

Committee of the Whole Meeting Agenda

Monday, January 15, 2018 – 1:00 p.m.
Council Chambers, Guelph City Hall, 1 Carden Street

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

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Call to Order – Mayor

Disclosure of Pecuniary Interest and General Nature Thereof

Authority to move into Closed Meeting

That the Council of the City of Guelph now hold a meeting that is closed to the public, pursuant to The Municipal Act, to consider:

IDE-2018-08 Dolime Quarry – Mediation Process Update
Section 239 (2)(e) and (f) litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board and advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

Closed Meeting

Open Meeting - 2:00 p.m.

Mayor in the Chair

Closed Meeting Summary

Disclosure of Pecuniary Interest and General Nature Thereof

Presentations

- a) Recognition of staff involved in the Conestoga College Internationally Trained Professional Internship Program.

Consent Agenda – Infrastructure, Development and Enterprise

Chair – Councillor Gibson

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

IDE-2018-02 Faith-Based Institutions: Response to Council Resolution

Recommendation:

That no further study is required regarding the loss of sites suitable for faith-based institutions within Guelph.

IDE-2018-04 Sign By-law Project Charter

Recommendation:

That Council approve the Project Charter to initiate a comprehensive review of the Sign By-law No. (1996-15245), as amended.

IDE-2018-05 Sign By-law Variance –120-130 Silvercreek Parkway N.

Recommendation:

That the request for a variance from Table 2, Row 2 of Sign By-law Number (1996)-15245, as amended, to permit an illuminated freestanding sign at 120-130 Silvercreek Parkway North to be located 34m from a freestanding sign on the same property, be approved.

IDE-2018-06 Sign By-law Variance –111-193 Silvercreek Parkway N.

Recommendation:

That the request for a variance from Table 2, Row 13 of Sign By-law Number (1996)-15245, as amended, to permit a menu board with a height of 2.43m above the adjacent roadway and sign face of 4.5m² on the property of 111-193 Silvercreek Parkway North, be approved.

IDE-2018-07 55 Delhi Street Notice of Intention to Designate Pursuant to Part IV of the Ontario Heritage Act

Recommendation:

1. That the City Clerk be authorized to publish and serve notice of intention to designate 55 Delhi Street pursuant to Section 29, Part IV the Ontario Heritage Act and as recommended by Heritage Guelph.
2. That the designation by-law be brought before City Council for approval if no objections are received within the thirty (30) day objection period.

Items for Discussion – Infrastructure, Development and Enterprise

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

IDE-2017-130 Commercial Policy Review: Stage 1 Commercial Analysis and Background Report

This item was extracted from the November 24, 2017 Information Package by Councillor Gibson.

Items for Discussion – Governance

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

Promotional Expense Account Policy /Members of Council Expenses

Mayor Guthrie will speak to this item.

Service Area Chair and Staff Announcements

Mayor as Chair

Chair and Staff Announcements

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

Adjournment

Staff Report



To **Committee of the Whole**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, January 15, 2018

Subject **Faith-Based Institutions: Response to Council Resolution**

Report Number IDE-2018-02

Recommendation

1. That no further study is required regarding the loss of sites suitable for faith-based institutions within Guelph.

Executive Summary

Purpose of Report

To respond to Council regarding the issue of loss of sites suitable for faith-based institutions. This report provides information about the current policy context, trends, supply and need, approaches by other municipalities and recommendations.

Key Findings

City staff have reviewed the issue and are of the opinion that the City's permissive policy framework of the Official Plan for faith-based institutional space provides appropriate flexibility and opportunities, from a land use planning perspective, for such institutions to meet their needs.

No further study is recommended given:

- City's current permissive Official Plan policies and Zoning regulations;
- alignment of the City's policies with provincial policies and other municipalities;
- religious trends; and
- the supply and need analysis for faith-based institutional space within the community.

Provincial policy does not specifically address places of worship and other municipalities tend to be fairly permissive allowing the use in a number of designations and zones.

According to Statistics Canada data, 21 per cent of Guelph residents in 2001 reported no religious affiliation which increased to 30 per cent in 2011. Some faith-

groups are experiencing a decline in their congregation size while others are expanding.

The majority of places of worship that responded to a survey of the 65 known places of worship in Guelph:

- have been located in Guelph for at least fifty years;
- have occupied their current location for at least twenty years;
- own their property and occupy a purpose-built faith-based space; and
- have no plans to move and noted that their current location meets their current and future needs.

The current permissive Official Plan policy governing places of worship is considered appropriate since it provides a number of open market opportunities and allows for flexibility and adaptability in terms of site selection and geographic location in the City.

Financial Implications

None.

Report

Background

On September 14, 2015 Guelph City Council passed the following resolution: "That the issue of loss of sites suitable for "faith-based institutions" be referred to the Infrastructure, Development & Enterprise Committee to examine needs, supply or any further recommendations and report back with the scoping for the process."

The referral accompanied resolutions involving a proposed zone change request at the time involving 171 Kortright Road West which was a matter before the Ontario Municipal Board. The Kortright Road West proposal (ZC1413) involved changing the zoning for the St. Matthias church site from I-1 Educational, Spiritual, and Other Services Zone to a specialized R.4A General Apartment Zone. This change in zoning raised concerns in the local community with respect to the loss of an existing zoned institutional space for a non-institutional use.

During the September Council meeting on the matter delegations raised the loss of institutional lands as one of their concerns with the proposed zone change application. They expressed their desire to protect community space for organizations such as churches since the land was zoned institutional. Two faith groups expressed that they had an interest in acquiring the property for their congregations but were out bid on the private market by the proponent of the residential development rezoning application.

Councillors expressed concerns that church sites are being lost and faith-based groups face challenges in finding appropriate locations, in part since land is becoming more valuable. Councillors also asked about setting aside church sites similar to how school sites are handled. In response to these concerns Council passed the above noted resolution.

This report responds to Council's resolution, regarding the loss of sites suitable for faith-based institutions, by examining the current policy context, trends, supply and need, approaches by other municipalities and recommendations. Attachment 1 includes a Faith-based Institutions Background, Analysis and Trends Report which is highlighted below. Attachment 1 (Appendix 1) presents the Inventory of Faith-based Institutions in the City of Guelph.

Background, Trends and Analysis Highlights

The City's Official Plan policies support building strong healthy communities, in line with Provincial planning policies. The City of Guelph policies in its Official Plan are fairly permissive. In the Official Plan, churches and schools are permitted in residential designations along with a variety of small-scale institutional uses that are complementary to and serve the needs of residential neighbourhoods. In total there are eighteen Official Plan land use designations that permit faith-based institutional space which, in total, comprise approximately 47 per cent of the City's total land area (60 per cent if lands designated Natural Heritage System are excluded).

The City's Zoning By-law permits faith-based institutions in a number of zones by allowing religious establishments in institutional, commercial, mixed commercial/residential and downtown zoning classifications. There are currently over sixty (60) known faith-based institutional sites located within the City of Guelph. Almost 65 per cent of the establishments are located in an Institutional I.1 Educational, Spiritual, and Other Services Zone and over 10 per cent are located in a Downtown Zone. A few faith-based institutions have located within Industrial zones which were permitted through minor variance applications. The minor variances permitted the use for a defined period of time to allow the faith-based groups to find alternative space or seek a zone change application. Over the last twenty years (July 1997 to July 2017) there have been eight (8) zone changes that have been specifically related to faith-based institutional space. Five (5) of the zone changes specifically added lands for religious facilities allowing four faith-based institutions to be established or find a new location, and one to acquire land for a future location. The lands were previously zoned for residential, agricultural and urban reserve purposes. Three (3) zone changes removed lands for religious facilities and rezoned them for residential use. The three previous faith-based institutions moved to an alternative location or merged with another congregation. The zone changes were all initiated by the faith-based group at the time.

Over the years faith-based institutions in Guelph have adapted to deal with changing needs. In the City of Guelph a number of church properties have been sold over the last twenty years and church groups have begun to formalize shared property arrangements. Faith-based groups have merged congregations, some share space or use facilities owned by other organizations, while others have moved to alternative locations within the City or outside of the City. For example, Three Willows United Church is a merger of Westwood, Chalmers and Southwood churches; All Saints Lutheran Anglican Church is a merger of St. Paul's Lutheran, St. David's and St. Patrick's Anglican churches; and St. Matthias Church recently

merged with St. James the Apostle Anglican Church. Some of the faith-based groups that are showing growth amongst the City's population have over the last ten years found permanent faith-based space, e.g. Sikh Temple.

Census data shows a decline in the number of Guelph residents' self-identifying with the major religious denominations and an increase in the number self-identifying with the minor religious denominations. The number of residents reporting no religious affiliation is also increasing.

Guelph's experience with faith-based institutional space reflects national religious trends. According to Statistics Canada data, the percentage of people that report no religious affiliation is increasing. Prior to 1971 less than 1 per cent of the Canadian population reported having no religious affiliation. In 2001, 16 per cent of the population reported no religious affiliation which increased to 24 per cent in 2011. Data for the City of Guelph showed similar trends with approximately 21 per cent of Guelph residents (21,775 people) reporting no religious affiliation in 2001 which increased to 30 percent (36,500 people) in 2011, an increase of 14,725 people.

Some faith-groups are experiencing a decline in the size of their faith group while others are expanding. The major religious groups that Guelph residents self-identified with are Catholic and Protestant. The Protestant faith group has declined in both its share of the City's population and in the number of City residents who self-identified with the faith group by losing 12,455 people over the ten years. This aligns with the number of Protestant faith groups merging congregations and sharing space. In comparison, while the Catholic faith group experienced a decline in their share of the City's population, they experienced an increase of 1,620 people over the ten years.

In comparison to Protestant faith groups, other religious groups have grown over the last ten years. The greatest increase occurred in residents' self-identifying as Other Christian which increased by 8,355 people. Muslim's also showed an increase of 1,540 people. Other denominations that have grown include Buddhist, Hindu and Sikh faith groups which together increased by 1,790 people.

Guelph is well served by 65 known faith-based institutions that have strong roots in the community.

During October 2017 city staff conducted a survey of 65 known faith-based institutions located in the City of Guelph to gain a better understanding of the characteristics and needs of faith-based institutions from a land use planning perspective. The survey participation rate was high with 57 per cent of the faith-based institutions responding. The survey questions and results are included in Attachment 1(Appendix 2) with survey respondent highlights provided below:

- Approximately 50 per cent of the place of worship sites have been located in Guelph for fifty years or more and over 50 per cent have been in their current location for at least twenty years;
- A majority of institutions own their property at 86 per cent;

- Most institutions meet in a purpose built faith-based space with four respondents meeting in non-established space or temporary facilities (e.g. homes of individual members);
- The majority of place of worship sites, at 62 per cent, responded that their current and future needs are met by their current location;
- In the next five to ten plus years, six faith-based institutions are planning an expansion at their current location and six institutions would like to expand at a different site yet to be acquired;
- 67 per cent of faith groups have less than 400 members; 43 per cent of faith groups have less than 200 members;
- 26 per cent of faith groups responded that the number of people who belong to their group is decreasing;
- 41 per cent of faith-based institutions reported that the majority of members live in Guelph followed by some members from the County of Wellington; and
- Technology has been embraced by 92 per cent of faith-based institutions to reach members but do not feel it impacts the size of worship space they need.

Staff conclude from the results of the survey that Guelph's places of worship are generally well established in owned purpose built space serving local residents in Guelph. There are groups with growing congregations with six institutions planning an expansion at their current location and another six institutions who would like to expand at a different site yet to be acquired.

Guelph's permissive policies align with other municipalities that allow places of worship in a number of land use designations.

The policies of other municipalities regarding faith-based institutions were reviewed to provide a comparison to Guelph's policy approach. In general, the faith-based policies of other municipalities tend to be fairly permissive allowing the use in a number of land use designations and zones. However, faith-based policy has evolved differently in municipalities with a few undertaking specialized institutional planning. Oakville, Markham and Brampton have undertaken reviews of their planning for places of worship in response to specific concerns and directives that have emerged as part of other planning studies. The policy reviews of these municipalities focused on meeting future needs and protecting employment lands and not the loss or need to protect existing places of worship. These municipalities also tended to have more specific policies governing faith-based institutions, which require resources to keep them current. Guelph's general permissive approach, which provides a number of open market opportunities, is flexible, provides numerous opportunities for siting facilities and provides ease of implementation. A total of eighteen Official Plan land use designations, comprising approximately 47 per cent of the City's total land area (60 per cent if lands designated Natural Heritage System are excluded), permit faith-based institutional uses.

Staff Recommendations

Based on the review outlined in this report City staff conclude that the City's permissive Official Plan policy framework appropriately addresses land use for faith-based institutions. The current permissive policy provides a wide range of open

market opportunities and allows for flexibility and adaptability in terms of site selection and geographic location in the City. Changes in the number of places of worship sites and locations have occurred in response to trends in religious data, and the supply and need for faith-based institutional space within the community. The City's current permissive policy framework provides opportunities for sites and geographic locations and has generally met the needs of faith-based institutions. The review, including a survey of places of worship, did not result in an identified need to revise existing land use policy for faith-based institutions. The faith-based groups that are experiencing growth have either already found a permanent location or can be accommodated within the current permissive policy framework leaving an open market approach. Beyond ensuring an adequate supply of suitably designated land, the City has limited ability to influence the affordability of suitable sites on the open market. As such, no further study or changes to our land use framework are recommended.

Financial Implications

None.

Consultations

Faith-based institutions were contacted, where needed, to develop the inventory of known places in Guelph (Attachment 1, Appendix 1). A survey was sent to the 65 known places of worship to better understand the needs of faith-based institutions within Guelph from a land use planning perspective. In addition a meeting was held with one of the faith-based groups that expressed an interest in acquiring the St. Matthias church site.

The known faith-based institutions will be notified of the public release of this Committee of the Whole Report.

Corporate Administrative Plan

Overarching Goals

Service Excellence
Financial Stability

Service Area Operational Work Plans

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

Attachments

ATT-1 Faith-based Institutions Background, Analysis and Trends

Departmental Approval

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Attachment 1

Faith-based Institutions: Background, Analysis and Trends

January 2018

Faith-based Institutions: Background, Analysis and Trends

Table of Contents

1	Background	1
2	Planning Policy, Regulations and Practices	1
2.1	Provincial Planning Policies	1
2.2	City of Guelph Official Plan	2
2.3	Zoning By-law Regulations and Amendments	4
3	Supply of Faith-based Institutional Space	4
3.1	Zoning By-law Amendments	5
3.2	Minor Variances	6
4	Trends and Analysis	7
5	City of Guelph Faith-based Institution Survey	9
6	Review of Comparator Municipalities	10
6.1	Town of Oakville	10
6.2	Town of Markham	11
6.3	City of Brampton	12
7	Findings and Recommendations	12

Appendix 1 Inventory of Faith-Based Institutions, November 2017

Appendix 2 Faith-Based Institutional Survey Results, October 2017

1 Background

City Council, in response to the loss of the St. Matthias church on Kortright Road West, expressed concerns about the loss of faith-based institutional lands city-wide and the challenges groups face in finding appropriate locations. The Kortright Road West proposal (ZC1413) involved changing the zoning for the St. Matthias church site from I-1 Educational, Spiritual, and Other Services Zone to a specialized R.4A General Apartment Zone. As part of the development approval process, delegations raised the loss of institutional lands as one of their concerns. In addition two faith groups expressed an interest in acquiring the property for their congregations but were out bid on the private market by the proponent of the residential development rezoning application.

Specifically, on September 14, 2015 Guelph City Council passed the following resolution which promoted the development of this report:

“That the issue of loss of sites suitable for “faith-based institutions” be referred to the Infrastructure, Development & Enterprise Committee to examine needs, supply or any further recommendations and report back with the scoping for the process.”

This report provides an overview of Provincial and municipal planning policy and regulations as well as a data driven analysis of supply and trends regarding faith-based institutional space in Guelph.

2 Planning Policy, Regulations and Practices

2.1 Provincial Planning Policies

Provincial planning policies are supportive of building strong healthy communities. Faith-based institutional uses are generally supported in most contexts.

The 2014 Provincial Policy Statement vision notes that “strong, liveable and healthy communities promote and enhance human health and social well-being, are economically and environmentally sound, and are resilient to climate change”. The vision also recognizes that “the long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy”. The only specific reference to places of worship is found in policy 1.1.1b):

“Healthy, liveable and safe communities are sustained by:
accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons),
employment (including industrial and commercial), institutional

(including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs”.

The vision and policies for Places to Grow: Growth Plan for the Greater Golden Horseshoe (2017) promote co-locating public services in community hubs that are broadly accessible and recognize the achievement of complete communities. The policies of the Growth Plan support the achievement of complete communities that:

- feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities; and
- expand convenient access to public service facilities, co-located and integrated in community hubs.

The Growth Plan’s definition of public service facilities includes “lands, buildings and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, and cultural services”¹.

Public service facility investment focuses on publicly provided and funded services such as hospitals, long-term care facilities, libraries and schools. The Province plays a direct role in setting policy and providing funding for schools, including the purchase and sale of school sites. The Provincial treatment of school sites in the community development process does not extend to other community uses such as places of worship. Securing appropriate school sites is built into the planning process and the disposal of surplus sites is subject to specific requirements to ensure another public use has the opportunity to secure the site prior to it being offered on the open market. Faith-based institutional facilities are certainly valued as community facilities and are publicly supported by being exempt from paying property tax, however they are not included within the definition of public facilities and are treated as private development, subject to the flexibility and challenges of the open market.

2.2 City of Guelph Official Plan

The City of Guelph provides fairly permissive policies in its Official Plan concerning faith-based institutions. In the Official Plan community facilities’ policies “the City will encourage the adequate provision of community facilities in conjunction with new residential growth. For the purposes of this Plan, community facilities include, but are not limited to such things as municipal recreational facilities, institutional health care facilities, schools, police, fire, library and museum services, religious and educational facilities.”²

¹ Places to Grow: Growth Plan for the Greater Golden Horseshoe (2017), p. 74.

² City of Guelph Official Plan Amendment Number 48: Five-year Review, October 5, 2017. 7.1a) 1 p98.

In the Official Plan, policy 9.3.1.2 permits places of worship and schools in residential designations along with a variety of small-scale non-residential uses that are complementary to and serve the needs of residential neighbourhoods. The policies include a number of urban design, locational, transportation and municipal servicing policies to ensure non-residential uses are developed in a compatible manner with the adjoining residential properties and preserve the amenities of the residential neighbourhood.

The Official Plan also includes a Major Institutional designation that permits institutional, social and cultural facilities, which would include faith-based institutional space. Currently, lands designated Major Institutional include institutional, educational, health care and social services uses including Conestoga College, University of Guelph, Guelph General Hospital and Homewood Health.

In addition to Residential designations and Major Institutional, other designations within the Official Plan that would permit faith-based institutional space include:

- Institutional/Research Park
- Mixed-Use Corridor
- Community Mixed-Use Centre
- Neighbourhood Commercial Centre
- Service Commercial
- Mixed Office /Commercial
- Mixed Use 1 (Downtown)
- Mixed Use 2 (Downtown)
- Institutional or Office (Downtown)
- Adaptive Re-use (GID)
- Mixed-use Corridor (GID)
- Employment Mixed-use 2

The Mixed Business designation also may permit faith-based institutions. The Mixed Business designation permits the consideration of a limited range of institutional uses (e.g. government uses, places of worship, child care centres, indoor community and recreation facilities) through a Zoning By-law amendment process provided they do not detract from the planned function of the Mixed Business land use designation.

Religious establishments are also permitted within a specialized Corporate Business Park designation on the east side of Silvercreek Parkway adjacent to Howitt Creek, provided they are limited in scale and do not detract from the primary development of the lands for employment purposes.

In addition site specific policies permit a religious use at 122 Harris Street which is designated as Low Density Residential, 95 Crimea Street which is designated as Industrial, and 180 Clair Road West which is designated as Corporate Business Park.

Urban design policies contained within the Official Plan continue to recognize the importance of places of worship. Policy 8.3.3 regarding Landmarks, Public Views, and Public Vistas notes that “Parks, schools, places of worship and other community facilities should be established in visually prominent, central and accessible locations to serve as neighbourhood focal points or gathering places”.

2.3 Zoning By-law Regulations and Amendments

The City’s Zoning By-law is also permissive in permitting faith-based institutions throughout the City. The City’s Zoning By-law permits religious establishments in the following ten zones:

- 1) I.1 Educational, Spiritual, and Other Services Zone;
- 2) NC Neighbourhood Shopping Centre Zone;
- 3) CC Community Shopping Centre Zone;
- 4) RC Regional Shopping Centre Zone;
- 5) SC.1 Service Commercial Zone;
- 6) SC.2 Service Commercial Zone;
- 7) CR Commercial-Residential Zone;
- 8) D.1 Downtown Zone;
- 9) D.2 Downtown Zone; and
- 10) D.3 Downtown Zone.

The individual applications for minor variances have been assessed against the City’s ability to meet employment growth and land needs in the City.

3 Supply of Faith-based Institutional Space

There are currently over sixty (60) known faith-based institutional sites located within the City of Guelph. The inventory of faith-based institutional space is based on on-line and hard copy listings, MPAC data and City databases (See Appendix 1). The majority of sites are located in an Institutional I.1 Educational, Spiritual, and Other Services Zone or in a Downtown Zone. Almost 5 per cent of faith-based institutions are located in a commercial zone (NC - Neighbourhood Shopping Centre and Service Commercial). Almost 15 per cent of faith-based institutions are within a Residential Zone dating back to the 1971 Zoning By-law which permitted them. The Sikh Temple currently under development on Clair Rd. E. has specialized zoning permitting the use within a Residential Zone.

Over the years faith-based institutions in Guelph have adapted to deal with changing needs. In the City of Guelph a number of church properties have been sold over the last ten to twenty years. Faith-based groups have merged congregations, some share space, some groups use facilities owned by other organizations, while others have moved to alternative locations within the City or outside of the City. For example, Three Willows United Church on

Willow Road is a merger of Westwood, Chalmers and Southwood churches. All Saints Lutheran Anglican Church on Silvercreek Pkwy N. is a merger of St. Paul's Lutheran, St. David's and St. Patrick's Anglican churches. Church of the City represents both a merger of groups (Forward Willow and Church of the Ward) and a faith-based institution that uses facilities owned by another organization (University of Guelph's War Memorial Hall for services).

A number of churches have moved to alternative locations. For example the Salvation Army sold its Waterloo Ave. location to relocate on Gordon St. in 2004 and Kortright Presbyterian Church sold its site on Scottsdale Dr. to Hospice Wellington to relocate on Devere Dr. Meanwhile Calvary Baptist Church moved out of the City to the County on Arkell Road. In some cases the congregations have moved a number of times to find suitable accommodations. In addition some of the faith-based groups that are showing growth amongst the City's population have found permanent faith-based space, e.g. Sikhs.

