

Staff Report



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| To | City Council |
| Service Area | Infrastructure, Development and Environment |
| Date | Tuesday, July 15, 2025 |
| Subject | Decision Report 105 Elmira Road North Proposed Official Plan Amendment and Zoning By-law Amendment File OZS25-003 |

Recommendation

1. That the application from GSP Group on behalf of Killam Apartment Subsidiary II Limited Partnership and HIP for an Official Plan Amendment to change the Zoning from the current "Neighbourhood Commercial Centre" designation to a site specific "Medium Density Residential" designation, and a Zoning By-law Amendment to change the zoning from the current "Neighbourhood Commercial Centre" with a municipal services holding provision (NCC (H12)) Zone (2023 – 20790) to a "Site-specific Medium Density Residential" (RM.6-30) Zone to permit the proposed development on the lands municipally known as 105 Elmira Road North be approved in accordance with Attachments 3 and 4 of the Infrastructure, Development and Environment Services Report 2025-336, dated July 15, 2025

Executive Summary

Purpose of Report

To provide planning information on the Official Plan and Zoning By-law Amendment applications submitted for the lands municipally known as 105 Elmira Road North to permit the development of a 6 storey, 124 unit apartment building. This report has been prepared in conjunction with the Statutory Public Meeting for the applications.

Key Findings

Planning staff support the proposed amendments as they align with the Provincial Planning Statement and the City's Official Plan. Following feedback received from the public meeting and from staff, the applicant has reduced the unit count by two to accommodate the inclusion of two 3 bedroom units. Staff are supportive of the proposed changes and the requested site-specific zoning provisions.

Staff's opinion is outlined in more detail in Attachment-8 Staff Review and Planning Analysis, and Attachment-9 Departmental and Agency Comments.

Strategic Plan Alignment

The review of this development application will align with the City Building theme in the 2024-2027 strategic plan. The review 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.

Future Guelph Theme

City Building

Future Guelph Objectives

City Building: Improve housing supply

Financial Implications

As the City grows, each new unit added in Guelph has a budget impact.

As outlined in the [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#), as the city grows, there are new operating and capital costs that are required to support this growth. Council should anticipate with each new residential unit or job created in the city in the short- to medium-term (10 to 15 years), that it will mean tax levy and rate pricing increases. This study demonstrates that higher-density growth mitigates tax and rate pressures over time, as this is the most cost-effective use of land and drives the highest taxation revenue per acre. There may be other social and economic benefits of the development to consider, and Council should continually weigh the potential City budget increase against the broader value proposition of any given development.

Report

Background

An application for an Official Plan and Zoning By-law Amendment has been received for the property municipally known as 105 Elmira Road North from GSP Group on behalf of the owners, Killam Apartment Subsidiary II Limited Partnership and HIP Investments Inc. The Official Plan and Zoning By-law Amendment application was received by the City on February 11, 2025, and was deemed complete on March 18, 2025.

Location

The subject lands are located on the north corner of the Elmira Road North and Willow Road intersection. The subject lands are municipally known as 105 Elmira Road North (see Attachment-1 Location Map and 120 m Circulation and Attachment-2 Aerial Photograph).

The subject lands currently have an area of 9,709 square metres with 64.6 metres of frontage along Elmira Road North and 126.1 metres of frontage along Willow Road. The site is currently vacant.

Surrounding land uses include:

- To the north: single-detached dwellings;
- To the east: a park, public school, and single-detached dwellings;

- To the south: single-detached dwellings, a wooded trail, and further south a rail line and commercial uses;
- To the west: single-detached dwellings and a wooded trail area.

Official Plan Land Use Designations and Policies

The Official Plan land use designation that currently applies to the subject lands is Neighbourhood Commercial Centre. This land use designation permits commercial, retail, and service uses, including small-scale offices, community services and facilities, and live/work uses, as well as multiple unit residential within mixed-use buildings and urban squares.

Further details on the land use designation and policies can be found in Attachment-9 Staff Review and Planning Analysis. Official Plan mapping can be found in Attachment-5 Official Plan Designation

Proposed Official Plan Amendment

The applicant is proposing to change the land use designation from the existing Neighbourhood Commercial Centre to a Medium Density Residential land use designation. Further, the applicant requests a site-specific policy to the Medium Density Residential designation to permit a maximum density of 130 units per hectare whereas Section 9.3.3.3 permits a maximum density of 100 units per hectare.

Details of the proposed Official Plan Amendment are included in Attachment-3 Recommended Official Plan Amendment.

Existing Zoning

The Comprehensive Zoning By-law (2023) - 20790 zones the property as Neighbourhood Commercial Centre (NCC). The Neighbourhood Commercial Centre permits a range of residential, retail, office, hospitality, service, and community uses. An H12 holding provision also applies to the lands, where the intent is to ensure municipal services are adequate and available prior to the construction of new buildings and/or additional residential development of the lands.

The existing zoning for the Subject Lands is shown in Attachment-6 Existing Zoning.

Proposed Zoning By-law Amendment

The purpose of the Zoning By-law Amendment is to change the zoning from the current Neighbourhood Commercial Centre (NCC) Zone (2023-20790) to a Site-specific Medium Density Residential 6 (RM.6-30) Zone to facilitate the proposed apartment building. These site-specific provisions would permit the following:

- A maximum density of 130 units per hectare, whereas Table 6.28 permits a maximum of 100 units per hectare;
- A minimum front yard setback of 4.3 metres, whereas Table 6.29 requires a minimum of 6.0 metres;
- A maximum exterior side yard angular plane of 46 degrees, whereas Section 4.14.4 permits a maximum of 45 degrees;
- A maximum interior side yard angular plane of 49 degrees, whereas Table 6.31 permits a maximum of 45 degrees adjacent to an RL.1 zone;
- A maximum building length of 79.9 metres, whereas Table 6.30 permits a maximum of 75 metres for a building within 15 metres of a street;

- The provision of one active entrance on the street line along Elmira Road North, whereas Table 6.30 requires one active entrance per 30 metres of the street line (in this case, two entrances);
- To amend the definition of active entrance to include sliding patio doors where a key access is provided;
- A minimum common amenity area of 8.06 square metres per unit, whereas Table 6.30 requires a minimum of 20 square metres per unit;
- A minimum private amenity area of 7 square metres per unit, whereas the RM.6 zone does not ordinarily require private amenity area for apartment dwelling units;
- A minimum landscaped open space requirement of 35 per cent, whereas Table 6.29 requires a minimum of 40 per cent;
- A parking rate of 1.14 parking spaces per dwelling unit (142 total parking spaces proposed), whereas Table 5.3 requires a parking rate of 1.5 spaces per dwelling unit for the first 20 units plus 1.25 parking spaces per dwelling unit in excess of 20 units (160 total parking spaces required);
- A minimum visitor parking requirement of 7 per cent of the total parking (10 total visitor spaces proposed), whereas Table 5.3 requires a minimum of 20 per cent;
- A maximum of 100 per cent of the residential parking spaces to be provided through surface parking for a lot larger than 9K square metres, whereas Section 5.2.2 permits a maximum of 75 per cent;
- A minimum parking setback of 2.5 metres from a non-habitable room, whereas Section 5.2.2 requires a minimum of 3.0 metres from a habitable room; and,
- A minimum designated electric vehicle parking rate of 79 per cent, whereas Section 5.9 requires a minimum of 80 per cent.

Details of the proposed zoning are included in Attachment-4 Recommended Zoning.

Proposed Development

The proposed Official Plan and Zoning By-law Amendment is to permit a six-storey apartment with 124 units on the subject lands. Vehicular access is proposed from Willow Road accompanied by a total of 142 surface parking spaces, including 10 visitor spaces and 6 accessible spaces. 139 bicycle parking spaces are also included, with 126 long-term spaces located indoors and 13 short-term spaces located outdoors. The proposed site plan can be viewed in Attachment-7 Conceptual Site Plan and renderings.

Supporting Documents

The following information was submitted in support of the application:

- Planning Justification Report, prepared by GSP Group, dated January 2025
- Urban Design Brief, prepared by GSP Group, dated January 2025
- Pedestrian Wind Letter of Opinion, prepared by Gnobi Consulting Inc., dated January 2025
- Transportation Impact Brief, prepared by C.F. Crozier & Associates Inc., dated March 2025
- Feasibility Noise Study, prepared by GHD, dated March 2025
- Phase One Environmental Site Assessment, prepared by Chung & Vander Doelen Engineering, dated December 2024

- Functional Servicing and Stormwater Management Report, prepared by MTE Consultants, dated March 2025
- Geotechnical Investigation, prepared by Chung & Vander Doelen Engineering, dated January 2025
- Groundwater Level Monitoring Program, prepared by Chung & Vander Doelen Engineering, dated January 2025
- Hydrogeological Investigation – Preliminary Summary, prepared by Chung & Vander Doelen Engineering, dated March 2025
- Commercial Function Study, prepared by Tate Research, dated October 2024
- CFS Peer Review response, Prepared by Tate Research, dated February 2025
- Property Survey 61M-68, dated August 2002
- Existing Conditions Plan, prepared by MTE Consultants, dated March 2024
- Site Plan, prepared by ABA Architects, dated June 2025
- Functional Site Grading and Servicing Plan, prepared by MTE Consultants, dated January 2025
- Architectural Drawings, prepared by ABA Architects, dated January 2025
- Tree management Plan, prepared by GSP Group, dated January 2025
- Preliminary Landscape Plan, prepared by GSP Group, dated January 2025
- Sign Rendering Drawing, prepared by ABA Architects, dated January 2025.
- Comment Response Matrix, prepared by GSP Group, dated June 2025.

Staff Review

The review of these applications addressed the following:

- Evaluation of the proposal for conformity and consistency with Provincial policy and legislation, the 2024 Provincial Planning Statement.
- Evaluation of the proposal's conformity with the Official Plan and the proposed changes to the Official Plan designation.
- Review of the proposed zoning, including the need for specialized regulations.
- Review of the proposal's land use compatibility with adjacent and established land uses.
- Review of the proposed site layout, built form, parking, and site servicing.
- Review of supporting documents submitted with the development applications.
- Review how the proposed development addresses applicable sections of the Community Energy Initiative update.
- Review alignment with the City's Affordable Housing Strategy.
- Address comments and issues raised during the review of the application.

Staff's review can be found in full in Attachment-8 Staff Review and Planning Analysis.

Financial Implications

As the city grows, there are new operating and capital costs that are required to support this growth. It is not possible for staff to identify the quantum and timing of these budget impacts at the time of development application, but it needs to be recognized, that as the City grows, so do the City services. As outlined in the [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#), Council should anticipate with each new residential unit or job created in the city in the short- to medium-term (10 to 15 years), that it will mean tax levy and rate pricing increases.

The following shows the revenue and cost implications for the addition of 130 new residential dwelling units. These are estimates only, based on current rates and assessment values. Actuals will vary.

Expenses:

The City will be required to extend existing City services to these new residents / businesses at the time of occupancy. The City needs to account for the cost of providing these extended services and does so through the multi-year budget based upon forecasted estimated population growth. Each budget year, there is a review of the actual demand on services and adjustments are made through the confirmation budget process. Further, the City has or will need to invest in the growth-enabling capital servicing infrastructure necessary for the decision before Council. Growth costs are not fully funded by development revenue and have an impact on the City's budget. For more information on the cost of growth and how it is funded, the City's financial Growth Strategy is provided on the [budget website](#).

Revenues:

Estimated Annual Property Taxes: \$427 thousand. This is the new tax revenue that the City can use to fund the new operating service and asset replacement costs required to serve this new population.

Estimated Development Charge impacts: \$4.6 million. Development charges may be subject to a number of provincially legislated exemptions, discounts and reductions which require property tax and utility rate contributions to subsidize lost revenues. Exemptions, discounts, or other reductions will be determined at the time of building permit issuance.

Estimated Community Benefit Charge impacts: \$120 thousand.

Estimated Parkland Dedication or Parkland Payment in Lieu: Parkland dedication or cash-in-lieu may be required and will be assessed through a valuation acquired at the time of building permit.

Consultations and Engagement

The Notice of Complete Application and Public Meeting was mailed to local boards and agencies, City service areas and property owners within 120 metres of the subject lands on April 3, 2025. The Notice of Public Meeting was also advertised on the City of Guelph's website and in Guelph Today (City Information section) on April 11, 2025. Notice of the applications have also been provided by signage on the property, which was installed on April 1, 2025. A notice of Decision meeting was e-mailed to interested parties on June 19, 2025. All supporting documents and drawings received with the applications have been posted on the City's website.

Several comments from the public have been received and are addressed in Attachment-8 Staff Review and Planning Analysis.

Final comments from local boards and agencies and City service areas are included in Attachment-9 Departmental and Agency Comments.

Attachments

Attachment-1 Location Map and 120 m Circulation

Attachment-2 Aerial Photograph

Attachment-3 Recommended Official Plan Amendment No. 108

Attachment-4 Recommended Zoning
Attachment-5 Existing Official Plan Designation
Attachment-6 Existing Zoning
Attachment-7 Conceptual Site Plan and Renderings
Attachment-8 Staff Review and Planning Analysis
Attachment-9 Departmental and Agency Comments
Attachment-10 Public Notification Summary

Departmental Approval

Chris DeVriendt, MCIP, RPP, Manager of Development Planning

Report Author

Eric Rempel, Development Planner

This report was approved by:

Krista Walkey, MCIP, RPP
General Manager, Planning and Building Services
Infrastructure, Development and Environment
519-822-1260 extension 2395
krista.walkey@guelph.ca

This report was recommended by:

Jayne Holmes, P.Eng, PMP
Deputy Chief Administrative Officer
Infrastructure, Development and Environment
519-822-1260 extension 2248
jayne.holmes@guelph.ca