



Township of Woolwich
Revised Agenda - Regular Meeting of Council

Council Chambers - with YouTube Livestream
24 Church Street West, Elmira ON, N3B 2Z6

Tuesday, May 12, 2026
Call to Order: 7:00 p.m.

Pages

1. Approval of Agenda (5:15 p.m.)

2. Closed Session

2.1 *Public Resolution to Move Into Closed Session*

Recommended Resolution:

That the Council of the Township of Woolwich convenes in closed session on Tuesday, May 12, 2026 at 5:15 p.m. in accordance with section 239 (2) of the Municipal Act, 2001, for the purposes of considering the following:

- a. personal matters about an identifiable individual, including municipal or local board employees (A Financial Hardship Hearing);
- b. educating or training the members (Tax Rate Training);
- c. personal matters about an identifiable individual, including municipal or local board employees (An Infrastructure Services Staffing Matter);
- d. advice that is subject to solicitor-client privilege, including communications necessary for that purpose (A Planning Legal Matter);
- e. advice that is subject to solicitor-client privilege, including communications necessary for that purpose (A Servicing Legal Matter);
- f. advice that is subject to solicitor-client privilege, including communications necessary for that purpose (A Utility Legal Matter); and

- g. personal matters about an identifiable individual, including municipal or local board employees (A Corporate Services Staffing Matter).

3. Call to Order (7:00 p.m.)

3.1 Roll Call

3.2 Public Resolution to Reconvene in Open Session

Recommended Resolution:

That Council reconvenes in open session.

3.3 Chair's Opening Remarks

3.4 Land Acknowledgement

3.5 Disclosures of Pecuniary Interest

4. Council (Chair: Mayor Shantz)

4.1 Items to Come Forward from Closed Session

4.2 Public Meetings

Public Meeting Instructions

1. This meeting constitutes the formal public meeting required under Sections 22, 34 and 51 of the Planning Act and is for information purposes only.
2. A decision of this application will be made at a future Regular Meeting of Council when staff has reviewed all submissions and prepared a report with a recommendation.
3. All those attending will be given an opportunity to speak and those speaking are asked to provide the written outline and/or information used in their oral submission to the Clerk for the public record.
4. Please contact Development Services Staff at the Township to receive further notifications about the application.

- 4.2.1 DS20-2026: Information Report - Official Plan Amendment and Zone Change Application 2025-05 and Draft Plan of Subdivision 30T2670 - 51 & 55 Hawkesville Road and 9 Chris Court, St. Jacobs (Polocorp)

4.2.1.1	<i>Applicant: Mike Puopolo, Co-CEO Polocorp Inc.</i>	19
4.2.1.2	Participant: Jana Karger	26
4.2.1.3	<i>Participant: Martin Kuske</i>	27

4.3 Presentations/Delegations

Instructions for Delegations

1. You have a maximum of 7 minutes to speak unless Council or the Clerk has set a different time. There will be a time on the screen and you will hear a warning when you have 1 minute and when your time is up.
2. Once you are finished, please wait for questions of clarification from Council. When there are no more questions for you, please return to your seat or turn your microphone and camera off again. You may attend the rest of the meeting or leave when you want.
3. Council discussion and debate will start when all questions of clarification have finished.

4.3.1	<i>DS17-2026: Breslau Staging and Growth Interim Control By-law Extension</i>	32
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Recommended Resolution:

That the Council of the Township of Woolwich, considering Report DS17-2026 respecting Breslau Staging and Growth Interim Control By-law Extension:

1. Adopt a by-law to amend the Interim Control By-law 20-2025 to extend the period of time during which it will be in effect and provide that the By-law will expire on November 22, 2026; and,
2. Direct staff to continue towards completion of the Staging of Development Plan for Breslau and bring back for recommendation to Council later in 2026.

4.3.1.1 *Delegate: Marcus Gagliardi, Cachet Homes*
7 minutes

4.3.1.2	<i>Written Comments Received from GSP Group on behalf of their client Thomasfield Homes</i>	62
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4.3.2	Technical Remediation Advisory Committee (TRAC) Bi-Annual	63
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Presentation to Council

Presenter: Tiffany Svensson, TRAC Technical Expert

4.4 Consent Items

Items listed under the Consent Agenda are considered routine, and are enacted in one motion in order to expedite the meeting. However, any Council member may request one or more items to be removed from the Consent Agenda for separate discussion and/or action.

Recommended Resolution:

That the following consent items be approved:

4.4.1	Recommendations from Committee of the Whole (Tuesday, April 28, 2026)	89
4.4.2	Adoption of Minutes	
4.4.2.1	Regular Meeting of Council Minutes - April 28, 2026	90
4.4.3	Items for Approval	
4.4.3.1	DS16-2026: Specially Appointed Officers for Parking Enforcement <u>Recommended Resolution:</u> That the Council of the Township of Woolwich adopts Schedule "A", as amended, for By-law 71-2012 being a by-law for establishing the parking of motor vehicles on private property or in Municipal Lots.	101
4.4.3.2	DS21-2026: By the Glass Endorsement and Exotic Pet Exemption Request <u>Recommended Resolution:</u> That the Council of the Township of Woolwich, considering Report DS21-2026 respecting By the Glass Endorsement and Exotic Pet Exemption Request: 1. support Shuh Orchards application to the Alcohol and Gaming Commission of Ontario for a By the Glass – Manufacturer's Limited Liquor Sales Licence for 6515 Line 86, West Montrose; and	106

2. grant the Exotic Pet Exemption Request to temporarily house lemurs for Shuh Orchards Bloom Fest event in May.

4.4.3.3 F07-2026: 2026 Final Tax Rate By-law 114
Recommended Resolution:

That the Council of the Township of Woolwich, considering Report F07-2026 respecting 2026 Final Tax Rate By-law adopt the final tax rates, special area rates, local improvement charges and sewer/water capital charges for 2026 as set forth in the by-law attached.

4.4.3.4 *IS12-2026: Gravel Tender Award* 125
Recommended Resolution:

That the Council of the Township of Woolwich, considering Report IS12-2026 respecting Gravel Tender Award, award the tender for supply and placement of Granular 'A' on various Township roads as per Tender No. 2026-08 to Capital Paving Inc. for the tender cost of \$16.54 per tonne after HST rebate.

4.5 Unfinished Business

4.6 Council Business

4.6.1 DS19-2026: Closing of the Termite Program 134
Recommended Resolution:

That the Council of the Township of Woolwich considering Report DS19-2026 respecting the closing of the Township's 5-year termite program receive this report for information and direct building division staff to send out annual notices to property owners in impacted areas for the next 3 years.

4.6.2 Motion: Overtime Policy 143
Recommended Resolution:

WHEREAS the Township of Woolwich has had 4 years of high tax increases of 8.03%, 8.7%, 10% and 7.8%; and

WHEREAS staff salaries are a large expense item (approximately 50% of operating expenditures) and overtime is

a significant unbudgeted cost; and

WHEREAS Woolwich has an overtime policy that is not being consistently applied and enforced; and

WHEREAS Woolwich Council has a responsibility to govern the Township and its assets and make sure our resources are being managed responsibly;

Now therefore be it resolved that the Council of the Township of Woolwich direct staff to:

1. Enforce the existing Woolwich Overtime policy consistently across the organization;
2. Require all overtime or lieu time be approved from the director or designate in advance with reasoning (aside from emergency call ins);
3. Require all overtime to be reported to SMT monthly and reported to council quarterly: and
4. Require overtime worked to be taken as time-off in lieu of payment where possible.

4.7 By-laws

Recommended Resolution:

That the following by-laws be read a first, second, third time and finally passed:

4.7.1	24-2026: A By-law to Extend the Time for an Interim Control By-law respecting Breslau Greenfield Unallocated Lands for the Corporation of the Township of Woolwich under Section 38 of The Planning Act, R.S.O. 1990, as amended	144
4.7.2	25-2026: A By-law to Provide for the Adoption of the Rates of Taxation for Municipal Purposes for the year 2026 and to further Provide for the Imposition of Penalty and Interest in Default of Payment Thereof	146
4.7.3	26-2026: A By-law to Amend By-law 71-2012 Being a By-law for Establishing the Parking of Motor Vehicles on Private Property or in Municipal Lots (Specially Appointed Parking Enforcement Officers)	152
4.7.4	27-2026: A By-law to Confirm All Actions and Proceedings of the Council	155

4.8 Council Adjournment

5. Recess

6. Committee of the Whole (Chair: Councillor Burgess)

Any resolutions passed in the Committee of the Whole portion of the meeting are recommendations which are proposed for approval at the next Regular Meeting of Council.

6.1 Committee of the Whole Business

6.1.1 *DS18-2026: 955 Sawmill Road* 156
Recommended Resolution:

That the Council of the Township of Woolwich, considering Report DS18-2026 respecting 955 Sawmill Road, refuse Zone Change Application 2025-013 concerning the property at 955 Sawmill Road with the requested provision to permit the existing building to include indoor non-commercial recreational activities (ice-rink facility) use within an Agricultural zone.

6.1.1.1 *Delegate: Scott Snider, TMA Law Associates* 179
7 minutes

6.1.2 C06-2026: Election 2026 Report 7 - Municipal Election Compliance Audit Committee 222
Recommended Resolution:

That the Council of the Township of Woolwich, considering Report C06-2026 respecting Election 2026 Report 7 – Municipal Election Compliance Audit Committee:

1. Adopt the updated terms of reference as attached to the report; and
2. Authorize the Clerk to continue working with partner municipalities to recruit members by the October 1st deadline.

6.2 Other Business

6.2.1 Mayor's Report on Regional Matters

6.2.2 Council Reports/ Updates

6.2.3 Outstanding Council Activity List as of Thursday, May 7, 2026 233

6.2.4 Items Pulled from the Information Package

6.2.5 Items for Information and Public Notices

7. Regular Meeting Adjournment

Recommended Resolution:

That the meeting adjourns to meet again in regular session on Tuesday, May 26, 2026.

This meeting is being live streamed to the [Woolwich Township YouTube channel](#) and a recording will be published following the meeting. Live meetings will appear on the home page once the live stream has started which may be shortly after the scheduled start time. If you don't see a live video, please be patient and try reloading the page. Every attempt is made to provide a live stream but it is not guaranteed.

To submit comments or speak in the meeting, if you have any questions about the content or outcome of this meeting, or if you require an alternative format of any documents within this agenda package, please contact the Deputy Clerk at 519-669-6005 or clerk@woolwich.ca



Development Services Staff Information Report

REPORT: DS20-2026

MEETING DATE: May 12, 2026

LOCATION: Virtual/ Council Chambers
24 Church Street West, Elmira

MEETING TIME: 7:00 p.m.

SUBJECT

**ZONE CHANGE AND
OFFICIAL PLAN AMENDMENT
APPLICATIONS:**

2025-05 (Polocorp – St. Jacobs)

**DRAFT PLAN OF
SUBDIVISION APPLICATION:**

30T-26701

OFFICIAL PLAN DESIGNATION: Lands are partially within and outside the Settlement Area Boundary.
Schedule A Designations – Residential and Ancillary, Natural Hazards, Environmental Protection and Prime Agricultural Area

DESCRIPTION:

Part of Lot 37 of the GCT, and Lot 9 Plan 1346

LOCATION:

51 & 55 Hawkesville Road, and 9 Chris Court, St. Jacobs

PROPOSED ZONE CHANGE:

From: Agricultural (A) and Open Space (O-2)
To: Residential R-7 (high density), Residential R-5 (medium density) and Open Space (O-2)

EXPLANATION OF PROPOSAL:

To change the Official Plan and Zoning By-law as well as a Plan of Subdivision to permit a residential community with 17 single detached dwellings, 49 townhouse dwellings and a medium density block with approximately 50-65 units, retention of the property at 9 Chris Court for a single detached dwelling, a stormwater management pond, an environmental area along the Conestogo River, and an internal street system.

LEGAL NOTICES

DATE 1st APPLICATION RECEIVED:

February 4, 2025

DATE 2nd APPLICATION RECEIVED:

March 12, 2026

DATE 2nd APPLICATION DEEMED COMPLETE: March 30, 2026

DATE NOTIFICATION CIRCULATED TO ALL PROPERTY OWNERS AND TENANTS WITHIN 150 METRES OF THE SUBJECT PROPERTY: April 14, 2026

DATE OF NEWSPAPER NOTICE: April 16, 2026

DATE OF WEBPAGE NOTICE: April 14, 2026

DATE OF PUBLIC MEETING: May 12, 2026

COMMENTS

Polocorp has submitted a revised Official Plan Application, Zoning By-law Application and Draft Plan of Subdivision for the properties at 51 & 55 Hawkesville Road and 9 Chris Court, St. Jacobs. As a result of the Public Meeting held on May 13, 2025, the applicant made revisions to the proposed development. Namely, the application was amended to include the property at 9 Chris Court, the density was reduced, the Plan of Condominium was replaced with a Plan of Subdivision which resulted in the stormwater management pond and roads being converted into public infrastructure and the previously proposed pumping station block being removed. The proposed plan also accommodates the Council direction regarding the Hawkesville Road Servicing Strategy that was held on January 20, 2026. The layout of the plan was updated to accommodate these changes, however, many of the same guiding principles were retained.

The subject lands are located south of Hawkesville Road, east of the railway line, west of Chris Court and north of the Conestogo River, generally located at the northwest corner of St. Jacobs. The 6.96 hectare (17.2 acre) property is irregularly shaped, with approximately 4.78 hectares (11.81 acres) being developable. The property currently has a multi-tenant storage building, a shed, a barn and a silo on the site. The site generally slopes towards the Conestogo River, with approximately 1/3 of the property being protected for environmental features. The site is also located adjacent to the CN Railway tracks that boarder the westerly property line.

To the east of the property is a residential community with single detached dwellings, there is also a large residential lot (47 Hawkesville Road) that is located at the northeast corner of the site. North of Hawkesville Road are two large residential lots, an agricultural property, and a church.

The applicant is proposing a residential neighbourhood with the following:

- Single Detached Dwellings (17 lots)
- Street Townhouses (approximately 49 units)
- Medium Density Block (approximately 50-65 dwelling units)
- Existing Residential (1 unit)
- Open Space Area (2.37 hectares) associated with the environmentally sensitive area for the Conestogo River
- Stormwater Management Facility
- Public road system

The property is designated within the Township Official Plan in Section 7.28 on Schedule A. A portion of the lands are within the Settlement Boundary and are designated Residential and Ancillary, Natural Hazards and Environmental Protection. The other portion of the lands are not located within the Settlement Boundaries and are designated Prime Agricultural Area. It is noted that the lands that are not located within the Settlement Boundary are located within the future Settlement Boundary lands as approved through ROPA 6 as approved by the province. It is also noted that these lands are included within the Settlement Boundary as part of the draft Official Plan Review.

The property is zoned Agricultural (A), which permits agricultural uses as well as a single detached dwelling and ancillary uses. The applicant is proposing to amend the Zoning By-law from Agricultural (A) and Open Space (O-2) to Residential (R-7), Residential (R-5) and Open Space (O-2) zones. The R-7 and R-5 zones permit higher density of residential forms including but not limited to: townhouses and mixed-use buildings. The R-5 zone permits lower density housing typologies including single-detached dwellings and semi-detached dwellings. For the areas impacted by the environmental feature(s) the applicant is proposing to retain the environmental overlays, the O-2 zone.

The application is proposed to be implemented through a Plan of Subdivision.

The applicant has submitted the following documents / studies in support of this application. The documents followed with an asterisk (*) have been updated as part of the revised application:

- Planning Justification Report, prepared by UP Consulting including: Affordable Housing Report, Public Consultation Strategy, Urban Design Brief, Land Use Compatibility Assessment, Density Calculations and Sustainable Design / Green Building Report*
- Draft Official Plan Amendment Text and Schedules, prepared by UP Consulting,*
- Draft Zoning By-law Amendment Text and Schedules, prepared by UP Consulting,*
- Legal Planning Opinion Letter, prepared by Miller Thomson,
- Conceptual Site Plan, prepared by Polocorp Inc.,*
- Draft Plan of Subdivision, prepared by JD Barnes,*
- Boundary Survey and data file, prepared by JD Barnes,
- Stage 1-2 Archaeological Assessment, prepared by AMICK,
- Environmental Impact Study, prepared by Dougan & Associates,*
- Parks and Landscape Plans, prepared by Dougan & Associates,
- Arborist Report and Tree Preservation Plan, prepared by Dougan & Associates,
- Functional Servicing and Stormwater Management Report, prepared by GEI Consultants,*
- Geotechnical Report, prepared by GEI Consultants,*
- Hydrogeological Study, prepared by GEI Consultants,*
- Salt Management Plan, prepared by GEI Consultants,
- Slope Stability Report, prepared by GEI Consultants,
- Engineering Drawing Set, prepared by GEI Consultants,*
- Duration of Groundwater Monitoring letter, prepared by GEI Consultants,
- Noise and Vibration Feasibility Study with Signed Affidavit (Appendix D), prepared by HGC,
- Transportation Impact Study, prepared by Paradigm Transportation Solutions Limited,
- Fiscal Impact Assessment, prepared by Urban Metrics,
- Phase 1 Environmental Site Assessment, prepared by Premier Environmental Services*, and,
- Comments Response Matrix to Pre-consultation Comments.*

The application has been circulated to agencies and internal departments for comments and staff are requesting comments from the public at this time. Several of the above supporting documents are subject to required peer review by qualified consultants on behalf of the Township. Based on Township staff review and that of the peer review consultants, the applicants are expected to provide updated reports and plans to address these comments. Once Township staff are satisfied all circulated departments, agencies and peer review comments have been addressed and comments from the public have been considered, staff will then prepare a Report for Council's consideration.

LIST OF ATTACHMENTS

Attachment 1 - Location Map

Attachment 2 - Preliminary Concept Plan

Attachment 3 - Current Zoning and Official Plan maps

Attachment 4 – Public Comments received since 1st Submission

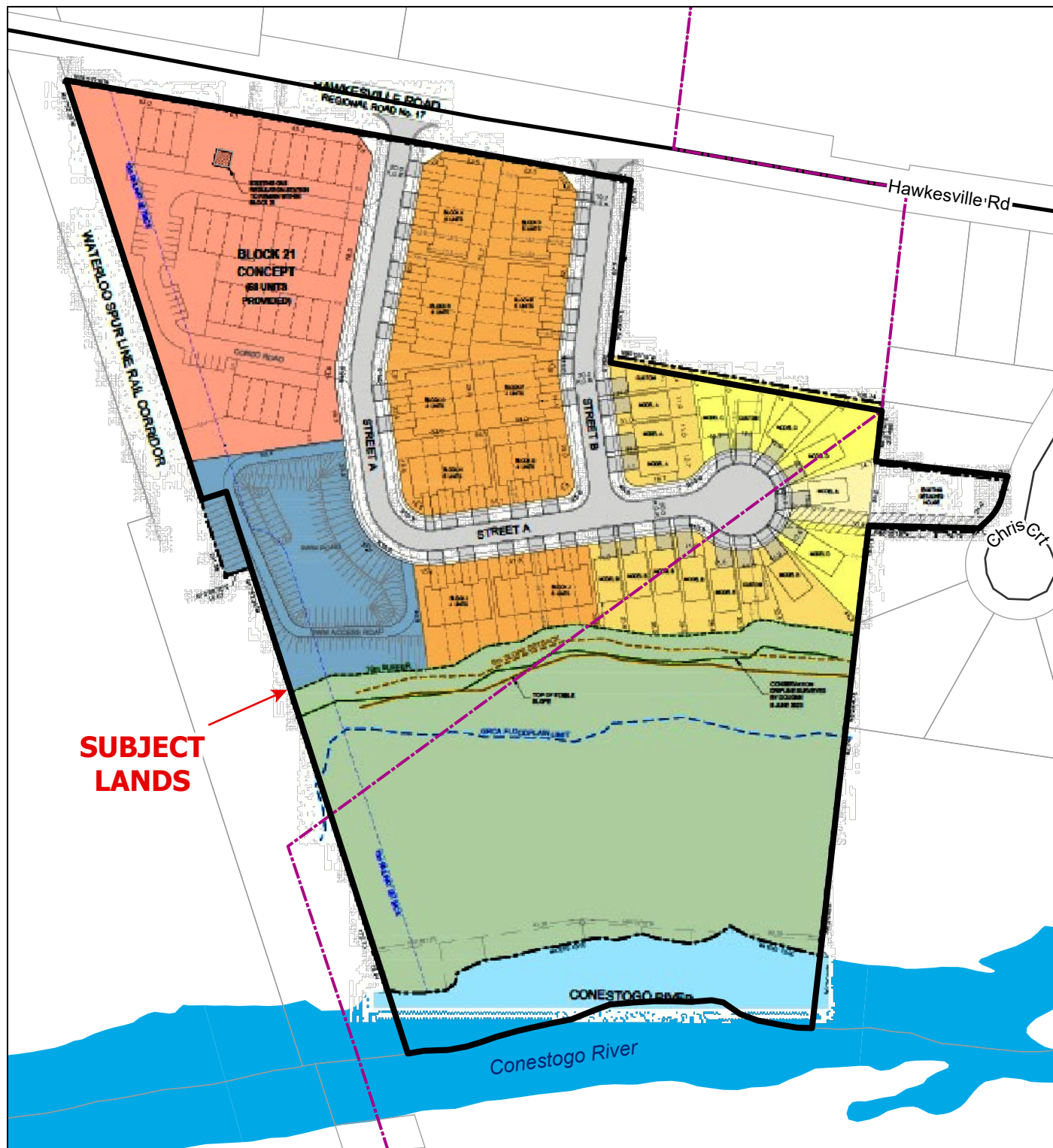
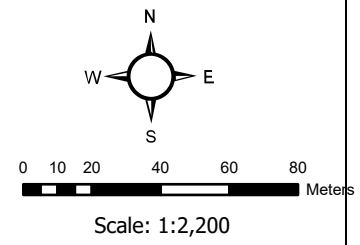
PREPARED BY:

Stephen Dykstra – Senior Planner

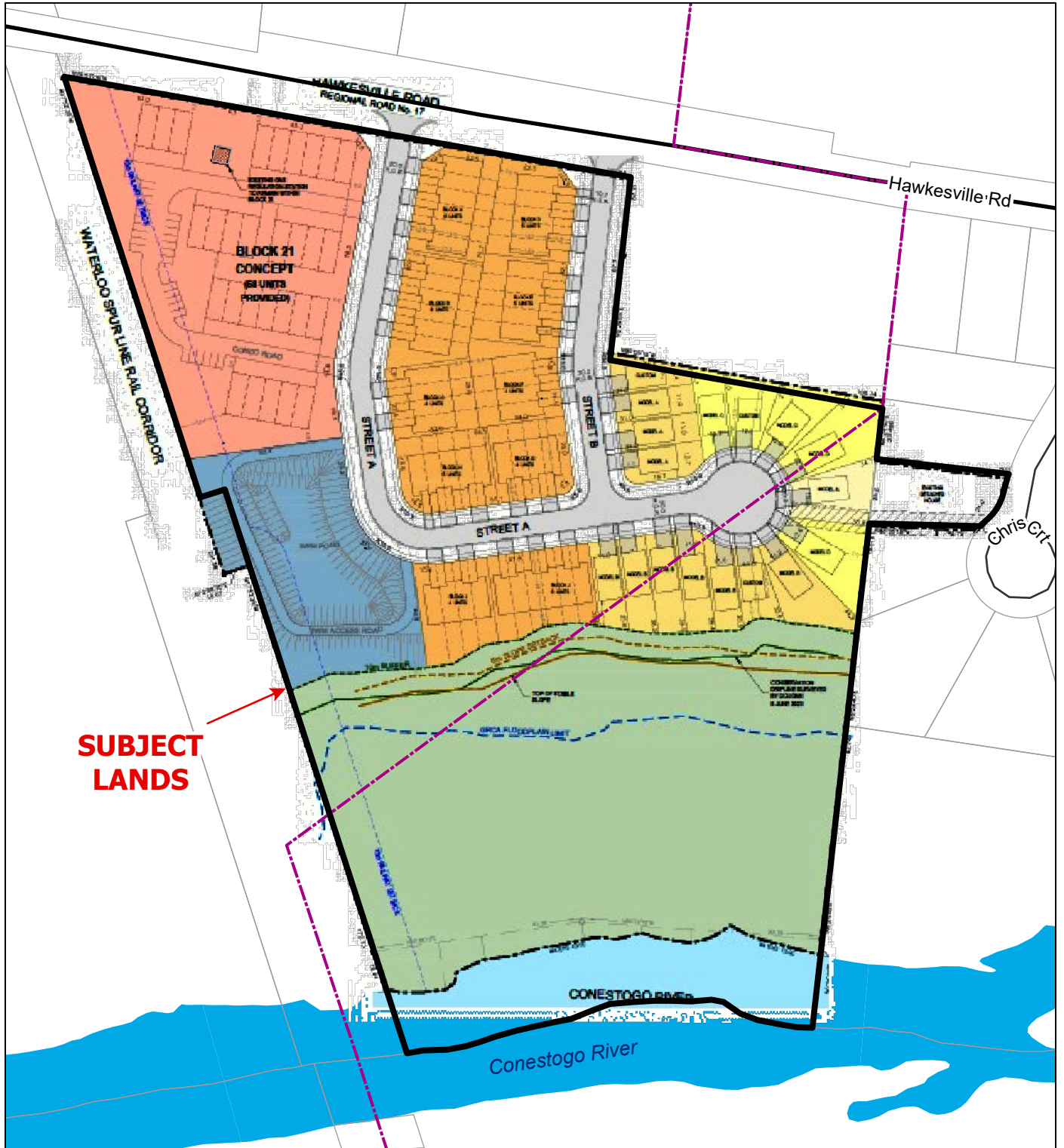
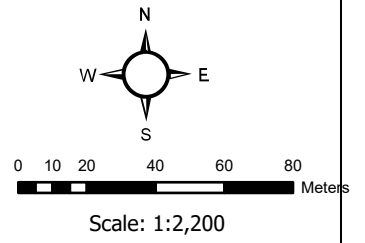
REVIEWED BY:

Victor Labreche – Manager of Planning

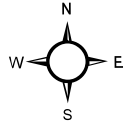
Location Map
File Number: 2025/05
File Type: Draft Plan of Subdivision 30T26701, Official Plan
Amendment & Zoning By-Law Amendment
Location: 51 & 55 Hawkesville Road and 9 Chris Court



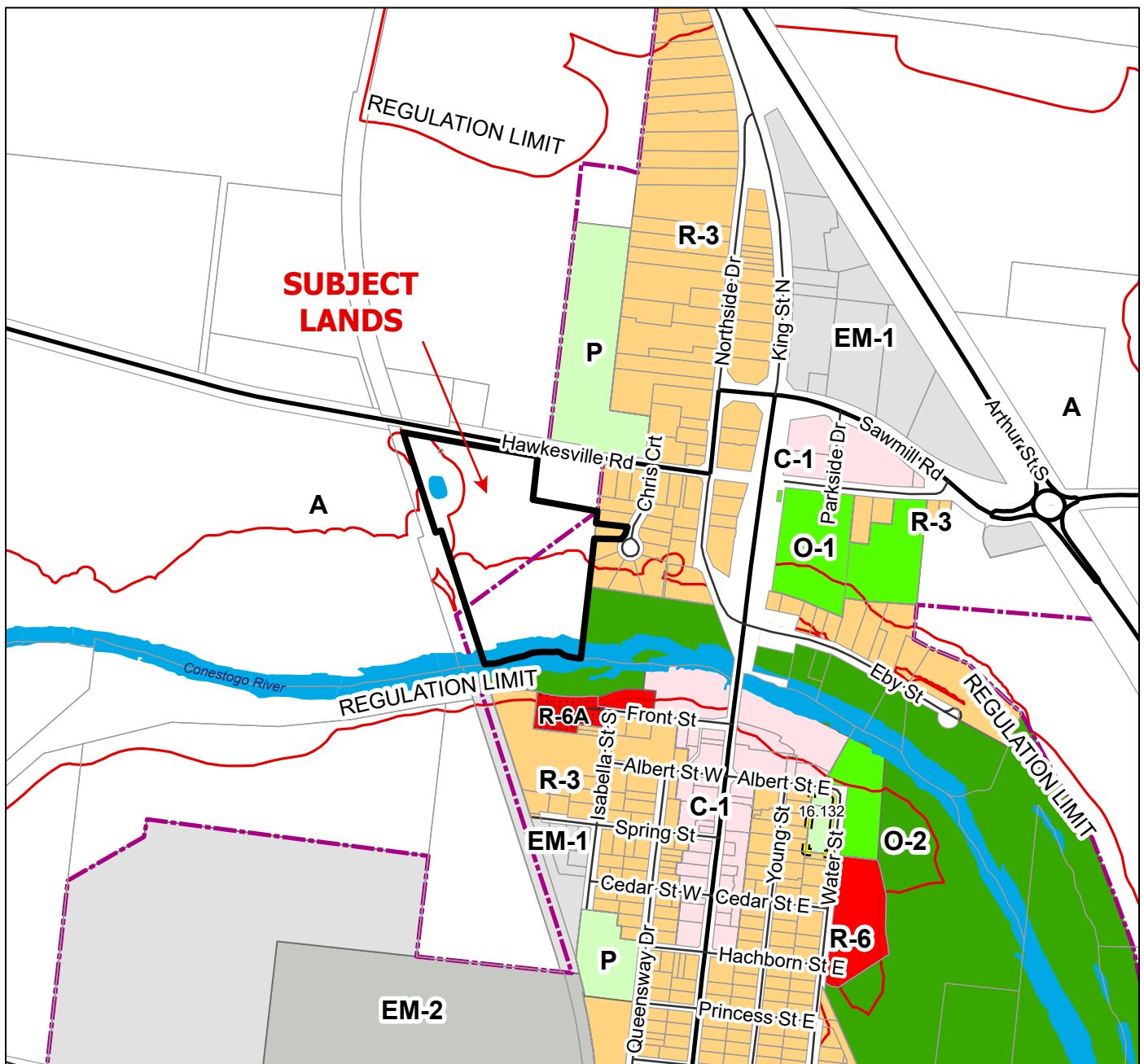
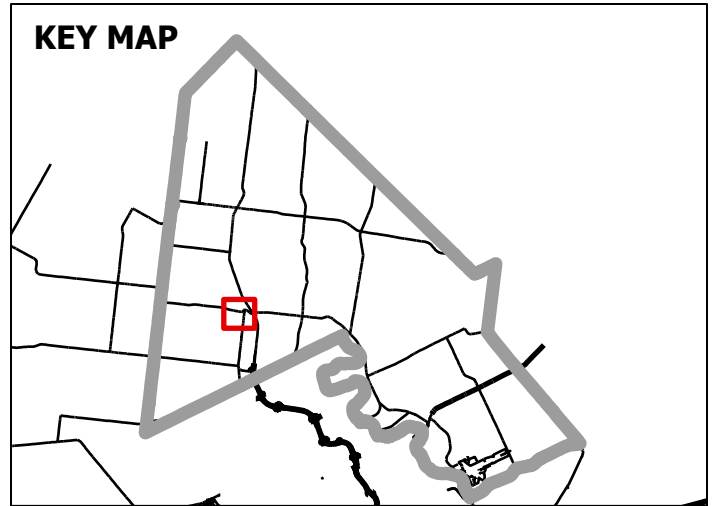
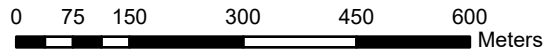
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File Number: 2025/05
File Type: Draft Plan of Subdivision 30T26701, Official Plan
Amendment & Zoning By-Law Amendment
Location: 51 & 55 Hawkesville Road and 9 Chris Court



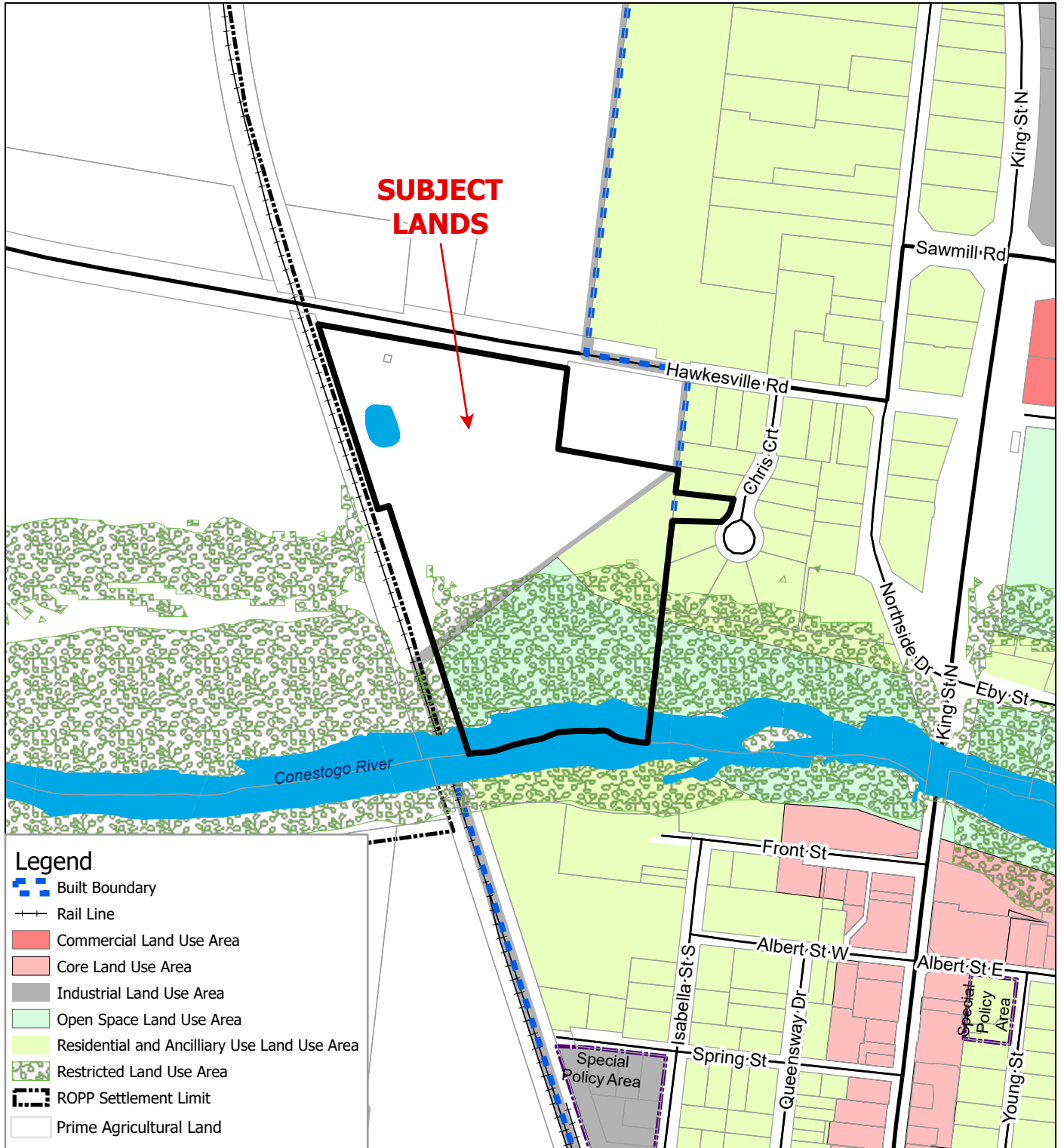
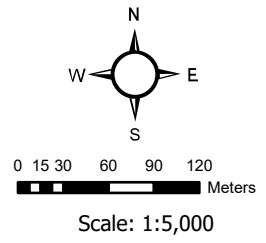
Zoning
File Number: 2025/05
File Type: Draft Plan of Subdivision
30T26701, Official Plan Amendment &
Zoning By-Law Amendment
51 & 55 Hawkesville Road and
9 Chris Court



Scale: 1:10,000



Official Plan
File Number: 2025/05
File Type: Draft Plan of Subdivision 30T26701, Official Plan
Amendment & Zoning By-Law Amendment
Location: 51 & 55 Hawkesville Road and 9 Chris Court



Legend

- Built Boundary
- Rail Line
- Commercial Land Use Area
- Core Land Use Area
- Industrial Land Use Area
- Open Space Land Use Area
- Residential and Ancillary Use Land Use Area
- Restricted Land Use Area
- ROPP Settlement Limit
- Prime Agricultural Land

SUBMISSION TO TOWNSHIP MEETING, MAY 12, 2026

A few years ago, rumours began to circulate about a proposed development in the field behind our street, Chris Court, which started in 1972. We were fortunate to enjoy the yearly crop cycle, see the deer, hear the peacocks at the farm, and see wild turkeys, and on occasion take a blanket into the field and lie on the ground and watch shooting stars. It was an idyllic time, even when in the initial years we had to hold our noses if the pig barn doors were open and make sure we didn't hang out our wash.

But of course, times change and so, in 2025, we attended the Township Meeting to learn about a proposed condominium development. We had many questions, many doubts, but at the same time, we slowly came to understand that we could not stop what was happening and resigned ourselves to the inevitable.

After that meeting, a real estate agent came several times to our neighbor, wanting her to sell, telling her that a sewer would go through her property. We dismissed his comments as ridiculous. Imagine, therefore, the surprise and shock we felt in January of 2026 when we learned that staff had advised Council to approve a sanitary main through the Chris Court sewer and that a house in our lovely street would be partially torn down so that the lot could be used as a sewer conduit for all the houses (and more) in the development. This change occurred because staff and Council would not approve a private pumping station in the subdivision with the sewage going to Hawkesville Road, which was the obvious and most sensible plan, because the Township proposes future developments to the west.

We recently arranged a "good neighbours" meeting with Polocorp and some of their consultants, to get answers to the three pages of questions we had put together as a group. We found them reasonable to deal with and anxious to co-operate. Consequently, we now have a better understanding of various aspects of how and when, and more importantly just why, we will be affected, especially the homes on either side of #9, which was purchased to "accommodate services."

And this is really why I am writing and will perhaps be speaking to you directly. All along, we could not understand just why you were so adamantly opposed to any other option besides running the sewer through our street. Slowly, we have learned facts we did not know before. Decisions were already made that affected us, even before we came to speak to you in January, which meant we spent needless hours preparing our submissions, in the hopes of protecting our little community.

We believe the developer was coerced into buying #9, and have heard from various sources that it is most unusual to disrupt an established neighborhood. In an apparent attempt to save money, and to put the onus of responsibility completely on the developer, instead of adopting the most logical method, the Township abandoned due diligence and has not been transparent in its dealings with us.

Over the last couple of years we have come to understand that our hard work, research, and discussions among ourselves and with experienced, knowledgeable, and professional people, have been an exercise in futility. This has resulted in mental, emotional, and physical distress, all of which could have been avoided, had the Township been upfront and honest with us from the start. The residents of Chris Court have now lost complete faith and trust in the Township, even though you are all employed by us and we pay your wages through our taxes. Perhaps you should bear this in mind.

Jana Karger, Chris Court, St. Jacobs

April 14 2025

To Township of Woolwich - ATT. Mr. Stephan Dykstra
Development Services Senior Planner

Re: Proposed Zone Change, Official Plan
Amendment and Draft Plan of Condominium.
File Number 2025/05
Location 51 + 55 Hawkesville Road.

APR 24 2025

Thank you for your letter. This is a "written
request noting that you (we) wish to be kept
informed."

Regarding this proposal, if it proceeds, we
would request that any proposed lighting
or light fixtures be pointed downwards
in order that the lighting only shines
on their own property and does not
shine on, or towards any other properties,
especially towards the south or west
We are on the south side of the river.

Thank you for your consideration.

Don Kenesky
[Redacted] St. Jacobs
Ont N0B2N0

cc File

The Township of Woolwich
24 Church Street, Elmira, Ontario

P.O. Box 158

April 26, 2025

Re: Draft Plan Application 2025-05 Polocorp

To accompany our registration we wish to forward the following submission.

St. Jacobs Meadows Residential Community Inc. is located on Water Street in St. Jacobs. We are a bungalow town house complex with 38 units built in blocks of four to six units each. We are a non profit seniors community which is self managed. Following is a brief summary of unfortunate and ongoing events that continue to greatly impact our complex.

In October of 2017 we at St. Jacobs Meadows wrote council and copied the Region of Waterloo as well as the GRCA regarding raw sewage backing up into six of our units through basement drains during a significant weather event. At the time we respectfully requested that this be investigated and that steps be taken to ensure it does not happen again. We did not receive any response from anyone at the time.

On September 22, 2021 after a few days of heavy rain we again had raw sewage backing up into the same six units as well as others. Basement rugs, furnishings and other belongings were lost at great expense to residents. Again we appealed to the Township to address this issue. We did not seek compensation, only that a meeting be arranged with our representatives, our councillor at the time and the Director of Infrastructure Services. We wanted to be assured that steps could be taken to prevent this from happening again. In fairness, someone did visit our site to inform us there was nothing wrong. There was no meeting as requested and no action taken.

On April 03, 2025 once again we had raw sewage backing up into eight of our units. The panic of the situation was reported at 3:00 am and did not subside for about twelve hours. Calls were immediately made to the Township of Woolwich, The Region of Waterloo. Nothing could be done at that time, and significant damage was done to 8 units. Later, the Ontario Clean Water Agency was contacted. Information forthcoming revealed that the Treatment Plant was overwhelmed and the outflows could not handle the inflows. The plant was over capacity.

Having left messages with the Region of Waterloo and the Township of Woolwich contact was made with Eric Schwindt (Ward 2 Councillor). A few days later contact was made with Jared Puppe. We requested a meeting to understand the cause of the problems and to seek resolution to prevent future occurrences. We are patiently awaiting a response. Meanwhile, our community of somewhat fragile seniors is living under a cloud of health and safety concerns and insecurity. This is not acceptable.

It appears obvious that the capacity of our sewer treatment facility is insufficient to handle the ambitious growth we have seen in St. Jacobs over the past years. Prior to the Bromberg subdivision none of these issues were evident. The added volume from another subdivision will most certainly produce predictable negative results. Our community is understandably concerned. Until this situation is properly addressed and corrected, we as a community have no alternative but to oppose any further development plans that will impact our present sewage treatment system in St. Jacobs.

Respectfully

Doug Beingessner, Chairperson, St. Jacobs Residential Community

Received April 30, 2025

Re: Official Plan Amendment, Zone Change and Draft Plan of Condominium Applications 2025-05, 51 and 55 Hawkesville Road, St. Jacobs

1. Chris Court

Our lot abuts the development on the south-east corner. From our lot, the view is uphill to the development. Our concern is that, with all these buildings, in a downpour the excess water will collect and run down to flood part of our lot and erode the bank. We (George and Jana Karger) wish to discuss this concern with a qualified engineer, to ensure a permanent solution to the situation, to avoid future disputes.

2. Private Pumping Station

Several very Important questions arise when considering this private pumping station. While Polocorp is apparently a stable company at present, who would be responsible for the private pumping station, etc., if the company or its officers (whether Polocorp or a builder) were no longer in charge of this facility? How is sewage pumped to join the main sewer line and where does it join? Has there been any capacity increase in the sewage system since the June 6, 2022 Woolwich Township Development Services Staff Report? Does St. Jacobs have the capacity to accommodate 151 units of the proposed subdivision? The Meadows in St. Jacobs has had problems several times with the sewer system, so what might this mean for this development, and how might it affect our crescent?

3. Flood Land Protection

Three properties on Chris Court and one on Northside Drive facing the river jointly own the flood land below. We are keeping this land (which is under the Grand River Conservation Authority) in its natural state and we do not want people from the new development using the area as a short cut to the Village, as it could cause environmental damage, nor do we want residents using our properties for the same purpose. What steps are being taken to protect the flood plain and our properties?

Also, we would like a more detailed explanation of what is meant by the proposed "passive amenity area, because this area is subjected to flooding regularly in spring.

4. **Fence**

The building and expansion of the development will take a number of years. For our peace of mind, we need a fence along the properties backing on to the development to block some of the noise, but also to ensure that dust, dirt, and debris do not fly about and infringe on our properties. It would be preferable if a high, solid, permanent fence were erected initially to address our concerns.

5. **Trees**

Several Black Walnut trees are red-tagged. What does this mean—preservation or removal?

6. **Vibration**

Can the heavy equipment that will be used in building affect our own homes, e.g. damage foundations or walls, etc.?

Our neighbours share many of these concerns, as well as others concerning how we will be affected by the increase in traffic, children's safety around the railway, etc.

George and Jana Karger

Chris Court

St. Jacobs, NOB 2N0

Received April 30, 2025

We wish to express our concerns about the proposed development at 51 and 55 Hawksville Road in St Jacobs.

Sewer

1) Can St Jacobs Sewer System handle another 151 units ?

In the Development Services Staff Report of June 6, 2022 Concept 2 it states

“... there are constraints in Elmira and St Jacobs with respect to servicing capacity at the sewage treatment plants. There is almost no growth available in St Jacobs.....Given the servicing capacity constraints in St Jacobs, no community lands are proposed to be added....the majority of growth will be directed to Breslau.”

Why is this development being proposed if we don't have the sewage capacity ?

Public School

2) Can St Jacobs Public School support more children ?

Railway Tracks

3) The railway tracks are very close to the development . Children will use these tracks to walk to school as it is the most direct . Trespassing signs will not keep them out . If this development is to move forward a pedestrian bridge should be built so children can safely get to school and downtown St Jacobs.

Agricultural Land

4) Why is Woolwich Township , known for its prosperous farmlands , proposing to build homes on land designated agricultural ? St Jacobs currently has subdivisions under construction that have unsold lots .

Margaret and Richard Scheid
Chris Court, St Jacobs

Sent: May 5, 2025 1:03 AM

To: Council Meetings <CouncilMeetings@woolwich.ca>

Subject: [Potential SPAM] [EXT] Register for public meeting Tuesday May 13 2025

Please register myself (Deborah L. Martin) and husband (Paul S. Martin) for the public meeting regarding Polocorp Inc. 51 & 55 Hawkesville Rd, St Jacobs. We wish to attend in person at the Twp office on Tuesday May 13th 2025 at 7 p.m.

There is so many questions about this application that does not show on the site plan that was submitted. They are talking 151 units in total, that is at least 151 to 300 more vehicles using this road. There has been so many close calls from speeders passing when trucks and cars are turning or even the train gets its share of idiots at the last minute stopping.. Hawkesville Rd is heavily used by horse and buggy Mennonites and regularly put at risk since the Region added cement curbs and kill strips the buggies can't move over far enough to ensure safety for them and the horse.

We receive our water from that property since 1945 when Paul's grandparents owned the property and after it was handed down in the family

We asked in 2014 to be added on to the water line at a public meeting on the proposed road updates at the Calvary Church on Hawkesville Rd. When it finally started June 15th 2020 we where told it could not happen because its too late and they can't make changes in the 11th hour. So how is this proposal going to effect our water supply.

After 4 years of our basement flooding because the Region screwed up the draining system(FIRST TIME IN 75 YEARS). We have not flooded since May 2024 after Paul dug himself and found the pipe they screwed up, and they finally fixed it . There is still issues on the drainage across the train tracks pooling before draining alongside the train tracks. There is nothing on that proposal showing how close structures are to the draining system, and how they will be effected . We don't need any more screw-ups and our house flooding. And how they propose to build on top of a natural spring pond that has been there for over 50 years. We watched and notified the twp. about the 100's and 100's of dump truck loads of garbage being dumped to make more land surface. Full grown trees where being covered over with fill of garbage. Asphalt, cement, barrels and who knows what.

We don't believe there should be 151 living units on that small piece of land. This is the country NOT the city. St Jacobs doesn't have the infostructure for that many units. And the traffic alone is not feasible. If anything it should be single family detached houses and that all NO Townhouses.

The environmental impact is going to insane. Application # Polocorp Inc. 51 &55 Hawkesville Rd., St Jacobs

Deborah L. Martin

Paul S. Martin

Hawkesville Rd.

St Jacobs, Ontario

Email received May 7, 2025

To Whom it May Concern,

I am the homeowner of ## Chris Court, and I would like to be kept informed of all meetings, reports, decisions, and actions related to the potential rezoning and proposed development of 51 & 55 Hawkesville Road, St. Jacobs.

