

Downtown Guelph

Secondary Plan Study and Proposed Secondary Plan

URBAN
STRATEGIES
INC .



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Introduction

Purpose of this document

This document was prepared under the provisions of the Ontario Planning Act and constitutes a part of the Official Plan that guides and regulates development in the Downtown Guelph Urban Growth Centre. Its purpose is to establish the context, planning framework and policies that will guide development and improvements in Downtown Guelph until 2031. It will be used by the City of Guelph as the basis for planning and implementing infrastructure, community facilities and services, and other public projects in the Downtown, including the upgrading of existing facilities and services, in coordination with private development. This plan will also be the primary tool used in the review of development proposals and applications in Downtown. It is the City's intent that all public and private development in Downtown will comply with this plan.

Document Structure

This document comprises three parts:

- Part A sets the planning context for the Secondary Plan. It describes the process that led to the plan and provides an overview of existing policy documents and physical conditions to which the Secondary Plan responds.
- Part B describes and illustrates the long-term vision for Downtown Guelph that provides the basis for the Secondary Plan. The illustrations of the vision show the potential for positive change in Downtown and what new places might look and feel like; however, they are not intended to be prescriptive.
- Part C constitutes the actual Secondary Plan. It begins with the overarching objective and general principles that underpin the plan. The bulk of Part C describes the intended structural framework for Downtown Guelph, in terms of public transit, streets, open spaces and land use, and contains policies regarding all aspects of development. Part C concludes with a description of the actions and tools required to implement the plan.

The Schedules appended to this document form part of the Secondary Plan. All other images in this document, including diagrams and photographs, are for purposes of illustration and are not intended to be prescriptive.

Part A

The Planning Context

1.0 > SECONDARY PLAN STUDY

The Downtown Guelph Secondary Plan is the outcome of a study initiated in 2008. It has long been the City's objective to attract more development and more people Downtown, to keep it vital and create an environment that enhances Guelph as a place to live, work and visit. However, the Official Plan for Downtown had not been thoroughly reviewed and updated since the 1970s. In September 2007, in response to new Provincial policies applicable to Downtown, a visioning charrette was held to identify new broad directions for redeveloping areas of Downtown and improving its public realm.

The Secondary Plan study began the following year with extensive consultations with Downtown business owners, community leaders, residents and various other stakeholders to understand Downtown and identify issues and opportunities. All relevant policy and other background documents were reviewed. Existing conditions were analyzed, and the capacity of Downtown for new housing and employment was assessed. During the study, current projects, including City Hall Square, the new Transit Terminal and redevelopment of the Baker Street parking lot, were examined in detail to help advance them and guide detailed planning. Early in 2010, the results of the study team's analysis and a proposed vision for Downtown were presented to stakeholders and the public for comment and discussion. Feedback on the vision provided the basis for policy directions presented later in 2010, which in turn led to a draft of the Secondary Plan.



Figure 1: Model created during 2007 Visioning Charrette

2.0 >

POLICY CONTEXT

2.1 Provincial Policy Statement

The Provincial Policy Statement (PPS), enacted in March 2005, provides policy direction on matters of provincial interest related to land use planning and development. The Planning Act requires that Official Plans be consistent with the PPS. The PPS supports efficient use of land, resources and infrastructure. It encourages development patterns that support strong, livable and healthy communities through intensification as a means to accommodate growth and increase urban vitality. It promotes land use patterns, densities and mixes of uses that minimize vehicular trips and supports the development of plans and viable choices for public transit and other alternative transportation modes, including commuter rail and bus. It promotes healthy, active communities by planning public streets, spaces and facilities to meet the needs of pedestrians, and facilitate pedestrian and non-motorized movement, including but not limited to, walking and cycling.

Under the PPS, planning authorities are required to identify and promote opportunities for intensification and redevelopment where this can be accommodated. It also requires the establishment of minimum targets for intensification and redevelopment within built-up areas. It encourages new development in designated growth areas to have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities. It also supports the conservation of significant built heritage resources.

2.2 Growth Plan for the Greater Golden Horseshoe (Places to Grow)

Places to Grow, enacted on June 15, 2006, is a Provincial plan that directs how long-term growth and development should be managed in the Greater Golden Horseshoe. The Plan creates policies that address transportation, infrastructure, land use planning, urban form, housing and natural heritage protection on a regional scale. One of its main objectives is to protect agricultural lands and natural areas and reduce sprawl through the intensification of the existing built-up area. Under the Growth Plan, by 2015 at least 40% of annual residential development must occur within the city's built-up area.

The Growth Plan encourages cities to develop as complete communities. These are communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space, and easy access to local stores and services.

Places to Grow identifies Downtown Guelph as one of 25 Urban Growth Centres (UGCs). UGCs are to be planned:

- As focal areas for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses;

- To accommodate and support major transit infrastructure
- To serve as high density major employment centres;
- To accommodate a significant share of population and employment growth.

Under the Growth Plan, the Downtown Guelph UGC must be planned to achieve, by 2031 or earlier, a minimum gross density target of 150 residents and jobs per hectare.

2.3 City of Guelph Local Growth Management Strategy

In response to the Province's Growth Plan, the City prepared a Local Growth Management Strategy (LGMS), completed in April 2009. The LGMS establishes a population target for the city of approximately 175,000 people and an employment target of at least 92,000 jobs by 2031. This growth is to be contained within the existing corporate boundaries of the city to avoid outward expansion. The Strategy identifies intensification opportunities in built-up areas of the city, including Downtown, other nodes and corridors. The LGMS identifies the opportunity for 2,000 -3,000 additional residential units Downtown and states that the Secondary Plan study will establish population and employment targets that support the Growth Plan target of 150 people and jobs per hectare.

2.4 Urban Design Action Plan

The Urban Design Action Plan (UDAP) was completed in the spring of 2009. The Plan highlights the importance of urban design in all matters related to the planning and development of the city and sets out a course of action aimed at achieving good urban design on a broad and consistent basis. It also establishes general urban design objectives for strategic areas of the city expected to undergo the most change in the coming decades. It provides a framework for where and how Guelph should physically evolve, recommends policies to guide growth and change, and identifies actions toward a strong culture of urban design throughout the city. The UDAP focuses on the Downtown, four community nodes, intensification corridors, new communities, employment areas, the University of Guelph campus, neighbourhood infill and natural heritage. Priority actions for Downtown include:

- preparation of a Downtown Secondary Plan;
- execution of an implementation strategy for redevelopment of the Baker Street Site;
- completion of Phase 2 of the Downtown Community Improvement Plan;
- building a new Downtown main library;
- preparation of master plans for key brownfield sites and other large redevelopment sites at the edge of Downtown, and;
- implementation of a Heritage Conservation Study in the core of Downtown.

2.5 OPA 39

In June 2009, City Council adopted Official Plan Amendment No. 39, which brings the City's Official Plan into conformity with the Province's Places to Grow Act. OPA 39 updates the overall population and employment targets for the city to 2031, establishes a 'settlement area' boundary within which development is to occur, defines a 'built boundary' and updates other elements of the Official Plan. Within the built boundary are areas where intensification is to be focused, including 'Intensification Corridors', 'Community Mixed Use Nodes' and the Downtown Urban Growth Centre. OPA 39 generally defines the limits of the Downtown Urban Growth Centre, including a portion of the St. Patrick's Ward Community, and confirms the density target of 150 people and jobs per hectare. It states that the specific boundaries and detailed policies for the UGC will be developed through a Downtown Secondary Plan.

2.6 Draft Official Plan

In April 2010, the City released a Draft Official Plan (OP) for the city. One of the strategic goals of the Draft OP is to strengthen the role of Downtown as a major area for investment, employment and residential uses such that it functions as a vibrant focus of the City.

The Draft OP promotes Downtown as a beautiful, vibrant multiple-functional urban centre for Guelph that is a focal area for investment, employment and housing. Downtown is intended 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 Draft OP calls for the preparation of a Secondary Plan for Downtown to precisely define its boundaries and establish new land use policies informed by those of the Provincial Growth Plan.

A major transit station is identified in the Downtown, to support both inter-city transit service as well as local transit service and function as the central hub providing connections within and outside the City. It will be well connected to all available modes of transportation (i.e., regional and local rail, transit, bicycle routes) as well as parking and commuter pickup/drop off areas.

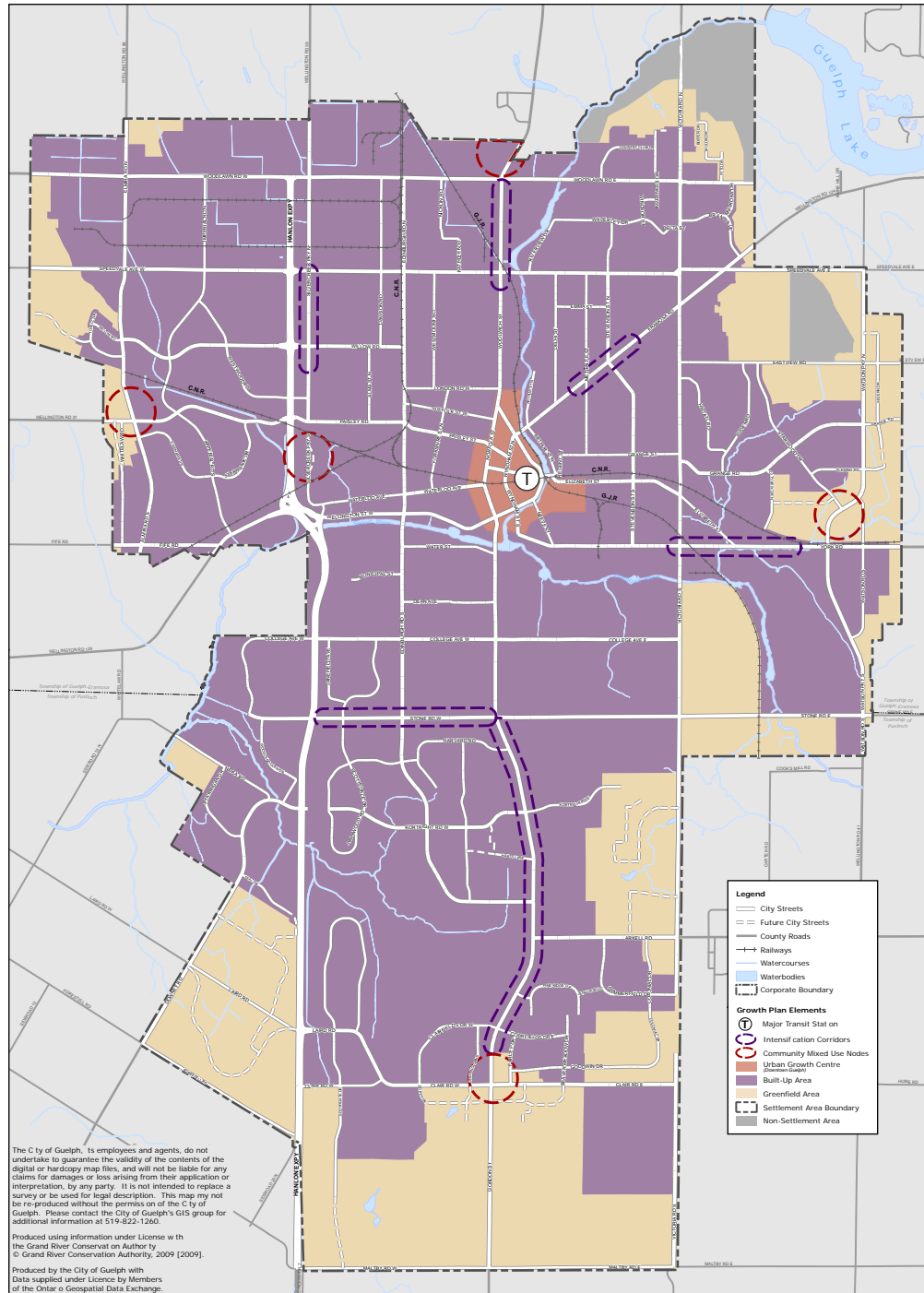


Figure 2: Growth Plan Elements from OPA 39

2.7 City of Guelph Zoning By-law

The zoning for Downtown has not been comprehensively updated since the 1970s. It zones most of the core of Downtown as Central Business District (CBD), which permits a wide range of commercial, institutional and residential uses in a compact, 'urban' form, i.e., in buildings that come out to the edge of the public right-of-way and occupy up to 100% of their site. The general height limit in CBD zones is 6 storeys. Buildings along most of the streets north of the railway line, east of Norfolk Street and Yarmouth Street, and west of the river must be a minimum of 3 storeys, and portions of buildings above the 5th storey must be setback a minimum of 15 metres from the front property line (2-3 storeys is the limit along Douglas Street). The façade of buildings on Wyndham Street, north of the railway, and Douglas Street are required to be constructed of coursed masonry or a material other than plain concrete that replicates coursed masonry. There is no off-street parking required in CBD zones for non-residential uses or for residential units in buildings built prior to June 1971.

Properties along Norfolk Street, north of Quebec Street, are zoned Office-Residential (OR), with setback and built form provisions that are consistent with the area's historic character.

In the south end of Downtown, properties along Wellington Street, west of Wyndham Street, and along portions of Gordon Street are zoned Service Commercial (SC) or Community Shopping Centre (CC). The zoning provisions for these properties regarding lot area, setbacks, building heights and parking are consistent with the current car-oriented uses on the lands and in stark contrast to the 'urban' zoning that applies to Downtown areas to the north.

Implementation of the new Secondary Plan for Downtown will require reconsideration and revisions to the zoning applicable to all areas of Downtown.

2.8 City of Guelph Community Energy Initiative

In 2007, the City adopted a Community Energy Initiative (formerly Community Energy Plan) with a vision to create a healthy, reliable and sustainable energy future by continually increasing the effectiveness of how we use and manage our energy and water resources. The CEI is intended to increase community energy efficiency in urban form and standards with the goals of reducing energy use, cutting greenhouse gas emissions, and avoiding the need for investment in new electrical infrastructure to serve the growth of the city. There are three main components of the CEI: local energy generation, energy conservation, and energy distribution (e.g., district energy networks).

Goals of the CEI include:

- An annual improvement in energy efficiency of about 1% per year starting in 2012;
- Reducing transportation energy use by 25%, in part through mass transit initiatives and community design that reduces vehicle journeys;
- Relying on combined heat and power (cogeneration) for at least 30% of the city's anticipated electricity requirements by 2031.

The CEI identifies a number of potential projects of significant size ("Scale Projects") within which community energy initiatives could be implemented. Areas for such projects include areas in the south of the city planned for employment or mixed use developments, the University of Guelph campus and Downtown. The CEI also proposed the development of an integrated energy and water master plan for St. Patrick's Ward, to be implemented in a time frame consistent with the planned infrastructure renewals and revitalization of the community. Given Downtown revitalization will take place over many years, the CEI recommends establishing an integrated energy framework to guide this aspect of the revitalization efforts.

3.0 > OTHER RELEVANT STUDIES AND PLANS

3.1 Galt Plan

John Galt's original plan for the city, prepared in 1827, was a visionary plan for its time. It was based on a series of streets radiating from a focal point at the Speed River and resembles a European city centre, incorporating squares, broad main streets and narrow side streets, which resulted in a variety of block sizes and shapes. Although the CN railway compromised Galt's notion of a central "market ground", and not all elements of his plan were built, it plays a fundamental role in defining the unique character of Downtown.

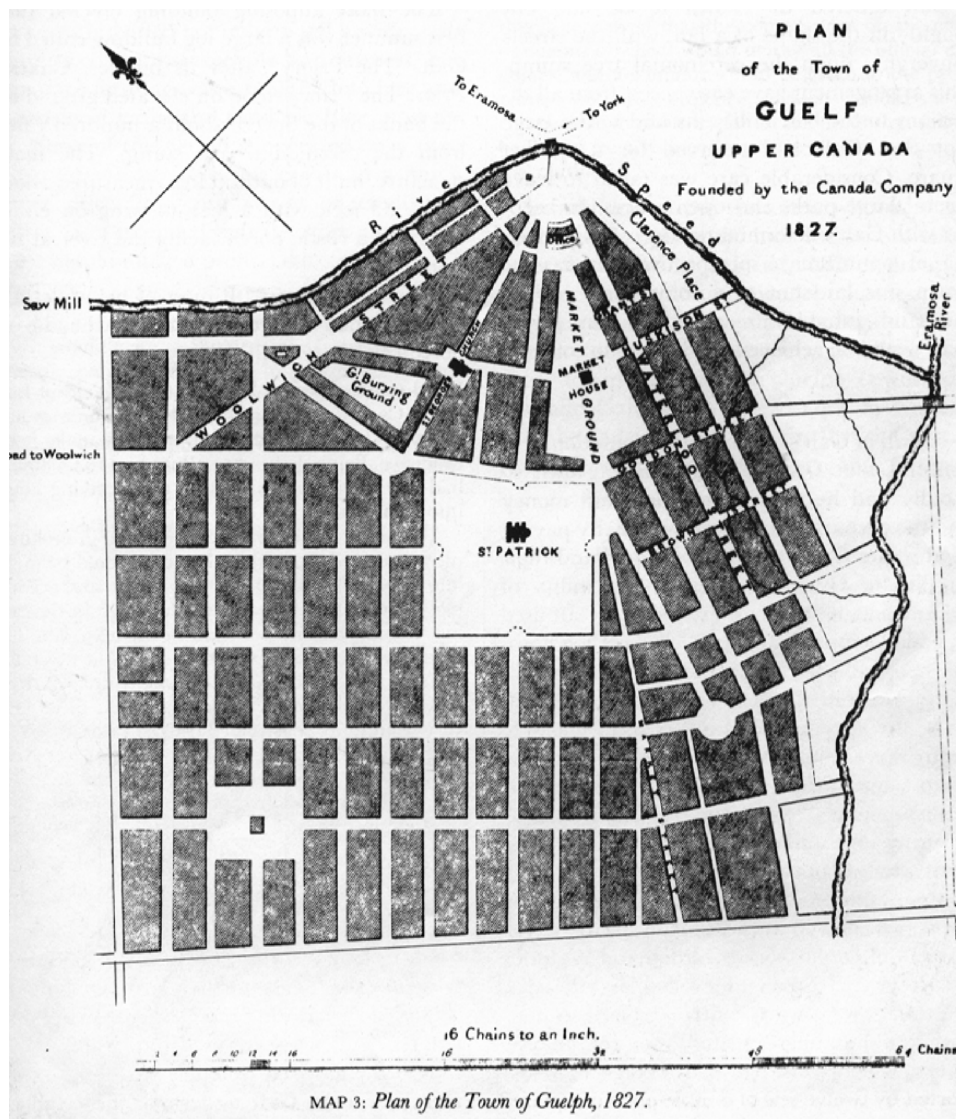


Figure 3: Galt Plan

3.2 River System Management Plan

The City of Guelph initiated the River Systems Management Study for the Speed River and the Eramosa River in January 1992 to analyze the relationship between the rivers and adjoining land uses and to devise a Management Plan to guide development of these uses. Concern for the deteriorating health of the rivers refocused community attention back towards them and their forgotten amenities. The underlying premise of the study is that the rivers are undeniably public and that physical and visual access to them should be maximized. The intent of the study was to create a comprehensive vision that captures the extraordinary potential of the river corridors—a vision in which land uses and buildings feature the rivers and in which their ecological diversity is restored. Objectives of the River System Management Plan include:

- Maintain or enhance the base flow in the rivers
- Provide continuous public access along the rivers
- Protect and enhance views to the rivers
- Improve public open space in the corridors of the rivers
- Provide a series of destinations along the corridors
- Have redevelopment in the corridors face, focus and feature the riverland setting
- Maintain heritage features

The Plan recognizes opportunities along the river corridors for uses that enliven the river edges with activity, for example, restaurants and shops in the Downtown. It also recommends that future development be set back a minimum of 30 metres from the edge of the river.

3.3 St. Patrick's Ward Community Improvement Plan

The St. Patrick's Ward Community Improvement Plan, completed in 2003, was intended to be a strategic plan to guide reinvestment in infrastructure over a ten-year period, for consideration in the City's Capital Budget process. The CIP area is bounded by the Eramosa River to the south, the Speed River to the west, the CNR rail line to the north, and Victoria Road to the east. The Plan recognized that land use change and reinvestment would likely occur in an incremental manner over a long period of time while respecting the unique cultural, economic and physical context of the St. Patrick's Ward neighbourhood. Proposed improvements included improved access to parkland along the Speed and Eramosa Rivers, pedestrian connections with the downtown core, streetscape improvements (such as York Road, Alice Street, Elizabeth Street, Wyndham to York Trail linkage, Arthur Street, Victoria Street, Duke Street), and re-establishment of municipal boulevards.

