

# City Council

## Revised Meeting Agenda

Monday, May 25, 2020, 5:30 p.m.

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

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

City facilities are closed to the public in response to COVID-19. City Council meetings are being held electronically and can be live streamed at [guelph.ca/live](http://guelph.ca/live).

For alternate meeting formats, please contact the City Clerk's Office at [clerks@guelph.ca](mailto:clerks@guelph.ca) or 519-822-1260 extension 5603.

---

### Pages

#### 1. Notice - Electronic Participation

##### 1.1 City Council

This meeting will be held by Electronic Participation in accordance with the City of Guelph Procedural By-law (2020)-20490.

#### 2. Call to Order

##### 2.1 Disclosure of Pecuniary Interest and General Nature Thereof

#### \*3. Authority to move into closed meeting

##### 3.1 Disclosure of Pecuniary Interest and General Nature Thereof

##### 3.2 Confirmation of Closed Minutes

##### 3.3 361 Whitelaw Road, City of Guelph Official Plan and Zoning By-law Amendment Application File No. OZS18-005 Notices of Appeal pursuant to Sections 22(7) and 34(11) of the Planning Act

Section 239 (2)(e) and (f) of the Municipal Act relating to litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board; and advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

**\*3.4 Memorandum of Agreement between the City of Guelph and Canadian Union of Public Employees Local 241, Local 973, Local 1946 - 2020-60**

Section 239 (2)(d) of the Municipal Act relating to labour relations or employee negotiations.

**4. Open Meeting - 6:30 p.m.**

**4.1 Closed Meeting Summary**

**4.2 O Canada**

**4.3 Silent Reflection**

**4.4 First Nations Acknowledgement**

**5. Confirmation of Open Minutes**

7

**Recommendation:**

That the minutes of the open Council meetings held February 10, 24, March 9, 23, April 16 and May 11, 2020 and the open Committee of the Whole meetings held February 3 and March 2, 2020, be confirmed as recorded and without being read.

**6. Council Consent Agenda**

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.

**6.1 2019 Reserve and Reserve Fund Statement - 2020-39**

67

**Recommendation:**

1. That \$1,667,285 be transferred from the Water Operating Contingency Reserve (181) to the Water Capital Reserve Fund (152).
2. That \$2,813,839 be transferred from the Wastewater Operating Contingency Reserve (182) to the Wastewater Capital Reserve Fund (153).
3. That the target for the Workplace Safety Insurance Board Reserve (330) be changed from 50 per cent of the estimate liability to 25 per cent.

**Recommendation:**

1. That in accordance with report 2020-25, titled 2019 Year-end Capital Variance Report dated May 25, 2020, \$677,000 be transferred from capital account ST0018 Equipment Replacement and Upgrades to ST0014 Digester Structural Repair and Gas Proofing to complete upgrades to Digester 3 at the Guelph Wastewater Treatment Plant.

## 6.3 2019 Year-end Operating Variance Report Surplus Allocation - 2020-41

**Recommendation:**

1. That the tax supported operating surplus of \$5,478,013 be allocated to the reserve and reserve funds as follows:
  - a. Tax Rate Operating Contingency Reserve (180) \$3,696,763
  - b. Library Operating Contingency Reserve (102) \$18,703
  - c. Police Operating Contingency Reserve (115) \$12,547
  - d. Environment and Utility Reserve (198) \$650,000
  - e. 100 Per cent Renewable Energy (100RE) Reserve Fund (355) \$500,000
  - f. Infrastructure Renewal Reserve Fund (150) \$600,000.
2. That the Water Services operating surplus of \$183,746 be allocated to the Water Capital Reserve Fund (152).
3. That the Wastewater Services operating surplus of \$1,287,410 be allocated to the Wastewater Capital Reserve Fund (153).
4. That the Stormwater Services operating surplus of \$340,673 be allocated to the Stormwater Capital Reserve Fund (165).
5. That the Ontario Building Code (OBC) operating surplus of \$2,081,005 be allocated to the Building Services OBC Stabilization Reserve Fund (188).
6. That the Court Services operating surplus of \$157,608 be allocated to the Court Contingency Reserve (211).

<b>6.4</b>	<b>Council support for Lake Erie Source Protection Authority Winter Maintenance Chemicals Report - 2020-27</b>	<b>111</b>
------------	--	------------

**Recommendation:**

1. That City Council provide the Lake Erie Source Protection Authority with a letter of support including resolution in support of all of the recommended actions included in SPC-19-12-02 to address the Over-Application of Winter Maintenance Chemicals

<b>6.5</b>	<b>Transition of Blue Box to Producer Responsibility Framework - 2020-29</b>	<b>133</b>
------------	--	------------

**Recommendation:**

1. That the City of Guelph state that the preferred transition date for Guelph's Blue Box program as required under the Waste Free Ontario Act is January 1, 2023.
2. That the City's resolution be forwarded to the Association of Municipalities of Ontario and the Ontario Ministry of the Environment, Conservation and Parks.

**\*7. Items for Discussion**

The following items have been extracted from the Committee of the Whole Consent Report and the Council 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.



(Further information provided in Council Memos - Clair-Malty Secondary Plan - Open Space System Strategy: Revised Community Park Location - 2020-46 and Clair-Maltby Secondary Plan: Open Space System Strategy - Re: Letter from Miller Thomson LLP on behalf of Thomasfield Homes)

**Presentation:**

Todd Salter

**Delegations:**

- \*Trenton Johnson, Miller Thomson LLP
- \*Anand Desai, Foundation for the Support of International Medical Training Inc.
- \*Susan Watson
- \*Michael Dube
- \*Carol Koenig, Coalition to Protect Our Moraine
- \*Lin Grist
- \*Ron East, Council of Canadians, Guelph Chapter
- \*Mike Marcolongo, Foundation for the Support of International Medical Training Inc.
- \*Stan Kozak
- \*Robin-Lee Norris, on behalf of 1077955 Ontario Inc.
- \*Hugh Whiteley

**Correspondence:**

- \*Trenton Johnson, Miller Thomson LLP
- \*Yvette Tendick
- \*Tony Bagnara, 1077955 Ontario Inc.
- \*Heather Tremain, Options for Homes
- \*Kevin Thompson, SV Law
- \*Marcia Santen
- \*Susan Watson
- \*Hugh Handy, GSP Group Inc.
- \*Rod Mac Donald

**Recommendation:**

1. That the Clair-Maltby Secondary plan Policy Directions: Open Space System Strategy dated March 2, 2020 and included as Attachment 2 to report IDE-2020-17, be approved to provide direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Service Plan and that Community Park Option #1 be selected as the location for the 10-hectare open space component of the Clair-Maltby Secondary Plan.
2. That the final parkland recommendations may be impacted and revised based on the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety.

**\*8. By-laws**

Resolution to adopt the By-laws (Councillor Downer).

**Recommendation:**

That By-laws Numbered (2020)-20497 to (2020)-20498, inclusive, are hereby passed.

**\*8.1 By-law Number (2020)-20497**

222

A by-law to approve the expropriation of land, being Part of Lots 72, 73 and 74, Plan 8, City of Guelph (Baker Street, Guelph).

**\*8.2 By-law Number (2020)-20498**

224

A by-law to confirm the proceedings of a meeting of Guelph City Council held May 25, 2020.

**9. Mayor's Announcements**

Please provide any announcements, to the Mayor in writing, by 12 noon on the day of the Council meeting.

**10. Adjournment**



## **Minutes of Committee of the Whole Meeting**

**February 3, 2020, 1:30 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

Council:	Mayor C. Guthrie Councillor B. Bell Councillor C. Billings Councillor C. Downer Councillor D. Gibson Councillor R. Goller Councillor J. Gordon Councillor J. Hofland Councillor M. Salisbury Councillor L. Piper Councillor M. MacKinnon Councillor D. O'Rourke
Absent:	Councillor P. Allt
Staff:	S. Stewart, Chief Administrative Officer C. Clack, Deputy Chief Administrative Officer, Public Services K. Dedman, Deputy Chief Administrative Officer, Infrastructure, Development and Enterprise Services T. Lee, Deputy Chief Administrative Officer, Corporate Services T. Baker, General Manager, Finance/City Treasurer G. Clark, Manager, Financial Strategy and Long Term Planning C. Gregson, Senior Corporate Analyst, Financial Strategy K. Merkley, Policy Analyst L. Jefferson, Manager, Open Space Planning S. Ilic, Park Planning Technologist S. O'Brien, General Manager, City Clerk's Office/City Clerk L. Cline, Council and Committee Coordinator

**1. Call to Order - Mayor Guthrie**

The Mayor called the meeting to order (1:48 p.m.).

**1.1 Disclosure of Pecuniary Interest**

There were no disclosures.

**2. Authority to move into closed meeting**

Moved By Councillor Hofland

Seconded By Councillor Bell

That the Council of the City of Guelph now hold a meeting that is closed to the public, pursuant to the Municipal Act, to consider:

**Guelph Innovation District Lands Update**

Section (239 (2)(h) of the Municipal Act related to information explicitly supplied in confidence to the municipality or local board by Canada, a province or territory or a Crown agency of any of them.

Voting in Favour: (10): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (10 to 0)

**3. Open Meeting**

The Mayor called the meeting to order (2:00 p.m.).

**4. Closed Meeting Summary**

The following matter was considered:

**Guelph Innovation District Lands Update**

Information was received and staff was given direction on this matter.

**6. Consent Agenda - Corporate Services**

Councillor MacKinnon assumed the Chair.

The following items were extracted:

**CS-2020-02 Debt Management Policy Update**

**CS-2020-23 Development Charge Interest Policy**

## **7. Items for Discussion - Corporate Services**

### **7.1 CS-2020-02 Debt Management Policy Update**

Moved By Councillor Billings

Seconded By Councillor Hofland

That the Debt Management Policy as recommended through report titled 2020 Debt Management Policy Update dated February 3, 2020 and numbered CS-2020-02 be approved, as amended.

Voting in Favour: (12): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

### **7.2 CS-2019-103 Development Fee Exemptions or Waivers**

The following delegates spoke regarding this matter:

John Leacock, Guelph Black Heritage Society

Helen Fishburn, CMHA Waterloo Wellington

Adrienne McBride, Guelph Humane Society

Moved By Mayor Guthrie

Seconded By Councillor Downer

1. That staff be directed to explore the creation of a program and/or framework to support the exemption of development charges for non-profit organizations.
2. That this report identify a budget source, parameters and a process to facilitate such requests from the non-profit community.
3. That this report return to council after all information regarding Bill 108 is resolved and for further consideration by Council during the 2021 budget deliberations.

#### **First Amendment**

Moved By Councillor Piper

Seconded By Mayor Guthrie

4. That this future policy be aligned with the City Strategic Plan principles and priorities.

Voting in Favour: (12): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

### **Second Amendment**

Moved By Councillor Piper

Seconded By Councillor Hofland

That clause 3, as stated below, be removed:

3. That this report return to council after all information regarding Bill 108 is resolved and for further consideration by Council during the 2021 budget deliberations.

Voting in Favour: (1): Councillor Gordon

Voting Against: (10): Mayor Guthrie, Councillor Bell, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Hofland, Councillor Salisbury, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Defeated (1 to 10)

### **Main Motion as Amended**

Moved By Mayor Guthrie

Seconded By Councillor Downer

1. That staff be directed to explore the creation of a program and/or framework to support the exemption of development charges for non-profit organizations.
2. That this report identify a budget source, parameters and a process to facilitate such requests from the non-profit community.
3. That this report return to council after all information regarding Bill 108 is resolved and for further consideration by Council during the 2021 budget deliberations.
4. That this future policy be aligned with the City Strategic Plan principles and priorities.

Voting in Favour: (10): Mayor Guthrie, Councillor Bell, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor Piper, and Councillor O'Rourke

Voting Against: (2): Councillor Billings, and Councillor MacKinnon

Carried (10 to 2)

Council recessed at 3:35 p.m. and reconvened at 3:45 p.m.

### **7.3 CS-2020-23 Development Charge Interest Policy**

Moved By Councillor Hofland

Seconded By Councillor O'Rourke

That the Development Charge Interest Policy as recommended through report titled Development Charge Interest Policy dated February 3, 2020 and numbered CS-2020-23 be approved.

Voting in Favour: (12): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

### **7.4 CS-2020-04 2019 Financial Condition Assessment and Proposed Long-term Financial Framework**

Tara Baker, General Manager, Finance/City Treasurer, provided introductory remarks to the Financial Condition Assessment and Proposed Long-term Financial Framework.

Greg Clark, Manager, Financial Strategy and Long Term Planning, provided an overview of BMA Consulting's Financial Condition Assessment and outlined the Long-term Financial Framework and Debt Management Policies.

Moved By Councillor Downer

Seconded By Councillor O'Rourke

1. That the 2019 Financial Condition Assessment attached to report CS-2020-04 and dated February 3, 2020 be received.
2. That the Long-term Financial Framework included as Attachment-2 to report CS-2020-04, be approved.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Carried (11 to 0)

## **10. Items for Discussion - Public Services**

Councillor Hofland assumed the Chair.

### **10.1 PS-2020-01 238 Willow Road Application**

The following delegate spoke regarding this matter:  
Janet Redman, Guelph Independent Living

Moved By Mayor Guthrie  
Seconded By Councillor Bell

That the matter be deferred to the April 6, 2020 Committee of the Whole meeting or sooner.

Voting in Favour: (10): Mayor Guthrie, Councillor Bell, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Salisbury, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (1): Councillor Hofland

Carried (10 to 1)

### **10.2 PS-2020-02 Leash Free Implementation Plan**

The following delegates spoke regarding this matter:

Jan Brown  
John Farley  
Lise Rodgers  
Chris Arthey  
Julie Arthey  
Anne Valliant

Moved By Councillor Gordon  
Seconded By Councillor Piper

That the Leash Free implementation plan as approved by Council on June 24, 2019 be amended to remove the proposed fenced leash free facility at Lee Street Park.

**Point of Order**



Councillor Downer raised a point of order as to whether a motion to reconsider is required to amend the Leash Free implementation plan.

Chair Hofland ruled that a motion to reconsider is not required.

Councillor Salisbury requested that a vote be called on the Chair's ruling regarding the requirement for a reconsideration.

**Vote on Chair's Ruling**

Moved By Councillor Salisbury

Seconded By Mayor Guthrie

That a motion to reconsider be required on the matter of removing additional fenced leash free facilities.

Voting in Favour: (5): Mayor Guthrie, Councillor Downer, Councillor Gibson, Councillor Salisbury, and Councillor O'Rourke

Voting Against: (7): Councillor Bell, Councillor Billings, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Piper, and Councillor MacKinnon

Defeated (5 to 7)

**First Amendment**

Moved By Councillor Piper

Seconded By Councillor Gordon

That the Leash Free implementation plan as approved by Council on June 24, 2019 be amended to remove the proposed fenced leash free facility at Lee Street Park **and Bristol Street Park.**

Voting in Favour: (8): Councillor Bell, Councillor Billings, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (4): Mayor Guthrie, Councillor Downer, Councillor Gibson, and Councillor Salisbury

Carried (8 to 4)

**Second Amendment**

Moved By Councillor Bell

Seconded By Councillor Gibson

2. That the leash free dog area at Peter Misersky Park be closed and the infrastructure removed.

3. That staff be directed to locate a fenced leash free area at Eastview Park.

**Amendment to the Second Amendment**

Moved By Mayor Guthrie

Seconded By Councillor Gordon

That clauses 2 and 3 be reversed and amended as follows:

2. That staff be directed to **explore the feasibility of a fenced dog park located in a non-residential area, with the report coming to Council for consideration in the 2021 budget.**

3. That the leash free dog park at Peter Misersky Park be closed and the infrastructure removed.

It was requested that clauses two and three be voted on separately.

Moved By Mayor Guthrie

Seconded By Councillor Gordon

2. That staff be directed to explore the feasibility of a fenced dog park located in a non-residential area, with the report coming to Council for consideration in the 2021 budget.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (1): Councillor Salisbury

Carried (11 to 1)

Moved By Mayor Guthrie

Seconded By Councillor Gordon

3. That the leash free dog area at Peter Misersky Park be closed and the infrastructure removed.

Voting in Favour: (10): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (2): Councillor Downer, and Councillor Salisbury

Carried (10 to 2)

**Second Amendment as Amended**

Moved By Councillor Bell

Seconded By Councillor Gibson

2. That staff be directed to explore the feasibility of a fenced dog park located in a non-residential area, with the report coming to Council for consideration in the 2021 budget.

3. That the leash free dog area at Peter Misersky Park be closed and the infrastructure removed.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (1): Councillor Salisbury

Carried (11 to 1)

**Main Motion as Amended**

Moved By Councillor Gordon

Seconded By Councillor Piper

1. That the Leash Free implementation plan as approved by Council on June 24, 2019 be amended to remove the proposed fenced leash free facility at Lee Street Park and Bristol Street Park.

2. That staff be directed to explore the feasibility of a fenced dog park located in a non-residential area, with the report coming to Council for consideration in the 2021 budget.

3. That the leash free dog area at Peter Misersky Park be closed and the infrastructure removed.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Piper, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (1): Councillor Salisbury

Carried (11 to 1)

**11. Service Area Chair and Staff Announcements**

Councillor Goller announced a Ward 2 Town Hall meeting on Saturday, February 8, 2020 at 1:30 p.m. at the Evergreen Seniors Centre.

**12. Adjournment**

Moved By Councillor Billings  
Seconded By Councillor Goller

That the meeting be adjourned (7:21 p.m.)

Carried

---

Mayor Guthrie

---

Stephen O'Brien - City Clerk



## **Minutes of Committee of the Whole Meeting**

**March 2, 2020, 1:30 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

Council:	Mayor C. Guthrie Councillor B. Bell Councillor C. Billings Councillor C. Downer Councillor D. Gibson Councillor R. Goller Councillor J. Gordon Councillor J. Hofland Councillor M. Salisbury Councillor M. MacKinnon Councillor D. O'Rourke
Absent:	Councillor P. Allt Councillor L. Caron Piper
Staff:	S. Stewart, Chief Administrative Officer C. Clack, Deputy Chief Administrative Officer, Public Services T. Lee, Deputy Chief Administrative Officer, Corporate Services T. Baker, General Manager, Finance/City Treasurer T. Gayman, General Manager, Engineering and Transportation Services/City Engineer J. Rose, General Manager, Environmental Services T. Salter, General Manager, Planning and Building Services C. Kennedy, Manager, Smart Cities W. Galliher, Division Manager, Water Services M. Aldunate, Manager, Policy Planning and Urban Design S. Laughlin, Senior Policy Planner A. Cooper, Project Coordinator, Smart Cities S. O'Brien, General Manager, City Clerk's Office/City Clerk L. Cline, Council and Committee Coordinator

Also Present: Patricia McCarney, President and CEO, World Council on City Data

---

**1. Call to Order - Mayor**

The Mayor called the meeting to order (1:33 p.m.).

**1.1 Disclosure of Pecuniary Interest and General Nature Thereof**

There were no disclosures.

**2. Authority to move into closed meeting**

Moved By Councillor Billings

Seconded By Councillor Downer

That the Council of the City of Guelph now hold a meeting that is closed to the public, pursuant to Section 239 (2)(e) and (f) of the Municipal Act relating to litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board; and advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

Voting in Favour: (8): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Carried (8 to 0)

The following matters were considered:

**2.1 Disclosure of Pecuniary Interest and General Nature Thereof**

**2.2 IDE-2020-23 Dolime Mediation Update**

**3. Open Meeting - 2:00 p.m.**

The Mayor called the meeting to order (2:09 p.m.).

**3.1 Closed Meeting Summary**

Mayor Guthrie spoke regarding the matters addressed in closed and identified the following:

**IDE-2020-23 Dolime Mediation Update**

Information was received and the Mayor, Chief Administrative Officer and City Solicitor were given direction on this matter.

#### **4. Staff Recognitions**

Councillor O'Rourke introduced and presented the following staff recognitions:

The City of Guelph received two awards from the Ontario Public Works Association (OPWA). The City's Corporate Asset and Project Management team won the OPWA's Technical/Management Innovation Award for developing an automated approach to integrated planning of City assets within the right-of-way. The City's Parking and Facilities Management teams received the OPWA's 2019 Project of the Year Award in the Structures \$10-50 Million Category for the Market Parkade.

Heather Connell, Manager, Business and Technical Services, Project Managers Shelley Lorenz, Amanda Pepping and David Gordon, and Project Specialist Abby Spielmacher were recognized for completing the Project Management Professional Certification.

David Phan, Engineering Technologist, was recognized for receiving the Certified Engineering Technologist designation.

#### **5. Presentation**

##### **5.1 World Council on City Data Award and Presentation**

Jodie Sales, General Manager, Strategy, Innovation and Intergovernmental Services, introduced the World Council on City Data program and outlined the use and importance of data in a municipal context.

Patricia McCarney, President and CEO, World Council on City Data, outlined the certification process under the new ISO 37120 standard and presented the City of Guelph with an award for achieving platinum certification under this standard.

#### **7. Items for Discussion - Governance**

##### **7.1 CAO-2020-02 Smart Cities Challenge Update and Confirmation of Advisory Board of Management Governance Structure**

Scott Stewart, Chief Administrative Officer, provided opening remarks on the Smart Cities Challenge Update.

Barbara Swartzentruber, Executive Director, Smart Cities, outlined links between the Strategic Plan and the Smart Cities Challenge and

provided details on accomplishments that the Smart Cities Office has achieved to date.

Cathy Kennedy, Manager, Smart Cities, and Ashlee Cooper, Project Coordinator, Smart Cities, outlined various initiatives that the Smart Cities Office will be working on over the next five years.

Moved By Councillor MacKinnon

Seconded By Councillor Hofland

1. That Council confirm its approval and support of the achievements to date under the Smart Cities Project, including all management, administrative, financial, and contractual aspects.
2. That Council appoint the Mayor to the Advisory Board of Management of the Our Food Future initiative and that this appointment be reviewed twice per term as part of Council's nomination committee process.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (11 to 0)

## **10. Items for Discussion - Infrastructure, Development and Enterprise Services**

Councillor Gibson assumed the chair.

### **10.1 IDE-2020-17 Clair-Maltby Secondary Plan - Open Space System Strategy**

Stacey Laughlin, Senior Policy Planner, provided details regarding the Open Space System Strategy for the Clair-Maltby Secondary Plan.

The following delegates spoke regarding this item:

Susan Watson

Daniel Gur, Options for Homes

Dana Anderson, Options for Homes

Morgan Dandie-Hannah

Susan Ratcliffe

Mike Marcolongo

Stan Kozak

Michael Dube, Protect our Moraine

Hugh Whiteley



Robin-Lee Norris, agent for 1077955 Ontario Inc.  
Aisha Jahangir

The following delegate was not present:  
Heather Tremain, Options for Homes

Moved By Councillor Salisbury  
Seconded By Councillor Gordon

That the Clair-Maltby Secondary Plan Policy Directions: Open Space System Strategy dated March 2, 2020 and included as Attachment 2 to report IDE-2020-17, be approved to provide direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Service Plan.

**Amendment:**

Moved By Councillor Salisbury  
Seconded By Councillor Gordon

That the Clair-Maltby Secondary Plan Policy Directions: Open Space System Strategy dated March 2, 2020 and included as Attachment 2 to report IDE-2020-17, be approved to provide direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Service Plan **and that Community Park Option #1 be selected as the location for the 10-hectare open space component of the Clair-Maltby Secondary Plan.**

Voting in Favour: (7): Councillor Bell, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, and Councillor O'Rourke

Voting Against: (4): Mayor Guthrie, Councillor Billings, Councillor Gibson, and Councillor MacKinnon

Carried (7 to 4)

**Amendment:**

Moved By Councillor Billings  
Seconded By Councillor Salisbury

2. That the final parkland recommendations may be impacted and revised based on the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety.

Voting in Favour: (10): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (1): Councillor Goller

Carried (10 to 1)

**Motion as Amended:**

Moved By Councillor Salisbury

Seconded By Councillor Gordon

1. That the Clair-Maltby Secondary Plan Policy Directions: Open Space System Strategy dated March 2, 2020 and included as Attachment 2 to report IDE-2020-17, be approved to provide direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Service Plan and that Community Park Option #1 be selected as the location for the 10-hectare open space component of the Clair-Maltby Secondary Plan.
2. That the final parkland recommendations may be impacted and revised based on the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety.

Voting in Favour: (8): Councillor Bell, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (3): Mayor Guthrie, Councillor Billings, and Councillor Gibson

Carried (8 to 3)

**10.2 IDE-2020-22 Dolime Community Engagement Results for Proposed Settlement Pathway**

Jennifer Rose, General Manager, Environmental Services, provided a summary of the Our Community, Our Water public education and engagement program.

The following delegate spoke regarding this item:  
Hugh Whiteley

The following delegate was not present:  
Susan Watson

Moved By Mayor Guthrie  
Seconded By Councillor Bell

That the settlement pathway outlined in the report titled "Dolime Community Engagement Results for Proposed Settlement Pathway," dated March 2, 2020, be approved and staff be directed to take the first steps in implementing the settlement pathway.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (11 to 0)

### **10.3 IDE-2020-24 2019 Water Services' Annual and Summary Report**

Wayne Galliher, Division Manager, Water Services, presented the 2019 Water Services' Annual and Summary Report.

Moved By Councillor Goller  
Seconded By Mayor Guthrie

1. That Guelph City Council approves the 2019 Water Services' Annual and Summary Report.
2. That Guelph City Council endorse the updated Organizational Structure of the Operational Plan as defined in section o) of the 2019 Water Services' Annual and Summary Report and shown in Attachments 2 and 3.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (11 to 0)

## **11. Service Area Chair and Staff Announcements**

Councillor Goller announced a Ward 2 Town Hall meeting on Saturday, March 14, 2020 at 1:30 p.m. at the Evergreen Seniors Centre.

## **12. Adjournment**

Moved By Councillor Salisbury  
Seconded By Councillor O'Rourke

That the meeting be adjourned (7:18 p.m.).

Carried

---

Mayor Guthrie

---

Stephen O'Brien - City Clerk



## **Minutes of Guelph City Council**

**February 10, 2020, 6:30 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

Council:	Mayor C. Guthrie Councillor P. Allt Councillor B. Bell Councillor C. Billings Councillor C. Downer Councillor R. Goller Councillor J. Gordon Councillor J. Hofland Councillor M. MacKinnon Councillor D. O'Rourke Councillor L. Piper Councillor M. Salisbury
Absent:	Councillor D. Gibson
Staff:	S. Stewart, Chief Administrative Officer K. Dedman, Deputy Chief Administrative Officer, Infrastructure, Development and Enterprise Services T. Lee, Deputy Chief Administrative Officer, Corporate Services C. Cooper, General Manager, Legal Realty and Court Services/City Solicitor T. Salter, General Manager, Planning and Building Services T. Gayman, General Manager, Engineering and Transportation Services/City Engineer C. DeVriendt, Manager, Development Planning K. Nasswetter, Senior Development Planner L. Sulatycki, Senior Development Planner L. Lefler, Environmental Planner D. McMahon, Manager, Legislative Services/Deputy City Clerk D. Tremblay, Council and Committee Coordinator

---

**1. Call to Order**

Mayor Guthrie called the meeting to order. (6:30 p.m.)

**2. Open Meeting**

Mayor Guthrie called the meeting to order.

**1. Disclosure of Pecuniary Interest and General Nature Thereof**

There were no disclosures.

**3. Public Meeting to Hear Applications Under Sections 17, 34 and 51 of The Planning Act**

**1. IDE-2020-10 - Statutory Public Meeting Report - 70 Fountain Street Proposed Official Plan and Zoning By-Law Amendment OZS19-015 - Ward 1**

Katie Nasswetter, Senior Development Planner, advised that the applicant submitted applications for Official Plan and Zoning By-law amendments to permit the development of a twenty-five storey mixed use building containing retail and office space together with 180 apartment units. She also outlined the Official Plan and Zoning By-Law amendments that are being requested through the application.

Hugh Handy, representing GSP Group and speaking on behalf of the owner, provided an overview of the application, including a summary of the mixed use development, transportation, parking, conserved heritage attributes, proposed design and energy initiatives. He summarized current and proposed Official Plan and Zoning By-law designations and provided comments on the Downtown Secondary Plan.

Greg Jones, a representative of SkyDevco Inc., provided a summary of the applicant's background. He provided details regarding affordable rental units, transportation, employment and preservation of adjacent heritage properties.

Tanya Gevaert, an area resident, expressed concerns regarding parkland, height and requested Zoning By-Law amendments. She expressed support of increased affordable housing in the downtown.

Marty Williams, spoke on behalf of the Downtown Guelph Business Association (DGBA). He summarized the DGBA's support of the proposed application relating to additional rental housing, parking, public transportation, the proposed mixed use of commercial and residential and supported an increase in employment.

Jane Londerville, a resident, expressed support of increasing rental supply in the downtown core and concerns regarding the size the proposal.

Norman Harrison, a resident and a retired planner for the City of Guelph, provided a summary the 1975 City of Guelph Height Restriction By-Law. He expressed concerns regarding the size and height of the proposal.

Stuart Wren and Marie Case, expressed concerns regarding height and grandness and supported maintaining height restrictions set out in the Downtown Secondary Plan. Marie expressed support for a smaller proposal in keeping with the requirements of the Downtown Secondary Plan.

Scott Frederick, an area resident, expressed concerns regarding size, height and increased traffic.

Bob Drizs expressed concerns regarding the use of terminology affordability and heritage development and was concerned that downtown development be based on height restrictions.

Kate Nixon expressed concerns regarding environmental impacts, congestion and pollution.

Morgan Dand-Hannah expressed concerns regarding heritage, water supply, Zoning By-Law amendments, changes to the look and feel of the downtown area and construction impacts on the neighbourhood.

Paul Barson, an area resident, expressed concerns regarding maintaining compliance with the Downtown Secondary Plan. He questioned the necessity of the proposal, affordable housing for families, increased traffic and impacts on downtown roads.

George Ivanoff expressed concerns relating to the height of the proposal.

Moved By Councillor Bell

Seconded By Councillor Hofland

That Report IDE-2020-010 regarding proposed Official Plan and Zoning By-law Amendment applications (File: OZS19-015) by Skydevco Inc., on behalf of the owner, Skyline Commercial Real Estate Holdings Inc., to permit the development of a 25 storey mixed use building containing commercial, office and apartment units on the property municipally known as 70 Fountain Street and legally described as Lots 19 & 20 Registered Plan 8, City of Guelph from Infrastructure, Development and Enterprise dated February 10, 2020, be received.

Voting in Favour: (11): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor O'Rourke, Councillor Piper, and Councillor Salisbury

Carried (11 to 0)

#### **4. Items for Discussion**

Council recessed at 9:35 and reconvened at 9:45 p.m.

##### **1. IDE-2020-12 Decision Report - 300 Water Street - Proposed Official Plan Amendment and Zoning By-law Amendment OP1707 and ZC1712 - Ward 5**

The following delegations spoke on this item:

Hugh Handy, GSP Group

Merle Griffin

Curtis Maranda

Moved By Councillor Hofland

Seconded By Councillor O'Rourke

1. That the application by GSP Group on behalf of T.J.L. Transport Limited, for an Official Plan Amendment to change the land use designation from "Open Space and Park" with a "Natural Areas Overlay" to the "Low Density Residential" land use designation to permit the development of low density residential uses on the property municipally known as 300 Water Street, and legally described as Part of Lot 1, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, be approved in accordance with Attachment 3 of the Infrastructure, Development and Enterprise Report 2020-12, dated February 10, 2020.



2. That the application by GSP Group on behalf of T.J.L. Transport Limited, for a Zoning By-law Amendment to change the zoning from the current "Urban Reserve" (UR) Zone to a "Specialized Residential Single Detached" (R.1C-32) Zone, and to two "Specialized Residential On-Street Townhouse" (R.3B-24) and (R.3B-25) Zones to permit the development of one (1) single detached dwelling and six (6) on-street townhouse units on the property municipally known as 300 Water Street, and legally described as Part of Lot 1, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, be approved in accordance with Attachment 4 of the Infrastructure, Development and Enterprise Report 2020-12, dated February 10, 2020.
3. That in accordance with Section 34(17) of the Planning Act, City Council has determined that no further public notice is required related to the minor modifications to the proposed Zoning By-law Amendment affecting 300 Water Street.

#### **Amendment**

Moved By Councillor Downer

Seconded By Councillor Piper

4. That the following clause be added to condition number 34 as contained in Section 4B - Proposed Conditions of Site Plan Approval and/or Consent, as follows:

and that this plan consider opportunities for planting large caliper material on the subject property.

Voting in Favour: (11): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor O'Rourke, Councillor Piper, and Councillor Salisbury

Carried (11 to 0)

#### **Second Amendment**

Moved By Councillor Downer

Seconded By Councillor Piper

That the following clause be added:

5. That the tree compensation funds be directed toward additional plantings on the Hydro Corridor and in the community around 300 Water where appropriate.

Voting in Favour: (11): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor O'Rourke, Councillor Piper, and Councillor Salisbury

Carried (11 to 0)

### **Main Motion as Amended**

Moved By Councillor Hofland

Seconded By Councillor O'Rourke

1. That the application by GSP Group on behalf of T.J.L. Transport Limited, for an Official Plan Amendment to change the land use designation from "Open Space and Park" with a "Natural Areas Overlay" to the "Low Density Residential" land use designation to permit the development of low density residential uses on the property municipally known as 300 Water Street, and legally described as Part of Lot 1, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, be approved in accordance with Attachment 3 of the Infrastructure, Development and Enterprise Report 2020-12, dated February 10, 2020.
2. That the application by GSP Group on behalf of T.J.L. Transport Limited, for a Zoning By-law Amendment to change the zoning from the current "Urban Reserve" (UR) Zone to a "Specialized Residential Single Detached" (R.1C-32) Zone, and to two "Specialized Residential On-Street Townhouse" (R.3B-24) and (R.3B-25) Zones to permit the development of one (1) single detached dwelling and six (6) on-street townhouse units on the property municipally known as 300 Water Street, and legally described as Part of Lot 1, Concession 4, Division 'G', Geographic Township of Guelph, City of Guelph, be approved in accordance with Attachment 4, as amended of the Infrastructure, Development and Enterprise Report 2020-12, dated February 10, 2020.
3. That in accordance with Section 34(17) of the Planning Act, City Council has determined that no further public notice is required related to the minor modifications to the proposed Zoning By-law Amendment affecting 300 Water Street.
4. That the following clause be added to condition number 34 as contained in 4B - Proposed Conditions of Site Plan Approval and/or Consent, as follows:

and that this plan consider opportunities for planting large caliper material on the subject property.

5. That the tree compensation funds be directed toward additional plantings on the Hydro Corridor and in the community around 300 Water where appropriate.

Voting in Favour: (8): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Goller, Councillor Hofland, Councillor O'Rourke, and Councillor Salisbury

Voting Against: (3): Councillor Allt, Councillor Gordon, and Councillor Piper

Carried (8 to 3)

## **5. Suspend the Procedural By-law**

Moved By Councillor Gordon

Seconded By Councillor O'Rourke

That Section 4.13(a) of the Procedural By-law be waived to allow the meeting to continue past 11:00 p.m.

Voting in Favour: (10): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gordon, Councillor Hofland, Councillor O'Rourke, Councillor Piper, and Councillor Salisbury

Voting Against: (1): Councillor Goller

Carried (10 to 1)

## **4. Items for Discussion**

### **2. IDE-2020-13 Decision Report -361 Whitelaw Road Proposed Official Plan and Zoning By-Law Amendments File: OZS18-005 - Ward 4**

Katie Nasswetter, Senior Development Planner, introduced the report.

The following delegations spoke regarding this item:

David Moore, WZMH Architects

Patricia Starodub

Wendy Vollans

Gerry Johnston

Kathy Johnston

Hugh Whiteley

Moved By Councillor Hofland

Seconded By Councillor Bell

1. That the application by GSP Group on behalf of Armel Corporation for approval of an Official Plan Amendment from the "Low Density Greenfield Residential" designation to the "High Density", "Medium Density", and "Open Space and Parks" designations to permit the development of a 678 unit mixed density residential development and a neighbourhood park on the lands municipally known as 361 Whitelaw Road and legally described as Part of the NE Half of Lot 5, Concession 1, Division 'B' (Geographic Township of Guelph), City of Guelph, be approved in accordance with Attachment 2 of the Infrastructure, Development and Enterprise Report 2020-13, dated February 10, 2020.
2. That the application from GSP Group on behalf of Armel Corporation, for a Zoning By-law Amendment from the current "Urban Reserve" (UR) Zone and the "Agriculture" (A) Zone to a "Specialized High Density Apartment" (R.4B-22(H)) Zone, "Specialized General Apartment" (R.4A-55(H)) Zone, "Specialized Cluster Townhouse" (R.3A-66(H)) Zone, "Conservation Land" (P.1) Zone and "Neighbourhood Park" (P.2) Zone to permit the development of a 678 unit mixed density residential development and a neighbourhood park on the lands municipally known as 361 Whitelaw Road and legally described as Part of the NE Half of Lot 5, Concession 1, Division 'B' (Geographic Township of Guelph), City of Guelph, be approved in accordance with Attachment 3 of the Infrastructure, Development and Enterprise Report 2020-13, dated February 10, 2020.
3. That in accordance with Section 34(17) of the Planning Act, City Council has determined that no further public notice is required related to the minor modifications to the proposed Zoning By-law Amendment affecting 361 Whitelaw Road.

Voting in Favour: (3): Mayor Guthrie, Councillor Bell, and Councillor Downer

Voting Against: (8): Councillor Alt, Councillor Billings, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Piper

Defeated (3 to 8)

## **Refusal Motion**

Moved By Councillor Allt

Seconded By Councillor Goller

The City of Guelph Council refuses this application due to concerns regarding increased density, traffic, hydrology and reduced parking that have compounded numerous different issues which present a reasonable doubt that this is an appropriate land use.

Voting in Favour: (9): Councillor Allt, Councillor Bell, Councillor Billings, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor O'Rourke, Councillor Piper, and Councillor Salisbury

Voting Against: (2): Mayor Guthrie, and Councillor Downer

Carried (9 to 2)

## **6. By-laws**

Moved By Councillor O'Rourke

Seconded By Councillor Downer

That By-Law Numbers (2020)-20477, (2020)- 20478 and (2020)-20481 are hereby passed.

Voting in Favour: (11): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor O'Rourke, Councillor Piper, and Councillor Salisbury

Carried (11 to 0)

## **7. Mayor's Announcements**

Mayor Gurthrie announced that Planning Services is inviting members of the public to join Todd Slater, Manager, of Planning and Building Services, Jennifer Kesmaat, Head of the Keesmaat Group and Pamala Robinson, Director of the School of Urban and Regional Planning at Ryerson University, to a free panel discussions on developing Guelph's growth management strategy and provide input on the vision and principles for how we plan Guelph's growth to 2041, at the Delta Hotel on Thursday, February 27 at the Delta Hotel.

## **8. Adjournment**

Moved By Councillor Bell

Seconded By Councillor Downer

That the meeting be adjourned. (11:45 p.m.)

---

Mayor Guthrie

---

Dylan McMahon - Deputy City Clerk



## **Minutes of Guelph City Council**

**February 24, 2020, 6:30 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

**Council:**

Mayor C. Guthrie  
Councillor P. Allt  
Councillor B. Bell  
Councillor C. Billings  
Councillor L. Caron Piper  
Councillor C. Downer  
Councillor D. Gibson  
Councillor R. Goller  
Councillor J. Gordon  
Councillor J. Hofland  
Councillor M. MacKinnon  
Councillor D. O'Rourke  
Councillor M. Salisbury

**Staff:**

S. Stewart, Chief Administrative Officer  
C. Clack, Deputy Chief Administrative Officer, Public Services  
T. Lee, Deputy Chief Administrative Officer, Corporate Services  
A. Vilko, Acting Deputy Chief Administrative Officer, Infrastructure, Development and Enterprise Services  
H. Flaherty, General Manager, Parks and Recreation  
C. Cooper, General Manager, Legal Realty and Court Services/City Solicitor  
T. Baker, General Manager, Finance/City Treasurer  
S. O'Brien, General Manager, City Clerk's Office/City Clerk  
D. Tremblay, Council and Committee Coordinator

---

### **1. Call to Order**

Mayor Guthrie called the meeting to order

## **2. Open Meeting**

Mayor Guthrie called the meeting to order (6:34 p.m).

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

There were no disclosures.

## **3. Confirmation of Open Minutes**

Moved By Councillor Allt

Seconded By Councillor Hofland

That the minutes of the open Council Meetings held January 27, 2020 and Committee of the Whole meeting dated January 13, 2020 confirmed as recorded and without being read.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (13 to 0)

## **4. Committee of the Whole Consent Report**

Moved By Councillor Hofland

Seconded By Councillor Goller

That the February 24, 2020 City Council Consent Agenda as identified below, be adopted:

### **CS-2020-02 Debt Management Policy Update**

That the Debt Management Policy as recommended through report titled 2020 Debt Management Policy Update dated February 3, 2020 and numbered CS-2020-02 be approved, as amended.

### **CS-2020-23 Development Charge Interest Policy**

That the Development Charge Interest Policy as recommended through report titled Development Charge Interest Policy dated February 3, 2020 and numbered CS-2020-23 be approved.



**CS-2020-04 2019 Financial Condition Assessment and Proposed Long-term Financial Framework**

1. That the 2019 Financial Condition Assessment attached to report CS-2020-04 and dated February 3, 2020 be received.
2. That the Long-term Financial Framework included as Attachment-2 to report CS-2020-04, be approved.

**PS-2020-01 238 Willow Road Application**

That the matter be deferred to the April 6, 2020 Committee of the Whole meeting or sooner.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (13 to 0)

**4.2 CS-2019-103 Development Fee Exemptions or Waivers**

The following item was extracted from the Committee of the Whole Consent Agenda.

Moved By Councillor Allt

Seconded By Councillor Hofland

1. That staff be directed to explore the creation of a program and/or framework to support the exemption of development charges for non-profit organizations.
2. That this report identify a budget source, parameters and a process to facilitate such requests from the non-profit community.
3. That this report return to council after all information regarding Bill 108 is resolved and for further consideration by Council during the 2021 budget deliberations.
4. That this future policy be aligned with the City Strategic Plan principles and priorities.

Voting in Favour: (8): Mayor Guthrie, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, and Councillor Salisbury

Voting Against: (5): Councillor Allt, Councillor Bell, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Carried (8 to 5)

## **5. Items for Discussion**

### **5.1 PS-2020-02 Leash Free Implementation Plan**

Moved By Councillor Hofland

Seconded By Councillor Goller

1. That the Leash Free implementation plan as approved by Council on June 24, 2019 be amended to remove the proposed fenced leash free facility at Lee Street Park and Bristol Street Park.
2. That staff be directed to explore the feasibility of a fenced dog park located in a non-residential area, with the report coming to Council for consideration in the 2021 budget.
3. That the leash free dog area at Peter Misersky Park be closed and the infrastructure removed.

#### **Chairs Ruling**

The Chair ruled that the recommendations regarding Peter Misersky Park and Bristol Street Park are out of order and would require a Notice of Reconsideration.

Councillor Bell challenged the ruling of the Chair and requested a vote be called on the Chair's ruling regarding the requirement for a reconsideration.

#### **Point of Privilege**

Councillor Salisbury raised a point of privilege regarding comments that the chairs ruling regarding reconsideration had not been challenged at the February 3, 2020 Committee of the Whole meeting.

**Vote on Chairs Ruling**

Moved By Councillor Bell

Seconded By Councillor Gordon

That the recommendations regarding Peter Misersky Park and Bristol Street Park are out of order and require a Notice of Reconsideration.

Voting in Favour: (4): Councillor Allt, Councillor Bell, Councillor Gordon, and Councillor Hofland

Voting Against: (9): Mayor Guthrie, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Defeated (4 to 9)

**Motion**

Moved By Councillor Caron Piper

Seconded By Councillor Gordon

That section 5.8 of the procedural by-law be suspended to permit a motion of reconsideration to be heard.

Voting in Favour: (2): Councillor Caron Piper, and Councillor Gordon

Voting Against: (11): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Defeated (2 to 11)

**Chairs Ruling**

The chair ruled that no delegations would be heard on this item, as a proper notice of reconsideration would be required to clarify what the delegations would be speaking to.

**Point of Privilege**

Councillor Caron Piper advised that she will bring a notice of reconsideration as an item on the agenda for either the March 9th or March 23rd meeting and will work with staff to bring that forward.

**Motion**

Moved By Councillor Billings  
Seconded By Councillor Goller

That the Leash Free implementation plan as approved by Council on June 24, 2019 be amended to remove the proposed fenced leash free facility at Lee Street Park.

**Amendment:**

Moved By Councillor Caron Piper  
Seconded By Councillor Billings

That any construction of Bristol Street park be paused for 60 days.

**Point of Order**

Councillor Salisbury raised a point of order that this motion is out of order.

**Chairs Ruling**

The Chair ruled that this motion is out of order.

**Main Motion**

Moved By Councillor Billings  
Seconded By Councillor Goller

That the Leash Free implementation plan as approved by Council on June 24, 2019 be amended to remove the proposed fenced leash free facility at Lee Street Park.

Voting in Favour: (10): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (3): Councillor Allt, Councillor Hofland, and Councillor Salisbury

Carried (10 to 3)

**Motion**

Moved By Councillor Gibson  
Seconded By Councillor Billings

That staff be directed to explore the feasibility of a fenced dog park located in a non-residential area, with the report coming to Council for consideration in the 2021 budget.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (1): Councillor Salisbury

Carried (12 to 1)

### **Motion**

Moved By Councillor MacKinnon

Seconded By Councillor Gibson

That staff be directed to report back to Council by the end of Q2 2020 on potential options and costs to lock fenced dog park gates daily from approximately dusk to dawn, which is when the facilities are considered closed to the public.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (13 to 0)

## **6. By-laws**

Moved By Councillor Caron Piper

Seconded By Councillor Downer

That By-law Numbers (2020)-20476 and (2020)-20482 to (2020)-20483 are hereby passed.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (13 to 0)

## **7. Mayor's Announcements**

Councillor Goller advised that staff will be holding two open houses regarding a community road safety strategy for Guelph at City Hall on Tuesday, February 25 from 5:30-8 p.m., or Wednesday, February 26 from 2-4:30 p.m.

## **8. Adjournment**

Moved By Councillor Bell

Seconded By Councillor O'Rourke

That Council adjourn at 8:44 p.m

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (13 to 0)

---

Mayor Guthrie

---

Stephen O'Brien - City Clerk



## Minutes of Guelph City Council

**March 9, 2020, 6:30 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

Council:	Mayor C. Guthrie Councillor B. Bell Councillor C. Billings Councillor L. Caron Piper Councillor C. Downer Councillor D. Gibson Councillor R. Goller Councillor J. Gordon Councillor J. Hofland Councillor M. Salisbury Councillor D. O'Rourke
Absent:	Councillor P. Allt Councillor M. MacKinnon
Staff:	T. Gayman, Acting Deputy Chief Administrative Officer, Infrastructure, Development and Enterprise Services C. DeVriendt, Manager, Development Planning K. Nasswetter, Senior Development Planner D. Tremblay, Acting City Clerk L. Cline, Council and Committee Coordinator

---

### **1. Call to Order**

Mayor Guthrie called the meeting to order (6:30 p.m.).

### **2. Disclosure of Pecuniary Interest and General Nature Thereof**

There were no disclosures.

### **3. Consent Agenda**

### **3.1 IDE-2020-27 Federation of Canadian Municipalities - Sustainable Communities Award Application**

Moved By Councillor Gibson

Seconded By Councillor Hofland

That Council support the City of Guelph's application to the Federation of Canadian Municipalities (FCM)'s 2020 Sustainable Communities Awards for Guelph's new snow storage facility.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, and Councillor O'Rourke

Carried (11 to 0)

## **4. Public Meeting to Hear Applications Under Sections 17, 34 and 51 of The Planning Act**

Mayor Guthrie announced that in accordance with The Planning Act, Council is now in a public meeting for the purpose of informing the public of various planning matters. The Mayor asked if there were any delegations in attendance with respect to the planning matters listed on the agenda.

### **4.1 IDE-2020-20 Statutory Public Meeting Report 35, 40 and 55 Silvercreek Parkway North Proposed Draft Plan of Subdivision, Official Plan and Zoning By-law Amendment File OZS19-016 Wards 3 and 4**

Katie Nasswetter, Senior Development Planner, advised that the applicants have submitted applications for Official Plan and Zoning By-law amendments to permit the development of a mixed use commercial and residential subdivision on the subject lands. She outlined the history of the site, including an OMB decision from 2010 regarding previous Official Plan and Zoning By-law amendments. She also provided a high-level overview of the proposed zoning and associated specialized regulations.

Astrid Clos, Astrid J. Clos Planning Consultants, speaking on behalf of the owners, provided an overview of the application and summarized the current and proposed Zoning By-law and Official Plan designations. She also provided details on the various uses being proposed on the subject site, including back-to-back, lane decked and on-street townhouses, apartments, mixed-use buildings, urban square and neighbourhood park.



David McAuley expressed concerns with environmental impacts and outlined various opportunities that could be used to address these impacts, including solar panels, water conservation and pedestrian areas. He also outlined alternative and diversified housing types that could be made available within the development, including co-housing, live/work spaces, and affordable housing.