I am also writing to express the following concerns as they relate to the above stated proposed rezoning and possible development.

1. **Impacts on the river and the wildlife that makes the land their home along this area.**
2. **Residential privacy and noise pollution** - (the plan does not seem to indicate a proposed privacy/dust prevention fence nor the installation of a new tree line).
3. **Impacts of development on water table and snow melt/storm and groundwater on Chris Court.**
4. **Impacts of demo and construction on the foundation/structure of our home** - will any potential damage be promptly and fully repaired at the cost of the developers?
5. **How will dust and debris be managed?** Will our homes be protected from dust? One of our children is severely asthmatic and we are very concerned about her health as it relates to all of the demolition, excavation and construction that would take place over the course of what I presume to be many years. We also have an outdoor pool that will require increased maintenance for which we will have to cover the expense and manual labour. This could become financially and physically inaccessible for us to maintain depending on the level of dust and debris that may enter our pool, not to mention increased wear and tear on the filter system.
6. **Traffic impacts along Hawkesville Road and at the Northside Dr @ Hawkesville intersection (stop sign).** 151 units with no close access to public transit = many more cars commuting and increased traffic. Construction vehicles will also likely impact the traffic flow prior to the development being completed.
7. **Negative impacts on home resale value on Chris Court** - ours and our direct neighbours in particular who will be abutting the new development directly. This development is not adding any public benefit to the residents of Chris Court. No new retail, services, amenities for our use, etc. However it will add to the traffic, noise, and pollution among other potential negative impacts. All of these will likely deeply reduce the resale value of our homes.
8. **St Jacobs sewer capacity** - how can this many homes be added when our sewer system has already been stated to be at capacity (see the Development Services Staff Report of June 6, 2022 Concept 2).
9. **St Jacobs public school capacity** - Does the school have capacity for all of the potential new students? Do surrounding high schools (Elmira, etc). have capacity?
10. **Railway safety** - freight line risks of chemical spills/derailment so close to this proposed new development. In addition, the sound of the railway is very loud for us. It begins in the evening and continues long into the wee hours of the night. I can only imagine how loud it will be for the folks living directly next to the railway. What is in place to provide an adequate sound barrier and protection from any potential chemical leaks or spills from the freight trains themselves?

11. Additional loss of farm lands and agriculture in a community that has long been centred on agriculture.

My family and I moved here in March 2024 to our forever home in which my partner and I plan to age in place. We are both disabled parents with two young children. We chose this particular home and property first and foremost because it was large enough for our family and could be made fully accessible, but second, and still a highly important part of our choice to live here was for Chris Court's relative safety (on a private court), privacy (a well-spaced subdivision with no neighbours directly behind us) and nearly direct access to nature (the river and abundance of wildlife).

I am deeply concerned about the proposal to add 151 new housing units plus "amenities" immediately behind our home on only 11.81 acres of developable land that backs onto the Conestoga River and associated environmentally protected area.

As disabled people, we intentionally chose not to look at homes in newer developments and in particular as physically disabled parents because of how busy the roads can be and how much construction often occurs in these subdivisions. We chose this street because it is established, quiet, private, and would allow our kids to play at the street's edge relatively safely. One of our children is severely asthmatic and would be at an increased risk of requiring live-saving emergent care if we lived in or near a construction zone due to ongoing dust and construction-related pollution.

Because we are disabled, we had to plan strategically about our home, considering where we could live both safely and accessibly to raise our young children (4 and 5 years old). ## Chris Court was the ONLY home in all of the dozens upon dozens of homes we saw that fit our needs of safety, privacy, and accessibility. Unfortunately, if we find ourselves to be unhappy with the proposed development or it becomes inaccessible or unsafe for us to live here, we do not have the privilege or luxury to be able to sell our home and move. We have invested our life savings and an immense amount of effort to make this home truly accessible for our unique needs, adding an elevator and making the property barrier free and wheelchair safe.

I hope you will take our genuine concerns into account as you consider the future of this proposal and the lands of 51 & 55 Hawkesville Road.

With gratitude and respect,

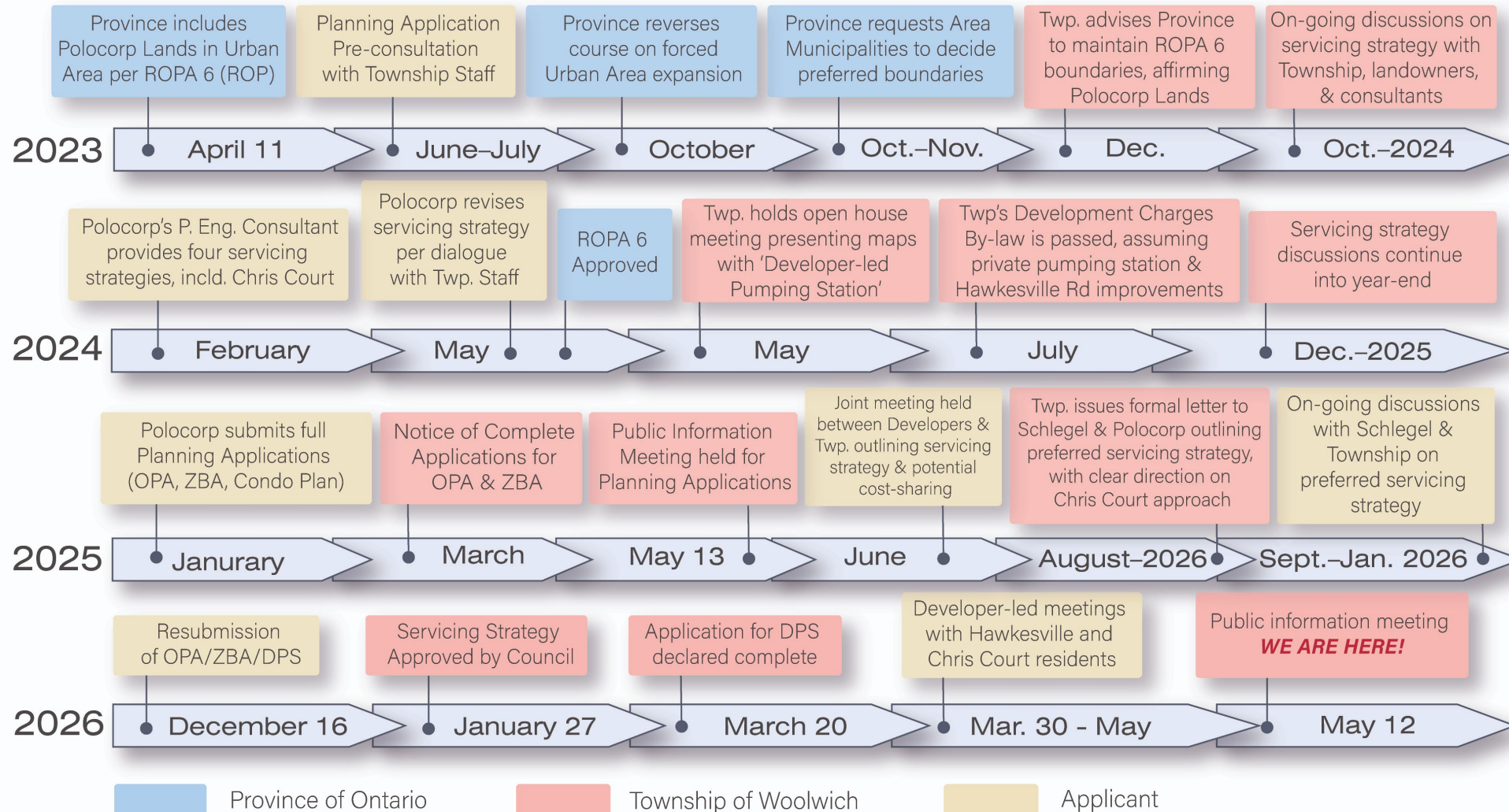
Thyra Calvert, MSc, RP

51-55 Hawkesville Road Public Information Meeting

May 12, 2026

DS20-2026

Time from Inclusion



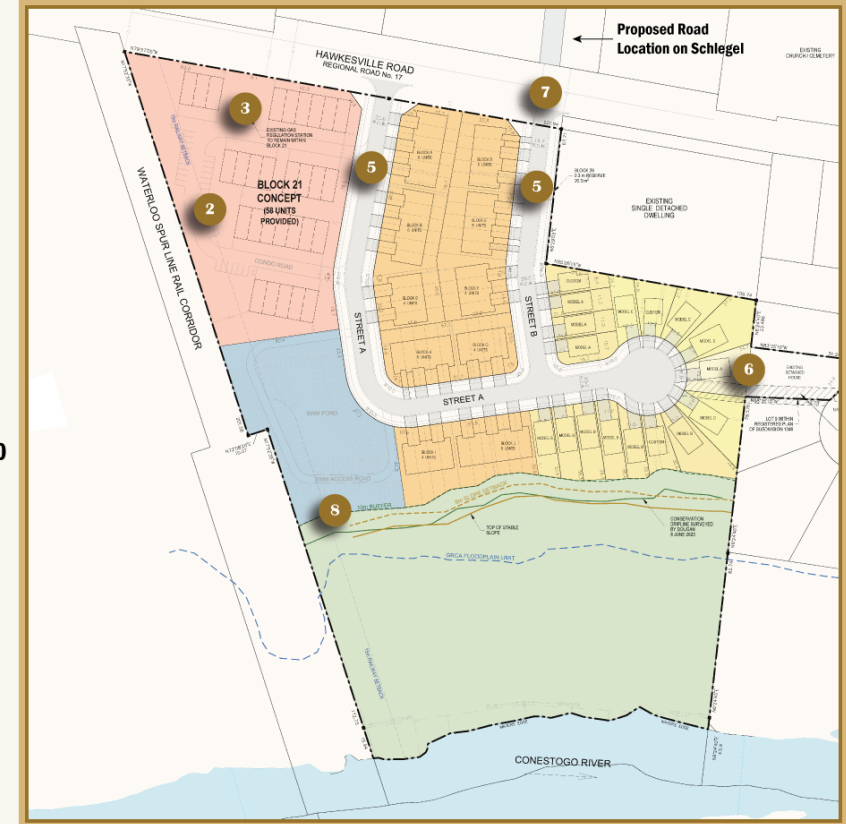
Changes to the Plan

1 January 2025 Submission

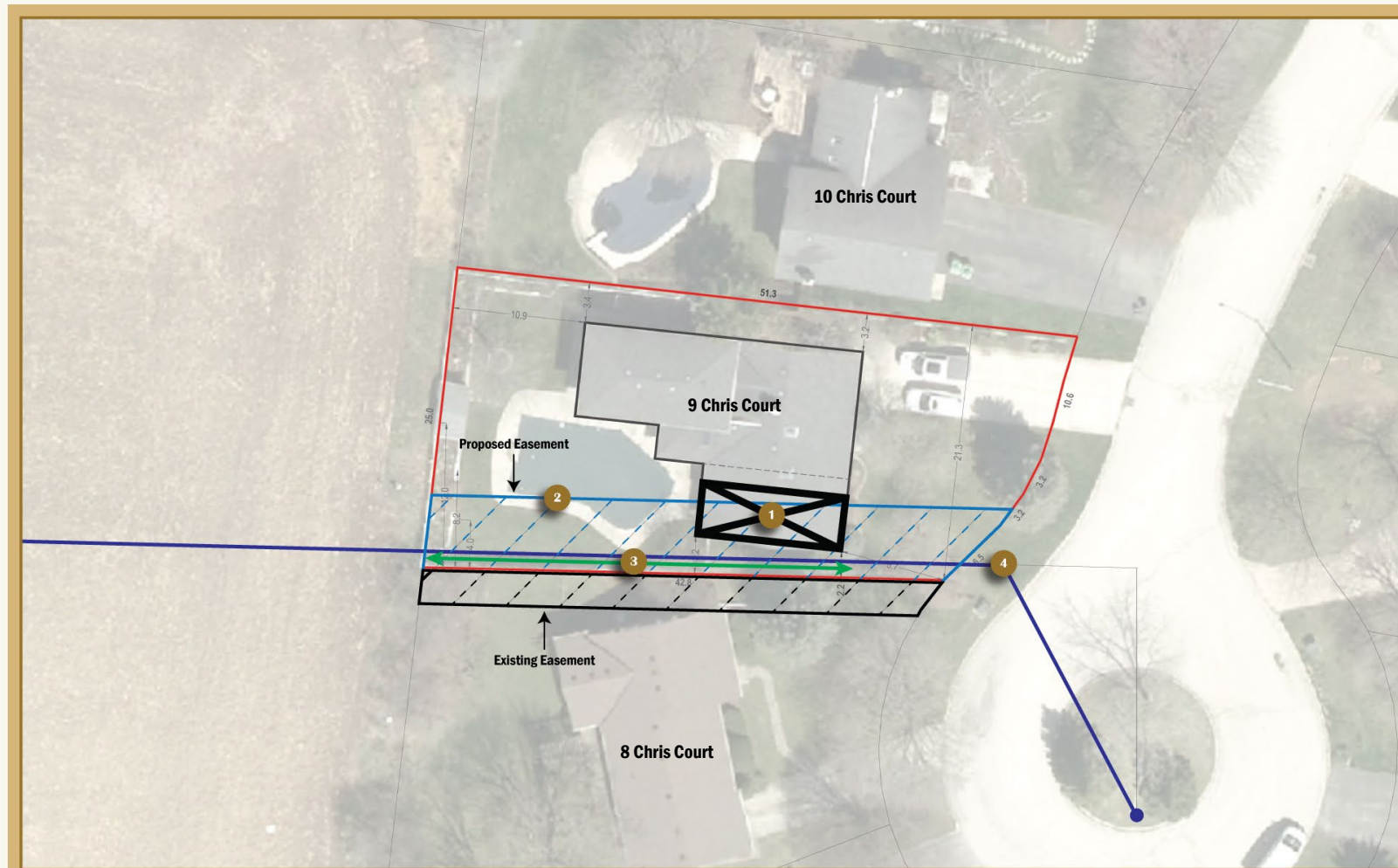


- 1 Change from Draft Plan of Condominium to Draft Plan of Subdivision
- 2 Density reduced from 151 to 124 units (based on latest concept)
- 3 Context-sensitive built form
- 4 Gravity feed servicing; No pumping station required
- 5 Full servicing available for: 47, 56 and 60 Hawkesville, and Schlegel South
- 6 No park connection through Chris Court; House retained/rebuilt
- 7 Four-way intersection coordinated with Schlegel
- 8 Potential naturalization of non-developable lands

1 December 2025 Submission



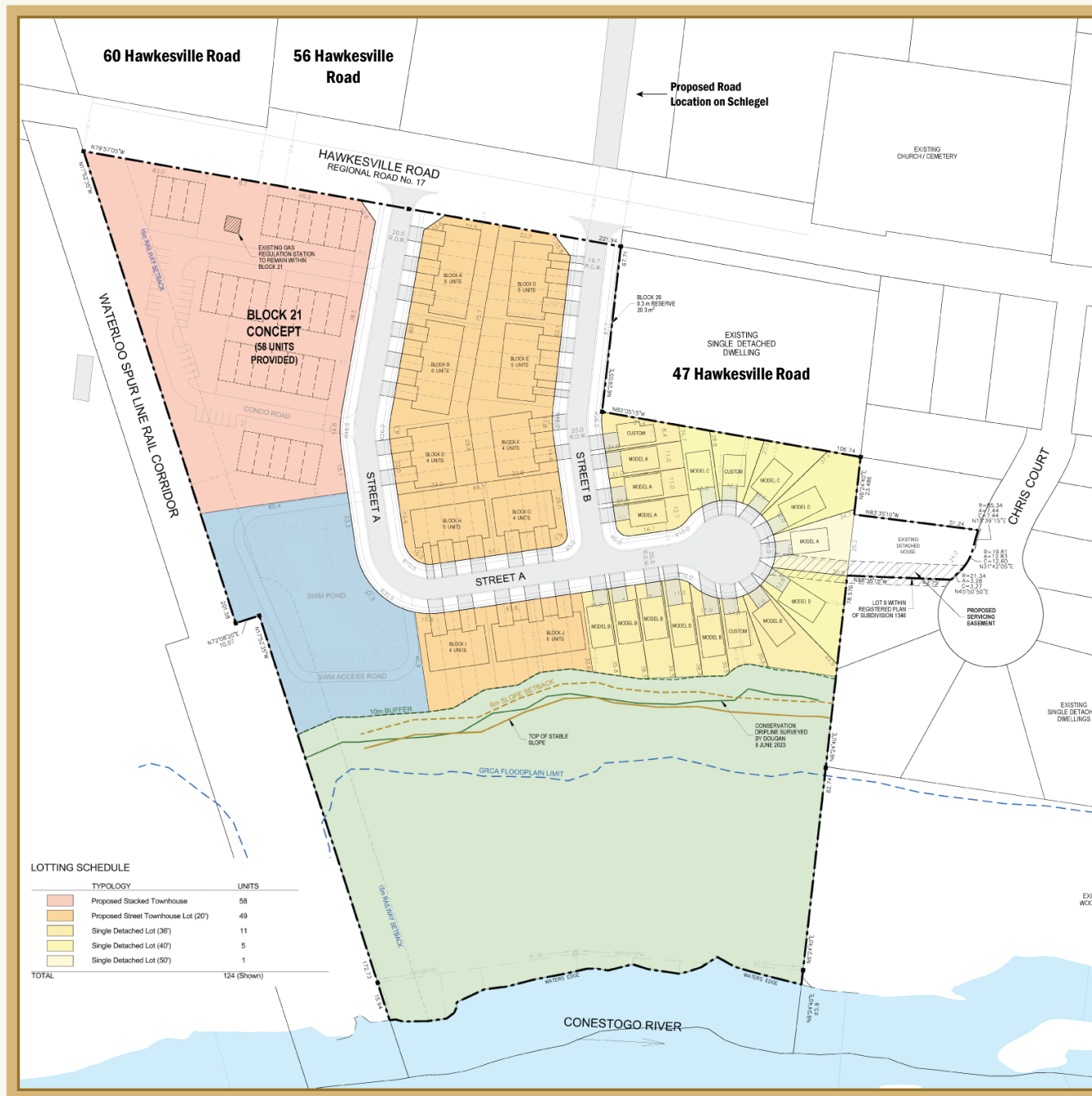
9 Chris Court – Renovation



- 1 Section of house to be removed; Pool to be removed
- 2 Easement will be created; 3-meter easement currently
- 3 Remove retaining wall; Swale the lot
- 4 Gravity sewer installation and system tie-in

Latest Concept Plan

- Draft Plan of Subdivision
- 112-140 Units (124 Shown)
- Various typologies, small singles, towns, stacked towns



Concluding Remarks



We have been in communication with all adjacent residents and have listened carefully to their concerns.



We believe we have thoughtfully managed stakeholder expectations and developed a plan that appropriately balances the interests of all parties involved.



As the 9 Chris Court was firmed up on without certainty of entitlement, we are aiming to secure entitlements this summer before closing of this property.



We look to be starting grading works in fall 2026 followed by the start of servicing next year

Thank you! Questions?

SUBMISSION TO TOWNSHIP MEETING, MAY 12, 2026

A few years ago, rumours began to circulate about a proposed development in the field behind our street, Chris Court, which started in 1972. We were fortunate to enjoy the yearly crop cycle, see the deer, hear the peacocks at the farm, and see wild turkeys, and on occasion take a blanket into the field and lie on the ground and watch shooting stars. It was an idyllic time, even when in the initial years we had to hold our noses if the pig barn doors were open and make sure we didn't hang out our wash.

But of course, times change and so, in 2025, we attended the Township Meeting to learn about a proposed condominium development. We had many questions, many doubts, but at the same time, we slowly came to understand that we could not stop what was happening and resigned ourselves to the inevitable.

After that meeting, a real estate agent came several times to our neighbor, wanting her to sell, telling her that a sewer would go through her property. We dismissed his comments as ridiculous. Imagine, therefore, the surprise and shock we felt in January of 2026 when we learned that staff had advised Council to approve a sanitary main through the Chris Court sewer and that a house in our lovely street would be partially torn down so that the lot could be used as a sewer conduit for all the houses (and more) in the development. This change occurred because staff and Council would not approve a private pumping station in the subdivision with the sewage going to Hawkesville Road, which was the obvious and most sensible plan, because the Township proposes future developments to the west.

We recently arranged a "good neighbours" meeting with Polocorp and some of their consultants, to get answers to the three pages of questions we had put together as a group. We found them reasonable to deal with and anxious to co-operate. Consequently, we now have a better understanding of various aspects of how and when, and more importantly just why, we will be affected, especially the homes on either side of #9, which was purchased to "accommodate services."

And this is really why I am writing and will perhaps be speaking to you directly. All along, we could not understand just why you were so adamantly opposed to any other option besides running the sewer through our street. Slowly, we have learned facts we did not know before. Decisions were already made that affected us, even before we came to speak to you in January, which meant we spent needless hours preparing our submissions, in the hopes of protecting our little community.

We believe the developer was coerced into buying #9, and have heard from various sources that it is most unusual to disrupt an established neighborhood. In an apparent attempt to save money, and to put the onus of responsibility completely on the developer, instead of adopting the most logical method, the Township abandoned due diligence and has not been transparent in its dealings with us.

Over the last couple of years we have come to understand that our hard work, research, and discussions among ourselves and with experienced, knowledgeable, and professional people, have been an exercise in futility. This has resulted in mental, emotional, and physical distress, all of which could have been avoided, had the Township been upfront and honest with us from the start. The residents of Chris Court have now lost complete faith and trust in the Township, even though you are all employed by us and we pay your wages through our taxes. Perhaps you should bear this in mind.

Jana Karger, ■ Chris Court, St. Jacobs, ■■■■■

Delegation for Woolwich Council Meeting May 12, 2026

There was nothing wrong with the well-thought-out plan of Condominium where condo fees would pay for repairs, upgrades, private roads, infrastructure and maintenance with contracted companies. Why should resident taxpayers bear the entire front-end cost of a subdivision through tax increases?

Here's the other bothersome piece: The Township used the denial of a condominium-owned pumping station due to an imaginary threat of future condo corp failure and associated downloaded costs as the impetus to drive its decision for a plan of subdivision. This justifies, in the minds of the township, sending the sewage through Chris Court.

Hopefully that decision can be overturned to serve a new outcome with the current amendment.

Polocorp should still have the opportunity to seed a fund and use condo fees to pay for their proposed pumping station; save money on massive backfill to level out land elevations; avoid the arduous process of compacting the fill to be build-worthy; renovate number 9 for optimized resale; and have their choice of either site plan or hybrid.

The choice is between a low risk plan of condominium with new infrastructure down Hawkesville in alignment with Schlegel, and future developments; or a higher risk plan of subdivision with a

gravity sewer connected through aging infrastructure to be maintained and potentially replaced at great cost to the Township - that means us.

Due to unreturned phone calls, the Township never heard that we've experienced township-side sewer issues on the court, until our January 2026 delegations. This leaves Chris Court residents uneasy about the township living up to its responsibility to repair anything in future, leaving residents with a large tab instead.

You have been engaging us in a kind of "theatre" by offering us council meetings, at which to delegate, when you had covertly chosen the Chris Court option many months, if not years, beforehand. In retrospect we know the other two options were merely padding, to make it seem like we had a voice.

We take it very seriously that realtors were sent out 2 years ago to speculate either on behalf of the Township, or Polocorp - we are unclear as to which. I will reiterate Option 3 had evidently already been decided, as it was clearly stated by a councillor overheard in a public space around that same time.

We've also had to endure excuses and a lot of misinformation from Township staff, like

1. "there can be no force mains on regional roads", which we know do exist, and so that's not true, and
2. "condominium corporations are high risk", which they typically aren't.

3. In a January council meeting, when a councillor suggested a third party analyze the options, it was immediately shut down. The reason seemed to be “we don’t have time for that as the conditional offer on number 9 is going to run out soon”. So, THAT is an actual admission that Chris Court was already chosen. And a very flimsy excuse since offers can be renewed or extended. The decision to not have a third party review appeared almost panicky, like we couldn’t possibly go there, so as to push option 3 through. It was an interesting moment.
4. I would remind you also of the engineer who delegated here on January 27th of his own accord, against the Chris Court Option.
5. You tried to prove the Chris Court option was the least costly, but where did those debatable figures for each option come from and who prepared them? The pumping station need not be to the questionably high standard which the Township said they required. Why buy a Cadillac when an Impala would do nicely? You presented a very inflated cost for the other two options then discounted by the purchase price of a house for the third, which skewed the decision for Option 3.
6. Further to that point, it has never been shown that the Chris Court option is irrefutably the best choice. (If that was a lack of transparency rather than of due diligence, a Freedom of Information Request will bear it out. Surely, it will be for the betterment of our understanding to initiate such a request with time stamped documentation.)

Through misinformation you've bought into a false narrative. Decisions made on faulty and skewed information are bad decisions

Interestingly, I encountered a retired planner by chance to whom I described our battle and showed him the plans. He took it upon himself to analyze elevations, and concluded that despite backfill, a pumping station might still be required even with the Chris Court option. If true, that would really be a slap in the face.

In conclusion, we reject the updated plan, not in its density or for site plan revision, but based on the servicing decision of January 27th, and the front-end cost to taxpayers to maintain another subdivision.

Here is a recap of the problems:

- The information provided us did not prove Chris Court to be the best sewer option overall
- We never really had a voice because you had decided on Option 3 previously and that's a breach of our right to be heard
- You did not "show the work" to prove the expense for each of three options, only an end cost
- Lack of transparency can look like or might actually be lack of due diligence
- The Council let Staff have the only voice to base their decision on, refusing third party evaluation.

Therefore: The township failed to live up to various obligations required by general administrative principles - let alone those embedded within Ontario's statutes. Given these various fatal flaws, the township must not proceed with its current plan rested upon an unbelievably unsound and shaky foundation.

We are putting you on Notice. You've violated principles of administrative law, due process, regulations and laws themselves. Again, this process has not been a true "right to be heard".

Martin Kuske

Chris Court

St. Jacobs



Development Services Staff Report

Report Number:	DS17-2026
Report Title:	Breslau Staging and Growth Interim Control By-law Extension
Author:	Deanne Friess, Director of Development Services
Meeting Type:	Council Meeting
Meeting Date:	May 12, 2026
eDocs or File ID:	DM131756, 131758, 131759 and 131757
Consent Item:	No
Final Version:	Yes
Reviewed By:	SMT
Financial Review:	Jennifer Shamsoun, Senior Financial Analyst - Development
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report DS17-2026 respecting Breslau Staging and Growth Interim Control By-law Extension:

1. Adopt a by-law to amend the Interim Control By-law 20-2025 to extend the period of time during which it will be in effect and provide that the By-law will expire on November 22, 2026; and,
2. Direct staff to continue towards completion of the Staging of Development Plan for Breslau and bring back for recommendation to Council later in 2026.

Background:

An interim control by-law is a Planning Tool under Section 38 of the Planning Act to freeze land development for up to one year while a municipality undertakes a study with respect to land-use policy. This by-law can be extended by Council for one additional year for a maximum total duration of two years to complete the required study.

On May 27, 2025, Council adopted Interim Control By-law 20-2025 to allow staff to complete a study for the staging of growth within the new urban limits of Breslau as approved by the Province. This study would include the evaluation of unallocated Designated Growth Area lands including:

- the establishment of an annual growth,

- the sequential order of development based on planning and servicing principles proposed in the new Official Plan,
- a servicing study of the existing infrastructure,
- developer consultation and
- a financial analysis.

The Breslau Staging and Growth Interim Control By-law report from May 2025 is attached as Attachment 1 to this report.

Comments:

Breslau Staging of Development Study Progress

The Breslau Staging of Development study was started in June 2025 following Councils approval of the Interim Control By-law. As noted in the May 2025 report to Council the study is developing a staging plan to determine the logical progression and sequential order for development of the Designated Growth Areas in Breslau in a way that is efficient and cost effective. The plan will also align with the planning and servicing principles identified in the proposed new Official Plan. The study is looking at the long-term servicing plan for the area with an analysis to determine its financial viability and sustainability to the Township.

To date the following steps have been completed towards completion of the study:

- Development of a draft Staging Map,
- Presentation of the Breslau Draft staging Map to Council on August 12, 2025 (Attachment 2) which included establishing a proposed annual growth rate and a projected 2051 population,
- Hiring of temporary Senior Financial Analyst to review capital project timing and financial planning for required infrastructure,
- Individual meetings with Developers and land owners with interest in the Breslau staging,
- Drafting of Breslau staging policies for inclusion in the proposed new Official Plan that is currently with the Province for their 90-day review before a statutory public meeting can be scheduled on the Plan,
- Public release of the draft Official Plan on Engage Woolwich website,
- Two informal public open houses held for the draft new Official Plan,
- Third party analysis of the servicing needs for new development areas and the capacity of the existing infrastructure and planned upgrades, and
- Compilation and analysis of Capital Infrastructure projects required to service new development and projected Development Charge revenue that can be generated to finance such projects.

The Township is now in the final stages of analyzing the servicing data, infrastructure needs and financial plan in order to present a Staging and Development plan to Council.

Extension of the Interim Control By-law by 6 months will allow staff to complete this work and present a comprehensive analysis to Council in the coming months.

Interdepartmental Impacts:

The Staging Plan for Breslau allows the various Township departments to appropriately forecast, budget and provide the necessary services and programming that are associated with new growth.

Financial Impacts:

There are no direct financial impacts associated with this report. The extension allows staff to complete the required servicing, staging, and financial analysis to support fiscally responsible growth and infrastructure planning. Any costs associated with the ongoing work are being managed within existing approved budgets.

Climate Impacts:

The Staging of growth allows the municipality to effectively manage sprawl with sequential and logical extension of infrastructure and efficient use of existing land and infrastructure. The staging of growth allows for potential inclusion of advancements in technology that could result in higher energy efficiencies and therefore lower GHG emissions.

Community Strategic Plan Impacts:

Cultivate long-term economic prosperity: We will carefully navigate the planning and development of our communities through phased and managed growth that supports economic sustainability and community well-being.

The extension of the Interim Control By-law will allow staff to prepare a comprehensive plan for long-term growth and economic feasibility.

Conclusion:

Staff are nearing completion of the Breslau Staging of Development study and are now in the final steps of analysis. Extension of the Interim Control By-law by 6 months will allow for completion of the final staging plan and presentation to Council. Staff expects to present a final plan to Council by August 2026 but are requesting an extension of 6 months to allow for additional time if required. When Council approves a final staging plan for Breslau the interim control bylaw will be rescinded.

Attachments:

1. D 13-2025 Breslau Staging and Growth Interim control By-law Report
2. D 14-2025 Proposed Staging Plan for Breslau
3. Proposed Amended Interim Control By-law



Development Services Staff Report

Report Number:	D 13 2025
Report Title:	Breslau Staging and Growth Interim Control By-law
Author:	Deanne Friess, Director of Development Services
Meeting Type:	Council Meeting
Meeting Date:	May 27, 2025
eDocs or File ID:	DM129841, 129844, 129843, 129842 and 129845
Consent Item:	No
Final Version:	Yes
Reviewed By:	SMT
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report D 13 2025 respecting Breslau Staging and Growth Interim Control By-law:

1. Direct staff to undertake a study and public consultation process for the preparation of Staging of Development Plan for unallocated greenfield residential lands within the settlement area of Breslau;
2. Direct staff to develop the associated staging and growth policies to be included in the comprehensive Township Official Plan; and,
3. Adopt an Interim Control By-law to prohibit development within unallocated greenfield residential lands in Breslau for a maximum of one year unless extended by Council pursuant to Section 38 of the Planning Act.

Background:

In 2023 the Province approved the expansion of the settlement area boundaries for the Township settlement areas of Breslau, Elmira and St. Jacobs. This expansion resulted in increased land which can be developed within the 2051 planning horizon and beyond. The additional land area within the settlement area boundary for each respective area is as follows:

Settlement	Existing Boundary – ha	Province Approved Expansion - ha	Area Added - ha
Elmira	957.46	1199.37	241.91
St Jacobs	275.30	316.88	41.58
Breslau	606.31	2511.20	1904.89

The Township was supportive of the expanded boundaries to allow the long-term planning for growth but noted that this growth needs to be phased and staged to ensure logical, efficient and managed growth. Township planning staff developed Staging of Development plans for Elmira and St. Jacobs which were provided to Council at the Committee of Whole meeting on May 13, 2025. The Staging of Development plans implemented existing staging policies and growth rates for Elmira and St. Jacobs in the current Official Plan.

The area added within the Breslau Settlement Area resulted in a significant 1904 ha of land added (Attachment 1). This expansion resulted in a quadrupling of the total Breslau Settlement Area to 2511ha. To plan for this extensive area Township staff initiated a process to update the Breslau Settlement Plan policies to comprehensively plan for the area over the long term. In February of 2025, Township Council adopted the land use plan for Breslau Settlement area (Attachment 2). The Township is now responsible for the drafting associated policies for the Breslau Settlement area to be incorporated into the proposed new Township Official Plan. In order to efficiently and responsibly phase and stage the growth within the Breslau settlement area the Planning Division will prepare a Staging of Development Plan to be considered by Council which will inform the updated growth policies to be incorporated into the Official Plan. The Breslau settlement area boundary expansion added significantly more land than the areas of Elmira and St. Jacobs and will require extensive new and upgraded infrastructure to develop the lands and there is a need to revisit the Breslau annual growth rate targets. Therefore, additional time is required to consult with many in the public and in the development community to effectively prepare a Staging of Development Plan and to consider the long-term infrastructure and financial planning implications, including population and growth rate targets.

Comments:

Breslau Staging of Development Study

In response to the Provincial expansion of the Breslau Settlement Area boundary the Township initiated a community consultation process to update the Breslau Settlement policies and associated plans in Spring of 2023. The extensive expansion of the urban area resulted in the need for a comprehensive planning review to determine the use of land and how to manage growth within the planning horizon to 2051 and beyond.

Township planning staff presented a preferred land use plan for Breslau for Council's adoption in February 2025, and it was staff's plan to complete the Breslau staging plan with policies through the current Official Plan Review. However, given the scale of the urban boundary expansion, the extent and complexity of the infrastructure requirements, the impact on significant lands and the need for a separate public consultation process, staff are recommending this work be pulled out as a separate comprehensive study to be completed over the next six months to a year.

The Breslau Staging of Development Study will include the following:

- Determination of the logical progression and sequential order to develop the greenfield area in a way that is efficient and cost effective;
- Development of a long-term servicing plan with timing and costs of infrastructure required to service lands within the Settlement area; and
- Planning for community services, facilities and programming to support the new and existing development in Breslau.

The Breslau Staging of Development Study process would begin with a preferred Staging and Development plan, which includes a prescribed growth rate target for Council's preliminary feedback and direction. Township staff would then reach out to affected stakeholders to engage in one-on-one discussions. The consultation process would result in a Proposed Staging and Development Plan for Council's endorsement. Once endorsed staff would finalize the associated staging and growth policies to be incorporated into the new Township Official Plan which would be subject to further public consultation and ultimate approval by Council and the Province.

Official Plan

The Township is currently in the process of reviewing the current Official Plan including the incorporation of the applicable Regional Official Plan policies as required with the delegation of planning responsibilities to area municipalities. The current Official Plan includes staging and growth policies consistent with the Township's longstanding philosophy of phased approach to growth which aligns with the required infrastructure and services and other planning priorities. As part of the Official Plan review the Township will be reviewing the staging and growth policies that control the rate and distribution of growth within the Township. The Breslau Staging of Development study, and resulting plan to be endorsed by Council, will inform the updated policies to be included in the Official Plan.

Interim Control By-law

In order to give staff sufficient time to efficiently and appropriately plan for growth in the Breslau expanded settlement area, and specifically greenfield residential land without servicing allocations, the Township is proposing that Council consider an Interim Control By-law pursuant to Section 38 of the Planning Act.

An Interim Control By-law (ICBL) is a tool available to Ontario municipalities to temporarily freeze development on certain lands while the municipality completes a study on the lands. It prohibits certain types of development for a set period of time allowing the municipality to complete a study and consider changes to its zoning or Official Plan.

The proposed ICBL will also limit the ability of property owners within residential greenfield area without allocated servicing capacity from obtaining approval for residential development until the Township has completed the Breslau Staging of Development study and implemented the policies of the Staging of Development Plan through the Township Official Plan. This is necessary because the Breslau Staging of Development Plan will need to be in place to properly inform Staff and Council in the decision-making process concerning the planning applications received for the affected residential unallocated greenfield areas. This is also necessary to determine related staging and development policies required to be included in the new Official Plan.

The ICBL will be in place for one year from the date of Council passing the by-law. Although the Planning Act allows the ICBL to be extended for an additional year, Staff anticipate the one-year timeframe will be sufficient to complete the study.

The ICBL will not impact non-residential development from proceeding or any residential infill and intensification projects within the built-up area. In addition, the ICBL will not impact residential greenfield development with prior allocated servicing capacity. Breslau currently has a housing supply of 2059-2576 units in draft approved plans of subdivision units and 232 units registered and unbuilt. These residential units will provide sufficient available housing units to accommodate growth in Breslau over the next few years. Additional residential units can also be developed elsewhere in the Township to meet current housing needs with 1399 units that are draft approved and 453-517 registered unbuilt units in Elmira as well as 66 units registered unbuilt units in St. Jacobs. Land impacted by the proposed ICBL in Breslau would not be able to develop in the next few years due to infrastructure and servicing capacity issues related to the wet well at the Victoria Street pumping station, as well as other planning issues (e.g. MTO requirements with respect to existing and proposed new Highway 7). Therefore, the ICBL will not hold up housing development over the next year as directed by the Province given the current housing supply and the constraints that currently impact the unallocated residential greenfield areas in Breslau.

The Planning Act does not require prior notice for an ICBL. However, to provide additional transparency beyond the Planning Act requirements, staff will provide notice to all interested parties registered on the Breslau Settlement Plan update mailing list following adoption of the ICBL by Council. Staff will also provide a notice in the local newspaper to meet the Planning Act requirements. It is staff's intent to work with the development community to develop a comprehensive review of Breslau future growth.

Interdepartmental Impacts:

The development of the Staging of Development Plan for Breslau will involve Township departments of Finance, Infrastructure Services and Recreation Community Services to ensure the comprehensive implications of growth are effectively assessed through financial impacts, infrastructure requirements and timing and the recreational and community service demands.

Financial Impacts:

Residential growth requires long term Township financial investment in addition to the development costs paid by the developer. Residential growth also requires a comprehensive detailed review to ensure that growth occurs in a logical and efficient manner with supporting infrastructure and community recreational and service needs. The ICBL will allow sufficient time to undertake the required financial review and assessment to ensure that Staging of Development Plan is financially sustainable, without the pressure of responding to planning applications received within the unallocated residential greenfield areas.

Community Strategic Plan Impacts:

An Interim Control By-law (ICBL) will provide the Township with dedicated time to complete a comprehensive review of the Breslau staging of development. This will include review of infrastructure needs and the financial implications. A major component of the study for the area will include a public consultation process.

The ICBL aligns with the following principles of the Township Strategic Plan as it will allow the Township to develop a plan for phased and managed financially sustainable growth and include a public consultation process for community engagement:

- Cultivate long-term economic prosperity: *We will carefully navigate the planning and development of our communities through phased and managed growth that supports economic sustainability and community well-being.*
- Empower communities to be adaptable and engaged: *Expand tools and avenues for conversation to bolster inclusivity and community engagement.*

Conclusion:

The Breslau Staging of Development study will review all residential greenfield land with no current allocation of servicing within the Breslau Settlement area. The proposed Interim Control By-law (ICBL) will allow Township staff to complete a comprehensive review of growth in Breslau to ensure we are planning for the growth that aligns with infrastructure timing and financial costs to the Township and meets other planning priorities and objectives. The ICBL will not delay non-residential development, intensification and infill projects within the built-up area and residential development with approved capacity. In addition, there is sufficient housing supply in Breslau that can

develop over the next few years in Breslau that continues to satisfy the Provincial direction for the creation of housing.

Attachments:

1. Breslau Settlement Area
2. Breslau Land Use Plan
3. Breslau Interim Control By-law

Grand River

Fountain St N

Breslau

City of Kitchener



Future Ottawa St Extension

Woolwich St S

Menno St

Shantz Station Rd

Legend

-  Existing Settlement Area Boundary
-  ROP Expanded Settlement Area Boundary



0 1,000 Meters

Disclaimer: This map is produced to depict settlement area boundary changes for Breslau, and does not display any landuse

Kossuth Rd

City of Cambridge

First Base Solutions

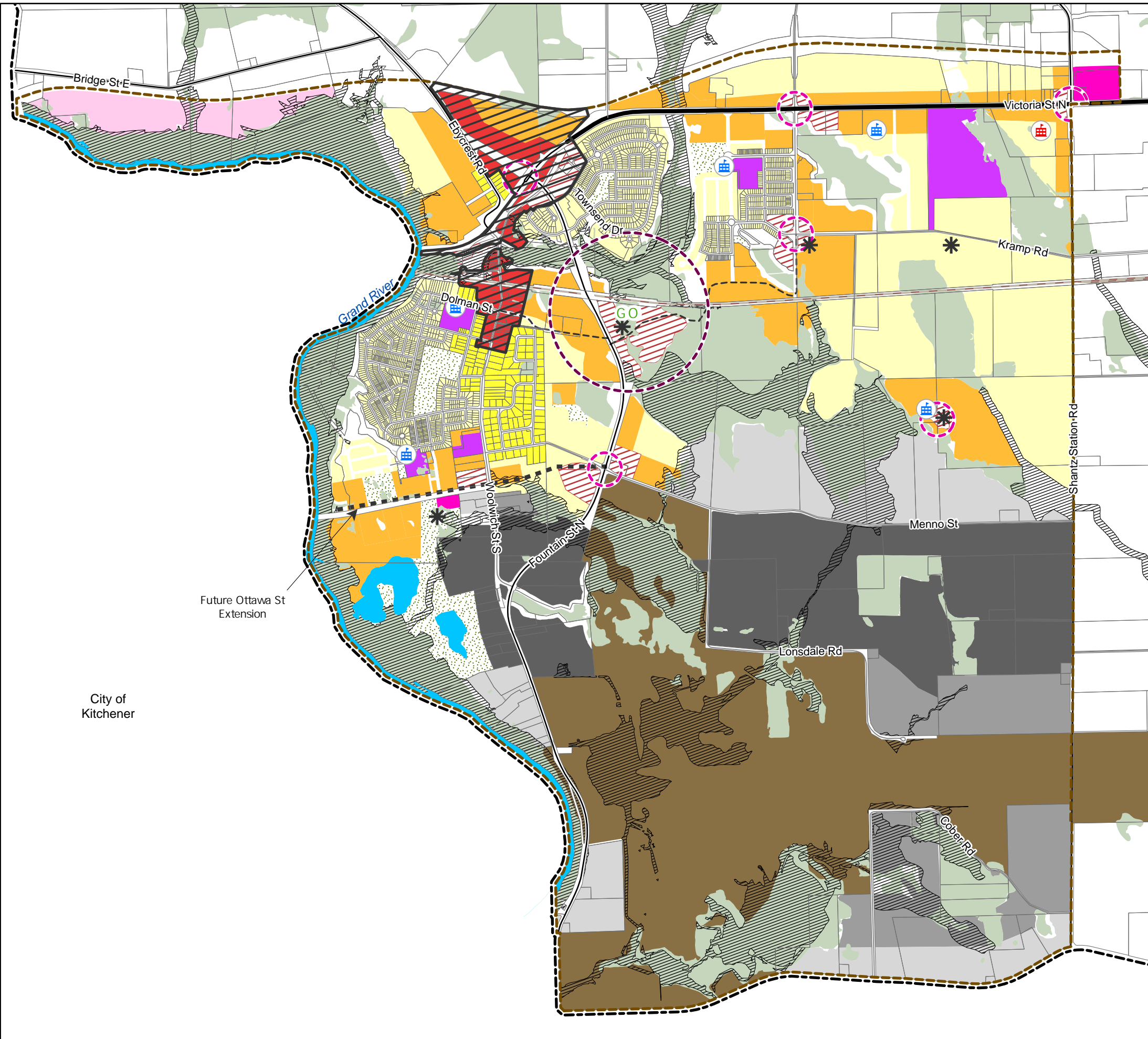


Map 6.2 Breslau Land Use Plan

- Township of Woolwich
 - Urban Boundary
 - Property Lines
 - Railway
 - Provincial Highways
 - Regional Road
 - Township Road
 - Future Regional
 - Planned Local Collector/Connection
 - Region of Waterloo International Airport
 - Major Hydrology Features
 - Natural Hazard Overlay
 - Strategic Growth Area
 - MISA - 500m Radius
 - Node
 - Elementary School
 - High School
 - Potential Recreation Facility Locations
- Designations**
- Commercial
 - Core Area
 - Employment Land 1
 - Employment Land 2
 - Industrial
 - Institutional
 - Low/Med Residential
 - Med / High Residential
 - Mixed Use
 - Open Space
 - Service Commercial
 - Village Residential
 - Natural Heritage System



2 km



City of Kitchener

Map Authors: NPG Planning Solutions Inc. & Township of Woolwich - GIS
 Data Sources: Township of Woolwich, Region of Waterloo, Province of Ontario - GeoHUB
 Spatial Reference: NAD83 Zone 17N
 Date Saved: 2025-04-03 1:56 PM

The Corporation of the Township of Woolwich

By-law No. ###-2025

A By-law to impose an Interim Control By-law for the Corporation of the Township of Woolwich under Section 38 of The Planning Act, R. S. O. 1990, as amended

WHEREAS Section 38 of the Planning Act, R.S.O. 1990, as amended, authorizes the council of a municipality to pass an interim control by-law where the council has directed that a review or study be undertaken in respect of land use planning policies in the municipality, or in any defined area or areas thereof; and

WHEREAS the Council of the Township of Woolwich deems it necessary to enact this Interim Control By-law to provide the Township the time to complete a study of the Staging of Development for greenfield residential land in Breslau without allocated services to:

- o determine the logical progression and sequential order to develop the greenfield area in a way that is efficient and cost effective;
- o develop a long-term servicing plan with timing and costs of infrastructure required to service lands within the Settlement area; and
- o plan for community services, facilities and programming to support the new and existing development in Breslau.

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WOOLWICH ENACTS AS FOLLOWS:

1. An interim control by-law be placed on lands identified on Schedule 'A' of this by-law until a study for the Staging of Development for unallocated greenfield residential land within the settlement area of Breslau is completed and a Staging of Development Plan is endorsed by Council.
2. Notwithstanding any other by-law to the contrary, no person shall within the Breslau Interim Control By-law study area as described in Schedule A to this by-law:
 - a. use any land, building or structures for any purpose except for a use that lawfully existed on the date this by-law was passed and for so long as it continues to be used for such purpose;

- b. be permitted to construct, alter or expand any building or structure save and except where such construction, alteration or expansion is an outcome of a building permit issued in accordance with the applicable zoning by-law regulations currently in effect for a deck, pool, patio, fence, porch, accessory building or structure, temporary building or structure, or interior renovation to an existing building.
- 3. This by-law shall come into force and take effect immediately upon its passing by Council and shall be in effect for a period of one year from the date of passage of this By-law, unless this By-law is otherwise extended in accordance with the provision of the Planning Act, R.S.O. 1990, as amended.
- 4. The Municipal Clerk is hereby authorized and directed to proceed with the giving of notice of the passing of this By-law, in accordance with the Planning Act, R.S.O. 1990, as amended.

