

# **York Road/Elizabeth Street Land Use Study**



**Recommended  
Land Use Study**

May 10, 2021



# York Road/Elizabeth Street Land Use Study

## Table of Contents

Introduction .....	1
Background Context .....	2
Cultural Heritage .....	2
Mobility .....	3
Natural Heritage and Floodplains .....	3
Source Water Protection Program .....	4
Surrounding Areas .....	4
Planning Context .....	4
Provincial Policy Statement (2020) .....	4
A Place To Grow: Growth Plan for the Greater Golden Horseshoe (2020, Office Consolidation) .....	5
City of Guelph Official Plan .....	6
City of Guelph Zoning By-law (1995)-14864 .....	7
York Road Environmental Design Study .....	8
Community engagement .....	8
Summary .....	8
Key messages heard from the community .....	10
Land use study vision .....	12
Principles and goals of the land use study .....	12
Existing Land Use Map .....	13
Recommended Land Use Map .....	14
Land Use Study – Sub-areas .....	16
Sub-area 1 – West of Victoria Road .....	16
Sub-area 1 Residential uses .....	17
Sub-area 1 Non-residential uses .....	19
Rationale/explanations for recommended modifications to the Mixed Business designation .....	21
Sub-area 1 Height and density .....	23
Sub-area 1 Redevelopment and intensification opportunities .....	23
Sub-area 2 – Development along Victoria Road .....	23

Sub-area 2 Residential uses .....	24
Sub-area 2 Non-residential uses .....	24
Sub-area 2 Height and density .....	25
Sub-area 2 Redevelopment and intensification opportunities.....	25
Sub-area 3 – East of Victoria Road .....	25
Sub-area 3 Residential uses .....	26
Sub-area 3 Non-residential uses .....	26
Sub-area 3 Height and density .....	26
Sub-area 3 Redevelopment and intensification opportunities.....	27
Sub-area 4 – York Road frontage east of Victoria Road .....	27
Sub-area 4 Residential uses .....	28
Sub-area 4 Non-residential uses .....	29
Sub-area 4 Height and density .....	29
Sub-area 4 Redevelopment and intensification opportunities.....	29
Natural Heritage and Floodplain Hazards .....	30
Creek Characterization.....	32
Watershed Study Guidance for Land Use Planning .....	33
NHS recommendations to be implemented through development/ redevelopment .....	34
Cultural Heritage.....	34
Open space and parks .....	37
East portion of the study area.....	37
West portion of the study area.....	37
Transportation & Servicing (storm, water and wastewater) .....	37
Existing Transportation Network.....	37
Analysis .....	40
Street Network Changes .....	40
Pedestrian and Active Transportation Network Changes .....	41
Servicing (storm, water and wastewater) .....	42
Environmental Constraints .....	42
Noise, D-6 Guidelines and Transportation .....	42
Brownfield lands.....	44
Urban Structure Directions .....	44
Intensification Corridor .....	44

Employment Lands .....	44
Targets (estimated yield of people and jobs) .....	45
Preliminary Urban Design Directions .....	46
Implementation .....	46
Potential York/Elizabeth Community Improvement Plan .....	46
Brownfield CIP .....	47
Conclusions and Recommendations .....	47
Recommendations for the Municipal Comprehensive Review (MCR) and Official Plan (OP) Review .....	48
Urban Design Concept Plan Directions .....	49
Other Recommendations related to City Plans and Strategies .....	49
APPENDIX A: Background Report .....	51
APPENDIX B: - York/Elizabeth Properties recommended to be listed (as non- designated) on the Municipal Register of Cultural Heritage Properties .....	52

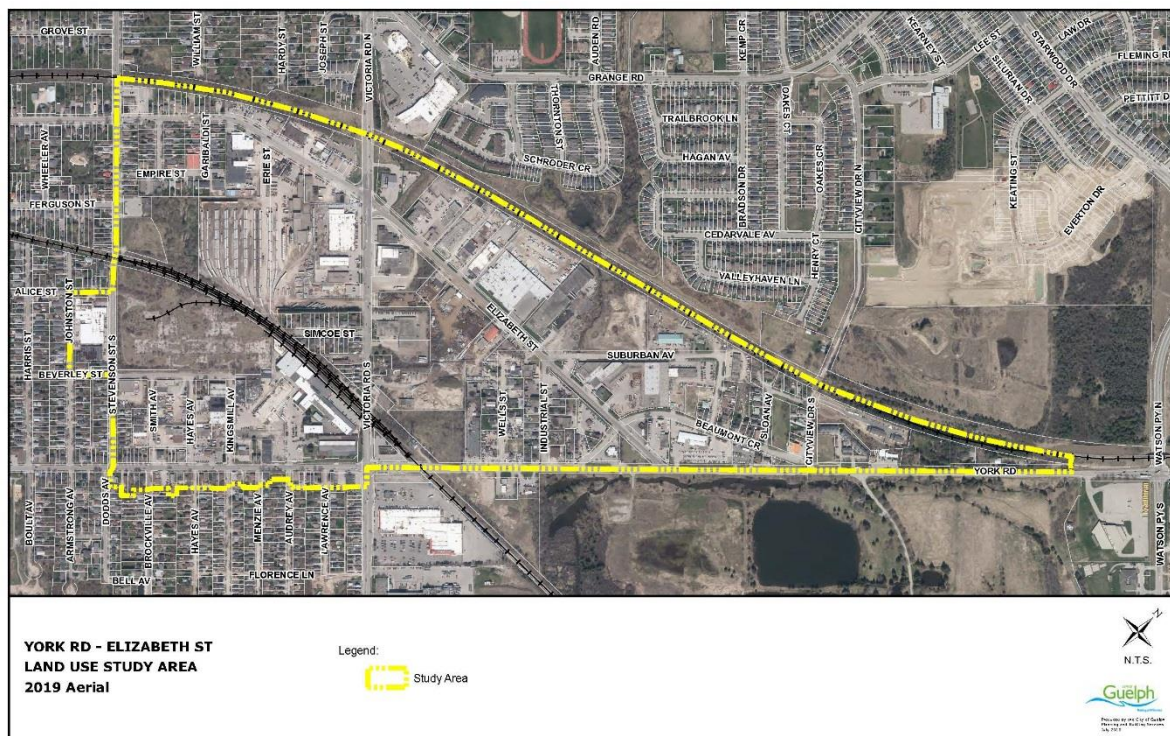
## Table of Figures

Figure 1: Aerial Photo of York/Elizabeth study area .....	1
Figure 2 Existing Official Plan Land Use Designations .....	6
Figure 3 Existing Zoning .....	8
Figure 4 York/Elizabeth Land Use Study Sub-areas.....	10
Figure 5 Existing Official Plan Land Use Designations .....	13
Figure 6 Recommended Land Use Map.....	15
Figure 7 York/Elizabeth Land Use Study Sub-areas.....	16
Figure 8 Sub-area 1 - West of Victoria Road .....	17
Figure 9 Sub-area 1 Recommended Land Uses.....	17
Figure 10 Sub-area 2 - Development along Victoria Road.....	24
Figure 11 Sub-area 2 Recommended Land Uses.....	24
Figure 12 Sub-area 3 - East of Victoria Road .....	26
Figure 13 Sub-area 3 Recommended Land Uses.....	26
Figure 14 Sub-area 4 - York Road frontage east of Victoria Road .....	28
Figure 15 Sub-area 4 Recommended Land Uses.....	28
Figure 16 Natural Heritage System (City of Guelph) .....	30
Figure 17 ANSI, Wetlands and Fish Habitat (City of Guelph) .....	31
Figure 18 ANSI, Woodlands and Valleylands (City of Guelph).....	31
Figure 19 Regulatory Floodplain (City of Guelph).....	32
Figure 20 Cultural Heritage Properties (City of Guelph) .....	35
Figure 21 - 1929 Fire Insurance Plan .....	36
Figure 22 - 1946 Fire Insurance Plan .....	36
Figure 23: Road Systems (City of Guelph).....	38
Figure 24: Rail Infrastructure (City of Guelph) .....	39
Figure 25: Accessibility (City of Guelph).....	40
Figure 26 Relative difficulty to approve sensitive land uses within the study area .	42
Figure 27 Recommended Official Plan Land Use Designations .....	48

## Introduction

The York Road/Elizabeth Street land use study area runs along York Road from Stevenson Street South (and captures part of Johnston Street), to Watson Parkway south, all bounded by the Metrolinx rail line (formerly CN rail line) to the north. The plan area also includes the south side of York Road between Stevenson Street and Victoria Road. While the IMICO lands (200 Beverley Street) are within the study area boundary, the [Council approved vision for the IMICO lands](#) will not be re-examined through this study.

Figure 1: Aerial Photo of York/Elizabeth study area



The area has roots in textiles and manufacturing and has drawn a variety of different uses over the years that include manufacturing, commercial and residential. This diverse mix has developed over the years as the City of Guelph has continued to grow and has served a unique employment role in the east end of the City.

The York/Elizabeth project consisted of three main tasks: the background report, the land use study and the urban design concept. The [Background Report](#) was provided to Council via an [Information Report on September 11, 2020](#).

This land use study has been developed after engaging with the community through an online survey, as well as engaging with internal departments and service areas and the Ward 1 Councillors. A summary of what we heard from the community is

included in this report. The land use strategy is also informed by the September 2020 background report.

This land use study:

- identifies areas to be studied as part of the Urban Design Concept portion of this project;
- provides land use direction for both the Municipal Comprehensive Review (MCR) and Official Plan (OP) Review; and,
- provides direction for other ongoing and future city projects.

## **Background Context**

The total population for the study area is 550 people with half of the housing provided in single detached dwellings. The detached and semi-detached dwellings in the study area are typically less expensive than other areas in the city, which provides in-demand housing options at more affordable prices.

There are approximately 153 businesses located within the study area, providing approximately 1,150 jobs (based on 2016 census data). Manufacturing provides a large number of jobs, however there are a variety of other small and diverse jobs dispersed throughout the area. This area appears to be operating as a type of incubator space for smaller businesses, as many small businesses with few employees were identified through the employment survey that staff undertook in early 2020.

The density of people and jobs for the study area is approximately 20 people and jobs per hectare, which demonstrates the potential for additional development, including the intensification of some employment lands. However, when exploring future development and redevelopment, understanding the area's unique history, diverse natural environment, its residents and its built form is essential. These factors will inform the development of a strategy that leverages the collective strengths of the area to improve its distinct economic functions and livability for its residents.

## **Cultural Heritage**

Some of the buildings in the area have cultural and heritage significance to the City, which should be considered with any future development. The City's draft Cultural Heritage Action Plan has identified portions of the residential neighbourhood "The Ward" (St. Patrick's Ward), west of Victoria Road, as candidate cultural heritage landscapes. Two of the candidate cultural heritage landscapes, the Ward - North and the Ward - East are partially within the study area. The study area also contains properties documented within the City's Couling Inventory and a few buildings on the Municipal Register of Cultural Heritage Properties. These properties are identified as being of historical interest for the City but are not currently designated under the Ontario Heritage Act.



## **Mobility**

Given the area's industrial legacy, key transportation routes remain prevalent in the area. There are several arterial roads in the area including York Road, Victoria Road, Stevenson Street and portions of Elizabeth Street.

Goods movement opportunities are provided in the area with the existing rail corridors (Metrolinx rail line and Guelph Junction Railway) as well as York Road, Victoria Road and the arterial portion of Elizabeth Street making up part of the City's permissive trucking routes. York Road is also part of the Provincial Highway 7 Connecting Link for interregional passenger and goods movements. In addition, the Metrolinx and Guelph Junction Railway have shaped the historic development of the area.

These transportation corridors combined with industrial uses also pose constraints in terms of the noise and air quality in the area. These uses impact where sensitive land uses (such as residential) may be developed and redeveloped. In some instances, such uses may not be appropriate, or careful consideration to the best mitigation techniques must be adhered to in order to provide good land use compatibility.

In addition to roads and rail, the area has an incomplete network of sidewalks which are mainly limited to the residential areas. The bike facilities in the area are currently limited, with a bike lane on Stevenson Street extending north from York Road, and a bike lane on Elizabeth between Stevenson Street and York Road.

Stevenson Street, Elizabeth Street, York Road and Victoria Road are part of the Cycling Master Plan and are at various stages of implementation. In addition, the Eramosa River Trail is within 500 metres of the study area and forms part of the Active Transportation Network. It is intended that York Road will be reconstructed by 2025 to include multi-use paths on both sides of the road east of Victoria Road to the city limits and bike lanes from Stevenson Street to Victoria Road.

There are also three bus routes that run through the area. The need to balance a diverse modal split that includes more frequent transit and active transportation options with goods movement is currently a challenge in this area.

## **Natural Heritage and Floodplains**

The natural features in the York Road/Elizabeth Street area will need to continue to be protected. The area contains a potential cultural woodland (which is currently being assessed by the City), significant valley lands, fish habitat, and a Regionally Significant Earth Science Area of Natural and Scientific Interest (ANSI). Hadati Creek flows through the center of the study area and a portion of Clythe Creek is present at the eastern limit of the study area. The regulatory floodplain associated with these creeks is a development constraint that may prohibit development in some instances (see Figure 19).

## **Source Water Protection Program**

The City of Guelph's Source Water Protection program has been in place since July 1, 2016. Since the City of Guelph is entirely dependent on groundwater as the source of drinking water, almost the entire City is subject to the program. The majority of the study area is in a vulnerability score of 10, which is the highest score available. Vulnerability is a term used in the program to rank the potential for groundwater contamination and the scores can range from 2 to 10. As such, any development within the study area would be subject to review under the Source Water Protection program. Depending on the type of development, the City of Guelph has a number of policies that would need to be followed to ensure that our municipal drinking water is protected. Additional details are available [on the City's website](#).

## **Surrounding Areas**

The boundary of the study area runs along the Metrolinx rail line, which provides a natural border to the north, accounts for grade differences and provides a transition to uses south of the rail corridor. North of the boundary is primarily low-density residential with pockets of high density residential, neighbourhood commercial and significant natural areas.

West of the study area is a low-density residential area known as St. Patrick's Ward. East of the study area are lands designated for industrial and significant natural area land uses.

South of the boundary (east of Victoria Road South) is the Guelph Innovation District which is subject to secondary plan policies. More specifically, the Ontario Reformatory is immediately south of the subject area.

## **Planning Context**

The following documents were reviewed to provide planning context to the Land Use Study:

- Provincial Policy Statement 2020;
- A Place To Grow: Growth Plan for the Greater Golden Horseshoe (2020, Office Consolidation);
- The City of Guelph Official Plan, 2018 ;
- The City of Guelph Zoning By-law 14864, 1995;
- Commercial Policy Review, 2019/2020; and,
- York Road Environmental Design Study.

## **Provincial Policy Statement (2020)**

The Planning Act requires that all planning decisions be consistent with the Provincial Policy Statement (PPS). The PPS sets the policy foundation for regulating the development and use of land. It provides for appropriate development while protecting matters of provincial interest including employment, housing, transportation and resource protection.

Employment areas are defined in the PPS as “those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.” They are intended to prohibit or limit residential and other sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas. Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-employment areas.

The study area does not currently have any designated employment areas, but does contain a variety of land uses that provide employment opportunities in the area. The nature of these uses have an impact on the development of the area and require an understanding of appropriate transitions to surrounding sensitive uses, such as the low-density residential.

