

INFORMATION REPORT



TO Community Development and Environmental Services Committee

SERVICE AREA Community Design and Development Services
DATE July 11, 2008

SUBJECT York District Hybrid Land Use Plan (Guelph Innovation District) Phase III Update

REPORT NUMBER 08-84

RECOMMENDATION

THAT Community Development and Environmental Services Report No. 08-84 "York District (Guelph Innovation District) Hybrid Land Use Plan and Phase III Update" dated July 11, 2008 be received for information.

BACKGROUND

York District consists of 426 ha. (1,052 acres) of land located south of York Road, east of Victoria Road, and includes lands south of Stone Road. (**See Attachment 1**)

The Existing Official Plan Designations and Land Uses

The City of Guelph Official Plan designates parts of the study area as "Open Space", "Industrial", "Service Commercial", "Neighbourhood Centre" with the majority within a "Special Study Area" designation. The Special Study Area recognizes that "a diversity of existing and potential land use activities and a holistic examination of land use, servicing, transportation and community needs is required".

The primary land uses east of the Eramosa River include: the City's Waste Innovation Centre, Cargill Meat Solutions and the closed Provincial reformatory facility. West of the river the use is predominantly agri-forest research conducted by the University of Guelph and the Guelph Turfgrass Institute. South of Stone Road there is a mix of residential and employment lands.

Attachment 2 outlines progress of the Development Strategy to date. The salient aspects are expanded upon below.

York District Phase I Background Report (January - March 2005)

The York District Study was initiated in early 2005 to determine an appropriate land use and servicing strategy for the area. The City completed its Phase I Background Report through the consulting services of planningAlliance.

York District Phase II Land Use Concepts (April 2005 - November 2007)

a) Phase II Preferred Land Use Scenarios

Between April 2005 and November 2007 land use concepts were developed by planningAlliance on behalf of the City.

On March 23, 2007 the "York District Preferred Land Use Scenario" from the Phase II land use concepts document was received by Council.

See **Attachment 1** for the Phase II Preferred Land Use Scenario prepared by planningAlliance.

This scenario focused on the delivery of employment lands with an institutional designation proposed for the Provincial reformatory lands east of the Eramosa River. Commercial and Mixed Use Nodes were proposed for the north and southwest corners of the study area. The residential enclave at the southeast corner was proposed with no additional growth or change in use proposed. The City's scenario focused on municipal land use needs, cultural and natural heritage protection, marketability and compatibility with surrounding land uses and other City initiatives.

Council authorized the use of the Preferred Land Use Scenario for the development of a final land use strategy for the area. Council also requested that the area defined as "lands south of Stone Road" be recognized as a "Specialized Area".

At the same time, the Council also endorsed, at the request of the Province, a pause in the process to allow the Province, a major landowner within the area, to conduct its own community consultation process as input into a development strategy for their lands.

In March 2007, the Phase III Work Plan was put on hold to allow the Province's planning exercise to continue, before further consideration of the planning for the area.

b) Provincial Pause for Authenticity Development Strategy (April – November 2007)

The Province has and continues to be actively involved in determining the best future use for its lands and has participated throughout the City's land use planning process. Provincial interests include the economic value of any lands declared surplus and the implementation of provincial policy including natural and cultural heritage protection and growth management policies. The cooperative partnership currently in place between the City and Province has undoubtedly added value to the work underway. The Authenticity report commissioned by the Province involved a series of Roundtable discussions with key stakeholder groups and townhall meetings with the general public.

The Authenticity Development Strategy is shown on **Attachment 1** and proposed an integrated mixed use, live work focus concept. Live work designations were proposed along the western edge of the Eramosa River with an adjacent business park designation fronting on Victoria Road. The Provincial reformatory lands are proposed to be designated for mixed use and business park.

Both the City and Provincial scenarios share the protection of the central natural corridor along the Eramosa River. Provincial concerns also included the principles of the Provincial Growth Plan for the Greater Golden Horseshoe which was approved in 2006.

