

STAFF REPORT



TO City Council

SERVICE AREA Planning, Building, Engineering and Environment

DATE December 2, 2013

SUBJECT Statutory Public Meeting for Proposed Official Plan Amendment 54: Guelph Innovation District Secondary Plan

REPORT NUMBER 13-62

EXECUTIVE SUMMARY

PURPOSE OF REPORT

Statutory Public Meeting - To provide information about proposed Official Plan Amendment 54 for the Guelph Innovation District Secondary Plan.

KEY FINDINGS

The public release and circulation of the Draft Guelph Innovation District Secondary Plan in October 2012 resulted in over 40 responses that helped shape Official Plan Amendment 54. OPA 54 reflects much of this input and continues to support the City's updated Official Plan policies and builds on the Local Growth Management Strategy, Community Energy Initiative, and recent economic development strategies including Prosperity 2020 and the Agri-Innovation Cluster Strategy. The natural heritage system and cultural heritage resources remain foundational to the future development of the lands through the inclusion of policies that address the protection, conservation and enhancement of these resources and reinvigorating the historic reformatory. Land use designations supporting employment and residential uses have been adjusted and additional flexibility has been added to the built form policies to respond to input while maintaining the ability to meet population and employment targets for the secondary plan area.

FINANCIAL IMPLICATIONS

Capital Budget approval has been given by Council for completion of the Secondary Plan at \$340,000. An FCM Green Municipal Fund grant will contribute \$142,252 towards the budget. The first FCM instalment of \$75,188.79 has been received.

ACTION REQUIRED

Council will hear public delegations on the proposed amendment, ask questions of clarification and identify issues. The report is to be received and no decisions are to be made at this time.

RECOMMENDATION

1. That Report 13-62 regarding proposed Official Plan Amendment 54 (OPA 54) for the Guelph Innovation District Secondary Plan from Planning, Building, Engineering and Environment dated December 2, 2013 be received.

BACKGROUND

The City of Guelph initiated the preparation of a Secondary Plan for the Guelph Innovation District (GID) in early 2005. The draft Secondary Plan implements the City's Official Plan policies and builds on the Local Growth Management Strategy, Community Energy Initiative, and recent economic development strategies including Prosperity 2020 and the Agri-Innovation Cluster Strategy. The work has encompassed extensive public consultation and coordination efforts with the Province of Ontario who is the primary landowner within the GID, owning roughly half of the lands.

Key project milestones have been the subject of various Committee and Council reports to receive Council support of foundational pieces leading to the development of the draft Secondary Plan. In addition, a number of community engagement opportunities have been provided to stakeholders throughout the development of the GID Secondary Plan policies (see Attachment 1 for GID Project Milestones).

An analysis of design precedents, public feedback on potential design elements, and a design charrette were instrumental in the development of the preferred design, vision, principles and objectives. A design booklet entitled "Guelph Innovation District Recommended Option Booklet", was produced and included as an attachment to PBEE Committee Report No. 11-104 dated December 12, 2011. The preferred vision, principles, objectives and design developed for the GID was supported by Council on January 30, 2012 (Council Report 12-18). The draft Secondary Plan was presented to PBEE on October 15, 2012 which was followed by a public open house on November 28, 2012.

Location

The GID Secondary Plan area consists of a land area of approximately 436 ha located south of York Road, east of Victoria Road South, west of Watson Parkway South, and includes lands south of Stone Road (See Attachment 2 for GID Location map).

Existing Official Plan Land Use Designation and Policies

The majority of the lands are currently designated as "Special Study Area" by the City's Official Plan, requiring the completion of a planning study to "examine future land uses, servicing, phasing of development, transportation and impact assessment on natural heritage features and cultural heritage resources." The draft Secondary Plan implements the City's Official Plan policies by providing a

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comprehensive land use plan for the GID area in conformity with new policy directions incorporated through the update of the City's Official Plan, including growth plan targets. There are also a number of other land use designations within the GID Secondary Plan area which are proposed to be carried forward (i.e. existing service commercial and industrial designations) or are proposed to be redesignated (i.e. major institutional).

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Purpose and Effect of OPA 54

The Guelph Innovation District (GID) Secondary Plan is based on extensive planning work completed during 2005-2013 to determine a new use and appropriate land use policies for the former Guelph Correctional Centre and other lands, while ensuring growth management targets for the area are met. The GID Secondary Plan policies amend the current 2001 Official Plan and build on the Local Growth Management Strategy and associated OPA 39 and policy directions of the Official Plan Update (OPA 42 and OPA 48) with linkages to the Community Energy Plan and Economic Development Strategies (Prosperity 2020 and Agri-Innovation Cluster Strategy). The Secondary Plan references and enhances the policies introduced through the Official Plan Update. The GID Secondary Plan presents a vision, principles, land use designations and policies to guide development within the GID Plan area to the year 2031.

Attachment 3 provides the draft Official Plan Amendment 54 for the GID Secondary Plan.