### **A Place To Grow: Growth Plan for the Greater Golden Horseshoe (2020, Office Consolidation)**

Under the Planning Act all planning decisions shall conform with provincial plans that are in effect at the time or shall not conflict with them, as the case may be. A Place to Grow: Growth Plan for the Greater Golden Horseshoe (APTG) is the province’s plan for growth management and environmental protection within the Greater Golden Horseshoe area. APTG supports economic prosperity, protects the environment and supports a high quality of life. APTG includes population and employment forecasts and shifts development to more compact mixed-use development that provides a greater variety of housing options and greater integration between land use planning and transit.

APTG promotes:

- the efficient use of existing employment lands;
- a sufficient supply of land in appropriate locations for a variety of employment uses;
- connecting high employment densities to transit; and,
- integrating land use planning with economic development goals and strategies.

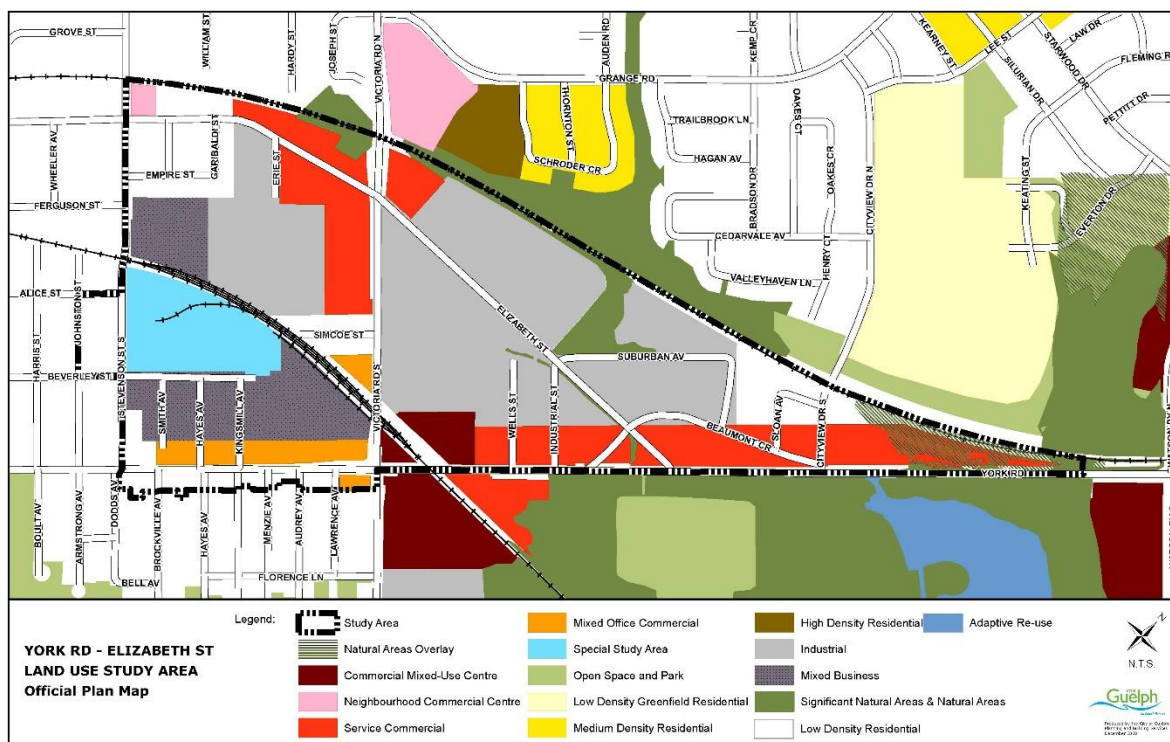
APTG outlines how employment areas are to be supported and protected to meet employment targets. The development of sensitive land uses, major retail uses or major office uses will avoid, or minimize and mitigate adverse impacts on industrial, manufacturing or other uses vulnerable to encroachment. Minimum employment density targets are to be set by municipalities for all employment areas within settlement areas. Outside of employment areas, development criteria should be established to ensure that the redevelopment of any employment lands retain space for a similar number of jobs on site. The summed densities of all of the City’s individual employment areas is to equal or exceed APTG employment targets set for the City.

## City of Guelph Official Plan

The Official Plan (OP) provides a policy framework to implement Provincial policy and chart a course for development in the city. The City is currently undertaking a Municipal Comprehensive Review process and Official Plan Review that is anticipated to be complete in 2022.

The growth management policies of the OP recognize the study area as part of the City's built-up area. Further, the land along York Road, east of Victoria Road South are currently identified as an Intensification Corridor per Schedule 1.

Figure 2 Existing Official Plan Land Use Designations



The study area includes a range of land use designations in accordance with Schedule 2 of the Official Plan, with a significant proportion designated as Industrial or Mixed Business, both of which are Employment designations. Portions of the study area along York Road and Victoria Road South are designated as Service Commercial, with a smaller component of Mixed Office/Commercial lands west of Victoria Road South, along the north side of York Road and adjacent to the Guelph Junction Railway. Pockets of low-density residential lands are also located adjacent to the Metrolinx rail line and at the northwest corner of the study area, along Stevenson Street.

The former IMICO site (200 Beverly Street) is currently designated as a Special study area and that designation will not be re-examined through this study. The City's Economic Development staff are working on next steps and plans to bring

recommendations in accordance with Council's vision for the site's redevelopment later in 2021.

### **Commercial Policy Review**

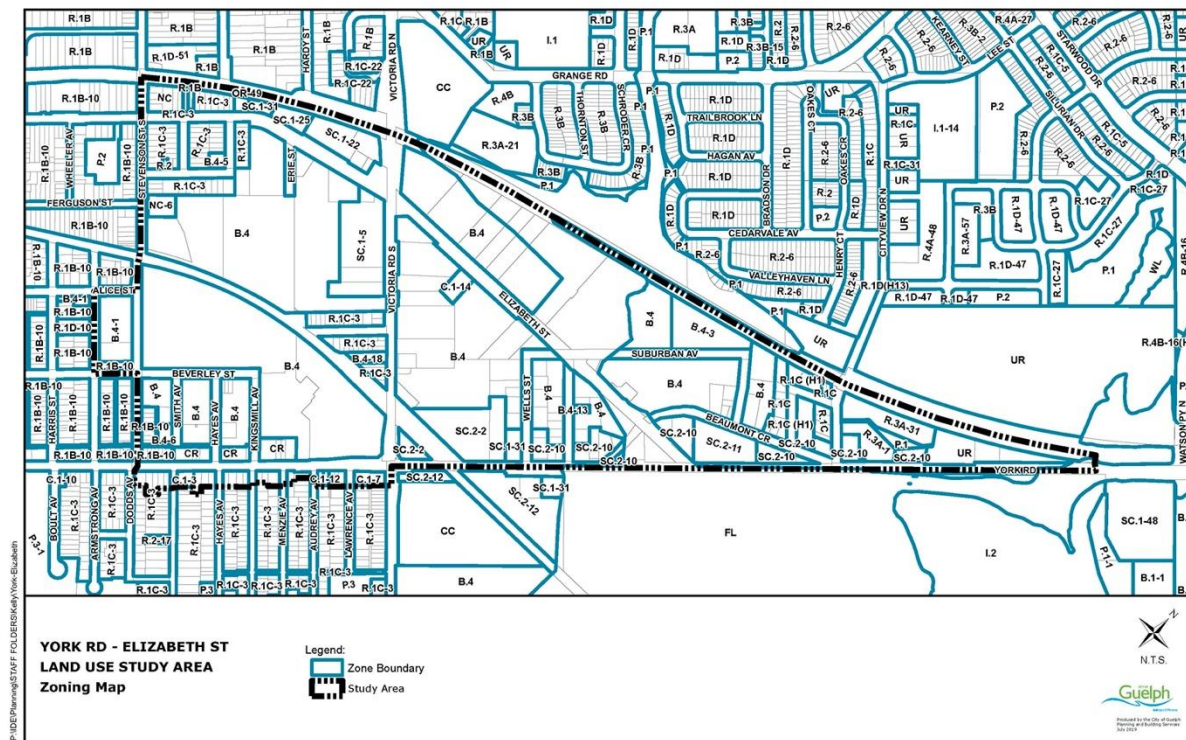
In January 2020, updated commercial policies in the Official Plan were approved by Council that guide the location, amount, and function of retail land throughout Guelph. The updated policies protect existing commercial land supply, increase the maximum commercial floor space for existing Commercial Mixed-use Centres, and designate additional lands for commercial uses to allow the City to meet its projected commercial space needs until 2031, and to plan for how needs will be met to 2041. Existing commercial land is protected by requirements for minimum commercial floor space, commercial function studies, and residential density policies.

The policies allow commercial development to evolve into mixed-use areas while protecting commercial space for the long term. Within the study area, a new Commercial Mixed-use Centre was designated on the northeast corner of the intersection of York Road and Victoria Road South. The existing Neighbourhood Commercial Centre at the southeast corner of the intersection of York Road and Victoria Road South, which is outside of the study area, was redesignated to Commercial Mixed-use Centre. Combined, these properties make up the York/Victoria Commercial Mixed-use Centre with a maximum total gross commercial floor area of 16,300 m<sup>2</sup>. Commercial Mixed-use Centres support a mix of commercial, residential and complementary uses intended to serve both the needs of residents living and working in nearby neighbourhoods and employment districts, and the wider City as a whole.

### **City of Guelph Zoning By-law (1995)-14864**

The existing zones within the study area boundary include a range of Industrial and Commercial zones with areas along the periphery zoned as Residential. Additionally, a portion of the lands are zoned Floodplain Lands. The current zoning does not reflect the changes made to land use designations since 1995.

Figure 3 Existing Zoning



## York Road Environmental Design Study

The City is planning improvements to the York Road corridor to address the current and future needs of Guelph's growing community. East of Victoria Road South, improvements proposed include:

- i) widening the road from two to four lanes
- ii) adding multi-use pathways to accommodate pedestrians and cyclists
- iii) partial relocation of Clyde Creek

West of Victoria Road South, York Road is being reconstructed to include underground servicing upgrades and will include a two-lane road, cycling lanes and sidewalks on both sides when complete.

## Community engagement

### Summary

Since the official launch of the York Road/Elizabeth Street land use study and urban design concept was initiated in January 2020, three rounds of community engagement were conducted:



## **Employment Survey**

In January and February of 2020, City planning staff (in collaboration with Business Development and Enterprise staff), conducted surveys with 87 businesses in the York Road/Elizabeth Street study area to get a better understanding of employment uses in the area. The survey posed a variety of questions related to the following topics:

- Number of full-time, part-time and seasonal employees working on-site and off-site;
- Type of business;
- Square footage of space used; and,
- Other workplace attributes such as: date established; how long they have been in their current location; monthly lease rates; and whether the business exports goods or services.

The survey was voluntary so businesses were able to decline any questions. The City used this study area to pilot the employment survey and streamline the process for a future citywide rollout of the survey at a later date. The information from the employment survey was used to inform the York/Elizabeth Background Report and this Land Use Study. The information will also be used to support the City's economic development and stimulate job creation. It is also important background information for forecasting and planning the City's infrastructure and services for citizens and businesses in Guelph.

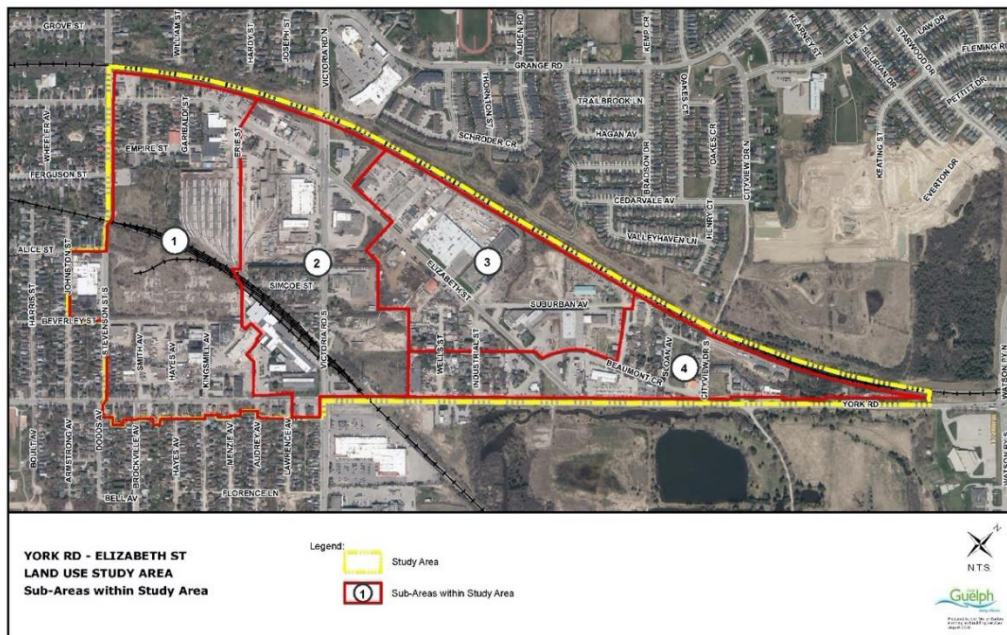
## **September/October 2020: Online Community Engagement**

Through the City's online community engagement site, Have Your Say Guelph, interested stakeholders were able to provide input into the York/Elizabeth Land Use Study through two different activities between September 17, 2020 and October 9, 2020. The online engagement allowed the community to share knowledge about the study area and thoughts about its future. A high-level summary with full data set from this round of engagement is provided on the [project webpage](#)

The study area was split into the same four sub-areas outlined in this report (see below) based on the different characteristics of each area with a mapping tool to tag specific locations in the study area:

- **Sub-area 1:** West of Victoria Road contains residential land, industrial uses, and both sides of York Road (which contain a mix of residential and Mixed Office/Commercial).
- **Sub-area 2:** Development along Victoria Road, which is predominately service commercial and industrial lands, with a Commercial Mixed-use Centre on the east side of the intersection of Victoria Road and York Road.
- **Sub-area 3:** East of Victoria Road, which is predominately-industrial lands
- **Sub-area 4:** York Road frontage east of Victoria Road includes the north side of York Road, which contains mostly service commercial lands, and a pocket of residential development along Sloan Avenue and Cityview Drive South

Figure 4 York/Elizabeth Land Use Study Sub-areas



A total of 43 responses were received and that feedback is summarized thematically here. The feedback received informed the Land Use study.

## Key messages heard from the community

### Built Form, Massing, Transition

- The existing built form is sporadic and needs a coherent vision of mixed use buildings, with varied scales. Various residential typologies should be encouraged through the land use plan.
- In residential areas there is a preference for neighbourhood or mid density residential building types.

### Beautification

- This area is an entry-way to the city that's currently without character.
- There is a lack of street trees and pedestrian amenities.

### Community Livability

- A hierarchy of greenspaces in the form of parks, parkettes are missing. Bike infrastructure should be interconnected and integrated with these green spaces.
- Proximity to the downtown, recreation trail & Royal City Jaycees Park is an opportunity.
- There are concerns with traffic safety as it relates to pedestrian and cyclists, and vehicle traffic.
- Underutilized spaces such as vacant lots are a concern.



- The traffic infrastructure and planning need to be given thought as there is a lack of pedestrian infrastructure. Parking and a hierarchy of road needs to be relooked at, including how the network interacts with the city-wide transportation network. There are also concerns with the state of repair of the existing roads.
- Transit needs to be integrated more with the area. Some feel the rail yard should be relocated.

### **Urban Change**

- Encourage commercial activity of varied scale with a focus on small business.
- The scrap metal processing and other such activities should be moved away from such a close proximity of the downtown and surrounding neighbourhoods as the city limits expands.

### **Heritage Character**

- Historic feel to some areas.

