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A vibrant downtown

A progressive diversified economy
An appealing attractive city

AGENDA

GUELPH CITY COUNCIL

March 13, 2006 - 6:30 p.m.

- O Canada
- Silent Prayer
- Disclosure of Pecuniary Interest

<p style="text-align: center;">PLANNING PUBLIC MEETING UNDER THE PLANNING ACT</p>
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Council is now in a public meeting under the Planning Act to deal with the following matters:

- 1) **Concession Holdings Inc: Proposed Residential Draft Plan of Subdivision, Zoning Amendment and Plan of Condominium (File: 23T-05502, ZC0510, 23CDM05507 – Ward 1). – on lands located at the terminus of Joseph Street.**
 - Staff presentation by: Melissa Castellan
- 2) **165 Dunlop Drive: Proposed Zoning By-law Amendment (File ZC0112 – Ward 1) – A Zoning By-law amendment from the I.2 (Institutional – Guelph Correctional Centre) Zone to the B.4-4 (Industrial) Zone.**
 - Staff presentation by: Melissa Castellan
- 3) **Commercial Policy Review – Official Plan Amendment #29 – to modify the commercial policy planning framework of the Official Plan.**
 - Staff presentation by: Craig A. Manley
 - Jean Simpson
 - James Gordon on behalf of the Guelph Civic League
 - Mario Venditti
 - Stephen Rodd
 - Robin-Lee Norris
 - Jan A. Hall
 - Ian Smith on behalf of the Guelph Chamber of Commerce
 - Jennie McDowell
 - Representative on behalf of Howitt Park Neighbourhood Residents Association

- Erika Gates-Gasse on behalf of the Central Student Association
- Emily Weir
- Sally Humphries
- Elsa Brown
- Cynthia Bragg
- Katie Gadd

Correspondence:

- Patricia Dorland Maurice
- Susan Watson
- Leah Lemieux
- Agatha Pyrka
- Stephen Rodd
- Hugh Handy of GSP Group
- Richard Zelinka, Zelinka Priamo Ltd.

Please bring reports which were previously distributed.

ADJOURNMENT



Report:

PLANNING AND DEVELOPMENT SERVICES
Planning Division
(Report 06-19)

TO: Council

DATE: 2006/02/13

**SUBJECT: 165 DUNLOP DRIVE: PROPOSED ZONING BY-LAW AMENDMENT
(FILE ZC0112 - WARD 1)**

RECOMMENDATION:

“THAT the application by SmithValeriotte Law Firm LLP on behalf of Cargill (Better Beef Ltd) for a Zoning By-law amendment from the I.2 (Institutional – Guelph Correctional Centre) Zone to the B.4-4 (Industrial) Zone for property municipally known as 165 Dunlop Drive and legally described as Part Lot 3, Concession 2, Division C, designated as Parts 1, 2, 3, 4, 5, 6, 7, 8 and 9 on Reference Plan 61R-8107 and Parts 1, 2, 3, 4, and 5 on Reference Plan 61R-8838, City of Guelph, BE APPROVED, in accordance with the regulations and conditions set out in SCHEDULE 2 of the Planning Report dated February 13, 2006.”

BACKGROUND:

The subject site is located immediately north of the existing Cargill (Better Beef) facility on Dunlop Drive (see Location Map – **Schedule 1**). The site is 1.88 ha in area. Adjacent properties include the former Guelph Correctional Centre to the north and the City of Guelph’s Waste Resource Innovation Centre to the east. The Eramosa River is immediately southwest of the site.

The Cargill (Better Beef) property was originally acquired from the Province and zoned for industrial uses including the abattoir use in 1989. Since that time, a number of building additions were constructed as the operation in Guelph expanded. The current site zoned for abattoir use is essentially built out and further additions require additional land area. In recent years, Cargill (Better Beef) has been seeking to acquire additional lands.

In 2002, the subject site was declared surplus by the Government of Ontario and Cargill (Better Beef) purchased the land to accommodate planned future expansions of their operation in Guelph.

In 2004, site plan approval and a building permit were issued for a private wastewater treatment facility on the Cargill (Better Beef) property. This wastewater treatment facility is considered an accessory use within the I.2 (Institutional) Zone. As of August 31, 2005, the City was satisfied that the wastewater treatment facility was operating as designed and is in compliance with the Overstrength Surcharge Compliance Agreement.

The submission requirements for this application included an environmental impact study given the site's proximity to the Eramosa River and a preliminary stormwater management report.

REPORT:

Official Plan Designation and Applicable Policies:

The Cargill (Better Beef) property is designated "Special Study Area" in the Official Plan which permits changes in land use, lot additions and expansions of existing non-residential uses without amendment to the Official Plan provided that the development proposal does not compromise the potential outcomes or original rationale for undertaking the planning study. This clause allows for the consideration of the proposed expansion of the abattoir use prior to the completion of the York District Study (see **Schedule 3**).

Provincial Policy Statement:

This application is consistent with the Provincial Policy Statement 2005 policies for Employment Areas, specifically:

- 1.3.1 b) 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 take into account the needs of existing and future businesses.
- 1.3.1 c) planning for, protecting and preserving employment areas for current and future uses.

Description of Proposed Zoning By-law Amendment

The subject site is currently zoned I.2 (Institutional – University of Guelph and Guelph Correctional Centre). This zoning permits the operations of the Guelph Correctional Centre; the facility closed in 2002.

The applicant proposes to change the zoning of the subject site to the B.4-4 (Industrial) Zone which is the zoning on the balance of the Cargill (Better Beef) property to accommodate an addition to the existing plant and associated parking area. The B.4-4 Zone permits an abattoir and meat packing and processing plant in addition to the uses permitted in the standard B.4 (Industrial) Zone.

A site plan application has been submitted to the City of Guelph for the proposed 26 515 square metre addition (see **Schedule 4**). The addition will be built on the portion of the property that is currently zoned B.4-4. The site area that is the subject of this zoning amendment application will be developed as a parking area for the building expansion.

Planning Analysis

This application can be considered within the policies for the “Special Study Area” designation of the Official Plan. Section 7.17.1.2.2 of the Official Plan (see **Schedule 3**) indicates that the expansion of existing non-residential uses may be permitted provided that the development proposal does not compromise the potential outcomes of the York District Study. The York District Study recognizes the location of the existing abattoir and sensitive land uses will not be permitted in close proximity. This proposed zoning amendment represents a minor expansion of an existing zone and it fits within the established criteria for considering development applications prior to the completion of the land use study.

A scoped Environment Impact Study was submitted with the zoning amendment application because the proposed development is within 30 metres of the Eramosa River Corridor which is designated “Core Greenlands” in the Official Plan. The EIS concluded that the proposed plant expansion would not result in significant impacts to the Eramosa River Corridor. Implementation of the recommendations of the EIS is included in the conditions in **Schedule 2** of this report. The Grand River Conservation Authority (GRCA) has reviewed this application and commented that based on the findings of the EIS and the incorporation of stormwater management facilities that they have no objection to the proposed zone change. The Environmental Advisory Committee (EAC) also reviewed the EIS and provided their support.

One letter of concern was received during the circulation of this application from Bousfields Inc. on behalf of the Ontario Realty Corporation. They expressed the following concerns about the proposed expansion land area zoned for the abattoir use:

1. the nature of the use and its impact on any non-industrial uses on the ORC lands (former Guelph Correctional Centre);
2. the northerly extension of the abattoir permission; and
3. the prematurity of the proposed by-law amendment given the ongoing York District Study.

This proposal to include the 1.88 ha site in the B.4-4 Zone represents a minor expansion of employment lands which can be accommodated by and would not jeopardize the direction of the York District Study. The York District Study is considering a combination of employment and institutional/research lands in the vicinity of the Cargill (Better Beef) lands. As noted previously in this report, the Official Plan designation for the subject lands provides for the consideration of this zoning amendment and Planning Staff have determined that it is appropriate to proceed with this amendment at this time. The concern about the extent of the abattoir permission relates to provincial guidelines for sensitive land uses within the vicinity of an industrial operation. This policy will be considered in the recommendations of the York District Study for a land use strategy for the area.

This application represents a logical extension of permitted land use and supports an existing local business which is consistent with the Provincial Policy Statement and

meets the goals of the City of Guelph's Strategic Plan. This application would result in a minor expansion of an existing industrial zone in an area that has traditionally been used for employment lands. Planning and Building Services recommends approval of this zoning amendment application to permit the expansion of the existing abattoir at 165 Dunlop Drive subject to the regulations and conditions contained in **Schedule 2** of this report.

CORPORATE STRATEGIC PLAN:

Supports Strategic Plan Direction 1 and 2.

1. To manage growth in a balanced, sustainable manner.
2. Diversifying and building upon our competitive strengths to create a positive environment for business investment.

DEPARTMENTAL CONSULTATION/CONCURRENCE:

The public and agency comments received during the review of the application are included on **Schedule 5**.

Environment and Transportation Group: The Cargill (Better Beef) wastewater pre-treatment facility was completed during the summer of 2005. City Staff have been tracking the progress of the facility and as of August 31, 2005 were satisfied that the pre-treatment facility is operating as designed and is in compliance with the conditions of the Overstrength Surcharge Compliance Agreement.

Grand River Conservation Authority: GRCA indicated that they have no objection to this proposed zone change as the proposed development incorporates stormwater management facilities to control stormwater quality and quantity.

ATTACHMENTS:

- Schedule 1: Location Map
- Schedule 2: Regulations and Conditions
- Schedule 3: Existing Official Plan designation and Official Plan Policies for Special Study Area
- Schedule 4: Proposed Zoning
- Schedule 5: Circulation Comments
- Schedule 6: Public Notification Summary

Prepared By:
Melissa Castellan, Senior Development Planner

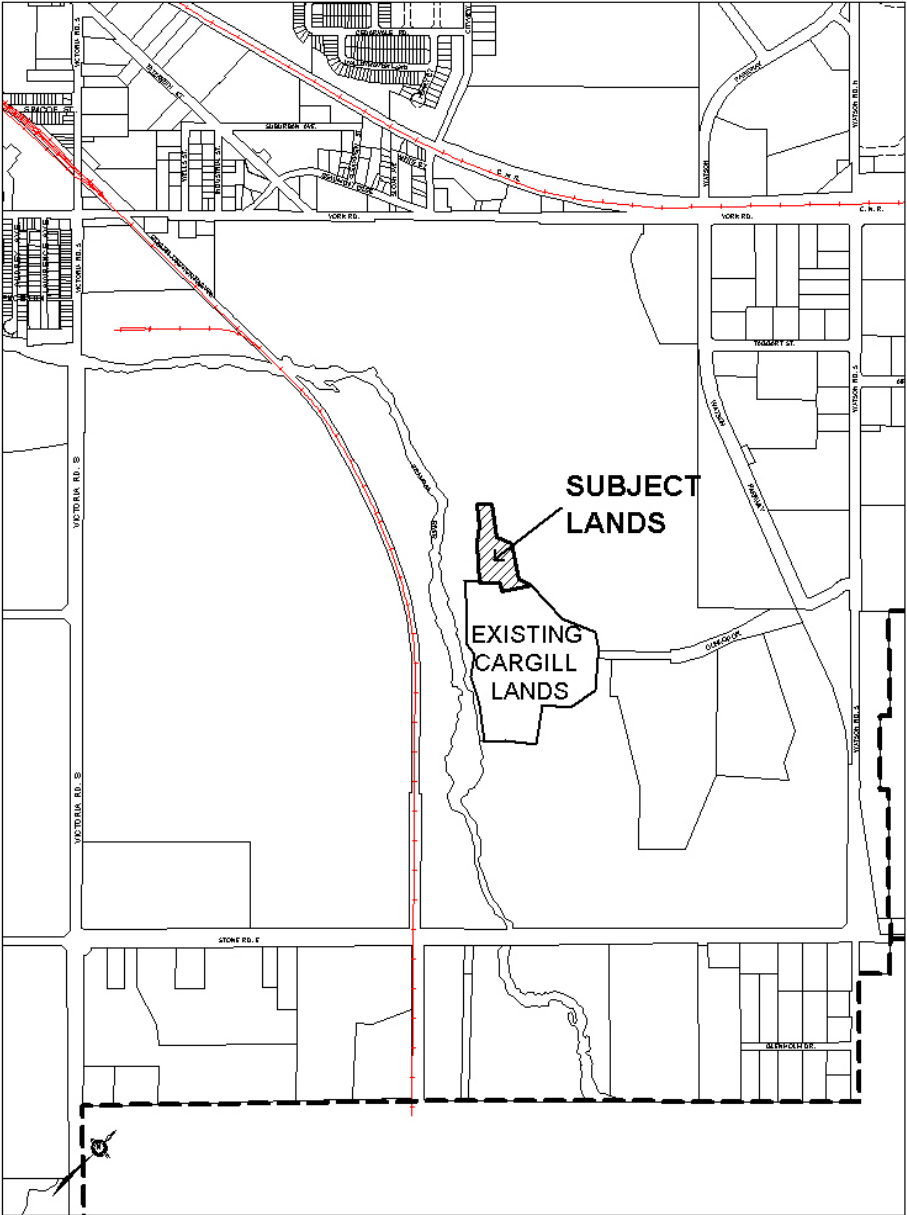
Recommended by:
R. Scott Hannah,
Manager of Development Planning

Recommended By:
James N. Riddell
Director of Planning and Development Services

Approved for Presentation:
Larry Kotseff
Chief Administrative Officer

SCHEDULE 1

Location Map



* The circulation area for this application is the area bounded by Watson Road, Stone Road, Victoria Road and York Road.

SCHEDULE 2

Regulations and Conditions

Regulations

This zoning amendment is for the property municipally known as 165 Dunlop Drive and legally described as Part Lot 3, Concession 2, Division C, designated as Parts 1, 2, 3, 4, 5, 6, 7, 8 and 9 on Reference Plan 61R-8107 and Parts 1, 2, 3, 4, and 5 on Reference Plan 61R-8838, City of Guelph.

The following zoning is proposed:

Industrial (B.4-4)

Permitted Uses

In accordance with the provisions of Section 7.3.4.4 of Zoning By-law (1995) – 14864, as amended.

Regulations

In accordance with Section 7.3 of Zoning By-law (1995) – 14864, as amended.

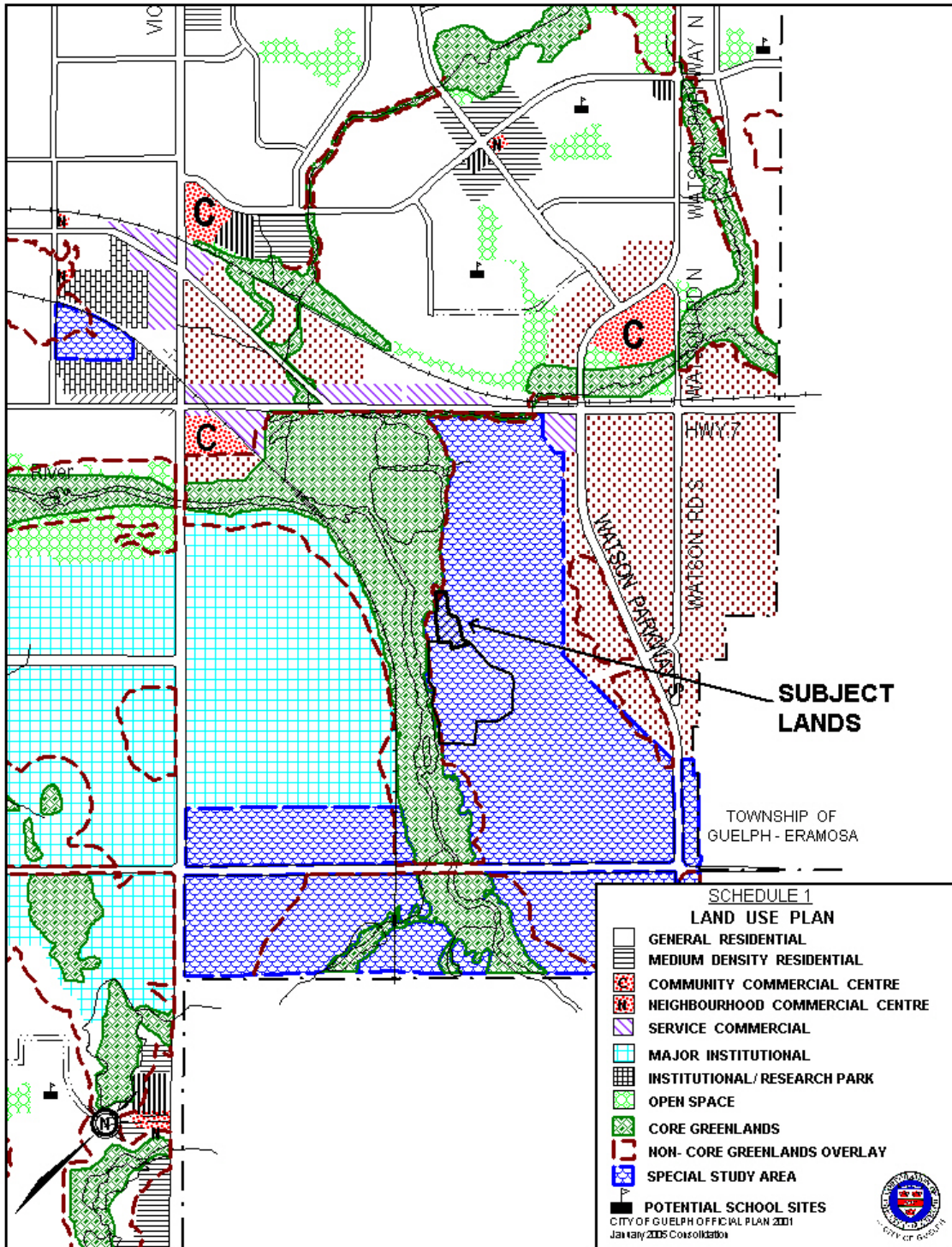
Conditions

1. That the Owner shall submit to the City, in accordance with Section 41 of The Planning Act, a fully detailed site plan, indicating the location of buildings, landscaping, parking, circulation, access, lighting, grading and drainage and servicing on the said lands to the satisfaction of the Director of Planning and Development Services and the City Engineer, prior to the issuance of a building permit, and furthermore the Owner agrees to develop the said lands in accordance with the approved site plan.
2. That the Owner implements and adheres to the recommendations and monitoring requirements contained in the Scoped Environmental Impact Study for the Better Beef Limited Expansion (165 Dunlop Drive, City of Guelph) prepared by Stantec Consulting Ltd. December 20th, 2004.
3. That the Owner pays to the City, as determined applicable by the City's Director of Finance, development charges and education development charges, in accordance with City of Guelph Development Charges By-law (2004)-17361, as amended from time to time, or any successor thereof, and in accordance with the Education Development Charges By-laws of the Upper Grand District School Board (Wellington County) and the Wellington Catholic District School Board, as amended from time to time, or any successor by-laws thereof, prior to issuance of a building permit, at the rate in effect at the time of issuance of the building permit.

4. That the Owner grades, develops and maintains the lands including any storm water management facilities in accordance with a stormwater management report and plans that have been submitted to and approved by the City Engineer. Furthermore the owner shall have the Professional Engineer who designed the storm water management system certify to the City that he/she supervised the construction of the storm water management system and that the storm water management system was built as it was approved by the City and that it is functioning properly.
5. The Owner shall pay the actual cost of constructing and installing any service laterals required and furthermore, prior to issuance of a building permit, the owner shall pay to the City the estimate cost of the service laterals, as determined by the City Engineer.
6. That prior to site plan approval, the Owner shall enter into a site plan control agreement with the City, registered on title, satisfactory to the City Solicitor. Such agreement shall include, but not be limited to, the conditions outlined in Schedule 2 of the Planning Report dated February 13, 2006.

SCHEDULE 3

Existing Official Plan Designation



SCHEDULE 3 (continued)

Official Plan Policies – Special Study Area

7.17 Special Study Area

This designation applies to an area of the City that is experiencing pressure for significant land use change. A planning study will be completed, with public consultation involving landowners, government agencies and the general community to determine a future land use concept for these identified areas. These areas have a diversity of existing and potential land use activities and a holistic examination of land use, servicing, transportation and community needs is required.

Objectives

- a) To define an area of the City which, is undergoing significant change and where the need for a co-coordinated future land use concept is required.
- b) To specify an area of the City where the application of the land use policy framework of this Plan does not provide sufficient clarity regarding future land use.
- c) To provide for a planning study mechanism whereby existing land uses are permitted to continue and expand while planning for the future is undertaken.
- d) To plan for future land uses while recognizing the need to minimize impacts on *significant natural heritage features* and *cultural heritage resources, where applicable*, in this area.

General Policies

7.17.1 A 'Special Study Area' designation applies to lands that are situated within the general area comprising the Guelph Correctional Centre and Wellington Detention Facility, the City's wet/dry waste management complex, the Eramosa River valley, and lands to the south of Stone Road, (east of Victoria Road). This 'Special Study Area' designation is outlined on Schedule 1.

- 7.17.1.3 The designated 'Special Study Area' is located within an area of the City where there are a number of future land use uncertainties. The matters creating uncertainty include:

- a) The closing of the Guelph Correctional Centre and the Wellington Detention Facility in the central area of this designation;
- b) Lands within the 'Special Study Area' are located within the "Arkell Springs Water Resource Protection Area" and special land use considerations are required to protect this major water source for the City;
- c) The majority of these lands – lands north of Stone Road – are within a Stage 3 servicing area of this Plan, (see subsection 4.2). This staging area requires the completion of a secondary plan prior to *development* occurring in the area;
- d) An aggregate operation to the south of Stone Road has ceased operation and a future land use for this area is required;
- e) Significant *natural* and *cultural heritage* features exist in the area, and careful land use planning is required to minimize impacts;
- f) A major industrial operation – an abattoir, meat packing and processing plant – is located centrally to this area and creates potential land use compatibility issues;
- g) The City's wet/dry waste management facility and associated Subbor waste processing operation, which is also centrally located in the area, is undergoing expansion and requires special consideration to fit into the surrounding area.

7.17.1.3 A planning study completed by the City shall examine future land uses, servicing, phasing of development, transportation and impact assessment on *natural heritage features* and *cultural heritage resources*. The overall intent is to derive a holistic land use plan for the area.

- 1. Existing uses of the area shall be permitted to continue in accordance with the provisions of the implementing *Zoning By-law* in effect on December 17, 2001.
- 2. **Changes in land use, lot additions and expansions of existing non-residential uses may be permitted without amendment to this Plan provided that the *development* proposal does not compromise the potential outcomes or original rationale for undertaking the intended planning study.**

7.17.1.3 The completion of the land use concept for this study area will be a prioritized planning action of the City.

SCHEDULE 5

CIRCULATION COMMENTS

<u>RESPONDENT</u>	<u>NO OBJECTION OR COMMENT</u>	<u>CONDITIONAL SUPPORT</u>	<u>ISSUES/CONCERNS</u>
Planning and Building Services		✓	<ul style="list-style-type: none">• Support subject to Schedule 2.
Environment & Transportation Group		✓	<ul style="list-style-type: none">• Support subject to Schedule 2.
G.R.C.A.	✓		<ul style="list-style-type: none">•
Community Services (Recreation and Parks)	✓		
Bousfields Inc (on behalf of the Ontario Realty Corporation)*			<ul style="list-style-type: none">• Concerns with application.
Heritage Guelph	✓		
E.A.C.		✓	<ul style="list-style-type: none">• Implementation of EIS recommendations
Guelph Development Association	✓		
Finance		✓	<ul style="list-style-type: none">• Development Charges
Guelph Hydro		✓	<ul style="list-style-type: none">• Relocation of hydro lines; provision of easements
Guelph Police Service	✓		

<u>RESPONDENT</u>	<u>NO OBJECTION OR COMMENT</u>	<u>CONDITIONAL SUPPORT</u>	<u>ISSUES/CONCERNS</u>
Guelph Chamber of Commerce	✓		
Guelph Field Naturalists	✓		
Wellington Dufferin Guelph Health Unit	✓		
Emergency Services / Fire Department	✓		
Wellington Catholic District School Board	✓		
Upper Grand District School Board	✓		

*Comments attached

SCHEDULE 6

Public Notification Summary

September 2001	Application submitted to the City of Guelph (Note: application deemed to be incomplete as EIS was not submitted)
Fall 2001	Notice of Application sign erected on the property.
January 11, 2005	Complete Application received including EIS and Preliminary Stormwater Management report.
March 15, 2005	Notice of Application mailed to prescribed agencies and surrounding property owners.
January 23, 2006	Notice of Public Meeting mailed to prescribed agencies and surrounding property owners.
February 13, 2006	Public Meeting of City Council.



Report:

PLANNING AND DEVELOPMENT SERVICES

Planning (Report 06-28)

TO: Council

DATE: 2006/13/03

SUBJECT: Concession Holdings Inc: Proposed Residential Draft Plan of Subdivision, Zoning Amendment and Plan of Condominium (File: 23T-05502, ZC0510, 23CDM05507 – Ward 1).

RECOMMENDATION:

“THAT the revised application by Black, Shoemaker, Robinson and Donaldson Ltd on behalf of Concession Holdings Inc for a Residential Draft Plan of Subdivision, associated Zoning By-law Amendment and Draft Plan of Condominium (File 23T-05502, ZC0510, 23CDM05507) on lands located at the terminus of Joseph Street legally described as Part of Lots 16, 17, 18, 21 and 22, Registered Plan 230, City of Guelph be placed on the April 3, 2006 City Council meeting agenda for a decision.”

(The Staff recommendation for Council's consideration is outlined in **Schedule 2**).

SUMMARY OF PROPOSAL:

The applicant proposes a Residential Draft Plan of Subdivision, Draft Plan of Common Element Condominium and associated Zoning By-law Amendment for a fifteen (15) lot residential subdivision with a private road on 0.88 hectares (0.36 acres) of land located at the terminus of Joseph Street, west of Victoria Road North (See **Schedule 1**). The Common Element Condominium includes the private road and the emergency access to Victoria Road North; the individual residential lots are freehold.

BACKGROUND:

Location: The subject property is located at the terminus of Joseph Street. Low rise residential properties in the form of detached dwellings are situated to the north and west of the site, Victoria Road is east of the site, and the Canadian National Railway right-of-way is the southern boundary of the site. The subject property is vacant.

Official Plan Designation: The subject property is designated “General Residential” in the Official Plan (see **Schedule 3**). This designation permits residential uses in low rise

housing forms at a maximum density of 100 units per hectare. The proposal conforms to the Official Plan.

Existing Zoning: The subject property is zoned R.1B (Residential Single Detached).

Application Background

The lands affected by this application (see **Schedule 1**) include:

- former City owned lands, and
- the easterly portions of lands municipally known as 3, 5, 7 and 11 Hardy Street.

The former City owned lands were recently declared surplus by the City of Guelph and were sold through a request for proposals process. This parcel was consolidated by the applicant with the easterly portions of the properties at 3, 5, 7 and 11 Hardy Street to create a developable piece of land with access to a municipal road, Joseph Street.

In July 2005, an application was submitted for a plan of subdivision, plan of condominium and associated zoning by-law amendment for the subject property (see **Schedule 5**). The initial proposal involved the properties at 3, 5 and 7 Hardy Street and included an access by private road from Hardy Street. The proposal included eleven new residential lots for detached dwellings and the demolition of the house at 5 Hardy Street to provide the private road access. The existing dwellings at 3 and 7 Hardy Street were to be retained. The circulation of the notice of application generated a considerable response from neighbouring residents. The main concerns were access to Hardy Street, increased traffic and safety of pedestrians. The residents of Joseph Street also expressed concern that the proposal did not include a cul-de-sac at the terminus of Joseph Street which was viewed by the residents as a solution to problems associated with the volume of traffic that mistakenly enters Joseph Street from Victoria Road with no means to turn around other than using private driveways.

In response to these concerns and consultation with City staff, the applicant reconfigured the proposed plan of subdivision and submitted a revised application to the City. This revised plan (see **Schedule 6**) incorporates the rear portion of 11 Hardy Street which was acquired by the applicant allowing for access to the subject property from Joseph Street. This proposal incorporated a private road access from Joseph Street and thirteen residential lots. An information meeting was held for area residents on September 29, 2005 at which time the revised plan was presented. Approximately thirty residents attended the meeting. Based on the general commentary at the meeting it appeared that those in attendance were satisfied that their initial concerns had been addressed through the revisions to the plan. A notice outlining the revised plan was circulated in November 2005 and no comments or concerns have been received since that time.

Through the review of this application, Planning staff recommended to the applicant that the density on the site be increased. This increase would be in the form of two additional lots for a total of fifteen lots. Increasing the number of lots could be achieved within the proposed zoning for the site. The applicant accepted this recommendation and submitted a revised plan with fifteen lots (see **Schedule 7**) in February 2006.

REPORT:

Description of Proposed Subdivision (Revised Plan)

The applicant proposes to subdivide the property in accordance with the attached Draft Plan of Subdivision (see **Schedule 7**). The plan incorporates a private road access to the site via Joseph Street. The rear portion of the properties at 3, 5, 7 and 11 Hardy Street have been severed for inclusion into the plan of subdivision. The houses on Hardy Street are not included in this application. Fifteen (15) residential lots for detached houses fronting onto a private street are proposed by the applicant. An emergency access to Victoria Road is also proposed.

Description of Proposed Zoning By-law Amendment

The applicant proposes to amend the zoning on the subject property from the R.1B (Residential Single Detached) Zone to a new Specialized R.1C (Residential Single Detached) Zone (see **Schedule 4 – Proposed Zoning**). A zoning amendment is required because the lots do not front onto a public road. The specialized regulations also include the setback requirement of 30 metres for the rail line right-of-way. The Specialized R.1C Zone would include the following specialized regulations:

- Frontage on a private street where frontage on a public street is required.
- Front yard setback. The proposed front yard setback is 3 metres for the dwelling with a 6 metre setback in front of the garage where the standard R.1C zone requires a minimum 6 metre setback.
- Setback from the Canadian National Railway right-of-way. Due to the proximity of the Canadian National Railway, the lots abutting the railway require a 30 metre rear yard setback from the railway right-of-way.
- Minimum exterior side yard. The proposed exterior side yard is 1.5 metres where 4.5 metres is required.

Description of Proposed Common Element Condominium

A plan of condominium is proposed in order to permit the applicant to establish a private street under the Condominium Act. The plan of condominium is a common element condominium that includes the private street and emergency access; the residential lots are proposed to be freehold and are not part of the condominium application (see **Schedule 8**).

Planning Analysis

The Planning Division supports this application for an infill residential subdivision. This proposal conforms to Official Plan policies for the “General Residential” designation and to infill and intensification policies.

The proposed access to the subdivision and layout of the private road represent a suitable pattern of development for the subject lands. The applicant has also made considerations for coordinating lot lines for the lots that back onto existing residential properties. These elements, along with the Joseph Street access, were significant in addressing the neighbourhood’s concerns.

The direction of the Provincial Policy Statement and the Draft Places to Grow document focus on increased density in built-up areas. This application presents the opportunity to

achieve these goals. The applicant's revised proposal has a density of 17 units per hectare. The previous application for thirteen lots had a density of 14.7 units per hectare.

The neighbourhood including Joseph Street and Hardy Street was developed in the 1960's. The typical pattern of development is detached housing on large lots. Recently, in keeping with the Official Plan's infill and intensification policies, large lots in this neighbourhood have been severed to create additional housing units. The new lots created through severances are smaller than the typical 1960's lot in the neighbourhood and represent an increase in density while maintaining compatibility and a desirable streetscape. In the past 4 years, seven new lots were created through severances in the area of Grange Street (between Stevenson Street North and Victoria Road North) and on Hardy Street. The frontage of these lots ranges from 10.3 metres to 14.8 metres (the average frontage is 12.8 metres). The applicant's proposal for R.1C zoning (12 metre minimum frontage) is compatible with the overall neighbourhood and is in keeping with the policy direction of increasing density through infill lots. This proposed subdivision will also increase the availability of housing in an area that has existing municipal services and is in close proximity to existing community facilities such as schools, churches, and commercial plazas.

This development will be serviced through the extension of existing services. The opportunity for improvements to the existing municipal water services in this neighbourhood is also available as a result of this application. The application includes an easement from Hardy Street to connect the existing watermain on Hardy Street to the existing watermain on Joseph Street. This will allow for looping of the existing watermains.

The Development Priorities Plan 2006 indicates that this application is anticipated to be registered in 2006.

Water and Wastewater capacity exist for this fifteen (15) lot subdivision.

Planning and Development Services is in support of the proposed subdivision and associated Zoning By-law amendment subject to the conditions specified in **Schedule 2**. It is recommended that this development application be placed on the April 3, 2006 Council meeting for a decision.

CORPORATE STRATEGIC PLAN:

The subdivision application supports Strategic Direction #1: The management of growth in a balanced and sustainable manner.

FINANCIAL IMPLICATIONS:

Based on Maximum of 15 Residential Units

Population Projections

- 48 persons

Projected Taxation

- \$46 740 (based on average values from 2003 to 2005 assessment data)

Development Charges

- \$154 575 Residential (Maximum of 15 Singles)

DEPARTMENTAL CONSULTATION/CONCURRENCE:

The public and agency comments received during the review of the application are included on **Schedule 9**.

ATTACHMENTS:

Schedule 1 – Location Map

Schedule 2 – Regulations and Conditions

Schedule 3 – Official Plan Designation

Schedule 4 – Existing and Proposed Zoning

Schedule 5 – Original Application – Hardy Street Access

Schedule 6 – Revised Application November 2005

Schedule 7 – Revised Application February 2006

Schedule 8 – Proposed Plan of Condominium

Schedule 9 – Circulation Comments

Schedule 10 – Public Notification Summary

Prepared By:
Melissa Castellan, Senior Development Planner

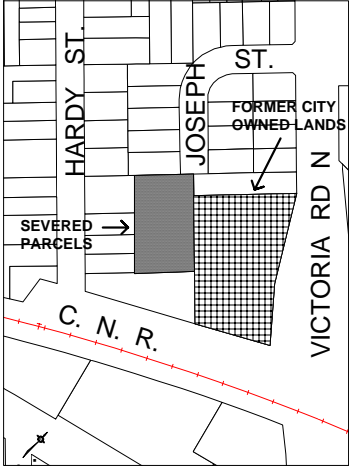
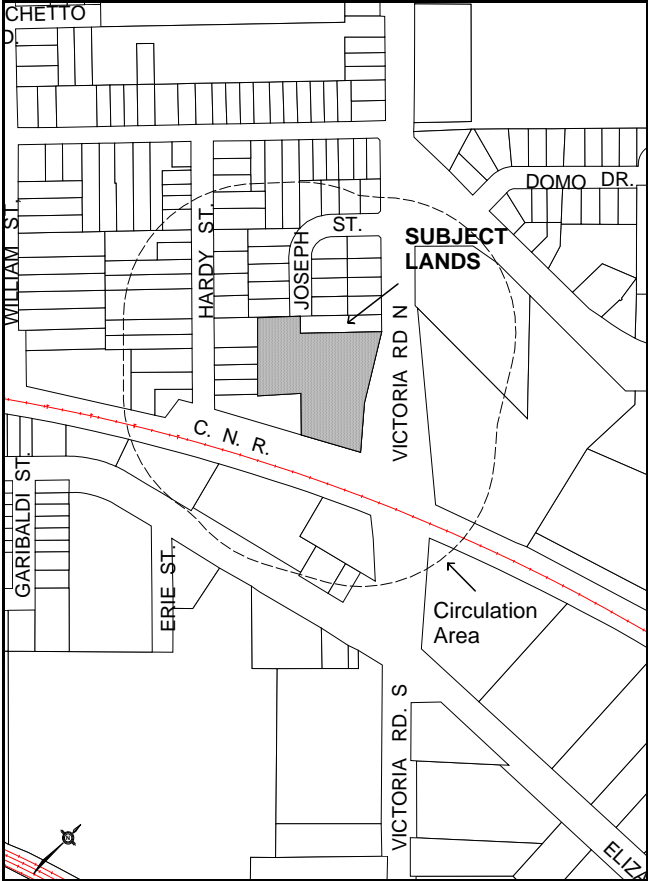
Recommended by:
R. Scott Hannah, Manager of
Development Planning

Recommended By:
James N. Riddell
Director of Planning and Development Services

Approved for Presentation:
Larry Kotseff
Chief Administrative Officer

SCHEDULE 1

Location Map



*The circulation area for this application was expanded to include all of Hardy Street and properties on Grange Street at the intersection of Hardy St and Grange St.

SCHEDULE 2

Regulations and Conditions

PART A

“THAT the application by Black, Shoemaker, Robinson and Donaldson Ltd on behalf of Concession Holdings Inc. for a Draft Plan of Residential Subdivision and Draft Plan of Condominium on .88 ha of land located at the terminus of Joseph Street, legally described as Part of Lots 16, 17, 18, 21 and 22, Registered Plan 230, City of Guelph be approved, subject to the following conditions:

1. That this subdivision approval applies only to a draft plan of subdivision prepared by Black, Shoemaker, Robinson and Donaldson Ltd dated February 2, 2006 (project No. 05-5985-29)
2. That this Draft Plan Approval shall lapse at the expiration of 3 years from the date of issuance of Draft Plan Approval.

Conditions to be met prior to grading or site alteration

3. That the Developer agrees to **stabilize all disturbed soil** within 90 days of being disturbed, control all noxious weeds and keep ground cover to a maximum height of 150 mm (6 inches) until the release of the development agreement on the block/lot so disturbed.
4. That the Developer agrees to direct **construction traffic** to and from the subject site for all phases of servicing and building construction via a specified route to the satisfaction of the City Engineer. Any damage or maintenance required to surrounding streets as a result of such traffic shall be at the Developers cost.
5. That the Developer agrees that no work, including, but not limited to **grading or filling**, will occur on the lands until such time as the Developer has obtained written permission from the City Engineer or has entered into a Development Agreement with the City.
6. That the Developer prepare an overall **site drainage and grading plan**, satisfactory to the City Engineer, prior to any grading or construction on the site. Such a plan will be used as the basis for a detailed lot grading plan to be submitted prior to the issuance of any building permit within the development.
7. That the Developer constructs, installs and maintains **erosion and sediment control** facilities, satisfactory to the City Engineer, prior to any grading or construction on the lands in accordance with a plan that has been submitted to and approved by the City Engineer.

Conditions to be met prior to execution of development agreement

8. That the Developer is responsible for the **total cost of the design and construction** of all municipal services required to service the lands within and external to the limits of the plan of subdivision including roadworks, and sanitary, storm and water facilities. Municipal services external to the plan include, but are not limited to, the construction of a 150mm diameter watermain and roadworks on Joseph Street including all appurtenances and restoration. All costs related to the construction of the 150mm diameter watermain within Parts 1 and 2 of Reference Plan 61R-xxxx will be borne by the City of Guelph upon completion of the works to the satisfaction of the City Engineer. Such costs to include construction administration and on-site inspection.
9. That the Developer shall have **engineering servicing drawings** prepared for the approval of the City Engineer for all internal and external municipal services, grading and drainage. These drawings must reflect the recommendations of all approved reports and studies prepared in support of this application.
10. That the Developer agrees to design and construct **entrance features** within Block 14 of the proposed plan of condominium to delineate the transition from the Joseph Street right-of-way to the private road.
11. That the Developer pay a share of the cost of all **existing municipal services** within and abutting the proposed subdivision, as determined by the City Engineer.

Conditions to be met prior to registration of the plan

12. That prior to the registration of the plan, the approval of the City must be obtained with respect to the availability of **adequate water supply and sewage treatment capacity**.
13. That prior to final approval of the plan, the Developer enters into a **Development Agreement**, to be registered on title, satisfactory to the City Solicitor, which includes all requirements, financial and otherwise to the satisfaction of the City of Guelph. Such an agreement will also require that the developer, or subsequent owners of the common elements within the plan, provide perpetual maintenance of all such common elements.
14. That any domestic wells and boreholes drilled for hydrogeological or geotechnical investigations be properly abandoned in accordance with the Ministry of Environment Regulations and Guidelines to the satisfaction of the Director of Planning and Development Services.
15. That the developer shall erect signs at the entrances to the subdivision showing the proposed land uses and zoning of all lots and blocks within the proposed subdivision and predominantly place on such signs the wording "For the zoning of all lands abutting the subdivision, inquiries should be directed to Planning and Development Services, City Hall".

16. That all **easements, blocks** and **rights-of-way** required within or adjacent to the proposed plan of condominium be granted free and clear of encumbrance to the satisfaction of the City of Guelph, Guelph Hydro Electric Systems Inc. and other Guelph utilities.
17. That the Developer shall pay any **outstanding debts** owed to the City, prior to the registration of the proposed plan of condominium.
18. That all **telephone service and cable TV service** in the plan be underground and the Developer shall enter into a servicing agreement with Bell Canada providing for the installation of underground telephone service prior to registration of the plan of condominium.
19. That **street lighting** and underground wiring shall be provided throughout the common-element condominium at the Developer's expense and in accordance with the policies of the City of Guelph and Guelph Hydro Electric Systems Inc.
20. Prior to the registration of the subdivision plan or any part thereof, the owner shall pay to the City, the City's total cost of reproduction and distribution of the Guelph Residents' Environmental Handbook, to all future homeowners or households within the plan, with such payment based on a cost of one handbook per residential dwelling unit, as determined by the City.

Conditions to be met prior to the issuance of a building permit

21. That the Developer pay **development charges** to the City in accordance with By-law Number (2004) - 17361, as amended from time to time, or any successor thereof and in accordance with the Education Development Charges By-laws of the Upper Grand District School Board (Wellington County) and the Wellington Catholic District School Board as amended from time to time, or any successor by-laws thereto.
22. That the developer agrees to provide **written certification** from a licensed professional engineer that all municipal services internal and external to the lands have been constructed in accordance with City standards, the approved engineering servicing drawings and are available for their intended use to the satisfaction of the City Engineer.
23. That the developer agrees to provide **written certification** from a licensed professional engineer that the grading of the lot for which a building permit has been requested has been completed in accordance with City standards, the approved overall site drainage and grading plan to the satisfaction of the City Engineer.
24. That site plans for all corner building lots shall be submitted to the City Engineer for approval of driveway location.
25. The Developer shall submit a report prepared by a Professional Engineer to the

- satisfaction of the Chief Building Official certifying all fill placed below proposed building locations. All fill placed within the allowable zoning by-law envelope for building construction shall be certified to a maximum distance of 30 metres from the street line. This report shall include the following information: lot number, depth of fill, top elevation of fill and the area approved for building construction from the street line.
26. The Developer shall submit a report prepared by a Professional Engineer to the satisfaction of the Chief Building Official providing an opinion on the presence of soil gases (radon and methane) in the plan of subdivision in accordance with applicable provisions contained in the Ontario Building Code.
 27. That the developer shall be responsible for paying cash-in-lieu of parkland for the entire development, in accordance with the City of Guelph By-law (1989)-13410, as amended by By-law (1990)-13545, or any successor thereof, prior to the issuance of any building permits.

Agency Conditions

28. The Owner is required to engage a consultant to undertake an analysis of noise and vibration in order to recommend abatement measures necessary to achieve the maximum level limits set by the Ministry of Environment and Canadian National Railway prior to registration of the plan. Upon review and approval of the noise and vibration reports, all recommendations provided should be included in the Subdivision Agreement.
29. The Owner shall agree in the Subdivision Agreement, in wording satisfactory to CN, to the following:
 - (a) Construct and maintain an earthen berm a minimum of 2.0 metres above grade at the property line, having side slopes not steeper than 2.5 to 1, adjoining and parallel to the railway right-of-way with returns at the ends.
 - (b) Construct and maintain an acoustic barrier along the top of the berm of a minimum combined height of 5.0 metres above top-of-rail. The acoustic fence to be constructed without openings and of a durable material weighing not less than 20 kg. per square metre of surface area. The Railway may consider other measures, subject to the review of the noise report.
 - (c) Install and maintain a chain link fence of minimum 1.83 metre height along the mutual property line.
 - (d) That any proposed alterations to the existing drainage pattern affecting Railway property must receive prior concurrence from the Railway and be substantiated by a drainage report to the satisfaction of the Railway.

30. The following warning clause shall be included in the Subdivision Agreement, Condominium Agreement, Condominium Declaration and inserted in all Agreements of Purchase and Sale or Lease for each dwelling unit:

"Warning: Canadian National Railway Company or its assigns or successors in interest has or have a right-of-way within 300 metres from the land the subject hereof. There may be alterations to or expansions of the rail facilities on such right-of-way in the future including the possibility that the railway or its assigns or successors as aforesaid may expand its operations, which expansion may affect the living environment of the residents in the vicinity, notwithstanding the inclusion of any noise and vibration attenuating measures in the design of the development and individual dwelling(s). CN will not be responsible for any complaints or claims arising from use of such facilities and/or operations on, over or under the aforesaid right-of-way."

