

Council Workshop Meeting Agenda

Monday, October 19, 2020, 6:00 p.m.

Remote meeting live streamed
on guelph.ca/live

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

To contain the spread of COVID-19, City Council workshops are being held electronically and can be live streamed at guelph.ca/live.

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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)-20515.

2. Call to Order

2.1. Disclosure of Pecuniary Interest and General Nature Thereof

3. Shaping Guelph Growth Management Strategy - Residential Intensification , 2020-150

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3.1. Welcome and Overview of the Workshop

Presenter:

Krista Walkey, General Manager, Planning and Building Services

3.2. Background Presentation

Presenters:

Natalie Goss, Planner III, Senior Policy Planner

Melissa Aldunate, Manager, Policy Planning and Urban Design

Jason Downham, Planner III, Policy and Analytics

3.3. Workshop Discussions

Facilitator:

LURA Consulting

3.4. Wrap-up and Next Steps

Presenters:

Krista Walkey, General Manager, Planning and Building Services

Natalie Goss, Planner III, Senior Policy Planner

Melissa Aldunate, Manager, Policy Planning and Urban Design

4. Adjournment

Council Memo



To	City Council
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, October 19, 2020
Subject	Shaping Guelph Growth Management Strategy – Residential Intensification Council Workshop

This memo provides an overview of the agenda and discussion topics for the October 19, 2020 Council workshop on Shaping Guelph Growth Management Strategy. Background information on A Place to Grow: Growth Plan for the Greater Golden Horseshoe (APTG), Guelph’s Official Plan, and the scope of the City’s municipal comprehensive Official Plan review is provided. A summary of community engagement conducted on residential intensification to date will be provided at the Council workshop.

Workshop Agenda

1. Welcome and purpose of the workshop (5 minutes)
2. Background presentation (30 minutes)
 - a. Overview of A Place to Grow 2019 and amendment 1 (10 minutes)
 - b. Planning for growth in the built-up area to 2051 (5 minutes)
 - c. Overview of the municipal comprehensive Official Plan review (5 minutes)
 - d. Current Official Plan residential intensification policies (5 minutes)
 - e. Growth over time – census statistics (5 minutes)
3. Workshop discussion (75 minutes)
4. Wrap-up and next steps (5 minutes)

Welcome and purpose of the workshop

The purpose of this Council workshop is to seek Council’s input on residential intensification within Guelph’s built-up area. Specifically, comments are being sought on:

- Where housing should be directed within the built-up area
- How much housing should be accommodated in downtown, nodes, corridors, and generally throughout the built-up area and

- Maximum building heights for nodes, corridors, specific areas in the downtown, and generally throughout the built-up area.

Overview of A Place to Grow 2019 and amendment 1

In May 2019 the Province released A Place to Grow: Growth Plan for the Greater Golden Horseshoe (APTG). The City is required to bring its Official Plan into conformity with APTG by July 1, 2022 through a municipal comprehensive review (MCR) – a City-initiated comprehensive look at its Official Plan.

In June 2020 the Province tabled a proposed amendment to APTG. Staff provided comments on the proposed amendment in July 2020 (Attachment 2). On August 28, 2020 the Province issued a decision on the amendment which is now in force and effect. The amended APTG:

- Extends the planning horizon by 10 years requiring municipalities to plan for growth to 2051 rather than 2041
- Requires that Guelph plan for a minimum population of 203,000 people and 116,000 jobs in 2051
- Continues to require that municipalities update their Official Plans to conform to APTG by July 1, 2022

Together with the amended APTG, the Province tabled a new land needs assessment methodology that municipalities are required to follow to determine the amount of land needed to accommodate growth to 2051.

Guelph's Official Plan includes a population of 175,000 people and 92,000 jobs to 2031. Key considerations for Guelph under APTG will be to update our Official Plan to the horizon of APTG to:

- Accommodate a population of 203,000 and an employment base of 116,000 jobs in 2051. The population and employment forecasts within APTG are fixed. Municipalities are legislated to update their Official Plans to accommodate these forecasts
- Plan for a minimum residential intensification target of 50% within our built up area¹
- Plan for a minimum designated greenfield area² density target of 50 persons and jobs per hectare

¹ APTG defines built-up area as "the limits of the developed urban area as defined by the Minister in consultation with affected municipalities for the purpose of measuring the minimum intensification target". The limits of the built-up area are based on the developed urban area as of 2006.

² APTG defines designated greenfield area as "land within settlement areas (not including rural settlements) but outside of delineated built up areas that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of APTG".

- Plan for a minimum urban growth centre³ (Downtown) density of 150 persons and jobs per hectare to 2031
- Establish an updated urban structure, including the delineation of strategic growth areas⁴ (formerly intensification areas)
- Identify the appropriate type and scale of development in strategic growth areas, and
- Continue to integrate land use planning with infrastructure planning.

Planning for growth in the built-up area to 2051

Annually, the city provides an [overview of its achievements](#) of Official Plan policies which implement the 2006 Growth Plan for the Greater Golden Horseshoe. The Official Plan currently includes a population forecast of 175,000 people to 2031. The 2006 Growth Plan required that the city accommodate 40% of its annual residential development within its built-up area. This is known as the intensification level target. As of the end of 2019, 6,700 new units have been created in the built-up area. In 2019 42% of new units were constructed within the city's built-up area, exceeding the target.

As part of Shaping Guelph Growth Management Strategy population forecasts will be updated to align with APTG as amended. According to APTG, we need to plan for a population of 203,000 people by 2051. APTG requires a minimum of 50% of our annual residential development occur within our built-up area. At this time we estimate that approximately 25,000⁵ new residential units would need to be constructed by 2051 city-wide with at least half of these residential units being within the built-up area.

It is important to keep in mind that the Official Plan already plans for growth to 2031. The Official Plan sets out policies and a land use framework to achieve a population of 175,000 by 2031 and accommodate 40% of new residential units in the built-up area. Between 2021 and 2051, we are required to plan for an additional 28,000 people. The Official Plan currently plans for 18,500 new residential units within the built-up area by 2031.

In addition to the number of new units that are planned within the Official Plan, to meet APTG intensification requirements, we know that additional residential units are needed within the built-up area. Next steps include forecasting the number of

³ APTG defines urban growth centres as "existing or emerging downtown areas shown in the Growth Plan and as further identified by the Minister on April 2, 2008".

⁴ APTG defines strategic growth areas as "within settlement areas, nodes, corridors, and other areas that have been identified by municipalities or the Province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas".

⁵ The total number of residential units needed to 2051 may change as work progresses on Shaping Guelph Growth Management Strategy as we gain a better understanding of anticipated unit type splits and anticipated average persons per different types of units (PPUs).

units needed city-wide and within the built-up area to 2051. This work will be completed as part of the Housing Analysis and Strategy background study and growth scenario planning later this year and into 2021.

APTG continues to require that our urban growth centre (downtown) plan for a density of a minimum of 150 persons and jobs per hectare to 2031. In accordance with the Downtown Secondary Plan, there is capacity to accommodate approximately 6,000 additional residential units downtown. Approximately 2,500 residential units are needed within the downtown to achieve the 150 persons and jobs per hectare density target by 2031. Since 2006, 800 new residential units have been constructed downtown. An additional 500 residential units are approved for construction.

Overview of the municipal comprehensive Official Plan review

Project Scope and timeline

To bring Guelph’s Official Plan into conformity with APTG, it is necessary to determine where and how Guelph will grow to 2051, and plan to achieve the built-up area, designated greenfield area, and urban growth centre targets. As per APTG, this will constitute the City’s municipal comprehensive review (MCR). Municipalities are required to have their Official Plans updated to conform to APTG by July 1, 2022. Figure 1 shows the timeline for the project.

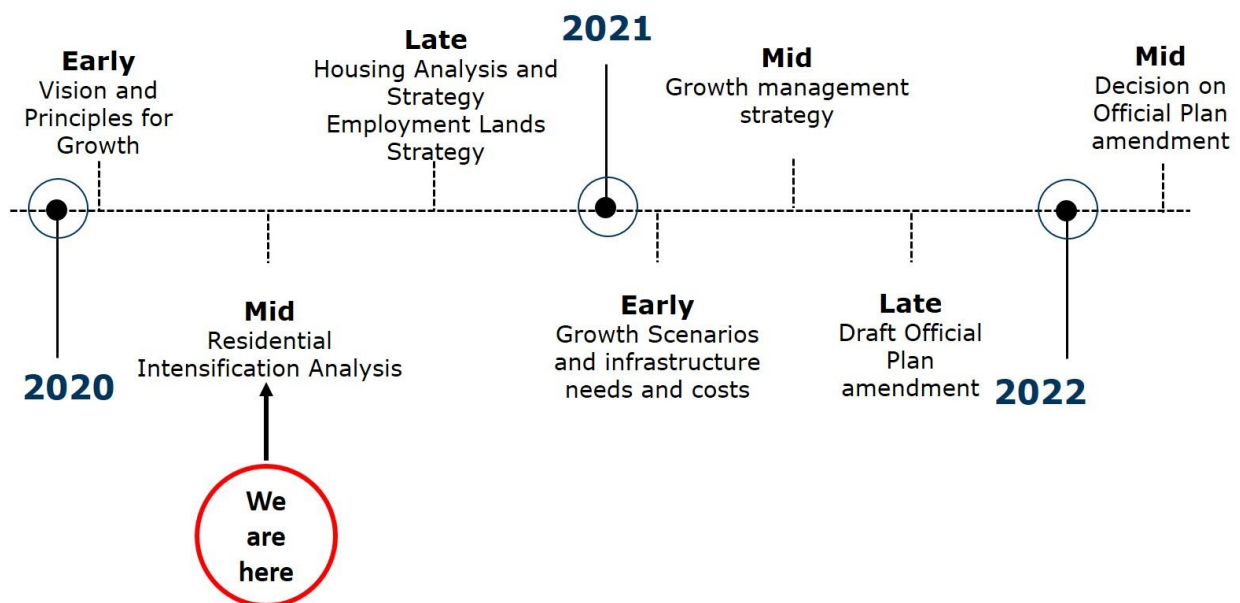


Figure 1 - Shaping Guelph Growth Management Strategy timeline

Several background studies related to the residential aspects of the MCR have been or will be prepared in 2020 and 2021. These are:

- Vision and principles for growth to the horizon of APTG

- A residential intensification analysis
- A housing analysis and strategy, and
- Growth scenario planning (based on a land needs assessment).

An overview of the scope of each of these studies was provided in report [IDE-2019-91](#).

A [draft vision and principles for growth](#) was endorsed by Council in June 2020 and is being used to inform work on the above-mentioned background studies.

Residential intensification analysis: community engagement

Building on the vision and principles community engagement earlier in 2020, a second series of community engagement was held in late August and throughout September 2020 on the residential intensification analysis. From August 26 to September 24 a survey was available through the city's [website](#) asking the community to share their opinions about locations and amounts of future housing, and preferences for maximum building heights. A roundtable discussion was held on September 17th with key housing stakeholders to gather their perspectives on the same questions asked through the survey. Additionally, a virtual public town hall was held on September 17th which included a staff presentation on the residential considerations of Shaping Guelph Growth Management Strategy followed by a question and answer period. A summary of the results from this community engagement will be provided at the Council workshop.

Current Official Plan residential intensification policies

Intensification areas

The Official Plan includes a plan for growth that is based on a “nodes and corridors” model. Nodes and corridors throughout the city and the downtown were identified as priority areas for growth (intensification areas). The location of these intensification areas are shown on Figure 2.

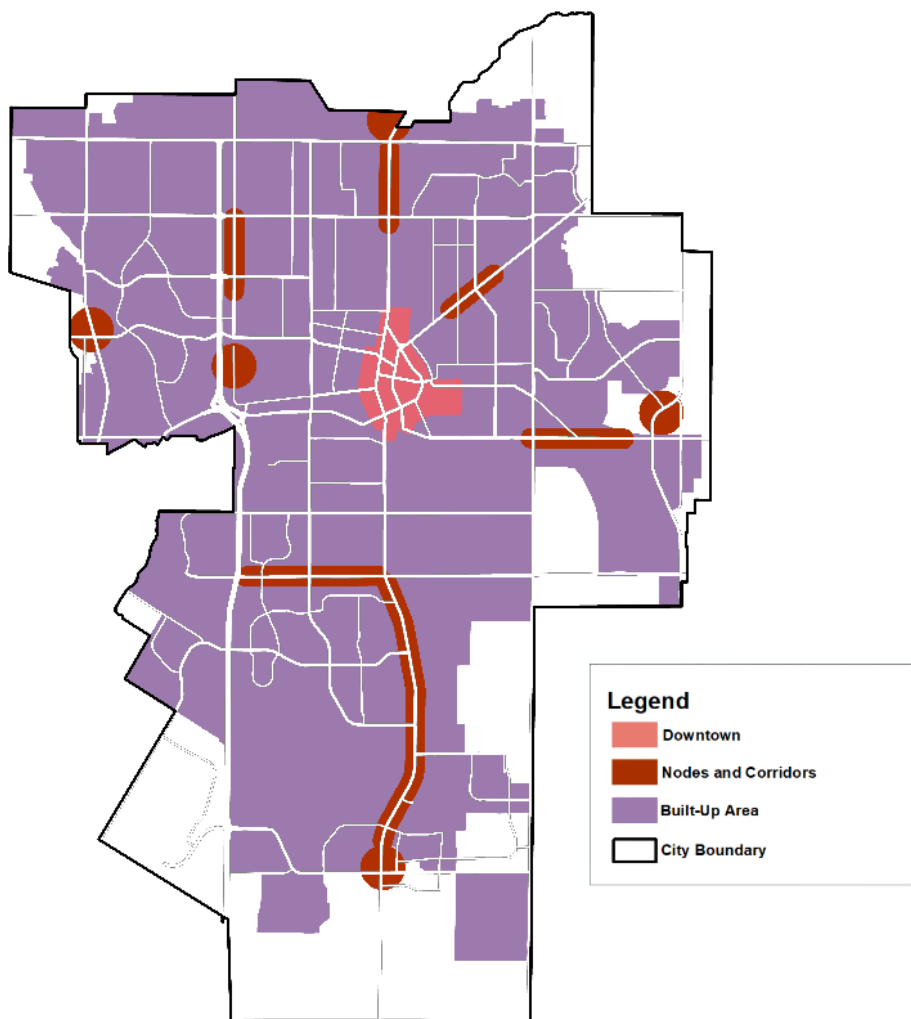


Figure 2: Official Plan intensification areas

Land uses within the intensification areas are mainly medium and high density residential, mixed-use (corridors and centres), and mixed office/commercial. Table 1 provides an overview of the minimum and maximum building heights and densities currently permitted within these land uses.