3.1 Zoning By-law Amendments

Over the last twenty years (July 1997 to July 2017) there have been eight (8) zone changes that were specifically related to faith-based institutional space (See Table 1). Five (5) of the zone changes specifically added lands for religious facilities allowing four faith-based institutions to be established or find a new location, and one to acquire land for a future location. The lands were previously zoned for residential, agricultural and/or urban reserve purposes. Three (3) zone changes removed lands for religious facilities and rezoned them for residential use. In each of these cases, the faith-based institutions moved to an alternative location or merged with another congregation. Specifically, Emmanuel Canadian Reformed Church and Calvary Baptist Church have resettled to new locations outside of the City. The St. Matthias congregation has merged with St. James the Apostle Anglican Church on 86 Glasgow St. N. Table 1 lists the specific zone changes that either added or removed religious establishments as a permitted use.

In addition some faith-based institutional space has been lost due to a religious establishment vacating a property zoned Residential. For example the previous Bethany Baptist Church site on Essex St. and Christian Sciences previously on James St. W. properties would no longer allow the establishment of a religious establishment because the zoning does not permit the use. The current status and location of Bethany Baptist Church and Christian Sciences is unknown.

The amount of additional space that permits a religious establishment through zone changes over the past 20 years exceeds the amount of space removed. Approximately seven (7) hectares of zoned land has been added while just over one (1) hectare has been removed representing a net increase of six (6) hectares of land. The zone changes resulted in the creation of five (5) new sites that permit a religious establishment and the

removal of three (3) sites for a net increase of two sites. The zone changes were all initiated by the faith-based group at the time.

Table 1: Faith-based Institutional Space Zone Changes to Permit or Remove Use (July 1997 – July 2017)

Address	Faith-based Institution	Year	Zone Change	Land Area	Comment
Permitted Faith-based Institutional Use					
1320 Gordon St.	Salvation Army	2003	R.1B & UR to I.1-12	2.2 ha.	To permit a religious establishment
180 Clair Rd. W.	Roman Catholic Church	2003	UR, A to I.1 (H22)	2.0 ha.	To permit a religious establishment
410 Clair Rd. E.	Sikh Temple	2010	A to R.4A-34 & R.1D	1.6 ha.	To permit a religious establishment
3 Watson Rd. S.	Guelph Christian Life Church	2010	B.2-1 to revised B.2-1	.54 ha.	Permit religious establishment with 315 m ² max. floor area
325 Gordon St.	U of G Newman Centre	2016	R.1B to I.1-16	0.2 ha.	To permit a religious establishment
Removed Faith-based Institutional Use					
44 Short St.	Emmanuel Canadian Reformed Church	2003	I.1 to R.1B-10	.081 ha.	Outgrew space and built new church outside City on Hwy. 7
12 Glasgow St. S.	Calvary Baptist Church	2003	I.1 to R.4D-7	.43 ha.	Church moved to County on Arkell Rd.
171 Kortright Ave.	St. Matthias Church	2017	I.1 to R.4A-50	0.81ha.	Congregation merged with St. James the Apostle Anglican Church at 86 Glasgow St. N.

3.2 Minor Variances

A few faith-based institutions have located within Industrial zones initially through minor variance applications. The minor variances permitted the use for a defined period of time to allow the faith-based groups to find alternative space or seek a zone change application. For example Third Day Worship Centre, formerly Word of Life Church, had a three year temporary use minor

variance granted for an Industrial site at 355 Elmira Road which expired. The church now shares space with Westminster St. Paul's Presbyterian Church on Victoria Rd. N. Guelph Christian Life Church sought a site specific zone change to allow the use at 3 Watson Road South after a number of temporary use minor variances were granted. The zone change for Guelph Christian Life Church included a maximum floor area limit of 315 m². The size restriction is to ensure that the use of industrial land for non-employment uses does not adversely affect the City's ability to meet employment growth forecasts.

Over the last fifteen years five (5) known minor variances have been granted in the City to allow religious establishments within Industrial zones for a temporary amount of time. One (1) minor variance was for a period of three years while the other four (4) minor variances were for one property ranging from a six month to a two year time period for the temporary use. In these instances the integrity of the Industrial zone is protected in the long term and allows flexibility to the faith-based institution to either find an alternative location or consider seeking a zone change to specifically permit the use in the Industrial zone. Incidentally, the four minor variance applications that applied to one property resulted in a zone change that permitted the place of worship on a permanent basis. The use of industrial land for non-employment purposes is discouraged since it can affect the City's ability to meet employment growth forecasts.

4 Trends and Analysis

Religious trends help determine the future of existing faith-based space and future needs. According to Statistics Canada data prior to 1971 less than 1 per cent of the Canadian population reported having no religion. In 2001, 16 per cent of the population reported no religious affiliation which increased to 24 per cent in 2011. Census data on religious affiliation is collected on a 10 year cycle with the last available data being from 2011.

In 2011 Statistics Canada data for the City of Guelph showed that 30 per cent of the population reported no religious affiliation (See Table 2). In comparison, in 2001 approximately 21 per cent of Guelph residents reported no religious affiliation representing an increase of 14,725 people. Some faith-groups are experiencing a decline in their congregation size while others are expanding. The major religious groups that Guelph residents self-identified with are Catholic and Protestant. The Protestant faith group has declined in both its share of the City's population and in the number of City residents who self-identified with the faith group by losing 12,455 people over the ten years. This aligns with the number of Protestant faith groups merging congregations and sharing space. In comparison, while the Catholic faith group experienced a decline in their share of the City's population, they experienced an increase of 1,620 people over the ten years.

According to Statistics Canada research, protestant denominations, such as Anglican and United Church, which were dominant in the country 70 years ago, are declining in part because their members are aging and fewer young people are identifying with these denominations. Interestingly the number of residents who self-identified as "Other Christian" , without specifying a Catholic or Protestant faith, increased their share of the City's total population from 3.1 per cent (3,225 people) in 2001 to 9.6 per cent (11,580 people) in 2011, an increase of 8,355 people.

Table 2: Religious Denominations, City of Guelph (2001 – 2011)

Denomination	2011		2001		Change 2011-2001	
	People	% of Total	People	% of Total	People	% Change
Catholic	34,580	28.7	32,960	31.5	1,620	4.9
Protestant	26,970	22.4	39,425	37.7	-12,455	-31.6
Christian Orthodox	1,365	1.1	1,285	1.2	80	6.2
Other Christian	11,580	9.6	3,225	3.1	8,355	259.1
Muslim	3,185	2.6	1,645	1.6	1,540	93.6
Jewish	490	0.4	595	0.6	-105	-17.6
Buddhist	2,265	1.9	1,665	1.6	600	36.0
Hindu	1,800	1.5	1,045	1.0	755	72.2
Sikh	1,195	1.0	760	0.7	435	57.2
Other Religions	615	0.5	335	0.3	280	83.6
No Religion	36,500	30.3	21,775	20.8	14,725	67.6
Total Population	120,545	100	104,715	100	15,830	15.1

Muslim's also showed an increase of 1,540 people, increasing their share of the City's population from 1.6 per cent (1,540 people) in 2001 to 2.6 per cent (3,185 people) in 2011. Other denominations that have grown include Buddhist, Hindu and Sikh faith groups which grew by 1,790 people, increasing their share of the City's population from 3.3 per cent (3,470 people) to 4.4 per cent (5,260 people) over the ten years.

Research conducted by Statistics Canada on the patterns of religious attendance shows that religious activity has been declining overall³. However the trend is not consistent amongst denominations. In addition religious activity shows connections with age groups and family status. Religious activity is lowest for people in their mid to late twenties when young adults are establishing their independence. Regular attendance begins to rise with people in their early thirties and reaches its highest level among seniors aged

³ Clark, Warren (Winter 2000). Patterns of religious attendance, Statistics Canada Catalogue No. 11-008.

75+. A strong correlation is also noticeable between family status and religious attendance, i.e. marriage and children. Young married couples have double the attendance rate of singles in the same age group and attendance is higher for couples with children.

Canadian born residents showed lower levels of religious attendance than immigrants; with country of origin playing a significant role. Religious attendance was high for immigrants from Asian countries but lower for European immigrants.

5 City of Guelph Faith-based Institution Survey

During October 2017, city staff conducted a survey of all known faith-based institutions located in the City of Guelph to gain a better understanding of the characteristics and needs of faith-based institutions from a land use planning perspective. Approximately 60 per cent of the faith-based institutions responded to the survey. The survey questions and results are included in Appendix 2 with survey respondent highlights provided below.

In general, faith-based institutions in the City of Guelph are well established having a long history in the City with strong community connections. The majority of institutions own their place of worship and occupy a purpose built faith-based space. The institutions have had a presence in the City for at least fifty years, remaining in the same location for at least twenty years and offer a range of community services. The majority of faith-based institutions, at 67 per cent, have less than 400 members with 41% of the majority of members living in Guelph.

Survey Respondent Highlights

- A majority of place of worship sites, at 78 per cent, provide other services such as a school, child care, senior services or other functions;
- Approximately half of the place of worship sites have been located in Guelph for fifty years or more and over 50 per cent have been in their current location for at least twenty years;
- A majority of institutions own their property at 86 per cent;
- Most institutions meet in a purpose built faith-based space with four respondents meeting in non-established space or temporary facilities;
- The majority of place of worship sites, at 62 per cent, responded that their current and future needs are met by their current location;
- The top two changes that faith-based institutions would like are a larger facility and parking;
- In the next five years, six faith-based institutions are planning an expansion at their current location and four institutions would like to expand at a different site yet to be acquired;
- In the next ten plus years, two faith-based institutions would like to expand at a different site yet to be acquired;

- Almost 70 per cent of faith groups have less than 400 members with 43 per cent of faith groups having less than 200 members;
- 26 per cent of faith groups responded that the number of people who belong to their group is decreasing;
- In the next five years 60 per cent of faith groups responded that they expect to have less than 400 members;
- Over the next ten plus years one additional faith group expects to have 1000 or more members resulting in six faith groups expecting to have at least 1000 members;
- 41 per cent of faith-based institutions reported that the majority of members live in Guelph followed by some members from the County of Wellington;
- Technology has been embraced by 92 per cent of faith-based institutions to reach members mainly for news and calendars with on-line donations, and education and outreach also cited. Only 12 per cent of faith-based institutions used technology for live audio and/or video of worship services; and
- 71 per cent of faith-based institutions that used technology reported that it did not impact the size of worship space they need.

Note: Individual places of worship were contacted for the survey rather than the central organization.

6 Review of Comparator Municipalities

The policies of other municipalities regarding faith-based institutions tend to be fairly permissive allowing the use in a number of designations and zones. Unlike residential and employment lands there are no specific Provincial policy requirements for faith-based space. However, some municipalities such as Markham have based their policy on identifying a specific amount of space per forecasted population, i.e. one place of worship site per 6,000 persons of planned population. Faith-based policy has evolved differently in municipalities with a few municipalities undertaking specialized institutional planning. The work of Oakville, Markham and Brampton, who have undertaken specific institutional planning, are discussed below. The policy review work of these three municipalities focused on meeting future needs and protecting employment land and not the loss or need to protect existing places of worship.

6.1 Town of Oakville

The Town of Oakville completed a Places of Worship Study in February 2011 to inform policies in the Livable Oakville Plan (2009 Town of Oakville Official Plan) as well as to provide direction for changes to the town's zoning by-law. The Livable Oakville Plan was prepared to conform to the Province's Growth Plan for the Greater Golden Horseshoe, 2006.

The Places of Worship Study was undertaken in response to a specific implementation directive of the Liveable Oakville Plan with the intent to address outstanding land use policy issues relating to places of worship within all land use designations. The study involved review and analysis of the physical context, emerging trends, policy framework, best practices and Oakville case studies of places of worship. The emerging trends did not identify either the loss or the need to protect existing places of worship. The work included a best practices review of the following municipalities: City of Burlington, City of Mississauga, Town of Milton, Town of Markham, City of Brampton, and City of Toronto.

The modifications recommended to the Town's Official Plan included:

- Provide a definition for a place of worship;
- Increase permitted site size criteria for community-scaled places of worship from 2 hectares to 2.5 hectares;
- Recognize and permit existing places of worship on sites greater than 2.5 hectares; and
- Permit places of worship in employment areas in the Office Employment, Business Employment, and Business Commercial designations assuring they are appropriately designed, buffered and/or separated from other employment uses.

6.2 Town of Markham

The Town of Markham adopted an Official Plan Amendment for places of worship (Amendment No. 115) on September 30, 2003. The amendment deleted the use in Business Park Areas and established new provisions for reserving sites, new parking requirements and design features for sites located in the Markham Town Centre. The Town has had a site reservation policy since 1977. Currently the policy enables place of worship sites to be identified in secondary plans and reserved through the subdivision agreement. The sites are pre-zoned (often dual zoned) and held with a holding provision in the zoning by-law. They are permitted to be held for five (5) years (from approval of a secondary plan) or for three (3) years (from the date of a registered subdivision plan) whichever is longer. If the site is taken up during the allowable timeframe the holding provision is removed. If the site is not taken up within the allowable timeframe the owner can develop the site for the other zone permitted on the lands. The policy is based on identifying one place of worship site per 6,000 persons of planned population and takes into consideration existing places of worship sites.

The Amendment was based on a Places of Worship Background Issues and Options Study undertaken in May 2001. The previous policies permitted places of worship in all non-open space designations except agriculture, rural areas and neighbourhood commercial designations. The policy review did not address the loss or need to protect existing places of worship.

6.3 City of Brampton

The City of Brampton undertook a review of places of worship and adopted places of worship policies and zoning regulations on June 9, 2010. The review was undertaken to meet the growing needs and requirements of the City's many faith groups reflecting more than 70 different cultures in the municipality. The review responded to issues regarding site reservation; number of places of worship, their location and size; traffic; parking; and other land uses associated with places of worship. The loss or need to protect existing places of worship was not an issue.

The adopted official plan policies provide broad permissions for places of worship in all land use designations providing a balance in permitting them in industrial and residential areas while still protecting employment objectives and established residential neighbourhoods to minimize conflicts. Definitions for place of worship, accessory and auxiliary uses were updated to reflect their broad community role and multiple community, social and educational functions. In addition, the Official Plan policies facilitate the acquisition of sites for faith groups by reserving sites for places of worship in new plans of subdivision for a five (5) year period from the date of assumption of the plan of subdivision. The policies also commit the City to including faith communities in the land use planning process to identify future places of worship sites to meet their needs.

7 Findings and Recommendations

City staff recommends that the City maintain the current permissive Official Plan policy framework regarding faith-based institutional space. The needs of faith-based groups are constantly evolving with faith groups responding by selling properties, merging congregations, sharing property arrangements and in the case of some faith-groups building new facilities. These changes have been accommodated through the City's Official Plan policies and while faith groups continue to evolve city staff feels that the supply of land within a number of land use designations can address the need for faith-based institutional space within the community. No further study is recommended given:

- alignment of the City's policies with provincial policies and other municipalities;
- religious trends; and
- the supply of suitably designated lands and need for faith-based institutional space within the community.

Provincial policy does not specifically address places of worship leaving it to municipalities to determine their involvement in this land use. In the City's Official Plan, churches are permitted in eighteen Official Plan land use designations which, in total, comprise approximately 47 per cent of the City's total land area (60 per cent if lands designated Natural Heritage System are excluded). Over the last twenty years five (5) zone changes have changed

the zoning to permit a religious facility and three (3) zone changes have changed the zoning to remove permissions for a religious establishment.

In general, the faith-based policies of other municipalities also tend to be fairly permissive allowing the use in a number of designations and zones while protecting employment lands. The policies focus on meeting future needs and protecting employment lands, not the loss or need to protect existing places of worship.

The overall need for faith-based institutional space appears to be declining. According to Statistics Canada the number of people that report no religious affiliation increased to approximately 30 per cent of Guelph residents in 2011 from approximately 21 per cent of Guelph residents in 2001, an increase of 14,725 people. The Protestant faith group has declined in both its share of the City's population and in the number of people who self-identified with the faith group by losing 12,455 people over the ten years. This trend aligns with the number of Protestant faith groups merging congregations and sharing space. In comparison, the Catholic faith group experienced an increase of 1,620 people. Interestingly the number of residents who self-identified as "Other Christian", without specifying a Catholic or Protestant faith group, increased by 8,355 people over the ten year time period.

Over the last ten years a number of the City's other religious groups have grown. In 2011 8,445 Guelph residents self-identified with Muslim, Buddhist, Hindu and Sikh faith groups, an increase of 3,330 people since 2001, increasing their share of the City's population to 7.0 per cent from 4.9 per cent in 2001. Some of the faith-based groups that are showing growth amongst the City's population have found permanent faith-based space, e.g. Sikhs.

A survey of all known faith-based institutions was undertaken in October 2017 to supplement Statistics Canada data. Survey results showed that faith-based institutions in the City of Guelph are generally well established having a long history in the City with strong community connections. The majority of places of worship:

- have been located in Guelph for at least fifty years;
- have occupied their current location for at least twenty years;
- own their property and occupy a purpose-built faith-based space;
- have no plans to move and noted that their current location meets their current and future needs (60 per cent); and
- use technology but do not feel it impacts the size of worship space they need.

In the next five years, six faith-based institutions are planning an expansion at their current location and four institutions would like to expand at a different site yet to be acquired. In the next ten plus years, two faith-based institutions would like to expand at a different site yet to be acquired.

In summary, Guelph's current permissive approach to places of worship should be retained since it provides a number of open market opportunities and allows for flexibility and adaptability in terms of site selection and geographic location in the City. Beyond ensuring an adequate supply of suitably designated land, the City has limited ability to influence the affordability of suitable sites on the open market.

Appendix 1

Inventory of Known Faith-Based Institutions, November 2017

#	Name	No.	Address	Zoning
1	Sacred Heart Church	98	Alice St.	I.1
2	Arkell Road Bible Chapel	39-47	Arkell Rd., P.O. Box 1749	I.1
3	Ismailia Centre	93	Beechwood Ave.	P.5
4	Sikh Temple	410	Clair Rd. E.	R.4A-34
5	Chabad of Guelph	81	College Ave. West	R1.B
6	Church of Hope Lutheran	195	College Ave. West	I.1
7	Spiritwind Christian Centre of Guelph	95	Crimea St.	B.4
8	Harcourt Memorial United Church	87	Dean Avenue	I.1
9	New Apostolic Church	245	Delhi St.	R.1B
10	Kortright Presbyterian Church	55	Devere Dr.	I.1
11	St. George Greek Orthodox Church	50	Dovercliffe Rd.	NC
12	Holy Rosary Parish	165	Emma St.	I.1
13	Kingdom Hall of Jehovah's Witnesses	639	Eramosa Rd.	I.1
14*	Living Word Canadian Reformed Church	108	Forest St.	I.1
15	St. James the Apostle Anglican Church & St. Matthias Church; Sugarbush Christian Church	86	Glasgow St. N.	I.1
16	U of G Newman Centre Catholic Church	325	Gordon St.	I.1-16
17	The Salvation Army	1320	Gordon St.	I.1-12
18	Unitarian Congregation of Guelph	122	Harris St.	R.1B-10
19*	Guelph Faith Bible Assembly	725	Imperial Road N.	SC.2
20	Seventh-day Adventist Church	114	Lane St.	I.1
21	Harvest Hills International Fellowship	145	Lane St.	R.1B
22*	Guelph Vineyard Christian Fellowship	50	Laurine Ave. (John Galt Public School) - Service	I.1
23	River of Life International Fellowship	40	Margaret St.	I.1

24	Church of Jesus Christ of Latter day Saints	190	Marksam Rd.	I.1
25	Masjid Aisha	44	Marlborough Rd.	R.1B
26	Community of Christ	8	Mitchell St.	I.1
27	Lakeside Downtown	75	Norfolk St.	D.1-1
28	St. Andrew's Presbyterian	161	Norfolk St.	D.2
29	Christadelphian Hall	187	Norfolk St.	D.2
30	Basilica of Our Lady Immaculate	28	Norfolk Street	I.1
31	Islamic Society of Guelph Mosque	126	Norwich St. E.	I.1
32	St. Joseph Catholic Parish	409	Paisley Rd.	I.1
33	Knox Presbyterian Church	20	Quebec St.	D.1-1
34	Royal City Church	50	Quebec St.	D.1-1
35	Royal City Baptist Church	100	Ridgewood Ave.	I.1
36*	House of Worship & Prayer "Where the river runs"	20	Shelldale Crescent	I.1
37	All Saints Lutheran Anglican Church	210	Silvercreek Pkwy N	I.1-2
38	Crestwicke Baptist Church	400	Speedvale Ave E	I.1-9
39	Riverside Community Reformed Church	79	Speedvale Ave. E.	I.1, FL
40	Parkview Church	89	Speedvale Ave. E.	I.1
41	Trinity United Church	400	Stevenson St. N.	I.1
42	Guelph Sikh Society	70	Stevenson St. S.	NC-6
43	Dublin Street United Church	68	Suffolk St. West	I.1
44	Beth Isaiah Synagogue	47	Surrey St. W.	R.1B
45	Priory Park Baptist Church	8	Torch Lane	I.1
46	Jehovah's Witnesses	11	Torch Lane	I.1
47	Third Day Worship Centre of Guelph; Westminster-St. Paul's Presbyterian Church	206	Victoria Rd. N.	I.1
48	New Life Christian Reformed Church of Guelph	400	Victoria Rd. N.	I.1
49	St. John's Parish	45	Victoria Rd. N.	I.1
50*	Church of the City		War Memorial Hall (Gordon St. & College Ave.)	I.2
51	Muslim Society of Guelph	286	Water St.	I.1
52	First Christian Reformed Church	287	Water St.	I.1
53	Guelph Bible Chapel	491	Waterloo Ave.	I.1-5
54	Guelph Bible Conference Centre	485-487	Waterloo Ave.	I.1-4

55	Guelph Christian Life Church	3	Watson Rd. S.	B.2-1
56	Parkwood Gardens Community Church	501	Whitelaw Rd.	I.1
57	Saint Philopater Mercurius Coptic Orthodox	40	Wilbert St.	SC.2
58	Forward Church Willow	495	Willow Rd.	I.1
59	Three Willows United	577	Willow Rd.	I.1
60	St. George's Anglican Church	99	Woolwich St.	D.1-1
61	First Baptist Church Guelph	255	Woolwich St.	D.2
62	Holy Protection of the Mother of God Ukrainian Catholic Church	115	York Rd.	I.1, FL
63	Gospel Hall	4	Yorkshire St. S.	R.1B

*** Rented facility that has another primary purpose, for example school, hotel, community centre, meeting hall.**

Appendix 2

Faith-Based Institutional Survey Results, October 2017

Background

The Faith-Based institution Survey was sent to all known faith-based institutions (also known as places of worship) located in the City of Guelph. The survey was conducted to better understand the needs of faith-based institutions within Guelph from a land use planning perspective (e.g. land availability and location characteristics).

