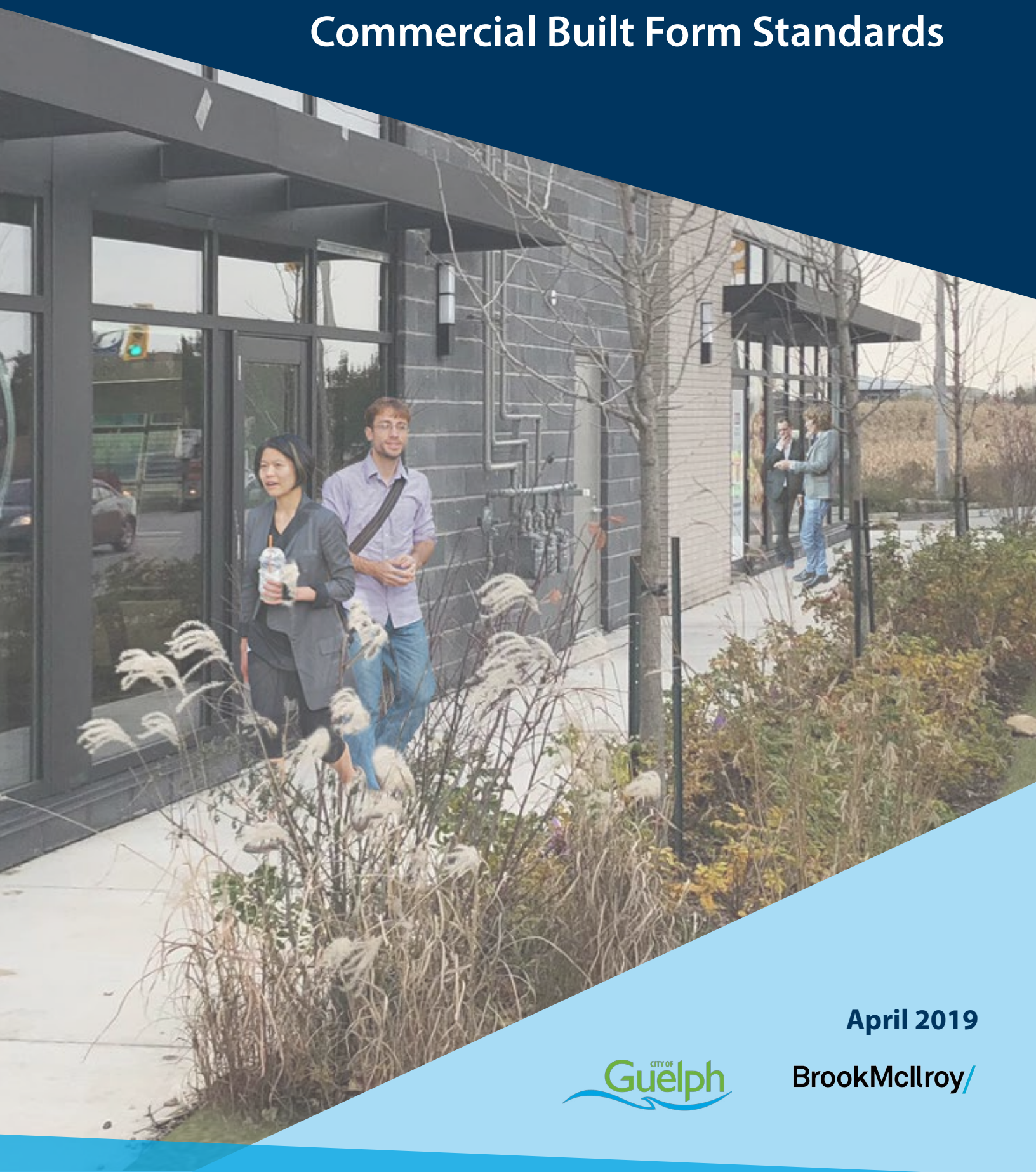
Attachment 1

# Preliminary Design Directions

## Commercial Built Form Standards



April 2019

CITY OF Guelph

BrookMcIlroy/

# Contents

# 1.0 Introduction

## 1.1 Scope of Work

The City of Guelph has retained Brook McIlroy to assist Planning Services in preparing Commercial Built Form Standards. Based on the Official Plan, these Standards will provide clear directions and criteria for the design of commercial space across the City, with the exception of Downtown which is subject to the Downtown Built Form Standards. This includes building setbacks, circulation, site layout, landscaping, parking, and access.

The standards will consider opportunities associated with neighbourhood commercial, main street commercial, larger commercial sites, mixed use development and service commercial uses, and will provide recommendations related to best practices in built form and public realm design. They will provide solutions to ensure that new development is compatible with the local context. The standards will also be tested and adapted through the creation of demonstration plan concepts.

The estimated completion date for the Commercial Built Form Standards is in late 2019.

## 1.2 Intent of the Preliminary Design Directions

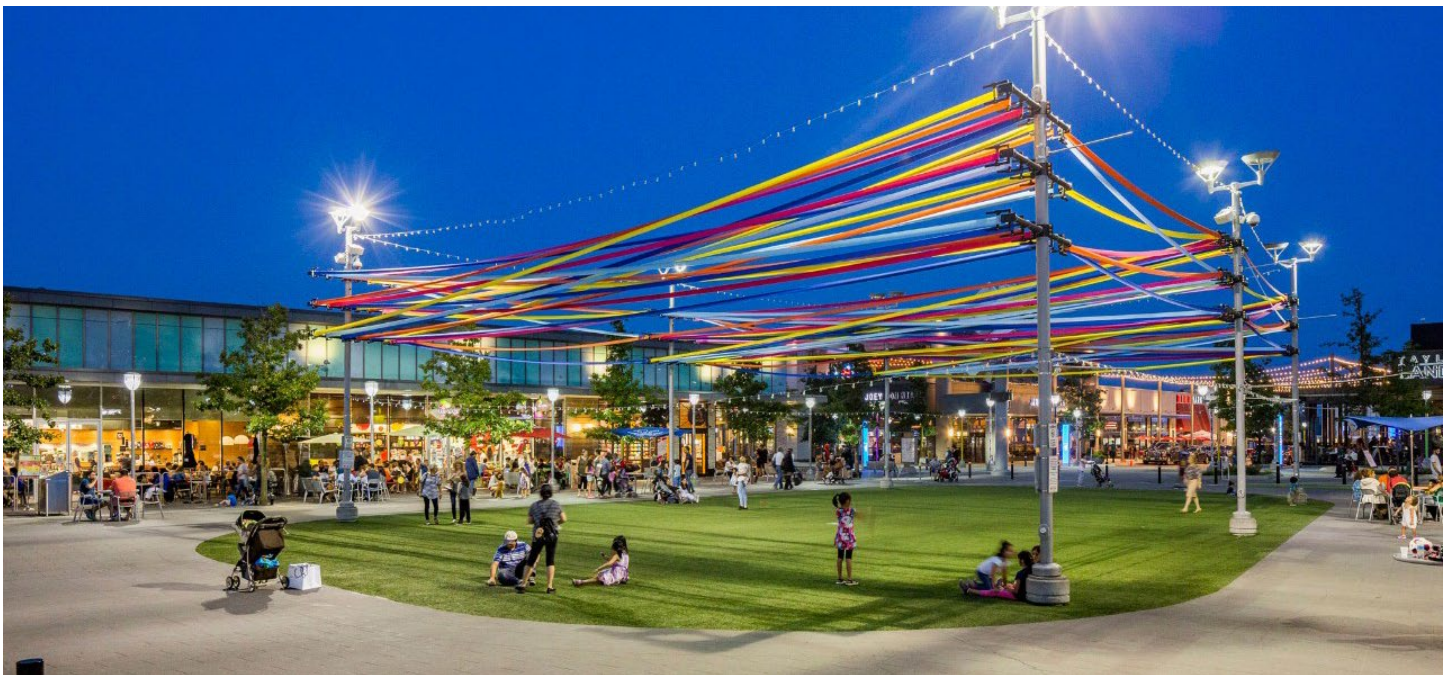
This Preliminary Design Directions contains information relating to project work completed as part of the Commercial Built Form Standards to date. It contains the following sections:

**Section 2.0 Key Drivers** identifies the relevant context informing the Commercial Built Form Standards.

**Section 3.0 Stakeholder Feedback** contains feedback from multiple stakeholder groups from a range of consultation sessions related to the design of commercial and mixed-use sites.

**Section 4.0 Draft Design Directions** contains preliminary draft directions for the Commercial Built Form Standards. These directions will form the basis of the Commercial Built Form Standards.

**Section 5.0 Next Steps** outlines next steps required by the project team working towards the final Commercial Built Form Standards document.



Public space integration in commercial space, Don Mills, Toronto, ON (Cadillac Fairview)


Street integrated commercial development, Markham, ON (Quadrangle)

# 2.0 Key Drivers

A number of key drivers have resulted in the need for Built Form Standards for Commercial Development in Guelph. These include urban intensification, shifts in the commercial and retail landscape, policy objectives, and clear design expectations for commercial and mixed-use building types.

