



# NAVIGATOR

## Ministry of Public Infrastructure Renewal

YORK DISTRICT LANDS – GUELPH, ONTARIO

Final Report – November 2007

**AUTHENTICITY**  
*Creating Urban Wealth*

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## 1. EXECUTIVE SUMMARY

Navigator's public policy group AuthentiCity was mandated to develop a workable partnership and a creative approach to planning that focuses on wealth creation in the York District of the City of Guelph.

Specifically, AuthentiCity was asked to customize a process that recognizes the situation on the ground in Guelph and integrate a workable partnership model that identifies joint outcomes and timelines that would best meet provincial, municipal and community interests. AuthentiCity worked to develop a process and a model for developing the York District that is respectful of community interests and concerns while delivering a land planning study that successfully integrates the interests of the City of Guelph, the province and the citizenry.

This Project had two principal elements:

1. The design and delivery of an engagement process, structured around specific engagement events, that focuses attention on the identification of realistic opportunities and the realization of achievable outcomes within a partnership model; and
2. The design of a development strategy for the York Lands, built upon the principle of sustainable development that provides demonstrable returns to the landowners and unlocks the capacities of the creative economy.

The objectives of this process and the resulting district strategy reflect the Province of Ontario's commitment to a collaborative approach for the planning and development of public lands within the York District where both the City and Province own significant properties. The Ministry of Public Infrastructure Renewal (PIR) is dedicated to sustainable development, improving the quality of life for citizens in all of the communities in which it works and to respect the roles of municipal governments and their leadership in enhancing the health and prosperity of their communities. The traditional formulation of institutional zoning limits the ability of the Province to realize the potential of mixed-use development and facilitate the development of creative economy in the region.

The *York District Land Use and Servicing Study*, initiated by the City, is divided into three phases.

Phase One provided a detailed assessment of conditions in the York District including:

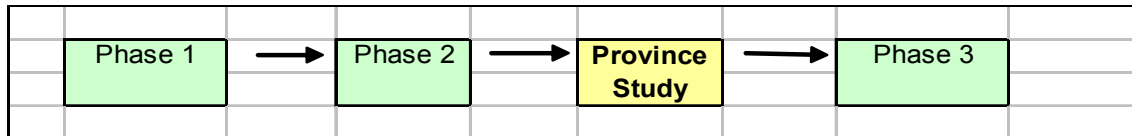
- history, current use and servicing;
- identification of cultural heritage and natural environment (al) conditions;
- identification of landowner and public concerns; and
- identification of any additional studies/investigations that will be required.

Phase Two elaborated and evaluated a range of land use concepts.

Phase Three, which will commence in the Fall of 2007, will bring the study to conclusion with a recommended plan for the future use of lands in the York District.

The City's process was suspended between Phase Two and Phase Three to provide an opportunity for the Province to undertake an examination of the local economy and investigate development options for the lands within the York District that are in provincial ownership. The Provincial study has a focus on "function" while Phase 3 of the City's study will address "form".

### The City's Planning Process



There is a remarkable convergence of values and policies between the Province of Ontario and the City of Guelph. The *Places to Grow Strategy* and the *Smart Guelph Principles* form a solid foundation for a common vision.

Provincial and municipal governments share a jurisdictional responsibility and competency in land use and transportation planning. Major public policy challenges such as climate change, energy security, sustainable communities and human mobility and an aging population can only be met if there is strong collaboration between these two orders of government. Six significant opportunities emerged from the research and consultative process that would require collaborative partnerships to realize.

- The development of a District Energy Plan and sustainability framework for development.
- A strategy and partnership to enhance the commercial tax base of the city.
- A common approach to demonstrating city and provincial policies on accessibility in the built environment.
- Improving Guelph's transportation connections within the Greater Golden Horseshoe (GGH) and reducing auto dependence.
- Exploring opportunities to develop Guelph's transportation facilities and infrastructure for the food production and distribution sector given relocations of this industry within the (GGH).
- Develop partnerships to accelerate the development of knowledge-based jobs and the movement of research and development into marketplace.

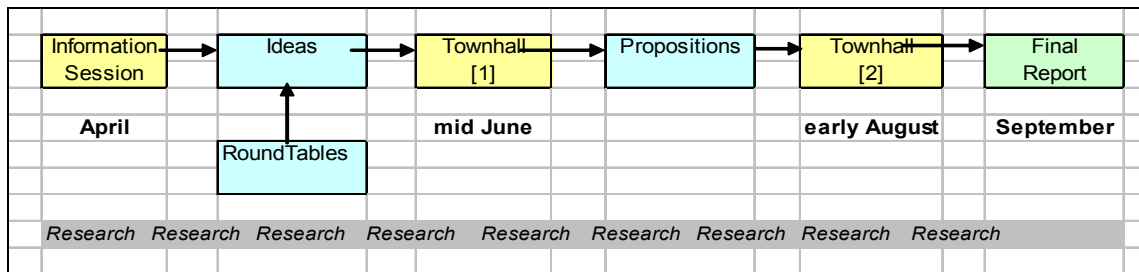
There are many innovative approaches to urban renewal and supports for the urbanization of districts. There are several initiatives that have been developed in other jurisdictions that might offer ideas for economic development initiatives in Guelph.

The York District development will face challenges, as the construction of infrastructure and the development of facilities to secure the investments outlined in the plan will involve significant funding requirements. As owners of significant lands in the York District, the City and Provincial government has a greater range of options to realize the districts development potential.

There are many fiscal tools that have been applied in similar development districts such as tax increment financing, development banks and partnerships. All of these could be considered for application in the York District given the scale, location and potential of the site.

### The Province’s Study Process

The Province engaged AuthentiCity to undertake its study. The engagement process included three public sessions: an introductory “Information Session” to present the study objectives; a Townhall to present the development ideas identified by four “Roundtables” of community leaders; and a second Townhall to present AuthentiCity’s development propositions.



Underlining the study process was a range of research activities. These activities included an examination of the structure of the Guelph economy to identify activity clusters and to dimension the “creative economy”. Also included were a series of stakeholder interviews to examine partnerships and the local capacity for innovation and research commercialization.

Guelph economy is clustered in a few sectors. There approximately 1,400 businesses operating in the City of Guelph. Manufacturing is largest sector accounting for 25% of all businesses employing 15,455 people or 25.5% of the workforce. Of the 344 firms in this sector, 92 fabricated metal product manufacturers and 45 machinery manufacturers together make up just shy of 40% of the manufacturing base. This reflects the large auto parts cluster that forms the base of the local economy. There are 30 printing firms that compose just less than 9% of the sector. The city has five modest sub-sectors of the manufacturing cluster. Each of these smaller groupings are composed of about 15 to 20 firms and each account for 4 to 5 % of the local manufacturing base. These are food, chemical, plastics, transportation equipment and furniture.

Our approach to research included a broad mapping of the Guelph economy to identify concentrations of employment, the nature of the business clusters and their location. Roundtables composed of community leaders were formed to identify strengths and opportunities in the local economy and develop propositions for the York District lands that would support the development of these clusters and launch opportunities for new investment. Interviews and presentations were conducted with key experts and organizations to gain additional insights into the strengths and emerging opportunities in the local economy.

What emerged from this process was a broad stroke picture of the structure of the local economy that identified and focused the development scenario for the York District on development propositions that are rooted in the current economic structure and have the greatest probability for success.

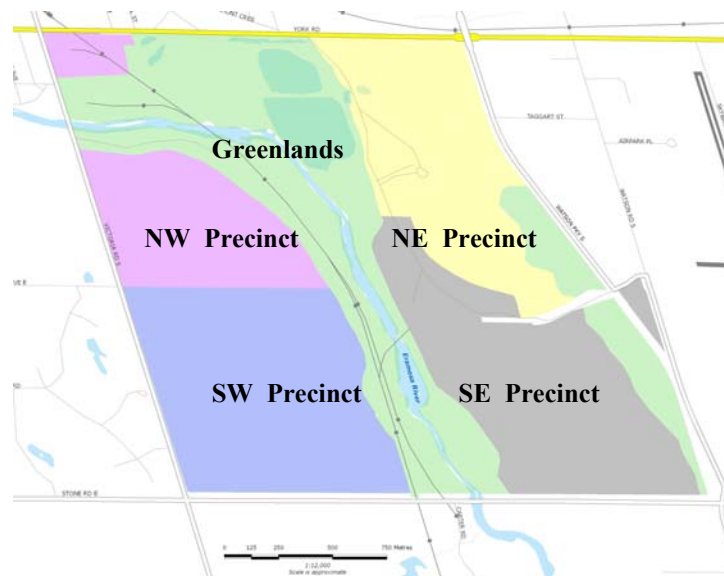
There are many definitions of creative industries. Some limited to cultural industries others broadly identifying the creative capacity of a local economy. Our definitions are broader. This study looked to identify those sectors that demonstrate capacity for innovation and significant employment in areas that engage the creative capacity of the work force in the production of ideas, services and goods. Five specific clusters emerged and are elaborated in this section three of which demonstrated significant depth and potential. The local Environmental and Biotechnologies, Creative Business and Agrifood sectors show real strength.

An important aspect of the consultant’s work was to develop development propositions and then determine the “contribution” of the various propositions to both achieving the vision for the York District and meeting the targets for development as set out under the Province’s Growth Plan.

The key metrics used in this determination were projections of an increase in: (a) the number of jobs created in the district; (b) the number of residents housed in the district; (c) municipal taxes generated from the district; and (d) the value of the land base.

The procedure for generating the estimates was as follows:

- the York District was divided into Precincts



- the Precincts were subdivided into parcels
- the land area of each parcel was calculated
- a land use (“proposition”) was assigned to each parcel

- the land use composition of each Precinct was aggregated from the parcels
- an estimate of the development program was produced for each Precinct
- the development program was translated to jobs / residential units
- calculations were made for land value, assessment and taxes

The estimation procedure was completed for the current condition (t = 0) and for conditions projected 20 years into the future (t = 20). Then, the “uplift” was calculated by subtracting today’s condition from conditions projected at the 20-year horizon. A summary of the uplift results (the “delta”) is presented below.

The summary provides for the York District (and for each of the four individual Precincts) estimates of the increase in the amount of land allocated to Residential and Employment purposes (aggregated across the range of residential and land use types represented by the various propositions). The summary also shows the projected development program described in terms of the increases in People, Jobs, Land Value and Taxes.

<b>VALUE UPLIFT SUMMARY</b>				
<b>York District</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	631,896	945,390	0	1,577,285
Contributions	People	Jobs	Land Value	Taxes
	3,704	10,462	\$165,698,462	\$36,817,648
<b>NE Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	165,709	209,557	0	375,266
Contributions	People	Jobs	Land Value	Taxes
	1,326	2,218	\$37,729,345	\$9,299,656
<b>SE Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	0	377,828	0	377,828
Contributions	People	Jobs	Land Value	Taxes
	0	1,518	\$22,679,275	\$3,056,972
<b>SW Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	332,606	358,005	0	690,611
Contributions	People	Jobs	Land Value	Taxes
	1,696	3,928	\$74,778,938	\$14,336,407
<b>NW Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	133,581	0	0	133,581
Contributions	People	Jobs	Land Value	Taxes
	681	2,799	\$30,510,903	\$10,124,613

The numbers in this Chart indicate the “increase” between time = 0 and time = 20 years. Although in certain instances there may be no increase in the amount of land devoted to a particular use, the number of jobs or people is projected with an increase (i.e. intensification).



Although the actual development yield will not be known until individual projects are brought forward for approval, the estimates produced by the model are encouraging with respect to meeting the provincial development targets based on moderate development densities that have been achieved elsewhere while preserving a very large portion of the District as greenlands.

In total, the model estimates an increase of just approximately 3,700 people and 10,500 jobs in the York District over the 20-year horizon.

In the majority, investments in infrastructure to service development in the York District will be borne by the ultimate developers of these lands. On-site costs for infrastructure would be substantial. As an illustration, assuming \$85,000 per hectare for on-site water, sewer and road works, the site preparation cost for the entire York District could be in excess of \$100 Million.

The funds required to build municipally sponsored expansions to off-site infrastructure (such as arterial roads, truck sewers, additional water treatment capacity etc.) relating to new growth will be, in part, paid through development charges levied by the municipality as part of the development approval process.

The cost of constructing the buildings in the industrial, research and business parks, the residential units and potential redevelopment of the Corrections Centre is estimated at approximately \$1 billion dollars at full build out based on the projected construction program and a conservative estimate of construction costs.

A summary evaluation of the various propositions is set out below.

The key factors comprising this evaluation are:

- estimated jobs
- estimated population
- marketability to the private sector
- independence from public funding
- compatibility with adjacent uses
- compatibility with the provincial Growth Plan
- compatibility with Smart Guelph Principles

Although the evaluation is illustrated on a proposition and precinct basis, the more important test is whether the proposed development scheme, in its entirety, scores well.

	NE Precinct - Mixed Use	NE Precinct - Adaptive Reuse : Incubator Centre	NE Precinct - Business Park	SE Precinct - Industrial Park	SW Precinct - Bio Products Commercialization Park	SW Precinct - Live Work	SW Precinct - Neighbourhood Commercial	NW Precinct - Environmental Commercialization Park	NW Precinct - Live Work	Greenlands
Land Area (gross ha)	16.6	4.9	16.1	65.2	28.8	33.3	7	22.9	13.4	103
Job Yield	150	150	1930	1950	3450	220	250	2750	90	-
Population Yield	1330	-	-	-	-	1700	-	-	680	-
Marketability to Private Sector	?	?	H	H	?	H	H	?	H	n.a.
Independence from Public Funding	MH	MH	H	H	MH	H	H	MH	H	L
Compatibility with Adjacent Uses	MH	MH	MH	ML	MH	H	M	MH	H	H
Compatibility with Provincial Growth Plan	H	H	H	H	H	H	H	H	H	H
Compatibility with Smart Guelph Principles	H	H	H	H	H	H	H	H	H	H

L = Low ; ML = Medium Low ; M = Medium; MH = Medium High; H = High

The development scheme as proposed has a strong concordance with both the provincial Growth Plan and the Smart Guelph Principles since the development intensity proposed would likely meet, or exceed, the provincial targets and would encourage a mixed use community with reduced reliance on private automobile travel.

The development scheme provides future development lands for both employment and residential purposes. With the adoption of the provincial Growth Plan, it is likely that additional lands will be required to service growth in the City of Guelph, and the York District provides an ideal location to accommodate this growth.

The development scheme provides a focus on research and commercialization, providing jobs in key areas of the Guelph economic structure that have existing strengths: automotive, agriculture and environment. It provides the potential for a form of adaptive reuse of the Corrections Centre consistent with the overall direction of promoting a mixed-use live work district with the possibility of retaining the most important heritage elements of both the building and landscape. And, the proposed development scheme takes great advantage of the natural assets of the site by locating residential components along the river.

And, importantly, the development scheme is not relying on the infusion of investments by the Province; rather, the development scheme is predicated on private sector realization.

Although the potential for land use conflicts exist at the boundaries of employment and residential uses, development standards and planning regulations provide tools to minimize any such conflicts.

### **Recommendations:**

1. Transmit to the City, through the Mayor's office, a copy of the Province's report to provide indication of expectations concerning the future use of the provincial lands in York District as input to the next stage of their planning study.
2. Determine infrastructure requirements to support development of the provincial properties based on the approved land use plan
3. Complete an examination of the feasibility for a redevelopment of the Guelph Correctional Centre to determine if it is possible, within economic terms, to reuse the structure while preserving the most significant heritage elements.
4. Assuming a favourable result, test the market (through a "Call for an Expression of Interest") for developer appetite to undertake an adaptive reuse of the Guelph Correctional Centre. There are a number of options identified in this report to leverage, raise and mobilize capital to provide the infrastructure required to develop the York District, and are consistent with the shared vision of the City of Guelph and Province of Ontario.
5. Examine the potential for the structure of a municipal development corporation or provincial and city partnership to facilitate development of the York District.
6. Investigate with the City of Guelph the viability of creating a source of capital through the establishment an Urban Development Bank, or other development mechanisms outlined in this report to accelerate the development of preferred development options.
7. Investigate with the City of Guelph and the Ontario Realty Corporation the viability of creating a source of capital through the establishment an Urban Development Bank to accelerate the development of preferred development options
8. Explore partnerships with the City of Guelph to implement joint development priorities in:
  - 8.a. A District Energy Plan and Leadership in Energy and Environmental Design (LEED) development standard.
  - 8.b. An accessible environment based on the principles of universal design common to both city and provincial policies.
  - 8.c. Regional public transit and commercial transportation issues.

## **2. OVERVIEW OF THE STUDY**

### **2.1. Background**

Navigator's public policy group AuthentiCity was mandated to develop a workable partnership and a creative approach to planning that focuses on quality, sustainable development and wealth creation in the York District of the City of Guelph.

Specifically, AuthentiCity was asked to customize a process that recognizes the situation on the ground in Guelph and integrate a workable partnership model that identifies joint outcomes and timelines that would best meet Provincial, City and community interests. AuthentiCity worked to develop a process and a model for developing the York District that is respectful of community interests and concerns while delivering a land planning study that successfully integrates the interests of the City of Guelph, the Province and the citizenry.

As an outcome of the announcement by Minister Caplan and Mayor Farbridge concerning the York District, a commitment was made to temporarily suspend the City's planning process for the York District. This was intended to provide time for the advancement of an alternate development strategy more closely aligned with the policy objectives of the City and Province and respond to the interests of various stakeholder groups.

AuthentiCity undertook a process for community engagement in the spirit of a partnership between the Province, the City and affected stakeholders that is designed to lead to a shared vision for the development of the York Lands.

This Project had two principal elements:

1. The design and delivery of an engagement process, structured around specific engagement events, that focuses attention on the identification of realistic opportunities and the realization of achievable outcomes within a partnership model;
2. The design of a development strategy for the York Lands, built upon the principle of sustainable development that provides demonstrable returns to the landowners and unlocks the capacities of the creative economy.

### **2.2. Objectives**

The objectives of this process and the resulting district strategy reflect the Province of Ontario's commitment to a collaborative approach for the planning and development of public lands within the York District where both the City and Province own significant properties. The Ministry of Public Infrastructure Renewal (PIR) through the Growth Plan for the Greater Golden Horseshoe is dedicated to sustainable development, improving the quality of life for citizens in all of the communities in which it works and to respect the roles of municipal governments and their leadership in enhancing the health and prosperity of their communities. The traditional formulation of institutional zoning limits the ability of the Province to realize the potential of mixed-use development and facilitate the development of creative economy in the region. These

goals and approaches are laid out in the Growth Plan for the Greater Golden Horseshoe. The objectives of PIR as related to the York Lands are broad and community centred:

- To elaborate a model for substantive and demonstrable economic development that realizes the opportunities of the movement to a knowledge- based creative economy from a manufacturing and resource economy. Economic development by definition should result in qualitative and quantitative improvements in employment, investment and value of the local economy. The disposition, preservation and development of the various components of the provincial lands must demonstrate the outcomes and qualities envisioned in the Growth Plan for the Greater Golden Horseshoe and support the objectives of the City of Guelph official plan and the Smart Guelph Principles. The spirit of this commitment is to realize the potential of a strong collaboration between two orders of government, the community and private sector leadership to advance a higher level and quality of city building than would be possible under traditional master planning or developer driven bottom-line approaches
- To engage citizens and community leaders to collaborate effectively with the City government in building a vision which leads to local leadership in the realization of the potential of emerging opportunities in the local economy.
- To build and enhance the value and quality of the assets and land the province owns, and furthermore, to contribute to enhancing the value of land and assets within the larger York District.
- To strengthen the local municipal tax base through increased land values and create opportunities for the municipality to benefit from recent provincial initiatives.

### **3. PROFILE OF THE YORK DISTRICT**

#### **3.1. Landscape**

The York District is located in the southeastern end of the Eramosa River Speed River Watershed area. The District is located within the Guelph Drumlin Field physiographic region, with a complex of kettles and kames occurring to the south<sup>1</sup>.

The Eramosa River Valley is a relic spillway created by the retreating glaciers and it is the defining natural heritage feature of the district. The Eramosa River Valley traverses the study area and serves an essential role as an ecological corridor. The river valley also fosters ecological links to several neighbouring natural areas.

Historically the vegetation of the Eramosa River - Speed River Watershed was dominated by upland deciduous forests. The early successive plant communities that dominate the study area today reflect past land use practices of logging, agriculture and the more recent transition towards a mix of urban land uses.

#### **3.2. History of Economic Activity**

Founded on St. George's Day, April 23rd, 1827, Guelph is considered to be one of the first planned communities. The town was named to honour Britain's royal family, the Hanoverians, who were descended from the Guelfs. Guelph was selected as the headquarters of the Canada Company, a British development firm, by its Canadian superintendent John Galt, who designed the town to attract settlers to it and to the surrounding countryside. Galt designed the town to resemble a European city centre.

Incorporated as a village in 1851, the waterpower potential of the town site attracted a number of large mills during the 19th century. From the 1860's, several local industries established a worldwide reputation based on technological innovation; these included the Raymond Sewing Machine Co and the Bell Organ Co.

It was not until the Grand Trunk Railway connected the town to Toronto in 1856, and several buildings were erected in the late 19th century, that Galt's plan for Guelph was fully realized. Guelph became a city in 1879.

Similar to many areas annexed by the City, the York District was initially cleared and farmed. The agricultural fields contrasted with the development of local industries and residences in the neighbouring St. Patrick's Ward<sup>2</sup>.

The vocation of the district was altered with the announcement in 1907 of the construction of an Ontario correctional facility.

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<sup>1</sup> Planning Alliance, Land Use and Servicing Study: Background Report, March 2005

<sup>2</sup> Planning Alliance, Land Use and Servicing Study: Background Report, March 2005

The Guelph Correctional Centre was completed in 1909, and served as a medium security penitentiary until 2002. Over the years the inmates transformed the Guelph Correctional Centre lands into the park setting witnessed today by the ponds, stone walls and landscaping.

The prison was a self-sustaining institution; producing its own meat, dairy and agricultural products with few supplements from outside the prison walls. Complete with barns, woollen mill, abattoir, tailor shop, laundry, bakery, metal shop, broom shop and other facilities, the Guelph Correctional Centre sold surplus goods and other services to neighbouring communities.

In 1972, the abattoir was sold into private hands. Headquartered in the York District, Better Beef Limited became one of the leading beef processing companies in Canada. In April of 2005, Cargill Limited and Better Beef Limited announced that the two companies had reached an agreement for Cargill to purchase beef processing and related assets operated by Better Beef Limited.

In 1987, the Guelph Turfgrass Institute was established to conduct research on turfgrass production. The institute is supported by the University, the Ontario Ministry of Agriculture and Food and the turfgrass industry.

In 1989, the City of Guelph adopted a pilot project for municipal solid waste handling that separated waste, at source, into two streams; "dry" and "wet" materials. In 1995 the materials recovery facility (MRF) was developed in the York District.

### **3.3. The City of Guelph Planning Process**

The *Guelph Official Plan* designates the York District Study Area under section 7.17 as a Special Study Area. The goal of the Special Study Area is to consult with “landowners, government agencies, and the general community to determine a future land use concept. The area has a diversity of existing and potential land use activities and a holistic examination of land use, servicing, transportation and community needs is required.”

The *York District Land Use and Servicing Study* was initiated by the City and led by the City’s consulting team, Planning Alliance. The study was divided into three phases.

Phase One provided a detailed assessment<sup>3</sup> of conditions in the York District including:

- history, current use and servicing;
- identification of cultural heritage and natural environment (al) conditions;
- identification of landowner and public concerns; and
- identification of any additional studies/investigations that will be required.

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<sup>3</sup> Planning Alliance, Land Use and Servicing Study: Background Report, March 2005

Phase Two elaborated and evaluated a range of land use concepts.<sup>4</sup>

Phase Three, which will commence in the autumn of 2007, will bring the study to conclusion with a recommended plan for the future use of lands in the York District.

The findings from Phase One and Two of the City's planning process have been well documented and these documents are available from the City's website: <http://guelph.ca/living.cfm?smocid=2041>.

The City's process was suspended between Phase Two and Phase Three to provide an opportunity for the Province to undertake an examination of the local economy and investigate development options for the lands within the York District that are in provincial ownership. The Provincial study has a focus on "function" while Phase 3 of the City's study will address "form".

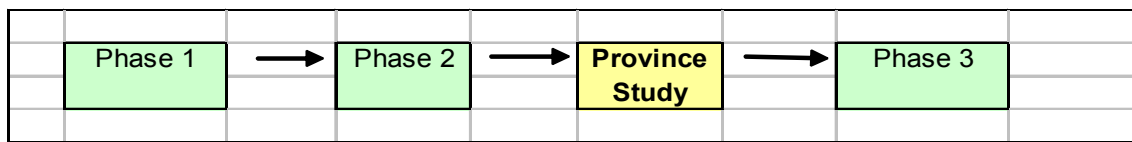


Figure 1 - The City's Planning Process

Their consultant, AuthentiCity, led this provincial study. A description of AuthentiCity's public engagement process follows in Section 5 and the outcomes from this process have been documented on the AuthentiCity website: <http://www.navauthenticity.com/guelph.htm>.

### 3.4. Issues and Challenges to Redevelopment

There are two distinct challenges to be addressed as part of the planning for future development in the York District.

The first relates to the protection of natural systems and heritage features within the district. In addition, aspects of the Guelph Correctional Centre complex, including certain buildings and landscape features, help define the district. These buildings provide an opportunity for creative re-inhabitation of a portion of the site through adaptive re-use, should this prove feasible upon detailed examination.

The degree of protection afforded to important nature, heritage and landscape features will be largely determined through the City's planning process and it is clear from the first two phases of the City's study that a large area of greenlands will be set aside. Development of the provincial lands will be subject to the City's development plan and all of the normal requirements of the municipal development approval process.

