

Staff Report



To City Council
Service Area Infrastructure, Development and Environment
Date Wednesday, April 15, 2026
Subject **Statutory Public Meeting and Decision Report for Proposed Zoning By-law Amendment application for 81 College Avenue West. File: OZS26-005**

Recommendation

1. That the Statutory Public Meeting Report regarding the proposed Zoning By-law Amendment submitted by Monteith Brown Planning Consultants on behalf of Dr. Jeff and Lisa White, Chabad of Guelph, c/o Raphael Steiner, to facilitate the development of a new three-storey place of worship (Chabad of Guelph) that includes a daycare facility and a two-storey residential dwelling unit with an attached additional dwelling unit (ADU) as an additional use on lands municipally known as 81 College Avenue West and legally described as PART OF LOT 3, REGISTERED PLAN 249, BEING PARTS 7, 8 AND 9, DEPOSITED PLAN 61R-9059, deemed complete on February 3, 2026, by Infrastructure, Development and Environment, be received.
2. That the application from Monteith Brown Planning Consultants on behalf of Dr. Jeff and Lisa White, Chabad of Guelph, c/o Raphael Steiner, to rezone the lands municipally known as 81 College Avenue West and legally described as PART OF LOT 3, REGISTERED PLAN 249, BEING PARTS 7, 8 AND 9, DEPOSITED PLAN 61R-9059, from the 'Low Density Residential 1' ('RL.1') Zone to the 'Neighbourhood Institutional (NI-XX)' Zone with site-specific special provisions to permit the development of a new three-storey place of worship (Chabad of Guelph) that includes a daycare facility as a complementary use, along with an attached two-storey residential dwelling containing an additional dwelling unit (ADU) as an additional use, be approved in accordance with Attachment-8 of the Infrastructure, Development and Environment Report 2026-150 dated April 15, 2026.

Executive Summary

Purpose of Report

The purpose of this report is to provide planning information and a recommendation on the Zoning By-law Amendment (ZBA) application to permit the development of a new three-storey place of worship (Chabad of Guelph) that includes a daycare facility as a complementary use, along with an attached two-storey residential dwelling containing an additional dwelling unit (ADU) as an additional use on lands municipally known as 81 College Avenue West (hereinafter referred to as the "subject lands").

This report has been prepared in conjunction with both the Statutory Public Meeting and the Decision Report for the application.

Key Findings

Planning staff support the proposed zoning by-law amendment subject to the recommended zoning regulations in Attachment-5 Recommended Zoning and Regulations.

Strategic Plan Alignment

This report aligns with multiple themes in the 2024–2027 Strategic Plan related to City Building, Environment, and People and Economy. The recommended Zoning By-law Amendment aligns with the objectives of City Building: Improve the housing supply; Environment: Empower the community to create a more sustainable city; and People and Economy: Support community well-being. The proposed development is 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 conforms to the City’s Official Plan can be found in the Staff Review and Planning Analysis in Attachment-8 Staff Review and Planning Analysis.

Future Guelph Theme

Environment

Future Guelph Objectives

Environment: Empower the community to help create a sustainable city

Financial Implications

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

As outlined in the [Shaping Guelph Municipal Financial Implications Summary](#), 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 a Zoning By-law Amendment has been received for the subject lands municipally known as 81 College Avenue West submitted by Monteith Brown Planning Consultants on behalf of Dr. Jeff and Lisa White, and Chabad of Guelph (c/o Raphael Steiner). The application requests the rezoning of the subject lands from the ‘Low Density Residential 1 (RL.1)’ zone to the ‘Neighbourhood Institutional (NI-XX)’ zone, with site-specific special provisions to permit the development of a new three-storey place of worship (Chabad of Guelph) that includes a daycare facility as a complementary use, along with an attached two-storey residential

dwelling containing an additional dwelling unit (ADU) as an additional use. The existing one-storey building on the subject lands, which currently functions as both a dwelling unit and the Chabad of Guelph, is proposed to be demolished to facilitate the redevelopment.

The application was received on December 21, 2025, and deemed complete on February 3, 2026.

Location

The subject lands are located in the south-central area of the City of Guelph, east of the College Avenue West–McGilvray Street T-intersection. The subject lands have an area of approximately 0.32 hectares and a frontage of approximately 32.07 metres along College Avenue West. The subject lands are municipally known as 81 College Avenue West (see Attachment-1 Location Map and 120 m Circulation, and Attachment-2 Aerial Photograph).

The subject lands are currently occupied by a single-storey residential dwelling unit, which also serves as the Chabad of Guelph, and has a driveway access from College Avenue West. The existing building is proposed to be demolished to facilitate redevelopment.

