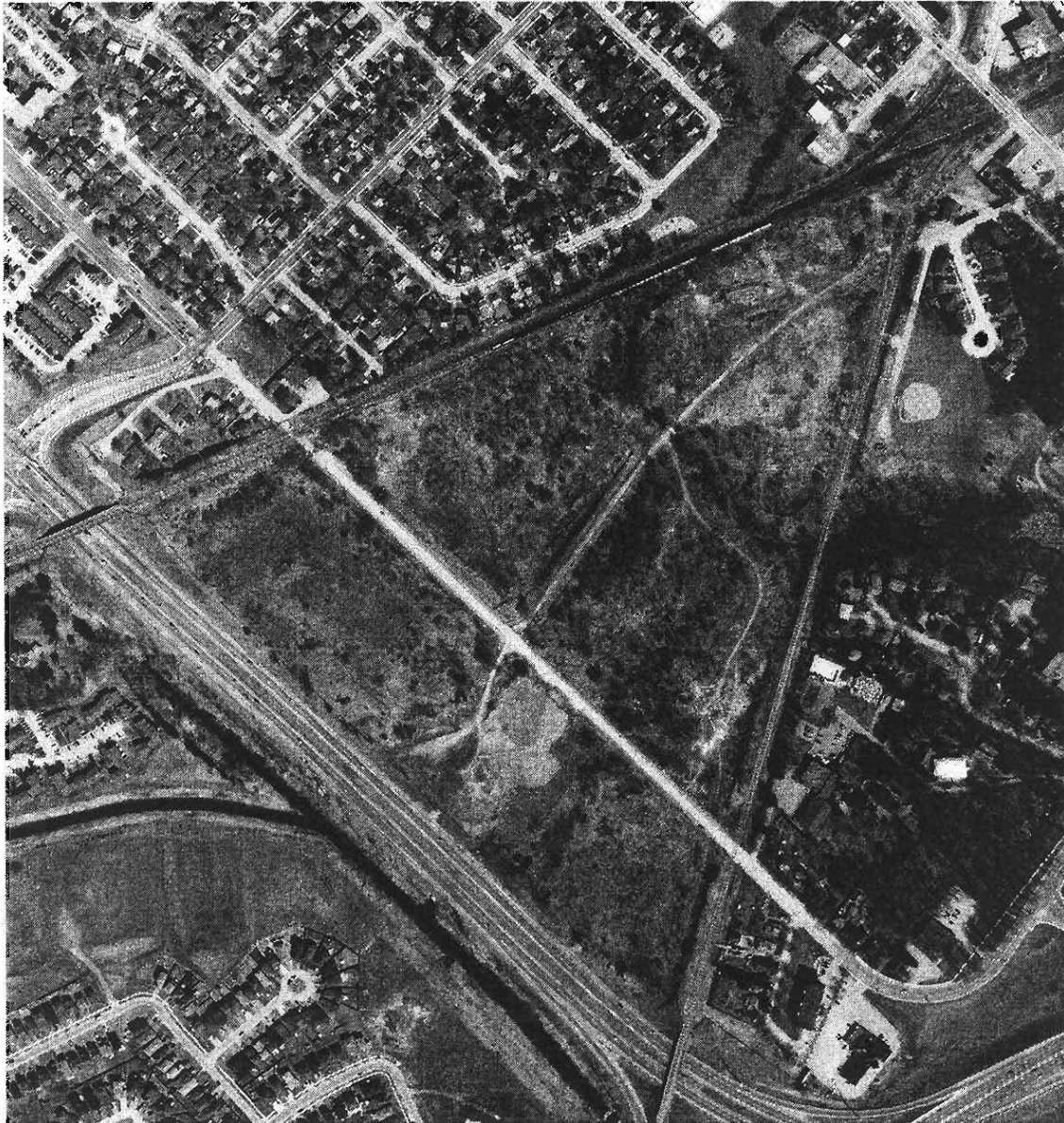


**SILVERCREEK GUELPH DEVELOPMENTS LIMITED  
LAFARGE PROPERTY  
City of Guelph**

**PLANNING STUDY**

**In support of an  
Official Plan Amendment and Zone Change  
For a  
Mixed-Use Commercial Development**



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**Prepared by: Black, Shoemaker, Robinson & Donaldson Limited  
Date: September 2005**

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## **APPENDICES**

Appendix 1	Letter from Director of Economic Development, City of Guelph
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## **1.0 INTRODUCTION**

This report provides background information in support of an Official Plan Amendment and Zone Change by Lafarge/Silvercreek Guelph Developments Limited for land centrally located along the Hanlon Parkway, between Wellington Street and Paisley Road. See Figure 1 – Location Plan

The project team who has been working on the design of this site includes:

- Anne McIlroy – Brook McIlroy Inc. – Public Consultation, Urban Design & Planning
- Ron Gagliardi – Venchiarutti Gagliardi Architects
- Peter Van Arnhem – PVA Engineers
- John Barrington – BA Group, Transportation Consultants
- Sarah Mainguy – North South Environmental
- Jamie Tait – Jamie Tait Research - Market Impact Analysts
- Nancy Shoemaker - Black Shoemaker, Robinson & Donaldson Limited – Urban Planning

The subject property is legally described as Part of Lots 2 and 3, Concession 1, Division 'E' and Part of Lots 3, 21 and 22, Division 'A' and Part of Lots 7, 8, 9, 11, 12, D & E and Part of Napoleon Street (closed by Judges Order Instrument # B21-12480) and all Lot 10, Registered Plan 52 in the City of Guelph. The property is approximately 22 hectares (54.39 acres) in size.

Silvercreek Guelph Developments Limited is proposing to develop this site as a mixed-use commercial node that could include retail development, as well as offices, residential and park/open space. The development concept recognizes Howitt Creek as an open space corridor with an ecological zone connecting the parks and open space to the north and the south of the subject lands and enhancing this linkage with additional park space within the development, along the easterly side of the creek.

## **2.0 PLANNING & POLICY FRAMEWORK**

This section reviews the policies and guidelines that have been considered by the study team as part of the overall analysis of the site development of this property.

### **2.1 Planning Act**

The Planning Act sets out the ground rules for land use planning in Ontario and describes how land uses may be controlled, and who may control them.

#### **2.1.1 Provincial Policy Statement**

Section 3 (1) of the Planning Act, R.S.O. 1990, and c.P.13, as amended establishes that policy statements may be issued by the Minister to deal with matters of provincial interest.

Section 3(5) of the Planning Act establishes that in exercising any authority that affects planning matters, every group who exercises such authority shall be consistent with policy statements issued under Subsection (1) of the Act.