## Intensification

As the number of residents and jobs in Guelph continues to grow, managing intensification in areas outside of the downtown requires a careful balance between meeting the changing needs of a larger population, and maintaining the qualities that make Guelph a unique and special place to live, work, and play. Development of commercial and mixed-use buildings and sites provide retail, restaurant, office, services, and mixed commercial and residential spaces that are necessary to support Guelph's strong economy. Future commercial and mixed-use development will play an instrumental role as Guelph works to meet provincial intensification targets responsibly and sustainably.

## Shifts in the Commercial and Retail Landscape

The commercial and retail landscape is changing quickly. As consumers take advantage of new technologies
in their shopping and daily activities, businesses are adapting their service offerings and service delivery models to remain competitive. This has resulted in increased demand for smaller, flexible, adaptable commercial spaces, as well as mixes of uses within a site and within buildings. By recognizing and adapting to shifting trends in the commercial and retail industries, Guelph will remain competitive as a choice location for businesses to grow and thrive.

## Policy Objectives

Provincial policies and the City's Official Plan affect the development of commercial sites and buildings, particularly in how they address aspects of social equity and ecological sustainability. Some examples from the Official Plan include:

- Objectives for active transportation networks, universal accessibility, and pedestrian connectivity;
- Integration of public realm design into commercial site development;
- Promoting and implementing mixed-use development to support changing needs over time;
- Celebration of Guelph's unique character and sense of place through private development; and,
- Achieving appropriate transitions between adjacent land uses.

## Clear Design Expectations

As commercial and mixed-use sites in Guelph develop, grow, adapt, and redevelop over time, it is necessary that residents, developers, designers, and business owners understand the design expectations for these types of development. The creation of Commercial Built Form Standards can help to provide a cohesive framework against which future development proposals can be evaluated, achieving certainty and shared expectations that elevate the standard of design quality in Guelph.

The following sections outline feedback received through numerous consultation sessions with architects, property owners, real estate investment professionals, City staff and the public, related to the design of commercial and mixed-use sites.

Mixed use commercial development on arterial street with at-grade commercial uses, Excelsior & Grand, St. Louis Park, Minnesota (Conner Group)


Commercial with patio and active frontage (Rowland Design)

# 3.0 Stakeholder Feedback

## 3.1 Stakeholder Interviews

In January 2019 telephone interviews were conducted by Brook McIlroy with key stakeholders related to commercial development within the City of Guelph. Stakeholders included architects, real estate investment professionals, and internal staff from the City of Guelph. A full summary of the stakeholder interviews can be found in Appendix A. Key comments heard through this process are summarized below:

- Building massing and design should address the public realm and be appropriate for the local context.
- High quality public realm design and landscaping features are an integral part of site and building design.
- Parking standards and requirements should be flexible and promote alternative modes of transportation.
- Sites should be safe and accessible regardless of modal choice.
- Negative externalities, such as noise, pollution, and safety, from vehicle oriented uses should be mitigated or prevented through comprehensive site design.
- Stormwater management and other sustainability measures should be integrated into site design where possible
- Applicable recommendations for commercial site design resulting from the Commercial Built Form Standards should be integrated with the City's zoning by-law.

## 3.2 Internal City Workshop

An Internal City Workshop was held on the afternoon of March 6th, 2019 to update City staff on the progress of the Built Form Standards and to obtain feedback on initial directions and demonstration plans. The consultant team reviewed key document themes and findings from stakeholder interviews, held a discussion regarding the proposed document structure and draft directions, and conducted a workshop on two initial demonstration plans. Comments received from City Staff included:

- General support of the document structure.
- Parking, access, circulation, loading and storage directions should consider accessible pedestrian and cycling infrastructure as priority and reflect evolving vehicular uses such as ride sharing.
- Special consideration should be given to site grade changes and managing slopes as this is an issue that has arisen in the City.
- Accessibility recommendations should be incorporated throughout the document, rather than within its own section.
- Accessible parking for commercial sites should be located near all building entrances.
- Consider a vertical mix of uses in Mixed Use development (i.e. through taller building development).

The comments received throughout the Internal City Workshop are reflected in the Draft Design Directions and will be integrated in further iterations of the demonstration plans.


Landscaped forecourts and plazas with public seating and metal arbor feature, Village of Yorkville Park, Toronto, ON

## 3.3 Public Open House

A Public Open House was held on the evening of March 6, 2019 at Guelph City Hall to discuss Commercial Built Form Standards. Approximately 16 participants attended the Public Open House. A full summary of the Public Open House can be found in Appendix B.

The purpose of the Open House was to collect feedback on the current state of commercial development and for this feedback to be considered in the development of the Guelph Commercial Built Form Standards. Key comments heard through the Public Open House are summarized below:

- Public realm elements and design were essential to a positive commercial experience.
- Human-scaled, street oriented designs were preferred.
- Site safety and design for pedestrians and cyclists.
- Greater consideration for multi-modal transportation access.
- Human oriented mixed uses commercial sites and buildings were preferred.

# 4.0 Draft Directions

The following draft directions for the Guelph Commercial Built Form Standards identify key draft objectives for site and building design for commercial and mixed-use sites. These directions will be further refined and expanded upon to create final recommendations for the Built Form Standards, informed by policy and best practice research, and consultation with the City of Guelph, the public, and key stakeholders.

1.0 Directions that may require a potential zoning by-law change are noted by an asterix ('*').

## 1.0 Draft Directions for Site Organization & Design

**Site organization** relates to the location and organization of components on a site, including buildings, parking, access and circulation, storage and loading, and landscaping.

Site organization contributes to the overall function of the site and its integration with the surrounding community, including:

### 1.1 Sustainable Site Design

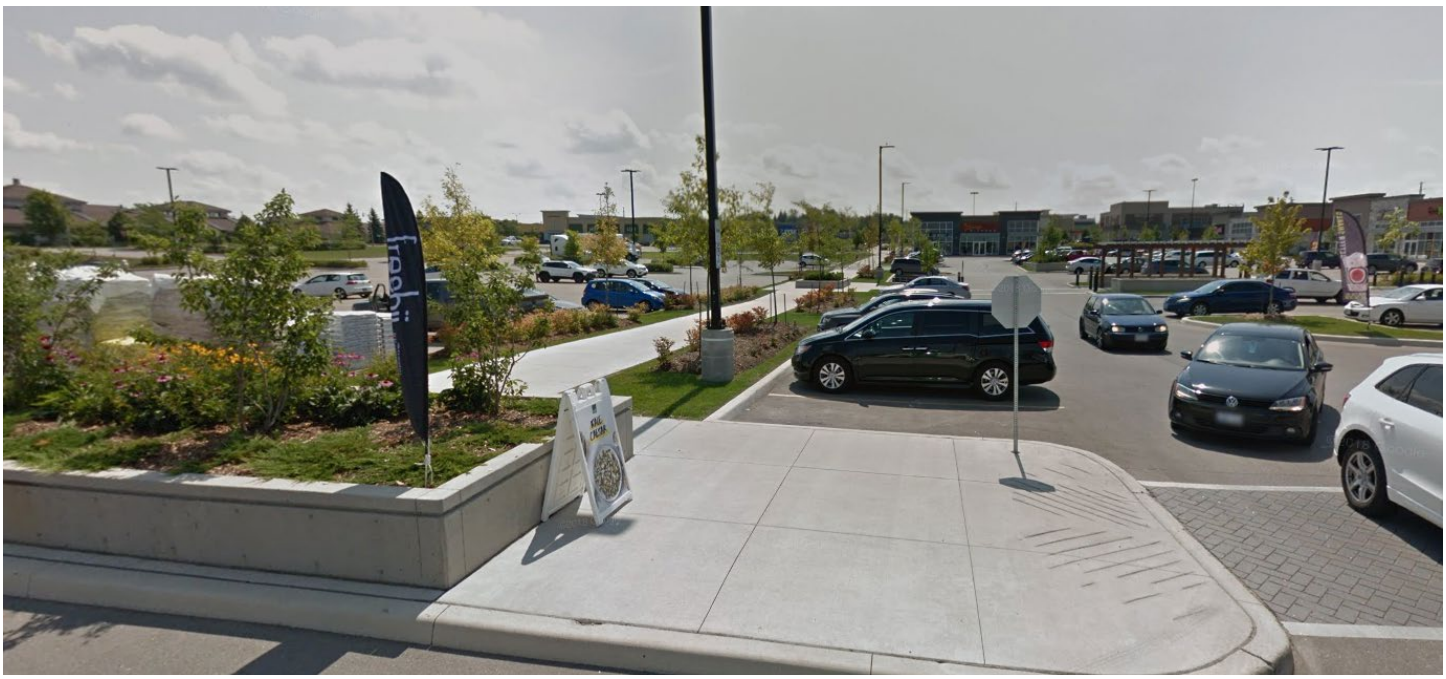
Draft directions for Sustainable Site Design include:

- Building location and orientation should maximize exposure to natural light and consider microclimate effects.
- Integrate Low Impact Development (LID) into site landscaping design where appropriate (OP Policy 8.1.1).
- Encourage the parceling of larger sites into smaller drainage areas to enhance the ability to implement Low Impact Development, to allow for improved stormwater management, and to improve site accessibility. This approach should incorporate tree planting and pedestrian circulation.
- Encourage the gradual stepping of sites with significant grade changes to assist with servicing, stormwater management and reducing cut and fill needed on site.
- Encourage the use of green roofs and white roofs to reduce energy consumption. Green roofs may contribute toward a portion of the total landscaped area requirement (see section 1.3 Landscaping).*
- Integrate indigenous plant species that are drought and salt resistant as the predominant type of landscaping (OP Policy 8.1.1).

