

CITY COUNCIL AGENDA



DATE Tuesday February 17, 2009 at 7 p.m.

Please turn off or place on non-audible all cell phones, PDAs, Blackberrys and pagers during the meeting.

**O Canada
Silent Prayer
Disclosure of Pecuniary Interest**

Council is now in a public meeting under the Planning Act to deal with the following matters:

PROPOSED DOWNTOWN GUELPH COMMUNITY IMPROVEMENT PLAN

Presentation by David Corks, Downtown Economic Development Manager

Delegations:

- Jane Londerville

Correspondence:

- Guelph Police Services
- Mary Vander Woude

"THAT Report 09.03 regarding the proposed Downtown Guelph Community Improvement Plan from Economic Development and Tourism Services dated February 17, 2009, be received."

BAKER STREET REDEVELOPMENT

Presentation by Peter Cartwright, David Corks and Ian Panabaker

Delegations:-

- Jane Londerville

Information Report:- Federal Infrastructure Funding

Report will be distributed under separate cover.

ADJOURNMENT

TO **Guelph City Council**

SERVICE AREA Economic Development & Tourism Services
DATE Tuesday February 17, 2009

**SUBJECT Proposed Downtown Guelph Community Improvement
Plan**

REPORT NUMBER 09.03

RECOMMENDATION

"THAT Report 09.03 regarding the proposed Downtown Guelph Community Improvement Plan from Economic Development and Tourism Services dated February 17, 2009 BE RECEIVED."

BACKGROUND

At its meeting of April 16, 2007, Council adopted the 2007 to 2011 Downtown Guelph Investment Action Plan. A key component of the Action Plan involves the development and approval of a Downtown Community Improvement Plan, which will serve as the basis to help implement the long term vision for the Downtown by attracting a higher level of private sector investment.

At its meeting of January 12, 2009, Council adopted By-law (2009)18704 which designated the Downtown as a Community Improvement Project Area. At the same meeting, Council directed staff to prepare a plan suitable for adoption as a Community Improvement Plan (CIP) for the Downtown Community Improvement Project Area.

Section 28 of the Planning Act sets out a process for developing and approving a CIP. The proposed CIP must be presented to Council at a statutory public meeting where any person or organization has an opportunity to provide comments on the proposed Plan. After the statutory public meeting, staff will make any necessary revisions and bring the CIP back to Council for adoption at a subsequent meeting. Recent changes made to the Planning Act through Bill 51 (the Planning and Conservation Land Statute Law Amendment Act) removed the requirement for provincial approval of CIPs. As such, the adoption of the proposed Downtown CIP would become final upon Council's decision, provided there are no appeals to the Ontario Municipal Board.

REPORT

The purpose of this report is to present the draft Downtown Community Improvement Plan (Attachment 1) and seek Council and public comments on the proposed Plan. The purpose of the CIP is to maintain and enhance the Downtown.

as a focal area for public and private investment. The adoption of the proposed Plan would achieve a number of the City's goals with respect to the Downtown, namely Strategic Plan Objective 1.5, which envisions Downtown Guelph as a place of community focus and destination of national interest. The adoption of the proposed Plan would also serve as tool for the implementation of policies relating to the Downtown within the 2005 Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe and the City's:

- The Official Plan;
- Local Growth Management Strategy;
- Downtown Action Plan; and
- Future Downtown Secondary Plan, which is currently underway.

The adoption of a Downtown CIP would provide the City with the ability to become more directly involved in the redevelopment of land within the Downtown for the purposes of community improvement and the ability to offer grants or loans to Downtown properties for eligible work that is set out within the CIP.

The proposed Downtown CIP will be developed in two phases:

Phase 1:

The first phase will involve the approval of an overall CIP framework. This would provide Council with the ability to become more directly involved in redevelopment of land Downtown. Work undertaken by the City as part of Phase 1 may include:

- acquisition or preparation of property;
- construction, rehabilitation or improvement of buildings on land held by the City; and
- the sale, lease or disposal of land and buildings held by the City.

Phase 2:

The second phase will be undertaken in conjunction with related Downtown policy projects and will involve the development of financial incentive programs that will make grants or loans available to Downtown properties. Program policies will set out available incentives, eligibility requirements, a process for applying for these specific programs and criteria for approval. Financial incentive programs developed as part of Phase 2 of the CIP will be incorporated through an amendment to this Plan. Examples may include grants or loans to:

- improve or restore building facades;
- improve streetscape features such as signs or awnings;
- undertake feasibility studies; or
- convert upper storey space for residential use.

The rationale for completing the CIP in two phases is to provide Council with broader authority under the Planning Act to begin taking a more active role in the redevelopment of the Downtown while the Secondary Plan is being prepared (e.g. acquire and/or dispose of lands). Once completed, the Downtown Secondary Plan

will provide a framework for the implementation of Phase 2 (e.g. provision of grants or loans to improve facades, streetscape and conversion of upper storey space to residential uses), which would be incorporated into the Downtown CIP through a formal amendment process.

The following is a summary of the proposed Downtown CIP (Attachment 1):

Chapter 1: Introduction

The first chapter sets out the general intent of the CIP, content to be included in each phase, recognizes challenges to redevelopment within the Downtown and makes a case for why a CIP is necessary.

Chapter 2: Purpose, Project Area, Authority and Justification

The second chapter sets out the purpose of the CIP, defines the area to which the Plan applies, references the legislative context and authority for community improvement planning and provides a brief summary of Downtown economic conditions. This chapter also acknowledges other incentive programs currently in effect within the Downtown and describes how the Downtown CIP would work with these existing programs.

Chapter 3: Guiding Planning Policies

The third chapter references planning policies that guide the development and implementation of the Downtown CIP. These include the 2005 Provincial Policy Statement, Growth Plan for the Greater Golden Horseshoe, City of Guelph Strategic Plan, Official Plan, Local Growth Management Strategy, Downtown Action Plan and Downtown Secondary Plan.

Chapter 4: Downtown Guelph Community Improvement Plan

The fourth chapter contains the goals, objectives, and policies that constitute the CIP and is intended to guide its implementation. Any decision made or work carried out under the authority of the CIP must conform to this chapter.

Chapter 5: Community Improvement Incentive Programs

The fifth chapter contains financial incentive programs to be developed as part of the second phase of the CIP. These programs may include grants or loans to improve or restore building facades, improve streetscape features such as signs or awnings, undertake feasibility studies, and/or convert upper storey space for residential use.

Chapter 6: Implementation

The sixth chapter recognizes the City's Downtown Economic Development Manager as the CIP administrator and provides a framework for Plan monitoring and amendment. Matters that constitute a minor amendment (i.e. not required to undergo formal amendment process under the Planning Act) are set out in this chapter along with examples of major amendments.

Chapter 7: Consultation

The final chapter summarizes consultation that has taken place to date. This chapter will be updated to reflect public comments stemming from the statutory public meeting.

CORPORATE STRATEGIC PLAN

The development and adoption of a Downtown CIP will contribute to meeting the following strategic goals and objectives:

Goal 1: *An attractive, well-functioning and sustainable city*

- 1.3 *A Local Growth Management Strategy that effectively guides where and how future growth will take place*
- 1.5 *The downtown as a place of community focus and destination of national interest*

Goal 3: *A diverse and prosperous local economy*

- 3.2 *One of Ontario's top five and Canada's top ten places to invest.*
- 3.6 *The city as a tourist destination of choice.*

FINANCIAL IMPLICATIONS

\$500,000 has been budgeted for CIP program delivery in 2009 to 2012.

DEPARTMENTAL CONSULTATION

Legal Services

Community Design and Development Services – Policy Planning and Urban Design

Financial Services

EXTERNAL CONSULTATION

Ministry of Municipal Affairs and Housing

Ministry of Energy and Infrastructure

Ministry of Culture

Downtown Charrette – May 2007

Public Open House – May 2008

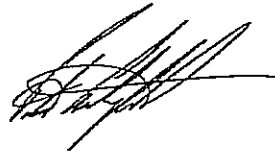
ATTACHMENTS

Attachment 1: Proposed Downtown Guelph Community Improvement Plan



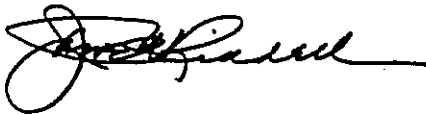
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ATTACHMENT 1: Proposed Downtown Community Improvement Plan

**Downtown Guelph
Community Improvement Plan**

January 2009

Downtown Guelph Community Improvement Plan

1.0 INTRODUCTION

- 1.1 Approach
- 1.2 Challenges of Redevelopment in the Downtown
- 1.3 Need for Incentives

2.0. PURPOSE, PROJECT AREA, AUTHORITY AND JUSTIFICATION

- 2.1 Purpose
- 2.2 Community Improvement Project Area
- 2.3 Legislative Authority for Incentives
- 2.4 Existing Downtown Economy
- 2.5 Other Current Incentive Programs

3.0 GUIDING PLANNING POLICIES

- 3.1 Provincial Policy Statement
- 3.2 Growth Plan for the Greater Golden Horseshoe
- 3.3 Local Growth Management Strategy
- 3.4 Guelph Official Plan
- 3.5 Downtown Action Plan
- 3.6 Guelph Strategic Plan
- 3.7 Downtown Secondary Plan

4.0 DOWNTOWN GUELPH COMMUNITY IMPROVEMENT PLAN

- 4.1 Goals and Objectives
- 4.2 Policies

5.0 COMMUNITY IMPROVEMENT INCENTIVE PROGRAMS

6.0 IMPLEMENTATION

- 6.1 Plan Monitoring and Amendments

7.0 CONSULTATION

- 7.1 Government of Ontario
- 7.2 Public Open House

1.0 INTRODUCTION

A Community Improvement Plan (CIP) is a tool that is intended to achieve positive change to the existing physical landscape, either through municipally driven or incentive-based programs. CIP's are used widely across Ontario, particularly in downtowns, to overcome investment hurdles inherent in city centre redevelopment. Guelph's Downtown CIP provides Council with broader authority under Part IV of the Planning Act to encourage reinvestment in the Downtown and allow for financial incentives to be developed and made available to Downtown properties for purposes that conform to the goals, objectives, and policies of the CIP.

1.1 Approach

In order to ensure a coordinated approach to Downtown revitalization, the Downtown CIP will be developed in two phases.

Phase 1

The first phase of the CIP includes the approval of the overall framework. This provides the City with the ability to become more directly involved in the redevelopment of land within the Downtown for the purpose of community improvement. Work undertaken by the City as part of Phase 1 may include:

- acquisition or preparation of property;
- construction, rehabilitation or improvement of buildings on land held by the City; and
- the sale, lease or disposal of land and buildings held by the City.

Phase 2

The second phase will be undertaken in conjunction with the Downtown Secondary Plan and will involve the development of financial incentive programs that will make grants or loans available to Downtown properties. Program policies will set out eligible costs, eligibility requirements and a process for applying for program incentives.

The programs developed as part of Phase 2 of the CIP will be incorporated through an amendment to this Plan and may include grants or loans to:

- improve or restore building facades;
- improve streetscape features such as signs or awnings;
- undertake feasibility studies; and/or
- convert upper storey space for residential use.