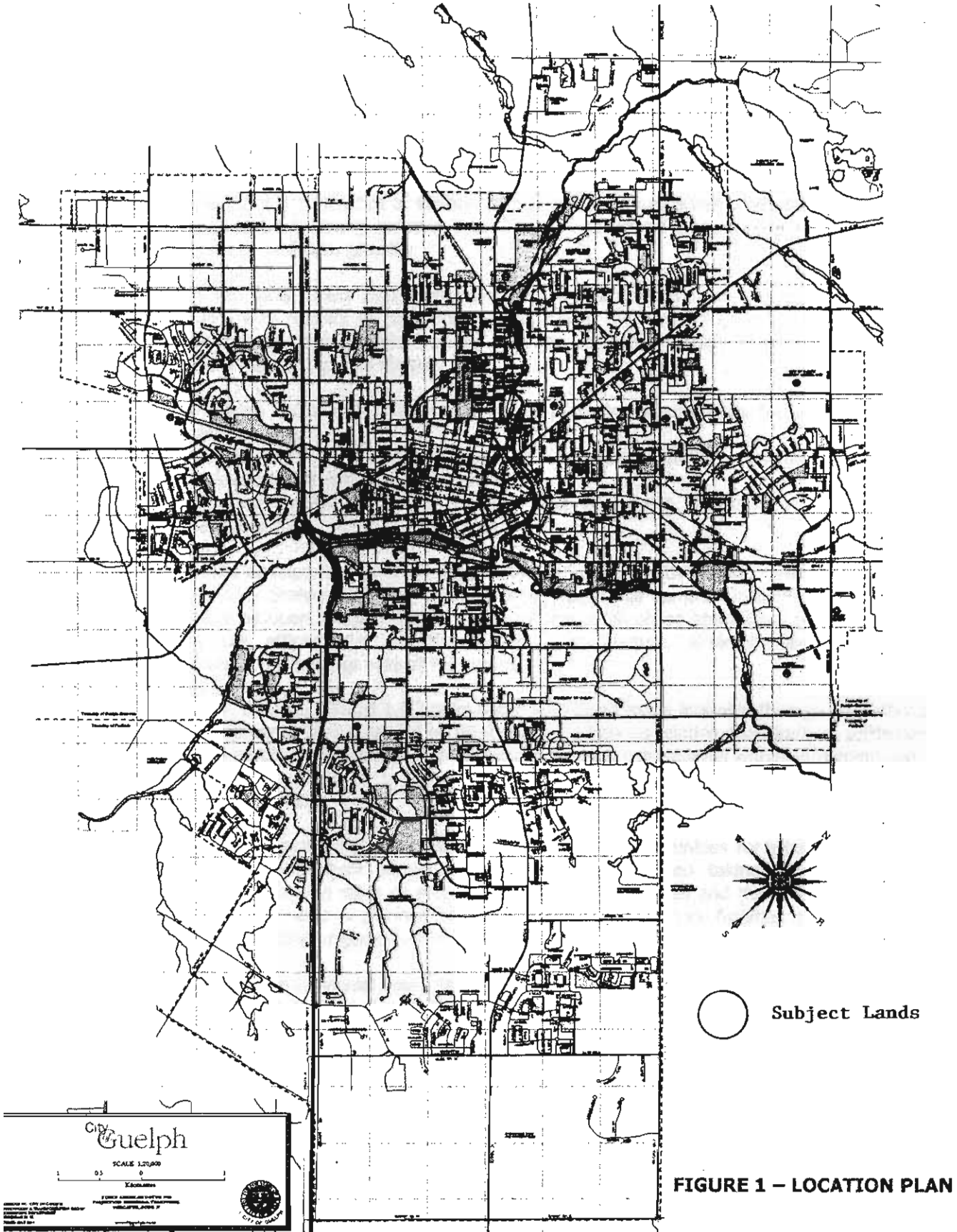


FIGURE 1 – LOCATION PLAN

The Provincial Policy Statement was approved by the Lieutenant Governor in Council, by Order in Council No. 140/2005 and came into effect on March 1, 2005.

The Provincial Policy Statement is intended to promote a policy-led system that recognizes that there are complex inter-relationships among environmental, economic and social factors in land use planning. A healthy economy is vital to Ontario's ongoing prosperity. Wisely managed growth can result in communities which are economically and environmentally sound and which meet the full range of needs of the current and future residents.

It is the policy of the Province of Ontario that efficient, cost effective development and land use patterns will result in strong communities. To this end, urban areas and rural settlement areas will be the focus of future growth.

The 2005 Provincial Policy Statement reinforces and strengthens the policies contained in the previous PPS with respect to "settlement areas" being the focus of growth. It also establishes the importance of "intensification" as an effective tool for managing growth within settlement areas. In this regard, the PPS states:

- Planning authorities shall identify and promote opportunities for intensification and redevelopment
- Development standards should be promoted which facilitate intensification, redevelopment and compact urban form
- Planning authorities should establish and implement targets for intensification and redevelopment within built-up areas

The proposed development of the subject land is consistent with the goals and objectives of the Provincial Policy Statement. The creation of a commercial campus, including retail and office uses, as well as open space linkages, park and residential on an abandoned brownfield site will allow for the efficient use of the existing infrastructure, while increasing employment opportunities in the built-up area of the community.

Under Part 5, Policies, Section 1.1.2 talks about land being made available through intensification and redevelopment. This is carried on throughout the Policies relating specifically to settlement areas and in particular Section 1.1.3.2 setting out the land use patterns within settlement areas.

Section 1.1.3.3. states:

"Planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs..."

Section 1.3.2 of the Provincial Policy Statement only allows lands within employment areas to be converted to non-employment uses if there is a comprehensive review. This is of significance because these lands as industrial lands have been historically used as employment lands. Section 1.1.1b) clarifies that employment lands include industrial, commercial and institutional uses. The subject proposal fits within the definition of the employment lands. It is important to note that the conversion of these lands to a residential use, which is being proposed by some of the neighbours, would require a comprehensive review of the whole City and clearly, based on the wording set out in the Provincial Policy Statement, is being discouraged.

Section 1.7.1c) under Long Term Economic Prosperity promotes the redevelopment of brownfield sites.

## **2.2 Places To Grow**

In addition to the Provincial Policy Statement, the Province released a Draft Growth Plan for the Greater Golden Horseshoe in February of 2005. This document presents the Province's vision of future growth within the GGH area. Its primary focus is on intensification and proposes that all municipalities establish policies and strategies to promote intensification within the built-up areas of the community.

While the Growth Plan references the need to protect employment lands for industrial development, the plan does allow the municipality to consider commercial development on these lands where it can be demonstrated that the property is not required over the long term for employment purposes. Both the owners of this property and the Economic Development Department for the City confirm that historically this site has been unable to attract industrial users. See Appendix 1, which contains a letter from the Director of Economic Development for the City of Guelph, addressing this point. The Market Impact Analysis prepared in support of this application speaks to this matter and concludes that the subject lands are not required for pure industrial development.

Although not included in the "Places to grow" document; it is important to note that the Provincial Policy Statement clearly identifies commercial and office type uses as employment lands.

## **2.3 Bill 26 – Strong Communities Act**

Recent changes to the Planning Act itself through the Strong Communities Act, 2004 brings the Planning Act in line with the directives under the Provincial Policy Statement in that they direct communities to maintain area of settlement boundaries and look to development within the existing boundaries. The importance of the Provincial Policy Statement was elevated by requiring that municipalities make all their land use planning decisions "Consistent with" the Provincial Policy Statement rather than the weaker standard of "having regard to" that existed previously.

## **2.4 The Brownfields Statute Amendment Act, 2001**

This legislation was introduced to encourage the cleanup and revitalization of abandoned and contaminated lands known as brownfields. Redeveloping these sites would result in a more efficient use of existing infrastructure, while cleaning up contaminated sites.

The legislation provides mechanisms for municipalities to fund the redevelopment of brownfield sites and establish clear rules for environmental liability.

## **2.5 City of Guelph Official Plan 2001**

The Official Plan Land Use Schedule 1" designated the subject property as "Industrial" with a "Non-Core Greenlands Overlay". The "Natural Heritage Features and Development Constraints – Schedule 2" identifies a Regulatory Floodline and "Other Natural Heritage Features" bisecting the property.

Lands designated for industrial development will be used primarily for manufacturing, fabricating, processing, assembling and packaging, as well as warehousing, laboratories, computer and data processing, research and development facilities, printing, publishing and broadcasting facilities,

repair and servicing operations, transportation terminals and contractor's yards. Complimentary uses such as corporate offices, open space, recreational facilities and public, institutional and utilities may be considered appropriate for development if they do not detract from the development and operation of the industrial uses.

The proposal to develop a mixed-use commercial node on this property will require an amendment to the Official Plan designation.

Section 2 contains the basis of the Official Plan and Section 2.3 outlines a number of Major Goals. Specifically relevant to this proposal are:

- 2.3.2 Promote a compact and staged development pattern to maintain the distinct urban/rural physical separation and to avoid sprawl and premature development
- 2.3.4 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.
- 2.3.6 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.
- 2.3.11 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
- 2.3.14 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.
- 2.3.15 Maintain and strengthen the role of the Central Business District (Downtown) as the primary commercial centre and community focus of the City.

The redevelopment of the subject property for a mixed-use commercial node and community park in the central part of the City supports the goal of compact development that avoids sprawl. This project will maximize the use of existing infrastructure and will protect and enhance the Howitt Creek corridor. Sufficient separation is provided between this project and residential developments that exist to the north and south of this property along the opposite side of the railway tracks. Urban design guidelines have been prepared to ensure compatibility with adjacent uses. Finally, the project is intended to accommodate larger format retail that would not locate within the downtown core, as well as neighbourhood uses that will be available to the surrounding residential community.

Section 3 of the Official Plan – General Development – establishes general policies for development.

Section 3.2. identifies a number of General Development Objectives. Specifically, Section 3.2. a) notes that the Official Plan is 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.

As noted previously, this site is located within the central portion of the City and the redevelopment of this site for a mixed-use commercial node will assist in supporting a compact community, while also maximizing the use of existing infrastructure. This is also consistent with the objective set out in subsection k) by developing within the existing boundaries of the City of Guelph rather than on the fringe areas between urban and rural boundary line.

Section 3.3.1 of the Official Plan sets out the urban form that is desirable for the City of Guelph. Specifically, the following subsections are important to consider:

- 3.3.1
- a) Encouraging intensification and redevelopment of existing urban areas in a manner that is compatible with existing built form;
  - 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 for mixed use development (e.g. arterial road corridors, major intersections, designated mixed use nodes);
  - i) Promoting reuse and redevelopment of commercial or industrial sites that are underutilized or no longer in use.

The subject proposal will result in the redevelopment of an abandoned brownfield industrial site that is ideally located for a mixed-use commercial development. The site is separated from existing uses by railway tracks and is adjacent to the Hanlon Expressway and the only grade separated intersection along the expressway. Once developed, it will provide residents with the opportunity to work, shop and recreate in close proximity to their neighbourhood. This site is also central to residents throughout the City and will provide opportunity for higher order shopping, as well as work opportunities in a central location.

Section 3.6 of the Official Plan addresses Urban Design. The Plan notes that this section seeks to create a safe, functional and attractive environment. Some of the key objectives of this section relate specifically to the subject application, including respecting the natural features, reinforcing natural processes and conserving natural resources, new growth areas integrate with the natural setting and uses built-form elements from the older established areas of Guelph and establishing design principles and guidelines to encourage excellence in design.

This application proposes detailed design principles that will assist in implementing these objectives.