Overview of Amendment

OPA 54 replaces the existing land use designations and policies of the 2001 Official Plan (as amended) as they relate to the GID with new land use designations and policies by inserting a new subsection to Chapter 11 Secondary Plans entitled 'Guelph Innovation District Secondary Plan.' The subsection contains a detailed set of land use and development policies to guide all future development within the plan area; support conservation, protection and enhancement of the natural heritage system and cultural heritage resources; promote best practices for sustainable infrastructure and community design to contribute towards the achievement of carbon neutrality; identify collector road alignments and active transportation opportunities; and provide a high level urban design direction to guide the creation of a unique and memorable place. The Secondary Plan includes four Schedules related to mobility, land use, built form elements and block plan areas.

The Secondary Plan consists of the following sections:

- Vision, Principles and Objectives;
- Natural and Cultural Heritage;
- Energy, Servicing and Stormwater;
- Mobility;

- The Public Realm;
- Land Use and Built Form; and
- Interpretation and Implementation.

The policies generally follow the structure of the Official Plan Update (OPA 42 and 48) and make references to and/or enhance the policies of the Official Plan. Definitions and policies may be repeated where they directly relate to the GID, given the status of OPA 42 which is currently under appeal and OPA 48 which is awaiting provincial approval are not in full force and effect.

Description of Secondary Plan Sections

Each Section of the GID Secondary Plan is described below followed by a summary of revisions made since the release of the draft in October 2012.

Section 11.2.2 Vision, Principles and Objectives

The GID Secondary Plan policies begin with the guiding vision, principles and objectives for the GID, formulated as part of an extensive public engagement process as outlined in Attachment 1. The vision focuses on the creation of a compact, mixed use community providing meaningful places to live, work, shop, play and learn. The employment area is intended to be innovative and supportive of an urban village connecting residential areas with compatible employment uses. The area respects and supports the rich natural and cultural heritage resources of the area including the stunning Eramosa River Valley and the historic Reformatory Complex. The mix of uses, prioritization of active transportation modes (pedestrian and cyclist), and protection of natural and cultural heritage features, all contribute to the achievement of carbon neutrality targets for the GID.

The following six (6) principles provide the foundation for the policies of the Secondary Plan and are the basis of the objectives:

- Protect What is Valuable;
- Create Sustainable and Energy Efficient Infrastructure;
- Establish a Multi-modal Pedestrian-focused Mobility System;
- Create an Attractive and Memorable Place;
- Promote a Diversity of Land Uses and Densities; and
- Grow Innovative Employment Opportunities.

Section 11.2.3 Natural and Cultural Heritage

The Natural Heritage System and cultural heritage resources are important identifiable elements within the GID that are to be conserved, protected and enhanced as the area develops. The importance of the Eramosa River Valley and its associated natural heritage elements, including the topography of the site, are key policy drivers. Recognition is also given to the Provincially Significant Earth Science ANSI (Area of Natural and Scientific Interest) located east of the Eramosa River. The cultural heritage policies cover cultural heritage resources, cultural heritage landscapes and public views and public vistas. Specific references are made to both the historic Reformatory Complex and the Turfgrass Institute Building

(G.M Frost Centre). The protection of the Turfgrass Institute Building is encouraged; the policies contained within the Official Plan further support the conservation and protection of this resource. The natural heritage system and cultural heritage resource policies build upon and/or rely upon the Official Plan policies introduced by OPA 42 and 48, respectively.

Appendix A identifies cultural heritage resources along with the cultural heritage landscape within the GID. The Appendix also includes the Natural Heritage System (for context), existing and proposed roads, the Eramosa River and other waterbodies, site contours, proposed river crossing and existing built forms as reference elements to provide context. The Natural Heritage System is shown for contextual reasons given the connections between natural and cultural heritage elements and their importance to shaping future development within the GID.

Section 11.2.4 Energy, Servicing and Stormwater

Innovative and integrated approaches to land use planning, urban design, energy planning, sustainable servicing and stormwater design are essential to work towards the achievement of carbon neutrality. In particular, policies that address the mixing of uses, close proximity of residential land uses with compatible employment opportunities, density of development, prioritization of an active transportation network, and the layout of road networks to support solar orientation, provide the foundation for the use of renewable energy sources, district energy systems and reduced energy demand. Development within the GID will rely to a large extent on the policies contained within the City's Official Plan, as amended by OPA 48 in terms of Community Energy. Connections to the City's Community Energy Plan are made along with support of water conservation efforts and stormwater management initiatives including Low Impact Development (LID).

Section 11.2.5 Mobility

A multi-modal pedestrian-focused mobility system is supported to prioritize active transportation (walking and cycling) and public transit forms. The use of transportation demand management is essential to support the carbon neutral vision of the GID. The transportation system is designed to be continuous and connected; providing essential and effective linkages between land uses and activities. Parking policies reinforce the carbon neutral vision of the GID by encouraging shared parking arrangements, supporting on-site parking reductions and priority parking for carpool vehicles, alternative energy vehicles, car-shares, scooters and motorcycles; where appropriate.

