

Proposed Official Plan Amendment for the Commercial Policy Review (OPA 69) – August 2019

Format of the Amendment

This section of Amendment #69 for the Commercial Policy Review sets out additions and changes to the text and mapping in the Official Plan. Sections of the Official Plan that are proposed to be added or changed are referred to as "ITEMS" in the following description. Text that is proposed to be amended is illustrated by various font types (e.g. ~~struck-out~~ is to be deleted and **bold** text is to be added). Unchanged text represents existing Official Plan policy that is being carried forward that has been included for context and does not constitute part of Amendment #69. New sections that are proposed to be added to the Official Plan are shown in standard font type with titles appearing in bold. Italicized font indicates defined terms or the name of a provincial act or title of a document.

Implementation and Interpretation

The implementation of this amendment shall be in accordance with the provisions of the Planning Act. The further implementation and associated interpretation of this amendment shall be in accordance with the relevant text and mapping schedules of the existing Official Plan of the City of Guelph and applicable legislation.

Amendment #69 should be read in conjunction with the current Official Plan (2018 Consolidation which is available on the City's website at guelph.ca, or at the Planning Services office located at 1 Carden Street on the 3rd Floor.

Details of the Proposed Amendment

ITEM 1: The purpose of 'ITEM 1' is to change the reference to Community Mixed-use Centre in the preamble to Section 9.4 to Commercial Mixed-use Centre to reflect the change to the designation name.

The preamble to section 9.4 of the Official Plan is hereby amended as follows to replace the term "Community Mixed-use Centres" with the term "Commercial Mixed-use Centres".

9.4 Commercial and Mixed-use Designations

The Commercial and Mixed-use designations are intended to provide a range of uses to meet the needs of daily living. The commercial policies of this Plan are supportive of the dispersal of commercial uses throughout the city while

discouraging the creation of strip development. Commercial centres are intended to be *transit-supportive* developments linked to surrounding neighbourhoods by sidewalks and trails. The ~~Community~~ **Commercial** Mixed-use Centres and Mixed-use Corridors are intended to develop over time into distinct areas with centralized public spaces that provide a range of uses including, retail and office uses, *live/work* opportunities and medium to high density residential uses.

- ITEM 2:** The purpose of 'Item 2' is to amend Section 9.4.1 to update the designation name for Commercial Mixed-use Centres, to renumber policy references, and to change the references to "retail" space to "commercial" space.

Section 9.4.1 is hereby amended as follows:

9.4.1 Market Impact Studies

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 or expand a ~~Community~~ **Commercial** Mixed-use Centre or Mixed-use Corridor beyond the designation limit boundaries on Schedule 2;
 - ii) to exceed the retail **commercial** gross floor area limitations within a ~~Community~~ **Commercial** Mixed-use Centre established in policy 9.4.23.14 or the number of large retail uses in policy 9.4.23.13; and
 - iii) to extend or enlarge a Neighbourhood Commercial Centre to provide more than the ~~10,000 square metres of~~ maximum permitted commercial gross floor area **established in policy 9.4.5.3 and 9.4.5.4.**
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 **commercial** 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 effects 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; and
 - 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.
5. The City may retain, at the applicant's expense, a qualified consultant to provide professional assistance to the City in determining the terms of reference for a Market Impact Study and/or to provide a peer review of the applicant's submission.

Item 3: The purpose of Item 3 is to add a new section 9.4.2 titled Commercial Function Studies to provide policies for study requirements where development applications propose to reduce commercial gross floor area.

The following new Section 9.4.2 entitled Commercial Function Studies is hereby added to the Official Plan.

9.4.2 Commercial Function Studies

- 1. Commercial function studies shall be required as part of a complete application for development proposals for Commercial Mixed-use

Centres, Neighbourhood Commercial Centres and Mixed-use Corridors that propose to:

- i. provide commercial gross floor area at less than .15 FSI; or
- ii. reduce the commercial gross floor area existing at the time of the application by more than 25 per cent; or
- iii. provide less than 6500 square metres of commercial gross floor area for lands designated Commercial Mixed-use Centre.

2. A Commercial Function Study shall address:

- i. The availability of commercial floor space within the designation to meet daily and weekly needs of the surrounding community especially for food store, food-related store and/or drug store.
- ii. Opportunities for additional commercial floor space to be provided elsewhere and thereby sustain the local provision of commercial floor space within that designation or in the immediate area;
- iii. Impacts on the ability of residents and employees in the area to use active transportation options to access commercial shopping areas and commercial services; and
- iv. Role of the commercial space in creating a community focal point.

3. The City may retain, at the applicant's expense, a qualified consultant to provide professional assistance to the City to provide a peer review of the applicant's submission.

Item 4: The purpose of Item 4 is to renumber, rename and revise Section 9.4.2 Community Mixed-use Centres to: reflect the change in the land use designation name to Commercial Mixed-use Centres; to add two new Commercial Mixed-use Centres; to provide policies for the requirement for commercial function studies; to increase the total commercial floor area for the Gordon/Clair, Woodlawn/Woolwich and Paisley/Imperial Centres; to add a total commercial gross floor area for the two new centres; and to establish a minimum commercial gross floor area.

