

# Special City Council Revised Meeting Agenda

Wednesday, March 30, 2022, 6:00 p.m.

Remote meeting live streamed on [guelph.ca/live](https://guelph.ca/live)

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

To contain the spread of COVID-19, City Council meetings are being held electronically and can be live streamed at [guelph.ca/live](https://guelph.ca/live).

To listen to the meeting over the phone, call 1-416-216-5643 and enter access code 2345 622 5297

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## Pages

### 1. Notice of Electronic Participation

#### 1.1. City Council

This meeting will be held by Electronic Participation in accordance with City of Guelph Procedural By-law (2021)-20649.

### 2. Call to Order – 6:00 p.m.

#### 2.1. O Canada

#### 2.2. Silent Reflection

#### 2.3. First Nations Acknowledgement

#### 2.4. Disclosure of Pecuniary Interest and General Nature Thereof

### 3. Statutory Public Meeting Official Plan Review/Shaping Guelph Official Plan Amendment - 2022-98

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#### Presentation:

Jayne Holmes, Deputy Chief Administrative Officer, Infrastructure Development Enterprise

Melissa Aldunate, Manager, Policy Planning and Urban Design

Colm Lynn, Senior Corporate Analyst, Financial Strategy and Long Term Planning

**Delegates:**

Nick Papadedes

\*E. Lin Grist

\*Ted Mixchalos, Families for Rolling Hills group

\*Susan Watson

**Correspondence:**

Malcolm McIntosh

Nick Papadedes

\*Stephen Gawron and Janet Nairn

\*Paul Kraehling

\*Mark L. Dorfman

**Recommendation:**

1. That the Statutory Public Meeting Report 2022-98 regarding proposed Official Plan Amendment 80 for the Shaping Guelph: Official Plan Review dated March 30, 2022, be received.

**4. Adjournment**

# Staff Report



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To	<b>City Council</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Wednesday, March 30, 2022
Subject	<b>Statutory Public Meeting Shaping Guelph: Official Plan Review (OPA80)</b>

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## Recommendation

1. That the Statutory Public Meeting Report 2022-98 regarding proposed Official Plan Amendment 80 for the Shaping Guelph: Official Plan Review dated March 30, 2022, be received.
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## Executive Summary

### Purpose of Report

The purpose of this report is to provide information about the proposed Official Plan amendment for the Shaping Guelph: Official Plan Review.

### Key Findings

The Planning Act (Section 26) requires municipalities to review their Official Plans every five years to ensure that it: conforms with and does not conflict with Provincial plans; has regard for matters of Provincial interest; and is consistent with the Provincial Policy Statement.

Municipalities are required to complete their municipal comprehensive review for conformity with A Place to Grow: Growth Plan for the Greater Golden Horseshoe by July 1, 2022.

### Financial Implications

The Official Plan sets population and employment targets for the year 2051 which will require significant investment in growth-related infrastructure. The [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#) was prepared by Watson and Associates.

The summary themes from the Fiscal Impact Analysis (FIA) and how they relate to City financial processes are provided in Attachment 4. Highlights include:

- High density development tends to be more cost effective than low density and the FIA demonstrates that the tax supported operations should become sustainable by full buildout in 2051. Given the magnitude of the non-tax infrastructure, non-tax rates will likely need to increase over time to accommodate the cost of growth.

- Development charge rates will need to increase to pay for the cost of infrastructure, however, it is expected rates should remain in line with comparator municipalities.
  - Timing of expenditures will not align to revenue collection, and this will stretch the City's debt capacity. Alternative approaches to infrastructure financing will need to be explored and tax and rate increases may be required to balance these timing pressures until 2051.
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## Report

### Background

City Council held a [Special Meeting](#) to initiate the Official Plan Review on November 9, 2020.

The City is required to update its Official Plan to conform with A Place to Grow by July 1, 2022, and as such, a focused approach to the Official Plan review is being undertaken to ensure that required updates for conformity with A Place to Grow, are prioritized to meet the Provincial deadline.

Following this Official Plan Review, a subsequent Official Plan amendment (or amendments) will incorporate the remaining provincial policy updates and other legislative requirements (such as the Ontario Heritage Act) along with City-approved plans and studies into the Official Plan. This includes amendments to update policies with respect to transportation, parks and open space, and municipal services which are currently the subject of master plans.

The [Official Plan Review Policy Paper](#), was received by the Committee of the Whole on May 3, 2021 and City Council on May 31. The policy paper provided an overview of provincial legislation and the municipal comprehensive review, Shaping Guelph, and discussed proposed changes to the Official Plan to address Provincial conformity as well as changes to respond to city approved plans, procedures, or Council decisions. While the policy paper provided an outline of recent amendments to the Ontario Heritage Act, the cultural heritage policies will be reviewed through a subsequent Official Plan amendment. This will allow for consideration of provincial guidance materials (i.e., the Ontario Heritage Tool Kit) which are currently being prepared by the Province.

Council was presented with recommended Official Plan policy directions for Shaping Guelph, the [Growth Management Strategy](#) at their meeting of January 17, 2022.

### **Purpose and Effect of Official Plan Amendment 80 (OPA 80)**

This Official Plan amendment proposes to revise the Official Plan's vision, urban structure, population and employment figures, density and intensification targets and associated policies and land use designations as part of the City's municipal comprehensive review for conformity with A Place to Grow: The Growth Plan for the Greater Golden Horseshoe. This amendment also revises the Official Plan for conformity and consistency with:

- Recent amendments to the Planning Act
- Recent amendments to the Clean Water Act, and
- The Provincial Policy Statement (2020).

Amendments to improve clarity for implementation or to address City-approved plans, procedures or Council decisions are also included along with housekeeping changes related to such things as, for example, names of Provincial ministries, to update municipal address references or to correct policy numbering references. OPA 80 also includes revisions to implement the recommendations of the [York/Elizabeth Land Use study](#).

## **Subject Lands**

OPA 80 applies to all land within the municipal boundaries of the City of Guelph including the Dolime Quarry annexed lands.

## **Description of Proposed Official Plan Amendment 80**

The following provides a summary of the proposed amendments to the Official Plan by chapter and topic area. The proposed amendment is set out in [Attachment 2](#).

### **Chapter 1 Introduction:**

Revisions to the description of the Official Plan to update the planning horizon from 2031 to 2051 and to add a reference to climate change resiliency.

### **Chapter 2 Strategic Directions:**

Updates to Chapter 2 include a new vision for the Official Plan and a new section on connection to Indigenous history and a commitment to engagement with Indigenous governments and communities. The strategic goals are updated for consistency with provincial plans and policies and the City's growth management strategy.

### **Chapter 3 Planning Complete and Healthy Communities:**

Chapter 3 is revised for consistency with A Place to Grow, the Provincial Policy Statement and the City's growth management strategy. This includes population and employment figures for 2051 and density targets; policies for the urban structure including the delineated built-up area, the designated greenfield area, the urban growth centre, major transit station area, strategic growth areas and employment areas; and related policies to support the growth and development of the city to 2051.

### **Chapter 4 Protecting What is Valuable:**

The natural heritage system policies in Chapter 4 are revised for consistency with the Provincial Policy Statement and other Provincial plans, legislation and policies. The policies for general permitted uses are modified to provide clarity with respect to Environmental Assessments. Policies in Section 4.1.3.3 are amended to rename the section as Habitat of Endangered Species and Threatened Species and update references to align with provincial legislation. Policies for fish habitat and surface water are updated to align with Provincial legislation. The urban forest policies are modified to clarify alignment with the City's Private Tree Protection bylaw. Policies for the water resource system are added to the Official Plan and the source protection policies are updated. A new section is added to address hazardous forest types for wildland fire as required by the Provincial Policy Statement. All references to former advisory committees have been deleted. The climate change policies are updated for consistency with terminology in the Provincial Policy Statement and the City's Community Energy Initiative and to address city targets for a net zero carbon

community. Policies for archaeological resources are updated for consistency with the Provincial Policy Statement.

### **Chapter 5 Movement of People and Goods:**

There are no revisions proposed to Chapter 5. Amendments to this section will be considered through a subsequent amendment.

### **Chapter 6 Municipal Services and Infrastructure:**

The policies that require municipal servicing for development are modified for consistency in wording with the Provincial Policy Statement. The objectives and policies in section 6.4 Stormwater Management are amended for consistency with Provincial policy and the Grand River Source Protection Plan and to improve clarity.

### **Chapter 7 Community Infrastructure:**

There are no revisions proposed to Chapter 7. Amendments to this section will be considered through a subsequent amendment.

### **Chapter 8 Urban Design:**

An urban design objective is modified to provide a reference to Indigenous heritage with respect to the lands along the rivers. A policy is modified to include a reference to the water resource system.

### **Chapter 9 Land Use:**

Land use designations, permissions and policies are amended to implement the City's growth management strategy in conformity with A Place to Grow. Details of land use designation changes for properties are provided with the Schedule 2 revisions of OPA 80.

All references to height and density bonusing are deleted for conformity with the Planning Act.

The low density greenfield residential land use designation is combined with the low density residential designation with amendments to height and densities.

The Mixed-use Corridor designation is divided into Mixed-use Corridor 1 and Mixed-use Corridor 2 with associated policy amendments.

The Reserve Lands designation is deleted from the Official Plan and lands within that designation are placed into appropriate land use designations except for the Clair-Maltby Secondary Plan area which is being amended through the secondary plan. The Rolling Hills Estate Residential designation is created for properties in the south-east area of the City south of Clair Road where residential uses exist and municipal services are not anticipated to be extended.

Land uses within Strategic Growth Areas are amended to implement the City's growth management strategy which includes amendments to height and density as detailed in OPA 80.

Dolime Quarry annexed lands: The quarry lands are placed in a Special Study Area designation to implement the Minister's Zoning Order. All schedules are updated to include the annexed lands within the City's boundary.

York Road/Elizabeth Street Land Use Study: The land use designations for properties within this area are amended and the Mixed Business land use

designation policies and permissions are updated to implement the recommendations of the York Road/Elizabeth Street Land Use Study.

### **Chapter 10 Implementation:**

Chapter 10 is amended to delete Section 10.7 Height and Density Bonusing to conform with the Planning Act. Policies for complete application requirements are modified to update requirements with respect to natural heritage for consistency with Provincial policy and the Grand River Source Protection Plan.

### **Chapter 11 Secondary Plans:**

Downtown Secondary Plan – Policies that reference population and employment targets and the density target for the urban growth centre are updated for consistency with the City’s growth management strategy. References to a former general residential land use designation have been updated to reference the Low Density Residential land use designation. Policies for height and density bonusing are deleted in accordance with the Planning Act. Schedule D Minimum and Maximum Building Heights has been revised for consistency with the City’s growth management strategy.

Guelph Innovation District Secondary Plan – Policies that reference the plan horizon are updated. Policies for height and density bonusing are deleted in accordance with the Planning Act. The land use schedule is modified to recognize the approved Official Plan Amendment 69 Commercial Policy Review designations for properties within the secondary plan as designated on Schedule 2 of the current Official Plan.

### **Chapter 12 Glossary:**

Defined terms have been revised for consistency with A Place to Grow and Provincial Policy Statement. Terms that were introduced in A Place to Grow and the Provincial Policy Statement have been added. The term “non-settlement area” has been deleted as it is no longer an element of the city’s urban structure.

### **Schedules**

All schedules are revised to reflect the city’s new corporate boundary which includes the Dolime Quarry annexed area.

Schedule 1 Growth Plan Elements is deleted and replaced with a new Schedule 1a with the updated urban structure for the city including the strategic growth areas, major transit station area and a new Schedule 1b that delineates employment areas.

Schedule 2 Land Use is revised to implement the recommendations of the City’s growth management strategy for consistency with A Place to Grow. Within the south-east area of the City at Clair Road and Victoria Road South, the natural heritage system has been refined. These refinements are incorporated on the Natural Heritage System schedules (Schedules 4, 4A – 4E). The schedule also includes land use changes to implement the York Road/Elizabeth Street Land Use Study. Details about the designation changes for specific areas of the city are set out in the schedule section of Attachment 2.

Schedule 4B is amended to change its title and update the legend to align with changes in terminology.

Schedule 7 Wellhead Protection Areas is deleted and replaced with a new Schedule 7a Wellhead Protection Areas and a new Schedule 7b Source Water Protection –

Issue Contributing Areas is added to the plan in accordance with the Grand River Source Protection Plan.

## **Financial Implications**

The Official Plan sets population and employment targets for the year 2051 which will require significant investment in growth-related infrastructure. Through the municipal comprehensive review, Shaping Guelph, a growth management strategy was developed. The [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#) was prepared by Watson and Associates to assess the fiscal impacts of growth in the city.

Attachment 4 provides a summary of key information contained in the Fiscal Impact Analysis as well other financial implications related to the city's growth.

The Official Plan Review is funded through PL0054 approved capital budget for costs associated with consultant services and community engagement. The project continues to progress within the approved budget.

## **Consultations**

The notice of open house and statutory public meeting was advertised in the Guelph Tribune on February 24 and March 3, 2022. The notice was also mailed/emailed to local boards and agencies, City service areas, the Shaping Guelph project mailing list and the York Road/Elizabeth Street Land Use Study project mailing list. The official plan amendment document was posted to the City's website on February 23, 2022.

Following the public meeting, consultation with Indigenous communities and government will be held.

A virtual open house was held on March 22, 2022.

The summary of previous engagement sessions including the sessions held and what we heard is available in the [Policy Paper Community Engagement Summary Report](#).

The Planning Advisory Committee was consulted at their meeting of May 25, 2021, and will be consulted at an upcoming meeting.

## **Strategic Plan Alignment**

The Shaping Guelph Official Plan Review aligns with the following priority areas of the Strategic Plan:

Powering our Future –planning for growth to 2051 recognizes the importance of a healthy supply of employment lands and ones that support innovative employment uses. The review and update of the OP will support a healthy economy.

Sustaining our future – planning for growth to 2051 prioritizes the protection, conservation, and restoration of the city's natural heritage system. It also recognizes the City's role in responding to climate change and preparing for Guelph as a net-zero carbon future. The review and update of the OP will assist in planning and designing an increasingly sustainable city as Guelph grows.

Navigating our Future – planning for growth to 2051 recognizes the importance of connecting existing and future neighbourhoods with all modes of transportation



Building our Future – planning for growth to 2051 is centered on providing housing and employment options and services for current and future residents. The review and update of the OP will assist in continuing to build a strong and vibrant community.

## **Attachments**

Attachment-1 Staff Presentation Shaping Guelph Official Plan Review (OPA80)

Attachment-2 [Proposed Official Plan Amendment 80](#)

Attachment-3 [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo \(Watson and Associates\)](#)

Attachment-4 Shaping Guelph Financial Implications Summary

## **Departmental Approval**

Krista Walkey, MCIP, RPP, General Manager, Planning and Building Services/Chief Planner

Tara Baker, CPA, CA, General Manager of Finance / City Treasurer

## **Report Author**

Melissa Aldunate, MCIP, RPP, Manager, Policy Planning

## **This report was approved by:**

Krista Walkey, MCIP, RPP

General Manager, Planning and Building Services/Chief Planner

Infrastructure, Development and Enterprise Services

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## **This report was recommended by:**

Jayne Holmes, P.Eng, PMP

Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

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# Shaping Guelph

## Official Plan Review

Official Plan Amendment 80  
Public Meeting

March 30, 2022



# What is an Official Plan?

- Legal document required by the Planning Act
- Sets the vision for the future of the city
- Provides policies that describe how land should be used, such as:
  - where new housing, industry, offices and shops will be located
  - what services like roads, watermains, sewers, parks and schools will be needed and where they will be located
- When, and in what order, the city will grow



# Provincial Context

- Planning Act
- Provincial Policy Statement
- A Place to Grow



# Purpose of the Official Plan Review

## Conformity with:

- A Place to Grow
- Recent amendments to the Planning Act
- Recent amendments to the Clean Water Act, and
- The Provincial Policy Statement (2020).

