

Staff Report



To **City Council**
Service Area Infrastructure, Development and Enterprise Services
Date Monday, January 27, 2020
Subject **Statutory Public Meeting Report
47-75 Willow Road
Proposed Zoning By-law Amendment
File: OZS19-014
Ward 3**
Report Number IDE-2020-08

Recommendation

That Report IDE-2020-08 regarding proposed Zoning By-law Amendment application (File: OZS19-014) by Black, Shoemaker, Robinson & Donaldson Ltd., on behalf of the owner, Willow Court Ltd., to permit the development of two, six storey mixed use buildings with ground floor commercial units and a total of 130 apartment units on the property municipally known as 47-75 Willow Road and legally described as Lots 6 & 7 and Part Lot 8, Registered Plan 593, City of Guelph from Infrastructure, Development and Enterprise dated January 27, 2020, be received.

Executive Summary

Purpose of Report

To provide planning information on application requesting approval of a Zoning By-law Amendment to permit the development of two, six storey mixed use buildings with ground floor commercial units and a total of 130 apartment units on the property municipally known as 47-75 Willow Road. This report has been prepared in conjunction with the Statutory Public Meeting for the application.

Key Findings

Key findings will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Financial Implications

Financial implications will be reported in the future Infrastructure, Development and Enterprise recommendation report to Council.

Report

Background

An application for a Zoning By-law Amendment has been received for the property municipally known as 47-75 Willow Road from Black, Shoemaker, Robinson & Donaldson on behalf of Willow Court Ltd. The application has been submitted to allow the development of two, six storey mixed use buildings with ground floor commercial units and a total of 130 apartment units on the subject lands. The Zoning By-law Amendment application was received by the City on December 2, 2019 and deemed to be complete on December 31, 2019.

The Zoning By-law Amendment proposes to rezone the subject lands from the current standard 'Community Commercial' (CC) Zone to a specialized 'Community Commercial' (CC-?) Zone to permit a maximum of six storeys.

Location

The subject lands are located on the northwest corner of the intersection of Willow Road and Dawson Road (see Location Map and Orthophoto in Attachment 1 and Attachment 2, respectively). The subject site has a site area of 1.01 hectares, with a frontage of 94 metres along Willow Road and 104 metres along Dawson Road. The subject site is currently developed with a single storey commercial plaza with a gross floor area of approximately 2395 square metres.

Surrounding land uses include:

- To the north, a five storey apartment building facing Dawson Road;
- To the east, across Dawson Road, a seven storey apartment building;
- To the south, across Willow Road; a two and a half storey apartment building and a small convenience commercial building; and
- To the west along Willow Road, a six storey apartment building.

Existing Official Plan Land Use Designations and Policies

The Official Plan land use designation that applies to the subject lands is "Neighbourhood Commercial Centre" (See Attachment 3). The predominant use of land within this designation is intended to be convenience and neighbourhood commercial uses within walking distance to residential areas. Multiple unit residential development is permitted in this designation within mixed use buildings. The maximum permitted height is six storeys.

Further details of the "Neighbourhood Commercial Centre" land use designation are included in Attachment 3.

Existing Zoning

The subject lands are currently zoned "Community Commercial" (CC) which permits a wide variety of commercial, retail and service uses. The existing zoning map is included in Attachment 4.

Proposed Zoning By-law Amendment

The purpose of the proposed Zoning By-law Amendment is to change the zoning from the current standard "Community Commercial" (CC) Zone to a specialized "Community Commercial" (CC-?) Zone. A specialized Community Commercial zone is required to permit the proposed mixed use buildings to be six storeys instead of the three storeys allowed in the standard zone.

The proposed Zoning is shown in Attachment 5.

Proposed Development

The applicant is proposing to redevelop the majority of the site. The portion of the existing commercial building that runs along the westerly edge of the site is proposed to be retained and is approximately 509 square metres in size. The remainder of the existing commercial building along the northerly side of the site is proposed to be demolished (approximately 1886 square metres in size).

The applicant has proposed the addition of two mixed use buildings, one located where the existing commercial is being demolished, and the second building located along the southerly site boundary, closest to the intersection of Willow Road and Dawson Road. Each building is proposed to have approximately 750 square metres of commercial space on the main floor and 65 apartment units in the upper floors.

A one level underground parking garage is proposed to accommodate the majority of the residential units, while surface parking is proposed for visitor parking and the commercial units. Access to the site is via two driveways from Willow Road and one from Willow Road.

