

# **PLANNING JUSTIFICATION REPORT**

**In Support of an  
Official Plan and Zoning By-law Amendment**

**for**

**PROPOSED INDUSTRIAL SUPPLY OUTLET DEVELOPMENT  
81 Royal Road,  
Guelph, Ontario**

**Prepared for**

**IJK Holding Inc.  
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**February 2025**



**Market Research • Land Use Planning • Real Estate Strategies**

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## **1.0 INTRODUCTION**

Agora Research Group Inc. (“Agora”) has been retained by IJK Holding Inc. to act as Land Use Planners and Development Advisors for the property municipally described as 81 Royal Road in Guelph, Ontario, (located on the southeast quadrant of Woodlawn Road West and Royal Road) hereinafter referred to as the “Site”. Specifically, Agora was requested to provide the necessary planning justification to support the development of an Industrial Supply Outlet building within an established Industrial and Service Commercial area in northwest Guelph.

The proposal is to construct a one storey commercial building on the Site which measures approximately 2.02 hectares (5.0 acres) for an Industrial Supply Outlet building. The owner is proposing a two phase development plan. Phase I will entail the construction of the Industrial Supply Outlet building measuring approximately 2,787m<sup>2</sup> (30,000 sq.ft.) GFA on the northern portion of the Site along with appropriate setbacks, parking and landscaping. Phase II will be dedicated to future Industrial “B” Zone uses. The balance of the Site including the access lane and rail spur servicing the adjacent property will remain undeveloped.

The development plan proposes one access driveway on Royal Road which will facilitate all turn movements. Parking will be provided for 140 spaces including 7 barrier free spaces, 14 EV parking space and 28 “future installation” EV parking spaces. Two loading docks will be provided at the east side of the Industrial Supply Outlet along with a customer pick-up zone.

The purpose of the Official Plan and Zoning By-law Amendment Application is to add an Industrial Supply Outlet as a permitted use on the Site in order to cater to employers and employees in industrial areas throughout the Guelph and surrounding markets.

Employment uses within the surrounding area include manufacturing, processing, assembly, repairs, metal works and warehousing. There is also a large Service Commercial component which is located along Woodlawn Road West between Hanlon Parkway and Elmira Road North and includes retail, commercial services, restaurants, fast food restaurants, service stations, retail plazas, vehicle dealerships, appliances stores, movie theatres and other retail commercial services. For context purposes, the Site is located mid-point on the Woodlawn Road West corridor between Hanlon Parkway and Elmira Road North.

The proposed use requires a Site Specific Official Plan and Zoning By-law Amendment along with Site Plan Control approval as part of the planning approval process. In support of the Site Specific Official Plan and Zoning By-law Amendment,

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Agora was retained to prepare an overall Planning Justification Report that addresses the policies of the City of Guelph including matters of Provincial interests. The Planning Justification Report refers to meetings with the City of Guelph staff and is designed to provide a complete review and justification of the application to address any impacts related to the proposed use and to satisfy the Municipality's planning related concerns regarding the application.

According to the applicant's Pre-Consultation meeting with the City of Guelph, an amendment to the Official Plan and Zoning By-law (2023)-20790 will be required to address a change in the permitted use along with several other site specific variances.

The Planning Justification Report describes the proposed use along with the current planning policies and provides an analysis of the Site in the context of the policy framework. Summaries of associated technical studies where required are also contained within this report.

The proposal's built form ensures that the development compliments the adjacent industrial and service commercial buildings and provides an appropriate and well integrated site design to accommodate adjacent land uses.

Having considered the merits of this application and how it conforms to the policy and regulatory framework applicable to the Site, it is our professional opinion that the proposed site specific Official Plan and Zoning By-law Amendment is justified, represents the logical infilling within the mature Northwest Industrial Area, will not detract from the industrial function and represents good land use planning.

## **1.1 COMPLETE APPLICATION**

A Pre-Consultation meeting was held on April 26, 2023 and subsequent Development Review meetings with Staff were held on July 26, 2023, September 13, 2024 and on January 22, 2025. City staff identified the following requirements in a July 27, 2023 letter (copy of letter is included in Appendix II) as part of a "complete application".

- Major Zoning By-law Amendment fee \$13,577.83
- Planning Justification Report
- Draft Proposed Zoning By-law Amendment
- Conceptual massing and elevations of the building
- Rendering of proposed building
- Tree Inventory and Preservation Plan and Report

- Traffic Impact Study with Transportation Demand Management Plan
- Traffic Geometric Plan
- Functional Servicing Report
- Preliminary Grading and Servicing Plan
- Storm Water Management Report and Plan
- Phase 1 & Phase 2 Environmental Site Assessment
- Record of Site Condition
- Community Energy Initiative (CEI) Analysis
- Salt Management Plan
- Waste Survey Report
- Section 59 Policy Applicability Review (required under Clean Water Act prior to accepting the application).

## **2.0 SITE DESCRIPTION**

### **Legal Description**

A Surveyor's Real Property Report with Topographic Data dated May 16, 2023 was completed by Van Harten Surveying Inc.

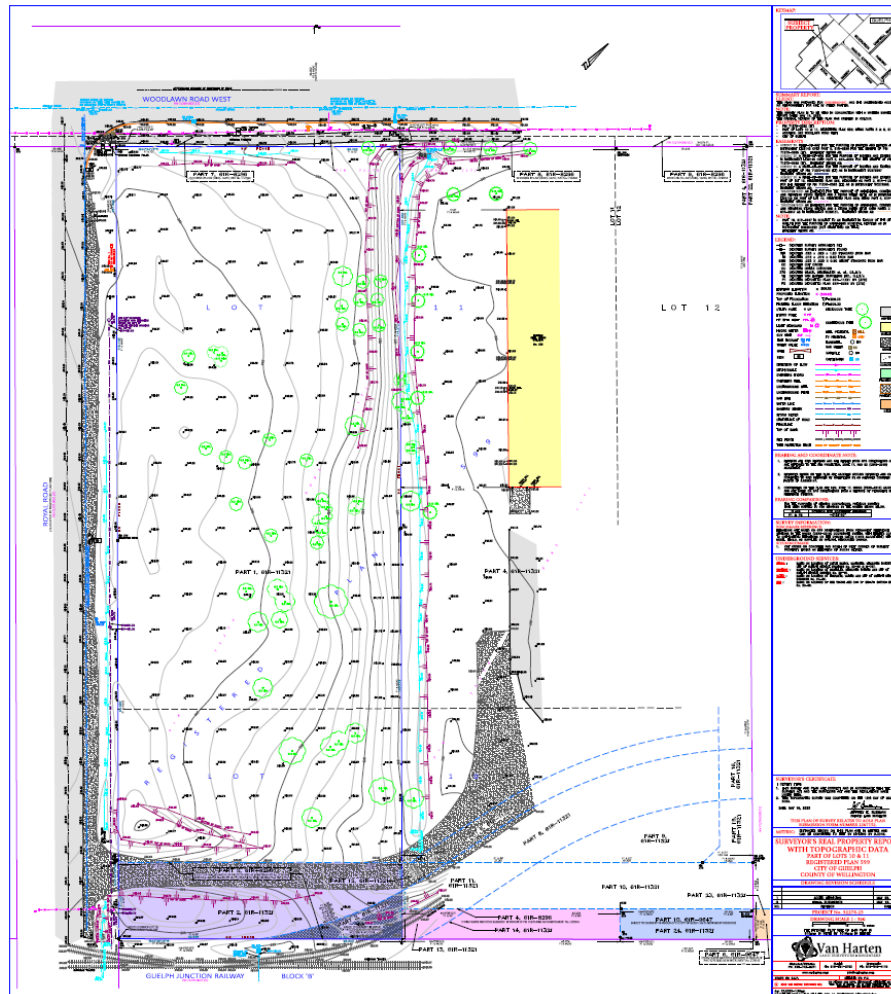
The Site is legally known as follows:

PART LOTS 10 & 11, Registered Plan 599; Being PARTS 5 & 6, 61R-8296 – City of Guelph, County of Wellington.

Address: 81 Royal Road, City of Guelph

PIN: 71270-0082

According to survey notes, easements related to cross access with adjacent property to the east were identified in the Registry Office. The cross access easements related to a lane way and rail spur are located along the southern portion of the Site and does not impact the proposed development.



## **Site Characteristics**

The Site is comprised of a vacant rectangular grass covered lot on the southeast quadrant of Woodlawn Road West and Royal Road and situated in an established industrial and service commercial area on the northwest section of Guelph.

The Site is bounded by Royal Road to the west, Woodlawn Road West to the north, a railway track to the south and established industrial uses to the east.

The undeveloped Site is primarily flat with no discernable features except for an access lane along with a rail spur located on the extreme southern portion of the Site. The cross access easement accommodates the vehicle and rail access corridor to the adjacent industrial property to the east. In terms of vegetation,

approximately 48 deciduous and coniferous trees are located on the Site with the balance of the property being grass covered.

The Site is shown contextually on the following Figure below.



Air Photo of 81 Royal Road, Guelph, Ontario

Total land area of the Site is 20,194m<sup>2</sup> (approximately 2.024 hectares or 5.00 acres) and has a frontage of approximately 85.0m along Woodland Road West and approximately 237.55m along Royal Road.

### **Surrounding Land Uses**

The surrounding land uses are shown in photos below:

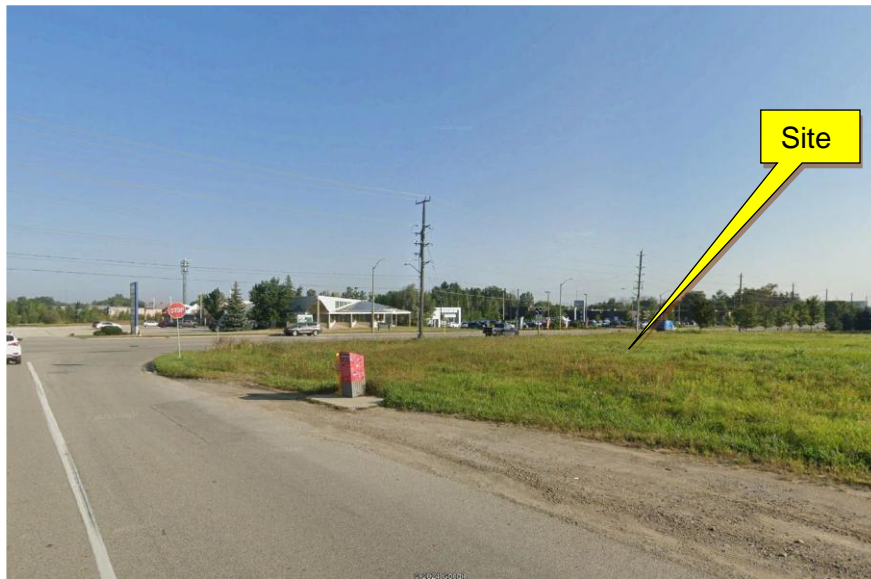


Photo of Site looking north from Royal Road.



Photo of Site looking southeast from the Woodlawn Road West/Royal Road T-intersection.



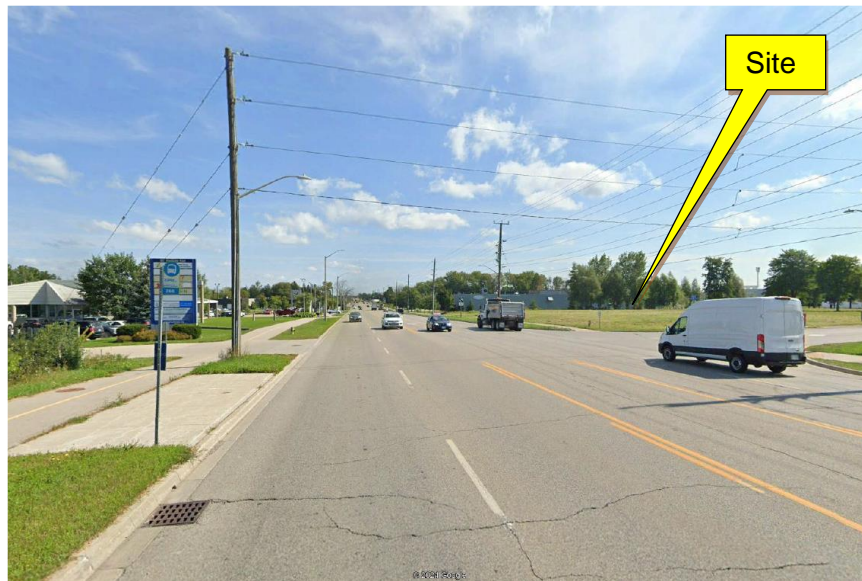


Photo looking east on Woodlawn Road West from T-intersection.