Moved By Councillor Salisbury

Seconded By Councillor Caron Piper

That Report IDE-2020-20 regarding proposed Draft Plan of Subdivision, Official Plan Amendment and Zoning By-law Amendment applications (File: OZS19-016) by Astrid J. Clos Planning Consultants, on behalf of the owners, Silvercreek Guelph Developments Ltd. and 2089248 Ontario Inc., to permit the development of a mixed use commercial and residential subdivision on the properties municipally known as 35, 40 and 55 Silvercreek Parkway South and legally described as Part of Lots 21 and 22, Division 'A', (Geographic Township of Guelph); Part of Lots 2 and 3, Concession 1, Division 'E' (Geographic Township of Guelph); All of Lots 10 and Part of Lots 7, 8, 9, 11, 12, D & E West Side of Guelph & Galt Railway; Part of Napoleon Street (closed by Order Instrument BS12480), Registered Plan 52, City of Guelph from Infrastructure, Development and Enterprise dated March 9, 2020, be received.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, and Councillor O'Rourke

Carried (11 to 0)

## **5. By-laws**

Moved By Councillor Salisbury

Seconded By Councillor Billings

That By-law Numbers (2020)-20484 to (2020)-20486, inclusive, are hereby passed.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, and Councillor O'Rourke

Carried (11 to 0)

**6. Mayor's Announcements**

Councillor Goller announced a Ward 2 Town Hall meeting on Saturday, March 14, 2020 at 1:30 p.m. at the Evergreen Seniors Centre.

**7. Adjournment**

Moved By Councillor Gordon

Seconded By Councillor Gibson

That the meeting be adjourned (8:08 p.m.).

Carried

---

Mayor Guthrie

---

Donna Tremblay - Acting City Clerk



## **Minutes of Guelph City Council Emergency Meeting**

**March 23, 2020, 6:00 p.m.**

**Council Chambers, Guelph City Hall, 1 Carden Street**

Council:	Mayor C. Guthrie Councillor P. Allt Councillor B. Bell Councillor C. Billings Councillor L. Caron Piper Councillor C. Downer Councillor D. Gibson Councillor R. Goller Councillor J. Gordon Councillor J. Hofland Councillor M. MacKinnon Councillor D. O'Rourke
Absent:	Councillor M. Salisbury
Staff:	S. Stewart, Chief Administrative Officer C. Clack, Deputy Chief Administrative Officer, Public Services K. Dedman, Deputy Chief Administrative Officer, Infrastructure, Development and Enterprise Services T. Lee, Deputy Chief Administrative Officer, Corporate Services T. Baker, General Manager, Finance/City Treasurer S. O'Brien, General Manager, City Clerk's Office/City Clerk D. McMahon, Manager, Legislative Services / Deputy City Clerk

---

### **1. Call to Order**

Mayor Guthrie called the meeting to order (6:00 p.m.).

Stephen O'Brien, General Manager, City Clerk's Office/City Clerk, outlined videoconferencing protocol for members of Council.

## **2. Open Meeting**

### **2.1 Disclosure of Pecuniary Interest and General Nature Thereof**

There were no disclosures.

Mayor Guthrie and Scott Stewart, Chief Administrative Officer, expressed thanks to staff, the Executive Team and the Emergency Operations Committee for all their work and quick response during the ongoing situation related to COVID-19.

## **3. Procedural Considerations**

Moved By Councillor Billings

Seconded By Councillor Caron Piper

1. That by-law (2019)-20432 (the Procedural By-law) be amended as follows:

Insert definition of Emergency City Council Meeting:

"Emergency City Council Meeting" means any meeting of City Council called under Section 8.1 (d).

Insert Section 4.1 (e):

#### 4.1 Public Notice of Meetings

- e) Section 4.1 (d) shall not apply to emergency meetings called under Section 8.1 (d). The Clerk shall give public notice for emergency meetings called under Section 8.1 (d) by inclusion on the City's website as soon as possible after the meeting is called.

Insert Section 8.3:

#### 8.3 Emergency City Council Meetings

- a) Where an emergency has been declared in all or part of the City of Guelph under Section 4 or 7.0.1 of the Emergency Management and Civil Protection Act:

- i. any member of City Council may participate in any open or closed City Council meeting electronically and be counted for the purpose of establishing quorum;
  - ii. all votes shall be by show of hands or by verbal consent (yes or no); and
  - iii. City Council shall have the discretion to consider any items previously considered by any committee of City Council, but not yet confirmed by City Council at the time the emergency was declared, as part of an emergency meeting called under Section 8.1 (d).
2. That Section 4.8 of the Procedural By-law be suspended to allow the March 23, 2020 Emergency City Council meeting called under Section 8.1 (d) to proceed without delegations.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

#### **4. Committee of the Whole Consent Report**

Moved By Councillor Hofland

Seconded By Councillor Gibson

That the March 23, 2020 City Council Consent Agenda, as identified below, be adopted:

##### **CAO-2020-02 Smart Cities Challenge Update and Confirmation of Advisory Board of Management Governance Structure**

- 1. That Council confirm its approval and support of the achievements to date under the Smart Cities Project, including all management, administrative, financial, and contractual aspects.
- 2. That Council appoint the Mayor to the Advisory Board of Management of the Our Food Future initiative and that this appointment be reviewed twice per term as part of Council's nomination committee process.

##### **IDE-2020-22 Dolime Community Engagement Results for Proposed Settlement Pathway**

That the settlement pathway outlined in the report titled "Dolime Community Engagement Results for Proposed Settlement Pathway," dated March 2, 2020, be approved and staff be directed to take the first steps in implementing the settlement pathway.

**IDE-2020-24 2019 Water Services' Annual and Summary Report**

1. That Guelph City Council approves the 2019 Water Services' Annual and Summary Report.
2. That Guelph City Council endorse the updated Organizational Structure of the Operational Plan as defined in section o) of the 2019 Water Services' Annual and Summary Report and shown in Attachments 2 and 3.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

**5. Chief Administrative Officer Delegated Authority**

Moved By Councillor Downer

Seconded By Councillor Allt

1. That, given the declaration of a global pandemic by the World Health Organization on March 11, 2020 and an emergency declaration by the Province of Ontario on March 18, 2020 in relation to COVID-19, the CAO be directed, further to and in accordance with the authority outlined in Chief Administrative Officer (CAO) By-law (2019)-20425 and the Emergency Management Program and Emergency Response Plan By-law (2019)-20358, to take such action(s) as may be deemed to be required by the CAO to protect the property and the health, safety and welfare of the citizens and visitors to the City of Guelph while managing budgetary considerations, both revenue and expenditure.
2. That this authority be authorized for the period of the global COVID-19 pandemic as determined by the World Health Organization or the emergency period as declared by the Province of Ontario.
3. That a full reporting of the financial impacts and costing of this emergency be provided to Council upon the end of the COVID-19

pandemic as determined by either the World Health Organization or the declaration of emergency declared in the Province of Ontario.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

## **6. Fiscal Relief Measures (Council Memo)**

Moved By Councillor Hofland

Seconded By Councillor O'Rourke

1. That the parking permit fee be waived to assist downtown businesses and employees for the month of April, 2020.
2. That the waiving of Guelph Transit fees continue for the month of April, 2020.
3. That property tax relief be provided to businesses and residents for the month of April, 2020 through:
  - The waiving of interest and penalties that would be applied May 1, 2020; and
  - The waiving of NSF charges through to April 30, 2020; and
  - Ceasing all progressive collection activities until April 30, 2020; and
  - Waiving of tax statement fees related to mortgage deferral requirements; and
  - Option to defer monthly Pre-authorized Debit (PAD) plans for the month of April, 2020 upon written request (email: tax@guelph.ca) of at least ten days prior to withdrawal date; and

That the waiving of these fees be done by providing a grant under section 107 of the Municipal Act that offsets the amount in full for each of the above; and

That delegated authority be given to the CAO and DCAO of Corporate Serviced to extend the above dates, or expand the scope of waiving of interest or fees, as required.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

## **7. By-laws**

Moved By Councillor Allt  
Seconded By Councillor Billings

That By-law Numbers (2020)-20479 to (2020)-20480 and (2020)-20487 to (2020)-20488 are hereby passed.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Carried (12 to 0)

## **8. Adjournment**

Moved By Councillor Allt  
Seconded By Councillor Gibson

That the meeting be adjourned (6:23 p.m.).

Carried

---

Mayor Guthrie

---

Stephen O'Brien - City Clerk





## **Minutes of Guelph City Council Emergency Meeting**

**April 16, 2020, 6:00 p.m.**

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

**Council:**

Mayor C. Guthrie  
Councillor P. Allt  
Councillor B. Bell  
Councillor C. Billings  
Councillor L. Caron Piper  
Councillor C. Downer  
Councillor D. Gibson  
Councillor R. Goller  
Councillor J. Gordon  
Councillor J. Hofland  
Councillor M. MacKinnon  
Councillor D. O'Rourke  
Councillor M. Salisbury

**Staff:**

S. Stewart, Chief Administrative Officer  
C. Clack, Deputy Chief Administrative Officer, Public Services  
K. Dedman, Deputy Chief Administrative Officer,  
Infrastructure, Development and Enterprise Services  
T. Lee, Deputy Chief Administrative Officer, Corporate  
Services  
T. Baker, General Manager, Finance/City Treasurer  
T. Sprigg, General Manager, Corporate Communications and  
Customer Service  
S. O'Brien, General Manager, City Clerk's Office/City Clerk  
D. McMahon, Manager, Legislative Service /Deputy City Clerk  
J. da Silva, Council and Committee Assistant  
D. Tremblay, Council and Committee Coordinator

## **2. Call to Order - 6:09 p.m.**

Mayor Guthrie called the meeting to order.

### **2.4 Disclosure of Pecuniary Interest and the General Nature Thereof**

Councillor Downer declared a pecuniary interest with respect to item 6.2 COVID-19 Response - Staff Considerations as she has a family member who is employed by the City of Guelph.

## **3. Presentations**

### **3.1 COVID-19 Updates**

Mayor Guthrie and Scott Stewart, Chief Administrative Officer provided an update on the community and City response to the COVID-19 pandemic including video messages from Mike Schreiner, Member of Provincial Parliament and Lloyd Longfield, Member of Parliament.

## **4. Council Consent Agenda**

The following items were extracted:

2020 Property Tax Policy report - 2020-02

Temporary Borrowing Policy - 2020-03

## **5. Items for Discussions**

### **5.1 2020 Property Tax Policy Report - 2020-02**

Moved By Councillor Gibson

Seconded By Councillor Allt

1. That the 2020 Property Tax Policy, dated April 16, 2020, be referred to the next meeting of City Council.

Voting in Favour: (11): Mayor Guthrie, Councillor Allt, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Voting Against: (2): Councillor Bell, and Councillor Goller

Carried (11 to 2)

### **5.2 Temporary Borrowing Policy - 2020-33**

Moved By Councillor Gibson  
Seconded By Councillor Billings

1. That the Temporary Borrowing Policy as recommended through report 2020-33, titled Temporary Borrowing Policy dated April 16, 2020, be approved with a maximum amount of temporary borrowing not to exceed \$50 million.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Voting Against: (2): Councillor Allt, and Councillor Gordon

Carried (11 to 2)

### **5.3 Managing the Impacts of COVID-19 -2020-36**

Scott Stewart, Chief Administrative Officer provided a summary of the efforts the City has undertaken to manage the impacts of the COVID-19 pandemic.

The following delegations spoke via telephone:

Yvette Tendick

Pat Fung

Mike Darmon

Martin Collier

Moved By Councillor Downer  
Seconded By Councillor Billings

1. That the expanded fiscal relief measures for businesses and residents as outlined in report "Managing the Impacts of COVID-19" dated April 16, 2020 be approved.
2. That staff continue to explore ways to assist Guelph residents and businesses as they experience the impacts of the COVID-19 pandemic; and that staff continue to pursue advocacy with various levels of government.
3. That report "Managing the Impacts of COVID-19" dated April 16, 2020 be forwarded to the local MP and MPP, FCM, AMO, LUMCO and the Federal Minister of Finance and the Ministers of Municipal Affairs and Housing and Minister of Finance for the Province of Ontario.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (13 to 0)

#### **5.4 Procedural By-law Update - 2020-34**

The following delegates spoke via telephone:

Susan Watson

Lin Grist

Moved By Councillor O'Rourke

Seconded By Councillor Gibson

1. That the proposed Procedural By-law, included as Attachment-1 to the report titled Procedural By-law Update, dated April 16, 2020, be approved and that By-law (2019)-20432 be repealed.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (1): Councillor Salisbury

Carried (12 to 1)

Councillor Downer left the meeting at 8:38 p.m.

#### **6. Authority to move into closed meeting**

Moved By Councillor Salisbury

Seconded By Councillor Billings

That the Council of the City of Guelph now hold a meeting that is closed to the public, pursuant to the Municipal Act, to consider:

##### **COVID-19 Response - Staff Considerations**

Section 239 (2)(b) and (d) of the Municipal Act relating to personal matters about an identifiable individual, including municipal or local board employees and labour relations or employee negotiations.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (12 to 0)

## **7. Open Meeting**

Mayor Guthrie called the meeting to order at 9:41 p.m.

### **7.1 Closed Meeting Summary**

Mayor Guthrie spoke regarding the matters addressed in closed and identified the following:

#### **COVID-19 Response - Staff Considerations**

City Council received information and staff were given direction on this matter.

## **8. By-laws**

Moved By Councillor Bell

Seconded By Councillor Billings

That By-law Numbers (2020)-20489, as amended, (2020)-20490 and (2020)-20495 are hereby passed.

Voting in Favour: (12): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor MacKinnon, Councillor O'Rourke, and Councillor Salisbury

Carried (12 to 0)

## **10. Adjournment**

Moved By Councillor Salisbury

Seconded By Councillor Goller

That the meeting is adjourned at 9:41 p.m.

Mayor Guthrie

---

Stephen O'Brien - City Clerk



## **Minutes of Guelph City Council**

**May 11, 2020, 1:00 p.m.**

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

**Council:**

Mayor C. Guthrie  
Councillor P. Allt  
Councillor B. Bell  
Councillor C. Billings  
Councillor L. Caron Piper  
Councillor C. Downer  
Councillor D. Gibson  
Councillor R. Goller  
Councillor J. Gordon  
Councillor J. Hofland  
Councillor M. Salisbury  
Councillor M. MacKinnon  
Councillor D. O'Rourke

**Staff:**

S. Stewart, Chief Administrative Officer  
C. Clack, Deputy Chief Administrative Officer, Public Services  
K. Dedman, Deputy Chief Administrative Officer,  
Infrastructure, Development and Enterprise Services  
T. Lee, Deputy Chief Administrative Officer, Corporate  
Services  
T. Baker, General Manager, Finance/City Treasurer  
C. Cooper, General Manager, Legal Realty and Court  
Services/City Solicitor  
T. Sprigg, General Manager, Corporate Communications and  
Customer Service  
J. Krauter, Manager, Taxation and Revenue/Deputy Treasurer  
S. O'Brien, General Manager, City Clerk's Office/City Clerk  
L. Cline, Council and Committee Coordinator  
J. da Silva, Council and Committee Assistant

---

## **2. Call to Order**

Mayor Guthrie called the meeting to order (1:01 p.m.).

### **2.1 Disclosure of Pecuniary Interest and General Nature Thereof**

There were no disclosures.

## **3. Authority to move into closed meeting**

Moved By Councillor Goller

Seconded By Councillor Hofland

That the Council of the City of Guelph now hold a meeting that is closed to the public, pursuant to Section 239 (2)(c) and (f) of the Municipal Act relating to a proposed or pending acquisition or disposition of land by the municipality or local board; and advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

Voting in Favour: (11): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, and Councillor O'Rourke

Carried (11 to 0)

The following matters were considered:

### **3.1 Disclosure of Pecuniary Interest and General Nature Thereof**

### **3.2 Baker District Redevelopment Project - Update - 2020-43**

## **4. Open Meeting**

Mayor Guthrie called the meeting to order (2:09 p.m.).

### **4.1 Closed Meeting Summary**

Mayor Guthrie spoke regarding the matters addressed in closed and identified the following:

#### **Baker District Redevelopment Project - Update - 2020-43**

City Council received information and staff were given direction on this matter.

## **5. Council Consent Agenda**

Moved By Councillor Caron Piper

Seconded By Councillor Hofland



That the May 11, 2020 Council Consent Agenda, as identified below, be adopted:

**5.1 2020 Property Tax Policy Report - 2020-02, 2020-45**

That the 2020 City of Guelph property tax ratios, subclass discounts and corresponding tax rates, as set out in Attachment-1 to the report titled 2020 Property Tax Policy dated April 16, 2020, be approved.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (13 to 0)

**6. Items for Discussion**

**6.1 Managing the Impacts of COVID-19: Update #2 - 2020-47**

Mayor Guthrie provided introductory remarks and an update on the Mayor's Task Force for Economic Recovery.

Scott Stewart, Chief Administrative Officer, provided an update on the City's response to COVID-19.

Christopher Beveridge, Director, Health Protection, Wellington-Dufferin-Guelph Public Health, provided an update on the number of cases of COVID-19 in Wellington-Dufferin-Guelph, discussed public health interventions being used to flatten the curve, and outlined risks and processes associated with reopening the community.

Kealy Dedman, Deputy Chief Administrative Officer, Infrastructure, Development and Enterprise Services, outlined various initiatives that will contribute to the recovery of Guelph's economy.

Colleen Clack, Deputy Chief Administrative Officer, Public Services, outlined various social recovery initiatives that have been implemented within the organization and the community.

Trevor Lee, Deputy Chief Administrative Officer, Corporate Services, outlined how the City is preparing for organizational recovery in moving towards business resumption.

Moved By Councillor Gibson  
Seconded By Councillor Caron Piper

1. That report "Managing the impacts of COVID-19: Update #2" dated May 11, 2020 be forwarded to the local MP and MPP, FCM, AMO, LUMCO and the Federal Minister of Finance and the Ministers of Municipal Affairs and Housing and Minister of Finance for the Province of Ontario.
2. That Council endorse staff exploration of financial, economic development and culture and tourism considerations raised by the Mayor's Task Force for Economic Recovery and report back through the next COVID-19 update with recommendations.
3. That Council endorse the Grow Back Better: Our Food Future's 10-point COVID-19 Recovery Plan that refocuses \$1.6 million in Federal Smart Cities funding over the next 18 months to support social and economic recovery efforts in Guelph-Wellington.
4. That due to the on-going revenue losses resulting from COVID-19, the limited access to revenue tools to manage through these impacts, concerns with property tax and user rate affordability and the forecasted need to rely upon reserve and reserve funds for a long-term period of uncertainty, the City of Guelph support the call for emergency municipal funding by the Federation of Canadian Municipalities and the Large Urban Mayors' Caucus of Ontario.
5. That Guelph call on other levels of government to arm municipal governments with more diversified revenue streams, inclusive of both income and consumption based taxes, as a way to mitigate municipal financial vulnerability, support the sector's recovery and improve financial independence through longer-term reforms.
6. That Guelph Council endorse the April 28th motion from the Large Urban Mayor's Caucus of Ontario (LUMCO) which states that running deficits as a way to manage municipal financial challenges as a result of the pandemic is not in the public interest.
7. That the revised May to August 2020 City Council Meeting Schedule, included as Attachment-1 to report titled "Managing the impacts of COVID-19: Update #2", dated May 11, 2020, be approved.

**Amendment:**

Moved By Councillor Billings  
Seconded By Councillor Gibson

That clause 5 be amended as follows:

5. That Guelph call on other levels of government to arm municipal governments with more diversified revenue streams, as a way to mitigate municipal financial vulnerability, support the sector's recovery and improve financial independence through longer-term reforms, **without creating additional burden on taxpayers and recognizing affordability as an important guiding principle.**

Carried

It was requested that clause 6 be voted on separately.

**Motion as Amended:**

Moved By Councillor Gibson

Seconded By Councillor Caron Piper

1. That report "Managing the impacts of COVID-19: Update #2" dated May 11, 2020 be forwarded to the local MP and MPP, FCM, AMO, LUMCO and the Federal Minister of Finance and the Ministers of Municipal Affairs and Housing and Minister of Finance for the Province of Ontario.

2. That Council endorse staff exploration of financial, economic development and culture and tourism considerations raised by the Mayor's Task Force for Economic Recovery and report back through the next COVID-19 update with recommendations.

3. That Council endorse the Grow Back Better: Our Food Future's 10-point COVID-19 Recovery Plan that refocuses \$1.6 million in Federal Smart Cities funding over the next 18 months to support social and economic recovery efforts in Guelph-Wellington.

4. That due to the on-going revenue losses resulting from COVID-19, the limited access to revenue tools to manage through these impacts, concerns with property tax and user rate affordability and the forecasted need to rely upon reserve and reserve funds for a long-term period of uncertainty, the City of Guelph support the call for emergency municipal funding by the Federation of Canadian Municipalities and the Large Urban Mayors' Caucus of Ontario.

5. That Guelph call on other levels of government to arm municipal governments with more diversified revenue streams, as a way to mitigate municipal financial vulnerability, support the sector's recovery and improve financial independence through longer-term reforms,

without creating additional burden on taxpayers and recognizing affordability as an important guiding principle.

7. That the revised May to August 2020 City Council Meeting Schedule, included as Attachment-1 to report titled "Managing the impacts of COVID-19: Update #2", dated May 11, 2020, be approved.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (13 to 0)

Moved By Councillor Gibson  
Seconded By Councillor Caron Piper

6. That Guelph Council endorse the April 28th motion from the Large Urban Mayor's Caucus of Ontario (LUMCO) which states that running deficits as a way to manage municipal financial challenges as a result of the pandemic is not in the public interest.

Voting in Favour: (11): Mayor Guthrie, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Voting Against: (2): Councillor Allt, and Councillor Gordon

Carried (11 to 2)

## **7. Councillor Motions in Response to COVID-19**

### **7.1 Motion from Councillor Downer**

Moved By Councillor Downer  
Seconded By Councillor Gibson

That staff be directed to prepare a plan and associated funding sources for physical distancing in outdoor public spaces, where possible, that is informed by public health safety guidelines and advice in order to ready the community for a phased return to pre-COVID-19 activities and that staff report back to Council via the monthly COVID-19 update meetings.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (13 to 0)

## **7.2 Motion from Councillor Gordon**

The following delegates spoke via telephone regarding this item:

Laura Brown

Mike Darmon

Marty Williams

Luke Weiler

Mandy Hiscocks

Martin Collier

Moved By Councillor Gordon

Seconded By Councillor Goller

That staff be directed to examine methods to adhere to physical distancing guidelines and public health advice through the implementation of active transportation options to support the health and wellbeing of our citizens during our collective fight against COVID-19. And that the identified funding source be reallocated as one-time use from the 2020 approved Mayor and Council training and conference budget - account 702-0000-24 and account 701-0000-34 up to \$45,000. And that staff prioritize existing owned city infrastructure or materials to accomplish the separation of vehicular and pedestrian/cyclists. And that any changes to areas be clearly communicated in advance to the public. And that Council acknowledge that these actions will be temporary and on a trial basis where staff will monitor and make adjustments as necessary. And that such initiatives will be implemented as soon as possible.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (13 to 0)

## **8. By-laws**

Moved By Councillor Billings  
Seconded By Councillor Caron Piper

That By-laws Numbered (2020)-20491 to (2020)-20494, inclusive, and (2020)-20496, are hereby passed.

Voting in Favour: (13): Mayor Guthrie, Councillor Allt, Councillor Bell, Councillor Billings, Councillor Caron Piper, Councillor Downer, Councillor Gibson, Councillor Goller, Councillor Gordon, Councillor Hofland, Councillor Salisbury, Councillor MacKinnon, and Councillor O'Rourke

Carried (13 to 0)

## **9. Adjournment**

Moved By Councillor Bell  
Seconded By Councillor Caron Piper

That the meeting be adjourned (5:49 p.m.).

Carried

---

Mayor Guthrie

---

Stephen O'Brien - City Clerk

# Staff Report



---

To	<b>City Council</b>
Service Area	Corporate Services
Date	Monday, May 25, 2020
Subject	<b>2019 Reserve and Reserve Fund Statement</b>

---

## Recommendation

1. That \$1,667,285 be transferred from the Water Operating Contingency Reserve (181) to the Water Capital Reserve Fund (152).
  2. That \$2,813,839 be transferred from the Wastewater Operating Contingency Reserve (182) to the Wastewater Capital Reserve Fund (153).
  3. That the target for the Workplace Safety Insurance Board Reserve (330) be changed from 50 per cent of the estimate liability to 25 per cent.
- 

## Executive Summary

### Purpose of Report

The purpose of this report is to provide an annual statement of the closing balances and activity of the City's collective reserves and reserve funds for 2019. It also evaluates the condition of the accounts against the approved targets identified in the City's General Reserve and Reserve Fund Policy as well as seeks approval to add new accounts or consolidate accounts where appropriate.

### Key Findings

The City has 67 reserves and reserve funds that collectively have a closing balance of \$340.3 million (inclusive of the year-end surplus) and a balance of \$183 million after outstanding budget commitments as at December 31, 2019 (see Attachment-1 2019 Reserve and Reserve Fund Activity for complete details). This is a \$55.2 million or 43% increase over the 2018 year-end reserve and reserve fund balance. Significant drivers of this increase are as follows:

- One-time additional Federal Gas Tax transfer of \$7.8 million
- Guelph Municipal Holdings Inc. (GMHI) special dividend of \$13.5 million
- Higher than prior year Development Charge collections of \$12.0 million
- One-time principal pre-payment from Wellington-Dufferin-Guelph Public Health (WDGPH) towards debt outstanding related to the new health unit facilities.
- Continued focus on long-term capital funding strategies through the operating budget

Progress was made on closing the annual infrastructure deficit in 2019, and increase in budgeted operating transfers to capital reserve funds as shown by funding as a per cent of target reaching 65% versus 59% in 2018.

The total City operating surplus (tax and non-tax) of \$9.5 million has been included as recommended in report 2020-41 2019 Year-end Operating Variance Report and Surplus Allocation.

## **Financial Implications**

The reserves and reserve funds after commitments represent the amount of funding available for contingency and capital planning. They are used to determine debt capacity limits and influence the City's credit rating score on an annual basis. The closing balance of the collective reserves and reserve funds before commitments is what is reported on the City's annual audited financial statements and is used to allocate the investment income earned during the year.

---

## **Report**

Reserves and reserve funds are established by Council to provide financial flexibility, stability and provide a buffer against unexpected shifts in revenue or expenditures. Reserves are established for a pre-determined use and are applied at the discretion of Council for that purpose while reserve funds are restricted by statute or by Council and must be segregated from general revenue. Reserve funds are interest-bearing while reserves are not.

The following provides an update on key reserves and reserve funds that experienced noteworthy activity or have critical balances.

### **Tax Supported Reserves and Reserve Funds**

Overall, the tax supported contingency reserves have increased \$3,300,476 after surplus allocation and are sitting at 84 per cent of the policy target.

### **Corporate Contingency Reserves**

Notable reserve activity is as follows:

Tax Rate Operating Contingency Reserve: this reserve is required to provide the City with liquidity and to offset one-time, extraordinary and unforeseen expenditures so that the impact to the tax rate is minimized. Of the tax funded operating surplus \$3,696,763 is being recommended to be added to this reserve, bringing it to 71 per cent funded. The following items were funded from the Tax Operating Contingency Reserve:

- \$255,000 contribution to the Soccer Dome to fund capital expenditures (2019 in-year approval)
- \$125,650 transfer to Paramedics to offset cost of new hires (2019 budget)
- \$275,715 transfer to Transit to offset cost of Route 5 expansion and route review (2019 budget)
- \$158,000 funding for the Rotary Trail improvements (2018 surplus)
- \$302,400 to offset costs related to the Mayor's task force (2018 surplus)
- \$16,288 to fund Project Manager for Renewable Energy (2019 in-year approval)
- \$11,067 for approved work by Economic Development in evaluating the Guelph Innovation District lands (2018 in-year approval)

Environment and Utility Contingency: this reserve is used to mitigate external impacts to the City from fluctuations in utility and commodity rates and higher than expected winter storm events. The portion of the tax funded operating surplus



related to these expenses, \$650,000, is recommended to be transferred to this reserve bringing it to 85 per cent funded.

### **Program Specific Reserves**

Notable reserve activity is as follows:

Program Specific Compensation Reserves (100, 101, 330 and 338): The City maintains reserves to fund the cost of certain employee benefits that are incurred today, but payable in the future. These liabilities are generated through legislation and terms of collective agreements. The balances in the sick and paramedic retirement reserves are at or above the targets identified in the General Reserve and Reserve Fund Policy. After a review of the Workplace Safety Insurance Board (WSIB) liability by the Executive Team this year, it was recommended that the target balance for the WSIB Reserve be changed from 50 per cent to 25 per cent. This is based on the fact that the estimated liability will not be due in any single year, but will be paid over a period of time, allowing for changes in budget requirements to be implemented as actual experience changes. With this change the current balance represents 131 per cent of target, however this will reduce over the next few years as a new actuarial estimate is recorded in the City's financial statements incrementally.

### **Strategic Reserves**

Notable reserve activity is as follows:

Affordable Housing: this reserve provides incentives to developers who encourage the creation of affordable housing rental units. In 2019, \$1.29 million was awarded to two development projects; Rockwater on Janefield Inc. and St. Joseph's Housing Corporation that reduced the balance in the reserve to \$7,696 at the end of 2019.

Downtown Improvements Reserve: this reserve supports initiatives intended to spur investment in the downtown. The City received one-time funding in 2018 from Ontario's Main Street Revitalization Initiative to support and benefit rejuvenation, redevelopment, renovations and enhancements that revitalize main streets. The City used these funds in 2019 to provide four murals on Wilson Street. Strategic Initiatives: this reserve provides the funding for the development and execution of corporate initiatives. In 2019, funds were transferred out for the community plan, the temporary position relating to Corporate Communications and Customer Service and the implementation of speed radar. The minor negative balance will be addressed in 2020 through evaluation of balance of planned work, and determining where reductions in budget might be able to be made.

Industrial Land Reserve Fund: In 2019, the City realized \$1.84 million in land sale revenues from the Hanlon Creek Business Park (HCBP), which after related expenditures, improved the position of the reserve fund from \$(14.8) million to \$(13.7) million. Based on current land evaluation and forecasted future costs, once all land has been sold this negative balance will be covered and a small surplus will be left.

### **Program Specific Reserve Funds**

Program specific reserve funds are used to allocate funding for specific Council-approved purposes. Not all program specific reserves and reserve funds have an established balance target, but the balances are managed to ensure sufficient funding for the program they support.

Notable reserve fund activity include:

**Community Investment:** this reserve is intended to support community programs and initiatives as defined in the Community Investment Strategy (CIS). Council approved ten per cent of the one-time GMHI dividend (\$1.3 million) in 2019 to be allocated to this reserve and be used to fund the new programs within the CIS. This funding would allow for significant one-time support to the community (over a three year period), which will complement the City's Wellbeing Grants and Community Benefit Agreement programs.

**Library, Police and Paramedic Capital:** these reserves show a negative uncommitted balance due to the fact that during budget they are netted in with the Infrastructure Renewal Reserve Fund to determine overall level of funding available. As part of the 2020 budget these discrepancies have been adjusted and will not appear in future years.

### **Corporate Capital Reserve Funds**

The 2019 balance in the tax supported corporate capital reserve funds has increased year-over-year by \$15.1 million. This is due in part from the \$11.5 million contribution from the GMHI dividend to the Infrastructure Renewal Reserve Fund and the City Building Reserve Fund, an increase to the budgeted contribution from operating and an overall reduction in spending and debt servicing costs of \$6 million.

Notable reserve fund activity is as follows:

**Infrastructure Renewal:** this is used to fund the replacement and rehabilitation of the City's tax supported infrastructure, including related debt servicing. The target balance in this reserve fund is \$29 million, based on the current ten-year capital forecast average annual capital requirement. After prior year commitments have been applied, the balance in the reserve fund is \$14.8 million, representing a \$14.2 million shortfall from the target. The City allocated \$5.5 million of the GMHI special dividend and \$600 thousand of the corporate operating surplus to the reserve fund to help improve the balance. Wellington Dufferin Guelph Public Health distributed their balance of funds on hand as a pre-payment of the debt outstanding to the City, these funds were deposited to this reserve fund to cover future debt payments the City must make on its external debt related to the new health unit facilities.

**City-owned Contaminated Sites:** this corporate capital reserve fund is used to manage liabilities associated with City-owned environmentally contaminated sites. The target balance for this reserve fund is 10 per cent of the total liability reported on the financial statements that is based on the estimated cost of remediation. As of December 31, 2019, the City-owned Contaminated Sites reserve fund is \$1.5 million underfunded. This shortfall is a risk as the City may be compelled to remediate land by other levels of government or local property owners that are impacted by the sites.

**Growth Capital:** this reserve fund covers the shortfall in growth-related capital funding relating to exemptions, reductions and limitations mandated by the Development Charges Act, 1997 as amended and discretionary exemptions approved by Council through the City's Development Charges (DC) By-law.

**City Building:** this reserve fund is used to fund enhancements to City assets that are not growth-related and not asset renewal, including those related to

accessibility. One-time funding was received from the GMHI special dividend in the amount of \$6 million.

100RE: this reserve fund provides funding for capital and operating projects that will enable the City to accomplish its stated goal of reaching 100 % renewable energy usage by 2050. \$700 thousand of the GMHI dividend was transferred to the reserve fund in 2019 as well as \$592,243 from the sale of carbon credits.

## **Non-tax Supported Reserves and Reserve Funds**

### **Program Specific Reserves**

The non-tax supported program specific operating reserves in most cases are funded in excess of the target identified in the General Reserve and Reserve Fund Policy. Staff are recommending \$1,667,285 of funds from the Water Operating Contingency Reserve be transferred to the Water Capital Reserve Fund and that \$2,813,839 of funds from the Wastewater Operating Contingency Reserve be transferred to the Wastewater Capital Reserve Fund. These funds represent excess funds in the operating contingency reserves, and can better be utilized to address the infrastructure backlog in the respective services.

### **Program Specific Reserve Funds**

The non-tax program specific capital reserve funds increased \$14.6 million in 2019 to a total of \$85.6 million after all prior year capital commitments. In addition to funding capital projects of \$33 million in 2019, \$2.6 million was transferred to the Water (311), Wastewater (312), Stormwater (313), Parking (323) and Courts (326) DC reserve funds to offset the lost revenue incurred by legislated and discretionary DC exemptions.

The non-tax supported program specific capital reserve funds collectively exceed the policy target. While these funds are not formally committed through the 2020 capital budget, they are fully committed through the long-term capital plan and are required to address significant infrastructure replacement projects that will be coming on-line in the next five years.

### **Obligatory Reserve Funds**

Obligatory reserve funds are established when a provincial statute requires that revenue received for specific purposes is to be segregated from the general revenues of the municipality. Obligatory reserve funds are to be used solely for the purpose prescribed for them by statute. The City has obligatory reserve funds for DCs, parkland dedication, Ontario Building Code (OBC) revenues generated by Building Services and Federal and Provincial Gas Tax.

### **Corporate Reserve Funds**

Notable reserve fund activity includes:

Building Services OBC: this reserve fund is regulated by O.Reg. 305/03 of the Building Code, and provides for stabilization for the building services department. The reserve fund increased almost \$2 million in 2019 due to the timing of building and development activity.

Provincial Dedicated Gas Tax: this reserve fund is the balance of funds received through the annual program to support Transit services. Due to a change in timing of payment from the province from late fall to early spring, the reserve fund is

currently over committed. As part of the 2020 capital budget, project timing was adjusted to reflect this new cash flow and will correct this situation.

Federal Gas Tax: in 2019, the federal government provided a one-time additional funding amount of \$7,751,758 to be used as per the existing agreement. Projects to use this funding were approved as part of the 2020 capital budget.

## **Development Charge Reserve Funds**

Notable reserve fund activity includes:

Development Charge Reserve Funds: these reserve funds are used to facilitate the collection of development charges from growth within the city and the funding of the infrastructure needed to accommodate that growth. The collective balance in the DC reserve funds increased \$21.6 million in 2019 due to extraordinarily high growth activity in both residential and non-residential development. The 2019 Development Charge Statement, 2020-40 is a legislated requirement that will be provided to Council May 15, 2020 and will include a detailed report of all DC activity.

## **Budgeted transfers to Reserve Funds from Operating Budget**

In addition to target balances in the reserves and reserve funds, there is a need to evaluate the level of annual transfers to the capital reserve funds. As addressed during the capital and operating budget presentations, the City is not at a sustainable level of annual capital funding. This shortage of funding is what limits the ability to both increase reserve balances and expand the capital budget to directly impact the outstanding infrastructure renewal needs across the City as well as achieve the community's long-term growth and city building vision.

Table 1: Capital Transfers from Tax and Non-tax Operating Budgets

Reserve Fund #	Reserve Fund Name	Transfer In from Operating	Net to Reserve Fund	Transfer as a % of Target
150	Infrastructure Renewal	\$25,914,787	\$14,096,192	47%
155	Contaminated Sites	\$3,500,000	\$175,000	100%
156	Growth	\$4,599,682	\$2,444,232	90%
159	City Building	\$3,437,947	\$2,060,492	53%
151	Parking	\$992,700	\$892,700	44%
152	Water	\$13,787,405	\$(3,335,052)	109%
153	Wastewater	\$14,180,000	\$5,608,566	82%
165	Stormwater	\$4,930,273	\$46,273	69%
	City Total	\$71,342,794	\$21,988,403	65%

As part of the overall Corporate Asset Management Plan and long-term capital plan, the City is working to address these funding transfer shortfalls via the annual operating budgets. Increased capital transfers over a ten-year period will address the tax funded deficit and the non-tax business's long-range strategies to eliminate capital funding deficits. Progress was made on closing the annual infrastructure deficit in 2019, and increase in budgeted operating transfers to capital reserve funds as shown by funding as a per cent of target reaching 65% versus 59% in 2018. The net to reserve fund reflects the current year budgeted capital projects, leaving the amount that will increase/(decrease) the reserve fund balance.

### **Financial Implications**

There are no direct financial implications from this report. Continued strategic management of the City's reserves and reserve funds will support the organizations overall financial health, including a continued positive credit rating.

### **Consultations**

None noted.

### **Strategic Plan Alignment**

Reporting annually on the status and activity of the City's reserves and reserve funds supports the Strategic Plan's Working Together for our Future pillar through maintaining a fiscally responsible local government.

### **Attachments**

Attachment-1 2019 Reserve and Reserve Fund Activity

### **Departmental Approval**

Greg Clark, CPA, CMA, Manager Financial Strategy and Long-term Planning

### **Report Author**

Christel Gregson, CPA, CMA Senior Corporate Analyst, Development Charges and Long-term Planning

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

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

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

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

Reserve & Reserve Fund Name	Reserve and Resave Fund Identifier	2019 Opening Balance	Operating	Capital	Transfers	Development Charges Collections	Other	Interest Earned	Debenture Principle	Debenture Interest	2019 Ending Balance	Year-end Commitments	Surplus Allocation	Uncommitted Balance	% of Target
Reserve and Reserve Funds															
Tax Supported															
Reserves															
Corporate Contingency															
Library Operating Contingency	102	-	-	-	-	-	-	-	-	-	-	-	18,703	18,703	N/A
Police Operating Contingency	115	189,000	-	-	-	-	-	-	-	-	189,000	-	12,547	201,547	N/A
Compensation Contingency	131	5,532,858	(200,296)	-	-	-	-	-	-	-	5,332,562	(1,597,756)	-	3,734,806	75%
Tax Operating Contingency	180	7,728,289	(720,847)	(11,067)	-	-	-	-	-	-	6,996,375	(667,643)	3,696,763	10,025,495	71%
Legal and Insurance Contingency	193	2,723,225	138,038	-	-	-	-	-	-	-	2,861,263	-	-	2,861,263	178%
Environment and Utility Contingency	198	2,882,196	-	-	-	-	-	-	-	-	2,882,196	-	650,000	3,532,196	85%
Social Housing Contingency	208	1,574,136	-	-	-	-	-	-	-	-	1,574,136	(940,835)	-	633,301	N/A
<b>Total Corporate Contingency</b>		20,629,704	(783,105)	(11,067)	-	-	-	-	-	-	19,835,532	(3,206,235)	4,378,013	21,007,310	
Program Specific															
Accumulated Sick Leave (Fire)	100	6,324,088	266,836	-	-	-	-	-	-	-	6,590,924	-	-	6,590,924	118%
Accumulated Sick Leave (Police)	101	4,005,334	(24,783)	-	-	-	-	-	-	-	3,980,551	-	-	3,980,551	95%
Election Costs	195	200,156	122,225	-	-	-	-	-	-	-	322,381	-	-	322,381	53%
WSIB	330	3,313,186	113,656	-	-	-	-	-	-	-	3,426,842	-	-	3,426,842	131%
Paramedic Retirement	338	1,445,940	(42,657)	-	-	-	-	-	-	-	1,403,283	-	-	1,403,283	148%
Westminster Woods	345	35,000	-	-	-	-	-	-	-	-	35,000	-	-	35,000	100%
<b>Total Program Specific</b>		15,323,704	435,277	-	-	-	-	-	-	-	15,758,981	-	-	15,758,981	
Strategic															
Affordable Housing	119	971,467	330,000	-	(5,771)	-	-	-	-	-	1,295,696	(1,288,000)	-	7,696	N/A
Redevelopment Incentives	122	8,386,520	364,389	-	-	-	-	-	-	-	8,750,909	(8,783,609)	-	(32,700)	99%
Strategic Initiatives	179	488,022	64,476	-	-	-	-	-	-	-	552,498	(636,796)	-	(84,298)	N/A
Downtown Improvements	194	507,000	37,127	-	-	-	-	-	-	-	544,127	-	-	544,127	N/A
Industrial Land	332	(14,278,737)	1,844,490	(112,805)	-	-	-	(328,616)	-	-	(12,875,668)	(873,068)	-	(13,748,736)	N/A
Greenhouse Gas	352	258,941	-	(121)	-	-	-	-	-	-	258,820	(312,444)	-	(53,624)	N/A
<b>Total Strategic</b>		(3,666,787)	2,640,482	(112,926)	(5,771)	-	-	(328,616)	-	-	(1,473,618)	(11,893,917)	-	(13,367,535)	
<b>Total Reserves</b>		32,286,621	2,292,654	(123,993)	(5,771)	-	-	(328,616)	-	-	34,120,895	(15,100,152)	4,378,013	23,398,756	
Reserve Funds															
Program Specific															
Museum Donations	135	126,101	-	-	-	-	-	3,089	-	-	129,190	-	-	129,190	N/A
Library Bequests	138	523,984	353,913	-	-	-	-	17,173	-	-	895,070	-	-	895,070	N/A
Library Capital	157	835,618	-	(402,542)	-	-	-	15,542	-	-	448,618	(651,910)	-	(203,292)	N/A
Police Capital	158	2,599,013	-	(128,172)	-	-	-	62,106	-	-	2,532,947	(3,205,363)	-	(672,416)	N/A
Sleeman Naming Rights	162	33,142	56,510	(60,000)	-	-	-	769	-	-	30,421	-	-	30,421	N/A
Sleeman Ticket Surcharge	189	38,906	38,272	(16,114)	-	-	-	1,225	-	-	62,289	(302)	-	61,987	N/A
Community Investment	205	91,233	1,316,960	-	-	-	-	18,368	-	-	1,426,561	(600,000)	-	826,561	N/A
Rental Property	206	642,382	88,040	-	-	-	1,500	16,835	-	-	748,757	-	-	748,757	N/A
River Run Ticket Surcharge	340	240,642	71,125	7,813	-	-	-	6,863	-	-	326,443	(19,018)	-	307,425	N/A
Ontario Municipal Commuter Cycling	350	562,008	-	(531,922)	-	-	-	7,253	-	-	37,339	-	-	37,339	N/A
Public Art	356	76,179	-	(15,359)	-	-	-	1,678	-	-	62,498	(12,371)	-	50,127	N/A
Paramedic Provincial Capital	360	-86,387	527,628	(437,781)	-	-	-	1,101	-	-	177,335	(275,069)	-	(97,734)	N/A
<b>Total Program Specific</b>		5,855,595	2,452,448	(1,584,077)	-	-	1,500	152,002	-	-	6,877,468	(4,764,033)	-	2,113,435	
Corporate Cap															
Infrastructure Renewal Capital	150	24,565,148	31,317,417	(9,727,980)	(4,432,085)	-	-	721,867	(5,793,436)	(1,566,297)	35,084,634	(20,889,846)	600,000	14,794,788	51%
Contaminated Sites Capital	155	2,164,521	2,500,000	(898,153)	1,000,000	-	-	84,903	-	-	4,851,271	(3,612,685)	-	1,238,586	46%
Growth Capital	156	1,620,238	4,599,682	(769,606)	(2,526,527)	-	-	54,276	(593,836)	(27,316)	2,356,911	(2,130,745)	-	226,166	8%
City Building Capital	159	(156,098)	9,437,947	(2,514,011)	(100,000)	-	-	53,423	(1,494,083)	(148,757)	5,078,420	(4,338,278)	-	740,142	11%
Efficiency, Innovation and Opportunity Fund	351	7,647,969	409,050	(1,453,874)	-	-	-	174,576	-	-	6,777,721	(1,283,783)	-	5,493,938	110%
100 Renewable Energy	355	-	1,201,243	-	-	-	-	14,715	-	-	1,215,958	(609,000)	500,000	1,106,958	N/A
<b>Total Corporate Cap</b>		35,841,778	49,465,339	(15,363,624)	(6,058,612)	-	-	1,103,760	(7,881,355)	(1,742,371)	55,364,915	(32,864,337)	1,100,000	23,600,578	
<b>Total Reserve Funds</b>		41,697,373	51,917,787	(16,947,701)	(6,058,612)	-	1,500	1,255,762	(7,881,355)	(1,742,371)	62,242,383	(37,628,370)	1,100,000	25,714,013	
<b>Total Tax Supported</b>		73,983,994	54,210,441	(17,071,694)	(6,064,383)	-	1,500	927,146	(7,881,355)	(1,742,371)	96,363,278	(52,728,522)	5,478,013	49,112,769	

Reserve & Reserve Fund Name	Reserve and Resave Fund Identifier	2019 Opening Balance	Operating	Capital	Transfers	Development Charges Collections	Other	Interest Earned	Debenture Principle	Debenture Interest	2019 Ending Balance	Year-end Commitments	Surplus Allocation	Uncommitted Balance	% of Target
Non-tax Supported															
Reserves															
Program Specific															
Water Operating Contingency	181	3,897,285	(500,000)	-	(1,667,285)	-	-	-	-	-	1,730,000	-	-	1,730,000	99%
Wastewater Operating Contingency	182	4,733,839	-	-	(2,813,839)	-	-	-	-	-	1,920,000	-	-	1,920,000	97%
Court Operating Contingency	211	573,076	-	-	-	-	-	-	-	-	573,076	-	157,608	730,684	181%
Stormwater Operating Contingency	359	421,900	-	-	-	-	-	-	-	-	421,900	-	-	421,900	165%
<b>Total Program Specific</b>		<b>9,626,100</b>	<b>(500,000)</b>	<b>-</b>	<b>(4,481,124)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>4,644,976</b>	<b>-</b>	<b>157,608</b>	<b>4,802,584</b>	
<b>Total Reserves</b>		<b>9,626,100</b>	<b>(500,000)</b>	<b>-</b>	<b>(4,481,124)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>4,644,976</b>	<b>-</b>	<b>157,608</b>	<b>4,802,584</b>	
Reserve Funds															
Program Specific															
Courts Capital	120	1,146,205	441,300	(29,668)	(673)	-	-	28,252	(205,426)	(191,650)	1,188,340	(23,769)	-	1,164,571	N/A
Parking Capital	151	-	898,207	(3,768,370)	4,348,544	-	-	18,110	-	-	1,496,491	(863,716)	-	632,775	35%
Water Capital	152	45,075,657	14,287,405	(14,358,990)	(98,754)	-	-	1,102,267	-	-	46,007,585	(24,491,315)	183,746	21,700,016	163%
Wastewater Capital	153	80,629,166	14,680,000	(12,309,223)	1,201,046	-	-	2,019,169	-	-	86,220,158	(26,281,187)	1,287,410	61,226,381	253%
Stormwater Capital	165	4,597,014	4,589,600	(2,428,416)	(33,605)	-	-	137,345	(99,819)	(9,977)	6,752,142	(6,217,384)	340,673	875,431	12%
<b>Total Program Specific</b>		<b>131,448,042</b>	<b>34,896,513</b>	<b>(32,894,667)</b>	<b>5,416,558</b>	<b>-</b>	<b>-</b>	<b>3,305,143</b>	<b>(305,245)</b>	<b>(201,627)</b>	<b>141,664,716</b>	<b>(57,877,371)</b>	<b>1,811,829</b>	<b>85,599,174</b>	
<b>Total Reserve Funds</b>		<b>131,448,042</b>	<b>34,896,513</b>	<b>(32,894,667)</b>	<b>5,416,558</b>	<b>-</b>	<b>-</b>	<b>3,305,143</b>	<b>(305,245)</b>	<b>(201,627)</b>	<b>141,664,716</b>	<b>(57,877,371)</b>	<b>1,811,829</b>	<b>85,599,174</b>	
<b>Total Non-tax Supported</b>		<b>141,074,142</b>	<b>34,396,513</b>	<b>(32,894,667)</b>	<b>935,434</b>	<b>-</b>	<b>-</b>	<b>3,305,143</b>	<b>(305,245)</b>	<b>(201,627)</b>	<b>146,309,692</b>	<b>(57,877,371)</b>	<b>1,969,437</b>	<b>90,401,758</b>	
Obligatory															
Reserve Funds															
Corporate															
Building Services OBC Contingency	188	2,255,829	(195,000)	44,429	-	-	-	53,423	-	-	2,158,681	(15,679)	2,081,004	4,224,006	120%
Parkland Dedication	300	5,137,525	-	-	-	-	1,320,288	142,043	-	-	6,599,856	-	-	6,599,856	N/A
Downtown Parkland Dedication	301	(917,142)	221,000	-	-	-	13,400	(19,599)	-	-	(702,341)	-	-	(702,341)	0%
Provincial Dedicated Gas Tax	342	2,357,208	771,887	(3,368,271)	-	-	-	25,946	-	-	(213,230)	(940,718)	-	(1,153,948)	N/A
Federal Gas Tax	343	9,179,020	15,892,398	(8,015,051)	-	-	-	321,383	-	-	17,377,750	(7,658,619)	-	9,719,131	N/A
<b>Total Corporate</b>		<b>18,012,440</b>	<b>16,690,285</b>	<b>(11,338,893)</b>	<b>-</b>	<b>-</b>	<b>1,333,688</b>	<b>523,196</b>	<b>-</b>	<b>-</b>	<b>25,220,716</b>	<b>(8,615,016)</b>	<b>2,081,004</b>	<b>18,686,704</b>	
Development Charge															
DC Water	311	30,731,665	-	(6,703,043)	1,268,162	8,860,841	-	803,415	-	(33,540)	34,927,500	(16,254,004)	-	18,673,496	N/A
DC Wastewater	312	24,918,465	-	(1,518,477)	1,114,562	7,100,682	-	700,369	-	(30,826)	32,284,775	(8,511,712)	-	23,773,063	N/A
DC Stormwater	313	(1,378,051)	-	(5,995)	33,661	175,231	-	(31,277)	-	-	(1,206,431)	(746,919)	-	(1,953,350)	N/A
DC Highway	314	(13,360,092)	-	(2,621,981)	945,322	4,928,965	-	96,097	-	(326,660)	(10,338,349)	(3,914,983)	-	(14,253,332)	N/A
DC Fire Services	315	(1,200,725)	-	(13,644)	53,675	366,177	-	(23,169)	-	(5,008)	(822,694)	(10,768)	-	(833,462)	N/A
DC Library Services	316	3,620,267	-	(172,326)	90,484	531,739	-	94,208	-	-	4,164,372	(252,027)	-	3,912,345	N/A
DC Transit Services	317	1,254,009	-	(43,465)	378,726	1,796,194	-	56,834	-	-	3,442,298	(2,004,255)	-	1,438,043	N/A
DC Administration	318	(95,541)	-	(712,183)	114,322	635,940	-	(1,874)	-	-	(59,336)	(2,071,070)	-	(2,130,406)	N/A
DC Indoor Recreation	319	15,706,673	-	(25,878)	415,222	2,465,904	-	419,790	-	-	18,981,711	(2,131,539)	-	16,850,172	N/A
DC Outdoor Recreation	320	4,592,221	-	(1,698,195)	339,601	2,313,986	-	124,213	-	-	5,671,826	(1,899,786)	-	3,772,040	N/A
DC Parking Services	323	2,341,213	(41,341)	(5,371,772)	183,716	1,123,209	-	62,184	-	-	(1,702,791)	(147,377)	-	(1,850,168)	N/A
DC Police Services	324	(13,634,527)	(62,011)	(2,348,841)	101,907	623,758	-	(90,188)	-	(158,486)	(15,568,388)	(728,073)	-	(16,296,461)	N/A
DC Paramedic Services	325	(1,383,980)	-	(3,565)	15,087	73,277	-	(32,869)	-	-	(1,332,050)	(40,635)	-	(1,372,685)	N/A
DC Court Services	326	(68,144)	-	-	678	4,738	-	86,781	-	-	24,053	-	-	24,053	N/A
DC Public Health Services	327	(5,671,335)	-	-	23,332	121,381	-	(76,920)	-	(31,485)	(5,635,027)	-	-	(5,635,027)	N/A
DC Waste Diversion Services	328	-	-	(94,845)	50,493	212,841	-	2,064	-	-	170,553	(933,555)	-	(763,002)	N/A
<b>Total Development Charge</b>		<b>46,372,118</b>	<b>(103,352)</b>	<b>(21,334,210)</b>	<b>5,128,950</b>	<b>31,334,863</b>	<b>-</b>	<b>2,189,658</b>	<b>-</b>	<b>(586,005)</b>	<b>63,002,022</b>	<b>(39,646,703)</b>	<b>-</b>	<b>23,355,319</b>	
<b>Total Reserve Funds</b>		<b>64,384,558</b>	<b>16,586,933</b>	<b>(32,673,103)</b>	<b>5,128,950</b>	<b>31,334,863</b>	<b>1,333,688</b>	<b>2,712,854</b>	<b>-</b>	<b>(586,005)</b>	<b>88,222,738</b>	<b>(48,261,719)</b>	<b>2,081,004</b>	<b>42,042,023</b>	
<b>Total Obligatory</b>		<b>64,384,558</b>	<b>16,586,933</b>	<b>(32,673,103)</b>	<b>5,128,950</b>	<b>31,334,863</b>	<b>1,333,688</b>	<b>2,712,854</b>	<b>-</b>	<b>(586,005)</b>	<b>88,222,738</b>	<b>(48,261,719)</b>	<b>2,081,004</b>	<b>42,042,023</b>	
<b>Total Reserve and Reserve Funds</b>		<b>279,442,694</b>	<b>105,193,887</b>	<b>(82,639,464)</b>	<b>-</b>	<b>31,334,863</b>	<b>1,335,188</b>	<b>6,945,143</b>	<b>(8,186,600)</b>	<b>(2,530,003)</b>	<b>330,895,707</b>	<b>(158,867,612)</b>	<b>9,528,454</b>	<b>181,556,550</b>	



# Staff Report



---

To	<b>City Council</b>
Service Area	Corporate Services
Date	Monday, May 25, 2020
Subject	<b>2019 Year-end Capital Variance Report</b>

---

## Recommendation

That in accordance with report 2020-25, titled 2019 Year-end Capital Variance Report dated May 25, 2020, \$677,000 be transferred from capital account ST0018 Equipment Replacement and Upgrades to ST0014 Digester Structural Repair and Gas Proofing to complete upgrades to Digester 3 at the Guelph Wastewater Treatment Plant.