1.2 Challenges of Redevelopment in the Downtown

The City of Guelph has long supported the use of public funds to position the Downtown as a desirable place to do business, learn, live and pursue cultural interests. This is evidenced by the many programs and major capital projects initiated by past City Councils including investment in major administrative, infrastructure, parking, sports and cultural facilities in the Downtown:

It is the purpose of this Plan to attract more public and private sector investment to help ensure the long-term economic sustainability of Downtown Guelph. The lead role of City Council in expediting Downtown reinvestment is necessary to attract private development, particularly with respect to housing.

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) requires a significant portion of new residential and employment related growth to be directed to the Downtown, which is identified as an Urban Growth Centre in the Growth Plan. Although approximately 1,000 new dwelling units have been constructed each year in Guelph over the past ten years few have been built in the Downtown area.

In addition to housing, other land uses have also chosen to locate outside of the Downtown. Factors such as higher land and demolition costs, the potential for contamination and largely untested markets all increase expenses and act to discourage investment in the Downtown. To date, the private sector has preferred new development on greenfield sites as it is cheaper and projected costs are more certain, resulting in easier financing.

1.3 Need for Incentives

The challenge of directing growth into existing neighbourhoods, promoting the reuse of vacant buildings, and encouraging intensification on underutilized properties requires a more participatory role for municipal government. Specifically, there is a need to actively assist the private sector in order to encourage redevelopment in the Downtown.

There is no one single planning tool, municipal investment project or Council decision that, by itself, will result in the realization of the City of Guelph's objectives for the Downtown. It will be a combination of positive activities that will tip the balance to favour an attractive environment for redevelopment. This can be done by both strengthening the appeal of the Downtown market as well as mitigating the extra costs incurred for Downtown development.

Downtown redevelopment costs usually exceed those of similar projects on suburban sites. Municipal assistance in offsetting these higher costs may involve waiving or rebating fees, sponsoring feasibility studies as well as offering incentives for targeted land uses.

From a municipal financial perspective, development in the downtown is cost effective because services such as transit, emergency and other services are already operational. Hard services such as water and sanitary services are also in place, although updating may be required.

2.0 PURPOSE, PROJECT AREA, AUTHORITY AND JUSTIFICATION

2.1 Purpose

The purpose of this CIP is to maintain and enhance the Downtown as a focal area for public and private investment. The Plan provides City Council with broader authority to encourage reinvestment in the Downtown and allows for financial incentives to be developed.

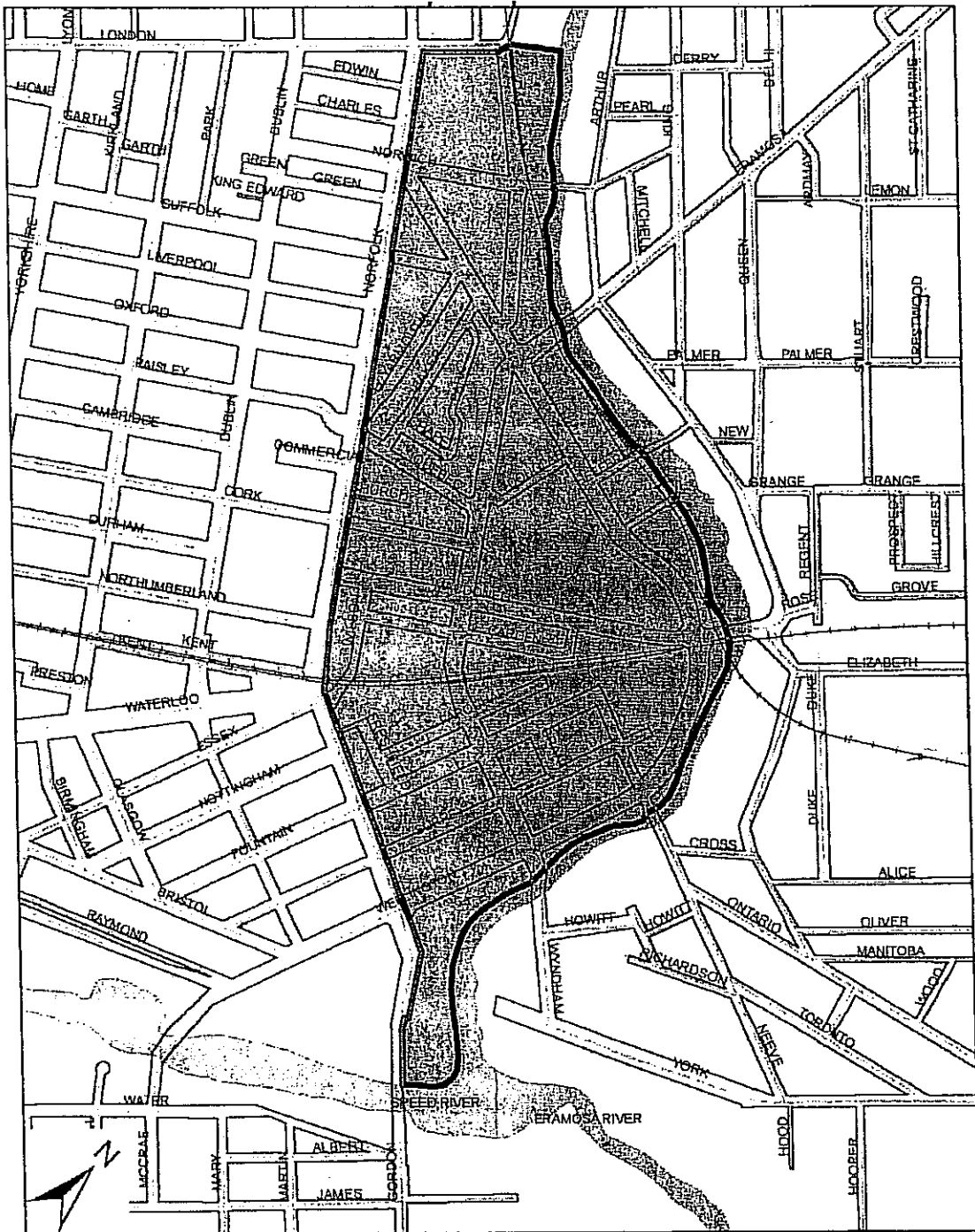
2.2 Community Improvement Project Area

CIPs start by setting the boundary of the area that is being targeted for improvement. This is called the Community Improvement Project Area and it specifies where the CIP policies and programs apply.

The Official Plan, Schedule 5 identifies the Central Business District (CBD) as a community improvement priority area and Official Plan Schedule 6 shows the boundary in greater detail. Subsection 28(4) of the Planning Act requires the City of Guelph to designate the Community Improvement Project Area prior to approving a CIP. Figure 1 to this Plan shows the extent of the Community Improvement Project Area and reflects the CBD boundary in the current Official Plan.

On January 12, 2009 Council adopted By-law (2009)-18704 designating the Downtown, as shown on Figure 1, as a Community Improvement Project Area pursuant to Section 28(2) of the Planning Act.

Figure 1: Downtown Guelph Community Improvement Project Area



2.3 Legislative Authority for Incentives

Under Section 28 of the Planning Act, "Community Improvement" means:

"the planning or replanning, design or redesign, resubdivision, clearance, development or redevelopment, construction, reconstruction and rehabilitation, improvement of energy efficiency, or any of them, of a community improvement project area, and the provision of such residential, commercial, industrial, public, recreational, institutional, religious, charitable or other uses, buildings, structures, works, improvements or facilities, or spaces, as may be appropriate or necessary"

For the purpose of carrying out a Community Improvement Plan that has come into effect, a municipality may engage in the following activities within the community improvement project area:

- a) *acquire, hold, clear, grade or otherwise prepare land for community improvement (28(3));*
- b) *construct, repair, rehabilitate or improve buildings on land acquired or held by it in the community improvement project area in conformity with the community improvement plan (28(6));*
- c) *sell, lease, or otherwise dispose of any land and buildings acquired or held by it in the community improvement project area to any person or government authority for use in conformity with the community improvement plan (28(6)); and,*
- d) *make grants or loans, in conformity with the community improvement plan, to registered owners, assessed owners and tenants of lands and buildings within the community improvement project area, and to any person to whom such an owner or tenant has assigned the right to receive a grant or loan, to pay for the whole or any part of the eligible costs of the community improvement plan (28(7)).*

Although Section 106(1) of the Municipal Act, 2001 prohibits "bonusing" of any manufacturing business or other industrial or commercial enterprise, an exception is made in Section 106(3) of the Municipal Act, 2001 for municipalities exercising powers under Section 28(6) or (7) of the Planning Act. Section 28 of the Planning Act allows municipalities with provisions in their Official Plans relating to community improvement to designate by way of a by-law a "community improvement project area". Where a by-law designating an area as a Community Improvement Project Area has been passed in accordance with subsection 28(2) of the Planning Act, Council may prepare and adopt a Community Improvement Plan for that area, which may be approved and come into effect in accordance with sections 28(5) and 28(5.1) of the Planning Act.

2.4 Existing Downtown Economy

The Downtown has been the economic and cultural centre of the Guelph since its inception in the 1800s. It has developed with a broad range of land uses, which have been built in a compact urban form, especially when compared to other areas within the community. This unique character is reflected in the Official Plan and

Zoning By-law, which contains specific polices and regulations that apply only within Downtown.

Despite allowing a variety of land uses, the share of taxable assessment generated by Downtown has continued to shrink steadily since 2001 and in 2007 contributed \$5.8M or 1.55% of the City's total tax base. The total assessment of the Downtown covered by the Downtown Guelph Business Association, has shrunk in this period from \$93.3M to \$88.2M

Between 2001 and 2006, while the general population grew by 8.2%, the residential population base Downtown has declined by over 6% and the number of dwellings by almost 5%. In the ten year period between 1998 and 2007, only 377 building permits were issued for the downtown compared with almost 20,000 in the rest of the city.

2.5 Other Current Incentive Programs

The City of Guelph currently has two incentive programs in place, which apply in the Downtown.

The Brownfield Redevelopment Community Improvement Plan contains financial incentive programs to stimulate private sector investment in the redevelopment of contaminated properties which are designed to partially offset the cost of site assessment and remediation.

The City of Guelph has also established a Heritage Redevelopment Reserve Fund that is intended to reduce costs associated with the retention of heritage features during redevelopment projects by providing incentives to encourage the preservation, restoration or re-use of historic and architecturally significant buildings.

The Downtown CIP complements and works with the existing incentive programs to encourage redevelopment within the Downtown. While the various incentive programs available to Downtown properties may be applied concurrently, the total of grants and loans made in respect of particular lands and buildings, including any form of tax assistance, shall not exceed the sum of eligible costs set out in the applicable CIP. Furthermore, financial incentives for any particular eligible cost cannot be provided though two different incentive programs (e.g. a grant for façade improvement must be provide through either the Downtown CIP or the Heritage Redevelopment Reserve – not both).

3.0 GUIDING PLANNING POLICIES

3.1 Provincial Policy Statement

The 2005 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The proposed CIP is consistent with the applicable provisions of the PPS, and implements the following policies:

- 1.1.3.1 Settlement areas shall be the focus of growth and their vitality and regeneration shall be promoted.*
- 1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while maintaining appropriate levels of public health and safety.*
- 1.4.3 c) Planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the regional market area by directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected need.*
- 1.6.2 The use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities.*
- 1.7.1 b) Long-term economic prosperity should be supported by maintaining and, where possible, enhancing the vitality and viability of downtowns and main streets.*
- 1.8.1 c) Planning authorities shall support energy efficiency and improved air quality through land use and development patterns which focus major employment, commercial and other travel-intensive land uses on sites which are well served by public transit where this exists or is to be developed, or designing these to facilitate the establishment of public transit in the future.*

3.2 Growth Plan for the Greater Golden Horseshoe (Growth Plan)

The provincial Growth Plan designates Downtown Guelph as an 'Urban Growth Centre', which must be planned:

- as a focal area for investment in institutional and region wide public services, as well as commercial, recreational, cultural and entertainment uses;
- to accommodate and support major infrastructure;
- to serve as a high density major employment centre that will attract provincially, nationally or internationally significant employment uses; and
- to accommodate a significant share of population and employment growth

The Growth Plan also requires that Guelph's Urban Growth Centre be planned to achieve a minimum density of 150 residents and jobs (combined) by the year 2031. The CIP will also assist in achieving these targets.