Photo looking west on Woodlawn Road West from front of Site.



Photo of Site looking south from the Woodlawn Road West/Royal Road T-Intersection.



Photo of Site's cross access easement area identifying the delivery lane and rail spur connected to the Guelph Junction Railway line.

### **3.0 SITE AND NEIGHBOURHOOD CONTEXT**

The Site is situated within Guelph's Northwest Industrial Area Employment Lands, specifically, on the southeast corner of the Woodlawn Road West and Royal Road T-Intersection.

The surrounding lands are mostly developed and can be generally described as predominantly industrial and service commercial uses.

The surrounding existing industrial and service commercial buildings are single storey construction with heights ranging from approximately 4m to 9m.

Employment uses within the area include manufacturing, processing, assembly, repairs, metal works and warehousing. There is also a large Service Commercial component which is located along Woodlawn Road West between Hanlon Parkway and Elmira Road North and includes retail, commercial services, restaurants, fast food restaurants, service stations, retail plazas, vehicle dealerships, appliances stores, movie theatres and other retail commercial services. (for reference purposes, the Site is located mid-point on the Woodlawn Road West corridor between Hanlon Parkway and Elmira Road North).

As shown in the figure below, the vacant Site is surrounded by developed employments lands and service commercial lands along Woodlawn Road West. The Woodlawn Road West arterial corridor has changed over time and no longer serves the needs of pure industrial uses.

Guelph employment lands profile

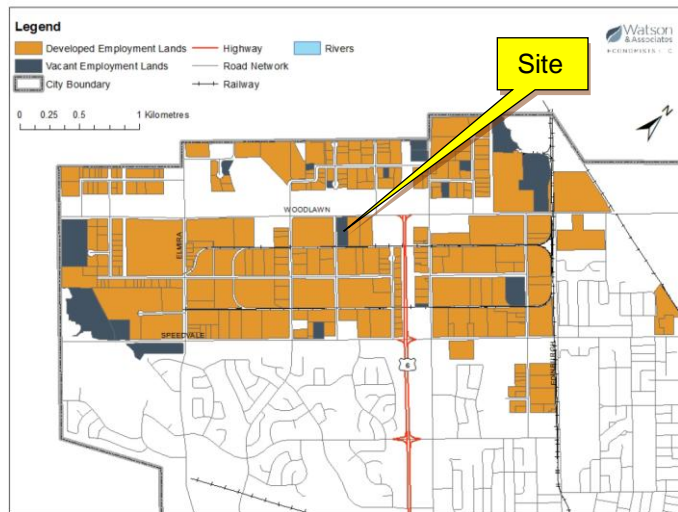


Figure 5-11: City of Guelph Vacant Employment Lands - Northwest Industrial Area

City of Guelph  
Official Plan Review

Dillon Consulting Limited | Watson & Associates Economists

### **Active Transportation**

Woodlawn Road West features two lanes of traffic in each direction in addition to a centre turn lane and is designated as an arterial road in the Official Plan. Royal Road is designated as a local road in the Official Plan and features one lane of traffic in each direction.

Sidewalks are in place on both sides of Woodlawn Road West. A new sidewalk will be constructed on the east side of Royal Road that will connect the sidewalk on Woodlawn Road West (south side) to the front of the Industrial Supply Outlet entrance.

Guelph transit routes are provided along the front of the Site and are identified by transit route #17 (Woodlawn Watson - eastbound route) and by transit route #18 (Watson Woodlawn - westbound route).

There is also an active bike route along Woodlawn Road West.

## **4.0 PROPOSAL DESCRIPTION**

### **Land Use**

Applicant is proposing an Industrial Supply Outlet use on the Site which is not a defined or permitted use in the current Official Plan or the Guelph Zoning By-law (2023)-20790.

### **Proposed Princess Auto Tenant**

Princess Auto is a Canadian industrial supply outlet chain specializing in farm, industrial, garage, hydraulics and surplus items. The outlet supplies components, spare parts, accessories and equipment that a company or industry needs, both for its own facilities, as well as tools and supplies for its production processes. Headquartered in Winnipeg, Manitoba, Princess Auto owns and operates 55 outlets in ten provinces along with three distribution centres.

The proposed Industrial Supply Outlet will serve a customer base that is composed of contractors, mechanics, farmers, tradespeople and industrial workers (total of approximately 70% of the Outlet sales) that purchase tools and equipment for their shops and farms. It's a use that does not detract from and is compatible with the development and operations of industrial uses.

All the company locations are situated on employment lands and on busy arterials away from residential areas.

### **Princess Auto Locations Within Employment Lands**

The following images identify several Princess Auto outlets in southern Ontario that are located within employment lands. Given the company's industrial customer base, none of the outlets are in close proximity to residential land uses.





## Development Site Plan

As previously noted herein, the proposal is to construct a one storey commercial building on the Site which measures approximately 2.02 hectares (5.0 acres) for an Industrial Supply Outlet building. The owner is proposing a two phase development plan. Phase I will entail the construction of the Industrial Supply Outlet building (approximately 2,787m<sup>2</sup> 30,000 sq.ft.) GFA at the northwest corner of the Site along with appropriate setbacks, parking and landscaping. Phase II will be dedicated to future Industrial “B” Zone uses. The balance of the Site including the access lane and rail spur servicing the adjacent property will remain undeveloped.

For clarification purposes, only the front portion of the Site will be allocated to Industrial Supply Outlet use. The balance of Site uses will be allocated as follows:

The development area dedicated to the Industrial Supply Outlet measures 12,316m<sup>2</sup> (1.23 hectares).

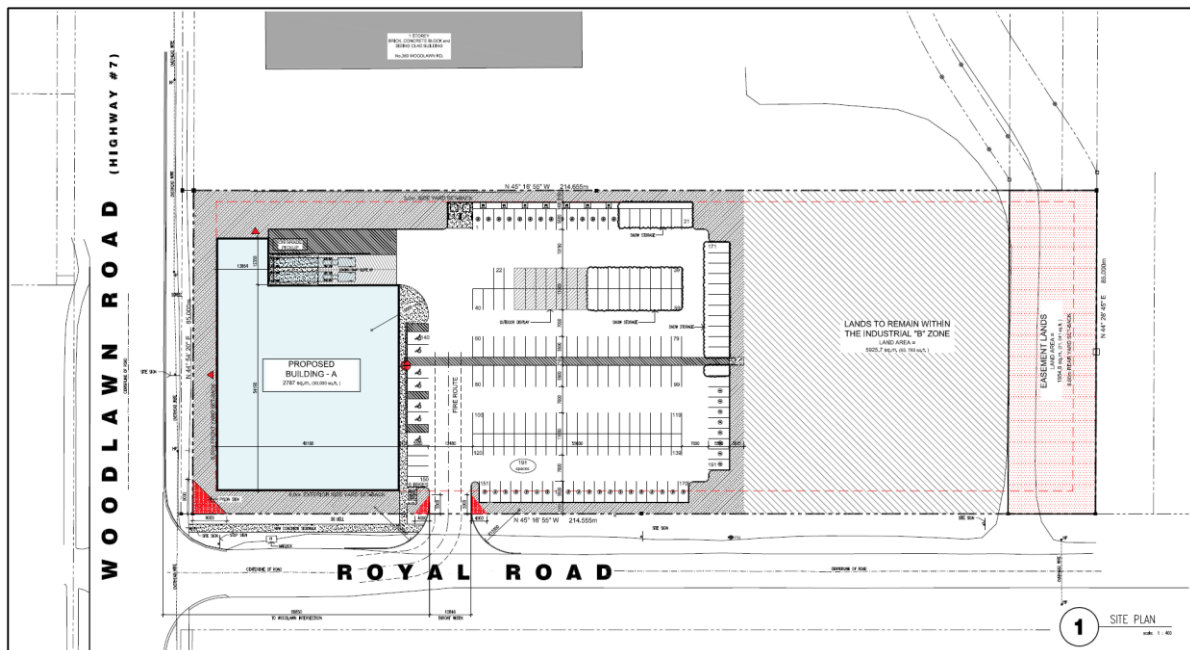
The land area dedicated to future Industrial “B” Zone uses measures 5,925m<sup>2</sup> (0.59 hectares).

The easement area dedicated to vehicle access lane and rail spur measures 1,954m<sup>2</sup> (0.195 hectares).

Land Area By Use	Sq.m	Hectares	Acres
Industrial Supply Outlet	12,316	1.2316	3.0
Future Industrial “B” Zone uses	5,925	0.5925	1.5
Easement Area	1,954	0.1954	0.5
Total Site Area	20,195	2.0195	5.0

The development plan proposes one access driveway on Royal Road which will facilitate all turn movements. Parking will be provided for 140 spaces including 7 barrier free spaces, 14 EV parking space and 28 “future installation” EV parking spaces. Two recessed loading docks will be provided at the east side of the building along with a customer pick-up zone.

A site plan showing the proposed layout and configuration of the development is shown below.



### **Access**

The only ingress/egress point supporting the proposed Industrial Supply Outlet will be from Royal Road. Woodlawn Road West is a four-lane arterial plus a centre turn lane and Royal Road is a two-lane industrial arterial. Additional information and detailed traffic analysis are included in the Traffic Impact Study which form part of the submission package.

### **Infrastructure**

Existing municipal services originating along Woodlawn Road West (stormwater) and Royal Road (water and sanitary) will be connected to the proposed Industrial Supply Outlet building. A Functional Servicing and Stormwater Management Report will be included as part of the Official Plan and Zoning By-law Amendment application submission package.

### **Loading and Service Areas**

The loading area is proposed to include 2 recessed docks and 1 on grade customer pickup loading space located on the eastern side of the proposed building. The loading areas are separated from the main pedestrian activity areas and walkways are integrated with the landscape and parking area. The loading areas do not encroach onto the interior side yard and will be partially screened by railing on top of a retaining wall along with enhanced landscaping along the Woodlawn Road West frontage.

The garbage enclosure area will be located along the eastern property line and will be enclosed by a wood fence. The structure will have a height of 2.2m and will be accessible via large swinging wooden double doors.

### **Vehicular Access**

Vehicles will ingress/egress the Site from one point on Royal Road. There is a second ingress/egress point further south on Royal Road which provides vehicle access to the industrial property adjacent and to the east of the Site.

The Woodlawn Road West and Royal Road T-Intersection is not signalized. The one “stop sign” is located on Royal Road and controls the right and left turn traffic movements onto Woodlawn Road West.

GEI consultants have prepared a Site Access Assessment Report (traffic geometric plan) that shows detailed maneuvering diagrams related to deliveries and garbage

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pickup. The geometric plan is included as part of the Official Plan and Zoning By-law Amendment application submission package.

Emergency service vehicles are accommodated through the surface parking areas.

### **Parking Areas**

A total of 140 surface parking spaces are located in front of the Industrial Supply Outlet, including 7 barrier free spaces, 14 EV parking space and 28 “future installation” EV parking spaces. Two recessed loading docks will be provided at the east side of the building along with a customer pick-up zone.

In addition to the 140 required parking spaces, there will be 14 parking spaces allocated to an outside display area and 37 parking spaces allocated for snow storage.

### **Pedestrian Circulation**

A public sidewalk will be constructed along Royal Road to connect the Site to the existing multi-use path sidewalk on the south side of Woodlawn Road West.

Pedestrians accessing the building from Royal Road will be connected via the Royal Road concrete sidewalk located along the west side of the building leading to a concrete sidewalk in front of the building to the entrance doors.

All pedestrian routes within the asphalt parking areas are barrier free and defined by painted lines.

Pedestrian circulation will be enhanced by providing clear paving demarcation and unobstructed sightlines to ensure visibility is maintained at all times between pedestrians and motorists. The development provides barrier free sidewalks and surface marked crosswalks that create a continuous connection for pedestrians. Curb ramps will be constructed to ensure appropriate transition between changing surface levels in accordance with AODA and barrier free access design standards.

## **5.0 BUILDING DESIGN**

The proposed one storey Industrial Supply Outlet building is positioned on the Site to support and define the street edge experience along Woodlawn Road West and Royal Road by providing enhanced landscaping design. The proposed building

provides barrier free access and connections from the building entrances to the street and pedestrian walkways.

The proposed Industrial Supply Outlet building provides a principal entrance on the south side of the building to ensure an appropriate level of foot access from Royal Road and the parking area. The proposed building height of approximately 8.0m is appropriate and consistent with the surrounding industrial and service commercial buildings and will assist in creating a compatible and integrated design with other uses in the area.

### **Building Orientation**

The proposed building is positioned close to the northwest corner of the Site and the setbacks from the two roads have been minimized to allow for the positioning of the parking area fronting onto Royal Road while maintaining efficient site traffic circulation via a single ingress/egress point on Royal Road. Building setbacks are 6.0m from Woodlawn Road West and 6.0m from Royal Road.

