

Committee of the Whole Meeting Agenda

Monday, April 4, 2022, 1:00 p.m.

Council Chambers

Guelph City Hall, 1 Carden Street

Changes to the original agenda are noted with an asterisk "*".

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Pages

1. **Call to Order - Councillor O'Rourke**
 - 1.1. **Disclosure of Pecuniary Interest and General Nature Thereof**
2. **Staff Recognitions**
 - 2.1. **Lieutenant Governor's Ontario Heritage Award for Excellence in Conservation for The Adaptive Reuse of the F.M. Woods Waterworks Building**

Emily Stahl, Manager, Technical Services, Water Services
Robin Puskas, Project Manager, Water Services
Angela VanderGugten, Water Operations Technician, Water Services
Jean Starchuk, Project Manager, Facilities and Energy Management
 - 2.2. **Professional Scrum Master I Certification**

Olubanke Olujide, Project Specialist, Engineering and Transportation Services
 - 2.3. **Emergency Operations Control Group**

Alison Springate, Andrea Ninacs (Guelph Police Services), Antti Vilkko, Brendan Macmullin, Mayor Cam Guthrie, Chris Beveridge (Wellington Dufferin Guelph Public), Christopher Cooper, Colleen Clack-Bush, Dan Atkins (Guelph Public Library), Daryl

Goetz (Guelph Police Services), Dave Elloway, Doug Godfrey, Gavin Webb (Guelph General Hospital), Gord Cobey (Guelph Police Services), Jayne Holmes, Jessie Finkelberg, Kate Wagler, Katie Duncan, Laura Mousseau, Leanne Swantko, Lester Tang (Guelph Police Services), Mark Ellis, Nicola Mercer (Wellington Dufferin Guelph Public), Ross Kirkconnell (Guelph Family Health Team), Ryan Schubert, Stacey Hare, Stephen Dewar, Steve Goode, Steve Kraft (Guelph Public Library), Susan O'Toole, Tammy Smits (Guelph Police Services), Tara Baker, Tara Sprigg, Trevor Lee.

3. Service Area - Infrastructure, Development and Enterprise Services

Chair - Councillor O'Rourke

4. Consent Agenda - Infrastructure, Development and Enterprise Services

The following resolutions have been prepared to facilitate Council's consideration of various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. It will be extracted and dealt with separately as part of the Items for Discussion.

4.1. Waste Resources Innovation Centre Public Liaison Committee Terms of Reference - 2022-106 1

Recommendation:

1. That the proposed revisions to the Waste Resource Innovation Centre Public Liaison Committee Terms of Reference be approved.

4.2. 2021 Water Services' Annual Report and Summary Report - 2022-107 20

Recommendation:

1. That Guelph City Council approves the 2021 Water Services' Annual Report and Summary Report.

5. Items for Discussion - Infrastructure, Development and Enterprise Services

The following items have been extracted from Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

5.1. Solid Waste Management Master Plan Recommendations, 2022-127 24

Presentation:

Jayne Holmes, Deputy Chief Administrative Officer,
Infrastructure, Development and Enterprise Services
Jennifer Rose, General Manager, Environmental Services

Recommendation:

1. That the following recommendations outlined in the Solid Waste Management Master Plan (SWMMP) dated April 4, 2022, be approved:
 - a. The phased approach to the reduction of single-use items, and the applicable changes to the Waste Management By-law
 - b. The waste collection service levels for the Industrial, Commercial, and Institutional (IC&I) sector, as well as the applicable changes to the Waste Management By-law
 - c. The remaining recommendations outlined in Attachment 1.
2. That City Council extend their appreciation to the members of the SWMMP Public Advisory Committee for their efforts and dedication over the past two years and formally disband the SWMMP Public Advisory Committee.

6. Service Area Chair and Staff Announcements

7. Service Area - Governance

Chair - Mayor Guthrie

8. Items for Discussion - Governance

The following items have been extracted from Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

8.1. Guelph. Future Ready 2021 Progress Report - 2022-105

76

Presentation:

Scott Stewart, Chief Administrative Officer
Jayne Holmes, Deputy Chief Administrative Officer,
Infrastructure, Development and Enterprise Services
Trevor Lee, Deputy Chief Administrative Officer, Corporate
Services
Colleen Clack-Bush, Deputy Chief Administrative Officer, Public
Services

Recommendation:

1. That the Guelph. Future Ready 2021 Progress Report, dated April 4, 2022, be received.

9. Service Area Chair and Staff Announcements

10. Service Area - Corporate Services

Chair - Councillor Goller

11. Items for Discussion - Corporate Services

The following items have been extracted from Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

11.1. Inflationary Financial Impact Strategy, 2022-118

99

Presentation:

Tara Baker, General Manager, Finance/City Treasurer
Greg Clark, Manager, Financial Strategy and Long Term Planning

Recommendation:

That staff be given the authority, until the approval of the 2024 capital budget, to address capital project inflationary price increases through the prioritization of capital projects, within the current approved capital expenditure budgets, in accordance with the methodology as described in Report 2022-118 Inflationary Financial Impact Strategy.

12. Service Area Chair and Staff Announcements

13. Service Area - Public Services

Chair - Councillor MacKinnon

14. Items for Discussion - Public Services

The following items have been extracted from Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

14.1. Park Plan - 2022-96

125

Presentation:

Gene Matthews, General Manager, Parks

Recommendation:

1. That the Park Plan dated February 2022, included as Attachment-1 to this report, and the proposed actions and recommendations noted within the plan be approved.
2. That the use of the alternative rate prescribed in the Official Plan be retained as a necessary and appropriate means of calculating parkland dedication to support the City's parkland needs.

15. Service Area Chair and Staff Announcements

16. Adjournment

Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, April 4, 2022
Subject	Waste Resource Innovation Centre Public Liaison Committee (PLC) Terms of Reference

Recommendation

1. That the proposed revisions to the Waste Resource Innovation Centre Public Liaison Committee Terms of Reference be approved.
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Purpose of Report

The purpose of this report is to provide an overview of the proposed changes to the Waste Resource Innovation Centre Public Liaison Committee Terms of Reference, which were initiated to align with the Advisory Committees of Council – Administrative Policy that was approved by Guelph City Council.

Key Findings

The PLC members and City of Guelph staff from Environmental Services jointly cooperated in the preparation of proposed revisions to the Terms of Reference for the Waste Resource Innovation Centre Public Liaison Committee.

The proposed revisions were initiated to align with the requirements of the Advisory Committees of Council – Administrative Policy that was approved by Guelph City Council.

The PLC and its Terms of Reference was established, and is maintained, as a requirement of the Waste Resource Innovation Centre Environmental Compliance Approval issued by the Ministry of Environment, Conservation and Parks (MECP). The Terms of Reference require approval by both Council and the MECP. The proposed revisions were sent to the MECP on February 17, 2022 for review. Comments were received and incorporated into the proposed amendments on March 2, 2022. Final approval will be required from the MECP following approval by Council.

The proposed revisions include:

- an updated mandate which maintains the requirements of the Environmental Compliance Approval and expands the Committee’s scope to also provide a forum for discussions related to waste management works that can support circular economy, climate change, and carbon footprint reduction.

- requirements to draft an annual workplan that includes Goals and Objectives, Key Success Factors, and Key Performance Indicators, along with initiatives that the PLC will commit to undertaking.
- the need to align annual Work Plans to the City of Guelph’s Strategic Plan.
- the requirements to prepare reports to Council at a minimum frequency of once per term of Council and a maximum of annually.
- clarification to the roles of PLC members and City staff related to the changes noted above.

Financial Implications

There are no financial implications related to the recommendations of this report.

Report

The City of Guelph (City) owns and operates the Waste Resource Innovation Centre (WRIC) in accordance with the Environmental Compliance Approval (ECA) No. A170128 issued by the Ministry of Environment, Conservation and Parks (MECP). Condition 29 of the ECA requires, the City to establish a Public Liaison Committee (PLC) and associated Terms of Reference (ToR). The ECA also requires that revisions to the ToR be completed in accordance with procedures identified within the ToR and that all revisions be submitted to the MECP for approval. The ECA requires the PLC to serve as a forum for dissemination, consultation, review and exchange of information regarding the operation of the WRIC, including environmental monitoring, maintenance, complaint resolution, and new approvals or amendments to existing approvals related to the operation of the WRIC. The PLC was established and has been functioning since 2011. The current ToR are provided in Attachment-1.

The City has developed the Advisory Committees of Council (ACOC) – Administrative Policy, which was approved by Council, and came into effect July 19, 2021. Through routine, quarterly meetings of the PLC, PLC members have been informed of the requirements of the ACOC Administrative Policy that are not currently reflected in the PLC ToR.

PLC members, the City PLC Staff Liaison, and staff from Environmental Services have cooperated to develop proposed revisions to the PLC ToR to align with the requirements of the ACOC Administrative Policy. The proposed revised ToR are provided in Attachment-2 with changes highlighted. For reference, the [ACOC Administrative Policy can be found here](#).

The proposed revisions include an updated mandate. The updated mandate maintains the requirements of the ECA and is expanded to also provide a Solid Waste-centric forum for discussing waste management activities related to circular economy, investing in “green” infrastructure to prepare Guelph for the effects of climate change, mitigating climate change by reducing Guelph’s carbon footprint, and opportunities to enhance waste management operations to support the City of Guelph Strategic Plan. This maintains the PLC’s required link to the WRIC while increasing the value to Council by providing a forum for discussion related to future waste management activities.

The proposed revisions include requirements for the PLC to develop an overarching annual workplan that includes Goals and Objectives, Key Success Factors and Key

Performance Indicators and initiatives that the PLC will commit to working on during the year.

The proposed revisions include a commitment to align annual Work Plans to the City of Guelph Strategic Plan.

The proposed revisions include the requirements to prepare a once-per-term report to Council and the option to prepare additional reports to Council to a maximum frequency of once per year.

The proposed revisions provide clarification that the role of PLC members include the development of annual Work Plans and Council reports and the role of City staff to coordinate with PLC members in the development of annual Work Plans and Council reports.

In addition to approval by Council, the PLC ToR amendments require approval from the MECP prior to implementation in accordance with the ECA. The proposed PLC ToR amendments were submitted to the MECP for review and approval on February 17, 2022. Comments were received and incorporated into the proposed amendments on March 2, 2022. Final approval will be required from the MECP following approval by Council.

Financial Implications

There are no financial implications related to the recommendations of this report.

Consultations

The PLC members were informed of the pending need for revised ToR in the September 2021 PLC meeting and the January 2022 PLC meeting. Proposed administrative amendments were sent to the PLC chair who then coordinated with PLC members to prepare draft revisions to the ToR.

In addition to approval by Council, the PLC ToR amendments require approval from the MECP prior to implementation in accordance with the ECA. Comments were received and incorporated into the proposed amendments on March 2, 2022. Final approval will be required from the MECP following approval by Council.

Strategic Plan Alignment

The proposed changes to the PLC ToR require the PLC to prepare initiatives related to waste management that align with the City's Strategic Plan.

Furthermore, the proposed changes expand the PLC mandate to support circular economy, climate change, and carbon footprint reduction from the perspective of waste management. These considerations directly relate to Sustaining our Future per the Strategic Plan.

Attachments

Attachment-1 Current Terms of Reference – Waste Resource Innovation Centre Public Liaison Committee

Attachment-2 Proposed Amended Terms of Reference – Waste Resource Innovation Centre

Departmental Approval

Jennifer Rose, General Manager, Environmental Services

Mari MacNeil, Manager, Compliance and Performance, Environmental Services

Report Author

Dan Turner, Environmental Management Systems Specialist, Compliance and Performance, Environmental Services

This report was approved by:

Jennifer Rose, B.Sc., M.A.

General Manager, Environmental Services

Infrastructure, Development and Enterprise Services

519-822-1260 extension 3599

jennifer.rose@guelph.ca

This report was recommended by:

Jayne Holmes, P.Eng., PMP

Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

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Attachment-1 Current Terms of Reference - Waste Resource Innovation Centre Public Liaison Committee

Waste Resources Innovation Centre (WRIC) Public Liaison Committee (PLC) Terms of Reference

In the operation of the WRIC, the City of Guelph strives to be a good neighbor in the community. The facility itself has been designed to minimize potential operational impacts such as odour, noise, dust and traffic. The City recognizes the value of residents', businesses' and the general community's participation on Committees and wishes to establish a Public Liaison Committee to allow for information transfer.

The importance of and need for such a committee has also been incorporated into the Environmental Compliance Approval for the OWPF issued by the Ministry of the Environment (MOE) on August 11th, 2010.

The purpose of this document is to provide potential members of the PLC with an understanding of the PLC mandate, membership, role and responsibilities of members, expected level of commitment, rules of order, and a process to amend this Terms of Reference.

PLC Mandate

The City of Guelph believes that communicating with local residents, businesses and community leaders is important. The PLC will provide a forum for dissemination, consultation, review and exchange of information regarding the operation of the WRIC, including environmental monitoring, maintenance, complaint resolutions, and new approvals or amendments to existing approvals related to the operation of the site.

As with all advisory committees within the City of Guelph, the PLC will not have the authority to commit City resources or direct the work of staff. As stated above, the PLC is a forum for information dissemination and gathering of feedback from stakeholders.

PLC Membership

The composition of the PLC will be structured to provide a balance of perspectives. Recruitment of members will be conducted in accordance with the City of Guelph's Advisory Committee Resident Appointments- Guiding Principles (September 28, 2009), and associated official policies, governing the appointment and functioning of advisory committees. This will allow for recruitment to be conducted through an impartial, fair and equitable process. This process includes the following key steps:

- Consultation on the development of these Terms of Reference
- Notification of PLC opportunity through advertisement (e.g., Guelph Tribune, Wellington Advertiser)

- Application to participate by community members
- Review and decision on membership by Council

Members of the PLC shall hold office for one year upon initial appointment and thereafter, may be appointed for one to three years, but not beyond the term of the Council who appointed them. The limit on the length of service for any member is 8 consecutive years.

The intention is to select a diverse and broad range of members of the Guelph community, to allow for a variety of perspectives. Amongst others groups, members may be drawn from:

1. Residents and property owners within 2,000 metres of the site (2 members)
2. Interested non-governmental organizations (e.g., University of Guelph) (2 members)
3. Other interested people or groups (e.g., local businesses, residents who live greater than 2,000m from the OWPF) (3 members)

PLC members will not be limited to residents, property owners businesses etc. from within the boundaries of the City of Guelph. Where appropriate, stakeholders from outside the City boundaries will be eligible for membership in the PLC.

City staff, including City Councillors, are not eligible for membership on the PLC. Staff will be available as resources at meetings but will not have any voting rights on the PLC.

If a stakeholder misses three consecutive meetings without a resolution of the PLC allowing such, the appointee will be deemed to have forfeited their position on the PLC, subject to the appointee having the opportunity to address the PLC in writing regarding their absenteeism. The City staff liaison will advise the PLC as such with a recommendation to the PLC. Council reserves the right to make the final decision regarding ending appointments.

Roles and Responsibilities

It is the responsibility of all PLC members to participate in discussions, provide input and ideas from their perspective and listen to other points of view. Additional responsibilities are as follows:

City Staff

- Keep PLC members up to date on changes at the WRIC and any issues raised within the community.
- Appoint a City staff liaison person to coordinate communications between the Chair of the PLC and the public including potential delegations.
- Assist the Chair with the effective functioning of the committee including development and distribution of agendas, meeting notes, etc. This responsibility may be passed onto a third party designate if so desired.
- Listen carefully to the opinions and perspectives provided.
- Provide timely responses and/or action as appropriate including follow-up on

issues raised that could not be addressed at the meeting.

PLC Members

- Attend PLC meetings and participate in discussions. Become informed about the WRIC and its operation.
- Be prepared and informed for meetings by reviewing any materials provided in advance.
- Relay any input received from the broader community on the WRIC's operation.
- Bring a community perspective to the discussion on WRIC operation, complaints or issues raised by the public, opportunities for improvements at the facility, etc.
- Elect a Chair annually.
- Help the PLC operate effectively by contributing constructively and openly discussing ideas and opportunities.
- Conduct their meetings in accordance with procedures in the City's Procedural Bylaw (1996) -15200, as amended from time to time.

WRIC Operator Staff

- Attend PLC meetings and participate in discussions.
- Work with the City in keeping PLC members up to date on changes at the WRIC and any issues raised within the community.
- Appoint an Operator staff liaison person to coordinate communications between the City staff liaison person and the Chair of the PLC..
- Listen carefully to the opinions and perspectives provided.
- Liaise with the City in providing timely responses and/or action as appropriate including follow-up on issues raised that could not be addressed at the meeting

PLC Meeting Schedule and Format

The PLC will form once approval of the ToR has been received from the MOE, and City Council has selected the committee members. Within the first two months of establishment of the PLC, meetings of the PLC will be held once per month, with subsequent meetings on a quarterly schedule (one meeting every three months).

All meetings will be held at the Waste Resource Innovation Centre at 110 Dunlop Drive in Guelph. Meetings will be chaired by an elected member of the PLC (or designate) and will last approximately 2 hours.

The first meeting will focus on the role of the PLC and provide members with a basic understanding of the WRIC. Standard meeting agenda items will include:

- Update on WRIC operation
- Discussion of PLC comments and concerns
- Review of issues and concerns
- Other agenda items as appropriate.

Meeting materials including an agenda will be posted electronically to the City's website and emailed to the PLC members at least 72 hours prior to the next meeting. Meeting notes will be prepared by the City and posted on the City's website in draft format. Once these draft notes have been approved by the PLC, the final approved minutes will be posted to the City's website.

The meetings will be open to the public. Members of the public may not enter into discussion during the meeting unless they are registered delegations or are invited to speak by the PLC. Members of the public do not have voting privileges. Members of the public wishing to address the PLC must do so as a delegation by meeting the requirements outlined in this Terms of Reference.

Rules of Order

Members of the PLC, subsequent to declaring a pecuniary interest with respect to an agenda matter being considered, shall leave the room in which the consideration of the agenda item is conducted. They will be recalled to the meeting once the item of consideration has been dealt with. If a member of the PLC declares a pecuniary interest on any matter, it does not affect the composition of the quorum.

A quorum will consist of four members.

The Chairperson of the PLC shall vote on all matters. In the event of a tie vote, the motion will fail.

Members of the PLC have a duty to conduct themselves in an impartial and objective manner. It is understood that members of the PLC will perform their duties in such a way as to promote public confidence and trust in the integrity, objectivity and impartiality of the PLC. The Chairperson of the PLC shall have the right and responsibility to control proceedings of the PLC, including the right to exclude any member of the public or any member of the PLC who is interfering with or disrupting the PLC proceedings.

No person except members of the PLC, appointed officials of the City of Guelph, employees of the City of Guelph, the OWPF operator's staff and invited guests shall be allowed to sit at the discussion table during the sittings of the PLC without permission of the PLC.

Organized bodies or individuals wishing to address the PLC shall register their request to be treated as a delegation by notifying the City of Guelph staff liaison person for the WRIC no later than five business days immediately preceding the regular PLC meeting in order that they may be considered for addition to the agenda along with the subject matter of their address. At the time of requesting to be treated as a delegation, the body or individual shall provide information on what is to be presented to the PLC. This information will be provided to the Chair to help in deciding whether the request to speak will be accepted. The delegation where possible, should provide a written copy of the submission before 4:00 pm two business days prior to the regular PLC meeting.

The City liaison person will contact the Chair of the PLC and advise them of the request. The Chair will make the decision as to whether or not the item is to be added to the agenda. Once a decision has been made, the person requesting the agenda item to be added will be contacted by the staff liaison person and advised of the decision.

Upon approval of the PLC, a person wishing to appear as a delegation may address the PLC for a period of time not exceeding five minutes and may only delegate on an item listed on the agenda.

An organized body wishing to address the PLC as a delegation shall be limited to a maximum of five minutes total for the entire delegation, regardless of the number of representatives of that group wishing to address the PLC. The five minute timer period may be extended by the PLC by a majority vote of the PLC members present. Such question shall be decided by the PLC without debate.

Delegations shall not be permitted to appear before the PLC for the sole purpose of generating publicity.

Delegations that have previously appeared before the PLC on a subject matter shall be permitted to delegate again only if they provide new information relating to that matter, and follow the process for requesting approval to appear before the PLC defined above for each request to appear before the PLC.

Members of the PLC may only ask questions of the delegations and shall not express an opinion or enter into debate with delegations to ensure constructive and efficient dissemination, consultation, review and exchange of information.

Amending this Terms of Reference

Any proposed amendments to this Terms of Reference shall be made in writing and tabled at a regular meeting of the PLC for discussion. If an amendment is desired by the PLC, City Council will consider the amendment and the MOE District Manager will concur with the amendment prior to its implementation.

The application of the MOE-approved terms of reference and PLC member conduct at meetings are subject to the City of Guelph Procedural By-law (1996) – 15200 and its associated official policies. The by-law and its associated policies are official Council approved City of Guelph documents and therefore are not subject to revision through the development and operation of the PLC.



**I have read, understand and agree to the WRIC PLC
Terms of Reference as noted in this document.**

Name of WRIC PLC member (printed)

Signature of WRIC PLC member

Date

Attachment-2 Proposed Amended Terms of Reference - Waste Resource Innovation Centre

Waste Resources Innovation Centre (WRIC) Public Liaison Committee (PLC) Terms of Reference

In the operation of the WRIC, the City of Guelph strives to be a good neighbor in the community. The facility itself has been designed to minimize potential operational impacts such as odour, noise, dust, and traffic. The City recognizes the value of residents', businesses and the general community's participation on Committees and wishes to establish a Public Liaison Committee to allow for information transfer regarding the operation of the WRIC and the role of waste management in supporting the City of Guelph Strategic Plan.

The importance of and need for such a committee has also been incorporated into the Environmental Compliance Approval for the WRIC issued by the Ministry of Environment, Conservation and Parks (MECP) on February 10, 2011, as amended.

The purpose of this document is to provide potential members of the PLC with an understanding of the PLC mandate, membership, role and responsibilities of members, expected level of commitment, rules of order, and a process to amend this Terms of Reference.

PLC Mandate

The City of Guelph believes that communicating with local residents, businesses and community leaders is important. The PLC will provide a forum for dissemination, consultation, review and exchange of information regarding:

1. the operation of the WRIC, including environmental monitoring, maintenance, complaint resolutions, and new approvals or amendments to existing approvals related to the operation of the site.
2. supporting, from a waste management perspective:
 - circular economy,
 - investing in "green" infrastructure to prepare Guelph for the effects of climate change,
 - mitigating climate change by reducing Solid Waste's carbon footprint, and
 - opportunities to enhance waste management operations to support the City of Guelph Strategic Plan

As with all advisory committees within the City of Guelph, the PLC will not have the authority to commit City resources or direct the work of staff. As stated above, the PLC is a forum for gathering feedback from stakeholders, generating discussion on

waste management initiatives that support the City of Guelph Strategic Plan, and supporting information dissemination to the community.

Work Plans

The PLC members will coordinate with the PLC staff liaison to develop an annual work plan to establish a proposed list of initiatives for the PLC to undertake. Work plans will be developed in the first quarter of each calendar year.

Goals and Objectives

The PLC members will coordinate with the PLC staff liaison to develop annual Goals and Objectives within annual workplans. Goals and Objectives will be set to align with the City of Guelph Strategic Plan and WRIC Business Plan.

Key Success Factors and Performance Indicators

The PLC members will coordinate with the PLC staff liaison to define Key Success Factors and Performance Indicators aligned with the annual Goals and Objectives and set in the annual workplans. Key Success Factors and Performance Indicators will be set to align with the PLC Goals and Objectives, the City of Guelph Strategic Plan, and WRIC Business Plan.

PLC Membership

The composition of the PLC will be structured to provide a balance of perspectives. Recruitment of members will be conducted in accordance with the City of Guelph's Advisory Committee Resident Appointments- Guiding Principles (September 28, 2009), and associated official policies, governing the appointment and functioning of advisory committees. This will allow for recruitment to be conducted through an impartial, fair and equitable process. This process includes the following key steps:

- Consultation on the development of the Terms of Reference
- Notification of PLC opportunity through advertisement (e.g., Guelph Tribune, Wellington Advertiser)
- Application by community members to participate
- Review and decision on membership by Council

Members of the PLC shall hold office for one year upon initial appointment and thereafter, may be appointed for one to three years, but not beyond the term of the Council who appointed them. The limit on the length of service for any member is 8 consecutive years.

The intention is to select a diverse and broad range of members from the Guelph community, to allow for a variety of perspectives. Amongst other groups, members may be drawn from:

1. Residents and property owners within 2,000 metres of the site (2 members)
2. Interested non-governmental organizations (e.g., University of Guelph) (2 members)

3. Other interested people or groups (e.g., local businesses, residents who live greater than 2,000m from the OWPF) (3 members)

PLC members will not be limited to residents, property owners, businesses etc. from within the boundaries of the City of Guelph. Where appropriate, stakeholders from outside the City boundaries will be eligible for membership in the PLC.

City staff, including City Councilors, are not eligible for membership on the PLC. Staff will be available as resources at meetings but will not have any voting rights on the PLC.

If a stakeholder misses three consecutive meetings without a resolution of the PLC allowing such, the appointee will be deemed to have forfeited their position on the PLC, subject to the appointee having the opportunity to address the PLC in writing regarding their absenteeism. The City staff liaison will advise the PLC as such with a recommendation to the PLC. Council reserves the right to make the final decision regarding ending appointments.

Roles and Responsibilities

It is the responsibility of all PLC members to participate in discussions, provide input and ideas from their perspective and listen to other points of view. Additional responsibilities are as follows:

City Staff

- Keep PLC members up to date on changes at the WRIC and any issues raised within the community.
- Appoint a City staff liaison person to coordinate communications between the Chair of the PLC and the public including potential delegations.
- Assist the Chair with the effective functioning of the committee including development and distribution of agendas, meeting notes, etc. This responsibility may be passed onto a third party designate if so desired.
- Listen carefully to the opinions and perspectives provided.
- Provide timely responses and/or action as appropriate including follow-up on issues raised that could not be addressed at the meeting.
- Coordinate with PLC members and the Chair in the development of annual workplans including Goals and Objectives and Key Success Factors and Performance Indicators.
- Work with Chair and PLC members to develop Council reports.

PLC Members

- Attend PLC meetings and participate in discussions. Become informed about the WRIC and its operation.
- Be prepared and informed for meetings by reviewing any materials provided in advance.

- Relay any input received from the broader community on the WRIC's operation.
- Bring a community perspective to the discussion on WRIC operation, complaints or issues raised by the public, opportunities for improvements at the facility, **recommendations for new initiatives that reduce local environmental impacts from waste generation or management** etc.
- Elect a Chair annually.
- Help the PLC operate effectively by contributing constructively and openly discussing ideas and opportunities.
- Conduct their meetings in accordance with procedures in the City's Procedural Bylaw (1996) -15200, as amended from time to time.
- **Develop annual workplans including Goals and Objectives and Key Success Factors and Performance Indicators and initiatives that the PLC will commit to working on during the year.**
- **Work with City staff to develop Council reports.**

WRIC Operator Staff

- Attend PLC meetings and participate in discussions.
- Work with the City in keeping PLC members up to date on changes at the WRIC and any issues raised within the community.
- Appoint an Operator staff liaison person to coordinate communications between the City staff liaison person and the Chair of the PLC.
- Listen carefully to the opinions and perspectives provided.
- Liaise with the City in providing timely responses and/or action as appropriate including follow-up on issues raised that could not be addressed at the meeting.

PLC Meeting Schedule and Format

The PLC will form once approval of the ToR has been received from the **MECP**, and City Council has selected the committee members. Within the first two months of establishment of the PLC, meetings of the PLC will be held once per month, with subsequent meetings on a quarterly schedule (one meeting every three months). All meetings will be held at the Waste Resource Innovation Centre at 110 Dunlop Drive in Guelph, **virtually, or a hybrid of in-person and virtual options**. Meetings will be chaired by an elected member of the PLC (or designate) and will last approximately 2 hours.

The first meeting will focus on the role of the PLC and provide members with a basic understanding of the WRIC. Standard meeting agenda items will include:

- Update on WRIC operation
- Discussion of PLC comments and concerns
- Review of issues and concerns
- Other agenda items as appropriate.

Meeting materials including an agenda will be posted electronically to the City's website and emailed to the PLC members at least 72 hours prior to the next meeting.

Meeting notes will be prepared by the City and posted on the City's website in draft format. Once these draft notes have been approved by the PLC, the final approved minutes will be posted to the City's website.

The meetings will be open to the public. Members of the public may not enter into discussion during the meeting unless they are registered delegations or are invited to speak by the PLC. Members of the public do not have voting privileges. Members of the public wishing to address the PLC must do so as a delegation by meeting the requirements outlined in this Terms of Reference.

Rules of Order

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A quorum will consist of four members.

The Chairperson of the PLC shall vote on all matters. In the event of a tie vote, the motion will fail.

Members of the PLC have a duty to conduct themselves in an impartial and objective manner. It is understood that members of the PLC will perform their duties in such a way as to promote public confidence and trust in the integrity, objectivity and impartiality of the PLC. The Chairperson of the PLC shall have the right and responsibility to control proceedings of the PLC, including the right to exclude any member of the public or any member of the PLC who is interfering with or disrupting the PLC proceedings.

No person except members of the PLC, appointed officials of the City of Guelph, employees of the City of Guelph, the OWPF operator's staff and invited guests shall be allowed to sit at the discussion table during the sittings of the PLC without permission of the PLC.

Organized bodies or individuals wishing to address the PLC shall register their request to be treated as a delegation by notifying the City of Guelph staff liaison person for the WRIC no later than five business days immediately preceding the regular PLC meeting in order that they may be considered for addition to the agenda along with the subject matter of their address. At the time of requesting to be treated as a delegation, the body or individual shall provide information on what is to be presented to the PLC. This information will be provided to the Chair to help in deciding whether the request to speak will be accepted. The delegation where possible, should provide a written copy of the submission before 4:00 pm two business days prior to the regular PLC meeting.

The City liaison person will contact the Chair of the PLC and advise them of the request. The Chair will make the decision as to whether or not the item is to be added to the agenda. Once a decision has been made, the person requesting the agenda item to be added will be contacted by the staff liaison person and advised of the decision.

Upon approval of the PLC, a person wishing to appear as a delegation may address the PLC for a period of time not exceeding five minutes and may only delegate on an item listed on the agenda.

An organized body wishing to address the PLC as a delegation shall be limited to a maximum of five minutes total for the entire delegation, regardless of the number of representatives of that group wishing to address the PLC. The five minute timer period may be extended by the PLC by a majority vote of the PLC members present. Such question shall be decided by the PLC without debate.

Delegations shall not be permitted to appear before the PLC for the sole purpose of generating publicity.

Delegations that have previously appeared before the PLC on a subject matter shall be permitted to delegate again only if they provide new information relating to that matter, and follow the process for requesting approval to appear before the PLC defined above for each request to appear before the PLC.

Members of the PLC may only ask questions of the delegations and shall not express an opinion or enter into debate with delegations to ensure constructive and efficient dissemination, consultation, review and exchange of information.

Reporting to Council

The PLC staff liaison shall prepare a once-per-term report to council with support from the Chair, PLC members, and City staff. This report will be prepared at a minimum frequency of once per term of Council, in the second year of a Council term, for the fourth quarter.

Once-per-term Council reports will be prepared using a Council-prescribed template formatted and submitted through the City Council reporting process by the PLC staff liaison. The report shall include:

- Review of the PLC TOR and any recommended changes or amendments for approval
- Activities carried out during the reporting period to fulfill the PLC mandate
- Key successes and PLC workplan accomplishments, including performance relative to established Key Performance Indicators

- Number of meetings held
- Any other relevant information

The once-per-term Council reports will be shared with Council by the City Clerk's Office as part of an information report.

The PLC may report to Council on an annual basis. PLC members and the PLC staff liaison will determine in the annual workplan if an annual report will be prepared. The Chair, and PLC members selected by way of a motion of the PLC, will prepare annual reports in collaboration with the PLC staff liaison. The annual report will include key actions and a summary of items which were address through the PLC. The annual report will be placed on the PLC agenda for approval by the PLC and approved reports will be distributed through weekly information items.

At the direction of the PLC, the Chair, or their designate, shall attend and be listed with staff as a presenter to staff reports before Council or Committee of the Whole where PLC advice, resolutions and feedback have been included. The PLC staff liaison shall communicate to the City Clerk's Office any direction received from the PLC regarding attendance of a member at Council or Committee of the Whole meetings.

Amending this Terms of Reference

Any proposed amendments to this Terms of Reference shall be made in writing and tabled at a regular meeting of the PLC for discussion. If an amendment is desired by the PLC, City Council will consider the amendment and the **MECP** District Manager will concur with the amendment prior to its implementation.

The application of the **MECP**-approved terms of reference and PLC member conduct at meetings are subject to the City of Guelph Procedural By-law (1996) – 15200 and its associated official policies. The by-law and its associated policies are official Council approved City of Guelph documents and therefore are not subject to revision through the development and operation of the PLC.



**I have read, understand, and agree to the WRIC PLC Terms of Reference
as noted in this document.**

Name of WRIC PLC member (printed)

Signature of WRIC PLC member

Date

Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, April 4, 2022
Subject	2021 Water Services' Annual Report and Summary Report

Recommendation

1. That Guelph City Council approves the 2021 Water Services' Annual Report and Summary Report.
-

Executive Summary

Purpose of Report

The Water Services' Annual Report and Summary Report (the Report) is a compilation of information that demonstrates to the water system Owner (City Council) and all stakeholders, the ongoing delivery of an adequate and safe supply of drinking water to customers serviced by the City of Guelph Drinking Water System (Guelph DWS) and the Gazer Mooney Subdivision Distribution System (Gazer Mooney SDS, located in the Township of Guelph/Eramosa).

This Report satisfies the regulatory requirements of the Safe Drinking Water Act (SDWA) including the Drinking Water Quality Management Standard (DWQMS); and regulatory reporting required under O. Reg. 170/03 – Section 11 and Schedule 22.

Through the Report, the system owner, senior leaders, and customers are informed of the performance of Water Services for the period of January 1 to December 31, 2021.

Due to the regulatory requirements noted above, the Water Services Annual and Summary Report is presented as a separate report from the Corporate Annual Report.

Key Findings

In 2021, Water Services maintained its commitment of providing consumers in the City of Guelph and the Gazer Mooney subdivision in Guelph/Eramosa Township with a safe, consistent supply of high-quality drinking water while meeting or exceeding, and continually improving on legal, operational, and quality management system requirements.

Financial Implications

All financial implications of the Report were included as part the Council approved 2021 Water Services Operating and Capital Budgets.

Report

In satisfying the requirements of Safe Drinking Water Act (2002), Water Services is pleased to present the 2021 Water Services' Annual Report and Summary Report for review and approval by the system Owner (City Council). Significant highlights of the Report are described below. For Council and public reference, the complete Reports are available for review at Guelph.ca/water-testing .

Water Services works closely with the Ministry of the Environment, Conservation and Parks (MECP) and Wellington Dufferin Guelph Public Health (WDGPH) to maintain and continuously improve the drinking water system and ensure safe drinking water.

Significant highlights of the report are as follows:

- Water Services treated and pumped approximately 16.8 billion litres of water to the system in 2020, 1.5 per cent more water than in 2020.
- Water Services complied with all Provincial regulations. Three instances of low chlorine residual in the distribution system were found through the City's Dead-End Flushing Program and were swiftly dealt with to the satisfaction of WDGPH. More information can be found in Table 1 of the Summary Report.
- Water Services experienced four events that are considered "adverse water quality incidents" (AWQIs), three of which were the low chlorine residual instances described above. The other AWQI was a Total Coliform result, which was not confirmed through re-sampling. All events were resolved to the satisfaction of the MECP and WDGPH. More information on page 4 of the Annual Report.
- The 2020-2021 Ministry of the Environment, Conservation and Parks (MECP) inspection is still being completed at the time of report publication. Final inspection results will be updated in the report when they are obtained from the MECP and will be available online.
- Water Services maintained Accreditation to the Drinking Water Quality Management Standard through a third-party audit completed in October 2021. Many strengths were identified by the Auditor, demonstrating a strong commitment to the Quality Management System. One minor non-conformance was identified through the audit, which has been resolved by Water Services and accepted by the Auditor. More information can be found in Regulatory Compliance section of the Summary Report.
- All mandatory regulatory microbiological and chemical quality samples were taken by certified operators and all drinking water samples collected throughout the drinking water system were tested by accredited, licensed laboratories.
- Water Services had no health-related exceedances of provincial water quality parameters. See Annual Report for more information on sample results.
- Water Services completes an annual risk assessment and uses the results for infrastructure planning and upgrades, as well as for emergency planning. Water Services ensures that a state of emergency preparedness is always maintained.

Financial Implications

All financial implications of the Report were included as part the Council approved 2021 Water Services Operating and Capital Budgets.

Consultations

Departmental consultation completed in support of the 2021 Water Services Annual Report and Summary Report, include:

- Engineering and Transportation Services;
- Planning and Building Services;
- Legal, Realty and Court Services; and
- Financial Services.

Strategic Plan Alignment

These Reports are aligned with the Strategic Plan Priorities of Sustaining our Future by providing water in a sustainable way, Building our Future by maintaining and replacing water assets and Working Together for our Future through our collaborative approach to the delivery of water services.

Attachments

Attachment-1 [2021 DWS Annual Report-O. Reg 170 Guelph and Gazer Mooney](#)

Attachment-2 [2021 Water Services' Summary Report](#)

Departmental Approval

Jennifer Rose, B.Sc., M.A., General Manager, Environmental Services

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This report was recommended by:

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Staff Report



To	Committee of the Whole
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, April 4, 2022
Subject	Solid Waste Management Master Plan Recommendations

Recommendation

1. That the following recommendations outlined in the Solid Waste Management Master Plan (SWMMP) dated April 4, 2022, be approved:
 - a. The phased approach to the reduction of single-use items, and the applicable changes to the Waste Management By-law
 - b. The waste collection service levels for the Industrial, Commercial, and Institutional (IC&I) sector, as well as the applicable changes to the Waste Management By-law
 - c. The remaining recommendations outlined in Attachment 1.
 2. That City Council extend their appreciation to the members of the SWMMP Public Advisory Committee for their efforts and dedication over the past two years and formally disband the SWMMP Public Advisory Committee.
-

Executive Summary

Purpose of Report

The purpose of this report is for City Council to approve the recommendations of the Solid Waste Management Master Plan and approve proceeding with the implementation of two of the recommendations that require changes to the Waste Management By-law:

1. A single-use items (SUIs) reduction strategy that will ban the most problematic single-use materials in a phased approach, and
2. Industrial, Commercial, and Institutional (IC&I) collection service standards that establish eligibility requirements and service conditions.

Key Findings

Solid Waste Management Master Plan and the Circular Economy

The City of Guelph (City) has updated its 2014 Solid Waste Management Master Plan (SWMMP), exploring new and innovative ways to support the waste management needs of Guelph’s growing community. Previous SWMMP reviews have resulted in significant advances in waste diversion and program management enhancements for the city.

A key finding coming out of the City's SWMMP has been the emergence and growing community interest to move towards a circular economy. This recognition highlights the importance for the City to prioritize and adopt a circular economy framework to further the City's aspiration towards zero waste goals.

The SWMMP was developed with circular economy principles in mind and supports the implementation of the approach through the resulting recommendations.

With the changes to individual producer responsibility, waste diversion targets as set out in the SWMMP have changed from diversions rates to a waste disposal rate set at a goal of 250 kg per household by 2030.

Two recommendations from the SWMMP require changes to the Waste Management By-law: Single-Use Items reduction strategy and IC&I collection service standards.

Feedback for both recommendations was solicited through the following engagement activities: two public surveys, the Council appointed Public Advisory Committee (PAC), the Technical Advisory Committee (TAC), Issues Workshops with public stakeholders, and a survey targeted at businesses.

Single-Use Items

Council directed staff to explore viable options to reduce and/or eliminate single-use plastics in Guelph as part of the scope of the SWMMP review.

The Solid Waste Management Master Plan recommended a phased approach:

In phase 1, ban the most problematic single-use materials as of March 1, 2023, including plastic shopping bags (including non-certified compostable bags and biodegradable bags; certified compostable bags would be exempt), polystyrene foam cups and takeout containers, and plastic straws (available on demand for accessibility purposes, and exempt from the ban in places like hospitals).

In phase 2, apply the following additional requirements as of March 1, 2024, including a fee of at least \$1 for reusable bags in Year 1 and increase the fee after and work with the community to ensure no impediments to the access of reusable bags (e.g., bag banks), require a minimum 40 per cent recycled content for paper bags, apply a fee of at least \$0.25 for disposable cups which is shown on receipts and menus, and offer single-use utensils by request only.

IC&I Collection Service Standards

Industrial, Commercial, and Institutional (IC&I) Collection Service Standards were also referred to the scope of the SWMMP, further to the Council report on the Approval of Waste Management By-law Update from May 2019, which referenced a required review of IC&I. Reviewing service levels for the IC&I sector also supports Council's direction to review the services the City delivers as part of the scope of the Service Rationalization Review. Providing service to the IC&I sector is not a mandatory requirement.

Based on research findings and feedback from engagement activities, the SWMMP recommended the following service levels:

- Limit three stream collection services to small mixed-use buildings (commercial that must have a residential component) and some institutional facilities (e.g., places of worship, daycares, community centres) provided they are located on a residential collection route and generate waste that fits into residential set out limits (240L grey, 360L blue, and 80L green cart volumes), and is compliant

with the Waste Management By-law to source separate in three stream waste collection (organics, recycling and garbage). For historically serviced properties that exceed this service level standard, this change will be phased in.

- Introduce organics collection services to schools not currently receiving City service starting in 2026. Continue to provide Blue Box recycling services to schools that have been historically serviced, until transition to full extended producer responsibility. All schools will fall under the Blue Box Regulation as an eligible source in 2026.

Financial Implications

The estimated costs for the SWMMP recommendations are summarized in the table below.

Budget	Short and Medium Term (1-3 Years)	Long Term 4+ Years	Total Estimated Cost
Capital	\$2,996,000	\$418,000	\$3.414 million ^{1,2}
Planning & Implementation (one-time estimated operating costs)	\$216,000	\$0	\$216,000
Annual On-going Estimated Operating Costs	\$602,000	\$161,000	\$763,000 (TBD) ¹

¹ The capital and operating cost increases do not reflect potential offsets associated with the transition of the Blue Box program from the City to individual producer responsibility. Preliminary financial modelling, based on current state and forecasted growth and budget projections, show an estimated potential savings of \$2.41 million net cost starting in 2025; this may, in part, be applied to support further waste reduction programming needs. Recommendations will be brought forward for consideration as part of the 2024-2027 multi-year capital and operating budget.

² Of the capital costs above, \$2.28 million for the Blue Box Transition Strategy were included in the capital 2022-2023 budget process.

Staffing resource requirements are required to execute the recommendations and have been identified for planning, implementation and ongoing operations. These requirements are included in the cost estimates above and include 2 permanent full-time positions (including a Solid Waste Programs Coordinator and a By-law Officer), as well as 4.3 full time equivalent (FTE) student positions for one-time planning and implementation and 2.6 FTEs student positions for ongoing operations.

These positions are critical to the program development and planning of multiple SWMMP recommendations including promotion and education campaigns and enhanced enforcement required for the successful implementation of programs.

The City's Solid Waste Masterplan is a key step in the overall implementation of the City's Official Plan. As we move from the master plan stage to the implementation stage, more robust analysis of project timing and cost estimates will be performed. This master plan will be considered with the other master plans nearing completion and will be viewed with a corporate lens to incorporate the City's strategic goals. Once the overall financial impact is understood the plan will be compared to our existing capital plan, incorporate fiscal constraints and our capacity to deliver. The timing, pace and overall cost of this plan is subject to change. The financial information outlined is intended to be a high-level estimate that will be refined as it is incorporated into the overall corporate plan and multi-year budget process.

Report

SWMMP Background

The City of Guelph has reviewed and updated its Solid Waste Management Master Plan (SWMMP). The purpose of regularly reviewing the Plan is to continue aligning current waste management practices and strategies with Guelph's current and future needs. Through this review, the City is also able to stay at the forefront of innovative waste management initiatives, exploring new and innovative ways to support the waste management needs of Guelph's growing community, such as advancing the circular economy.

The review and update of the SWMMP began in the Fall of 2019 and was completed in late 2021. Previous SWMMP reviews have resulted in significant advances in waste diversion and program management enhancements for the City. The City is among the leaders in Ontario municipal waste management in terms of diverting waste from disposal.

As part of the SWMMP, the City considered how new approaches to managing waste and how consumer trends will shape the future of waste management in Guelph, and how the City can improve Guelph's current system for a more sustainable future.

Plan updates and reviews are necessary based on a number of factors including:

- Changes to provincial legislation and the need for the City to anticipate the impacts, such as the recently approved Blue Box regulation.
- Emerging technology and approaches to waste management, minimization and diversion.
- The ever-evolving nature of packaging, products and waste.
- Changes to projected local demographics and growth.
- New public interests, including circular economy initiatives; and
- Specialized interests arising from Council resolutions, such as Single Use Plastics.

The review was conducted by City staff with the assistance of Dillon Consulting and a Public Advisory Committee made up of Guelph residents, and representatives from the University of Guelph and the business community. Members of the Public Advisory Committee were appointed by Council on November 25, 2019, to guide the review of the SWMMP. The Public Advisory Committee and project team focused on strategic direction for the next 20 year planning period; developing a SWMMP through the compilation of several reports and activities as outlined below.

[Current State Report](#) - Provides an overview of current solid waste programs and services within the City of Guelph, as well as waste diversion performance and benchmarking against comparator municipalities, establishing a baseline for the Plan.

[Future State and Growth Report](#) - Provides a long-term forecasting model to identify growth impacts across all waste service elements, including future needs and potential changes and issues facing the waste management industry over the next 20 years, including the Blue Box Transition Strategy.

[Single Use Items Strategy Report](#) - Responds to a Council resolution to work with internal City departments and partner with the University of Guelph's Idea Congress (ICON) program to explore viable options to reduce and/or eliminate single-use items.

Opportunities and Options - Provides ways to enhance the City's solid waste management system through an overview of how the options were developed, a description of the options, and the evaluation and scoring methodology and results.

[IC&I \(Industrial, Commercial, and Institutional\) Collection Service Standards](#) - Compares the levels of waste collection service standards for industrial, commercial and institutional establishments, further to the Council report on Approval of Waste Management By-law Update from May 2019, to other comparable municipalities; considering service levels, cost of service, criteria used to determine eligibility, and how the programs are funded.

Financial Options - Analyses the current state of the City's solid waste services costs through the development of a model to estimate the current cost of service, providing different ways the City can fund solid waste services including user rates to align with the recommendations from the Corporate Service Rationalization Review.

Downtown Service Review - Provides an overview of the current waste collection services in Guelph's downtown in terms of waste collection services for businesses, and the use of public space containers and options to increase efficiencies as this work will continue as part of the Downtown Infrastructure Revitalization project.

SWMMP Final Report and the Circular Economy

The [SWMMP Executive Summary](#) and [Final Report](#) provides an overview of the comprehensive activities and exercises arising from the study. A summary of the recommendations, including anticipated cost and implementation timelines, are also included.

A key finding from the City's SWMMP has been the emergence and growing community interest to move towards a circular economy. This recognition highlights the importance for the City to prioritize and adopt a circular economy as a guiding principle to further the City's aspiration towards zero waste goals.

The City is currently involved in two circular economy projects, Our Food Future and the Circular Economy Innovation Launchpad (COIL), which includes a new Zero Waste Economic Transformation Lab. The City has also included advocacy for the circular economy as a priority for intergovernmental relations and a circular economy approach could also be part of the corporate Smart Cities Strategy/Innovation Roadmap currently under development.

The current linear 'take-make-dispose' pattern in which resources are extracted, made into products that are used for a short period of time, and then disposed, pays insufficient attention to the high social, environmental, and economic costs of waste.

Cities are well poised to serve as catalysts, enablers and leaders in the circular economy as they possess a unique complement of leverage points. A circular city embeds the principles of a circular economy across all its functions, establishing an urban system that is regenerative, accessible and abundant by design. These cities aim to eliminate the concept of waste, keep assets at their highest value at all times and are enabled by digital technology.

Transition to a circular economy would provide Guelph opportunities to:

- enhance social and environmental outcomes,
- improve economic performance and profitability,
- decrease the risk associated with relying on external sources of raw materials and labour; and,
- increase the resiliency of City services and infrastructure.

Further detail and rationale with respect to the role Guelph can play in the development of local circular economies, and related benefits is found in Attachment-6 Guelph and the Circular Economy.

Overall, the SWMMP was developed with the circular economy principles in mind and supports the implementation of the approach through the recommendations shown below with further details provided in Attachment-1 Solid Waste Management Master Plan Recommendations.

SWMMP Recommendations

- Support the Circular Economy through the development of a circular economy policy and framework.
- Address the future state of solid waste through exploration of alternatives to landfilling and implications of the Blue Box transition under the Waste Free Ontario Act.
- Address single use items through a phased approach, including bans and fees for single use items.
- Review downtown collection service for businesses and pedestrians as part of the Downtown Infrastructure Revitalization Program.
- Change waste service levels for industrial, commercial, and institutional (IC&I) establishments.
- Promote diversion and alternatives to landfilling through comprehensive and well-resourced promotion, education, and environmental programming.
- Support local groups and agencies to increase opportunities for reuse through sharing, reusing, repairing, and repurposing.
- Complete feasibility studies to support alternatives to the public drop off and the possibility of another public drop off to support accessibility of waste services.
- Support organic waste reduction through encouraging home composting and the feasibility of a yard waste processing pad.
- Gather data of resident waste disposal patterns through audits and develop targeted programming.

- Enhance education and enforcement mechanisms, through the possible use of artificial intelligence, to improve waste management participation.
- Participate in the Service Rationalization recommendation to review user fees for alternative funding models.

Single-Use Items Reduction Strategy

In 2019, [Guelph City Council directed staff](#) to develop a strategy for the elimination and/or reduction of single-use plastics (SUPs), also expanded to single-use items (SUIs), as part of the SWMMP process.

As part of this directive, the City reviewed international, federal, and provincial trends and actions, carried out a municipal best practices review, and partnered with the University of Guelph's ICON program to consider lessons learned and innovative ways to tackle SUIs. A summary of the key research findings can be found in the [Single Use Items Strategy Report](#). Attachment 2 provides a synopsis of some actions being done by the federal, provincial and other leading municipal governments.

Based on the research findings, some local governments, progressive large retailers, most local small businesses, and many residents are generally supportive of moving forward with actions on SUIs. At a municipal level, the most commonly targeted SUIs are plastic and paper bags, plastic straws, hot and cold drink cups, polystyrene takeout containers and cups, eating utensils, and plastic water bottles.

Primary review of changes to agreements to reduce or eliminate single-use plastics in Culture and Recreation facilities indicates there would be a financial impact. Impact would be based on anticipated change in product netting an increase cost and less product sold. The full impact has not been calculated based on major closure times due to pandemic regulations since Q1 of 2020.

Community Engagement on Single-Use Items

The City solicited feedback on the issue of SUIs and the options to reduce or eliminate them through a partnership with the University of Guelphs Ideas Congress (ICON) program, two public surveys, the Council appointed Public Advisory Committee (PAC), the Technical Advisory Committee (TAC), stakeholder interviews and an Issue Workshop with public stakeholders, and a survey targeted at businesses. Individual meetings were also held with the Chamber of Commerce and the Downtown Guelph Business Association.

Unique to this project was engagement conducted through the University of Guelphs ICON program. Two consecutive classes from ICON undertook research on specific areas of interest between September 2019 and March 2020. There were several recommendations coming out of the research conducted by the ICON class that were tailored to the University, City or Province for implementation. These recommendations helped inform the final SWMMP recommendations on SUIs.

Two public surveys and one targeted business survey, facilitated by Economic Development and Tourism were released in 2020 and 2021 and received 894 and 19 respondents, respectively. There were also 38 respondents that identified as businesses in the public survey.

Overall participants were very supportive of Phase 1 and Phase 2 recommendations to reduce the amount of single-use items in Guelph with 80 per cent of respondents either strongly or somewhat agreeing that even if the Federal government does not

implement a ban on single-use items, Guelph should still implement strategies to eliminate or reduce single-use items.

Overall respondents said that foam cups and takeaway containers, plastic straws, and plastic shopping bags should be reduced through a mandatory approach (banning items); disposable cups should be reduced through a fee-based approach; disposable utensils should be offered by request only; and no measures should be taken to reduce or eliminate paper bags. The business survey results only varied in that respondents said no measures should also be taken for disposable cups.

Feedback was also received which outlined concerns around accessibility with respect to plastic straws and affordability with respect to the plastic bag ban and the fee for disposable cups.

- In response to concerns around accessibility, the By-law asks that all businesses stock flexible plastic straws for customers who request them.
- In response to concerns around affordability: the City will work with organizations to support residents by providing them with reusable bags through bag sharing programs; and the By-law includes exemptions for single-use beverage cups which include cups for beverages provided for free and exempts charitable food services from charging fees on cups.

As other jurisdictions have introduced fees for disposable cups recently and the City will not be implementing this until March 2024, staff have the opportunity to learn from others apply best practices in the reduction of this item.

Single-Use Items Reduction Strategy Recommendation

It is important to recognize that while the Federal and Provincial Governments are still in the process of developing and implementing SUI legislation, there is a role for municipalities to support implementation and further action. Under section 10(2)(5) of the *Municipal Act, 2001*, S.O. 2001, c.25 the City has the legal authority to enact a by-law banning or applying fees to single-use plastics on the basis that the dominate character of the by-law relates to the environmental well-being of the municipality.

In response to Council's resolution to explore viable options to reduce and/or eliminate single-use plastics, and based on the research and community engagement findings presented above, the following recommendations were developed using a phased approach:

In phase 1, ban the most problematic materials as of March 1, 2023, including plastic shopping bags (including non-certified compostable bags and biodegradable bags, certified compostable bags would be exempt), foam cups and takeout containers, and plastic straws (available on demand for accessibility purposes, and exempt from the ban in places like hospitals).

In phase 2, apply the following additional requirements as of March 1, 2024, including a fee of at least \$1 for reusable bags in Year 1 and increase the fee after and work with the community to ensure no impediments to the access of reusable bags (e.g., Bag Banks), require a minimum 40 per cent recycled content for paper bags, apply a fee of at least \$0.25 for disposable cups which is shown on receipts and menus, and offer single-use utensils by request only.

Proposed changes to the Waste Management By-law including exemptions such as accessibility needs are provided in Attachment 3.

IC&I Collection Service Standards

Industrial, Commercial, and Institutional (IC&I) Collection Service Standards were also referred to the scope of the SWMMP, further to [the Council report on the Approval of Waste Management By-law Update from March 2019](#). The review of services provided to the IC&I sector also supports the Service Rationalization Review completed last year; delivering service to the IC&I sector is not mandatory. A synopsis of the municipal comparator survey results can be found in Attachment 4 with the broader research findings found in the [IC&I \(Industrial, Commercial, and Institutional\) Collection Service Standards Report](#). Waste collection service standards for the downtown was not included in the scope of this review and consultation will be completed as part of the Downtown Infrastructure Revitalization program.

In general, the provision of municipal waste collection services for IC&I establishments has not been considered a responsibility of Ontario municipalities. Municipalities are not legislatively bound to provide services to IC&I establishments, and service levels and collection practices vary widely amongst municipalities.

The City provides collection service to some IC&I establishments (e.g., small commercial businesses, places of worship, non-profit organizations and daycares) provided they meet City source separation requirements. Unlike the residential and multi-residential levels of service, the City had not formally established eligibility requirements and service conditions for IC&I service requests. The recommended IC&I service level ensures transparency and equity in servicing while supporting planning needs and better managing scope of services provided.

Feedback from Engagement Activities

A Technical Advisory Committee (TAC) made up of City staff, and a Council appointed Public Advisory Committee (PAC) made up of 10 community members generated ideas for engagement and provided feedback on the IC&I waste collection service level recommendations. The preliminary recommendations on IC&I services were presented to the PAC and TAC for input.

Further input was received from the broader public through surveys, targeted surveys facilitated by Economic Development and Tourism, and a workshop. An individual meeting was also held with the Chamber of Commerce. The changes in service levels also align with the Economic Development and Tourism Strategy. In total 57 respondents self-identified as businesses. Overall, 75 per cent of the survey respondents, definitely agreed or somewhat agreed with the service level recommendations.

Based on the feedback received, the following refinements to the recommendations were made:

- Acknowledging non-eligible establishments as defined in the Blue Box Regulation; and
- In addition to private/alternative schools, providing green bin services to public schools.
- A long lead time to allow businesses time to adjust and procure private services.

IC&I Collection Service Standards Recommendations

Further to the Council report on the Approval of Waste Management By-law Update from May 2019, and based on the research and community engagement findings presented above, the following recommendations were developed for the IC&I (Industrial, Commercial, and Institutional) Collection Service Standards:

Small mixed-use buildings (commercial with a residential component) and Institutions (e.g., places of worship, daycares, community centres): Limit three stream collection services to small mixed-use buildings and some institutional facilities provided they are located on a residential collection route; and generate waste that fits into residential set out limits (240L grey, 360L blue, and 80L green cart volumes) and is compliant with the Waste Management By-law to participate in all waste streams.

Schools: Introduce organics collection services to schools not currently receiving City service starting in 2026. Continue to provide Blue Box recycling services to schools that have been historically serviced, until transition to full extended producer responsibility. All schools will fall under the Blue Box Regulation as an eligible source in 2026.

Proposed changes to the Waste Management By-law are provided in Attachment 5.