### **February/March 2021: Online Community Engagement**

Another round of online engagement took place from February 4 to February 25, 2021. Notice for the engagement was provided through City News and by mailing a notice to property owners, business owners and tenants in the study area. The online engagement allowed for the community to provide comments on the draft land use study.

During this round of engagement the City was looking to hear from the community about:

- Reactions to the draft land use study;
- Suggestions for changes to the draft land use study; and,
- Feedback on the properties proposed to be included on the heritage register.

162 people filled out the online survey. The City also received letters providing additional feedback. A high-level summary with full data set from this round of engagement is provided on the [project webpage](#). In addition, approximately 40 people attended a virtual public open house on February 18, 2021. Delegations submitted for the March 8 Council meeting were also reviewed and considered. A virtual discussion for businesses was also offered however, there was not enough interest generated to hold the event. Staff met separately with all businesses that requested a meeting.

Based on the feedback received there was general support for the land use changes, as well as the conclusions and recommendations proposed in the draft Land Use Study.

Many of the comments received related to the recommended land use designation changes for specific properties or areas, including potential impact on adjacent

uses. There was also some concern expressed regarding the direction to list cultural heritage resources. Other common topics that were raised included active transportation, road safety, parkland and thoughts on how to improve and/or create open spaces/public spaces in the study area. Collectively these topics made up the majority of the comments.

## **Land use study vision**

The York/Elizabeth area will continue to primarily support business, commercial, and industrial employment opportunities while allowing for an appropriate level and scale of residential intensification in some areas to increase population along with supporting economic and employment growth for future generations.

The industrial and manufacturing base will remain with an emphasis on incubating smaller and medium-sized employment uses.

York Road will evolve from a service commercial auto dominated streetscape to a mix of business and some residential uses that capitalize on the proximity to the Ontario Reformatory lands and York Road's evolution into a multi-modal corridor.

Victoria Road South will continue to be the boundary between two distinct neighbourhoods:

**The Ward East:** West of Victoria Road, new development will respect the area's unique, diverse and eclectic qualities resulting from its origin as a neighbourhood where places of employment and working-class housing existed side-by-side.

**East of Victoria:** East of Victoria Road will be part of an important entranceway into Guelph and will have strong connections to the historic Ontario Reformatory Lands. This area will continue to include a diversity of land uses including employment uses, commercial uses, and residential.

## **Principles and goals of the land use study**

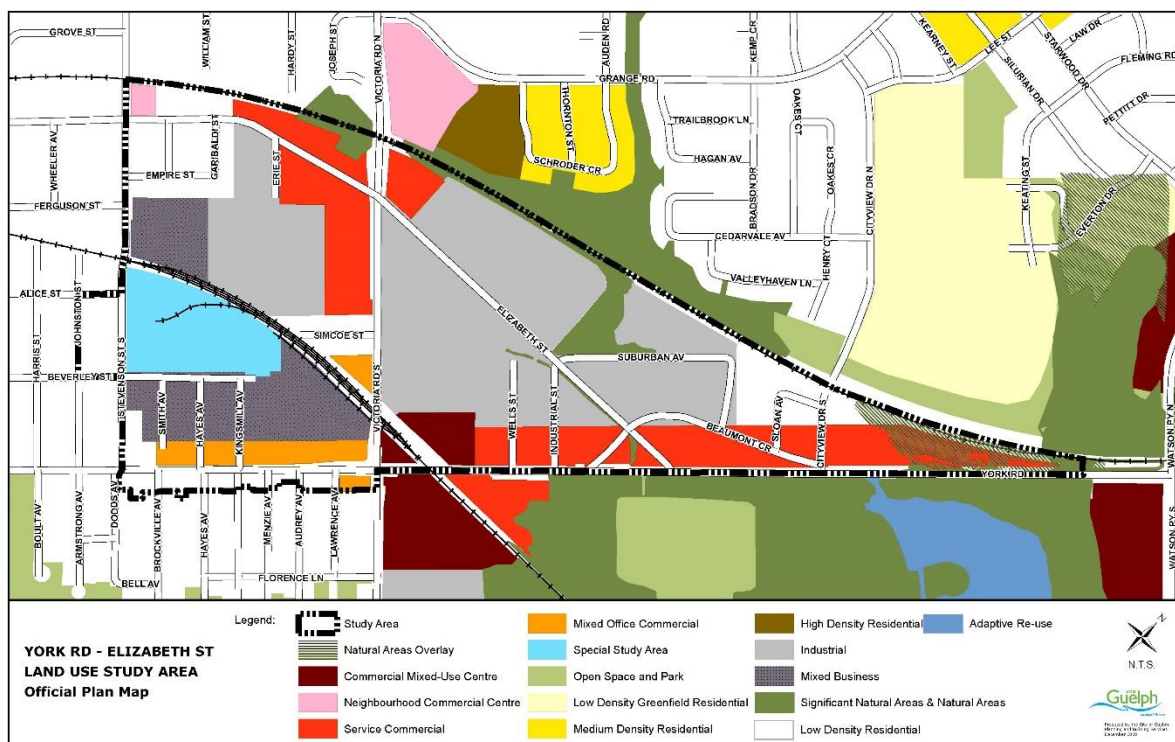
1. Provide a clear and flexible land use strategy to accommodate change and evolution while providing a degree of certainty for private and public investment.
2. Protect and support existing employment uses as well as the appropriate expansion of employment uses. Improve land use compatibility between employment, residential and railway uses.
3. Emphasize the development of smaller and medium-sized employment uses in the area to act as incubator space for the growth of businesses that will offer meaningful opportunities for job growth.
4. Support the development of commercial uses that meet the needs of businesses and residents by providing a range of stores and services with an emphasis on providing opportunities on lands fronting on to York Road east of Victoria Road.

5. Where appropriate, to ensure compatibility with existing employment uses, allow for residential development in low and mid-rise development forms.
6. Support and facilitate development and investment that contributes to the economic and social vitality of the area. Capitalize on investments into York Road and GID/Ontario Reformatory lands to the south. Along York Road ensure that redevelopment reflects its role as an entranceway to Guelph and responds to the Ontario Reformatory Lands cultural heritage landscape.
7. Ensure there is adaptable green infrastructure in physical areas and supports the City's move to be net-zero by 2050.
8. Protect and conserve the existing natural and cultural heritage resources. Ensure that new development respects existing cultural heritage resources and protects the Natural Heritage System.

## Existing Land Use Map

The study area includes a range of land use designations with a significant proportion of land designated as Industrial or Mixed Business, both of which are Employment designations. Portions of the study area along York Road and Victoria Road South are designated as Service Commercial, with a smaller component of Mixed Office/Commercial lands west of Victoria Road South, along the north side of York Road and adjacent to the GJR Railway. Pockets of residential lands are also located adjacent to the Metrolinx rail line and at the northwest corner of the study area, along Stevenson Street.

Figure 5 Existing Official Plan Land Use Designations



## **Recommended Land Use Map**

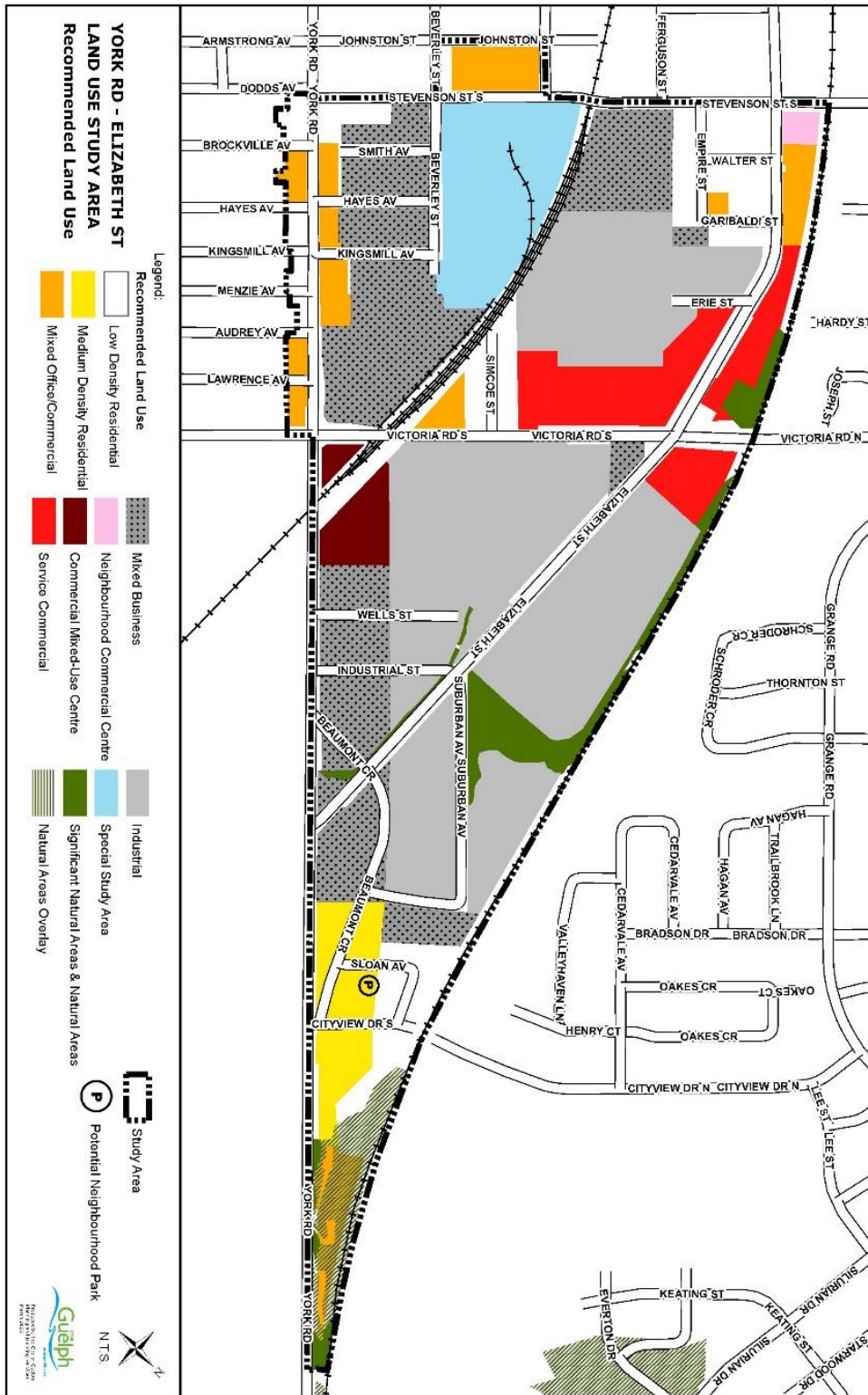
The land use study recommends that the area remain predominantly an employment area while making some notable changes along York Road to allow for intensification. Modifications to the existing Mixed Business land use designation are recommended with the intent to increase flexibility and continue to encourage small to medium sized entrepreneurial and incubator enterprises in this area. The land use study recommends modifications to land use designations to recognize existing uses, where appropriate.

Sensitive land uses, such as residential uses, should only be introduced where they will not impact the viability of existing employment uses. Future development applications for more sensitive land uses will be required to undertake land use compatibility studies.

The main recommended changes to the City's OP are:

- Revising the Mixed Business land use designation to modify the permitted uses and policies.
- Adding Mixed Business along the north side of York Road, along the east side of Clearview Street, at the intersection of Victoria Road and Elizabeth Street and to 37 Empire Street.
- Adding Mixed Office/Commercial to the north side of Elizabeth Street, west of Stevenson Street, on the south side of York Road (west of Victoria) and on the north side of York Road (east of Victoria).
- Adding Medium Density Residential to the north side of York Road between the Mixed Business designation and the Mixed Office/Commercial designation.

Figure 6 Recommended Land Use Map

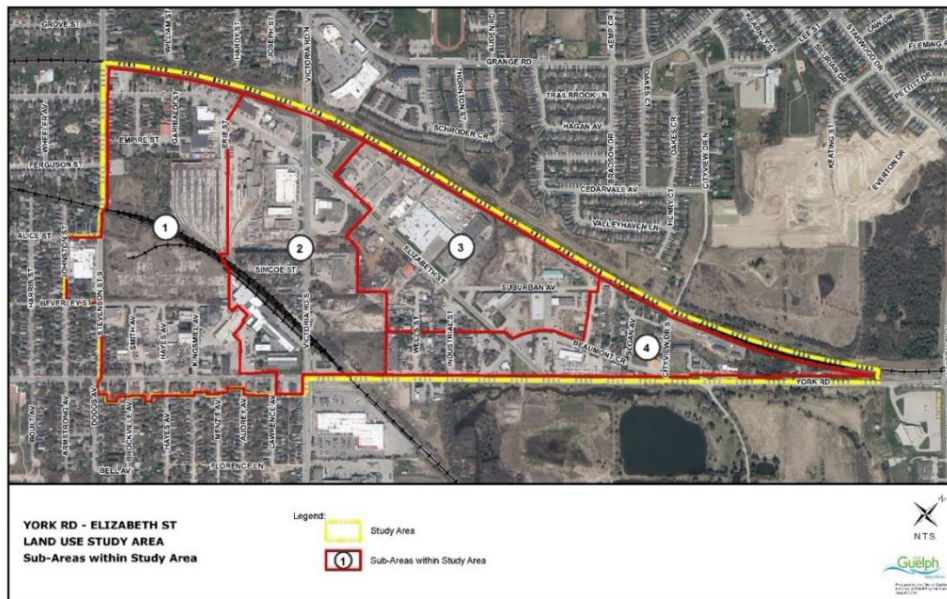




## Land Use Study – Sub-areas

The study area was divided into four sub-areas for the online community engagement that occurred in September and October 2020 and in February and March 2021. The same four sub-areas are used in the land use study to allow for each area to be examined in greater detail.

Figure 7 York/Elizabeth Land Use Study Sub-areas



### Sub-area 1 – West of Victoria Road

This area is the easterly portion of St. Patrick's Ward and includes a mix of uses including industrial, residential and commercial uses (see Figures 8 and 9). A significant portion of this area is used for employment purposes, having either an Industrial or Mixed Business land use designation.

Pockets of residential detached dwellings exist near the intersection of Stevenson Street South and Elizabeth Street; on Beverley Street (west of Stevenson Street); on Stevenson Street near York Road; and along York Road.

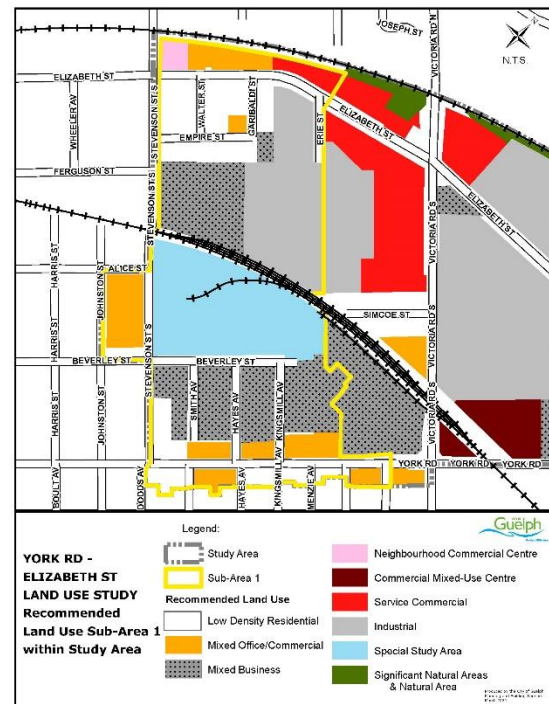
There are small-scale commercial uses throughout this sub-area including a food store at the intersection of Elizabeth Street and Stevenson Street and other commercial uses on York Road. Along the northerly side of Elizabeth Street are a mix of residential and commercial uses within detached dwellings.