Schedule A: Mobility displays the existing arterial roads along the perimeter of the site, rail line, trail network, proposed active transportation links (including a new river crossing), proposed transit stops and two proposed collector roads (College Avenue East extension and New Street 'A' linking Victoria Road South with Stone Road East). Existing local roads are shown along with two proposed local roads (one connecting Victoria Road South with New Street 'A', and another one south of Stone Road East).

The layout for the majority of anticipated local roads will be established through the development approval process. The policies address the desire for a single loaded perimeter local road along the west side of the Eramosa River Valley that would follow the Natural Heritage System and maintain public access and open views of the river corridor. Consideration of the potential for a local road connection from York Road to Dunlop Drive through the historic Reformatory Complex is also referenced in the policies.

Section 11.2.6 The Public Realm

The public realm policies address the design and development of publicly owned spaces and the relationship of the built and natural environment to these spaces. Policies for streets are supportive of active transportation modes (walking and cycling) by ensuring the design of safe, accessible, functional and attractive pedestrian-oriented environments that balance the motor vehicular needs of the road network. Mid-block pedestrian and bicyclist connections are supported as a means to interconnect all modes of travel including the City's trail network.

Parks and open space policies support the creation of two new parks (a neighbourhood park and a community park), shown symbolically on Schedule B: Land Use to meet the active and passive recreational needs of the residents and employees of the GID. The neighbourhood park will be located within the residential lands north of College Avenue E. and the community park will be located within the Employment Mixed-use 1 lands to the south. Parks and open space are to occupy prominent locations within the GID, recognizing their ability to serve as gathering places for the immediate and surrounding area. Final locations, size and design considerations will be determined in accordance with the policies of the Official Plan and through the development approvals process.

Additional public realm considerations include: tree canopy coverage; linkages between parks and open spaces, the trail network and stormwater management facilities; public art; and community engagement opportunities such as community gardens.

Section 11.2.7 Land Use and Built Form

The land use and built form policies of the Secondary Plan along with Schedule B: Land Use, provide the framework for the pattern of development including land uses and built form (e.g. building type, density and height). This layout of land uses is informed by the Vision, Principles and Objectives of the Secondary Plan and supported by the other policies of the Secondary Plan and Official Plan. The land use policies support the Official Plan targets for population and jobs, minimum separation distances between sensitive land uses and existing industrial uses, and the conservation of natural and cultural heritage resources.

The population and employment target ranges of 3,000 – 5,000 people and 8,000 – 10,000 jobs provided in the draft GID Secondary Plan were determined through the

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City's growth plan strategy work. The background work to the GID Secondary Plan refined the target range through detailed design and built form objectives. OPA 54 policies present a target of 4,400 people and 9,100 jobs which contributes to the City's overall population target of 175,000. The refined target is based on the vision and built form objectives and policies for the GID which are focused on the development of a compact, mixed use community that will predominately serve as the home of innovative, sustainable employment uses with an adjacent urban village connecting residential and compatible employment uses. These policies guide the location, amount, type and form of residential and employment development permitted within the GID. The residential and employment lands within the greenfield area of the GID are required to be planned and designed to contribute toward the achievement of the overall greenfield area density target for the City. As such, the GID is planned to achieve an overall minimum density target that is not less than 90 persons and jobs combined per hectare. In comparison the City's urban growth centre is planned to achieve an overall minimum density target that is not less than 150 persons and jobs combined per hectare.

The land use structure works with the topography of the site and includes collector roads, a proposed river crossing, nodes at intersections of arterial and collector roads, and flexible land use permissions to support a mix of employment, residential and commercial uses. The natural heritage system designation is included for context as per OPA 42 which is currently under appeal but does not form part of the GID Secondary Plan OPA.

The layout of land uses on Schedule B is supported by a modified grid and block pattern that facilitates a compact, transit-oriented community while ensuring flexibility within the road network to accommodate a range of traffic volumes and types, and providing greater efficiency with respect to the provision of municipal services. The transit-oriented design locates density at nodes at the intersection of arterial and collector roads and promotes connections between residential and employment uses thereby reducing trip generation and parking requirements.

The policies and land use schedule include land use categories specific to the GID and existing land use designations, reflecting new designation terminology introduced by Council-adopted OPA 48. The existing land use designations include Open Space and Park, Major Utility, Industrial, Service Commercial, and Neighbourhood Commercial Centre.

The following new land use categories are introduced for the GID area: Adaptive Re-use, Mixed-use Corridor (GID), Employment Mixed-use 1, Employment Mixed-use 2, Residential and Glenholme Estate Residential Area.

Adaptive Re-use:

The cultural heritage landscape and built heritage resources of the historic reformatory complex, located in the northeast portion of the site, are designated as Adaptive Re-use. The Adaptive Re-use designation is intended to support a wide

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range of uses to bring a new purpose to the cultural heritage resources that is respectful of the existing built heritage form and cultural heritage landscape features. Permitted uses include institutional, educational, commercial, office, light industrial, residential, live/work and open space and park.