---

## Executive Summary

### Purpose of Report

This report provides a summary of the 2019 capital spending for the year-ended December 31, 2019, and highlights significant capital project activity and milestones.

This report also serves to notify of any deviations from the approved capital plan.

### Key Findings

On an annual basis, the City approves the capital budget. The 2019 capital budget is the City's plan to take care of its assets and plan for future growth while also focusing on the community's health and safety and meeting legislative requirements all while balancing affordability for our citizens and businesses.

For 2019, City Council approved a capital budget of \$87.4 million and as of December 31, 2019, had approved an additional \$8.3 million<sup>1</sup> through special motions and/or due to receipt of additional funding (Attachment-1). This is in addition to the carry-over budget amount from 2018 unspent capital of \$165.3 million.

This report reflects 2019 spending totaling \$102.2 million; an increase in spending from 2018 by \$2.2 million.

---

<sup>1</sup> At the time of the 2019 Second Tri-annual Capital Variance Report (CS-2019-26) dated November 4, 2019 the amount of additional approved was \$19.4 million. This has been reduced primarily by the change in reporting of Smart Cities from the capital budget to the operating budget. This accounts for \$10 million of additional funding as previously reported.

Below is the capital activity for 2019, all numbers are in thousands.

Details are provided in Attachment-2.

<b>Capital variance</b>	<b>Tri-annual 3 (T3) December 31</b>	<b>Tri-annual 2 (T2) August 31</b>	<b>Tri-annual 1 (T1) April 30</b>
2018 carry-over budget	165,260	165,260	165,260
2019 capital budget, approved	87,370	87,370	87,370
2019 additional approved funding	8,301	19,365	2,052
Available capital funding for 2019	<b>260,931</b>	<b>271,995</b>	<b>254,682</b>
2019 capital spending	102,239	55,402	19,303
Open purchase orders (PO)	43,336	59,018	56,881
Projects closed	1,381	0	0
Total spending and commitments	<b>146,956</b>	<b>114,420</b>	<b>76,184</b>
Uncommitted approved budget	<b>113,975</b>	<b>157,575</b>	<b>178,498</b>

## Financial Implications

Substantial capital work has been completed in 2019 with \$102.2 million spent. The 2019 uncommitted carry-over budget into 2020 is \$114.0 million and will be spent in future years as on-going multi-year projects continue to progress. Work will continue corporately to focus on maintaining momentum in our capital programs and draw down the uncommitted approved budget.

## Report

Staff is reporting on a tri-annual basis to ensure timely, transparent and meaningful reporting. This report provides a summary of the annual capital spending as of December 31, 2019, and highlights significant capital project activity and milestones.

Budget carried over from 2018 was \$165.3 million, Council approved a 2019 capital budget of \$87.4 million in February 2019; as well, capital budget additions of \$8.3 million have been made since that time; details are provided in Attachment-1.

This provides for a total available budget in 2019 of \$260.9 million.

The total year-to-date (YTD) capital spending is \$102.2 million, which is \$2.2 million more than 2018.

Outstanding purchase order (PO) commitments total \$43.3 million as of December 31, which is \$3.8 million less than December 31, 2018. See Attachment-2 for a summary of 2019 capital activity.

Throughout the year staff have the flexibility to reallocate budget between capital projects with approval from a combination of their General Manager and Deputy Chief Administrative Officer as well as the City's Chief Financial Officer and Manager of Financial Strategy depending on overall value. This allows for the management of overages within the approved budget envelope. It is typical for surpluses of completed projects to be reallocated to mitigate overages on on-going projects. In 2019 a total of 24 capital project accounts were closed out. After any budget reallocations, total surplus funds returned to their original source amounted to \$1.4 million, see Attachment-3 for details.

As in the previous tri-annual capital variance reports, this report follows the Program of Work (Program) format that was used during the 2019 budget.

Each Program provides a summary of available funding, spending YTD and outstanding PO commitments in the purchasing system. A summary of key projects, and any significant differences from the approved capital budget are included.

For further information on the City's current Tier-1 projects please visit the [City's City projects webpage](#).

## Program of Work Summaries

(all figures reported in thousands unless otherwise noted)

### Contaminated Sites

This Program is focused on managing the City's contaminated site liabilities in order to: protect the City's drinking water, reduce public health and safety risks, invest in land for potential divestiture or redevelopment, revitalize neighbourhoods, and be compliant with the Ministry of the Environment, Conservation and Parks (MECP) guidelines.

Capital variance	Tri-annual 3	Tri-annual 2	Tri-annual 1
2018 carry-over budget	3,839	3,839	3,839
2019 capital budget, approved	3,325	3,325	3,325
2019 additional approved funding	0	0	0
Available capital funding for 2019	<b>7,164</b>	<b>7,164</b>	<b>7,164</b>
2019 capital spending	1,990	930	289
Open POs	1,207	1,513	1,528
Projects closed	0	0	0
Total spending and commitments	<b>3,197</b>	<b>2,443</b>	<b>1,817</b>
Uncommitted approved budget	<b>3,967</b>	<b>4,721</b>	<b>5,347</b>

The removal of the existing fueling system at 45 Municipal Street is progressing with environmental work completed in 2019. Outstanding work to be completed in 2020 include a risk management plan for the purpose of source water protection, environmental condition of site and Environmental Condition Assessment (ECA) compliance documentation.

Monitoring and remediation continues at 200 Beverley Street, in preparation for a Record of Site Condition (RSC). Staff are working to fulfil the MECP requirements. It is anticipated that a RSC this will be filed and acknowledged by MECP by the end of 2021, at which point the project would be deemed complete from an Environmental Engineering perspective

Preparation of the Baker Street site for redevelopment is underway. Anticipated completion of environmental, hydrogeological and geotechnical work is T3 of 2020. The City is in the process of expropriating two other properties which will also require environmental, archeological and geotechnical investigation and risk assessments for which the timing is undetermined at this time.

Delays on work at Goldie Mill Park are being resolved through Legal, Realty and Court Services. This project is being managed jointly through Environmental Engineering and Facilities and Energy Management due to rehabilitation work on the ruins. Budget overages as a result of the delays have been managed through reallocations of the existing approved capital budget.

## Corporate Projects

This Program is focused on ensuring the overall administrative operations of the corporation are able to effectively deliver service and guidance to the City's external facing service delivery areas. Providing corporate standards ensure that citizens experience a consistent look and feel in their interactions with the corporation.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	15,813	15,813	15,813
2019 capital budget, approved	8,361	8,361	8,361
2019 additional approved funding	4,808 <sup>2</sup>	15,227	(763)
Available capital funding for 2019	<b>28,982</b>	<b>39,401</b>	<b>23,411</b>
2019 capital spending	11,675	4,673	1,856
Open POs	6,699	10,150	4,462
Closed projects	0	0	0
Total spending and commitments	<b>18,374</b>	<b>14,823</b>	<b>6,318</b>

<sup>2</sup> At the time of the 2019 Second Tri-annual Capital Variance Report (CS-2019-26) dated November 4, 2019 the amount of additional approved was \$19.4 million. This has been reduced primarily by the change in reporting of Smart Cities from the capital budget to the operating budget. This accounts for \$10 million of additional funding as previously reported.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
Uncommitted approved budget	<b>10,608</b>	<b>24,578</b>	<b>17,093</b>

In 2018, the Municipal Innovation Exchange (MIX) was incorporated into the City's capital portfolio. In April 2019, the provincial government announced that the MIX funding had been cancelled, however, the City has obtained an extension to March 31, 2020. As part of the extension the project was re-scoped at an overall budget reduction of \$0.7 million.

The City's fleet replacement program saw significantly increased spending in T3 as POs from T2 were fulfilled. Total YTD spending is \$2,233 with issued PO commitments of another \$2,642. 2019 replacements now in service include two ice resurfacers, vector truck, lift platform and replacements of other vehicles and equipment to support Public Works, Parks and Forestry operations.

Spending on corporate information technology projects in 2019 is \$1,561 which is primarily lifecycle replacement of desktops, network, server, and software systems. Further, planning and sourcing of a new Corporate Maintenance Management System is underway, with implementation to begin in 2020.

Corporate energy projects completed in 2019 included Victoria Road Recreation Centre cold water ice flooding, West End Community Centre pool drain heat recovery and LED retrofits at City Hall, Scottsdale Drive and Bullfrog Mall library branches. Energy incentives and rebates received in 2019 totaled nearly \$175 which allowed these collective projects to come in under budget. Surplus funds will be transferred to the 100% Renewable Energy (100RE) Reserve Fund for use on future initiatives to meet the City's 100RE goal.

Significant planning work continues related to Clair-Maltby Secondary Plan with the draft Secondary Plan to be released in T2 of 2020 and completion anticipated in 2021.

## **Emergency Services**

This Program is ensuring that our emergency service providers have the vehicles, equipment and facilities required to effectively deliver critical community services. This requires that their assets are in working and reliable condition and are replaced at the right time. Projects in this Program are directed by industry best practice and service-specific legislation.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	8,660	8,660	8,660
2019 capital budget, approved	4,926	4,926	4,926
2019 additional approved funding	238	178	0
Available capital funding for 2019	<b>13,824</b>	<b>13,764</b>	<b>13,586</b>
2019 capital spending	8,858	5,257	1,936

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
Open POs	1,516	4,024	4,107
Closed projects	0	0	0
Total spending and commitments	<b>10,374</b>	<b>9,281</b>	<b>6,043</b>
Uncommitted approved budget	<b>3,450</b>	<b>4,483</b>	<b>7,543</b>

In 2019, the Guelph Police Services (GPS) Headquarter renovation expenses are \$5,414 YTD. Additional information is available through the [City's Tier-1 process webpage](#).

Additional GPS project spending totalled \$1,323 for 2019. This spending was focused on Information Technology (IT) infrastructure upgrades and vehicle and equipment replacement. Funds carried over to 2020 will continue to be utilized for asset lifecycle replacement, to support the needs of the newly renovated headquarters with furniture and technology solutions as well as supporting the move to next generation 911 technology. These projects allow officers to have critical information and tools available when needed.

Paramedic Services 2019 spending on vehicles and replacements totalled \$1,498 which includes two new expansion ambulances and four replacement ambulances. Spending on facilities renewal includes the installation of sanitary sewer service to Delhi Street Station.

Fire Services 2019 spending is \$623 with replacements of light duty vehicles, station and other equipment, outfitting of fire service vehicles and facility renewal.

### **Open Spaces, Recreation, Culture and Library**

Leisure and active living play a critical role in providing Guelph residents and visitors options to support their quality of life, health and well-being. Social, cultural and recreational infrastructure is a key indicator for quality of life and serves as visitor destinations, which stimulates the local economy.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	13,309	13,309	13,309
2019 capital budget, approved	7,916	7,916	7,916
2019 additional approved funding	420	332	82
Available capital funding for 2019	<b>21,645</b>	<b>21,557</b>	<b>21,307</b>
2019 capital spending	9,055	4,154	1,417
Open POs	2,493	5,421	3,707
Closed projects	0	0	0

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
Total spending and commitments	<b>11,548</b>	<b>9,575</b>	<b>5,124</b>
Uncommitted approved budget	<b>10,097</b>	<b>11,982</b>	<b>16,183</b>

Park planning work is under way with a number of parks being outfitted with new amenities as well as the lifecycle replacement of playground equipment. Construction is complete at Cedarvale Avenue Park with the site now open to the public. Work on the construction of new amenities at Eastview Community Park in 2019 saw the installation of new soccer fields and playground. At Norm Jary Park, splash pad lifecycle repair has been completed. Playground equipment replacement undertaken in 2019 was \$943. The investment into the on-going lifecycle program ensures that children are able to benefit from continued access to safe playground equipment. In 2019 the following parks saw replacements: Burns Drive Park, Grange Road Park, St. George's Park, Suffolk Street park and Royal City Park (North).

Parks facilities renewal of \$937 includes renovations to washroom facilities at Riverside Park and Margaret Greene Park to replace aged infrastructure and make accessibility-related improvements. Recreation facilities renewal saw another \$631 spent in 2019 which included replacement of a condenser at the West End Arena, the replacement of the Evergreen Senior Centre's parking lot, installation of a new heating system for the spectator area at Centennial Arena and other additional works at various recreation facilities throughout the City.

### **Solid Waste Services**

This Program provides for continued customer service, growth, site compliance and maintenance of critical infrastructure required to maintain diversion of waste from landfill. It minimizes landfill disposal costs while reducing the environmental footprint of waste management operations in the City.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	5,948	5,948	5,948
2019 capital budget, approved	3,107	3,107	3,107
2019 additional approved funding	(13)	(13)	0
Available capital funding for 2019	<b>9,042</b>	<b>9,042</b>	<b>9,055</b>
2019 capital spending	1,642	868	694
Open POs	1,231	528	571
Closed projects	19	0	0
Total spending and commitments	<b>2,892</b>	<b>1,396</b>	<b>1,265</b>
Uncommitted approved budget	<b>6,150</b>	<b>7,646</b>	<b>7,790</b>

Spending on equipment and facility lifecycle of \$390 included supply of resident collection bins, LED lighting upgrades, overhead door replacement and replacement of screens for processing of recycling at the Materials Recovery Facility (MRF).

Work on the Solid Waste Master Plan (SWMP) will continue into 2020. The SWMP will provide strategic direction for the service for the next 25 years and will inform future capital and operating plans.

Additional capital works at the MRF have been temporarily paused, except to keep the MRF running for at least the next three years, due to pending legislation until further information becomes available.

## Stormwater Services

This Program involves constructing, operating, maintaining and improving the City's existing stormwater management infrastructure for the purpose of providing flood and erosion control, water quality treatment and environmental protection.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	10,160	10,160	10,160
2019 capital budget, approved	3,890	3,884	4,684
2019 additional approved funding	1,231	800	0
Available capital funding for 2019	<b>15,281</b>	<b>14,844</b>	<b>14,844</b>
2019 capital spending	6,036	1,933	609
Open POs	2,377	4,069	3,446
Closed projects	15	0	0
Total spending and commitments	<b>8,428</b>	<b>6,002</b>	<b>4,055</b>
Uncommitted approved budget	<b>6,853</b>	<b>8,842</b>	<b>10,789</b>

The construction of the snow disposal facility located west of the Wastewater Treatment Plant has been completed. Built from recycled concrete and asphalt this 18,600 square metre facility will provide an environmentally-friendly solution for the storage and eventual melt of snow collected throughout the City.

Stormwater pond rehabilitation work is an ongoing initiative to maintain stormwater management facilities by removing sediment and making minor structural repairs to help limit flood risk. Significant work was completed in 2019 utilizing funding from the Federal and Provincial governments to complete work through the Clean Water and Wastewater Fund program.

The 2019 Stormwater Management Master Plan (SWMMP) is underway with anticipated completion in T1 of 2021. This will provide an update to the 2012 SWMMP and will cover a planning period from 2019 to 2041 to match the City's Growth Plan. The SWMMP will identify the needs of the stormwater system and will inform future funding requirements to meet those needs.



## Transportation Services

This Program captures the network of services and assets that enable the flow of people and goods throughout the city, including: Guelph Transit, Parking, Traffic Management and Infrastructure Development both above and below ground, in the road and right-of-way.

The Program provides for the rehabilitation, renewal, replacement and construction of assets ranging from road surfaces and traffic signals to buses and bus shelters, as well as active transportation routes and parking facilities.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	39,741	39,741	39,741
2019 capital budget, approved	13,989	14,502	14,502
2019 additional approved funding	(8,626)	3,902	2,734
Available capital funding for 2019	<b>45,104</b>	<b>58,145</b>	<b>56,977</b>
2019 capital spending	28,190	17,077	8,105
Open POs	8,333	15,156	18,130
Closed Projects	25	0	0
Total spending and commitments	<b>36,548</b>	<b>32,233</b>	<b>26,235</b>
Uncommitted approved budget	<b>8,556</b>	<b>25,912</b>	<b>30,742</b>

Total 2019 spending of \$28,190 was mainly due to projects related to road reconstruction, right-of-way and related linear upgrades as well as other large scale projects. 2019 saw significant work completed on several major transportation projects: Market Parkade; Norfolk Street Pedestrian Bridge; final phase of Wilson St: Gordon to Macdonnell and Niska Road: City boundary to Downey Road.

City-wide installation of LED street lighting fixtures and network controls began in October 2019 and will see all non-decorative street lights replaced by the end of 2020. Expected benefits of the LED fixtures include improved light quality, reduced operating and maintenance costs as well as an overall reduction in greenhouse gas emissions.

Significant work on Transit's farebox project was completed in 2019 and saw the introduction of the OnYourWay fare card in early 2020. This project included the installation of new fare boxes on all of the City's buses to support use of the new card and integration of the system within the City's software systems. Additional work will continue through 2020 with the majority of the budgeted funds spent by the end of 2020.

As part of the 2020 capital budget process several projects were re-categorized between Transportation Services, Wastewater Services and Water Services to better align with each project's primary funding source. This resulted in an overall

decrease in the Transportation Services program of work as seen in the above table, and an offsetting increase in the Wastewater and Water Services programs.

## Wastewater Services

City staff continue to focus on the maintenance of critical infrastructure to avoid the risk of non-compliance and the higher costs of unplanned maintenance. Further benefits of this Program include: optimizing and increasing capacities of existing systems, reducing infiltration, protecting the natural environment, enhancing asset management, and ensuring wastewater can be conveyed in a manner to satisfy capacity requirements for the City's Wastewater Treatment Plant.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	28,617	28,617	28,617
2019 capital budget, approved	14,528	13,704	13,104
2019 additional approved funding	2,418	(950)	0
Available capital funding for 2019	<b>45,563</b>	<b>41,371</b>	<b>41,721</b>
2019 capital spending	13,555	6,479	803
Open POs	8,069	7,485	7,491
Closed projects	1,248	0	0
Total spending and commitments	<b>22,872</b>	<b>13,964</b>	<b>8,294</b>
Uncommitted approved budget	<b>22,691</b>	<b>27,407</b>	<b>33,427</b>

Total spending of \$13,555 is made up of work at the Wastewater Treatment Plant and the renewal and expansion of linear infrastructure.

Construction continued on the York Trunk Sewer across the city. This is a multi-year project which will provide the east side of the city with growth capacity for the Guelph Innovation District. All underground work (including watermain and sewer) in Phase 2B is complete with final road reconstruction and landscaping works to be completed in T2 of 2020. Phase 2 which is from Ontario to Stevenson is expected to move forward with construction in T2 of 2020 with anticipated completion by 2021. Phase 3 from York to Victoria is currently in the design stage.

Work continues on various facilities and equipment at the Wastewater Treatment Plant including routine maintenance, refurbishment and efficiency upgrades. Sequencing of work on major components of the treatment system is done to maintain treatment capacity. Structural repairs and gas proofing of Digester 3 is estimated to be completed by April 2020, however, it has been identified that there will be a budget deficit on this project. It is recommended that \$677 be reallocated from ST0018 Equipment Replacement and Upgrades to ST0014 Digester Structural Repair and Gas Proofing to provide the necessary funds for completion of Digester 3. After work on Digester 3 is completed the digester cleaning program will commence at Digester 4 as only one digester in the system can be offline at a time.

The cleaning program will include the removal and disposal of all contents and the cleaning of the interior piping and equipment. Once cleaning of Digester 4 is complete, refurbishment work can proceed on Digester 4.

Consultation with the MECP is in the final stages regarding the re-rating of the current treatment plant capacity. A successful outcome will see the plant continue to meet growth demands without the requirement to significantly expand in the near future. This would provide long-term cost savings to residents and businesses.

The 2019 Wastewater Treatment and Biosolids Master Plan (WWTBMP) which will provide an update and consolidation of the Wastewater Treatment Master Plan (2009) and the Biosolids Management Master Plan (2006) will begin in 2020. A planning period of 2019 to 2041 will be covered to align with the City's Growth Plan and the WWTBMP will identify costing for future projects and will help inform future development charge studies.

## Water Services

By proactively creating additional supply and renewing our existing systems, the City is focused on ensuring a safe and reliable source of water for existing customers and to meet the needs of growth.

<b>Capital variance</b>	<b>Tri-annual 3</b>	<b>Tri-annual 2</b>	<b>Tri-annual 1</b>
2018 carry-over budget	39,173	39,173	39,173
2019 capital budget, approved	27,328	27,645	27,445
2019 additional approved funding	7,826	(111)	0
Available capital funding for 2019	<b>74,327</b>	<b>66,707</b>	<b>66,618</b>
2019 capital spending	21,239	14,032	3,595
Open POs	11,411	10,672	13,438
Closed Projects	72	0	0
Total spending and commitments	<b>32,722</b>	<b>24,704</b>	<b>17,033</b>
Uncommitted approved budget	<b>41,605</b>	<b>42,003</b>	<b>49,585</b>

Total spending of \$21,239 is made up of plant, equipment and supply related works as well as linear renewal and expansion of the water distribution network.

Construction continued through the year on the Paisley feeder main to the west portion of the city; Phase 1 and 2 were substantially completed in 2019. This multi-year project will provide the west side of the City with required redundant water supply and growth capacity.

Design work on the FM Woods Water Treatment Plant upgrade began in 2019. With up to 80 per cent of the City's water supply flows to, is treated, stored and pumped into the distribution system at this facility, significant upgrades are required. To maintain operations of the plant and staff work areas the upgrades are being done

in multiple phases. The first phase of the multi-phase renovations is the construction of the Heritage building which was awarded in January of 2020.

Significant work was completed related to the meter replacement program in 2019. This is a multi-year program to replace residential meters outside of their asset lifecycle. This will address the degradation of meter accuracy and risk of failure of meter components. New meters will allow for the City to have increased accuracy on utility billings resulting in the City's ability to collect the correct revenue.

Design of the expansion of the Membro Well facility continues into 2020. This multi-year project will result in the replacement well becoming operational and supports growth as outlined in the Water Supply Master Plan. It is anticipated that the award of the construction contract will be made in T3 of 2020.

As part of the new water supply program, development studies have been initiated at two locations, Guelph South Well (Puslinch Township) and Logan Well (located in the City's Northwest) in 2019. Additionally, detailed design of a water treatment facility at Clythe well was initiated in T3 of 2019 with construction anticipated in 2021.

Work on the 2019 Water Supply Master Plan Update began in 2019 with anticipated completion in T3 of 2020. This will cover a planning period from 2019 to 2041 to match the City's Growth Plan.

### **Financial Implications**

Substantial capital work has been completed in 2019 with \$102.2 million of spending. The 2019 carry-over budget into 2020 is \$157.3 million (before commitments) and will be spent in future years as on-going multi-year projects continue to progress. Work will continue corporately to focus on maintaining momentum in our capital programs and draw down the uncommitted approved budget.

Ongoing monitoring of capital spending ensures that projects are delivered as intended and that any financial impacts are addressed proactively.

### **Consultations**

Corporate Management Team

### **Strategic Plan Alignment**

Reporting tri-annually on the progress of the City's capital program supports the Strategic Plan's Working Together for our Future pillar through maintaining a fiscally responsible local government.

### **Attachments**

Attachment-1 2019 Additional Approved Capital Funding

Attachment-2 2019 Capital Spending as of December 31, 2019

Attachment-3 2019 Closed Capital Projects

### **Departmental Approval**

Greg Clark, CPA, CMA Manager, Financial Strategy & Long-Term Planning

**Report Author**

Patricia Zukowski, CPA, CGA Senior Corporate Analyst – Capital Planning

**This report was approved by:**

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

**This report was recommended by:**

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

## Attachment-1 2019 Additional Approved Capital Funding (000s)

Project	Details	Addition/ (Reduction)
Guelph Innovation District	Council decision to not proceed with acquisition	(665)
Baker Street	Budget increase for Baker Street per Council decision	3,200
Wellington County Contributions	Social Housing, Child Care, Ontario Works Capital (new in 2019, segregated operating and capital into separate presentation)	2,453
Community Buses	Approval of purchase of five buses through 2019 Operating budget	2,717
College Ave East Watermain and Sanitary Sewer	Additional funding from University of Guelph for Turf Grass Institution Reallocation	930
Municipal Innovation Exchange	Decrease in funding per Transfer Payment Agreement	(707)
Other Minor Adjustments	n/a	373
<b>Total additional funding</b>	n/a	<b>8,301</b>

## Attachment-2 2019 Capital Spending as of December 31, 2019 (000s)

Program	2018 carry-over budget	2019 capital budget, approved	2019 additional approved funding	2019 capital spending	Open POs	Closed Projects	Total spending and commitments	Uncommitted approved budget
Contaminated Sites	3,839	3,325	0	1,990	1,207	0	3,197	3,967
Corporate Projects	15,813	8,361	4,808	11,675	6,699	0	18,374	10,608
Emergency Services	8,660	4,926	238	8,858	1,516	0	10,374	3,450
Open Spaces, Recreation, Culture and Library	13,309	7,916	420	9,055	2,493	0	11,548	10,097
Solid Waste Services	5,948	3,107	(13)	1,642	1,231	19	2,892	6,150
Stormwater Management	10,160	3,890	1,231	6,036	2,377	15	8,428	6,853
Transportation Systems	39,741	13,989	(8,626)	28,190	8,333	25	36,548	8,556
Wastewater Services	28,617	14,528	2,418	13,555	8,069	1,248	22,872	22,691
Water Services	39,173	27,328	7,826	21,239	11,411	72	32,722	41,605
<b>Total Capital PoW 2019</b>	<b>165,260</b>	<b>87,370</b>	<b>8,301</b>	<b>102,239</b>	<b>43,336</b>	<b>1,381</b>	<b>146,956</b>	<b>113,975</b>

Note: May not add due to rounding.

### Attachment-3 Closed Capital Projects (000s)

Program	# of Projects Closed	Total Approved Budget	2019 Spending	Total Unused Funding	Grants	Development Charges	Rate Funding	Other	Tax Funding
Contaminated Sites	0	0	0	0	0	0	0	0	0
Corporate Projects	4	17,114	17,114	0.3	0	0	0	0	0.3
Emergency Services	0	0	0	0	0	0	0	0	0
Open Spaces, Recreation, Culture and Library	1	15,256	15,256	0	0	0	0	0	0
Solid Waste Services	3	865	846	19	1	0	0	0	18
Stormwater Management	3	20	5	15	0	0	15	0	0
Transportation Systems	6	1,834	1,688	146	6	5	121	0	15
Wastewater Services	6	6,421	5,221	1,200	15	254	975	(44) <sup>1</sup>	0
Water Services	1	1,261	1,261	0	0	0	0	0	0
<b>Total Closed</b>	<b>24</b>	<b>42,772</b>	<b>41,391</b>	<b>1,381</b>	<b>22</b>	<b>259</b>	<b>1,111</b>	<b>(44)</b>	<b>34</b>

Note: May not add due to rounding.

---

<sup>1</sup> PN0067 Arthur Trunk - Phase 3 - Neeve Street - Howitt / Cross Street received additional developer and partner contributions which allowed for savings on rate funding.



# Staff Report

---

To	<b>City Council</b>
Service Area	Corporate Services
Date	Monday, May 25, 2020
Subject	<b>2019 Year-end Operating Variance Report and Surplus Allocation</b>

---

## Recommendation

1. That the tax supported operating surplus of \$5,478,013 be allocated to the reserve and reserve funds as follows:
  - a. Tax Rate Operating Contingency Reserve (180) \$3,696,763
  - b. Library Operating Contingency Reserve (102) \$18,703
  - c. Police Operating Contingency Reserve (115) \$12,547
  - d. Environment and Utility Reserve (198) \$650,000
  - e. 100 Per cent Renewable Energy (100RE) Reserve Fund (355) \$500,000
  - f. Infrastructure Renewal Reserve Fund (150) \$600,000.
2. That the Water Services operating surplus of \$183,746 be allocated to the Water Capital Reserve Fund (152).
3. That the Wastewater Services operating surplus of \$1,287,410 be allocated to the Wastewater Capital Reserve Fund (153).
4. That the Stormwater Services operating surplus of \$340,673 be allocated to the Stormwater Capital Reserve Fund (165).
5. That the Ontario Building Code (OBC) operating surplus of \$2,081,005 be allocated to the Building Services OBC Stabilization Reserve Fund (188).
6. That the Court Services operating surplus of \$157,608 be allocated to the Court Contingency Reserve (211).

---

## Executive Summary

### Purpose of Report

To provide the 2019 year-end operating position of the City's tax supported and non-tax supported departments, subject to any adjustments resulting from the year-end external audit. Additionally, this report serves as Council's opportunity to approve the allocation of the 2019 surplus as outlined in the Council-approved

Surplus Allocation Policy and in accordance with the General Reserve and Reserve Fund Policy.

## **Key Findings**

The preliminary net operating result for tax-supported departments is a surplus of \$5,478,013 or 1.4 per cent of the 2019 total tax supported gross expenditures. This surplus is larger than projected at the third quarter (Q3) as more revenue and additional savings were realized by the City departments.

The preliminary net operating result for non-tax supported departments is a surplus of \$4,050,442 or 5.1 per cent of the 2019 total non-tax supported gross expenditures. The surplus is in line with what was projected in Q3.

Attachment-1 2019 Year-end Operating Variance Report provides the actual year-end results by department.

Some notable variance drivers are:

- i. Positive revenue related variances contributing to departmental results mainly supplementary taxation, investment income, stormwater rates, OBC administration revenues, water and wastewater basic and consumption usage.
- ii. A favourable year-end position for salaries, wages and benefit costs due to higher than expected vacancies and lower than budgeted benefit costs.
- iii. A favourable year-end position for hydro mainly due to sustained energy conservation and efficiency measures.
- iv. A favorable year-end variance for fuel costs in both corporate fleet and transit fleet.

## **Financial Implications**

The year-end operating position and the reserve and reserve fund positions are important factors considered in determining the City's overall fitness as assessed by an external credit rating agency. This credit rating affects the price at which the City can issue debt and therefore impacts the affordability of long-term capital projects for tax and rate payers of the City.

Over the last few years, the financial stability of the City has been improving through right-sizing of budgets, updating financial policies, and focusing on long-term financial planning. This provides the City the financial flexibility needed for times of uncertainty or crises like Canada is experiencing now with the COVID-19 Pandemic. Without sound financial policies and appropriate reserve levels, a City would struggle in a time of crisis. The City of Guelph is in a good financial position to be able to weather this storm so long as impacts are managed and losses are limited where possible. Staff is recommending a portion of the 2019 year-end operating surplus be allocated to the Tax Rate Operating Contingency Reserve to provide additional financial resources to assist sustainability during this unprecedented time.

---

## **Report**

The year-end operating variance report provides information on the year-end position prior to the completion of the annual external audit and provides recommendations for the allocation of the surplus, subject to Council approval.

Council received the 2019 Q3 Operating Variance report on December 2, 2019. At that time staff projected a year-end favorable surplus of \$2,235,931 for tax supported operating departments and \$4,006,086 projected year-end surplus for non-tax supported operating departments. The year-end forecast was based on September actuals and best estimates for the last quarter of 2019 and full comparison results are shown in Table 1.

Table 1: Q3 Year-end Projection Compared to Actual Year-end Results

Budget	Q3 Projected Year-end Variance	Actual 2019 Year-end Variance
City Departments	\$(2,690,131)	\$(4,166,986)
General Revenues and Expenses	\$454,200	\$(1,660,284)
Local Boards	\$0	\$(31,250)
Grants, Outside Boards and Agencies	\$0	\$380,507
<b>Total Tax Supported Surplus</b>	<b>\$(2,235,931)</b>	<b>\$(5,478,013)</b>
Water Services	\$(1,029,970)	\$(183,746)
Wastewater Services	\$(1,100,116)	\$(1,287,410)
Ontario Building Code (OBC)	\$(1,690,000)	\$(2,081,005)
Court Services	\$(16,000)	\$(157,608)
Stormwater Services	\$(170,000)	\$(340,673)
<b>Total Non-tax Supported Surplus</b>	<b>\$(4,006,086)</b>	<b>\$(4,050,442)</b>

As part of the City's regular variance reporting process, departments were asked to provide comments on their financial results for the year-ending December 31, 2019. Table 2 provides a high level summary for the year-end position of the City's tax supported and non-tax supported operations. More detailed information is provided in Attachment-1 2019 Year-end Operating Variance Report.

Table 2: Summary of 2019 Operating Variance

Net Tax Supported Operating Budget	Total Net Approved 2019 Budget	2019 Net Year-end Variance	2019 Variance as a percentage of Budget
City Departments	\$134,524,001	\$(4,166,986)	(3.1%)
General Revenues and Expenses	\$(216,683,813)	\$(1,660,284)	(0.8%)
Local Boards	\$52,936,596	\$(31,250)	(0.1%)
Grants, Outside Boards and Agencies	\$29,223,216	\$380,507	1.3%
<b>Total Tax Supported Surplus</b>	<b>\$0</b>	<b>\$(5,478,013)</b>	<b>(2.2%)</b>
<b>Net Non-tax Supported Operating budget</b>	Total Approved 2019 Gross Expenditures	2019 Net Year-end Variance	2019 Variance as a percentage of Budget
Water Services	\$31,867,000	\$(183,746)	(0.6%)

Net Tax Supported Operating Budget	Total Net Approved 2019 Budget	2019 Net Year-end Variance	2019 Variance as a percentage of Budget
Wastewater Services	\$33,448,838	\$(1,287,410)	(3.8%)
OBC	\$3,545,000	\$(2,081,005)	(58.7%)
Court Services	\$3,957,400	\$(157,608)	(3.9%)
Stormwater Services	\$6,889,000	\$(340,673)	(4.9%)
<b>Total Non-tax Supported Surplus</b>	<b>\$79,707,238</b>	<b>\$(4,050,442)</b>	<b>(5.1%)</b>

## Corporate Variance Drivers

The identified drivers below were significant, resulting in variances in both the non-tax supported and tax supported budgets.

### i. Corporate Revenues

- City taxation revenues are favourable due to higher than budgeted supplementary revenue from increased building growth, continued focus on proactive assessment base management and continued relationship building with the Municipal Property Assessment Corporation; and
- Investment revenues are favourable due to increased Bank of Canada interest rates which improved the City's cash and investment portfolio returns, however are partially offset due to lower than budgeted dividend income due to change in timing of quarterly dividend distribution from Alectra as compared to Guelph Hydro.

### ii. Corporate Expenditures

- Corporate expenditures were lower than budget due to fewer tax appeal write-offs, lower consulting and audit fees, and lower corporate technology network costs.

### iii. Compensation

- Overall total salary, overtime, benefits, and temporary wages were lower than budget by \$2,049,000 at year-end, inclusive of the typical length of time it takes to fill vacancies. Staff vacancies create challenges for departments and require management to make decisions to ensure service delivery expectations are met. Some examples include increasing overtime, prioritizing work, adjusting work plans, and delaying projects. Overtime was higher than budget, however it was not a concern as departments were able to meet service requirements through the deployment of overtime within the context of the overall compensation budget.

### iv. Utilities

- Overall energy cost was \$616,000 below budget. \$500,000 of the utilities surplus is recommended to be transferred to the 100 Renewable Energy (RE) Reserve to assist in future efficiency projects. Facilities and Energy Management and the Corporate Energy and Climate Change Office's energy conservation efforts that support the Corporate 100RE target continues through strengthening organizational awareness, process optimization, facility LED lighting retrofits, recommissioning of facility HVAC systems, and preventative maintenance. Reduced energy rates at the Wastewater

Treatment Facility and the Waste Resource Innovation Centre continued through the renewed subscription to the Industrial Conservation Initiative (ICI). Staff will continue to monitor the impact of the Provincial strategies and programs in 2020 for additional opportunities for energy savings.

v. Fuel

- Overall fuel cost was \$652,000 below budget across the corporation for all fuel types despite the introduction of federal carbon tax in April 2019. The average price for regular diesel was \$0.91 a litre compared to budget of \$1.05 per litre. This diesel savings mainly occurred in Transit and Operations. \$650,000 of this surplus is recommended to be transfer to the Environment and Utility Reserve to mitigate against future price fluctuations and to assist with general corporate contingency through the COVID-19 emergency.

vi. Repairs and Maintenance

- An overall net budget deficit of \$1,300,000 attributed mainly due to buildings, and vehicle repairs and general maintenance at several City-owned facilities.

### **Tax Supported City Departmental Variances**

In addition to the corporate variance drivers explained above, the following departments experienced year-end variances of five per cent or more due to the following:

i. Office of the Chief Administrative Officer (CAO)

Collectively the departments within the Office of the CAO have a surplus of \$185,039 or 5.8 per cent budget savings, primarily driven by staff vacancies and reduced advertising costs due to more digital advertising and renegotiated contracts.

ii. Infrastructure, Development and Enterprise Services (IDE)

Collectively the departments within IDE have a surplus of \$2,341,835 or 8.4 per cent budget savings, primarily driven by the following:

IDE Administration and Business Development and Enterprise Services (BDE)

- Surplus primarily driven by compensation savings due to staff vacancies and lower promotion and consulting expenses in BDE

Planning and Building Services

- Higher building fees and permit revenue due to increased development activity levels
- Expenditure savings in purchased services due to lower consulting fees and training costs

Engineering and Transportation Services

- Parking revenue shortfalls resulting from the Elizabeth Street lot and a delay in opening of the Market Parkade were offset by savings in compensation due to a higher number of staff vacancies throughout the year resulting in a net surplus position

#### Environmental Services

- Higher than budgeted revenues in the Stewardship Ontario blue box program, sale of recyclable products, public drop off fees, and the sale of carbon credits
- Savings in operating parts, property taxes, and supplies
- The variance is net of carbon credit revenue as the revenue was transferred to the 100RE Reserve Fund to work towards Council's environmental goals

#### iii. Public Services (PS)

Collectively the departments within PS have a surplus of \$1,325,462 or 1.5 per cent budget savings. Primary drivers of the surplus include the following:

- Increased Transit revenue from regular monthly bus pass sales and higher U-passes from the University
- Increased revenue from program registrations, memberships, and product and food sales due to higher activity levels
- Increased revenues from pet, business, and taxi licenses due to increased quantity of licenses issued
- Compensation savings due to staff vacancies and timing of recruitment, partially offset by reduced Provincial funding and higher medical supply costs

#### iv. Corporate Services (CS)

Collectively the departments within CS have a surplus of \$284,338 or 2.2 per cent budget savings, primarily due to compensation savings due to higher staff vacancies which were partially offset by higher than budgeted legal costs.

### **Non-tax Supported City Departmental Variances**

#### i. IDE

Collectively the departments within IDE non-tax have a surplus of \$3,892,834 or 5.1 per cent budget savings, primarily driven by increased revenues, staff vacancies, and reduced utility and credit rebate program costs.

#### Wastewater Services

- Higher billable consumption revenue and new growth demands, compensation savings due to staff vacancies, and utility savings due to participation in the Industrial Conservation Initiative

#### Stormwater Services

- Higher than projected impervious area billing units and slower than planned uptake on the credit rebate program, however participation is increasing

#### OBC Administration

- Higher revenues due to a few large value construction projects

### **Allocation of the 2019 Operating Surplus**

In accordance with City Council's approved Year-end Operating Surplus Allocation Policy, a primary consideration for the allocation of any year-end surplus is to transfer funds to operating reserves to smooth future volatility in operating costs and tax increases. This is provided as a general guideline and may be superseded in

order to address more immediate financial needs as identified by the City Treasurer.

The surplus recommendations are heavily influenced by the General Reserve and Reserve Fund Policy. The City now has identified measurable targets for our reserves, which have enabled evidence-based recommendation for the operating budget transfer. The benefit of this cannot be emphasized enough as it moves the City further along the maturity path of strategic financial management.

For 2019, the City has returned an operating surplus from the tax supported budget and non-tax supported budget. In accordance with the Council-approved year-end Surplus Allocation Policy, the following recommendations are being made:

1. Tax Supported Operating Budget Surplus Allocation - \$5,478,013

It is recommended that the surplus be allocated to reserves that are:

- Below the recommended target
- Replenishing the Council-approved one-time reserve-funded expenditures during 2020 budget
- Potentially required to offset economic and social pressures from COVID-19 pandemic
- Required to alleviate financial pressures in the current or future budget year

The recommended allocation is provided in Table 3.

Table 3: Tax Supported Surplus Allocation

Reserve	Recommended Allocation	Reserve Balance After Allocation	Funded Status
Tax Rate Operating Contingency Reserve (180)	\$3,696,763	\$10,044,198	71%
Library Operating Contingency Reserve (102)	\$18,703	\$18,703	
Police Operating Contingency Reserve (115)	\$12,547	\$201,547	
Environment and Utility Reserve (198)	\$650,000	\$3,532,196	85%
100 RE Reserve Fund (355)	\$500,000	\$1,715,958	
Infrastructure Renewal Reserve Fund (150)	\$600,000	\$15,394,788	51%
<b>Total</b>	<b>\$5,478,013</b>		

Tax Rate Operating Contingency Reserve (180):

This reserve is required to provide the City sufficient liquidity and cash flow and to offset extraordinary and unforeseen corporate expenditures in order to mitigate fluctuations to the tax rate. During the 2020 budget deliberations, Council approved the following to be funded from the 2019 surplus;

- Supportive recovery room (\$150,000)
- One-time capital funding for The Elliott (\$100,000)
- One-time funding to phase in the impact of Guelph Police Services staff enhancements (\$500,000)
- Council composition review (\$230,000)

- Strategic initiatives (\$300,000)
- Transit route review specialist (\$100,000)

Staff is recommending that \$3,696,763 of the 2019 surplus be allocated to the Tax Rate Operating Contingency Reserve for the 2020 budget initiatives above totaling \$1,380,000 and the balance of funding of \$2,316,763 be allocated as a contingency for the COVID-19 pandemic and any economic or social implications resulting from the pandemic.

#### Library Operating Contingency Reserve (102):

This reserve is intended to mitigate fluctuations to the tax rate for planned one-time operating budget impacts or to offset extraordinary and unforeseen Library expenditures. Staff is recommending that the Library surplus in the amount of \$18,703 be transferred to the Library Operating Contingency Reserve to help offset future budget requests.

#### Police Operating Contingency Reserve (115):

This reserve is intended to mitigate fluctuations to the tax rate for planned one-time operating budget impacts, and to offset extraordinary and unforeseen Police expenditures. Staff is recommending that the Police Service 2019 surplus of \$12,547 be allocated to the reserve to replenish the one-time funding approved through the 2020 budget or for a future public art project. Attachment-3 is a letter dated April 16, 2020 from the Guelph Police Services Board to support this recommendation.

Guelph Police Services has requested \$150,000 in funding from the 2019 City surplus for public art at the Guelph Police Headquarters. See Attachment-2 for the formal request letter from the Guelph Police Services Board. Staff is not recommending funding this request due to the current COVID-19 pandemic and the need to prioritize funding for urgent matters.

#### Environment and Utility Contingency Reserve (198):

This reserve is intended to offset the impact of volatile operating expenditures relating to energy, fuel, recycling revenues, winter control and other weather related events. Staff are recommending \$650,000 of the 2019 operating surplus be allocated to this reserve to have appropriate funds on hand to mitigate against this volatility.