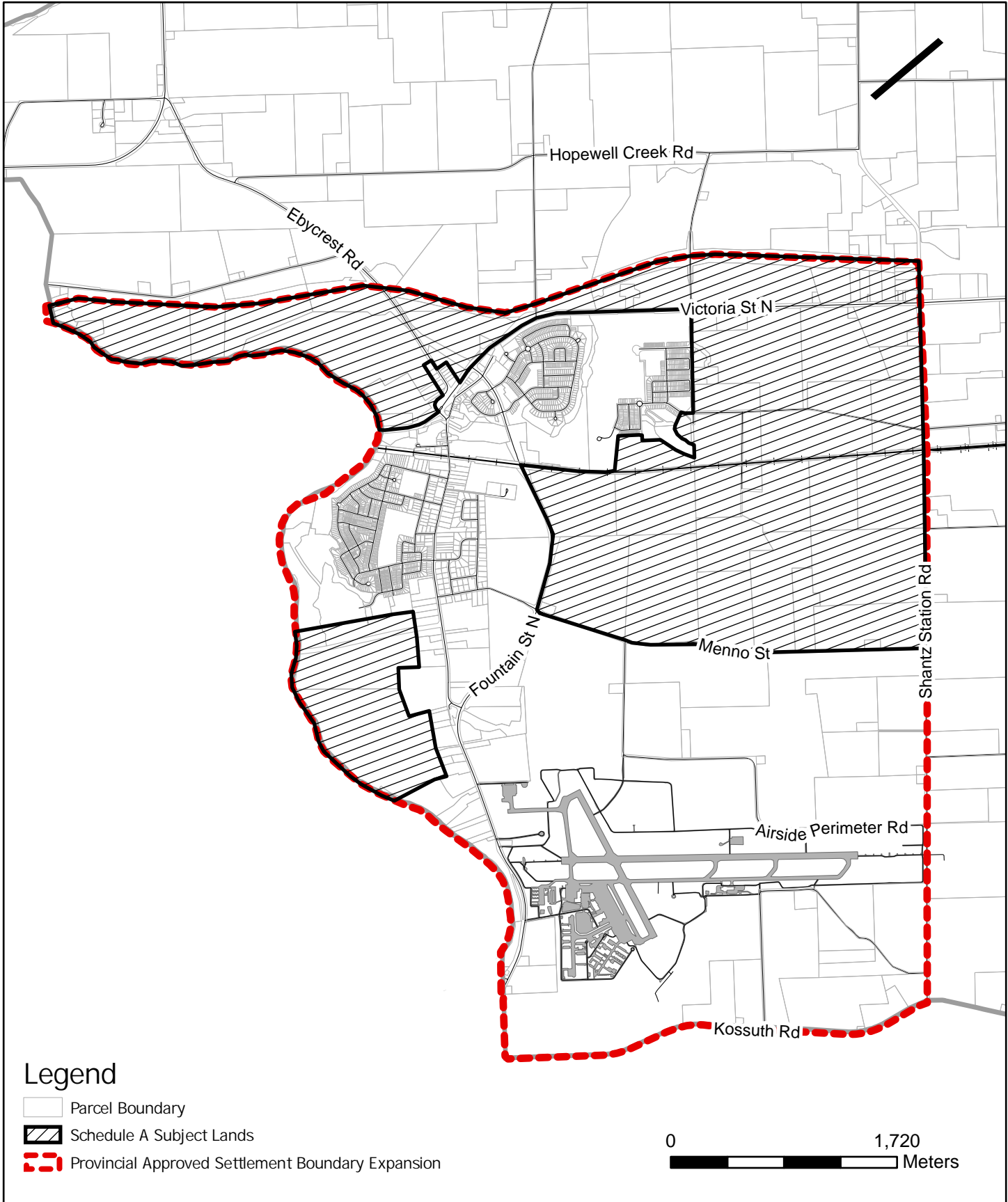
FINALLY PASSED AND ENACTED this day of , 2025.

Mayor

Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.

Schedule "A" Breslau Greenfield Unallocated Lands



Legend

- Parcel Boundary
- Schedule A Subject Lands
- Provincial Approved Settlement Boundary Expansion

0 1,720 Meters



Development Services Staff Report

Report Number:	DS14-2025
Report Title:	Proposed Staging Plan for Breslau
Author:	John Scarfone, Manager of Special Projects
Meeting Type:	Council Meeting
Meeting Date:	August 12, 2025
eDocs or File ID:	DM 130165, 129799, 129801 and 130190
Consent Item:	No
Final Version:	Yes
Reviewed By:	Victor Labreche, Manager of Planning and Deanne Friess, Director of Development Services
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report DS14-2025 respecting the Proposed Staging Plan for Breslau:

1. Accept this Report and the proposed Staging Plan for Breslau in Attachment No. 3 as information and as a general framework for Breslau's growth; and
2. Direct staff to engage in discussions with the Breslau stakeholders/developers in Fall 2025 and to return to Council in the 1st quarter of 2026 recommending a Preferred Plan for Council's endorsement.

Background:

In the spring of 2023, the Township initiated a community consultation process to update the Breslau Settlement policies and plans in conjunction with reviewing the Township's Official Plan. This update was in response to the Provinces' expansion of Breslau's urban area as part of its approval of Regional Official Plan Amendment #6 in April of that year. As a result of the Province's expansion, Breslau's new urban boundary represented an approximate 400% increase of its existing urban limits or an increase approximately 1900 hectares (see Attachment No. 1).

The Breslau Settlement plan and policies update is a comprehensive planning exercise to manage growth to the 2051 planning horizon and beyond and consists of identifying:

- the existing and planned transportation and transit corridors including active transportation facilities and routes;
- the servicing strategy including the existing and planned sanitary servicing systems and infrastructure;
- the natural heritage features and natural hazard lands including identifying gaps in the natural heritage analysis;
- the planning for the long-term community service needs;
- the existing and planned land use designations; and
- the orderly staging of development (i.e., the “Staging Plan”).

Throughout this update, the Township has had several touchpoints with the Breslau community, developers, stakeholders and external agencies to solicit their feedback including:

Public Consultation Session #1 in June of 2023:

- To outline the scope of the update.
- To review the preliminary information with respect to transportation, servicing, and environmental.
- To identify three (3) distinct land use concepts being (1) employment focus, (2) residential focus, and (3) hybrid between Concepts 1 and 2.

Residential Survey after Public Consultation Session #1:

- To solicit public feedback on the vision and guiding principle for Breslau moving forward and their preference on the 3-land use concepts.

Public Consultation Session #2 in June of 2024:

- To provide an update on what has occurred since the 1st Public Consultation Session.
- To summarize the public feedback from the surveys received to date.
- To present a preferred land use plan, conceptual staging plan, sanitary servicing scheme and transportation networks strategy.
- To highlight changes to Breslau’s vision statement, guiding principles, and other planning policies in the Township’s Official Plan that appropriately implements the preferred land use plan.
- To provide the next steps in this public consultation process.

The material presented at each of the Public Consultation Sessions can be accessed on the Township’s website <https://www.engagewr.ca/breslau-secondary-plan-update>.

In addition to public consultation, the following actions have been completed as part of this update to the Breslau Settlement plan and policies.

Transportation

In April of 2024 the Transportation Network Strategy prepared by MobilSafe Solutions was finalized that identified the planned transportation and mobility network for Breslau to 2051 and beyond and recommended infrastructure improvements to address key planning objectives, including:

- **15 Minute Neighbourhood** – to create connected development clusters of diverse housing mix, shopping, employment, open space and other service amenities in proximity to one another.
- **Active Transportation** – to provide safe, affordable and efficient transportation alternatives to reduce the dependency of the automobile and enhance a healthy community.
- **Local Transit Planning** – to plan a network with the flexibility to accommodate future transit service for the community.
- **Public Road Network Planning** – to develop a grid road system for collector, main street and local roads that provides multiple options for vehicles, transit and active transportation movements.

The conclusion and recommendations in this Strategy helped to shape the preferred land use plan for Breslau.

The Township is also currently working on a Township wide Transportation Master Plan which will expand on the work completed through the Transportation Network Strategy and Active Transportation Master Plan.

Environmental

The Township, in collaboration with certain external agencies, compiled the GIS data concerning the natural heritage system and natural hazard lands within the new urban area of Breslau which are illustrated on the preferred land use plan. In addition, the Township consulted with the Grand River Conservation Authority to identify gaps in the environmental analysis that will necessitate additional studies (i.e., subwatershed studies) to be completed which informed the proposed Staging Plan and corresponding policies for Breslau.

Servicing

The 1st Public Consultation Session provided an overview of the planned servicing strategy for the provision of services (i.e., sanitary, water and storm) and utilities to accommodate the ultimate growth within the new urban area of Breslau. The information provided also focused on the sanitary servicing system for the new urban area of Breslau which will outlet into the Kitchener Wastewater Treatment Plan (at Mill Park Drive) via:

- the existing sanitary trunk gravity sewer system in Breslau to the wet-well (“Breslau Wet Well”) that adjoins the pumping station located on Victoria

Street/Shirley Avenue (“VSPS”) in Kitchener to service a smaller sanitary catchment area at the northwest quadrant of the settlement. Upgrades to the Breslau Wet Well are required to realize the 189 L/s maximum flows acquired through a Cross Border Servicing Agreement (“CBSA”) with Kitchener to service only those lands within its catchment area; and

- a future sanitary trunk gravity sewer along Fountain Street and Kossuth Road from the City of Cambridge to service most of the lands within the new urban area of Breslau. A pumping/lift station was proposed to direct the flows into the Cambridge sanitary system and a preliminary location was identified at Fountain Street and Kossuth Road.

Further technical analysis was undertaken through an Environmental Assessment (EA) process initiated by the Township which modified the sanitary servicing corridor and required infrastructure of the future sanitary trunk gravity sewer into Cambridge. The EA also refined the sanitary catchment areas of those lands which flows will be directed to the VSPS or the Cambridge sanitary system. The EA that was completed in November of 2024 recommended the following:

- The installation of a sanitary trunk sewer along Fountain Street, from Kossuth Road to Jetliner Road within the Waterloo International Airport lands, which can be further extended east to service the employment area along Menno Street.
- The construction of a lift station to facilitate the extension of a trunk sewer via Woolwich Street South to the Midwest development and via Fountain Street to the proposed Regional GO Station / affordable housing/mixed use development.
- The installation of a secondary sanitary trunk sewer along Kossuth Road and Cober Road when the need arises to service the employment lands and aviation related development within and to the south of the Airport.

A further EA is required to identify the sanitary trunk sewer corridor (which includes a railway crossing) north of Menno Street that may be outside an existing public road allowance to service the Greenfield Areas towards the east and northeast section of Breslau.

In addition to the EA Study that was completed, Staff have undertaken analysis of the flow monitoring data at the Breslau Wet Well to determine the current residual capacity and the associated timing to complete the improvements to realize the full allocated capacity under the terms of the CBSA. The analysis will confirm whether the full allocated capacity can accommodate the ultimate flows of the lands within its catchment area based on prescribed densities that will be identified in the new Official Plan.

Finally, Staff are refining a summary of the proposed new, and upgrades to the existing sanitary infrastructure that is required to accommodate the growth within the 2051 planning horizon including anticipated costs and timing to highlight the overall work plan for the next 5-10 years. This work plan is a significant input in preparing the proposed Staging Plan and ultimately determining the preferred Plan to be endorsed by Council.

Land Use Plan and Policies

As noted earlier, Staff prepared 3 land use concepts at the 1st Public Consultation Session and later developed a preferred land use plan in response to the feedback received which was presented at the 2nd Public Consultation Session. Since this last session, Staff considered written comments received from the external agencies, the public and stakeholders, and held one-on-one discussions to further refine the preferred land use plan. In February of 2025, Council endorsed the preferred land use (see Attachment No. 2) which will allow Staff to complete the associated draft policies to implement this plan and to develop a proposed Staging Plan for Breslau. Council endorsement of the preferred land use plan was done for the purpose of incorporating it into the new Official Plan. This endorsement will be subject to further input solicited through the formal public consultation process of the new Official Plan and through the detailed review of planning applications received for the individual properties within the Greenfield Areas. Generally, the preferred land use plan was well received by the public and key stakeholders, but some stakeholders reserved final judgement until reviewing the draft policies and Staging Plan for Breslau.

Concurrent with the preparation of a preferred land use plan, Township Staff, in collaboration with the Township's consultant for the comprehensive Official Plan review ("NPG"), are completing draft policies for Breslau. These policies will be incorporated in the draft new Official Plan which will be forwarded to the Province as part of their required 90-day review as well as presented for input during the formal public consultation process that will occur later this year.

Staging Plan

The final component of this update is to prepare a more detailed Staging Plan that will determine the annual growth rate, planned population and the sequential phasing of development for the Greenfield Areas in Breslau within the 2051 planning horizon and beyond. As noted earlier in the Report, Staff presented a conceptual staging plan in the 2nd Public Consultation Session based on the preferred land use plan and the analysis of the technical information compiled at that time. Since then:

- a preferred land use plan has been endorsed by Council in February of 2025,
- Staff has a better understanding of the gaps in the environmental analysis,
- written submissions have been received from external agencies (e.g., the Region, GRCA, school boards, MTO), and
- a more detailed technical analysis has been completed to confirm the preferred servicing and transportation strategy including timing and costs.

The work completed has better informed Staff in the preparation of a more detailed Staging Plan for Breslau.

In May 2025 Council approved an Interim Control By-law to allow Staff sufficient time to undertake a study to prepare Breslau's Staging Plan without the pressure to approve planning applications received within the unallocated residential Greenfield Areas. An approved Staging Plan for Breslau will better inform the Township in evaluating planning applications received within these Greenfield Areas.

The purpose of this Report is to commence this study with the presentation of a proposed Staging Plan to allocate new annual population to the eligible residential Greenfield Areas and to provide growth targets for the infill/intensification areas within Breslau. The allocation of annual growth to certain developments in Breslau that was previously approved by Council in 2016/2017, being Hopewell Crossing (Thomasfield Homes) and Riverland II (Empire) respectively, is 'winding down' and identification/timing of the next phases are now being considered through this Report and ultimately through the endorsement of a preferred Staging Plan. The Staging Plan will set a framework to allocate growth. The associated policies, which are still being refined, will implement a preferred Staging Plan for Breslau. These staging policies will be presented at a future public consultation session concerning the new Official Plan later this year.

Comments:

Need for Staging

In May and June of this year, Staff presented Report DS10-2025 adopting a new staging and development plan for Elmira and St. Jacobs. Council's consideration of these staging and development plans did not compromise any future policy decision that may be made for Elmira and St. Jacob as part of this Official Plan review because the plans did not propose any significant changes to their respective staging policies, and specifically to their respective annual growth rates. The staging and development report did not include any recommendations for Breslau because the Staging Plan and associated policies were still being refined at that time. Through Report DS10-2025 and in Staff's presentation to Council on May 13, Council was provided a rationale as to why the Township implements staging for their major urban areas which is being reiterated in this Report to inform the Breslau community.

The current and pending new Official Plan has guiding principles and objectives that reflects Woolwich's long-standing philosophy of having consistent and manageable growth on an annual basis for the larger urban areas of Elmira, Breslau and St. Jacobs to:

- avoid ongoing pressures to expand the developable land or to enter certain phasing areas prematurely due to the lack of services and infrastructure;
- allow the municipality to properly forecast, budget and provide the necessary hard (e.g. water, sanitary, storm, roads, etc.) and soft (e.g. recreational, fire protection, etc.) services and programming that are associated with new growth; and
- minimize the ongoing impact from traffic, dust, noise and drainage caused by new development on the existing community.

This philosophy was further entrenched with Council's adoption of a new Community Strategic Plan – 2024-2034 outlining a strategic priority to:

Cultivate Long Term Prosperity

We will carefully navigate the planning and development of our communities through phased and managed growth that supports environmental and agricultural sustainability as well as community well-being.

To achieve this philosophy and to align with Woolwich's strategic priority, the Official Plan provides staging policies to determine the sequential order of development for designated Greenfield Areas (i.e. "Greenfield Areas"), which are areas within the settlement limits that are planned for significant urban growth but are outside the designated Built Boundary (i.e., "Built Boundary"). The staging policies and plan will also provide minimum annual growth targets that will be achieved through infill and intensification. The Township first introduced staging policies in Elmira and St. Jacobs in the 1990's and later applied staging to Breslau as part of the secondary planning exercise in 2017. When the Province was rendering a final decision of the new urban area limits for Woolwich, they requested input from the Mayor. The Township Mayor in consultation with

Council offered support of the new urban boundary for Breslau to achieve comprehensive planning of the services necessary to support growth provided that the Township continues to implement staging in keeping with Woolwich's guiding principles and objectives reflected in the Official Plan and new Strategic Plan.

Staging Plan Criteria

Staff's proposed Staging Plan for Breslau establishes new growth rate targets and a sequential order of development to align with Breslau's preferred sanitary servicing strategy and other planning priorities that are discussed below.

Growth Rate

The growth rate and ultimate population that is planned for Breslau factors the annual population that will be directed to the Greenfield Areas and population generated through infill/intensification.

The Built Boundary was established by the Province in the "Places to Grow" – Growth Plan legislation which represented existing developed areas within a larger urban area as of the year 2006. The Built Boundary was established to ensure that a minimum percentage of municipalities' overall growth shall be planned within this area through redevelopment and intensification to better utilize existing services and infrastructure, make more efficient use of vacant or underutilized land and to 'slow' the sprawl of growth into the Greenfield Areas. The Township's Official Plan identifies the location of the Built Boundary for Elmira, Breslau and St. Jacobs. The Plan established a minimum target of 20% of Woolwich's overall urban growth to occur within the Built Boundary through redevelopment and intensification. The proposed Breslau Staging Plan has broadened this target to include populations subsequently generated outside the Built Boundary with

the creation of Accessory Dwelling Units (ADUs) in new subdivision or the repurposing of existing non-residential uses to residential. Staff note that this percentage may be low in comparison to other urban centres. The Township has acknowledged that there isn't the capacity within these settlements to achieve a higher target without encroaching into and impacting stable, low density residential neighbourhoods. The Official Plan review, currently underway, has prepared a redevelopment and intensification strategy that will identify strategic growth areas outside stable neighbourhoods (such as the respective Core Areas) and additional flexibility was provided in the new Zoning By-law for ADUs to meet or exceed this 20% target. Any infill and intensification growth occurring annually in Breslau outside of the identified Greenfield Areas are not subject to the staging policies because it does not achieve the same level of growth (typically less than 20%) or community impacts as development within the Greenfield Areas. The proposed Staging Plan for Breslau projects 140 people to be generated annually through infill and intensification, which will represent 20% of Breslau's planned annual growth rate.

The remaining 80% of the growth occurring in Breslau will be directed to the eligible Greenfield Areas which proposes to represent 550 people annually. This rate was determined through recent decisions made in the allocation of growth for Breslau. In the 2017 Breslau secondary planning exercise, when staging was first introduced, the Township allocated approximately 340 people (or 125 units) annually to the two major Greenfield subdivisions (i.e., Thomasfield Homes – Hopewell Crossings and Empire – Riverland). This annual allocation would extend until 2029 when the two subdivisions were expected to be fully developed. Subsequently, additional lands were added to Breslau's Urban Area as part of Regional Official Plan Amendment #2 in 2019 between the Elroy Acres neighbourhood and Fountain Street, formerly owned by Breslau Properties and now owned by Midwest (or Madison Homes). In 2023, the Township allocated an additional 206 people (75 units) annually to provide for the Midwest development that would extend to 2041 when the subdivision is expected to be fully developed. This additional allocation resulted in a total annual Greenfield Area growth starting in 2025 of 550 people and provided for 3 subdivisions to develop at the same time. This growth occurring annually in the Greenfield Areas was determined to be acceptable, manageable and in keeping with the guiding principles and objectives outlined in earlier in this Report. The increase in Breslau's annual growth rate was also required to:

- meet the Township's overall growth targets,
- support the future GO station and transit needs,
- reach industry-standard population thresholds to attract new commercial business and to create/sustain a downtown area, and
- provide and fund community services and amenities to serve a more urban form of development.

The proposed Staging Plan continues with this growth rate of 550 people annually within the Greenfield Areas moving forward when the Thomasfield Homes and Empire subdivisions exhaust their respective allocations in 2029.

The amount of population projected annually within the Greenfield Areas (i.e. 550 people annually) and through intensification outside the Greenfield Areas (i.e. 140 people annually or 20%) totals 690 people, which represents a yearly growth rate of approximately 9% per year in Breslau. The proposed growth rate allows Breslau to continue to permit up to 3 subdivisions to develop simultaneously offering a broad range of housing products to the consumer and will generate a population of approximately 32,000 people by the planning horizon of 2051, representing an increase of approximately 24,000 people from its current 2024 population. This growth rate far exceeds the current 3% growth rate targets in Elmira and St. Jacobs as prescribed in the Official Plan. However, given the size of the Breslau's urban limits and its Urban Area designation in the Official Plan (like the 3 cities), it is expected to absorb a significant portion of Woolwich's and the Region's overall growth within this planning horizon.

Servicing Strategy

The Township servicing strategy has significantly influenced the preparation of the proposed Staging Plan for Breslau. In addition to providing for the logical staging of services in an efficient and cost-effective manner, the sequential order of development of the Greenfield Areas considered the following:

- The available wastewater capacity within the VSPS and the timing to complete the necessary improvements to the Breslau Wet Well to realize its full allocation of 189 L/s as provided in the CBSA.
- The available wastewater capacity within the Hopewell Crossings Pumping Station which currently services the Thomasfield Homes residential and planned employment development (Note: the preferred land use plan proposes to redesignate Thomasfield Homes' employment lands to residential).
- The sanitary catchment areas identified in the approved EA which determines which flows from the Greenfield Areas will be directed to the VSPS or the sanitary trunk sewers connected to the Cambridge system.
- Prioritizing those Greenfield Areas, which require minimal or no further public investment of infrastructure improvements, to develop in the earlier phases.
- Aligning the development of Greenfield Areas with the projected timing of capital works to extend the sanitary trunk sewer along Fountain Street from Middle Block Road to Kossuth Road in Cambridge by the Region.
- Aligning the development of the Greenfield Areas with the projected timing of capital works to construct the sanitary trunk sewer/lift station along Fountain Street from Kossuth Road to the employment area (via Jetliner Road) and residential areas (via Woolwich Street South and Fountain Street) by the Township.

Other Planning Priorities

There are other planning priorities that informed Staff in the preparation of the proposed Staging Plan including:

- The development of key transportation corridors in accordance with the Transportation Network Strategy.
- Allowing the newly identified Breslau Core Area to develop in the early stages and to provide concentric growth, at a greater density, around the Core Area to ensure its long-term viability.
- Facilitating GO Transit on the Regional owned lands on Fountain Street as well as other transit opportunities.
- Facilitating the development of affordable housing on the Regional owned lands on Fountain Street adjacent to the planned GO Station.
- Providing community space/programing and recreational facility opportunities.
- Having concurrent development of employment lands with new residential growth to ensure Breslau develops as a complete community.
- Acknowledging the current access policies imposed by the Ministry of Transportation along the Victoria Street North corridor which temporarily limits or delays development in this area until such time as new Highway 7 is constructed, and the ownership/jurisdiction of the corridor is transferred to the Region.
- The completion of several sub-watershed studies prior to development occurring within certain portions of the expanded urban area.
- The completion of an engineered analysis of the natural hazard lands prior to development occurring within certain portions of the urban area.

Breslau's Proposed Staging Plan

In consideration of the planned growth rate, sanitary servicing strategy and other planning priorities, Staff prepared a proposed Staging Plan for Breslau in Attachment No. 3 which identifies the sequential order of development and projected phasing/timing of the Greenfield Areas. The number on the Plan identifies the location and extent of the Greenfield Areas and does not represent the sequential order of development. The coloured shading corresponding with a phase (i.e., Phase 1, 2, 3, etc.) projects the timing of development. The Plan also identifies the Built Boundary and infill/intensification opportunities.

Next Steps

As noted in the establishment of the Interim Control By-law for Breslau, Staff has carved out a separate consultation process to solicit input on Breslau's proposed Staging Plan given its importance to the growth of the community and the significant interest it has garnered with the stakeholders/developers. Staff is presenting this Report and Plan to Council for information which is a general framework to allocate Breslau's growth, and to receive preliminary feedback and/or direction. It is also the opportunity to make this Plan public to inform the community and stakeholders/developers and to engage in one-on-one discussions over the coming months. Staff expects to present a preferred Breslau Staging Plan for Council's endorsement in the 1st quarter of 2026. Once endorsed, the

Plan and associated staging polices will be incorporated into the draft new Official Plan for further public consultation later this year. Council's endorsement will provide direction to Staff in responding to preliminary or formal planning applications received for proposed developments within the Greenfield Areas in Breslau once the Interim Control By-law lapses.

Interdepartmental Impacts:

The Staging Plan for Breslau allows the various Township departments to appropriately forecast, budget and provide the necessary services and programing that are associated with new growth.

Financial Impacts:

The Staging Plan will be used to forecast growth in Breslau to budget the required capital infrastructure projects and for reviewing the Township's Development Charges By-law.

Community Strategic Plan Impacts:

Cultivate long-term economic prosperity: We will carefully navigate the planning and development of our communities through phased and managed growth that supports economic sustainability and community well-being.

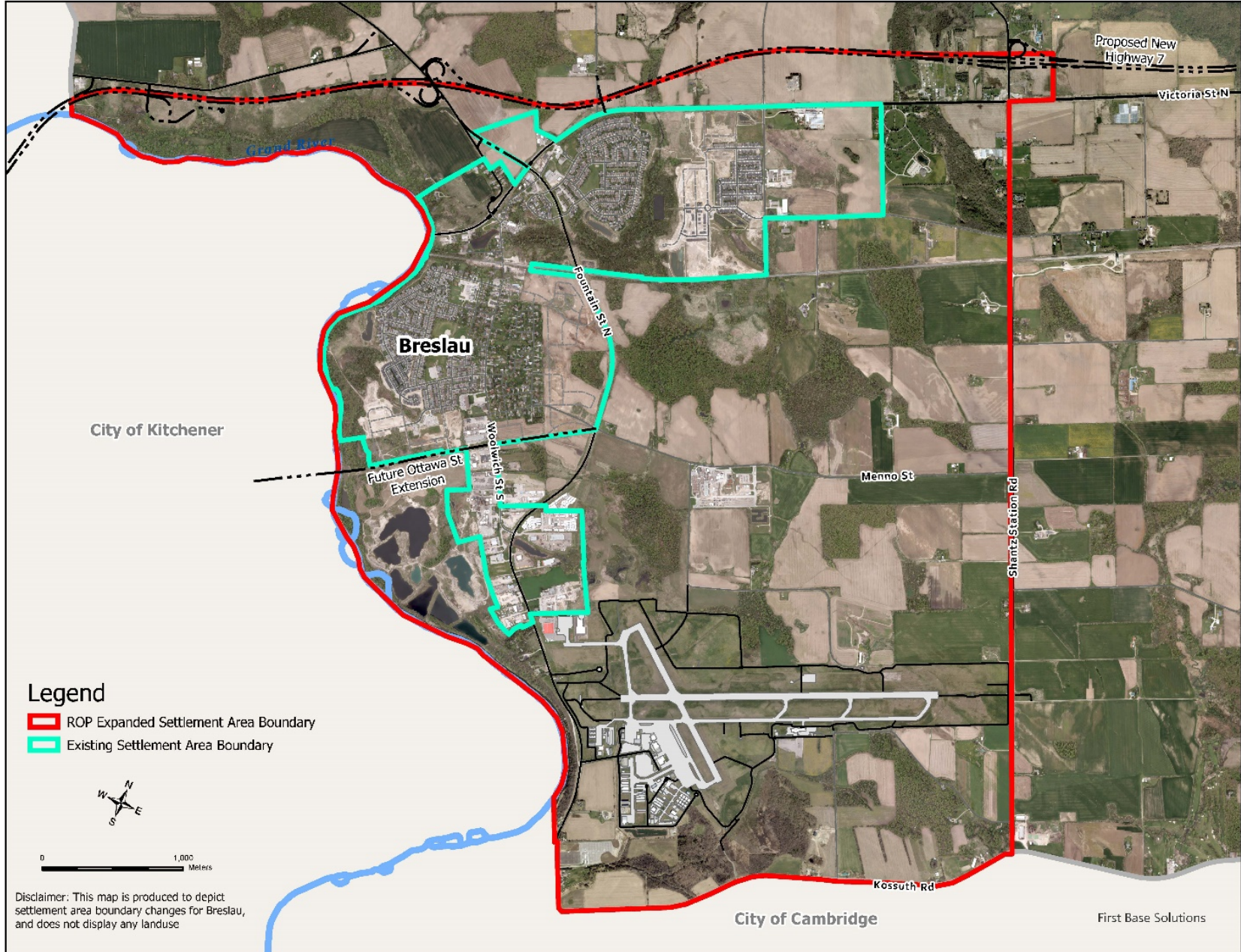
The proposed growth rate and population projection, as well as the sequential phasing of development for Breslau will implement the Township's long-standing philosophy of having a consistent and managed rate of growth for the larger urban areas of Woolwich as discussed in this Report.

Conclusion:

Staff is presenting this Report and proposed Staging Plan to Council for information, which is a general framework to allocate Breslau's growth and to receive preliminary feedback and/or direction. It is also the opportunity to make this proposed Plan public to inform the community and stakeholders/developers and to engage in one-on-one discussions over the next couple of months that may further inform the Plan. Staff expects to present the preferred Staging Plan for Council's endorsement in the 1st quarter of 2026.

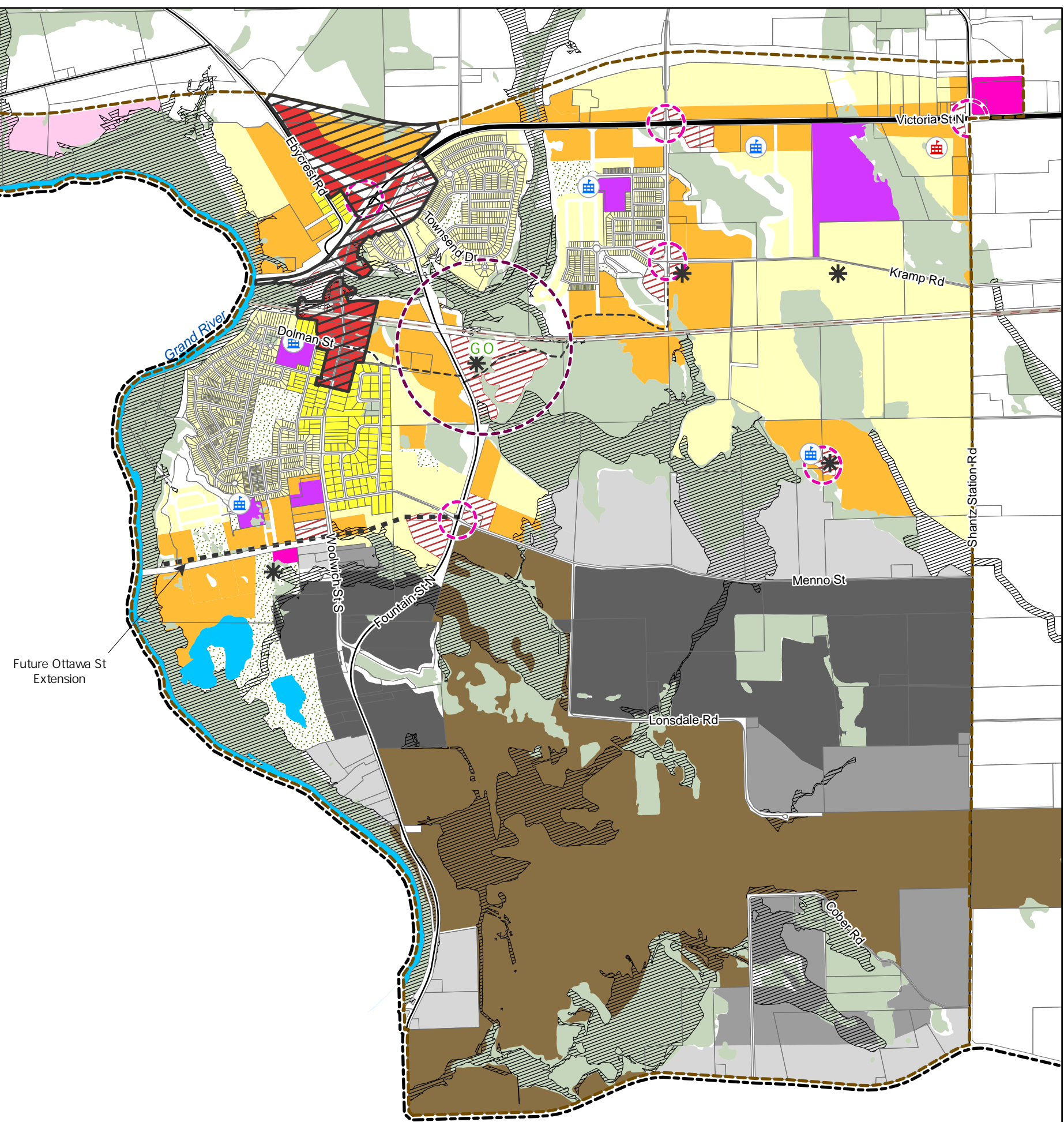
Attachments:

1. Map of Breslau's Urban Area Expansion
2. Breslau Preferred Land Use Plan Endorsed by Council
3. Breslau's Proposed Staging Plan





Map 6.2 Breslau Land Use Plan



- Township of Woolwich
 - Urban Boundary
 - Property Lines
 - Railway
 - Provincial Highways
 - Regional Road
 - Township Road
 - Future Regional
 - Planned Local Collector/Connection
 - Region of Waterloo International Airport
 - Major Hydrology Features
 - Natural Hazard Overlay
 - Strategic Growth Area
 - MISA - 500m Radius
 - Node
 - Elementary School
 - High School
 - Potential Recreation Facility Locations
- Designations**
- Commercial
 - Core Area
 - Employment Land 1
 - Employment Land 2
 - Industrial
 - Institutional
 - Low/Med Residential
 - Med / High Residential
 - Mixed Use
 - Open Space
 - Service Commercial
 - Village Residential
 - Natural Heritage System



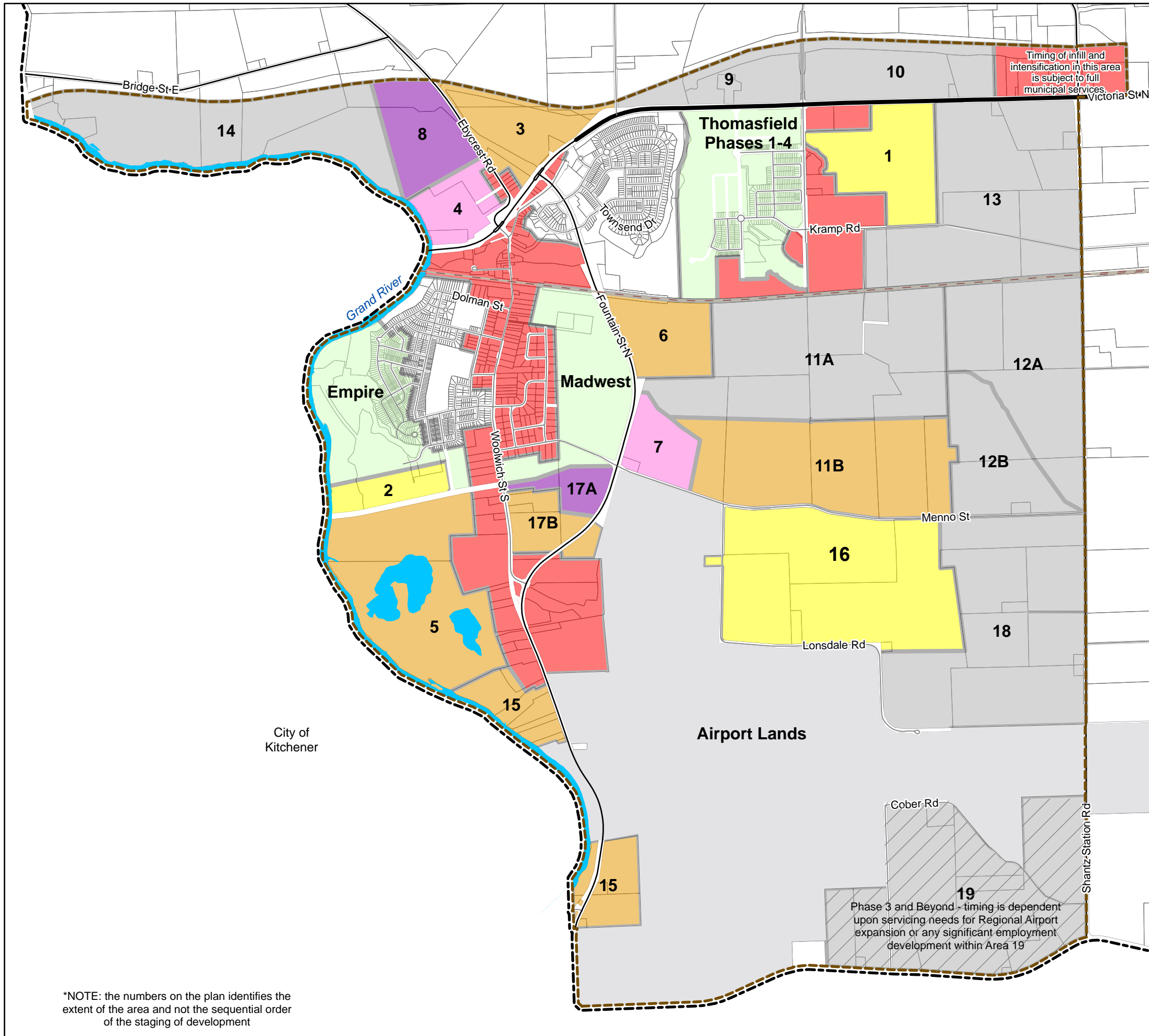
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Map Authors: NPG Planning Solutions Inc. & Township of Woolwich - GIS
 Data Sources: Township of Woolwich, Region of Waterloo, Province of Ontario - GeoHUB
 Spatial Reference: NAD83 Zone 17N
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Map 6.5

Breslau Staging Areas



- Township of Woolwich
 - Urban Boundary
 - Property Lines
 - Railway
 - Provincial Highways
 - Regional Road
 - Township Road
 - Region of Waterloo International Airport
 - Major Hydrology Features
- Phase of Planned Development**
- Existing Greenfield Area
 - Built Boundary / Infill and Intensification Areas
 - Phase 1: Current Allocated Development 2017 - 2040
 - Phase 2: 2029 - 2037
 - Phase 3: 2032 - 2046
 - Phase 4: 2040 - 2051 and Beyond
 - Phase 5: 2046 - 2051 and Beyond
 - Phase 6: 2051 and Beyond



*NOTE: the numbers on the plan identifies the extent of the area and not the sequential order of the staging of development

Map Authors: NPG Planning Solutions Inc. & Township of Woolwich - GIS
 Data Sources: Township of Woolwich, Region of Waterloo, Province of Ontario - GeoHUB
 Spatial Reference: NAD83 Zone 17N
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The Corporation of the Township of Woolwich

By-law No. ###-2026

A By-law Extend the Time for an Interim Control By-law respecting Breslau Greenfield Unallocated Lands for the Corporation of the Township of Woolwich under Section 38 of The Planning Act, R. S. O. 1990, as amended

WHEREAS Section 38 of the Planning Act, R.S.O. 1990, as amended, authorizes the council of a municipality to pass an interim control by-law where the council has directed that a review or study be undertaken in respect of land use planning policies in the municipality, or in any defined area or areas thereof; and

WHEREAS the Council of the Township of Woolwich deems it necessary to extend this Interim Control By-law to provide the Township the time to complete a study of the Staging of Development for greenfield residential land in Breslau without allocated services to:

- determine the logical progression and sequential order to develop the greenfield area in a way that is efficient and cost effective;
- develop a long-term servicing plan with timing and costs of infrastructure required to service lands within the Settlement area; and
- plan for community services, facilities and programming to support the new and existing development in Breslau.

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WOOLWICH ENACTS AS FOLLOWS:

1. Section 3 of By-law 20-2025 be repealed and replaced with the following:

This by-law shall come into force and take effect immediately upon its passing by Council and shall be in effect until November 27, 2026, unless this By-law is otherwise extended in accordance with the provision of the Planning Act, R.S.O. 1990, as amended.

The Municipal Clerk is hereby authorized and directed to proceed with the giving of notice of the passing of this By-law, in accordance with the Planning Act, R.S.O. 1990, as amended.

FINALLY PASSED AND ENACTED this day of , 2026.

Mayor

Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.



SHAPING GREAT COMMUNITIES

May 12, 2026

File No. 25135

Township of Woolwich
 24 Church Street West
 Elmira, ON
 N3B 2Z6

Attn: Jeff Smith, Director of Corporate Services / Clerk

**Re: Breslau Staging & Growth Interim Control By-law Extension
 Development Services Staff Report DS17-2026**

Dear Mayor Shantz & Members of Council:

We understand that Development Services Staff Report DS17-2026 will be presented at this evening's Regular Meeting of Council as Agenda Item 4.6.1, recommending that Council amend Interim Control By-law No. 20-2025 to extend its effective period to November 22, 2026.

We have reviewed Staff Report DS17-2026 and, on behalf of our client, Thomasfield Homes Ltd., wish to express our support for the recommended extension to provide Township staff sufficient time to complete the final stages of the Breslau Staging of Development Study. It is our opinion, and our client's view, that the completion of this study and the implementation of appropriate policies in accordance with the study's recommendations are required for the efficient delivery of cost-effective municipal services for current and future residents and for the orderly, logical progression of future development, in accordance with sound planning, within the Breslau Settlement Area.

We appreciate your consideration of these comments during deliberations on this matter.

Yours truly,
GSP Group Inc.