Mixed-use Corridor (GID):

Lands designated Mixed-use Corridor (GID) are located at nodes and along arterial and collector roads. The designation permits medium and high density residential development and other uses that would support the GID's residential and employment population including commercial, entertainment, institutional, educational, and live/work. Schedule C: Built Form Elements reflects the establishment of a minimum height of four storeys and a maximum height of 6 storeys which is increased to 10 storeys within the identified nodes. Free-standing residential development is permitted with a minimum density of 100 units/ha and a maximum density of 150 units/ha. Development within the nodes and along the identified Main Street will be compact with retail and other service uses animating the ground floors of all buildings at the street edge.

Employment Mixed-use 1:

The majority of employment land, outside of the Industrial and Major Utility designations, occurs within the Employment Mixed-use 1 designation primarily located north of Stone Road East, west of the Eramosa River with a smaller pocket south of Stone Road. The designation permits a mix of office, research and development, commercial and institutional uses along with live/work. The permitted uses are intended to be higher density and supportive of the area's role as a knowledge-based innovation centre.

Within the Employment Mixed-use 1 designation a specific area, south of the College Ave. E. extension, has been identified on Schedule B as subject to a special policy that may permit residential uses. The ability to permit residential uses would be subject to the satisfaction of criteria specifically related to the achievement of population and employment targets, density targets, compatibility with adjacent employment uses and demonstration that the lands are not required for employment uses over the long term.

Employment Mixed-use 2:

The Employment Mixed-use 2 designation located at the southeast corner of the GID, permits the same uses as Employment Mixed-use 1 with the exception of residential uses (i.e. live/work). The built form policies are structured to provide a buffer for the residential areas south of Stone Road East from the Major Utility and Industrial uses north of Stone Road East.

Residential:

Residential lands are designated north of the College Avenue East extension in the vicinity of the Turfgrass Institute. The predominant land use is medium density housing forms (apartments and townhouses) with a limited supply of low density

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housing forms (single and semi-detached dwellings). Additional uses include live/work, community services, schools, child care centres, convenience commercial and parks. The maximum net density is 150 units per ha with a minimum net density of 35 units per ha. Heights set in Schedule C: Built Form Elements range from 2 to 5 storeys.

Glenholme Estate Residential Area:

The Glenholme Estate Residential Area designation applies to the majority of the existing estate rural residential development located at the southeast corner of the GID along Glenholme Drive. The designation would recognize existing estate residential uses and allow limited infill residential development on interim private services. The policies only permit the following uses: single detached dwelling, accessory apartment and home occupation. Minimum lot size requirements are set and only existing lots that are 1.0 ha in size or greater may be considered for severance. The new policy also specifies that the City may impose conditions such as requiring proponents to enter into an agreement with the City related to ongoing operation and maintenance of interim private services and the requirement for the property owner to connect to full services when they become available at their own expense. (See page 11 of this report for further information about the policies for Glenholme Drive.)

Proposed Park:

Schedule B identifies the proposed general location of two new parks with a symbol. Specific policies regarding park space are included in the Public Realm section of the GID Secondary Plan and open space and park policies of the Official Plan. In general the City's Official Plan does not designate all municipal park spaces since they are permitted in all designations. The conceptual location of the future neighbourhood and community parks will be finalized through the development approvals and park planning process and will be further refined with consideration to the City's recreational needs at the time of development. The conceptual design of future parks and the enhancement of existing parks will involve community consultation.

Built Form Elements

Schedule C: Built Form Elements, provides a height schedule in the Secondary Plan which is supplemented by the height and density policies contained within the Plan. Height regulations within the GID are based on protecting public views, making use of existing grades, and to allow for transit supportive development, and recognizing transportation capacity. Key public views are illustrated in Appendix A and include western views towards the downtown and north-eastern views towards the historic reformatory complex and Eramosa River Valley. These views are planned to be protected through the development approvals process.

Section 11.2.8 Interpretation and Implementation

The Secondary Plan concludes with policies for the actions and tools that will be used to implement the plan. The GID Secondary Plan is also subject to the interpretation and implementation policies of the Official Plan and the Zoning By-law will implement the policies and schedules of the GID Secondary Plan. Future development within the GID will be coordinated through Block Plans. The block plan approach ensures that lands are developed comprehensively in an orderly, cost efficient and timely manner, and that the development of each block plan area contributes to achieving the overall GID population, employment and density targets. Schedule D: Block Plan Areas illustrates four block plan areas. Each Block Plan Area has a population target, employment target, residential density and employment density to achieve. The residential density target is set at 75 units per net hectare for three of the Block Plan Areas. Employment density targets for each Block Plan Area range from 85 jobs per net hectare for Block Plan Area 3 up to 135 jobs per net hectare for Block Plan Area 1. Block Plan Area 4, which includes the area designated as Adaptive Re-use, has an employment target of 500 jobs and no set residential or employment densities, to ensure maximum flexibility given anticipated development challenges in repurposing the extensive cultural heritage resources on site. The Zoning By-law will regulate the mix of uses within each block plan area. The completion and approval of a block plan will be required prior to the approval of any development application within the block plan area.