While the IMICO lands (200 Beverley Street) are within this sub-area of the study area, the Council-approved vision for the IMICO lands will not be re-examined through this study. The City's Economic Development staff are working on next steps and plans to bring recommendations in accordance with Council's vision for the site's redevelopment later in 2021.

Figure 8 Sub-area 1 - West of Victoria Road



Figure 9 Sub-area 1 Recommended Land Uses



## Sub-area 1 Residential uses

In this sub-area, the low-density residential designation should be maintained where it currently exists with the following exceptions:

- 264 to 300 Elizabeth Street:** The northerly side of Elizabeth Street from 264 Elizabeth Street to 300 Elizabeth Street is currently a mix of residential uses and commercial or office uses within detached dwellings that back on to the Metrolinx rail line. It is recommended that these properties be designated Mixed Office/Commercial in order to recognize the existing use of these properties as well as allow for non-residential uses adjacent to the Metrolinx rail line. In addition, these properties have sufficient depth to accommodate a parking area in the rear to support non-residential uses. Many of the properties have existing or potential vehicular access to the rear yard to access that parking. Recognizing the existing mix of uses, as well as the proximity to the Metrolinx rail line, the Mixed Office/Commercial designation is recommended for these properties to allow for both residential and compatible non-residential land uses in this area. The objectives of the Mixed Office/Commercial land use designation are:

- To allow for a variety of freestanding small-scale commercial, office, residential and mixed-use buildings;
  - To ensure that a compatible transition in built-form is provided between uses in this designation and the surrounding residential properties;
  - To allow for a range of compatible business uses adjacent to residential areas; and,
  - To promote the continued use, revitalization and intensification of these areas for a mix of uses.
- **37 Empire Street:** This property contains an existing multi-unit building with non-residential uses such as Bella Roma Foods and Dance Spirit Studios. It is currently designated Low Density Residential and zoned B.4 Industrial. The designation of this property is recommended to be modified to Mixed Business to recognize the existing function of this property. Further, it immediately abuts an industrial use to the south and east. The mixed-business designation is an appropriate use adjacent to both industrial and residential uses as it provides for a transition between the industrial and residential land use designations.
  - **23 Garibaldi Street:** This property contains an existing non-residential building and is designated Low Density Residential and Zoned B.4-5 Industrial. The use of this property has been a catering business, known as Bite Guelph Inc. The designation of this property is recommended to be modified Mixed Office/Commercial to allow for appropriate non-residential uses to continue or to allow for it to transition to residential uses.
  - **Southerly side of York Road:** Two blocks on the southerly side of York Road. The block between Brockville Avenue and Hayes Avenue and the block between Audrey Avenue and Lawrence Avenue currently have a mix of residential uses and commercial or office uses such as a restaurant known as Na Ha Thai's Kitchen and V.A. Wood (Guelph) Inc., an office for a consulting firm. The properties on these two blocks also have existing or potential vehicular access to the rear yard for the provision of parking which could support non-residential uses. Accordingly, the designation of these lands is recommended to be modified from Low Density Residential to Mixed Office/Commercial.
  - **Johnston/Alice/Stevenson:** The block bounded by Johnston Street, Alice Street and Stevenson Street is currently occupied by non-residential buildings with a variety of uses including industrial uses, office uses and commercial uses. In order to recognize these long-standing existing non-residential uses, provide an appropriate transition to the surrounding residential areas and allow for the continued evolution of these properties (201 and 207 Alice Street/44 Johnston Street/145 and 147 Stevenson Street South and 60 Johnston Street/157 Stevenson Street South), the Mixed Office/Commercial land use designation is recommended. For clarity, the existing detached dwellings along Beverley Street within this block should remain designated Low Density Residential.



### **Sub-area 1 Non-residential uses**

In this sub-area, lands currently designated for non-residential purposes should generally be maintained, including the neighbourhood commercial at the intersection of Stevenson Street and Elizabeth Street, as well as the lands currently designated as Mixed Business or Industrial.

In order to continue to support the existing employment uses, the Mixed Business land use designation should be revised to provide greater flexibility for small to medium size incubator and entrepreneurial employment uses. In addition, the limited expansion of the permitted commercial uses within this designation will assist in providing a broader mix of uses to meet the long-term needs of the employment lands and the surrounding area.

All lands that are currently designated Mixed Business within the City are located within the York Road/Elizabeth Street study area. Therefore, this is the appropriate land use strategy to propose modifications to this land use designation. It is recommended that the existing Mixed Business designation be modified to amend the permitted uses and policies, but still remain an employment land use designation as follows:

#### **Recommended modifications to the 'Mixed Business' designation**

The modifications to the existing Mixed Business designation are shown below. Text with a ~~strikethrough~~ is recommended to be deleted. **Bold** text is recommended to be added.

### **9.5.5 Mixed Business**

#### **Objectives**

- a) To provide a flexible land use framework permitting a mix of business land use activities.
- b) To promote reinvestment, intensification and the efficient use of existing business lands and buildings for business purposes.
- c) To provide opportunities for smaller-scale entrepreneurial enterprises and land use activities that support the needs of business, employees and neighbourhood residents.
- d) To discourage land uses that detract from the planned function of the Mixed Business land use designation.
- e) To restrict the range of retail commercial activities permitted within the Mixed Business land use designation.
- f) To promote business land uses which minimize land use compatibility impacts affecting the surrounding residential neighbourhood.

**g) To promote business land uses which minimize land use compatibility impacts on surrounding industrial uses.**

~~g) To improve the image of the Mixed Business designation through the implementation of streetscape improvements and site plan approval.~~

**Policies**

1. A land use compatibility analysis will be required where industrial and sensitive uses are proposed in proximity to one another in accordance with subsection 9.5.2.4 of this Plan.
2. New development shall meet the required off-street parking, circulation and loading requirements applicable to the proposed land use.
3. This Plan promotes streetscape improvements and new development proposals are to be implemented in accordance with the Urban Design policies of this Plan.
4. Conditions may be imposed on site plan approvals requiring landscaped buffers, screening of outdoor storage, parking, **bicycle-supportive amenities**, loading and refuse areas. Increased set-backs and buffering measures will be required where business land uses are adjacent to existing residential or sensitive land uses.

**Permitted Uses**

5. The following uses may be permitted on lands designated as Mixed Business, subject to the applicable provisions of this Plan:

i) uses permitted in the Industrial designation **that are of a small to medium scale;**

**ii) uses permitted in the Corporate Business Park designation that are of a small to medium scale;**

**iii) office;**

**iv) convenience commercial, commercial recreation or entertainment uses;**  
**and**

**v) institutional; a use that primarily relies on business from tourists and inter-urban traffic such as a hotel, gas bar, restaurant with the exception of drive-through restaurants which shall not be permitted; and,**

**vi) a use that requires a location convenient to industry as it primarily provides service to industry such as machinery sales and service, electrical supplies.**

**6. Outdoor storage adjacent to existing residential or other sensitive land uses shall not be permitted.**

## **7. Uses of a noxious nature shall not be permitted.**

**68.** The 'Mixed Business' land use designation is intended to provide areas where a mix of business land uses can be provided **and small to medium sized entrepreneurial and incubator businesses are encouraged. Individual uses permitted under 9.5.5.5i) and 9.5.5.5ii) that provide greater than 1500 square metres of gross floor area shall generally be directed to locate in an appropriate Industrial or Corporate Business Park designation to minimize land use compatibility impacts on surrounding sensitive land uses (residential, institutional or park).** The specific range of permitted land uses and appropriate regulations will be defined in the implementing Zoning By-law. The range of land uses will be restricted when adjacent to existing sensitive land uses (residential, institutional or park).

~~79. A limited range of r~~**79.** ~~Retail commercial uses that support the Mixed Business use and will be permitted and the range of uses will be defined in the implementing Zoning By law. It is the intent of this Plan to permit retail commercial uses within this designation which do not directly compete with the retailing activities found in Downtown and other planned commercial areas may be permitted.~~

~~8. A limited range of institutional uses which do not detract from the planned function of the Mixed Business land use designation will be considered through a Zoning By-law amendment process (e.g. government uses, places of worship, child care centres, indoor community and recreation facilities). Development approval conditions will be imposed to address land use compatibility, railway and property clean-up requirements.~~

**910.** New sensitive land uses (residential, institutional or park) that detract from the primary business land use function of the Mixed Business land use designation will not be permitted. This policy applies to all forms of residential use and uses where significant outdoor activities occur.

## **Rationale/explanations for recommended modifications to the Mixed Business designation**

The Mixed Business land use designation should remain an employment land use designation, but should be revised to provide greater flexibility for small to medium-size incubator and entrepreneurial employment uses. This greater flexibility conforms to employment policies of the Provincial Policy Statement (PPS). The PPS states that planning authorities shall promote economic development and competitiveness by providing for broader mixed uses to meet long-term needs and providing opportunities for a diversified economic base, including:

- maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses; and
- taking into account the needs of existing and future businesses.

Based on the employment survey that was undertaken in early 2020, a number of entrepreneurial and incubator businesses are located in this area. Many of these businesses have a gross floor area less than 465 square meters and a few of them are between 465 square metres and 950 square metres. Based on the survey, there are no existing businesses within this designation greater than 1500 square metres. The modifications to the Mixed Business designation are being recommended to promote and encourage small and medium scale businesses to locate here, as well as promote future development that may accommodate these types of businesses. Additionally, it is recommended that larger scale uses be directed to the appropriate Industrial or Corporate Business Park designated areas of the City.

### **Recommended permitted uses within the modified Mixed Business designation**

The modifications to the permitted uses within this designation are as follows:

- Expand the permitted uses to allow the uses currently permitted in both the Industrial and Corporate Business Park land use designations. This provides greater flexibility for employment uses to locate within this designation.
- Expand the permitted uses to allow for some uses currently permitted within the Service Commercial land use designation. This expansion of uses allows greater flexibility for commercial uses that can support the employment uses and additional flexibility to accommodate a variety of entrepreneurial and incubator businesses.
- Restrict outdoor storage adjacent to sensitive uses (such as residential uses) and uses of a noxious nature in order to allow the Mixed Business designation to be an appropriate buffer between Industrial uses and sensitive land uses, such as residential.

### **Size of employment uses within the modified Mixed Business designation**

The policies are designed to direct large-scale Industrial and Corporate Business Park uses to appropriately designated areas elsewhere in the City. To provide direction regarding what is meant by “small and medium” size business, the policies generally direct uses greater than 1500 square meters per unit/business away from this area. The size of 1500 square metres accommodates all existing businesses in the area while allowing for expansions if desired. Small to medium sized businesses are desirable in this Mixed Business designation because they are less likely to rely on large trucks and much of the existing road network is not suitable for large truck movement. This allows the land use to function as a transitional designation between residential areas and employment areas by minimizing land use compatibility impacts affecting the surrounding residential neighbourhood. Businesses that require large trucks, such as PDI, tend to be designated Industrial and have direct access to arterial or collector roads. Additionally, there is employment land in other areas of the city that will accommodate larger employment uses.

### **Sub-area 1 Height and density**

The height and density of development in this sub-area should be in accordance with the existing or recommended land use designations.

### **Sub-area 1 Redevelopment and intensification opportunities**

In this sub-area there is opportunity for redevelopment and intensification on Stevenson Street, north of the Guelph Junction Railway. Two properties exist between the railway and the existing detached dwellings to the north. 70 Stevenson Street is a potential intensification opportunity, while there is an existing building on the property, it appears that the property is underutilized. 110 Stevenson Street is a vacant parcel of land with development potential.

Recognizing the proximity of these properties to the Guelph Junction Railway as well as the rail yard to the east, the Mixed Business land use designation is to be maintained with the recommended modifications. To continue to encourage entrepreneurial and incubator enterprises in this area, multi-unit buildings that provide flexibility for business to grow could be developed here.

There also appears to be some limited opportunities for the intensification of the lands currently designated Mixed Business on the north side of York Road between Stevenson Street and Victoria Road. These opportunities may take the form of expansions to existing buildings, the partial use of parking or outdoor storage areas for additional buildings/building expansions or the redevelopment of properties with the intent to intensify them. This area provides space for incubator and small businesses at affordable rates which should be supported and maintained should redevelopment or intensification occur. The modified Mixed Business designation would allow for greater flexibility for the redevelopment or intensification of these lands.

### **Sub-area 2 – Development along Victoria Road**

This area encompasses the lands on both the east and west sides of Victoria Road within the study area (see Figures 10 and 11). Similar to sub-area 1, a significant portion of this area is used for employment purposes, having either an industrial or mixed-business land use designation. Industrial uses such as Benmet Steel and Metal, Holody Electro-Plating and PDI all have frontage along this section of Victoria Road which influences the character of this area to be more industrial in nature and vehicular oriented. The other significant land use designation in this sub-area is service commercial along Elizabeth Street and on the west side of Victoria Road South.

There is a small pocket of residential detached dwellings on Simcoe Street and on Victoria Road, just south of Simcoe Street.

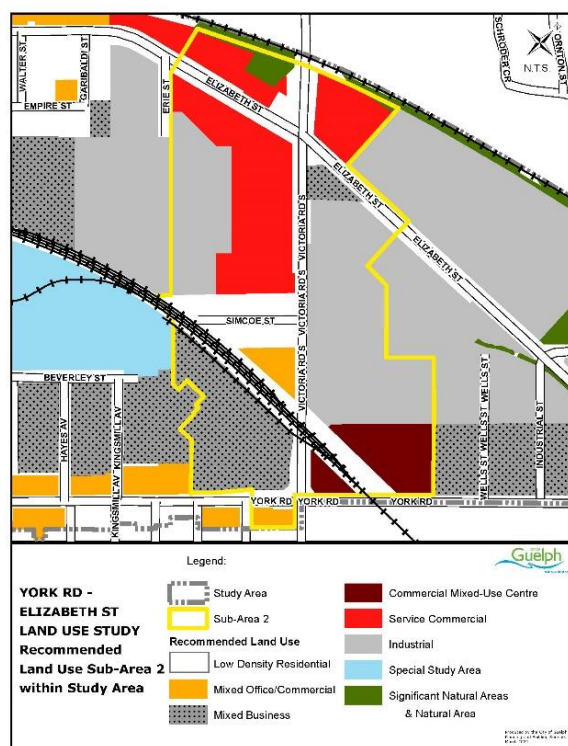
The intersection of York Road and Victoria Road is generally commercial in nature, however is designated a combination of Mixed Office/Commercial and Mixed Business on the west side, and Commercial Mixed-Use Centre on the east side. The

westerly side is the historic location of Guelph Stoveworks and is now a multi-unit, multi-building development with a variety of commercial and employment uses. The easterly side of Victoria was recently re-designated to Commercial Mixed-Use Centre through the City's Commercial Policy Review and Official Plan amendment 69.

Figure 10 Sub-area 2 - Development along Victoria Road



Figure 11 Sub-area 2 Recommended Land Uses



## Sub-area 2 Residential uses

In this sub-area, the Low Density Residential designation is recommended to be maintained only where it currently exists. The nature of the existing uses in this area are not generally compatible with the introduction of new sensitive land uses such as residential. The introduction of new residential uses in this area would need to be carefully considered with appropriate studies being undertaken to ensure that the existing employment uses are not negatively impacted by the introduction of a more sensitive land use.

## Sub-area 2 Non-residential uses

As described above, this sub-area is mostly characterized by non-residential uses. Significant change is not anticipated within this sub-area but two land use designation changes are recommended to better recognize existing uses and allow flexibility for the area to evolve over time to facilitate additional employment opportunities.