31. The Owner shall through restrictive covenants to be registered on title and all agreements of purchase and sale or lease provide notice to the public that the safety berm, fencing and vibration isolation measures implemented are not to be tampered with or altered and further that the Condominium Corporation shall have sole responsibility for and shall maintain these measures to the satisfaction of CN.
32. The Owner enter into an Agreement with CN, stipulating how CN's concerns will be resolved and will pay CN's reasonable costs in preparing and negotiating the agreement prior to registration of the plan.
33. That the developer agrees to provide the Upper Grand District School Board with a digital file of the plan of subdivision in either ARC/INFO export of DXF format containing the following information: parcel fabric and street network.

Part B

"That the Zoning By-law amendment application be approved and that City Staff be instructed to prepare the necessary amendment to Zoning By-law Number (1995)-14864, as amended, to transfer portions of the subject lands from the current R.1B (Residential Single Detached) Zone to the Specialized R.1C-? (Residential Single Detached) Zone as follows:

Regulations

This zoning amendment is for property located at the terminus of Joseph Street, legally described as Part of Lots 16, 17, 18, 21 and 22, Registered Plan 230, City of Guelph.

The following zoning is proposed:

Specialized R.1C (Residential Single Detached)

Permitted Uses

In accordance with the provisions of Section 5.1.1 of Zoning By-law (1995) – 14864, as amended.

Regulations

In accordance with Section 5.1 of Zoning By-law (1995) – 14864, as amended, with the following exceptions:

Frontage on a **Street**

Despite Section 4.1 of the Zoning By-law (1995) – 14864, as amended, development may occur on a privately owned **Street**.

Minimum *Front Yard*

The Minimum **Front Yard** shall be 3 metres for the **Dwelling** and 6 metres for the **Garage** from the private **Street**.

Minimum Exterior Side Yard

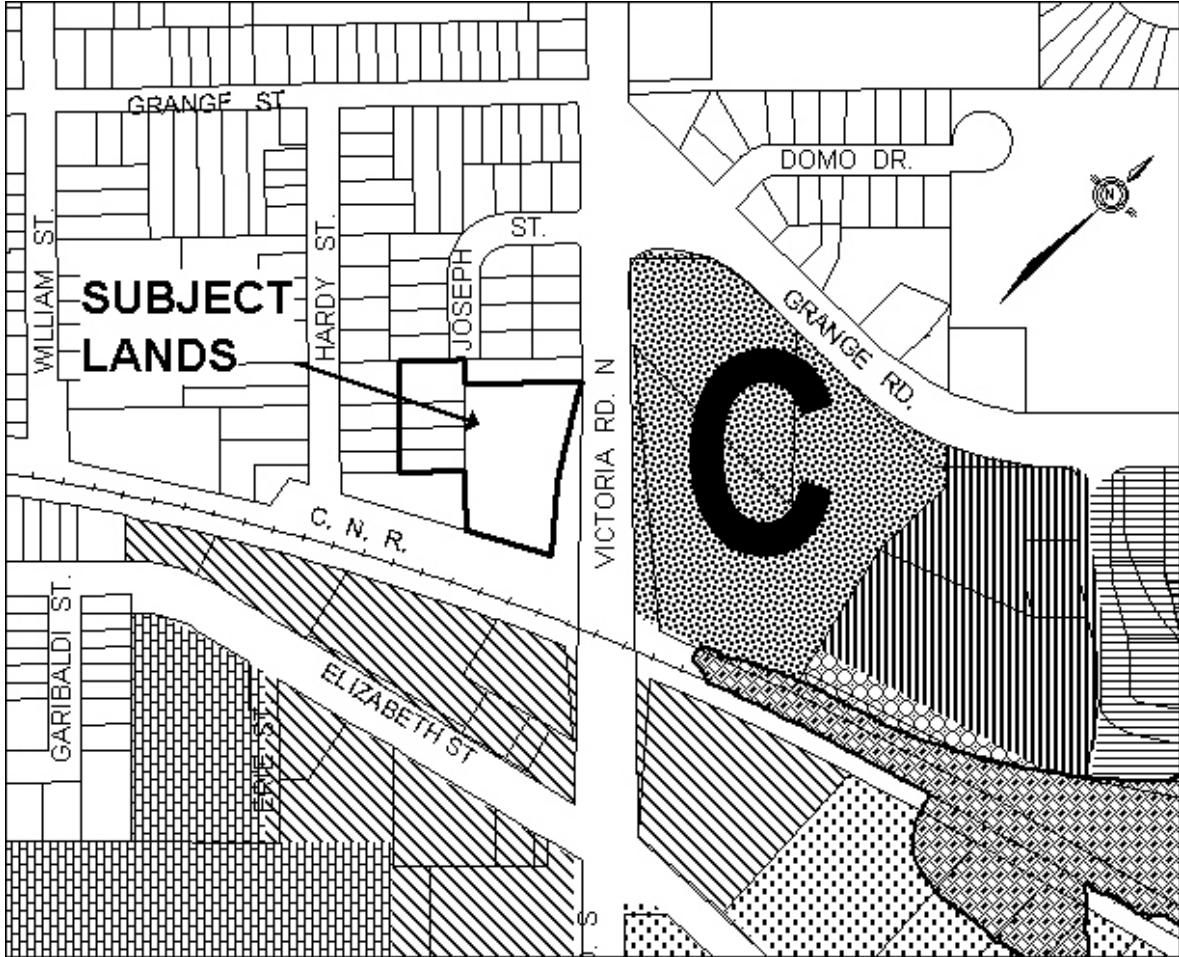
1.5 metres

Minimum Separation from Railway Right-of-Way

30 metres

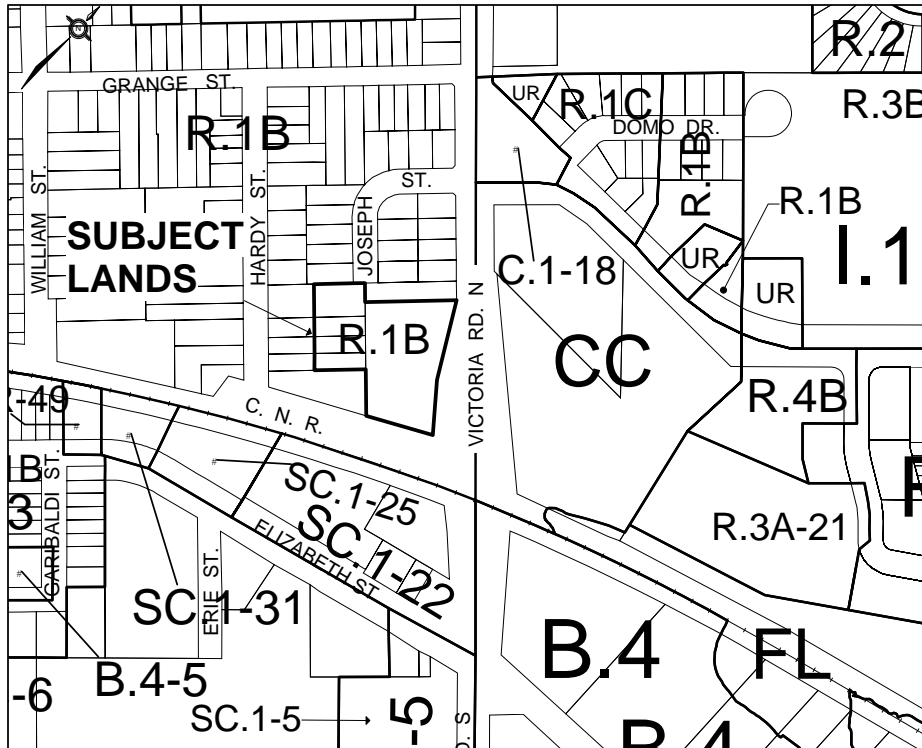
SCHEDULE 3

Official Plan Designation



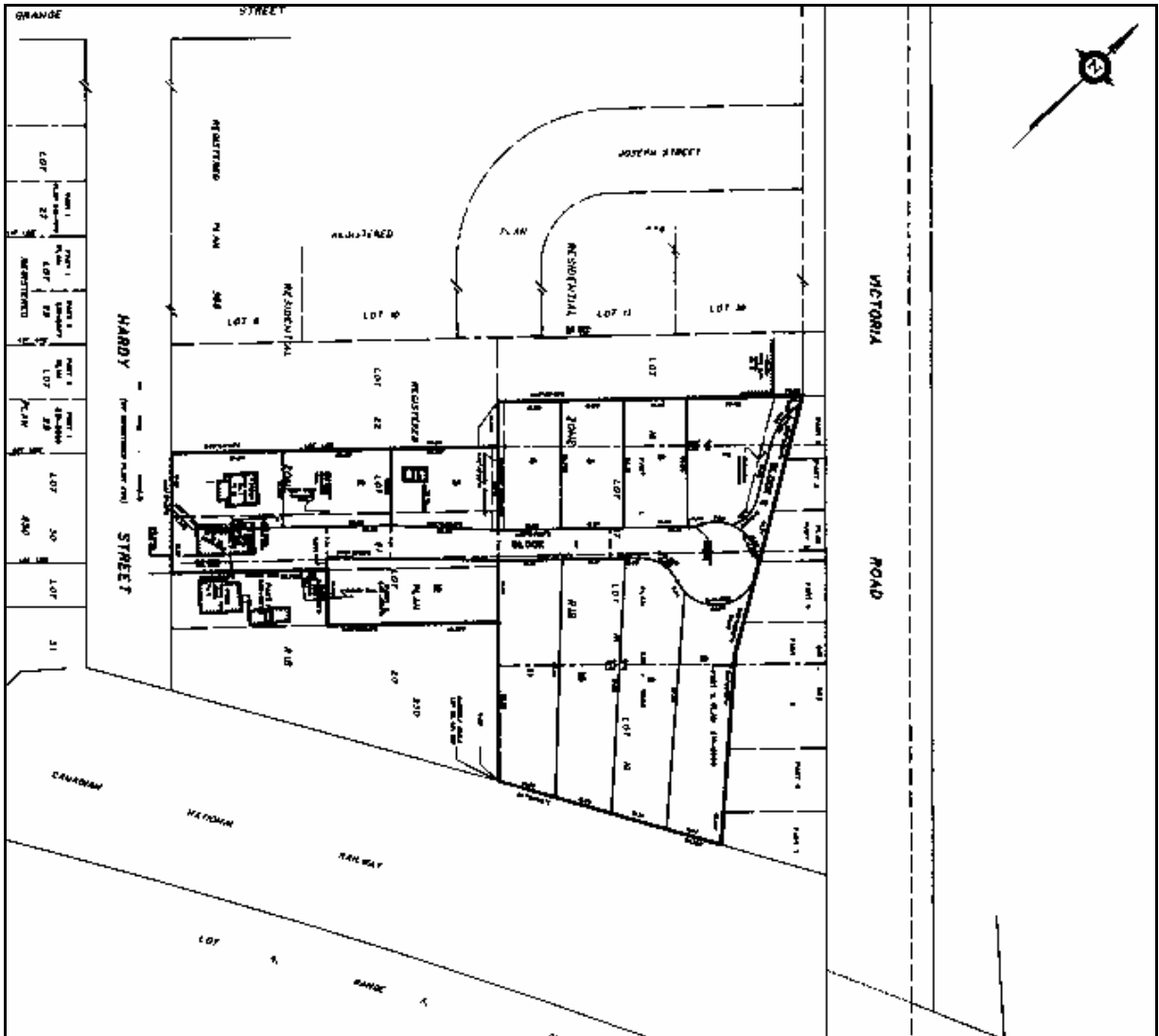
SCHEDULE 4

Existing Zoning



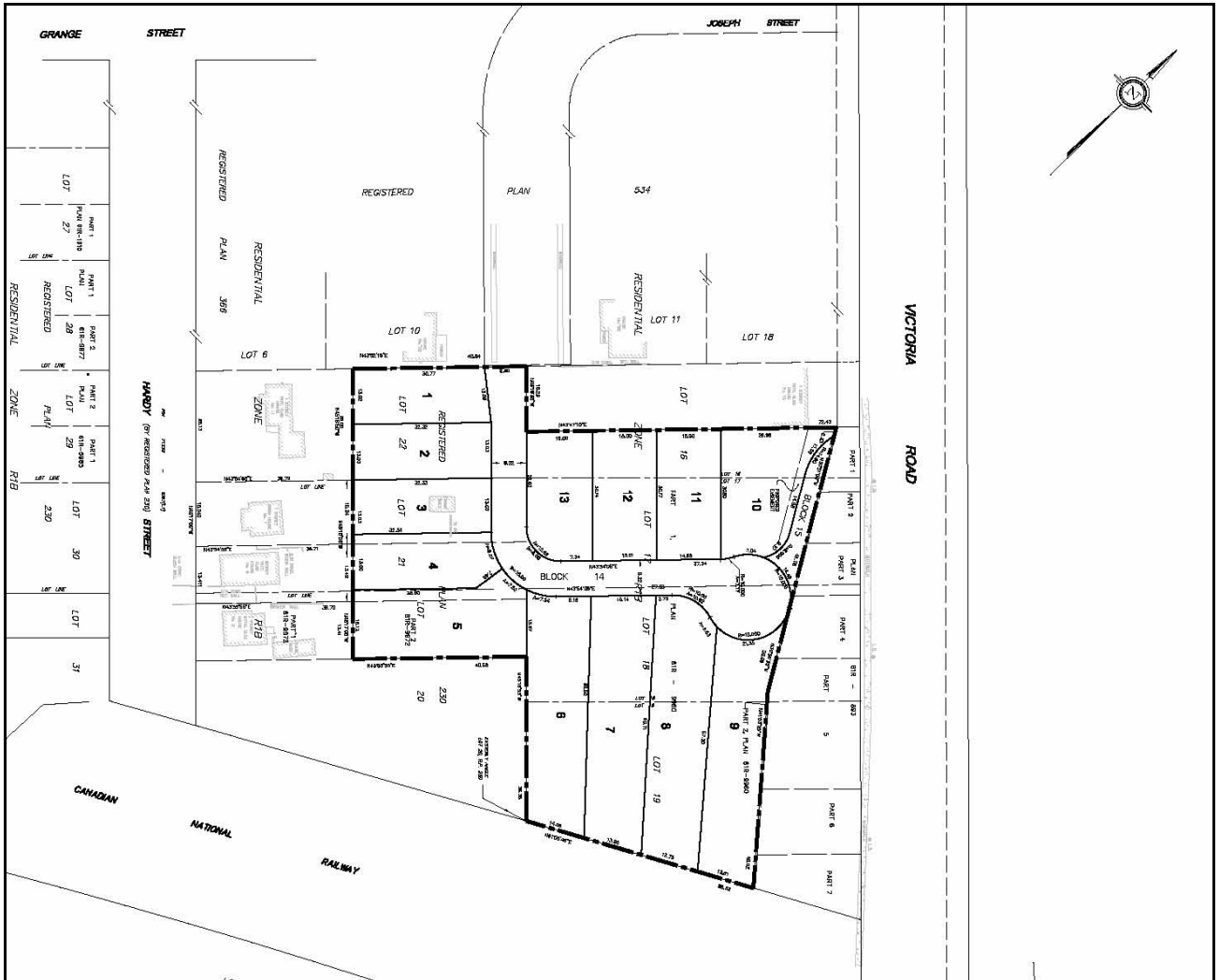
SCHEDULE 5

Original Application – Hardy Street Access



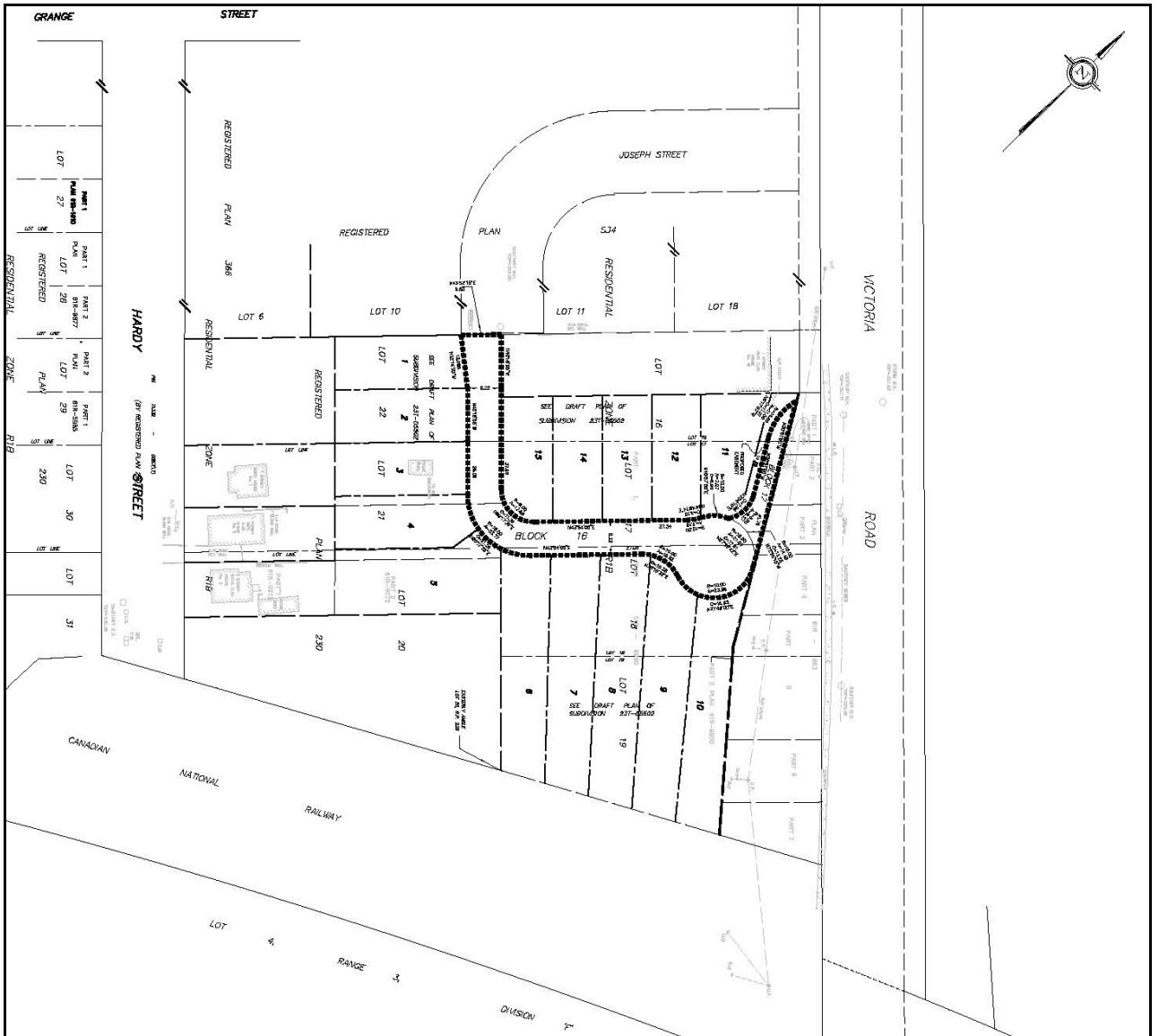
SCHEDULE 6

Revised Application November 2005 – 13 lots, Joseph Street Access



SCHEDULE 8

Proposed Plan of Condominium



SCHEDULE 9

Circulation Comments

<u>RESPONDENT</u>	<u>NO OBJECTION OR COMMENT</u>	<u>CONDITIONAL SUPPORT</u>	<u>ISSUES/CONCERNS</u>
Planning		✓	<ul style="list-style-type: none"> Support subject to Schedule 2.
Engineering*		✓	<ul style="list-style-type: none"> Support subject to Schedule 2.
G.R.C.A.	✓		
Parks		✓	<ul style="list-style-type: none"> Cash in lieu of parkland
Wellington County	✓		
Heritage Guelph	✓		
Guelph Development Association	✓		
Canadian National Railway		✓	<ul style="list-style-type: none"> Support subject to Schedule 2.
Finance		✓	<ul style="list-style-type: none"> Development Charges
Guelph Hydro		✓	<ul style="list-style-type: none"> Easements Street lighting is the responsibility of the developer
Guelph Police Service	✓		
Guelph Chamber of Commerce	✓		

<u>RESPONDENT</u>	<u>NO OBJECTION OR COMMENT</u>	<u>CONDITIONAL SUPPORT</u>	<u>ISSUES/CONCERNS</u>
Emergency Services / Fire Department	✓		
Canada Post	✓		<ul style="list-style-type: none"> • Door to door mail delivery service
Wellington Catholic District School Board	✓		
Upper Grand District School Board	✓		<ul style="list-style-type: none"> • Education Development Charges
Residents of Joseph Street*	✓		<ul style="list-style-type: none"> • Support the application • Request that the “no exit” sign at Joseph St and Victoria Road be increased in size

*Comments attached

SCHEDULE 10

Public Notification Summary

June 28, 2005	Application submitted to the City of Guelph
July 11, 2005	Notice of Application sign erected on the property.
July 13, 2005	Notice of Application mailed to prescribed agencies and surrounding property owners within 120 metres.
September 29, 2005	Public Information Meeting.
November 18, 2005	Notice of Revised Application circulated.
February 20, 2006	Notice of Public Meeting mailed to prescribed agencies and surrounding property owners with 120 metres.
March 13, 2006	Public Meeting of City Council.



Report:

PLANNING & DEVELOPMENT SERVICES

Report # (06-30)

TO: Council

DATE: 2006/03/13

**SUBJECT: COMMERCIAL POLICY REVIEW
OFFICIAL PLAN AMENDMENT #29**

RECOMMENDATION:

“That the proposal by the City of Guelph for approval of an Official Plan Amendment to modify the commercial policy planning framework of the Official Plan, BE APPROVED, in accordance with the proposed policies and mapping outlined in Schedule 2 of the Planning and Development Services report #06-30 dated March 13, 2006.

BACKGROUND:

On July 25th, 2005 Council modified and adopted Report #05-83 which provided a recommended framework to update to the commercial policy structure for the City to 2021. The framework was developed through a detailed review process that considered amongst other things Provincial policies and initiatives. The framework adopted by Council will provide the basis for facilitating appropriate commercial development and it sets the stage for greater opportunities to promote mixed use development and intensification opportunities over this timeframe. On November 21st, 2005 Council received the initial draft of the proposed Official Plan policies to implement the approved commercial structure and directed that Staff initiate the necessary procedures to update the City’s planning documents (i.e. Official Plan, Zoning By-law). In accordance with this direction the proposed Official Plan changes as outlined in Official Plan Amendment #29 were circulated for agency and community input and formal public notice of the public meeting to consider the proposed adoption of the policies has been given in accordance with the requirements of the Planning Act.

REPORT:

The purpose of this report is to:

- Outline the comments received with respect to the draft policies;
- Outline the Staff response to the various matters raised; and
- Present recommended policies to be incorporated into the Official Plan having had regard to the comments received.

Schedule 1 provides a summary of the comments that were received with respect to the draft policies circulated in late 2005 as well as the staff response.

Schedule 2 outlines the proposed Official Plan Amendment #29 incorporating recommended changes/modifications resulting from the agency circulation/public commenting process.

Key Issues:

The following outlines the major issues raised in response to the circulation of the draft Official Plan Amendment:

1.0 Role of the Downtown:

Issue:

Concern has been raised regarding a perception that the proposed policies diminish the importance of the downtown area. The current policies use the term 'the primary commercial area' to describe its role. Clearly, in terms of floor area the downtown is no longer the primary commercial area as the Stone Road Area has significantly more retail and office space. Downtown continues to have a critical function within the commercial policy framework and for the development of the City as a whole.

Comment:

To address this concern Staff are recommending modifications to the proposed policies to recognize the downtown as a major focal area for investment, employment and residential uses and as a city-wide focal area for commercial, civic and entertainment uses. This terminology is consistent with that set out by the Province in its Draft Places to Grow Plan.

2.0 The CPR framework steers development away from the core to newly developing areas which is inconsistent with the Provincial Policy Statement and Places to Grow directions.

Issue:

It has been suggested that the Commercial Policy framework is not in keeping with the Provincial Policy Statement. Specifically, it is suggested that Section 1.1.3.5.1 which reads as follows has not been complied with:

“Planning authorities shall establish and implement phasing policies to ensure that specified targets for *intensification* and *redevelopment* are achieved prior to, or concurrent with, new development within *designated growth areas*.”

Comment:

- When Council approved the CPR framework in July 2005 it specifically set aside 500,000 square feet of warranted space for intensification and redevelopment. Section 1.1.3.5.1 of the PPS is intended to ensure that opportunities exist for both intensification and new development to occur within the timeframe of the Official Plan. The CPR framework is specifically designed to promote intensification while also providing commercial opportunities in newly developing areas. This interpretation of the PPS is supported by Policy 1.3.1(a) which states:

“Planning authorities shall promote economic development and competitiveness by providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long term needs.”

Furthermore, the policies of the CPR framework are designed to ensure that any additional space that may be proposed does not violate the intent of the CPR framework with respect to providing this balance of opportunities. OPA#29 was circulated to the Ministry of Municipal Affairs and Housing and staff have confirmed with the Ministry that they do not have concerns that it conflicts with the PPS.

- It has also been suggested that not enough space has been ‘reserved’ for intensification and redevelopment which would result in an imbalance of commercial space between newly developing areas and established areas thus conflicting with the PPS. **Schedule 3** has been prepared to show that the proposed additional commercial space including the space ‘reserved’ for intensification and redevelopment will result in a balanced amount of space being available for all areas of the City. **Schedule 3** shows that relative to population, the inner-city currently has more commercial space than newly developing areas and that the additional space contemplated by the CPR framework outside of the inner-city will result in these areas having a similar ratio. It also shows that commercial potential in the inner-city is not compromised.

- It has been suggested that 40% of the new commercial space should be directed to the downtown and inner-city locations to be consistent with the directions of 'Places to Grow'. 'Places to Grow' is clear that the 40% requirement relates to residential development not commercial. The analysis in **Schedule 3** indicates that even with the significant residential intensification contemplated by the 'Places to Grow' document the commercial to population ratio in the inner-city is maintained.

3.0 Intensification Corridors:

Issue:

It has been suggested that in order to position the City's commercial framework to be in keeping with the expected directions emanating from the Provincial 'Places to Grow' initiative and the City's Transportation Study that intensification corridors should have been defined and commercial space should have been allocated to these areas.

Comment:

- The City's Transportation Study discusses the advantages of creating nodes and linking corridors with a mix of uses and activities at higher densities so as to minimize the use of automobiles for many trips. The document included a concept showing the key nodes and the linking transit corridors as well as a future transit route concept showing a perimeter routing system linking these nodes. **Schedule 4** indicates the nodes and corridors concept and the long term transit concept. The proposed Intensification Nodes and Mixed Use Nodes within the CPR framework correspond to these concepts and provide the basis for the future transit network. Consistent with the Transportation Study the proposed CPR framework has incorporated high and medium density residential permissions along with a full range of other appropriate uses in these designations to encourage a mixture of uses.

- The draft Places to Grow Plan and the City's Transportation Study are clear that the concept of mixed-use development includes development both vertically integrated in a building and complementary development located in proximity to each other. The Mixed Use and Intensification Nodes as set out in the CPR framework not only permit a variety of uses within them, they are situated in proximity to medium and higher density residential areas and employment areas. This is in keeping with the concept of '*complete communities*' as set out in the Places to Grow initiative. It is further noted that this concept was explained by the Provincial representatives in their presentation to the Guelph community as applying to a wider community scale than individual developments or designations.
- A number of the corridors identified in the Transportation Study are also currently designated for higher intensity residential and neighbourhood commercial uses which is consistent with the intent of Places to Grow (Woolwich, Gordon and Victoria). The General Residential designation of the Official Plan also directs higher intensity residential uses and local commercial uses to the major road system that form the City's transit network. The CPR framework also establishes a greater range of uses within commercial areas adjacent the major road system thus providing a market incentive for more efficient development of these areas. Therefore, while the Official Plan does not currently have a specific intensification corridor designation the various designations that exist along the major road system in combination with the policy framework effectively promote this form of transit supportive development in keeping with the intent of the Places to Grow initiative.
- Intensification in some other corridors (i.e. Edinburgh and York Road) will need to be balanced with other planning objectives such as neighbourhood impact and promoting re-use of existing buildings rather than redevelopment (i.e. Woolwich Street). The proposed modifications to the CPR framework are consistent with the City's Transportation Study.
- The 'Places to Grow' draft plan indicates that intensification corridors are to be planned:

"To accommodate local services, including commercial, recreational, cultural and entertainment uses".

- The market analysis by Robin Dee & Associates that forms the basis of the CPR commercial space allocation indicated a need for 2.2 million square feet of commercial space to 2021. Approximately 1.2 million square feet of this has been identified as being associated with uses that serve the broader community (department stores, home improvement stores, household furnishings, auto supply stores, theatres). The proposed Intensification and Mixed Use Nodes will provide the opportunity for these uses as well as providing locations for uses serving the nearby residential and business areas such as personal and professional services, drug stores, restaurants and grocery stores. Furthermore, the CPR framework recognizes and provides opportunity for local commercial uses serving the immediate residential community. These areas are directed to the major road network forming the City's transit corridors and focused at major intersections rather than being allowed in long strip development. The CPR framework recognizes the need for commercial uses serving the wider city and local services and provides opportunities for both in locations consistent with the intent of the Places to Grow initiative. It also noted that Places to Grow does not specify a particular manner in which commercial space is to be provided.
- Modifications to the policy framework set out in Amendment #29 are proposed to clarify that the Mixed Use and Intensification nodes and the Neighbourhood centres are to be integrated with the surrounding areas by footpaths, sidewalks and bicycle routes, that transit terminals are to be incorporated into these areas where identified in the Transportation Study and that smaller buildings generally more amenable to local services are to be located at the street line in proximity to pedestrian and transit facilities.

4.0 Walkable Communities:

Issue:

Concern has been raised that the Mixed Use Nodes policy framework allows large format buildings and that in doing so it promotes a form of development that is inconsistent with the concept of walkable communities.

Comment:

- The CPR framework was predicated upon a number of key principles including:
 1. There is a need and a public good to ensure that an adequate amount of commercial space is available to meet the needs of existing and future residents and businesses;

2. The framework needs to consider the demand by type of space and as noted above a significant amount of the required space are uses that serve the community as a whole that are typically provided in larger format buildings. Experience in Guelph has shown that restricting the type of format adversely impacts the availability of commercial space in the community.
 3. The objective of dispersing commercial activity including major uses throughout the City through the creation of appropriately sized nodes. The proposed nodes are sized to provide adequate commercial opportunity for a variety of uses and formats and to ensure dispersion of space.
 4. The CPR framework takes into consideration changes in the retail commercial market and provides a flexible framework that permits a variety of formats in recognition of the variety of commercial space requirements. Strong urban design policies are the best means available to address built form.
- The proposed urban design policies include criteria to ensure that development within nodes incorporates distinct pedestrian systems which link to wider pedestrian and transit systems as well as bicycle parking. They also promote the provision of smaller buildings that typically provide local services near intersections and immediately adjacent to the roads for ease of access. As noted above, modifications are proposed to make this requirement clearer.
 - To better articulate the objective of creating walkable communities Staff are suggesting that OPA #29 be modified to ensure that where large format buildings are provided the site be planned to ensure that smaller buildings suitable for the provision of local goods and services be included near intersections and adjacent street edges. The intent of this policy is to discourage single use car oriented development by ensuring that the total floor area potential of a site is not taken up by a single building.

5.0 Urban Design Standards

Issue:

Concerns have been raised that the proposed standards are being elevated from the existing guideline approach. Furthermore, concern has been expressed that the urban design standards are too prescriptive.

Comment:

A key aspect of the CPR framework is the underlying philosophy to provide a more flexible policy framework capable of responding to market changes by permitting increased ranges of uses, limiting impact studies to situations only where the policy framework is affected and ensuring adequate land is available that corresponds to need while placing increased emphasis on achieving good urban design. In order to ensure that the design of individual developments are high quality and that adjacent developments result in the collective achievement of the City's development objectives clear urban design requirements are necessary. By placing these criteria in the Official Plan Council is indicating its strong commitment to good urban design. A number of other municipalities are taking this same approach.

Minor modifications have been made to the commercial urban design policies in OPA #29 to clarify the intent and interpretation, however, staff continue to recommend that these standards be incorporated into the Official Plan.

6.0 Environmental Design:

Issue:

The suggestion was made that the criteria for the review of commercial development applications should include matters such as energy efficiency and water conservation.

Comment:

The Provincial Policy Statement indicates that "planning authorities shall support energy efficiency and improved air quality through land use and development patterns". Proposed changes to the Planning Act (Bill 51) are intended to give municipalities the ability to address matters of sustainable design through site plan approvals and the review and approval of exterior building designs. Section 3.8 of the City's Official Plan contains general policies to promote energy conservation and climate change protection.

Modifications to Amendment #29 are proposed to introduce environmental criteria to be considered in the review of commercial development applications to promote energy efficiency, water conservation and improved air quality.

CORPORATE STRATEGIC PLAN:

Strategic Direction 1 - To manage growth in a balanced, sustainable manner

Strategic Direction 2- To strengthen our economic base

FINANCIAL IMPLICATIONS:

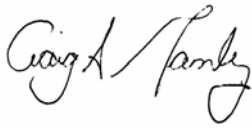
The approval of OPA#29 will assist in facilitating commercial development in appropriate locations thus improving the non-residential assessment base.

DEPARTMENTAL CONSULTATION/CONCURRENCE:

In accordance with the requirements of the Planning Act the draft Official Plan Amendment #29 was circulated to a number of City Departments and other agencies for comment. No concerns or objections to the proposal has been raised.

COMMUNICATIONS:

Schedule 1 – Summary of Stakeholder comments



Prepared by:
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Approved for Presentation:
Larry Kotseff
Chief Administrative Officer

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Schedule 1

COMMENTS REGARDING DRAFT OPA#29 & STAFF RESPONSES

Respondent	Issue / Concern	Staff Response
Ministry of Transportation	No concerns	
Ministry of Municipal Affairs and Housing	No concerns nor conflicts with the PPS	
Wellington Catholic School Board	No concerns	
Grand River Conservation Authority	No concerns	
Conseil Scolaire de District Catholique Centre-Sud	No comments	
Township of Puslinch	No comments	
Guelph & District Real Estate Board	Support the proposed policy.	
Downtown Board of Management	<ul style="list-style-type: none"> • Concerns that the role of the downtown in the City's planning framework is diminished • The CPR has a Greenfield bias and steers development away from the core to newly developing areas. Retain existing section 7.3.2. • The Board intends to expand the BIA boundary • Conversion of additional industrial land for commercial purposes should be prevented. 	<ul style="list-style-type: none"> • Modify OPA#29 to reflect the downtown function as per Places to Grow - a major focal area for investment, employment and residential uses. A city-wide focal area for commercial, civic, entertainment uses. • The policy structure 'reserves' 500,000 square feet of warranted space to promote intensification, downtown development and neighbourhood centres. Redevelopment and intensification usually result in modest incremental new space being added. • The boundary in OPA 29 reflects the approved BIA boundary.

		<ul style="list-style-type: none"> • Modify OPA#29 to prohibit conversion of industrial land to other uses except as part of a comprehensive review per Places to Grow
Guelph Civic League	<ul style="list-style-type: none"> • Disagree with the overall framework adopted by Council – contributes to sprawl • Question the validity of the amount of space being planned for • The CPR framework is not in keeping with SmartGuelph Principles • Not enough future space has been reserved for downtown and inner-city locations – 40% of the new commercial space should consist of intensification. • The CPR framework did not consider the establishment of mixed-use corridors – not consistent with Places to Grow and City Transportation Study. 	<ul style="list-style-type: none"> • The amount of space identified represents the space that can be added without any impact to the existing commercial uses. Hence it tends to under-estimate the amount of space that could be accommodated. • Places to Grow talks about 40% of residential development occurring in the built-up area – not employment and commercial • An examination of the population /commercial space ratio for the inner-city and balance of the city demonstrates that these areas are provided with the same ratio of commercial space under the CPR framework. • The Draft Places to Grow Plan identifies intensification corridors to be planned to accommodate <u>local services</u>. Over one-half of the space identified (1.2 million square feet) is for larger scale uses providing a different function (i.e. Department stores, Household furnishings, Home improvement stores, Home and Auto supply stores). The current OP policies encourage intensification near the major road system. Furthermore, intensification corridors need to be balanced with other planning objectives such as neighbourhood impact and promoting re-use of buildings as opposed to redevelopment. • The Transportation Plan identifies nodes with connecting transit corridors. The nodes correspond to the major commercial nodes outlined in the CPR. The OP already promotes corridor intensification by directing higher density residential and

		neighbourhood serving uses adjacent to arterial roads. Mixed use development can include both horizontal and vertical mixing and the nodes permit a variety of uses consistent with the Transportation Plan and are located in close proximity to higher density residential uses and employment uses.
Residents for Sustainable Development	<ul style="list-style-type: none"> • Impact of new space on existing centres • Traffic concerns • Movement away from community centres to regional centres do not serve residential areas well • Should not permit large scale stores • CPR process for public input is flawed 	<ul style="list-style-type: none"> • The market analysis was based upon the calculation of space that could be added without impact. The purpose of planning is not to protect individual stores. • Transportation capacity analysis has been undertaken by the City and the road network is adequate. • The CPR needs to accommodate both uses that serve residential communities and the wider community as a whole. • Experience in Guelph demonstrates that the preclusion of large scale stores does not result in alternative forms being built. OPA#29 policies have been modified to discourage single use car oriented development by requiring sites be planned to provide smaller scale buildings adjacent intersections and streets for local services. • The public process has provided multiple opportunities for input.
Rob Nadolnty 56 Darling Crescent	<ul style="list-style-type: none"> • The City has not demonstrated how the CPR is consistent with the PPS • Concerns that the mixed use nodes will only be developed for retail/commercial uses • The SGDC is five times the size of the current OP with no justification provided. • The proposed urban design policies are not strong enough and the SGDC Urban Design policies are not referenced in the proposed policies • Policies to promote compatibility are not adequate. 	<ul style="list-style-type: none"> • Staff have considered the PPS and are satisfied the CPR framework is consistent with it. MMAH was circulated the draft OPA#29 and reviewed it and is not indicating concern with regard to consistency with the PPS • Consistent with recommendations of the Transportation Study the Mixed Use areas are designated for a variety of uses. The limits on retail uses and zoning measures to such as minimum density requirements and maximum parking standards

		<p>will provide a market encouragement for a variety of uses. The concept of ‘complete communities’ is also not intended to apply to individual developments or designations. The Mixed Use nodes are located near medium and high density residential uses, institutional uses and employment uses.</p> <ul style="list-style-type: none"> • The SGDC currently could accommodate 305,000 square feet of commercial. Under the CPR this is increased to 520,000. • OPA#29 has been modified to add reference to ‘any applicable urban design guidelines approved by Council’.
Susan Watson	<ul style="list-style-type: none"> • Policy changes relating to the CBD are inconsistent with the PPS and Places to Grow • More space should be allocated to inner-city locations to be consistent with the PPS. • The downtown neighbourhood commercial function should also be noted in the policies. • Corridor intensification has been ignored – not consistent with PPS and Places to Grow – each node should have a specific implementation plan. • The CPR should be aligned with the Transportation Study • Nodes in the periphery should factor in medium and high density housing requirements • If the City does not reallocate the space to comply with Places to Grow / PPS it will be leaving itself open to an OMB appeal. 	<ul style="list-style-type: none"> • Staff have considered the PPS and are satisfied the CPR framework is consistent with it. MMAH was circulated the draft OPA#29 and reviewed it and is not indicating concern with regard to consistency with the PPS • The draft Places to Grow Plan does not establish a particular approach to achieve its goals and is not intended to be a municipal Official Plan. Staff are satisfied that the CPR framework is in keeping with Places to Grow. The concept of ‘complete communities’ is also not intended to apply to individual developments or designations. The Mixed Use nodes are located near medium and high density residential uses, institutional uses and employment uses. • The Draft Places to Grow Plan identifies that intensification corridors are to be planned to accommodate <u>local services</u>. Over one-half of the space identified (1.2 million square feet) is for larger scale uses providing a different function (i.e. Department stores, Household furnishings, Home

		<p>improvement stores, Home and Auto supply stores). The CPR framework is intended to provide opportunities for these uses <u>and</u> local goods and services. The current OP policies encourage intensification near the major road system. Furthermore, intensification corridors need to be balanced with other planning objectives such as neighbourhood impact and promoting re-use of buildings as opposed to redevelopment.</p> <ul style="list-style-type: none">• The Transportation Plan identifies nodes with connecting transit corridors. The nodes correspond to the major commercial nodes outlined in the CPR. The OP already promotes corridor intensification by directing higher density residential and neighbourhood serving uses adjacent to arterial roads. Mixed use development can include both horizontal and vertical mixing. The nodes permit a variety of uses consistent with the Transportation Plan and are located in close proximity to higher density residential uses and employment uses.• Modify policies to reflect neighbourhood commercial function.• Peripheral nodes allow medium and high density uses. In addition some nodes have these designations immediately adjacent them.• OPA#29 policies have been modified to discourage single use car oriented development by requiring sites be planned to provide smaller scale buildings adjacent intersections and streets for local services, to incorporate transit transfer facilities consistent with the Transportation Study and to ensure integration with the surrounding area in terms of footpaths, sidewalks and cycle systems.
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<p>John D. Ambrose</p>	<ul style="list-style-type: none"> • Allow/promote innovative environmental solutions in commercial developments • Integrated transportation, including foot, cycle and bus traffic should be better specified and required so each development does not become an entity in itself. • Concern over lack of controls limiting the size of individual buildings. • Neighbourhood commercial use should also be located in proximity to transit and should incorporate pedestrian and cycle systems connecting to the wider area. • Any drive-thru facility should be required to have pedestrian facilities as well. 	<ul style="list-style-type: none"> • OPA#29 has been modified to add environmental design criteria – energy efficiency, water conservation • OPA#29 has been modified clarify that integrated transportation between developments and with the wider community is required. • OPA#29 has been modified to ensure that Neighbourhood Commercial uses are integrated with transit, pedestrian and cycle systems.
<p>Marg Ahlers</p>	<ul style="list-style-type: none"> • Concern over the impact of four perimeter power-centres on the CBD. • Concern about policy change which suggests a diminished role for the CBD • Concern over the lack of a mechanism to require mixed use in new nodes. 	<p>Issues raised are addressed previously</p>
<p>Patricia Dorland Maurice 83 Paisley Street</p>	<ul style="list-style-type: none"> • Sustainable use of resources, ecological implications and energy efficiency for commercial development should be a major goal of the OP. • Allowing big box development will increase traffic congestion, worsen air quality and increase sprawl. Require vertically mixed commercial / residential development instead. • The consultation process was not adequate and land developers had too much influence. • Concerns about impact on traffic congestion. • Disagree with the market needs assessment and feel it over-emphasizes the amount of space required. • Create villages with a mix of smaller stores, offices and public services and do not permit big box stores. 	<p>Issues raised are addressed previously. The CPR policy framework encourages vertically mixed uses.</p>

Jane Litchfield 49 Park Avenue	<ul style="list-style-type: none"> • Allowing big box development will increase traffic congestion, worsen air quality and increase sprawl. • Commercial development should promote walkable communities. 	Issues raised are addressed previously
Robert Archer	<ul style="list-style-type: none"> • The CPR facilitates development that is not livable and will adversely impact the City's community character. 	Issues raised are addressed previously
Melanie Collum	<ul style="list-style-type: none"> • The CPR facilitates development that is not livable and will adversely impact the City's community character. • Object to potential commercial development at the Hanlon and Paisley (LaFarge) • More commercial space should be provided through intensification. 	<p>Issues raised are addressed previously</p> <p>The Lafarge lands are not designated for commercial purposes through the CPR</p>
Jan Hall	<ul style="list-style-type: none"> • Concern that the public process was not adequate • Allowing big box development will increase traffic congestion, worsen air quality and increase sprawl • Concerns about the impact of the mixed use nodes on existing residential areas and the ability to blend the commercial space into surrounding areas. 	Issues raised are addressed previously. The urban design policies specifically identify measures to ensure compatibility of commercial uses with surrounding areas.
Sue Bone / Steve Friesen 22 McTague Street	<ul style="list-style-type: none"> • Allowing big box development will increase traffic congestion, worsen air quality and increase sprawl. • The City has not demonstrated how the CPR is consistent with the PPS or Places to Grow 	Issues raised are addressed previously
Katie Gad	<ul style="list-style-type: none"> • Allowing big box development will increase traffic congestion, worsen air quality, increase sprawl and negatively impact small business in the downtown core. 	Issues raised are addressed previously
Cynthia Folzer 11 Cambridge Street	<ul style="list-style-type: none"> • Developers should not be in charge of preparing traffic impact studies • Impact of big box stores on neighbourhood centres • Big box stores are inconsistent with energy efficiency 	<ul style="list-style-type: none"> • Developers prepare traffic impact studies which are subsequently reviewed and approved by the City only if satisfactory. • Issues raised are addressed previously

	<ul style="list-style-type: none"> and climate change objectives • City Council has not listened to the citizens that have spoken at public meetings • Only one new node should be allowed – Starwood and Watson 	
Ken Hammil	<ul style="list-style-type: none"> • Downtown should be identified as a major commercial area with a strong commercial, civic and community focus. 	<ul style="list-style-type: none"> • Modify OPA#29 to reflect the downtown function as per Places to Grow - a major focal area for investment, employment and residential uses. A city-wide focal area for commercial, civic, entertainment uses.
Elizabeth Snell	<ul style="list-style-type: none"> • Four power centres is too many • Mixed use should mean vertical integration of commercial and residential uses and neighbourhood scale commercial facilities. • Agree with the intent of the CPR to discourage creation of car-only shopping areas like Highway 24 in Cambridge. • Some of the mixed use nodes are zoned industrial currently. Places to Grow does not permit the conversion of industrial land to commercial. 	<ul style="list-style-type: none"> • The size and scale and function of the nodes is reflective of the evolution of what was commonly called community shopping centres in the past and reflects the amalgamation of a number of uses in a single store and the overall trend towards the increasing size of stores The need for space was identified through market research and the policy intent is to disperse space to medium sized nodes within each area of the City. • The CPR represents a comprehensive evaluation of need envisioned by Places to Grow. Places to Grow does not prohibit the conversion of industrial land but rather sets criteria to be met.
George Renninger 11 Cambridge Street	<ul style="list-style-type: none"> • Concerns that the role of the downtown in the City's planning framework is diminished • Allowing big box development is not energy efficient, are 'heat sinks' and will result in a net environmental loss. • Existing under-utilized nodes could provide additional needed commercial space. • City Council has not listened to the citizens that have spoken at public meetings 	Issues raised are addressed previously
Lorraine Pagnan	<ul style="list-style-type: none"> • Allowing big box development will increase traffic 	Issues raised are addressed previously

	<p>congestion, worsen air quality and increase sprawl.</p> <ul style="list-style-type: none"> • The Stone Road corridor is adequate to meet community shopping needs • More emphasis should be given to promoting neighbourhood shopping opportunities. 	
Agatha Pyrka	<ul style="list-style-type: none"> • Allowing big box development will increase traffic congestion, worsen air quality and increase sprawl and is not sustainable. 	Issues raised are addressed previously
Armel Corporation	<ul style="list-style-type: none"> • Request that the Mixed Use Node at Paisley and Imperial be identified for 600,000 square feet of commercial space. • The policy framework should give precedence to the nodes identified in the CPR if any new proposals are made for commercial space. • The land on the south side of Speedvale between Imperial and extending beyond Elmira should be identified as a retail commercial node. • The urban design policies are too prescriptive. The wording should be ‘softened’ to provide more flexibility. • Gas bars should not be restricted from intersection corners. 	<ul style="list-style-type: none"> • The policy restricts retail commercial uses to promote mixed use. Currently up to 450,000 square feet of retail is permitted. The balance of the land should be used for other permitted uses. • The policy framework establishes stronger impact policy requirements than the current OP. The new impact requirements set out an appropriate evaluation framework to ensure new space does not compromise the ability of existing centres to develop nor fundamentally change the overall CPR philosophy. • The lands along Speedvale remain appropriate for Service Commercial uses. General retail uses are more appropriately directed to the defined nodes. • The urban design policies are intended to give clear direction on these matters and address many issues that have arisen with respect to commercial development in recent years. OPA#29 has been modified to clarify the intent of the urban design criteria.
Loblaw Properties – Starwood & Watson	<ul style="list-style-type: none"> • Policies a generally acceptable • Method of allocating floor space within a Mixed Use Node is not specified • Some concern about prescriptiveness of the urban design policies. 	<ul style="list-style-type: none"> • The urban design policies are intended to give clear direction on these matters and address many issues that have arisen with respect to commercial development in recent years. OPA#29 has been modified to clarify the intent of the urban design criteria.