The GID Secondary Plan includes policies for the establishment of a design review committee and the use of height and density bonusing within the nodes identified within the Mixed-use Corridor (GID) designation, in exchange for priority community benefits, including benefits from carbon neutrality.

The Secondary Plan policies will be further supported by a GID Implementation Strategy, alternative development standards and additional studies that may be required prior to block plan approval. The GID Implementation Strategy will be critical to further articulate, coordinate and activate the implementation of the Secondary Plan, specifically components of the Plan related to achieving carbon neutral development. The implementation strategy will identify carbon neutrality targets and describe a range of mechanisms, tools and initiatives that may be used to achieve the identified targets. The additional studies that may be required include a stormwater management assessment analysis and district energy feasibility study.

The policies direct the City to take a partnership approach with the Province and other key stakeholders to work towards the effective and efficient development of the lands which encompasses assessing: site/servicing development models for priority areas including the extension of College Avenue East; development of research and development clusters with post-secondary institutions; redevelopment of the historic reformatory complex; and coordination of marketing and business development efforts targeting knowledge based innovation sector businesses.

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The Secondary Plan also includes key definitions to support the policies.

Summary of Public Input and Refinements made to Draft Secondary Plan

The GID Draft Secondary Plan was presented to PBEE Committee on October 15, 2012 and circulated for comments. A public open house was held on November 28, 2012 which included display panels, a staff presentation and opportunities to ask questions of project team members. Attachment 4 contains the comments received from the public, stakeholders and agencies. Staff's response to comments is included as Attachment 5. The policies presented in the previous section reflect staff responses to comments received as well as changes made as a result of an internal review of the draft Secondary Plan.

The following general themes emerged from the comments and are discussed below:

- Support for the Natural Heritage System, Cultural Heritage Resources and Energy Policies;
- Glenholme Drive Development;
- Land Use Mix and Built Form Flexibility; and
- Implementation.

Support for the Natural Heritage System, Cultural Heritage Resources and Energy Policies

Comment Summary

A number of comments were received in support of the vision and general policy direction of the GID Secondary Plan. The Ministry of Tourism, Culture and Sport wanted to ensure the former use of the lands were recognized and that new development would be integrated within the existing natural and cultural heritage resources and not the other way around. Support was also given to energy initiatives including water conservation and solar collection opportunities that will be managed by the development approval process and the City's Water Conservation Strategy. A specific request was made to mandate rainwater collection and reuse.

Staff Response

Policies have been reworded to clarify and reinforce the intent to work with existing site conditions, including the Natural Heritage System and cultural heritage resources and connect new development with these resources. The Secondary Plan policies provide guidance and support to existing tools and processes including the City's Water Conservation and Efficiency Strategy and development approval process. The request to mandate rainwater collection and reuse could not be accommodated since it falls outside of the City's legislative authority although it is encouraged in ICI development.

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Glenholme Drive Development

Comment Summary

Residents of Glenholme Drive have requested that new policies be included in the Secondary Plan to allow infill development on private water and wastewater services. In addition they requested to be removed from Phase 4 of the phasing strategy and placed in Phase 1 so development could occur immediately.

Staff Response

A number of residents have been requesting the right to intensify the development of their lands since they were annexed into the City in 1993. The draft Secondary Plan released in October 2012 continued to require new development to be on full municipal services as per the Official Plan and Provincial Policy Statement. In response to staff's presentation of the draft Secondary Plan, Council passed the following resolution on October 22, 2012:

"THAT Committee Report No. 12-89, dated October 15, 2012 from Planning, Building, Engineering and Environment, regarding the Guelph Innovation District Draft Secondary Plan be received;

AND THAT the correspondence regarding the Special Residential Area received by the Planning & Building, Engineering and Environment Committee be referred to staff to explore alternative servicing prior to the scheduled January, 2013 Statutory Public Meeting for the Guelph Innovation District Secondary Plan;

AND THAT staff consider how flexibility can be incorporated into the Guelph Innovation District Secondary Plan regarding the development of the Specialized Residential Area."

Numerous meetings have been held with the residents along with Planning, Engineering, and Water Services staff to find an appropriate response to the residents' concerns and to Council's direction. The area along Glenholme Drive is an isolated small cluster of existing low density residential estate lots on private individual services. It is essentially rural style development at the edge of the City annexed into the City over 20 years ago. There are no short or medium term plans to service the area and the residents are looking for a minor infill opportunity that they would have been provided prior to the annexation. In the latest meeting with the residents, staff discussed a policy approach that appeared to satisfy residents' concerns and also minimized staff concerns with allowing an interim change in servicing direction for the Glenholme Drive area.