Hugh Handy, MCIP, RPP
 Vice President

cc. Tom McLaughlin, Thomasfield Homes Ltd.
 Peter Pickfield, Garrod Pickfield LLP

PLANNING | URBAN DESIGN | LANDSCAPE ARCHITECTURE

72 Victoria St. S., Suite 201, Kitchener, ON, N2G 4Y9
 162 Locke St. S., Suite 200, Hamilton, ON, L8P 4A9
 gspgroup.ca

Technical Remediation Advisory Committee (TRAC) Update to Council

May 12, 2026

Township of Woolwich
24 Church Street West, Elmira

Key Takeaways

- Our municipal water supply is safe
- Cleanup has made significant progress
- 2026 Work Plan Update:
 - Aquifer Testing/ Bench Scale
 - Reviewing cleanup methods/options
 - Biomonitoring of the creek
 - Public consultation program for the Groundwater Remediation Framework

Outline

- 2025 Annual Monitoring Report (AMR)
 - Historical water levels in the upper and lower municipal aquifers (**under pumping conditions**)
- 2026 Work Plan and RAP Update
- Next steps



2025 Annual Monitoring Report

LANXESS Canada Co./Cie.
31 March 2026

→ The Power of Commitment



2025 Groundwater Plume Analytics® and Remediation Effectiveness Evaluation

LANXESS Canada Co./Cie
Elmira, ON

Submitted to:
LANXESS Canada Co./Cie
Elmira, Ontario

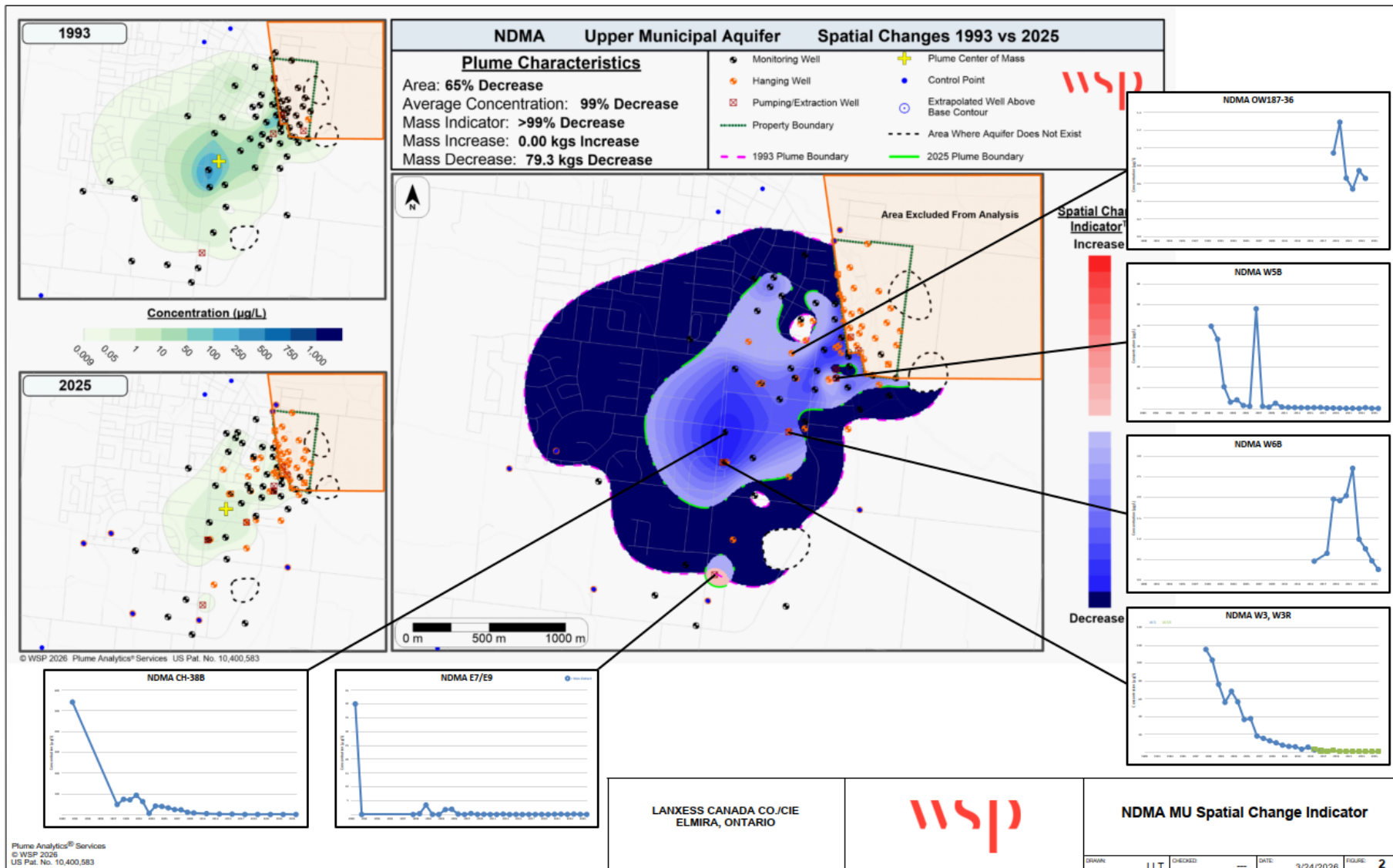
Submitted by:
WSP USA Inc.
8700 Trail Lake Drive
Suite 101
Memphis, TN 38125

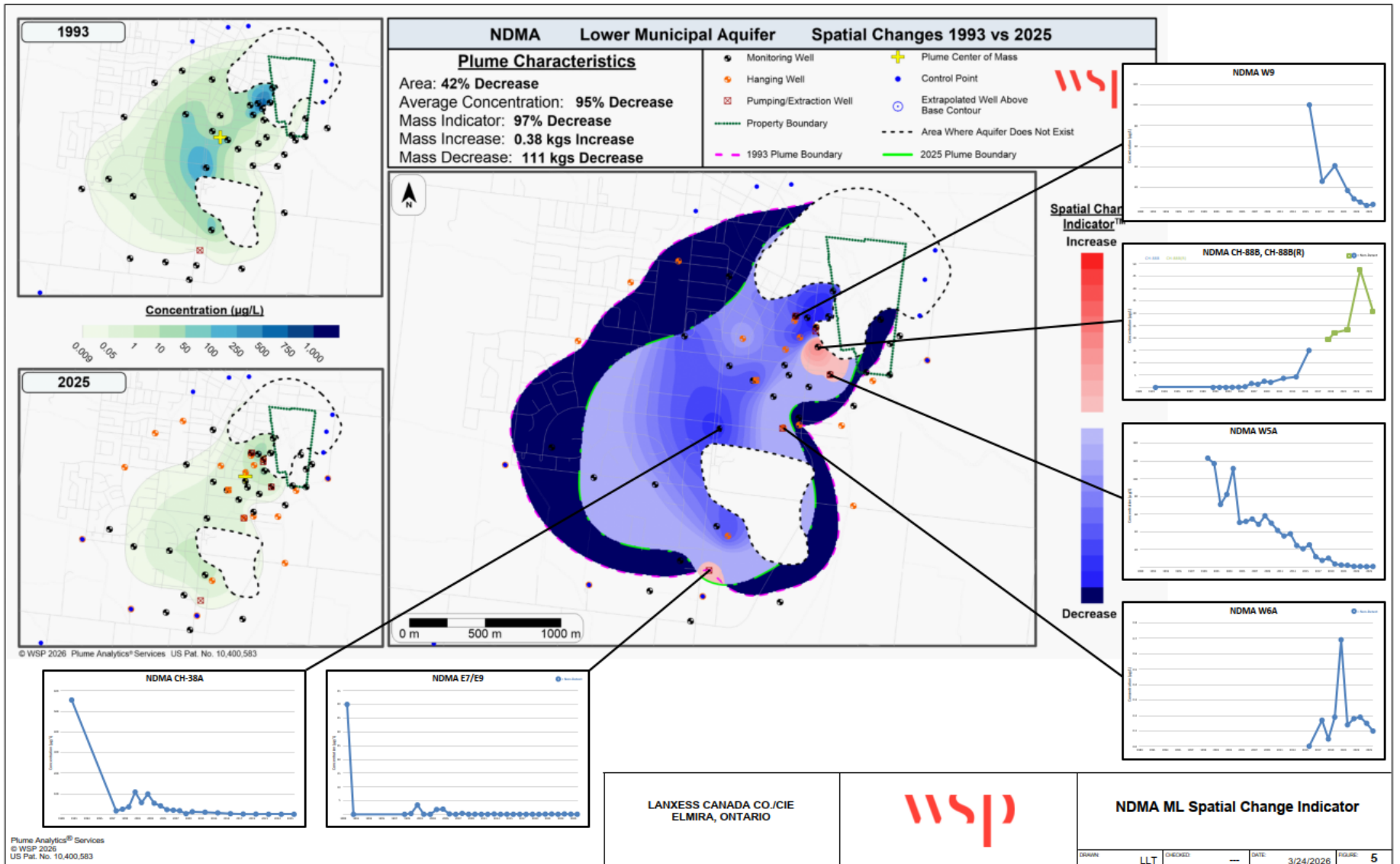
March 2026

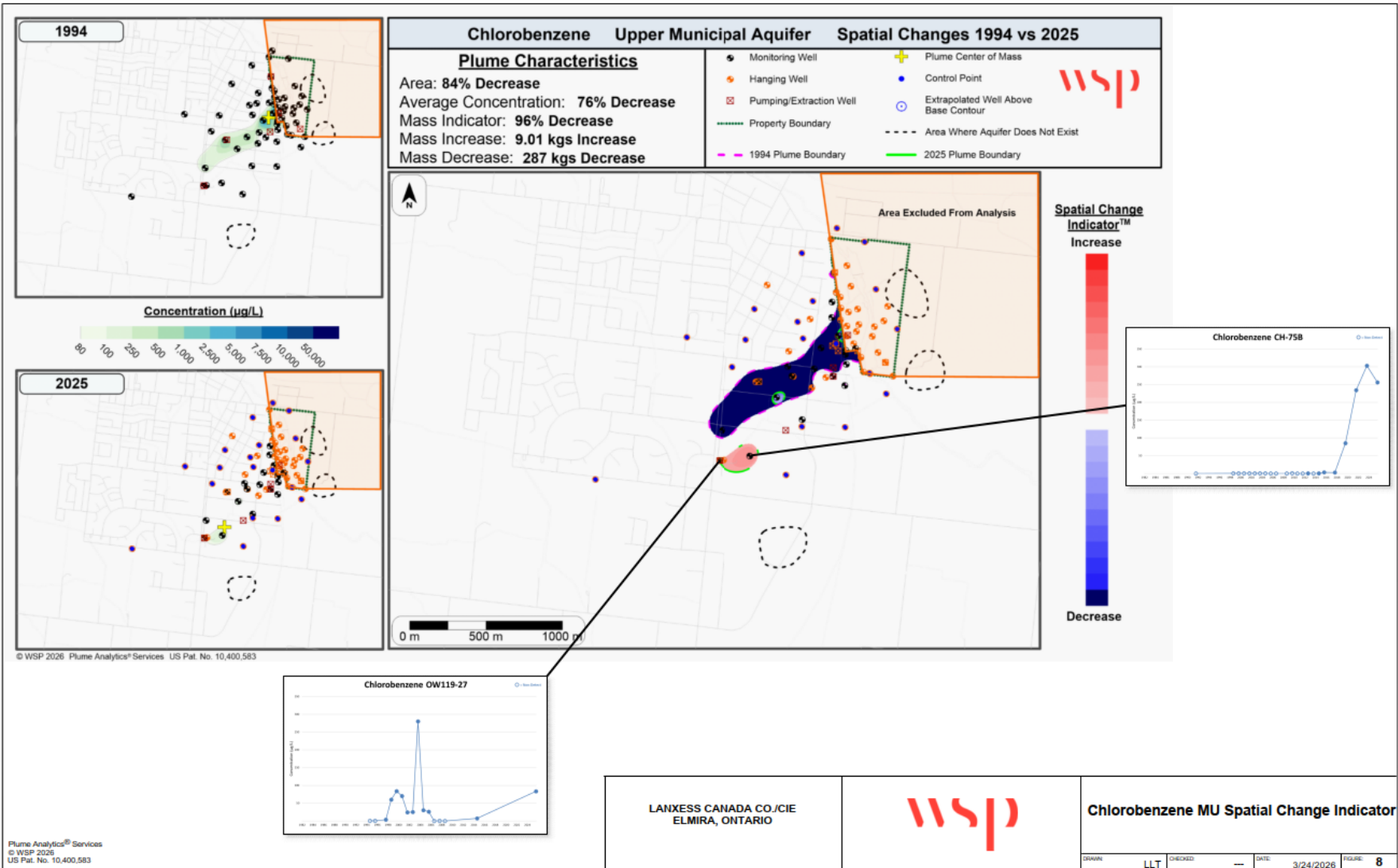


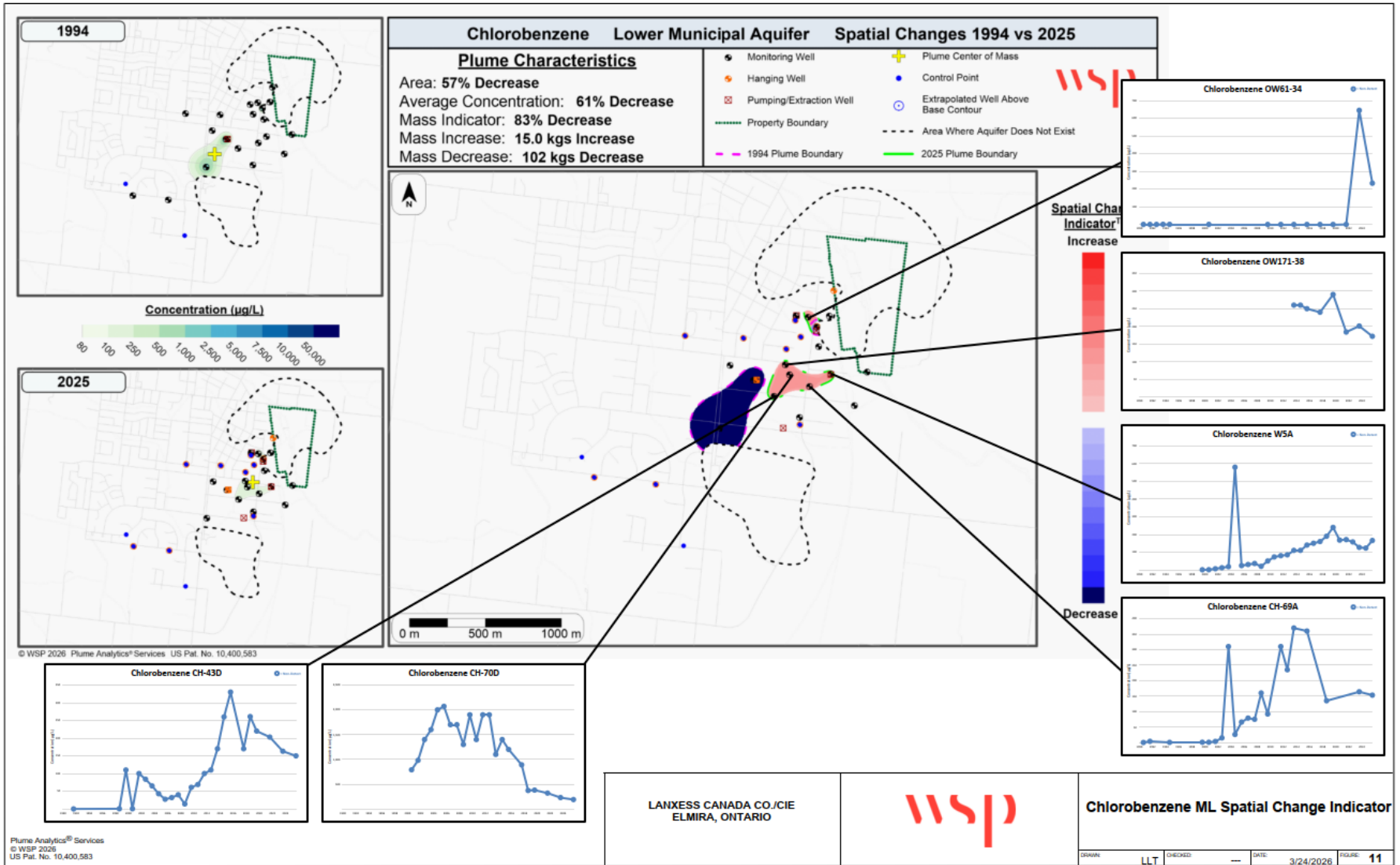
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Joe Ricker Plume Stability Analysis (Separate PowerPoint file)





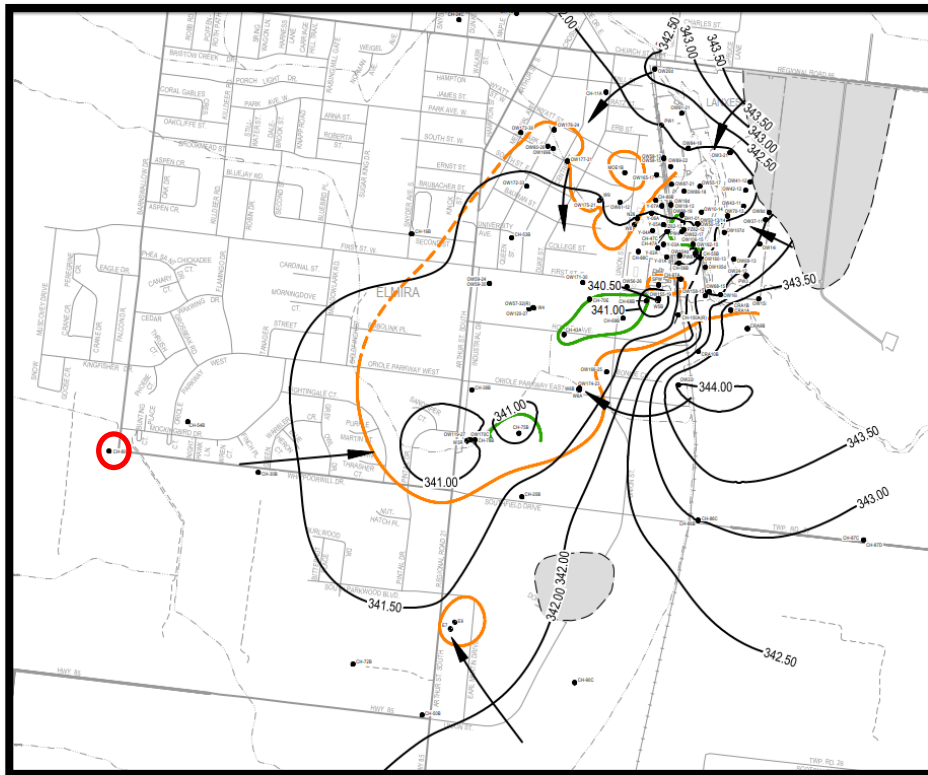




Historical Groundwater Elevations Upper and Lower Municipal Aquifers

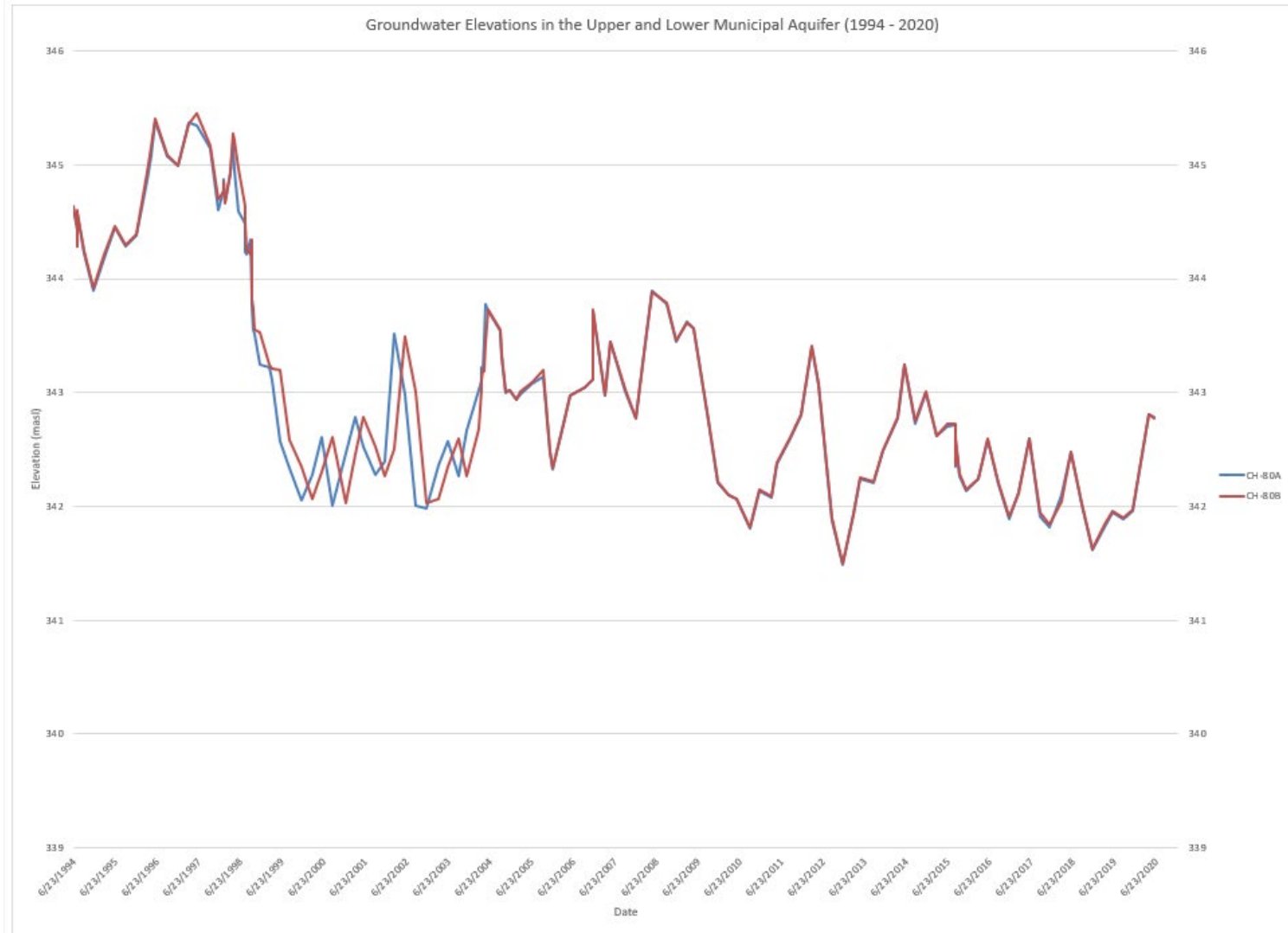


Lower Municipal Aquifer CH-80A



Upper Municipal Aquifer CH-80B

Groundwater Elevations (1994-2020)



Update from Lanxess to TRAC

December 11, 2025

Municipal Aquifer Trial Recap



- Objective to assess pseudo-state (non-pumping), natural conditions.
- Off-site extraction wells (W3R, W5A/B, W6A/B, W8, W9) turned off on June 27 for eight weeks.
- Containment well E7 continued to operate to ensure containment of NDMA plume to the south. The wells were re-started August 19, 2025.
- Key activities:
 - sampling groundwater for key parameters (Chlorobenzene, NDMA, nutrients, etc.)
 - measuring pH, conductivity, dissolved oxygen
 - collecting groundwater elevations data
- The aquifer trial data, along with the bench scale study data are being used to further evaluate natural attenuation potential, identify potential higher concentration areas for targeted treatments, and assess potential additives to accelerate NDMA remediation.



Update from Lanxess to TRAC

February 19, 2026

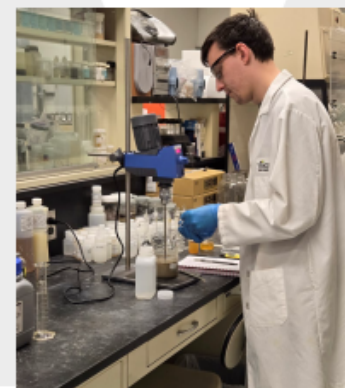
The bench scale study may take through the middle of 2026 to complete.



- Receipt of 4 week NDMA data – Mid December
- 8 week samples to lab – Week of December 22
- 8 week chlorobenzene data available – Dec 22
- 8 week NDMA data available – January 12
- Submit 16 week samples – Week of Feb 16

Continue tests:

- Submit 24 week samples – Week of April 13
- Final data not available until mid-May for evaluation



Update from Lanxess to TRAC

February 19, 2026

Planned Work – Remedial Alternative Analysis



- Ricker Analysis for the Groundwater Remedy
- Finish bench scale
- Consider data gap evaluation to assess potential areas of higher concentrations of NDMA and Chlorobenzene (CB)
- Update remedial alternative evaluation assessment
 - Depending on evaluation, consider further field investigations or pilot testing.
 - Develop required work plan(s).

Update from Lanxess to TRAC

February 19, 2026



Public Consultation Program for the Remedial Framework Post 2028

- Ontario Environmental Regulations require the completion of public consultation for any new instruments (Permits/Approvals/Orders) prior to review and implementation
- LANXESS will facilitate and complete the necessary public consultation under the guidance of the Ontario Ministry of the Environment (MECP)

We are committed to working collaboratively with the community, local stakeholders, and TRAC to create a transparent and inclusive consultation process that empowers participation, informs decision making, responds to concerns in a clear and accountable way and ensures that all ideas are recognized and thoughtfully considered.

Expected Reports

- Bench Scale Testing Report (June /July 2026)
- Preliminary Groundwater Remedial Technology Evaluation Report (August 2026)
- Off-site Municipal Aquifer Steady-State Conditions Report (Review completed – more work needed)
- Pilot Study or Data Gap Work Plan (TBD)
- Canagagigue Creek Fish Tissue Biomonitoring Report (early May)

Remedial Action Plan (RAP)

“A guideline that proposes a series of engineering and geological procedures, in order to feasibly perform contamination cleanup actions over a strategic period of time.”

(Geo Forward, April 2024)

Update from Lanxess to TRAC

February 19, 2026

Odds & Ends



- **How much water do we treat and discharge?**
 - Approximately 1 million us gallons or 3.78 million litres per day, or
 - Approximately 30 million us gallons or 113 million litres month, or
 - Approximately 360 million us gallons or 1.23 billion litres annually
- **Daily we could supply 25,000 people with water or roughly 2 towns the size of Elmira**
- **How many households could this water supply? - 3,500 households (Average household of 2.71 in the Region of Waterloo)**
- **Ideas for a better end use for all or a portion of this water?**

Current Challenges

- Remaining pockets of contamination harder to clean up
- Pumping is less efficient than before
- Need to finish testing and select the best technologies/ methods/options for clean up
- Region's growing water needs raises the stakes when discussing potential longer-term future use of Elmira's municipal aquifers

Additional Updates

- **Fish tissue biomonitoring completed in September 2025**
 - Stantec Consulting Ltd. (Stantec) completed the fish community assessment and the additional Biological Monitoring Fish Tissue Study within Canagagigue Creek to satisfy condition 17(2) of ECA number 0831-BX6JGD.
 - Report is pending.
- **Creek Risk Assessment and Requested Clean Up**
 - Waiting for a second revision of the Draft HHERA, responding to MECP and TRAC (TAG/RAC) comments

Next Steps Summary

- **Creek Risk Assessment (HHERA)**
 - Data Summary Report (Submitted to MECP for review)
 - Issue revised HHERA (2 reports - Human and Ecological) (later in 2026)
- **Technical Investigations and Remedial Alternative Evaluation**
 - Based on the results of the aquifer and bench scale testing (Q3 2026)
- **ECA Biomonitoring Program (Fish Tissue Study) (early May)**
- **Public Communication**
 - Subscribe to Engage Woolwich (Updates as soon as they are available) (Ongoing)
- **Public Consultation Program**
 - Developing (Q3 2026)

Key Takeaways

- Our municipal water supply safe
- Progress is being made, but there is still work to be done
- Public consultation program for the Remedial Framework (i.e. RAP) Post 2028 being developed

Additional Resources

- Municipal Aquifer Remediation Monitoring
- [2025 Annual Monitoring Report \(GHD, March 2026\)](#)
- Canagagigue Creek Risk Assessment
- [Revised Draft Risk Assessment – Canagagigue Creek \(Stantec, May 9, 2023\)](#)

Public Communication

Home / Township of Woolwich / Technical Remediation Advisory Committee (TRAC)

Technical Remediation Advisory Committee (TRAC)



The Technical Remediation Advisory Committees (TRAC) mandate will be to ensure the appropriate review of legacy environmental issues (including soil, water and air contamination) and remediation efforts occur associated with the LANXESS Canada Co./Cie (LANXESS and its predecessors) chemical manufacturing site located in the town of Elmira, Ontario, within the contaminated Elmira aquifers (municipal aquifers), and any off-Site environmental impacts.

TRAC is an advisory body that includes members of the community, and interested groups such as the Ministry of the Environment, Conservation and Parks (MECP) and LANXESS and reports to Council.

For more information about how this committee runs, you can view the TRAC Terms of Reference (under Resources and Correspondence) and the [Township of Woolwich Procedural By-law](#).

Agendas and minutes can be viewed on the [Council and Committee Calendar](#) on the Township Website. Historical information can be requested through the Committee Support Specialist.

NEWS FEED

Participation in TRAC Meetings

Members of the public are welcome to register as as delegation to TRAC and can participate in meetings by:

- Attending in person
- Submitting a comment in writing before noon on the day of the meeting
- Making a delegation or attending a in-person, by video or by toll-free phone
- Reading meeting minutes

When a member of the public wants to add a topical item to a TRAC agenda and speak to the committee about it, a formal, written delegation request must be received by 4:30 p.m. a minimum of eight (8) calendar days before the scheduled meeting date and can be done by completing an online delegation request form.

[Continue reading...](#)

Page last updated: 15 Jan 2025, 10:29 AM



STAY INFORMED

Subscribe for project updates

Thank you for subscribing.

1 member of your community is following this project

Resources and Correspondence

TRAC - Terms of Reference - 2024 (Approved March 2024).pdf (1.44 KB) (pdf)

Correspondence

Reports and Resources

Important Links

[Assuring Protection for Tomorrow's Environment \(APT Environment\) Collection](#)

Contact Us

Stacey Bruce

Committee Support Specialist

SB

Email: stbruce@woolwich.ca

Videos



[more...](#)

Engage Woolwich Community Projects

- <https://www.engagewr.ca/trac>
- **Subscribe for project updates**
 - Videos of TRAC meetings
 - Correspondence
 - Reports and Resources
 - Other important links e.g. WLU archives
- **Water is safe to drink**
 - <https://www.woolwich.ca/build-invest/water-and-sewer-services/>

Thank You

Groundwater Remediation Approach

- One On-site Upper Aquifer Collection System (UA CS)
 - Prevent on-site contaminated groundwater from entering Canagagigue Creek.
- One On-site Containment and Treatment System (CTS)
 - Prevent off-site migration of contaminated groundwater.
- Two Off-site Containment and Treatment Systems (CTS)
 - Off-site CTS
 - two (2) stand-by extraction wells (W3 and W4) and seven (7) extraction wells (W3R, W5A, W5B, W6A, W6B, W8, and W9)
 - Containment well E7
 - operated to contain the southern limit of the Municipal Aquifer (MA) NDMA plumes, both in the MU and ML
 - Objectives of the Off-site CTS are containment of the Off-site plumes in the upper and lower municipal aquifer (MU and ML) and maximizing off-site contaminant mass removal without compromising the on-site groundwater containment.

**Township of Woolwich
Summary of Recommendations to Council
From April 28, 2026 Regular Meeting of Council**

**R03-2026: Bloomingdale Community Centre and Region of Waterloo Library
Branch Relocation**

That the Council of the Township of Woolwich considering Report R03-2026 respecting the Bloomingdale Community Centre and Region of Waterloo Library Branch relocation be deferred to no later than the August 25th, 2026, Regular Meeting of Council.

Township of Woolwich

Regular Meeting of Council Minutes



Tuesday, April 28th 2026 - 7:00 p.m.
 Council Chambers – with YouTube Livestream
 24 Church Street West, Elmira

Present: Mayor Sandy Shantz
 Councillor Bonnie Bryant
 Councillor Evan Burgess
 Councillor Nathan Cadeau
 Councillor Kayla Grant
 Councillor Eric Schwindt

Staff Present: Chief Administrative Officer David Brenneman
 Clerk/Director of Corporate Services Jeff Smith

* indicates remote participation in the meeting

Approval of Agenda (6:00 p.m.)

Council discussed moving the Bloomingdale Community Centre item up in the agenda after the public to accommodate members of the public who were in attendance to speak.

Moved by Councillor Bryant
 Seconded by Councillor Cadeau

That the Council of the Township of Woolwich move item 6.1.1 sooner in the agenda to accommodate registered Delegates.

...Carried

Moved by Councillor Grant
 Seconded by Councillor Bryant

That the Council of the Township of Woolwich approve the agenda dated April 28th 2026 as Amended.

...Carried

Closed Session

Public Resolution to Move into Closed Session

Moved by Councillor Cadeau
 Seconded by Councillor Bryant

That the Council of the Township of Woolwich convenes in closed session on April 28th, 2026 at 6:00 p.m. in accordance with section 239 of the Municipal Act, 2001, for the purposes of considering the following:

- a. advice that is subject to solicitor-client privilege, including communications necessary for that purpose (Legal Matter); and

- b. personal matters about an identifiable individual, including municipal or local board employees (Staffing Matter)

...Carried

Call to Order (7:00 p.m.)

Roll Call

Mayor Shantz called the Regular Meeting of Council to order.

Public Resolution to Reconvene in Open Session (7:00 p.m.)

Moved by Councillor Bryant
Seconded by Councillor Cadeau

That Council reconvenes in open session.

...Carried

Chair's Opening Remarks

Council observed a moment of silence.

Land Acknowledgement

Mayor Shantz read a land acknowledgement.

Disclosures of Pecuniary Interest

Mayor Shantz declared a pecuniary interest in relation to item 4.2.1 as she owns property across from the site.

Council (Chair: Councillor Bryant)

Items to Come Forward from Closed Session

None.

Public Meetings

DS15-2026: Official Plan Amendment 2026-001 - 985 Bridge St W, 730 King St N and Martin Grove Road - CRA Lands Limited

Councillor Bryant chaired the meeting for this item.

In response to a question from Council, Manager of Planning Victor Labreche clarified the relationship between this report and the Official Plan.

Council discussed:

- the site's former use as a gravel pit and how that impacts the agricultural use;

Document Number: 131714

- Regional water capacity concerns; and
- Land Rehabilitation that has taken place on the application lands.

Consultant Dave Aston, Registered Professional Planner (RPP) and Partner with MHBC representing the Cook Lands Group thanked staff for their ongoing support during the application process and presented:

- The proposal concepts 1 and 2;
- The Project designs and site layouts;
- The Proposed official plan amendment;
- Potential solutions for transportation and servicing;
- The Technical studies that were completed; and
- The potential positive impacts on the Township and surrounding community.

Mr. Aston noted that the water capacity concerns will be addressed prior to moving ahead with this project.

Council discussed the landscape buffer surrounding this development.

Mr. Aston spoke about the Zoning Classes 1 through 4 and gave examples for each.

Council invited any unregistered participants to speak on this topic.

Participant Abdullah Lawendy spoke about his concerns for disrupting traffic flow and water capacity.

Participant Cheryl Preiss spoke about her concerns for well water, increased traffic and community safety related to fire risks and theft. Ms. Preiss expressed her disappointment in the rezoning, citing a previous application for the lands had been denied.

As there was no one else wanting to speak to the item, Councillor Bryant declared the public meetings to be closed.

Mayor Shantz resumed the meeting as Chair.

Mayor Shantz noted that the Bloomingdale community centre item will be moved up on the agenda to allow for the registered delegates to speak.

Moved by Councillor Grant
Seconded by Councillor Schwindt

That the Council meet as committee of the whole to discuss R03-2026: Bloomingdale Community Centre and Region of Waterloo Library Branch Relocation.

...carried

R03-2026: Bloomingdale Community Centre and Region of Waterloo Library Branch Relocation

Director of Recreation and Community Services reviewed the history of the Bloomingdale community centre and the programming that is currently available.

Council discussed:

- The cost of renting space if the community centre rentals are managed by the library;

- The survey distribution and public notification methods; and
- The Bloomingdale resident feedback from the survey.

Manager of Library Services with the Region of Waterloo Cristina McLaren presented to Council:

- The opportunity for a branch relocation;
- The current Bloomingdale library branch limitations;
- Bloomingdale Library branch statistics;
- Facility details at the Bloomingdale Community Centre;
 - Floorplan option 1 and 2;
- Potential Renovations and upgrades;
- Potential Features of a new branch;
- Operating cost of the existing branch and anticipated operations costs of a relocated branch;
- Service Level Agreement Memorandum of Understanding;
- Room reservation and programming potential; and
- Next steps.

Council discussed how libraries have changed to meet the needs of their communities often including resources that attract other user groups and creates social space opportunities.

Council discussed how the Bloomingdale location compares to other Regional libraries in the area, Bloomingdale being the smallest.

Council discussed the existing funding model and how a change could impact the Township. Staff noted that the Region would be taking on much of the responsibility and the Township would be minimally impacted.

Delegate Trish Stewart spoke to Council about:

- Her connection to the Bloomingdale area;
- The history of the community centre;
- The events that have taken place and continue to take place;
- The hardships faced by the community centre; and
- Her wish to keep the building as a community space.

Delegate and former Councillor Larry Shantz thanked Council and spoke about his concerns for the community centre being taken over by the Region. Mr. Shantz spoke about:

- The changing needs in the community;
- The programming that is available at the centre; and
- His interest in working with the stakeholders to create a space that can be beneficial to all community members as a dual space.

Mr. Shantz thanked staff for the report, spoke about the importance of maintaining a community space and expressed concerns with the Region's role in this project. Mr. Shantz asked Council to defer this decision as to further engage with residents to explore shared use responsibilities, or that Council passes to keep the status quo.

Council discussed:

- The groups that use the community space for rentals, and which groups should be consulted for more insight; and
- The importance of maintaining a space for community use.

Delegate Heather Trakalo outlined the current lease with the Bloomingdale United Church, spoke about the amenities offered by the current location and the way the community uses the current space. Ms. Trakalo noted that the funds raised from renting the space to the library are primarily used for charitable donations.

Delegate and former Councillor Deanna Zenger presented to Council regarding:

- The cost sharing between the Region and the Township;
- The benefits of the relocation to the Township;
- Her concerns for the timing of the survey and data collection; and
- Her concerns with control of the rental and costs to the Township.

Ms. Zenger requested that Council defer this decision.

Council discussed their interest in further engaging with the community to create a solution that works for all groups.

Moved by Councillor Bryant
Seconded by Councillor Schwindt

That the Council of the Township of Woolwich approves unregistered delegations to speak to Council on April 28, 2026.

...Carried

Unregistered delegate Marcia Shantz stated that she had not been made aware of the matter and only learned of it through social media.

In response to a question from Council, Ms. Stovin and Ms. McClaren spoke about the avenues that the survey was distributed.

Council discussed an interest in deferring a decision until further investigating can be done to better understand the details of the initial land donation and designated land use.

Chief Administrative Officer (CAO) David Brenneman spoke about the Region's role in delivering library services to the Township. He noted that the Bloomingdale branch had previously faced possible closure but was kept open to continue serving the community. He also highlighted both the challenges and opportunities associated with a two-tier system, emphasizing the importance of collaboration. Regional staff are willing to work with the Township to ensure these services continue to meet community needs.

Moved by Councillor Grant
Seconded by Councillor Schwindt

That the Council of the Township of Woolwich considering Report R03-2026 respecting the Bloomingdale Community Centre and Region of Waterloo Library Branch relocation be deferred to no later than the August 25th, 2026, Regular Meeting of Council.

....Carried

The Council portion of the meeting resumed.

Presentations/Delegations

David Schofield Woolwich St. S Sanitary Sewer - Servicing Levy Concerns

Mr. Schofield spoke to Council on behalf of other property owners on Woolwich st. South in Breslau. Mr. Schofield outlined his concerns regarding:

- The details of the servicing that took place;
- The Midwest subdivision;
- The Sanitary Sewer charges; and
- General property owner concerns.

Mr. Schofield requested that Council amend the by-law to apply to all users, delay the deadline for residents to select a payment method, and include property owners in the cost allocation review process.

Mr. Brenneman provided context to Council regarding the ongoing discussions between Mr. Schofield and Director of Infrastructure services, Jared Puppe. As Mr. Puppe was not at the meeting, Council discussed deferring the deadline so that an in-depth discussion can take place when Mr. Puppe could be present.

Moved by Councillor Cadeau
Seconded by Councillor Grant

That the Council of the Township of Woolwich:

1. defer the delegate's request to the May 26, 2026 meeting;
2. extend the deadline for property owners to confirm their method of payment to July 1, 2026; and
3. direct staff to circulate the recent staff report on this matter and any background staff reports to Council and interested residents seven days before the meeting.

....Carried

Delegate: Shawn Zimmer, Breslau resident – Breslau Drain #1 Concerns

Delegate Shawn Zimmer voiced his concerns with the overall process, the Drainage Act, and the amount that he has been assessed for this project.

Consultant Alex Pasley with K. Smart reviewed the process, confirmed that the Drainage Act guidelines were followed and there were no further options to change assessments to property owners.

Fire Master Plan Update

Fire and Life Safety Manager, Bill Lorimer both from The Loomex Group presented to Council regarding:

- An overview of The Loomex Group and its services;
- The project team overview;
- The purpose of a fire master plan;

- The approach and methodology;
- Areas that will be part of their review;
- Approach values;
 - Public education
 - Code enforcement
 - Fire suppression
- Stakeholder engagement; and
- The project goals

Council discussed how the master plan functions to decide service standards, and the importance of providing the appropriate levels of service to the community.

Consent Items

Council requested that item 4.4.3.4, IS09-2026: 2026 Paving Program Tender Award, be discussed before approving the consent agenda.

Council discussed the paving price, the opportunity to do more paving, and how staff manages surpluses of this nature.

Moved by Councillor Grant
Seconded by Councillor Cadeau

That the following consent items be approved:

- Recommendations from Committee of the Whole (Tuesday April 14, 2026)
- Adoption of Minutes
 - Regular Meeting of Council Minutes – April 14, 2026
- Items for Approval
 - F02-2026: Statement of Remuneration and Expenses - 202513-2026: Application for Temporary Extension of Outdoor Licensed Premises

That the Council of the Township of Woolwich, considering Report F02-2026 respecting Statement of Remuneration and Expenses – 2025, receive this report for information.

- IS06-2026: Award Of Dunke Street North Culvert Replacement Tender

That the Council of the Township of Woolwich, considering Report IS06-2026 respecting Tender Award for Contract 2026-03 Dunke Street North Culvert Replacement:

1. Award Tender 2026-03 to Lee Kieswetter Heavy Civil Incorporated at a total cost of \$624,385.11 after H.S.T. rebate; and
2. Retain Tatham Engineering Limited for contract administration, construction inspection, and post construction services at 2. a total cost of \$80,675.33 after H.S.T. rebate.

- IS07-2026: Cured-In-Place-Pipe (CIPP) Tender Award

That the Council of the Township of Woolwich, considering Report IS07-2026 respecting Tender Award for Cured-In-Place-Pipe (CIPP) Sewer Lining:

1. Award Contract 2026-09 Cured-In-PlacePipe Sewer Lining Program to PipeFlo Contracting Corporation at a cost of \$1,768,977.52 after H.S.T. rebate;
 2. Exempt the selection of a consulting engineer for contract administration, construction inspection, and post construction services from the requirements of the Purchasing By-law; and
 3. Retain 3BP Incorporated for the contract administration, construction inspection, and post construction services at a total cost of \$94,962.43 after H.S.T. rebate.
- IS09-2026: 2026 Paving Program Tender Award

That the Council of the Township of Woolwich, considering Report IS09-2026 respecting Tender Award for the 2026 Paving Program:

1. Award Tender 2026-02 to Green Infrastructure Partners Paving Incorporated (GIP Paving Inc.) at a total cost of \$3,328,813.83 after H.S.T. rebate; and
 2. Allocate any surplus budget for inclusion in the 2027 Paving Program
- IS10-2026: Petition for Drainage Works by Owner - 1665 Scotch Line Road

That the Council of the Township of Woolwich, considering Report IS10-2026 respecting the Petitions for Drainage Works by Owner - 1665 Scotch Line Road:

1. Accept both Petitions for Drainage Works received from 1000525725 Ontario Inc. for the construction of new municipal drainage works to serve the drainage areas of 1665 Scotch Line Road;
 2. Exempt the selection of a drainage engineer from the requirements of the Purchasing Bylaw; and
 3. Appoint Headway Engineering Limited as the Engineer to examine the area requiring drainage and to prepare a report for each petition in accordance with Section 8 (1) of the Drainage Act.
- Memo: Records Retention By-law Amendment

....Carried

Unfinished Business

None.

Council Business

IS08-2026:Tender Award for Contract 2026-10: Water Service Valve Replacements on Arthur Street, Elmira

Moved by Councillor Cadeau
Seconded by Councillor Bryant

That the Council of the Township of Woolwich, considering Report IS08-2026 respecting the Tender Award for Contract 2026-10 Water Service Valve Replacements on Arthur Street, Elmira:

1. Award Tender 2026-10 for the replacement of water service valves on Arthur Street to Ersman Construction Incorporated at a total cost of \$244,208.74 after H.S.T. rebate;
2. Authorize an additional \$9,208.74 to be allocated from the Water Reserve Fund to address the shortfall for the water service valve replacements; and
3. Authorize \$10,000.00 from the Infrastructure Reserve Fund to fund exploratory work related to street trees.

....Carried

IS11-2026: Tree Planting Update for Arthur Street and Budget Increase Request

Council thanked staff regarding the work that has already been done on this plan and discussed:

- Further exploring soil cells and under drainage options;
- An interest in installing Arthur Street trees in 2026; and
- Soil cell placement options.

Staff clarified that the re-surfacing of Arthur Street is a good opportunity to include soil cells without undoing new paving and noted that there are already plans to improve the alley way next to Kitchen Cuttings Cafe Inc. through the Elmira Business Improvement Area (BIA). Adding trees in that area had not been discussed by the BIA, partially due to the drainage challenges.

In response to a question regarding funding, Director of Finance Colm Lynn referenced an attachment that was not published with the agenda. Mr. Lynn updated Council on the remaining reserves in the Climate action reserve and Infrastructure reserve after planned projects are completed.

Council discussed the Elmira BIA's interest in providing input with regards to planters.

Moved by Councillor Burgess
Seconded by Councillor Cadeau

That the Council of the Township of Woolwich, considering Report IS11-2026 respecting the Tree Planting Update for Arthur Street and Budget Increase Request:

1. Authorize up to an additional \$250,000.00 to be allocated from the Infrastructure Reserve Fund to support the replacement of streetlights and sidewalks as part of the Arthur Street reconstruction;
2. Transfer up to \$140,000.00 from the Climate Action Greening Levy Reserve to fund the installation of approximately 30 street trees along the Arthur Street South corridor, with staff making best efforts to reduce the required transfer amount through alternative funding sources such as grants and donations; and

3. Direct staff to engage with soil cell experts to gain more insight into planting options and provide Council with more information about installing soil cells in other locations at a later meeting.

....Carried

By-laws

Moved by Councillor Bryant
Seconded by Councillor Grant

That the following by-laws be read a first, second, third time and finally passed:

- **21-2026:** A By-law to provide for the levy of costs for Breslau Drain #1 in the Township of Woolwich in the Regional Municipality of Waterloo
- **22-2026:** A By-law to Amend By-law 59-2017, being a By-law to Provide a Schedule of Retention Periods for the Records of the Township of Woolwich, Regarding Strong Mayor Powers
- **23-2026:** A By-law to Confirm All Actions and Proceedings of the Council

...Carried

Council Adjournment

The Council portion of the meeting was adjourned.

Committee of the Whole (Chair: Councillor Bryant)

Committee of the Whole Business

2025 Quarterly Report - October 1st to December 31st

Director of Finance Mr. Colm Lynn referred to the missing document showing the reserve analysis spanning 2024-2026 which was distributed during the meeting and will be included on the revised agenda.

Mr. Lynn presented:

- The tax supported Operating Budget performance and areas of focus;
- Utility performance;
- Capital Budget History;
- Reserve balances; and
- Plans for continuous improvement.

Council discussed the status of debts in relation to reserve funds. Mr. Lynn stated that due to the dept approved at the last meeting, there would be increases, and staff will return to Council once those updated numbers are available.

Council thanked staff for developing more data to present to Council.

In response to a question from Council, Mr. Brenneman spoke to the overtime policy and the work that is being done to improve the current system. Council discussed the importance of overtime

statistics being brought to Council, the overtime approval processes, short term disability, and human resources policy updates.

Other Business

Mayor’s Update on Regional Matters

None.

Council Reports/ Updates

Council recognized the volunteers and organizers of the Elmira Maple Syrup Festival.

Outstanding Activity List as of Thursday, April 22, 2026

None.

Items Pulled from the Information Package

None.

Items for Information and Public Notices

None.

Regular Meeting Adjournment (10:36 p.m.)

Moved by Councillor Cadeau
Seconded by Councillor Burgess

That the meeting adjourns to meet again in regular session on Tuesday, May 12, 2026.

...Carried

Sandy Shantz, Mayor

Jeff Smith, Clerk



Enforcement Services Staff Report

Report Number: DS16-2026
 Report Title: Specially Appointed Officers for Parking Enforcement
 Author: Kristen Cufaro, Municipal Law Enforcement Officer
 Meeting Type: Council Meeting
 Meeting Date: May 12, 2026
 eDocs or File ID: 131664
 Consent Item: Yes
 Final Version: Yes
 Reviewed By: Vanessa Albanese, Municipal Law Enforcement Supervisor
 Financial Review: N/A
 Final Review: Senior Management Team

Recommendation:

That the Council of the Township of Woolwich adopts Schedule "A", as amended, for By-law 71-2012 being a by-law for establishing the parking of motor vehicles on private property or in Municipal Lots.

Background:

In March 2026, the Township received a request from the property manager of Holiday Inn Express & Suites and Staybridge Suites in St Jacobs. They are requesting that certain staff be designated as Specially Appointed Officers to be authorized to ticket vehicles in violation of parking regulations on private property as provided for in By-law 71-2012, the Private and Municipal Lot Parking By-law.

The increase in attendance at the St Jacobs Farmers Market, particularly on Thursdays and Saturdays, combined with its proximity, has resulted in an increase of vehicles illegally parking on private property of both 10 and 14 Benjamin Road. Consequently, the businesses have noticed a shortage in parking spaces for registered hotel guests. The success of the businesses is directly connected to their ability to provide adequate and accessible parking for their customers and employees.

Comments:

A Specially Appointed Officer designated by Council will have the authority to issue parking tickets under By-law 71-2012 for specific private properties when signage is

clearly displayed. If a vehicle is found parked on private property without the property owners' consent, in a fire route, or in an accessible spot without a permit, the Specially Appointed Officers would have the ability to ticket any vehicle accordingly under the Private and Municipal Lot Parking By-law.

Council has previously authorized the designation of Specially Appointed Officers for other properties experiencing similar private parking issues, enabling property representatives to carry out limited parking enforcement duties as needed. Township Enforcement Officers retain their ability to ticket vehicles, however, appointing Special Appointed Officers for specific properties allows businesses with appropriate signage a timelier response to parking concerns.

Interdepartmental Impacts:

None.

Financial Impacts:

Financial Impacts are expected to be minimal. The Township receives all the fine revenue from parking tickets issued by Specially Appointed Officers and covers the cost of processing tickets. If a parking ticket issued by a Specially Appointed Officer proceeds to a Hearing, the issuing officer may be required to attend the Hearing in support of their ticket.

Climate Impacts:

None.

Community Strategic Plan Impacts:

This report aligns with the strategic direction of empower communities to be adaptable and engaged: Appointing individuals to issue parking tickets on their private property supports the strategic goal of empowering adaptable and engaged communities by giving businesses a more active role in managing local issues. It introduces a new tool for civic participation, encourages local problem solving, and promotes shared responsibility.

Conclusion:

Staff are recommending that Council approve this amendment to appoint new Special Officers to 10 and 14 Benjamin Road in St Jacobs. The new officers will receive detailed training from Enforcement Services, a supply of ticket books, and ongoing support.

Attachments:

1. Draft Amending By-law to Appoint Special Officers to 10 and 14 Benjamin Road in St Jacobs.

Attachment 1

The Corporation of the Township of Woolwich

By-law No. XX-2026

A By-law to Amend By-law 71-2012 Being A By-law for Establishing the Parking of Motor Vehicles on Private Property or in Municipal Lots

(Specially Appointed Parking Enforcement Officers)

WHEREAS section 11 of the *Municipal Act, 2001*, S.O. 2001 c.25 authorizes municipalities to regulate parking on highways as well as parking, except on highways; and

AND WHEREAS Sections 100 and 100.1 of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, authorize municipalities to regulate or prohibit parking or leaving of motor vehicles without the owner’s consent on land not owned or occupied by the municipality;

AND WHEREAS Sections 170(15) of the *Highway Traffic Act*, R.S.O 1990, c,H.8, as amended and Section 101(1) of the *Municipal Act, 2001*, authorizes the removal and storage of any motor vehicle left in contravention of a municipal by-law;

AND WHEREAS Schedule A of By-law 71-2012 sets out the Specially Appointed Officers and their respective properties in the Township of Woolwich;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WOOLWICH HEREBY ENACTS AS FOLLOWS:

Schedule “A” of By-law 71-2012 be removed and replaced by the following:

BY-LAW 71-2012

Schedule “A”

Specially Appointed Enforcement Officers	Municipal Address of Property
Bonnie Allen Andrew Del Net	St. Jacobs Farmers Market 878 Weber Street North, St. Jacobs 845 Weber Street North, St. Jacobs 25 Benjamin Road, St. Jacobs 75 Benjamin Road, St Jacobs

Jeremy Gardner Mike Moniz Ross Dettweiler Blake Smith James Linseman Stephen Klem Aaron Mosch Shujoy Ranadive Alexandra Phung Tim Clemens	Waterloo Region International Airport
Kunle Oluwojure	1700 Kramp Road, Breslau
Libby Playford	86, 90 First Street West, Elmira 1, 3, 25, 29 Killdeer Road, Elmira
Trudy Wiebe	355 Farmers Market Road, St. Jacobs
Gordana Roknic	315 Arthur Street South, Elmira
John Andrews Shauna Metcalf	1440 King St. N, St. Jacobs

Alan Card Laurie Castro Gary Good Steven Karcher Ethan Bleskie	11 Albert St. W, St Jacobs
Amarpal Singh Kanwal Kirpaljeet Singh Kanwal Gurinder Singh Kanwal	10 Dolman St, Breslau 250 Woolwich St S, Breslau
Amin Rajwani Farhad Raoufi Justine Cipriano Moeen Samnani Prince Patel Sean Nemett	10 Benjamin Road, St. Jacobs 14 Benjamin Road, St. Jacobs

This by-law shall come into full force and effect on the date it is passed.