With the delay a number of new considerations have surfaced which will affect the development of the York District lands. These new initiatives include the Community Energy Plan, the City's Strategic Plan, the ongoing work on the Natural Heritage Strategy and local growth management directions.

c) Phase III Community Design Charrette (April 2008)

Following the Provincial public engagement process that took place over the summer of 2007, the Authenticity Report was released in November 2007. With the release of the Authenticity Report, planningAlliance, on behalf of the City was requested to review the Authenticity Report and propose a preferred scenario after giving consideration to the work completed by the Province.

PlanningAlliance completed their analysis which was presented in a Community Design Charrette held on April 5, 2008. At the Design Charrette two similar concepts for a hybrid plan were prepared which built upon the work completed to date by Authenticity, commissioned by the Province, and by planningAlliance for the City.

Attachment 3 presents the hybrid plans presented at the design charrette. Both plans continue to show an employment focus for the lands, including Industrial Employment and Employment Mixed Use. Industrial employment is focused on the lands immediately surrounding existing industrial uses east of the River - Cargill Meat Solutions, the City's Waste Innovation Centre, and PDF Industries (formally Huntsman lands).

The lands occupied by the Provincial reformatory structures and landscapes are identified as Institutional. A Residential Mixed Use node is centered around the Turfgrass lands. Neighbourhood and Service Commercial uses are identified at the northern corners of the site. The Eramosa Riverine system including a small tributary and associated floodplain, and the Earth Science ANSI are proposed within the Greenlands designation. Two options are proposed on the southeast corner – Residential and Industrial Employment.

Salient messages coming out of the public design charrette were:

- the need for a clear vision, plan and strong policies;
- focus should be on innovation, employment, "green" industries, research and development and potential partnerships with the university;

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- protection of the natural and cultural heritage features was considered essential;
 - provide for high density mixed use, live work environments on a 24/7 basis affordable to a range of household incomes and needs (no single detached residences);
 - create a village – village square environment ;
 - protection of sightlines from the top of the hill occupied by the Turf Grass Institute;
 - provide for environmental leadership by supporting alternative energy sources, LEED standards and other innovations;
 - urban agriculture potential;
 - integrate all modes of transportation, e.g., pedestrian, light rail;
 - recognize the significance of the recreational assets and the importance of public access to natural features;
 - ensure adaptive reuse and protection of historic buildings and landscapes;
 - heavy industry is not desirable;
 - groundwater protection is important; and
 - appropriate buffers are needed between uses and natural heritage features.

REPORT

The profile of the York District lands has increased considerably since the Phase I work. This project is of significant interest to community stakeholders and is one of Council's top priorities. It has become apparent that the Phase III work would need to be expanded to address a broader scope of issues and ensure that there are clear policy directions to guide development through the Secondary Plan. As a result revised terms of reference have been developed to guide the secondary plan process (See Attachment 4).

The terms of reference have been expanded in a number of areas including:

- ◆ the Community Energy Plan - The Plan will include an assessment of district heating opportunities, co-generation facilities, renewable energy, bio-energy, and alternative design and construction standards in the areas of energy and water conservation and the reduction of green house gasses (e.g. geothermal systems, solar, wind, energy star standards, etc.);
- ◆ provision for affordable housing;
- ◆ market feasibility of an innovation, research and development focus on the employment lands;
- ◆ protection of views both from and within the area;
- ◆ urban design guidelines including 3 D modelling.

The secondary plan will place a high emphasis on urban design excellence and will include built form and public land recommendations and guidelines as well as implementation mechanisms. Design guidelines should include general site development, public realm, built form and design guidelines for signature sites and landmarks.

The Secondary Plan will include:

- A vision and Development Concept for York District

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- Planning Principles and Objectives
 - Land Use and Urban Design Policies
 - Protecting What is Valuable – Natural and Cultural Heritage Resources, Energy Conservation and Climate Change Protection
 - Municipal Servicing and Transportation
 - Directions for Implementation

The Phase III process will be coordinated with work being undertaken by the Province in response to the Authenticity Report. Provincial staff continue to be supportive in the ongoing planning exercise by contributing to the studies, including the development of a Cultural Master Plan for the reformatory property to be completed in the fall 2008 and the completion of the Stage 1 Archeological Assessment. Staff will continue to work with the Province as the plan proceeds.