Table 1 - Official Plan building heights and densities within specific land uses

Official Plan land use	Minimum and maximum building heights	Minimum and maximum densities
Medium Density Residential	2 to 6 storeys ⁶	35 to 100 units per hectare ⁶
High Density Residential	3 to 10 storeys ⁶	100 to 150 units per hectare ⁶

⁶ Increased height and density may be permitted in accordance with the height and density bonus policies of the Official Plan.

Official Plan land use	Minimum and maximum building heights	Minimum and maximum densities
Commercial Mixed-use Centres	Maximum 10 storeys ⁶	100 to 150 units per hectare ⁶
Mixed-use Corridors	Maximum 6 storeys ⁶	100 to 150 units per hectare ⁶
Mixed Office/Commercial	Maximum 4 storeys ⁶	Maximum 100 units per hectare ⁶
Various residential, mixed use, and institutional/office land uses within the Downtown Secondary Plan	2 to 18 storeys ^{6,7}	0.6, 1.0 and 1.5 floor space index ^{6,7}

Growth over time: census statistics for the built-up area

Since 1981 Guelph has seen an increase in its average number of units per hectare from 2.9 units per hectare in 1981 to 5.9 units per hectare in 2016. These figures are gross density which includes areas that cannot be developed and areas that have not yet been developed. Guelph's average household size, however has decreased from 2.8 people per unit in 1981 to 2.5 people per unit in 2016. The mix of housing forms in Guelph is becoming more balanced. In 1981 Guelph's housing mix was comprised of 60% single detached and semi-detached dwellings, 10% duplexes and townhouses, and 30% apartments. Guelph's housing mix in 2016 was comprised of 55% single detached and semi-detached dwellings, 21% duplexes and townhouses, and 24% apartments. In 1986 the majority of households had a primary household maintainer, which is a head of household, between the ages of 25 and 29. In 2016 the majority of primary household maintainers were between the ages of 50 and 54. Additionally, the percent of those under the age of 40 that are primary household maintainers has decreased from 64% in 1986 to 30% in 2016. Staff will provide an overview of these census statistics at the Council workshop.

Workshop discussion

Council discussion and input is being sought on the following three topics

- Where housing should be directed in the built-up area
- How much housing should be accommodated in different areas of the built-up area
- Maximum building heights for different areas of the built-up area

A summary of community input gathered through recent community engagement on these topics will be shared with Council. Council will be asked to react to this input and to provide their comments/validation.

⁷ Minimum and maximum building heights and minimum floor space index varies depending on location and land use.

Topic 1 - Where should housing be directed in the built-up area

As outlined above, the Official Plan includes an urban structure that is based on a “nodes and corridors” model for growth where the nodes and corridors are planned to evolve over time from primarily commercial into mixed-use areas accommodating commercial and medium and high density residential uses. These nodes and corridors are identified as priority areas for growth and could continue to be into the future. Table 2 shows the number of new residential units created in each node, corridor and downtown between 2006 and 2019. During this same timeframe, approximately 180,500m² of non-residential gross floor area was added in the nodes, corridors and downtown.

Table 2 – New residential units and non-residential gross floor area in intensification areas – 2006-2019

Intensification area	Apartments	Townhouse dwellings	Single & semi-detached dwellings	Accessory apartments
Downtown	815	61	6	0
Clair/Gordon node	682	164	23	9
Paisley/Imperial node	503	0	0	0
Silvercreek junction node	2	0	0	3
Watson/Starwood node	141	249	171	21
Woodlawn/Woolwich node	0	0	0	0
Eramosa Rd. corridor	0	0	0	1
Gordon St. corridor	692	227	0	4
Silvercreek Pkwy. corridor	2	0	0	3
Stone Rd. corridor	0	0	0	0
Woolwich St. corridor	17	0	0	0
York Rd. corridor	0	0	1	0

APTG requires that we plan for, identify and direct growth to strategic growth areas. Strategic growth areas may include downtowns and areas along major roads with existing or planned frequent transit. Our existing nodes and corridors and our downtown could be strategic growth areas that could continue to accommodate more housing over the next 30 years. We may also need to look to other areas of the city as strategic growth areas or priority areas for growth.

Community engagement – what we asked and what we heard

We asked the community to describe areas of the city, that in their opinions, could accommodate additional housing and how much housing they thought should be accommodated in that location. We also asked the community to describe areas of the city that should not accommodate additional housing and let us know why.

Staff will provide an overview of what was heard in response to these questions.

Topic 2 - How much housing should be accommodated in different areas of the built-up area

APTG requires that 50 per cent of our new housing be within our built-up area. Our current Official Plan plans for 18,500 new units within our built-up area to 2031. In addition to what is planned, to meet APTG intensification requirements, we anticipate that additional residential units will be needed within the built-up area to 2051. How we distribute additional new housing throughout the built-up area is up to us.

Community engagement – what we asked and what we heard

We asked the community how they thought we should distribute new housing around the built-up area of Guelph. Three options were provided that distributed new housing differently throughout the built-up area. Levels of agreement with each option were sought.

Option 1 prioritized more housing downtown than other areas of the built-up area. To accommodate more housing downtown, building heights/densities may need to increase on some mid-rise buildings downtown. Housing would also need to be added throughout the remaining built-up area outside of downtown.

Option 2 prioritized more housing in existing nodes and corridors than other areas of the built-up area. Downtown would still see some new housing but not as much as in Option 1. Housing would also be added to the remaining built-up area outside of the downtown, nodes and corridors.

Option 3 prioritized more housing in neighbourhoods throughout the built-up area. This housing would be mainly townhouses and low-rise apartments. Some housing would also be added to nodes and corridors, and the downtown.

Staff will provide an overview of what was heard in response to these options.

Topic 3 - Maximum building heights for different areas of the built-up area?

As outlined above, the Official Plan establishes minimum and maximum building heights and densities for different land uses. The Official Plan also currently provides for the ability to increase the height and density of buildings through height and density bonus policies. As a result of changes to the Planning Act in 2019, the city is no longer able to consider increases in height or density through bonusing. This means that any building over the maximum permitted height or density will require an Official Plan amendment. There is no longer any mechanism to secure community benefits through increased heights and densities.

Community engagement – what we asked and what we heard

We showed the community three different maximum building height scenarios for nodes, corridors, downtown, and low density neighbourhoods in the built-up area. The community was asked to rank each scenario and provide comments about their ranking.

The first scenario for nodes, corridors, and low density neighbourhoods within the built-up area presented the existing maximum height permissions from the Official

Plan⁸. The second scenario added between 1 and 4 additional storeys to the existing height permissions creating slightly taller buildings in each area. The third scenario included the tallest building heights by adding 3 to 8 storeys to the existing height permissions. Table 3 summarizes the maximum building heights in each scenario.

Table 3 – Maximum building heights in each scenario

Built-up area location	Scenario 1	Scenario 2	Scenario 3
Nodes	10 storeys	12 storeys	16 storeys
Corridors	6 storeys	10 storeys	14 storeys
Low density neighbourhoods	3 storeys	3 storeys 4 storeys on major roads	3 storeys 6 storeys on major roads

For downtown, the first scenario presented the existing maximum height permissions from the Downtown Secondary Plan. These heights vary between 2 and 18 storeys, depending on the location of a property⁹. Scenario 2 includes 2 additional storeys on properties which are currently permitted to add these additional storeys through bonusing. Scenario 3 adds 4 additional storeys to the current Downtown Secondary Plan permissions to these same areas. In all scenarios, no buildings are proposed to be taller than 18 storeys. Table 4 summarizes the maximum building heights in each scenario.

Table 4 – Maximum building height scenarios in current bonusing areas of downtown

Scenario 1	Scenario 2	Scenario 3
4-8 storeys	6-10 storeys	8-12 storeys
4-10 storeys	6-12 storeys	8-14 storeys
4-12 storeys	6-14 storeys	8-16 storeys

Staff will provide an overview of what was heard in response to these scenarios.

Wrap-up and next steps

Input gathered at the Council workshop will be used by staff and consultants to inform the next stages of the project. At this time, staff are planning to engage the community in November/December on aspects related to the Housing Analysis and Strategy and in December/January on the Employment Lands Strategy. These studies, and community input into them, will be used to guide growth scenario planning work in 2021.

⁸ The Official Plan allows for the maximum building height and density to increase to 6 storeys or 100 units per hectare on lands designated low density residential for properties along arterial or collector roads through Planning Act bonusing. As bonusing is no longer permitted, the existing Official Plan scenario (scenario 1) for low density neighbourhoods does not show the ability to increase heights and densities along arterial/collector roads.

⁹ The Downtown Secondary Plan allows for the maximum building height to increase by 2 storeys or the density to increase on certain properties. As bonusing is no longer permitted, the existing Downtown Secondary Plan scenario (scenario 1) does not show the ability to increase heights and densities on these properties.

Attachments

Attachment-1 October 19, 2020 Council Workshop Presentation

Attachment-2 Staff Comments on A Place to Grow: Growth Plan for the Greater Golden Horseshoe Amendment 1

Author

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Departmental Approval

Melissa Aldunate, MCIP, RPP, Manager, Policy Planning and Urban Design

This memo was approved by:

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Shaping Guelph

Residential intensification in the built-up area

Council Workshop
October 19, 2020



Agenda

1. Welcome and purpose of the workshop
2. Background presentation
 - a) A Place to Grow 2019 and amendment 1
 - b) Planning for growth in the built-up area to 2051
 - c) The municipal comprehensive Official Plan review
 - d) Current Official Plan policies
 - e) Growth over time – census statistics
3. Workshop discussion
4. Wrap-up and next steps



Welcome and purpose of the workshop

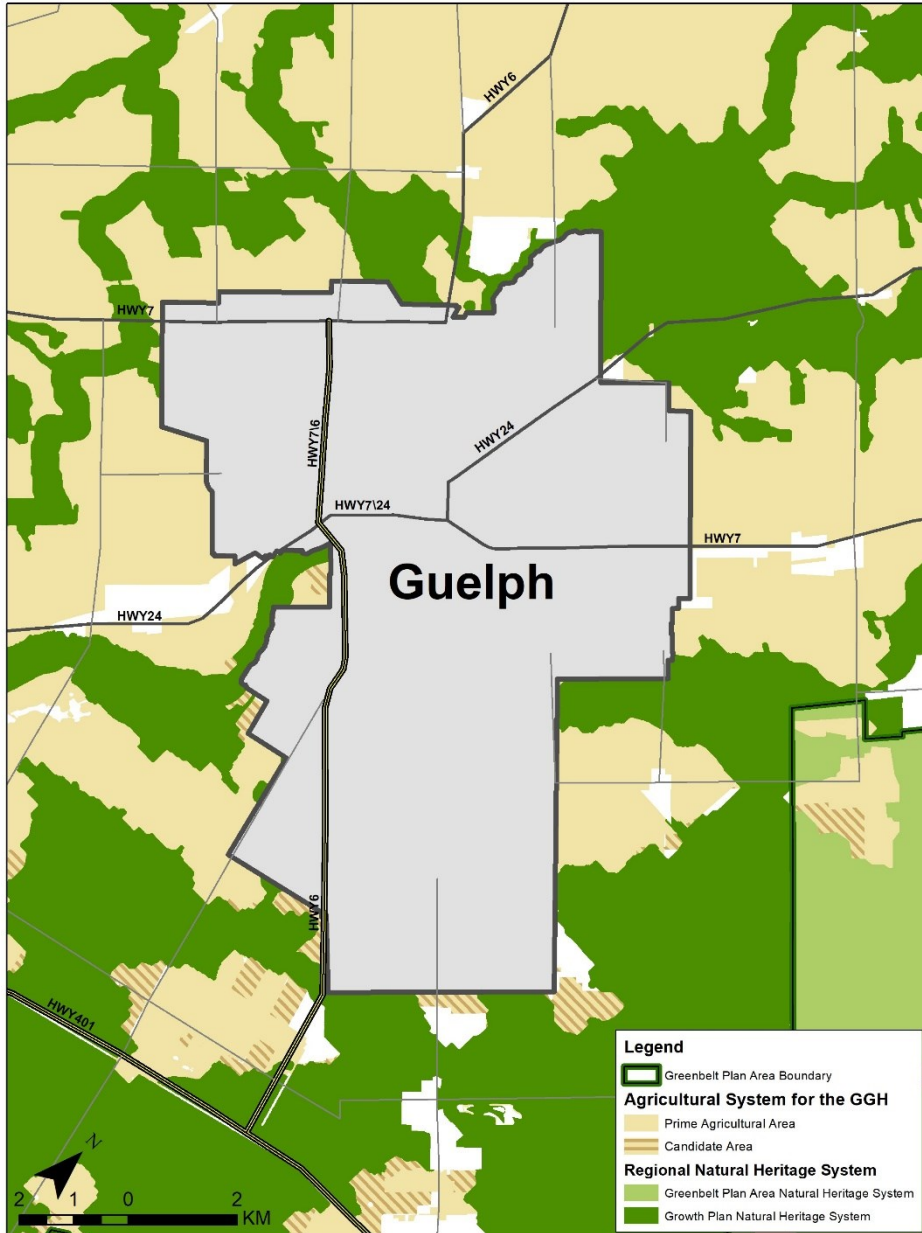
- To seek Council's input on residential intensification within Guelph's built-up area. Specifically input on:
 - Where housing should be directed within the built-up area
 - How much housing should be accommodated in different areas of the built-up area
 - Maximum building heights for nodes, corridors, specific areas of downtown, and generally throughout the built-up area