Section 9.4.2 is hereby amended and renumbered as follows:

9.4.2 3 Community Commercial Mixed-use Centre

The following ~~Community~~ **Community Commercial** Mixed-use Centres are designated on Schedule 2:

- Woodlawn/Woolwich
- Paisley/Imperial
- **York/Victoria**
- **York/Watson**
- Watson/Starwood
- Gordon/Clair
- Silvercreek Junction

Objectives

- a) To promote ~~Community~~ **Community Commercial** Mixed-use Centres as areas that support a mix of uses including concentrations of commercial, residential and complementary uses serving the immediate neighbourhood and the wider community.

Policies

1. The ~~Community~~ **Community Commercial** Mixed-use Centres identified on Schedule 2 of this Plan are comprised of one or several individual developments on one or more properties on both sides of an intersection of major roads within the designation. These areas are intended to serve both the needs of residents living and working in nearby neighbourhoods and employment districts and the wider City as a whole.
2. The intent of the ~~Community~~ **Community Commercial** Mixed-use Centre designation is to create a well-defined focal point and 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 height and density requirements and maximum parking standards, to promote the efficient use of the land base.
3. *Development* will be comprehensively planned and integrated with the overall ~~Community~~ **Community Commercial** Mixed-use Node and in accordance with any applicable concept plans or urban design studies as per the policies of Section 3.11.

Note: Policy 9.4.23.2 and 9.4.23.3 are under appeal only as they relate to the following properties: 115 Watson Parkway North (formerly 72 Watson Road North), 1750 Gordon Street, 84 Clair Road East, 124 Clair Road East, 158 Clair Road East,

174 Clair Road East, 190 Clair Road East, 202 Clair Road East, 960-1045 Paisley Road, 297-299 Eramosa Road, 111-191 Silvercreek Parkway North, 35 Harvard Road, 160, 170, 200 and 210 Kortright Road West, and 98 Farley Drive.

These policies are in effect for all other affected lands designated on Schedule 2.

4. Where residential uses are incorporated into ~~Community~~ **Commercial** Mixed-use Centres, they are intended to be developed as mixed-use buildings or multiple-unit residential buildings.
5. Properties within the ~~Community~~ **Commercial** Mixed-use Centre will be integrated through internal access roads, entrances from public streets, access to common parking areas, open space, grading and stormwater management systems. Furthermore, it is intended that individual developments within the Community Commercial Mixed-use Centre 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.
6. ~~Community~~ **Commercial** Mixed-use Centres are strongly encouraged to incorporate Main Street type development in strategic locations. Main Street areas, as identified through concept plans as per Section 3.11, will be planned and designed to reflect the following:
 - i) multi-storey buildings fronting onto the main street;
 - ii) ground floor retail and service uses are strongly encouraged;
 - iii) office uses at ground floor should be limited;
 - iv) residential uses should be provided primarily above commercial uses in addition to some free-standing residential buildings;
 - v) rhythm and spacing of building entrances and appropriately sized storefronts to encourage pedestrian activity;
 - vi) urban squares, where appropriate; and
 - vii) on-street parking.

Note: Policy 9.4.23.6 is under appeal only as it relates to the following properties: 115 Watson Parkway North (formerly 72 Watson Road North), 1750 Gordon Street, 84 Clair Road East, 124 Clair Road East, 158 Clair Road East, 174 Clair Road East, 190 Clair Road East, 202 Clair Road East, 960-1045 Paisley Road, 297-299 Eramosa Road, 111-191 Silvercreek Parkway North, 35 Harvard Road, 160, 170, 200 and 210 Kortright Road West, and 98 Farley Drive and 35 and 40 Silvercreek Parkway South.

This policy is in effect for all other affected lands designated on Schedule 2.

7. The City will require the aesthetic character of site and building design to be consistent with the Urban Design policies of this Plan and any applicable urban design guidelines while recognizing the unique context of individual

~~Community~~ **Commercial** Mixed-use centres. Measures may be incorporated into development approvals to ensure consistency.

8. The boundaries of the ~~Community~~ **Commercial** Mixed-use Centre designation are intended to clearly distinguish the ~~Community~~ **Commercial** Mixed-use Centre as a distinct entity from adjacent land use designations. Proposals to expand a ~~Community~~ **Commercial** Mixed-use Centre beyond these boundaries or to establish a new ~~Community~~ **Commercial** Mixed-use Centre shall require an Official Plan Amendment supported by a Market Impact Study in accordance with the policies of this Plan.
9. **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.**
10. **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.**
911. Development within the Community Commercial Mixed-use Centre designation is subject to the policies of Section 3.11 of this Plan.

Permitted Uses

402. The following uses may be permitted in ~~Community~~ **Commercial** Mixed-use Centres, subject to the applicable provisions of this Plan:
 - i) commercial, retail and service uses;
 - ii) live/work uses;
 - iii) small-scale professional and medically related offices;
 - iv) entertainment and recreational commercial uses;
 - v) community services and facilities;
 - vi) cultural, educational and institutional uses;
 - vii) hotels;
 - viii) multiple unit residential; and
 - ix) urban squares and open space.
113. Vehicle repair and vehicle service stations shall only be permitted as accessory uses.
124. The permitted uses can be mixed vertically within a building or horizontally within multiple-unit 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:
 - i) 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;

- ii) smaller buildings shall comprise a minimum of 10% of the total gross floor area within the overall development; and
- iii) large free-standing building(s) should be integrated with smaller buildings to create a Main Street-type environment or located on peripheral sites within the designation, which are directly linked to the Main Street.

135. No individual Community Commercial Mixed-use Centre shall have more than four (4) freestanding individual retail uses exceeding 5,575 square metres (60,000 sq. ft) of gross floor area.