### 1.2 Parking, Access & Circulation

Draft directions for Parking, Access & Circulation include:

- Provide alternative modes of transportation on commercial and mixed use sites, including pedestrian pathways, bicycle facilities, and the integration of transit on larger sites.
- Encourage underground or structured parking in new development to eliminate or reduce the need for surface parking (OP Policy 8.12.2).
- Ensure adequate separation distances between surface parking entrances/ shared turn lanes and intersections, particularly on corner sites.



Greened pedestrian walkway in surface parking lot, Gordon Street and Clair Road East, Guelph, ON (Google Maps)

- Consolidate vehicular site access points where feasible to optimize curb cuts and the interruption of the boulevard for pedestrians, landscaping and furnishings (OP Policy 8.13.1).
- Where feasible, locate surface parking at the side or rear of properties. When adjacent to the public realm, parking should be screened by landscaping, fencing or architectural features (OP Policy 8.12.1).*
- Surface parking should not be located adjacent to the corners of an intersection (OP Policy 8.12.3).
- Provide bicycle parking facilities (including covered parking, cargo-bicycle parking, fix-it stations and changing facilities) for commercial and mixed use sites.
- Locate bicycle parking in prominent areas on sites and near pedestrian entrances (OP Policy 8.12.6).
- Clearly demarcate pedestrian pathways in site design through unique paving and landscaping that helps to break up parking into smaller areas.
- Sites with significant grade changes should be stepped to provide incremental grade changes for ease of pedestrian access (OP Policy 8.1.2).

- A buffer strip incorporating combinations of landscaping and/or decorative fencing or walls should be required for surface parking areas adjacent to more sensitive uses, and for front or exterior side yard parking.*
- Where permitted, a maximum length of frontage used for surface parking along arterial roads should be established to ensure surface parking does not dominate the streetscape (OP Policy 8.12.9).*
- Encourage designating pick-up and drop-off zones or short-term (15 minute) parking for ride hailing and similar service providers.
- Ensure carpool parking is available for employees who wish to travel to work together.
- Encourage the provision of Electrical Vehicle Charging Stations.

#### 1.2.1 Accessibility Measures

Draft directions for Accessibility Measures include:

- The design of commercial or mixed use facilities should comply with the design standards outlined in the Guelph Facility Accessibility Design Manual (FADM), the Accessibility of Ontarians with Disabilities Act (AODA), and the regulations in the ON Building Code (OBC).
- Accessible parking spaces should be the closest parking spaces, with minimal traffic flow crossing, to the primary building entrances for commercial and mixed-use sites.
- Ensure that accessible parking and circulatory routes are not interrupted by drive though lanes.
- Ensure accessible circulatory routes are well defined and connect municipal sidewalks to primary building entrances.
- Ensure that accessible ramps are provided for sites with significant grade changes, from the public right-of-way to building entrances, parking, and drop off areas.

### 1.3 Landscaping

Draft directions for Landscaping include:

- Soft landscaping should consist of an open area that supports the healthy growth of vegetation. This may also include green roofs, green walls, grass, and raised planters.
- Soft landscaping should feature a diversity of plant materials that are low maintenance, drought resistant, and are encouraged to be of indigenous stock and from locally grown sources (OP Policy 8.17.2).
- Planting design that contributes to the creation of a high quality public realm, especially along building façades facing a public street is required, and shall include consideration for quality of material, variety of species, year round interest and aesthetic appeal of the surrounding neighbourhood.
- Site landscaping should contribute to sustainable building design and low impact stormwater infiltration systems (OP Policy 8.1.1).
- Green roofs may contribute toward a portion of the total landscaped area requirement.*


Soft landscaping along buliding façade and public street, Uptown Market, Markham, ON (Times Group)

- Landscaped buffer strips around surface parking lots should be integrated into site design where there is a transition of land uses.* They must meet requirements for tree growth and engineering functions.
- Development and redevelopment of commercial and mixed use sites are strongly encouraged to preserve existing trees, as well as associated soil profiles and existing grading, in an effort to minimize impacts to tree health. Where existing trees are proposed and not to be retained, the development shall be subject to tree compensation (as per the Private Tree Bylaw).
- Tree planting within continuous, open soil trenches is preferred. Soil cells or other technologies may be required to meet soil volume requirements.
- Trees should be located in key areas, including along walkways and within surface parking areas (1 tree for every 8 parking stalls).

### 1.4 Mid-Block Connections

Draft directions for Mid-Block Connections include:

- Provide mid-block connections to facilitate site permeability and non-vehicular access.
- Ensure highly visible mid-block connections are provided within large commercial development sites.
- Mid-block connections should connect sites from a public right-of-way.
- Mid-block connections should be designed as barrier free connections and should not be impacted by vehicles overhanging the sidewalk.
- Mid-block connections should include lighting features, landscaping, seating, and signage, as appropriate.

### 1.5 Site Signage, Display Areas & Wayfinding

Draft directions for Site Signage, Display Areas & Wayfinding include:

- Signage shall adhere to the City's Sign By-Law.
- Signage should be incorporated into the façade design of new commercial and mixed use development (OP Policy 8.14.3).
- Signage should be incorporated in the ground floor façade design of buildings and should be visible from the public realm.
- Well designed, pedestrian-scaled outdoor display areas that contribute to a comfortable and safe public realm may be permitted in areas of high pedestrian traffic (OP Policy 8.15.2).

### 1.6 Lighting

Draft directions for Lighting include:

- Incorporate lighting along public walkways and along building frontages to ensure pedestrian safety and comfort. Lighting along public walkways should be pedestrian scaled.
- All building and site lighting should be oriented and shielded to minimize the infringement of light and the creation of glare on adjacent properties and public roads. Lighting should also be designed to minimize hot spots (OP Policy 8.16.2).
- Use LED lighting with a colour temperature of 3000K or less. The use of bright, blue tone lights is discouraged.
- Lighting Plans for all commercial buildings submitted as part of a site plan approval should adhere to the City's Guidelines for Lighting Plans (forthcoming).

### 1.7 Rooftop Mechanical & Mechanical Systems

Draft directions for Rooftop Mechanical & Mechanical Systems include:

- Rooftop mechanical and mechanical systems should be setback from the building edge to minimize their visibility from the public realm.
- Rooftop mechanical and mechanical systems should be integrated with building design and architecturally screened from public view (OP Policy 8.6.7).

Vegetated landscape buffer that contributes to an attractive public realm, Toronto, ON (Brook McIlroy)

### 1.8 Servicing, Storage Areas, & Loading

Servicing refers to a space provided within or outside of a building to facilitate or conceal building-related services such as utility areas for heating, ventilation, air conditioning, electricity, gas, water or sewerage.

Storage areas refer to an area used for the storing of goods, materials, merchandise, or other items not including storing of vehicles, including solid waste.

Loading refers to loading docks and loading areas used for the loading or unloading of goods or commodities from a vehicle.

Draft directions for Servicing, Storage Areas and Loading include:

- Coordinate utility placement/servicing areas with storage areas, parking and loading locations to minimize the disruption or removal of existing trees and valuable landscaping.
- Cluster and screen utilities including gas metres and hydro. The appearance of utilities should be minimized but should be accessible.
- Ensure site design includes adequate space for waste vehicles and containers, including set out locations. Set out locations should not block sidewalks, bicycle parking, fire routes, or accessible parking.

- Ensure safe design of circulatory routes for servicing, storage areas and loading to discourage backing in or out from a public road.
- Locate servicing, storage areas, and loading bays within a building. If permitted outside a building, these uses should not be located near a public street, park, river, public open space, or residential area and they should be appropriately screened with architectural features to minimize their impact on the public realm. Screening typically shall be done to fully enclose these uses (OP Policy 8.13.6).
- Servicing, storage areas and loading should be located at the rear or sides of commercial and mixed use sites.

## 2.0 Draft Directions for Building Design & Typologies/Uses

Commercial Uses can be incorporated into a variety of building types and scales of development, through new development and redevelopment of existing sites.

**Commercial Buildings** are intended to provide a range of retail, office and commercial uses to meet daily needs in a variety of building formats, including along main streets, embedded within neighbourhoods, and within larger site developments. Commercial buildings should encourage alternative modes of transportation such as walking, cycling and the use of public transit. They should contribute to a vibrant public realm through active uses along the street.

### 2.1 General Standards for Commercial Buildings

#### 2.1.1 Building Massing, Scale, & Transitions

Building massing and scale relates to the bulk, height and shape of a building. Transitions refer to the relationship of a building to adjacent land uses to ensure appropriate access to light, view and privacy.