The City identified 65 places of worship based on on-line and hard copy listings, MPAC data and City databases. The places of worship occupy 63 known properties that are listed in Appendix 1.

In October 2017 all of the 65 known places of worship were contacted by phone, email or direct delivery and provided with either a link or hard copy of the survey to fill out. A total of 37 institutions replied to the survey resulting in an overall response rate of 57%.

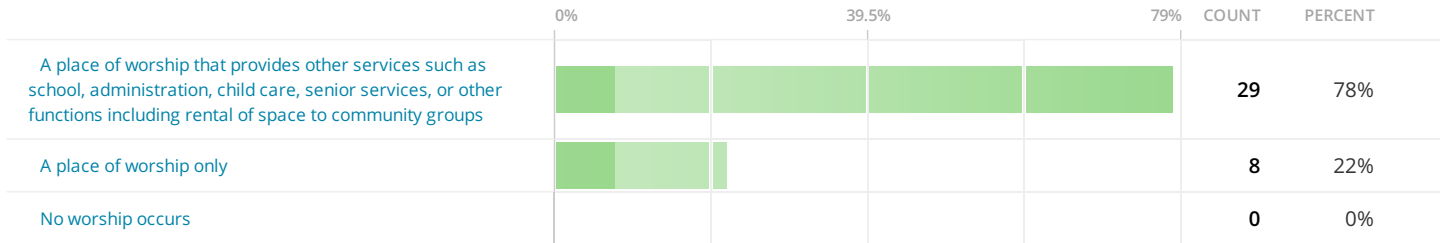
The survey questions and results are presented below, excluding the first five questions that deal with identity information (e.g. institution and respondent name and contact information).

Question
06

Please check one response that best describes your institution. If you select "no worship occurs," you do not need to fill in the rest of the survey questions.

Answers
37
97%

Skips
1
3%



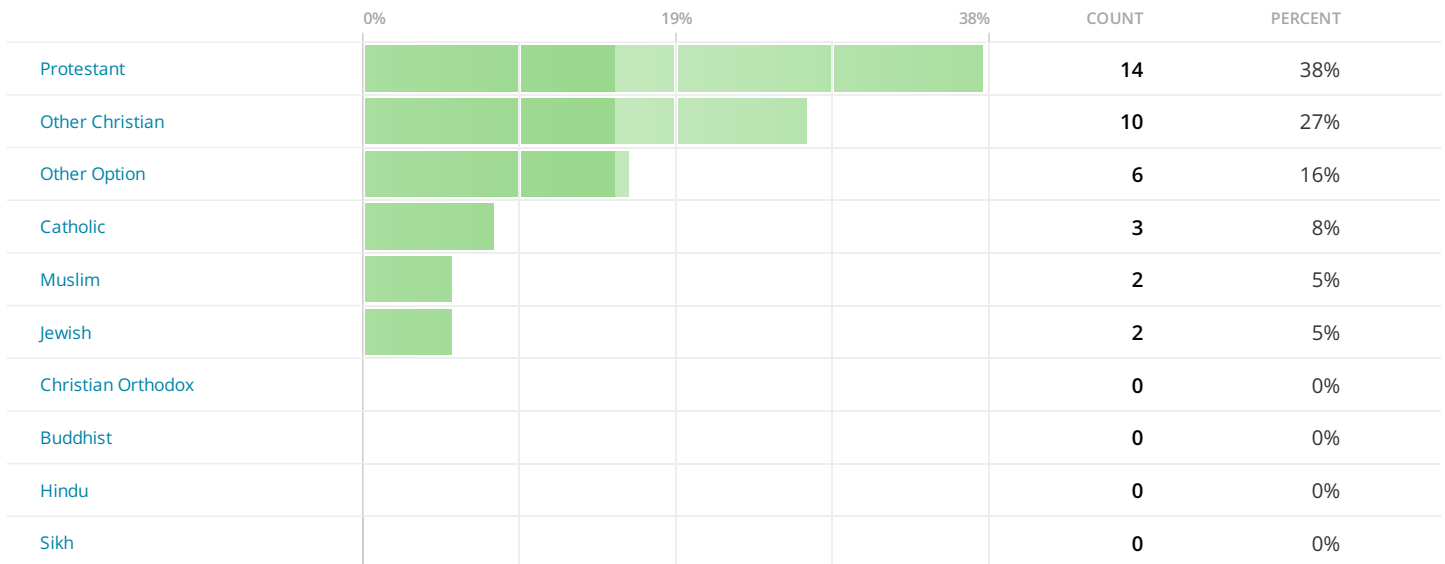
PAGE 2

Question
07

Please check one religious denomination that best describes the faith your institution serves. If you choose "other," please specify.

Answers
37
97%

Skips
1
3%

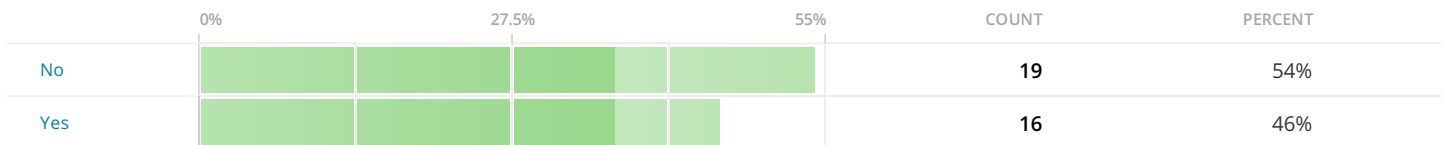


Question
08

Do you have a parent/central organization that is involved in providing your current accommodation and/or potential new accommodation?

Answers
35
92%

Skips
3
8%



Question

09

How long has your institution been located in Guelph?

Answers

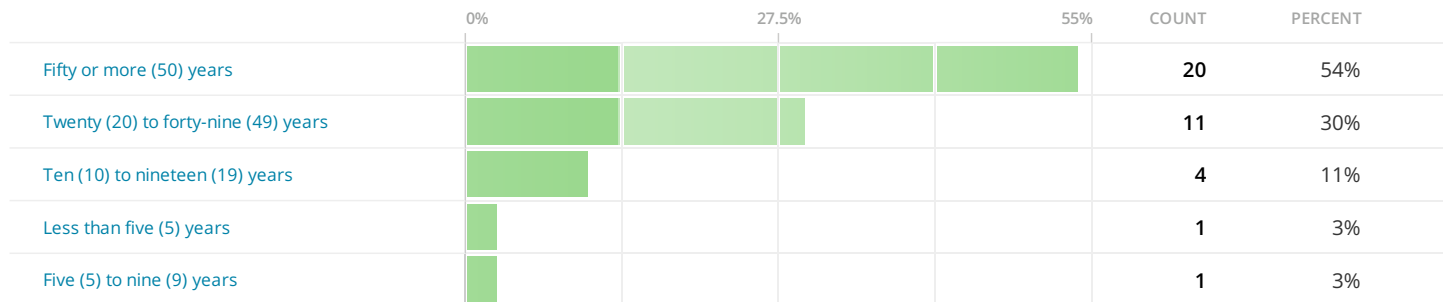
37

97%

Skips

1

3%



Question

10

How long have you been in your current location?

Answers

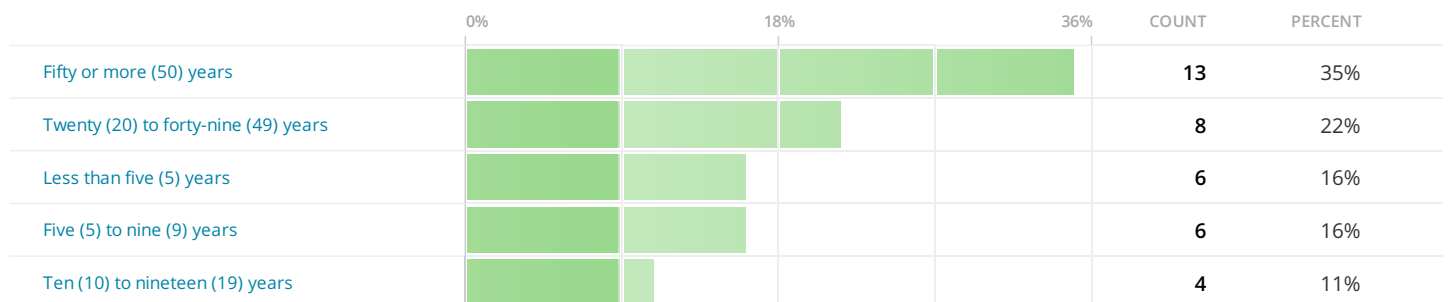
37

97%

Skips

1

3%



Question

11

Does the size and site of your current location meet the current and future needs of your congregation?

Answers

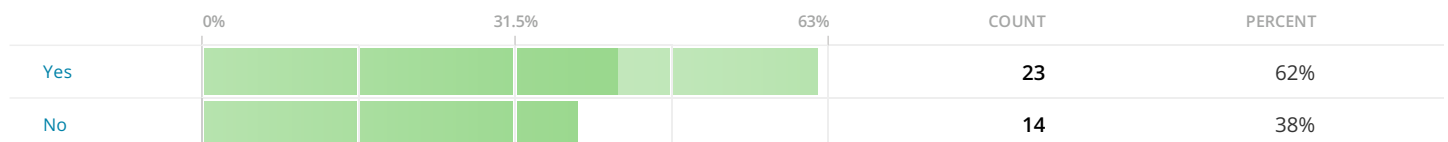
37

97%

Skips

1

3%



PAGE 3

Question

12

If you selected "no" to the above, what would you like to change? If you select "other," please specify.

Answers

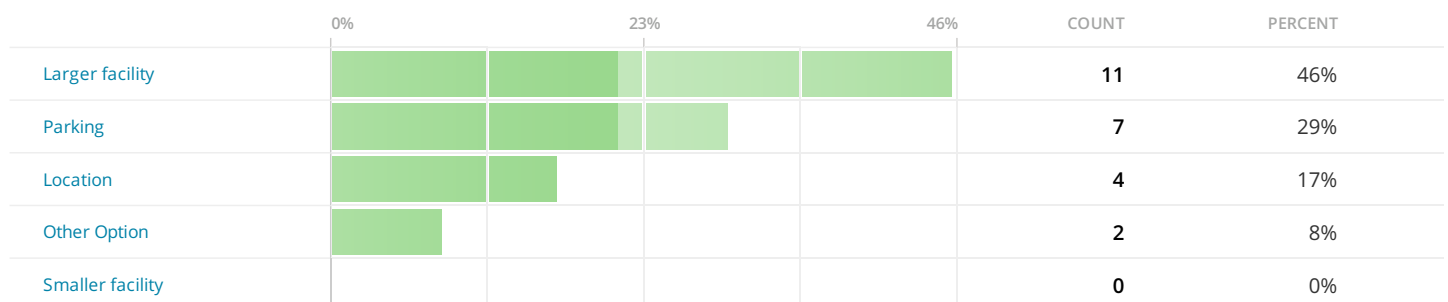
14

37%

Skips

24

63%



PAGE 4

Question

13

Do you have plans to change your current accommodation in the next five (5) years?

Answers

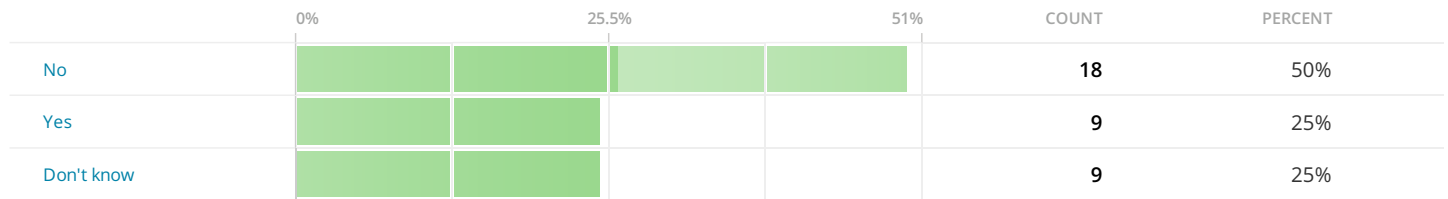
36

95%

Skips

2

5%



PAGE 5

Question

14

If you selected "yes" to the above, what are you planning? Select all that apply. If you select "other," please specify.

Answers

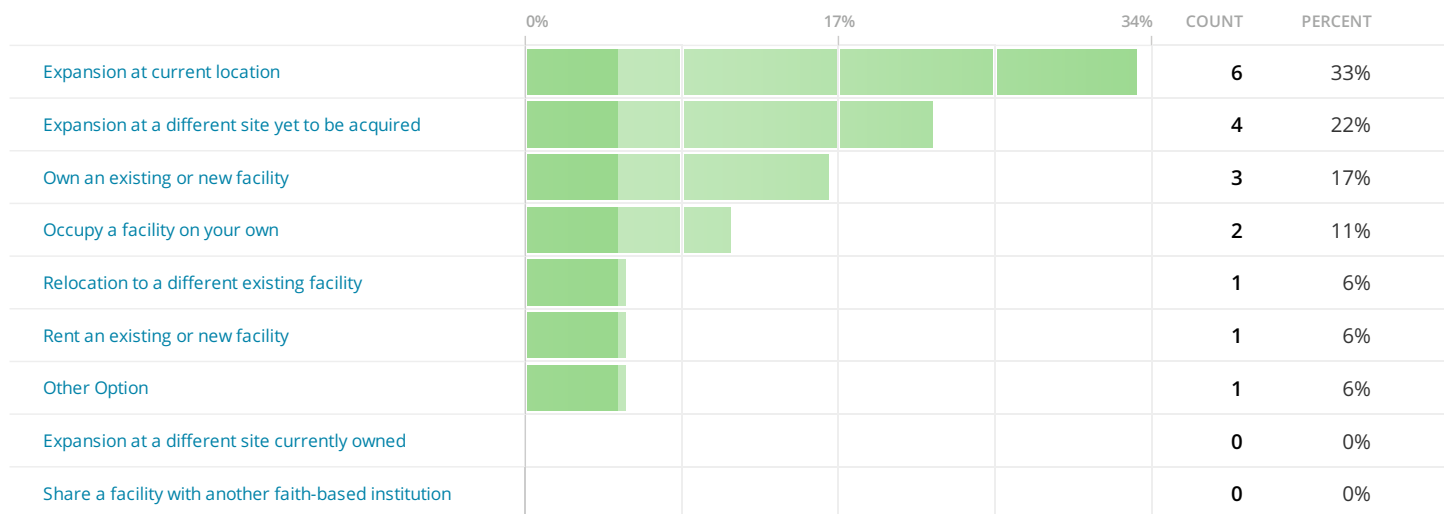
10

26%

Skips

28

74%



PAGE 6

Question

15

Do you have plans to move in the next ten (10)+ years?

Answers

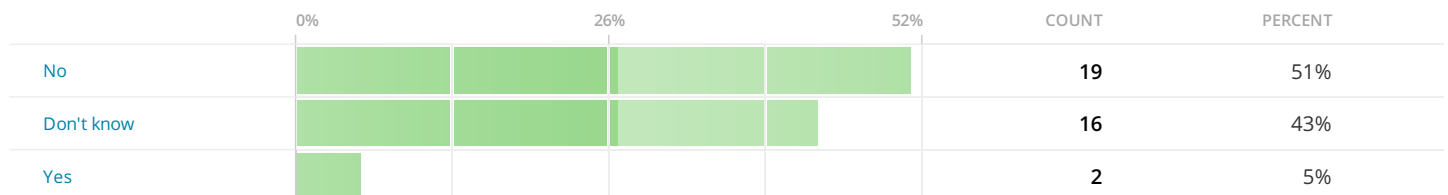
37

97%

Skips

1

3%



PAGE 7

Question

16

If you selected "yes" to the above, what are you planning? Select all that apply. If you select "other," please specify.

Answers

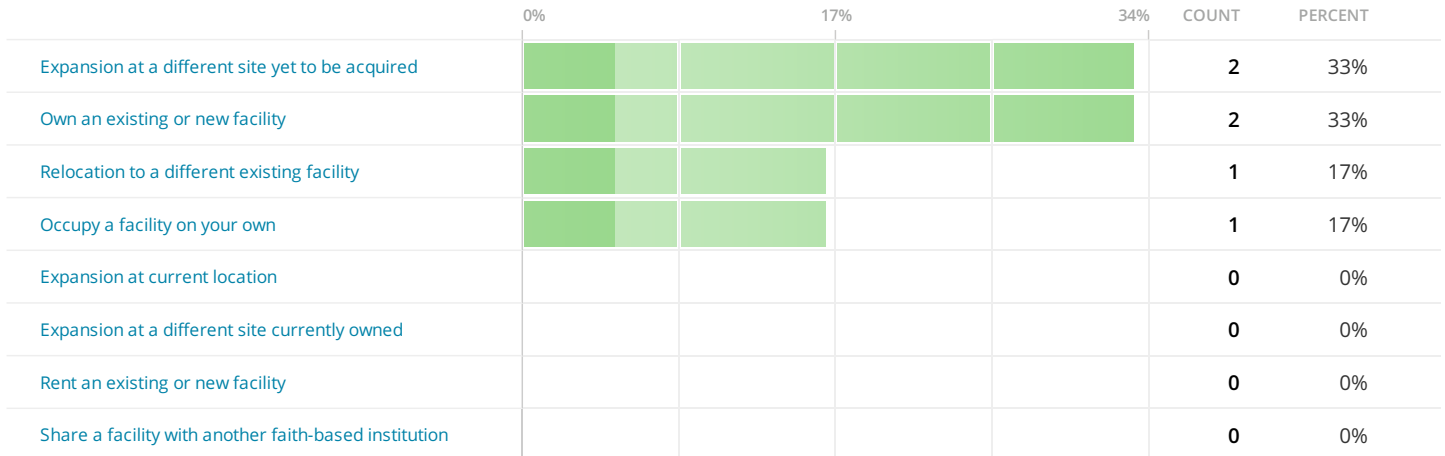
2

5%

Skips

36

95%



PAGE 8

Question

17

Please check one response that best describes your current accommodation.

Answers

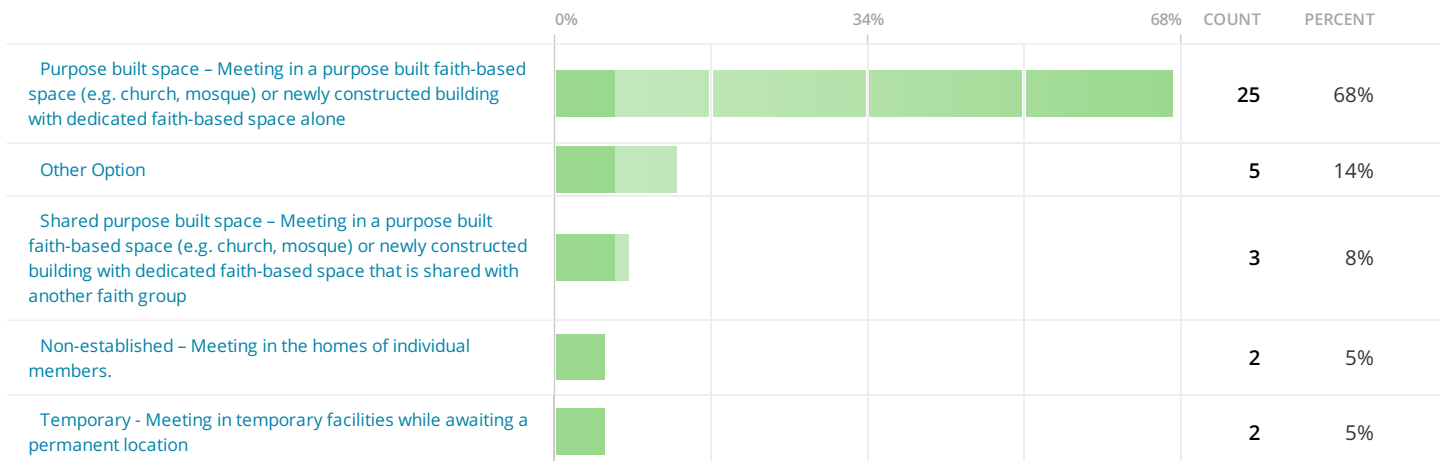
37

97%

Skips

1

3%



PAGE 9

Question

18

Please check the option that best describes the tenure of your property.

Answers

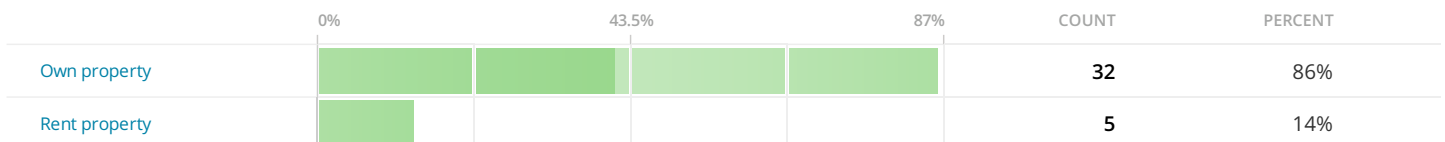
37

97%

Skips

1

3%



PAGE 10

Question

19

If you own your property, is all of the land developed for your existing building and parking area or is there room for expansion on the site?

Answers

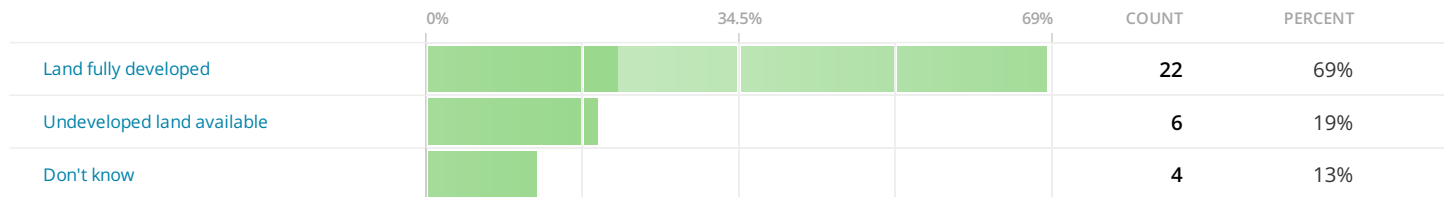
32

84%

Skips

6

16%



PAGE 11

Question

20

If you selected "undeveloped land available" above, what percentage of your property is available for future development?