Two of the goals of the CIP are to: encourage investment on industrial, commercial and residential lands; and to improve land use compatibility between residential, industrial and railway uses.

In reference to the Industrial District north of York Road, the plan recognizes the need for greater flexibility in the range of permitted uses to assist in the desired transition from heavy industry to other, more compatible uses. Additionally, the industrial character of two listed heritage buildings on the Woods site and the former Uniroyal site should be respected and celebrated if these lands are developed for new uses. Any development is to incorporate the significant heritage attributes of the structures and support incremental, long-term change that would facilitate adaptive re-use of existing residential, industrial and commercial buildings.

3.4 Downtown Investment Action Plan

In 2007, the City adopted a Downtown Investment Action Plan for the period 2007-2011. The Action Plan established priorities for downtown investment, including: the establishment of a downtown management structure; coordination of capital and maintenance programs to maximize private investment; creation of investment incentive programs; implementation of investment pilot projects; and implementation of marketing and promotion programs. With its timeframe almost complete, the Secondary Plan will build on its recommendations and through its implementation strategy prioritize Downtown investment in the coming years.

3.5 Draft Recreation, Parks & Culture Strategic Master Plan

The Recreation, Parks and Culture Strategic Master Plan was drafted in July 2009. It is a tool to assist decision-makers, stakeholders and the general public in understanding the identified needs and priorities related to recreation, parks and cultural services, programs, and facilities within the City of Guelph. The Plan includes specific references to the Downtown, recognizing the vitality and the opportunities inherent in ensuring that a strong cultural community remains anchored in the core. It sees culture as a key component of downtown revitalization—a thriving arts, cultural and heritage component, along with a municipal commitment to ensure these elements are protected and enhanced, are critical to the atmosphere that attracts businesses to Downtown. The Plan identifies a need for appropriate space to accommodate local arts and cultural groups in Downtown. To address this space constraint, it is recommended that new and existing facilities be evaluated for their ability to accommodate arts and cultural activities within dedicated or multi-use rooms.

Specific Downtown-related objectives in the Plan include:

- Encourage opportunities for community space within the proposed Baker Street Redevelopment Project to allow for additional programming and community meeting space in the Downtown.
- Evaluate current lease holdings in the downtown as staff move into the new City Hall to determine whether there is an opportunity to create a youth drop-in space in the vicinity.

- Consider accepting cash-in-lieu of parkland only in situations where a development will not generate sufficient parkland opportunities.
- In areas of residential intensification (including, but not limited to, the Downtown), make the preservation and enhancement of parkland and open spaces a priority.
- Highlight the entertainment/fun factor of the downtown core, and implement a comprehensive directional and heritage-based signage program.

3.6 Trails Master Plan

The goal of the Trails Master Plan (2005) is to develop a cohesive city wide trail system that will connect people and places through a network that is off-road wherever possible and supported by on-road links where necessary. The Trail Master Plan identifies a network of approximately 300 kilometres of trails, anticipated to be constructed in three phases: Short Term (2005-2010); Medium Term (2011 to 2021); and Long Term (beyond 2021). One of the major destinations identified to be linked by the trail system is the Downtown, and a primary trail route along the Eramosa and Speed rivers on the edge of Downtown is planned. The long-term trails plan has subsequently been refined and updated as part of the draft Official Plan.

3.7 Downtown Public Realm Plan

The current Downtown Public Realm Plan, prepared in 2001, identifies a number of opportunities to improve Downtown streets and open spaces. It also includes a comprehensive and detailed Streetscape Manual intended to guide improvements. The overarching objective is to create a pedestrian-friendly public realm. The plan's recommendations include:

- Major alterations to Gordon Street, Norfolk Street, Wellington Street, Woolwich Street and Wyndham Street (improvements to Gordon and Norfolk were recently completed, and improvement to Wyndham have begun).
- Re-design and reconstruction of St. George's Square, based on a relocated or alternative bus facility.
- Endorsing City Hall Square as the central gathering place and cultural heart of the city.

The plan was used to guide reconstruction projects on Gordon-Norfolk, Lower Wyndham Street and the east side of St. George's Square. It will be appropriate to update the plan based on the public realm goals, policies and priorities established in the new Secondary Plan.

3.8 Market Place Urban Design Plan

The intent of the Guelph Market Place Strategic Urban Design Plan (2009) is to provide objectives, a physical framework and urban design guidelines for the design of three major public projects in Downtown Guelph: a signature civic square in front of the new City Hall and Provincial Courts, an accessible, safe, attractive and efficient multi-modal transit station on Carden Street, and a mixed-use parking structure on Wilson Street. The boundaries of the study precinct are Macdonell Street to the north, Fountain Street and Farquar Street to the south, Norfolk Street and Gordon Street to the west, and Woolwich Street to the east. The Plan recognizes that these public investments have the potential to transform the heart of Downtown and set the stage for other public and private investments. It sets out specific design guidelines for the three major projects and identifies other significant opportunities, such as reuse and redevelopment on the Armoury site.

3.9 Commercial Policy Review

In 2005, the City completed a city-wide Commercial Policy Review. Assessing the demand for commercial space by type and acknowledging current retail trends, it recommended a flexible approach to planning and managing commercial development that would allow newly developing 'mixed use nodes' at the edges of the city to accommodate more retail space than previously permitted. It also recommended that Downtown be recognized as a major focal area for investment, employment and residential uses and as a city-wide focal area for commercial, civic and entertainment uses.

3.10 Prosperity 2020

The recently completed Economic Development and Tourism Strategy for Guelph—Prosperity 2020 seeks to enhance Guelph's position as an excellent place to live, work, visit and invest in, and further grow the City's talent base. The study behind the strategy identified the business sectors expected to drive economic growth and new concepts for economic development, such as cluster initiatives and attracting the "creative class" to build a "creative economy". Downtown is acknowledged as a key factor in the city's future economic success, since it provides an identity for the city. It is also recognized as a unique tourist destination.

Prosperity 2020 provides strategic directions, priorities and performance measures for the transformation of Guelph's economy over the next decade and beyond. One of the strategy's key directions is, "Invest in the Downtown: target icon status for a vibrant, transit connected, mixed use centre."

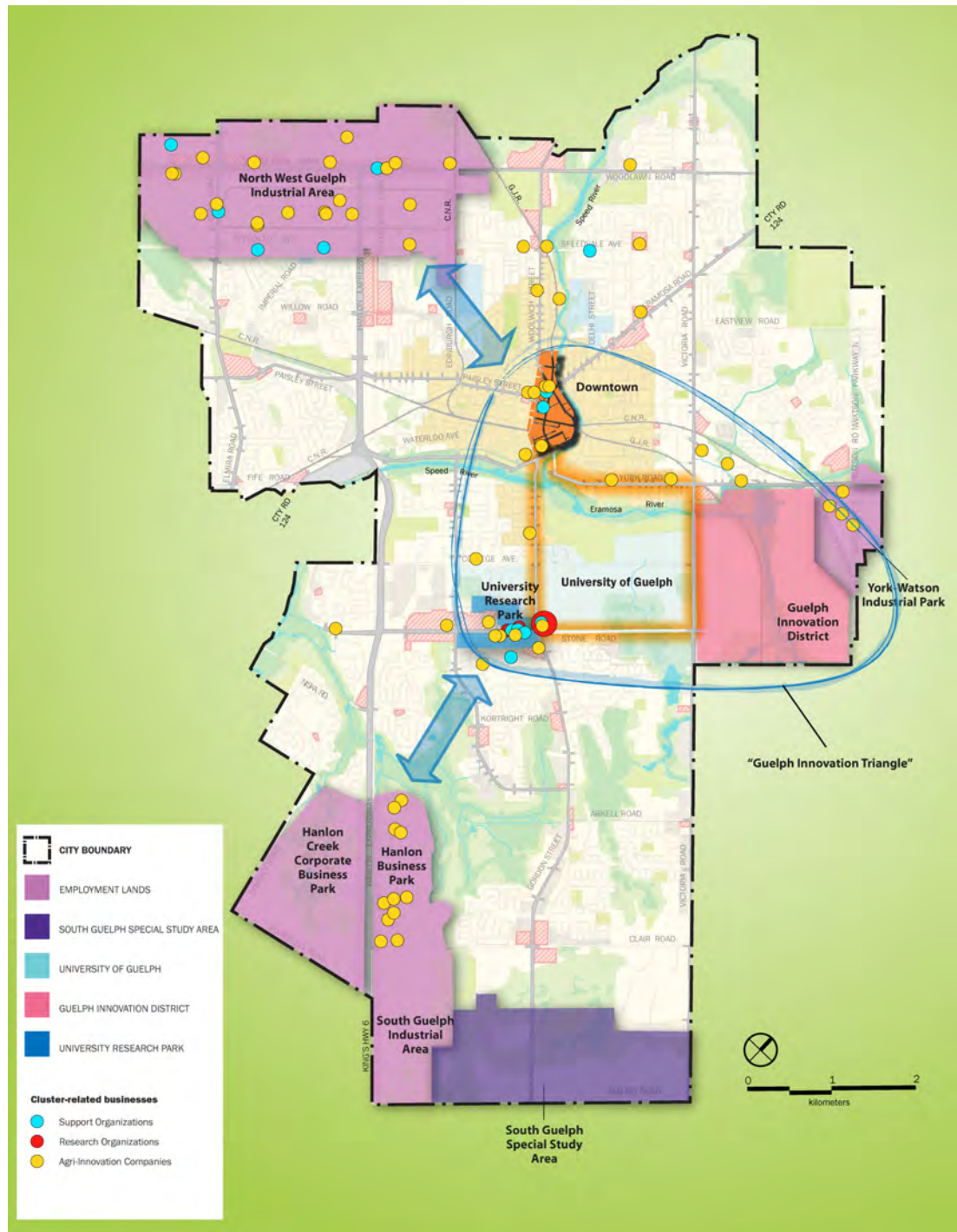


Figure 4: Guelph Innovation Triangle

Recommendations for Downtown include:

- Develop and implement a marketing and communications program to attract and retain business and jobs in Downtown Guelph.
- Identify potential locations for new residential development in Downtown Guelph and promote these to the marketplace.
- Target Downtown Guelph as a desirable and preferred location for new University or Community College space requirements with preferred programs and curricula related to the City's targeted business sectors.
- Build on the current mass of information and communications technology employers in Downtown by promoting it as a strong location for further growth.
- Celebrate and promote successes in Downtown Guelph through a communications/public relations program.
- Invest in tourism through programs and projects that build on Downtown's role as an identified tourist destination.

3.11 Agri-Innovation Cluster Strategy

The Agri-Innovation Cluster Strategy was prepared to support an economic opportunity that builds on existing strengths in the region's food, wellness and agri-business sectors. Its purpose is to create investment and jobs, attract and develop talent, accelerate commercialization of research discoveries and foster economic development for Ontario and Canada. This study also provides recommendations on how the Guelph Innovation District (GID), and Guelph employment lands more generally, can support the cluster's development. While it is recognized that all of the city's employment areas will continue to support the cluster, and in particular the Hanlon Creek Business Park, a recommended geographic focus for the longer term future of the cluster is the triangle formed by the Guelph Innovation District, the University Research Park, and the Downtown core.

Consistent with Prosperity 2020, the strategy points out the increasingly important role of Downtown in attracting investment and supporting businesses in the city's technology sectors. The development of a Downtown IT cluster would benefit the agri-innovation cluster. The vision for Downtown includes a satellite facility of the University or a college, seen as pivotal to supporting the city's knowledge economy. As a place to live, Downtown is also targeted as destination for Guelph's existing and future innovators seeking an urban lifestyle and attracted to its heritage, improving riverfront park system and trail network, cultural attractions, and transit connections to other parts of the city.

3.12 Transit Growth Strategy and Plan

Guelph's recently completed Transit Growth Strategy and Plan for transit and mobility services is based on the vision of "transit being the preferred transportation choice over the single occupant vehicle for residents, employees and visitors to Guelph." Factors precipitating the study include the planned construction of a new multi-modal transportation terminal on Carden Street and the planned introduction of GO Train services.

The Strategy and Plan focuses on service improvements over the next five years and also assesses higher order transit opportunities. It reinforces the Gordon/ Norfolk/Woolwich corridor as the city's transit spine and recommends it be developed as a bus rapid transit (BRT) priority corridor. It also identifies the Guelph Junction Railway as a potential transit corridor linking Downtown to the north community node and Guelph Innovation District; it recommends protecting for four potential stations along the line, including one in Downtown, south of the River Run Centre. Recognizing the importance of the Downtown VIA/Carden Transportation Terminal as the city's major transit station, the report recommends that the City confirm the need for and identify additional lands in the vicinity of the terminal to accommodate future growth in transit and associated works within the 2031 planning horizon.

3.13 Servicing Studies

The City has initiated a number of studies to address servicing future growth infrastructure. These include the following studies as well as related Environmental Assessments:

- **Stormwater Management Master Plan** - The Stormwater Management (SWM) Master Plan will develop a long-term plan for the safe and effective management of stormwater runoff from existing urban areas, while improving the ecosystem health and ecological sustainability of the Eramosa and Speed Rivers and their tributaries (anticipated completion: Spring 2011).
- **Wastewater Treatment Plant Master Plan** – In 2009, the City completed a Wastewater Treatment Plant Master Plan that provides direction for wastewater treatment infrastructure planning, investment and implementation to the year 2054. The study included a review of the City's current wastewater treatment infrastructure and an analysis of alternative solutions to accommodate future wastewater treatment needs.
- **Water and Wastewater Servicing Master Plan** – In 2009, the City completed a Water and Wastewater Servicing Master Plan. The purpose of the servicing master plan is to identify the water distribution/storage and wastewater conveyance needs within the City for growth to 2031.
- **Water Supply Master Plan** - In 2006, the City completed a Water Supply Master Plan which provides direction for securing new water supply capacity to service population and employment growth in the City.

4.0 > EXISTING CONDITIONS AND OPPORTUNITIES



Downtown Guelph is a major destination within the city and larger region, serving as a centre for civic and religious institutions, office employment, tourism, retail and entertainment, commercial and social services, and a range of cultural facilities and events. Downtown remains the city's "central business district", but it is only one of several business districts in Guelph, and its role as a CBD has diminished as the city has grown outward. The significant opportunity ahead lies in strengthening the existing historic commercial core, growing Downtown through developments on vacant or underutilized land, and simultaneously knitting Downtown together with coordinated improvements to the "public realm"—principally streets and open spaces.

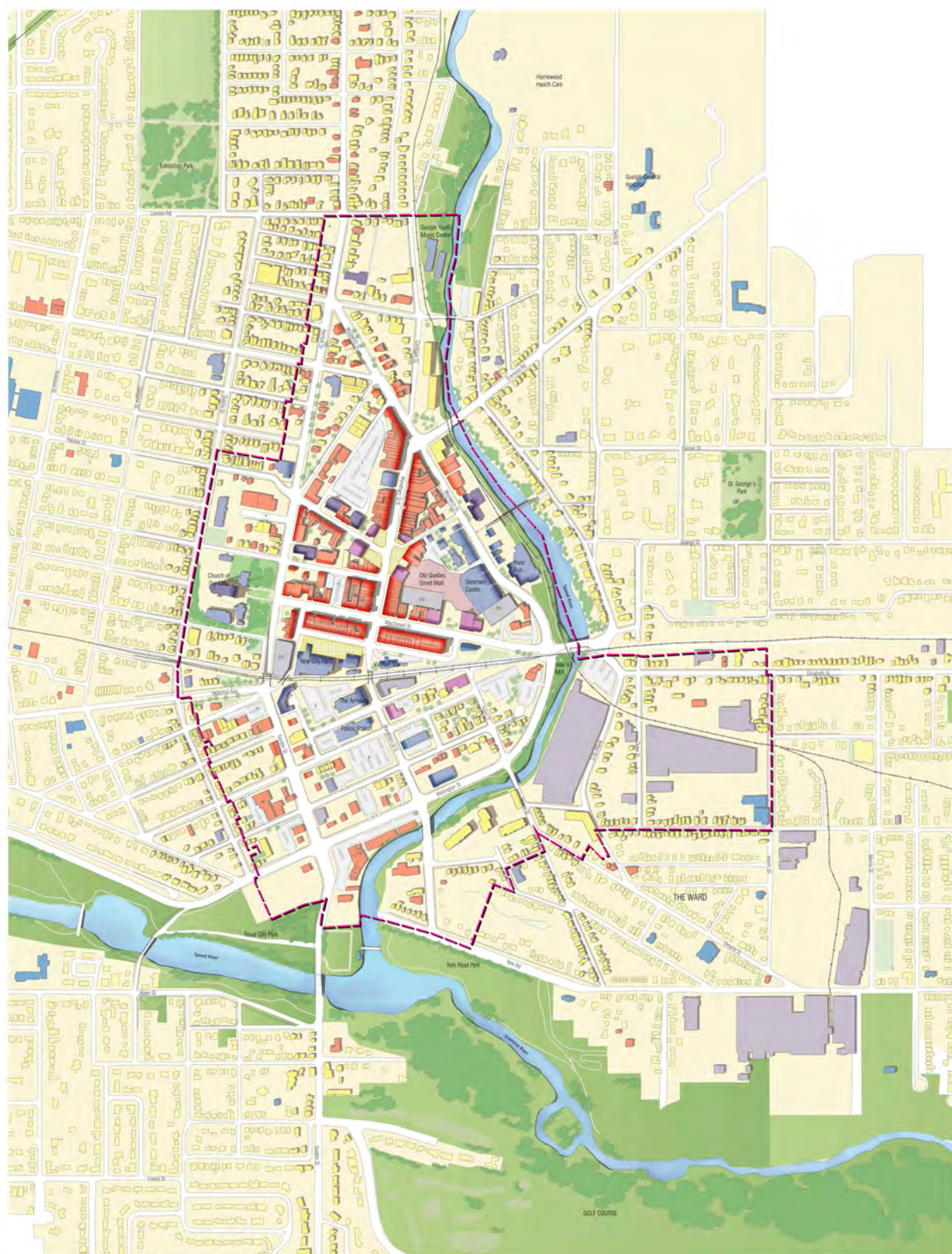
Downtown has much potential to be enhanced as a centre for commerce and culture, but what it lacks most is housing. Many more people living Downtown will make it more vibrant and safe and contribute to the sustainability of the larger city. While respecting the heritage of the core and existing communities, complementary neighbourhoods can create new and distinct places that add to the character and attractiveness of Downtown.

4.1 Land Use and Built Form

Today, Downtown Guelph is home to about 2,000 residents and 6,000 jobs. A large percentage of the residents live in apartment buildings on both sides of the Speed River. Downtown also contains many houses and its edges overlap with historic neighbourhoods. There is a mix of jobs in Downtown, with government (predominantly the City and the County), The Co-operators, and retailers and restaurants collectively being the largest employers. There are also many small and mid-size professional firms and non-profit enterprises occupying historic houses and commercial buildings Downtown, including an increasing number of information technology (IT) businesses.

Downtown Guelph is distinguished at its core by a tight-knit fabric of urban buildings that contribute to the strong character of its main streets—Wyndham, Macdonell and Quebec. In contrast, buildings south of the rail corridor, an area that historically was more industrial, are lower, more spread apart and generally set well back from the street, contributing to a more suburban character. The zoning for properties along Wellington Street and portions of Gordon Street has allowed this form of development. Much of the area south of the tracks is in fact occupied by parking lots. East of the river, the St. Patrick's Ward community has an eclectic character, with the recent closure of the W.C. Woods plant on Arthur Street creating a significant activity void.

As a result of the many gaps and inconsistencies in built form, the parts of Downtown are not well connected to one another and the Downtown as a whole is not well connected to the Speed River, one of its greatest assets. The opportunity exists to redevelop large, under-utilized properties and fill in smaller gaps with sensitive infill development to create a more cohesive, diverse, complete and connected Downtown. In the process, the commercial core can be expanded and a significant residential population added to balance the number of workers in Downtown.