Section 4.3 of the Official Plan outlines "Staging of Development" within the City. It is noted that the subject property is designated within the Stage 2 area. Stage 2 lands are to be given priority for the extension of municipal trunk services to support new urban development.

A separate report addresses municipal servicing of the subject lands.

Section 5.6 of the Official Plan speaks to "Potentially Contaminated Properties". The City requires that a contaminated property be cleaned up to the Provincial standard appropriate for the land use proposed for the development.

This matter is addressed under Section 3.5 of this report.

Section 6 of the Official Plan addresses Natural Heritage Features. The Plan provides policy for the protection of features and ecological functions of Guelph's natural areas.

As noted previously, Howitt Creek bisects this property. This Creek and associated Floodline, as well as the valley corridor, have been identified as a "Non-Core Greenlands Overlay". In addition, there is significant vegetation located adjacent to the rail right-of-ways and throughout the property.

An Environmental Impact Study has been undertaken for this property in accordance with the criteria set out in Section 6.3 of the Plan. A summary of this Study can be found in sections 3.3 and 3.4 of this report.

Section 7.4 of the Official Plan establishes policies for Commercial development within the City. Many of the objectives for commercial development expressed in the Official Plan are met by the subject application. Specifically, the following objectives are pertinent to this proposal:

- a) To ensure an adequate supply and variety of commercial land at appropriate locations for various types of commercial activity
- c) To encourage the distribution of local conveniences and neighbourhood commercial centres within convenient walking distance of residential areas and in a manner that is compatible with residential development
- d) To concentrate highway-oriented and service commercial uses within designated areas along one side of arterial roads within the City
- e) To cluster service commercial uses into integrated multi-unit complexes while discouraging the creation of new strip commercial development along the City's major traffic street.

The subject property is uniquely separated from adjacent residential by two railway tracks and the associated berming. In addition, the site is significantly lower than the adjacent residential property, thereby providing additional buffering between these two uses. At the same time, the site is within reasonably close proximity to these residents to be able to provide convenience and neighbourhood shopping within easy walking distance. The site's location adjacent to a major arterial road within the City also makes it attractive for a broader range of commercial uses. The mixed-use commercial campus designed around a village concept appears to directly address the commercial objectives of the Official Plan.

This application will require an Official Plan Amendment to a "Community Commercial" designation since the lands are currently designated for industrial use. In conjunction with such an application, a Market Impact Study is required. A summary of the findings of the Study prepared in support of this application can be found in Section 4.7 of this report.

The City recently approved the "Commercial Policy Review". That report noted the City is currently under serviced in terms of commercial floor area and recommended that the City moves forward with a flexible control model characterized by:

- Promoting major commercial areas as 'mixed use' nodes, connected by the City's transportation and transit network and allowing for a wide range of activities within the nodes;
- Define the mixed use node limits and eliminate multiple designations within the node;
- Identify two categories of mixed use nodes – newly developing nodes and inner City nodes;
- Allow retail, service, entertainment, institutional, hotels & multi-residential and direct offices to inner City nodes;
- Establish a commercial cap for newly developing nodes to ensure opportunities for mixed use occur;
- Allow larger nodes and do not establish limits for individual stores;
- Limit the number of large stand alone retail pads within the node;
- Market studies required when exceeding the commercial cap or establishing new node;
- Eliminate the Regional and Community Commercial hierarchy;
- Allow greater range of permitted uses within the Neighbourhood Centre;
- Require high quality and locally contextual design.

- Limit range of uses within Service Commercial designations.

The background report for the Commercial Policy Review identified the subject lands as centrally located for Citywide serving uses, easily accessible from all areas of the City, defined node limits and would result in the intensification of an under-utilized brownfield site.

The subject application will provide a mixed-use node within a central part of the City and will address the deficiencies in retail noted by the Commercial Policy Review.

Section 9.3 of the Official Plan relates to Official Plan Amendments. This section notes that it is the policy of Council that the Official Plan may be amended pursuant to the requirements of the Planning Act.

When considering amendment to the Plan, Council should consider the following matters:

- Conformity to goals and objectives of the plan
- Suitability of the site for the use, especially in relation to other sites in the City
- Compatibility with adjacent land uses
- Market feasibility of the proposed use
- Extent to which already designated areas have developed or are available for development
- Impact of the proposed use on sewage, water, solid waste management, transportation, community facilities and the natural environment
- Financial implications

This is more fully discussed in Section 5.1 of this report.

## **2.6 Smart Guelph**

In 2003, Council for the City of Guelph adopted "Smart Guelph Principles". The principles are to guide community-building decisions that will shape the future of the City. The principles include the following:

- Inviting and Identifiable – a distinctively appealing city, scaled for people, with a strong sense of place and a pervasive community spirit which respects and welcomes diversity.

The design of this mixed-use campus has been intentionally modelled on a village concept to ensure that the overall development is scaled for people and will provide a unique shopping experience within the community.

- Compact and Connected – vital downtown core and a commitment to mixed use and higher density development; a safe community conveniently connected for walkers, cyclists, users of public transit and motorists

The development concept attempts to provide retail opportunities for larger format users that will not locate within downtown core areas, as well as neighbourhood scale uses. In this regard, the success of this development should not be at the expense of the downtown. The project is committed to mixed use and the proposed public park on the eastern portion of the site will be designed to provide good connection for walkers and cyclists from the surrounding neighbourhoods. The plan has also been designed to bring public transit into the site, as well as accommodating appropriate vehicular parking for the scale of the development.

- Distinctive and Diverse – rich mix of housing, unique neighbourhoods, preserve heritage architecture, attractive common spaces and education and research institutions

integrated into city life with an abundance of recreational choices and art, ethnic and cultural events.

The property is distinctly separated from the adjacent residential neighbourhood, given its lower elevation and high perimeter berms associated with the abutting railway tracks. The plan to protect and enhance the Howitt Creek and provide community park space on the east side of the creek will provide attractive common space and potential recreational choices.

- Clean and Conscious – healthy and sustainable environment, demonstrating environmental leadership, citizenry that values environmental and social advocacy, participation and volunteerism

The proposal respects the existing significant environmental features of the site and proposes to incorporate these features into the overall development concept. A significant portion of the site will be left in open space and the community can work with the City to plan the long term use of this space.

- Prosperous and Progressive – strong and diverse economy, a wealth of employment opportunities, robust manufacturing, a thriving retail sector and good sense to invest meaningful portion of its prosperity in research and development and the advancement of education, training, wellness, art and culture.

This proposal will provide a number of employment opportunities for this community and will assist in ensuring a thriving retail sector that has been identified as lacking within this community by the recently approved Commercial Policy Review.

- Pastoral and Protective – horticulturally rich city where gardens abound, a community that preserves and enhances its significant natural features, rivers, parks and open spaces, making planting and preservation of trees a priority and committed to preserving nearby agricultural land

The plan proposes to preserve Howitt Creek as it bisects this property and enhance the adjacent corridor function. In addition, a significant portion of the site will be developed as a community park. It is anticipated that perimeter trees will be preserved by this development and specimen trees will also be addressed. Finally, by maximizing of the use of this central site, the plan reinforces the goal of intensification, thereby reducing the demand for urban expansions onto nearby agricultural land.

- Well built and Well-Maintained – willing and able to invest in high quality infrastructure and public buildings, ensuring they are beautifully designed and maintained, engineered to last.

By including urban design guidelines specific to the development of this site, the City can ensure that the project is built to a high design standard.

- Collaborative and Cooperative – effective and collaborative leadership that consults with citizens, manages growth based on a triple bottom line and makes decisions in keeping with these core principles

This proposal respects a triple bottom line by providing both employment and shopping opportunities within a central location of the City. It will provide a range of shopping choices that are not currently available within the City and may help to reduce loss of shopping dollars and waste of fuel as shoppers drive to adjacent municipalities. The development concept also

respects the unique environmental features of the site and provides additional public recreational lands for the adjacent neighbourhoods.

## **2.7 City of Guelph Zoning By-law No. (1995) – 14864, as amended**

The Zoning By-law for the City of Guelph places the subject lands in the Industrial (B.4) Zone.

In addition to the industrial uses permitted on the site, a number of service commercial uses are also recognized as a permitted use within the B.4 Zone.

Subject to regulations, this zone permits the use of the property for the following:

Catering Service  
Cleaning Establishment  
Contractor's Yard  
Manufacturing  
Repair Service  
Towing Establishment  
Tradesperson's Shop  
Trucking Operation  
Veterinary Service  
Warehouse  
Office, Factory Sales Outlet, fleet servicing area and other Accessory  
Uses are permitted provided that such Use is subordinate, incidental and  
Exclusively devoted to a permitted Use listed above and  
provided that such Use complies with Section 4.23.  
Temporary Uses including Agriculture (Vegetation Based), Outdoor  
Sportsfield Facilities, and driving range

### Within Industrial Malls

All Uses listed above and the following:  
Commercial Entertainment/Recreation Centre (excluding theatres,  
bowling alleys and roller rinks)  
Commercial School  
Computer Establishment  
Display and retail sales of appliances, furniture and other household  
furnishings, hardware, and home improvement materials  
Financial Establishment  
Industrial or construction equipment rental or sales firm  
Office  
Office Supply  
Personal Service Establishment  
Photofinishing Place  
Print Shop  
Research Establishment  
Restaurant  
Vehicle Specialty Repair

The subject proposal, to develop this site with a mixed-use project, will require a zone change.