Answers

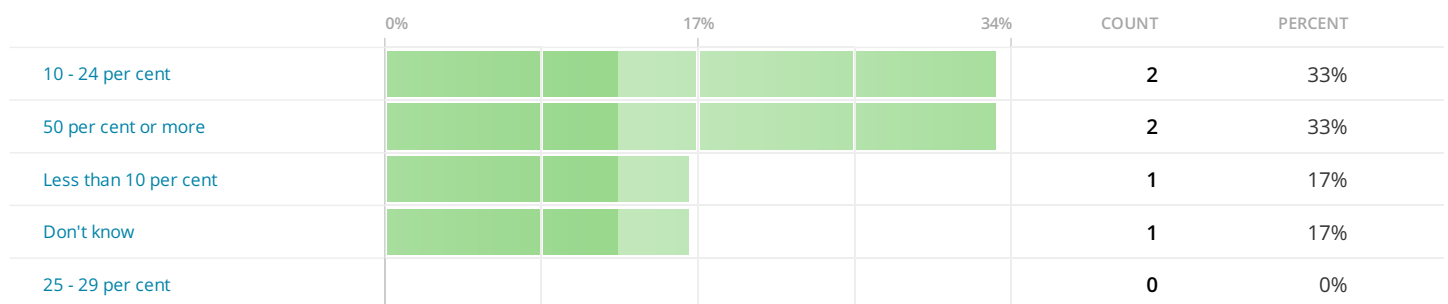
6

16%

Skips

32

84%



PAGE 12

Question

21

Do you have a non-worship space included in your facility?

Answers

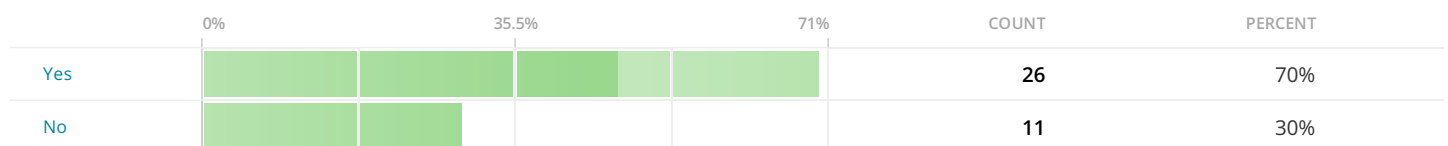
37

97%

Skips

1

3%



PAGE 13

Question

22

If you answered "yes" above, identify all of the other uses that are included. Check all that apply. If you select "other," please specify.

Answers

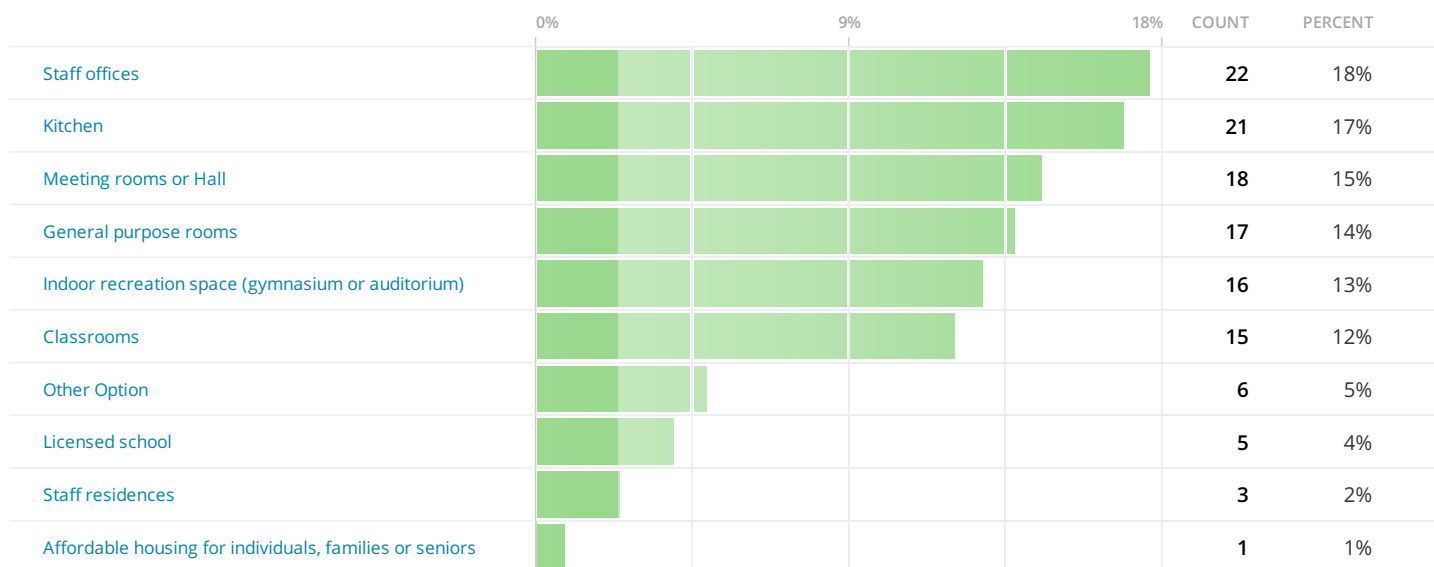
26

68%

Skips

12

32%



Question

23

What percentage of building space is used for non-worship uses?

Answers

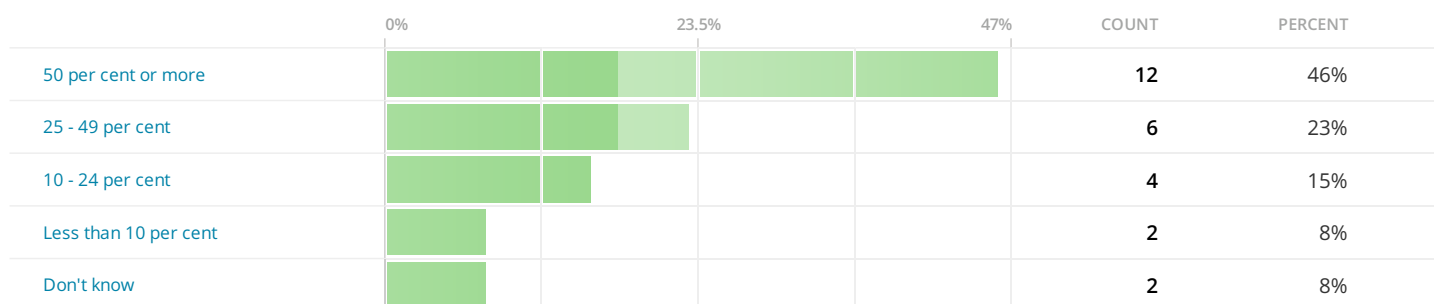
26

68%

Skips

12

32%



PAGE 14

Question

24

How many people can the building accommodate for worship services including fixed seating and overflow areas?

Answers

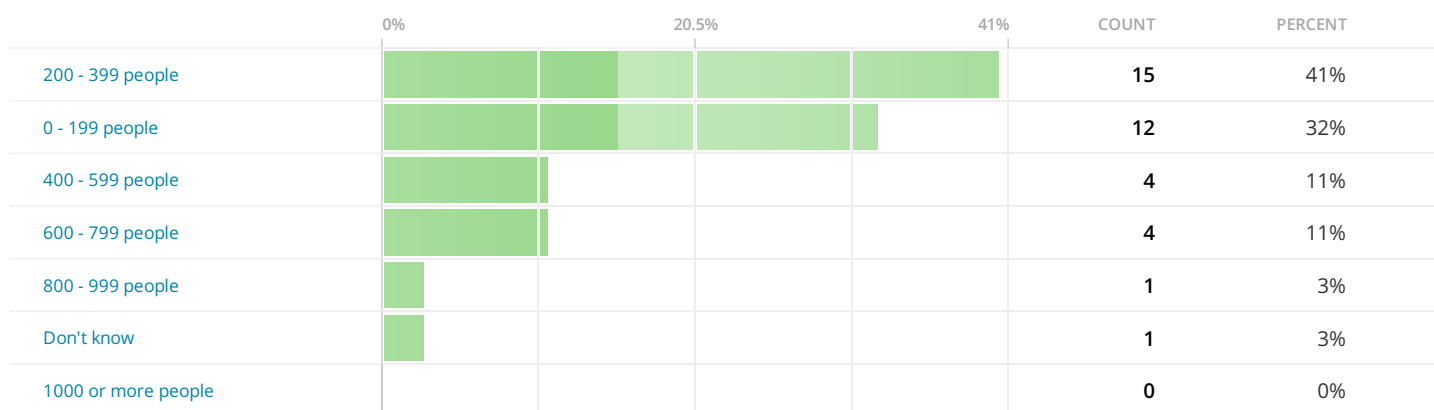
37

97%

Skips

1

3%



Question

25

How many people belong to your faith group?

Answers

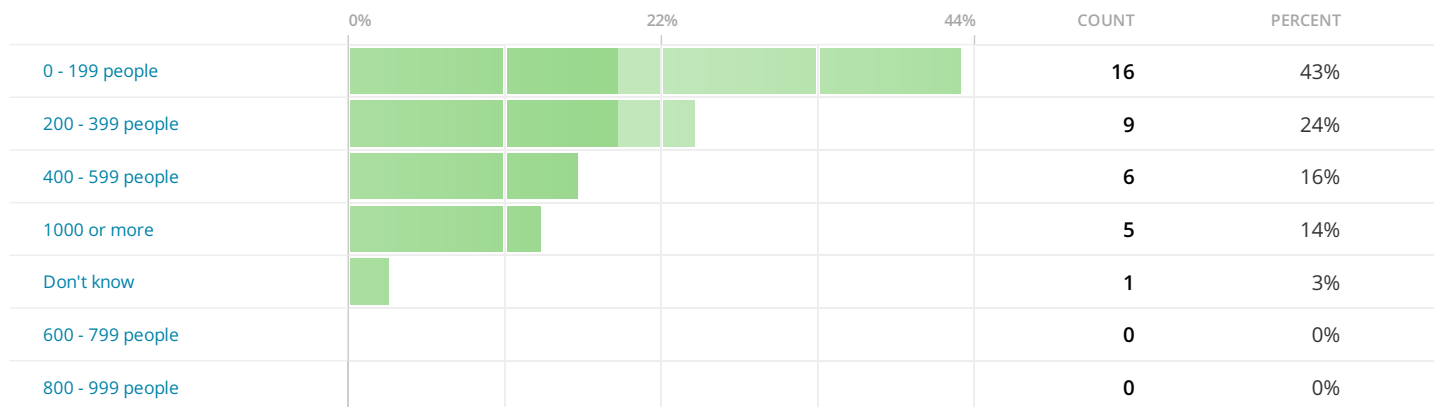
37

97%

Skips

1

3%



Question

26

Is the number of people who belong to your faith group increasing or decreasing?

Answers

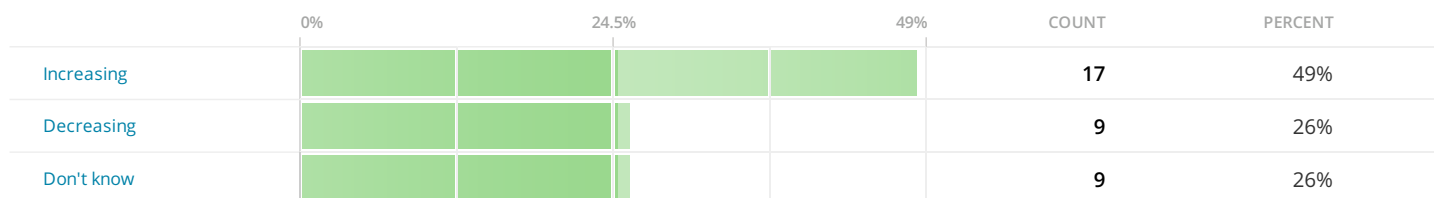
35

92%

Skips

3

8%



Question

27

How many people do you expect will belong to your faith group in the next five (5) years?

Answers

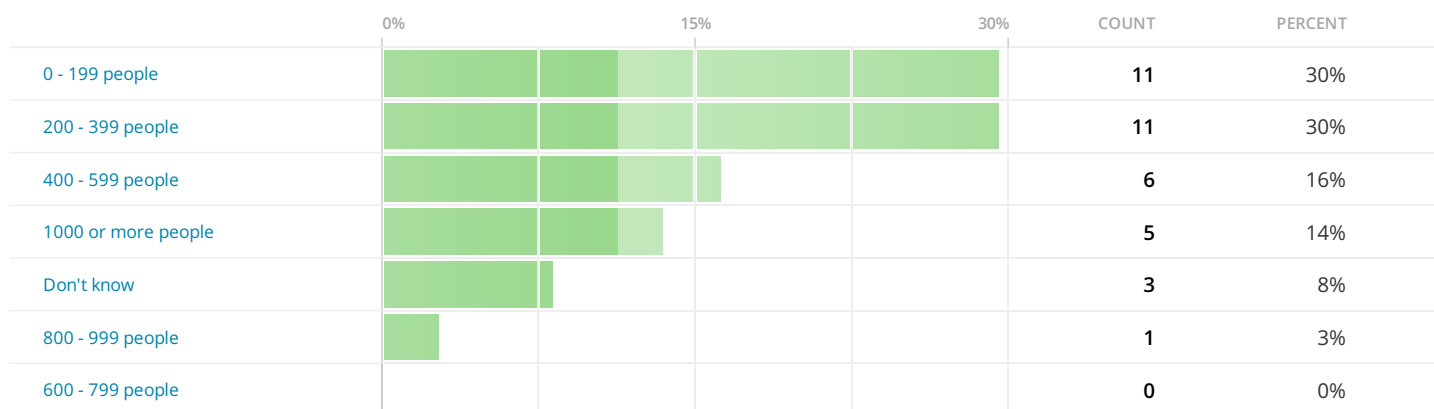
37

97%

Skips

1

3%

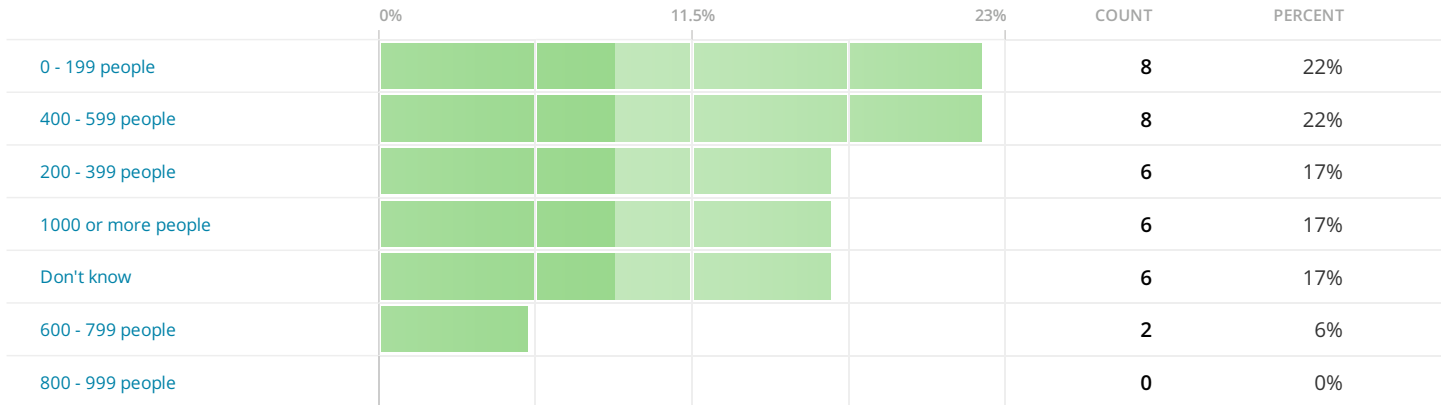


Question
28

How many people do you expect will belong to your faith group ten (10) years from today?

Answers
36
95%

Skips
2
5%

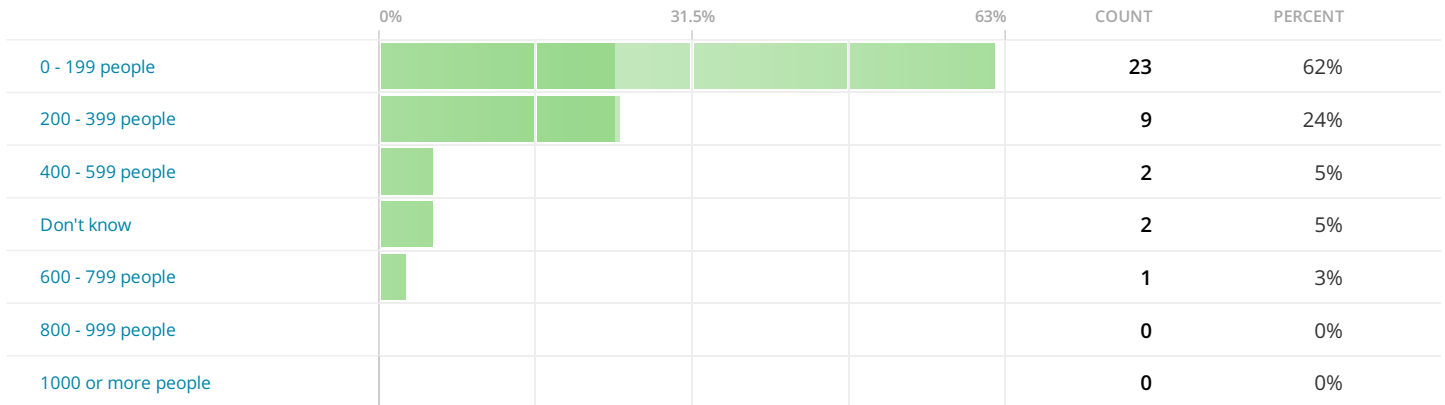


Question
29

Approximately how many people attend your largest regular weekly worship service?

Answers
37
97%

Skips
1
3%



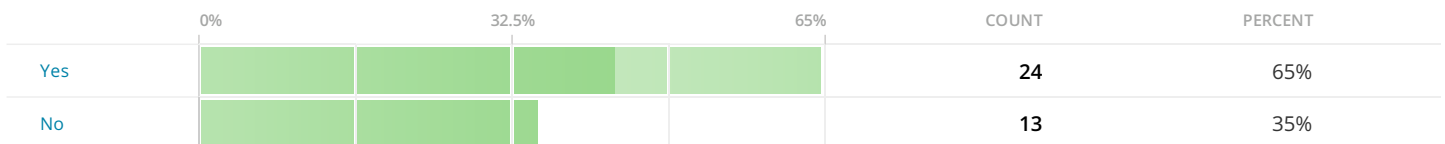
PAGE 15

Question
30

Is there sufficient parking at your location?

Answers
37
97%

Skips
1
3%

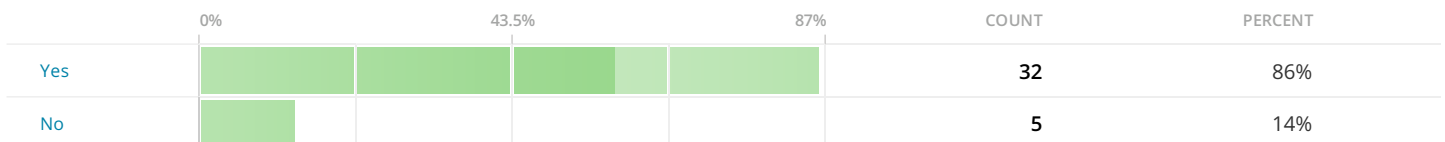


Question
31

Is your location served by Guelph Transit?

Answers
37
97%

Skips
1
3%



Question

32

How do people get to your worship service? Select all that apply.

Answers

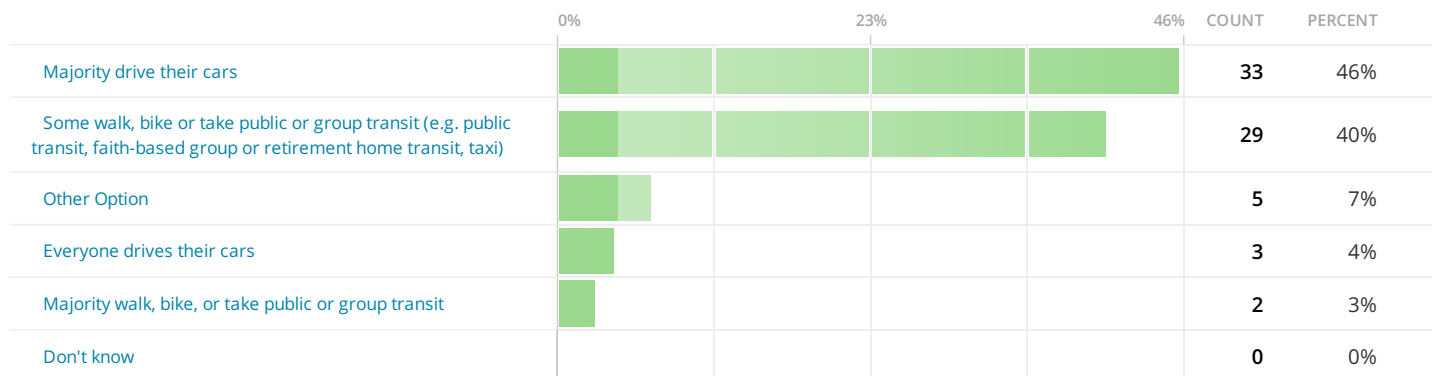
37

97%

Skips

1

3%



Question

33

Where do people who attend your worship services live? Select all that apply.