The proposed redevelopment concept plan is shown in Attachment 6 and renderings of the proposed redevelopment are shown in Attachment 7.

Supporting Documents

The following information was submitted in support of the applications:

- Planning Justification Report, prepared by Black, Shoemaker, Robinson & Donaldson Ltd, dated November, 2019;
- Conceptual Site Plan, prepared by Edge Architects Ltd, dated November 29, 2019;
- Urban Design Brief, prepared by Black, Shoemaker, Robinson & Donaldson Ltd, dated November, 2019;
- Design Report, prepared by Edge Architects, dated November 29, 2019;
- Pedestrian Level Wind Study, prepared by RWDI, dated October 10, 2019;
- Transportation Memorandum, prepared by Salvini Consulting, dated November 26, 2019;
- Functional Servicing Report, prepared by GM Blueplan Engineering Limited, dated November 13, 2019; together with:
 - Grading and Drainage Plan;
 - Site Servicing Plan;
 - Existing Conditions and Removals Plan;
 - Truck Turning/Movement Plan.
- Noise Study, prepared by HGC Engineering Ltd., dated November 29, 2019;

- Phase I Environmental Site Assessment, prepared by Premier Environmental Services Inc., dated August 1, 2018;
- Phase II Environmental Site Assessment, prepared by Premier Environmental Services Inc., dated September 14, 2018;
- Geotechnical/Soil Report, prepared by Chung & Vander Doelen, dated September 18, 2019;
- Hydrogeological Study, prepared by GM Blueplan Engineering, dated November 2019; and,
- Noise Study, prepared by HGC Engineering Ltd., dated July 26, 2019.

Staff Review

The review of this application will address the following:

- Evaluation of the proposal against the Provincial Policy Statement and A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019);
- Evaluation of the proposal's conformity with the Official Plan land use designation and related policies;
- Review of the proposed zoning, including specialized regulations;
- Review of the built form and design of the proposed development;
- Review of traffic impacts, grading and site servicing;
- Review how the proposed development addresses applicable sections of the Community Energy Initiative; and
- Address all comments and issues raised during the review of the application.

Once the application is reviewed and all issues are addressed, a report from Infrastructure, Development and Enterprise with a recommendation will be considered at a future meeting of Council.

Financial Implications

Financial implications will be reported in the future staff recommendation report to Council.

Consultations

The Notice of Complete Application and Public Meeting was mailed on January 7, 2020 to local boards and agencies, City service areas and property owners within 120 metres of the subject lands. The Notice of Public Meeting was also advertised in the Guelph Mercury Tribune on January 9, 2020. Notice of the application has also been provided by signage on the property, which was installed on January 7, 2020. All supporting documents and drawings submitted with the application have been posted on the City's website.

Strategic Plan Alignment

Priority

Sustaining our future

Direction

Plan and Design an increasingly sustainable city as Guelph grows

Alignment

The review of this development application will include an assessment of its conformity with the policies of the City's Official Plan, which is the City's key

document for guiding future land use and development. The Official Plan's vision is to plan and design an increasingly sustainable city as Guelph grows.

Priority

Working together for our future

Direction

Improve how the City communicates with residents and delivers services

Alignment

The Public Meeting being held on the proposed development application provides the opportunity for City Council, residents and community groups to learn more, ask questions and provide comments on the proposed development.

Attachments

Attachment-1 Location Map and 120 m Circulation

Attachment-2 Aerial Photograph

Attachment-3 Official Plan Land Use Designations and Policies

Attachment-4 Existing Zoning

Attachment-5 Proposed Zoning and Details

Attachment-6 Proposed Development Concept

Attachment-7 Proposed Site Renderings

Departmental Approval

Not applicable

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Attachment 1: Location Map and 120m Circulation



Sources:
POUSER_Property (2019) [SDE feature class]. The City of Guelph, ON.
POUSER_Site (2019) [SDE feature class]. The City of Guelph, ON.
POUSER_PARKS (2019) [SDE feature class]. The City of Guelph, ON.
GISPROD_GISCA_Railway (2019) [SDE feature class]. The City of Guelph, ON.