Implement the City's growth management strategy

Implement the recommendations of the York/Elizabeth Land Use study.

Amendments to improve clarity for implementation or to address City-approved plans, procedures or Council decisions.

Housekeeping changes; for example, names of provincial ministries, address updates or policy numbering updates.



# Project Timeline

## **October 2019 to April 2021**

- Preparing Shaping Guelph background studies

## **April 2021**

- Scenarios for growth released for engagement

## **May 2021**

- Official Plan Review policy paper released

## **January 2022**

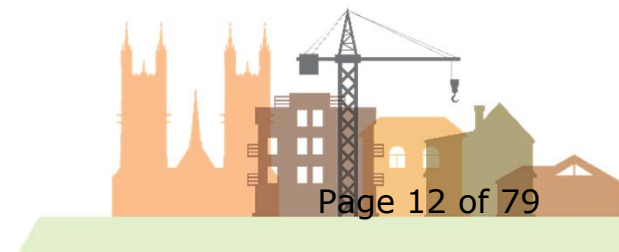
- Growth Management Strategy presented to Council

## **February 2022**

- Draft Official Plan amendment released

## **March 2022**

- Open House and Public Meeting



# Guelph's Official Plan Review:

## Summary of Modifications



# Official Plan: Vision and Principles

- Chapter 2 is amended to provide a new vision for the Official Plan
- New section on connection to Indigenous history and a commitment to engagement with Indigenous governments and communities
- Strategic goals updated





# Creating Complete Communities

- Chapter 3 is updated and provides policies for the urban structure elements
- Provides policies to support growth and development to the year 2051
- Sets population and employment for 2051
  - 208,000 population
  - 116,000 jobs





# Creating Complete Communities

## Density Targets

- Built-up area: 46% of new residential units per year
- Greenfield Area: 68 residents and jobs per hectare
- Urban Growth Centre and Major Transit Station Area (Downtown):
  - 150 residents and jobs per hectare by 2031
  - 175 residents and jobs per hectare by 2041
  - 200 residents and jobs per hectare by 2051



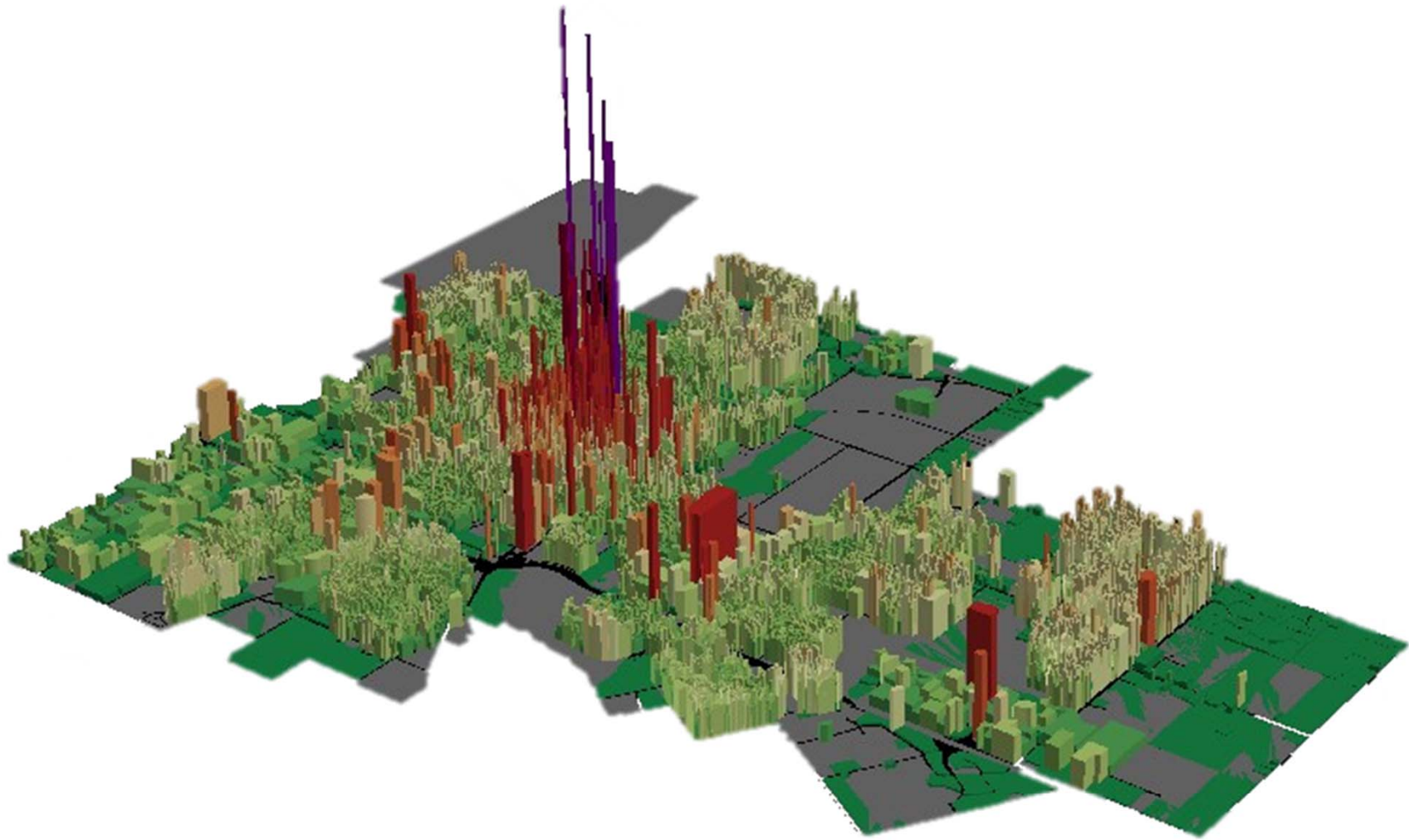
# Creating Complete Communities

## Employment areas:

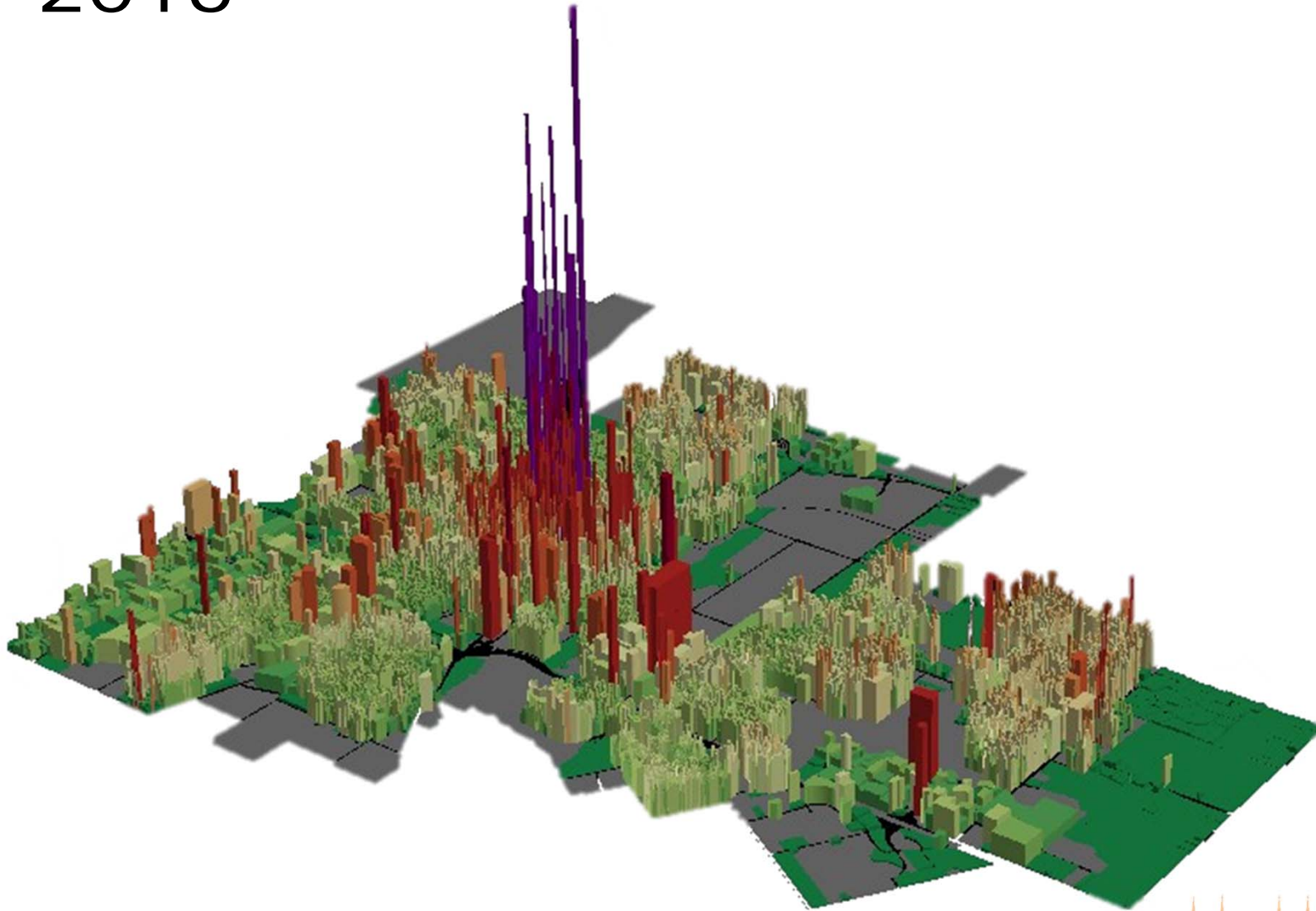
- City-wide target of 40 jobs per hectare to the 2051 horizon
- Targets by land use designation:
  - Industrial – 36 jobs per ha
  - Corporate Business Park – 70 jobs per ha
  - Institutional/Research Park – 50 jobs per ha



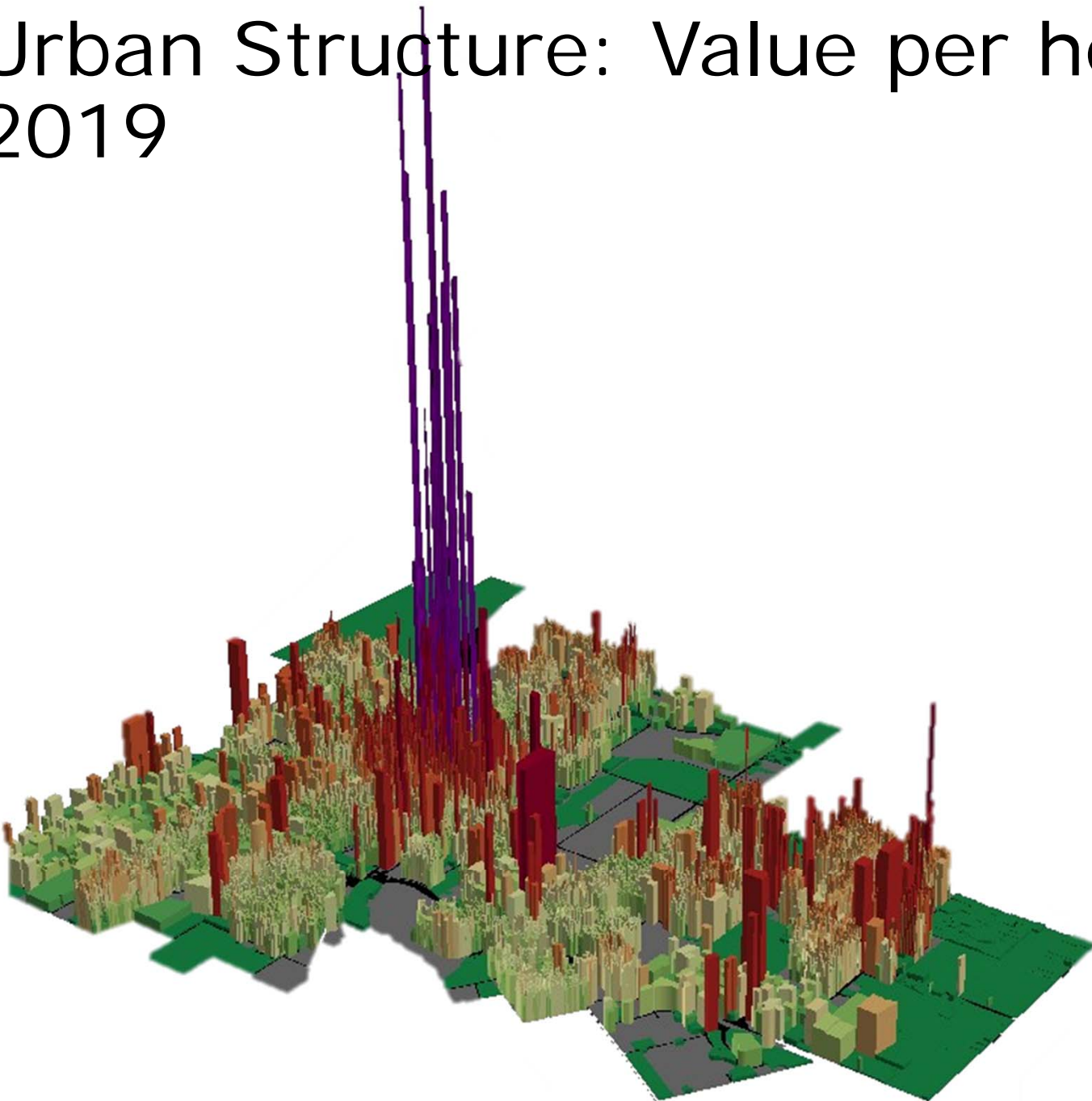
# Urban Structure: Value per hectare 2013



# Urban Structure: Value per hectare 2016



# Urban Structure: Value per hectare 2019

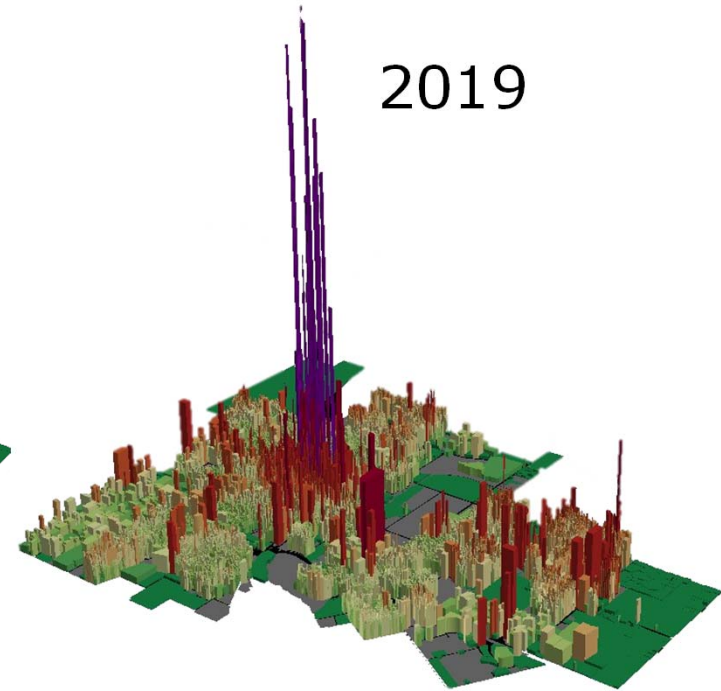
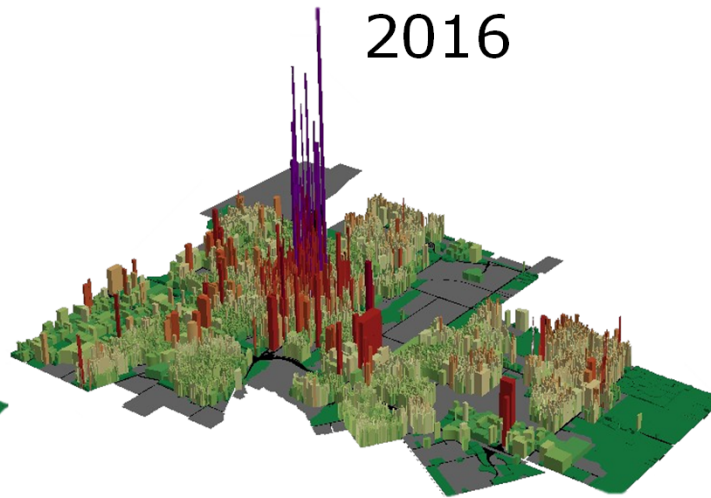
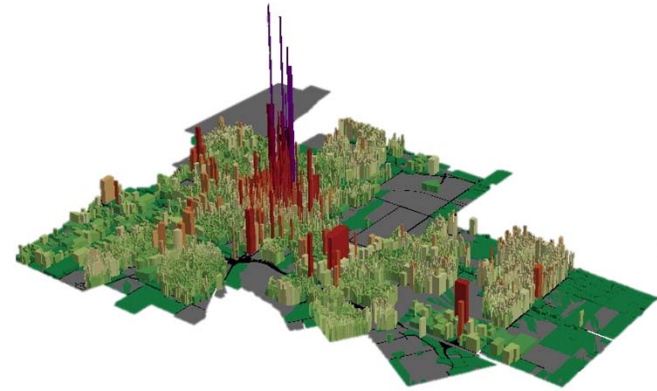