Answers

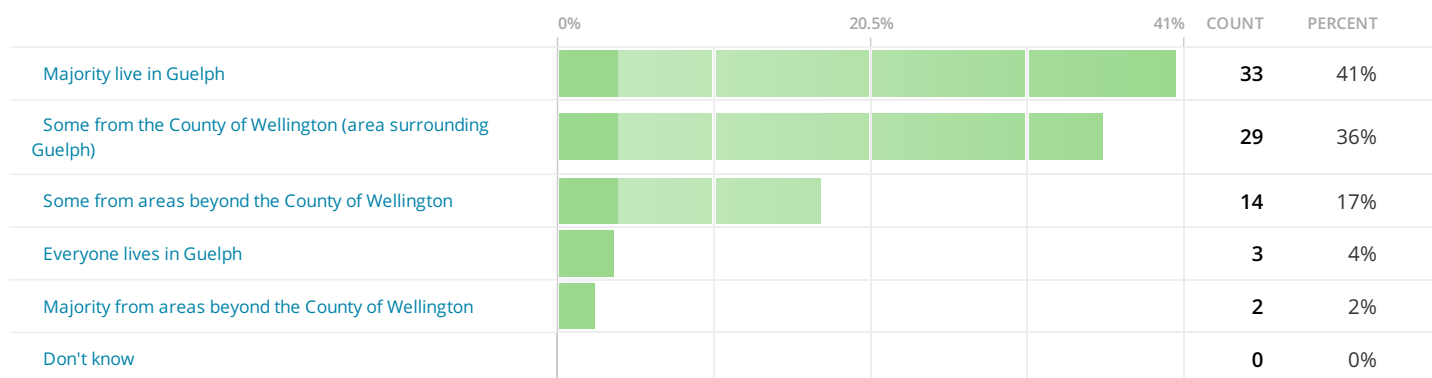
37

97%

Skips

1

3%



PAGE 16

Question

34

Does your faith group use technology to reach members?

Answers

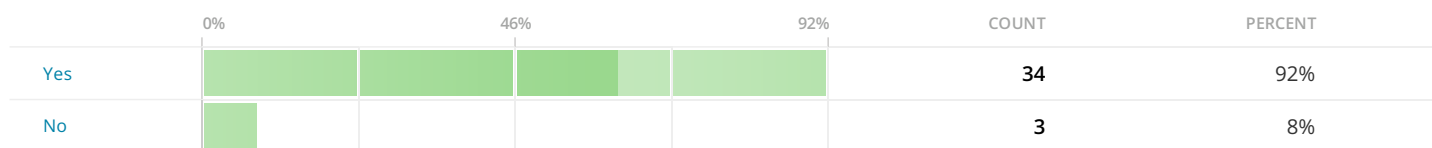
37

97%

Skips

1

3%



PAGE 17

Question

35

If you selected "yes" to the above, what is the technology used for?

Answers

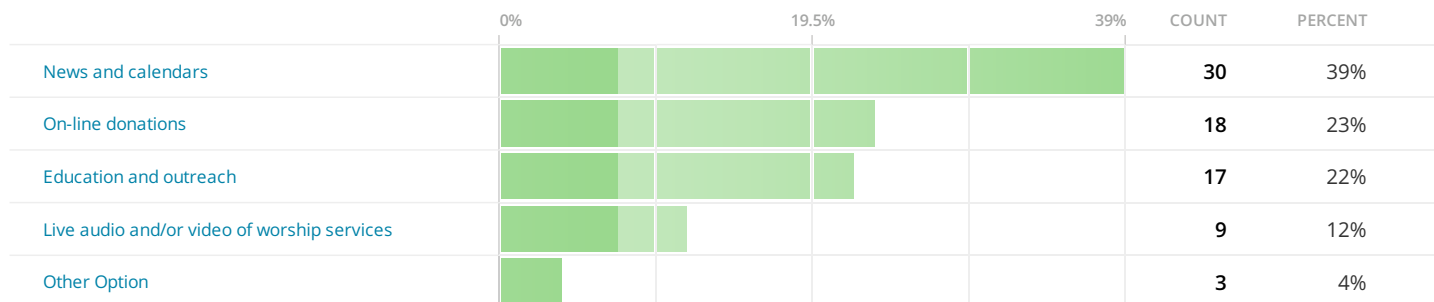
33

87%

Skips

5

13%



Question

36

If you selected "yes" to the above, does the use of technology impact the size of worship space you need?

Answers

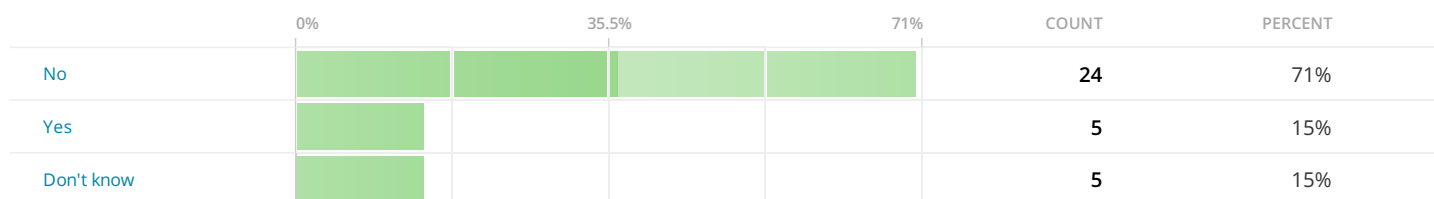
34

89%

Skips

4

11%



PAGE 18

Question

37

Do you have any other comments you would like to make regarding land and building needs, supply of sites or any further recommendations regarding the availability of faith-based institutional sites in Guelph?

Answers

17

45%

Skips

21

55%

Summary of Responses to Question 37

Insight/Other

- "We live in changing times. Churches need to be flexible with their space use and also with their footprints."
- Appreciate our community partners.
- "Faith based groups are important part of the city, providing services and affordable activities to large segment of the city population. Access to city facilities for reduced rates would help us bring these services to the broader community."
- Old stone churches may need to be repurposed due to diminishing congregations and their heritage value. Churches that are part of larger centralized organizations may choose to build churches outside of the Downtown in more residential areas. "These future buildings could be multi-purpose sites built hopefully in partnership with social service agencies and the City so that the whole community could benefit from them but also so a faith community could continue to have space to practice their faith."
- We are a community church and want to work with the community in meeting our needs that includes ensuring any development we undertake is compatible with our values and community missional goals and provides a long term stream of income to assist with those aspirations.

Challenges

- Price of real estate hinders the purchase of property.
- Need funding for faith-based institutions to maintain building spaces, especially older historic space with expensive repair needs, which are independent organizations without a centralized organization that can provide funds.
- Parking is a huge issue downtown.
- Downtown sites and services are a challenge especially for seniors.

Land availability and Needs

- Concerned about ability to have lands and to keep lands zoned for religious facilities.
- Institutional land that is rezoned to another purpose should be back-taxed a percentage of taxes saved over the years which could discourage zone change applications.
- Need for more land to be zoned for religious use.
- We are currently expanding our building on our property. If we need to expand further in the future we would need to negotiate with our neighbours for more land or consider another property.
- We are managing our collective resources together. Based on current trends, it is possible that within the next ten years we will redevelop one of our sites as an income property.

Staff Report

To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, January 15, 2018
Subject	Sign By-law Project Charter
Report Number	IDE-2018-04

Recommendation

1. That Council approve the Project Charter to initiate a comprehensive review of the Sign By-law No. (1996-15245), as amended.

Executive Summary

Purpose of Report

To seek Council approval of the Project Charter for the Sign By-law review. A Project Charter has been created with the aim of Council approving the Charter to allow staff to proceed with the comprehensive review of the Sign By-law with the intent of creating a new by-law.

Key Findings

The City of Guelph Sign By-law No. (1996-15245), as amended, has been in effect for over 20 years. The purpose of the Sign By-law Review project is to review the current Sign By-law, identify its strengths, weaknesses & gaps and prepare a new by-law for Council's consideration based on the findings of the review and public consultation.

Financial Implications

Funding for consultants research is available through the approved capital budget for urban design initiatives.

Report

Background

The City of Guelph Sign By-law No. (1996-15245), as amended, has been in effect for over 20 years. There are many outdated regulations and new technologies in the industry that have presented some challenges in administering and enforcing the existing by-law provisions. The City has also completed an update of its Official Plan through Official Plan Amendment (OPA) 48 which includes additional direction regarding signage (e.g. Section 8.14). In addition, updating and reviewing the

City's Sign By-law is an action item within the updated Urban Design Action Plan portion of the Urban Design Manual.

Report

The intent of the Sign By-law review is to develop a new by-law which:

- protects, preserves and promotes the safety of residents by ensuring that placement and use of signs do not create a hazard for motorists and pedestrians;
- requires signs to be well maintained and in keeping with community standards;
- addresses compatibility with sensitive land uses (e.g. residential)
- ensures that the number and types of signs allowed serve the needs of businesses and the community, while not adversely affecting the livability and attractiveness of the City of Guelph;
- is user-friendly, easy to understand and increases voluntary compliance; and
- makes optimal use of technology and provides value for money for the City and taxpayers.
- implements the Official Plan (OPA 48) (e.g. Section 8.14);
- aligns with any potential lighting by-law;

Scope

The entire Sign By-law No. (1996-15245) is in scope. The review of Municipal Election signs is out of scope due to that area being reviewed for a separate by-law by the By-law Compliance, Security and Licensing area. Also included in the scope are identifying opportunities to streamline the administration of the by-law. An example of this would be the delegation of authority for Sign By-law variances to staff.

Intended process

Staff's intent is to create a Community Engagement and Communications plan prior to proceeding with the formal review. Sessions will be held with stakeholders to gauge the strengths and weaknesses of the existing by-law while addressing the needs of the sign industry, business owners, residents and the City.

Best practices will be researched with Ontario municipalities that have recently adopted updated Sign By-laws after extensive reviews.

The Sign Association of Canada is a partner to decision makers in developing sign regulations, standards, bylaws and legislation and their consultation will be part of the formal public engagement process.

Staff intends to complete the review and present a new Sign By-law to Council in Q.1 of 2019.

Next Steps

Once Council has approved the Project Charter, staff will proceed to implement the Charter by engaging the identified groups (Sign Association, local sign companies, property/business owners and the general public) and obtaining their feedback. Best practice research will be performed with the intent of reviewing what is working in other municipalities and new initiatives from other recently passed Sign By-laws.

Financial Implications

Funding is available for consultant support to research best practices through the approved capital budget for urban design initiative.

Consultations

This report will be posted on the City's website and the notice of the future proposed public engagement meetings will be advertised in the Guelph Mercury Tribune, the City's website and on social media.

Corporate Administrative Plan

Overarching Goals

Service Excellence
Innovation

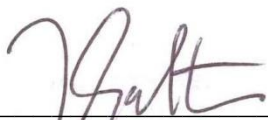
Service Area Operational Work Plans

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

Attachments: Project Charter

Report Author

Pat Sheehy
Program Manager-Zoning



Approved By

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

Approved By

Rob Reynen
Chief Building Official



Recommended By

Scott Stewart, C.E.T.
Deputy CAO
Infrastructure, Development and Enterprise
519-822-1260, ext. 3445
scott.stewart@guelph.ca

3.1 Project Charter

Project Name	Sign By-law Review	Date	2017-12-15
Project Manager	Bill Bond	Project ID#	
Project Sponsor	Todd Salter	Sponsor Title	General Manager PUDBS
Project Start Date	2018-01-15	Project End Date	2019-01-15
Preliminary Scoping document approval date:			2018-01-15

Tier 1 projects should have a completed Project Charter, describing: high-level goals and deliverables, scope, parameters (e.g., milestones, timeline, budget, risks), and project governance and organization. For Tier 2 and 3 projects, it is up to departmental management's discretion whether or not to develop a project charter. Under 'References' for each section, PS refers to the Preliminary Scoping document, and BC refers to the Business Case for this initiative (where applicable).

SECTION 1: PROJECT BACKGROUND

1.1 PROJECT BACKGROUND Describe the updated project information below.		Reference: - PS: Section 1.1 - BC: Section 5.1	Attachments: - Optional
Project Description	To review City of Guelph Sign By-law No. (1996)-15245, as amended, and to create a new Sign By-law that better reflects business and community needs.		
Project Justification (Why and why now)	The City of Guelph Sign By-law No. (1996-15245), as amended, has been in effect for over 20 years. There are many outdated regulations and new technologies in the industry that have presented some challenges in administering and enforcing the existing by-law provisions. The City has also completed an update of its Official Plan through Official Plan Amendment (OPA) 48 which includes additional direction regarding signage (e.g. Section 8.14). In addition, updating and reviewing the City's Sign By-law is an action item within the updated Urban Design Action Plan portion of the Urban Design Manual.		
Project Deliverables (What will be delivered)	A new revised Sign By-law		
Project Benefit (Who will benefit, and how it will benefit)	WHO will benefit (from the project outcome)	HOW it will benefit (consider internal and external)	
	<ul style="list-style-type: none"> Property and business owners Sign Companies Staff General public 	<ul style="list-style-type: none"> Guide the types of advertising signs that are allowed on both private and public property; Support the City's objectives to manage visual clutter, ensure the health and safety of the public, and preserve Guelph's character, streetscape compatibility and priority intended for on-site first-party signs throughout the City; and Provide a balance between the City's objectives and the advertising interests of businesses. 	

1.2 STRATEGIC ALIGNMENT <i>Identify the strategic alignment and enter a description as to how this project is strategically aligned to the organization's CAP.</i>		Reference: - PS: Section 1.2	Attachments: - Optional
Multiple (please specify)	<p>Our Services: Municipal services that make lives better</p> <p>Our People: Building a great community together</p> <p>Our Resources: A solid foundation for a growing city</p> <p>The current Sign By-law was created in 1996. The purpose of the Sign By-law project is to review the current Sign By-law, identify its strengths, weaknesses & gaps and prepare an appropriate new Sign By-law based on the findings of the review and public consultation.</p>		

1.3 ALTERNATIVES & APPROVED SOLUTION <i>Describe the alternative options to this project that were considered and the approved solution to the problem.</i>		Reference: - PS: Section 5.1 - BC: Section 2.1	Attachments: - Optional
Alternatives Considered	There was no practical alternative option other than to revise and/or create a new Sign By-law as this is necessary in regulating signage within the municipality. The other alternative is to continue using the existing outdated Sign By-law.		

SECTION 2: PROJECT SCOPE

2.1 PROJECT SCOPE <i>Describe the updated and finalized project scope.</i>		Reference: - PS: Section 2.1	Attachments: - Optional
In Scope		Out of Scope	
Modernize, simplify and create a new by-law to reflect best practices. Clarify regulations, improve user friendliness, reduce variances and increase compliance. Implement the directions of Official Plan Amendment (OPA) regarding signage (e.g. Section 8.14). Identify opportunities for administrative efficiencies (e.g. delegation of certain approvals authorities to staff).		Municipal Election signs as By-law Compliance, Security and Licensing is presently working on a separate by-law for this particular form of signage.	

SECTION 3: PROJECT PARAMETERS

3.1 APPROVED MILESTONES & TIMELINE <i>Describe the high-level milestones and timelines approved by the Project Sponsor. Further details should be developed in the Overall Master Schedule (GANTT Chart).</i>		Reference: - BC: Section 6.2 - Overall Master Schedule (GANTT)	Attachments: - Optional
Stage-Gate	High-Level Milestones/Deliverables	Target Start Date	Completion/ Sign-Off Target
Planning	Project Management Plan	2017-12-01	2018-01-15

3.1 APPROVED MILESTONES & TIMELINE Describe the high-level milestones and timelines approved by the Project Sponsor. Further details should be developed in the Overall Master Schedule (GANTT Chart).		Reference: - BC: Section 6.2 - Overall Master Schedule (GANTT)	Attachments: - Optional
Stage-Gate	High-Level Milestones/Deliverables	Target Start Date	Completion/ Sign-Off Target
Execution	Research best practices Community Engagement Propose draft By-law and circulate	2018-01-29	2018-12-12
Close-Out	Final new Sign By-law approved by City Council	2019-01-15	2019-01-15

3.2 PROJECT PARAMETERS Provide all of the known information regarding the project parameters.		Reference: - BC: Section 8.1	Attachments: - Optional
Assumptions	The intent of the Sign By-law review is to develop a consolidated by-law which: <ul style="list-style-type: none"> • optimally protects, preserves and promotes the safety of residents by ensuring that placement and use of signs do not create a hazard for motorists and pedestrians; • addresses compatibility with sensitive land uses (e.g. residential) • implements the Official Plan (OPA 48); • aligns with any potential lighting by-law; • within the Downtown, implement the direction of the Downtown Built Form Standards (e.g. Performance Standard #20) • requires signs to be well maintained and in keeping with community standards; • ensures that the number and types of signs allowed serve the needs of businesses and the community, while not adversely affecting the livability and attractiveness of the City of Guelph; • is user-friendly, easy to understand and increases voluntary compliance; and • makes optimal use of technology and provides value for money for the City and taxpayers. 		
Constraints	The review team is limited in size and resources. The team will be required to perform regular tasks while adding this project to their work load. No secondments are proposed; therefore unknown workload/additional priorities have to be considered. Community engagement on this project is required; however the amount of key input from all parties is unknown at this time.		
Critical Success Factors	A new consolidated Sign By-law that meets the criteria of the assumptions/intent as described above		
Post-Implementation Support	Staff will be trained in the new Sign By-law. Implementation will begin after City Council adopts new By-law. Designated Sign By-law Administrator to ensure proper execution of Communications plan.		

3.3 APPROVED PROJECT BUDGET Provide details of the approved project budget below.		Reference: - PS: Section 6.1 - BC: Section 7.1	Attachments: - Cash Flow Forecast - Financial Analysis
3.3.1 Capital Expenditures (one-time) <i>Using totals from the completed Cash Flow Forecast, provide a cost summary of the recommended option.</i>			
Capital Expenditure	Start Year (YYYY)	End Year (YYYY)	Total Project Estimate (\$)
In-House Labour (salary, benefits, etc.)			Existing staff resources.
External Professional Services			Budget available through the approved capital budget for urban design initiatives \$10,000
Land & Building Acquisition			N/A
FFE&V (furniture, fixture, equipment and vehicles)			N/A
Construction			N/A
Utilities			N/A
Miscellaneous			
Subtotal <i>(Select subtotal amount and right-click to update field)</i>			\$10,000.00
Contingency (subtotal X 10%) <i>(Select contingency amount and right-click to update field)</i>			\$ 0.00
TOTAL PROJECT CAPITAL EXPENDITURES <i>(Select total and right-click to update field)</i>			\$ 10,000.00
Capital Expenditure Funding Source	04 Internal		
.3.2 Annual Operating Impact <i>Summarize the annual operating impact from the Financial Analysis.</i>			
Account #	Description (e.g. FTE)	Start Year (YYYY)	Total Annual Estimate (\$)
TOTAL PROJECT OPERATING IMPACTS (\$)			
3.3.3 Financial Benefits <i>Describe any financial benefits (e.g., how this cost will be recovered – including ROI, ROA, etc.)</i>			
N/A			

3.4 USER ACCEPTANCE/HAND-OVER CRITERIA <i>Describe how and when the project will be handed-over to the operation (or Service Owner, if applicable).</i>		Reference: - N/A	Attachments: - Optional
How?	Building Services presently administers and enforces the Sign By-law regulations relating to all signs on private property, no transition necessary		
When?	Final approval of new Sign By-law by City Council		

SECTION 4: RISKS & MITIGATION STRATEGY

4.1 RISK ASSESSMENT & MITIGATION <i>Complete a risk assessment and develop a risk register for the project.</i>		Reference: - Risk Assess. Toolkit - BC: Section 10.1	Attachments: - Risk Register (from TooPropolkit)
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SECTION 5: PROJECT GOVERNANCE & ORGANIZATION

5.1 PROJECT GOVERNANCE <i>Describe the project's governance structure.</i>		Reference: - Tier 1 Governance - BC: Section 13.1 - PS: Section 6.2	Attachments: - Project Governance Framework
5.2 ROLES & RESPONSIBILITIES <i>Define the project team members' roles and responsibilities and RASCI (Responsible, Approve, Support, Consult and Inform) Chart.</i>		Reference: - Tier 1 Roles & Resp. - BC: Section 13.1 - PS: Section 6.2	Attachments: - Proj. Team Roles & Resp. - RASCI Chart
5.3 PROJECT TEAM ORGANIZATION CHART <i>Develop the organization chart for the project team.</i>		Reference: - BC: Section 13.1 - PS: Section 6.2	Attachments: - Project Team Org. Chart

SECTION 6: STAKEHOLDER IDENTIFICATION

6.1 STAKEHOLDER IDENTIFICATION <i>Identify what individuals, departments or organizations have vested interests or are impacted by this initiative. *The Community Engagement Plan is required for any external stakeholders that have been identified to have influence.</i>		Reference: - PS: Section 3.1 - BC: Section 12.1	Attachments: - Optional
Stakeholder	Internal/ External	Impact/Interest	Influence* (Yes/No)
Property and Business owners	External	Positive change with updated regulations and requirements. New technologies to be taken into consideration.	Yes
Sign Companies	External	Positive change with updated regulations and requirements. New technologies to be taken into consideration.	Yes
General Public	External	Positive change with alignment to Urban Design objectives. Compatibility issues with residential considered.	Yes

6.1 STAKEHOLDER IDENTIFICATION <i>Identify what individuals, departments or organizations have vested interests or are impacted by this initiative. *The Community Engagement Plan is required for any external stakeholders that have been identified to have influence.</i>		Reference: - PS: Section 3.1 - BC: Section 12.1	Attachments: - Optional
Stakeholder	Internal/ External	Impact/Interest	Influence* (Yes/No)
Staff: Zoning and Urban Design, Legal Services, Downtown Renewal	Internal	Reflect positive change in Urban Design and better staff understanding of City design initiatives. Understand legal implications.	Yes

6.2 COMMUNITY ENGAGEMENT <i>Explain why community engagement is or is not appropriate for this initiative.</i>	Reference: - BC: Section 12.2	Attachments: - Community Engagement Plan (if applicable)
Appropriate staff will create a community engagement plan. Community engagement is required as we are looking for input into new regulations and reviewing of successes and challenges of the current Sign By-law.		