3.3 Local Growth Management Strategy

In response to the Growth Plan, key recommendations of the City's Local Growth Management Strategy were adopted by Council on June 23, 2008, which the envision Guelph's population to be 175,000 by the year 2031. The Strategy recognizes the potential of Downtown to accommodate a significant share of population and employment growth through intensification and recommends that residential intensification opportunities be identified.

The preparation of a Local Growth Management Strategy was completed through extensive public participation.

3.4 Guelph Official Plan (November 2006 Consolidation)

The Official Plan places high priority on the enhancement of the Downtown. The following is a major goal of the Official Plan:

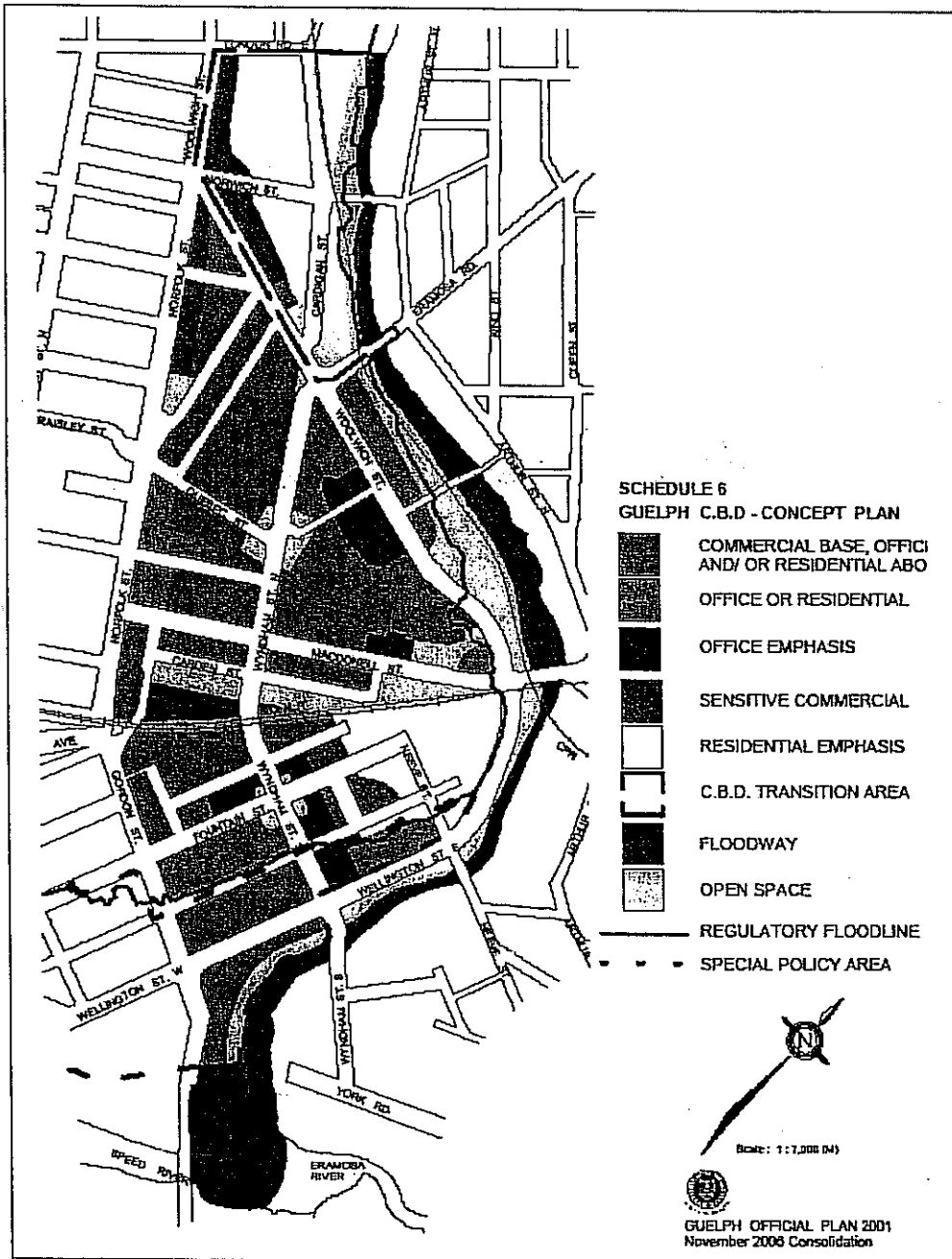
- 2.3.15. Maintain and strengthen the role of the Central Business District (downtown) as a major focal area for investment, employment and residential uses. The Central Business District will be a vibrant multiple function district and community focus of the city.*

Section 7.3 of the Official Plan sets out a vision statement, specific goals, and land use policies that apply within the Central Business District. Official Plan Schedule 6, shown in Figure 2, sets out a Central Business District Concept Plan that corresponds to policies in Section 7.3.3. The Plan also sets out a number of strategies for achieving these goals and policy directives, including the following examples:

- 7.3.4 b) Encouraging and co-operating with the private sector in a full and long term program supporting downtown revitalization to ensure a favourable climate for commercial and residential activity in the core.*
- 7.3.4 f) Considering municipal lands for development, generally by way of lease arrangements.*
- 7.3.6 c) Encouraging the rehabilitation and renovation of the upper stories of existing buildings and their conversion to residential use.*
- 7.3.10 b) For the purpose of encouraging residential development in the downtown, the City may consider incentives, such as providing financial assistance as part of a community improvement plan or other program.*
- 7.3.18 The City will encourage the conversion or redevelopment of existing obsolete industrial buildings and sites.*

The Official Plan contains policy direction related to preparation and approval of CIPs. Section 4.7.3 a) identifies the Central Business District as a priority area for designation as a Community Improvement Project Area and preparation of a CIP. In the implementation of any CIP, Section 4.7.6 of the Official Plan states that the City of Guelph will make full use of the authority granted in the Planning Act and other Provincial and Federal legislation to prepare and carry out a Community Improvement Plan.

Figure 2: Official Plan Schedule 6: Guelph CBD Concept Plan



3.5 Downtown Action Plan

The Downtown Action Plan was approved by City Council in April 2007 as a framework for developing implementation programs for investing in Guelph's Downtown. The plan specifically called for the creation of a Downtown CIP to establish incentive programs to encourage private sector investment.

The Plan also recommended the development of business cases for specific pilot projects that would attract private sector investment through the promotion of incentive programs.

3.6 Guelph Strategic Plan

In place since 2007, the Strategic Plan is a guiding document that provides a long term vision under which all City of Guelph initiatives are aligned. The Strategic Plan places high importance on the health and vitality of the Downtown.

This CIP implements Strategic Plan goals for environmental sustainability by enabling a fundamental shift towards a denser and more compact urban form partly through reinvestment in the Downtown. This in turn allows for more viable pedestrian oriented land uses and a shift away from vehicle reliance.

Specifically, the CIP will contribute to meeting the following strategic goals and objectives:

Goal 1: An attractive, well-functioning and sustainable city

1.3 A Local Growth Management Strategy that effectively guides where and how future growth will take place

1.5 The downtown as a place of community focus and destination of national interest

Goal 3: A diverse and prosperous local economy

3.2 One of Ontario's top five and Canada's top ten places to invest.

3.6 The city as a tourist destination of choice.

3.7 Downtown Secondary Plan

The Downtown Secondary Plan has been initiated in response to the Growth Plan and will provide policy direction for both public and private sector projects, initiatives and actions that will form the basis for the evolution of the Urban Growth Centre over the next 25 years.

The Downtown Secondary Plan preparation is currently in process and once approved, will articulate the vision and guiding principles for the Downtown area. The Secondary Plan will provide land use designations and policies that address permitted uses, density, urban design, infrastructure requirements and directions for implementing intensification. Financial incentive programs developed as part of Phase 2 of the CIP will assist in the implementation of the Secondary Plan policies.

4.0 DOWNTOWN GUELPH COMMUNITY IMPROVEMENT PLAN

4.1 Goals and Objectives

The downtown of any city is both a measure of the general health of the municipality as well as an indicator of how well it is managed. It is clearly time to reinvest in this important segment of the local economy, both to enhance its role as a revenue generator as well as to showcase of civic pride.

This CIP will help to maintain and enhance the Downtown as the community's focus for public and private sector investment.

4.1.1 The overall goals of this CIP are to ensure that Guelph Downtown is:

- a) A vibrant multiple function place of community focus and destination of national interest.
- b) A focal area for investment in residential, employment, retail, entertainment, institutional, and civic uses as well as major infrastructure, arts, and culture.

4.1.2 Consistent with the goals of the Downtown CIP, specific objectives include:

- a) Increasing the number of people living and working Downtown.
- b) Ensuring convenient access to an appropriate mix of jobs, local services, a full range of housing, community infrastructure including affordable housing, schools, recreation, open space, public transportation and options for safe, non-motorized travel within the downtown
- c) Supporting the development of a major inter-modal transit facility.
- d) Establishing additional major academic and other institutional uses in the downtown.
- e) Encouraging the restoration of private and publicly owned building facades.
- f) Encouraging the conservation and improvement of the safety and appearance of heritage buildings.
- g) Improving the appearance and pedestrian accessibility of the Downtown streetscape.
- h) Maintaining and attracting new specialty, boutique and independent retail uses.
- i) Increasing opportunities for art and cultural appreciation, expression and development.
- j) Providing affordable housing.

4.2 Policies

4.2.1 Once in effect, the implementation of the goals and objectives of the Plan will be achieved through the City acting on its own initiative or with private or public organizations to:

- a) acquire, hold, clear, grade or otherwise prepare land;
- b) construct, repair, rehabilitate or improve buildings on land acquired or held by the City;
- c) sell, lease, or otherwise dispose of any land and buildings acquired or held by the City; and
- d) make grants or loans, in conformity with the CIP.

4.2.2 Any decision made or work carried out under the authority of this CIP shall conform to the goals, objectives, and policies contained herein.

4.2.3 In the absence of specific financial incentive program criteria, which will be developed as part of Phase 2, the objectives listed in Section 4.1.2 will serve as criteria for the assessment of proposed projects. Projects must directly contribute to the achievement of at least one of these objectives be in conformity with the CIP.

5.0 COMMUNITY IMPROVEMENT INCENTIVE PROGRAMS

There are currently no financial incentive programs in place. Financial incentive programs that implement the goals and objectives of this Plan will be developed as part of Phase 2 of the CIP. Programs policies will set out eligible costs, eligibility criteria, and application procedures for grants and loans. Financial incentive will be developed based on the recommendations of the Downtown Secondary Plan and be introduced to this CIP by formal amendment in accordance with the Planning Act.