#### 100RE Reserve Fund (355):

This reserve fund is used to provide funding for capital and operating projects that will enable the City to accomplish its stated goal of reaching 100 per cent renewable energy by 2050. Staff are recommending \$500,000 of the 2019 operating surplus be allocated to this reserve fund to assist Council in meeting the environmental goals outlined in the Council Strategic Plan.

#### Infrastructure Renewal Reserve Fund (150):

This reserve is used to fund the replacement and rehabilitation of the City's tax supported infrastructure including all tax supported debt servicing including principle and interest. Staff are recommending \$600,000 of the 2019 operating surplus be allocated to this reserve for increased investment requirements in digital technology including the Time, Attendance and Scheduling project that was



identified as a requirement through the review completed in December 2019 with the Provincial Audit and Accountability grant funding.

## Financial Implications

The year-end operating surplus represents one-time funding that cannot be relied on to recur on an ongoing basis, as such; year-end surplus should only be allocated to fund one-time, non-recurring expenditures. Actual financial results vary from year-to-year based on various external and internal factors. A year-end position within the one to two per cent range from budget on an annual basis is a reasonable and prudent result. Table 4 shows the historical year-end position for the City's tax supported businesses.

Table 4: Five-year Historical Tax Supported Year-end Position

<b>Tax Supported</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>
City Departments	\$3,705,277	\$1,942,677	(\$502,860)	(\$2,101,978)	\$(4,166,986)
General Revenues and Capital Financing	(\$1,292,809)	(\$2,668,753)	(\$1,628,957)	(\$1,378,808)	\$(1,660,284)
Local Boards	(\$726,036)	(\$369,077)	(\$279,280)	\$195,304	\$(31,250)
Shared Services	(\$2,829,555)	(\$1,984,787)	(\$1,135,098)	\$29,511	\$380,507
<b>Total</b>	<b>(\$1,143,123)</b>	<b>(\$3,079,940)</b>	<b>(\$3,546,195)</b>	<b>(\$3,255,971)</b>	<b>\$(5,478,013)</b>

The budget process includes review of actual spending trends and considers future need requirements each year so that trends can be adjusted; collectively determining the budget required in any given year to meet the Council-approved service levels. Financial policies are in place to allow the City to manage any surplus or deficit in a fiscally responsible manner.

## Consultations

Departments are responsible for managing their programs according to municipal standards and within the approved budget. The responsibility for monitoring the operating budget is shared by the operating departments and the Finance Department. Department managers were provided financial reports based on their actual revenue and expenditures to December 31, 2019, which they provided a year-end commentary in consultation with the Finance Department.

## Strategic Plan Alignment

Reporting quarterly on the progress of the City's actual operating results compared to budget supports the Strategic Plan's Working Together for our Future pillar through maintaining a fiscally responsible local government.

## Attachments

Attachment-1 2019 Year-end Operating Variance Report

Attachment-2 Guelph Police Services City surplus request

Attachment-3 Guelph Police Services 2019 operating variance request

**Report Author**

Karen Newland, Manager Finance Client Services

**This report was approved by:**

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

**This report was recommended by:**

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

### Attachment-1: 2019 Year-end Operating Variance Report

Department	Annual Budget 2019	Net Expenditures Dec 31, 2019 (\$)	Variance for Dec 31, 2019 (Favourable) / Unfavourable (\$)	Net Variance for Dec 31, 2019 (%)
MAYOR AND COUNCIL	\$ 1,128,860	\$1,098,548	\$(30,312)	(2.7%)
<b>SUB-TOTAL MAYOR AND COUNCIL</b>	\$1,128,860	\$1,098,548	\$(30,312)	(2.7%)
CAO ADMINISTRATION	\$ 689,925	\$621,402	\$(68,523)	(9.9%)
STRATEGY, INNOVATION & INTERGOVERNMENTAL SERVICES	\$ 873,770	\$899,711	\$ 25,941	3.0%
INTERNAL AUDIT	\$ 288,663	\$252,353	\$(36,310)	(12.6%)
CORPORATE COMMUNICATIONS	\$ 1,316,920	\$1,210,773	\$(106,147)	(8.1%)
<b>SUB-TOTAL CAO</b>	\$3,169,278	\$ 2,984,239	\$ (185,039)	(5.8%)
IDE ADMINISTRATION	\$ 193,530	\$176,676	\$(16,854)	(8.7%)
PLANNING BUILDING SERVICES	\$ 3,640,320	\$3,219,928	\$(420,392)	(11.5%)
FACILITIES & ENERGY MANAGEMENT	\$ 5,892,207	\$5,684,131	\$(208,076)	(3.5%)
ENGINEERING AND TRANSPORTATION SERVICES	\$ 3,402,821	\$3,148,177	\$(254,644)	(7.5%)
ENVIRONMENTAL SERVICES	\$ 13,064,880	\$11,805,998	\$(1,258,882)	(9.6%)
BUSINESS DEVELOPMENT & ENTERPRISE SERVICES	\$ 1,527,902	\$1,344,915	\$(182,987)	(12.0%)
<b>SUB-TOTAL INFRASTRUCTURE, DEVELOPMENT AND ENTERPRISE</b>	\$27,721,660	\$ 25,379,825	\$ (2,341,835)	(8.4%)
PS ADMINISTRATION	\$ 438,850	\$430,169	\$(8,681)	(2.0%)
PARKS & RECREATION SERVICES	\$ 13,969,492	\$13,497,292	\$(472,200)	(3.4%)
CULTURE, TOURISM & COMMUNITY INVESTMENT	\$ 6,531,282	\$6,732,978	\$201,696	3.1%
GUELPH TRANSIT	\$ 18,669,181	\$18,133,845	\$(535,336)	(2.9%)
OPERATIONS	\$ 15,378,954	\$15,528,856	\$149,902	1.0%
FIRE SERVICES	\$ 27,631,596	\$27,161,628	\$(469,968)	(1.7%)
GUELPH-WELLINGTON PARAMEDIC SERVICES	\$ 7,101,695	\$6,910,820	\$(190,875)	(2.7%)
<b>SUB-TOTAL PUBLIC SERVICES</b>	\$89,721,050	\$ 88,395,588	\$ (1,325,462)	(1.5%)

<b>Department</b>	<b>Annual Budget 2019</b>	<b>Net Expenditures Dec 31, 2019 (\$)</b>	<b>Variance for Dec 31, 2019 (Favourable) / Unfavourable (\$)</b>	<b>Net Variance for Dec 31, 2019 (%)</b>
CS ADMINISTRATION	\$ 328,500	\$324,012	\$(4,488)	(1.4%)
HUMAN RESOURCES	\$ 2,906,621	\$2,735,291	\$(171,330)	(5.9%)
INFORMATION TECHNOLOGY	\$ 3,408,910	\$3,148,667	\$(260,243)	(7.6%)
CITY CLERK'S OFFICE	\$ 1,704,450	\$1,548,804	\$(155,646)	(9.1%)
FINANCE	\$ 2,853,372	\$2,448,324	\$(405,048)	(14.2%)
LEGAL, REALTY & COURT SERVICES	\$ 1,581,300	\$2,293,717	\$712,417	45.1%
<b>SUB-TOTAL CORPORATE SERVICES</b>	\$12,783,153	\$ 12,498,815	\$ (284,338)	(2.2%)
<b>TOTAL CITY DEPARTMENTS (excl. Financing)</b>	\$ 134,524,001	\$130,357,015	\$(4,166,986)	(3.1%)
GENERAL EXPENDITURES	\$ 5,607,837	\$4,952,203	\$(655,634)	(11.7%)
GENERAL REVENUES	\$(256,512,596)	\$ (257,682,004)	\$(1,169,408)	(0.5%)
CAPITAL FINANCING	\$ 34,220,946	\$34,385,704	\$164,758	0.5%
<b>GENERAL AND CAPITAL FINANCING</b>	\$ (216,683,813)	\$(218,344,097)	\$ (1,660,284)	(0.8%)
<b>TOTAL CITY DEPARTMENTS (incl. Financing)</b>	\$(82,159,812)	\$ (88,082,082)	\$(5,922,270)	(7.2%)
GUELPH POLICE SERVICES	\$ 42,019,900	\$42,007,353	\$(12,547)	(0.0%)
GUELPH PUBLIC LIBRARY	\$ 9,363,062	\$9,344,359	\$(18,703)	(0.2%)
THE ELLIOTT COMMUNITY	\$ 1,553,634	\$1,553,634	\$-	0.0%
<b>SUB-TOTAL LOCAL BOARDS</b>	\$52,936,596	\$ 52,905,346	\$ (31,250)	(0.1%)
WDG PUBLIC HEALTH	\$ 3,946,400	\$3,946,353	\$(47)	(0.0%)
COUNTY OF WELLINGTON (SOCIAL SERVICES)	\$ 22,109,116	\$22,504,370	\$395,254	1.8%
<b>SUB-TOTAL OUTSIDE BOARDS &amp; AGENCIES</b>	\$26,055,516	\$ 26,450,723	\$ 395,207	1.5%
GRANTS - SPECIAL PROJECTS	\$3,167,700	\$3,153,000	\$(14,700)	(0.5%)
<b>Subtotal Grants, Local and Outside Boards &amp; Agencies</b>	\$82,159,812	\$82,509,069	\$349,257	0.4%

<b>Department</b>	<b>Annual Budget 2019</b>	<b>Net Expenditures Dec 31, 2019 (\$)</b>	<b>Variance for Dec 31, 2019 (Favourable) / Unfavourable (\$)</b>	<b>Net Variance for Dec 31, 2019 (%)</b>
<b>TOTAL TAX SUPPORTED</b>	<b>\$ -</b>	<b>\$(5,478,013)</b>	<b>\$(5,478,013)</b>	<b>(2.2%)</b>
WATER SERVICES	\$31,867,000	\$ (183,746)	\$(183,746)	(0.6%)
WASTEWATER SERVICES	\$33,448,838	\$(1,287,410)	\$(1,287,410)	(3.8%)
ONTARIO BUILDING CODE	\$3,545,000	\$(2,081,005)	\$(2,081,005)	(58.7%)
COURT SERVICES	\$3,957,400	\$ (157,608)	\$(157,608)	(3.9%)
STORMWATER SERVICES	\$6,889,000	\$ (340,673)	\$(340,673)	(4.9%)
<b>TOTAL NON-TAX SUPPORTED</b>	<b>\$ 79,707,238</b>	<b>\$(4,050,442)</b>	<b>\$(4,050,442)</b>	<b>(5.1%)</b>



## Guelph Police Services Board

PO Box 31038, Willow West Postal Outlet, Guelph, Ontario N1H 8K1

Telephone: (519) 824-1212 # 213 Fax: (519) 824-8360

TTY (519) 824-1466 Email: board@police.guelph.on.ca

December 3, 2019

City of Guelph  
1 Carden Street  
Guelph, ON N1H 3A1

**Attention: Ms. Colleen Clack**  
**Deputy Chief Administrative Officer, Public Services**

Dear Colleen:

As you know, the Guelph Police Services Board is seeking partnership with the City of Guelph (per its Public Arts Reserve) to create an appropriate Art Installation near the front entrance to the newly renovated Guelph Police Service Building on Wyndham Street in Guelph.

This installation would be representative of the work of the Guelph Police (civilian and uniform) in its ongoing service to the community. The final piece would be determined by the City and its Public Arts Committee, which would organize a juried competition and make the final selection of this enduring piece of public art. It would be a prominent, well-designed and well-lit complement to the newly renovated building and would be another creative point of interest in the Central Business District.

We are seeking a one-time allocation from the 2019 City Operating Surplus in the amount of \$150,000.

The final costing will likely exceed that amount. To that end, our Board is actively seeking private funding as our contribution to this partnership. Should there be a surplus from the city contribution, we shall return same to the Public Arts Advisory Committee of the City of Guelph.

I am enclosing a package that may further explain this initiative and we trust that this request will be considered by senior staff of the City of Guelph.

Sincerely,

A handwritten signature in black ink, appearing to be "C. Clack", with a long horizontal line extending from the end of the signature.

Chair  
Guelph Police Services Board

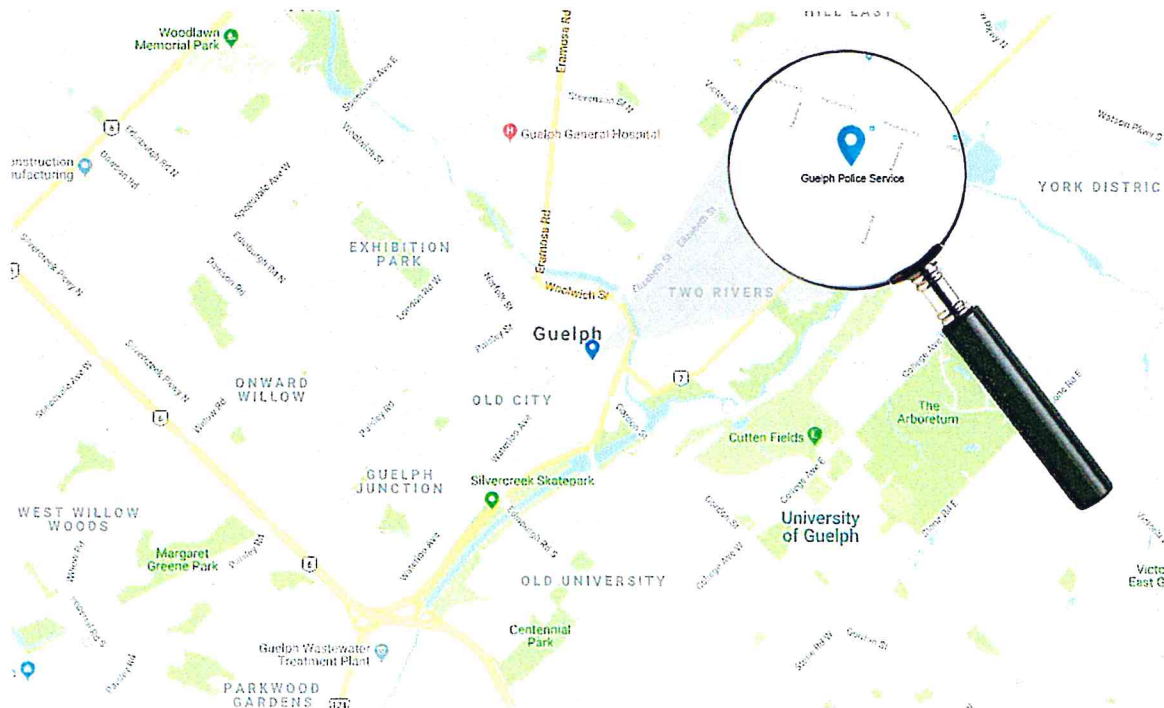
Enclosures



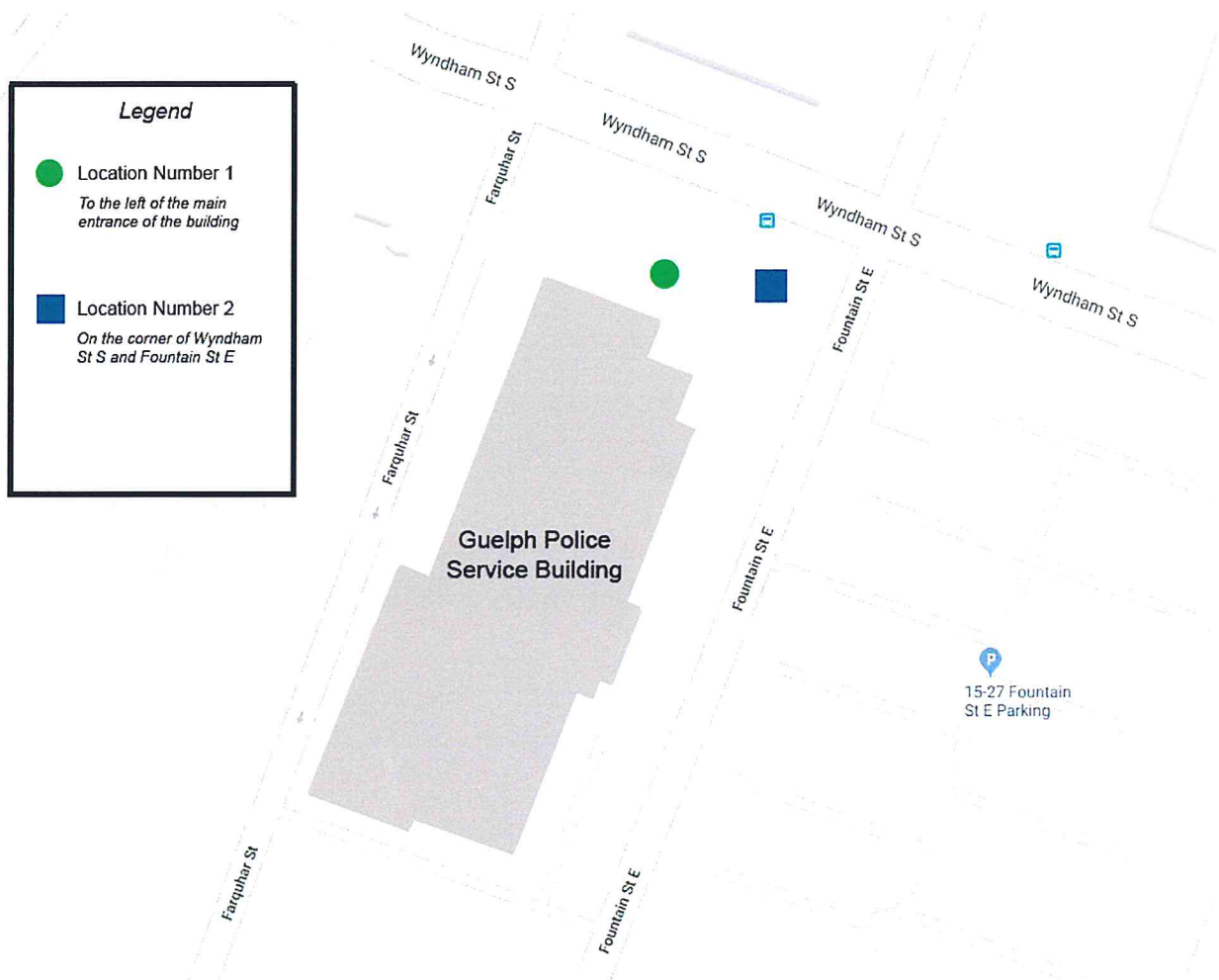
## Concept Drawing



## Where are we located?



## Possible Installation Locations







## ART ACQUISITION and INSTALLATION PROCESS

### Guelph Police Services Board:

Don Drone, Chair  
Robert Carter, Vice-Chair  
Rod Curran, Member  
Christine Billings, Member  
Cam Guthrie, Member

- Concept debated and approved unanimously by our Board.
- Senior Executive Team at the City of Guelph agrees in principle and will create a budget line for the initiative.
- The process will comply with the City of Guelph Public Art Policy (July 2014).

### Next Steps

- i. Funding partnerships between public and private sectors.
- ii. Public Arts Committee works with funders in providing terms of reference for juried competition to select the design and artist.
- iii. Selection of final site and dimensions that will allow for maximum public visibility and sustainability for the winning entry.
- iv. Installation will include landscaping, lighting and appropriate recognition for donors.
- v. Official opening will feature donors and city officials.



## Guelph Police Services Board

PO Box 31038, Willow West Postal Outlet, Guelph, Ontario N1H 8K1

Telephone: (519) 824-1212 # 213 Fax: (519) 824-8360

TTY (519) 824-1466 Email: board@police.guelph.on.ca

April 16, 2020

Mayor Cam Guthrie  
Guelph City Hall  
1 Carden Street  
Guelph, ON N1H 3A1

Your Worship:

At its meeting on April 16, 2020, the Guelph Police Services Board was advised that there is an anticipated year end surplus in the Guelph Police Service 2019 operating budget. The Board passed the following motion:

**THAT** the Guelph Police Services Board forward a request to City Council that 2019 year-end surplus, estimated to be in the amount of \$12,547, be transferred to the Police Operating Contingency Reserve.

The Guelph Police Services Board would respectfully request consideration of the aforementioned recommendation by Guelph City Council.

I look forward to hearing from you.

Sincerely,

A handwritten signature in dark ink, appearing to read "Don Drone", with a long horizontal flourish extending to the right.

Don Drone, Chair

Copies: Tara Baker, General Manager/City Treasurer, City of Guelph  
Gord Cobey, Chief of Police, Guelph Police Service  
Lisa Pelton, Financial Services Supervisor, Guelph Police Service

# Staff Report



---

To	<b>City Council</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, May 25, 2020
Subject	<b>Council support for Lake Erie Source Protection Authority "Winter Maintenance Chemicals: Challenges and Opportunities for Change"</b>

---

## Recommendation

1. That City Council provide the Lake Erie Source Protection Authority with a letter of support including resolution in support of all of the recommended actions included in SPC-19-12-02 to address the Over-Application of Winter Maintenance Chemicals
- 

## Purpose of Report

The purpose of this report is to seek a Council resolution in support of the recommendations outlined in the December 12, 2019 the Lake Erie Source Protection Committee report entitled "Winter Maintenance Chemicals: Challenges and Opportunities for Change" and to provide the Lake Erie Source Protection Authority with a letter of support on this matter.

## Key Findings

- The Lake Erie Source Protection Committee is concerned about groundwater quality trends in their Source Protection Region. Elevated sodium and chloride concentrations are being observed at several locations and 34 municipal drinking water systems have been identified as having an "issue" related to increasing sodium and chloride concentrations as defined under the Clean Water Act, 2006.
- When a municipal drinking water system is flagged as having an "issue" (such as sodium and chloride), the municipality must take corrective action to reduce or eliminate the issue that is causing the elevated concentrations in the well.
- Reducing sodium and chloride concentrations in the environment is challenging since winter maintenance chemicals are required to keep our roadways and parking lots safe for pedestrian and vehicular traffic.
- The current situation is compounded by the potential liability for business owners and operators who apply winter maintenance chemicals. If they under-apply, they risk being blamed for unsafe conditions. The sector has a tendency to over-apply winter maintenance chemicals to reduce the chances of legal actions being taken against them.
- While the Source Protection Program has made significant progress in protecting our municipal drinking water quality and quantity, changes are required in the

Director's Technical Rules to ensure that appropriate thresholds are included to reduce the chances of contaminating our municipal drinking water systems.

- The Lake Erie Source Protection Committee report sends an important call to action to the Province of Ontario on this matter from a technical and legal perspective and solicits support from member municipalities to support this call.

## **Financial Implications**

Funding for the City's Source Water Protection Program is provided within the Council approved 2020 Non-Tax Capital Budget – WT0009 Groundwater Protection. Failure to protect local municipal groundwater supply sources from the impacts of sodium and chloride may drive additional future capital and operational community investments to ensure compliance of treated drinking water volumes produced with the Ontario Drinking Water Standards, Objectives and Guidelines. Such costs are not represented in current Water Services operating and capital forecasts and would be subject to development through progressive detailed engineering design on an individual well-by-well basis.

---

## **Report**

The Lake Erie Source Protection Committee issued a report at the December 12, 2019 meeting entitled: Winter Maintenance Chemicals: Challenges and Opportunities for Change. The report provided a summary of concerns related to the water quality impacts from winter maintenance chemicals. The City of Guelph is an active municipal member of the Lake Erie Source Protection Committee and collaborated with the Region of Waterloo and Wellington County staff to prepare a report for the Source Protection Committee's review at their December 2019 meeting.

Following presentation of the report, the Lake Erie Source Protection Committee passed the following resolutions:

THAT the Lake Erie Region Source Protection Committee receives report SPC-19-12-02 – Winter Maintenance Chemicals: Challenges and Opportunities for Change – for information.

AND THAT the Lake Erie Region Source Protection Committee receives the Recommended Actions to Address the Over-Application of Winter Maintenance Chemicals for consideration and action.

AND THAT the Lake Erie Region Source Protection Committee direct staff to forward report SPC-19-12-02 to the Ontario Minister of the Environment, Conservation and Parks, Ontario Minister of Transportation, Ontario Minister of Municipal Affairs and Housing and Attorney General of Ontario, for their consideration and action of the outlined recommendations regarding changes to the liability framework, increased requirements for winter maintenance of parking lots and changes to the Clean Water Act, 2006 framework to proactively protect municipal drinking water supplies from winter maintenance activities.

AND THAT the Lake Erie Region Source Protection Committee direct staff to forward report SPC-19-12-02 to the Councils of the single, upper and lower-tier municipalities within the Lake Erie Source Protection Region, all Source

Protection Committees, Ontario Good Roads Association, Association of Municipalities of Ontario, and Rural Ontario Municipal Association, to request resolutions in support of the report's recommended actions and forward the resolutions to the Ontario Minister of the Environment, Conservation and Parks, Ontario Minister of Transportation, Ontario Minister of Municipal Affairs and Housing and Attorney General of Ontario.

## **Background**

The water quality trends that have been observed for a number of municipal drinking water systems in the Lake Erie Source Protection Region indicate that several communities are at risk of having to shut down or consider expensive treatment options, unless action is taken to reduce the impacts.

Within the Lake Erie Source Protection Region, approximately 150 wells have documented a trend of increasing concentrations of sodium and/or chloride. There are 34 municipal drinking water systems that have been identified as having a chloride and/or sodium issue under the Clean Water Act, 2006. The systems that have been identified are located in small medium and large communities throughout the Lake Erie Source Protection Region. Municipal drinking water systems that have been flagged as having an issue require specific action plans to mitigate the water quality issue(s).

Elevated sodium and chloride concentrations can be harmful to the environment. Increasing concentrations of these parameters can impair vegetation and impact wildlife, fisheries, and shallow surface water and groundwater quality. This is further compounded by the effects of climate change as we observe more frequent freezing and thawing cycles in the winter months. Increased precipitation and freezing rain events are forcing municipalities to apply winter maintenance chemicals more frequently, increasing the loadings to the land and subsurface.

There are also legislative issues associated with the application of winter maintenance chemicals. Section 44 of the Municipal Act requires municipalities to maintain roads in a "reasonable state of repair" and to maintain them in accordance with the Minimum Maintenance Standards. While each municipality has their own maintenance standards, there is opportunity for improvement to reduce the amount of products that are applied to roads and sidewalks. There are products that have a lesser environmental impact, however, they tend to be significantly more costly and this alone can limit the use of alternative products due to budgetary constraints.

Building owners are required under the Occupier's Liability Act to provide a duty of care to maintain "reasonably" safe conditions for persons while on their premises. In many cases, winter maintenance for properties is outsourced to contractors who are worried that they may end up in a lawsuit if they do not apply sufficient winter maintenance chemicals. The liability implications associated with under-application have influenced municipalities and winter maintenance contractors to over-apply the products and such practices have resulted in the current situation. The current legislative framework needs to be reviewed and amended to account for "reasonable" use of winter maintenance products so that municipalities and contractors have the necessary procedures and protocols in place to protect them from unnecessary lawsuits. In the United States, efforts have been made to change the liability framework to help address the impacts to water resources due to the over-application of winter maintenance chemicals.



In Ontario, as part of the Source Water Protection Program, the Ministry of Environment, Conservation and Parks is reviewing the effectiveness of the various components of the program to identify opportunities to improve the Director's Technical Rules under the Clean Water Act, 2006. Municipalities have been very active in lobbying for change so that the program can stay ahead of potential problems with water quality in municipal drinking water systems. City of Guelph Source Water Protection staff have played an important role, participating in a number of working groups and committees and bringing issues and recommendations to the attention of the Source Protection Committee and the province.

The full report that was presented at the Lake Erie Source Protection Committee is provided in Attachment 1 and includes the recommendations that were included with the report. The Lake Erie Source Protection Committee identified a number of action items for the province and asked for support from its member municipalities in terms of a Council Resolution supporting the recommendations.

Increasing concentrations of sodium and chloride have been documented in several raw water samples in municipal drinking water systems across Ontario that can be attributed to the application and storage of winter maintenance chemicals. Unless the province makes changes, this trend has the potential to render several municipal drinking water supplies undrinkable.

### **Local Implications**

The City of Guelph has been actively enhancing efforts to improve its handling and application of road salt in 2018 and 2019. Through the Source Water Protection Program, funds were provided to Public Works to facilitate procurement and implementation of new and improved snow plow salt allocation equipment upgrades to permit Public Works to more accurately track road salt application by areas within the City. Use of these technologies in a trial set of City snow plows in late 2018, early 2019 saw a reduction of 20% in salt application. Furthermore, in partnership with the University of Guelph G360 Centre and financial resources from the Natural Sciences and Engineering Research Council of Canada (NSERC), Water Services has expanded its groundwater monitoring well network to provide staff and researchers with a more comprehensive picture of water quality (specifically, sodium and chloride parameters) in working to continue to protect our local finite groundwater resources.

The Risk Management Official (RMO) for the City of Guelph has been an active participant at the Source Protection Committee level involved in program improvements to the Director's Technical Rules related to the Handling and Application of Road Salt as well as a participant member of a joint committee chaired by Conservation Ontario and Ontario Good Roads Association, formed to provide technical input and advocate for changes in provincial regulatory reform. To that end, City staff are highly engaged in discussions and information gathering to invoke the changes that are required by the Province and will ensure that Council is appraised of any substantial changes on such matters and the implications of such changes for the City of Guelph, where applicable.

### **Financial Implications**

Funding for the City's Source Water Protection Program is provided within the Council approved 2020 Non-Tax Capital Budget – WT0009 Groundwater Protection.

Failure to protect local municipal groundwater supply sources from the impacts of sodium and chloride may drive additional future capital and operational community investments to ensure compliance of treated drinking water volumes produced with the Ontario Drinking Water Standards, Objectives and Guidelines. Such costs are not represented in current Water Services operating and capital forecasts and would be subject to development through progressive detailed engineering design on an individual well-by-well basis.

### **Consultations**

Kate Sullivan, Acting Manager of Policy and Intergovernmental Relations, Strategy, Innovation and Intergovernmental Services

Terry Gayman, General Manager, Engineering and Transportation Services

Bruce Banting, Associate Solicitor, Legal, Realty and Court Services

Terry Dooling, Manager, Public Works

Teisha Colley-Balgrave, Corporate Analyst, Finance

### **Strategic Plan Alignment**

This report is aligned with the Strategic Plan Priorities of Sustaining our Future by protecting our community groundwater resources to ensure their future sustainability.

### **Attachments**

Attachment-1 Lake Erie Source Protection Committee Report SPC-19-12-02, December 12, 2019

### **Departmental Approval**

Wayne Galliher, C.E.T., Division Manager, Water Services

### **Report Author**

Peter G. Rider, P. Geo, RMO, Source Water Protection Program Manager

### **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](mailto:jennifer.rose@guelph.ca)

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

Kealy Dedman, P.Eng., MPA

Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

[kealy.dedman@guelph.ca](mailto:kealy.dedman@guelph.ca)

## **LAKE ERIE REGION SOURCE PROTECTION COMMITTEE**

**REPORT NO.**    **SPC-19-12-02**

**DATE:** December 12, 2019

**TO:**    Members of the Lake Erie Region Source Protection Committee

**SUBJECT:**    **Winter Maintenance Chemicals: Challenges and Opportunities for Change**

---

### **RECOMMENDATION:**

THAT the Lake Erie Region Source Protection Committee receives report SPC-19-12-02 – Winter Maintenance Chemicals: Challenges and Opportunities for Change – for information.

AND THAT the Lake Erie Region Source Protection Committee receives the Recommended Actions to Address the Over-Application of Winter Maintenance Chemicals for consideration and action.

### **REPORT:**

#### **Summary of Report Contents**

- Introduction
- Recommended Actions to Address the Over-Application of Winter Maintenance Chemicals
- Increasing Sodium and Chloride Concentrations within Groundwater Drinking Sources in Lake Erie Source Protection Region
- Liability and Other Factors Influence the Amount of Salt Applied
- Changes Needed to the Source Water Protection Director's Technical Rules

#### **Introduction**

At the October 3, 2019 Lake Erie Region Source Protection Committee (SPC) meeting, members discussed the ongoing issue of salt over-application and the increasing number of sodium and chloride Issue Contributing Areas (ICAs) across the Lake Erie Source Protection Region. Following the discussion, the committee directed Lake Erie Region staff to draft a report and recommendation(s) regarding the issue for presentation at the next SPC meeting.

This report has been written in collaboration with staff from the Grand River Conservation Authority (GRCA), City of Guelph, Region of Waterloo and Wellington Source Water Protection.

#### **Recommended Actions to Address the Over-Application of Winter Maintenance Chemicals**

To address the above concerns, the following recommendations are provided to the Lake Erie Region Source Protection Committee for consideration:



THAT the Province of Ontario explore ways to reduce the factors that contribute to excess application of winter maintenance chemicals on road ways and parking lots through a review of the liability framework in Ontario.

THAT the Province of Ontario work with municipalities to strengthen training programs for road agencies that apply winter maintenance chemicals on roads and sidewalks to reduce application rates without compromising road safety that would assist with mitigating risks to municipal drinking water systems.

THAT the Province of Ontario require property owners and contractors responsible for maintaining safe parking lots and sidewalks be trained and certified in the application of winter maintenance chemicals.

THAT the Province of Ontario change Prescribed Drinking Water Threats, “the application of road salt” and “the handling and storage of road salt” to “the application of winter maintenance chemicals” and “the handling and storage of winter maintenance chemicals”, and define the term in the regulation.

THAT the Province of Ontario change the Table of Circumstances related to the application of winter maintenance chemicals to differentiate between application on roads, sidewalks and parking lots to reflect the different liability issues and the nature of winter maintenance conducted for each surface type.

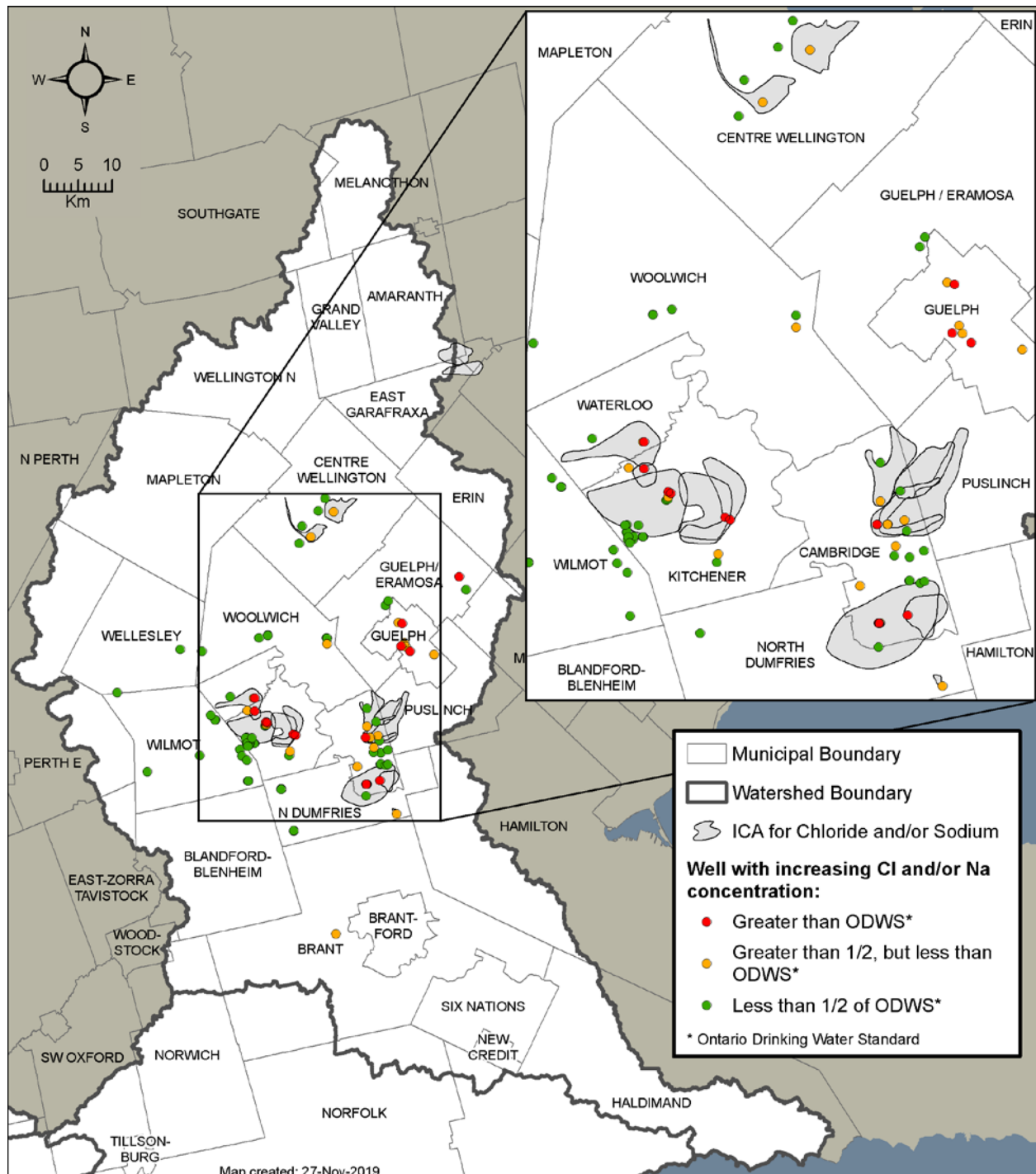
AND THAT the Province of Ontario amend the Clean Water Act’s Director’s Technical Rules to enable municipalities to proactively protect their municipal drinking water supplies from the application and storage of winter maintenance chemicals.

### **Increasing Sodium and Chloride Concentrations within Groundwater Drinking Sources in Lake Erie Source Protection Region**

Municipal water supplies within the Lake Erie Source Protection Region (LESPR) have exhibited increases in chloride and sodium concentrations. **Map 1** identifies all municipal supplies within the LESPR that are impacted by increasing chloride and sodium concentrations. Within LESPR, approximately 150 wells are impacted by increasing concentrations of chloride and/or sodium, where 34 wells have identified chloride and/or sodium as an Issue under the *Clean Water Act, 2006* and Technical Rules. **Map 1** shows the ICAs for chloride and sodium, along with municipal supply wells with increasing concentrations. Issue Contributing Areas are delineated for wells with an Issue and policies apply to address the elevated contaminant concentrations.

The impacted municipal supply wells range from small rural centres (Elora, Fergus – Centre Wellington, Guelph-Eramosa, Paris – County of Brant) to medium cities (City of Guelph, Orangeville) to large urban areas (Region of Waterloo). Examples of increasing chloride and sodium concentrations at municipal supply wells within the LESPR are described below and include Wells E3 in Elora and F1 in Fergus, the City of Guelph Water Supply Wells, William Street Wellfield in Waterloo and Well G5 in Cambridge. The Town of Orangeville Water Supply System is impacted by increasing chloride and sodium concentrations and has defined ICAs that extend into the LESPR.

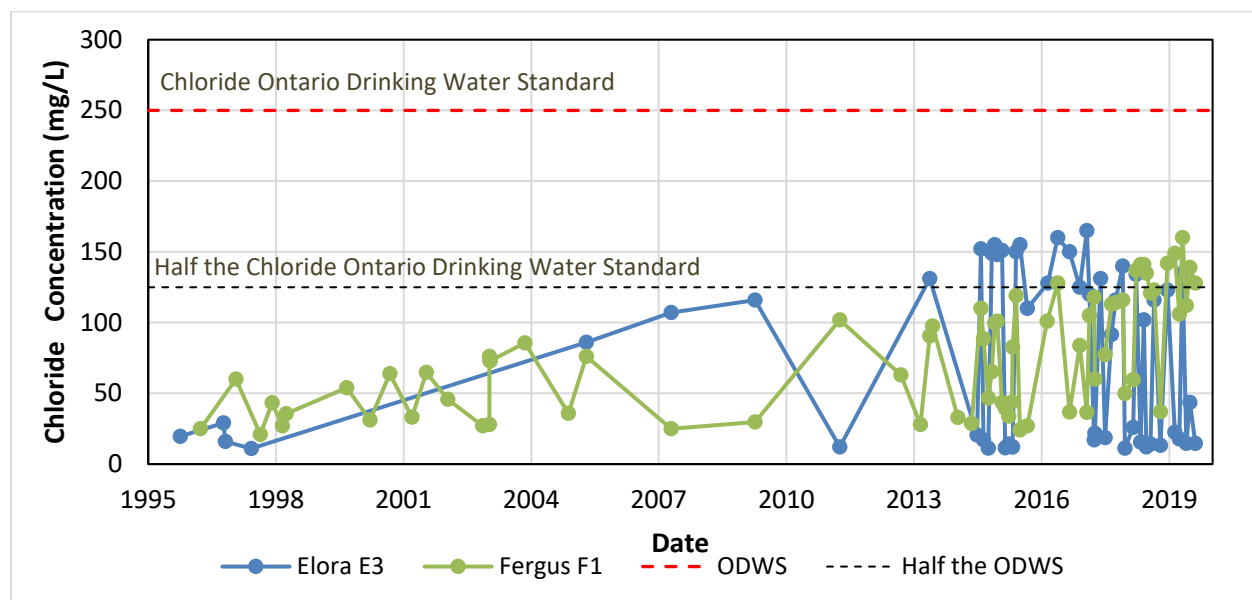
**Map 1: Lake Erie Region Municipal Supply Wells with Elevated Chloride and Sodium Concentrations**



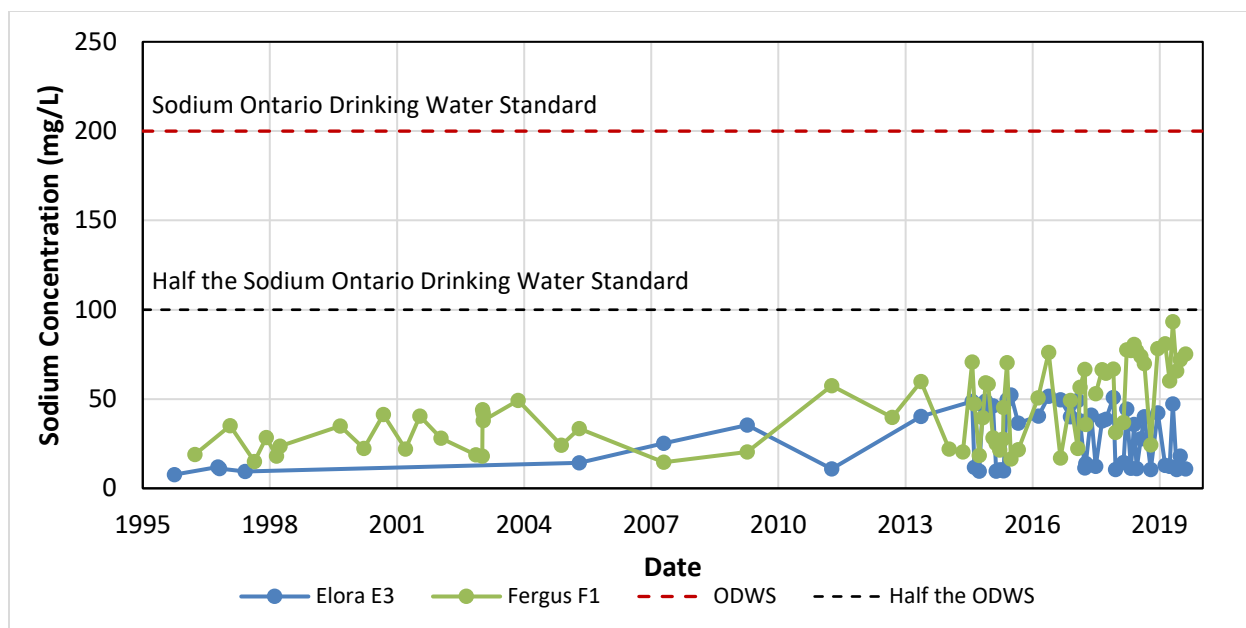
## Increasing Sodium and Chloride Concentrations at Bedrock Groundwater Wells in Wellington County

The Township of Centre Wellington monitors sodium and chloride concentrations at the nine municipal wells that service Elora and Fergus. Well Fergus F1 is screened within a bedrock aquifer with surrounding land primarily urban. Well Elora E3 is screened within a bedrock aquifer with surrounding land primarily agricultural, with a large manufacturing facility located immediately north of the well.

**Figure 1** and **Figure 2** illustrate the increasing and variable trends of chloride and sodium concentrations at Elora Well E3 and Fergus Well F1. Chloride concentrations at Elora Well E3 and Fergus Well F1 are both above and below half of the Ontario Drinking Water Standards (125 mg/L). Maximum chloride concentrations are noted at Elora Well E3 of 165 mg/L. At Elora Well E3 and Fergus Well F1 sodium concentrations are increasing, but remain below half of the Ontario Drinking Water Standards (100 mg/L). Maximum sodium concentrations are noted at Fergus Well F1 of 93 mg/L. A study completed by Golder Associates (2015) concluded that groundwater at well F1 appears to be derived mainly from the overburden and shallow bedrock aquifers, while groundwater at well E3 appears to be derived mainly from the bedrock aquifer. In both cases, the chloride source is likely from the surface (anthropogenic sources). As a result of the increasing chloride concentrations to above half of the Ontario Drinking Water Standards and the anthropogenic origin of the chloride, chloride was identified as an Issue and an ICA was delineated for both Elora Well E3 and Fergus Well F1.



**Figure 1: Chloride concentrations at Elora Well E3 and Fergus Well F1**

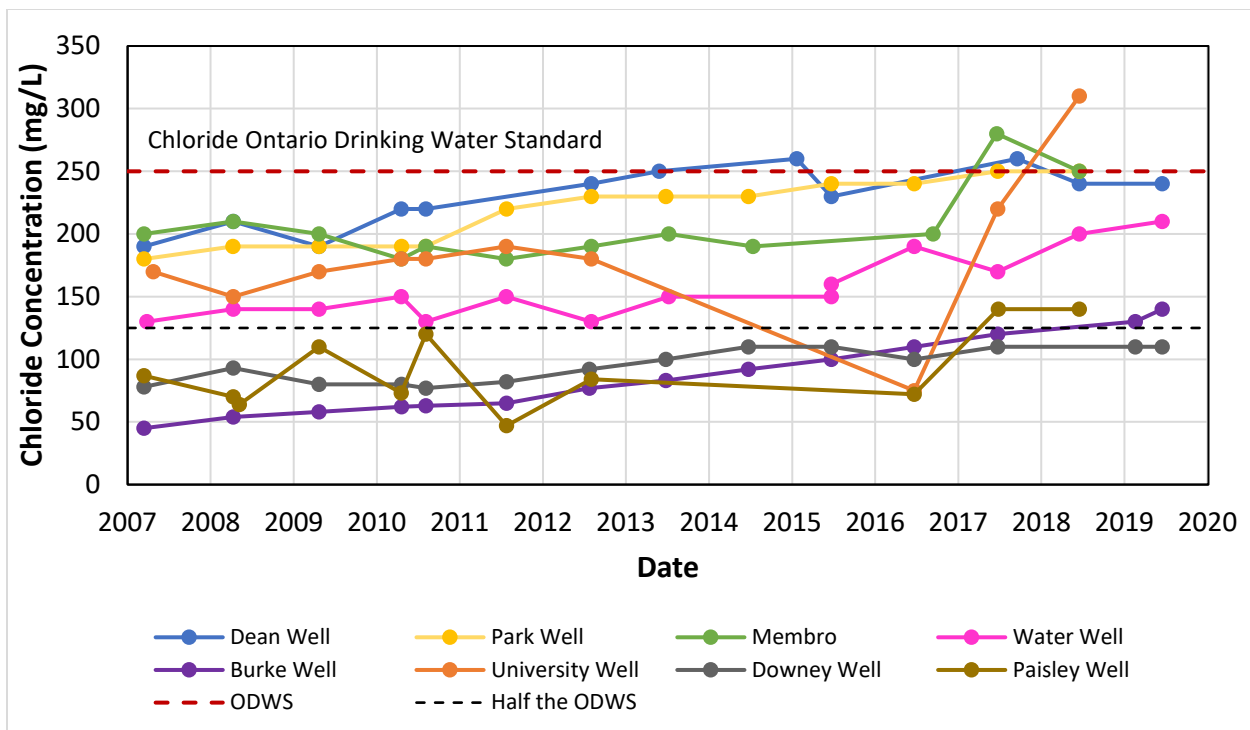


**Figure 2: Sodium concentrations at Elora Well E3 and Fergus Well F1**

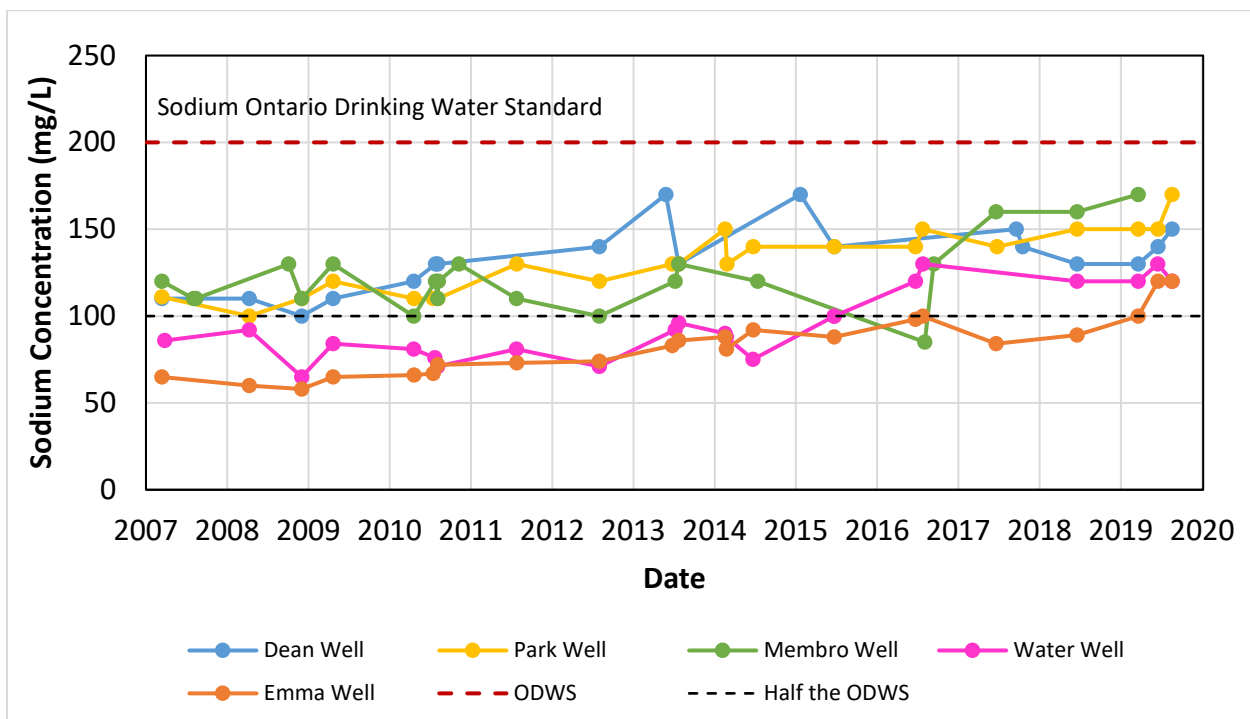
#### Increasing Sodium and Chloride Concentrations at Bedrock Groundwater Wells in the City of Guelph

Sodium and chloride concentrations are increasing at several bedrock wells within the City of Guelph. **Figure 3** and **Figure 4** below illustrate increasing chloride and sodium trends in select municipal wells within the City of Guelph. **Figure 3** shows chloride concentrations above half the Ontario Drinking Water Standard for chloride (125 mg/L) at almost all wells, with chloride concentrations approaching or at the Ontario Drinking Water Standard for chloride of 250 mg/L. **Figure 4** shows sodium concentrations above half the Ontario Drinking Water Standard for sodium (100 mg/L) at all wells, with sodium concentrations ranging from 120 to 170 mg/L in 2019.