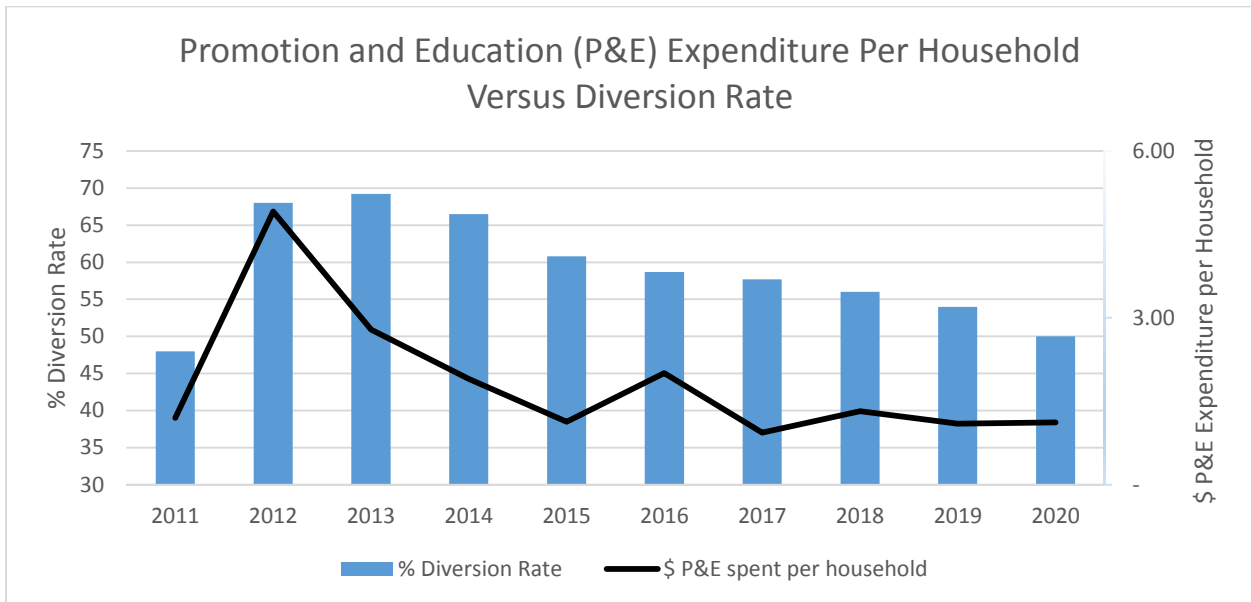
The City will conduct a review as part of the Blue Box Transition Strategy underway on whether non-eligible establishments (e.g., businesses, places of worship, daycares, community centres), as defined in the Blue Box Regulation, will continue to be serviced after the Blue Box transition in 2025 when producers assume responsibility for the program.

Solid Waste Environmental Programs which support Targets

The graph below shows the importance in the amount of promotion and education (P&E) expenditures provided in correlation with the City's waste diversion rate.

In 2020, the City of Guelph's annual budget expenditure for P&E was \$2.28 per household for all waste management programs (note actual spending was lower due to the pandemic). As part of future budgets, staff will be proposing an increase in the promotions and education to \$4.00 per household to support our new target. Guelph achieved its highest diversion rate when promotion and education was around \$5 per household.

Environmental programs to support the reduction of household waste include partnering with and supporting local non-profits, textile reuse and recycling and continued promotion of the elimination of food waste strategies. Further programs are listed in Attachment 1.



SWMMP Targets

Historically, the diversion rate measured by municipalities in Ontario is generated by the Resource Productivity and Recovery Authority (RPRA) and is based on the weight of residential wastes diverted and disposed.

Over the years, the diversion rate across Ontario has stalled despite increasing effort and investment. The weight of materials being diverted through the current blue cart program has reduced. For example, there has been a reduction of printed materials such as newspapers and phone books, and the weight of product packaging has decreased with a lower mix of glass containers and an increase in lighter plastic containers and plastic pouches.

With the introduction of the Waste Free Ontario Act and the transition of the Blue Box program from municipal to individual producer responsibility, the City will no longer be responsible for managing the recycling portion of the waste stream.

After consideration of public input, future trends in waste management, and the recommendations established in the review, the Public Advisory Committee established a metric for the measurement of a waste disposal rate per household. Based on the current disposal rate and anticipated waste disposal rate reduction upon implementation of the recommendations, a target of 250 kg per household by 2030 has been set. Staff will continue to monitor the annual performance of the City's waste management programs and revisit the targets and progress in the next SWMMP update.

Financial Implications

The estimated costs for the SWMMP recommendations are summarized in the table below.

Budget	Short and Medium Term (1-3 Years)	Long Term 4+ Years	Total Estimated Cost
Capital	\$2,996,000	\$418,000	\$3.414 million ^{1,2}
Planning & Implementation (one-time estimated operating costs)	\$216,000	\$0	\$216,000
Annual On-going Estimated Operating Costs	\$602,000	\$161,000	\$763,000 (TBD) ^{1,}

¹ The capital and operating cost increases do not reflect potential offsets associated with the transition of the Blue Box program from the City to individual producer responsibility. Preliminary financial modelling, based on current state and forecasted growth and budget projections, show an estimated potential savings of \$2.41 million net cost starting in 2025; this may, in part, be applied to support further waste reduction programming needs. Recommendations will be brought forward for consideration as part of the 2025 multi-year capital and operating forecast.

² Of the capital costs above, \$2.28 million for the Blue Box Transition Strategy were included in the capital 2022-2023 budget process.

Staffing resource requirements are required to execute the recommendations and have been identified for planning, implementation, and ongoing operations. These requirements are included in the cost estimates above and include 2 permanent full-time positions (including a Solid Waste Programs Coordinator and a Bylaw Officer), as well as 4.3 full time equivalent (FTE) student positions for one-time planning and implementation and 2.6 FTEs student positions for ongoing operations.

These positions are critical to the program development and planning of multiple SWMMP recommendations including promotion and education campaigns and enhanced enforcement required for the successful implementation of programs.

The City's Solid Waste Masterplan is a key step in the overall implementation of the City's Official Plan. As we move from the master plan stage to the implementation stage, more robust analysis of project timing and cost estimates will be performed. This master plan will be considered with the other master plans nearing completion and will be viewed with a corporate lens to incorporate the City's strategic goals. Once the overall financial impact is understood the plan will be compared to our existing capital plan, and incorporate fiscal constraints, and our capacity to deliver. The timing, pace and overall cost of this plan is subject to change. The financial information outlined is intended to be a high-level estimate that will be refined as it is incorporated into the overall corporate plan and multi-year budget process.

Consultations

The SWMMP Update was guided by [the City's Community Engagement Framework](#). In alignment with this framework, a SWMMP Community Engagement Plan (CEP) was developed by the Project Team.

Ongoing communication and engagement played a key part in promoting a comprehensive SWMMP Update that is reflective of Guelph residents, businesses, City staff, and key stakeholders.

The engagement timeline commenced at the launch event in the fall of 2019 which featured Dianne Saxe, former Environmental Commissioner for Ontario.

A Technical Advisory Committee (TAC) made up of City staff, and a Council appointed Public Advisory Committee (PAC) made up of 10 community members generated ideas for engagement and provided feedback on the recommendations. Two public surveys and one targeted business survey were released in 2020 and 2021. Interviews and Issues Workshops were also held with stakeholders and members from the community to expand on the issues we have heard throughout the engagement process. A Downtown Stakeholder Group was also established at the beginning of the project, however, due to COVID-19, engagement with the group has been postponed and will continue post the SWMMP Update through the Downtown Infrastructure Program.

Virtual public open houses and two online surveys were created to further engage with the broader public. Interviews and issues workshops were also held with stakeholders and members from the community to expand on key issues we have heard throughout the engagement process, specifically:

- Single-Use Plastics,
- Supporting community organizations that enable or promote waste reduction and circular economy; and
- IC&I service levels and the application of user pay.

The City also partnered with University of Guelph's ICON program between September 2019 and March 2020 to gather research and come up with innovative ways to tackle SUIs.

Internal Consultation

Internal consultation and input into the SWMMP recommendations included Finance, Legal Realty and Court Services, Economic Development and Tourism, By-law and Security Services, Environmental Services, Strategic Communications and Community Engagement, Culture and Recreation, Parks, Facilities and Energy Management, Operations, Planning and Building Services, Engineering and Transportation Services, Fire Services, and Guelph Transit.

Strategic Plan Alignment

Working Together for our Future

- Through the SWMMP process, City staff leveraged a partnership with the University of Guelph's Idea Congress (ICON) program to explore viable options to reduce and/or eliminate single-use items.
- The City has reviewed waste collection service standards for IC&I establishments against other comparable municipalities, considering service levels, cost of service, criteria used to determine eligibility, and how the programs are funded

(e.g., user pay). The SWMMP has established service levels for IC&I establishments that aligns with residential collection limits to ensure fairness and equity of service.

Sustaining our Future:

- The overall direction of the SWMMP, particularly support of circular economy and zero-waste principles, is improved resource management through greater recovery, waste reduction, reuse, and recycling; including promotion of design-for-the-environment that would increase the environmental performance of Solid Waste programs.
- The updated plan will guide the City in its waste management goals and objectives for the next 25 years through the completion of the recommendations including the SUI reduction strategy and ICI collection service standards.

Building our Future:

- The future state focusses on maintaining and operating existing assets as well as preparing for growth. The Master Plan also works to enhance community well-being through direct service and program delivery by implementing recommendations that were heard throughout the stakeholder consultation.

Powering our Future:

- The Master Plan guiding principles and recommendations around Circular Economy ensure policies that support a healthy economy consistent with environmental priorities that attract circular economy businesses and innovation.

Navigating our Future:

- Incorporating future technologies builds on Guelph's capacity to adopt clean and efficient technology.

Attachments

Attachment-1 Solid Waste Management Master Plan Recommendations

Attachment-2 Single Use Items - Other Government Actions

Attachment-3 Single Use Items Draft By-law Amendments

Attachment-4 Industrial, Commercial, and Institutional (ICI) - Municipal Comparator Results

Attachment-5 Industrial, Commercial, and Institutional (ICI) Draft By-law Amendments

Attachment-6 Guelph and the Circular Economy

Departmental Approval

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Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

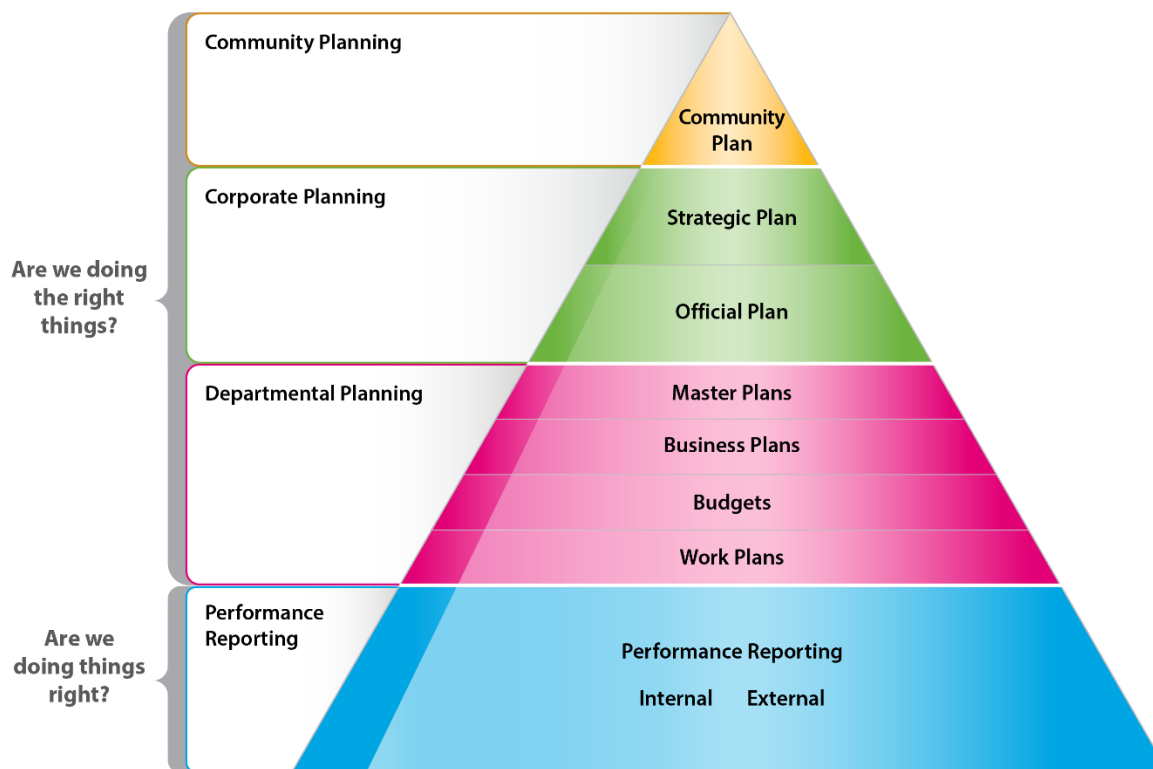
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Solid Waste Management Master Plan

Jennifer Rose, B.Sc.; M.A
GM, Environmental Services
April 4, 2022

Master Plan Alignment to Strategic Plan



Environmental Services Mandate



Strategic Plan Alignment

Sustaining our Future: An environment that sustains us

Entrusted stewards and passionate water, wastewater and solid waste professionals delivering reliable services to our progressive community, while sustaining our finite resources for future generations, with care for the natural environment

Master Plan Themes

Focus on waste as a resource

Continue diverting waste from landfill through implementation of new solid waste programs

Single Use Items reduction and bans

Funding models and service level impacts to support service rationalization

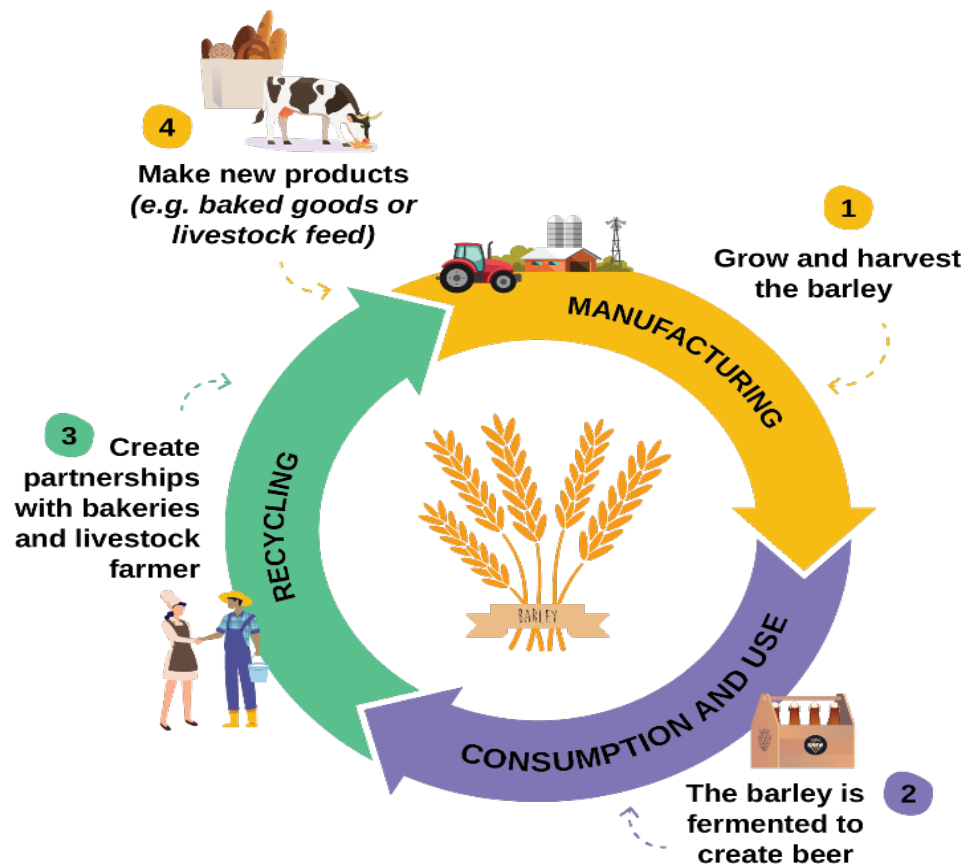
Blue Box transition implications to operations and services

Stakeholder Engagement



Recommendations

Circular Economy: Future of the Solid Waste Industry



“Ontario is running out of landfill space. Will it embrace the circular economy or sleepwalk into a crisis?” *Globe and Mail*, March 6, 2022

Single Use Items – 2 phases

Phase 1 – March 2023

- Ban the most problematic materials
 - Plastic shopping bags
 - Polystyrene take out containers and cups
 - Plastic straws

Phase 2 – March 2024

- Fees for:
 - Reusable bags - \$1
 - Fees for disposable cups - 25 cents

Concerns from Engagement

Accessibility

- **Concern:** the need for some people to use plastic straws
 - The by-law asks businesses to stock flexible plastic straws for those who ask for them

Affordability

- **Concern:** reusable bags and fees for disposable cups
 - Work with organizations to provide reusable bags for those who need them
 - Exemptions in the by-law for fees for disposable cups

IC&I – Clear Eligibility Requirements

Introduce eligibility requirements:

- Only pick up from businesses and institutions which:
 - are on a collection route and have a residential component
 - follow the 3-stream separation of waste
 - waste fits into our carts along with the residential waste

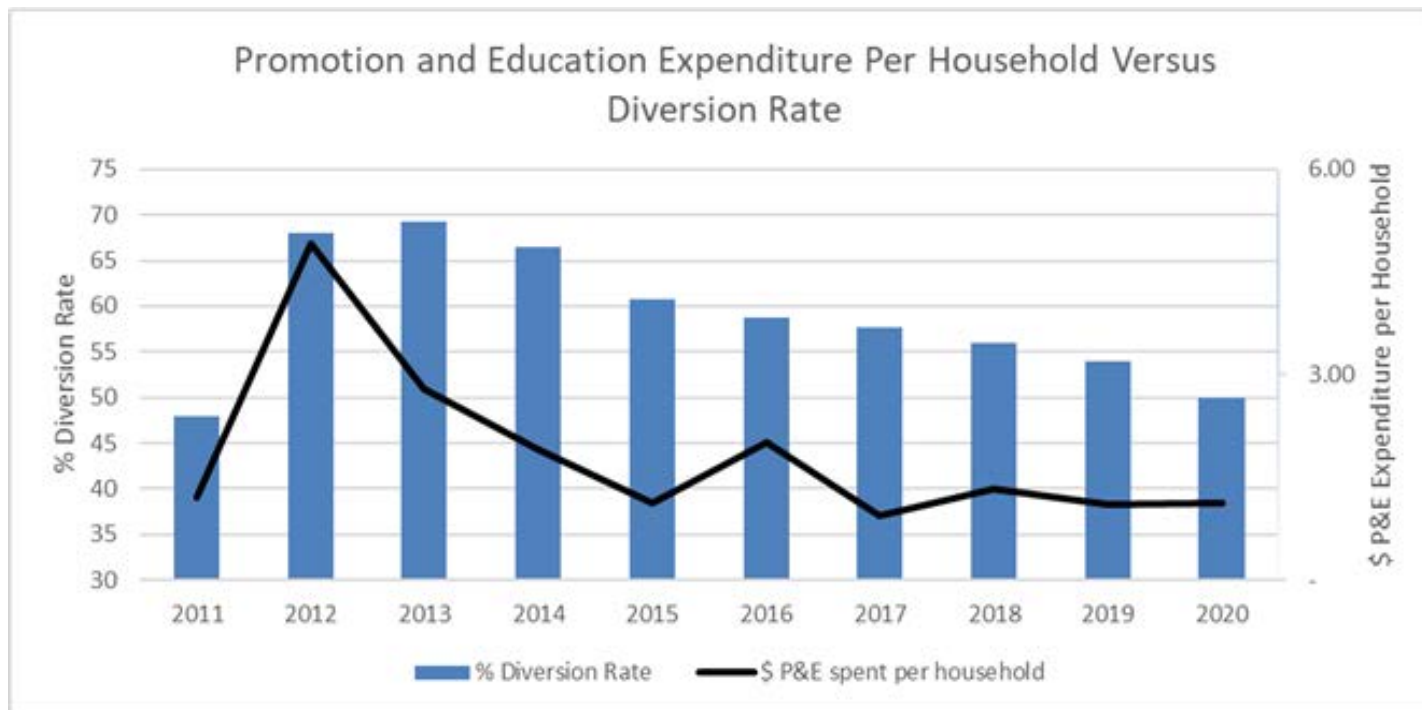
Introduce Organics pick up at schools in 2026 after Blue Box transition

Concerns from Engagement

Time to adjust to changes in service levels

- **Concern:** affected businesses need time to find new service providers
 - The by-law for service level changes takes place in 2023

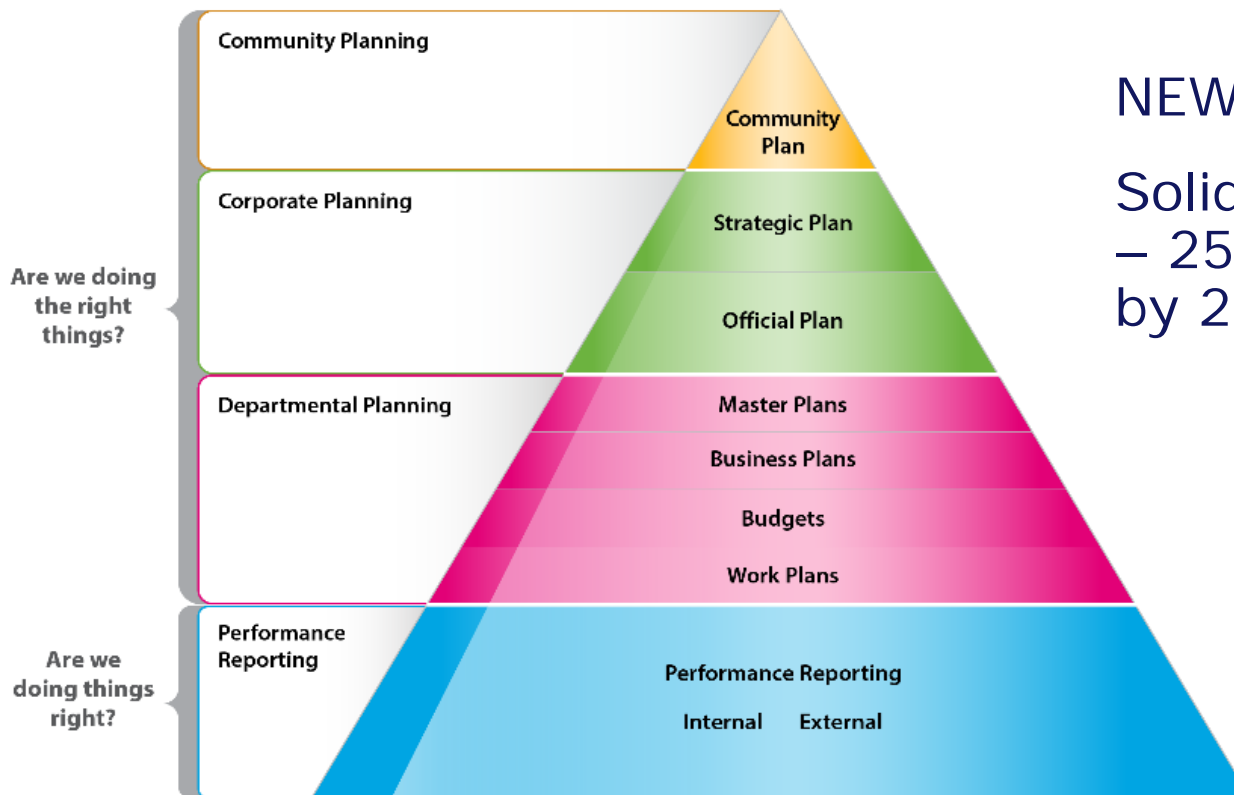
Environmental Programs



Recommendation:
Increase funding
to \$4/HH

Note: diversion rates decreasing also due to lighter packaging
Funding hasn't increased with the growing city
Funding reduction during budget preparation

Measuring the Master Plans



NEW!

Solid Waste KPI
– 250 kg/HH
by 2030

Budget Estimates

Budget	Short and Medium Term (1-3 Years)	Long Term 4+ Years	Total Estimated Cost	Includes
Capital	\$2,996,000	\$418,000	\$3.414 million	\$2.28 million already in capital budget for Blue Box, AI development, consulting work
Planning & Implementation (one-time estimated operating costs)	\$216,000	\$0	\$216,000	Co-op students, P&E materials
Annual Estimated Operating Costs	\$602,000	\$161,000	\$763,000 (TBD)	2 FTE: Solid Waste Programs Coordinator, By-law Officer, co-op students

Thank you!

Attachment 1 - Solid Waste Management Master Plan Recommendations

Support the Circular Economy

1. Circular Economy Policy

Develop and implement a Circular Economy Policy and Supporting Framework that draws on lessons learned from the Our Food Future pilot project, identifies catalytic roles the City of Guelph and municipalities can play in development and support of CE principles, and ultimately ties in to, and supports, the Economic Development and Tourism Department's Economic Development and Tourism Strategy and regional strengths.

2. Attract circular economy businesses

Work with the City's Economic Development and Tourism Department to attract and support businesses that contribute to the circular economy.

3. Waste exchange opportunities

Support non-profit organizations and businesses in identifying waste exchange opportunities, in partnership with the City's Economic Development and Tourism Department and Innovation Guelph, through the ReSource Exchange platform and other opportunities.

4. Zero Waste Economy Transformation Lab

Establish a group comprised of community members, City staff, and business owners who work collaboratively towards making Guelph a zero waste city through development of circular economy initiatives. The Lab will engage in research, prototyping, pilots, policy development and advocacy, stakeholder engagement and collaboration to reduce waste and increase diversion to reuse materials and create secondary economic market opportunities.

Future State

5. Residual Waste Management

Explore approaches to identify alternatives to landfilling (e.g., feasibility study, request expressions of interest to provide alternative disposal capacity).

6. Monitor and Update SWMMP

Monitor progress and update SWMMP every 5 years

7. Blue Box Transition

The City will continue to monitor developments to the Blue Box Regulation as details are made available and use the Blue Box

Transition Strategy tool and financial model, if applicable, to evaluate the viability of providing services as a contractor to a Producer Responsibility Organization (PRO) in the new system and/or to determine the feasibility, costs and diversion impacts of providing services to non-eligible customers (IC&I, downtown).

Single Use Items

8. Implement a phased approach to the reduction of single use items and approve the applicable by-law.

8.1 Phase 1, ban the most problematic materials as of March 1, 2023

8.1.1 Plastic shopping bags (including non-certified compostable bags and biodegradable bags, certified compostable bags would be exempt)
- Foam cups and takeout containers.

8.1.2 Plastic straws (available on demand for accessibility purposes, and exempt from the ban in places like hospitals).

8.2 Phase 2, apply the following additional requirements as of March 1, 2024

8.2.1 Apply a fee of at least \$1 for reusable bags in Year 1, increasing fee after, and work with the community to ensure there are no impediments to access reusable bags (e.g., Bag Banks).

8.2.2 Require minimum 40% recycled content for paper bags - Fee of at least \$0.25 for disposable cups which is shown on receipts and menus.

8.2.3 Offer single-use utensils by request only.

Downtown Services Review

9. Downtown Waste Collection Service

9.1 Conduct further engagement, as part of the Downtown Infrastructure Revitalization program, for a potential pilot project where participating businesses and residents receive daily door-to-door collection system that will move materials to a central collection area for pick-up.

9.2 Pilot door-to-door collection and use information to explore enforcement measures and alternative funding models.

10. Downtown Public Space Containers

10.1 Permit the use of Public Space Containers (PSCs) for pedestrians only.

10.2 Consolidate PSCs and strategically place in permanent locations with colour coding to help reduce contamination and improve the quality/quantity of recyclable materials captured.

11. Industrial, Commercial and Institutional (IC&I) Waste Programs and Services and approve applicable changes to the Waste Management By-law

11.1 Small mixed-use buildings - Limit three stream collection services to small mixed-use buildings (commercial with a residential component), provided they are located on a residential collection route, they generate waste that fits into residential set out limits (240 L grey, 360L blue, and 80L green cart volumes) and, they comply with the waste by-law to participate in all waste streams.

11.2 Institutional facilities - Limit three stream collection services to some institutional facilities (e.g. places of worship, daycares, community centres) provided they are located on a residential collection route, they generate waste that fits into residential set out limits (240 L grey, 360L blue, and 80L green cart volumes) and, they comply with the waste by-law to participate in all waste streams. Non-eligible establishments, as defined in the Blue Box Regulation, will be serviced until Blue Box transition in 2025 at which time the City will conduct a review.

11.3 Schools - Introduce organics collection services to schools not currently receiving City service. Continue to provide Blue Box recycling services to schools that have been historically serviced, until transition to full extended producer responsibility in 2026 at which time all schools will fall under the Blue Box Regulation as an eligible source.

Promotion and Education (P&E)

12. Increase the annual P&E budget to \$4/HH

Increase the annual Promotion and Education budget from approximately \$2.30 to \$4 per household to support new initiatives such as outreach and youth campaigns. Develop metrics to measure P&E initiatives (e.g., diversion rate, decrease in contamination, hits/activity in social media and website).

13. Enhance support for outreach and communication

Gain an understanding of the community's knowledge about waste management, social media strategy, dedicate a webpage for residents and more in-person outreach.

14. Youth P&E

City to partner with the school board and community organizations to develop age-appropriate educational materials that focus on the most pressing waste issues and conduct in-school outreach.

Reuse

15. Community sharing and repair

Collaborate with local groups to increase opportunities for sharing, reusing, repairing and repurposing and, promote and provide space, and/or fund materials for programs and events.

16. Support community organizations

Leverage existing, or develop a new, funding program to support local groups that help to reduce materials sent to the landfill.

17. Waste recovery "shopping"

Partner with local non-governmental organizations (NGOs) to provide space to establish a reuse centre where residents can drop-off items and/or buy gently used goods at a nominal fee. The NGO will operate the reuse centre and the City will promote it.

18. Textile reuse and recycling

Create a textile bin network for households to collect clothing or other textile waste for reuse and/or recycling and approach charities collecting textiles to gauge interest in partnering. Launch a textile reduce, repair and donate P&E campaign that promotes the collection bin program and other textile reuse programs operating in the City.

Recycle

19. Collect more waste streams at the Public Drop-off Depot

Conduct a feasibility study to expand the types of items allowed at the PDO (e.g., mattresses and box springs). Explore other items based on availability of reuse and recycling opportunities.

20. Conduct a Feasibility Study to determine need for additional public drop-off location

Assess the need for additional drop-off locations such as a second PDO that offers the same services as the WRIC PDO. The feasibility study would consider potential locations and cost implications.

21. Collect more residential waste

Conduct a feasibility study to increase diversion by providing greater access through a mobile collection unit that travels to collect things like hazardous household waste.

22. Improve diversion in apartment and condominium buildings

Continue implementing the multi-residential (MR) strategy to improve diversion at currently serviced MR properties and, onboarding new MR properties with the implementation of a volunteer ambassador program that works with the City and building staff to improve waste reduction and diversion efforts.

Organic Waste Reduction and Recycling

23. Process Yard Waste

The City will conduct a feasibility study for a leaf and yard waste processing pad. The study will confirm the preferred location (e.g., WRIC), permitting requirements - such as ECAs, materials to process (e.g., loose leaves and/or yard waste), and potential end markets for finished compost. The findings will be compared to the current approach to processing yard waste (private sites).

24. At Home Composting

The City will promote and provide ways for residents to compost at home and in the community through educational materials, in-person outreach, and increasing the types and locations for the sale of composters.

Data Gathering

25. Community-Based Social Marketing

Select a target behavioural change (e.g., based on waste audit data), determine what the barriers and benefits are specific to that behaviour, develop a strategy accordingly and create a pilot project.

26. Conduct regular waste composition audits

The City will conduct comprehensive seasonal waste composition audits to gather information on what households are throwing out and how well they are participating in waste diversion programs. This will help the City understand future waste management needs.

Education and Enforcement

27. Implement disposal bans

Identify materials to be banned from disposal (e.g., e-waste), draft changes to the waste management by-law for Council to approve, and develop educational materials about the ban.

28. Enhance education and enforcement mechanisms

Increase curbside audits and/or collection staff will visually audit waste carts/bins set out for collection to ensure residents and non-residential customers are appropriately sorting their waste. Technology will be leveraged to improve waste management program participation (e.g., artificial intelligence).

Funding Waste Management Services and Programs

29. Assess user fee structure and subsidization levels

The findings from the research and community engagement will be used to inform the City's review of the Council approved user fee structure and approval of user fee subsidization levels as part of the Corporate Service Rationalization Review's recommendation to review opportunity for budget savings and, equitable and consistent user fee recovery practices.

Attachment-2 Single Use Items - Other Government Actions

Federal Actions on a Single-Use Plastics Ban

On June 10, 2019, Prime Minister Justin Trudeau announced that the Federal Government of Canada intends to ban harmful SUPs as early as 2021 including plastic bags, straws, cutlery, and stir sticks.

The Federal Government followed through with its promise by adding “plastic manufactured items” to the List of Toxic Substances set out in Schedule 1, Section 163 of the *Canadian Environmental Protection Act, 1999* (S.C. 1999, c. 33) (CEPA) which provides the federal government with the authority to regulate and limit certain products and is key to implementing the Federal SUI ban. In May 2021, the Responsible Plastic Use Coalition (RPUC), which is comprised of 33 plastic industry leaders, legally challenged the Federal Government’s decision to list “plastic manufactured items” to CEPA’s Schedule 1 List of Toxic Substances.

The Federal Government has conducted extensive public consultations and scientific research confirming that plastic products are harmful and warrant prohibition. In December 2021, the Federal Government released for public comment the draft Single-Use Plastics Prohibition Regulation, which bans six categories of harmful single-use plastics including checkout bags, cutlery, foodservice ware made from or containing problematic plastics, ring carriers, stir sticks and straws. The Federal Government intends to finalize these regulations by late 2022, which is a year later than initially planned. The proposed Regulations state the timeframe for the prohibition on the sale of all categories, excluding straws, would come into force two years after the proposed Regulations are registered.

Provincial Actions on Blue Box Regulation

The Ministry of Environment, Conservation and Parks (MECP) released its final Blue Box Regulation in June 2021. The Blue Box Regulation is making producers individually and fully responsible for the management of their paper products and packaging (PPP) in the Blue Box and other management systems.

One of the stated objectives of the new regulations is to “address the serious problem of plastic pollution”. With regards to SUIs, the proposed regulation expands collection requirements to include single-use packaging-like products (such as foils, wraps, trays, boxes, bags) and single-use (mainly plastic) food and beverage products such as straws, cutlery, plates and stir sticks.

While the Provincial legislation supports reducing waste from SUI, the Blue Box Regulation is limited to residential sources of waste which represents less than 40% of the total waste generated in Ontario. The Blue Box Regulation also has limited targets for producers to achieve: rigid plastics are

assigned a recycling target of 55% from 2026-2029 and 60% from 2030-onwards; the flexible plastics target is 30% for 2026-2029 and 40% from 2030-onwards.

Municipal Actions on Single Use Items

City of Vancouver - The City of Vancouver adopted a Single-Use Item Reduction Strategy that included several specific measures targeted towards licensed businesses (acknowledging affected businesses are largely retail and food service) including: a ban on the distribution of polystyrene foam cups and foam containers (beginning January 2020); bans on the distribution of plastic straws and SUI utensils unless requested by a customer (beginning April 2020); and a ban on SUI plastic checkout bags (beginning January 2022). Council postponed several of the by-laws originally slated to begin in 2020 due to the Covid-19 pandemic.

City of Toronto - On June 9, 2021, Toronto City Council adopted its Single-Use and Takeaway Items Reduction Strategy – Stage 1 report as the first stage of a Reduction Strategy to help reduce single-use and takeaway items in Toronto. A Voluntary Measures Program (VMP) was announced as the first stage of the Reduction Strategy, which encourages businesses to voluntarily implement actions including the adoption of an “ask first/ by request” approach and asking businesses to consider accepting reusable takeout containers and beverage cups.

Towns of Mono and Fort Frances - The City's reduction strategy and single-use items ban will make the City one of the first municipalities in Ontario to ban SUIs, following bans by the Towns of Mono and Fort Frances that came into force in January 2021. The Town of Mono banned plastic check-out bags at businesses and restaurants for take-out or delivery orders. The Town of Fort Frances banned plastic bags and single-use food packaging at businesses, including take out containers made from foam, drinking straws, and stir sticks or swizzle sticks.

Attachment-3 Single Use Items Draft By-law Amendments

The bylaw may be a separate bylaw or an amended to existing by-law and if an amendment then amendments will be required to introduce this new schedule, section 77 amendment, and possibly other amendments.

Schedule X of By-law Number (2019)-20392

The provisions of this Schedule shall apply in respect of the single-use items reduction strategy and ban on Shopping Bags, Polystyrene Foam, and Plastic Straws.

Applies to any Business or Licensee such as retail, commercial or food premise, within the City of Guelph that provides goods to customers, including food, textiles and clothing, toys, home goods, personal care products, construction and renovation material, and the like. Exemptions are noted below in Shopping Bags, Polystyrene Foam, and Plastic Straws.

The single-use items reduction strategy and ban applies to the following business types, as defined in the City's Business License By-law: Adult Entertainment, Amusement Establishments, Food Premise, Bed and Breakfast, Catering Business, Food Vehicle, Holistic Services, Hotel Establishment, Merchant Stand, Pawnbroker, Personal Service Establishment, Public Assembly Hall, Second-hand Goods/ Salvage Dealer.

Shopping Bags

1. In addition to the terms defined in Section 1 of this By-law, the following terms shall have the corresponding meanings:
 - a. "Business" includes, without limitation, any trade, occupation or business carried on or engaged in wholly or partly within the City of Guelph, and any trade, occupation or business carried on or engaged in by a charitable or non-profit organization;
 - b. "Licensee" means a Person to whom a Business Licence has been issued;
 - c. "Plastic Shopping Bag" means a bag made wholly or partly from plastic derived from fossil fuels or plastic derived from biomass including but not limited to corn, sugarcane or other plants, includes bags labelled as (bio)degradable, oxo-biodegradable, non-certified compostable and the like, used for the purpose of transporting items sold or otherwise provided to a customer by a business or licensee, including but not limited to take-out and to-go food, delivery of food, and leftovers from a meal, and customarily provided by a business or licensee at the point of sale or when items ordered by telephone or internet-based ordering platforms are retrieved from the licensee to the customer or a delivery service, but does not include bags used to:
 - I. contain loose bulk items such as fruit, vegetables, nuts, grains, or candy;

- II. contain loose small hardware items such as nails and bolts;
 - III. protect bakery goods that are not pre-packaged prior to the point of sale;
 - IV. contain or wrap frozen foods, meat, poultry, or fish, whether pre-packaged prior to the point of sale or not;
 - V. wrap flowers or potted plants;
 - VI. transport live fish;
 - VII. protect newspapers or other printed material intended to be left at the customer's residence or place of business;
 - VIII. small paper bags used to transport prescription drugs received from a pharmacy;
 - IX. protect clothes after professional laundering or dry cleaning;
 - X. collect and dispose of pet waste;
 - XI. certified compostable bags;
 - XII. Packages of at least 5 bags sold for use at the customer's home or business, including but not limited to garbage bags, bin liners and pet waste bags.
- d. "Reusable Shopping Bag" means a shopping bag designed and manufactured to be capable of at least 100 uses, and primarily made of fabric.";
 - e. "Paper Shopping Bag" means a shopping bag made out of paper and should contain recycled paper content, and that displays the words "recyclable" on the outside of the bag;
2. Insert the following sections to the by-law that will come into force March 1, 2023:
 - a. No Business or Licensee may provide a Plastic Shopping Bag to a customer.
 - b. A Business or Licensee may provide a shopping bag to a customer only if:
 - i. The customer is first asked if they need a shopping bag; and
 - ii. The shopping bag is a Paper Shopping Bag or a Reusable Shopping Bag, for which a Business or Licensee may apply a reasonable charge to the customer;
 - c. Every Business or Licensee must include the amount charged for any Paper Shopping Bag and Reusable Shopping Bag provided to a customer as a separate line item on any receipt provided to the customer.
 3. Section 2 shall not apply to any Shopping Bag that has already been used by a customer including Shopping bags from competitors and returned to a business or licensee for the purpose of being re-used by the customer.

After March 1, 2024:

4. A Business or Licensee shall apply a fee of \$1 for every Reusable Shopping Bag provided to a customer in the first year of the ban.
 - a. A Business or Licensee may increase this fee for Reusable Shopping Bags in subsequent years.
5. All "Paper Shopping Bags" shall contain at least 40% recycled paper content, that displays the words "recyclable" and "made of 40% recycled content" or "made of 40% post-consumer recycled content" or similar wording and other applicable amount on the outside of the bag.

Polystyrene Foam

1. In addition to the terms defined in Section 1 of this By-law, the following terms shall have the corresponding meanings:
 - a. "Food Service Ware" means products used for serving or transporting prepared food or beverages including, but not limited to, plates, cups, bowls, trays, cartons and hinged or lidded containers.
 - b. "Polystyrene Foam" means blown polystyrene and expanded and extruded foams composed of thermoplastic petrochemical materials containing a styrene monomer and processed by any technique including, but not limited to, fusion of polymer spheres (expandable bead foam), injection molding, foam molding, and extrusion-blown molding (extruded foam polystyrene). Includes polystyrene foam cups, take-out containers and the like used for "prepared food".
 - c. "Prepared Food" means any food or beverage prepared for consumption on or off a holder of a Business or Licensee's premises, using any cooking or food preparation technique. Prepared food does not include any raw uncooked food, including meat, poultry, fish, seafood, eggs or vegetables unless provided for consumption without further food preparation.
2. Insert the following sections to the by-law that will come into force March 1, 2023
 - a. No Business or Licensee shall sell or otherwise provide prepared food in any Food Service Ware that contains Polystyrene Foam.
3. Exemptions to Section 2 include:
 - a. A hospital, or any facility licensed as a community care facility under the *Home Care and Community Services Act, 1994, S.O. 1994, c. 26*;
 - b. Prepared food containers that have been filled and sealed outside the City of Guelph prior to arrival at the premises or location where the business or licensee operates;

- c. Food Service Ware used in the course of providing charitable food services only during the period of time that an emergency is declared under the *Emergency Management and Civil Protection Act*, R. S. O. 1990, c. E. 9;
- d. Packages of 5 or more foam cups and foam containers sold for personal use.

Plastic Straws

1. In addition to the terms defined in Section 1 of this By-law, the following terms shall have the corresponding meanings:
 - a. "Single-Use Plastic Beverage Straw" means a tube made wholly or partially from either plastic derived from fossil fuels or plastic derived from biomass, including but not limited to corn, sugarcane or other plants, used to transfer a beverage from a container to the mouth of the person drinking the beverage and ordinarily or customarily used for its intended purpose only once before being disposed as solid waste.
 - b. "Accessible Straw" means a single-use beverage straw made wholly or partially from plastic derived from fossil fuels, such as polypropylene, that has a corrugated section that allows the straw to bend and maintain its position at various angles.
 - c. "Bubble Tea Drink" means a prepared food consisting of a beverage, including but not limited to tea, fruit juice, blended fruit, coffee or milk, and edible pieces, typically less than 12 mm in diameter or width, including but not limited to tapioca, jelly or a liquid that has undergone the culinary process of spherification."
2. Insert the following sections to the by-law that will come into force March 1, 2023:
 - a. No Business or Licensee, including a food premise or food vehicle, shall provide Single-Use Plastic Beverage Straws to a customer.
3. Section 2 does not apply to the following:
 - a. a hospital or any facility licensed as a community care facility under the *Home Care and Community Services Act*, 1994, S.O. 1994, c. 26;
 - b. Single-Use Plastic Beverage Straws packaged together with drinks packaged and sealed in a carton or flexible plastic pouch at a different location than the Business or Licensee's premises where the drinks will be distributed for consumption; or
 - c. packages of at least 20 Single-Use Plastic Beverage Straws sold for personal use.
 - d. Food vendors who serve Bubble Tea Drinks.
 - e. Section 4 to meet accessibility needs.
4. Every food vendor shall provide an accessible straw to a customer when:

- a. the food vendor or its employees ask a customer if they need an accessible straw and the customer responds that they do, or
- b. a customer requests an accessible straw.

Single-Use Beverage Cups

1. In addition to the terms defined in Section 1 of this By-law, the following terms shall have the corresponding meanings:
 - a. "Single-Use Beverage Cup" means a cup made from any materials, used to serve a beverage and ordinarily or customarily used for its intended purpose only once before being disposed as solid waste."
 - b. "Reusable Beverage Cup" means a beverage cup that is made from durable materials, and is ordinarily or customarily washed, sanitized and used repeatedly."
2. Insert the following sections to the by-law that will come into force March 1, 2024:
 - a. Every Business or Licensee shall charge at least 25 cents for every Single-Use Beverage Cup distributed to a customer.
 - b. Every Business or Licensee shall include the amount charged for Single-Use beverage cups as a separate line item on any receipt provided to the customer.
 - c. The Single-Use Beverage Cup fee must be listed on media such as internet-based ordering platforms, store menu boards, or verbally inform customers placing orders via telephone call the cost of a Single-Use Beverage Cup.
3. Every Business or Licensee may choose to offer a discount to customers who bring in their own or purchase in-store a Reusable Beverage Cup to use.
 - a. Every Business or Licensee shall make reasonable effort to accept a customer's clean Reusable Beverage Cup.
4. Section 2 does not apply to the following:
 - a. a hospital or any facility licensed as a community care facility under *Home Care and Community Services Act, 1994, S.O. 1994, c. 26*;
 - b. Single-Use Beverage Cups used in the course of providing charitable food services;
 - c. packages of at least 6 Single-Use Beverage Cups sold for personal use; or
 - d. Beverages provided for free from a Business or Licensee to a customer through free drink vouchers, monetary gift vouchers, free drinking water, rewards or points programs, free drinks offered as part of an in-store promotion or other free drinks distributed by a business or licensee.

Single-Use Utensils

1. In addition to the terms defined in Section 1 of this By-law, the following terms shall have the corresponding meanings:
 - a. "Self-Serve Station" means an area on the Business or Licensee's premises where customers may obtain utensils for themselves;
 - b. "Single-Use Utensil" includes a spoon, fork, knife or chopstick made from any materials and ordinarily or customarily used for its intended purpose only once before being disposed as solid waste;

2. Insert the following new sections to the by-law that will come into force March 1, 2024:
 - a. No Business or Licensee shall provide a single-use utensil to a customer unless:
 - i. the food vendor or its employees first ask a customer if they want a Single-Use Utensil and the customer responds that they do or a customer requests a Single-Use Utensil, including responses given by telephone or using internet-based ordering platforms, or
 - ii. a customer obtains a Single-Use Utensil from a self-serve station.

3. Section 2 does not apply to the following:
 - a. a hospital or any facility licensed as a community care facility under the *Home Care and Community Services Act, 1994*, S.O. 1994, c. 26;
 - b. packages of at least 20 Single-Use Utensils sold for personal use; or
 - c. Single-Use Utensils used in the course of providing charitable food services.

Attachment-4 Industrial, Commercial, and Institutional (ICI) - Municipal Comparator Survey Results

To provide valuable insight into how comparable Ontario municipalities service their downtown businesses and IC&I establishments, five Ontario municipalities were selected from City Council's list of approved comparator municipalities for a survey as part of the SWMMP process. The five comparator municipalities were chosen based on similar characteristics to the City including: they are an urban municipality, and they provide some level of waste collection service to IC&I establishments outside of the downtown core or BIA. The results from the survey illustrate that each municipality provides different levels of service for IC&I establishments.

For commercial establishments, the results include that one municipality does not provide any service, and the other four municipalities provide service ranging from weekly collection for all three streams with no set out limits, to bi-weekly collection, bag tags, and set out limits for all three streams.

For institutional establishments including places of worship, schools, non-profits, daycares and other facilities, the level of service for each waste stream varied. Most municipalities did not provide services to non-profits, all municipalities provide services to schools to some extent, and some municipalities provide service to daycares to some extent.

None of the municipalities surveyed provide waste services to industrial establishments. The municipalities stated that industrial establishments were non-eligible as they were not located on a residential route or that they have never serviced industrial establishments.

Attachment 5 – Industrial, Commercial, and Institutional (ICI) Draft By-law Amendments

By-law Number (2019)-20392, being the Waste Management By-law, be amended by adding:

1. The following new definition shall be inserted in Section 1 of this By-law in correct alphabetical order:
 - a. “Small Mixed-Use Building” means a building containing six or less units with at least one residential Dwelling Unit and at least one other non-residential use permitted by the Zoning By-law, where the residential portion of the building has an independent entrance from the outside.
 - b. “Institutional Property” means a whole building used for a public or non-profit purpose, including religious, charitable, or welfare, by an organization, foundation or society and may include but is not limited such uses as a place of worship, daycare, and community centre.
 - c. “School” means a whole building used for a public or private purpose with grades ranging from junior kindergarten to grade 12.

2. Add the following new tables to Schedule “L” - City Waste Collection Service Standards and Limits

TABLE D – Small Mixed-Use Building			
Waste Type	Collection Frequency	Quantity Limit	Notes and Qualifiers
Garbage	Every other week	240L per dwelling unit	Must be located on a residential collection route. Must generate waste that fits into waste carts shared with and provided to the Dwelling Unit(s) and meet residential set out limits (240L grey, 360L blue and 80L green); and Comply with the waste by-law to participate in all waste streams. Waste Generator or Property Owner must enter into a City Waste Collection Service Agreement. Excludes the Downtown Collection Area. Must use a Private Waste Collection Service if they cannot meet qualifiers.
Recyclables	Every other week	360L per dwelling unit	
Organics	Weekly	80L per dwelling unit	
Yard Waste	Seasonal for Residential Dwelling Unit		Prepared as per curbside requirements, offered at the curbside (Table A) level of service

TABLE E – Institutional Property			
Waste Type	Collection Frequency	Quantity Limit	Notes and Qualifiers
Garbage	Every other week	240L per property	<p>Must be located on a residential collection <u>route</u>;</p> <p>Must generate waste that fits into residential set out limits (240L grey, 360L blue and 80L green); and</p> <p>Must comply with the waste by-law to participate in all waste streams.</p> <p>Waste Generator or Property Owner must enter into a City Waste Collection Service Agreement.</p> <p>Excludes the Downtown Collection Area.</p> <p>Applies to Institutional Zones as per the Zoning By-law.</p> <p>Must use a Private Waste Collection Service if they cannot meet qualifiers.</p>
Recyclables	Every other week	360L per property	
Organics	Weekly	80L per property	

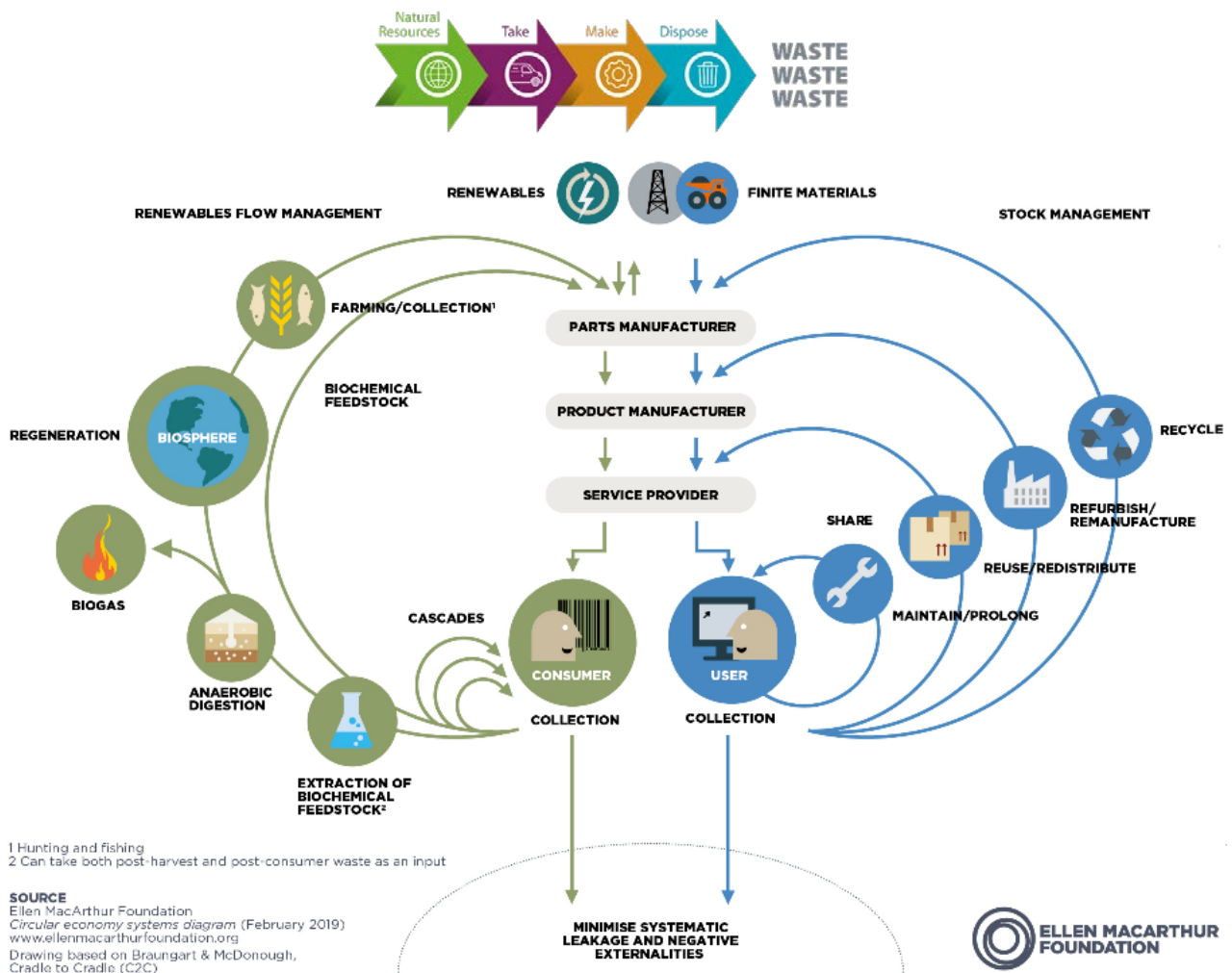
TABLE E – School (starting January 1, 2026)			
Waste Type	Collection Frequency	Quantity Limit	Notes and Qualifiers
Garbage	Service not provided	Not applicable	<p>Must be located on a residential collection <u>route</u>;</p> <p>Waste carts and size based on volume generated.</p> <p>Waste Generator or Property Owner must enter into a City Waste Collection Service Agreement.</p> <p>Excludes the Downtown Collection Area.</p> <p>Must use a Private Waste Collection Service if they cannot meet qualifiers.</p>
Recyclables	Service not provided	Not applicable. Service will be provided by a Producer Responsibility Organization.	
Organics	Weekly	Number of 240L carts based on volume generated per property	

Guelph and the Circular Economy



1. Background

The circular economy offers an alternative way to the linear 'take-make-dispose' economy that harms the environment and people. It seeks to extract the maximum value from resources in use and keeps materials in circulation for as long as possible. This entails prioritising regenerative resources through strategies such as maintenance, sharing, reusing, redistribution, remanufacturing, recycling or recovery.



1 Hunting and fishing
2 Can take both post-harvest and post-consumer waste as an input

SOURCE
Ellen MacArthur Foundation
Circular economy systems diagram (February 2019)
www.ellenmacarthurfoundation.org
Drawing based on Braungart & McDonough,
Cradle to Cradle (C2C)



The Ellen MacArthur Foundation, a world renowned organization and leader in Circular Economy, defines the circular economy as an economy that decouples economic activity from the consumption of finite resources. Products, components, and materials are kept at their highest use and value, waste is designed out of the system, and natural ecosystems are restored over time.

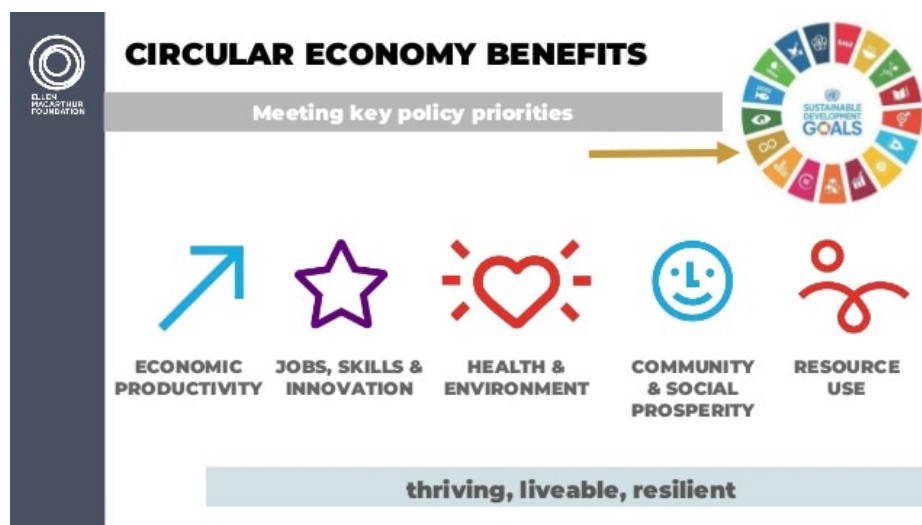
The circular economy is strongly embedded in local economies. The transition to a circular economy requires the innovative entrepreneurship and strong network connections that Guelph can incubate with its density and diversity of stakeholders and resources.

Cities are well poised to serve as catalysts, enablers and leaders in the circular economy as they possess a unique complement of leverage points. Cities contain a level of resource flows that can generate economies of scale to advance circular economic activities; directly interface with community stakeholders and other levels of government, provide key services, and have access to legal tools to influence activities and behaviours in the community.

Many cities are realizing that circularity can be a route to support economic stability, resource security and address environmental concerns and, can help achieve significant resource efficiency and carbon reductions.

Similar to Guelph’s Strategic Plan and vision of an inclusive, connected, prosperous city where we look after each other and our environment, a circular economy aligns with our priorities of powering, sustaining and building our future. Transition to a circular economy would provide Guelph opportunities to:

- enhance social and environmental outcomes;
- improve economic performance and profitability;
- decrease the risk associated with relying on external sources of raw materials and labour; and,
- increase the resiliency of City services and infrastructure.