FINALLY PASSED AND ENACTED this 12th day of May 2026.

 Mayor

 Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.



Enforcement Services Staff Report

Report Number: DS21-2026
 Report Title: By the Glass Endorsement and Exotic Pet Exemption Request
 Author: Kristen Cufaro, Municipal Law Enforcement Officer
 Meeting Type: Council Meeting
 Meeting Date: May 12, 2026
 eDocs or File ID: 131755
 Consent Item: Yes
 Final Version: Yes
 Reviewed By: Vanessa Albanese, Municipal Law Enforcement Officer Supervisor
 Financial Review: N/A
 Final Review: Chief Administrative Officer

Recommendation:

That the Council of the Township of Woolwich, considering Report DS21-2026 respecting By the Glass Endorsement and Exotic Pet Exemption Request:

1. support Shuh Orchards application to the Alcohol and Gaming Commission of Ontario for a By the Glass – Manufacturer’s Limited Liquor Sales Licence for 6515 Line 86, West Montrose; and
2. grant the Exotic Pet Exemption Request to temporarily house lemurs for Shuh Orchards Bloom Fest event in May.

Background:

Staff received two requests from Shuh Orchards that requires Council approval. The first being a By the Glass Endorsement for a Manufacturing licence through the Alcohol and Gaming Commission of Ontario (AGCO) and the second is an exemption from the Animal Control By-law 31-2018 to temporarily house exotic animals, specifically lemurs, for their Bloom Fest event.

The Alcohol and Gaming Commission of Ontario (AGCO) issues licences to Ontario wineries and breweries allowing for the on-site sale and consumption of their products to promote their products, enhance a tourist experience of their facility, and/or to provide public education.

When submitting an application to the AGCO, wineries and breweries wishing to sell their alcohol by the glass on-site must submit proof that the municipal council in which the winery operates has passed a resolution supporting the issuance of a Manufacturer's Limited Liquor Sales Licence.

Shuh Orchards is currently applying for a By the Glass – Manufacturer's Limited Liquor Sales Licence. They have indicated the on-site sale of alcohol by the glass would assist in showcasing their product offerings to the public.

Additionally, as part of their special Bloom Fest event in the month of May, Shuh Orchards is requesting to have a lemur exhibit as part of their special event. This is the first exotic pet exemption request that the Township has received. Under the current Animal Control By-law, lemurs are considered to be an exotic pet and are not permitted without a written exemption from Council.

Comments:

By the Glass

On April 29th correspondence was received from Tim Shuh of Shuh Orchards requesting a Council resolution in support of their application for a "By the Glass" Manufacturer's Limited Liquor Sales Licence.

In general, Ontario breweries and wineries holding this category of licence are permitted to sell and serve the alcohol they manufacture by the glass. Beer or wine may only be sold between the hours of 9:00 a.m. and 9:00 p.m., daily. Guests are only permitted to carry and consume alcohol on-site as approved under the liquor licence.

As part of this zoning, accessory uses are permitted and this application for "By the Glass" would comply with the accessory use provisions and be permitted by the Zoning By-law.

With respect to public notice, typically, the Township does not provide communications on these types of matters. However, once a liquor licence application has been received and reviewed by a Licensing Officer of the AGCO, the AGCO will determine if advertising of this application will be required.

Exotic Pet Exemption

As part of the exemption request, Shuh Orchards provided a proposal that involves temporarily housing three rescued ring-tailed lemurs during their Bloom Fest event in May. The animals will not be kept long-term and are intended as a short-term attraction with the public being only able to view and not physically interact with them. Feeding and handling will be carried out solely by trained staff.

The lemurs will be kept in a secured 10x10 enclosure made of wire mesh and wood, with restricted access. Public safety measures include additional barriers, no touching or

feeding, constant supervision, and detailed emergency procedures for escape, illness, or injury. The protocols outline securing the area, contacting professionals if needed, and documenting incidents. Additionally, insurance coverage has been updated to include the exotic animals.

Animal care will include daily feedings of fruits, vegetables, and biscuits. Shuh Orchards staff qualifications include a biology-trained team member, however, no formal exotic animal certifications or partnerships are listed in the request, and they will have a veterinarian on standby.

Interdepartmental Impacts:

None.

Financial Impacts:

None.

Climate Impacts:

None.

Community Strategic Plan Impacts:

Approving the By the Glass Endorsement and Exotic Pet Exemption Request for Shuh Orchards aligns with the direction of maintaining innovative customer service, as it demonstrates flexibility in responding to the evolving needs of agri-tourism and on-farm diversified uses. It also aligns with contributing to cultivating long-term economic prosperity by supporting farm diversification and enhancing local economic activity.

Conclusion:

Staff concur that sales by the glass will assist in showcasing the products of Shuh Orchards and, therefore, do recommend that Council pass a resolution of support for Shuh Orchards application for a Manufacturer's Limited Liquor Sales Licence.

Staff have reviewed the Exotic Pet Exemption request. Given the temporary nature of the request, along with the measures taken to ensure animal welfare and protect public safety, staff recommend that Council approve the exemption.

Attachments:

1. By the Glass Endorsement Email request from Tim Shuh, Shuh Orchards
2. Exotic Pet Exemption Written Request to Council from Tim Shuh, Shuh Orchards
3. Site plan

Kristen Cufaro

From: Tim Shuh <tim@shuhorchards.com>
Sent: April 28, 2026 1:26 PM
To: Kurtis Wells; Kristen Cufaro
Cc: Victor Labreche
Subject: [EXT] Municipal Resolution - By the Glass Endorsement

Importance: High

[EXTERNAL EMAIL] DO NOT CLICK links or attachments unless you recognize the sender and know the content is safe.

Good afternoon Kurtis and Kristen,

As you know, we had previously pulled our request for the Municipal Resolution in support of our alcohol licensing under the AGCO.

As an update, we are nearing sign off from Victor on our existing site compliance, so I am urgently revisiting the Township's support of Shuh Orchards "by the Glass Endorsement" to avoid spending money on individual SOPs from the AGCO.

For context, SOPs cost \$150/day, while a 4 year By the Glass Endorsement costs \$900.





I am urgently requesting and relying on Township of Woolwich's support for our application so that we can save \$1,050 for our spring events where will be selling alcohol over three weekends at the orchard.

Please advise support given we are now in site compliance.

Thanks,

Tim

Tim Shuh
Owner
Shuh Orchards

 519-497-2204
 tim@shuhorchards.com
 www.shuhorchards.com
 6515 Line 86 West Montrose, ON N0B 2V0



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Kristen Cufaro

From: Tim Shuh <tim@shuorchards.com>
Sent: April 29, 2026 6:15 PM
To: Kristen Cufaro; Kurtis Wells
Cc: Victor Labreche
Subject: Re: [EXT] Re: Municipal Resolution - By the Glass Endorsement

Hi Kristen,

For clarity, By-the-glass endorsements are available to each of wineries (which cider is included under), breweries, and distilleries. We have applied for our manufacturer's license from the AGCO. This license essentially allows us to sell our own brand of cider on site with the by the glass endorsement.

We have co-packed our Shuh Orchards cider brand with Stockyards and want to promote a single drink, something that the LSL does not allow us to do. Within the LSL, retailers are required to promote a breadth of different drinks (beer, wine, liquor).

We do not have a licensed brewery on site.


We are not interested in the SOP given the cost constraint. The by-the-glass endorsement is the correct license under the manufacturer's license from the AGCO.

Please let me know if any questions.

Thanks,

Tim

Tim Shuh
Owner
Shuh Orchards

 519-497-2204
 tim@shuorchards.com
 www.shuorchards.com
 6515 Line 86 West Montrose, ON N0B 2V0



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Kristen Cufaro

From: Tim Shuh <tim@shuhorchards.com>
Sent: May 5, 2026 9:26 AM
To: Kristen Cufaro
Cc: Evan Burgess
Subject: Re: [EXT] Re: Exemption Required

Dear Members of Council,

I am writing to request a temporary by-law exemption to allow three ring-tailed lemurs to be present at Shuh Orchards during our Bloom Fest event taking place on May 16-18 and May 23-24.

The lemurs will not be kept at the farm on a long-term or permanent basis. They will be housed on-site for the duration of Bloom Fest. The animals were rescued by Cleon Martin.

The purpose of having the lemurs on-site is to provide a unique local attraction for visitors. This will be a viewing-only display. The public will not be permitted to touch, feed, hold, or enter the enclosure with the lemurs. Feeding and care will only be handled by trained staff.

The lemurs will be housed outdoors in a fully enclosed and locked 10 ft by 10 ft cage. The enclosure is constructed with wire mesh secured to pressure-treated wood. The cage will remain locked at all times, and the key will be held only by myself. A secondary public barrier will also be placed between visitors and the enclosure to prevent close contact. The enclosure will be supervised during all hours when the public may view the animals.

The lemurs will be fed vegetables, fruit, and lemur biscuits daily. We are currently confirming veterinary coverage with a veterinarian experienced with exotic animals. I have been in contact with Mundy Veterinary Services and am awaiting confirmation.

Public safety measures will include no public interaction, locked containment, staff supervision, and a written emergency plan. In the event of an escape, staff will immediately close public access to the petting zoo area, move visitors away calmly, notify the site supervisor, keep visual contact from a safe distance, and only trained staff will attempt to guide the lemur back using calm handling, familiar food, gates, barriers, and a transport crate. The veterinarian, animal control/by-law, or police will be contacted if the animal leaves the property, enters a public area, approaches a road, or cannot be safely contained.

If a lemur becomes ill or injured, it will be removed from public display immediately, placed in a quiet and secure isolation area, and the attending veterinarian will be contacted. The lemur will not return to display until cleared by the veterinarian or site supervisor. Any affected areas will be cleaned and disinfected as needed, and the incident will be documented.

If a person is bitten or scratched, the person will be separated from the animal, the wound will be washed with disinfectant, first aid will be provided, medical attention will be recommended, the lemur will be removed from public display, and the owner, veterinarian, and Township/by-law department will be notified. An incident report will also be completed.

We have confirmed that our insurance policy for Shuh Orchards Inc. covers the addition of the lemurs.

In terms of experience, one staff member has a Biology degree from the University of Guelph and is a member of the Nutritional and Nutraceutical Science Student Association. We do not currently have formal wildlife organization certifications or partnerships.

Given the short duration of the event, the viewing-only nature of the display, the locked enclosure, the public barrier, and the emergency procedures in place, we respectfully request Council's approval for this temporary exemption.

Sincerely,

Tim Shuh

Tim Shuh

Owner

Shuh Orchards

519-497-2204
tim@shuhorchards.com
www.shuhorchards.com
6515 Line 86 West Montrose, ON N0B 2V0



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 The reader shall immediately notify the Architect of all inconsistencies, errors, or omissions which he may discover in this or other documents, or in their relation in whole or in part.

Issue #	Purpose	Date	Initials
1	Existing Site Plan	25.02.26	AB
2	Revision Existing Site plan	25.03.19	AB



Notes:
 1. All required parking will be provided on-site. No on-street parking is proposed. **permitted**
 2. No importing or removal of soil, gravel, or asphalt is proposed as part of this development. The existing site conditions will be maintained.
 3. Owner/applicant has confirmed that no permits will be required from the Grand River Conservation Authority (GRCA) as no permanent development is proposed.

* Approved By V. M.M.
 Manager of Planning
 Date: April 29, 2026

* approved based on the notes on this plan

I, Robert Shuh, as the owner of this subject property, agree to all details and notes on this plan.
 _____, dated _____

LEGEND

- Crop Areas
- Septic
- Concrete/Pavers
- Gravel
- Existing Building
- New Building
- Wooded Area
- Water Body
- Tractor Route
- Fence
- Utility/Overhead Hydro
- Property Line
- Setback Line
- Watercourse
- Ditch/Swale
- Contours
- GRCA Reg line
- GRCA Floodline
- Hydro Pole
- Well
- Site/ Building Entrance

Legend

	OFDU Area @20%
	OFDU Area @ 100%
	Agricultural Area

Site Plan Scale: 1:1500

OFDU Area		
Mark	Tag Name Region	Area Region
AG	Agricultural Area	215804 m ²
AG: 1		
OFDU100	Food Truck	260 m ²
OFDU100	Playyard	2001 m ²
OFDU100	Parking	4041 m ²
OFDU100: 3		
		6032 m ²
		219075.3 m ²

NOTES:
 *Parking and OFDU is to be only 3 months 2026, being all of May, September and October.

Zoning Data

Item	Required	Existing	Proposed	Comments
Lot Area	0 ha	22.19 ha	no change	ha
Lot Frontage	NA m	533.3 m	no change	m 30 m minimum lot width
Front Yard setback	7.5 m	7.5 m	no change	m not noted
Interior Side Yard setback	7.5 m	7.5 m	NA	m
Rear Yard setback	7.5 m	7.5 m	no change	m
Building Area Footprint	NA m ²	607.3 m ²	0 m ²	
Lot Coverage	20 %	0%	0%	%
Building Height	7.3 m	0 m	0 m	
Parking Spaces	Size = (2.75 x 5.5)m			No specific indication in zoning by law for required parking space no category would be applicable from permitted uses and no 1's parking requirement (section 5 of Zoning by law)
	0 no	0 no	150	
BP Parking Spaces	0 no	(3.5 x 5.5) m	13 no	1 accessible parking space for the first 12 parking spaces. no and adding additional 3% for more 100-200 cars
Alse Width	6 m	0	6 m	

Existing uses:
 Commercial apple orchards
 PYO apples
 Road-side Farm stand
 Apple storage and bin storage
 Worker housing
 Farm equipment shed

Proposed Uses
 PYO apples
 Temporary Farm stand, primarily apples and apple based products
 Wagon ride
 Temporary Playyard including animals
 Festival grounds
 Temporary Food service, food truck style
 Temporary Parking (on existing apple bin area)

VELD
 architect

4605 LINE 42, RR#1 SEBRINGVILLE, ON N0K 1X0 519 301 8408
 www.veldarchitect.com

Shuh Orchards- North
 6515 Line 86 RR 2, West Montrose, ON
 N0B 2V0

Site Plan- Zoning AHJ
 Scale (For 18x24) DWG# Drawn By
 As Indicated AHJ02 AB

Print Date: 4/28/2026 11:26:59 AM

Z:\VELD Projects\2511-Shuh Orchards\B-Design\00-REV\TShuh Orchard - EAST 40-Site plan.dwg



Financial Services Staff Report

Report Number: F07-2026
 Report Title: 2026 Final Tax Rate By-law
 Author: Teresa Armstrong, Manager of Revenue/Tax Collector
 Meeting Type: Council Meeting
 Meeting Date: May 12, 2026
 eDocs or File ID: 131748
 Consent Item: Yes
 Final Version: Yes
 Reviewed By: Colm Lynn, Director of Financial Services/Treasurer
 Final Review: Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report F07-2026 respecting 2026 Final Tax Rate By-law adopt the final tax rates, special area rates, local improvement charges and sewer/water capital charges for 2026 as set forth in the by-law attached.

Background:

For the purposes of raising the general local municipal levy, Section 312(2) of the Municipal Act, 2001, as amended, requires that the local municipality shall pass a by-law levying a separate tax rate on the assessment in each property class rateable for local municipal purposes. As Council will recall, the Interim Tax By-law was passed in December of last year based on 50% of the total amount of taxes for municipal and school purposes levied on the property for the previous year. The by-law attached to this report establishes the general tax rates as well as the miscellaneous rates and charges that are to be billed with the 2026 final property tax bill.

Comments:

Prior to establishing the tax rates for 2026, lower-tier municipalities must first obtain final tax ratios from the upper-tier municipality. Using the ratios adopted by the Region of Waterloo for 2026, the Township has calculated the tax rates for this year based on a budgeted levy requirement of \$19,457,420.00. In addition to general-purpose tax rates, the attached by-law will provide for special rates calculated to raise the following amounts:

Elmira	Sidewalk Snow Removal	\$460,550.99
Elmira BIA	Area Specific Levy	\$ 58,582.53
Special Levy (King/86 Dev)	Roll Specific Levy	\$ 10,000.00
St. Jacobs BIA	Area Specific Levy	\$137,842.29

The 2026 Elmira Sidewalk Snow Removal budget consists of the 2026 budget amount of \$310,000.00, combined with the 2025 deficit of \$150,550.99. As sidewalk snow removal is treated as a local improvement, any annual surplus or deficit must be carried forward into the following year.

Each year, the Final Tax Rate By-law incorporates applicable capital charges, such as frontage fees, water and wastewater service connections or extensions, and fire-related charges. The 2026 by-law will not include the recently approved Breslau Drainage and Road Improvement project (Breslau Drain #1), as the deadline for property owners to select a payment option is June 1, 2026. An amending by-law will be brought forward at the June 9 Council meeting to include those properties opting into the 5- or 10-year repayment plans.

At the April 28 meeting, Council passed a resolution extending the response deadline for the Woolwich Street South Extension project to July 1, 2026. As this date falls after the calculation of the 2026 final tax bill, these charges will not appear on the current year's tax bill. As an alternative, the Township would invoice affected property owners through accounts receivable for 2026. The remaining 19 years of charges would then appear on the annual final tax bill going forward.

Staff are required to input the approved tax rates into OPTA (Online Property Tax Analysis) and submit the necessary Data Sign-off and Data Request forms to authorize OPTA to finalize and freeze the data. This process cannot be completed until all municipalities within the Region of Waterloo have approved their tax rates and signed off. Once the Township receives the frozen assessment roll from OPTA, staff will proceed with final billing. This process typically occurs in mid-May, with installment due dates scheduled for August and October.

Interdepartmental Impacts:

None

Financial Impacts:

The final two installments of the levies payable to the School Boards are due on September 30 and December 15, 2026, as mandated by the Province of Ontario. The Region's monthly payments are due on the first day of each month from April through December. These levies must be remitted on time to avoid late payment penalties. Establishing due dates in August and October will help ensure sufficient funds are collected to meet these obligations on schedule.

Strategic Plan Impacts:

The 2026 Final Tax Rate By-law reflects Woolwich Township's commitment to being a fiscally responsible and sustainable community by ensuring that municipal revenues are aligned with the cost of delivering essential services while maintaining long-term financial stability. The by-law establishes tax rates that support balanced budgeting, responsible asset management, and continued investment in infrastructure and community services.

Conclusion:

Approval by By-law is required to confirm the 2026 tax rates for all property tax classes.

Attachments:

Attachment 1 – 2026 Tax Rate By-law

Attachment 1

The Corporation of the Township of Woolwich**By-law No. XX-2026**

A By-law to provide for the adoption of the rates of taxation for municipal purposes for the year 2026 and to further provide for the imposition of penalty and interest in default of payment thereof

WHEREAS Sections 290 and 312 of the Municipal Act, 2001 as amended provide that the Council of a local municipality shall adopt estimates for the year and pass a by-law to levy a separate tax rate on the assessment in each property class;

WHEREAS Sections 307 and 308 of the Municipal Act, 2001 as amended require tax rates to be established in the same proportion of tax ratios with exceptions;

WHEREAS all property assessment rolls on which the 2026 taxes are to be levied have been returned and revised and authorized by the Township Treasurer;

WHEREAS "Residential/Farm Assessment", "Multi-Residential Assessment", "New Multi-Residential Assessment", "Commercial Assessment", "Industrial Assessment", "Pipeline Assessment", "Farmland Assessment" and "Managed Forest Assessment", as defined in the Assessment Act as amended by the Fair Municipal Finance Act, 1997 and further amended by Regulations thereto have been determined on the basis of the aforementioned property assessment rolls;

WHEREAS the tax ratios on the aforementioned property for the 2026 taxation year have been set out in By-law Number 26-018 of the Regional Municipality of Waterloo;

WHEREAS the tax rates on the aforementioned property classes and property sub-classes have been calculated pursuant to the provisions of the Municipal Act, 2001 as amended and the manner set out herein;

WHEREAS the Ministry of Education has by Ontario Regulation 297/25 under the Education Act amended O. Reg 400/98 to establish tax rates for school purposes for 2026;

WHEREAS Section 312(4) of the Municipal Act, 2001 as amended provides for the raising of a special local municipality levy by levying a separate tax rate on all or part of the assessment in each property class in the local municipality rateable for local municipality purposes;

WHEREAS Section 56 of the Local Improvement Act, 1990 as amended provides that a local municipality shall impose upon the land liable therefore the special assessment with which it is chargeable in respect of the owners' portion of the cost of the improvement, and that the same shall be payable in such annual installments as the council shall prescribe, but not so as to extend beyond the lifetime of the work unless the work is of the class prescribed in clause 2 (1) (I), in which case the annual installments may extend over a period of not more than forty years;

WHEREAS Section 398 of the Municipal Act, 2001 as amended provides that a local municipality may add fees and charges imposed under Part 12 of the said Act to the tax roll and collect them in the same manner as municipal taxes;

WHEREAS Sections 342, 345, 346 and 347 of the Municipal Act, 2001 as amended provide for penalties for non-payment of taxes and interest on tax arrears;

WHEREAS Section 342 of the Municipal Act, 2001 allows for an extension of the due dates for any instalments if earlier instalments are paid on time

WHEREAS the Council of Woolwich deems it desirable to enact the subject by-law;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WOOLWICH HEREBY ENACTS AS FOLLOWS:

1. That for the year 2026, the Corporation of the Township of Woolwich shall levy upon the
 - a. Residential/Farm Assessment,
 - b. Multi-Residential Assessment,
 - c. New Multi-Residential Assessment,
 - d. Commercial Assessment,
 - e. Industrial Assessment,
 - f. Pipeline Assessment,
 - g. Farmland Assessment and
 - h. Managed Forest Assessment

the rate of taxation per current value assessment for general purposes set out in Schedule "A" attached hereto and which forms part hereof so as to raise the sum of \$19,457,420.00.

2. That for the year 2026, the Corporation of the Township of Woolwich shall levy the special tax rates set out in Schedule "B" attached hereto and which forms part hereof to collect the annual levy for Elmira sidewalk snow clearing.

3. For the year 2026, the Corporation of the Township of Woolwich shall levy the sewer/water capital charges set out in Schedule "C" attached hereto and which forms part hereof.
4. That in accordance with Section 355 of the Municipal Act, S.O., 2001 the minimum taxes chargeable in any year upon any one parcel shall be Ten Dollars (\$10.00).
5. That the Treasurer is hereby authorized to establish the due dates for the third and fourth tax installments and implement any deferral program authorized by Council.
6. That all installments not paid on or before the due dates shall be charged a penalty of 1.25% per month upon default and 1.25% on the first day of each succeeding month thereafter until December 31st, 2026.
7. That on all taxes in default on January 1st, 2026, interest shall be added at the rate of 1.25% per month for each month or fraction thereof in which the default continues.
8. That all penalties and interest added in default shall become due and payable and shall be collected as if the same had originally been imposed and formed part of such unpaid tax levy.
9. THAT the Treasurer is hereby authorized to mail, deliver or cause to be mailed or delivered, the notice of taxes due to the address of the residence or place of business of the person to whom such notice is required to be given, whether the address be physical or electronic in nature.
10. That taxes shall be payable
 - a. at the Township Office at 24 Church St West, Elmira, Ontario,
 - b. by mail to the municipal mailing address,
 - c. through the on-line or telephone banking systems of most chartered banks and financial institutions, or
 - d. over the counter at any chartered bank or financial institution within the boundaries of the Corporation of the Township of Woolwich.
 - e. Or any other method of payment acceptable to the Township

Enactment

This by-law shall come into full force and effect on the date it is passed at which time all by-laws, policies and resolutions that are inconsistent with the provisions of this by-law are hereby repealed insofar as it is necessary to give effect to the provisions of this by-law.

FINALLY PASSED AND ENACTED this 12th day of May, 2026.

Mayor

Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.

2026 Tax Rates

Property Class	Tax Rate
Residential & Farm	
RG	0.00322187
RP	0.00322187
RT	0.00322187
Multi-Residential	
MT	0.00628264
New Multi-Residential	
NT	0.00322187
Commercial	
CF	0.00628264
CG	0.00628264
CH	0.00628264
CK	0.00628264
CT	0.00628264
DT	0.00628264
C0	0.00628264
C7	0.00628264
CU	0.00628264
CX	0.00628264
CZ	0.00628264
GF	0.00628264
GT	0.00628264
ST	0.00628264
SU	0.00628264
Industrial	
IH	0.00628264
IT	0.00628264
I0	0.00628264
I7	0.00628264
IU	0.00628264
IX	0.00628264
LT	0.00628264
LU	0.00628264
VT	0.00511222
Farmlands	
FP	0.00080547
FT	0.00080547

Pipelines

PT 0.00374155

Managed Forests

TT 0.00080547

2026 Special Area Rates

Elmira Business Improvement Area (\$58,582.23 requisition)

Tax Rate	0.00178537
Minimum	\$100.00
Maximum	\$2,000.00

Miscellaneous BIA Charge (\$10,000.00 By-Law 41-2010)

Roll# 30-29-020-003-26403-0000

St. Jacobs Business Improvement Area (\$137,842.28 requisition)

Tax Rate	0.00411373
Minimum	\$1,148.69
Maximum	\$5,743.43

Elmira – Sidewalk Snow Removal (\$460,550.99 requisition)

Tax Rate	0.00026471
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2026 Sewer/Water Capital Charges

Heidelberg Frontage and Connection -Township By-Law 75-2008

Local Improvement: Heidelberg - Frontage and Connection
14 accounts totaling \$13,343.42

Church Street West Elmira – Township By-Law 37-2015

Local Improvement: Church St W - Frontage and Connection
1 account totaling \$2,764.99

King Street St. Jacobs – Township By-Law 08-2019

Local Improvement: King Street N Extension
3 accounts totaling \$8,769.54

Albert Street – Township By-Law 50-2019

Local Improvement: Fire Order/Sprinkler
1 Account totaling \$4,171.64

Sawmill Road – Township By-Law 22-2020

Local Improvement: Sawmill Rd – Frontage and Connection
40 Accounts totaling \$27,720.51



Infrastructure Services Staff Report

Report Number:	IS12-2026
Report Title:	Gravel Tender Award
Author:	John Gaddy, Operations Project Supervisor
Meeting Type:	Council Meeting
Meeting Date:	May 12, 2026
eDocs or File ID:	F-18- Tenders-Gravel
Consent Item:	Yes
Final Version:	Yes
Reviewed By:	Carter Maguire, Manager of Operations
Financial Review:	Richard Petherick, Manager of Accounting/Deputy Treasurer
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report IS12-2026 respecting Gravel Tender Award, award the tender for supply and placement of Granular 'A' on various Township roads as per Tender No. 2026-08 to Capital Paving Inc. for the tender cost of \$16.54 per tonne after HST rebate.

Background:

Each spring, the Township tenders for the supply and placement of new gravel on a portion of the Township's gravel road network. Prior to 2013 the Township targeted 10% of the gravel road network annually. To reduce the 10-year cycle provided in the 2009 Road Needs Study, additional funding was allocated to the budget starting in 2013. The Study recommended a 3-year cycle. Staff chose to compromise and targeted a 7-year cycle (14% of gravel roads per year) with an ongoing increase in service towards the 3-year cycle as gravel roads are converted to tar and chip.

Comments:

The Township requested tender submissions with a closing date of March 30, 2026. We received six (6) submissions with Capital Paving Inc. submitting the lowest price per tonne.

Staff reviewed the tender submitted for accuracy and are recommending that Council accept the tender submitted by Capital Paving Inc. Capital Paving is a reputable local

contractor with extensive experience in all aspects of construction and maintenance of roads. Capital Paving will be subcontracting the gravel hauling to McKenzie & Henderson Ltd. McKenzie & Henderson has extensive experience completing this type of work. Staff are confident this combination of Capital Paving and McKenzie & Henderson has the necessary equipment and material resources to meet our requirements for the supply and placement of this quantity of gravel and can complete the tender by July 3, 2026, as specified.

The tender also requires that the successful bidder be able to produce documentation to ensure that their gravel source is licensed and approved by the Ministry of Natural Resources. Capital Paving has met this requirement.

The 2026 proposed program totals 17.8 kilometres (15.3%) of the Township’s gravel road network. Based on the overall gravel road inventory, this year’s program achieves a 6.3-year cycle.

The unit price for gravel fluctuates based on material availability, pit locations and trucking costs. The following chart displays the length of roads graveled, the percentage of the total length, and the prices received after HST rebate.

Year	2019	2020	2021	2022	2023	2024	2025	2026
Length (km)	15.7	15.7	19.8	20.0	17.9	19.3	18.6	17.8
% of total gravel	13.3%	13.3%	14.6%	14.8%	14.8%	15.8%	16.0%	15.3%
Price / tonne	\$13.18	\$14.76	\$14.76	\$16.03	\$17.20	\$18.42	\$15.95	\$16.54

Locations

When selecting the roads for the annual program, staff considers geographical location to maximize efficiency for the contractors and thereby increase cost effectiveness.

This year, staff are proposing to gravel the following roads:

- Kramp Rd Victoria St N to Shantz Station Rd
- Kramp Rd Shantz Station Rd to Greenhouse Rd
- Wurster Pl Kramp Rd to end
- Rider Rd Chilligo Rd to Shantz Station Rd
- Lonsdale Rd Menno St to end
- Cober Rd Shantz Station Rd to New Germany Ln
- Snyders Flats Rd Sawmill Rd to end
- Martin Creek Rd Benjamin Rd to Lobsinger Line

- Double Bend Rd Martin Creek Rd to end
- Apple Grove Lobsinger Line to bend
- Reitzel PI Lobsinger Line to bend
- Martin Grove Rd bridge to end

Material Source

The material will be supplied from the Capital Paving Maryhill Pit which is located in the Township on Shantz Station Road. This is a relatively new source, and staff will be taking appropriate measures to confirm the quality of aggregate.

Township staff will sample and monitor the material that is being installed to ensure that it meets Granular ‘A’ requirements, and that appropriate compaction is achieved. Samples will be taken from the supply stockpile and tested prior to the start of the contract to verify that the material meets specifications. Site samples may also be taken of the gravel as it is delivered to the roads if staff detect any irregularities in the granular material.

Price

There has been a slight cost increase per tonne for the combined price compared to last year. This year’s price is approximately equal to the average price we have paid over the past five years.

The Township of Woolwich, similar to Wellesley Township, specifies the use of belly dump style carriers to deliver the gravel. While this requirement may tend to limit the number of bidders, the benefits far outweigh the risks associated with using tandem or triaxle dump trucks that must elevate their boxes to spread the gravel. The use of belly dumps eliminates the risk associated with contact to overhead electrical wires as well as low hanging tree branches which are a constant risk to trucks on some portions of our rural gravel roadways. Belly dumps are also more efficient at spreading the gravel when they deliver it as they provide a very uniform depth of material reducing the grading requirements.

Interdepartmental Impacts:

None

Financial Impacts:

Gravel resurfacing budget	\$462,430.00
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Gravel Resurfacing Tender based on an estimated quantity	
Material Unit Cost	\$10.40
Trucking Unit Cost	5.85

Total Unit Cost	\$16.25
23,740 tonnes x \$16.25/tonne	\$385,775.00
Plus: HST	50,150.75
Subtotal	\$435,925.75
Less: HST rebate	(43,361.11)
Total	\$392,564.64
Other Known Costs	
Material Testing	\$1,000.00
Total Other Costs	\$1,000.00
Grand Total	\$393,564.64
Budget Surplus	\$68,865.36

Climate Impacts:

None

Community Strategic Plan Impacts:

The Township Strategic Plan includes one strategic priority that is consistent with this project:

- Cultivate long-term economic prosperity: *Proper long-term maintenance of our gravel road network provides for the safe and efficient movement of people and goods accessing the many rural business throughout our community.*

Conclusion:

Staff recommend that the Council of the Township of Woolwich award the tender for supply and placement of Granular 'A' on various Township roads as per Tender No. 2026-08 to Capital Paving Inc. for the tender cost of \$16.54 per tonne after HST rebate.

Attachments:

1. Appendix A – 2026-08 Tender Submission Summary
2. Appendix B – 2026 Gravel Resurfacing Program Location Maps

Supply, Delivery and Application of Granular “A”

Closing Date: Monday, March 30, 2026

Submission Summary

Vendor	City/Province	Submission Name	Unofficial Value or Notes
Capital Paving Inc	Guelph, Ontario	Submission 1	\$435,925.75
Joe Kerr Limited	Wingham, Ontario	Submission 1	\$473,482.43
Willson Sand and Gravel Limited	Cambridge, Ontario	Submission 1	\$509,697.80
DJ Jackson Haulage Limited	St. Pauls, Ontario	Submission 1	\$574,080.68
Kairos Hills Services Inc.	Burlington, Ontario	Submission 1	\$819,540.41
GT Associates Engineering Services Corp.	TORONTO, Ontario	Submission 1	\$885,264.60

Witness (Print Name) Signature Date



Witness (Print Name) Signature Date

Witness (Print Name) Signature Date

Gravel Resurfacing Tender Map - 2026



Legend

-  Proposed Roads for Gravel Resurfacing
-  Township of Woolwich Boundary



Gravel Resurfacing Tender Map - 2026



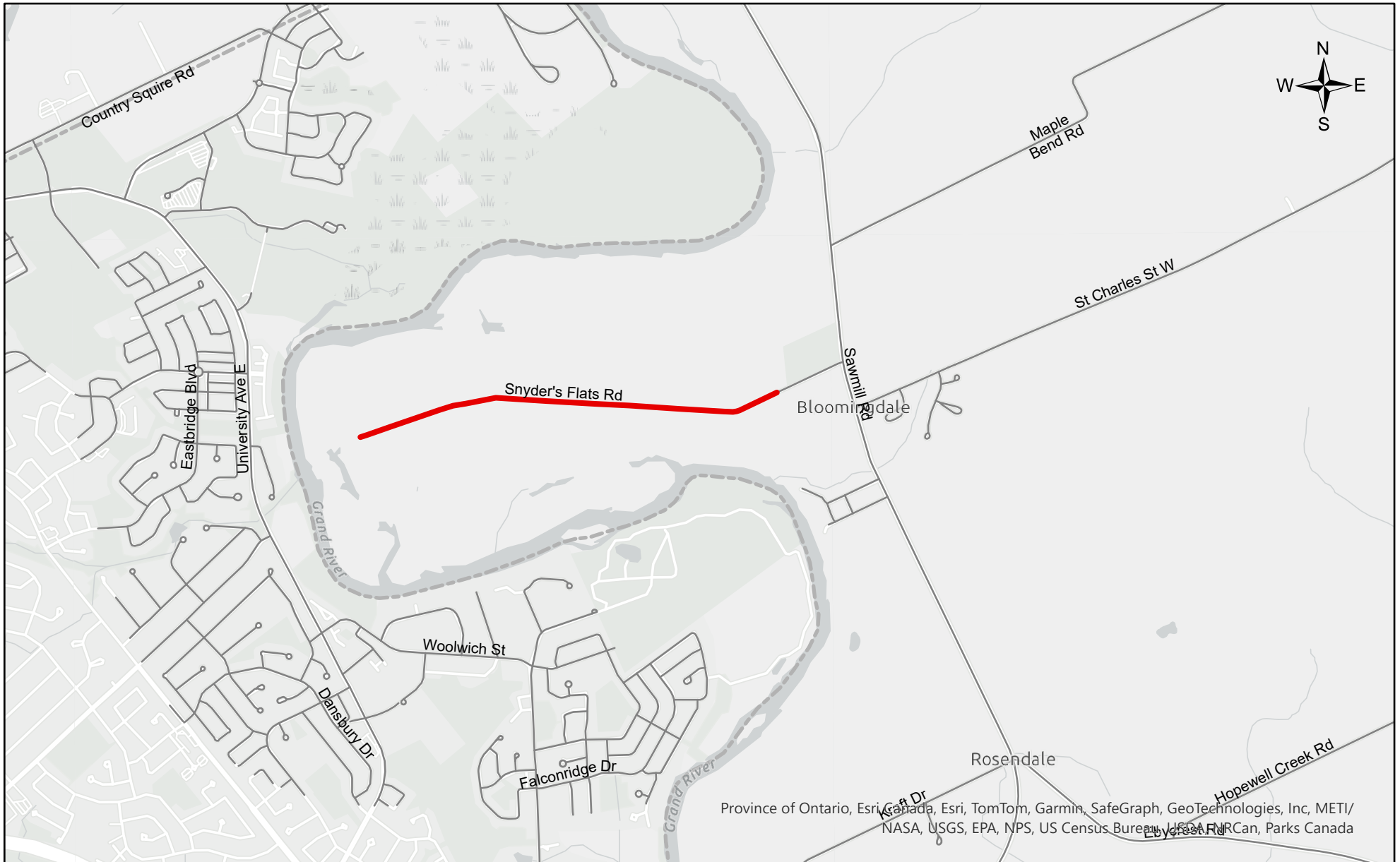
Province of Ontario, Esri Canada, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/
 NASA, USGS, EPA, NPS, US Census Bureau, USDA, NRCan, Parks Canada

Legend



- Proposed Roads for Gravel Resurfacing
- Township of Woolwich Boundary



Gravel Resurfacing Tender Map - 2026

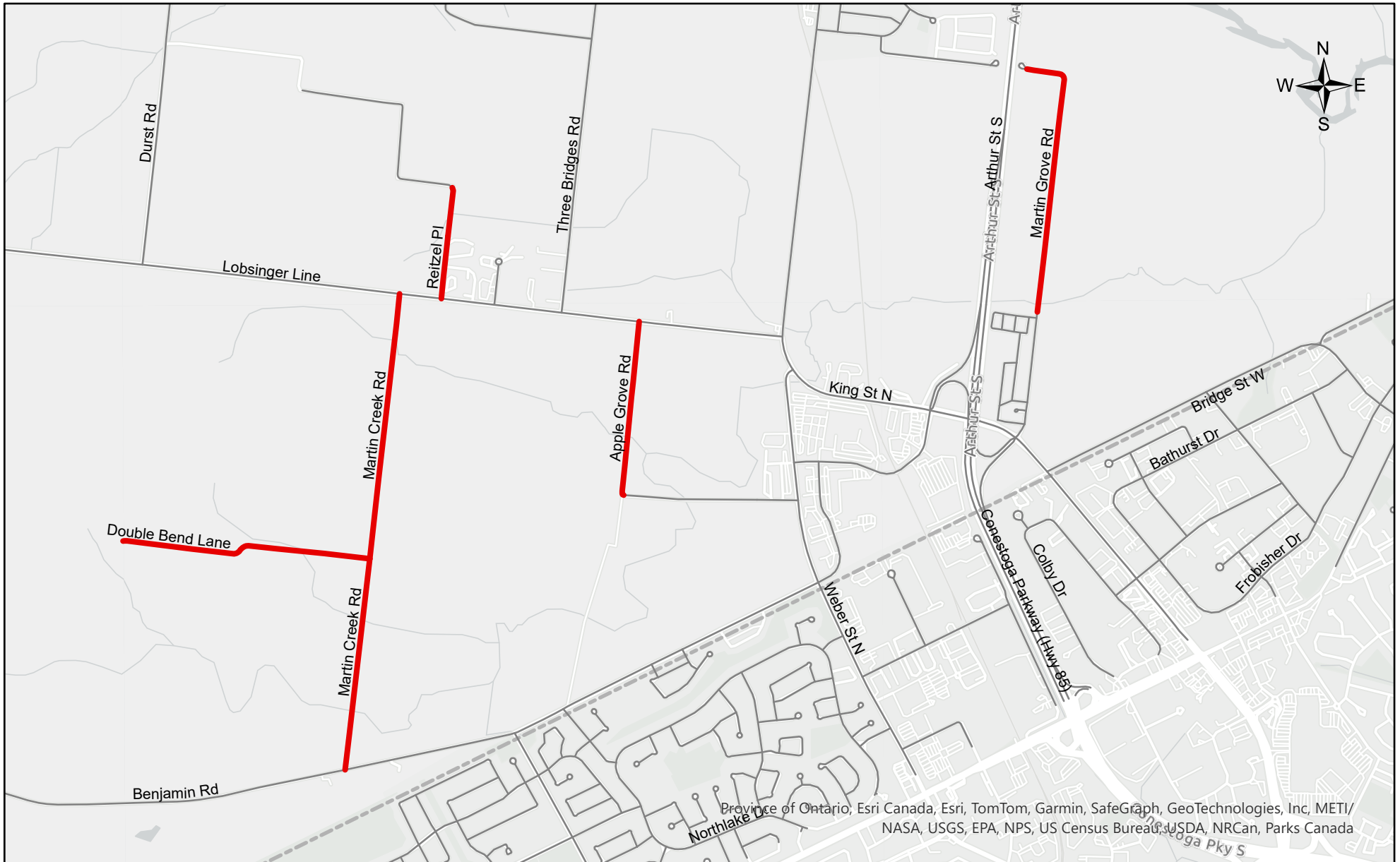


Legend

-  Proposed Roads for Gravel Resurfacing
-  Township of Woolwich Boundary





Gravel Resurfacing Tender Map - 2026



Province of Ontario, Esri Canada, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/
NASA, USGS, EPA, NPS, US Census Bureau, USDA, NRCan, Parks Canada

Legend

-  Proposed Roads for Gravel Resurfacing
-  Township of Woolwich Boundary





Development Services Staff Report

Report Number:	DS19-2026
Report Title:	Closing of the Termite Program
Author:	Dan Sharina, Chief Building Official
Meeting Type:	Council Meeting
Meeting Date:	May 12, 2026
eDocs or File ID:	DM131770 and 131771
Consent Item:	No
Final Version:	Yes
Reviewed By:	Deanne Friess, Director of Development Services
Financial Review:	Jennifer Shamsoun, Senior Financial Analyst - Development
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich considering Report DS19-2026 respecting the closing of the Township's 5-year termite program receive this report for information and direct building division staff to send out annual notices to property owners in impacted areas for the next 3 years.

Background:

Termite Program

In 2019, the Township recognized that there were areas and properties within the municipality that contained termites. Staff monitored termite activity to confirm if additional resources were required for eradication.

In 2020, Council approved a 5-year termite program and enacted a termite prevention and control by-law. The program included the hiring of a termite prevention consultant who monitored the identified properties. Action taken included the installation of yard traps, weekly or bimonthly inspections of traps, extractive trapping, borate rod installations, provision of yard wood disposal bins and tipping fees, dead tree and stump removals, and nematode and/or bait treatments. This resulted in annual reports to the Township building division and property owners to ensure that the program was successful.

The fifth and final year of the termite program occurred in 2025. The Township's consultant has concluded that the program was successful. Monitoring traps from 2021 to 2025 showed a 99.0% reduction in termite activity. Attached in Appendix A is the termite

consultant report which shows the reduction in activity. Maps that are referenced in the report have been removed to respect the privacy of affected property owners.

Comments:

Since the successful completion of the Township's termite program, the consultant recommends the program be closed and discontinued. It is important for affected property owners to maintain their properties to avoid any further reinfestation. No further monitoring action by the Township is recommended by the consultant expert. The Building Division is recommending sending annual mail-out reminders to owners detailing correct property maintenance standards for the next 3 years. This is intended to be a preventative measure, ensuring proper practices are followed to prevent any future termite infestations.

Interdepartmental Impacts:

None.

Financial Impacts:

In 2020, Council approved funding averaging approximately \$60,000 per year over five years for the Township's termite prevention and control program. Program costs were funded through the contingency operating reserve, with expenditures offset by corresponding reserve draws, resulting in no net impact on the annual tax-supported operating budget.

With the completion of the program in 2025 and the recommended discontinuation of services, future reserve drawdowns for this purpose will no longer be required. This represents a positive financial impact on the applicable reserve fund by preserving reserve balances for other future needs or priorities.

There will be minor ongoing costs associated with staff time and materials related to the proposed annual communication to affected property owners regarding preventive maintenance practices. These costs are expected to be minimal and managed within existing Building Division operating budgets.

Climate Impacts:

None.

Community Strategic Plan Impacts:

The Township Strategic Plan identifies a priority of cultivating long-term economic prosperity. The Building Division's initiative to send annual reminders on preventive maintenance is an initiative to sustain the results of the program.

Another strategic priority is finding innovative customer service. If the Building Division can successfully obtain property owner emails for these annual reminders, they would be able to complete the reminders efficiently and cost effectively while maintaining property owners' privacy.

Conclusion:

The Township implemented a successful 5-year termite program that saw a 99.0% reduction in termite activity between 2020 and 2025. Due to its success, the program will be closed and discontinued. Individual property owners will receive a copy of the 2025 final report so that they are aware of the program results.

The program did not have total eradication, which is why it is important for property owners to continue with preventive maintenance. The Building Division is recommending sending annual letters to the property owners as reminders on preventive maintenance practices to avoid future growth in termite activity.

Attachments:

1. Termite Final Report

TERMITE CONTROL PROJECT WOOLWICH TOWNSHIP

Fifth annual report on a five-year project to control
subterranean termites in the Township of
Woolwich, Ontario, Canada.

Prepared by Timothy G. Myles, Ph.D.

Termite Research Services Inc.

December 9, 2025

*Annual Report on the
Fifth Year--2025*

1.0 Executive Summary: 2025 was the fifth and final year of an approved five-year termite management program involving 140 properties in Elmira and Winterbourne. In 2025, the total number of termites trapped in 12 monitoring cycles was 61.1% suppressed compared to 2024, and 99.0% suppressed since 2021. The extent of the termite population was also reduced as evidenced by 11 fewer active properties than in the previous year. Final results of management program are that termite have been strongly suppressed and apparently eradicated on all management sectors. Residents are reminded of the importance of ongoing yard wood management.

2.0 Background: Subterranean termites can cause major structural damage to wood frame housing and other buildings. These insect pests are not native to Ontario but over the past 100 years have been introduced numerous times from the United States and have become established in over 30 municipalities in the province. Officials of Woolwich Township wanted to develop a clearer understanding of the extent of termites in the Township. In 2019 a yard survey discovered termites on six blocks in Elmira and six properties in Winterbourne. A proposal for an area-wide integrated pest management termite control program was presented by TRS Inc. and approved by town council in 2020. The project was initiated in 2021.

3.0 Methods: In 2025 management actions included termite habitat clean-up, spring and fall nematode treatments, dead tree and stump removals, and reductive trapping. Twelve cycles of monitoring trap inspections were conducted from May through October. Termite traps were removed during October and early November.

4.0 Zones and Sectors: Figure 1 shows the red and blue zone boundaries and sector numbers for each block. The red zones are areas with known or historically recorded termite activity. The blue zone represents a buffer zone, adjacent to known or historically recorded activity.

5.0 Yard Wood Clean-up and Clean-up Weekend: The yard wood clean-up weekend was scheduled for the weekend of June 13-16. Two 20-yard bin was placed in Elmira. An additional bin was provided in Winterbourne in July. Bin usage was relatively minimal this year.

6.0 Spring and Fall Nematode Treatments: Nematode treatments were conducted only on active red zone properties. Spring applications were made in the last week May through the first week of June. Fall applications were done in September.

7.0 Removal of Stumps & Woody Debris: The most critical resources for termites in the urban environment are dead trees and stumps because these resources are used by termites for nesting and over-wintering. Some stumps were small enough to remove by hand digging. Some woody debris and wood chip mulch was removed by project staff or residents. Several additional dead trees and stumps were ground out by Florapine Tree Service during the season including some in the blue zone (Figure 2).

8.0 Reductive Trapping from Monitoring Traps: The cardboard rolls in active monitoring traps were removed during inspections and replaced with fresh rolls. The active rolls were bagged and taken to the lab for processing. The extracted termites were then weighed to gravimetrically determine the number trapped. The number of termites trapped per inspection per sector was recorded. See summary Table and Figures 1 and 2. A total of ca. 4.63 million termites were removed by trapping over the five years of the project. In 2025, 33,895 termites were removed by reductive trapping compared to 87,096 in 2024. This represents a 61.1% reduction in the number of termites trapped compared to 2024 and 99.0% suppression since 2021.