Height and Density

146. The ~~Community~~ **Commercial** Mixed-use Centres incorporate land containing existing uses as well as vacant land required to meet the identified needs of the City. To promote a mixture of land uses within each ~~Community~~ **Commercial** Mixed-use Centre, ~~retail~~ **commercial** development will be limited to the following total *gross floor area* cumulatively of all buildings within the designation:

Mixed-use Centre: Total **Commercial** Gross Floor Area

Gordon/Clair: ~~48,500 sq. m.~~ 57,900 sq. m

Woodlawn/Woolwich: ~~56,000 sq. m.~~ 75,600 sq. m

Paisley/Imperial: ~~57,000 sq. m.~~ 63,500 sq. m

York/Victoria: 16,300 sq. m

York/Watson Parkway: 11,700 sq. m

Watson Parkway/Starwood: 28,000 sq. m

Silvercreek Junction: ~~22,760 sq. m.~~ **as per section 9.13.2.5.5**

157. The maximum height is ten (10) storeys.

18. The minimum commercial gross floor area is 6500 square metres.

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

~~1720.~~ Additional building height and density may be considered subject to the Height and Density Bonus provisions of this Plan.

Item 5: The purpose of Item 5 is to renumber Section 9.4.3 and to add the Woolwich Mixed-use Corridor to the list of Mixed-use Corridors in the preamble to Section 9.4.3.

Section 9.4.3 is hereby renumbered and the preamble is hereby amended as follows:

9.4.34 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
- **Woolwich Mixed-use Corridor.**

Item 6: The purpose of Item 6 is to add a new policy 9.4.4.7 for commercial function studies and to renumber the subsequent policies.

Policy 9.4.4.7 is hereby added as follows and the remainder of policies in the new Section 9.4.4 are renumbered.

7. Development proposals that would decrease the existing commercial gross floor area of a commercially zoned site within the Mixed-use Corridor designation by more than 25 per cent or that would provide commercial gross floor area at less than .15 FSI on a commercially zoned site will require a Commercial Function Study in accordance with the policies of this Plan.

Permitted Uses

78. 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.

89. 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

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

4011. For freestanding residential development, the maximum net density is 150 units per hectare and the minimum net density is 100 units per hectare.

4412. Additional height and density may be permitted subject to the Height and Density Bonus provisions of this Plan.

Item 7: The purpose of Item 7 is to renumber section 9.4.4 Neighbourhood Commercial Centre and to amend the policies of Section 9.4.4 to establish a new maximum commercial gross floor area; to update the policy for market impact studies; to delete the reference to the Victoria and York Neighbourhood Commercial Centre; to add a policy to require commercial function studies; to change residential “uses” to “units”; and to set a maximum residential density.

Section 9.4.4 is hereby renumbered and amended as follows:

9.4.45 Neighbourhood Commercial Centre

Neighbourhood Commercial Centres are identified on Schedule 2 of this Plan.

Objectives

- a) To establish local convenience and neighbourhood commercial uses within a convenient walking distance of residential areas.
- b) To ensure Neighbourhood Commercial Centres are developed in a cohesive and coordinated manner that is compatible with the surrounding residential neighbourhood.
- c) To primarily serve the shopping needs of residents living and working in nearby neighbourhoods and employment districts.
- d) To be connected to surrounding neighbourhoods through the City’s pedestrian trails, walkways and by transit.

Policies

1. The Neighbourhood Commercial Centre designations on Schedule 2 recognize the existing centres within the city and identify the general location of new Neighbourhood Commercial Centres.
2. To prevent the creation of strip commercial development comprising a series of Neighbourhood Commercial Centres located adjacent to one another along a major street, it is the general requirement of this Plan that designated Neighbourhood Commercial Centres have a minimum distance separation from one another of 500 metres.
3. ~~This Plan intends that a~~ A Neighbourhood Commercial Centre shall ~~not be extended or enlarged to provide more than 4,650~~ **have a maximum total commercial gross floor area of 6,500** square metres (~~50,000~~ **70,000** square feet) of ~~gross floor area~~.
4. Notwithstanding policy 9.4.45.3, the existing Neighbourhood Commercial Centres listed below will be permitted to provide a maximum of 10,000 square metres (108,000 square feet) of **commercial gross floor area**:
 - Speedvale Avenue at Stevenson Street
 - Victoria Road at Grange Street
 - ~~Victoria Road at York Road~~
 - Kortright Road at Edinburgh Road
 - Harvard Road at Gordon Street
 - Kortright Road at Gordon Street
 - Wellington Street at Imperial Road.
5. A Neighbourhood Commercial Centre **shall only be extended or enlarged** ~~as listed in policy 9.4.4.4 shall only be extended or enlarged~~ to provide more than **the permitted maximum** ~~10,000 square metres (108,000 square feet)~~ **of commercial gross floor area** by amendment to this Plan and shall require a Market Impact Study.
6. The maximum gross floor area of an individual retail use within a Neighbourhood Commercial Centre shall be 3,250 square metres (35,000 square feet).
7. The City will require the aesthetic character of site and building design to conform to the Urban Design policies of this Plan and applicable guidelines, and will incorporate measures into the approval of Zoning By-laws and Site Plans to ensure conformity.