Surrounding land uses include:

- To the north: Lands are zoned Low Density Residential 1 (RL.1) with one- and two-storey single detached dwelling units, with frontage on Woodside Road and a few on University Avenue.
- To the east: Lands are zoned Low Density Residential 1 (RL.1) with one- and two-storey single detached dwellings. University Avenue is located east of the subject lands. Further east, approximately 200 metres from the subject lands, Smith Lane intersects College Avenue West. Across College Avenue West, lands are zoned Major Institutional 2 (I.2). The University of Guelph’s Parking Lot 30, accessed from Smith Lane, is located approximately 450 metres from the subject lands. The Browns Wood natural heritage area is also located east of the subject lands across College Avenue West.
- To the west: Lands are zoned Low Density Residential 1 (RL.1) with one- and two-storey single detached dwelling units, most with frontage on College Avenue.
- To the south: College Avenue West forms the southern boundary of the subject lands. Across College Avenue West, lands zoned Major Institutional 2 (I.2), belonging to the University of Guelph and having the West Residences student housing.

Existing Official Plan Land Use Designations and Policies

The subject lands are designated Low Density Residential on Schedule 2 (Land Use Plan) and are located within the City’s Built-Up Area, as shown on Schedule 1A – Urban Structure of the City of Guelph’s Official Plan.

Policy 9.3 outlines the Official Plan objectives for Residential Land Use designations, including areas designated Low Density Residential. Policy 9.3.2 provides maximum height and density permissions for Low Density Residential designations. A maximum height of three storeys within Built-Up Areas (Policy 9.3.2.2) and a

maximum net density of 35 units per hectare (Policy 9.3.2.2) are permitted on lands designated Low Density Residential.

Policy 9.3.1.2.1 identifies the small-scale, non-residential uses permitted in Low Density Residential areas, which include: i) schools; ii) places of worship; iii) childcare centres; iv) municipal open space, parks, trails, and recreation facilities; and v) convenience commercial uses, limited to a maximum gross floor area of 400 square metres per property.

Policy 9.2.1.2 supports the creation of additional residential dwelling units (ADUs) within all Residential Land Use designations. The proposed three-storey place of worship (Chabad of Guelph) that includes a day care facility, and the attached two-storey residential dwelling unit containing an additional dwelling unit (ADU) conforms to the applicable policies of the City of Guelph's Official Plan.

The Official Plan mapping, list of permitted uses, and policy objectives for Low Density Residential designations are included in Attachment-3 Existing Official Plan Land-Use Designation and Policies.

Existing Zoning

The subject lands are zoned 'Low Density Residential 1 (RL.1)' on Map 26, Schedule A of the City of Guelph Zoning By-law (2023)-20790, as amended.

The purpose of the RL.1 Zone is to accommodate low-density residential forms such as single detached dwellings, semi-detached dwellings, duplex dwellings, small multi-unit residential buildings, and on-street townhouses. Zoning Regulation 6.2, Table 6.1 lists the following permitted uses in the RL.1 Zone: additional residential dwelling unit, lodging house (type 1), apartment building, semi-detached dwelling, bed and breakfast, single detached dwelling, day care centre, supportive housing, private home day care, on-street townhouse, duplex dwelling, rear-access on-street townhouse, group home, triplex, home occupation, and hospice.

While the proposed residential uses, and childcare facilities are permitted uses in the RL.1 Zone, the institutional use associated with the Chabad, including the place of worship, is not permitted use in the RL.1 Zone.

Details of the existing zoning for the subject lands are included in Attachment-4 Existing Zoning.

Proposed Zoning By-law Amendment

The Zoning By-law Amendment application proposes to rezone the subject lands from Low Density Residential 1 (RL.1) to Neighbourhood Institutional (NI-xx) with the following site-specific special provisions:

- Add residential use and additional dwelling unit (ADU) as permitted uses in the site-specific NI zone.
- Reduce the west interior side yard setback to 3.0 m (from 6.0 m), whereas the Zoning By-law requires 6.0 metres or half the building height, whichever is greater.
- Reduce the east interior side yard buffer to 1.2 m, whereas 3.0 metres is otherwise required.

- Reduce the rear yard and west interior side yard buffers to 0.0 m, whereas 3.0 metres is otherwise required.
- Establish a minimum of 11 parking spaces for the place of worship, instead of the zoning requirement of 5.5 spaces per 100 m² GFA.
- Permit garbage and refuse storage in the front yard in an in-ground garbage storage system, despite Section 4.9(a) that requires garbage or refuse be stored within a building or structure, or within a container located in an interior side yard or rear yard.

Staff have reviewed the requested Zoning By-law Amendment and provided their analysis in Attachment-8 Staff Review and Planning Analysis. Staff support rezoning the subject lands to the Neighbourhood Institutional (NI-xx) Zone and generally support the requested site-specific provisions, with the exception of the proposed 0.0-metre buffer strip in the rear yard and west interior side yard. Staff have also identified additional site-specific zoning regulations required to support the proposed development. The proposed zoning by-law amendment is included in Attachment-5 Recommended Zoning and Regulations.

Development Proposal

The proposed Zoning By-law Amendment would permit the development of a three-storey institutional building with a total floor area of 1,279.8 square metres, including the basement, to serve as the Chabad of Guelph on the subject lands. The building will include a prayer space (Shul or Synagogue), study hall, social hall, kitchen, ritual bath (mikvah), and a Rabbi's office. An uncovered porch on the west side of the building will function as an outdoor prayer space (sukkah). A 137 square metre preschool and daycare facility will operate on the first floor of the institutional building on weekdays.