A draft secondary plan is scheduled for completion in the fall 2008 followed by a public open house. A Final Secondary Plan will be developed followed by a statutory public meeting. Council approval of the Plan is anticipated in early 2009.

CORPORATE STRATEGIC PLAN

The York District Study addresses all of the following strategic goals:

- An attractive well-functioning and sustainable City.
- A healthy and safe community where life can be lived to the fullest.
- A diverse and prosperous local economy.
- A vibrant and valued arts, culture and heritage identity.
- A community-focused responsive and accountable government.
- A leader in conservation and resource protection/enhancement.

FINANCIAL IMPLICATIONS

The City has approximately \$68,000 in the Tax Supported Capital Budget for this project. Staff are pursuing avenues for additional funding to address the broader scope of the Secondary Plan.

DEPARTMENTAL CONSULTATION

A staff advisory group has been established to assist with this project including representation from Community Services, Economic Development and Tourism, Engineering, Environmental Services and Policy Planning and Urban Design. The advisory group has been instrumental in pulling together background information and developing the recommended land use scenario.

COMMUNICATIONS

A comprehensive public consultation process has been followed during Phases I and II of the project as addressed in Attachment 2.

The Province has been, and has indicated that it will continue to be an active partner.

Stakeholders will continue to be consulted as the Phase III process continues and will be provided further opportunities to comment through the Secondary Plan

process. Information on this project continues to be updated on the City's website, including results from the Province's work.

ATTACHMENTS

Attachment 1: City Preferred Land Use Scenario and Authenticity Development Strategy

Attachment 2: York District Project Milestones

Attachment 3: Hybrid Land Use Plans

Attachment 4: Revised Terms of Reference



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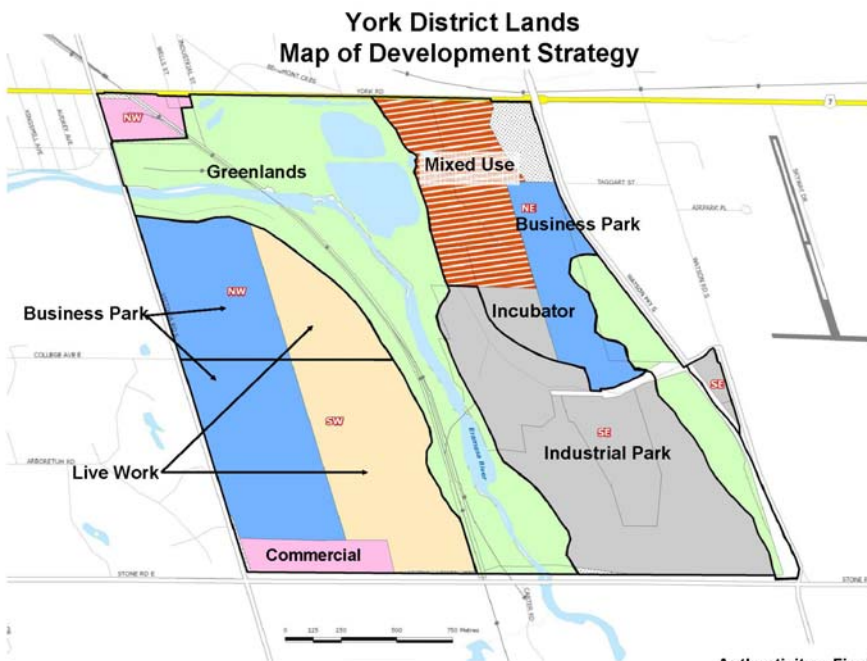
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Attachment 1: Comparison of City and Authenticity Scenarios
City Preferred Land Use Scenario – Phase II Report