- | | | |
|--|---|---|
| Key civic spaces | Institutional | Industrial |
| Parks | Small scale commercial | |
| Commercial mixed use | Key commercial | |
| Office | Places of worship | |



Figure 5: Existing Downtown Land Use Map

4.2 Heritage and Culture

Downtown Guelph's treasure of historically and architecturally significant buildings, as well as its cultural heritage, is something to conserve and celebrate. The use of limestone rather than brick as a principal building material distinguishes Guelph from other Southern Ontario towns. Today, only a small number of Guelph's buildings are designated under the Ontario Heritage Act. In addition to ensuring more of the significant buildings are protected, maintained and fully used, there is also an opportunity to reinforce built form policies by establishing design guidelines to ensure renovations and new buildings are sensitive to the scale and character of adjacent historic buildings. This suggests the need for a Heritage Conservation District Plan that goes beyond the policies of a secondary plan and identifies how the provisions of the Ontario Heritage Act should be applied Downtown. Broader recognition that parts of Downtown could become heritage districts will not only help protect its special qualities but will also help with the tourism appeal and marketing of Downtown.

A key to highlighting and celebrating Downtown's heritage is to maintain views to significant buildings, including long views to its signature building—the Church of Our Lady. As new places are created Downtown, there will be many opportunities to interpret the city's cultural heritage through interpretive signs and plaques, the design of buildings and open spaces, and public art. Given the capacity for much new development in Downtown, as historic buildings are maintained there will also be many opportunities to create new legacy buildings and establish a new character area south of the tracks.

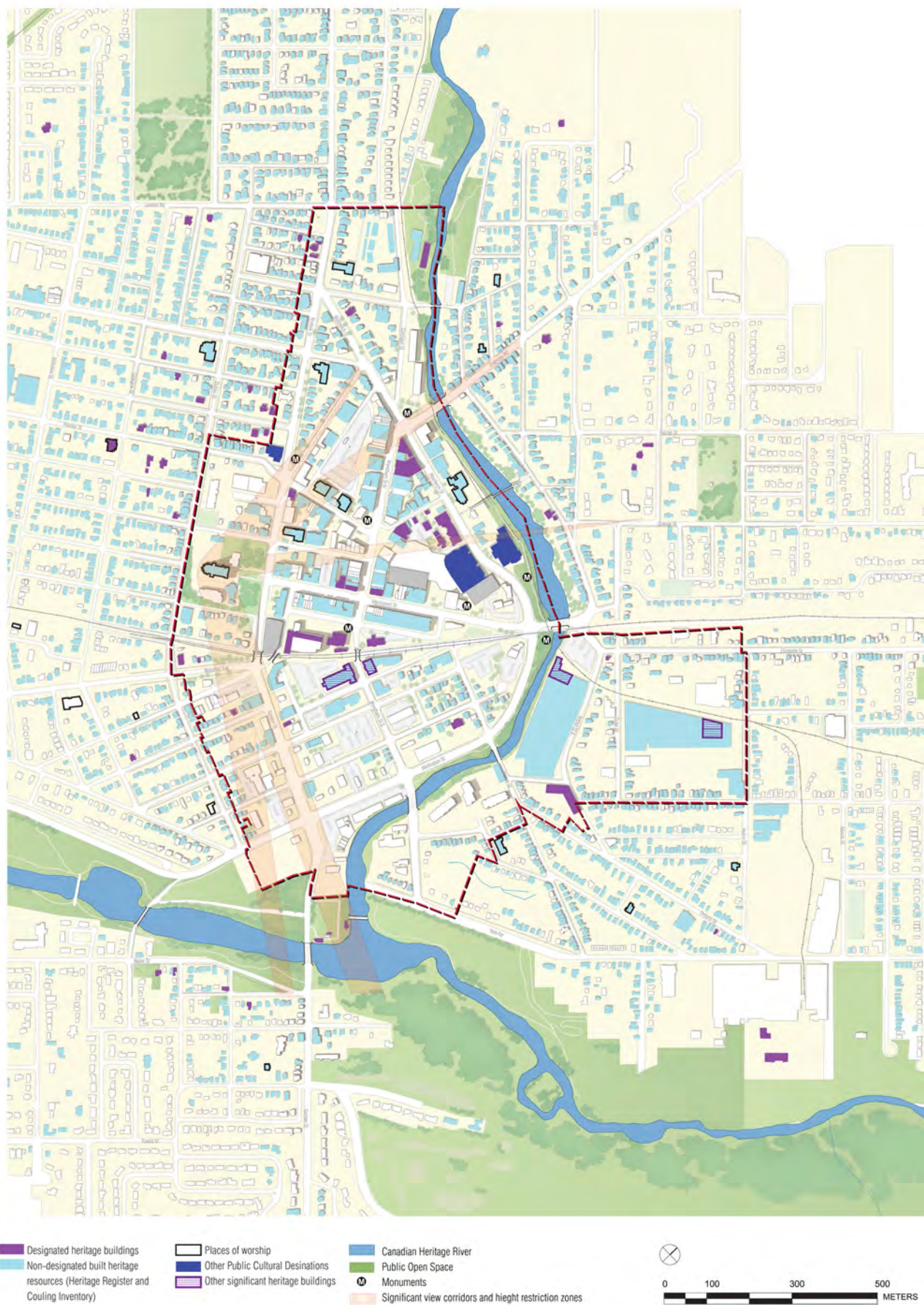


Figure 6: Existing Heritage Resources

4.3 Movement

Downtown is at the centre of the city's transportation network, within a 10-minute drive of almost everyone who lives in Guelph and generally easy to access by public transit. Besides being a destination, it is also a place many residents and goods pass through on their way to other destinations. This places high demands on Downtown's major streets, namely Woolwich, Gordon, Norfolk, Wellington and Wyndham. Historically, Woolwich, Gordon, Norfolk and Wellington have been planned as a ring road. It will be important that these roads continue as urban streets reflecting and supporting the evolution of Downtown as a complete, compact, mixed use neighbourhood. The road system should become a network of urban streets that provide options—transit, driving, cycling or walking—for those traveling within and through Downtown.

Downtown's major streets provide access to the downtown and carry significant through-traffic volumes. The planned additional population can be accommodated within the existing road network without compromising this dual function. Over the life of this plan, new development will also create and take advantage of opportunities to double non-auto modal shares (from 20% to 40%) in the Downtown. Modal share changes will help ensure that intersections continue to function, buses run on schedule, and pedestrians and cyclists can move safely.

Guelph's street and block pattern and fabric of buildings in the historic core make for a very walkable environment. South of the tracks, however, the gaps between buildings and the deep setbacks and car-oriented nature of development, particularly along Wellington Street, result in an unfriendly pedestrian environment, which also acts as a barrier to the river and the surrounding neighbourhoods. For cyclists, bike facilities have been added to Gordon Street, Norfolk Street and Lower Wyndham Street. Accommodating more bike facilities on other streets in Downtown will be a challenge in light of the desire to accommodate on-street parking and provide adequate space for transit and private vehicles.

The role of Downtown as a transit hub will change with completion of the new transit station on Carden Street, the re-introduction of GO Rail service and ongoing improvements to the city's bus system. To ensure buses can easily enter and exit Downtown, there may be a need to implement transit priority measures on key streets while maintaining a balance between on-street parking and a comfortable environment for pedestrians and cyclists. Since transit users are pedestrians and/or cyclists for part of their journey, it also will be important to enhance the pedestrian and cycling experiences in Downtown to encourage transit use.

The opportunities to make Downtown more walkable include creating, over time, pedestrian links through the middle of long blocks, a new local street linking Baker Street to Wyndham Street, and a new pedestrian bridge over the river. New local streets east of the river will also be needed when the large industrial sites redevelop and will improve pedestrian and other circulation in the St. Patrick's Ward neighbourhood.

As Downtown experiences more development and becomes more pedestrian-oriented, surface parking lots will disappear. It will be important, however, to maintain an adequate supply and mix of parking—in structures, in small lots and on street—to support Downtown businesses and cultural attractions and for residents of the city.

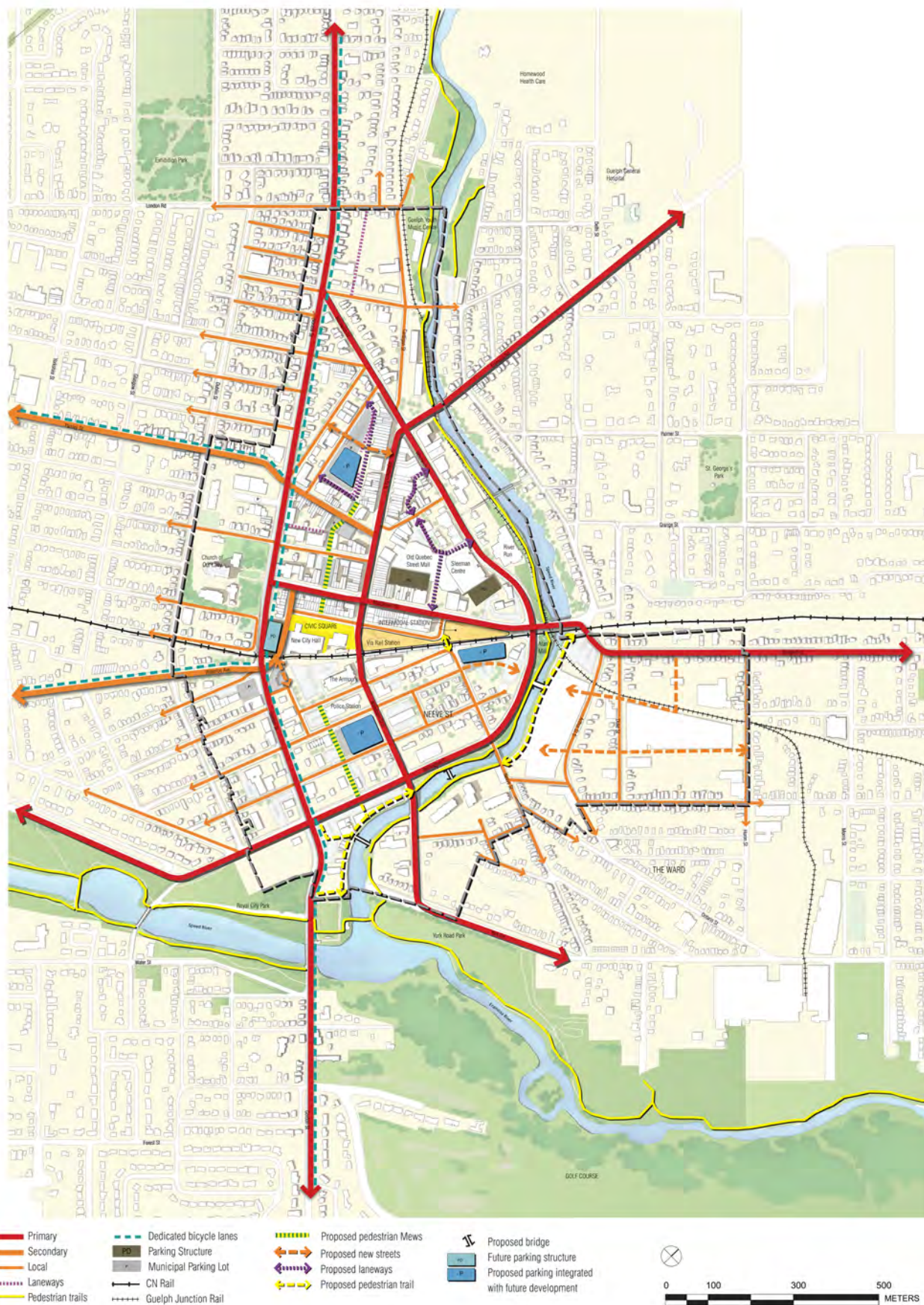


Figure 7: Movement Network Opportunities

4.4 Public Realm

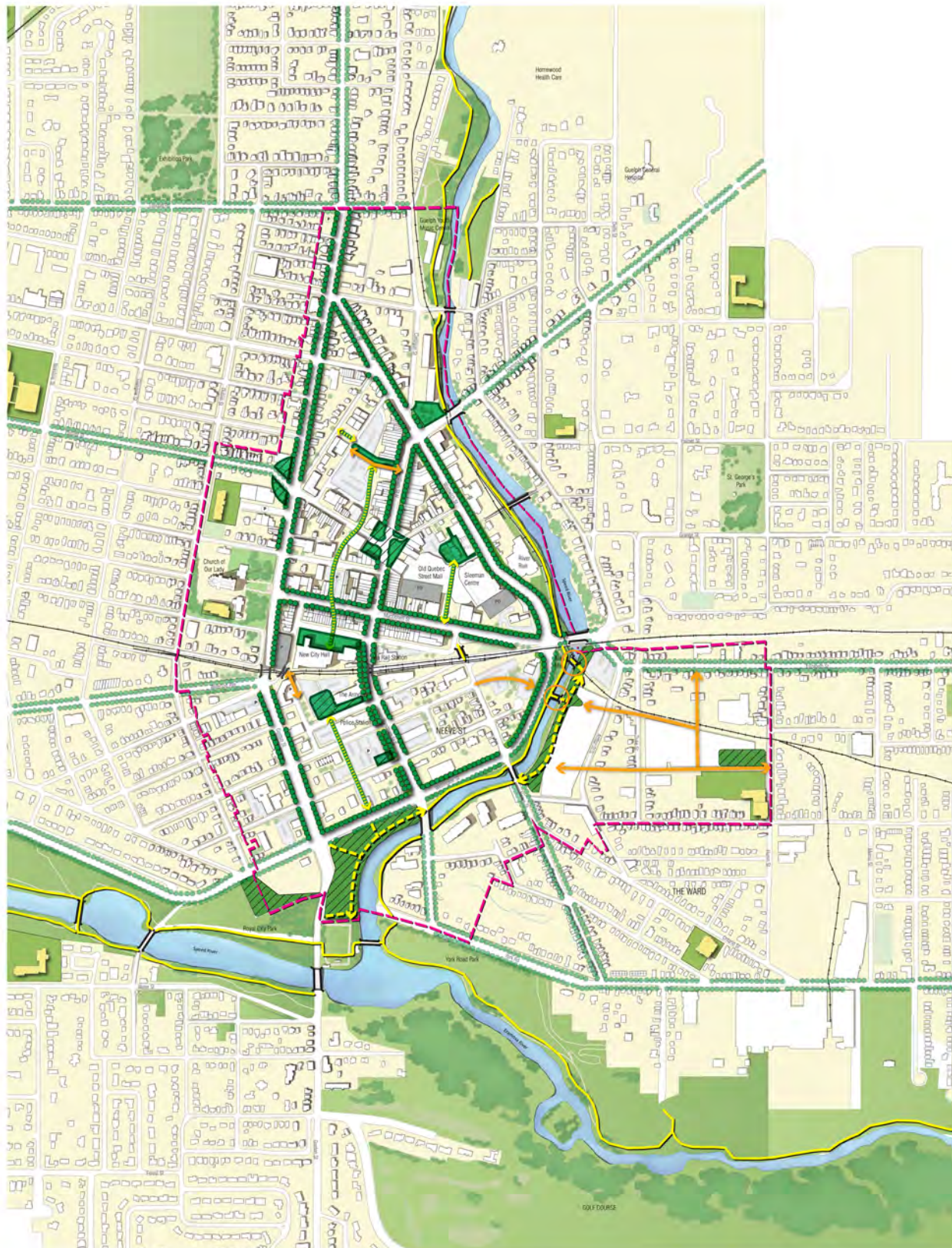
The quality of the public realm—streets, parks, squares, civic and cultural buildings, and other public spaces—plays a significant role in the success of a downtown. Beautiful streets and open spaces attract visitors, residents and employers, which in turn support local stores, restaurants and services. Establishing great public places in Downtown conveys a sense of the community and its values to visitors, which supports tourism and enables all residents to feel proud of their city and its accomplishments. Distinctive public buildings contribute to a downtown's unique identity and character, and as legacies they should demonstrate design excellence.

Replacing, improving and augmenting existing facilities, the City recently has been planning and implementing a series of major projects that are gradually transforming Downtown's public realm, including:

- Riverfront/Trans-Canada Trail Investment
- New City Hall and Civic Square
- Gordon Street and Norfolk Street Improvements
- New Civic Museum
- Downtown Transit Terminal
- Wyndham Street and Underpass Improvements
- Wilson Street Parking Structure (planned)
- New Downtown Main Library (planned)
- Baker Street Parking Structure (planned)

While the above projects will significantly enhance the environment of Downtown, help to attract private investment and support tourism, there remain many other opportunities to improve the public realm. St. George's Square, the heart of Downtown, has the potential to be redesigned as a less fragmented, more distinctive and meaningful central gathering and meeting place, in the process recapturing its historic grandeur. In addition, Macdonell Street is aligned and connected to potentially the two most significant landmarks in Downtown—the river in the east and the Church of Our Lady in the west. It should be a signature place in Downtown but lacks the streetscaping appropriate to its intended role, such as generous sidewalks and consistent rows of trees.

Streetscape improvements not only help to beautify Downtown, they also enhance connectivity, particularly for pedestrians. Making Downtown streets more inviting for pedestrians will be critical to better linking key civic spaces – like the River Run Centre, the Church of Our Lady, the Guelph Youth Music Centre and Royal City Park – to main dining and shopping streets. It will also help to connect Downtown, and those who live, work and visit there, to the river.



- Existing trail network
- Existing school sites
- Streetscape and public realm improvements
- Existing Bridge/tunnel
- Existing civic spaces
- New/ enhanced civic space
- Proposed street
- New park
- New/ enhanced pedestrian linkages
- Trail network improvements
- New pedestrian bridge

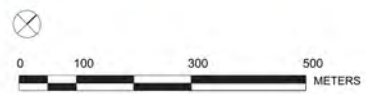


Figure 8: Public Realm Opportunities

The river's edge is the ideal location to provide more parkland in Downtown. Today, Downtown contains less than five hectares of parkland approximately, which equates to approximately one hectare for every 400 Downtown residents. With the population in the city's centre planned to more than quadruple by 2031, more parkland will be needed to provide the green space and recreational amenities residents and Downtown workers need for a high quality of life. The greatest opportunities to create more parkland along the river are south of Wellington Street and on the Woods property on Arthur Street. Continuous public open spaces on these sites would significantly improve access to the river, allow for a more continuous riverfront trail and provide space for community and cultural events. They would also significantly improve the entry and arrival experience in Downtown for visitors, workers and residents.

There will be other opportunities to create new public open spaces in Downtown as redevelopment occurs, including one adjacent to the proposed main library, a park on Huron Street, potentially a new square behind the Armoury building, and a crescent-shaped open space from John Galt's plan at Norfolk Street and Paisley Street. The redevelopment of other larger sites may also create opportunities for more intimate, publicly-accessible open spaces.



Part B

The Long-term Vision



Figure 9: Illustration of the Long-term Vision (plan view)

The Secondary Plan for Downtown Guelph is based on a long-term vision of what it can become—the potential for new development, the opportunities for new places, and the qualities Guelph citizens are seeking in their city centre. The vision for the future is captured in the themes and principles described below and illustrated by a physical concept of the future Downtown.

While informing the Secondary Plan, the physical concept is not intended to prescribe the precise form and character of future buildings and open spaces. Nevertheless, it conveys the potential of what can be achieved by adhering to the principles and policies of the plan.

There are seven themes underlying the long-term vision:

A DIVERSE, VIBRANT AND LIVEABLE URBAN CENTRE

Cities are discovering they must complement the central business district role of their downtown with significant residential development and amenities to support the creation of real neighbourhoods in their core offering a high quality of life. By accommodating and promoting a broader mix of uses, downtowns can maintain a vibrant retail and work environment and achieve a healthy live-work balance that supports walking, cycling and transit for daily trips.

While Downtown is home to some 2,000 people and its edges overlap with established residential neighbourhoods, more people living downtown will create a more diverse and vibrant place. The vision anticipates approximately 6,500 more people living downtown by 2031, which necessitates increasing local amenities. This amount of residential intensification will create the opportunity for a more balanced Downtown that strengthens the surrounding neighbourhoods. It will be a distinctly urban place, where the density of development in most areas is relatively high, where buildings frame and help to enliven streets, and where the public realm is designed to encourage walking, gathering and recreation throughout the day and evening.