Examples of programs that may be developed include, but are not limited to:

- façade improvement loans for building restoration, which would encourage property owners to replace doors, windows, older façade cladding and improve the structural integrity of their buildings;
- streetscape beautification loans for signs, awnings, and other exterior features aimed at upgrading the aesthetic appeal of the private streetscape through façade improvements;
- building code compliance upgrade loans, which would encourage building code upgrades to older buildings to meet current fire, safety and accessibility regulations;
- feasibility study grants for major capital projects;
- conversion of upper storey space to residential units to utilize space above street fronting business downtown which has potential for residential use; and
- waiving or rebate of municipal fees for targeted development to provide an incentive to invest downtown.

6.0 IMPLEMENTATION

This Plan will be implemented through the provisions of the Official Plan and Section 28 of the Planning Act. The implementation of Phase 1 of the CIP will be guided by the goals, objectives, and polices contained in Section 4 of this Plan, namely policies 4.2.1 a) through c).

Financial incentive programs including application requirements and eligibility criteria will be developed as part of Phase 2 and incorporated into the CIP in a future CIP amendment. The purpose of the applications and criteria will be to facilitate the review and approval of requests for financial incentives.

The CIP will be administered by the Downtown Economic Development Manager in consultation with the Downtown Coordinating Committee and various stakeholder groups, as required.

6.1 Plan Monitoring and Amendments

This CIP may be periodically reviewed and adjusted based on feedback obtained through program administration of the CIP. This will be done without undertaking a formal amendment in accordance with the Planning Act provided the change(s) conform(s) to the Official Plan and applicable Provincial Policy and legislation.

These minor amendments may include, but are not limited to:

- changes that arise as a result of amendments to legislation or the Official Plan;
- changes to the terms, conditions, or requirements of any financial incentive program;
- the removal of any financial incentive; and
- text changes that clarify any part of the CIP.

Formal amendments to the CIP will be required in accordance with the Planning Act when substantive changes to the CIP are made. A substantive change includes:

- changes to the Community Improvement Project Area, except where the change is made for the purpose of maintaining conformity with the Official Plan or Provincial Policy or legislation;
- the addition of any new financial incentive program; and
- any change that may result in a significant financial impact to City of Guelph.

The City will conduct period reviews of the CIP to assess its effectiveness, need for continuation and suggested changes that may be considered by way of minor or major amendment.

7.0 CONSULTATION

7.1 Government of Ontario

In accordance with section 17(15) (a) of the Planning Act, the Ministry of Municipal Affairs and Housing has been consulted in the preparation of this CIP.

During preparation of the Plan comments from the Ministry of Municipal Affairs and Housing, Ministry of Culture and Ministry of Energy and Infrastructure have been received and incorporated.

7.2 Public Open House

The CIP goals and objectives have been presented to the Guelph Downtown Business Association and the City of Guelph Downtown Coordinating Committee. Both were supportive of this initiative.

An open house which included a display and presentation of the plan concepts was held on Thursday May 22, 2008, 4 to 7 pm in Council Committee Room C, City Hall. Approximately 20 people attended, seven people signed the attendance list and one set of written comments was received. Response at this session was also positive.

The comments received are as follows:

Norm Harrison (Downtown Coordinating Committee and Heritage Guelph):

- 1. The boundary for the C.I.P should probably not stop at Gordon Street and Norfolk Street. The area around Commercial Street and from Gordon Street part way back towards Dublin Street also seem to be strong candidates for inclusion in the redevelopable/restorable core of the CBD. But the boundary should stop well short of Dublin Street, leaving the current residential character on both sides of Dublin.*
- 2. Designated heritage buildings are clearly noted on the Downtown Context map. These are not the only heritage buildings within that area. Designation is a time consuming process, especially the supporting research, so the LACAC and current Heritage Guelph have only been able to designate 80 or 90 structures all over the City. The downtown should have the most outstanding building groupings and streetscapes within one or more heritage Conservation Districts and Heritage Guelph would hope to tackle that after they have completed HCD in place elsewhere – Brooklyn, across the Speed on the south side of the CBD.*



Guelph Police Service

15 Wyndham Street S., Guelph, Ontario N1H 1C6

(519) 824-1212

TTY (519) 824-1466

RECEIVED
FEB 2 - 2009

CITY CLERK'S OFFICE

January 29, 2009

Mayor Karen Farbridge and Members of Council
59 Carden St.
Guelph, ON
N1H 3A1

Dear Mayor Farbridge and Council Members:

I am writing to you on behalf of the Guelph Police Service, with respect to your proposed Downtown Community Improvement Plan. Unfortunately, I will be out of town on the date of the proposed meeting but I would like to share a couple of thoughts on what I see as primary issues of concern that should be considered in any plan to improve the downtown business district.

First and foremost, the proliferation of bars and licensed establishments in the business core, all in very close proximity, has been a nightmare for the past 15 years. This has resulted in a host of problems that have been shared with council many times over the years and to this point, have not been adequately addressed. We will never successfully resolve these nighttime issues unless the landscape of the downtown changes. I know there are owners of several of these larger bars just waiting for incentives and financial considerations from the City to redevelop the bars into living quarters. Such a change would address the Places to Grow legislation and bring a lot more people to the downtown, but not the kind that we are constantly dealing with now.


Another concern is the lack of washroom facilities downtown which forces people to relieve themselves via the handiest isolated area which is often the alcove of someone's store. Property owners should not have to deal with this week after week, year after year which has been the case. Creating a by-law to charge people for fouling is not the answer. If the City encourages people to come downtown, day or night, in an attempt to keep the core lively, then there is a reasonable responsibility to provide some form of public washrooms, in multiple locations of easy access.

I would also like to suggest that the lighting downtown, even though it was been improved a few years ago, is still far short of what could be done to eliminate a lot of the vandalism and damage in the core. It has been proven through previous studies that increased lighting inhibits those focused on damaging property or committing an offence. The chances of being seen or getting caught are greater in a well lit area.

And finally, I would like to reiterate to council that public transit is a must in the downtown between midnight and 3:00 A/M. There is a recognized need to move large numbers of people out of the core in a economical and orderly fashion. With every taxi in the city working, it takes several hours to clear the downtown and that is not acceptable. During those hours is when the fighting, malicious damage, fouling, throwing garbage and other activity occurs. The buses running to the University are an example of an initiative that works very well. However, those buses are paid for by the students and only run while the students are at school, not during the summer when the crowds hanging around the downtown are the largest. It is unreasonable to assume that the only ones using the bars and needing transit home are the students in the south end. We know that bar patrons and students come from all corners of the city. Providing reliable and safe transit is the responsibility of the municipality and needs to be explored further.

I would ask you to please consider the noted issues and recommendations. The improvement plan has to include some solutions to address current issues that have been plaguing the core for many years. Good luck in your endeavors and I hope your meetings are productive.

Sincerely;


R. Davis
Chief of Police

February 09, 2009

RECEIVED
FEB 9 - 2009
CITY CLERK'S OFFICE

Lois Giles, City Clerk
City Hall
1 Carden Street
Guelph, Ontario

RE: Downtown Community Improvement Plan

For Whom it May Concern:

This letter is written to address the decision makers involved in the Downtown Community Improvement Plan.

My partner Mike Clancy and I own and reside in a residential property at Surrey and Neeve Streets. Our home falls within the subject land map as found in The Tribune dated Friday January 23, 2008.

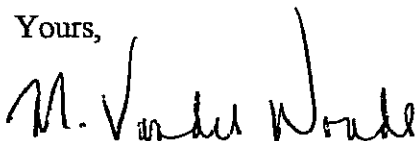
Our concern is the type of development that would be proposed and adopted by the Improvement Committee. Currently this small residential neighbourhood is inundated with student rental properties. In itself this is not problematic but because of our stones throw proximity to downtown bars it does pose a problem when the bars close in the early morning hours. Noise is a huge issue in this neighbourhood!

Should the Committee adopt an intensification policy for available lands we would be deeply concerned if the proposal encouraged housing that could easily accommodate the pocket books of students.

In our opinion this neighbourhood deserves a very close look. Our hope for its future includes a strong emphasis on owner-occupied homes that have been architecturally designed to compliment and enhance the lovely mixture of century homes that currently exists. This is our vision of revitalization.

Thank you for your consideration to our concerns.

Yours,



Mary Vander Woude

Guelph, Ontario

COUNCIL REPORT



TO Council

SERVICE AREA Economic Development and Tourism Services

DATE February 17, 2009

SUBJECT Baker Street Redevelopment Concept

REPORT 09.02

RECOMMENDATIONS

"THAT Report 09.02 regarding the Baker Street Redevelopment Concepts from Economic Development and Tourism Services dated February 17, 2009 BE RECEIVED;

AND THAT "Concept C2" as described in Report 09.02 be adopted as the preferred redevelopment concept for a mixed use development including a new central library;

AND THAT staff be directed to report back with a review and recommendations regarding the funding, implementation and delivery method of "Concept C2" Phase 1;

AND THAT staff be authorized to negotiate the acquisition of the lands required to implement "Concept C2" as described in Report 09.02 with funding to come from debt."

SUMMARY

The purpose of this report is to recommend a preferred redevelopment concept for the Baker Street lands. It will give staff authority to prepare more detailed design, funding, implementation and delivery programs as well as to begin land acquisition negotiations required to implement the recommended concept.

BACKGROUND

On January 28, 2008, Guelph City Council adopted the following resolution:

“That staff be directed to proceed with the Baker Street Parking Lot Redevelopment Request for Proposals Process as outlined in the report of the Downtown Economic Development Manager dated January 17, 2008.”

The scope of the project was to include the integration of a new central library, public parking and mixed commercial, office and residential uses. Council directed that the process be structured in three phases:

- Phase 1 was to identify and address potential matters pertaining to land use planning policy, infrastructure and engineering, site development options and property requirements, which could affect the success of the process.
- Phase 2 was to begin the pre-qualification process from interested developers.
- Phase 3 was to provide each qualified developer with criteria to be used for the creation of detailed redevelopment proposals.

This report addresses Phase 1.

CITY AND PROVINCIAL OBJECTIVES:

The Baker Street project is based on and supports the implementation of the following:

Province of Ontario’s Places to Grow:

Places to Grow reinforces the role of downtowns in cities. The City of Guelph is a designated Settlement Area within the Provincial Growth Plan for the Greater Golden Horseshoe to receive significant levels of new population and employment activity between the 2006-2031 timeframe. Guelph’s downtown has been designated an 'Urban Growth Centre' by the Growth Plan and is intended to receive significant levels of new residential and employment activity and achieve a density of 150 persons and jobs per hectare.(see section 2.2.4 of the Growth Plan).

The Growth Plan has a central focus on providing growth opportunities in a more dense compact format. Efforts to rejuvenate and revitalize existing urban areas are also highlighted. The Growth Plan lays out as a target that 40% of future growth is to occur in the existing built areas of the City, and development in the downtown is a critical component to the realization of this planning objective as well as the density provisions of the Growth Plan.

Guelph City Council’s 2007 Strategic Plan:

This project will support five major goals of this plan:

- 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.

City of Guelph Official Plan:

In Section 7.3, the downtown is promoted as a beautiful, vibrant multiple-functional urban centre that is a focal area for investment, employment and housing. It is to be the community's civic, cultural, social and economic centre with a high concentration of activities and land uses developed in concert with excellent quality design standards. The Downtown's central place and sense of place makes it uniquely suited for people to congregate for social and community purposes. The goal is that Downtown Guelph should rank amongst the finest of City centres and be a source of great public pride for the benefit of Guelph's residents.