2. Framework for a Circular Economy

Developing a comprehensive framework to guide the City of Guelph towards a circular economy is key. In alignment with the Ellen MacArthur Foundation's approach, this framework for change could include the following policy levers:

1. **Vision (Roadmaps & Strategies)** - Vision can provide overarching direction for a city. Engaging stakeholders in the development of a roadmap can also strengthen its effectiveness and a sense of shared ownership.
2. **Engagement (Convening & Partnering, Awareness Raising, Capacity Building)** - City governments have a unique ability to engage with multiple stakeholders from across sectors and catalyse action. This is key to the emergence in cities of circular economy opportunities which require understanding, collaboration, and action within and between sectors.
3. **Urban Management (Urban Planning, Asset Management, Public Procurement)** - City governments have a strong influence over the physical development of a city, the management of its assets, and the procurement of public goods and services.
4. **Economic Incentives (Financial Support, Fiscal Measures)** - City governments can use financial support to help foster innovation and new markets, whilst fiscal measures such as taxes, penalties, and charges, can help incentivize or discourage behaviours.
5. **Regulation (Legislation & Regulation)** - Legislation and regulation is a core domain of government and can play an important role in shaping markets, influencing behaviour, and removing barriers that inhibit progress.

URBAN POLICY LEVERS FOR CIRCULAR ECONOMY TRANSITIONS



VISION



ENGAGEMENT



**URBAN
MANAGEMENT**



**ECONOMIC
INCENTIVES**



REGULATION



**ROADMAPS AND
STRATEGIES**



**CONVENING
AND
PARTNERING**



**URBAN
PLANNING**



**FINANCIAL
SUPPORT**



**LEGISLATION
AND
REGULATION**



**AWARENESS
RAISING**



**ASSET
MANAGEMENT**



**FISCAL
MEASURES**



**CAPACITY
BUILDING**



**PUBLIC
PROCUREMENT**



© Ellen MacArthur Foundation, March 2019

3. Urban Policy Levers for Circular Economy Transitions

A circular economy needs the support of the entire corporation. The following departments have been initially identified to support the policy levers for circular economy transitions.

Vision	Engagement	Urban Management	Economic Incentives	Regulation
Environmental Services	Environmental Services	Environmental Services	Environmental Services	Environmental Services
Economic Development & Tourism	Economic Development & Tourism	Planning Engineering and Transportation Services	Economic Development & Tourism	Planning Zoning
Our Food Future and others	Our Food Future Communications Innovation Guelph	Facilities Finance	Innovation Guelph Finance	Building Security and Bylaw

4. Cities are Key to Going Circular

The current linear ‘take-make-dispose’ pattern, in which resources are extracted, made into products that are used for a short period of time, and then disposed – pays insufficient attention to the high social, environmental, and economic costs of waste. In contrast, a circular economy system of production is based on principles of product longevity, renewability, resource use minimizations, reuse, and repair.

A circular economy approach to service delivery challenges the City to rethink how it can provide services to residents based on three core principles:

1. We can find new ways to deliver our services, purchase materials that we need to do our work, and enter into contracts with service providers in a way that reduces our reliance on non-renewable resources and minimizes our carbon footprint.
2. Once any resource is in use, we can find ways to collaborate with others or ask the marketplace and industry to work on opportunities to extend resource lifecycles to ensure maximum useful potential (think reduce, share, repair, reuse, recycle and energy recovery).
3. We can continue looking for ways to redesign our systems and service delivery in order to reduce any waste or inefficiency through a combination of research, collaboration, innovation, prototyping and pilot projects.

5. Challenges and Opportunities



Source: Canadian Circular Cities and Region's (CCRI) Initiative

There are challenges that need to be addressed to enable cities to pursue circularity. These include the need for technical innovation, creating new or redesigning existing infrastructure, understanding and tapping the potential for new business models, managing the shift to more sustainable and fair procurement, as well as developing approaches to motivate citizens to adopt sustainable lifestyles.

There is no standardized methodology for circular city initiatives, but it is important to build from a city's own unique opportunity space. If circular economy approaches are new to the City, it is possible to start simple, with initiatives that do not require new regulations, large investments or complex collaboration. However, with strong support from senior staff and elected officials, a city may choose to initiate a broad based program from the start.

A circular city embeds the principles of a circular economy across all its functions, establishing an urban system that is regenerative, accessible and abundant by design. These cities aim to eliminate the concept of waste, keep assets at their highest value at all times, and are enabled by digital technology. A circular city seeks to generate prosperity, increase liveability, and improve resilience for the city and its citizens while aiming to decouple the creation of value from the consumption of finite resources.

Governments carry the public responsibility to create the boundary conditions for the circular economy to achieve its full potential.

Staff Report



To	Committee of the Whole
Service Area	Office of the Chief Administrative Officer
Date	Monday, April 4, 2022
Subject	Guelph. Future Ready 2021 Progress Report

Recommendation

1. That the Guelph. Future Ready 2021 Progress Report, dated April 4, 2022, be received.
-

Executive Summary

Purpose of Report

The purpose of this report is to provide Council and the community with a progress report for 2021 on the Key Performance Indicators (KPI) and Strategic Initiatives (SI) in the [2019-2023 Strategic Plan: Guelph. Future Ready](#). The Progress Report can be accessed using the following link:

<https://futurereadyprogressreport2021.guelph.ca/>

Key Findings

Through the creation and implementation of the Strategic Plan, and the [2020 Guelph. Future Ready Progress Report](#), the corporation continues to shift towards a more performance-based and data-driven culture that clearly links corporate strategic goals to resource allocation and measurable performance results.

Several deliverables are important to this culture change, including the 2020 Guelph. Future Ready Progress Report which was first brought forward to [Council on June 28, 2021](#) to report on 2020 progress and achievements. The City of Guelph uses this online reporting format to highlight key data and stories to present a balanced and transparent view of how the corporation is making progress towards achieving its Strategic Plan. Progress reporting uses KPIs and SIs which were defined through the development of the [Strategic Plan Action Plan and Performance Measurement Framework](#).

The past two years have been unlike any other with COVID-19 continuously impacting progress in some strategic areas and accelerating it in others (such as digital service delivery). The 2020 progress report highlighted areas where attention and resources were needed to advance key priorities and enabled the corporation to celebrate the key achievements reached throughout the year.

Guided by the performance reporting from last year, the Guelph. Future Ready 2021 Progress Report shows that overall, the corporation continues to perform well. Staff have worked hard to maintain a solid financial foundation, adjusted focus on key initiatives to maintain Strategic Plan progress, and have taken actions to begin to address inequity and systemic racism (as noted in Attachment-1 Overview of

2021 Strategic Plan Strategic Initiatives and KPIs). To continue to achieve this level of success, it is critical for the corporation to continue to monitor and report on the annual progress of the Strategic Plan to enable the opportunity to evaluate and adjust the tactics and actions used in pursuit of the corporate vision. In keeping with this approach, a 2022 Progress Report is planned for the first half of 2023.

Financial Implications

There are no direct financial implications resulting from this report.

Financial implications related to implementation of the action plans to achieve success in the KPIs and SIs are presented to Council as part of the multi-year budget process.

Report

Background

As part of the Strategic Plan implementation over the past year, the City of Guelph has reviewed its corporate performance culture. This has included improving corporate strategic alignment, identifying areas for improvement, and the development of processes and systems. Actions resulting from this analysis include the annual Progress Report and building consistency in performance management at the departmental level. This shift is being achieved by working with staff across all service areas to increase skills, knowledge, and capacity to undertake more consistent data-driven corporate performance activities at both the strategic and operational levels. More detail on KPIs and SIs can be found in the [Performance Management Framework Update](#) information report presented to Council on March 12, 2021.

Since the 2019-2023 Strategic Plan: Guelph. Future Ready was approved, the community has undergone unprecedented challenges and change. Despite these impacts, the City has made significant progress in many key areas of its Strategic Plan. Throughout 2021 the City continued to: build connections with the community using the Community Plan to provide an opportunity for collaboration and integration of the community voice; develop and rollout a multi-year budget to focus on long-term and integrated financial planning; and make significant progress on a number of corporate plans that seek to tackle major priorities for the City including a Climate Change Adaptation Plan, a [Corporate Asset Management Plan](#) and the Smart Cities: Our Food Future work.

The Guelph. Future Ready 2021 Progress Report ([Guelph. Future Ready. Progress report 2021](#)) provides Council with an update on the City's progress against its Strategic Plan priorities including the KPIs and SIs. The guidance and direction to present annual performance reporting is directly related to Objective 2 in the [CAO 2022 Performance Objectives](#), as presented to Council on January 10, 2022.

Throughout 2021 staff have continued to provide exceptional services and value for tax dollars. The 2020 progress report provided valuable insights into areas that were progressing on track, and others that required additional attention to ensure that the City was able to deliver on goals as identified in the strategic plan. These insights helped to fuel the prioritization of resources and effort throughout 2021 which can be seen in the continued progress on several SIs and KPIs (see Attachment-1 Overview of 2021 Strategic Plan Strategic Initiatives and KPIs). While

progress was steady, there are still important areas for improvement which the Guelph. Future Ready 2021 Progress Report highlights.

The online report ([Guelph. Future Ready. Progress report 2021](#)) is presented according to strategic priority area, e.g., Powering our Future, Sustaining our Future, etc., in alignment with the [2022/2023 Budget presentation](#), and the [2019-2023 Strategic Plan: Guelph. Future Ready](#). This annual reporting is a critical component of the organization’s performance and public accountability cycle as shown in Figure 1 below.

Figure 1 Performance and Accountability Cycle



Progress Report Summary - KPIs and SIs

The following section highlights each of the five strategic priority areas in the Strategic Plan and provides a sample of the annual progress of their related KPIs and SIs. The Attachment-1 Overview of 2021 Strategic Plan Strategic Initiatives and KPIs contains a full list of the KPIs and SIs, their performance in 2021 as compared to 2020, and a commentary about progress.

Each KPI was assigned a current evaluation status based on an assessment against its target. Where data was not available at the time of this report, the status of “Not available at the time of publishing” was assigned. If data was not available in 2020 or 2021, and is unlikely to be available for the next Progress Report, the status of “under review” was assigned to indicate that this KPI is being evaluated to determine its continuation in the Strategic Plan moving forward. This is an important area of improvement for future strategic plans. In several instances, the reporting frequency of a KPI is less than ideal and efforts will be made to select more frequently reported measures in the future.

For each SI that reported either the scope, schedule or budget as yellow (minor impact) or red (significant impact), a return to green plan was also included to highlight the actions required to shift the SI back on-track. Highlighting both successes and areas for improvement helps to grow a stronger performance culture that supports consistent measurement and improvement.

Powering our Future: An economy that empowers us

This strategic priority area has a goal that the City of Guelph contributes to a sustainable, creative, and smart local economy that is connected to regional and global markets and supports shared prosperity for everyone. It has two (2) KPIs and seven (7) SIs.

- **Our Food Future:** The organization made significant progress by successfully offering a range of business programs such as [COIL](#), [Seeding Our Food Future](#), [R-Purpose](#), and [R-Purpose MICRO](#), all aimed at supporting innovation and resilience in the Guelph economy. The year 2021 saw an 865 per cent (2020 – 17; 2021 – 164) increase in the number of new circular business and collaborations engaged over 2020 which is directly reflective of the broad reach that business supports and funding had in the city.
- **Economic Development:** The [Economic Development and Tourism Strategy](#) was developed throughout 2021, focusing on both retaining and supporting existing businesses, while seeking to attract new sectors and tourism opportunities over the next five years. The [Grow Guelph partnership](#) officially established the Economic Development division as the backbone agency for the organization. The partnership's 2021 priorities included advancing business retention and expansion, while focusing on COVID-19 response and recovery. The Economic Development and Tourism department also surveyed local businesses in 2021 to collect information that will track employment activity in Guelph and assist in connecting businesses with relevant support programs. The survey reported that 75 per cent of businesses identify Guelph as a good place to do business, which is an 8.5 per cent decrease over previous reporting. However, 2021 was the first year of successfully collecting a representative sample of Guelph businesses (2016: n=39; 2021: n=438). The survey responses received reflected a broad representation of both industry sectors and business sizes with at least one response received from every sector in Guelph.
- **Innovation Strategy:** Progress on the Innovation Strategy improved over 2020 with the award of a contract to support the development of an Innovation and Smart Cities Strategy and Roadmap. While the schedule initially experienced delays due to COVID-19 and staffing changes, it is now underway and anticipated to be completed in 2022.

Sustaining our Future: An environment that sustains us

This strategic priority area has a goal that the City of Guelph cares for the local environment, responds to climate change and prepares Guelph for a net-zero-carbon future. It has three (3) KPIs and four (4) SIs. Below are progress highlights:

- **Achieving 100RE:** The City of Guelph continues to move towards the target of 100 per cent renewable energy by 2050 (100RE). As reported in the 2020 [Environmental Sustainability Report](#), there was further progress in 2020 where corporate energy consumption was reduced by 12.8 per cent and greenhouse gas emissions went down by 13.9 per cent when compared to 2019. Through conservation work and adding renewable generation, 25.5 per cent of all corporate energy was supplied from renewable sources in 2020, which is up from 24.5 per cent in 2019. The 2021 data will be reported in future Progress Reports.
- **Community Greenhouse Gas Inventory:** The City has developed a greenhouse gas emissions (GHG) inventory for community emissions (all

emissions within city boundaries including the corporation), along with a robust means to annually track progress towards the [Community Net Zero Carbon](#) target. The current data shows that emissions have improved by 16.6 per cent since the baseline was established in 2018. This data will be shared with the community to enable both the community and City of Guelph to make informed decisions on how to reduce community-wide energy consumption and GHG emissions in pursuit of the net zero target. The City's recent commitment to Race to Zero in December 2021 will establish interim GHG emission reduction targets that will modify our 2030 target in order to facilitate earlier reduction of GHG emissions in our community.

- **Complex Measures:** The City recognizes that the KPIs measuring per cent reduction of climate risk exposure, and per cent reduction in greenhouse gas emissions is a complex exercise. These KPIs remain in a planning and development state, and the work happening to gather the data available, or in some cases data previously uncollected, is part of Guelph's larger journey in maturing its corporate performance management processes.
- **Climate Adaptation Plan:** The status of this SI has made progress over 2020 in both the schedule and budget. Work focused on the development and finalization of key foundational documents and the initiation of project governance structures, including establishing the steering committee and project team, which will be guided by the Terms of Reference for the project. With these foundational elements completed in 2021, the project is on track for official kickoff in 2022. Upon further review and additional planning, the Sustainability City Master Plan (SCMP) will be initiated following the completion of the Climate Change Adaptation Plan to sequentially build on existing research and align recommendations. Upcoming Strategic Plan reporting will no longer include updates to the SCMP until it is initiated.
- **Energy Efficient Technology:** To increase energy conservation and reduce greenhouse gas emissions reduction capacity, the City implemented successful facility upgrades throughout 2021. At the West End Community Centre, upgrades were made to replace end of life HVAC systems with energy efficient equipment that utilizes air source heat pump technology. The community centre also received new energy efficient heat exchangers and ice plant controls for better managing the arena ice rink. These projects contribute to both reduced annual operating costs, and emissions reductions targets.

Navigating our Future: A transportation network that connects us

This strategic priority area has a goal that the City of Guelph fosters easy, accessible movement through trails, paths, roads, and corridors to tie the community together and connect Guelph's economy with other regions. It has four (4) KPIs and six (6) SIs.

- **Transportation Planning:** In January 2022, City Council approved Guelph's [Transportation Master Plan](#) which will create a sustainable and resilient transportation network over the next 30 years. This plan also sets new long-term mode share targets which were built from the existing targets set in Guelph's Official Plan and will be used to inform future performance reporting. The non-auto mode share KPI is informed using data from the provincial [Transportation Tomorrow survey](#), which will be delivered again in 2022-2023.

- **Investing in Green Fleet:** In terms of the City's goals to invest in a green fleet which was identified in the Strategic Plan, the City's fleet now has 3.2 per cent of its vehicles using clean and efficient technology. While there was no change between 2020 and 2021, the City expects to receive four battery electric vehicles and [four electric buses](#) in 2022. The availability of vehicles suitable for the City's operations continues to be limited and the evaluation of these new purchases will be used to inform future decision-making. The City also focused its efforts on improving energy conservation and greenhouse gas emissions through the installation of 20 public electric vehicle charging stations to support the use of low-emissions vehicles.
- **Road Safety:** Safety on public highways is a local priority and from 2016 to 2020, 1.4 per cent of all collisions in Guelph resulted in a major injury or fatal outcome. The [Community Road Safety Strategy \(CRSS\)](#) is being implemented, and this included the installation and operation of red-light cameras and automated speed enforcement devices, in addition to speed limit reductions being approved for implementation in 2022. These actions also support the City's efforts in implementing [Vision Zero](#), which was approved as part of the recommendations in the [Transportation Master Plan](#). Guelph also made significant upgrades along Gordon Street, amongst other streets, with the installation of barriers to further protect the on-road bike lanes. These improvements will help protect people walking, biking, and driving in an area of high user conflict for bicycles.

Working Together for our Future: A modern government that works with us

This strategic priority area has a goal that the City of Guelph runs an effective, fiscally responsible, and trusted local government with engaged, skilled and collaborative employees. It has five (5) KPIs and four (4) SIs.

- **Digital Service Delivery:** Key opportunities for the City include implementing the [Service Simplified Customer Service Strategy](#) and creating a Digital Service Team. Implementing Service Simplified began in mid-2021 and received resourcing to continue the development into 2022 and 2023. Future budgets will focus on the continued expansion and evolution to our digital service model. A Digital Service Team will begin documenting the current state of City services in 2022, then prioritize, plan, and implement projects to improve customer experiences over the coming years. The schedule and budget for a Digital Service Team are shown in yellow, and resources to support this initiative have been requested in the multi-year budget. As the City continues improving services using modern technology and tools, the KPI measuring per cent of digital transactions will be refined to focus on customer satisfaction. The pandemic accelerated the City's efforts to digitize how people access or request several City services. However, the City processes those requests using several, separate systems. As such, the City does not currently have an accurate way to measure the number or percentage of digital services or transactions. Focusing on performance measures for this work is a focus in 2022.
- **Financial Performance:** Despite significant financial challenges over the past two years, once again the [City's credit rating](#) was maintained at AA+ for 2021. This follows the 2013 to 2020 ratings in which the City of Guelph has maintained AA+ stable outlook. The total tax and rate impact as a percentage of household income remains at 5.1 per cent for 2021. The strategic initiative to implement

the [Long-Term Financial Framework](#) (LTFF) is reporting scope as moving from green to yellow which is attributed to the expanded integration of the scope beyond solely a financial perspective now including alignments to the Strategic Plan, departmental business plans, and the initiation to integrate with the City's master plan process. One successful milestone of the LTFF implementation was Council's approval of an updated Budget Policy that enabled our guiding financial principles to inform the development and adoption of the City's very first multi-year budget spanning 2022 and 2023.

- **Enhanced Building Permits:** The City of Guelph undertook a process to review and improve the service experience of its online [Permit and Application system](#), which now includes several new features and functions. The new streamlined system is now more accessible, flexible and can be scaled to integrate other services in the future.

Building our Future: A community that supports us

This strategic priority area has a goal that the City of Guelph makes strategic investments that nurture social well-being, provide landmark beauty and offer a safe place where everyone belongs. It has seven (7) KPIs and eight (8) SIs.

- **Corporate Assets:** The City of Guelph has an infrastructure asset base with a calculated replacement value of about \$4.39 billion as of 2020. Of the asset portfolio in 2020, 68 per cent of assets were in "Fair" or better condition with about 32 per cent (\$1.4 billion) with below 40 per cent remaining life. While updated data for 2021 is not available at the time of this report, continuing to track the percent of current assets that are providing satisfactory levels of service shows progress towards addressing priority asset needs. This KPI is supported by the Corporate Asset Management Plan which progressed in 2021 through the development of core asset management plans which were approved ahead of regulatory timing requirements. This allows for progress to move into analysis of asset life cycles, levels of service, natural assets, etc. and completing annual updates to the asset portfolios.
- **New Affordable Housing:** Building new affordable housing units is the focus of the KPI regarding the percentage of affordable housing units (ownership and rental). While 2021 data is not available at the time of this report, 2020 progress included meeting the 25 per cent target for new developments and the 4 per cent target for secondary rental units, with the 1 per cent target for primary rental units not being met. Detailed targets and results from 2020 can be found in the [Guelph Growth Management and Affordable Housing Report](#) presented to Council on April 9, 2021. An update to this report will be presented to Council in Q2 2022. The targets were created as part of the [City of Guelph's Affordable Housing Strategy \(2017\)](#) and will be reviewed again in 2024. The implementation of this strategy made progress in 2021 with both scope and schedule changing from a yellow status in 2020 to a green status in 2021. This is attributed to the City's partnership with the County of Wellington Housing Services which awarded support to two permanent supportive housing projects through a request for proposal.
- **Perceptions of Safety:** Safety is a multifaceted concept and a difficult one to measure with a single data point. One of the ways to measure safety is through survey data. A community survey presented in the [Guelph Police Service \(GPS\) Strategic Plan](#) reported at least 88 per cent of residents perceive themselves to be safe or somewhat safe in the city in all scenarios surveyed. The next survey

to gather updated data will be conducted in 2023. It is important to note that there are several factors that contribute to how safe people feel, and many of those factors are beyond police control. Other measures, including the Total Crime Severity Index (TCSI) and the Violent Crime Severity Index (VCSI), help to inform perceptions of safety. In 2020, the TCSI decreased by three (3) per cent, whereas the VCSI increased by 26 per cent as compared to 2019 figures. The difference in VCSI is partially due to the absence of homicides in 2019, whereas 2020 saw a total of three. Updated figures for 2021 will be available for the 2022 Progress Report. For additional information and statistics, please see the [Guelph Police Service Annual Report 2020](#).

- **Emergency Response Times:** Another factor in how safe people feel is response times for emergency services. In fire services, 61.7 per cent of call responses met the target of four minutes from call received to first unit arrival which is a 0.2 per cent improvement over 2020. In police service, the 2021 median Priority 1 response time was six minutes and three seconds which is a decrease of 7.2 per cent over 2020 (six minutes and 50 seconds). Additional reporting can be found in the [2020 Guelph Police Service Annual Report](#). Finally, in paramedic services in 2021, 64.6 per cent of Canadian Triage and Acuity Scale (CTAS) 1 cases were within the eight-minute response time target, which is a 3.4 per cent decrease over 2020. Detailed information about target setting and results can be found in the [Paramedic Service Response Performance 2020 and Performance Plan 2022](#) Council report.
- **Construction of Key Assets:** The [Baker District redevelopment](#) and the [South End Community Centre](#) both have made progress in 2021 with their schedule status moving from yellow to green. However, the South End Community Centre project is anticipating budget constraints, moving the budget status from green to yellow. As is the case across the construction sector, COVID-19 has created volatility in the pricing for materials and services that were unanticipated at the outset. All budget impacts will continue to be reviewed along with options to mitigate any variances. Council approved the business case for the [City's Operations Campus](#) at the May 2021 Council meeting. Staff continue to make progress on this project including the completion of extensive site investigations and environmental assessments.
- **Community Connections and Equity:** In 2021 a new strategic initiative was added to the Strategic Plan to reflect the organization's focus on both equity and the community. Significant progress was made in 2021 including the completion of the Community Plan refresh which was shared with Council in [February 2022](#), and the hiring of two new positions which focus on Guelph's commitment to identify and address issues of equity and systemic racism, and to coordinate ongoing engagement and strengthening relationships with First Nation and Métis governments. Additionally, Guelph residents' connection to the city is measured through the City of Guelph Satisfaction Survey. In 2019, 86 per cent of residents expressed a sense of belonging to Guelph, and updated data is anticipated later in 2022 when the City shares the results from the 2022 satisfaction survey.

An overview of the progress results is provided in Attachment-1 Overview of 2021 Strategic Plan Strategic Initiatives and KPIs.

Implementing a Performance-Based Culture

The annual Strategic Plan Progress Report is a major step forward as the City moves towards a performance-based culture. As this work progresses, staff aim to

integrate additional resources to improve corporate-wide alignments, provide more performance updates to stakeholders, and make improvements to overall data collection and availability. These are important first steps in moving towards being more performance-oriented and data-driven both at a strategic and departmental level.

Since this is a cultural shift in the way the organization approaches data and reporting, the achievement of results must be undertaken in phases, celebrating incremental progress while also recognizing limitations. The main limitations of this Guelph. Future Ready 2021 Progress Report are that further definitions of KPI targets are required, and that the alignment, timeliness and availability of data in some cases does not currently allow for updated annual reporting in Q1. In some cases, analysis and interim approaches are necessary.

Financial Implications

There are no direct financial implications resulting from this report.

Financial implications related to implementation of the action plans to achieve success in the KPIs and SIs are presented to Council through the multi-year budget process.

Consultations

The Executive Team and the Corporate Management Team, along with the individual departments and divisions have been integral to the leadership and completion of this work. This cross-departmental consultation includes stakeholders from across the organization at various levels from deputy CAOs to individual contributors across all Service Areas.

Strategic Plan Alignment

This report provides a progress update of the KPIs and SIs approved as part of the [Future Ready Action Plans and Performance Measurement Framework](#) Council report presented on September 28, 2020.

Attachment

Attachment-1 Overview of 2021 Strategic Plan Strategic Initiatives and KPIs

Departmental Approval

None.

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Attachment-1 Overview of 2021 Strategic Plan KPIs and Strategic Initiatives




Strategic Plan- Strategic Initiatives





#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
1	Formalize the Grow Guelph Partnership initiative	Powering our Future	GM, Economic Development	DCAO, Infrastructure, Development and Enterprise Services	The City of Guelph Economic Development Division was formally established as the backbone organization through a vote of the Grow Guelph partners on Dec 2, 2021. The Grow Guelph Partners met twice in 2021 advancing the business retention and expansion, and workforce development efforts which support the four priority areas of the initiative (e.g., impact on Guelph's innovation economy, number and types of businesses focused on innovation, number and types of business opportunities, etc.). COVID-19 response and recovery has been a key focus for the Grow Guelph partnership in 2021 as support is needed to enhance necessary business services in Guelph.	Green	Green	Yellow 2020 Status was Green 	Initiative not funded/resourced. Will request again through multiyear budget and staff will monitor external and alternative funding opportunities as they are made available to complete this work.
2	Implement the City of Guelph Innovation Work Plan	Powering our Future	GM, Strategy, Innovation and Intergovernmental Services	CAO, City of Guelph	Contract Awarded to Overlap Associates to support the development of a Smart Cities Strategy/Innovation Roadmap in Q2 2022.	Green 2020 Status was Yellow 	Yellow	Green	This work was delayed due to COVID-19 prioritization and staffing changes, but is now underway and expected to be completed in 2022.

#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
3	Implement Our Food Future circular economy 5-year initiative and associated elements of the Grow Back Better 10-point recovery plan	Powering our Future	Executive Director, Smart Cities	CAO, City of Guelph	<p>In 2021, the Smart Cities Office has achieved many milestones while adapting to the changing needs of our community due to the COVID-19 pandemic. With additional funding and resources from FedDev Ontario we launched the Circular Ontario Innovation Launchpad (COIL) business accelerator program. COIL broadens program reach both geographically and thematically with the introduction of businesses from the environmental and sustainability sectors. Combined, Our Food Future and COIL have laid the groundwork for a growing number of Guelph-Wellington circular economy initiatives. We have also completed valuable research, developed and supported various pilots and programs designed to test and scale innovative approaches to addressing food system issues.</p> <p>Some notable achievements include:</p> <ul style="list-style-type: none"> •Victory on our goal of achieving and exceeding the launch of 50 new circular businesses and collaborations – with 164 businesses initiating or expanding their circular practices •Secured an additional \$11.2 million dollars in funding to support the work of City, County and community collaborators •Completed important research on the accessibility of food, food material flows, regenerative agriculture and the feasibility of a food hub in our region •Supported the launch of Groceries from the SEED, Canada’s first pay-what-you-choose grocery store 	Green	Green	Green	
4	Develop and implement new Economic Development and Tourism Strategy	Powering our Future	GM, Economic Development	DCAO, Infrastructure, Development and Enterprise Services	The Economic Development and Tourism Strategy 2022-2026, completed in 2021, was presented to the Committee of the Whole on January 10, 2022, and goes before Council on January 31, 2022.	Green	Green	Green	
5	Implement fibre optic network initiative	Powering our Future	GM, Information Technology	DCAO, Corporate Services	Completed construction planning and fibre has begun to be installed in the ground.	Green	Green	Green	
6	Tourism and Culture Rebuild and Museum and Culture planning	Powering our Future	GM, Economic Development; GM, Culture and Recreation	DCAO, Infrastructure, Development and Enterprise Services; DCAO, Public Services	The City’s Tourism and Culture divisions continued to seek opportunities to reduce the impacts that COVID-19 is having on the local tourism and culture sectors by providing over 170 local businesses and organizations in these sectors with stimulus grants totaling \$1.4M. 2021 also saw the completion of the Economic Development and Tourism strategy (2022-2026) which was presented to Council in Q1 2022. Furthermore, additional resources were invested into destination development and marketing initiatives designed to support Guelph’s economy while safely attracting visitors. The Tourism and Culture Rebuild and Museum and Culture planning strategy development and implementation will continue to be developed into 2022.	Green	Green	Green	



#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
7	Formalize the Workforce Development Partnership component of the City's Economic Development Strategy	Powering our Future	GM, Economic Development	DCAO, Infrastructure, Development and Enterprise Services	<p>The Economic Development division collaborated with the Workforce Planning Board directly on four workforce programs and initiatives in 2021 (7.1). Workforce development partnerships were formalized as part of the Grow Guelph Partnership in 2021 (7.3).</p> <p>The Workforce Development Partnership component of Prosperity 2020 will conclude with the start of the Economic Development and Tourism Strategy 2022-2026. The Economic Development and Tourism Strategy 2022-2026 outlines the actions and initiatives to enhance workforce development support for employers and stakeholders</p>	Green	Green	Green	
8	Develop and implement Climate Adaptation Plan	Sustaining our Future	GM, Environmental Services; GM, Operations	DCAO, Infrastructure, Development and Enterprise Services; DCAO, Public Services	The Project Charter was finalized and approved. The Charter includes scope, timelines and budget. There was also the establishment of project governance including the steering committee and project team. The Terms of Reference were developed and finalized. The project schedule was finalized and project kickoff is on track for Q1 2022.	Green	Green 2020 Status was Yellow 	Green 2020 Status was Red 	
9	Implement the ISO 50001 Corporate Energy Management System	Sustaining our Future	GM, Facilities and Energy Management	DCAO, Infrastructure, Development and Enterprise Services	<p>City of Guelph received a Natural Resources Canada grant funding of \$200,000 to implement a Corporate Energy Management System that meets the ISO 50001 standard.</p> <p>The gap analysis was updated to identify areas that require further development for the implementation.</p> <p>Several tasks were completed to bring the City of Guelph Corporate Energy Management System to comply with the ISO 50001 standard: Defined Energy Scope and Boundaries, Completed Energy Policy, Ongoing Energy Data Collection, Established Energy Performance Indicators and Energy Baselines, Defined Objectives and Targets, Developing Energy Management System Documentation, and Developing Training for the Corporation.</p>	Green	Green	Green	

#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
10	Continue to support the Community Energy Initiative (CEI)	Sustaining our Future	GM, Facilities and Energy Management	DCAO, Infrastructure, Development and Enterprise Services	<p>The Community GHG inventory was completed for years: 2018, 2019 and 2020.</p> <p>A process was established to annually track Community GHG inventory.</p> <p>Council reaffirmed City of Guelph commitment to the Cities Race to Zero Program. Through this program, 2030 interim climate change mitigation targets have been set to 63% reduction from the 2018 baseline by 2030 and are based on science-based targets that contribute to the global fair share.</p> <p>Numerous Corporate projects to reduce Cooperate emissions in support of reducing the Community GHG emissions were completed.</p>	<p>Yellow</p> <p>2020 Status was Red</p> <p>↑</p>	<p>Yellow</p> <p>2020 Status was Green</p> <p>↓</p>	<p>Yellow</p> <p>2020 Status was Green</p> <p>↓</p>	As per Council direction, staff will report back on the resources and possible funding strategies to meet new 'fair share' interim targets as determined by the climate target methodologies of the Cities Race to Zero, with an end target date of 2050 or sooner, for consideration prior to the 2023 budget.
11	Develop and implement a Sustainability City Master Plan	Sustaining our Future	GM, Planning and Building Services	DCAO, Infrastructure, Development and Enterprise Services	Upon further review and additional planning, the Sustainability City Master Plan will be initiated following the completion of the Climate Change Adaptation Plan to sequentially build on existing research and align recommendations. Upcoming Strategic Plan reporting will no longer include updates to this strategic initiative until it is initiated.	Red	Red	<p>Yellow</p> <p>2020 Status was Red</p> <p>↑</p>	
12	Establish Emerging Transportation Technologies Office (ETTO)	Navigating our Future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	Limited progress on developing the Terms of Reference. Resources for the ETTO were not approved in the multi-year budget.	<p>Yellow</p> <p>2020 status was Green</p> <p>↓</p>	<p>Red</p> <p>2020 Status was Green</p> <p>↓</p>	<p>Red</p> <p>2020 Status was Green</p> <p>↓</p>	Initiative not funded/resourced. Will request again through multiyear budget.
13	Continue to implement the electrification of the fleet and personal vehicles	Navigating our Future	GM, Operations	DCAO, Public Services	Tenders were issued and orders placed for four electric buses and four electric passenger cars, which are expected to arrive in 2022.	Green	Green	Green	
14	Continue to develop and implement the Transportation Master Plan	Navigating our Future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	Transportation Master Plan is finalized and was presented to Council Jan 24, 2022.	Green	Green	Green	

#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
15	Implement the Community Road Safety Strategy	Navigating our Future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	A number of initiatives and street-specific road safety implementations were completed in 2021. Staff apply the Community Road Safety Strategy (CRSS) to transportation engineering related service requests where applicable. Funding to continue implementing these has been approved. Speed limit reductions were approved and will roll out in 2022. Red light cameras and automated speed enforcement devices are installed and operational as of end of 2021 and plans are underway for installation of automated speed enforcement devices in 2023. Vision Zero is recommended in the Transportation Master Plan (2022) to further develop the CRSS initiative.	Green	Green	Green	
16a	Develop the Connectivity Index	Navigating our Future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	A draft program charter and terms of reference was developed for the Connectivity Index.	Yellow 2020 status was Green 	Red 2020 Status was Green 	Red 2020 Status was Green 	Staff resources were not approved in the multi-year budget. A future budget request will be made, aligned with this strategic priority and the Transportation Master Plan.
16b	Support regional transit connectivity	Navigating our Future	GM, Strategy, Innovation and Intergovernmental Services	CAO, City of Guelph	Advocacy work continues in an effort to bring together key agency partners to improve transportation connectivity and safety within city limits, while advocating for better regional connectivity with public transit and rail service.	Green	Green	Green	
17	Develop and implement HR Strategy	Working Together for our Future	GM, Human Resources	DCAO, Corporate Services	Staff have continued to realign the HR department to meet the evolving needs of the organization. Staff continue to work with union groups, through bargaining and other forums, to ensure we have the staff aligned to future needs.	Green	Green	Green	

#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
18	Implement the Service Simplified Strategy	Working Together for our Future	GM, City Clerk's Office	DCAO, Corporate Services	A contracted customer service and experience program manager began developing Guelph's Good Service Standards. Implementation and employee training is planned for 2022. City Council approved funding for a permanent full-time customer service and experience program manager to lead further implementation of Service Simplified Strategy. City Council has not funded the selection, purchase or implementation of customer relationship management platform (CRM) to support a central contact centre.	Green 2020 Status was Yellow 	Yellow	Yellow	Initial funding for permanent full-time staff to lead the implementation is approved. Further funding for selection, purchase and implementation of central contact centre and CRM are pending Council approval in the coming years. Service Simplified was initially approved 2018. Now based on Council approved funding, the City can restart the four-year the implementation schedule in 2022.
19	Creation of a Digital Services Team that leads the digitization of service delivery	Working Together for our Future	GM, Information Technology	DCAO, Corporate Services	With 2022 budget approval, the position of Program Manager, Customer Service has been funded and in the 2023 budget there is a request for a Customer Service Analyst. These two roles along with current web and digital team will continue to lead the change to a more digital delivery of service.	Yellow 2020 status was Green 	Yellow	Green 2020 Status was Yellow 	A Digital Service Team will begin documenting the current state of City services in 2022, then prioritize, plan, and implement projects to improve customer experiences over the coming years.
20	Implement the Long-Term Financial Planning Framework	Working Together for our Future	GM, Finance	DCAO, Corporate Services	Significant progress has been made on the Long-term Financial Planning Framework (LTFF) in 2021. Finance has completed a foundational document and agreed approach to developing a long term framework. Staff partnered with other departments to help understand the LTFF and have begun to integrate the LTFF with the multi year budget. Staff have also integrated the LTFF with the strategic planning group and business plans. The team has begun integration of the LTFF with the City's masterplan process.	Yellow 2020 status was Green 	Yellow	Green	

#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
21	Implement the Corporate Asset Management Plan	Building our Future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	There has been great progress on data refinement across asset types. Development of Core Asset Management Plans were approved by Council ahead of Regulatory timing requirements. Engineering is progressing into analysis of life cycle, levels of service, natural assets, etc. and completing annual updates to the asset portfolios.	Green 2020 Status was Yellow ↑	Green	Yellow	While the asset management plans have outlined sustainable annual funding targets for infrastructure renewal, there remains an unfunded portion which will continue to be addressed through Council approved funding strategies.
22a	Build key assets (South End Community Centre)	Building our Future	GM, Facilities and Energy Management	DCAO, Infrastructure, Development and Enterprise Services	For the South End Community Centre, 2021 was an eventful year behind the scenes. The Design was completed, and updated to include lessons learned from the COVID-19 pandemic in the final design. The City obtained both site plan and building permit approvals for this project. A contractor prequalification was completed for the general and major sub-trades, and finally at the end of 2021 a Tender for the construction contract was released.	Green	Green 2020 Status was Yellow ↑	Yellow 2020 Status was Green ↓	The COVID-19 pandemic has created a lot of volatility in the construction sector. While the City anticipated 2022 would offer some stability in this sector, the omicron variant caused further uncertainty that may affect the South End Community Centre budget. Once the tendered pricing is known, staff will review various options on how to proceed.
22b	Build key assets (Baker Street Development)	Building our Future	GM, Facilities and Energy Management	DCAO, Infrastructure, Development and Enterprise Services	For the Baker District Development in 2021, Council approval of the district's urban design master plan, along with approval for the underground parking garage were obtained. For the second half of 2021, the City has been working through the design of the library and public areas for the development along with the design of the Baker right of way.	Green	Green 2020 Status was Yellow ↑	Green	

#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
22c	Build key assets (Operations Hub)	Building our Future	GM, Facilities and Energy Management	DCAO, Infrastructure, Development and Enterprise Services	Council approved the business plan. There were extensive site investigations including: Archaeology, Cultural Heritage impact assessment, Multi-season environmental impact investigations with wetland and woodland delineations defined, Noise studies, Environmental site assessment, Traffic impact assessment. The team commenced development of campus site plan concepts. The team also completed design and procurement and commenced construction of pilot electric bus chargers and procured 4 pilot electric buses.	Green	Green	Green	
23	Implement the City of Guelph's Affordable Housing Strategy (2017)	Building our Future	GM, Planning and Building Services	DCAO, Infrastructure, Development and Enterprise Services	<p>Funding is included annually in the City's operating budget to the Affordable Housing Reserve. Within the Strategy, the Affordable Housing Financial Incentive Framework was developed to support the creation of affordable housing with a focus on new and permanent rental housing. 2021 saw the partnership with the County of Wellington Housing Services to award funding under the intent of the financial incentive framework. Funding was awarded to two permanent supportive housing projects through a request for proposals.</p> <p>Further monitoring of the strategy includes the 2020 results which includes 50% affordable home ownership units (exceeding the 25% target), no additional primary affordable units and 15% secondary rental units (exceeding the 4% target).</p>	Green 2020 Status was Red 	Green 2020 Status was Red 	Yellow	It is unclear if this reserve funding will incentivize enough to meet targets. There is need in the community to support affordable and social housing (ending homelessness through housing). There are more requests from proponents for financial support than the is currently included in the operating budget and reserve. Advocacy work will continue as other levels of government also have a role to play in funding affordable and social housing.
24	Enhance Guelph's collaborative relationship with the County	Building our Future	GM, Strategy, Innovation and Intergovernmental Services	CAO, City of Guelph	Paramedic Services provide regular updates to the County Social Services Committee to inform and engage County Councilors on this service being provided by the City. The City of Guelph CEMC is working closely with the County CEMC to ensure alignment. The City has strengthened communication to collectively address pop-up tent cities. There have been increased meetings to share information. The City and the County also forged a new relationship to evaluate requests for proposals received as part of the affordable housing reserve applications to better align collective priorities and outcomes.	Green	Green	Green	

#	Strategic Initiative	Strategic Priority Area	Owner	DCAO/CAO	2021 Progress	Scope status	Schedule status	Budget status	Return to Green Plan(s)
25	Develop a Community Safety and Well-Being Plan	Building our Future	GM, Strategy, Innovation and Intergovernmental Services	CAO, City of Guelph	<p>The Community Safety and Well-Being Plan was drafted and presented as part of the Strategic Plan Progress Report in 2021, to meet the July 1, 2021 requirement from the Ministry of the Solicitor General.</p> <p>Working with community partners and local organizations work continues to identify actions, advocacy opportunities and opportunities to further these priorities. The Community Safety and Well-Being Plan is strongly related to Guelph's Community Plan and we continue to identify opportunities to bring these discussions and actions together rather than working in separate streams.</p>	Green	Green	Green	
26	Complete the Community Plan Refresh, Coalition of Inclusive Municipalities Action Plan to ensure that the City delivers equity in service delivery and policy	Building our Future	GM, Strategy, Innovation and Intergovernmental Services	CAO, City of Guelph	<p>In 2021, there were a number of community conversations and public engagement which contributed to the Community Plan refresh (adding name of new section) which was shared with Council and updated on the Community Plan website in February 2022.</p> <p>A measurement framework for the Community Plan was developed in 2021 and work to collect the data and report findings is ongoing.</p> <p>A Senior Advisor, Equity, Anti-Racism and Indigenous Initiatives was hired in August 2021 and is focused on Guelph's commitment to the Coalition of Municipalities and the associated development of an Action Plan, as well as supporting internal work to identify and address issues of equity and systemic racism.</p> <p>An Intergovernmental Advisor, specializing in Indigenous Relations joined the City of Guelph in January 2022 and is focused on continuing to build relationships with First Nation and Métis governments.</p>	Green	Green	Green	

Strategic Plan- Key Performance Indicators

#	KPI Name	Strategic Priority Area	Owner	DCAO/CAO	2020 Results	2021 Results	2020 Target	Evaluation Against Target	Notes
1	Improvement in response time for Fire Services	Building our Future	Chief of Guelph Fire Services	DCAO, Public Services	61.5% of call responses met the target (4,285 of 6,971).	2021: 61.7% of call responses met the target.	Four minute travel time from call received to first unit arrival on site.	Met Target	This represents a 0.2% improvement (more incidents arrived at in less than 4 minutes travel time) over 2020. 4315 calls for service took for minutes or less to travel to the incident. Travel time is a component of the total response time - the amount of time from the caller asking for help to the help arriving at the incident scene. With 6 minutes 30 seconds as an NFPA standard, 68.2 percent of all our incidents meet or exceed (quicker response time than 6 minutes 30 seconds), showing a net improvement over 2020. 5825 calls for service met or exceeded (less than 6 minutes 30 seconds) the target times.
2	Improvement in response time for Paramedic Service based on the Canadian Triage and Acuity Scale (CTAS)	Building our Future	Chief of Guelph-Wellington Paramedic Service	DCAO, Public Services	CTAS 1; 8 minutes; 68% compliance CTAS 2; 10 minutes; 73% compliance	CTAS 1; 8 minutes; 64.6% compliance CTAS 2; 10 minutes; 75.9% compliance	CTAS 1; 8 minutes; 68% compliance CTAS 2; 10 minutes; 75% compliance	Did Not Meet Target	Paramedic Service responses to the most significantly ill and injured patients worsened in 2021. This is thought to be related to higher call volumes, less ambulances available when emergencies occur or when offload delays occur at the hospital, and more time on tasks related to COVID. Response times to patients with urgent issues has improved slightly and these patients (CTAS 2) represent a larger part of the overall call volume.
3	Improvement in response time for Police Service	Building our Future	Not applicable	Chief of Guelph Police Service	Median Response times for Priority 1 calls: 6 minutes 25 seconds	Median response time for Priority 1 calls: 6 minutes and 3 seconds.	Maintain current levels	Met Target	
4	Per cent citizens expressing a sense of belonging to Guelph	Building our Future	GM, Strategy, Innovation and Intergovernmental Services	CAO, City of Guelph	2019: 86% 2017: 88%	Results are not available for 2021 at this time. City of Guelph Satisfaction Survey will be conducted in Q2 2022.	Maintain 85% and above	Not Available at the Time of Publishing	The City of Guelph Satisfaction Survey is scheduled to be conducted in Q2 2022.
5	Per cent of affordable residential units (ownership and rental)	Building our Future	GM, Planning and Building Services	DCAO, Infrastructure, Development and Enterprise Services	Ownership: 50% affordable units; exceeds 2020 target of 25%. Rental (Primary Units): 0 affordable units; does not meet 2020 target of 1%. Rental (Secondary Units): 14% affordable units; exceeds 2020 target of 4%.	Results are not available for 2021 at this time. Data will be available in Q2 2022.	2021 targets Ownership: 25% affordable units; Rental (Primary Units): 1 % affordable units; Rental (Secondary Units): 4% affordable units.	Not Available at the Time of Publishing	This data is provided on an annual basis to Council in approximately Q2. The annual Guelph Growth Management and Affordable Housing Monitoring Report is published as an information report annually and is also posted to the Affordable Housing Webpage. The City's Official Plan recognizes the importance of housing, including affordable housing, in meeting the needs of the City's existing and future residents. Policies in the Official Plan direct the City to monitor affordable housing developments and set new affordable housing benchmark prices for ownership and rental housing for the upcoming year.
6	Per cent of current assets that provide satisfactory levels of service	Building our Future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	68% of assets provide satisfactory levels of service.	Results are not available for 2021 at this time. Data will be available in the 2024 Asset Management Plan Update.	Increase	Measure Under Review	The City of Guelph has an infrastructure Asset Base with a 2020 calculated replacement value of approximately \$4.39B. Of the asset portfolio, approximately \$1.4 billion (32%) have below 40 per cent remaining life, meaning these assets will likely be due for replacement within the next 10-20 years. This KPI helps track and measure progress towards reducing the percentage of assets that have less than 40 per cent remaining service life.

#	KPI Name	Strategic Priority Area	Owner	DCAO/CAO	2020 Results	2021 Results	2020 Target	Evaluation Against Target	Notes
7	Per cent of residents who perceive themselves to be safe in the city	Building our Future	Not Applicable	Chief of Guelph Police Service	2018 survey results Walking alone in your neighbourhood: 98.2% Walking alone in your neighbourhood during the day: 99.2% Walking alone in your neighbourhood after dark: 88.4% In your home after dark: 97.7%	Results are not available for 2021 at this time. New data will be collected in 2023 as part of the Guelph Police Service community survey.	Maintain current levels	Not Available at the Time of Publishing	Survey results for 2021 are not available at the time of this report.
8	% reduction in collision severity	Navigating our future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	2015 to 2019: 1.4% of total collisions resulted in a major injury or fatal outcome	1.4%	Decrease	Did Not Meet Target	The analysis presented includes severe or fatal collisions that occurred on municipal roads (city streets and expressways) within the city limits. There were a total of 10,639 collisions in the City of Guelph. Reported collisions on private property are not included in this report. For the 5 year period (2016-2020), the percentage of collisions on Guelph municipal roads that resulted in a severe or fatal injury outcome was 1.4%. The City has commenced implementation of the Community Road Safety Strategy and will be initiating our Vision Zero approach to improving road safety moving forward. It is expected that as these strategies are implemented, we will begin to see an improvement to this KPI.
9	Connectivity Index	Navigating our future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	No data	Results are not available for 2021 at this time. Data will be available to report in 2024.	Planning year	Measure Under Review	The Connectivity Index (CI) will be difficult to measure, monitor, and report against until the emerging transportation technology office is established and until staff have had time to meaningfully implement the Transportation Master Plan. Expect to report on CI beginning in 2024.
10	Per cent change in non-auto mode share	Navigating our future	GM, Engineering and Transportation Services	DCAO, Infrastructure, Development and Enterprise Services	2018: 18%	Results are not available for 2021 at this time. Data sourced from external survey and not available again until 2023.	Increase	Measure Under Review	The Transportation Master Plan, once approved by council, will set new non-auto mode share targets for the City to measure against. Data for this KPI are not available in 2021 because the data set is sourced from provincial Transportation Tomorrow Survey (TTS).
11	Per cent conversion of existing municipal fleet to clean and efficient technology	Navigating our future	GM, Operations	DCAO, Public Services	3.2%	3.2%	Increase	Did Not Meet Target	The availability of electric drive vehicles in the models we require for City Operations continues to be very limited, and the allocation of new vehicles for the Canadian market is restricted mostly to Quebec and British Columbia where the provincial governments offer financial incentives to purchasers. While the progress on this KPI did not advance in 2021, staff worked throughout the year to plan and prepare tenders for the purchase of four electric buses and four electric passenger cars which are now anticipated to arrive in 2022 and will further advance the progress of this KPI. The electric bus pilot at Guelph Transit will indicate if we should continue to order new electric buses beyond 2022.
12	Number of new circular businesses and collaborations	Powering our future	Executive Director, Smart Cities	CAO, City of Guelph	17	164	Increase; 50 new businesses and collaborations by 2025	Met Target	In 2021, 164 businesses participated in a range of business programs including Seeding Our Food Future, R-Purpose, R-Purpose MICRO and COIL aimed at supporting innovation and resilience. This considerable increase from 2020 is the result of many of the programs initiated in 2020, coming to completion in 2021. It demonstrates the broad reach that business supports, challenges and funding had in our region.

#	KPI Name	Strategic Priority Area	Owner	DCAO/CAO	2020 Results	2021 Results	2020 Target	Evaluation Against Target	Notes
13	Per cent of businesses reporting Guelph as a good place to do business	Powering our future	GM, Economic Development	DCAO, Infrastructure, Development and Enterprise Services	2014: 83% (n=52) 2016: 82% (n=39)	75% (n=438)	Increase	Did not meet Target	The survey was conducted in partnership with the Guelph Chamber of Commerce and yielded a sample size of n=438. The responses reflect broad industry sector representation and business sizes. Although 76.6 per cent of Guelph companies agreed or strongly agreed with the statement "Guelph is a good place to do business", it is worthy to note that only 6.8 per cent of respondents disagreed or strongly disagreed. The remaining 16.6 per cent of the respondents were neutral. A contributing factor to a neutral rating may be attributed to adverse effects of COVID-19 closures throughout 2020 and 2021.
14	Per cent increase in renewable energy resources to achieve corporate 100% renewable energy target (100RE)	Sustaining our future	GM, Facilities and Energy Management	DCAO, Infrastructure, Development and Enterprise Services	2019: 24.4%	2020: 25.5% Data for 2021 will not be available until mid-year 2022.	Increase; 100% RE by 2050	Met Target	Results have improved by 8.5% since the development of this target in 2018.
15	Per cent reduction in greenhouse gas emissions to achieve Community Net-Zero carbon target	Sustaining our future	GM, Facilities and Energy Management	DCAO, Infrastructure, Development and Enterprise Services	No data	2020: 894,309 tonnes of CO2 equivalent. 2021 data will not be available until Q2 2022.	Reduce	Not Available at the Time of Publishing	Results have improved by 16.6% since the development of this target in 2018; The community greenhouse gas emissions inventory covers emissions taking place within the City boundary and emissions from use of grid-supplied energy and is guided by the Global Protocol for Community-scale Greenhouse Gas Emission Inventories standard.
16	Per cent reduction of climate risk exposure for the City's built and natural assets	Sustaining our future	GM, Environmental Services	DCAO, Infrastructure, Development and Enterprise Services	No data	Results are not available for 2021 at this time. Data will not be available until 2024 following the completion of the Climate Change Adaptation Plan.	Planning year	Measure Under Review	The CCAP is still in the planning stage of the project. The City has an inventory of Natural Assets and a plan in place to complete the updating of the inventory and condition assessment of Built Assets. The scope of the CCAP is to deliver recommendations on CCAP actions which will then outline the KPI target for climate change risk. Following the CCAP completion, a full year of implementation will be required to yield results for this KPI.
17	City's Credit rating	Working together for our future	GM, Finance	DCAO, Corporate Services	AA+	AA+	Maintain A++	Met Target	City of Guelph undertakes this process of getting our credit ratings from Standard & Poor (S&P) during August of every year. S&P is an independent company that looks at corporations around the world and analyses their capacity to meet financial obligations. According to S&P, the City of Guelph's AA+ rating signifies its ability to meet its financial commitments is between very strong and extremely strong. From 2015 to 2021 City of Guelph maintained AA+ stable outlook
18	Employee Engagement Index	Working together for our future	GM, Human Resources	DCAO, Corporate Services	2019: 41.5% engaged	2020: 59.4% engaged A pulse survey will be launched in Q3 2022.	Maintain 59%; or be higher than the public service benchmark.	Not Available at the Time of Publishing	Almost every department experienced an increase in employee engagement. 7 of 8 engagement drivers increased including Departmental Relationships (increased by 25 per cent), Manager Relationships (increased by 22 per cent) and Senior Management Relationships (increased by 15 per cent). 89 per cent of employees agreed/strongly agreed that they are very proud of the work they do, up 5 per cent from the 2019 survey results.
19	Per cent increase in citizen satisfaction	Working together for our future	GM, Strategy, Innovation and Intergovernmental Services	CAO, City of Guelph	2019: 89% 2017: 87%	Results are not available for 2021 at this time. City of Guelph Satisfaction Survey will be conducted in 2022.	Maintain 85% and above	Not Available at the Time of Publishing	The City of Guelph Satisfaction Survey is scheduled to be conducted in Q2 2022.

#	KPI Name	Strategic Priority Area	Owner	DCAO/CAO	2020 Results	2021 Results	2020 Target	Evaluation Against Target	Notes
20	Per cent of digital transactions	Working together for our future	GM, City Clerk's Office	DCAO, Corporate Services	No data	<p>Results are not available for 2021 at this time.</p> <p>This KPI is being reviewed to reflect customer satisfaction and performance reporting.</p>	Planning year	Measure Under Review	In 2022, building on information reported in KPMG Service Rationalization and Digitization reports, the City will develop a customer service inventory and customer satisfaction measurement framework. As more City services are digitized over the coming years, this KPI will be updated to reflect customer satisfaction, and performance reporting will focus on service experiences and outcomes through all service channels.
21	Total tax and rate impact as a percentage of household income	Working together for our future	GM, Finance	DCAO, Corporate Services	5.1%	5.1%	Maintain	Met Target	<p>City of Guelph participates in an annual municipal study by BMA Management Consulting (BMA), which provides for municipal comparisons of various financial, socio economic and affordability indicators</p> <p>BMA computes 'Total taxes and Water and Wastewater costs (Total Tax and Rate) as a percentage of household income' as part of this study. This metrics tells what percentage of household income goes to fund municipal services on a typical household.</p> <p>The approach used by BMA to calculate taxes as a percentage of income was to compare the average income in a municipality from the year's Manifold Data Mining report (BMA's source) against the tax burden on a typical home in the municipality using weighted median dwelling values and applying the year's residential tax rates for each Municipality. Water and Wastewater costs on a typical residential property are computed assuming an average annual consumption of 200 cubic meters.</p> <p>Historical data for this KPI: 2016-4.8%, 2017-5%, 2018-5%, 2019-5%, 2020-5.1%</p>

Staff Report



To	Committee of the Whole
Service Area	Corporate Services
Date	Monday, April 4, 2022
Subject	Inflationary Financial Impact Strategy

Recommendation

That staff be given the authority, until the approval of the 2024 capital budget, to address capital project inflationary price increases through the prioritization of capital projects, within the current approved capital expenditure budgets, in accordance with the methodology as described in Report 2022-118 Inflationary Financial Impact Strategy.

Executive Summary

Purpose of Report

- To explain the inflationary trends being experienced and how history can provide insight for the future.
- To describe how the City is managing inflationary impacts in both the capital and operating budgets.
- To seek approval for a temporary solution for capital project procurement awards until the approval of the 2024 Multi-year Budget (MYB).
- To provide information about the South End Community Centre (SECC) tender results and how staff will proceed.

Key Findings

- The municipal sector is experiencing significant pricing challenges related to inflation on the acquisition of goods and services, both in the operating and capital budgets. While it is possible that certain commodity prices may decline after this high inflationary period, history indicates that overall inflation will not decline, but level off in terms of escalation. Pricing spikes will likely continue to fluctuate in the short term as world events continue to impact supply chains and access to resources.
- This pricing and inflationary trend is emerging in 2022 as a concern as the magnitude in some cases, is more than what staff could have reasonably planned for during the 2022 budget. In 2021, only four out of 137 tenders/RFPs were cancelled due to budget shortage, and so far in 2022, two out of 24 have faced this issue. The trend is starting to escalate, but it's not being felt consistently across all projects.
- Applying this knowledge to City service delivery and capital project execution, having the greatest amount of flexibility to respond to these changes is needed to minimize the impact to the total budget.

- Data suggests that after periods of high inflation, while some specific prices may decline back to a historical average, overall, there is no pricing deflation. This means that deferring and delaying projects will not make projects less expensive unless there is a specific pricing issue that can be attributed to a specific commodity, like steel or oil for example.
- Within the Operating Budget, staff have the ability to manage service delivery on a whole-city perspective, managing pressures in one department with the positive outcomes in another. Over the past number of years, reserve strategies have been implemented specifically to address commodity volatility and there is funding set aside to help the City manage through this uncertainty. Some prioritization/service level intervention may need to occur as pressures of revenue loss from COVID continue to persist and no additional government funding has been currently announced.
- The Capital Budget presents a different challenge because the nature of projects are specific to an outcome, and they have unique funding sources based on these outcomes. With the knowledge now that inflation is being experienced at a level higher than the City budgeted in some projects, there is a need to acknowledge that there will be fewer outcomes delivered with the same amount of approved capital budget.
- Staff are recommending taking a portfolio approach to the current approved capital budget, enabling flexibility for staff to respond to the changing market conditions, and to prioritize projects within the total budget already approved. Prioritization would occur within the methodology as described in this report, taking an enterprise risk mitigation lens. If stopping a project creates more risk, financially or otherwise, good decision-making needs to prevail.
- Without a portfolio strategy, staff are concerned with the stalling of capital execution/procurement over the next two years, which would have a negative impact on both City infrastructure and readying for growth, but also on the broader local economy as the capital plan is a significant contributor to local post-COVID stimulus.
- Staff are committed to continuing municipal business and stimulating the local economy through maintaining the critical infrastructure that the community relies on every day. The majority of the City Capital Budget is critical asset management driven projects, followed by needed growth-related infrastructure to handle increasing populations.