6&7 Developments	<ul style="list-style-type: none"> • In general supportive of proposed policy changes • Need to better clarify when impact studies are required • Concerns over the ability to ensure large commercial buildings to reinforce City's architectural and heritage character. 	<ul style="list-style-type: none"> • In order to ensure a sense of place is created for Guelph corporate marketing objectives related to building design need to be secondary to community urban design objectives.
Loblaw Properties Limited – Clair & Gordon	<ul style="list-style-type: none"> • In general supportive of proposed policy changes • Some concern about the implementation and interpretation of the urban design policies 	<ul style="list-style-type: none"> • The urban design policies are intended to give clear direction on these matters and address many issues that have arisen with respect to commercial development in recent years. OPA#29 has been modified to clarify the intent of the urban design criteria.
Miller Thompson	<ul style="list-style-type: none"> • The market study that underpins the CPR framework underestimates the commercial need. Request that the Lafarge lands be identified for commercial purposes. 	<ul style="list-style-type: none"> • The proposal for commercial development on the Lafarge lands was not incorporated into the CPR framework adopted by Council in July 2005. Council specifically elected to use the residual approach for the market need rather than accepting impact on existing facilities. This proposal should be evaluated comprehensively through the development review process before the principle of use is established.
Metrus Development Inc.	<ul style="list-style-type: none"> • Request that a small parcel of land currently designated industrial be incorporated into the Mixed Use node at Starwood and Grange or alternatively designated Residential 	<ul style="list-style-type: none"> • The PPS requires that re-designation of employment land only occur through a comprehensive review of employment land needs where there is a need for the conversion. The land is not required for commercial purposes and the City is undertaking an employment land needs analysis in 2006. Any re-designation of this parcel should result from that process.



Ontario

Ministry of
Municipal Affairs
and Housing

Ministère des
Affaires municipales
et du Logement

Municipal Services Office - Southwestern
659 Exeter Road, 2nd Floor
London ON N6E 1L3
Telephone: (519) 873-4020
Toll Free: 1-800-265-4736
Fax: (519) 873-4018

Bureau des services aux municipalités - région du Sud-Ouest
659 Exeter Road, 2e étage
London ON N6E 1L3
(519) 873-4020
Sans frais: 1-800-265-4736
Télécopieur: (519) 873-4018

January 9, 2006

Craig Manley
Manager of Policy Planning, City of Guelph
City Hall, 59 Carden St.
Guelph, ON N1H 3A1

PLANNING AND
BUILDING SERVICES

JAN 12 2006

Dear Craig,

**Re: Proposed Official Plan Amendment No 29
Commercial Policy Review**

Thank you for your recent circulation of the above-noted matter. The purpose of the Official Plan amendment is to incorporate revised commercial policies into the Official Plan resulting from the policy review process. Among other things, the revised policies will result in an allocation of commercial uses throughout the City, based on the size and scale of the proposed development. The OPA also includes proposed urban design policies for these areas.

The City should have regard for those matters outlined in Section 2 of the Planning Act, as well as be consistent with the 2005 PPS and applicable provincial legislation.

From the review of the information provided, I have no additional comments or suggestions to offer on this application. If you require assistance evaluating the technical studies associated with this particular application, please contact our office to discuss how the province can support your development review process.

If you have any questions or comments, please telephone me at (519) 873-4520.

Sincerely,

Matthew Ferguson
Municipal Planning Advisor, MSO-Southwestern

Craig Manley

From: Ferguson, Matthew (MAH) [Matthew.Ferguson@mah.gov.on.ca]
Sent: Tuesday January 10, 2006 10:31 AM
To: Craig Manley
Subject: RE: comments on OPA 29 (Commercial Policy Review)

Thanks, Craig -- That's right, we don't see any conflicts with PPS.

The only thing I would informally add regards the studies required for the expansion / establishment of new commercial areas in section 7.4.48 and onwards. Generally, the criteria for determining whether a required study is going to be acceptable should be as clear as possible, and spelled out in the greatest detail possible in the OP policies that require the study in the first place. Determining the exact scope of such marketing studies, etc., prior to the applicant submitting the proposal is always difficult, and over the long-term, I would encourage the City to revisit the studies section periodically to continue to clarify the requirements and submission criteria for such studies, so that they are written in language as clear and objective as possible.

Call or e-mail if you have any other questions,

Matt

-----Original Message-----

From: Craig.Manley@guelph.ca [mailto:Craig.Manley@guelph.ca]
Sent: January 10, 2006 8:33 AM
To: Matthew.Ferguson@mah.gov.on.ca
Subject: RE: comments on OPA 29 (Commercial Policy Review)

thanks Matt...I assume from your reply that nothing jumped out indicating non-compliance with the PPS.

Craig A. Manley, MCIP, RPP
Manager of Policy Planning
City of Guelph
Planning & Building Services
59 Carden Street
Guelph, ON
N1H 3A1

(519) 837-5616 Ext 2426

From: Ferguson, Matthew (MAH) [mailto:Matthew.Ferguson@mah.gov.on.ca]
Sent: Monday January 09, 2006 4:59 PM
To: Craig Manley
Subject: comments on OPA 29 (Commercial Policy Review)

Hi Craig,

Please find attached out comments, with no concerns; the original is in the mail. Sorry for not getting these to you

2006/01/10

by Friday; please call if you have any questions.

Matt

Matt Ferguson

Municipal / Planning Advisor
Ontario Ministry of Municipal Affairs and Housing
659 Exeter Rd., 2nd Floor
London, ON N6E 1L3
tel: 519-873-4520
toll-free: 1-800-265-4736
fax: 519-873-4018
<http://www.mah.gov.on.ca/OnRAMP-SW>

Corridor Control Office
659 Exeter Road
London, ONT
N6E 1L3

Telephone: (519) 873-4598
Fax: (519) 873-4600

PLANNING AND
BUILDING SERVICES

JAN 06 2006

January 3, 2006

by fax (519-837-5640) & mail

City of Guelph
Planning & Building Services
City Hall
59 Carden Street
Guelph, Ontario
N1H 3A1

Attn: Craig A. Manley, Manager of Policy Planning

RE: Applicant: City of Guelph
Submission No.: OPA #29
Lot All, Concession All
County of Wellington
City of Guelph - Highway 6, 7

The ministry has completed its review of the above noted amendment. The amendment has been considered in accordance with the requirements of our highway access control policies and the Public Transportation and Highway Improvement Act. The following outlines our comments.

The ministry has no concerns or comments regarding the content of this amendment. We will continue to work with the City on matters related to MTO permit requirements under the Public Transportation and Highway Improvement Act.

We would appreciate receiving a copy of your Council's decision on this application for our records. Should you have any questions, please contact our office.



Ian Smyth
Regional Development Review Coordinator
Planning and Design Section
Southwestern Region, London

c. G. Start, Operational Services - London

MacKinnon & Associates

FAX MEMO

Providing Solutions in Urban, Landscape and Environmental Planning
550 Parkside Drive, Unit A-21, Waterloo, Ontario. N2L 5V4
Phone: (519) 725-5140 Fax: (519) 725-5144
E-Mail: general@mackinnonassociates.ca

File: 2019

F:\JOB\2000\2019\CITY OF GUELPH\2006\OPA 29.DOC

DATE: January 6, 2006

TO: City of Guelph
Attention: Craig Manley, Manager of Policy Planning

FROM: Jennifer Passy

SUBJECT: Official Plan Amendment #29
Commercial Policy Review Amendment
City of Guelph

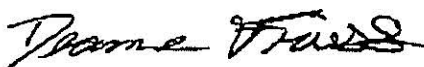
FAX NO: (519) 837-5640

TOTAL PAGES FAXED: 1
(Including Cover Page)

On behalf of the Wellington Catholic District School Board we have reviewed the proposed Official Plan Amendment #29 to the City of Guelph 2001 Official Plan and have no concerns with the commercial policy review amendment.

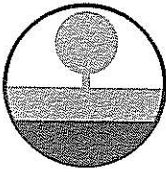
Should you have any questions with regard to the comments provided, please do not hesitate to contact our office.

Yours truly,
MacKinnon & Associates



del Jennifer Passy, BES, PLE
Planner

cc: Wellington Catholic District School Board -- Mr. John Forestell



Grand River Conservation Authority

400 Clyde Road, P.O. Box 729
Cambridge, Ontario N1R 5W6

Telephone (519) 621-2761

Fax (519) 621-4844

Internet: <http://www.grandriver.ca>

December 8, 2005

Mr. Craig Manley
Manager of Policy Planning
Planning and Building services
City of Guelph
City Hall, 59 Carden Street
Guelph, Ontario
N1H 3A1

Dear Mr. Manley:

Re: Proposed OPA 29, Commercial Policy Review

We have reviewed the circulated information, and can advise that the Grand River Conservation Authority has no objection to the proposed Official Plan Amendment to update the commercial policies for the City of Guelph. In our review, we have noted that the proposed amendments will not change the policies relating to the Grand River Conservation Authority areas of interest. While some of the areas identified on the proposed schedule contain or are in close proximity to Natural Heritage features, these would be considered when development/redevelopment of the areas are being considered.

If you questions have relating to this letter, please contact me.

Yours truly

Fred Natolochny
Senior Resources Planner
Resources Planning

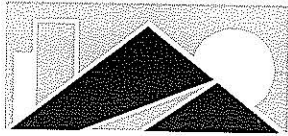
PLANNING AND
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GUELPH & DISTRICT
REAL ESTATE BOARD



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(519) 824-7270 Fax (519) 824-6730 e-mail: info@gdreb.ca

PLANNING AND
BUILDING SERVICES

JAN 27 2006

January 25, 2006

Craig A. Manley , Manager of Policy Planning
Planning and Building Services, City of Guelph
City Hall, 59 Carden St
Guelph, ON
N1H 3A1

Dear Craig;

The "Request to Comment on a Proposed Official Plan Amendment #29 to the City of Guelph 2001 Official Plan – "The Commercial Policy Review Amendment" was sent by our Board of Directors to the Industrial, Commercial and Investment Task Force to be reviewed.

Unfortunately due to holidays and the schedule of Board meetings we have missed the January 6th response date, but we finally have a response back from the Task Force. After reviewing the package from the City of Guelph, the Task Force is in favour of the proposed commercial policy. They feel it would provide a comprehensive zoning structure for the City of Guelph, streamlining the development process for new developments and allowing developers to bring their project quicker to the market place.

If you have any further requests of the Task Force, please contact me.

Yours truly,

Lynne Dennison, Executive Officer



Member of Canadian and Ontario
Real Estate Associations



PLANNING AND BUILDING SERVICES

DEC 16 2005

Craig Manley
Planning Department
City of Guelph

December 15, 2005

**RE: Comments From Downtown Board of Management -- Amendment #29 to the
2001 City of Guelph Official Plan – The Commercial Policy Review Amendment**

Dear Mr. Manley,

I am pleased to provide the following comments on behalf of the Downtown Board of Management in regard to the Proposed Amendments to the Commercial Policy of the City of Guelph.

The Role of the CBD.

A stated goal of your proposed amendment is:

"To recognize and clarify the role and function of the Central Business District (CBD) in the context of updated commercial policies". (Amendment Pre-amble – purpose #3 - p1).

In this regard, the DBM has concerns that the role of the CBD in this city appears to be narrowed in this document as it relates to its retail role and diminished as it relates to its role. The evidence for this is:

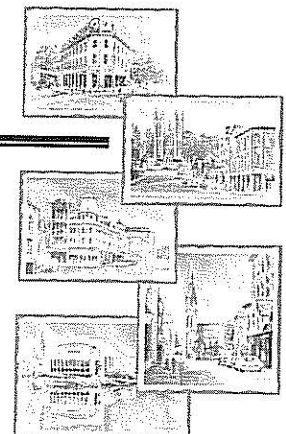
Section 7.3a is recrafted to read "To promote the development of the C.B.D as the commercial civic heart and community focus of the City."

Section 7.3b is added to the document and describes the retail designation of the CBD as "specialty".

The removal of Section 7.3.2 which read "It is the policy of this Plan to retain the CBD as the main concentration of commercial activity and to encourage its development as a regional centre providing institutional, recreational, residential, and a full range of commercial, office, administrative, entertainment and cultural uses."

The DBM recommends that the CBD remain designated as a "primary retail center" not just "specialty retail". It is believed that Guelph's CBD will continue to develop as a primary retail center for the city, and its importance will increase as the city begins to adopt planning sympathetic to the Provincial "places to grow legislation". Three major influences are anticipated from this legislation:

- 1) that Public Transit use will increase as the density of the city rises (due to denser build forms throughout the city)
- 2) that a climate supportive of brownfield redevelopment will be created for the brownfield sites in the CBD,
- 3) that the CBD will develop as a regional center of institutional, recreational, residential, and a full range of commercial, office, administrative, entertainment and cultural uses.



Lack of Brownfield Development.

The Commercial Policy Review steers development to the "Greenfields" of our city, yet brownfield sites exist throughout our city and in our downtown and offer a great opportunity to intensify in a manner that the future will inevitably demand of us. The stated objective which is copied below indicates that development is recommended for the lands with the fewest restraints and lowest cost.

"Direct development to those areas where municipal services and related physical infrastructure are most readily or can be made available, considering existing land uses, natural heritage features, development constraints, development costs and related factors." (section 2.3, goal #4 - p11)

The Greenfield bias is seems short-sighted given the land constraints that the city faces in its immediate future. It is recommended that a more progressive, more encompassing, and longer-term view of the city's development be taken to strongly redirect development onto brownfield areas even if it is more expensive or more complicated to redevelop. The future will undoubtedly bring heavier transit volumes through the core of the CBD, making the redevelopment of CDB brownfield properties a logical action. Along with these realities, the CBD will be called upon to supply increased demands for general retail and commercial. We are confident that the CBD of Guelph will develop as it was described in 7.3.2 of the existing plan, thus the existing 7.3.2 wording should remain.

The Role of The Downtown Board of Management.

The new section inserted as 7.3.2 describes the BIA boundaries as they currently are. It should be noted that an application to expand the BIA boundary south and west to align with the CBD is proposed for 2006 or 2007.

Preservation of Existing Commercial Land For Commercial Use.

Schedule 1 shows the proposed nodes for commercial expansion variously described as Mixed Use, Intensification Areas, Neighbourhood Commercial Centres, and Service Commercial Areas. The management of the total amount of commercial expansion will be critical so that the commercial space is developed only in the areas designated and only in the amounts proposed. Any conversion of land currently designated as industrial to commercial should be strictly prevented so that designated industrial land is preserved, and to ensure uncontrolled commercial sprawl is prevented. Our industrial land (greenfield and brownfield) will become even scarcer and more precious as our ability to expand our geographic boundaries becomes inevitably more limiting.

Sincerely,



Gord Riddle
GM, Downtown Board of Management

Craig Manley

From: James Gordon [gormorse@sentex.net]
Sent: Friday December 16, 2005 3:30 PM
To: Craig Manley
Subject: Comments on CPR DOP policies

Guelph Civic League

Box 1061 Guelph ON Canada N1H 6N1
www.guelphcivicleague.ca (519)-780-5030

Craig Manley, Manager of Policy Planning
City Of Guelph
craig.manley@guelph.ca

Dear Mr. Manley,

Thanks for extending an invitation to the Guelph Civic League to comment on the Commercial Policy Review Draft Official Plan Policies.

I'm presuming that you've already seen our Official position paper¹ on this matter, published in July and copied to relevant city offices. In case you haven't, I have attached the sections of this paper that particularly address our concerns about the review.

Since July, as you know, it is becoming even more apparent, with gas prices and escalating infrastructure costs, that commercial nodes built on the outskirts of urban areas are of questionable benefit to the overall environmental, cultural and economic health of a community. There are other options that need to be considered. I am personally concerned about section 7.3 of the report, regarding the Central Business District, where the word ³Commercial² has been removed as a ¹Efocus¹ for the downtown core. If the commercial viability of the CBD is compromised, then surely the goal of maintaining a ³beautiful, vibrant, multiple-function urban centre² would be threatened too.

We WILL be actively commenting further on the CPR when it comes to council in January.

Again, thanks for considering our input, and I wish you all the best with finding a way to make the CPR fit all of our cities' needs.

Sincerely
James Gordon,
President
Guelph Civic League

(see notes from our website, guelphcivicleague.ca, below)

Notes on
The Recommended Framework (staff report)

2005/12/16

1.
Planning approach

There were three planning approaches identified in the consultant s Background Report:

1. Controlled approach
2. Balance of choice and regulation
3. Non-regulatory approach

A balance of choice and regulation has been recommended in the staff s Recommended Framework. In order to be successful, this approach will require a strong policy framework that is respected by politicians to ensure that this approach is not used by the development industry to undermine good planning. The need and context for this policy framework is inadequately framed in the report.

2.
Market approach

There were three market approaches identified in the consultant s Background Report:

1. Residual approach
2. Residual and oversupply approach
3. Oversupply approach

The residual approach has been recommended by the staff s Recommended Framework, the most prudent and community-minded approach.

The consultant s Background Report identifies the need for 1.9 (medium growth) to 2.2 (high growth) million square feet of new commercial space (food, general retail, service commercial retail, services and other).

The consultant and planning staff have placed great emphasis on a technique which is generally known as market impact analysis. Market impact analysis is a hypothetical exercise based on many, often undisclosed, assumptions. (The technique appears to assume that each city exists in an isolated state and that each city should become like every other city of similar size and character. YGuelph is not island. YGuelph is located within one of the most highly developed regional economies in North America. YWe have half a dozen major urban centres within commuting distance. YCambridge is becoming a shorter commute for some residents than traveling to the north end of the city. It is not clear whether this has been considered within the market analysis.

Market impact analysis is a broad brush approach and does not consider other important community objectives like those articulated by the SmartGuelph principles adopted by Council. The approach may put current (and potential) independent small business retailers at risk with concentrated (regional power centre) areas of competition. The approach provided by the consultants will not foster local small business development but will overly favour larger external corporate development/expansion into the community.

3.
Geographic options

New commercial space must be allocated throughout the city.

There were only three geographic options identified in the consultant s Background Report:

1. Intensify and expand existing nodes (increase commercial potential at all existing nodes)
2. Promote further concentration at Stone Road (increase commercial potential at all existing nodes with the largest increase to the Stone Road node)
3. Expand current nodes and add new nodes (increase commercial potential at all existing nodes and provide for commercial potential at a new node(s)) also limiting the geographic extent of Stone Road but allowing for intensification.

The lack of geographic options remains a significant concern and is considered a fundamental flaw in this process. The consultants did not meet the terms of their contract to provide alternative framework scenarios .

For instance, the consultants address the concepts of node and strip development only and make no reference to the concept of corridor development. The inference is that corridor development is strip development and therefore undesirable. The concept of corridor development should have been explored as an option, particularly with respect to intensification, for moving from the existing small node pattern in Guelph to a modified and intensified corridor approach (as was approved in the Waterloo Region growth strategy). The corridor approach is much more transit-friendly as commercial (and other forms of intensification) can provide the required density targets for efficient public transit. However, as stated previously, only marketing criteria were considered by the consultants and, as a result, community criteria (e.g. encouraging efficient public transit) were not considered.

Geographic option number 1 has been recommended in the staff s Recommended Framework with an amendment to promote intensification in built up areas.

The allocation of 350,000 square feet to the Stone Road Mall area is now to be shared with existing commercial areas (Downtown, Intensification Centres (including inner city/intensification nodes Stone Road, Willow West and Eramosa), existing Commercial Centres and Neighbourhood/Convenience Centres.

The remaining 1.5 to 1.65 million square feet has been allocated to four large regional power centres at the north, south, east and west edges of the city.

Power Centre	Expansion (sq.ft.)	Existing (sq.ft.)
Woodlawn/Woolwich	400,000 - 450,000	120,000
West Hills	400,000 - 450,000	103,000
Eastview	300,000 - 300,000	127,000
South Guelph District Centre	400,000 - 450,000	90,000

Four new regional power centres

The proposed increases of commercial space at four peripheral locations are significant and will bring unplanned impacts to residential neighbourhoods and transportation systems. It is not clear how these impacts are proposed to be mitigated nor does it appear that the changes have been considered in the Guelph Wellington Transportation Study (GWTS).

The Recommended Framework does not balance retail/commercial opportunities throughout the built up areas of city but encourages movement to the periphery and less well-populated areas.

The allocation of such a high amount of the space to four regional power centres is

inconsistent with provincial and local goals to reduce urban sprawl and dependence on automobiles.

Intensification allocation

The consultant's Background Report did not consider intensification as an option. The staff's Recommended Framework introduces an intensification allocation of 350,000 square feet.

A range of intensification options should have been considered by the consultants. In this regard, their work for the city is incomplete. As a result, the description of the intensification allocation in the staff report is incomplete; it remains what it is an afterthought.

While the introduction of an allocation for intensification is a positive change from the consultant's Background Report, it remains insufficient and poorly described.

The Province's Place to Grow legislation has indicated that 40% of new growth must occur in the built up areas of a city. In this regard, a minimum of 800,000 sq. ft. should be allocated for intensification.

A larger intensification allocation should have been made to be consistent with Guelph's Official Plan goals and SmartGuelph principles.

The Recommended Framework should clearly articulate how the intensification allocation will be distributed through out the built up areas of the city in the same way it describes the allocation to the regional power centres (i.e. where and how much).

The economic health of the downtown has been an important issue for the city. Significant resources have been allocated to address community concerns about the downtown. The report notes the primacy of the downtown yet there is no information on how the intensification allocation will be addressed in this area.

Transportation impacts

The Guelph-Wellington Transportation Study (2005) notes that the arrangement of land uses and the urban form of the community are the most important and effective long-term influences on how people move throughout the community. (emphasis from study).

Ironically, the GWTS provides an alternative scenario framework that should have been considered by the consultants; it includes considering intensifying and broadening the mix of use in corridors as well as nodes. The GWTS considers the importance of urban form, density, mixed use and neighbourhood design.

For instance, the Region of Waterloo is moving to a more concentrated corridor pattern as they intensify to promote transit. (New regional power centre at Woodlawn and Woolwich

This remains an unresolved and sharply divisive issue in the community.

The OMB hearing heard that a regional power centre was not being contemplated at this location.

The consultant's Background Report and staff's Recommended Framework both propose a regional power centre at this location despite contrary testimony provided at the hearing.

New regional power centre at Hanlon and Laird

A new regional commercial power centre at Hanlon and Laird, proposed by the consultants, is not contemplated in the Recommended Framework. This would have only exacerbated the problems with the geographic distribution in the Recommended Framework.

New regional power centre at Hanlon and Paisley

The proposed regional power centre at Hanlon and Paisly has not been included in the Recommended Framework at this time. However, the developer has been very clear that they will be moving forward with an application to develop these lands.

Transportation access remains a significant limitation on the development on this site as a regional power centre.

Compatibility with the surrounding neighbourhood also remains a significant concern of residents.

If an application is approved on this site with commercial space, it is not clear how this space will be handled in the Recommended Framework i.e. will it be considered as part of the intensification allocation?

New regional power centre at Clair and Gordon

The proposed regional power centre at this location is incompatible with the South Gordon Community Plan.

This area underwent an extensive community planning process to establish a higher standard of urban design with walkable and transit-friendly connections throughout the community. Residents bought homes in this area expecting a certain quality of neighbourhood that will be completely lost with the introduction of a regional power centre.

4.

Policy recommendations

The staff s Recommended Framework identifies two forms of nodes:

Inner city/intensification nodes: Downtown, Eramosa, Stone Road, Willow West

Newly developing nodes (regional power centres): South Guelph, Eastview, West Hills and Woodlawn/Woolwich

The report identifies a number of policies with respect to these two forms of nodes that were absent in the consultant s Background Report.

They include the development of policies to:

- * Restrict specific uses outside of the core to protect the downtown
- * Promote mixed use development in all nodes
- * Permit retail, service commercial, entertainment, institutional, hotels and multiple-unit residential uses in all nodes with office uses being encouraged in the inner-city/intensification nodes
- * Extend mixed use to all three inner-city/intensification nodes to encourage redevelopment and intensification
- * Set a minimum mix requirement with a maximum percentage being retail to newly developing nodes

- * Limit the number of freestanding buildings greater than a set size
- * Provide a greater range of uses to promote intensification in the Neighbourhood

Commercial designation

- * Promote intensification, redevelopment and infill in nodes
- * Promote strong urban design

While the introduction of commentary on these policies is a positive step, they were not considered in earlier material and, as such, are incompletely developed in the report.

There is no context or explanation provided for the policies suggested in the Recommended Framework. Mixed use is not defined and appears to be limited to office and retail uses only excluding residential development.

Also missing in the report is a clear set of policy recommendations to reduce the impact of new retail formats on the community. There are a number of strategies that can be used by municipalities to protect their communities from the adverse effects of urban sprawl promoted by new format retail. (e.g. urban and site design strategies (walkable shopping villages), mixed use with residential, limiting size of any particular retail outlet, ensuring range of retail sizes to encourage a diversity of retailers and service sector, walkable and transit friendly connections to the community). This is despite the fact that planning staff commissioned a review of best practices to mitigate the impacts of new retail format on communities.

Conclusion

The Recommended Framework for commercial policy would entrench a form of development that will continue to promote urban sprawl in our community for decades to come. This is contrary to provincial and local goals to reduce urban sprawl and will compromise any efforts during the development of a Growth Management Strategy to address the environmental, economic and social impacts of urban form on our community.

Residents for Sustainable Development in Guelph
 127 Wyndham St. N., Suite 100,
 Guelph, Ontario N1H 4E9
 tel: (519) 823-1188
 fax: (519) 823-0084

Mr. James Riddell, Director
 Planning and Building Services
 City of Guelph,
 59 Carden Street, 2nd Floor
 Guelph, ON, N1H 3A1

December 1, 2005

Re: Commercial Policy Review

Thank you for the opportunity to comment again on the Commercial Policy Review.

As noted in my previous correspondence, the root of most of our difficulties today is the increasing size of the commercial developments, both at the individual store level and in the centres themselves. But I see nothing to address this in the proposed changes. The clause limiting each power centre to no more than four big boxes over 5575 square metres (60,000 square feet) does not address this issue.

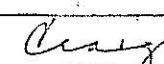
The concept of communities within the city, each served by its own commercial centre, called for by our current Official Plan, appears to have been abandoned. With all the retail action focused on the new power centres, how long do you think it will be before many of the stores in those community centres will feel obliged to move to the edge of the city?

With traffic continuing to be an issue in this city—and it's only getting worse—the move toward larger stores means a larger service area, and thus even more traffic. The relatively compact nature of our existing community commercial centres means the adjacent road and transportation services are adequate and no single neighbourhood needs to bear the burden of undue traffic activity. One wonders what the traffic impacts will be for the neighbourhoods around Clair and Gordon if the 140,000 sq. ft. Zehrs is built, or if the Watson Road store is of similar size?

While the new format stores and the power centres are clearly popular, how well do they serve those without the means to get to them—the elderly and the infirm? To move away from community-based shopping would ensure greater automobile use, more traffic and would be unfair to those who rely on nearby shopping, and have made home-buying decisions based on the availability of local amenities. What will you say to the people in the 20 neighbourhoods in Guelph who have asked for traffic-calming measures to be implemented because of increased vehicle use?

With regard to the public process, it has been flawed from the very start and the City has been advised of people's concerns time and time again. (And having ARMED police officers in the council chamber while the public are making presentations was a ridiculously heavy-handed response to the perceived threat from anti-poverty activists.) I have, incidentally, seen no substantive response to any of the concerns raised in my December 31 or May 16 submissions.

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2/.

All the submissions from the public have indicated this city does not need to have power centres on the edge of town with huge stores dominating the landscape. The community centre concept has served us well and there is nothing to stop us having two of three smaller boxes representing the same banner spread throughout the city. Limiting stores size is becoming increasingly common as cities seek to preserve some sense of community and offer shopping that is convenient to all their residents, not just those with their own vehicles.

The developers took the opposing view and the City appears to be listening to the developers. While their commercial motives are legitimate, they can hardly be viewed as public interest. It is your job, and the council's job, to protect the public interest.

Please do your job.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Ben Bennett". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Ben Bennett

c.c. Craig Manley
Mayor and Council

Rob Nadolny
56 Darling Crescent
Guelph, ON N1L 1P8

Mr. Craig A. Manley
Manager of Policy Planning
Planning and Building Services
City of Guelph
Fax (519) 837-5640

December 16, 2005

Dear Mr. Manley,

Re: City of Guelph – Commercial Policy Review – Draft Official Plan Policies

Thank you for the opportunity to review and comment on the draft Official Plan Policies as provided in Planning and Building Services Staff Report 05-116 (Staff Report). My comments are below.

- The amendments proposed for the Official Plan (OP) are in response to the findings of the Commercial Policy Review. The Staff Report does not describe how the proposed amendments are consistent with the provincial Policy Statement, 2005.
- Appendix 1 of the Staff Report states that the Total Gross Floor Area for the Gordon/Clair Node will be 520,000 sq.ft. (48,500 sq.m.). Proposed OP Policy 7.4.12 states that this floor area is for retail development. What is the total area allotted for “mixed use” development at this node? It appears that all of the area available will be occupied by commercial uses. It is not evident how the proposed policies will promote a “mixed use” node, with any significant uses other than retail/commercial.
- The proposed Total Gross Floor Area for the Gordon/Clair Node is five times the current gross leasable commercial floor area specified in the South Gordon Community Plan (approved March 15, 1999; updated February 2003). Neither the Commercial Policy Review (with its very narrow focus) nor the Staff Report describe how this five-fold increase in floor area is in the best interests of the community taking into account all of the objectives of the OP, or how it is consistent with the PPS.
- No indication has been provided in the Staff Report as to the City’s intentions with respect to the South Gordon Community Plan. This document should be updated to reflect any amendments to the OP.

Comments on Planning and Building Services Staff Report 05-116

- A key feature of the “Recommended Approach” for the Commercial Policy Review (June 20, 2005), and City Council’s approval of the Recommended Approach, was that the OP needed strong urban design policies (Conclusion #8). The proposed Urban Design Policies (7.4.35 – 7.4.42) are not sufficient to encourage a strong built form in mixed use nodes. This is not consistent with City Staff’s recommended approach, and City Council’s approval of that approach. In fact, the proposed OP policies appear to be regressive in many ways, as compared to the guidelines included in the “Urban Design Study and Guidelines – South Guelph District Centre, March 2002”.
- No indication has been provided in the Staff Report as to the City’s intentions with respect to the “Urban Design Study and Guidelines – South Guelph District Centre, March 2002”. Although the OP should provide strong urban design policies, the Urban Design Study and Guidelines should be updated and strengthened in recognition of the rapid growth occurring at the Gordon/Clair node and to ensure a strong built form for the southern gateway to the City. The OP should specifically reference the Urban Design Study and Guidelines for the Gordon/Clair mixed use node.
- The City should consider creating an urban design committee that would participate in the development application review process by advising City staff and Council on the design aspects of development applications. The committee should be comprised of community members with expertise in fields such as architecture, landscape architecture, heritage, and arts.
- Propose OP policy 7.4.41.1 (Adjacent Development) refers to “sensitive” residential. It is not clear what “sensitive” means in this context. It implies that this policy does not apply to all residential development, only certain “sensitive” residential development. It is important that the policies in 7.4.41 apply to all residential areas and, in particular, lower and medium density residential areas. The proposed provisions are not sufficient to protect residential areas from the impacts (noise, light, traffic, visual, etc.) of neighbouring non-residential development.

Once again, thank you for the opportunity to comment. I look forward to the City’s response to these comments and how they will be addressed in revised draft Official Plan policies.

Sincerely,



Rob Nadolny

Craig Manley

From: Susan Watson [susanejwatson@sympatico.ca]
Sent: Friday January 06, 2006 5:09 PM
To: Craig Manley
Subject: CPR input

Dear Craig:

Thank you for the opportunity to comment on the Commercial Policy Review. I appreciate your flexibility in accepting input until the matter goes to council in February. I hope to submit additional feedback on other areas of the CPR in the near future, but for the moment I would like to make the following observations as they pertain specifically to the Downtown.

Central Business District (Downtown)

I would like to address proposed changes to the Official Plan which will have a serious impact on Guelph's Downtown. The current draft of changes to the OP proposes removing the wording which identifies the Downtown as "the primary commercial centre". This change is not consistent with the either the Provincial Policy Statement or the direction of the Places to Grow Draft Growth Plan.

The Tribune ad for the Public Information Meeting on the Proposed Growth Plan states that "The Provincial Plan recognizes the City of Guelph as an urban growth centre." In fact, this is not precise. The exact wording of the designation on p. 14 of the current Draft Growth Plan is as follows:

c) 150 residents and jobs combined per hectare for the Downtown Barrie, Downtown Brantford, Downtown Guelph, Downtown Peterborough and Downtown St. Catharines *urban growth centres*.

In fact in the vast majority of cities, the *urban growth centre* designation is given specifically to Downtowns and City Centres.

As a result, the Urban Growth Centre requirements for **Downtown** Guelph will be as follows:

3. Urban growth centres will be designated in official plans and planned –
 - a) **as focal areas for** investment in institutional and region-wide public services, as well as **commercial**, recreational, cultural and entertainment **uses**
 - b) to accommodate and support major transit infrastructure
 - c) to serve as high density major employment centres that will attract provincially, nationally or internationally significant employment uses
 - d) to accommodate a significant share of population and employment growth.
4. Municipalities will delineate the boundaries of the *urban growth centres* identified in this Plan within their official plans.

Removing the wording which identifies Downtown Guelph as the commercial heart of the City is completely inconsistent with the direction of the Growth Plan.

Intensification Requirements:

Both the Provincial Policy Statement and the Draft Growth Plan place an emphasis on intensification and redevelopment. This emphasis is not present in the current CPR proposals.

Re-reading the Guelph Commercial Policy Review Recommended Approach, June, 2005 there are two different figures referenced in regard to the Market Studies. On p. 2., the fourth bullet of the “Key findings” states:

“The Market Analysis found that approximately 1.2 million to 1.7 million square feet of additional commercial space will be required to service population growth in Guelph to 2021.”

On p.3 of the report: 1.2.2. Development Alternative Approaches, paragraph two contains the following sentence: “According to the market report there is another 1.9 to 2.2 million square feet of retail space that will be warranted by the population growth in Guelph to the year 2021.”

If Guelph is to carefully manage growth, it is important to provide what is “required” rather than what is “warranted”.

Most of the new commercial space has been allocated to 4 nodes: Woodlawn/Woolwich: 450,000, Watson/Starwood: 300,000, Gordon/Clair: 520,000 and Paisley/Imperial: 450,000. My understanding is that only 350,000 square feet has been allocated to intensification, and none of this is specifically targeted to the Downtown. It will be shared among Stone Road, Willow West and Eramosa and existing Commercial Centres and Neighbourhood/Convenience Centres.

These allocations are not consistent with the requirements of the Provincial Policy Statement, issued under the Planning Act:

1.1.2 Sufficient land shall be made available through *intensification* and *redevelopment* and if necessary, *designated growth areas*, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon up to 20 years.

1.1.3.5.Planning authorities shall establish and implement minimum targets for *intensification* and *redevelopment* within built-up areas. However, where provincial targets are established through *provincial plans*, the provincial target shall represent the minimum target for affected areas.

1.1.3.6.Planning authorities shall establish and implement phasing policies to ensure that specified targets for *intensification* and *redevelopment* are achieved prior to, or concurrent with, new development within *designated growth areas*.

1.1.3.8 Planning authorities shall establish and implement phasing policies to ensure the orderly progression of development within *designated growth areas* and the timely provision of *infrastructure* and *public service facilities* required to meet current and projected needs. –

In order to meet the density targets for the Downtown Guelph urban growth centre, outlined in the Draft Growth Plan, the CPR needs to identify specific square footage targets for commercial intensification in the Downtown.

Although Guelph's built boundary has not yet been defined by the Province, this will be done in the near future. Notwithstanding, the Provincial Policy Statement already provides a clear definition of Designated growth areas:

Designated growth areas: means lands within *settlement areas* designated in an official plan for growth over the long-term planning horizon provided in policy 1.1.2, but which have not yet been fully developed. *Designated growth areas* include lands which are designated and available for residential growth in accordance with policy 1.4.1 (a), as well as lands required for employment and other uses.

The vast majority of lands identified in the four nodes comprise "designated growth areas" as defined by the Provincial Policy Statement and therefore are subject to the phasing requirements outlined above.

The Commercial Policy Review document is not clear on phasing policies as they relate to achieving intensification targets and an orderly progression of development within designated growth areas.

Lastly, in relation to the Downtown, I would like to comment on the emphasis on Specialty Retail. While this is a unique feature of the Downtown, the Neighbourhood Commercial Function of the Downtown is not acknowledged. Currently residents of neighbourhoods surrounding the Downtown can meet almost every need except for children's footwear and specialty hardware. If this wide range of retail and services is not protected, citizens will be forced to drive to buy goods for their daily needs which can currently be purchased within walking or biking distance. Both the Provincial Policy Statement and Draft Growth Plan seek to reduce the dependence on car travel.

Thank you for considering this input.

Sincerely,

Susan Watson

Craig Manley

From: Susan Watson [susanejwatson@sympatico.ca]
Sent: Thursday January 19, 2006 7:25 AM
To: Craig Manley; Lois Payne; Jim Riddell
Cc: Sandals_Liz-MPP-CO; Peter Hamtak; Christine Billings; Lise Burcher; Cathy Downer; Gloria Kovach; David Birtwistle; Dan Schnurr; Maggie Laidlaw; Dan Moziar; Ray Ferraro; Rocco Furfaro; Laura Baily; Mayors Office; McDonald, Virginia; Rajan Philips; stracey@guelphmercury.com; tdharmarajah@guelphmercury.com
Subject: CPR: Nodes and Corridors

Dear Craig:

I would like to address the question of **Nodes and Corridors** in the Commercial Policy Review.

In my opinion the fundamental flaw of the proposal before us is a complete absence of any commercial allocation for intensification corridors. Under the current plan, 85% of all commercial zoning will be tied up in four major power centres around the perimeter of the city, with the remainder allocated to intensification at existing nodes. Not one single square foot has been set aside for corridor intensification. This is not consistent with new requirements under either the Provincial Policy Statement or the Places to Grow Act.

None of the three Geographic Options presented by Meridian Consultants at the May 3rd, 2005 workshop included corridor intensification.

p.18 of the Participant Workbook gives the following rationale for the nodal configuration:

“The focus of the geographic options was based on nodes as they represent the current commercial structure. The configuration of the nodes is approximate at this time. The configuration of the nodes was also based on treating existing commercial areas as nodes recognizing that the same commercial opportunities would exist on both sides of the street. The boundaries for the nodes were based on existing physical constraints and typical commercial coverage was used to define opportunities. The square footage numbers used to define the nodal size is based on a capacity related to the land available and is not fixed but an approximate quantum.

All three options have been deemed feasible from a market perspective and the node size parameters are seen as realistic.”

This rationale indicates that the nodal configuration was selected because it reflects what currently exists, rather than encompassing a vision for the future. It also indicates that the size of the nodes is based upon the land available to the developer, not upon whether the scale is appropriate to the community around it.

At the time of the May 3rd workshop, I had not yet read the Provincial Policy Statement in detail, however, I did have a copy of the Comparison of Selected New Policies to Former Policies in Key Areas. As you are aware, the new PPS was issued under Section 3 of the Planning Act and came into effect on March 1, 2005.

The Comparison chart is available at

2006/01/19

http://www.mah.gov.on.ca/userfiles/page_attachments/Library/1/555893_pps2005.pdf

A key distinction is that under that new PPS, municipal planning “shall be consistent with” these new policies.

The section on Transit-Supportive Land Use Patterns includes the following bullets:

- Promote transit-supportive land use patterns including density/intensification targets
- Focus land uses with high-travel demand (such as employment and commercial uses) along public transit corridors

In the section on Air Quality/Energy, corridor intensification is further emphasized:

- Clearly recognized link between land use patterns and air quality/energy consumption
- Promote transit-supportive land use patterns
- Promote compact form and structure of nodes and corridors
- Promote use of public transit and other alternative transportation modes
- Focus land uses with high-travel demand (such as employment and commercial uses) along public transit corridors

I brought copies of the Comparison Chart with me to the May 3rd meeting and gave them to the Meridian Consultants and Planning Staff present. I also asked Mr. Bob Lehman why corridor intensification had been completely left out of the Geographic Options. Mr. Lehman’s reply was basically that corridor intensification is not applicable to Guelph.

That this concern was raised at the workshop is documented on p.5 of the Guelph Commercial Policy Review Recommended Approach, June 2005.

“Several residents said that social and environmental factors were not well represented in the criteria for assessing the alternative approaches. A similar issue was raised with respect to the new Provincial Policy Statement. Many felt there was the need for intensification to meet Provincial objectives, and to be environmentally sustainable. In terms of commercial policy, this was seen to mitigate against large single storey stores surrounded by parking lots and to be supportive of development Downtown, and along intensified corridors (arterial roads). The workshop participants also indicated that urban design was a critical element to commercial development.”