City of Guelph Community Energy Plan (CEP):

The overall vision of the CEP is to create a healthy, reliable and sustainable energy future by continually increasing the effectiveness of how the City uses and manages energy and water resources. This vision is supported by five goals:

- Guelph will be the place to invest, supported by its commitment to a sustainable energy future
- Guelph will have a variety of reliable, competitive energy, water, and transport services available to all
- Guelph energy use per capita and resulting greenhouse gas emissions will be less than the current global average
- Guelph will use less energy and water per capita than comparable Canadian cities
- All publicly funded investments will visibly contribute to meeting the other four CEP goals of how we use and manage our energy and water resources

The redevelopment of the Baker Street site has the potential to showcase a sustainable downtown neighbourhood where people can live, work and shop. It also reuses land that is already serviced by public amenities and will direct that development be in such a form as to further the goals of the CEP in how it reduces energy needs by its physical layout, building construction and efficient use of energy.

Downtown Community Improvement Plan (CIP):

A key objective of this plan is to create an environment to stimulate and attract new private sector investment within the Downtown. The Baker Street project will help establish new public amenities, increased parking capacity (which will assist with the redevelopment of existing properties), as well as providing new residential development investment opportunities.

2007 – 2011 Downtown Guelph Investment Action Plan:

At its meeting of April 10, 2007, Guelph City Council approved a four year investment action plan. This plan serves as a framework to develop and implement programs to stimulate new investment in the downtown.

One of the major objectives of this plan was the development and implementation of new investment pilot projects. Among various public initiatives, the Action Plan specifically endorsed the importance of the redevelopment of the Baker Street parking lot due to its potential to attract new investment.

Downtown (Urban Growth Centre) Secondary Plan:

In conjunction with the Official Plan update, Community Design and Development Services has begun the detailed planning process for the 25 year vision for the Downtown. This plan will articulate the long term strategies for the development of residential, commercial, employment, cultural and institutional facets of the Downtown so that it functions as a vital heart of the City. The Baker Street redevelopment including the new central library and mix of uses epitomizes the future direction that the Downtown must take to ensure the vitality and relevance of the City as a whole. The Secondary Plan process and Baker Street project will work together so that the policy document will frame the redevelopment of this important site.

PROCESS TO DATE:

Consultation with a number of stakeholder groups has occurred and this input has been factored into the recommendations contained in this report. The following steps have been taken to further the redevelopment process as follows:

July 16, 2007 – Council directed staff to develop a business case to compare the two preferred library sites (Baker Street and Co-operators sites) brought forward by the Library Site Search Committee. Staff were also directed to consider additional parking, residential, commercial and community uses for the development as well as to consider the opportunity for future library building expansion as well as expansion of the site into adjacent properties.

September 12 & 13 2007 – A Downtown vision and design charrette was undertaken and the importance of the new central library as a major public downtown anchor was endorsed. One of the options considered and supported at that time was the existing recommendation from the Library Site Selection Report to situate the library in the Baker Street lot area.

November 19, 2007 - Council adopted the following resolution:
"That the Baker Street site be selected as the preferred location for the New Central Library." This was a culmination of an eight-year process which had examined 12 potential sites. Staff were also directed to prepare a Terms of Reference for the redevelopment of the Baker Street Site.

January 28, 2008 - Council directed staff to proceed with the Baker Street Redevelopment Process. As a result, the City hired Urban Strategies Incorporated, an urban design firm to assist with developing design concepts.

April 15, 2008 – A design workshop, led by the urban design firm was held with City and library staff to examine the land use, technical and operational aspects of various urban design layouts for the location of the library. Based on the Provincial and City objectives previously listed, three concepts, “Concept A, Library in the Park”, “Concept B, Library in the Middle” and “Concept C, Library on Wyndham” were short listed.

May 2008 – Geotechnical investigation work was undertaken to determine subsurface conditions of the site. This work was to done to assess the viability of underground parking.

May 22, 2008 – A Public Open House was held at the central library – About 90 people attended and 39 made written comments on the three library location concepts. The three concepts were subsequently posted on the City’s website.

May 27, 2008 – The redevelopment scenarios were presented at a Downtown Coordinating Committee workshop for input from various stakeholder groups representing specific downtown interests.

June 10, 2008 – At a special Guelph City Council Information Session the three redevelopment concepts were presented as information to Council.

June 24, 2008 – A public information session was held in the Council Chambers, at which the public was invited to examine and comment on three concepts developed by staff and the urban design consultants. Feedback received from the meeting allowed for a refinement of these redevelopment scenarios.

December 19, 2008 – A Phase 1 and 2 Environmental Site Assessment (ESA) was completed to investigate potential impacts to soil and groundwater quality from historic industrial operations on the site and to support the filing of a *Record of Site Condition* with the Ministry of the Environment (MOE) prior to redevelopment.

December 23, 2008 – An archaeological study report confirmed the entire Baker Street parking lot site was used as a Public Burial Ground from 1827 to 1853. In 2006, the City completed an archaeological assessment of the southern portion of the site where the proposed parkade was to be located. This resulted in the transfer of remains of 45 individuals from the south half for reburial at Woodlawn cemetery. Despite this formal exhumation, human remains from the Public Burying Ground are still likely to be present on the northern portion of the site and possibly beneath adjacent municipal rights of way. An archaeological assessment and transfer of remains for reburial are required for the northern portion of the site and adjacent rights of way in order to clear all burials from the site prior to construction.

January 30 , 2009 – Receipt of letter from the Guelph Public Library Board indicating that at their meeting of January 20, 2009 that the Board endorsed and supported the proposed central library plan that fronts onto Wyndham Street and backs onto Baker Street and that the proposed central library house no less than 90,000 square feet. (Attachment 1)

Additional stakeholder consultation was undertaken and is listed later in the report.

CONCEPT COMPARISON CRITERIA:

As a result of public and stakeholder involvement, the three working concepts were further evaluated against a number of guiding principles which are detailed as follows:

- **Library Function:** Based on future population projections preliminary calculations indicate that the net operating area of the library is to be 65,000 square feet, which translates into a gross building area of 90,000 square feet. The strong preference is for a 3 storey format.
- **Library Design Potential:** It is important that the Library become an iconic architectural commission. Since the new central library will build the image and appearance of the Downtown there is a common desire that its design should be of high architectural and urban design standard, while respecting the current built urban form of Downtown Guelph.
- **Library Location:** As this will be the new central library for the entire City, the building should be located in a position that recognizes its broader City wide function. Therefore, its site needs to be highly visible both within the Downtown and prominently placed for ease of access from beyond the Downtown. Because of the high destination appeal of the building, it should also be used to benefit existing and future commercial endeavours within the Downtown.
- **Residential Potential:** The provision of new mixed use residential projects must appeal to a wide range of demand ranging from affordable units to integrated market based residential units to achieve project economic viability. It is noted that a residential component may also be incorporated into the new central library building depending on demand and design.
- **Parking:** Parking needs to be sufficient to accommodate new development within the site as well as replace the current 240 space at grade parking that exists on the site currently. Preliminary geo-technical investigations suggest there is good potential for on site sub-surface parking. Providing optimal underground parking allows the surface area to be used for buildings, not cars. A minimum target of 400 public spaces has been incorporated into the concepts.
- **Wyndham Street/Baker Street Connection:** The establishment of a direct street connection between Wyndham Street and Baker Street is viewed as desirable to improve visibility, traffic and pedestrian movement between these two streets. This

connection and subsequent site design should benefit future redevelopment opportunities for both streets and increase the access and marketability of possible residential units and commercial spaces because of this visible frontage.

- **Open Space Potential:** The establishment of additional public outdoor space within the Downtown provides a setting and link to the library which will assist with the development of cultural and other public events that will serve the Downtown as a meeting place. The design of both the public space and pedestrian access must ensure that it will be a safe and friendly amenity.
- **Potential for New Commercial Uses:** Integrated ground floor commercial uses are an important component of the redevelopment design. Creating the most opportunities for new high profile street fronting commercial space is an objective of this urban design evaluation. It is the intent that the private sector would develop and operate these uses.
- **Stand-alone or Partnership Potentials:** The ability for the concepts to be implemented either as stand-alone projects or in partnership were reviewed. Depending on financial models, each potential has different impacts.
- **Project Phasing:** Concepts were reviewed for the ease of phasing. All schemes shown can be phased into at least 2 major projects. Some schemes have more dependencies than others.
- **Potential Economic Impact from Public Investment:** It is expected that this redevelopment will not only attract private sector investment to the site but also strengthen the overall downtown economy by increasing customer trips into the Downtown. The Downtown Action Plan directed the development of this prime real estate parcel as a strong catalyst to attract both direct and secondary development downtown.
- **Planning Commentary:** The current Official Plan requires a commercial base (ground floor) within this area of the Central Business District concept (OP Schedule 6). While Commercial space is preferable, to provide more flexibility in the ultimate design of the project, a City-initiated amendment to this policy is being considered to provide convertible residential/office/commercial ground floor uses on parts of the Baker Street plan to allow for market conditions and innovative live-work designs to be accommodated.

The Zoning By-law currently caps the height of buildings in the Central Business District at six storeys. A Zoning Amendment has been identified as required to permit some of the building heights required to achieve densities as described. A full review of the implications and justification for the height changes will form part of the Zoning Amendment process. At this stage it is identified that there is a need to use vacant sites such as Baker as effectively as possible to achieve the population targets for the Urban Growth Centre as well as create viable project envelopes for the future development necessary to achieve the densities required.

In addition to the general height limits, the Zoning By-law defines 'Protected View Corridors' to the Church of Our Lady with specific geodetic elevations over the Baker Street site. Through past investigation, Staff have become aware that the geodetic elevations are artificially low, sometimes by several metres. These geodetic elevations will need to be updated through the Zoning Amendment process. The 3 storey library schemes appear to fit into the more-accurate corridor elevations. Where the library is shown as a 4 storey building, there is an impact on the view corridor. It is preferred not to impact the iconic view from Eramosa Road to the Church and therefore the 4 storey schemes receive lower scores.

Heritage: All concepts identify 146 Wyndham Street North as a property to acquire for access to the site. This property is on the Heritage Inventory. In addition, Concepts C and C2 propose the removal of additional buildings. 160-164 Wyndham Street North and 166 Wyndham Street North are also on the Heritage Inventory.

Heritage Guelph has provided support in principle for this direction (See Attachment 3).

In addition, it should be noted that there are a number of significant heritage resources such as the Federal Building and the Wellington Hotel, Knox Church and the former Chalmers Church, all adjacent to the proposed Baker Street development. The development plans need to "have regard for" these resources as detailed plans develop.