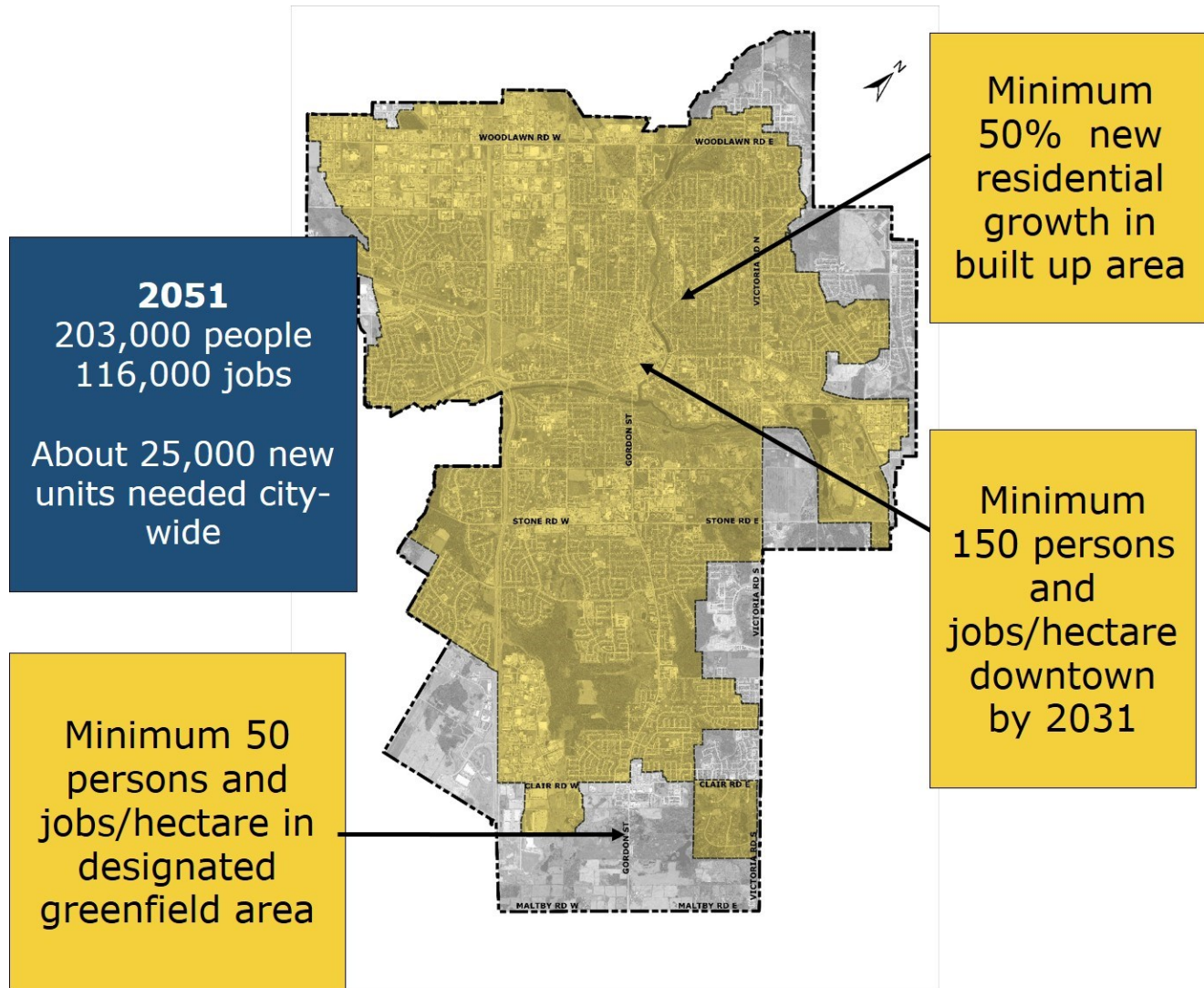
A Place to Grow (APTG)



Greater Golden Horseshoe Agricultural System and Natural Heritage System



Current APTG forecasts & targets



APTG amendment 1

Key items in amendment 1

- Planning for growth to 2051
- Accommodate a population of 203,000 and 116,000 jobs to 2051
- The forecasts are minimums – can plan for higher
- Continues to require that we update the Official plan to conform to APTG by July 1, 2022
- Updated to the land needs assessment methodology to make simpler

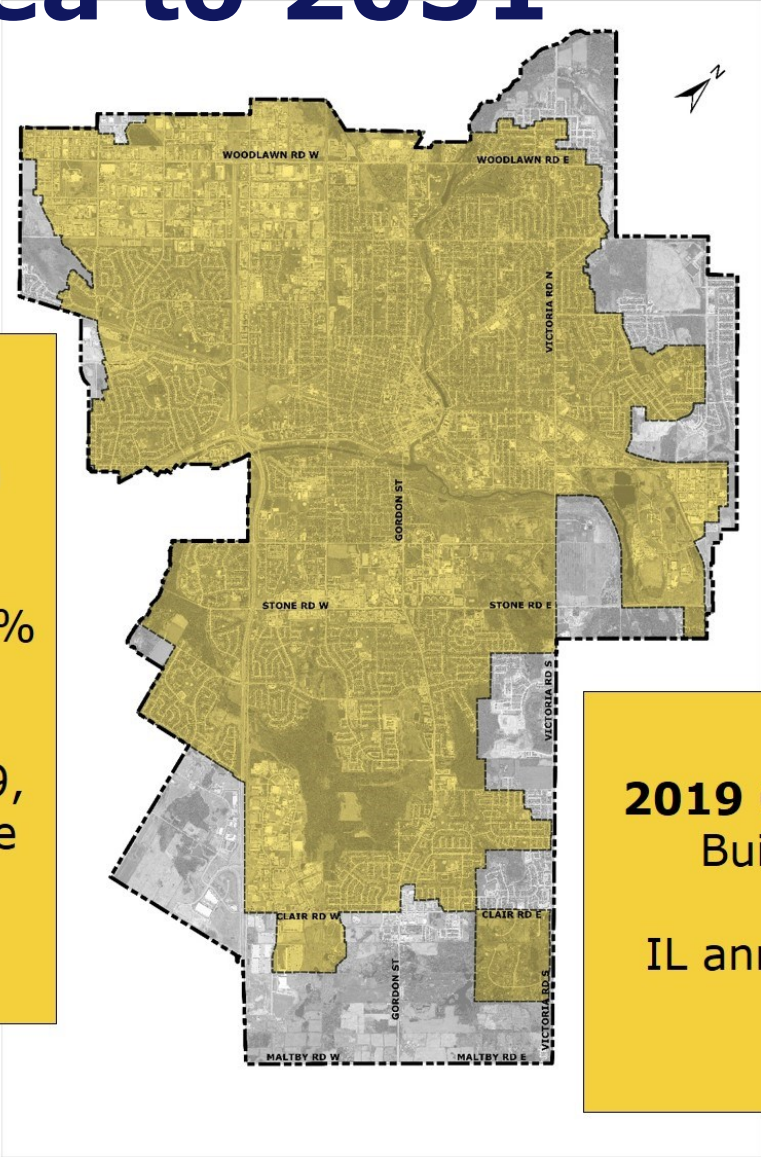


Planning for growth in the built-up area to 2051

2006 Growth Plan
Built-up area

IL annual target – 40%

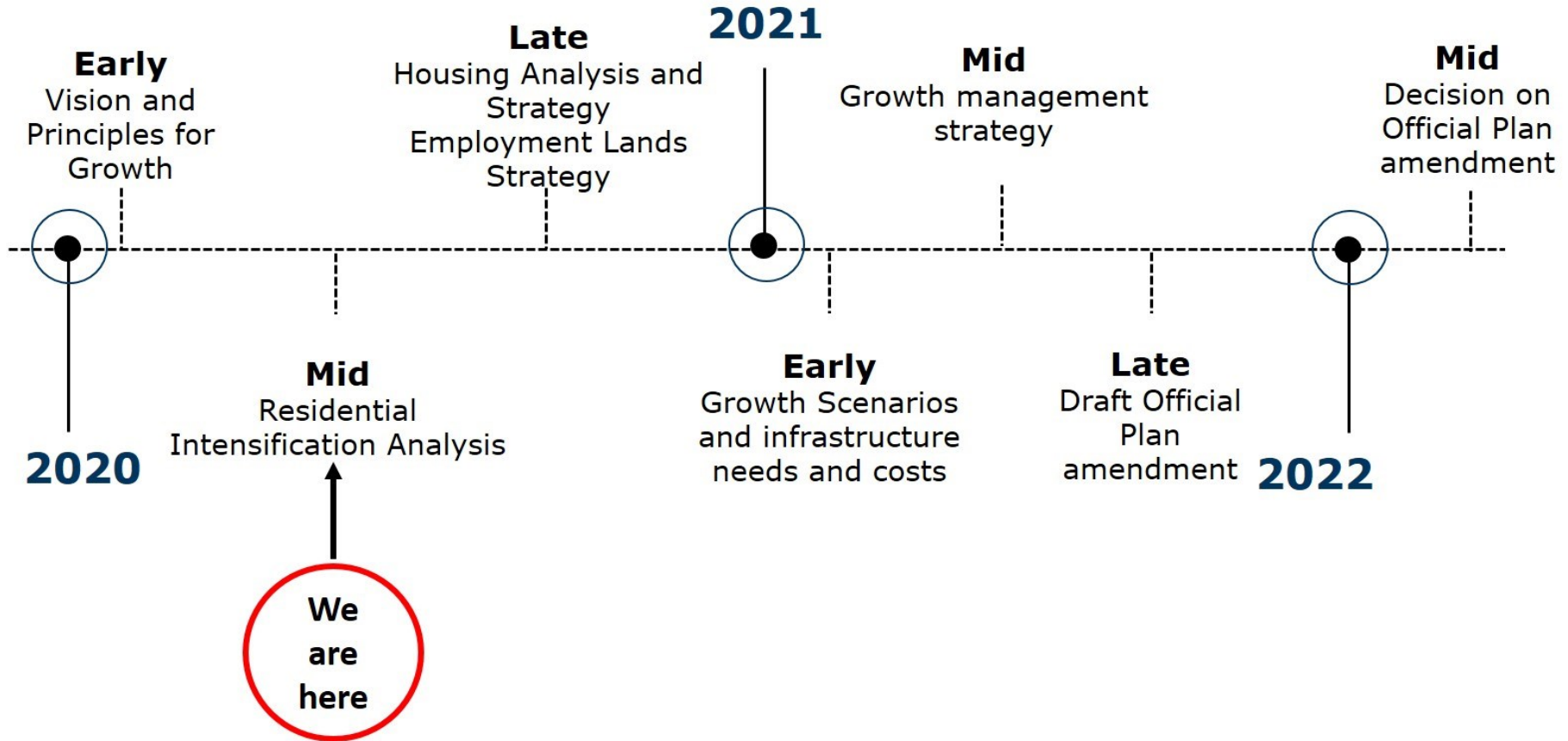
2019 IL – 42%
As of the end of 2019,
6,700 new units have
been created



2019 Growth Plan
Built-up area

IL annual target – 50%

Municipal Comprehensive Review timeline



Overview of Municipal Comprehensive Review

- Several background studies are required. Residential related studies include
 - Vision and principles for growth – **draft endorsed**
 - Residential intensification analysis
 - Housing analysis and strategy
 - Growth scenario planning



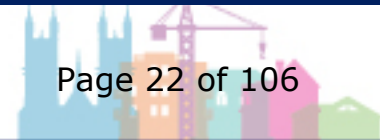
Residential intensification community engagement

- August 26-September 24 – online survey
- September 17, 2020 – virtual housing stakeholder roundtable discussion
- September 17, 2020 – virtual public town hall

We asked

Share opinions about locations and amounts of future housing in the built-up area

Preferences for maximum building heights in different locations in the built-up area