Given that the Provincial Policy Statement came into effect on March 1st, 2005 and the CPR workshop took place only two months later, on May 3rd, 2005, Mr. Lehman may not have been familiar with the new requirements of the Provincial Policy Statement. His assertion that corridor intensification is not appropriate for Guelph has not been upheld by subsequent studies done for the City, in particular, The Guelph Wellington Transportation Study (GWTS) of which the final report was released in July of 2005.

The GWTS was prepared by a consortium of three consultants: TSH engineers, architects and planners; Paradigm Transportation Solutions Ltd.; and GSP group. In section 4.2.1 Land Use and Transportation they state: “The arrangement of land uses and urban form of the community are the *most important and effective long-term influences* on how people move throughout the community.” (Their emphasis).

The next paragraph contains the following:

“Contemporary community planning promotes mixing of land uses, concentration of activities in nodes and corridors and an emphasis on the “3 Ds” (density, diversity and design) in those areas where public transit is provided. The objective is to create highly pedestrian- and bicycle- friendly urban environments which also support the provision of public transit. An urban form based on a series of nodes and corridors provides an ideal setting for an efficient transit system and continued investment in transit operations. In this manner, activities are concentrated in certain locations, thereby reducing the need to travel by car given the other choices available (walking, cycling and transit). This urban form also maximizes the number of people living and working in close proximity to transit and provides the support base for higher frequency operations.”

In section 4.2.2, the three consultants specifically recommend a system of nodes and corridors for Guelph and detail how this can be achieved. Figure 4.1 provides a map of Proposed Nodes and Transit Corridors. Since I am unable to cut and paste from the document on the City website, I would appreciate if you could include this map in the Council package.

Here is the relevant section of the GWTS report on p. 42 and 43.

4.2.2 *Urban Form*

An urban form that is supportive of transportation alternatives to the auto would consist of a system of nodes and corridors which provide for concentration of activities and mix of land uses in proximity to each other, thereby minimizing the need to use automobiles for many trips. Nodes are locations for a diverse concentration of activities at higher densities while corridors are areas between nodes along transit routes where higher densities and a mix of uses are also found. The nodes provide catchment areas for transit service and the intersection of transit corridors.

Development in nodes and corridors should orient activity towards the street to create very walkable environments.

Current Situation

The Downtown, Stone Road mall and the University of Guelph are nodes consisting of dense and varied uses and are currently the locations where the highest transit, walking and cycling uses are found. These are the primary nodes of the City. The community shopping areas and recreation centres are secondary nodes.

Major corridors with transit potential include Gordon/Woolwich and Stone Road. Other arterial roads are secondary corridors.

The general objectives of the Official Plan support the development and strengthening of the concept of nodes, mix of use and compact form. As well, the Transportation Strategy Update contains a vision statement emphasizing high density multi-use nodes and medium density mixed-use development along connecting corridors.

There is not a series of defined nodes and corridors based on transit in the Guelph Official Plan. Policies for shopping centres, the University and Stone Road Mall area, for example, can be strengthened to promote intensification and a broader mix of use in these nodes. The corridors should be the roads with potential to contain the highest frequency transit routes, and they may not necessarily be the roads carrying the highest traffic volumes.

Practicality/Appropriate for Guelph

Guelph has logical areas which could intensify as nodes of activity and arterial roads which could serve as corridors connecting the nodes. The mid-sized shopping centres could be more dense and diverse nodes in the long term.

Changes to urban form and density take time to achieve. There will be limited change in the short term and that is a disadvantage of this approach. Economic incentives may be considered to stimulate development while public policy can address some barriers.

How do we implement?

In order to implement changes to urban form the city should specifically identify nodes and connecting transit corridors, such as the example in Figure 4.1. The identified nodes and corridors should be integrated with the City's transit route network. A policy framework can be developed to promote this form.

The City should also consider shopping centre policies to accommodate high/medium density residential permissions along with a full range of other appropriate uses. Medium density mixed-use policies can be prepared for application along the corridors. The nodes and corridors form and uses could be facilitated through proactive zoning changes rather than waiting for individual proposals.

The City's design guidelines for new development generally support buildings being located closer to the street at transit stops and placing parking at the side and rear of buildings to support pedestrian movement along the street. Policy and zoning in the nodes and corridors could provide incentives for this type of development and minimize regulations. Each node and corridor should have an implementation plan to address density, uses, design and implementation.

Recognizing that a municipality's Official Plan policies regarding urban form are not always consistent with short-term market pressures for development in specific locations, the City should work with the development industry to facilitate urban form and intensification objectives at the nodes.

Although I have made reference to key elements of the Provincial Policy Statement earlier in my submission, I will detail some of the pertinent sections related to nodes and corridors.

1.2. COORDINATION

1.2.2 Where planning is conducted by an upper-tier municipality, the upper-tier municipality in consultation with lower-tier municipalities shall:

b) identify areas where growth will be directed, including the identification of nodes and the corridors linking these nodes;

d) where transit corridors exist or are to be developed, identify density targets for areas adjacent or in proximity to these corridors, including minimum targets that should be met before expansion of the boundaries of *settlement areas* is permitted in accordance with policy 1.1.3.9;

1.2.3 Where there is no upper-tier municipality, planning authorities shall ensure that Policy 1.2.2 is addressed as part of the planning process, and should coordinate these matters

with adjacent planning authorities.

1.6.5 Transportation Systems

1.6.5.4 A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support the development of viable choices and plans for public transit and other alternative transportation modes, including commuter rail and bus.

1.6.5.5 Transportation and land use considerations shall be integrated at all stages of the planning process.

1.7 ENERGY AND AIR QUALITY

1.8.1 Planning authorities shall support energy efficiency and improved air quality through land use and development patterns which:

- a) promote compact form and a structure of nodes and corridors;
- d) improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion; and

4.0 IMPLEMENTATION AND INTERPRETATION

4.2 In accordance with Section 3 of the *Planning Act*, as amended by the *Strong Communities (Planning Amendment) Act, 2004*, a decision of the council of a municipality, a local board, a planning board, a minister of the Crown and a ministry, board, commission or agency of the government, including the Municipal Board, in respect of the exercise of any authority that affects a planning matter, “shall be consistent with” this Provincial Policy Statement.

The Places to Grow Draft Plan further underlines the policies of the PPS:

The definitions section of the Growth Plan defines **Intensification Corridors** as follows:

Lands along major roads, arterials or *higher order transit* corridors within *the built boundary* that have the potential to provide a focus for higher density mixed-use development consistent with planned transit service levels.

2.2.5 MAJOR TRANSIT STATION AREAS AND INTENSIFICATION CORRIDORS

1. Major transit station areas and intensification corridors will be designated in official plans and planned to –

- a) serve as locations for large office and commercial development
- b) achieve residential and employment densities that support existing and planned transit service levels.

2. Intensification corridors will generally be planned to accommodate local services, including commercial, recreational, cultural and entertainment uses.

3.2 POLICIES FOR INFRASTRUCTURE TO SUPPORT GROWTH

3.2.2. TRANSPORTATION – GENERAL

5. Upper- and single- tier municipalities will develop and implement *transportation demand management* policies in their official plans or other planning documents, to reduce trip distance and time, and increase the *modal share* of alternatives to the automobile.

The requirement for intensification corridors is acknowledged by the Planning Department in the “City of Guelph Response to Places to Grow, Better Choices, Brighter Future Proposed Growth Plan” 1006/01/16. The exact text from p.15 follows:

1.2.3. Intensification Corridors and Major Transit Station Areas

The Growth Plan requires the City to designate intensification corridors in the Official Plan. These areas are defined as lands along major roads that are to provide a focus for higher density mixed-use development in keeping with transit service levels. In addition the City is to incorporate ‘major transit station areas’ in the Official Plan.

Comment:

Many of the roads where intensification corridors could occur are constrained by existing built form to 2 lanes. In fact the Official Plan designates a number of roads as two-lane arterials (i.e. Woolwich, portions of Edinburgh and portions of Gordon Street) so as to not impact adjacent existing inner-city neighbourhoods. Intensification in such areas while maintaining the two lane status could create transportation issues if transit service investments are not increased and financially supported by the Province.

The City’s Transportation Plan identifies potential transit nodes and the eventuality of linking these nodes through a ring routing system.

Lastly, the Smart Guelph community consultation also recommends corridors and nodes under the theme of “Inviting and Identifiable”. Given that some 1,200 citizens participated in this 18-month process, this is a strong indication of community support for this pattern of development.

In conclusion, the geographic configurations of the Commercial Policy Review need to be completely reworked in order to make them consistent with the requirements of the Provincial Policy Statement and the Places to Grow legislation. Specifically, the Planning Department needs to embark on a process to clearly define Intensification Corridors. Some initial work in this regard is contained in the Guelph Wellington Transportation Study. Zoning for the nodes on the periphery of the city needs to factor in medium and high-density housing requirements to create truly mixed nodes, not just mixed retail.

Distribution of commercial zoning which would be consistent with the PPS and Places to Grow will look radically different from what is currently being proposed. I do not know how much commercial square footage will be required for the intensification corridors, but theoretically, a redistribution of commercial zoning might look something like this:

Downtown intensification	350,000 sq ft
Intensification of existing nodes	350,000 sq ft
New nodes	400,000 sq ft

Corridor intensification	<u>900,000 sq ft</u>
Total new commercial space	2,000,000 sq ft

A pattern of commercial development of nodes and intensification corridors is supported by **Smart Guelph**, the **Guelph Wellington Transportation Study** and is legally required by the **Provincial Policy Statement** and the **Places to Grow Act**.

If Council amends the Official Plan to allocate 100% of commercial zoning to nodes only, it will not be adhering to the requirements of the Provincial legislation. As a result, the City would leave itself open to an OMB appeal which would further delay commercial development. It is unlikely that the City's position would be upheld in this case.

Craig Manley

From: John D. Ambrose [cercis@sentex.ca]
Sent: Friday January 06, 2006 5:07 PM
To: Craig Manley
Subject: Amendment 29 review

Craig Manley
Policy Planning
Planning and Building Services
City of Guelph

I am pleased to see some ideas present here that were missing [or just not mentioned] from the documents being reviewed last spring. Perhaps the biggest issue I see, as a member of the Environmental Advisory Committee, is the need to allow/promote innovation and creative solutions, with opportunities to both solve environmental challenges more effectively and be less costly to developers. One example is storm water management; there are other well-tested options that are not part of our repertoire [e.g., porous paving over gravel bed first-order SW storage under parking lots; greater use of natural channel design, etc.]. This might fit under 3.3.2d, with expanding standards, and perhaps EAC should be more pro-active in promoting these options!

Integrated transportation, including foot, cycle and bus traffic, could be better specified so each development does not become an entity in itself, but part of the overall neighbourhood system. I year ago I was hiking from a small town in Wales. I was quite impressed with a new subdivision at the edge of town: a footpath was part of the development. To get to a bus, or to walk downtown, residents didn't have to walk around long curving roads designed for cars but straight to where they were going, between private lots on a easy to see paved footpaths. Thus, 3.3.1f could expand 'pedestrian access' to include pedestrian and cycle transportation as one of the transportation networks.

It is encouraging to see the continuing emphasis on good urban design and the city's commitment to encouraging re-development in the city's core. Likewise, the recognition that each commercial space does not need to have its own parking in the core areas [where there are public transportation services and public parking] is appropriate and encourages intensification.

However, it still concerns me that 'big box' format centres seem to be a priority, while people complain, for example, about grocery stores being too large. Perhaps we need a new paradigm--such as large retailers guaranteed a set amount of square meterage--but not all in one site!--perhaps in 4-6 places across the city so neighbourhoods are conveniently serviced, and low prices are maintained by being able to have a high volume sales from one supply delivery to the city.

I have lived in the CBD for over 30 years, thus how it is covered is of direct interest. We have obviously developed a severe imbalance of 'multiple uses' and should aim to correct that as soon as possible. Encouraging family activity, such as another cinema--and putting a complete prohibition of more drinking establishments [and not allowing the replacement of those that may close until a better balance is achieved] would be a start. If the main library

had been on Wyndham Street that would have helped. The CBD south of the tracks is an area of unfulfilled potential--why not encourage a 'big box' there, such as the Bay or other downtown type large retail. A lot of people live in the core area and more are coming with infill intensification; it would attract them, vs. having to drive to the periphery.

Neighbourhood Commercial: some of the previous comments apply here, regarding smaller retail throughout the city. Each should be on an intermodal transportation node as well: bus stop plus cycle and pedestrian paths. Having the shops/offices up front and parking behind helps in this regard, as specified. Include these ideas in 7.4.44 as well; ensure that paths are functional in getting between point A and B, not just nice curving paths for a Sunday stroll, though they are good also.

Drive throughs [7.4.46.1.6]: any drive through establishment should be required to have pedestrian services also, plus sitting area [in contrast to the new Tim Hortons on Wellington off Norfolk], and it's impact on the neighbourhood assessed.

Impact studies [7.4.52]: infrastructure to include intermodal transportation systems, including bus, cycle and foot traffic, to ensure new developments incorporate or enhance such systems and have no negative impact.

I hope this helps; I'll look forward to seeing a clearer statement in this amendment to the OP.

John D. Ambrose
34 Norwich Street East
Guelph, ON N1H 2G6
tel. 519 821-8653
cercis@sentex.ca

Craig Manley

From: Marg Ahlers [marg@wyndhamartsupplies.com]
Sent: Friday January 13, 2006 10:30 AM
To: Craig Manley
Subject: commerical policy review

Dear Craig,

I am strongly opposed to the city's proposed four power centres around the perimeter of Guelph. The proposal appears to ignore downtown as the commercial heart of the city.

The prospect of shopping centres with huge parking lots, and no housing or offices included runs counter to the infill philosophy of the provincial initiative Places to Grow.

The proposal is sadly anachronistic in an era when people of vision are embracing the European model of efficient public transit and a healthy regard for protecting the environment.

Guelph deserves better than this myopic proposal.

My family located its business Wyndham Art Supplies in downtown Guelph in 1992 because we liked the look and feel of the city core. Since opening in May, 1992, our store has undergone huge growth, doubling its physical space twice.

We do not feel threatened personally by big box stores since they offer none of the attractions which bring some 200 customers through our doors each business day.

However, we are alarmed by the direction the city is taking under current leadership.

As Guelph residents who can walk downtown from our homes (my husband and I live on Stuart Street; my son and his family live on Yorkshire), we hope more enlightened thinking will soon prevail among our municipal decision makers.

Kind regards,
Margaret Ahlers

Craig Manley

From: Patricia Dorland Maurice [pdorland@gto.net]
Sent: Tuesday December 06, 2005 3:47 PM
To: Craig Manley
Subject: Commercial Policy Review

Dear Mr. Manley,

I am concerned that the Commercial Policy Review recommendations are not in the best interests of the residents of Guelph. I want to register my opposition to a CPR that was dominated by developers and which was not subjected to more public input. I am concerned that we are setting a commercial development policy that will increase our traffic woes, increase sprawl, increase air pollution and not service the residents of Guelph which is what it's prime purpose should be. Why cannot we not look to municipalities such as Port Moody, in British Columbia to see how they are thinking and acting "outside the box" no pun intended. This community has adopted the "compact urban development" approach which promotes a mix of residences, shops and offices, preserves more green space for public parks, lowers taxes because infrastructure costs are reduced, has effected a rise in property values, and ended up making Port Moody a vibrant community. Why cannot Guelph use Port Moody as an example for visionary development instead of the one promoted by developers - big box stores, acres of paved parking lots, and longer commutes to access services?

Please visit the address below to read an interview with Port Moody City Manager, Gaetan Royer about the city's better approach to developing raw land.

<http://www.guelphcivicleague.ca/interview.html>

Thank you.

Patricia Dorland Maurice
83 Paisley Street
Guelph, ON N1H 2N7

Sincerely,

Craig Manley

From: Patricia Dorland Maurice [pdorland@gto.net]
Sent: Saturday November 26, 2005 1:03 PM
To: Craig Manley
Subject: Revised Official Plan Policies and Zoning Uses

Dear Mr. Manley,

I have perused the above document on the web and wish to thank you for the revisions that I see. I trust they will significantly increase the chances that development in Guelph will be better planned. As well, your efforts and hard work in getting to this point are appreciated.

I have a question about Item 14 of "The Major Goals of the Official Plan". I am wondering why, in the specific rewording of this item the framework to be developed does not mention the physical environment as one of the needs criteria for development. This report is coming out under the "Planning, *Environment*, and Transportation" Department and I see that planning has been addressed, transportation has been addressed, but in this crucial area of establishing basic framework for commercial development the environment has, sadly, been omitted. I know that sustainable use of resources and ecological implications are addressed later in items 20-23, but, in my opinion, it is critical that needs assessments and impact criteria for all three areas - Planning, *Environment* and Transportation - are essential to good development, and so all three should be included in the basic framework to be established for development.

I am also wondering if the City is beginning to consider what impacts may result from the various environmental issues that scientists and progressive municipalities and countries are currently discussing and in some cases addressing, i.e., pollution from automobiles, the Kyoto Accord, loss of green space, and many others. Is this aspect of our future being talked about, thought about, planned for, in how Guelph will grow? I know that the environment is not on the radar screen of quite a few of our present councillors but surely the department responsible for recommending and enforcing guidelines for Planning, *Environment* and Transportation has it on theirs. It is important that we grow, but sustainably. The air that we breathe is much more important than how many places we have to shop.

Your attention to my comments is most appreciated.

Patricia Dorland Maurice
83 Paisley Street
Guelph, ON N1H 2N7
519-763-8481

Craig Manley

From: Vaillie Laur
Sent: Wednesday December 07, 2005 2:32 PM
To: Craig Manley
Subject: FW: Commercial Policy Review recommendations

fyi

vaille

From: David Birtwistle
Sent: Tuesday December 06, 2005 4:56 PM
To: Planning Division Emails; Bizinfo; Larry Kotseff
Cc: pdorland@gto.net
Subject: FW: Commercial Policy Review recommendations

David Birtwistle
Councillor, Ward 4(St.David's Ward)
Chair, Planning, Environment & Transportation Committee(PETC)
City of GUELPH
Tel:(519)8223478
Fax:(519)8230265
Address:50 ROCHELLE DR., GUELPH, ON, N1K1L2

From: Patricia Dorland Maurice [mailto:pdorland@gto.net]
Sent: Tue 12/6/2005 4:21 PM
To: Rocco Furfaro; Mayors Office; David Birtwistle; Laura Baily; Gloria Kovach; Dan Moziar; Cathy Downer; Ray Ferraro; Lise Burcher; Maggie Laidlaw; Peter Hamtak; Dan Schnurr; Christine Billings
Subject: Commercial Policy Review recommendations

Dear Mayor and Council,

I oppose the Commercial Policy Review recommendations for these reasons:

1. The public was not adequately consulted.

Despite a vow by the last city council to engage the public on this important review of future commercial development, the present council actually discouraged public participation. Public meetings were limited. There was no attempt to explain the process in clear terms so common people could form an opinion. The "workbook" distributed to the public upon request was so difficult to understand that even those with an interest were frustrated. The final city staff report on the CPR was made available for only four days before it went to council. Four days.

2. Land developers had too much influence.

The out-of-town developers who control the commercial land at the edges of our city have a vested interest

in building large "power centres." They do not have an interest in planning our city so that residences and workplaces are integrated conveniently and attractively with shopping. Yet during the CPR process, the city has listened almost exclusively to the developers. This is wrong. The job of the city council and our city planners is to work for the public interest, not for developers with a vested interest.

3. Traffic will be a major problem.

Traffic is already getting out of control in Guelph. When you concentrate shopping in a few large power centres, all routes leading to those "nodes" will have much more traffic, including trucks arriving constantly to unload goods. The City planners have not adequately demonstrated how this huge volume of concentrated traffic will not adversely affect our quality of life in Guelph, especially the neighbourhoods closest to the huge centres.

4. The CPR was based almost exclusively on "market impact assessment," which is not enough.

"Market impact" only looks at commercial planning from the developer's perspective and doesn't consider the community's desires for convenience, access, diversity, visual appeal, and care of the environment. Great cities consider many factors when planning for their future. To claim, as the city staff report does, that Guelph NEEDS four large shopping centres, is just wrong. Other considerations have been ignored. For example, we clearly need better shopping choices within existing neighbourhoods. And with a commercial landscape overwhelmed by large retail centres on the edges of the city, small retailers will suffer, including many in our downtown and in existing, smaller shopping centres.

5. There are better ways to blend shopping into the fabric of a city.

Rather than developing only power centres, we could be building smaller groupings of stores that fit into new and existing neighbourhoods, alongside offices and public services. Many cities are opting for walkable shopping "villages" that offer people a rich shopping choice in an appealing and well-designed environment. Guelph city planning staff has not shown citizens a selection of "best practices" like this and allowed us to make an informed choice. We should have the opportunity to make choices about the look and feel of our city, not simply swallow what land developers want us to accept.

There is a better way - let's make Guelph the best city for its size, where working and shopping can be done within walking distances of where residents live. When the recommendations come before you later this month for adoption, please take the courageous stand and say No to development that will make Guelph less liveable, and let's look to other progressive cities for examples of how to grow, i.e. Port Moody, BC.

Patricia Dorland Maurice
83 Paisley Street
Guelph, ON N1H 2N7

Craig Manley

From: Jane Litchfield [janelitchfield@rogers.com]
Sent: Wednesday December 07, 2005 10:59 AM
To: Craig Manley
Subject: CPR

Dear Mr. Manley,

As a citizen of Guelph I am concerned about the Commercial Policy Review and your plan to build four big-box hubs around our city. Guelph DOES need more retail space, but it should be integrated in communities, not built around the edges in giant parking lots. I do not understand how it could take years to get approval for one Wal-Mart store, but many multiples of that store can be approved in a flash when we are away on summer vacation. Please take the time to plan what's best for our city instead of making it look like every other suburban wasteland. Other municipalities are finding ways to do this. Walkable communities are the way of the future. Let's make Guelph a city of the future.

Thank you
Jane Litchfield
49 Park Ave.
Guelph ON N1H 4S6
826-9683

Craig Manley

From: ribomy@rogers.com
Sent: Tuesday December 06, 2005 7:16 PM
To: Jim Riddell; Craig Manley
Subject: In support of a livable Guelph

Dear Sirs:

After returning from a vacation in several towns and cities on the Danube in August, I've never felt more ashamed of what we're doing to so many of our own cities. We like to tout Guelph as such a great place but ...where are the charming pedestrian streets? ...where is the "vision"? ...where is the current development leading us? Are we going to enhance Guelph's livability and esteem by building ever more sprawling residential subdivisions and ever more big box stores? When I moved from Toronto to Guelph a few years ago, I specifically chose Guelph over Cambridge because of Guelph's relative charm and, I thought, foresight. But the current direction is giving me serious second thoughts.

I and many others I know are in complete agreement with the Guelph Civic League and their vision of where Guelph should be headed. Development *per se* is necessary and inevitable, but I can only hope that this city stops pandering to the old-style developers before it's too late.

Sincerely,

Robert Archer

Craig Manley

From: Melanie Collum [mimicollum@yahoo.ca]
Sent: Tuesday December 06, 2005 10:38 PM
To: Craig Manley
Subject: Comeerical Policy REview

Dear Mr. Manely

I am writing to you because i am very concerned about Guelph's Commercial Policy Review. We have a beautiful city and we are in danger of destroying it's integrity by not planning wisely.

I understand that you are in the process of expanding the size of four new power centers in the city. I object to this. I believe that it is a provincial and a local goal to support intensification and integrated development where we have living space , office space and retail not big box stores with high rents and big parking lots that depend on automobiles.

I object to the developmnet of a power center at the Hanlon and Paisley as proposed. We have this opportunity to speak up for a better way to do this. We can have commmercial development and our community and envirnoment healthy.

If we follow the guideline of 40% of new growth being through intensification then where are the figures to back that up in your policy?

I do not think that the framework you are recommending serves my needs or concerns as a citizen of Guelph.

Please consider an alternative way of planning .
please do not finalize this policy.

I object. it is not appropriate planning and I think we can do better.

Sincerely
M. Collum

Find your next car at <http://autos.yahoo.ca>

Craig Manley

From: Jan Hall [janhall@uoguelph.ca]
Sent: Tuesday December 06, 2005 3:49 PM
To: Craig Manley
Cc: royalcityrag@hotmail.com
Subject: Guelph's Commercial Policy Review

Importance: High

Hi Craig,

I have a relatively new Guelph based community radio show on CFRU.

I am just getting up to speed on the changes to Guelph's Commercial Policy Review. I have a few questions that I'd like to get answered. I am concerned about the lack of public consultation on this very important issue that will have a huge impact on the future of Guelph.

Firstly, I am wondering whether there will be any further opportunity for public consultation before it goes to council?

Secondly, I am concerned that the Guelph community may not have had the same access in the planning process as the developers of the envisioned commercial centres. Can you confirm that this was the case? and if so, that it followed normal procedure?

I do worry about the impact concentrated traffic will have on the neighborhood communities close to these new commercial nodes, particularly as many were developed before the change in plan. For a small city, it seems to me that traffic in Guelph is already getting out of hand. Can you assure me that studies have been done to as far as possible confirm that these new commercial developments will not lead to traffic problems that will adversely impact these residential areas and the quality of life in Guelph generally?

I gather that a study was performed to look at market impact. Were any studies performed to look at the needs of the community with respect to convenience, accessibility, diversity of choice and environmental impact? If so, can I get to see them?

It has also recently become clear that driving to these commercial nodes may be far less attractive by the time these centres are built simply because of the cost of gasoline. That's even before the environmental impact of the automobile is considered. Was this fact considered when the report was written?

Finally, has there been any discussion of alternate ways to blend commercial centres and residential neighborhoods that may have less impact on the environment and emphasis a healthy vibrant community environment? There are communities that have been much more creative in addressing the need for commercial development while minimizing the impact on existing neighborhoods. If so, I would appreciate knowing what alternate development plans were considered.

Anyway, thanks for your answers to these questions. Of course, if you or another member of the city staff would be interested in coming on my show to discuss these issues or allowing me to come to City Hall and interview you I would love it.

I know from my personal interaction with city administration personnel that you all take great pride in our city and are very professional in every way. I am sure we are all working for the same end, to maintain Guelph as a healthy, vibrant and sustainable community that retains its small town feel.

Regards,

Jan Hall

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Jan Hall

(519) 830-1389 (cell)
janhall@uoguelph.ca

Royal City Rag: CFRU 93.3FM Tuesdays 7-9 a.m. A Guelph-centric morning show focusing on community issues, local politics, music and the arts. Listen to the archive at www.cfru.ca

"Follow your bliss. If you follow your bliss, you put yourself on a kind of track that has been there all the while, waiting for you, and the life that you ought to be living is the one you are living."
Joseph Campbell

Craig Manley

From: Bonefriesen@aol.com
Sent: Monday December 12, 2005 2:36 PM
To: Craig Manley
Subject: Commercial Policy Review Recommendations

Dear Mr. Manley,

I am concerned about the Commercial Policy Review Recommendations which will go to Council shortly. I believe the Recommended Framework for commercial policy would entrench a form of development that will continue to promote urban sprawl in our community for decades to come, contrary to provincial and local goals to reduce urban sprawl.

I believe there are better ways to integrate commercial activity into the fabric of our community.

Sue Bone

Sue Bone/Steve Friesen
22 McTague Street
Guelph ON N1H 2A6

Craig Manley

From: Katie Gad [katiegad@hotmail.com]
Sent: Monday December 12, 2005 9:31 AM
To: Craig Manley
Subject: Guelph City Planning

Dear Mr. Manley,

I am concerned about the moves made by city council to invite more big box stores into our city.

Like many others, I do not own a car, and I find these stores hard to get to and worry about the number of cars in our city should shopping of this type be encouraged.

I also feel strongly that small businesses in a downtown core give a city its unique feel and I enjoy being a Guelphite because I can do all of my shopping in stores where I know the owners and appreciate the contributions they make to the community. Small business owners are more likely to hire students and train them to have a range of skills. They also act as "eyes on the street"- people who care what happens on the sidewalks in front of their stores. Lastly, they continually donate their time, products and services, to schools, community events, teams and more because they are invested in the community.

Please do not allow city council to make planning decisions that would lead to these small stores being out-done by large corporations that are here for nothing but our money.

Thank you for your time,

Katie Gad, Guelph

PLANNING AND
BUILDING SERVICES

16 Dec. 2005

DEC 16 2005

Re: Commercial Policy Review

1. Transportation impact analysis is totally inadequate. Developer appears to be in charge of traffic study, but if developer underestimates traffic impact, the neighborhood suffers and city picks up cost of traffic improvements.
2. This provides for an overwhelming expansion of commercial space, close to 1.8 million square feet. This is the equivalent of 15 Wal-Mart stores. They put all the eggs in one basket? What happens when big-box stores go out of fashion? Will not this extreme expansion mean the demise of all our neighborhood shopping centres?
3. How do you intend to promote energy conservation and climate change protection? or landscaping? or urban design features? The big-box stores built within the last couple of years have not met any of these goals. The stores are at the back of a massive ~~under~~ concrete parking lot. 7.4.36 and 7.4.37 appear to be guidelines which sound nice but have no teeth. There are the green roofs? the solar panels? the water conservation measures?

4. What is purpose of limitations to growth in existing neighborhood commercial centres? And why have some such as Bull Frog mall & the Zellers - Zhi's plaza on Eramosa been left off the list.
5. City Council should listen to the majority of citizens who have spoken at the various meetings regarding this review. No big box store should be allowed on property on NW corner of Woolerch and Woodlawn.
6. City Council should allow only one of these massive ~~and~~ nodes to be built-in an underserved area - Watson - Starwood, for example.

Sincerely -

Cynthia Folger
11 Cambridge St.
Guelph, ON N1H 2T8

Craig Manley

From: khammill@uoguelph.ca
Sent: Friday December 16, 2005 10:52 AM
To: Craig Manley
Subject: OP

Thank you for your presentation. Very positive comments.
The downtown should be shown as a intensification area <items 9 to 11>as directed by places to grow.
P12 2.3 item 15 change to read "a major commercial centre".....
P15 7.3 I do not know what "civic heart " means. Read--"as a strong commercial, civic and community focus.....
P15 7.3b remove word speciality referring to retail.
P16 7.3.1 I understand a application is underway to change the boundaries
P16 7.3.2 Rather than the "main concentration" read "a major concentration"
I did not see Brownfields covered. We have a great plan but little action.
ken

Craig Manley

From: Elizabeth Snell & Charles Cecile [esnell@sentex.net]
Sent: Friday December 16, 2005 12:10 PM
To: Craig Manley
Subject: CPR Comments

Dear Mr. Manley,

I am concerned that parts of the proposed commercial plan appear to contradict provincial directives in *Places to Grow* – both earlier drafts and the current proposed plan of November 2005. My specific concerns are:

a) Use of the automobile. *Places to Grow* requires reduced dependence through such measures as mixed-uses (Section 2.2.2 1d). I feel the CPR's power centres at the edges of town will encourage automobile use. Although the power centres are called "mixed use" I am not sure if it fits the "mixed use" definition implied (but not explicitly defined) in the provincial plan. For mixed use, I picture apartments above stores along main neighbourhood roads with other forms of residential uses in walkable distance, and possibly more neighbourhood centres. Diversification might suggest one or two power centres but I feel four is too many. (I strongly agree with the plan's discouragement of the major and car-accessible only commercial strips like Highway 24 in Cambridge).

b) Conversion of employment lands. *Places to Grow* is very clear on not converting employment lands to major retail uses unless a long list of conditions is met (Section 2.2.6.4). I'm not sure of the current zoning of all the power centres but at least the north one was zoned industrial. I feel that the power centres may not meet several of those conditions including that:

- the intensification and density target achievement not be affected,
- the infrastructure will be financially and environmentally sustainable, and
- Guelph doesn't need employment lands or the conversion is necessary for health and safety.

I'm not sure what to suggest since the plan has Council approval. But I am concerned that if Guelph progresses with this plan we may contravene at least the intent of provincial requirements.

I also feel Guelph will miss an opportunity to escape the power centre trap that enmeshes many other communities, missing a chance to attain a major competitive edge through a mixed-use neighbourhood commercial direction that I feel is the way of the future. I feel such an alternative would better meet Strategic Direction # 2 – diversifying and building on our competitive strengths to create a positive environment for business investment.

I appreciate the opportunity for input.

Yours sincerely,
Elizabeth Snell

11 Cambridge St
Guelph N1H 2T8
15 December 2005

Re: Commercial Policy Review

Why is it proposed to abandon the Downtown as the primary commercial centre (2.3.15 and 7.3.2), relegating it to the meaningless "vibrant multiple function district"? It seems to me that changing the OP in the way proposed will lead to the further degradation of the CBD.

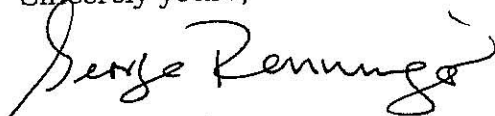
The change in 3.3.1 e), namely, striking out "to their neighborhoods" is one more indication that the CPR refuses to face the need for energy conservation and building neighborhoods in which people can work, play, shop, worship, etc., without having to drive all over the City.

It seems to me that planning for 4 huge commercial nodes ignores the history of such nodes, comprising as they do big box stores, huge parking lots, and not much else. Many similar nodes in other jurisdictions have been abandoned, to become large empty parking lots with empty big boxes. Furthermore, such use of space contributes to heating the City in the summers, which promise to resemble the one we just experienced. Without plenty of trees, green roofs, and other ameliorations, these nodes will be a net environmental loss.

In terms of providing commercial space, there are already underutilized "nodes" in the City which could grow to suit the needs of the surrounding neighborhoods, such as for example at the corner of Stevenson and Eramosa, which is not even listed in 7.5.25.1. Proposing 4 large commercial developments at the 4 corners of the City may suit developers, who, I understand, drive the big box format, but it does nothing to maintain the viability of neighborhoods.

It seems to me that a large number of citizens have spoken out against the major feature of this review at public meetings. What is the purpose of public input if a large segment of the public is simply ignored? Shouldn't City Council take account of the opinions of a large number of its electors? Whom does Council represent?

Sincerely yours,



George Renninger

PLANNING AND
BUILDING SERVICES

DEC 16 2005

Craig Manley

From: lpagnan@uoguelph.ca
Sent: Sunday December 18, 2005 4:02 PM
To: Craig Manley
Subject: comments Commercial Policy Review "better late then never."

Dear Craig,

I apologize for sending this so late, but as you are aware this is a busy time for all. I hope that my comments will be incorporated in this review.

I disagree with much of the C.P.R. because the node system that is being recommended is really in contravention with many of the ideas behind sustainable growth as well as many concepts to reduce car use and making cities more compact. The nodes being proposed are very large and there are also too many being proposed.

The land wasted on parking alone to accomodate these sites is definitely good reason to rethink this type of planning. These large nodes will create more traffic as everyone will need to have a car to get to them. Residents around these nodes will be negativley affected by have such large centres near them.

From an environmental perspective air quality will worsen (how many smog days did we have last year?) and then there will be the need to widen more roads, install more lights, etc. in order to accomodate these monstrous sites.

We the taxpayers will be the ones paying for these costs. I personally prefer to see my tax dollars spent on preserving and enhancing the great things about Guelph.

I believe that there should be more emphasis on providing more local neighbourhood commercial, where people have the option of walking to their shopping locations or at least not having to drive as far. The Stone Road corridor is already providing us with a good community commercial centre.

I do 99% of my shopping in Guelph. I enjoy and support the retailers in this community and cannot believe the rhetoric that we are under serviced.

Guelph should be a leader and not just blindly follow the crowd because everyone else is doing it. Why do we want to become like every other poorly designed city? In the future the unique and visionary cities will be strong and vibrant and I want my city to be one of them.

Thanks for your time,
Lorraine Pagnan

Craig Manley

From: apyrka@uoguelph.ca
Sent: Friday December 30, 2005 1:24 PM
To: Craig Manley
Subject: commercial policy review

Attachments: Cover Page.doc; Body.doc



Cover Page.doc (47 KB) Body.doc (5 MB)

Hi Craig,

I received an email from the Guelph Civic League reminding me that the last day to comment on the commercial policy review is January 6, 2005. I beleive it was a typo and they meant 2006.

I'm a fourth year student at the University and I actually did a senior thesis project assessing the City of Guelph focussing on environmental initiatives. I did look into the commercial policy review. I've attached my report (sorry i know it's a huge file) and i will be sending to other council members when things settle down a little in the new year.

Anyway, you can read the section on commercial policy review. Basically, I'm not a fan. I'm very focussed on sustainable urban development. The cities commercial policy is not sustainable. Diverting commercial areas away from the CBD is not sustainable. I fear that the city is moving in an undesirable direction. Placing commercial areas on the outskirts of the city will only encourage citizens to drive to these areas. Commercial buildings should be placed in areas where citizens have multiple transportation choices to get there (transit, bike, walk). Furthermore, this commercial policy supportsts urban sprawl and I won't get into all the environmental concerns associated with that (it's all in the report).

In summary, I want to see commercial areas developed/redeveloped within the CBD and not on the outskirts of the city.

Sincerely,

Agatha Pyrka

Armel

December 16, 2005

Hand Delivered

City of Guelph
Planning Department
City Hall, 59 Carden Street
Guelph, Ontario
N1H 3A1

PLANNING AND
BUILDING SERVICES

DEC 16 2005

Attention: Craig Manley

Dear Mr. Manley

Re: CPR – Proposed OPA Comments

Thank you for the opportunity to provide further input with respect to proposed new commercial policy and floorspace allocations as set out in your draft OPA. Our comments are as follows, and build on the philosophy identified in the City's Strategic Plan, whereby the Commercial Policy Review is intended as an implementing tool to assist in *diversifying and building upon competitive strengths to create a positive environment for business investment*. We agree with this philosophy and are optimistic that it will be reflected and implemented through policies ultimately adopted through this process.

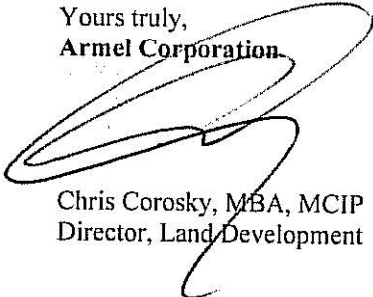
1. The October 18, 2005 memorandum of Mr. Rajan Philips contained as Appendix 'A' in the staff report notes a number of DC By-law projects that will improve traffic flow relative to existing and proposed commercial development, but it excludes a very significant DC project that will benefit the Paisley/Imperial node! Reference should be made to the underpass of Elmira Road beneath the CN Rail line, which will establish full connection of Elmira from the north end of the City (and beyond) to Fife Road at its current southerly reach. Elmira Road is the planned major north south traffic artery on the west side of the City and will greatly benefit our West Hills centre and commercial land west of Elmira. These lands are identified as a part of a major "Mixed Use Node" in the OPA.
2. With respect to the Paisley/Imperial 'node' referenced above, we note that the proposed amendments identify projected floor area at approximately 450,000 square feet. In our May 27, 2005 letter to you we identified that floorspace yield based on acreage, and using approximately 10,000 square feet of floorspace per acre, would yield approximately 550,000 square feet of potential floorspace. This does not include the smaller parcels currently zoned as neighbourhood commercial on the south east and south west corners of Paisley and Imperial, which would bring the total to somewhere closer to 600,000 square feet. Given the physical reality of potential yield we re-iterate our request to have realistic potential floorspace total identified in the OPA, which for this node would be in the order of 600,000 square feet. Policy 7.4.11 should be changed accordingly. As a further note, the "Non Core Greenlands" identification should be removed from these lands.
3. A number of the proposed amendments deal with floorspace allocation around the City. In this regard we believe that is extremely important to maintain a reasonable balance of floorspace so that one quadrant is not particularly over served or under served. Existing and/or centres proposed in the CPR amendments should take precedence over any 'new comers' to the market, to ensure that long standing investment plans are not undermined by late breaking changes to land use planning. In this context we have concerns and questions with respect to how a proposal (Lafarge) recently circulated to us will be considered in context of the overall CPR process. The magnitude of this project ±450,000 square feet is significant, and its relative location to two existing and/or proposed commercial concentrations, being Willow West and the Paisley/Imperial areas, has potential to negatively impact the viability of one or both of these commercial areas. How will this matter be dealt with?

.... / 2

4. In our previous submissions, we highlighted a significant quantum of land owned by Armel Corporation on the south side of Speedvale Avenue, extending from the Imperial/Speedvale intersection to beyond the Elmira/Speedvale intersection. Cumulatively this area contains in the order of 33 ± acres, representing an equivalent potential floorspace of 330,000 square feet. These lands are currently zoned for a mix of commercial and/or industrial uses. The layout of this land was established in planning approvals dating back over two decades. Given that all of this property backs on to existing residential development, we believe that the most compatible land use over the long term is commercial, not industrial. Consistent with this, and given that this area represents significant floorspace potential, we request that this area be identified as a commercial node with full flexibility of retail uses. On a specific point, we note that the proposed land use schedule fails to recognize existing Service Commercial zoning at the south-east corner of Elmira and Speedvale.
5. Given the linear nature of the land parcels on the south side of Speedvale noted above, buildings located thereon will similarly be laid out in a linear pattern. We note that proposed policies 7.4. (f) and 7.4.34.1 discourage new commercial 'strips'. Physical reality of the Speedvale lands is that layout will to some degree reflect a linear or 'strip' pattern. Accordingly, the policy should clarify intent with respect to physical layout of buildings so that reasonable development can occur, given physical realities of the site.
6. We note that many of the urban design policies are very prescriptive. Urban design policies should establish a general framework, within which flexibility is provided so that aesthetic and functional elements can be properly balanced given characteristics of the site in question, and directed toward ensuring viability and success of the intended commercial use. Design policy should be cognizant of the two key dimensions of leasing - - those being visibility and access. Words such as "will be", "shall not be", and "shall be" are scattered throughout the design policies. While urban design is important, we believe that prescriptive language of the policy should be softened to provide flexibility and options to both the private sector and City staff in terms of layout and design, which will ultimately serve to streamline future approvals.
7. Further to generic comments above regarding urban design, policy 7.4.36.5 goes far beyond the scope of design and actually restricts gas bars (and other uses) from locating at an intersection. Design policies should not act to restrict uses.
8. There are a number of cross references in the draft OPA (eg policy 7.4.8 or 7.4.18) to section "9.2" of the main official plan. It seems the intended cross reference is to the policies of the main OP regarding official plan amendments? Accordingly, should the cross reference in the OPA be to section "9.3" of the official plan?
9. Our commercial site located at the south east corner of Paisley/Imperial has not been identified on the maps. The OPA schedules should be amended to include this property, and this site should have full neighbourhood commercial uses.
10. Certain service commercial uses excluded in the proposed zoning table where backing on to residential, such as 'storage facility' are in fact very compatible uses. Accordingly, please provide further clarification on your compatibility criteria. How would such a use be incompatible?

Thank you for the opportunity to provide our input. We look forward to your consideration of our ideas and questions, and to your response to same. We would like to further discuss our comments and address concerns prior to this matter going to a public meeting. Please advise when this meeting can occur.

Yours truly,
Armel Corporation



Chris Corosky, MBA, MCIP
Director, Land Development

c.c. Joe Wolfond



ZELINKA PRIAMO LTD
A Professional Planning Practice

December 16, 2005

Mr. Craig A. Manley
Manager of Policy Planning
Planning and Building Services
City of Guelph
Guelph, ON N1H 3A1

Dear Mr. Manley:

**Re: City of Guelph
Commercial Policy Review
Draft Official Plan Policies and Zoning
OUR FILE: LPL/GPH/04-01**

We are the planning consultants for Loblaw Properties Limited with respect to their applications at Watson Road North at Starwood Avenue. These applications, submitted in July 2005, are for Official Plan and Zoning Bylaw Amendments to accommodate a Community Commercial Centre larger than that which is currently approved at this location, with a total floor area of 15,793m² in the first phase and 18,580m² in the second phase. These applications are undergoing municipal review, and a preliminary site plan relating to these lands has received initial comments.

Having reviewed the proposed Official Plan Amendment, it appears that the current Loblaw applications would be accommodated within the 28,000m² floor area limit proposed for the larger Starwood/Watson Mixed Use Node, although the method of allocation of floor area within the Node is not clear.

We find the other proposed policies, and the preliminary proposed uses for an implementing zoning bylaw to be generally acceptable.

While we believe that we can work with the proposed urban design policies, until we have seen examples of how they are intended to be implemented in situations such as our current application, we will have some concerns about the urban design policies and the proposal to incorporate such design measures into zoning bylaws. As a result, we may wish to provide additional comments on this matter.

Thank you for this opportunity to comment. We would be pleased to discuss this matter further with you, should you have any questions.

Yours very truly,

ZELINKA PRIAMO LTD.