6.3 STAKEHOLDERS & COMMUNICATIONS PROTOCOL <i>The Community Engagement Plan is required for any external stakeholders that have been identified to have influence.</i>		<i>Reference:</i> - N/A - Tier 1 Communications Protocol	<i>Attachments:</i> - Communications Plan (if applicable)
6.3.1 Media Spokesperson(s) <i>Identify the project's Media Spokesperson(s) [name(s), department(s)].</i>			
Bill Bond Building Services Pat Sheehy Building Services			
6.3.2 Communications Plan		<i>List the organizations or groups impacted positively or negatively by this project and determine the Project Manager's communications protocol in the table below.</i>	
Stakeholder	When	What (e.g. report)	How (e.g. meeting)
Property/business owners	At onset of project	The project purpose, information describing the technical elements of the project. Initial feedback request.	<ul style="list-style-type: none">Advertisement on City news and websiteTwo public engagement meetings potentially
Sign Companies	At onset of project	The project purpose, information describing the technical elements of the project. Initial feedback request.	<ul style="list-style-type: none">Advertisement on City news and websiteTwo public engagement meetings potentially
General Public	At onset of project	The project purpose, information describing the technical elements of the project. Initial	<ul style="list-style-type: none">Advertisement on City news and website

6.3 STAKEHOLDERS & COMMUNICATIONS PROTOCOL <i>The Community Engagement Plan is required for any external stakeholders that have been identified to have influence.</i>		Reference: - N/A - Tier 1 Communications Protocol	Attachments: - Communications Plan (if applicable)
6.3.1 Media Spokesperson(s) <i>Identify the project's Media Spokesperson(s) [name(s), department(s)].</i>			
Bill Bond Building Services Pat Sheehy Building Services			
6.3.2 Communications Plan		<i>List the organizations or groups impacted positively or negatively by this project and determine the Project Manager's communications protocol in the table below.</i>	
Stakeholder	When	What (e.g. report)	How (e.g. meeting)
		feedback request.	<ul style="list-style-type: none"> Public survey Two public engagement meetings potentially

SECTION 7: PROJECT CHARTER SPONSORSHIP & COMMITMENT

7.1 PROJECT SPONSORSHIP & COMMITMENT <i>The Project Charter must be reviewed and signed-off by the project sponsors. Once completed and signed-off, it forms the basis for project evaluation and future decision-making. Signatures included below signify that all information has been reviewed and that the project charter is endorsed.</i>			
Role	Printed Name	Signature	Date
Project Charter Author	Patrick Sheehy		
Project Manager	Bill Bond		
Project Sponsor	Todd Salter		
Project Sponsor	Rob Reynen		

SECTION 8: ATTACHMENTS

8.1 ATTACHMENT CHECKLIST <i>Please ensure the following documents have been attached for review.</i>	
<input type="checkbox"/>	Preliminary Scoping
<input type="checkbox"/>	Business Case (if applicable)
<input type="checkbox"/>	Financial Analysis

8.1 ATTACHMENT CHECKLIST

Please ensure the following documents have been attached for review.

☐ Project Governance Structure

☐ Project Team Roles & Responsibilities

☐ Project Organization Chart

☐ Communications Plan *(if Tier 1 project)*

☐ Community Engagement Plan *(if applicable)*

☐ Other: (specify)

Press tab to add additional rows.

SECTION 9: REVISION HISTORY

9.1 REVISION HISTORY

If any revisions are made after the sign-off, the author must document the revisions, date and coordinate re-signing of the Project Charter Author.

Revision Date	Description of Revision	Sign-off by Business Case Author
2017-12-08	Final draft prepared for review	Pat Sheehy

Staff Report



To **Committee of the Whole**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, January 15, 2018

Subject **Sign By-law Variance – [120-130 Silvercreek Parkway N.](#)**

Report Number IDE-2018-05

Recommendation

1. That the request for a variance from Table 2, Row 2 of Sign By-law Number (1996)-15245, as amended, to permit an illuminated freestanding sign at 120-130 Silvercreek Parkway North to be located 34m from a freestanding sign on the same property, be approved.

Executive Summary

Purpose of Report

To advise Council of a Sign By-law variance request at [120-130 Silvercreek Parkway North.](#)

Key Findings

The subject property is located in a Specialized Community Commercial (CC-6) Zone. Table 2, Row 2 of the City of Guelph Sign By-law Number (1996)-15245, as amended, requires that there be a minimum separation distance of 120m between freestanding signs on the same property in any Community Commercial Zone.

Signs Galore Inc. has submitted a sign by-law variance application on behalf of Strathallen Capital Corporation to permit:

- an illuminated freestanding sign at 120-130 Silvercreek Parkway North to be located 34m from a freestanding sign on the same property

The requested variances from the Sign By-law are recommended for approval for the following reasons:

- The sign will be replacing two existing signs which currently do not meet the required separation distance (approved through a past variance and previous Sign By-law);
- The request is reasonable given that the proposed freestanding sign will not front the same street as the other freestanding sign which is 34m away;
- The sign will assist the public by identifying the tenants of the property;
- The sign complies with all other regulations; and;
- The proposed sign should not have a negative impact on the streetscape or surrounding area and is not in close proximity to residential uses.

Financial Implications

Not applicable

Report

The subject property is located in a Specialized Community Commercial (CC-6) Zone. Table 2, Row 2 of the City of Guelph Sign By-law Number (1996)-15245, as amended, requires that there be a minimum separation distance of 120m between freestanding signs on the same property in any Community Commercial Zone.

Signs Galore Inc. has submitted a sign by-law variance application on behalf of Strathallen Capital Corp. to permit an illuminated freestanding sign at 120-130 Silvercreek Parkway North to be located 34m from a freestanding sign on the same property (see "Attachment 2 – Sign Variance Drawings").

The requested variance is as follows:

	By-law Requirements	Request
Minimum required separation distance between signs	120m for freestanding signs on the same property	34m from a freestanding sign on the same property

The requested variances from the Sign By-law are recommended for approval for the following reasons:

- The sign will be replacing two existing signs which currently do not meet the required separation distance (approved through a past variance and previous Sign By-law);
- The request is reasonable given that the proposed freestanding sign will not front the same street as the other freestanding sign which is 34m away;
- The sign will assist the public by identifying the tenants of the property;
- The sign complies with all other regulations; and;
- The proposed sign should not have a negative impact on the streetscape or surrounding area and is not in close proximity to residential uses.

Financial Implications

Not applicable

Consultations

Not applicable

Corporate Administrative Plan

Overarching Goals

Service Excellence

Service Area Operational Work Plans

Our Services - Municipal services that make lives better

Attachments

ATT-1 Location Map
ATT-2 Sign Variance Drawings

Departmental Approval

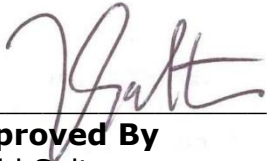
Not applicable

Report Author

Bill Bond
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Approved By:

Patrick Sheehy
Program Manager – Zoning



Approved By

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General Manager
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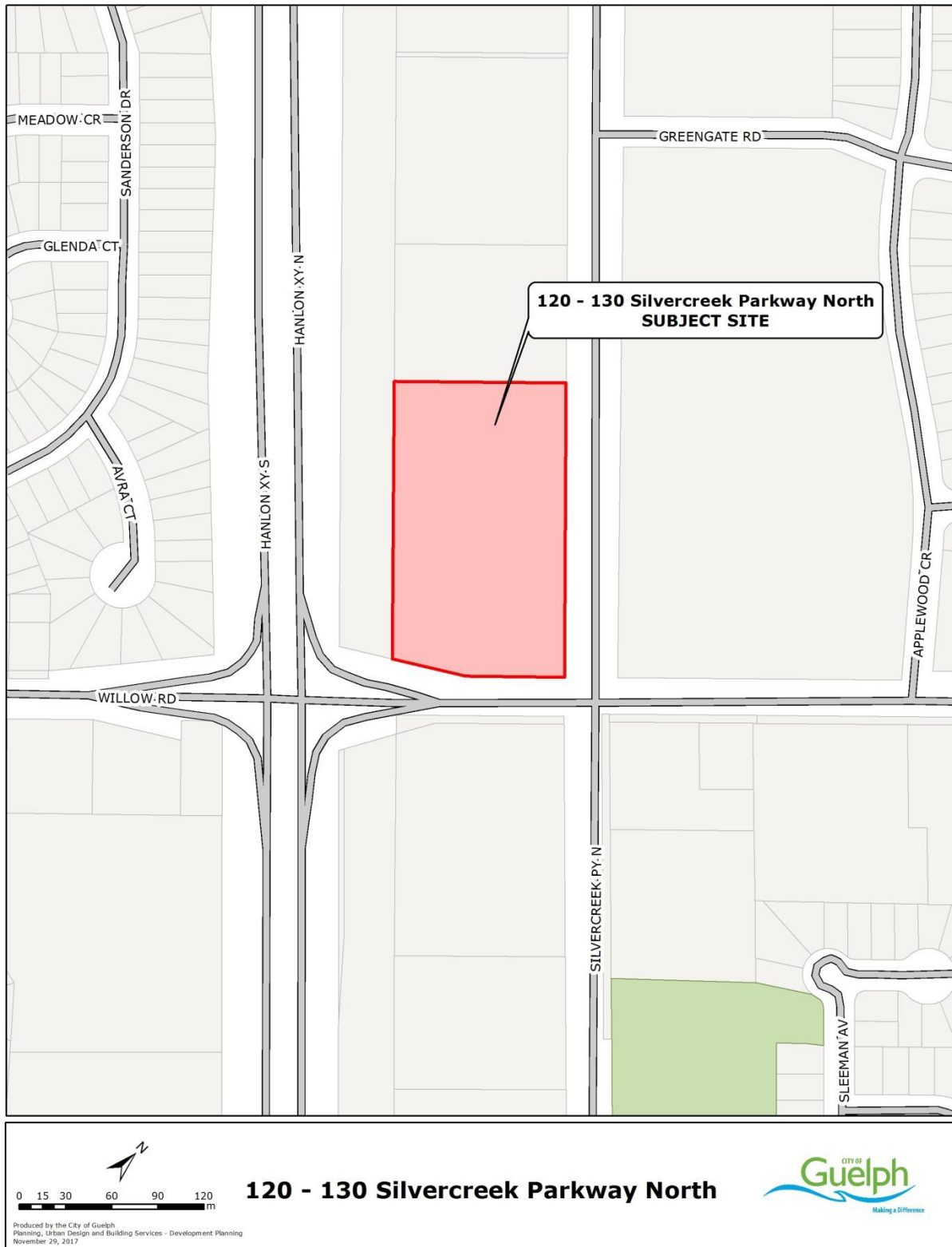
Rob Reynen
Chief Building Official



Recommended By

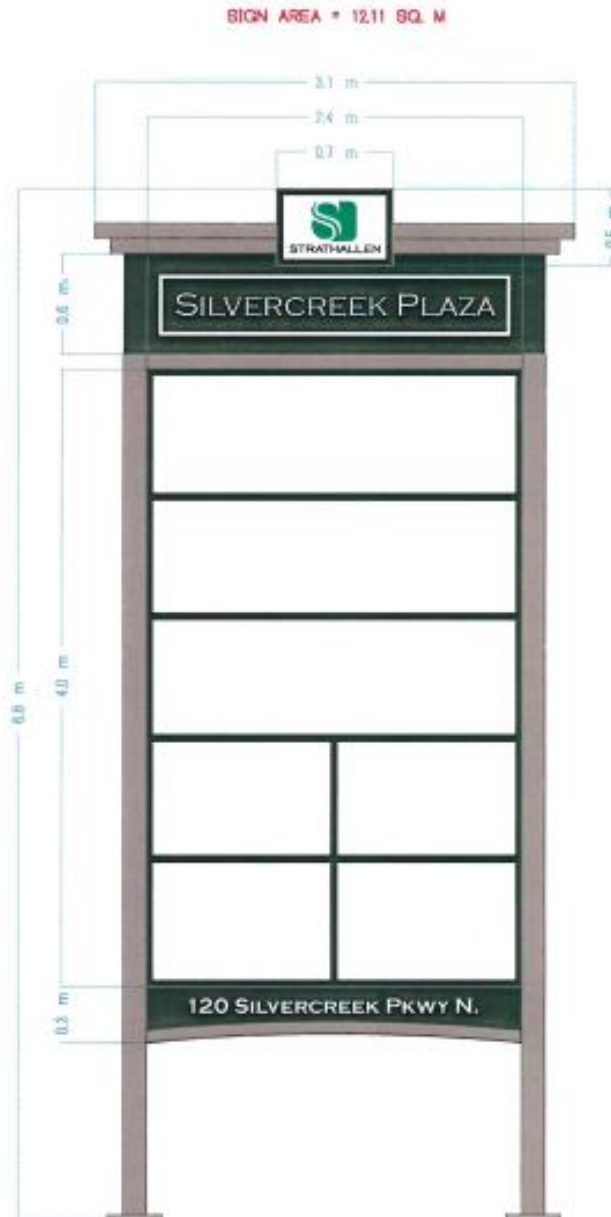
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ATT-1 - Location Map



ATT-2 - Sign Variance Drawings (Provided by the applicant)

Proposed illuminated freestanding sign at 120-130 Silvercreek Parkway North to be located 34m from a freestanding sign on the same property



Proposed sign location



Staff Report



To **Committee of the Whole**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, January 15, 2018

Subject **Sign By-law Variance – [111-193 Silvercreek Parkway N.](#)**

Report Number IDE- 2018-06

Recommendation

1. That the request for a variance from Table 2, Row 13 of Sign By-law Number (1996)-15245, as amended, to permit a menu board with a height of 2.43m above the adjacent roadway and sign face of 4.5m² on the property of 111-193 Silvercreek Parkway North, be approved.

Executive Summary

Purpose of Report

To advise Council of a Sign By-law variance request at [111-193 Silvercreek Parkway N.](#)

Key Findings

The subject property is located in a Specialized Community Commercial (CC-9) Zone. Table 2, Row 13 of Sign By-law Number (1996)-15245, as amended, restricts menu boards to a maximum sign area of 2.3m² and a maximum height of 2m above an adjacent roadway in any Community Commercial Zone.

Kwik Signs has submitted a sign by-law variance application on behalf of Strathallen Capital Corporation to permit:

- a menu board with a height of 2.43m above the adjacent roadway and sign face of 4.5m² on the property of 111-193 Silvercreek Parkway North; and

The requested variances from the Sign By-law are recommended for approval for the following reasons:

- The menu board is part of a new corporate standard and is consistent with other new menu boards that have been approved through this process;
- The menu board will be behind the new building and will therefore have no visual impact from the street; and
- The proposed sign should not have a negative impact on the streetscape or surrounding area and is not in close proximity to residential uses.

Financial Implications

Not applicable

Report

The subject property is located in a Specialized Community Commercial (CC-9) Zone. Table 2, Row 13 of Sign By-law Number (1996)-15245, as amended, restricts menu boards to a maximum sign area of 2.3m² and a maximum height of 2m above an adjacent roadway in any Community Commercial Zone.

Kwik Signs has submitted a sign by-law variance application on behalf of Strathallen Capital Corporation to permit a menu board with a height of 2.43m above the adjacent roadway with a sign face of 4.5m². (see "Attachment 2 – Sign Variance Drawings").

The requested variances are as follows:

Menu board

	By-law Requirements	Request
Maximum height permitted above an adjacent roadway	2m	2.43m
Maximum sign face area per face (Menu boards)	2.3m ²	4.5m ²

The requested variances from the Sign By-law are recommended for approval for the following reasons:

- The menu board is part of a new corporate standard and is consistent with other new menu boards that have been approved through this process;
- The menu board will be behind the new building and will therefore have no visual impact from the street; and
- The proposed sign should not have a negative impact on the streetscape or surrounding area and are not in close proximity to residential uses.

Financial Implications

Not applicable

Consultations

Not applicable

Corporate Administrative Plan

Overarching Goals

Service Excellence

Service Area Operational Work Plans

Our Services - Municipal services that make lives better

Attachments

ATT-1 Location Map
ATT-2 Sign Variance Drawings

Departmental Approval

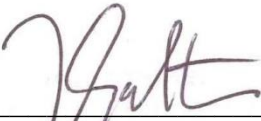
Not applicable

Report Author

Bill Bond
Zoning Inspector III/Senior By-law Administrator

Approved By:

Patrick Sheehy
Program Manager – Zoning



Approved By

Todd Salter
General Manager
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Approved By:

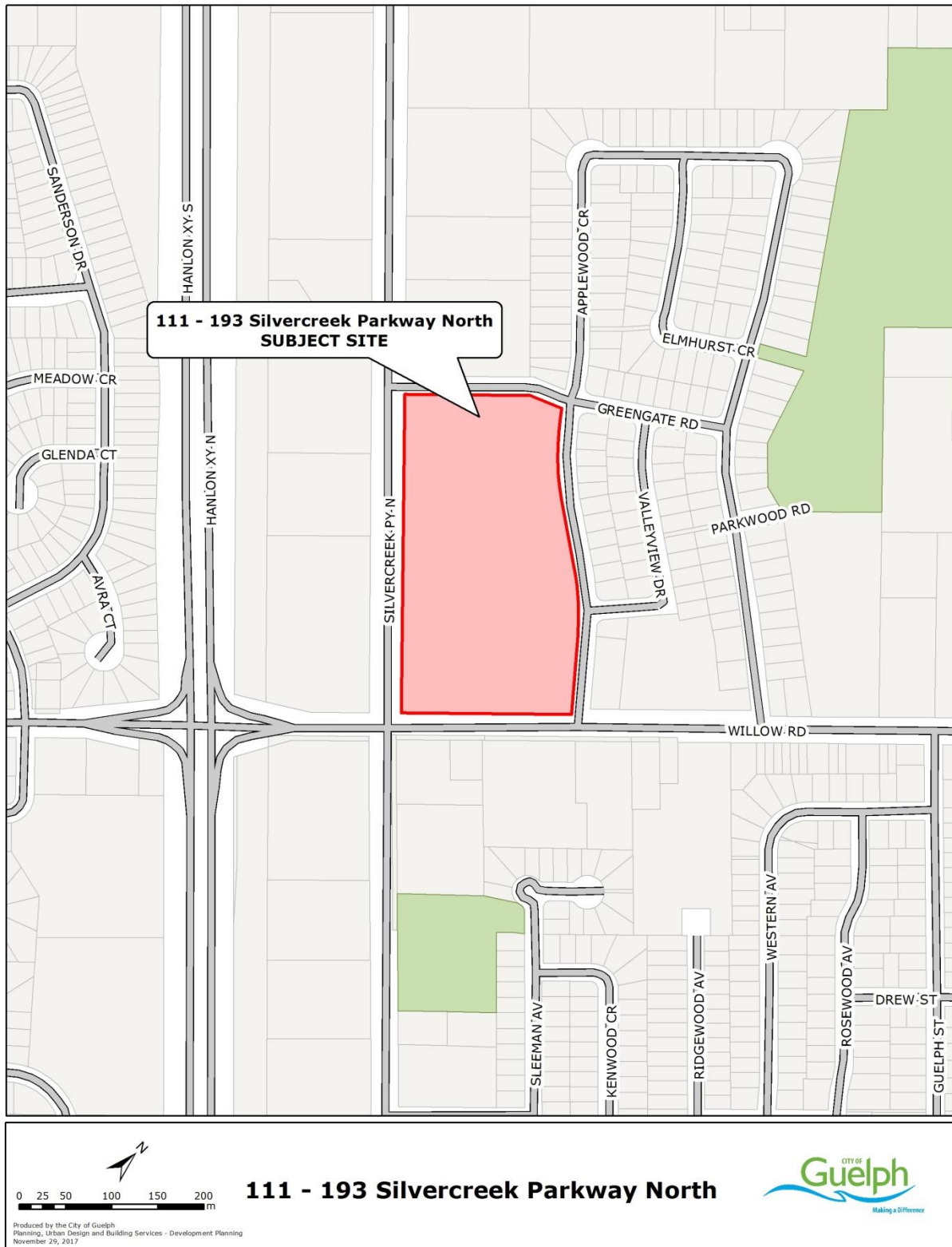
Rob Reynen
Chief Building Official



Recommended By

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ATT-1 - Location Map



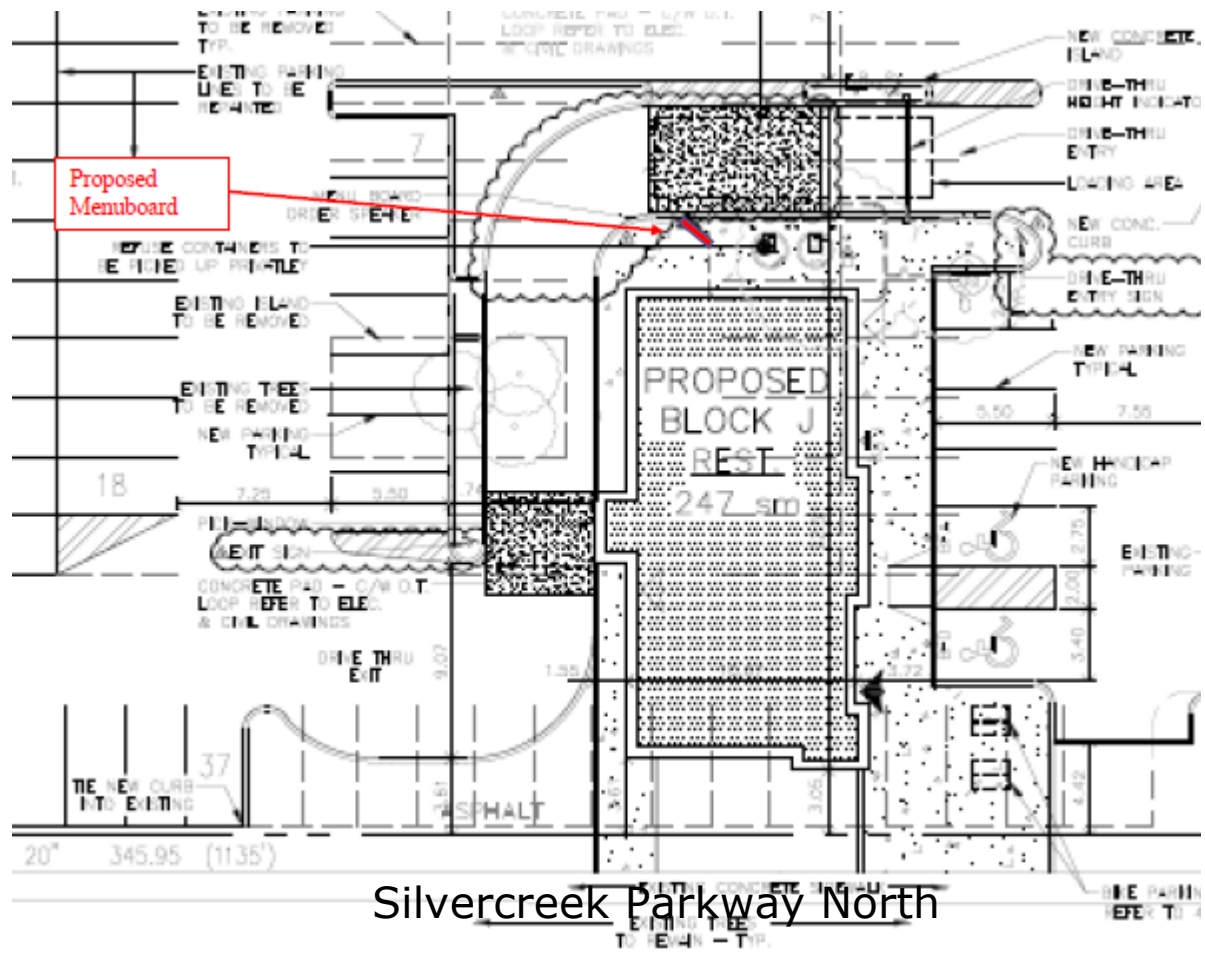
ATT-2 - Sign Variance Drawings (Provided by the applicant)

Proposed illuminated menu board with a height of 2.43m above the adjacent roadway and sign face of 4.5m²



**ATT-2 - Sign Variance Drawings
(Provided by the applicant)**

Proposed sign location



Staff Report



To **Committee of the Whole**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, January 15, 2018

Subject **55 Delhi Street: Notice of Intention to Designate Pursuant to Part IV of the Ontario Heritage Act**

Report Number IDE-2018-07

Recommendation

1. That the City Clerk be authorized to publish and serve notice of intention to designate 55 Delhi Street pursuant to Section 29, Part IV the Ontario Heritage Act and as recommended by Heritage Guelph.
2. That the designation by-law be brought before City Council for approval if no objections are received within the thirty (30) day objection period.