The second challenge, an important subject of this report, is to unlock the potential of the district so that future development meets the City's and Province's expectations for smart, sustainable

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<sup>4</sup> Planning Alliance, Land Use and Servicing Study: Phase II report, November 2005



community building and to ensure that development is driven through the creative engagement of the private sector.

Meeting this second challenge will require the engagement of developers that are willing to embrace creative forms of mixed-use development that reduces automobile dependency. It will also require the business community to step up to the challenge of commercializing ideas being generated from Guelph's research community to create new enterprises that will create jobs at a level of intensity that meets the employment targets for the district.

## **4. THE POLICY FRAMEWORK**

### **4.1. Provincial and Municipal Policy Compatibility and Priorities**

There is really a remarkable convergence of values and policies between the Province of Ontario and the City of Guelph. The Growth Plan for the Greater Golden Horseshoe and *the Smart Guelph Principles* form a solid foundation for a common vision.

#### **Province of Ontario - Ministry of Public Infrastructure Renewal**

In June 2006, the Province released the Growth Plan for the Greater Golden Horseshoe (“Growth Plan”). This is the first growth plan to be developed under the Places to Grow Act, 2005. The Places to Grow Act, 2005, provides the Province, through Lieutenant Governor in Council regulation, with the authority to designate a geographic area in Ontario as a growth plan area.

The Growth Plan provides policy direction for building stronger, more prosperous “complete” communities with a balance of residential and employment land uses and densities; and a built form that supports a more compact, transit-supportive and pedestrian friendly urban environment. The Plan promotes increased intensification in built-up areas, including urban growth centres, intensification corridors, major transit station areas, and brownfield sites. The Growth Plan contains policies to help ensure that location and design decisions about infrastructure support urban revitalization and contributes to complete communities.

The Growth Plan for the Greater Golden Horseshoe identifies Downtown Guelph as one of 25 Urban Growth Centres within the Greater Golden Horseshoe. Urban Growth Centres will be a focal point for investment in institutional and region wide public services, as well as residential, commercial, recreational, cultural and entertainment uses. To help realize this goal, the Downtown Guelph urban growth centre is to be planned to achieve by 2031 a diverse mix of uses and a minimum density target of 150 residents and jobs combined per hectare. The Ministry of Public Infrastructure Renewal is working with municipalities to identify the general scope and scale of urban growth centres. Respective municipalities will ultimately be responsible for delineating the precise boundary of its urban growth centre in its Official Plan.

#### **The City of Guelph**

##### **The Guelph Strategic Plan: Strategic Directions and Outcomes**

- To manage growth in a balanced and sustainable manner.
- To strengthen our economic base.
- To support our natural, cultural and architectural heritage.
- To enhance community wellness.
- To be strong environmental stewards.

- To have exemplary management practices.

### The Smart Guelph Principles

- **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.
- **Compact and Connected** – A well-designed city with a 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.
- **Distinctive and Diverse** – A culturally diverse city with a rich mix of housing, unique neighbourhoods, preserved heritage architecture, attractive common spaces, and educational and research institutions integrated into city life; with an abundance of recreational choices and art, ethnic, and cultural events.
- **Clean and Conscious** – A city with a healthy and sustainable environment, vigilantly demonstrating environmental leadership; a citizenry that values environmental and social advocacy, participation, and volunteerism.
- **Prosperous and Progressive** – A city with a strong and diverse economy, a wealth of employment opportunities, robust manufacturing, a thriving retail sector, and the good sense to invest a meaningful portion of it’s prosperity in research and development and the advancement of education, training, wellness, art and culture.
- **Pastoral and Protective** – A horticultural rich city where gardens abound; a community that preserves and enhances its significant natural features, rivers, parks, and open spaces, and makes the planting and preservation of trees a priority; a city committed to the preservation of nearby agricultural land.
- **Well-Built and Well-Maintained** – A city willing and able to invest in high-quality infrastructure and public buildings, ensuring they are beautifully designed and maintained, engineered to last, and civilizing in their effect on the community.
- **Collaborative and Cooperative** – A city with an effective and collaborative leadership that consults with citizens and other municipalities, manages growth based on the triple bottom line (environmental, economic, social), and makes decisions about development, city services, and resources allocation consistently in keeping with these core principles.

## 4.2. Local and District Policies and Considerations

Provincial and municipal governments share a jurisdictional responsibility and competency in land use and transportation planning. Major public policy challenges such as climate change, energy security, sustainable communities and human mobility and an aging population can only be met if there is strong collaboration between these two orders of government. Three significant opportunities emerged from the research and consultative process that would require collaborative partnerships to realize.

## **District Energy Plan**

The City describes the District Energy Plan as *“a detailed analysis of how a community uses energy, and helps communities plan strategically for the future. When Guelph’s CEP is in place, it will improve our standard of living by securing a reliable energy future for the entire community. The Plan is being developed as a partnership between the City of Guelph, the University of Guelph, Guelph Hydro, the Upper Grand and the Wellington Catholic District School Boards, the Guelph Chamber of Commerce, and Friends of Guelph. Together, this consortium of partners is working to help ensure Guelph has an affordable, sustainable, safe and reliable source of energy today, and for years to come.”*

The plan suggests the creation of *energy zones* that anticipate the energy requirements based on planned uses and densities that allows an energy scenario to be developed for that district that can be built into the City’s integrated master plan. There is consideration of a mixed-use, smart growth development in the south end of the City and several scenarios for the St Patrick’s Ward.

The plan for a Greenfield mixed-use development proposes:

- Medium density development
- Retain significant open spaces
- Live, work play neighbourhood
- LEED neighbourhood development standards
- Efficient construction
- Clustered renewable options
- Local heat and power
- Design for minimum transport
- Design for minimum water use.

The plan is largely conceptual and does not deliver an implementation plan or timetable but generates a number of creative energy solutions. This is a city initiative that would be consistent with the Places to Grow Plan and the Government of Ontario’s policy focus on energy efficiency and green house gas reductions. Guelph Hydro is leading the City’s efforts and is looking for a private sector partner to develop and pilot a district energy system. The York District could be evaluated as a prospective site to launch this innovative initiative.

## **Commercial Tax Base Growth**

The City of Guelph has a small commercial assessment with only 16% of its total property assessment being commercial/industrial. The York District provides the possibility to grow the commercial assessment base. An aggressive economic development strategy that focused on the

identified strengths and growth potential of the key emerging clusters offers an opportunity to achieve a proportional growth in the non-residential proportion of the city's property assessment.

The development of a partnership between the City and Province to advance strategies towards this end would make sense. It would allow Ontario Realty Corporation and Guelph's Economic Development Office to develop a joint strategy to build the asset value of the lands to grow both the tax base and the market value of the asset.

## **Accessibility**

Elizabeth Steggle and Sue Baptiste of Accessibly Yours, Institute for Applied Health Science, Faculty of Health Sciences at McMaster University proposed an approach to implement city and provincial policies on accessibility.

They argue that: *“the Guelph York District provides a unique opportunity to develop commercial, residential and cultural environments. Such environments should, from both a social and economic point of view, be accessible to all members of the community. Accessibly Yours has the vision and skills to ensure a financially viable, inclusive community by providing guidance during the planning phase, development of a centre of excellence and measurement of outcomes as the community develops.”*

The institute's proposal points out the alignment of municipal and provincial policy in this area and their shared responsibility for accessibility policy.

The City of Guelph Barrier Free Policy states: *“The City of Guelph is an innovative, caring community, and is committed to being responsive to the needs of its citizens. We want Guelph to be a great place to call home for everyone who lives here. We must recognize the diverse needs of our residents and respond by striving to provide services and facilities that are accessible to all.”*<sup>5</sup>

The Ontario Legislature passed the Accessibility for Ontarians with Disabilities Act (2005). *“The purpose of this Act is to benefit all Ontarians by developing, implementing and enforcing accessibility standards in order to achieve accessibility for Ontarians with disabilities with respect to goods, services, facilities, accommodation, employment, buildings, structures and premises on or before January 1, 2025.”*

These two legislative initiatives propose the elements universal design principles and require development to conform to new legislative standards. Given the expectation that governments will be looking to develop workable models to meet these new accessibility standards, a joint approach by both governments to implement their shared policy agenda in this area is a remarkable opportunity. McMaster University's expertise and offer of assistance is a real alignment of the stars.

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<sup>5</sup> City of Guelph Barrier Free Policy 06.01.07. Retrieved from <http://guelph.ca/living.cfm?itemid=46293&smocid=1622>

### 4.3. Provincial and Regional Considerations

There were several issues that were raised in the submissions, consultations and town hall meetings. These issues will need further consideration by the Province and will be material to the development potential and value of the York District Lands. However they are “off site” issues that affect the potential for development of the site and should be considered in the context of larger provincial policy considerations. Three key issues emerged from our research that would benefit from dialogue and coordination of provincial and local planning and policy development.

#### Public Transportation Connectivity

Transportation planning will have a significant impact on the densities and uses for the long-term development of the land in the region. The congestion on the 401-highway, which acts as Guelph’s commuter and commercial connection to Toronto, and connection to the surrounding region, has become a significant challenge. The City is moving to discourage what it describes as *bedroom community* style development in the south end of the City, desirable for its proximity to the 401.

The City is served by very limited Via Rail service and some GO Transit bus service. Guelph and the larger Kitchener-Waterloo- Cambridge region transportation system are overwhelmingly reliant on the automobile.

Several people raised the question of running GO Train Service on the Guelph Junction Railway line given its direct connection into Milton which enjoys excellent GO Train service. The condition of the rails and the viability of a regularly scheduled service would require more detailed evaluation.

Improved Rapid Transit and public transit service to the City of Guelph generally would support greater density, land values and enhance the conditions necessary to make higher density residential development a more viable and attractive proposition.

This connection between land use and transportation infrastructure is central to the policy direction and principles of *The Growth Plan for the Greater Golden Horseshoe*:

- Promote transit-supportive densities and a healthy mix of residential and employment land uses;
- Identify and support a transportation network that links urban growth centres through an extensive multi-modal system anchored by efficient public transit, together with highway systems for moving people and goods.
- Optimize the use of existing and new infrastructure to support growth in a compact, efficient form.

## **Transportation Facilities and Infrastructure for the Food Production and Distribution Sector**

This issue points to the commercial side of the transportation problem. The location of food terminals is a concern for many in the business community and is seen by some provincial and city officials as a matter that must be dealt with before there is significant relocation of food distribution and production facilities. Beyond the issue of the Guelph Junction Railways proposal for a food terminal on the York District Lands is the recognition that the increasing value and scarcity of land in Toronto where food distribution facilities are currently located is driving them to look for new locations. That raises the concerns of how food terminals and other related food production and distribution facilities would be connected to markets.

Where in the Greater Golden Horseshoe should these food and transportation facilities be located? What locations would allow for energy efficient, sustainable transportation modal split between rail and truck that would avoid greater highway congestion, infrastructure costs and energy consumption? Some community leaders perceived an opportunity for Guelph in attracting food distribution and processing companies to the area given its location, connectivity to rail and excellence in agricultural research.

The limitations of the Provincial Lands in the York District and the conflicts with other land uses in the area make the Guelph Junction Railway proposal difficult to recommend at this point in time. The decisions about the location of expansions of the 400 highway system and the location, the capacity of rail lines and inter-modal facilities are important factors for the development of Guelph and the larger surrounding region.

### **Connecting Research to Business Investment**

The issue of intellectual property rights and commercialization is a very large issue and a particularly challenging one for business and Universities. Communities and governments look to them to accelerate the development of knowledge based jobs and the movement of research and development into marketplace in the form of new or enhanced products, services and enterprises. Discussions with University and business leaders identified the need to create a better understanding of the challenges in realizing the economic benefits of publicly and privately funded research. The University of Guelph is the great pride of the community and yet some expressed concern about the ability of the University to be a catalyst for economic development and frustration about the difficulty of building partnerships with it on an institutional or professional level. The University of Guelph is interested in enhancing its role in the community and very mindful of its importance to the potential of the local economy.

The Provincial government's growing investment in University research as part of a larger innovation agenda is implicitly defining an economic development outcome in return for the investments in research. There is recognition that global shifts in the manufacturing and particularly the auto sector are creating new challenges for communities where these industries are significant employers.

The BioCar initiative based at University of Guelph and the Initiative for Automotive Manufacturing Innovation at Universities of Waterloo and McMaster, alone amount to over \$30

million in research with direct industry application. There is challenge in that no organization or government agency seems to have direct authority, resources and responsibility for applied economic development in the region. An organization, likely a private and public sector partnership, is required to put people, ideas, and their capital together and realize the economic potential of the research. Research and development that has application in local economy because of the specialization of the local business sector and its workforce requires some facility to realize these opportunities.

The development of employment land in the York District is an important step in realizing a greater economic vision that the continuation of the standard commercial development that has occurred along the length of Stone Road. The district can be a model of knowledge-based, creative economic development. The Provincial government's research investments can translate into private sector driven jobs and investments if the mechanics of the commercialization process are well tuned. While that larger issue cannot be sufficiently dealt with here, addressing it will be important if the York Districts strategic location adjacent to one of Canada's largest research Universities is going to be of any material economic benefit to the regional economy. Cross and appointment between academia and collaborative research benefit from collocation.

Queens University shares many of the characteristics of University of Guelph and also differs from University of Waterloo in that it is not as science, engineering and technology intensive an institution. Queen's University founded PARTEQ Innovations in 1987 to commercialize intellectual property. It has been ranked one of the top 5 best commercialization programs in the world and may be a model to enhance the very strong commitment the University of Guelph has made to commercialization.

The University of Guelph participates in an innovative research promotion program called Flint box. Flint box provides access to university research projects across many Universities by allowing Universities and researchers to post their projects online and enabling the transfer or license of intellectual property to users. The Universities' commitment to these kinds of promotional initiatives is very important. Mechanisms that could better connect the University to business investors are an essential element of developing the biotechnology/biomaterials and core creative economic sectors discussed in this report.

#### **4.4. Integrated Policy Framework**

The jurisdictional boundary between provincial and municipal governments is so vast and permeable that it defies definition. The volumes of provincial legislation that create, mandate, define and regulate municipal governments could fill libraries. The sheer amount of provincial legislation that implicitly involves municipal action to succeed is greater still. So to have a principled framework from which actions both orders of government can flow is a both sensible and manageable goal.

The commonalities of Ontario and Guelph's views on smart or sustainable city planning are significant. These principles could form a common framework for the development of the district:



- Optimize the use of existing infrastructure and try to find demand side solutions before considering increasing supply of services or infrastructure. Ensure durability in infrastructure build in quality and resources for proper maintenance of infrastructure and places.
- Emphasize neighbourhood design that reduces energy use, greenhouse gases and pollutants and promotes human health by building communities in which it is easier to walk, ride a bike or take a bus than the use of a car.
- Create conditions that facilitate wealth-generating development by designing districts and buildings that have the smart infrastructure and live-work configurations required by entrepreneurs in a knowledge economy.
- Nurture value, wealth generation, efficient resource utilization and quality economic development over spatial growth and increased resource consumption
- Celebrate nature in the city by designing to preserve biodiversity and protect natural and agricultural areas.
- Recognize and grow a sense of place and identity by preserving the distinct and historic buildings, streets, landscapes and build new places that consider and engage the authenticity and heritage of the city. Beauty and originality are essential to great buildings, neighbourhoods and cities.
- Promote citizenship by engaging people in the development and life of their community and building citizen participation into the process of planning and public policy formulation. Celebrate culture and human diversity in the activities, places and life of the city.

The challenge that emerges from this is how to implement a strategy to achieve these goals. What follows are some mechanisms to provide the resources to achieve these goals.

#### **4.5. Financing Policy Options and Tools**

There are many innovative approaches to urban renewal and supports for the urbanization of districts. There are several initiatives that have been developed in other jurisdictions that might offers ideas for economic development initiatives in Guelph.

The York District development will face challenges, as the construction of infrastructure and the development of facilities to secure the investments outlined in the plan will involve significant funding requirements. As owners of significant lands in the York District the City and Provincial government have a greater range of options to realize the districts development potential.

The scenario for the development of the site will realize an estimated increase in land value over 20 years of \$165 million and new property taxes annual of \$37 million. Exploring new approaches to development of these lands could consider use of some development tools being used elsewhere in the Province and in other jurisdictions.

These are some mechanisms that have been used to facilitate positive development in other jurisdictions:

### **A Community Improvement Project (CIP) Area**

Section 28 of the Ontario Planning Act provides the process for a Community Improvement plan designation to be initiated by a municipality. This would allow the City of Guelph to introduce financial incentives on the site (Tax Increment Equivalent Grants TIEGS). The York District could be defined as a Community Improvement Project Area. This is a necessary step to access some established provincially legislated financial tools.

Defining a Community Improvement Plan (CIP) area defines where any financial incentive may be spent.

Ontario's *Planning Act* allows municipalities to prepare a Community Improvement Plan to set out, what a municipality intends to do to address the development of a challenging area. The act defines these areas as:

*“An area, the community improvement of which is desirable because of age, dilapidation, overcrowding, faulty arrangement, unsuitability of buildings or for any other environmental, social or community economic development reason.”*

The CIP plan can include any changes to land-use and zoning regulations to encourage the development of the projects outlined in the planning studies. The fiscal incentives in the form of tax credits, grants or loans that can be offered to build infrastructure, repair, rehabilitate or build facilities or to facilitate investment in properties to meet aims stated in the district plan.

Adopting a mixed-use zoning district or alternatively a “zero zone” where development application are received and approved based on their alignment and contribution with the objectives of the district plan should be considered in the unique context of this district.

These planning matters are considerations for the City of Guelph in the third phase of their planning process.

### **Tax Increment Financing**

Many jurisdictions have found great utility in the application of Tax Increment Financing (TIF), which is a financing mechanism that uses the increase in property tax revenues, generated by the redevelopment of a property or area to pay for the costs associated with redeveloping that property or area.

The use of TIF is a relatively new concept in Canada, is currently only in use in the Province of Manitoba. Ontario recently passed legislation authorizing a limited version of Tax Increment Financing and pilot projects are just now being considered for TIF funding.

The projects that could lend themselves to TIF funding if it was creatively applied are:

- Roads, trails and land drainage infrastructure.

- Redevelopment and preservation cost of the corrections buildings (if privately owned).
- Implementation of the District Energy Plan.
- Development of the Biomaterials/Biotechnology Design Centre

### **Urban Development Banks and Incentives**

An urban development bank is a concept pioneered in St. Paul Minnesota and Winnipeg to provide capital for the development and redevelopment of challenged urban sites. Again this concept has enjoyed significant success in other centres and may prompt some ideas for innovation in local urban development practices.

An urban development bank is a financing agency or program of an economic development corporation that resources the redevelopment of sites or districts from creative and strategic use of public sector lands and assets.

The bank is assigned assets by governments that have been difficult to sell or have been off the market and unlikely to achieve reasonable sales price in their current condition.

The lands are improved and marketed to targeted investors with a package of incentives and often as part of a specific local development strategy.

The bank is paid on a set percentage of the enhanced value of the land or asset upon sale and reinvests that money in the redevelopment of the site and the marketing of the land.

An urban development bank normally can approve funding for qualified development projects. It uses its asset base and banked revenues to bridge finance projects, offer mortgage financing, loan guarantees, subordinated debt or equity participation for small or medium sized real estate developments.

The urban development bank or its parent development agency usually facilitates partnering with traditional lenders such as banks and credit unions. In fact the urban development bank acts as a lender of last resort to bridge the gap between bank financing and final project costs.

Interest and repayments from urban bank assisted projects, interests earned on the capital pool and net proceeds from the sale of properties in the district are used to replenish loan funds.

An asset agreement is usually the basis of the transfer of under-performing assets or surplus lands to the urban development bank. The agreement specifies the goals and authority of the agency and the terms on which it holds the assets.

It is the goal to get the properties appropriately developed and back on the tax roll within the standards of the area development plan.

Some urban development banks are delegated to manage tax incentives for government.

Tax credits for Brownfield or heritage redevelopments have been important tools for redevelopment in other jurisdictions if they are performance based or in other words paid out only as a percentage of private dollars invested. Some development corporations are given the ability to monetize those tax credits or allow the credit to be converted to a loan to provide start up capital for a project. The application of such a tax incentive program would make sense given the capital required to develop the Corrections buildings. Appropriate tax credits should be calculated to close gap between the market rents the property should generate and the differential cost of redeveloping the heritage property over the cost new construction.

An urban development bank works best when attached to a development corporation that works with investors and developers to find customized solutions to meet their specific needs such as identifying development opportunities or securing financing or understanding and meeting development regulations. Development corporations can be effective in providing assistance to expedite dealings with government and navigate through various policies, procedures and committees.

### **An Urban Development Corporation**

It would seem on first glance that the last thing the Guelph region needs is another organization. Yet of all the many research and development organizations present in the region, none have the resources, land and mandate to actually get shovels in the ground or translate an opportunity into an investment and development. There are a few private firms with the expertise and innovation capacity and potential to build out a cluster from, and drive significant economic growth in the region.

There is a need to rationalize and organize the roles and responsibilities of the many organizations and develop an accessible directory of research and development in the region, and amongst its universities.

The challenge is to develop an organization that can actually develop and attach capital and land to people and commercially viable research.

The creation of a development corporation for the York District Lands would be a significant vehicle for realizing the potential of these industries.

The corporation would be charged with the development of the York District bio-park.

Development corporations organize the development of the lands designated for commercial and mixed-use development. Such a corporation can organize the development of proposals and investments in a specified district and administer the sale and leasing of sites.

Specifically an urban corporation could:

- Ensure the lands are developed consistent with provincial policies and the City's development plans. Work with the industry and partnership organizations to establish a plan for the Bio-technology and biomaterials sector and the agrifood sectors on and live work precincts in the district.

- Establish a protocol with Universities to facilitate research and development opportunities with commercial application that have potential in the region.
- Identify the most promising local and foreign business, and opportunities for investments and projects on the site.
- Integrate government development requirements for the site into a tradable and convenient format and assist investors in assembling their development proposals to meet those requirements.
- Advocate for and steward projects and business investments on the site through government approvals and regulations.
- Administer incentive programs to assist in the realization of the development of projects on the site on behalf of the city and province.
- Establish and manage a development bank or revolving fund based on a percentage of land sale revenues from the district.
- Receive funding based on performance with operating and capital revenues derived from a share of land transactions and investment revenues.
- Be a developer or leaser of lands and a lender of last resort when required to close deals.

Such corporations usually are invested with sufficient resources and authority to fully develop a site. They are usually composed of a board of persons with a vested interest in the local economy and knowledge of the market.

The City of Guelph could establish a local development corporation and associated bank.

## 5. THE COMMUNITY PERSPECTIVES

An important part of the work undertaken by AuthentiCity was an engagement of the community to assist in the identification of a full range of development ideas. These ideas were later evaluated and transformed to development “propositions” by the consulting team.

### 5.1. The Public Engagement Process

The engagement process included three public sessions: an introductory Information Session to present the study objectives; a Townhall to present the development ideas identified by four “Roundtables” of community leaders; and a second Townhall to present AuthentiCity’s development propositions.

Underlining the study process was a range of research activities. These activities included an examination of the structure of the Guelph economy to identify activity clusters and to dimension the “creative economy”. Also included were a series of stakeholder interviews to examine potential partnerships and the local capacity for innovation and research commercialization.

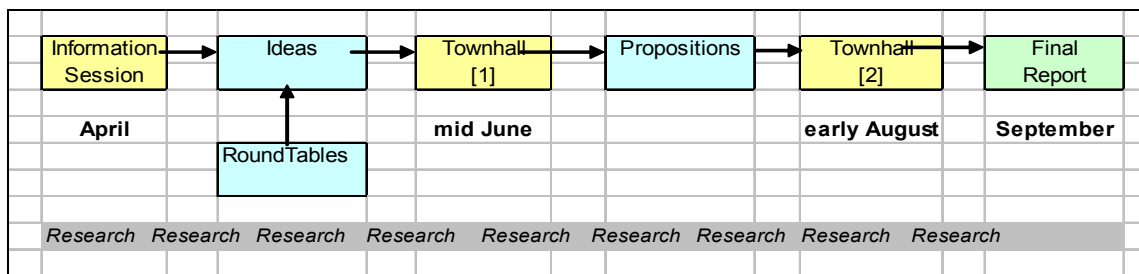


Figure 2 - Study Process and Public Events

### 5.2. Leadership Roundtables

An important element of the community engagement process was the organization of four Roundtables of community leaders to provoke the identification and examination of a wide range of development ideas.

Four Roundtables were convened with membership selected to represent four broad themes.

- A. Research, development and innovation
- B. Light manufacturing, assembly, services, commercial office and retail
- C. Residential and mixed use development (live / work arrangements)
- D. Culture, design and creative enterprise

The membership of the Roundtables is presented in Appendix 1.

The work of the Roundtables comprised: an initial Assembly to review the work plan and objectives for the Roundtables; a set of sessions facilitated by AuthentiCity to start the “brain storming” aspect of the Roundtable work; followed by independent work of the Roundtables guided by a chair selected by the Roundtable. The work of the Roundtables was then examined in a second set of sessions facilitated by AuthentiCity in preparation for a final Assembly. At the Assembly, the four Roundtables “pitched” their ideas to each other in preparation for their presentations at the public Townhall.

At the Townhall (18 June 2007) the Chairs of the Roundtables presented their ideas for public review and evaluation. The ideas presented and the results of the evaluation are presented below in Section 5.4.