Richard Zelinka, MES, MCIP, RPP
Principal Planner

RZ/emc

cc Al Hearne, City of Guelph
Loblaw Properties Limited

December 16, 2005

Mr. Craig Manley
Manager of Policy Planning
City of Guelph, Planning Division
Planning & Building Services
City Hall, 59 Carden Street
Guelph, Ontario N1H 3A1

Dear Mr. Manley:

***Re: Commercial Policy Review
Draft Official Plan Policies***

As you know, we are planning consultants to 6&7 Developments Ltd. with respect to their lands located at the northwest corner of Woolwich Street and Woodlawn Road. On their behalf, we have reviewed the draft of Official Plan Amendment No. 29 and are pleased to provide the following comments.

In general, we are supportive of the proposed policy changes, in particular those affecting the Major Goals (Section 2.3), the Community Form Statement (Section 3.2) and the Commercial and Mixed Use Objectives (Section 7.4). In addition, the proposed policies for the Mixed Use Node designation and the new floor space allocated to the Woodlawn/Woolwich Node appear to be acceptable and are in line with the recommendations set out in the June 2005 Recommended Approach report.

We have a couple of specific suggestions and comments resulting from our review of the other sections of the proposed Amendment, as set out below:

1. Policy 7.4.3 as drafted is unclear as to when impact studies would be required. We would suggest either combining Policies 7.4.2 and 7.4.3 or amending Policy 7.4.3 to say:

“Impact studies as outlined in policy 7.4.48 to 7.4.52 shall be required to assess the impact of proposals described in policy 7.4.2 on the City’s commercial policy structure.”

2. In Policy 7.4.29, we would suggest revising either the metric or the imperial number so that the two figures are reasonably equivalent.
3. We would suggest re-wording the second sentence of Policy 7.4.43.2 to say:
“Internal roads will be used to divide large sites into a grid of blocks and roadways to facilitate safe vehicular movement.”

The use of the term “fine grid” in the currently proposed wording may suggest, perhaps inadvertently, a greater number of internal roadways that would be at odds with the intent of providing for an efficient parking layout.
4. We would suggest deleting the word “sufficiently” in Policy 7.4.44.3, because it is redundant.
5. The last part of Policy 7.4.45.3 is problematic because it is difficult, if not impossible, for the design and architecture of large commercial buildings to reinforce Guelph’s heritage character due to the scale of such structures. Typically, there is more design flexibility for the smaller street-oriented buildings to achieve this type of vision. Having said that, the first part of the policy which requires large buildings to be designed to enhance the visual built form and character of Guelph is appropriate in our opinion.
6. Policy 7.4.47 appears to repeat much the same thing as is set out in Policies 7.4.11, 7.4.21, 7.4.30 and 7.4.37 applying to the individual land use designations. We would suggest that the overall urban design policy in Policy 7.4.47 be retained and that the four individual policies could be deleted.
7. On the Land Use Schedule, we would suggest using the term “Neighbourhood Commercial Centre” in the legend, rather than “Neighbourhood Centre” so as to accord with the text.

This concludes our comments. However, if you receive comments from others that would directly affect the Woodlawn/Woolwich Node or its floorspace allocation, we trust we would be afforded the opportunity to respond to any such comments.

Thank-you for the opportunity to provide this further input on the Commercial Policy Review. Please provide us with notice of any further meetings and the adoption of the Official Plan Amendment.

Yours truly,

Bousfields Inc.



Peter F. Smith B.E.S. MCIP, RPP

cc: Don Larke – First Pro Shopping Centres
Roslyn Houser/Rob Howe/Tom Friedland - Goodmans
Lee Parsons – Malone Given Parsons



SHAPING GREAT COMMUNITIES

PLANNING AND BUILDING SERVICES

December 16, 2005

DEC 22 2005

Project No. 1073

Mr. Craig A. Manley
Manager of Policy Planning
Planning and Building Services
City of Guelph
Guelph, Ontario
N1H 3A1

PLANNERS

URBAN DESIGNERS

LANDSCAPE ARCHITECTS

Dear Mr. Manley:

**Re: Request for Comments
Commercial Policy Review –
Revised Official Plan Policies and Zoning Uses
City of Guelph**

We act for Loblaw Properties Limited and currently have an active planning application at the corner of Gordon Street and Clair Road, known as Westminster Market (File OP0401/ZC0402). We appreciate the opportunity to provide you with comments on the revised policies and zoning uses proposed through the Commercial Policy Review (CPR) process.

Our planning application for Westminster Market was submitted in January 2004. As discussed with City staff, we anticipate our application being dealt by Council in the immediate future. As you are aware, our development application has requested a total of approximately 17,651 square metres (190,000 square feet) of gross leasable floor area and is proposed to contain a mix of retail and service commercial uses, including a new food store, restaurants, free standing retail or service commercial space and a gas bar.

We have had the opportunity to review the November 14, 2005 Planning, Environment & Transportation report which contains the proposed revisions to the Official Plan, new urban design policies and the range of uses to be permitted in each implementing zone. We believe the policy direction contained in the CPR is largely consistent with the nature and scope of our planning application. The total *Mixed Use Node* designation at Clair and Gordon is proposed to consist of 48,500 square metres (522,066 square feet) for new retail development. The entire Westminster Market site is contained within the proposed Mixed Use Node designation and would permit the proposed development based on receiving the requested floor space permissions through our current planning application.

KITCHENER OFFICE

GSP Group Inc.
72 Victoria Street S., Suite 201
Kitchener, ON N2G 4Y9

P 519.569.8883
F 519.569.8843

GUELPH OFFICE

GSP Group Inc.
295 Southgate Drive, P.O. Box 1112
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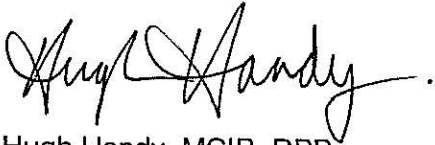
Our main concern at this time is with respect to the implementation and interpretation of urban design policies contained in the CPR. These concerns relate to the location of certain uses, building design, and architectural styles and elements contained in Sections 7.4.36.5, 7.4.37.6, 7.4.40.1 and 7.4.40.3. As you are aware, we are currently working through the implementation and interpretation of all of the proposed urban design policies with staff with respect to our proposed concept plan at Clair and Gordon. We feel confident that our proposed plans will meet with the approval of City staff. However, we may have further comments or suggestions related to the above-noted policies and others that may be identified through the planning process based on our continuing discussions with City staff.

Thank you for the opportunity to provide you comments on the Commercial Policy Review. We look forward to continuing to work with City staff and Council in moving our planning application forward.

Should you have any questions regarding our comments or would like to discuss the above, please do not hesitate to contact me.

Yours very truly

GSP Group Inc.

A handwritten signature in black ink that reads "Hugh Handy". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Hugh Handy, MCIP, RPP
Senior Associate Planner

cc Al Hearne, City of Guelph
Steve Thompson, Loblaw Properties Limited
Steven Zakem, Aird & Berlis LLP
Alfred Artinger, Reid's Heritage Group

MILLER THOMSON LLP

Barristers & Solicitors, Patent & Trade-Mark Agents

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100 Stone Road West, Suite 301
Guelph, ON N1G 5L3
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Fax: 519.822.1583
www.millerthomson.com

FAX TRANSMISSION COVER

To: Mr. Craig Manley
Manager of Policy Planning
Department of Planning and Development
City of Guelph
59 Carden Street
Guelph, ON N1H 3A1
837.5616

Fax: 837.5640

From: Robin-Lee A. Norris
519.780.4638
morris@millerthomson.com

Date: February 13, 2006

Pages (including this cover): 3

If you have any problems with this transmission, please contact:
Gabrielle Yee at 519.780.4633.

Re: City of Guelph Official Plan Amendment #29
'The Commercial Policy Review Amendment'
Lafarge Property Designation

MESSAGE

Please see attached letter dated February 13th, 2006, with respect to the above matter.

PLANNING AND
BUILDING SERVICES

FEB 13 2006

Toronto Vancouver Calgary Edmonton Waterloo-Wellington Markham Montréal Whitehorse
Affiliations Worldwide

NOTICE

This fax is intended for use only by the persons to whom it is specifically addressed above and should not be read by, or delivered to, any other person. This fax may contain privileged or confidential information. If you have received this fax in error, please notify us immediately by calling the sender's direct line above (collect if necessary). We thank you in advance for your co-operation and assistance.

MILLER THOMSON LLP

Barristers & Solicitors, Patent & Trade-Mark Agents

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February 13, 2006

Delivered Via Fax 837.5640

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Direct Fax: 519.822.1583
rnorris@millerthomson.com

Mr. Craig Manley
Manager of Policy Planning
Department of Planning and Development
City of Guelph
59 Carden Street
Guelph, ON N1H 3A1

Dear Mr. Manley:

**Re: City of Guelph Official Plan Amendment #29
'The Commercial Policy Review Amendment'
Lafarge Property Designation**

We have now had an opportunity to review the proposed Amendment #29 to the City's 2001 Official Plan. We understand that the purpose of the Amendment is to implement the recently approved commercial policy framework that will affect retail commercial development throughout the City.

In reviewing the proposed Amendment, we were surprised to discover that the Lafarge property is not included as a potential commercial site within the Schedule that identifies modifications to the City's Land Use Schedule.

Early in the consultation process, the Lafarge property was identified as a potential site for a new commercial node. It was suggested that this property "may offer an opportunity for a second location for large format retail, closer to the existing population base and closer to the Downtown, potentially minimizing impacts". In the "Guelph Commercial Policy Review – Recommended Approach" June 2005, the merits of this site were again discussed and it was noted, "a more detailed review is required before types of uses and delineation of any node can be established..." In addition to addressing transportation issues, the proponents of any development on this site are required to address market matters and impacts, design and compatibility issues, servicing issues and environmental matters.

A formal application for the Lafarge site was filed with the City of Guelph in October of 2005. That application included a market impact analysis, transportation study, and environmental studies, servicing report and design guidelines. We understand that the City is processing this application and a peer review of the pertinent studies is being undertaken at this time.

MILLER THOMSON LLP

Page 2

The market impact study for the Lafarge site concludes that there will be adequate market demand for other planned centres to develop in all four of the proposed commercial nodes recommended in the City's Commercial Policy Review (CPR). It also notes that the commercial allocations from the CPR were based on pure residual analysis and did not recognize any impacts on existing retail space. In addition, the analysis recognizes impacts and the resulting conclusions are that neither the CBD nor any other planned Commercial Centres are at risk as a result of the Lafarge proposal.

Based on the documentation supporting the application by Lafarge, we suggest that the Lafarge property could be identified as a "special study area" within Official Plan Amendment #29 that would permit the designation of this site for a Mixed Use Commercial Node, without a formal amendment to the Official Plan, provided there is Council approval of the appropriate supporting studies.

The timing of Official Plan Amendment #29 and the processing of the Lafarge application create an obvious conflict that can be best addressed through a "special study area" designation. Without this designation, the owners and developers of the Lafarge property have concerns that the Amendment as proposed will create the need for additional, time consuming applications for the development of the Lafarge site.

Should you have any questions, we would be pleased to discuss this matter in further detail.

Yours truly,

MILLER THOMSON LLP

Per:



Robin-Lee A. Norris

Partner

RAN/gy

Craig Manley

From: Bob Hooshley [BHooshley@MetrusDev.com]
Sent: Wednesday February 15, 2006 4:38 PM
To: Craig Manley
Cc: Juli Laudadio
Subject: Commercial Review

Feb. 15, 2006

Hi Craig

I've reviewed the latest land use plan, and see that a small area of industrial has been re-introduced in the n/e quadrant of Starwood & Watson Rd, south of the German-Canadian Club. This small pocket of industrial does not make sense from a compatibility standpoint, given the adjacent residential uses.

We request that this be revised to show either residential or commercial land use.

Please confirm.

Regards,

Bob Hooshley, P.Eng., VP
Metrus Development Inc
1700 Langstaff Road, Suite 2003
Concord, ON L4K 3S3
Tel: (905) 669-5571 x 240
Fax: (905) 669-2134
bhooshley@metrusdev.com

Schedule 2
Official Plan Amendment # 29

**AMENDMENT NUMBER 29 TO THE 2001 OFFICIAL PLAN
FOR THE CORPORATION OF THE CITY OF GUELPH
- THE COMMERCIAL POLICY REVIEW AMENDMENT**

INDEX

PART ONE - THE PREAMBLE: The Preamble does not form part of this amendment.

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PART TWO - THE AMENDMENT:

The Amendment describes the changes and/or modifications to the 2001 Official Plan of the City of Guelph, which constitute Official Plan Amendment Number 29.

Format and Details of the Text Amendment to the Plan	
Item 1 Change Description to the Overall Plan Text	4
Appendix A – The Text Amendment	(see back of document)
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PART ONE - THE PREAMBLE

TITLE AND COMPONENTS

This document is entitled the 'Commercial Policy Review' amendment to the City of Guelph Official Plan and shall be referred to as Amendment Number 29.

Part One, The Preamble provides a summary of background information regarding the amendment, and does not form part of the actual amendment.

Part Two forms the amendment to the Official Plan of the City of Guelph, and consists of 4 basic components:

- 1) A brief description of the text amendment which is contained in Appendix A.
- 2) The Appendix A, which consists of a comprehensive expression of the text amendment to the Plan (as illustrated through various font types in the text).
- 3) A brief description of the mapping schedule amendment, which is contained in Appendix B.
- 4) The Appendix B which consists of the amended Plan Schedule (including change numbers on each schedule).

PURPOSE

The purpose of this Amendment is to update the commercial policy framework contained within the City's current Official Plan. The City's Official Plan was most recently updated in 2001, however, the commercial policies were not amended at that time. The current commercial policy structure dates from the early 1990's. In May 2004 City Council directed that this commercial structure be reviewed. The purpose of Amendment Number 29 is to incorporate revised commercial policies into the Official Plan resulting from the policy review process.

The commercial policy framework in the 2001 Official Plan needs updating now for a variety of reasons:

1. To ensure that the amount of designated commercial land is consistent with the 2021 planning horizon growth projections of the Official Plan and to provide opportunities for the amount of commercial space required by existing and future residents and businesses as the City grows.
2. To update the commercial policy structure in light of significant changes in the retail market nationally and provincially and updated local commercial policy objectives.
3. To recognize and clarify the role and function of the Central Business District (CBD) in the context of updated commercial policies.
4. To update the Official Plan in light of the issues, policy interpretations and the findings emanating from major hearings relating to the Plan's existing commercial policies and designations that have been decided by the Ontario Municipal Board.

5. To incorporate clear urban design policies to guide the development of designated commercial lands so as to promote cohesive, complementary and coordinated development of a distinctive and high quality character.

By adopting Official Plan Number 29 - 'Commercial Policy Review', the City will have a contemporary commercial planning framework consistent with Provincial Policy that provides an increased ability to respond to market change while establishing adequate and appropriate controls to achieve the desired planning objectives set out in the Official Plan.

LOCATION

The amendment affects land use within the municipal boundaries of the City of Guelph. Specific land use designation changes are itemized on Appendix B.

BASIS

The following matters summarize the major activities that have occurred in the preparation of this Plan amendment:

- In 2004 the City participated in two major commercial hearings before the Ontario Municipal Board with respect to matters that related to the Official Plan policy structure. In May 2004 Council directed that the commercial review be undertaken.
- The process to be followed to complete the Commercial Policy Review was approved by Council in July 2004.
- Background support documentation was prepared including a review of population forecasts, a market needs analysis by major commercial categories, a review of the existing City and Provincial policy structure, and an analysis of commercial trends, issues and options for regulating commercial development. The background document was reviewed with the Planning, Environment and Transportation Committee of City Council on December 13, 2004 and public comments were solicited.
- A series of options were developed relating to commercial policy and regulatory approaches, the amount of commercial space to plan for, and the geographic distribution of the required commercial space. A stakeholder workshop was held May 3, 2005 to review the options and get stakeholder feedback. Submissions were also received from the public subsequent to the workshop.
- On June 27th, 2005 a recommended framework for an updated commercial policy structure was presented to the Planning, Environment and Transportation Committee of City Council and was subsequently approved by Council on July 25th, 2005 with minor modifications.
- Planning staff prepared a working draft of proposed Official Plan changes to implement City Council's approved commercial policy framework and the proposed revisions to the Official Plan were presented to City Council in November 2005.
- City Council authorized Planning staff to initiate the formal amendment to the City's Official Plan on November 21, 2005 to implement its framework approved in July;
- A draft Plan amendment was made available to the public beginning November 30th, 2005. This document was circulated to commenting agencies, organizations and the

general public. The document was made available at the City Hall, public library branches in the City, and on the City's web page;

- A public meeting, under the provisions of the Ontario Planning Act, was held on March 13, 2006 to receive public comments on the proposed Official Plan Amendment;
- City Council approved Official Plan Amendment Number 29 at their _____ meeting.

The existing Plan's text and mapping schedules have served as the basic building template for this amendment. Appendix A shows the policy changes proposed in Amendment Number 29.

Detailed amendment background is available in the Planning Department office.

PUBLIC PARTICIPATION

The City has used a variety of techniques to solicit public input on the Commercial Policy Review including Amendment Number 29. These techniques have included the following:

- Direct mail-out and electronic mail notices of public input opportunities to agencies, committees and interested citizens as well as notice in the local print media and on the City's web site;
- Placing copies of all staff and consultant reports and draft policies on the City web site and providing copies of these to interested individuals, groups and agencies;
- A stakeholder workshop to evaluate and obtain input regarding a series of options relating to commercial policy and regulatory approaches, the amount of commercial space to plan for, and the geographic distribution of the commercial space within the City.
- Numerous delegations were heard by the City's Planning, Environment and Transportation Committee and City Council before decisions were made;
- Preparation of a detailed draft of the proposed changes to the Official Plan showing existing policy, deleted policy and proposed new policy so any changes were easily understood.
- The formal public meeting of Amendment Number 29, as required by the provisions of the Planning Act on March 13, 2006;

The community has given considerable interest in the preparation of the Commercial Policy Review amendment. Over 130 individual oral and written submissions were received during the development of the revised commercial policy framework. After the release of the draft policies City staff received over 30 written submissions on the proposed Official Plan Amendment. Staff compiled all of the received comments in a summary report that went to City Council in March 2006. This report identified what the issues/concerns were raised by stakeholders and included a staff response and recommendation to each comment.

PART TWO - THE AMENDMENT

The 'Commercial Policy Review' amendment to the 2001 City of Guelph Official Plan is contained within the Appendices to this document: Appendix A is the amended text of the Official Plan and includes the existing Plan wording and its proposed changes and/or

modifications illustrated by various font types as explained at the beginning of the Appendix (i.e. ~~struck-out~~, **bolded** and **red font modified** text). Appendix B includes the mapping schedule component of the amendment.

Format and Details of the Text Amendment to the Plan

This part of Official Plan Amendment Number 29 outlines changes to the text of the Official Plan.

The description of the key text changes are displayed in italic font like this one. The description is not intended to be part of the actual amendment, only a clarification of the purpose of each part of the overall amendment.

Bolded text which is displayed like this after each “ITEM” in the following will be used for the text amendment in association with the actual amended text in Appendix A.

ITEM 1: Change Description to the Overall Plan Text

The following points highlight all of the changes that have been made to the City's Official Plan by this amendment. These are general descriptions only as they relate to the major wording changes that have been made throughout the amended Plan document. Reference should be made to the actual amendment that is included in Appendix A to this document.

- 1) The table of contents is adjusted to reflect the new text framework, wording and pagination in the Plan.*
- 2) Section 2.3 – Major Goals of the Plan is amended to clarify the intent to facilitate the provision of the full range of commercial uses consistent with expected growth and to clarify the role of the Central Business District as a multiple function district.*
- 3) Section 3.2 – Community Form Statement is amended to clarify that specialty retail shopping is a key function within the Central Business District.*
- 4) Section 3.3 – Urban Form Policies is amended to establish an objective to integrate mixed use development areas with surrounding areas and the City's transportation networks.*
- 5) Section 7.3 – Central Business District is amended to clarify the role of this area as a multiple function district and to specify the key components integral to its vibrancy. The existing policy identifying this area as the main concentration of commercial activity for the City is deleted to reflect established development patterns.*
- 6) Section 7.4 formally entitled ‘Commercial’ is re-titled ‘Commercial and Mixed Use’ to better reflect the revised policy framework.*
- 7) Section 7.4 – Commercial and Mixed Use objectives are modified to specify the policy direction to disperse and distribute commercial uses throughout the City, to create mixed use*

nodes centred on major commercial concentrations, to emphasize urban design and to promote coordinated development between adjacent individual developments.

8) Section 7.4 – Commercial and Mixed Use is amended by adding a new subsection indicating the key mechanisms to be used to achieve the revised policy objectives.

9) Section 7.4 – Commercial and Mixed Use is amended by deleting a number of existing general policies that are redundant under the revised policy framework.

10) Section 7.4 – Commercial and Mixed Use is amended by deleting the existing ‘Regional Commercial’ and ‘Community Commercial’ land use designation categories and associated policies and adding new ‘Mixed Use Node’ and ‘Intensification Area’ categories and associated policies for these areas.

11) Section 7.4 – Commercial and Mixed Use is amended by deleting the existing Neighbourhood Commercial Centre policies and replacing them with revised and updated Neighbourhood Commercial Centre policies.

12) Section 7.4 – Section 7.4 – Commercial and Mixed Use is amended by revising the Service Commercial Land Use Designation policies to clarify the intent of this designation category, the objective to integrate adjacent developments with one another and the promotion of high quality urban design.

13) Section 7.4 – Commercial and Mixed Use is amended to add a new subsection ‘Urban Design Policies for Commercial and Mixed Use Areas’ to specify urban design objectives and standards for development.

14) Section 7.4 – Commercial and Mixed Use is amended by modifying the Impact Study requirements to clarify the circumstances when these studies are required, the key policy objectives these studies are to address and scope of these studies. The requirement for transportation impact analysis under the current policy framework has been broadened to include hard services capacity and storm water management systems.

15) Section 7.4 – Commercial and Mixed Use is amended by deleting existing special policies relating to the South Guelph District Centre that are redundant under the revised policy framework.

The Plan is hereby amended by the changes to the text of the Plan as shown in Appendix A of this Amendment.

Format and Details of the Amendment to the Mapping Schedules of the Plan

This part of Official Plan Amendment Number 29 outlines changes to Schedule 1 – Land Use Plan of the City of Guelph Official Plan. The mapping changes that are associated with Amendment Number 29 are included in Appendix B.

Bolded text which is displayed like this after each “ITEM” in the following will be used for the mapping amendment in association with the changes identified in Appendix B.

ITEM 2:

Schedule 1 to the City of Guelph Official Plan is amended by deleting the labels ‘Regional Commercial Centre’, ‘Community Commercial Centre’ and ‘Neighbourhood Commercial Centre’ from the legend.

ITEM 3:

Schedule 1 to the City of Guelph Official Plan is amended by adding the labels ‘Mixed Use Node’, ‘Intensification Area’, ‘Neighbourhood Centre (4,650 m2)’, and ‘Neighbourhood Centre (10,000 m2)’ to the legend.

ITEM 4:

Schedule 1 to the City of Guelph Official Plan is amended by deleting the label and symbol identified as ‘South Guelph District Centre’ from the Schedule.

ITEM 5:

Schedule 1 to the City of Guelph Official Plan is amended by change from ‘Service Commercial’, ‘Community Commercial Centre’ and ‘Industrial’ to ‘Mixed Use Node’ the lands identified as Item 5 in Appendix B of this Amendment

ITEM 6:

Schedule 1 to the City of Guelph Official Plan is amended by change from ‘Community Commercial Centre’ and ‘Industrial’ to ‘Mixed Use Node’ the lands identified as Item 6 in Appendix B of this Amendment

ITEM 7:

Schedule 1 to the City of Guelph Official Plan is amended by change from ‘Service Commercial’, ‘Community Commercial Centre’, ‘General Residential’, ‘Medium Density Residential’ and ‘Corporate Business Park’ to ‘Mixed Use Node’ the lands identified as Item 7 in Appendix B of this Amendment

ITEM 8:

Schedule 1 to the City of Guelph Official Plan is amended by change from ‘Service Commercial’, ‘Community Commercial Centre’, ‘Neighbourhood Commercial Centre’ and ‘Prime Agricultural on Schedule 1 - Land Use Plan, County of Wellington Official Plan as it

relates to a portion of the lands annexed to the City of Guelph, August 17, 2004' to 'Mixed Use Node' the lands identified as Item 8 in Appendix B of this Amendment

ITEM 9:

Schedule 1 to the City of Guelph Official Plan is amended by change from 'Service Commercial', 'Community Commercial Centre', and 'Medium Density Residential' to 'Intensification Area' the lands identified as Item 9 in Appendix B of this Amendment.

ITEM 10:

Schedule 1 to the City of Guelph Official Plan is amended by change from 'Neighbourhood Commercial Centre' and 'Community Commercial Centre' to 'Intensification Area' the lands identified as Item 10 in Appendix B of this Amendment.

ITEM 11:

Schedule 1 to the City of Guelph Official Plan is amended by change from 'Service Commercial', 'Community Commercial Centre', 'Regional Commercial Centre', 'Neighbourhood Commercial Centre' and 'Major Institutional' to 'Intensification Area' the lands identified as Item 11 in Appendix B of this Amendment.

ITEM 12:

Schedule 1 to the City of Guelph Official Plan is amended by change from 'Neighbourhood Commercial Centre' and 'Medium Density Residential' to 'Neighbourhood Centre (5,650 m²)' the lands identified as Item 12 in Appendix B of this Amendment.

ITEM 13:

Schedule 1 to the City of Guelph Official Plan is amended by change from 'Neighbourhood Commercial Centre' to 'Neighbourhood Centre (4,650 m²)' the lands identified as Item 13 in Appendix B of this Amendment.

ITEM 14:

Schedule 1 to the City of Guelph Official Plan is amended by change from 'Community Commercial Centre' to 'Neighbourhood Centre (4,650 m²)' the lands identified as Item 14 in Appendix B of this Amendment.

ITEM 15:

Schedule 1 to the City of Guelph Official Plan is amended by change from ‘Community Commercial Centre’ to ‘Neighbourhood Centre (10,000 m2)’ the lands identified as Item 15 in Appendix B of this Amendment.

<i>ITEM 16:</i>

Schedule 1 to the City of Guelph Official Plan is amended by change from ‘Neighbourhood Commercial Centre’ and ‘High Density Residential’ to ‘Neighbourhood Centre (4,650 m2)’ the lands identified as Item 16 in Appendix B of this Amendment.

Implementation and Interpretation

The implementation of this Plan amendment shall be in accordance with the provisions of the Ontario Planning Act. The further implementation and associated interpretation of this Amendment shall be in accordance with the relevant text and mapping schedules of the existing Official Plan of the City of Guelph.

Appendix A

THE TEXT AMENDMENT

How to Use Appendix A

Appendix A includes the text of the 'Commercial Policy Review' Official Plan Amendment Number 29. This text includes relevant existing Official Plan policies as contained in the most recent Official Plan consolidation (January 2005) and as it is amended by text, which is distinguished by the following font type notations:

1. The existing Plan text (as consolidated to January 2005) consists of normal font type, *similar to this font type*.
2. Changes to the existing text are noted as follows:
 - a. Deletion of existing text is illustrated via struck-out text (~~such as this~~)
 - b. The addition of new or modified text to be added to the Plan is illustrated via bold font (**such as this**).
 - c. Modifications illustrated in red font text (*such as this*) using the above noted conventions represent changes to the Plan made subsequent to the circulation of the draft of Amendment Number 29

Proposed Modifications to the Official Plan To Implement the Commercial Policy Review

OP Sections

2.3 Major Goals of the Official Plan

The Official Plan is based upon a number of goals that provide the broad framework for the development and planning of the City. Goals are general statements of intent that describe a desired future condition.

The following represent the major goals of the Official Plan:

1. Maintain the quality of life, safety and stability of the community.
2. Promote a compact and staged development pattern to maintain the distinct urban/rural physical separation and to avoid sprawl and premature development.
3. Ensure that adequate serviced land is provided to accommodate future development of all required urban land uses.
4. Direct development to those areas where municipal services and related physical infrastructure are most readily or can be made available, considering existing land uses, *natural heritage features*, development constraints, development costs and related factors.
5. Provide for urban growth in a manner that ensures the efficient use of public expenditures without excessive financial strain upon the City.
6. Ensure that any *development* in established areas of the City is done in a manner that is sympathetic and compatible with the built form of existing land uses.
7. Implement an economic development strategy that encourages steady, diversified and balanced economic growth while maintaining a favourable assessment base and a wide range of employment opportunities.
8. Promote opportunities for employment in the emerging high-tech "knowledge based" sectors including environmental management and technology, and agri-food technology.
9. Develop a safe, efficient and convenient transportation system that provides for all modes of travel and supports the land use patterns of the City.
10. Promote energy conservation and climate change protection through land use planning, the development approvals process and through other municipal initiatives.

11. Respect and encourage the protection and enhancement of the natural environment, other distinctive features of the landscape and the associated *ecological functions* to support a healthy and diverse ecosystem both within and beyond the City limits.
12. Promote *development* that supports a sustainable community that is sensitive to the natural environment and creates additional awareness of our natural heritage system.
13. Enhance the visual qualities of the City and protect the heritage resources and unique character of the urban environment.
14. ~~Develop an appropriate hierarchy of commercial uses, including retail, office and service facilities, having regard for the population to be served, surrounding land uses and transportation access.~~
- 14. Develop an appropriate framework to facilitate the full range of commercial uses consistent with the needs of the City's population and employment base and supportive of the City's transportation objectives.**
15. Maintain and strengthen the role of the Central Business District (Downtown) as a major focal area for investment, employment and residential uses. The Central Business District (Downtown) will be the primary commercial centre – a vibrant multiple function district and community focus of the City for commercial, recreational, entertainment, institutional, cultural and public service uses.
16. Ensure that an adequate supply and range of housing types and supporting amenities are provided to satisfy the needs of all residents.
17. Develop and maintain sufficient parks and open space facilities to meet the needs of all ages and socio-economic groups for active and passive recreation activities.
18. Provide the facilities to satisfy the social, health, educational and leisure needs of existing and future residents.
19. Promote informed public involvement and education in a user-friendly planning and development process.
20. Promote the sustainable use of natural resources and the effective management of wastes to ensure protection of the natural and built environment.
21. Recognize and sustainably manage the finite groundwater and surface water resources that are needed to support our existing and planned growth.
22. Plan and design an efficient and attractive urban landscape that reinforces and enhances Guelph's sense of place and image while acknowledging innovative design opportunities.
23. Utilize an interdisciplinary approach to planning whereby decisions are made with an understanding of the ecological, social, cultural and economic implications for any particular course of action.

3.2 Community Form Statement

By the year 2021, Guelph is expected to be a city of approximately 140,000 people. Growth will be moderate, steady and managed to maintain a compact, human scale city. Flexibility will be maintained to ensure ample opportunities for industry, commerce and housing.

The City's future depends on a careful balance of yesterday's legacy, today's needs and tomorrow's vision. By respecting the history that enriches local architecture and culture, preserving the nature that adorns the landscape, and promoting an atmosphere of innovation and creativity, that balance can be achieved. Protecting Guelph's existing beauty while introducing innovative development, is part of creating a vibrant City.

Guelph's beauty lies in its compact, small town character. It is a friendly sized City marked by rolling hills and scenic river valleys meandering through a low-profile townscape that is blanketed by a canopy of mature trees. The numerous parks and wooded areas connect to form an open space network that runs throughout the City. Existing and proposed recreation/leisure facilities will complement this natural open space system. Continued preservation of important natural areas and watercourses will add to Guelph's unique environment. The attractive grounds of the University enhance the City's landscape. The University will continue to play a vital role in Guelph's social, economic, cultural and intellectual development.

The downtown will continue to mature as a focal area for investment and the commercial and civic heart of the community. Its landmarks and unique architecture provide an identifying focus for civic pride while, a performing arts centre, new sports recreational and entertainment facilities, complex, public services, offices, housing, specialty retail shops, related service facilities and improved access to the area will make it an even stronger and more vibrant City centre. The downtown will strengthen its role as a vibrant residential community by accommodating an increasing share of population growth.

Industrially, development will continue to emphasize diversification, thus strengthening Guelph's self-sufficiency and adding to the variety of rewarding employment opportunities. Commercially, this growth will strengthen Guelph's retail market and improve consumer opportunities.

The City will provide a wide range of living accommodation for both owners and renters, including the special needs of the physically challenged, senior citizen and low income households.

Roads and other transport modes will be provided for convenient and efficient access to all parts of the City. The City will continue to offer a unique mix of employment opportunities and lifestyle advantages not available in larger metropolitan centres. This Plan strives to maintain the quality of life in Guelph and to ensure that Guelph grows strategically rather than impulsively to become an even better place to live, work and recreate.

General Development Objectives

- a) To guide the direction, location, scale and timing of growth in order to ensure compact, orderly and sustainable development and to minimize the cost of municipal services and related infrastructure.
- b) To work towards achieving a moderate rate of population growth, which will represent an annual average population increase of 1.5 per cent of the total City population.
- c) To prohibit fringe development on private services (except on existing lots of record) within the City in order to avoid sprawl, premature municipal servicing and potential negative impacts on the City's water resources and *natural heritage features*.
- d) To encourage development that is supportive of long term, community environmental sustainability.
- e) To promote the provision of community facilities that supports a high quality of life for persons living and working in Guelph.
- f) To maintain the unique style and character of the City recognizing the significant *cultural heritage resources* of the community.
- g) To outline urban design principles and guidelines to promote Guelph's unique character.
- h) To present the Municipality's general requirements respecting a barrier free environment for all of its inhabitants.
- i) To promote energy conservation and climate change protection measures.
- j) To outline policies to promote compatible and efficient development in the gradual transition of rural uses in the City to urban activities.
- k) To encourage mechanisms that will promote a distinct urban-rural boundary with our neighbouring municipalities.

3.3 Urban Form Policies

3.3.1 The City will promote a compact urban form and gradual expansion of existing urban development by:

- a) Encouraging *intensification* and *redevelopment* of existing urban areas in a manner that is compatible with existing built form;
- b) Encouraging a gradual increase in the average residential density of the community;

- c) Maintaining and strengthening the Central Business District (Downtown) as the heart of the community.
- d) Encouraging intensification of residential, commercial, industrial and institutional areas to maximize efficient use of municipal services;
- e) Promoting mixed land uses in appropriate locations throughout the City to provide residents opportunities to live, learn, work, shop, recreate, gather and worship in close proximity ~~to their neighbourhoods~~;
- f) Encouraging the identification of specific locations suitable for mixed use development (e.g. arterial road corridors, major intersections, designated mixed use nodes) **linked to each other by the major transportation and transit networks and integrated through pedestrian access to nearby neighbourhoods and employment areas**;
- g) Promoting a range of building types and innovative designs to meet the diverse needs of the community and encouraging community buildings to be multi-functional;
- h) Maintaining an ongoing commitment to environmentally responsible development through an integrated approach that balances economic and cultural needs with environmental and social responsibilities;
- i) Promoting reuse, **revitalization** and *redevelopment* of commercial or industrial sites that are under-utilized or no longer in use;
- j) Continuing to support the geographic distribution of community facilities within the City to maximize the environmental benefits associated with access and integrated land use;
- k) Promoting the co-ordination of planning between all agencies and departments within the City.

3.3.2 The City will promote environmentally sustainable development by:

- a) Pursuing development practices that are sensitive to the natural environment, and implementing programs such as monitoring systems, to maintain environmental quality;
- b) Continuing to move towards planning policies that are based on the principles of watershed planning, ecological systems planning and natural heritage systems planning, taking into account both landscape and ecosystem values;
- c) Encouraging the use of environmentally-friendly design concepts;
- d) Continuing to investigate more effective and efficient ways of exercising control of environmental impacts through existing environmental standards and regulations.

7.3 Central Business District (Downtown)

The Central Business District (Downtown) of the City is promoted by this Plan as a beautiful, vibrant **multiple-functional** urban centre for Guelph **that is a focal area for investment, employment and housing**. The Plan promotes the C.B.D. as the community's civic, cultural, social and economic centre with a high concentration of activities and land uses developed in concert with excellent quality design standards.

It is the overall goal of this Plan to see the C.B.D. rank amongst the finest of City centres and be a source of great public pride for the benefit of Guelph's residents.

- a) To promote the development of the C.B.D. as **a the commercial civic heart and major community focus and the civic, cultural, social and economic centre** of the City.
- b) **To promote the development of the C.B.D. as a vibrant multiple use, multiple function district providing institutional, civic and administrative public service uses, residential uses, recreational and cultural uses and a variety of commercial functions including office and other services, specialty retail and entertainment uses serving both the wider city as well as the downtown area residential neighbourhoods.**
- c) To ensure the C.B.D. remains as a place for people, for recreation, doing business, pursuing cultural interests, engaging in civic and other government activities and for living.
- d) To maintain and promote the current resources of the C.B.D.; its heritage buildings, scenic and carefully tended rivers, intensive vegetation, attractive streets and landmarks.
- e) To maintain and enhance the physical appearance, historic characteristics and *cultural heritage resources* of the C.B.D. with particular emphasis on Wyndham Street.
- f) To develop additional public open space, tourist, recreational and cultural facilities within the downtown.

General Policies

7.3.1 The area designated on Schedule 1 as the 'Central Business District' (C.B.D.) is generally defined by London Road, Gordon/Norfolk Streets and the Speed River.

~~7.3.2 It is the policy of this Plan to retain the C.B.D. as the main concentration of commercial activity and to encourage its development as a regional centre providing institutional, recreational, residential, and a full range of commercial, office, administrative, entertainment and cultural uses.~~

7.3.3 The City will work in co-operation with the "Downtown Board of Management" which has been established under the provisions of the Ontario Municipal Act as

the administrative body for the downtown Business Improvement Area (BIA). The primary intent of this organization is to assist in improving business within the BIA of the downtown. The BIA is defined by by-law for the purposes of levying a special charge on rateable property within a defined area of the C.B.D. This area is defined by boundaries including the following lands: property to the north of the CNR tracks; property to the east of Norfolk Street; property to the east of Yarmouth Street; and property to the west of Wellington Street.

7.3.4 The land use distribution in the C.B.D. consists of a variety of sub-areas and it shall be the policy of this Plan to encourage the preservation, rehabilitation and implementation of the desirable elements of identified sub-areas of the C.B.D.

1. The "Guelph C.B.D.-Concept Plan", as shown on Schedule 6, indicates land use areas and the transportation facilities necessary to realize the objectives for the C.B.D.

2. The concept plan provides flexibility to recognize the coexistence of a wide range of activities and to allow innovative *development* proposals.

3. Without limiting the generality of this Plan, the location, nature and scale of development shall be determined by individual proposals and shall be specified in the *Zoning By-law*.

4. The categories of land-use shown on the "Guelph C.B.D. - Concept Plan" are as follows:

a) "Commercial Base, Office and/or Residential Emphasis Above"
This category includes multiple use of buildings. The "base" referred to is the bottom layer (i.e. street-level) usually in the form of a store. Where development is to take place above that base, office and/or apartment uses would be favoured.

b) "Office or Residential"
This category emphasizes a mixture of office buildings and residential buildings as well as multiple-use of buildings for both these uses.

c) "Office Emphasis" and "Residential Emphasis"
These two categories describe areas where it is desirable to encourage pure office use or pure residential uses, respectively. It does not mean that other uses cannot be considered but that one use should be favoured, and other land uses introduced into these areas should at least be compatible with the dominant use.

d) "Sensitive Commercial"
This category encourages the retention of existing old mansions and houses. It provides for their conversion to boutiques, offices or agencies especially at the ground floor, with residential units in the upper floors of the existing buildings, and for infilling of new small scale commercial developments.

- e) "Open Space"
This category includes parks and pedestrian-oriented open space, walkways and squares. A civic centre or other recreational facilities may be located within an "Open Space" area.
- f) "C.B.D. Transition Area" - Goldie Mill Secondary Plan Area
The area designated on Schedule 6 as the "C.B.D. Transition Area" is generally defined as the area bounded by London Road, Woolwich Street, Eramosa Road, and the Speed River.

The "C.B.D. Transition Area" permits limited grade level commercial and office uses, as well as more intensive residential uses near the traditional core area of the CBD. The more intensive residential uses shall be directed to larger, consolidated land parcels where older industrial or commercial buildings exist - primarily along Cardigan Street. Existing open space uses are permitted and development of additional open space areas are encouraged.

The maximum *net density* of 200 units per hectare specified in subsection 7.3.8 of this Plan may not be achievable on all potential *development* or *redevelopment* sites within the "Transition Area" and shall not be interpreted as an expected target or yield for all properties. Achievable density for any *development* proposal will be determined by the built form envelope permitted on a particular site through the imposition of controls such as angular planes, build-to lines, and floor space index ratios specified by the *Zoning By-law*. All *development* in the "Transition Area" as designated on Schedule 6 shall be:

- i. Developed in a manner that is compatible with adjacent and nearby established low density residential uses, open space and natural areas;
- ii. Generally less intensive in character on streets serving a primarily local function, particularly where such areas occur adjacent to land designated 'General Residential' or which would have an impact on nearby lower density residential areas. More intensive *development* will be encouraged on available large, or consolidated land parcels which are not directly adjacent to areas designated 'General Residential';
- iii. Subject to site plan control where design issues such as compatibility with adjacent and nearby development, sensitivity to local topography and natural features will be reviewed; and
- iv. Regulated through specialized *Zoning Bylaw* requirements.

Generally the "Transition Area" will encourage a stepping down of intensity of use and built form between the traditional core commercial sectors of the C.B.D. and surrounding lower density residential uses.

7.3.5 Due to special problems relating to land assembly, land costs, parking, urban design and structure, the City will promote and assist new development in the 'Central Business District' by:

- a) Actively participating in the promotion of commercial *development* and conducting market studies from time to time;
- b) Encouraging and co-operating with the private sector in a full and long-term program supporting downtown revitalization to ensure a favourable climate for commercial and residential activity in the core;
- c) Promoting the development of special events, cultural activities, entertainment facilities and public open space;
- d) Implementing a long range plan for the provision of off-street municipal parking;
- e) Encouraging the private sector to provide off-street parking;
- f) Considering municipal lands for *development*, generally by way of lease arrangements;
- g) Establishing priorities in the municipal capital budget specifically for downtown rejuvenation.

7.3.6 The City may reduce or exempt any requirement for private off-street parking for *development* in the downtown provided adequate alternative parking facilities are available in the general vicinity. A *development* agreement or cash-in-lieu of parking may be required where a *development* proposal is granted an exemption or is permitted to reduce the parking requirement.

7.3.7 In order to maximize the number of people in the downtown at all times and keep it economically viable, the City will encourage the expansion of the residential function of the 'Central Business District' by:

- a) Encouraging the *development* and use of lands for mixed-use commercial/residential buildings;
- b) Encouraging new housing to locate in areas where municipal *infrastructure* is available and in close proximity to residential amenities and open space;
- c) Encouraging the rehabilitation and renovation of the upper stories of existing buildings and their conversion to residential use.

7.3.8 The maximum net density for residential use within the 'Central Business District' shall not exceed 200 units per hectare (80 units per acre), except as noted in policy 7.3.8.1.

1. The *net density* for residential uses within the "Sensitive Commercial" sub-area of the "Guelph C.B.D. - Concept Plan" shall not exceed 100 units per hectare (40 units per acre).

- 7.3.9 In recognizing the high density residential limits permitted by policy 7.3.8, the wide range of uses permitted by policy 7.3.4 and the historically and architecturally significant context of the downtown, this Plan requires that the design of development proposals be in keeping with, and be compatible with, their surrounding built and open space environments.
1. The urban design principles as noted in subsection 3.6 of this Plan will be used to guide *development* proposals within the C.B.D.
- 7.3.10 The City will encourage the majority of new *multiple unit residential buildings* to be designed for the accommodation of singles, couples, students and senior citizens.
- 7.3.11 For the purpose of encouraging residential development in the downtown, the City may consider incentives, such as:
- a) Exempting new residential units in rehabilitated buildings from off-street parking requirements;
 - b) Providing financial assistance as part of a community improvement plan or other program.
- 7.3.12 Public open space will be developed in accordance with Schedule 6 to this Plan. The basic open space components of the "Guelph C.B.D. - Concept Plan" include:
- a) Expansion and development of public open space along the banks of the Speed and Eramosa Rivers, by acquiring lands when they become available, and utilizing rail and other public lands in the downtown;
 - b) Maintenance of St. George's Square as a focal point for the downtown and the improvement of other downtown public squares;
 - c) Provision of a system of pedestrian walkways and malls throughout the downtown and linked with the citywide open space network.
- 7.3.13 In order to support development in the C.B.D., it shall be the policy of the City to encourage major entertainment anchor uses to locate in the downtown.
- 7.3.14 The civic government functions of the City of Guelph, County of Wellington, Provincial and Federal offices will be encouraged to retain their present prominence within the C.B.D. Other civic agencies and boards will be encouraged to remain or relocate to the downtown.
- 7.3.15 It is the policy of this Plan to improve access to and within the downtown for various modes of transportation: pedestrian, bicycle, public transit and automobiles.
1. In the review of *development* proposals, the City will encourage the retention or creation of mid-block pedestrian corridors to improve pedestrian access to all areas within the C.B.D.