Executive Summary

Purpose of Report

To recommend that Council publish its intention to designate 55 Delhi Street, the former Guelph General Hospital Nurses' Residence, according to provisions of Section 29, Part IV of the Ontario Heritage Act.

Key Findings

- A property may be designated under Part IV, Section 29 of the Ontario Heritage Act if it meets one or more of the criteria used to determine cultural heritage value or interest as set out in Ontario Regulation 9/06.
- Heritage planning staff, in consultation with Heritage Guelph, have compiled a statement of significance including proposed heritage attributes of 55 Delhi Street. Staff recommends that the property meets all three criteria used to determine cultural heritage value or interest as set out in Ontario Regulation 9/06 under the *Ontario Heritage Act* and, therefore, merits individual heritage designation under the Ontario Heritage Act.

Financial Implications

Planning and Urban Design Services budget covers the cost of a heritage designation plaque.

Report

The legal owner of the property is Vesterra 55 Delhi Inc. The owner has been consulted by Heritage Planning staff and is supportive of staff's recommendation to Council.

55 Delhi Street is located on the northeast side of Delhi Street, north of Eramosa Road and directly to the southeast of the Guelph General Hospital (GGH) (Figure 1). The subject property has a total area of 2,260m². Figure 2 indicates the portion of the existing building recommended for protection through heritage designation.

The legal description of the subject property is:

Lot 34 & Part Lot 35, Plan 133, as in MS2192; S/T MS2192, S/T Right in MS2192 & Part Lot 40, Plan 133, Parts 1, 2, 3 & 4, 61R20329; T/W CS8635; Together with an easement over Part Lots 35, 36, 40 & 41, Plan 133 Des as Parts 1 to 6, 61R11415 as in WC297163; Together with an easement over Part Lots 35, 36 & 40, Plan 133 Designated as Parts 1, 3, 5, 7 & 8, 61R11415 as in WC297163 Together with an easement over Parts 1,2,3 & 4 61R11415 as in WC376481 Subject to an easement over Part 2, 61R20329 In Favour of Part Lot 40, Plan 133, Part 4, WGR50 Except Part 4, 61R20329 as in WC407498 City of Guelph.

The land upon which 55 Delhi Street is located was purchased by the Guelph General Hospital in 1906. Referred to as the "Hyde-Winstone property", the site included a house which served as the Nurses' Residence until the new residence at 55 Delhi Street was constructed in 1910. The Winstone house was subsequently removed to 63 Derry Street in the same year (Figure 14).

The new Nurses' Residence was referred to as the "Forsyth-Hepburn Home", after Mrs. Forsyth (née Hepburn) had provided funds in her will for the construction of a new residence building for the General Hospital Nurses.

Hamilton architect Stewart McPhee designed the Nurses' Residence building in Edwardian Classicism, a popular style in Canada in the early 20th century. McPhee took on William Mahoney, a local apprentice architect, to manage the project. Mahoney went on to become one of Guelph's most prolific architects of the Edwardian period.

The original portion of the building at 55 Delhi Street has design or physical value as a representative example of a major institutional building designed with architectural elements of early 20th century Edwardian Classicism. The building displays a high degree of craftsmanship and architectural design and demonstrates the work of two architects that are significant in southern Ontario and the local community (Stewart McPhee and William Mahoney respectively).

55 Delhi Street has direct historical or associative value in its contribution to the development of the Guelph General Hospital as an important institution in the city.

The original GGH Nurses's Residence building has contextual value as it is important in defining, maintaining or supporting the historical character of the Delhi Street streetscape and is functionally and historically linked to its surroundings as an important extant element of the historic Guelph General Hospital campus.

All four elevations present a building form of Edwardian Classicism with 2.5-storeys plus basement (Figures 3-9). The building was constructed on rock-faced limestone basement walls supporting the pressed red brick exterior with blue header bricks in a Flemish bond pattern in un-tinted mortar.

The building's distinctive features include its large main, side gable roof with return eaves, two projecting pedimented frontispieces, three pedimented front dormers, four pedimented rear dormers and a pedimented rear wall dormer beside a brick chimney stack. Much of the original exterior wood trim is intact including modillions under the eaves and verges. The projecting front entrance porch, balcony and paired Tuscan columns has recently been completely reconstructed to closely match the original form while satisfying Ontario Building Code standards (Figure 7). A 2-storey oriole window is located in both side gable walls (Figure 8).

On the building's interior the original wooden railing elements of the centre stairway (from basement to third floor) have been retained and restored during the recent rehabilitation of the property (Figure 10).

The land title abstracts (Attachment 5) indicate that the GGH Nurses' Residence building was sold to the Children's Aide Society in 1958. Vesterra Property Management Incorporated purchased the property from Family and Children's Services in 2013.

Financial Implications

Planning and Urban Design Services budget covers the cost of a heritage designation plaque.

Consultations

Heritage Guelph has recommended that the property known historically as the former Guelph General Hospital Nurses' Residence at 55 Delhi Street be designated under Part IV, Section 29 of the Ontario Heritage Act. At their meeting of December 11, 2017 Heritage Guelph carried the following motion:

That Heritage Guelph recommends that Council publish its intention to designate 55 Delhi Street pursuant to Section 29, Part IV the Ontario Heritage Act; and

That the following are to be considered as heritage attributes to be protected by the heritage designation by-law for 55 Delhi Street:

- all four elevations of the original Edwardian Classicism building form (2.5-storey plus basement) constructed with pressed red brick with blue headers in a Flemish bond pattern in un-tinted mortar and rock-faced limestone basement exterior walls
- main side gable roof with return eaves, two projecting pedimented frontispieces, three pedimented front dormers, four pedimented rear dormers and pedimented rear wall dormer beside brick chimney stack
- all original exterior wood trim including modillions under eaves and verges
- all original window and exterior door locations, openings and tooled stone lug window sills
- projecting front entrance porch, balcony and paired Tuscan columns
- rusticated quoins formed by recessed brick courses at corners and plinth
- front entrance door and door case with sidelights, fanlight and basket arch in red brick with projecting denticulated head band
- 2-storey oriole windows in both side gable walls
- original wooden railing elements of the centre stairway from basement to third floor including the handrail, balustrade, turned balusters and newel posts with fountain motif.

Corporate Administrative Plan

Overarching Goals

Service Excellence

Service Area Operational Work Plans

Our Services - Municipal services that make lives better

Our People- Building a great community together

Our Resources - A solid foundation for a growing city

Attachments

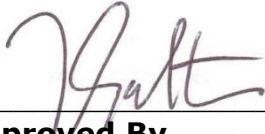
Attachment 1	Location of Subject Property
Attachment 2	Current Photos
Attachment 3	Historical Maps
Attachment 4	Historical Images
Attachment 5	Land Registry Records (Abstract Index)
Attachment 6	55 Delhi Street as Listed on Heritage Register
Attachment 7	Statement of Cultural Heritage Value or Interest
Attachment 8	Description of Heritage Attributes

Departmental Approval

Not applicable

Report Author

Stephen Robinson
Senior Heritage Planner

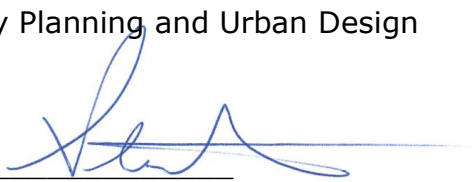



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ATTACHMENT 1

Location of Subject Property

Figure 1 - Location of subject property (Image: City of Guelph GIS)

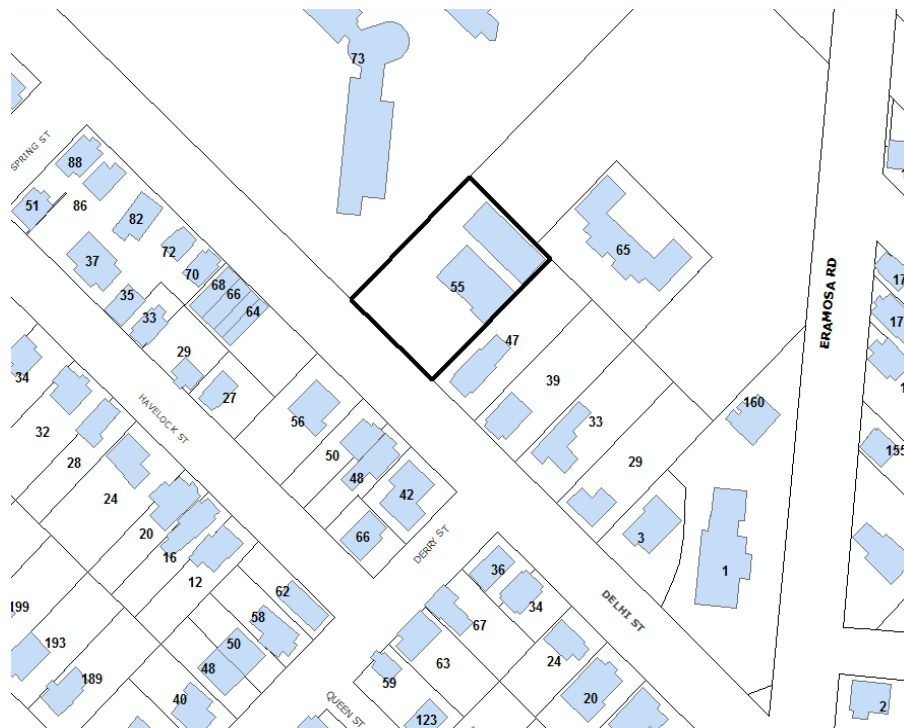


Figure 2 - Air photo with dashed white line indicating original building footprint, front verandah and stairs as the only portion of the building to be protected by the designation by-law. (Image: City of Guelph GIS)



ATTACHMENT 2

Current Photos

Figure 3 - Front facade. (Photo: City of Guelph, Planning Services)



Figure 4 - West corner. (Photo: City of Guelph, Planning Services)



Figure 5 - North corner. (Photo: City of Guelph, Planning Services)



Figure 6 - Rear dormers and chimney. (Photo: City of Guelph, Planning Services)



Figure 7 - Front porch and frontispiece. (Photo: City of Guelph, Planning Services)



Figure 8 – Two-storey oriole bay window on east gable wall.
(Photo: City of Guelph, Planning Services)



Figure 9 - Front door with basket arch, transom and sidelights.
(Photo: City of Guelph, Planning Services)



Figure 10 - Central staircase. (Photo: City of Guelph, Planning Services)



Attachment 3 Historical Maps

Figure 11 - Detail from Lots 34 & 35 on Registered Plan 133 indicating location of 55 Delhi Street. (Image: City of Guelph, Engineering Services)

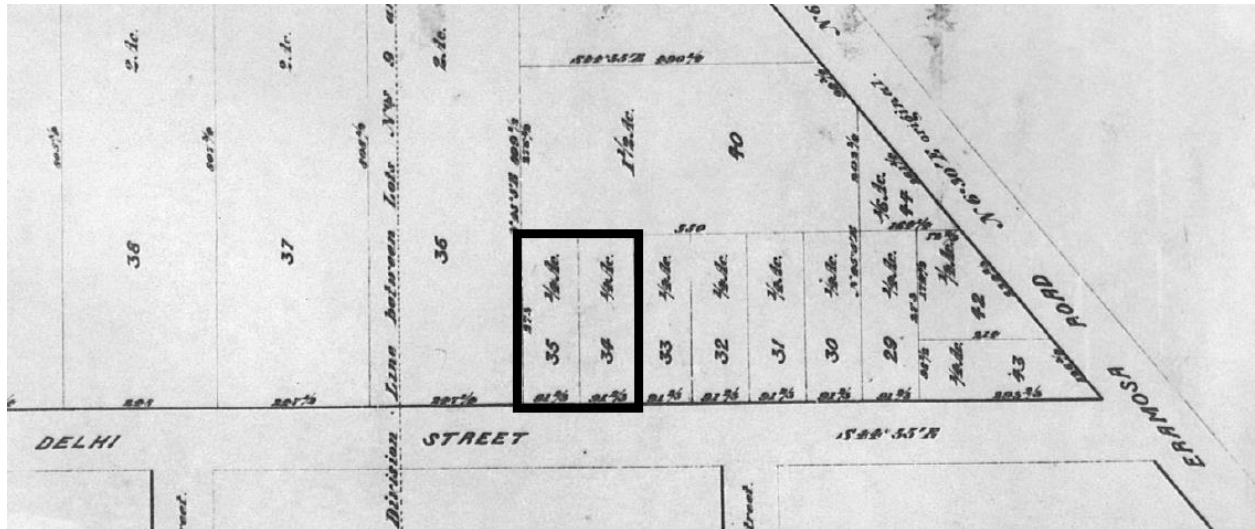


Figure 12 – Detail from 1875 Fire Insurance Plan (revised 1878) showing Guelph General Hospital location with nothing else indicated on this portion of the lot.
(Image: Guelph Civic Museum)

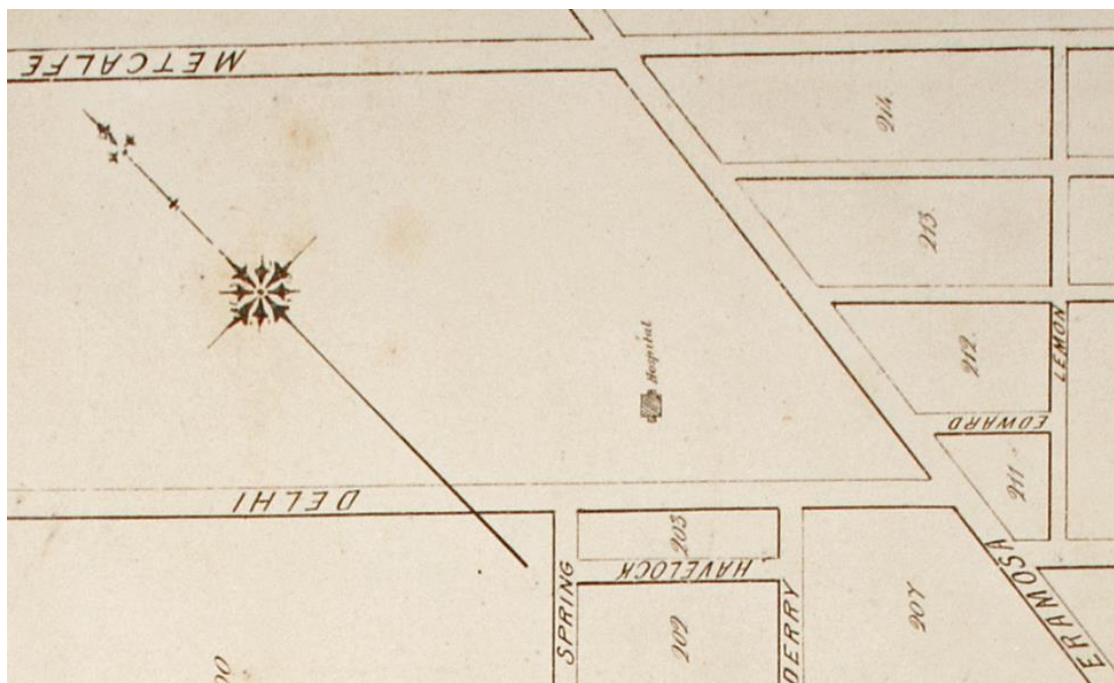


Figure 13 - Detail from Fire Insurance Plan of 1897 (revised 1911) by Charles E. Goad indicating the new Nurses' Home at 55 Delhi Street. The former Hyde-Winstone Residence (circled) was relocated to 63 Derry in 1910. (Image: Library and Archives Canada)

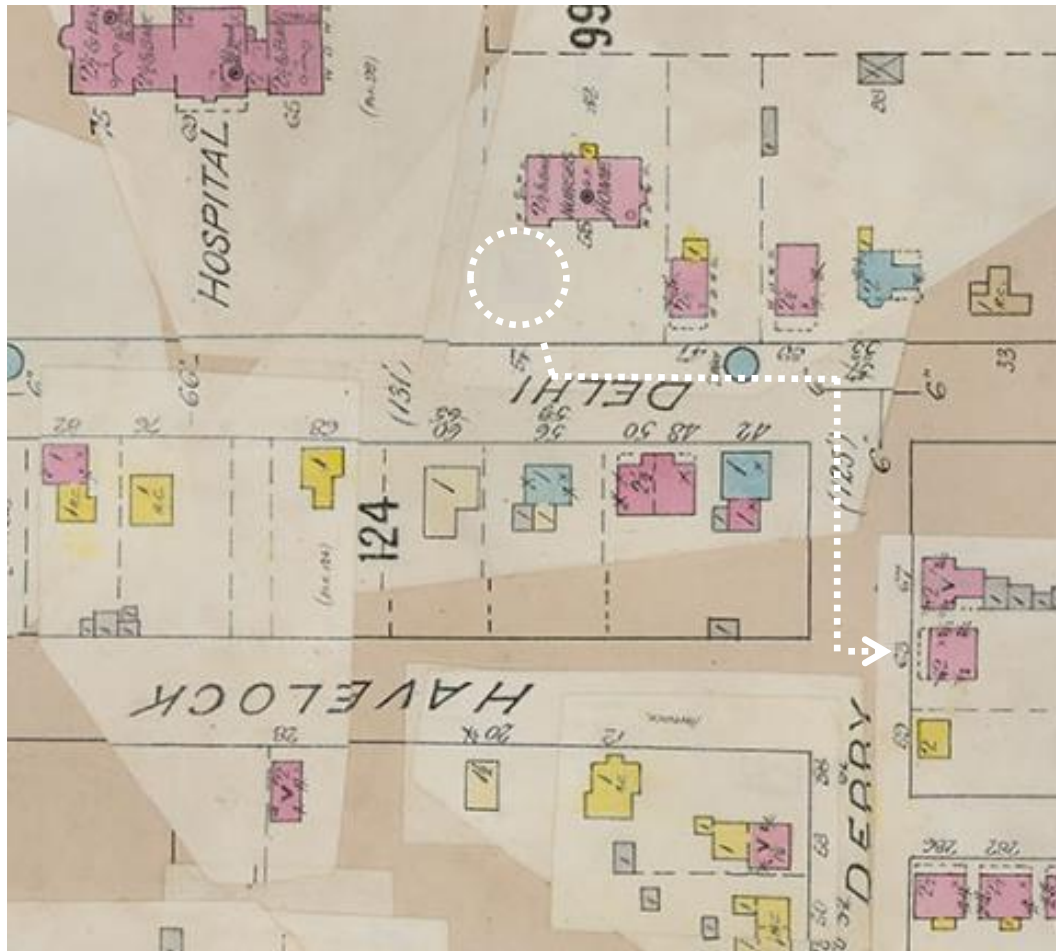


Figure 14 - 63 Derry Street c. 1975. (Image: Couling Architectural Inventory)



Figure 15 - Detail from Fire Insurance Plan 1922 (revised 1929) indicating the Nurses' Home and its context. (Image: Guelph Civic Museum)

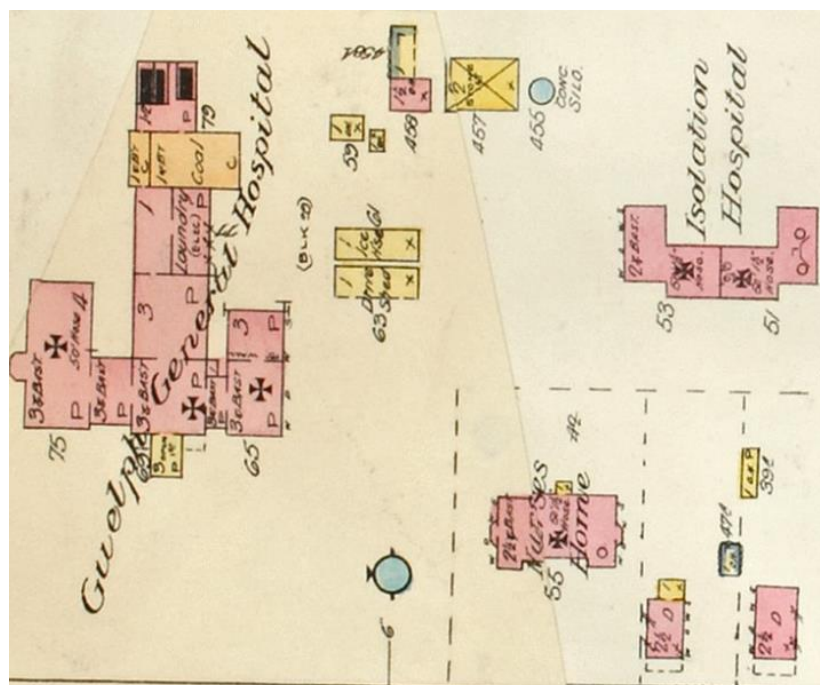
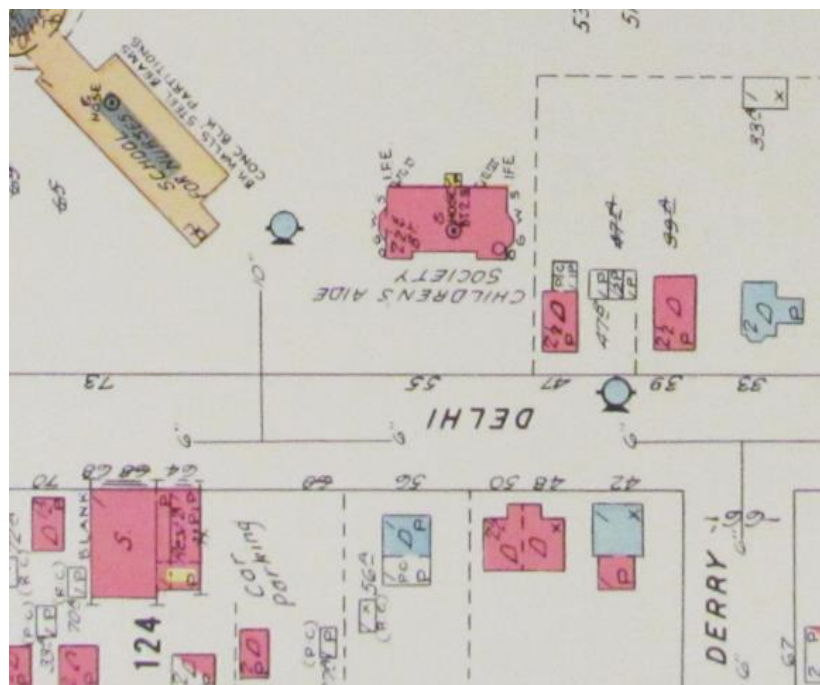


Figure 16 - Detail from Fire Insurance Plan from 1960 indicating Children's Aide Society at 55 Delhi Street. (Image: City of Guelph, Planning Services)



Attachment 4 Historical Images

Figure 17 – Detail from Postcard of Guelph General Hospital Nurses' Residence c. 1911-1921. (Image: Guelph Civic Museum)



Figure 18 - Postcard of Guelph General Hospital Nurses' Residence, 1912. (Image: Guelph Civic Museum)

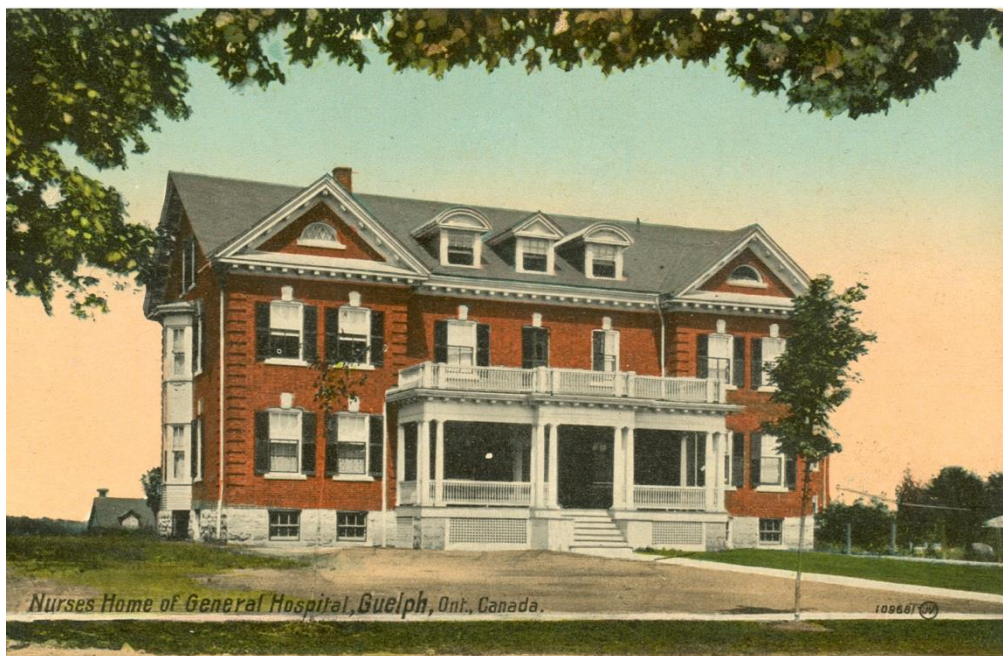


Figure 19 - Graduating Class of 1936 in front of Nurses' Residence at 55 Delhi Street. (Image: Guelph Civic Museum)



Attachment 5

Land Registry Records – Abstract Index

Lot #	Number & Instrument	Its Date	Date of Registry	Grantor	Grantee	Quantity of Land	Consideration or Amount of Mortgage	Remarks
34	3632 Bargain & Sale	14 Aug 1874	28 Aug 1874	W Clarke, James Webster, R J Stewart, Executors of George Mackenzie Stewart deceased	Ann Mitchell and Richard Mitchell Executors of Jonathan Mitchell deceased	all		others
	5022 Bargain & Sale	25 Jun 1874	24 Feb 1876	Executors John Mitchell	Fred J Chadwick	all		
	5023 Mortgage	1 Feb 1876	24 Jul 1876	Fred J Chadwick and wife	Ann Mitchell	all	\$500	
	1323 Mortgage	22 July 1879	22 July 1879	Fred J Chadwick and wife	William Hay	all	\$1,000	others
	1384 Mortgage	1 Sept 1879	15 Sept 1879	Fred J Chadwick and wife	Arundel C Hill	all	\$1,000	others
	3038 Certificate Final Order (charging order?)	29 Jan 1884	30 Jan 1884	William Hay Plaintiff	Fred Chadwick, A C Hill and others	all	Debt deferred (?) and c.	
	6267 Bargain & Sale	9 Apr 1896	10 Apr 1896	William Hay and wife	Bridget Mc Astocker	all		
	170 Bargain & Sale	2 Jun 1900	4 Jun 1900	Bridget Mc Astocker	John Arnold	all	\$75.00	
	2912 Bargain & Sale	23 Nov 1904	25 Nov 1904	John Arnold unmarried	Ephraim Winstone	all	\$250.00	
	4231 Bargain & Sale	19 Jun 1906	19 Jun 1906	Ephraim Winstone and wife	The Guelph General Hospital	all	\$2,600	others
	8635 Bargain & Sale	17 Jun 1911	21 Jun 1911	The Guelph General Hospital	The Corporation of the City of Guelph		Premises + \$1.00	right of way conditions for hospital
	13374 Mechanics Lien	4 Jun 1915	5 Jun 1915	The Bond Hardware Company Limited	The Guelph General Hospital	all	\$578.98	amt claimed except pt....[illegible]
	13408 Mechanics Lien	18 Jun 1915	18 Jun 1915	William C Tanner claimant	Guelph General Hospital	all	\$528.55	amt claimed except pt....[illegible]
	M-2192 Grant	16 Jun 1958	30 Jun 1958	Corporation of the City of Guelph	Children's Aid Society of the City of Guelph and The County of Wellington	all	Premises and \$20,000	reserving right of way and pt \$ and....others

Lot #	Number & Instrument	Its Date	Date of Registry	Grantor	Grantee	Quantity of Land	Consideration or Amount of Mortgage	Remarks
35	3632 Bargain & Sale	14 Aug 1874	28 Aug 1874	W Clarke, James Webster, R J Stewart, Executors of George Mackenzie Stewart deceased	Ann Mitchell and Richard Mitchell Executors of Jonathan Mitchell deceased	all		others
	5022 Bargain & Sale	25 Jun 1874	24 Feb 1876	Executors John Mitchell	Fred J Chadwick	all		
	5023 Mortgage	1 Feb 1876	24 Jul 1876	Fred J Chadwick and wife	Ann Mitchell	all	\$500	
	494 Bargain & Sale	16 June 1877	8 Sept 1877	Fred J Chadwick and wife	John M Hyde	all		
	495 Mortgage	11 Sept 1877	12 Sept 1877	John M Hyde and wife	Guelph and Ontario Investment and Savings Society	all	\$1,000	
	979 Discharge of Mortgage	25 July 1878	8 Aug 1878	Guelph and Ontario Investment and Savings Society	John M Hyde			mtg 495
	966 Mortgage	22 Jul 1898	22 Jul 1898	John M Hyde and wife	Guelph and Ontario Investment and Savings Society	all	\$1,500	
	1794 Bargain & Sale	21 Sept 1880	22 Sept 1880	Guelph and Ontario Investment and Savings Society	Roxanna Wait and John L Murphy	all		illegible
	6113 Deed	2 May 1898	2 May 1898	Roxanna Wait, widow	Ephraim Winstone	all		
	4231 Bargain & Sale	19 June 1906	19 June 1906	Ephraim Winstone and wife	The Guelph General Hospital	all	illegible	
	13374 Mechanics Lien	4 Jun 1915	5 Jun 1915	The Bond Hardware Company Limited	The Guelph General Hospital	all	\$578.98	amt claimed and others
	13408 Mechanics Lien	18 Jun 1915	18 Jun 1915	William C Tanner claimant	Guelph General Hospital	all	\$528.55	amt claimed and others
	M-2192 Grant	16 Jun 1958	30 Jun 1958	Corporation of the City of Guelph	Children's Aid Society of the City of Guelph and The County of Wellington	part	Premises and \$20,000	reserving right of way and pt \$ and....others

Attachment 6

55 Delhi Street as Listed on Heritage Register

ADDRESS: 55 Delhi Street	PHOTO DATE: November 11, 1999
STRUCTURE NAME:	INVENTORY DATE: Nov. 11, 1999
ORIGINAL OWNER: Municipal Hospital Board	CONST. DATE: 1910
DESIGNER: (Architect (A) Engineer (E) Landscape Architect (L))	BUILDER: Williams and Johnston
ORIGINAL USE: Nurses Residences/ Guelph General Hospital	PRESENT USE: Institutional
CURRENT OWNER & ADDRESS:	
HERITAGE DESIGNATION:	
CONSTRUCTION MATERIALS: Red pressed brick (blue headers), Flemish bond, untinted mortar.	
SIGNIFICANT FEATURES: Georgian Revival, 2 storey + attic + basement, 7 bay, gable roofs, projecting end pavilions with pediments and half-moon windows, projecting light Tuscan columned entrance porch with balcony above, tooled stone lyg sills, wide splayed flat arches with ornamental keystone, quoins formed by recessed course at corners, plinth, console brackets to eaves and verges, entrance doorcase with sidelights, fanlight and arch with projecting denticulated head band, ornamental carved and triangular pedimented dormers, sash 6/1, 2 storey orioles at ends.	



Attachment 7

Statement of Cultural Heritage Value or Interest

The subject property is being recommended for designation under Part IV of the *Ontario Heritage Act* as it meets all three of the prescribed criteria for determining cultural heritage value or interest according to Ontario Regulation 9/06 made under the *Ontario Heritage Act*. The heritage attributes of 55 Delhi Street display design/physical, historical/associative and contextual value.

CRITERIA	NOTES	SCORE
The property has design value or physical value because it...		
... Is a rare, unique, representative or early example of a style, type, expression, and material or construction method.	...is a representative example of a major institutional building designed with architectural elements of early 20 th century Edwardian Classicism	✓
... Displays a high degree of craftsmanship or artistic merit	... displays a high degree of craftsmanship and architectural design	✓
... Demonstrates a high degree of technical or scientific achievement		
The property has historical value or associative value because it...		
... Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community	...has direct associations with the development of the Guelph General Hospital as an important institution in the city.	✓
... Yields, or has the potential to yield, information that contributes to an understanding of a community or culture		
... demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community	...demonstrates the work of two architects that are significant in southern Ontario and the local community (Stewart McPhee and William Mahoney respectively).	✓
The property has contextual value because it...		
... Is important in defining, maintaining or supporting the character of an area.	... is important in defining, maintaining or supporting the historical character of the Delhi Street streetscape.	✓
... Is physically, functionally, visually or historically linked to its surroundings	... is functionally and historically linked to its surroundings as an important extant element of the historic Guelph General Hospital campus.	✓
... Is a landmark		

Attachment 8

Description of Heritage Attributes

The following elements of the property at 55 Delhi Street should be considered heritage attributes in a designation under Part IV of the *Ontario Heritage Act*:

That the following be considered as heritage attributes to be protected by the heritage designation by-law:

- all four elevations of the original Edwardian Classicism building form (2.5-storey plus basement) constructed with pressed red brick with blue headers in a Flemish bond pattern in un-tinted mortar and rock-faced limestone basement exterior walls
- main side gable roof with return eaves, two projecting pedimented frontispieces, three pedimented front dormers, four pedimented rear dormers and pedimented rear wall dormer beside brick chimney stack
- all original exterior wood trim including modillions under eaves and verges
- all original window and exterior door locations, openings and tooled stone lug window sills
- projecting front entrance porch, balcony and paired Tuscan columns
- rusticated quoins formed by recessed brick courses at corners and plinth
- front entrance door and door case with sidelights, fanlight and basket arch in red brick with projecting denticulated head band
- 2-storey oriole windows in both side gable walls
- original wooden railing elements of the centre stairway from basement to third floor including the handrail, balustrade, turned balusters and newel posts with fountain motif.

Information Report



Service Area	Infrastructure, Development and Enterprise Services
Date	Friday, November 24, 2017
Subject	Commercial Policy Review: Stage 1 Commercial Analysis and Background Report
Report Number	IDE-2017-130

Executive Summary

Purpose of Report

To release the Commercial Policy Review: Stage 1 Commercial Analysis and Background Report for information. This report provides information about the current policy context, retail trends, key stakeholder input, consumer research, commercial supply and needs analysis contained in the attached consultant's report.

Key Findings

The complete inventory of retail, service and vacant space conducted showed:

- the City currently offers approximately 785,100 square metres (8,451,000 million square feet) of commercial space, an increase from 664,500 square metres (7,153,000 square feet) in 2012 and 584,100 square metres (6,286,700 square feet) in 2008 ; and
- the current and potential supply of commercial space and land is sufficient to accommodate the demand for new commercial space to 2031 on a macro level.

It is forecast that there will be unmet demand of approximately 36,000 square metres (387,850 square feet) of commercial space by 2041.

Customer location research at five retail nodes, involving the recording of 2,250 licence plates, illustrates that the selected retail nodes have a strong customer draw from beyond the City's boundaries with an average of 42.7 per cent of collected licence plates originating from outside of Guelph.

Customer research of 400 randomly selected households showed that the City's retail space is comprehensive and reflects Guelph as an attractive shopping destination based on the high percentage of retail dollars spent in Guelph. At least 80 per cent of Guelph residents' retail dollars are spent at stores in Guelph, excluding the Furniture, Home Furnishing and Electronics category.

Key stakeholders interviewed shared the following views on commercial development trends and policies: mixed-use development, outside of the Downtown, is a challenge; opportunities exist in the east end of the City; and

opportunities exist for commercial development that are not directly impacted by e-commerce such as restaurants, and health and wellness.

Financial Implications

The Commercial Policy Review is funded through approved capital funding.

Report

Background

The City is undertaking a review of the commercial policies in the Official Plan to provide an updated commercial policy framework for the City that will meet the projected growth needs for 2031 and provide the basis to meet the needs for 2041. The last commercial policy review update was undertaken in 2006. This review will ensure the policies reflect changes in the commercial market that have occurred since 2006.

In November 2016 Council approved a Terms of Reference for the Commercial Policy Review ([IDE Report 16-84 Commercial Policy Review: Terms of Reference](#)).

The Terms of Reference outlined the following three stage process:

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

A consultant team lead by Macaulay Shiomi Howson Ltd., in association with Tate Economic Research and Brook McIlroy Inc., was hired to undertake the first two stages of the review. City staff will complete Stage 3.

Stage 1 Report Highlights

The Stage 1 Report provides information about the current policy context, retail trends, key stakeholder input, consumer research, commercial supply and needs analysis contained in the attached consultant's report (See Attachment 1).

Policy Context and Retail Trends

The current policy context was reviewed along with retail trends that were based on Canadian shopping trends, key stakeholder interviews, a licence plate survey and in-home consumer telephone survey. Provincial policies and the tightening of land supply overall is resulting in a significant change in commercial built form. Mixed use, multi storey and pedestrian oriented development is the thrust of both Provincial and City land use planning policy, however the market makes these forms of development challenging in the Guelph context. In addition the retail sector is dynamic and constantly changing in response to the marketplace.

Retail trend highlights are:

- In Canada e-commerce accounted for 2 per cent of all retail trade in 2015, up from 1.4 per cent in 2011;
- Licence plate survey results showed that selected retail nodes in Guelph have a strong customer draw from beyond the municipal boundary with an

average of 42.7 per cent of licence plates collected originating from outside of Guelph;

- According to an in-home customer telephone survey Guelph residents spend at least 80 per cent of their retail dollars at stores in Guelph, except for the Furniture, Home Furnishing and Electronics category; and
- Based on the high percentage of retail dollars spent in Guelph, the retail offering in Guelph is comprehensive and reflects the relative attractiveness of the City as a shopping destination, which has not been diminished by the new retail nodes developed in surrounding municipalities.
- Key stakeholders interviewed commented on the challenges of making mixed-use development economically viable and noted opportunities do exist in the Downtown. The stakeholders also noted opportunities exist for commercial development that is not directly impacted by e-commerce, such as restaurants, and health and wellness;

Commercial Supply and Needs Analysis

A commercial supply and needs analysis is a crucial undertaking in order to identify the amount of commercial land that currently exists, as well as identifying the amount of commercial development that would be required to serve future population and employment growth. Ensuring the quantity and suitability of commercial land is an important factor in not only servicing the needs of residents, but also current and future businesses. The outcomes of this analysis align with Business Development & Enterprises efforts to support the development of a locally serviced and diversified economy, while at the same time ensuring that land constraints in terms of development in the Downtown, Guelph Innovation District and the City as a whole are minimized. As part of the City of Guelph's Prosperity 2020, this supply and needs analysis will assist in pursuing the City's strategic directions of: Focusing on Investment and Growth and Investing in the Downtown.

The commercial land needs analysis was based on the current supply of commercial land and a residual demand analysis. The residual demand analysis applied the supply of commercial land against the demand for commercial land to determine commercial land needs. The analysis considered forecasted increases in population and the changing retail trends described earlier, including e-commerce, to forecast a total required gross floor area at five year time intervals including 2031 and 2041.

A complete inventory of retail and service space was conducted including occupied and vacant space. The supply analysis also quantified the amount of land available for commercial development as part of:

- active development applications (building permits, site plan approval, Official Plan Amendment or Zone Change application);
- potential future development (Downtown Intensification, Community Mixed-use Centre, Mixed-use Corridor (GID)); and
- vacant commercial land.

The supply analysis also used data from the Downtown and Guelph Innovation District Secondary Plans and assumed that active development applications and

undeveloped commercial lands would be developed to meet their maximum allowable commercial floor space area for areas designated commercial or mixed-use. No assumptions were made for future intensification or redevelopment within existing commercial developments. In addition no assumptions were made for the Clair-Maltby Secondary Plan area.

The supply inventory showed:

- The City of Guelph currently contains approximately 785,100 square metres (8,451,000 million square feet) of commercial space, an increase from 664,500 square metres (7,153,000 square feet) in 2012 and 584,100 square metres (6,286,700 square feet) in 2008;
- The largest concentration of commercial space is located within the Downtown with approximately 148,600 square metres (1.6 million square feet);
- There is approximately 58,700 square metres (632,300 square feet) of vacant space city-wide, representing a vacancy rate of 7.5 per cent which falls within the upper end of normal ranges for a balanced market (5.0 per cent to 7.5 per cent);
- On a per capita basis, the amount of commercial space (retail, service, vacant) per capita increased from 4.8 square metres (51.8 square feet) per capita in 2008 to 6 square metres (64.1 square feet) per capita in 2017;
- There is approximately 55,700 square metres (599,760 square feet) of commercial space that is part of an active development application;
- There is approximately 71,700 square metres (771,500 square feet) of potential on future development on downtown sites and lands designated as Community Mixed-use Centre and Mixed-use Corridor (GID); and
- There is approximately 41.4 hectares (102.4 acres) of vacant commercial land.

The needs analysis showed:

- By 2031 there is warranted demand for 198,700 square metres (2,138,700 square feet) of commercial space which will increase to 277,400 square metres (2,986,100 square feet) by 2041;
- There is sufficient undeveloped commercial land available to meet the market demand forecast to 2031. However there are not enough sufficiently sized parcels available to accommodate traditional larger neighbourhood and community functioning retail developments that typically require at least 2.8 hectares (seven acres); and
- It is forecast that there will be unmet demand of approximately 36,000 square metres (387,850 square feet) of commercial space by 2041.

Next Steps

Following receipt of the Stage 1 report, Stage 2 commences. Stage 2 of the Commercial Policy Review involves:

- Community engagement sessions to assist in the development of a commercial vision and principles for development to 2041;
- Development of Commercial Policy Framework Alternatives;

- Community engagement on the Commercial Policy Framework Alternatives; and
- Release of a Preferred Commercial Policy Framework.

Community engagement sessions are scheduled for November 29, 2017, at City Hall from 2:30 – 4:30 p.m. and 6:30 – 8:30 p.m., to assist in the development of a commercial vision and principles for the City. The session will include a presentation to provide highlights from the Stage 1 report and workshop stations to discuss participants' shopping and service experiences and preferences that will help shape the City's new vision and principles for commercial development.

Financial Implications

The Commercial Policy Review is funded through approved capital funding.

Consultations

Interviews were held with key stakeholders to determine their views on commercial development trends and policies in the city. An in-home consumer telephone survey of 400 randomly selected households was also conducted to determine Guelph residents' retail expenditures.

Key stakeholders will be notified of the public release of this Information Report and notice of its release will be included in the Guelph Tribune and on the City's website.

Corporate Administrative Plan

Overarching Goals

Service Excellence

Innovation

Service Area Operational Work Plans

Our Services - Municipal services that make lives better

Our People- Building a great community together

Our Resources - A solid foundation for a growing city

Attachments

ATT-1 [Commercial Policy Review: Stage 1 Commercial Analysis and Background Report](#)

Departmental Approval

None.

Report Author

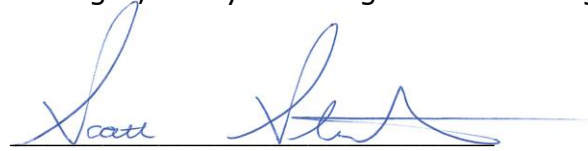
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**MATERIAL RELATED TO:
PROMOTIONAL EXPENSE ACCOUNT POLICY /MEMBERS OF COUNCIL
EXPENSES**

Related 2017 Expenses

- Councillor P. Allt Total: \$664.96
- Councillor M. Salisbury Total: \$325.00

EMAIL dated January 5 2017
FROM Betsy Puthon
TO Councillors
CC Mayor Guthrie
RE Council Budget 2017 Allocations

EXCERPT UNDER HEADING PROMOTIONAL BUDGET

The Council Office now has a dedicated Promotional Budget, which has been allocated \$7000.00. This account supports costs associated with serving on boards (approved by Council), town hall meeting space, attendance at non-training meetings, other events (such a tickets to State of the City Address, non-training related Chamber lunch and learn, etc.).

Please let me know in advance if you plan to incur costs such as booking space for a Town Hall or attend non-training meetings or events that have associated costs.
Regards,

Betsy

Betsy Puthon | Executive Assistant to the Mayor
Office of the Mayor
City of Guelph