Authenticity Development Strategy



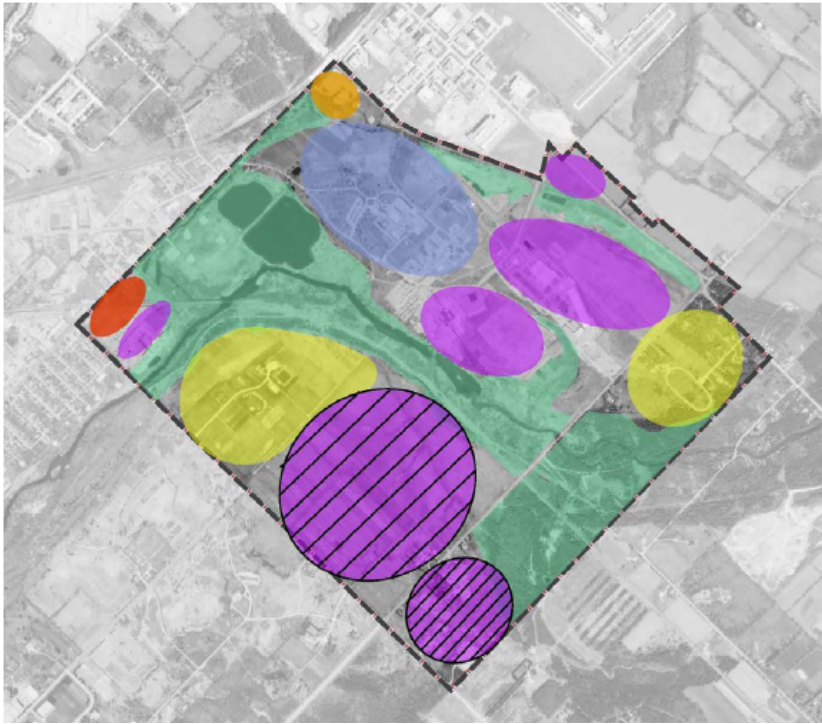
Attachment 2: York District Project Milestones

PHASE ONE – BACKGROUND REPORT		
First Public Consultation Meeting – Royal Canadian Legion	Introduce Project	January 25, 2005
Phase I Consultant Background Report	Background Report Produced	March 17, 2005
PHASE TWO – LAND USE CONCEPTS		
Community Workshop – Turf Grass Institute	Review and assist in development of land use concepts	April 6, 2005
Phase II Consultant Report	Preferred Land Use Scenario Report Produced – 7 land use options presented with 12 evaluation criteria	Nov. 24, 2005
Presentation of Preferred Scenario to Committee Scheduled	Report pulled until next meeting	Nov. 28, 2005
Presentation of Preferred Scenario to Committee Rescheduled	PET Report 10-128 York District Study Phase 2 – Preferred Land Use Scenario Committee Minutes – “This matter has been postponed to the January 16, 2006 Planning, Environment and Transportation Committee Meeting in order to allow more time to review the report.”	Dec. 12, 2005
Council Information Report	York District Study Update	January 18, 2007
Public Information Session – Royal Canadian Legion	Review Phase II	February 1, 2007
Special Committee Meeting	CD&ES Report 07-25 York District Land Use Study Process	March 23, 2007
Council Resolution	THAT the “York District Preferred Land Use Scenario” be received and used as the basis for the development of a final land use strategy for the York District lands; AND THAT the York District Study Phase 3 workplan be endorsed as presented in Schedule 3 of Community Development & Environmental Services Report No. 07-25. AND THAT the area defined as “lands south of Stone Road” be recognized as a “Specialized Area”.	April 2, 2007
PROVINCIAL PAUSE FOR AUTHENTICITY WORK		
Special Information Session: York District Lands	Introduce Provincial work to public	April 12, 2007
Roundtable Meetings	Four roundtable groups gather to	Spring – Summer

	develop ideas for York District lands A – Research, Development and Innovation B – Light Manufacturing, Office & Retail C – Residential and Mixed-Use D – Culture, Design and Creative Enterprise	2007
Public Town Hall 1	Public review of roundtable ideas for York District	June 18, 2007
Public Town Hall 2	York District ideas presented based on roundtable work and public input from Public Town Hall 1 Meeting	August 7, 2007
Authenticity Report Released	Final Report and Appendices released	Nov. 19, 2007
PHASE THREE – LAND USE AND SERVICING FINAL REPORT		
Information Session for Landowners South of Stone Rd. – Waste Innovation Centre Meeting Room	Update landowners south of Stone Rd. on the process and allow opportunity to share views	Dec. 10, 2007
Urban Design Charrette	Input into the development of land use concepts for the area, including range of land uses	April 5, 2008
Hybrid Land Use Plan and Development Concept Rationale	Prepare and submit Hybrid Land Use Plan, Preferred Land Use Concept and recommended permitted uses to Planning Division including analysis of the existing public input, impact on surrounding land uses, rationale for recommended development concept, and planning analysis of alternatives for the existing residential enclave on the south east corner of Stone Road.	