# Urban Structure: Value per hectare

2013

2016

2019





# Protecting What is Valuable

- Chapter 4 natural heritage and water resource system policies are updated
- Modification to policies for:
  - Environmental Assessments for municipal class EAs
  - Urban Forest to clarify alignment with tree protection bylaw
- Terminology updates for Habitat of Endangered and Threatened Species, Surface Water Features and Fish Habitat



# Protecting What is Valuable

- New policies for hazardous forest types for wildland fire
- Directs development away from hazardous forest types



# Water Resource System

- Updated policies to ensure the long-term protection of the water resource system
- Includes updates to watershed plan and subwatershed study policies

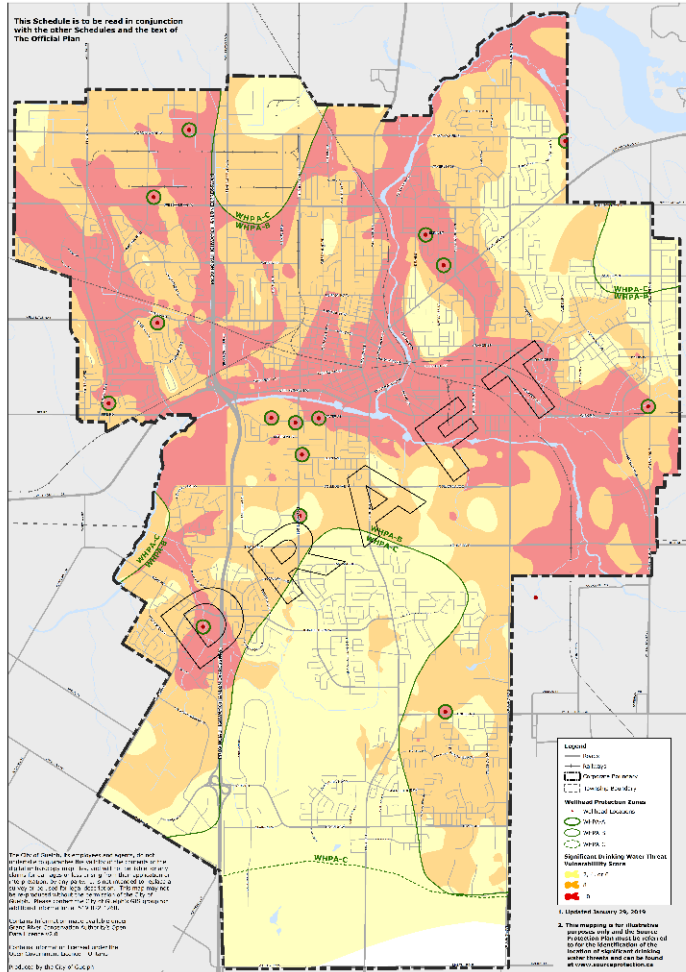


# Source Protection

- Updated policies to implement the policies of the Source Protection Plan
- Provides policies to restrict land uses and activities and require conditions of development approval
- New Schedule 7a Wellhead Protection Areas and a new Schedule 7b Source Water Protection – Issue Contributing Areas



# Source Protection

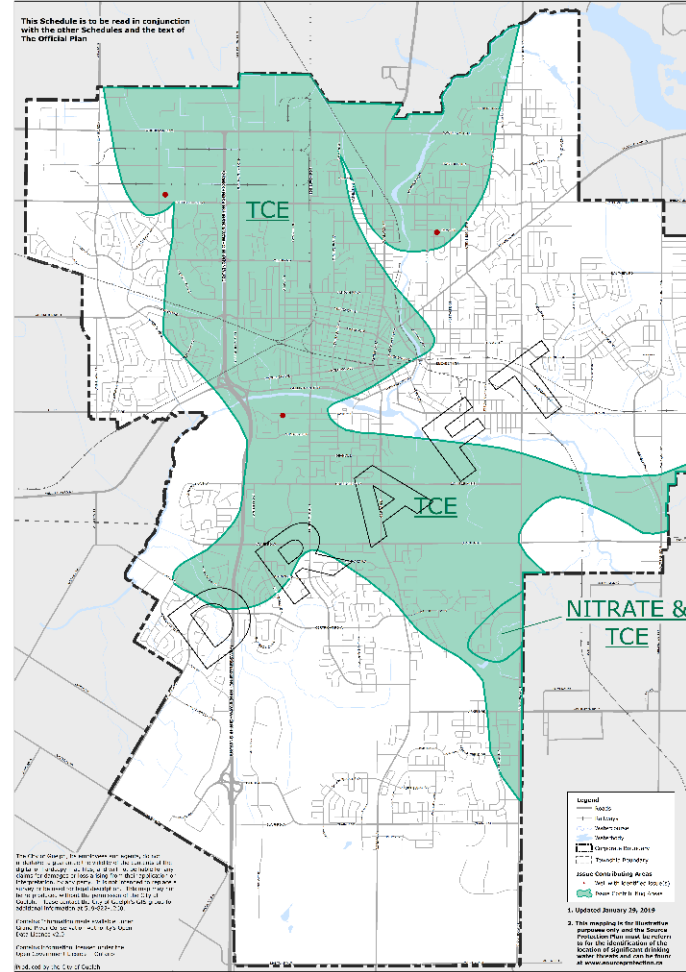


**CITY OF GUELPH OFFICIAL PLAN**

**DRAFT SCHEDULE 7a: SOURCE WATER PROTECTION Wellhead Protection Areas**

1 0.5 0 1 KM

Prepared: FEB 2013  
Revised: MAY 2013  
By: [Name]  
[Name]



**CITY OF GUELPH OFFICIAL PLAN**

**DRAFT SCHEDULE 7b: SOURCE WATER PROTECTION Issue Contributing Areas**

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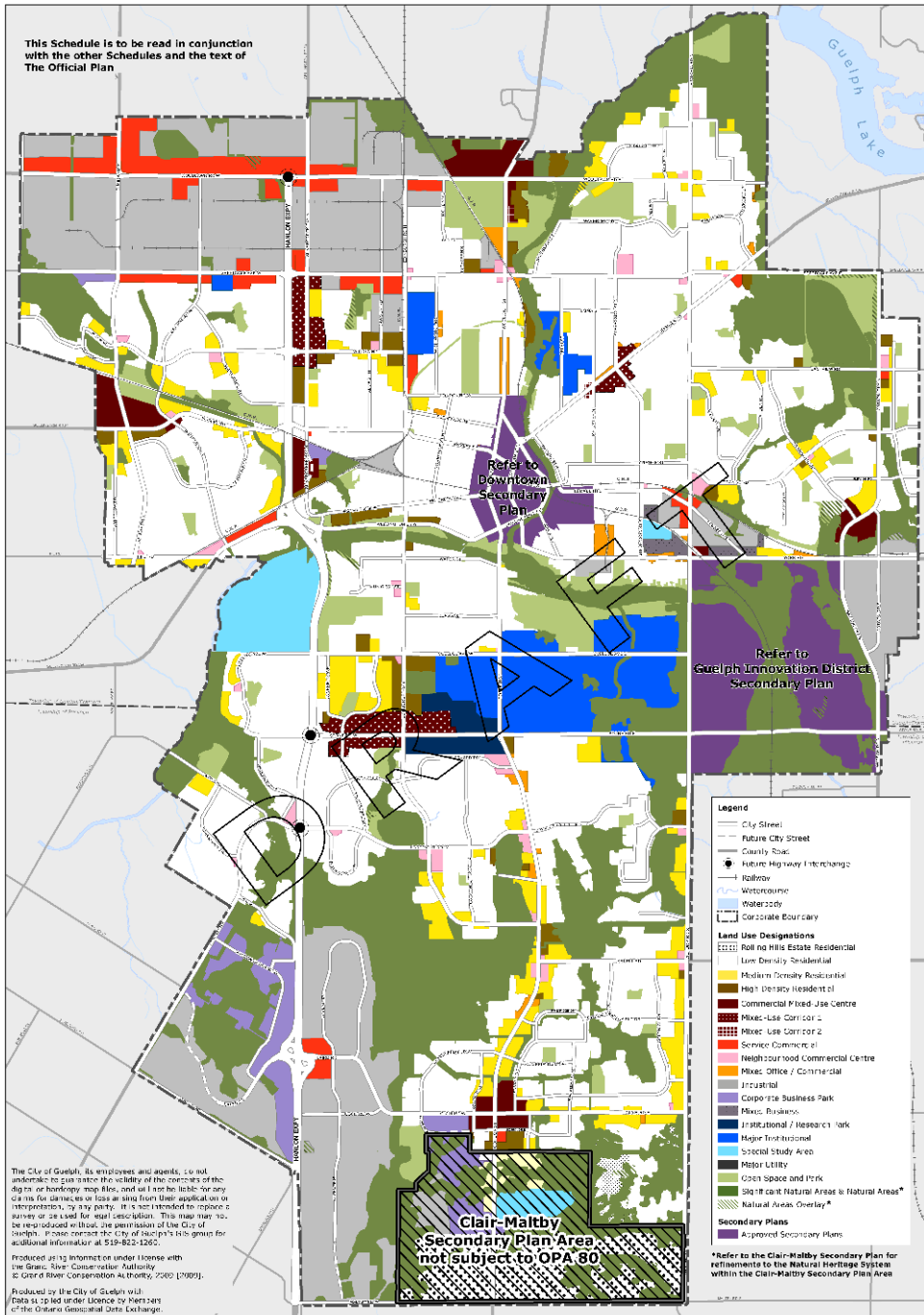
Prepared: FEB 2013  
Revised: MAY 2013  
By: [Name]  
[Name]

# Climate Change

- Revisions to address resiliency to climate change and the impacts of a changing climate.
- Updated targets:
  - to achieve a net zero carbon community by 2050
  - To achieve 100% of City's energy through renewable sources by 2050



# Land Use



# Land Use

- Low density greenfield residential designation is combined with the low density residential designation with amendments to height and densities.
- Mixed-use Corridor designation is divided into Mixed-use Corridor 1 and Mixed-use Corridor 2.
- New Rolling Hills Estate Residential designation for properties in the south-east area of the city south of Clair Road where residential uses exist and municipal services are not anticipated to be extended.
- Land uses within Strategic Growth Areas are amended to implement the City's growth management strategy which includes amendments to height and density.





# Recommended Height and Density

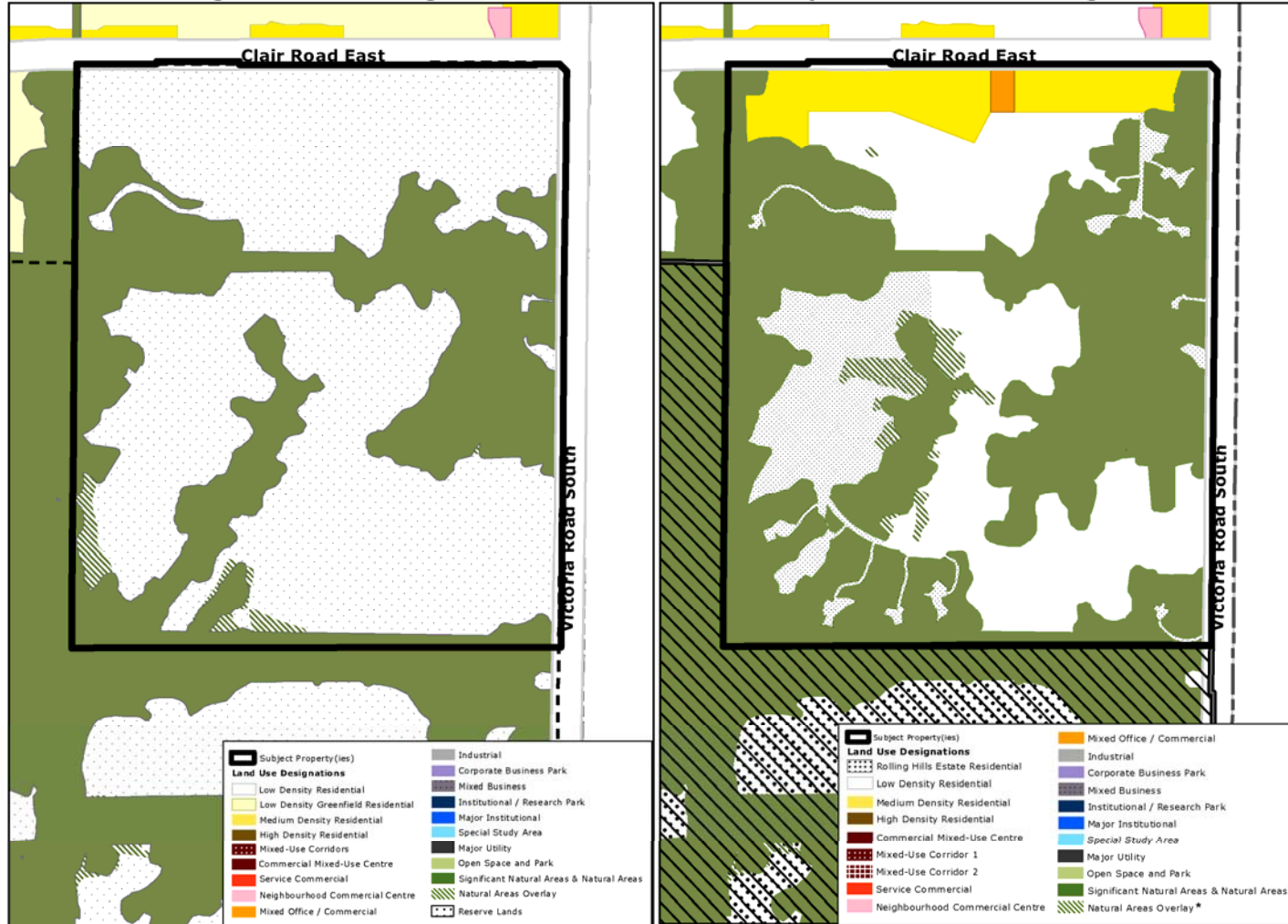
Land use designation	Existing maximum height	Recommended maximum height	Existing density permissions (units per hectare)	Recommended density permissions (units per hectare)
Commercial Mixed-use Centre	10 storeys	10 storeys  14 storeys within SGAs	100-150 uph	100-250 uph
Mixed-use Corridor 1 (formerly mixed- use corridor)	6 storeys	10 storeys  14 storeys within Silvercreek and Stone SGAs	100-150 uph	100-150 uph  Max 250 uph within Silvercreek and Stone SGAs
Mixed-use Corridor 2 (formerly mixed-use corridor)	6 storeys	6 storeys	100-150 uph	100-150 uph
High density residential	10 storeys	10 storeys	100-150 uph	100-150 uph  Max 250 uph within SGAs
Low density residential	3 storeys 6 storeys (bonusing)	3 storeys	15-35 uph (100 uph with bonusing)	35 uph max 60 uph max along arterials
Low density greenfield residential	6 storeys	4 storeys	60 uph (100 uph with bonusing)	60 uph max (within greenfield areas)