Financial Implications

- Costs are increasing beyond revenue available in some, but not all cases, and the City needs to continue to deliver services and maintain infrastructure in this uncertain environment. Staff are committed to working within the financial means available and to completing the highest priority work with those funds.
- The City's progressive reserve strategies, and multi-year budget means the City is in good financial condition to continue to manage through the uncertainty that has been felt since early 2020.
- The current environment of commodity pricing spikes, staffing capacity constraints in an increasingly competitive market, and the readiness of projects to start procurement creates a complicated matrix of timing decisions that change with each day.
- To continue to progress forward, staff need to work within current approved budgets, redeploying unspent capital to the highest priority projects and

initiatives. The 2024 MYB will need to rebalance and reschedule projects within the revenue strategies currently in place and/or increasing tax and rate revenues consistent with inflation.

- At a high level, this strategy will mean a number of planned projects will be deferred, further extending the year that the City will be able to reach its Asset Management goal of eliminating the infrastructure backlog. This may also mean growth-related projects are not able to be moved forward at the same pace, and therefore may impact growth timing in the City.
- In practice, this strategy will mean that the capital expenditure budget will be maintained at the overall current approved amount, but the revenue sources that fund that budget may look considerably different from current approved. This will be monitored very closely and reported to Council quarterly to ensure all movement is fiscally sustainable.
- All projects that are identified to be deferred because of this prioritization process would be reported and re-budgeted as part of the 2024 MYB presentation. This timing will also allow for incorporating project changes to the capital plan resulting from the on-going Official Plan, Secondary Plan, and Master Planning processes expected to be completed in 2022-2023.

Report

Inflationary Trends

Due to the impacts of COVID on the production of materials and goods, the movement of materials and goods, and the availability of human resources in certain industries, the costs of most goods and services have escalated significantly over the past three to six months. While the City did budget for inflation, in some cases, the impacts are more than what could have been predicted. These trends are impacting the City's approved budget from both an operating and capital perspective, however, it is more prominent in the capital program because of the dependency on services, materials and equipment provided by third parties.

These pricing increases began to show in mid-2021 through the City's procurement processes, however, budgets were sufficient except for specific cases that were not considered a trend. Staff were expecting this because of the supply chain and resource availability issues occurring as a result of COVID. Where possible during the 2022-2023 Budget, inflationary contingencies were included, however, this did not address budgets approved prior to 2022 and in some cases, contingencies are being proven too low. Through the end of 2021 and into 2022, prices have continued to increase. For the capital program, the Non-residential Construction Price Index (NRCPI) is the most relevant indicator of cost change and for 2021 the increase was 15.25 percent.¹ For comparison, the Consumer Price Index (CPI) which is a more general indicator of costs for household related costs was 4.70 percent.²

Some of the increased cost was expected to be temporary, such as soft-wood lumber, which had come down from its peak, but is currently seeing another price

¹ Source Statistics Canada. [Table 18-10-0135-01 Building construction price indexes, by type of building](#)

² Source Statistics Canada. [Table 18-10-0004-01 Consumer Price Index, monthly, not seasonally adjusted](#)

escalation since November 2021 and is 87 percent above pre-pandemic prices as of February 2022. Figure 1 shows the cost trends of the key inputs into the City’s capital program, specifically ferrous metals (steel) which is 50 percent above pre-pandemic levels³. Other cost increases weren’t as rapid and are seen to be less elastic, with limited expectation for them to decrease. All prices are relative to January 2019.

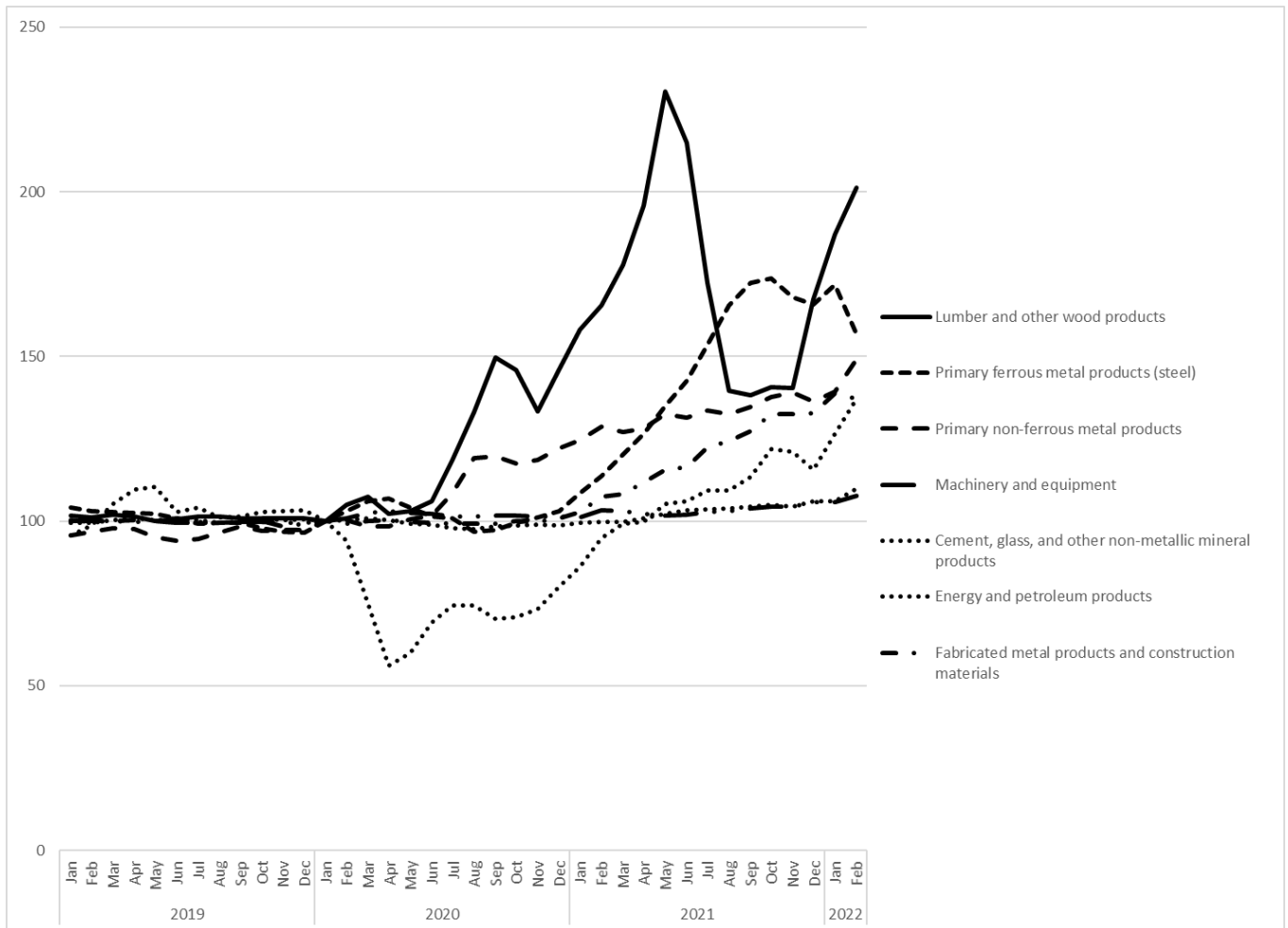


Figure 1 Industrial Product Price Index January 2019 to February 2022

What is important to note about this index is that it is a lagging data set, and staff don’t have access to this in real time. At the time of procurement process start, staff may see pricing leveling off (for example lumber), and then market conditions change and impacts are quite different than expected. Figure 2 and Figure 3 provide the annual and average NRCPI and CPI for the period from 1981 to 2021, respectively.

³ Source Statistics Canada. [Table 18-10-0265-01 Industrial product price index, by major product group, monthly](#)

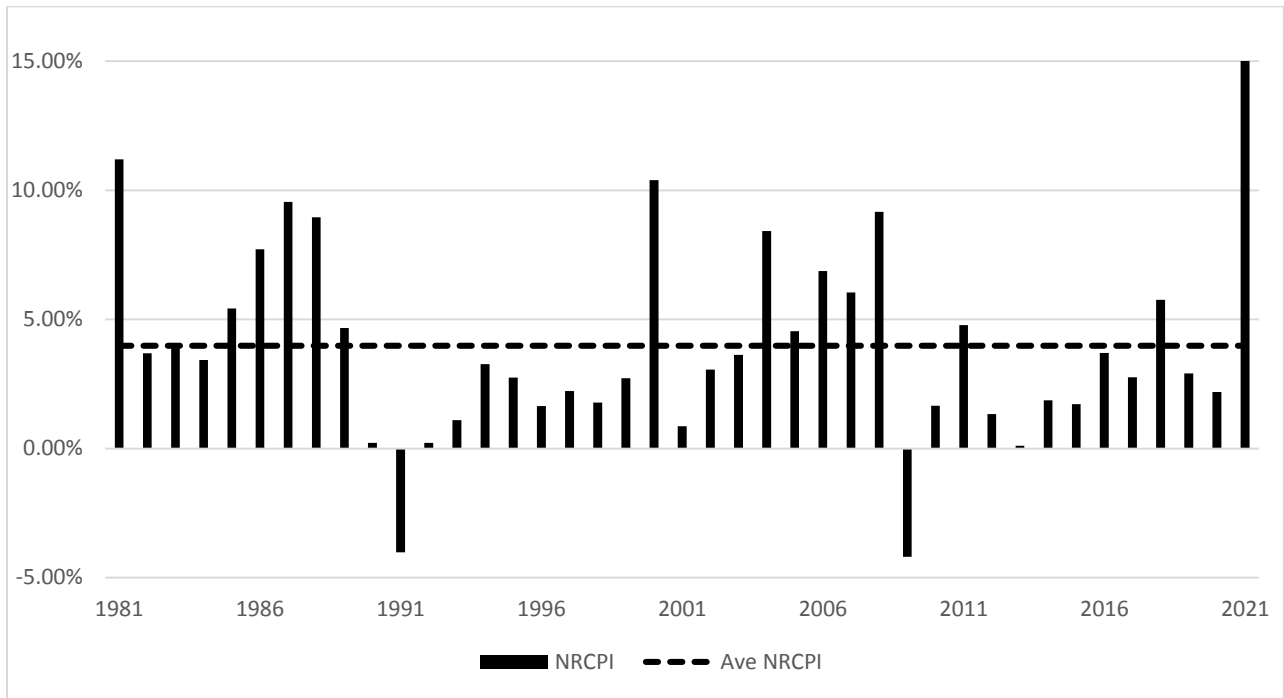


Figure 2 Non-Residential Construction Price Index 1981 to 2021

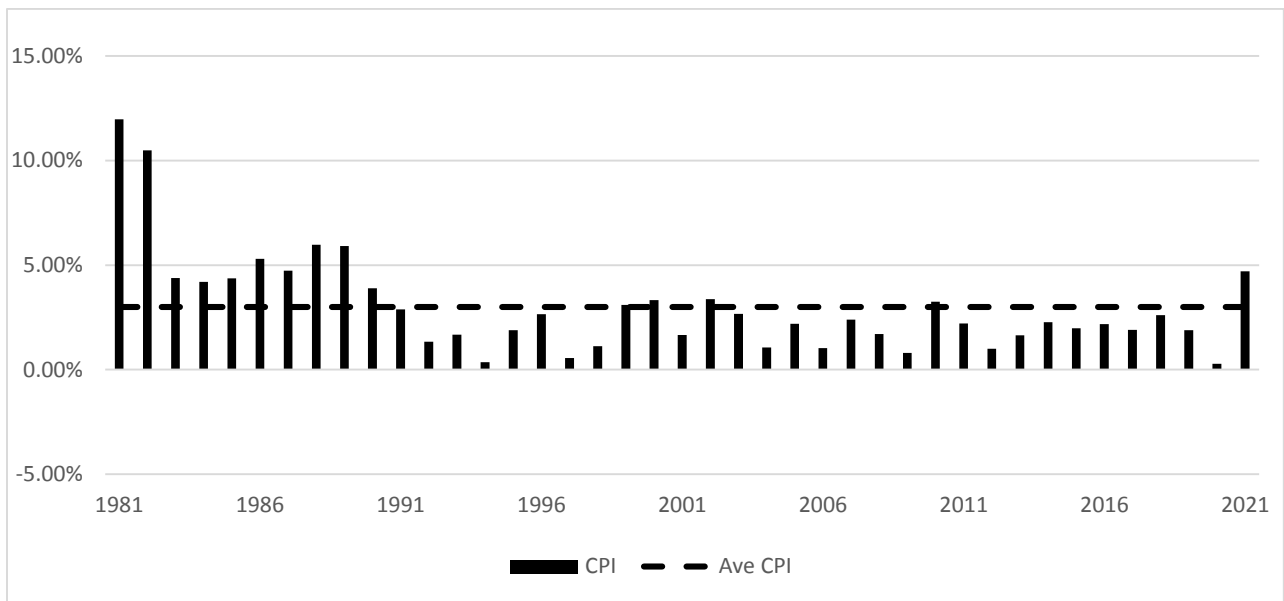


Figure 3 Consumer Price Index 1981 to 2021

Over this period of time, the average NRCPI has been 3.98 percent (Figure 2 – dashed line), there have been a number of periods of higher-than-average inflation within the construction industry, with only two instances of deflation. From a CPI perspective, there have not been any instances of deflation. While it is possible that prices may decline after this high inflationary period, history indicates that it is not likely they will return to pre-pandemic levels and would be short lived as the overall trend will still be upwards. This means that prices would have to decline drastically and/or the City would have to be in a position to tender quickly, before prices would return to a typically upward trajectory. From an operational perspective, delaying

and deferring projects therefore will not make them cost less, as inflation will not decline over time.

On March 2, 2022, the Bank of Canada (BoC) began raising interest rates as part of their monetary policy, due to strengthening economic performance as the impacts of COVID subside and to address continued pervasive inflation being experienced as well as uncertainty surrounding the situation in Ukraine. As per the BoC announcement:

“The policy rate is the Bank’s primary monetary policy instrument. As the economy continues to expand and inflation pressures remain elevated, the Governing Council expects interest rates will need to rise further. The Governing Council will also be considering when to end the reinvestment phase and allow its holdings of Government of Canada bonds to begin to shrink. The resulting quantitative tightening (QT) would complement increases in the policy interest rate. The timing and pace of further increases in the policy rate, and the start of QT, will be guided by the Bank’s ongoing assessment of the economy and its commitment to achieving the two per cent inflation target.”⁴

This information taken together demonstrates both the magnitude of the impact, as well as the continued uncertainty about the future pricing impacts related to delivering services and programs. Within this evolving and uncertain environment, the City must continue to deliver services and must continue to maintain its infrastructure and build for a growing community. All City expenditures are being impacted by increased costs in the various goods and services required to carry out work.

Current State Assessment

Operating Budget

Within the operating budget, the City takes a whole-city perspective when reporting surplus and deficit positions, explaining risks and pressures in one department that are offset with benefits being experienced in other areas. This enables the most prudent and fiscally responsible approach to service delivery in a constantly changing and growing City. One favourable element for the operating budget is that the City has a number of multi-year contracts with fixed pricing like collective bargaining agreements and IT licensing. These arrangements will mitigate immediate impacts on some expense drivers, deferring impacts over many years and in alignment with the MYB strategy. This being said, in the years of contract renegotiation, inflationary impacts can feel exaggerated, hitting all in one year. Other expenditure lines like fuel are more vulnerable to market pricing swings, and staff have put in place effective reserve strategies specifically for these situations.

Generally, operating budget impacts can be addressed by managing activities and shifting priorities within the City’s overall budget, similar to the approach that has been taken through COVID for the past two years. Staff have demonstrated that having the flexibility to manage within a budget envelope with frequent Council reporting has been successful from both a governance and fiscal perspective. The City’s progressive reserve policies enable the City to manage impacts appropriately over time, with the understanding that tax and rate increases at some point will

⁴ <https://www.bankofcanada.ca/2022/03/fad-press-release-2022-03-02/>

need to respond to inflation, or the city need will need to adjust service delivery (i.e., deliver less service) for the same price.

Quarterly reporting is in place to monitor trends and disclose operating successes and concerns to Council, including mitigation strategies where appropriate.

Capital Budget

For the capital program, taking a whole-city approach is more difficult, as it is standard operating practice that each individual project must have in place sufficient budget to cover all planned expenditures prior to awarding of contracts through the City's procurement process. This practice protects against urgent changes or wasted procurement timelines due to insufficient budget and requires project managers to perform appropriate, proactive due diligence in project planning prior to starting the procurement process. In practice, this can mean that approved budget from one project can be reallocated to another project within a set of parameters and management approvals within the City. These reallocations are reported to Council quarterly for full transparency and accountability. In some cases, when they are significant, Council approval is also required.

Reallocating budget between approved projects is complex because projects are each uniquely funded based on type of expenditure and service supported. This approach works when the number of projects requiring reallocations are limited to a few minor instances each year, however, on the scale and breadth of inflationary reallocations that are projected to be encountered over the next 18-24 months, aligning funding sources on a project-to-project basis may not be possible and will likely slow the procurement process to the point where a limited amount of work would be approved and actioned. Further, as pricing is escalating beyond what can proactively be estimated, identifying budget to reallocate after the procurement process cannot be done within the needed timelines, further exacerbating the pricing issue, and increasing costs either through redoing the procurement process or accommodating surcharges in pricing. Staff do not have authority to change budget in this magnitude without seeking Council approval, and again, projecting out the volume of budget shortages expected, it is not practical for every tender award to come to Council for approval individually.

A slowed capital program is not in the best interest of the City, nor the community at large. Staff have demonstrated that project costs will not get cheaper by delaying given the historical trends of inflation, and the City's capital program was a means to stimulating the local economy as everyone rebounds from the COVID-19 pandemic. Slowing the capital program significantly will also impact the timing of housing/growth development and increase the risk that City assets will not be maintained in a condition that can deliver service to the community. As the City is already facing a large infrastructure backlog, with 32 percent of assets being rated in less than "fair" condition, delays in completing this work only adds to the problem.

A whole-city approach needs to be implemented to address this concern and ensure the capital program can continue to advance in 2022 and 2023.

Current approved capital budget

The City currently has \$576.9 million of capital budget approved, which includes projects carried over from 2021 and the amounts approved as part of the 2022 budget. In addition to this, Council has approved \$143.7 million of capital projects

for 2023. Of this total \$720.6 million, \$87.8 million is currently committed through open purchase orders, leaving \$632.8 million either in the procurement process or not yet started for varying reasons. This uncommitted budget is funded primarily from reserve funds of \$553.0 million, as well as grants of \$19.0 million, sale of assets of \$13.9 million and debt of \$46.9 million. Staff are currently in the process of issuing \$65.9 million of debt in addition to the \$49.1 million issued in 2021 as [approved by Council](#) in April 2021. By the end of 2023, including contingencies and uncommitted funding, the City's capital reserve funds will have an estimated balance of \$639.8 million available to be deployed, much of this earmarked within approved, but not yet started, capital projects.

This capital budget trending was shared with Council through the [Capital Program Resourcing Strategy \(CPRS\)](#), showing that over the past five years, the City has had an average capital spending of \$90 million per year, excluding the impacts of COVID, resulting in this growing uncommitted capital budget. With the staffing resource plan now in place to grow project execution over the next five years and reduce this backlog, this spending will start increasing year over year, but in the transition period, the uncommitted approved budget envelope provides the City flexibility to prioritize projects as a way to address the current inflationary pressures. The City is currently in year one of five in terms of the CPRS implementation, which provides the utmost flexibility for this strategy to also respond to the impacts of inflation through future budgets in terms of timing and capacity.

Staff recommend that the most appropriate way to handle the rising inflationary pressures within the capital budget, without stalling capital execution/procurement to a halt through the next two years, is to deploy the current approved budget to the highest priority capital projects being tendered/procured until the next MYB. In doing so, however, a number of planned projects will be deferred, further extending the year that the City will be able to reach its Asset Management goal of eliminating the infrastructure backlog. This may also mean growth-related projects are not able to be moved forward at the same pace, and therefore may impact growth timing in the City. Staff are determined to continue delivering projects that are needed to maintain and grow the City's infrastructure to deliver expected service levels within appropriate fiscal controls.

Prioritizing the Capital Budget

Staff are proposing that Council provide authority to Staff to manage the capital program holistically, taking a whole-city portfolio approach to award construction contracts through 2022 and 2023. This authority would facilitate contract award, within certain priority parameters (as described in the following section), understanding that by year's end, other projects will be identified and deferred to accommodate the over-budget amount committed.

This would enable staff to manage all inflationary-related capital budget increases within the overall capital funding envelope that Council has approved to the end of 2023 in a systematic and strategic approach. In some cases, budgets will be increased if additional revenues like development charges or grant funding can be applied, and other project budgets will then be reduced to accommodate this. This will mean that while the total capital expenditure budget will be maintained at the current approved total, the revenue sources that fund that budget may be different. Staff may need to shift forward the use of additional development charges or grant

funding earmarked for future projects for example or pause the use of City Building funding while increasing Infrastructure Renewal funding. This will be monitored very closely and reported to Council quarterly to ensure all movement is fiscally sustainable.

Each project would be evaluated and approved based on review by designated staff, with full, transparent Council reporting of progress being provided through quarterly budget monitoring reports, and the 2023 Budget Confirmation. Generally speaking, the prioritization will take an enterprise risk management lens with the highest priority projects addressing the largest risks, financially or otherwise, for the City.

All projects that are identified to be deferred because of this prioritization process would be reported quarterly through the budget monitoring process and re-budgeted as part of the 2024 MYB presentation. This timing will also incorporate project changes to the capital plan resulting from the on-going Official Plan, Secondary Plan, and Master Planning processes expected to be completed in 2022-2023.

Staff believe that this proposed solution finds the appropriate balance between Council governance of financial matters, while enabling operational execution of the City's service needs. Further, it means that the City can continue to rely on capital spending to stimulate the local rebounding economy as the COVID restrictions ease.

Prioritization methodology

The cross-functional staff Capital Planning Steering Committee is a group of senior staff representatives that review capital-related policies, activities, and progress through the year. This has proven to be an important body that can respond to emerging concerns, share information about capital project management and execution, and put in place corporate actions to address negative trends. This group would be assigned the task of prioritizing and approving capital projects with acceptable inflationary budget overages. This group will also be accountable to the Executive Team and to Council to identify the appropriate projects to defer to accommodate the inflationary pressures.

The preliminary prioritization evaluation criteria to be used by the committee is focused on enterprise risk mitigation and will include:

- Infrastructure Renewal projects which address current deficiencies or risks, or to meet regulatory requirements
- Projects which leverage time-limited grant funding
- Projects tied to agreements or impacts with other partners or stakeholders
- Growth-related projects which provide necessary infrastructure to a growing community
- Projects that prove to reduce costs/save money over time subject to a sound business case

In some cases, projects that have an ability to be parceled into phases to address specific commodity pricing risks in the short term will also be prioritized. In some cases where pricing of one commodity becomes favourable, this may provide an opportunity to fast-track and create capacity for other commodities that are over.

To provide transparency in the process, Staff will report back through the quarterly budget monitoring reports on the progress, including at a minimum:

- Projects tendered and awarded that required additional inflationary budget from previously approved
- Projects tendered and not awarded due to insufficient budget
- Projects identified to be re-budgeted as part of 2024-2033 Capital Forecast
- Financial impact to overall budget, as well as funding source shift

Applying the Inflationary Budget Authority in Practice

Preliminary Project Identification

At this point in time, without knowing what the final pricing will be for these projects, the following are examples of specific prioritized projects that would proceed in each category as described. Final pricing may dictate a change from this preliminary assessment:

1. Infrastructure Renewal projects which address current deficiencies or risks or to meet regulatory requirements
 - Certain linear projects - including annual paving program, road reconstruction projects including: York Road, Speedvale (Elmira to Imperial) and Eramosa, and preliminary engineering and design for downtown infrastructure renewal.
 - Facilities projects – FM Woods booster station, Paisley pump station, Calico well replacement and building upgrades, Solid Waste facilities and the Baker District Redevelopment
 - Asset management condition assessment work on both linear and facility assets
 - Contaminated site program of work projects (historical landfills, Fountain Street)
 - Stormwater pond rehabilitation and renewal
 - Vehicle and equipment replacement, including critical vehicles like solid waste packers, ambulances, snowplows and fire vehicles as well as IT infrastructure and software
2. Projects which leverage time-limited grant funding
 - Investing in Canada Infrastructure Program funding for:
 - Planning and design of the Operations Hub site and new Transit facility
 - Transit terminal upgrades
 - Electrification of transit buses
 - Active Transportation projects including the Hanlon Creek Business Park multi-use path, and Stone, Gordon, and Eramosa active transportation improvements
 - Canada Community Revitalization Fund grant funding for Riverside Bandshell and Train Amusement upgrades
 - Ministry of Long-term Care grant for the expansion of long-term care beds at the Elliott
 - Streamline Development Approval Fund grant to speed up the development approval process including technology acquisition and implementation.
3. Projects tied to agreements or impacts with other partners or stakeholders
 - Ministry of Transportation and Metrolinx infrastructure related projects (city share).

- Baker Street site servicing and site preparation related to the Baker Street Redevelopment
4. Growth-related projects which provide necessary infrastructure to a growing community
 - SECC
 - Downtown Parking Master Plan
 - Paisley Feedermain
 - Complete streets and multi-modal level of service studies
 - Stormwater/Wastewater/Water master plan projects
 - South-West Guelph Environmental Assessment
 - New or enhanced parks and trail connections identified as a priority
 5. Projects that prove to reduce costs/save money over time subject to a sound business case
 - Fibre network installation
 - Energy retrofits and similar work

The last grouping of projects would be those that have been identified as considerations to be deferred, or parts/phases of the project that could be deferred until future budgets. At this point in time, projects being considered on this list include:

- Projects primarily funded from the City Building Reserve Fund
- Lower priority linear road reconstruction or improvement projects including:
 - Applewood, Alma, Lane, Bristol, Kathleen transmission line, Waverly, and Silvercreek/Speedvale intersection improvements. and sewer oversizing/reline/repair programs)
 - Structural rehabilitation like Wellington Siphon Rehabilitation
 - Certain pipe condition assessments
- Contaminated site program of work (zinc background study, environmental site assessments)
- Robertson Booster Pumping Station
- Facilities including FM Woods Operations Centre, Collections Operations Centre and the relocation of Household Hazardous Waste to Gate 1
- Certain lab and software upgrades at the Wastewater Treatment Plant

Staff will report on the list of projects that were tendered and not awarded due to insufficient budget and describe next steps. In 2021, four out of 137 tenders/RFPs were cancelled due to budget shortage, and so far in 2022, two out of 21 have faced this issue, supporting the escalating trend in concern about inflation. Over these two years, the list of projects where procurement was cancelled and is being reevaluated includes Speedvale Bridge Replacement, traffic calming measures, road ecology guideline project and the SECC. The array of different types of projects further supports the Staff recommendation that a flexible approach is required. Staff are completing a value engineering and sequencing review of the Speedvale Bridge replacement project for the Executive Team's consideration. The SECC review is discussed further below.

South End Community Centre

Council approved SECC capital budget in October 2020 for construction of \$73 million hard construction costs, plus soft costs of \$8 million, total budget of \$81 million. Applying an inflationary factor consistent with the NRCPI for 2021 and 2022, an expected tendering budget for this project would be \$90-95 million.

Given the nature of this project, and the uncertainty of pricing estimates, staff felt it was prudent to move forward with the tendering process to get accurate costing for this growth-related project. The procurement closed on March 9, 2022, and pricing for hard construction costs came in at \$121 million and updated soft costs at \$9.5 million ending with a total required budget of \$130.5 million representing an increase of 61 percent over the approved budget. This has far exceeded the expected range of inflation over the period under assessment and therefore procurement process was cancelled, and staff are now evaluating options available. It will be reevaluated from a procurement process perspective and alternative options will be considered by the Executive Team. Staff will review all opportunities that may include de-scoping, phasing approach, amenity priorities, risk sharing, additional funding, alternative partnerships and other opportunities. Additionally, in the coming weeks, staff will meet consulting staff and request conversations with bidders to re-evaluate all options.

Other strategic considerations

Inflation and international politics

The key risk remains cost escalation, as the BoC has identified inflation is expected to be persistent over the short term and this will continue to be a concern until such time as global economic and fiscal policies have their intended effect. Even with expected actions by world governments to bring inflation under control, unexpected events such as the military action in Ukraine will have an upward pressure as global production and supply are priced with an uncertainty premium. Additional factors like the Canadian Pacific rail and aggregate haulers strikes have exacerbated supply chain issues, creating further economic impacts.

Disciplined adherence to purchasing policies and approved project scope will help to manage these financial risks, and diligence by departments in monitoring industry specific trends will be critical in minimizing this impact to the extent possible. The proposed whole-city capital portfolio approach also provides flexibility to respond in the moment during short-lived favourable moments as well.

Project delays

Through this proposed strategy, projects that are not currently moving forward will be formally moved out to a time when they can realistically be completed (from both a funding and staff capacity perspective). For projects deferred, the risk to service delivery will be minimal as, due to the factors identified in the Capital Program Resourcing Strategy, these projects were likely to be delayed until future years when staff capacity is available to complete them. Projects with the most significant impact on current service delivery will be completed and any emerging service risks will be addressed as they are identified.

Cost control on tendered projects

The key to ensuring projects stay within budget once awarded is the City's Project Management discipline. It starts with ensuring that the appropriate budget is

secured at time of contract award including adequate contingency amounts and allowances for all additional costs. Once the project is underway, close attention to both expenditures and progress to ensure costs are in line with work completed is key to identifying issues early. Identifying and addressing issues early allows for the most flexibility and the best chance to remain within budget. Given the continued inflation pressures, longer projects will require additional diligence to ensure these impacts are identified to ensure contractors are able to complete projects as expected.

Financial Implications

- Costs are increasing beyond revenue available in some, but not all cases, and the City needs to continue to deliver services and maintain infrastructure in this uncertain environment. Staff are committed to working within the financial means available and complete the highest priority work with those funds.
- The current environment of commodity pricing spikes, staffing capacity constraints in an increasingly competitive market, and the readiness of projects to start procurement creates a complicated matrix of timing decisions that change with each day.
- To continue to progress forward, working within the current budget means, redeploying unspent capital to the highest priority projects and initiatives. The 2024 MYB will need to rebalance and reschedule projects within the revenue strategies currently in place or increasing tax and rate revenues consistent with inflation.
- At a high level, this strategy will mean a number of planned projects will be deferred, further extending the year that the City will be able to reach its Asset Management goal of eliminating the infrastructure backlog. This may also mean growth-related projects are not able to be moved forward at the same pace, and therefore may impact growth timing in the City.
- In practice, this strategy will mean that the capital expenditure budget will be maintained at the current approved level overall, but the revenue sources that fund that budget may look considerably different. Available budget will be monitored very closely and reported to Council quarterly to ensure all movement is fiscally sustainable.
- All projects that are identified to be deferred because of this prioritization process would be reported and re-budgeted as part of the 2024 MYB presentation. This timing will also allow for incorporating project changes to the capital plan resulting from the on-going Official Plan, Secondary Plan, and Master Planning processes expected to be completed in 2022-2023.

2024 to 2033 Capital Forecast

As staff work towards developing the City's first four-year MYB, the development of a capital plan that is within the staff capacity limits to deliver, while addressing the key strategic investments as laid out in the City's Strategic Plan, service area Master Plans and the Corporate Asset Management Plan, all while staying within the overall funding levels available is the expected deliverable across the organization.

Setting an achievable capital plan will ensure that key risks are addressed, while being able to proactively identify those that will need to be managed in other ways. Given the limits on both staff capacity and total capital funding, not all needed capital work can be delivered in the desired or optimal time frame. In some cases, the decision will need to be made to accommodate mitigation strategies within the

operating budget for a time, until the capacity and funding are able to reach a point where the capital solution can be implemented.

Consultations

Capital Planning Steering Committee

Strategic Plan Alignment

This strategy will impact all areas of the Strategic Plan in terms of actioning procurement related to a number of the goals and initiatives.

Attachments

None.

Departmental Approval

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Deputy Chief Administrative Officer

Corporate Services

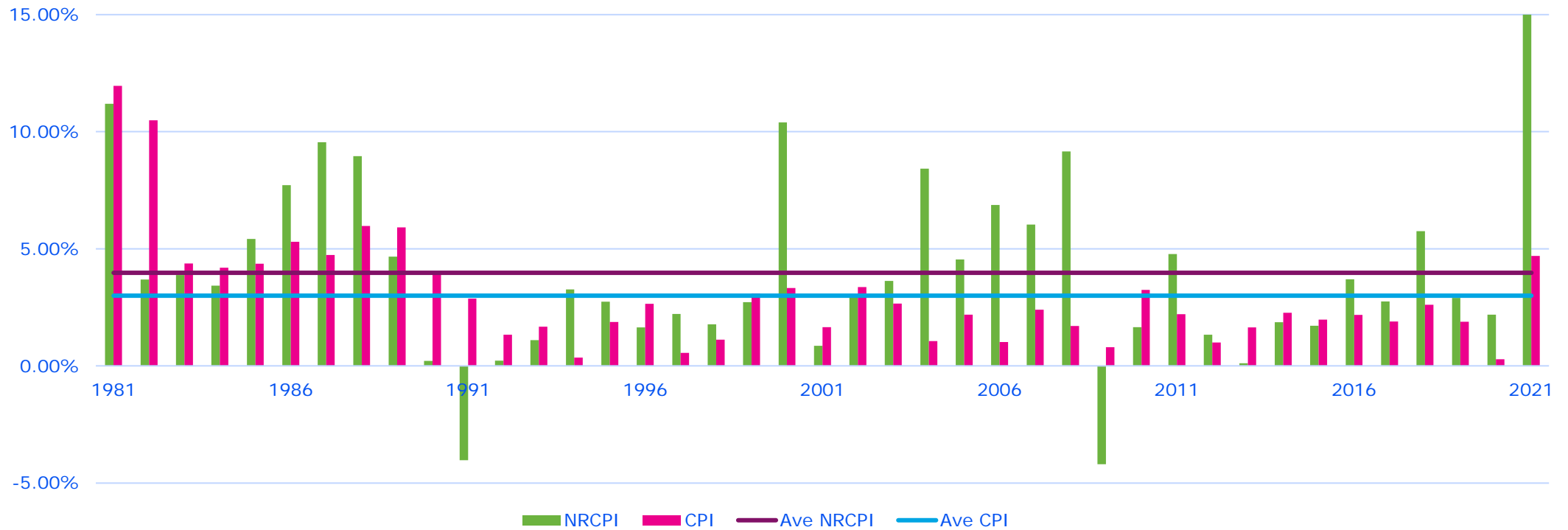
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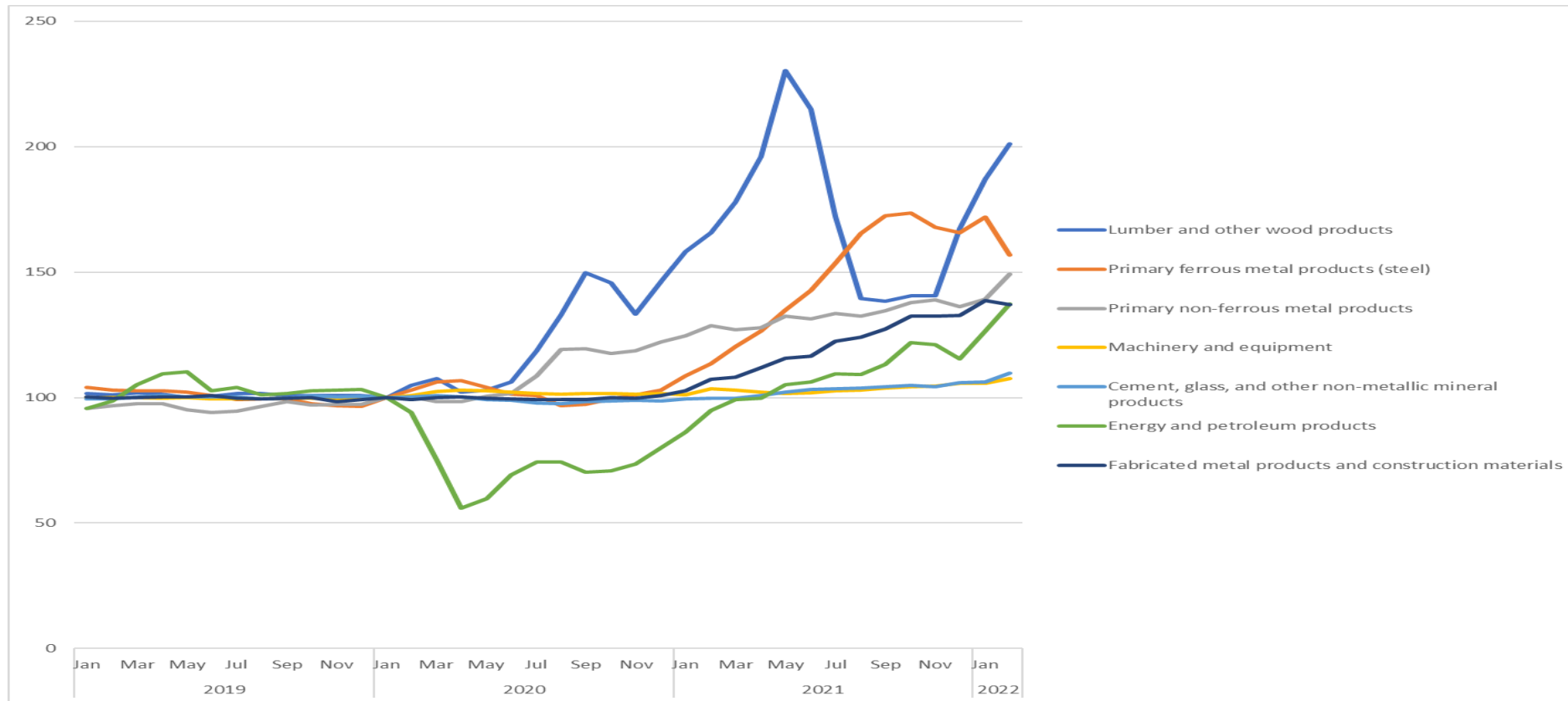
Inflationary Financial Impact Strategy

April 4, 2022

Market and Economic Review – CPI and NRCPI



Market and Economic Review – Industrial Product Pricing Trends 2019 – February 2022



City procurement trends

2021

- 137 tenders/RFPs - \$84.1 million budget
- 132 awarded - \$8.4 million or 11% under budget
- 4 paused due budget - \$5.4 million or 54% over budget

2022

- 24 tenders/RFPs - \$82.5 million budget
- 22 awarded - \$500k or 7% under budget
- 2 paused due to budget – \$44.7 million or 58% over budget
- 20 in progress currently - \$13.1 million

Financial strategy for uncertainty

Operating Budget

- Specific reserves for variable cost drivers – fuel, weather e.g.
- General contingency reserves and multi-year budgeting
- Multi-year contracts that defer financial impact over time
- One-City budget/service management approach

Capital Budget

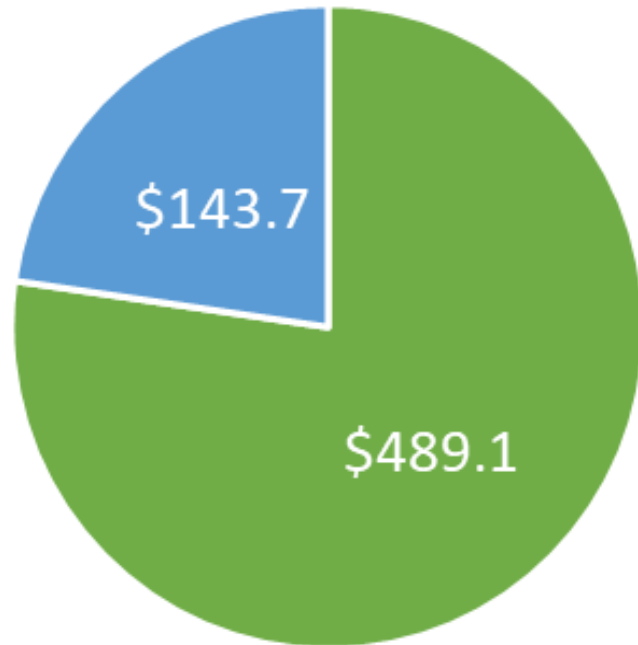
- Capital Reserve Fund contingencies
- Development Charge legislation
- Investment portfolio
- Debt management

Capital Budget facts

- All projects are needed and are a priority – these are Council-approved projects – we do them now or later
- All projects align with the Strategic Plan and are a local economic stimulus coming out of COVID
- Staff budgeted for inflation at best estimate; market is changing rapidly

Capital Budget facts

Approved uncommitted budget in millions



■ 2022 and prior ■ 2023

- The City has a \$289 million capital backlog; 32% of assets are rated less than “fair” condition (including significant facilities)
- Mix of funding sources – tax, rates, grants, development charges, parkland dedication, partner contributions

Prudent not panicked

- This is a global issue; not a Guelph issue
- Inflation is here to stay - projects are getting more expensive, not less
- Deferring projects will not necessarily save money
- Product-specific price spikes will occur until global economy stabilizes

The proposed way forward

- One-City approach to the Capital Budget
- Work within the approved fiscal means
- Leverage and shift approved revenue sources to accommodate changes
- Prioritize within approved expenditure budget envelope to deliver highest priority outcomes

What will be prioritized?

- Infrastructure Renewal projects addressing highest risk assets
- Projects with time-limited grant funding
- Projects with other partners or stakeholders
- Growth-related projects
- Projects that reduce costs/save money over time

Quarterly reporting to Council will ensure governance and oversight in place.

How will it impact us?

- Some projects will have to be deferred to create fiscal capacity
- Whole-system capital budget reprioritization will need to occur as part of 2024 multi-year budget
- Asset management sustainability extended
- Development may slow down; but Master Planning direction is still critical to inform future

Recommendation

That staff be given the authority, until the approval of the 2024 capital budget, to address capital project inflationary price increases through the prioritization of capital projects, within the current approved capital expenditure budgets, in accordance with the methodology as described in Report 2022-118 Inflationary Financial Impact Strategy.

Staff Report



To	Committee of the Whole
Service Area	Public Services
Date	Monday, April 4, 2022
Subject	Park Plan

Recommendation

1. That the Park Plan dated February 2022, included as Attachment-1 to this report, and the proposed actions and recommendations noted within the plan be approved.
 2. That the use of the alternative rate prescribed in the Official Plan be retained as a necessary and appropriate means of calculating parkland dedication to support the City's parkland needs.
-

Executive Summary

Purpose of Report

To provide the Park Plan to Council and seek approval to implement the plan's recommendations. The Park Plan is a strategic document that outlines the vision and goals for Guelph's park system.

Key Findings

The Park Plan is a component of the Parks and Recreation Master Plan (PRMP). The Park Plan is being completed in advance of the PRMP to support time-sensitive legislative changes to the Parkland Dedication By-law required before September 2022.

The parkland assessment and strategic directions of this plan will be integrated and prioritized with other parks and recreation strategies in the final PRMP. The Park Plan focuses on Guelph's land needs for the future and:

- Defines the city's park system to understand existing conditions;
- Outlines future challenges and opportunities facing the city's park system;
- Demonstrates that parks are important to the community to support revenue tools for park acquisition;
- Sets values for an optimal level of service as the city grows and changes; and
- Develops strategic directions for parkland retention, optimization, and expansion.

The vision for Guelph's park system acknowledges that parks and recreation are essential to everyday life. The Park Plan seeks to develop a sustainable, inclusive, and adaptable park network that connects people to each other, active living, and the environment. Six pillars of the plan help support the vision by providing direction for future actions and decision-making.

The plan has been developed through community engagement, comparator research, and technical analysis. Through various platforms over the course of the PRMP and Park Plan projects, over 1,500 people engaged with City staff. Consultation took the form of stakeholder meetings, advisory committees of Council, intercept polling, online engagement, and direct email correspondence, totaling over 20 different opportunities to share feedback.

The Park Plan is built on identified growth trends and parkland assessment to develop strategic directions and actions to retain, improve, optimize, and grow the city's park system. The Park Plan includes recommendations that will be carried forward to the PRMP and be integrated into a comprehensive implementation plan.

Financial Implications

The Park Plan primarily addresses the city's parkland needs for the next 30 years. The financial impacts of this plan and estimated costs for land acquisition will be developed and evaluated through future studies and reports to Council. Three key factors will need to be considered:

- The City will need to rely on more than parkland dedication to meet parkland needs, which may include purchasing land with tax dollars, partnerships or alternative tools and arrangements.
- The City will need to ensure that the alternative rate that is prescribed in the Official Plan continues to be used as an appropriate means of calculating parkland dedication to support the city's parkland needs.
- The City will need to be strategic about how future parkland is planned to reduce the financial burden on taxpayers.

The needs identified in the Park Plan will be considered amongst other capital budget funding needs faced by the City of Guelph. This will occur during previously established strategic budget processes and guidelines.

Report

Introduction

The Park Plan is a strategic document that sets direction for Guelph's park system. It is a high-level planning tool that guides how the city's park system responds to the growing and changing community. The Park Plan is a component of the larger Parks and Recreation Master Plan (PRMP), which addresses all of the city's park and recreation system needs including land, infrastructure, indoor facilities, outdoor facilities, services, and operation. The Park Plan will be integrated into the broader PRMP so that overall priorities and long-term financial and resource strategies can be developed.

The Park Plan is being advanced before the completion of the PRMP to address provincial legislative changes. Bills 108, 138, and 197 require municipalities in Ontario, including Guelph, to enact a 'new' Parkland Dedication By-law by September 18, 2022. To support this by-law, the Planning Act requires that municipalities have a Park Plan in place that examines the need for parkland in the city.

Guelph's population is forecasted to increase by over 60,000 people by 2051. Over the next thirty years, there will be more pressure on the park system as

neighbourhoods become denser and demographics change. There is increasing pressure to provide quality parks and recreation spaces, while also keeping up with local housing needs and infrastructure. It's important that Guelph's park system is planned to provide optimal services as the population grows and changes. Land will need to be used more efficiently and the park system will need to be expanded and reshaped to accommodate outdoor recreation.

Park Plan focus

Parks and parkland are areas of land set aside primarily for human enjoyment, recreation, and connection to nature. These lands are the focus of this plan; however, the Park Plan recognizes that there is land in the city that complements the park system but is not considered parkland. These complementary lands are part of the 'park continuum.' These complementary lands offer similar benefits to the park system and form part of a publicly accessible system of green spaces that contribute to community identity, local character, and sense of place. The park continuum includes parks as well as the following lands:

- School properties
- Grand River Conservation Authority (GRCA) properties
- University of Guelph and Arboretum lands
- Open spaces, stormwater management ponds and rights-of-way
- City trails
- Natural Heritage System (NHS)
- River systems.

Land can have multiple functions and offer a variety of benefits to Guelph's community, but some land is not primarily for human enjoyment or recreation. Parks are differentiated from other land to ensure Guelph residents continue to have dedicated space for recreation.

Guelph's park system currently has over 400 hectares of parks of all classifications, sizes, and shapes. To complement the park system, the City offers more than 130 kilometres of trails, and owns and/or manages close to 850 hectares of NHS. All of this land covers close to fifteen percent of the city area and doesn't include other publicly accessible land on the parks continuum that may be available for people to enjoy.

Vision, values, and goals

The PRMP and Park Plan are built around a vision statement, values, and pillars that support the City's Strategic Plan. The PRMP and Park Plan vision is:

Parks and recreation are essential to everyday life in Guelph. To be future-ready we need parks that are sustainable, inclusive, adaptable and have a built-in ability to respond to a growing and diverse community. We need to connect people to each other, active living and the environment.

Building on Guelph's corporate values, parks and recreation service delivery is based on the following values:

- Participation and inclusion of all citizens
- Well maintained parks and facilities

- Effective management and sustainability of resources
- Fairness and equity
- Healthy and engaged community
- Protection of the environment

The Park Plan framework includes six pillars that support the vision for parks and recreation. They help provide direction for future actions and decision-making. Action plans and future performance indicators will be developed to measure success.

The pillars of the Park Plan are included in Table 1 and are organized based on alignment with the pillars of the Strategic Plan.

Table 1. Pillars of the Park Plan

Strategic Plan Pillars	Park Pan Pillars
Building our future	1. We nurture a healthy and vibrant community. 2. All people can participate in recreation. 3. Recreation facilities and parks are welcoming and meaningful places for all people. 4. Infrastructure is maintained, sustainable and responsive to community changes.
Sustaining our future	5. We support the protection, restoration, and management of the natural environment.
Working together for our future	6. We work together with our community.

Assessing Guelph’s park system

Using evidence-based research, demographics, benchmarking, community opinion, policy analysis, and trends, the Park Plan assesses Guelph’s current park system. The assessment includes a thorough review of park quantity, quality, accessibility, equity, functionality, and recreation needs to determine an optimal level of service. The optimal level of service is the amount and type of service that meets community needs/desires and is sustainable, affordable, and realistic. The optimal level of service in the Park Plan is based on these key principles:

- Everyone can access a park within a reasonable walk from their home.
- There are a variety of park types with different functions in all areas of the city.
- Parks need to accommodate a variety of recreation amenities and programming.
- A similar level of service should be provided throughout the city, recognizing that urban form or neighbourhood demographics may require a different approach to parkland (e.g., areas of high-density development may have different park needs than areas of single detached homes).

Key findings from the parkland assessment include:

92 percent of people live within a ten-minute walk of a park

A successful park system is supported by walkable and wheelable neighbourhoods with safe and comfortable routes to parks. A walking route analysis was undertaken

to determine how many of Guelph residents live within a ten-minute walk of a park. The analysis reveals that 92 percent of residents live within a ten-minute walk or 800 metres of a park. This is higher than the Canadian average of 87 percent.

The City provides about two parking spaces of parkland per person

Many municipalities, including Guelph, provide targets for their parkland supply. Targets are set based on the vision, values, and goals for the municipality. Guelph currently provides 3.1 hectares of parkland per 1,000 people. This is lower than the City's target of 3.3 hectares per 1,000 people set in 2009, however it is higher than many other comparator municipalities.

Since 2009, the City has acquired about 45 hectares of parkland. Approximately 65 percent of this was acquired through development, and the remaining 35 percent was acquired through repurposing city lands (Eastview Community Park). This results in parkland growth at a rate of 2.5 hectares per 1,000 people since 2009.

For greater clarity, the Park Plan converts the parkland provision rate to a measure of parkland per person. The City currently provides about 31 square meters of park space per resident. This is slightly larger in size than two parking spaces (27m²) or the area under a medium sized tree canopy.

The City's current parkland provision target is not sustainable

More parkland will be needed in Guelph as the population grows, and how growth occurs will impact the City's ability to expand the park system. Approximately 58 hectares of parkland is planned through current development applications and in secondary plan areas.

By extrapolating the City's current parkland provision target of 3.3 hectares per 1,000 people to the forecasted population in 2051, the City will need to acquire 230 hectares of land. This is 174 hectares of land above the 58 hectares already identified. Acquiring this amount of land while balancing mandated growth targets without creating significant impacts to City financial planning, built form, building height, and density is likely not achievable. Through a future parkland acquisition strategy, the City will need to review and set a new parkland provision target and/or assess whether a new key performance indicator is a more suitable way to assess land needs for the future. Parkland needs and a future parkland acquisition strategy will be explored as part of the PRMP. Financial strategies to support parkland provision targets will also be explored in the upcoming Development Charges Background Study. This analysis may result in an Official Plan Amendment in the future.

Implementation and recommendations

Strategic directions within the Park Plan were developed to guide the retention, improvement, optimization, and growth of the City's park system. The Park Plan includes recommendations that will be carried forward to the PRMP and integrated into a comprehensive implementation plan so that parks and recreation priorities can be set together. Priorities, financial strategies, and phasing for these recommendations will be assigned as part of the PRMP.

A full list of the plan's recommendations is found on page 96 of the Park Plan. Below is a summary of recommendations organized by type of work:

Setting clear directions

Building on the Strategic Plan, there are some overall directions set in the Park Plan that are integral to day-to-day work within the Parks Department. These directions are aligned with the City's Strategic Plan pillar of 'Working Together for our Future' and include:

- Communicate better through clear policies.
- Enhance decision-making through greater use of data.
- Develop long-term financial and resource strategies.
- Work together with our community in partnerships.
- Focus on anti-racism and discrimination, based on principals developed through the Community Plan update.
- Develop meaningful relationships with Indigenous people.

Exploring how we prioritize work

Guelph's park system should be improved first where it is needed most using the following criteria to identify future priorities:

- There are parks assets that require renewal or replacement to provide the desired levels of service.
- Areas of growth or population increase.
- People can't access a park within a reasonable walk from their home.
- There are high concentrations of equity-deserving populations.
- There is demonstrated need or desire for service level expansion.
- Existing parks are working harder to serve more people.

Park access and provision of strategic directions

Increased growth will increase demand for parks and outdoor recreation. The City will need to use land more efficiently, expand the park system, and create new spaces to accommodate recreation needs. The following directions will help the City to achieve its vision for the future:

- Develop parkland acquisition policies for development sites.
- Update parkland policies and provision targets in the Official Plan.
- Develop strategies for acquiring and intensifying parkland.
- Continue to develop partnerships with other public landowners.
- Develop policies to support conversion of surplus land to parkland.
- Develop design guidelines for developments adjacent to existing parks.
- Balance parkland needs with impacts of other infrastructure.
- Improve pedestrian crossings of major barriers.
- Strata parkland could be considered in unique circumstances.

Park improvement recommendations

Improvements and intensification of parks will be important to accommodate the growing and changing population in Guelph. Recommendations for park improvements to meet recreational needs will be addressed in the PRMP, however the following high-level recommendations have been included in the Park Plan as they relate to park access and provisioning:

- Seek opportunities to represent Indigenous people in the park system.
- All parks should have accessible paths.
- Develop a sports and facility development strategy.

- Create a park development manual.
- Increase urban forest canopy and naturalized spaces in parks.

Monitoring success

An overall action of the Park Plan is to “enhance our decision making through greater use of data.” Collecting and managing data about parks will help to monitor the plan’s success. As part of a data management program, performance measures should be developed and tracked regularly.

Progress on the implementation of the actions and recommendations will continue to be communicated quarterly, and this will be transitioned to the Parks and Recreation Master Plan update page of guelph.ca. Future monitoring and reporting on the progress of the plan will be examined through the PRMP.

A review and update of the plan is recommended in 2028 at the five-year mark. A five-year review may include revisiting goals, priorities, and aligning work plans with a future Strategic Plan or new opportunities. A full update is recommended in 2033.

Financial Implications

The Park Plan primarily addresses the City’s parkland needs for the next 30 years. The financial impacts of this plan and estimated costs for land acquisition will be developed and evaluated through future studies and reports to Council. Three key factors will need to be considered:

- The City will need to rely on more than parkland dedication to meet parkland needs, which may include purchasing land with tax dollars, partnerships, or alternative arrangements.
- The City will need to ensure that the alternative rate that is prescribed in the Official Plan continues to be used as an appropriate means of calculating parkland dedication to support the City’s parkland needs.
- The City will need to be strategic about how future parkland is planned to reduce the financial burden on taxpayers.

The needs identified in the Park Plan will be considered amongst other capital budget funding needs faced by the City of Guelph. This will occur during previously established strategic budget processes and guidelines.

Consultations

Internal engagement

The Park Plan was developed in collaboration with key staff across many departments. Involvement from staff in Parks, Environmental Planning, Policy Planning, Engineering, and Finance ensured a collaborative approach to future park planning and development.

External engagement

The Park Plan conducted engagement of the community, stakeholders, school boards, Indigenous governments, and agency partners. Through various platforms over the course of the PRMP and Park Plan projects, over 1,500 people engaged with City staff. Consultation took the form of stakeholder meetings, advisory committees of Council, intercept polling, online engagement, and direct email correspondence, totaling over 20 different opportunities to share feedback.

Where possible, staff incorporated community feedback data from related City projects or other ongoing initiatives. Specifically, data and feedback collected as part of the ongoing PRMP and the Parkland Dedication By-law update was used to inform the Park Plan.

Common themes identified throughout engagement include:

- Parks became extremely important to residents during the COVID-19 pandemic, resulting in increased need for parks, trails, and greenspaces.
- Protecting parks and creating new parks is a priority.
- Upgrading parks and maintaining facilities is a priority.
- Areas with high population, areas of high socioeconomic need, and areas with few parks are priorities for locating new parks.
- Parkland dedication (land or cash in lieu to buy parks) from developers is the preferred way for the City to acquire more parks, with an emphasis on acquiring land.
- Leasing land and purchasing land with tax dollars for parks are lower ranking methods for acquiring parkland.
- Having easy access to a park is extremely important to residents. This includes having parks accessible via bus routes, as well as appropriate surfaces and equipment, particularly for those using mobility devices or strollers.
- Linking parks and trails throughout the city is a priority.
- A wide range of park amenities and features are needed throughout the park system.

The draft Park Plan was posted on the city's website on February 3, 2022 and shared through advertising and correspondence to residents on the mailing list. The Park Plan is a representation of a community informed plan. Council's decision about the plan will be shared in the same way.

Strategic Plan Alignment

The Park Plan supports three of the five pillars in the Strategic Plan. Table 1, above, shows how pillars of the Park Plan align with pillars of the Strategic Plan.

The Park Plan most closely aligns with the 'Building our Future' pillar, as parks nurture social well-being, provide landmark beauty and offer a safe place where everyone belongs. Parks can help support these Strategic Plan priorities by:

- Working to enhance community well-being and safety through direct service and program delivery;
- Managing existing infrastructure; and
- Continuing working to develop new assets that respond to Guelph's growing and changing social, economic, and environmental needs.