Draft directions for Building Massing, Scale & Transitions include:

- New development should provide appropriate transitions in height and massing to adjacent lower rise built form where a change in building use occurs or when adjacent to sensitive land uses.*
- Long building façades should be articulated through architectural design with recesses, projections, windows, and through landscaping design, to reduce the visual impact of massing on the public realm.


Mid-rise mixed use commercial development fronted by wide landscaped boulevard, Toronto, ON

- Establish maximum building lengths along public right-of-ways to ensure appropriate pedestrian scaled design.*
- The creation of false upper buildings floors is discouraged but may be supported where the design/engineering for the building allows for the upper floors to be inserted in the future.
- A minimum building height of two (2) storeys should be required for uses fronting onto arterial or collector roads, identified Main Streets and at intersections to provide definition to streets and open spaces (OP Policy 8.6.13).*

### 2.1.2 Ground Floor & Street Edge Design

Ground floor and street edge design refers to the relationship of building uses along the public street. The relationship between built form and the street should contribute to a vibrant public realm through appropriate ground floor uses and public amenities.

Draft directions for Ground Floor & Street Edge Design include:

- The principal entrances of commercial and mixed-use buildings shall be oriented toward the street and provide direct user entrances from adjacent streets and sidewalks (OP Policy 8.6.2).

- Windows and doors adjacent to public right-of-ways should not incorporate vinyl coverings or other signage treatments and should adhere to the Sign By-Law (see section 1.5 Site Signage, Display Areas, & Wayfinding).
- Commercial and mixed-use buildings should address a public right-of-way and set the building back adequately to provide landscaping and active uses at grade where possible, including patios and spill over retail.
- The first storey façade facing a public street or urban square should be comprised of transparent windows and/ or active entrances in order for new buildings to address the street.*
- Corner buildings shall address both streets by providing two articulated façades facing the street (OP Policy 8.6.4).

### 2.1.3 Articulation, Façade Design & Materials

The design of the building façade or face contributes to the character of communities. Specific elements of façade design include the use of specific materials, colour palettes and design elements such as doors, windows, and canopies. Façade design should be compatible with the local context and contribute to urban design excellence.

Draft Directions for Articulation, Façade Design & Materials include:

- Infill commercial and mixed-use development should reflect the existing character of established areas through façade design, material use, and building articulation.
- The base of commercial and mixed-use development should be articulated through design elements such as front doors, front canopies, overhangs, patios and a rhythm of shop fronts.
- Blank façades adjacent to a public sidewalk, urban square, park or open space are discouraged.

### 2.1.4 Interior Building Layout

Interior building layouts for commercial uses should contribute to a vibrant public realm. The design of the interior building layouts should promote public safety and allow for visibility and direct accessibility from the public realm into interior commercial uses.

Draft directions for Interior Building Layout includes:

- Where possible, locate back-of-house uses, including enclosed kitchens, storage, washrooms, offices, and service spaces toward the centre of the space and adjacent to solid walls in order to achieve maximum visibility into the space from the perimeter and surrounding public realm.
- Locate pedestrian entrances adjacent to public rights-of-way, at equal grade with the adjacent sidewalk.
- Where appropriate, expose certain back-of-house uses such as commercial kitchens to increase visual permeability through the space and to provide visual animation to adjacent public spaces.


Vibrant street edge condition along the first storey façade at CF Shops at Don Mills, Toronto, ON (Cadillac Fairview)

- Where commercial spaces can be accessed by multiple pedestrian entrances, locate point-of-sale kiosks in a central area to allow inbound and outbound pedestrian traffic from all entrance points.
- Take advantage of clear glazed frontages in retail spaces by exposing and displaying retail goods at the perimeter.
- Where possible, locate restaurant seating adjacent to clear glazing at the perimeter of the space.
- In mixed-use buildings, where appropriate, locate active transportation amenities such as stairwells and bike storage rooms at the building perimeter, with generous clear glazing for visual safety and daylighting.

## 2.2 Main Street Areas

Main Street Areas are areas that contain multi-storey buildings fronting a street, and typically contain retail or service uses on the ground floor. Office, service or retail uses may be located on upper building levels. Main Street Areas should contribute to a vibrant public realm (Official Plan, 9.4.2.6). Main Streets have been identified within the City's Mixed Use nodes through Guelph's Urban Design Concept Plans which have been endorsed by Council.

Draft Directions for Main Street Areas include:

- Main Street Areas will provide safe, functional and attractive environments.
- Main Street Areas should encourage alternative modes of transportation, including walking, cycling and public transportation (OP Policy 5.8.11).
- Main Street Areas should, where feasible, incorporate at-grade retail, and public and service uses along public right-of-ways or key internal streets to activate the public realm (OP Policy 9.4.2.6ii). Spill over retail, patios, seating, and other public spaces at grade are encouraged, though may be subject to an Encroachment Agreement.
- Consider narrow unit frontages to provide compact built form and a rhythm of streetfront entrances to encourage pedestrian activity (OP Policy 9.4.2.6v).
- Encourage a consistent building streetwall height along roads to create a comfortable public realm. Regulate the maximum distance between building entrances to achieve a rhythm and frequency of building entrances facing the street (OP Policy 8.6).*
- Ensure surface parking areas are not located between buildings and the street. Street or lay-by parking spaces along the right-of-way may be integrated for short to mid-term parking where appropriate.
- Minimum and maximum building setbacks will be required for commercial buildings to ensure buildings are consistently located close to the street edge and sidewalk.*
- A minimum first storey height of 4.5 metres should be required for mixed-use buildings to accommodate a range of non-residential uses.*
- Based on concept plans approved by Council, consider identifying future urban squares in the zoning by-law and establish active frontage requirements for properties surrounding the square.*

Commercial main street with patio uses and active frontage, Vancouver, BC (CBRE)

### 2.3 Neighbourhood Scale Commercial

Neighbourhood Scale Commercial buildings provide retail and service uses within a convenient walking distance of residential areas. Uses within these buildings should serve the daily needs of residents (Official Plan, 9.4.6).

Draft Directions for Neighbourhood Scale Commercial include:

- Neighbourhood Scale Commercial buildings should provide appropriate built form and landscaping transitions to adjacent sensitive areas.*
- Built form should address the public right-of-way.
- Building design should be compatible with the architectural character of adjacent built areas (OP Policy 9.4.4.10iii).
- Uses on Neighbourhood Scale Commercial sites should provide direct, safe pedestrian connections from the public right-of-way to building entrances.
- Surface parking between buildings and the public right-of-way are discouraged. Where surface parking along the main building frontage is required, it should be screened with low-level landscaping for visibility, and should provide direct pedestrian walkways from the public right-of-way to building entrances.

## 2.4 Vehicle Oriented Uses

Vehicle Oriented Uses include uses that facilitate the use and storage of private automobiles, such as vehicle service centres, vehicle repair and sales facilities, service stations, and drive-through facilities (Official Plan, 8.10).

Draft Directions for Vehicle Oriented Uses include:

- Provide appropriate transitions between Vehicle Oriented Uses and adjacent sensitive uses through architectural massing, landscaping, and screening.
- Ensure a minimum setback distance from abutting sensitive uses.*
- The siting of Vehicle Oriented Uses should not impede pedestrian safety or mobility in the public realm (OP Policy 8.10.1iv).
- Buildings containing Vehicle Oriented Uses should address the public realm and reinforce the street edge (OP Policy 8.10.1.ii).
- Car Washes and Drive Throughs should incorporate appropriate setbacks and landscape buffer treatments along the public street edge.
- Drive through facilities, where permitted by zoning, should be required to locate in rear and side yards (OP Policy 8.10.2i), and provide a buffer strip between the drive-through lane and the adjacent property.*
- Drive through stacking lanes should be set back from public street frontages and intersections to prevent conflicts between the circulation of vehicles, cyclists and pedestrians (OP Policy 8.10.2i).*
- Drive through stacking lanes should not be located between a building frontage and a public right-of-way (OP Policy 8.10.2i).*
- Commercial and mixed use development with drive throughs should consider the number of queuing spaces required based on the technology in use.* For example, a drive-through restaurant could base the number of queuing spaces on time per vehicle; car washes could base spaces on the type of car wash; continuous controlled throughput could have less spaces, whereas single-use "one at a time" car washes should have more.
- Drive through facilities should not be permitted adjacent to sensitive land uses. *
- Double stacking lanes are discouraged on commercial and mixed-use sites. Where required, double stacking lanes should be separated by a high quality landscaping buffer.
- Car Dealerships should minimize street setbacks from the main public frontage.
- The use of transparent windows is encouraged along the main building frontage of Car Dealerships.
- Ensure that pedestrian connections to buildings do not conflict with entrances/exits to stacking lanes.
- The façades of Vehicle Oriented Uses should be designed with high quality architectural materials including brick, stone, and wood.