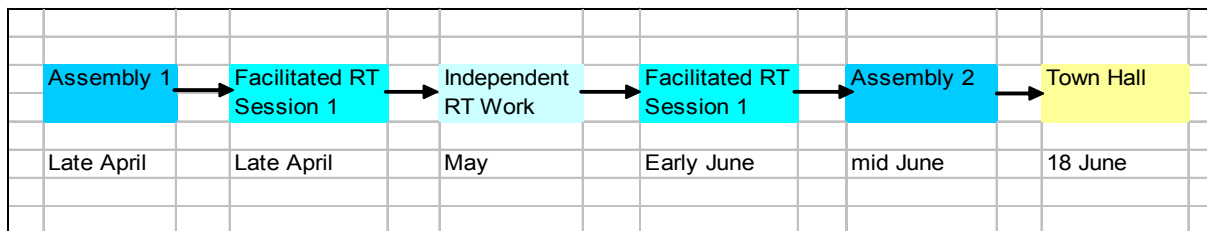


Figure 3 - Roundtable Process

### 5.3. Briefs and Submissions

The community was also provided an opportunity to present briefs. In response, submissions were received from:

- Ontario Peace Officers’ Memorial Association
- Accessibility Yours, McMaster University
- Guelph Turfgrass Institute and Environmental Research Centre and Turfgrass Research Foundation
- Guelph Wellington Men’s Club

### 5.4. Evaluation of Community Ideas

At the public Townhall session held 18 June 2007, the Chairs of the four Roundtables presented their ideas, providing for each idea the rationale and general concept, some initial sense of scale, example projects (or analogues) and in some cases suggested a possible location of the project within the York District.

A summary of the concepts and sample projects is presented below.

## **Roundtable A: Innovation Park**

The rationale for the Innovation Park concept promoted by Roundtable A was to concentrate on economic activities with a natural competitive advantage to locate in Guelph and those that support Provincial Government economic initiatives. The concept includes emphasis on “small R and big D” and the notion of “end-to-end” delivery within the park ( research → commercialization).

This Roundtable identified an opportunity to enhance commercialization partnerships between:

- Industry (strong advanced manufacturing presence in Guelph)
- University of Guelph (leading research activities)
- Conestoga College (applied technologies)
- Government of Ontario and Government of Canada

The Roundtable identified three innovation themes:

- Bio-Products
- Food/Health
- Environmental

The specific example projects advanced by Roundtable A included: a Bio Products design centre; an Incubator / Convergence Centre; an Environmental Change Centre and a specialized railway food terminal.

## **Roundtable B: Four Coherent Precincts**

This Roundtable advanced the concept of the York District being divided into four coherent precincts, each of which presents conditions appropriate for certain uses. These precincts included:

- Agri/Life/Bio/Science R&D park
- Industrial condos
- Conestoga College expansion
- Neighbourhood retail



### **Roundtable C: Live/Work Precincts**

The rationale for the live/work precinct concept as presented by Roundtable C was founded on “a dozen premises”, as follows:

- Live/Work: 3,000-5,000 jobs
- Mixed-Use/Continuous Urban Form: intensive, flowing
- A Design Review Panel: iconic, preserve the "wow-factor"
- Complete Community: services for residents
- Zero Zoning: development permitting
- A Vibrant District Hub: 24/7
- Heritage Buildings: adapted for re-use, designated
- A Bridge: essential link
- A Modified Grid: easy access in many places
- Integration With the Rest of the City: roads, rail, trails
- Nothing Should Be Rear-Facing: true road frontage
- Affordability: artists and regular folks should have access

The five specific ideas advanced by this Roundtable included:

- Live/work district of several precincts
- Reformatory becomes live/work lofts and studio space with a “Main Street” of shops/services
- Condo/commercial tower above the reformatory
- Step-back townhouses on the river bluff
- Inhabited, “iconic” pedestrian/vehicular bridge

### **Roundtable D: Environmental Arts District**

The rationale for an environmental arts district as advanced by Roundtable D had several components:

- Existing strengths of Guelph: leadership in arts and the environment

- Environment identified as an emerging economic sector locally
- Arts sector contributes to Guelph's sense of place nationally
- History of the site as a centre for innovation / transformation
- Site's landscape, built structures and location within the city would allow for complementary development in adjacent areas

The specific sample projects advanced by this Roundtable included:

- Multi-disciplinary Arts District
- International Environmental R&D Centre
- International Arts Centre

Following the presentation of each Roundtable, those attending the Townhall session were asked to reflect on a key question:

*How likely are each of these projects to succeed in the York District, if initiated?*

The attendees were asked to rate each project on a scale of 1 to 5, with “1” representing a low probability of success and “5” representing a high probability of success. A score sheet was provided to all attendees at the Townhall and then collected for analysis after the meeting.

A second evaluation was made of the projects, asking the Townhall attendees to “vote” for the projects they would most like to see initiated in the York District, quite apart from their feelings of how successful the project might be. Each attendee was given five green dots to vote with by sticking the dots beside their favourite projects on large project lists pinned to the wall.

		Probability of Success					Top Picks	
		1	2	3	4	5		
A1	Bio Products Design Centre	2	8	12	25	17	42	19
A2	Incubator / Convergence Centre	1	2	17	29	17	46	
A3	Environmental Change Centre	0	7	12	28	19	47	24
A4	Food Terminal	9	13	10	14	20	34	19
B1	Industrial Condos	3	14	21	20	5	25	2
B2	Agro Research Park / Uni Partnership	1	3	10	25	24	49	63
B3	Neighbourhood Commercial	9	15	17	18	5	23	2
C1	Live / Work Studios	5	7	15	21	17	38	23
C2	Reformatory Lofts and Tower	3	7	15	32	8	40	
C3	Step-back Townhouses	8	12	14	19	13	32	21
C4	Inhabited Bridge	12	11	17	16	9	25	5
D1	Multi-disciplinary Arts Centre	5	12	12	21	16	37	28
D2	International Environmental R&D Centre	0	2	12	26	26	52	65
D3	International Arts Centre	7	18	26	9	6	15	7

Figure 4 - Evaluation of Roundtable Project Ideas

Figure 5 provides the result of the Townhall’s evaluation of the project ideas generated by the community Roundtables. The blue portion of the chart indicates how many attendees at the Townhall rated each project according to the 5-point rating scale indicating probability of success. The white scores in the blue boxes indicate the sum of the number of attendees ranking the project as a “4” or “5” in terms of probability of success.

The green portion of the chart provides the total “votes” each idea garnered.

Combining these two evaluation approaches, the projects were ranked in the following order:



Figure 5 - Ranking of Roundtable Project Ideas

Rising to the top were two ideas for research parks that focus on strengths in agriculture and the environment with strong linkages to the University. Supporting this large concept were specific projects related to a bio products design centre, an incubator or convergence centre and an “environmental change centre”.

Ranking somewhat lower, but in a cohesive grouping, were the concepts related to innovation in housing and live work environments including live / work studios, the development of lofts and new residential towers at the Guelph Correctional Centre and townhouses that could take advantage of the river valley. Also fitting into this broad packaging of ideas was the development of a multi-disciplinary arts centre within a precinct anchored by a redeveloped Guelph Correctional Centre complex.

Sinking to the bottom of the chart were industrial condos, neighbourhood commercial, an international arts centre and the concept of an inhabited bridge.

## 5.5. Stakeholders and Sessions and Interviews

Interviews were conducted with individuals and sessions were conducted with organizations to gather insights and perspectives on issues that emerged from the town hall meetings, the roundtables or the research and mapping work.

Interviews and Sessions were conducted with:

- Agrifood Technologies
- Ontario BioAuto Council

- Guelph Hydro
- Economic Development and Tourism, City of Guelph
- University of Guelph
- Guelph Chamber of Commerce
- BioteCanada
- Recreation and Culture, City of Guelph
- Wellington Men's Club (Presentation)
- Board of Directors, Agricultural Research Institute of Ontario
- Friends of Guelph
- Board of Directors, Guelph Turfgrass Institute and Turfgrass Research Foundation

# 6. THE LOCAL ECONOMY

## 6.1. Context of the Local Economy

While Guelph is home to 115,000 people, the city sits on the eastern edge of the Kitchener-Waterloo-Cambridge-Guelph Region with a population of over 615,000. Guelph is the 5th fastest growing mid-size city (population 100,000 to 200,000) in Ontario with a population growth rate of about 2% per year. It has amongst the youngest populations in Canada. Manufacturing accounts for a large percentage of employment in the region and is more dominant in the Guelph region as a percentage of GDP than it is as a sector in the overall Ontario economy. Ontario is more manufacturing centred than the overall Canadian economy and has a higher share of employment than the rest of Canada. Given the stresses on the manufacturing sector and the importance of innovation in an increasingly competitive global, this region has an advantage as home to a number of leading universities with outstanding reputations in science and technology and great capacity for commercialization of research.

The larger region is a significant centre for financial services and The Co-operators' head office is located in Guelph. The strongest technology clusters are in information and communications and biotechnology. Kitchener-Waterloo is home to one of Canada's most established and important ICT clusters while Guelph is emerging with great capacity in biotechnology.

There are four mid-size cities in the region:

- Kitchener 211,000
- Cambridge 122,000
- Guelph 118,000
- Waterloo 96,000

Guelph population has a median age of 36.4 with a larger percentage under the age of 45 than the Canada average. Guelph's median family income according to Census Canada is \$66,388 (2006). The average assessed value of a single-family house in Guelph in 2006 was \$246,713.11 (MPAC).

## 6.2. Traditional Business Clusters

Guelph economy is clustered in a few sectors. There are approximately 1400 businesses operating in the City of Guelph. Manufacturing is largest sector accounting for 25% of all businesses employing 15,455 people or 25.5% of the workforce. Of the 344 firms in this sector, 92 fabricated metal product manufacturers and 45 machinery manufacturers together make up just shy of 40% of the manufacturing base. This reflects the large auto parts cluster that forms the base of the local economy. There are 30 printing firms that compose just less than 9% of the sector. The city has five modest sub-sectors of the manufacturing cluster. Each of these smaller groupings are composed of about 15 to 20 firms and each account for 4 to 5 % of the local manufacturing base. These are food, chemical, plastics, transportation equipment and furniture.

The 280 professional, scientific and technical services firms account for 20% of all businesses while they employ 3,470 people or 5.7% of the workforce. There is a strong presence of small professional firms ranging from architects to web design and electronic publishers that are evidence of a high number of core creative professionals and the presence of the University.

The other sectors of significance are predictable for a midsized regional centre like Guelph with construction, retail and wholesale firms each accounting for approximately 7 percent of the local business mix.

The strong presence of manufacturing focused on the automotive sector and the presence of the University of Guelph, in addition to a strong base of small firms of professional scientists, engineers and technologists, provides the potential for the further development of research and development innovation enterprises. It creates a sufficient base in advanced manufacturing for commercialization of university-based research to see significant application in the local economy.

The Guelph Economy is reliant on two strong traditional economic clusters. The auto parts and services industry and the University of Guelph and its strength in agriculture and biology.

The strength of the auto industry is in the private sector and is dominated by a small number of large auto parts firms. The University of Guelph and the Government of Ontario, Ministry of Agriculture, Food and Rural Affairs generate high value employment in agricultural and biology in the local economy.

### **6.3. Creative Business Clusters**

We undertook a number of approaches to identify the knowledge-based or creative economic clusters with the greatest promise for greater wealth generation over the long term. Canada's manufacturing sector faces growing competition from regions with lower labour costs and regulatory standards and less expensive energy while simultaneously being confronted with a higher Canadian dollar. Investments in innovation and in building an economy of high value, high skill and high paying jobs requires focusing on the design and development components of the advanced manufacturing and services sector.

Our approach to research included a broad mapping of the Guelph economy to identify concentrations of employment, the nature of the business clusters and their location. Roundtables composed of community leaders were formed to identify strengths and opportunities in the local economy and develop propositions for the York District lands that would support the development of these clusters and launch opportunities for new investment. Interviews and presentations were conducted with key experts and organizations to gain additional insights into the strengths and emerging opportunities in the local economy.

What emerged from this process was a broad stroke picture of the structure of the local economy that identified and focused the development scenario for the York District on development propositions that are rooted in the current economic structure and have the greatest probability for success.

There are many definitions of creative industries. Some limited to cultural industries others broadly identifying the creative capacity of a local economy. Our definitions are broader. This study looked to identify those sectors that demonstrate capacity for innovation and significant employment in areas that engage the creative capacity of the work force in the production of ideas, services and good. Five specific clusters emerged and are elaborated in this section three of which demonstrated significant depth and potential. The local Environmental and Biotechnologies, Creative business and Agrifood sectors show real strength.

### **Environmental and Bio-technologies**

Guelph's success as an agricultural centre is in large part due to the agricultural research excellence of its University. However, employment and investment in this field still reside largely in the public sector and our research demonstrated that Guelph has yet to benefit from proportional private investment or employment in the field. It may not be surprising that it is in the overlap of environment and agriculture that some of the greatest opportunities for Guelph's future prosperity arise. Our report very much focuses on the environmental opportunities that emerge from a couple of areas of agriculture-based innovation. One is the area of biomaterials and biotechnology. The Government of Ontario has signalled through consistent policy messaging and investment that biomaterials, particularly as they apply to the auto sector, is a significant opportunity for sustainable economic development in this province.

There is a significant private sector employment base of approximately 800 people working locally in fields of biomaterials and biotechnology. There are nine biotechnology companies in Guelph. Most of these companies are smaller firms employing less than 50 people.

The government of Ontario has committed \$1 million to support the research and commercialization of soy-based polyol in polyurethane automotive products. The project that looks to replace polyols sourced from non-renewable petroleum with renewable soy oil. The project is led by the Woodbridge Foam Corporation of Mississauga, (subsidiary of the Woodbridge Group) one of the largest manufacturers of automobile seat foam in North America. They have announced they will use 25% biomaterials in their seat foam products and this should help kick-start to a local market for soy-based biomaterials.

There is increasing evidence of the potential of the biomaterials sector. Ford has announced that it will be using 40% biomaterials in the seat foam in the 2008 Ford Mustangs. Lear Inc. with Canadian operations in Ajax will produce this material for Ford.

While there is clear evidence of movement in this area there are significant challenges to the emergence of a strong biomaterials sector in this region.

There is very limited use of Ontario grown soybeans in biomaterials right now. The largest sustainable commercial application of biomaterials in the region is in the manufacture of biodegradable bags. The manufacturer, Ralston, imports biomaterial from Italy. The Italian based manufacturer is considering the establishment of a manufacturing facility in Ontario. Given there is no centre for advanced manufacturing of biomaterial, the Guelph's advanced manufacturing base and research and development capacity in biomaterials would make the City and the York District in particular a good candidate to establish a specialized biomaterials industrial cluster.



The production of soybeans in Ontario is substantial. There are over 25,000 growers in Ontario. The 2.3 million acres is dedicated to soybean production yields 2.5 million tonnes of beans a year. 70% of the crop goes to crushing yielding soybean oil and meal. Currently there are six oilseed processing or crushing plants in Ontario. The available supply of product is significant.

Some of the potential products from biological feedstocks such as soy and corn include:

- Tire fillers
- Seat Foam
- Automobile roofs
- Plastic parts
- Resin tailgates
- UV resistant paint
- Seat cover material

The Guelph based Ontario BioAuto Council has set 2010 as the year by which they hope to see Ontario as the global leader in the manufacture of automobile parts and materials from biological feedstock.

There is a significant challenge and opportunity for Guelph and the region's Post Secondary institutions to respond to the lack of knowledge and training in use and application of biomaterials. The establishment of training programs and greater investment in the bio-product development are both necessary to the successful development of this sector.

Centred in the Northwest quadrant of the city, the auto parts manufacturing is the most significant component of the local economy and developing the potential of biomaterial application will require a significant partnership with leaders in this industry. Larger employers dominate the automotive sector with most firms employing upwards of 100 employees and several with over 500 employees. The three largest, local private sector employers are all auto sector companies: Linamar Corporation just over 8000 employees, Polycon with 1,000 employees and Guelph Tool incorporated with 900 employees. Two other companies in the auto sector are also significant employers; Guelph Products Collins and Aikman, a division of Linamar, has 600 employees and Vehcom a manufacturer of injection moulded plastic automotive components employees 520 people (Cargill Meat Solutions prior to recent layoffs was the second largest private sector employer).

Polycon (Magna) and Vehcom are potential candidates in the local auto sector to use biomaterials as its production uses plastics while Linamar uses metals.

There are other types of manufacturing operations in Guelph that would be candidates for the use of biomaterials. Biomaterials currently have application in resins, laminates, furniture, infrastructure, PVC, pool liners, textiles and fencing. The presence of 16 plastics and rubber

product manufacturers, 16 furniture products manufacturers, eight wood products manufacturers, 14 chemical manufacturers, four clothing manufacturers and four textiles and fabric finishing operations, all industries that have some potential for adapting biomaterials into their products makes the possibilities for Guelph to become the leading biomaterials manufacturing centre in Canada a greater probability.

The Bio Car research program at the University of Guelph is a \$17.9 Million research program funded jointly by the Province, University and private sector. This initiative will start to address a major environmental challenge in the auto sector.

The average North American car requires more than 100 kilograms of plastic made from petroleum. The replacement of these petroleum-based materials with biomaterials would have a significant impact on the sustainability of the industry. Bioplastics can be made from renewable resources such as soybeans, corn or agricultural waste.

This initiative and the recent commitment of \$3 million by the Province towards the Premier's Research Chair in Biomaterials and Transportation at the University of Guelph establish a foundation on which to build complimentary economic development initiatives.

The University of Guelph and particularly centres like its Food and Soft Materials Centre become critical components in development of partnerships that can facilitate the commercialization of research and the application of biomaterials in the local auto parts industry.

The establishment of appropriate infrastructure to support commercialization and product development in biomaterials should produce significant new opportunities for new development of the commercial base of the local economy.

Significant related research is also underway in other parts of the Kitchener-Waterloo-Guelph Region.

The University of Waterloo in partnership with McMaster University just launched a major new research project, the Initiative for Automotive Manufacturing Innovation (IAMI) to do the fundamental research required to cut the weight of cars in half – while making them safer, more durable, more recyclable. About \$8.4 million is provided to the University of Waterloo through the Ontario Ministry of Research and Innovation's Research Excellence fund for their part in this.

The Guelph Partnership for Innovation and the Bio Auto Council provide the kind of partnership that will be necessary to mobilize people and capital to translate ideas into new businesses and new applications of biomaterials by existing industries.

The success of both these organizations in translating what is often called small "r" research into big "D" development is critical to moving Guelph from an important centre of biomaterials research to a significant centre of economic innovation and the establishment of a significant biomaterials business cluster.

To advance the local bio economy in the areas of research, innovation and advanced manufacturing will take involve six key elements:

- For manufactures it will require feedstock availability and quality.
- Research and technology investments.
- Development of new partnerships and stronger networks between researchers, product developers and investors.
- Supportive public policy and regulations and collaboration between the three orders of government.
- Industry leadership in adapting new materials and processes.
- Strong market development and regional branding.

The capacity and resources are in place; they are just not yet sufficiently connected or coordinated.

### **Creative and Cultural Industries**

This sector has emerged as a critical priority in cities and communities across Canada. These industries are part of the larger shift to a post-industrial creative economy. Here creativity and design, defined in the larger sense, are critical to the success of firms cross virtually all economic sectors as they compete to develop better- designed and more innovative products and services.

There are many different ways of defining the creative industries. A Creative Industries Task Force (CITF) struck in the United Kingdom in 1998 first established the concept. It defined creative industries as: “activities which originate in individual creativity, skill and talent and which have the potential for wealth and job creation through the generation and exploitation of intellectual property.”<sup>6</sup>

The CITF identified the following core creative industries, categories that have been used in the Guelph study.

- Advertising
- Architecture
- Arts and Antique markets (restoration)
- Crafts
- Design

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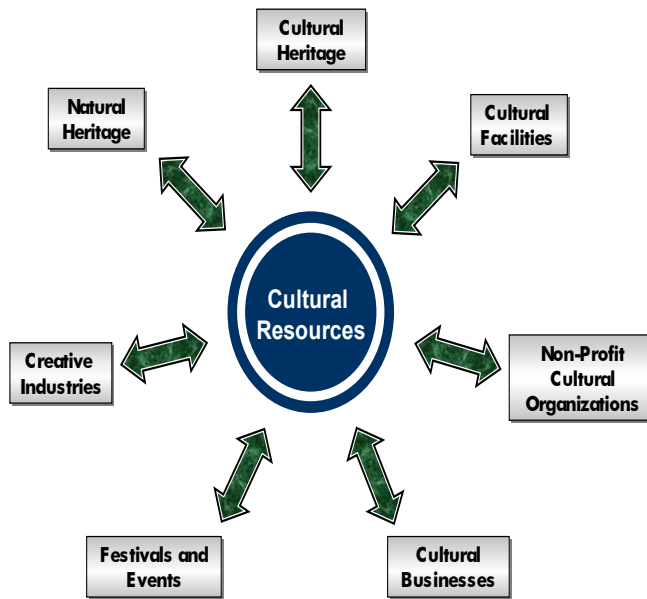
<sup>6</sup> Creative Industries Task Force (CITF) (1998). *Creative Industries Mapping Document*. United Kingdom Department for Cultural, Media and Sport.

- Design/ fashion
- Film, Video and photography
- Software, computer games and electronic publishing
- Music and the visual and performing arts
- Publishing
- Television and radio

These categories of creative and cultural industries proved the most useful for the Guelph work, although should more detailed mapping be undertaken it should be noted that Statistics Canada defines them somewhat differently.

It is also worth noting that a criticism that has been made of creative and cultural industry classifications such as these is that they ignore many things that communities have traditionally defined as their cultural assets. For example: the entire field of built heritage and cultural landscapes/urban environment, museums, archives and libraries, and a wide range of not-for-profit cultural organizations. All these, combined with creative and cultural industries are part of a larger creative and cultural ecology in communities.

AuthentiCity has developed a methodology for mapping this broader understanding of creative and cultural resources in communities that could be used as a next step in a more thorough mapping of these assets in Guelph. Indeed, the city has expressed preliminary interest in undertaking such a mapping project. The following diagram illustrates the broader framework of creative and cultural resources.



Time and resources in the Guelph project limited the mapping of creative and cultural industries listed in the Guelph Business Directory. Authenticity’s experience in other cities is that while this is a useful start, it captures only a portion of creative industries and occupations.

Based on this one source, the estimated number of people working in these fields is listed below.

- Advertising<sup>7</sup> 0
- Architecture 51
- Arts and Antique markets (restoration) 37
- Crafts 0
- Design 235
- Design/ fashion 193
- Film, Video and photography 18
- Software, computer games and electronic publishing 606
- Music and the visual and performing arts 4

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<sup>7</sup> Advertising firms identify themselves in the business directory as marketing firms. In the Guelph business directory that larger group employs 275 people.

- Publishing 139
- Television and radio 179

Guelph has a significant cultural and creative industries sector. At minimum, again acknowledging limited source data; there are 1,462 people who work in the creative industrial sector using the UK definitions. There is a strong focus in communications with 606 people working in software and electronic publishing and 352 people in the fields of publishing, television and radio. That makes 958 people whose livelihood is derived from traditional and electronic communications. This identifies a key cluster within the core creative sector that should be the focus of future economic development initiatives. These firms are generally very small employing between 1 and 50 people. They are heavily concentrated in the city's historic downtown. The other significant clusters were design and fashion designs that together employ 428 people. These numbers were derived from business directories and association membership lists. There is no registry of artists nor has the city yet mapped or inventoried the cultural and creative industries, many of which do not register as businesses.

AuthentiCity when undertaking comprehensive mapping of creative and cultural industries would also include other private sector business groupings that involve original artistic, design and creative work. Once again, based on existing sources of data used for the project, these would include:

- Heritage and cultural services 2
- Culinary, viticulture and brewing 421
- Marketing and market research 275

Using this broader definition there are approximately 2,160 people employed in the creative industries sector. There has been no comprehensive mapping of the cultural and creative industries in Guelph and this creates challenges in being as definitive as we would like to be about the definition of this sector.

There are about 104 firms that would be defined as core creative and cultural industries. They are mostly small and medium sized firms employing between 1 and 5 people while the largest firm in this sector employs 215 people. There is a significant spatial concentration, 38 of these companies are located in the central business district and surrounding core area neighbourhoods

This amounts to a very a conservative estimate of the size of this sector across the city given the limits of the available data. For example, only 18 people are recorded as working in *film, video and photography* in the Guelph business directory; a closer look at some of the local video organization's memberships indicates amore significant cluster.

Ed Video, a media arts production, training and presentation centre provides an important resource for this sector. This artist run centre has been around since 1976, providing screenings, workshops, courses and the equipment and support for professional quality video production.

Ed Video has approximately 160 *Producer Members* who are those members who actively involved in video and film production and has 15 instructors on staff. So it is likely that this sector is underrepresented in traditional measures and reporting of industry clusters and employment.

The film sector is quite strong and well supported by the City of Guelph Economic Development office. In 2005 with the launch of the film liaison service the city was home to four films. That number more than tripled in 2006 when the City hosted 14 films.

There is an indication of the depth of the more traditional cultural industries in the membership numbers of the city's guild and artists associations. The arts and crafts guilds collectively have over 500 members.

The guilds and association membership:

- Guelph Creative Arts Association (painters) 180
- Quilters 160
- Embroiders 80
- Hand weavers and spinners 70
- Glass blowers 37
- Fiber Arts 30
- Rug hooking 20

The Guelph Arts Council was established “to stimulate and co-ordinate the development of the visual, literary, performing and heritage arts so as to enrich the cultural life of the community and to encourage the widespread appreciation of, support for and involvement in the arts.” The council provides arts-related services and information resources to support the development of artistic endeavours in Guelph.