A two-storey private residential dwelling unit attached to the institutional building is proposed at the rear of the subject lands. The two-storey residential dwelling unit has a total area of 621.6 square metres, including a 62.24 square metre basement ADU and an attached two-car garage measuring 40.50 square metres. The ADU is 10 percent of the total area of the private residence.

Four parking spaces, including two accessible spaces, are proposed in the front yard, with an additional eleven spaces located in the rear yard. An outdoor play area is also proposed in the rear yard. The rear-yard parking area is designed with low-impact permeable pavers, and a privacy fence is provided along the lot line to minimize potential noise and light impacts on adjacent properties. Bicycle parking is provided in the front yard. For improved truck access, an in-ground garbage system is proposed at the southeast corner of the site adjacent to the driveway.

The proposed site plan is included in Attachment-6 Conceptual Site Plan.

The proposed 3D renderings of the proposed development are included in Attachment-7 Conceptual Rendering of Proposed Development.

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 Financial Implications Summary](#), 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. 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: \$0 - \$5K. 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: \$15K - \$27K. 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 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.

Supporting Documents

The following information was submitted in support of the application:

1. Planning Justification Report, prepared by MBPC.
2. Detailed Site Plan, prepared by Alink.
3. Detailed Floor Plans, prepared by Alink.
4. Shadow Study, prepared by Alink.
5. Rendered Site Plan, prepared by MBPC.
6. Draft Proposed Zoning By-law Amendment Matrix, prepared by MBPC.
7. Neighbourhood Information Meeting, Community Engagement Report, prepared by MBPC.
8. Tree Management Plan and Landscape Plan, prepared by Hill Design Studio.
9. Tree Management Report, prepared by Hill Design Studio.

10. Existing Conditions Plan, prepared by Vaan Harten.
11. Functional Servicing and Stormwater Management Report, prepared by Vaan Harten.
12. Image for site sign.
13. Winter Maintenance Plan, prepared by Vaan Harten.
14. Site Engineering, including Removals, Erosion and Sediment Plan, Site Grading, Servicing Plan and Drainage Plans prepared by Vaan Harten.
15. Geotechnical & Hydrogeological Assessment (with groundwater monitoring), prepared by Stonecairn.
16. Noise Feasibility Study, prepared by HGC Engineering.
17. Phase 1 Environmental Site Assessment, prepared by LDS.
18. Updated Phase 1 Environmental Site Assessment, prepared by Stonecairn.
19. Reliance Letter for the Updated Phase 1 Environmental Site Assessment, prepared by Stonecairn.
20. Swept Path Analysis, prepared by RC Spencer.
21. Renderings, prepared by Alink.
22. Parking Justification Letter, prepared by GHD.
23. Section 59 Policy Applicability Review
24. Authorization as Agent.
25. Public Support Letter.

Staff Review/Planning Analysis

The review of these applications addressed the following issues:

- Evaluation of the proposal for consistency with the Provincial policy and legislation, the 2024 Provincial Planning Statement.
- Evaluation of the proposal's conformity with the Official Plan policies.
- 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.
- Address comments and issues raised during the review of the application.

Staff Recommendation

Planning staff are satisfied that the proposed Zoning By-law Amendment is consistent with the 2024 Provincial Planning Statement. The proposed Zoning By-law Amendment conforms to the objectives and policies of the Official Plan. Staff recommend that Council approve the Zoning By-law Amendment to permit the development of a new three-storey place of worship (Chabad of Guelph) that includes a daycare facility as a complementary use, along with an attached

two-storey residential dwelling containing an additional dwelling unit (ADU) as an additional use and in accordance with the zoning regulations outlined in Attachment-5 Recommended Zoning and Regulations.

Consultations and Engagement

A combined Notice of Complete Application, Public Meeting, and Decision Meeting was emailed on February 17, 2026, to local boards and agencies, City service areas, and was mailed to property owners within 120 metres of the subject lands. The public notification summary is included in Attachment-10 Public Notification Summary. Departmental and agency comments are included in Attachment-9 Department and Agency Comments.

Notice of the Public Meeting was also advertised on the City's website and in Guelph Today on February 24, 2026. Notice of the application was also installed as a signage on the subject lands on February 17, 2026, and all supporting documents submitted with the application have been posted on the City's website. The public notification summary is provided in Attachment 10.

Attachments

Attachment-1 Location Map and 120 m Circulation

Attachment-2 Aerial Photograph

Attachment-3 Existing Official Plan Designation

Attachment-4 Existing Zoning, Zoning By-law (2023)-20790, as amended

Attachment-5 Recommended Zoning and Regulations

Attachment-6 Conceptual Site Plan

Attachment-7 Conceptual Rendering of the Proposed Development

Attachment-8 Staff Review and Planning Analysis

Attachment-9 Department and Agency Comments

Attachment-10 Public Notification Summary

Attachment-11 Letter from University of Guelph Campus Parking Services

Attachment-12 Staff Presentation for Public Meeting

Departmental Approval

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