### **3.0 SITE ANALYSIS AND EXISTING CONDITIONS**

#### **3.1 Existing Conditions**

The property is approximately 22 hectares (54.39 acres) in size and is triangular in shape. The CNR main line forms the northerly boundary and the CNR secondary line forms the southerly boundary of the site. These two rail lines converge to form the easterly boundary of the property. The Hanlon Parkway, being a four lane divided highway and an Ontario Hydro corridor, form the westerly boundary of the site.

Silvercreek Parkway South, via Waterloo Avenue and Wellington Street, provides access to the site. Silvercreek Parkway also abuts the northerly portion of the site, however, its is barricaded at the CNR tracks to prevent vehicular traffic entering the site from the north.

At the present time the land is vacant. In the past, gravel extraction has taken place on the site, east of Silvercreek Parkway. Gravel extraction ceased in about 1974. A ready-mix batching plant also operated from this site, although its operation ceased in 1994. In addition, a concrete block manufacturing plant operated on the easterly portion of the site and some remains of this operation are visible on the property.

The property is relatively flat, with embankments adjacent to the two rail lines of between 3 and 6 metres in height. The property is therefore substantially lower than the properties located to the north and south of the two rail lines.

Howitt Creek bisects the property, running from north to south. This creek was re-aligned approximately 50 years ago and provides an outlet for storm water exiting the Alma Drain storm sewer system at the north end of the site and conveying this water to the south and under the CN right-of-way via a large bridge/culvert structure. A third culvert crosses the creek in the approximate centre of the property, providing access to the east part of the site, from a driveway commencing at Silvercreek Parkway. The creek is approximately 6 metres lower than the adjacent grades. Young trees and shrub line the valley slopes. Fish habitat was found to be severely degraded due to past land use practices throughout the watershed.

Trees are found along the CNR embankments and some successional growth has occurred east of Silvercreek Parkway. The most significant tree specimen is a large oak tree located immediately west of Silvercreek Parkway in the central portion of the site.

#### **3.2 Surrounding Uses**

As noted above, the CNR main line forms the northerly boundary and the CNR secondary line forms the southerly boundary of the site. These two rail lines converge to form the easterly boundary of the property. The Hanlon Parkway, being a four lane divided highway and an Ontario Hydro corridor, form the westerly boundary of the site.

To the north of the main line, the adjacent land uses are primarily single detached residential dwellings. Goldie Park, a small neighbourhood park also abuts the CNR tracks to the north of the subject property. This park is also adjacent to Paisley Road Public School. Along the extension of Silvercreek Parkway, north of the subject lands, single detached and semi-detached residential uses have been constructed, south of Paisley Road.

To the east of this property, a moving company, including office and two warehouses is located on the north side of Petrolia Street.

To the south of the CNR secondary line the lands have been developed primarily with single detached residential uses. Separating the residential communities of Inkerman area and the Woodycrest area is Howitt Park. This park abuts the rail line and has been developed as an active park with sports facilities and parking. West of the Woodcrest residential community, the lands are occupied by the Guelph Bible Chapel and Conference Centre. Along Silvercreek Parkway, to the south of the subject lands, there is single detached residential along the east side of the street and a five story apartment building and the Manor Hotel along the west side of the street. There are also single detached residential dwellings located along the north side of Eden Street. Between the southeast corner of the site and the CNR right-of-way are two vacant parcels on land. Arnel Corporation owns the most northerly property and the southerly, adjacent to the CNR tracks is owned by the City of Guelph.

### **3.3 Howitt Creek Valley**

In July and August of 2004, a fisheries inventory and fish habitat assessment was conducted in Howitt Creek. This fisheries assessment was completed in support of the proposed commercial development in the vicinity of Howitt Creek. Fish habitat was found to be severely degraded due to past land use practices throughout the watershed, although some areas did provide fair fish habitat. A total of 219 fish consisting of nine different species were caught in Howitt Creek during the electrofishing survey. However, only one species was caught upstream of Wellington Road. All of the fish species known to inhabit the study area are common warm water species, and none are listed as species of concern by COSEWIC (Committee on the Status of Endangered Wildlife in Canada). Based on the temperature data collected, Howitt Creek can be classified as having a cool water thermal regime.

Constraints to development included maintaining the existing riparian corridor, and preventing further degradation of water quality. Due to the highly degraded state of the watercourse, relocating the channel, should it be required, is not expected to have a significant negative effect on the productive capacity of the fisheries resources of Howitt Creek; provided adequate mitigation and compensation measures are employed.

The current development concept will not involve relocation of the creek and will include a 15-metre setback zone from the centerline of the creek. Greater details on this matter can be found in the Environmental Impact Study prepared by North-South Environmental (September 2005).

### **3.4 Natural Environment**

In general, the vegetation on the site is indicative of high disturbance, with most species being non-native, and even the native plants being adaptable species that tolerate a wide variety of habitats. Five vegetation communities have been delineated on the property. Three of these are cultural communities. One is a wet meadow, which appears to have become established on an old vehicle track. No provincially significant plant species have been found to date. The only other significant finding is a bur oak of very large size, for which protection is recommended.

Breeding birds were diverse for such a small area, but mainly consisted of adaptable species of urban habitats and small patches of habitat in agricultural areas. No provincially significant species were found. Some of the breeding birds represented habitat-specific species that are considered species of conservation priority in Wellington County. However, this does not mean that they are rare *per se*, but that they score high according to a system that rates area-sensitivity, habitat-specificity, population trends etc. among bird species in southern Ontario. They would probably not persist in the area when developed, however, there were few individuals of these species on the site. Recommendations for plantings in areas to be retained may include restoration of shrubby habitat for these species as much as is feasible.

Wildlife habitat for other smaller species is limited, as there was no significant depth of standing water on the site that could serve as amphibian breeding habitat, and little woody debris that would provide habitat for small mammals, reptiles and amphibians.

Greater details on this matter can be found in the Environmental Impact Study prepared by North-South Environmental (September 2005).

### **3.5 Environmental Audit**

Phase 1 and 2 Environmental Site Assessments have been prepared for this property by Golder Associates. The assessment noted the presence of free product TPH in the soil and groundwater from the former Red-D-Mix Plant. In addition, the site contained 3 underground fuel storage tanks in the eastern portion of the site and 2 aboveground fuel storage tanks near the northeast boundary of the site.

Remediation work on this site is nearing completion. A Record of Site Condition will be available shortly.

## **4.0 THE PLAN**

### **4.1 Commercial Campus**

The development concept for this site includes the creation of a high quality, mixed-use neighbourhood centre on approximately 18.107 hectares (45 ac) of land. Uses could include retail commercial, offices and potentially accessory residential. It is anticipated that this part of the plan will include approximately 41,800 square metres of gross leaseable floor area (450,000 sq.ft.).

The design of this mixed-use campus has been intentionally modelled on a village concept to ensure that the overall development is scaled for people and will provide a unique shopping experience within the community. The development concept attempts to provide retail opportunities for larger format users that will not locate within downtown core areas, as well as neighbourhood scale uses. The plan has also been designed to bring public transit into the site, as well as accommodating appropriate vehicular parking for the scale of the development.

Figure 2 illustrates the Development Concept for the site.

### **4.2 Site Services**

#### **4.2.1 Fire Protection and Domestic Water Servicing**

There is an existing 250 mm water service in Silvercreek Parkway at the northerly limit. This should have sufficient capacity to service this proposed Commercial Centre.

#### **4.2.2 Sanitary Servicing**

A 300mm sanitary service has been left to service this site directly across the Hanlon Parkway in the Melrose Place Subdivision. This service will have to be extended under the Hanlon Parkway to service this site.

#### **4.2.3 Storm Drainage**

The site has been divided into three (3) tributaries.

T1 comprises approximately 4.4 Ha. east of the Howitt Creek. This tributary at present drains to the Howitt Creek and this drainage pattern will be maintained.

T2 comprises approximately 4.2 Ha. in the northwest corner of the site. This tributary at present drains under the Hanlon Parkway through an existing 600 mm CSP Culvert. This drainage pattern will be maintained.

T3 comprises approximately 14.7 Ha. in the southwest corner of the site. This tributary at present drains under the Hanlon Parkway through an existing 3750 x 2290 Culvert. This drainage pattern will be maintained.

#### **4.2.4 Storm Water Management**

As no changes to the easterly part of the site are proposed; T1 will continue to flow overland, directly to Howitt Creek.

T2 & T3 roofs will be routed through control flow roof drains and then to the underground pipe system. The control flow roof drains will create roof ponds. Ponding volumes will be available for storing up to the 1:100 year storms. T2 & T3 loading docks & parking areas and roofs will be routed through control flow orifices in the final manhole before discharging into the existing Hanlon Parkway R.O.W. as it does at present. Ponding volumes will be available for storing up to the 1:100 year storms on the pavement & in the loading docks. If insufficient volumes are available on the pavement & in the loading docks, then dry SWM ponds will be built to hold the additional volumes. In order to achieve Level II quality protection, the final routing before discharging to the existing ditches along the Hanlon & then to the existing culverts will be through a Storm Ceptor or equal settling chamber where it will be cleaned to 70% TSS.