The *Guelph Arts Council* lists 52 artists and related professionals on its online directory. While this is likely a very small portion of people who work in Guelph in the more traditional artistic professions it does provide some insight into the mix of artists in the community:

- Music: Musicians, vocalist and composers 17
- Theatre: Actors, production 2
- Visual Artists: Artists, teachers 20
- Literary Arts: Authors and writers 8.
- Media Arts: Artists and Filmmakers 3.

- Heritage; Researchers, administrators 2

The University of Guelph *School of Fine Art and Music* offers programs in *Studio Art, Art History and Music* and an M.F.A. graduate program. The School of English and Theatre Studies offers undergraduate and graduate programs in *English, Theatre Studies, Literary Studies, Media Studies and Creative Writing*. This great capacity in higher education provides a solid base to build and enhance the workforce and strengthen creative cluster in the region.

The traditional performing arts infrastructure is strong with the presence of the River Run Centre and such innovative community organizations as the Guelph Youth Music Centre. Strong cultural programming demonstrated by local festivals like the Hillside Festival, Guelph Jazz festival and tours like the Community Arts tour and the Downtown Studio Tour provide important audiences and profile to local visual and performing artists.

The visual arts are blessed with the Macdonald Stewart Art Centre is a public art gallery presenting exhibitions of contemporary and historical art and craft drawn from regional, national and international sources.

There is limited exhibition space for local artists and designers. There is no major sound recording studio and there is no focal point for local performing artists.

Live/work and studio space is almost nonexistent and there is no purpose built facilities for entrepreneurs in this sector.

While electronic publishing has been strength of this sector but the recent relocation of Geosign, one of the sectors largest employers highlights the difficulty in retaining larger companies in this cluster. There is significant scope and depth to the creative industry sector and the creation of purpose built resources facilities and live-work studios would provide supports for its growth and development.

A final factor to note is the interdependence of a city's creative and cultural resources and its tourism and hospitality industries. Cultural facilities and attractions are among the most significant factors in

### **Information and Communications Technology Cluster**

The information and communications cluster in Guelph is quite small and is represented 68 companies or 4.8% of the total number of businesses. There are 28 information and technology companies. These are smaller firms employing between five and 20 people, the largest employer employees 43. There are 40 information and technology service and support firms in the city most employing between 5 and 50 people, the largest employing 215. The concentration of these firms is in the downtown. There are seven computer and electronic manufacturers in the city.

There is very little significant employment or presence of this sector in the City of Guelph proper. In the K.W.-Cambridge region this sector is significant, employing over 26,000 people. Research in Motion maker of the Blackberry and NCR Canada, are both in Waterloo. COM DEV International, designs and manufacturers microwave and optical systems, located in Cambridge,



are large employers and are at the centre of a strong business cluster in the region. The 450 high technology companies in the Waterloo Region generate more than \$9 billion in revenue annually.

The synergies between biotechnology and ICT are significant and could be realized as a specialized ICT niche in the City of Guelph.

### **Life Sciences Agrifood Cluster**

Guelph is known for its excellence and leadership in agriculture and food. About 3,750 people work in agrifood and life sciences related research and development. In addition, about 660 people are involved in commercialization and acceleration while an additional 900 people are employed in agriculture related support and resource functions.

The City has promoted efforts to make Guelph the Life Sciences Agrifood centre of Ontario, one of the top two in Canada and in the top five in North America.

Guelph's Life Sciences Agrifood sector benefits and grows from the excellence in research and education at the University of Guelph.

The University of Guelph is advancing research and development in the Life Sciences Agrifood sector through investments in several programs including the Food Systems Biotechnology Centre, Guelph Transgenic Plant Research Complex, Guelph Molecular Supercentre and the Guelph Food Technology Centre.

The City is home to life sciences agrifood associations and organizations. These include Ontario Agrifood Technologies, Ontario Corn Producers' Association, the Canadian Animal Health Institute, the Food Biotechnology Communications Network, the Ontario Seed Growers' Association, the Ontario Soil and Crop Improvement Association and the Ontario Pork Producers' Marketing Board and the Turf Grass Institute.

The Universities Research Park has attracted a number of Agrifood companies including Syngenta, Semex Alliance and Elanco Animal Health.

There are major employers such as McNeil Consumer Health Care (a Johnson and Johnson subsidiary) as well as Agfa Health Informatics in Waterloo and Novocol in Cambridge.

Nutraceuticals and functional food that look at food for the benefits they bring to the maintenance and restoration of human health.

Dr. Gord Surgeoner, President, Ontario AgriFood Technologies, points out that food has emerged over time to meet a range of human needs. Originally humans required simply enough food. As technology advanced a demand for greater food choices followed and then convenience became central to the production and marketing of food. Today the health application of food and functional food products is emerging as the basis for a new industry. This area of biotechnology is a significant strength of the Guelph economy and has potential to develop into a more significant business cluster.

Organizations like the Advanced Food and Materials Network and the Natural Health Products Technology Cluster form a base for a growing sector.

One example of success in this sector is Fractec, a leader in solutions for food, pharmaceutical, nutraceutical, cosmetics, and biofuels, industries.

Fractec acts as a research partner to food companies around the world. Solutions to the food industry based on the science of fats they develop solutions to industry challenges based on the science of fats and oils.

Governments have a strong research presence in Guelph. The Ontario Ministry of Agriculture, Food and Rural Affairs head office, Agriculture and AgriFood Canada regional offices, the Food Research Program's research facility and the offices of the Canadian Food Inspection Agency are all collocated in Guelph. This creates a significant public sector centre of expertise and the foundation of a significant agrifood cluster.

There are significant challenges in commercializing agrifood and life sciences research compared to ICT where there is high demand for new innovations and easier access to capital and markets. This fact and the limited number of local firms that invest significantly in agrifood research and development create some challenges in building this sector. Functional foods and nutraceuticals look to be a promising industry to drive new development in the city.

### **Environment Industry Cluster**

The City of Guelph defines this sector as including

- water and wastewater treatment/water efficiency
- solid and hazardous waste management/recycling
- site remediation
- air pollution prevention and control
- energy efficiency/renewables
- laboratory and other environmental services

Using this categorization there are over 45 companies, government departments and associations that make up Guelph's environmental sector, with all sub-sections of Ontario's environmental sector being represented. Broadly defined about 1,350 people in Guelph are employed in this sector and it includes a significant public sector service component.

When defined more specifically a Guelph benefits from strong life sciences and biotechnology cluster and some of the companies defined here are assigned to those sectors where they are significant to the future growth of a cluster. There are less than 200 people in private sector firms in the traditionally defined environmental sector. These are generally small firm employing less than 30 people, several with less than ten employees.

## 6.4. Local Economic Development Organizations & Resources

The City of Guelph and the surrounding Kitchener-Waterloo-Cambridge region have significant resources to support commercial development and an abundance of organizations that educate, network, research or administer funding programs in the agrifood, life sciences and technology sectors.

The Guelph region has a great deal of organizational resources in two areas. There is a strong cluster of organizations involved in biotechnology and biomaterials particularly related to the auto sector and several organizations focused on the development of better food products and health related applications.

It is surprising that there is not a single agency with the mandate and ability to translate the many outstanding initiatives into sustainable investments in the region.

### Guelph Based Organizations and Resources

There are significant organizations and program supports within the City. These organizations are some of the more significant resources that could be tapped to support the development, on a commercial basis, environmental and biotechnology enterprises on the York District lands.

### University of Guelph

The University of Guelph is globally recognized for its strengths in agriculture, food and nutritional sciences, food safety, and veterinary medicine. The annual research budget of over \$106 million is significantly centred in agricultural and life sciences, with over \$50 million in those areas. The University has a long history of research in partnership with the agricultural production industry in the province, and innovations from university research have had a profound impact on agriculture in this province.

The *Centre for Food and Soft Materials Science* at the University of Guelph could be a major contributor to the application of biotechnology, biomaterials to commercial opportunities.

The Centre “brings together the extensive internationally-renowned expertise in food and soft materials research at the University of Guelph spanning nineteen different research groups that address a broad-based research theme of the structure-function relationships on different length scales of foods, polymers and biopolymers, biological membranes and bacterial surfaces.”

The *BioCar project* is another significant program at the University of Guelph that could stimulate investment in the Guelph regional economy. Researchers from the universities of Guelph, Toronto, Waterloo and Windsor are working with partners in industry to develop "BioCar" applications — renewable, practical alternatives for a variety of synthetic materials currently used to make auto parts. Funded through the Ministry of Research and Innovation's Ontario Research Fund. The ministry has contributed \$6 Million to the project. Matching contributions from organizations and businesses in the automotive, agriculture, forestry and chemical industries bring the total investment to approximately \$ 18 million.

## **Guelph Partnership for Innovation**

The Guelph Partnership for Innovation describes itself as a consortium of life science stakeholders with the vision of making Guelph one of the top five life science centres in North America. GPI shares information and provides a network for life science and agrifood companies in Guelph. The goal of the organization is to foster the development of Guelph as a leading centre for life science and agrifood research, development and commercialization through advocacy, education and communication. GPI organizes and facilitates strategic discussions around sector-specific economic growth of the life science cluster in Guelph. Guelph is home to 60 companies working in the areas of life science and biotechnology and over 90 associations and organizations, many representing the commodity producers and farmers of the province.

## **Ontario Agrifood Technologies Inc.**

OAFI, funded in part by OMAFRA, provides education to industry, government and the public about the value, benefits and issues concerning new agrifood technologies and coordinates agrifood life sciences research programs amongst the province's institutions to stimulate the discovery and commercialization of bio-based products.

## **Guelph Food Technology Centre**

GFTC describes itself as “ Canada's only not-for-profit, non-subsidized food technology centre. GFTC provides creative, confidential technical solutions, training, consulting and auditing to the Canadian agrifood industry in the areas of R&D, product development, packaging, shelf-life, food safety, quality, and productivity improvement.” GFTC assists over 500 companies and organizations, and provides training to more than 3600 people.

## **MaRS Landing**

This partnership between the public, private and university sectors was established to create commercialization opportunities for the agrifood sectors. Ontario AgriFood Technologies, lead the creation of Ontario's first satellite of the MaRS Discovery District. Called MaRS LANDING, this Guelph office works to bridge discovery and innovation at Guelph with the biomedical innovation cluster that MaRS is creating. MaRS LANDING initially received \$3 million provincial funding, and provides a strategic piece for linking commercialization opportunities between discoveries in the agrifood sector and the research community in Toronto.

## **BioEntreprise**

This is a joint project with the City of Guelph, the University, Agriculture Canada and OMAFRA to advance technology and business start-ups by providing managerial support and expertise.

## **Ontario BioAuto Council**

The Bio Auto Council is an advocacy, networking and development agency that works to advance the bio-based economy and specifically the applications of biotechnology and biomaterials to the auto industry.

The council's specific focus is on biomaterials, such as flexible bio-based foams for car seats and wood fibre composites for automotive and construction applications. With a \$5-million investment fund from the Government of Ontario, the council is providing support for biomaterials ventures and commercialization. With sustainability as its cornerstone, the Ontario BioAuto Council connects the ends of the value chain, and meets economic and environmental challenges head-on. Ontario has the natural resources needed for a strong bio-based economy, and the industrial capacity to advance new initiatives.

### **City of Guelph**

Guelph has long been recognized as a centre for agricultural biotechnology and agrifood research and development. The Economic Development Department for the City of Guelph has a stated objective to see the City recognized as one of the top two centres for life science/agrifood research in Canada, and one of the top five in North America".

The estimated growth of the life science and biotechnology sectors in Guelph helped to motivate the city to invest in the development of partnership organizations, economic development programs and expansion of appropriate industrial lands

### **Regional Organizations and Resources**

Guelph is one of the fastest growing regional economies in Canada. The Kitchener-Waterloo-Cambridge region has several well-developed economic development agencies and networks. The region also has a strong and positive brand with compatible and complimentary economies the cities of the region form a significant economic block. Guelph has been absent from most of the regions economic organizations and partnerships. The presence of the University of Waterloo and two significant technology-based partnership organizations can make significant contributions to the development of Guelph's economy. They are:

#### **Canada's Technology Triangle Inc**

Canada's Technology Triangle Inc. (CTT) works as an economic development agency representing the Region of Waterloo and the cities of Cambridge, Kitchener, and Waterloo and the townships of Wellesley, Wilmot, Woolwich and North Dumfries. Globally known for strengths in high tech and advanced manufacturing, CTT has an emerging biotech cluster helping to drive vital economic growth. This growing cluster of environmental and biotech innovators has grown to more than 60 companies and research facilities.

#### **Communitech Technology Association**

Communitech helps build critical mass for the technology companies in Cambridge, Kitchener, and Waterloo. Communitech provides a number of key cluster building activities including networking, peer groups, and a program to help emerging technology firms build strength and find investment. Communitech has 275 members and includes technology firms ranging from software to advanced manufacturing to life sciences. The cluster as a whole is estimated to have more than 400 high tech companies and 500 technology service enterprises, and many have current activities or a strong interest in bridging the gap between information technology and the biological sciences.

## **University of Waterloo**

The University of Waterloo has significant research in information technology, chemistry and chemical engineering, materials science, biomechanics, bioprocessing and fermentation technologies, polymer research, and environmental and biological sciences. Waterloo is home to the world's largest faculty of mathematics and the biggest faculty of Engineering in Canada, which together produce the most IT graduates annually in Canada. Approximately \$25 million is devoted to biotechnology and related sciences. The majority of this research is conducted within the faculties of Science and Engineering with important contributions from Mathematics, Applied Health Sciences, Arts and Environmental Studies.

The University of Waterloo is the national leader in technology transfer, with over 100 technology-based spin-offs (22% of all such spin-offs from Canadian universities) tracing back to Waterloo.

## **Conclusion**

The economic development organizational infrastructure in the region is substantial. The Universities and research facilities are sufficient to stimulate significant commercialization and accompanying investment opportunities. These organizations should be considered participants in the development of business incubator or applied economic development initiatives.

## 7. YORK DISTRICT DEVELOPMENT STRATEGY

### 7.1. Overview

This section describes the district development strategy, lays out the objectives, describes the opportunities within the precincts, and evaluates various development propositions for the district. The development framework and recommendations presented in Section 8 are built from these components.

### 7.2. Vision and Values

“Transform the York District into sustainable, prosperous, beautiful, 24 hour live-work neighbourhood that is consistent with the Smart Guelph Principles and conforms to policies of the Grown Plan for the Greater Golden Horseshoe. Establish the district as a demonstration of the development of opportunities from the emerging creative economy.”

The development must reflect these ideas:

- **Beautiful.** A high design standard that attracts people to the site that ensures transit-supportive densities and design, a healthy mix of residential, and employment land use.
- **Sustainable.** Achieves LEEDS neighbourhood standards, mixed-use development, transit supportive densities and a minimal environmental footprint.
- **Authentic.** Developed true to the strengths of the local economy and people and built on the unique character and attributes of the site and its heritage.
- **Prosperous.** Generates wealth from private investment and the smart use of local economic resources and the strategic engagement of people and capital.
- **Accessible.** The site is barrier free and developed using universal design principles. The natural and heritage amenities of the site are open and available to the public use.

### 7.3. Objectives

The development of the York District Plan will:

- Attract sufficient private investment to achieve qualitative and quantitative improvements in employment, investment and value of the local economy.
- Ensure the development of a sustainable, walkable, neighbourhood through the co-location of commercial mixed use and residential development.
- Strengthen the local municipal tax base, increases land values, and creates opportunities for the municipality.

- Tap the developable portion of this land to accommodate a share of the expected population and employment growth of the Greater Golden Horseshoe.
- Support the development of creative/technology business clusters.
- Plan for the financing of infrastructure to support growth on the site.
- Support the protection and conservation of water, energy, air and integrated approaches to waste management and pilot the community energy plan.
- Develop opportunities for the adaptive reuse of the site’s cultural heritage.
- Optimize the use of existing and new infrastructure.
- Promote collaboration among all sectors – government, private and non-profit and residents to achieve the vision for the site.
- Ensure high design standards in development and the construction of a well-designed beautiful and durable infrastructure.
- Ensure accessibility through demonstrating the principles of universal design.

**7.4. Precincts**

For the purpose of this analysis, the York District (portion north of Stone Road) has been subdivided into five precincts, as follows: North East, South East, South West, North West and the Greenlands. The precincts are illustrated on Figure 6.

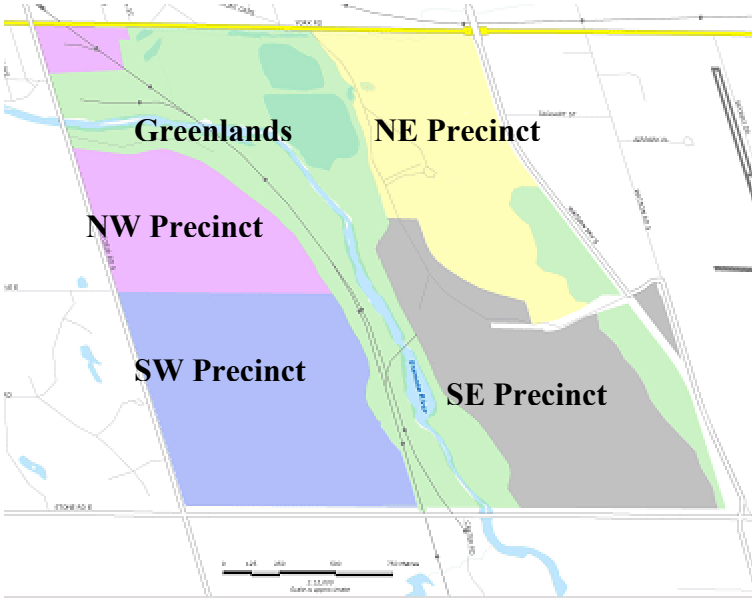


Figure 6 - York District Precincts



Each of these Precincts is described below in terms of existing conditions and the development Propositions being advanced.

The “developable” land area of each precinct (meaning lands not included as “Greenlands”) is presented in Figure 7. It can be noted that nearly one third of the land in the York District north of Stone Road comprises lands not subject to development.<sup>8 9</sup>

	<b>Hectares</b>
<b>NE Precinct</b>	51.8
<b>SE Precinct</b>	65.6
<b>SW Precinct</b>	69.6
<b>NW Precinct</b>	41.7
<b>Greenlands</b>	102.8
<b>Total North of Stone Road</b>	<b>331.4</b>

Figure 7 - Precincts and Land Area

## 7.5. Opportunities and Propositions

### NE Precinct - Mixed Use Live Work

This precinct comprises the Guelph Correctional Centre complex together with the open lands at the entrance to the site, the ponds and Greenlands along the Eramosa River.

Through a potential adaptation of the existing complex and development of the surrounding lands, this precinct offers the opportunity for developing a rich and varied, mixed-use live-work community.

There are several aspects to this opportunity, as described below.



Figure 8 - Reformatory Complex circa 1950

<sup>8</sup> The lands south of Stone Road, largely comprising Greenlands and residential development, are in private ownership and have been excluded from this analysis.

<sup>9</sup> The exact boundaries of the various components of the Greenlands will be determined through the City's planning study.

There are two distinct sections to the Guelph Correctional Centre complex. The buildings in the northern section are more residential in character - being comprised of the jail cells, administrative building, gymnasium, kitchen etc. Those in the southern portion of the complex are more “industrial” - being comprised of workshops and plant facilities.

There are approximately twenty building elements in the northern portion of the Guelph Correctional Centre complex; typically two and three story in height – with the tower at six stories. In total, these twenty building elements comprise 70,000 square meters of potentially rentable space.<sup>10</sup>

The building components located closest to the “front” of the complex have been rated as very good in terms of their heritage significance. The buildings located further to the rear of the complex have been rated of lower significance - generally fair to good.

The Proposition for the northern portion of the Guelph Correctional Centre complex is to retain the assemblage of buildings at the front (those building elements having significant heritage value) with a view to their potential conversion to studios and possibly live work units (if, upon subsequent analysis this proves feasible).



Figure 9 - Adaptive Reuse of Jails in Suffolk County, Virginia

By retaining the ponds (as part of the protected Greenlands) and the entranceway, along with the most significant heritage structures at the front of the complex, the heritage value of the Precinct would be preserved. Both the important buildings and landscape components would be retained while providing for reoccupation of the structures and a sympathetic integration of new buildings to take advantage of the spectacular setting and amenities of the site.

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<sup>10</sup> analysis of ProFac Asset Management Plan Report January 2001

An important aspect of the development program would be to create active studio space within the Corrections complex as a contribution to the employment objectives for the York District and to foster a 24/7 live work environment.

It should be noted that the current study has not determined the conversion potential of the heritage structures although given the style of construction and former use, it can be expected that the challenges of a successful adaptation will be significant. And, as part of a future detailed development plan it will also be necessary to determine an appropriate separation distance between the Cargill facility and other uses located in the NE Precinct.

The southern (“industrial”) portion of the Corrections complex is comprised of approximately twenty-one individual building elements - typically one and two storeys in height – totalling approximately 15,000 square meters of potentially rentable space.

With one exception, the building components in this complex have been rated fair to good in terms of their heritage significance. The exception is the large machine shop building in the centre of the complex, which is highly rated for its heritage values.<sup>11</sup>

The **Proposition** is to develop the structures on the south of the building complex as an arts and business “incubator centre”. These components of the complex could be developed to provide space for a combination of research incubator space and space for industrial arts (like glass blowing).



Figure 10 - Conversion of Auto Repair Centre to Live/Work Koos Corner, Vancouver

This area would also provide a buffer between the heavier industrial uses to the south (the Cargill meat plant and the City’s waste recycling plant) and the proposed residential adaptation of the Guelph Correctional Centre complex to the north.

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<sup>11</sup> Cultural Heritage Report, Contentworks Inc. 2005

As the re-development of the Guelph Correctional Centre complex takes shape, the road separating the main complex and the arts and business incubator sector could take on the character of a commercial “main street”, eventually extending westerly to the river edge to provide opportunities for cafes and shops.

### **A Mixed Use, Live /Work Community**

There is a significant amount of land lying to the north of the Guelph Correctional Centre complex, between it and York Road.

**Propositions.** A portion of these lands (to the north and east of the Corrections complex) could be developed as a live/ work district – a transitional zone between the studio and residential components of a redeveloped Guelph Correctional Centre complex and the Watson Road Business Park lying to the east of Watson Parkway.

The Watson Road business park could be expanded into the Precinct by extending the existing road grid found east of Watson Parkway.

Much of the remaining lands are suitable for residential development. As part of a detailed development plan, a corridor of open lands along the ponds and leading up to the Guelph Correctional Centre (a “view corridor”) would provide protection of the views of the most significant heritage features of the site. The lands north and west of the Corrections complex offer the potential of new residential development, possibly in the form of townhouses that “step down” into the river valley, subject to appropriate separation from the Cargill facility.

There may also be an opportunity for small-scale commercial development along a portion of the York Road frontage to provide commercial services, reducing dependency on automobiles for a portion of trips generated by future residents and employees of the precinct.

Taken together, the various propositions hold the promise of achieving significant numbers of residents and a significant number and wide variety of jobs within this Precinct. Achievement of a substantial development program will assist in meeting the Provincial targets and provide financial capacity for the investments required to ensure protection of the most significant heritage resources.

### **SE Precinct – Industrial Park**

This precinct comprises the lands south of the Guelph Correctional Centre complex; lands occupied by Cargill Meat Solutions and the lands owned by the City, a portion of which are occupied by the waste recycling facility.

#### **Cargill Meat Solutions Processing and Distribution Facility**

Established in 1972, Better Beef Limited (headquartered in the York District) became one of the leading beef processing companies in Canada.

In April of 2005, Cargill Limited and Better Beef Limited announced that the two companies had reached an agreement for Cargill to purchase beef processing and related assets operated by

Better Beef Limited. The facility is responsible for cattle receiving, primary processing, grading, fabrication and distribution - in addition to housing head office staff.

Headquartered in Winnipeg, Manitoba, Cargill Limited has business interests in meat, egg and oilseed processing, animal nutrition, malt, salt, chocolate, natural gas, crop inputs, as well as grain handling and merchandising. The business is a subsidiary of Cargill, an international provider of food, agricultural and risk management products and services.

Cargill recently announced a layoff of one third of its employees at this facility citing market difficulties relating to the hangover of the BSE scare and the strong Canadian dollar.

The **Proposition** - it is assumed that the Cargill facility will remain in operation. The possibilities for collaborative research in animal waste processing and research on improvements in beef products provide the potential to connect Cargill to the larger vision for the York District.

### City Waste Recycling Facility



Figure 11 City of Guelph Wet Dry Facility

In 1989 the City of Guelph adopted a pilot project for municipal solid waste handling that separated waste, at source, into two streams: "dry" and "wet" materials (consisting mainly of food, sanitary/ hygienic and plant wastes). In 1995 the materials recovery facility (MRF) was developed in the York District. The Subbor demonstration plant, built beside Guelph's wet dry facility, was a pilot project to determine the feasibility of converting unsorted garbage into usable gases, recycled materials, and a peat-like product. The technology at the heart of the Subbor recycling plant (anaerobic digestion) has been widely employed in Europe.

The recycling plant suffered a number of setbacks (including serious corrosion of its metal roof) and its continuance has been challenged. The Council unanimously agreed to close the plant in May 2005 pending resolution of outstanding problems and the adoption of a new plan for waste management.

The **Proposition** – although it is safe to assume that the City of Guelph will remain committed to waste recycling and a reduction of landfill volumes, consistent with the theme of positioning Guelph as a leader in environmental stewardship and urban sustainability, the future of the waste recycling facility is unclear and it is not certain that the plant will remain as part of the industrial

landscape of this precinct in its current form. However, given the presence of the neighbouring Cargill Meat Solutions facility, it is likely that this site will continue in some form of industrial use. The digester, representing a significant investment, could potentially be reemployed as part of a bio products facility for the conversion of plant materials to industrial fibers.