Sodium and chloride are not identified as Drinking Water Issues at City of Guelph wells. The City of Guelph will continue to monitor sodium and chloride concentrations.



**Figure 3: Chloride concentrations at select municipal wells within the City of Guelph**



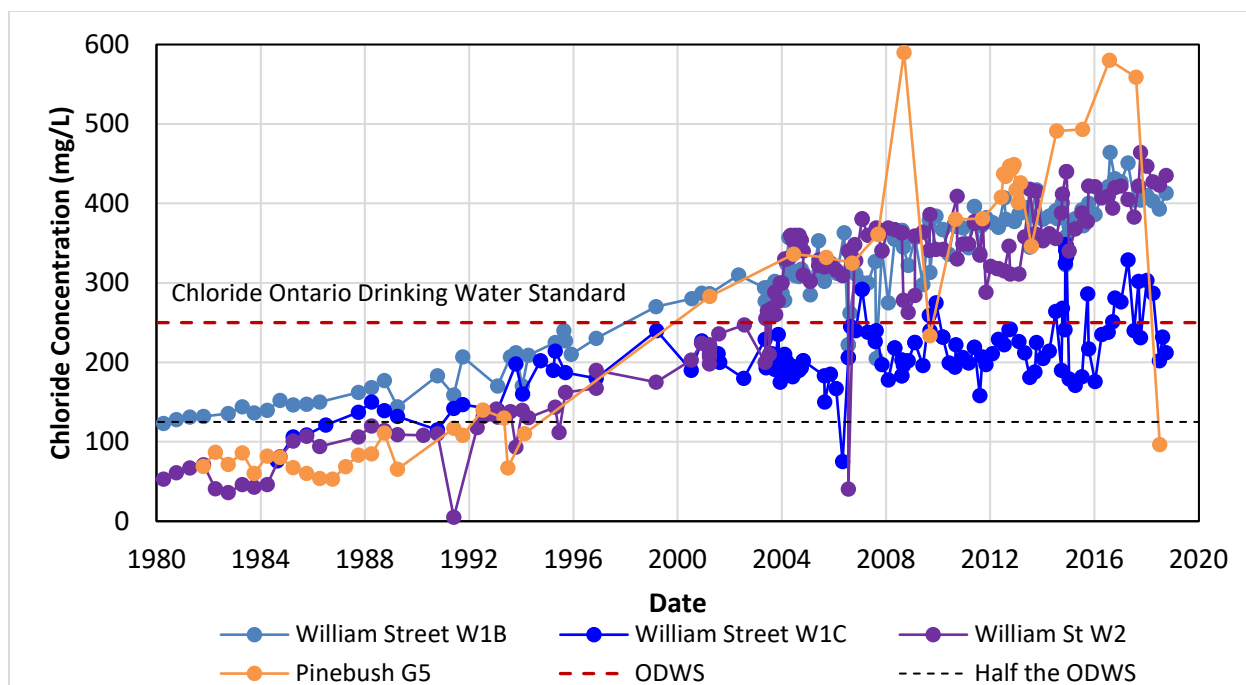
**Figure 4: Sodium concentrations at select municipal wells within the City of Guelph**

### Increasing Sodium and Chloride Concentrations at Groundwater Wells in the Region of Waterloo

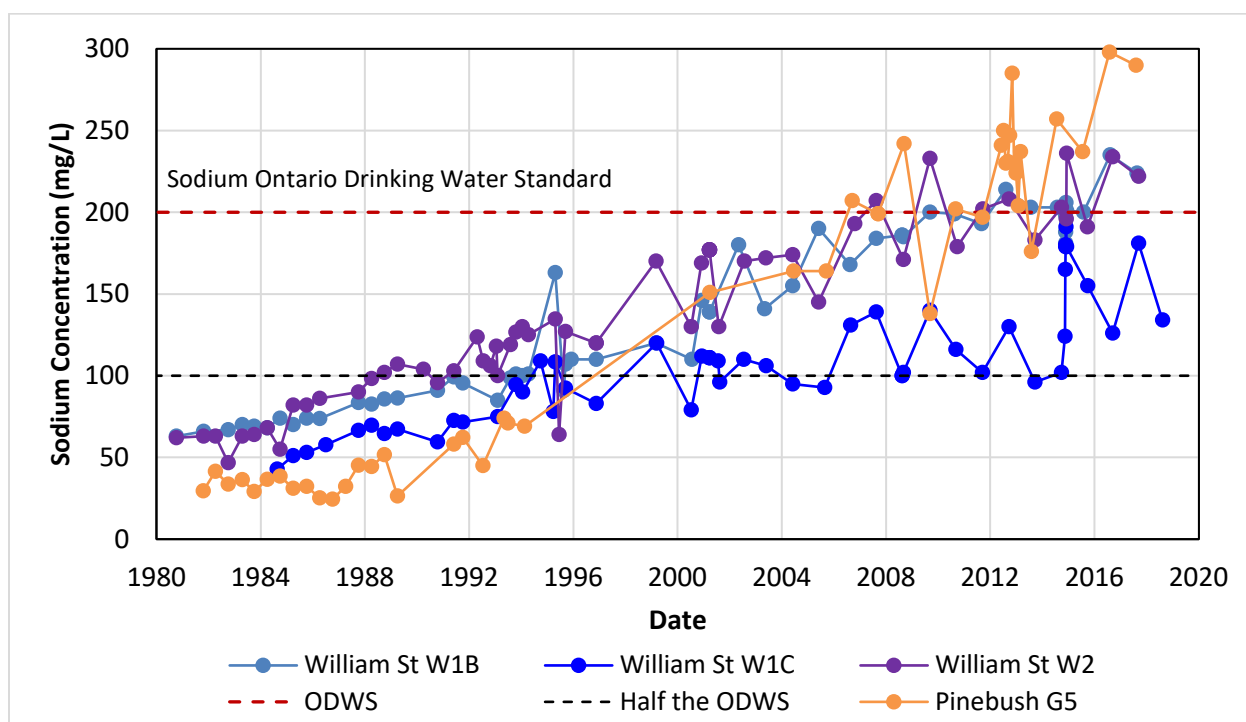
The Region of Waterloo has nine wellfields with elevated concentrations of chloride and sodium that resulted in the identification of Issues under the *Clean Water Act, 2006* and Technical Rules and delineation of ICAs. Impacted wellfields are generally within the urban areas of Cambridge, Kitchener and Waterloo. Chloride and sodium concentrations have been measured as high as 750 mg/L and 365 mg/L, respectively, at one municipal wellfield in the Region of Waterloo.

The William Street Wellfield is an example of one of the Waterloo's wellfields that is impacted by increasing chloride and sodium concentrations. **Figures 5** and **6** below illustrate the increasing chloride and sodium concentrations at the three water supply wells in the William Street wellfield. An increasing trend of chloride (**Figure 5**) is observed dating back to 1975. Current chloride concentrations are above the Ontario Drinking Water Standard of 250 mg/L with 2019 chloride concentrations reaching approximately 450 mg/L. An increasing trend of sodium (**Figure 6**) is observed dating back to 1980. Current sodium concentrations at two of the three wells are above the Ontario Drinking Water Standard of 200 mg/L with 2019 sodium concentrations reaching approximately 240 mg/L.

**Figures 5** and **6** also present the results from well G5 of the Pinebush system in Cambridge and demonstrates the impacts from application of salt on parking lots. This well also shows increasing chloride and sodium trends from the 1980s. However, the concentrations dramatically increase in the middle to late 1990s, which is coincident with the construction of a large retail centre and associated large parking lots immediately adjacent to the well. Currently, chloride and sodium concentrations are higher than those in the William Street wellfield, being approximately 600 mg/L and 300 mg/L, respectively.



**Figure 5: Chloride concentrations at the William Street and Pinebush Wellfields in the Region of Waterloo**



**Figure 6: Sodium concentrations at the William Street Wellfield in the Region of Waterloo**

### Implications of Elevated Sodium and Chloride in the Environment

Elevated and increasing concentrations of chloride and sodium are becoming prevalent in small rural centre, medium sized cities, and large urban areas. The application of road salt (sodium chloride) is a common activity across LESPR given winter road conditions.

The application of salt on roads (and parking lots) enters into the environment in several ways. In many cases, the snow gets plowed onto the road shoulder which either enables it to infiltrate into the groundwater or the meltwater runs off into surface water features and/or into storm water management structures. While the primary purpose of these storm water facilities is to manage wet weather flows, they also receive meltwater during the winter months. If the stormwater structures include infiltration galleries and/or Low Impact Development (LID) infrastructure, some of the salty water conveyed to them during the winter months could infiltrate into the subsurface further exacerbating impacts to groundwater based municipal drinking water systems. Ultimately, all the winter maintenance chemicals eventually enter the natural water system.

Climate change is resulting in more extreme weather patterns with generally milder winters and increased frequencies of precipitation freeze/thaw cycles predicted, resulting in increased use of chemicals for winter road and parking lot maintenance. If left unmanaged, chloride and sodium from road salt will continue to contaminate drinking water sources.

A summary of negative impacts of road salt use for winter maintenance can be described as follows:

- increased concentrations of chloride and sodium in surface water and groundwater drinking water sources impairs the water taste and poses a risk to persons with high blood pressure and sodium restricted diets;
- premature wear to concrete sidewalks and structures (bridge decks, overpasses) which reduces overall life of such infrastructure and results in increased capital costs to maintain them on the order of \$250-\$480 per tonne of salt applied (Environmental Commissioner of Ontario, 218). and,
- damage of animal and plant cells' ability to carry out key ecological processes, changes to the weight of lake water to block the normal mixing process, which is essential for oxygen mixing, and harm to soil, gardens, vegetation and trees, which are necessary for shade as summers get hotter.

The only treatment process available to remove sodium and chloride from water is by reverse osmosis (desalinization) which is very expensive, energy intensive and creates a large volume of concentrate waste brine that must be discharged back into the environment. Accordingly, the only way to minimize the impacts from road salt on water resources and the environment is to reduce the amount being used.

### **Liability and Other Factors Influence the Amount of Salt Applied**

In 2001, Environment and Climate Change Canada (ECCC) completed an assessment of the impacts of road salt and concluded that high releases of road salts were having an adverse effect on freshwater ecosystems, soil vegetation and wildlife. This assessment initiated the risk management process to address the risks posed to the environment by road salt. Subsequently, a Code of Practice was developed by ECCC and a parallel Synthesis of Best Practices document was created by the Transportation Association of Canada. The synthesis is a detailed resource on winter maintenance practices and supplements the recommendations made within the Code.

The two main recommendations of the Code are the development of salt management plans and implementation of best management practices. The Code is voluntary, only applies to road



organizations that use more than 500 tonnes of salt per year, and does not apply to application on parking lots or sidewalks. The ECCC assessment report concluded that application of salt on parking lots represents less than 10% of the total amount of salt being applied across the country. However, the contribution of parking lots in urban areas is much greater due to the increased density of paved surfaces and the higher potential application rates needed to address private property liability concerns. Specifically, in parts of Cambridge, Kitchener and Waterloo, salt loading to groundwater from parking lots is equal to or greater than the loading from roads.

Several pieces of legislation provide the legal context for application of winter maintenance chemicals. For roads, municipal transportation agencies are required under Section 44 of the Municipal Act to maintain roads in a “reasonable state of repair” and to maintain them in accordance with the Minimum Maintenance Standards. For building owners and managers, the Occupier’s Liability Act requires a duty of care to maintain “reasonably” safe conditions for persons while on their premises. However, unlike for roads, the definition of what is reasonably safe is not stipulated and there are no standards. For parking lots, what is reasonable is determined through awareness of legal case studies, which are not too frequent, as most slip and fall claims arising from winter maintenance on parking lots are settled out of court. In addition, for private contractors, a settlement made by their insurance company often results in increases in insurance costs and/or loss of insurance completely. To ensure on-going viability of their businesses, most contractors will err on the side of caution and over apply salt.

These two pieces of legislation provide a framework for over-application of salt that is condoned by the public as necessary to ensure the protection of the travelling public. There is little recognition that this over-application may not be necessary as protection from liability is paramount. This framework is further facilitated by the following:

- the Ontario Environmental Protection Act exempts salt from being considered a contaminant if it is used “... for the purpose of keeping the highway safe ...” meaning that applicators of salt do not have to be concerned about any environmental impacts by the amount they use;
- weather is difficult to predict and the weather that arrives can vary from that forecasted, which means that applications are often higher than needed in case the conditions are worse than forecasted;
- the science behind how salt works is poorly understood (i.e. it is the brine that breaks down ice, not rock salt itself, or that rock salt is not effective in temperatures below -10°C) or is ignored due to liability concerns;
- there is increasing societal demand to maintain black asphalt in southern Ontario at all times and conditions, provide alternate forms of travel with associated high winter maintenance requirements, and addressing accessibility concerns in winter for accessibility-challenged persons; and
- rock salt is on the order of 40% cheaper than the next cheapest winter de-icing chemical, forcing most municipalities and private contractors to default to this chemical even though other chemicals may improve winter maintenance performance with less environmental impact.

All of the above factors contribute to the public's perception that salt does not affect the environment and creates a “laissez-faire” attitude towards the presence of salt on paved surfaces.

#### Factors Influencing Winter Maintenance on Roads

As noted above, the obligations to maintain roads arise from the Municipal Act and Minimum Maintenance Standards. These provide some level of liability protection against municipalities in

the event of vehicle accidents or slip and fall claims on roads. However, the capacity of each municipal agency to adopt new and/or implement sophisticated practices varies and many municipalities have budget pressures which may limit the introduction of these practices. In addition, the impact of joint-and-several liability often results in municipalities paying the majority of the costs resulting from an accident even if their contribution to the fault is minimal, further exacerbating the financial challenges for municipalities. Finally, most municipalities set a single performance standard for each road class and segment and most if not all municipalities are not willing to change the standard if the road comes in and out of a vulnerable drinking water protection area. These issues coupled with the voluntary nature of the ECCC Code could force municipalities to minimize adoption of practices to meet the Code or not participate at all.

Application on roads also differs from that on parking lots for the following reasons:

- most winter maintenance on roads are performed by municipal staff and/or larger contracted companies (e.g. province of Ontario) which provide stable working conditions that can attract long term employees ensuring consistency in approach reducing the need to train revolving staff;
- there are a relatively modest number of road agencies compared to hundreds and possibly thousands of private contractors; and
- the passage of cars on roads assists in the break down of the solid winter maintenance chemicals into the liquid brine needed to break the bond between snow/ice and the underlying surface, resulting in the need for less salt to be applied.

All of these factors can help reduce the amount of salt applied on roads compared with that applied on parking lots.

Many road authorities have made considerable improvements in technology, operational approaches and training to help improve application and reduce impacts to the environment. However, further changes will be difficult to achieve in part due to the risks associated with liability. In addition, the benefit of these reductions could be off-set by changes in climate, e.g. more freezing rain events, which will necessitate changing the approach to winter maintenance on roads. Further, the expansion of the Minimum Maintenance Standards to sidewalks in 2018 could result in an overall increase in the amount of salt being applied to the road network. This will exacerbate the impact to municipal drinking water supply sources. In Ontario, several organizations are promoting changes to the liability framework including the following:

- the Association of Municipalities of Ontario submitted a letter to the Ontario Attorney General requesting reform of the joint and several liability framework in Ontario as it relates to municipalities;  
<https://www.amo.on.ca/AMO-Content/Policy-Updates/2019/AMOSubmitsReporttoAttorneyGeneralonLiabilityandIns>).
- a combined working group representing the Ontario Good Roads Association and Conservation Ontario submitted a letter to the Ontario Attorney General requesting a review of the liability related to application of winter maintenance chemicals (**Appendix A**); and
- the World Wildlife Fund provided comments on the Province of Ontario's Environmental Plan as posted on the Environmental Registry advocating for review of the liability framework in Ontario.

[http://assets.wwf.ca/downloads/ero\\_roadsalt\\_final\\_signon.pdf](http://assets.wwf.ca/downloads/ero_roadsalt_final_signon.pdf)

These letters highlight the challenges with the liability framework in Ontario and support the discussion contained in this report. Undertaking this review in addition to strengthening training programs for road agencies to reduce winter maintenance chemical application rates without compromising road safety would assist with mitigating risks to municipal drinking water systems.

#### Factors Influencing Winter Maintenance on Parking Lots

As persons responsible for parking lots do not have standards or guidance to follow, the approach to winter maintenance for a particular event is based primarily on their experience which results in inconsistent application rates and/or levels of service for each parking lot. In most cases, building parking lots and sidewalks are maintained by private winter maintenance contractors and the nature of the winter maintenance services is determined by the contract with the property owner. These contracts often contain an unrealistic level of service requirements, e.g. maintain bare pavement at all times, which the contractor addresses through over-application of salt and/or chemical “plowing” which uses excessive amounts of salt to melt all the snow. The contracts often attempt to assign the liability to the contractor, which is very difficult legally, and may have pricing structures that financially incentivize the application of salt on the property.

Much of the private winter maintenance contracting industry is performed by small and medium sized businesses. As a result, and because of the tendering process to compete for clients, they are less likely to invest in best practices/advanced technologies as part of their operation in order to make them profitable. The individual contracting company is also trying to maintain their insurance coverage, have high staff turnover rates which reduces the incentive to invest in staff, and the competition/bid process results in little sharing of management practices within the industry. In addition, as contractors are a for-profit business, they will also attempt to maximize the number of contracts they have which forces them to over apply to meet the contract requirements in recognition that it could be many hours until they are able to service the property again. All of these factors contribute to excess application.

The primary purpose of most buildings and properties is not for winter maintenance but rather for some other manufacturing, service or retail operation. So winter maintenance is seen as a cost of doing business. For most building owners or tenants, the winter maintenance contract is awarded to the lowest cost bid which does not encourage contractors to consider alternate practices as these would require capital investments for new technologies and/or approaches. In addition, even if the owner/operator were interested in reducing application rates, they would be exposed to liability in the event of an injury if they had directed the contractor to apply the salt at a lower rate.

The liability framework and challenges noted above prevent Risk Management Officials from negotiating Risk Management Plans (RMPs) that require reductions in application rates. Some of the ways these barriers present themselves have been observed through the implementation of salt application RMPs in the Region of Waterloo where approximately 1,600 RMPs will need to be negotiated in chloride and/or sodium ICAs in the current approved Source Protection Plan and expanding to over 3,000 existing properties in the October 2019 proposed amended plan. These include the following.

- The approach taken by the Region of Waterloo to negotiate salt application RMPs is to use a collaborative, education approach in order to secure buy-in and achieve a more self-sustainable/self-regulating model of enforcement. This is needed because most persons involved in the negotiation have little to no experience in winter maintenance. This approach necessitates a greater time commitment as part of the negotiation as a level of education is required to raise the general knowledge on the impacts of salting to the point where risk mitigation practices can be implemented effectively.

- Currently, the RMPs for parking lots focus on contractor training and certification, i.e., Smart about Salt program, winter maintenance record keeping, and minimizing ice formation through site assessments. As in many cases these measures do not represent a drastic shift from current practices and because application rates cannot be stipulated in the RMP, only a minor amount of reduction in salt loading is likely to occur from these properties. This is much less than is needed to mitigate the impacts to the Region's wells with chloride impacts. Region of Waterloo staff have assessed the reduction in application rates needed to reduce and or stabilize chloride concentrations based on the amount currently observed in their supply wells. This amount is on the order of a further 10 percent reduction in application on roads above and beyond the 25 percent reduction achieved through advances in technology, and 30 to 50 percent reduction in application rates on parking lots at four of its well systems. This amount does not include the salt already in the groundwater that hasn't made it to the supply wells and will not reach the wells for a further 10 to 20 years.
- Since application rates cannot be specified in the RMP, it is difficult to require changes in operational methods and procedures. Examples of more effective practices may include pre-wetting, liquid application, and/or standardizing application rates. These practices have been adopted by many road agencies and may represent the most effective opportunity to achieve salt reduction targets.

As noted for roads, changes to the liability framework would provide building owners and contractors to consider the impacts to the environment and their assets in addition to liability considerations. However, unlike road agencies that are meeting ECCC's Code of Practice, there is no mechanism to ensure private contractors consider the environment in the determination of winter maintenance chemical application rates. The Smart About Salt Council has created the Smart About Salt program that encourages contractors to take training courses to improve their winter maintenance operations and to become certified demonstrating that they are implementing the program. And while this is helping to educate property owners and contractors, many of the recommended practices in the Smart About Salt program are not implemented by contractors due to the liability issues discussed above.

#### Opportunities for Liability and Training/Certification Program Changes

Several states in the US including Illinois and New Hampshire have changed the liability framework to help address the impacts to water resources due to the over-application of salt and as noted above several organizations are advocating a review of the liability framework in Ontario. Several other US states including Wisconsin have implemented various training, certification and/or education programs to help changes in the winter maintenance approach.

Specifically, the approach taken in New Hampshire is worth noting because the approach includes a combination of liability reform and training/certification. New Hampshire has introduced changes to the liability framework and developed a training/certification program to address the over-application of salt. This approach was required to gain permission to extend a state highway because a nearby lake had elevated chloride and sodium levels due to winter maintenance chemicals. The legislation requires contractors to undertake a one-day training program and become certified. In exchange, road and parking lot contractors would be provided partial protection against slip and fall and/or traffic accidents. This approach provides the liability relief and knowledge needed to change winter maintenance practices to minimize impact to water resources.

## Changes Needed to the Source Water Protection Director's Technical Rules

The current Director's Technical Rules under the *Clean Water Act, 2006* provide significant drinking water threat (SDWT) thresholds based on road density or impervious surfaces. In many parts of the province, the thresholds did not trigger a SDWT for road salt application, despite a number of municipal drinking water wells that have increasing sodium and chloride concentration trends. As such, the original technical approach failed to recognise areas where trends were present that may result in an ICA. This problem was identified by the Region of Waterloo and an alternate approach to assessing the threat of road salt application was prepared and implemented for the Region of Waterloo. These changes were not implemented elsewhere in LESPR.

Similarly, road salt storage thresholds are currently set at 5,000 tonnes outside storage. This volume far exceeds typical storage volumes found at small to medium municipalities or private contractors. As a result, there are no known documented SDWTs for road salt storage outside of an ICA within LESPR. This is despite the fact that there are many municipal and private road salt storage facilities within wellhead protection areas of lesser volumes.

The practical result of these shortcomings in the Technical Rules is that the prescribed threats for road salt application and storage only get flagged as significant drinking water threats (SDWTs) when water quality data for a municipal drinking water system documents an increasing trend in chloride concentrations and the municipality declares the well as having an issue as defined by the Technical Rules. Since ICAs are only identified and delineated when there is a demonstrated water quality concern in a municipal well, this approach to protecting water quality in municipal drinking water systems becomes reactive rather than proactive.

Another concern is that the current Director's Technical Rules and Ontario Regulation 287/07 – General pursuant to the *Clean Water Act, 2006* lists the prescribed drinking water threat as “the application, handling and storage of road salt”. Although road salt is a common term used for winter maintenance chemicals, the term can be misleading. The term road salt is used interchangeably with rock salt. Salt application at parking lots or on walkways can be more of a concern due to over-application than application on roadways. Additionally, road salt commonly refers to sodium chloride; however, there are many alternative products that are also chloride based, for example, calcium chloride or magnesium chloride. Strict interpretation of the wording may lead some readers to consider only salt applied to roads and that is sodium chloride based is a prescribed drinking water threat pursuant to the *Clean Water Act, 2006* and Source Protection Plans. A simple solution could be to rename the prescribed drinking water threats to application, handling and storage of winter maintenance chemicals and then define the term in the regulation.

A complementary change to the above would be to make application of winter maintenance chemicals on roads, parking lots and sidewalks different circumstances in the Table of Circumstances to reflect the different approach to winter maintenance, the legislative and liability framework, and the mitigation measures possible associated with each surface type. This would also help highlight that it is more than just application of winter maintenance chemicals on roads that is affecting drinking water supply sources.

Since 2017, the Province has been considering changes to the Director's Technical Rules to address the shortcomings noted above. Recently, the Province held technical engagement sessions at the end of November 2019 to consult on proposed changes. Details at the time of preparing this report are limited, but we understand that the Province intends to lower the thresholds for the activities and circumstances that result in a significant drinking water threat for the handling and storage of salt and the application of salt. A summary of the proposed changes to road salt storage and application are presented in **Table 1**. Lake Erie Region staff and municipal representatives have participated in the stakeholder engagement sessions and there will be

opportunity for staff to comment on the proposed rule changes directly with Provincial staff and through the more formal Environmental Registry process later on.

Topic		Current Approach	Objective of the Amendment	Proposed Amendment	Notes
Prescribed Drinking Water Threats	Road Salt Application	Thresholds for impervious areas that identify significant risks are 80% in WHPAs scored 10 and 8% in IPZs scored 10.	Use an improved scientific approach to better identify areas where the application of road salt and storage of road salt may cause impairments to the quality of drinking water sources.	Thresholds for impervious areas that identify significant risks will be: 30% for WHPAs scored 10; 6% or greater for IPZ scored 10 and; 8% or greater for IPZ scored 9 to 10.	New thresholds were developed based on the analysis conducted in consultation with municipalities and SPAs/SPCs.
	Road Salt Storage	Volumes that identify significant risk are: 500 tonnes for IPZs scored 10; 5000 tonnes for IPZs scored 9 or greater, or WHPAs scored 10 for uncovered storages; covered storage can not be a significant risk.		Using same scores of IPZs and WHPAs, proposed volumes are: (1) Any quantity for uncovered storages; (2) 100 kg or greater for covered storage excluding engineered facilities, (3) 500 tonnes or greater for engineered facility or structure.	Engineered facilities: permanent building anchored to a permanent foundation with an impermeable floor and that is completely roofed and walled.

### **Recommended Actions to Address the Over-Application of Winter Maintenance Chemicals Report Recommendations**

To address the above concerns, the following recommendations are provided to the Lake Erie Region Source Protection Committee for consideration:

THAT the Province of Ontario explore ways to reduce the factors that contribute to excess application of winter maintenance chemicals on road ways and parking lots through a review of the liability framework in Ontario.

THAT the Province of Ontario work with municipalities to strengthen training programs for road agencies that apply winter maintenance chemicals on roads and sidewalks to reduce application rates without compromising road safety that would assist with mitigating risks to municipal drinking water systems.

THAT the Province of Ontario require property owners and contractors responsible for maintaining safe parking lots and sidewalks be trained and certified in the application of winter maintenance chemicals.

THAT the Province of Ontario change Prescribed Drinking Water Threats, “the application of road salt” and “the handling and storage of road salt” to “the application of winter maintenance chemicals” and “the handling and storage of winter maintenance chemicals”, and define the term in the regulation.

THAT the Province of Ontario change the Table of Circumstances related to the application of winter maintenance chemicals to differentiate between application on roads, sidewalks and parking lots to reflect the different liability issues and the nature of winter maintenance conducted for each surface type.

AND THAT the Province of Ontario amend the Clean Water Act’s Director’s Technical Rules to enable municipalities to proactively protect their municipal drinking water supplies from the application and storage of winter maintenance chemicals.

**Appendix A:**

Letter from Ontario Good Roads Association and Conservation Ontario to the Ontario Attorney General requesting a review of the liability related to application of winter maintenance chemicals



# Staff Report



---

To	<b>City Council</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, May 25, 2020
Subject	<b>Transition of Blue Box to Producer Responsibility Framework</b>

---

## Recommendation

1. That the City of Guelph state that the preferred transition date for Guelph's Blue Box program as required under the Waste Free Ontario Act is January 1, 2023.
  2. That the City's resolution be forwarded to the Association of Municipalities of Ontario and the Ontario Ministry of the Environment, Conservation and Parks.
- 

## Executive Summary

### Purpose of Report

The purpose of this report is for City Council select a preferred transition date between January 1<sup>st</sup> 2023 and December 31<sup>st</sup> 2025.

### Key Findings

- The Association of Municipalities of Ontario (AMO) forwarded a "Call for Action to Pass a Resolution to request Guelph's preferred date of Transition of the Blue Box to Full Producer Responsibility", between January 1<sup>st</sup>, 2023 and December 31<sup>st</sup>, 2025. AMO notes that a stated preference may not be the final determination of a transition date, nor does it obligate the municipality by the date that is specified.
- As the City is the operator of the Blue Box program and owner of all assets related to collection and processing the City has the ability to plan to transition at the earliest opportunity.
- As outlined in the December 2<sup>nd</sup> Waste Free Ontario Act – Update and Key Considerations staff report (Report# IDE-2019-121), work continues to assess potential impacts and service delivery considerations and options including alternate uses for infrastructure and service delivery options.
- The impact of the current COVID 19 Pandemic with respect to transition timelines that has emerged since staff's report in December, if any, is unknown at this time.
- Staff continue to monitor and advocate for Guelph's interests and will report back to Council as new information becomes available.

## **Financial Implications**

Early estimated financial implications are as reported in the December 2<sup>nd</sup> Waste Free Ontario Act – Update and Key Considerations staff report (Report# IDE-2019-121). Work is ongoing through the Solid Waste Resources Master Plan update to refine potential impacts with respect to revenues, expenditures and assets. Implications and recommendations to Council will be presented as part of the SWMMP update process.

---

## **Report**

In December, 2019, the President of the Association of Municipalities of Ontario (AMO) forwarded a “Call for Action to Pass a Resolution about Transition of the Blue Box to Full Producer Responsibility”. This included a request for municipal Councils to pass a resolution outlining their preferred date to transition their Blue Box program to the producer responsibility framework if provided the opportunity to self-determine (between January 1, 2023 and December 31, 2025).

The AMO email noted that, while the Province has not yet determined what mechanism will be used to choose when municipalities will transition, AMO believes that individual municipalities are in the best position to decide the best time to make the transition, based on their specific circumstances.

AMO is asking that a Council resolution be passed by June 30, 2020, and that it be directed to AMO and the Ontario Ministry of Environment Conservation and Parks (MECP).

The resolution will be used to help map out and coordinate transition timelines across the province in an effort to transition approximately one third of the Blue Box programs throughout the province per year in each, 2023, 2024 and 2025 planned transition years.

## **Background**

Staff continue to monitor and prepare for changes to how waste will be managed in Ontario, and in particular how the new producer responsibility framework will impact City waste operations. The new framework makes producers individually responsible and accountable for their products and packaging at end-of-life, and is an outcome resulting from the enactment of the Waste-Free Ontario Act.

In total there are four programs mandated by the Province to “wind-up” operations as the province transitions to its new producer responsibility framework:

- Used Tire Program (transition completed December 31, 2018; service is now offered to residents by over 80 registered used tire collectors in the City);
- Municipal Hazardous Special Waste (MHSW), effective June 30, 2020 for single-use batteries and effective June 30, 2021 for remaining materials;
- Electrical and Electronic Equipment (EEE), effective December 31, 2020; and
- Blue Box program (Printed Paper and Packaging), starting January 1, 2023 and complete by December 31, 2025.

The City continues to provide services for the recovery of electronic waste, MHSW and Blue Box materials. As part of the Solid Waste Management Master Plan scope, Dillon Consulting has been tasked to develop a transition strategy to decide whether the City should fulfill any producer obligations by operating as a contracted service provider under the producer responsibility framework. While the

development of a transition strategy for all three of these services is underway, the request for Council to state a preference with respect to the transition timeline pertains to the transition of the Blue Box program only due to its relative level of complexity.

### **Financial Implications**

Early estimated financial implications are as reported in the December 2<sup>nd</sup> Waste Free Ontario Act – Update and Key Considerations staff report (Report# IDE-2019-121). Work is ongoing through the Solid Waste Resources Master Plan update to refine potential impacts with respect to revenues, expenditures and assets. Implications and recommendations to Council will be presented as part of the SWMMP update process.

### **Consultations**

Staff will continue to advocate to the Ministry of Environment, Conservation and Parks (MECP), Stewardship Ontario, and the Resource Productivity and Recovery Authority (RPRA) for Guelph's interests.

It is anticipated that SO's consultation with respect to their transition plan will take place in the Spring of 2020, and MECP's consultation on the new Regulations will take place in the Fall of 2020.

City staff are members of the Regional Public Works Commissioners of Ontario, as well as participants in the Municipal Resource Recovery and Research Collaborative, which includes the Association of Municipalities of Ontario, the City of Toronto, the Regional Public Works Commissioners of Ontario and the Municipal Waste Association, and will continue to work with these parties to advocate on the progress of the provincial transition plans.

The City will also be seeking input from the Public Advisory Committee on the Strategy Framework as part of the scope of the Solid Waste Management Master Plan.

Staff are consulting with other City departments including Finance, Communications, Human Resources and Legal Services and will continue to keep Council continually informed of any changes and key milestones as the transition moves forward.

### **Strategic Plan Alignment**

Building our future: Maintain existing community assets and secure new ones.

Through the resolution, the City is expressing its desire to maintain and operate existing assets while transitioning to the new framework. At the same time, the City will explore opportunities for alternative uses for assets post transition.

Working together for our future: Develop a long-term financial and resource strategy that is achievable and affordable.

The new producer responsibility framework offers an opportunity for the City to recoup full funding for operating the Blue Box program or, if conditions imposed by producers do not support full cost recovery, transfer operations to the producers.

Sustaining our future: Mitigate climate change by reducing Guelph's carbon footprint.

One of the overall objectives of the province's circular economy approach 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 the Blue Box system.

## **Attachments**

Not applicable

## **Departmental Approval**

Cameron Walsh, Division Manager Solid Waste Resources

## **Report Author**

Phil Jensen, Project Specialist, Solid Waste Resources

Heather Connell, Manager of Business and Technical Services, Solid Waste Resources

## **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:**

Kealy Dedman, P.Eng., MPA

Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

kealy.dedman@guelph.ca

# Staff Report



---

To	<b>Committee of the Whole</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, March 2, 2020
Subject	<b>Clair-Maltby Secondary Plan – Open Space System Strategy</b>
Report Number	IDE-2020-17

---

## Recommendation

1. That the Clair-Maltby Secondary Plan Policy Directions: Open Space System Strategy dated March 2, 2020 and included as Attachment 2 to report IDE-2020-17, be approved to provide direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Service Plan.
- 

## Executive Summary

### Purpose of Report

The purpose of this report is to provide Council with the recommended Open Space System Strategy for the Clair-Maltby Secondary Plan (CMSP) for approval.

### Key Findings

The Open Space System for the CMSP area is proposed to include one ten-hectare Community Park, eight one-hectare Neighbourhood Parks, a linear system known as the moraine ribbon, which will be over 20 hectares in size and additional local trails.

Additional recreation and open space opportunities will be explored through integration with the stormwater management capture areas within the CMSP area.

The recommended Open Space System was informed by extensive community engagement that occurred in September – December 2019.

### Financial Implications

All components of the Open Space System will have to be acquired by the City. All options and tools available to the municipality will have to be explored in order to consider the acquisition of these lands. The estimated cost and the acquisition options will inform and be further investigated through the Financial Impact Assessment being completed for the CMSP in its entirety. The Financial Impact Assessment will be brought forward for Council's information prior to approval of the CMSP.

---

# Report

## Background

The CMSP is being undertaken to comprehensively plan the last unplanned greenfield area of the City. The Secondary Plan will develop a land use plan for the study area which provides more detailed planning objectives and policies than those found in the overall Official Plan. The Master Environmental Servicing Plan (MESP) component of the study will determine preferred municipal infrastructure and servicing related to water, wastewater, stormwater management and mobility for the secondary plan area.

On May 13, 2019, Council considered [Report IDE-2019-51 titled 'Clair-Maltby Secondary Plan: Phase 3 Project Update'](#) which, among other matters, recommended approval of an updated Preferred Community Structure and the related Policy Directions Document as the basis for the preparation of the draft secondary plan policies, as well as ongoing technical work.

At that meeting Council passed the following resolution:

1. That the updated Clair-Maltby Secondary Plan Preferred Community Structure, dated May 13, 2019 and included as Attachment 1 to report IDE-2019-51, be approved, with the exception of the location of the Potential Community Park, as the basis for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Servicing Plan, as well as ongoing detailed technical analysis, including numerical modelling throughout Phase 3 of the project while still allowing for flexibility to respond to updated data, and community engagement.
2. That the Clair-Maltby Secondary Plan Policy Directions Document dated May 13, 2019 and included as Attachment 3 to report IDE-2019-51, be approved to provide direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Servicing Plan.
3. That the feasibility of a Moraine Ribbon as part of the Open Space System in the Clair-Maltby Secondary Plan area be explored throughout the remainder of Phase 3 of the project.
4. That the Interim Employment Lands Update prepared by Watson & Associates Economists Ltd. dated February 21, 2018 and included as Attachment 6 to report IDE-2019-51 be received.
5. That the proposed project timeline for the remainder of Phase 3 of the project be approved as outlined in report IDE-2019-51 subject to any timing impacts associated with changes to Provincial policy and legislation, which would be reported back to Council.
6. That staff be directed to further review the location and size of the Potential Community Park and the policy direction of co-locating the Community Park with stormwater management facilities and schools as part of the Open Space System Strategy, and that the Open Space System Strategy be brought forward for Council consideration prior to the draft secondary plan and Master Environmental Servicing Plan.

Since that time, staff has been working on developing an Open Space System Strategy for the CMSP area and the purpose of this report is to bring forward the Open Space System Strategy Policy Directions Document for approval.

### **Process for developing the Open Space System Strategy**

As the process for the Open Space System Strategy was developed, staff established several parameters. These parameters guided the process and are as follows:

- The Open Space System Strategy for the CMSP is not intended to develop detailed programming and trail mapping for open spaces;
- The Natural Heritage System (NHS) is not a component of the Open Space System in the CMSP area;
- Open space planning is not influenced by existing or potential future property lines, current land ownership or individual landowners' future plans for development;
- There will be a minimum of 10 hectares of community park space in the CMSP area;
- A community park should have access to a collector or arterial road, should not be located within the NHS or within the Gordon Street corridor and should not be bisected by a road;
- Through the secondary plan process, Open Space System policies that are appropriate for the CMSP area will be developed; these policies may modify the Open Space System policies in the City's Official Plan to reflect the detailed study of the area;
- Eight neighbourhood parks are planned throughout the CMSP in addition to the community park.

### **Round 1 Community Engagement**

On September 25, 2019, the first round of engagement on the Clair-Maltby Open Space System Strategy began with a workshop. The same content and questions asked at the workshop were available online through the City's community engagement website [haveyoursay.guelph.ca](http://haveyoursay.guelph.ca) following the workshop.

The purpose of the first round of engagement was to hear thoughts from the community on the size, function and location of a future community park in the CMSP area, as well as to get feedback on the proposed moraine ribbon. Attachment 3 is the mapping that was used to identify all the potential community park options available for consideration and for which the City was seeking feedback.

The feedback provided in round 1 assisted in establishing criteria in order to develop a short list of potential community park locations, as well as understanding the community's thoughts on where it was most important to establish the proposed moraine ribbon.

### **Summary of Feedback from Round 1**

The [Summary of Feedback for Round 1](#) is available at [guelph.ca/clair-maltby](http://guelph.ca/clair-maltby).

The community park feedback suggested that: there was a slight preference for one large (10 ha) community park rather than two smaller (5 ha each) parks; multiple functions with both active and passive recreation opportunities should be accommodated; the park should be centrally located within the area,

interconnected with other parks and trails and accessible by various modes of transportation; and the existing topography and natural features should be preserved as part of the function of the park.

Using the following criteria, that were developed based on community and stakeholder feedback, the short-list of community park options was created.

Criteria:

- Can the size and location accommodate multiple functions including active and passive uses?
- Can the park be interconnected with other parks and/or trails?
- Can the existing topography be largely maintained as part of the function of the park?
- Is the location central to the secondary plan area?
- Is the location walkable and accessible by various modes of transportation?
- Is the location, or portions thereof, quiet?
- Is the location safe?
- Is the location near a landmark or notable feature?
- Will there be a benefit to the NHS?
- Will there be sufficient infrastructure to handle the increase in traffic?

The short-list of community park options was evaluated against the above criteria and the evaluation matrix is included as Attachment 4 to this report. The six potential community park locations are included as Attachment 5 to this report.

The moraine ribbon feedback was diverse. Some respondents suggested that a moraine ribbon is not needed while others were supportive of the proposed moraine ribbon and saw it as a linear park system and/or trail system. Suggestions were made with respect to where the ribbon could be “interrupted” but a high-level review of the feedback suggests that respondents would like it to be maintained where it enhances connectivity and linkages and where there are environmental features that are more sensitive.

The feedback received regarding the moraine ribbon assisted in refining the moraine ribbon mapping to create more direct routes that accommodate “travel” to and from places, as well as other routes to accommodate passive recreation opportunities. The refined moraine ribbon mapping is included as Attachment 6 to this report.

## **Round 2 Community Engagement**

Round 2 of the Open Space System Strategy engagement began on November 19, 2019 with a workshop and ended on December 5, 2019 when the online component of round 2 closed. The in-person workshop and the online component provided the same information and requested the same feedback from participants. The exercise included providing a summary of the feedback received through the first round of engagement and then participants were requested to identify the pros and cons of each of the six potential community park options (see Attachment 5).

All of the community park options provided 10 ha of community park space, however, three of the options had the park space divided into two locations. Participants were asked to identify the pros and cons of each community park option.



The refined mapping for the moraine ribbon (see Attachment 1) was also presented during Round 2 of engagement and participants were invited to provide further comments.

## **Summary of Feedback from Round 2**

The [Summary of Feedback from Round 2](https://guelph.ca/clair-maltby) is available at [guelph.ca/clair-maltby](https://guelph.ca/clair-maltby).

The community park feedback suggested that there continued to be a slight preference for one large (10 ha) community park rather than two smaller (5 ha each) parks and there seemed to be a general desire for the community park to have access to nature. Concern that the existing topography and natural features be preserved was raised throughout the feedback, along with the desire for both active and passive recreation opportunities to be accommodated within the park. Finally, there were many comments suggesting that a well-connected, centrally located community park was desirable.

## **Youth Workshops**

In addition to the two rounds of community engagement described above, staff also made an effort to get feedback from a younger demographic by holding workshops with students from Bishop Macdonell Catholic High School and Centennial Collegiate Vocational Institute in November 2019.

The workshops were held with Grade nine geography students, which complemented a unit in their curriculum on urban planning. It was valuable to speak with high school students because they had unique perspectives to contribute and they represent the demographic that will likely be living in the CMSP area when it is built out.

On November 14, 2019 staff held four separate workshops and reached 159 students at Centennial and two workshops on November 21, 2019 with 58 students at Bishop Macdonell. The total number of students who participated was 217.

A brief presentation was given to all of the students, which explained the role of an urban planner, the planning system in Ontario, what is Clair-Maltby and the park scenarios. Similar to the community workshop, the students were given the six park scenarios (which were determined based on feedback from Workshop 1). Students were asked to work in teams to develop pros and cons for each park scenario. They listed various considerations related to benefits of locating parks near schools, providing good access to parks, centrally locating parks so kids can walk to them, and various concerns with crossing Gordon Street and other busy roads. These considerations helped to inform their lists of pros and cons for each park scenario, which they presented to staff and their classmates.

## **Analysis**

Following the Community Engagement, technical experts from city staff and the CMSP consultant team undertook an analysis of the proposed Open Space System. The review involved input from a variety of experts including: environmental specialists, land use planners, park planners and water resource engineers.

The input received from the public through community engagement informed the criteria that city staff and the technical experts on the project consultant team

applied to evaluate the potential community park locations and assess the feasibility of the proposed moraine ribbon.

The following analysis considers the City's current Official Plan policies, identifies the components of the open space system for the CMSP area, and analyzes the potential community park locations and the proposed moraine ribbon.

### **Current OP Park Policies**

The City's Open Space System consists of parks, trails and open spaces that are not part of, but may be interconnected with, or supportive of, the NHS.

The Official Plan sets out several objectives and policies for the City's Open Space System. The objectives for the City-wide open space system include, but are not limited to:

- Developing a connected system of trails and parks that provide exposure to, awareness of and interaction with nature and contributes to community health and wellness.
- Developing a city-wide trail system that is off-road where possible and supported by on-road links when necessary.
- Creating a hierarchy of open space, trails and parks based on size, function and population to be served.
- Providing sufficient open space to meet the active and passive recreational needs of residents, accessible to all residents.
- Accommodating the park and trail needs created by residential intensification with an emphasis on walkability.
- Protecting and enhancing trails, parks and open spaces for current and future generations.
- Creating and promoting tourism attractions in the open space system.
- Encouraging indigenous biological diversity, naturalization and environmental enhancement in appropriate open space and park locations.
- Ensuring that urban forestry is a key component of park design.
- Planning for appropriate interconnections, protection and enhancement opportunities between the open space system and the NHS.

### **Parkland targets**

There are four different categories of park: urban squares, neighbourhood parks, community parks and regional parks. Park types are differentiated largely based on: function, size, amenity and population served. The Official Plan sets out policies for each type of park some of which include targets for park space per 1000 residents the City will plan to provide.

The targets set out in the Official Plan for Neighbourhood Parks, Community Parks and Regional Parks are not intended to be applied to specific areas of the City. Rather, it is intended that the targets be applied across the entire City.

There were a number of comments received through community engagement process suggesting that the targets are not being met, therefore the amount of parkland being planned for the CMSP area should be increased.

In order to respond to these comments, staff have applied the city-wide targets to the CMSP area and provide the following for informational purposes only. Based on the Preferred Community Structure endorsed by Council on May 13, 2019, it is estimated that approximately 16,000 people will live in the CMSP area. The Official Plan sets the following city-wide targets:

- Neighbourhood Parks: the City will maintain a minimum city-wide average rate of 0.7 ha/1000 residents.
- Community Parks: the City will maintain a minimum city-wide average rate of 1.3 ha/1000 residents.
- Regional Parks: the City will encourage the provision of 1.3ha/1000 residents.

In order to meet these policies, the City would need to plan for 11.2 ha of neighbourhood park space and 20.8 ha of community park space. The City would also encourage 20.8 ha of regional park space. Based on these policies, the total amount of park space the City should plan for within the CMSP area is between 32 and 52.8 ha in the form of neighbourhood, community and regional park space.

At this time, the CMSP process is planning for the following Open Space System within the secondary plan area:

- Community Park: approximately 10 ha
- Neighbourhood Parks: approximately 8 ha
- Moraine Ribbon: approximately 20 ha

Although the framework is slightly different, this results in approximately 38 ha of open space which is within the range outlined by the Official Plan and will result in future residents of this area having suitable access to park space.

It is also intended that the CMSP Open Space System will be enhanced and complemented through the opportunistic use of stormwater management systems for recreational purposes (where possible). The estimated amount of land to be dedicated to stormwater management capture areas in the CMSP area is approximately 18 ha.

### **Recommended Components of the CMSP Open Space System**

In order to determine the appropriate Open Space System for the CMSP area, utilizing a design-based approach has continued to be the best approach to planning for this unique area of the City. The Open Space System is being designed to be supportive of, and complementary to, the NHS. In utilizing a design-based approach, it was also important to have consideration for the existing Open Space System policies in the City's Official Plan.