8. Where new development occurs within a Neighbourhood Commercial Centre, adjacent lands will be integrated in terms of internal access roads, entrances from public streets, access to common parking areas, open space, urban squares, grading and stormwater management systems.
9. Development within the Neighbourhood Commercial Centre designation will be designed to be connected to the wider community by footpaths, sidewalks and bicycle systems and by the placement of buildings in close proximity to the street line near transit facilities.
10. Applications for the purpose of establishing or expanding a Neighbourhood Commercial Centre designation will be required to satisfy the following criteria:
 - i) located with direct access to an arterial or collector road, preferably at an arterial or collector road intersection;
 - ii) the location will contribute to the creation of a compact, well-defined node oriented to a major intersection and does not promote the creation of 'strip commercial' development along a major street;
 - iii) designed in a manner that is compatible with the building design and use of surrounding properties;
 - iv) the location shall minimize the impact of traffic, noise, signs and lighting on adjacent residential areas;
 - v) adequate site area will be provided for parking, loading and all other required facilities; and
 - vi) adequate landscaping, screening and buffering will be provided to preserve the amenities and appearance of surrounding properties.
- 11. Development proposals that would decrease the existing commercial gross floor area within a Neighbourhood Commercial Centre by more than 25 per cent or that would provide commercial gross floor area at less than .15 FSI will require a Commercial Function Study in accordance with the policies of this Plan.**

Permitted Uses

142. The following uses may be permitted in Neighbourhood Commercial Centres, subject to the applicable provisions of this Plan:
 - i) commercial, retail and service uses;
 - ii) small-scale offices;
 - iii) community services and facilities;
 - iv) live/work;
 - v) multiple unit residential within mixed-use buildings; and
 - vi) urban squares.
123. Vehicle sales and vehicle repair uses shall not be permitted.

134. Development will be planned and designed to maintain the principal commercial function. Residential uses units are not permitted on the ground floor.

Height and Density

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

16. For residential development, the maximum net density is 100 units per hectare.

157. Additional building height and density may be considered subject to the Height and Density Bonus provisions of this Plan.

Item 8: The purpose of Item 8 is to renumber section 9.4.5 Service Commercial and Section 9.4.6 Mixed Office/Commercial.

Section 9.4.5 Service Commercial and Section 9.4.6 Mixed/Office Commercial are hereby renumbered as follows.

9.4.56 Service Commercial

9.4.67 Mixed Office/Commercial

Item 9: The purpose of Item 9 is to delete policy 9.4.6.9 which references height and density bonusing within the Mixed Office/Commercial section.

Policy 9.4.6.9 is hereby deleted.

Item 10: The purpose of Item 10 is to revise Schedule 2 Land Use Plan to change the land use designation for 721, 727, 731, 735, 737 and 739 Woolwich Street from Service Commercial to Mixed-use Corridor.

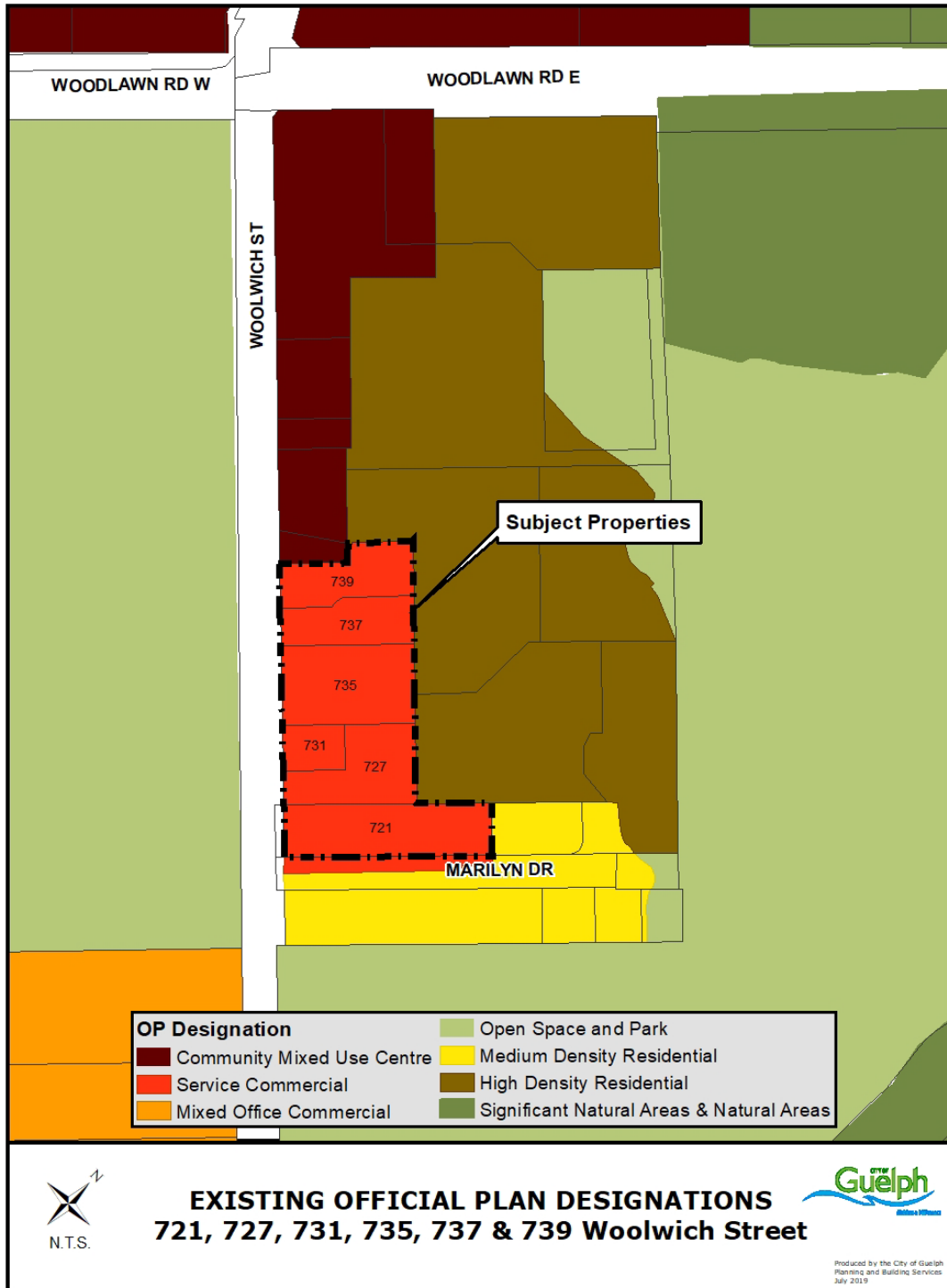
Item 11: The purpose of Item 11 is to revise Schedule 2 Land Use Plan to change the land use designation for 200 Victoria Road South from Neighbourhood Commercial Centre to Commercial Mixed-use Centre.