It is assumed that the site (and the lands surrounding the recycling plant) will be progressively intensified with industrial uses in a form of development that produces minimal impacts on adjacent land uses.

### **SW Precinct – Mixed Use**

#### **Bio Products/Environmental Industries Commercialization Park**

Guelph is blessed with strengths in research activities in the agricultural, environmental and life sciences areas. Supporting these is a number of existing research “centers”.

What is not as apparent in Guelph is an equally strong focus on commercialization of that research to generate new products and job growth. However, the existing research capacities and existing strong business clusters suggests there are areas of potential research commercialization that could exploit the “Guelph Advantage”.

The **Proposition** – a bio products commercialization park. In terms of design, the park would look like a business park with a combination of light industrial and office buildings. In terms of content, the focus would be on research application and commercialization to create products arising from the research.

#### **Bio Products Design Centre**

There is a growing interest in the use of renewable products to substitute components of manufactured assemblies. Guelph is blessed with strong economic clusters in automotive and agriculture, creating the potential opportunity for the future development and commercialization of “bio products” for the auto industry and growing out from that, other manufacturers.

The **Proposition** - as one component of the commercialization park, there may be an opportunity to develop a “bio products design centre” to develop and accelerate the commercialization of bio products such as plastics, fibres and fillers to help the automotive industry transition to lighter vehicles and meet fuel reduction standards.

### **A Mixed Use, Live /Work Community**

There are ample lands in the precinct to both develop a significant commercialization park and to build out a residential component. Complimenting this, there would also be an opportunity for small scale commercial development along a portion of the Stone Road frontage to provide commercial services to both homes and business, reducing dependency on automobiles for a portion of trips generated by future residents and employees of the precinct.

The **Proposition** - a portion of the lands along the river could be developed as a mixed-use live/work district featuring a variety of housing types, including those designed for work-at-home, and local commercial services.

Taken together, the various propositions hold the promise of achieving significant numbers of residents and a significant number and wide variety of jobs within this precinct. Achievement of a substantial development program will assist in meeting the Provincial Growth Plan targets and help implement the Guelph's Smart Growth Principles.

### **NW Precinct- Mixed Use**

#### **Environmental Research and Commercialization Centre**

The Guelph Turfgrass Institute was established in 1987 to conduct research and extension and provide information on turfgrass production and management to members of the Ontario turfgrass industry. The institute is supported by the University, the Ontario Ministry of Agriculture and Food, and the turfgrass industry. The first of its kind in Canada, the institute is recognized as a world-class centre for research, extension and professional development. The Institute's vision is to broaden its research activities to embrace sustainable urban development and urban landscape management.



Figure 12 Research and Commercialization Centre

As noted earlier, Guelph is blessed with strength in research activities in the agricultural, environmental and life sciences areas, supported by a number of existing research “centers”.

To meet the objectives of the York District, what is needed is an increased emphasis on commercialization of the research from these various centres to generate new products and job growth.

The **Proposition** –the future development of this precinct for intensive research and commercialization activities in areas of the bio-economy and the environment.



In terms of design, the park would look like a business park with a combination of light industrial and office buildings.

### **A Mixed Use, Live /Work Community**



Figure 13 Denver Lofts

There are ample lands in the precinct to both develop a significant environmental research park and to build out a residential component, possibly in the form of townhouses that “step down” into the river valley.

The **Proposition** - a portion of these lands along the river could be developed as a mixed-use live/ work district featuring a variety of housing types including those designed for work-at-home.

Taken together, the various propositions hold the promise of achieving significant numbers of residents and a significant number and wide variety of jobs within this precinct. Achievement of a substantial development program will assist in meeting the Provincial Growth Plan targets and help implement the Guelph’s Smart Growth Principles.

### **Greenlands**

There are significant areas of open lands at the entrance to the Corrections Complex, the ponds, sensitive lands along the Eramosa River, and the forested lands along Watson Road. Taken together, these lands are recognized here as a distinct Precinct (Greenlands).

Although it is expected these lands will make an important contribution to the York District in terms of sustainable development and connectivity, for the purposes of this analysis they are considered non developable.

Although no specific Propositions have been developed for these lands, portions of the Greenlands may be suitable for research playing fields and community gardens.



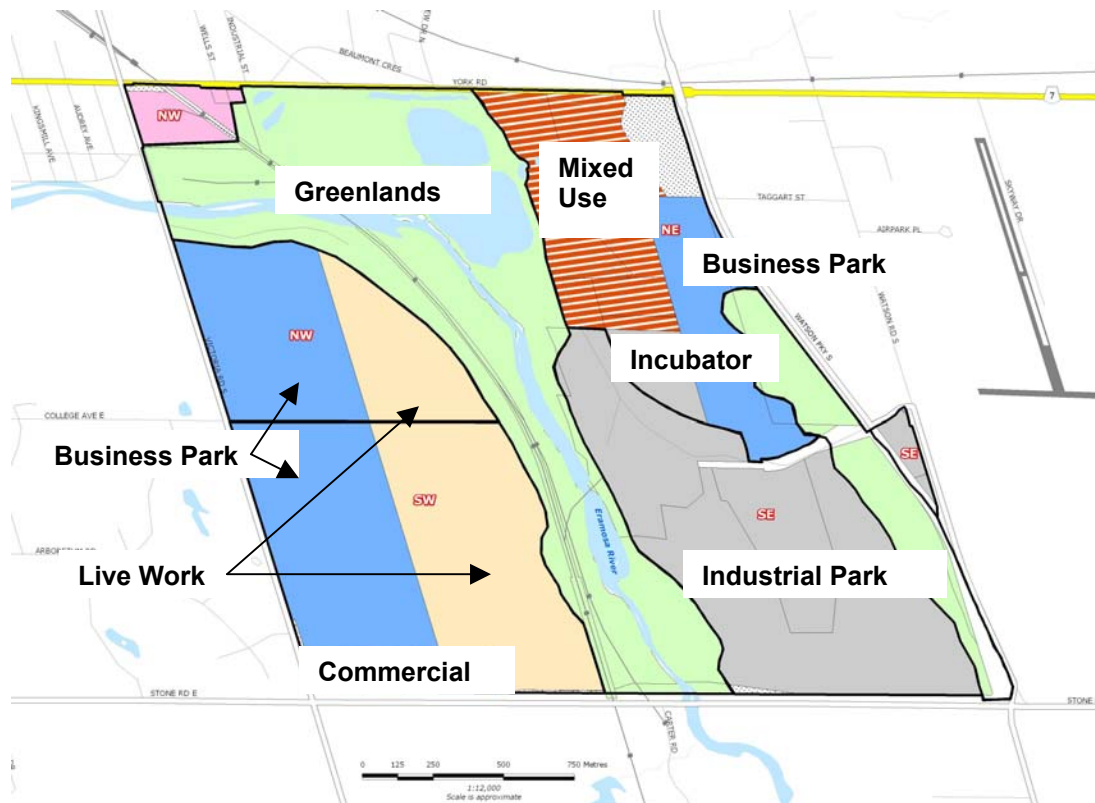


Figure 14 - Map of Development Strategy

## 7.6. Contribution

An important aspect of the consultant’s work was to determine the “contribution” of the various propositions to achieving the vision for the York District and meeting the targets for development as set out under the Province’s Growth Plan.

The key metrics used in this determination were projections of an increase in: (a) the number of jobs created in the district; (b) the number of residents housed in the district; (c) municipal taxes generated from the district; and (d) the value of the land base.

The procedure for generating the estimates was as follows:

- the York District was divided into Precincts
- the Precincts were subdivided into parcels
- the land area of each parcel was calculated
- a land use (“proposition”) was assigned to each parcel
- the land use composition of each Precinct was aggregated from the parcels
- an estimate of the development program was produced for each Precinct

- the development program was translated to jobs / residential units
- calculations were made for land value, assessment and taxes

This procedure was completed for the current condition ( $t = 0$ ) and for conditions projected 20 years into the future ( $t = 20$ ).

Then, the “uplift” was calculated by subtracting today’s condition from conditions projected at the 20-year horizon.

A summary of the uplift results (the “delta”) is presented in Figure 15.

In reviewing the results, it is important to bear in mind that a large number of assumptions are required to estimate the development program (i.e. the amount of built space by type of space) and then translate this into jobs, people, land value and taxes.

So, rather than its ability to generate precise figures, the true utility of the model is to demonstrate the magnitude of the development program that might be accommodated on the York District and estimate the contribution of that development program (people, jobs and taxes).

Although the actual development yield will not be known until individual projects are brought forward for approval, the estimates produced by the model are encouraging with respect to meeting the provincial development targets based on achieving moderate development densities that have been produced elsewhere while preserving a very large portion of the District as greenlands.

The summary produced below indicates for the York District (and for each of the four individual Precincts) the increase in the amount of land allocated to Residential and Employment purposes (aggregated across the range of residential and land use types represented by the various propositions). The summary also shows the projected development program described in terms of the increases in People, Jobs, Land Value and Taxes.

In total, the model estimates an increase of approximately 3,700 people and 10,500 jobs in the York District over the 20-year horizon.

Close to 80% of the total residential development occurs in the mixed-use, live-work environments proposed for the NE Precinct and SW Precincts. Housing densities in the York District, as projected by the model, will approximate 35 units per hectare when aggregated across all unit types (the natural areas of the greenlands precinct are not part of this calculation as the model assumes these lands remain undeveloped).

This represents a medium density form of residential development. Although the occupancy rate for the various forms of housing projected to be built will no doubt vary, overall the model is projecting a density of approximately 58 persons per gross hectare (after netting out the natural greenlands precinct which is expected to remain undeveloped). This exceeds the Provincial target.

Jobs are well distributed among the four Precincts. Although not evident from the summary, analysis of the detailed model results indicates that the research and business parks of the SW and NW Precincts account for a majority of the jobs, approximately one fifth are attributed to the industrial lands of the SE Precinct and the remainder are attributed to the work-live units and retail development.

VALUE UPLIFT SUMMARY				
<b>York District</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	631,896	945,390	0	1,577,285
<b>Contributions</b>	<b>People</b>	<b>Jobs</b>	<b>Land Value</b>	<b>Taxes</b>
	<b>3,704</b>	<b>10,462</b>	<b>\$165,698,462</b>	<b>\$36,817,648</b>
<b>NE Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	165,709	209,557	0	375,266
<b>Contributions</b>	<b>People</b>	<b>Jobs</b>	<b>Land Value</b>	<b>Taxes</b>
	<b>1,326</b>	<b>2,218</b>	<b>\$37,729,345</b>	<b>\$9,299,656</b>
<b>SE Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	0	377,828	0	377,828
<b>Contributions</b>	<b>People</b>	<b>Jobs</b>	<b>Land Value</b>	<b>Taxes</b>
	<b>0</b>	<b>1,518</b>	<b>\$22,679,275</b>	<b>\$3,056,972</b>
<b>SW Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	332,606	358,005	0	690,611
<b>Contributions</b>	<b>People</b>	<b>Jobs</b>	<b>Land Value</b>	<b>Taxes</b>
	<b>1,696</b>	<b>3,928</b>	<b>\$74,778,938</b>	<b>\$14,336,407</b>
<b>NW Precinct (sub Total)</b>				
Land Use (gross M2)	Res	Employ	Other	Total
	133,581	0	0	133,581
<b>Contributions</b>	<b>People</b>	<b>Jobs</b>	<b>Land Value</b>	<b>Taxes</b>
	<b>681</b>	<b>2,799</b>	<b>\$30,510,903</b>	<b>\$10,124,613</b>

Figure 15 - Uplift Summary

The numbers in this Chart indicate the “increase” between time = 0 and time = 20 years. Although in certain instances there may be no increase in the amount of land devoted to a particular use, the number of jobs or people may show increase (i.e. intensification). The Land Use area is the area of the site covered by each form of development and the numbers in the Chart represent the aggregate gross area of the various parcels assigned to each land use category (residential or employment)

Achieving the projected number of jobs in the York District will depend upon a form of development in the research and business parks lands typical of suburban office parks, rather than traditional industrial parks. While the projection of the model indicates that industrial lands in the SE Precinct of the York District will be developed at a density of approximately 30 jobs per hectare, job densities in the research parks and business park lands in the remaining three precincts is projected at 120 jobs per hectare. Across all employment land uses in the District, the job density averages approximately 75 jobs per gross hectare (i.e. above the Provincial targets).

In the calculations, the model nets out all of the natural areas of the greenlands precinct, which are assumed to remain undeveloped.

## **7.7. Market Demand**

In the past few years there have been several studies produced by the City’s planning department or its consultants looking at the question of residential and employment land supply in relation to projected demands.<sup>12 13 14 15</sup>

The demand assumptions of this study are predicated on a “reference” projection contained in the Guelph Official Plan, tempered by the possibility of an increase in growth rate that could be experienced as a result of the Province’s Growth Plan, which includes Guelph as one of the designated growth centres in the Greater Golden Horseshoe Area.

In terms of employment lands, it has been determined through these studies that there is a need to start planning for the expansion of employment lands to meet the demands that will emerge within the 20 year planning horizon. The employment land shortfall by 2027 has been projected in the order of 100 to 250 hectares (i.e. in addition to lands currently designated in the City for these purposes), depending on how growth pressures unfold.

The propositions being advanced here for the York District include approximately 125 hectares of industrial, research and business parklands.

The demand for residential lands will also likely outstrip the existing development opportunities within the City if anticipated growth is fully realized.

## **7.8. Capital and Infrastructure**

In the majority, investments in infrastructure to service development in the York District will be borne by the ultimate developers of these lands. On-site costs for infrastructure would be substantial. As an illustration, assuming \$85,000 per hectare for on-site water, sewer and road works, the site preparation cost borne by the developers for the entire York District could be in excess of \$100 Million.

The funds required to build municipally sponsored expansions to off-site infrastructure (such as arterial roads, trunk sewers, additional water treatment capacity etc.) relating to new growth will also be paid, in part, by the developer through development charges levied by the municipality as part of the development approval process.

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<sup>12</sup> Employment Lands Study, Watson & Associates Economists Ltd., 2003

<sup>13</sup> Development Charge Study, C.N. Watson, 2004

<sup>14</sup> Land Use Forecasts, York District, Meridian Planning Consultants Inc., 2005

<sup>15</sup> Land Use and Servicing Study: York District, planning Alliance, 2005

The cost of constructing the buildings in the industrial, research and business parks, the residential units and potential redevelopment of the Corrections Centre is estimated at approximately \$1 billion dollars at full build out. This is based on the construction program projected by the model (square meters of constructed space, both residential and employment) multiplied by a conservative estimate of the construction cost.

## **7.9. Implementation Schedule**

The development program for the York District as described herein is large and will occur in stages as market demand emerges.

In addition to market requirements, there are institutional issues to address as well, not least of which is the completion of the City's land use and servicing study for the York District which is expected to enter its final stage in Fall 2007.

The further development of lands in the SE Precinct will require resolution of the City's approach to waste recycling and possibly the promotion of municipal projects designed to implement aspects of the City's energy plan.

Development of the NW Precinct will be delayed while the issue of long-term accommodation of the requirements of the Turfgrass Institute is resolved.

One logical starting point for development of the York District is the resolution of the development potential of the Guelph Correctional Centre, which sits vacant, absorbing taxpayers' dollars to simply maintain it in a holding pattern. With no replacement institutional user coming to the table (yet) with the requisite funds for redevelopment, the alternative being proposed here is to seek private sector involvement for the adaptive reuse of these facilities.

In approaching the private sector, consideration should be given to "packaging" the opportunity within a larger site are. The redevelopment of the Guelph Correctional Centre complex may make financial sense only within a development scheme that includes other portions of the NE Precinct.

It would be helpful to test the appetite of the private sector for a redevelopment of the Guelph Correctional Centre complex to provide guidance to the Province as to how long it may be necessary to hold the facility until its redevelopment, or in the alternative, to provide guidance on its demolition should a workable redevelopment scheme not materialize.

## **7.10. Evaluation**

A summary evaluation of the various propositions is set out in Figure 16 below.

The key factors comprising this evaluation are:

- estimated jobs
- estimated population

- marketability to the private sector
- independence from public funding
- compatibility with adjacent uses
- compatibility with the provincial Growth Plan
- compatibility with Smart Guelph Principles

Although the evaluation is illustrated on a proposition and precinct basis, the more important test is whether the proposed York District development scheme, in its entirety, scores well.

	NE Precinct - Mixed Use	NE Precinct - Adaptive Reuse : Incubator Centre	NE Precinct - Business Park	SE Precinct - Industrial Park	SW Precinct - Bio Products Commercialization Park	SW Precinct - Live Work	SW Precinct - Neighbourhood Commercial	NW Precinct - Environmental Commercialization Park	NW Precinct - Live Work	Greenlands
Land Area (gross ha)	16.6	4.9	16.1	65.2	28.8	33.3	7	22.9	13.4	103
Job Yield	150	150	1930	1950	3450	220	250	2750	90	-
Population Yield	1330	-	-	-	-	1700	-	-	680	-
Marketability to Private Sector	?	?	H	H	?	H	H	?	H	n.a.
Independence from Public Funding	MH	MH	H	H	MH	H	H	MH	H	L
Compatibility with Adjacent Uses	MH	MH	MH	ML	MH	H	M	MH	H	H
Compatibility with Provincial Growth Plan	H	H	H	H	H	H	H	H	H	H
Compatibility with Smart Guelph Principles	H	H	H	H	H	H	H	H	H	H

L = Low; ML = Medium Low; M = Medium; MH = Medium High; H = High

Figure 16 - Evaluation of Propositions

In this regard, it is the judgment of the consultants that the development scheme as proposed has a strong concordance with both the provincial Growth Plan and the Smart Guelph Principles since the development intensity proposed would likely meet, or exceed, the provincial targets and would encourage a mixed use community with reduced reliance on private automobile travel.

With the adoption of the provincial Growth Plan, it is likely that additional lands will be required to service growth in the City of Guelph and the York District provides an ideal location to accommodate this growth. The development scheme provides future development lands for both

employment and residential purposes. It also provides a focus on research and commercialization, providing jobs in key areas of the Guelph economic structure that have existing strengths: automotive, agriculture and environment.

The development scheme provides the potential for a form of adaptive reuse of the Correctional Centre consistent with the overall direction of promoting a mixed-use live work district with the possibility of retaining the most important heritage elements of both the building and landscape.

The proposed development scheme takes great advantage of the natural assets of the site by locating residential components along the river.

And, importantly, the development scheme is not relying on the infusion of investments by the Province; rather, the development scheme is predicated primarily on private sector realization.

Although the potential for land use conflicts exists at the boundaries of employment and residential uses, modern development standards and planning regulations provide tools to minimize many of such conflicts.

## **8. CONCLUSIONS AND RECOMMENDATIONS**

### **8.1. Hand off to City Process**

The study design calls for the Province to hand the reins back to the City so that the Phase Three of the City's Land Use and Servicing Study for the York District can be initiated.

#### **Recommendation:**

1. Transmit to the City, through the Mayor's office, a copy of the Province's report to provide indication of expectations concerning the future use of the provincial lands in York District as input to the next stage of their planning study.

### **8.2. Additional Technical Investigations**

The City, through its study, will determine the large (mostly off-site) infrastructure investments that will be required to support intensive development of the York District. The determination of on-site infrastructure requirements to support development will be borne by the ultimate developer of the lands. The Province has initiated a number of infrastructure studies that may require fine-tuning, depending on the land use plan that is ultimately approved.

To determine the practical potential for an adaptive reuse of the Guelph Correctional Centre complex, it will be necessary to undertake an examination of the structure to determine how much of it is re-useable in a form suitable for alternate use and whether re-use can be achieved at an economic cost. It will also be necessary to determine if there are insuperable land use conflicts resulting from the Cargill facility located to the south and whether there is developer appetite for tackling such a project.

#### **Recommendations:**

2. Determine infrastructure requirements to support development of the Provincial properties based on the approved land use plan
3. Complete an examination of the feasibility for a redevelopment of the Guelph Correctional Centre to determine if it is possible, within economic terms, to reuse the structure while preserving the most significant heritage elements.
4. Assuming a favourable result test the market (through a Call for an Expression of Interest) for developer appetite to undertake an adaptive reuse of the Guelph Correctional Centre.

### **8.3. Partnerships and Marketing Opportunities**

There are a number of options identified in this report to leverage, raise and mobilize capital to provide the infrastructure required to develop the York District, and are consistent with the shared vision of the City of Guelph and Province of Ontario.



5. Examine the potential for and structure of a “development corporation” to drive development of the York District.
6. Evaluate the options with the City of Guelph of establishing a Community Improvement Plan Area in the York District with the application of tax increment financing for the development of the site.
7. Investigate with the City of Guelph the viability of creating a source of capital through the establishment of an Urban Development Bank to accelerate the development of preferred development options.
8. Explore partnerships with the City of Guelph to implement joint development priorities in:
  - 8.a. A District Energy Plan and Leadership in Energy and Environmental Design (LEED) development standard.
  - 8.b. An accessible environment based on the principles of universal design common to both city and provincial policies.
  - 8.c. Regional public transit and commercial transportation issues.



# NAVIGATOR

Ministry of Public Infrastructure Renewal

YORK DISTRICT LANDS – GUELPH, ONTARIO

Appendices – Final Report - November 2007

**AUTHENTICITY**  
*Creating Urban Wealth*

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## Appendix 1 Roundtable Participants

### York District Roundtable A Membership

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Ralph Marziano	449 Laird Road, Guelph, Ontario, N1G 4W1		519-823-5680	

## York District Roundtable B Membership

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John MacNeil	6860 Century Ave. , Mississauga, Ontario, L5N 2W5	jmacneil@firstgulf.com	905-363-3063	First Gulf/Great Gulf
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Craig Manley	59 Carden Street Guelph, Ontario, N1H 3A1	craig.manley@guelph.ca	519-837-5616	
Kim Meyer	65 Independence Place Guelph, Ontario, N1K 1H8	kim_meyer@polycon.on.ca		

## York District Roundtable C Membership

Andrew Lambden	45 Speedvale Ave. East Unit 5, Guelph, Ontario, N1H 1J2	andrew@terra-view.com	519-841-8580	Terra View Homes Guelph Development Association
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## York District Roundtable D Membership

Julia Grady	186B Norfolk St. Guelph, Ontario, N1H 4K2	Julia@barkingdogstudios.com	519-766-0215, ext 12	
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## Appendix 2 - Roundtable Reports

### York District: Record of Facilitated Round Table Session

#### Roundtable A:

24 April 2007

Chair: Peter Cartwright

Ref.	Idea	Triage
1	Facility to develop and manufacture lighter material/fillers and parts (bio-material) for automobiles	
2	Research park and manufacturing park for firms in auto equipment, fuel technology and machinery	
3	Fuel cell research and development facility or manufacturing plant	
4	Electric power battery facility	
5	Bio-auto - plastics from agricultural product development and processing facility	
6	Clean renewable energy firms and an international centre of excellence clean energy	
7	Climate change centre to develop solutions/products for food and water issues	
8	Accelerator centre in Guelph to advance agricultural technologies	
9	Polytechnic post-secondary (Conestoga College/Commercialization/skill development)	
10	Development Research & Innovation Academy (Concept like Kingsbridge – King City, Spenser Hall - London.)	
11	Golf academy, centre to advance the sport and an 11 hole golf course	
12	Smart Living Centre /Environmental Centre. Access to smart living education, products and services. Includes research and development as well as retail. (Place dedicated to making a difference in people's lives and issues that are social as well as technological.)	
13	Centre to develop carbon neutral products and services	
14	A major agrifood/innovation park for start up companies that need a research facility, Incubator for new businesses that are the result of research commercialization and incubation programs	
15	Science centre and science related businesses, Incubator / Convergence Centre	
16	Centre and businesses dealing with an aging population and their needs	
17	Green wind powered Go Train station line and station	
18	Something like the CAM (centre) at Queens University	
19	Science centre – agriculture museum (Milton)	
20	Weddings – romantic destination (Roundtable D)	
21	Guelph Zoo – Calgary model (Roundtable D)	
22	Bars/restaurants/entertainment centres (Roundtable B)	
23	Cluster of meat processing (Roundtable B)	
24	Soybean processor (Roundtable B)	



25	Inter-modal Agrifood processing/distribution facility/terminal (Roundtable B)	
26	West Edmonton Mall-type (destination retail) (Roundtable B)	
27	Roads (hard infrastructure)	
28	Railway internal transportation	
29	Enhanced mobility and transportation links	
30	Off grid water sources/river.	