The Park Plan is aligned with the 'Sustaining our Future' pillar as parks contribute to caring for the local environment and respond to climate change. Parks can help support these Strategic Plan priorities by:

- Protecting the green infrastructure provided by woodlands, wetlands, watercourses. and other elements of Guelph's natural heritage system;
- Investing in "green" infrastructure to prepare Guelph for the effects of climate change; and
- Increasing Guelph's tree canopy.

The 'Working Together for our Future' pillar of the Strategic Plan is supported by the Park Plan by delivering better information to the community about parks and working with community partners. The Park Plan supports these Strategic Plan priorities by:

- Developing strategic partnerships with stakeholders to improve service delivery; and
- Exploring new funding options, service-delivery models, and partnerships to ease taxes for residents and businesses.

Attachments

Attachment-1 Park Plan, dated February 2022.

Attachment-2 Council Presentation

Departmental Approval

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Guelph Park Plan: Guiding our future parkland system

February 2022

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Acknowledgement

We are grateful to our local community, community groups, Indigenous peoples and agency partners for their participation in the Parks and Recreation Master Plan. This Park Plan was built collaboratively in a way that is consistent with our values. We acknowledge the work of our staff and community.

City of Guelph Territorial Acknowledgement

Guelph is situated on traditional and treaty territories of the Anishinaabek, the Attawandaron and the Haudenosaunee. It is steeped in rich Indigenous history and home to many First Nations, Inuit, Métis and Mixed Ancestry people. By having a territorial acknowledgement, we recognize the Mississaugas of the Credit First Nation as a treaty partner, through Between the Lakes Treaty No. 3, on whose traditional territory we live and work today.

Beyond Land Acknowledgement

Land acknowledgments are crucial in sustaining awareness and remembrance; however, they require action and participation to fulfill a purpose. We each hold responsibility for participating in this process. By taking time to learn about the truths and histories, through self-reflection and building relationships with Indigenous communities, we can begin to heal.

We recognize that strong, mutually beneficial municipal-Indigenous relations is a necessary component of reconciliation and we are committed to supporting this process in the most effective way possible. We will continue to seek out and foster partnerships with Indigenous governments and community members of First Nation, Inuit, Métis and mixed Indigenous ancestry as we work through the Park Plan and Parks and Recreation Master Plan. Our desire to strengthen relationships, engage in meaningful conversations and willingness to learn will inform the implementation of the PRMP and future work plans.

For more information, please see [city's webpage](#).



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Executive Summary

The Park Plan sets a vision for the future

Guelph is growing and the way people use parks is changing. It's important we plan Guelph's park system to provide optimal services as our population grows and changes. We will need to use our land more efficiently, expand our park system and reshape our spaces to accommodate outdoor recreation.

The Park Plan is a document that outlines the vision and goals for Guelph's park system. It focuses on our land needs for the future and will:

- Define our park system to understand our existing conditions
- Outline future challenges and opportunities facing our park system
- Set values for an optimal level of service as our community grows and changes
- Develop strategic directions for parkland retention, optimization and expansion

The Park Plan is being completed as a part of the Parks and Recreation Master Plan (PRMP) to address time-sensitive legislative changes to the Parkland Dedication Bylaw required before September 2022. The assessment and recommendations in the Park Plan will be integrated and prioritized with other park and recreation recommendations in a final PRMP implementation plan.

A park is meant for recreation

For the purposes of this plan and our policies, parks are areas of land set aside primarily for human enjoyment, recreation and connection to nature. The terms 'park' and 'parkland' are used interchangeably in this document to refer to these areas of land. Natural Heritage System (NHS) lands are excluded from policies or strategies relating to parkland as they typically have limited accessibility or opportunities for recreation. We recognize within our existing inventory there are some areas where NHS features or areas overlap existing parks.

Our park system currently has over 400 hectares of parks of all classifications, sizes and shapes. To complement the park system, we offer more than 130 kilometres of trails and own and/or manage close to 850 hectares of NHS. All this land covers close to fifteen percent of the city area and doesn't include all the other publicly accessible land on the parks continuum that may be available for people to enjoy.

Vision for the future

After listening to our community, we understand our core beliefs and top priorities. Our new vision outlines our desired future:

Parks and recreation are essential to everyday life in Guelph. To be future-ready we need parks that are sustainable, inclusive, adaptable and have a built-in ability respond to a growing and diverse community. We need to connect people to each other, active living and the environment.

We developed the Park Plan to closely align with our Strategic Plan and Community Plan, reflecting and building upon the directions they provide.

Our community engagement process helped us understand our community needs and set direction for the future. We shared information through various platforms and over the course of the PRMP and Park Plan projects over 1,500 people engaged with us. Engagement included over 20 different opportunities to share feedback throughout public events, stakeholder meetings, advisory committees of Council, intercept polling, online engagement, and direct email correspondence.

We also identified pillars for the Park Plan and Parks and Recreation Master Plan that align to different areas of the Strategic Plan:

- We nurture a healthy and vibrant community
- All people can participate in recreation
- Recreation facilities and parks are welcoming and meaningful places for all
- Infrastructure is maintained, sustainable and responsive to community changes
- We support the protection, restoration and management of the natural environment
- We work together with our community

Guelph is growing and changing

Guelph is growing. Our population is forecasted to increase by over 60,000 people by 2051.¹ Guelph is also changing. We are becoming more diverse as we welcome newcomers through immigration and our proportion of older adults is forecasted to increase. The way we are choosing to live will also impact our park system as more people are choosing denser housing types like townhouses and apartments. These changes result in more demand on parks and it changes the way we offer services.

Parks and recreation services are important for our community—they contribute to community health and well-being now and in the future. They are more than

¹ [Guelph Growth Management Strategy](#)

infrastructure, services and programs. Research has shown they can offer solutions to community issues like declining mental health, inactivity, climate change, economic uncertainty and social isolation.²

Over the next thirty years there will be more pressure on the park system as neighbourhoods become denser. There is increasing pressure to provide quality parks and recreation spaces, while also keeping up with local housing needs and infrastructure. New people can bring new life to our park system and change the way we once used our public spaces. We will need new approaches to direct our investment to areas where it is needed most and provide for equity-deserving people in our community.

How growth will impact the park system

In the future we will need to use land more efficiently, expand our park system and create new spaces to accommodate outdoor recreation. Highlights of impacts of growth on park planning includes:

- Legislated limits to the amount of land we can acquire through development will make it difficult to meet current city-wide targets
- The amount of parkland we provide per person will likely decrease as our current parkland provision target is not sustainable long-term
- We may need different strategies for getting parkland in different areas of the city (e.g., Strategic Growth Areas, Downtown, Built-up Areas, Greenfield areas)
- We will also need to rely on other tools to meet future parkland needs like purchasing land for parks, internal transfers of city-owned land, new partnerships with other agencies or private landowners
- We may need to put more emphasis on quality of parkland and access to parkland than park provision targets
- We are going to be acquiring smaller parks through development and opportunities for larger parks will be limited
- We will need to optimize use of our recreation facilities and provide more multi-functional and multi-generational spaces
- We will need to intensify and reshape existing parks to add more amenities and features to accommodate more people

A growing population using less space leads to parks that see more use. This increased use leads to increased maintenance needs, potential conflicts between users in parks, more recreation needs and can lead to possible deterioration of existing natural areas. It will be important for us to add new parkland and intensify some of our existing parks to respond to growth.

² [The Relationship between Social Cohesion and Urban Green Space \(2019\)](#)

Assessing our park system

When assessing our park system now and for the future, we need to look for an **optimal level of service**—this is the amount and type of service that meets community needs/desires and is sustainable, affordable and realistic. Our optimal level of service is based on these key principles:

- Everyone can access a park within a reasonable walk from their home
- There are a variety of park types with different functions in all areas of the city
- Parks need to accommodate a variety of recreation amenities and programming
- A similar level of service should be provided throughout the city, recognising that urban form or neighbourhood demographics may require a different approach to parkland (e.g., areas of high-density development may have different park needs than areas of single detached homes)

Key points from our assessment of the park system include:

92 percent of people live within a ten-minute walk of a park

A successful park system is supported by walkable and wheelable neighbourhoods with safe and comfortable routes to our parks. We used a walking route analysis to determine how many people live within a ten-minute walk of a park—our analysis shows that 92 percent of residents live within a ten-minute walk or 500-800 metres of a park which is higher than the Canadian average at 87 percent.

We provide about two parking spaces of parkland per person

Many municipalities provide targets for their parkland supply. Targets are set based on the vision, values and goals for the municipality. We are currently providing parkland at rate of 3.1 hectares per 1000 people. This is lower than the target of 3.3 hectares per 1000 people set in 2009, however it is higher than many other comparator municipalities. Since 2009, we have acquired about 45 hectares of parkland. About 65 percent of this was acquired through development, and the remaining 35 percent was acquired through repurposing city lands (Eastview Community Park). This results in parkland growth at a rate of 2.5 hectares of per 1000 people since 2009.

To help understand how much parkland we provide, it can be easier to think about it in terms of land per person. We are currently providing about 31 square meters of park space per person—this is slightly larger in size than two parking spaces (27m²) or the area under a medium sized tree canopy.

Our current parkland provision target is not sustainable

We know we are going to need more parks as we grow, and we know how we grow will impact our ability to expand our park system. We have already planned about

58 hectares of parkland through current development applications or in secondary plan areas. This is a rough estimate that may change as secondary plan areas go through detailed design.

Extrapolating our current provision target of 3.3 hectare per 1000 people to the forecasted population in 2051, we would need to acquire 230 hectares of land. This is 174 hectares of land above the 58 hectares already identified. 230 hectares of land is like adding about 460 football fields throughout the city. Acquiring that much land and balancing our mandated growth targets is likely not achievable. We will need to review and set a new parkland provision target or assess whether a new key performance indicator is a more suitable way to assess land needs for the future. This will require a thorough parkland acquisition strategy and may result in an Official Plan Amendment in the future.

Strategic directions and recommendations

We built on identified growth trends and our parkland assessment to develop strategic directions and actions to retain, improve, optimize and grow our park system. The Park Plan includes recommendations that will be carried forward to the Parks and Recreation Master Plan and integrated into a comprehensive implementation plan. Some highlighted recommendations include:

Exploring how we prioritize work

We will look for opportunities to improve our park system where the following conditions exist:

- Growth areas where the local population is increasing
- Areas where people can't access a park within a reasonable walk from their home
- We are not meeting local recreation needs or desired service levels
- There are high concentrations of equity-deserving populations
- Existing parks that are working harder to serve more people (e.g., have a higher volume of people using it per hectare or demonstrated higher rate of use)
- Areas where assets require renewal or replacement so that we can provide our intended and desired levels of service

Park access and provision strategic directions

More residents will mean increased demand on parks and outdoor recreation. We will need to use our land more efficiently, expand our park system and create new spaces to accommodate recreation. These directions will help us to achieve our vision for the future:

- Develop parkland acquisition guidelines for development sites
- Update parkland policies and provision targets in the Official Plan

- Develop strategies for acquiring and intensifying parkland
- Continue to develop partnerships with other agencies and landowners
- Balance parkland needs with impacts of other infrastructure
- Alternative parkland arrangements like strata parkland could be considered in unique circumstances

Park improvement recommendations

- Increase Indigenous representation in our park system
- All parks should have accessible paths
- Develop a sport and facility development strategy
- Develop a park development manual
- Increase our urban forest canopy and naturalized spaces in parks

To monitor the success of the plan we will collect and manage data about parks as part of a data management program. The program should include key performance indicators to measure and report on the plan's success.

Financial implications

This plan primarily addresses our land needs for the next 30 years. The financial impacts of the park plan and estimated costs for land acquisition will be developed and evaluated through future studies and reports to Council. We will need to consider two key factors including:

- We will need to rely on more than parkland dedication to meet our needs, which may include purchasing land with tax dollars, partnerships or alternative arrangements, and
- We need to be strategic about how we plan future parkland to reduce the financial burden on taxpayers.

Next steps

The Parks and Recreation Master Plan will take the recommendations of this plan and develop overall priorities for the Parks Department and the Culture and Recreation Department. To support these priorities, long-term financial and resource strategies will be developed to guide future investment in the park and recreation systems and develop work plans to support the creation of new policies.



Introduction: Setting direction for parks

Purpose of this report

Our Park Plan helps us set direction for our park system. It is a high-level planning tool that guides how our park system responds to our growing and changing community. Our intent is to provide foundation, determine needs, and set future direction about parkland in our city.

The Park Plan is part of the larger Parks and Recreation Master Plan (PRMP). The assessment and directions of this plan will be integrated and prioritized with other park and recreation strategies in a final PRMP. This plan focuses on our land needs for the future and will:

- Define our park system to understand our existing conditions
- Outline future challenges and opportunities facing our park system
- Demonstrate that parks are important to this community to support revenue tools for park acquisition
- Set values for an optimal level of service as our community grows and changes
- Develop strategic directions for parkland retention, optimization and expansion

We recommend principles and directions that reflect community values and define the services we will offer. Our direction will shape how we provide parks and decisions we make around parkland. We will use the data and policy directions of the City's Growth Strategy to help plan for population growth to 2051. This plan also builds on previous research and planning studied for our Recreation, Parks & Culture Strategic Plans completed in 1997 and 2009.

A Park Plan is needed to ensure we maintain an optimal level of service for parks as we grow—this is the amount and type of service that meets community needs or desires and is sustainable, affordable and realistic. We also need to update our priorities in line with the City's Strategic and Community Plans and to take advantage of new approaches, legislation, trends and guidelines in park planning and development.

Our plan will help us shape future decision making, while also being flexible to our communities' changing needs. It provides a high-level framework that will need more detailed analysis through future policies, projects and initiatives. It also provides background and context for a future update to Guelph's Official Plan Open Space policies.

Legislated changes required for our Parkland Dedication Bylaw

One way we get land for parks is through development. We use a [Parkland Dedication Bylaw](#) and [Official Plan policies](#) allowed by [the Ontario Planning Act](#) to require planning and development applications to transfer land to us for parks and public recreation or provide cash-in-lieu of parkland so parks or recreational spaces can be purchased.

The Planning Act, under Section 42³, allows municipalities to pass a bylaw to require land or cash-in-lieu as a condition of development or redevelopment for park or other recreational purposes—often referred to as a parkland dedication.

Section 42 outlines standard rates for parkland dedication but allows municipalities to pass 'alternative rates' or caps to help meet local needs. The alternative rate used by the city calculates parkland dedication that can lead to higher land dedication and/or cash-in-lieu of parkland. Guelph's parkland dedication bylaw uses an alternative rate and caps. It was passed in 2019 following a bylaw review and public consultation process.

Changes to legislation under Bill 108, 138 and 197 require municipalities in Ontario, including ours, to enact a 'new' parkland dedication bylaw by September 18, 2022. To support the bylaw and as outlined in Section 42, two things are needed by municipalities:

- Official Plan policies supporting the use of an alternative rate; and
- A Park Plan examining the need for parkland in the city.

Our Official Plan policies enacted in 2017 through OPA 48 support the use of the alternative rate; so, an update to Official Plan park policies is not required. A Park Plan, however, is needed to review parkland needs and determine if the alternative rate is still needed to achieve our parkland goals as we grow.

Please note that Section 42 is not the only way we can acquire parks through development. The Planning Act also allows municipalities to require parkland dedication (land or cash-in-lieu) as a condition of a Plan of Subdivision or Consents under Sections 51.1 and 53. The Province has not made any change to Section 51.1 or 53 legislation, but it is still important to note that there are multiple ways development can grow our park system.

³ [Planning Act, R.S.O. 1990, c. P.13, s.42](#)

How the plan fits with other strategies

Guelph’s corporate vision, mission and values provide the foundation for our Park Plan—setting the tone for how our department works and what we plan to achieve. Our plan is aligned with [Guelph’s Strategic Plan](#) and [Community Plan](#)—plans for Guelph’s future. The Strategic Plan and the corresponding [Action Plan and Performance Measure Framework](#) help guide our priorities and provide clear measures for success.

Master planning for our future

We use master plans and strategies to help us assess the land and infrastructure we have to support city services today and determine what we’ll need as Guelph grows. We use master plans to guide short-term projects in each neighbourhood so they all work toward achieving our community’s long-term goals.

Master plans look at the whole system, evaluate options and consider a variety of community perspectives to help make better decisions. Master plans also help provide direction so that we can update the city’s [Official Plan](#)—a legal planning document required by the Planning Act that establishes a vision for the future and provides policy direction to manage future land use patterns and growth.

Its important to note that there are different types of master plans. We also use the term master plan to refer to the conceptual design of a park—or park master plan (e.g., Hamill Park Master Plan). This type of master plan is site-specific and are used make sure our parks are functional, aesthetically pleasing and create a sense of community.

Figure 1 – Plan hierarchy

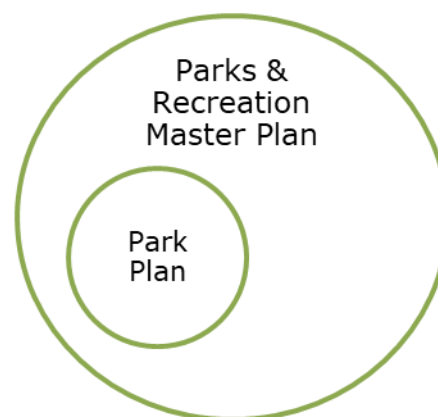


Relationship to the Parks and Recreation Master Plan

Our Park Plan is a master plan that provides direction to manage future land needs relating to our park system.

It is a component of the larger Parks and Recreation Master Plan (PRMP), which addresses all our park and recreation system needs including land, infrastructure, indoor facilities, outdoor facilities, services and operation. The Park Plan will be integrated into the broader PRMP so that we can develop overall priorities and long-term financial and resource strategies.

Figure 2- Relationship of the Park Plan to the Parks and Recreation Master Plan



Aligning to other plans and strategies

Our plan is also aligned with a number internal and external guiding documents and strategies that support an overall vision for parks and recreation, including but not limited to:

City strategies and plans:

- Guelph Trail Master Plan
- Natural Heritage Action Plan
- Urban Forest Management Plan
- Active Transportation Network
- Older Adult Strategy
- Think Youth: Youth Strategy
- Facility Accessibility Design Manual
- River Systems Management Plan
- Guelph’s Stormwater Management Master Plan

External plans and legislation:

- Planning Act
- Parks for all (CPRA and CPC)
- Framework for Recreation in Canada (ISRC and CPRA)
- Healthy Community Design Baseline Project (WDG Public Health)

Master planning process

The Park Plan was created over three phases of work. The final phase of work will integrate the strategies and actions of this plan into a comprehensive Parks and Recreation Master Plan.

The master planning process was led by a staff working group with assistance from external resources. We used evidence-based research, demographics, benchmarking, community opinion, policy analysis and trends in park planning to better understand our future community needs.

Figure 3 – Master planning Process



The first phase of work helped us understand what we have. We completed a detailed inventory of our resources and collected data from many different sources.

In the second phase of work, we analysed our data to understand community needs and our strengths and opportunities. We also compared our services and infrastructure to other similar communities and researched emerging trends in parks and recreation. Our third phase of work is the creation of this Park Plan that addresses park land needs for the future.

This plan reviews trends, benchmarking, inventory, mapping, demographics and policies to develop park strategies and actions that will guide our future work. These strategies will be integrated into a more comprehensive Parks and Recreation Master Plan, which is the final phase.

We followed an iterative process that validated our research with community and stakeholder input throughout the process. We received some feedback specific to the Park Plan and we also used feedback and data collected as part of the Parkland Dedication Bylaw update and the Parks and Recreation Master Plan to help guide our process.

To help our analysis and decision-making process, we used the best available information collected through consultation, research, inventory, observation and other data sources.



What we heard from our community

Our community engagement process helps us understand our community needs and set direction for the future.

We had an engagement plan that built on the previous work of the Community Plan and Strategic Plans. Wherever possible, we incorporated community feedback data from related city projects or other ongoing initiatives. Specifically, we used the data and feedback collected as part of the ongoing Parks and Recreation Master Plan and the Parkland Dedication Bylaw update to help guide our process.

It is important to note that survey or community feedback data is only one source of information that helps paint one picture, but we check this data against other statistically valid sources like our citizen satisfaction survey, public health data and demographic information.

Park Plan Community Feedback

We developed an engagement plan to ensure the Park Plan reflects the opinions of the community. The purpose of engagement activities was to understand community opinions about our parkland needs for the future.

We focused on understanding key themes specific to the Park Plan to help create strategic directions. Using feedback we received through the PRMP and the Parkland Dedication Bylaw review, we asked new questions that dug a little deeper and touched on themes relating to parkland planning and the impact of COVID-19 on future parkland needs.

We also created an engagement plan to meet the Planning Act legislated requirements to consult, specifically (a) school boards; and (b) any other persons or public bodies that the municipality considers appropriate.

What we did

Its important to hear from as many people as possible during engagement and through as many different methods as we can. Recognizing that we built on previous feedback from other related engagement and projects, specifically for this round of engagement we invited input from the public, developers, local school boards, Grand River Conservation Authority, Indigenous governments and community members of First Nation, Inuit, Métis and mixed Indigenous ancestry.

Specifically for the Park Plan, we invited feedback through:

- An online survey on the city's Have Your Say webpage
- Two community focus groups facilitated by Dr. Rebecca Sutherns
- One developer specific focus group facilitated by Dr. Rebecca Sutherns
- Individual stakeholder meetings with Grand River Conservation Authority, Upper Grand District School Board and Wellington Catholic District School Board
- Internal stakeholder meetings and engagement with other departments
- Email correspondence from people in our community
- Correspondence and meeting(s) with Indigenous governments
- Virtual Indigenous Sharing Circle as part of an ongoing relationship building initiative with community members of First Nation, Inuit, Métis and mixed Indigenous ancestry

The Park Plan built on previous engagement activities from Phase 1 and 2 of the Parks and Recreation Master Plan, including:

- Two online community surveys (June/July and November/December 2019)
- Intercept polling at various city locations (June and November/December 2019)
- A public open house – drop in format (June 20, 2019 – afternoon and evening)
- Brainstorming engagement with over 300 children in grades 2-5 during the city's Local Government Week visits (October 2019)
- Sport user group survey (June-August 2019 and December 2019-January 2020)
- Individual stakeholder meetings with Sport User Groups, Youth Council, Youth Providers Committee, GW Local Immigration Partnership, Upper Grand District School Board, WDG Public Health, Guelph Neighbourhood Support Coalition, Yorkland Green Hub
- Internal stakeholder workshops with other municipal departments
- Multiple presentations and discussions with the Accessibility Advisory Committee
- Discussion with the Natural Heritage Advisory Committee (May 2021)
- Advertising and correspondence sent to stakeholder groups such as the Youth Council, Immigrant Services, Guelph Neighborhood Support Coalition, local religious and cultural organizations, developers and consultants, local parks and recreation advocates, cycling and trail advocate groups, external partner agencies as well as neighbouring municipalities

First Nations and Indigenous Engagement

We are currently seeking out and fostering mutually beneficial municipal-Indigenous relationships. We have more to learn about the history of this land and the people who lived here before Guelph was founded. This ongoing work will continue beyond the context of the Park Plan and Parks and Recreation Master Plan.

As part of this round engagement, correspondence was sent to Mississaugas of the Credit First Nation, Six Nations of the Grand River, Haudenosaunee Confederacy and the Grand River Métis Council. Engagement meetings and feedback will continue through the larger Parks and Recreation Master Plan.

We also used feedback we heard through a new relationship building initiative called “Indigenous Sharing Circles” to help inform this plan. The Sharing Circle is part of the city’s work to improve the way we engage with and include Indigenous members of our community in policy and decision making. The goal of the gatherings is to learn, improve relationships and ultimately improve services based on what we learn. The Sharing Circle was not specific engagement for the Park Plan, but concepts we heard will help inform our future work plans as well as the Parks and Recreation Master Plan.

In the first gathering in January 2022, we heard some things that relate to the Park Plan and Parks and Recreation Master Plan including:

- Importance of preservation, enhancement and conservation of ecosystems
- Creating indoor and outdoor spaces for Indigenous celebration and gathering
- Recognizing or reinterpreting cultural landmarks and inclusion of art by Indigenous artists in public spaces.

Our desire to strengthen relationships, engage in meaningful conversations and willingness to learn will continue to inform the implementation of the PRMP and ongoing work planning for the Park Department.

Figure 4 – Photo of the local First Nations, Métis, Mixed Ancestry, Inuit Sacred Fire space located in Royal City Park



What we heard

Specifically for the Park Plan, we engaged 426 people and another 482 were informed of the plan. Our engagement plan included four different opportunities to share feedback through virtual focus group meetings, stakeholder meetings, online engagement and direct email correspondence. Detailed summaries of what we heard from each round of engagement can be found on the [project webpage](#).

Park development goals

- Protecting parks and creating new parks were the top ranked park development goals for Guelph by survey and focus group participants
- Upgrading parks was the third highest ranking goal from the survey; focus group participants chose adding new park features in existing parks
- “Plan activities in parks” was the lowest ranking goal by survey and focus group participants

Priorities for locating new parks

- Areas with high population density, areas of high socioeconomic need and areas with few parks were the top three ranked priorities for locating new parks by participants at both focus group sessions

Preferred ways for the city to acquire more parks

- Parkland dedication (land or cash in lieu to buy parks) from developers and home builders was the preferred way for the city to acquire more parks, with an emphasis on acquiring land. Repurposing existing city land was the second preferred option
- Leasing land and purchasing land with tax dollars were the two lowest ranking methods

How recent changes due to COVID might affect park planning

- Parks became extremely important to residents during the COVID-19 pandemic, resulting in increased need and usage of parks, trails and greenspaces
- Having easy access to a park was extremely important to ensure they were able to get outside every day
- Many noted that increased usage also means that parks and trails need to be well-maintained
- Having year-round access to washrooms and hand washing stations is important for residents. It was noted that washrooms not only need to be built/provided but also kept unlocked and clean
- More benches, picnic tables and sheltered areas to accommodate outdoor gatherings were requested
- More/different amenities to offer variety for park users are valued.

- Areas for passive recreation activities and space to enjoy the quiet and calm of the outdoors are also important
- Wider paths to allow for safe distancing and spacing out play structures and other features to avoid overcrowding in areas emerged as suggestions
- Several survey participants noted that park planning is long-term and that recent changes should have no impact

Creative possibilities to keep parks accessible and enjoyed by all

- There was a wide range of specific amenities and features that the community would love to see in Guelph parks, including:
 - Disc golf courses, pickleball courts and other sport-specific features
 - Chess boards, ping pong tables and other areas to play games outdoors
 - Outdoor exercise equipment and areas to participate in outdoor exercise activities (i.e. yoga, tai chi)
 - Pizza ovens and barbeques for public use, as well as food carts/trucks and water refill stations
 - More seating and sheltered areas
 - Community gardens and pollinator gardens
 - Nature education and heritage features
 - Art installations, and
 - Water features, such as natural ponds, splashpads and fountains
- People want parks to be accessible for all members of the community. This includes having parks accessible via bus routes, as well as appropriate surfaces and equipment, particularly for those using mobility devices or strollers
- Attract people and visitors to parks by hosting events — markets, craft fairs, concerts, movies etc.
- People want to see trails and parks linked throughout the city
- Creative financing tools and legacy contributions were identified as possible ways to acquire more parkland

Developers also had a range of creative suggestions for Guelph parks:

- Urban squares are a unique way to provide recreational opportunities
- Parks could be built on top of stormwater management tanks, allowing the land to be used for dual purposes
- Incorporate trails and vistas around stormwater ponds
- Use utility corridors for trail connections and recreation opportunities
- Incorporate heritage of the site to tell the history of the city (buildings, signage and trail markers, sculptures)
- Use technology to enhance the experience (i.e. guided tours, connecting trails)

Parks and Recreation Master Plan engagement

We shared information through various platforms and over the course of the project 1,100 people engaged with us and 700 people reviewed the information but chose not to engage. Engagement included 16 different opportunities to share feedback throughout public events, stakeholder meetings, advisory committees of Council, intercept polling, online engagement, and direct email correspondence.

Key survey responses about parkland

- 88.2 percent of survey respondents feel that they live close enough to a park and 72.9 percent of people use the park that is closest to them most often.
- For 27.1 percent of people that don't use the park closest to them the popular reasons include: they prefer destination parks, prefer larger parks, go to parks with specific amenities/features, prefer a specific type (natural or sports fields) and prefer parks with more shade.
- Respondents confirmed the top three priorities for the future of our park and open spaces are: 1) connecting parks with trails, sidewalk or greenways, 2) obtain more land for parks in the form of small pocket parks in existing areas, 3) add more trails in existing parks and natural areas.
- Almost half of survey respondents believe that adding or improving trails is the best way to provide recreation in our community to adults, youth and seniors. The other top popular amenities include dog parks, all season rink with boards and a ninja obstacle course/outdoor fitness equipment.

Key feedback about making our park system better

- Create a healthy community for all, where everyone feels safe and welcome (e.g., all ages, backgrounds, income levels and abilities).
- Invest in aging parks and infrastructure to help balance service levels between new and old parks.
- Create infrastructure to encourage daily exercise, such as on-road cycling, trails, safer streets and high-quality public spaces that are universally accessible.
- Install more low-cost/free park amenities for informal play like disc golf, cross country ski trails, bocce ball, pick-up sports or other similar features.
- Make outdoor recreation facilities multi-purpose and encourage all-season use.
- Provide more washrooms and water fountains in key locations.
- Plant more trees in parks and areas of naturalization to provide shade for users and contribute to other environmental benefits.

Natural Heritage Advisory Committee

City staff met virtually with the Natural Heritage Advisory Committee on May 13, 2021. Discussion questions were asked of participants:

- Do you agree that the Natural Heritage System has recreational value?
- How should the city connect people to nature?

The following formal comments were provided as part of the meeting minutes:

- Consider including 'biodiversity' in the operational definition of the Guelph Parks and Recreation Master Plan.
- We want to ensure that increased impacts to natural areas do not result from natural areas being considered 'parks' and/or part of a 'park continuum'.
- We want to have more naturalized spaces and pollinator gardens in the Open Space System to provide 'transition zones' between parks and natural areas.
- We want to build the appreciation and protection of natural areas through education, including the use of signage, technology, community programs, trail ambassadors, Park Rangers and knowledgeable Staff at parks.

Figure 5 - Picture of a boardwalk in the Hanlon Creek Conservation Area



Guelph’s Community Plan Year of Listening

Guelph’s Community Plan shapes what our city will look like over the next 10 to 20 years. The Plan has six broad themes that express how we want our future to unfold. Many of these themes relate to the importance of parks and recreation in creating a healthy, vibrant and prosperous community.

Guelph residents expressed their specific views on parks in the “Year of Listening” community engagement that was a part of the Community Plan. More than 10,000 community members, visitors and city staff provided input as a part of the extensive community and stakeholder engagement which included over 110 meetings/ workshops.



The community provided the following feedback about our city, our parks and how Guelph should grow. Parks and green spaces were one of three of the most reported topics alongside affordable housing and reliable transit. Residents specifically confirmed:

- Need to protect, expand and animate parks and green spaces, which was distinct feedback from other environmental features
- An emphasis on the need for accessible opportunities that are equitable and barrier-free opportunities
- People want a connected river trail system that encourages outdoor pursuits
- Our park system needs spaces beyond sport fields and programmed needs—we need spaces for social interaction that are integrated into the fabric of neighbourhoods
- Guelph is full of amenities to support health and well-being; therefore, we need amenities that grow as the community grows.
- Mixed-use, complete, walkable and interesting neighbourhoods, and building up not out are preferred
- The personality and vibe of “Guelphiness” is important to protect and promote.

Parkland Dedication Bylaw update (2018)

We led an engagement focused process from 2017-2019 as part of our Parkland Dedication Bylaw update. The feedback received help shape our current Parkland Dedication Bylaw which was passed by Council in early 2019. Engagement activities took place over three phases of work and included internal stakeholders, external agencies and stakeholders and the general public.

Stakeholder feedback came from a wide range of industries including property developers, real estate professionals, local planners and engineers, institutional representatives, agency stakeholders and the interested public. Key feedback we heard during that process included:

Essential elements of a successful park system:

- System that is linked through a diversity of spaces and park types
- Active recreation opportunities and all-season programming
- Accessibility and connectivity, specifically access to public transit
- A system that is equitably distributed throughout the city
- Opportunities for community input to animate the park space

Strengths and opportunities of our park system

- Connected green spaces and trail network
- Existing inventory of large more traditional landscaped parks
- Parks are part of Guelph’s identity and attraction
- Nice trail system that is linked to the Natural Heritage System and parks
- Good hierarchy and diversity of park types

Weaknesses and challenges with our park system or policies

- Deficiencies in land and amenities noted in some existing neighbourhoods
- Reliance on third party providers is problematic to our inventory
- Infill and fragmented development make it difficult to get good sized parks
- Historically accepted woodlots as parkland dedication, policy has changed
- Collecting enough parkland for residents, current and future
- Striking a balance between developer’s goals and meeting city’s parkland needs
- City needs to ensure that intensifying areas are serviced with quality public spaces and services



Parks are essential to our community

Parks are vitally important public services—like roads, sewers, stormwater management or waste collection. Parks are no longer viewed as luxury amenities, but as important city services. Parks are fundamental to quality of life for residents and our parks make Guelph more livable, environmentally resilient and help attract businesses. The focus themes in the Community Plan are a perfect place to start our conversation about why parks are essential. The Community Plan presents a vision for the future that will inform, inspire and guide us as we move forward.

We are home – creating social connections

Parks are a very important part of making everyone in our neighbourhoods feel included. Studies show that quality parks have a direct impact on our sense of community.⁴ To “love our neighbourhoods and keep them strong” we need places to create social connections. Loneliness and social isolation have tangible health risks and today about 25-30 percent of Canadians across all age groups report persistent loneliness and social isolation.⁵ This is often higher in low-income or newcomer groups.⁶ Outdoor spaces like parks and trails can create perfect opportunities for social connection—either through intentional get-togethers (programs, planned meetups or events) or casual meetings.

Casual connections are important for strong and healthy communities—knowing our neighbours, even enough to say hello, is important for our sense of belonging in our community. Casual interaction can make us feel safer, socially connected and reduced feelings of loneliness.⁷ Luckily, in Guelph, 90 percent of people describe their neighbourhood as a place where neighbours help each other.⁸

For areas where many people live in apartments, parks become even more important to meeting others in their neighbourhood. A casual hello can be a powerful tool to help facilitate community connections, combat social isolation and create a sense of local pride. Our parks can help us “keep our big, small city vibe” and form part of our social infrastructure.

⁴ [The Relationship between Social Cohesion and Urban Green Space \(2019\)](#)

⁵ [Loneliness is a ‘significant issue’ in Canada \(2018\) Dr. Robin Lennox](#)

⁶ [Toronto Vital Signs Report, Civic Engagement & Belonging \(2019/20\) Toronto Foundation](#)

⁷ [Parks and the creation of social capital \(2019\) Park People](#)

⁸ [Wellington County Vital Signs \(2018\) pp9, Guelph Foundation](#)

We protect the environment – climate resilient city

Parks present an opportunity to help build a climate resilient city as we ‘prepare for the future.’ Parks can help protect against extreme weather events, flooding, intense heat and poor air quality.⁹ Parks can also give us places to connect with nature so that we can preserve and protect the Natural Heritage System from human impacts.

The frequency of extreme weather and flooding has increased in recent decades and this trend is forecasted to continue.^[1] Parks, like other landscaped areas, can help mitigate these weather impacts. There may also be opportunity to integrate ‘green infrastructure’ projects like rain gardens or bioswales into parks, in existing areas, to help reduce flooding and improve water quality. In our newly planned areas, ‘green infrastructure’ is integrated and planned for in other areas of the public realm.

Large cities can feel almost 12 degrees hotter than rural areas thanks to the heat island effect.¹⁰ Parks, natural areas and greening projects can help combat this through increasing tree canopies. Shade, found in parks and natural areas, helps absorb heat and act as natural air conditioners. Our [Urban Forest Management Plan](#) helps to ensure a sustainable urban forest that provides environmental, social, cultural and economic benefits as our community continues to grow. Parks provide a perfect opportunity to expand our urban forest canopy. A healthy mix of trees and plants can help Guelph withstand and recover from increasingly severe weather caused by climate change.

Parks can also help us be ‘stewards of our resources.’ They provide opportunities for people to connect with nature and foster life-long stewardship. People have an inherent desire to connect with nature. Being outdoors can foster an appreciation for biodiversity and help us understand the importance and value of the land we share.¹¹ The way we integrate our communities into the natural environment is a critical factor in community and environmental well-being. A healthy community is one where we have both intact ecosystems as well as places for people to enjoy nature.

⁹ [As the climate crisis worsens, cities turn to parks \(2019\) National Geographic](#)

^[1] [Canada’s Changing Climate Report \(2019\) Environment and Climate Change](#)

¹⁰ [Climate Atlas of Canada, Urban Heat Island](#)

¹¹ [Pathway to Stewardship: A Framework for Children and Youth \(2016\)](#)

We create value – helping to power our economy

Our park system can have measurable impacts on our local economy. Parks can have a positive influence on property values, property taxes and tourism. It can also improve the attractiveness of the community to homebuyers and businesses, helping to attract jobs.¹² Parks can help us ‘leverage our unique character’ and help grow Guelph as a destination.

Studies have shown that homebuyers like homes that are close to parks. Therefore, homes and properties close to parks increase in property value as people are willing to pay more to live close to a park. This in turn increases a city’s property tax revenue. The impact of a park on property value has been understood since the 1870s when Frederick Law Olmstead used this premise as justification for investment in New York’s Central Park. Research has since quantified the impact showing that homes within 500 feet of a park can increase the value by at least 8 percent or more.¹³

Parks can also help bolster local tourism and lead to increased sales tax from spending by tourists. Larger destination parks can bring people into cities as tourist attractions themselves or they can host festivals, concerts and other events. In 2017 Guelph welcomed 1.7 million visitors: with more than 160,000 visitors enjoying sporting events and almost 50,000 people for festivals. Local Guelph tourism spending accounts for 2,100 local jobs and tourism spending stimulates over \$155 million in sales of goods and services.¹⁴

There are many other ways that parks provide economic value to cities. Parks offer free or low-cost ways to interact socially, participate in sports or to get physical activity. Each of these ways contributes to a healthy community and reduces overall health care costs. Parks also offer environmental savings by helping to reduce stormwater management costs and reduce air pollution. Overall a good park system is a worthwhile and necessary investment for prosperous cities.

¹² [Measuring the Economic Value of a City Park System \(2009\) Trust for Public Land](#)

¹³ [How Much Impact Do Parks Have on Property Values? \(2020\) NPRA](#)

¹⁴ [Guelph Village of 100 people, pp7](#)

We feel well – foster good mental health

Parks and trails are key types of ‘health infrastructure for the future’ as they provide an enjoyable, convenient and affordable means of exercise and connection to nature. Research shows that parks undeniably contribute to community health and wellbeing. Spending time outdoors and close to nature, even for a short period of time, has been linked with improved mood, concentration and happiness.¹⁵

One of the first reported studies showing the relationship of green space and health was in 1984 by environmental psychologist Roger Ulrich.¹⁶ The study measured health outcomes of people recovering from surgery at a hospital in Pennsylvania. Patients were studied in two groups: people with beds beside windows looking at trees and people who looked at a brick wall instead. All other things being equal, people who looked out on green space healed, typically, a day faster, had fewer postsurgical complications and needed significantly less pain medication than people who looked at a brick wall instead.

It wasn’t widely understood in 1984 that green space had measurable impacts on healing—Ulrich’s research was ground-breaking. Since then, numerous studies quantifying and studying the effects of green space on human health have been undertaken worldwide. It’s become almost common knowledge that time spent outdoors has a positive impact on our mental health.

Another important consideration is how poor mental health can impact our ability to earn a living, learn, connect to one another and achieve.¹⁷ Parks help us feel well and improve health outcomes for all people. Having parks accessible to everyone, we can provide opportunities to improve mental health, quality of life and reduce health risks.

COVID-19, parks and mental health

COVID-19 helped many people realize how important parks are to our physical and mental health. We saw our trails and green spaces filled with more people than ever to escape the stress of the pandemic. In a national survey by the Park People, 82 percent of Canadians said that parks became more important to their mental health during COVID-19 and 55 percent of cities surveyed said park use increased during COVID-19.¹⁸ The COVID-19 pandemic also saw sales of bikes, cross country skis, running shoes and other outdoor equipment skyrocket. Many people invested in new equipment and explored park systems in new ways. Experts believe this ‘outdoor boom’ will last for another 5-10 years as people have developed a new love of the outdoors.

¹⁵ [Go greener, feel better? \(2015\) Landscape and Urban Planning Journal](#)

¹⁶ [A View Through a Window May Influence Recovery from Surgery \(1984\) R. Ulrich](#)

¹⁷ [Poverty and Mental Illness, Canadian Mental Health Association](#)

¹⁸ [COVID-19 and Parks: Highlights from our national surveys \(2020\) Park People](#)

We play and explore – encourage physical activity

Play fosters good mental and physical health. To ‘play everywhere’ we need a network of outdoor spaces that are inclusive to community interests, abilities and for all seasons. For many community members, leisure and culture are tied to our green spaces.

Parks offer a perfect opportunity to participate in physical recreation—through both programmed (e.g., sports or events) and unprogrammed activities (e.g., walking, playing, using recreation facilities). Physical activity can reduce or prevent health problems and parks can help people get outside and moving for low or no cost at all.¹⁹ For people who are inactive, even small increases in physical activity can bring measurable health benefits.

A recent Canadian study found that the number and total area of parks within a kilometre of a person’s home predicted how likely people were to participate in physical activity.²⁰ People that have access to parks tend to participate in physical activity more than others as parks support active-friendly environments.²¹ Investment in our park system is an investment in our community health.

We move around freely – active transportation

Parks and trails provide a perfect opportunity to incorporate physical activity for low or no cost through active transportation. Pathways in parks typically require less capital investment than other recreation facilities like pools or gyms. Having “abundant trail corridors [to] connect neighbourhoods seamlessly” is important to support active transportation and make it easy to move through our city.

An interesting way to look at park and trail development is to consider the increased health benefits of users and the potential for reduced health care costs. In a recent study that looked at the cost-benefit analysis of physical activity using trails, it was estimated that for each dollar spent on building, maintaining, and using trails, nearly three dollars were realized in reduced health care costs by the trail users due to improvements in their health.²²

Pathways within parks and connections to parks offer an opportunity to connect to Guelph’s wild and natural spaces.

¹⁹ [Let's Get Moving \(2018\) Public Health Agency Canada](#)

²⁰ [Parkland Proximity with Neighborhood and Park-Based Physical Activity \(2009\)](#)

²¹ [The Benefits of Parks \(2003\) Trust for Public Land](#)

²² [A Cost-Benefit Analysis of Physical Activity Using Bike/Pedestrian Trails \(2005\)](#)

Defining the park system

Defining what is considered a park is a difficult task because there are many definitions and personal opinions. Depending on who you ask or what policy you read, the term parkland can mean a variety of things. Clearly defining 'parkland' is an important part of this report and has an impact on how we plan.

For the purposes of this plan and our policies, parks are areas of land set aside primarily for human enjoyment, recreation and connection to nature. The terms 'park' and 'parkland' are used interchangeably to refer to these areas of land.

Parks are different than natural areas

Most municipalities have policies that differentiate parks from natural areas or other green spaces (stormwater management areas, schools, etc.). Municipalities recognize the importance of Natural Heritage Systems and reserve these spaces for protection of the natural environment. They are excluded from policies or strategies relating to parkland as they typically have limited accessibility or opportunities for recreation. Guelph is no different, our [Official Plan](#) policies distinguish parks separately from the Natural Heritage System and other green spaces.

The Official Plan sets out how we will manage Guelph's future land use patterns and growth that will shape our city in the future. In the Official Plan there are two systems that are important to distinguish: Open Space System (OSS) and Natural Heritage System (NHS). These are distinct systems with different functions, however in many ways they are interconnected and support to each other. The city's NHS policies have been adopted by Council and changes to NHS policies are not being considered through this plan.

Figure 6 – The OSS and NHS support one another but are distinct systems

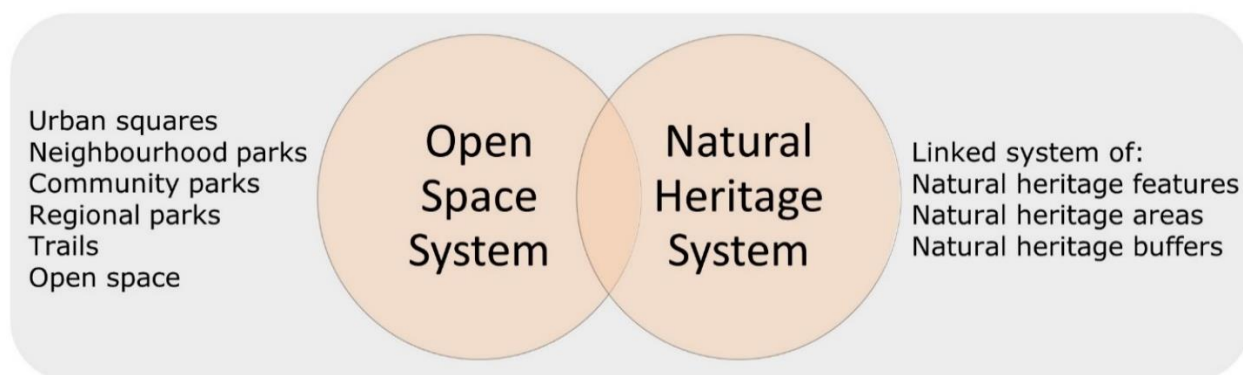


Figure 6 is a conceptual representation of the complex and interconnected relationship between the OSS and the NHS. These two systems are distinct land uses with their own specific policies.

Open Space System

The Open Space System (OSS) consists of parks, trails and open space areas that are not part of but may be interconnected with or supportive of the NHS.

Recreation is the primary function of the OSS

The OSS's primary function is to provide outdoor recreation opportunities to the community. Recreation is more than sports or engaging in physical activities. It can also include connecting with nature or helping others through volunteering. The definition from the Canadian Parks and Recreation Association helps us understand the breadth of recreation:

Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative and spiritual pursuits that enhance individual and community wellbeing.²³

Planned recreation takes place in the OSS and is supported largely in our park system. There are recreation opportunities provided by other publicly accessible spaces in the city, but other spaces don't provide recreation as a primary function. It's important to preserve space for recreation in our community because it is a vitally important public service and fundamental to quality of life for residents.²⁴

Recreation is provided through a wide range of park spaces

A functioning park system is made of different spaces, places, recreation opportunities and characteristics. We offer places for people to play sports, connect with nature, walk, gather with friends and family, participate in events or sit and relax, to name a few. Planning our park system means understanding the wide range of activities we need to provide for and incorporating them into recreation facilities, spaces, amenities or programming.

With limited resources and funding, we have a system that provides amenities and features in an efficient way. We group parks into categories so that we can assess and plan for distribution across the city. Our Official Plan describes four different types of parks: urban squares, neighbourhood parks, community parks and regional parks. Each park type has a slightly different function and offers a different level of service to our community.

²³ [Framework for Recreation in Canada \(2015\) CPRA](#)

²⁴ [How Do Leisure Activities Contribute to Subjective Well-Being? \(2011\)](#)

Natural Heritage System

The Natural Heritage System (NHS) is one of our most valuable assets. It enhances the quality of life within the city by protecting natural features and ecological systems. It is composed of linked natural heritage features and areas and their associated buffers. Its primary function is to protect, maintain and enhance the city’s biological, hydrological and geological functions and to sustain local biodiversity. It is not a focus of this plan, but its important to understand how it relates to our park system as there are number of complementary secondary functions.

Figure 7 - Complementary functions of the OSS and NHS

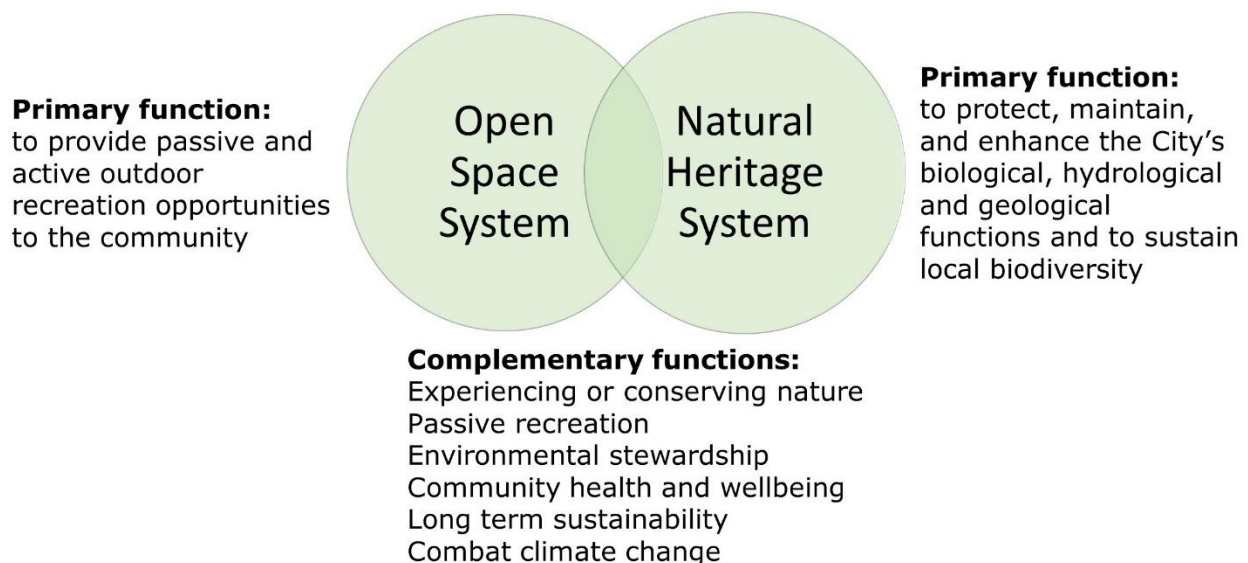


Figure 7 is a conceptual representation of the complex and interconnected relationship between the OSS and the NHS. These two systems are distinct land uses with their own specific policies.

Recreation opportunities are limited within the NHS

People have an inherent desire to connect with nature. A healthy community is one where we have both intact ecosystems as well as places for people to enjoy nature. Guelph residents and visitors want access to our natural areas, but this isn’t always best for sustaining our local ecosystems. Human use can impact the resources we want to protect in many ways, like adding noise that disrupts wildlife or physical damage such as compaction and vegetation trampling.

Some parts of the NHS may be publicly accessible but is not actively encouraged. Local policies across Ontario have evolved to fully recognize the ecological, hydrological and geological importance of NHS land. Many municipalities are taking

an environment first approach and limiting the use of NHS land for recreation and human enjoyment.

Guelph’s Official Plan policies recognize that some passive recreational activities may be compatible with the preservation and protection of natural features of buffers and may be permitted within the NHS. Things like bird watching, snowshoeing, photography, and forest bathing are all considered passive recreational activities and may be permitted but we must demonstrate that they can be done in a way that minimizes impacts to the natural environment.

These passive recreational activities permitted in or adjacent to the Natural Heritage System always require additional consideration. They need to be reviewed and assessed as part of land natural area management plans or Environmental Impact Studies (EIS). The effect(s) of recreation should be manageable through mitigation, with the result being no negative impact to the buffer, area, feature or its function.

Parks and NHS lands are often located beside each other

Throughout Guelph, the OSS and NHS are often found beside each other—like how some of our trails travel through NHS lands or how our parks are found beside natural areas. The OSS and NHS are seen as compatible land uses and there are benefits of locating them beside one another.

Research has shown that contact with nature can lead to improvements in mood, thoughts and overall health. It has also shown that the more biodiverse the space is, the greater the benefits.²⁵ Having parks and NHS interconnected or co-located helps maximize health and wellness benefits for residents. It can also help conservation and restoration efforts by providing access to nature in a managed and controlled way.

We also know that people want to be close to or ‘in’ nature as a way to recharge or relax. Managing this desire by locating parks close to natural areas is one way to help keep our ecosystems intact and minimize impacts of human use on the natural environment. If planned correctly, parks can keep people in designated areas and protect sensitive systems contained in the NHS—while also providing the personal benefits of being close to or ‘in’ nature. Good planning can also introduce residents to natural area stewardship, increase awareness of our natural environment and encourage a sense of ownership over conservation and restoration efforts.

²⁵ [Relations between naturalness and restorativeness of urban green spaces \(2013\)](#)

Definition of parkland

Not all green spaces are considered “parks” within our policies or this plan. Our plan focuses on parkland, which is land set aside primarily for human enjoyment, recreation and connection to nature.

Developing a clear definition of parkland is difficult because parks can serve multiple functions and our criteria, policy and definitions have evolved over time. How we define parkland also impacts what we consider acceptable land to acquire through development - also called parkland dedication. Having a narrow definition for parkland ensures there are spaces in the city that can be developed for recreation. City policies already protect lands for infrastructure and preservation of ecosystems, so it is equally important to ensure land is available for recreation.

Most municipalities narrowly define parks as unencumbered lands secured or owned by the municipality suitable for development of park and recreation infrastructure. We define parkland in a similar way:

- Land that is secured, owned, leased or managed through agreement by the city and is primarily for active or programmed recreation
- A whole parcel with defined boundaries and named a park
- Land suitable for park or recreational development like sport fields, play equipment, urban squares, or plazas
- Land that does not have restrictions, sometimes called encumbrances, like environmental preservation or hazard issues (like floodplains, unstable soils or slopes)—we recognize that within the boundary of some of our existing parks there may be natural heritage areas or features, cultural heritage features or other restrictions that are considered part of the park
- Land that’s acquired by the city through a parkland dedication process or another means (i.e., purchased/ donated/ bequeathed) specifically for public park purposes—recognizing criteria for parkland has evolved over time.

Some exceptions of parkland in our existing inventory

We recognize that parks can serve multiple functions and our criteria, policy and definitions have evolved over time. We acknowledge that there are some existing parks we inventory as parkland but may not meet the whole definition above. It’s important we continue to recognize these spaces as parks as they have a long history of use as parkland. Some examples include Mitchell Woods, Preservation Park and Crane Park, which are all designated NHS in the Official Plan; or Elmira Park, Joe Veroni Park, and Deerpath Park where a portion of the site contains natural features. Redefining historically defined parks is out of scope for this document and is not being considered at this time.

Acceptable land for parkland dedication

Our Official Plan policies and Parkland Dedication Bylaw include specific requirements for what is and is not considered acceptable as parkland dedication.

Land that is not acceptable includes:

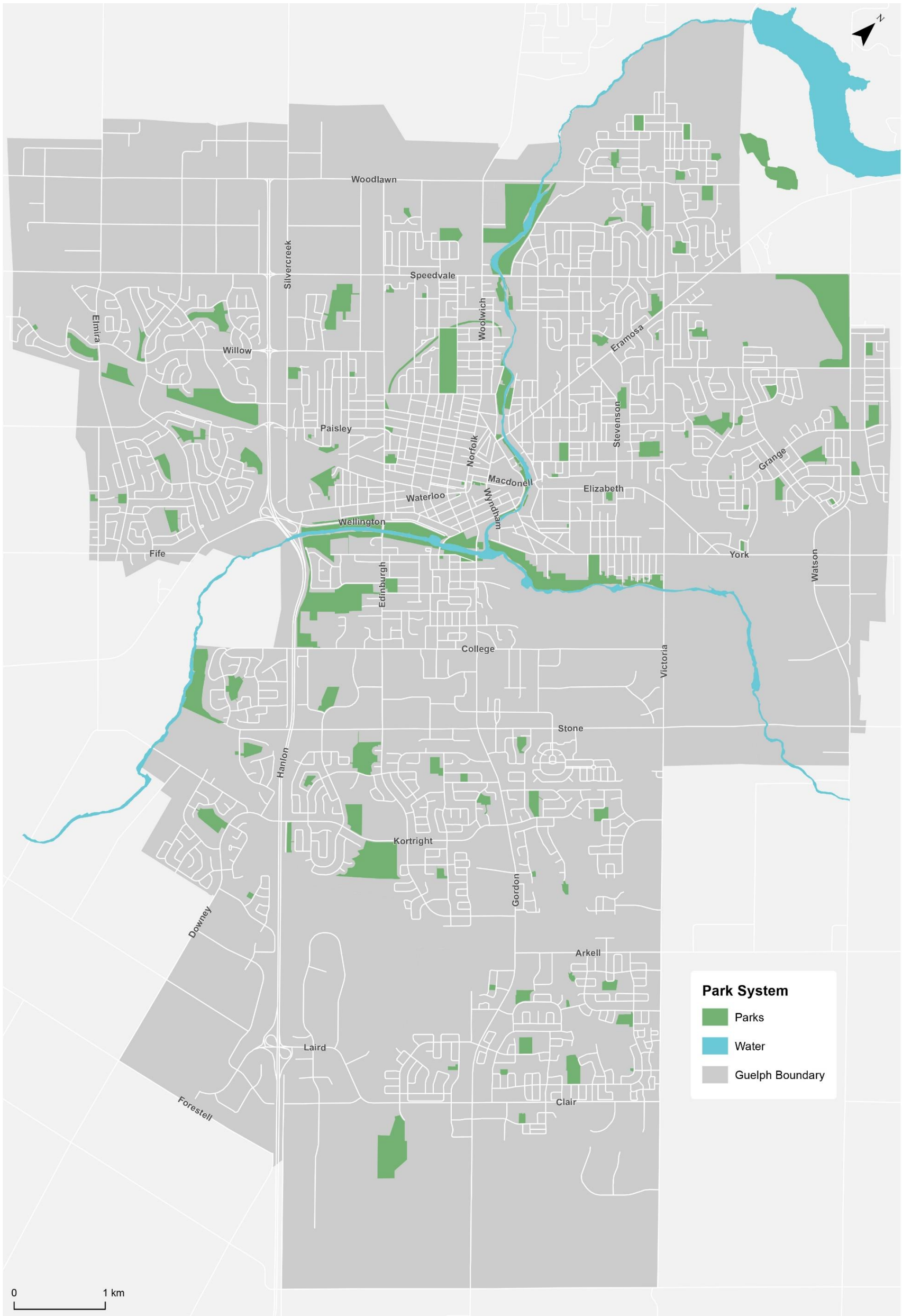
- Land that is identified as part of the city’s Natural Heritage System
- Land that is susceptible to flooding, has poor drainage, erosion issues, extreme slopes or other environmental or physical conditions that would interfere with their potential use as a public park
- Land that is required to accommodate stormwater management facilities, subject to acceptance by the city
- Land that is deemed to be contaminated, subject to acceptance by the city (note that contaminated land shall only be accepted by the City in accordance with the city’s Parkland Dedication Bylaw and ‘Guidelines for Development of Contaminated or Potentially Contaminated Sites’)
- Land that is used or proposed to be used for utility corridors or other infrastructure incompatible with their use as a public park
- Land that is encumbered by easements or other instruments that would unduly restrict or prohibit public use, and
- Land for trails or active transportation purposes

Figure 8 - Picture of York Road Park



Map of Guelph's Park System

Figure 9 – Guelph's park system map



Data provided by: City of Guelph
 Map produced by: SSMIC - AIS, November 2021

A park continuum

There is land in the city that complements our park system but is not considered parkland—we include this other land in what we like to call our ‘park continuum’. The park continuum includes all park-like spaces including parks, NHS land, schools, and many others we discuss in this section.