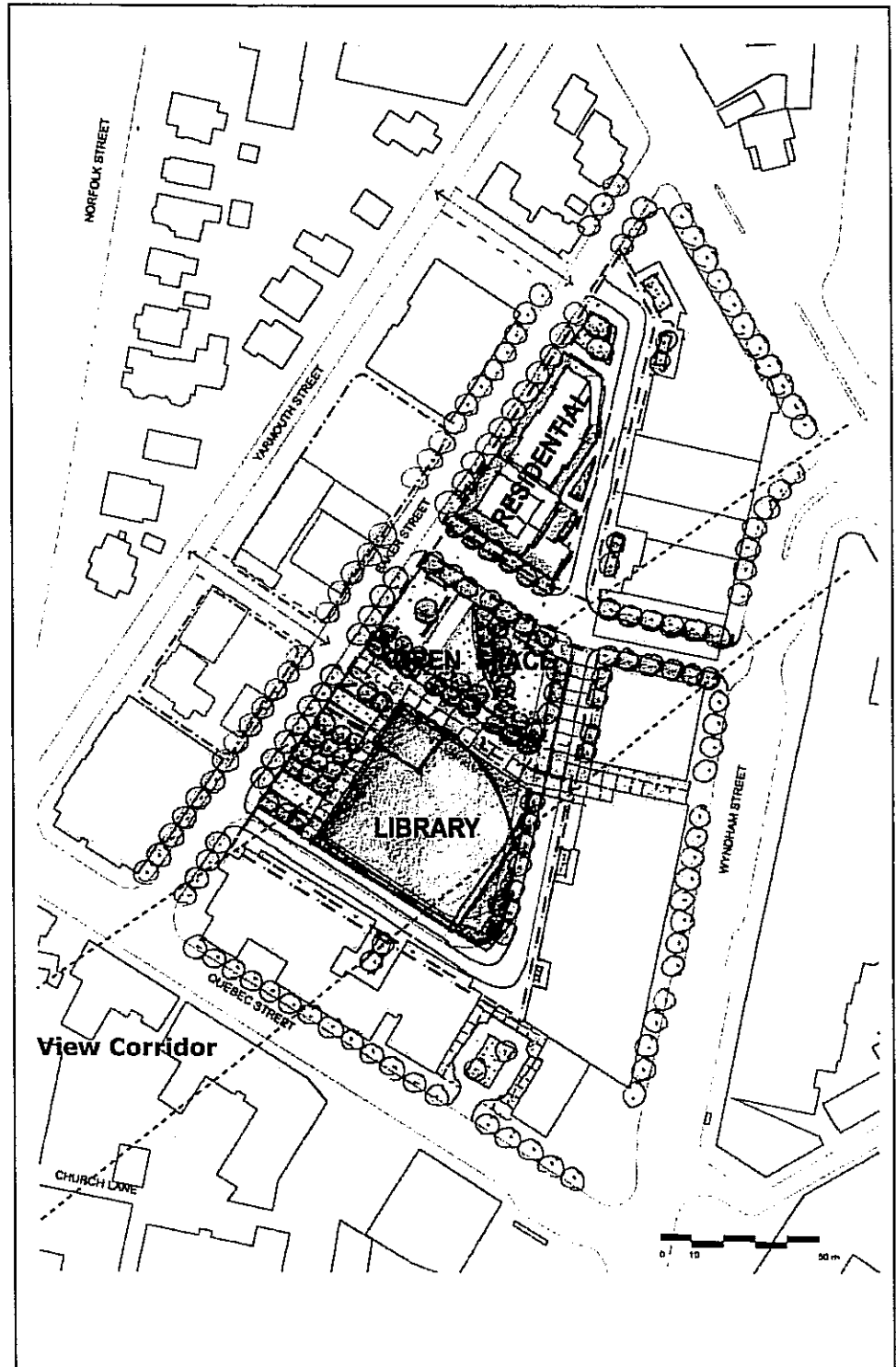
- **Minimizes Resident and Business Displacement:** The size of the redevelopment site depends on the amount of land that is acquired. A consequence of this acquisition is the displacement of existing residential and business units.

DEVELOPMENT CONCEPTS:

The three urban design concepts (A – Library in the Park, B - Library in the Middle and C – Library on Wyndham) prepared by Urban Strategies Incorporated, the urban design team hired by the City, are shown below with a brief description. In addition, Concept C – Library on Wyndham was subsequently refined in "C2" into allow a three storey library, more natural light for the library and park because of the south facing exposure of the development. C2 has been added as a fourth concept which is also evaluated in Table 1. The Concept Evaluation Summary provides commentary for each concept against the evaluation criteria. Attachment 2 provides the detailed scoring for each.

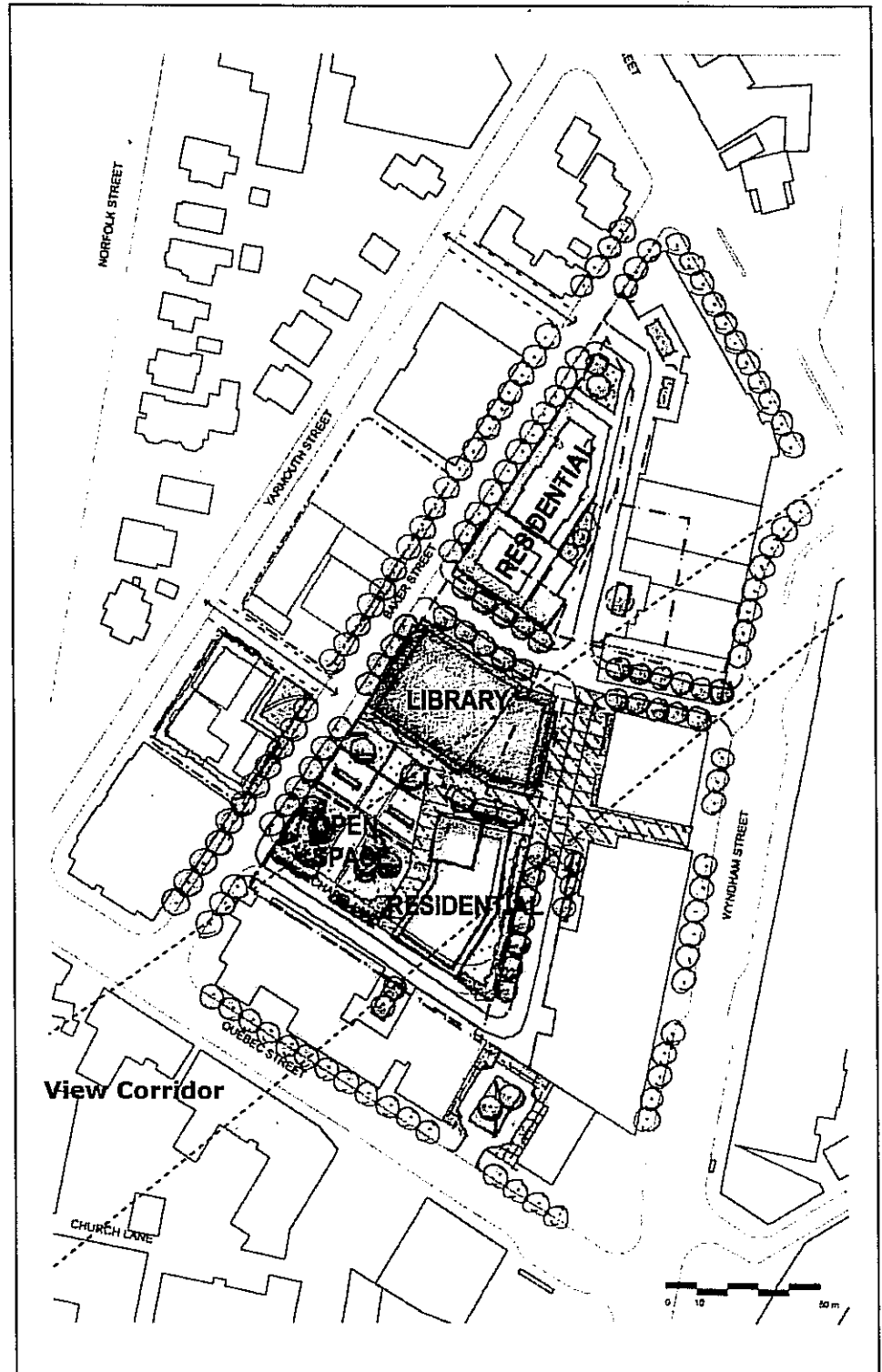
Concept A: Library in the Park:

- Hides library from Wyndham Street
- Potential for 110-130 residential units in a 16 and 4 storey design
- Provides about 320 underground public parking spaces.
- Library would need to accommodate 70 above ground structured parking to meet target of 400 public spaces.
- Provides about 10,000 sq.ft of commercial space
- Open Space is 0.6acs
- Projected City capital cost is \$51.6M



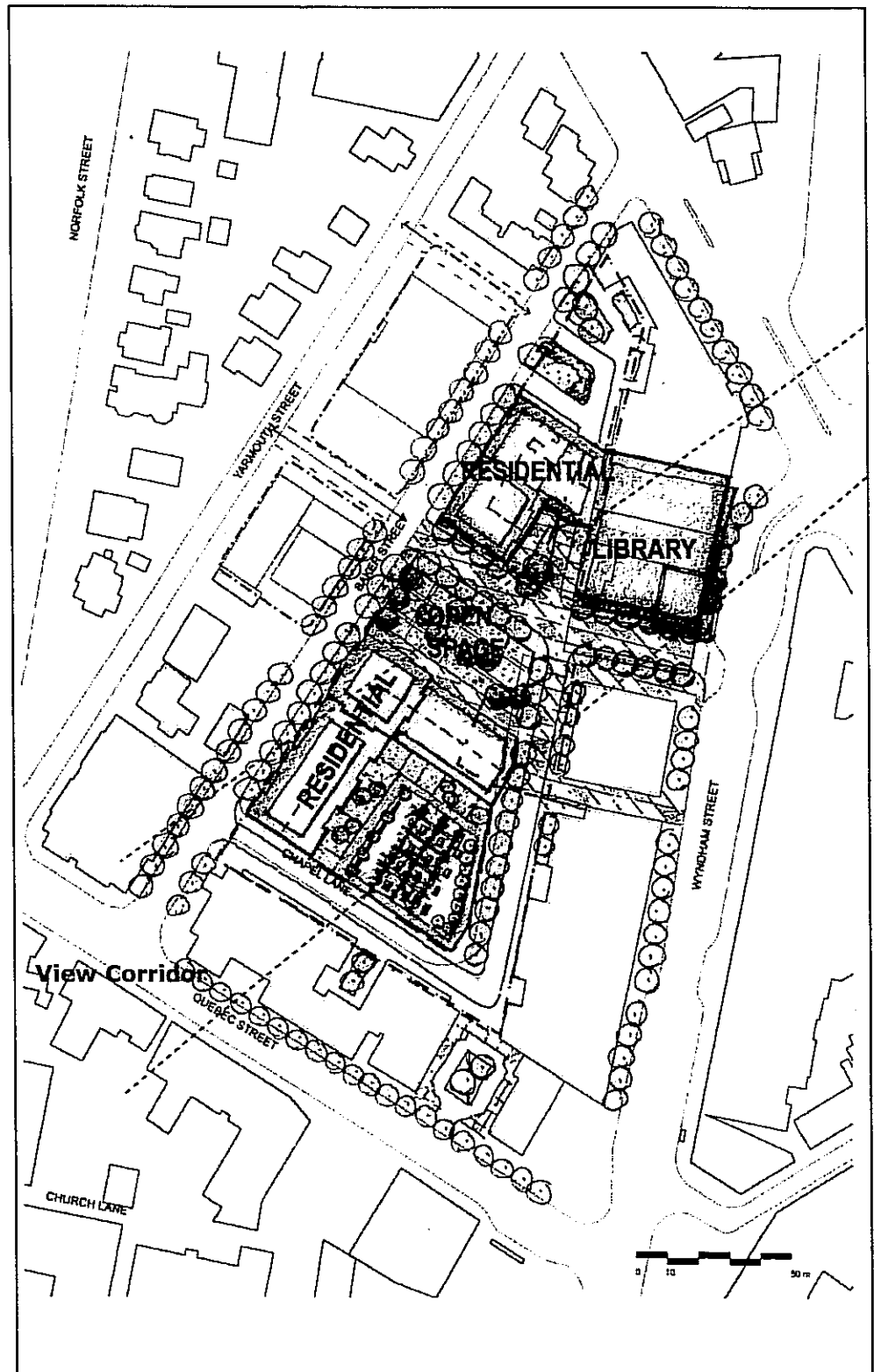
Concept B: Library in the Middle:

- Provides moderate exposure to the library affording some support to Wyndham Street
- Potential for 140-160 residential units in one 15 and two 4 story designs
- Provides about 300 underground public parking spaces.
- Library would need to accommodate 110 above ground structured parking to meet target of 400 public spaces
- Provides about 10,000 sq.ft of commercial space
- Open Space is 0.5acs.
- Projected City Capital Cost is \$51.6M



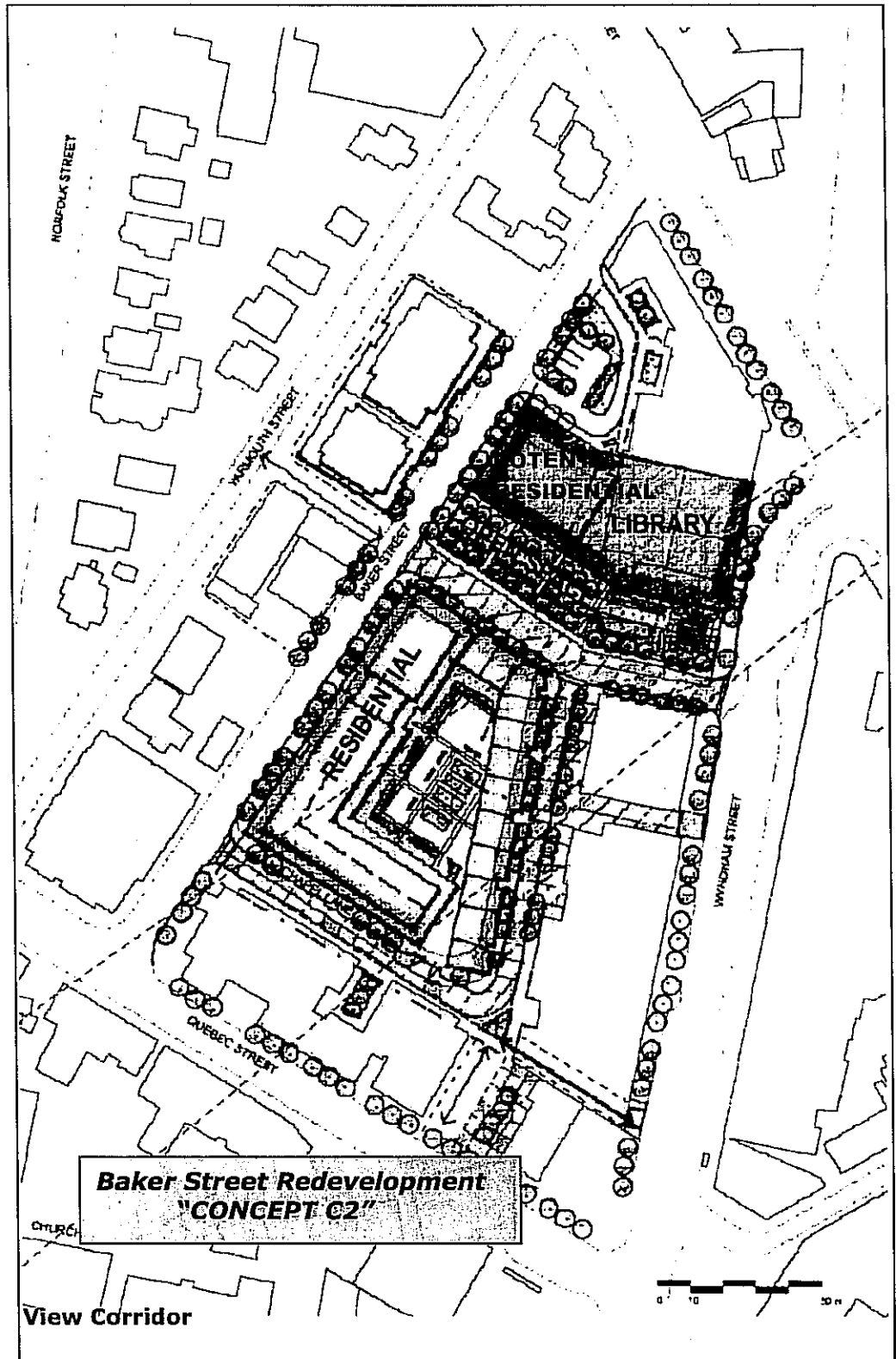
Concept C: Library on Wyndham

- Showcases the library by adding a Wyndham Street north anchor
- Potential for 200-230 residential units in a 15 and 12 storey design
- Provides about 370 underground public parking spaces.
- City would need to accommodate 30 above ground structured parking to meet target of 400 public spaces
- Provides about 20,000 sq.ft of commercial space
- Open Space is 0.4acs.
- Projected City capital cost is \$55.5M



**Concept C2: Library on Wyndham Street
(further refined Concept C)**

- Showcases the library by adding a Wyndham Street north anchor
- Potential for 200-300 residential units in a 15 and 12 storey design plus townhouses
- Provides about 370 underground public parking spaces.
- City would need to accommodate 100 above ground structured parking to meet target of 400 public spaces. It has been assumed that the courtyard shown on the south parcel is actually on top of two levels of additional parking.
- Provides about 20,000 sq.ft. of commercial space
- Open Space potential for 0.3 acs
- Projected capital cost is \$55.5M



Concept Evaluation

The concepts were evaluated against the criteria previously discussed in this report. Table 1 – Concepts Evaluation Summary provides qualitative commentary for each concept against the evaluation criteria. Rankings of Low, Medium and High were assigned to each criterion. In addition, Attachment 2 offers a more quantitative scoring of each concept based on the same planning, design and development criteria in somewhat more detail. The intent of the two tables is to illustrate the positive and negative aspects of each concept and to arrive at an informed conclusion of which is the preferred concept.

Table 1 – Concepts Evaluation Summary

Rating: (L) = Low (M) = Medium (H) = High

Evaluation Criteria	Concept A Library in the Park	Concept B Library in the Middle	Concept C Library on Wyndham	Concept C2 Library from Wyndham to Baker (Refined Concept C)
Library Function <i>(3 floors optimal)</i>	<i>Requires a four floor building (L)</i>	<i>Requires a four floor building (L)</i>	<i>Requires a four floor building (L)</i>	<i>Allows for three floors (H)</i>
Library Design Potential <i>(architectural excellence)</i>	<i>Limited urban contribution, an 'object in the park' building type (M)</i>	<i>Helps frame north and south development parcels (M)</i>	<i>Large building to be sited directly on Wyndham (M)</i>	<i>Good site orientation, linear street exposure set back by public open space (H)</i>
Library Location <i>(site prominence)</i>	<i>Library has no visibility to adjacent major streets (L)</i>	<i>Library limited visibility from the proposed new street (M)</i>	<i>Library on Wyndham Street gives high profile access and visibility on Wyndham Street and view from Erasmus Street (H)</i>	<i>Library on Wyndham Street gives high profile access and visibility on Wyndham and the new Street, view from Erasmus Street (H)</i>
Residential potential	<i>110 to 130 units (L)</i>	<i>140 to 160 units (M)</i>	<i>200 to 250 units (M)</i>	<i>200 to 300 units (allowing the potential for units over library) (H)</i>
Parking	<i>Smaller site does not provide enough underground spaces Some above grade structured parking required. (L)</i>	<i>Smaller site does not provide enough underground spaces More above grade structured parking required. (L)</i>	<i>Larger site means more underground spaces developed Closest to meeting target (M)</i>	<i>Larger site means more underground spaces developed. Above grade structured parking required if full residential pursued. (L)</i>
Wyndham/Baker Connection <i>(strengthening urban fabric)</i>	<i>Limited role in tying streets together (L)</i>	<i>Provides improved purpose to new street (M)</i>	<i>Strong pedestrian anchor for north Wyndham Street (M)</i>	<i>Strong pedestrian anchor for north Wyndham Street and leads traffic internally to Baker Street (H)</i>
Outdoor space potential	<i>Large internal space with good frontage and connection to Library (H)</i>	<i>Less frontage but with multiple uses (M)</i>	<i>Central location, good frontage on new Street, disconnected from Library. (M)</i>	<i>South exposure, fronts directly onto Wyndham and new Street, direct connection to Library (H)</i>

New commercial potential	~10,000sqft Allows smaller amount of space and frontage on Baker and the new Street (L)	~10,000sqft Allows smaller amount of space and frontage on Baker and the new Street (L)	~20,000sqft Allows for profile corner frontage on the corner of Baker and the new Street (H)	~20,000sqft Allows for profile corner frontage on the corner of Baker and the new Street (H)
Potential for stand-alone public project	Yes (H)	Limited (L)	No (L)	No (unless residential removed from Library component)(L)
Potential for partnerships	Limited (L)	Limited (L)	Yes (H)	Yes (limited if residential removed from library) (H)
Potential Economic Impact from Public Investment	Library attraction potential not leveraged effectively to help businesses (L)	Library attraction potential not leveraged effectively to help businesses (L)	Library on Wyndham provides visible north end anchor. Larger site allows more private development (M)	Library and public space on Wyndham provides visible north end anchor and extension of high street. Larger site allows most private development (H)
Planning Commentary	Ground contact Live/work or residential use will require OPA. 4 storey Library height appears to impact the Protected View Corridor. Building heights above 6 storeys will require Zoning Amendment (L)	Ground contact Live/work or residential use will require OPA. 4 storey Library height appears to impact the Protected View Corridor. Building heights above 6 storeys will require Zoning Amendment (L)	Ground contact Live/work or residential use will require OPA. 4 storey Library height appears to impact the Protected View Corridor. Building heights above 6 storeys will require Zoning Amendment. Residential tower location requires narrowing of view corridor (L)	Ground contact Live/work or residential use will require OPA. View Corridor is maintained. Building heights above 6 storeys will require Zoning Amendment (H)
Land Acquisition Requirements	Laneway and one property (M)	Laneway and one property (M)	Four properties and some laneway required (L)	Four properties and some laneway required (L)
Facilitates Phasing	High (H)	Medium (M)	Medium (M)	Medium (M) (high if stand-alone)
Minimizes Resident and Business Displacement	Some displacement (H)	Some displacement (H)	More displacement (L)	More displacement (L)

Comparison Criteria:

Based on an evaluation against the criteria it becomes clear that "Concept C2" is the superior proposal and should be used as the basis to move the project forward to the next steps. "Concept C2" is recommended for the following reasons:

- It allows for a 90,000 sq.ft. library building on three floors
- It gives the library a large south facing exposure for natural light and passive solar gain
- It gives the library a prominent location and allows for an iconic building design as a prominent City building
- It allows for full depth underground public parking on two levels which will provide direct access to library and other adjacent uses
- It encourages a left turn traffic pattern from Wyndham northbound to strengthen the new cross street and Baker Street fronting businesses
- It adds a sunlit wide urban outdoor space to the city centre
- It allows capacity to provide for the most number of residential units on both sides of the new Street connecting Wyndham Street to Baker Street.
- In the event that the northern portion of the site is developed first, the concept could keep a portion of the existing Baker Street lot open for public parking, and will support downtown businesses during the construction of Phase 1. (north end)
- It supports the Wyndham Street businesses by providing a north anchor in the downtown and creates prominent space for new commercial uses
- The scope of the project best supports the Community Energy Plan (CEP) and sustainability objectives by creating the most residences, and a library suited for solar gain.
- C2 allows for the potential to accommodate residential units over the Library. Should that be viable, or required, in the financial analysis, the parking allocation shifts so that there is a larger public component required in the second phase.