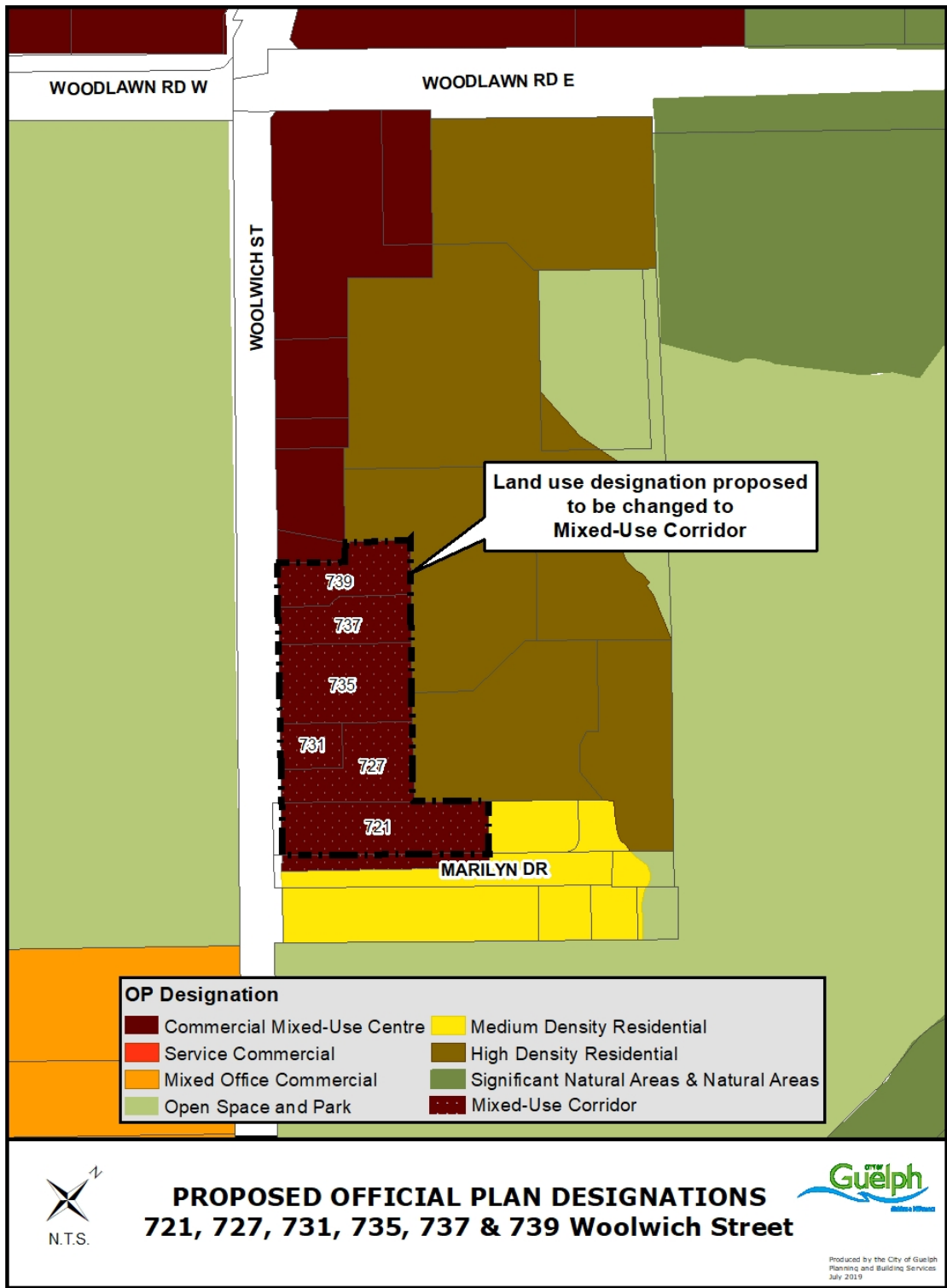
Item 12: The purpose of Item 12 is to revise Schedule 2 Land Use Plan to change the land use designation for 523 York Road and 494-500 York Road from Service Commercial to Commercial Mixed-use Centre.

Item 13: The purpose of Item 13 is to revise Schedule 2 Land Use Plan to change the land use designation for 540 York Road from Service Commercial and Industrial to Commercial Mixed-use Centre.

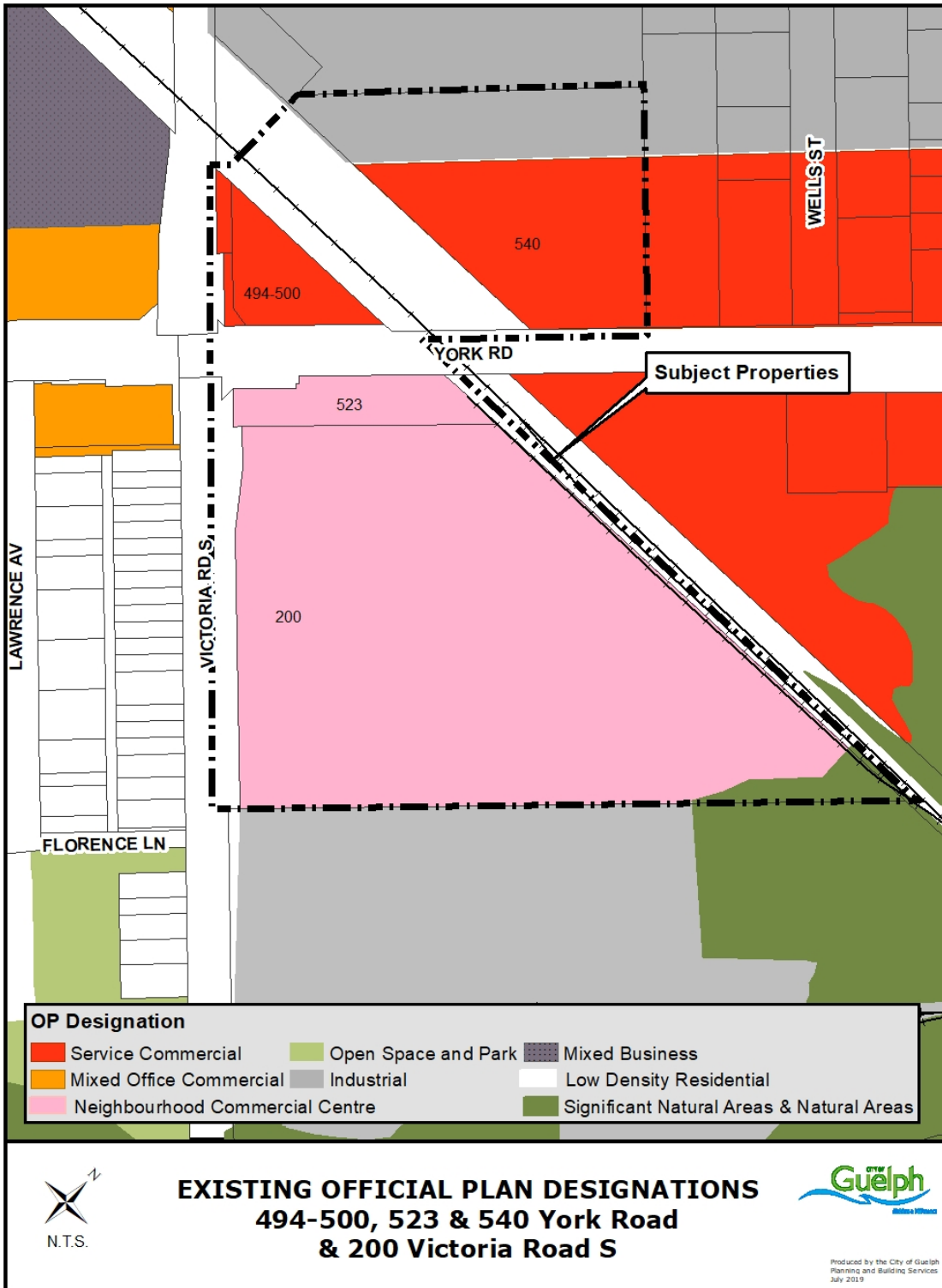
Item 14: The purpose of Item 14 is to revise Schedule 2 Land Use Plan to amend the land use designation for 895-919 York Road and 57 Watson Parkway North from Service Commercial to Commercial Mixed-use Centre.

Proposed mapping changes to Schedule 2 Land Use Plan

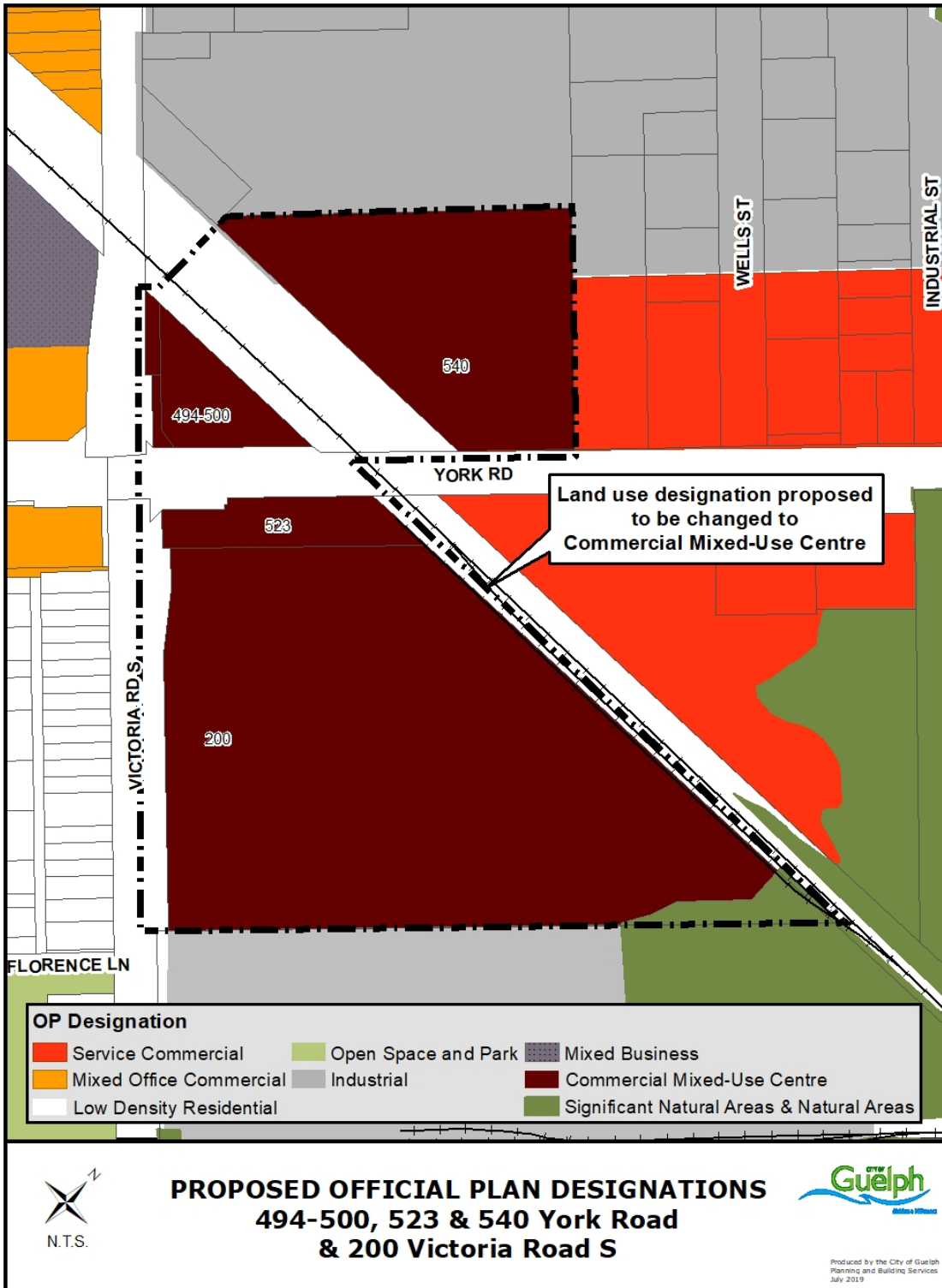




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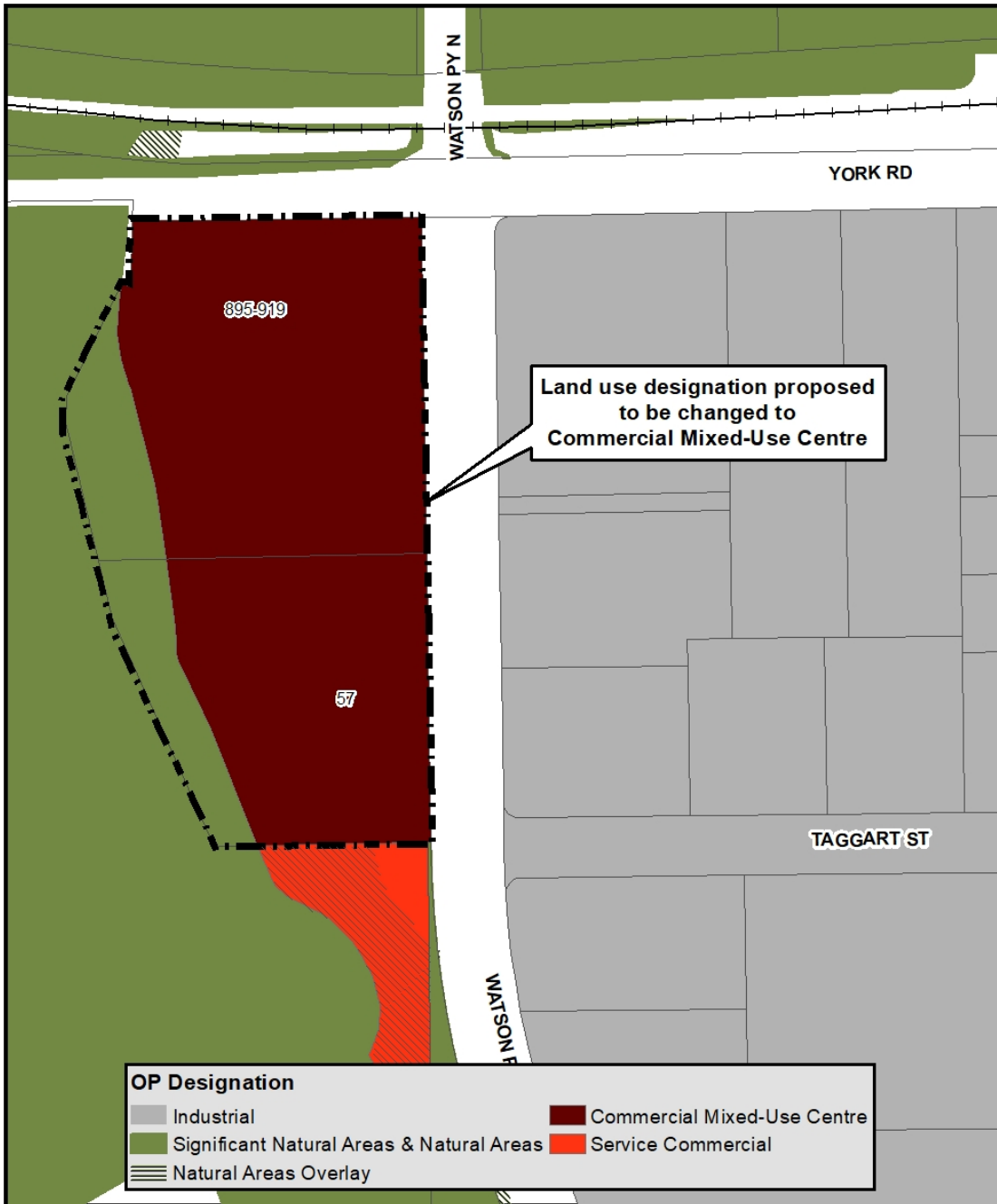
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Land use designation proposed to be changed to Commercial Mixed-Use Centre





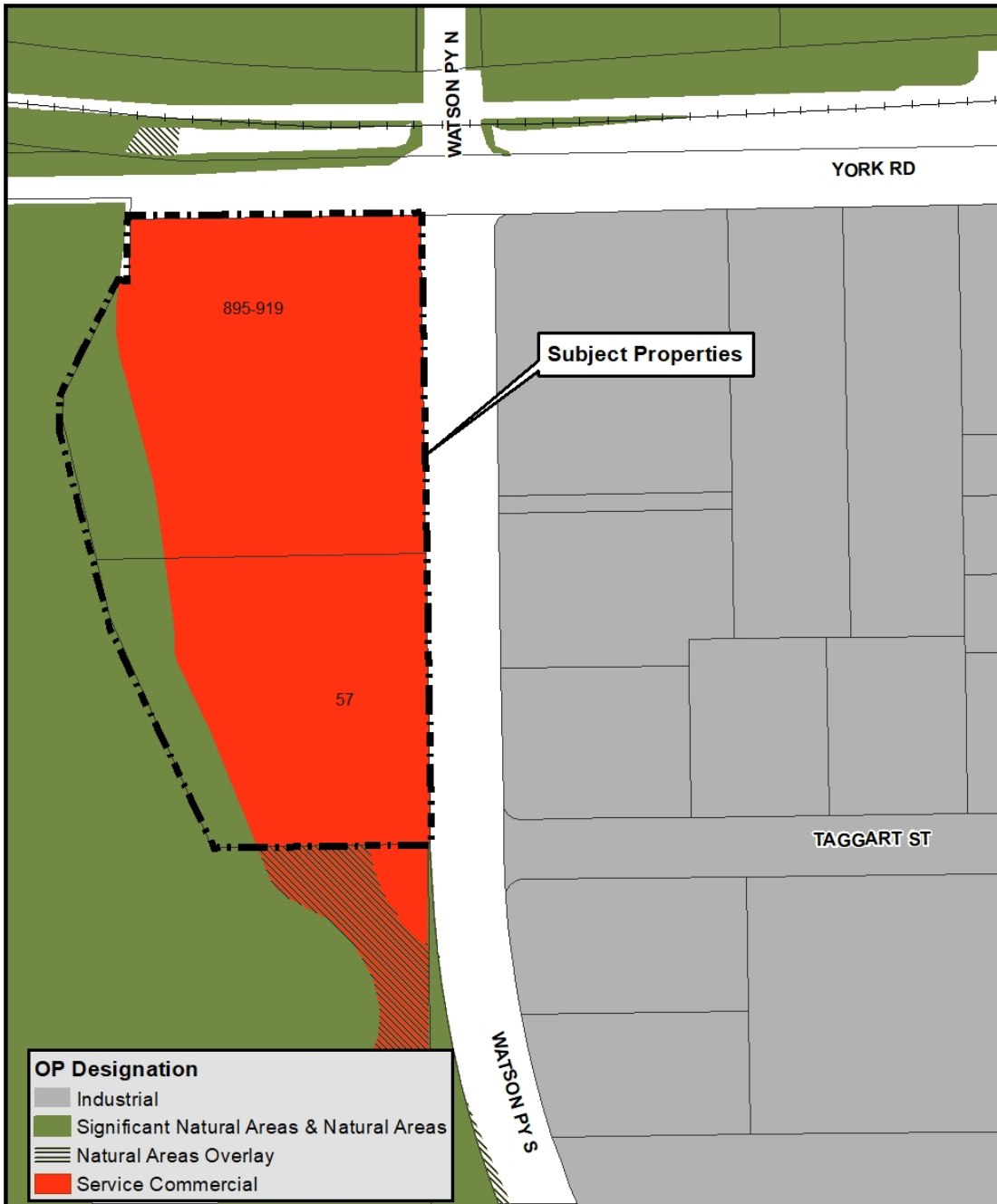
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PROPOSED OFFICIAL PLAN DESIGNATIONS 895-919 York Road & 57 Watson Parkway South



Produced by the City of Guélnph
Planning and Building Services
July 2019



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EXISTING OFFICIAL PLAN DESIGNATIONS
895-919 York Road & 57 Watson Parkway South



Produced by the City of Guélnph
 Planning and Building Services
 July 2019