The Open Space System in the CMSP is comprised of four components:

1. Community park
2. Neighbourhood parks
3. Moraine ribbon
4. Local trails

The proposed mix of traditional parkland in the form of community park space and neighbourhood park space, as well as the introduction of a linear park system (moraine ribbon) throughout this area, will meet the parkland needs of the future residents of this area. It is also anticipated that the community park and the

moraine ribbon will serve the broader community. With these elements, the Open Space System is approximately 38 ha of land. The opportunistic recreational use of stormwater management capture areas, as well as 'local' trails and the Active Transportation Network will provide additional recreational opportunities.

### **Component 1: Community Park**

A key consideration of the Open Space System Strategy included determining the size and location of the community park as per the Council direction in May 2019.

#### **Community Park Size – Ten hectares**

As outlined above, the feedback from the community identified a preference for one larger park rather than two or more smaller parks to create the community park space (recognizing that there are also smaller neighbourhood parks at 1 hectare each distributed around the plan area). Although it was clear that one large community park was preferred, it should be noted that some participants indicated they felt that 10 hectares of community park was still too small and that the community park should be larger to accommodate Guelph's rapidly growing population.

Recognizing that the CMSP community park will serve more than one neighbourhood and will likely provide facilities for active and passive recreation at an intermediate level, staff agreed that one larger park is preferable and continue to recommend that the community park be ten hectares in size. Ten hectares for the community park was determined based on the following considerations:

1. **Planned future programming:** The community park will accommodate active and passive facilities. It is envisioned that the site could be able to accommodate a range of active facilities including several sport fields, an intermediate recreational amenity or a large event space. In addition to an active intermediate facility, the site will also accommodate passive uses and parking.

The community park will include both a level area as well as areas that have the ability to appreciate the unique topography of the area. The community expressed, through engagement, a desire for the community park to have opportunities for interacting and appreciating nature.

An example of this vision for a community park is Norm Jary Park (22 Shelldale Crescent) which has both active and passive uses including three sport fields, a natural area and a variety of other recreational amenities. The park is 9 ha in size and is co-located beside a community hub and an elementary school. Given the topography of the area, providing one centralized park helps ensure that it can provide the level of programming that the community has identified as important.

The City currently has 34 community-level parks and the average size of our community parks is less than the minimum 10 ha outlined in the OP. The existing community parks are serving the intended function and through the early stages of the Park and Recreation Master Plan process there has been no indication that community parks need to be bigger. Through the Parks and Recreation Master Plan benchmark analysis it is noted that many other

comparator municipalities have community parks policies with a standard size that is smaller than 10 ha in size. For example, the City of Milton's community park minimum size is 6.0 ha, Hamilton is 7.0 ha and Ottawa is the smallest at 3.6-6.0 ha. Therefore, staff are recommending that the community park in the CMSP area be 10 ha in size.

2. **Functional examples of existing community parks:** Currently many community parks in Guelph offer specialized recreational amenities on sites smaller than 10 ha. Castlebury Park (50 Castlebury Drive) in the City's west end is a good example of a smaller community park. It is about 3.7 ha and provides two full sized soccer fields, parking, a playground, a half basketball court and walking paths. It is also beside a City drainage channel. Castlebury Park is also co-located with a future school site, which makes the park appear much bigger than it is and provides opportunity for shared resources. This demonstrates that a significant amount of active recreation can be accommodated in a smaller area.
3. **Existing Official Plan policies:** The current policies in the Official Plan outline criteria to be considered in the development of community parks. The criteria include that a community park should be between 10-20 hectares in size, however, it may be smaller where specialized facilities are developed. A ten-hectare park is supported by the current Official Plan policies, however, the CMSP is design-based to ensure that the characteristics of this important area in the City are recognized. This approach also balances the needs of a growing population with the need to ensure that Clair-Maltby promotes a complete community with a high quality of life for future residents.

With a high-level understanding of the potential function of this future park, staff is confident that the needs of the future Clair-Maltby residents, as well as residents in other areas of the City, can be adequately served with a 10-hectare park in the CMSP area. This size provides the ability to offer active and passive recreation. The community park size will be able to provide higher level park functions that will be complemented by the other eight one-hectare parks distributed around the community.

### **Community Park Location**

Throughout the community engagement on the Open Space System, dozens of potential park locations and options were considered and ultimately three potential 10-hectare park locations rose to the top to be considered and evaluated more fully.

As described through the community engagement process, the dozens of potential community park locations and options were reviewed and reduced to a short-list of six potential community park options. The short-list was created based on criteria generated from community input (see Attachment 4 for the Evaluation Matrix and Attachment 5 for the short list of community park options). The community was further engaged on the short-list of options and then staff and the project consultant team reviewed the short-list of locations to arrive at the recommended community park location.

While the input from the community engagement was considered in arriving at the recommended community park location, it was not determinative. The views of

stakeholders were very polarized on many considerations when discussing the potential park locations. Ultimately, the recommendations contained in this report are based on staff's professional evaluation of all relevant inputs, including, but not limited to public input.

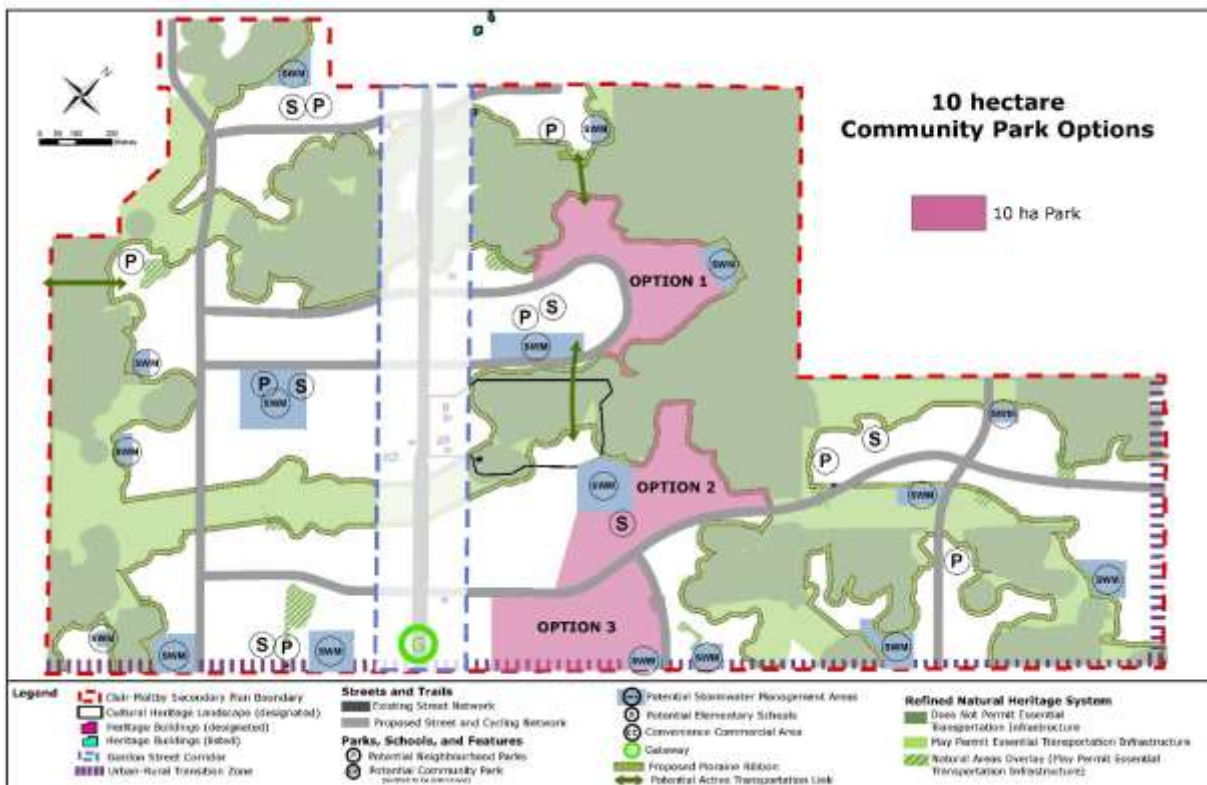
In order to evaluate the short-list of community park location options, staff determined that the following criteria would be applied:

- Will the size accommodate the intended community park function including active and passive uses?
- Is it a centralized and walkable location?
- Is the location accessible from major roads?
- Is the location accessible by all modes of transportation?
- Does the location abut the NHS?
- Can the existing topography accommodate the community park?

The complete evaluation matrix of the three park options is included as Attachment 6.

### Location Criteria: Size

With the determination that the community park should be ten hectares in size, as detailed above, the short-list of six community park options was reduced to three potential community park locations to be evaluated.



### Location Criteria: Centralized and walkable

Some input from the community suggested that a location central to the CMSP area would be valuable. Staff agree that a centralized location would be appropriate to promote walkability and other forms of active transportation thereby potentially

reducing the number of people that will access the community park by way of private vehicles. A centralized location also allows the community park to serve a neighbourhood function for future residents. In addition to the location being centralized, the community park should also be separated from the existing South End Community Park located on the northwest boundary of the CMSP area.

All three potential park locations are generally centrally located within the secondary plan area. Analyzing each location as well as the surrounding future land use (based on the preferred community structure), the number of potential future residents within a 5-10 minute walk (400-800m) of each location was estimated (see Attachment 7 for mapping).

	Residents within 400m	Residents within 800m
Option 1	2950 (1850 in CMSP)	8900 (5800 in CMSP)
Option 2	4150	8700
Option 3	4400	7050

The following parameters informed this estimation:

- Walking distances are calculated from the edge of the park.
- All populations assume build-out scenario using 2016 people per unit information.
- Populations are calculated as-the-crow-flies (a buffer) and are a gross estimation. The calculations do not account for barriers such as the NHS or lack of pedestrian routes.
- Population within walking distance of Option 1 includes portions of lands north of the CMSP area and assumes a build-out scenario. This added an additional 1100 people within 400m, and 3100 people within 800m.
- Due to lack of data, population outside the City boundary was not included.
- All figures are rounded to the nearest 50.

Based on these estimations, all three potential locations would be walkable for a significant number of residents.

Option 2 has the benefit of being accessible to more pedestrians without crossing Gordon Street or a future collector road (both of which are potential barriers for pedestrians, especially children). This allows it to also provide a neighbourhood park function for more future CMSP residents and greater access to a park whereas they otherwise would not.

With respect to walkability, Option 2 is preferred. With respect to separation distance from an existing community park, Options 2 and 3 are preferred.

### **Location Criteria: Accessible by road**

In addition to being able to easily walk and use active modes of transportation to access the park in a central location, it is important that a community park have good access to major roads to facilitate access by way of transit and private vehicles. This recognizes that a community park does play a role for the entire community and draws from a larger area that requires these modes of transportation to be considered.

Access in and out of a park are important from a safety perspective and crowd management perspective, especially when these parks hold community events that draw in large numbers of people.

Best practice in parks planning indicate that good street frontage on a major road, that allows people to access the park more than one way helps manage this flow of traffic.

Based on the preferred community structure, all three park locations will have access to a major road (collector or arterial). Concern was raised with respect to the road accessibility of Option 1. This location is in an isolated pocket of the CMSP area with one future collector road looping through and only connecting to Gordon Street in two locations. This does not allow traffic to disperse when major events are held in the community park, thus the accessibility of this location from a road and transit will likely be impacted.

Of the three locations, Option 1 is less desirable based on this criteria. The other two options achieve this criteria.

### **Location Criteria: Accessible by all modes of transportation**

Based on the Preferred Moraine Ribbon Location mapping (see Attachment 1), all three potential park locations will be accessible by multiple modes of transportation. Road accessibility was discussed above and would facilitate access by way of transit and private vehicles. A potential Active Transportation Network (ATN) route is accessible to each location and the proposed moraine ribbon would connect to both Options 1 and 2. While Option 3 does not connect to the proposed moraine ribbon, it is directly connected to the high-density residential area in the Gordon Street corridor.

This criteria was not determinative in recommending a community park location.

### **Location Criteria: Proximity to the NHS**

Protecting the Natural Heritage System (NHS) and its function, including the moraine, is important and has been a key consideration throughout the CMSP project. Input received through the community engagement on the Open Space System Strategy highlighted the significance of minimizing impacts to the NHS. Locating open space and park lands immediately adjacent to the NHS edges in an urbanizing context is desirable insofar as it provides a more complementary and less intensive land use than residential, mixed-use or commercial land uses. Open spaces and parks, compared to residential, mixed-use or commercial land uses, typically:

- have much less impervious surface allowing for more in situ infiltration;
- contain more opportunities for treed and other “green” spaces (including naturalization areas) that can help support NHS functions; and,
- support human uses that may be intensive at certain times of day or year but, overall, are less intensive than other urban land uses (e.g., fewer and less busy roads and parking).

Furthermore, potential impacts associated with human use within a City park can be mitigated and managed as needed by the City with tools at the City’s disposal (e.g., directional lighting away from natural areas, formalized trails to direct use,



signs directing users to stay on trails, fencing where deemed appropriate, etc.), which are considerations in parks planning in all City parks.

Locating the community park where it will abut the NHS aligns with the current city-wide open space objective to develop parks that provide exposure to, awareness of and interaction with nature and contributes to community health and wellness.

Consequently, Options 1 and 2 are preferred from a natural heritage perspective as they both abut the NHS (and the Significant Landform), with a slight preference for Option 1 as more of the park abuts the NHS.

Of the three options, Option 3 is the least desirable from a natural heritage perspective as it does not abut the NHS.

### **Location Criteria: Existing Topography**

The existing topography of the CMSP area is an important consideration for all future development in this area including the development of the future community park. Input received through the community engagement on the Open Space System Strategy highlighted that many members of the community also feel that maintaining the existing topography is very important in the CMSP area.

As outlined above, it is intended that the community park in the CMSP will provide opportunities for both active and passive recreation activities. It is assumed that the active recreation opportunities may be sportfields which would require some flatter land. The existing topography of each potential park option was examined and it has been determined that each location has areas with significant topography that would facilitate passive recreation opportunities or other uses that may benefit from being located on a hill or slope. It was also determined that each location has areas that are flatter and could facilitate active recreation opportunities, such as sportfields, with minimal grading.

This criteria was therefore not determinative in recommending a community park location as all three potential park locations could facilitate the intended function of the park while largely respecting the existing topography.

### **Staff Recommended Community Park Location: Option 2**

The complete evaluation matrix of the three park options is included as Attachment 7. Based on the evaluation matrix, as summarized above, staff has concluded that Option 2 best meets the locational criteria as it:

- is centrally located;
- has good road accessibility;
- is accessible by all modes of transportation and is well connected by the moraine ribbon and the ATN;
- it abuts the NHS; and,
- respects existing topography which has the ability to accommodate both active and passive recreation opportunities.

### **Component 2: Neighbourhood Parks**

Neighbourhood parks having a minimum size of 1 ha each are proposed to be located throughout the CMSP area to ensure that all future residents have access to a park space within walking distance of their home. Through the Open Space

System community engagement, there was no discussion regarding the size or location of neighbourhood parks. The proposed neighbourhood parks will be connected to the moraine ribbon and co-located with school sites and stormwater management capture areas where feasible.

Staff continues to recommend the neighbourhood park size and locations that were identified on the updated Preferred Community Structure that was endorsed by Council in May 2019.

### **Component 3: Moraine Ribbon**

The CMSP area is located on the Paris Moraine, which is a natural feature unique to this area of the City. Significant portions of the moraine are protected as significant landform as part of the City's NHS. As such, an innovative approach to achieving the City's open space objectives that highlight this natural feature is being proposed, along with parkland that is more traditional.

#### **What is the moraine ribbon?**

The moraine ribbon generally abuts the NHS in the CMSP area and can be viewed as a linear park feature that highlights the unique topography and the significant amount of NHS in this area of the City. The moraine ribbon could be considered a re-interpretation of a Regional Park. The intent is to provide future users with exposure to, awareness of, and interaction with nature in accordance with the open space system objectives of the Official Plan. Through the creation of recreational open space immediately abutting the NHS, future users will have visual access to the NHS without negatively impacting the natural heritage features or their functions. The final designation of the space will be determined through the secondary plan.

The moraine ribbon is intended to incorporate a trail throughout its length. In some sections of the ribbon, the trail may be developed to be transportation focused and built to ATN standards (i.e. wider, asphalt or other hard surface) while in other areas the trail will be much smaller intending to be recreational focused.

The features included in the moraine ribbon will change throughout its length. In some sections it may incorporate green infrastructure for stormwater management purposes. In other areas or sections of the ribbon, play equipment or small pockets of open space could be planned for. Similar to the design of other open spaces within the CMSP area, the detailed design and programming of the moraine ribbon will occur closer to when it is being acquired or developed.

#### **Preferred vs. potential moraine ribbon locations**

As outlined earlier, through the community engagement on the Open Space System, feedback was requested with respect to where the moraine ribbon could be removed or interrupted if it cannot be acquired in its entirety for any reason. A refined map has been prepared which identifies "preferred moraine ribbon locations" and "potential moraine ribbon locations" (see Attachment 1).

The preferred moraine ribbon locations focus on creating connections throughout the CMSP area including direct routes to facilitate active transportation movement, and connections to destinations such as parks, schools or commercial areas. Other sections of the preferred moraine ribbon are intended to provide opportunities for passive recreational movement and the enjoyment of nature.

Approximately 6 hectares of the moraine ribbon has been identified as 'potential moraine ribbon'. These are areas that could be removed while still providing a connected Open Space System but should still be pursued in order to place a compatible land use (open space) abutting the NHS (see Attachment 1). This will be further evaluated in conjunction with the Financial Impact Assessment being completed for the CMSP in its entirety.

### **How big is the moraine ribbon?**

As detailed design and programming will not occur until a much later date, the assumed size or width of the moraine ribbon is 12 metres. However, the supporting policy direction for the moraine ribbon is intended to provide flexibility for the 12 metres to be increased or decreased in order to respond to the unique features and intended programming of each section of the moraine ribbon, the existing topography of the CMSP area and the site specific subdivision design of future development.

Using the assumed 12-metre width, and including both the Preferred and Potential Moraine Ribbon areas, the entire moraine ribbon as a linear park system is estimated to be over 21 ha in size. However, portions of the ribbon may be acquired as part of the future stormwater management system and other sections of the ribbon will take the form of enhanced pedestrian and cycling facilities within a right-of-way (road).

### **Component 4: Local Trails**

The moraine ribbon provides a significant opportunity for trails and active transportation to be developed throughout the CMSP area, however, additional localized facilities will be required.

In order to supplement the trail system provided within the moraine ribbon, local trails designed through future plans of subdivision will be necessary to make important connections within each smaller neighbourhood. These connections are intended to provide users of all ages and abilities with safe, convenient and comfortable routes to elementary schools, neighbourhood parks, commercial areas and other destinations.

### **Co-location of the community park and an elementary school site**

While there may be benefits to co-location of the community park with elementary school sites, there are also potential concerns. The benefits include:

- extracurricular learning opportunities;
- experiential learning and environmental stewardship;
- increased flexibility for possible school/site expansion; access to play fields and passive recreation opportunities;
- the possibility of other community hub/recreation centre type uses; and,
- the ability to share parking or other outdoor facilities located at either the school or park based on use generally being at different times of the day.

Based on discussions with the Wellington Catholic District School Board (WCDSB) and the Upper Grand District School Board (UGDSB), the potential elementary school site that was co-located with the recommended community park location (Option 2) should be shifted to the southerly side of the future east-west collector road.

This shift will be made when the draft secondary plan is prepared to recognize that one of the primary objectives for siting schools is to ensure that they are placed in a location adjacent to as much residential as possible. Proximity to residential uses ensures that: the school is appropriately situated in relation to the population it is designed to serve; there is a better chance of a sustainable student population; and it is accessible by the greatest possible walk-in population.

### **Acquisition of the Open Space System in Clair-Maltby**

With recent changes to the Planning Act, it is likely that all or a significant portion of the Open Space System in Clair-Maltby will have to be purchased by the City.

With respect to portions of the Open Space System that may be acquired by way of dedication we can advise the following:

- Portions of identified Active Transportation Networks within the moraine ribbon may be dedicated through future development applications if appropriately identified in the City's Official Plan.
- Portions of the moraine ribbon forming part of an identified municipal right-of-way may be dedicated through future development applications if appropriately identified in the City's Official Plan.
- Portions of the moraine ribbon which overlap with stormwater management infrastructure requirements may be dedicated to the City through future development applications.

The appropriate option for acquisition of the Open Space System would be determined at the time of development and/or acquisition.

### **Financial Implications**

The estimated cost of the Open Space System and the acquisition options will be developed and evaluated through the Financial Impact Assessment being completed for the CMSP in its entirety. The Financial Impact Assessment will be brought forward for Council's information and consideration prior to approval of the CMSP. This may inform amendments to the recommended Open Space System.

Funding for the purchase of the lands may come from the new community benefit charge (CBC) or other municipal sources. The province has passed legislation that replaces certain development charges, parkland dedication and density bonusing revenues with a new CBC. These are significant revenue streams for the City which are used to the fund growth-related park acquisition and development, recreation facilities and equipment, parking and library facilities in the long-term capital plan. There is a great degree of uncertainty around the future of these revenue streams due to the provincial development and expected consultation process of the CBC regulations.

There may be fiscal impacts from these changes that cause an increase in property taxes and/or a reconsideration of the capital plan, including reducing the size and scope of projects or extending the time horizon of when the project would begin. The fiscal impacts may also result in revisiting service levels as defined in the Official Plan and Master Planning documents.

The City is actively participating in conversations with our peer municipalities and professional associations, monitoring the provincial development of the CBC

legislation and advocating for revenue neutrality through these changes through political channels. Staff will advise Council as soon as more information is known.

## **Consultations**

As detailed earlier, two rounds of community engagement were undertaken with the community and stakeholders, as well workshops with more than 200 high schools students, to get feedback regarding the Open Space System in the CMSP area.

September 25, 2019	Afternoon and evening public workshops (round 1)
September 30 – October 14, 2019	Online engagement (round 1)
November 14 & 21, 2019	Workshops at Centennial CVI and Bishop Macdonell Catholic High School
November 19, 2019	Afternoon and evening public workshops (round 2)
November 21 – December 5, 2019	Online engagement (round 2)

## **Strategic Plan Alignment**

The CMSP will align with the following priorities within the Strategic Plan:

Powering our future – this study will support a healthy economy.

Sustaining our future – this study will ensure that there is adaptable green infrastructure to support population and economic growth for future generations. The NHS within Clair-Maltby will be protected.

Navigating our future – this study will consider transportation connectivity, safety and improving connections between our existing community and this future community for all modes of transportation.

Building our future – The open space system in Clair-Maltby will be a strategic investment that nurtures well-being for Guelph residents. It will be a new asset to respond to Guelph's growing and changing social, economic and environmental needs.

## **Attachments**

Attachment-1 Map 1: Components of Recommended Open Space System (March 2, 2020)

Attachment-2 Policy Directions: Clair-Maltby Open Space System Strategy

Attachment-3 Round 1 Community Engagement Mapping – all community park options

Attachment-4 Community Criteria Evaluation Matrix

Attachment-5 Mapping of the short-list of community park options

Attachment-6 Evaluation Matrix of the three community park options

Attachment-7 Residents within 5-10 minute walk of the potential community park locations

## Departmental Approval

Terry Gayman, General Manager/City Engineer, Engineering and Transportation Services

Katherine Hughes, Associate Solicitor, Legal, Realty and Court Services

Christel Gregson, Senior Corporate Analyst Financial Strategy, Finance

### Report Author

Stacey Laughlin, MCIP, RPP  
Senior Policy Planner

### Report Author

Tiffany Hanna, OALA, CSLA, ISA  
Certified Arborist  
Park Planner

### Report Author

Lisa Drury, MCIP, RPP  
Policy Planner

### Approved By

Melissa Aldunate, MCIP, RPP  
Manager, Policy Planning and Urban Design

### Approved By

Luke Jefferson  
Manager, Open Space Planning



---

### Approved By

Todd Salter, MCIP, RPP  
General Manager  
Planning and Building Services  
Infrastructure, Development and  
Enterprise Services  
519-822-1260 extension 2395  
todd.salter@guelph.ca



---

### Approved By

Heather Flaherty  
General Manager  
Parks and Recreation  
Public Services  
519-822-1260 extension 2264  
heather.flaherty@guelph.ca



---

**Recommended By**

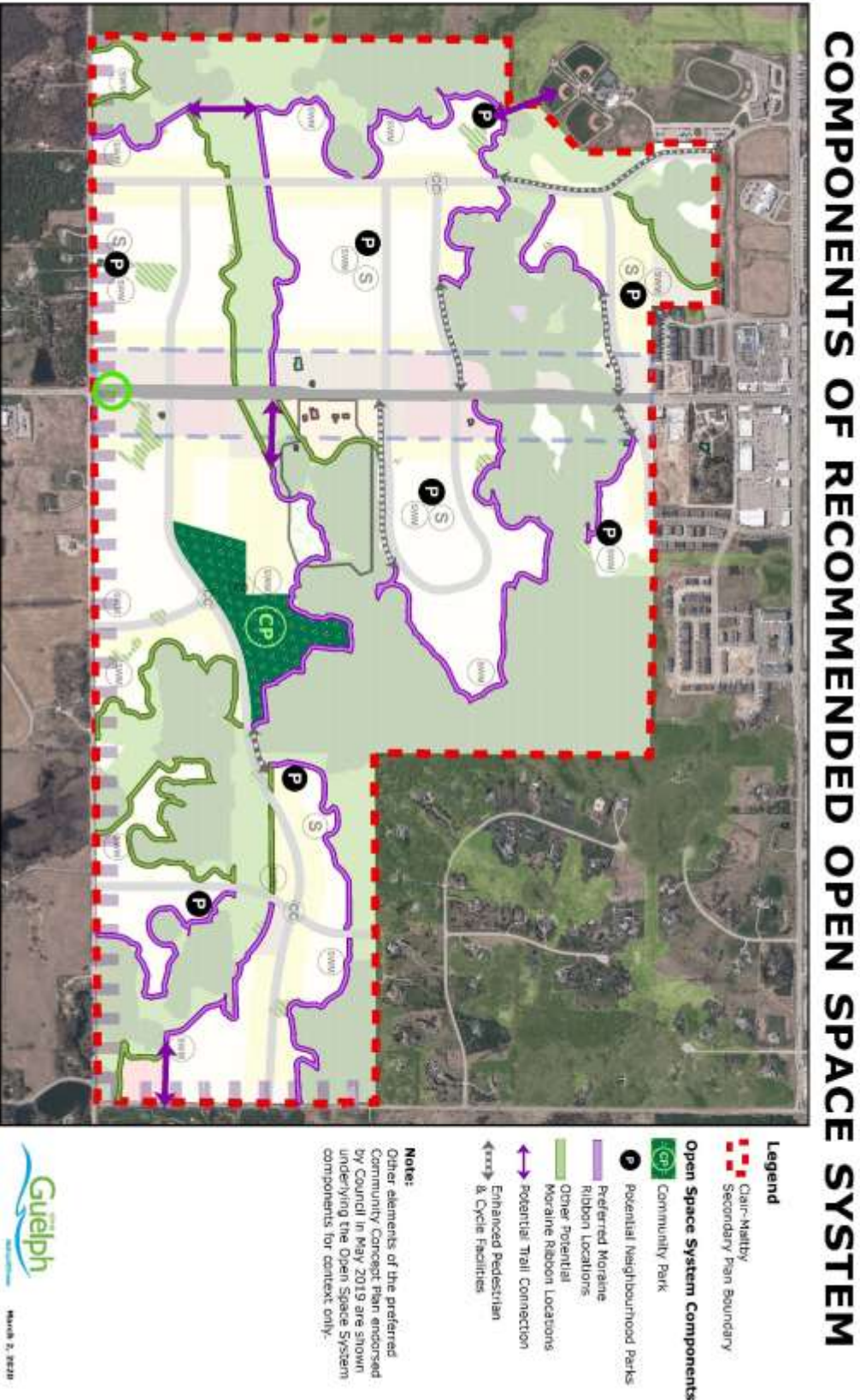
Kealy Dedman, P.Eng., MPA  
Deputy Chief Administrative Officer  
Infrastructure, Development and  
Enterprise Services  
519-822-1260 extension 2248  
kealy.dedman@guelph.ca



---

**Recommended By**

Colleen Clack  
Deputy Chief Administrative Officer  
Public Services  
519-822-1260 extension 2588  
colleen.clack@guelph.ca

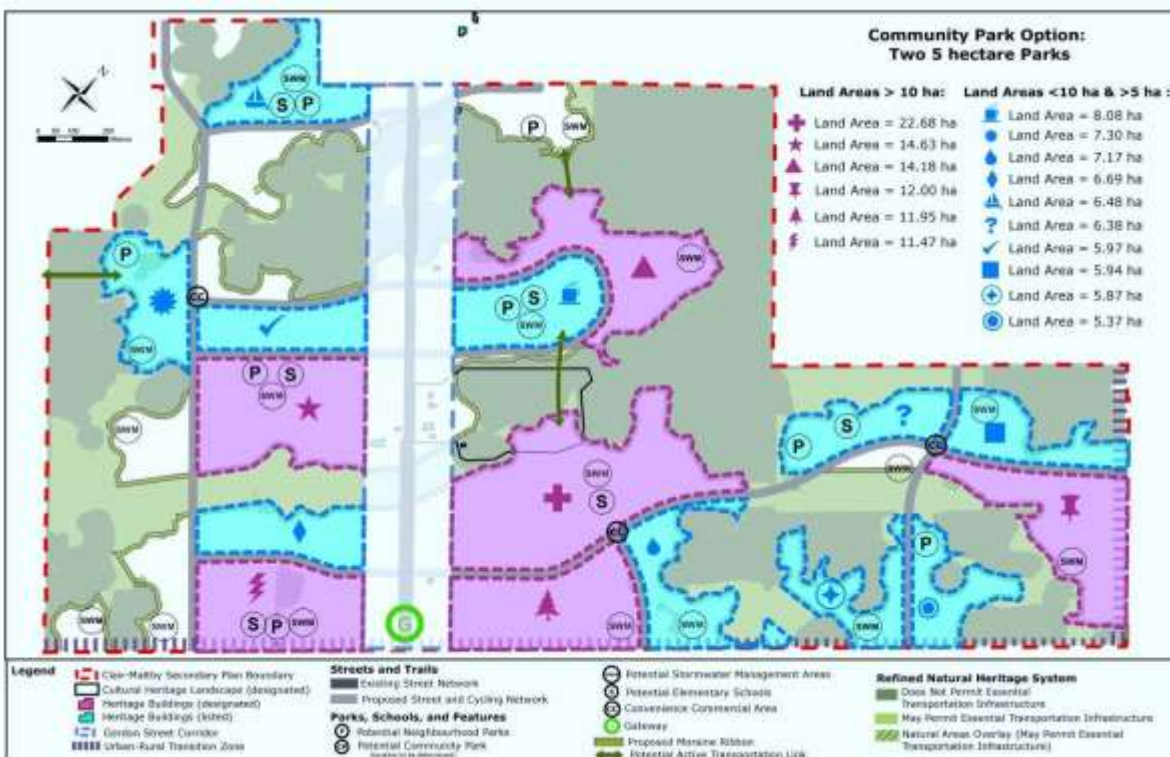
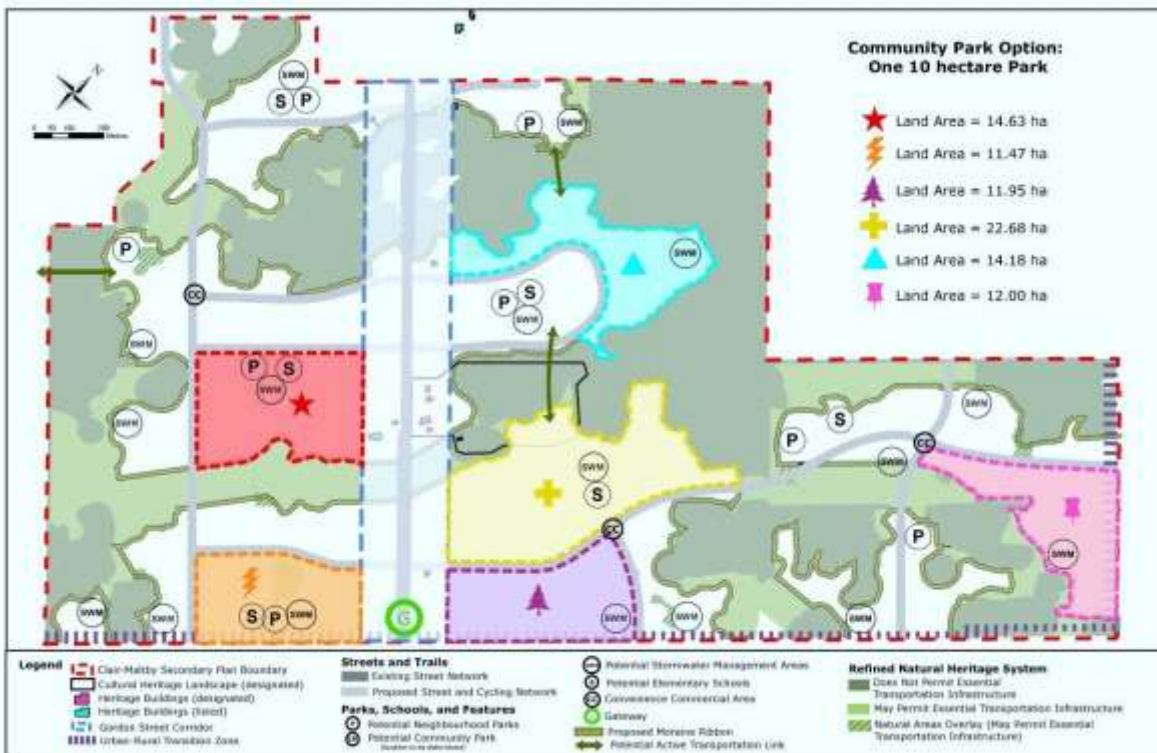




## **Attachment-2 Policy Directions: Clair-Maltby Open Space System Strategy**

[Link to the document: Policy Directions: Clair-Maltby Open Space System Strategy](#)

## Attachment-3 Round 1 Community Engagement Mapping – all community park options



## Attachment-4 Community Criteria Evaluation Matrix

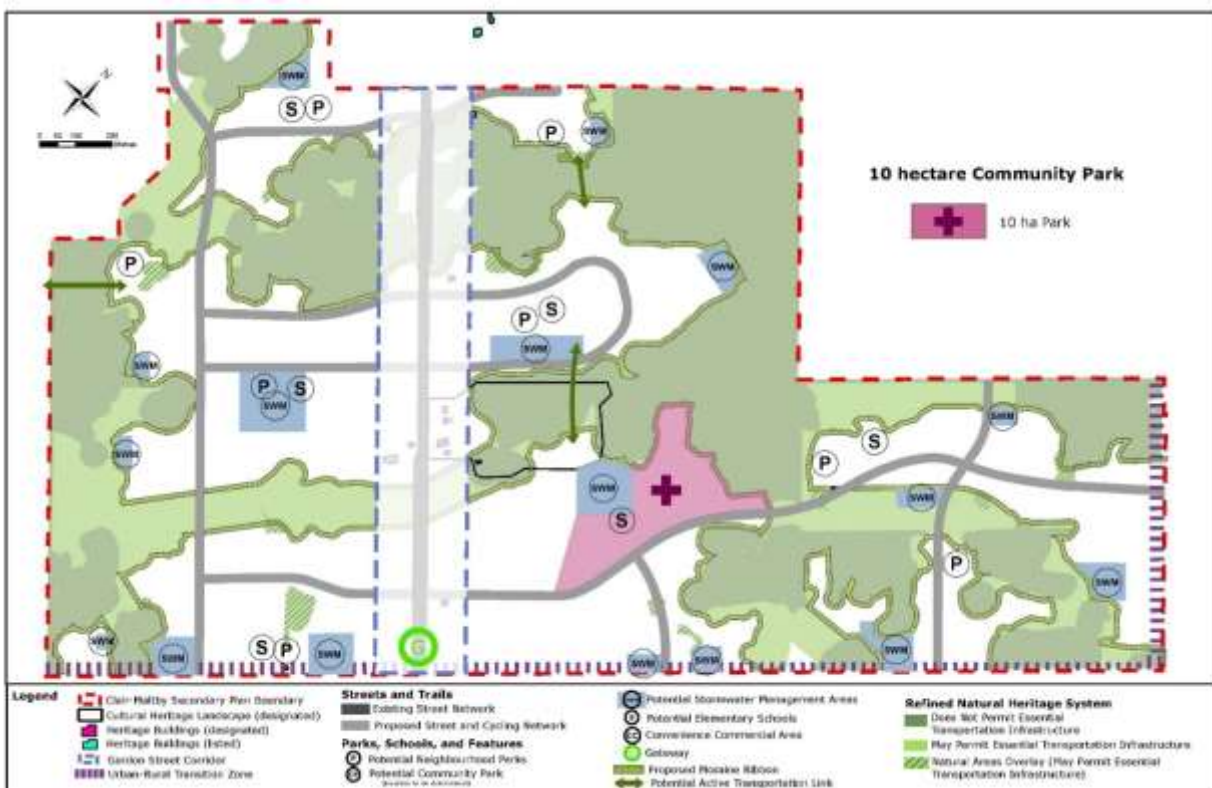
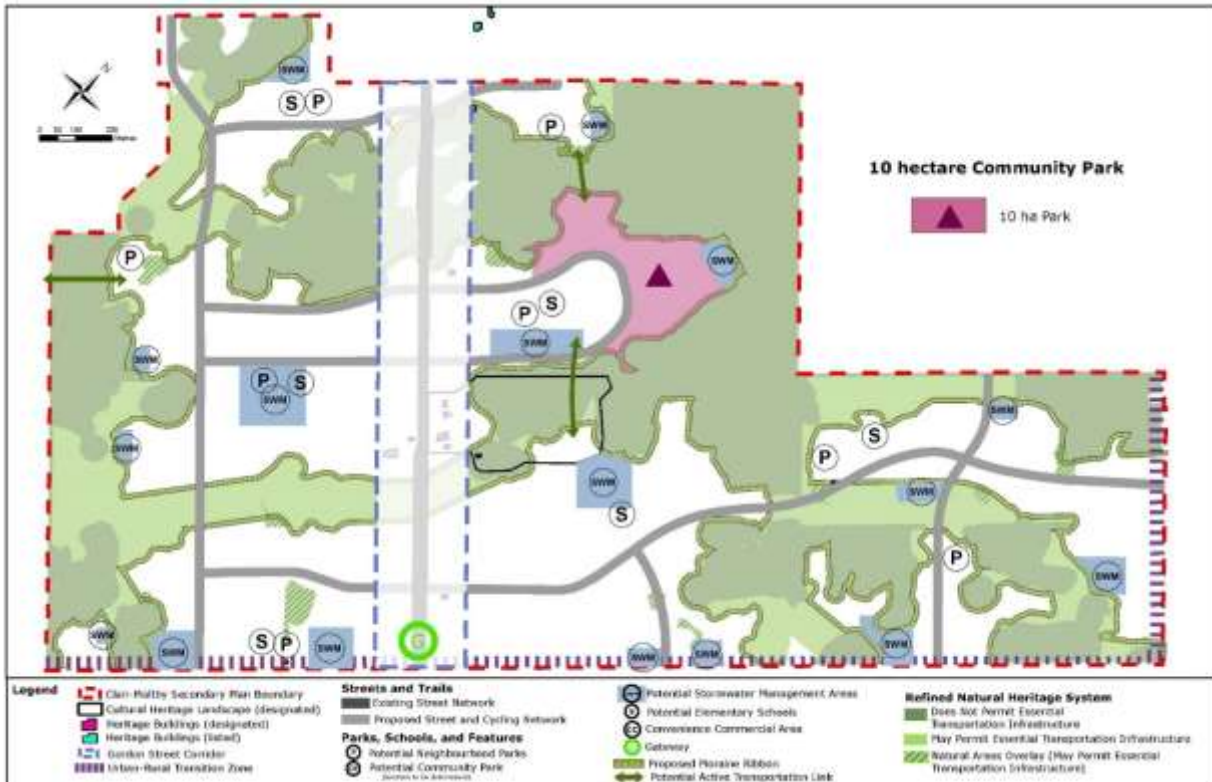
Criteria		Triangle	Plus Sign	Tree	Coffee Cup & Checkmark	Triangle & Plus Sign	Star & Plus Sign	Analysis
Size	Can the size and location accommodate multiple functions including active and passive uses?	Yes	Yes	Yes	Yes	Yes	Yes	All locations can accommodate multiple functions (2 five hectare parks or 1 ten hectare park)
	Can the park be interconnected with other parks and trails	<ul style="list-style-type: none"> <li>Moraine Ribbon</li> <li>Active Transportation Route</li> <li>Collector Road</li> </ul>	<ul style="list-style-type: none"> <li>Moraine Ribbon</li> <li>Active Transportation Route</li> <li>Collector Road</li> </ul>	<ul style="list-style-type: none"> <li>Active Transportation Route</li> <li>Collector Road</li> <li>Arterial Road (Maltby)</li> </ul>	<ul style="list-style-type: none"> <li>Collector Road</li> <li>Moraine Ribbon or enhanced pedestrian and cycle facilities</li> </ul>	<ul style="list-style-type: none"> <li>Collector Road</li> <li>Moraine Ribbon or enhanced pedestrian and cycle facilities</li> <li>Active Transportation Route</li> </ul>	<ul style="list-style-type: none"> <li>Collector Road</li> <li>Moraine Ribbon</li> </ul>	All of the park locations provide opportunities to be interconnected with other parks and trails.
	Can the existing topography be largely maintained as part of the function of the park?	Likely that both active and passive uses could be accommodated through the design with minimal grading	Likely that both active and passive uses could be accommodated through the design with minimal grading	Likely that both active and passive uses could be accommodated through the design with minimal grading	Between both park locations, it is likely that both active and passive uses could be accommodated through the design with minimal grading	Between both park locations, it is likely that both active and passive uses could be accommodated through the design with minimal grading	Between both park locations, it is likely that both active and passive uses could be accommodated through the design with minimal grading	All parks can accommodate active and passive functions while maintaining the majority of the existing topography as a function of the park.
Location	Is the location central to the secondary plan area?	Yes (slightly northeast)	Yes (slightly east)	No (south)	Yes (one park on the east and one on the west)	No (further east)	Yes (one park on the east and one on the west)	All parks are generally central. The tree park, triangle, and plus sign are slightly less central.
	Is the location walkable and accessible by various modes of transportation?	Yes	Yes	Yes	Yes	Yes	Yes	Policies will be written to ensure walkability is prioritized in all park location scenarios.
	Is the location, or portions thereof, quiet?	Yes	Yes	Yes	Yes	Yes	Yes	The park will be designed so that the park has portions that are quiet and allows for privacy and relaxation in all options.
	Is the location safe?	Yes	Yes	Yes	Yes	Yes	Yes	The park will be designed to ensure that safety is considered.
	Is the location near a landmark or notable feature?	Near Halls pond/ surrounded by NHS	Near Halls pond	Near green gateway	No	Near Halls pond	Plus sign next to Hall Pond	The Coffee Cup and Check Mark park is the main park that is not in close proximity to a major landmark/notable features.

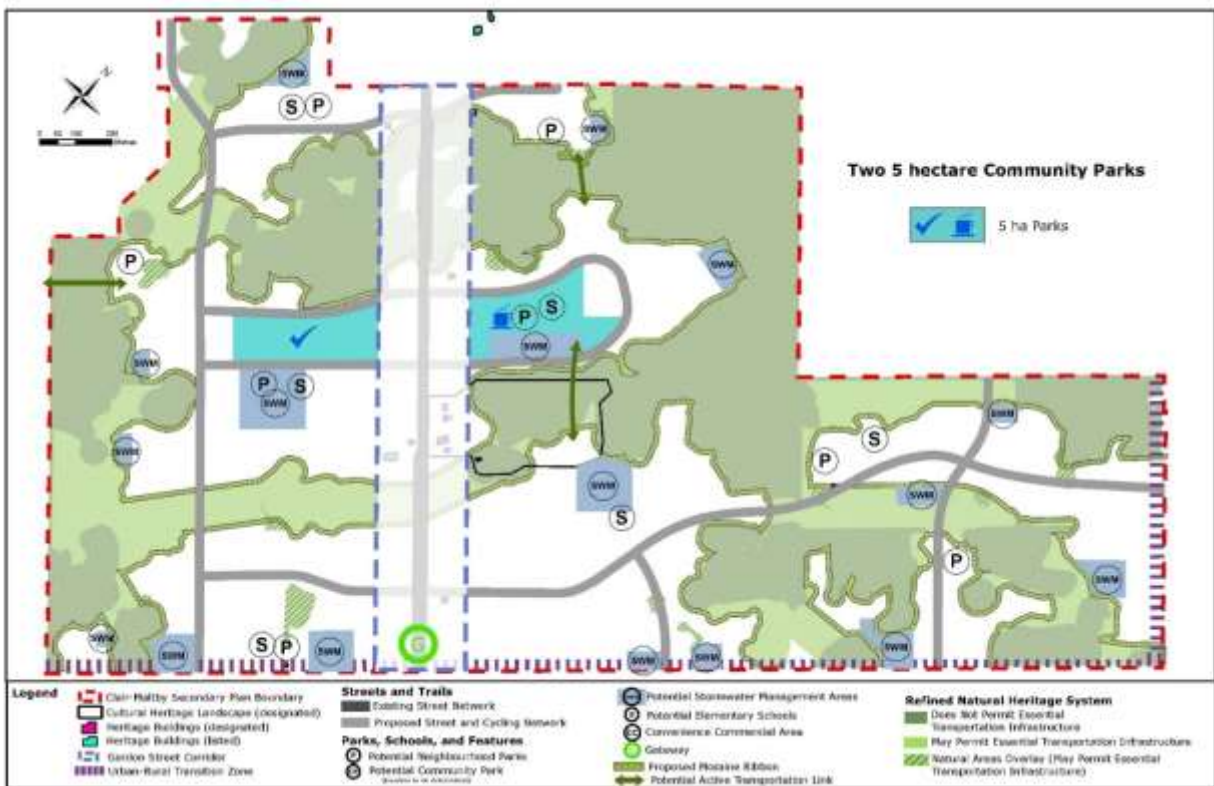
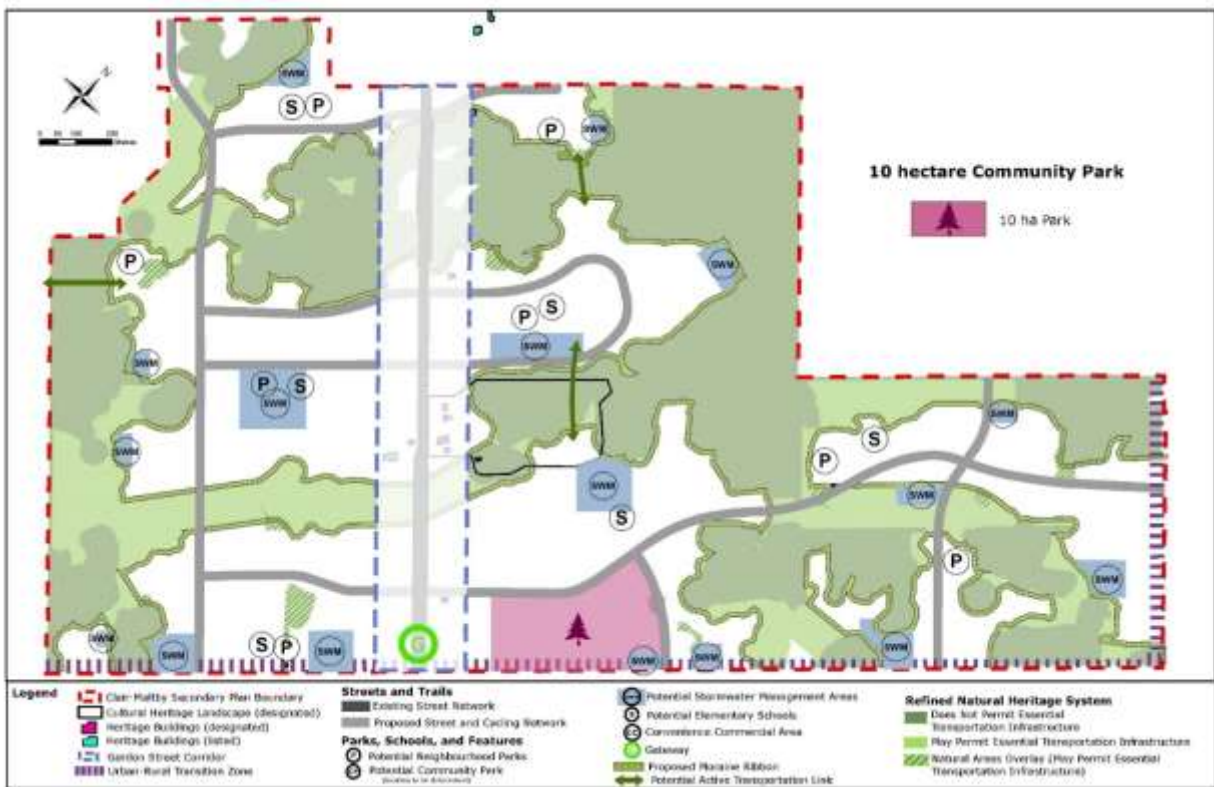
## Attachment-4 Community Criteria Evaluation Matrix (continued)

Criteria		Triangle	Plus Sign	Tree	Coffee Cup & Checkmark	Triangle & Plus Sign	Star & Plus Sign	Analysis
	Will there be a benefit to the NHS?	Yes (adjacent to the NHS)	Yes (adjacent to the NHS)	No (not adjacent to the NHS)	No (not adjacent to the NHS)	Yes (adjacent to the NHS)	Yes (Plus sign park next to NHS)	The Triangle, Plus Sign, Tringle/Plus sign and star/plus sign provide access to the NHS. The Triangle and Triangle/plus sign park provide the largest interface with the NHS.
	Will there be sufficient infrastructure to handle the increase in traffic?	Yes	Yes	Yes	Yes	Yes	Yes	All park locations will be designed to appropriately handle increased traffic.