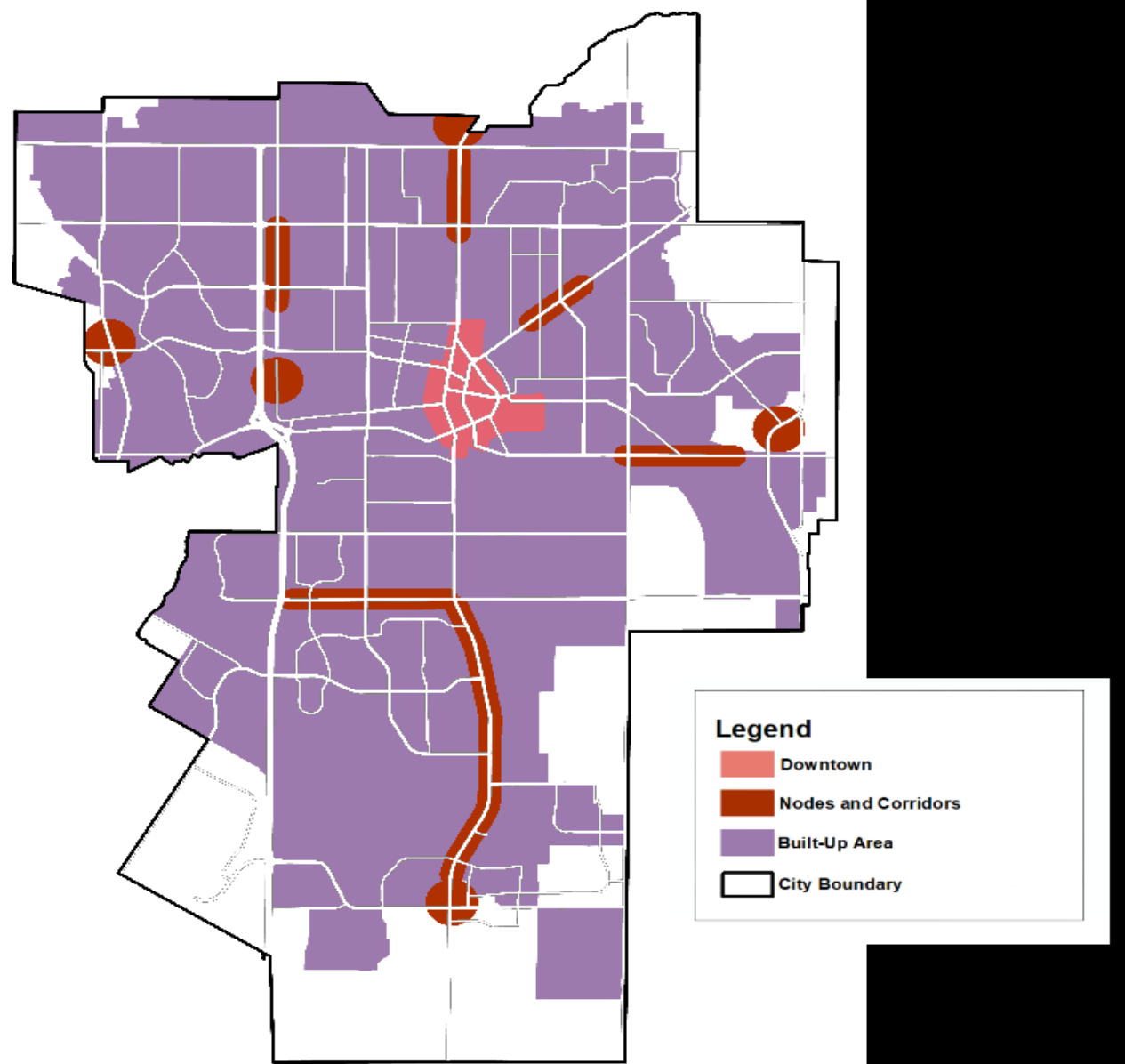
Key things that we heard



**A high level
overview of the
feedback from the
community
engagement will
be provided at the
workshop**



Current Official Plan policies



Growth over time

Census statistics

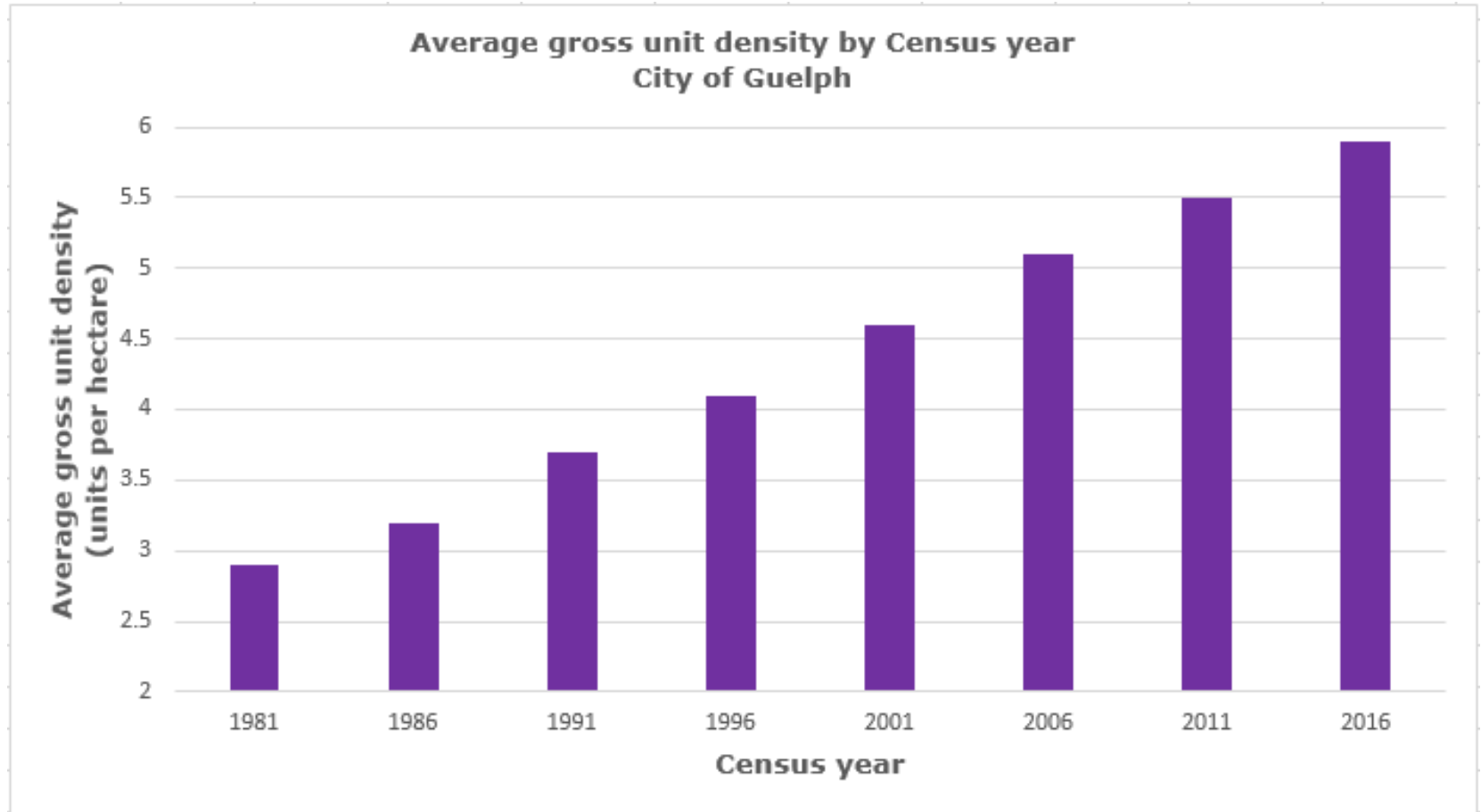


Guelph gross unit density 1981 to 2016



Average Guelph gross unit density

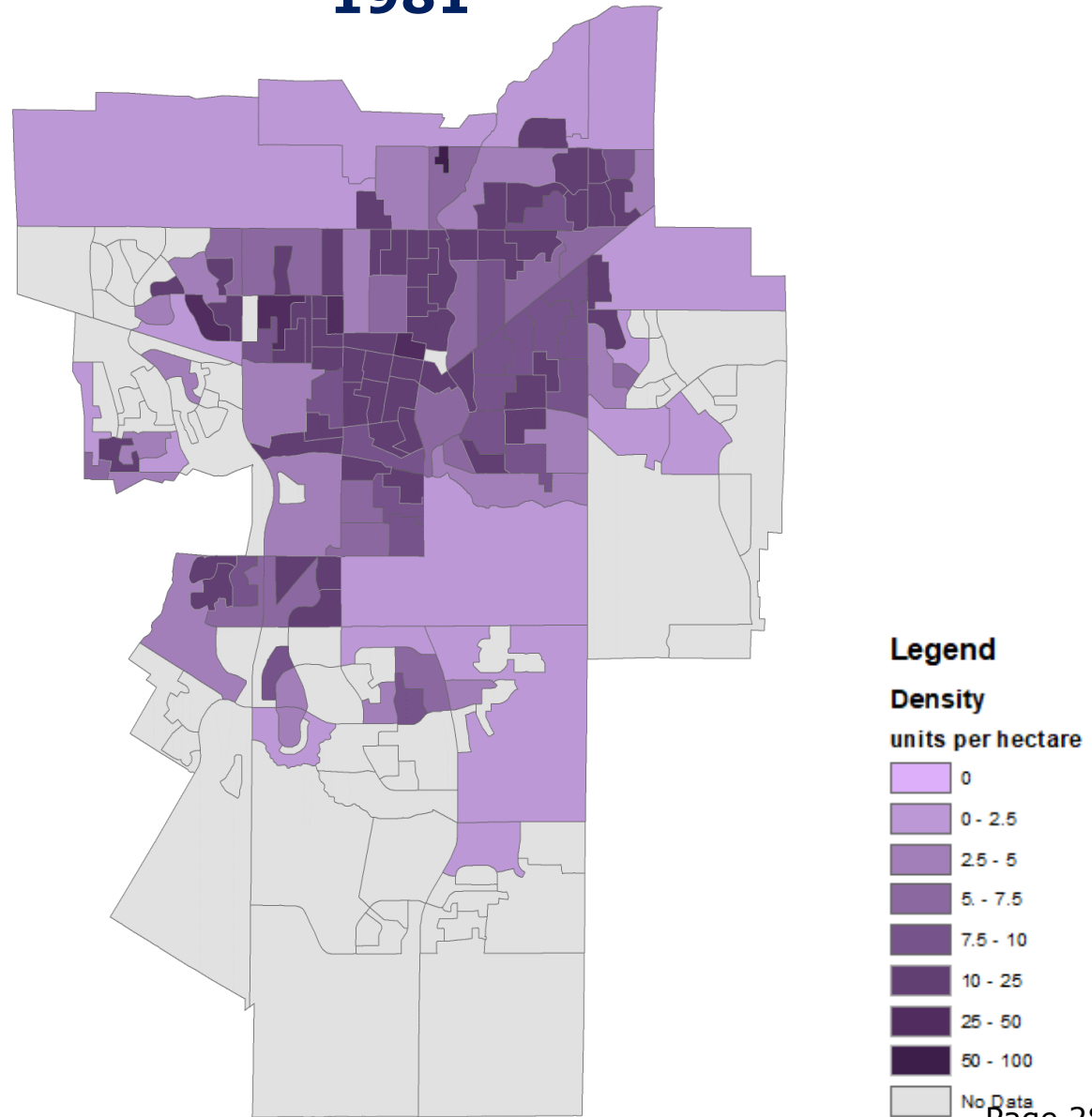
1981 to 2016



Source: Average gross density of residential dwellings for private households for City of Guelph, Statistics Canada

Gross unit density

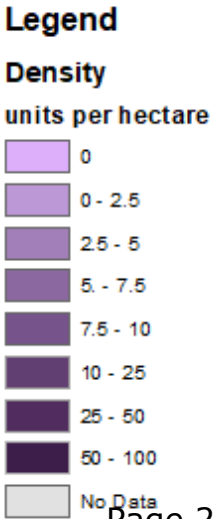
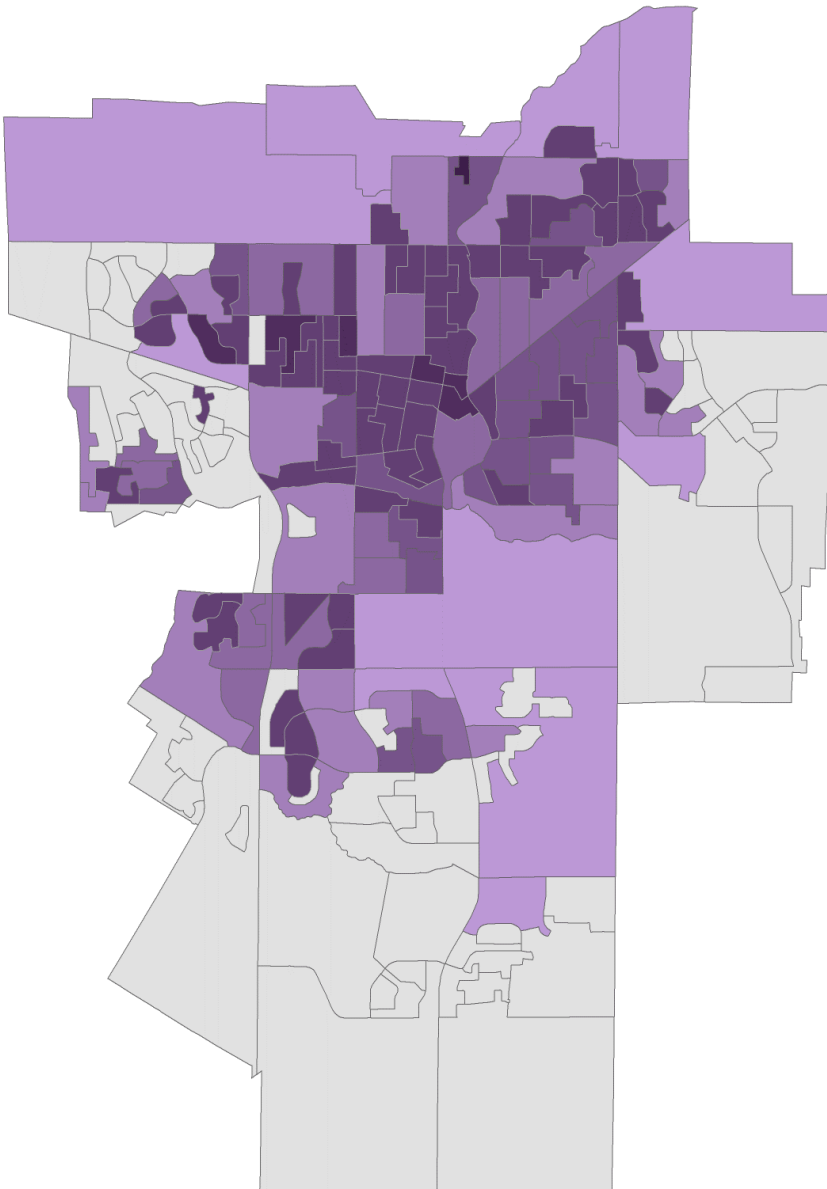
1981