New residents in Downtown will occupy infill projects in the historic core of Downtown north of the CN tracks—including new apartment buildings on the Baker Street parking lot—and the vision anticipates the conversion of currently vacant upper floors to apartments. However, most new residents will live in new buildings south of the tracks or on former industrial sites in the St. Patrick's Ward community east of the Speed River. While street-related housing will be encouraged, most of the new housing will be apartments of varying unit types, sizes and levels of affordability. Existing and new residents will find a range of commercial amenities on the ground floors of buildings, and as the Downtown population grows, new riverfront parkland and community spaces will be created.

A HUB FOR CREATIVITY AND INNOVATION

Downtown is Guelph's cultural hub and home to a growing number of creative, innovative businesses. To emphasize its role as a creative and innovative place, and support the diversification of Guelph's economy, Downtown should also be home to an applied arts and technology college and/or a satellite campus of the University of Guelph. Business and creativity incubators, where entrepreneurs, artists and others have access to support services and affordable space, should be encouraged since they will invigorate Downtown. New hotel and conference facilities will facilitate the exchange of ideas, support existing businesses and reinforce Guelph as a regional centre and tourism destination. Besides accommodating many new businesses, Downtown's historic buildings will provide a unique backdrop for a thriving arts and culture scene. In addition, new buildings will demonstrate design excellence that accentuates Downtown's urbanity and the city's creativity.

A DESTINATION FOR FOOD AND CULTURE

Building on the city's roots in agriculture, its strong arts community and its reputation for fine dining and good music, Downtown's role as a food and culture destination will be reinforced. An enhanced and more accessible farmers' market, with a year-round indoor component, will attract more Guelph citizens and out-of-towners to Downtown, and support existing and emerging businesses in Downtown, as well as the city's "agri-innovation" cluster. A community-based arts space and more arts-oriented events will give local artists more opportunities to display their work. More major festivals in Downtown will celebrate the city's strengths and bring more customers to Downtown shops and restaurants.

AN AUTHENTIC AND BEAUTIFUL PLACE

Downtown Guelph's remarkable character, rooted in John Galt's plan and the rich legacy of limestone buildings, is one of its greatest assets. In the heart of Downtown, the existing character will be maintained—heritage buildings will be protected, new development will blend in, and taller buildings will be kept to the periphery, in areas with minimal direct impacts to existing neighbourhoods. South of the tracks, contemporary buildings will embody the principles of permanence, adaptability and simple beauty so evident north of the tracks. The redevelopment of former industrial sites east of the river will respect and maintain the eclectic character of St. Patrick's Ward as it adds diverse forms of housing, new connections and open space amenities. The qualities of the public realm throughout Downtown will be enhanced. St. George's Square will be redesigned as a gathering place, and new places unique to Guelph will be created.



Figure 10: Illustration of the Long-term Vision (view looking southeast)

AN ENGAGED AND ENLIVENED RIVERFRONT

Central to Downtown's authenticity and beauty is the Speed River, where early industries were located and which is today a valued natural feature and recreational setting. The long-term vision calls for a new relationship between Downtown and the river. Instead of backing onto the river, new development will face the river, set back to allow for generous open spaces and trails. On the east bank of the river, a new park on the W.C. Wood property will greatly improve connections and amenities along the river for residents of St. Patrick's Ward.

A new park on the south side of Wellington Street will open up the riverfront, complete an important trail connection, and provide a playground for residents of Downtown and the larger city. The park will become a signature place that fundamentally changes the experiences of arriving, living and visiting Downtown. Mixed use buildings on the north side of Wellington Street will provide a riverfront dining experience. Streetscape enhancements that encourage walking and cycling, and mid-block pedestrian connections on both sides of the river, will significantly improve linkages from the historic core and existing and future neighbourhoods to the river's edge.

A GREEN SHOWCASE

Downtown will be an inherently sustainable place because of its density, mix of uses and walkability. Adding more people, jobs, parkland and pedestrian-oriented places will make it, and the larger city, more sustainable. The options of taking transit, walking or cycling instead of driving will be more attractive as transit facilities, streetscapes and trail connections are improved. Redevelopment may create opportunities for district energy systems and can serve to demonstrate best practices in environmental design and sustainability. Green roofs and cool roof materials will mitigate heat island effects, and rainwater capture and reuse systems will reduce run-off into the river. The riverfront itself will be greened, reinforcing Guelph's relationship to its natural features. Significant streetscape development and open space enhancements will increase the urban forest and improve air quality.



Figure 11: Illustration of the Long-term Vision (view looking northeast from above Wellington and Gordon)

A TRANSIT HUB

As Downtown becomes a more important and attractive place to be, it will also become more accessible, particularly by transit. The new major transit station will draw more employers to Downtown as well as more residents seeking easy access to destinations throughout Guelph and cities beyond. The planned return of GO commuter rail service will provide more direct and rapid connections to Kitchener-Waterloo to the west and the Greater Toronto Area to the east. A transit hub means more than improved transit facilities—it will include a mix of commercial and employment uses and other amenities around the station and a high-quality pedestrian environment that together enhance the transit experience. High-density office and residential uses within a short walking distance of the station will support a high level of transit service. Downtown Guelph will continue to be accessible by car, but a major transit station will help attract the diversity of employment, residents and visitors a downtown needs to be successful.

Part C

The Proposed Secondary Plan

1.0 > INTRODUCTION

This Secondary Plan constitutes a part of the City of Guelph Official Plan and as such is intended to guide and regulate development of the city's Downtown area, as identified in the attached Schedules. Users of this plan should refer to the comprehensive Official Plan for general city-wide policies applicable to the Downtown. The Official Plan and Parts A and B of this document also provide context and background to planning and development in the Downtown.

2.0 > VISION, PRINCIPLES AND OBJECTIVES

VISION

Downtown Guelph: a distinct urban centre and community nestled against the Speed River, comprised of beautiful buildings and public spaces, and surrounded by leafy neighbourhoods, where people live, work, shop, dine, play and celebrate.

By 2031, Downtown Guelph will have developed beyond its historical pattern into a distinct urban centre that is Guelph's showcase for high-density, sustainable living. Several thousand people will live Downtown, balancing the thousands who work there daily and visit routinely to shop, dine, enjoy culture and be entertained. Streets and squares, designed for people first, will be bustling with activity throughout the day and evening.

Downtown Guelph will continue to be the cultural and civic hub for the City and larger region, and home to a broad mix of jobs. Knowledge-based businesses will have filled old and new commercial spaces, and a post-secondary institution will have established a home in the Downtown, helping to fuel innovation and the creative economy. Downtown will host more major festivals, and an enhanced and more accessible farmers' market will anchor an expanded network of food-related enterprises.

In the historic heart of Downtown, the existing character will have been enhanced, and taller buildings will have been strategically located at the periphery, where they have minimal direct impacts on existing neighbourhoods. South of the tracks, new buildings will take a contemporary form while embodying the principles of permanence, adaptability and simple beauty reflected in Downtown's historic buildings. Redevelopment will also have created opportunities for alternative energy systems and excellence in environmental design.

The redevelopment of former industrial sites east of the river will have compatibly integrated high-density living into the eclectic character of St. Patrick's Ward, adding diverse forms of housing, appropriate work opportunities, street and trail connections, and open spaces.

The qualities of the public realm throughout Downtown will have been enhanced. St. George's Square will have been redesigned and programmed as a central gathering place that complements Market Square and other new open spaces. The main streets of Macdonell and Wyndham will have been made more beautiful and friendlier to pedestrians and cyclists. The extension of Royal City Park to the south side of Wellington Street will open up the riverfront to the city, establish a green gateway to Downtown and complete an important regional trail and natural corridor connection.

Improvements to transit facilities, streetscapes and trail connections have resulted in many more people choosing to take transit, walk or cycle to and within Downtown instead of driving. The new transit station has drawn more employers to Downtown as well as more residents seeking easy access to destinations throughout Guelph and cities beyond.

Through private development coordinated with strategic public investments, all guided by a shared vision and demonstrating design excellence, Downtown Guelph in 2031 is a thriving high-density urban centre and popular destination still minutes from the countryside.

PRINCIPLES

The following core principles flow from the vision for the Downtown and provide the foundation for the Secondary Plan. They serve as a touchstone against which future initiatives and proposals for Downtown will be considered. The principles translate the vision into general objectives and specific targets of the plan, articulating what is important and providing guidance to discussions that will shape the future of the area. The objectives and targets below are consistent with the Official Plan. Since the principles are inter-related and mutually reinforcing, targets that support more than one principle have been repeated.

Principle 1. Celebrate What We've Got

Downtown Guelph has many assets, not the least of which is its rich inventory of historic buildings, many constructed of limestone. These buildings, and the streets and open spaces they frame, give Downtown a unique and attractive character. Downtown also overlaps with historic neighbourhoods whose qualities also should be protected.

Objectives

As Downtown grows and evolves, it will be important to:

- a) Conserve significant heritage structures;
- b) Encourage the sensitive restoration and/or re-use of historically or architecturally significant buildings;
- c) Maintain the character of distinct heritage areas within Downtown;
- d) Interpret the cultural heritage of Downtown in the design of buildings and public spaces;
- e) Strategically locate and articulate tall buildings to minimize impacts on historic areas and preserve important public views;
- f) Ensure new development is compatible with buildings and neighbourhoods that have heritage value;
- g) Improve historic public open spaces and streets, including St. George's Square and Macdonell Street, and create new spaces for gathering and recreation.

Targets

- a) Increase the number of cultural heritage resources designated under the Ontario Heritage Act.
- b) Increase the number of rehabilitated, restored and reused heritage buildings.

Principle 2. Set the Scene for Living Well Downtown

More people living in Downtown will be critical to adding and maintaining commercial vitality and creating a vibrant place. Along with a variety of housing options in and around the core, Downtown will attract more residents by offering diverse employment opportunities, unique shopping, excellent entertainment, arts and culture, and important amenities like an easy-to-use public transit system and recreation options.

Objectives

To create a vibrant and diverse Downtown neighbourhood that benefits existing and future residents and business in and around Downtown, it will be important to:

- a) Accommodate a significant share of Guelph's population growth to 2031;
- b) Balance Downtown's employment uses with compact residential development and live-work opportunities;
- c) Ensure Downtown contains a diversity of housing types, sizes and tenures, and affordable housing;
- d) Ensure new development includes or is supported by commercial amenities and community services for existing and future residents;
- e) Ensure existing and future residents are adequately served by parkland and recreational facilities within walking distance.

Targets

- a) Establish a Downtown residential population of approximately 8,500 people by 2031.
- b) Through population and employment growth, reach a minimum density of 150 people and jobs per hectare by 2031.
- c) Meet or exceed the City-wide target of 35% of all housing being affordable.
- d) Maintain a minimum ratio of one hectare of parkland and other public open spaces for every 1,000 residents living Downtown.

Principle 3. A Creative Place for Business

Downtown is the city's centre for major office uses, unique shops and restaurants, and an increasing number of creative businesses. While Downtown will continue to compete with other areas of the city for jobs, its special character, mix of uses and accessibility position it to attract a diversity of enterprises that thrive in urban settings.

Objectives

To grow and strengthen the Downtown economy, it will be important to:

- a) Accommodate a significant share of Guelph's employment growth to 2031;
- b) Reinforce and expand the role of Downtown as a retail, dining and entertainment destination;
- c) Reinforce and expand the role of Downtown as a tourist destination;
- d) Create a setting that reinforces Downtown as a high density major office-related employment centre that attracts provincially, nationally or internationally significant employment uses;
- e) Encourage small and mid-size businesses to locate in Downtown's historic commercial buildings;
- f) Accommodate commercial businesses that support the food sector of Guelph's economy and the agri-innovation cluster.

Targets

- a) Increase the number of office jobs Downtown and increase the number of all jobs to approximately 7,500 by 2031.
- b) Through population and employment growth, reach a minimum density of 150 people and jobs per hectare by 2031.
- c) Increase each year, at a rate greater than the city's population growth, the number of Guelph residents visiting Downtown to shop, dine and experience cultural events.

Principle 4. We Come Together Here

Many of the jobs Downtown and much of its vibrancy depend on its role as a civic and cultural hub. Being the accessible heart of Guelph and the County of Wellington, Downtown is the natural place for City Hall, the County's Administrative Centre, courthouses, school board offices and a full range of social services, as well as educational institutions.

Objectives

As Downtown accommodates more housing and businesses, it will be important to:

- a) Ensure Downtown remains a focus for investment in institutional and region-wide public services;
- b) Maintain Downtown as the centre of governance and services by the County of Wellington and City of Guelph, and a hub for Provincial judiciary and other services;
- c) Encourage non-governmental organizations that provide social services to locate in Downtown;
- d) Establish post-secondary educational facilities and programs Downtown;
- e) Accommodate a range of cultural facilities and spaces, and encourage cultural events and activities;
- f) Promote Downtown as a cultural destination.

Targets

- a) Increase the number of institutional jobs and institutions Downtown, including at the City, County, Provincial and Federal levels.
- b) Increase the number of cultural events that occur Downtown.
- c) Increase each year, at a rate greater than the City's population growth, the number of persons visiting Downtown to shop, dine and experience cultural events.

Principle 5. Reconnect with the River

The Speed River is a vital community-wide asset. The riverfront will play a key role in supporting long-term residential development, attracting tourists and commerce, accommodating cultural and recreational activities, and generally maintaining a high quality of life in Downtown and the larger city.

Objectives

To enhance the river's presence and role, it will be important to:

- a) Ensure new development along the river corridor faces the river;
- b) Create new urban public parks and open spaces along the river;
- c) Improve streetscapes leading to the river for pedestrians and cyclists;
- d) Establish new linear pedestrian connections to the river's edge from the core of Downtown and St. Patrick's Ward.

Targets

- a) Establish a continuous riverfront trail and public open space system, interrupted only by streets, between Royal City Park and Goldie's Mill Park.
- b) Build a new pedestrian bridge over the river linking St. Patrick's Ward to the rest of Downtown.
- c) Increase the amount of parkland in Downtown and maintain a minimum ratio of one hectare of parkland and other public open spaces for every 1,000 residents living Downtown.

Principle 6. Make it Easy to Move Around

In successful downtowns, there are many ways to arrive and move around. Streets serve multiple functions, and public transit plays a critical role in supporting high density employment and residential uses. Although multiple modes will be facilitated, movement Downtown will focus on walking to ensure the creation of an attractive, high-quality urban environment.

Objectives

To create a transportation system that works for all urban modes of travel, it will be important to:

- a) Design streets to safely and comfortably accommodate pedestrians, cyclists, transit vehicles, loading and private vehicles, using standards appropriate to Downtown's planned urban context;
- b) Accommodate and support a major transit station and a high level of local and regional public transit service;
- c) Create an environment that encourages walking everywhere Downtown;
- d) Provide facilities within both the public realm and private developments that encourage cycling;
- e) Discourage fast-moving vehicular traffic Downtown;
- f) Provide public on-street and off-street parking facilities throughout Downtown to support commercial and institutional uses;
- g) Minimize and mitigate traffic impacts on existing residential neighbourhoods within and surrounding Downtown.

Targets

- a) Increase the proportion of people traveling within, to and from Downtown by public transit, bicycle, foot or other modes besides a car.
- b) Establish a continuous riverfront recreation trail and public open space system, interrupted only by streets, between Royal City Park and Goldie's Mill Park.
- c) Build a new pedestrian bridge over the river linking St. Patrick's Ward to the rest of Downtown.
- d) Establish pedestrian mews to break up larger blocks and reinforce the walkability of Downtown.

Principle 7. Embody Guelph's Green Ambitions

Guelph is proud of its commitment to sustainability and recognizes the economic benefits of a green city. Downtown provides an opportunity to showcase that commitment with green developments and other initiatives that promote sustainability.

Objectives

As Downtown redevelops, improves and grows, it will be important to:

- a) Promote energy-efficient buildings and low impact development;
- b) Encourage and support the development of district energy systems;
- c) Promote green roofs and landscaping practices that mitigate the urban heat island effect;
- d) Promote water conservation, the re-use of stormwater and the reduction of stormwater run-off;
- e) Encourage the remediation and redevelopment of contaminated lands;
- f) Increase the amount of green space and the number of trees Downtown;
- g) Efficiently use existing municipal infrastructure.

Targets

- a) Reduce the extent of contaminated land Downtown.
- b) Increase energy efficiency overall Downtown and reduce energy consumption per capita by Downtown residents and per square metre by Downtown businesses.
- c) Decrease overall stormwater running off impermeable surfaces into sewers and increase water infiltration and recycling.
- d) Reduce the amount of energy consumed from transportation in Downtown.

Principle 8. Build Beautifully

The legacy of urban planning and architecture in Downtown includes many stellar examples of design excellence. To build upon the legacy without diminishing it, and in the process enhance the quality of life in Downtown, requires an ongoing commitment to design excellence on the part of the City, property owners and developers.

Objectives

As Downtown continues to develop, it will be important to:

- a) Ensure new buildings respect and complement the architecture and materials of surrounding historically significant buildings through policies, standards, guidelines and other means;
- b) Ensure Downtown's streets, parks, squares and other public spaces are designed and maintained to the highest standards as attractive and high quality urban environments through policies, standards, guidelines and other means;
- c) Integrate public art into the design of buildings, streetscapes and open spaces;
- d) Promote the development of inspiring, meaningful and memorable places that reinforce Guelph as a historic, beautiful and innovative city.

Targets

- a) Increase the number of cultural heritage resources designated under the Ontario Heritage Act.
- b) Increase the number of public art projects in Downtown.
- c) Enhance the sense of pride among Guelph citizens for the character and beauty of Downtown.
- d) Increase the number of national or international design competitions held for buildings and open spaces in Downtown.
- e) Enhance the recognition Guelph receives for design excellence through awards and national profiles.

3.0 > ECONOMIC DEVELOPMENT

This section contains policies intended to foster economic development Downtown. Downtown will continue its significant role in the economic development of the City and the overall positioning of Guelph as a place for investment. Downtown will also be the preferred location for jobs that depend on proximity to urban services and sectors which tend to attract employees who prefer living in a downtown urban setting. Examples include major office developments, the information and communication technology sector and post-secondary educational institutions. Residential development in Downtown will also support and attract this type of employment. Downtown's role as a unique tourist destination will be strengthened, attracting nearby residents as well as visitors. It will also capitalize on the city's close relationship to food through an expanded and enhanced market along with other culinary and restaurant uses.

Objectives

In addition to supporting the Principles, Objectives and Targets in Section 2, the general intent of the policies below is to:

- a) Target Downtown as the preferred location for major office uses, key knowledge-based sectors such as the information and communication technology sector and post-secondary institutions.
- b) Support strategic and collaborative economic development partnerships in the local community.
- c) Encourage a supportive business environment by fostering learning and innovation within Downtown.
- d) Promote Downtown as a unique food destination and model for sustainable development as a means to attract business investments.
- e) Attract more Guelph citizens and tourists to Downtown.

3.1 General Policies

3.1.1 The City will, through economic development initiatives, promote Downtown as a focal point for private and public investment, as well as tourism.

3.1.2 The City shall continue to invest in infrastructure Downtown that supports the viability and success of Downtown.

3.1.3 Major offices shall be directed to locate within Downtown. Major cultural facilities, tourist-oriented attractions and supportive uses such as hotels shall be encouraged to locate within Downtown.

- 3.1.4 The City shall continue to work to locate one or more higher education facility Downtown. The City shall also work to facilitate the establishment of other educational institutions Downtown.
- 3.1.5 A City land banking program may be established for buying, selling or leasing property to meet public policy objectives or to assist private sector development under community improvement provisions of The Planning Act.

3.2 The Farmers' Market

- 3.2.1 The Farmers' Market is a long-standing cultural, tourist and commercial anchor destination in Downtown. The current Market facility is a City-owned structure on Gordon Street that is at capacity during the summer season. Growing the capacity and partnership connections of the Farmers' Market in Downtown will support the economic development objectives of the Downtown Secondary Plan. The City will initiate a Farmers' Market Expansion and Relocation Strategy that considers growth, organizational capacity and partnerships, and alternative locations in Downtown.