Attachment 3: Hybrid Land Use Plans

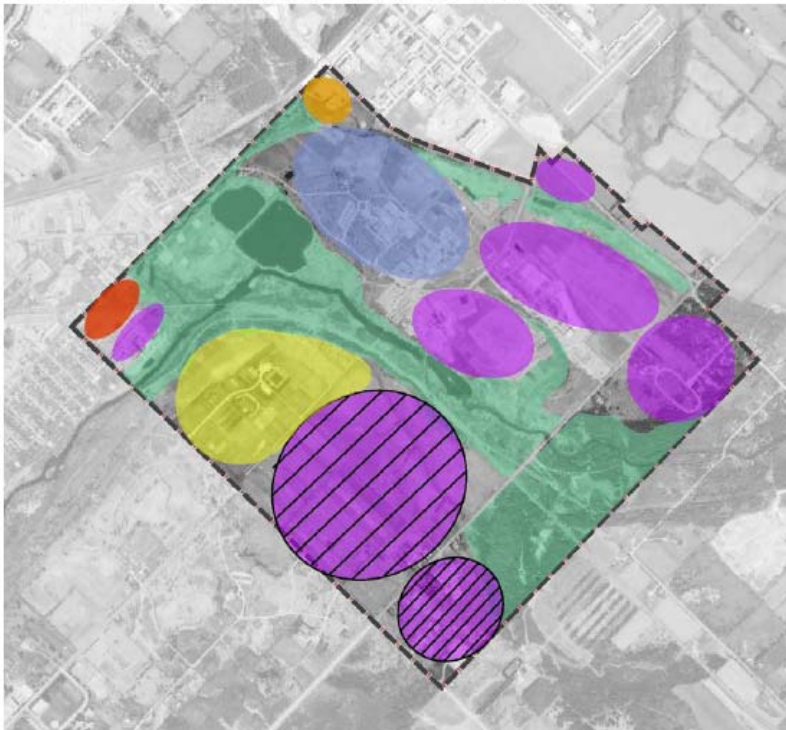
ALTERNATIVE LAND USE OPTIONS



Legend

- site boundary
- orange neighbourhood commercial
- yellow service commercial
- blue institutional
- purple with diagonal lines employment mixed use
- purple industrial employment
- yellow residential mixed use
- green greenlands

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Description of the Hybrid Land Use Plans

The hybrid land use plans focus on the delivery of employment lands, including Industrial Employment and Employment Mixed Use. Industrial Employment focuses on lands immediately surrounding existing industrial uses including Cargill Meat Solutions, the City's Waste Innovation Centre, and PDF Industries (formally Huntsman lands). The lands supporting the provincial reformatory structures and landscapes are identified as Institutional. A Residential Mixed Use node is centered around the Turfgrass building. Neighbourhood and Service Commercial uses are identified at the northern corners of the site. Lands south of Stone Road are largely covered by Greenlands with a Mixed Use Employment node on the southwest corner with two options provided on the southeast corner – Residential and Industrial Employment. A Greenlands corridor bisects the site focusing on the river corridor with additional lands on the district's northern and eastern edges.

Definitions of the land use classifications are described below.

Employment Mixed Use:

Lands that accommodate a range of high quality, light manufacturing, research and development facilities and office development, trade centres, corporate offices, laboratories, administrative centres, utilities, data processing and knowledge based technology. Compatible institutional (government uses, religious uses, daycare centres, indoor community and recreational facilities) and accessory commercial development may be permitted so long as the employment focus is maintained. The employment mixed use classification would not preclude ongoing research activities occurring on the Turfgrass and agri-forestry portion of the property but rather broadens the range of possible employment uses for the area from that permitted under the current Institutional designation.