Appropriately screened drive-through stacking lane (Yao)

- Signage for Vehicle Oriented Uses should be integrated into the architectural and/or landscape design of the site.
- Weather protected canopies should be provided over fueling areas of service stations.
- Service station fuel pump islands should be set back from sensitive uses.*
- Define Vehicle Oriented Use, Drive Through, and Stacking Lane in Zoning By-Law.*

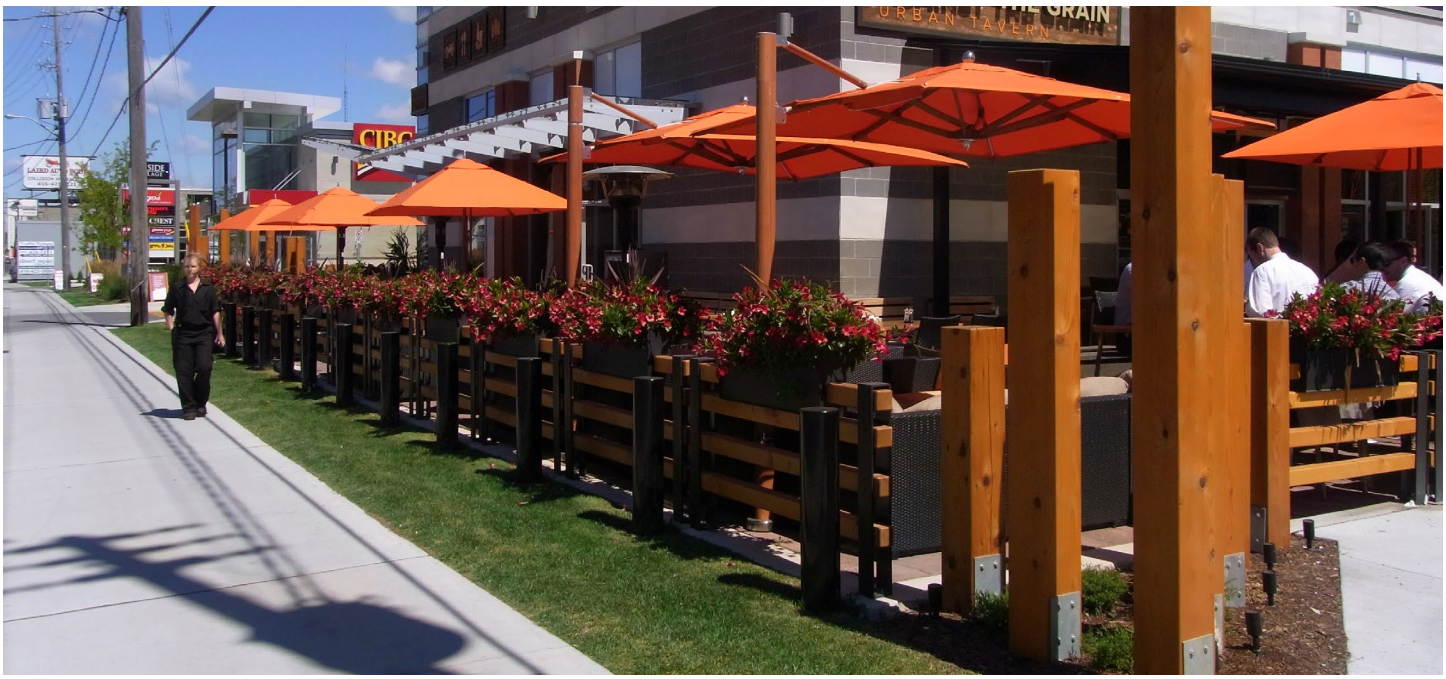
## 2.5 Large Commercial Sites

Large commercial sites have the capacity to accommodate more than one building on a site and typically contain a mix of buildings fronting the public right-of-way and/or internal roads. These sites may be part of a new development or may involve the redevelopment of existing lands. Large Commercial Sites may also contain Main Streets as shown in the Urban Design Concept Plans.

Large sites should be designed as a cohesive development through the development of Urban Design Master Plans, and consider how site design, building design, landscaping and connections work together, on the site as well as how they fit into the adjacent context. Continuity of design principles from the Master Plan stage to Site Plan submission should be demonstrated.

Draft directions for Large Commercial Sites include:

- Phasing of larger commercial sites should be identified through the development application process. Larger commercial sites should develop adjacent to the public right-of-way in early phases.
- For large commercial sites on deep lots, create a grid-based internal road network to facilitate further development and redevelopment over time. Ensure that new roads interconnect with the existing community where possible, and that utilities and other services are aligned with the established block structure.
- For phased large commercial sites, the City shall receive a comprehensive concept plan for the site in its entirety.
- Consolidate vehicular site access points where feasible to optimize curb cuts and the interruption of the boulevard for pedestrians, landscaping and furnishings (OP Policy 8.13.1).
- Primary driveway entrances to large commercial sites should be defined by landscaping on either side of the driveway and/or by landscaped medians (OP Policy 8.13.2).
- Private roads and internal driveways required for site circulation shall be designed to be comfortable for pedestrians, cyclists and vehicles. They should be physically defined by raised curbs and, where appropriate, landscaped where they intersect with a parking area or driveway. Internal driveways or roads will be used to divide large sites into a grid of blocks and roadways to facilitate safe pedestrian, cyclist and vehicular movement. Internal driveways will be designed to interconnect with adjacent properties to create an overall cohesive and integrated circulation network (OP Policy 8.13.3).
- Well-articulated and distinct pedestrian walkways should be placed along a building street frontage and linked to public boulevards, public sidewalks, transit stops, trail systems and other pedestrian systems (OP Policy 8.13.4).
- Large sites should prioritize safe pedestrian connections from the public right-of-way to primary building entrances, and should provide continuous safe pedestrian access throughout the site.




Street oriented patio on large commercial site, Leaside Village, East York, ON (Brook McIlroy)

- Larger commercial sites should create appropriate building transitions between different buildings on a site, as well as transition appropriately to adjacent uses.
- New buildings should be set back from the front property line, and side property lines for corner sites, to define the street edge and provide adequate space for pedestrians, cyclists and landscaping for the boulevard.
- Corner sites may include building setbacks to emphasize the intersection and provide outdoor seating, and plaza areas for pedestrians.
- Where buildings face the street, locate active uses at grade such as cafes, restaurants, boutiques, offices and waiting areas.
- Use clear glazing to promote visibility between indoor and outdoor uses.
- Design building façades to express individual businesses through building elevation, recesses and projections, entrances, signs and canopies.
- Primary building frontages should incorporate pedestrian amenities including landscaping, display windows, seating and pedestrian scaled lighting.

- Where multiple buildings on a site are proposed, buildings adjacent to the public right-of-way should create a consistent streetwall.
- Where multiple buildings on a site are proposed, complementary building design and materials should be used to create a cohesive development.
- Site and building design should support and facilitate future intensification and redevelopment including strategies for building expansions. For example, ensuring that upper storey volumes can be infilled to create additional floor area (OP Policy 8.6.14).

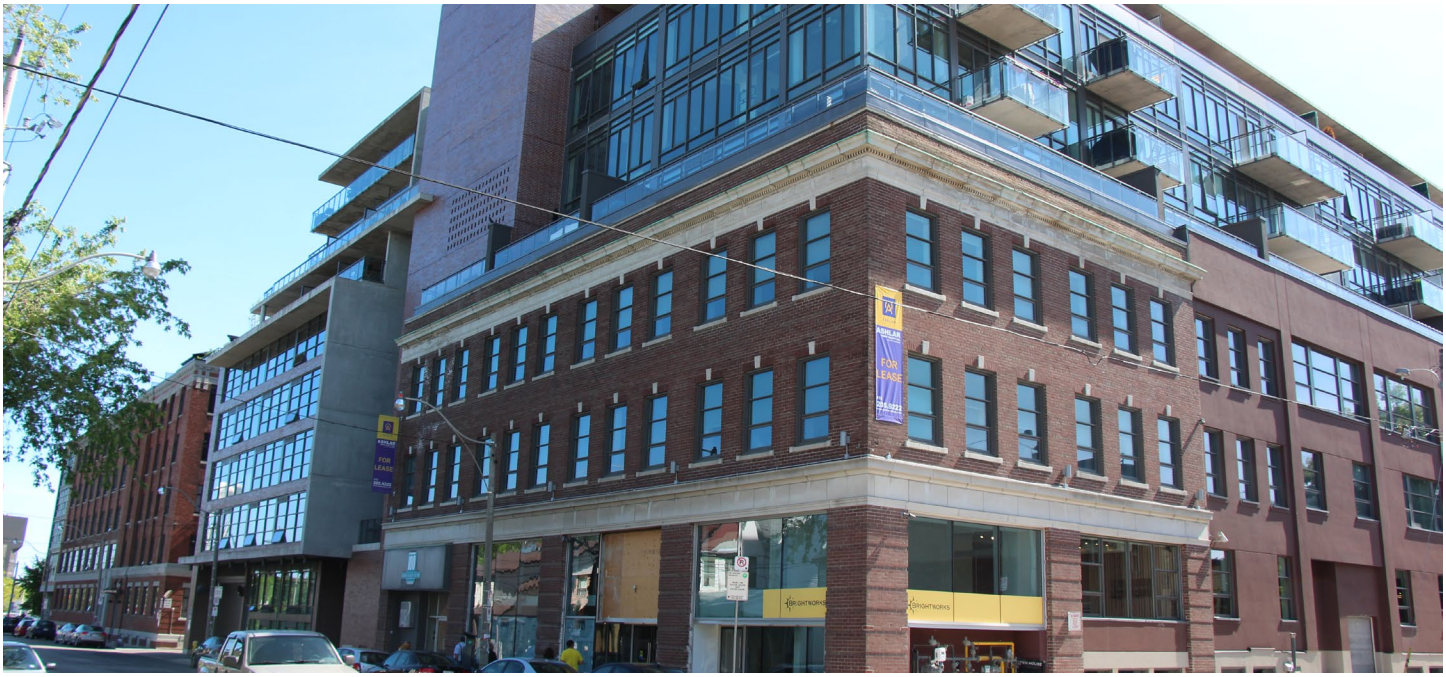
### 2.6 Mixed Use Development

Mixed Use Buildings contain diverse uses, which may include a mix of retail, service, office and residential uses in one building.