### **Massing**

Building massing and positioning of the one storey Industrial Supply Outlet building has been designed to minimize impacts of shadows, noise and privacy on adjacent properties. The large singular massing of the industrial building compliments the massing of other industrial and service commercial developments in the vicinity of the Site.

### **Façade**

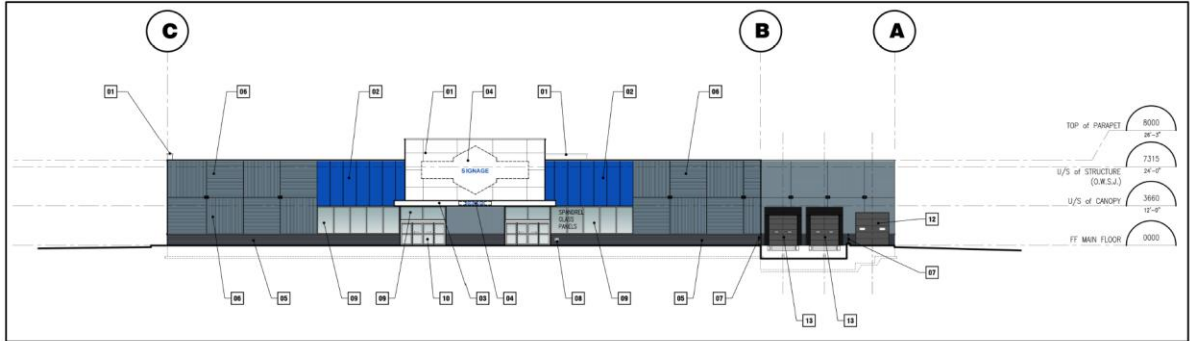
The south façade which features the entrance to the building is predominantly corrugated metal siding, base masonry and aluminum composite panels with limited glass panels and glass entrance doors. The entrance feature is enhanced by blue aluminum panels. The south façade is also designed to accommodate the loading area and features 2 recessed docks along with an at grade customer pick up area.

The façades facing Woodlawn Road West (north) and Royal Road (west) are predominantly designed with pre-finished corrugated metal siding dark grey in colour. The facades are further enhanced by five courses of decorative masonry along the bottom of the walls.

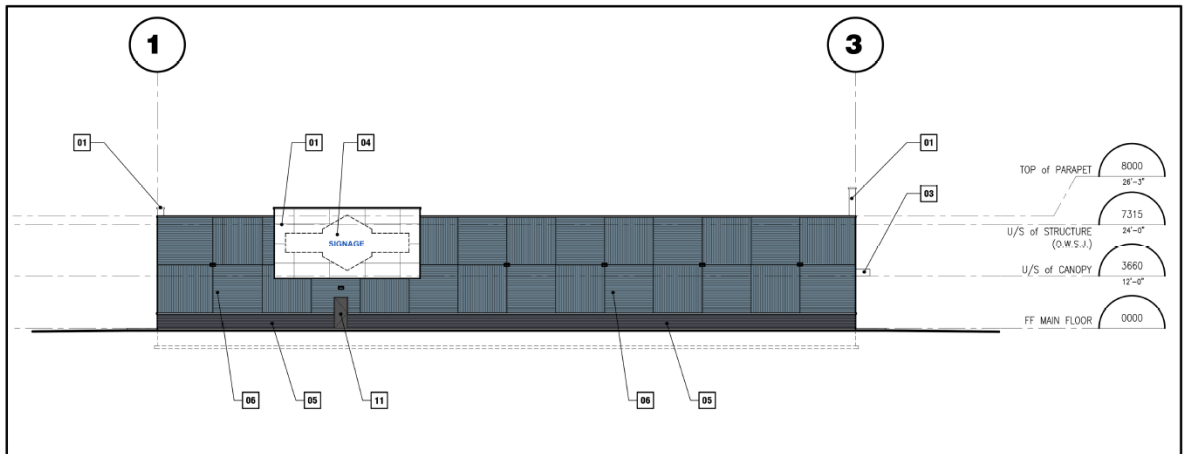
The façade facing east is predominantly designed with pre-finished corrugated metal siding dark grey in colour. The recessed loading dock area will be separated from the customer pick-up area by railing on top of the retaining wall.

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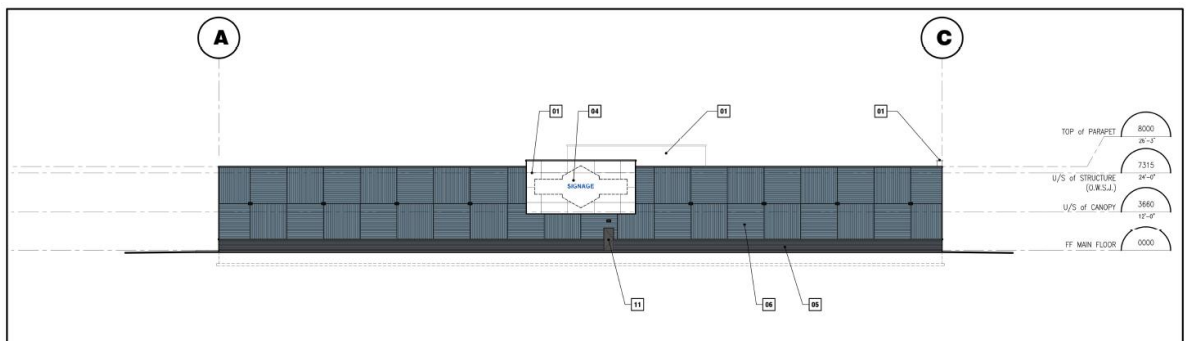
The following elevation rendering plans provide additional details.



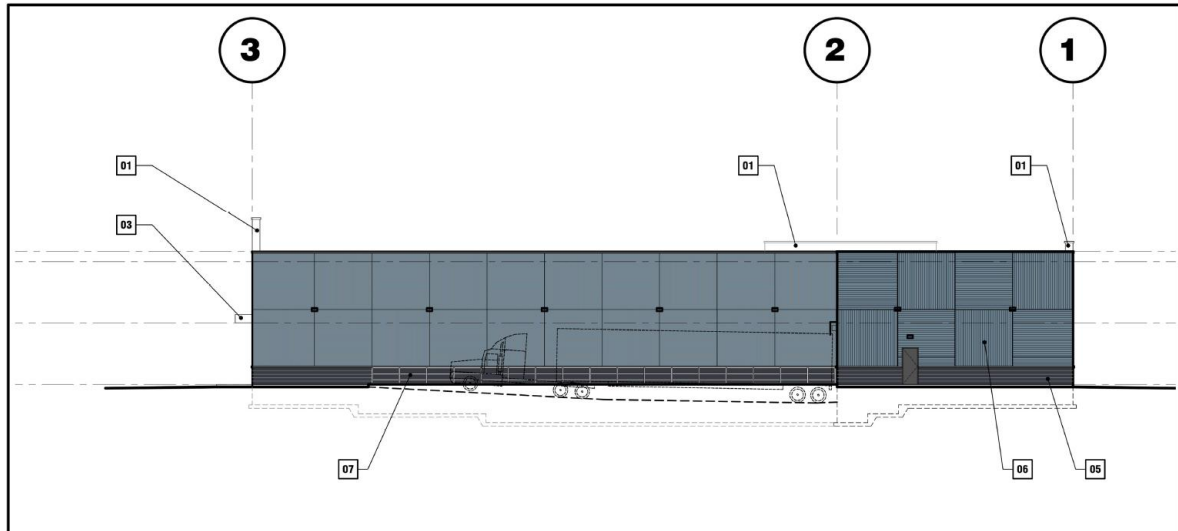
**1** PROJECT EAST ELEVATION  
(ENTRANCE) scale: 1 : 200



**3** PROJECT SOUTH ELEVATION  
(FACING ROYAL RD) scale: 1 : 200



**4** PROJECT WEST ELEVATION  
(FACING WOODLAWN RD) scale: 1 : 200



**2** PROJECT NORTH ELEVATION  
scale: 1 : 200

**Roof Top Mechanical Units**

Roof top mechanical units will be setback from edge of the building and will not be visible from the public right of way.

**Landscaping**

Appropriate landscaping and buffering will be implemented to promote compatibility with surrounding land uses and to create an aesthetically pleasing and functional development. The Site is relatively flat and can easily be developed for the proposed Industrial Supply Outlet use.

**Transformer and Landscape Screening**

The electrical transformer servicing the building will be located on the Site and will be screened by appropriate landscape treatment. The landscape treatment is not shown on the Landscape Plan but will be shown in a subsequent submission after location of transformer has been approved by Guelph Hydro.

**Pylon Sign and Base Landscaping – One Per Property**

One pylon sign is proposed on the southeast corner of Woodlawn Road West and Royal Road T intersection next to the daylight triangle. The landscape treatment at

the base of the pylon is shown on the Landscape Plan but may change in a subsequent submission after location of pylon sign has been approved by City Staff.

## **6.0 REQUESTED OFFICIAL PLAN AMENDMENT**

A site specific Official Plan Amendment is required to implement the proposed development. The subject property is located within an Industrial and Service Commercial corridor along a major transit route and active transportation route. In order to accommodate the development proposal, the following changes are requested to the Official Plan;

- That a portion of the property designated “Industrial” by Land Use Schedule 2 be changed to the “Industrial” site specific policy designation to accommodate the additional of an Industrial Supply Outlet commercial development.
- That a site specific special policy be added to allow the maximum building gross floor area (GFA) size be 2,787m<sup>2</sup> (30,000 sq.ft.).

## **7.0 REQUESTED ZONING BY-LAW AMENDMENT**

The applicant is seeking a site specific Zoning By-law Amendment to the City of Guelph Zoning By-law (2023) - 20790 in order to add an “Industrial Outlet Centre” within the Industrial “B” Zone as a permitted use on the Site along with several site specific variances to accommodate the development.

In addition to the added permitted use, variances to the following regulations are required to achieve an Industrial B-XX Site Specific zoning.

- Principal Entrance
- Parking Requirement

## **8.0 LAND USE POLICY AND REGULATORY CONTEXT**

This section of the report provides a description of the current land use policies and regulatory context along with the implications for the Site.

## **8.1 Provincial Planning Statement, 2024 (PPS, 2024)**

The Provincial Planning Statement 2024 was issued under section 3 of the Planning Act and came into effect October 20, 2024. It replaces both the Provincial Policy Statement that came into effect on May 1, 2020 and “A Place to Grow: Growth Plan for the Greater Golden Horseshoe”.

The changes in PPS, 2024 shows a focus on building homes and associated infrastructure and strategic growth, in line with the Province’s goal to meet 1.5 million homes built by 2031.

The PPS, 2024 also provides policy direction on province-wide land use planning and development to promote strong communities, a strong economy and a clean and healthy environment.

It includes policies on key issues that affect communities, such as:

- The efficient and wise use and management of land and infrastructure over the long term in order to minimize impacts on air, water and other resources;
- Protection of the natural and built environment;
- Building strong, sustainable and resilient communities that enhance health and social well-being by ensuring opportunities exist locally for employment;
- Residential development promoting a mix of housing; recreation, parks and open space; and transportation choices that increase the use of active transportation and transit; and
- Encouraging a sense of place in communities, by promoting well-designed built form and by conserving features that help define local character.

The provincial policy-led planning system recognizes and addresses the complex inter-relationships among environmental, economic and social factors in land use planning. The PPS, 2024 supports a comprehensive, integrated and long-term approach to planning, and recognizes linkages among policy areas.

In particular, the following sections of the PPS, 2024 are relevant to this development:

## **Settlement Areas**

Policy 2.3.1.1 of the PPS (2024) states: “*Settlement areas shall be the focus of growth and development...*”. Policy 2.3.1.2 of PPS, 2024 further states: “*Land use patterns within settlement areas should be based on densities and a mix of land uses which:*

- a) *efficiently use land and resources;*
- b) *optimize existing and planned infrastructure and public service facilities...*”

The proposed Official Plan and Zoning By-law amendment is consistent with Policy 2.3.1.1 above as it supports the creation of healthy, livable and safe communities. The Site is located within the existing settlement area for the City of Guelph and is serviced by existing municipal infrastructure and surrounded by a range and mix of service commercial and industrial uses. The proposal also promotes efficient development patterns that minimize land consumption, through the efficient infilling of a stable and mature industrial area.