Overland flow routes for storms greater than 1:100 Year storms will overflow to Howitt Creek for T1 areas and to the Hanlon Parkway ROW for areas T2 and T3, in accordance with the present overland flow routes. Figure 3 identifies these areas.

### **4.3 Howitt Creek Corridor**

In addition to the commercial component of the development, this proposal will also include the preservation of Howitt Creek in its current form, as well as a protective 15 metre buffer along both sides of the creek. This natural open space area comprises to approximately 1.061 hectares (2.6 ac.) of land.

### **4.4 Park**

Finally, the easterly 4.39 hectares of the site (10.84 ac.) will be conveyed to the City for a municipal park.

According to Section 42(1) of The Planning Act, as a condition of development or redevelopment, the municipality may require land in an amount not exceeding, in the case of commercial development, 2% of the total development area. Since the commercial component of this development will include 18.107 hectares of land, parkland dedication for this project should include 0.36 hectares.

HANLON PARKWAY 'THE KING'S HIGHWAY NO. 6'

PAISLEY ROAD

PART LOT 3  
DIMENSION 1  
DIMENSION 2

GLENGARRY STREET

MEMORIAL

CRESCENT

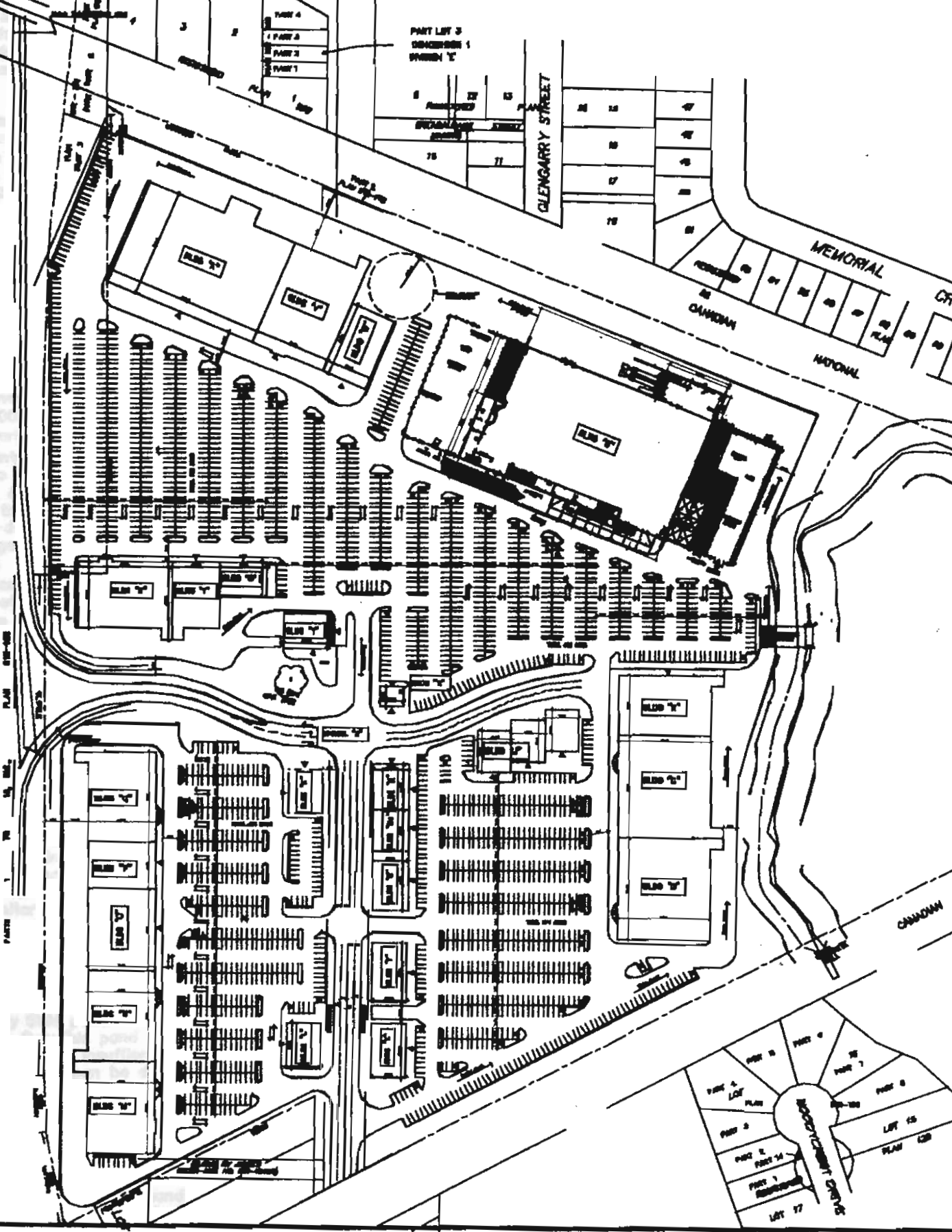
DAUNTON

NATIONAL

RAIL

DAUNTON

LOT



OWNER - M. S. GLENGARRY & SONS / INC. - METL. BLDG. SERVICE  
PARTS 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100



4.5) Control MH c/w Orifice plate  
Sized to limiting outflow from  
paving &/ or pond for the  
1:5 to the 1:100 year storms  
to pre-delopment levels. then  
discharge to the Hanlon existing  
ditches.

4.7) Storm Ceptor or Approved  
equal setting chamber, sized  
to clean water from site &/or  
pond to Level II protection.  
(70% TSS Removal)

3.2.1) Existing 800mm storm CSP  
Culvert Under the Hanlon Parkway.

4.6) Dry SWM pond for Quantity  
Storage Only. This pond will only  
be built if insufficient storage  
area can be designed on paving  
areas, in loading docks & on the  
roofs.

4.5) Pavement SWM storage up to  
the 1:100 year Storms. (Typical  
of all various pavement areas)

4.5) Control MH c/w Orifice plate  
Sized to limiting outflow from  
paving &/ or pond for the  
1:5 to the 1:100 year storms  
to pre-delopment levels. then  
discharge to the Hanlon existing  
ditches.

4.7) Storm Ceptor or Approved  
equal setting chamber, sized  
to clean water from site &/or  
pond to Level II protection.  
(70% TSS Removal)

3.3.1) Existing 3750 x 2290mm  
Oval storm Culvert Under the  
Hanlon Parkway.

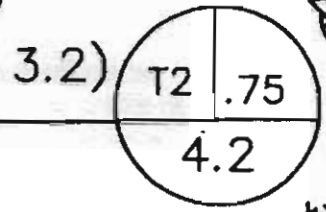
2) Approximate location of  
Existing 300mm Sanitary Service.  
To be extended & tunneled  
under Hanlon Parkway.  
All Sanitary requirements  
for Site to be  
serviced from here.

4.6) Dry SWM pond for Quantity  
Storage Only. This pond will  
only be built if insufficient  
storage area can be de-  
signed on paving areas, in  
loading docks & on the roofs.

MH collecting all of  
the underground  
storm water from site  
trough a piped underground  
system with CB & CBMH & MH's.

4.4) Roof storage up to  
the 1:100 year Storms.  
(Typical of all roofs)

MH collecting all of  
the underground piped  
storm water from site.