The revised policy would permit limited infill development on interim private services subject to specific criteria to minimize the amount of additional residential growth and respect the existing character of development in the area. The development criteria allow the residents to meet their needs while minimizing the City's increased risk due to the allowance of interim private services which is not permitted or supported elsewhere in the City.

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Land Use Mix and Built Form Flexibility Comment Summary

The majority of comments received on the draft GID Secondary Plan dealt with proposed land uses and the perceived flexibility of built form policies. Specifically, Infrastructure Ontario expressed concerns with the limited range and balance of residential development and the amount of lands designated for employment purposes. As part of their comments they submitted a revised land use schedule (accompanied by an employment land analysis) and proposed:

- 1) increase in area of the residential designation to extend south of the proposed extension of College Avenue E., reducing the amount of lands designated Employment Mixed-use 1 almost in half;
- 2) revisions to the location, size and configuration of the proposed two new park spaces and;
- 3) reductions in the amount of Mixed-use Corridor(GID) lands.

In regards to built form policies, comments suggested increases to the maximum heights particularly within identified nodes to a maximum of 12-15 storeys. One respondent suggested heights similar to those permitted within the Downtown, i.e. 18 storeys. Additional flexibility was also requested with planned setbacks on public streets. The feasibility and likely uptake of floor space index (FSI) bonusing in areas designated Mixed-use Corridor (GID) was also questioned given the requirement to incorporate a vertical mix of uses where any single use would not occupy more than 60% of the building. A request was made to expand the functionality of the proposed new bridge crossing over the Eramosa River so that it would also provide a single vehicle lane to accommodate transit buses in addition to active transportation modes (pedestrians and bicyclists). The need for a strong commitment to develop good transit service early in the development of the community was also stressed.

In subsequent discussions with Infrastructure Ontario the inclusion of a heritage schedule was also questioned given the status of cultural heritage resources (i.e. the determination of Provincial heritage resources have yet to be finalized).

Staff Response

Schedule B: Land Use has been revised in response to Infrastructure Ontario's concerns. A limited amount of additional residential lands have been included north of the College Ave. E. extension and a new policy has been added that may permit additional residential development within the Employment Mixed-use 1 area south of the College Ave. E. extension and north of the local road shown as "New Street B". These additional residential uses may be permitted subject to the satisfaction of criteria specifically related to the achievement of development targets, compatibility with adjacent employment uses and an assessment of the availability of employment lands.

The proposed land use schedule, density and height policies have been assessed to ensure that the growth plan target range for the GID (8,000 – 10,000 jobs and

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3,000 – 5,000 people) can be accommodated. In addition, the City's employment lands strategy and local growth management strategy assumed both corporate business park and prestige employment development west of the Eramosa River, not only employment development at a higher job density as shown in the employment land analysis submitted by Infrastructure Ontario, which did not provide an analysis of both employment and population targets.

Additional flexibility has been included in the built form policies by increasing heights to 10 storeys for nodes within the Mixed-use Corridor (GID) designation, in line with the maximum heights of the Official Plan, and maximum setbacks for public streets have been increased. In addition the FSI bonusing policies have been removed and replaced with a policy requiring a mix of uses at the ground floor with increased height requirements for the first storey to provide flexibility for various uses at street level.

The need and justification for a pedestrian/bicyclist crossing of the Eramosa River is essential to achieve the vision, principles, objectives, land use and transportation policies of the GID Secondary Plan which prioritize active transportation and connecting the "urban village" with development on the east side of the Eramosa River. However establishing a link for transit use will require further study and justification involving ridership targets and transit operation alternatives. The differences in cost and river system impacts between a pedestrian/bicyclist crossing and a vehicular bridge will also need to be considered. The potential for a vehicular bridge will be assessed as part of the block planning for the area.

In response to comments about the status of cultural heritage resources, the resources have been removed from the Schedules and are identified in Appendix A to the Secondary Plan. Appendix materials serve as a reference document and not as Official Plan policy. This allows discussions to continue regarding protection of the cultural heritage resources which are subject to existing Official Plan policies.

Implementation Comment Summary

Concerns were expressed with the phasing policies, in particular Infrastructure Ontario wanted the policies deleted altogether given the challenges of a long-term development view needed for the limited and specialized employment market in comparison to the relatively short term uptake of the residential market. Concerns were expressed that the marketplace would be unduly constrained, frustrating development interests.

The City's Environmental Advisory Committee (EAC) expressed concerns on the lack of management guidance for the Natural Heritage System due to the absence of a current subwatershed study for the lands.

The Ministry of Tourism, Culture and Sport suggested a definition for "adaptive reuse".

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Staff Response

The phasing policies and Schedule were removed and replaced with a block plan approach. A block plan approach better suits the implementation of the Secondary Plan policies, especially since phasing policies were not needed to deal with servicing issues but rather to ensure the development of a mix of uses and the achievement of overall GID residential and employment targets. The block plan approach will serve to provide additional detail between the Secondary Plan policies and the submission of development applications and would allow for monitoring of development targets within the GID. The block plan requirements are similar to the City's Official Plan policies which require urban design master plans prior to development within nodes.