# Land Use Amendments

## Rolling Hills

Existing Land Use Designations

Proposed Land Use Designations

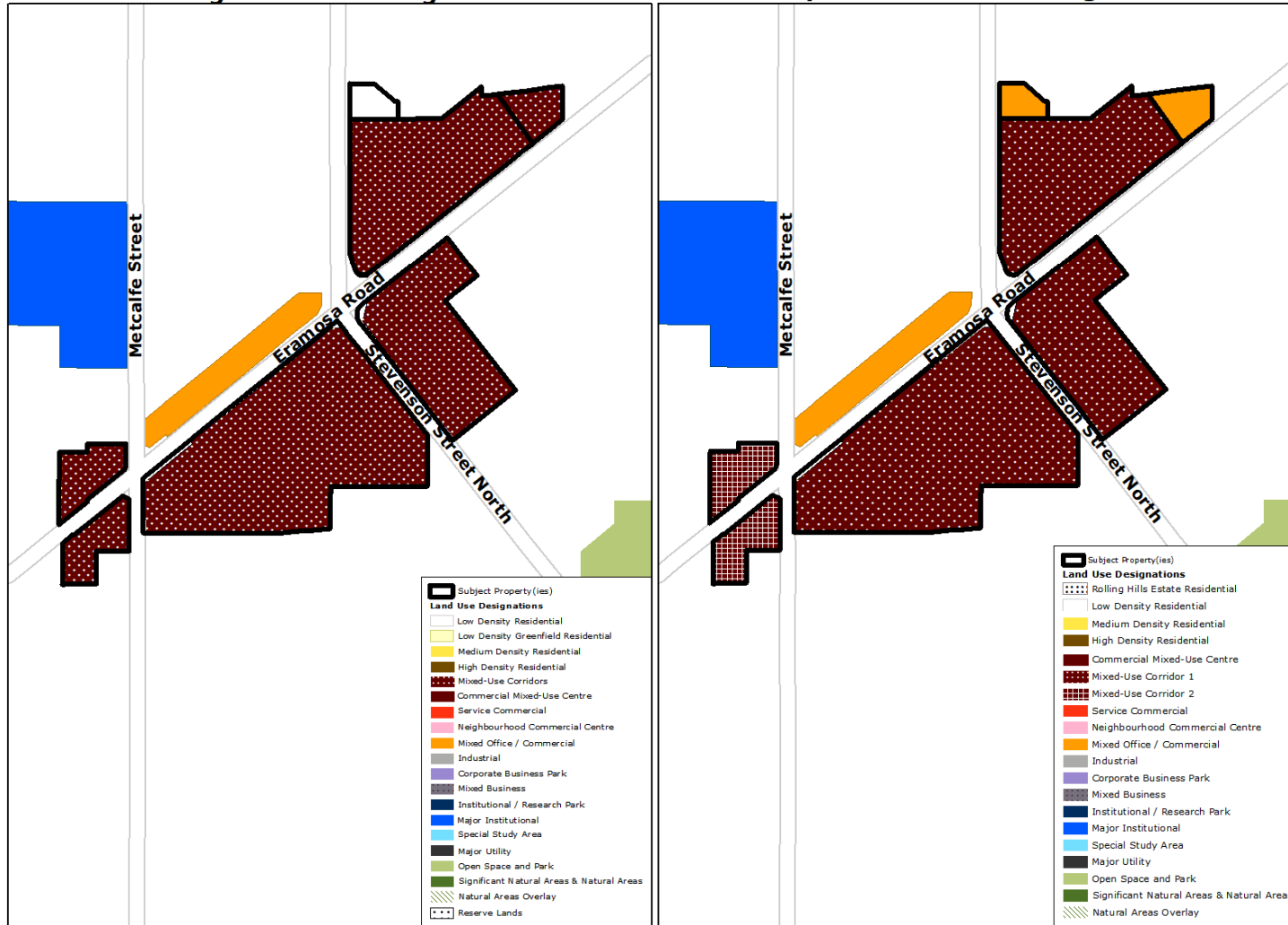


# Land Use Amendments

## Eramosa Road Corridor

Existing Land Use Designations

Proposed Land Use Designations

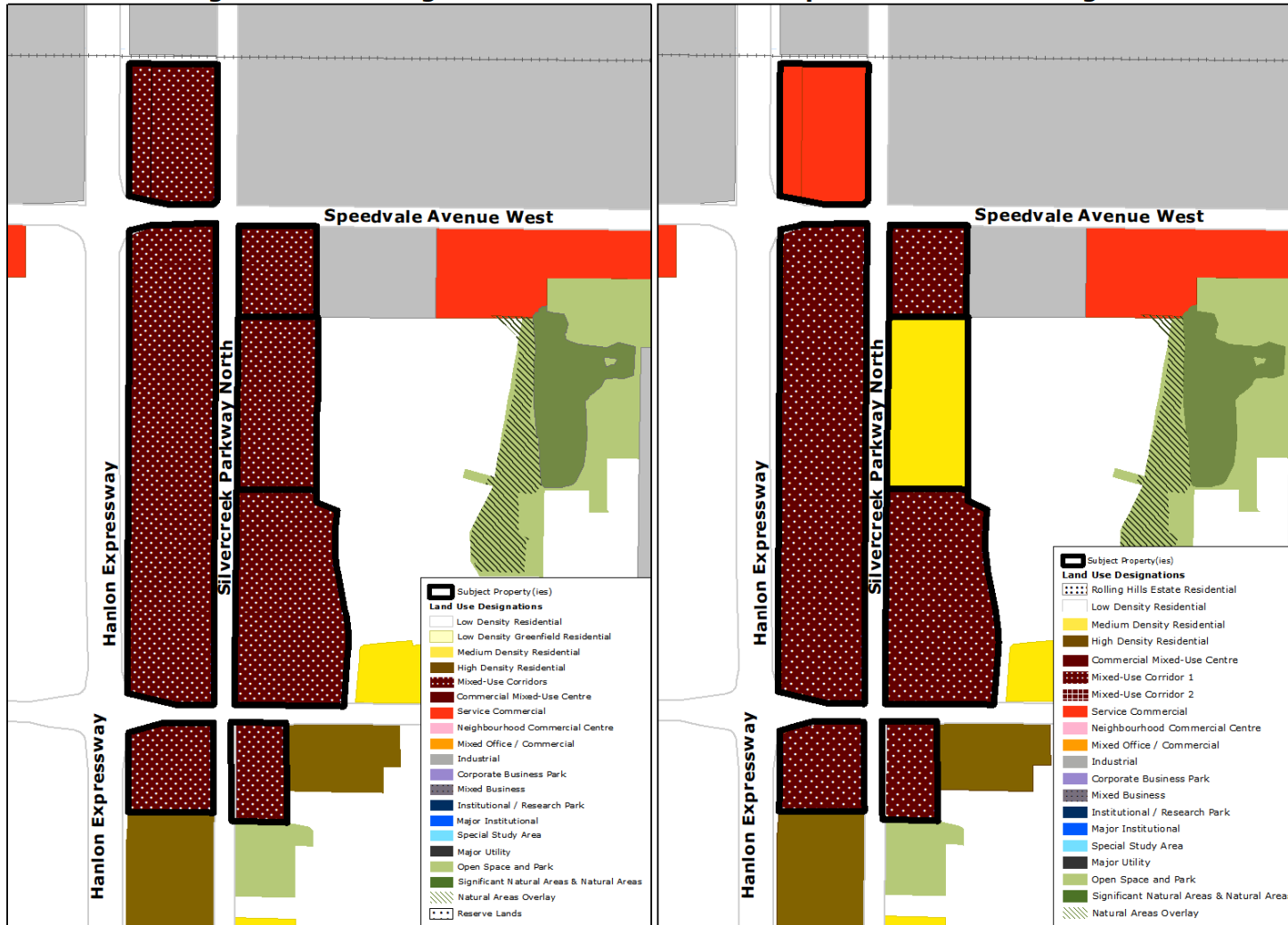


# Land Use Amendments

## Silvercreek Parkway North Corridor

Existing Land Use Designations

Proposed Land Use Designations

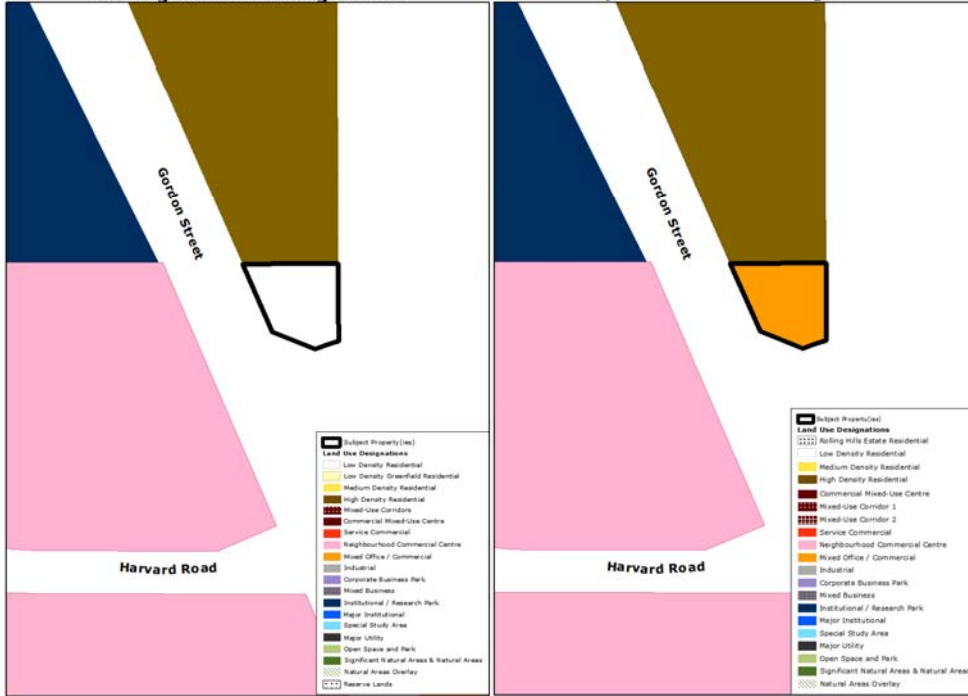


# Land Use Amendments

## 750 Gordon Street

### Existing Land Use Designations

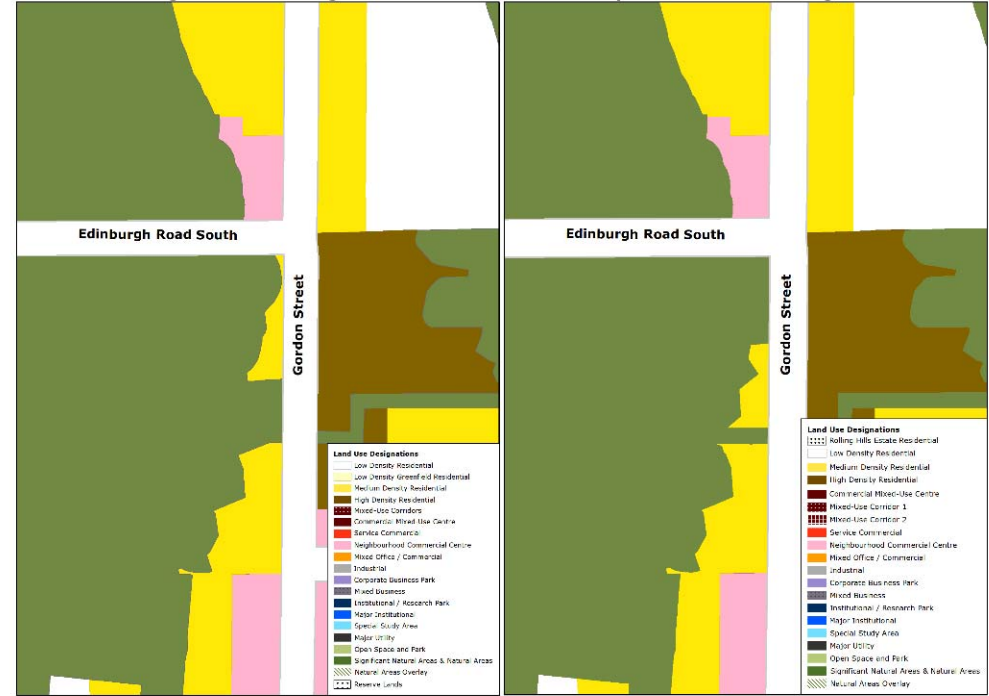
### Proposed Land Use Designations



## 1291 Gordon Street

### Existing Land Use Designations

### Proposed Land Use Designations

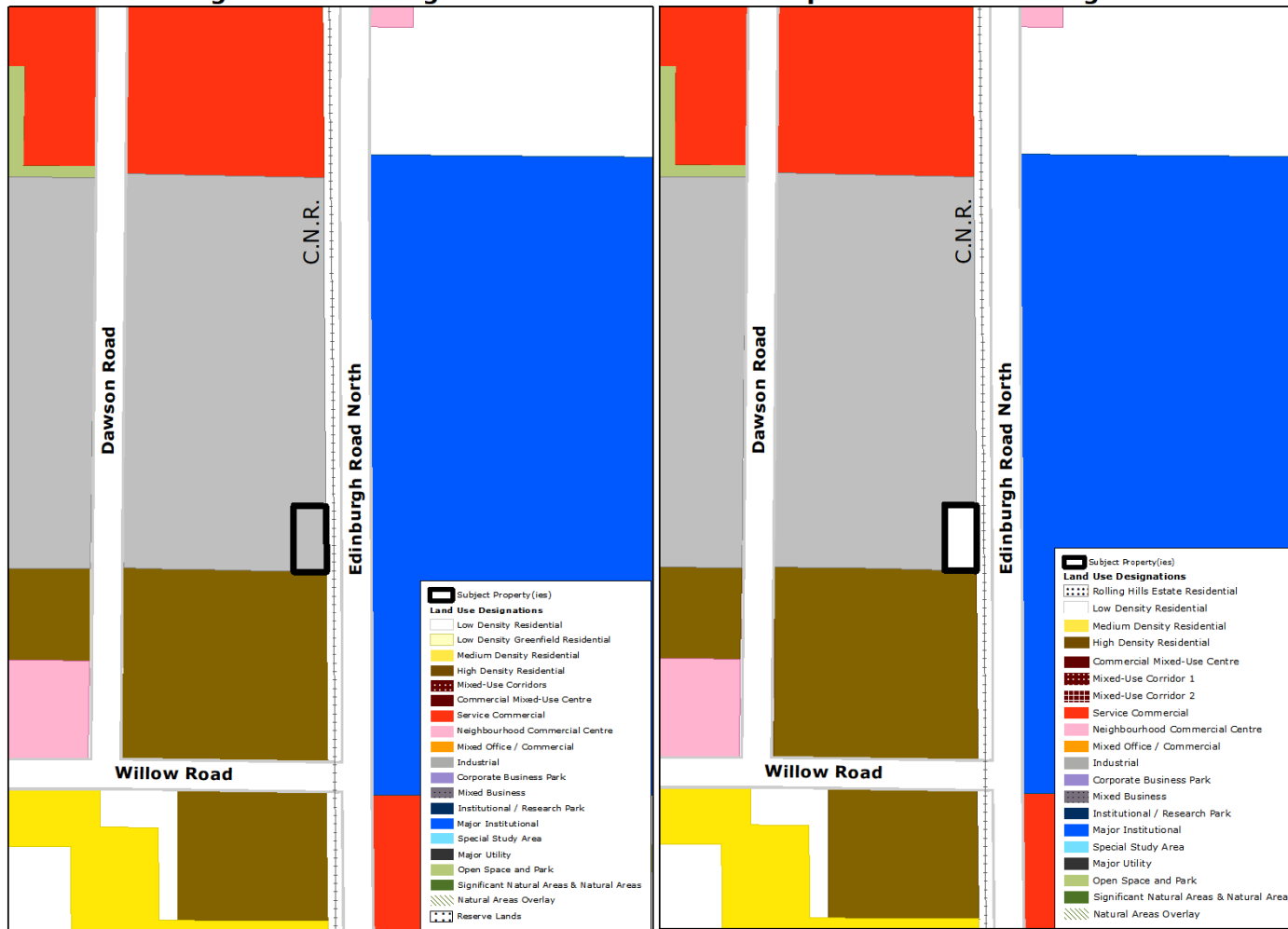


# Land Use Amendments

## 310 & 314 Edinburgh Road North

### Existing Land Use Designations

### Proposed Land Use Designations

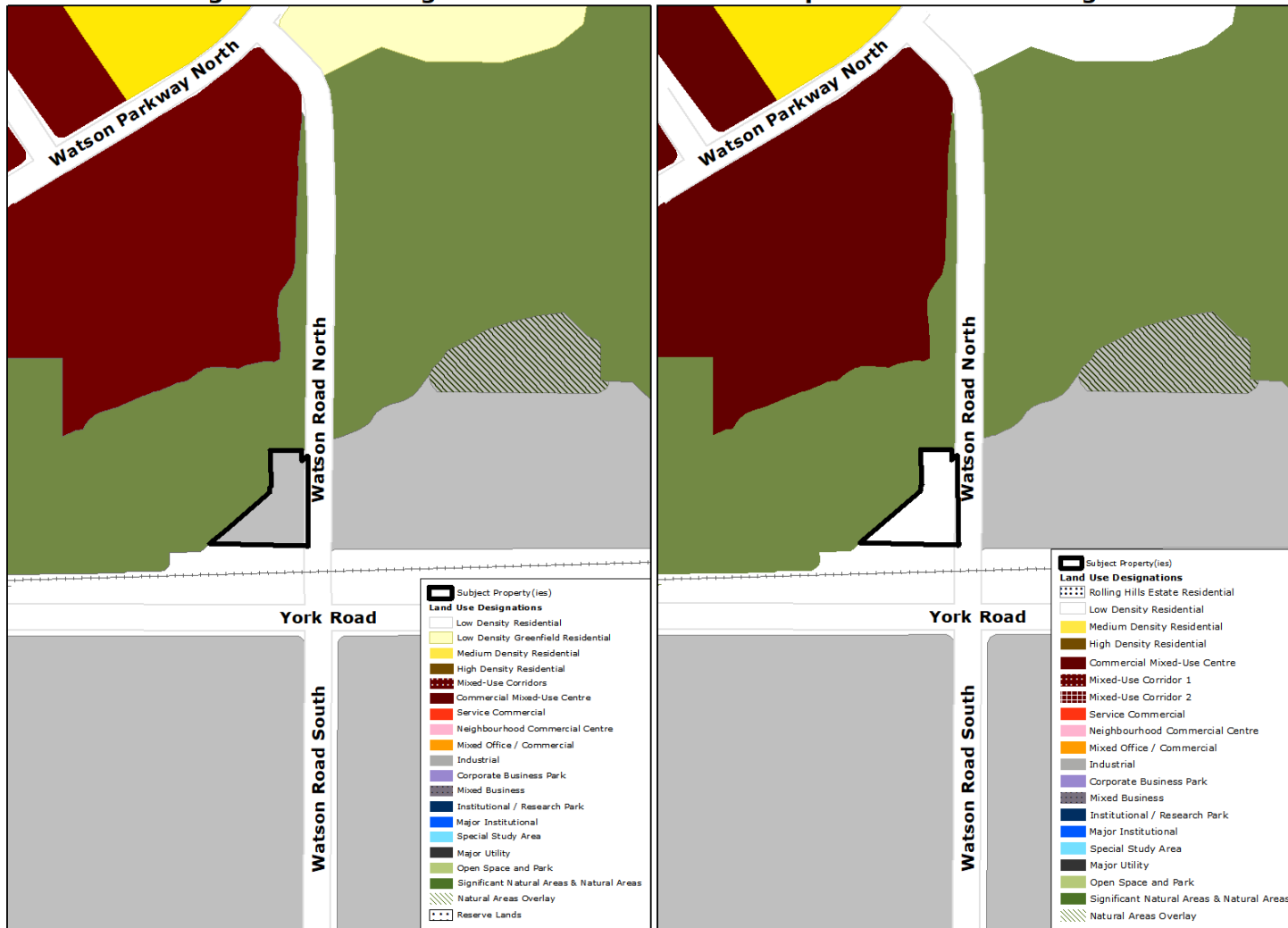


# Land Use Amendments

## 18 and 24 Watson Road North

Existing Land Use Designations

Proposed Land Use Designations



# Land Use

## York Road/Elizabeth Street Land Use Study

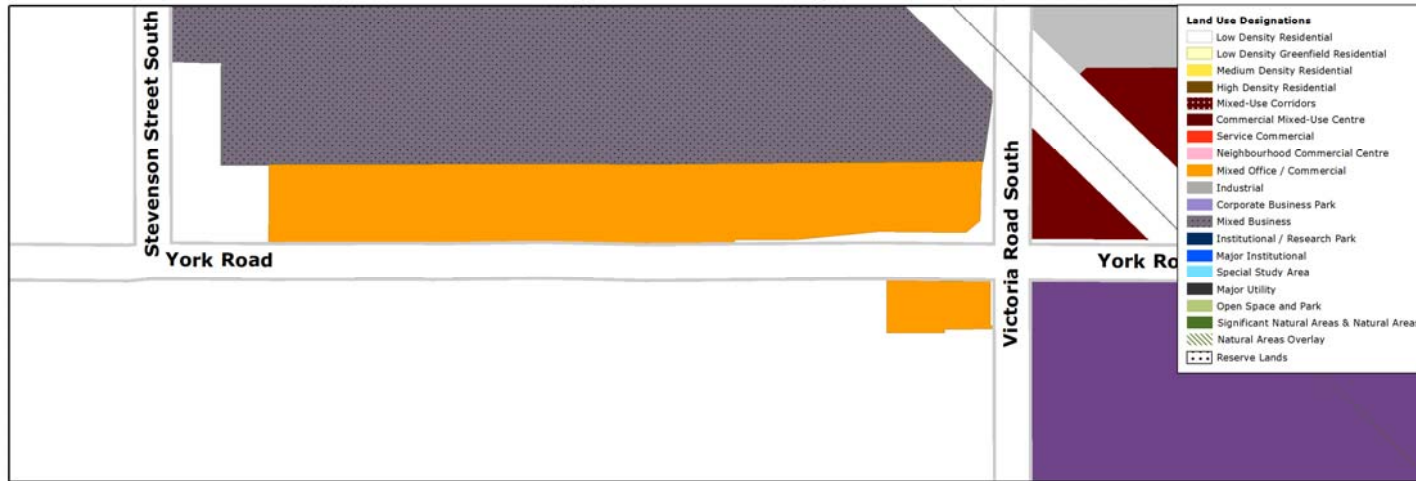
- Land use designations for properties within this area are amended
- Mixed Business land use designation policies and permissions are updated to implement the recommendations of the York Road/Elizabeth Street Land Use Study.



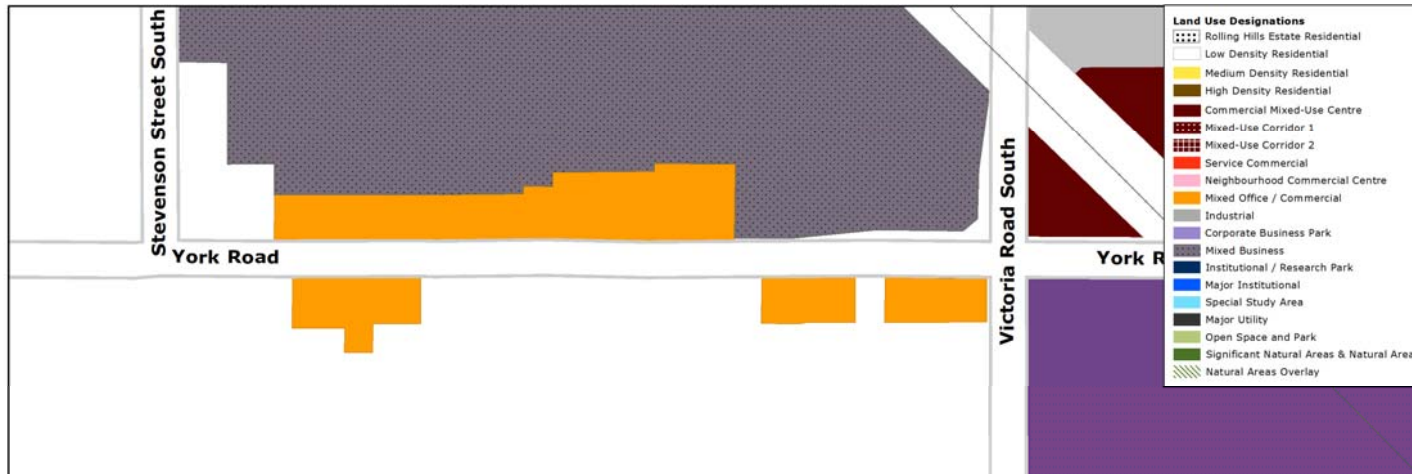


# York Road/Elizabeth Street Land Use Study

**York Road Corridor (west)  
Existing Land Use Designations**



**Proposed Land Use Designations**



# York Road/Elizabeth Street Land Use Study

**York Road Corridor (east)  
Existing Land Use Designations**



**Proposed Land Use Designations**



# Dolime Quarry Annexed Lands

- Designated Special Study Area
- Policy requires that:
  - A secondary plan and comprehensive environmental impact study be completed prior to development.
  - The secondary plan will consider future land use which is proposed to be residential, pond level management, significant natural areas and natural areas.