2. The creation of on-road bicycle lanes and routes to and through the C.B.D. will be encouraged.
3. The continued existence of the inter-city and intra-city public transit terminals as well as the VIA rail train station in the downtown will be encouraged.
4. The maintenance of the road network in accordance with the "Guelph C.B.D. - Concept Plan" will be encouraged. Specifically, this Plan promotes the retention of a landscaped ring-road system - Wellington Street to the south, Woolwich Street to the east, Norfolk and Gordon Streets to the west - for through automotive traffic.

7.3.16 Because the design or layout of the downtown and the concentration of historic, cultural and architecturally significant buildings in the C.B.D. gives Guelph a distinctive character, the City will promote the retention of the existing downtown townscape; specifically, the focal points, view corridors, landmarks, prominent buildings and entranceways/gateways will be recognized. This Plan shall encourage and support townscape improvements by:

- a) Considering development of a co-ordinated program to improve the townscape features of publicly owned lands and to support the cosmetic improvement of privately owned lands;
- b) Encouraging the retention, renewal and conservation of built heritage resources and historic landmarks in the 'Central Business District';
- c) Strengthening and promoting areas with special identity through the designation of heritage conservation districts under the Ontario Heritage Act;
- d) Preserving the significant views in the downtown through building height controls and "protected view areas" in the implementing *Zoning By-law*; and
- e) Utilizing the urban design principles as outlined in subsection 3.6 of this Plan to promote compatible development and improvements to public space (i.e. the Speed River corridor and other open spaces and public rights-of-way).

1. The City will utilize the detailed design elements of the Council-approved "Downtown Guelph Public Realm Plan" and the "Downtown Guelph Private Realm Improvements Manual" to promote an enhanced downtown townscape.

7.3.17 It is the policy of this Plan to discourage the location or retention of uses in and near the C.B.D., which are incompatible with the primary role of the downtown.

7.3.18 While new industrial buildings are not permitted in the C.B.D., the City shall recognize existing industrial activities by:

- a) Permitting the continued operation and rehabilitation of existing activities;
- b) Permitting the establishment of new industry occupying an existing industrial building provided that the new industrial use would be

environmentally compatible with other land uses in the area. The Ministry of the Environment guidelines will be consulted in this regard.

7.3.19 The City will encourage the conversion or redevelopment of existing obsolete industrial buildings and sites.

7.4 Commercial and Mixed Use

Objectives

~~a) To ensure an adequate supply and variety of commercial land at appropriate locations for various types of commercial activity.~~

To ensure an adequate supply of commercial and mixed use land is provided to meet the variety of needs of residents and businesses and to disperse and distribute commercial uses throughout the City at appropriate locations.

b) **To promote nodes forming major concentrations of commercial activity as mixed use areas providing commercial and complementary uses serving both nearby residential neighbourhoods and the wider community which are connected to each other via the City's major transportation and transit networks.**

c) ~~To promote the continued economic viability, intensification and revitalization of the Central Business District (Downtown) and other existing **designated** commercial and mixed use areas **centres**.~~

d) ~~To encourage the distribution of local convenience and neighbourhood commercial **centres** **uses to locations** within convenient walking distance of residential areas and **to promote their development** in a manner that is compatible with the residential environment.~~

e) ~~To concentrate *highway-oriented and service commercial uses* within designated areas along one side of arterial roads within the City **and to limit the range of retail commercial uses within these areas**.~~

f) ~~To **discourage** cluster service commercial uses into integrated multi-unit complexes while discouraging the creation of new strip commercial development along the City's major ~~traffic~~ streets.~~

~~g) To limit the range of uses within service commercial areas to those activities that are not appropriately located in the downtown or other commercial centres.~~

To promote a distinctive and high standard of building and landscape design for commercial and mixed use lands and to ensure that the development of these lands occurs in a cohesive, complementary and coordinated manner.

Achieving the Objectives:

- 7.4.1 Schedule 1 provides the location of the various designated commercial and mixed use areas expected to be required to meet the needs of the City during the planning period in keeping with the City's approved Commercial Policy Review Study. The City will review and update the policies and targets of its approved Commercial Policy Review Study and implementing commercial policy framework every five (5) years.
- 7.4.2 Subject to the policies of Section 9.2, proposals to establish new commercial and mixed use areas or to expand the areas identified on Schedule 1 shall require an amendment to this Plan. **Proposals to convert Industrial and Corporate Business Park designated land for commercial purposes shall only be considered in conjunction with a comprehensive review of the commercial policy framework and the employment land needs of the City over the long term.**
- 7.4.3 Impact studies as **meeting the requirements** outlined in policy **7.4.49 to 7.4.52** ~~7.4.47 to 7.4.51~~ shall be required to assess the impact ~~of the proposal~~ on the City's commercial policy structure **when proposals are made to:**
- **to establish or expand a 'Mixed Use Node' or 'Intensification Node' beyond the designation limit boundaries as shown on Schedule 1;**
 - **to exceed the retail floor area limitations within a 'Mixed Use Node' established in policy 7.4.12 or the number of large retail uses in policy 7.4.13;**
 - **to extend or enlarge a 'Neighbourhood Commercial Centre' to provide more than 10,000 square metres (108,000 square feet) of gross leasable floor area.**

General Policies

- ~~7.4.1 The predominant use of land within the 'Commercial' land use designations of Schedule 1 shall be for activities engaged in the exchange of goods and services, including:~~
- ~~a) Retail, office and service facilities;~~
 - ~~b) Complementary uses in specific commercial designations such as cultural, recreational, entertainment, institutional, community or municipal services, residential and open space facilities;~~
 - ~~e) Accessory uses, such as storage, parking, and warehouse facilities associated with a commercial use within specific commercial designations provided they do not conflict with the operation and development of commercial uses.~~

~~7.4.2 The 'Commercial' designations of this Plan are intended to meet the present and anticipated commercial needs of the residents of Guelph.~~

Residential Uses in Commercial Areas

~~7.4.3 Residential uses may be permitted within commercial areas where associated residential amenities and services are available in close proximity.~~

~~7.4.4 The *Zoning By-law* shall provide for regulations pertaining to densities and performance standards for residential uses in commercial buildings.~~

Big Box Warehouse Retailers

~~7.4.5 This Plan recognizes there are many new forms of retail commercial ventures that do not "fit well" within the traditional commercial hierarchy which is outlined in this Plan. These new ventures can be lumped together in a generic term known as new format, "Big-Box" warehouse retailers.~~

~~1. This Plan encourages new format, "Big-Box" warehouse retailers to locate within the 'Commercial Centre' and 'Central Business District' designations of this Plan.~~

~~2. If a new format, "Big-Box" warehouse retailer wishes to locate outside of the designated 'Commercial Centres' and 'Central Business District' of this Plan, an Official Plan amendment will be required. Dependent upon the size of the proposal, impact studies as outlined in policy 7.4.24 may be required.~~

'Commercial Centre' Land Use Designations

~~7.4.4 This Plan establishes ~~three~~ four major land use designations to facilitate commercial and mixed use development categories of 'Commercial Centres', defined by their size and planning function: 'Regional Commercial Centre', 'Community Commercial Centre' and 'Neighbourhood Commercial Centre'. These 'centres' are designated on Schedule 1. These designations are as follows:~~

- **Mixed Use Nodes**
- **Intensification Areas**
- **Neighbourhood Commercial Centres**
- **Service Commercial Areas**

In addition this Plan provides opportunities for smaller scale mixed use and convenience commercial development generally serving residential neighbourhoods consistent with policies 7.2.26 and 7.5 and 7.6.

Mixed Use Nodes

7.4.5 The 'Mixed Use Nodes' identified on Schedule 1 in this Plan is comprised of one or several individual developments on one or more properties on both sides of an intersection of major roads within a "node". These areas are intended to serve both the needs of residents living and working in nearby neighbourhoods and employment districts and the wider City as a whole.

- 7.4.6 The intent of the 'Mixed Use Node' designation is to create a well defined focal point and to efficiently use the land base by grouping complementary uses in close proximity to one another providing the opportunity to satisfy several shopping and service needs at one location. **Implementing zoning by-laws may include mechanisms such as minimum density requirements and maximum parking standards to promote the efficient use of the land base.**
- 7.4.7 It is intended that where there are adjacent properties within the node that the lands will be integrated with one another in terms of internal access roads, entrances from public streets, access to common parking areas, grading, open space and storm water management systems. **Furthermore, it is intended that individual developments within the Mixed Use Node will be designed to be integrated into the wider community by footpaths, sidewalks and bicycle systems and by the placement of smaller buildings amenable to the provision of local goods and services in close proximity to the street line near transit facilities.**
- 7.4.8 The boundaries of the 'Mixed Use Node' designation are intended to clearly distinguish the node as a distinct entity from adjacent land use designations. Subject to the policies of Section 9.2, proposals to expand a 'Mixed Use Node' beyond these boundaries or to establish a new node shall require an Official Plan Amendment supported by impact studies as outlined in policies 7.4.48 to 7.4.52.
- 7.4.9 The 'Mixed Use Node' is intended to provide a wide range of retail, service, entertainment and recreational commercial uses as well as complementary uses including open space, institutional, cultural and educational uses, hotels, **and live-work studios. Medium and high density and multiple unit residential development and apartments shall also be permitted in accordance with the policies of Section 7.2.** Only small scale professional and medically related offices shall be permitted in this designation in order to direct major offices to the CBD, Intensification Area, Corporate Business Park and Institutional designations.
- 7.4.10 The permitted uses can be mixed vertically within a building or horizontally within multiple-unit mall buildings or may be provided in free-standing individual buildings. **Where an individual development incorporates a single use building in excess of 5,575 square metres (60,000 sq. ft) of gross leasable floor area, the site shall also be designed to provide the opportunity for smaller buildings amenable to the provision of local goods and services to be located near intersections and immediately adjacent to the street line near transit facilities. These smaller buildings shall comprise a minimum of 10% of the total gross leasable floor area within the overall development.**
- 7.4.11 The City will require the aesthetic character of site and building design to be consistent with the City's urban design objectives and guidelines and shall incorporate measures into the approval of *Zoning By-laws* and *site plans* used to regulate *development* within the 'Mixed Use Node' designation to ensure such consistency.

7.4.12 The 'Mixed Use Nodes' incorporate land containing existing uses as well as vacant land required to meet the identified needs of the City. In order to promote a mixture of land uses within each 'Mixed Use Node' designation it is the intent of this Plan that new *retail development* will be limited to the following floor area cumulatively of all buildings within the node:

- Woodlawn / Woolwich Street Node: 42,000 sq. m.
- Paisley / Imperial Node: 42,000 sq. m.
- Watson Parkway / Starwood Node 28,000 sq. m.
- Gordon / Clair Node 48,500 sq. m.

7.4.13 No individual 'Mixed Use Node' shall have more than four (4) freestanding individual retail uses exceeding 5,575 square metres (60,000 sq. ft) of *gross leasable floor area*.

7.4.14 **In accordance with Section 9.2, any** proposal to exceed the retail floor area limitations within a 'Mixed Use Node' established in policy 7.4.12 or the number of large retail uses in policy 7.4.13 shall require impact studies as outlined in policies 7.4.48 to 7.4.52.

Intensification Areas:

7.4.15 The 'Intensification Areas' designation identified on Schedule 1 in this Plan is comprised of one or several individual developments on one or more properties within a "node", and is intended to serve both the needs of residents living and working in nearby neighbourhoods and employment districts and the wider City as a whole.

7.4.16 The intent of the 'Intensification Area' designation is to promote the intensification and revitalization of existing well defined commercial nodes in order to efficiently use the land base by grouping complementary uses in close proximity to one another providing the opportunity to satisfy several shopping and service needs at one location. **Implementing zoning by-laws may include mechanisms such as minimum density requirements and maximum parking standards to promote the efficient use of the land base.**

7.4.17 It is intended that where there are adjacent properties within the node that as new development occurs the lands will be integrated with one another in terms of internal access roads, entrances from public streets, access to common parking areas, grading, open space and storm water management systems. **Furthermore, it is intended that individual developments within the Intensification Node will be designed to be integrated into the wider community by footpaths, sidewalks and bicycle systems and by the placement of smaller buildings amenable to the provision of local goods and services in close proximity to the street line near transit facilities.**

7.4.18 The boundaries of the 'Intensification Area' designation are intended to clearly distinguish the node as a distinct entity from adjacent land use designations. Subject to the policies of section 9.2, proposals to expand an

'Intensification Area' beyond these boundaries shall require an Official Plan Amendment supported by impact studies as outlined in policies 7.4.48 to 7.4.52.

7.4.19 The 'Intensification Area' is intended to provide a wide range of retail, service, office, entertainment and recreational commercial uses as well as complementary uses including open space, institutional, cultural and educational uses, hotels, and live-work studios. **Medium and high density and multiple unit residential development and apartments shall also be permitted in accordance with the policies of Section 7.2.**

7.4.20 The permitted uses can be mixed vertically within a building or horizontally within multiple-unit mall buildings or may be provided in free-standing individual buildings. **Where an individual development incorporates a single use building in excess of 5,575 square metres (60,000 sq. ft) of gross leasable floor area, the site shall also be designed to provide the opportunity for smaller buildings amenable to the provision of local goods and services to be located near intersections and immediately adjacent to the street line near transit facilities. These smaller buildings shall comprise a minimum of 10% of the total gross leasable floor area within the overall development.**

7.4.21 The City will require the aesthetic character of site and building design to be consistent with the City's urban design objectives and guidelines and shall incorporate measures into the approval of *Zoning By-laws* and *site plans* used to regulate *development* within the 'Intensification Area' designation to ensure such consistency.

Regional Commercial Centre

~~7.4.7 A 'Regional Commercial Centre', comprising a shopping mall or complex, is intended to serve the residents of the entire Guelph trade area with a wide range of goods and services. Currently, the City contains one Regional Centre, the "Stone Road Mall."~~

~~7.4.8 The 'Regional Commercial Centre':~~

- ~~a) Shall provide a wide range of retail, office and service facilities;~~
- ~~b) May include complementary uses such as open space, institutional, residential, recreational, cultural and entertainment facilities;~~
- ~~c) Shall be limited to a maximum size of 60,000 square metres (650,000 square feet) of gross leasable floor area.~~

~~7.4.9 This Plan intends that no additional 'Regional Commercial Centres' be designated and the existing "Stone Road Mall" designation shall not be enlarged except by amendment to this Plan, and in accordance with the provisions of policy 7.4.24.~~

Community Commercial Centre

~~7.4.10 A 'Community Commercial Centre', comprised of one or several commercial plazas on one or more properties within a "node", is intended to serve the day to day needs of residents living and working in the various neighbourhoods and employment districts of the City.~~

~~7.4.11 A 'Community Commercial Centre':~~

- ~~a) Shall provide retail, office and service facilities to Guolph residents, primarily to those living and/or working in proximity to the Centre;~~
- ~~b) May include complementary uses such as open space, institutional, residential, recreational, cultural and entertainment facilities;~~
- ~~c) Shall be limited to a maximum size of 10,000 square metres (108,000 square feet) of gross leasable floor area of all buildings within the specific centre designation.~~

~~1. In spite of the intended commercial planning function of the 'Community Commercial Centre' as outlined in policy 7.4.11, the 'Community Commercial Centre' at Kortright Road and the Hanlon Expressway may be primarily used as a city wide recreational complex and *day care centre*.~~

~~7.4.12 The 'Community Commercial Centre' designations on Schedule 1 recognize the existing centres within the City, the anticipated expansion of existing centres, and the general location of new 'Community Commercial Centres':~~

- ~~a) The need for, and specific location of 'Community Commercial Centres' designated on Schedule 1 shall be determined more precisely by amendment to the *Zoning By-law*.~~
- ~~b) Applications to amend the *Zoning By-law* for the purpose of a new 'Community Commercial Centre' may be permitted in accordance with the following criteria:
 - ~~i. Located at an arterial road intersection;~~
 - ~~ii. Designed in a manner that promotes compatibility of the centre with adjacent properties;~~
 - ~~iii. Contains adequate site area to provide for parking, loading, screening, landscaping and all other required facilities; and~~
 - ~~iv. Adequate municipal services are available.~~~~

~~7.4.13 Where there is no Official Plan designation, proposals for new 'Community Commercial Centres' shall require an amendment to this Plan and the implementing *Zoning By-law*.~~

~~7.4.14 This Plan intends that a 'Community Commercial Centre' shall not be extended or enlarged to provide more than 10,000 square metres (108,000 square feet) of~~

~~gross leasable floor area, except by amendment to this Plan and in accordance with the provisions of policy 7.4.24.~~

~~7.4.15 In spite of the size limitations specified by policy 7.4.14, the following ‘Community Commercial Centres’ may be permitted to expand to a maximum size of 25,000 square metres (270,000 square feet) gross leasable floor area without amendment to this Plan:~~

- ~~a) The existing ‘Centre’, comprising several properties, generally located at the intersection of Eramosa Road and Stevenson Street;~~
- ~~b) The existing ‘Centre’, comprising several properties, located on Silvercreek Parkway North, between Willow Road and the properties fronting the south side of Speedvale Avenue West; and~~
- ~~c) A proposed ‘Centre’ located at the northwest corner of Paisley Road at Imperial Road.~~

~~7.4.15.1 In spite of the size limitations specified by policy 7.4.14, the following “Community Commercial Centre” may be permitted to expand to a maximum size of 11,798.30 square metres (127,000 square feet) gross leasable floor area without amendment to this Plan:~~

~~A proposed Centre” located south of Watson Parkway North at the southerly extension of Starwood Drive.~~

- ~~a) The total maximum gross leasable floor area shall be 11,798.30 square metres (127,000 square feet) comprised of:~~
 - ~~i. A food store limited to a total maximum floorspace of 9,308 square metres (100,193 square feet) gross leasable floor area, of which, the traditional food store component shall be limited to 6,504 square metres (70,000 square feet).~~
 - ~~ii. The speciality DSTM space will be a maximum of 3,717 square metres (40,000 square feet)~~

~~7.4.15.2 In spite of the size limitations specified by Policy 7.4.11(c) and 7.4.14, the development on the lands designated Community Commercial Centre on the north side of Stone Road, east of Edinburgh Road may be permitted to expand by an additional 15,200m² (163,620 ft²) of gross leasable floor area, exclusive of garden centre, to a maximum size of 25,200m² (271,620ft²) of gross leasable floor area, subject to the following policies:~~

- ~~a) Not more than 11,241 square metres (121,000 square feet) of gross leasable floor area shall be in the form of a junior department store exclusive of a 465 square metre (5,005 square feet) garden centre.~~
- ~~b) The lands may also be used for Institutional/Research Park uses as set out in Section 7.11.1 and 7.11.4 and is not subject to the floor area restrictions of Section 7.4.15.2 and 7.4.15.2 a)~~

- e) ~~The form of development will have a primary emphasis on freestanding buildings, without shared indoor pedestrian or public areas and will have superior design quality.~~

Neighbourhood Commercial Centre

7.4.22 A 'Neighbourhood Commercial Centre', comprised of one or several commercial buildings on one or more properties within a compact "node", is intended to primarily serve the shopping needs of residents living and working in nearby neighbourhoods and employment districts. In addition, institutional and small scale office uses may also be permitted where these uses are compatible with the particular surroundings. **Medium density multiple unit residential buildings and apartments in accordance with Section 7.2** may also be permitted provided the principle commercial function is maintained.

7.4.23 The 'Neighbourhood Commercial Centre' designations on **Schedule 1** recognize the existing centres within the City and identify the general location of new 'Neighbourhood Commercial Centres'.

7.4.24 Proposals to designate new 'Neighbourhood Commercial Centres' or to expand an existing designation beyond the area indicated on Schedule 1 shall require an amendment to this Plan and the implementing *Zoning By-law*.

7.4.25 In order to prevent the creation of "strip commercial" development comprising a series of 'Neighbourhood Commercial Centres' located adjacent to one another along a major traffic street, it is a general requirement of this Plan that designated nodes have a minimum distance separation from one another of 0.5 kilometres.

7.4.26 Applications for the purpose of establishing or expanding a 'Neighbourhood Commercial Centre' designation will satisfy the following criteria:

- a) Located with direct access to an arterial or collector road, preferably at an arterial or collector road intersection;
- b) The location will contribute to the creation of a compact, well-defined node oriented to a major intersection and does not promote the creation of 'strip commercial' development along a major street;
- c) Designed in a manner that is compatible with the building design and use of surrounding properties;
- d) The location shall minimize the impact of traffic, noise, signs and lighting on adjacent residential areas;
- e) Adequate site area will be provided for parking, loading and all other required facilities;

- f) Adequate landscaping, screening and buffering will be provided to preserve the amenities and appearance of surrounding properties;

7.4.27 This Plan intends that a 'Neighbourhood Commercial Centre' shall not be extended or enlarged to provide more than 4,650 square metres (50,000 square feet) of gross leasable floor area.

7.4.27.1 Notwithstanding policy 7.4.27, the existing 'Neighbourhood Commercial Centres' listed below shall be permitted to provide a maximum of 10,000 square metres (108,000 square feet) of gross leasable floor area:

- Speedvale Avenue at Stevenson Street
- Victoria Road at Grange Avenue
- Victoria Road at York Street
- Kortright Road at Edinburgh Road
- Harvard Road at Gordon Street
- Kortright Road at Gordon Street
- Wellington Road at Imperial Drive.

7.4.28 A 'Neighbourhood Commercial Centre' as listed in 7.4.27.1 shall only be extended or enlarged to provide more than 10,000 square metres (108,000 square feet) of gross leasable floor area by amendment to this Plan and shall require an impact study.

7.4.29 The maximum *gross leasable floor area* of an individual retail use within the node shall be 3,250 square metres (35,000 square feet).

7.4.29.1 Notwithstanding policy 7.5.29, the existing 'Neighbourhood Commercial Centre' located at Kortright Road and Edinburgh Road shall be permitted to provide an individual retail use of a maximum of 5,200 square metres (55,000 square feet).

7.4.30 The City will require the aesthetic character of site and building design to be consistent with the City's urban design objectives and guidelines and shall incorporate measures into the approval of *Zoning By-laws* and *site plans* used to regulate *development* within the 'Neighbourhood Commercial Centre' designation to ensure such consistency.

7.4.22 7.4.31 It is intended that where there are adjacent properties within the node that as new development occurs the lands will be integrated with one another in terms of internal access roads, entrances from public streets, access to common parking areas, grading, open space and storm water management systems. **Furthermore, it is intended that individual developments within the Neighbourhood Commercial Centre designation will be designed to be integrated into the wider community by footpaths, sidewalks and bicycle systems and by the placement of buildings in close proximity to the street line near transit facilities.**

A 'Neighbourhood Commercial Centre':

- a) ~~Shall provide a variety of convenience uses that meet the most frequent needs of the adjacent residential area. In addition, retail and office uses may also be permitted where these uses are compatible with the particular surroundings;~~
- b) ~~Shall be limited to a maximum centre size of 1,500 square metres (16,000 square feet) of gross leasable floor area; and~~
- e) ~~Shall limit the maximum *gross leasable floor area* of an individual unit within the 'Centre' to 500 square metres (5,400 square feet).~~

~~7.4.18 The 'Neighbourhood Commercial Centre' designations on Schedule 1 recognize the existing 'Centres', developed or approved for development within the City.~~

~~7.4.19 New 'Neighbourhood Commercial Centres' not designated on Schedule 1 will require an Official Plan and Zoning By-law amendment.~~

~~7.4.20 In considering the planning merits of a new 'Neighbourhood Commercial Centre', the following development criteria will be used to assess the proposal:~~

- g) ~~Located with direct access to an arterial or collector road, preferably at an arterial or collector road intersection;~~
- h) ~~Designed in a manner that is compatible with the building design and use of surrounding properties;~~
- i) ~~The location shall minimize the impact of traffic, noise, signs and lighting on adjacent residential areas;~~
- j) ~~Adequate site area will be provided for parking, loading and all other required facilities;~~
- k) ~~Adequate landscaping, screening and buffering will be provided to preserve the amenities and appearance of surrounding properties; and~~
- l) ~~Adequate municipal services are available.~~

~~7.4.21 In order to prevent the creation of "strip commercial" development comprising a series of 'Neighbourhood Commercial Centres' located adjacent to one another along a major traffic street, it is a general requirement of this Plan that these 'Centres' have a minimum distance separation from one another of 0.5 kilometres.~~

~~1. In spite of the minimum distance specification in policy 7.4.21, two 'Neighbourhood Commercial Centres' may be located in proximity to one another at the southeast and southwest corners of Paisley and Imperial Roads.~~

~~2. In spite of the minimum distance specification in policy 7.4.21, two 'Neighbourhood Commercial Centres' may be located in proximity to one another at the northeast and southeast corners of Arkell Road and Gordon Street.~~

~~7.4.22 In order to encourage more energy efficient pedestrian-oriented trade, this Plan encourages 'Neighbourhood Commercial Centres' to be designed with residential units either above or behind the commercial frontage.~~

~~Residential Development with Neighbourhood Commercial Centre – Victoria Road North Secondary Plan Area~~

~~7.4.23 A 'Neighbourhood Commercial Centre' designation is provided at the intersection of Victoria Road and the main east/west road running through the two residential development areas. The designation of these four corners will allow for commercial uses as set out in policy 7.4.17 of this Plan. The designation of the four corners shall not be interpreted as permitting each corner to develop as an independent 'Neighbourhood Commercial Centre'; but rather, the combined commercial development in this area will not exceed the parameters set out in policy 7.4.17 of this Plan. The designation will also allow for residential uses within a commercial building or as an independent use. Residential use within this designation shall be developed at a medium density scale.~~

Service Commercial Land Use Designation

7.4.32 The 'Service Commercial' designation on Schedule 1 is intended to provide a location for **highway-oriented** and *service commercial* uses that do not normally locate within a downtown **because of site area or highway exposure needs and which may include commercial uses of an intensive nature that can conflict with residential land uses.**

~~1. Highway-oriented and service commercial uses are encouraged to locate within the 'Service Commercial' designation of this Plan to meet the needs of Guelph residents and the travelling public.~~

7.4.33 In order to promote continued commercial viability of the City's **C.B.D. (Downtown)** and planned **mixed use and commercial areas** 'Commercial Centres', the City will limit the range of retail commercial uses that may locate within the 'Service Commercial' designation. ~~It is the intent of this Plan to permit uses within this designation that do not directly compete with the retailing activities found in the downtown and the other 'Commercial Centres' of the City.~~

7.4.34 Complementary uses may be permitted in the 'Service Commercial' designation provided they do not interfere with the overall form, function and development of the specific area for service commercial purposes. Complementary activities may be permitted by amendment to the implementing *Zoning By-law*, and include uses such as **small scale** offices, *convenience* uses, institutional, **multiple-unit** residential and commercial recreation or entertainment uses.

~~1. To assess the merits of a zone change request to permit complementary uses within the 'Service Commercial' designation, the City will ensure that municipal services are adequate for the proposed uses.~~

~~2. In addition to the range of complementary uses permitted by policy 7.4.27, a retail bookstore shall be permitted on the lands municipally known as 176 Speedvale Avenue West.~~

~~7.4.28 The implementing Zoning By-law will create different categories of service commercial activity. These categories will reflect the basic distinction between highway-oriented and service-oriented commercial strips, and their specific location needs/compatibility constraints relative to adjacent land uses.~~

~~1. If situational circumstances warrant, the implementing Zoning By-law may recognize existing uses of property, which do not conform to the provisions of the 'Service Commercial' designation.~~

7.4.35 *Development* proposals within 'Service Commercial' designations will be considered only in instances, where adequate vehicular access, off-street parking and all municipal services can be provided.

~~7.4.35~~ Specific *developments* within 'Service Commercial' designations may not necessarily be provided direct access to arterial roads. The City shall encourage, where feasible, the development of integrated multi-unit centres **between adjacent for service commercial uses in terms of internal access roads, entrances from public streets, common parking areas, grading, open space and storm water management systems** in order to minimize points of access, municipal *infrastructure* provision, parking, and **to promote the efficient use of the land base.** ~~lot size requirements.~~

7.4.36 The City will ~~consider~~ **require** the aesthetic character of site and building design **to be consistent with the City's urban design objectives and guidelines and shall incorporate measures into** the approval of *Zoning By-laws* and *site plans* used to regulate *development* within designated 'Service Commercial' areas **to ensure such consistency.**

7.4.37 Where *service commercial* uses are adjacent to designated 'Residential' areas, ~~the City shall require that~~ adequate design mechanisms **shall** be used to reduce potential incompatibilities. These design mechanisms will be specified in the implementing *Zoning By-law* and *site plans* and may include **building location**, buffering, screening and landscaping requirements.

7.4.38 This Plan will promote the retention of *service commercial uses* within well-defined areas **by:**

7.4.38.1 Discouraging the further establishment of new commercial strips and the conversion of residential and industrial lands, located outside of those areas designated for 'Service Commercial' use on Schedule 1, to commercial use; and

7.4.38.2 Promoting the retention of 'Service Commercial' designations along only one side of arterial roads in the City.

Urban Design Policies for Commercial and Mixed Use Areas:

7.4.39 In addition to the policies of section 3.6, **and any Council approved urban design guidelines**, the following urban design policies will be applied to the design and review of **commercial and mixed use development** proposals to create distinctive, functional and high quality commercial and mixed use areas:

7.4.40 Intersections:

- 7.4.40.1 Where a commercial or mixed use area is located at the intersection of major streets the development or redevelopment of each corner property will incorporate gateway features, prominent landscaping and pedestrian amenities with linkages into the site at the intersection.
- 7.4.40.2 Emphasize intersections of major streets by placing buildings in close proximity to the intersection and ensuring that building entrances are visually accessible from that intersection.
- 7.4.40.3 Use corner building placement, massing and roof treatment in combination with landscaping to screen large buildings and parking areas located within the interior of the site from view at the intersection.
- 7.4.40.4 Corner buildings will be designed as 'signature buildings' to take into account exposure to multiple street frontages and high public visibility by incorporating elements such as increased height, roof features, building articulation, windows and high quality finishes.
- 7.4.40.5 Where a use incorporates functions such as open storage, vehicle repair operations, gas bars, garden centres and drive-throughs, these functions shall not be permitted ~~immediately adjacent the four corners of an intersection~~ **between the building and the street line or the building and an intersection of streets.**
- 7.4.40.6 Surface parking and loading areas shall not be permitted immediately adjacent the four corners of an intersection.

7.4.41 Street Edges:

- 7.4.41.1 Generously sized landscape strips incorporating combinations of landscaping, berming, and decorative fencing or walls shall be provided adjacent the street edge

to provide aesthetically pleasing views into the site and to screen surface parking areas.

- 7.4.41.2 Locate free-standing buildings close to the street edge and avoid, where possible, surface parking between a building and the street.
- 7.4.41.3 Avoid locating outdoor storage areas along or adjacent to street edges.
- 7.4.41.4 Buildings adjacent the street edge will be designed to take into account high public visibility by incorporating elements such as increased height, roof features, building articulation, windows and high quality finishes.
- 7.4.41.5 Buildings will be designed to screen roof-top mechanical equipment from visibility from the public realm.
- 7.4.41.6 Avoid locating outdoor storage areas, outdoor display areas or garden centres adjacent to street edges.

7.4.42 Driveways, Internal Roads and Parking Areas:

- 7.4.42.1 Main driveway entrances will be defined by landscaping on either side of the driveway and / or by landscaped medians.
- 7.4.42.2 Internal roads will be physically defined by raised landscaped planters where they intersect with parking area driveways. Internal roads will be used to divide large sites into a fine grid of blocks and roadways to facilitate safe vehicular movement. Internal roads will be designed to interconnect with adjacent commercial lands to create an overall cohesive and integrated node.
- 7.4.42.3 Divide large parking areas into smaller and defined sections through the use of landscaping and pedestrian walkways.
- 7.4.42.4 Provide bicycle parking in close proximity and convenient to building entrances.

7.4.43 Pedestrian Movement and Comfort:

- 7.4.43.1 Incorporate decoratively-paved, conveniently located and distinct pedestrian walkways which link to public boulevards, transit stops, trail systems, pedestrian systems in adjacent developments and which provide a continuous walkway along the frontage and between internal commercial uses.

- 7.4.43.2 Pedestrian systems shall incorporate landscaping and pedestrian scale lighting and shall be defined by distinct materials and / or grade separation from vehicular movement systems.
- 7.4.43.3 Pedestrian systems **and buildings** shall be designed to provide barrier-free accessibility and **pedestrian movement systems** shall be sufficiently wide enough to be functional and provide comfortable pedestrian movement.
- 7.4.43.4 Well defined pedestrian systems clearly distinctive from vehicular driveways shall be provided immediately adjacent to the main entrances of commercial buildings.
- 7.4.43.5 Where possible, main building entrances should incorporate weather protection measures such as canopies, awnings, building projections or colonnades.
- 7.4.43.6 Large developments will incorporate elements designed for people to rest such as parkettes, gazebos, pergolas, decorative walls that are separate and distinct from vehicular systems and parking areas.
- 7.4.43.7 **Large developments within the nodes identified in the City's 2005 Transportation Study will incorporate a transit transfer terminal facility to the satisfaction of the City. Well defined pedestrian systems shall be provided linking these facilities to pedestrian movement systems internal and external to the site.**

7.4.44 Large Buildings

- 7.4.44.1 Where building facades are visible from a public street and are greater than 30 metres in length the building facades will incorporate recesses, projections, windows or awnings, colonnades and landscaping along at least 20% of the length of the façade to reduce the mass of such facades.
- 7.4.44.2 Large buildings will incorporate architectural elements which will reduce the visual effects of flat roof lines and which will conceal roof-top equipment.
- 7.4.44.3 Large buildings will be designed to enhance the visual built form and character of Guelph by incorporating architectural styles and elements and exterior building materials into building facades that reinforce the heritage character of the City of Guelph.
- 7.4.44.4 Where outdoor display areas are associated with a large building the use of landscape elements such as plantings, decorative fencing, pergolas and / or architectural elements

such as façade extensions, and canopies shall be incorporated for effective integration with the overall development.

7.4.45 Adjacent Development:

7.4.45.1 Where commercial or mixed use development is located in proximity to sensitive residential and institutional uses the following urban design strategies will be employed to ensure compatibility:

7.4.45.1.1 Building massing strategies to reduce the visual effects of flat roof lines and blank facades or building height.

7.4.45.1.2 Where possible, the location of noise-generating activities away from sensitive areas.

7.4.45.1.3 Incorporating screening and noise attenuation for roof-top mechanical equipment and other noise generating activities situated in proximity to sensitive uses.

7.4.45.1.4 Providing perimeter landscape buffering incorporating a generously planted landscape strip, berming and / or fencing to delineate property boundaries and to screen the commercial use from the adjacent use.

7.4.45.1.5 Design exterior lighting and signage to prevent light spillage into the adjacent property.

7.4.45.1.6 Avoid the location of drive-through lanes adjacent a sensitive use that would be negatively affected by noise, light and activity levels associated with these facilities.

7.4.46 Environmental Design

7.4.46.1 The design and orientation of the site and building development will support energy efficiency and water conservation through the use of alternative or renewable energy, storm water infiltration systems, 'green' building designs, landscaping and vegetative materials and similar measures. Stormwater management measures shall address both quantity and quality issues in accordance with recognized Best Management Practices.

7.4.46.2 Where possible buildings will be oriented to maintain vistas of natural features on lands adjacent to the site.

7.4.47 **Implementation:**

7.4.47.1.1 To ensure that the aesthetic character of site and building design in commercial and mixed use areas is consistent with the City's urban design objectives and policies, measures shall be incorporated into the Zoning By-law and the approval of site plans used to regulate development.

Impact Studies

~~7.4.24 Amendments to this Plan to designate lands for a proposed 'Commercial Centre' or expand an existing 'Commercial Centre', containing 10,000 square metres (108,000 square feet) or more of gross leasable floor area, shall require the approval by Council of market impact, planning and transportation studies.~~

7.4.48 Market impact, planning and infrastructure impact studies shall be submitted and approved by Council:

- to establish or expand a 'Mixed Use Node' or 'Intensification Node' beyond the designation limit boundaries as shown on Schedule 1;
- to exceed the retail floor area limitations within a 'Mixed Use Node' established in policy 7.4.12 or the number of large retail uses in policy 7.4.13;
- to extend or enlarge a 'Neighbourhood Commercial Centre' to provide more than 10,000 square metres (108,000 square feet) of gross leasable floor area.

7.4.49 An appropriate market impact study shall demonstrate that:

- ~~the proposed 'Centre' proposal can be justified without detriment to the role, overall function or economic viability~~ **vitality** of the 'Central Business District' or the key component functions that contribute to the C.B.D.'s overall vitality;
- the achievement of the City's Major Goals, the Urban Form policies or the Commercial and Mixed Use policy objectives of the Official Plan will not be compromised; and
- the ability of existing designated commercial or mixed use lands to achieve their planned function will not be compromised. ~~other 'Commercial Centres' provided for in this Plan, including, among other matters:~~

7.4.50 A market impact study shall include:

- a) An assessment of the current market situation, and the future potential for the expansion of retail facilities in light of projected population and employment growth;
- b) An evaluation of the economic feasibility of the **proposal** ~~proposed 'Centre'~~ on the basis of current market demand or retail market opportunity;
- c) An indication ~~the scale~~ of any adverse affects on the economic viability of the C.B.D., the key functions that contribute to the C.B.D.'s overall vitality, and on any existing or planned ~~'Centre's~~ designated commercial or mixed use lands provided for in this Plan.
- d) An assessment of the implications of the proposal relative to the City's approved Commercial Policy Review Study and the objectives and implementing policies of this Plan.

7.4.51 An appropriate planning study shall include site and building design concepts at sufficient detail to demonstrate, among other matters:

- a) That the proposed development will be compatible with the adjacent land uses provided for in this Plan;
- b) **How potential impacts of the *development* in terms of noise, activity levels, lighting, and visual impacts will be appropriately mitigated having regard to existing and future land uses**~~The probable impact of the 'Centre' on the social and physical environment of the area in which the centre development is proposed to be located;~~
- ~~e) That the proposed 'Centre' will be adequately designed to ensure compatibility of uses and activities that could negatively impact adjacent residential areas;~~

The potential impacts of the development on the physical environment and natural features of the property and of the area in which the proposal is to be located and how such impacts will be addressed.

- d) That the **proposal 'Centre'** will be developed in a functional and an aesthetically acceptable manner consistent with the urban design policies of this Plan and any applicable urban design guidelines.

7.4.52 An appropriate ~~transportation~~ infrastructure study shall demonstrate, among other matters:

- a) That the capacity of roads and intersections are adequate to accommodate the traffic generated by **the proposal** and that access locations are appropriate and adequate. ~~proposed centre;~~

- b) That adequate hard services capacity and storm water management systems are in place to accommodate the proposal;
- e) That adequate on-site parking, loading and pedestrian and vehicular circulation systems will be available to accommodate the traffic generated by the proposed 'Centre'.

~~7.4.25 Subject to the conclusions of a market impact study, the City may require that a proposed 'Regional' or 'Community Commercial Centre' be phased.~~

~~South Guelph District Centre (SGDC) – South Guelph Secondary Plan Area~~

~~7.4.34 Schedule 1 identifies an area generally surrounding the intersection of Gordon Street and Clair Road as the South Guelph District Centre (SGDC). The City encourages the development of these lands as a focal point for the local area with respect to commercial, open space, institutional, residential and other community uses.~~

- ~~1. The SGDC is located at the intersection of two arterial roads, one of which is a major gateway route into the City. It is centrally located within the South Guelph area and has a high level of visibility and accessibility. By virtue of these attributes, new land uses and buildings are encouraged to develop with a distinctive and high standard of design in order to establish a focal point for the South Guelph area.~~
- ~~2. Although the SGDC is not itself a specific land use designation, it establishes an approximate locational boundary which encompasses a mix of land use designations including 'General Residential', 'Open Space', 'Service Commercial', and 'Community Commercial Centre'. Collectively, it is intended that these designations and associated policies will guide development in a cohesive and complementary manner on lands identified as SGDC, to result in establishing a community nucleus and attractive landmark for the South Guelph area.~~
- ~~3. In addition to all other applicable goals, objectives, and policies contained in this Plan, the following additional policies shall apply for each land use designation located within the South Guelph District Centre.~~

~~South Guelph District Centre (SGDC) - Community Commercial Centre~~

~~4. This Plan encourages the development of 'Community Commercial Centres' to serve a nodal function. Land identified within the South Guelph District Centre (SGDC) area which is designated 'Community Commercial Centre' will become part of a node serving residential and employment areas in South Guelph. Land designated 'Community Commercial Centre' which is within the area identified as SGDC is generally located along the northerly frontage of Clair Road, split between the east and west corners of the Gordon Street intersection. SGDC land, which is designated 'Community Commercial Centre' will be developed pursuant to policies 7.4.12 to 7.4.14 of the Plan. Any development proposals on these lands should also have regard for the following:~~

- ~~a) 'Community Commercial Centre' uses should be developed in a manner which is compatible and complementary to other uses intended within the SGDC area;~~

- ~~b) Site and landscape design should reinforce natural attributes of the area, and provide continuity between uses, which may be located in other quadrants of the SGDC;~~
- ~~c) Building and site layout should be designed to establish an attractive and definable gateway pursuant to subsection 3.6 of this Plan.~~

~~South Guelph District Centre (SGDC) – Service Commercial~~

~~5. Land designated ‘Service Commercial’ by this Plan within the South Guelph District Centre (SGDC) is intended to provide for *service commercial* uses serving the South Guelph area. *Service commercial* uses within the SGDC area will develop pursuant to policies 7.4.26 to 7.4.33 of this Plan. *Development* proposals on this land shall also have regard for the following:~~

- ~~a) *Service commercial* uses should be developed in a manner, which is compatible and complementary to other uses intended within the SGDC area;~~
- ~~b) In addition to uses generally permitted by the ‘Service Commercial’ designation, major new recreation facilities such as indoor swimming pools, arenas, and active open space areas, or new school facilities are permitted and encouraged within the SGDC;~~
- ~~c) Site and landscape design should reinforce natural attributes of the area, and provide continuity between uses which may be located in other quadrants of the SGDC;~~
- ~~d) Building and site layout of *development* proposals should be designed to establish an attractive and definable gateway pursuant to subsection 3.6 and more particularly policy 3.6.31 of this Plan;~~
- ~~e) Permitted uses will be strictly controlled through the implementing *Zoning By-law* to prohibit new retail uses, and new format or big box retail/warehouse uses pursuant to policy 7.4.5. of this Plan;~~

~~South Guelph District Centre (SGDC) – General Residential~~

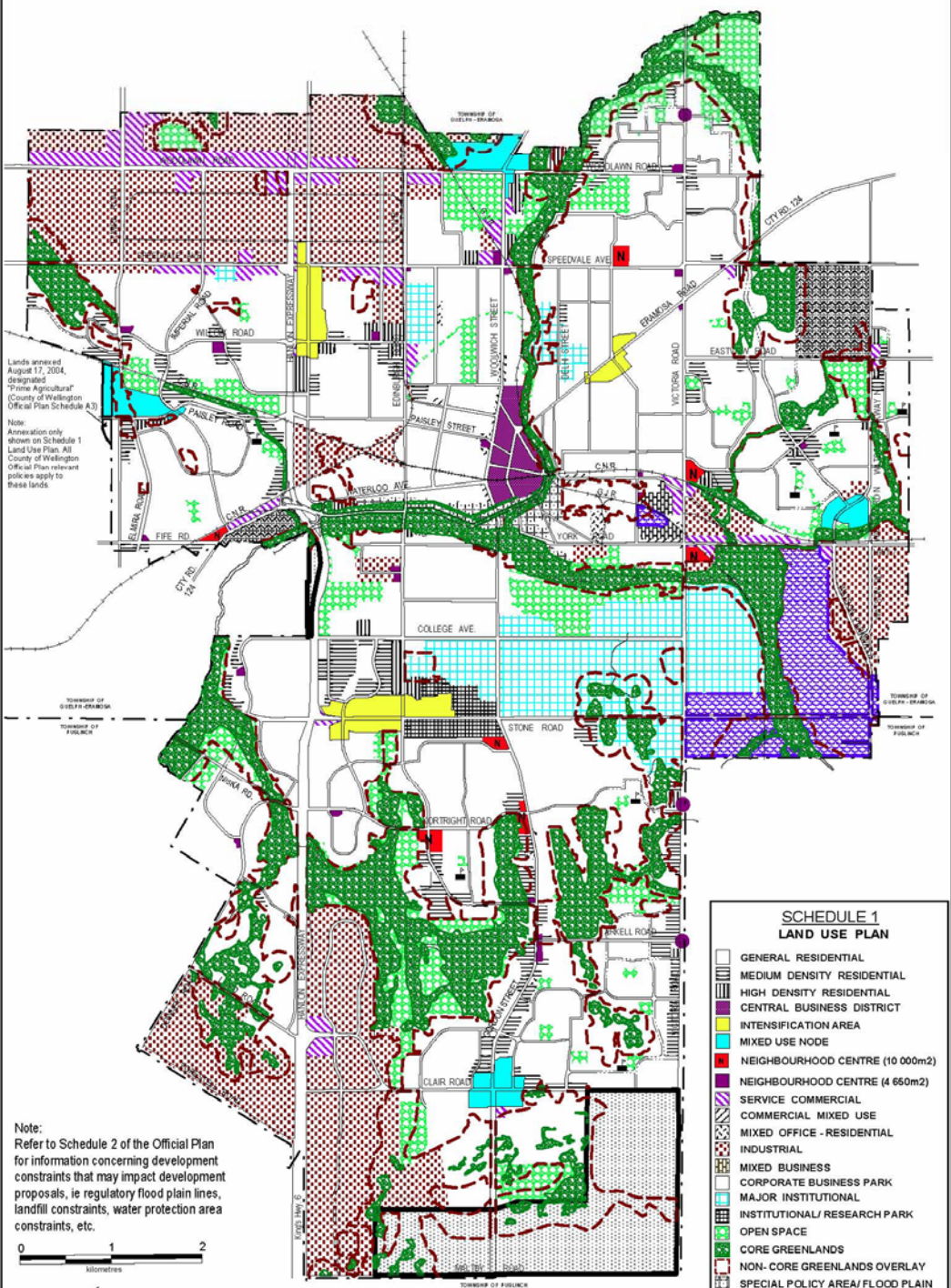
~~6. Land located within the South Guelph District Centre (SGDC) which is designated ‘General Residential’ shall be developed pursuant to all applicable policies of subsection 7.2 of this Plan. The development of *multiple unit residential buildings* is encouraged within the identified SGDC area, generally located north of Clair Road surrounding the ‘Community Commercial Centre’ land. New school facilities are also encouraged to locate within the identified SGDC ‘General Residential’ area, and to be developed in conjunction with adjacent open space/park uses. In addition to all other applicable policy of this Plan, new residential proposals within the SGDC area shall have regard for the following:~~

- ~~a) Residential uses should be developed in a manner, which is compatible and complementary to other uses intended within the SGDC area;~~
- ~~b) Site and landscape design should reinforce natural attributes of the area, and provide continuity between uses, which may be located in other quadrants of the SGDC;~~
- ~~c) Building and site layout should be designed to establish an attractive and definable gateway pursuant to subsection 3.6 and more particularly policy 3.6.31 of this Plan.~~

Appendix B

THE MAPPING SCHEDULE AMENDMENT

AMENDED SCHEDULE 1 - LAND USE PLAN
Incorporating OPA #29



Lands annexed August 17, 2004, designated "Prime Agricultural" (County of Wellington Official Plan Schedule A3)

Note: Annexation only shown on Schedule 1 Land Use Plan. All County of Wellington Official Plan relevant policies apply to these lands.