Greenlands:

The large expanse of natural area recognizes important natural features, including floodplains, provincially significant wetlands, significant woodlots, an Area of Natural and Scientific Interest (ANSI) and parks/recreational space, including portions of the city-wide trail system.

Industrial Employment:

Lands that accommodate a range of manufacturing and industrial uses that maybe unsuitable for mixed use development. Examples include: the manufacturing, fabricating, processing, assembly and packaging of goods, foods and raw materials; recycling facilities; research and development facilities; repair and servicing operations; laboratories; etc.

Institutional:

Lands that accommodate a range of institutional uses including public buildings, universities, colleges, social and cultural facilities, research and development facilities, hospitals, residential care and health facilities. Residential development may be permitted so long as it is a functional component of an institutional use (e.g. university residence).

Neighbourhood Commercial:

Lands that accommodate commercial development that primarily serves the shopping needs of residents living and working in nearby neighbourhoods and employment districts. Institutional and small scale office uses may also be permitted where compatible. Medium density multiple unit residential buildings and apartments may also be permitted provided the principle commercial function is maintained.

Residential Mixed Use:

Lands that accommodate a range of residential types in many possible configurations, both within buildings and within the local context, resulting in vibrant pedestrian oriented high density developments. Focus of development is on mixed use residential and live work opportunities. Compatible local commercial, recreational and small scale institutional uses are permitted so long as the residential focus of development is maintained.

Service Commercial:

Commercial uses that serve the local community or highway. Examples include: gas bars, restaurants, hotels, small offices, medical clinics, etc.

Attachment 4: Revised Terms of Reference

Revised Terms of Reference for a Secondary Plan (June 2008)		
Task	Task Description	Timelines
Analysis of Public Input	Provide an analysis of the existing public input, community design charrette results.	
Prepare Vision Statement	Elaborate upon and prepare a vision statement which addresses the proposed land use concept.	Spring and Summer 2008
Analysis of Recommended Development Concept	Prepare draft land use designations, permitted uses and policies for the preferred concept, including density (minimums and maximums) and heights, supported by drawings, imagery and text.	
Market Feasibility	Analyze market feasibility of the proposed uses, impact on surrounding land uses, and rationale for recommended development concept.	
Natural and Cultural Heritage Constraints and Opportunities Identification	Identify constraints and opportunities, e.g., the identification of the cultural heritage resources on site e.g., archaeological significance, the reformatory, caretaker residence, stone walls etc. and their historic significance. Natural heritage features and constraints e.g., slopes/valley lands, flood plains and wetlands, to be protected/enhanced/restored.	
Natural and Cultural Heritage Measures	Recommend mitigation measures and policies to address – natural and cultural heritage constraints/opportunities. views and environmental impacts, e.g., identify which components of the built heritage are worthy of protection, establish setbacks from the natural heritage features, identify views to be protected	
Energy Plan Opportunities	Analysis of the feasibility of the incorporation of district heating (and land requirements), renewable energy, bioenergy, alternative	

	design and construction standards to reduce energy and water requirements to include but not limited to geothermal, solar, wind, reuse of grey water, LEED and Energy Star standards for new construction and redevelopment.	
Identify Infrastructure Requirements	Identify infrastructure requirements (e.g., parks, trails and transportation (bicycle paths, transit, rail), water and wastewater, including phasing and costs.	
Affordable Housing Policy Direction	Provide policy direction for affordable housing	
Develop Implementation Strategies	Recommend implementation strategies, and tools, phasing , and energy sustainability and urban design guidelines/framework (e.g. 3D imagery).	
Draft Secondary Plan	Prepare and submit recommended draft secondary plan incorporating the above to the City staff.	Fall 2008
Public Open House	Public Open House	Fall 2008
Final Secondary Plan	Incorporate input and submit Final Secondary Plan	
Statutory Public Meeting	Statutory Public Meeting before Council (Planning Meeting)	
Council Approval and adoption of the Secondary Plan	Council Decision on Secondary Plan	Early 2009