  - The secondary plan study will address all relevant planning and technical considerations.

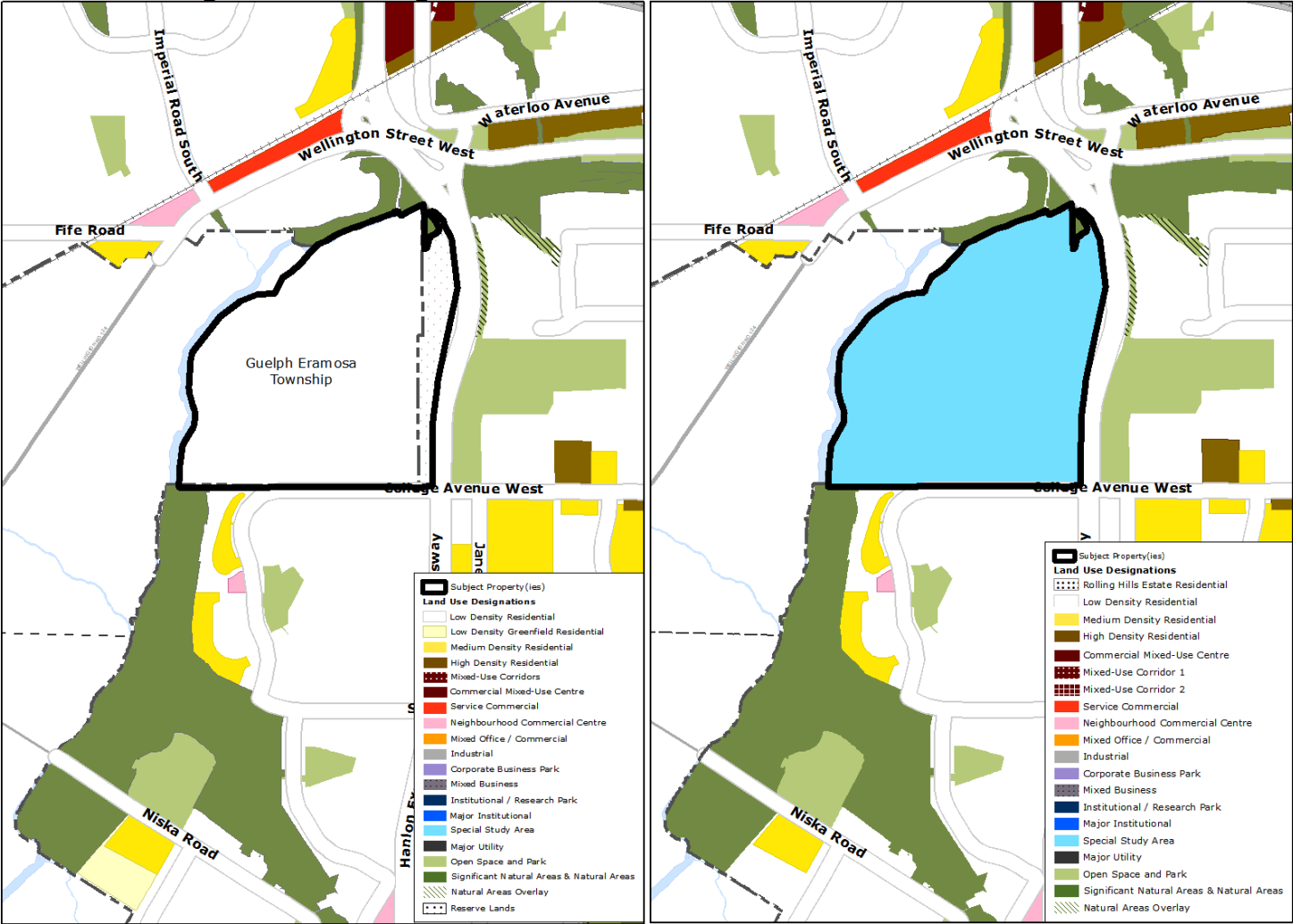


# Land Use Amendments

## Dolime Quarry Lands

Existing Land Use Designations

Proposed Land Use Designations



# Implementation

- Chapter 10 is amended to delete Section 10.7 Height and Density Bonusing to conform with the Planning Act.
- Policies for complete application requirements are modified with respect to natural heritage for consistency with provincial policy and the Grand River Source Protection Plan.



# Downtown Secondary Plan

- Population and employment targets and the density target for the urban growth centre are updated.
- Policies for height and density bonusing are deleted in accordance with the Planning Act.
- Schedule D Minimum and Maximum Building Heights revised for as per the city's growth management strategy.

Existing height permission	Recommended new height permission
8 storeys	10 storeys
10 storeys	12 storeys
12 storeys	14 storeys



# Guelph Innovation District

- Policies that reference the plan horizon are updated.
- Policies for height and density bonusing are deleted in accordance with the Planning Act.



# Defined Terms

- Add, update and revise terms and definitions to be consistent with the PPS, A Place to Grow or other provincial legislation and to improve clarity.
- Delete terms that are no longer required





# Schedules

- All schedules are revised to reflect the City's new corporate boundary which includes the Dolime Quarry annexed area.
- New Schedule 1a with the updated urban structure for the City and a new Schedule 1b that delineates employment areas.
- Schedule 2 Land Use is revised to implement the recommendations of the City's growth management strategy for consistency with A Place to Grow.
- The Natural Heritage System schedules (Schedules 4, 4A – 4E) are revised with refinements to the natural heritage system in the south-east area of the City at Clair Road and Victoria Road South, has been refined.
- Schedule 4B is amended to change its title and update the legend to align with changes in terminology.