The first change is recommended for the property at the northwest corner of York Road and Victoria Road (490 York Road/199 Victoria Road South). Currently, it has a dual designation of Mixed Office/Commercial along the York Road frontage and Mixed Business for the remainder of this larger parcel. It is recommended that the entirety of the property be designated Mixed Business as described in the Sub-area 1 section of this land use strategy. The recommended Mixed Business designation recognizes many of the existing uses on this property and would allow for this property to continue to evolve to facilitate additional employment opportunities and new businesses.

The second change is recommended for the property on the east side of Victoria Road and the southerly side of Elizabeth Street (48 Victoria Road South). This property is designated Industrial and is a multi-unit building with a retail lighting store, a personal service use, a dog day care and training business and a restaurant. The size of the building and the individual units are not conducive to the uses permitted by the Industrial designation. Accordingly, it is recommended that this property be designated the modified Mixed Business designation, outlined in detail in the Sub-area 1 section of this land use strategy, to recognize the existing uses and allow flexibility for those uses to change or the property to redevelop over time.

### **Sub-area 2 Height and density**

The height and density of development in this sub-area should be in accordance with the existing or recommended land use designations.

### **Sub-area 2 Redevelopment and intensification opportunities**

The lands located at the northeast corner of Victoria Road South and York Road, on both sides of the Guelph Junction Railway (GJR), are an opportunity for redevelopment and intensification in this sub-area as the majority of this designation is a vacant site. The Commercial Mixed-use Centre designation allows for a wide range of commercial uses. It also allows for residential uses, however, before the lands are zoned to allow for more sensitive land uses, such as residential, a detailed land-use compatibility study must be undertaken to ensure land use compatibility as the site backs on to a recycling/scrap metal operation. The re-design of York Road, including widening at the intersection of York Road and Victoria Road, as well as required setbacks to the GJR are factors that will have to be considered when development or redevelopment is recommended in this location.

### **Sub-area 3 – East of Victoria Road**

This area is east of Victoria Road and north of the York Road corridor (see Figures 12 and 13). Only two land use designations apply in this area. A significant majority of the lands are designated Industrial, with a few small areas where Hadati Creek flows through the study area identified as significant natural Significant Natural Area.

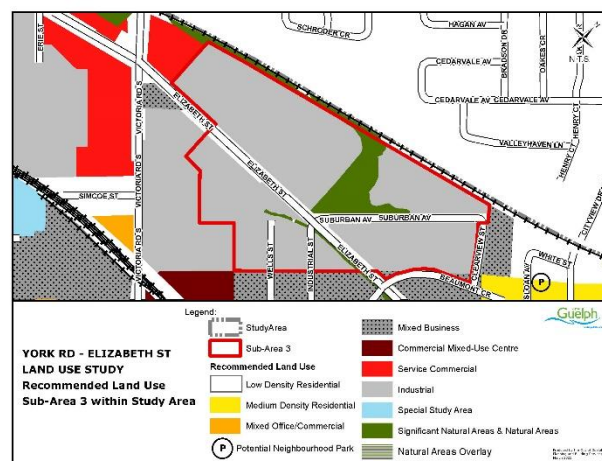


This sub-area is mostly comprised of larger parcels of land which accommodate manufacturing and employment uses. Based on the employment survey, these businesses are stable but are not considering expansion in the near future. There are a few smaller parcels upon which detached dwellings are located. Some of the detached dwellings are being used for employment purposes while others are used for residential purposes.

Figure 12 Sub-area 3 - East of Victoria Road



Figure 13 Sub-area 3 Recommended Land Uses



### Sub-area 3 Residential uses

Although there are a limited number of residential properties located within this sub-area, they are currently existing on lands designated and zoned for industrial purposes. To assist in ensuring land use compatibility and to protect the employment nature of this area, no change to the designation or zoning of these properties should be recommended as a result of this land use study.

### Sub-area 3 Non-residential uses

No changes are recommended to the existing land use designations in this sub-area. The Industrial land use designation should be maintained to protect these employment lands for the long-term.

### Sub-area 3 Height and density

The height and density of development in this sub-area should be in accordance with the existing or recommended land use designations.



### **Sub-area 3 Redevelopment and intensification opportunities**

There are limited opportunities for redevelopment and intensification within this sub-area. As outlined above, any redevelopment or intensification should be for industrial/employment purposes.

### **Sub-area 4 – York Road frontage east of Victoria Road**

This area includes the north side of York Road generally east of the GJR Railway (see Figures 14 and 15). This area features a variable lot fabric and a range of building types and land uses, including a mix of low-rise residential and commercial uses:

- In the eastern portion of this sub-area the majority of the existing built fabric consists of single detached homes, and low-rise commercial developments; and,
- Recently, townhouses have been developed near Cityview Drive South and the railway tracks.

Along York Road, most of the lands are currently designated Service Commercial. The Service Commercial designation is intended to limit the range of retail uses, the sites are often auto-oriented and they do not permit residential uses. South of the railway tracks and east of Clearview Street the current Official Plan designation is generally Low Density Residential.

Currently, there is no land use transition between the Industrial and Low Density Residential Areas shown in the Official Plan.

On the south side of York Road, within the Guelph Innovation District Secondary Plan area, the lands are designated as mostly Significant Natural Areas & Natural Areas, with smaller pockets of Service Commercial and Open Space and Park.

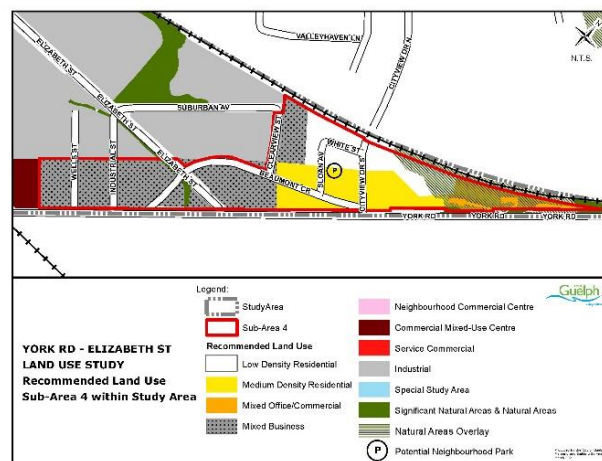
Currently, the lands along York Road, east of Victoria Road South are identified as an intensification corridor. Where appropriate, intensification corridors are planned to have:

- increased residential and employment densities at transit supportive levels;
- a mix of residential, office, institutional and commercial development, where appropriate; and,
- a range of local services, including recreational, cultural and entertainment uses, where appropriate.

Figure 14 Sub-area 4 - York Road frontage east of Victoria Road



Figure 15 Sub-area 4 Recommended Land Uses



## Sub-area 4 Residential uses

In this sub-area, the Low Density Residential designation is recommended to be generally maintained around Sloan Avenue and White Street.

East of Clearview Street along York Road, this area is recommended to be re-designated from Service Commercial to Medium Density Residential to provide the opportunity for multi-unit residential including along York Road.

These sites could allow for buildings up to six storeys and potentially allow for small-scale commercial uses on the ground floor and require vehicular access could be provided from Beaumont Crescent. The design of this mid-rise development should create a built-form interface that provides an edge to the open space across the street from the Ontario Reformatory lands where existing NHS and cultural heritage resources are being protected.

To support the residential uses with this area, it will be important to improve connections to services such as schools, parks and recreation facilities within walking or cycling distance for all residents. In particular:

- There is an opportunity to include an active park on the City-owned land on Beaumont Crescent. This would allow for a centrally-located neighbourhood park space to meet the needs of existing and future planned residential development in the area. Developing a park on these lands will have some challenges due to the grading which will require additional investigation. This neighbourhood park will complement any potential passive open space that may remain through the redevelopment of the Ontario Reformatory lands.
- Given the additional residential uses being considered within this area, the configuration of the intersection of Cityview Drive/Beaumont Crescent/York Road should be reviewed. See further discussion under the Transportation & Servicing section.

#### **Sub-area 4 Non-residential uses**

In this sub-area, changes to lands designated for non-residential are recommended to provide opportunities for additional job growth, commercial amenities and community services.

**West of Clearview Street:** Generally, re-designate the Service Commercial lands to Mixed Business. The re-designation will increase the range of uses that are permitted and may encourage redevelopment within the area. It is recommended that the Mixed Business designation will be modified to change the range of uses that are permitted as outlined in detail in the Sub-area 1 section of this land use study. The recommended permitted uses will recognize some existing uses and allow flexibility for those uses to change or the property to redevelop over time.

**On the east side of Clearview Street and north of Beaumont Crescent:** To improve transition between residential and industrial development, it is recommended to introduce a Mixed Business designation on the east side of Clearview. The goal is to provide appropriate transitions to the residential neighbourhoods to the east.

At the far east end of this study area: It is recommended to re-designate the Service Commercial lands to Mixed Office/Commercial designation. This designation recognizes:

- The existing residential and commercial uses in this area;
- The impact of topography on potential redevelopment; and,
- The impact of the rail corridor setback for residential development from the rail corridor.

#### **Sub-area 4 Height and density**

The height and density of development in this sub-area should be in accordance with the existing or recommended land use designations.

#### **Sub-area 4 Redevelopment and intensification opportunities**

The proximity to industrial lands is a challenge for residential development, especially at the west end of the sub-area. Therefore, the compatibility between residential and industrial uses will need to be continue to be addressed.

This being said, between Beaumont Crescent and York Road, the lot fabric provides the opportunity for intensification with properties fronting onto York Road being through lots and with vehicular access from Beaumont Crescent as well. These properties also have sufficient lot depth to allow the opportunity for redevelopment. These lands, are in close proximity to the Ontario Reformatory lands which provides opportunities to create a built-form interface that provides an edge to the open space across the street from the Ontario Reformatory lands where existing NHS and cultural heritage resources are being protected. Redevelopment of this area would allow the investment that improves the economic vitality and image of the area.



Figure 17 ANSI, Wetlands and Fish Habitat (City of Guelph)

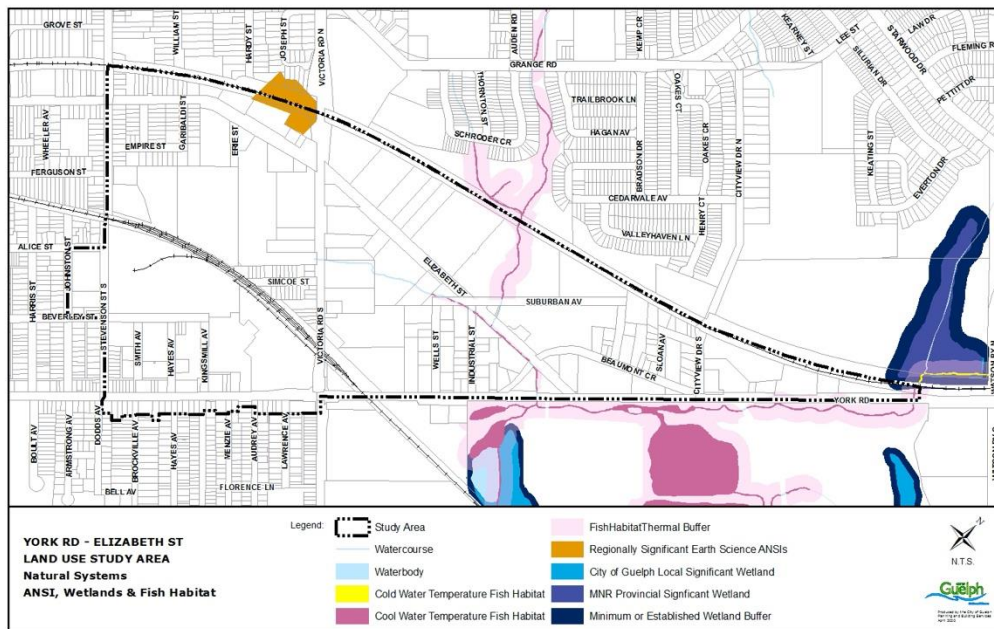


Figure 18 ANSI, Woodlands and Valleylands (City of Guelph)

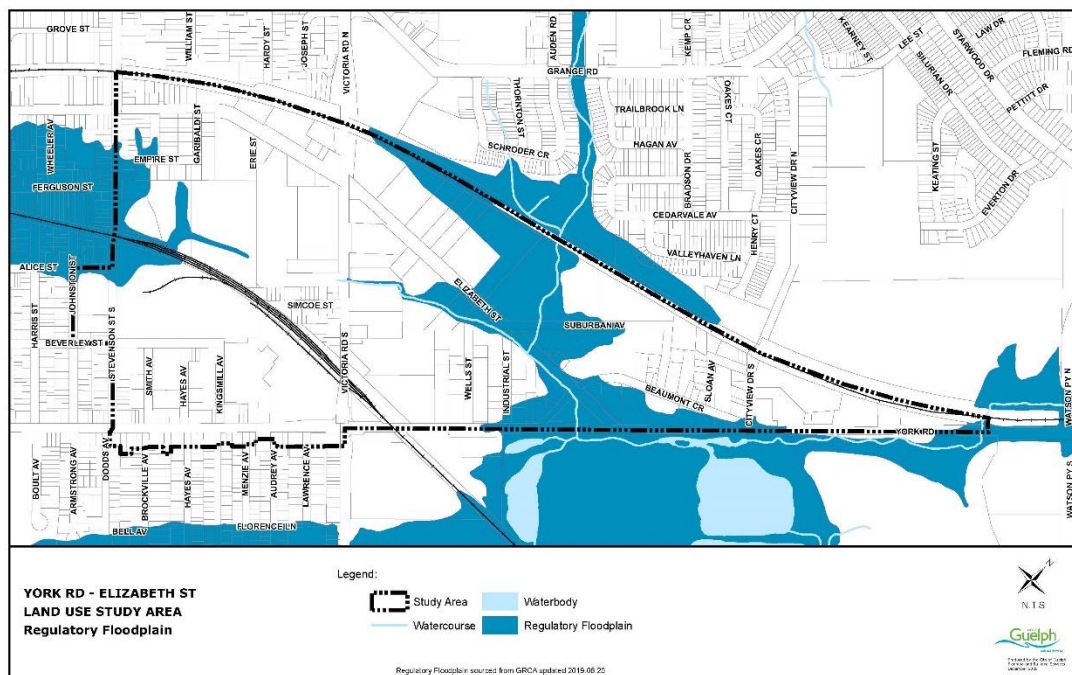


Development is generally not permitted within the NHS with the exception of selected uses such as passive recreational activities, forest, fish and wildlife management, and legally existing uses, buildings or structures. Development proposed adjacent to natural heritage features is subject to the completion of an Environmental Impact Study or Environmental Assessment to demonstrate that the



proposed development will not negatively impact the feature or its functions. Such an assessment is also required to understand if the potential Cultural Woodland in the eastern portion of the study area meets any NHS designation criteria and therefore represents a constraint to development. The City is currently undertaking this assessment and the results will be incorporated into the forthcoming Official Plan Review. If one or more of the Natural Area or Significant Natural Area designation criteria in the Official Plan are met, the corresponding policies apply and the associated area, including any minimum buffers, will be designated accordingly. If none of the designation criteria are met, the overlay will be removed and the underlying land use will apply.

Figure 19 Regulatory Floodplain (City of Guelph)



## Creek Characterization

Hadati Creek, a tributary of Clythe Creek, enters the study area through a culvert under the Metrolinx rail line and flows through a narrow natural area located

between industrial land uses. South of Suburban Avenue the creek flows through an engineered channel with a lack of natural area for most of its length before bending south and joining Clythe Creek immediately south of York Road. Flows from a remnant tributary, the majority of which has been piped underground, that now primarily carries storm runoff from the west portion of the study area and beyond, enters Hadati Creek near the intersection of Elizabeth Street and Suburban Avenue. Hadati Creek is managed as coolwater fish habitat in the NHS.