3.3 The Armoury

- 3.3.1 Should the current Department of National Defense use of the Armoury be relocated, the building and site could be converted to other attractive uses for residents, businesses and visitors. The building may be suitable for any one or a combination of the following: an educational institution, a cultural or community facility, a year-round public market, a business incubator or a military museum. The remainder of the site could expand new uses in the building or accommodate additional uses to establish a unique cultural destination. Residential and/or commercial development at the rear of the site could be used to help finance public uses. With these opportunities in mind, the City shall pursue further discussions with the Federal Government on the future of the Armoury and at the appropriate time undertake a feasibility study that considers relocation options for the current uses and the costs and benefits of converting the property to the uses identified above, or other appropriate uses as may be determined through the feasibility study.

4.0 > MOBILITY

This section contains policies regarding Downtown's street network, public transit, the trail and bicycle network, and parking. Additional policies regarding the design of streetscapes can be found in Section 5, along with other policies regarding the public realm.

Like all successful downtowns, Guelph's needs to accommodate different modes of travel—public transit, driving, cycling and walking being the most common. Above all, Downtown should be walkable because it is life on the streets that attracts new businesses and residents and supports commercial and civic activities. Given its relatively compact size, walking distances Downtown are relatively short—nearly all points within Downtown are less than a 15-minute walk from City Hall and the VIA/GO Train Station. The planned population and employment growth Downtown will significantly increase the demands on the pedestrian network. Workers, residents and visitors should be able to easily access Downtown by transit and car, but once they've arrived they should be encouraged to walk to all of their destinations.

Schedule A illustrates the planned Mobility Network for Downtown. The policies below describe the various elements and shall guide improvements to the mobility network.

Objectives

In addition to supporting the Principles, Objectives and Targets in Section 2, the intent of the policies below is to:

- a) Achieve a network of streets, transit facilities, trails and other infrastructure that supports multiple modes of travel to and within Downtown as well as existing and planned land uses.
- b) Promote the use of public transit, both within the city and to other regions.
- c) Ensure the Downtown Transit Terminal is easily accessed by transit vehicles, cyclists and pedestrians from all main directions.
- d) Encourage walking or cycling for trips within Downtown.
- e) Ensure Downtown is highly accessible to people of all ages and all abilities.
- f) Provide route options for those traveling through Downtown by car, truck or bicycle.
- g) Provide parking to meet the needs of Downtown businesses, residents and visitors.
- h) Ensure planned mobility improvements are coordinated with development.

4.1 General Policies

- 4.1.1 Urban standards that emphasize the efficient use of land and infrastructure and support a pedestrian-friendly environment and high-quality urban design shall be applied to the engineering and design of transportation infrastructure in Downtown.

- 4.1.2 In the design of public right-of-ways, the City will balance the provision of a safe, functional and attractive pedestrian-oriented environment with an acceptable level of vehicular traffic. The City is prepared to accept a level of service which is less than optimum, in return for a more pedestrian-oriented environment and achievement of urban design objectives along its roads. To achieve this environment, the City may use a variety of techniques, depending on the function of the road, including alternative engineering standards. Similarly, in the design of its right-of-ways, the City will also balance the need for, where appropriate, bicycle facilities, loading facilities, transit priority measures, on-street parking and other infrastructure needs, including street trees. These issues will be considered in a holistic manner to create a final design which is sensitive to the urban context of Downtown and the street classification.
- 4.1.3 The City shall amend the Downtown Public Realm Plan and Guelph Trails Master Plan to conform to this plan as it applies to the established street hierarchy.
- 4.1.4 Travel demand management (TDM) will be critical to achieving a transportation system Downtown that provides and promotes attractive alternatives to the automobile. The City shall work with transit providers, developers and businesses Downtown to develop and implement TDM measures that promote the use of transit, walking, cycling and carpooling. The City may require large-scale development or businesses to complete a TDM plan. TDM plans will describe facilities and programs intended to discourage single-occupancy vehicle trips, minimize parking, and promote transit use, cycling, car sharing and/or car pooling. The City may permit reduced parking standards for developments which demonstrate through a TDM plan and implementation strategy that a reduction in parking standards is appropriate.
- 4.1.5 The City acknowledges the importance of the railways that traverse Downtown for the movement of people and goods and shall work with the operators of the railways to ensure land uses adjacent to the rail corridors are compatible.
- 4.1.6 On Primary or Downtown Main Streets where blocks do not have secondary access from a Laneway, Secondary Street or Local Street, the City may address loading within the design of the right-of-way, for example, by creating designated loading areas.

4.2 Street Network

- 4.2.1 Schedule A identifies the different types of streets and other right-of-ways included in the planned Mobility Network for Downtown. Additions and improvements to the network shall be guided by the following policies, summarized in Table 1.

4.2.2 Primary Streets are major roads that provide access to and through Downtown for pedestrians, transit bicycles and auto vehicles. They include Gordon Street, Norfolk Street, Wellington Street, Woolwich Street, Eramosa Road, York Road, , Elizabeth Street, Paisley Street and Waterloo Avenue. The following characteristics shall generally apply to Primary Streets:

- a) All primary streets should have sidewalks with a minimum width of two metres on both sides of the street. Encroachments that reduce the usability of this area generally shall not be permitted.
- b) Primary Streets will generally have two travel lanes available, with the exception of Wellington Street west of Wyndham Street which will generally have four travel lanes.
- c) Primary Streets generally shall accommodate dedicated bicycle lanes, with the exception of sections of Wellington Street and Woolwich Street, where cyclists have the option of using an off-street path along the river, and Waterloo Avenue.
- d) On Primary Streets, parking may be permitted in the curb lanes during off-peak hours, where traffic and transit volumes allow.

4.2.3 Downtown Main Streets are the main commercial streets within Downtown—Wyndham Street, Macdonell Street and Quebec Street. While accommodating cars, trucks and bicycles, Downtown Main Streets should be considered “pedestrian and transit priority streets” and have the following characteristics:

- a) The zones for pedestrians on these streets should be a minimum of six metres wide on both sides.
- b) On-street parking should be permitted on Downtown Main Streets north of Carden Street to support local business and provide a buffer between pedestrians and moving traffic.
- c) Dedicated bike facilities should be accommodated on Macdonell Street and Wyndham Street where necessary based on the function of the roadway.

4.2.4 Secondary Streets are key streets providing access to and through Downtown. They include London Road, Suffolk Street, Fountain Street east of Gordon Street and Neeve Street south of Wellington Street. Generally Secondary Streets should accommodate two travel lanes, on-street parking and sidewalks with a minimum width of two metres.

4.2.5 Existing and future Local Streets are intended to provide access to development and facilitate circulation by all modes Downtown. They generally will accommodate two travel lanes and parking on one or both sides. All Local Streets should have sidewalks on both sides and be designed such that cyclists can safely share the road with vehicles.

4.2.6 Existing and future Laneways are narrow right-of-ways intended to permit access and loading generally from the rear or side. In addition to the future Laneways identified in Schedule A, other public or private Laneways may be permitted and shall be encouraged where practical and appropriate for the proposed development they are intended to serve. Although Laneways generally will not include sidewalks, they should be designed to be shared by drivers, cyclists and pedestrians.

Table 1: Street Classifications and Characteristics

Street Type	Primary Street	Downtown Main Street	Secondary Street	Local Street	Laneway
Street Names	Gordon, Norfolk, Wellington, Woolwich, Eramosa, Elizabeth, York, Waterloo, Paisley	Wyndham, Macdonell, Quebec	Neeve, Fountain, Suffolk	All others	n.a.
Right-of-way Width¹	27m – 30.5m	20m – 31m	18m+	21m	7-12m
Planned Setbacks	Vary (0-5m)	0	Vary (0-5m)	Vary (0-6m)	1-2m
Travel Lanes²	2 (except Wellington and Gordon, south of Waterloo)	2	2	2	1-2
Transit Priority Street	Yes	Yes	No	No	No
Parking	Yes, except on Wellington west of Wyndham; may be restricted in peak hours	Yes – both sides	Yes – both sides	Yes – one side	No
Pedestrian Realm	Min. 2m sidewalk, except in accordance with policy 5.1.5	Min. 6m – Wyndham & Macdonell; Min. 4m - Quebec	Min. 2m sidewalk	1.5-2m sidewalks	Shared roadway
Bicycle Facilities	Yes	Wyndham and Macdonell	No	No	No

¹ Right-of-way widenings and intersection improvements will be dedicated in accordance with Section 5 of the Official Plan.

² Reductions in the number of travel lanes shall not require an Official Plan.

4.2.7 The new streets shown in Schedule A are conceptual; their location and alignment may be modified without amendment to this plan, provided the general intent of the plan is satisfied. The purpose is to create a street network with urban block sizes that support the use of active transportation. As indicated in Schedule A, the following new Local Streets are planned Downtown.

- a) An extension of Fountain Street to Wellington Street.
- b) One or more streets to access future development and the riverfront on the Wood's property on Arthur Street.
- c) North-south and east-west streets between Duke Street and Huron Street to access future development on existing industrial lands and generally improve circulation in the St. Patrick's Ward community.
- d) A mid-block street linking Wyndham Street to Yarmouth Street, to be built in conjunction with redevelopment on adjacent sites, including the proposed Downtown Main Library. A portion of this street may be designed for pedestrians and cyclists only.
- e) An extension of Freshfield Street to Wilson Street, to be built following the eventual relocation of the Farmers' Market and redevelopment at the rear of the Armoury Building, to improve north-south connectivity Downtown, particularly for pedestrians. This street may be designed for pedestrians and cyclists only.

4.2.8 In addition to streets and laneways, the Mobility Network includes mid-block pedestrian connections as shown on Schedule A. They are intended to be implemented over time to generally improve pedestrian circulation Downtown. They may be designed as a public mews designed for the comfort and safety of pedestrians, with a minimum width of nine metres, or incorporated into an open space feature. Some may be located on private land but shall be publicly accessible. See Section 5 for further policies regarding mid-block pedestrian connections.

4.2.9 To further improve the pedestrian realm south of the rail corridor, the City shall seek to reduce and minimize the number of driveways on Gordon Street, Wellington Street and Wyndham Street south of Farquhar Street as redevelopment occurs. Access to new development shall be encouraged to be located on Secondary Streets and Local Streets.

4.2.10 In addition to securing the rights-of-way in accordance with the requirements of Table 1, the City may require additional lands at intersections to provide for turning lanes and other special treatments, where warranted. Such additional right-of-way requirements shall be kept to the minimum and shall be determined at the time of the design of the road facilities and will become part of the required right-of-way.

4.3 Public Transit

- 4.3.1 The new Downtown Transit Terminal will establish a single central transit hub and play a critical role in implementing the City's Transit Growth Strategy. The City shall continue to work with VIA, Metrolinx, inter-city transit providers and other stakeholders to ensure all planned transit functions of the Downtown Transit Terminal are accommodated and coordinated in an efficient manner that supports the broad objective to create an attractive and transit-oriented Downtown. The City shall also continue to work with Downtown property owners, employers and residents to capitalize on the Transit Terminal and monitor its impacts it may have on its immediate surroundings.
- 4.3.3 The Major Transit Station area identified in Schedule A is intended to accommodate the components of the Transit Terminal, including but not limited to the historic VIA train station, bus stops, passenger waiting and transfer areas, train platforms, a passenger pick-up and drop-off area, a pedestrian tunnel under the tracks, and parking facilities for cars and bicycles. Carden Street and Farquhar Street, east of Wyndham Street, will have important roles in supporting the functions of the Transit Terminal. Carden Street should be designed to accommodate high volumes of bus traffic, while Farquhar Street should be designed to accommodate high volumes of vehicular traffic; both streets should accommodate high volumes of pedestrian traffic to and around the station.
- 4.3.4 A connection linking Neeve Street to Farquhar Street may be required to facilitate vehicular and pedestrian circulation associated with the Downtown Transit Terminal.
- 4.3.5 The City may implement transit priority measures on Primary Streets, Downtown Main Streets and in the immediate vicinity of the Major Transit Station, such as signal priority and queue jumping lanes.

4.4 Trail and Bicycle Network

4.4.1 All streets Downtown shall be designed for the safety, comfort and convenience of cyclists.

4.4.2 Schedule A identifies the streets intended to accommodate on-street bicycle facilities. Proposed bicycle lanes are intended to be built as existing streets are improved and generally shall have a minimum width of 1.5 metres but not less than 1.2m.

4.4.3 Bike parking facilities shall be provided at all major public destinations Downtown, including the Downtown Transit Terminal, City Hall, the existing and proposed main library, parks, schools, cultural facilities, other public institutions and retail streets. A sheltered bike lock-up facility should be provided within the Transit Terminal.

4.4.4 All office and apartment buildings shall include secure, indoor private bicycle parking and storage facilities. The Zoning By-law shall establish minimum requirements for bicycle parking. Major office developments shall be encouraged to include change rooms, showers and lockers for bicycle commuters.

4.4.5 It is the City's objective to provide a continuous recreational trail, interrupted only by streets, for cycling, walking, jogging and in-line skating along the west side of the river's edge between Royal City Park and Goldie's Mill Park, and on the east side of the river, south of the Guelph Junction Railway. To this end, the City shall acquire land for such purposes through the dedication of parkland at the time of development, public easements or other methods of acquisition including outright purchase. In addition or alternatively, the City may incorporate portions of the trail within street right-of-ways.

4.4.6 The City shall work with the Guelph Junction Railway and landowners to provide a route for cyclists and pedestrians between the Speed River and Huron Street.

4.5 Parking

4.5.1 Downtown shall continue to be served by a range of parking facilities, including but not limited to above-ground and below-ground parking structures, small public and private parking lots, and on-street parking. The City shall continue to play an active role in the supply of off-street parking in the Downtown. As lands are redeveloped and the Downtown population increases, the City shall continue to acquire, operate and pursue development of public parking facilities in the general locations identified in Schedule A and potentially in other locations.

4.5.2 As a priority, the City shall develop a public parking structure on the Wilson Street lot.

4.5.3 The City may reduce or exempt any requirement for private off-street parking for development in Downtown provided there is adequate alternative parking. A development agreement or cash-in-lieu of parking, or other financial contribution policy, may be required where a development proposal is granted an exemption or is permitted to reduce the parking requirement in accordance with the policies of Section 5 of the Official Plan.

4.5.4 The City, in consultation with Downtown business owners and other stakeholders, shall prepare a Downtown Parking Strategy that considers at a minimum:

- a) an assessment of the current supply of parking and opportunities to improve the distribution of parking;
- b) the existing and projected future demand for parking Downtown for commercial, institutional and entertainment uses;
- c) existing and future opportunities for shared parking that maximizes the use of facilities;
- d) a cash-in-lieu of parking policy for new commercial development that reduces the requirement for on-site parking and supports the development of shared public parking facilities;
- e) an assessment of on-street parking policies, including angled parking;
- f) appropriate minimum and maximum parking standards;
- g) a long-term strategy to ensure an adequate supply of public parking across Downtown;
- h) parking management solutions, demand side solutions and optimization of existing parking stock.

5.0 >

THE PUBLIC REALM, HERITAGE AND COMMUNITY SERVICES

The streets and paths, parks and open spaces, and community and cultural facilities that make up Downtown's public realm are fundamental to the attractiveness and livability of the core and indeed the entire city. Downtown's many beautiful buildings should be matched by beautiful public spaces. The policies in this section focus on key streets as places targeted for improvements that will support Downtown land uses, functional needs and the overall aesthetics of Downtown.

Trees, landscaping and green space generally are essential beautifying elements that contribute to a high quality of life by creating settings for recreation, culture, gatherings and passive enjoyment. They also play an important environmental role. Downtown needs additional urban parkland and better access to the river. This will complement its existing two major squares and other more intimate open spaces. A diverse network of existing and new open spaces linked by enhanced streetscapes will create a more cohesive and attractive Downtown, providing new opportunities to experience the river, dine outdoors and enjoy special events and Downtown activity.

Events at the River Run Centre and the Sleeman Centre today draw many visitors to Downtown, but there are opportunities to expand the core's cultural infrastructure. The proposed main library will be a major new destination. As Downtown's population grows, other community facilities will be needed to meet the needs for meeting and recreation space.

Schedule B illustrates the Public Realm Plan for Downtown. The policies below provide direction for improving the public realm.

Objectives

In addition to supporting the Principles, Objectives and Targets in Section 2, the intent of the policies below is to:

- a) Ensure existing and future Downtown residents have access to parkland and community facilities that meet their recreational needs.
- b) Improve physical and visual access to the river's edge for all Downtown users.
- c) Establish appropriate and new settings for civic gatherings and cultural events.
- d) Increase opportunities for informal gatherings Downtown and the enjoyment of leisure activities.
- e) Protect cultural heritage resources through the use of the Ontario Heritage Act and other planning tools.

5.1 Streetscapes

5.1.1 Generally, all streets Downtown shall have sidewalks and street trees on both sides and lighting appropriate for pedestrians, cyclists and drivers.

5.1.2 The City shall review and where appropriate revise its Downtown Public Realm Plan to ensure it is consistent with the goals and policies of this plan. In updating the Streetscape Manual within the Public Realm Plan, the following shall be addressed:

- a) Coordinated street furnishings, which include benches, bike racks, bollards, bus shelters, newspaper vending machines, trash and recycling bins, banners and special lighting;
- b) Appropriate areas on Wyndham Street and Macdonell Street for outdoor patios, pedestrian movement and furnishings;
- c) Street and pedestrian-scale lighting;
- d) The design and construction standards for paving that is durable, urban and sustainable;
- e) Accessibility requirements;
- f) Street trees, including standards for street tree planting that help ensure their long term survival;
- g) The location of electrical and telecommunication cabling and above ground utility infrastructure so that their location and design contributes to an attractive public realm;
- h) The installation of public art within streetscapes.
- i) Appropriate cross-sections for key Downtown Streets which integrate and reflect the policies of this plan and the Downtown Parking Strategy.

5.1.3 The primary streetscapes identified in Schedule B include the main entry roads into Downtown. As such they should have a character that reflects the desired qualities of Downtown and reinforces physical connections between Downtown and surrounding neighbourhoods. Primary streetscapes should be lined with consistently spaced trees that help to frame the street and views to Downtown and generally beautify the approaches to Downtown. The pedestrian zones should be generous and be comprised of high quality, durable materials. Crosswalks or entire intersections should have distinct paving, different in texture and colour from the roadway, to add interest to the streetscape and signal to drivers and cyclists the likely presence of pedestrians.

- 5.1.4 Macdonell Street and Upper Wyndham Street shall be priorities for streetscape improvements. Both streets shall be redesigned and rebuilt to enhance the pedestrian realm and generally beautify these signature main streets with landscaping. The streets' boulevards should have space to accommodate restaurant patios, a clear area for pedestrians, trees and potentially planters, and street furnishings. In the context of a Downtown Parking Strategy, the replacement of angled parking on Macdonell Street with parallel parking may be considered to allow for wider boulevards and bicycle lanes. Travel lanes should be designed for high volumes of bus traffic, and reserved areas for single-unit delivery trucks should be considered. Street trees generally should be planted 6-8 metres apart on centre depending on the species used.
- 5.1.5 As properties at the south end of Downtown are proposed for redevelopment, it will be appropriate to redesign the streetscape of Wellington Street, and plan for its reconstruction, to support the mix of residential and commercial uses planned and create a pedestrian-oriented environment. Since Wellington Street west of Wyndham Street will continue to be a busy road, the pedestrian zone between future development on the north side and the roadway in this area should be a minimum of 10 metres to provide a buffer between pedestrians and vehicular traffic and accommodate restaurant patios. The pedestrian zone could be achieved partly in the right-of-way and partly through building setbacks. A double row of trees should be considered to provide further comfort to pedestrians and beautify the street. Off-peak parking in the curb lane should be considered.