Source: Gross density of residential units for private household dissemination area, Statistic

Gross unit density

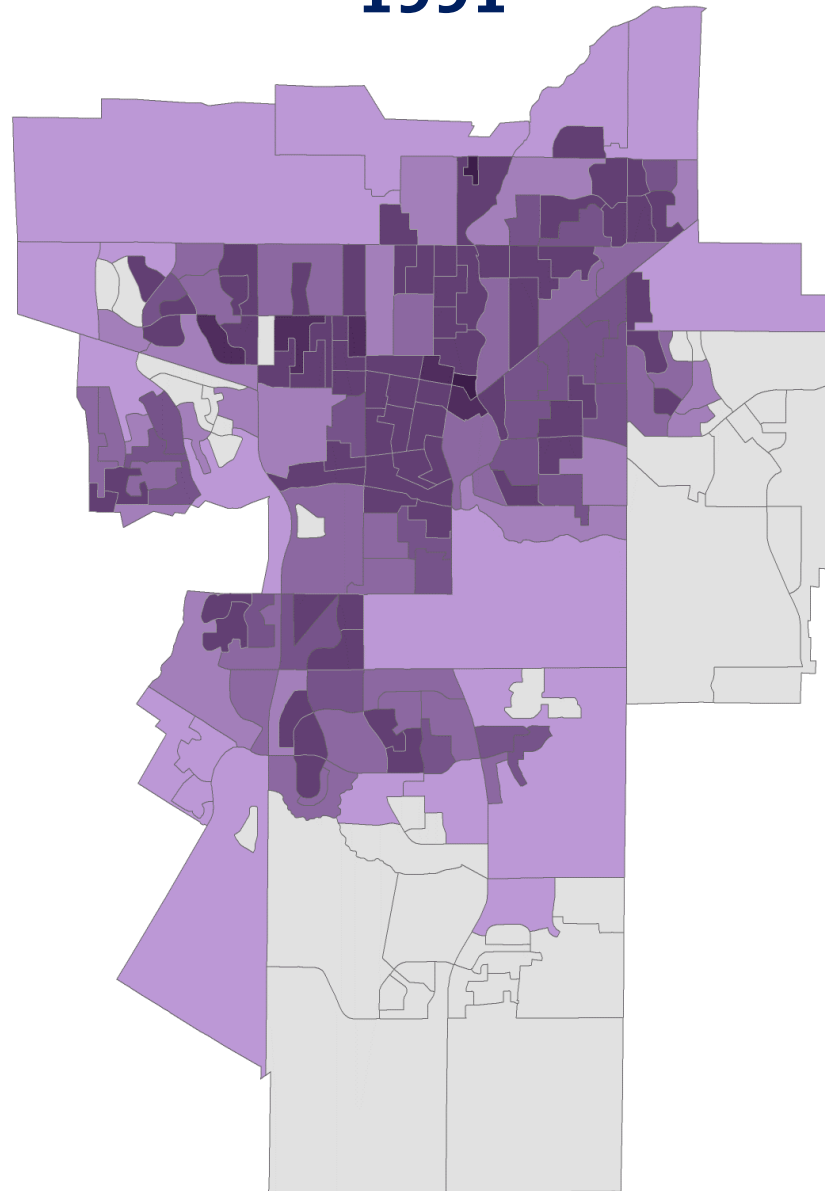
1986



Source: Gross density of re dwellings for private house dissemination area, Statisti

Gross unit density

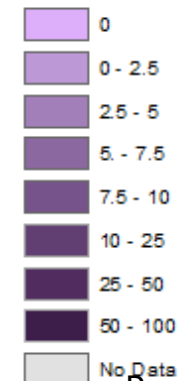
1991



Legend

Density

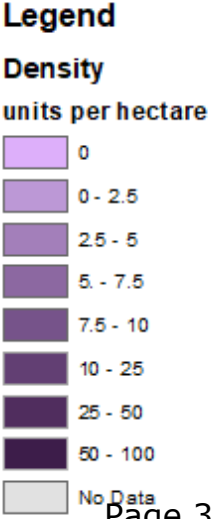
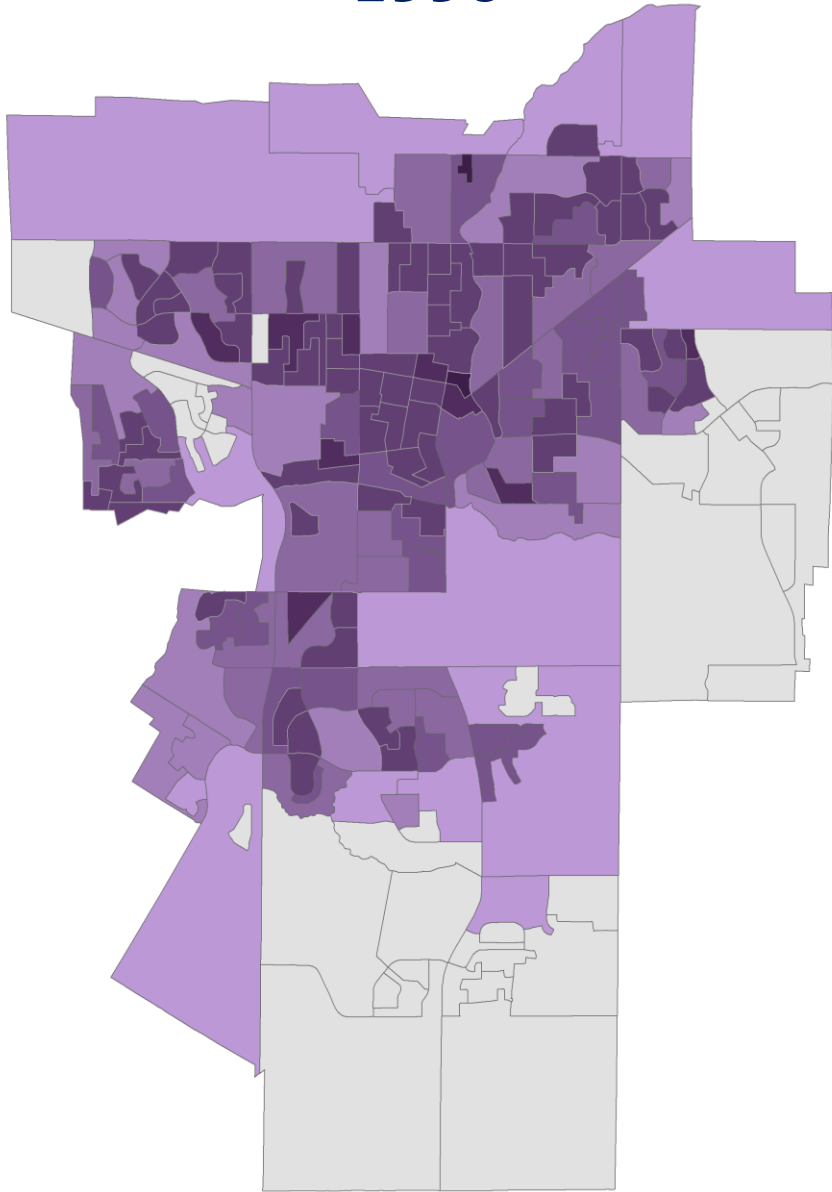
units per hectare



Source: Gross density of re
dwellings for private house
dissemination area, Statisti

Gross unit density

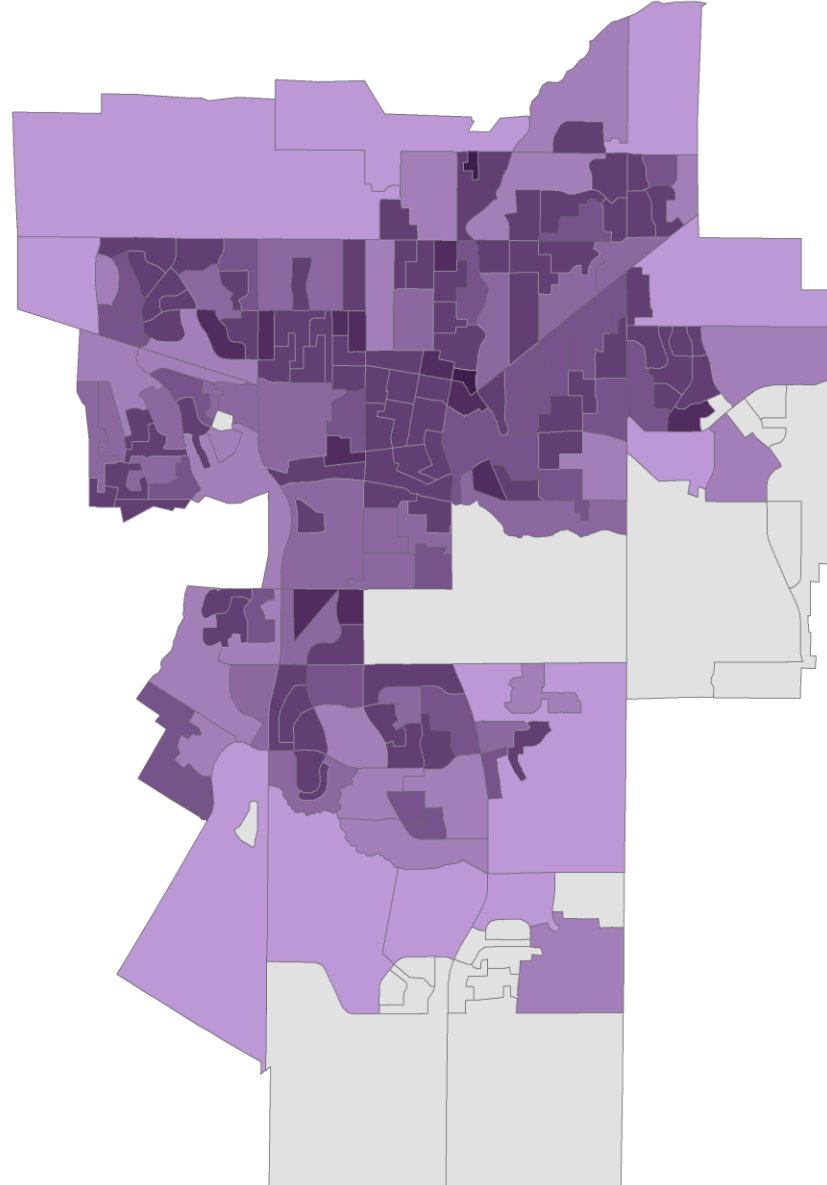
1996



Source: Gross density of re dwellings for private house dissemination area, Statisti

Gross unit density

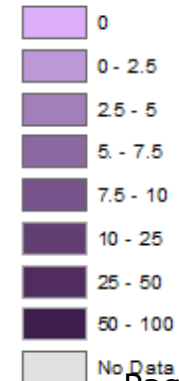
2001



Legend

Density

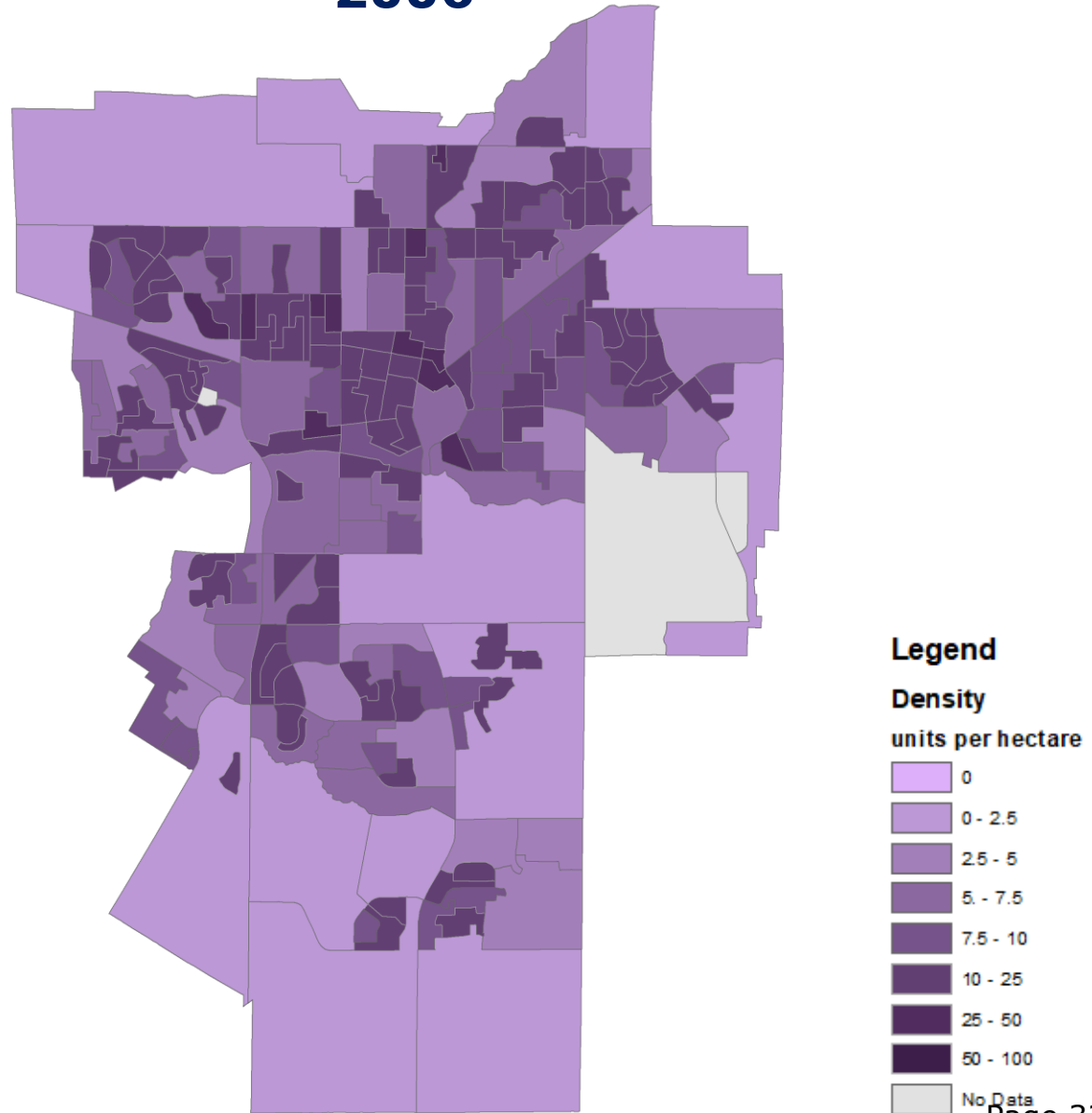
units per hectare



Source: Gross density of re dwellings for private house dissemination area, Statisti