*Concepts (that may have applicability to all ideas)*

<b>Ref.</b>	<b>Concepts</b>
A	Global address for environmental technology.
B	LEEDS district/neighbourhood designation/certification
C	Interactivity of business networking. Connectivity and shared space for specific research and business clusters/no silos
D	Gap in process of research to commercialization, insufficient physical space, no available/appropriate of affordable space. Quality of place/people magnets

**York District: Record of Facilitated Round Table Session**  
**Roundtable B:**  
**25 April 2007**  
**Chair: Susan Frasson**

<b>Ref.</b>	<b>Idea</b>	<b>Triage</b>
1	Automotive Assembly Plant – specializing in hybrid technology	
2	Pharmaceutical /nutriceutical research and production	1
3	Greenhouse/local food production	20
4	Organic food production	4
5	Centre of excellence in food security and traceability in food chain	
6	Agrifood terminal	
7	Environmental research centre /climate change / micro climates	
8	Research in greenhouse gas reduction (especially from agriculture)	5
9	Energy research centre and energy demonstration community	9
10	Incineration research	
11	Incubator space -both service and lab (possible conversion of RO)	1
12	Head office functions	
13	Riverwalk – restaurants /shops focused on the river	18
14	Resort / Conference Centre (possible conversion of reformatory)	10
15	Market Building /specialty shops (possible conversion of reformatory)	4
16	Arts collective (possible conversion of reformatory)	
17	Comprehensive wellness centre	13
18	Continuum of care centre	7
19	Residential lofts (possible conversion of reformatory)	2
20	Centre for sports associations / connection to playing fields	
21	Golf course	
22	College linked to industries in Guelph	1
23	Casino	
24	Next generation retail	
25	Large scale residential construction	
26	Crematorium / next generation casket manufacturing	3
27	Roads (hard infrastructure)	

*Concepts (that may have applicability to all ideas)*

<b>Ref.</b>	<b>Concepts</b>
A	Importance of rail connectivity
B	Annexation – provide other lands for heavy industry / distribution

**York District: Record of Facilitated Round Table Session**  
**Roundtable C:**  
**25 April 2007**  
**Chair: Tony Leighton**

<b>Ref.</b>	<b>Idea</b>	<b>Triage</b>
1	Railway station	
2	Mid-density green frontage neighbourhood (subdivision), back lanes, not streets, not auto centred and walkable.	
3	Higher density building cluster and/or a signature tower designed for live-work areas, study, capacity for home-based businesses (shared office facilities like conference rooms, greater and faster internet/WIFI access, specialized services and commercial reception area)	
4	Co-housing node 12-36 units built into a multi-use building cluster or row including shops and restaurants	
5	Town Centre and Square lined with local shops and a riverside restaurant (central activity node and arrival destination adjacent to the train station)	
6	Integrate and develop trails and active transportation infrastructure into the neighbourhood	
7.	Riverside development and walkway lined with shops, restaurants and homes	
8.	Canoe/rowing/skating/biking recreational facility and trail centre	
9	A sustainable district heating system	
10	Community sewage treatment and grey water facility and system	
11	Storm water system that enhances water features and systems	
12	Re-open radial rail line	
13	River power station, (green/sustainable)	
14	Local healthcare and wellness facility including natural and alternative care providers, fitness, nutrition and healthy lifestyle resources	
15	Music and musicians centre, for production, performance and a recording studio that would also provide appropriate housing for performance artists (reformatory)	
16	Sculpture, glass and metal arts facility with production, studio, teaching and retail and living spaces	
17	Culinary centre including school, retail and restaurant associated with the university to build culinary tourism, the food and agricultural products, services and expand the regional restaurant and cultural commercial amenities base	
18	Environmental and citizenship school and centre	
19	Produce/fish/meat market	
20	Green retail street or district	
21	Pedestrian bridge with shops, arts and cultural programming, limestone or truss structure (authentic)	

22	Vehicle bridge	
23	Amphitheatre and similar culturally programmed spaces	
24	Kids art, dance and performance space	
25	A boutique hotel or very cool bed and breakfast	
26	Seniors and assisted housing that is integrated into the community	
27	Urban farms/single lot or micro farms/green roofs	
28	“Student Granny flats” units built adjacent to or into houses	
29	Higher density housing projects that identify and purpose build housing for students into the project	
30	Buildings designed as employment-educational-residential spaces where a student is colocated and housed within a complex that offers employment in her field of study as well as living and educational space	

*Concepts (that may have applicability to all ideas)*

Ref	Concept
A	High design and construction values. A wow factor! Inspiring architecture
B	Creating a community that has a real urban streetscape and feel but is open and accessible to a nature and the beauty of the green lands and waters around it
C	<b>LEEDS</b> standards for neighbourhood design, <i>net zero</i> and <i>carbon neutral</i> development on the site and the development should pilot the <b>Community Energy Plan</b>
D	Co-location of residential and employment to reduce travel time and energy use
E	Medium rise well spread neighbourhood design. Design that is authentic and true to our special place and comes from our unique natural, human history and resources
F	Demonstrate alternative and innovative financing of development (TIFs ect.)
G	Develop a 24 hour neighbourhood that is living and breathing all day and night
H	Consider <b>0-zoning</b> , either very permissive zoning or none at all
I	Group residential and related development into three clusters: <b>Cultural Commercial and Infrastructure</b>
J	Develop up the concepts as an <b>interdependent ecology</b> and not as stand alone projects
K	Consider a values based covenant or community charter (rules or contract) that govern that define the practices and commitments of residents to a sustainable neighbourhood

**York District: Record of Facilitated Round Table Session**  
**Roundtable D:**  
**25 April 2007**  
**Chair: Julia Grady**

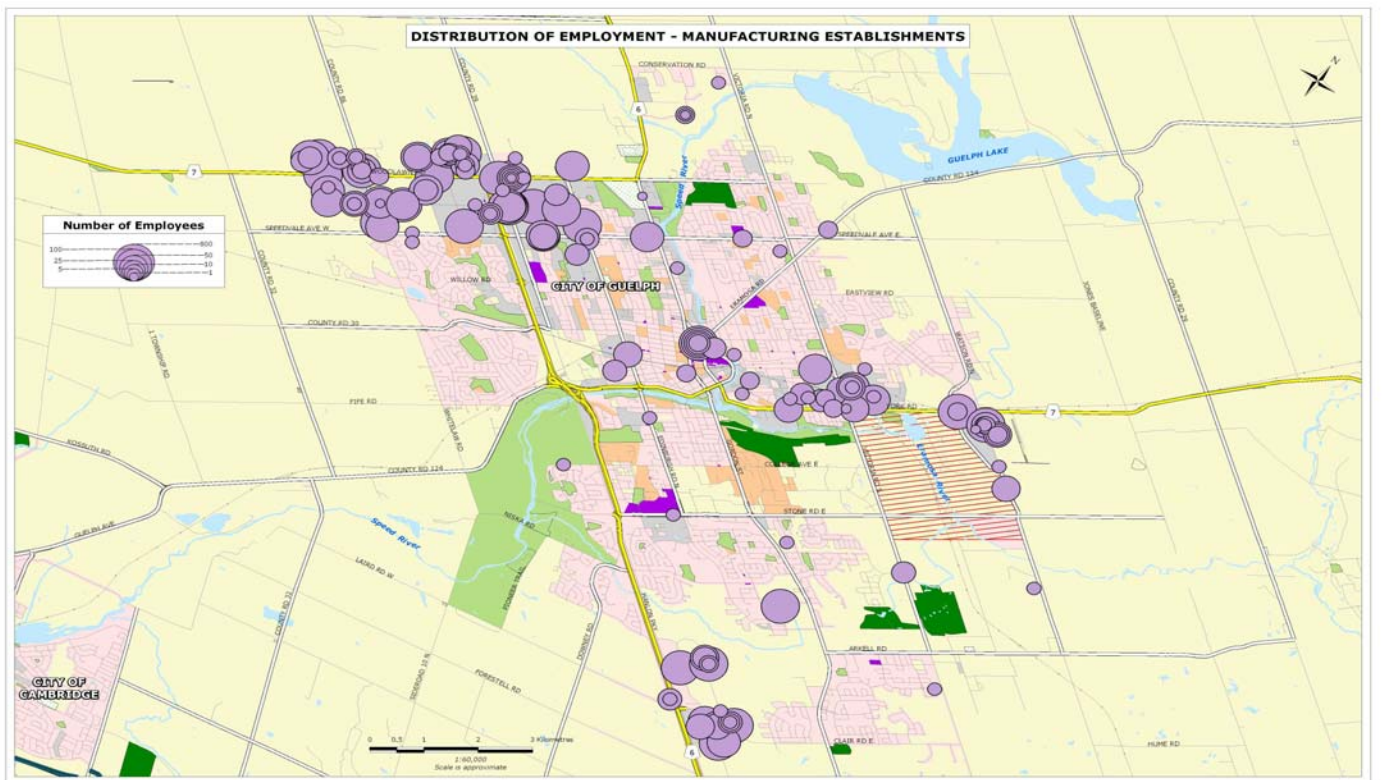
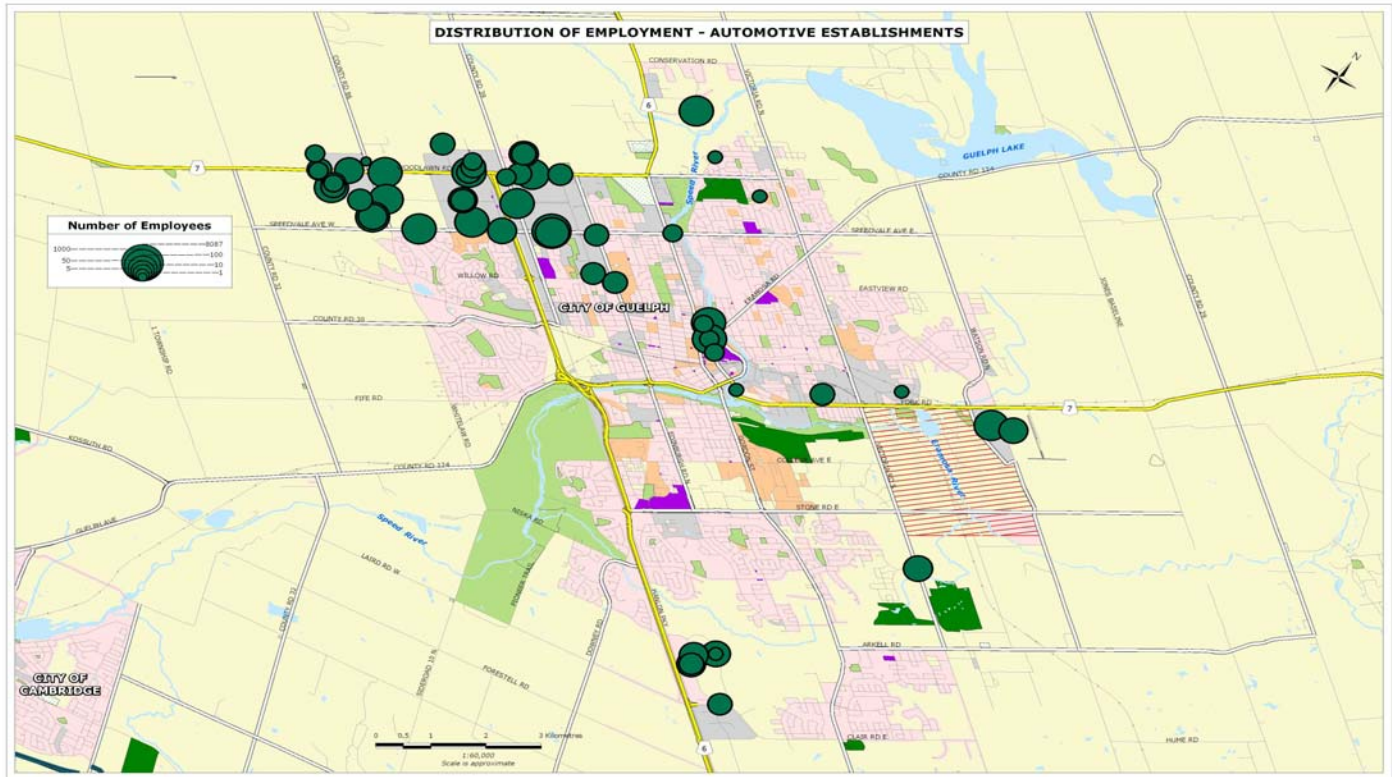
<b>Ref.</b>	<b>Idea</b>	<b>Triage</b>
1	Film /new digital media centre (studio space)	12
2	Visual & photo arts	
3	Museum film cultural centre	
4	Exhibit space/gallery space	
5	Kilns / industrial arts/intensive	
6	Film production/film attraction/ focal point for marketing	
7	Live work space	
8	(Transition) event centre	
9	Multi-purpose/multi-use centre	43
10	Arts school/retreat	
11	International arts centre – Bilboa model	
12	Music arts retreat centre	
13	Healing arts and wellness through culture	
14	Incubator centre/commercialization	6
15	Accessible studios/tools	2
16	Bauhaus model – design/philosophy /education/practice/performance	14
17	Headline model	
18	Centre for building sustainable products (connect to Sheridan College)	19
19	Carpentry/furniture design centre–historic tie to reformatory	
20	Civic commons	6
	Amphitheatre	
	Public art	
	River plateau/performance space	
	School	
21	International scale (and reputation) environmental/science centre Learning centre/connection to university (Jack Milne) “Environmental capital of Canada”	29
22	Boutique hotel	
23	24/7 food/bars/entertainment/work/live spaces	

*Concepts (that may have applicability to all ideas)*

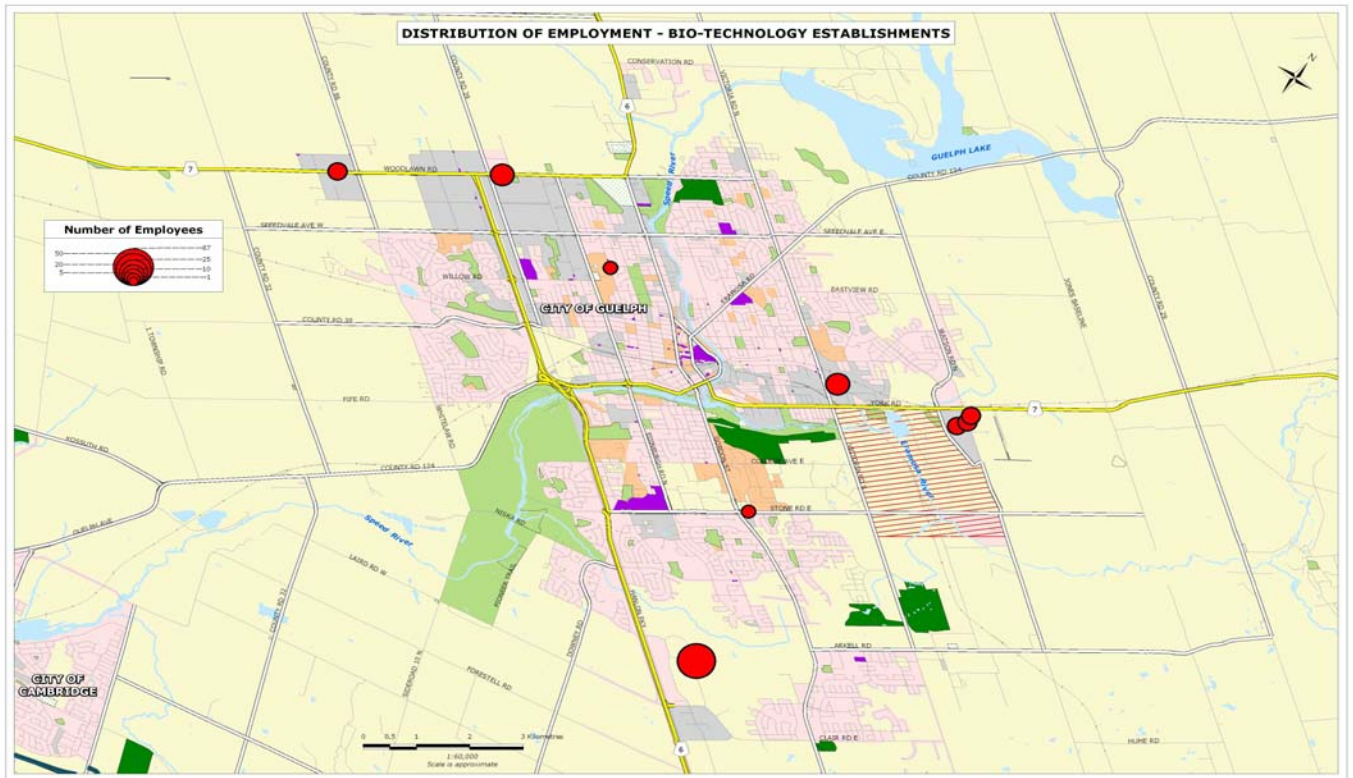
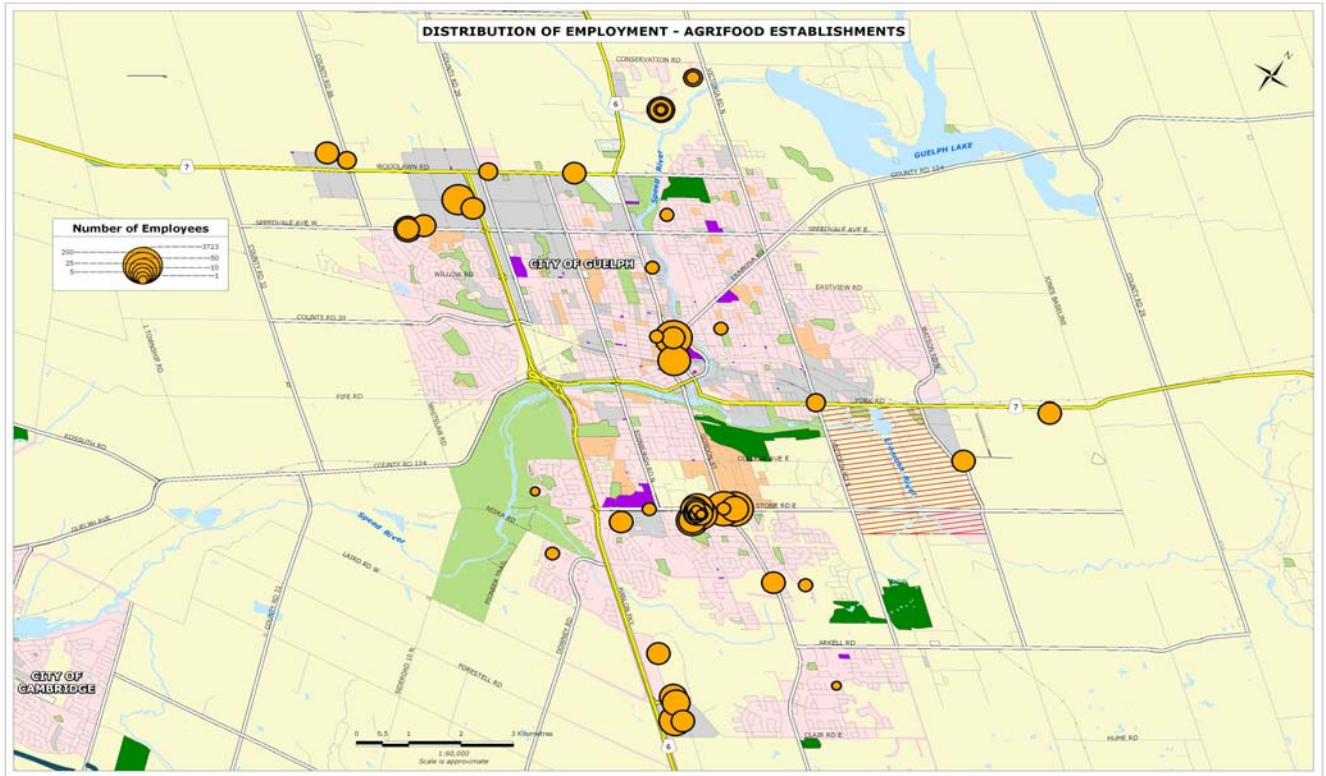
<b>Ref.</b>	<b>Concepts</b>
A	First chance for the community to “think big” in the past 50 years
B	An intentional community – a novelist founded the City and his unique long-term plan
C	City beautiful movement
D	Openness to adaptive reuse – suspending rules
E	Outdoor space to be public. With public art

F	Culture plan and programming
G	One big, clear idea – a theme (this year’s version of Galt)
H	Arts /green projects and activities
I	Integrate culture/environment /economy create a focus
J	York district as a pivot ... knitting rural into the urban
K	Landscape history

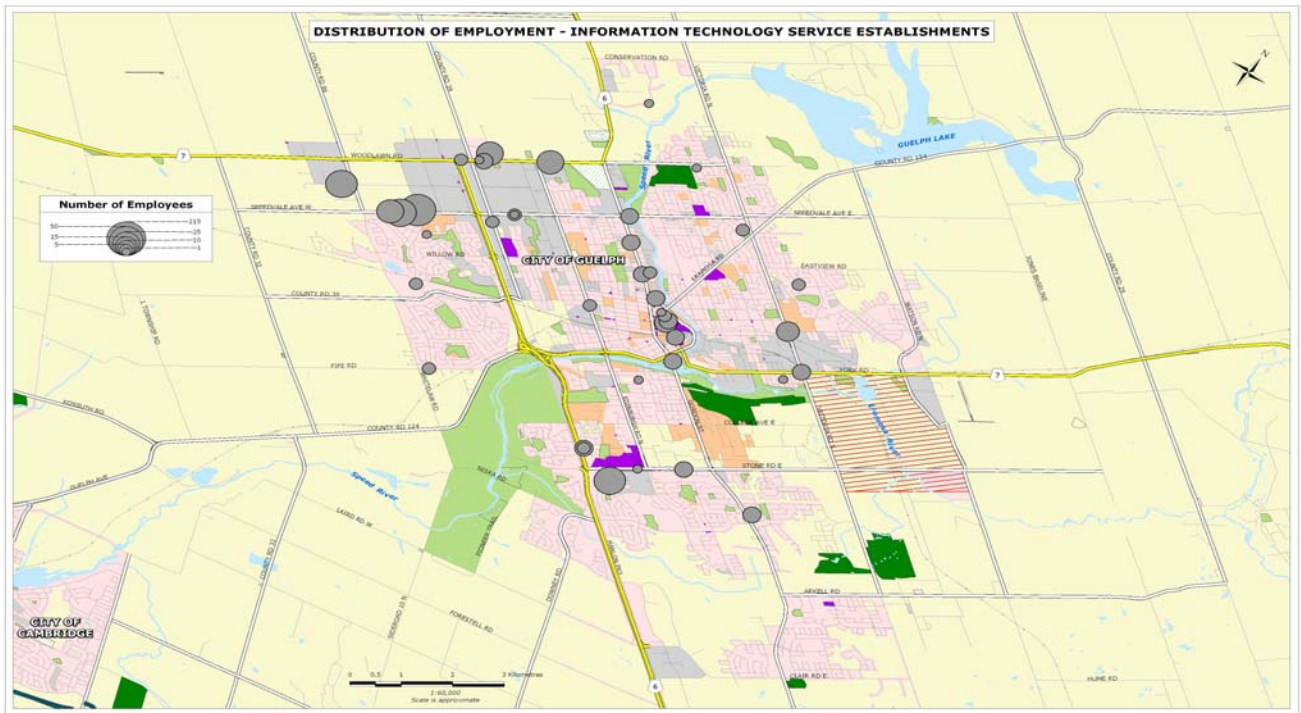
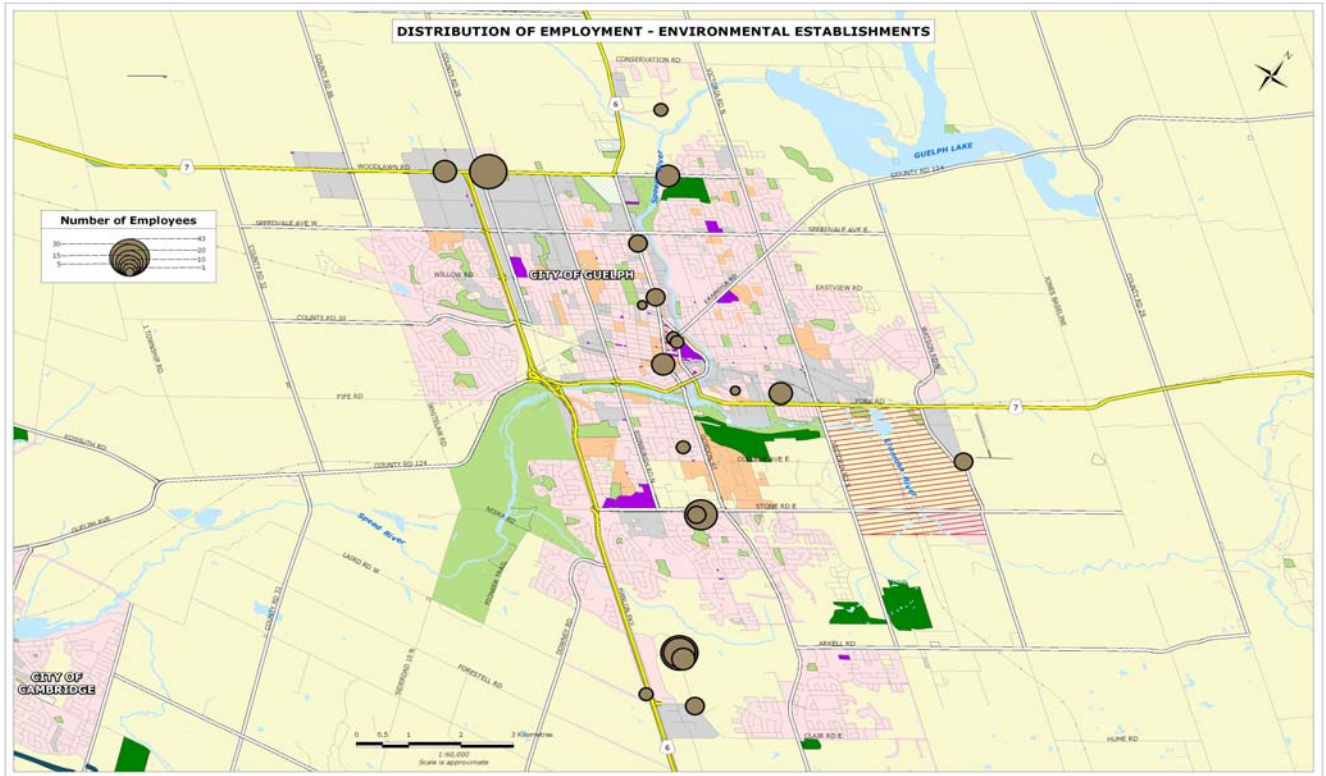
# Appendix 3 - Maps











## Appendix 4 - Survey Results

At the public Townhall session held on 18 June 2007, 14 projects were presented by the Roundtable Chairs.