## **2.8 Employment**

### **2.8.1 Supporting a Modern Economy**

Chapter 2.8 of the PPS,2024 relates to employment. As such, Policy 2.8.1 relates to supporting a modern economy. Policy 2.8.1.1 of the PPS, 2024 states that: “*Planning authorities shall promote economic development and competitiveness by:*

- a) *providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
- b) *providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*

- d) *encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities.*

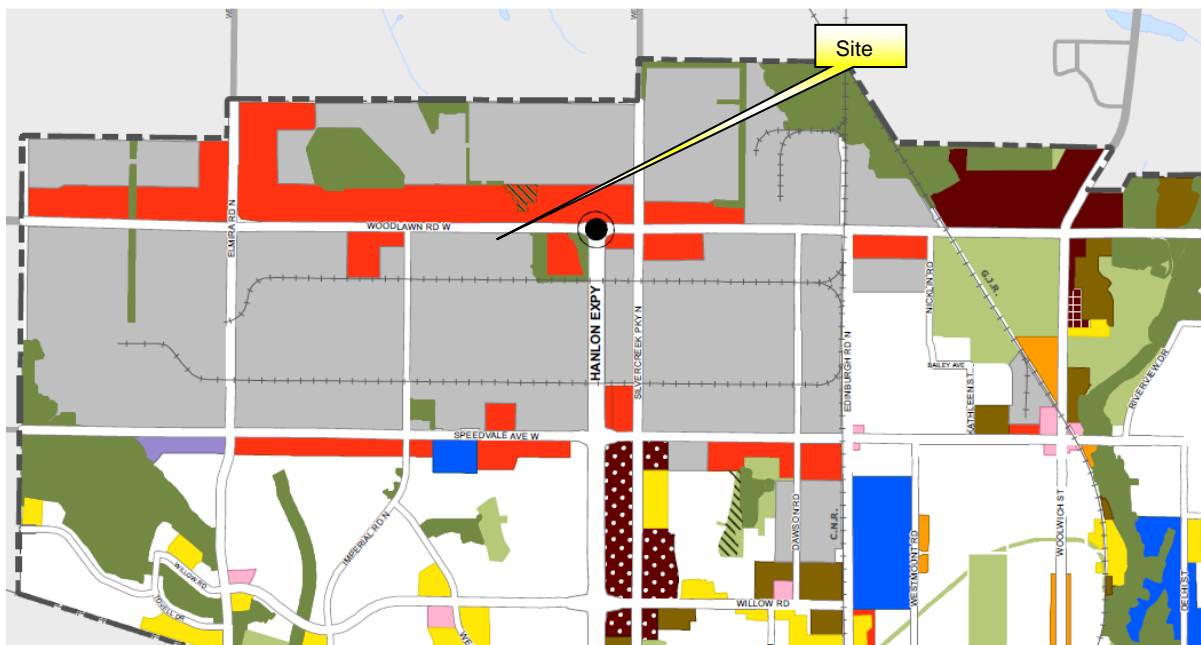
The Proposed Development will enhance the existing and mature employment uses by providing a use that will compliment and support existing industrial uses by providing goods and services that are not currently available in the market area.

In summary, the Proposed Development is consistent with the PPS, 2024 as it represents the infilling of a vacant employment land parcel which will contribute to the industrial area’s long-term needs and diversification of the local economy by supporting a unique use focused on catering to local employers and employees.

## **8.2 City of Guelph Official Plan (2023) – Consolidation February 2024**

The City of Guelph Official Plan was initially adopted by Council on November 1, 1994 and has been comprehensively updated. This consolidation includes OPA 80 as approved by the Minister through Bill 150, Planning Statute Law Amendment Act, 2023 and in effect as of **April 11, 2023** and OPA 81 through 87, OPA 89, 91 and 92.

Subject lands are designated as “Industrial” in the City of Guelph Official Plan 2023 Land Use Plan referred to as Schedule “2”. The designation permits a variety of industrial uses including complimentary uses.





The Industrial designation is part of the General Policies for Employment Uses.

Section 3.8 provides policy direction related to Employment Uses such as:

### **3.8 Employment**

1. The City shall promote economic development and competitiveness and ensure that there is an adequate supply of land for a variety of employment uses to accommodate the forecasted growth of this Plan by the following relevant sections:
  - ii) *providing for an appropriate mix and range of employment uses including, industrial, commercial, and institutional uses to meet long term needs;*
  - iii) *providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses and take into account the needs of existing and future businesses;*
4. *Employment areas are planned to achieve an overall density target of 40 jobs per hectare by the year 2051.*
5. *To achieve the overall density target, the following minimum density targets by land use designation apply to the employment areas identified on Schedule 1b:*

<b>Name</b>	<b>Density Target</b>
Industrial	35 jobs per hectare
Corporate Business Park	70 jobs per hectare
Institutional/Research Park	50 jobs per hectare

8. *Major retail uses are not permitted within employment areas.*

Section 12 of the Official Plan includes a Glossary and provides the definition of Major Retail Uses;

*“Retail uses that are greater than 3,250 sq.m. (34,982.7 sq.ft.)”  
(emphasis added)*

Section 9.5.2 provides the following Objectives related to the Industrial designation:

### **9.5.2 Industrial**

#### **Objectives**

- a) *To ensure sufficient serviced industrial land is available to attract a diversified range of industrial uses.*
- b) *To ensure the efficient use of existing industrial land and promote redevelopment of under-used or brownfield sites.*
- d) *To promote and implement high urban design standards and landscaping to ensure attractive industrial developments.*
- e) *To prevent the establishment of offensive trades and nuisances that will hinder the orderly development of the community and be detrimental to the environment.*

Section 9.5.2 provides the following policy directions related to the industrial designation:

### **9.5.2 Industrial**

#### **Policies**

- I. *To encourage the development of attractive industrial areas, and to preserve sites along arterial roads for those industries that desire or require visibility, the City will:*
  - ii) *maintain higher development standards along arterial roads or within an industrial park for such matters as: parking, loading areas, outside storage, landscaping, buffer strips and setback requirements; and*

- iii) *recognize a variety of categories of industrial zones in the Zoning By-law.*

Section 9.5.2 provides the following permitted uses related to the industrial designation:

### **Permitted Uses**

10. *The following uses may be permitted within the Industrial designation subject to the applicable provisions of this Plan:*

- i) *Industrial uses, including the manufacturing, fabricating, processing, assembly and packaging of goods, foods and raw materials;*
- ii) *Warehousing and bulk storage of goods;*
- iii) *Laboratories*
- iv) *Computer and data processing;*
- v) *Research and development facilities;*
- vi) *Printing, publishing and broadcasting facilities;*
- vii) *Repair and servicing operations;*
- viii) *Transportation terminals;*
- ix) *Contractors' yard; and*
- x) *Complementary uses (such as corporate offices, open space and recreation facilities, restaurants, financial institutions, public and institutional uses and utilities) which do not detract from, and are compatible with, the development and operation of industrial uses. (emphasis added)*

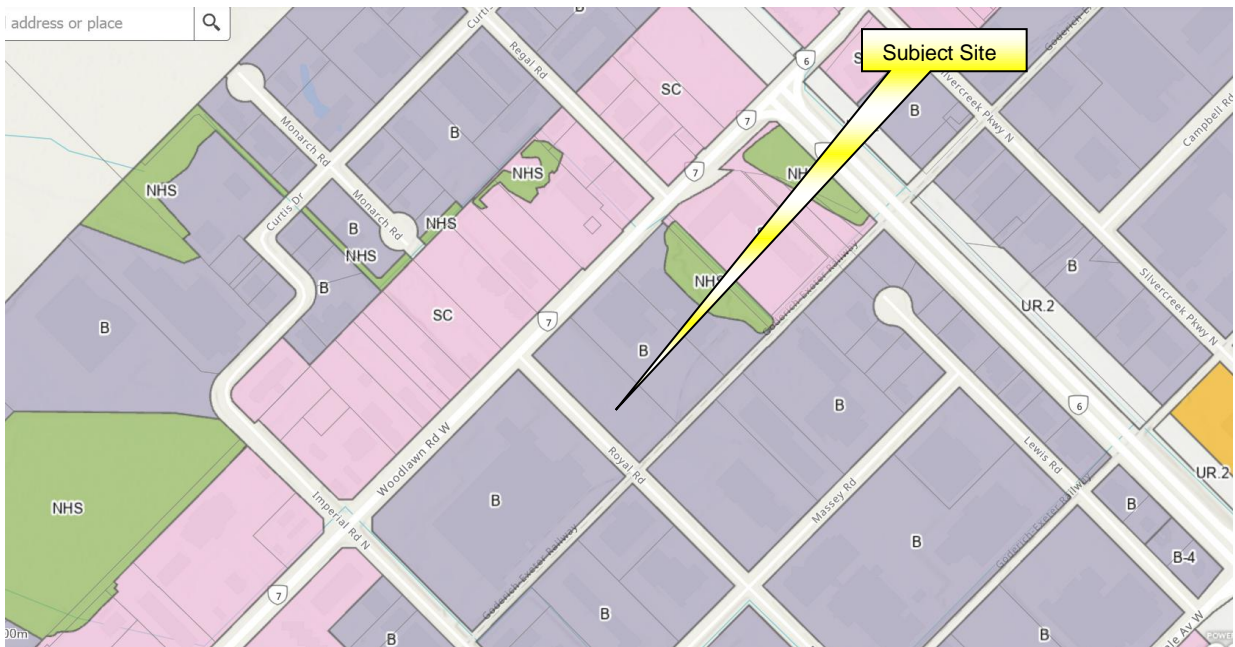
11. *Complementary uses may be permitted within the Industrial designation by a Zoning By-law amendment. (emphasis added)*

12. *Commercial uses will not be permitted within the Industrial designation.*

### **8.3 City of Guelph Comprehensive Zoning By-law 2023-20790**

The Comprehensive Zoning By-law (2023) – 20790 is now in force as of February 6, 2024, except for the lands, areas, and sections associated with the appeals of the Comprehensive Zoning By-law.

The City of Guelph Comprehensive Zoning By-law 2023–20790 zones the Site as Industrial “B”. The purpose of this zone is to permit a broad range of industrial uses and complementary uses.



According to Zoning By-law (2023) – 20790, the Industrial “B” Zone provides the following permitted uses and regulations.

#### ***Permitted Uses***

*The following are permitted uses within the Industrial (B) Zone:*

## 10.2 Permitted uses

Uses permitted in the employment **zones** are denoted by a “P” in the column applicable to that **zone** and corresponding with the row for a specific permitted **use** in Table 10.1, below:

Table 10.1 - Permitted uses in employment zones

Permitted uses	B	BP	IRP	MB	EMU.1	EMU.2
Animal boarding establishment	P	--	--	P	--	--
Cleaning establishment	P	--	--	P	--	--
Computer establishment	P	--	P	P	P	P
Conference and convention facility	--	P	--	--	P	--
Contractor's yard	P	--	--	--	--	--
Convenience store	--	--	--	P	--	--
Financial establishment	--	--	P	--	--	--
Fitness centre	--	--	--	--	--	P
Food vehicle	P	P	P	P	P	P
Hotel	--	P	--	--	P	--
Major equipment supply and service	P	--	--	P	--	--
Manufacturing	P	p <sup>(3)(4)</sup>	--	p <sup>(4)(5)</sup>	--	--
Medical clinic	--	--	P	--	--	--
Museum	--	--	--	--	--	P
Office	--	P	P	P	P	P
Print or publishing establishment	P	--	--	P	P	P
Recreation facility	--	--	--	--	--	P
Repair service	P	--	--	P	--	--
Research and development establishment	P	P	P	P	P	P
School, commercial	--	p <sup>(2)</sup>	--	--	--	P
School, post-secondary	--	--	P	--	--	P
Tradesperson's shop	P	--	--	P	--	--
Trucking operation	P	--	--	--	--	--
University of Guelph	--	--	P	--	--	P
Warehouse	P	p <sup>(3)</sup>	--	P	--	--

Permitted uses	B	BP	IRP	MB	EMU.1	EMU.2
<b>Other</b>						
Accessory use	p <sup>(1)</sup>	p <sup>(1)</sup>	p <sup>(1)</sup>	p <sup>(1)</sup>	p <sup>(1)</sup>	p <sup>(1)</sup>
Outdoor display and sales area	p <sup>(7)</sup>	--	--	p <sup>(7)</sup>	--	--
Outdoor storage area	p <sup>(6)</sup>	--	--	p <sup>(6)</sup>	--	--
<b>Complementary uses in accordance with Section 4.20</b>						
Community centre	P	p <sup>(2)</sup>	P	--	P	P
Convenience store	--	--	P	--	--	P
Day care centre	--	p <sup>(2)</sup>	P	--	P	P
Drive-through facility	P	P	P	--	--	--
Financial establishment	P	P	--	P	P	--
Fitness centre	--	p <sup>(2)</sup>	--	--	P	--
Medical clinic	--	p <sup>(2)</sup>	--	--	P	P
Office	P	--	--	--	--	--
Restaurant	P	P	P	P	P	P
Service establishment	--	--	P	--	--	P

**Additional Regulations for Table 10.1:**

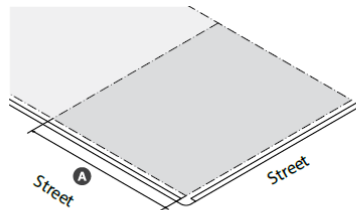
1. In accordance with Section 4.21 and Section 10.3.3.
2. Not permitted within the Hanlon Creek Business Park Overlay, Schedule B-12.
3. Only within a building.
4. The manufacturing of a noxious use shall not be permitted.
5. Not permitted adjacent to a residential, institutional or park zone.
6. In accordance with Section 4.11.1. An outdoor storage area is not permitted on a lot adjacent to a residential zone.
7. In accordance with Section 4.19.