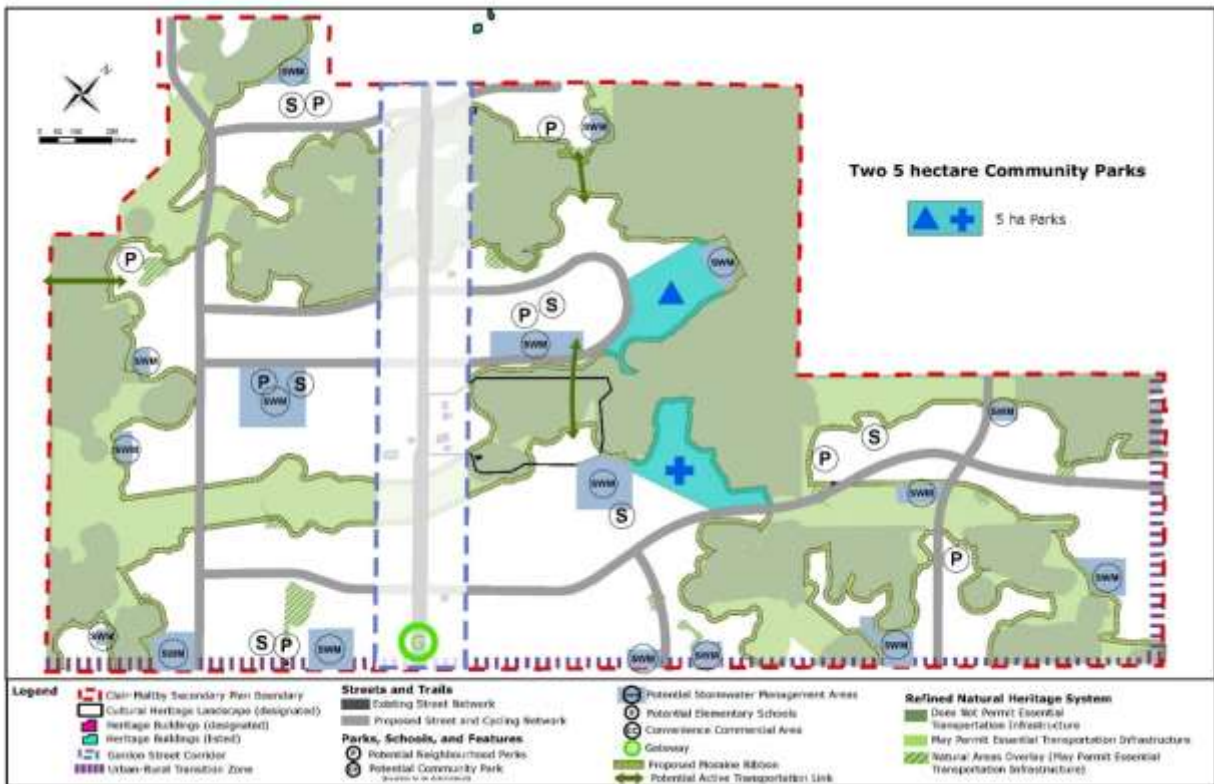
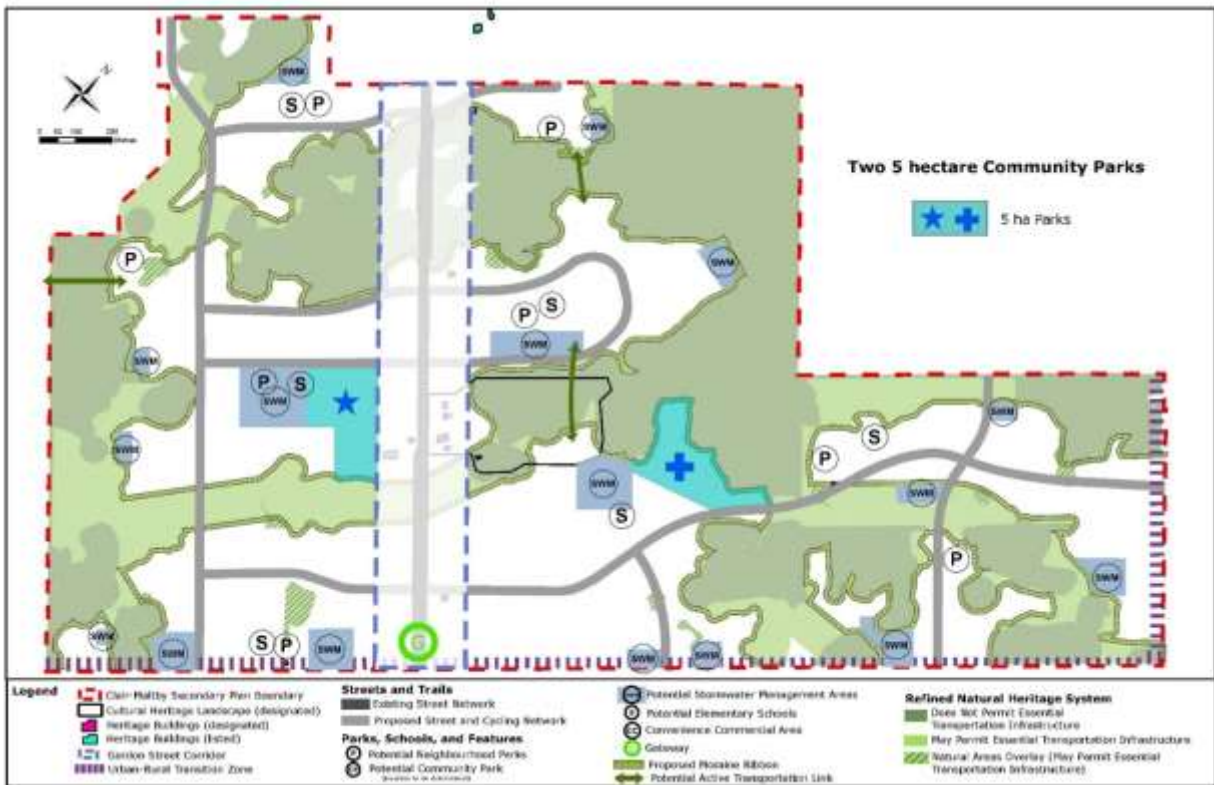


## Attachment 5 – Short List of Community Park Options









## Attachment-6 Evaluation Matrix of the three community park options

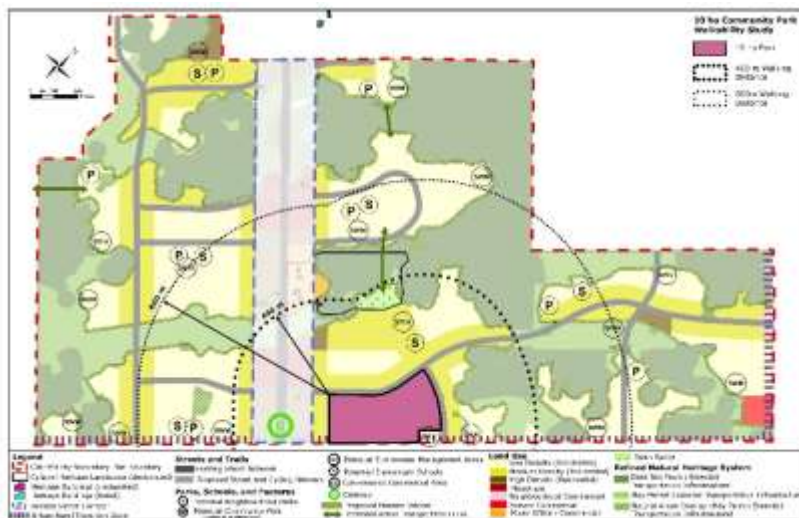
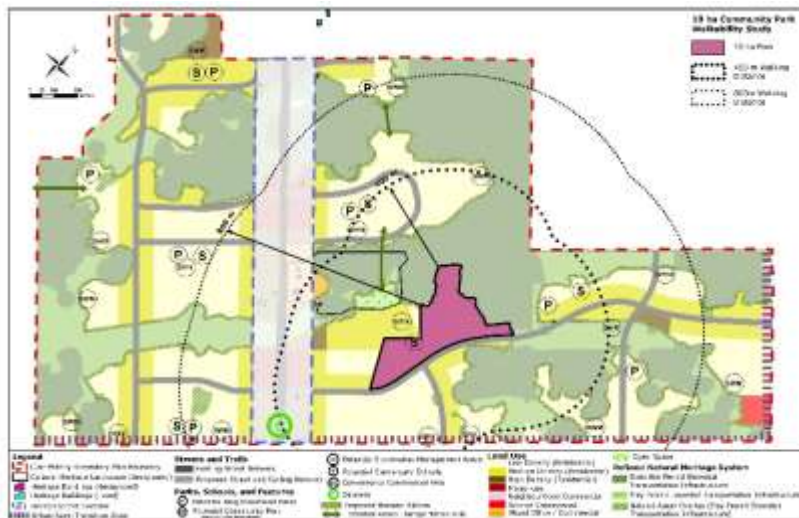
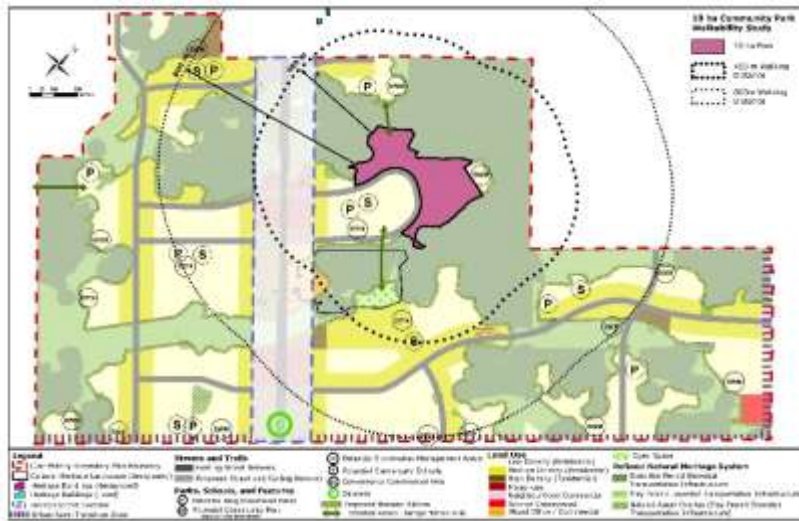
Criteria	Option 1	Option 2	Option 3	Analysis
<b>Will the size accommodate the intended community park function including active and passive uses?</b>	<ul style="list-style-type: none"> <li>Accommodates both active and passive recreation</li> </ul>	<ul style="list-style-type: none"> <li>Accommodates both active and passive recreation</li> </ul>	<ul style="list-style-type: none"> <li>Accommodates both active and passive recreation</li> </ul>	<b>This criteria is not determinative in recommending a community park location as all parks can accommodate both active and passive uses.</b>
<b>Is it a centralized and walkable location?</b>	<ul style="list-style-type: none"> <li>Yes</li> <li>Serves approximately 2950 (1850 in CMSP) people at a 400m radius and 8900 (5800 in CMSP) people at a 800m radius</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> <li>Serves approximately 4150 people at a 400m radius and 8700 people at a 800m radius</li> <li>Serves many residents without crossing Gordon Street or a future collector road (both of which are potential barriers for pedestrians, especially children).</li> <li>Separated from the existing South End Community Park located on the northwest boundary of the CMSP area.</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> <li>Serves approximately 4400 people at a 400m radius and 7050 people at a 800m radius</li> <li>Separated from the existing South End Community Park located on the northwest boundary of the CMSP area.</li> </ul>	<p><b>All three potential locations would be walkable for a significant number of residents, but Option 2 is preferred.</b></p> <p>Option 2 has the benefit of being accessible to more pedestrians without crossing Gordon Street or a future collector road. Option 2 and 3 are preferred with respect to separation distance from an existing community park.</p>
<b>Is the location accessible from major roads?</b>	<ul style="list-style-type: none"> <li>Least preferred from a road access point of view as it is located in an isolated pocket of the CMSP area with one future collector road looping through and only connecting to Gordon Street in two locations. This does not allow for traffic to disperse when major events are held in the community park, thus the accessibility of this location from a road will likely be impacted.</li> </ul>	<ul style="list-style-type: none"> <li>Connected to a major east-west collector which provides access to north-south routes</li> </ul>	<ul style="list-style-type: none"> <li>Best access as the location has major roads abutting three sides of the park with both east-west and north-south access</li> </ul>	<p><b>This criteria determined Option 1 is least desirable because it has the greatest limitations for access management.</b></p> <p><b>Option 2 and 3 meet this criteria.</b></p>
<b>Is the location accessible by all modes of transportation?</b>	<ul style="list-style-type: none"> <li>Will be accessible by multiple modes of transportation</li> </ul>	<ul style="list-style-type: none"> <li>Will be accessible by multiple modes of transportation</li> </ul>	<ul style="list-style-type: none"> <li>Will be accessible by multiple modes of transportation</li> </ul>	<b>This criteria was not determinative in recommending a community park location as all three potential park locations will be accessible by multiple modes of transportation.</b>
<b>Does the location abut the NHS?</b>	<ul style="list-style-type: none"> <li>About 70% of the CP abuts the NHS and associated Significant</li> </ul>	<ul style="list-style-type: none"> <li>About 40% of the CP abuts the NHS and associated Significant</li> </ul>	<ul style="list-style-type: none"> <li>This location does not abut the NHS and therefore the potential</li> </ul>	<b>Option 1 and 2 are preferred from a natural heritage</b>



## Attachment-6 Evaluation Matrix of the three community park options (continued)

Criteria	Option 1	Option 2	Option 3	Analysis
	<p>Landform (SL). This provides excellent opportunities to:</p> <ul style="list-style-type: none"> <li>View the SL as the park would essentially be "framed" by NHS and SL</li> <li>Provide outreach, education and stewardship related to the NHS and SL</li> </ul> <ul style="list-style-type: none"> <li>Surrounded on three sides by the most sensitive NHS features in the CMSP area. Having a community park in this location will help ensure that the adjacent land uses include: <ul style="list-style-type: none"> <li>Relatively high levels of pervious surface</li> <li>Relatively high levels of tree canopy and / or naturalized areas and / or other "green" space</li> </ul> </li> </ul>	<p>Landform. This provides opportunities (albeit less than Option 1) to:</p> <ul style="list-style-type: none"> <li>View the SL as the park would essentially be "framed" by NHS and SL</li> <li>Provide outreach, education and stewardship related to the NHS and SL</li> </ul> <ul style="list-style-type: none"> <li>Abuts some of the most sensitive NHS features in the CMSP area (albeit less than the Option 1). Having a community park in this location will help ensure that the adjacent land uses include: <ul style="list-style-type: none"> <li>Relatively high levels of pervious surface</li> <li>Relatively high levels of tree canopy and / or naturalized areas and / or other "green" space</li> </ul> </li> </ul>	<p>for impacts to the NHS related to lighting and noise are not mitigated by the distance from the NHS.</p> <ul style="list-style-type: none"> <li>This location does not provide the benefit of locating a park use adjacent to the NHS.</li> </ul>	<p><b>perspective as they both abut the NHS (and the Significant Landform), with a slight preference for Option 1 as more of the park abuts the NHS.</b></p> <p><b>Of the three options, Option 3 is the least desirable from a natural heritage perspective as it does not abut the NHS.</b></p>
<b>Can the existing topography accommodate the community park?</b>	<ul style="list-style-type: none"> <li>Has areas with topography that would facilitate passive recreation opportunities. There are areas that are flatter and could facilitate active recreation opportunities with minimal grading.</li> </ul>	<ul style="list-style-type: none"> <li>Has areas with topography that would facilitate passive recreation opportunities. There are areas that are flatter and could facilitate active recreation opportunities with minimal grading.</li> </ul>	<ul style="list-style-type: none"> <li>Has areas with topography that would facilitate passive recreation opportunities. There are areas that are flatter and could facilitate active recreation opportunities with minimal grading.</li> </ul>	<p><b>This criteria was not determinative in recommending a community park location as all three potential park locations could facilitate the intended function of the park while respecting the existing topography.</b></p>

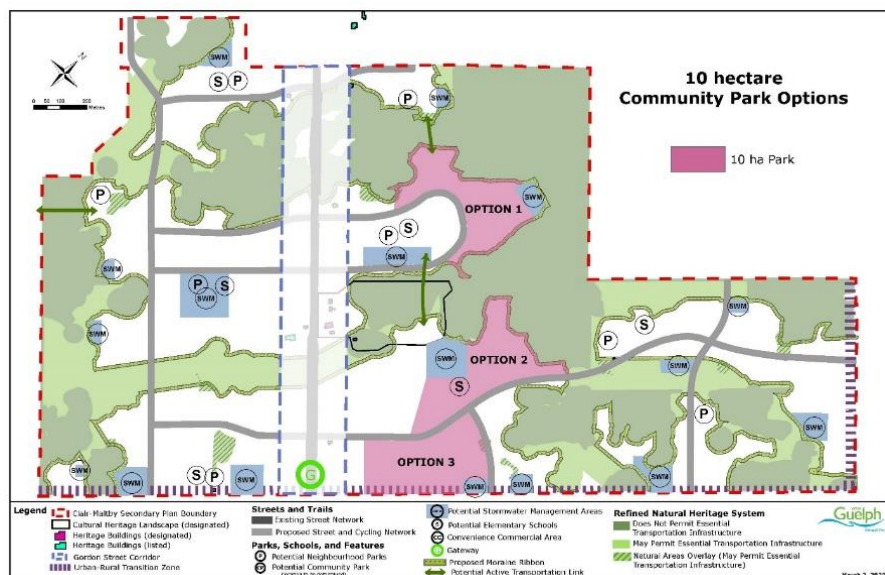
## Attachment-7 Residents within a 5-10 minute walk of the potential community park



# Council Memo

To **City Council**  
Service Area Infrastructure, Development and Enterprise Services  
Date Monday, May 25, 2020  
Subject **Clair-Maltby Secondary Plan – Open Space System Strategy: Revised Community Park Location**

On March 2, 2020 Committee of the Whole (CoW) considered Report IDE-2020-17 regarding the Clair-Maltby Secondary Plan Open Space System Strategy. At that meeting CoW passed an amended motion which resulted in the location of the potential Community Park moving from the recommended location (Option #2) to the Option #1 location.



Following the CoW meeting, Staff reviewed the recommended 'Policy Directions: Clair-Maltby Open Space System Strategy' document including the 'Components of Recommended Open Space System' map. To implement CoW's decision, the following amendments will be required:

- **Community Park Direction #3** (page 8) will be revised to indicate 'The Community Park will have access to and frontage on a collector or arterial road.' The reference to 'east-west' would be deleted.
- **Neighbourhood Parks Direction #1** (page 9) will be revised to reference the 'Components of Recommended Open Space System map dated March 30, 2020' to reflect that one neighbourhood park will require re-location.

- **Map 1 Components of Recommended Open Space System** will have to be revised in accordance with Attachment-1 to this memo. The community park location has been moved to the Option #1 location and the potential neighbourhood park and potential school locations in proximity to the revised Community Park location will have to be re-located within the secondary plan area. The relocation of the potential neighbourhood park and potential school will be considered through discussions with the Upper Grand District School Board, the Wellington Catholic District School Board, Parks and Recreation and the project consultant team and reported back on with the draft secondary plan.

The Option #2 Community Park location was planned to provide neighbourhood park function to the surrounding area. With the relocation of the Community Park, the area in proximity to the Option #2 location is now deficient of a neighbourhood park. The location of a neighbourhood park in this area will be reviewed and included in the draft secondary plan. The draft secondary plan is scheduled to be released for public review in Q2 2020.

In order to implement the above changes, the following recommendation should be included in addition to the recommendations that were passed by CoW on March 2, 2020:

"That the Policy Directions: Clair-Maltby Open Space System Strategy document and the Components of Recommended Open Space System map be amended as outlined in the March 30, 2020 Council Memo titled Clair-Maltby Secondary Plan – Open Space System Strategy: Revised Community Park Location."

**This memo was approved by:**

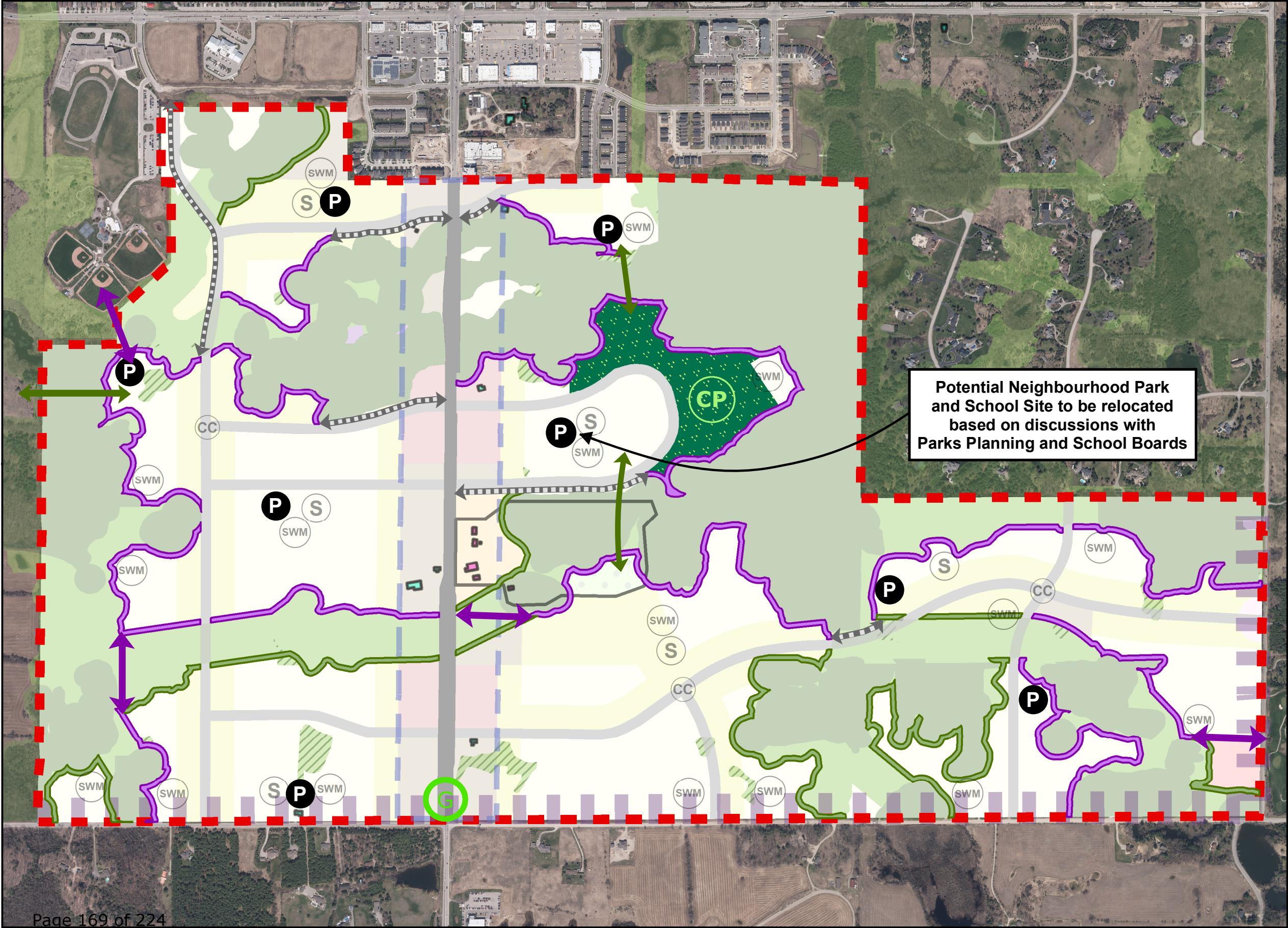
Todd Salter, MCIP, RPP  
General Manager, Planning and Building Services  
Infrastructure, Development and Enterprise Services  
519-822-1260 extension 2395  
todd.salter@guelph.ca

**This memo was recommended by:**

Kealy Dedman, P.Eng., MPA  
Deputy Chief Administrative Officer  
Infrastructure, Development and Enterprise Services  
519-822-1260 extension 2248  
kealy.dedman@guelph.ca



# COMPONENTS OF RECOMMENDED OPEN SPACE SYSTEM



## Legend

- Clair-Maltby Secondary Plan Boundary

## Open Space System Components

- Community Park
- Potential Neighbourhood Parks
- Preferred Moraine Ribbon Locations
- Other Potential Moraine Ribbon Locations
- Potential Trail Connection
- Enhanced Pedestrian & Cycle Facilities
- Potential Active Transportation Link

**Note:**  
Other elements of the preferred Community Concept Plan endorsed by Council in May 2019 are shown underlying the Open Space System components for context only.



# Council Memo



---

To	<b>City Council</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, May 25, 2020
Subject	<b>Clair-Maltby Secondary Plan: Open Space System Strategy – Re: Letter from Miller Thomson LLP on behalf of Thomasfield Homes</b>

---

The City Clerk's Office received a letter regarding the Clair-Maltby Secondary Plan: Open Space System Strategy dated May 6, 2020 from Trenton Johnson of Miller Thomson LLP on behalf of Thomasfield Homes Limited. This memo provides staff's response including additional information and clarification of points raised in the letter.

## **Request and Staff's Recommendation**

Mr. Johnson has requested that Council refer the location of the community park back to staff and that staff hold meetings with the landowners to attempt to achieve consensus with respect to the Community Park Location.

Staff do not recommend that Council refer the matter back to staff as there has been extensive consultation with the public, stakeholders and landowners throughout the development of the secondary plan to date and specifically through the engagement on the open space system strategy as directed by Council in May 2019. Over the course of the engagement held in Q3 and Q4 2019, it became clear that there were differing opinions and that consensus on a location would not be reached (see pages 3-5 of report IDE-2020-17 for details regarding community engagement). Also, there is no indication that there is willingness on the part of the other landowners within the secondary plan area to participate in the process requested by Miller Thomson. From the earlier stages of the CMSP engagement process, City staff have recommended to the landowners that they form a group to establish consensus on a variety of matters related to the CMPS but there was no apparent interest.

## **The need for a community park in the secondary plan**

At this time it is estimated that approximately 16,000 future residents will be accommodated within the secondary plan area. Based on the number of new residents and the existing amount of parkland within the City, additional community park space needs to be planned for within the secondary plan area.

The park service levels within the City's Official Plan identify that a community park is required within the secondary plan area. As the city population grows, in particular as the population grows within the Clair-Maltby area, the service levels

identified within the City's Official Plan need to be maintained to ensure equitable distribution of park assets throughout the city. 16,000 new residents will create demand for large scale park amenities in addition to a network of smaller, walkable neighbourhood parks. This is further reinforced through the community engagement work that concluded that one larger community park is preferable to two smaller community parks.

The proposed community park in Clair-Maltby is intended to provide both active and passive recreation opportunities for the community and may provide an opportunity for additional sportfields as well as outdoor event space. The size and location have been evaluated and at a conceptual level can meet the community programming expectations.

The community has expressed particular interest in ensuring that parks, including the community park, are provisioned within the Clair Maltby Secondary Plan as outlined by the City's Official Plan service levels.

### **Expansion of the existing South End Community Park**

For clarification we note that while the letter refers to the existing park as the 'Larry Pearson Community Park', it is the South End Community Park and 'Larry Pearson' only refers to the baseball diamonds within the park.

The Recreation, Parks and Culture Strategic Plan 2009 was a ten-year plan for the city and addressed needs for the City's population to 2019. Most of the lands within the Clair-Maltby Secondary Plan area are identified as 'Reserve Lands' and were not intended to be planned or available for development until 2021 or beyond. The 2009 Recreation, Parks and Culture Strategic Plan did not plan for the City's parkland needs beyond 2019, therefore did not address or consider lands within or parkland needs for the Clair-Maltby secondary plan area.

For further clarification, the letter specifically references the South End Centre Component Study (as part of the 2009 Recreation, Parks & Culture Strategic Master Plan). The development of the South End Community Centre is intended to occur within the existing South End Community Park boundaries. The 2009 South End Component Study does reference purchasing additional land to accommodate design considerations for the Community Centre. This is noted as a second option 'if there is insufficient land to accommodate all components proposed for the South End Centre' (page 125). The expansion of the park is not necessary to facilitate the South End Centre.

In addition, since 2009, the City's Natural Heritage System (NHS) was approved. The South End Community Park is now almost entirely surrounded by Significant Natural Areas, therefore the opportunity to explore a substantial expansion to this park is no longer a feasible option.

### **Size of the Community Park**

Report IDE-2020-17 outlines why a ten-hectare community park is being recommended. Generally, in order for the community park to accommodate multiple functions, including both passive and active uses, while largely maintaining the existing topography as part of the function of the park, ten-hectares is an appropriate size to achieve these goals.

## **Further pausing the Clair-Maltby Open Space System Strategy**

### **Project Timeline Implications**

Should Council decide to refer the Open Space System Strategy to staff for further discussions, the timing for completion of the Clair-Maltby Secondary would be impacted.

Early in the project, council expressed a desire for the secondary plan to be expedited to the extent possible. Staff worked with the project consultant team and modified the timeline to reduce it from four years to approximately three years while still undertaking the scope of work outlined in the project terms of reference.

This expedited project timeline had anticipated the secondary plan being completed in April 2019.

On June 25, 2018, Council directed that staff present the findings of the Phase 1 and Phase 2 Characterization Report at a public focus group session before starting commencement of the Phase 3 tasks. This direction resulted in the project timeline being lengthened.

In May of 2019, the revised timeline for the project outlined that it would be complete in Q1 2020. However, on May 13, 2019 Council directed that staff further review the location and size of the potential community park and bring back the Open Space System Strategy for consideration prior to the draft secondary plan and Master Environmental Servicing Plan.

Undertaking the Open Space System Strategy process included an extensive amount of in-person and online community engagement for all interested stakeholders including landowners (see pages 3-5 of report IDE-2020-17 for further details). The process has lengthened the project timeline and it is now anticipated that the project will not be complete until Q1 of 2021. We do note that this revised timeline may further change as a result of COVID-19 impacts.

Should Council refer the Open Space System Strategy back to staff for a second time, the project timelines will be further impacted. The project is at a point where other work, including detailed modelling, cannot proceed until direction regarding the Open Space System Strategy, including the location of the community park, is endorsed by Council.

### **Potential Financial Implications**

In order to “attempt to reach consensus with respect to a Community Park location that meets the City’s criteria to be brought back to Council for consideration” as has been requested, we recommend that the process be led by a professional facilitator, mediator or equivalent. Financial impacts would result from the hiring of a professional to guide the process.

If the Open Space System Strategy is further paused and the landowners are directed to lead their own process, staff does not anticipate that there would be a direct financial cost to the project. The components of the secondary plan project that rely on a decision on the location of the park would be paused.



### **Staff's Comments on the request for a referral**

As previously stated, staff do not recommend that Council refer the location of the Community Park for further discussions with landowners. An extensive consultation process was undertaken which resulted in many different opinions being expressed with no clear agreement on location. If Council refers the matter back for further consideration, staff recommend that the process be landowner driven and that staff not be involved in the meetings.

We recommend that the landowners be provided with an 8 week period to hold their conversations, reach consensus and report back to the General Manager of Planning and Building Services (or alternate) and the General Manager of Parks and Recreation on or before July 24, 2020. Staff would then be in a position to report back to Council the results of the landowner discussions in September 2020.

### **This memo was approved by:**

Todd Salter, MCIP, RPP  
General Manager  
Planning and Building Services  
Infrastructure, Development and Enterprise Services  
519-822-1260 extension 2395  
todd.salter@guelph.ca

### **This memo was recommended by:**

Kealy Dedman, P.Eng., MPA  
Deputy Chief Administrative Officer  
Infrastructure, Development and Enterprise Services  
519-822-1260 extension 2248  
kealy.dedman@guelph.ca

# Clair-Maltby Open Space Strategy

Susan Watson

# City of Guelph Official Plan policies

## Neighbourhood open space

- ▶ *It is the policy of the City to maintain a minimum city-wide average rate of Neighbourhood Parks provision of 0.7 hectares / 1000 population.*

## City wide open space

- ▶ *The City will maintain a minimum city-wide average rate of Community Parks of 1.3 hectares / 1000 population.*

## Regional open space

- ▶ *The City will encourage the provision of Regional Park facilities at the rate of 1.3 hectares / 1000 population.*

## Estimated population range

- ▶ 15,000 - 25,000 people
- ▶ Just multiply the thousands x 2 ha for minimum parkland.

# OP requirements for Clair-Maltby

## Population projection: 15,000 people

- ▶ 30 ha *minimum* neighbourhood and community parkland requirement
- ▶ 19.5 ha of regional open space to be encouraged

## Population projection: 25,000 people

- ▶ 50 ha *minimum* neighbourhood and community parkland requirement
- ▶ 32.5 ha of regional open space to be encouraged

# Proposed Parkland in Clair Maltby SP

Type of Parkland	OP minimum ratio	OP minimum requirement for 15,000 pop.	OP minimum requirement for 25,000 pop.	Proposed parkland in CMSP
Neighbourhood	0.7 ha/ 1000 pop.	10.5 ha	17.5 ha	8 x +/- 1 ha = +/- 8 ha
Community	1.3 ha/ 1000 pop.	19.5 ha	32.5 ha	10 ha
Regional	1.3 ha/ 1000 pop.	19.5 ha	32.5 ha	20 ha (moraine ribbon)
<b>Total</b>	<b>3.3 ha/ 1000 pop.</b>	<b>49.5 ha</b>	<b>82.5 ha</b>	<b>38 ha</b>

# How should we plan for parkland in Clair-Maltby?

- ▶ Maximum population of 25,000 should be used to calculate parkland required
- ▶ Almost impossible to add parkland after development has taken place.

## Staff recommendation spring 2018 p. 14

- *If the maximum amount of parkland is sought, it could become another development constraint, therefore, less than the maximum amount of Community Parkland space is proposed to assist in providing adequate recreation opportunities for this new community and the rest of the City, while still accommodating development in the area.*



# The real constraint?

## Business-as-usual low-density sprawl

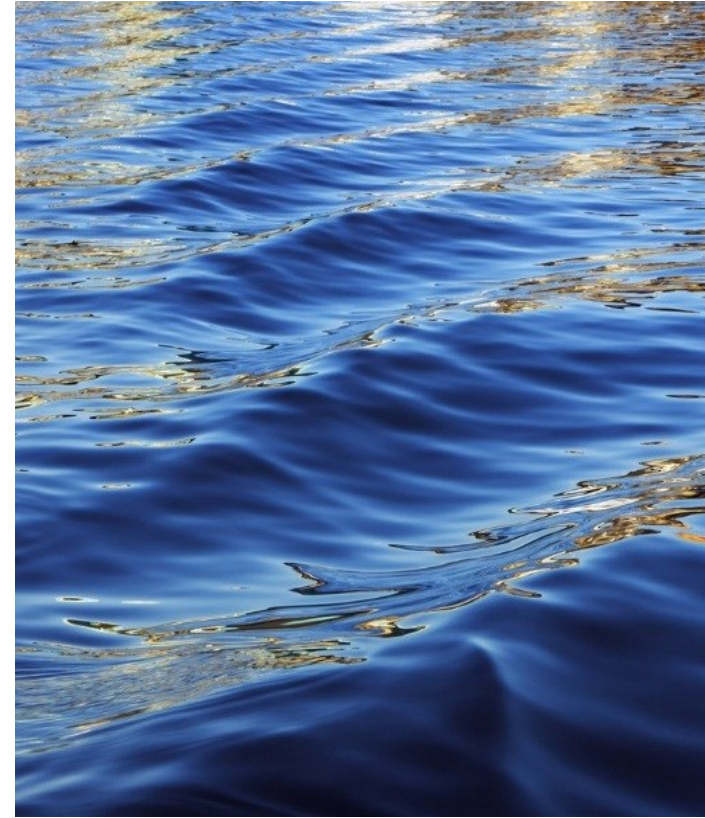
A plan which actually delivered compact urban form could accommodate 25,000 people in Clair-Maltby as well as the levels of parkland anticipated in our Official Plan.

The right side of the slide features a series of overlapping, angular green shapes in various shades, creating a dynamic, abstract background element.

# We need that plan.

# Park Site Selection

1. COW made the right decision
2. Increasing need of people for natural spaces
3. The prize is a functioning wetland ecosystem
4. Restoration will have many elements
5. Tools to restore the Halls Pond Ecosystem



Presentation to City Council  
on  
Clair-Maltby Open-Space System Strategy

By  
Hugh Whiteley  
May 25 2020

# WHAT IS THE PURPOSE OF LAND-USE PLANNING?

The purpose of land-use planning as set out in the Planning Act and the Provincial Policy statement is to promote long-term prosperity, human and environmental health, and social well-being through wise management of land-use change.

# OPEN-SPACE PLANNING IN THE CITY OF GUELPH

- The City of Guelph has long recognized that to be a strong sustainable and resilient community public access to beautiful greenspace areas was essential for social well-being.
- ***“In the rapid growth of urbanization, which increasingly takes man out of harmony with nature, the opportunity for frequent return to a more natural environment is most important, especially for children and for elderly persons. Looking to the future of a City filling the present boundaries and possibly extending beyond these boundaries the lands that are reserved and preserved in our time will be beyond price.”*** (January 1970 Report to City Council by City Administrator Fred Woods in support of the Guelph Valleylands Project to preserve conservation lands in the Hanlon Creek Watershed)

# CITY OF GUELPH'S FIRST OPEN-SPACE PLAN

***“Open space is no longer residual land but a vital component of an orderly urban environment that serves many irreplaceable functions .Preservation, acquisition and development of open space must occur within a broad framework to include strategies to alleviate the shortage of parkland, preserve valuable natural features and provide for active and passive parkland for the growth of the community. To be effective the framework must become the central coordinating element in planning.”***

(parks and recreation concept (master) plan adopted by City Council 1973.)



# PARKLAND DEDICATION HONOUR ROLL

- 1871 City purchases land and establishes Exhibition Park
- 1879 Eramosa River Waterworks adds parkland uses
- 1897 Sleeman Park between Water Street and Speed River
- 1904 J.W. Lyon buys land for start of Riverside Park
- 1908 J.W. Lyon buys Lyon Park land and donates to City
- 1910 City purchases Gow's millpond area for Royal City Park
- 1956 City and GRCA purchase Goldie Mill property
- 1956 City purchases Speedvale mill property for Riverside Park

# PARKLAND DEDICATION HONOUR ROLL

- 1957 City purchases 230 Arthur to form Joseph Wolfond Park
- 1957 GRCA buys river corridors for Water St & Silvercreek Park
- 1967 Heritage Park established at Allan's Mill site
- 1976 City purchases 70 Norwich for Goldie Mill Park
- 1976 City purchases 175 Cardigan for Herb Markle Park
- 1977 City and GRCA purchase Kortright Waterfowl Park
- 1992 City and GRCA purchase 176 Gordon as Marianne's Park
- 2004 City acquires 139 Cardigan as Joseph Wolson Park west

# PARKLAND DEDICATION HONOUR ROLL

- 2016      City Council adopts Downtown Guelph Secondary Plan with Parkland Designation for the Speed River Corridor portion of Wellington Plaza. Parkland to be acquired as redevelopment occurs.
- 2020      To be determined by City Council

Deciding to locate the Paris Moraine Community Park at the Hall's Pond Overlook location confirms Guelph's proud tradition of excellence in Open-Space planning





May 6, 2020

**Trenton D. Johnson**  
Direct Line: 519.780.4651  
[tjohnson@millerthomson.com](mailto:tjohnson@millerthomson.com)

**Delivered via Email: [clerks@guelph.ca](mailto:clerks@guelph.ca)**

Guelph City Hall  
1 Carden Street  
Guelph, ON N1H 3A1

Attention: Mayor Guthrie and Members of  
Council

Dear Sirs/Madams:

**Re: IDE-2020-17 Clair-Maltby Secondary Plan: Open Space System Strategy**

Thomasfield Homes Limited is a Guelph-based family run business. Tom Krizsan founded Thomasfield Homes in 1978 and he is pleased that his children have joined the company and are contributing to its ongoing success. Mr. Krizsan is also proud to have long time (in some cases 25 years or more) established relationships with local trades and suppliers. Mr. Krizsan has developed and owned the Springfield Golf Course, (Audubon Certified) located within the Clair-Maltby Secondary Plan area, since 1988.

Thomasfield Homes has been closely following the Clair-Maltby Secondary Plan process and respectfully requests that when Council considers Report IDE-2020-17, that the following motions be approved;

1. **That the Clair-Maltby Secondary Plan Policy Directions: Open Space System Strategy dated March 2, 2020 included as Attachment 2 to report IDE-2020- 17, be referred to staff and that a meeting with the landowners be held by staff to attempt to reach a consensus with respect to a Community Park location that meets the City's criteria to be brought back to Council for consideration.**
2. **AND THAT the final parkland recommendations may be impacted and revised based on the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety.**

The reasons for this request are outlined within this letter.

**Has the need for a second Community Park been established?**

Thomasfield Homes is in agreement with other landowners questioning the need for a second Community Park within the Clair-Maltby area given that Larry Pearson Park is located abutting the limit of the Clair-Maltby Secondary Plan boundary. Since Larry Pearson Community Park is the future location of the South End Recreation Centre, it is our belief that putting the City's resources toward achieving the South End Recreation Centre is a better option for the City than creating a second Community Park and its associated

municipal financial obligation within the Clair-Maltby Secondary Plan area. We continue to question the need for this Community Park within the Clair-Maltby Secondary Plan area. There has been no analysis provided by the City justifying the need for a second Community Park in this area.

### **Should the Existing Larry Pearson Community Park be expanded?**

The City's current Recreation, Parks & Culture Strategic Master Plan 2009 appears to identify the current Larry Pearson Community Park as the only required Community Park for the south end of Guelph. This report recommends purchasing additional land to add to this existing Community Park to accommodate all of the recommended components of the Community Park.

Monteith Brown prepared the City of Guelph – Recreation, Parks & Culture Strategic Master Plan/South End Centre Component Study, July 2009. Below are excerpts from this report;

#### *“12. South End Centre (Component Study)*

##### *Page 119 **OVERVIEW***

*For some years, the City of Guelph has identified the need for a community facility to serve the growing South end. The planning for this facility began in earnest with the acquisition of land for a community park on Clair Road West earlier this decade. The purpose of this Component Study is to identify the types of spaces and potential activities that would be a good fit for the South End Centre, in keeping with the City-wide and community-specific assessment of indoor recreation infrastructure needs that was undertaken in the Recreation, Parks and Culture Strategic Master Plan. Input regarding the **South End Centre** was solicited through several avenues, including the household survey, stakeholder group survey, and several workshops and open houses. “The City’s long-term capital forecast has identified approximately \$34.7 million in funding for site preparation and construction of this facility; **90% of this funding is expected to be generated from Development Charges**. Although originally planned to begin construction in 2013, **with facility opening to occur in 2015**, the availability of funding may affect timing. While the original timeframe remains a reasonable target from a ‘needs’ perspective, **funding realities will need to be evaluated during future planning phases for this facility.***

***The City’s population is forecasted to grow by over 54,000 people by 2031 and a significant portion of this growth is expected to be accommodated in the City’s south end.** South Guelph also has more families with children (per capita) when compared to East and West Guelph, suggesting a greater than average demand for introductory community-level recreational opportunities.”*

*Page 124 **Purchase additional land to the east to provide sufficient space to build a South End Centre consisting of all of the recommended components (including the twin pad arena).** This option has the potential to cause project delays as negotiation, planning approvals and/or additional site work may be required.”*



Page 124 **SITE ASSESSMENT**

*The proposed site for the South End Centre is within the **16.2 hectare (40 acre) South End Community Park on Clair Road West at Poppy Drive.***

***Vehicular access to the site from Clair Road West is good and it is in close proximity to the Hanlon Expressway and existing neighbourhoods to the north and northwest.”***

The City’s current Recreation, Parks & Culture Strategic Master Plan 2009 recommends purchasing land to be added to the existing Larry Pearson Park. Staff should pursue this option rather than adding a second Community Park to this area.

**Is 10 hectares too large for a Community Park?**

Thomasfield Homes is also in agreement with other landowners in Clair-Maltby that if a second Community Park is located within Clair-Maltby, then size of the park should be re-evaluated based on the best practices of other municipalities such as Milton, Hamilton and Ottawa where smaller Community Parks are the standard. (as noted on page 9 of the Staff report).

With respect to the size of the Community Park, on page 8 of the staff report it is confirmed that,

*“An example of this vision for a community park is Norm Jary Park (22 Shelldale Crescent) which has both active and passive uses including three sport fields, a natural area and a variety of other recreational amenities. The park is **9 ha in size** and is co-located beside a community hub and an elementary school. The City currently has 34 community-level parks and the **average size of our community parks is less than the minimum 10 ha** outlined in the OP. The existing community parks are serving the intended function and through the **early stages of the Park and Recreation Master Plan process there has been no indication that community parks need to be bigger.** Through the Parks and Recreation Master Plan benchmark analysis it is noted that **many other comparator municipalities have community parks policies with a standard size that is smaller than 10 ha in size.** For example, the City of Milton’s community park minimum size is **6.0 ha**, Hamilton is **7.0 ha** and Ottawa is the smallest at **3.6-6.0 ha.**”*

Monteith Brown prepared the Township of Centre Wellington Parks Recreation & Culture Master Plan which speaks to criteria related to Community Parks. Excerpts from this report are below;

Page 19 **“Community Park**

- *may be between **2 to 8 hectares is size but not normally be less than 4 hectares** in size to facilitate efficient complexes of at least 2 athletic facilities.*
- *Community Parks are intended to serve a greater community or series of neighbourhoods.*



- *To be situated with appropriate separation to other Community Parks.*
- *May contain illuminated major sports fields, field houses, indoor recreation facilities and parking.*
- *To have frontage on an arterial road with a minimum of 100 metres of continuous frontage.*
- *Where possible to be integrated with Stormwater Management Ponds.*
- *Where possible will be integrated with natural features and will assist in the conservation and protection of those features through the design of park program and landscape.*
- *Where possible include clearly defined entrances to the local trail system integrating trail head locations into the design of the park.”*

Clearly the City’s proposed Community Park of 10 hectares is larger than is needed.

### **What are the financial impacts of Bill 108 on parkland?**

Thomasfield Homes is also in agreement with both the staff report and many of the delegations at the Committee of the Whole March 2, 2020 meeting who expressed concern with potential impacts of Bill 108 and the ability of municipalities to finance the purchase of parkland going forward. Thomasfield Homes supports the second motion approved by the Committee of the Whole which allows Guelph to be responsive to this issue once the impact has been evaluated.

Since the initiation of the Clair-Maltby Secondary Plan process, the Province has approved Bill 108 which has created financial uncertainty for municipalities as noted on page 16 of the staff report,

*“Funding for the purchase of the lands may come from the new community benefit charge (CBC) or other municipal sources. The province has passed legislation that replaces certain development charges, parkland dedication and density bonusing revenues with a new CBC. These are significant revenue streams for the City which are used to the fund growth-related park acquisition and development, recreation facilities and equipment, parking and library facilities in the long-term capital plan.*

***There is a great degree of uncertainty around the future of these revenue streams due to the provincial development and expected consultation process of the CBC regulations.*** *There may be fiscal impacts from these changes that cause an increase in property taxes and/or a reconsideration of the capital plan, including reducing the size and scope of projects or extending the time horizon of when the project would begin. The fiscal impacts may also result in revisiting service levels as defined in the Official Plan and Master Planning documents.”*

### **What are appropriate locational criteria for a Community Park?**

Thomasfield Homes has been following the Clair-Maltby Secondary Plan process and participated where opportunities have been provided by the City. Twice City staff have recommended that Option 2 be the preferred location for a Community Park. Staff accommodated Council’s request to undertake additional community engagement and upon





reviewing the findings concluded once again that Option 2 remain the preferred location for the Community Park. It is fair to state that the owners of the property to the south of the Springfield Golf Course, the developer who has a portion of their property under contract, as well as their supporters were in attendance and participated fully in the community engagement process related to the Community Park.

Council will recall that earlier versions of the Clair-Maltby Secondary Plan included a north south road connecting the Springfield Golf Course property to the south. The owner to the south lobbied to have this north south road connection removed from the Clair-Maltby Secondary Plan which leaves the Springfield Golf Course property isolated from other surrounding properties with its only road connection provided by Gordon Street. For this reason, Option 1 should not have even been on the list for consideration as a potential Community Park location. The isolated location of this potential Community Park should have disqualified it from being considered.