Draft Directions for Mixed Use Development include:

- Ground floor heights of mixed use buildings should be a minimum of 4.5 metres to accommodate a range of uses over time. Where a continuous streetwall has been established, new buildings should align with the existing ground floor height and design.*
- At-grade retail uses should provide building entrances from a public right-of-way. Upper level units may be accessed from a shared lobby entrance.
- Use clear glazing to promote visibility between indoor and outdoor uses.
- Underground parking is recommended for mixed use development where possible. Convenience retail parking should be located at the rear or side of the development.
- Residential balconies as part of a mixed use development should be massed within the existing building envelope and should not project outside of the building massing.
- In the case of a corner building, both façades facing a public street or urban square should be comprised of a minimum percentage of transparent windows and/or active entrances.
- Define Mixed Use Building in Zoning By-Law*


Lower scale, fine grain mixed use development with at grade commercial uses, IGA, Vancouver, BC (Brook McIlroy)



Mixed use development integrated onto existing heritage structure, Toronto, ON (Brook McIlroy)

# 5.0 Next Steps

The City will be working with the consultant team towards the creation of the Draft Commercial Built Form Standards. The next steps for the Commercial Built Form Standards include:

- Preparation of Draft Commercial Built Form Standards
- Preparation of Draft Demonstration Plans
- Preparation of Draft Zoning By-Law Recommendations

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# Appendix A: Summary of Stakeholder Interviews

## 1.0 Stakeholder Interviews

A total of 5 stakeholder interviews were conducted at approximately 30 minutes in length. A summary of the project purpose and interview questions were circulated to participants prior to the interviews.

Participants were asked the following questions to help frame the discussion:

1. What type of developments do you typically work on in Guelph? (i.e. low-rise mid-rise, retail, commercial office, mixed-use, residential, townhouse, etc.)? Why do you focus on this typology?
2. From a design perspective, what is an example of a successful commercial building or development in Guelph or another city? What do you think makes this development successful from a design perspective (i.e. organization of building on site, use of setbacks or stepbacks, materials, integration with public realm)?
3. Are there any changing trends in the needs and offerings of commercial buildings and spaces that should be considered in the development of the commercial built form standards (i.e. implications of e-commerce, changes in floor area or parking requirements, shifting mixes of use, street-oriented development)?
4. What priorities should be considered to ensure commercial buildings and developments reflect Guelph's local context and character?
5. Do you know of any best practices (in Guelph or elsewhere) related to commercial development that you feel should be considered in the development of Commercial Built Form Standards for the City of Guelph?

The responses from the stakeholder interviews have been summarized anonymously and highlight key themes or ideas identified through stakeholder interviews.

**Key ideas and themes from the stakeholder interviews include the following:**

### 1. Building Massing & Design: Frontages, Setbacks, Transitions

- Encourage building frontages with reduced setbacks to the street
- Ensure transitions in height are in place when developing higher density uses adjacent to lower density uses
- Include sun/shadow impact studies as part of development applications
- Manage noise impact through a variety of measures including setbacks and buffers (architectural screens)
- Special considerations for architectural features should be considered (i.e. Noise by-law not effective, setbacks also important. Noise by-laws can result in inappropriate landscape and architectural features such as large retaining walls)
- Ensure consistency in building massing with respect to surrounding context
- Ensure quality building frontages include functional windows and high quality façade treatments/materials
- Mitigate dead-doors facing streets and other public frontages where possible

- Ensure front windows are transparent from the public realm and not covered by vinyl or other signage treatments
- Facade treatments should be context specific
- Ensure human scale design with building massing and articulation
- Include multi storey buildings along arterials
- Establish maximum building frontage widths along street to ensure appropriate pedestrian scale design
- Rooftop elements such as HVAC and mechanical systems should be screened
- Add density to suburban sites and result in lower amounts of surface parking
- Introduce mixed use models on commercial sites where appropriate

### 2. Public Realm and Public Life

- Incorporate main street design when designing commercial uses on arterial streets
- Incorporate street facing patios where possible to improve public realm
- Integrate Commercial uses with adjacent right-of-ways (i.e. Promenade Mall Redevelopment Plan)

### 3. Landscaping

- Ensure space for trees and planting is included on site plans
- Locate fire hydrants on public areas adjacent to sites
- Landscape elements cannot block sightlines/ visibility to store frontages, etc.

### 4. Parking

- Locate parking below grade where possible
- Reduce or modify existing parking requirements
  - Participants suggested using existing parking usage to determine appropriate parking ratios rather than using set standard
- Allow for parking standards/requirements to be flexible
  - Parking requirements set for uses identified in the initial application does not allow for flexibility if uses change during the evolution of the application (i.e. proposed office uses at early phases, changing to restaurant use later)
- Consider raised concrete platforms for parking in major commercial areas
- Reduce parking rates to encourage multi-modal transportation

### 5. Access, Circulation and Loading

- Encourage transit integration on large sites to provide pedestrians with direct access to building entrances
- Ensure adequate separation distance between driveways and intersections (especially on corner sites)

- Increase distance between shared turn lane and driveway entrances to ensure high functioning turn lane
- Consider one way driveway implementation (one way in, one way out) for parking lots
- Participants stated that it is currently difficult to maintain pedestrian connectivity and to encourage carpooling/car sharing
- Participants stated that sites are too car oriented, large, and difficult for pedestrian connectivity/ permeability
- Encourage the integration of shower and change rooms to encourage multimodal transportation
- Introduce paving materials to indicate where pedestrians are entering a drive aisle
- Ensure building entrances support pedestrian traffic and movement
- Loading should not allow backing in or out from a public road
- Special consideration for loading zones for specific uses should be considered

### 6. Car Washes, Gas Stations, and Drive Throughs

- Restrict lane stacking to intersections
- Ensure adequate drive through setbacks from adjacent residential areas
- Ensure driveway stacking does not block adjacent streets or right-of-way elements such as bike lanes
- Participants stated that tenants prefer that drive through lanes be visible from the street. This is in contrast to best practices which suggest to hide drive through lanes within internal areas of the site
- Car wash stacking must be appropriately managed in the same manner as drive through stacking
- Consider new drive through "use"
- Mitigate/manage car-wash adjacencies from residential uses
- Manage gas station canopy setbacks from road

### 7. Accessibility

- Locate drainage, including storm water management (SWM) and catch basins, outside of areas near accessible parking or routes to ensure consistent accessibility
- Ensure accessible parking is adjacent or in proximity to commercial entrances and access points
- Ensure site plans include accessibility pathways connecting municipal sidewalks to building entrances, etc.
- Accessible routes or parking should not cut across drive through lanes
- Accessibility issues associated with multi storey buildings should be addressed
- Speed bump standards should have consideration for injuring those with accessibility needs

### 8. Siting & Grading

- Locate smaller scale commercial developments closer or in residential areas as oppose to larger sites at the edge of town
- Consider limiting car washes/drive through, and gas stations based on site size
- Ensure appropriate grading to provide pedestrians with unimpeded access
- Sites with substantial grade changes should be stepped to provide break in grade

### 9. Sustainability

- Consider implementation of Low Impact Development and stormwater management planning in guidelines

### 10. Zoning By-Laws

- Introduce more flexibility for what commercial uses are permitted in certain commercial zones as per the City of Guelph's zoning by-law
- Consider the implementation of Direct Control Zones which identify by-laws that address unique context sensitive situations

### 11. Examples of Well-Designed Commercial Buildings or Sites

- Esso Gas Station, 587 York Road, Guelph
    - One way into gas station canopy area, and one way out
    - Canopy at rear with building frontage facing the street
- Developments at Lowes Road West and Gordon Street, approximate address at 1515 Gordon Street
    - Building frontage pushed to street
    - Parking at rear
- General infill of big box developers with residential uses moving towards a mixed use model
    - Utilize and develop unused parcels of land on site to diversify the mix of uses

### 12. Recommended Policy/Design Guidelines

- City of Calgary
    - Large Retail/Commercial Urban Design Guidelines
    - Rundle Area Master Plan

### 13. Evolution of Retail and Commercial Spaces

- Participants varied in their opinion towards mixed use models in commercial areas. Some stated a trend towards more mixed use development. Others stated that tenants and those actively developing preferred single use development.
- Some participants stated that consumers tended to prefer smaller retail as oppose to big box retail.
- One participant stated that smaller, more service oriented development was an important segment for commercial spaces as oppose to big box retailers. This participant stated that interest for big box development has reduced.
- Target and Sears vacancies have provided a large influx of vacant properties to the market and provided opportunities for redevelopment.

