenience commercial goods and services
- 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.



Supply of Land



3. Monitor

- Current vacancy rate is 7.5%, (a healthy rate is 5 to 7.5 %) If no new land were added, the vacancy rate would drop to 5.0% by 2036 and 2.5 % by 2041
- Implications of decreased land supply are:
 - increase in rental rates or land prices which may help achieve more intensification and may be offset by increased sales per sq ft
 - diminishes competition slightly and may mean that customer service levels could drop slightly and prices could rise
- 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



Supply of Land



Summary

- The ultimate solution for commercial land supply will likely involve incorporating components from the alternatives to achieve the desired results.
- 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 alternative or combination of options is selected, given the base information now available and the evolution occurring in the retail market, it is recommended that the City consider monitoring the utilization of commercial lands within the City.





Official Plan Policies

Maintain the Mix in Mixed-use Sites

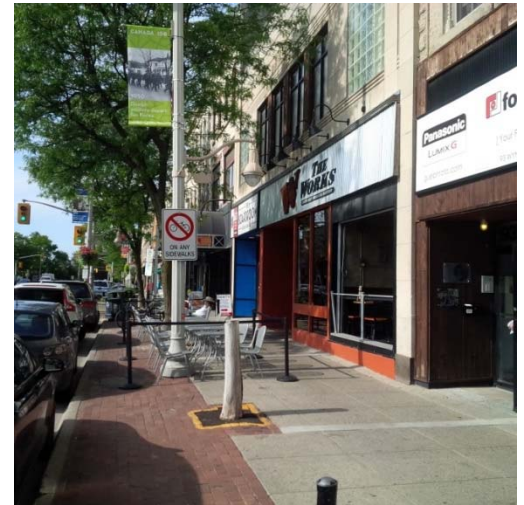
- A minimum of .15 FSI size/amount of commercial on mixed-use sites is recommended at full build out
- Owners may rationalize a decrease in this amount through a Market Impact Study but within Community Mixed-use Centres, the total commercial floor space cannot be lower than 6,500 sq m (70,000 sq. ft.).
- Encourage residential on sites that are currently exclusively developed with commercial uses



Official Plan Policies



- Active Retail Streets
- Second Floor Space
- Market Impact Studies
- Incentives
- Parking
- Small Scale Commercial



Commercial Policy Review



Questions of Clarification?



Commercial Policy Review



Workshop



Next Steps



- On-line survey to gather more feedback available until April 30
- This report will be presented to Council.
- 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.





Commercial Policy Review

Thank you for attending!
We look forward to your continued
participation in the study