# Key Financial Themes

- High density is more cost effective
- Tax supported sustainability at buildout
- Non-tax supported deficit at buildout
- Cashflow and debt constraints
- DC rate increases
- Future parkland acquisition cost pressures



# Impact of Density

High density is more cost effective

High Density qualifies for CBC funding (over 5 stories residential)

High density shifts tax base to non-residential

Transit is more effective at higher densities (also lower emissions)



# Tax Supported Impact

- Overall, fiscally sustainable at full buildout – 2051
- Short term pressures which reduce over time
- Transit will be a large cost
- High density residential is cheaper per capita
- Parkland will be a large potential cost (Park plan will have more info)



# Non-Tax Impact

- Water and Wastewater capital is very costly
- New treatment plants are needed to cover growth
- Current rates will not be sufficient to cover these costs
- This will likely require a rate increase
- There are more cost pressures in early years before revenues catch up



# DCs, Debt Capacity and Cashflow

- Significant upfront investment is required
- Costs of infrastructure come first then development and tax revenue
- Debt capacity limits will be stretched and may require cashflow agreements with developers
- DCs estimated to increase by 40% but will require a full DC Study starting in 2023
- This DC increase would still leave our rates in line with our comparators



# Next Steps

Review of comments received

Recommendation report to Council – July 2022

Submission to province for approval



# Council Memo



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Date March 30, 2022  
To City Council  
From Colm Lynn, Senior Corporate Analyst Financial Strategy  
Service Area Corporate Services  
Department Finance  
**Subject Shaping Guelph Financial Implications Summary**

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## Executive Summary

The Official Plan sets population and targets which will require significant investment in growth-related infrastructure. The [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#) was prepared by Watson and Associates to assess the fiscal impacts of growth in the city.

This Council Memo contains an overview of key information contained in the Watson Fiscal Impact Analysis (FIA) report as well other financial implications of the Growth Strategy which Council should be aware of.

The FIA report was prepared at a high level to give an order of magnitude financial impact of anticipated growth in the City. All figures will likely change based on finalization of numerous masterplans and growth-related studies currently nearing completion. However, there are several key themes and risks that are worth consideration:

- With the City’s shift to higher density growth, the overall cost effectiveness of City services will likely improve which reduces the pressure on the tax rate. High density residential growth also increases the potential revenue opportunity from the community benefit charge.
- Development charges (DCs) will likely increase to fund some of these infrastructure costs. Initial estimates predict that new rates will likely be in line with comparator municipalities.
- There will be a shortfall in the non-tax (rate) businesses and future rate increases may be required to cover these costs. This is due to significant infrastructure costs in non-tax businesses to accommodate growth.
- Parkland acquisition costs are significant and will require further discussion about how the current targets could be achieved in a financially viable way.
- Growth-related revenues should be sufficient to fund the costs of tax supported services at full build out in 2051. However, while growth is expected to be sustainable at full build out, there will be fiscal challenges as



much of the costs are in the early years while revenues and assessment occur after.

While the FIA was provided at a high level and is subject to change based on many upcoming masterplans and studies, this analysis provides confidence that future growth could be accommodated within a moderate range of tax and rate increases.

## **Report**

The Official Plan sets population and targets which will require significant investment in growth-related infrastructure. The [Shaping Guelph Municipal Comprehensive Review: Fiscal Impact Analysis Memo](#) was prepared by Watson and Associates to assess the fiscal impacts of growth in the city. This Council Memo contains a summary of key information contained in the Watson FIA report referred to above as well other financial implications of the Growth Strategy which Council should be aware of.

## **Caveats**

It is important to note that the FIA prepared by Watson and Associates relied on masterplan information that were in various stages of completion. The results of the FIA are therefore subject to change based on the finalization of the masterplans and servicing plans. In addition, the City is currently undertaking a number of growth-related financial studies including a Community Benefit Charge Study and an update to the DC Background Study which will be finalized over the next two years.

The analysis presented at this time are for illustrative purposes to understand high level financial impacts and to identify broad themes and risks for Council's awareness.

## **Capital Impact**

Future growth needs will require significant investment in infrastructure to support the population and employment growth over the next 30 years. The FIA report identifies over \$800 million in infrastructure needs over the next 30 years to support this growth. The cost of much of this infrastructure can be funded from revenue tools including DCs, a new community benefits charge (CBCs), and potential future grants.

Much of the development-related infrastructure costs will be incurred well before the City is able to collect related development revenue. This will require significant up-front investment which will stretch the City's debt capacity limits. To address these cash flow needs, the City may need to enter into agreements with developers to provide cash flow assistance for the related infrastructure work. These types of agreements have been used successfully in other municipalities, but since they are new for the City of Guelph this may require coordination and negotiation with developers.

## **Growth Revenues**

DCs are the primary funding source for growth-related capital costs in the city. The FIA report estimates that the current DC rates will need to increase by

approximately 40% to cover the costs of growth. While specific rates won't be calculated until the City completes the DC Background Study in 2023, and subject to change, the estimated rates are in line with comparator municipalities.

A Community Benefits Charge (CBC) can be applied to high density residential development of over 5 stories (and 10 units). As the City's future growth contains more high-density development than currently exists, the CBC could become a useful funding source, but it is limited to projects not currently covered by DCs. More information regarding the proposed CBC will be presented to Council on April 13, 2022.

### **Operating Impact**

The FIA estimated operating costs on a per capita and per employee basis using the current approved operating budget as a baseline. As the City grows, many City services should become more efficient on a per capita basis (since there are more taxpayers to cover the cost of the service).

It should also be noted that as a city grows, residents often demand/expect a higher level of service than is currently provided which could increase the cost per capita compared to current levels. A good example of this increased expectation is seen in transit, as City's grow, the investment in transit services typically increases beyond a linear per capita growth curve.

### **Residential Tax Burden**

Another important theme is that much of the future growth is residential (rather than employment) compared to previous growth in the city. While this would normally indicate a shift in the tax burden to residential taxpayers, the overall assessment base will shift more to non-residential due to high density residential growth. The direct impact of this can't be reliably calculated at this time, but Staff will monitor this as development occurs and adjust tax ratios as needed through tax policy conversations.

### **Tax Supported Impact**

Tor the tax supported businesses, much of the anticipated costs of development (aside from parkland acquisition) will be covered by the anticipated assessment growth by 2051 buildout. It is important to note that while fiscal sustainability may be reached by 2051 at buildout, there will be many years in between where a mismatch between revenues and expenses will occur. This timing difference may require tax rate increases to fund the gap which can be then smoothed out over time.

### **Parkland Acquisition Costs**

The sustainability of tax supported businesses tax referred to above generally does not consider the significant costs of parkland acquisition. The City estimates that it could need up to 112 acres of additional parkland to satisfy current targets. Land acquisition costs have increased in recent years, and this could cost the City an estimated \$140 million which the City could not fund through growth-related revenues.

## **Non-tax Supported Impact**

For the non-tax businesses, the FIA estimates an overall shortfall in rate revenues related to costs by 2051. This shortfall is driven largely by significant infrastructure costs for water supply and wastewater treatment infrastructure to accommodate future growth. Growth related revenues or existing rate revenues will not be sufficient to cover these costs and will likely require a rate increase to cover this shortfall.

This estimate is a final state by 2051 accounting for total costs and revenues. There will be individual years where the mismatch of revenues and expenses may require larger short term increases and future rate increases could be smoothed out over time. Unlike the tax supported businesses, the non-tax supported program will not be fiscally sustainable at full buildout.

## **Summary**

Historically the costs of funding growth generally exceed the related revenues. In other words, "growth does not fully pay for growth".

However, higher density development tends to generally be more cost effective than low density development since per capita costs decrease in a denser City. In addition, revenues such as the Community Benefits Charge is applicable exclusively to high density residential development. With the City's shift to higher density growth, the overall cost effectiveness of City services should improve. The FIA estimates that the tax supported businesses would reach fiscal sustainability at full buildout by 2051.

While it is estimated the City will reach fiscal sustainability at full buildout there will many fiscal challenges along the way as most of the costs will occur before the associated growth revenues. This will likely strain the City's debt capacity and require financial tools to cover the shortfall in cash flow timing.

The investment in growth related non-tax supported infrastructure is significant and will likely require an increase to rates to support the shortfall in associated revenue.

Finally, the acquisition of parkland, which has not been fully costed and will depend on site locations and future land values. The cost of this parkland is significant and will require further discussion about how the current targets could be achieved in a financially viable way.

### **Approved By**

Tara Baker  
General Manager Finance/City  
Treasurer  
Corporate Services  
519-822-1260 extension 2084  
tara.baker@guelph.ca

### **Recommended By**

Trevor Lee  
Deputy Chief Administrative Officer  
Corporate Services  
519-822-1260 extension 2281  
trevor.lee@guelph.ca

## Clerks

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**From:** Malcolm & Pat McIntosh [REDACTED]  
**Sent:** Thursday, February 24, 2022 7:31 PM  
**To:** Clerks  
**Subject:** Official Plan Amendment No. 80

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

**Categories:** Correspondence

**[EXTERNAL EMAIL]** Do not click links or attachments unless you recognize the sender and know the content is safe.

Thank you for providing me with this opportunity to express my views in regard to the above amendment to the City of Guelph Official Plan.

I wish to disclose that I am a member of the Guelph Planning Advisory Committee. The Committee through its very capable chair, has provided a separate recommendation to Council. The following comments are therefore of my own, and do not necessarily reflect those of the Committee.

I am very pleased with the dedicated work of the professional planning staff who have assisted the Committee in their efforts on your behalf. The Committee is to be commended on their commitment to providing valuable feedback to Council. My comments in no way take away from their valuable contributions.

My concern with OPA 80, is in regard to the requirement to be in compliance with the provincial planning mandates. I firmly believe that local planning decisions should be entirely the domain of the local residents, as expressed through the local elected council. The planning staff have kindly pointed out that the provincial interests are enforced through the Planning Act legislation. As a result local municipalities have little to no ability to disregard these restrictions. It may well be that some of these restrictions are desirable. However it should still be a local decision maker who decides the merit of these policy decisions, without the threat of imposition by the upper tier government. We should all be concerned by the loss of local autonomy when decisions are predetermined, and imposed from above.

Again thank you for permitting me to present you with my concerns.

Respectfully submitted.

Malcolm McIntosh

## Clerks

---

**From:** Nick Papadedes [REDACTED]  
**Sent:** Friday, February 25, 2022 2:38 PM  
**To:** Clerks  
**Subject:** Rolling hills future plans

**Categories:** Correspondence

[EXTERNAL EMAIL] Do not click links or attachments unless you recognize the sender and know the content is safe.

To whom it may concern

I am officially emailing you and wanted to document that I am expressing my concerns to the plans being brought forward to the city for the rolling hills expansion in Area 1. I believe all emails must be provided by March 25, 2022 at 10am if anyone would like to oppose or raise concerns, so I would like to have this email documented today therefore; I do not miss any deadline needed to oppose this plan. To date, the plans have wavered several times since we moved in October 1st, 2021 and prior to January 1st, 2022 when we first found out about the plans. I called the city to speak with someone and I was informed by Phone that all properties on Megan Place were to be included in the re-zoning, and that some lots would be high density and some were to be low to mid density but nonetheless, they would all be included. As disheartening as this was, we reluctantly agreed to go along with what the city had Proposed and sketched out and only agreed to write a support letter because we weren't going to be excluded in the zoning process and it wouldn't have devastating repercussions on our property nor its value down the road. We now find out that this plan maybe changing yet again and this time it will be excluding three of the eight houses on our street including ours. They also suggested that some of the lots only receive partials and this strategy seems to moving forward simply to appease a few of the zone two area residents which raised their strong concerns and maybe one or two that reside along Megan. I understand my neighbour's frustrations and concerns that they are opposed to the plan all together and understandably so, but to cut a street in half which is one of Guelph's most prestigious estate neighbourhoods seems ridiculous and makes zero sense. How can one claim they own a estate residence amongst condos, towns and semi's? The cities decision to exclude these three properties will have irreversible consequences on the home owners excluded and could cost them millions of dollars upon resale. I personally feel that it will be next to impossible to sell a multi million dollar property to someone surrounded by affordable housing. I understand the need for affordable housing as my children are in the same situation but to mix the two simply benefits some and hurts others. The only fair way to proceed would be to include all of area 1 as originally outlined and let the homeowners decide what to do with their own properties.

I have reached out to my lawyer for advise and he will be submitting something more formal and detailed which can then be replaced with this email but I wanted to at least have something documented, so it can be noted.

Thanks

Nick

[REDACTED]  
Mobile: [REDACTED]

# Stephen Gawron & Janet Nairn

[REDACTED]  
Guelph ON

[REDACTED]1H1

February 13, 2022

Good morning Mayor Guthrie and City of Guelph Councillors,

We write with regards to the planned development of Rolling Hills as discussed at Council on January 17, 2022.

Janet and I have served the Guelph Community as Family Physicians for more than thirty years and have considered Guelph our Family home since 1990. In 1999 we found ourselves looking for a larger property where we would raise our young family but this proved challenging to find. We were fortunate to locate an overlooked lot at the end of Kilkenny Place that perfectly suited our purpose and built our home. We have raised three children and four dogs here and hope to watch our family continue to grow with the arrival of grandchildren. We have no interest in moving nor in the development of our land, so we were somewhat relieved to note that our lot has been designated Estate Residential on the latest plan proposal.

We are however very concerned about the prospect of runaway development on our street and in the Rolling Hills neighbourhood, as proposed by City Planners and a small minority of our neighbours and driven no doubt by the acquisitive intent of major developers. It is our feeling that such development will not only destroy our street and our neighbourhood but that it will be a terrible mistake for Guelph. We are not alone in placing a very high value on Guelph being a "Green City" and the Rolling Hills neighbourhood in particular epitomizes what should be viewed as one of the jewels of Guelph when it comes to environmentally responsible and sustainable living. We think this sentiment is increasingly lost in the discussions around growth. We understand the Provincial mandates call for this growth but to destroy an established and attractive neighbourhood like ours to account for 3% of the "required growth" in your plan is misguided. The benefit is marginal, and the loss to our City will be significant and permanent.

As Guelph grows it will attract new citizens, including professionals and business owners some of whom will be looking for space to live and raise families just as we did all those years ago. This neighbourhood is unique in offering newcomers another option in lifestyle and to dismiss this as “entitled” and “privileged” is short sighted and panders to Development interests in a disproportionate fashion. It also does so at irredeemable expense to the natural environment and a pristine source of our precious ground water.

We respectfully implore you, Mayor Guthrie and City Councillors to take this opportunity to resist development of Rolling Hills and to undertake whatever measures are required to instead protect it, commensurate with our reputation as one of Canada’s greenest and most livable cities.

To lose Rolling Hills to development would be a travesty not just for those of us who call it home, but for all of Guelph and beyond.

Sincerely yours,

A handwritten signature in black ink, appearing to read 'Stephen Gawron', with a long horizontal flourish extending to the right.

Stephen Gawron

A handwritten signature in black ink, appearing to read 'Janet Nairn', with a large loop at the beginning and a horizontal flourish.

Janet Nairn

## OPA #80 Public Meeting – Environmental Resiliency Discussion by way of a Deer Crossing Corridor/Linkage Issue on the Gordon Street Intensification Corridor

After the Needs of the Provincial Government (P2G), the Development Sector, and Planners have been met (building height/density provision), what is left for the Guelph general community to understand?