The park continuum is a helpful way to recognize the importance of other lands that share complementary functions in our community but are not parks. These complementary lands offer similar benefits to our park system and form part of a publicly accessible system of green spaces and contribute to community identity, local character and sense of place. Many of the spaces in the park continuum are also part of our public realm, which are publicly owned spaces that belong to and may be used by everyone.²⁶

Parks for all: an action plan for Canada’s parks community

In ‘Parks for all: an action plan for Canada’s parks community,’ the Canadian Parks and Recreation Association and the Canada Parks Council describe a range of green spaces as the park continuum. The plan says that, “nature—whether for conservation, recreation or sustenance—is the common ground for the parks continuum”.²⁷ Land reserved for conserving or experiencing nature is considered part of the continuum. The range of park types is wide and includes urban parkettes to national parks to wilderness areas. Each park may have a different function, but with complementary goals of experiencing or conserving nature.

In Guelph, our parks continuum is made up of all outdoor spaces that contribute to human or environmental health, with varying main functions. It’s important to have a term that collectively describes all the green spaces in the city, whether they are considered parks or not. This definition is helpful to understand the range of spaces that help make Guelph a livable and healthy community.

Figure 10 - Park continuum (human-made, semi-natural, natural)



²⁶ [Healthy communities and planning for the public realm \(2016\) OPPI](#)

²⁷ [Parks for All: An Action Plan \(2017\) Parks Canada](#)

Guelph park continuum

Our park continuum in Guelph is the land set aside for public outdoor use with a purpose of conserving or experiencing nature. It includes all public outdoor spaces that contribute to the human or environmental health of our community and includes parks as well as the following lands:

School properties

The public use of school grounds is permitted through Ontario’s [Community use of Schools](#) policy. This policy encourages using schools and school grounds for the mutual benefits of students as well as the local community. The policy says that school-related activities take priority and applies outside of school hours or events.

The city has some joint-use agreements with local school boards—which are in scope for this plan but not part of our inventory of parks. These agreements outline responsibilities related to the maintenance, life cycle or operation of a recreation facility or trails. These are assets that the city maintains on the school board’s behalf, often book them on behalf of local user groups and invest capital funds into maintaining. These amenities represent part of the overall service level the city offers to residents and are not part of the overall park inventory. Some examples include the St. James running track or the sport fields located at Bishop Macdonell Catholic High School.

Grand River Conservation Authority properties

The Grand River Conservation Authority (GRCA) owns land in the city that is sometimes used for recreation.

Some of these areas are owned by the GRCA but managed through agreement by the city—including Preservation Park, Guelph Lake Sport fields and Silvercreek Park. These properties are included in our park system.

There are also some areas that are owned and managed by the GRCA or other third parties, like Guelph Lake (excluding the sport fields). These areas which are not under agreement with the city are outside the scope of this plan.

University of Guelph and Arboretum land

The University of Guelph and the Arboretum have their own network of green spaces including outdoor recreation facilities, urban squares and trails. Many of these spaces are publicly accessible, programmed or bookable by residents. The recreation facilities offered by the University supplement the city’s inventory and help fulfill a local need to have some spaces available for advanced sports. The University of Guelph and the Arboretum lands are not a focus of the plan.

Open spaces, stormwater management ponds and rights-of-way

There are some other green spaces that can also be considered part of the park continuum including open spaces, most stormwater management ponds, stormwater infrastructure and amenity spaces within rights-of-way. These are not a focus of this plan.

City trails

Parks and trails are considered separate components of the OSS. Although trails located outside of the right-of-way are part of the city's OSS, they are not part of our park system unless they are located within a park. The [Guelph Trail Master Plan](#) is a Council-approved strategy that guides how we plan, design, fund, build and maintain Guelph's trail system. Our trail system helps link the park system together and creates opportunities for active transportation. Trails are not a focus of this plan.

Natural Heritage System

Guelph's NHS complements the park system. The NHS's main function is to protect, maintain and enhance the Guelph's biological, hydrological and geological functions and to sustain local biodiversity for current and future generations.

The NHS works together with our park system to offer limited but compatible passive recreation and connection to nature. The parks' operations department, namely the Forestry and Sustainable Landscapes division, manages and maintains city-owned NHS. Our [Natural Heritage Action Plan](#) provides direction and guidance for NHS lands in the city, and therefore NHS lands are not a focus of this plan.

River system

The river system is part of the NHS but is important to specifically note as being part of the park continuum. The Speed and Eramosa Rivers are part of the Grand River Watershed and are designated [Canadian Heritage Rivers](#). Although the primary function of the rivers is to support the complex ecosystems that provide habitat for plants, fish and wildlife, the Canadian Heritage River designation recognizes the secondary function of passive recreation. There are also several parks that are adjacent to the NHS along the river. Making connections to the river and NHS system while also protecting and enhancing the NHS is an important consideration for the park system.

The river system is also especially important to Indigenous people. Guelph is situated on treaty land that is steeped in rich indigenous history and home to many First Nations, Inuit and Métis people today. The merging rivers was a meeting point for Original Peoples and it is important to engage Indigenous people early on when undertaking work in and around the rivers.

Why all the park continuum is not considered parkland

Having a wide range of spaces for people to experience is important to a healthy community. We recognize that land can have multiple functions and offers a variety of benefits to our community, but some land is not primarily for human enjoyment or recreation, sometimes this is secondary. Therefore, we include all green spaces in our park continuum, but not necessarily our park system.

We differentiate parks from other land to make sure we continue to have dedicated space for recreation. We also recognize that different types of land have different functions in our community. Some land is conveyed to the city, while other land is owned and operated by others. We also differentiate this land because of the tools we have to get the land or the policies, legislation or requirements that govern it.

Our level of service and park continuum

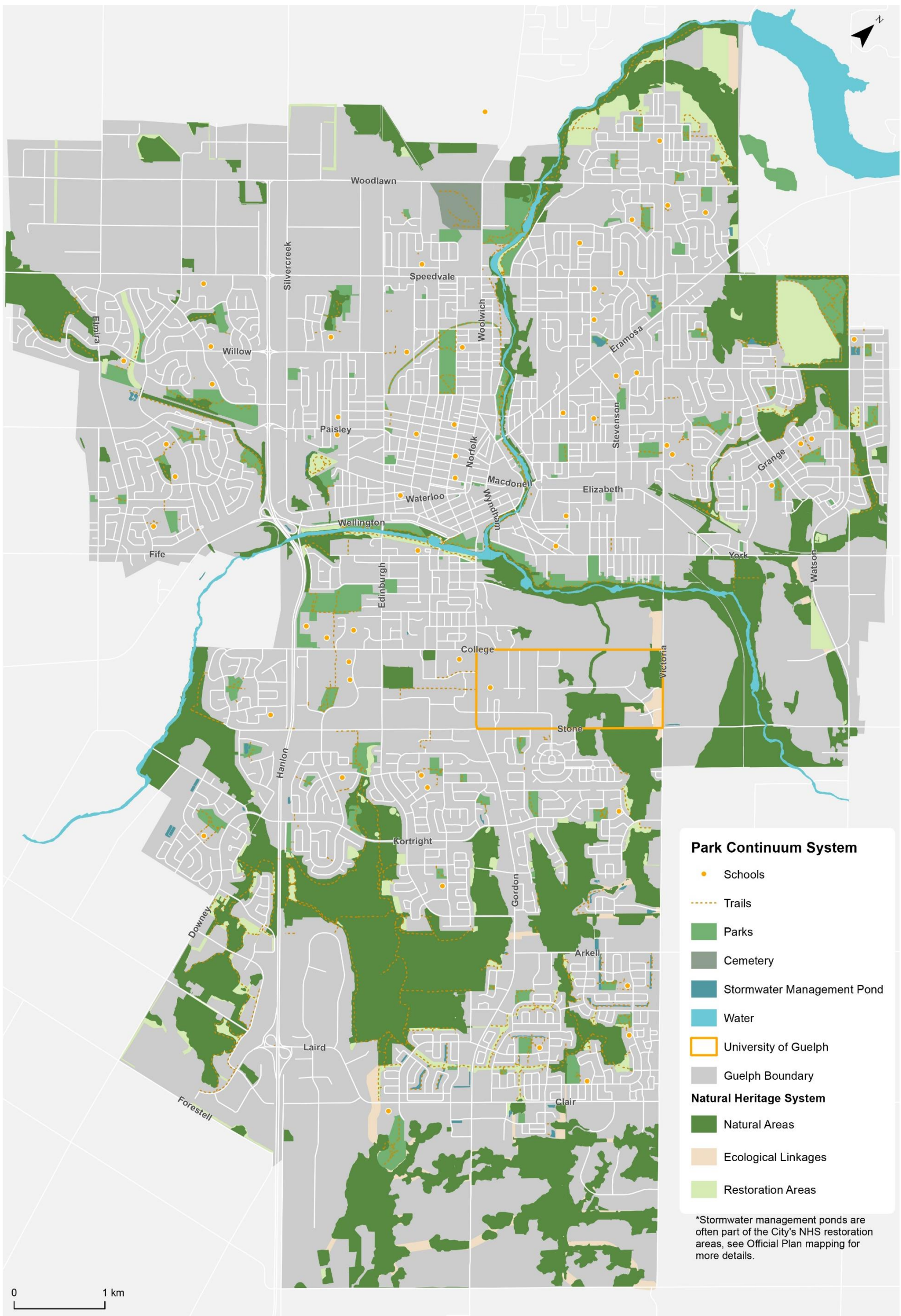
Our level of service is a reasonable and measurable expectation for the type and quality of service we provide to the community. In the case of parks there are several things we can measure to understand our level of service, like the amount of parkland per person, number and quality of our assets and how much money we spend per person on park operation.

When we talk about park level of service, we are referring to our inventory and our park definition, including the exceptions we have noted. We don't include the other land from the park continuum in our level of service assessments.

Our decision-making should recognize that there is other land in the city that can provide similar benefits. Although we can't count this land toward our level of service, we should be able to consider the whole system as we plan for the future.

Map of Guelph's Park Continuum

Figure 11 - Guelph park system with other land



Data provided by: City of Guelph
 Map produced by: SSMIC - AIS, November 2021



Framework: vision for the future

Building a framework

A vision, values and pillars have been developed for our PRMP that also apply to our Park Plan. Our vision and goals will set direction for the future and help us make informed decisions over the next ten years and beyond.

Our framework builds on the priorities and directions of our Strategic Plan and the longer-term vision of the Community Plan and Official Plan. It helps us deliver on each strategic priority in a different way. Within this framework, we have highlighted places where our Park Plan goals support our Strategic Plan priorities.

The city ensures parks and outdoor recreation opportunities exist for all residents. Our community recreation needs will be examined more broadly in the PRMP. For the purposes of this plan we acquire, build, program, and maintain parks for all.

Our vision for parks

After listening to our community, we understand our core beliefs and top priorities. We took the vision outlined in the Strategic and Community Plans as the foundation for the vision for parks and recreation. Our new vision outlines our desired future:

Parks and recreation are essential to everyday life in Guelph. To be future-ready we need parks that are sustainable, inclusive, adaptable and have a built-in ability respond to a growing and diverse community. We need to connect people to each other, active living and the environment.

Our values

Building on Guelph's corporate values, the Parks and Recreation departments' service delivery is based on these value statements:

- Participation and inclusion of all citizens
- Well maintained parks and facilities
- Effective management and sustainability of resources
- Fairness and equity
- Healthy and engaged community
- Protection of the environment

Pillars from our Parks and Recreation Master Plan

Our framework includes six pillars that support our vision for parks and recreation. They help provide direction for future action plans and decision-making. The Park Plan pillars align with the Strategic Plan priorities of Building our Future, Sustaining our Future, and Working Together for our Future.

We nurture a healthy and vibrant community

Parks and outdoor recreation facilities help keep us healthy both physically and mentally. Parks offer an important opportunity to participate in physical recreation—through both programmed and unprogrammed activities. Physical activity can reduce or prevent health problems and parks can help people get outside and moving for low or no cost at all.

Guelph residents feel a sense of stewardship for their parks and feel empowered to contribute towards positive change. For many community members, leisure and culture are tied to our green spaces.



Building our future
Working to enhance community well-being and safety through direct service and program delivery

All people can participate in recreation

Guelph residents should feel welcome in our parks with opportunities for recreation for all ages, abilities, backgrounds and genders.

We value inclusion as a corporation, which makes us “stronger for our differences.” There is new awareness about systemic inequity and an increased desire to create equity of opportunity, safety and inclusion for all in our community. We are committed to improving the safety and inclusiveness of our spaces through programming, education, activities, events, and enhanced park design.



Building our future
Working to enhance community well-being and safety through direct service and program delivery

Recreation facilities and parks are welcoming and meaningful places for all people

Parks and recreation facilities are an important part of our public realm. Outdoor spaces like parks and trails can create perfect opportunities for social connection—either through intentional get-togethers or casual meetings. It’s important that everyone feels welcome and that the spaces we provide help facilitate this.

Activated and interesting spaces provide opportunities for social interaction and help differentiate Guelph from other cities. Our parks need to be designed or reshaped to nurture social well-being, provide landmark beauty and offer a safe place where everyone belongs.



Building our future

Working to enhance community well-being and safety through direct service and program delivery

Infrastructure is maintained, sustainable and responsive to community changes

A functioning park system is made of different spaces, places, recreation opportunities and qualities. This diversity brings with it challenges to providing sustainable operations practices in the future. We will need strong asset management and operation plans that are backed by long-term financial and resource strategies.

As our populations grows, we will also need to reshape our parks and facilities to meet new and emerging needs and service level expectations. We will need to provide an optimal level of service that meets the community needs and desires, is sustainable, affordable and realistic. Meeting current service demands, while updating and expanding our park system will be an opportunity in the future.



Building our future

Managing existing infrastructure

Continuing working to develop new assets that respond to Guelph’s growing and changing social, economic and environmental needs.

We support the protection, restoration and management of the natural environment

A healthy community is one where we have both intact ecosystems as well as places for people to enjoy nature. We will develop a park system that helps protect our NHS from degradation by offering places for people to connect with nature in our parks. We will also expand our urban forest and look for spaces outside of the NHS to plant more trees to help achieve our goal for 40 percent canopy cover.

Our park system also presents an opportunity to build a climate resilient city. Parks can help protect against the effects of climate change like extreme weather events, flooding, intense heat and poor air quality using green infrastructure and expanding our urban forest.



Sustaining our future

Protecting the green infrastructure provided by woodlands, wetlands, watercourses and other elements of Guelph’s natural heritage system.

Investing in “green” infrastructure to prepare Guelph for the effects of climate change

Increasing Guelph’s tree canopy

We work together with our community

We will work with our community to listen, learn and to help improve service delivery and communication. Developing partnerships with local organizations, private partners, schools and residents is important to the work we do. We can develop new spaces or programs through new service-delivery models that would otherwise be unavailable due to financial or resource limitations.

We have an opportunity and responsibility to listen to our community as we grow and improve our park system. There is also an important opportunity be more intentional and take action to address systemic inequalities to help address these issues moving forward.



Working together for our future

Developing strategic partnerships with stakeholders to improve service delivery

Exploring new funding options, service-delivery models and partnerships to ease taxes for residents and businesses



Our community now and future

To plan our park system, we need to understand who is living here and how that might change in the future. New people can bring new life to our park system and change the way we once used our public spaces. Some areas of our city are growing denser, while other areas are being developed for the first time. It is critical we understand the ways our community may grow and change.

Guelph now, as a village of 100 people

Through the Community Plan, we developed an easy-to-understand profile of our community members called [Village of 100 people](#). The infographic-based community profile shows us what Guelph would look like if Guelph was only 100 people. In this village of 100 people, each person represents 1,318 Guelphites based on the 2016 Census data.

Key considerations for this plan

- Guelph's population is aging - Guelph's median age is 38.3, in 2011 it was 37.7
- Guelph has more young adults aged 20-24 than many similar, southern Ontario communities
- 77 out of 100 people speak English as their mother tongue—the next top 5 languages spoken at home are Mandarin, Vietnamese, Punjabi, Italian and French
- People have many different ethnic origins, out of 100 people, 3 people are First Nations, Inuit and or Métis Peoples, 27 are North American (non-First Nations, Inuit and Métis Peoples), 72 are European, 16 are Asian, 1 is Caribbean, 2 are Latin American, 2 are African, and 1 is Oceanian
- Guelph has a very diverse economy and has one of the lowest unemployment rates in the country
- The median household income is \$67,829, yet 11 out of 100 people live in poverty
- 69 percent of people live and work in Guelph (10 percent work downtown) and 31 percent live in Guelph but work outside Guelph
- Guelph is a tourist destination with about 1.7 million visitors yearly; specifically tracked were 163,205 sporting event visitors, 49,757 festival visitors, 38,202 visitors.

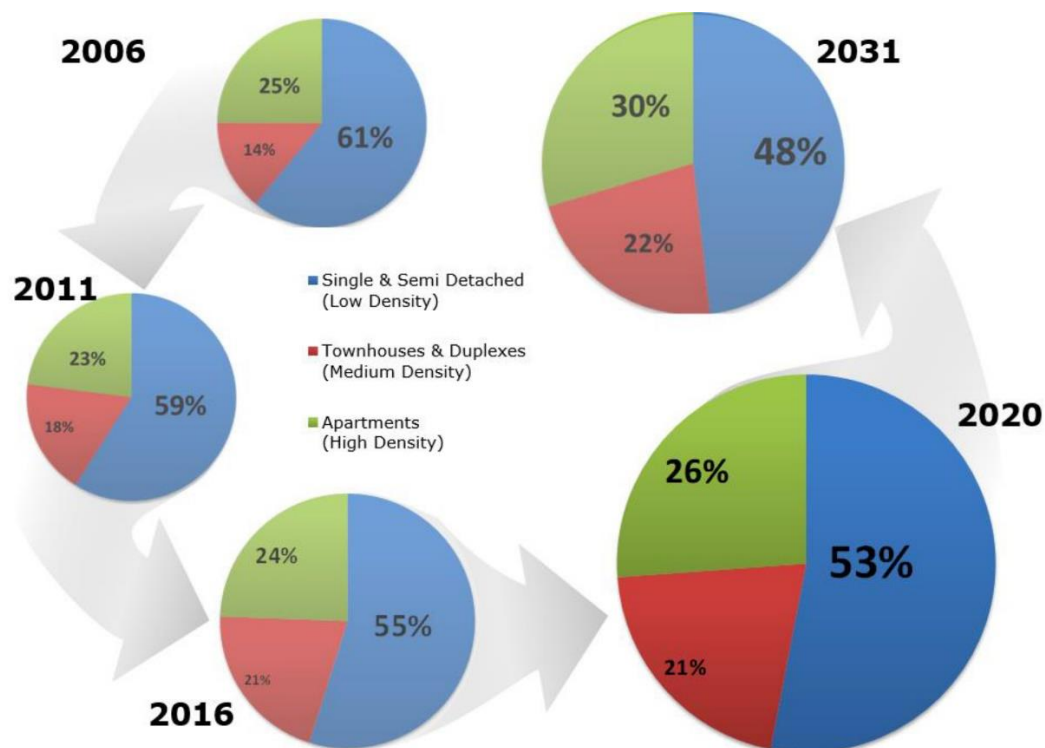
Guelph in the future, we are growing

Guelph is among the top 20 fastest growing cities in Ontario. Our population is forecasted to increase from 140,000 people to 203,000 by 2051²⁸—over 60,000 people. An additional 5,000 people are being planned for through the annexation of the Dolime Quarry lands, bringing the forecast to 208,000 people by 2051. About half of this growth is planned to be accommodated in our existing built-up area through infill development, redevelopment and intensification. More residents will mean increased demand on parks and outdoor recreation. We will need to use our land more efficiently, expand our park system and create new spaces to accommodate sports and outdoor recreation.

The way people are choosing to live is changing

As we grow more people are choosing to live in medium or high-density housing types like townhouses and apartments. This change to the housing type is an important consideration for the location, types and services we provide in parks and recreation. People choosing to live in more dense areas may seek out parks in different ways than people living in detached homes with private outdoor spaces.

Figure 12- Guelph housing mix: total housing stock, 2006-2031²⁹

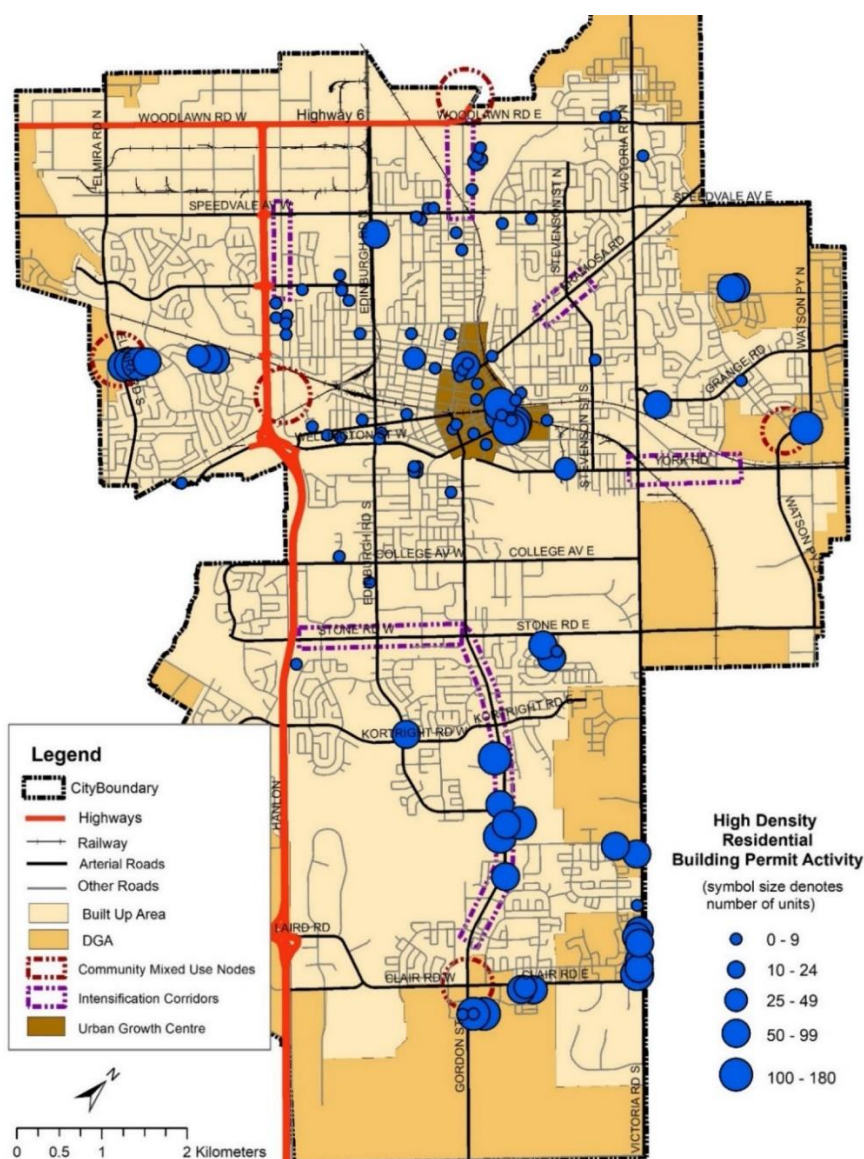


²⁸ [Guelph Growth Management Strategy](#)

²⁹ [Growth Management and Affordable Housing Monitoring Report 2020](#)

Over the last decade the share of new developments labelled as high-density has increased substantially. High density housing is typically apartment buildings with 3-10 storeys and density of 100-150 units per hectare. We expect this trend to continue beyond 2031. It's important to understand where these high-density developments are happening as they can have an impact on the services and parks in that area. Since 2009, most of the medium and high-density housing has been in the built-up area. This has been clustered near downtown, near intensification corridors, the University of Guelph or close to highways and major arterial roads where we have transit.

Figure 13 - Historical High-Density Housing Growth, 2009 to 2019³⁰

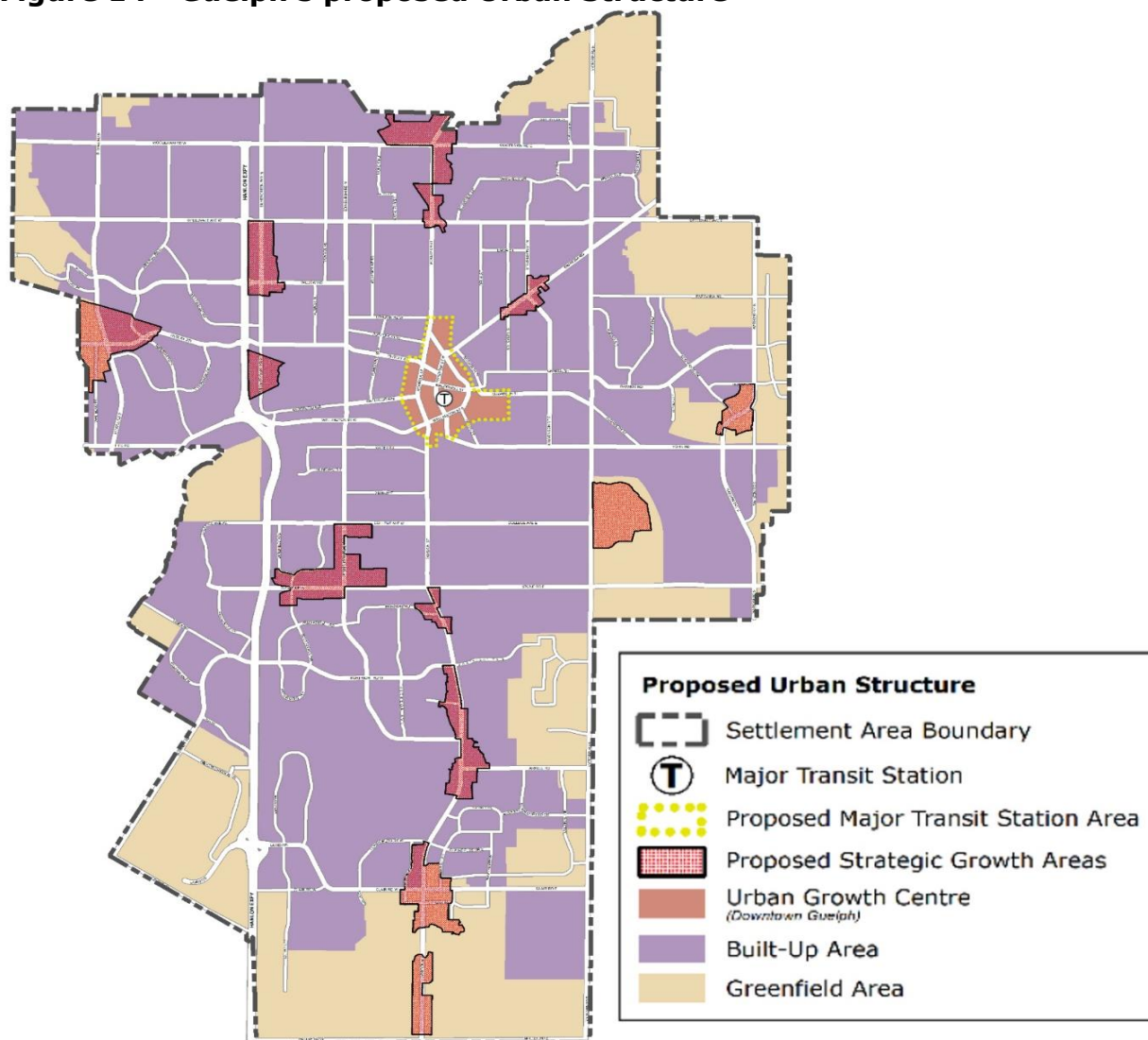


³⁰ [Shaping Guelph – Housing Analysis and Strategy](#)

Guelph’s Urban Structure prioritizes areas of growth

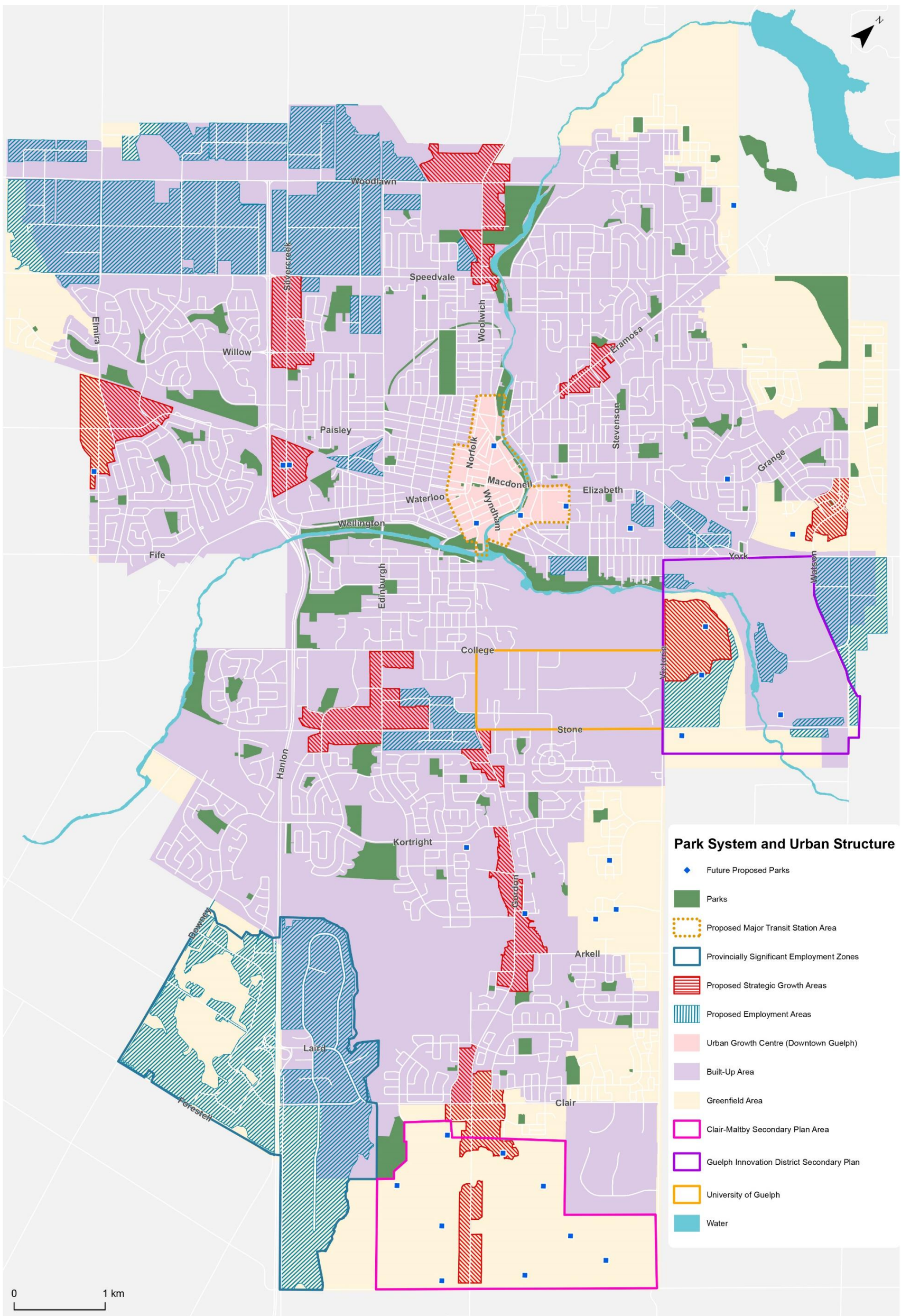
Guelph’s newly proposed urban structure helps prioritize areas of growth— through an Urban Growth Centre (Downtown) and Strategic Growth Areas (shown in red and peach in the map). These areas are intended to be focal points in neighbourhoods and include a mix of uses, intermodal hubs and medium to high density housing. Managing growth and supporting residents’ park and recreation needs will require innovative solutions and strong policy directions. We have included a map showing the urban structure with our existing and planned park system to understand where we might need to acquire parks in areas of growth. This growth data will help staff determine how to plan for future park opportunities.

Figure 14 - Guelph's proposed Urban Structure³¹



³¹ [Guelph’s proposed Urban Structure map](#)

Figure 15 - Map of Guelph's Proposed Urban Structure and Park System (note final approval to follow after provincial approval)



Data provided by: City of Guelph
Map produced by: SSMIC - AIS, November 2021

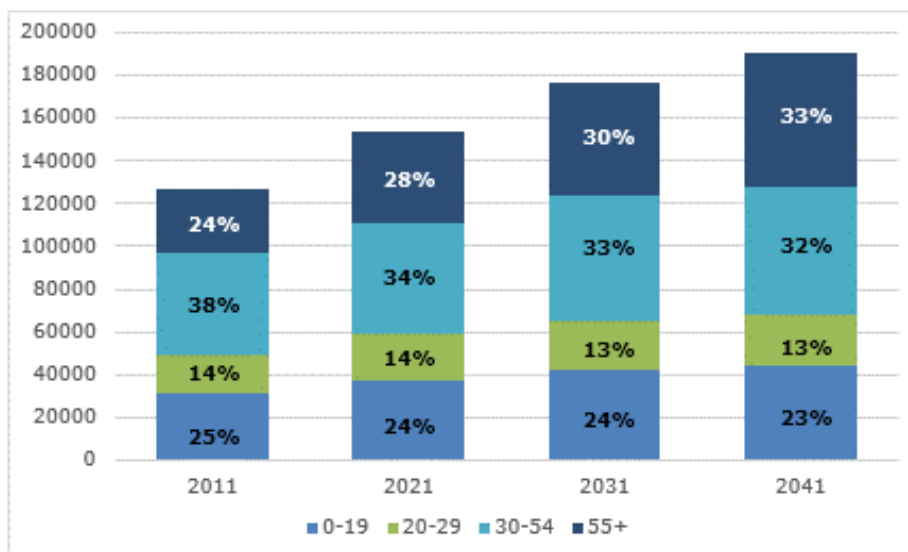
Planning for our future community members

Guelph will have a larger population of older adults

It is forecasted that by 2041, Guelph will have more than 62,000 adults aged 55 years and older, representing more than 33 percent of all residents.³² That trend is forecasted to continue to 2051. The impact of this population shift on the delivery of park and recreation services presents both opportunities and challenges. In some cases, retirees may remain more active for much longer and will have the income, time, and health to participate in leisure activities.

Guelph’s [Older Adult Strategy](#) will continue to be an important guiding document for Guelph to be a place to live and age well.

Figure 16 - Population forecasts by age group



Guelph is going to be more diverse

Ontario received about 44 percent of Canada’s total immigration in 2018/19. Of that total, the Greater Golden Horseshoe area received 88 percent.³³ This pattern of migration and immigration is forecasted to continue to 2051 and is anticipated to be one of the key ways we will grow. Welcoming newcomers to Canada will be an important consideration as we plan for park and recreation amenities, facilities and services. Guelph recently partnered with the Local Immigration Partnership to better understand barriers to recreation for newcomers.

³² [Greater Golden Horseshoe: Growth Forecasts to 2041, Technical Report](#)

³³ [Greater Golden Horseshoe: Growth Forecasts to 2051, Technical Report](#)

Planning for equity-deserving people in our community

We need to ensure we are providing park services for equity-deserving people in our community. We recognize that historically, some people or groups have not been well-represented in parks and outdoor recreation planning. We also know that economic, social and environmental conditions have resulted in an uneven distribution of opportunities. There is new awareness about systemic inequity and an increased desire to create equity of opportunity, safety and inclusion for all.

Creating equity in our park system means talking with those most affected about removing systemic barriers to access and participation. All Guelph residents should be able to access and use parks comfortably anywhere in the city. As a municipal government, we have an important opportunity and responsibility to listen, learn and take action to help address these issues. In our parks, we want to make sure we are representing everyone and ensuring we are providing service equitably.

Community Plan “We are Community”

We heard through ongoing conversations about the Community Plan that we need a more ambitious, immediate, and necessary goal related to equity and anti-racism. To develop a goal we consciously unlearned and relearned from those in the community that have the knowledge, expertise and lived experience to change systems. A new section called “We are Community” has been added to the Community Plan to address what we heard.

This new section of the Community Plan speaks of a vision for how Guelph must work as a united community. It also speaks to the importance of building the relationships and trust necessary for the sustained effort required to eradicate the racism and colonialism embedded in our structural systems.

We will continue develop new ways of working together with the community and continually improving our service delivery with what we hear.



Spatial Analysis

In order start to understand the needs of equity-deserving groups, we mapped areas in the city where they may be located using data from Statistics Canada called the Ontario Marginalization Index (ON-Marg).³⁴ Mapping and understanding demographic and geographic patterns is complex, sensitive and an evolving task. By mapping data, we can get a sense of geographic differences or inequities in our community.

Our goal with identifying and using this information is to not to single-out areas or populations, but rather to recognize where our park system can be improved. Awareness will help us ask better questions now and in the future. We wish to listen to and acknowledge the voices that need to be heard.

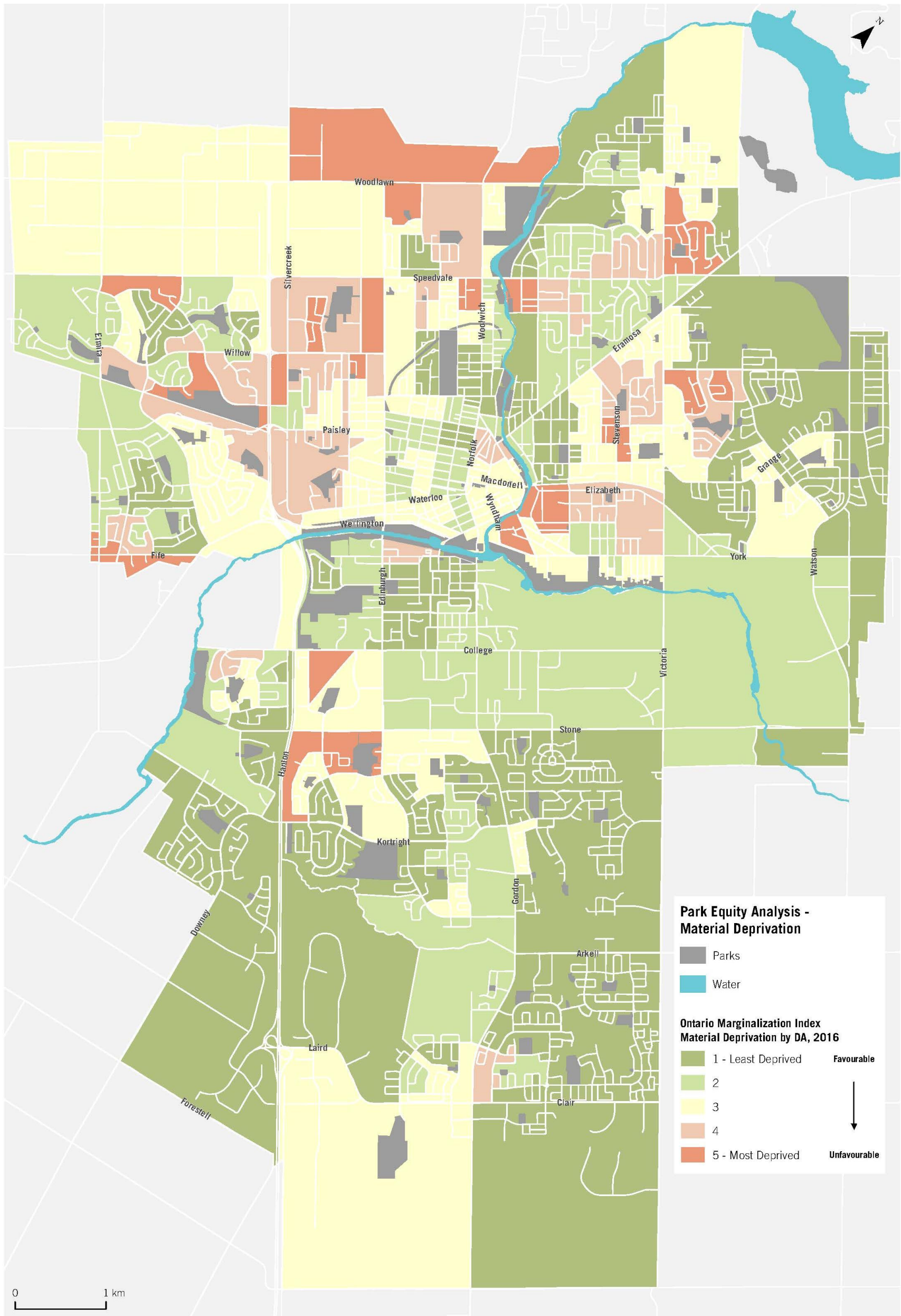
In Guelph, populations likely to be equity-deserving can include:

- Visible minorities
- 2SLGBTQIA+ community
- Low-income individuals and families
- Older adults
- Youth and teens
- People with disabilities
- People with different body types
- People who identify as female
- Newcomers
- Renters
- People experiencing homelessness

We value inclusion as a corporation, which makes us “stronger for our differences.” Incorporating equity analysis into decision-making processes is an important step in helping to ensure that services and investments are being planned and implemented in a way that equitably serves our community.

³⁴ [2016 Ontario Marginalization Index](#) and [Canadian Index of Multiple Deprivation](#)

Figure 17 – Park equity analysis – Ontario Marginalization Index, Material Deprivation - 2016



Data Source: City of Guelph and Statistics Canada, 2016 Census of Population
Map produced by: SSMIC - AIS, November 2021

How our parks and recreation needs are changing

How we get parkland is going to change as we grow

How we will get parkland in the future is going to change. The way our city is growing is very different than how it was developed in the 1970's and 1980's. Urban sprawling neighbourhoods are being redeveloped into more compact, pedestrian-oriented and mixed-use forms of development.

Our traditional parkland dedication models are becoming less effective at providing parkland in growing areas. Smaller development sites, rising land costs and infill development are resulting in less parkland being acquired. Housing affordability is also a growing concern for many residents. Being able to provide homes for people while also balancing other infrastructure needs like parks, stormwater management facilities and roads is more difficult.

The last few areas of greenfield development in our city, namely the Guelph Innovation District and Clair-Maltby, have been largely planned out. To get adequate parkland in those areas we will need to rely on a variety of tools and strong financial strategies. As our city grows, we need to ensure we continue to provide adequate park spaces to ensure a livable city in the future.

There will be more emphasis on quality than quantity of parkland

As we add 46 percent of our population to our built-up area, some of our parks are going to have to work harder to service our community. Some parks in the city will see higher use and will need more amenities and different operational practices. We will also need to add or expand parks in these areas or provide better connections to our parks. There will be more emphasis placed on the quality of our parks rather than the quantity of parkland in the future.

Developing strong asset management plans will also be very important. Historically, municipalities made investments to keep up with growth, while delaying investment in maintenance. Some of our assets are nearing the end their useful service life and will need to be replaced. We have a good asset management awareness program, but we will need to look at new funding models to be able to improve our parks in the future. Being able to balance growth and asset management will be important to ensure that as park use intensifies with infill development, parks can be maintained and if required, improved to continue to meet community needs through sustainable decision making.

Creating climate-resilient cities through green infrastructure

Many cities are looking to their park systems for ways to combat the effects of climate change. As the frequency of flooding, extreme weather, intense heat and poor air quality are increasing, we are looking for opportunities to help manage these effects in new and innovative ways—collectively called green infrastructure. Green infrastructure are vegetative systems and green features or technologies that protect ecosystem functions and contribute to clean air and water.

Green infrastructure

Green spaces help soak up and filter rainwater rather than it outletting into our rivers and lakes. A trend in park planning is to use the ‘absorbent’ nature of green spaces to help mitigate stormwater in our cities. There may be opportunity to integrate ‘green infrastructure’ projects like rain gardens or bioswales into parks, in existing areas, to help reduce flooding and improve water quality. In our newly planned areas, ‘green infrastructure’ is integrated and planned for in other areas of the public realm.

As green infrastructure is considered for our park spaces, we must ensure that the primary function of parks is upheld. There are also other factors that need to be considered in the decision-making process, including: potential higher maintenance and infrastructure costs, balancing needs of park users, monitoring and evaluation processes. Overall, there should not be a net-loss of recreation function of parkland as new technologies are integrated.

Figure 18 – A landscaped rain garden in a park



Urban forestry and park naturalization

There is a growing trend to include naturalized spaces and increase canopy cover in urban areas. More and more residents are looking to replace grass on private properties and in public spaces with naturalized spaces to support local biodiversity. Also, our [Urban Forest Management Plan](#) sets a goal to increase the city’s canopy cover to 40 percent and parks offer a perfect opportunity. Since the 1990’s we have been working with local community groups to add small pockets and strips of native plants into our park spaces.

Research shows that even small projects can make a difference by adding biodiversity, connecting habitat and creating opportunities for local stewardship.³⁵ Overall they can help improve ecosystem function and help mitigate the effects of climate change.

When planning small naturalization projects, it is important to keep in mind that we need to preserve opens spaces for park amenities and to allow people to participate in spontaneous physical activities like kite flying, kicking a ball and playing tag. We need to balance tree planting and naturalization projects with the recreation function of parks.

Figure 19 - Photo of community planting of pollinator species in Eastview Community Park³⁶



³⁵ <https://ccpr.parkpeople.ca/2020/themes/nature/stories/small-is-mighty>

³⁶ Photo credit: Victoria MacPhail Co-chair of Pollination Guelph

Emerging trends and activities in park use

Future direction for our park system is based on evolving trends. As we grow and change, our community will be interested in new activities and may want to use the park system in new ways. Understanding trends and best practices helps us to plan and allocate our resources better in the future. We will need to revisit and engage our community regularly to monitor these trends and respond to evolving interests.

A few examples have been included in the Park Plan. The PRMP will dive deeper into the emerging trends related to park infrastructure and outdoor recreation.

People want complete and healthy neighbourhoods

Parks help keep us grounded to our community and to nature. Being able to access many different types of spaces is essential to our neighbourhoods and the fabric of our city. Residents told us through the Community Plan that we love green, walkable neighbourhoods where we are connected to each other and can continue to live in our own neighbourhoods as we age. We don't want to lose our 'Guelphiness' as our city continues to grow rapidly.³⁷

We need to be able to use parks in all seasons and times of day

As people's lives become busier, residents are favouring activities that can be done spontaneously at any time of day. People are participating in organized activities and sports less than before, although, local demand for organized activities is increasing with population growth.

Residents are looking for activities in all seasons and even extending into the evening. Being able to provide more opportunities for winter activities and programming will impact the operation of our parks. Lighting has also become an important consideration for our parks as people are choosing to be active in the evening during winter or shoulder seasons months when the days are shorter.

Figure 20 - Riverside Park skate trail



³⁷ [Guelph's Community Plan](#)

Reshaping parks to make room for more people or new amenities

As our population grows, especially in our built-up areas, more people will be using our existing parks. We will need to reshape our existing parks to provide more recreation opportunities and new activities for people to enjoy. There is a need to make our spaces multi-functional, flexible and, multi-generational and with equitable use.

Increased use could lead to increased maintenance needs, different operating practices, potential user conflicts and possible deterioration of existing natural areas if not managed sustainably.

We may also need to optimize some of our existing assets or remove them to make more room for emerging sports like cricket or pickleball. Planning for these changes will not be immediate, but we can start to understand the impacts of these facilities as we plan for the future.

Our preferences for park amenities and playgrounds are changing

People are looking to play differently in our parks. As people are looking for more spontaneous activities, they are also looking for infrastructure to support it. Things like food trucks, natural playgrounds, outdoor kitchens, fire pits, ping pong table tennis, dog parks, bocce courts, adventure courses and outdoor fitness equipment are becoming increasingly popular. Some cities are looking to partner with organizations to provide these amenities or provide rental opportunities through libraries. We are also building more accessible and inclusive playgrounds as we life-cycle old infrastructure or build new parks.

Figure 21 - Natural and accessible playground at Riverside Park



People want to connect with nature

Stewardship activities and opportunities to interact with nature are becoming increasingly popular. Many residents are requesting naturalized areas in our parks and opportunities to contribute to this themselves. Community gardens, pollinator spaces and stewardship programming are all seeing increases in participation.

Park activation is almost as important than as infrastructure needs

Creating programming and activities in park is important for our community wellbeing. Social isolation and loneliness are growing concerns for Canadians as more people are living alone. Park programming leads to increased park use and all the social and health benefits that come from being outdoors with other people.

Figure 22 - York Road Park community garden with accessible garden beds





How we expand and fund parkland

Parks will continue to be an important part of our city in the future. The way our city is forecasted to change will impact our park system's accessibility, growth, services and infrastructure. There are a number of policies and tools that guide how we expand, develop and operate our park system.

Expanding our park system

One way we get land for parks is when development occurs. We use a [Parkland Dedication Bylaw](#) and [Official Plan policies](#) allowed by [the Ontario Planning Act](#) to require planning and development applications to transfer land to us for parks and public recreation or provide cash-in-lieu of parkland so parks or recreational spaces can be purchased.

We can also get land for parks by purchasing it with parkland dedication funds, purchasing land with tax dollars, repurposing other city-owned land into parkland, or through leasing/partnerships with other agencies and governments.

Planning Act policies

[The Ontario Planning Act](#) establishes the authority for municipalities to require development or redevelopment to contribute to the park system, either through:

- Transfer of land for parks or other public recreation purposes; or
- Provide payment in lieu of parkland (cash-in-lieu (CIL)).

We call these policies collectively 'parkland dedication'. There are three sections of the Planning Act that refer to collecting land for parks, these are:

- Section 42, which applies to Development or Redevelopment
- Section 51.1, which applies to Plan of Subdivision or Plan of Condominiums, and
- Section 53, which applies to Consent applications

Section 42 and Parkland Dedication Bylaw

Section 42 policies apply to development or redevelopment that typically happen in the built-up area. The amount of parkland dedication required (land or CIL) is based on the type of development (commercial, industrial, residential) and rates outlined by the Planning Act.

Parkland dedication rates are typically a percent of the development or calculated by the number of residential units proposed. Section 42 allows municipalities discretion on what type of rate and how best to apply these rates through a local bylaw. Each municipality adopts slightly different ways to apply parkland dedication that are specific to their local needs.

[Guelph's Parkland Dedication Bylaw](#) uses policies in Section 42 to detail our specific conditions, exemptions, rates and limits for parkland dedication (land or CIL) within the City of Guelph.

For residential development, one of the rates available to municipalities is referred to as the 'alternative rate.' The alternative rate uses the number of dwelling units to calculate parkland dedication instead of calculating it as a percent of the development. The alternative rate can often lead to higher parkland dedication being required of the developer.

Parkland dedication is collected the day before the issuance of a building permit. Typically Guelph's parkland dedication bylaw is applied to developments or redevelopments that are reviewed through a [Site Plan Application](#) or a [Building Permit Application](#).

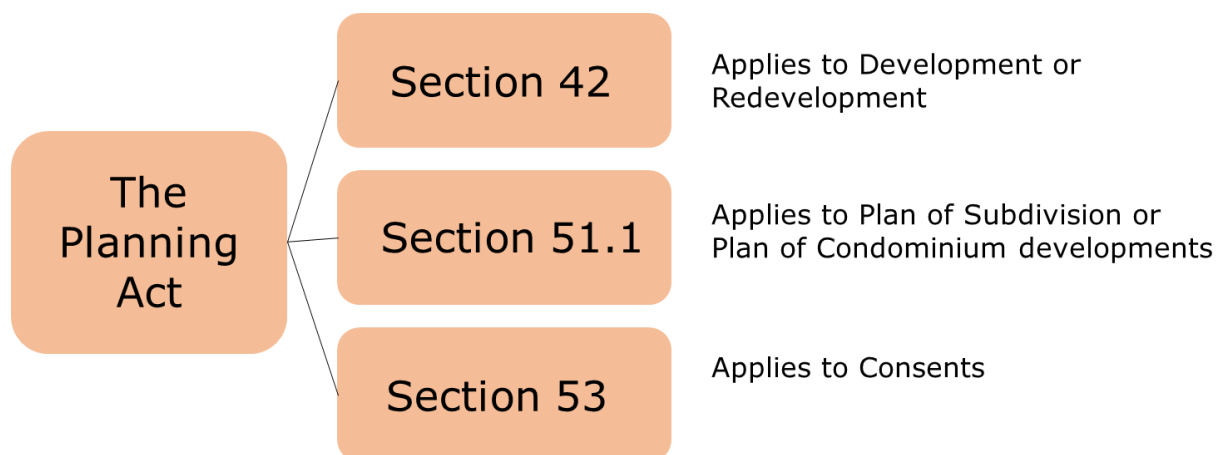
Our Parkland Dedication Bylaw was updated in 2019 following a public consultation process. Changes to legislation by the Province require the city to pass a 'new' Parkland Dedication Bylaw in 2022. We are following the legislated requirements to do this; however, we anticipate our bylaw will likely remain aligned to what we heard from the community, staff and Council at that time.

Section 51.1 and 53

Section 51.1 policies apply to Plan of Subdivision or Plan of Condominiums and Section 53 policies apply to Consents.

Similar to Section 42, the parkland dedication rates in Section 51.1 and 53 are calculated as a percent of the development or calculated by the number of residential units proposed. Guelph's parkland dedication bylaw does not apply to either of these types of planning applications.

Figure 23 - The Planning Act sections relating to parkland dedication



Official Plan policies

To support parkland dedication policies in the Planning Act, municipalities must have parkland dedication policies in their Official Plan.

[Guelph’s Official Plan](#) provides direction for parkland dedication practices and are in line with Planning Act policies. The Official Plan also provides direction on parkland acquisition strategies, the type of land that is acceptable for park purposes, the size of parcel needed for parks and how CIL funds will be used by the municipality.

Purchase of land for parks

Municipalities can purchase land for parks, using funds from the property tax base, reserves, debt financing or from parkland dedication CIL funds collected through development.

Staff will need to develop prioritization criteria for how best to deploy city resources, including the CIL fund, to acquire new parkland. The funds used to make strategic acquisitions, such as future community parks identified in the Guelph Innovation District Secondary Plan and the Clair Maltby Secondary Plan and the downtown park identified in the Downtown Secondary Plan will need to be assessed. Acquisition strategies should also evaluate how to include highly programmable parks such as new sportsfield parks/complexes to address growing population and changing demographics will need to be included in this criteria. Parkland dedication funds, also known as CIL, are just one tool available to staff to make these strategic acquisitions, and more tools will be needed to meet current service level expectations.

Internal transfers of city-owned land

Sometimes municipalities own land for purposes other than parkland. Municipalities may repurpose this land for park purposes.

Leasing and partnerships with other agencies

There are a number of examples where we currently partner with other agencies to provide parkland in Guelph. One example is Silvercreek Park near the skatepark. The Grand River Conservation Authority (GRCA) owns the land, but the city manages this property through agreement with the GRCA. As we grow our park system there may be more opportunities to pursue similar arrangements.

Funding park development and operation

Park development and operation are funded mostly under operating and capital budgets. Through our budget planning we identify short- and long-term costs that are approved through annual multi-year budget process. A priority of the Strategic Plan is to “develop a long-term financial and resource strategy that is achievable and affordable.”

Funding new park and infrastructure development

Growth (development)

Areas of growth are either located in greenfield areas (subdivisions, secondary plans) or in the built-up boundary (redevelopment or infill development). Growth is defined as providing the existing level of service to a larger number of residents. Municipalities in Ontario use Development Charges (DCs) to recover certain costs associated with growth. Developers building houses, subdivisions, shopping centres, industrial parks and other developments are charged DCs which help the city pay for the additional municipal services required—things like parks. Parks in areas of growth are funded primarily by DCs or by in-kind contributions from developers such as donating land.

City building

City Building is a primarily tax supported funding strategy that that represents enhancements to the city’s existing service levels. In the case of parks, these improved park infrastructure projects are typically in existing areas. These types of projects are funded from primarily from tax supported capital or other sources such as grants. For every dollar invested in City Building projects, there are also increased operating costs which could also increase the tax cost.

The way Guelph is growing is changing. Forty-six percent of our growth is proposed to happen in the built-up area. Smaller, infill development sites will be more

common which means there will be less opportunity for these sites to generate parkland. Often parkland dedication will result in cash in lieu (CIL) rather than actual land being conveyed in the immediate area.

To meet our recreation needs without adding more parkland in these particular areas, we may need to rely on City Building funds or other blended funding models to increase or improve service in our existing parks. Park infrastructure improvements and intensification of our park system is a strategy we will explore to help meet recreation and park needs as a result of growth.

Funding improvements to existing parks

Infrastructure renewal

To make improvements to our existing trails or to replace park infrastructure at the end of their useful life, we use an infrastructure renewal fund. The city's Infrastructure Renewal Strategy has one main goal, ensuring funding levels are sufficient to meet the maintenance and replacement needs of all city infrastructure.

Infrastructure renewal is replacement and not driven by growth. It is primarily tax funded as part of our Corporate Asset Management Plan.

On-going operation, maintenance and repairs

To keep our parks in good shape or to plough trails in winter this is supported by the city's operating budget. The operating budget is primarily tax supported.

Additional funding programs

There are a number of private, provincial and federal funding programs that can help with park development. These include things like Ontario Builds, Federal Gas Tax, and Infrastructure Canada.

Funding for improvements and ongoing maintenance could also be funded partially through volunteers and donations, either from individuals or service clubs and park groups.

Although these funding strategies can reduce capital or operating investment, they may result in reallocating staff time or the need for different resources. This could mean we need to hire more staff or provide different resources to complete the work. Working with our community is an important part of the services we provide, and we should pursue these in a sustainable and realistic way.