0 25 50 100
m

Produced by the City of Guelph
Planning and Building Services - Development Planning
December 2019

**LOCATION MAP and
120m CIRCULATION AREA
47 to 75 Willow Road**



Attachment 2: Aerial Photograph



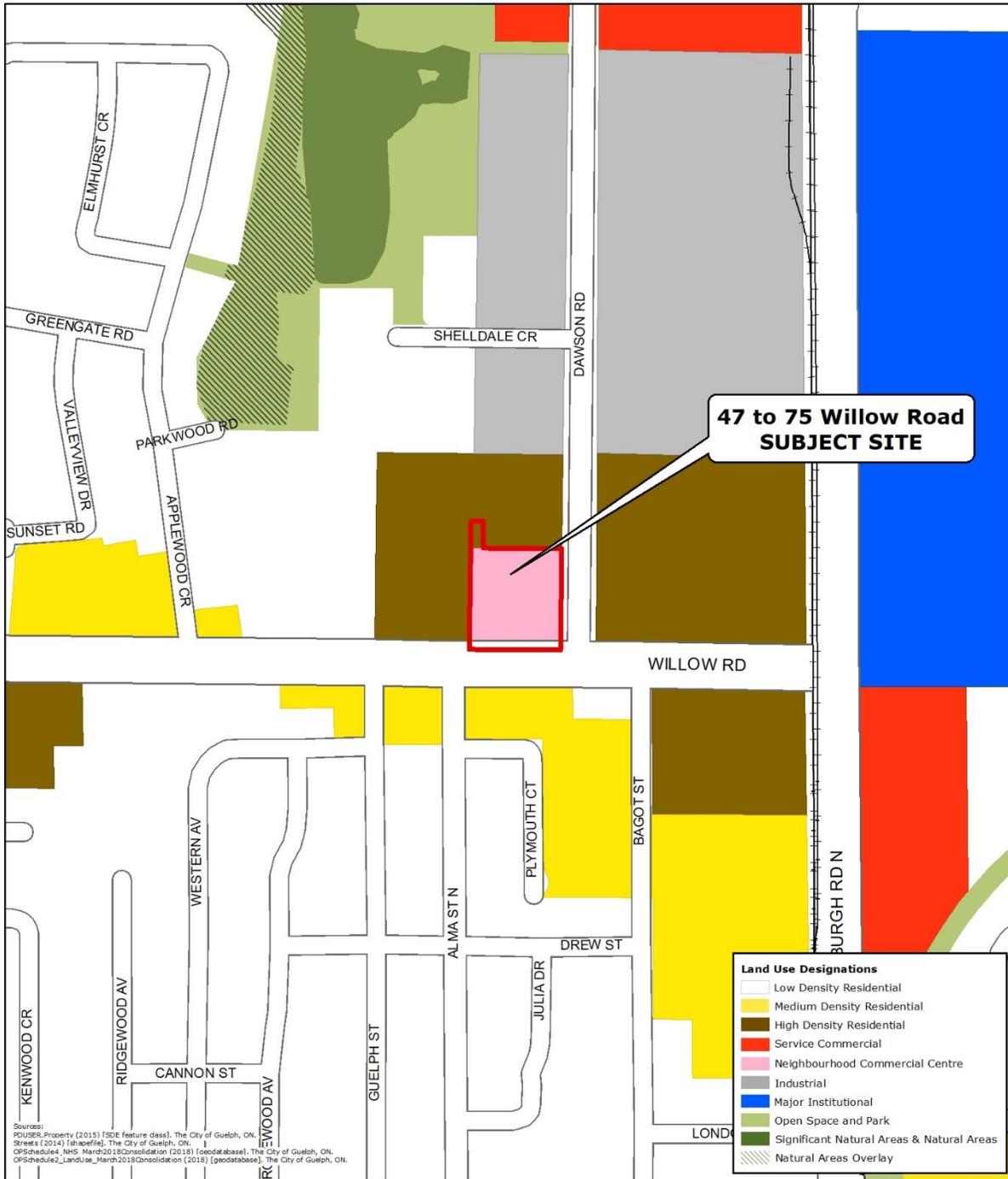
0 5 10 20 30 40 m

Produced by the City of Guelph
Planning and Building Services - Development Planning
December 2019

2019 ORTHOPHOTO 47 to 75 Willow Road

The City of Guelph logo, featuring the word 'Guelph' in a stylized green font with a blue wave-like graphic underneath, and the tagline 'Making a Difference' in a smaller font below it.

Attachment 3: Official Plan Land Use Designations and Policies



Sources:
 FDUSSC Property (2015) [SDE feature class], The City of Guelph, ON.
 Streets (2014) [shapefile], The City of Guelph, ON.
 OPSchedule4_NHS_March2018Consolidation (2018) [geodatabase], The City of Guelph, ON.
 OPSchedule2_LandUse_March2018Consolidation (2018) [geodatabase], The City of Guelph, ON.