5.2 Parks, Urban Squares and Pedestrian Mews

- 5.2.1 The locations, sizes and configurations of future parks and urban squares identified in Schedule B, and the alignments of trails, are conceptual and may be modified without amendment to this plan, provided the general intent of the plan is satisfied. Similarly, the locations for potential civic, cultural or community uses are notional and not prescriptive.
- 5.2.2 In addition to the open spaces identified in Schedule B, other parks and urban squares may be developed Downtown without amendment to this plan.
- 5.2.3 Given their location Downtown, the mix of uses surrounding them and the intense use they are expected to experience, new parks and urban squares should be designed as community and cultural hubs, serving multiple purposes and accommodating programmed and non-programmed activities.
- 5.2.4 A new riverfront park is planned south of Wellington Street and east of Gordon Street on lands currently occupied by commercial plazas, subject to the policies of section 6.10 of the Downtown Secondary Plan.
- 5.2.5 A new riverfront open space is planned on the 5 Arthur Street Property, to be built in conjunction with redevelopment of adjacent lands, subject to the policies in section 6.10 of the Downtown Secondary Plan.
- 5.2.6 The City, in consultation with the Grand River Conservation Authority and residents, shall prepare a Downtown Riverfront Open Space Master Plan to guide short-term and long-term improvements within the Speed River and Eramosa River corridor through Downtown. The plan shall include a holistic program for the riverfront open space system and detailed policies and guidelines to guide improvements that balance the potential flooding hazard, environmental functions, cultural uses and recreational activities envisaged for the riverfront. Specifically, it shall address the creation of a trail through the corridor designed for both utilitarian and recreational active transportation uses.
- 5.2.7 A new neighbourhood park is planned on Huron Street, to be built in conjunction with redevelopment of the adjacent industrial lands, subject to the policies of section 6.10 of this plan.
- 5.2.8 Notwithstanding the policies of Section 6 of this plan, buildings for the purposes of community, cultural or complementary ancillary commercial uses may be permitted in a park

provided such uses do not interfere with or have negative impacts on the primary functions and character of the open space.

5.2.9 Parkland shall generally be dedicated or acquired in accordance with the provisions of the Official Plan.

5.2.10 The relocation of the city's transit hub from St. George's Square creates the opportunity to re-imagine and redesign the square as a central gathering space that serves many purposes. The City, in consultation with the Downtown business community and the public, shall prepare a master plan for the square that considers:

- a) how the square can be improved to accommodate both day-to-day functions, including sitting, walking, dining, casual meeting, vehicular movement and special events that use portions of the square or its entirety;
- b) programming of uses/activities within and around the square;
- c) appropriate materials for the square that emphasize quality, durability and sustainability;
- d) a phased implementation strategy that includes short-term improvements.

5.2.11 The City intends to develop a new urban square in conjunction with the proposed main library. This square, physically and visually connected to the library, shall contain shade trees, other landscaping, seating areas and public art, and may be the subject of a design competition.

5.2.12 A crescent-shaped open space is planned on the west side of Norfolk Street, straddling Paisley Street, as originally envisioned in the Galt Plan. Each half of the open space shall be designed and built in conjunction with redevelopment of the affected properties.

5.2.13 In the event the Armoury site is adapted for other uses, a public realm plan shall be prepared for the site that includes, as part of redevelopment at the rear of the historic building, an urban square.

5.2.14 All parks and urban squares shall be designed to high standards and built with high quality materials.

5.2.15 Through the development process, the City shall establish the mid-block pedestrian mews conceptually identified in Schedule B to enhance pedestrian connectivity Downtown and to function as generous linear pedestrian-oriented spaces for passive enjoyment. Generally, they shall have a minimum width of 9 metres and may comprise public and/or private land

but shall be publicly accessible. Methods for securing and developing pedestrian mews shall be determined when sites are developed or redeveloped.

5.3 Civic, Cultural and Community Facilities

- 5.3.1 The civic government functions of the City of Guelph, County of Wellington, Provincial, and Federal Government offices shall be encouraged to retain their present prominence within Downtown. Other civic agencies and boards shall also be encouraged to remain in or relocate to Downtown. City-wide recreation, tourism and culture facilities should continue to be located Downtown such as the Sleeman Centre, City Museum, River Run Centre, Main Library, and Central Farmers' Market.
- 5.3.2 The City shall work with cultural and community organizations to establish new cultural facilities and programs Downtown. The City shall also work with the business community and cultural groups to increase the number of festivals and other events intended to attract large numbers of visitors Downtown through the development of a Downtown Programming Strategy. At a minimum, the programming strategy should address how St. George's Square and Market Square will be programmed to ensure that both public spaces are well-used active spaces. The strategy should also address key public venues such as the River Run Centre, the Sleeman Centre and private facilities, such as the Guelph Music Centre and places of worship.
- 5.3.3 As residential growth occurs Downtown, the City shall assess the need for community meeting and recreation space. If the City determines a new community centre is required to serve Downtown population, it shall identify a suitable site or building and initiate a development plan. Alternatively, the City may seek to secure community meeting or recreation space within a private development.
- 5.3.4 The City shall consider providing temporary or permanent community meeting and/or recreational space in the proposed main library.
- 5.3.5 Upon completion of the new main library, the City may consider short-term community, cultural or educational uses for the existing library building on Norfolk Street but ultimately shall prepare and implement a redevelopment plan for the site.

5.3.6 The City shall encourage the two existing schools Downtown to remain open and maintained. In the event either of them closes or is relocated, the City may seek to acquire all or part of the property for new public uses.

5.4 Cultural Heritage Resources

5.4.1 Downtown Guelph's cultural heritage resources are key assets that are important from cultural, tourism and economic development perspectives. The City shall evaluate development and building applications that involve cultural heritage resources in accordance with the policies of the Official Plan.

5.4.2 As part of the Implementation Strategy for this plan, the City, in collaboration with Heritage Guelph, will undertake a Heritage Conservation Analysis for the historic Downtown core generally west of the Speed River which will:

- a) identify additional properties for individual designation pursuant to the provisions of Part IV of the Ontario Heritage Act, with a priority placed on cultural heritage resources on key historic streets in the historic Downtown core, such as Wyndham Street, Macdonell Street and Quebec Street;
- b) identify heritage character areas within the Downtown Secondary Plan area that have the potential to be heritage conservation district(s) pursuant to the provisions of Part V of the Ontario Heritage Act. Examples of such areas may include Douglas Street and Neeve Street, north of the river.

5.4.3 The City shall also investigate the potential for a heritage conservation district pursuant to the provisions of Part V the Ontario Heritage Act in St. Patrick's Ward, which would include portions of the Downtown Secondary Plan area.

5.4.4 The City may also take additional steps to conserve the cultural heritage resources within the Secondary Plan area, including:

- a) integration of cultural heritage landscape features into the public realm or other public facilities where feasible and appropriate;
- b) implement, where appropriate, standards through the Zoning By-Law that further support the conservation of the heritage character of Downtown as outlined in the Downtown Private Realm Improvements Manual, including public views, built form provisions, materials etc.;

- c) in addition to the policies of 7.4.4, implement standards through the Zoning By-law that protect the existing heritage character of Woolwich Street/Norfolk Street/Norwich Street and surrounding area; and,
- d) the use of interpretative plaques and displays.

5.5 Public Art

5.5.1 Public art will be an important element of Downtown's public realm, adding beauty and interest to streetscapes as well as parks, other open spaces and buildings. The integration of public art in significant private developments shall be encouraged. Significant public projects, including but not limited to streetscape improvements, transit facilities, new public buildings and new open spaces, shall include or provide for a public art element.

5.5.2 The City shall establish clear wayfinding and visual signage towards and through Downtown. Signage shall be chosen that is simple, clear and legible.

5.5.3 The City shall prepare a Downtown Public Art Strategy that:

- a) Identifies appropriate locations downtown for public art installations;
- b) Identifies streetscape elements, such as paving, and street furnishings, that should incorporate public art;
- c) Establishes policies and guidelines for public art contributions from developers of private lands;
- d) Considers grants or other incentives to encourage public art projects by local artists.

5.6 Police and Emergency Services

5.6.1 The City shall ensure that as downtown grows and evolves it will continue to be served by police and emergency service facilities and personnel appropriate for the safety and security needs of downtown residents, workers, businesses and visitors.

6.0 >

ENERGY, WATER AND THE NATURAL ENVIRONMENT

Development in Downtown Guelph will help to achieve the city's goals for environmental sustainability by being compact and by encouraging walking and transit use. Further, residential and commercial buildings are major contributors to greenhouse gas emissions, so it is important that individual developments and servicing infrastructure promote energy efficiency as well as water conservation. There are also features of the natural environment that future development needs to respect, protect, and be designed to reduce the impact of natural hazards. One of those features is the Speed River where development will be directed outside the floodway areas while permitting development within the Special Policy Area.. This section contains policies regarding these key facets of the environment.

Objectives

In addition to supporting the Principles, Objectives and Targets in Section 2, the intent of the policies below is to:

- a) Efficiently use existing municipal services, municipal facilities and utilities to support growth downtown.
- b) Maximize opportunities for renewable and alternative energy generation and delivery systems such as district energy.
- c) Promote site planning, architecture, landscape architecture and stormwater management that demonstrates best practices in environmental design.
- d) Increase the amount of urban forest canopy cover Downtown.
- e) Ensure the risks to human health and safety from flooding downtown are minimized.
- f) Promote development that mitigates and adapts to climate change.
- g) Protect species at risk.
- h) Promote the clean-up of brownfields Downtown.

6.1 General Policies

6.1.1 Developers and owners of all new existing buildings shall be encouraged to determine and label building energy performance in accordance with standards as may be adopted by the City.

6.1.2 The Downtown shall contribute to the City's overall Urban Forestry targets, while recognizing its current and planned built form, by planting street trees, using methods that help ensure their long term health, and by planting and maintaining trees within City parks and open spaces.

6.2 Energy

- 6.2.1 All new development downtown shall have regard for the goals and strategies of the City's Community Energy Initiative.
- 6.2.2 The City shall work with Guelph Hydro and landowners to develop district energy (DE) systems, combining heat and power, for large-scale developments or areas within downtown, where the feasibility of such facilities has been demonstrated. Should the City and Guelph Hydro identify parts of Downtown as potential district energy areas, new development shall be district energy ready subject to the City establishing District Energy Ready Guidelines.
- 6.2.3 Where a district energy system has been established or is planned, new public buildings shall utilize the system and private development shall be strongly encouraged to connect to it.
- 6.2.4 The generation and use of on-site renewable energy systems shall be encouraged.
- 6.2.5 Development shall be designed to maximize opportunities for solar gain while respecting the built form policies of this plan.

6.3 Water, Wastewater and Stormwater

- 6.3.1 The processing and approval of development applications shall be contingent on the availability of water and wastewater capacity.
- 6.3.2 Low Impact Development (LID) measures intended to minimize stormwater run-off, including rainwater harvesting and reuse systems, bio-swales or water features, permeable paving materials and green roofs, shall be encouraged.
- 6.3.3 The City will explore opportunities to integrate end-of-pipe stormwater management storage and treatment facilities, including constructed wetlands/ponds, and LID measures into open space, amenity areas and right-of-ways, where feasible and appropriate.
- 6.3.4 All new buildings shall be encouraged to install rainwater harvesting and recirculation/reuse systems for outdoor irrigation and outdoor water uses.

6.4 Flood Plain and Natural Heritage System

6.4.1 As identified on Schedule C, a portion of Downtown is located within the regulatory floodplain of the Speed River and Eramosa River. Lands uses within the regulatory floodplain are subject to the provisions of section 4.5.1 of the Official Plan.

6.4.2 On lands adjacent to the Speed and Eramosa Rivers where a minimum buffer has not been established, an Environmental Impact Statement (EIS) shall be required in accordance with of the Official Plan. In addition the EIS shall recognize and respond to the urban context of downtown Guelph, specifically:

- a) Where applicable, the Special Policy Area floodplain policies;
- b) Existing development (including cultural heritage features); and,
- c) The principles of the Downtown Secondary Plan to create a riverfront that will accommodate cultural and recreational activities and contribute to a high quality public realm within Downtown.

6.5 Species at Risk

6.5.1 Policy 4.1.5.2 of the Official Plan applicable to areas containing species at risk applies Downtown.

6.6 Potentially Contaminated Properties

6.6.1 Section 4.5.3 of the Official Plan regarding Potentially Contaminated Properties applies Downtown. The Urban Growth Centre area is included in the Brownfield Redevelopment Community Improvement Plan.

7.0 >

LAND USE AND BUILT FORM

In addition to streets and open spaces, underlying the long-term vision for Downtown Guelph is a framework of land uses. Downtown Guelph should contain a range of uses, including office, retail, institutional, entertainment and residential. In the core of downtown, most blocks will have a mix of uses in them, and on key streets, buildings must be mixed-use, with active commercial uses on the ground floor and offices or housing on upper floors. To ensure there is a balance between employment and residential uses, some sites will be reserved for commercial or institutional uses. While there are strategic opportunities on former industrial lands for residential and mixed-use intensification that supports vibrancy in the Downtown, such intensification will be planned to be compatible with existing neighbourhoods.

Objectives

In addition to supporting the Principles, Objectives and Targets in Section 2, the intent of the policies below is to:

- a) Promote design excellence.
- b) Encourage a wide range of land uses and built forms .
- c) Capitalize on and support existing and planned transit services by concentrating higher density uses, including office uses, within a short walking distance of the Downtown Transit Terminal.
- d) Promote the development of diverse neighbourhoods in Downtown with a variety of housing choices, including units suitable for families and a significant proportion of affordable housing.
- e) Reinforce Wyndham Street, Macdonell Street and Quebec Street as Downtown's main commercial streets while encouraging retail establishments and restaurants in other areas as well.
- f) Ensure the built form of development contributes to attractive streetscapes and open spaces and supports an inviting, comfortable and active public realm.
- g) Ensure new development respects the character of downtown's historic fabric and the quality of life in surrounding neighbourhoods.

7.1 General Land Use Policies

7.1.1 Schedule C delineates the land use designations Downtown. Minor changes to the boundaries of land use designations may be permitted subject to Policy 8.3.1.

7.1.2 The following uses are not consistent with the objective of a walkable, transit-oriented Downtown and shall not be permitted:

- Drive-through facilities;
- Vehicle sales;
- New vehicle related service uses, including gas stations; and,
- Low density employment uses such as logistics or warehousing and other industrial uses not compatible with other uses planned for Downtown.

7.1.3 Notwithstanding any of the policies of this section, previously approved and existing uses Downtown shall be permitted, subject to Section 8.2 of the Downtown Secondary Plan. Nevertheless, where existing uses are not consistent with the vision, principles and goals of this plan, redevelopment shall be encouraged to be consistent with this plan.

7.2 General Built Form and Site Development Policies

7.2.1 Schedule D identifies building height ranges to be permitted within the Downtown Secondary Plan Area. In general, the predominant mid-rise built form of Downtown shall be maintained with taller buildings restricted to strategic locations, including gateways. Taller buildings in these locations will have minimal direct impacts to existing neighbourhoods and the historic core of Downtown, and they will be outside protected public view corridors. In the height ranges contained in Schedule D, the lower number represents the minimum height in storeys for buildings and the higher number represents the maximum permitted height in storeys. The maximum heights recognize the Church of Our Lady's status as a landmark and signature building; it is the general intent that no building Downtown should be taller than the height of the Church. Exemptions from minimum height requirements may be permitted for utility and other buildings accessory to the main use on a site.

7.2.2 Notwithstanding Schedule D, the Zoning By-law may establish maximum building heights lower than those shown in order to maintain the protected long views to the Church of Our Lady, as generally identified in Schedule D. The Zoning By-law shall more precisely define

the protected views and shall be amended, where appropriate, to reflect the location and scope of the views identified in Schedule D.

7.2.3 The following additional built form policies shall apply to all areas of Downtown:

- a) Generally, buildings shall be oriented towards and have their main entrance on a street or open space.
- b) Long buildings, generally those over 40 metres long, shall break up the visual impact of their mass with evenly spaced vertical recesses or other architectural articulation and/or changes in material.
- c) Mechanical penthouses and elevator cores shall be screened and integrated into the design of buildings.
- d) Generally balconies shall be recessed and/or integrated into the design of the building facade. Exposed concrete balconies generally shall not be permitted.
- e) Residential pick-up and drop-off areas and lay-bys should be located on secondary or local streets and/or laneways, and not on primary streets.
- f) Front patios for ground-floor residential units, where appropriate, should be raised to provide for privacy and a transition between the public and private realms.
- g) All buildings downtown should be finished with high quality, enduring materials, such as stone, brick and glass. Glass should be transparent or tinted with a neutral colour. Materials that do not age well, including stucco, vinyl, exterior insulation finishing system (EIFS) and highly reflective glass, shall not be permitted.
- h) The massing and articulation of buildings taller than six storeys shall moderate their perceived mass and shadow impacts, provide appropriate transitions to areas with lower permitted heights, and contribute to a varied skyline in which the Church of Our Lady is most prominent. Generally, the maximum floorplate of any floor above the sixth story, where permitted, shall be 1,200 square metres. Furthermore, the floorplates of floors above the eighth storey, where permitted, generally shall be a maximum of 1000 square metres and not exceed a length to width ratio of 1.5:1.

7.2.4 The following general policies respecting parking, loading and servicing shall apply to all areas of downtown:

- a) Entrances to parking and servicing areas generally shall be on Local Streets, Secondary Streets or Laneways and should be consolidated wherever possible to maximize and accentuate building frontages and front yards and minimize the number of curb cuts. Shared driveways between two properties shall be encouraged.
- b) Loading and service areas generally shall be located in the interior of a development block, at the rear of building, where possible. Enclosed loading and servicing areas shall be encouraged. Where loading and servicing is visible at the rear or side of a building, it shall be screened.
- c) Parking for apartment dwellings, including visitor parking, generally shall be located in underground or above-ground structures or surface parking lots at the rear of the building, unless other arrangements for off-site parking have been made to the City's satisfaction.
- d) Requirements for on-site parking for institutional, office and retail uses may be waived or reduced, subject to the planned Parking and Road Space Strategy. Where parking for such uses is provided on site, it shall be located in underground or above-ground structures or surface parking lots at the rear of the building. However, new office or institutional buildings, with or without other uses on the ground floor, generally shall include at least one level of underground parking.
- e) Except in Residential 1 Areas, generally no parking shall be permitted between the front of a building and the street to help create pedestrian-friendly streetscapes.

7.2.5 The following policies shall apply to above-grade parking structures:

- a) Parking structures generally shall be accessed by motor vehicles from a Local Street, Secondary Street or Laneway and should be located in the middle of a block where possible, behind other uses fronting the street.
- b) Parking structures on a street shall generally contain active uses on the ground floor and the entire façade shall be designed to appear as fenestrated buildings, with a regular articulation of openings and materials that are consistent in type and quality with those of surrounding buildings.

- c) Auto entrances to above-grade or underground parking structures on public streets shall be integrated into the design of the building.
- d) Pedestrian entrances to parking structures shall be clearly identified and well lit.

7.3 Mixed Use 1 Areas

7.3.1 Mixed Use 1 areas, as identified in Schedule C, are intended to accommodate a broad range of uses in a mix of highly compact development forms. Development within this designation shall contribute to the creation of a strong urban character and a high-quality, pedestrian-oriented environment. Active uses that enliven the street are encouraged to locate on the ground floors of buildings and on key streets shall be required.

7.3.2 The following uses may be permitted:

- a) retail and service uses, including restaurants and personal service uses;
- b) multiple unit residential buildings, including apartments, and townhouse dwellings ;
- c) live/work uses;
- d) business and professional offices including medically related uses;
- e) entertainment and recreational commercial uses;
- f) community services and facilities;
- g) cultural, educational and institutional uses;
- h) public parking;
- i) hotels;
- j) park space, including urban squares; and,
- k) other employment uses that meet the intent of the principles, objectives and policies of the Downtown Secondary Plan and which are compatible with surrounding uses in regard to impacts such as noise, odour, loading, dust and vibration.

7.3.3 The minimum floor space index (FSI) in Mixed Use 1 areas shall be 1.5, except on properties fronting Elizabeth Street, where the minimum FSI shall be 1.0.

7.3.4 On key streets, active frontages will be achieved to reinforce the role of these streets or portions of streets as commercial, pedestrian-oriented, urban streetscapes. The following shall apply to development on properties where active frontage is required, as identified in Schedule C:

- a) Retail and service uses, including restaurants and personal service uses, or entertainment uses shall generally be required on the ground floors of all buildings at the street edge.
- b) Professional offices and community or social services are also permitted on the ground floors of these properties; however, such uses shall be encouraged to locate in other locations Downtown to ensure Downtown's main streets maintain a strong retail character. The Zoning By-law may restrict the size of such uses and/or their width along the street to ensure they do not detract significantly from the intended commercial function of the street.
- c) Buildings shall contribute to a continuous street wall that has a minimum height of 3 storeys, with infrequent and minimal gaps between buildings.
- d) The width of stores and the frequency of store entrances shall contribute to a continuously active public realm and give the street wall a visual rhythm. The width of stores and restaurants may be limited through the Zoning By-law to ensure a rhythm of commercial entrances and avoid long distances between commercial entrances.
- e) Ground floor heights generally shall be a minimum of approximately 5 metres floor to floor, and windows shall correspond appropriately to the height of ground floors. Generally, a large proportion of the street-facing ground floor wall of a new mixed-use building shall be glazed.