A1	Bio Products Design Centre
A2	Incubator / Convergence Centre
A3	Environmental Change Centre
A4	Food Terminal
B1	Industrial Condos
B2	Agro Research Park / Uni Partnership
B3	Neighbourhood Commercial
C1	Live / Work Studios
C2	Reformatory Lofts and Tower
C3	Step-back Townhouses
C4	Inhabited Bridge
D1	Multi-disciplinary Arts Centre
D2	International Environmental R&D Centre
D3	International Arts Centre

Following the presentation of each Roundtable, those attending the Townhall session were asked to reflect on a key question:

*how likely are each of these projects to succeed in the York District, if initiated?*

For each project, the attendees were asked to rate each project on a scale of 1 to 5, with 1 representing a low probability of success and five representing a high probability of success. A score sheet was provided to all attendees at the Townhall and then collected for analysis after the meeting.

In total, 66 attendees filled out the scorecard. A summary of the results is provided below, followed by scorecard and then the raw scores.

		Probability of Success					
		1	2	3	4	5	
A1	Bio Products Design Centre	2	8	12	25	17	42
A2	Incubator / Convergence Centre	1	2	17	29	17	46
A3	Environmental Change Centre	0	7	12	28	19	47
A4	Food Terminal	9	13	10	14	20	34
B1	Industrial Condos	3	14	21	20	5	25
B2	Agro Research Park / Uni Partnership	1	3	10	25	24	49
B3	Neighbourhood Commercial	9	15	17	18	5	23
C1	Live / Work Studios	5	7	15	21	17	38
C2	Reformatory Lofts and Tower	3	7	15	32	8	40
C3	Step-back Townhouses	8	12	14	19	13	32
C4	Inhabited Bridge	12	11	17	16	9	25
D1	Multi-disciplinary Arts Centre	5	12	12	21	16	37
D2	International Environmental R&D Centre	0	2	12	26	26	52
D3	International Arts Centre	7	18	26	9	6	15

*For each project rate the likelihood of its success in the York District, if initiated.*

---

**IDEAS A: Innovation Park**

**A 1. Bio Product Design Centre**  
 ◆ auto fillers & materials ◆ plastics from agricultural products ◆ carbon neutral products  
 ◆ university + industry partnership

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_  
 Unlikely to succeed \_\_\_\_\_ Highly likely to succeed

**A 2. Incubator Convergence Centre**  
 ◆ research fuel technology & machinery ◆ advance agricultural technologies  
 ◆ polytechnic post-secondary skills development ◆ combine R&d (university) + r&D (industry)

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_  
 Unlikely to succeed \_\_\_\_\_ Highly likely to succeed

**A 3. Environmental Change Centre**  
 ◆ develop solutions for climate change ◆ a centre of excellence in clean energy  
 ◆ develop solutions for aging population.

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_  
 Unlikely to succeed \_\_\_\_\_ Highly likely to succeed

**A 4. Food Terminal Plus**  
 ◆ inter-modal agri-food distribution terminal (Guelph Junction Railway) and processors. ◆ cluster of food manufacturers

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_  
 Unlikely to succeed \_\_\_\_\_ Highly likely to succeed

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**IDEAS B: Land Use Precincts**

**B 1. Industrial Condos**  
 ◆ environmental focus ◆ methane/CO2 capture facility/digester ◆ services to clean existing industries  
 ◆ Humane Society facility ◆ crematorium

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_  
 Unlikely to succeed \_\_\_\_\_ Highly likely to succeed

**B 2. College/University Campus Partnership**  
 ◆ Conestoga Campus on reformatory complex ◆ linked to agri/life/bio R&D park ◆ Univ. of Guelph cluster  
 ◆ technology, applied research, education focus ◆ student housing & employment

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_  
 Unlikely to succeed \_\_\_\_\_ Highly likely to succeed

**B 3. Neighbourhood Commercial**  
 ◆ retail & commercial services ◆ development that looks out ◆ commercial & professional office space  
 ◆ improve look of corner

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5 \_\_\_\_\_  
 Unlikely to succeed \_\_\_\_\_ Highly likely to succeed

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**IDEAS C: Live Work Precincts**

**C 1. Live/Work Studios**

- ◆ studios & production facilities
- ◆ shared commercial & production amenities
- ◆ internal "Main Street"
- ◆ 24-hour district & integrated uses
- ◆ home office/studio design



**C 2. Reformatory Lofts and Tower**

- ◆ modern loft live/work unit
- ◆ spectacular residential-commercial tower
- ◆ support for creative & micro-enterprises
- ◆ reuse of reformatory buildings



**C 3. Step-back Townhouses**

- ◆ town houses along bluff & protected areas
- ◆ dramatic architecture
- ◆ also units on east side
- ◆ set back from the river



**C 4. Inhabited Bridge**

- ◆ a vehicular/pedestrian bridge
- ◆ tourism attraction
- ◆ commercial/cultural spaces on bridge.
- ◆ riverside walks & bistros.
- ◆ road connections across the river and to city



**IDEAS D: Environmental Arts District**

**D 1. Multi-Disciplinary Arts District**

- ◆ performance spaces, studios
- ◆ arts business to commercialization
- ◆ connection to manufacturing
- ◆ close connection to living spaces
- ◆ integration with retail / cafes/ services



**D 2. International Environmental R & D Centre**

- ◆ public facility focused on environment
- ◆ strong connection to University
- ◆ a forum for conferences / education



**D 3. International Arts Centre**

- ◆ exhibit / gallery / performance space
- ◆ retreat and wellness centre
- ◆ international scale learning centre



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A3	4	4	2	3	3	4	5	4	5	5	4	3	5	4	3	4	5	5	3	4	4	5
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C3	3	4	2	2	3	3	5	5	5	2	5	3	3	4	3	3	3	1	4	4	5	5
C4	3	4	1	1	3	4	4	5	4	1	4	2	2	3	3	3	3	1	4	4	5	5
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## **Appendix 5 - Public Notices**

Special Information Session Public Notice, for April 12, 2007. Advertised in Guelph Mercury, Guelph Tribune and widely circulated via community groups.

Public Town Hall #1 Notice for June 18, 2007, Advertised in Guelph Mercury, Guelph Tribune and circulated via community groups.

Public Town Hall #2 Notice for August 7, 2007, Advertised in Guelph Mercury, Guelph Tribune and circulated via community groups.

## Appendix 6 - Media Coverage (Full stories)

# The Guelph Mercury

## Developers and activists getting cosy? Only in Guelph

Saturday, June 23, 2007

Page: A8

Section: Editorial

Byline: TONY LEIGHTON

Illustrations: Photo: TONY LEIGHTON

Something very special is happening in Guelph: we are becoming a model for the way large, important parcels of land are developed. After the Wal-Mart fiasco, who would have predicted such a thing? But it's happening. I know because I'm involved.

Last winter, I wrote with fear about the big, beautiful tract of provincially owned land known as the York District. It is partially occupied by the abandoned Guelph reformatory -- the jail -- and the Turfgrass Institute. My fear? That the Ontario Realty Corporation, which manages provincially owned lands, would sell these 550 lovely acres close to the heart of future-Guelph for the highest buck to the usual subdivision developers, creating more sprawl. They did lots of that under the Mike Harris Conservatives, who desperately needed cash to make the books look better.

Then a miracle happened. Short-term money-grabbing did not rule. In a fortunate confluence of events, the former who-cares-what-gets-built Guelph city council was turfed, the province's Places To Grow anti-sprawl legislation became law, and the bureaucrats of the Ontario Realty Corporation were likely told they don't need to liquidate land at fire-sale prices because the McGuinty Liberals have done a much better job of balancing the books.

To its credit, the province hired Glen Murray, the ex-mayor of Winnipeg, to facilitate a public brainstorming around the York District lands. The job: come up with a workable vision that puts both jobs and residences on this land, mixing uses in a non-traditional approach better suited to our environmentally stressed future. In other words, come up with something special, perhaps even internationally significant.

Murray and his colleagues at AuthentiCity, a Toronto-based consultancy, advocate long-term wealth creation. Invest now by developing more intelligently, they say, and it will pay off in the future. Build it and they will come.

My involvement is on one of four roundtables assembled from 40 community experts. The roundtables included two of my colleagues on the

Guelph Civic League, the director of the Chamber of Commerce, several land developers, a number of city staff, academics, and others representing students, lower-income people, realtors, industries, etc.

That's the other miracle. These disparate people who seldom talk and occasionally take shots at each other, are brainstorming together. What a concept.

And it's working. I have new respect for two local developers. One of them has suggested the Guelph Civic League and her company should confer over greener projects. A top city planner suggested abolishing all zoning on the York lands in favour of "development permitting" so a truly creative vision can materialize. Wow. That's like hearing from the Pope that condoms might be OK.

The city is responsible for zoning land within its boundaries.

Our planners have been studying the York District for several years. Those plans are on hold until Authenticity's final recommendations. In fact, the city and the province are linking arms on this one, another odd but inspiring transformation.

Here's what four local leaders have to say:

Liz Sandals, MPP Guelph-Wellington: "The province really wants to work in partnership with the city to come up with a vision that is good for the future health of Guelph. It is also an opportunity to drive some really shiny examples of Places to Grow intensification."

Karen Farbridge, mayor of Guelph: "The city is working closely with the province. There is consensus that this will not be development-as-usual. I know our planning department wants to see leading-edge city building."

Annie O'Donoghue, president of the Guelph Civic League: "We are seeing great ideas and commonalities from people that you would least expect to collaborate -- the developer for Wal-Mart, a suburban developer, and me, for example. I think we all want the best for Guelph."

Andrew Lambden, president of Terra View Homes and a director of the Guelph Development Association: "Quite often people exist in a bubble. This has certainly opened it up. Really, what everybody wants is to unleash the full potential of this piece of property."

Will the province take us seriously? "Absolutely," says Liz Sandals. "Why would we be doing this if we weren't?"

A bigger question: Will Guelph planners and politicians see the light and apply this creative process to other commercial development? The York lands are indeed precious and deserving of special attention. But isn't that true for all lands in Guelph? What will be built under the dreaded Commercial

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Policy Review? Will we just give into to more ugly big boxes and strip malls? Or can we have greener, more attractive, citizen-inspired, socially beneficial developments that generate long-term wealth? The province -- and the people -- are showing the way.

Tony Leighton is a Guelph resident.

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# The Guelph Mercury

## Innovative ideas for York District

Thursday, June 21, 2007

Page: A10

Section: Editorial

Source: GUELPH MERCURY

When you have a piece of empty land there are many opportunities, and many opinions on the best use. Such is the case with the York District lands, southeast of Victoria and York roads -- but with a twist that could actually see a business plan for the area succeed.

Consultant Glen Murray may not be from Guelph, but you can hear the passion in his voice when it comes to making something great out of the vacant lands and its buildings. He wants Guelph's development to mimic what has happened in Barcelona, Spain, and Reykjavik, Iceland, lofty aspirations but something Murray doesn't think is completely unattainable if development proceeds properly. It's something he's working toward by looking at ideas that have the potential to draw monetary backing, a planning process that isn't exactly the norm, but which makes sense in order to consider options that could become a reality.

Some of the 14 ideas that came out of meetings with community experts include: a bio-product design centre focusing on plastics from agricultural products, a food terminal that would involve Guelph Junction Railway, residential lofts, an environmental research centre and an arts centre with performance space and studios. All of these are ideas that could bring vibrancy and people to the area.

For people who want to see the space stay as it is, with green space for people to enjoy, that's not going to happen. We need to make sure what does happen there is the most viable project for the 1,052 acres. The province owns about 550 acres of the site and there are jail buildings to consider in the planning stages.

The ideas that have been presented in the report could all lead to great things for this city -- new and unique housing, new jobs, new industry and increased

partnerships between the city, the province and the university. What's been proposed so far is innovative and forward thinking, and would provide the city with an economic and cultural boost.

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# The Guelph Mercury

## Condos and art district among ideas for jail lands

Wednesday, June 20, 2007

Page: A3

Section: Local News

Byline: BRIAN WHITWHAM

Dateline: GUELPH

Source: MERCURY STAFF

Fourteen preliminary ideas have been unveiled for the possible future of the former jail lands in the city's east end.

Glen Murray, a Toronto-based consultant, said discussions on how to develop the province's chunk of property -- southeast of Victoria and York Roads -- within what's known as the York District have produced a set of broad visions.

Murray, the former mayor of Winnipeg, said community members involved in the process have come up with concepts, including the creation of an international arts centre, a bio-technology hub or an environmental research cluster focused on climate and clean energy.

The ideas come from focus groups made up of community experts recruited by Murray.

"There's some real common themes that have emerged around research and development, innovation parks, commercialization of research . . . and connections with educational facilities," said Murray, now with the Toronto firm AuthenticCity.

The city has been developing its own vision for the 1,052 acres in the York District, which includes the former Guelph Correctional and Wellington Detention Centres. That process has been put on hold to allow AuthenticCity to do its work on the province's share of the land, which is about 550 acres.

Murray said the ideas were presented at a public meeting Monday night. People were asked to provide input on each proposal and the results will be put together in the coming weeks.

There isn't much detail to the suggestions right now. There are proposals for loft-style housing in the former reformatory buildings, bistros on the river, and a set of performance studios.

Murray said his group will now determine which ideas are realistic.

"I think that as we move forward now doing the research and evaluation of them, we'll see some

concrete and very developable proposals in the next few months."

He said another public meeting will provide more details in late July. AuthentiCity will report to the province in September with the best proposals, keeping things like the local economy, environmental sensitivity, provincial policy and public attitudes in mind.

Murray said he will look for groups in the community willing to put money behind each of the projects.

bwhitwham@guelphmercury.com

#### THE IDEAS

Experts came up with these ideas for former jail lands:

1. Bio-product design centre  
focused on plastics from agricultural products  
could develop automotive materials  
an industry/university partnership
2. Incubator convergence centre  
research on fuel technology, machinery and advanced  
agricultural technologies
3. Environmental change centre  
research on climate change, clean energy
4. Food terminal plus  
agri-food distribution terminal involving Guelph  
Junction Railway  
collection of food manufacturers and processors
5. College university campus partnership  
Conestoga College complex and University of  
Guelph research cluster  
student housing and employment
6. Industrial condos  
with an environmental focus
7. Neighbourhood commercial  
mix of retail and commercial services with office  
space
8. Live/work studios  
studios and production facilities  
an internal "Main Street" with live and work  
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opportunities
9. Reformatory lofts and tower  
reuse buildings for lofts  
build "spectacular" residential-commercial tower
10. Step-back townhouses  
townhouses set back from the river and protected  
areas
11. Inhabited bridge  
for vehicles and pedestrians  
could include commercial and cultural spaces,  
riverside paths  
could attract tourists
12. Multi-disciplinary arts district  
performance spaces and studios  
retail services and cafes
13. International environmental research and

development centre  
created through a partnership with the University of  
Guelph  
includes a forum for conferences  
14. International arts centre  
exhibits, galleries, performance spaces, retreat and  
wellness centre  
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## The Guelph Mercury

Guelph not a bedroom community yet; But city officials fear we are heading there and the mayor hopes to reverse it

Saturday, June 2, 2007

Page: A3

Section: Local News

Byline: BRIAN WHITWHAM

Dateline: GUELPH

Source: MERCURY STAFF

Series: Zoom in: Insightful weekend reads

Illustrations: Photo: GUELPH MERCURY / More people come to Guelph each day to work than leave the city to work elsewhere. But that commuting pattern is changing, and that concerns city officials.

Photo: DAVE CARTER, GUELPH MERCURY / Traffic, possibly some of it commuter, zooms along the Hanlon Expressway at College Avenue in Guelph yesterday.

Photo: KAREN FARBRIDGE, GUELPH MAYOR

Photo: GLEN MURRAY, CONSULTANT

It wasn't through his work in the public sector or in a large corporation that Eric Lynes learned one of his most important lessons about management.

It was through observing the rift that developed between the preacher and congregation at a small church in northern Kentucky.

Lynes, who now owns Guelph's Biltmore Hats Inc., volunteered through the 1990s at a church near his home in Frankfort, the state's small but scenic capital near the Kentucky River. Because the head pastor had another church about 140 kilometres away, Lynes often ended up handling weekly services on his own.

And he couldn't help noticing that when the pastor was around, people weren't very responsive. A subtle but unmistakable disaffection formed between that man and church members.

"He just didn't get the support he could have received if he were closer to home," said Lynes, an accountant by trade who worked at Toyota and for the state auditor before getting into the hat business. "He was basically absent and I realized what kind of stress and strain it put on the congregation.

"I realized that people who work for you need to see you. They need to be involved with you if you want an effective team."

So when Lynes purchased Biltmore in July 2005, reviving it from receivership and breathing new life into the company, he sought out and purchased a

home near Guelph's downtown core. Despite Biltmore's 90-year history in Guelph, he said, it was like a newborn that needed constant attention after coming out of receivership.

But he also took a liking to Guelph and figured it would help the culture of his workplace if he chose to live here.

"The fact that I'm one of them -- that we're a team -- it really lifts and boosts morale," he said. "It just makes things easier all around.

"When I work with experts like those I work with -- these skilled craftsmen -- it just makes sense for me to (be close and) learn from them as I lead them."

Believe it or not, Lynes's situation is similar to that of most of the people who live in Guelph. According to Statistics Canada, 74 per cent of employed Guelph residents -- 36,780 people -- work in the city. More than half of Guelph's labour force -- about 55 per cent -- travels fewer than five kilometres to get to work. The provincial average is 35 per cent.

Guelph is not a "bedroom community" -- a place where most residents sleep while pursuing careers elsewhere. But Mayor Karen Farbridge said she's often correcting people who have the wrong impression.

"I hear that quite a bit," she said. "When I describe that we're a net importer of people for jobs and employment, they're often quite surprised by that."

According to Statistics Canada, in 2001: 12,945 people left Guelph every day to get to work 21,345 people entered the city for work every day

There are signs, however, that the pattern is changing. Rajan Philips, the city's transportation planning engineer, said the proportion of Guelph residents working in the city has been on a downward trend for years.

The city has data that shows 82 per cent of Guelph residents worked in the city in 1986.

The commuting figures for the 2006 census will be released near the end of this year and Philips expects they'll show the trend continuing.

Farbridge acknowledged "the trend has been in the wrong direction," and said the city is looking to reverse it.

"I think the concern about becoming a bedroom community is a real one," she said. "It's generally an issue of concern in communities that are outside of the (Greater Toronto Area)."

A Statistics Canada study released last summer found the average Canadian spends 63 minutes getting to and from work every day. That amounts to 12 days per year spent commuting.

Farbridge said economic development is the city's best weapon against being dominated by residents who are only here to sleep. She said commercial and

industrial growth must keep pace with residential growth.

The city has hundreds of acres of industrial land in the south end -- some publicly owned, some private -- that city officials say will become available near the end of this year or in early 2008.

"I know the interest is already there," Farbridge said.

"Hopefully, if we can bring on these lands and continue to identify and make sure that we don't find ourselves in a shortage of industrial land, we can stop this trend from continuing."

That's why the city has high hopes for the huge swath of land -- 1,062 acres -- southeast of Victoria and York roads known as the York District, which includes former jail lands.

The provincial government owns 550 acres of that property and has hired Toronto-based consultant Glen Murray to work with the community to develop a vision for what the space will hold.

Murray, a former mayor of Winnipeg, said cities strive to avoid becoming bedroom communities for a wide range of social, economic and environmental reasons.

"You need a daytime working population to support a whole range of services that most of us take for granted," he said. "Everything from sponsorship of the local soccer team to trying to raise money for the local theatre becomes really challenging if you don't have some sort of strong chamber of commerce or strong commercial leadership in the city."

Guelph is at risk of becoming a bedroom community, given the split in its tax base, Murray said. Only about 16 per cent of the city's tax revenue comes from commercial and industrial developments, while the balance comes from residents.

"If you have a strong and diversified commercial tax base, it's a lot easier to support decent policing, fill potholes, have great community centres, culture and recreation programs, and all the things that make cities livable," Murray said.

"But if you have a 16 per cent commercial tax base and it continues to shrink, you either in the longer term put a lot of pressure on residential tax payers . . . or you end up with deficits in a community's services and deficits in the quality of its infrastructure."

Farbridge said she wants the city to move toward a commercial tax base that's between 20 and 25 per cent, which is seen as the healthy range for municipalities.

Murray said there has been a seismic shift in attitudes toward urban development as people realize bedroom communities aren't environmentally sustainable. He said the phenomenon has been pushed forward by the province's growth legislation, which will encourage cities to integrate work, entertainment and living spaces in creative ways.

Murray is engaging experts throughout Guelph to develop strategies for the York District. He hopes the end result will be lively hub in which people can live, work and play without ever having to drive.

"It's really about designing communities so that you don't have to use a litre of gas to get a litre of milk," Murray said.

"Probably the worst environmental choice most people make is the decision to get into a large automobile and drive anywhere from 20 to 60 kilometres twice a day."

Lori Bona Hunt has been commuting for most of her career. As a newspaper reporter in Utah in the early 1990s, she regularly drove for an hour along the freeway to get to work.

For the last five years, Bona Hunt was one of more than 9,000 commuters streaming from Waterloo Region into Guelph every day. She often did everything she could to avoid taking Highway 7 to get to her office in the communications department at the University of Guelph.

"It's always congested, it's always a lot of traffic in both directions and in the wintertime it's absolutely treacherous," Bona Hunt said.

"Over the years, I developed several different routes through the countryside."

But it wasn't just the hazardous drive or time commitment that became Bona Hunt's main problem with the commute.

She said the whole routine left her feeling segregated from both Guelph and Waterloo.

"Coming from the (United) States, I moved to a community where I didn't know anyone," she said. "I really felt that I had a foot in each community and I had roots nowhere."

"It became apparent to me after a few years that this was not making me feel rooted in Canada."

Bona Hunt bought a home near Guelph's downtown in late April. She's now a five-minute's drive from work, but she often opts for the 20-minute walk.

Already, the change has made her feel more integrated in the community while adding about an hour of extra time to her morning and evening.

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Farbridge said lengthy commutes are a quality-of-life issue. Aside from the environmental and economic impact, they simply make people unhappy, she said.

"People who are spending two or three hours or more commuting, that's two or three hours out of their family life, it's out of their civic life," she said.

"Being able to provide jobs in your own communities means people don't have to commute, it means we don't have congestion on our roads, it means our air quality is better and it means our quality of life is better."

Murray expects cities will move toward a more

creative approach to development.  
He hopes the York District will be a model to follow.  
And under this new wave of creativity, places will be more vibrant, communities will be more distinct and long commutes will be increasingly rare.  
"We're in the beginning of a post-suburban age," Murray said. "People just don't want their place to look the same as every other place."  
"We've got to plan to reduce the need for more road and to use the infrastructure we have better. . . . And that's a very different way of thinking about it."  
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**FPinfomart.ca** Page 10

# The Guelph Mercury

## Living where you work has benefits

Saturday, June 2, 2007

Page: A10

Section: Editorial

Source: The Guelph Mercury

There is one sure way to get people to work in the community where they live -- have every industry and company locate an office, or satellite office, in every city and town. We all know that's impossible, but there are other ways to decrease commuter populations -- increasing industrial and commercial development along with residential growth is a start -- and we're beginning down that road here in Guelph. But it seems if you read the numbers carefully, the issue of commuting out of the city, especially from new subdivisions on the city's edges, isn't as pronounced as it is perceived to be, and that's a plus in a world where the car is king.

Deciding where to live is based on many factors. If two spouses work in different cities the choice can be made to live in one community or the other or somewhere inbetween. In some cases home ownership can be a determining factor, with both spouses working in one city but choosing to live in another where housing prices are cheaper. Some people simply want to stay in their hometown and have to venture outside of it to find a job in their field. Others don't want to uproot children when they get a new job and opt to drive a couple of hours every day.

Healthy communities, however, are ones that can strike a good mix of living and working; where adults come home from work and coach their children's soccer team or who travel a short distance to go to the gym before heading home after work, only 10 minutes away. In cases such as these employers and employees run into each other at the grocery store



and all understand the complexities of the community their business serves.

But is it a problem if people commute into or out of a city to work? In Guelph, it's not as much of a problem as other places, but it is a trend we need to keep an eye on. While many people think Guelph is a growing bedroom community, one where residents stay only to sleep, the numbers say otherwise. Census data from 2001 shows that 12,945 people leave the city every day to work elsewhere, while 21,345 come into Guelph from other communities to work. City officials, however, expect the number of people who are leaving the city to have increased. The only way to fix it, however, is to increase full-time jobs in the city, so people who live here can also work here.

We're heading down the right path, even if it is taking a long time to realize the goal of increasing industrial and commercial development. The Hanlon Creek Business Park should be ready for the market soon and the city says there are other private properties in the south end that should be available by the end of this year or early 2008. There's also the York District lands, which former Winnipeg mayor and consultant Glen Murray would like to see turned into its own little community, where people can live, work and play. These are all excellent opportunities we must take advantage of if we are to reverse the trend that sees increasing numbers of Canadians leaving the community where they live to travel to work.

There are arguments for having people living and working in one community, and it is politicians who most definitely must live in the city they serve; the residents who voted for them expect them to know about their community. But for private-sector workers, we're not sure someone's city of residence has an effect on job performance. For example, would Guelph General Hospital chief executive Richard Ernst or Sleeman chair John Sleeman be doing different or better jobs if they lived here? We're not convinced they would.

Commuting to work is never fun, regardless of whether you drive or take public transit. A 2006 study from Statistics Canada found the average Canadian spends 63 minutes per day commuting to and from work. That's up from 59 minutes in 1998 and 54 minutes in 1992. If we are to see these numbers decrease -- a reality that probably won't come soon -- we need to provide residents with access to jobs nearby.