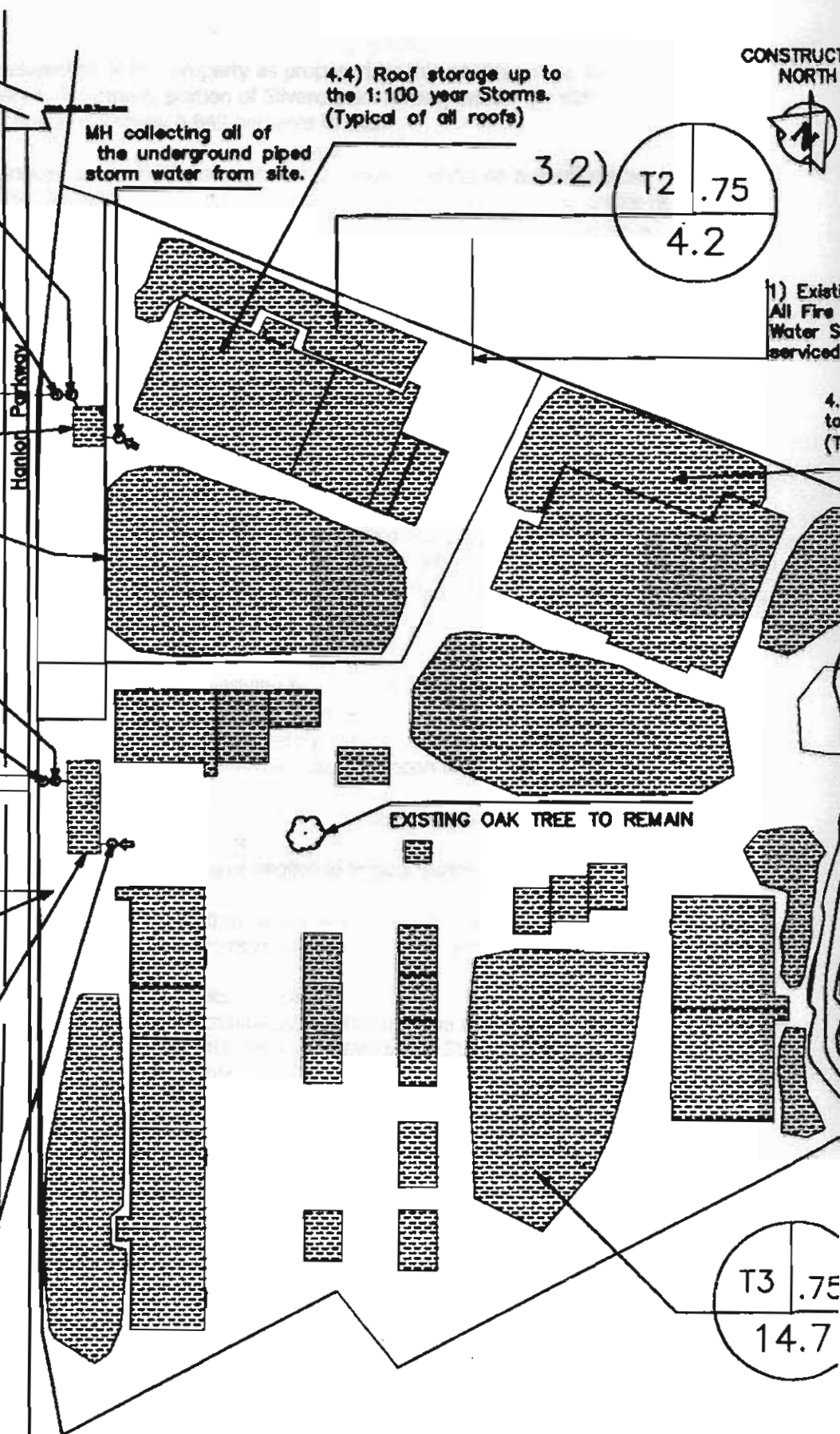
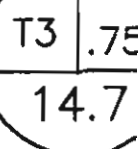
CONSTRUCT  
NORTH



1) Existing  
All Fire  
Water S  
serviced

4.1  
to  
(T

EXISTING OAK TREE TO REMAIN



**PVA**

PVA CONSULTANTS LIMITED  
496 INDIAN ROAD  
BURLINGTON, ONTARIO  
L7T 3T3  
PH: 1-905-681-7966  
FAX: 1-905-333-4944  
email: pvanamhem@cogeco.ca



PROJECT:  
ROSENWATER MANAGEMENT PROPOSED COMMERCIAL DEVELOPMENT  
(FORMER LAFARGE PROPERTY)  
GUELPH, ONTARIO

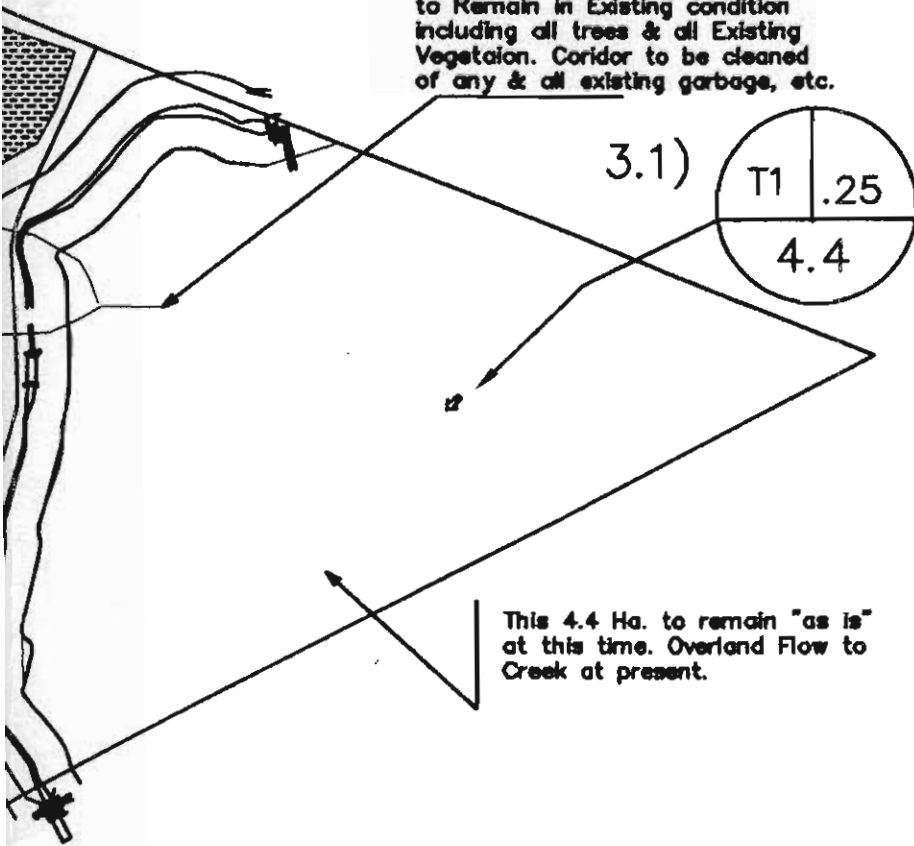
DRAWING NAME: PCFSP #1 REV#1 (SEPT 14 2005)  
PRELIMINARY CONCEPTUAL FUNCTIONAL SERVICING PLAN

SCALE	DATE OF DWG.	PVA PROJECT NO.
NTS	SEPTEMBER 2006	0510

ing 200mm Water line.  
Protection & Domestic  
services to be  
from here.

i) Loading Dock storage up  
the 1:100 year Storms.  
ypical of all loading docks)

Existing 30 Meter Howitt Creek Corridor  
to Remain in Existing condition  
including all trees & all Existing  
Vegetation. Corridor to be cleaned  
of any & all existing garbage, etc.



This 4.4 Ha. to remain "as is"  
at this time. Overland Flow to  
Creek at present.

3.3)

**FIGURE 3:  
FUNCTIONAL SITE SERVICING**

#### **4.5 Land Exchange**

In order to facilitate the development of this property as proposed by this application, it will be necessary to close and convey the northerly portion of Silvercreek Parkway within the site boundary. This conveyance is approximately 0.849 hectares in size.

In addition to Silvercreek Parkway, the current concept also proposes parking on a small parcel of land currently owned by the City of Guelph and located adjacent to the northwesterly corner of the Lafarge property. This is a landlocked parcel of land that is adjacent to the Hanlon Parkway and includes approximately 0.698 hectares of land.

It is proposed that these two parcels totalling 1.547 hectares of land be conveyed to the proponents of this development in exchange for 4.03 hectares of land located to the east of Howitt Creek thereby enabling the development of a significant open space system that would connect Goldie Park and Howitt Park.

#### **4.6 Transportation Corridor**

Vehicular access to the site will be provided directly via Silvercreek Parkway.

A Traffic Impact Study prepared by BA Consulting Group Ltd. (September 2005) in support of this application has been filed with the City. The report concludes that the proposed development traffic can be supported on the existing, improved, road network without undue impact.

The key findings of the study include:

- This site is afforded a high degree of accessibility by virtue of its proximity to the east and west terminal of Hanlon Parkway on Wellington Street;
- The proposed development would add approximately 1360 and 1690 net new two-way vehicular trips to the road network during the weekday afternoon and Saturday peak hours respectively;
- Existing study area intersections function at good to acceptable levels of service with overall LOS C or better during the peak hours;
- Future background traffic volume would have negligible impact during 2010 background traffic conditions;
- Site traffic volumes can be accommodated at all key study area intersections;
- All study area intersections will continue to operate with LOS C or better during the 2015 total traffic conditions; and
- Recommended road network improvements include:
  - a) Provide an exclusive westbound channelized right turn lane with appropriate storage and taper length at the intersection of Wellington Street/East Ramp Terminal/Silvercreek Parkway. Convert the westbound shared through/right lane to through lane and extend the lane east to match the exclusive westbound right turn;
  - b) Widen Silvercreek Parkway from existing 2-lane cross section to 6-lane cross section. Provide an additional southbound right turn lane at the intersection of Wellington Street/East Ramp Terminal/Silvercreek Parkway with approximately 75 metres of storage;
  - c) Install traffic control signal at the intersection of Silvercreek Parkway and Waterloo Avenue;
  - d) Provide an exclusive southbound right turn lane on the Hanlon Parkway with approximately 100 metres of storage at Paisley Road. Provide an additional westbound left turn lane on Paisley Road and convert the existing westbound left

turn permitted and protected sub-phase to a protected sub-phase. The westbound left turn lane should be extended to, at least, 100 metres and the additional westbound left turn lane storage should be provided matching with the extended left turn lane. The northbound left turn storage lane should be extended to provide a storage length of approximately 100 metres in addition to the taper and parallel lane length.

- e) Provide an exclusive eastbound right turn lane with storage of 100 metres along Waterloo Avenue at the intersection of Edinburgh Road/Waterloo Avenue.