7.3.5 Generally buildings in Mixed Use 1 areas shall be built close to the front property line to help frame and animate adjacent streets. The Zoning By-law shall establish build-to lines on streets where active frontages are required. On all other streets minimum and maximum setbacks shall be established. The Zoning By-law may include limited exceptions to the build-to lines and maximum setbacks while ensuring that a consistent streetwall is extended, maintained or established.

7.3.6 To respect the historic character of downtown and ensure a human-scale pedestrian realm, buildings taller than 4 storeys in Mixed Use 1 areas shall have a minimum stepback above the fourth storey of 3-6 metres from the front of the building, except on Gordon Street and Wellington Street, where the stepback of 3-6 metres will be required above the sixth storey.

7.3.7 All buildings shall reflect their urban context and should have detailed and well articulated street level façades with high quality materials. Blank walls facing a street or public open space shall be avoided.

7.3.8 Generally, entrances to non-residential uses shall be flush with the sidewalk, for ease of access and to maintain a strong relationship to the street.

7.4 Mixed Use 2 Areas

7.4.1 Mixed Use 2 areas, as identified in Schedule C, are those areas of downtown that were historically mostly residential with a mixture of housing styles but have evolved to accommodate a range of uses, many in partially or fully converted houses. Therefore the predominant character of this area is of low-rise buildings that are residential in character, with landscaped front yards, and small-scale, visually unobtrusive commercial signage. In addition, many of the existing buildings and properties in these areas are of cultural heritage value or interest and contribute to Downtown's unique identity. As land uses evolve, the predominant character of Mixed Use 2 areas should be maintained.

7.4.2 The following uses may be permitted in Mixed Use 2 areas:

- a) small-scale retail uses and convenience commercial;
- b) personal service uses;
- c) detached, semi-detached and duplex dwellings, townhouses and multiple unit apartment buildings;
- d) live/work uses;
- e) professional and medically related offices;
- f) community services and facilities;
- g) cultural, educational and institutional uses;
- h) small-scale hotels; and
- i) park space, including urban squares.

7.4.3 The minimum floor space index (FSI) in Mixed Use 2 areas shall be 0.6.

7.4.4 To maintain the general character of Mixed Use 2 areas, development shall adhere to the following:

- a) Development shall be compatible with the character of the surrounding area and respect the character of neighbouring buildings in terms of their scale, materials, articulation, landscaping and relationship to the street.
- b) Building setbacks shall be generally consistent with those of neighbouring buildings within the Mixed Use 2 area.

- c) Parking and servicing areas shall generally be located at the rear or side of buildings. Parking shall generally not be permitted between the front of a building and the street.

7.5 Institutional or Office Areas

7.5.1 Institutional or Office areas include those properties in the heart of downtown occupied by significant civic, cultural and other public institutions or an office building. They also include properties close to the Downtown Transit Terminal where a concentration of major office and institutional uses would optimize use of the terminal.

7.5.2 Generally the following primary uses may be permitted in Institutional or Office areas:

- a) professional offices including medically related uses;
- b) entertainment and recreational commercial uses;
- c) community services and facilities;
- d) cultural, educational, civic and institutional uses;
- e) hotels; f) park space, including urban squares; and,
- g) other employment uses that meet the intent of the principles, objectives and policies of the Downtown Secondary Plan and which are compatible with surrounding uses in regard to impacts such as noise, odour, loading, dust and vibration.

7.5.3 In addition to the primary uses above, the following uses may also be permitted where they are secondary to the main institutional or office use on the site:

- a) retail and service uses, including restaurants and personal service uses; and,
- b) public parking.

7.5.4 Institutional or Office areas downtown are occupied by buildings that are expected to remain for the life of this plan, with the exception of the areas between Farquhar Street and Fountain Street, where there is greater potential for redevelopment and a desire for improved conditions on Wyndham Street. Additions or alterations to existing institutional and office uses shall be permitted, provided they do not significantly change the function or form of the use and have regard for the land use and built form policies that apply to adjacent land use areas. New development in the Institutional or Office Area south of Farquhar shall be subject to the density and built form policies applicable to Mixed Use 1 Areas, specifically Policies 7.3.4-7.3.8.

7.6 Major Transit Station

7.6.1 The Major Transit Station is intended to accommodate the various components of the Downtown Transit Terminal, in accordance with the policies of Section 4.3 of the Downtown Secondary Plan. In addition, ancillary uses shall also be permitted, including but not limited to retail establishments, restaurants, cafes and business offices.

7.7 Residential 1 Areas

7.7.1 Residential 1 areas include portions of broader residential neighbourhoods that extend into Downtown. They are mostly occupied by low-rise forms of housing, including detached and semi-detached houses, townhouses and apartment buildings. The intent is to generally maintain the character of these areas.

7.7.2 Notwithstanding Schedule D, the Zoning By-law may establish maximum building heights of 3 storeys in Residential 1 Areas to ensure new development is compatible with the surrounding neighbourhood.

7.7.3 The policies of Section 8.3.3 of the Official Plan, applicable to General Residential – Built Up Area shall apply to Residential 1 areas.

7.7.4 In addition to the General Residential – Built Up Area policies, it is the intent of the Downtown Secondary Plan that the existing properties containing small-scale employment uses in the area east of the Speed River may continue and be recognized through the Zoning By-law, where impacts, such as noise, odour, loading, dust and vibration, on surrounding residential uses are minimal.

7.8 Residential 2 Areas

7.8.1 Residential 2 areas are those areas within downtown where, based on the location, size and configuration of properties, high density forms of housing are appropriate. The following uses may be permitted:

- a) multiple unit residential buildings, including apartment buildings;
- b) townhouses;

- c) convenience commercial uses with a gross leasable area not greater than 300 square metres;
- d) live/work uses;
- e) community services and facilities; and
- f) park space including urban squares.

7.8.2 The minimum floor space index (FSI) in Residential 2 areas shall be 1.0.

7.8.3 In addition to the general policies of Section 6.2 of the Downtown Secondary Plan, the following built form policies shall apply to development in Residential 2 areas:

- a) Buildings shall be massed to minimize as much as is practical the extent and duration of shadows on parks, adjacent residential uses, other public open space, private amenity space and retail streets in the spring, summer and fall.
- b) Where buildings greater than 6 storeys are permitted, the portion of a building above the sixth storey shall be stepped back a minimum of 3 metres from the edge of the building fronting a public street or park.
- c) All buildings should have detailed and well articulated street level façades with high quality materials. Blank walls facing a street or public open space shall be avoided.
- d) Apartment buildings generally shall not be more than 60 metres long, and blocks of townhouses generally shall not be more than 40 metres long.
- e) Apartment buildings in Residential 2 Areas generally shall incorporate 1-2 storey grade-related units (e.g. townhouses).

7.9 Parks and Open Space

7.9.1 Parks and Open Space shall be developed in accordance with the policies of Section 5.2 of the Downtown Secondary Plan. The following uses may be permitted:

- a) public and private recreational uses and facilities;
- b) parks;
- c) conservation lands;
- d) complementary uses, including cultural facilities.

7.9.2 Lands intended for parks and open space along the Speed River shall be subject to the policies of section 5.4 and 7.10 of the Downtown Secondary Plan and the Natural Heritage System policies in Part 1 of the Official Plan.

7.10 Future Park Policy Areas

7.10.1 The Future Park Policy Areas conceptually identified on Schedules B and C are significantly-sized lands that the City intends to bring into the public park system during the life of the Downtown Secondary Plan while allowing legally existing uses to continue in the interim.

7.10.2 The policies Parks and Open Space Policies of Section 7.9.1 of the Downtown Secondary Plan shall apply to the Future Park Policy Area.

7.10.3 Future Park Policy Area A

Future Park Policy Area A will be brought into public ownership and built in conjunction with redevelopment of adjacent lands.

7.10.4 Future Park Policy Area B

The Future Park Policy Area B will be brought into public ownership and built in conjunction with redevelopment of adjacent lands. The park shall include a continuous river's edge path for pedestrians and cyclists. The park should maintain heritage features and/or interpretation, high-quality landscaping, sitting areas and other amenities for surrounding residents.

7.10.5 Future Parks Policy Area C

- a) The creation of a new park on the south side of Wellington Street will open up the riverfront, and, with passive and some active recreation uses, provide a playground for residents of Downtown and the larger city. The park will also extend and complement Royal City Park, advancing a linked open space system which will extend to York Road Park, John Galt Park and beyond. Furthermore, it will complete an important active transportation trail along the Speed and Eramosa River Corridors. With the population in the Downtown planned to more than quadruple by 2031, more parkland will be needed to provide the green space and recreational amenities residents and Downtown workers need for a high quality of life. The park will become a signature place that fundamentally changes the experiences of arriving, living and visiting Downtown.

- b) The Future Park Policy Area C designation in the Secondary Plan area also recognizes that the lands are currently used as commercial plazas, which may continue to function in their existing capacity for the foreseeable future, while anticipating that over the lifetime of this plan it is the City's intent to establish a new park on these lands.
- c) In addition to the uses permitted by the Parks and Open Space policies of 7.9.1 of the Downtown Secondary Plan, this designation permits and recognizes the existing commercial plazas and associated uses, including restaurants and offices, and will allow these uses to continue until such time as part or all of the lands are brought into the public parks system and developed for park uses. Additions or other significant improvements to the existing uses shall be discouraged and not permitted by amendments to the Zoning By-law.
- d) In addition to the uses permitted by this designation, in a limited area, generally near the intersection of Gordon Street and Wellington Street, small-scale commercial development in keeping with the intended use of the future park, such as a restaurant, may also be permitted. If parking is necessary, it shall be limited and located along Gordon Street.
- e) The City will develop an acquisition strategy for the lands to identify when and how it intends to acquire the affected properties. In considering the timing of acquisition, the City shall have regard for the goals of this plan, including the goal to maintain a minimum parkland supply of one hectare for every 1,000 residents Downtown. Prior to development of the new riverfront park, the City shall prepare design guidelines in consultation with Downtown residents and business owners and shall consider a design competition for the park.

7.11 Special Policies Applicable to St. Patrick's Ward

- 7.11.1 The area east of the Speed River includes a portion of the St. Patrick's Ward community ("The Ward") containing a mix of land uses including existing and former industrial lands. The Ward's unique, diverse and eclectic qualities result from its origins as a neighbourhood where places of employment and working-class houses existed side-by-side. The Ward is characterized by a mix of small lots, modest homes and historic industrial buildings, interspersed with neighbourhood-scale commercial and institutional buildings. Although the viability of neighborhood-scale shopping has declined recently, its legacy remains in both the architecture and memories of residents. In addition, its fine-grained pattern of narrow streets, angled streets, trails and laneways contribute to its walkability. Existing and former industrial sites are planned for redevelopment to both support growth objectives for Downtown and enhance The Ward as a neighbourhood. As land uses evolve, the character of The Ward's existing residential areas should be maintained.
- 7.11.2 As redevelopment adds more compatible uses and housing diversity to the neighbourhood, it should bring new public spaces, new connections for pedestrians, cyclists and vehicles, and other amenities. In considering development proposals in The Ward, the City shall have regard for the following overarching objectives for the community:
- a) Relocate remaining heavy industrial uses.
 - b) Identify, conserve and re-use significant heritage structures.
 - c) Clean-up contaminated sites.
 - d) Provide transitions to the general character of the low-rise areas of the community.
 - e) Ensure the use and form of development is compatible with its existing and planned surroundings.
 - f) Increase the quantity and quality of parkland and other public open spaces.
 - g) Improve connections through the neighbourhood, to the riverfront and along the riverfront for pedestrians and cyclists.
 - h) Minimize and mitigate traffic impacts from new developments.
 - i) Ensure the community contains a mix of housing types, sizes and forms to accommodate households of all sizes and incomes.
- 7.11.3 As identified in Schedule C, there are two large sites within The Ward neighborhood that represent significant opportunities for redevelopment: the 5 Arthur Street property and the properties at 64 Duke Street and 92 Ferguson Street. Each of these sites shall be developed based on comprehensive master plans. Therefore, in addition to any other submissions required as part of a complete planning application, prior to the rezoning and/

or site plan approval of either of these two sites or any portion thereof, a detailed Urban Design Master Plan shall be prepared for the site by the applicant to the satisfaction of the City and in consultation with The Ward community. The Urban Design Master Plan shall provide the basis for zoning amendments and site plan review and shall address the relevant policies of the Downtown Secondary Plan and the following additional items:

- a) Location of public and/or private streets and laneways;
- b) Location, size and configuration of parkland on the site;
- c) Location, uses and massing of buildings and their relationship to adjacent streets and open spaces;
- d) Built form transitions to the surrounding community;
- e) Shadow impacts;
- f) Physical and visual connections to the immediate surroundings and broader downtown area;
- g) Heritage elements to be retained
- h) Locations for heritage interpretation and/or public art;
- i) Location and lay-out of parking and servicing areas;
- j) Provision for affordable housing; and,
- k) Environmental features and elements that support the Community Energy Initiative and the policies of this plan.

7.11.11 Rezoning and site plan applications, or any phases thereof, for the 5 Arthur Street property and 64 Duke/92 Ferguson site shall demonstrate to the City's satisfaction that the proposed development is generally consistent with the applicable Urban Design Master Plan and will contribute to meeting the principles, objectives and applicable policies of the Downtown Secondary Plan.

7.11.4 The Urban Design Master Plan for the 5 Arthur Street property and subsequent development applications shall adhere to the following principles:

- a) River's Edge Open Space – Create a substantial, functional and continuous public open space generally along the side of the river well connected to surrounding streets. The open space should encourage use by the public for a variety of appropriate uses, being configured to accommodate a range of park amenities and provide a sense of safety and comfort.
- b) Network of Connections – Establish a fine-grained network of publicly accessible open spaces and routes through the site, provide connections to the river, and allow

for efficient pedestrian, bicycle and vehicular circulation. The plan should also create connections to the surrounding trails and open space system including anticipating a future pedestrian bridge across the river, generally aligned with a crossing of Wellington Street and connected to Arthur Street.

- c) Heritage Conservation and Interpretation – Reflect and respect the historic context of the neighbourhood. Conserve and reuse the historic stone building and other heritage attributes on the site. Respect and complement the neighbourhood's heritage in the new built form. Interpret and respond to the previous industrial uses, for example, through public art or other interpretive elements.
- d) Public Views – Protect key public views, including the view to the Church of Our Lady identified in Schedule D and south along Arthur Street toward the Mill Lofts building. Take advantage of other desirable views, for example, views of the CN train bridge.
- e) Sensitive Built Form – New buildings should be massed and spaced to avoid a wall effect along the river and maintain sky views from public streets and open spaces as well as neighbouring properties. Buildings should vary in height and step down to provide transition to the existing neighbourhood. Buildings should minimize shadow impacts on neighbouring properties.
- f) Pedestrian-Friendly Edges – Residential buildings should support the animation of surrounding streets and publicly-accessible open space by, for example, providing many front doors along public streets. Above-grade parking should be screened or concealed within the residential development. Surface parking should be limited and strategically located to minimize its visual impact. Garbage, recycling and loading areas should also be internal to the site.
- g) Environmental Sustainability – Development should incorporate green energy strategies and other sustainable design features. The river corridor's ecological health should be enhanced while also balancing the need for recreational uses and heritage conservation along the river's edge.
- h) Housing Mix – Development should include a mix of unit types varying in size and affordability.

7.11.5 The Urban Design Master Plan for the 5 Arthur Street property shall consider the arrangements of parks, open spaces, trails and publicly accessible routes conceptually illustrated below. The actual configuration of the site's public realm elements may differ from these options and may be refined further as the site proceeds through the development approvals process.



7.11.6 Notwithstanding policy 7.8.2 of the Downtown Secondary Plan, the maximum gross floor space index (FSI) for the 5 Arthur Street property shall be 1.5 and the minimum overall density shall be 1.2. The calculation of gross FSI shall include lands to be dedicated for public uses. The gross density parameters will be used as a basis for the Urban Design Master Plan, which will look at the site in a comprehensive manner, and be implemented through the Zoning By-law. The City may consider allowing individual parcels of development within the site to vary from the FSI minimum and maximum, provided the applicant demonstrates to the City's satisfaction that the maximum and minimum gross FSI on the entirety of the 5 Arthur Street property will be achieved.

7.11.7 Notwithstanding policy 7.3.2 of the Downtown Secondary Plan, the following uses shall not be permitted in the Mixed Use 1 areas identified on the 5 Arthur Street property:

- entertainment and recreational commercial uses; and
- hotels.

7.11.8 Commercial and institutional uses on the 5 Arthur Street property shall generally be small in scale and oriented to the surrounding community. The maximum leasable area for all commercial uses combined on the site shall be approximately 2,000 square metres. The

maximum leasable area for any individual retail establishment, restaurant, personal or business service shall generally be 300 square metres.

7.11.9 The maximum gross floor space index (FSI) for the 64 Duke/92 Ferguson properties shall be 1.2 and the minimum shall be 1.0. The calculation of gross FSI shall include lands to be dedicated for public uses. The gross FSI regulations will be used as a basis for the Urban Design Master Plan, which will look at the site in a comprehensive manner, and be implemented through the Zoning By-law. The City may consider allowing individual parcels of development within the site to vary from the FSI minimum and maximum, provided the applicant demonstrates to the City's satisfaction that the maximum and minimum gross FSI on the entirety of the 64 Duke/92 Ferguson site will be achieved.

7.11.10 The 64 Duke Street property contains a built heritage resource, formerly the Partridge Rubber Company factory that currently faces Huron Street. This built heritage resource is a 3-storey concrete, steel and brick factory that was built before 1916. Its location adjacent to the new park will provide an opportunity for the factory to become a prominent landmark. Redevelopment of this element of the property is strongly encouraged to retain and adaptively re-use this resource or significant portions of the resource subject to the Cultural Heritage Policies of the Official Plan. Prior to redevelopment the City may review and assess the cultural heritage value or interest of this building in accordance with the Ontario Heritage Act.

8.0 > INTERPRETATION AND IMPLEMENTATION

8.1 General Policies

- 8.1.1 Lands within the Downtown Secondary Plan area shall be subject to the general interpretation and implementation policies of the Official Plan and the following specific policies.
- 8.1.2 The implementation of this Secondary Plan will require a variety of tools and many actions on the part of the City, private landowners, institutions, downtown businesses and others. This section describes important tools and strategies to be used by the City in addition to the tools and strategies identified in the Official Plan. It also identifies projects and partnerships intended to implement key elements of the plan and, in the process, encourage private development and reinvestment downtown. Many of the strategies build upon previous initiatives and current investments by the City.

8.2 Design Review

- 8.2.1 The City may establish a design review committee, composed of professionals with expertise in urban design, architecture, engineering, landscape architecture and/or environmental design, or other advisory process, such as an architectural or urban design peer review process, to assist in the review of significant development proposals and capital projects in Downtown and elsewhere in the city. In reviewing significant downtown projects, such a committee or process shall be guided by the policies of this plan and shall consider the urban, architectural, engineering, landscape and environmental design aspects of the proposal.

8.3 Community Improvement

- 8.3.1 Downtown is subject to the Downtown Guelph Community Improvement Plan (DGCIP), adopted in April 2010. The City shall review the DGCIP and consider additional tools and programs intended to assist in implementing this Secondary Plan. The City may consider additional incentives for downtown development, including tax increment equivalency grants (TIEGs), a heritage property tax relief (HPTR) program, total or partial exemptions from development charges, application fee rebates, and grants for building conversions, including second-storey residential conversions, structural improvements or energy efficiency improvements. The City will also update the DGCIP to reflect the enlarged boundary of the Downtown Secondary Plan area.

8.3.2 The Urban Growth Centre area is included in the Brownfield Redevelopment Community Improvement Plan (BRCIP) which supports environmental remediation of existing contaminated sites. The City may update the BRCIP to provide specific or focused incentives towards the redevelopment of brownfields in the Downtown Secondary Plan area.