Clythe Creek, a tributary of the Eramosa River, crosses the extreme eastern limit of the study area where it flows under the Metrolinx rail line and then York Road. The creek is managed as coldwater and coolwater fish habitat upstream and downstream of the rail line respectively.

### **Watershed Study Guidance for Land Use Planning**

The Clythe Creek subwatershed (including Hadati Creek) was identified as one of the most stressed subwatersheds in the Eramosa-Blue Springs Watershed Study (1999) due to extensive rural and urban impacts including channel alterations and the loss of vegetation along the watercourse. That study also identified numerous important groundwater recharge areas within the subwatershed and placed a focus on restoring the creek to improve coldwater fish habitat.

The Clythe Creek Subwatershed Overview (1998), prepared as a study requirement for proposed development in a portion of the Hadati Creek catchment north of the study area, developed guidelines for the protection of natural areas across the subwatershed. Recognizing the high quality habitat potential of the Clythe Creek system, the goal of the study was to provide direction to future land use decisions to maintain and enhance, where feasible, natural features and the hydrogeological characteristics of the subwatershed by establishing guidelines for development. The study characterized Hadati Creek as being significantly degraded due to a lack of natural vegetation across the subwatershed and along the creek, channelization along most of its length, and poor water quality stormwater runoff from residential and industrial areas. Relevant recommendations from that study include:

- preservation/enhancement/restoration of natural areas to increase woodland cover;
- preservation/creation of appropriate naturally vegetated buffers along creeks;
- utilization of stormwater management techniques that mitigate thermal impacts in the creeks;
- utilization of natural channel design and bioengineering methods to increase habitat potential in the creeks;
- maintenance of groundwater inputs into the creeks including emulating existing groundwater recharge; and
- avoidance of groundwater quality impacts.

Recognizing the long time period since the study was completed, the City is planning to complete an update to the Clythe Creek Subwatershed Overview in the near future as part of implementing the Natural Heritage Action Plan. It is anticipated that the update will develop best management practices to support future growth and development such as stormwater management criteria including water quality and groundwater recharge targets. Additionally, it is anticipated that the update will explore restoration opportunities and provide associated recommendations. The City is also currently undertaking an update to its Stormwater Management Master Plan which may also provide recommendations relating to Hadati Creek.

### **NHS recommendations to be implemented through development/redevelopment**

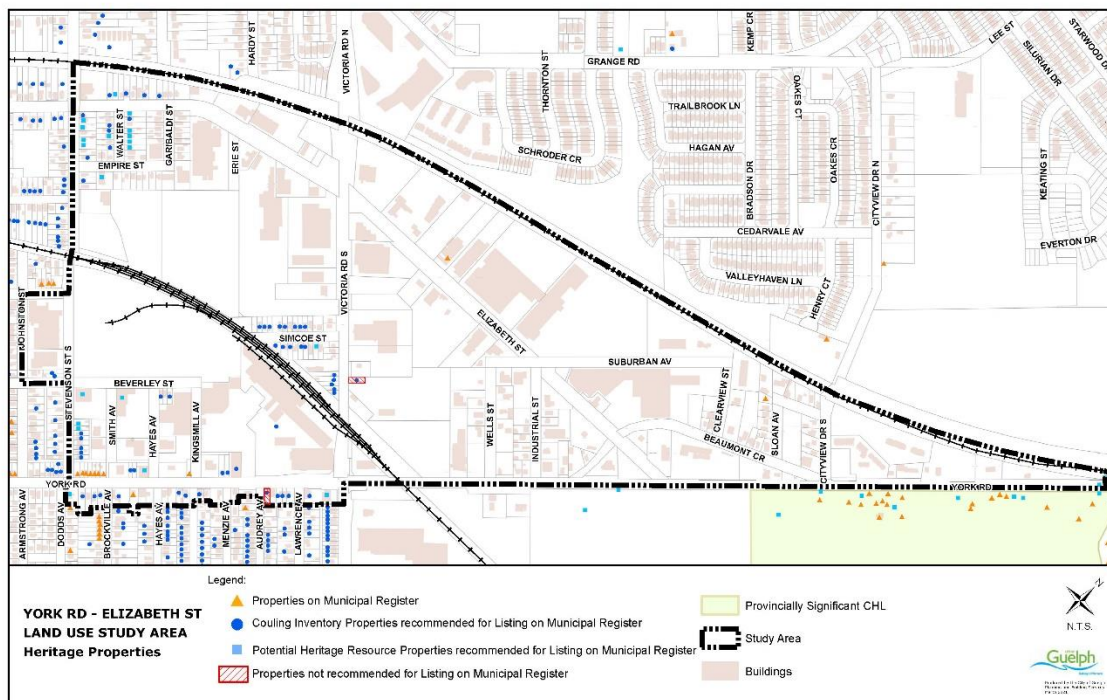
1. Continue to protect the Natural Heritage System as per the Official Plan.
2. Explore improvements to the culvert crossings of Hadati Creek to reduce hazard constraints.
3. Implement stormwater best management practices and restoration recommendations as identified in the Clythe Creek Subwatershed Study Overview, the forthcoming subwatershed study update, and the Stormwater Management Master Plan update.

### **Cultural Heritage**

The York-Elizabeth Land Use study area contains many residential properties built in the first quarter of the 20<sup>th</sup> century as new industry was being established in the part of St. Patrick's Ward west of Victoria Road. Many of these dwellings and some institutional, commercial and industrial buildings were assessed and photographed in the 1970s and included in the Couling Architectural Inventory. The scope of the Couling Inventory was to document historic buildings or structures built before 1927. The properties within the study area that are identified in the Couling Architectural Inventory are shown with a blue circle on the map in Figure 20.



Figure 20 Cultural Heritage Properties (City of Guelph)



The majority of the study area was developed between 1900 and the beginning of the Second World War. This time period can be characterized as a period of industrial growth. The cultural heritage resources that have been identified are generally representative of that time period.

The interior roads and parcel structure were established between 1906 and 1929 through six registered subdivision plans; four plans west of Victoria Road and two plans east of Victoria Road. The subdivisions were created by industrialists that were developing this area to provide houses for people that became workers at the industries in this area during the industrial boom. Three of the registered subdivision plans were for lands owned by J.W. Lyon and it is understood that the industrial lands were given to industrial users at no cost in an effort to attract industry to Guelph and the residential lots were sold to the people that ultimately worked in those industries. Additionally, the properties identified to have cultural heritage value reconcile the Couling Architectural Inventory of properties which generally documents historic buildings or structures built before 1927 and have not previously been considered for listing on the register.

Heritage Planning staff have surveyed properties within the York-Elizabeth study area and identified those that would satisfy at least one of the three criteria used to determine cultural heritage value under the Ontario Heritage Act. Staff have considered **design/physical value** if a building has appeared to have retained the integrity of its original form and materials. Some of the properties have

**historical/associative value** as they relate to the people, groups or events that are important in the historical development of the neighbourhood. **Contextual value** is considered if a building contributes to the historic streetscape – individually or as part of a group of buildings. This historic context is seen on the 1929 and 1946 Fire Insurance Plans of Guelph (Figures 21 and 22).

Figure 21 - 1929 Fire Insurance Plan

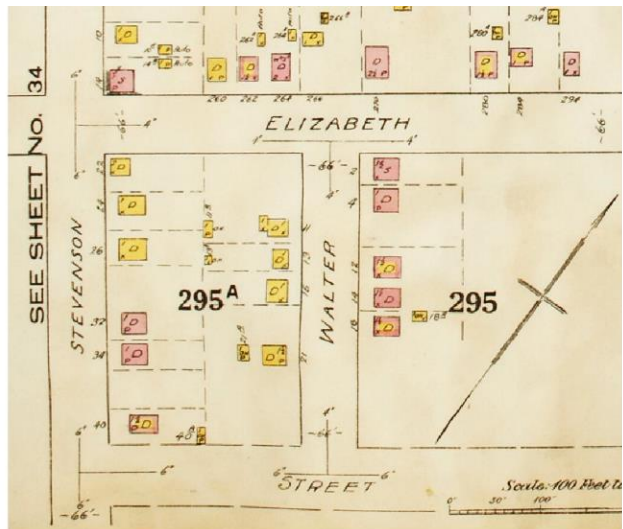
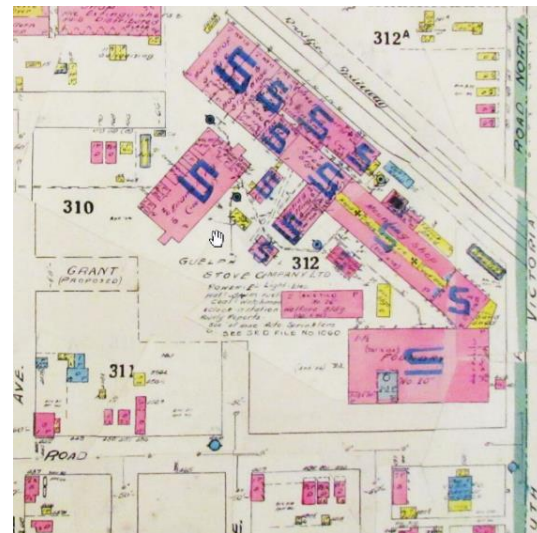


Figure 22 - 1946 Fire Insurance Plan



Appendix B identifies all of the properties that are recommended to be listed as non-designated on the Municipal Register of Cultural Heritage properties as they satisfy at least one of the criteria outlined in O. Reg. 9/06 under the Ontario Heritage Act and therefore have cultural heritage value.

Properties that have been determined to have cultural heritage value or interest may be listed (as non-designated) on the Municipal Register of Cultural Heritage Properties under section 27 of the Ontario Heritage Act. Listing on the heritage register gives more clarity to our understanding of a property's cultural heritage value and provides interim protection against demolition. Through the Heritage Review application process property owners have the ability to request Council approval for proposals to remove listed properties from the heritage register.

The map in Figure 20 indicates properties already listed on the Municipal Heritage Register with a yellow triangle. A blue square indicates a property that contains a potential built heritage resource. Staff recommend that all Couling Inventory properties (blue circles) as well as all other identified potential built heritage resources (blue squares) within the York/Elizabeth Land Use study area be recommended for listing (as non-designated properties) on the Municipal Register of Cultural Heritage Properties under section 27 of the Ontario Heritage Act (see Appendix B for a list of properties).

## **Open space and parks**

The Open Space System: Trails and Parks policies of the City's OP outline that Neighbourhood Parks will primarily cater to the needs and interests of the residents living within its general vicinity for unorganized, unstructured and spontaneous leisure activities. A neighbourhood park should be located within a five to ten minute walk from the residential area served without any major barriers such as an arterial road. Neighbourhood parks are not designated on the Official Plan land use schedule.

### **East portion of the study area**

Based on these policies, it is recommended that the city-owned land at 106 Beaumont Crescent be developed as a neighbourhood park to better serve this pocket of existing residents as well as any future residential development resulting from the recommended introduction of a medium-density residential land use designation along York Road. While it is noted that there is a neighbourhood park located on Cedarvale Avenue to the north, the Metrolinx rail line is a major barrier that would not allow residents of this area to walk to this park within five to ten minutes. Further, York Road is also considered a major barrier for the residents of this area to access the passive open space that is currently publicly accessible on the Ontario Reformatory lands. The recommended future neighbourhood park at 106 Beaumont Crescent will complement the passive open space anticipated to remain through any future redevelopment of the Ontario Reformatory lands. This recommended park would also ensure that this residential area has access to a park should the Ontario Reformatory lands not be accessible to the public in the future.

### **West portion of the study area**

The Council-endorsed vision for 200 Beverley Street (IMICo) includes a neighbourhood park. On June 19, 2006 Council passed the following resolution:

That approximately 3 to 4 acres of the 200 Beverley Street property, with access to Stevenson Street, be dedicated for park purposes in the final redevelopment scheme for the site.

Based on this resolution, as well as the proximity to both Mico Valeriot Park (west of the study area) and Eramosa River Park (south of the study area), the need for additional park space in the western portion of the study area has not been identified.

## **Transportation & Servicing (storm, water and wastewater)**

### **Existing Transportation Network**

There are several arterial roads in the area as shown on Figure 23 including York Road, Victoria Road, Stevenson Street and portions of Elizabeth Street. East of Victoria Road, Elizabeth Street transitions to a collector road.

York Road, Elizabeth Street and Victoria Road are recognized as key access and through streets for the City-wide transportation network. York Road is an important

east-west corridor and has historically acted as a key eastern entrance into the City and is also part of the Provincial Highway 7 Connecting Link for interregional passenger and goods movements. Its designation as an arterial road in the OP reinforces its importance within the city. Arterial roads accommodate a high volume of traffic and are meant to accommodate a high level of transit service.

Goods movement in the area includes rail corridors as well as York Road, Victoria Road and the arterial portion of Elizabeth Street which make up part of the City's permissive trucking routes. The study area includes the Metrolinx rail line along its northern boundary and the Guelph Junction Railway cuts through the centre of the study area (Figure 24).

Figure 23: Road Systems (City of Guelph)