#### **4.7 Market Impact Study**

A Retail Centre Market Demand and Impact Analysis, in support of this application, was prepared by Tate Economic Research Inc. (September 2005).

This study concludes that the proposed development of a 41,800 square metres (450,000 sq.ft.) retail centre on the Silvercreek Parkway site should be supported on the basis of market demand and impact. The site is well located, adjacent to Highways 6 and 7, approximately 2 km from the Guelph CBD and centrally located to serve the entire City of Guelph. In addition, the application affords the City the opportunity to redevelop a brownfield site that has been vacant for many years.

The recently approved Commercial Policy Review for the City of Guelph recommended the allocation of development permissions of over 185,800 square metres (2 million square feet) of retail commercial space. The CPR noted the option for retail development on the Lafarge property stating that it may offer an opportunity for a second location for large format retail uses, closer to the existing population base and closer to the downtown, potentially minimizing impacts.

The above-noted Retail Centre Market Demand and Impact Analysis concludes that there will be adequate market demand for other planned centres to develop, particularly given the current applications that are before the City, in all four of proposed commercial nodes recommended by the CPR. Furthermore, the commercial allocations from the CPR were based on a pure residual analysis, which did not recognize any impact whatsoever on existing retail commercial space. Finally, the analysis recognizes impacts and the resulting conclusions are that neither the Central Business District nor any other planned Commercial Centres are at risk as a result of the Silvercreek proposal.

For a complete analysis of market impact, the above-noted report should be reviewed in detail.

### **5.0 IMPLEMENTATION**

#### **5.1 Official Plan Amendment**

As noted previously, the subject lands are currently designated Industrial in the Official Plan.

To implement the proposed development, an Official Plan Amendment is required. An application has been filed with the City to change the Official Plan designation on this property to Community Commercial and Parkland. A notwithstanding clause will also be required to permit a mixed use commercial node up to a maximum of 41,800 square metres (450,000 sq.ft.).

The Province anticipated modifications to Official Plans and set out the process for amending an Official Plan within the Planning Act. Sections 21 and 22 address Official Plan Amendments.

In addition, the City of Guelph Official Plan anticipated the need for amendments and established the process within Section 9.3 of the Plan. Additional requirements are set out in Section 7.2.4 of the Plan.

Section 9.3 notes that it is the policy of Council that any provision of the Official Plan may be amended pursuant to the provisions of The Planning Act. In considering amendments, Council is to consider the following:

- a) Conformity of the proposal to the goals and objectives of the Plan;

A discussion of the goals and objectives of the Official Plan is presented in Section 2.5 of this report.

In summary, the redevelopment of the subject property for a mixed-use commercial node and community park in the central part of the City supports the goal of compact development that avoids sprawl. This is also consistent with the objective set out in subsection k) by developing within the existing boundaries of the City of Guelph rather than on the fringe areas between urban and rural boundary line. The proposal will maximize the use of existing infrastructure and will protect and enhance the Howitt Creek corridor. Sufficient separation is provided between this project and residential developments that exists to the north and south of this property along the opposite side of the railway tracks and urban design guidelines have been prepared to ensure compatibility with adjacent uses. Finally, the project is intended to accommodate larger format retail that would not locate within the downtown core, as well as neighbourhood uses that will be available to the surrounding residential community.

- b) Suitability of the site for the proposed use, especially in relation to other sites in the City;

The subject property is more centrally located than any other Mixed Use nodes identified in the recently approved Commercial Policy Review. It is the only property located adjacent to a Highway interchange and therefore offers the greatest overall accessibility to all residents of Guelph. The site's proximity to the CBD creates cross-shopping opportunities with downtown retailers, whereas other sites within the City are too remote to the downtown to capitalize on this synergy. Finally, this is the only brownfield redevelopment opportunity and represents the most logical reuse of this property.

- c) Compatibility with adjacent uses;

Uses immediately abutting this property include two rail lines and a major arterial expressway. In addition, the existing rail lines provide a significant berm and buffer between the site and adjacent uses.

Topographically the Lafarge site is shaped like a large bowl, with the steepest slopes (up to 6 m) on the northern perimeter adjacent to the existing residential neighbourhood. The difference in elevation and the buffer of vegetation between the site and adjacent lands will screen unattractive rooftop views and provide sound attenuation. Light standards adjacent to residential and other sensitive uses will include reflective devices to contain light reflection and cast light downwards to the area intended to be illuminated including parking areas, buildings and walkways.

- d) The need for the use in light of population and employment targets;

The recently approved Commercial Policy Review noted that the City is currently under stored for commercial opportunities. The report recommended the allocation of development permissions of over 185,800 square metres (2 million square feet) of retail commercial space.

- e) Market feasibility of the proposed use;

A Retail Centre Market Demand and Impact Analysis was prepared in support of this application. That study concluded that no significant impacts on existing or proposed retailers are forecast as a result of the Silvercreek/Lafarge development.

- f) Extent to which existing areas are developed or are available for development;

While it is noted that other sites are available to accommodate this form of development, no other site exhibits the exceptional location characteristics of the Lafarge property.

- g) The impact on sewage, water and solid waste, transportation, community facilities and the natural environments;

Capacity is available within the sewage, water, solid waste and transportation systems to accommodate this development. The development of this site will protect the existing Howitt Creek and will create additional community facilities in the form of a large open space system or community park.

- h) Financial implications.

At the present time, this site is currently abandoned and providing little financial assessment to the City or employment opportunities to the community. Once developed, this site will not only provide increased assessment to the City, it will also provide a significant employment base for the community.

In addition, all costs associated with the development of this site will be borne by the developer.

Section 7.4.24 specifies that amendments to the Official Plan for a new Commercial Centre will be accompanied by:

1. Market Impact Study
2. Planning Study
3. Transportation Study.

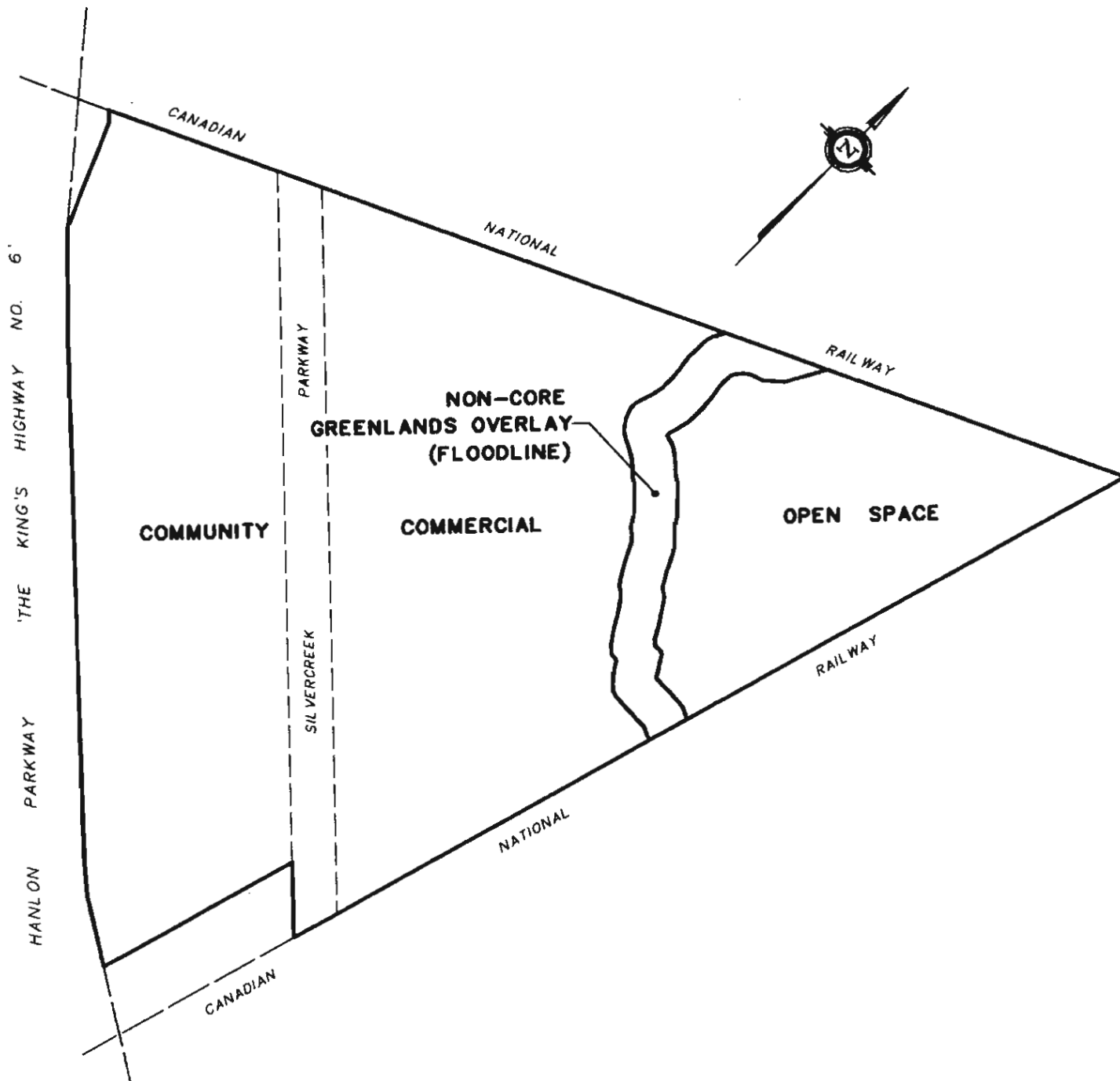
These studies have been prepared and submitted to the City in support of the proposed Official Plan Amendment. Figure 4 illustrates the proposed Land Use designation of this property.