Residential Market Analysis:

N. Barry Lyons Associates Inc., a residential and commercial market research company, was retained to assess the market feasibility for the residential component. They have specific market research experience with downtown revitalization analysis and market strategies for mixed-use residential-commercial areas.

Lyons believes that the Baker Street proposal is a very good opportunity for new condominium development on a rare and attractive site in a historic downtown setting. Lyons sees the strongest factor as the absence of supply of this type of housing in recent years. Similar developments in Waterloo, Kitchener, Cambridge and Hamilton have had strong market success. Guelph is one of a few municipalities with a potential supply of new residential downtown units that could attract a broad range of buyers.

The market assessment prepared by this consultant indicates that there is potential to attract a mixed buyer profile. It is anticipated that 70% of the units should be one bedroom plus den or two bedroom suites in the range of 675-1000 square feet.

It is the consultant's assessment that the current market conditions will improve and retain momentum in three to four years. This timeframe coincides well with the completion of a potential Phase 1 which would then serve to enhance to marketability of Phase 2 to developers. Staff have also heard that there is desire to see family sized units provided. A viable combination of units would serve the Downtown in an optimum manner.

Property Acquisition:

While all options require some assembly of property it should be noted that "Concepts C and D" require the largest assembly of private property. This includes part of 138 Wyndham Street and all of 146-150 Wyndham Street; 152-156 Wyndham Street; 164 Wyndham Street; and 166 Wyndham Street.

Site Sustainability and CEP Criteria: This proposal offers a pilot project for a sustainable site showcase. Its location allows residents to access everyday amenities as well as major cultural facilities without need of a vehicle. It is also situated well for both inner and inter city public transport. The Community Energy Plan objectives will be implemented by energy efficient building design and construction methods as well as the potential to accommodate on-site alternative energy production facilities. These aspects should be factored into the development of the Request for Proposal documents.

NEXT STEPS:

Should "Concept C2" be adopted by Council, a number of actions will occur:

- 1) Staff will investigate the development of a mitigation plan to address the displacement of current tenants of assembled properties.
- 2) Staff will begin the land use and zoning evaluation process for "Concept C2" within the context of the Urban Growth Centre Secondary Plan Study. This will lead to a future recommendation to Council on proceeding with a City-initiated OPA/ZC application.
- 3) Staff will begin to formulate a joint working agreement with the Guelph Library Board for the procurement, design process and ownership of the new central library.
- 4) Staff will further investigate the urban design and financial feasibility of integrating a residential component into the library.
- 5) In addition to the evaluation criteria contained in this report, a set of guiding principles will be created to ensure that the ultimate build out of the site will be sustainable from an environmental, social, economical and cultural perspective. The site development must implement Community Energy Plan objectives.

FINANCIAL IMPLICATIONS

"Concept C2" Projected City Development Costs

The following Class C Construction Cost Estimates have been prepared by the Walter Fedy Group (Library and Parking components), XCG Limited (environmental work) and City Engineering (Off-site Engineering/Service requirements). This class of cost estimate is based on the unit cost of similar construction. These estimates are prepared without a fully defined scope of work or specifications.

Phase 1 – City Costs

	Standalone Library	Mixed-use Library
• Property acquisition and building demolition:	\$09.0M	\$09.0M
• Site preparation:		
◦ Environmental/Archaeological work:	\$00.5M	\$00.5M
◦ Infrastructure Improvements:	\$02.5M	\$02.5M
• Library Construction (includes furniture/fittings)	\$27.7M	\$27.7M
• Public Parking @ \$37,500 each @ about 260 spaces:	\$09.8M	--
• Public Parking @ \$37,500 each @ about 190 spaces:		\$07.2M
• Urban outdoor space:	\$00.6M	\$00.6M
• Public Art	\$00.1M	\$00.1M
Total this Phase:	\$50.2M	\$47.6M

Phase 2 – City Costs

• Public Parking (balance of 400 target)		
◦ Public @ \$37,500 each @ 140 spaces:	\$05.3M	
◦ Public @ \$37,500 each @ 210 spaces:		\$07.9M
Total this Phase:	\$05.3M	\$07.9M

TOTAL: **\$55.5M** **\$55.5M**

The current 2010 to 2018 Capital Forecast included a total of \$56M for the Baker Street redevelopment with \$29.75M to be funded from Development Charges and \$26.262M as a net City cost.

Currently the City's Finance Department is developing a long term funding program for the City's capital projects to determine the best manner to structure the funding of these projects. This will be presented at a future meeting. At that time, the next steps for implementation of this redevelopment will be tabled.

STAKEHOLDER CONSULTATION

Guelph Library Board
 Downtown Coordinating Committee
 Heritage Guelph
 Downtown Guelph Business Association

Community Health Centre Board (adjacent property)
Wellington Guelph Housing Committee
Culture Advisory Committee
Heritage Guelph

DEPARTMENTAL CONSULTATION

Corporate Services
Community Design and Development Services
Financial Services

ATTACHMENTS

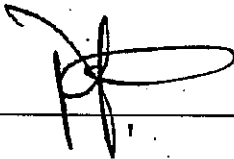
Attachment 1 – Library Board Letter, January 30, 2009
Attachment 2 -- Baker Street Detailed Site Evaluation Matrix
Attachment 3 – Proposed property acquisition for "Concept C2"
Attachment 4 – Heritage Guelph Motion, February 12, 2009



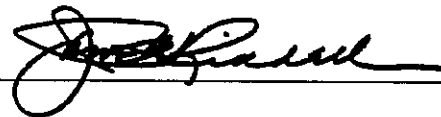
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January 30, 2009

Mr. David Corks:
Downtown Economic Development Manager
City of Guelph
59 Carden Street
Guelph, Ontario

COMMUNITY DESIGN AND DEVELOPMENT SERVICES			
Development Manager V E D			
Division	Action	Info	Seen
Director			
FEB 0 6 2009			
Development			
Policy			
Building			
Engineering			

Community Design
and Development Services

FEB 0 6 2009

Dear Mr. Corks,

At the meeting of the Guelph Public Library Board held Tuesday, January 20th, the board discussed your presentation of the options for the development of the Baker Street Parking Lot and more particularly the proposed site of the library. After discussion the following motion was moved and passed:

PRESENTATION BY MR. DAVID CORKS – PROPOSED NEW CENTRAL LIBRARY – BAKER STREET LOT

After the Board discussed this proposal, Mr. Gruber moved the Library Board endorse and support the proposed central Library plan that fronts onto Wyndham St. and backs onto Baker St. and that the proposed central Library house no less than 90,000 square feet. As well, a letter outlining the Board's support will be forwarded to Staff and Council before the Council meeting on February 17, 2009. The motion was seconded by Mr. Macrae and carried unanimously.

Sincerely yours,

Randall Wilson
Chair
Guelph Public Library Board

cc:
Mayor Farbridge, Members of Council, Mr. Hans Loewig, Mr. Peter Cartwright, Mr. Ian Pannabaker, Mr. Jim Riddels

ATTACHMENT 2 --- Baker Street Detailed Site Evaluation

February 17, 2009

Statistics:	Concept:	A	B	C	C2	Comments
Library GFA (sq. ft.)		90,000	90,000	90,000	90,000	
Residential units		110-130	140-160	200-230	200-300	
Commercial GFA (sq. ft.)		10,000 sqft	10,000 sqft	20,000 sqft	20,000 sqft	
Height to achieve unit counts (north/south)(storeys)		4/16	4/16	12/15	12/15	
Public parking spaces (minimum target: 400)		400	400	400	400	Existing supply + Library + future needs
Residential parking spaces (@1 space per unit)		130	160	230	300	A minimum number based on the Zoning By-law
Levels of underground parking assumed:		2	2	2	2	
Underground parking capacity:		460	460	600	600	
Above ground structured spaces needed to meet target:		70	110	30	100	All schemes would need to provide some above ground structured parking to meet target

Evaluation:

1. Library on 3 floors	0	0	0	3	C2 is only scheme that permits 3 floors
2. Potential for excellence in Library design	2	2	2	3	C2 is the most prominent and visible
3. Provides prominent location for library	1	1	2	3	C2 has the potential to add the most residential units
4. Adds a significant residential population	1	1	2	3	All schemes create need for above ground structures if targets are to be met
5. Meets parking targets below grade	1	1	2	1	C2 aligns new public space and street over top of public parking
6. Provides easy access to public parking	2	2	2	3	C2 green space tightly supports Library and Wyncham function
7. Contributes usable green space	2	2	2	3	Links new road with new public space
8. Creates new pedestrian connections	2	2	2	3	All schemes identify the need for a new road
9. Creates new vehicular connections	3	3	3	3	C is too overbearing, C2 is appropriate scale
10. Enhances Wyncham as "high street"	1	1	2	3	C2 gets the most effect out of the new road
11. Creates additional property frontage	1	2	2	3	(C2 would score higher if Library was stand-alone)
12. Facilitates phasing	3	2	2	2	All schemes require laneway acquisition
13. Minimizes requirement for ROW acquisition	1	1	1	1	All schemes require land acquisition
14. Minimizes requirement for land acquisition	2	2	1	1	4 Storey Libraries in A, B and C all affect the view corridor
15. Maintains existing view corridor to Our Lady	1	1	1	3	C would require narrowing the Eramosa view corridor
16. Maintains view corridor width	3	3	0	3	All schemes do this
17. Maintains laneway access to existing buildings	3	3	3	3	C and C2 remove additional listed buildings
18. Heritage impacts	2	2	1	1	C and C2 remove two mixed-use buildings on Wyncham
19. Minimizes displacement of existing residents	3	3	0	0	C and C2 North phase would permit south lot to stay as-is
20. Minimizes disruptions to existing businesses	2	2	3	3	(C2 has the potential for '3' if Library was stand-alone)
21. Potential for stand-alone Library commission	3	1	1	1	
22. Potential for partnership in Library commission	1	2	3	3	
TOTALS	40	39	37	52	

0 - does not satisfy criteria at all

1 - partially satisfies the criteria

2 - mostly satisfies the criteria

3 - completely satisfies the criteria

Attachment 3 – Proposed property acquisition for "Concept C2"



ATTACHMENT 4 – HERITAGE GUELPH MOTION, February 12, 2009

"At its meeting on February 9, 2009, Heritage Guelph discussed the Baker St. Library concepts with the Downtown Economic Development Manager. All of the concepts discussed involve the removal of 146-150 Wyndham St. N., a property on the City's Heritage Inventory. Concepts C and C2 involve the removal to two additional properties listed on the Heritage Inventory, i.e. 160-164 Wyndham St. N. and 166 Wyndham St. N. Heritage Guelph supports in principal the direction of the Baker St. Library concepts, but requires that further research and documentation be undertaken for those resources impacted by the proposed redevelopment."