Produced by the City of Guelph
 Planning, Urban Design and Building Services - Development Planning
 December 2019

**2001 OFFICIAL PLAN
 MARCH 2018 CONSOLIDATION
 LAND USE DESIGNATIONS
 47 to 75 Willow Road**

Attachment 3 continued:

Official Plan Land Use Designations and Policies

9.4.4 Neighbourhood Commercial Centre

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

Objectives

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

Policies

1. The Neighbourhood Commercial Centre designations on Schedule 2 recognize the existing centres within the city and identify the general location of new Neighbourhood Commercial Centres.
2. To prevent the creation of strip commercial development comprising a series of Neighbourhood Commercial Centres located adjacent to one another along a major street, it is the general requirement of this Plan that designated Neighbourhood Commercial Centres have a minimum distance separation from one another of 500 metres.
3. This Plan intends that a Neighbourhood Commercial Centre shall not be extended or enlarged to provide more than 4,650 square metres (50,000 square feet) of *gross floor area*.
4. Notwithstanding policy 9.4.4.3, the existing Neighbourhood Commercial Centres listed below will be permitted to provide a maximum of 10,000 square metres (108,000 square feet) of **gross floor area**:
 - Speedvale Avenue at Stevenson Street
 - Victoria Road at Grange Street
 - Victoria Road at York Road
 - Kortright Road at Edinburgh Road
 - Harvard Road at Gordon Street
 - Kortright Road at Gordon Street
 - Wellington Street at Imperial Road.

5. A Neighbourhood Commercial Centre as listed in policy 9.4.4.4 shall only be extended or enlarged to provide more than 10,000 square metres (108,000 square feet) of *gross floor area* by amendment to this Plan and shall require a Market Impact Study.
6. The maximum *gross floor area* of an individual retail use within a Neighbourhood Commercial Centre shall be 3,250 square metres (35,000 square feet).
7. The City will require the aesthetic character of site and building design to conform to the Urban Design policies of this Plan and applicable guidelines, and will incorporate measures into the approval of *Zoning By-laws* and Site Plans to ensure conformity.
8. Where new *development* occurs within a Neighbourhood Commercial Centre, adjacent lands will be integrated in terms of internal access roads, entrances from public streets, access to common parking areas, open space, urban squares, grading and stormwater management systems.
9. *Development* within the Neighbourhood Commercial Centre designation will be designed to be connected to the wider community by footpaths, sidewalks and bicycle systems and by the placement of buildings in close proximity to the street line near transit facilities.
10. Applications for the purpose of establishing or expanding a Neighbourhood Commercial Centre designation will be required to satisfy the following criteria:
 - i) located with direct access to an arterial or collector road, preferably at an arterial or collector road intersection;
 - ii) the location will contribute to the creation of a compact, well-defined node oriented to a major intersection and does not promote the creation of 'strip commercial' development along a major street;
 - iii) designed in a manner that is *compatible* with the building design and use of surrounding properties;
 - iv) the location shall minimize the impact of traffic, noise, signs and lighting on adjacent residential areas;
 - v) adequate site area will be provided for parking, loading and all other required facilities; and
 - vi) adequate landscaping, screening and buffering will be provided to preserve the amenities and appearance of surrounding properties.

Permitted Uses

11. The following uses may be permitted in Neighbourhood Commercial Centres, subject to the applicable provisions of this Plan:
 - i) commercial, retail and service uses;
 - ii) small-scale offices;
 - iii) community services and facilities;

- iv) *live/work*;
 - v) multiple unit residential within mixed-use buildings; and
 - vi) urban squares.
12. Vehicle sales and vehicle repair uses shall not be permitted.
13. *Development* will be planned and designed to maintain the principal commercial function. Residential uses are not permitted on the ground floor.

Height and Density

14. The maximum height is six (6) storeys.
15. Additional building height and density may be considered subject to the Height and Density Bonus provisions of this Plan.