Note: Refer to Schedule 2 of the Official Plan for information concerning development constraints that may impact development proposals, ie regulatory flood plain lines, landfill constraints, water protection area constraints, etc.



**SCHEDULE 1
 LAND USE PLAN**

- GENERAL RESIDENTIAL
- ▨ MEDIUM DENSITY RESIDENTIAL
- ▧ HIGH DENSITY RESIDENTIAL
- ▩ CENTRAL BUSINESS DISTRICT
- INTENSIFICATION AREA
- MIXED USE NODE
- ▬ NEIGHBOURHOOD CENTRE (10 000m²)
- ▭ NEIGHBOURHOOD CENTRE (4 650m²)
- ▮ SERVICE COMMERCIAL
- ▯ COMMERCIAL MIXED USE
- ▰ MIXED OFFICE - RESIDENTIAL
- ▱ INDUSTRIAL
- ▲ MIXED BUSINESS
- △ CORPORATE BUSINESS PARK
- ▴ MAJOR INSTITUTIONAL
- ▵ INSTITUTIONAL/ RESEARCH PARK
- ▶ OPEN SPACE
- ▷ CORE GREENLANDS
- NON- CORE GREENLANDS OVERLAY
- SPECIAL POLICY AREA/ FLOOD PLAIN
- WASTE MANAGEMENT
- ▻ RESERVE LANDS
- ▼ SPECIAL STUDY AREA
- ▽ POTENTIAL SCHOOL SITES

CITY OF QUELPH OFFICIAL PLAN 2001
 January 2006 Consolidation



Schedule 3

Comparison of Commercial Space to Population Ratio's 2001 and 2021

Current Official Plan Development Scenario:

Location	Existing Commercial Floor Space (sq. ft)	2001 Population	2001 Floor Space per Person Ratio (sq ft)	2021 Commercial Floor Space (sq. ft)	2021 High Growth Population**	2021 Floor Space per Person Ratio (sq. ft)
Inner-City (excluding downtown)	982,300 (1,278,800)	30,200	32.50 (74.87)	1,282,300*	37,000	34.66 (69.22)
Rest of Guelph	2,170,900	90,000	24.12	4,090,900	125,000	32.73
Total	4,432,000	120,000	36.93	6,652,000	162,000	41.06

* The CPR framework allocates 500,000 sq. ft. of commercial space for Intensification, Downtown, Neighbourhood and Convenience Centres. It is assumed 300,000 sq. ft is provided in the inner-city defined by Map 66 of the Zoning By-law with 200,000 sq. ft. for new Neighbourhood and Convenience Centres outside of it but within the 'built-boundary'.

** Future population includes an estimated 2400 units for infill development in the inner-city defined by Map 66 of the Zoning By-law. (source: Potential Residential Development Inventory 2005)

Places to Grow Development Scenario:

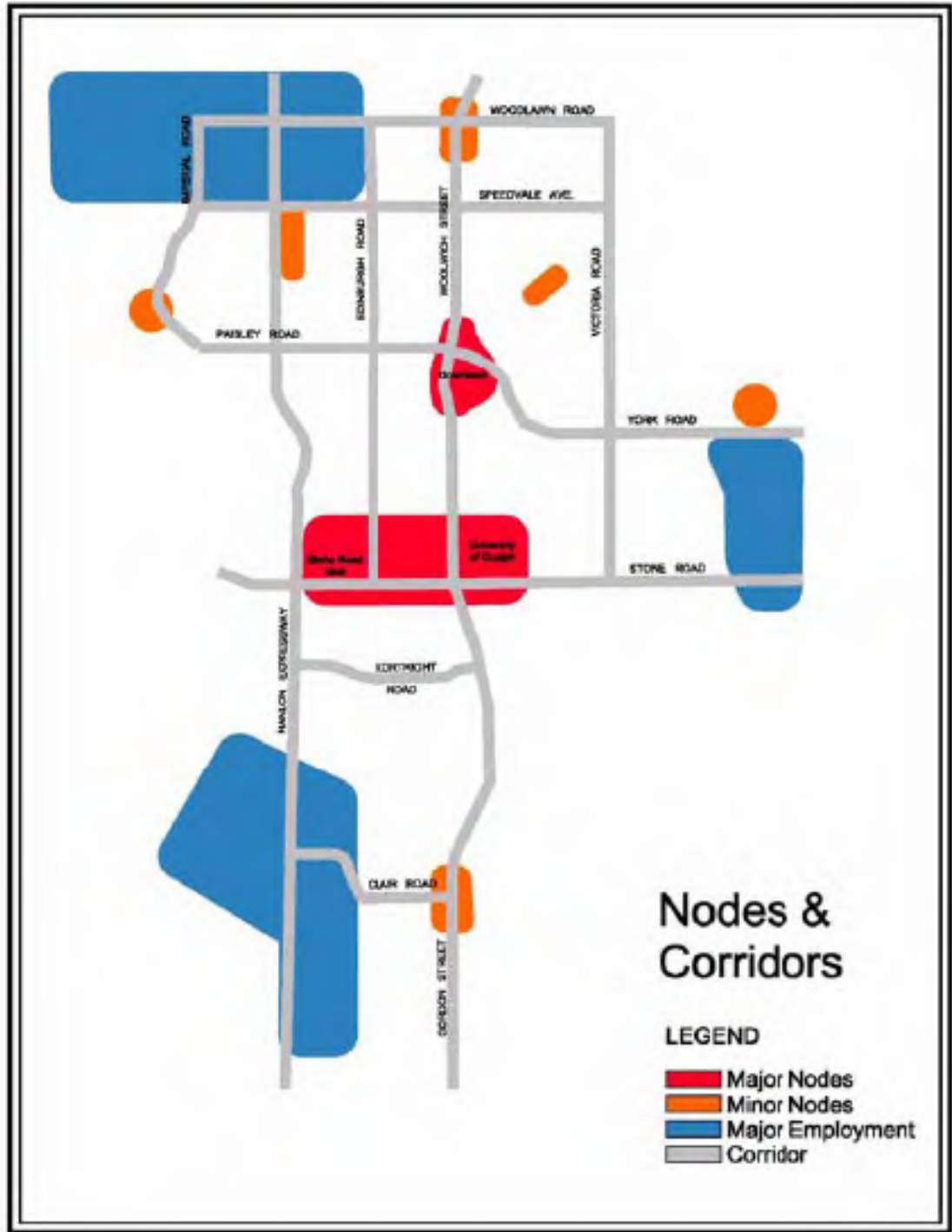
Location	Existing Commercial Floor Space (sq. ft)	2001 Population	2001 Floor Space per Person Ratio (sq ft)	2021 Commercial Floor Space (sq. ft)	2021 High Growth Population**	2021 Floor Space per Person Ratio (sq. ft)
Inner-City (excluding downtown)	982,300 (1,278,800)	30,200	32.50 (74.87)	1,282,300*	42,200	30.39 (60.69)
Rest of Guelph	2,170,900	90,000	24.12	4,090,900	119,800	34.15
Total	4,432,000	120,000	36.93	6,652,000	162,000	41.06

* The CPR framework allocates 500,000 sq. ft. of commercial space for Intensification, Downtown, Neighbourhood and Convenience Centres. It is assumed 300,000 sq. ft is provided in the inner-city defined by Map 66 of the Zoning By-law with 200,000 sq. ft. for new Neighbourhood and Convenience Centres outside of it but within the 'built-boundary'.

** Places to Grow anticipates 40% of residential development within the built-up area by 2015. Map 66 comprises a part of the built-up area. 2021 future population is assumed that 30% of population growth will occur in the inner-city defined by Map 66 of the Zoning By-law.

Schedule 4
2005 Transportation Study Schedules

Guelph-Wellington Transportation Study



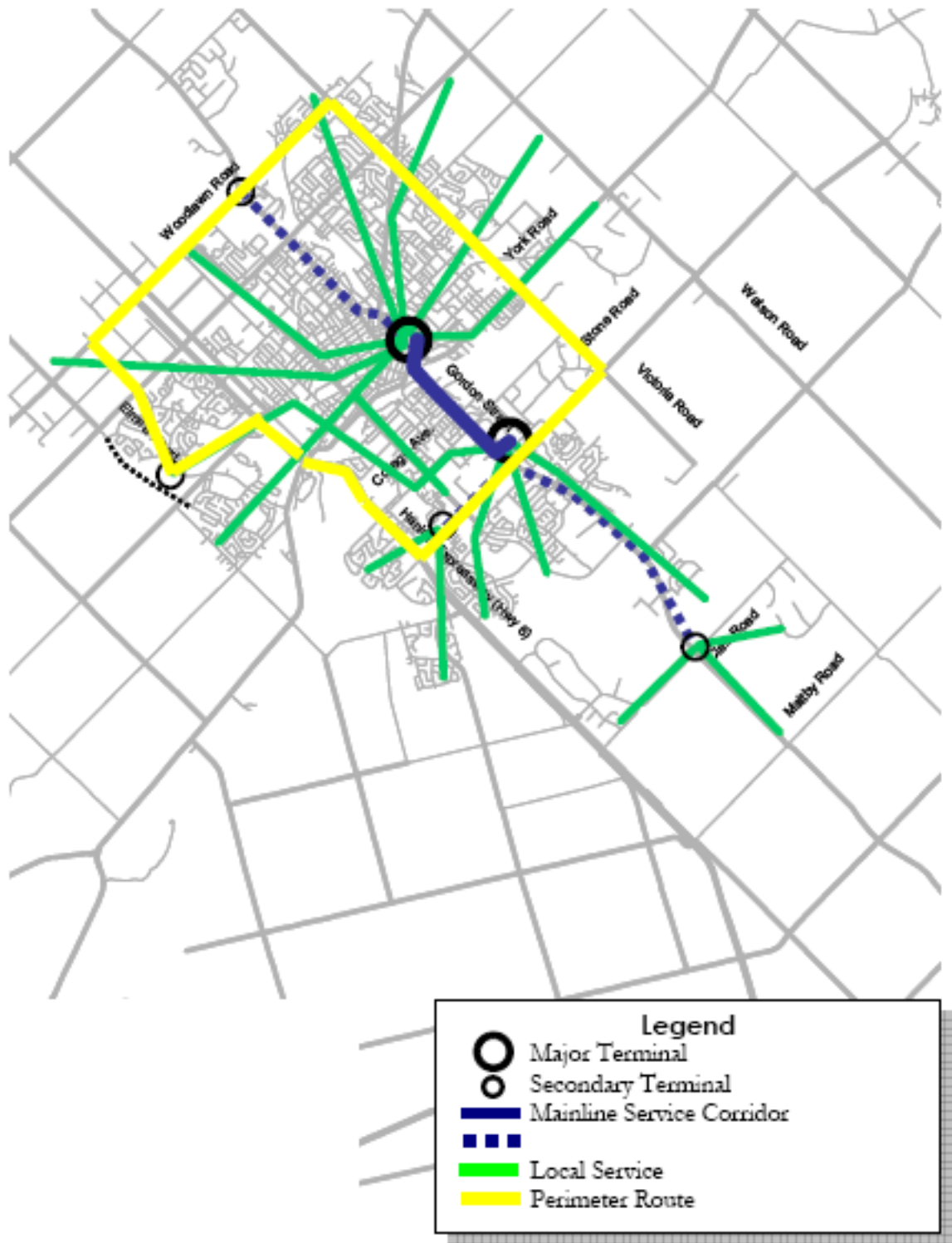


FIGURE 5.1: TRANSIT ROUTE CONCEPT

Dear Ms. Giles:

Re: Commercial Policy Review, Proposed Amendment #29

Dear Ms. Giles:

In response "Notice of A Public Meeting..Re: Commercial Policy Review (Proposed Amendment #29)" I wish to make the following comments regarding some conflicts I perceive in this amendment:

Section 2.3: Major Goals of the Official Plan, Item No. 15 with regards to downtown:

I ask that the deletion of the wording "the primary commercial centre" be re-inserted into the document and changed to "one of the primary commercial centres". By removing the phrase entirely the Plan would not allow for the appropriate focus on commercial enterprises for the downtown area. As well, the deletion of the aforementioned wording is in conflict with the last sentence of Section 3.2, Community Form Statement, 4th paragraph, where it is stated that "the downtown will strengthen its role as a vibrant residential community by accommodating an increasing share of population growth." People will not move downtown if there are not the necessary commercial and retail services available. An Official Plan that does not specify the downtown area as one of the commercial centres will leave this area under-serviced and will negatively affect efforts to make this area the vibrant, cultural and recreational area that the document states as one of its goals.

Section 3.2: Community Form Statement: 4th paragraph:

I ask that the deletion of the word "commercial centre" be re-inserted and changed to "and will remain one of the major commercial centres and the civic heart of the community." The deletion of these words will affect the focus that needs to be placed on the downtown commercial and retail services necessary to serve downtown residents, and which, as stated above, is in conflict with one of the goals in the Official Plan, which is to have a vibrant downtown area. A vibrant downtown must include the designation of a commercial centre, otherwise it cannot be vibrant nor can it be the civic heart.

Section 3.3: Urban Form Policies, Item e:

I ask that the deletion of the words "to their neighbourhoods" be inserted back into the document for two reasons: one, it conflicts with one of the goal of progressive municipalities and the provincial growth guidelines which are to have walkable population centres, where residents have the ability to access services by walking . There are increasingly more people who want the ability to use their automobiles with discretion in the interest of sustaining our natural

environment - reducing pollution, decreasing the use of fuel, and maintaining personnel health by being more physically active - and so will want to walk when they do their shopping and errands . Also, not everyone has the luxury of owning a car (the less-affluent, the elderly, people with special needs, etc, for whom taking the bus requires an inordinate amount of time and energy) so the deletion of these words from the Official Plan excludes consideration of their interests and with regards to the latter group appears to be elitist. An Official Plan is for *all* the residents of a community and the deletion of these words eliminates that. Their access to services cannot be limited to municipal transportation when perhaps they may want to walk or use their own personal transportation device (scooters, motorized wheelchairs, etc). As well, with decreasing fuel resources the communities of the future will have to walkable.

More glaringly, the deletion of these words seems to conflict with intents mentioned in Item "d" immediately preceding this item ("intensification of residential, commercial, industrial and institutional areas to maximize efficient use of municipal services"), and item "f" immediately following this item ("designated mixed use nodes linked to each other by the major transportation and transit network and integrated through pedestrian access to nearby neighbourhoods and employment areas"). Intensification implies pedestrian access to all services including municipal services, the idea that neighbourhoods will be in close proximity to the services they need, so the deletion of these words is unnecessary. The deletion implies that in the Urban Form Policy mandate of the Official plan there is *no requirement* for development, whether it be residential, commercial, or industrial, to be planned for pedestrian access. I find this particular deletion one of the more troubling ones as it suggests that development that *requires* personal use of automobiles and/or total reliance on municipal transportation as a way to access services is be the norm. That is not progressive nor Smart Growth planning.

Respectfully,

Patricia Dorland Maurice
83 Paisley Street
Guelph, ON N1H 2N7

Madame Mayor and Members of Council:

Although the Lafarge lands were not approved for inclusion in the CPR Policy Framework approved by Council on July 25, 2005, a letter in the March 13th, 2006 Council agenda package from Miller Thomson LLP, dated February 13th, 2006, states the following:

Based on the documentation supporting the application by Lafarge, we suggest that the Lafarge property could be identified as a "special study area" within Official Plan Amendment #29 that would permit the designation of this site for a Mixed Use Commercial Node, without a formal amendment to the Official Plan, provided there is Council approval of the appropriate supporting studies.

Before Council considers granting this request, they should be aware that the new Provincial Policy Statement now requires a Municipal Comprehensive Review before employment areas can be converted to non-employment uses. This includes major retail.

Here is the relevant information:

Provincial Policy Statement

The Provincial Policy Statement (PPS), issued under the authority of the Planning Act now requires that a comprehensive review be conducted before employment areas can be converted to non-employment uses.

1.3 EMPLOYMENT AREAS

1.3.2. Planning authorities may permit conversion of lands within *employment areas* to non-employment uses through a *comprehensive review*, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

For the purposes of the PPS, employment lands are defined as follows:

Employment area: means 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.

Places to Grow

The long-term protection of employment lands is also a major theme of the Places to Grow Growth Plan. The Province is concerned about loss of employment lands to housing uses and major retail. Here are the relevant sections:

2.2.6. EMPLOYMENT LANDS

4. Municipalities may permit conversion of lands within *designated employment areas*, to non-employment uses or major retail uses, only through a *municipal comprehensive review* where it has been demonstrated that ---

a) there is a need for the conversion

b) the conversion will not adversely affect the achievement of the *intensification target* and *density targets*, and other policies of this Plan.

c) the existing or planned infrastructure and *community infrastructure* required to accommodate the proposed conversion can be provided in a financially and environmentally sustainable manner.

d) lands do not comprise prime industrial lands

e) lands are not required over the long term for the employment purposes for which they are designated, or

f) the conversion or designation is necessary to address other provincial priorities such as community health and safety enhancement.

7. Municipalities are encouraged to designate and preserve lands within *settlement areas* in the vicinity of existing major highway interchanges, ports, rail yards and airports as areas for manufacturing, warehousing and associated retail, office and ancillary facilities, where appropriate.

8. In planning for *employment lands*, municipalities will facilitate development of compact built form and minimize surface parking.

Residential vs. ICI tax base:

One issue on which there is consensus around the horseshoe is on the question of the imbalance in the tax base of residential vs. ICI. A key requirement to attract industry to Guelph is the availability of industrial land. The current council has already removed industrial land at Woodlawn and Woolwich from the city inventory. Given the long-term need to attract more industry to the city, it would seem unwise to remove further land from industrial use.

Commercial Policy Review:

It appears that Guelph's requirements for additional commercial floor space will be addressed through the current CPR. I am not sure that a "need for the conversion" of this industrial area can be demonstrated within the context of the CPR.

Legal issues:

The Province is strengthening municipalities' ability to protect employment lands. Under the new OMB legislation recently introduced, there will be no appeals to the OMB of council decisions to maintain zoning of employment lands. Only appeals at the Official Plan stage will be permitted. Guelph City Council can support the protection of these employment lands without being concerned about a lengthy or expensive legal battle at the OMB.

The reference I have for the OMB information is the most recent newsletter of the Federation of Urban Neighbourhoods, which I am attaching.

Thank you for considering my input.

Susan Watson



Queen's Park Report

December 13, 2005

PROVINCE INTRODUCES BILL TO IMPROVE PLANNING AND REDUCE THE INFLUENCE OF THE OMB

On December 12, 2005, the Hon. John Gerretsen, Minister of Municipal Affairs and Housing, introduced a bill to improve planning by municipalities and reduce the influence of the Ontario Municipal Board (OMB) on municipal planning.

The Provincial Government's intentions may be summarized as follows:

- The new legislation will provide for more public participation in the planning process.
- Official Plans will be required to be updated every five years and secondary plans and zoning bylaws updated every three years.
- Complete applications will be defined in the planning act and official plans.
- Clock starts running for referral to OMB only after a complete application has been submitted.
- More pre-consultations by developers with municipalities will be required along with an enhanced public notification process.
- No appeals from council decisions to maintain zoning of employment lands. Only appeals at Official Plan stage.
- OMB "shall have regard for" council decisions and municipal planning reports.
- No new information allowed at OMB unless leave is given because new info could not have been provided at time of council consideration and it would possibly have changed council's decision. (If so, item would be referred back to council.) This is a very high threshold.
- Only evidence at council level can be considered at OMB except as above and where the province brings in special interest evidence.
- Provincial appeals of council decisions because of a provincial interest in an Official Plan, zoning or site plan matter would go to the OMB
- Municipalities would have the option of setting up a local appeal body for Committee of Adjustment appeals to avoid having them go to the OMB. Standards would be set by regulation regarding such things as citizen appointments, qualification, tenure, etc.
- Provision will be made for more pre-hearing consultation, etc. by the OMB and for timelines that are shorter.
- A public liaison function will be added to the OMB to assist public with the process.
- There will be amendments to the Planning Act to extend community improvement plan funding to upper tier municipalities and to include new buildings on brownfields, clarify minimum and maximum limits in bylaws, enhance urban design including section 37 agreements, clarify accessory apartments, encourage sustainable development, energy efficiency, etc.

F.U.N. is pleased that the new legislation will strengthen planning at the municipal level, improve citizen participation in the planning process, provide for more environmentally friendly development and reduce the influence of the Ontario Municipal Board on municipal planning. For further information, visit the Ministry of Municipal Affairs and Housing website at www.mah.gov.on.ca.

FEDERATION OF URBAN NEIGHBOURHOODS OF ONTARIO

www.urbanneighbourhoods.ca

An Umbrella Group of
Community Associations
throughout Ontario

*Communities count.
Civic matters.*

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Hamilton
Kingston
London
Ottawa
Toronto
Waterloo

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As a long-time resident of Guelph, I must express my distress and disgust at the city's planning for these four huge shopping centers on the edges of town. This will gut many of our unique small businesses downtown, as it has in so many other cities, towns and communities. I don't feel that the voices of many residents who oppose this kind of development are being listened to or taken into account. I love Guelph for its community feel, its beautiful green spaces and its uniqueness. If it is destined to become just another faceless, city with a hollowed out downtown core, endless suburban sprawl and mega shopping centers--Brampton, in other words---I will doubtless be leaving, though with terrible sadness and regret. These plans stand to strangle and kill everything about Guelph that makes it a wonderful and unique place to be. I don't know who exactly stands to benefit from these developments, but it isn't the average residents! We can all see where this kind of development must lead--and its UGLY an AWFUL! I don't want any part of such reprehensible business!

Unhappily yours,

Leah Lemieux

**AN ASSESSMENT ON THE CITY OF GUELPH'S
ENVIRONMENTAL INITIATIVES TOWARDS SUSTAINABLE
URBAN DEVELOPMENT**

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Senior Thesis
ISS 4000
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December 7, 2005

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1.0 INTRODUCTION

Directly or indirectly, most of today's environmental problems find their roots in urban areas and urban lifestyles. Urban areas are defined as legal boundaries of cities, towns and suburbs where there is a greater density of human made structures compared to the density in the surrounding areas. Fifty percent of the world's population will be living in urban areas by the end of this decade (Huang *et al.* 1998). An increase in urban population, referred to as urbanization, will require an improvement in the quality of life including ecological, environmental, social, cultural, political, economic and institutional components. The concept of sustainable urban development seeks to improve the state of these components without leaving a burden on future generations. The World Commission on Environment and Development (WCED) define sustainable development as "development that meets the needs of the present without compromising the ability of future generation to meet their own needs" (WCED, 1989).

The components of sustainable urban development can be measured using a number of indicators. These indicators form a framework or set of criteria that are used to measure the sustainability of an environment being modified by human activity. In other words, indicators are used as evidence for sustainable development.

Environmental problems are not bounded to the locations in which they were created; they affect areas in an extensive geographical region. Sustainable urban development needs to be implemented globally in order to effectively accommodate Earths' population as a whole. Implementation of the Kyoto Protocol by industrialized nations is a first

step in ensuring global participation to combat further degradation of our environment.

For the past half century, most urban development has occurred in the form of urban sprawl. Urban sprawl is a physical pattern of low density, patchy expansion along the urban-rural fringe with little planning control of subdivisions. Urban sprawl developments have a high reliance on the automobile, cost billions of dollars in infrastructure, have little respect in protecting environmentally sensitive areas and do little in improving the quality of life for its residents. Urban sprawl is not indicative of sustainable urban development. Smart Growth is an initiative that promotes the concept of sustainable urban development. Smart Growth encourages higher density dwellings, mixed land uses, decreased reliance on the automobile, environmental protection and an increased quality of life. Smart Growth communities are sustainable.

The purpose of this report is to describe and evaluate the City of Guelph's environmental initiatives as they relate to sustainable urban development in an environmental context. This is done in a number of steps. The importance of implementing sustainable urban development is examined first. Ontario's Places to Grow Act and Greenbelt Act will be addressed briefly. A literature review is conducted and case studies reviewed to identify indicators used to assess sustainable urban development in an environmental context. A normative model is developed from the indicators in the literature review and case studies. The normative model will be used to assess the City of Guelph's environmental initiatives and strategies for sustainable urban growth. This report will conclude with a list of recommendations for the City of Guelph.

2.0 WHY IS SUSTAINABLE URBAN DEVELOPMENT NEEDED?

In 2002, Canada ratified the Kyoto Protocol. This means Canada is now committed to reducing greenhouse gas emissions to six percent below 1990 levels by 2012, which is 25 percent below 2003 levels (Gurin 2003). Implementing Smart Growth strategies to combat urban sprawl, if done appropriately, can be one of the most effective tools in reaching our Kyoto target.

If the resource consumption per person in the world were to equal that consumed by the average Canadian, five times the natural resources available on Earth would be required to maintain the average Canadian lifestyle (David Suzuki Foundation Press Release 2004). A study conducted by the Organization for Economic Cooperation and Development (OECD), ranked Canada 28th out of 29 industrialized countries on 25 environmental indicators such as energy use, climate change, agriculture and transportation to name a few (Boyd 2001). This indicates Canada has one of the poorest environmental track records. In contrast, 98% of Canadians view nature as essential to human survival; 90% of Canadians consider the time they spend in natural areas as children very important; and 85% of Canadians participate regularly in nature related activities such as hiking, fishing, and bird watching (Environics International 1999 in Boyd 2004).

In the past half century, Canada has drastically changed its pattern of urbanization. Urbanization does not necessarily increase or decrease the density or area of a community. It simply indicates a movement of people into the area. Before World War I, urbanization occurred into densely populated areas. As time progressed, urbanization started to develop in less densely populated areas. For example, pre-

World War II, Toronto's density was in the range of 28 to 36 units per hectare. Post World War II, Toronto's density decreased to a range of 10 to 15 units per hectare (Blais 2000 in Gurin 2003). Part of this change in urbanization pattern has to do with the conveniences of the automobile. As another example, Calgary exceeds an area of 700 square kilometers. This is close to the size of New York City but contains only 1/10th of the population (Statistics Canada 2002 in Gurin 2003).

Greenspaces contribute to the conservation of wildlife, unique ecosystem habitats, water quality and natural heritage. Urban sprawl consumes these areas and subsequently threatens rare and endangered species, and contributes to exotic species invasion. Paved parking lots account for 16 times more rainwater runoff than does a meadow (Natural Resources Defense Council 2002 in Gurin 2003). This increases the amount of runoff, reduces recharge of groundwater and thereby reduces the natural filtration process and decreases the water table.

As of October 3rd, 59 smog days were reported in Ontario in 2005. In all of 2004, only 34 were reported (Ontario Clean Air Alliance 2005). The combination of vehicles, transport trucks, coal fired plants and industry, contribute to smog. Smog days were once only common in the summer months. In 2005, several smog days were reported in the middle of winter. In 1999, the Ontario Medical Association (OMA) estimated that smog accounted for 1,900 premature deaths, 13,400 hospital admissions, 45,250 emergency room visits and 46.66 million minor illness days at work (Ontario Medical Association 2000 in Winfield 2003). In addition, more Canadians die every year from the effects of air pollution than from homicide (David Suzuki Foundation Press Release 2004)

2.1 THE GOLDEN HORSESHOE AREA

Between 1996 and 2001, over 90% of Ontario's population growth occurred within the Golden Horseshoe area. This area is bounded by Barrie to the north, Peterborough to the east, Fort Erie to the south and Kitchener-Waterloo to the west as shown in Figure 1. The growth over this period consisted primarily of low density commercial, industrial, and residential development with very little land use mix between these categories. The majority of these developments were on the urban boundaries of communities with limited public transportation (Statistics Canada 2002 in Winfield 2005). Urban sprawl on these lands poses threats to water quality and aquifers, reduces wildlife habitat and unique environmentally sensitive areas, deteriorates historical areas of significance and destroys prime agricultural farmland.



Figure 1 Location of the Golden Horseshoe area shown in green and red in reference to Ontario (Courtesy of Wikipedia, 2005)

The population within the Golden Horseshoe is expected to increase by 43% from 7.4 million in 2000 to 10.5 million in 2031 (Hemson Consulting Ltd. 2005 in Winfield 2005). If current patterns of low density development continue, an additional 1070 square kilometers of land will be occupied by 2031; 92% of this land is prime agricultural land classified as 1, 2 or 3 by The Canadian Land Inventory (CLI) (Winfield 2003). These three out of seven CLI classes are the only classes capable of growing a large range of agricultural crops.

Sprawl also increases automobile dependence, which in turn greatly affects air quality, encourages development of superhighways and drastically increases infrastructure costs. Personal automobile ownership is expected to grow by 50% to 19 million vehicles and the daily commute is to increase by 64% by 2031. Transportation related emissions connected to greenhouse gases are expected to increase by 43% while in suburban areas, greenhouse gas emissions are expected to increase by 526%. (Winfield 2003).

2.2 THE COST OF URBAN SPRAWL

Aside from the above mentioned environmental damage, urban sprawl also has economic costs that will be addressed briefly.

- In the next 25 years, urban sprawl will cost the Greater Toronto area \$69 billion (Prime Minister's Caucus Task Force 2002 in David Suzuki Foundation 2004).
- Air pollution is currently estimated to cost Ontario \$9.9 billion per year in health costs from Canadian industrial facilities alone and is expected to grow (Ontario Medical Association 2003 in Winfield 2003).
- A compact community of 7000 homes will save a municipality \$1 million dollars a year. With 200,000 new

homes being built in Canada every year, this equates a savings of \$1.1 billion per year (Canada Mortgage and Housing Corporation 1999).

- Building compact communities will result in a 16% reduction in capital and infrastructure costs or \$5,300 per unit (Canada Mortgage and Housing Corporation 1999).
- Developments near agricultural lands increase land prices for farmers, often causing them to sell their land. This decreases food productivity (Gurin 2003).
- Building and maintaining roads costs three to six times the cost of improving public transit. It costs \$12,000 to pave one hectare of farmland, \$18,000 per hectare of second growth forest, \$24,000 per hectare of greenspace and \$30,000 to pave one hectare of wetland (Gurin 2003).

To address these issues, the Ontario Provincial Government has implemented a number of strategies to control and manage urban sprawl. The Smart Growth Initiative, Green Belt Act and Places to Grow Act are briefly outlined in the next section.

2.3 ONTARIO'S GROWTH PLAN

The release and realization of these statistics required the Ontario Provincial Government to take action. The Ontario Smart Growth Initiative was used to promote the management of growth in Ontario. The Greenbelt Act was adopted in 2005 and serves to protect environmentally significant lands and agricultural lands from the irreversible conversion to urban development. The Greenbelt Act gives authorization for the government to protect the areas covered by the Oak Ridges Moraine Conservation Act, the Niagara Escarpment Plan and now an additional million acres of surrounding country side.

A Draft Growth Plan for the Golden Horseshoe area was then developed in 2005 that will be implemented under the Places to Grow Act. Its main purpose is to manage growth and develop strong communities. The development of the Draft Growth Plan included the participation of over 1600 citizens

3.0 THE CITY OF GUELPH

The City of Guelph has developed a number of environmentally sustainable initiatives to help manage the effects of urban sprawl. Organizations such as the Environment and Transportation Committee and the Environmental Advisory Committee play an important role in policy making. Their main objective is to review policies, provide technical advice and recommend alternative approaches if needed. In addition, several community groups within the city also play important roles as well. The Guelph Civic League (GCL) is the most prominent; its mission is to improve the quality of life within the city through the education and involvement of its citizens. The four plans initiated by the City of Guelph are summarized in Table 1.

Table 1	Date Completed	Main Objective	Who was Involved in the Development	Set of Initiatives	Comments
Green Plan (Green Plan 1994)	1994	To develop a framework of how to protect and manage the 5 Environmental Resources.	-citizens; community involvement program was developed to identify Challenges, Goals, and Objectives	5 Environmental Initiatives: 1. Land Use and Development 2. Water 3. Energy 4. Transportation 5. Waste Management	The purpose of The Green Plan is to develop a framework of how to protect and manage these resources. A State of Sustainability Report (SOSR) was to be conducted every three years. The most recent report was conducted The report is inconclusive where it states: <ul style="list-style-type: none"> • The Guelph community is making progress in relation to the goal and target; • The Guelph community needs improvement in its performance; • It is hard to say whether we are moving in a favorable direction.²
Smart Guelph (Smart Guelph 2003)	2003	To build a vibrant and sustainable community.	City council adopted 8 citizen defined SmartGuelph principles. This involved 1200 citizens through workshops and focus groups, community forums, a mobile input centre, a Web site, Mayor's tours, a speaker's panel and a call for briefs.	-Inviting and Identifiable -Compact and Connected -Distinctive and Diverse -Clean and Conscious -Prosperous and Progressive -Pastoral and Protective -Well-Built and Well-Maintained -Collaborative and Cooperative	Detailed implementation procedures are given with timelines Emphasis was placed on rebuilding the downtown core and encouraging citizen participation and education through community groups.
Official Plan (Official Plan 2001)	2001 Consolidated in 2005	The Official Plan is a statement of goals, objectives and policies intended to guide future land use activity and change while having regard to its effects on the social, economic and natural environment of the Guelph community.	-city council and citizens	5 Operating Principles: -Environmental Sustainability: -Social Responsibility: -Economic Competitiveness: -Citizen Involvement: -Community Character:	-inconsistencies with goals and objectives -conflicts with existing programs and regulations
Strategic Plan (Guelph's Strategic Plan 2005).	2005	Broad, overarching plan that provides the framework for the more detailed planning undertaken by City departments and divisions	-developed by Council with assistance from the City's management staff	Strategy for the Future -Community Vision -Goals and Corporate Responsibility -Studies, Plan and Strategies -Strategic Directions and Outcomes -Implementing the Strategic Plan -Corporate Core Values	-developed by council but is supposed to reflect community's vision --draft statement allowed 18 days for public input to formulate a response (GCL 2005).

The City of Guelph's population in 2005 is approximately 116,000, is expected to reach 150,000 by 2021 and more recent studies suggest a population of 200,000 could be achieved by 2031. It is estimated that Guelph's total land supply for the City can support a population of approximately 155,000 persons. Therefore an urgent need exists to re-examine and update their future growth strategy since the population is expected to increase above 155,000 within the next 20 years (Hemson 2005 in Kraehling 2005)

Certain practices and management techniques in urban development can accommodate Guelph's expected population growth without further degrading the environment.

4.0 INDICATORS

A holistic approach to assessing sustainable urban development includes social, economic and environmental criteria. The scope of this report focuses on indicators of sustainable urban development in an environmental context only. Social and economic criteria are not considered. However, the cause and effect relationship between environmental, social and economic components need to be taken into account. For example, a case study links salmon population (environmental criteria) and child poverty (social and economic criteria) in Seattle; the study concluded that poor children are more likely to enter a life of crime and create unsafe streets, causing people to drive more often and a corresponding increase in non-point source pollution in local streams reducing the population of salmon (Atkisson 1996).

A number of actions are required to develop a framework of indicators to evaluate the sustainability of a city's urban development. A conceptual framework representing the flow of the seven actions required is shown in Figure 2.

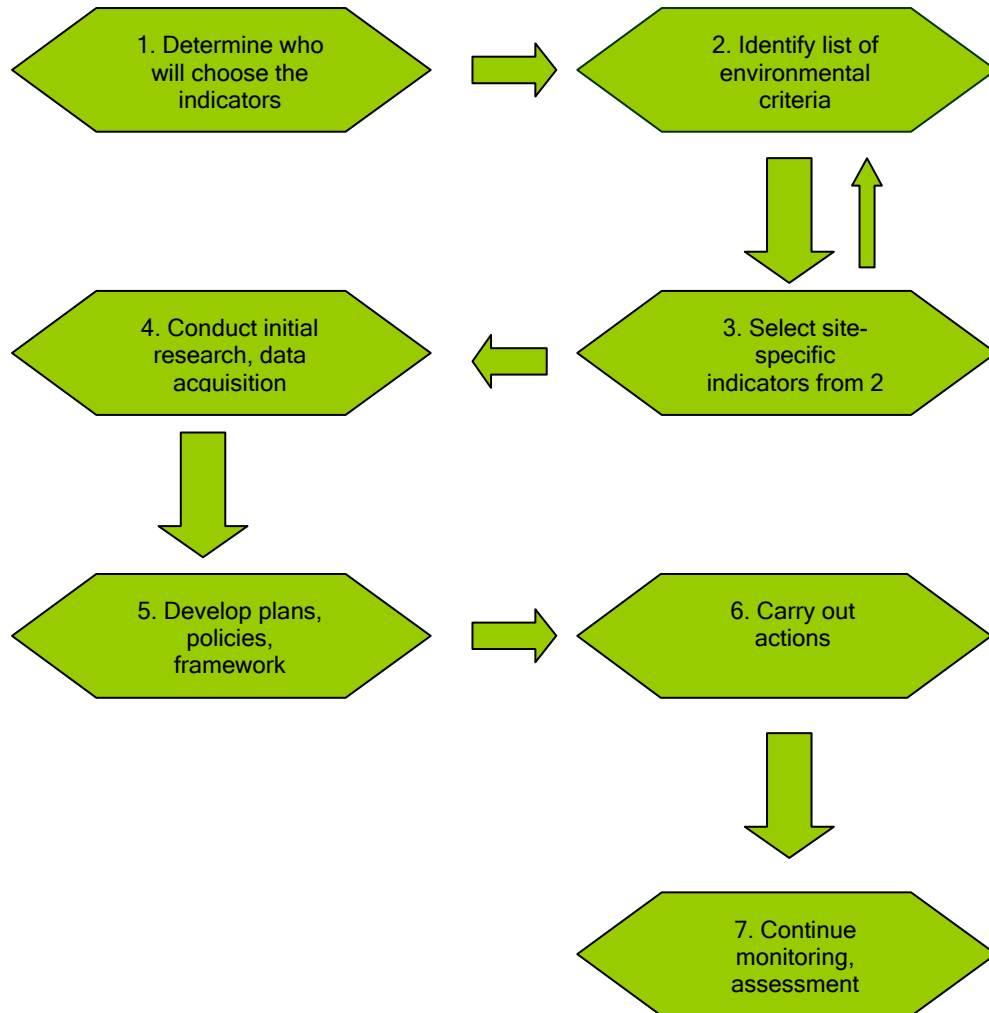


Figure 2 Conceptual framework showing the seven actions required in the indicator selection and implementation process

A group of individuals need to be appointed who will choose which indicators are to be included (action 1). These individuals should represent all stakeholders such as city officials, scientists and citizens. A site-specific set of indicators (action 3) needs to be identified from a

general list of criteria (action 2) by a screening process. The selected criteria will need to be determined based on what is specific and valuable to that location. For example, one city may view the amount of land available for agriculture as a top priority while another may not because the soil has little or no agricultural capabilities. Initial research will act as a default so that progress can be assessed (action 4). In addition, initial research needs to be conducted to determine what desirable goals are achievable. Certain factors need to be considered such as future population trends and impacts on present/future environments. Next, a framework of policies and plans needs to be developed (action 5). This framework should be comprehensive with details on how to accomplish the goals that have been set out. Significant opportunities for citizen participation need to be included in this framework. Actions then need to be carried out as outlined in the framework (action 6). Monitoring and assessment needs to be continuous and compared to the initial research to determine if the desired direction is being followed (action 7).

A framework of sustainable urban development criteria can be grouped into biophysical, non-biophysical, and policy categories with a number of indicators in each. Biophysical indicators concentrate on environmental criteria such as air and water quality, threatened species, and waste generation. Non-biophysical indicators concentrate on development practices such as land use management and transportation. Policies act as a guide to ensure non-biophysical management techniques are protecting the biophysical components.

The following section provides a list of indicators identified from literature and from case studies that can be used to assess sustainable urban development. Looking at indicators from case studies is important because direct measures can be taken to assess what management

techniques have worked and are practical which is not possible from a literature review.

4.1 IDENTIFIED INDICATORS FROM A LITERATURE REVIEW

A number of indicators have been identified by organizations and through a literature review. The organizations I will include are:

- National Roundtable on the Environment and Economy (NRTEE)
- The Organization for Economic Cooperation and Development (OECD)
- The Pembina Institute

Table 2 summarizes the indicators identified by the above listed organizations and literature review.

Source	Indicator
NRTEE	<i>Biophysical</i> Air quality, water quality, greenhouse gas emissions, amount of forest cover and amount of wetlands
OECD (OECD Environment Directorate 2004)	<i>Biophysical</i> Air quality, water quality, greenhouse gas emissions, ozone depleting substances, waste generation, biodiversity, forest resources, fish resources <i>Non-biophysical</i> Intensity of water usage, intensity of forest usage, intensity of fish resource usage, intensity of energy usage
Pembina Institute (The Pembina Institute 2005)	<i>Biophysical</i> Air quality, water quality, greenhouse gas emissions, amount of wetlands, amount of peatlands, forest fragmentation, amount of hazardous and landfill waste, biodiversity, park and wilderness protection, agricultural sustainability <i>Non-biophysical</i> Intensity of energy usage, intensity of natural resource usage, intensities non-renewable energy resource extraction
(Huang et al 1998)	<i>Biophysical</i> Water quality, amount of natural areas, biodiversity, agricultural productivity, <i>Non-biophysical</i> Intensity of fossil fuel usage, water availability, population density, transportation, dependency on external sources (electricity, food), accumulation and treatment of municipal waste, recycling, environmental management and protection (available funds)

Table 2 Indicators from a literature review

Many of these indicators are the same and will later be grouped into categories in the normative model in section 5.

4.2 CASE STUDIES

To accommodate the rapid increase in urban population, a holistic land management approach needs to be incorporated. Citizens should live in an urban center that meets their everyday needs with an

appropriate standard of living. Cities around the world, particularly in North America, have been growing and developing on the outskirts of their downtown core, otherwise known as urban sprawl. The environmental degradation associated with this type of development, is starting to be realized in Canada. Cities around the world are developing strategies to promote sustainable living that does not degrade the environment and at the same time increases the quality of life of citizens.