## **5.2 Zone Change**

The proponents are proposing to rezone the land between the Hanlon Parkway and 15 metres west of Howitt Creek to a Community Commercial (CC) Zone. Howitt Creek and a 15 metre buffer from the centre line of the creek will be zoned Floodplain Lands (FL). The remainder of the site, to the east of the FL Zoning will be zoned Community Park (P.3).

Figure 4 illustrates the proposed zoning of the site.

# Lafarge Property



**FIGURE 4: PROPOSED OFFICIAL PLAN LAND USE DESIGNATIONS**

# Lafarge Property

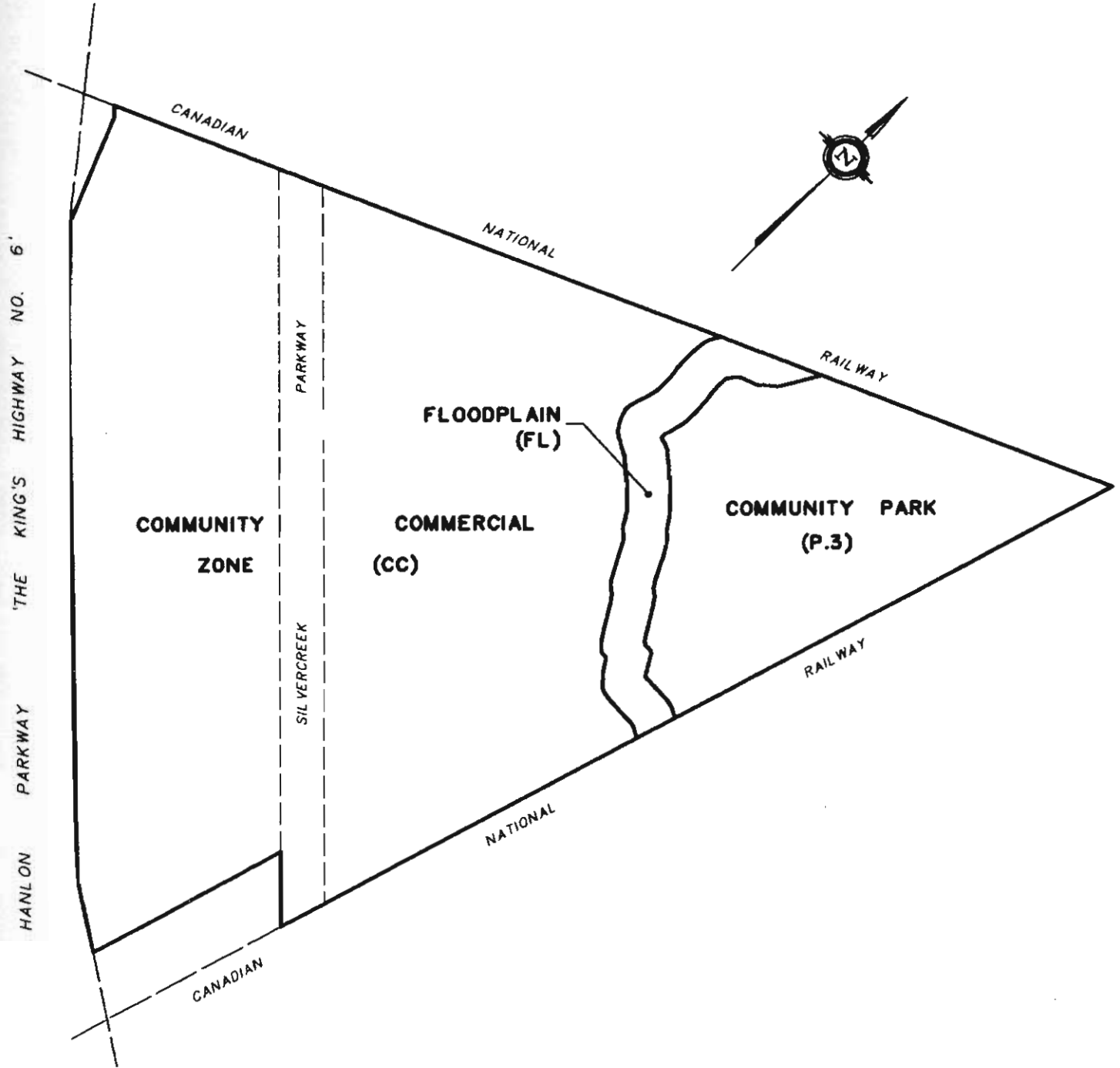


FIGURE 5: PROPOSED ZONING

### **5.3 Urban Design Guidelines**

To ensure that the development of this property is compatible with adjacent uses and is consistent with the village design concept for this site, urban design guidelines have been prepared and submitted to the City.

The guidelines will provide the municipality with a tool to direct high quality site and building design, including streetscapes, public open space, parking and service areas.

Specifically, the guidelines will address built form and setbacks, parking, open space and landscaping, site access, amenity areas, transit and signage.

For complete details on the proposed Urban Design Guidelines and Concept Plan, reference should be made to report prepared by Brook McIlroy Planning + Urban Design (September 2005)

### **6.0 CONCLUSION**

The proposal presented by Silvercreek Developments Limited will result in the creation of a mixed-use commercial node that will feature a high quality site and building design. The mixed-use campus has been intentionally modelled on a village concept to ensure that the overall development is scaled for people and will provide a unique shopping experience within the community.

Howitt Creek and the lands east of this creek will be maintained in its natural setting and conveyed to the municipality. This provides the City with an opportunity to connect two parks within this area, while also creating a good connection for walkers and cyclists from the surrounding neighbourhoods to the commercial campus. The plan has also been designed to bring public transit into the site, as well as accommodating appropriate vehicular parking for the scale of the development.

In support of this application, the following reports have also been submitted:

- Retail Centre Market Demand and Impact Analysis: Tate Economic Research Inc.
- Traffic Impact Study for Retail Development on Lafarge Property: BA Consulting Group Ltd.
- Urban Design Guidelines & Concept Plan for Future Commercial and Mixed-Use Brownfield Development: Brook McIlroy Planning + Urban Design
- Functional Servicing Report: Peter Van Arnham, P. Eng.
- Planning Study: Black, Shoemaker Robinson & Donaldson Limited
- Environmental Impact Study: North-South Environmental Inc.

All of these studies conclude that the subject lands are well suited for a mixed-use commercial centre. The infrastructure in terms of road, sewers and water is capable of supporting this development. In addition, the retail market analysis recognizes impacts and the resulting conclusions are that neither the Central Business District nor any other planned Commercial Centres are at risk as a result of the Silvercreek proposal.

The Lafarge property presents an excellent "Brownfield" redevelopment opportunity for the City of Guelph. The site is well located to serve City-wide residents and beyond.



## **Appendix 1**

### **Letter from Director of Economic Development, City of Guelph**



**ECONOMIC DEVELOPMENT DEPARTMENT**  
(Offices are located at 58 Macdonell Street, Suite 301, Oacilite & Touche Building)  
City Hall, 88 Carden Street  
Guelph, Ontario, Canada N1H 3A1  
Telephone: (519) 837-5600 Fax: (519) 837-5636  
Web site: www.city.guelph.on.ca  
e-mail: bizinfo@city.guelph.on.ca

September 22, 2005

Resewater Management Group  
91 Haist Avenue  
Unit 2  
Woodbridge, ON L4L 5V5

Attention: Mario Borrero

Dear Sir

Subject: LaFarge Site Commercial Development Proposal

Further to our recent conversation regarding your firm's interest in developing the LaFarge site for commercial purposes I would like to provide the following comments.

Given the City's current lack of market ready industrial land the Economic Development would normally object to the re-zoning of lands from an industrial land use to commercial. A rezoning of the LaFarge lands in this manner will be required for your proposal to proceed.

However, over the course of the last four years the Economic Development department has not received any inquiries to develop this property for industrial purposes.

In viewing your proposal we have obtained from the Planning Department an inventory of all the zoned Industrial land within the City of Guelph as of December 31, 2004. Attached is a copy of this inventory.

In summary there are 311.71 net hectares of Industrial land. The LaFarge Property represents 14.82 net hectares or 4.75% of this total.

Given the apparent lack of interest from the development industry to pursue any industrial projects on the LaFarge site and the small amount of industrial land that will be converted from industrial to commercial use, the Economic Development department encourages your firm to pursue its commercial development proposal for this property.

Yours truly,

Peter Cartwright, PLE, MCIP, RFP.  
Director, Economic Development

PC:sp  
Attachments