The following regulations apply to the Site's current Industrial (B) zone.

### 10.3 Lot and building regulations

#### 10.3.1 Industrial (B), corporate business park (BP), institutional/research park (IRP) and mixed business (MB) zones

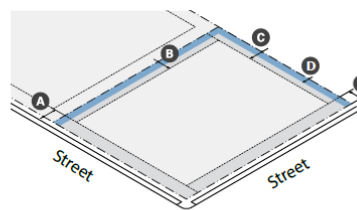
##### (a) Lot regulations



**Table 10.2: B, BP, IRP and MB zone lot regulations**

<b>A</b> Lot frontage (min)	30 m
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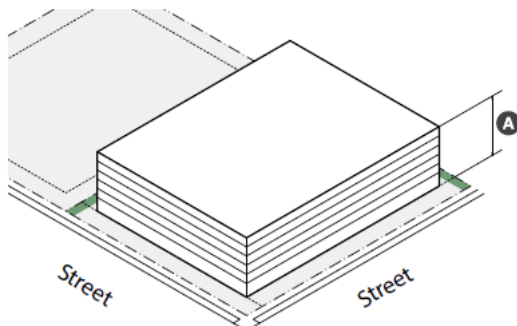
##### (b) Setback regulations



**Table 10.3: B, BP, IRP and MB zone setback regulations**

<b>A</b> Front yard and exterior side yard	min	6 m
	max	25 m
<b>B</b> Interior side yard (min)		6 m <sup>(1)</sup>
<b>C</b> Rear yard (min)		6 m <sup>(1)</sup>
<b>D</b> Buffer strip (min)		A 3 m wide <b>buffer strip</b> is required adjacent to <b>interior side</b> and <b>rear lot lines</b> <sup>(2)</sup>
Landscaped open space (min)	15%	The required <b>front yard</b> and <b>exterior side yard</b> , except the <b>driveway</b> , <b>parking areas</b> , or loading areas, shall be landscaped <sup>(2)</sup>

##### (c) Building regulations



**Table 10.4: B, BP, IRP and MB zone building regulations**

<b>A</b> Building height (max)	B, BP, MB	20 m and in accordance with Section 4.14
	IRP	10 storeys
Principal entrance		A <b>principal entrance</b> shall be provided that faces the <b>front lot line</b> or <b>exterior side lot line</b>

## **9.0 PLANNING ANALYSIS / JUSTIFICATION FOR OFFICIAL PLAN AND ZONING BY-LAW AMENDMENT**

In considering an Official Plan and Zoning By-law Amendment, Council typically evaluates the application against criteria such as:

- The rationale or basis for the change,
- The direction provided by the Provincial Policy Statement,
- The goals and objectives of the Official Plan,
- Conformity to the Official Plan and compatibility with adjacent uses of land,
- The desirability and appropriateness of changing the Official Plan,
- The impacts the proposed change will have on the character of the area,
- Suitability of the Site for the proposed purpose, including the size and shape of the lot(s) being created and
- Adequacy of vehicular access, water supply, stormwater capacity and sewage disposal.

This section of the report provides planning rationale and justification in support of the proposed Official Plan and Zoning By-law Amendment. This includes a review on how the proposed Official Plan and Zoning By-law Amendment represents the addition of a much needed Industrial Supply Outlet and the logical infilling of an undersized industrial site. The section also provides a discussion on the requested variances to a site specific Industrial B-XX Zone to bring the development proposal into conformity with the City of Guelph Zoning By-law (2023)-20790.

## **10.0 PROPOSED OFFICIAL PLAN AMENDMENT**

An Official Plan Amendment is required for the subject lands to permit a site specific “Industrial” designation to support a commercial use (Industrial Supply Outlet) that adequately addresses the requirements of the proposed development while respecting the general intent of the Official Plan and ensuring compatibility with adjacent industrial uses. The proposed site specific Official Plan Amendment is

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reflective of unique circumstances in consideration of the general land use policies noted in the Official Plan.

### **Official Plan Conformity**

Section 2.2 of the Official Plan outlines the strategic goals guiding the City of Guelph. Particular relevance to this application is the following goals:

- *Ensure an appropriate range and mix of employment opportunities, local services, community infrastructure, housing, including affordable housing and other land uses, are provided to meet current and projected needs to the year 2031 [2.2.1 b)].*
- *Direct development to those areas where full municipal services and related infrastructure are existing or can be made available, while considering existing land uses, natural heritage systems, development constraints, fiscal sustainability, development costs and related factors [2.2.4 a)].*

### **Industrial Designation Objectives and Policies**

The subject lands are designated “Industrial” in the City of Guelph Official Plan. Section 9.5.2 of the Official Plan contains policies and objectives that apply to the Industrial designation. An Official Plan Amendment is proposed to establish a site specific policy to permit an Industrial Supply Outlet on the Site.

Specifically, the applicant is requesting the addition of an Industrial Supply Outlet to the permitted uses found in section 9.5.2.12 of the Official Plan as shown below.

#### ***Permitted Uses***

*12. The following uses may be permitted within the Industrial designation subject to the applicable provisions of this Plan:*

- i) Industrial uses, including the manufacturing, fabricating, processing, assembly and packaging of goods, foods and raw materials;*
- ii) Warehousing and bulk storage of goods;*

- iii) *Laboratories;*
- iv) *Computer and data processing;*
- v) *Research and development facilities;*
- vi) *Printing, publishing and broadcasting facilities;*
- vii) *Repair and servicing operations;*
- viii) *Transportation terminals;*
- ix) *Contractors' yard; and*
- x) *Complementary uses (such as corporate offices, open space and recreation facilities, restaurants, financial institutions, public and institutional uses and utilities) which do not detract from, and are compatible with, the development and operation of industrial uses. (emphasis added)*

In terms of industrial uses, there is clearly a need for employment areas to provide a wide range of employment supported uses that serve the needs of employers and employees within the employment areas. The Official Plan policies currently permit several commercial uses as complementary uses and additional complementary uses according to the Official Plan can be included through a zoning by-law amendment. An important distinction is that complementary uses are not accessory or ancillary uses and can be permitted as a single use on a property.

In support of the Industrial Supply Outlet use, the following is an excerpt from the executive summary related to "Employment Land Strategy Shaping Guelph; Growth Management Strategy November 27, 2020. The report was produced by Dillon Consulting Limited and Watson & Associates Economists. The excerpt supports employment uses such as an Industrial Supply Outlet that serves the needs of employers and employees in the employment areas.

*"the intention of employment- supportive uses in Employment Areas should be to serve the needs of employers and employees within the Employment Areas as opposed to the broader population.(emphasis added)*

*The City should continue to assess the provision for commercial, community, and institutional uses within Employment Areas on the degree to which the use:*

- *Supports/complements employment uses within Employment Areas;*
- *Does not adversely affect the stability of the Employment Areas;*
- *Does not adversely impact other designated employment uses (i.e. increased road traffic);*
- *Is compatible with neighbouring land uses (i.e. does not raise health and safety concerns); and*
- *Does not detract from the potential for the subject lands to be utilized for employment uses.”*

Furthermore, page 4 of the “Shaping Guelph – Employment Land Strategy” staff report dated December 11, 2020 provides the following recommendation:

*“There is a need for employment areas to provide for a wide range of amenities and employment-supportive uses, such as retail, service and institutional uses, to serve the needs of employers and employees within the employment areas opposed to the broader population. The Official Plan policies currently permit these types of uses as complementary uses and should continue to do so. To provide further clarity on the intent of these uses, a maximum retail size should be considered and day care centres should no longer be permitted on industrial lands to reflect APTG and other provincial policies about sensitive land uses.” (emphasis added)*

We are of the opinion that the proposed site specific Official Plan Amendment to commercial use (Industrial Supply Outlet) satisfies the Industrial objectives and policies of the Official Plan and is compatible with the mix of Commercial Services and Industrial uses located along the Woodlawn Road West corridor. Furthermore, and based upon our assessment, there does not appear to be any rationale or planning analysis as to why some properties are designated Service Commercial and other properties are designated Industrial in the area surrounding the Site.

### **Building Size**

The Industrial Supply Outlet only sells a small percentage (approximately 25-30%) of merchandise for personal and household consumption (otherwise defined in Statistics Canada Retail Trade Publication as retail sales). The majority of the merchandise (70-75%) is sold to a customer base that is composed of contractors, mechanics, farmers, tradespeople and industrial workers that purchase tools and

equipment for their shops and farms. In other words, 70-75% of merchandise sales are to the non-public and not for the home consumption consumer component of the business.

Although Guelph's Official Plan does not permit "Major Retail Uses" in employment areas, the proposed Industrial Supply Outlet retail component is smaller than the 3,250m<sup>2</sup> threshold defined in the Official Plan. For clarity purposes, the entire Industrial Supply Outlet building measures approximately 2,787m<sup>2</sup> which is smaller than the 3,250m<sup>2</sup> threshold defined in the Official Plan. The relevant policies in the Official Plan are outlined below.

Section 3.8.8 of Guelph's Official Plan indicates that:

*"Major retail uses are not permitted within employment areas."*

Official Plan Glossary section:

The Glossary section of Guelph's Official Plan defines Major Retail Uses as follows:

*Major Retail Uses means:*

*Retail uses that are greater than 3,250 sq.m. (34,982,7 sq.ft.)*  
*(emphasis added)*

### **Employment Density Targets**

Employment areas are planned to achieve an overall density target of 40 jobs per hectare by the year 2051.

Section 3.8.7 provides the following policy.

- 6. To achieve the overall density target, the following minimum density targets by land use designation apply to the employment areas identified on Schedule 1b:*

<b>Name</b>	<b>Density Target</b>
Industrial	35 jobs per hectare
Corporate Business Park	70 jobs per hectare
Institutional/Research Park	50 jobs per hectare

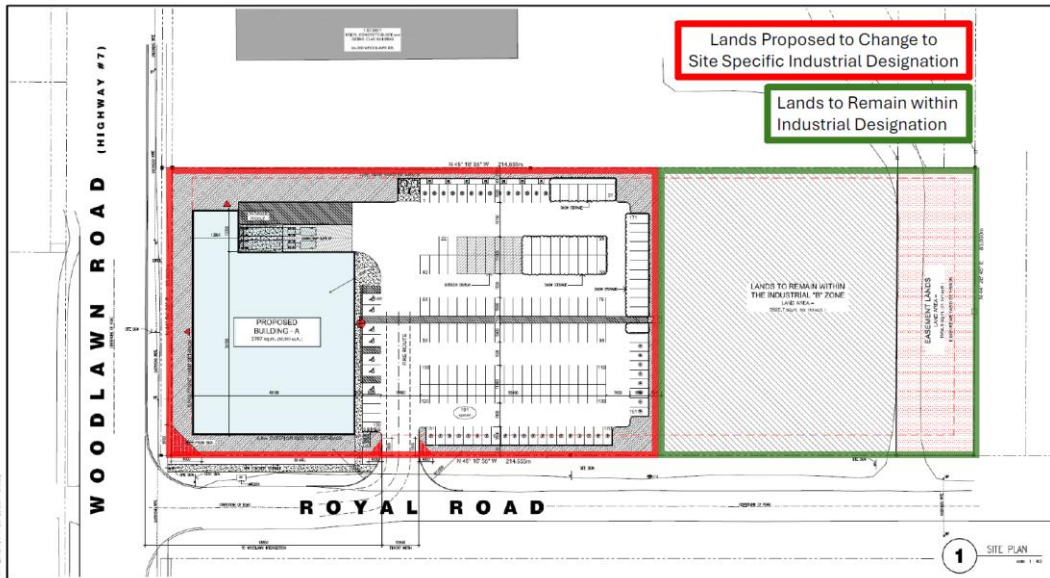
The total number of employees (referred to as “members”) that are proposed to work in the Industrial Supply Outlet will be 55.