Two case studies will be described that demonstrate how sustainable urban development initiatives have been incorporated. Seattle, Washington and Mannheim, Germany.

4.2.1 Seattle, Washington, US

In November of 1990, 70 Seattle citizens gathered together to discuss the legacy they should leave for future generations. They discussed many issues such as environmental, social, and economic problems facing the city today and the detrimental problems that will arise in the near future if action is not taken immediately (AtKisson 1996). This group called themselves 'Sustainable Seattle'. At the time local government officials were not interested in sustainability or in progress towards it. 'Sustainable Seattle' was completely volunteer based in the initial stages of development and therefore many challenges faced them. However, the group did have the right timing, motivation, commitment and skilled facilitation. The group's formation was coordinated around the time of the 1992 Earth Summit in Rio de Janeiro and therefore the term sustainable development was the new 'hot topic' (AtKisson 1996).

Five years later in 1995, 'Sustainable Seattle' achieved their first victory: developing a set of indicators that would be used to assess and monitor the sustainability of Seattle. Numerous barriers were overcome by this group. They built trust among the participants, established a relationship of credibility and legitimacy with decision makers and the media, included hundreds of creative citizens in participating, retained highly skilled individuals and successfully presented technical data (AtKisson 1996). Their biophysical and non-biophysical indicators include:

- Spawning wild salmon
- Wetland health
- Biodiversity
- Soil erosion
- Pedestrian friendly streets
- Impervious surface area
- Air quality
- Open space
- Population growth rate
- Residential water consumption
- Waste and recycling
- Pollution prevention and renewable resource use
- Farm acreage
- Miles traveled by vehicles and fuel consumption
- Renewable and non-renewable energy uses
- Asthma hospitalization rate for children

(AtKisson 1996)

'Sustainable Seattle' is an example of the power citizens can have in their communities. The above indicators were developed completely by citizens through a volunteer oriented process. These indicators were later adopted by council and implemented into Seattle's Comprehensive Plan policy (Seattle's Comprehensive Plan 2005). The key focal points in this plan, support sustainable urban development and include citizen involvement, policies with timeframes and courses of action. The

document emphasizes urban villages that allow for neighbourhoods to be self sustainable and integrate mixed land uses with high residential densities. Furthermore, the emphasis is placed on redeveloping downtown canters rather than promoting urban sprawl (Seattle's Comprehensive Plan 2005).

4.2.2 Germany

The Federal Government of Germany had developed an initiative called Perspectives for Germany: Our Strategy for Sustainable Development. This document outlines 21 key indicators for sustainable development and the aim is to determine a balance between the needs of today's generation and the life perspectives of future generations (Federal Government Press and Information Center 2002). Their model puts emphasis on:

Management rules for sustainability, which in conjunction with the indicators and targets and also a regular monitoring system to measure results, form the management concept for sustainable development. (Federal Government Press and Information Center 2002).

10 out of 21 key indicators focus on environmental sustainability. These biophysical and non-biophysical indicators are:

- Energy and raw materials productivity
- Emissions of the six greenhouse gases covered by the Kyoto Protocol
- Proportions of energy consumption from renewable energy sources
- Increase in land use for housing and transport
- Development of stocks of selected animal species
- Transport intensity and proportion of freight transported by rail
- Proportion of organic farming and nitrogen surplus for the whole agricultural sector
- Concentrations of air pollution
- Satisfaction with health
- Expenditure on development cooperation

In addition, the German Federal Government places emphasis on energy productivity, land use for housing and transport, and research and development with the incorporation of pilot projects (Federal Government Press and Information Center 2002).

A council for sustainable development has been appointed and citizens have the opportunity to reply and make recommendations on the strategy throughout the whole development process starting with the first draft. The government realizes this strategy is a long term process and amendments will need to be made. To address the dynamic nature of sustainable development, the Federal Government presents a report on the state of sustainability every two years (Federal Government Press and Information Center 2002). A Spatial Planning Report was issued in 2005 and includes indicators that will be used to measure the state of sustainability and provides policies towards transport and environmental planning.

Along with the comprehensive framework towards sustainability mentioned above, the German Federal Government takes a precautionary approach where they invest to solve a potential problem before it becomes a large problem. This is opposite from what western societies do.

Since the 1980's, Germany has been one of the leading countries in implementing legislation towards the development of green roofs. Green roofs are not difficult to implement into existing and new structures, have shown to improve air quality, reduce storm water runoff and inner city heat, and reduce noise pollution and moderate temperature (Overtveld 1990). Germany's green roof industry has grown an average of 15 to 20 percent annually since the 1980's. By 1989, one million square meters of roofs had been greened; by 1996 this number

increased to 10 million square meters (Nowak 2004 in Peck et al 1999). In 2004, over 80 German cities offer incentives to contractors for constructing green roofs and this has become a multi million dollar industry (Green Roof Industry Support 2004 in Nowak 2004).

As an example, Mannheim in West Germany has a number of policies in place that help improve environmental sustainability. In 1988, Mannheim passed a green roof bylaw for all new developments. In addition, new developments in the city core must follow strict bylaws. These include: the seeding of front lawns (front lawns cannot be used for parking or storage); the planting of one tree of a minimum size for every 150square meters of lawn space; the planting of one tree for every three parking spots; and parking surface must be interlocking brick which will allow for grass to grow in between and for water to penetrate through (Overtveld 1990).

Germany in terms of sustainable urban development appears to be further advanced than many other countries such as Canada. Their strategy towards sustainable urban development is complete in the sense that a framework exists, is accepted by the general public and has implementation and monitoring plans.

5.0 NORMATIVE MODEL

From the identified indicators in the literature review and case studies, a normative model or framework of indicators has been developed as shown in Table 3. Recall that these indicators only measure sustainable urban development in an environmental context.

Biophysical	Non-biophysical	Policies
<p>Ecological Sustainability -biodiversity (endangered and threatened species) -fish habitat -wildlife habitat -Areas of Natural Scientific Interest (ANSI)</p> <p>Land Resource Management --brown field redevelopment -agricultural land protection -wetland health -forest land -land fill constraints -water resource planning -environmental corridors and ecological linkages</p> <p>Water Quality -waste water treatment -monitoring -pesticide use</p> <p>Air Quality -monitoring -greenhouse gas emissions</p>	<p>Land Use -waste management -commercial land uses -mixed land uses -residential densities - downtown redevelopment</p> <p>Transportation and Mobility -public transit -roads -road designs -railways -parking -bike routes -pedestrian movement</p> <p>Cultural Heritage Protection -cultural heritage resources -archaeological resources -visual quality</p> <p>Green Technologies -porous asphalt -green roofs</p> <p>Renewable Energy -wind, biomass, small hydroelectric</p> <p>Resource Use Intensities -water consumption -energy consumption</p>	<p>Citizens/NGO -education -participation</p> <p>Identification of Indicators -method formulation (conceptual framework) -initial resource inventory</p> <p>Policy Implementation - strict policy and by-laws -timeframe</p> <p>Monitoring/Assessment -Environmental Impact Studies (EIS)</p>

Table 3 Framework of indicators to be used to assess sustainable urban development initiatives.

Many of these categories can be expanded when applying to a particular location. For example, biological oxygen demand (BOD) may be added as an indicator to measure water quality. Green technologies and renewable energy will also need to be updated as they are made feasible.

6.0 ASSESSMENT

Part of this assessment will be incomplete due to recent incorporation of the Greenbelt and Places to Grow Act. Modifications need be made to Guelph's Official Plan to amend these new policies.

The assessment occurs in two parts. The first part will be a general checklist determining if indicators of environmentally sustainable urban development are present or not. The second part will discuss selected criteria in detail such as the Transportation Plan.

6.1 ASSESSMENT PART 1

Table 4 is a list of the indicators with highlighted YES or NO boxes indicating if the indicator is presented in The City of Guelph Official Plan. Boxes that are shaded YES and NO indicate that the indicator was only applied to part of the criteria. The Comments column provides further explanation.

Table 4 Assessment of indicators towards the City of Guelph Official Plan

CRITERIA	YES	NO	Comments
BIOPHYSICAL INDICATORS			
<i>Ecological Sustainability</i>			
Fish habitat			EIS required for new development
Wildlife			EIS required for new development
ANSI			Protects and recognizes these areas. EIS required for new development
<i>Land Resource Management</i>			
Brown field redevelopment			Outlines the city's policies and requirements to clean up contaminated properties
Agricultural land protection			Not mentioned
Wetland health			EIS required for new developments but no new developments allowed on provincially significant wetlands
Forest land			EIS required for new development
Water resource planning			Develop a water resource protection strategy for the identification, evaluation, and protection of these resources. Ex. Arkell Springs Water Resource Protection Act
Environmental corridors and ecological linkages			Encourages connections of these features
<i>Water Quality</i>			
Waste water treatment			To protect the quality of water resources upstream and downstream of the wastewater treatment facility;
Monitoring			Will be included in the water resource protection strategy
Pesticide use			Mentioned only in the Victoria Road North Secondary Plan
<i>Air Quality</i>			
Monitoring			Implementation through the Climate Change Protection Program
Greenhouse Gas Emission reduction			Implementation through the Climate Change Protection Program
NON-BIOPHYSICAL INDICATORS			
<i>Land Use</i>			
Waste Management			Current wet/dry system shows environmental leadership in minimizing waste
Commercial land use			Ensure adequate amount of commercial development for projected demographics focusing on the C.B.D
Mixed land uses			Promote the continued mixed use and intensification of commercial, residential and office use
Residential land use			Ensure adequate amount of residential development for projected demographics
Residential densities			Low, medium and high residential densities have been designated
Downtown redevelopment			C.B.D. is no longer commercial and community focus of the city.
<i>Transportation and Mobility</i>			
Public transit			Continuously upgraded with planning and development of the City
Roads			Official Plan recognizes that the automobile will be the primary mode of transportation
Road designs			Ring road systems to direct traffic around the City and grid system within the City
Railways			Continue to support the City-owned Guelph Junction Railway Company
Parking			To ensure and encourage adequate off-street parking facilities.
Bike routes			City supports facilities and programs that encourage walking

Pedestrian movement			City supports facilities and programs that encourage the use of bicycles
Cultural Heritage Protection			
Cultural heritage resources			Identify, restore, protect, enhance and maintain cultural heritage resources
Archaeological resources			Archeological assessment required under the Ontario Heritage Act for potential sites
Visual quality			To promote visual enhancement of the overall image of the city .
Green Technologies			Not mentioned
Renewable Energy			Not mentioned
Resource Use Intensities			
Water consumption			To decrease water consumption and waste water output
Energy consumption			To promote energy efficiency and decrease energy consumption
POLICIES			
Citizens/NGO			
Education			Mentioned only in the Climate Change Protection Program
Participation			As outlined in the Planning Act and its regulations
Identification of Indicators			
Method formulation (conceptual framework)			None specified
Initial resource inventory			None specified except for air quality under the Climate Change Protection Plan
Policy Implementation			
Strict policy and by-laws			One zoning by-law; no strict policies
Time frame			None specified
Monitoring/Assessment			
Environmental Impact Study (EIS)			Required for any development proposal that may negatively impact a natural heritage feature or its ecological function

Table 4 Assessment of indicators to the City of Guelph Official Plan

Identifying that these particular components should be protected is the first step towards implementing sustainable development. The Official Plan has most of the indicators presented in the normative model presented in section 5. However, strict policies need to be implemented to ensure that these components will be protected. Table 4 shows this is not the case for many indicators in the Policies category.

6.2 ASSESSMENT PART 2 AND DISCUSSION

6.2.3 Overall

The Official Plan does a good job in defining what significant biophysical and non-biophysical components exist in Guelph. However,

he Official Plan does not indicate specifically how these components are going to be protected. The City does not have any plans in place to monitor most of these indicators. Without quantifiable indicators, it will be very difficult to determine if these significant components of our ecosystem are being degraded or improved.

6.2.4 Biophysical Indicators

These indicators can be measured quantitatively. For example, pesticide levels in water resources and number of species can be measured. The importance of conducting base line studies and comparing them to a future study to determine if the management practices were successful cannot be stressed enough.

6.2.2.1 Ecological Sustainability

The Official Plan outlines policies requiring Environmental Impact Studies on all developments that have a potential to negatively affect the surrounding environment. Areas that support a wide array of species such as wetlands and forests are protected as are ANSI.

6.2.2.2 Land Resource Management

The Official Plan illustrates the locations of significant wetlands, forests, reserve lands and aggregate resource areas. All of these areas have no development policies in place. These areas are classified as open spaces, core greenlands and non-core greenlands. Linkages were created to connect these areas throughout the City. The Official Plan provides acceptable policies in protecting these valuable resources.

Guelph has developed a comprehensive brownfield remediation strategy. The City's Brownfield Strategy identifies the benefits or remediation and outlines clear concise actions that need to be taken, financial incentives and monitoring plans.

The City does not have any strategies or policies in place to protect the prime agricultural land within and surrounding the City of Guelph. Intensification within City boundaries places less pressure on expanding onto the surrounding prime agricultural land.

6.2.3 Non-biophysical Indicators

Some of these indicators can be measured quantitatively such as residential densities and the number of public transit commuters. The indicators that are quantifiable should be continuously monitored so that management strategies can be modified to promote sustainable urban development. Secondary Plans have been developed for the areas of Guelph where urban development is expected or is currently taking place. These plans are necessary so that more detailed objectives and policies can be provided.

6.2.3.1 Secondary Plans

The Official Plan identifies four Secondary Plans for the following areas:

- Eastview
- Goldie Mill
- South Guelph
- Victoria Road North

These plans have been developed to provide more detailed planning objectives and policies for development activities. The South Guelph Secondary Plan will be discussed.

The South Guelph Secondary Plan has a complimentary South Gordon Community Plan. The purpose of this plan is to provide additional guidance to the development of this area following the principles of the Official Plan. Figure 2 shows the specific designation of land uses for the South Guelph community area.

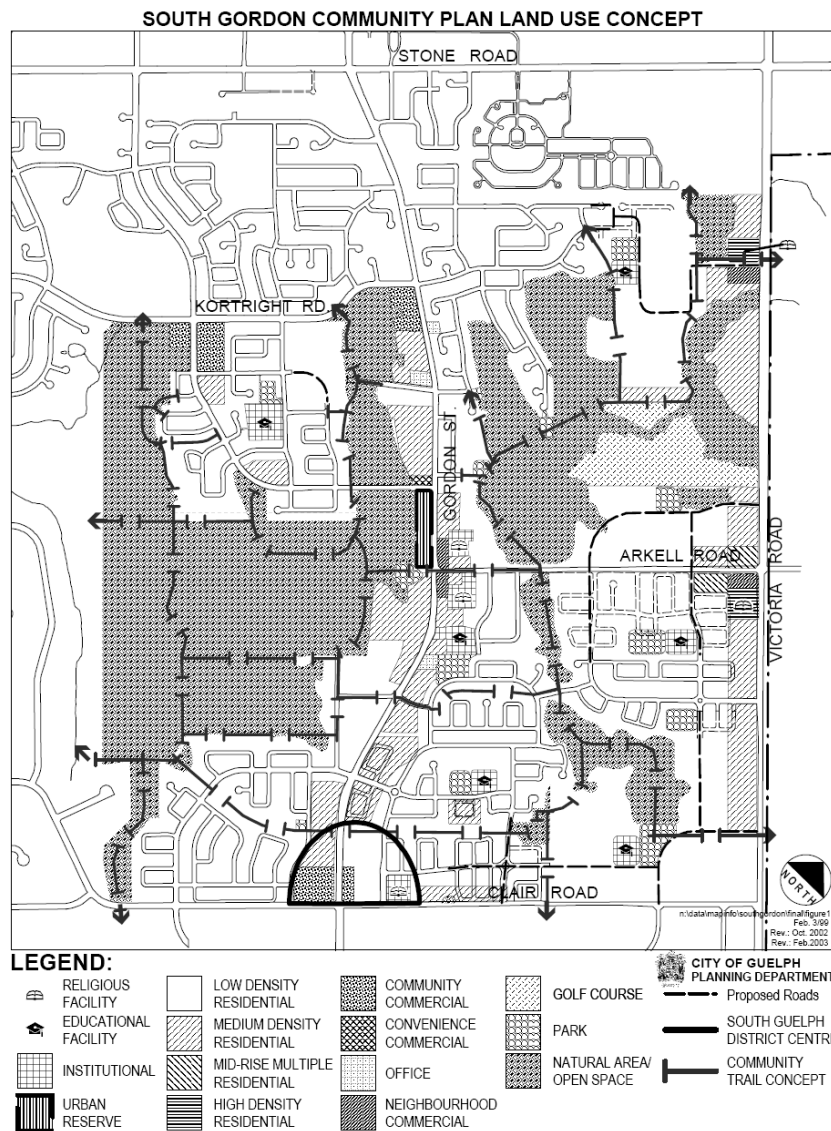


Figure 2 Land use designations for the South Gordon Community Plan area (Modified from South Gordon Community Plan, 2003)

A positive note on land use shown in Figure 2, is the amount of natural area and open space. A negative note is the abundant amount low density residential land use. The only high residential land uses shown, have designated religious facilities located on them.

Figure 2 shows a poor mix of land use types. Only three parcels of land are designated for office use. The amount of commercial land designations is sparse as well. Guelph emphasizes the vision of its residents being able to live, work, and play within their communities. An urban form objective for this location states

Encourage mixed use that minimize travel requirements between home and work or shopping, that make efficient use of municipal infrastructure, and that are generally economically, environmentally or socially desirable provided that the requisite amount of industrial and residential area and servicing arrangement are provided.
(City of Guelph Official Plan 2001, pg. 29).

With only three parcels of office land and little commercial area, residents will not be able to work in this community and fulfill this objective.

An objective for the South Guelph Secondary Plan Area in Section 3.6.31, pg. 29 of the Official Plan 2001 states “Develop a safe, efficient and convenient transportation system that provides for all modes of travel and relies on a fine grid of interconnected roads”. Figure 2 shows a non-grid pattern of road networks planned for this neighbourhood.

The South Guelph District Centre (SGDC) is designated as a community commercial centre. “High density residential and mid-rise residential apartment buildings will be encouraged within and adjacent to the SGDC” (South Gordon Community Plan 2003, section 11.3.4). It

is evident from Figure 2 that only medium density residential plans surround it. This is example where ‘encouraging’ a plan does not guarantee the desired results. A policy should have been made, or can possibly still be amended that **requires** high density residential buildings to surround the SGDC.

The Official Plan identifies the Central Business District (C.B.D.) as the commercial and policy focus of the city. The Official Plan then states there is a high priority to complete a Secondary Plan for this area. If this area is such a high priority, a Secondary Plan should already be in progress if not completed at the time of the 2005 Consolidation. Unfortunately, a timeframe as to when this study will begin is not identified. A concept plan has been developed as shown in Schedule 6 of the Official Plan, however this is not indicative of the initial stages of a Secondary Plan of the area.

6.2.3.4 Commercial Policy Review

The Official Plan directed the C.B.D. as the primary commercial centre. An amendment was conducted to redirect commercial centres away from the C.B.D. to the four corners of the city (Commercial Policy Review 2005). The amendment was approved by council in July of 2005. This amendment is called the Commercial Policy Review. The amendment completely discarded the following Official Plan policy:

It is the policy of this Plan to retain the C.B.D. as the main concentration of commercial activity and to encourage its development as a regional centre providing institutional, recreational, residential, and a full range of commercial, office, administrative, entertainment and cultural uses.
(City of Guelph Official Plan 2001, section 7.3.2).

This amendment takes away the focus of revitalizing and intensifying the C.B.D. By doing this, focus is then relocated to other areas within the City. The amendment also discarded the following two objectives of the Official Plan:

This Plan encourages new format, "Big Box" warehouse retailers to locate within the 'Commercial Centre' and 'Central Business District' designations of this Plan.

If a new format, "Big Box" warehouse retailer wishes to locate outside of the designated 'Commercial Centres' and 'Central Business District' of this Plan, an Official Plan amendment will be required. Dependent upon the size of the proposal, impact studies as outlined in policy 7.4.24 may be required.

(City of Guelph Official Plan 2001, section 7.4.5).

Redirecting Big Box retailers to the outskirts of the City will increase citizens reliance on the automobile and decrease the value of the downtown core encouraging urban sprawl even further.

Controversy has for at least five years been shown on locating a site for Wal-Mart. Wal-Mart is a Big Box store. The chosen location by Wal-Mart was on the north-west corner of Woodlawn and Woolwich (Residents for Sustainable Development in Guelph 2005). This location conflicts with two cemeteries and the Ignatius Jesuit Centre. Section 3.6.13 of the Official Plan states:

Parks, schools, places of worship and other community facilities should be established in visually prominent, central and accessible locations to serve as neighbourhood focal points or gathering places. These focal features should have good access to all forms of transportation, be created to a high standard of design, and include uses serving the local community.

The Ignatius Jesuit Centre is a place of worship and the cemeteries are community facilities that are respected by many citizens within the

community. Placing a large Big Box store directly around them would decrease the visual appeal as a neighbourhood focal point.

6.2.3.3 Transportation/Mobility

A compact urban form, focusing on intensification, promotes cost effective measures for the public transportation sector. The City of Guelph completed a comprehensive Master Transportation plan in 2005. The report shows that the number of public transit users decreased from 6.1% in 1996 to 5.2% in 2001 (Guelph-Wellington Transportation Study 2005). The City needs to make public transportation more convenient than the personal automobile. A successful Transportation Demand Management (TDM) strategy was developed by the University of Guelph. Measures were taken to give priority to pedestrians, bicycle and pedestrian trails, the bus pass system as well as parking restrictions. These management techniques reduced single occupancy vehicles to 35% (Guelph-Wellington Transportation Study 2005). These results show promising base to apply a TDM to other areas of Guelph.

The City should increase transportation routes for bicycles and large vehicles particularly to areas of major employment and nodes as shown in Figure 3.

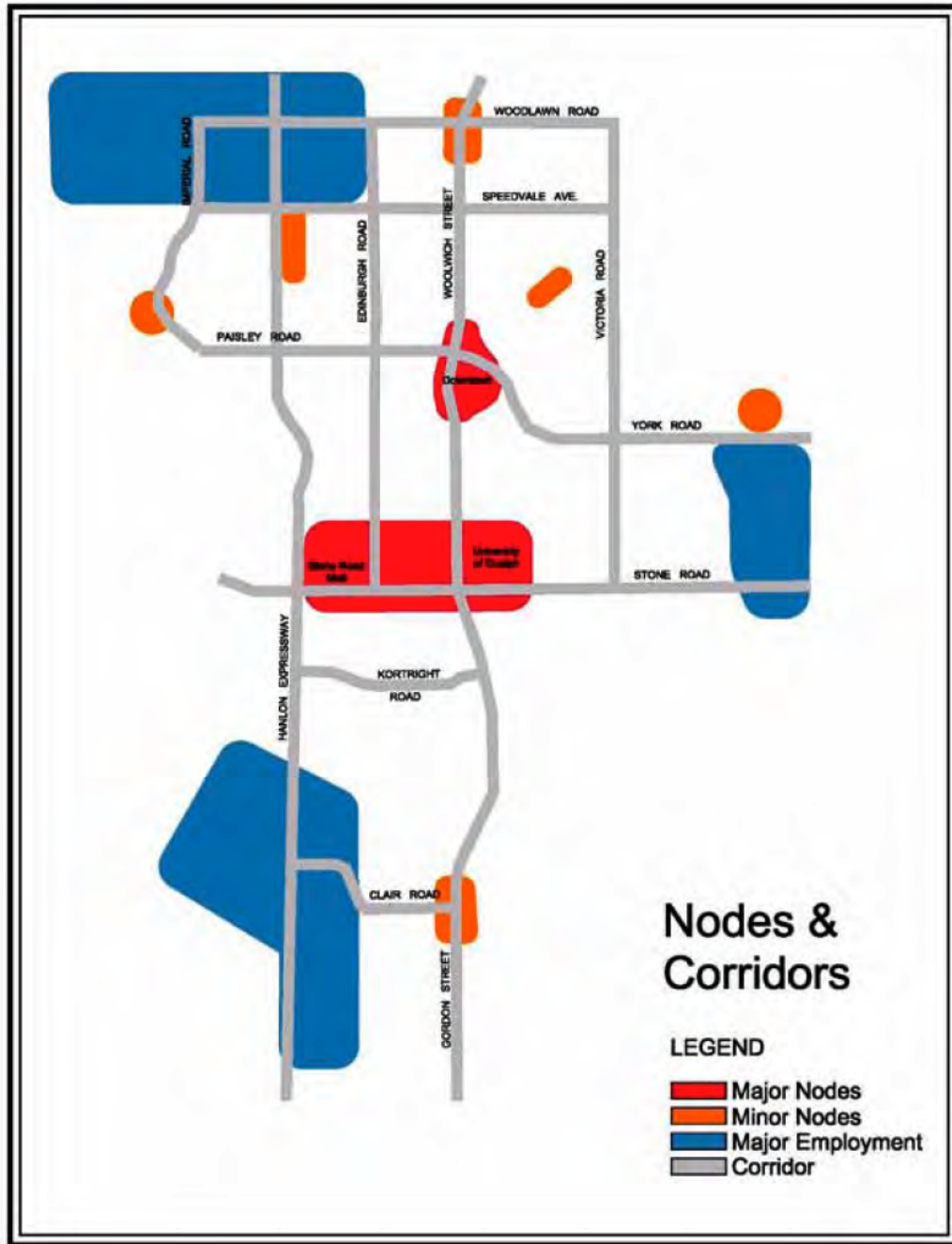


Figure 3 Proposed nodes and transit corridors (Guelph-Wellington Transportation Study 2005)

The major employment locations occur along the perimeter of the City where the majority of these workers rely on their automobiles for transportation because the public transportation system is inefficient or obsolete at these locations.

The 2005 Guelph-Wellington Transportation study indicates urban land forms can significantly increase ridership as well. A traditional grid road system will increase connectivity for public transit routes, bicyclists and pedestrians. This comprehensive plan shows a great potential for implementation. There was a significant amount of public consultation and timeframes for actions to be taken and completed are provided. This Transportation Master Plan is an appropriate first step to help support sustainable urban development.

Figure 4 shows the Bicycle Network Plan for the City of Guelph. Overall, the existing and proposed network provides bicyclists with a sufficient diversity of routes to travel throughout the City. However, some specific and highly important modifications need to be amended. Most importantly, Woodlawn Road in the north end of the city is an area that employs a significant amount of people between Edinburgh and Elmira Road as shown in Figure 3. This area currently does not have any bike lanes and most portions of the area do not even have sidewalks. Multiple bike paths lead up to but do not progress past or along Woodlawn Road. Speedvale Avenue also does not have sufficient amount of bike lanes. This makes traveling east and west very dangerous in the north end of Guelph without a vehicle. In addition, public transportation is inefficient along Woodlawn Road in terms of the time it takes to get to the downtown core. Therefore, the only efficient way for workers to get to this location is by their own personal automobile. This is not acceptable and does not comply with The Official Plans objectives. Other routes seem to have gaps where the proposed bike route disappears for some distance. Examples include, Victoria Road between York and Elizabeth, Edinburgh Road between Waterloo and Paisly and Stone Road west of the Hanlon Expressway. These may be small gaps, however, still a significant safety concern.

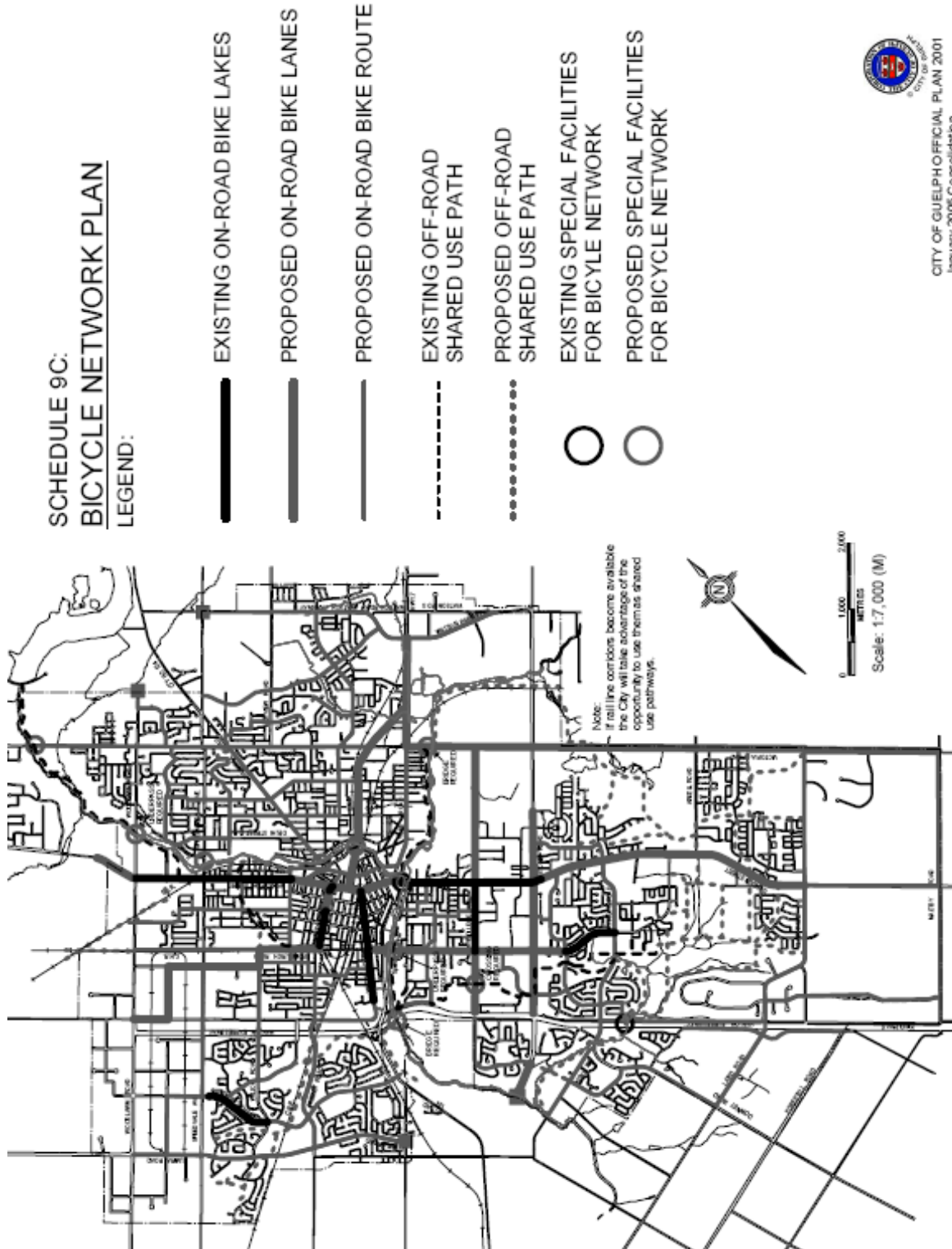


Figure 4 Bike network plan for the City of Guelph (City of Guelph Official Plan 2001)

A number of intersection improvements as well as road widening operations are outlined as well. These initiatives should help in preventing traffic congestions which should allow public transit to operate more quickly.

6.2.3.4 Energy Efficiency and Climate Change

The city will encourage energy efficiency through conservation efforts such as retrofits. A Climate Change Protection Program has been implemented to reduce greenhouse gas emissions and decrease energy consumption in 1998. This will be done by preparing baseline emissions analysis, establishing reduction targets for the community by the year 2010, develop action plans with the leadership of city officials to raise awareness and establish a monitoring system to measure the success of this program (City of Guelph Official Plan 2001). By 2000, the plan had reduced water and wastewater flows, transit ridership has increased by 9:3%, greenhouse gas inventories were completed in 1994 and 1999 and the Air Quality Monitoring Station was recommissioned (Climate Change Protection Program 2001).

Unfortunately, this program has not had any updates since 2001. An official document outlining progress and plans is not available either. The amount of water and wastewater reduced was not provided. Although the Climate Change Protection Program has well thought out initiatives, implementation procedures need to be reviewed and incorporated into an official policy document with specific targets and goals to be achieved within a specified time frame.

A public Community Energy Strategy Meeting was held on December 5, 2005 in the Guelph. This meeting educated the public on global energy concerns, energy efficiency options, provided case studies

of what other municipalities are doing and addressed implementation possibilities for the City of Guelph. This strategy is in the early stages of development and a positive public support was apparent.

6.2.3.5 Visual Enhancement

A number of community enhancement projects have been identified such as streetscape enhancements. Exact locations have been identified however, no plans or specifications have been determined. The Official Plan states

While there are no pre-determined plans or specifications, it is important to note that as capital projects are planned and development is approved, streetscaping should be incorporated.

(The City of Guelph Official Plan 2005, pg.24, section 3.6.29).

A Tim Hortons warehouse and distribution centre is currently under construction on the east side of the Hanlon Parkway (Insight Guelph 2005). This large facility is a white box in plain view to commuters along the Hanlon Expressway. Section 3.6.19 of the Official Plan states:

This Plan promotes high quality urban design for commercial, industrial and institutional areas to assist in improving the overall image of the City. These policies will apply to non-residential areas that are highly visible from the public realm, such as:

- a) Locations along major roads with a high degree of public exposure;
- b) Locations adjacent to the Speed and Eramosa Rivers;
- c) Locations adjacent to parks or other public open spaces;
- d) Locations that interface with residential neighbourhoods

A large white box does not promote a high quality urban design although this may be a subjective view.

6.2.3 Policy Indicators

The current council does not place emphasis on public participation. They abide by the policy set in place for the minimum amount of public consultation as outlined in the Planning Act and its regulations. Table 1 compares the amount of public consultation when SmartGuelph was developed by a previous council and the amount of consultation for the Strategic Plan 2005 with the current council. Smart Guelph involved over 1200 citizens while the Strategic Plan allowed only 18 days for public input to formulate a response (GCL 2005) The more time designated for public review, the greater the influence citizens generally have on the final document. This is important because a community should reflect what citizens want rather than what council members want.

The Official Plan mentions, in several sections, policies to promote alternative technologies and development techniques that can further enhance the surrounding environment. However, no technologies or techniques are identified and therefore it is very difficult to implement something that has yet to be identified.

The terms, “promote”, and “encourage” are regularly used throughout the Official Plan. A policy using these terms signifies that a solid commitment can not be made at this point in time. This may be due to a lack of research. Therefore, policies and possible by-laws should be researched so that implementation plans can be made within a reasonable timeframe. Promoting and encouraging does not always accomplish the objective in a reasonable timeframe or at all for that matter. For example, the city promotes the planting of trees. A similar by-law could be made, as in Germany has implemented, where one tree

of certain size must be planted for every three parking spots in a parking lot.

7.0 RECOMMENDATIONS

Urban designs have a major impact on the sustainability of a city's growth and have a significant influences on the surrounding environmental conditions. Traditional road grids for example encourage walking and cycling rather than driving and spread local trips onto more streets. Figure 5 shows an example of two different road pattern networks.

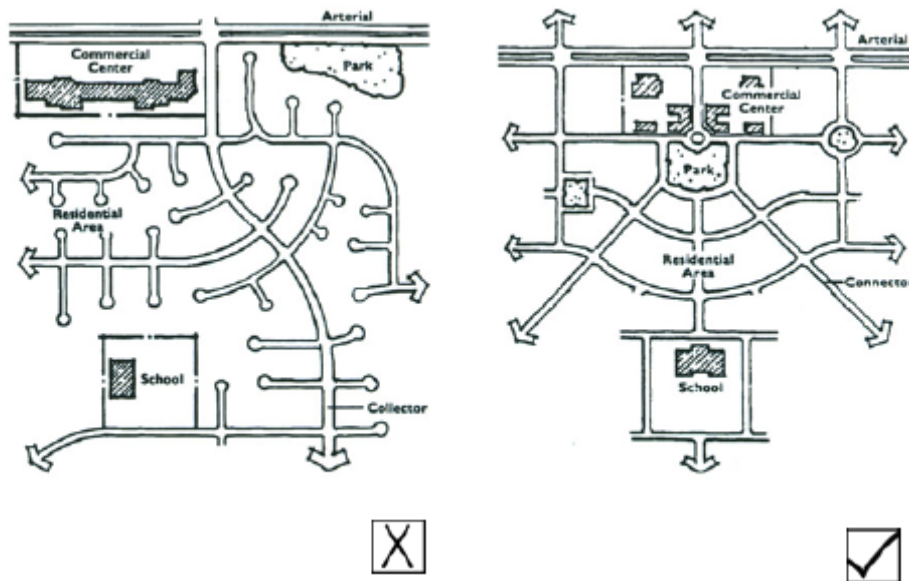


Figure 5 Comparison of present suburban neighbourhood design (left) with a traditional grid pattern (right) (Transit Oriented Development Primer 2004)

Current neighbourhood designs promote urban sprawl. It is evident that the distance needed to travel to get to the main arterial road is much greater on the left design in Figure 5 then on the right traditional grid pattern. This form of development causes residents to rely on their

automobile as a primary method of transportation. Unfortunately, most of the neighbourhoods in Guelph have this design.

Smaller city blocks as shown in Figure 6, have the same benefits as mentioned for neighbourhood developments noted above and have more opportunity for street-facing buildings which promotes visual quality.

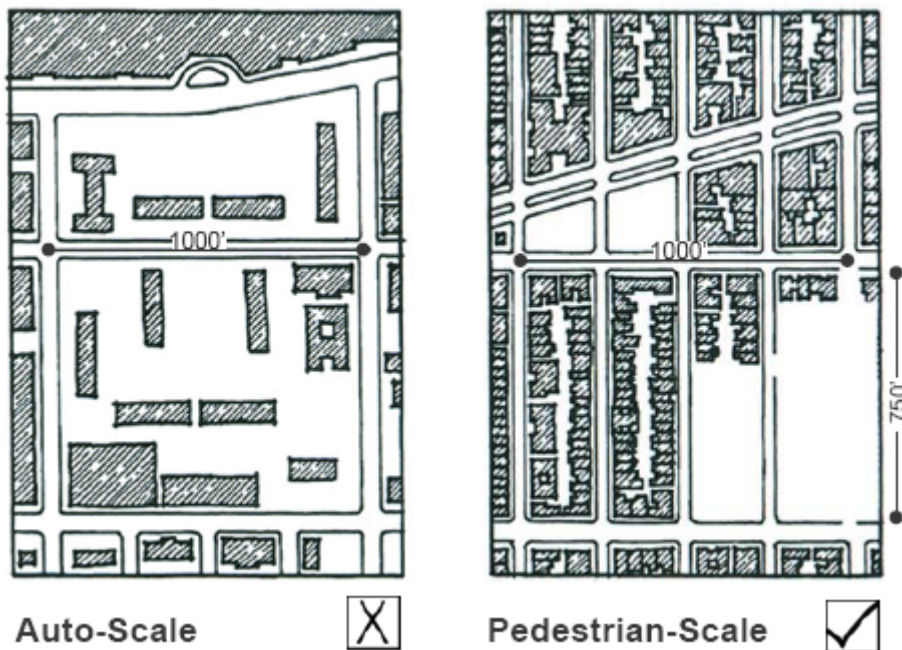
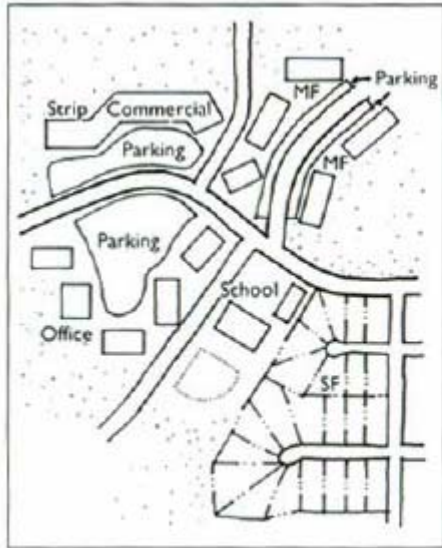
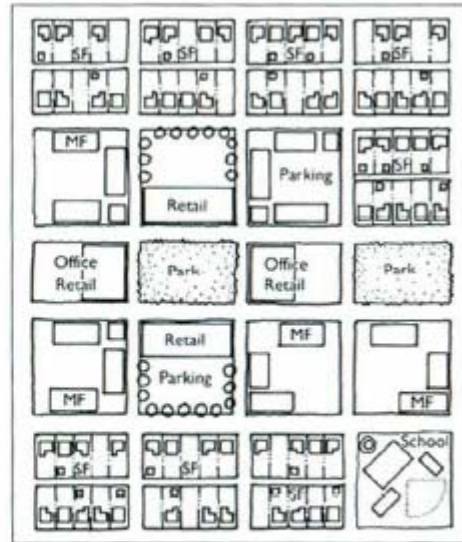


Figure 6 Comparison of city block sizes (Transit Oriented Development Primer 2004)

Figure 7 shows how a mix land use development can significantly increase density. This pattern of development permits residents and workers to walk or shop within their village and rely less on the automobile. Figure 8 shows real life examples of how the components of sustainable neighbourhoods as shown Figures 5 through 7 can appear.



Conventional suburban development



Traditional neighborhood development

Figure 7 Comparing the densities of mixed land uses (Transit Oriented Development Primer 2004)



Figure 8 Pictures of high density, pedestrian friendly, transit oriented neighbourhoods (Transit Oriented Development Primer 2004)

It is obvious when comparing Figures 2 and 4 of Guelph to Figures 5 through 7, that Guelph **has** and **is** continuing to develop into suburban neighbourhoods. These low density, automobile oriented developments place stress on the City's surrounding environmentally significant countryside. To change these patterns, the City needs to reexamine the potential patterns of future developments. This should be done with the aid of planners who have experience in planning neighbourhoods with similar concepts to those presented in Figures 5 through 8. Most planners can do this; their mandate for the type of development comes from elected officials.

The Guelph C.B.D. should be revitalized and intensified. The Commercial Policy Review discarded many of the policies outlined in the 2001 Official Plan that were aimed towards doing this. I believe that further investigation is needed into the existing Commercial Policy review. Environmental Impact Studies should be conducted such as potential effects to air quality with an increased personal automobile usage in addition to a comprehensive transportation review. The transportation review needs to particularly look at the north end of the City. This area employs one of the highest amounts of individuals as indicated in Figure 3. The time it takes public transit buses to travel to the downtown core from this area needs to be reduced. The bicycle network also needs to be reviewed in this area. Other transportation issues that need be addressed include:

- Public transportation services should be continued on holidays and Sunday evenings;
- Transfers should accommodate those who need to make a short stop less than 30 minutes and continue on the same bus;

- All additional baggage carried on by the public should be treated equally. Currently hockey equipment is allowed on buses while snowboarding equipment (which requires less space) is not even if it is placed in appropriate carrying cases.

A greater amount of citizen participation is required in ALL policy making decisions. As soon as citizens recognize they have decision making authority, they become more involved in the community. In order for the public to make an educated decision, they need to be educated. This can be done by providing discussion forums such as the Community Energy Strategy meeting on December 5 of 2005. These information sessions can be conducted by councils or by citizens themselves. Community activist groups should also be encouraged and given more decision making power within their communities. The citizen's of Sustainable Seattle are solely responsible for the Seattle's change in direction to becoming more environmentally sustainable.

Policies aimed at improving the sustainability of Guelph in the Official Plan need to be more persistent. Terms such as "promote" and "encourage" do not imply a sense of control. Other policies and by-laws should be incorporated as well that would directly result in decreasing strains on natural resources. For example, a by-law requiring low flow toilets and shower heads, a green roof and tree requirement by-law similar to Mannheim, and increasing the amount of porous surfaces for infiltration, will all aid in preserving Guelph's water quality.

The City of Guelph needs to fund more resources into research and development. Green technologies can significantly reduce our ecological footprint and many are very simple to administer. Pilot projects are an easy way to determine what works best for a particular location. For example new porous asphalts could be developed.

Federal and Provincial Government support and funding is needed to comply with the Places to Grow Act. More funding for retrofits to existing structures will help communities keep their natural heritage values and decrease the amount of resources used.

8.0 CONCLUSION

The 2001 Official Plan for the City of Guelph is in most part moving in an undesirable direction in terms of sustainable urban development when taking into consideration environmental criteria. The biophysical components are for most part being preserved. The non-biophysical components on the other hand are not. Policies relating particularly to the non-biophysical criteria as outlined in the Official Plan are inadequate. It is in my opinion that the greatest concern lies with the development plans of commercial and residential areas. The current policies for these developments support the continuation of urban sprawl within the city. Urban sprawl is not a sustainable approach to urban development.

This municipality was the first to introduce the highly successful WET/DRY recycling program; let's be one of the first city's in North America to become leaders in sustainable urban development. As seen with other city's, a citizen approach in Guelph can highly influence its future growth management. Let's plan for a legacy that we will be proud to pass down to the next generation.

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