A block plan approach will help ensure lands are developed comprehensively in an orderly, cost efficient and timely manner, given the innovative and flexible nature of the proposed policies combined with not knowing how many and what form of future development applications may be submitted. The Zoning By-law will establish the required mix of uses within each block plan area. The completion and approval of a block plan will be needed prior to the approval of any development application. The block plan will demonstrate conformity with the policies and schedules of the GID Secondary Plan and will include items such as: detailed road pattern; parks, open space and urban square details; conformity with employment and population growth targets; and conformity with built form and site development policies. An Environmental Impact Study (EIS) will also be prepared as part of the block plan which is intended to address EAC's concerns.

Schedule D: Block Plan Areas establishes four distinct block plan areas within the Secondary Plan. Provincial lands would fall into three of the four proposed block plan areas. One area would encompass lands owned by the Province east of Victoria Road S, north of the proposed extension of College Avenue east (including mixed-use corridor lands on the south side of the College Avenue extension) and west of the Eramosa River (including Turfgrass Institute lands). The second block plan area would encompass lands owned by the Province east of Victoria Road S, south of the mixed-use corridor along the proposed extension of College Avenue east and west of the Eramosa River (including former detention centre site). The two block plan areas essentially separate the residential and mixed-use corridor lands along and north of the College Ave. E. from the employment lands south of College Ave. E. This allows the residential and mixed-use corridor lands to be comprehensively planned and developed at a separate time from the employment lands. The third block plan area includes Provincial lands east of the Eramosa River (including the historic Reformatory Complex). The fourth block plan area encompasses lands owned by a number of private landowners located south of Stone Road, east of Victoria Road S.

A definition for "adaptive reuse" was added to the GID Secondary Plan OPA.

Summary of Revisions by Section

As noted previously, revisions have been made to the draft Secondary Plan in response to comments received from the public, stakeholders and agencies. In addition an internal review of the draft Secondary Plan was undertaken. Many of the changes from the internal review provide greater clarity and consistency between existing City and Provincial policies and initiatives including the City's Official Plan Update. A summary of revisions by section, which have not already been outlined in this report, are presented below.

Section 11.2.2 Vision, Principles and Objectives

Revisions

Revisions were made to the Vision, Principles and Objectives to improve alignment with terminology within the Secondary Plan policies and with the Official Plan Update. Some revisions also improve clarity and remove unnecessary duplication. The revisions do not constitute substantive changes to the context or essence of the principles or objectives.

Section 11.2.3 Natural and Cultural Heritage

Revisions

The draft Secondary Plan's Heritage Schedule was removed and replaced by a simplified Appendix A, which is not part of the Secondary Plan policies, in response to comments received. Cultural heritage policies are subject to the City's Official Plan policies and procedures in terms of conservation and protection.

The policies have also been streamlined to remove specific policies regarding Significant Natural Areas and Natural Areas, species at risk, and surface water features and fish habitat since OPA 42, the City's Natural Heritage System remains under appeal.

Minor revisions have been made to improve alignment with terminology between the Secondary Plan policies and the Official Plan Update, for clarity, and to remove unnecessary duplication with Official Plan policies.

Section 11.2.4 Energy, Servicing and Stormwater

Revisions

Revisions were made to improve alignment with policies in the Official Plan Update (OPA 48) and Downtown Secondary Plan (OPA 43). The policies continue to strongly support energy planning and water and wastewater servicing initiatives.

Stormwater policies beyond those contained in OPA 48 have been minimized. The GID Secondary Plan Implementation policies in section 11.2.8 recognize the development of a stormwater management assessment analysis that establishes water quality, water quantity and natural environment objectives and stormwater management design requirements for development in the GID as part of the block plan process.

Section 11.2.5 Mobility

Revisions

Policies have been revised and reordered to improve alignment with terminology used in the Secondary Plan and Official Plan Update, improve clarity and remove unnecessary duplication. In particular Main Street references were clarified to recognize it as an identified design treatment of the new collector road extending College Avenue E. into the GID. Policies were also modified to make connections to the block planning process. Table 1 changes reflect the treatment of Main Street as a type of collector, increased flexibility for planned setbacks and alignment of right-of-way widths with the current Official Plan. Schedule A: Mobility has been simplified by the removal of existing built form, cultural heritage resources, and nodes. The Schedule includes an additional active transportation link near New Street 'A', north of Main Street and adds a new proposed local road south of Stone Road.

Section 11.2.6 The Public Realm

Revisions

The key revision to public realm policies is the inclusion of specific policies dealing with two new park spaces and their symbolic identification as proposed parks on Schedule B: Land Use. The parks were previously identified as a land use designation in the draft GID Secondary Plan. The parks have been shown symbolically with accompanying policies to provide greater flexibility to determine their location and configuration in the development approvals process. The importance of the Trail Network as both a recreational and active transportation resource was also reinforced, recognizing the trail system's support of a carbon neutral vision and public realm facility for communicating and celebrating the GID's natural and cultural heritage resources. Other changes involved improving alignment and clarity with other policies in the GID Secondary Plan and the Official Plan.