Gross unit density

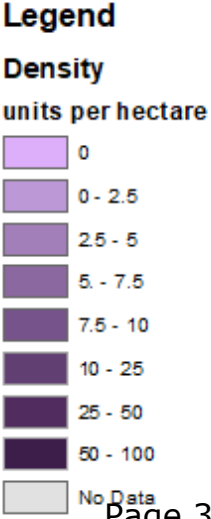
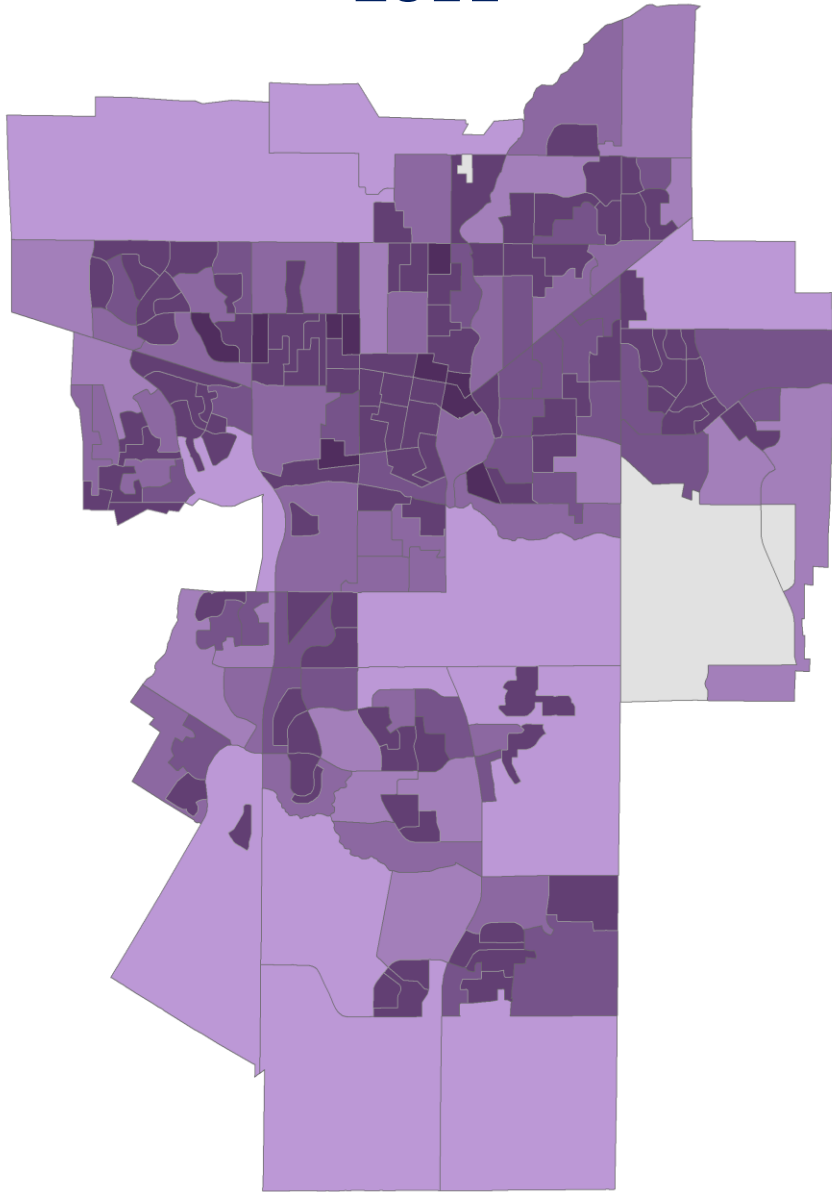
2006



Source: Gross density of residential units for private housing dissemination area, Statisti

Gross unit density

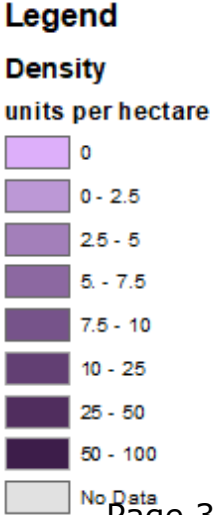
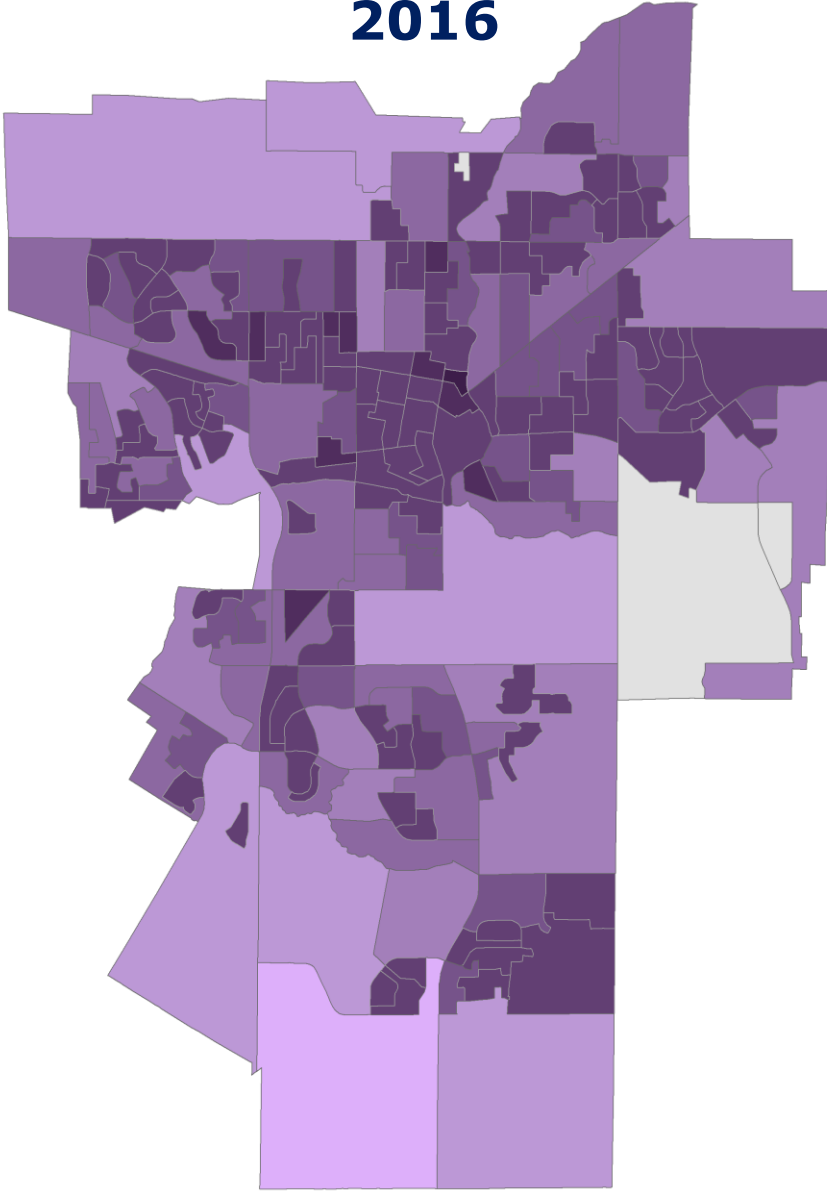
2011



Source: Gross density of re dwellings for private house dissemination area, Statisti

Gross unit density

2016



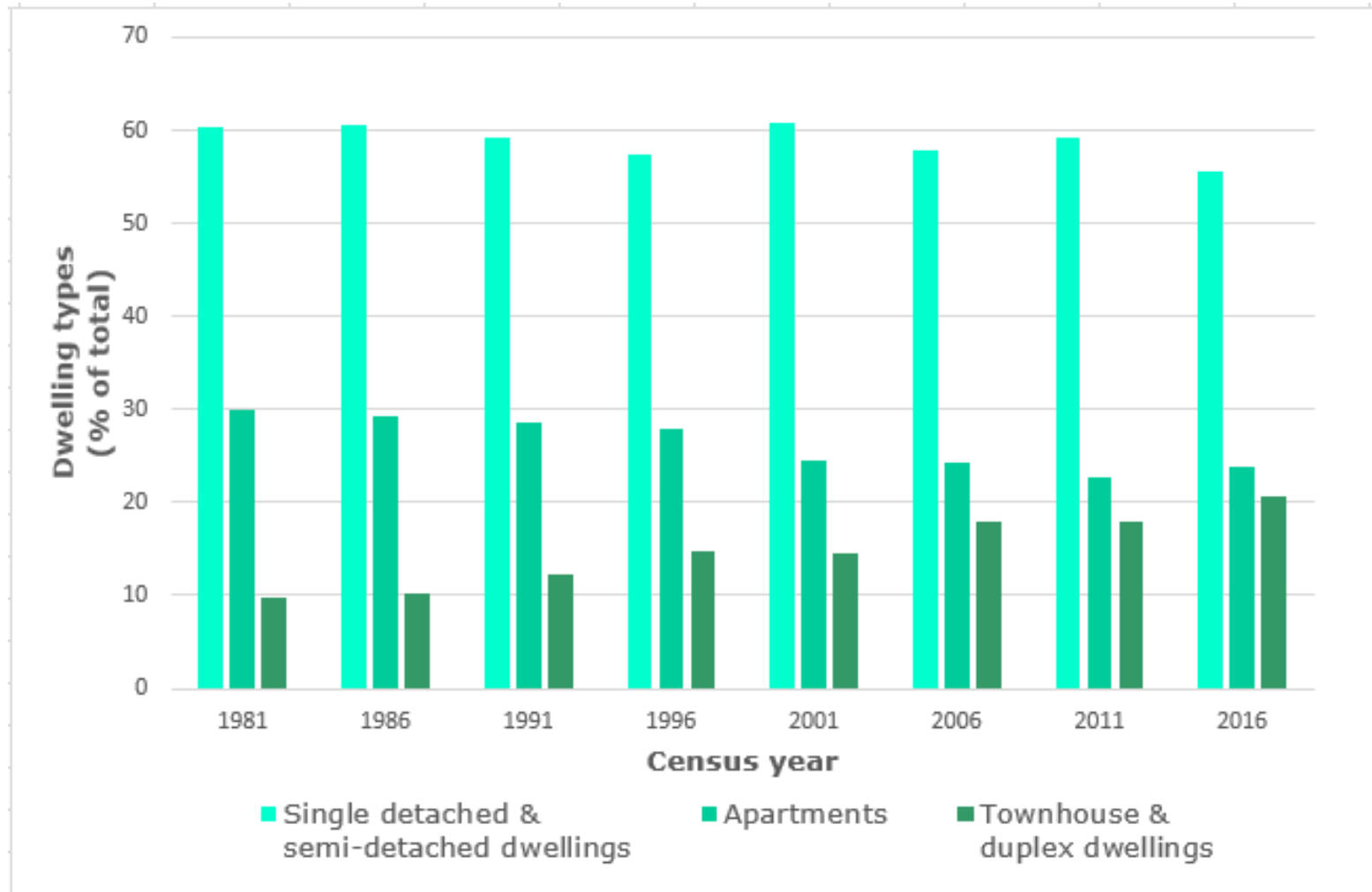
Source: Gross density of re dwellings for private house dissemination area, Statisti