- A reflection on who are the 'stakeholders at the table' making decisions of the future – is there the appropriate balance in trying to manage a resilient future for Natural and Human Communities?
- A Story of Conflict of Differing Values Where Two Corridors Collide on Gordon, i.e., a Human Community Intensification Corridor and a Natural Community Deer Crossing Linkage)



The City's 'Best' Graphic of the Future  
(note no greenery)

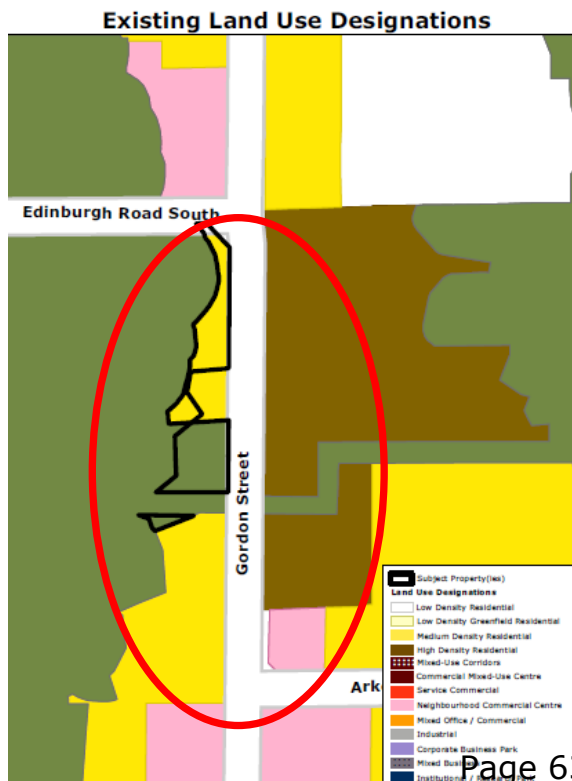
Dr. Paul Kraehling MCIP RPP (Ret.)  
Resident on Vaughan St., Guelph  
March 30, 2022



# Intersectionality of Human and Natural Community Systems in Conflict

- Premise: The fixation on increasing density within the Gordon Street 'Strategic Growth Area Intensification Corridor' in the Places2Grow planning exercise will have permanent impacts on the natural and human communities that exist in the area; the quest to 'accommodate' additional people and jobs in this one intensification corridor will result in unsustainable, long term degraded outcomes
- The area of Gordon between Edinburgh and Arkell has many existing planning constraints – it is a heavily travelled area with North-South and East-West travel movements on the arterial road network. It also has a significant ecological corridor/linkage between the adjacent Torrance Swamp and Hanlon Swamp PSW areas.
- The current proposed OPA #80 plan for this portion of Gordon Street has not adequately accounted for environmental features in the area. . .
- It appears that every square meter of potential developable land (including 'underutilized land', like the Salvation Army building) has been placed in a potential persons + jobs/ha equation model . . . While this density calculation may appear as being semi-scientific that only planners can understand, it doesn't account for the natural and social dimensions of the existing communities in the area
- The next few pages attempt to explain the dilemma and offer an alternative solution to reconciling the differing natural/human community interests

Overview –  
Area of  
Concern –  
existing OP  
Land Use  
Schedule



**Natural Corridor Location in proximity to historic 'Hamilton Corner' intersection**

Provincially Significant Wetlands (PSWs) serve as a development foundation for south Guelph – protection of these features is essential for quality of life for both natural/human communities

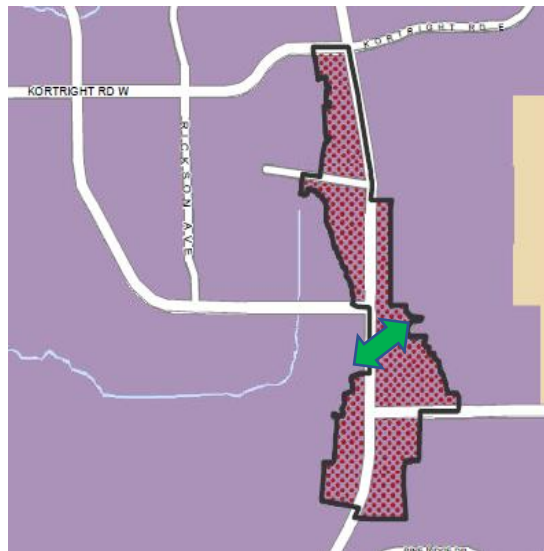
- Natural Heritage System (NHS) corridor/linkage feature & function occurs between them
- Significant human transport & development activity already impacting in Edinburgh/Arkell intersections segment area



Ecological Corridor/Linkage

**Human Community Corridor**

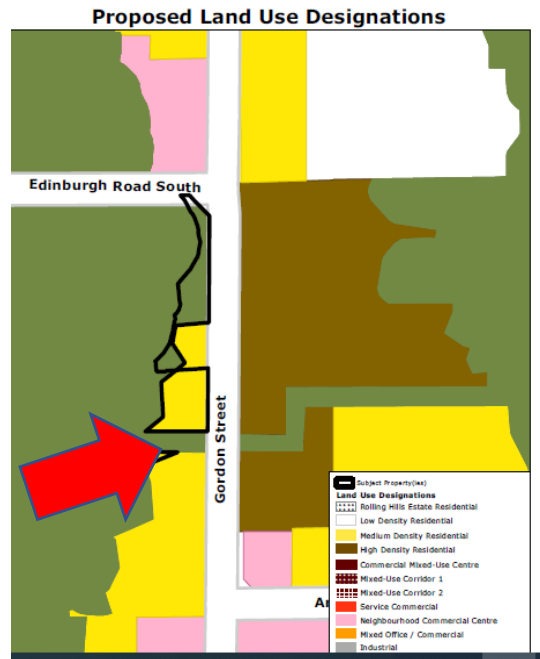
- south Guelph on the Gordon St. 'Strategic Growth Area Intensification Corridor' (area between Edinburgh and Arkell segment) is a heavily congested travel area as well as it comprises an existing remnant Natural Heritage Feature Corridor Linkage)



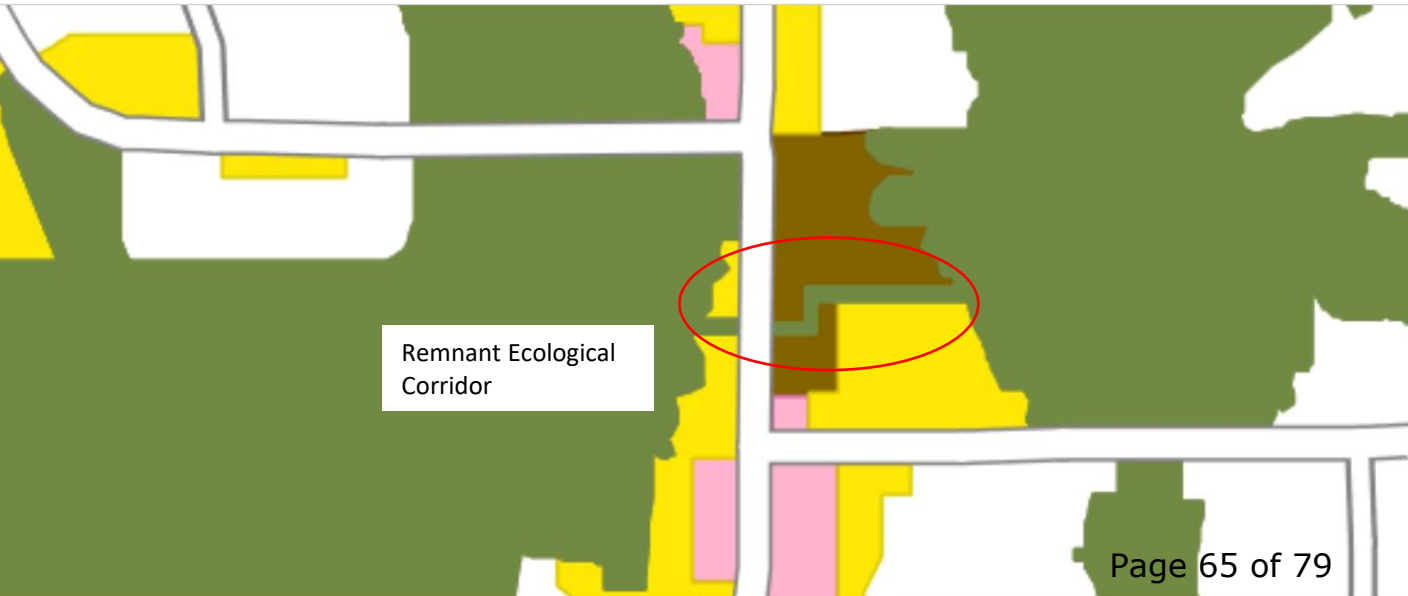
# A Surprise from Proposed OPA #80 . . .

## City OPA Attempt at Providing a Meager Deer Corridor on Gordon

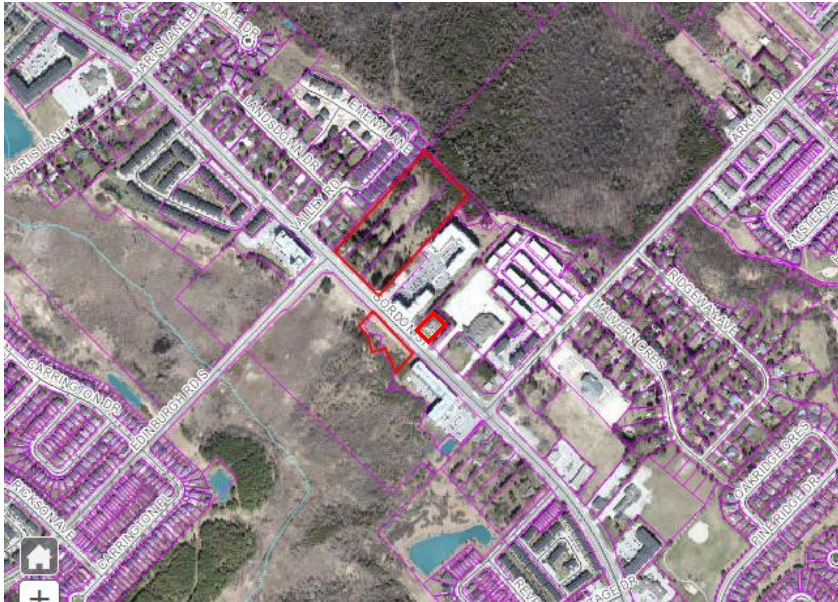
- A meager remnant natural corridor designation, west of Gordon, north of the Solstice I building has been provided
- This natural corridor is intended to recognize the existing 'deer crossing' natural corridor that exists in this area
- This OP proposed designation for the linkage/corridor is too small, and a poor reflection of Guelph's so-called environmental focus



## OPA #80 Proposed Remnant NHS Ecological Corridor/Linkage



Numerous intensification development sites exist now and potentially in the future, and together these will obliterate the linkage function of the small remnant corridor proposed in OPA #80



Unbuilt development sites in proximity to natural linkage/corridor (including potential Solstice 3) if OPA 80 is approved creating a new Medium Density Residential Block to the north of the existing Solstice building

**If City OPA #80 is accepted, a new Medium Density Residential building (Solstice 3?) could happen in the area. . .**

This would occur of course after backfilling of dirt on the adjacent lands to the Hanlon Swamp PSW and re-arranging the natural heritage lines for the area. . .

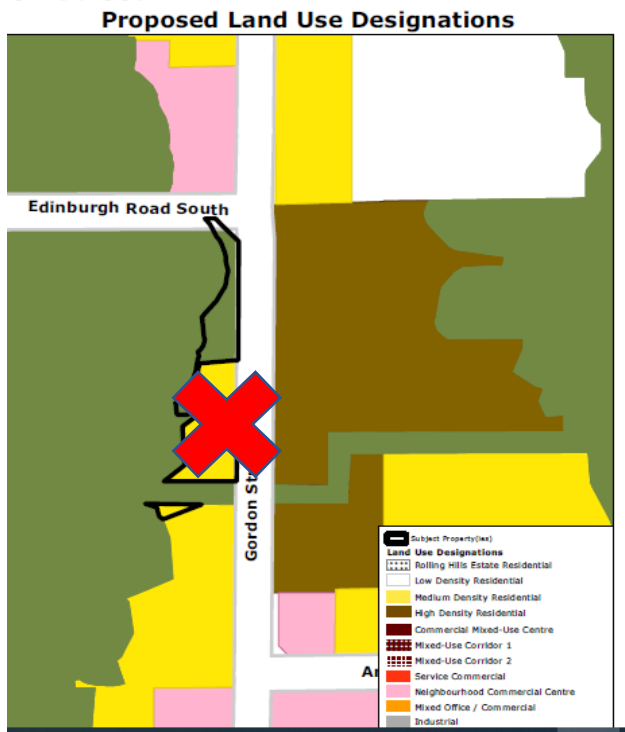
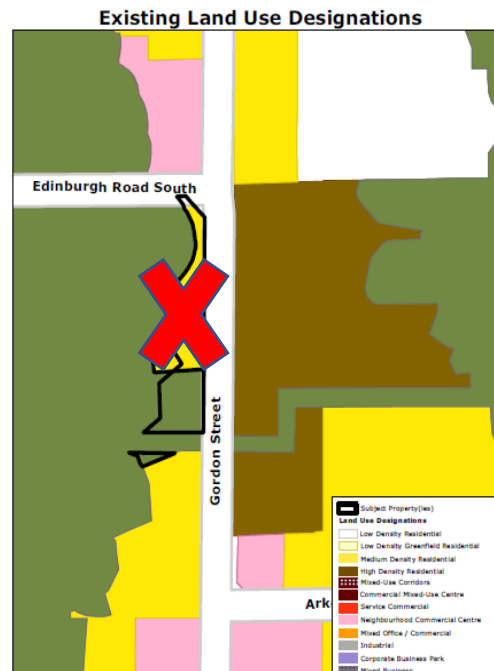


A Problem via City OPA #80 Proposal – a Remnant Natural Corridor that is too small with indirect pathways – this is too small to provide an overall effective NHS corridor/linkage function



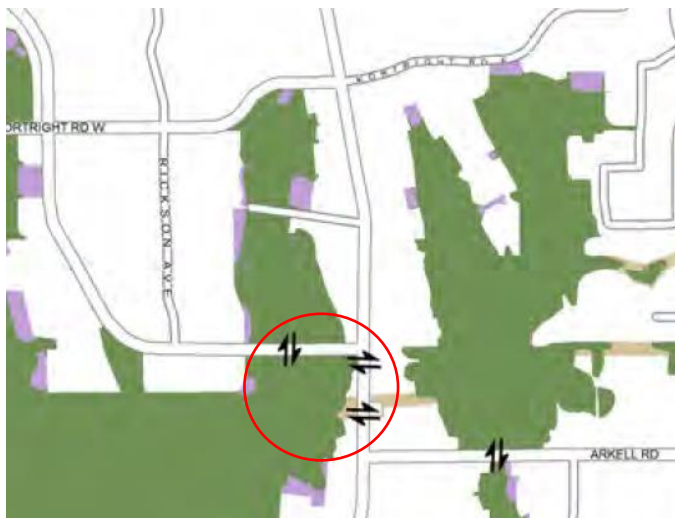
# Recommended Solution to Address Competing Human/Natural Interests in the Corridor – Remove Medium Density Residential designation and replace with NHS designation . . .

- The severely sloped land west of Gordon, south of Edinburgh Road should be redesignated as NHS, i.e. a new natural corridor/linkage area enhancement with no yellow Medium Density Residential designation here



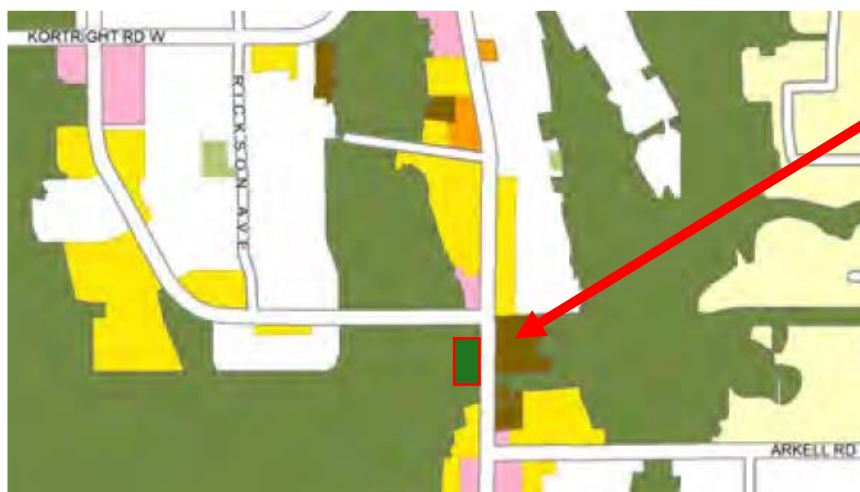
Recommended Solution will Implement Existing Official Plan – it accommodates nature's 'Deer Crossing' needs rather than pushing for more human population on this existing congested corridor

- Existing OP Schedule 4 – Natural Heritage System is shown
  - Proposal will implement existing Guelph OP with enhancements to the deer crossing natural areas at the southwest corner of Gordon and Edinburgh
  - Deer crossings shown on schedule within red circle



## Recommended Solution Continued - Planning Policy Basis to Enhance Existing Natural Heritage System Linkage/Corridor Features on the Gordon Corridor (southwest quadrant of Gordon/Edinburgh)

The adjacent area to the Hanlon Swamp PSW should be redesignated as NHS lands as being consistent with the Provincial Policy Statement, and in conformity, and not in conflict with the Places to Grow Plan, and encouraged by policy in the existing Guelph Official Plan), i.e., there is more than adequate justification for this.