9.0 Active Properties: Figure 1 shows property activity during the 2025 season (solid red) and properties that were previously active but inactive during 2025 (hatching). There were 5 active properties and 68 previously active properties. All activity during the 2025 occurred in the first half of the season, with no activity occurring in the second half of the season. This shows that apparent eradication of the termite population was achieved on all blocks. The duration of inactivity by sector are shown in Table 1: Sector 4 was inactive for the longest period of 26 inspections. Sector 1 was inactive for 23 inspections. Sectors 5 & 6 were inactive for over a year. Sectors 2, 3 and 10 were inactive for the last half of the 2025 season.

10.0 Comparison of Sectors: The relative level of decline in sector activity by year is shown in Figure 4. The blue zone (Sectors 7, 8, and 9) continued to have no activity. Sector 3 started with the highest termite population and experienced the greatest quantitative decline. All sectors experienced their sharpest population declines in the first year. In subsequent years rates of decline were more variable, and independent of initial population levels, but trended downward. All activity in Sector 10 was in 10A. Sector 10B remained inactive.

11.0 Within Season Decline in Termite Activity: Figure 3 shows that activity in 2025 peaked early in the season, declined steadily, and ceased by mid-season. This indicates that only trace populations survived by early 2025 and were apparently eliminated by the spring nematode treatment.

12.0 Importance of Ongoing Yard Wood Management: Although apparent eradication was achieved on all blocks, it can not be certain that termites have been absolutely eradicated on every block. If a surviving pocket of activity exists, the population could rebound if dead wood resources are available for feeding, nesting, and overwintering. Therefore it remains advisable for all residents to continue yard wood management. This means to eliminate all dead wood from soil contact: 1) remove dead trees and stumps, 2) store lumber and fire wood off the ground, 3) do not use wood chip mulch, instead use bark mulch, rubber mulch, or decorative stone or gravel.

Table 1. Termites Trapped Per Inspection Per Sector (2021 - 2025)														
		Inspection												
		1	2	3	4	5	6	7	8	9	10	11	12	Total
Sector 1	2021	6,452	6,965	16,293	15,179	19,779	8,544	12,514	9,710	7,369	2,418	794	0	106,017
	2022	0	0	0	0	0	0	0	0	57	504	0	19	580
	2023	110	317	0	0	0	520	3,379	4,009	5,276	3,297	0	50	16,958
	2024	20	0	0	0	0	0	0	0	0	0	0	0	20
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Sector 2	2021	5,000	12,000	38,170	25,445	31,421	37,938	39,248	15,738	23,896	21,913	8,410	2,831	262,010
	2022	2	15	7,155	13,124	28,008	33,662	33,310	39,172	3,797	1,141	3,655	63	163,104
	2023	63	1,331	0	249	6,148	5,424	3,552	2,245	435	184	1,421	0	21,052
	2024	645	1,928	4,180	3,972	9,376	5,221	1,817	224	427	0	0	0	27,790
	2025	3,324	19,069	0	2,000	1,379	0	0	0	0	0	0	0	25,772
Sector 3	2021	26,155	41,158	114,417	87,724	239,245	207,554	118,972	55,128	82,200	59,210	70,007	31,710	1,133,480
	2022	106	9,966	15,293	68,979	49,295	9,207	41,272	17,883	7,965	7,076	2,121	1,344	230,507
	2023	309	24,665	23,745	21,079	20,828	20,266	2,345	3,010	10,014	3,521	2,567	670	133,019
	2024	55	0	47	3,386	9,658	4,621	2,259	2,900	691	374	0	0	23,991
	2025	95	155	4,281	0	22	0	0	0	0	0	0	0	4,553
Sector 4	2021	4,334	38,244	67,451	70,497	178,152	83,516	85,059	54,973	19,817	24,590	21,569	26,059	674,261
	2022	4,571	35,621	29,707	12,462	12,397	7,224	3,521	673	500	250	77	0	107,003
	2023	0	0	0	852	0	981	0	528	0	90	0	0	2,451
	2024	0	0	0	0	0	0	0	0	0	0	0	0	0
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Sector 5	2021	88,241	64,755	51,272	156,321	146,279	120,427	123,731	52,245	29,469	73,683	35,220	18,159	959,802
	2022	2,037	21,428	28,493	28,766	39,693	23,517	17,269	29,834	5,862	8,093	1,572	0	206,564
	2023	52	9,810	7,555	18,944	12,872	9,895	26,845	25,310	2,908	806	1,886	372	117,255
	2024	0	1,423	5,570	10,189	4,257	3,960	4,325	0	118	0	0	0	29,842
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Sector 6	2021	21,638	9,606	12,597	4,703	23,297	23,762	17,813	15,976	4,061	2,966	758	0	137,177
	2022	10	27	3,827	6,431	4,286	603	714	628	945	1,231	72	0	18,774
	2023	10	5,090	6,638	1,855	1,154	2,093	155	2,141	745	257	309	0	20,447
	2024	266	1,383	2,003	0	0	0	0	195	0	50	0	0	3,897
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Sector 7	2021	0	0	0	0	0	0	0	0	0	0	0	479	479
	2022	0	0	0	0	0	0	0	0	0	0	0	0	0
	2023	0	0	0	0	0	0	0	0	0	0	0	0	0
	2024	0	0	0	0	0	0	0	0	0	0	0	0	0
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Sector 8	2021	0	0	0	0	0	0	0	0	0	0	0	0	0
	2022	0	0	0	0	0	0	0	0	0	0	0	0	0
	2023	0	0	0	0	0	0	0	0	0	0	0	0	0
	2024	0	0	0	0	0	0	0	0	0	0	0	0	0
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Sector 9	2021	0	0	0	0	0	0	0	0	0	0	0	0	0
	2022	0	0	0	0	0	0	0	0	0	0	0	0	0
	2023	0	0	0	0	0	0	0	0	0	0	0	0	0
	2024	0	0	0	0	0	0	0	0	0	0	0	0	0
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Sector 10A	2021	11,672	18,962	26,586	4,896	12,724	35,362	28,219	12,828	5,923	2,091	0	0	159,263
	2022	10	128	0	0	0	0	0	0	883	1,576	135	0	2,732
	2023	1,369	4,283	7,621	2,331	8,683	10,745	82	305	0	25	0	149	35,593
	2024	0	0	0	0	10	100	1,286	160	0	0	0	0	1,556
	2025	0	0	2,541	50	0	979	0	0	0	0	0	0	3,570
Sector 10B	2021	0	0	0	0	0	0	0	0	0	0	0	0	0
	2022	0	0	0	0	0	0	0	0	0	0	0	0	0
	2023	0	0	0	0	0	0	0	0	0	0	0	0	0
	2024	0	0	0	0	0	0	0	0	0	0	0	0	0
	2025	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	2021*	163,492	191,690	326,786	364,765	650,897	517,103	425,556	216,598	172,735	186,871	136,758	79,238	3,432,489
Total	2022	6,736	67,185	84,476	129,762	133,679	74,213	96,086	88,190	20,009	19,871	7,632	1,426	729,265
Total	2023	1,913	45,496	45,559	45,310	49,685	49,924	36,358	37,548	19,378	8,180	6,183	1,241	346,775
Total	2024*	986	4,734	11,800	17,547	23,301	13,902	9,687	3,479	1,236	424	0	0	87,096
Total	2025	3,419	19,224	6,822	2,050	1,401	979	0	0	0	0	0	0	33,895
* some values corrected														
Total termites trapped over 5 years														4,629,520

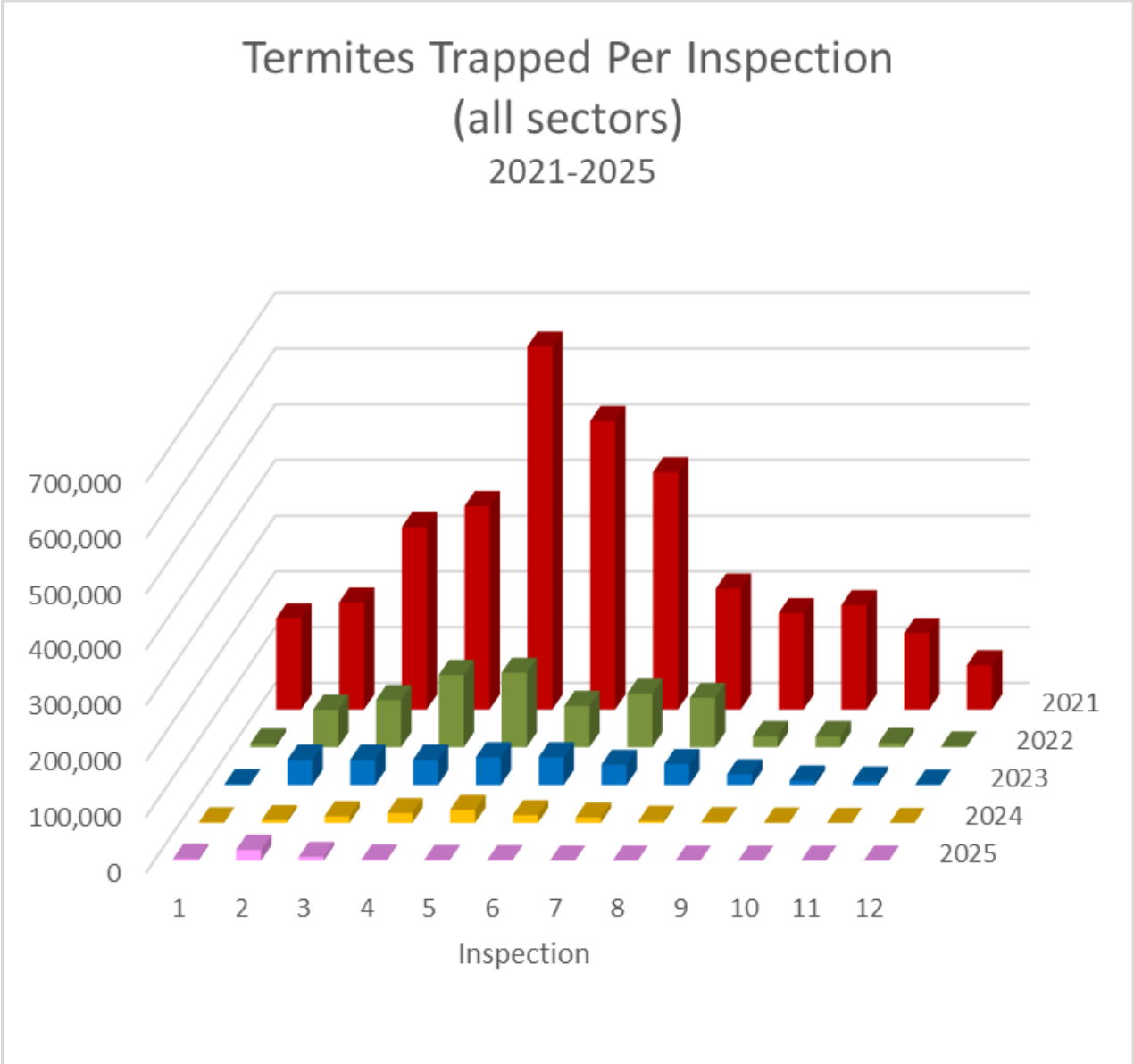


Figure 3. Termites trapped per inspection (all sectors) 2021 to 2025.

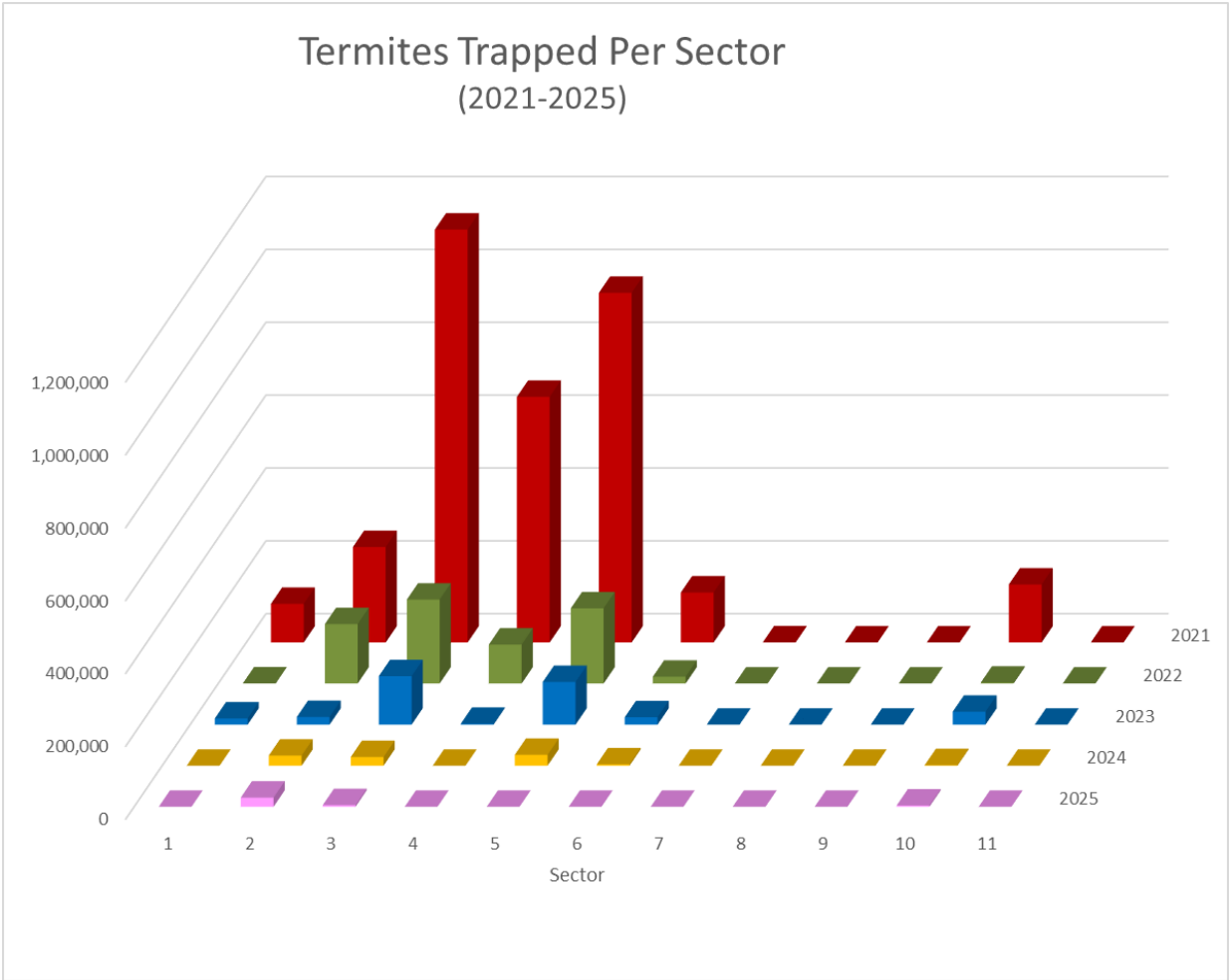


Figure 4. Termites Trapped Per Sector (11 = Sector 10B).

Motion – Overtime Policy – Councillor Burgess

WHEREAS the Township of Woolwich has had 4 years of high tax increases of 8.03%, 8.7%, 10% and 7.8%; and

WHEREAS staff salaries are a large expense item (approximately 50% of operating expenditures) and overtime is a significant unbudgeted cost; and

WHEREAS Woolwich has an overtime policy that is not being consistently applied and enforced; and

WHEREAS Woolwich Council has a responsibility to govern the Township and its assets and make sure our resources are being managed responsibly;

Now therefore be it resolved that the Council of the Township of Woolwich direct staff to:

1. Enforce the existing Woolwich Overtime policy consistently across the organization;
2. Require all overtime or lieu time be approved from the director or designate in advance with reasoning (aside from emergency call ins);
3. Require all overtime to be reported to SMT monthly and reported to council quarterly: and
4. Require overtime worked to be taken as time-off in lieu of payment where possible.

The Corporation of the Township of Woolwich

By-law No. 24-2026

A By-law to Extend the Time for an Interim Control By-law respecting Breslau Greenfield Unallocated Lands for the Corporation of the Township of Woolwich under Section 38 of The Planning Act, R. S. O. 1990, as amended

WHEREAS Section 38 of the Planning Act, R.S.O. 1990, as amended, authorizes the council of a municipality to pass an interim control by-law where the council has directed that a review or study be undertaken in respect of land use planning policies in the municipality, or in any defined area or areas thereof; and

WHEREAS the Council of the Township of Woolwich deems it necessary to extend this Interim Control By-law to provide the Township the time to complete a study of the Staging of Development for greenfield residential land in Breslau without allocated services to:

- determine the logical progression and sequential order to develop the greenfield area in a way that is efficient and cost effective;
- develop a long-term servicing plan with timing and costs of infrastructure required to service lands within the Settlement area; and
- plan for community services, facilities and programming to support the new and existing development in Breslau.

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WOOLWICH ENACTS AS FOLLOWS:

1. Section 3 of By-law 20-2025 be repealed and replaced with the following:

This by-law shall come into force and take effect immediately upon its passing by Council and shall be in effect until November 27, 2026, unless this By-law is otherwise extended in accordance with the provision of the Planning Act, R.S.O. 1990, as amended.

The Municipal Clerk is hereby authorized and directed to proceed with the giving of notice of the passing of this By-law, in accordance with the Planning Act, R.S.O. 1990, as amended.

FINALLY PASSED AND ENACTED this 12th day of May, 2026.

Mayor

Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.

The Corporation of the Township of Woolwich

By-law No. 25-2026

A By-law to provide for the adoption of the rates of taxation for municipal purposes for the year 2026 and to further provide for the imposition of penalty and interest in default of payment thereof

WHEREAS Sections 290 and 312 of the Municipal Act, 2001 as amended provide that the Council of a local municipality shall adopt estimates for the year and pass a by-law to levy a separate tax rate on the assessment in each property class;

WHEREAS Sections 307 and 308 of the Municipal Act, 2001 as amended require tax rates to be established in the same proportion of tax ratios with exceptions;

WHEREAS all property assessment rolls on which the 2026 taxes are to be levied have been returned and revised and authorized by the Township Treasurer;

WHEREAS "Residential/Farm Assessment", "Multi-Residential Assessment", "New Multi-Residential Assessment", "Commercial Assessment", "Industrial Assessment", "Pipeline Assessment", "Farmland Assessment" and "Managed Forest Assessment", as defined in the Assessment Act as amended by the Fair Municipal Finance Act, 1997 and further amended by Regulations thereto have been determined on the basis of the aforementioned property assessment rolls;

WHEREAS the tax ratios on the aforementioned property for the 2026 taxation year have been set out in By-law Number 26-018 of the Regional Municipality of Waterloo;

WHEREAS the tax rates on the aforementioned property classes and property sub-classes have been calculated pursuant to the provisions of the Municipal Act, 2001 as amended and the manner set out herein;

WHEREAS the Ministry of Education has by Ontario Regulation 297/25 under the Education Act amended O. Reg 400/98 to establish tax rates for school purposes for 2026;

WHEREAS Section 312(4) of the Municipal Act, 2001 as amended provides for the raising of a special local municipality levy by levying a separate tax rate on all or part of the assessment in each property class in the local municipality rateable for local municipality purposes;

WHEREAS Section 56 of the Local Improvement Act, 1990 as amended provides that a local municipality shall impose upon the land liable therefore the special assessment with which it is chargeable in respect of the owners' portion of the cost of the improvement, and that the same shall be payable in such annual installments as the council shall prescribe, but not so as to extend beyond the lifetime of the work unless the work is of the class prescribed in clause 2 (1) (I), in which case the annual installments may extend over a period of not more than forty years;

WHEREAS Section 398 of the Municipal Act, 2001 as amended provides that a local municipality may add fees and charges imposed under Part 12 of the said Act to the tax roll and collect them in the same manner as municipal taxes;

WHEREAS Sections 342, 345, 346 and 347 of the Municipal Act, 2001 as amended provide for penalties for non-payment of taxes and interest on tax arrears;

WHEREAS Section 342 of the Municipal Act, 2001 allows for an extension of the due dates for any instalments if earlier instalments are paid on time

WHEREAS the Council of Woolwich deems it desirable to enact the subject by-law;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WOOLWICH HEREBY ENACTS AS FOLLOWS:

1. That for the year 2026, the Corporation of the Township of Woolwich shall levy upon the
 - a. Residential/Farm Assessment,
 - b. Multi-Residential Assessment,
 - c. New Multi-Residential Assessment,
 - d. Commercial Assessment,
 - e. Industrial Assessment,
 - f. Pipeline Assessment,
 - g. Farmland Assessment and
 - h. Managed Forest Assessment

the rate of taxation per current value assessment for general purposes set out in Schedule "A" attached hereto and which forms part hereof so as to raise the sum of \$19,457,420.00.

2. That for the year 2026, the Corporation of the Township of Woolwich shall levy the special tax rates set out in Schedule "B" attached hereto and which forms part hereof to collect the annual levy for Elmira sidewalk snow clearing.
3. For the year 2026, the Corporation of the Township of Woolwich shall levy the sewer/water capital charges set out in Schedule "C" attached hereto and which forms part hereof.
4. That in accordance with Section 355 of the Municipal Act, S.O., 2001 the minimum taxes chargeable in any year upon any one parcel shall be Ten Dollars (\$10.00).
5. That the Treasurer is hereby authorized to establish the due dates for the third and fourth tax installments and implement any deferral program authorized by Council.
6. That all installments not paid on or before the due dates shall be charged a penalty of 1.25% per month upon default and 1.25% on the first day of each succeeding month thereafter until December 31st, 2026.
7. That on all taxes in default on January 1st, 2026, interest shall be added at the rate of 1.25% per month for each month or fraction thereof in which the default continues.
8. That all penalties and interest added in default shall become due and payable and shall be collected as if the same had originally been imposed and formed part of such unpaid tax levy.
9. THAT the Treasurer is hereby authorized to mail, deliver or cause to be mailed or delivered, the notice of taxes due to the address of the residence or place of business of the person to whom such notice is required to be given, whether the address be physical or electronic in nature.
10. That taxes shall be payable
 - a. at the Township Office at 24 Church St West, Elmira, Ontario,
 - b. by mail to the municipal mailing address,
 - c. through the on-line or telephone banking systems of most chartered banks and financial institutions, or

- d. over the counter at any chartered bank or financial institution within the boundaries of the Corporation of the Township of Woolwich.
- e. Or any other method of payment acceptable to the Township

Enactment

- 1. This by-law shall come into full force and effect on the date it is passed at which time all by-laws, policies and resolutions that are inconsistent with the provisions of this by-law are hereby repealed insofar as it is necessary to give effect to the provisions of this by-law.

FINALLY PASSED AND ENACTED this 12th day of May, 2026.

Mayor

Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.

Schedule A - 2026 Tax Rates

Property Class	Tax Rate
Residential & Farm	
RG	0.00322187
RP	0.00322187
RT	0.00322187
Multi-Residential	
MT	0.00628264
New Multi-Residential	
NT	0.00322187
Commercial	
CF	0.00628264
CG	0.00628264
CH	0.00628264
CK	0.00628264
CT	0.00628264
DT	0.00628264
C0	0.00628264
C7	0.00628264
CU	0.00628264
CX	0.00628264
CZ	0.00628264
GF	0.00628264
GT	0.00628264
ST	0.00628264
SU	0.00628264
Industrial	
IH	0.00628264
IT	0.00628264
I0	0.00628264
I7	0.00628264
IU	0.00628264
IX	0.00628264
LT	0.00628264
LU	0.00628264
VT	0.00511222
Farmlands	
FP	0.00080547
FT	0.00080547
Pipelines	
PT	0.00374155
Managed Forests	
TT	0.00080547

Schedule B - 2026 Special Area Rates

Elmira Business Improvement Area (\$58,582.23 requisition)

Tax Rate 0.00178537
Minimum \$100.00
Maximum \$2,000.00

Miscellaneous BIA Charge (\$10,000.00 By-Law 41-2010)

Roll# 30-29-020-003-26403-0000

St. Jacobs Business Improvement Area (\$137,842.28 requisition)

Tax Rate 0.00411373
Minimum \$1,148.69
Maximum \$5,743.43

Elmira – Sidewalk Snow Removal (\$460,550.99 requisition)

Tax Rate 0.00026471

Schedule C - 2025 Sewer/Water Capital Charges

Heidelberg Frontage and Connection -Township By-Law 75-2008

Local Improvement: Heidelberg - Frontage and Connection
14 accounts totaling \$13,343.42

Church Street West Elmira – Township By-Law 37-2015

Local Improvement: Church St W - Frontage and Connection
1 account totaling \$2,764.99

King Street St. Jacobs – Township By-Law 08-2019

Local Improvement: King Street N Extension
3 accounts totaling \$8,769.54

Albert Street – Township By-Law 50-2019

Local Improvement: Fire Order/Sprinkler
1 Account totaling \$4,171.64

Sawmill Road – Township By-Law 22-2020

Local Improvement: Sawmill Rd – Frontage and Connection
40 Accounts totaling \$27,720.51

The Corporation of the Township of Woolwich

By-law No. 26-2026

A By-law to Amend By-law 71-2012 Being A By-law for Establishing the Parking of Motor Vehicles on Private Property or in Municipal Lots

(Specially Appointed Parking Enforcement Officers)

WHEREAS section 11 of the *Municipal Act, 2001*, S.O. 2001 c.25 authorizes municipalities to regulate parking on highways as well as parking, except on highways; and

AND WHEREAS Sections 100 and 100.1 of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, authorize municipalities to regulate or prohibit parking or leaving of motor vehicles without the owner’s consent on land not owned or occupied by the municipality;

AND WHEREAS Sections 170(15) of the *Highway Traffic Act*, R.S.O 1990, c,H.8, as amended and Section 101(1) of the *Municipal Act, 2001*, authorizes the removal and storage of any motor vehicle left in contravention of a municipal by-law;

AND WHEREAS Schedule A of By-law 71-2012 sets out the Specially Appointed Officers and their respective properties in the Township of Woolwich;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WOOLWICH HEREBY ENACTS AS FOLLOWS:

Schedule “A” of By-law 71-2012 be removed and replaced by the following:

BY-LAW 71-2012

Schedule “A”

Specially Appointed Enforcement Officers	Municipal Address of Property
Bonnie Allen Andrew Del Net	St. Jacobs Farmers Market 878 Weber Street North, St. Jacobs 845 Weber Street North, St. Jacobs 25 Benjamin Road, St. Jacobs 75 Benjamin Road, St Jacobs
Jeremy Gardner Mike Moniz Ross Dettweiler Blake Smith James Linseman Stephen Klem Aaron Mosch Shujoy Ranadive Alexandra Phung Tim Clemens	Waterloo Region International Airport

Kunle Oluwojure	1700 Kramp Road, Breslau
Libby Playford	86, 90 First Street West, Elmira 1, 3, 25, 29 Killdeer Road, Elmira
Trudy Wiebe	355 Farmers Market Road, St. Jacobs
Gordana Roknic	315 Arthur Street South, Elmira
John Andrews Shauna Metcalf	1440 King St. N, St. Jacobs
Alan Card Laurie Castro Gary Good Steven Karcher Ethan Bleskie	11 Albert St. W, St Jacobs

Amarpal Singh Kanwal Kirpaljeet Singh Kanwal Gurinder Singh Kanwal	10 Dolman St, Breslau 250 Woolwich St S, Breslau
Amin Rajwani Farhad Raoufi Justine Cipriano Moeen Samnani Prince Patel Sean Nemett	10 Benjamin Road, St. Jacobs 14 Benjamin Road, St. Jacobs

This by-law shall come into full force and effect on the date it is passed.

FINALLY PASSED AND ENACTED this 12th day of May 2026.

Mayor

Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.

The Corporation of the Township of Woolwich

By-law No. 27-2026

A By-law to Confirm All Actions and Proceedings of the Council

The Council of the Corporation of the Township of Woolwich enacts as follows:

All actions and proceedings of the Council taken at its meeting held on:

May 12, 2026

Except those taken by by-law and those required by law to be done by resolution, are hereby sanctioned, ratified and confirmed as though set out herein provided, however, that any member of this Council who has dissented from any action or proceeding or has abstained from discussion and voting thereon shall be deemed to have dissented or abstained, as the case may be, in respect of this by-law as it applies to such action or proceeding.

Passed this 12th day of May, 2026

Sandy Shantz, Mayor

Jeff Smith, Clerk

By signing this by-law on the date it is passed, Mayor Sandy Shantz will not exercise the power to veto this by-law.



Development Services Staff Report

Report Number:	DS18-2026
Report Title:	955 Sawmill Road
Author:	Stephen Dykstra, Senior Planner
Meeting Type:	Committee of the Whole Meeting
Meeting Date:	May 12, 2026
eDocs or File ID:	DM131781, 131738, 131739, 131740, 131741, 131742, 131744 and 131745
Consent Item:	No
Final Version:	Yes
Reviewed By:	Deanne Friess, Director of Development Services
Financial Review:	Jennifer Shamsoun, Senior Financial Analyst - Development
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report DS18-2026 respecting 955 Sawmill Road, refuse Zone Change Application 2025-013 concerning the property at 955 Sawmill Road with the requested provision to permit the existing building to include indoor non-commercial recreational activities (ice-rink facility) use within an Agricultural zone.

Background:

The Township deemed the application as a complete application on December 31, 2025 for a zoning by-law amendment (ZC 13/2025). The application was submitted by Mark L. Dorfman Planner Inc. on behalf of Krista and David Godwin. A public meeting was held on February 24, 2026. The application relates to a 37.8 hectare (93.4 acre) property located at 955 Sawmill Road which is just north of the town of Bloomingdale.

The property is surrounded by the following:

- to the east of the property are agricultural lands,
- to the south are agricultural lands and just beyond is the village of Bloomingdale,
- to the west is a wooded area and beyond is an extraction zone, and,
- to the north is the Grand River and beyond is a golf course within the City of Waterloo.

The property currently has a residential dwelling as well as the existing agricultural building which includes the requested uses. The remainder of the lands are used for crop production and environmental lands.

Proposal

The existing agricultural building in question was constructed in 2020 as a farm storage building. Renovations for indoor recreational activities were completed after the construction was completed without a building permit. The internal renovations included, but are not limited to, the installation of an ice-skating rink with team benches, change rooms, washrooms and showers and an ice resurfacing machine room. External modification included the installation of an outside refrigeration system to maintain the ice rink and an asphalt parking lot that can accommodate approximately 35 vehicles.

In December 2022, the Building Department was made aware of these additional renovations. The Building Department then proceeded with enforcement under the authority of the Building Code Act. As a result of these events, an application was submitted to permit the uses that were being conducted as a result of the renovations.

The applicant is proposing that an additional use to be included as site specific zoning. The proposal requested that the following uses be permitted within the Agricultural zone:

1. During November 1 through March 31, inclusive, in each calendar year, only the existing Farm Storage Building located on the Subject Land may also be used for indoor non-commercial, recreational activities.
2. No portion of the Subject Land shall be used for commercial public assembly or public events.
3. No expansion of the existing Farm Storage Building is permitted within and beyond the limits of the Subject Land.

Further to the provisions listed above, the Planning Opinion Report provides some additional context as to what the term 'indoor non-commercial, recreational activities' would include. These activities include ice skating and recreational hockey. With respect to the restrictions provided by the applicant concerning the use of the building for commercial public assembly or public events, the submission states that it is strictly a rink for the private use of the Godwin family. Finally, the applicant has requested the Subject Lands plan includes the building and surrounding area including the parking area.

The applicant submitted the following documents / studies in support of this application:

- Planning Justification Report, prepared by Mark L. Dorfman Planner Inc.; and,
- Existing Conditions Plan, prepared by J.D. Barnes Ltd.

Comments:

Provincial Policy & Legislation / Regional Official Plan

The Provincial Planning Statement (PPS), and the former Regional Official Plan focus on building strong healthy communities to achieve efficient and resilient development and land use patterns. To implement these goals, there are a number of common objectives in each of these documents, including:

- Supporting a vibrant agricultural sector;
- Promoting intensification within the existing urban areas; and,
- Protecting, conserving, and enhancing the valuable natural resources of lands, air and water.

The subject lands are located within the Prime Agricultural Areas. The proposed development does not conform to all the policies within the PPS, specifically with respect to the following:

Provincial Policy Statement – Section 4.3 Agriculture

This section of the PPS is intended to ensure that planning authorities protect the agricultural system approach and protect these lands for long-term use for agriculture.

4.3.2 Permitted Uses

1. *In prime agricultural areas, permitted uses and activities are: agricultural uses, agriculture-related uses and on-farm diversified uses based on provincial guidance. Proposed agriculture-related uses and on-farm diversified uses shall be compatible with, and shall not hinder, surrounding agricultural operations. Criteria for these uses may be based on provincial guidance or municipal approaches, as set out in municipal planning documents, which achieve the same objectives.*

Staff are of the opinion that the proposed use and corresponding building as an ice-rink with the capability of holding team events goes beyond the definition of an ‘agricultural use’, ‘agriculture-related use’ or ‘on-farm diversified use’.

4.3.5 Non-Agricultural Uses in Prime Agricultural Areas

This section generally states that the only non-agricultural uses permitted in prime agricultural areas can be used for extraction of resources, and limited non-residential uses where there is a need for this use and there are no reasonable alternative locations for this use. The proposed ice-rink use does not follow either of these criteria.

Staff are of the opinion that the proposed ice-rink facility does not comply with the Agricultural policies within the PPS.

Former Regional Official Plan

The policies of the former Regional Official Plan (ROP) have not been included in the Township Official Plan to date, as such, the policies within the Regional Official Plan must be considered when reviewing this application. Chapter 6 – Supporting the Countryside provides the policies that are relevant to this application.

The Planning Opinion Report quotes sections 6.A.4 and 6.A.5 of the ROP, which are provided below in full. The Report points to these policies as being the rationale for permitting the indoor non-commercial, recreational activities (the ice-rink) use whereas it is the opinion of staff that when reading the policies and corresponding definitions, that the proposed use does not comply with the ROP policies.

- 6.A.4 The primary land uses permitted in the Prime Agricultural Area and Rural Areas designations will include *agricultural uses*, *agriculture-related uses* and *secondary uses* as set out in the policies in this Chapter.
- 6.A.5 Within the Prime Agricultural Area and Rural Areas designations, all types, sizes and intensities of *agricultural uses* and *normal farm practices* will be promoted and protected in accordance with *Provincial* standards.

The ROP defines Agricultural Uses as - *the growing of crops, including nursery, horticultural and floricultural crops; raising of livestock; raising of other animals for food, fur or fibre, including poultry and fish; aquaculture; apiaries; agro-forestry; maple syrup production; and associated on-farm residence(s), buildings, structures and farm greenhouses*. It is the opinion of staff that the proposed ice-rink use does not fall within the definition as provided.

The ROP defines Agriculture-related Uses as - *those farm-related commercial and farm-related industrial uses that are small-scale and directly related to the farm operation and are required in close proximity to the farm operation. Such uses may generally include abattoirs, grain drying and storage operations, feed mills, produce auctions for locally grown food and similar uses that provide a direct service to the farm community*. Again, it is the opinion of staff that the proposed ice-rink use does not fall within the definition as provided.

Additional policies within the ROP that speak to uses within the Agricultural designation are provided below. These policies can be found in Sections 6.C.7 and 6.C.8. It is paramount to note that in the introduction to both of these sections that the area municipalities (meaning the Township of Woolwich in this scenario) will establish the policies in their respective official plans to permit these uses, in essence, these policies provide the framework for the policies that will be further refined by the Township.

Section 6.C.7 – Agriculture-Related Uses

Policy a) speaks to the use minimizing the amount of land being removed from agricultural production and being suitable for the site in comparison to other alternatives. It is noted in the applicant's justification report that the proposed use is minimizing the amount of land being removed from agricultural production, however, the applicant does not provide justification for how this site is best suited for this use in comparison to other locations within the Township.

Policy b) speaks to the mitigation of potential land use conflicts with adjacent farms and land uses. Staff agree that the proposed use does not conflict nor would it impact the operation of adjacent land uses.

Section 6.C.8 – Secondary Uses

Policy a) speaks to the secondary use being clearly accessory to the principal use. The principal use of the lands is a single detached dwelling and cropping. The proposed use of 'indoor non-commercial, recreational activities' as an ice-rink in a 1,770m² (19,052ft²) building would not be considered by staff to be clearly accessory to the dwelling and fields and the size of the structure is not secondary or subordinate to the residential dwelling. Taking into account that the total area proposed to be rezoned is more than 2% of the land area, this also demonstrates that the secondary use is not secondary to the principle use.

Section 6.C.9 states that the area municipalities will establish regulations for secondary uses in the zoning by-laws. The Township Zoning By-law does not have a specific definition of 'secondary uses', however, the definition for the On-farm Diversified Use references what 'secondary' is with respect to this use. The definition states that On-farm Diversified Use means uses that are secondary to a principal agricultural use on the property and are limited in area. On-farm diversified uses include but are not limited to home occupations, home industries, agri-tourism uses, and uses that produce value-added agricultural products. Staff are of the opinion that the proposed 'indoor non-commercial, recreational activities' as an ice-rink would not comply with the term secondary use in either the ROP or the Zoning By-law.

Therefore, it is staff's opinion that the use of the non-commercial recreational ice rink is not secondary to the residential dwelling or the agricultural use of the property.

Staff are of the opinion that the proposed use does not comply with the policies provided in the former Region Official Plan.

Official Plan Conformity

As part of the subject application the applicant has not demonstrated that the proposed application conforms with the Township of Woolwich Official Plan. There are many instances within the Official Plan where the Township policy articulate that agricultural lands and the landscape are to be preserved to the greatest extent possible. The introduction of this facility does not conform to the policies within the Official Plan.

Within the applicants report it points out that the proposed lands to be rezoned are not located within the Core Environmental Feature. The Official Plan mapping provided by the Township GIS layers also shows that there are no significant environmental features that are within 60 metres of the subject lands. It is regrettable that the application did not go through a comprehensive Zoning By-law or Site Plan application to determine the state or significance of the surrounding features and if there were any impacts due to the development.

The Planning Opinion Report submitted by the applicant concludes, in paragraph 50, that the proposed use should be categorised as being an Agriculture-Related Use. Section 6.2.5 of the Official Plan provides the policies associated with this designation. The first requirement is that the proposed use 'Conforms to the Zoning By-law and policies of this Plan". The applicant suggests that the proposed use is similar as an Agriculture-Related Use within the Zoning By-law, staff interpret that the report meant that the proposed use is similar to a permitted use within the Zoning By-law, which would be the requirement of this policy. Staff are of the opinion that that the proposed ice-rink and recreational hockey facility is not identified as a permitted use, an accessory use or that it could be considered 'similar' to any of the permitted uses. Staff are of the opinion that the proposed use does not comply with Section 6.2.5.1 of the Official Plan with respect to the provisions of the Zoning By-law. With respect to conformity with the Official Plan, there are several policies listed below which demonstrate that the proposed use is also not in conformity with the Official Plan.

Section 6.2.2 of the Official Plan provides policies related to On-farm diversified uses. The Official Plan does provide policies related to farms allowing for additional uses that are related to farming but may not be specifically agricultural in nature. This policy and its expansion of permissions hangs onto the last part of this section, which describes what on-farm diversified uses are and how these uses are to remain as secondary to the primary agricultural uses. This section restricts the uses to limiting the uses to those that are secondary and limited to dry industrial, non high-water use/effluent generation operations, farm related commercial, commercial uses related to the principal farm use, home occupations, home industries / on-farm businesses, group homes, agri-tourism uses, and uses that produce value added agricultural products. Staff are of the opinion that the proposed use does not fit within this description and should therefore not be redesignated or characterized as being an on-farm diversified use.

Section 6.2.2 states that On-farm diversified uses may be permitted on parcels within Prime Agricultural Areas and Rural Lands provided that the proposed use: d) Does not generally exceed 2% percent of the total size of the farm parcel up to a maximum of one hectare. The proposed plan identifies an area of 0.8433 ha (2.1 acres) to be rezoned. The property is identified as having a total area of 37.8 ha (93.4 acres). The total area proposed to be rezoned is approximately 2.2% of the total land area which does not meet the intent of the designation.

The applicants Planning Opinion Report references Section 6.2.5 – Agriculture-Related Uses, which is applicable for this Report. Policy 6.2.5.1 permits amendments provided that the proposed use conforms to the policies of this Plan. There are several policies that this proposal does meet, however, staff are of the opinion that the proposed use should not be categorized as an agriculture-related use as it does not meet the definition. The definition, which is the same as the Regional definition and provided above, is clearly to be related to farm uses with examples such as a feed mill or abattoir. The proposed ‘indoor non-commercial, recreational activities’ does not relate to agricultural practices or support agricultural production. Staff are of the opinion that the general assertion that since the proposed redesignation uses minimal lands it therefore meets these policies is an incorrect interpretation of the Official Plan.

Section 6.3.1 permits the intensification of existing non-farm related development. Staff are of the opinion that the proposed use should not be considered as an existing non-farm related development as the proposed indoor non-commercial, recreational activities use is not a pre-existing condition. The existing building on the property was constructed with a building permit for an agricultural building and later converted to an ice rink without a building permit or knowledge of the Township. Furthermore, this policy is not for the creation of new uses, but for the conversion of an existing use. This policy should not apply to this application.

Section 6.3.4 is associated with recreational and tourism uses. The proposed indoor non-commercial, recreational activities use could potentially fall under this category. However, this application is for the personal use of the Godwin family; this application is not proposing the use of this designation and the building would not be available for public recreation or tourism purposes.

Section 19.5 provides policies related to Site Plan Control Areas. The applicant is proposing that the building be rezoned to include indoor non-commercial recreational activities, including an ice-rink. This would be considered ‘development’. The Official Plan refers to the definition of ‘development within the Planning Act Section 41, which states that “Development means the construction, erection or placing of one or more buildings or structures on land or the making of an addition or alteration to a building or structure that has the effect of substantially increasing the size or usability thereof...”. The proposed use increases the usability of the lands and would be defined as development according to the Planning Act and in accordance with the Official Plan.

It is noted that in the event that this application was to be approved as an On-farm diversified use, then a Site Plan application must be submitted and approved. However, if the use is approved as an accessory use to the residential use, then a Site Plan application would not be required. The On-farm Site Plan application process is a condensed and simplified version of the standard Site Plan process that includes a simplified version of an Agreement as well.

With respect to the above noted policies that apply to the subject lands, it is staff's opinion that the proposed development is not in conformity with the Official Plan.

Land Use Compatibility:

Surrounding and Proposed Land Uses

When determining a proposed land use, one of the considerations is reviewing the existing surrounding land uses. This ensures that the proposed land use will be compatible with the existing community. It should be noted that compatible does not necessarily mean 'the same' but refers to whether the uses can fit will with each other.

The surrounding lands are predominantly agricultural in nature. It is noted that the village of Bloomingdale is to the south which does provide some services and recreational activities. To the east and west of the property are agricultural and rural uses. To the north is the Grand River, beyond is a golf course within the City of Waterloo but due to the river it should only be partially considered as part of the surrounding context as the river act as a barrier.

The proposed use, if it had been incorporated into the community, could potentially have been an asset and compatible with the surrounding uses. However, since the proposed use and the existing location of the building are incompatible with agricultural provisions and is not an agricultural related use, the ice rink facility has not been integrated within the community and is on lands that do not support this use.

It is staff's opinion that the proposed land use is not fully compatible with the surrounding land uses. The introduction of a non-farm related use to this area further erodes the agricultural character of the area. The Township actively promotes the retention of agricultural lands for agricultural uses, and the introduction of a non-agricultural use deteriorates the composition of the lands. Furthermore, the future uses of these lands are limited as traditional agricultural uses will most likely not be able to be located near this use due to MDS and other more practical reasons. It is not anticipated that livestock production would be located in close proximity to the ice-rink.

Appropriateness of the Concept Plan

The concept plan provided by the applicant generally depicts an ice rink facility located approximately 350 metres from Sawmill Road and approximately 150 metres from the residential dwelling. The building is located in an isolated area on a large property. The ice rink facility has a non-descript general appearance. From the road the building appears that it could have a wide variety of uses. The building is not designed to appear as a traditional agricultural building or one that houses standard livestock.

In front of the building is a paved area that can be used for parking purposes. Aerial photography shows that that the parking area has painted lines for 36 parking spaces. There is a gravelled area around the southerly and westerly sides of the building, and a concrete slab at the rear of the building for larger vehicles to access the building. The

refrigeration system is also located outside of the building. Inside the building it is understood from inspections there are the following uses: ice-skating rink with team benches, change rooms, washrooms and showers and an ice resurfacing machine room, and an outside refrigeration system to maintain the ice rink. This facility acts as a complete ice-rink / recreational hockey facility.

Township staff were made aware that the owner was considering the installation of this ice rink facility prior to this use being permitted. Township staff informed the applicant / owner aware that this use is not permitted and that their concept for an ice rink would likely not be supported. It is unknown as to whether the concept plan meets metrics within the Zoning By-law or whether the building would be subject to the requirements of the Commercial or Institutional zone, as this use is not permitted within the Agricultural zone.

The applicant proposes that the building is used as storage of hay and straw from April to October, which is identified as the farm season. It is also known that from April to October is the growing season, so, the crop that is being grown cannot also be stored in the building – it is a contradiction. The contractor would in theory have to grow the crop, once harvested then ship it to another building for storage over the winter, and then in the spring ship the aged hay/straw back to the farm. While this is possible, the likelihood of this building storing the crops grow on the subject lands is less than ideal.

Staff are of the opinion that that the characterization of the building as a Farm Storage Building is inaccurate as this is not the primary use of the building. Staff are of the opinion that the Concept Plan illustrates that the primary use of the building is for the ice-rink and recreational hockey purposes.

Zoning

The proposed special policies provided by the applicant to amend the Zoning By-law are provided below:

- a) During November through March 31, inclusive, in each calendar year, only the existing Farm Storage Building located on the Subject Land may also be used for indoor non-commercial, recreational activities.
- b) No portion of the Subject Land shall be used for commercial public assembly or public events.
- c) No expansion of the existing Farm Storage Building is permitted within and beyond the limits of the Subject Land.

The applicant is proposing several provisions. Staff are not in agreement that the proposed use is in compliance with the Zoning By-law and in addition, there are several issues with the proposed provisions.

The applicant is suggesting that the proposed use is an accessory use to the residential dwelling. The report suggests that skating rinks can be provided for a family during the

winter on outdoor skating rinks or ponds, and that this use is in compliance with the Zoning By-law. The report goes on further to suggest that by extension, indoor ice skating is similar to outdoor skating and that a detached building for the purpose of indoor skating is not necessarily unusual as an accessory use.

Staff agree that temporary outdoor skating during the winter is not regulated by the Zoning By-law. Typically, this activity includes a couple of hockey nets and a wooden bench. This use is temporary and dictated by the elements of winter, limited in size and includes no permanent structure. However, if a building or structure is erected for the purpose of being seasonal (ice-skating or recreational hockey) it may require a building permit and shall not be used as a permanent or fixed building as per the Zoning By-law. It is not typical, that buildings are erected for the primary purpose of skating and hockey with a refrigeration unit and ice resurfacing machine as an accessory use. Staff do not agree with the suggestion that an outdoor skating on a pond during the winter is similar to a building erected for the primary purpose of ice-skating and recreational hockey.

The report states that there are no Definitions or Regulations regarding ‘arena’ or ‘skating’. While it is true that there are no Definitions specifically for these terms, there are other definitions and sections within the Zoning By-law that provide provisions that could be applied. Section 3 Definitions includes the term ‘Commercial Recreation’, which includes the word ‘skating’ and Section 5.2 e) identifies ‘Arena’ as a permitted use and provides a parking ratio. Furthermore, staff are not suggesting that a ‘rink’, ‘ice’, ‘arena’ or ‘skating’ are prohibited. It is not possible to prohibit ‘ice’ in any By-law. The lack of a definition does not mean that the use is prohibited. The Township has several arenas that are within the Institutional zone, that went through a Site Plan process and were approved by the Township.

The report provides the definition of ‘Accessory Building or Structure – Detached’. This is the definition that the Planning Opinion is based upon. The definition is provided below – the bolded part is highlighted for convenience but is not highlighted in the original text.

“means a detached building or structure which does not meet the definition of attached, of which, the **use is naturally or customarily incidental and subordinate to, and exclusively devoted to a principal use, building or structure**, and located on the same lot therewith, and shall also mean and include a detached private garage or detached carport, but does not include children’s play structures or patios or decks associated with a dwelling unit.”

The report states in paragraph 24 that “the building is primarily used to store hay and straw during the April to October farm season’ and ‘Hay and straw production and storage are the primary agricultural uses of the Subject Property’. The report also states that ‘skating is not intended to represent a primary land use on the Subject Property’. It is clear that the report is suggesting that the building is not primarily used as either storage or for skating, however, the report is also stating that the definition to be applied to the building is that it should be regarded as an accessory building. Staff are perplexed as the

proposed use within an accessory building must be either “exclusively devoted to a principal use, building or structure’, or, that the building has multiple uses.

The report goes on to state that the ice skating is a periodic use. That the building is not required for agricultural storage in the winter, which, is correct as the sole intended purpose of most agricultural storage buildings is specifically over the winter. Storage of materials over the winter months is the only reason why a substantial portion of agricultural buildings are erected. Regardless of any standard agricultural practices, the report is conveying that the building is used interchangeably between an ice-rink and recreational hockey facility and storage for straw and hay. Staff are of the opinion that the building that is proposed to have two uses do not comply with the Accessory Building or Structure definition which clearly indicates that the structure must be exclusively devoted to a principal use, building or structure.

The report seems to try to draw away from this definition by also providing the definitions for ‘Accessory Use’ and ‘Main or Primary or Principal Use’. The report states that the primary use of the property is agricultural, the Accessory Use definition states that the use, building or structure that is customarily incidental to, subordinate and exclusively devoted to the principal use on the same lot. The ice-rink and recreational hockey are not ‘incidental, subordinate *and* exclusively devoted’ to agricultural practices. With respect to the Main or Primary or Principal Use which means “one or more functions of land, buildings, structures, or parts thereof which constitute the principal use(s) of a lot, and which is specifically permitted by this Zoning By-law. An accessory use shall not constitute the main use of a lot.” The Agricultural zone does not identify recreational facilities or uses related to an ice-rink or recreational hockey as one of the specifically permitted uses. The accessory uses that are permitted within the Agricultural zone are provided in the zone which include:

Accessory Uses:

- i) Buildings and/or structures accessory to a residential use
- ii) Accessory building for horse transportation
- iii) Manure storage facility accessory farming
- iv) Accessory Bio-Storage
- v) Building or structures accessory to other permitted uses

Staff are of the opinion that the proposed indoor non-commercial, recreational activities use does not fit with any of the permitted accessory uses in the Agricultural zone.

In paragraph 46 the report states (paraphrased) that the farm storage building for a recreational use does not render the building as an accessory use to the residential use.

In terms of the application determining whether the proposed use is an accessory to the residential or the agricultural use; the applicant states that it is not accessory to the residential use and staff are of the opinion that the use is not accessory to the agricultural use. So, the proposed use is therefore not accessory to any of the permitted uses.

The applicant refers to the building as a Farm Storage Building. The Townships Official Plan and Zoning By-law do not have a definition for a 'Farm Storage Building'. The Townships Zoning By-law does have definitions related to 'Agricultural Use', 'Agricultural-related Uses', 'Farm', 'Farming', 'On-Farm Diversified Use', 'Value Added Farm Uses' and 'Value Retaining Farm Uses'. In none of the listed definitions are commercial or institutional uses related to recreational facilities listed as a related use to the word 'farm' or 'agriculture, furthermore, in uses that are possibly related to agricultural uses a recreational facility (ice-rink) is not listed.

Where agricultural related uses are permitted, they are to be related to the farm or farm operations. The use must support agricultural uses and provide a direct service to the farming community. Furthermore, the primary activity of the building shall support the agricultural use; it is the opinion of staff that the primary use of the building is for the ice-rink and recreational hockey, not for agricultural uses. A Farm Storage Building would not include locker rooms with showers, team benches, a refrigeration system and an asphalt parking lot. These are significant upgrades for a building to store hay / straw.

It is staff's opinion that the building characterization as a Farm Storage Building is inaccurate and could potentially be referenced as a Private Multi-Use Building with a definition that states that it includes recreational activities as its primary use and that it can support limited agricultural storage uses.

The applicant has suggested in their Planning Opinion Report that the ice-rink will only be used by the Godwin family. The proposed Zoning By-law amendment includes a provision that the use will not be used for commercial public assembly or public events. The Township By-law has no definitions for 'commercial public assembly' or 'public events', and as a result, these terms could be interpreted in a variety of ways. There is a gap between what is meant by only the residents of the property and public events and it also unclear as to how this can be regulated. It is clear from the design of the property, with approximately 36 parking spaces, that there is space for more than just the residents to park. The proposed zoning and the existing site do not provide sufficient provisions or physical constraints to limit the number of people that the proposal is trying to justify.

Section 6.4 On-Farm Diversified Uses and/or Section 6.5 On-Farm Agri-Tourism

The applicant is not requesting that the proposed use be regarded as an On-Farm Diversified or Agri-Tourism Use. This is a correct assessment, as the proposed ice-rink / recreational hockey use would not comply with the provisions within Section 6.4 or 6.5 of the Zoning By-law.

Zoning By-law Conclusion

Staff are of the opinion that the proposed use does not meet the definition of an “Accessory Building or Structure – Detached”, that it does not meet the definition of an “Accessory Use” to either the Residential Use, as stated in the Planning Opinion Report or as an accessory use to Agricultural use in the opinion of staff.

Municipal Services

The Township has the responsibility to ensure that services (water, sewage treatment, stormwater management) are available for the development to proceed. The applicant did not make the Township aware that this building would be including indoor plumbing or that it would be a gathering place for people on a regular basis. The Township has not reviewed as to whether the building is safe or has obtained the necessary steps to ensure that it has met the requirements for municipal services.

In addition, the changes to the building have been reviewed by the Building Department deficiencies with the Ontario Building Code (OBC) have been identified. However, the Township cannot issue a permit for a use which is not currently permitted in the zoning by-law. Therefore, the building permit is on hold pending the decision by Council on this Zoning By-law Amendment.

Agency Comments

Grand River Conservation Authority (GRCA)

The GRCA has confirmed that they have no comments related to this application. They do note that a portion of the subject property is regulated by the GRCA and any development within a regulated area will require a permit. The mapping from the GRCA indicates that the building is located outside of GRCA Regulated areas. This map is provided as part of the GRCA submission.

Region of Waterloo

The Region has provided their clearance for this application. They noted that as a result of Bill 23 that they have no interest in and therefore no comments on this application.

Enova

Enova states that they do not have any comments for the re-zoning of this property.

City of Waterloo

The City of Waterloo does not have any comments related to this application.

Public Comments

The Township did not receive any comments from the public at the public meeting.

Interdepartmental Impacts:

The Development Engineering division and Infrastructure Services department issues have not been addressed. Township staff note that engineering drawings have not been submitted. The plans should include as-constructed grading for the disturbed lands. The applicant has not demonstrated how drainage will be managed and controlled.

Building Department Impacts

The Ontario Building Code (O.B.C.) has classifications for buildings for their intended use. The most restrictive use must be applied to the building to classify its occupancy and required building codes. This is to ensure that all life safety systems applied are being applicable to the most hazardous occupancy the building serves.

Given that the building contains an indoor ice rink, without bleachers and stands, the building is required to be deemed an “assembly occupancy”, as per O.B.C. The building, if approved for the indoor ice rink use, could be used for both farm (indoor storage) and the proposed indoor ice rink, but for the purposes of applying the O.B.C., the building would be evaluated as an “assembly occupancy”. The O.B.C requirements are the same requirements for a public ice rink than a private one, the ownership does not impact the O.B.C requirements. The building staff recognize that the building is not entirely open to the public, as it is on private property and is gated, therefore, some consideration will be given during the building permit application in terms of what parts of the O.B.C. should apply. The Ontario Building Code allows designers to propose alternatives that meet the intent of building code requirements instead of complying with the prescriptive methods of the O.B.C. Building staff have had some discussions with the applicant’s designer on this alternative approach but is waiting for the results of the planning process before continuing these discussions. The planning process is considered as “applicable law” within the O.B.C and that must be satisfied prior to a building permit application being deemed complete to change its use to include an indoor ice rink (i.e. assembly occupancy) as a permitted use.

Financial Impacts:

There are no direct financial impacts associated with this report. Application review costs have been recovered through applicable planning fees. The proposed development would not generate development charge revenue, and no capital or operating budget impacts are anticipated as a result of the recommendation. Any potential future costs related to an appeal would be managed within existing budgets and reported to Council as required.

Climate Impacts:

The proposed ice-rink and recreational hockey facility will consume additional energy and increases the amount of natural gas consumption and greenhouse gas (GHG) emissions. As a farm storage building, the building would require very little energy. It is estimated,

from limited research, that the energy required for an ice-rink is equivalent to approximately 10 households. Staff note that this facility will increase the amount of energy required for this property that does not contribute to agricultural or agricultural related production.

Community Strategic Plan Impacts:

In reviewing the application as it relates to the Community Strategic Plan Impacts it is the opinion of staff that the most appropriate strategic priority that can be applied to this application is:

- Cultivate long-term economic prosperity: *We will carefully navigate the planning and development of our communities through phased and managed growth that supports economic sustainability and community well-being.*

Staff are of the opinion that permitting the ice-rink and recreational hockey facility within the Prime Agricultural Area designation within the Official Plan and in the Agricultural Zone in the Zoning By-law does not promote the continued use of these lands as agricultural lands. The application does not support the economic sustainability of the subject lands but rather changes the usage of the lands from primarily agricultural to a mixed-use property.

Conclusion:

Staff recommends that Council refuse this application as it does not in staff's opinion conform to the Provincial Policy Statement, Former Regional Official Plan, and the Township Official Plan. The proposed use is not secondary to the agricultural use of the property and the building is not subordinate as an accessory use to the residential building on the property.

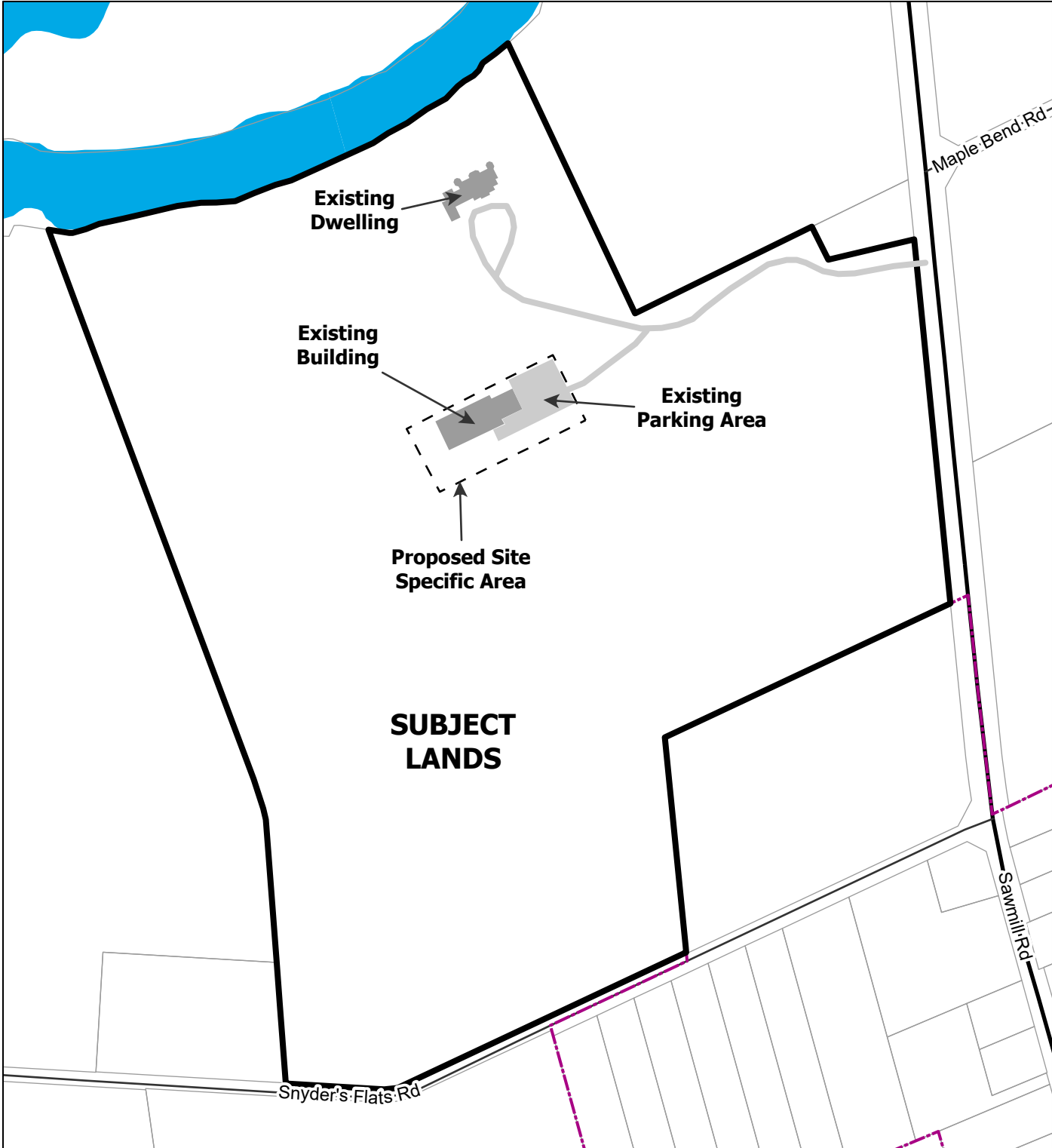
Attachments:

1. Attachment 'A' – Location Map
2. Attachment 'B' – Map 1 – Zoning
3. Attachment 'C' – Map 2 – Official Plan
4. Attachment 'D' – Map 3 – Aerial Photo
5. Attachment 'E' – Map 4 - Proposed Concept Plan
6. Attachment 'F' – Minutes from February 24, 2026 Public Meeting
7. Attachment 'G' – Region of Waterloo Comments Letter, dated February 10, 2026

Location Map
File Number: 2025/13
File Type: Zoning By-Law Amendment
Location: 955 Sawmill Road

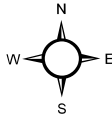


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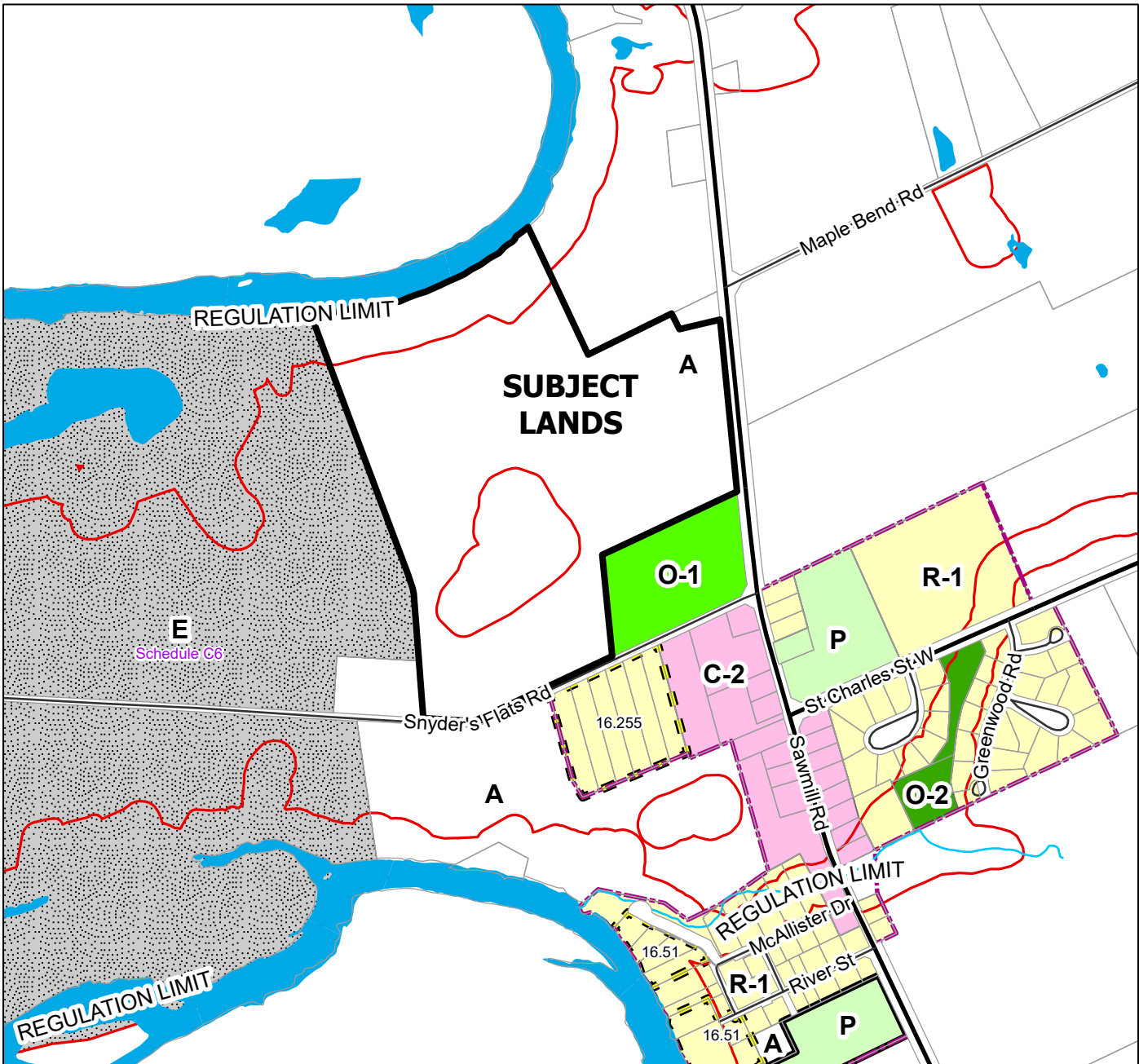
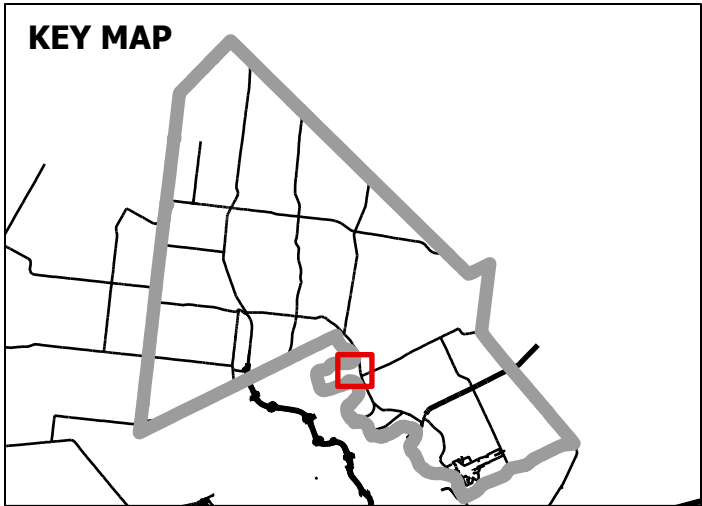
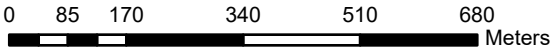


MAP 1 - Zoning
File Number: 2025/13
File Type: Zoning By-Law Amendment

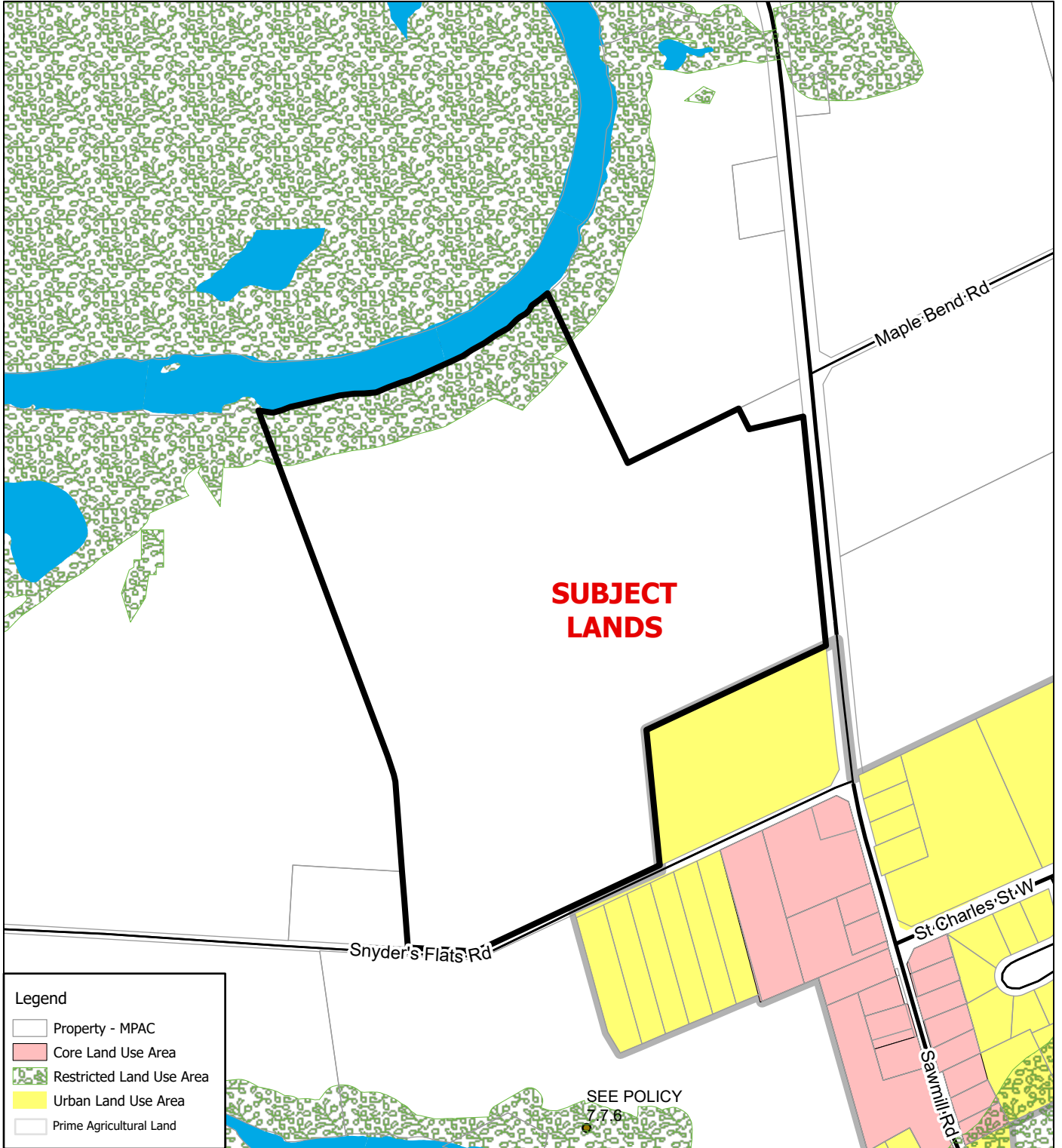
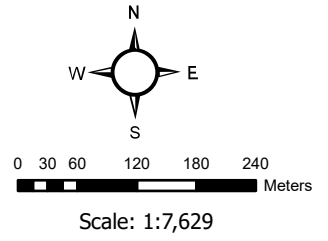
955 Sawmill Road



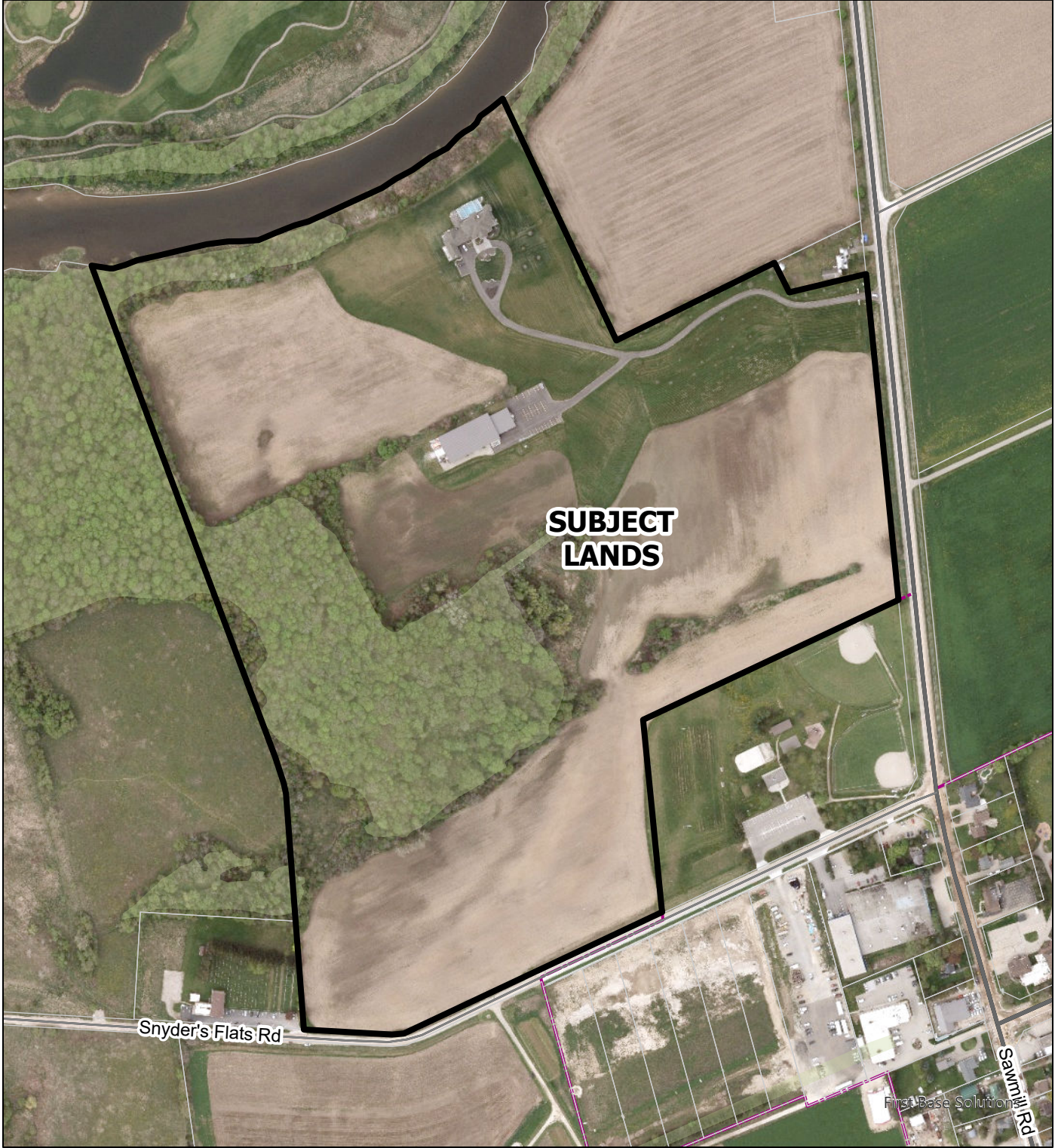
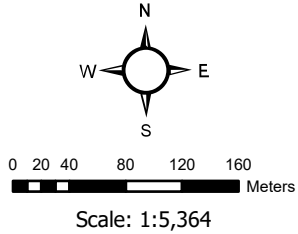
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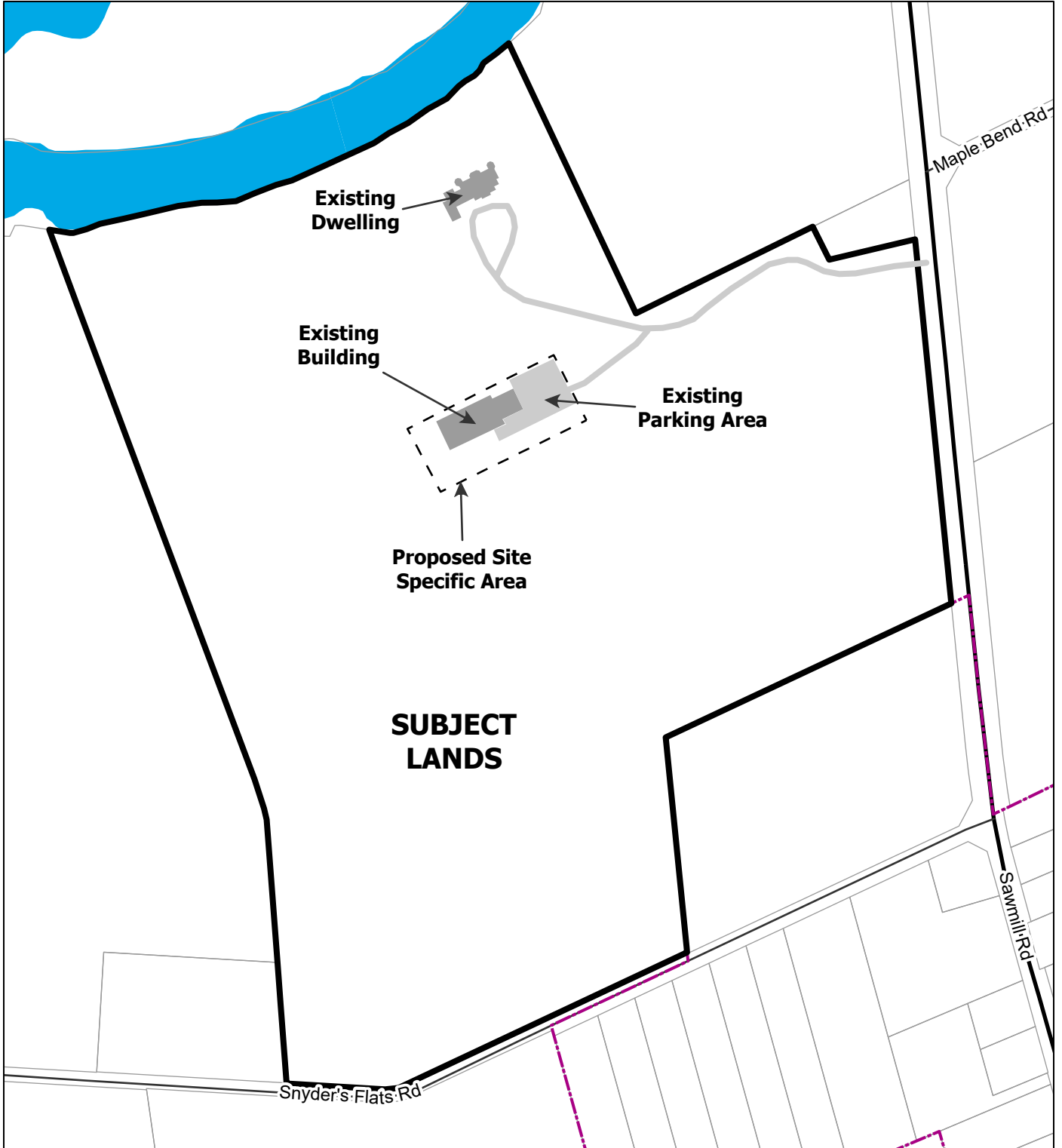
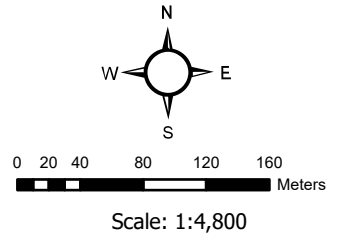
MAP 2 - Official Plan
File Number: 2025/13
File Type: Zoning By-Law Amendment
Location: 955 Sawmill Road



MAP 3- Aerial Photo
File Number: 2025/13
File Type: Zoning By-Law Amendment
Location: 955 Sawmill Road



MAP 4 - Proposed Site Specific Area
File Number: 2025/13
File Type: Zoning By-Law Amendment
Location: 955 Sawmill Road





Township of Woolwich

Regular Meeting of Council Minutes

Tuesday, February 24th, 2026 - 7:00 p.m.
 Council Chambers – with YouTube Livestream
 24 Church Street West, Elmira

Present: Mayor Sandy Shantz
 Councillor Bonnie Bryant
 Councillor Evan Burgess
 Councillor Nathan Cadeau
 Councillor Kayla Grant
 Councillor Eric Schwindt

Staff Present: Chief Administrative Officer David Brenneman
 Clerk/Director of Corporate Services Jeff Smith

EXCERPT ONLY OF PUBLIC MEETING MINUTES

Public Meetings

DS04-2026 - Development Services Information Report -Zoning By-law Amendment 2025-013 - 955 Sawmill Road, David and Krista Godwin

Mayor Shantz declared the Public Meeting to be open.

Council discussed:

- The proposed timeframe for when the building can be used as an ice rink that was suggested by the applicant; and
- Ice rink building requirements based on classification determined by the Chief Building Official (CBO) under the Ontario Building Code (OBC).

Staff clarified that the zoning for this building is a municipal decision.

Staff confirmed regulation limits and environmental features identified on the property do not conflict with the proposed amendment.

Mark Dorfman, President of Mark L. Dorfman, Planner Inc. spoke on behalf of the applicants David and Krista Godwin clarifying the specific details of the buildings on the property and their uses. Mr. Dorfman mentioned the historical significance of this property to the Godwin family, having been in their family for generations.

Council discussed how the building is currently being used during different times of year, and how an ice rink would affect its intended use as agricultural product storage.

In response to concerns raised by Council, Mr. Dorfman clarified that the proposed Zoning By-law amendment restricts uses to non-commercial uses only.

As there were no further speakers, Mayor Shantz declared the Public Meeting to be closed.



PLANNING, DEVELOPMENT AND
LEGISLATIVE SERVICES

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Will Towns: 519-616-1868
File: C14-60/7/1325
February 10, 2026

Stephen Dykstra
Development Services Department
Township of Woolwich
24 Church Street West, P.O. Box 158
Elmira, ON, N3B 2Z6

Dear Mr. Dykstra,

**Re: Zoning By-law Amendment ZCA2025-013
955 Sawmill Road
David & Krista Godwin c/o Mark Dorfman
Township of Cambridge**

The Region of Waterloo has received an application for a zoning by-law amendment (ZBA) application at 955 Sawmill Road in Woolwich. The subject lands are designated Prime Agriculture in the Regional Official Plan (ROP); designated Prime Agricultural in the Township's Official Plan; and zoned Agricultural (A). Regional staff understand that the application seeks to add site-specific permissions for an "indoor, non-commercial recreational facility" for a portion of the property that houses an existing accessory structure.

Regional staff have reviewed the proposal and confirm that consistent with the Region's responsibilities following the proclamation of Bill 23 (the More Homes Built Faster Act) on January 1, 2025, the Region has no interest in and therefore no comment on this application.

Fees

Regional staff are in receipt of \$3,000 for the Region's review of the zoning by-law amendment application in accordance with provisions of Regional Fees & Charges By-law 25-066. Per the by-law, Regional staff confirm that Planning Act application review fees are waived as the application is not related to any area of Regional responsibility. A full refund of fees received will be initiated with the applicant.

General Comments

Any future development on the lands subject to the above-noted application will be subject to the provisions of Regional Development Charge By-law 19-037 or any successor thereof.

Please accept this letter as our request for a copy of the decision pertaining to this application. Should you have any questions, please do not hesitate to contact the undersigned.

Yours truly,

A handwritten signature in black ink that reads "Will Towns". The signature is written in a cursive, flowing style.

Will Towns, MCIP, RPP
Senior Planner

cc: David & Krista Godwin (Owner)
Mark L. Dorfman (Applicant)

**DOCUMENT BOOK
ON BEHALF OF
DAVID & KRISTA GODWIN**

REGARDING: 955 SAWMILL ROAD, TOWNSHIP OF WOOLWICH

**TOWNSHIP OF WOOLWICH
AGENDA ITEM # 6.1.2 DS18-2026**

SCOTT SNIDER
TMA LAW Associates
2010 – 25 Main Street West
Hamilton, ON L8P 1H1
ssnider@tmalaw.ca
905-529-3476 ext. 2890

On behalf of David Godwin
May 12, 2026

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TAB 1







TAB 2

[Ottawa](#) | News

Eastern Ontario man builds ice rink in second storey barn loft

By [Peter Szperling](#)

Updated: January 08, 2026 at 7:08PM EST

Published: January 08, 2026 at 3:12PM EST



CTV's Peter Szperling visits a unique skating rink in Perth, which a man built in the second-storey loft of his barn.

Building a backyard rink is a Canadian tradition, but one Eastern Ontario man is taking it to new heights.

John Ryan created an ice rink in the second-storey loft of his barn, located on his property in Perth, Ont.

"If you know me, I'm a packrat — and the first floor's full," Ryan said.

Ryan says he first created the rink 16 years ago for his children.

"They needed somewhere to play," he recalled.



John Ryan created an ice rink in the second-storey loft of his barn in Perth, Ont. Jan. 8, 2025. (Peter Szperling/CTV News Ottawa)

Today, the rink is used by his grandchildren.

“My grandkids now live behind me and my son has got a baby on the way. So, we’ll be doing it till we can’t do it anymore.”

He says he got the idea to build an indoor rink in the loft of the barn out of “laziness,” after trying an outdoor rink first.

“Tired of packing the snow down and watering,” he said.

While the rink is indoors, it’s still very weather dependent, and Ryan says it’s particularly sensitive to warmer temperatures.

“You take the pucks and the nets off and let it puddle up; when she gets hard, she’s good to go again,” he said.

He says the rink is usually up and running by New Year’s Eve and runs until sometime in March, depending on the weather.



John Ryan created an ice rink in the second storey loft of his barn, located on his property in Perth, Ont. Jan. 8, 2026. (Peter Szperling/CTV News Ottawa)

“It’s great for the kids,” says Ishia Ryan, Ryan’s daughter-in-law.

“They’re able to come and skate at nanna and poppa’s anytime they want. It helps them practice their skills for hockey. They’re all in hockey, so that makes it a good place for them to enjoy.”

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TAB 3

RINK IN A PIG BARN: Farm family puts unused barns to good use

[FF farmersforum.com/rink-in-a-pig-barn-farm-family-puts-unused-barns-to-good-use/](https://farmersforum.com/rink-in-a-pig-barn-farm-family-puts-unused-barns-to-good-use/)

February 15, 2023



Shawn Luimes claims he's able to maintain a good skating surface for months in his former pig barn.



When the Luimes children, Eli (above) and Aubree aren't playing hockey, they can dunk some baskets in a converted hay barn.

Nelson Zandbergen Farmers Forum

SHANLY — A Spencerville-area farm has turned a former pig barn into a private indoor rink. A former hay barn is now a basketball court.

The naturally chilled ice surface measures 35-by-125 feet and occupies the entire width of the interior and almost the full length of the 1980s-era sow barn.

Owner Shawn Luimes says that by opening and closing the windows, while running the barn's ventilation system overnight, he's able to maintain a quality, frozen ice pad from before Christmas through early April.

You would never know it, but the ice surface sits on the barn's slatted concrete floor. Before the first flooding of the season, the owner puts down a layer of bunker plastic to prevent the water from escaping into the empty manure pit below.

The barn was already brightly lit and lined with white "puck board" when Shawn and wife Natalie bought the County Rd. 18 property in 2019. A friend came up with the rink idea, and Shawn found some old wooden concrete-pouring forms and refashioned them into short dasher boards at both ends of the big room. Some old mesh salvaged by his brother-in-law was also hung at either end to stop pucks fired high at either net.

A pew left over from the renovation of the family’s church in Dixon’s Corners serves as a top-notch bench for tying up skates.

The Luimes children, Eli, 12, and Aubree, 10, play shinny every day in the barn, often with their grandfathers, Tom Luimes and Bill Byker, both of whom live nearby.

“We figure we probably made as much money doing this as running hogs,” Byker — a crop farmer — quips on a recent winter evening. “It’s not a profit centre.”

They call the rink “Dakota Memorial Arena” in memory of the Luimes family’s deceased dog. Dakota was good at finding pucks in the snow at a local park in Stittsville, where the family lived before moving to the farm.

At the time, Shawn worked as a design engineer with a company that makes medical diagnostic equipment.

As of September 2022, however, he’s become a full-time cash-cropper and custom-harvest operator who stays very busy tending to 2,500 acres when hockey season is over.





When the family isn't playing hockey, they can dunk some balls in a hay barn that serves as a basketball court. (Nelson Zandbergen photos)

TAB 4

'We call it the barn': Homemade rink helps train Vancouver Island hockey star

By CTV News Vancouver Island

Published: March 28, 2023 at 1:00PM EDT



A 14-year-old hockey star who practices at a rink on a Saanich farm is being pegged as a top prospect for the WHL Bantam Draft.

On Vancouver Island, a young hockey star is turning heads and preparing for his future, all while practising at a backyard rink located in a barn.

Noah Kosick puts his skates on one foot at a time, just like anybody else. But there are a few things that separate him from your average 14-year-old.

He plays in a U-18 league with Pacific Hockey Academy, and was coached by his dad, Mark.

"He had a good year and I was proud of him," said his father.

Between making fancy passes, Kosick practises at a homemade hockey rink.

"We call it the barn," he says.

That's because it is a barn, on a Saanich farm, where Kosick comes every day.

"I basically grew up here," he says. "It's an unreal facility and place."

That practice has helped him become one of the top young players in the hockey universe.

Several websites have him pegged as a top prospect for the WHL Bantam draft.

While his future is uncertain, Kosick says playing in Victoria "would be special."

"If that's how it worked out it certainly would be something special for our family," he says.

But for now, Kosick spends most of his time far from the eyes of scouts in the barn.

When asked if he thought it was the coolest place in the world?

"Yeah, for sure," says Kosick. "Any kid that loves hockey dreamed of having a place like this."

Despite it having its own scoreboard and even the WHL logo on center ice, that's not the teen's favourite feature.

"The Zamboni when it gets going," he says.

TAB 5

New Brunswick

Inside this 1840s N.B. barn is a dream hockey rink

Mini arena on eastern New Brunswick farmland is complete with canteen, locker room

Alexandre Silberman · CBC News · Posted: Feb 16, 2022 5:00 AM EST | Last Updated: February 16, 2022



Listen to this article Estimated 3 minutes



In its heyday, the 1840s barn housed more than 100 farm animals. Now, it's home to a neighbourhood hockey rink. (Mike Heenan/CBC)

[comments](#)

Overlooking fields in Sainte-Marie-de-Kent, an unassuming 1840s barn has grabbed the attention of young hockey players, who appreciate the elaborate ice rink tucked inside.

An opened door to the barn in the eastern New Brunswick community reveals a miniature arena with lighting, boards, lines, a dressing room and canteen overlooking the ice.

It's a setup built by a pair of local hockey dads, who have spent nights and weekends putting together their vision of the ultimate backyard rink.

Empty rounded rectangular box for user input or comments.

Martin Allain built an outdoor rink for the first time last season and said his kids loved it. But while most would be happy with a sheet of ice, he had more ambitious plans.

"We wanted to have it as real as possible," Allain said. "So we made the boards the real height, the trim, the colour of a real ice surface."



Two hockey dads in Sainte-Marie-de-Kent, N.B., built this arena-style hockey rink inside a historic barn. (Alexandre Silberman/CBC)

But there was one drawback to last year's rink — snow, rain and ice made it difficult to maintain the surface. That led to the idea of having the ice rink enclosed in the barn, well protected from the elements.

WATCH / 19th-century barn converted into dream backyard rink



This 1840s barn was converted into a dream backyard hockey rink

▶ February 16, 2022 | 2:27

Martin Allain and Rémi Léger built a mini arena with features that include surround sound and a heated canteen overlooking the ice.

It started with constructing the rink itself, mostly using boards and lights from the old outdoor rink.

Then friends started contributing to the project, offering decals for the boards and suggesting ideas.

The rink has a surround sound system and the viewing area is heated, including television screens, a coffee station and a fridge. A hot water tank on site is used to resurface the ice.



The rink has a canteen with seating, a coffee station, fridge and two televisions. (Alexandre Silberman/CBC)

Allain and his friend Rémi Léger spent eight weeks working nights to get it right.

"A lot of the hours were made after the kids would go to bed," Allain said.

From farm animals to hockey

The barn was built more than 170 years ago by Alyre Léger, who started farming the land. His son Ulysse expanded the farm and built multiple extensions to the barn, including the third section, where the rink sits today.



In its heyday, the current home of the hockey rink housed more than 100 farm animals.

The Léger family later used the barn as storage for their meat market. But when that closed in 2014, the structure was nearly abandoned.



Martin Allain and Remi Leger say their kids love the indoor rink. (Alexandre Silberman/CBC)

Allain, an electrician by trade, stored some of his equipment in the barn. One day when he came to gather supplies from an excavator it struck him that the space could be transformed.

Allain worked with Rémi Léger, Ulysse's grandson, to convert the barn. They named it the Ulysse Léger rink in his honour.

'They were really amazed'

The children of the two men can't get enough of the private rink, spending hours after school and on weekends playing hockey in the barn with their friends.

"The first time they came on the ice they were really amazed, and very happy and always talking about the rink," Allain said.



The barn rink has a heated viewing area for parents to watch their kids play. (Alexandre Silberman/CBC)

There are plans to expand the ice and make it longer over the next few years as the kids grow. Once pandemic restrictions are lifted, the hockey dads hope to organize some games.

"People are really amazed how it really looks like a real arena," Allain said.

"That was the whole purpose and it really came together."

Popular Now in News

TAB 6

BREAKING NEWS: Third Ontario resident in isolation due to hantavirus is Peel Region resident

[Winnipeg](#) | News

From sheep barn to hockey rink, Manitoba family finds way to enhance their winter skating

By [Devon McKendrick](#)

Published: January 18, 2022 at 10:25PM EST



A Hamiota-area family is putting a literal spin on the term hockey barn by transforming an old indoor sheep pen into a rink.

WINNIPEG — A Manitoba family has taken their love for hockey and brought it to their backyard.

In the past, Dave Rawlings, from Hamiota, Man., would take his young sons skating on a slough on his property.

While they enjoyed the winter sport, he said it would take several hours to clear the snow. So, three years ago, Rawlings decided to turn to the old sheep barn they have into a skating rink.

"We flooded a 12 by 24 section of it just to see kind of see how it would go," said Rawlings. "It was good, we used it lots."

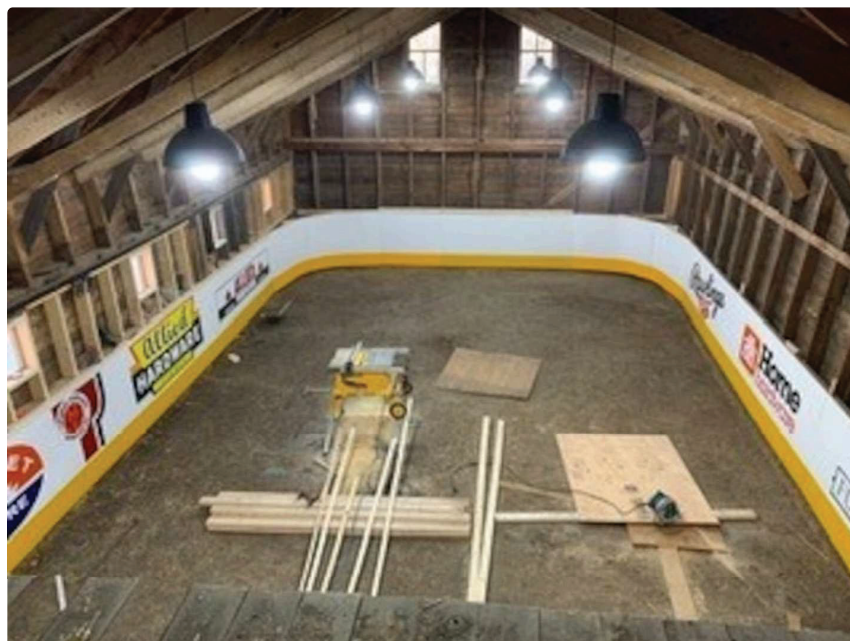


Dave Rawlings built a miniature hockey rink inside a sheep barn on his property in Hamiota, Man. (Source: Dave Rawlings)

The following summer Rawlings went to work converting the barn into a fully functional miniature hockey rink.