Guelph housing mix 1981 to 2016



Guelph Housing Mix

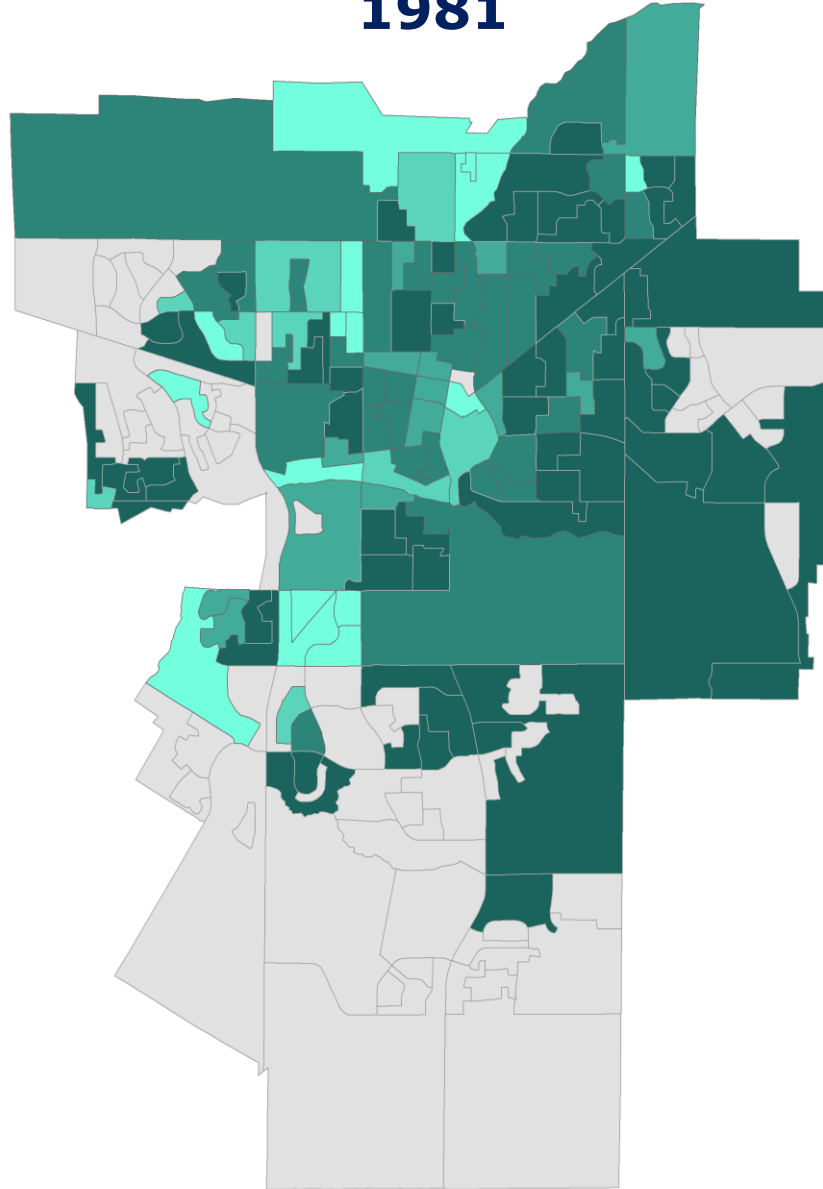
1981 to 2016



Source: Total % structure type for private households for City of Guelph
Statistics Canada

Housing Mix

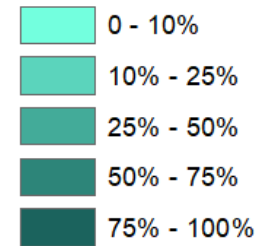
1981



Legend

Single Detached Dwellings

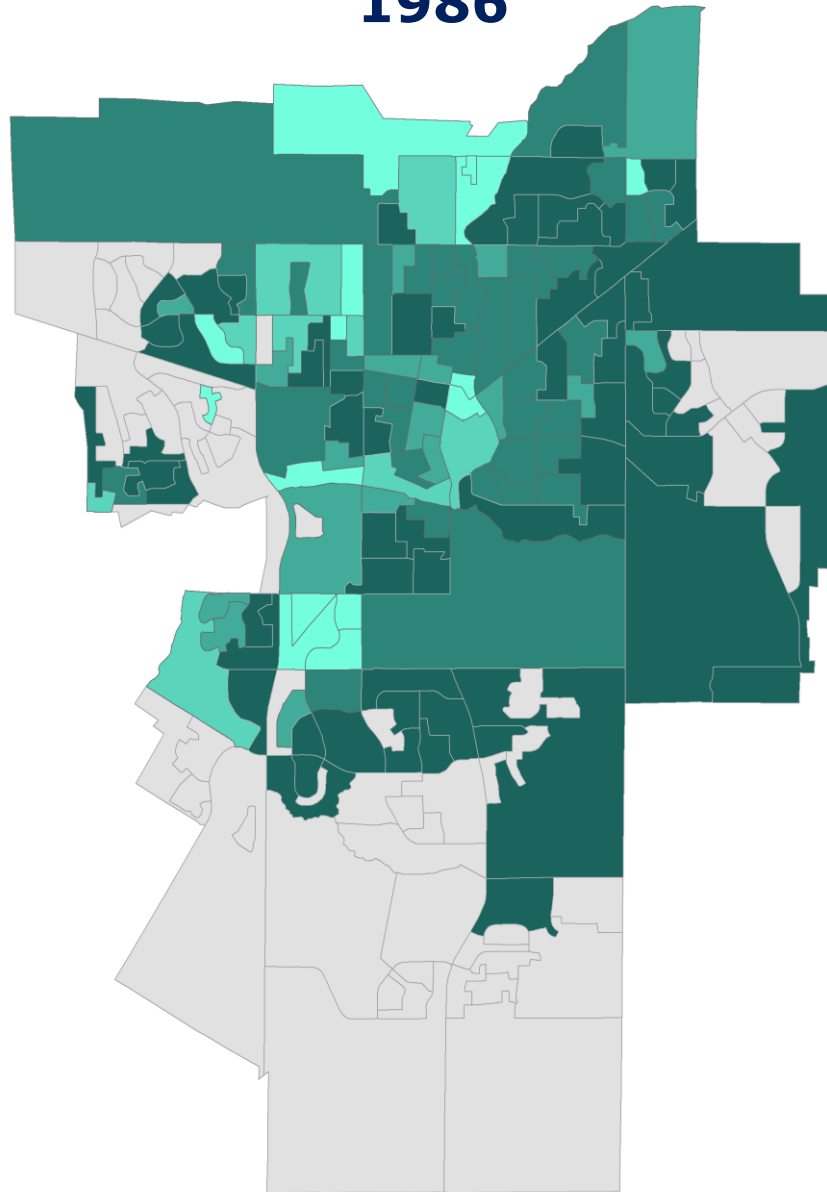
% of total units



Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

Housing Mix

1986



Legend

Single Detached Dwellings

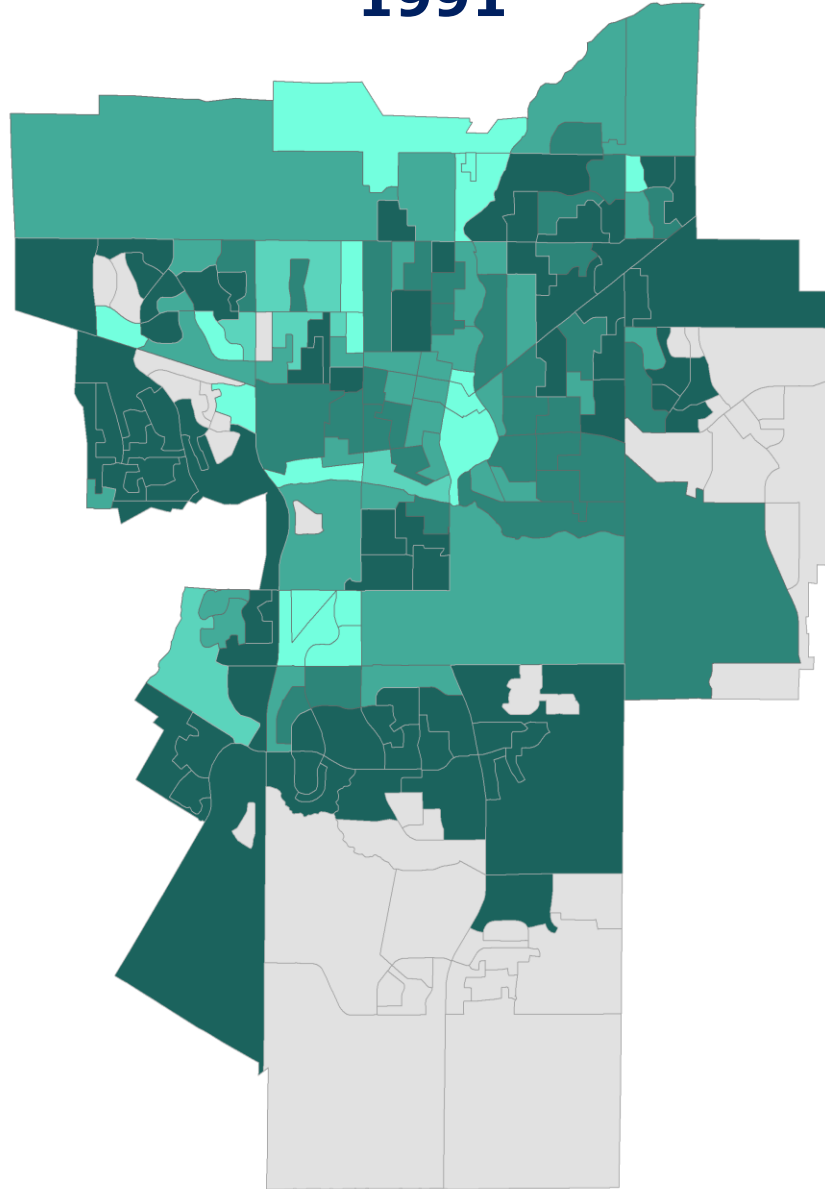
% of total units

- 0 - 10%
- 10% - 25%
- 25% - 50%
- 50% - 75%
- 75% - 100%

Source: Single detached dwel
structure type for private hou:
dissemination area,
Statistics Canada