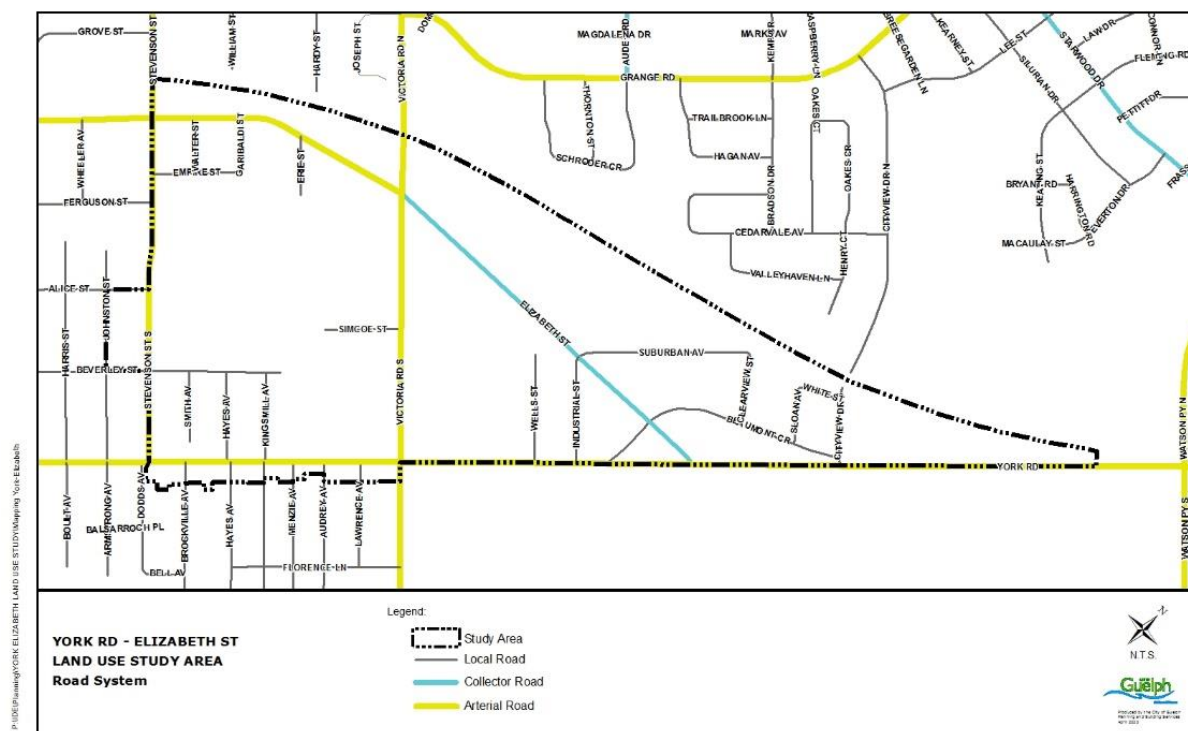
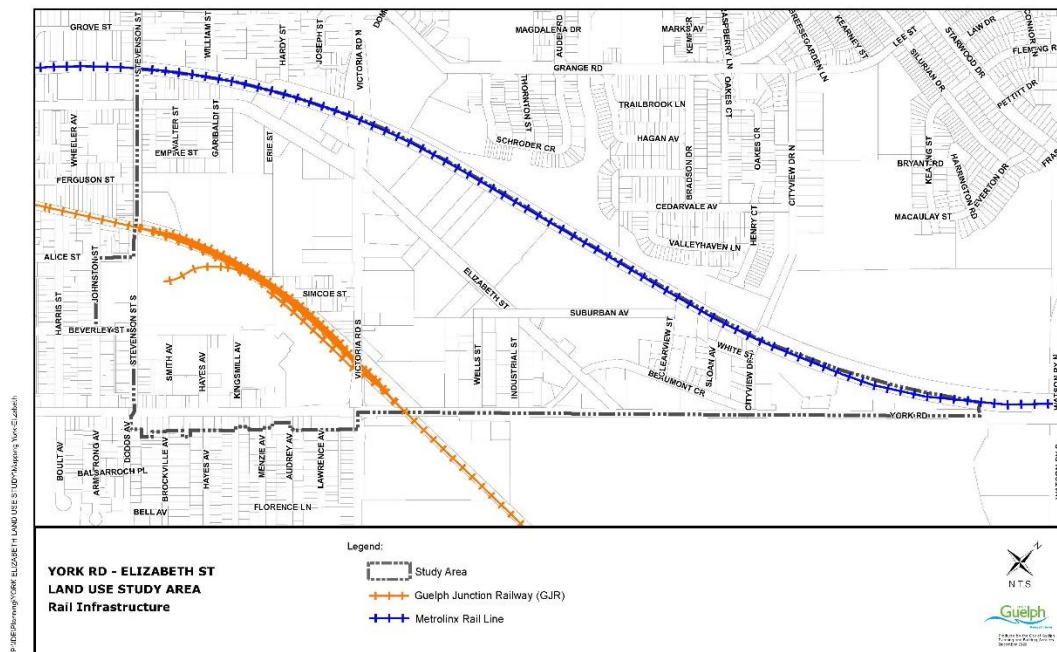


Figure 24: Rail Infrastructure (City of Guelph)

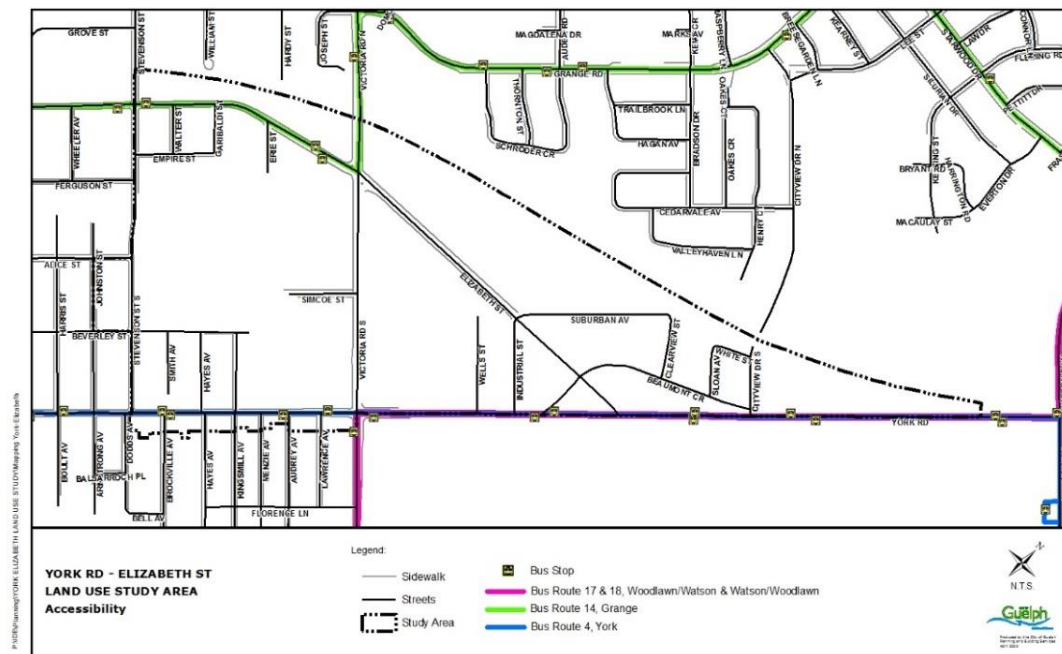


In terms of active transportation, sidewalks are largely absent from many roads stemming off York Road as demonstrated by Figure 25, however, there are some sidewalks throughout portions of the study area mainly in residential neighbourhoods. On-road bike lanes exist on both Stevenson Street, and Elizabeth between Stevenson and York.

Within the area, Guelph Transit currently runs three bus routes to service the area. These are provided along the northern and southern parts of the study area. Two routes run along York Road and one connects Elizabeth Street to the northern portion of Victoria Road.



Figure 25: Accessibility (City of Guelph)



## Analysis

The City is in the process of updating its Transportation Master Plan (TMP). In addition, the City is also considering how additional population and jobs will and can be accommodated through the Shaping Guelph Process (i.e. Municipal Comprehensive Review).

While these processes will consider the connection between transportation and land use on a City-wide basis, there is an opportunity for improvements within this area. This includes better connections, intended to improve access to and through the area for transit users, drivers, cyclists and pedestrians.

In addition, any transportation changes should continue to recognize the important function of goods movement in this area, while balancing the need for multi-modal transportation.

One of the transportation challenges of this area are the Metrolinx rail tracks that act as a barrier for circulation within the area. For example, the community at the east end of the study area is physically cut off from directly accessing services that are located north of the Metrolinx rail line such as parks and schools.

## Street Network Changes

East of Victoria Street, the City has recently completed a York Road Environmental Design Study which shows the widening of the road from two to four lanes and adding a multi-use path on both sides of the road. Through detailed design, the reconstruction of York Road should provide upgraded streetscape elements such as



street furniture. In particular, along the north side of York Road street trees should be provided between new development and the street.

Currently, the York Road Design Study shows that Cityview Road South will be closed at York Road. To improve connectivity, and support the direction for intensification, the removal of this access should be re-examined in order to improve connectivity and support the redevelopment/intensification of the area that is more dense and urban. However, given the spacing between the Cityview/Beaumont intersection and the Cityview/York intersection, maintaining both intersections will probably not be possible. As a result of this Land Use Study, this will be examined as part of the upcoming detailed design work for York Road.

In regards to Goods Movement, consideration should be given to alternative future permissive trucking routes around the area through future updates to the TMP and discussions with the Province. In particular, options for not including this portion of York Road as a truck route should be reviewed given the direction to include additional residential development opportunities.

### **Pedestrian and Active Transportation Network Changes**

As construction projects are undertaken in the area, gaps in the network of sidewalks as demonstrated by Figure 25, should be addressed. As per the Official Plan, sidewalks shall be provided on both sides of all streets wherever feasible with limited exceptions (see Official Plan Policy 5.4.7). The TMP is also developing road cross-sections.

There are also a number of potential new active transportation connections to be implemented over time to serve redevelopment and improve access and circulation for pedestrians and cyclists to the Downtown, the Ontario Reformatory Lands and surrounding neighbourhoods:

- Investigate the creation of an Active Transportation link between Downtown and Victoria Road along the GJR Railway tracks. Currently, the Downtown Secondary Plan shows a proposed future trail ending at Huron Street. Extending this proposed trail would improve connectivity within this area and between this area and the Downtown. This is being proposed and reviewed through the Guelph Trails Plan Update. As a next step, a Risk Assessment/Safety Audit should be completed to review the opportunity to construct an active transportation trail adjacent to the Guelph Junction Railway (GJR) tracks between Huron Street and Victoria Road; and,
- Opportunities to improve pedestrian/cycling connections over the Metrolinx rail line and across York Road (to connect with the Ontario Reformatory Lands) should continue to be explored and implemented. This should be reviewed as part of the Guelph Trail Master Plan Update.

## Servicing (storm, water and wastewater)

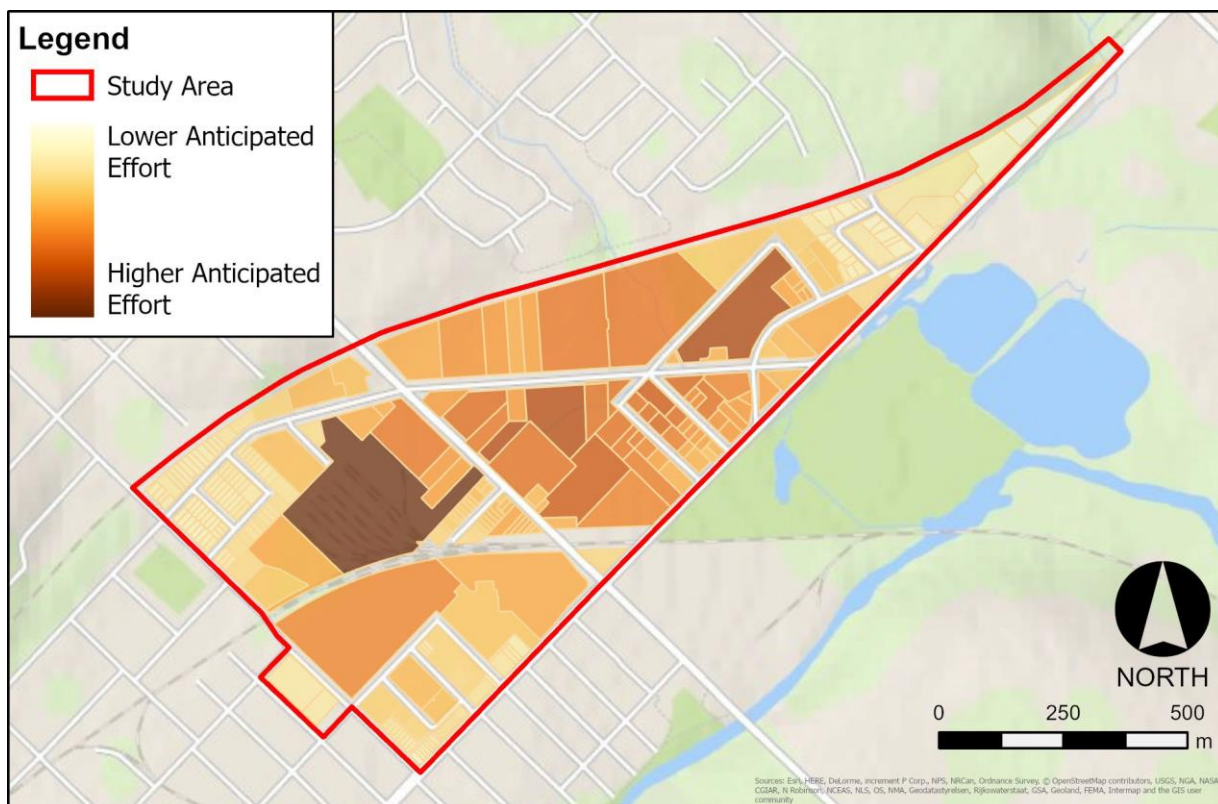
Reviewing the servicing requirements of the area is not within the scope of this project. However, in the future the use of Holding Zones may be necessary to address capacity in this area. Any redevelopment of these sites would require development approval(s). Development applications require the review and approval of technical studies related to transportation, environmental impacts, stormwater management, servicing, etc.

## Environmental Constraints

### Noise, D-6 Guidelines and Transportation

The [Land Use Compatibility Study](#) prepared by Dillon Consulting (Appendix A of the [Background Report](#)) emphasizes that the combination of existing industrial uses along with both road and rail transportation corridors pose constraints in terms of the noise and air quality in the area. These uses impact where sensitive land uses (such as residential) may be developed and redeveloped. In some instances, sensitive land uses may not be appropriate, or careful consideration of the best mitigation techniques must be given in order to provide good land use compatibility. Figure 20 shows the relative level of anticipated effort required to assess a specific parcel. For more detail refer to pages 22-24 of the [Land Use Compatibility Study](#) (Appendix A of the Background Report).

Figure 26 Relative difficulty to approve sensitive land uses within the study area



Prior to a more sensitive land use being established, the following study requirements may need to be satisfied through a site-specific zoning amendment application, as a condition for the lifting of a holding provision, or an application for site plan approval:

- As per the City of Guelph Noise Control Guidelines, a noise study will be required for any development of noise sensitive land uses that are within proximity to rail corridors, provincial highways or the Guelph Air Park Airport, or adjacent to collector or arterial roads. In addition, noise studies will be required for new or redeveloped noise sensitive land uses abutting existing commercial, employment, industrial, or institutional uses abutting existing or approved noise sensitive land uses.
- As there are no M.E.C.P. guidelines with respect to railway vibration, Transportation Vibration Assessments in support of any proposed sensitive use shall adhere to the Guidelines for New Development in Proximity to Railway Operations (FCM/RAC).
- As per the City of Guelph Lighting Guidelines for Lighting Plans each new applicable development should meet the City's requirements for lighting to avoid potential compatibility issues. Where sensitive uses are proposed in proximity to existing industrial uses, the potential for light impacts from the existing use may be included in the compatibility study.
- For studies made under Guideline D-6, a qualified practitioner should perform such studies using the following approach as appropriate:
  1. The Potential Area of Influence and Minimum Recommended Setback Distance for each industrial use in the area should be established (completed within this report based on current industrial uses).
  2. For each industrial use where the Potential Area of Influence intersects the proposed land use, an evaluation is performed to determine the actual influence area (defined in Guideline D-6 as the overall range within which an adverse effect would be or is experienced). This evaluation may include technical studies such as air dispersion modelling, but such studies are not required in every case. Should these studies determine that the actual influence area influence intersects the proposed land use, detailed technical studies should be performed.
  3. For each industrial use the Minimum Recommended Setback Distance or actual area of influence intersects with the proposed land use, detailed technical studies for each noise, vibration, dust, and odour are performed, as applicable, to identify compatibility issues. These studies include consideration of the industry's operations and emissions, background conditions (such as the existing acoustical environment or ambient air quality), local meteorology, the presence or absence of complaints related to that industry, and the nature of existing sensitive receptors in the study area.

4. Where incompatible land uses are identified, compatibility may be improved through the use of approved mitigation measures, where additional technical studies may be required by the City as identified through ongoing consultation in the development application process.
- Any studies which are required during the development application process may be subject to independent peer review at the discretion of the City.

### **Brownfield lands**

A detailed review of contaminated or potentially contaminated sites was not completed as part of this land use study. Given the industrial uses that exist and have existed in this area, an examination of the potential contamination of each site and appropriate studies to identify the best way to remediate each site may be required for future site specific development applications especially when redeveloping to a more sensitive use. All development within this study area shall be undertaken in accordance with the City's [Guidelines for Development of Contaminated or Potentially Contaminated Sites](#).