8.4 Bonusing

8.4.1 For the areas of Downtown west of the Speed River with height limits of 8 storeys and 12 storeys, as identified on Schedule D, the City may permit a maximum of two (2) additional storeys of height above the identified maximum, subject to the bonusing policies of section 9.12 of the Official Plan.

8.4.2 Priority Community benefits considered appropriate for the application of increased height in Downtown may include, but are not limited to:

- i) Contributions to riverfront parkland acquisition and development;
- j) The provision of public art;
- k) The provision of public parking;
- l) The provision of affordable housing below the 40th percentile;
- m) The conservation of cultural heritage resources contained with the Municipal Heritage Register;
- n) The provision of green buildings; and,
- o) The provision of energy and/or water conservation measures.

8.5 Special Studies and Future Initiatives

This Secondary Plan identifies a series of more detailed studies and strategic documents that will need to be developed to implement specific initiatives and generally support the policies of the plan and may result in the need to revise and amend the plan, as appropriate.

8.5.1 The City and Guelph Hydro will complete the District Energy Feasibility Study for downtown to identify opportunities and strategies for implementing effective district energy systems.

8.5.2 The City, in consultation with downtown landowners, businesses and residents, will complete a Heritage Conservation Analysis for the historic core of Downtown as described in Policy 5.4.2. The City shall also investigate the potential to designate heritage conservation district(s).

- 8.5.3 The City, in consultation with businesses and residents, may complete a Heritage Conservation District Study for the St. Patrick's Ward as described in Policy 5.4.3.
- 8.5.4 The City, in consultation with downtown businesses, will prepare a Downtown Parking Strategy, as described in Policy 4.5.4 of this plan.
- 8.5.5 The City, in consultation with the Downtown business community and city residents, will prepare a master plan for St. George's Square, as described in Policy 5.2.10 to guide short-term and long-term improvements to the square and its immediate surroundings.
- 8.5.6 As described in Policy 5.2.6, the City, in consultation with the Grand River Conservation Authority and residents, will prepare a Downtown Riverfront Open Space Master Plan to guide short-term and long-term improvements within the Speed River and Eramosa River corridors through downtown.
- 8.5.7 The City, in consultation with the city's arts community and residents, will prepare a Downtown Public Art Strategy, as described in Policy 5.5.3.
- 8.5.8 As described in Policy 3.1.6, the City will initiate a Farmers' Market Expansion and Relocation Strategy within Downtown.
- 8.5.9 As described in Policy 5.3.2, the City will work with the Downtown business community and cultural groups on a Downtown Programming Strategy intended to increase the number of cultural and other special events in Downtown.
- 8.5.10 As described in Policy 3.1.7, the City may undertake a feasibility study regarding the Armoury site.
- 8.5.11 The City will update the Downtown Public Realm Plan, as described in Policy 5.1.2, and the Downtown Private Realm Improvements Manual.
- 8.5.12 As described in policy 7.10.1, the City will prepare a Parkland Acquisition Strategy for the lands intended for a future riverfront park.

8.6 Priority Capital Projects

8.6.1 The capital projects identified below are vital elements of the plan for downtown. Each of them will have a significant and positive impact on the public realm, helping to attract more visitors downtown and, more importantly, encouraging residential and commercial development. In preparing and updating its Capital Plan and Budget, the City shall consider including and/or advancing the following projects:

- a) New Downtown Main Library, Public Parking and Public Square
- b) Parking Structure Investments: Wilson Street
- c) Upper Wyndham Street Reconstruction
- d) Macdonell Street Reconstruction
- e) St. George's Square Reconstruction
- f) Development of a new Riverfront Park

The above list may be refined and updated as part of the Downtown Implementation Strategy without amendment to this plan.

8.7 Partnerships

8.7.1 There are many opportunities for the City to work with private landowners, developers, institutions, the Downtown business community and other groups to implement key elements of the Secondary Plan. The following are strategic partnership initiatives the City should actively pursue:

- a) Redevelopment of the Baker Street Parking Lot for Residential Uses and Public Parking
- b) Redevelopment of the Fountain Street Parking Lot for Residential and/or Institutional Uses and Public Parking
- c) Armoury Relocation/Re-use Feasibility Study and Acquisition Strategy, in cooperation with the Department of National Defense
- d) Development of a Facility for a University or College Faculty or Department
- e) Development of a Business Incubator, in partnership with organizations such as the Guelph Regional Innovation Centre and the Guelph Chamber of Commerce
- f) New Annual/Seasonal Festivals or Special Events, in partnership with the Downtown business community and local cultural organizations
- g) Downtown Marketing & Tourism Strategy, Materials and Activities, in partnership with the Downtown business community

8.8 Downtown Guelph Implementation Strategy

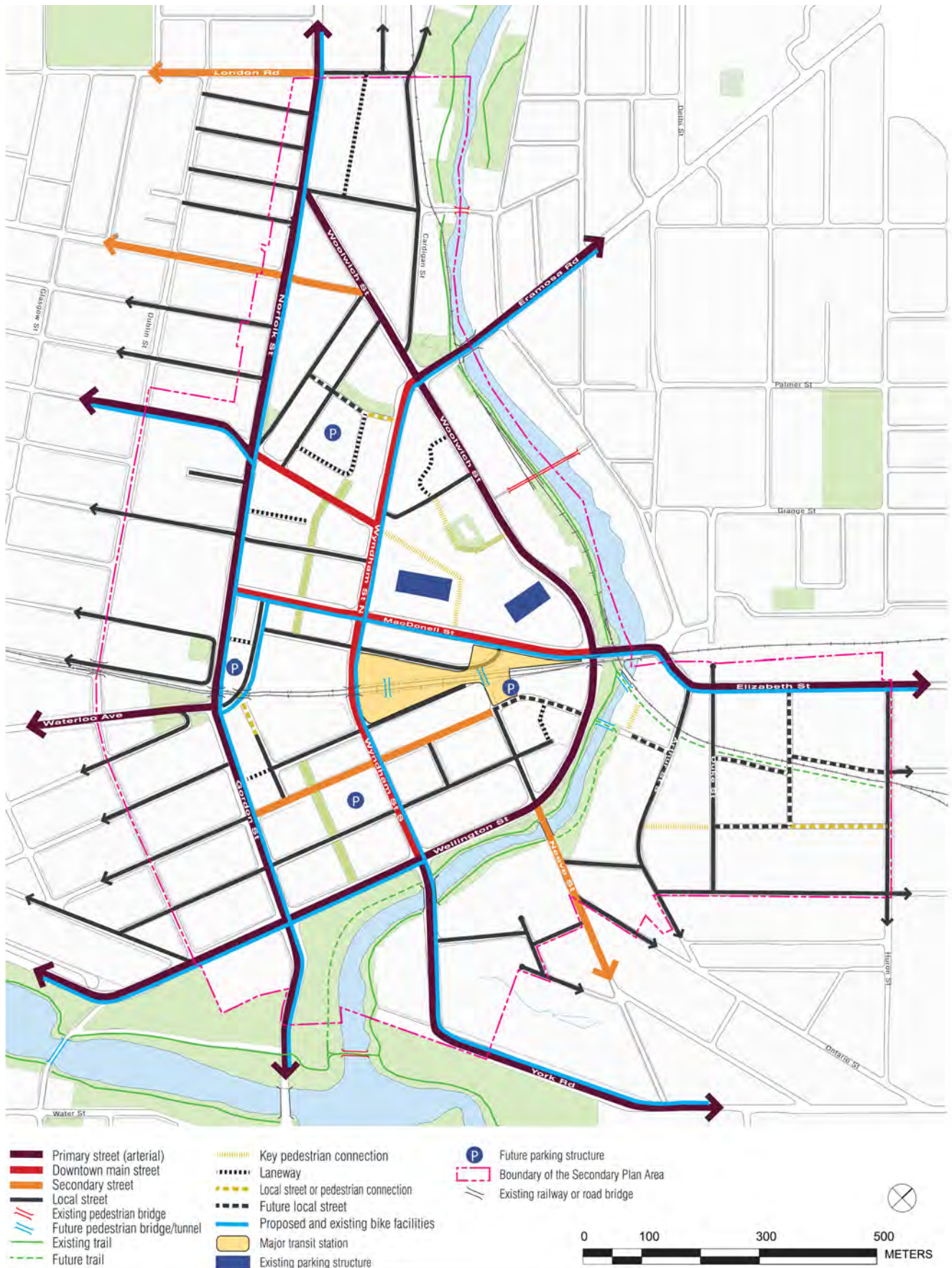
8.8.1 The City will prepare and periodically update a Downtown Implementation Strategy to coordinate and activate the implementation of this Secondary Plan, specifically components of the plan related to public infrastructure, facilities and programs, and/or which otherwise require some degree of City investment to implement. The Downtown Implementation Strategy shall generally be reviewed and updated a minimum of every five years.

8.9 Finance

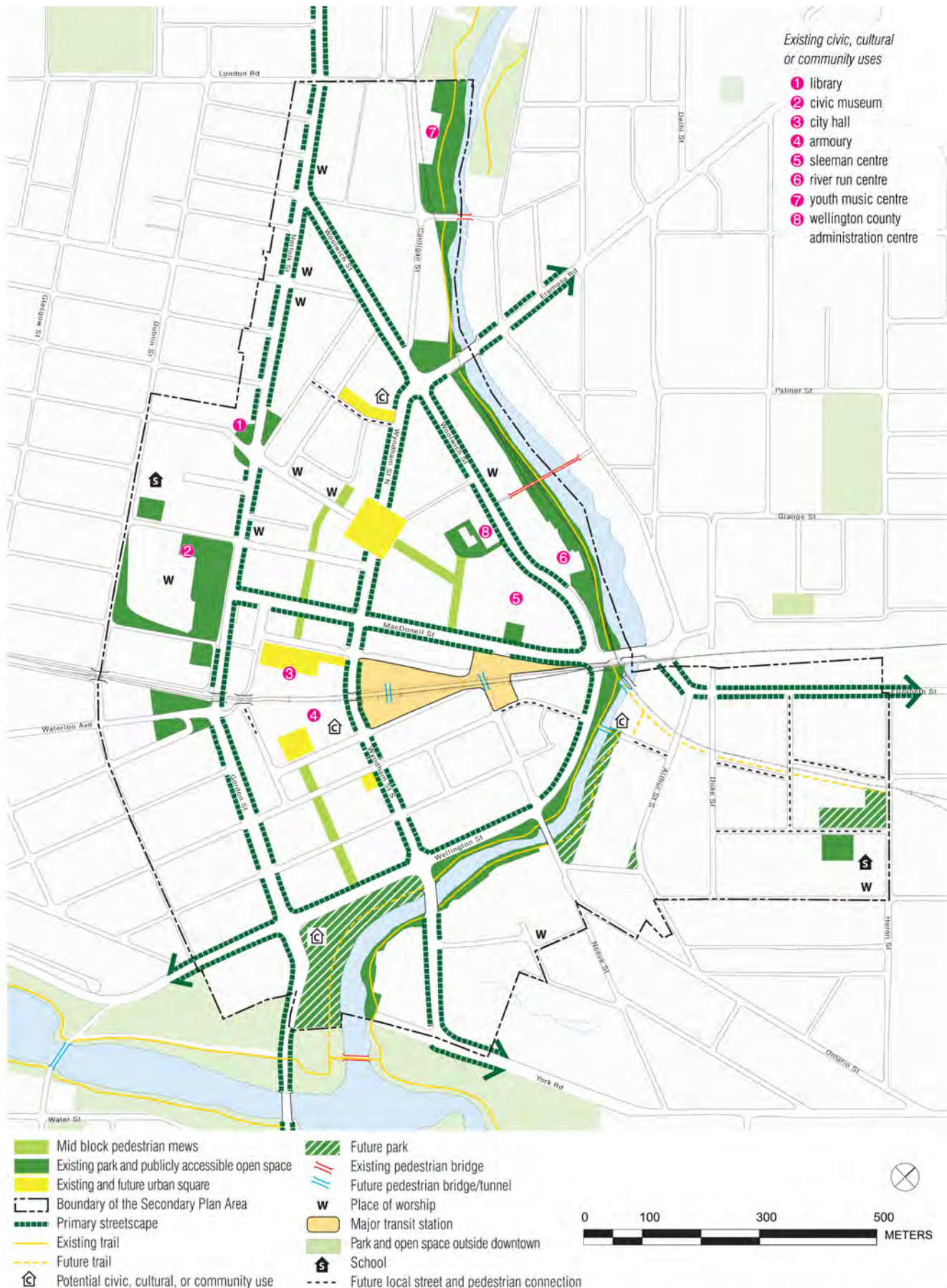
The implementation of the policies of the Downtown Secondary Plan will be subject to the capital budget and financial policies and procedures approved by City Council, as well as the availability of funding from other levels of government. Furthermore, some services are provided to the City by other levels of government.

Appendix **Schedules**

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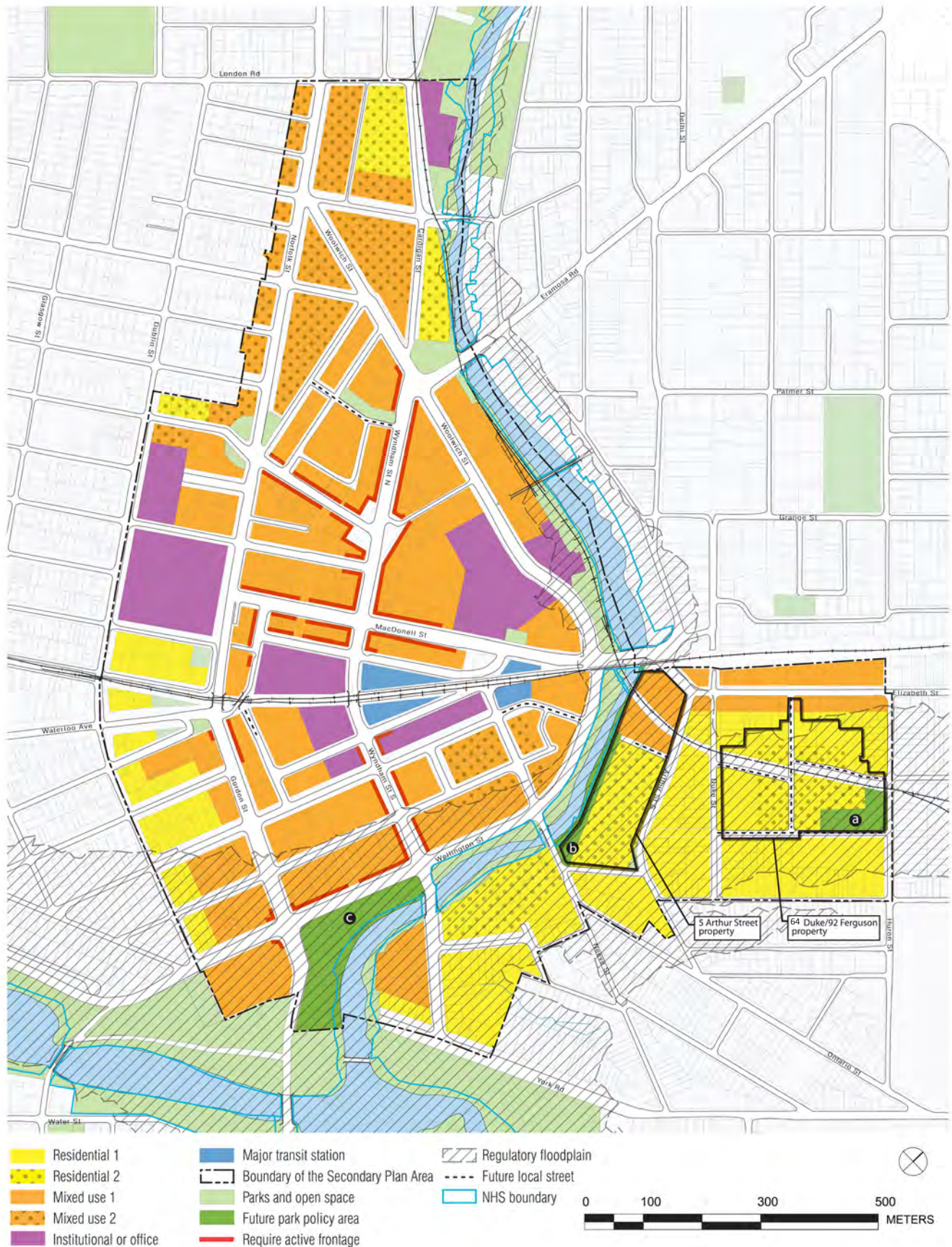


SCHEDULE A > MOBILITY NETWORK

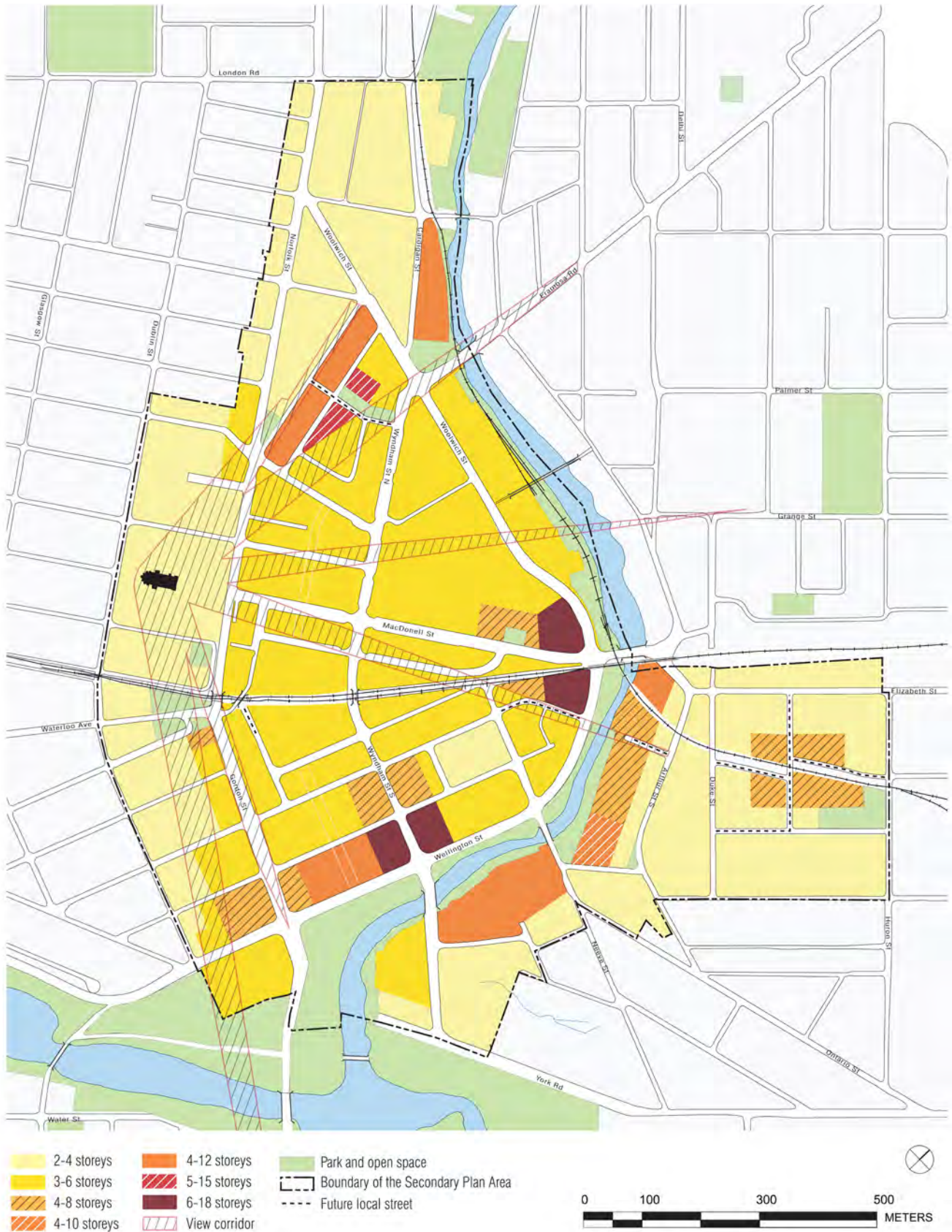


SCHEDULE B > PUBLIC REALM PLAN

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SCHEDULE D > HEIGHT PARAMETERS