Section 11.2.7 Land Use and Built Form

Revisions

Schedule B: Land Use has been revised to make minor refinements to lands designated Residential, Mixed-use Corridor (GID), and Employment Mixed-use 1 in response to comments from Infrastructure Ontario. In addition greater flexibility has been added to many of the land use designations. The area of the Residential designation north of the College Ave. E. extension has been expanded and the area of Mixed-use Corridor (GID) and area of Employment Mixed-use 1 have been reduced. The Mixed-use Corridor (GID) lands have been realigned in a more linear fashion along the College Ave. E. extension. A new policy has been added that may permit residential uses within the Employment Mixed-use 1 area south of the College Ave. E. extension and north of the local road shown as "New Street B" on Schedule A: Mobility.

As previously stated, rather than designating lands Open Space and Park, on Schedule B: Land Use, the two new proposed park locations have been identified with a symbol.

STAFF REPORT



Additional flexibility has been included in the built form policies by increasing maximum heights to 10 storeys for nodes within the Mixed-use Corridor (GID) designation, in line with the Official Plan. The maximum FSI and FSI bonusing policies for the Mixed-use Corridor (GID) designation have been removed and replaced with a policy requiring a mix of uses at the ground floor.

Cultural heritage resources have been removed from Schedule B: Land Use Schedule and are now only identified in Appendix A. The Special Residential Area (GID) policies for the Glenholme Drive area have been replaced with a new designation entitled Glenholme Estate Residential Area that allows limited new development on interim private services.

Section 11.2.8 Interpretation and Implementation Revisions

The most significant change is the removal of the phasing policies and schedule and the introduction of block plan policies accompanied with a new schedule in their place.

Policies related to architectural technical guidelines and site plan requirements, for low rise development have been removed.

Next Steps

Following the Statutory Public meeting, staff will review all comments received and prepare a final GID Secondary Plan OPA for Council's consideration.

CORPORATE STRATEGIC PLAN

City Building - Strategic Direction 3.1: Ensure a well designed, safe, inclusive, appealing and sustainable City.

City Building - Strategic Direction 3.2: Be economically viable, resilient, diverse and attractive for business.

DEPARTMENTAL CONSULTATION

Community and Social Services (Culture and Tourism; and Parks and Recreation)
Corporate and Human Resources (Legal and Realty Services)
Finance and Enterprise Services (Community Energy; and Economic Development)
Operations, Transit and Emergency Services (Guelph Transit; and Public Works)
Planning, Building, Engineering and Environment (Building Services; Engineering Services; Solid Waste Resources; Wastewater Services; and Water Services)

FINANCIAL IMPLICATIONS

Capital Budget approval has been given by Council for completion of the Secondary Plan at \$340,000. An FCM Green Municipal Fund grant will contribute \$142,252 towards the budget. The first FCM instalment of \$75,188.79 has been received.

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COMMUNICATIONS

A comprehensive public consultation process has been followed throughout the development of the Secondary Plan including a public design workshop to explore design options and preferences for the lands. An informal open house on the draft Secondary Plan was held on November 28, 2012, shortly after its release in October 2012. Infrastructure Ontario continues to be an active participant along with the Grand River Conservation Authority who have both agreed to provide in-kind support as part of the FCM Green Municipal Fund Grant. Heritage Guelph, the City's Municipal Heritage Committee, will continue to be consulted on heritage matters. The City's River Systems Advisory Committee and Environmental Advisory Committee were also consulted for comment. Public and stakeholder consultation will continue throughout the Secondary Plan process.

The Notice of Public Meeting was advertised in the Guelph Tribune on November 7 and 14, 2013 and mailed out to our project contact list. Information on this project continues to be updated on the City's website, www.guelph.ca/innovation-district.

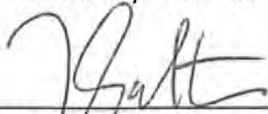
ATTACHMENTS

- Attachment 1: Guelph Innovation District Project Milestones
- Attachment 2: GID Location Map
- *Attachment 3: Proposed Official Plan Amendment 54: Guelph Innovation District Secondary Plan Amendment
- *Attachment 4: Comments submitted by the public, stakeholders and agencies
- *Attachment 5: Comments and Response Table

* Due to the size of the documents, Attachments 3-5 are available on the City of Guelph website at <http://guelph.ca/plans-and-strategies/guelph-innovation-district-york-district-lands>. Click on the link for the December 2, 2013 OPA 54 Public Meeting Report with attachments.

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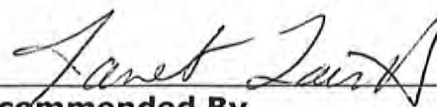


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