### **Urban Structure Directions**

The City is currently reviewing its urban structure through the MCR. Within that context, this study was intended to explore how this area contributes to the overall City structure. This project has been iterative with the MCR and this section provides directions to be considered through the MCR with respect to the existing Intensification Corridor along York Road and whether the employment lands in the study area should be identified as an Employment Area or not.

### **Intensification Corridor**

The lands along York Road, east of Victoria Road South are currently identified as an Intensification Corridor on Schedule 1 of the Official Plan. Through this land use strategy, it is recommended that these lands be redesignated from Service Commercial to a combination of Mixed Business and Medium Density Residential. The recommended changes to the land use designation would allow for the intensification of this area, accommodating a broader mix of uses as well as residential development. There is potential that both the Mixed Business and Medium Density Residential designations would provide a mix of uses, as well as a range of local services.

Through the municipal comprehensive review, this area should be further assessed as to whether it meets the policy framework for an Intensification Corridor within the city-wide context.

### **Employment Lands**

The general employment function of the study area should be maintained and intensified where appropriate. The introduction of sensitive land uses, such as residential, should only be permitted where any issues related to compatibility can be mitigated. Accordingly, it should be ensured that the employment lands are protected from conversion to other uses.

The Provincial Policy Statement (PPS) 2020 and APTG (the growth plan for the Greater Golden Horseshoe) provide guidance with respect to the employment areas.

Section 1.3 of the PPS 2020 sets out requirements for Employment lands and Employment Areas. The main distinction is that the conversion to another use is restricted to the time of a municipal comprehensive review for lands within Employment Areas. Generally, the Employment policies encourage an appropriate mix and range employment, institutional, and broader mixed uses to meet long-term needs and providing opportunities for a diversified economic base.

In the York/Elizabeth study area, it has been recommended that the Mixed Business land use designation be modified to revise the policies and change the permitted uses. The intent of the modified designation is to allow for greater flexibility for small to medium size incubator and entrepreneurial employment uses. In addition, the limited expansion of the permitted service commercial uses within this designation will assist in providing a broader mix of uses to meet the long-term needs of the employment lands and the surrounding area.

APTG provides more detailed policy guidance for employment lands and includes the distinction between employment lands and employment areas. The policies for Employment Areas require that these areas be protected for employment uses over the long term. Further, the policies require that municipalities prohibit residential and limit other sensitive uses that are not ancillary to the primary employment use, prohibit major retail uses and provide appropriate interface between employment and adjacent non-Employment Areas to maintain land-use compatibility.

It is intended that the employment lands in York/Elizabeth be protected over the long term. However, given the eclectic nature of this area, as well as the need for greater flexibility for small to medium size incubator and entrepreneurial employment uses, it is recommended that lands designated Mixed Business not be included in the City's identified Employment Areas. However, policies should be included in the Official Plan that will generally not permit the conversion of these lands to non-employment uses. Lands that are designated Industrial in the York/Elizabeth area should be included in the City's identified Employment Areas to protect these lands for employment uses in the long term and ensure that incompatible land uses are not located in these areas in the future.

### **Targets (estimated yield of people and jobs)**

The York-Elizabeth land use study area currently has 550 residents and 1150 jobs based on 2016 census data. It is expected that the changes recommended through the land use study could increase the number of jobs to almost 1300 and the number of residents to over 700.

## **Preliminary Urban Design Directions**

The next phase of this project will be the development of urban design concept plans that consider the following:

- Built form framework including addressing transitions;
- Public realm framework including conceptual street cross-sections; and,
- 3D model for key areas.

Through this process the following urban design directions will be considered for the development of urban design concept plans:

- Develop an urban design concept for the Sloan Ave, White Street, Beaumont Crescent, Cityview Drive South, York Road area. This includes addressing circulation. Review the location of a potential public park on the City-owned lands in combination with residential redevelopment within the area in keeping with the land use directions.
- York Road will be a transit supportive and multi-modal corridor with a mid-rise built form. Review the interface between the reconstructed York Road, the Ontario Reformatory Land and re-development on the north side of York Road. The design of the street itself and development along this street will reflect these roles. High quality urban design and architectural detail will be required within the corridor.
- Design for the York Road corridor to highlight and celebrate the significance of the Ontario Reformatory Land including its open space, NHS and cultural heritage resources. The relationship between the north side of York Road with the south side will become key features of the corridor's character. Consider urban directions that contribute to the community image and identity. Integrate public art into the design of buildings, streetscapes and open spaces.
- Review the intersection of York Road and Victoria Road, including potential of redevelopment adjacent to this intersection.
- Create an urban design concept plan for development along Stevenson Street with the exception of the 200 Beverly Street Property (i.e. IMICO lands) with a focus on transition between employment and residential uses.

## **Implementation**

### **Potential York/Elizabeth Community Improvement Plan**

The Planning Act (section 28) sets out a process for the development of a Community Improvement Plan (CIP). A CIP is a tool that is intended to achieve positive change to the existing physical landscape, either through municipally driven or incentive-based programs. CIP's can be used to assist in overcoming investment hurdles.

Through the Official Plan, Council may, by by-law, designate an area as a community improvement project area.



As defined by the Planning Act, a community improvement project area is a municipality or an area within a municipality, the community improvement of which in the opinion of the council is desirable because of age, dilapidation, overcrowding, faulty arrangement, unsuitability of buildings or for any other environmental, social or community economic development reason.

Once a community improvement project area has been created, Council may:

- acquire, hold and prepare land for improvement within that area; and,
- adopt a community improvement plan for that area; and,
- may provide grants or loans, in conformity with the community improvement plan, to pay for the whole or any part of eligible costs of the community improvement plan.

The development of a CIP could serve as the basis to help encourage development within this area, particularly along the York Road corridor within the study area by attracting a higher level of private sector investment. The specific strategies to be utilized should be further explored through the development of a CIP, however, options include tax increment-based grants and the development of a capital investment plan.

### **Brownfield CIP**

In addition to a potential York/Elizabeth Community Improvement Plan, providing a steady future stream of funding for the city's existing Brownfield CIP could help encourage development in this area as it is likely that many sites within the study area have some degree of contamination based on historical land uses.

### **Conclusions and Recommendations**

This area has played an important role in Guelph's growth. Over the period of time from its development as an area for textile and manufacturing to today, it has remained an important employment area that has also contained a component of residential and commercial uses.

Natural and cultural heritage have also shaped its growth. The proximity to Hadati Creek and Clythe Creek has impacted development in the area. In addition, the area west of Victoria Road is part of the larger "St. Patrick's Ward" where residential and industrial uses were developed in close proximity.

The study area contains the 200 Beverly Street Site (IMICO Lands) and abuts the Guelph Innovation District (GID) Secondary Plan. The GID is planned to achieve significant development, while preserving designated cultural heritage resources. The City is also planning the reconstruction of York Road within this area and other improvements to the multi-modal transportation network in this area.

This section summarizes the key recommendations for the:

- Municipal Comprehensive Review;

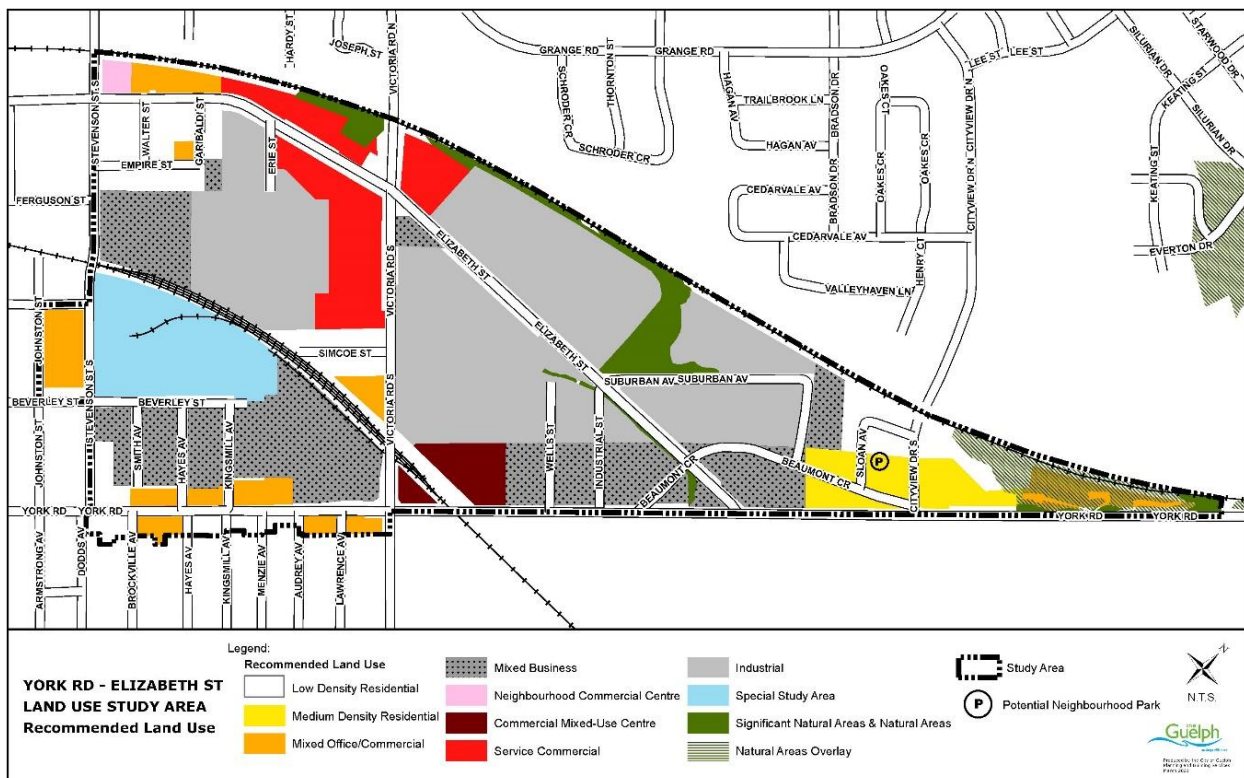
- the forthcoming Urban Design Concept Plan; and,
- other City plans and strategies.

## Recommendations for the Municipal Comprehensive Review (MCR) and Official Plan (OP) Review

The main outcomes for the MCR and OP Review Process are:

- Re-designate the lands as outlined on the map below (figure 27) including the results of the Natural Areas Overlay assessment the City is currently undertaking.
- Through the municipal comprehensive review, assess the York Road intensification corridor as to whether it meets the policy framework for Intensification Corridors or Strategic Growth Areas within the city-wide context.
- The lands recommended to be designated Mixed Business are recommended to not be included in the City's identified Employment Areas. However, policies should be included in the Official Plan that will generally not permit the conversion of these lands to non-employment uses.
- Lands that are designated Industrial in the York/Elizabeth area should be included in the City's identified Employment Areas to protect these lands for employment uses over the long term.

Figure 27 Recommended Official Plan Land Use Designations



## **Urban Design Concept Plan Directions**

- See the “Preliminary Urban Design Directions” section.

## **Other Recommendations related to City Plans and Strategies**

There are a number of concurrent processes that impact redevelopment and land use in this area. This section summarizes these recommendations.

### **Guelph Trail Master Plan:**

- Investigate the creation of an Active Transportation link between Downtown and Victoria Road along the GJR Railway tracks. Consider completing a Risk Assessment/Safety Audit as a next step separate from the GTMP.
- Investigate opportunities to improve active transportation connections over the Metrolinx rail line and across York Road (to connect with the Ontario Reformatory Lands).

### **Transportation Recommendations**

- Look for opportunities to improve sidewalk connectivity and requiring sidewalks on both sides of the street for any new development.
- Give consideration to alternatives for a future permissive trucking routes around the area.
- Along York Road provide upgraded streetscape elements such as street furniture and street trees.
- Re-examine a potential connection between Cityview Road South and York Road to improve connectivity and support the direction for intensification.

### **Parks and Recreation Master Plan Recommendations**

- Consider the opportunity for a Neighbourhood Park on the City-owned lands at 106 Beaumont Crescent.
- As there is a park planned for 200 Beverley Street (IMICo), additional parkland in the westerly part of the study area is not needed.

### **NHS Recommendations to be implemented through Development/redevelopment**

- Continue to protect the Natural Heritage System as per the Official Plan.
- Undertake a Natural Areas Overlay assessment of the Cultural Woodland in the eastern portion of the study area and incorporate the results into the forthcoming Official Plan Review.
- Explore improvements to the culvert crossings of Hadati Creek to reduce hazard constraints.
- Implement stormwater best management practices and restoration recommendations as identified in the Clythe Creek Subwatershed Study Overview, the forthcoming subwatershed study update, and the Stormwater Management Master Plan update.

**Holding zones for D-6 implementation recommendations**

Prior to a more sensitive land use being established, the following study requirements may need to be satisfied through a site-specific zoning amendment application, as a condition for the lifting of a holding provision (to be implemented through future by-law updates), or an application for site plan approval:

- Noise criteria;
- Lighting guidelines; and,
- Submit required studies made under the Provincial Guideline D-6.

**Cultural Heritage recommendations**

- All Couling Inventory properties as well as all other potential built heritage resources identified within the study area are recommended for listing (as non-designated properties) on the Municipal Register of Cultural Heritage Properties under section 27 of the Ontario Heritage Act.

## **APPENDIX A: Background Report**

The September 11, 2020 Council Information Report titled 'York Road/Elizabeth Street land use study and urban design concept plan – Background Report' is available at the following link:

[Council Information Report](#)

The York Road/Elizabeth Street Background Report is available at the following link:

[York/Elizabeth Background Report](#)

The York Road/Elizabeth Street Land Use Compatibility Study is Appendix A to the Background Report and is available at the following link:

[York/Elizabeth Land Use Compatibility Study](#)

## **APPENDIX B: - York/Elizabeth Properties recommended to be listed (as non-designated) on the Municipal Register of Cultural Heritage Properties**

101 Beverley St	42 Stevenson St S	377 York Rd
150 Beverley St	50 Stevenson St S	379 York Rd
201/203 Beverley St	62 Stevenson St S	383 York Rd
205 Beverley St	163 Stevenson St S	400 York Rd
	165 Stevenson St S	402 York Rd
264 Elizabeth St	186 Stevenson St S	404 York Rd
266 Elizabeth St	192 Stevenson St S	433 York Rd
270 Elizabeth St	196 Stevenson St S	435 York Rd
290 Elizabeth St	198 Stevenson St S	437 York Rd
294 Elizabeth St	204 Stevenson St S	450 York Rd
	206 Stevenson St S	452 York Rd
5 Empire St	208 Stevenson St S	460 York Rd
		489 York Rd
1 Simcoe St	145 Victoria Rd S	490 York Rd
5 Simcoe St	147 Victoria Rd S	491 York Rd
6 Simcoe St	149 Victoria Rd S	493 York Rd
7 Simcoe St	151 Victoria Rd S	497 York Rd
8 Simcoe St	153 Victoria Rd S	505 York Rd
10 Simcoe St		
11 Simcoe St	4 Walter St	Concrete bridge railing
14 Simcoe St	6 Walter St	(c. 1910) on York Rd
15 Simcoe St	9 Walter St	(north side, west of
16 Simcoe St	12 Walter St	Watson Pkwy)
19 Simcoe St	13 Walter St	
20 Simcoe St	16 Walter St	Ashlar stone culvert (c.
22 Simcoe St	17 Walter St	1856) near York Rd
24 Simcoe St	18 Walter St	(north side, west of
	20 Walter St	Watson Pkwy, on
	23 Walter St	Clythe Creek under
22 Stevenson St S		railway)
26 Stevenson St S		
30 Stevenson St S	369 York Rd	
38 Stevenson St S	373 York Rd	