One of the principles discussed through the secondary plan process has been the benefit of locating Neighbourhood Parks where they can provide recreational greenspace along the high density Gordon Street intensification and transit corridor. The appropriate parkland for the Springfield Golf course property is a Neighbourhood Park located in proximity to the high density residential Gordon Street corridor, not an oversized and isolated Community Park with poor traffic access.

Page 8 of the staff report identifies the planned future programming of the Community park as *“a range of active facilities including several sports fields, an intermediate recreational amenity or a large event space. In addition to an active intermediate facility, the site will also accommodate passive uses and parking.”* This level of programming will result in unacceptable impacts of car travel on local residential streets if the Community Park is located on the isolated Springfield property. In stark contrast the Option 2 location recommended by City staff for the Community Park has excellent road access to Gordon Street, Maltby Road and Victoria Road.

Option 2 for the Community Park location has exceptional visual exposure to the Natural Heritage System. It also has the distinct advantage of having excellent traffic access to Gordon Street, Maltby Road and Victoria Road.

The Option 1 location does not meet all of the considerations outlined in section 7.3.2.7 of the Official Plan, whereas, the Option 2 location meets all of the criteria outlined in section 7.3.2.7 for a Community Park within the Official Plan.

Excerpts from the Guelph Official Plan (March 2018 Consolidation) are outlined below;

*“Community Parks*

*Community Parks are designed primarily to provide specialized recreation facilities for use by a wide segment of the population and serve more than one neighbourhood.*



7.3.2.7 The following criteria will be considered in the development of Community Parks:

- i) **that the site has direct access to an arterial or collector road and is accessible by public transit;**
- ii) **that the site contains sufficient parking to meet anticipated demand;**
- iii) *that the site contains sufficient table land to accommodate the needs of the active recreation facilities proposed for development;*
- iv) *that the site can be linked, where feasible, to the overall trail network; and*
- v) *that the site consists of between 10-20 hectares in size, depending upon the nature of the facilities proposed. **However, a very specialized facility may be developed on a smaller site.***

Option 1 does not have direct access to an arterial or an east west collector road. Public transit is very unlikely to be provided within the Springfield Golf Course property. Community Parks require parking because they serve more than one neighbourhood and people drive to them for tournaments etc. Option 1 is not a reasonable location for a Community Park.

**Should there be a short pause to allow for a fair and equitable Community Park solution?**

This is an important decision that will remain as a legacy with the City and it should not end up in an LPAT appeal that will need to be defended by Council with a decision that is contrary to the staff recommendation. A short pause to allow the landowners to meet with City staff could result in a sustainable decision for the future Community Park.

It is being recommended that report IDE-2020- 17, be referred back to staff and that a meeting with the landowners be held to reach a consensus with respect to a Community Plan location that meets the City's criteria to be brought back to Council for consideration.

The second recommendation is based on the staff report and is being proposed to clarify the intent of the Council resolution. It may be that the implementation of the Community Park will not be financially feasible based on the provisions of Bill 108 and the future Community Benefit Charge. The Committee of the Whole endorsed this second recommendation on March 2, 2020.

1. **That the Clair-Maltby Secondary Plan Policy Directions: Open Space System Strategy dated March 2, 2020 included as Attachment 2 to report IDE-2020- 17, be referred to staff and that a meeting with the landowners be held by staff to attempt to reach a consensus with respect to a Community Park location that meets the City's criteria to be brought back to Council for consideration.**
2. **AND THAT the final parkland recommendations may be impacted and revised based on the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety.**



Thank you for the opportunity to provide these comments.

We look forward to hearing when this matter will be back before Council for consideration and please take this as a formal request for written notification of any future Council or Committee meetings on the above noted matters.

Yours truly,

MILLER THOMSON LLP

Per:



Trenton D. Johnson  
Partner  
TDJ/aa

c: Stacey Laughlin, Senior Policy Planner





May 21, 2020

**Delivered via Email: [clerks@guelph.ca](mailto:clerks@guelph.ca)**

Guelph City Hall  
1 Carden Street  
Guelph, ON N1H 3A1

**Trenton D. Johnson**  
Direct Line: 519.780.4651  
[tjohnson@millerthomson.com](mailto:tjohnson@millerthomson.com)

File: 0067537.0341

To: Mayor Guthrie and Members of Council

**Re: IDE-2020-17 Clair-Maltby Secondary Plan: Open Space System Strategy**

We are the lawyers for Thomasfield Homes Limited, which is the parent company of Springfield Golf Course Thomasfield.

Further to our correspondence dated May 6, 2020, we wish to reiterate our strong objection to the Option 1 location for the Community Park for the reasons outlined therein.

In addition, if Council decides that the Option 1 location is preferable, it would be our client's expectation that the City would pay full market value for the property in question, based on a residential designation.

We have been advised that a 4.8 acre parcel on Arkell Road recently sold for \$7.35 million. In the present case, a ten hectare parcel would cost the City approximately \$37.4 million. The Option 1 lands are conceivably the most expensive lands for the City to acquire for parkland.

Given that the City's forecasted operating deficit for 2020 is currently expected to be between \$4 and \$8 million, we would strongly advise the City to adopt the approach outlined in our May 6th correspondence, namely referring report IDE-2020- 17 back to staff so that a meeting with the landowners can be held to reach a consensus with respect to a Community Park location that meets the City's criteria which would then be brought back to Council for consideration.

Further, it is important for Council to recognize that the Springfield Golf Course is currently an operating, viable business and will be for the foreseeable future. Any potential land taking for a Community Park would cause serious damage to that viable business. The clear intent of the owner of the Springfield Golf Course is to continue operating as the Clair-Maltby lands are being developed.

Finally, and respectfully, the Option 1 location for the Community Park appears to be more of a political decision without satisfactory planning support. Indeed, planning staff have recommended Option 2 for the Community Park location for quite some time. As such, we strongly encourage Council to not support Option 1.

We look forward to speaking as a delegation at the May 25th Council Meeting to answer any questions you may have.

Thank you for your consideration.

Yours truly,

MILLER THOMSON LLP

Per:



Trenton D. Johnson  
Partner  
TDJ/ed



**Hello Mayor Guthrie and Councillors,**

Please support the March 2nd, 2020 Committee of the Whole recommendation that the 10-hectare Community Park for Clair Maltby be located predominantly on Springfield Golf Course. What a wonderful opportunity to create one of Guelph's most beautiful parks.

Can you imagine yourself in 10 years saying, "Oh I wish we didn't have this beautiful park?"

Never.

I love the analogy that Susan Watson used in her [op ed in the Guelph Mercury](#), comparing it to the decision to put an ice pad/water park in front of City Hall instead of a parking lot, which was the original idea. Sometimes it's just better to have vision and create a beautiful legacy, because you gain so much more in the long run.

Thank you for working hard to make Guelph the envy of other cities.

Sincerely

Yvette Tendick

Guelph resident

May 19, 2020,

Guelph City Hall  
1 Carden Street  
Guelph, Ontario N1H 3A1

Attention: Mayor Cam Guthrie and Members of Council

Re: **May 25th, 2020 City Council Meeting**  
**IDE-2020-17 Clair-Maltby Secondary Plan: Open Space System Strategy**

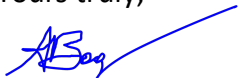
1077955 Ontario Inc. is the owner of a 32.6 hectare parcel of land known municipally as 2270 Gordon Street, Guelph which is located within the Clair-Maltby Secondary Plan area at the north east intersection of Gordon Street and Maltby Road.

Consistently, in previous correspondence to Council, as part of this process, I have, on behalf of the company, noted the existing Larry Pearson Park is located in close proximity to the Clair-Maltby Secondary Plan area. I want to again emphasize that since Larry Pearson Community Park is the future location of the South End Recreation Centre, it is my belief that putting the City's resources toward achieving the South End Recreation Centre is a better option for the City than creating a second Community Park and its associated municipal financial obligation within the Clair-Maltby Secondary Plan area. 1077955 Ontario Inc. continues to question the need for this Community Park within the Clair-Maltby Secondary Plan area and does not believe clear evidence of that need has been provided by staff to date. If the need for an additional Community Park is City-wide, then it should be located in an area where the need for a new Community Park can be demonstrated.

Since the initiation of the Clair-Maltby Secondary Plan process, the Province has approved Bill 108 which has created financial uncertainty for municipalities as noted on page 16 of the staff report, found at page 81 of your Council Agenda package. The subsequent release of the draft Community Benefit Charge regulations at the end of February, 2020 has not altered that uncertainty. In addition, on pages 8 and 9 of the staff report, found at pages 73 and 74 of your Council Agenda package, there is information on the size of existing Community Parks in Guelph and other nearby municipalities. Based on that information, it can be argued any new Community Park has the potential of being oversized at 10 hectares. For these reasons, 1077955 Ontario Inc. is supportive of the second recommendation that was included in the Motion passed by the Committee of the Whole on March 2<sup>nd</sup>, 2020.

Thank you for the opportunity to provide these comments.

Yours truly,



Tony Bagnara  
1077955 Ontario Inc.

cc: City Clerk  
cc: Stacey Laughlin, Senior Policy Planner

City Clerk's Office  
City of Guelph  
1 Carden Street  
Guelph, ON N1H 3A1

By email to [clerks@guelph.ca](mailto:clerks@guelph.ca)

**RE: Committee of the Whole Consent Report Item 6.1 IDE-2020-17 Clair-Maltby Secondary Plan – Open Space System Strategy May 25, 2020**

Mayor and Members of Council

We attended and delegated at the Committee of the Whole meeting on March 2, 2020 and we are writing to express our support for the recommendations contained in the Committee of the Whole Consent Report currently before you as Item **6.1 IDE-2020-17 Clair-Maltby Secondary Plan - Open Space System Strategy**.

Specifically, we support the decision of the Committee of the Whole contained in the Clair-Maltby Secondary Plan Policy Directions: Open Space System Strategy dated March 2, 2020 and included as Attachment 2 to report IDE-2020-17 that provides direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Service Plan and recommends that Community Park Option #1 be selected as the location for the 10-hectare open space component of the Clair-Maltby Secondary Plan.

Options for Homes is the largest non-profit developer of affordable ownership homes in Canada. Over the past 25 years we have built more than 3300 units. We currently have about 600 units under construction and about 2,000 units in our development pipeline. Options for Homes Non-Profit Corp. currently has an Agreement of Purchase and Sale (APS) for 14 hectares (35 acres) in the Clair Maltby Secondary Plan area.

Options for Homes is committed to working with City of Guelph staff and the other landowners in the area to ensure an equitable allocation of community resources and a sustainable secondary plan.

Options for Homes is committed to providing affordable homes to middle income families in Guelph. We are committed to the Guelph community and very much look forward to getting our affordable ownership housing project underway.

Yours sincerely



Heather Tremain

CEO, Options for Homes  
[heathert@optionsforhomes.ca](mailto:heathert@optionsforhomes.ca)



May 22, 2020

**Delivered via email: clerks@guelph.ca**

City of Guelph  
1 Carden Street  
Guelph, ON N1H 3A1

Attention: Mayor Guthrie and Members of Council

**Re: IDE-2020-17  
Clair-Maltby Secondary Plan – Open Space System Strategy  
1968 and 1992 Gordon Street, Guelph**

SV Law acts on behalf of 2595286 Ontario Ltd. and Pinegrove Developments Inc., being the owners of 1968 Gordon Street and 1992 Gordon Street, respectively (collectively referred to as “the Property”). We have reviewed the above-noted staff report with our client, as well as the additional May 25, 2020 Council Memo included with the Agenda Package. Our Clients have concerns with the current recommendation before Council to select “Option 1” over staff supported “Option 2” (which Options are described in IDE-2020-17) for the proposed Community Park. The attached map shows an overlay of the Property in relation to Option 1 for the proposed Community Park.

As you will note the Property has a substantial amount of natural heritage land that will be preserved and protected, in accordance with an OMB-approved settlement of OPA 42 (Guelph’s Natural Heritage System). With this in mind, we have concerns with removing potential development land on the Property for future parkland purposes. Should this Community Park move forward on a portion of the Property our client would expect to receive fair market value for their land.

We recognize that there are further steps to come in the evolution of the Secondary Plan, including the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety, which may impact on the final parkland recommendations. However, at this time we would encourage Council to refer report IDE-2020-17 back to staff to further analyze other options of varying locations and size of the Community Park with the input of various landowners. Should you have any questions, please do not hesitate to contact the undersigned.

Yours very truly

**SMITHVALERIOTE LAW FIRM LLP**



Kevin M. Thompson, B.Sc. (Hons.), J.D.

KT

telephone: 519-837-2100 ext. 315

email:kthompson@svlaw.ca

Reply to Guelph Office: ☒

MAILING ADDRESS

P.O. Box 1240, Guelph, ON N1H 6N6

ADDRESS

105 Silvercreek Pkwy. N., Suite 100, Guelph, ON N1H 6S4

T 519 837 2100 TF 800 746 0685 F 519 837 1617

Reply to Fergus/Elora Office: ☐

MAILING ADDRESS

P.O. Box 128, Fergus, ON N1M 2W7

ADDRESS

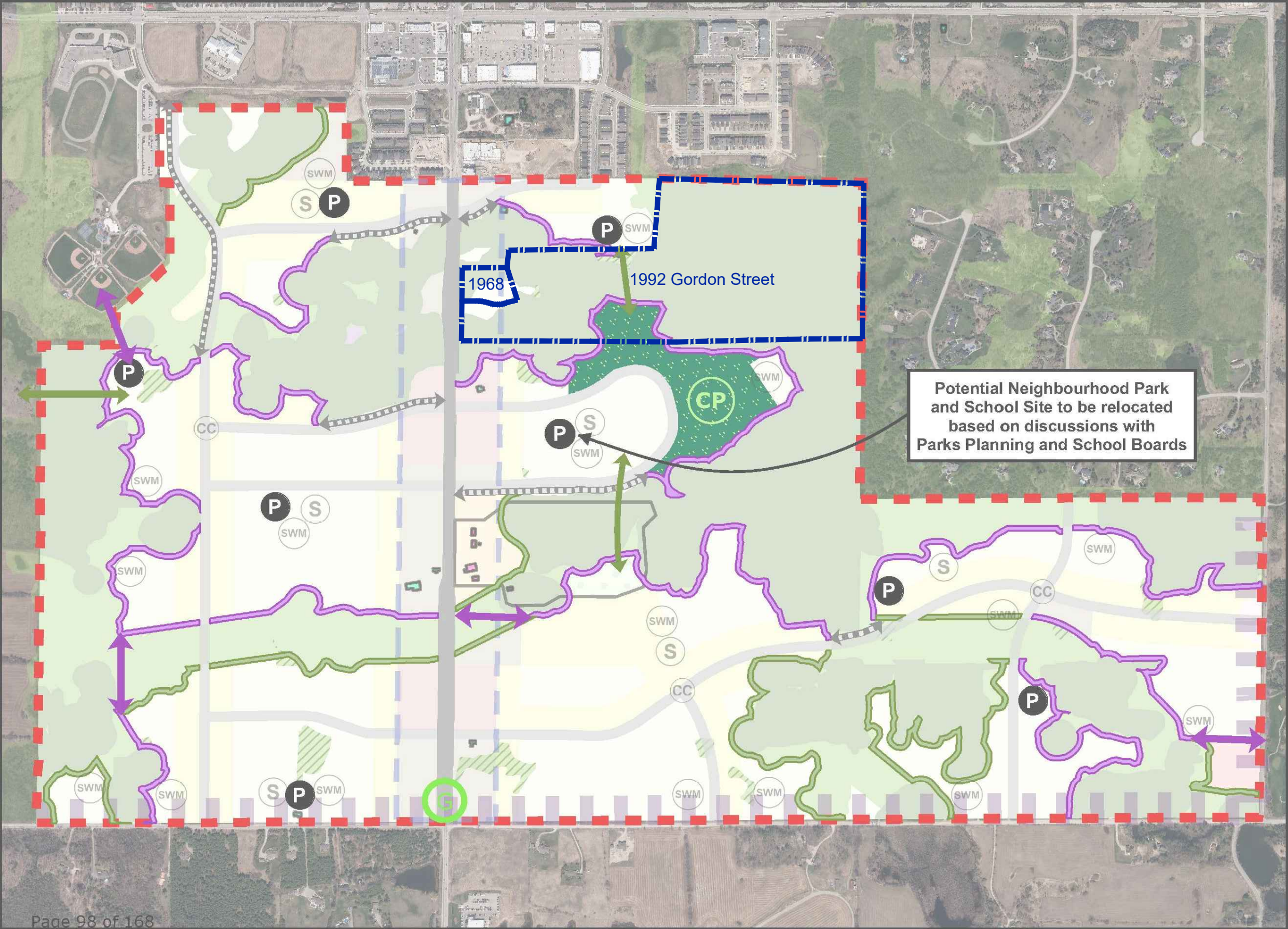
294 East Mill Street, Unit 108, Centre Wellington, ON N0B 1S0

T 519 843 1960 F 519 843 6888

SV:00954896-1



# COMPONENTS OF RECOMMENDED OPEN SPACE SYSTEM



**Legend**

- Clair-Maltby Secondary Plan Boundary

**Open Space System Components**

- Community Park
- Potential Neighbourhood Parks
- Preferred Moraine Ribbon Locations
- Other Potential Moraine Ribbon Locations
- Potential Trail Connection
- Enhanced Pedestrian & Cycle Facilities
- Potential Active Transportation Link

**Note:**  
Other elements of the preferred Community Concept Plan endorsed by Council in May 2019 are shown underlying the Open Space System components for context only.



March 30, 2020



Dear City of Guelph Councilors,

On Monday, May 25th, please vote that the Clair-Maltby parkland be predominantly located on the Springfield Golf Course, as recommended by the Committee of the Whole on March 2nd. As you know, the location is ideal for the park. The Marcolongo property is better suited for the invaluable development of affordable housing.

Marcia Santen

Mayor Guthrie and Members of Council:

I wholeheartedly support the relocation of the Community Park currently planned for Clair-Maltby to the site adjacent to Hall's Pond, currently occupied by the Springfield Golf Course.

This fulfills the intent of Section 8.3 of our Official Plan: **Landmarks, Public Views and Public Vistas**, and meets the community's repeated requests for visual access to Hall's Pond.

I do not support Recommendation #2: ***That the final parkland recommendations may be impacted and revised based on the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety.***

Parkland is critical urban infrastructure. We would never contemplate building only 60% of the required road or wastewater infrastructure due to financial constraints. Nor do we work based on targets or "ranges" for this infrastructure. We build what is required for the actual population.

I think the question of whether or not we can afford to develop Clair-Maltby at all is a valid one, but if we can't afford to provide the required parks, then we can't afford to develop at all.

The addition of a 20 ha regional linear park - the moraine ribbon - is an excellent development, but we are still short on required parkland. According to our Official Plan minimums, we should have 2 community parks for 15,000 people and 3 for 25,000 people. Community Parks play a specific role in our community in providing space for organized sports.

There is nothing to indicate that we have a city-wide surplus of parkland according to the required minimums. In fact a detailed analysis completed by Ward 4 citizen Matt Saunders two years ago uncovered serious errors in the City's parkland inventory and pointed to a deficit in the range of 25% - 40% less parkland than we should have.

<https://mattsaunder.ca/missing-parks>

The deficits identified by Mr. Saunders have never been addressed by City Staff. If Mr. Saunder's assertions are true, then we should be establishing extra parkland in Clair-Maltby to make up for existing deficits.

I am hard-pressed to think of a proposed high-density development that has not sought to exceed the allowed zoning. Recent history has shown that for these developments, the density almost always exceeds what was planned for. Given this pattern, we need to prepare for the upper population range for Clair-Maltby - 25,000 people. Parkland needs to be set aside at the beginning of the process. It can't be added in later.

The "opportunistic" use of stormwater management areas for recreation is a creative accounting exercise - one that will potentially benefit developers, but not citizens.

Both our previous Parkland Dedication By-law and current By-law specifically exclude stormwater management areas from being counted as parkland conveyance.

I would underline that stormwater management areas are intentionally designed to protect the health of streams, lakes and aquatic life. They do this by creating a space where sediment and contaminants can settle out. These contaminants can include metals, oil and grease, pesticides and bacteria from pet and other animal feces. These are NOT areas where we should be encouraging human recreation. In fact, it would seem that there could be potential liabilities associated with this initiative.

Moreover, we do not build road in areas which are subject to flooding. Why would we put recreational facilities in such areas? Especially within the context of climate change, we could find that many areas are unusable for significant portions of the year.

Clair-Maltby sits atop a glacial moraine. We should be preserving as much undeveloped land as possible to allow the moraine to continue to perform its critical water filtration functions.

The COVID-19 pandemic has laid bare the critical importance of park infrastructure. I will close by quoting from this article:

***The Power of Parks in a Pandemic:***

*For city residents, equitable access to green space is more than a coronavirus amenity. It's critical for physical, emotional and mental health.*

<https://www.citylab.com/perspective/2020/04/coronavirus-nature-city-park-funding-accessibility-location/609697/>

*Parks aren't usually in the news this much.*

*With half of the world now living under lockdown, the ability to go outside and get some fresh air has never been so important, or so fiercely contested. As those who can afford to do so converge on green spaces, seeking exercise and solace amid the coronavirus pandemic, parks have become stages for collective joy, anxiety, and social-distancing infringement crackdowns. The multiplicity of benefits parks have always offered us — physical and mental health relief, community building, and free public open space in tight, increasingly privatized urban quarters — seem not only like an added bonus right now, but rather, a critical lifeline for cities and their residents.*

Susan Watson

May 22, 2020

Project No. 16129

Guelph City Hall  
1 Carden Street  
Guelph, Ontario  
N1H 3A1

Attention: Mayor Guthrie and Members of Council

**Re: IDE-2020-17**  
**Clair-Maltby Secondary Plan – Open Space System Strategy**  
**2009, 2021 and 2093 Gordon Street, Guelph**

---

GSP Group acts on behalf of the owners of 2009, 2021 and 2093 Gordon Street (the “Site”).

We appreciate the work of City staff and their consultant team to date and their willingness to dialogue on various matters related to the development of the Secondary Plan. We have reviewed the above-noted staff report, as well as the additional May 25, 2020 Council Memo and offer the following comments:

**1. Proposed Neighbourhood Park and Existing South End Community Park**

We note the location of the Neighbourhood Park in the northwest corner of the Site (2021 Gordon) in relation to the existing Community Park (South End Community Park). Based on our calculations, the two parks would be approximately 140 metres from each other (and a little over 300 metres from centre of park-to-park), with a proposed trail connection between them – see attached overlay map. Given the proximity of the parks, we believe there are better locations for this proposed Neighbourhood Park that are strategically located and further from the existing large Community Park. These alternate locations should be explored during the development of the Secondary Plan.

**2. Natural Heritage Overlay area**

A Natural Heritage Overlay area is shown on the Site (2021 Gordon) next to the proposed Neighbourhood Park – see attached overlay map. It is our understanding that this Natural Heritage Overlay represents areas of potential natural heritage interest. We would like to note that this Natural Heritage Overlay shows features that do not actually exist and is currently being farmed. On-site confirmation of these features has not occurred to date. It is our understanding that such areas will require further study/analysis at the time of future planning applications (i.e. draft plan of subdivision,

zoning, etc.) and therefore could be amended. We would ask for confirmation from City staff.

### **3. Proposed Neighbourhood Park adjacent to Proposed Moraine Ribbon**

We note that the proposed Neighbourhood Park on 2021 Gordon is shown next to the proposed moraine ribbon feature. There are other examples of this within the Clair-Maltby area (i.e. park adjacent to the moraine ribbon). We have concerns that the proposed moraine ribbon feature area will be added onto land area of the park when this could be part of the overall park size. In such cases, we recommend that moraine ribbons not be shown where they abut parks, because the intent of the moraine ribbon is captured by the park. We would appreciate further consideration of this through the development of the Secondary Plan.

### **4. Limits of the Natural Heritage System**

It is our understanding that the latest limits of the proposed refined Natural Heritage System area are shown on the Open Space System Strategy mapping. The Natural Heritage System area has increased in size on the Site through the Secondary Plan process to date, despite the lack of on-site field surveys or verifications. It is our understanding that such areas will require further study/analysis at the time of future planning applications (i.e. draft plan of subdivision, zoning, etc.) and therefore could be amended accordingly. We would ask for confirmation from City staff.

Thank you for the opportunity to comment and consideration of the above-noted matters by Council and City staff. We also note from the staff report that the final parkland recommendations may be impacted and revised based on the Financial Impact Assessment to be completed for the Clair-Maltby Secondary Plan in its entirety. We look forward to reviewing and commenting when available and following along with the next steps in the Secondary Plan process.

Yours truly,  
**GSP Group Inc.**

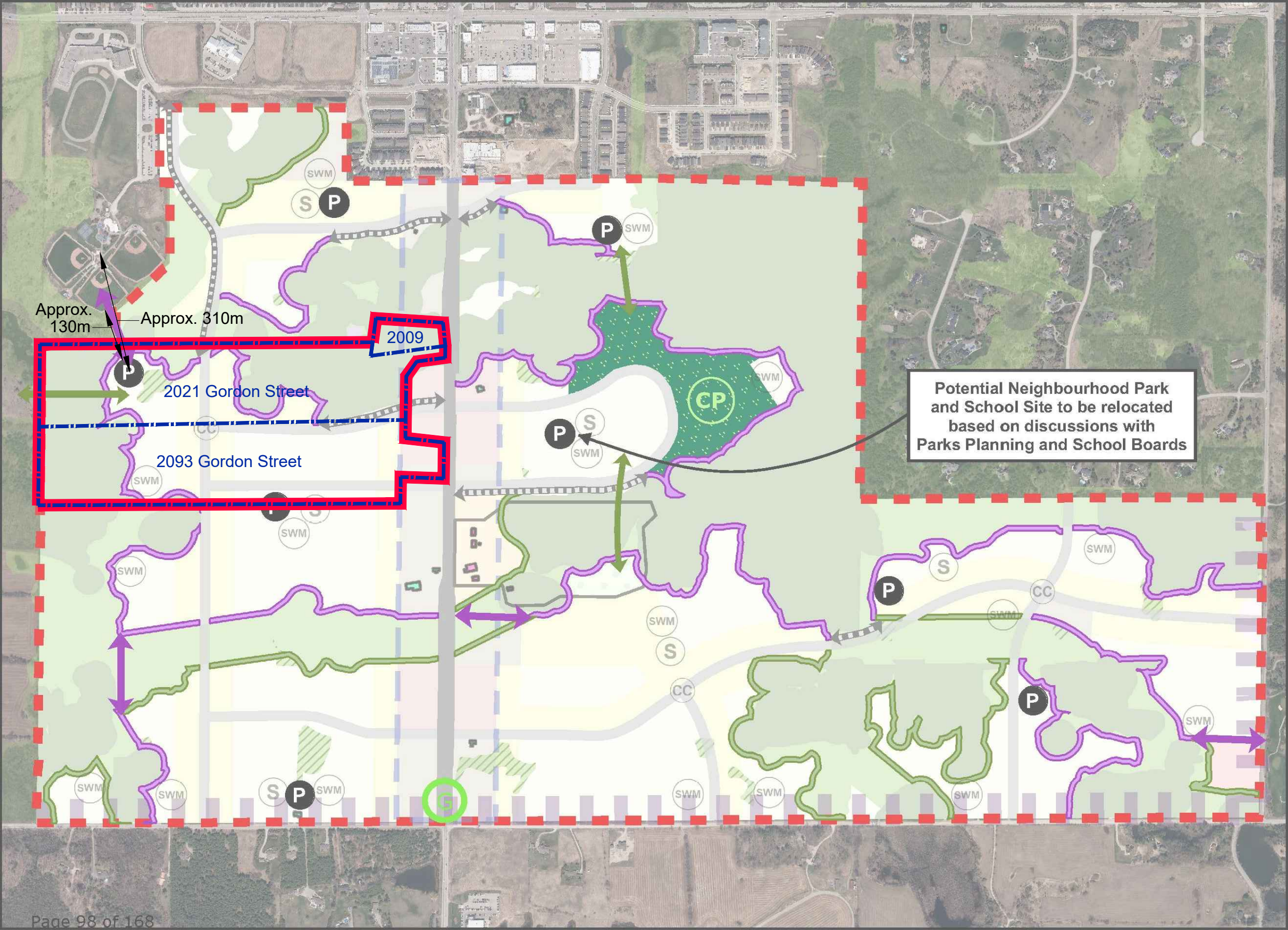
A handwritten signature in blue ink, reading "Hugh Handy".

Hugh Handy, MCIP, RPP  
Senior Associate

cc Stacey Laughlin, City of Guelph  
Pete Graham  
Mike Watt  
Dave Stephenson and Nathan Miller, NRSI  
Scott Snider, Turkstra Mazza Associates



# COMPONENTS OF RECOMMENDED OPEN SPACE SYSTEM



**Legend**

- Clair-Maltby Secondary Plan Boundary

**Open Space System Components**

- Community Park
- Potential Neighbourhood Parks
- Preferred Moraine Ribbon Locations
- Other Potential Moraine Ribbon Locations
- Potential Trail Connection
- Enhanced Pedestrian & Cycle Facilities
- Potential Active Transportation Link
- The Site

**Note:**  
Other elements of the preferred Community Concept Plan endorsed by Council in May 2019 are shown underlying the Open Space System components for context only.



March 30, 2020



May 18, 2020

**Via Email Only**

Guelph City Council  
c/o City Clerks Office  
1 Carden Street  
Guelph, Ontario N1H 3A1

Attention: Mayor and Members of Council

**RE: CLAIR-MALTBY COMMUNITY PARK SITE SELECTION PROCESS  
AS PART OF THE OPEN SPACE SYSTEM STRATEGY**

The citizens of Guelph and the future residents of Clair-Maltby, deserve **the best community level park possible**. The planning process to-date has not, and is not, achieving that goal. Decisions made now will determine how successful the proposed park is, for the next hundred years or more.....not a small or insignificant responsibility. Missteps at this stage can rarely be corrected, and even if they can, only at a great cost to the taxpayer. It is therefore of the utmost importance to ensure that the process is both as comprehensive and complete as possible, and that the rationale for decision-making is logical and transparent.

The single biggest flaw in the process to-date is **lack of a preliminary park programme**. Park programmes should be the foundation of any park site selection and preliminary design process. Play-fields, *pick-up* passive sport areas, playgrounds, picnic sites, trail systems, washroom/change-room facilities, horticultural/natural features, parking lots, park roads, all determine intensity of use, the need for infrastructure, the capital cost and potential impacts. Without a preliminary programme, the size and footprint of a park cannot be properly determined and criteria used to evaluate one site against another, cannot be successfully executed. An earlier submission by Monteith Brown Planning Consultants has already highlighted this issue. Their observation was:

*City “staff have repeatedly stated throughout the public engagement process that the function (programme) of the community park will be determined **after** the location had been chosen. The fact that the public was not privy to City analyses relating to the park’s function nor was the public asked to prioritize locational criteria and sites with such knowledge **leads to a flawed approach to site selection** when compared to best practices employed in other communities”.*

After a lengthy process, the City is remiss in not having had a programme distilled from the City’s overall Parks and Recreation Master Plan well in advance of the Clair-Maltby planning process. This step should have been completed, long before the planning of a neighbourhood the size and importance of Clair-Maltby was initiated. In addition, the fact that Clair-Maltby is in a provincially significant landscape in the Galt/Paris Moraine, should have demanded that the City understand and acknowledge what potential impacts a park development of this scale would have on that environment. This could only have been accomplished, if a preliminary park programme had been in place. City Council and Staff

should step back..... utilize whatever existing data is available and employ best judgment to construct a preliminary park programme. Even if this programme is not perfect, some flexibility can be built into the process to ensure that changes can be made and unforeseen future needs can be accommodated, if required.

The second biggest flaw in the current process is **how to evaluate the best opportunities and constraints of the potential sites**. Option #3, has been correctly discarded, for a variety of common sense reasons..... most importantly, its lack of central location and its poor relationship to the Moraine Ribbon concept and the neighbourhood trail network. Option #1 and #2 were evaluated with a very limited number of criteria due to the lack of programme, and the inability to assess the actual park potential or feasibility of each site. The City made no effort to evaluate the potential impacts that a park development could have on their respective sites. The most comprehensive approach moving forward, would be to complete a preliminary programme and prepare very preliminary schematic designs for both Option #1 and Option #2. Schematic designs would help to define the park footprint, and clarify functional relationships both internal to the park and external to the surrounding open space and residential neighbourhoods. It would ensure that site opportunities are exploited to their full potential, and that possible impacts are understood and re-mediated in the best way possible.

Some of the criteria already utilized for evaluation have validity, but were not properly executed, due to the flawed process. It's important to add a number of criteria that evaluate both site and design potential, and assess the potential for environmental impact. The following list summarizes the existing criteria that were used in the first evaluation, as well as additional criteria that should have been utilized to evaluate site potential and alternative schematic designs:

- **external pedestrian accessibility (walkability)**
- **ease of access internally and pedestrian safety**
- **impacts from road access and traffic**
- **public transit access**
- **ease of park servicing and sustainability**
- **stormwater management implications**
- **visual impact of parking lots and nuisance activity associated with parking lots**
- **nuisance impacts on immediate neighbours and neighbourhoods**
- **natural buffers and separation from residential neighbourhoods**
- **visual and physical access to water**
- **impacts on landform**
- **impacts on vegetation**
- **ecological restoration and enhancement opportunities for natural areas**
- **potential for natural and cultural heritage interpretive opportunities**
- **importance of views and scenic resources**
- **operations and maintenance requirements**

- **high level comparative capital costs analysis**

What follows is a high level use of these criteria to evaluate Options 1 and 2 **only**. This is preliminary, and neither complete or detailed enough to make a defensible decision. It does however, demonstrate some of the arguments that can be made for site selection and jump-starts the process of coming up with a better answer for a preferred park site:

- **external pedestrian accessibility (walkability)** – the staff report provides an evaluation of the walkability of each location and gives priority to Option #2 over Option #1. This conclusion was based on Option #2's centralized location, when in fact, Option #1 is more geographically central to the entire Clair-Maltby development. As the Staff Report states ..... the Community Park designation should serve multiple neighbourhoods and transcend the Secondary Plan boundaries. The City's calculations show that Option #1 reaches 8,900 people within 800 metres (a 10 minute walk) and 4,400 people within 400 metres (a 5 minute walk); both of these calculations are greater than those shown for Option #2 which reaches 4,150 people within 400 metres and 8,700 people within 800 metres. Based on this criterion, it is my opinion that the City staff's selection of Option #2 was incorrect. The Montieth Brown Planning Consultants submission reached a similar conclusion.
- **ease of internal access and pedestrian safety** – separating pedestrian and vehicular movement within a park is important for obvious safety reasons. Without a schematic design for each site, it is difficult to conclude that it would be easier on one site vs the other. The flatter topography of the golf course site would suggest greater flexibility in where parking lots can be located, therefore giving an advantage to Option #1 in terms of meeting safety requirements. With less grading required it would suggest reduced capital cost. The flatter site would also indicate that barrier free access would be more feasible in Option #1. The functional relationship to a stormwater management system is also an important consideration when evaluating parking, but this cannot be understood without complete comparison of schematic designs.
- **impacts from road access and traffic** – any community park option has the potential to create conflicts with nearby residential streets due to traffic and other impacts resulting from the park's ultimate function. Any developer and/or future resident would be concerned about access to a Community Park if that access had to be provided directly through potential new neighbourhoods that she or he intended to develop or live in. The Staff Report immediately discounts Option #1 on the basis that it does not allow adequate dispersal of traffic after special events. Given the lack of rationale supporting the need for a special event space, this is probably a premature if not irrational conclusion. It is likely that the potential for traffic impacts is similar for both Option #1 and Option #2, as both require points of access to arterials by way of their associated collectors, thereby having similar effects on adjacent housing. In my opinion, Option #1 should not have been eliminated from consideration until the City determines whether the Community Park would generate unacceptable traffic impacts from its, as-yet-to-be-defined park programme. A more detailed understanding of where park entrances will be located and how these relate to the road system and potential traffic patterns is required.
- **public transit access** – both park site options appear to have the potential to be serviced by public transit. A schematic design would confirm this and maybe demonstrate some nuanced reason why one site would provide better service by public transit over the other.

- **ease of park servicing and sustainability** – it is likely that both of these sites can be accessed by municipal services given the preliminary street layout. Again, without schematic designs it is difficult to evaluate if there would be special topographic or other site issues that might make servicing feasibility more difficult in Option #2 vs Option #1 and/or more costly.
- **stormwater management implications** – protecting the water quality of Halls Pond and other surface water and groundwater features will be extremely important on this site. Achieving a “0” balance of run-off will likely be required. Location of SWM and secondary treatment facilities will require space and will be influenced by the inclusion of LID initiatives that might reduce the extent of storm facilities. The potential for this on each site would be better understood if schematics demonstrated how SWM facilities would interact with park features such as buildings, playfields parking lots and other park features with impervious surfaces. There are substantial cost implications associated with these decisions.



*Illustration 1: Flat topography of Springfield Golf Course with forested perimeter screening.*

- **visual impact of parking lots and nuisance activity associated with parking lots** – the location of parking lots in relation to residential homes is of particular importance in park design particularly if a park has a city-wide role and purpose. The hummocky, rolling topography of Option #2 will make it more difficult to provide centralized parking than in Option #1. Extensive grading will be required to create flat areas for all sizes of parking lots in Option #2. The golf course site is generally flatter and has an area on its north side that is surrounded by woodlot, which would further screen a parking lot from residential areas and other park activities to the south and east. There is more

vegetation associated with existing fairways, that if preserved would provide immediate screening for park features. Option #2 is more open, lacks existing vegetation, and will require considerable new buffers and planting which can be costly and takes considerable time to become effective for screening adjacent homes.

- **natural buffers and separation from residential neighbourhoods** - Option #1 is flanked on three sides by natural heritage lands with the potential of a proposed built-up area to the west. Many urban parks are separated from neighbours by a simple fence, which is less than ideal in many cases. Halls Pond is surrounded by wonderful mature treed vegetation that not only screens adjacent housing, but in conjunction with landform, acts as an acoustical barrier at the perimeter of the proposed park site in Option #1. Creating landscape buffers like these in 'greenfield' situations is an expensive capital cost that is already built into the Option #1 site. The fourth side of the park in Option #1 can be easily buffered from future residential by re-grading some of the existing fairway landform to create a substantial and visually appealing barrier along the park's western boundary. Option #2 is primarily open field and does not have this same potential. Option #2 would require substantial capital costs to achieve the same objective and the loss of land area to achieve a similar screening effect.
- **nuisance impacts on immediate neighbours and neighbourhoods** - any Community Park option could create conflicts with nearby homes due to parking lot and sports field lighting, spectator noise, and other impacts resulting from the park's ultimate use. As described above, Option #1 has more natural screening already in place that will assist in ameliorating the typical nuisance impacts associate with park activities. Having a preliminary park programme and schematics, would assist greatly in understanding how park layout and activities might affect nearby housing.



*Illustration 2: Water views and perimeter screening across Halls Pond.*



- **visual and physical access to water** – water features, ponds, and small lakes as core features of parks are an instant formula for the success of any park design. One does not have to travel far from Guelph to understand this phenomenon. Victoria Park in Kitchener, the collection of parks around Victoria Lake in Stratford, Lake Aquitaine Park in Mississauga, to name a few, are excellent examples of successful park design founded on small bodies of water, similar to Halls Pond. Other examples further afield include Deer Lake Park in Burnaby BC, High Park in Toronto, and the Public Garden in Halifax. Like these other parks, views from the shores of Halls Pond are spectacular and photogenic, in all seasons and in all directions. Passive water uses such as paddle boats, model boating could be programmed into park activities. Passive shoreline activities such as picnicking, winter skating, walking/bicycling and small special events would all benefit from Halls Pond as a visual backdrop. Option #2 has very limited potential for access to Halls Pond and not without substantially disturbing sensitive environmental areas to achieve the equivalent degree of water access that golf course site has..... by doing nothing.
- **impacts on landform** – original grading for the Springfield Golf and Country Club has already disturbed most of the original landform. Because of the fairway design, the topography is much flatter requiring less grading to create flat sites for passive/active playfields or other large scaled facilities like parking lots and building sites. Less grading means less cost. Existing fairway landforms can be easily graded out to create new landforms and none of this activity will have any impact on moraine landform. The Marcolongo farm would require more grading to create flat areas for parking, building sites and passive play areas, at great cost. Grading would negatively impact the moraine landform, so there are a number of reasons why Option #1 is more suitable for park development than Option #2 with respect to existing topography.



*Illustration 3: Rolling hummocky landform on Marcolongo farm Option #2.*

- **impacts on vegetation** – Option #2 is largely open field and has very little random vegetation to consider, that isn't part of natural heritage areas and unlikely to be impacted by park development. The golf course has a variety of landscape areas associate with fairways that already provides the site with a park-like character. There are some wonderful specimen trees both native and exotic. Some of this non-native plant material will have to be relocated or removed to allow for park features. Some of this plant material may be movable. Tree-moving is expensive, but there may be cost effective trade-offs in terms of the capital cost of new landscaping that would make salvaging trees on the golf course site very feasible.



*Illustration 4: Random specimen trees on Springfield Golf Course, Option #1.*

- **ecological restoration and enhancement opportunities for natural areas** – both Options #1 and #2 likely offer a variety of opportunities to do restoration work. Schematic designs would assist in determining the total potential area of restoration, thus allowing for a better understanding of capital cost and potential success of restoration work.
- **potential for natural and cultural heritage interpretive opportunities** – both sites have amazing potential for public education. Possible themes could include early pioneer settlement activities, the success and failure of early agriculture, glaciation, hydro-geology, ie. the importance of aquifers, habitat restoration, to name a few. Option #2 with its significant Cultural Heritage Landscape probably has an advantage

here. A comparison of schematic design would confirm the interpretive potential of each site.

- **importance of views and scenic resources** – the visual and scenic resources of a park site are extremely important in differentiating a quality park experience from an ordinary or *garden variety* experience. As an example, parks along the Speed and Eramosa Rivers tend to be more interesting than parks in tableland or in former agricultural sites. Both park Options are visually interesting, but Option #1 with its greater exposure to water and its long views across water would likely be the preferred park landscape choice of most people. Additional landscaping in Option #1 would help frame important and existing views and give the new park site an immediate mature quality. These landscape settings would be immediately memorable for generations of park users to come.
- **operations and maintenance requirements** – both park sites will need an in-park maintenance facility and it is likely that there are opportunities for such a requirement in both park options. Schematic designs would assist in determining the feasibility of such a facility, its integration into the park and a comparison of potential costs.
- **high-level capital costs analysis** – park programme and schematic designs are required to prepare capital cost estimates. A comparison of high-level costs would certainly assist in determining which park site is most feasible and which park option provides the best park experience in the most cost effective way.

Four closing observations:

- **re-purposing a golf course as an urban (community) park** - the east end of the Springfield Golf and Country Club, Option #1, is..... in many ways, already a '**park**'. Many of the physical conditions/requirements necessary to achieve a spectacular and successful park development are already embodied in Option #1. Park sites like this are rare finds in 'greenfield' expansions of our cities, so it is paramount that the City make the right choice.
- **the Marcolongo Foundation Gift** - following a meeting with City Staff on February 3, 2020, the Marcolongo farm Foundation's Board of Directors communicated their commitment to working collaboratively with the City to maximize the public good with respect to the Foundations lands. The Foundation also indicated a willingness to bequeath the majority of lands within the designated Cultural Heritage Landscape (CHL) to the City of Guelph to augment the proposed area for the Community Park. This was an amazing gesture on the part of the Foundation. It would result in publicly-owned lands being added to the park area without compromising the potential of an affordable housing project, proposed on adjacent lands. It would consolidate the park lands centred around the beautiful water features of the site with amazing potential for park activities and natural restoration works, while at the same time reducing the amount of land that might have been taken away from the developable area of the golf course to achieve the minimum park requirement of 10 ha. It would bolster the amount of open space in the Secondary Plan area over and above parkland dedications, **without the City having to purchase additional lands.**
- **The Hail Mary Option** – assuming continued and stubborn resistance from the owners of the Springfield Golf and Country Club to a park development on their lands, the City could offer to purchase the golf course outright. Several municipalities in the area own public golf courses as part of providing city-side recreational opportunities, Kitchener's,



Rockway and Doon Valley golf clubs and Mississauga's, Brae Ben and Lakeview courses are four good examples. With ownership, the City could then create the community park in the most efficient and optimum way possible. With the support and cooperation of the Foundation for the Support of International Medical Training that owns the Marcolongo farm, this would allow greater flexibility in meeting the community park programme requirements, solve both vehicular and pedestrian accessibility issues and reduce potential environmental impacts of both the park and residential development. When complete, the City could either sell off the remaining lands for residential purposes or alternatively, operate a smaller reconfigured golf course as a potential revenue centre.

- **lack of programme and incomplete selection criteria** – City Staff made a site selection decision for a very significant and complicated park with a limited amount of information which ultimately lead to a poor choice between the two most suitable sites. The limited criteria used to make this selection tries to give legitimacy to a process, but ultimately disguises a poor decision. The Committee of the Whole rejected this recommendation and concluded on the limited information available that Option #1 has the greatest potential to achieve a successful park development. I agree with that conclusion. The City needs to step back and complete a park programme and schematic designs for both Options #1 and #2 to properly evaluate and confirm which site has the foremost potential to created the best Community Park for the Clair-Maltby community.

To summarize my position, the citizens of Guelph deserve the best park option possible. With the available information, Option #1 appears to be the best choice by far, and this can be verified by developing a park programme and implementing a more complete, comprehensive analysis of comparative schematics. Proceeding with Option #1 at this point in time is likely the correct decision. Proceeding with Option #2, without a more detailed process of evaluation and site selection would be nothing short of foolish, and could have permanent and detrimental consequences for all future generations of Guelphites, who will ultimately use and hope to enjoy this park!

Sincerely,

Rod Mac Donald, OALA, FCSLA  
Landscape Architect

THE CORPORATION OF THE CITY OF GUELPH

By-law Number (2020) - 20497

A by-law to approve the expropriation of land, being Part of Lots 72, 73 and 74, Plan 8, City of Guelph (Baker Street, Guelph).

**WHEREAS** subsections 5(3) and 6(1) of the *Municipal Act, 2001*, S.O. 2001, c. 25, as amended, require the Council of The Corporation of the City of Guelph to pass a by-law for acquiring or expropriating any land required for the purposes of the Corporation;

**AND WHEREAS** the Council of The Corporation of the City of Guelph has determined that it is necessary and in the interest of The Corporation of the City of Guelph to acquire the lands herein described for redevelopment purposes;

**NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE CITY OF GUELPH ENACTS AS FOLLOWS:**

- 1. The Corporation of the City of Guelph, as expropriating authority, is hereby authorized to make application for approval to expropriate the lands required in connection with the redevelopment project along Baker Street, as described in Schedule “A” to this By-law for the purpose of redevelopment along Baker Street.
- 2. The Mayor and City Clerk are hereby authorized to execute, and cause to be served and published on behalf of The Corporation of the City of Guelph as expropriating authority, all notices, applications, advertisements and other documents required by the *Expropriations Act*, R.S.O. 1990, c.E.26, as amended, in a form approved by the City Solicitor that in his opinion are necessary in order to effect the expropriation of the said lands.

**PASSED this TWENTY-FIFTH day of MAY, 2020.**

\_\_\_\_\_  
CAM GUTHRIE – MAYOR

\_\_\_\_\_  
STEPHEN O’BRIEN – CITY CLERK

SCHEDULE "A"

Property ID No.	Municipal Address	Property Description (Parent PIN, Legal Description)	Property Rights Required
1	146 – 150 Wyndham Street North	71287-0046 (LT)  PT LOTS 72 & 73, PLAN 8 ; PT BURYING GROUND, PLAN 8 ; PT LANE, PLAN 8 , (AKA PARK LANE) CLOSED BY CS31228, AS IN ROS565259 ; T/W ROS565259 ; GUELPH	All right, title and interest
2	166 Wyndham Street North	71287-0043 (LT)  PT LOT 74, PLAN 8 ; PT BURYING GROUND, PL8 ; PT LANE, PLAN 8 , AT THE REAR OF LT74 (AKA PARK LANE) CLOSED BY CS31228, AS IN RO699629 ; S/T RO699629 ; GUELPH	All right, title and interest

**THE CORPORATION OF THE CITY OF GUELPH**

**By-law Number (2020) – 20498**

A by-law to confirm the proceedings of a meeting of Guelph City Council held May 25, 2020.

**THE COUNCIL OF THE CORPORATION OF THE CITY OF GUELPH ENACTS  
AS FOLLOWS:**

1. Subject to Section 3 of this by-law, every decision of Council taken at the meeting at which this by-law is passed, and every resolution passed at that meeting, shall have the same force and effect as if each and every one of them had been the subject matter of a separate by-law duly enacted.
2. The execution and delivery of all such documents as are required to give effect to the decisions taken at the meeting at which this by-law is passed and the resolutions passed at this meeting, are hereby authorized.
3. Nothing in this by-law has the effect of giving to any decision or resolution the status of a by-law where any legal prerequisite to the enactment of a specific by-law has not been satisfied.
4. Any member of Council who disclosed a pecuniary interest at the meeting at which this by-law is passed, shall be deemed to have disclosed that interest in this confirmatory by-law as it relates to the item in which the pecuniary interest was disclosed.

**PASSED this TWENTY-FIFTH day of MAY, 2020.**

---

**CAM GUTHRIE - MAYOR**

---

**STEPHEN O'BRIEN – CITY CLERK**