Recommended New Enhanced NHS Area in southwest corner of Gordon/Edinburgh

## Existing Guelph OP Support for Recommendation Solution – the NHS corridor/linkage area at the southwest corner of Gordon/Edinburgh should be enhanced/not diminished by OPA #80

- Objective of Section 4.1 of the Official Plan, Natural Heritage System is the following: protection of natural features and areas for the long term and maintaining, restoring and where possible improving the biodiversity and connectivity of natural heritage features and areas, and ecological functions of the NHS, while recognizing and maintaining linkages between and among natural heritage, surface water features and groundwater features.
- NHS Linkage/Corridor feature enhancement in the southwest quadrant of Gordon and Edinburgh will support multiple deer crossings identified currently on existing OP Schedule 4, Natural Heritage System

## Proposed NHS Corridor/Linkage Feature Enhancement is supported by Provincial Natural Heritage Reference Manual



<https://docs.ontario.ca/documents/3270/natural-heritage-reference-manual-for-natural.pdf> Pgs 28-29

LINKAGE/CORRIDOR ATTRIBUTES	
a. General	<ul style="list-style-type: none"> <li>• The nature of a linkage will depend on the ecological function that the linkage is intended to perform.</li> <li>• Factors that may affect the ecological function of a linkage include its length and width (generally, a wider linkage is better, and the width of a linkage should increase relative to its length), composition, orientation and configuration.</li> <li>• The significance and relative importance of these factors vary with the needs of different species.</li> <li>• Some linkages may serve to connect habitat for particular species to complete their life cycles (e.g., linkages between wetlands and upland areas to allow for reptiles and amphibians to move between breeding and summer/winter habitat).</li> <li>• The ecological appropriateness of a corridor should be considered when identifying linkages.</li> <li>• Corridors should be assessed as to whether there is a natural relationship between the core areas or features being connected, especially when identifying linkages that should be restored or established in fragmented landscapes.</li> </ul>



# NHS Reference Manual Text Continuation

LINKAGE/CORRIDOR ATTRIBUTES	
a. General	<ul style="list-style-type: none"> <li>Alternative or multiple linkages in a natural heritage system can assist in maintaining its ecological functions, as well as its overall ecological integrity.</li> <li>Smaller patches of natural cover that are closely spaced can serve as stepping stones for species movement, and thus be identified as a linkage.</li> </ul>
b. Habitat	<ul style="list-style-type: none"> <li>The habitat needs of the species type that will move through a corridor should be taken into account when establishing it.</li> </ul>
c. Shape	<ul style="list-style-type: none"> <li>An important consideration for the shape of corridors is the dispersal patterns (e.g., directional vs. random) of the species that will be using them.</li> <li>To increase the probability that animals will locate corridors, they should be designed to have a funnel shape at either end, to maximize the contact surface between the core and the corridor.</li> </ul>
d. Length	<ul style="list-style-type: none"> <li>If an individual cannot travel through a corridor within one activity period, the corridor should provide appropriate habitat for the foraging requirements of the species, and in some cases for breeding or hibernating requirements as well.</li> </ul>
e. Width	<ul style="list-style-type: none"> <li>Recommendations for corridor width depend on the landscape matrix and species context.</li> <li>Approaches for determining appropriate corridor widths can include the following:                             <ul style="list-style-type: none"> <li>Noss (1992) suggests that long corridors (more than 16 kilometres [km]) should be at least 1.6 km wide and that shorter corridors be at least three times the measurable "edge effects." Using Noss's criterion, this translates into 300 metre (m) wide corridors.</li> <li>Environment Canada et al. (1998) suggest corridor widths from 50 m for generalist species (i.e., white-tailed deer, raccoon) up to 500 m in rural areas for species that require interior forest habitat.</li> </ul> </li> </ul>

- **Note e. Width** in the above. Corridor widths of 50 m for "generalist species, i.e., white-tailed deer should be provided.
- The City's proposed natural linkage/corridor on OPA#80 is totally inadequate due to its meager width +/-20m; consider the accumulative deer crossing areas on Edinburgh and Gordon as depicted on existed OP Schedule 4, Natural Heritage System

Figure 1: A Greenway Concept in a Crowded Landscape

Illustration of a desired 'greenway corridor' in a crowded landscape, i.e., potential intensification corridor. The remnants of a once vibrant natural corridor are in the area of Hamilton Corner but these will be obliterated now by the 'new and improved' Intensification Corridor development push



Source: Nature Ontario, 2014. Best Practices Guide to Natural Heritage Systems Planning

## Conclusion

- A removal of the Medium Density Residential block at the southwest corner of Gordon and Edinburgh and its replacement with a NHS enhanced Corridor/Linkage designation will go a long way in giving support to 'deer crossing' capability on busy Gordon Street
- Open area will give greater visibility both for the deer as well as motorists to avoid collisions in the proposed new solution, i.e., an illustration of human/natural communities co-existing
- Proposal will give greater substance to a natural heritage corridor function linking both the Torrance and Hanlon Swamp PSWs
- A balanced effort to accommodate competing (but potentially) complementary ideals for human and natural communities can be demonstrated via a larger NHS area
- The removal of a Medium Density Residential block in the already congested/high traffic activity area of the Edinburgh – Arkell intersection stretch along Gordon will be assisted by rebalancing life for natural and human communities. The Strategic Growth Area Intensification Corridor total people +jobs number can be reduced somewhat from the current OPA#80 target of 120.
- The recommendation solution from this correspondence will assist in redirecting the notion that planning efforts now have been directed to placing too much density in the Gordon/Arkell corridor, i.e., a rebalancing of natural and human community quality of life values will again have greater value than simply packing in more people+jobs in a relatively confined area
- Suggested enhanced NHS linkage/corridor at the southwest corner of Gordon and Edinburgh is a win-win for both human and natural communities

## Other General Observations

- The allocation of growth targets to individual nodes/corridors is a surprising enterprise in OPA#80. The allotment of growth on this basis is known only to planners, and to anyone else in the community its meaning and development impact on the land is a mystery. This 'new' Provincially-derived density definition places an over-emphasis on numbers (quantification of growth) over quality of life attributes. Pushing for targets on an individual area by area basis overly focuses the planning effort to achievement of development targets. An over-reliance on numbers that only planners 'seem' to understand will come as a potential loss to the subtlety of planning on the ground, and even may cause misunderstanding/mistrust.
- My belief on all this concentration of growth and targets will push development to the maximum allowances by the Guelph planning system, without the variances, for example, that come with public input, consideration of natural enhancement possibilities on a site by site basis. As a result, the new 'numbers game' embedded in the planning system will further impact the overall 'former small town' quality of life for Guelphites, i.e., we are now simply an outer-ring municipality that 'exists' within the Greater Toronto area conurbation, and a product of the P2G provincial mantra 'density number' game.

Dear Mayor Guthrie and Councillors of the City,

The suggested policy wording in Item numbers 51 and 52 of the proposed amendment do not give adequate attention to requiring new private sector development to be ‘energy smart’ and ‘carbon neutral’. Your/our Official Plan needs to integrate actionable items on the ground by the development sector as essential partners in the journey to meet the City’s recently enacted net zero carbon ambitions and give ‘teeth’ to implementation of the Community Energy Initiative.

It is not adequate at this stage of the climate change emergency to simply go forward with general encouragement statements here and there as currently contained in OPA #80. The plan amendment is locking in development activity for the City for the next 30 years, and this development needs to be part of the climate change emergency solution, not adding to our current problems.

**Therefore, before OPA #80 goes forward item numbers 51 and 52 should be reworded to give greater guidance to all on how new construction in the City will have a low carbon/low energy footprint. This will require additional research by staff, and direction by Council to have this implemented.**

For inspiration on this matter, I would focus attention to other Ontario municipalities that are ‘in the news’ respecting their good climate change mitigation/adaptation policies, procedures and by-laws. The following are some examples:

-Green Building Standards as used in the City of Toronto for the past decade, i.e., refer to the City of Toronto ‘Green Standard Review and Update’ report to the Planning and Housing Committee, June 11, 2021

<https://www.toronto.ca/city-government/planning-development/official-plan-guidelines/toronto-green-standard/>

-City of Markham Green Building Requirements

<https://www.markham.ca/wps/portal/home/business/building-permits/green-building/07-green-building>

-Town of East Gwillinbury green building new construction requirements

<https://www.eastgwillinbury.ca/en/government/resources/Documents/TGDS-Subdivision.pdf>

General guidance on ‘climate change ready’ policies, procedures and mechanisms to guide the private sector are available from Natural Resources Canada. The City should be moving forward now with policy requirements for new private sector construction to meet standards set out in a set of ‘Guelph Green Building Standards’ or reference should be made in your/our OP to other standards that are available, e.g., Canada Green Building Council. The following information source may be of use for this purpose:

<https://www.nrcan.gc.ca/homes/about-integrated-community-energy-solutions/integrated-community-energy-solutions-roadmap-for-action/learning-from-successful-communities/6551>

In reviewing actions and requirements used in other places, it is important to remember that the opportunities/constraints for implementing actions here need to be in line with the enabling legislation that is currently in place in Ontario. However, the current provincial government's inaction on the climate change file (e.g., updates to the Planning Act, Ontario Building Code) should not stifle innovation and creative use of available tools to push forth on the City's strategic climate-change-impact assistance mission.

The City, through its planning approval process mechanisms, have many opportunities to require developers/builders to institute green building technologies to assist in addressing the climate change emergency. These tools include development agreements/conditions at the Land Division stage (severance, subdivision, condominium plan), through the OP and Zoning By-law amendment process, and/or provisions made on site plans and development requirements in the Site Plan Control process.

Thank you for the opportunity to comment on this important aspect of planning for the future of an environmentally/economically/socially sustainable community here and beyond our borders. All the best in the completion of your work,

Paul Kraehling MCIP RPP (Ret.)

March 24, 2022

**SENT BY EMAIL**City Clerk,  
City of Guelph,  
1 Carden Street,  
GUELPH ON N1H 3A1**Subject: Shaping Guelph: Official Plan Review  
Proposed Official Plan Amendment 80  
Submission: Public Meeting March 30, 2022**

I am retained by the Families For Rolling Hills Group. This community lives and owns their homes within the Rolling Hills Subdivision located in southeast Guelph.

On several occasions, these owners and residents have spoken about this unique residential community of 52 single-detached homes.

On January 17, 2022, I made an oral submission to Guelph Council as a delegation and I reflected on the staff and consultant reports that were presented in the Agenda. As well, Mr. David Sunday, lawyer retained by Families for Rolling Hills Group made a written submission, dated January 13, 2022, to Council regarding the legal implications of the proposed land use designations.

I have reviewed the proposed Official Plan Amendment 80 (OPA80) together with the Rolling Hills Families Group. In my opinion, since January 17, 2022, there are no substantive changes in the proposed OPA80 as it applies to the Rolling Hills Community.

On behalf of the Residents, I recommend the following changes to proposed OPA80:

1. All of the Rolling Hills subdivision should be designated on Schedule 2 (Land Use Plan) as "Estate Residential".
2. The designations of "Low Density Residential", "Medium Density Residential", and "Mixed Office/Commercial" should be removed from the Land Use Plan and the text policies as they relate to the Rolling Hills Community.
3. Proposed Item 67 should be modified to remove proposed subsection 9.3.6.2 that permits "additional residential units" in the "Rolling Hills Estate Residential" designation.

The following concerns support the submission by the Rolling Hills Community:

1. Dividing the Rolling Hills Community into "Estate Residential", "Low Density Residential", "Medium Density Residential" and "Mixed Office/Commercial" is contrary to the City's objective of creating a healthy community. The proposed land uses are fragmenting the land use integrity of the community.

2. This land use proposal affects the existing properties by establishing "Estate Residential" on 21 dwellings, "Low Density Residential" on 26 dwellings, and "Medium Density Residential"/"Mixed Office Commercial" on 5 properties.
3. As an example of how these distinctions affect the Rolling Hills Community, the only land uses permitted in the "Estate Residential" are the existing 21 dwellings whereas in the "Low Density Residential", several types of residential dwellings up to 3-storey apartments are permitted. The more intensive land uses on the south side of Clair Road East are further examples of disruption to the stable, mature community.
4. Another negative effect is that on Serena, Megan and Kilkenny, the proposal to mix land uses on these streets creates impacts of potentially incompatible land uses.
5. The preamble to subsection 9.3.6 (Rolling Hills Estate Residential) that characterizes 21 homes, states:

The designation applies to lands containing low density estate residential uses on large lots that are serviced by private individual on-site water and wastewater services. The extension of municipal services is not anticipated to occur within this designation due to constraints of the Natural Heritage System.

The same characterization applies to the 26 homes in the rest of the Rolling Hills Community that is proposed to be designated as "Low Density Residential". The average lot area in the proposed "Rolling Hills Estate Residential" designation is 2.12 hectares (5.2 acres) and the average lot area in the proposed "Low Density Residential" designation is 1.92 hectares (4.8 acres).

This is not a significant difference in lot area that should be used to justify the land use distinction.

6. This proposed Official Plan Amendment is intended to plan for the thirty-year period to 2051, as required by A Place to Grow. In reality, municipal services may not be available in Rolling Hills until at least ten to twenty years. There is no rational planning justification to anticipate changing the character of Rolling Hills now when we know that further development will not be practical in the longer term. Further, as a reasonable planning exercise, the City of Guelph is required to review its Official Plan every five years. The approach that the City should be taking is to wait until there is interest in redevelopment later and then deal with it.
7. In order to assist Council and staff in visualizing the impacts on the 52 properties, I attach an extract from the proposed OPA80 emphasizing the proposed changes.
8. In an Estate Residential community, it is not good planning to immediately encourage the adoption of the Additional Residential Units policies. Potentially tripling the number of the dwelling units in the Rolling Hills Community will definitely diminish the unique character of the community. There are sufficient existing dwelling units in the City where intensification by ARUs is acceptable.



9. The community's expectation is that if private services do fail, then individual landowners will be responsible for the maintenance and replacement as their choice. This has been the experience since Rolling Hills was created in 1986 and was then annexed to the City of Guelph in 1993.

I understand that following the Public Meeting, staff will review the various submissions according to subsection 26(5) of the *Planning Act*, that provides, in part: "council shall have regard to any written submissions about what revisions may be required".

These proposed revisions to proposed OPA80 are respectfully submitted to the Council and staff for serious consideration.

The Families For Rolling Hills Group looks forward to receiving responses to this submission and is willing to partake in discussion prior to the completion of OPA80 and the presentation to Council on July 11, 2022.

Yours truly,



Mark L. Dorfman, F.C.I.P., R.P.P.

Copy to: Families for Rolling Hills Group  
David Sunday, Gowlings WLG





Clair Road East



Victoria Road South

Subject Property(ies)	Mixed Office / Commercial
<b>Land Use Designations</b>	Industrial
Rolling Hills Estate Residential	Corporate Business Park
Low Density Residential	Mixed Business
Medium Density Residential	Institutional / Research Park
High Density Residential	Major Institutional
Commercial Mixed-Use Centre	Special Study Area
Mixed-Use Corridor 1	Major Utility
Mixed-Use Corridor 2	Open Space and Park
Service Commercial	Significant Natural Areas & Natural Areas*
Neighbourhood Commercial Centre	Natural Areas Overlay*



**Mark L. Dorfman, Planner Inc.**

Waterloo, Ontario