# Appendix B: Public Open House Summary

## 1.0 Purpose of the Study

The City of Guelph has retained Brook McIlroy to assist Planning Services in preparing Commercial Built Form Standards. Based on Official Plan Update (OPA 48), these Standards will provide clear directions and criteria for the design of commercial space across the City, with the exception of Downtown which is subject to the Downtown Built Form Standards. This includes building setbacks, circulation, site layout, landscaping, parking, and access.

The standards will consider opportunities associated with neighbourhood commercial, main street commercial, larger commercial sites, mixed use development and service commercial uses, and will provide recommendations related to best practices in built form and public realm design. They will provide solutions to ensure that new development is compatible with the local context. The standards will also be tested and adapted throughout the process through the creation of demonstration plan concepts.

The estimated completion date for the Commercial Built Form Standards is in late 2019.

## 2.0 Public Open House Scope & Summary

A Public Open House was held on the evening of March 6, 2019 at Guelph City Hall to discuss Commercial Built Form Standards. Approximately 16 participants attended the Public Open House.

The purpose of the Open House was to collect feedback on the current state of commercial development and for this feedback to be considered in the development of the Guelph Commercial Built Form Standards.

Display panels were available for participants to review. The display panels provided information introducing the project intent, and draft design directions related to site organization and design, building design, and specific building uses.

In addition to the display panels, a powerpoint presentation was played on a loop to provide high level information to the public regarding the purpose and format of the Open House, the intent of the study, and the project timeline.

Four tables were set up in the room to engage participants further on specific topics related to the Commercial Built Form Standards. Each table was facilitated by a member of the consultant team or City Staff. Every table included a worksheet that prompted participants to answer questions, on sticky notes, related to the specific table's theme. The four tables were Shopping Experience, Building Design & Land Use, Public Realm and Site Design, and Mobility.

An Online Survey was also available on haveyoursay.guelph.ca between March 8 and March 25 to provide further opportunities to the public to comment on the questions asked during the Public Open House.

Key feedback from the Public Open House and Online Survey included the following:

### Table 1: Shopping Experience

Table 1 asked participants three questions relating to shopping experiences, further described below. The following summarizes key comments made by participants.

**Question 1: What contributes to a positive shopping experience?**

**a. How do you get there?**

- Many individuals stated that they use alternative methods of transportation including walking, cycling, and public transportation
- Some noted that they use alternative methods of transportation outside of winter months
- Those who stated that they walk or cycle tended to do so in the downtown

**b. What do you want to see and find when you get there?**

- Provide public seating and areas for pedestrian congregation
- Include more comprehensive landscaping to provide ecosystem/sustainability benefits
- Provide trees to create pedestrian comfort, such as shading
- Provide water fountains
- Encourage patios and public squares
- Provide a varied shopping experience that includes more than retail (i.e. coffee shops, dining)
- Encourage active uses on the ground floor rather than offices
- Use existing building façade and/or building to fit harmoniously with local architecture
- Include greater cycling infrastructure to commercial areas and ensure commercial sites have facilities/infrastructure to support cycling, including bicycle racks/storage
- Ensure safe movement on commercial sites for pedestrians and cyclists
- Limit drive-throughs and mitigate negative externalities to surrounding areas
- Encourage mixed use development
- Encourage dark sky friendly lighting
- Promote wider sidewalks for greater accessibility
- Design clear signage
- Retail stores with consist working hours

**Question 2: Tell us about a positive shopping experience in Guelph or other cities.**

Several locations were mentioned including:

Guelph Examples:

- Carden Street, across from City Hall
- Guelph Farmers Market
- Macdonell Street between Norkfolk Street and Quebec

Canadian Examples:

- Kensington Market, Toronto
- Niagara on the Lake, ON
- Uptown Waterloo, ON

International Examples:

- Ithaca, New York
- Paris, France
- Amsterdam, Netherlands

Some participant stated some general themes that create a positive commercial experience, including:

- Design of human-scaled buildings/businesses
- Developing commercial buildings at various sizes to encourage a diversity of establishments
- Large windows at the ground level with activated uses
- Public realm amenities to encourage congregation
- Increased bicycle parking
- A sense of exploration and discovery

## Table 2: Building Design & Land Use

Table 2 included three questions relating to building design and land use further described below. The third question asked participants to comment on the design of six pictured buildings. The following summarizes key comments made by participants at Table 2.

**Question 1: What contributes to successful building design?**

- Roof and building designs should vary and not only be flat/rectangular
- Large windows sizes on the ground floor facing active frontages to provide visibility to retail uses
- Include public seating, landscaping, patios, and other outdoor amenities to encourage congregation
- Utilize local materials such as recycled lumber, limestone, and brick
- Encourage building and façade designs that match the local context

**Question 2: Many communities are locating different mixes of uses on a single site. What are successful ways to integrate a mix of uses on a site?**

- Ensure sites include plazas and other outdoor spaces to attract people and to encourage congregation
- Include affordable units within mixed use developments
- Include varied size options for new commercial buildings/units to encourage a mix of tenants

**Question 3: What do you like or dislike about the building design examples below?**

Participants were provided with six different images and asked to comment on the building design.

Image 1: Lower scale, fine grain mixed use development with at grade commercial uses

- Participants appreciated the awning and the stepped back residential units above the commercial uses. Some participants also expressed a preference for the greened elements including the landscaped median, street, and building.

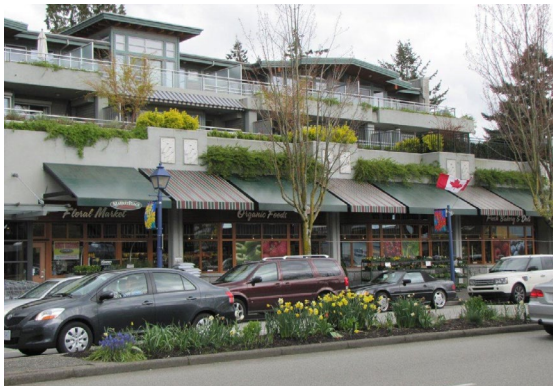

Image 1: Lower scale, fine grain mixed use development with at grade commercial uses

Image 2: Mixed use commercial development located on corner site

- Participants liked the abundance of windows and the transparent awning. Some participants did not like the rectangular massing of the building and stated that active uses at grade were required.

Image 2: Mixed use commercial development located on corner site

Image 3: Mid-rise mixed use commercial development fronted by wide landscaped boulevard

- Participants preferred the articulation and stepbacks on the building which reduced the perception of the building height and provided better access to sunlight.

Image 3: Mid-rise mixed use commercial development fronted by wide landscaped boulevard

Image 4: Mixed use commercial development on arterial street with at-grade commercial uses

- Participants did not comment on this building.

Image 4: Mixed use commercial development on arterial street with at-grade commercial uses

Image 5: Mixed use commercial development with building setbacks and varying material use

- Participants provided comments supporting the wide sidewalks pictured.

Image 5: Mixed use commercial development with building setbacks and varying material use

Image 6: Commercial development addressing adjacent street with screened patio

- Participants provided comments generally supporting the patio space as an excellent amenity to the site and the adjacent street. Some participants noted that patios should not be located by the sidewalk. All participants tended to support the patio umbrellas, with some participants suggesting greater use of awnings to extend patio use through more seasons. One participant expressed a desire for improved screening design.

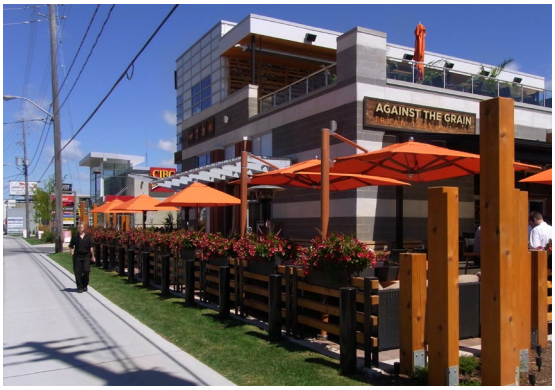


Image 6: Commercial development addressing adjacent street with screened patio

## Table 3: Public Realm & Site Design

Table 3 included three questions relating to the Public Realm and Site Design, further described below. The third question asked participants to comment on the public realm and site design of six pictured examples. The following summarizes key comments made by participants at Table 3.