Economic diversity is key to this, and not only provides people with more job prospects but will lower the residential tax rate, making this a welcoming place to live. About 84 per cent of the city's tax revenue comes from homeowners; the city wants to see that lowered to at least 80 and perhaps 75 per cent. Such a scenario can be accomplished

with new industrial and commercial development. There are certain advantages to working close to home that are hard to measure on a national scale but which make a great difference in people's lives -- less stress, more sleep, more time with family. People choose to commute, or not, for many reasons. But there's a lot to be said for a community that makes it easier for its residents to work where they live.

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## The Guelph Mercury

### We appear to have voted in real leaders this time

Saturday, May 12, 2007

Page: A8

Section: Editorial

Byline: TONY LEIGHTON

Illustrations: Photo: TONY LEIGHTON

It's time for some shameless cheerleading.

Lots of people think one government is pretty much like any other, and voting doesn't matter much.

Guelph's new city council has already proven them wrong. Last November, we elected a mayor and council who are acting decisively on multiple fronts and with genuine vision. The former council, by unavoidable comparison, looks like a mob of meandering meanies who accomplished so little you wonder whether to scream or weep. But regret is a useless state of mind and further fault-finding is a waste of breath.

Actions speak louder than words.

Council is completely revising the city's strategic plan through extensive public consultation in the hope it will reflect what citizens want for Guelph.

The goals and objectives are specific. The language is clear and full of intent. The old Strategic Plan, developed in isolation by the former council with almost no citizen input, was murky and hollow.

The community energy plan has been endorsed by council. Developed in consultation with energy wizard Peter Garforth and many local organizations, it is one of the greener, more visionary, more realistic plans on the continent. It will be a lens through which Guelph views city design, planning and governance. It has goals, targets and teeth.

Rather than just sit back and watch the province sell the critically important York district lands to sprawl developers, this council is devising the York district land use plan, an extensive public process in collaboration with the province and guided by ex-Winnipeg mayor Glen Murray. The vision for the 600-acre one-of-a-kind parcel will include progressive community design, innovative

employment opportunities, and a focus on culture -- all long-term wealth-building, sprawl-stopping strategies.

The city's coming urban design action plan will use the SmartGuelph principles -- ignored by the last council -- as its foundation. The goal is to determine how we want our community to look, perform and function over the next 25 years. Again, there will be extensive public consultation, visioning and 3-D visualization.

Council is completing a new development application process with protocols for formal facilitation, neighbourhood focus groups and public engagement, so development and redevelopment is better understood and supported by the community.

Other planning and design initiatives: funding has been approved to help create the first heritage district -- the Brooklyn neighbourhood of the Old University area. A downtown co-ordinator has been hired and a downtown community improvement plan is coming this fall. The new civic administration building's main square will be redesigned to be more of a "people place." A process has been approved to come up with better design/development proposals for the Baker Street parking lot. A comprehensive plan for all downtown parking is coming. A motion has been endorsed to explore the requiring of 3-D graphic visualizations for all development applications so people can see what developers want. And, after years of waiting, we will get two new trail links along the Speed River.

Environmentally: the long-awaited pesticide bylaw has been approved. It will eliminate the use of cosmetic pesticides by 2008. Council has committed to upgrade the wet plant and reopen it as soon as possible. A costly pipeline to Lake Erie, inserted in our water supply master plan as an option by the last council, is now off the table. And in a recent letter to the province from the mayor, council and city staff -- prompted by the Nestle imbroglio -- Guelph has asked the province to protect the Paris-Galt Moraine -- as it has done with the Oak Ridges Moraine -- because it is a critical groundwater-recharge area.

Culturally: council has created the position of manager of culture and will soon initiate a cultural master plan.

Financially: a whole new budget process has been developed based more on community needs. Council also wants to finally link the true costs of development and growth directly to budget implications, starting with the 2008 budget, a major step forward.

Other smaller but important changes: council's standing committees have been increased to four from two -- the last council had decreased them. This allows for more informed debate at the committee

level and greater public access to political decision making. Council has also reinstated staff professional-development funding, which was cut by the last council. And this council is getting along with their counterparts at Wellington County, a refreshing change.

I believe almost none of this would have happened under the former council. In fact, the difference is shocking and the benefits huge. This is leadership. The lessons? Politics matter. Voting matters. Voting

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knowledgably matters a lot. Keep up the good work.

Tony Leighton is a Guelph resident.

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# The Guelph Mercury

## Former jail land offers opportunity

Friday, April 13, 2007

Page: A1

Section: News

Byline: BRIAN WHITWHAM

Dateline: GUELPH

Source: MERCURY STAFF

Illustrations: Photo: LEAH KELLAR, GUELPH MERCURY / Consultant Glen Murray has high hopes for the former jail lands.

Guelph could join the world's elite communities if it successfully develops the former jail lands in the east end, a well-known urban strategist says.

Glen Murray said Guelph could build the vibrant economy that cities such as Barcelona, Spain, and Reykjavik, Iceland, have fostered.

Murray, the former mayor of Winnipeg, has lofty hopes for the swath of land in the area known as the York District, southeast of Victoria and York roads.

The province has hired him -- with the Toronto firm AuthentiCity -- to turn those hopes into a set of concrete visions.

Murray held a public meeting last night with about 70 people at the Ministry of Agriculture, Food and Rural Affairs building on Stone Road.

"We're trying to develop something that's a really unique place," he told the Mercury's editorial board in the afternoon. "The province is not going to all this trouble so that we can have a big continuation of what the economy produces -- which is a big Wal-Mart and some low-density residential development.

"Obviously we're here because they've raised the bar."

The city has been creating its own plan for the 1,052 acres of land, which includes the former Guelph Correctional and Wellington Detention centres. That process is on hold to allow AuthentiCity to do its work.

Murray said Guelph needs to embrace the economic shift happening across the world from manufacturing to knowledge-based industries.

"That shift has left some cities with very successful economies," he said. "It's literally laid waste to others."

Murray said Pittsburgh is a place that took advantage of the shift. The city moved from its focus on steel mills to become a centre for scientific research.

There are communities around the world that have made similar transitions, Murray said.

"There are 24 cities in the world right now that have extraordinary clusters of those creative workforces," he said. "Guelph, I really believe, is an underdeveloped community in that sense. Not that it doesn't have it but it's just rising and emerging with leaders that get it. . . . Our job is to connect those dots."

The group will recruit local experts to form round-table discussions and the best ideas will be presented to the community.

Murray said the final report in September won't be a list of popular ideas. AuthenticCity's hope is to link the proposals with a capital investment plan, taking things like the local economy, municipal policy, environmental sensitivity and the University of Guelph into account. Murray said the province and the city are committed to preserving the river corridor and some of the natural spaces on the property.

Murray told the audience last night that the proposals won't sit well with everyone.

"We don't have to live with you after September," he said. "Our job is to come in here and maybe slaughter a few sacred cows and make hamburgers. It's your decision on whether you eat them or not."

Annie O'Donoghue, acting president of the Guelph Civic League, said she hopes the process benefits from as many perspectives as possible.

"I'm thrilled," she said. "I hope people feel they have an authentic opportunity to give comment and to pass judgment on what works and what doesn't for the community."

Councillor Lise Burcher said the city will examine Murray's report before moving on with its own process for the York District. She said the city hopes to have a clear idea by the end of the year on how the land will be used.

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# The Guelph Mercury

## Encouraging signs that public consultation will get an overhaul

Saturday, March 10, 2007

Page: A8

Section: Editorial

Byline: TONY LEIGHTON

Illustrations: Photo: TONY LEIGHTON

Good news. Public consultation is back in Guelph. After three dark years when the last council not only avoided consulting citizens but outwardly disdained it, the warm breeze of apparent democracy is flowing again.

Evidence: in the last week of February, the city planning staff hosted the "Community By Design" symposium at the River Run Centre where about 250 interested citizens listened to former B.C. premier Mike Harcourt, and several other urban luminaries explain why sustainability must eclipse sprawl and how we must stop the regressive proliferation of big-box stores. Then last week, city staff began testing GuelphQuest, a public-consultation software tool designed to gather opinion and make projections about growth. Now we hear that Glen Murray, Winnipeg's former mayor and one of the country's most sought-after urban strategists, will help design a process so Guelph and the province can collaborate on development of the York district lands. Mayor Karen Farbridge says the process will have "a big public consultation component."

It feels good. It looks good. Intentions are probably good. But it could all be worthless. Traditionally, it has been. Public consultation in Guelph almost always fails to translate into publicly driven change. A case in point is SmartGuelph. When Farbridge was mayor the last time, she championed the most ambitious public consultation exercise our city has ever seen. In a more than \$200,000 push, about 1,200 citizens were asked what they wanted Guelph to look like in 25 years. Hundreds of opinions were boiled down into the SmartGuelph principles.

The impact? Close to zero. Why? Because the next council and many of its supporters didn't like the proposed course. SmartGuelph was dead on arrival. The 1,200 citizens might as well have been talking to a wall.

I would bet most, if not all, other public consultation has dead-ended the same way. I'd like to be proven wrong. I'd like to be shown how the public actually influences policy. Politicians or the city staff don't have to pay attention and often don't. No law exists that gives public consultation teeth. It's toothless. There are other deep problems. Public consultation is tightly controlled, so you get a short window of opportunity to tell the city what you want. Often, you don't even know about the window. It could be a

small ad in a newspaper. It could be a single mid-day meeting you can't get out of work to attend. It might just happen, like the upcoming pesticide control bylaw that will go before council soon. Did you know about this important vote? Did you have any input beforehand?

The biggest flaw? Most citizens know next to nothing about the issues. So "consulting" them is a waste of time anyway. At the "Community by Design" symposium, attendees were asked to pin big blue cards on the Big Idea board. Lots of people want more trees. That's all they could think of writing about the future development of a city sprawling out of control. More trees. And it would be nice to know where those blue cards end up.

In the meantime, the last council approved big-box stores under the Commercial Policy Review, where public consultation was awful. Furthermore, under Guelph's Development Priorities Plan, there is a seven-year "inventory" of unsustainable suburban sprawl housing on the books.

With our new city government there are encouraging signs that public consultation will get a major overhaul. I'd like to see something radically progressive. It's time. We should start by calling it "public engagement." Then do it as if we mean it.

In British Columbia, the B.C. Citizen's Assembly of 160 randomly selected citizens receive a crash course in the issues. Once they are educated -- and that's critically important -- they produce usable advice for the politicians, who apparently use it.

Our council should immediately form a public engagement office at city hall and give it real independent authority. Then never stop engaging. Use best practices. Simplify the issues. Recruit citizens. Research what progressive cities worldwide are doing. Continue educating and drawing informed opinion on every key issue, from the York lands to the LaFarge lands to waste management to pesticides. Then present the city staff continually with the wonderful thinking that will inevitably flow from hundreds of engaged citizens. And make it law that those efforts cannot be ignored, and the next council can't take it away again.

Real citizen engagement really works. "What is happening . . ." wrote author Gordon Gibson in a recent Globe and Mail column, "is that ordinary people are given the opportunity to seriously study public policy, knowing their views will be taken seriously into account. It turns out that they dare to go where the politicians dare not (because they have nothing to lose) and their entire focus is on the public interest (because they also have nothing to gain and no axes to grind.)"

Until we can say that about public engagement in

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Guelph, we aren't really doing it. We're gesturing.  
Tony Leighton is a Guelph resident.  
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# Guelph Tribune

## Turf war no more; City and the province team up on jail lands

Friday, February 9, 2007

Page: 01

Section: News

Byline: Stories by Doug Hallett

Source: Guelph Tribune

The city and the province appear on the way to resolving their differences over the future of the former jail lands and the Guelph Turfgrass Institute. The city has agreed to delay the final stage of its planning for the 1,070-acre York District area so that city and provincial officials can work together on a common approach.

"It is a significant opportunity for us to move forward with the province on a collaborative process" for development of the area, which includes the former jail lands and the turfgrass institute, Mayor Karen Farbridge told city council Monday.

Also playing a role in the latest developments, Farbridge said, was former Winnipeg mayor Glen Murray, who has been advising the Ontario Realty Corp. on its land holdings in Kingston and London - and now in Guelph.

Farbridge told reporters it is significant that the city and province are aiming to have a development strategy and consultation process ready by September, before October's provincial election.

"It would be good for our community to have a resolution" before the election, she said.

Farbridge said a letter that the city got Monday from David Caplan, the provincial minister of public infrastructure renewal, recognizes the city's interest in employment uses for the former jail lands.

In the letter, Caplan said the province would respect its current 25-year lease with the Guelph Turfgrass Institute, which runs to 2016.

He also promised to include the city in stakeholder consultations over the long-term future of these research lands.

Caplan's letter said the province is committed to a joint approach with the city based on a number of key elements. These include the city and province working together "to realize an employment focus for the development of provincial lands, considering an integrated mixed use and sustainable development plan for the site that considers appropriate live-work opportunities consistent with leading smart growth principles."

Farbridge called Caplan's letter "a really huge step forward."

Coun. Leanne Piper told reporters the province seems to have heard the message from the Guelph community about the future of its local land holdings.

"I think this community stood up and spoke loud and

clear," she said.

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# Guelph Tribune

## Jail Land Plan Moves

Friday, March 2, 2007

Page: 01

Section: News

Byline: Doug Hallett

Source: Guelph Tribune

The former jail lands will be developed sooner rather than later if Mayor Karen Farbridge has her way.

If the city and province can agree this month on a process for collaboration, they aim to create a "very tangible" plan by September that would let the province sell the lands, she says.

The goal is to create a strategy and a partnership with the province so that the lands "don't just sit there waiting for an opportunity," as often happens when city planning is done, Farbridge said. See Very The city and province want to be "pro-active" in promoting development of the 1,070-acre York District area that includes the jail lands, Farbridge said in an interview this week.

The aim is to have "an action plan to realize this development for the benefit of the city" ready by September. Getting a final report on an action plan ready by September - before October's provincial election set - is a "very ambitious" undertaking, she noted.

From Page 1

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The aim is to have "an action plan to realize this development for the benefit of the city" ready by September. Getting a final report on an action plan ready by September - before October's provincial election set - is a "very ambitious" undertaking, she noted.

Former Winnipeg mayor Glen Murray, now a Toronto-based consultant and urban strategist, has helped to draw up a process for the city and province to collaborate over the next few months on the project. He's been speaking with local organizations such as the University of Guelph, Guelph Chamber of Commerce and Guelph Civic League "to get an idea of what the issues are for Guelph," Farbridge said. The proposed process, which could go to city council for approval late this month, will have to involve "a big public consultation component," she said.

Murray did consulting work on a similar process in Kingston, involving that city and its university in plans to develop a large block of surplus land owned by the Ontario Realty Corp., Farbridge said.

It's not often that a big block of land like the former jail lands becomes available so close to the centre of a city, and it means there's a big opportunity for "creative and innovative" development there, she said.

One possibility is so-called live-work developments, designed so that people can live close to where they work in relatively dense developments.

As for the Guelph Turfgrass Institute land east of Victoria Road that's also owned by the ORC, "it is protected," Farbridge said.

"The use of that part of the ORC land is being protected for that current use."

Suggestions in the fall that the province might sell this land and move the turfgrass institute out of Guelph sparked major local controversy.

Early in February, council got a letter from David Caplan, the provincial minister of public infrastructure renewal, recognizing the city's interest in employment uses for the former jail lands and proposing a collaborative approach to developing them.

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this land and move the turfgrass institute out of Guelph sparked major local controversy. Early in February, council got a letter from David Caplan, the provincial minister of public infrastructure renewal, recognizing the city's interest in employment uses for the former jail lands and proposing a collaborative approach to developing them.

An unoccupied house on Woodlawn Road near Wal-Mart will be demolished to make way for a pizza restaurant.

The demolition application, approved last week by city council, will see the site of the former dwelling at 35 Woodlawn Rd. W. redeveloped by Boston Pizza.

The house isn't on the city's heritage inventory, and the land has been zoned for commercial use since at least the early 1970s, said a city staff report.

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## Guelph Tribune

### Jail land future rocks, say players

Tuesday, March 27, 2007

Page: 01

Section: News

Byline: Doug Hallett

Source: Guelph Tribune

Illustrations: Mayor Karen Farbridge, consultant Glen Murray and Guelph MPP Liz Sandals, shown at city hall, are excited about what they say is a promising future for Guelph's former jail lands.

Development of the former jail lands is a singular opportunity for Guelph that is largely due to an "extraordinary partnership" between the city's mayor and MPP, says high-profile consultant Glen Murray. "I've never seen two politicians work so seamlessly together . . . it really is an extraordinary partnership," said Murray, a former Winnipeg mayor who is now an urban strategist, a Toronto-based consultant and chair of the National Roundtable on the Environment and the Economy.

His comments came Friday after a city council committee endorsed an ambitious consultation process for the York District lands, which include the former jail lands. The province has hired Murray to lead the province's consultations in Guelph over the next several months.

Murray, who met Mayor Karen Farbridge at the "Amazing Possibilities" conference organized last spring by the Guelph Civic League, said the 1,052-acre York District lands do represent an amazing possibility for Guelph. However, the future for these lands isn't as wide open as the SimCity computer game, in which players can design their own urban communities at will.

"This is the reality version of it, maybe," he said with a chuckle when asked about the game.

Unlike SimCity, "this is reality" and the wishes of the City of Guelph have to be observed, including its desire to develop as an agricultural innovation centre and a research and development centre, he said.

"This is a great opportunity for developing a new relationship with the province" in terms of working together closely, said Farbridge.

Sandals said many eyes will be on Guelph as the city and the province work together this year on how best to get the former jail lands and other nearby land developed.

The process, which goes to council for final approval April 2, could become a model for the province disposing of its surplus land in a way that meets municipal needs. "It is a process others may be interested in copying, if we get it right in Guelph," Sandals said.

"If this process is going to be successful, and I think it is, it's because it has champions" in Farbridge and Sandals, said Murray, who said the two women "represent the next generation of thinking in city-building."

The process will focus on ideas for developing the York District lands that have real potential to move forward.

Farbridge said she expects the city will end up an active partner in implementing whatever plan is developed for the York District lands. Potential partners for the city in this include the two levels of government, postsecondary institutions and the private sector.

Asked to state the biggest challenge faced over the future of the York District lands, Farbridge said a big obstacle was getting the province and city to work together, which is now happening. Aside from this, "the process is going to identify the challenges for us."

The process is a highly unusual one for a landowner - as the province is here - to be involved in, Sandals said.

That's "because we are really embarking down a road where we don't know what the outcome will be . . . which is very different from the way a private developer goes about it," she said.

"We have agreed the focus here will be employment lands, and high-value employment lands. There is a common vision, but that needs to be fleshed out," Sandals said.

"I think the theme is a sustainable economy," Farbridge said. "The form that takes and the details of that is what the process will flesh out."

It's rare for a piece of land as big as the York District lands to become available so close to a city's core, said Farbridge, who stressed the need to attract

skilled immigrants to help Guelph develop.

The University of Guelph attracts people to Guelph one weekend a year with its College Royal open house that shows off its research and innovation capabilities, she said. "It's almost like what we want to get to is a year-round College Royal."

The York District lands could become a new economic centre for the city, Sandals said. "You can't just have bedroom community sprawl. You have to have opportunities to work."

Farbridge said a big turnout of residents for Friday morning's special committee meeting at city hall

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shows a high degree of "community engagement" in the future of these lands.

Sandals said the York District situation is a priority matter at the province's Ministry of Public Infrastructure Renewal. "It has got a lot of attention at the ministry, and front-burner treatment," she said. The consultation process for the York District lands is "very exciting, wonderful collaboration," Coun. Lise Burcher, chair of the city's community development and environmental services committee, said Friday.

Burcher, whose committee endorsed the process, said the province "wants to use this as a demonstration project to illustrate the SmartGuelph principles within the policy framework of Places to Grow (the province's long-term growth plan for the area that includes Guelph)."

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## **Guelph Tribune**

### **Jail Future Talks Start on Friday**

Tuesday, March 20, 2007

Page: 01

Section: News

Byline: Doug Hallett

Source: Guelph Tribune

Illustrations: Glen Murray

A former mayor of Winnipeg has been hired by the province to lead consultations aimed at clarifying the future of the former jail lands and other nearby land. Glen Murray, now an urban strategist and consultant with a Toronto-based firm called AuthenticCity, is set to lead a series of local community, town hall and stakeholder meetings and roundtables from April to September.

A special meeting of city council's community development and environmental services committee on Friday March 23 at 930 a.m. will consider a proposed process for a York District Land Use Study. Murray, who was Winnipeg mayor before running as a Liberal in the 2004 federal election in a suburban

Winnipeg riding and narrowly losing to the Conservative candidate, had a hand in developing this process.

The city and the province were at loggerheads last year over the future of the provincially owned lands in the 1,052-acre York District.

However, after meetings involving Mayor Karen Farbridge and local MPP Liz Sandals, city council got a letter last month from Public Infrastructure Renewal Minister David Caplan recognizing the city's interest in employment uses for the former jail lands and proposing a collaborative approach to developing them.

The York District is bisected by the Eramosa River and includes the closed Guelph Correctional Centre, the Guelph Turfgrass Institute, the Cargill meat plant and the city's Waste Resource Innovation Centre (formerly known as the Wet-Dry facility). The province owns most of the land in the district.

City planners began a land use and servicing study of the York District in early 2005. This February, a public information meeting was held to present the preferred land use scenario, which proposes employment, commercial and mixed use on the west side of the Eramosa River. Employment, institutional, commercial and the recognition of existing residential lands are proposed on the river's east side. The provincial consultation program is supposed to produce a report to the local community in September, just before the provincial election in October.

Consultations run by the city starting in September would, among other things, refine the range of uses for the land. The aim is to have a final concept and recommendations ready to present to council in December, city staff are recommending.

Both the provincial and city consultations will maintain the employment focus set out in the city's preferred use scenario for the "strategically important" York District, says a staff report.

"As a result, a common starting point is shared in moving forward with the planning of these lands," it says.

Extensive public input will be part of both the city's consultations and the provincial consultations led by Murray, the report says.

It says city staff met with provincial representatives in February and March to forge a better working relationship and a collaborative approach to the upcoming consultations.

That collaborative approach "will help explore innovative forms of economic development (e.g., innovation-based clusters) and partnership opportunities," the report says.

The provincial consultation and research work led by Murray is to start with a community meeting.

Then the first of three stakeholder assemblies will be held to ensure key stakeholders begin from a common "vision" for the York District and to brainstorm potential development opportunities.

A series of roundtables will be established to explore and examine in detail the feasibility of identified opportunities and partnerships.

These results will be fed into a second stakeholder assembly.

Two town hall meetings will also be held by the province, the first to provide feedback to the roundtable findings and the second to present a recommended strategy for the future of the lands.

"The aim is to have the provincial employment-focused development strategy and consultation process completed by September 2007 that will inform the city's work in completing the York District Study," the report says.

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# Guelph Tribune

## Future of jail lands takes shape

Friday, August 3, 2007

Page: 01

Section: News

Byline: Doug Hallett

Source: Guelph Tribune

Illustrations: What might be proposed for the former jail buildings "will have to be a surprise" to be revealed at Tuesday's meeting, said consultant Glen Murray.

Glen Murray

Possible employment and high-density residential uses of the lands near the former jail will be on the table when consultants hired by the province hold a public meeting Tuesday.

The 7 p.m. Aug. 7 town hall meeting in the main floor conference room at 1 Stone Rd. W. is the last chance for the public to ask questions and raise issues before consultants write a final report on the future of the land, much of it owned by the province.

The focus of proposals to be outlined at Tuesday's meeting are "first employment, and second live-work," says high-profile consultant and urban strategist Glen Murray.

At local citizen roundtables that were part of the process handled by Murray's Toronto-based Authenticity firm, "people really pushed the idea that we have to reduce commuting time" by having homes nearer to employment opportunities, he said in an interview Wednesday.

That means buildings "designed for a different type of neighbourhood," he said, one that includes "clusters" of industries, higher-density residential development and live-work options. "What you will not see is single family homes" in the proposals to be



presented Tuesday, said Murray, who noted that the province's Places to Grow legislation talks a lot about "live-work, 24- hour areas."

The aim is to have a "creative, knowledge-based economy" that integrates work and living, unlike the pattern that has seen people living a long way from old "dirty" industries.

"One of the things we have to get right is to have those (former jail) buildings creatively reused," said Murray.

Asked for specifics of what might be proposed by the consultants, he replied that "that will have to be a surprise" to be revealed at Tuesday's meeting.

"I think we've got some really realistic ideas that I think work," is all he would say.

The consultants will report Tuesday on where their research is at, he said, but there's "a lot more research that has to be done" before the final report is written.

"We'll be talking about specific ideas and specific clusters and what their potential is" on the city's 1,052-acre York District land, said Murray, a former mayor of Winnipeg.

One kind of cluster with a lot of local traction is agricultural, including emerging areas such as "bio-materials" made from agricultural products for cars and other industrial uses, he said.

At Tuesday's meeting, consultants will also explain how these ideas might work on the York lands - "looking at it from about 10,000 feet up and looking at what you'd put where."

He stressed that "this is not a plan at this point, it's a scenario" that needs more detailed research as well as government approval.

The consultants, he said, will also explain the evaluation process that will follow the meeting - "how we get from here to the final report," which is expected to be delivered to government in late August or early September.

What the province and its consultants are doing has occurred while the city "pressed the pause button" between the two final stages of its planning process for the York District lands, he said.

The city has said it plans to do its own consultations starting in September, which will include looking at the report submitted by Murray.

"We've got a pretty good story to tell" at the meeting, he said, "and I think it's something people in Guelph can be really excited about. We certainly are."

As for local residents who have participated in the province's work since early spring, "I think they will really see their fingerprints" on the proposals to be outlined Tuesday.

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