Attachment 4 (continued):

6.2 COMMERCIAL SHOPPING CENTRE ZONES

6.2.1 PERMITTED USES

The following are permitted *Uses* within the Commercial Shopping Centre (NC, CC, and RC) *Zones*:

6.2.1.1 Neighbourhood Shopping Centre - NC Zone

Dwelling Units with permitted commercial *Uses* in the same *Building* in accordance with Section 4.15.2

- *Art Gallery*
- *Artisan Studio*
- *Club*
- *Day Care Centre* in accordance with Section 4.26
- *Dry Cleaning Outlet*
- *Financial Establishment*
- *Food Vehicle* in accordance with Section 4.30
- *Group Home* in accordance with Section 4.25
- *Laundry*
- *Library*
- *Medical Clinic*
- *Medical Office*
- *Office*
- *Personal Service Establishment*
- *Religious Establishment*
- *Restaurant*
- *Restaurant (take-out)*
- *Retail Establishment*
- *Vehicle Gas Bar*
- *Veterinary Service*

- *Accessory Uses* in accordance with Section 4.23
- *Occasional Uses* in accordance with Section 4.21

6.2.1.2 Community Shopping Centre - CC Zone

All *Uses* permitted in Section 6.2.1.1 subject to the regulations of the CC *Zone* with the following added permitted *Uses*:

- *Amusement Arcade*
- *Carwash, Automatic*
- *Carwash, Manual*
- *Commercial Entertainment*
- *Commercial School*
- *Funeral Home*
- *Garden Centre*
- *Public Hall*

- *Recreation Centre*
- *Rental Outlet*
- *Tavern*
- *Taxi Establishment*

6.2.1.3 Regional Shopping Centre - RC Zone

All *Uses* permitted in Section 6.2.1.2 subject to the regulations of the RC *Zone*.

6.2.2 REGULATIONS

Within the Commercial Shopping Centre *Zones*, no land shall be *Used* and no *Building* or *Structure* shall be erected or *Used* except in conformity with the applicable regulations contained in Section 4 - General Provisions, the regulations as set out in Table 6.2.2, and the following:

6.2.2.1 Maximum Gross Floor Area Per Unit - NC Zone 625 m².

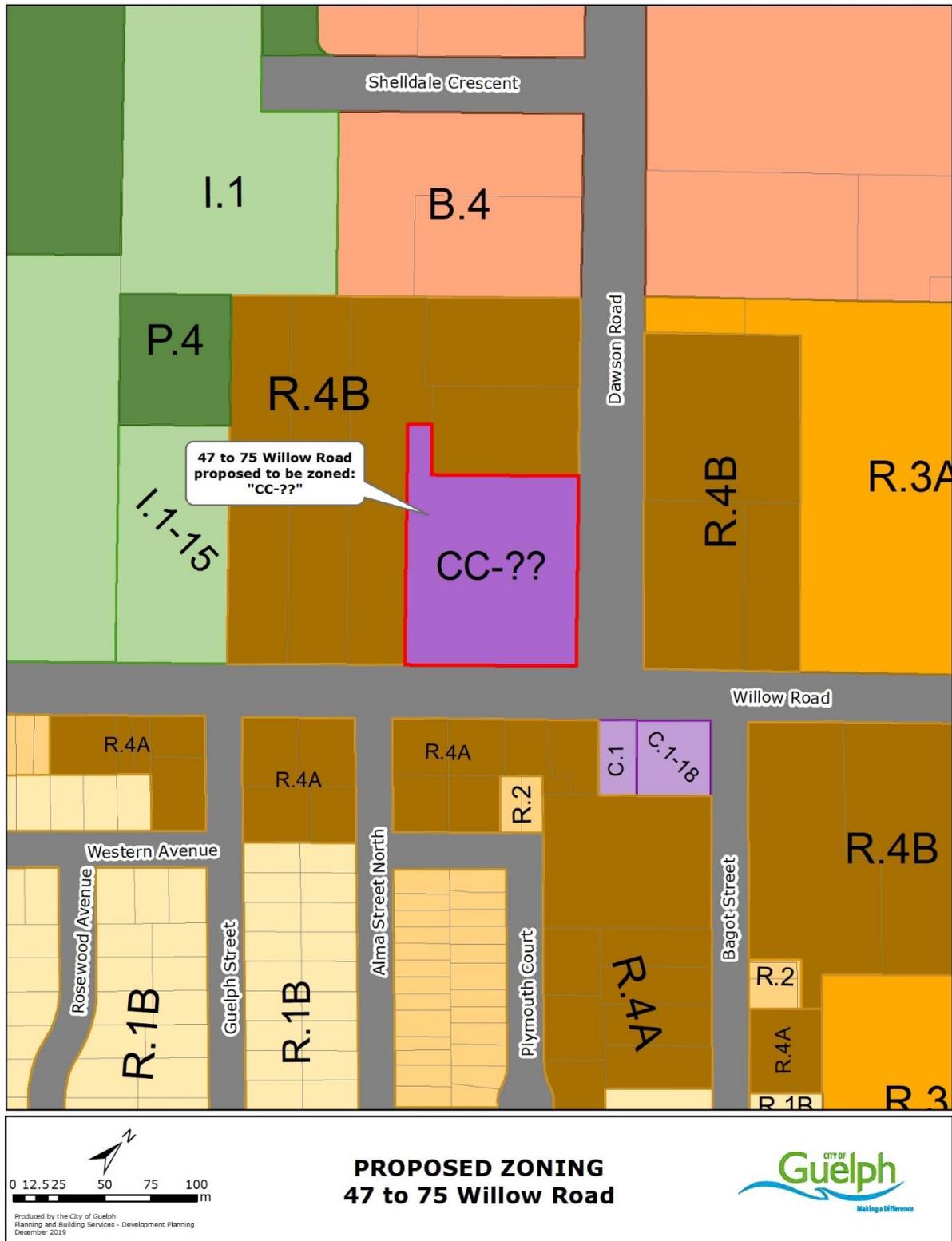
Attachment 4 (continued):