"We started by taking out sheep manure, hay, straw, and junk that we collected for 10 to 12 years," he said.

"Then we did some reinforcing and built some walls and I spent the better part of the summer, I painted all the boards."



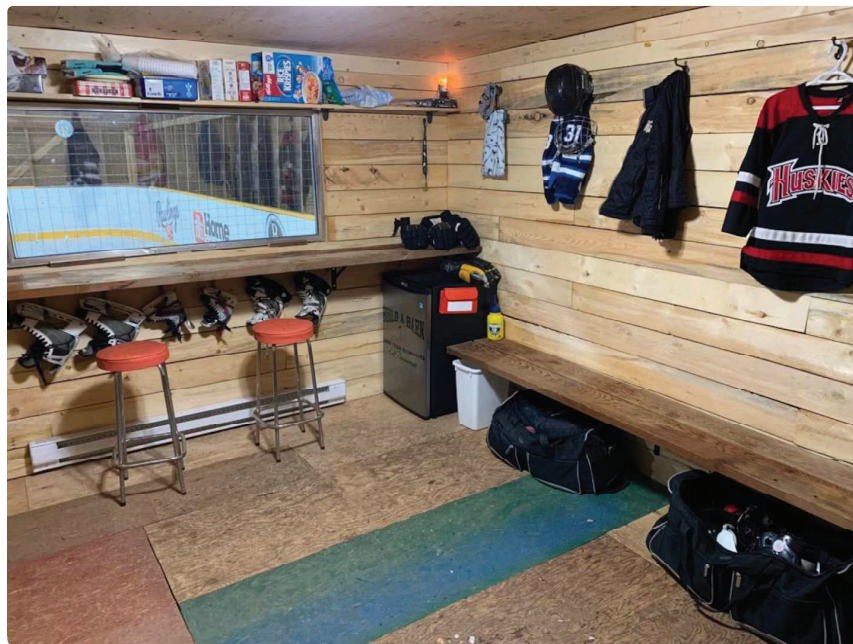
Dave Rawlings built a miniature hockey rink inside a sheep barn on his property in Hamiota, Man. (Source: Dave Rawlings)

Rawlings said getting the ice into the barn is rather easy, as they just spray the water in and wait for it to freeze thanks to the cold Manitoba weather.

He said being able to skate inside makes all the difference in the winter.

"You don't have to deal with wind, you don't have to deal with snow. Even when it's minus 30 out, if you're skating in the day, the sun warms up the temperature up by eight to 10 degrees in the rink, so it makes it a lot more enjoyable to skate.

Rawlings noted there is more to the barn than just the ice rink as they have also set up a heated dressing room and have added a laser light over centre ice.



A heated dressing room inside a sheep barn that also features a hockey rink. (Source: Dave Rawlings)

He said his kids are enjoying having their own personal rink and they are able to bring friends over all the time to skate as well.

Rawlings said he plans on continuing to upgrade the rink every year to better the experience for his family.



Dave Rawlings built a miniature hockey rink inside a sheep barn on his property in Hamiota, Man. (Source: Dave Rawlings)

TAB 7

[Menu](#)

CBC

Montreal · Out of the Dark

Move over backyard rink, this family built their own arena in an old barn

Lapierre family getting exclusive ice-time at 'Lapi Stadium' in Bellechasse

[Julia Page](#) · CBC News · Posted: Jan 24, 2021 5:00 AM EST | Last Updated: January 24, 2021**Listen to this article** ⓘ

Estimated 4 minutes



Sylvain Lapierre, Myriam Goulet and their children, Étienne and Rosalie, go out for a game of hockey nearly every evening after dinner. (Julia Page/CBC)

[comments](#)

Sylvain Lapierre dreamed of having a skating rink in his backyard when he was a boy.

He didn't get his wish but the 42-year-old was able to make it happen for his two children, Rosalie and Étienne, who are now spending their evenings skating inside their very own hockey arena.

The 18 by 19 metre rink sits inside an old barn on the family egg farm in Saint-Gervais, 40 kilometres south of Quebec City.

Lapierre bought the building from his uncle. Starting last fall, he spent more than 300 hours, with the help of his father Donald, tearing out the old cow stalls, breaking up the concrete and paving a brand new floor inside the building.

"The main goal is to have a warehouse, but for now it's all ice," said Lapierre.



Having a roof over the rink has allowed Lapi Stadium to preserve pristine conditions, despite the warm temperatures in the Quebec City region over the holiday period. (Julia Page/CBC)

Étienne, 10, and Rosalie, eight, both play in hockey leagues. Last March, when team sports were cancelled because of the pandemic, the children lost out not only on the sport they loved, but also on the friendships that come with hockey.

"Many of Étienne's teammates are from other towns," said Lapierre. All of a sudden, he couldn't see them any more, not even at school.

"You work hard all season and then in March everything stopped — so it was hard on the kids."

Lapi Stadium

During the first wave of COVID-19 last spring, Lapierre saw his children playing hockey on a small frozen pond outside their house.

That's when he got the idea of transforming the barn that used to house his grandfather's dairy cows into a hockey rink.



The stable used to belong to Lapierre's grandfather, who had a dairy farm. (Julia Page/CBC)

His partner, Myriam Goulet, had to be won over.

"I was really skeptical," Goulet admits. "I didn't think that it was going to work and I'm really surprised that it is working!"

But the work went ahead and Goulet ended up finding the nickname for the rink — Lapi Stadium.

Lapi is Lapierre's nickname in his own sports leagues.

- [P.E.I. dairy farmer turns poo pit into ice rink](#)
- [OUT OF THE DARK How to cope with winter isolation during the pandemic](#)

"And I thought of a stadium because this isn't the first time he's come up with these grand ideas," said Goulet.



The family spent roughly 300 hours transforming the old stable into an ice rink. (Submitted by Sylvain Lapierre)

The family started digging up the floor with heavy machinery in October. The first official face-off happened just before Christmas.

"We took some pictures and we played a game — just the four of us," said Goulet. "It was great."

- **OUT OF THE DARK** [Montreal students who eat, sleep and study in one room say they feel 'suffocated' during lockdown](#)

The family now goes out practically every evening after dinner to shoot some pucks — making them the envy of many friends and family.

"People were stopping by the side of the road to take pictures," said Lapierre, aware of the luxury his family is able to enjoy.



Sylvain Lapierre wanted to make sure his children Étienne and Rosalie could still play hockey even though their hockey leagues were cancelled, because of COVID-19 restrictions. (Julia Page/CBC)

Families across Quebec are having to line up and limit their ice-time because of the increased demand for outdoor sporting venues.

Lapierre is thankful he has been able to keep his kids busy and physically active.

"As parents, we want the kids do what they love," he said.



From the outside, Lapi Stadium looks like any farm building. But inside, it's become a haven for the Lapierre family in Saint-Gervais, Quebec. (Julia Page/CBC)

That will still be the case in the spring when the ice melts. Lapierre intends to continue using the warehouse to practice softball and badminton, two other sports his kids are

fond of.

And the whole family is looking forward to being able to add players to the roster eventually and even hold parties inside the giant space.

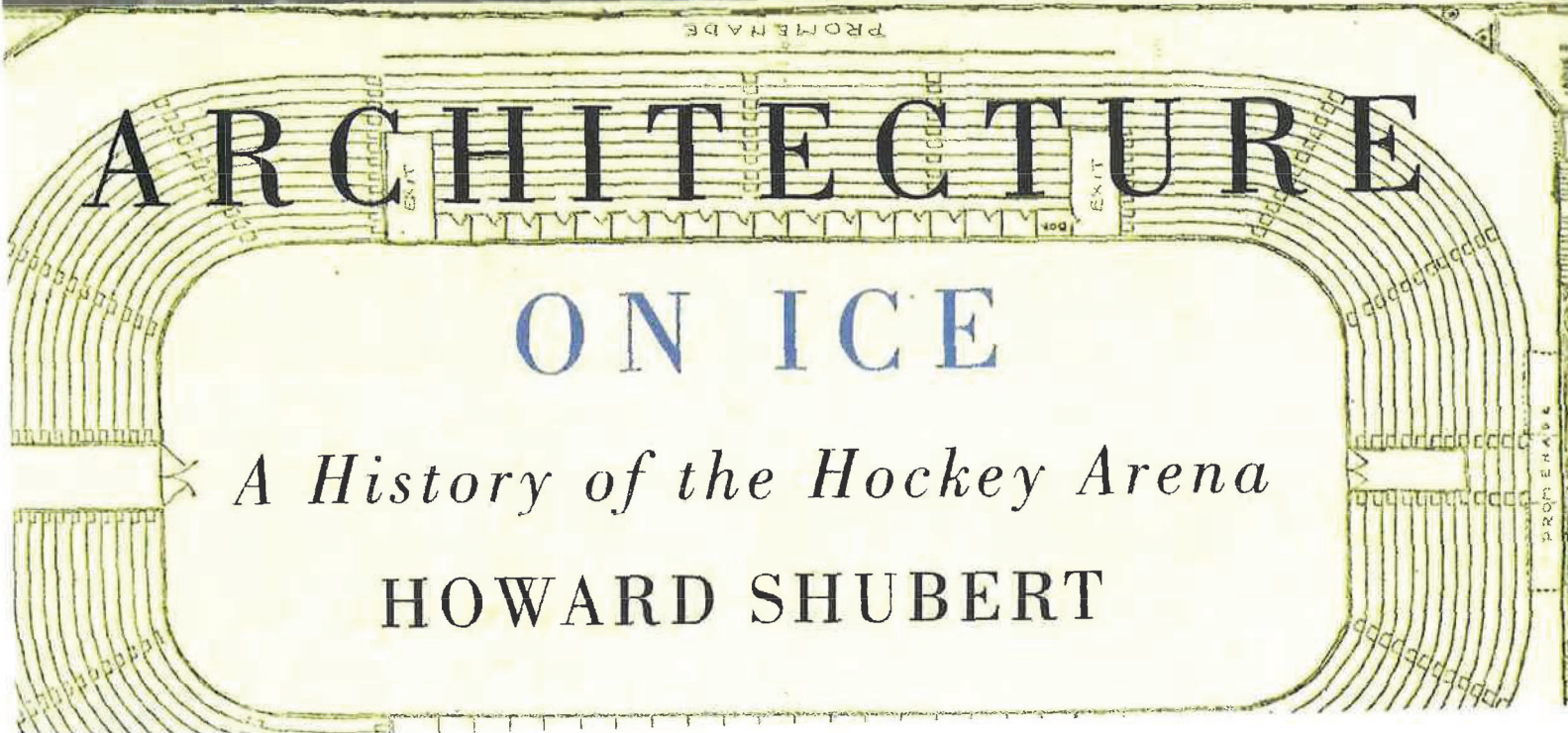
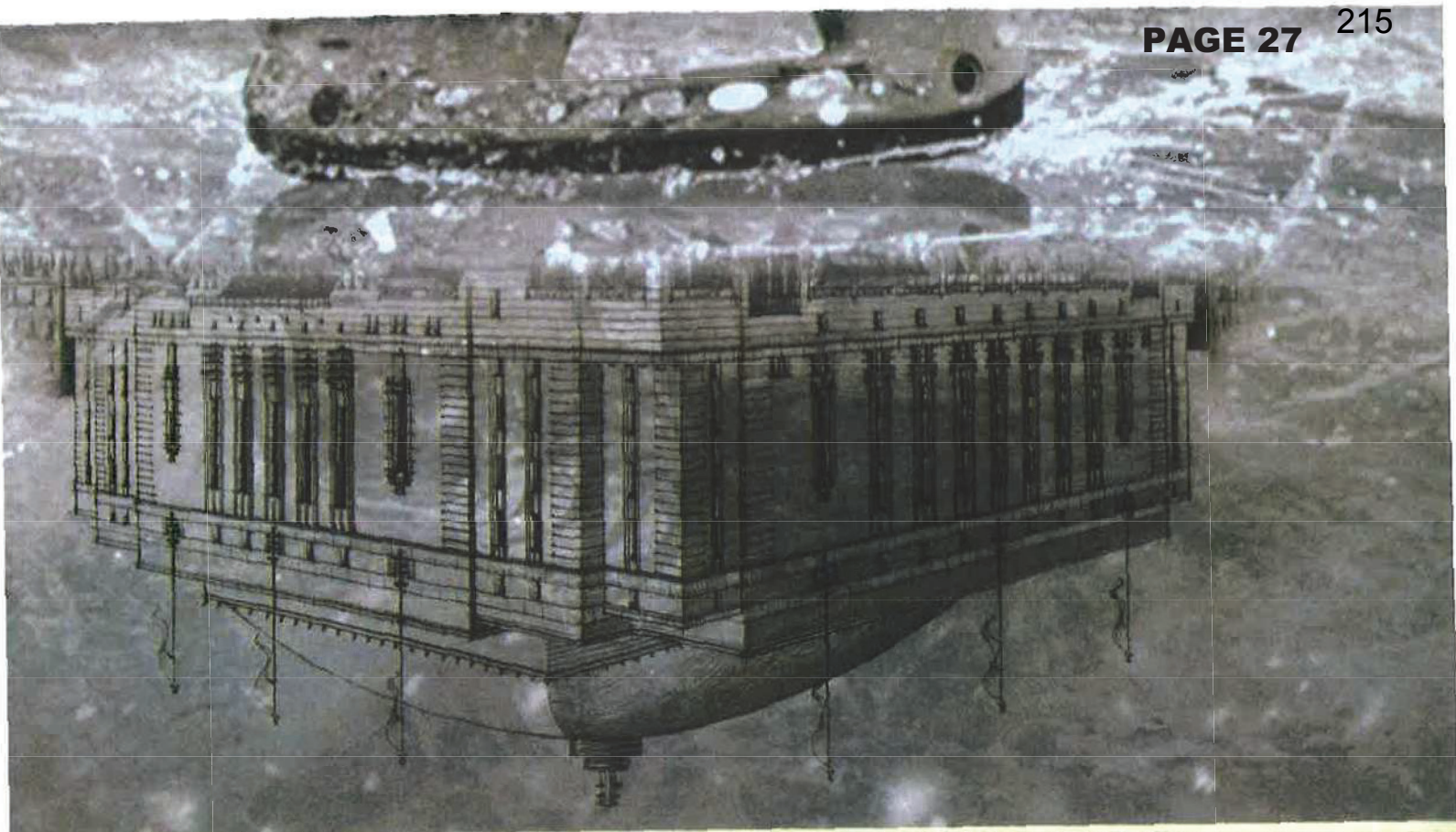
- **OUT OF THE DARK** [Out of the Dark: mental health resources in Quebec](#)

"We love our evenings — on the weekends we come here and play hockey together," said Lapierre.

When his kids grow up, he hopes they'll look back on the pandemic with some good memories, of the time they had their own private hockey rink.

"I hope they will remember that — I think they will."

TAB 8



ARCHITECTURE

ON ICE

A History of the Hockey Arena

HOWARD SHUBERT

dot the local streets of this road map, not its highways. Similarly, speed skating and its highly specialized and less commonly occurring buildings make no appearance here.

I was initially cool to the idea of studying hockey arenas when the subject was first proposed to me. As an architectural historian I found the buildings uninspiring. Part shed, part commercial establishment, the hockey arena introduced neither formal nor stylistic innovation to architectural discourse or development. Though technically and functionally complex, few buildings for skating and hockey would make it onto anyone's architectural "highlight reel." This reflects their origins as relatively simple, unpretentious structures, often little more than barns – a term still used to describe them.² A small number of hockey buildings do deserve greater recognition as works of architecture and they are discussed here in detail as individual monuments, in a manner consistent with architectural history. But as I looked more closely at these buildings, delving into the history of their development and considering them through a wider interpretive lens, it became clear that the sources of their importance lay beyond aesthetics and architectural debate. Pursuing this story has taken me into many delightfully unexpected corners, from the nineteenth-century fashion for "elevator" skirts to electronic pucks and an outdoor hockey match played at Caesars Palace in Las Vegas.

Buildings for skating and hockey occupy a territory similar to what architectural historian Paula Lupkin has called the "middle ground" in reference to YMCA buildings.³ As with YMCA buildings, architects, but not famous ones, design most hockey facilities. Neither high nor low culture, they can be best described as middlebrow buildings, standardized and undistinguished but for their scale. They cede the higher ground to monuments by greater architects even as they claim the status of urban landmarks. For Lupkin, YMCA buildings blend into the background of their urban settings. Perhaps this is because their individual users visit them so habitually that the buildings can hold little mystery for them. Hockey facilities, by contrast, provide the focus for less frequent but more intense communal experiences that evoke strong emotional responses, responses that spectators come to associate with the buildings themselves, regardless of their architectural merits.

Style and architectural innovation are the typical means architectural historians use to categorize and assess buildings, yet neither is especially helpful in discussing facilities for skating and hockey. To be sure, the design of nineteenth- and early-twentieth-century skating rinks reflected prevailing architectural tastes, from Italianate to Beaux-Arts, just as their later twentieth-century counterparts are clothed in Modern materials and idiom. But analyzing how well or (mostly) poorly these buildings are designed or assessing their novelty would miss the point of their importance. In fact, this is precisely why these buildings have been overlooked by architectural historians. Instead, I want to uncover and analyze the forces that brought these buildings into being – who, how, why, when – and which led them to change over time. In taking this approach, I am following the lead of scholars such as Annmarie Adams and Richard Longstreth in their analyses of building typology. In her study of hospital architecture, Adams employed a "hybrid, circumstantial approach to an architectural tradition" in arguing that "integrating the social his-

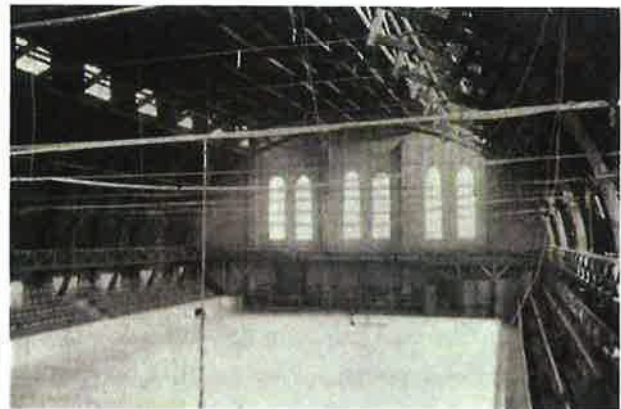
attention is especially devoted to other matters, but to meet them on a footing of equality ... where we can converse for a few minutes or an hour; where we can listen and be heard, see and be seen; laugh and frolic without fear of offense; where we can assist those in trouble, meet with and dispense courtesy.²⁴

In this regard, nineteenth-century skating rinks correspond to sociologist Ray Oldenburg's definition of "third places," which he characterizes as public places on neutral ground where people can gather and interact. His prime examples are the sidewalk cafés of Paris, London pubs, the piazzas of Florence, and the coffeehouses of Vienna, places that offer an "escape or time out from life's duties and drudgeries."²⁵ Such places, he argues, enable chance meetings and spontaneous acts. What goes on inside "is largely unplanned, unscheduled, unorganized, and unstructured," while their mood is a playful one in which "joy and acceptance reign over anxiety and alienation."²⁶ Distinct from both home and work (first and second places), these spaces are, for Oldenburg, central to local democracy and community vitality. They promote social equality by levelling the status of guests, because the "third place" is "by its nature, an inclusive place. It is accessible to the general public and does not set any formal criteria of membership and exclusion."²⁷

The First Indoor Rinks

Covered rinks allowed patrons to escape winter's cold temperatures, harsh winds, and blowing snow and eliminated the immediate danger of falling through thin ice on ponds or streams. Newspaper accounts of skating fatalities were a constant through the nineteenth century and contemporary painted and published images of outdoor skating scenes invariably included at least one figure falling through the ice.²⁸ Indoor rinks fitted with gas lights permitted skaters and curlers to practise their sport beyond the limits of daylight-shortened winter days and also made possible evening competition and social events.²⁹ The first indoor ice rinks, for curling, were erected in the eastern provinces of Canada as early as 1837. Many were probably no more than sheets of ice laid down within existing wooden barns or sheds that had been retrofitted

1.5
Caledonian Curling and Skating Club rink, Toronto. Opened 1875 and used for both curling and skating until it was replaced by the Mutual Street Arena in 1912 (see Image 4.5).



for the purpose, a practice that continued even later in the century for both curling and skating rinks.³⁰ This practice was often a means of putting to use structures that otherwise would have been idle during the winter months. For example, on 20 December 1884, the Dey Brothers, a prominent family of Ottawa boat builders, opened the first of three commercial skating rinks in one of the family's boat works, located to the east of the Rideau Canal.³¹

Curling, like most nineteenth-century sports, was initially an upper-class pursuit and the first purpose-built curling rinks, appearing in Canada by about 1870, were located in urban centres, to allow their members easy access. The buildings comprised two parts, a long shed to house the rinks and a clubhouse for subscribed members. The two- or three-storey clubhouses featured street-front entrances with facades that resembled public buildings. Typically modelled on English clubhouses, they were finished in solid materials such as brick and stone where pretensions dictated and money allowed. The clubhouse incorporated changing, meeting, and reception rooms and sometimes provided windows overlooking the ice surface. It was in these rooms that the feasting and drinking took place that inevitably accompanied and followed matches. The constitution of the Royal Montreal Curling Club, founded in 1807, decreed, "The Losing Party of the day shall pay for a Bowl of Whisky Toddy to be placed in the middle of the table, for those who may choose it."³²

The barn-like sheds, in back, housed from two to eight sheets of ice laid side to side. Windows along one or both of their long elevations helped illuminate the interiors. The method of spanning the ice surface might vary but construction was universally of wood. For example, a rink for the Thistle Curling Club of Montreal, erected in 1870, featured two sheets of ice covered by a flat roof, separated and supported throughout its length by wooden piers. As these buildings were meant primarily for the use of members, spectators were only nominally provided for, at rink's edge, at either end of the ice or on the narrow raised surface between the ice sheets. Reviewing the state of Canadian curling facilities in 1892, James Headly described the preparation of the ice: "The floors are made of boards, carefully levelled and jointed, on which ice is made by careful 'washing' and subsequent sprinkling. The rings, 'hog scores' and 'hack-lines' are cut in the ice, and to make them more distinct blue paint is put into them. Platforms are arranged at the ends, and there are rows and tiers of boxes to contain the curling rocks of which each club boasts from one to hundred pairs."³³

Column-free interiors and wider spans were first realized through arched wooden trusses or traditional barn construction. The interior of the Royal Montreal Curling Club rink of 1889 featured spectacular wooden arches that sprang directly from the floor to span three sheets of ice. In "A Brief History of Toronto's Rinks and Curlers," originally published in the *Toronto Empire* newspaper, the Mutual Street (Caledonian) Rink is reported to have had "the largest clear surface of ice on the continent," with "a wood span 104 feet across the building, which is 165 feet long," a span "said to be the longest wooden one in the world except that of a railway depot in Leeds, England."³⁴ The Granite Curling and Skating Rink, also in Toronto and designed by architect Norman B. Dick in 1880, comprised six sheets of ice behind a two-storey Richardsonian Romanesque brick-faced clubhouse replete with a four-storey entrance tower. The pitched roof of its barn-like shed rose some fifty feet over an ice surface of over 20,000 square feet. Elevated balconies along the entire inner length of both walls allowed for additional spectators. With its basilical form, buttressing side aisles, clerestory windows, and six tall arched windows at one end,

Such speed reflects a simplicity of design and structure that parallels contemporary experience in the construction of baseball fields. Because of the economic uncertainty of North American professional baseball in the 1860s and 1870s, baseball grounds were built of wood both to minimize expenses and to ensure that they could be easily taken apart for transport to another city.³⁹

Indoor skating rinks were quickly embraced as centres of nineteenth-century winter social life in Canada and the northeastern United States. Writing about sporting life in Canada in 1876, J.J. Rowan observed that “the rink is the great winter amusement and is to be found in every city. In these enormous wooden tents, well-lighted by day and by night, and fitted with every convenience for the skater, the bands play and young people meet to skate, to dance on skates and to amuse themselves.”⁴⁰

Nineteenth-century buildings for skating and curling developed in an ad hoc manner, following the design of simple barns and sheds, but by the 1860s two types of rinks could be discerned. The first was rectangular in plan, defined by long, tall, often free-span interiors. These spaces provided skaters with an ice surface large enough to approach the familiar experience of outdoor skating, and functioned well for curling, skating, and eventually hockey. Longitudinal skating rinks soon became the norm. They are now so ubiquitous and their use so tied to the sport of hockey that it is hard to imagine rinks of any other form. Yet early skating rinks were not built with hockey in mind, nor were they originally intended to accommodate paying spectators. The second type of rink occurring at this date was circular or octagonal in plan. This type did not survive past the nineteenth century and is now all but forgotten. But the sources underlying its design informed the form and function of all skating rinks and of their perception and use in the nineteenth century.

The Victoria Skating Rink, Montreal

The Quebec Skating Club Rink at Quebec City (see Image 1.1) represents the first type of ice rink. It was the first purpose-built indoor skating rink in the world when it opened in 1852. But the Victoria Skating Rink, constructed in Montreal ten years later, became the premiere venue of its kind, the most widely celebrated and the model for nearly all subsequent skating rinks. Built in 1862 and designed by Montreal architects Lawford and Nelson, the Victoria Skating Rink was a longitudinally oriented, two-storey brick building with a pitched roof, supported on the interior by elegantly curving wooden trusses that sprang 52 feet from the ground to span the entire width of the column-free interior (see Image 1.2). The natural-ice surface measured 200 × 85 feet, the dimensions subsequently adopted by the National Hockey League as the standard for all hockey arenas. A 10-foot-wide platform or promenade surrounded the ice, providing a space on which spectators could stand or skaters rest. Tall round-arched windows on three sides of the building illuminated the interior for daytime skating, while hundreds of gas, and later electric, light fixtures permitted evening events. The building opened for skating daily at eight o'clock and did not close

"reflected the 'Canadianization' of the game, making it more like the newly organized game of lacrosse and less [like] British rugby-football."⁹¹ This rule was especially suited to a game played on the fixed boundaries of an ice surface within a confined arena. It led to play characterized by speed and fluid non-stop action.

Another change that was gradually introduced to the design of skating rinks through the second half of the nineteenth century, as these buildings began to be employed more and more for hockey, was the placement of wooden boards around the perimeter of the ice surface. The earliest skating rinks offered no protection to spectators from flying balls and tumbling bodies. Those few spectators who did attend indoor matches stood literally at rink's edge, a spectatorship experience that paralleled the original, and still familiar, custom of watching hockey played on frozen lakes and streams.⁹² While the boards protected spectators, they also enabled the game to proceed with fewer interruptions, by preventing the ball or puck from leaving the ice surface, and helped hockey evolve in ways that further distinguished it from its precursors, through the ingenuity of innovative players who used this new barrier for carom passes and punishing body checks.⁹³

By 1894, when the first Stanley Cup game was played there, Montreal's Victoria Skating Rink had gained elevated balconies along both sides, to seat additional spectators, and a projecting loge, precursor of today's luxury boxes.⁹⁴ These features became increasingly necessary as hockey's popularity grew and as the building's role evolved to include spectatorship as a major component of its function.

In 1894, nearly fifty years after the first skating rink had been built, its chief characteristics were still almost exclusively utilitarian – a long rectangular plan, high-span roof of wood construction, and numerous tall windows. These buildings could boast no architectural style or particular set of features that might identify the skating rink as a unique and independent architectural form, as was true, say, for two other contemporary building types with similar technical requirements – military drill halls and railway stations. Crenelated towers, rough masonry facades, and prominent central entrances typified the former. Train sheds came to be fronted by facades featuring sweeping arches that suggested the long, tall train sheds behind.⁹⁵

The reasons for this lack of independent architectural form are several and speak to the core of our subject as they continued to influence the design of buildings for skating and hockey through the twentieth century. Economics was a major factor. Writing about the rise of professional and commercial sport in Canada at the end of the nineteenth century, Alan Metcalfe notes: "One thing common to sport at all levels was money ... For entrepreneurs it was the *raison d'être* for building facilities and promoting athletic competition."⁹⁶ Drill halls protected munitions and armaments that were of strategic military and economic value. Solid materials and airtight construction were wise investments. Transportation of goods and passengers by train developed into an essential service to the world economy and stations emerged as the new gateways to cities. By comparison, skating was a seasonal activity and, despite its increasing popularity through the nineteenth century, participants in northern locations could still indulge in the sport without recourse to indoor facilities. Cheaply thrown-together indoor rinks, constructed of wood and



3158. HOCKEY MATCH, VICTORIA RINK, MONTREAL.

1.27

William Notman and Son, photograph, hockey game, Victoria Skating Rink, Montreal, 1893. "The game will be played with a flat circular piece of wood, thus preventing all danger of its leaving the surface of the ice," reassured the *Montreal Gazette* in advance of the game played on 3 March 1875.

adaptable to multiple uses during the off-season, and rinks set up within pre-existing buildings, while ubiquitous, were all of indeterminate lifespan and function. Neither could lead the way toward architectural definition. Private curling and skating facilities, though sometimes designed by architects and constructed of more enduring materials, were frequently conceived after the model of private clubs and functioned as such, with only the trailing shed covering the ice surface suggesting the unique nature of their purpose. When a client demanded an architectural veneer for a skating rink, as, for instance, at the Quebec Skating Club Rink, Quebec City (1877), designed by William Tutin Thomas, or the Granite Curling and Skating Rink, Toronto (1880) designed by Norman B. Dick (see Image 1.7), their facades were dressed up to resemble typical public buildings of their day, and from the street might be mistaken for Second Empire post offices or Romanesque Revival schools.



Clerks Services Staff Report

Report Number:	C06-2026
Report Title:	Election 2026 Report 7 – Municipal Election Compliance Audit Committee
Author:	Lee Ann Wetzel, Election Coordinator
Meeting Type:	Committee of the Whole Meeting
Meeting Date:	May 12, 2026
eDocs or File ID:	131648
Consent Item:	No
Final Version:	Yes
Reviewed By:	Jeff Smith, Director of Corporate & Strategic Initiatives/Clerk
Financial Review:	Richard Petherick, Manager of Accounting/Deputy Treasurer
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report C06-2026 respecting Election 2026 Report 7 – Municipal Election Compliance Audit Committee:

1. Adopt the updated terms of reference as attached to the report; and
2. Authorize the Clerk to continue working with partner municipalities to recruit members by the October 1st deadline.

Background:

Under the provisions of Section 88.33 of the Municipal Elections Act (MEA) if an elector believes, on reasonable grounds, that a candidate has contravened a provision of the MEA relating to election campaign finances, they may apply for a compliance audit of said finances. Municipalities are required under the MEA to establish a Municipal Election Compliance Audit Committee (MECAC) before October 1 of an election year. The purpose of MECAC is to review any compliance audit applications received for a candidate's election campaign finances and determine if the request should be granted or rejected. If granted, the Committee would then appoint a licensed auditor, receive and consider the auditor's report, and decide whether legal proceedings should be undertaken.

The initial MECAC was established in 2010 as a joint Committee amongst most municipalities within the Region, with councils approving the terms of reference. The

cities of Cambridge and Guelph later joined the partnership, and it continues to include all seven area municipalities, the Region of Waterloo and the City of Guelph. Some of the benefits of partnering with other municipalities include a larger candidate pool, reduced training and advertising costs as well as sharing best practices.

Comments:

2026 Updates

Representatives from partner municipalities met in early 2026 to review and revise the terms of reference (see attachment 1 with updates highlighted). Notable updates include:

- The Term of Office dates have been revised;
- Remuneration to be maintained at \$200 per meeting;
- Other minor updates and wordsmithing, including additional definitions, chair selection and duties of the committee.

MECAC Pool Recruitment

As has been done in the past, Region of Waterloo staff will lead recruitment of MECAC pool members in 2026. Advertising will be completed the first two weeks of June in local newspapers, municipal websites and social media channels. Applications to the Committee must be submitted to the Office of the Regional Clerk for the Region of Waterloo between June 1, 2026 and July 13, 2026 at 4:30 p.m.

Clerks from partnering municipalities will meet to review applications. As per the terms of reference a pool of up to ten (10) members for MECAC will be developed and approved by the Clerks of the participating Municipalities. Appointments to the MECAC pool will be approved by a majority vote of the Clerks.

Interdepartmental Impacts:

None.

Financial Impacts:

Clerks recommend maintaining the remuneration for Committee members at \$200 per meeting, which is the same amount as the previous term. Compensation for the members is paid by the municipality that requires the MECAC hearing.

Woolwich Township did not have any hearings following the 2018 or 2022 elections, but there were two MECAC hearings in 2014. With the updated 2026 terms of reference, the MECAC costs for those hearings would be \$4,000 plus any required legal or accounting fees. If Woolwich Township has any MECAC hearings, costs are paid from the Township's Election Reserve.

As has been done previously, the Region of Waterloo will cover advertising costs for the 2026 recruitment.

Climate Impacts:

None.

Community Strategic Plan Impacts:

The establishment of a Municipal Election Compliance Audit Committee is required under legislation. An election that adheres to the principles of the MEA and reviews policies ahead of legislated deadlines supports the Community Strategic Plan Impact of “Providing effective and open leadership: *We will guide with transparency and empathy, fostering a culture of trust and collaboration*”.

Conclusion:

Since 2010, the Township has partnered with the local municipalities within the Region and the City of Guelph for the establishment of MECAC under the provisions of the MEA. Staff recommend Council approve the updated terms of reference as proposed by all partner municipalities and continue working with them to recruit members for MECAC. The appointment of the members of MECAC is done by the Municipal Clerks.

Attachments:

1. Revised MECAC Terms of Reference (revisions highlighted)

Municipal Elections Compliance Audit Committee (MECAC)

Terms of Reference

Refer to Section 88.37 of the *Municipal Elections Act, 1996*

1. Name of Committee

The Participating Municipalities have agreed to create a joint Municipal Elections Compliance Audit Committee, which is named:

the “Municipal Elections Compliance Audit Committee” (“MECAC”)

2. Definitions

“Act” means the “*Municipal Elections Act, 1996*” as amended.

“Applicant” means the individual who submitted the application requesting Compliance Audit.

“Auditor” means a person appointed by the Committee, licensed under the Public Accounting Act, 2004, to conduct a Compliance Audit of a Candidate’s election campaign finances pursuant to Section 88.33(1) of the Act, as amended.

“Candidate” means the candidate whose election campaign finances are the subject of an application for a Compliance Audit.

“Clerk” means the Clerk of the municipality or designate.

“Committee” means the joint Municipal Elections Compliance Audit Committee established pursuant to Section 88.37(1) of the Act, as amended.

“Compliance Audit” means an audit of a Candidate’s election campaign finances conducted by an Auditor appointed by the Committee.

“Conflict of Interest” means a situation in which a member is in a position to derive personal benefit from actions or decisions made in their official capacity on the Committee

“Conflict of Pecuniary Interest” means the potential, perceived or actual financial gain or loss a Member may experience, directly or indirectly, from their membership on the Committee.

“Host Municipality” means the municipality where the application for a compliance audit is received. A Host Municipality can only receive applications for candidates or third parties registered in its municipality.

“Participating Municipalities” means the municipalities who have agreed to participate in a joint MECAC and includes:

- The City of Cambridge
- The City of Guelph
- The City of Kitchener
- The City of Waterloo
- The Township of North Dumfries
- The Township of Wellesley
- The Township of Wilmot
- The Township of Woolwich
- The Region of Waterloo

“Registered Third Party” means an individual in Ontario, a corporation carrying on business in Ontario or trade union who has filed with the clerk of the municipality responsible for conducting an election a notice of registration to be registered third party for the election pursuant to Section 88.6 of the Act.

3. Duration

The term of office for the committee shall be from **November 15, 2026 to November 14, 2030** to deal with compliance audit applications from the **2026 election** and any by-elections during Council’s term.

The establishment of this Committee and its terms of reference will be reviewed prior to the start of the next term of Council.

4. Mandate

The MECAC will operate within the provisions of the Act.

The MECAC will consider an application for a compliance audit of a candidate’s or registered third party’s election campaign finances received under Sections 88.33 or 88.35 of the Act from an elector to determine if the application should be granted or rejected. If granted, the MECAC will appoint an auditor, receive and consider the auditor’s report, and decide whether legal proceedings should commence or if there were reasonable grounds for the application.

MECAC will also receive the Clerk’s report identifying apparent contribution contraventions, prepared under Section 88.34 of the Act. Within 30 days after receiving a Clerk’s report, the MECAC shall consider it and decide whether to commence a legal proceeding against a contributor for an apparent contravention.

5. **Advertising, Applications and MECAC Pool Selection**

The terms of reference and application form will be posted, as a minimum, on the municipal websites of the member municipalities to solicit membership for the MECAC pool. Staff will also contact and solicit those individuals with the qualifications listed in Section 6 of these Terms of Reference. In addition, previous MECAC members may be contacted, along with direct contacts by municipal staff.

All applicants will be required to complete an application form outlining their qualifications and experience. The Clerks of the Participating Municipalities will meet to review the applications. A pool of up to ten (10) members for MECAC will be developed and approved by the Clerks of the Participating Municipalities. Appointments to the MECAC pool will be approved by a majority vote of the Clerks.

6. **MECAC Pool Eligibility**

Members of the MECAC pool will be selected based on the following:

- demonstrated knowledge and understanding of municipal election financing rules;
- proven analytical and decision-making skills;
- experience working on a committee, task force or similar setting;
- availability and willingness to attend meetings during the day or evening;
- excellent oral and written communication skills
- expertise in:
 - accounting and audit;
 - academic with expertise in political science or local government;
 - legal;
 - knowledge of the campaign finance rules contained in the Act.

Members of the MECAC pool shall not include:

- members of any municipal Council represented;
- employees or officers of the municipalities represented;
- any persons who are candidates in the election for which the committee is established; or
- any persons who are registered third parties in the municipality in the election for which the committee is established.

7. **Committee Selection**

When an application is made to MECAC, the Clerk of the Host Municipality shall determine the composition and membership of the Committee. The Committee shall

be composed of not fewer than three (3) and not more than seven (7) members from the MECAC pool.

To determine membership, the Clerk of the Host Municipality shall contact members of the pool to form the membership of the Committee to hear the application. It is at the full discretion of the Clerk of the Host Municipality to determine the order that members from the MECAC pool will be contacted.

The Chair of the MECAC will be selected by resolution at the start of the first meeting of each MECAC application by the members present.

8. Committee Meetings

Meetings of the Committee shall be open to the public. The meetings may be held either in person or electronically at the host municipal Clerk's discretion.

8.1 Closed Meetings of Committees

MECAC may deliberate in closed session as needed and will follow the procedures of the Host Municipality.

8.2 Timing of Meetings

Meetings shall be called by the Clerk of the Host Municipality as required under the provisions of the *Municipal Elections Act*. The periods for receiving applications and holding meetings shall be as established by the *Municipal Elections Act*.

The Clerk of the Host Municipality will be responsible for determining the location of the meeting, scheduling the meeting and communicating the meeting details directly to the Committee members. Subsequent meetings will be held at the call of the Chair in consultation with the Clerk of the Host Municipality.

8.3 Meeting Notices, Agenda and Minutes

The agenda shall constitute notice. A minimum of two (2) business days prior to the date of each meeting, not including weekends or holidays, the agendas and minutes of the meetings shall be posted on the member Host Municipality's website.

Minutes of each meeting shall outline the general deliberations and specific actions and recommendations that result.

The Clerk of the Host Municipality is responsible for the administrative duties associated with MECAC, but may contact the Clerk of any of the participating municipalities for assistance with minutes or any other matters if required.

8.4 Meeting Procedures

Quorum will be a majority of the members of the MECAC.

Voting by consensus will be used for decisions of the Committee or a majority vote by members, usually performed by the show of hands. The Chair is also entitled to a vote on MECAC.

Meetings will be governed by the Procedural By-law of the Host Municipality and Roberts Rules of Order as required.

8.5 Meeting Remuneration and Expenses

Members of the MECAC shall be paid a rate of \$200 per meeting plus the applicable mileage rate from the Host Municipality. Expenses will be paid by the Host Municipality.

8.6 Selection of the Chair

The Chair shall be selected from among the Committee members at the first meeting of the Committee. If there is no consensus on a Chair, selection will be carried out by way of nomination and vote of the Committee members present.

8.7 Duties of Committee Members

The duties of Committee members are as follows:

- (i) carry out all statutory obligations of the Committee in accordance with the Act;
- (ii) participate in meetings by adhering to the Procedural By-law of the Host Municipality and Roberts Rules of Order, as required, as well as adhere to the Host Municipality's Code of Conduct; and
- (iii) respect the decisions of the Committee and that such decisions reflect the majority view.

9. Conflict of Interest Policy

Members of the MECAC will conform to the Conflict of Interest Policy, attached as Schedule "A" to these Terms of Reference.

10. Removal of Members

The current MECAC may recommend to the Clerk of the Host Municipality for the removal of a member for reasons as listed, but not limited to:

- the member being in contravention of the *Municipal Act, 2001*, the *Municipal Freedom of Information and Protection of Privacy Act*, the *Provincial Offences*

Act, the Municipal Elections Act, 2001 or the Municipal Elections Compliance Audit Committee Conflict of Interest Policy;

- the member being in contravention of the Code of Conduct and/or Procedural By-law of the Host Municipality; or
- other legal issues affecting their ability to participate;
- if a member is unable to attend three meetings in a row; or
- the member becomes unable to fulfill the duties of the MECAC Pool.

The Clerk of the Host Municipality may select another person from the MECAC Pool if necessary.

11. Errors/Omissions

The accidental omission to give notice of any meeting of the MECAC to its members, or the non-receipt of any notice by any of the members, or any error in any notice that does not affect its substance, does not invalidate any resolution passed or any proceedings taken at the meeting. Any members of the MECAC may at any time waive notice of the meeting.

12. Administrative Practices and Procedures

The Terms of Reference constitute the Administrative Practices and Procedures of the Committee. Any responsibilities not clearly identified within these Terms of Reference shall be in accordance with Section 88.33 to 88.37 of the *Municipal Elections Act, 1996*.

The Clerk of the Host Municipality, has the right to develop additional administrative practices and procedures at any time.

Municipal Elections Compliance Audit Committee (MECAC)

Conflict of Interest Policy

Policy Application

This policy applies to the Municipal Elections Compliance Audit Committee (MECAC) for the municipalities of the Region of Waterloo, Cities of Cambridge, Guelph, Kitchener, Waterloo, Townships of North Dumfries, Wellesley, Wilmot and Woolwich.

Operating Principles:

Members of the MECAC have a duty to conduct themselves in an impartial and objective manner. It is recognized that appointees have a broad range of interests and, from time to time, actual or perceived conflicts of interest or conflicts of pecuniary interest (or the appearance of such conflicts) may arise. The purpose of this policy is to enable the MECAC to deal with such conflicts in as open and appropriate a way as possible.

It is understood that members of MECAC will perform their duties in such a way as to promote public confidence and trust in the integrity, objectivity and impartiality of the Committee. No member shall directly or indirectly receive any profit from his/her position, provided that an honorarium, as established in the Terms of Reference and reasonable expenses may be paid in the performance of their duties.

Definitions

“Affected Party” means any individual, partnership, corporation, organization or other legal entity, which has an interest in property, objects or other assets, which are the subject matter of consideration by the Committee;

“Business associate” means an individual in a formal partnership or in a shared ownership of a company or enterprise with a Member;

“Committee” is the Municipal Elections Act Compliance Audit Committee (MECAC);

“Immediate family” means a parent, child, spouse or common-law spouse of a Member;

“Member” is an individual formally appointed to the MECAC in accordance with the Terms of Reference.

Conflicts

Conflicts of pecuniary interest arise when Members may financially benefit, directly or indirectly, from their membership on a Committee. Such involvements include, but are not limited to, the following:

- Members being the Affected Party or employed by or doing business with the Affected Party

- Members' immediate family being the Affected Party or employed by or doing business with the Affected Party
- Members' business associates being the Affected Party or employed by or doing business with the Affected Party

A conflict of interest may be an actual or perceived conflict of pecuniary interest. The same duty to disclose applies to each. The pecuniary interests of a Member's immediate family or business associate are considered to also be the pecuniary interests of the Member. Full disclosure in itself does not remove a conflict of interest.

Principles and procedures

It is important that Members be sensitive to appearance and perception and err on the side of transparency. In case of conflicts, whether personal or pecuniary, actual, potential or apparent, Members are expected to fully disclose the potential conflict. Members shall disclose any potential conflicts to the Clerk of the Host Municipality prior to being appointed to the Committee. If a potential conflict arises while sitting on the Committee, the Member shall disclose it as soon as it arises and before the Committee makes any decisions in the matter where the conflict exists.

Once such a disclosure has been made, the Member involved shall abstain from voting and shall not participate in the discussion of the matter, which gave rise to the conflict. The affected Member must not in any way, whether before during or after the meeting, attempt to influence the outcome of any discussion or voting on the matter. If the meeting at which the matter is discussed is not open to the public, in addition to the above, the Member must leave the meeting room for the duration of any discussion and voting on the matter.

In cases where one or more of the Committee's Members has abstained from voting as a result of conflict, such Members shall be identified in the minutes of the meeting.

Individual Members are encouraged to seek independent advice on conflicts or potential conflicts.

Quorum

Where the number of Members who, by reason of conflict, are unable to participate in a meeting such that the remaining Members no longer constitute a quorum as set out in the Committee's Terms of Reference, then remaining Members shall be deemed to constitute a quorum provided there are not less than two Members present.

Solicitation

No Member may in any way, either overtly or otherwise, use the fact of their membership on the Committee to solicit business for their own benefit or the benefit of their immediate family or business associates.

COUNCIL'S OUTSTANDING ACTIVITY LIST
As of May 7th, 2026

Discussion Date	Title/Action Required	Assigned To	Projected Date of Completion	Updates/Notes
O – May 16, 2017 R – July 4, 2017 R – August 22, 2017 R – September 12, 2017 R – December 9, 2019 R – March 2, 2022 R – December 2, 2024	Taxation of Old Order Mennonite Churches	DS	Tied to Township Official Plan Process Mid 2026	Planning staff working to incorporate severance of churches policies in the updated Township Official Plan to be approved by the Province.

Commitments with Unplanned/Unknown Financial Implications

Meeting Date	Title/Project	Assigned To	Projected Date of Completion	Commitment/Updates/Notes
O - October 1, 2019 R – December 9, 2019	Resolution to Declare a Climate Emergency and Implementation of a Corporate Carbon Budget	CAO / FIN / RCS	Tied to the implementation of the TransformWR Strategy	<p>Council passed a resolution which was confirmed at the October 1, 2019, Council meeting to declare a climate emergency and implement a corporate carbon budget.</p> <p>A Region wide group is to be established to create a plan.</p> <p>Until this joint group is established, it was noted that the township has begun to address climate action strategies with respect to:</p> <ul style="list-style-type: none"> • development applications • implementation of updated Building Code regulations • update to the Zoning by to reflect electric vehicles • investigation into green options for infrastructure projects

COUNCIL'S OUTSTANDING ACTIVITY LIST
As of May 7th, 2026

Discussion Date	Title/Action Required	Assigned To	Projected Date of Completion	Updates/Notes
R – December 2, 2024 R – July 14, 2025	Future Infrastructure Maintenance Agreement with the Region of Waterloo	Infrastructure Services	2026	Discussions between the Region and area townships still needs to occur. Area maintenance agreements are up for renewal in 2027. 2025-2026 will be spent drafting the Township agreements and will roll them out at the same time.
R – October 20 th , 2025	Elmira By-Pass	Region of Waterloo	Region bringing report Q1 2026	Region has identified a report to Regional Council for the end of 2025. The Region will be holding a second in-person public consultation center on October 29 th , 2025
O – November 5 th , 2025	Municipal Sidewalk Snow Clearing Public Engagement	Infrastructure Service	In advance of the completion of the current contract	Council has directed staff to engage with all settlements to determine existing program and/or expanding program.
O - November 18 th 2025	WEAC Budget Letter	Climate Action & Sustainability	Unknown	Staff will follow up with WEAC regarding marginal abatement costs.