Examining our park system

How to assess our park system needs

Park system needs are subjective. There isn't a singular scientific method or study that tells us how much parkland a city needs. There also isn't a standard way Canadian or Ontario cities define and measure parkland within their boundaries.³⁸ This makes the task of assessing our park system needs unique to each individual community. To help this assessment, we used the best available information collected through consultation, research, inventory, observation and other data sources.

When assessing our park system now and for the future, we need to look for an **optimal level of service**—this is the amount and type of service that meets community needs/desires and is sustainable, affordable and realistic. Level of service is typically measured in standards that can be compared to other communities or service level standards set by industry organizations (e.g., Sport Turf Association, Canadian Parks and Recreation Association). Our optimal level of service is based on these key principles:

- Everyone can access a park within a reasonable walk from their home
- There are a variety of park types with different functions in all areas of the city
- Parks need to accommodate a variety of recreation amenities and programming
- A similar level of service should be provided throughout the city, recognising that urban form or neighbourhood demographics may require a different approach to parkland (e.g., areas of high-density development may have different park needs than areas of single detached homes)

We used evidence-based research, demographics, benchmarking, community opinion, policy analysis and trends in park planning to assess:

- Access: how close are parks to people's homes or workplaces
- Equity: are we providing services equitably to all people
- Function: do we have a variety of park types with different functions
- Recreation needs: is there parkland to meet recreation needs and demands
- Quality: are parks in good condition and are they able to deliver the services our community expects
- Quantity: is there enough land to accommodate community needs

³⁸ [Green space acquisition and stewardship in Canada \(2004\) Evergreen Foundation](#)

Access to parkland – the path to our parks

A successful park system is easily accessed by everyone

A successful park system is supported by walkable and wheelable neighbourhoods with safe and comfortable routes to our parks. Many of our parks are well integrated into our neighbourhoods and are within a reasonable distance of people’s homes and workplaces.

A strategic priority for the city is to “foster easy, accessible movement through trails, paths, roads and corridors to tie the community together.” This falls under the Navigating our Future pillar of the [Strategic Plan](#). Access to our parks ensures that our community can obtain health and wellness benefits that have been demonstrated through research. Our [Transportation Master Plan](#) will also help plan active-transportation friendly neighbourhoods.

Research shows that people that have access to parks tend to participate in physical activity more than others³⁹ and have a better sense of community.⁴⁰ A 2015 study showed that residents living one kilometre away from a green space had higher odds of experiencing stress (close to 50 percent more) than people living closer than 300 metres.⁴¹ Being able to get to a park safely and comfortably is often a good indicator of use.⁴²

All residents should live within a ten-minute walk of a park

Many communities use the ten-minute walk as a measure of good access to parkland—this is typically represented by 500-800 metres. A ten-minute walk is also about a three-minute bicycle ride. The term ‘walk’ is an industry term that means walking, wheeling or other form of human-powered transportation.

Three large park advocacy groups in the United States have started a campaign to improve access to parks for all Americans by pledging that residents should live with a ten-minute walk (about a half-mile) of a park or green space. Our [Official Plan](#) policies also support this but go further to say that the walk should be “unobstructed by major barriers.”



³⁹ [The Benefits of Parks \(2003\) Trust for Public Land](#)

⁴⁰ [The Relationship between Social Cohesion and Urban Green Space \(2019\)](#)

⁴¹ [Making the case for designing active cities report \(2015\) University of California](#)

⁴² [Influence of neighborhood walkability on the frequency of use of greenspace](#)

Barriers to park access

Guelph is a city of rivers and railways. Although these features provide cultural and recreation opportunities, they can also be major barriers for people to access our parks. Some of these barriers cannot be crossed, while others, like the Hanlon Parkway, are uncomfortable to cross even at designated crossings. Understanding how these major barriers, as well as highways and arterial roads, impact access to parkland is an important consideration for this plan. A major factor in whether people access parks is how safe they feel as they get there.⁴³ Major barriers for people to be able to get to parks could include:

- Railways
- Watercourses
- Environmental features (e.g. valleys, woodlots)
- Provincial highways
- Arterial roads
- Some collector roads (e.g., 4 lanes or higher speeds)

Planning for how people get to our parks is very important in planning our park system. Areas with lots of barriers may require special strategies or new/expanded parks in order to improve accessibility.

Another important consideration is what infrastructure exists for people to get there. In Guelph 92 percent (505km) of our streets have at least a sidewalk on one side. The remaining 8 percent have no sidewalk at all and are located in industrial areas or developing areas.⁴⁴ We also have a robust trail system and active transportation network that is continually improving.

Paths within parks are important so everyone can enjoy them

Ensuring everyone can access parks should also include providing accessible paths within parks. For many people in our community, without paths into or through our parks the recreation amenities and green spaces are not inclusive. Therefore, providing trails and walking paths in our parks is also an important consideration for our park system. Studies show that parks without trail loops were twice as likely to sit empty.⁴⁵

Through the [Guelph Trail Master Plan](#) we looked at parks in the city that did not have trails or walking paths within them and planned to include them as part of other infrastructure renewal projects. By introducing a new trail, park use increases (especially for older adults) and the benefits of greenspace are more accessible to all people. There are currently 17 parks in Guelph that do not have walking paths, which is about 15 percent of our parks. Our strategy to improve these parks will be to ensure our investment is being directed to where it is needed most, which is addressed in the final section of the Park Plan.

⁴³ [Influence of neighborhood walkability on the frequency of use of greenspace](#)

⁴⁴ [Guelph Transportation Master Plan, storymaps](#)

⁴⁵ [The Prevalence and Use of Walking Loops in Neighborhood Parks \(2017\)](#)

Healthy Community Design Baseline Project by Public Health

Access to parkland and neighbourhood walkability was recently studied by Wellington-Dufferin-Guelph Public Health in the [Healthy Community Design Baseline Project](#) (HCDBP).

The project states there is a strong connection between health and the built environment and that communities can be planned in ways that promote healthy choices and enhance social well-being. The project collected data to understand how well Guelph’s built environment supports health and to determine resident’s preferences and knowledge of healthy community design.

Guelph’s walkability is good

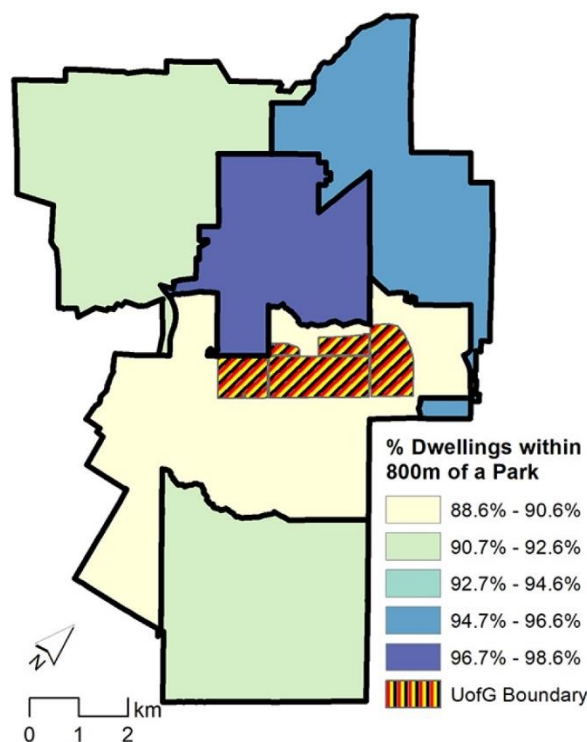
The project showed that Guelph is slightly more walkable than other similar communities. The most walkable area in Guelph is the Older Built-up area and the least walkable areas were South, South-Central, North-East, and North-West close to the edges of the city.

Majority of residents live within a ten-minute walk to a park

The study showed that residents believe that it’s important to actively travel to parks and green spaces. 66 percent said it’s important and 93 percent said they felt like they could travel actively to parks and green spaces. The good news is that the data showed that 93 percent of people lived within walking distance or 800 metres of a park. In some areas, like the Older Built-up area, almost 99 percent of people lived within walking distance, while other areas like the South-Central area showed that 89 percent of people lived within walking distance of a park.

Figure 24 – Percent of dwellings within 800 metres to a park⁴⁶

Assessment Area	Within 800m of Park
North-East	95.4%
North-West	91.4%
Older Built-up Area	98.6%
South	91.7%
South-Central	88.6%



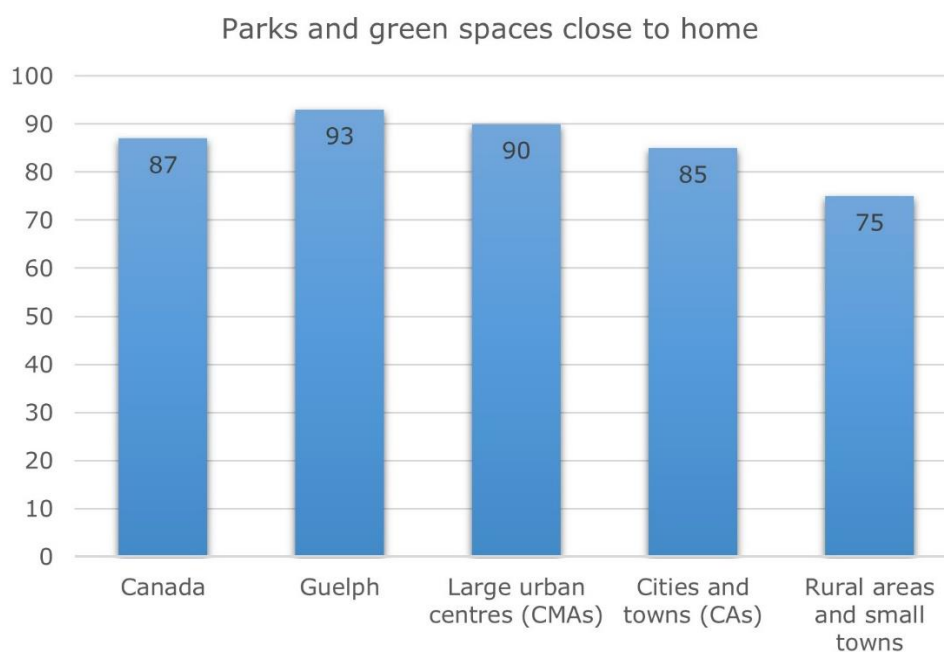
⁴⁶ [WDG Healthy Community Design Baseline Project](#)

Guelph has better access to parks than the Canadian average

Most Canadian households report that they live within a ten-minute walk of a park—overall that 87 percent of Canadians. For large urban centres, typically the higher the density of people, the more likely people reported having a park or green space within walking distance. For cities and towns, which Guelph would be classified as, 85 percent of people reported living within walking distance of a park.

For people living beyond a ten-minute walk, many (39 percent) report still visiting parks in the last year.

Figure 25 - Proximity to parks and public green spaces across Canada⁴⁷



Walkability mapping assessment in our park system

We built on the work of WDG Public Health to better understand the gaps in our park system. We wanted to know which residents do not have access to parkland by mapping the actual walking routes residents take to our parks (using the sidewalk, road and trail network). We identified major barriers to accessing parks to paint a better picture of access and show us where there may be gaps in the system. Our Park Walkability Map in Figure 26 shows areas in the city within 800m walking distance of a park using only safe pedestrian road crossings to travel across any barriers.

⁴⁷ [Access and use of parks and green spaces \(2020\) Statistics Canada](#)

Assessing our park system through mapped data, helps us better understand what strategies we may need to make improvements. We used the best available data to create a park walkability map.

92 percent of people live within a 10-minute walk of a park

The results of our study showed us we're doing a pretty good job at providing access to parks in Guelph. About 92 percent of people live within a ten-minute walk of a park. Overall, we have good distribution of parks throughout the city.

The areas with the lowest access are Guelph's Designated Greenfield Areas, employment/commercial lands or large areas of NHS. We expect that as the city grows this metric will improve as all areas of the city develop.

There were also some gaps in residential areas:

- South of Speedvale Ave close to the hospital (Delhi Street and Metcalfe Street)
- Close to the intersection of College Ave West and Gordon Street close to the University of Guelph
- Area south of Paisley Road west of Elmira Road (intensification node)



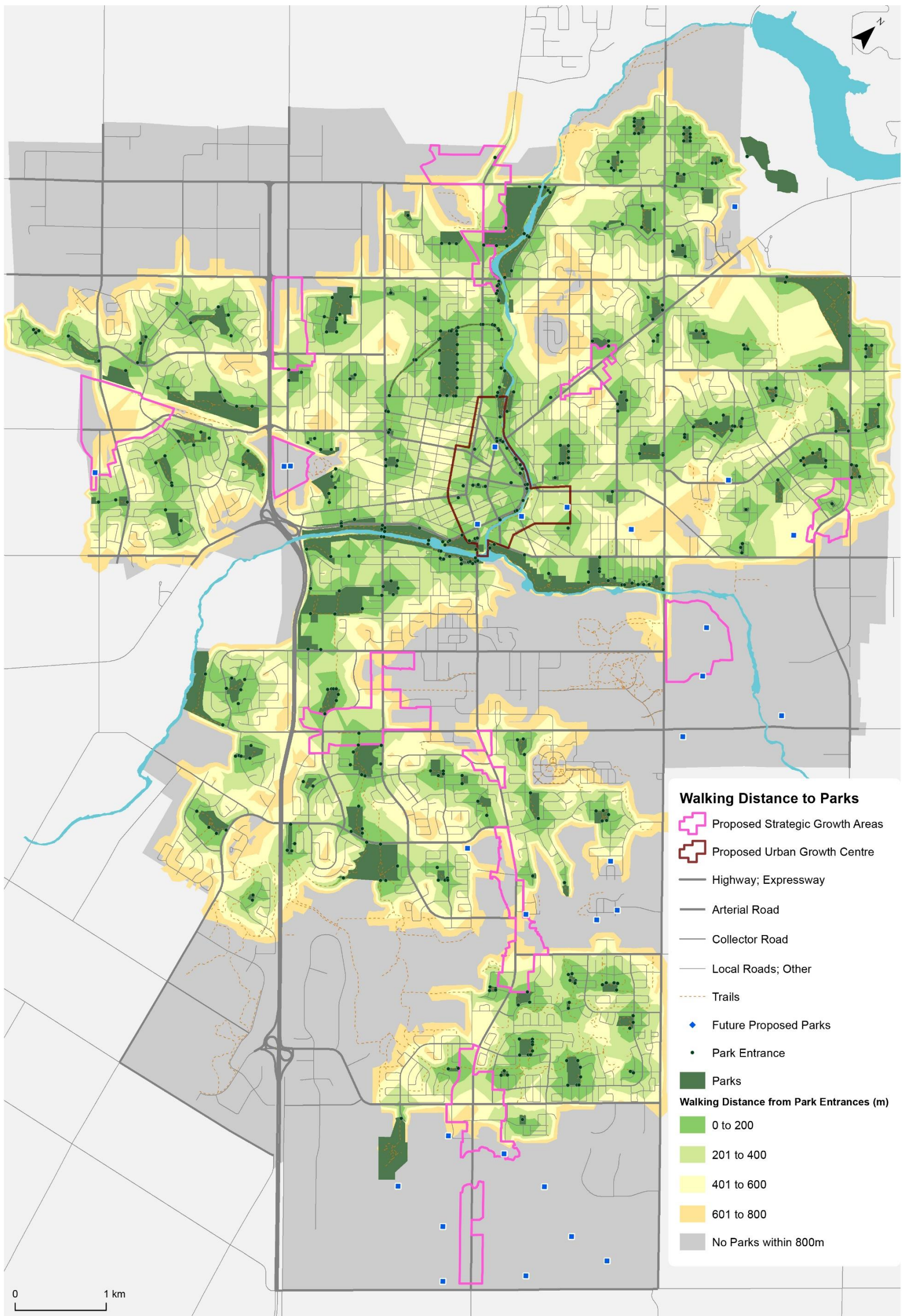
To address gaps, we need creative and sustainable solutions

Access is a good way to understand if people can easily get to our parks. Before we can think about addressing gaps, we need to understand if addressing these gaps is our highest priority.

Measuring and improving access is more complicated than how far someone has to walk to access a park. It also involves balancing distance, quantity and quality to determine how well people are connected to the park system and if they have access to the right recreation facilities. To help set priorities we need to understand if there are areas of the city where underserved populations require better access and what type of access is most important.

Addressing gaps outside of a development process may be difficult and creative solutions will be required, in particular within built up areas where new park acquisition is difficult or impossible. Developing new sites for parks may mean displacing residential or commercial land that is already being used. We need to pursue sustainable and creative solutions that balance our park needs with our need to provide housing and jobs in our growing city.

Figure 26 - Park walkability map, showing areas within 800m walking distance of a park



Data provided by: City of Guelph
Map produced by: SSMIC - AIS, November 2021

Guelph parks function in a whole system

A functioning park system is made of different spaces, places, recreation opportunities and qualities or character. Our park system needs places for people to play sports, connect with nature, walk, gather with friends and family, participate in events or quietly sit and relax. The combination of size, function and distribution over Guelph is important in a functioning system.

With limited resources and funding, we need a system that provides amenities and features in an efficient way. Some parks are big and have lots of special or higher quality amenities that draw people from city-wide or beyond, other parks are smaller and offer a few features that draw people from the local neighbourhood. We group parks into categories so that we can assess and plan for distribution across the city.

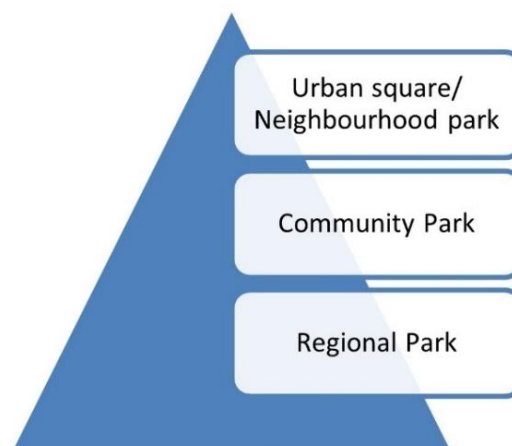
Types of parks—our classification system

Our park classification system recognizes many of the different ways people use parks and how to provide recreation amenities across the city. The system is intended to help plan, design, operate and make decisions about our park system. A full range of park types is needed to serve our community and we recognize that parks can't include every amenity people may want—we just don't have the funding, land or resources to do this.

Park types help us define how we develop parks, the types of amenities we put in the park, how we maintain our parks and how people typically access the park. Our [Official Plan](#) policies outline four types of parks: regional parks, community parks, neighbourhood parks and urban squares. This classification system breaks the park system down by who it is intended to serve, size and recreation function.

Our classification system is a forward-looking standard, which means that sometimes an existing park doesn't fit neatly into the park type description. The classification provides guidelines that are used to steer park design and operation in a particular direction. Each park also has unique site characteristics that influence design.

Figure 27 - Park types organized by how many people they are meant to serve



Neighbourhood parks

Neighbourhood parks are the building blocks of the park system. Neighbourhood parks are typically smaller, local parks that serve the needs of one neighbourhood. They include play areas, recreation amenities and green spaces that are close to people’s homes. They are meant to be easily walked to (500-800m walk) so people can enjoy unorganized, unstructured and spontaneous activities. They typically provide passive areas, low to intermediate sports facilities, informal and formal play areas and may contain natural areas.

Urban squares

Urban squares serve people in intensification areas to help address increased demands for recreation. They are meant to serve both the immediate residents as well as other people visiting the area for shopping dining or appointments. Similar to neighbourhood parks, they are meant to be walkable and are well-suited to mixed use areas with high pedestrian traffic. Urban squares are smaller in scale than neighbourhood parks and provide opportunities for social interaction and passive recreation.

Community parks

Community parks provide specialized amenities that draw people from an area that exceeds a typical walking distance. This often includes a broader community of several neighbourhoods within a geographic area. They are meant to serve residents within a long walk (more than 1 kilometre) or a short bike, car or bus ride. Some residents may travel further in order to participate in organized sports or recreation programming. Since community parks are meant to serve more people, they are often located on arterial or collector roads with access to transit or parking areas. They have amenities to support community celebrations or athletic events that may not be found in smaller neighbourhood parks (like lit sport fields, splash pads or bookable amenities).

Regional parks

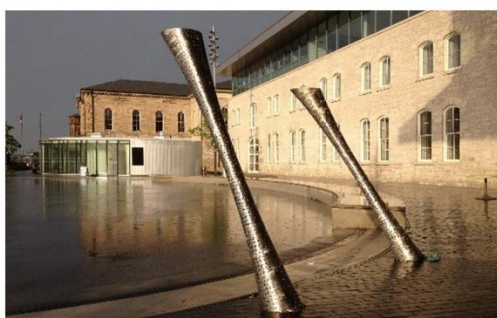
Regional parks are some of Guelph’s most recognizable parks and are designed to attract residents city-wide and visitors from out of town. These parks are used by residents and visitors for day use, celebration, sports or to commemorate culturally significant places. They are typically large parks but may be smaller if they have a culturally significant feature or a specialized recreation facility. They are intended to be accessed by long walks, public transit or by bike or car ride. They are located on arterial roads and have parking areas.

Figure 28 - Summary of park types in Guelph



Neighbourhood

- Attract residents from the local neighbourhood
- Recreation for unorganized or unstructured activities
- Typically small parks about 1ha but may be smaller
- Examples: Mico Valeriot Park, Cedarvale Park, Clair Park
- Total number: 63



Urban square

- Attract residents from the neighbourhood in dense areas
- Passive recreation for unorganized or unstructured activities
- Typically small parks about <1ha
- Examples: Trafalgar square, I.O.D.E Fountain park
- Total number: 6



Community

- Attract people from more than one neighbourhood
- Specialized recreation facilities or programming
- Typically medium parks 7-10 ha but may be smaller
- Examples: Norm Jary Park, Jubilee Park, Peter Misersky Park, St. George's Park
- Total number: 37



Regional

- Attract local visitors or from the broader region
- Significant attraction or cultural feature
- Typically large parks >25ha but may be smaller
- Examples: Riverside Park, South End Community Park or Marianne Park
- Total number: 13

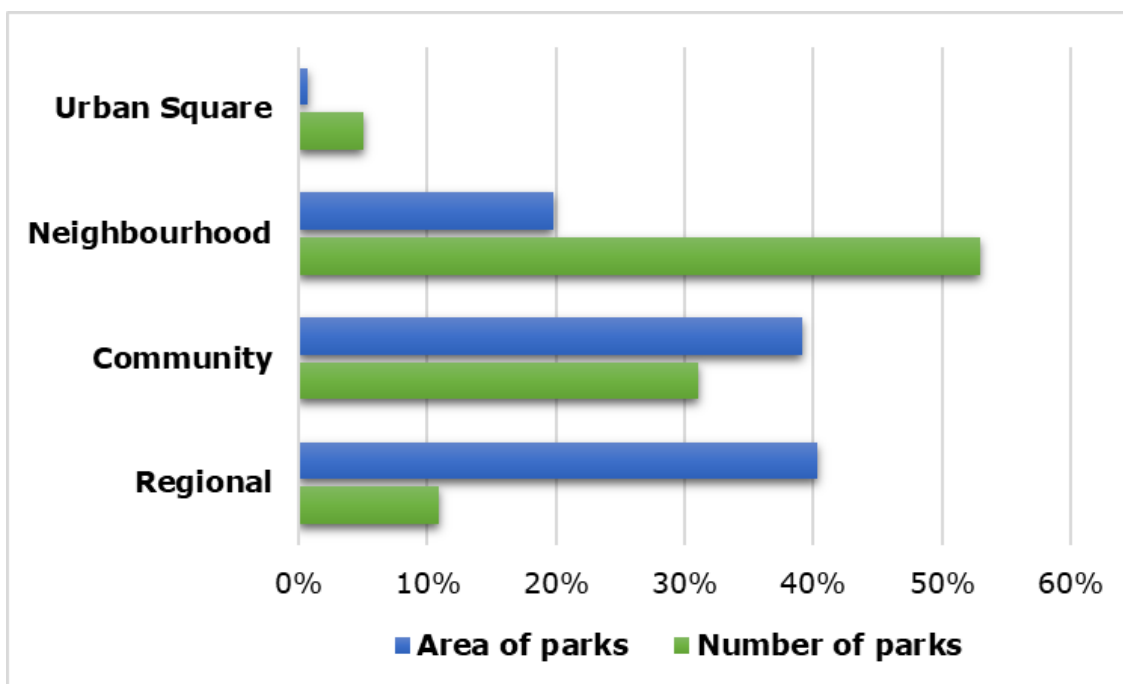
Park types are distributed across the city

Each park type functions in a whole system. Park distribution is based on two things: everyone should live within a ten-minute walk of any park type; and people may need to or want to travel longer distances to reach more specialized the amenities or features in community or regional parks. We plan our system this way to use our funding, resources and land in an efficient and sustainable way.

The relationship of park type to the number of parks versus the area of the park system is shown below. While half of our parks are neighbourhood parks, they make up only twenty percent of our park system land area. Regional parks make up only eleven percent of our park number, but since they are typically the large parks, they make up forty percent of the park system land area.

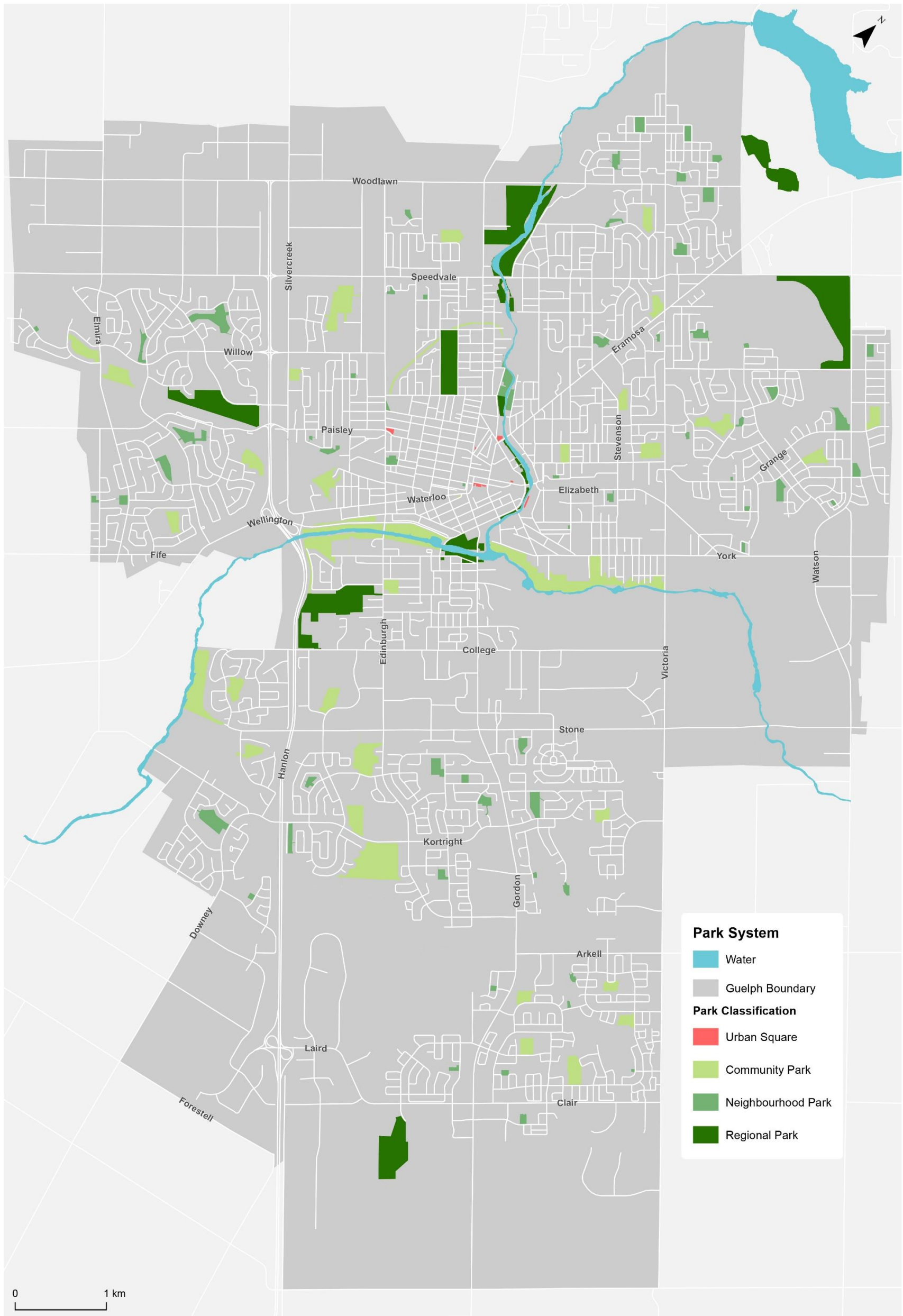
We don't have the land, funding or resources for every park in Guelph to be a regional or community park, therefore we only need a few of those park types. Regional and community parks typically are larger than neighbourhood parks, so even though there are less of them, they make up more of our park system.

Figure 29 – Our park system breakdown by percent of total park area and number



Since there are only currently a few areas of intensification in Guelph, there are not that many urban squares and they don't make up a large land area. As we grow, urban squares will become more important to how we meet park needs in intensifying, mixed use areas.

Figure 30 – Guelph’s park system by park classification



Data provided by: City of Guelph
Map produced by: SSMIC - AIS, November 2021

We need parks of all sizes and shapes

Our park system is made of parks of all sizes and shapes. The size of a park is usually guided by our classification system. Our largest parks are regional or community parks; and our smallest parks are neighbourhood parks or urban squares. Regional parks have the widest range of sizes since parks with cultural significance can be very small, like John McCrae Memorial Gardens, but draw people from across the city and beyond.

Research has shown that the number of features or the overall attractiveness of the park is actually more important and a better predictor of use than the size of the park.⁴⁸ Having a full range of park sizes, functions and amenities that is well distributed across our city is very important to a functioning park system.

Our classification system provides size guidelines for future parks

Size guidelines in our classification system help city staff make decisions about planning, developing, operating and managing our parks. It is a tool to communicate our park expectations and vision to our residents, businesses and developers. The size of a park typically communicates the number or type of amenities that can be found in a park—our largest parks typically have the most amenities or attractions for residents to enjoy. Our largest parks are also the parks that are used the most.

Our classification system is a forward-looking standard, which means that sometimes existing parks don't meet our size guidelines. Existing parks are a product of the urban form, principles of planning and standards at the time of development.

Table 1 - Comparing existing park sizes to Official Plan guidelines

Park type	Total No.	Size guideline (hectares)	Parks meeting guideline	Size range (hectares)	Median size (hectares)
Regional Park	13	>25, specialized facility smaller	2/13	0.7 - 32.0	13.3
Community Park	37	10-20, specialized facility smaller	3/37	0.04 - 13.5	2.8
Neighbourhood Park	63	Minimum 1.0	26/63	0.1 - 5.5	1.0

⁴⁸ [Association of park size, distance, and features with physical activity in parks](#)

Acquiring parks that meet size guidelines is difficult

As Guelph grows, our neighbourhoods will be denser, as 46 percent of our new growth is forecasted for existing areas.⁴⁹ The challenge with this type of growth is that development sites are typically small and more expensive. Getting parkland in greenfield areas is considerably easier, however municipalities are limited by the rates outlined in the Planning Act or local bylaws. The amount of land that we can acquire is capped at a specific amount based on the density of the site. In many cases we can't get parkland that meets our size guidelines in the Official Plan. Staff will explore other acquisition tools or partnerships to help increase the amount of land we can acquire.

Parks need to be big enough for the right recreation facilities

Many municipalities are looking at how to get parks that are useful to their community, that help maintain existing service levels. When we acquire parks, we look for land that can accommodate recreation features typical for the park type. With smaller sites, it is difficult to maintain our service levels for things like tennis courts, sport fields, diamonds, etc. as they take up a large amounts of space. Many cities also report lots of complaints about park use (e.g., noise, lighting, gatherings and types of users) that can be harder to mitigate on smaller sites.

We have been successful in meeting needs on smaller park sites

In the last few years, we have been successful in acquiring neighbourhood parks that meet our guidelines in greenfield areas and subdivisions. On smaller development sites, it is difficult to get parks that meet our guidelines because we are limited by the rates in the Planning Act, the limit of development and/or the amount of units being proposed by the developer. The nature of development within a built city like Guelph mean these themes are often recurring. Parks like Ellis Creek Park (0.2ha), Cedarvale Park (0.3ha) and Hamill Park (0.2ha) are all smaller than the Official Plan guideline, however we have been successful in developing these parks to the same service level or better than some of our existing neighbourhood parks.

There is no scientific data that says neighbourhood parks should be a specific size, so we rely on comparator data to help determine the correct size. Traditionally other cities have guidelines of neighbourhood parks of about 0.8 hectares or more. Many cities, like Barrie, London, Markham, Vaughan, have also reported that smaller parcels (0.2-0.3ha) have been accepted as parkland dedication. A future review of our park acquisition strategies and Official Plan policies should consider a new approach to park size, focusing on facility-fit and amenity planning. A typical neighbourhood park should contain space for a playground, recreation amenities or sport fields/courts, walking paths, seating areas and multi-use open space areas for spontaneous active uses.

⁴⁹ [Guelph Growth Management Strategy engagement summary](#)

Figure 31 - Hammill Park Master Plan (0.2 hectares)



Figure 32 - Starwood Park (0.25 hectares)



Meeting outdoor recreation needs in our parks

An important part of our park system is being able to provide the optimal level of service for outdoor recreation. As our community changes and grows, we will need to continue to provide amenities to support activities people like to do in our parks.

The goal of most parks is to accommodate a wide range of activities. Parks provide spaces for both active and passive recreation as well as planned and spontaneous activities. Being able to balance all community needs is a difficult task. We recognize the pressures on our parks system to be able to meet both market demand for sports as well as being flexible, multi-functional, adaptive spaces that can meet a wide variety of needs.

Planning for specific recreation needs is not a focus of this plan, however it is an important consideration for understanding our parkland needs in the future. Our Parks and Recreation Master Plan will explore this in more detail, including a review of social, economic, and cultural trends as well as best practices affecting outdoor recreation planning. This plan addresses high-level planning related to land needs.

Informal leisure activities are a growing trend

Passive recreation and individual recreation activities are becoming more important to residents as our lifestyles become busier. More people are choosing outdoor recreation that is informal, spontaneous and condensed.⁵⁰ With community awareness that physical recreation and connection with nature can have notable improvements on health and wellbeing, we are seeing more and more people choosing these activities.

In 2020, we saw park use surge as the COVID-19 pandemic left people to find new ways of spending their free time. Parks and informal leisure activities were critical to how people handled the stress of the pandemic.⁵¹ Activities we expect to continue to see to be popular or grow in popularity include:

- Community gardening
- Park greening/naturalization
- Adult programming
- Slacklining/adventure activities
- Playgrounds/natural playgrounds
- Disc golf
- Skateparks/BMX
- Forest bathing
- Dog parks
- Tennis/Pickleball

Most of these activities do not require significant land requirements to fit within our existing park inventory. Our Parks and Recreation Master Plan will determine how to address these needs long-term.

⁵⁰ [Trends Affecting the Parks, Recreation and Culture Sector in Canada \(2007\) BCRPA](#)

⁵¹ [Public parks and the pandemic: How park use was affected by COVID-19 policies](#)

Opportunities for sports is important for an active community

Sports are physical activities that typically involve competition, rules and skill development. Providing places in our park system for people to participate in sports is important for our quality of life and to encourage life-long participation in physical activity. Many Guelphites like to play sports in our parks. Some participate occasionally, while others a part of a team or organization. People participate in sports for fun, health, social interaction and relaxation. 85 percent of Canadians agree that sports build stronger communities.⁵²

Guelph parks have sport facilities for any level and any stage

Guelph parks support a diverse mix of opportunities for people to pursue sports at any level and at any stage in life. Among those that participate in sports, 86 percent participate recreationally and 14 percent participate competitively.⁵³

Typically, we provide facilities for children and adult recreation, with a few facilities that may accommodate competitive play (e.g., Hastings Stadium and our baseball diamonds). Partner organizations like the University of Guelph and other private providers typically offer facilities for high performance competition or training.

25 percent of teens and adults participate in sports

In Canada, about a quarter of our teen and adult population regularly participate in sports. The most popular Canadian sports are hockey, golf, soccer, running and basketball. Locally, baseball and softball are also very popular sports. The majority of sport participants identify as men (61 percent) and this is even higher for men who have immigrated to Canada (72 percent).⁵⁴ Research shows there is a similar trend in kids with Canadian girls participating at a much lower rate than boys.⁵⁵ Statistics show that about 1 in 3 girls drop out of sports by their teenage years. Understanding these trends is important for how we plan for and support sports.

The Canadian Sport for Life (CS4L) movement seeks to improve the quality of sport and physical activity in Canada. This movement recognizes the importance of sports in creating life-long participation in physical activity. Studies show that participation in sports at an early age helps develop physical literacy—which is “the motivation, confidence, physical competence, knowledge and understanding to value and take responsibility for engagement in physical activities for life.”⁵⁶

⁵² [Vital signs: sport and belonging, Community Foundations Canada](#)

⁵³ [Sports for fun and fitness \(2019\) Statistics Canada](#)

⁵⁴ [Sports for fun and fitness \(2019\) Statistics Canada](#)

⁵⁵ [The rally report: encouraging action to improve sport for women and girls](#)

⁵⁶ [Developing physical literacy: Building a new normal for all Canadians \(2019\) Sport for Life](#)

Guelph’s participation numbers are increasing in most sports

We know that people in Guelph play sports and we will see this trend continue in the future. Some statistics show that participation in sports is seeing an overall decline as people are choosing informal and spontaneous activities. Even though participation in sports overall is trending downward, our population increase is causing local participation numbers to increase. Overall, youth registration rates are decreasing but adult registration rates are increasing. We expect to see a growing demand for all sports in Guelph in the future, specifically we will need:

- Senior/intermediate multi-use fields: registered participants of soccer and multi-use fields has grown 39 percent from 2014-2019, with over 9,500 participants using these fields in 2019.
- Senior/intermediate multi-use fields: lacrosse and rugby registration numbers are following provincial growth trends, with lacrosse growing by 7 percent and rugby growing by 23 percent
- Senior/intermediate baseball or softball diamonds: registered participants of softball and baseball has grown 30 percent from 2014-2019, with over 4,700 participants using diamonds in 2019
- Cricket pitches: registered participants have significantly grown 144 percent since 2018, and cricket is the fastest growing sport in Canada
- Tennis/pickleball courts: Pickleball participation is increasing about 15 percent per year and tennis continues to be a popular local sport
- Basketball courts: Basketball is the fifth most popular Canadian sport and locally we’re seeing requests for courts since initiation of the CEBL Guelph Nighthawks

As we plan our future park system, we will need to continually monitor participation numbers and local market demands. Being able to provide a similar level of service as we grow is necessary to encourage life-long participation in physical activity.

We need to optimize our sport field use and plan for new sports

The Sport Turf Association (STA) has guidelines to efficiently manage fields to maintain quality, playability, safety and reduce overall operation costs. These guidelines classify fields based on their construction and provide guidelines on frequency of maintenance and amount of play time they should see. Most of our fields would be classified as a category 4 and should only be playable for 450 hours. The following table identifies guidelines on use and design criteria for various turf sports fields:

Table 2 - Sport Turf Association Field Classification Guidelines

Category	Description	Usage
1	<8 percent silt + clay with sub-surface drainage system, irrigation, and lights	<ul style="list-style-type: none"> • 90 days/yr • 5 hr/day • 450 hr/season • 2 consecutive days of use
2	<25 percent silt + clay with sub-surface drainage system, irrigation and lights	<ul style="list-style-type: none"> • 110 days/yr • 5 hr/day • 550 hr/season • 3 consecutive days of use
3	25-35 percent silt + clay with sub-surface drainage system. Irrigation and lights are optional	<ul style="list-style-type: none"> • 140 days/yr • 5 hr/day • 700 hr/season • 4 consecutive days of use
4	36-45 percent silt + clay with sub-surface drainage system. Irrigation and lights are optional	<ul style="list-style-type: none"> • 180 days/yr • 2.5 hr/day • 450 hr/season • 4 consecutive days of use
5	Made of all types of soil intended for casual use by residents of the neighbourhood. No drainage system, irrigation, or lights	<ul style="list-style-type: none"> • 180 days/yr • 2.5 hr/day • 450 hr/season • 5 consecutive days of use

Our sport fields are booked a lot—we booked more than 42,000 hours for soccer/multi-fields and almost 38,000 hours for diamonds in 2019. These numbers only represent what we can track through bookings and it doesn't include pick-up games, off leash dogs, school sports or events as these are difficult to monitor.

We also book some of our sport fields more than double the Sport Turf Association's guidelines, even though some fields can accommodate more playing time. Our well-used fields are typically at the request of user groups who prefer 'sport parks' with the best amenities like washrooms, parking, lighting, player benches, spectator seating, shaded areas and irrigation.

Although we are technically able to accommodate most of the market demand on our fields now, we need to consider improving the fields' ability to handle more bookable hours. By booking fields more than the STA guidelines we are increasing overall operation costs and jeopardizing field quality. If we were to follow the STA guidelines for all of our fields, we estimate we would need more than 25 soccer/multi-use fields and 30 diamonds worth of playing time to accommodate our existing users. Building this many fields would be very difficult.

There is opportunity to optimize our existing fields and improve the field quality of our well-used fields in addition to constructing new fields for our future needs. In order to optimize our fields, we will need to make strategic capital investment to

increase field quality or park amenities to help balance our use of fields. A few options to consider include:

- Upgrading existing fields to a higher quality turf (per STA guidelines)
- Converting existing fields to artificial fields or partnering with other organizations better suited to provide this field type
- Adding lighting to non-lit fields, provided there is low impact to existing residential areas
- Pursuing new partnerships to provide sport fields on non-city-owned land
- Exploring strategies to optimize under-booked fields to balance impacts across our inventory more effectively

Another challenge for the future will be to meet increasing demands for existing sports and users, while also making room for emerging sports like cricket or lacrosse. We will need to look for innovative solutions to meet future needs or reduce service level in one area to provide for another. New solutions are likely to be complex and require agreements, creative engineering, new booking strategies, optimizing existing fields (e.g., with lighting, upgraded construction, synthetic fields) or new partnerships.

Sport facility demands have an impact on our future parkland needs

How we will provide sports and programmed facilities long term has a big impact on assessing future land needs. Sports fields are among the most intensely used park amenities and require a lot of space.

We need to plan for two things in the future:

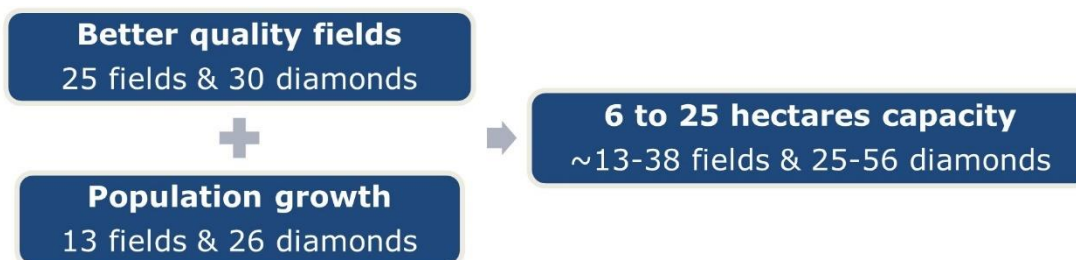
- Trying to meet the STA guidelines for playable hours on our fields, and
- Meeting increasing needs as our population grows.

Using our booking numbers and field playing time guidelines from STA, we estimate we need more than 25 soccer/multi-use fields and 30 diamonds worth of playing time. Looking strictly at population, we are generally growing our sport fields in line with population growth and offering a similar of level of service we provided in 2009. Our user groups report that there is some conflict during prime time, and we need some additional adult baseball diamonds. Overall we are keeping up with market demand for sport fields.

If this we want to continue to offer a similar of level of service as our population increases, we will need to add about 13 soccer/multi-use fields and 26 diamonds by 2051. If we include some new diamonds to help with sport field operation efficiency, we are looking at adding 13-38 soccer/multi-use fields and 25-56 diamonds. This represents approximately six to twenty five hectares of new parkland designated for sports field use alone.

This doesn't include other recreation needs like cricket, tennis and pickleball, basketball or volleyball. Creative strategies and tools to meet this demand will be required.

Figure 33 – 2051 land capacity needs based on quality and population



Land available for parks and recreation is generally becoming more difficult to acquire and the opportunities for larger areas of land to accommodate sport fields is even more difficult to find. There is a need to maximize sport field use prior to building more fields. As part of an overall strategy, we need to look at adding lighting, improving the quality of fields, investigating new creative booking, or partnerships with private landowners as potential solutions to this challenge.

To plan for the future, we need to undertake a sport field strategy to determine how to sustainably provide outdoor recreation and sport field opportunities as we grow and change. We will look at strategies to optimize use of our existing fields, intensify use in our existing parks, as well as look at expanding our park system with more community or regional parks. Our strategy needs to include a long-term financial strategy to ensure the recommendations are sustainable and realistic. We also need to consider the impact of optimizing our fields and the potential impacts this intensified use can have on the community and neighbouring properties.

Planning quality parkland

Through the Community Plan, we heard that people are proud of our parks, playgrounds, recreation facilities, trails and green spaces. Through all seasons, parks and recreation are part of everyday life for people of every age and ability.⁵⁷

Parks make our community a pleasant place to live and work. Measuring the quality of our park system is difficult because it can be subjective and community specific. We highlight some key considerations to help guide our future park system improvements and development. A quality park system has these characteristics:

- Good physical condition of the assets in parks and sustainable maintenance practices
- The right amenities and right number of amenities available for people to enjoy
- Accessible, equitable and inclusive to all users
- Attractive, safe and comfortable environment
- Multi-purpose, multi-generational, flexible spaces for a range of activities
- Climate resilient and sustainable

Figure 34 - Riverside Park new playground



⁵⁷ [Guelph Community Plan](#)

Making strategic investments to manage our existing parks

Managing park assets responsibly is a priority for us. To 'build our future' we will need to make strategic investments in our park system. Parks that are well cared for are welcoming, promote feelings of safety, encourage community stewardship, and boost civic trust.⁵⁸

A key challenge for the future will be to keep up with our existing services and resident demands, while we also grow our park system. We may need to reshape our existing parks to meet community needs and respond to changing demographics. A key consideration will be to balance recreation needs with the look and feel that people like in our existing parks.

Historically, many municipalities have made capital investments to keep up with growth, while delaying needed investment in maintenance. Being able to balance growth while investing in asset management and maintenance of existing assets will be important for sustainable decision making.

Our asset management plan gives us a clear, detailed picture of our assets, their needs and priorities for future investment. Responsible asset management means inventorying and planning for the entire life of an asset, rather than making short term decisions. Our [2020 Asset Management Plan](#) shows that most of our park assets are in good or fair condition. More work is needed to better understand the levels of service our parks currently provide compared to community expectations. Development of asset lifecycle action plans will aid in the decision making regarding the future of the assets, including replacement when necessary.

Figure 35 - Guelph's park assets are in fair condition, meaning adequate maintenance and rehabilitation is being performed



⁵⁸ [Five characteristics of high-quality parks \(2021\) Urban Land Institute](#)

The asset management plan also shows that forecasted funding is less than what will be needed to manage our assets. As we plan for the future, we will need to strategically look at new funding options, service-delivery models and community partnerships to close the funding gap—sustainability needs to be a key part of our future decision-making.

Over the last ten years, city staff have done a good job of investing in our park system by implementing a life cycle planning strategy for park assets. Our most popular program is our playground replacement program, which replaces our playgrounds every 18-20 years, dependant on use and state of physical condition. The need to replace a playground may also trigger other needs such as adding new accessible paths, benches, tree planting and more. Often this scope includes accessibility improvements of our park system. By providing accessible paths and other supporting amenities in parks.

This program also presents an opportunity. Through our yearly replacement we can examine park service levels and identify places where we can increase our services or service level based on changing demographics and growth in the area. As part of our financial review in the PRMP, we will look at developing blended funding models and creative solutions to improve asset management, but also make strategic improvements in parks to respond to neighbourhood growth and demographic changes.

Parks should be universally accessible

Guelph is 'stronger for our differences.' Guelph residents should be able to access and use parks comfortably anywhere in the city, with opportunities for recreation, health and mobility for everyone.

Geographically, some parks in older built-up neighbourhoods are less accessible or do not have features for all people in our community. To make parks universally accessible, we will work with the Accessibility Advisory Committee (AAC) and other stakeholders to identify and address barriers faced by people with disabilities. We adopted the Facility Accessibility Design Manual (FADM) in 2015 with specific information for outdoor recreational spaces owned and operated by the city. The FADM not only meets the Accessibility for Ontarians with Disabilities Act (AODA), but in many ways exceeds it to offer more universal design. The design manual adheres to the principles of universal design and recognizes the need to accommodate the broad diversity of people who use facilities.

Our PRMP will address this issue in more detail. Overall, we use our park classification system to help guide park design, level of service and programming.

Our supply of land for parks

Our park system currently has over 400 hectares of parks of all classifications, sizes and shapes. To complement the park system, we offer more than 130 kilometres of trails and own and/or manage close to 850 hectares of our Natural Heritage System. All this land covers close to fifteen percent of the city area and doesn't include all the other publicly accessible land on the parks continuum that may be available for people to enjoy.

Our parkland is distributed across the city and the amount of land and configuration of parkland varies in each neighbourhood. Guelph was first settled in the 1820's and has slowly grown over two centuries. The amount of parkland per neighbourhood varies based on the planning values of the time and the population densities that were acceptable in the era the neighbourhood was developed.

The supply of parkland is only one factor in our assessment of need. To plan our park system sustainably we need to consider all factors, including access, function, recreation needs, quality and finally quantity. We will need to set priorities based on these assessments to determine where we can make measurable improvements and achieve our optimal level of service.

Parkland provision: the land we supply per population

Our park provision is the amount of land we supply based on our population. It is a number many municipalities use to help understand their effectiveness of supplying parkland. Park provision is usually shown as the amount of land in hectares per 1000 people (e.g., 1.0ha/1000 people). Our Official Plan currently outlines how much city-wide land we should maintain or encourage for each category of park for the future. Our Official Plan outlines:

- Encourage 1.3 hectares per 1000 people for regional parks
- Maintain 1.3 hectares per 1000 people for community parks
- Maintain 0.7 hectares per 1000 people for neighbourhood parks, and
- We do not provide a target for urban squares.

Secondary Plan Areas also help plan future parkland provision

In addition to these targets in our Official Plan, the Downtown Secondary Plan outlines a park provision of 1.0 hectares per 1000 people in the downtown area, which takes into consideration the higher density and urban form of that area.

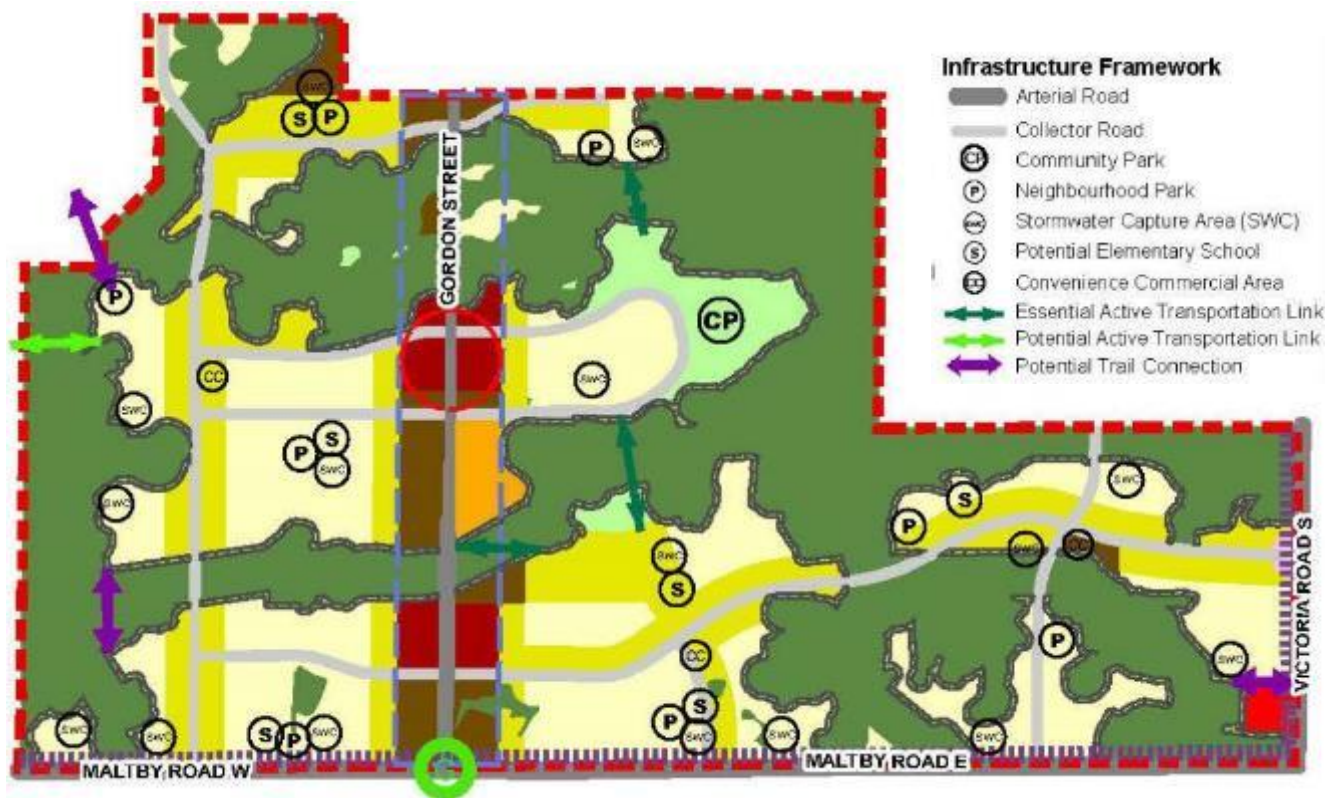
The Guelph Innovation District Secondary Plan (GID) plans to achieve a density target of 75 units per hectare or about 6650 people. Two neighbourhood parks and one community park are identified within the secondary plan area. If we use the size guidelines in the Official Plan, there is a potential for about 12 hectares of parkland to be acquired in that area. This estimation is not exact and may increase or decrease through the block planning or detailed planning stages. Based on these

assumptions and numbers the park provision planned in GID may be about 1.8 hectares per 1000 people.

The Clair Maltby Secondary Plan (CMSP) plans for a population target of 16,000 people and about 35 hectares of parkland (eight neighbourhood parks, one community park and the regional linear park system called the Moraine Ribbon). Based on these numbers, the park provision in this area is about 2.2 hectares per 1000 people. Like GID, this calculation is not exact and may increase or decrease in the detailed planning stages.

The planned parkland in these secondary plan areas will impact city-wide parkland targets. The lower parkland provisions, particularly within the downtown secondary plan and GID secondary plan mean we will need to accommodate parkland in other areas of the city or examine city-wide targets to better balance the different service levels noted within growth areas and secondary plans. Supplying parkland in dense areas is a balancing act, providing more land for parks can result in less people being able to live in the area. This can affect our ability to meet our forecasted growth targets.

Figure 36 - CMSP draft land use plan showing park locations⁵⁹ (June 2021)



⁵⁹ [CMSP Draft Secondary Plan for Community Engagement](#)

Parkland provision targets vary in each municipality

Many municipalities provide targets for their parkland supply. Some provide a city-wide target, while others provide targets for each park type. Targets are set based on the vision, values and goals for the municipality. Targets also consider how much municipalities can acquire using a variety of tools at their disposal.

One method municipalities use to get land for parks is through parkland dedication as a condition of development (see: [How we grow and fund parkland](#)). The Planning Act outlines a maximum amount that can be taken based on the number of units proposed in the development. We have roughly calculated this to be about 0.9-1.5ha/1000 people (assuming 2.2 people per unit), but this varies based on the development proposal specifics.

The maximum amount that can be acquired through development and parkland dedication is an important consideration for understanding parkland provision. Knowing that we can acquire on average 1.2ha/1000 people through development, means that we must rely on other tools to acquire land, like purchasing land with other funding sources, partnerships or other tools that will need to be developed.

Our parkland provision target is higher than other municipalities

Guelph’s parkland provision target is higher than many municipalities if the provision for regional parks is included. Without regional parks, our target to maintain parkland at 2.0ha/1000 people is in line with other municipal benchmarks. More information about municipal benchmarks is found in Appendix A.

Table 3 - Park provision benchmark of other municipalities

City	Provision targets city-wide	Notes
Guelph	3.3 ha/1000 people	Maintain 2.0 ha/1000 people and encourage another 1.3 ha/1000 people
Barrie	2.2 ha/ 1000 people	Maintain provision of useable parkland for recreational purposes at rate of 2.2ha per 1000 population
Halton Hills	2.2 ha/1000 people	1.2ha/1000 people local and 1ha/1000 people not local
Kitchener	2.1 ha/1000 people	Key metric is 9.8 square metres per person (0.98 ha/1000 people)
London	3.0 ha/1000 people	For neighbourhood and district parks
Markham	1.2ha/1000 people	Focus is on walking radius not provision
Ottawa	2.0 ha/1000 people	Target for municipal parks and leisure areas
Richmond Hill	1.6 ha/1000 people	16 square metres per person
Waterloo	3.0 ha/1000 people	Updated from 5.0ha/1000 people in most recent park plan (2021)

Are we meeting parkland provision targets?

Our Official Plan outlines how much city-wide land we should maintain for each category of park. It also outlines the criteria for what is considered acceptable parkland for the future. These targets were set in 2017 as part of Official Plan Amendment 48 (OPA 48).

We are currently providing 3.1 hectares of parkland per 1000 people based on the forecasted 2020 population of 140,000 people. Our target for parkland is to maintain 2.0 hectares of parkland per 1000 people and encourage 1.3 hectares per 1000 people for regional parks. This totals 3.3 hectares per 1000 people.

To help understand how much that is, it can be easier to think about it in terms of land per person. We are currently providing about 31 square meters of park space per person—this is slightly larger in size than two parking spaces (27m²) or the area under a medium sized tree canopy.