Existing Zoning Details

TABLE 6.2.2 - REGULATIONS GOVERNING COMMERCIAL SHOPPING CENTRES

Row 1	Commercial Type	Neighbourhood (NC) Shopping Centre	Community (CC) Shopping Centre	Regional (RC) Shopping Centre
2	Minimum Lot Area	2,000 m ²	7,500 m ²	100,000 m ²
3	Maximum Lot Area	7,500 m ²	50,000 m ²	--
4	Minimum Lot Frontage	30 metres	50 metres	100 metres
5	Minimum Front and Exterior Side Yard	3 metres and in accordance with Section 4.24.		
6	Minimum Side Yard	One-half the Building Height but not less than 3 metres.		10 m or twice the Building Height whichever is greater, but not less than 15 metres where a Side Yard abuts a Residential or Urban Reserve Zone .
7	Minimum Rear Yard	One-half the Building Height but not less than 3 metres.		10 m or twice the Building Height whichever is greater, but not less than 15 metres where a Side Yard abuts a Residential or Urban Reserve Zone .
8	Maximum Building Height	2 Storeys to a maximum of 10 metres and in accordance with Sections 4.16 and 4.18.	3 Storeys to a maximum of 15 metres and in accordance with Sections 4.16 and 4.18.	8 Storeys to a maximum of 30 metres and in accordance with Sections 4.16 and 4.18.
9	Minimum Gross Floor Area	--	1,875 m ²	31,250 m ²
10	Maximum Gross Floor Area	1,875 m ² and in accordance with Section 6.2.2.1.	12,500 m ²	75,000 m ²
11	Minimum Landscaped Open Space	9% of the Lot Area .		
12	Planting Area	A landscaped strip of land, 3 metres in width shall be maintained adjacent to the Street Line , except for those areas required for entry ramps.		
13	Buffer Strips	Where a NC, CC, or RC Zone abuts any Residential, Institutional, Park, Wetland, or Urban Reserve Zone , a Buffer Strip shall be developed.		
14	Off-Street Parking	In accordance with Section 4.13.		
15	Off-Street Loading	In accordance with Section 4.14.		
16	Enclosed Operations	In accordance with Section 4.22.		
17	Accessory Buildings or Structures	In accordance with Section 4.5.		
18	Garbage, Refuse Storage and Composters	In accordance with Section 4.9.		
19	Fences	In accordance with Section 4.20.		

Attachment 5: Proposed Zoning and Details



Attachment 5 continued:

Proposed Zoning Details

Specialized CC-? (Community Commercial) Zone

Regulations

In accordance with Section 4 (General Provisions) and Section 6.2 and Table 6.2.2 (Regulations Governing Commercial Shopping Centres) of Zoning By-law (1995)-14864, as amended, with the following exception:

- To permit a maximum building height of 6 storeys where 3 storeys is currently permitted.

Attachment 7:
Proposed Site Renderings

Rendering of proposed buildings front and side, from Willow/Dawson intersection at ground level, looking northwest:



Rendering of proposed buildings, from Willow/Dawson intersection with an aerial viewpoint, looking northwest:

