

Staff Report



To City Council
Service Area Infrastructure, Development and Environment
Date Wednesday, October 15, 2025
Subject **Decision Report 1 Clair Road East Proposed Official Plan Amendment and Zoning By-law Amendment File OZS25-005**

Recommendation

1. That the application from FCHT Holdings Corporation for an Official Plan Amendment to amend the Zoning from the current "Commercial Mixed-use Centre" designation to a site specific "Commercial Mixed-use Centre Sub Area "A" and Sub Area "B" and "Open Space" designation to permit a maximum density of 184 units per hectare for Sub Area "A" and a maximum net density of 351 units per hectare for Sub Area "B" and a maximum net density of 250 units per hectare for the entirety of the block municipally known as 1 Clair Road East and legally described as Block 1, Plan 61m165, City of Guelph be approved with staff recommendation be approved in accordance with Attachment-3 of the Infrastructure, Development and Environment Report 2025-450, dated October 15, 2025.
2. That the application from FCHT Holdings Corporation, for a Zoning By-law Amendment to amend the current zoning from "Commercial Mixed-use Centre" with a municipal services holding provision, and parking adjustment suffix (CMUC(PA)(H12)) Zone (2023) – 20790, as amended to a **Site-specific Commercial Mixed-use Centre with a Parking Adjustment CMUC.17(PA) and further split in to CMUC-17.1(PA) and CMUC-17.2(PA) Zone**, and zone the proposed open space as **Neighbourhood Park (NP)Zone (2023)-20790**, as amended, to facilitate the proposed development of the subject lands municipally known as 1 Clair Road East and legally described as Block 1, Plan 61m165, City of Guelph, be approved in accordance with Attachment-4 of the Infrastructure, Development and Environment Report 2025-450, dated October 15, 2025.

Executive Summary

Purpose of Report

This report provides staff's recommendation to approve the Official Plan and Zoning By-law Amendment for the lands municipally known as 1 Clair Road East to permit the development of four mixed-use buildings with 5 towers in 3 phases with a total of 715 dwelling units ranging in height from 10 to 14 storeys and 2,127 square metres of at-grade commercial space.

Key Findings

Planning staff recommend the site-specific amendments subject to the recommended Official Plan Amendment in Attachment-3 and the recommended Zoning regulations in Attachment-4.

Staff's opinion in support of the recommended Official Plan Amendment and Zoning By-law Amendment is outlined in more detail in Attachment-8 Staff Review and Planning Analysis, and Attachment-9 Departmental and Agency Comments.

Strategic Plan Alignment

This report aligns with the Improving Housing Supply priority in the 2024-2027 Strategic Plan. The recommended Official Plan Amendment and Zoning By-law Amendment align with the objective of City Building: improving housing supply. The proposed development applications are in conformity with 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. A review of how the proposal is in conformity with the City's Official Plan can be found in the Staff Review and Planning Analysis in Attachment-8.

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.

Estimated Development Charges: \$ 28,356,604

Estimated Community Benefit Charge: \$ 435,200

Estimated Annual Property Taxes: \$3,300,000 - \$3,400,000

Report

Background

An application for an Official Plan and Zoning By-law Amendment has been received for the property municipally known as 1 Clair Road East from FCHT Holdings Corporation. The Official Plan and Zoning By-law Amendment application was received by the City on June 06, 2025, and was deemed complete on June 24, 2025.

Location

The subject lands are located to South of Clair Rd. E. and to the North of Poppy Dr. E. between Gordon St. and Hawkins Dr. The total lands are approximately 5.35 hectares in size and the lands for the proposed development are 2.20 hectares in size with approximately 145 metres of frontage along Clair Rd. E., 155 metres of frontage on Hawkins Dr. and 130 metres of frontage on Poppy Dr. E. The current commercial uses on the lands proposed for redevelopment include Galaxy Cinemas, Harvey's, The Beer Store, State and Main and associated surface parking area. (see Attachment-1 Location Map and 120 m Circulation and Attachment-2 Aerial Photograph).

Surrounding land uses include:

- To the north: Commercial plazas and medium-density residential
- To the east: A stormwater management facility
- To the south: A nursery and low-density residential
- To the west: Commercial plazas

Official Plan Land Use Designations and Policies

The Official Plan land use designation that applies to the subject land is "Commercial Mixed Use Centre" and is within the Strategic Growth Area of Gordon and Clair Rd. Node. The permissible uses within the "Commercial Mixed Use Centre" include retail and office uses, live/work opportunities and medium to high-density residential uses.

Further details on the land use designation and policies can be found in Attachment-8 Staff Review and Planning Analysis. Official Plan mapping can be found in Attachment-5 Official Plan Designation.

Proposed Official Plan Amendment

The application proposes to continue the land use designation to be "Commercial Mixed Use Centre". The "Commercial Mixed Use Centre" is further divided into "Commercial Mixed Use Centre" Sub Area "A" and Sub Area "B". The lands to the West of Farley Drive extension are proposed to be Sub Area "A" and the lands to the East of Farley Drive extension are proposed to be Sub Area "B". The 0.18 hectare lands on the corner of Hawkins Dr. and Poppy Dr. E. are proposed to be "Open Space" designation.

The purpose of this division is to amend the official plan policy Part III, Subsection 9.4.3.10(ii) to maintain the applicable net density of 250 units per hectare within the strategic growth area to the entirety of the lands known as 1 Clair Rd. E. and to further increase the maximum net density to 351 units per hectare for Sub Area "B" and balancing the remainder density with a maximum density of 184 units per hectare for Sub Area "A".

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

Existing Zoning

The property is zoned as Commercial Mixed Use Centre with Parking Adjustment Suffix and a Holding provision(CMUC(PA)(H12)) under the Zoning By-law (2023)-20790, as amended. The existing zoning permits a minimum residential density of 100 units per hectare and a maximum residential density of 150 units per hectare

and a building height of 10 storeys with other applicable requirements. The Holding provision is related to municipal services to ensure that they are adequate and available to the satisfaction of the City prior to the construction of new buildings and additional residential development of the lands.

Details of the existing zoning are included in Attachment-6.

Proposed Zoning By-law Amendment

Amendments to the Commercial Mixed-use Centre Zone proposed by the applicant includes site-specific regulations that would apply to the whole and part of the lands.

The purpose of the Zoning By-law Amendment application is to establish site-specific zoning regulations through a **Site-specific Commercial Mixed-use Centre with a Parking Adjustment (CMUC-17(PA)), which is further divided into CMUC-17.1(PA) and CMUC-17.2(PA) Zone**, and zone the proposed open space as **Neighbourhood Park (NP)**, as outlined below.

Density

- For the lands zoned CMUC – 17(PA), a maximum combined net density of 250 units per hectare, whereas Table 7.2 permits a maximum of 150 units per hectare;
- For the lands zoned CMUC – 17.1(PA) a maximum density of 184 units per hectare, whereas Table 7.2 permits a maximum of 150 units per hectare;
- For the lands zoned CMUC – 17.2(PA) a maximum density of 351 units per hectare, whereas Table 7.2 permits a maximum of 150 units per hectare.

Severability Provision

- The provisions of this By-law shall continue to apply collectively to the whole of the lands identified on the Defined Area Map 67 as CMUC-17(PA), as amended, despite any future severance, partition or division for any purpose.

Built Form Provisions

- For the entirety of the lands zoned CMUC.17(PA) the Lot Area Maximum shall be 53,497 square metre, whereas Table 7.2 requires the maximum lot area shall be 50,000 square metre
- For the lands zoned CMUC – 17.2(PA), Buffer Strip requirement should be exempted where Table 7.3 requires a 3 metre landscape buffer strip adjacent to interior side and rear lot line.
- For the lands zoned CMUC – 17.2(PA) the maximum building height shall be 14 storeys, whereas Table 7.4 required a maximum of 10 storeys.
- For the lands zoned CMUC – 17.2(PA) the building setback from the private street shall be 1.5 metres, whereas Table 7.4 requires a 3 metres setback for all portions of the building above the 6th storey facing a street for buildings located within 15 metres of a street.
- For the lands zoned CMUC – 17.2(PA) no minimum first storey height for the residential component whereas Table 7.4 required a minimum of 4.5 metre first storey height.
- For the lands zoned CMUC – 17.2(PA), despite Section 4.14.4(a)(i), the angular plane from the street shall be 66 degrees.
- For the lands zoned CMUC – 17.2(PA), despite Section 4.14.4(a)(ii), the angular plane from a lot line abutting a park shall be 66 degrees.

Amenity Area Provisions

- For the lands zoned CMUC – 17.2(PA) a minimum common amenity area of 9.9 square metres per unit, whereas Table 7.4 requires a minimum of 20 square metres per unit;
- For the lands zoned CMUC – 17.2(PA) the additional regulations for Table 7.2-7.13, regulations 4(a) and 4(d) does not apply.
- The Common Amenity area shall be shared between all lands subject to the CMUC – 17.2(PA) zone.
- For the lands zoned CMUC – 17.2(PA) the minimum private amenity area shall be provided at a rate of 4.8 square metre per unit, where no private amenity area is required.
- Private Amenity Area Regulations for Table 6.18, Footnote 11 - 13 do not apply.

Parking Provisions

- For the lands zoned CMUC – 17.1(PA) minimum required parking for all non-residential uses spaces for the first 500 square metre Gross Floor Area;
 - a. Plus 3.5 spaces per 100 square metre of Gross Floor Area in excess of 500 square metre and 5,000 square metre; and
 - b. Plus 2.5 spaces per 100 square metre of Gross Floor Area in excess of 5,000 square metre.
- For the lands zoned CMUC – 17.2(PA) a minimum residential parking rate of 1.1 parking spaces per dwelling unit (1 parking space per unit + 0.1 parking space per unit for visitors), and minimum required parking for all non-residential uses:
 - a. 0 spaces for the first 500 square metre Gross Floor Area;
 - b. Plus 3.5 spaces per 100 square metre of Gross Floor Area in excess of 500 square metre and 5,000 square metre; and
 - c. Plus 2.5 spaces per 100 square metre of Gross Floor Area in excess of 5,000 square metre.
- Furthermore, Residential visitor parking spaces and non-residential parking spaces may be provided on a non-exclusive basis and may be shared above and below ground.

After the public meeting and following further staff discussions, the applicant has revised the requested Zoning By-law amendment for the required Buffer Strip to only be applicable for lands zoned CMUC-17.2(PA) instead of the entirety of lands (CMUC. 17(PA)). This proposed change is applied to the proposed Zoning By-law amendments above.

Further, the applicant is no longer seeking the below noted Zoning By-law amendments:

- For the lands zoned CMUC. 17(PA) the minimum yard setback requirements shall be 3 metre from all public road allowance (Gordon Street, Clair Road East, Hawkins Drive and Poppy Drive East) whereas as per Table 7.3, a minimum 6 metre yard setback from Gordon Street and 3 metre yard setback from Front Yard and Exterior side yard (Clair Rd. E. , Hawkins Dr. , Poppy Dr. E.) is required.

- For the lands zoned CMUC. 17(PA) the maximum yard setback requirements shall be 13 metre, whereas per table 7. 3, a maximum 13 metre yard setback is required.
- For the lands zoned CMUC. 17(PA), the minimum building height requirement should be exempted where Table 7. 4 requires a 7. 5 metre building height for buildings located within 15 metre of an existing and proposed arterial and/or collector road.
- For the lands zoned CMUC – 17. 2(PA) despite Section 5. 9 (a)(b)(c), a minimum of 95 per cent of the total required parking spaces shall be provided as designed electric vehicle parking spaces, where Section 5. 9 (a) requires a minimum of 20 per cent of the total required parking spaces for multi-unit buildings with 3 or more dwelling units and mixed-use buildings on lots identified with a (PA) suffix shall be provided as electric vehicle parking spaces, Section 5. 9 (b) requires a minimum of 80 per cent of total required parking spaces for multi-unit buildings with 3 or more dwelling units, townhouse – cluster, stacked, stacked back-to-back, and mixed-use buildings shall be provided as designed electric vehicle parking spaces, and Section 5. 9 (c) requires for any non-residential use, a minimum of 10 per cent of required parking spaces shall be provided as electric vehicle parking spaces and a minimum of 20 per cent of required parking spaces shall be provided as designed electric vehicle parking spaces.

Staff’s planning analysis of all site-specific Zoning By-law amendments as requested by the applicant is included in Attachment-8 Staff Review and Planning Analysis. Details of the staff-recommended zoning amendments are included in Attachment-4 Recommended Zoning, Regulations and Conditions.

Proposed Development

The application is proposing a mixed-use residential and commercial development comprised of four mixed-use buildings with five high-rise towers ranging in height from 10 to 14 storeys with 715 dwelling units comprised of 1-bedroom, 2-bedroom and 3-bedroom apartments and at-grade townhouse units, and 2,127 square metres of at-grade commercial space.

A combination of underground and surface parking spaces is proposed for the residential, visitor, and commercial parking needs of the mixed-use buildings.

One access has been provided from the extension of the Farley Drive which further connects the proposed development with Poppy Drive East and another site access has been provided from Hawkins Drive.

Conceptual plan and renderings are included in Attachment-7.

Supporting Documents

The following information was submitted in support of the application:

- Planning Justification Report (PJR), prepared by MHBC, dated March 2025;
- Draft Zoning By-Law Amendment (2023-20790), prepared by MHBC;
- Draft Official Plan Amendment, prepared by MHBC;
- Architectural Plans, including Site Plan, prepared by SVN Architects, dated March 2025;
- Urban Transportation consideration Report, prepared by BA Group, dated March 2025;

- Functional Servicing Report, prepared by CivilGo, dated March 2025;
- Civil Drawing Set, prepared by CivilGo, dated March 2025;
- Landscape Drawings, prepared by SVN Architects, Landscape Division, dated March 2025.
- Hydrogeological Report, prepared by WSP, dated March 2025;
- Commercial Function Study, prepared by Tate Research, dated February 2025;
- Affordable Housing Report refer to section 2. 8 of PJR, prepared by MHBC, dated March 2025;
- Neighbourhood Information Meeting and Community Engagement Report, prepared by Bousfields Inc, submitted August 2024;
- Urban Design Brief, prepared by Bousfields Inc. , submitted August 2024;
- Wind Tunnel Study, prepared by RWDI, submitted August 2024;
- Sun and Shadow Study, prepared by SVN architects, submitted August 2024;
- Feasibility Noise Study, prepared by RWDI, submitted August 2024;
- Phase 1 Environmental Site Assessment, prepared by WSP, submitted December 2023;
- Phase 2 Environmental Site Assessment, prepared by WSP, submitted August 2024;
- Salt Management Plan, prepared by CivilGo, submitted August 2024;
- Tree Inventory & Preservation Plan, prepared by Kuntz Forestry, submitted August 2024;
- Tree Inventory & Preservation Plan Report, prepared by Kuntz Forestry, submitted August 2024;
- Bird Friendly Design Checklist, refer to PJR Appendix (10);
- Community Energy Initiative Strategy Study, refer to PRJ Appendix (9);
- Comment Response Matrix, dated March 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 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 proposed development of 715 units and 2,127 square metre of commercial space. 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 its funded, the City's financial Growth Strategy is provided on the [budget website](#).

Revenues

Estimated Annual Property Taxes: \$3,300,000. 00–3,400,000. 00. 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: \$28,356,604. 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: \$435,200.

Estimated Parkland Dedication or Parkland Payment in Lieu: A 0.18 hectare of Parkland dedication is proposed at the corner of Hawkins Drive and Poppy Drive East, Parkland Dedication or cash-in-lieu may be required and will be assessed through a valuation acquired at the time of building permit.

These figures are approximate only, based on the Development Charge rates currently in effect. Actual numbers may vary depending on the final number of bedrooms per dwelling unit as well as the assessed property value.

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 July 07, 2025 and August 14, 2025 respectively. The Notice of Public Meeting was also advertised on the City of Guelph's website and in Guelph Today (City Information section) on August 14, 2025. Notice of the applications have also been provided by signage on the property, which was installed on July 07, 2025. A notice of Decision meeting was e-mailed to interested parties on September 22. 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. 111

Attachment-4 Recommended Zoning, Regulations and Conditions

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

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