As the policy direction is to ensure that there are at least 35 jobs per hectare in an Industrial designated area, the corresponding number when measured on a jobs per hectare metric will be 45 jobs per hectare. The calculation is 55 jobs provided divided by 1.23 hectares equals 45 job per hectare. Accordingly, the Official Plan job “density target” policy is satisfied.

In summary, we are of the opinion that the proposed development will be in conformity with the general intent of Guelph’s Official Plan. In addition, the proposed site specific Official Plan Amendment represents good planning and is consistent with the City of Guelph Official Plan policies and will accommodate a development that is in high demand and compatible with the surrounding employment lands. Overall, the proposed development increases the number of compatible employment uses permitted on employment lands by creating a more resilient and diversified employment area. Furthermore, the number of new jobs (55 total jobs or 45 jobs per hectare) created exceeds the minimum of 35 jobs per hectare Official Plan policy in the Industrial Zone.

A draft site specific Official Plan amendment is included in Appendix III.

**Proposed Official Plan Designation**



**11.0 PROPOSED ZONING BY-LAW AMENDMENT**

**Amendment to Zoning By-law (2023 – 20790)**

A Zoning By-law Amendment is required for the subject lands to permit a site specific B-XX Zone (Industrial Supply Outlet) that adequately addresses the requirements of the proposed development while implementing the policies of the City of Guelph Official Plan.

Specifically, the applicant is requesting a site specific Zoning By-law Amendment in order to include an Industrial Supply Outlet as a legally permitted commercial use on the property along with several variances in order to bring the development into compliance with the Zoning By-law (2023) – 20790.

**Industrial B Zone Zoning Compliance Analysis**

The following zoning by-law compliance table identifies the required zone regulations and proposed variances highlighted in bold text.

## Zoning By-law (2023)-20790 Compliance

Industrial B Zone Regulations	Required	Proposed	Compliance
Lot Frontage (min) 10.2 (A)	30 metres	85.0m	Yes
Front and Exterior Side Yard (min) 10.3 (A)	6 metres	6.0m	Yes
Front and Exterior Side Yard (max) 10.3 (A)	25 metres	6.0m	Yes
Interior Side Yard (min) 10.3 (B)	6 metres	12.46m	Yes
Rear Yard (min) 10.3 (C)	6 metres	183.14m	Yes
Buffer Strip (min) 10.3 (D)	3 metres wide buffer strip required adjacent to interior side yard and rear lot lines.	3.0m	Yes
Landscaped Open Space (min) 10.3 (E)	15% of lot area. The required front yard and exterior side yard, except the driveway, parking area, or loading areas, shall be landscaped.	47.8%	Yes
Building Height (max) 10.4 (A)	20 metres and in accordance with section 4.14	7.925m	Yes
<b>Principal Entrance 10.4</b>	<b>A principal entrance shall be provided that faces the front lot line or exterior side lot line.</b>	<b>Principal entrance faces south into parking area to accommodate design standards.</b>	<b>No</b>
Angular Plan (IRP Zone) 10.4	Building heights shall not exceed an angular plane of 30 degrees measured from the property line for the interior side yard and/or rear yard lot lines when adjacent to RL.1 and/or RL.2 zone.	Not Applicable	N/A
<b>Off-Street Parking - Table 5.3</b>	<b>Industrial Supply Outlet use not identified in Table 5.3</b>	<b>5.0 spaces per 100m<sup>2</sup></b>	<b>No</b>
Accessible Parking Spaces- Table 5.5 Number of required parking spaces between 101 to 200	1 accessible parking space plus an additional 3% of total spaces(1) with an equal number of Type A and Type B accessible parking spaces(2).	7 spaces	Yes
Bicycle Parking, short term (min) – Table 5.7 Employment, Industrial – Row 12	0.03 spaces per 100m <sup>2</sup> GFA, 2 spaces minimum	6 short term spaces	Yes

Bicycle Parking, long term (min) – Table 5.7 Employment, Industrial – Row 12	0.07 spaces per 100m <sup>2</sup> GFA, 2 spaces minimum	2 long term spaces	Yes
Electric Vehicle Parking Spaces (min)– 5.9(c)	10% of required spaces	14 spaces	Yes
Designed Electric Vehicle Parking Spaces (min) 5.9 (c)	20% of required spaces	28 spaces	Yes

### **11.1 REQUESTED ADDITIONAL PERMITTED USE TO INDUSTRIAL B ZONE**

The applicant is proposing to add an Industrial Supply Outlet use to the Industrial B Zone Table 10.1.

Furthermore, the definition of an Industrial Supply Outlet is proposed to be added to “Part B: Definition” section of the Zoning By-law.

The addition of an Industrial Supply Outlet use to the Industrial B Zone Table 10.1 is required to achieve site specific zoning by-law compliance.

Furthermore, as there is no definition related to an Industrial Supply Outlet, the following definition is proposed to be added to “Part B: Definitions” in the City of Guelph Zoning By-law (2023)-20790.

*Industrial Supply Outlet means a building or part of a building where goods, wares, merchandise, substances, articles or things primarily intended to serve industrial uses are offered or kept for sale to such industrial uses and to the public.*

### **11.2 REQUESTED VARIANCES TO INDUSTRIAL B ZONE REGULATIONS**

In order to bring the development into compliance with the current zoning by-law, amendments to the following regulations are required to achieve an Industrial B - XX site specific zoning.

- Principal Entrance
- Parking Requirement



The following relief is required to regulation 10.4 (Regulation governing “Principal Entrance” in the Industrial B Zone) and Table 5.3 (Regulations governing “Off-Street Parking”) of the City of Guelph in-effect Zoning By-law (2023)-20790.

**Industrial B Zone Regulations for Regulation 10.4**  
**and**  
**Parking Regulations Table 5.3**  
**Zoning By-law (2023)-20790**

REGULATION	REQUIRED	PROPOSED	COMPLIANCE	
10.4	Principal Entrance	A principal entrance shall be provided that faces the front lot line or exterior side lot line.	Principal entrance faces south into parking area to accommodate the building position on the corner of the Site.	No
Table 5.3	Off-Street Parking - Table 5.3	“Industrial Supply Outlet” use not identified in Table 5.3	5 space per 100m <sup>2</sup>	No

With the exception of the above regulations outlined in the table and the additional permitted commercial use (Industrial Supply Outlet), all other regulations of the zoning by-law are in conformity with the proposal.

**1) Principal Entrance**

The Industrial B Zone of the City of Guelph Zoning By-law (2023)-20790 regulates the Principal Entrance to the building as follows:

*A principal entrance shall be provided that faces the front lot line or exterior side lot line.*

REGULATION		REQUIRED	PROPOSED	COMPLIANCE
10.4	Principal Entrance	A principal entrance shall be provided that faces the front lot line or exterior side lot line.	Principal entrance shall be provided that faces south into parking area.	No

Given the City of Guelph’s design standards related to corner locations, the proposed development’s “principal entrance” is required to face south into the parking area.

In our opinion, the change in principal entrance location is appropriate.

As the design standards for the City of Guelph require that industrial buildings on a corner lot are positioned along the front lot setback and along the exterior lot setback lines, the position of the principal entrance based upon site circulation and parking requirement was forced to face south into the parking area. The footprint of the industrial building does not cause any non-compliance issues with any of the setbacks or height provisions in the Zoning By-law. The requested re-orientation of the principal entrance is not anticipated to have significant adverse impacts on adjacent industrial uses and the position of the building is consistent with developments in the surrounding area.

## 2) Off-Street Parking

The Industrial B zone of the City of Guelph Zoning By-law (2023)-20790 Table 5.3 does not define or provide a parking ratio for an Industrial Supply Outlet use.

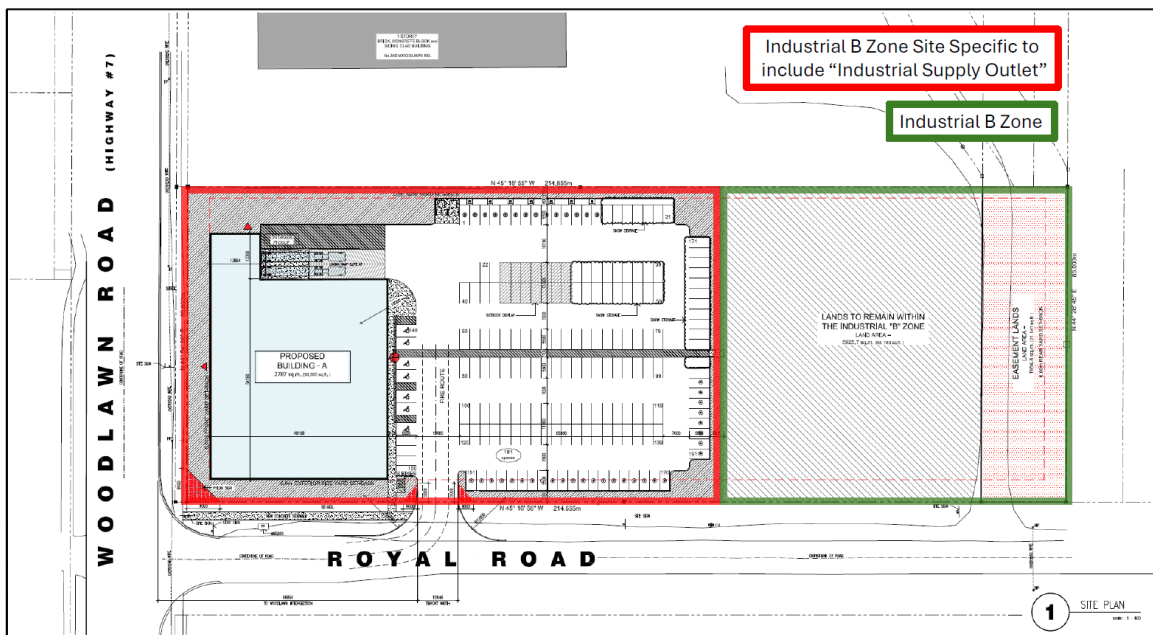
However, the Traffic Impact Study has assessed the Site along with the anticipated demand for parking in similar Industrial Supply Outlet sites and has determined that the minimum of 5 spaces per 100m<sup>2</sup> is appropriate for this Site.

REGULATION	REQUIRED	PROPOSED	COMPLIANCE
Off-Street Parking - Table 5.3	“Industrial Supply Outlet” use not identified in Table 5.3	140 parking spaces equates to 5 spaces per 100m <sup>2</sup>	No

In summary, we are of the opinion that the proposed Site Specific Zoning By-law Amendment does not change the planned function of the industrial area and allows for infilling and the efficient use of land.

Furthermore, the proposed development will be in conformance with the Guelph Zoning By-law (2023)-20790 upon implementation of the requested variances. In addition, the proposed Zoning By-law Amendment will be consistent with the proposed site specific Official Plan amendment and will accommodate a development that is compatible with the existing and mature industrial and service commercial areas in Northwestern Guelph.

**Proposed Zoning Map**



A draft site specific zoning by-law amendment to By-law (2023)-20790 is included in Appendix IV.

**12.0 SUMMARY OF SUPPORTING TECHNICAL REPORTS**

The following technical reports have been prepared in support of the Zoning By-law Amendment Application.

Functional Servicing and Stormwater Management Report

The Functional Servicing and Stormwater Management report dated November 29, 2024 was prepared by GEI Consultants.

From a municipal servicing and stormwater management perspective, there are no constraints that would prevent the construction of an Industrial Supply Outlet on the Site. The following is a summary of the conclusions of this report:

- 1. It is proposed that the site will be accessed by Royal Road and Woodlawn Road W, and that the grading of the development is controlled by these access routes.*
- 2. Water supply for the proposed development will be provided via the extension of a 200mm diameter watermain from the existing 300mm diameter watermain on Royal Road.*
- 3. Sanitary service for the development will be provided via one (1) connection to the 300mm diameter sanitary sewer on Royal Road.*
- 4. Storm service for the development will be provided via one (1) storm sewer connection to the existing 600mm diameter storm sewer on Woodlawn Road W.*
- 5. The post-development condition flow rates for the proposed development will be attenuated to allowable release rates during all design storm events.*
- 6. Quality Control for Catchment 200 and 201 will be provided by the proposed pretreatment row in the underground EZStorm storage tank and further quality control will be provided by the proposed oil and grit separator (SDD3) for Catchments 200 and 201. Therefore, enhanced quality control is provided for the proposed development.*
- 7. The reduction in infiltration under post-development conditions is approximately 438.2 m<sup>3</sup> annually. Per the Ontario Sourcewater Information Atlas, the area of this site is in an Issue Contributing Area and not in a Significant Groundwater Recharge Area, and as such, the reduction in annual infiltration is not considered a significant change. Based on nearby sites, we anticipate the existing subsurface soils to be tight and have a shallow local groundwater table. Infiltration has therefore not been included in the proposed design and the site cannot meet the 5mm volume control or maintain pre-development recharge rates. This assumption will be updated with the completion of the Geotechnical Investigation.*
- 8. The proposed development uses underground stormwater attenuation for minor design storm events and therefore minimizes temperature increases to generated runoff.*
- 9. The Owner/Architect/Agent is to provide the Mechanical and Structural Engineers with copies of the Site Servicing and Stormwater Management Report and the Site Grading and Servicing Plan and the Notes and Details for their use in the*

*design of the rooftop stormwater management measures.*

10. *A qualified Structural Engineer must review and verify that the roof of the proposed Operations and Maintenance building and proposed building addition have the structural capacity to carry the loading of the stored rainfall and all other loading in accordance with OBC 2017.*
11. *To ensure that the average depth of water storage on the rooftop does not exceed the average design depth criteria of 100mm, with a maximum storage depth of 150mm at the roof drains, we recommend that a qualified Mechanical Engineer review and verify the requirement for overflow structures to be included in the design.*
12. *Prior to construction, a silt fence will be installed along the property boundary in all locations where runoff will discharge from the site to adjacent lands. This will minimize the transport of sediment off-site during the construction period.*

In conclusion, proposed sanitary, water and stormwater management servicing provided in this report are sufficient and in accordance with the city of Guelph current development engineering design guidelines.

### Tree Inventory and Preservation Plan and Report

Aboud and Associates Inc. completed a Tree Inventory and Preservation Plan Report for the Site on December 6, 2024. The Tree Inventory and Preservation Plan and Report evaluated existing trees to determine trees that would be required to be removed and retained based upon health of trees and position of proposed building. A total of 48 trees are currently on Site and the recommendation is to preserve 10 trees and remove 38 trees. To compensate for the difference between removed and proposed trees, the applicant will provide a cash in lieu payment to the City of Guelph.

### Phase I Environmental Site Assessment

The Phase I Environment Site Assessment dated December 18, 2024 was prepared by JLP Geotechnical and Environmental Consultants Inc. and concludes the following:

*Based on the records review, interviews and Site reconnaissance, the railroad tracks and various industrial manufacturing based land uses within the study area and in proximity to the Site were considered to pose a*

*potential concern to soil and/or groundwater. Therefore, a Due Diligence Phase II ESA is recommended confirm soil and groundwater quality at the Site.*

The Due Diligence Phase II ESA is currently underway and results are expected by mid to end of February 2025.

### Traffic Impact Study

The Traffic Impact Study (TIS) fulfills the requirement to provide a TIS prepared by a qualified engineer.

The traffic impact study prepared by TranPlan Associates was carried out in support of the proposed Industrial Supply Outlet (*Princess Auto*) located at 81 Royal Road in the City of Guelph. The traffic impact analysis described in this report has provided a detailed examination of the anticipated impacts of existing, future background and site-generated traffic for the proposed development.

The following are the TIS findings and recommendations:

- Existing Conditions
  - *Under the existing traffic conditions, all individual movements of Woodlawn Rd. W and Royal Rd. is operating satisfactorily with LOS “D” or better, acceptable delays, v/c ratio and queue lengths across all three peak periods.*
  - *The variation in delays experienced by vehicles on Royal Rd. indicated that wait times are primarily determined by the availability of gaps in the main stream traffic, which is influenced by the signal timing of both upstream and downstream signalized intersections.*
- Background Traffic Condition
  - *The proposed development is expected to be built-out by 2026 and the traffic assessment was carried out for 5 years post built out (2031).*
  - *An annual growth rate of 2% (compounded) was applied to generate future background traffic volumes at the study intersection.*
  - *The northbound left-turn movement is identified to*

*operate at critical levels during the 2026 PM peak hour and during both AM and PM peak hours in 2031, operating at LOS "E" with acceptable delays, while the intersection retains sufficient capacity for future traffic.*

- Site Traffic

- *The proposed development, an industrial supply outlet to be occupied by Princess Auto, is projected to generate approximately 75, 147, and 180 vehicle trips during the weekday AM peak hour, weekday PM peak hour, and Saturday mid-day peak hour, respectively, based on a hybrid method of trip generation calculations using ITE rates and observed trip rates.*
- *A pass-by rate of 20% was applied to the total site traffic for PM peak and mid-day peak hours.*
- *The study assumed that 85% site traffic would be from/to Woodlawn Rd. corridor and the remaining 15% site traffic would be from south of Royal Road.*

- Total Traffic Conditions

- *At the total traffic levels, the side street movements are forecast to operate at critical LOS, with incremental average delays as a result of continued growth in background traffic.*
- *The proposed development will have a single driveway on Royal Road serving the study site. The site entrance driveway, under the study peak hour conditions, is forecast to operate at excellent Level of Service with minimum delay and no queue at the site driveway.*
- *The impact of the proposed development on adjacent roads during the study peak hours is minimal, when compared to the study intersections' performance for the respective planning horizons without the traffic from the study site.*
- *The site traffic does not trigger any specific mitigation measures to accommodate the traffic to/from the study site.*
- *A traffic signal is not warranted at the Royal Rd. and Woodlawn Rd. intersection.*

- *A potential future mitigation measure could be to coordinate the signal timing of the upstream and downstream signalized intersections to improve operations on Royal Road.*
- *The internal circulation review indicates that a TAC standard WB-20 truck has ease of access/egress using the proposed driveway and are able to manoeuvre in and out of the designated loading areas without difficulty.*
- TDM Strategies
  - *The proposed TDM strategies include providing safe pedestrian/cycling connections from the site to the municipal sidewalk/multi-use path on Woodlawn Rd. by means of a concrete walkway.*
  - *The site has provided provisions for outdoor bicycle parking spaces and would consider options to encourage transit use by the staff.*

### **13.0 OTHER REPORTS AND DOCUMENTS**

Community Energy Initiative (CEI) Analysis

Reference Appendix I

Development Review Letter

Reference Appendix II

Draft Proposed Zoning By-law Amendment

Reference Appendix II

Section 59 Policy Applicability Review

The completed Section 59 Policy Applicability Review form is included as part of the Zoning By-law Amendment Submission package.



### Salt Management Plan

The completed Salt Management Plan is included as part of the Zoning By-law Amendment Submission package.

### Waste Survey Report

The completed Waste Survey Report is included as part of the Zoning By-law Amendment Submission package.

### Grand River Conservation Authority (GRCA)

Current information indicates that the subject lands are not regulated by GRCA. However, we have not obtained any pre-consultation comments from the GRCA related to this application.

## **14.0 CONCLUSIONS AND PLANNING OPINION**

The applicant is requesting a site specific Official Plan and Zoning By-law amendment to better align the proposal with adjacent industrial and commercial land uses. As the industrial market is undergoing major shifts to larger and more advanced uses such as manufacturing, warehousing, cold storage and data centres, it is imperative to ensure that a wide range of employment supported uses that serve the needs of employers and employees within the employment areas are established.

The Planning Justification Report provides a thorough description of the proposed Industrial Supply Outlet development as well as provides a Planning rationale as a basis for the Official Plan and Zoning By-law Amendment Application. A detailed overview of the PPS, 2024, City of Guelph Official Plan policies and Zoning By-law provisions applicable to the Site was also completed.

The Site is situated in an appropriate location for a use that supports employers and employees within the Northwest Industrial Area of Guelph. The Site is generally flat, does not contain any significant natural features and is part of a stable and mature industrial and commercial service area. The Site will be connected to municipal services and is of an appropriate size to accommodate a suitably designed industrial commercial building along with appropriate parking and landscaping. The findings of the technical reports support the proposed development and specifically support the requested site specific Official Plan and Zoning By-law Amendment.

In conclusion, it is our professional opinion that the proposed development will support the efficient build out of the Site in Guelph's mature Northwestern Industrial Area. Furthermore, the requested Official Plan Amendment conforms with the general intent of the Official Plan and the Zoning By-law Amendment is representative of good land use planning.

Respectfully submitted,



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Claudio Balbinot B.E.S.(Hons),MCIP, RPP  
Agora Research Group Inc.  
416-460-3383

**APPENDIX I**  
**Community Energy Initiative (CEI) Analysis**

## **Community Energy Initiative (CEI) Analysis**

The City of Guelph has made a commitment to use energy more wisely and fight climate change. The Community Energy Initiative (formerly Community Energy Plan – CEP) is Guelph’s commitment to use and manage energy differently and better than in the past. The City of Guelph believes the initiative will also attract quality investment to the city as reliable and sustainable energy supply will continue to be a key ingredient in the long-term competitiveness and prosperity of cities.

The main goal of the CEI is that Guelph will become a Net Zero Carbon community by 2050.

Section 4.7 of Guelph’s Official Plan provides policy direction regarding the City’s Community Energy Initiative which is identified as “The Community Energy Plan provides the following direction:

*“The CEP establishes progressive targets for both energy conservation and reduction in greenhouse gas emissions. Community energy, energy efficiency, environmental design and increasing the supply of energy through renewable energy systems and alternative energy systems will all contribute to achieving these goals. The CEP also recognizes that water conservation is a key contributor to meeting the City’s energy goals.”*

Although the proposed Industrial Supply Outlet building is not a large scale development, the applicant will implement the following energy and conservation measures to achieve an energy efficient development:

- High efficiency rooftop units (heating and cooling) and tankless water heaters,
- Ready Electric Vehicle Charging Station
- Bicycle parking
- Increased insulation to reduce heat loss and heat gain. The use of continuous insulation on the face of the structure significantly reduces the thermal bridging and increases the thermal performance of the wall,

- Upgraded window R-Values along with higher Solar Heat Gain Coefficients.

### **Water Conservation**

- An alternative water supply or demand management system is not proposed at this time.
- All roof drains will be diverted to subsurface infiltration areas to reduce runoff from the site.
- The use of low flush toilets will contribute to limit the amount of water used in the building.
- Low water use landscaping alternatives will be used as much as possible.
- All units within the development will be outfitted with LED fixtures along with lighting controls (timers and occupancy sensors).

The proposed Industrial Supply Outlet development is consistent with the energy and water conservation strategies outlined in the City's Official Plan (Sections 3.8 and 4.3).

**APPENDIX II**  
**Development Review Letter**



July 27, 2023

Brad Ireland  
IJK Holdings Inc.  
147 Wyndham Street2 North – Suite  
303 Guelph, ON N1H-6R7

Sent via email:

bireland@guelphmanufacturing.com Dear Mr.

Ireland:

Re: **81 Royal Road Zoning By-law Amendment Application File:  
OZS23-005**

This letter acknowledges receipt of the above application on June 29, 2023. The application for a Zoning By-law Amendment at 81 Royal Road is to permit the development of an Industrial Supply Outlet.

However, at this time your application is deemed incomplete for the following reasons:

- The application does not meet the complete application requirements outlined in the Official Plan section 10.18.
- Staff provided verbal comments at the pre-consultation meeting on April 26, 2023 and later followed with a written letter on June 29, 2023.
- Further to the above, based on recent discussions regarding the proposed application; the following updated information and material is necessary to deem the application complete:
  - Major Zoning By-law Amendment fee \$13,577.83
  - Planning Justification Report
  - Draft Proposed Zoning By-law Amendment
  - Conceptual massing and elevations of the building
  - Rendering of proposed building
  - Tree Inventory and Preservation Plan and Report
  - Traffic Impact Study with Transportation Demand Management Plan
  - Traffic Geometric Plan

- Functional Servicing Report
- Preliminary Grading and Servicing Plan
- Storm Water Management Report and Plan
- Phase 1 & Phase 2 Environmental Site Assessment
- Record of Site Condition
- Community Energy Initiative (CEI) Analysis
- Salt Management Plan
- Waste Survey Report
- Section 59 Policy Applicability Review (required under Clean Water Act prior to accepting the application).

Please contact Peter Rider directly for any questions at [peter.rider@guelph.ca](mailto:peter.rider@guelph.ca) or 519-822-1260 extension 2368.

Please undertake and submit these items so that the application can be deemed complete for processing pursuant to the provisions of the *Planning Act*. Should you have any questions or require assistance at this time, please contact Ryan Mallory at 519-837-5616 ext. 2298.