**Question 1: What contributes to successful public realm and site design?**

- Human scaled amenities and building design
- A diversity in building façade/designs
- Transparent, active frontages
- Visibility and accessibility from public streets
- Pedestrian amenities including seating, street trees, and lighting, which encourage congregation
- Pedestrian spaces such as public squares and plazas
- Increased landscaping and planting
- Public art
- Bicycle racks
- Sites that are safe and accessible for pedestrians
- On-site stormwater management

**Question 2: What elements for the public realm and outdoor spaces are important to you?**

- Public seating
- Pop up spaces/retail opportunities
- Healthy tree canopy
- The integration of stormwater management into site design

**Question 3: What do you like and dislike about the public realm and site design examples below?**

Participants were provided with six different images and asked to comment on the public realm and site design.

Image 1: Landscaped forecourts and plazas with public seating and metal arbor feature

- Participants provided mixed feedback. Some disliked the angular nature of the metal arbour and seating, while others preferred it.

Image 1: Landscaped forecourts and plazas with public seating and metal arbor feature

Image 2: Plaza with integrated commercial uses

- Participants stated a preference for mixed use commercial development that includes residential uses.

Image 2: Plaza with integrated commercial uses

Image 3: Patios and spill over spaces to activate adjacent streets

- Participants stated their preference for public spaces in addition to private patios.


Image 3: Patios and spill over spaces to activate adjacent streets

Image 4: Landscaped pedestrian-oriented streets

- Participants noted a preference for additional seating to enjoy landscaped pedestrian-oriented streets

Image 4: Landscaped pedestrian-oriented streets

Image 5: Plaza spaces with programming, public seating, and trees

- Participants all stated that plaza spaces with programming, public seating, and trees were important public realm elements

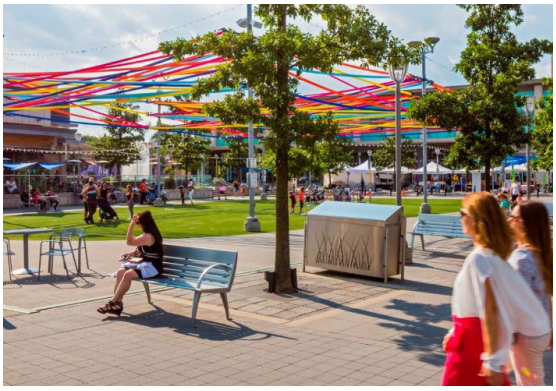

Image 5: Plaza spaces with programming, public seating, and trees

Image 6: Main street design with public seating, pedestrian lighting, and street trees

- Some participants stated that street trees should be grouped to provide great ecological benefits

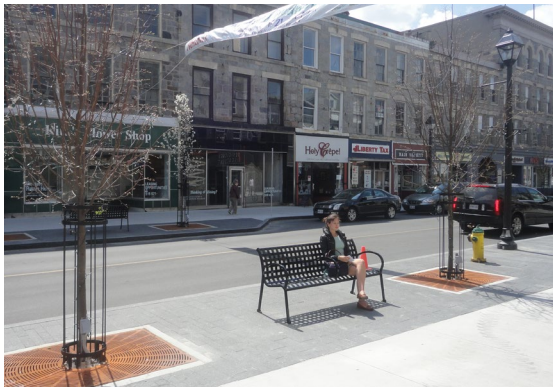

Image 6: Main street design with public seating, pedestrian lighting, and street trees

## Table 4: Mobility

Table 4 included three questions relating to mobility, further described below. The third question asked participants to comment on pictured examples of different mobility choices. The following summarizes key comments made by participants at Table 4.

**Question 1: What ways do you currently travel to commercial sites in Guelph?**

- Many participants stated they used alternative methods of transportation to access commercial sites. Some explicitly stated that seasonality and distance affected their transportation mode.

**Question 2: What are ways to create accessible commercial sites?**

- Accessibility concerns accessing sites, and traveling through sites
- Many participants stated the need to include cycling infrastructure to commercial sites and more bicycle parking
- Participants suggested increasing the visibility of bicycle parking, and placement near building entrances as a deterrent to cycling theft
- Some participants suggested drive-throughs as a general safety hazard for pedestrians
- A participant identified direct walkways and ramps from sidewalks to building entrances as a key consideration.
- Clearly marked parking areas were also identified as an important design element.

**Question 3: What do you like and dislike about the different examples of mobility below?**

Participants were provided with six different images of mobility options and asked to comment. Key comments from participants included:

Image 1: Landscaped pedestrian pathway through surface parking lot

- Participants were generally supportive of landscaped pedestrian pathways through surface parking lots. Many suggested more robust landscaping including large trees. Some also pointed out that accessibility needs should be more clearly prioritized in site design.

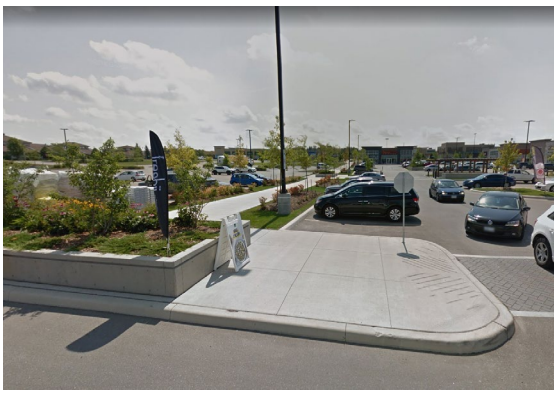

Image 1: Landscaped pedestrian pathway through surface parking lot

Image 2: New vehicle sharing opportunities such as bicycle share or electric scooter-sharing

- There was broad support for vehicle sharing from participants. Some participants suggested that vehicle sharing should not interfere with pedestrian traffic.

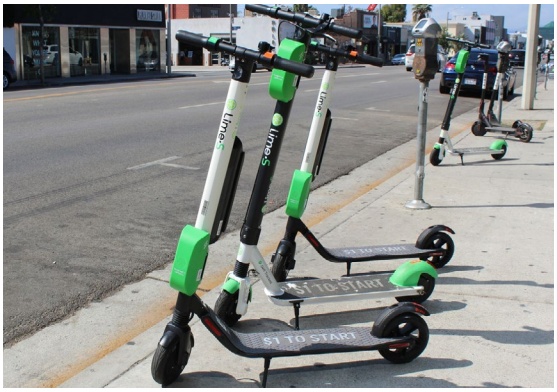


Image 2: New vehicle sharing opportunities such as bicycle share or electric scooter-sharing

Image 3: Greater transit integration on or near commercial development sites

- All participants supported the expansion of transit integration

Image 3: Greater transit integration on or near commercial development sites

Image 4: Walkable streets and connections

- All participants supported walkable streets and connections. Some stated the importance of having transparent active frontages. Another participant suggested that a mix of surface paving materials be used to benefit the mobility of visually impaired individuals.

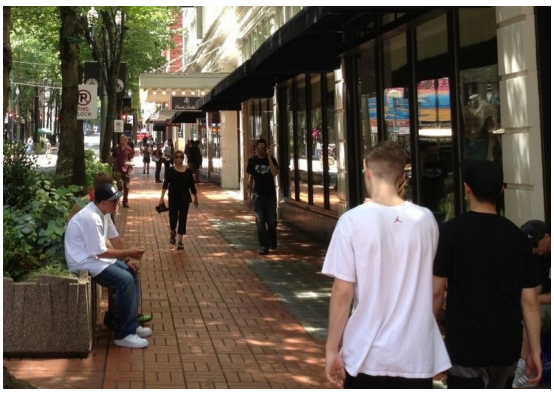

Image 4: Walkable streets and connections

Image 5: Improved cycling infrastructure to better connect to commercial development

- Participants supported improved cycling infrastructure. All participants stated a preference for separated cycling infrastructure.

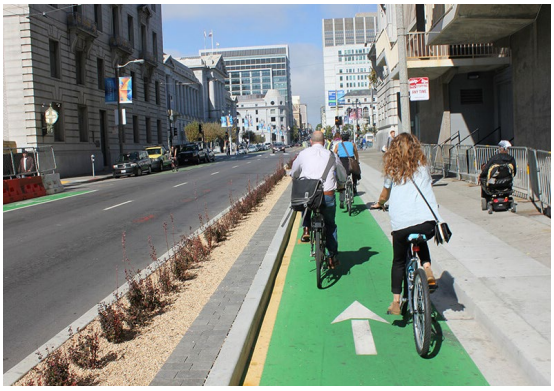

Image 5: Improved cycling infrastructure to better connect to commercial development

Image 6: Landscaped surface parking lot

- Some participants were positive towards landscaped surfacing parking. Other felt the pictured site was too car centric.

Image 6: Landscaped surface parking lot

## General Comments

In addition to the worksheets, participants were also able to provide general comments on a separate comment sheet. Additional comments from participants included:

- New development should feature architectural styles that match or complement the local context, through material use and appropriate building massing and design
- Bicycle parking should be included in the design of commercial sites, and located in key areas that ensure access and visibility
- Develop and improve cycling infrastructure to commercial sites
- Ensure walkable streets and connections to commercial sites
- Avoid fake second stories and façades above commercial store frontages