Figure 37 – We provide about 2 parking spaces of parkland per person



Table 4 – Supply of parkland compared to our city-wide provision targets

Park type	Official Plan provision	Current supply	Current Provision*
Regional Park	Encourage 1.3ha/1000 people	152 ha	1.1 ha/ 1000
Community Park	Maintain 1.3ha/1000 people	216 ha	1.5 ha/ 1000
Neighbourhood Park	Maintain 0.7 ha/1000 people	67 ha	0.5ha /1000
Urban Square	No target	3 ha	No target
Total	Maintain 2.0ha/1000 and encourage 1.3ha/1000 people (total 3.3ha/1000 people)	438 ha	3.1 ha/1000

* Based on a forecasted population of 144,750 people in 2020

Our current city-wide supply is slightly below targets set in 2009

Parkland provision targets are useful to help us monitor how we are providing parkland to a growing population. Our targets set in 2009 were based on our park supply at the time and reasonable assumptions about our rate and type of growth.

Our supply of parkland is a little bit below our targets set in 2009. We are providing a little less parkland for regional and neighbourhood parks than our target but are meeting our target for community parks. In 2009 our provision target for neighbourhood parks was 0.6ha per 1000 people, which was lower than the target of 0.7ha per 1000 people set at that time.

We have been expanding our park system as our population grows

Since 2009, we have acquired about 45 hectares of parkland of all classifications and our population has grown by about 18,000 people. We are acquiring parkland at an average rate of 2.5 hectares per 1000 people.

Since 2009, about 65 percent of our park system growth has been acquired through development. The remaining 35 percent was acquired through repurposing a portion of the old landfill into parkland (Eastview Community Park). Removing Eastview Community Park from the calculations, we are acquiring parkland through development at an average rate of 0.9 hectares per 1000 people.

Impact of growth on our park system supply

Our population is forecasted to increase by over 60,000 people by 2051.⁶⁰ We will be growing in new ways and the way people choose to live will change. A growing population using less space leads to parks that see more use. This increased use leads to increased maintenance needs, potential conflicts between users in parks, more recreation needs and can lead to possible deterioration of existing natural areas. It will be important for us to add new parkland and intensify some of our existing parks to respond to growth.

The way we will grow will make it more difficult to get parks. Some key considerations about our ability to acquire land in the future include:

- Smaller development sites will limit opportunities to acquire parks through development and will also make meeting recreation demands more difficult as small parks are not adequate for sport fields or other facilities
- Affordability of land will make it more costly to buy land for parks
- Competing land interests (e.g., stormwater management, infrastructure) will make retaining parkland more difficult
- Greenfield areas are dwindling, limiting options to acquire larger parks
- Providing smaller parks more frequently will result in higher maintenance costs

⁶⁰ [Guelph Growth Management Strategy](#)

Planning for existing and future generations

We know we are going to need more parks as we grow, and we know how we grow will impact our ability to expand our park system. Therefore, our future land needs will need to be based on determining an optimal level of service—the amount and type of service that the community desires and is sustainable, affordable and realistic. An optimal level of service includes land supply, but also considers all the other important factors affecting our park system.

Our park provision per person may decrease as we grow

One way to understand our future needs is to extrapolate our provision of 3.3 hectares per 1000 people to the forecasted population in 2051. Using this method, we will need acquire over 230 hectares of land—which is a land area similar in size to the developable portion of the Clair-Maltby Secondary Plan or adding about 460 football fields throughout the city. Acquiring that much land is not achievable without a significant increase in acquisition funding. Adhering to these targets and meeting provincial growth targets could impact built form by increasing density requirements and/or increasing building height requirements.

Table 5 - Parkland provision to 2051 (based on 3.3 ha/1000 people)

	2020	2031	2041	2051
Population⁶¹	144,750	175,000	191,000	203,000*
Supply	438 ha	438 ha	438 ha	438 ha
Provision target (ha per 1000 people)	3.3	3.3	3.3	3.3
Parkland required	477 ha	577 ha	630 ha	670 ha
Parkland needed	39 ha	139 ha	192 ha	232 ha

Note: an additional 5,000 people are currently being planned for with the annexation of the Dolime Quarry lands for a total population of 208,000.

We have already planned about 58 hectares of parkland through current development applications or in secondary plan areas. This is a rough estimate that may change as secondary plan areas go through detailed design. We estimate:

- About 10 hectares of parkland identified in current development applications
- GID identifies two neighbourhood parks and one community park (12 hectares)
- CMSP identifies eight neighbourhood parks, one community park and a regional park system call the Moraine Ribbon (about 35 hectares), and
- DSP identifies existing land along the river to be re-purposed as parkland.

To meet our provision of 3.3 hectares per 1000 people, this would mean finding an additional 174 hectares of land on top of the 58 hectares already currently planned. If we only acquired the planned 58 hectares of land, our service level would drop to

⁶¹ [Greater Golden Horseshoe: Growth Forecasts to 2051 \(2020\) Hemson Consulting](#)

2.4 hectares per 1000 people or 24 m² per person. This is a reduction of close to 30 percent in parkland provision per 1000 people. It would also mean we would be providing slightly less than 2 parking spaces per person by 2051.

Using Planning Act alternative rates to meet future demands

The Planning Act establishes the authority for municipalities to require development or redevelopment to contribute to the park system, either through the transfer of land or CIL. The standard way to calculate parkland dedication is as a percent of the development—this is either 5 percent for residential or 2 percent for commercial or industrial.

For residential development, one of the rates available to municipalities is referred to as the 'alternative rate.' The alternative rate uses the number of dwelling units to calculate parkland dedication instead of calculating it as a percent of the development. The alternative rate can often lead to higher parkland dedication being required of the developer.

The Planning Act allows for a maximum of 1 hectare of land for every 300 dwelling units or the market value of 1 hectare of land for every 500 dwelling units if accepting CIL. Our local bylaw also limits the amount of land or CIL we can require for applications that fall under Section 42 of the Planning Act.

Using the Clair Maltby Secondary Plan as an example, we can see why we need to make use of the alternative rates in the future. The Open Space System Strategy provides for about 35 hectares of parkland that includes 8 neighbourhood parks, 1 community park and a regional park system called the moraine ribbon. The total land area of the secondary plan is 415 hectares and the developable portion less NHS lands is 225 hectares.

The first analysis assumes that parkland would be dedicated at a rate of 5 percent of the total land area. The actual amount would be less as not all areas of the development are residential. Based on the land area of the development, we would only be able to acquire 20.75 hectares of land and would be required to purchase 12.25 hectares.

The second analysis assumes that parkland would be dedicated at 1 hectare for 300 units for all residential units. Based on the target density of development identified in the growth forecast, we could acquire 23.7 hectares and would be required to purchase 9.3 hectares. The amount of land we would be able to acquire could be higher as the commercial portions of the site would also result in parkland dedication. If the area develops at a higher density, a higher level of dedication would be provided for and thus a lower requirement to purchase land.

Summary of how our park supply will change in the future

More residents will mean increased demand on parks and outdoor recreation. We will need to use our land more efficiently, expand our park system and create new spaces to accommodate outdoor recreation. We expect in the future:

- Legislated limits to the amount of land we can acquire through development will make it difficult to meet current city-wide targets
- Meeting population forecasts in secondary plan areas will make it more difficult to meet city-wide provision targets as we will need to provide more parkland in the built-up area
- The amount of parkland we provide per person will likely decrease as our current parkland provision target is not sustainable long-term
- We may need different strategies for getting parkland in different areas of the city (e.g., Strategic Growth Areas, Downtown, Built-up Area, Greenfield areas)
- We will need to grow our park system through development with the use of the 'alternative rate' in the Planning Act
- We will also need to rely on other tools to meet future parkland needs like purchasing land for parks, internal transfers of city-owned land, new partnerships with other agencies or private landowners
- We may need to put more emphasis on quality of parkland and access to parkland than park provision targets
- We are going to be acquiring smaller parks through development and opportunities for larger parks will be limited
- We will need to optimize use of our recreation facilities and provide more multi-functional and multi-generational spaces
- We will need to intensify and reshape existing parks to add more amenities and features to accommodate more people
- We will need to optimize our sport fields and create new ones to meet current and future demands
- We may need to make strategic acquisitions to meet future recreation needs in the form of new community or regional parks
- We may need to decrease service levels for some recreation facilities to accommodate new ones
- We will have higher maintenance and operation needs as our existing parks will see more use

Finally, long-term financial strategies that are sustainable and realistic will be a very important part of a future strategy. The financial strategy will need to identify funding sources, alternative service delivery models and potential partnerships to meet our optimal level of service.



Summary of park strategic directions

Our vision will shape how we develop our park system in the future. There are many competing priorities and diverse needs to be met in our community. We will need creative solutions to provide our optimal level of service.

The following summary of strategic directions and actions will help us develop our park system for the future. They are built on our need to retain, improve, optimize and grow our park system as the community grows.

This plan focuses on our land needs for the future. It also includes some recommendations related to park improvement and park recreation needs. Recommendations of this plan will be carried forward to the Parks and Recreation Master Plan (PRMP) so we can set park and recreation priorities together. Priorities, financial strategies and phasing for these recommendations will be assigned as part of the PRMP. We will ensure our plans are sustainable, affordable and realistic.

Setting clear directions

Our Park Plan exists as a living and breathing document that provides direction for our future. It was developed based on the best available information at the time. Recognizing that new opportunities and approaches arise, we may make improvements to the directions as we implement our plan. This is consistent with the goal of ensuring our plan is flexible and can respond to changes and new opportunities.

Building on the Strategic Plan, there are some overall directions that are integral to our day-to-day work. These are aligned with our Strategic Plan pillar of 'Working Together for our Future' and includes:

Communicate better through clear policies

To support consistent and transparent decision-making we need clear policies. Policies can help us improve how we communicate with residents and clarify the service levels we deliver to our community.

Enhance decision-making through greater use of data

Using available data and technology more effectively in our day-to-day work we will enhance our understanding of trends, needs and patterns. We will continue to assess, maintain and use park data to support capital and operating practices.

Develop long-term financial and resource strategies

To ensure our plan is sustainable, affordable and realistic we need to develop long-term financial and resource strategies. Detailed funding strategies will accompany the future PRMP.

Work together with our community

We will need to continue to pursue partnerships with our local community to efficiently deliver parks and recreation services. This might include exploring new funding options, service-delivery models, programming opportunities and partnerships.

A new section of the Community Plan: We are Community

After 18 months of listening and engaging with the Guelph community, it was identified that the [Community Plan](#) needs an update to focus on anti-racism and discrimination. People in our community identified the goal that everyone should feel a sense of belonging in Guelph. We will continue to listen, unlearn and relearn how we can work toward equity and the permanent elimination of systemic racism in all forms. We will shift from “how we need to work together” to “what we need to do together” to set the community standard for the elimination of systemic racism.

Develop meaningful relationships with Indigenous people

We deeply value the relationships we have started to build with Indigenous governments and community members from First Nations, Inuit, Métis and Mixed Ancestry people. We have more to learn about the history of this land and the people who lived here before Guelph was founded. This ongoing work will continue beyond the context of the Park Plan and Parks and Recreation Master Plan and will help inform future projects and workplans.

We are also committed to working with Indigenous people on developing staff training to educate and grow our knowledge and understanding of Indigenous values and world views. These values can have a tremendous impact on the design of our public spaces and the way we steward the land.

Prioritizing resources

There are some areas of the city where we need to make improvements to our park system. We will look for opportunities to use new data to drive more effective engagement and decision making to improve the park system, including consideration for:

- People can't access a park within a reasonable walk from their home
- We are not meeting local recreation needs or desired service levels
- Existing parks that are working harder to serve more people (e.g., have a higher volume of people using it per hectare or demonstrated higher rate of use)
- There are high concentrations of equity-deserving populations
- Growth areas where the local population is increasing
- Areas where assets require renewal or replacement so that we can provide our intended and desired levels of service

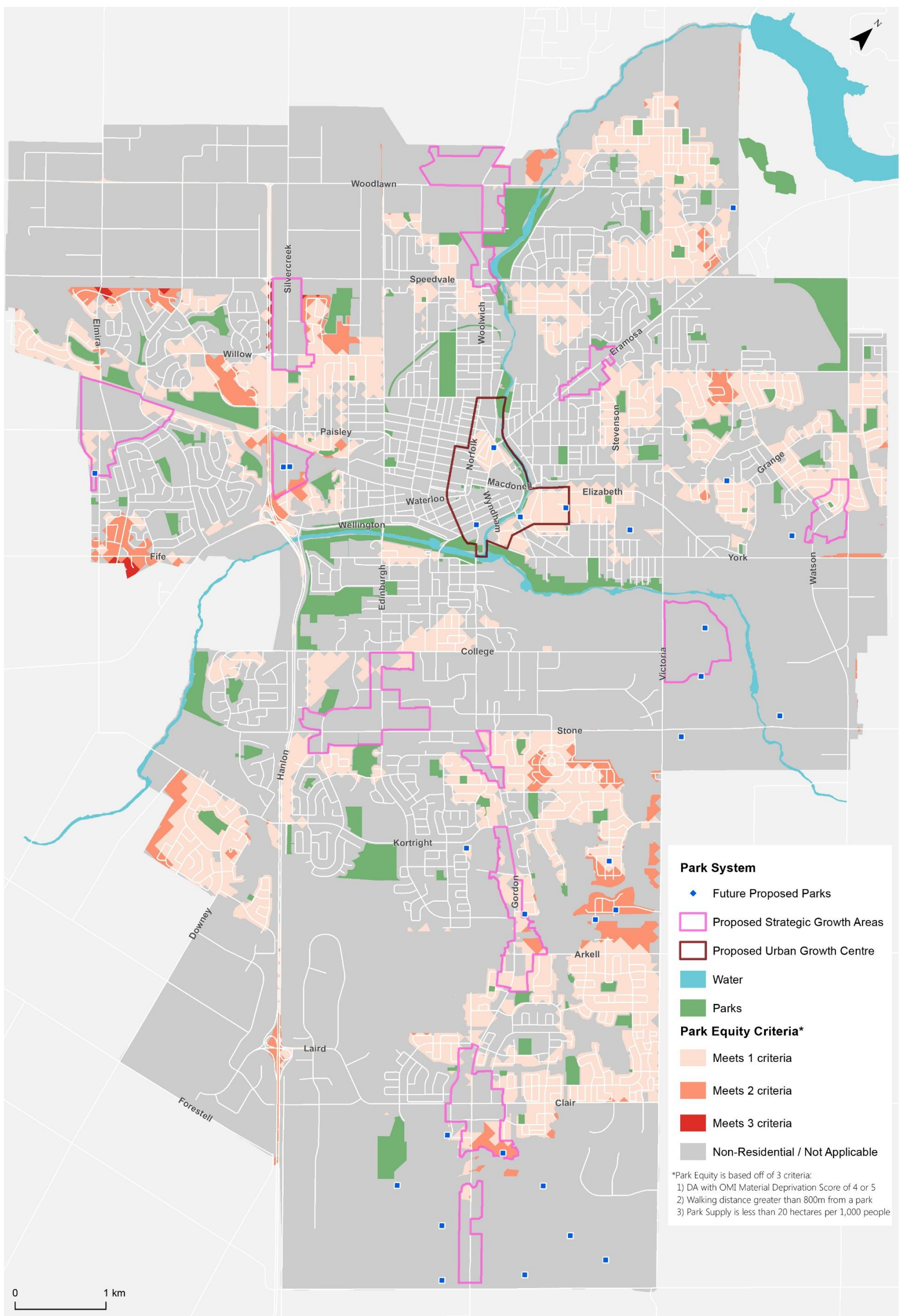
Areas of potential need map

To help to understand where areas of need might be, we completed a geographic analysis to see if there are areas in the city where we can focus our efforts. We used the Ontario Marginalization Index, population density, urban growth structure and our park walkability data to help us start to understand where these areas might be.

Areas where there is overlap of all three criteria (marginalization, low park access and high population density) are likely to be high on our priority list. Areas where there is one criterion, we may need to look a little closer to understand what needs might not be met and develop strategies to address them. Strategies may be different operational practices, park improvement, partnerships, acquisition or exploration of other opportunities available through the park continuum.

Our map is a starting place to determine where and what type of resources we might need in the future. It can help us prioritize our investment, ask better questions and help to address systemic inequity in our community. This map will be used and analyzed through the future Parks and Recreation Master Plan. We will examine how the integration of increased data mapping, management and analysis will impact staff work capacity to determine if there are resource or staffing impacts in the future

Figure 38 – Areas of potential need map (overlying Ontario Marginalization Index data, high population density, draft urban growth areas and lower park walkability)



Data provided by: City of Guelph
 Map produced by: SSMIC - AIS, November 2021

Park access and provision of strategic directions

More residents will mean increased demand on parks and outdoor recreation. We will need to use our land more efficiently, expand our park system and create new spaces to accommodate recreation. The following are strategic directions to help guide our future decision making and develop clear policies to support our vision for the future. Priorities, resourcing and timing will be addressed through the Parks and Recreation Master Plan.

Develop parkland acquisition policies for development sites

We need to develop clear policies and decision-making criteria for when development sites will be required to convey land or cash-in-lieu. This policy should include a framework to assess parkland needs in a particular area as part of an overall acquisition strategy. The framework should also develop priorities for acquiring parkland. We want to make sure our resources are directed where they are needed most.

Update parkland policies and provision targets in the Official Plan

These recommendations will be addressed by an Official Plan Amendment process using the information provided in this report as background.

Review and revise park provision targets

Park provision targets should be updated to reflect an optimal level of service. This will likely mean our overall provision targets for parks will be reduced or different key performance indicators will be used to determine our service level (e.g., distance to a park vs parkland quantity per capita)

Continue to use the 'alternative rate' in the Planning Act

To meet our future parkland needs, we will need to continue to make use of the alternative rate of 1 hectare for every 300 units for land and 1 hectare for every 500 units for CIL in the Planning Act. These should remain in our Official Plan and Parkland Dedication policies.

Revise park size guidelines in the Official Plan

Acquiring parks that meet our size guidelines in the Official Plan will be more difficult in the future. Smaller development sites and limits to the amount of parkland we can acquire through development, will mean smaller parks. We may also need to purchase smaller lots to help increase supply in certain areas of the city. We will need to revise our policies to allow for smaller park acquisitions.

Smaller parks may not be appropriate for all areas of the city, so we will need to develop different approaches to parkland based on development site size and where in the city the development is taking place (greenfield vs built-up area). We should consider keeping larger park size guidelines in our greenfield areas to help plan for future generations.

Update Official Plan criteria for accepting parkland

Official Plan policies should reflect Parkland Dedication Bylaw criteria for accepting parkland. Land that is acceptable as parkland dedication includes land that:

- Is free of encumbrances except as may be satisfactory to the city (land that is deemed to be contaminated may only be accepted if it’s in accordance with ‘Guidelines for Development of Contaminated or Potentially Contaminated Sites’)
- In a condition satisfactory to the city and in accordance with our development policies and other policies for the acquisition of real property
- Contains adequate street frontage for visibility and safety
- Can be accessed by the means outlined in the Official Plan (e.g., Regional Parks need frontage on an arterial road and accessible by public transit)
- Contains sufficient table land (approximately 80 percent of site) and is well drained, except where the site takes advantage of a specific natural feature (note table land has a maximum grade of 5 percent, but 2 percent preferred).

Land that continues to be not acceptable for parkland dedication include:

- Land that is identified as part of the city’s Natural Heritage System
- Land that is susceptible to flooding, have poor drainage, erosion issues, extreme slopes or other environmental or physical conditions that would interfere with potential use as a public park
- Land that is required to accommodate stormwater management facilities, subject to acceptance by the city
- Land that is used or proposed to be used for utility corridors or other infrastructure incompatible with their use as a public park
- Land that is encumbered by easements or other instruments that would unduly restrict or prohibit public use; and
- Land for trails or active transportation purposes.

Develop strategies for acquiring and intensifying parkland

One way of growing our park system is acquiring land through development where development occurs. A variety of factors will likely make this more difficult in the future, therefore we will need to develop other land acquisition strategies or alternative arrangements for meeting park needs. We will need to develop strategies about how we do this and use all the tools we can to reduce the financial burden on taxpayers.

We need to develop a parkland acquisition and intensification strategy to manage our park system as our population grows. It needs to reflect an optimal level of service that meets community expectations and is sustainable, affordable and realistic. The parkland acquisition strategy should:

- Create decision-making criteria for the acquisition or intensification of parkland
- Identify the priority areas for parkland acquisition based on walkability, distribution of parkland, recreational need, and population increase.
- Determine strategies and distribution models to grow parkland in particular areas of the city (e.g., built up area, greenfield areas, strategic growth areas)
- Explore alternative arrangements to meet parkland needs
- Explore potential land acquisitions or partnerships (e.g., Yorklands Green Hub)
- Examine the need for additional staff and resources to support acquisitions or alternative arrangements (e.g., realty specialist to pursue land acquisitions)
- Develop long-term financial strategies to ensure funding is available for acquisitions when needed

Land acquisition strategies in the Official Plan

We will need a land acquisition strategy to help grow our park system. Some strategies in our Official Plan include:

- Conducting further studies to determine which parks have potential for expansion and where such expansion is most desirable
- Acquiring additional land to enlarge existing small parks, where appropriate
- Acquiring vacant infill sites to create new small parks
- Acquiring redundant school properties or parts thereof.

Most of these strategies above requires purchasing land for park purposes. The financial implications of purchasing land in the future can be significant. As part a land acquisition strategy we will need a detailed long-term funding and resources to ensure our approach is sustainable and realistic.

Alternative strategies in the Official Plan to meet parkland needs

There are also several strategies outlined in our Official Plan we can use to meet park needs that require less investment from taxpayers. These strategies rely on exploring different service delivery models or pursuing partnerships, including:

- Improving the quality and usefulness of existing parks through better design
- Encouraging and working with the local School Boards to upgrade the design and development of some of their open space areas
- Developing portions of certain community or regional parks to meet neighbourhood needs, and
- Enhancing connections between park and open space areas.

Continue to develop partnerships with other public landowners

The city has agreements with other public landowners to use their land for park or recreational purposes—specifically with Grand River Conservation Authority and the Wellington Catholic District School Board. Should these arrangements continue to be mutually beneficial, these agreements should remain intact and be updated on a regular basis. There may be opportunities to pursue additional agreements with these two organizations and others.

Develop policies to support conversion of surplus land to parkland

On occasion the city owns land that may be considered surplus. Before it is proposed for disposal, it is reviewed by city departments to determine if it can be used for other infrastructure or services.

Decision making criteria should be developed to help determine if the land meets our criteria for parkland. Where surplus land is located in an area of need or the site is large enough to accommodate sport fields, it should be converted to parkland.

Develop design guidelines for developments beside existing parks

New developments that front onto, or are beside parks, will require special attention to their frontage treatments and site design. We want to ensure that these developments achieve the kind of character, sense of place and pedestrian experience warranted for these important elements of the public realm. Policies about requirements of development fronting/adjacent to parks will also be needed.

Balance parkland needs with impacts of other infrastructure

Competing land interests will become more frequent in the future. There may be a need and opportunity to allow infrastructure with wide community benefit within our existing parks. For newly planned areas, infrastructure is planned for in separate spaces and not permitted in parks. We will review these infrastructure needs on a case-by-case basis.

Stormwater Management Master Plan

Through the city’s Stormwater Management Master Plan, several park sites have been identified to help the city manage existing stormwater and to prepare for the effects of climate change. To permit the dual use of parkland and stormwater management we need to understand how the stormwater infrastructure impacts recreation. The work studying if park sites should be retrofitted with stormwater management assets is currently ongoing and is subject to change.

In many cases stormwater management assets will be located underground. The design of any above or underground assets will need to be integrated creatively and innovatively so the feature does not appear separate from or minimize the recreational function of the land.

Improve pedestrian crossing of major barriers

There are some places in the city where improved pedestrian crossings of roads, watercourses, or environmental features will help improve park access. Making improvements to these crossings can have an impact on safety, efficiency and connectivity of our park system and trail network. In many cases, crossing these barriers is technically complex and may require significant capital investment and land to solve (e.g., overpasses, underpasses, bridges, etc.).

Road crossing improvements have been identified through the Guelph Trail Master Plan and Transportation Master Plan. The next step will be to study these locations and prioritize them amongst other proactive improvements in the annual review of traffic improvements.

Strata parkland could be considered in unique circumstances

Some urban centres are considering other innovative tools to help provide parkland in growing, high-density areas called “strata parkland.” Strata parkland is a public park developed above a private infrastructure asset such as a parking garage or storm water infrastructure (public or private). The park space is deeded to the municipality by the property developer and is publicly owned (and typically publicly operated), whereas the underlying infrastructure is maintained by the asset’s private ownership.

Future considerations

Some municipalities are considering this approach where there is a need to provide land more efficiently in higher density urban areas or where land values are elevated, and available land is constrained. To help create an equitable, clear and transparent approach to decision-making, a framework for evaluating these proposals may be needed in the future.

These alternative parkland models have unique characteristics that can improve the park system and secure parkland in areas of need. It is also very complex and carry significant risk compared to traditional parkland dedication. Where they may be considered, the benefits to Guelph residents must outweigh the risks. Strata parkland may not result in full parkland dedication credits and parkland should be provided above what is required for common-amenity space. Common-amenity space is intended to be outdoor space specifically for residents of the development

to enjoy and while parkland is meant for the entire city to enjoy—there is a need to provide both.

Strata parkland is a tool that the city can add to their acquisition toolbox and use in complex or unique development projects. Staff should continue to evaluate these projects on a case-by-case basis and develop specific criteria framework to evaluate when such an approach would benefit the city and when it would not. As the city has yet to receive any proposals of this nature to date, developing a framework should be considered a long-term action.

Privately-owned public spaces (POPS)

Similarly, POPS are privately owned spaces that are publicly accessible via legal agreements between the property owner and the municipality. Municipal programming and overall control of these spaces is more limited than traditional table land parks or strata parks. Staff should continue to evaluate these projects on a case-by-case basis and develop specific criteria framework to evaluate when such an approach would benefit the city and when it would not. As the city has yet to receive any proposals of this nature to date, developing a framework should be considered a long-term action.

Park improvement recommendations

Improvements and intensification of parks will be important for our park system’s future. As we grow in our built-up area some of our parks will see more use than they do currently. We will need a new approach to using our parks more efficiently and accommodating more users.

Recommendations for park improvements and meeting our recreational needs in parks will be addressed in the future Parks and Recreation Master Plan. Some high-level recommendations have been included in this plan as they relate to park access and park provisioning. Further recommendations will be provided in the next phase of work.

Indigenous people representation in our park system

As parks are developed or renewed, we will look for opportunities to reflect and honour Indigenous culture, the history of the land and the values of Indigenous people. This might include inclusion of interpretive signage, art by Indigenous artists, stewardship partnerships or including specific spaces for Indigenous gathering or use (e.g., Indigenous medicine plantings or community gardens). We will work with Indigenous people to determine how to best to do this.

All parks should have accessible paths

All parkland should include accessible paths within and leading to park spaces. For many people in our community our parks are not accessible without paths in them. Studies also show that parks without accessible paths are twice as likely to sit empty.⁶² The strategy to improve park access will be to direct investment to parks where they are most needed.

Develop a sports field and facility development strategy

Meeting our long-term sport field needs will be difficult as development sites and the parks we are acquiring are getting smaller. We need a long-term sports field and facility development strategy to:

- Maximize use and expand programming time at existing fields
- Develop use and booking guidelines for sport fields that are aligned with the Sport Turf Association guidelines
- Improve the safety and long-term quality of sport fields
- Develop inventory and design standards based on field type, size and use
- Develop an asset management plan to identify routine maintenance cycles and end-of-life replacement schedule
- Review opportunities in the city to revitalize and upgrade underused fields before building new fields to meet future demand
- Investigate opportunities to add sport fields to underutilized land like stormwater management areas or utility corridors, and
- Investigate opportunities to partner with other public or private landowners, and
- Determine where sport fields can be accommodated in the future as demand increases with growth.

Develop a park development manual

To ensure we are continuing to provide a similar level of service in newer parks, we need to develop clear expectations for park quality and design. Park service level and design guidelines developed through a park manual, will help ensure we continue to offer the same service level as existing parks, even if park sizes are smaller. It will also help guide facility-fit conceptual planning that may be required by developers to demonstrate smaller parks can accommodate our future recreational needs.

As part of the park development manual, we must develop an asset management plan for park and outdoor recreation facilities. This should include defining acceptable asset condition and level of service for all assets. Capital budget planning should advocate for appropriate funding to achieve these standards.

⁶² [The Prevalence and Use of Walking Loops in Neighborhood Parks \(2017\)](#)

Increase our urban forest canopy and naturalized spaces in parks

We will continue to strategically grow the urban forest canopy and create small naturalization in our parks. This work will be completed in alignment with the goals and objectives of the [Urban Forest Management Plan Implementation Plan](#) (UFMP). We will also continue to involve residents in community planting projects and support local organizations like Trees for Guelph and Ontario Public Interest Group in their planting initiatives.

Measuring success

An important part of the plan is understanding what success looks like and what specific measures we can use to determine success. Some key performance indicators will be measured in larger corporate initiatives identified in the [Strategic Plan's Action Plan and Performance Measure Framework](#), including, percent of current assets that provide satisfactory levels of service, percent of residents who perceive themselves to be safe in the city and percent citizens expressing a sense of belonging to Guelph.

We will also need to measure how we are meeting the goals of our plan. Collecting and managing data about parks will help monitor the plan's success. An overall action for our plan is to "enhance our decision making through greater use of data." We will continue to assess, maintain and use park data to support capital and operating practices. Measuring how we are providing services to the community and regularly monitoring it will be an important part of our plan moving forward. As part of a data management program, performance measures should be developed and tracked regularly. Potential performance measures can include:

- Percent of people within a ten-minute walk of a park (500-800 metres)
- Percent of parks with walking paths
- Amount of parkland or CIL acquired per year
- Percent of canopy cover in parks

The success of our plan will be reported regularly and may be included in a report about our Parkland Dedication Reserve Fund.

A review and update of the plan is recommended for 2028 at the five-year mark. A five-year review may include revisiting goals, priorities and aligning work plans with a future Strategic Plan or new opportunities. A full update is recommended in 2033.

Financial implications

This plan primarily addresses our land needs for the next 30 years. The financial impacts of the park plan and estimated costs for land acquisition will be developed and evaluated through future studies and reports to Council. A financial plan including setting priorities will also be completed as part of the future Parks and Recreation Master Plan.

Acquiring future land for future parks

One way to acquire land for new parks is through development. We a [Parkland Dedication Bylaw](#) and [Official Plan policies](#) allowed by [the Ontario Planning Act](#) to require planning and development applications to transfer land to the city for parks and public recreation, or to provide cash-in-lieu (CIL) of parkland so parks or recreational spaces can be purchased—we referred to as parkland dedication.

Land for parks can also be acquired by purchasing land with parkland dedication CIL funds, purchasing land with tax dollars, repurposing other city-owned land into parkland, or through leasing/partnerships with other agencies and governments.

We will need to rely on more than parkland dedication to meet needs

Parkland dedication will only cover a portion of our land needs in the future. The Planning Act limits the amount of parkland dedication that can be collected through development.

The Planning Act also allows municipalities some discretion on what type of rate and how best to apply these rates through a local bylaw. [Guelph’s Parkland Dedication Bylaw](#) uses policies to detail our specific conditions, exemptions, rates and limits for parkland dedication (land or CIL) within the City of Guelph. Our local bylaw does not seek the maximum amount of parkland dedication, but balances our park needs with local needs to provide housing and employment.

Parkland dedication rates are typically a percent of the development area or calculated by the number of residential units proposed. The estimated amount we can collect through development, using the Planning Act limits, is about 0.9-1.5 hectares of parkland for every 1000 people and varies based on the development.

We have already planned about 58 hectares of parkland to be acquired by 2051. Since our population is forecasted to grow by over 60,000 people, our estimated rate of parkland growth for our planned parkland is about 1 hectare per 1000. This is similar to what we can expect to supply through parkland dedication and the rate we have been acquiring parkland since 2009—which is 0.9 hectares per 1000 people.

Our city-wide provision is 3.3 hectares per 1000 people. Parkland dedication will provide us with roughly a third of this target, leaving close to 174 hectares of land unplanned. Acquiring 174 hectares of land would be like acquiring almost half of the Clair Maltby Secondary Plan area. With the rising cost of land, long-term growth forecasts and competing infrastructure needs, this will be incredibly difficult to acquire as most of this land will need to be acquired in the built-up area.

By 2051, if we don't supplement parkland dedication with other alternatives, we will likely be providing parkland at a rate of 2.4 hectares per 1000 people—about 30 percent less than what we are currently providing. This is slightly less than providing 2 parking spaces per person. A future Official Plan Amendment process will determine if we should change our targets in the Official Plan or determine if we should assess parkland needs based on other key performance indicators.

We need to be strategic about how we plan future parkland

To meet future needs, we will need to be more proactive and strategic about how we plan parkland and use all the tools we can to reduce the financial burden on taxpayers. We will also need to develop other land acquisition strategies or alternative arrangements. We will need to evaluate the following strategies in future work:

- Through an Official Plan Amendment, we should consider if our service level of 3.3 hectares per 1000 people is still appropriate and if it can be reduced
- Determine if we should acquire new parks by purchasing land with tax dollars or capital reserves for parks in key areas.
- Consider developing policies to convert existing city properties that are underutilized or surplus into parkland
- Develop partnerships with other levels of government, agencies or private landowners to use their land for park purposes
- Consider adopting policies that focus on access to parkland and quality of parkland over the quantity of land
- Intensify use of our existing parks by adding new features, amenities or infrastructure
- Evaluate if strata parkland or other alternative arrangements can help offset our local needs
- Consider alternative funding models to reduce financial burden

Each of these options will need to be evaluated as part of a long-term financial and resource strategy in the future. Meeting our service needs while improving and expanding our park network will be a key challenge for the future. It will require continued investment through both operating and capital budgets and may require new funding strategies.

Next steps

Through a parallel process, we will update our Parkland Dedication Bylaw by September 2022 as required by provincial legislation.

The Parks and Recreation Master Plan will take the recommendations of this plan and develop overall priorities for the Parks Department and the Culture and Recreation Department. To support these priorities, a long-term financial and resource strategies will be developed to guide future investment in the park and recreation systems and develop work plans to support the creation of new policies. The Parks and Recreation Master Plan will also identify the timing of undertaking a future Official Plan Amendment for Open Space System policies.

Appendices

Appendix A: Municipal Comparator Benchmarks

Summary of comparator municipalities

Table 6 - Summary of comparator municipalities' parkland policies

City*	Park types (Typical size)	Walkability standards	City-wide provisions	Actual city-wide provisions	Are natural areas considered parkland dedication?	Parkland dedication credits for NHS land dedication or trails
Guelph	<ul style="list-style-type: none"> Urban Square (0.1-0.5ha) Neighbourhood Park (1 ha) Community Park (10ha) Regional Park (25ha+) 	5-10 minute walk or 500m unobstructed by major barriers	3.3 ha/1000 people Note: maintain 2.0 ha/1000 people and encourage 1.3 ha/1000 people	3.1 ha/1000	No parks and NHS lands are considered separately	No credits for trails, NHS lands or parks held in private ownership
Barrie	<ul style="list-style-type: none"> Urban Square Neighbourhood Park Community Park Regional Park 	500 to 800 metre radius of major residential areas, unobstructed by major pedestrian barriers	4.7ha 1000 for all types of land Note: maintain provision of useable parkland for recreational purposes at rate of 2.2ha/1000	2.2 ha/ 1000 people 8.6 ha/ 1000 people including all parkland types including NHS	Barrie's PRMP recognizes the NHS as an important component of the city's open space system. Provisions provided only for active parkland or 'parks.'	Barrie generally does not accept NHS lands as parkland dedication.
Burlington	<ul style="list-style-type: none"> Urban Park (1-2.5ha) Urban Square (0.1-0.5ha) Urban promenade or linear park (no standard) City Park Community Park Neighbourhood Park Parkette Window to Lake Park 	400-800m walking distance 99.9% within 800m 90.6% within 400m	No provision target identified	2.8ha/1000 just for parks 3.74ha/1000 including Special Resource Areas (NHS)	No, there are Parks and Special Resource Areas ('natural heritage')	
Halton Hills	<ul style="list-style-type: none"> Local parkland (0.2-2.5) which are parkettes and neighbourhood parks Non-local parkland (6-11ha) which are community and town-wide parks 	200-400m for parkettes 400-800m for neighbourhood parks	2.2 ha/1000 people Note: 1.2ha/1000 people local and 1ha/1000 people not local	2.65 ha per 1,000	Does not quantify all lands together	Lands designated as Greenlands or required for stormwater management facilities shall not be considered as any part of the required parkland calculation.

City*	Park types (Typical size)	Walkability standards	City-wide provisions	Actual city-wide provisions	Are natural areas considered parkland dedication?	Parkland dedication credits for NHS land dedication or trails
Kitchener	<ul style="list-style-type: none"> Natural areas Parkettes (0.2-1.0ha) Urban greens Urban plazas Greenways Neighbourhood Park (1.0-2.5ha) District Park (20-30ha) City-wide Park (>50) 	Not included	1.5 ha/1000 people Note: key metric is 9.8 square metres per person (0.98 ha/1000 people)	2.6ha/1000 7.1ha/1000 including all NHS lands	Natural hazard lands and natural heritage features will not normally be accepted as part of parkland dedication	a parcel of land may be considered to be of unsuitable size if it is less than 0.10 hectare in area
London	<ul style="list-style-type: none"> City-Wide Parks, District Parks, Neighbourhood Parks, Sports Parks, Urban Parks, Civic Spaces, and Facility Parks 	Providing one playground generally within an 800m radius of every residential area (without crossing a major arterial road or physical barrier.	3.0 ha/1000 people Note: For neighbourhood and district parks	2.2 hectares per 1,000 residents	*Where a development contains hazard and/or environmentally constrained lands, these lands will be excluded from parkland dedication calculation so long as the hazard/constrained lands are dedicated to the city. Hazard lands may be accepted in lieu of table land at a ratio of 27 ha for every 1 ha of table land Open space or constrained lands may be accepted in lieu of table land at a ratio of 16 ha for every 1 ha of table land	Hazard or open space lands will only be accepted as part of parkland dedication requirements at the city's discretion (at a substantially reduced rate of 27 hectares of hazard land for every 1 hectare of table land or 16 hectares of open space or constrained lands for every 1 hectare of table land
Markham	<ul style="list-style-type: none"> City-wide Parks (>12ha) Community Parks (~6ha) Neighbourhood Parks: various sizes and 5 min walk, broken into: Active Parks (1.0-6.0ha) Urban Squares (0.5-5.0ha) Parkettes (low to mid-rise areas) and Urban Parkettes (0.2-0.5ha) 	Community parks 10 minute walk Neighbourhood parks: 5-minute walk (400m) 150m – 400m 150m – 400m	1.2ha/1000 people Note: focus is on walking radius not provision	1.41 ha/1000 people	Open Space Lands, which provide benefits to the parks and open system beyond those provided by city Parks, but are not suitable for City Park programs and facilities and therefore, not accepted as parkland dedication under the Planning Act.	Land for park purposes may be designed to include stormwater detention features

City*	Park types (Typical size)	Walkability standards	City-wide provisions	Actual city-wide provisions	Are natural areas considered parkland dedication?	Parkland dedication credits for NHS land dedication or trails
Ottawa	<ul style="list-style-type: none"> • District Park (10ha) • Community Park (3.2-10ha) • Neighbourhood Park (1.2-3.2ha) • Parkette (0.4-1.2ha) • Urban Parkette/Plaza (0.2-0.4ha) • Woodland park (1.2-3.2ha) 	<p>Neighbourhood Park: Approximately 10-minute (or 800m) walking distance</p> <p>Parkette or urban parkette: Approximately 2 to 5-minute (or 200 to 450m) walking distance</p> <p>Woodland Park: Approximately 10-minute (or 800m) walking distance</p>	<p>2.0 ha/1000 people</p> <p>Note: target for municipal parks and leisure areas</p>	2.35 hectares per 1,000 residents	The City, at its discretion, reserves the right not to accept the conveyance of the following lands as parkland: valley lands; watercourse corridors; environmental constraint lands, setbacks, or conservation buffers; and transportation corridors.	The City retains the right not to accept the conveyance of land as parkland that is considered unsuitable, including: hazardous or flood prone lands; wetlands and woodlots retained for conservation purposes; steep or unstable slopes; any land having unsuitable or unstable soil conditions; hydro rights-of-way or easements; any land containing an easement, encumbrance, or right-of-use that limits or restricts the City's use of the land; any land to be conveyed for stormwater management facilities, for flood plain or conservation purposes, for roadways, walkways or any other non-parkland purpose.
Richmond Hill	<ul style="list-style-type: none"> • Destination Park • Community Park • Neighbourhood Park: • Local park • Parkettes • Linear parks • Urban square 	5-minute walk (400m) for neighbourhood parks	<p>1.6 ha/1000 people</p> <p>Note: 16 square metres per person</p>	1.37 ha per 1000 people	<p>Not all green spaces in the Town are considered "parks" within the context of this Plan.</p> <p>The Parks Plan deals exclusively with municipal parks – unencumbered lands secured and owned by the municipality primarily for active recreational use. Parks are lands that are appropriate locations for all types of recreational facilities, and such facilities can be sited in parks without restrictions associated with environmental preservation, hazard issues (i.e., flooding), or cultural heritage protection.</p>	Conveyance of environmental and open space lands including lands required for drainage, stormwater management facilities, shoreline protection purposes, lands susceptible to flooding, lands within valley and watercourse corridors, hazard lands, environmentally sensitive areas or lands, areas of natural and scientific interest, wetlands, woodlands, that portion of a property containing a cultural landscape that is designated to be of cultural value or interest pursuant to Part IV of the Ontario Heritage Act lands required for buffer purposes and other lands not suitable for development, shall not be accepted or considered as a conveyance of lands for a park or for other public recreational purposes
Waterloo	<ul style="list-style-type: none"> • City • Community (4ha) • Local (0.5-2ha) 	<p>Community park (1600-2500m)</p> <p>Local park (600-800m or 15 to 20 minute walk)</p>	<p>3.0 ha/1000 people</p> <p>Note: updated from 5.0ha/1000 people in most recent park plan (2021)</p>	3.16 ha / 1000	Other open space types should not be included in the inventory of parkland although they form part of the open space system and may contribute to recreation uses.	

* Cities in this list are part of the City of Guelph's approved list of comparator municipalities and cities included as part of our service rationalization review

Table 7 - Summary of comparator municipalities' parkland dedication policies

City*	Land dedication policies residential	Land dedication policies commercial/ industrial	Land dedication policies mixed use	Cash-in-lieu policies	Land valuation vs appraisals	Exemptions or special policies (Strata/POPS)
Guelph	Downtown area, greater of: <ul style="list-style-type: none"> • Land equivalent to 5% of land or • 1 hectare (1ha) per five-hundred (500) Dwelling Units, but not to exceed twenty-percent (20%) of the total area of the Land Outside of Downtown, greater of: <ul style="list-style-type: none"> • Land equivalent to 5% of land or • 1 hectare (1ha) per three-hundred (300) Dwelling Units, but not to exceed twenty-percent (30%) of the total area of the Land 	Land up to 2% of land to be developed	shall be determined whichever single requirement will result in the greatest total area of the Land being required to be conveyed to the City for Parkland	Downtown area, greater of: <ul style="list-style-type: none"> • Land equivalent to 5% of land or • 1 hectare (1ha) per five-hundred (500) Dwelling Units, but not to exceed twenty-percent (20%) of the total area of the Land Outside of Downtown, greater of: <ul style="list-style-type: none"> • Land equivalent to 5% of land or • 1 hectare (1ha) per three-hundred (500) Dwelling Units, but not to exceed twenty-percent (30%) of the total area of the Land 	APPRAISAL AND VALUATION an appraisal of the Market Value of the Land from a certified professional appraiser of real estate who is designated as an Accredited Appraiser by the Appraisal Institute of Canada, at no expense to the City. Land values for single unit residential is provided in Schedule 'A'	<ul style="list-style-type: none"> • City use or school boards • University or college • Hospital • Replace buildings razed by fire or other acts of gods, provided replacement does not exceed gfa or previous units of original • Secondary unit • Temporary structure
Barrie	Land equivalent to 5% of land OR Land equivalent to 1 ha every 300 units OP: Land up to 5% of land to be developed for densities less than 15 units per ha. AND Land at a rate of up to 1 ha per 300 units for densities greater than 15 units per ha	Land up to 2% of land to be developed	Predominant land use shall be determined and applicable rate for predominant use will prevail for entire site	For residential development or redevelopment, at a rate of 1 ha per 500 units or the value of land otherwise required, whichever is greater	APPRAISAL Based on market value of land and be determined in accordance with Canadian Uniform Standards of Professional Appraisal Practice of the Appraisal Institute of Canada In the case of residential development with 1 ha/500 unit rate, the value of the land may be calculated at a value that is less than its market rate in accordance with any Council approved policy	<ul style="list-style-type: none"> • Lands which have previously been charged, unless there is increase in density or new use proposed on commercial/industrial lands • Replace buildings razed by fire or other acts of gods, provided replacement does not exceed gfa of original • second suites and other building alterations that do not increase dwelling units • development or redevelopment of lands included in City's parkland inventory

City*	Land dedication policies residential	Land dedication policies commercial/ industrial	Land dedication policies mixed use	Cash-in-lieu policies	Land valuation vs appraisals	Exemptions or special policies (Strata/POPS)
Burlington	Low Density: 5% of the land area Medium Density: Land equivalent to 1 ha every 300 units High Density: Land equivalent to 1 ha every 300 units	Land up to 2% of land to be developed	for the residential component of the development, park dedication shall be on the basis of residential policies; for the commercial, industrial and institutional component of the development, parkland dedication shall be 2 percent of the land area for the percentage of the total floor area used for non-residential uses	Low Density: Cash-in-lieu equals the value of land day before building permit x 5% Medium Density–lesser of: The number of units divided by 500 x the per hectare value of the land the day before building permit; OR The number of units proposed x \$6,500. High Density–lesser of: The number of units divided by 500 x the per hectare value of the land the day before building permit; OR The number of units proposed x \$5,500.	APPRAISAL Based on market value of land to an upset value based on density of the site.	No exceptions identified
Halton Hills	Low Density: 5% of the land area Urban Living Areas: Land equivalent to 1 ha every 300 units	Land up to 2% of land to be developed	Land conveyed in accordance with Residential, Commercial and industrial dedication rates	For residential development or redevelopment, at a rate of 1 ha per 500 units	APPRAISAL Based on market value of land.	<ul style="list-style-type: none"> • Commercial/industrial expansion under 25% of the of the site buildable area is 2% • renovation or expansion of an existing residential building not adding new units • Replace buildings razed by fire or other acts of gods, provided replacement does not exceed gfa or previous units of original

City*	Land dedication policies residential	Land dedication policies commercial/ industrial	Land dedication policies mixed use	Cash-in-lieu policies	Land valuation vs appraisals	Exemptions or special policies (Strata/POPS)
Kitchener	Land at a rate of 5% of land to be developed OR Land at a rate of 1 ha per 300 dwelling units, whichever is greater	Land equal to 2% of land to be developed	Land conveyed in accordance with Residential, Commercial and industrial dedication rates	Cash equivalent to land requirement for all land use types may be required	<p>APPRAISALS</p> <p>Land value for plans of subdivision of 4 ha or more shall be determined by accredited appraiser with cost paid for by Park Trust Fund</p> <p>Land value for plans of subdivision less than 4 ha, or site plan approval, or consent/land severance are determined based on the land values in the Dedication Policy – land types are given separate values per hectare. City may decide to conduct a site-specific accredited appraisal for cash-in-lieu, with cost paid for by Park Trust Fund.</p> <p>OP STATES that CIL will be based on fair market value</p>	<ul style="list-style-type: none"> • Downtown Kitchener Community Improvement Area • if the maximum park dedication has previously been made, no further park dedication will be required in the event of development or redevelopment • if no previous park dedication has been paid, the City will require the maximum allowable in event of development or development • Council may opt to exempt public sector institutional development (hospitals, universities, etc)
London	Land equal to 5% of land within the development application OR Land at a rate of 1 ha for each 300 dwelling units, whichever is greater	Land equal to 2% of the land to be developed	Land conveyed in accordance with Residential, Commercial and industrial dedication rates	CIL rates based on predetermined land values based on residential frontages. Alternative rates outlined in the Planning Act.	<p>VALUATION</p> <p>Value is determined by multiplying the value per dwelling unit in valuation table for the corresponding type of residential dwelling unit by the number of that type of dwelling unit proposed on the land, and then adding all of the values for each type of dwelling unit to arrive at the prevailing land value.</p> <p>APPRAISAL</p> <p>Other non-residential purposes will be determined by a registered property appraiser and be valued at a market rate consistent with the timing of development under the Planning Act.</p>	<ul style="list-style-type: none"> • if the park dedication has previously been made, no further park dedication will be required in the event of development or redevelopment • Parkland dedication is required if more density is added to an existing site or commercial/industrial lands are repurposed

City*	Land dedication policies residential	Land dedication policies commercial/ industrial	Land dedication policies mixed use	Cash-in-lieu policies	Land valuation vs appraisals	Exemptions or special policies (Strata/POPS)
Markham	Land in the amount of 1 ha per 300 dwelling units (no less than 5%) for detached and semi-detached units AND Land in the amount of 1 ha per 300 units capped at 25% for medium and high density developments	Land equal to 2% of the land to be developed	Conveyance is the sum of the individual uses; defined by the Gross Floor Area of ground floor for all non-residential uses exclusively devoted to each use and surface parking area in addition to any required residential dedication	Cash equivalent to land requirement for residential land use types at a rate of 1 ha per 500 units. Cash and/or Land equivalent	<p>APPRAISAL</p> <p>Shall be determined in accordance with generally accepted appraisal principles, carried out by an independent accredited market appraiser retained by the City and at the cost of the applicant</p> <p>In the event of a dispute, the City may require a peer review by another independent appraiser at the cost of the applicant</p> <p>City may utilize other valuation approaches, including:</p> <ul style="list-style-type: none"> • recent record of land sale not more than 1 year old • a per ha land value established by the City on an annual basis • an in-house valuation of the market value of the land prepared by the Manager of Real Property 	<p>May consider reduction or exemptions for:</p> <ul style="list-style-type: none"> • development for public use • includes affordable housing • is a nursing home • development by a not-for-profit organizations • within a heritage conservation district or heritage conservation district study area and development is in conformance with policies and guidelines for HC <p>No conveyance required for:</p> <ul style="list-style-type: none"> • enlargement or alteration to residential structure so land as it continues to conform to the zoning by-law and does not increase the number of dwelling units • creation of secondary suite <p>Strata may be accepted as parkland contribution</p>

City*	Land dedication policies residential	Land dedication policies commercial/ industrial	Land dedication policies mixed use	Cash-in-lieu policies	Land valuation vs appraisals	Exemptions or special policies (Strata/POPS)
Ottawa	<p>High density (> 18 units per ha): one (1) hectare for every three hundred (300) dwelling units, but for apartments, as defined by the zoning by-law this parkland conveyance will not exceed a maximum of 10% of the land area of the site being developed</p> <p>Low density (>18 units per ha): 5% of the gross land area of the site being developed or rural severance - 400 m2</p>	Land equal to 2% of the land to be developed	<p>Parkland requirement calculated as follows: Where land is located on discrete parts of the site, the parkland will be calculated based upon the proportion of the site devoted to each use at the rates identified.</p> <p>Where land is developed for a mix of uses within a building, the parkland requirement for each use will be based upon the above rates prorated proportionally to the gross floor area allocated to each use.</p>	Money in-lieu of the conveyance of land will not exceed an amount equivalent to ten percent (10%) of the value of the land area of the site being developed	APPRAISAL Market appraisal approved by the City	<ul style="list-style-type: none"> • if the park dedication has previously been made • if more density is added to an existing site or commercial/ industrial lands are repurposed • Replace buildings razed by fire or other acts of gods, provided replacement does not exceed gfa or previous units of original • renovation or expansion of an existing residential building not adding new units • place of worship, cemetery • Non-profit rental • University or college • Municipal or government use or any development or redevelopment of a use undertaken in partnership with the City • Secondary unit • a temporary structure • change of use from residential to commercial/industrial or from commercial/industrial

City*	Land dedication policies residential	Land dedication policies commercial/ industrial	Land dedication policies mixed use	Cash-in-lieu policies	Land valuation vs appraisals	Exemptions or special policies (Strata/POPS)
Richmond Hill	The greater of: 5% of the land proposed for development OR The lesser of: <ul style="list-style-type: none"> 1 ha for each 300 units; or 1 ha for each 730 persons <ul style="list-style-type: none"> 3.51 ppu single detached 2.88 ppu semi-det. 2.83 ppu townhouse 1.92 ppu multi-res 	Land equal to 2% of the land to be developed	Land will be conveyed at the rate applicable to the predominant proposed use and all land proposed for development will be included in calculating the required amount of land to be conveyed	CIL will be calculated at the set rate determined by land use Payment of money in an amount equal to the value of the lands the day before the (first) Building Permit is issued	APPRAISAL Shall be determined in accordance with generally accepted appraisal principles Commissioner of Corporate and Financial Services is authorized to establish the value of land	To a development or redevelopment where the predominant proposed use of the land is for Special Resident Uses or for Institutional uses <ul style="list-style-type: none"> To a residential development that will not result in an increase in the number of dwelling units To a commercial or industrial purpose that will not result in an increase in the GFA Where park or CIL has been dedicated, no additional dedication for development or redevelopment on that land will be required, unless: <ul style="list-style-type: none"> Increasing density Conversion of Comm or Ind to Res. No POPS/strata policies
Waterloo	Land equal to 5% of the development area for densities of 100 unites/ha or less AND Land at a rate of 0.10 ha per 300 units for densities exceeding 100 units/ha Capped at 15% when land or cash-in-lieu are conveyed	Land equal to 2% of the land to be developed	Proportional based on land type	At discretion of City's General Manager of Development Services City may establish a fixed value for land use types that shall be updated every 5 years (OP)	APPRAISALS Owner will retain independent accredited real-estate appraiser at own expense Value the day before granting of plan of subdivision or condo/provisional consent/building permit City may accept purchase price of the land as the determinant land value provided the purchase occurred within 12 months of complete application submission, appropriate zoning or rezoning of land for proposed use, and applicant can demonstrate to the City that the purchase was a bonafide arms-length purchase	<ul style="list-style-type: none"> Building damaged or demolished by fire or other natural causes, where: <ul style="list-style-type: none"> the building is repaired or replaced within 2 years continues to be used for same purpose Provincial universities and colleges Other uses as determined by Council Industrial development and redevelopment In Uptown: Office and ground floor commercial in office mixed-use

* Cities in this list are part of the City of Guelph's approved list of comparator municipalities and cities included as part of our service rationalization review

Park Plan



Council Presentation

Committee of the Whole: April 4, 2022



- Why a Park Plan and why now
- Strategic Plan alignment
- Park service level assessment and key findings
- Growth and vision for the future
- Strategic direction and next steps

Agenda

Our goal today is to present an overview of the Park Plan, key findings of the park service level assessment, and strategic directions for Guelph's park system.

Why a Park Plan and why now?

The Park Plan has been developed to demonstrate the ongoing need for parks.

This supports the use of park acquisition tools, including parkland dedication.

The Park Plan is a master plan that provides direction to manage future land needs relating to our park system.

It is a component of the larger Parks and Recreation Master Plan (PRMP), which will address all our park and recreation needs including land, infrastructure, indoor facilities, outdoor facilities, services, and operation.



Study process

The Park Plan has been developed over three phases of work.

Phase 3 overlaps with timing of the Parkland Dedication Bylaw re-enactment.

The final phase of work will integrate the strategies and actions of this plan into a comprehensive Parks and Recreation Master Plan.

Our **community engagement** process has helped us understand our community needs and set direction for the future.

Community and stakeholder engagement opportunities were provided throughout all three phases of work, totaling over 20 different opportunities to provide feedback.



Park Plan and parkland dedication

The Park Plan and parkland dedication policies are different.

The Park Plan establishes the vision and objectives for park service levels.

Parkland dedication policies are tools used to help acquire parkland and achieve park service levels.

Parkland dedication alone will not meet Official Plan identified service level targets; more tools are needed beyond the parkland dedication bylaw.



Strategic Plan alignment

The Park Plan builds on the Community and Strategic Plans and helps guide how we plan, design, fund, build and maintain our park system.

Master plans help us assess our infrastructure needs and the policies we may need to support city services as we grow and change.



Strategic Plan pillars



Building our future



Sustaining our future



**Working together
for our future**

Park Plan pillars

1. We nurture a healthy and vibrant community.
2. All people can participate in recreation.
3. Recreation facilities and parks are welcoming and meaningful places for all people.
4. Infrastructure is maintained, sustainable and responsive to community changes.
5. We support the protection, restoration and management of the natural environment.
6. We work together for our community.

Park service level assessment

An optimal level of service for parks that is sustainable, affordable and realistic is based on these key principles:

- Everyone can access a park within a reasonable walk from their home
- There are a variety of park types with different functions in all areas of the city
- Parks need to accommodate a variety of recreation amenities and programming
- A similar level of service should be provided throughout the city, recognizing that urban form or neighbourhood demographics may require a different approach to parkland

Key findings

- 92 percent of people live within a ten-minute walk of a park
- We provide about two parking spaces of parkland per person
- Our parkland provision target is high: multiple tools will be needed to meet this service level and acquisition strategies will be required



Growth and vision for the future

Parks and recreation are essential to everyday life in Guelph. To be future-ready we need parks that are sustainable, inclusive, adaptable, and have a built-in ability to respond to a growing and diverse community. We need to connect people to each other, active living, and the environment.

Strategic directions

Park Plan recommendations will be carried forward to the Parks and Recreation Master Plan and integrated into a comprehensive implementation plan.

Priorities, phasing, and financial strategies will be assigned as part of the Parks and Recreation Master Plan.

Park Plan Recommendations are organized into four categories of work:

- Setting clear directions
- Exploring how we prioritize work
- Park access and provision
- Park improvement





April 13, 2022
Special Council meeting - Growth Revenue

July 11, 2022
Parkland Dedication Bylaw Enactment

2022-2023
Parks and Recreation Master Plan project
continuation

Next Steps

Park Plan



Thank you for
your consideration.