Yours truly,



Chris DeVriendt  
Manager of Development  
Planning Planning and  
Building Services 519-837-  
5616 Ext. 2360  
[chris.devriendt@guelph.ca](mailto:chris.devriendt@guelph.ca)

cc: Claudio Balbinot, Agora Research Group Inc. [claudio@agorresearch.com](mailto:claudio@agorresearch.com)  
Eric Davis, Smith Valeriotte Law Firm LLP – [edavis@svlaw.ca](mailto:edavis@svlaw.ca)





# Mandatory DRC Pre-Consultation Summary and Checklist

**Site Address: 81 Royal Road**

Application Type:

Plan of Subdivision  Official Plan Amendment

Zoning By-law Amendment  Plan of Condominium

Application Description:

To construct a one storey building on the site which measures approximately 2.0 hectares for a specialized retail store use. The owner is proposing a two phase development. Phase I will entail the construction of a specialized retail store at the front of the site along with appropriate setbacks, parking and landscaping. The balance of the site will remain undeveloped.

Application Fees:

Application Type	City of Guelph Fee
Major Official Plan/Zoning By-law Amendment	\$20,266.00

Cheques are payable to the City of Guelph. Electronic funds transfers are currently being accepted for planning applications. **Please reach out to Planning staff prior to your submission to confirm the fee.** Please contact [planning@guelph.ca](mailto:planning@guelph.ca) prior to making a payment.

Applicants are required to pay GRCA fees separate from the City's fees. Please contact [GRCA@grandriver.ca](mailto:GRCA@grandriver.ca) to organize payment method. Applicants are required to consult with GRCA staff prior to submission of all applications to determine the extent and nature of the information required to accompany the application, and to confirm the appropriate fee.

## Checklist Purpose

This checklist is provided to identify the information required (e.g. reports, studies, drawings and other materials) to commence processing of a complete application as set out in the Planning Act. Pre-Application Consultation does not imply or suggest any decisions, whatsoever, on behalf of City Staff or the Corporation of the City of Guelph, to either support or refuse the application. All items identified in Column 1 below must be supplied with a formal application submission for City of Guelph staff to start the development review process. Column 2 shows the number of required paper copies to be submitted to the City of Guelph Planning Counter on the 3<sup>rd</sup> floor of City Hall. The Applicant should use Column 3 as a preparation checklist for their formal application submission package. The City of Guelph will use Column 4 as a receiving checklist to confirm that all the required information was provided.

**Any deviations from the Checklist must be confirmed with the assigned Planner prior to submitting a formal application. Please note that if City of Guelph staff cannot confirm that all the required information was provided, the formal application will be deemed incomplete until all required information has been received.**

Checklist					
<i>This checklist must accompany any formal application to verify that all materials (reports, drawings, studies, etc.) identified at the Pre-Consultation Meeting, are included. If this checklist is not provided as part of a formal application submission, the application will not be deemed complete.</i>					
Materials/Reports/Studies/Drawings	① Required Elements	② Number of Copies	③ Included with Application	④ City of Guelph Confirm Included in Package	Comments/Notes
Cover Letter	x	2			
Development Application Form	x	2			
<b>Natural Heritage</b>					
Tree and/or Vegetation Inventory Report	x	2			See Landscape Planning comments
<b>Planning Matters</b>					
Planning Justification Report (PJR)	x	2			See Planning Comments.
Detailed Site Plan	x	6			Paper copies to be plotted 23x36 (ARCH-D) and individually folded to 8 1/2" x 11". Please also submit both .pdf and .jpeg digital file format.
Draft Proposed Official Plan Amendment	x	2			Can be included as an appendix in PJR.

Draft Proposed Zoning By-law Amendment	x	2			Can be included as an appendix in PJR.
<b>Engineering</b>					
Traffic Impact or Transportation Study with Transportation Demand Management Plan	x	2			See Traffic Engineering comments
Traffic Geometric Plan	x	2			See Traffic Engineering comments
<b>Engineering</b>					
Functional Servicing Report	x	2			See Engineering comments
Preliminary Grading and servicing plan	x	2			See Engineering comments
Storm Water Management Report and Plan	x	2			See Engineering comments
<b>Engineering</b>					
Phase 1 Environmental Site Assessment	x	2			See Engineering comments
Phase 2 Environmental Site Assessment + other site assessments	x	2			If Phase 1 deems that Phase 2 + is required.
Record of Site Condition	x	2			If deemed necessary by ESA
<b>Sustainability</b>					
Community Energy Initiative (CEI) Analysis/Energy Strategy Study	x	1			Can be included as an appendix in PJR.
<b>Source Water Protection</b>					
Salt Management Plan	x	1			See Source water Protection comments
Waste Survey Report	x	1			See Source water Protection comments
Section 59 Policy Applicability Review	x	1			See Source Water Protection's comments
<b>Other Materials as Required</b>					
Image of site or rendering of proposed building for site sign(s)	x				Electronic only, details below

**APPENDIX III**  
**Draft Official Plan Amendment**

# Draft Official Plan Amendment

By-law Number 2025-\_\_\_\_  
A By-law to Amend the City of Guelph Official Plan

## **AMENDMENT NO. \_\_\_\_\_ TO THE OFFICIAL PLAN FOR THE CITY OF GUELPH**

### **Title and Components**

This document is entitled '81 Royal Road Site Specific Amendment' and will be referred to as 'Amendment No. \_\_'.

**PART A - THE PREAMBLE** The Preamble contains the rationale and certain background information in support of the amendment. The Preamble does not form part of this amendment.

**PART B - THE AMENDMENT** consists of the specific text changes introduced to the Official Plan for the City of Guelph through the Amendment.

### **PART A – PREAMBLE**

#### **PURPOSE**

The purpose of Official Plan Amendment No. \_\_\_\_ is to amend the Official Plan by adding the following site specific policy in Section 9.12.2.XX to permit the commercial development of the Subject Lands to include an Industrial Supply Outlet measuring 2,787m<sup>2</sup> (30,000 sq.ft.) GFA.

#### **LOCATION**

The Subject Lands affected by this proposed amendment are on lands known municipally as 81 Royal Road and are 2.0195 hectares in total area. This amendment only affects the northern 1.2316 hectares as identified on Schedule A.

## **BASIS FOR THE AMENDMENT**

- a) The proposed Amendment is consistent with the Provincial Policy Statement (PPS, 2024) and in general conformity and intent of the Guelph Official Plan.
- b) The proposal can be adequately serviced and does not create any adverse impacts.
- c) The proposal is well-served by existing community infrastructure including public sidewalks, transit and bike lanes.
- d) The proposal will accommodate a use that is in high demand and compatible with the surrounding industrial and commercial uses.

## **PART B- THE AMENDMENT**

This Section of Amendment XX for 81 Royal Road sets out the changes to text in the Official Plan.

### **Implementation and Interpretation**

Amendment No.\_\_\_\_ is to be read in conjunction with the current Official Plan.

### **Details of the Proposed Amendment**

The Official Plan for the City of Guelph is amended by adding a site specific provisions in Section 9.12.2.XX as follows:

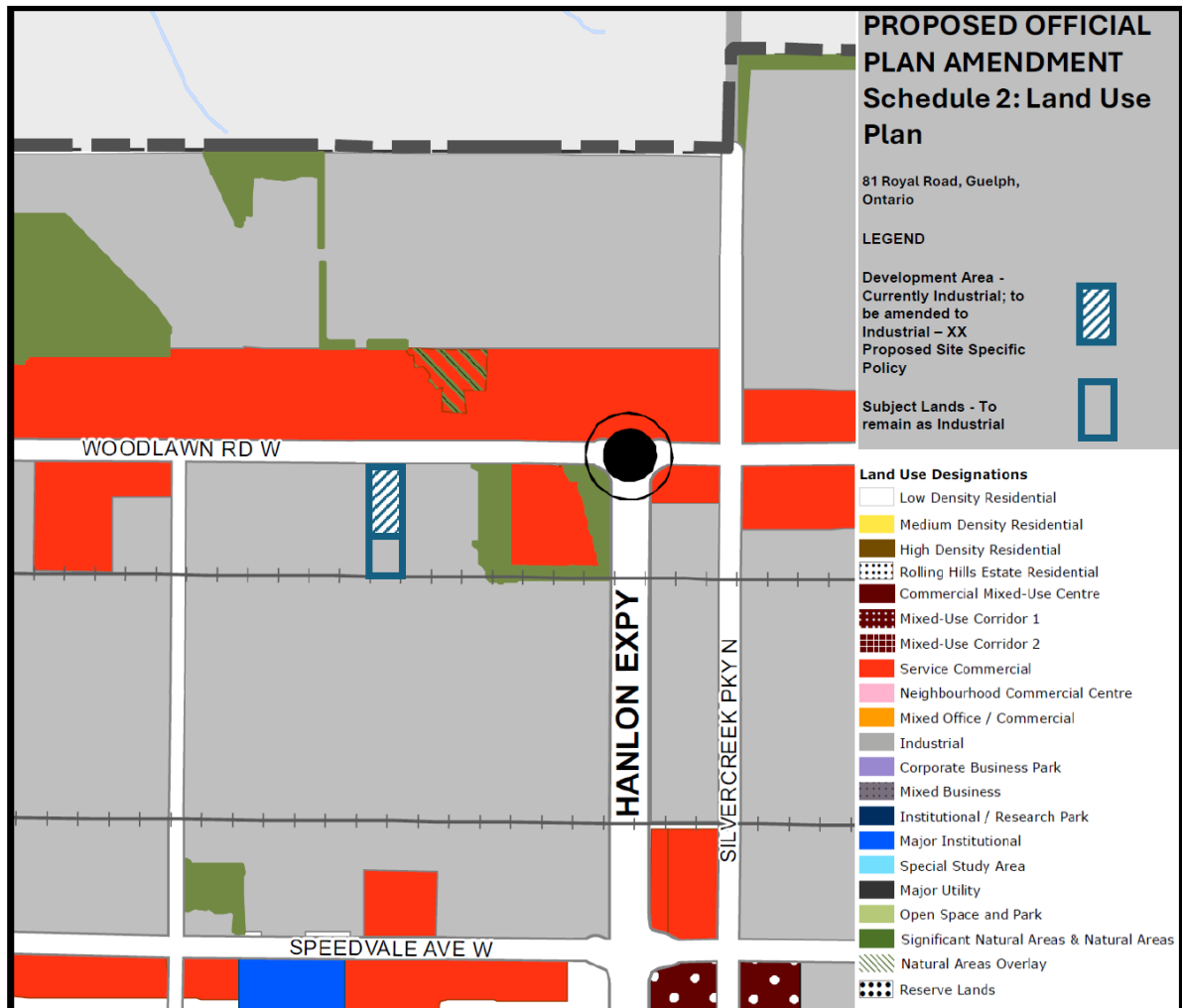
#### **9.12.2 XX West Guelph**

XX. 81 Royal Road

In addition to the uses permitted by the Industrial designation, the property located at 81 Royal Road may also be used for the following: an Industrial Supply Outlet not to exceed 2,787m<sup>2</sup> (30,000 sq.ft.) GFA in size.

# PROPOSED OFFICIAL PLAN AMENDMENT SCHEDULE 2 – LAND USE PLAN

81 Royal Road



**APPENDIX IV**  
**Draft Zoning By-law Amendment**



## Draft Zoning By-Law Amendment

1. Defined Area Map 8 in Zoning By-law (2023)-20790 is hereby amended by changing the Zone on the property shown on SCHEDULE A from “Industrial B Zone (B)” to site specific “Industrial B Zone (B-XXX)” that permits an Industrial Supply Outlet as a permitted use.
2. TABLE 10.1 – Regulations Governing the Industrial B Zone is hereby amended by adding the following.

### Additional Permitted Use

#### Table 10.1 Permitted Uses in Employment Zones

Notwithstanding Table 10.1, an Industrial Supply Outlet shall be a permitted use.

*Industrial Supply Outlet means a building or part of a building where goods, wares, merchandise, substances, articles or things primarily intended to serve industrial uses are offered or kept for sale to such industrial uses and to the public.*

3. TABLE 10.4 – Regulations Governing the Industrial B Zone is hereby amended by adding the following.

### Principal Entrance

#### Table 10.4 Principal Entrance

Notwithstanding Table 10.4, the Principal Entrance shall face south into the parking area.

4. TABLE 5.3 – Regulations Governing Off-Site Parking in the Industrial B Zone is hereby amended by adding the following.

### Off-Street Parking

#### Table 5.3 – Off-Street Parking

Notwithstanding Table 5.3, the maximum parking requirement for an Industrial Supply Outlet shall be 5 spaces per 100m<sup>2</sup>.

**SCHEDULE 'A'**  
**ZONING BY-LAW AMENDMENT**  
to the  
**CITY OF GUELPH ZONING BY-LAW (2023)-20790**  
Defined Area Map 8

**81 Royal Road**

Zoning Bylaw (2023) - \_\_\_\_\_  
As last amended by By-law

Schedule A, Map 8