Housing Mix

1991



Legend

Single Detached Dwellings

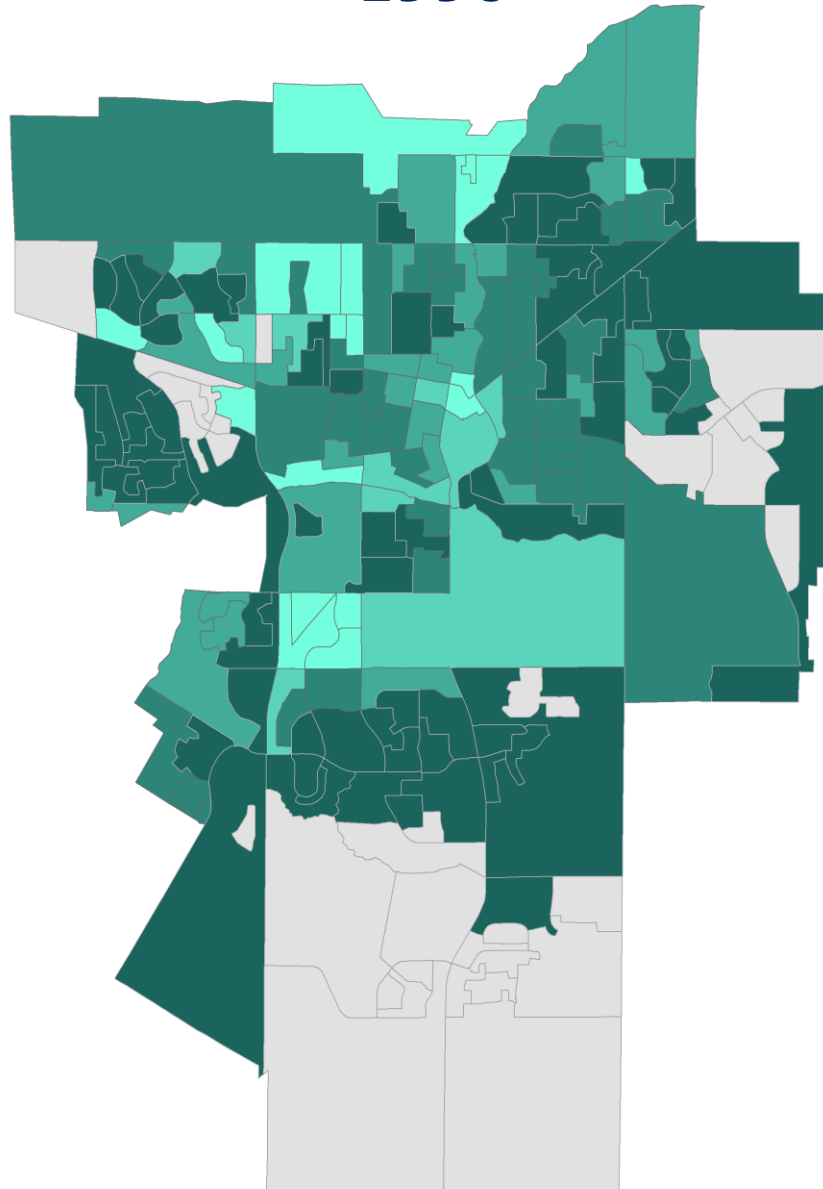
% of total units

- 0 - 10%
- 10% - 25%
- 25% - 50%
- 50% - 75%
- 75% - 100%

Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

Housing Mix

1996



Legend

Single Detached Dwellings

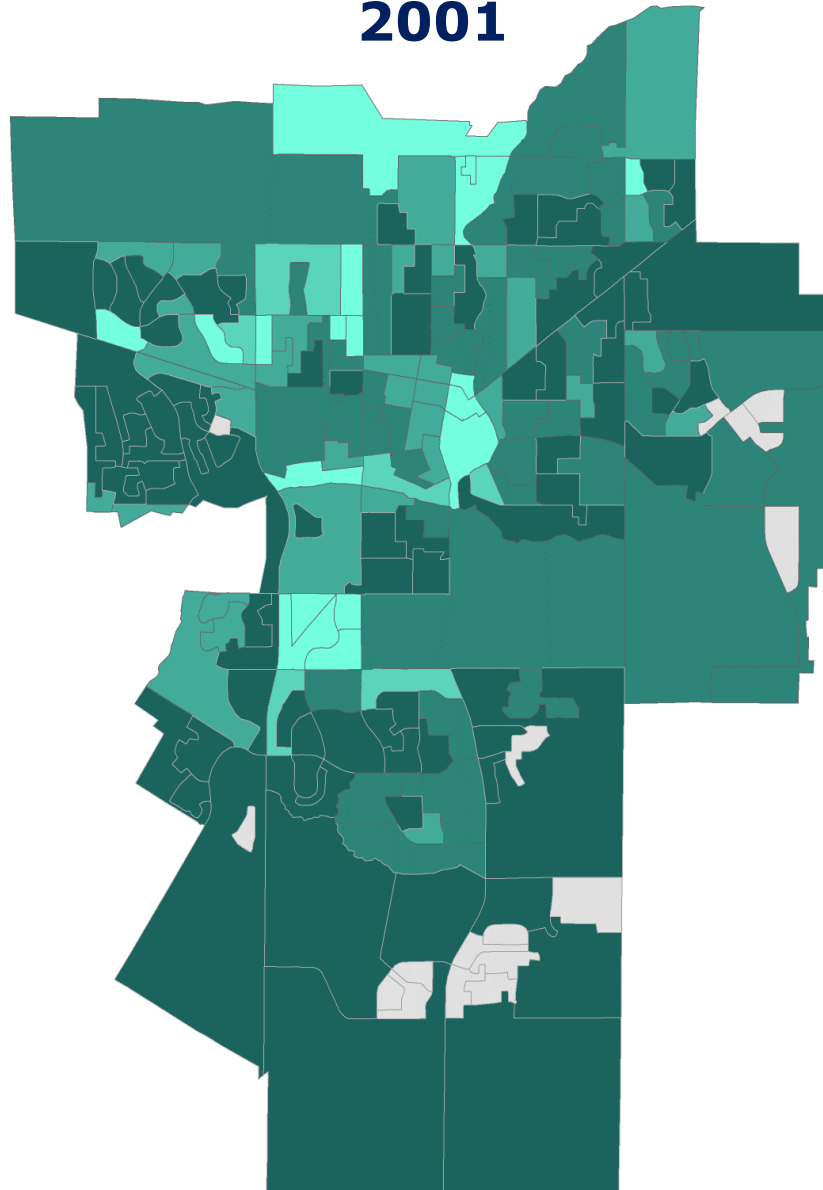
% of total units

- 0 - 10%
- 10% - 25%
- 25% - 50%
- 50% - 75%
- 75% - 100%

Source: Single detached dwel
structure type for private hou:
dissemination area,
Statistics Canada

Housing Mix

2001



Legend

Single Detached Dwellings

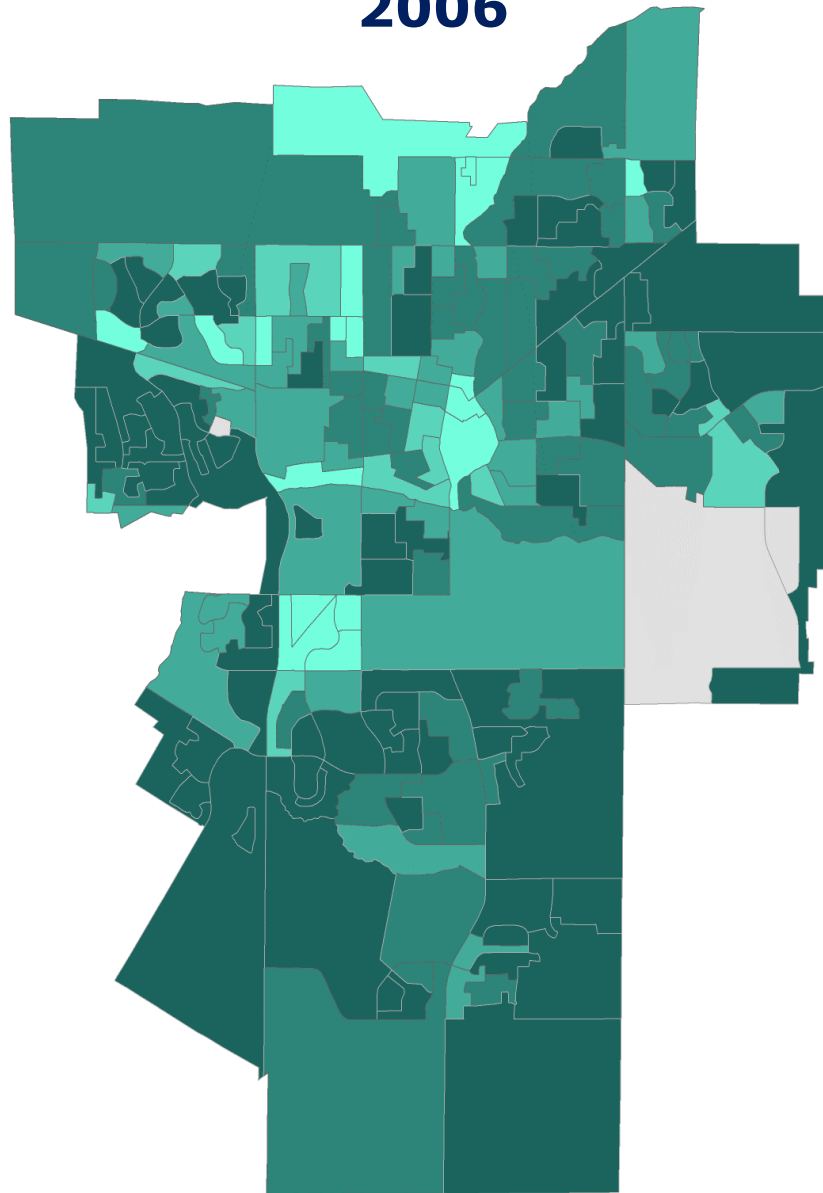
% of total units

- 0 - 10%
- 10% - 25%
- 25% - 50%
- 50% - 75%
- 75% - 100%

Source: Single detached dwell structure type for private housing dissemination area, Statistics Canada

Housing Mix

2006



Legend

Single Detached Dwellings

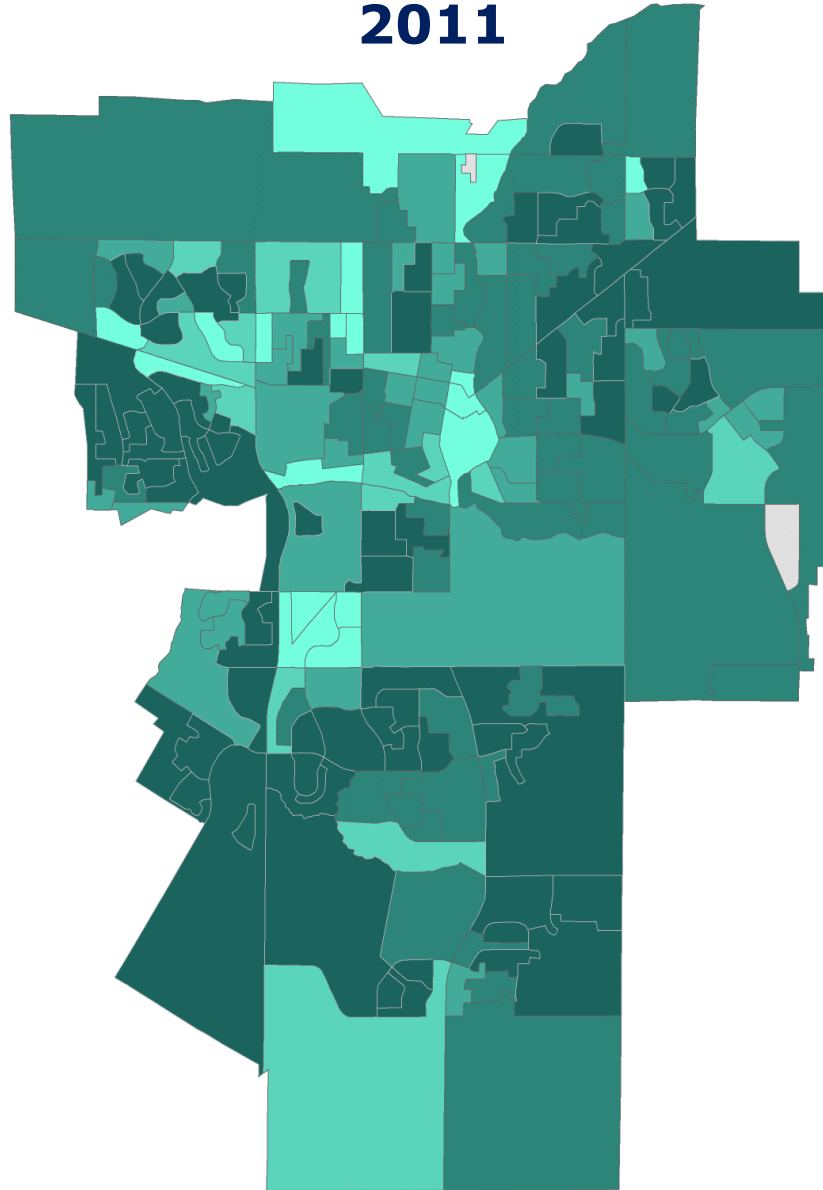
% of total units

- 0 - 10%
- 10% - 25%
- 25% - 50%
- 50% - 75%
- 75% - 100%

Source: Single detached dwel
structure type for private hou:
dissemination area,
Statistics Canada

Housing Mix

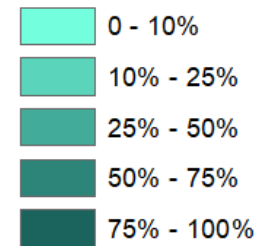
2011



Legend

Single Detached Dwellings

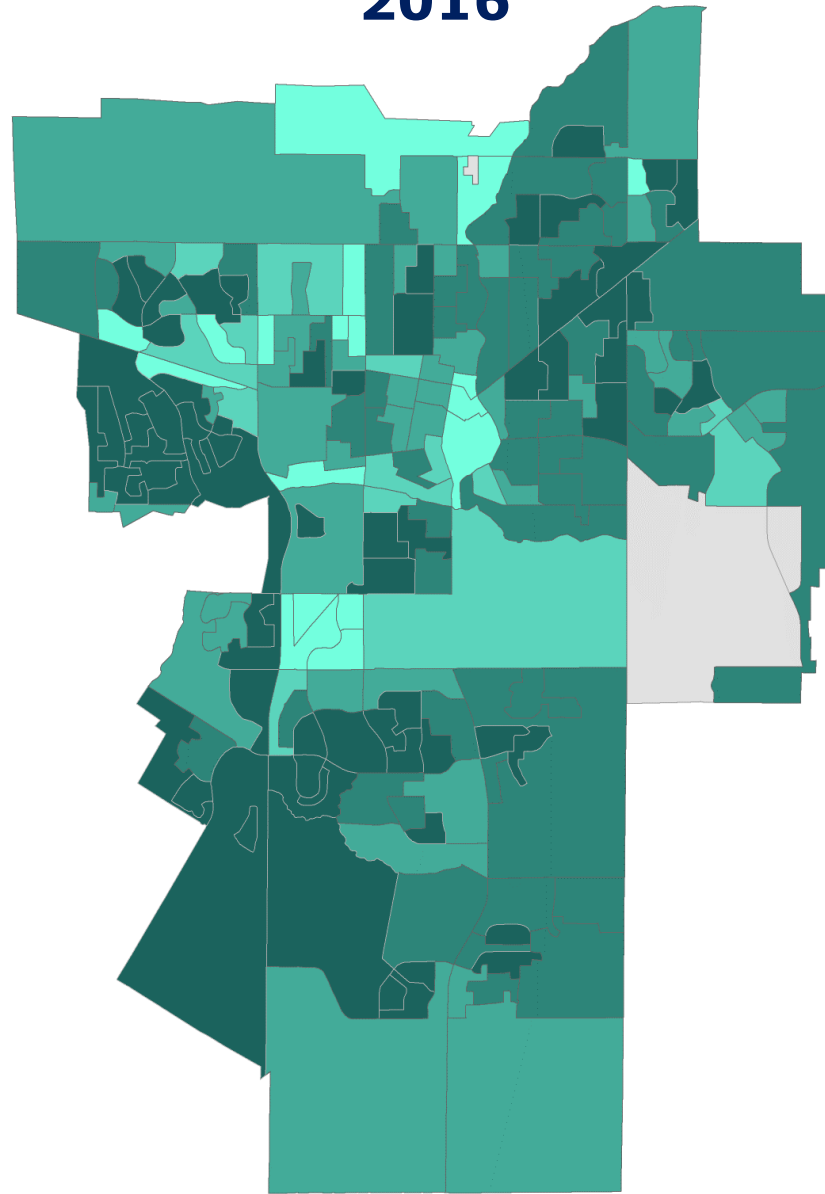
% of total units



Source: Single detached dwellings structure type for private housing dissemination area, Statistics Canada

Housing Mix

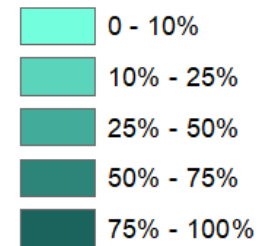
2016



Legend

Single Detached Dwellings

% of total units



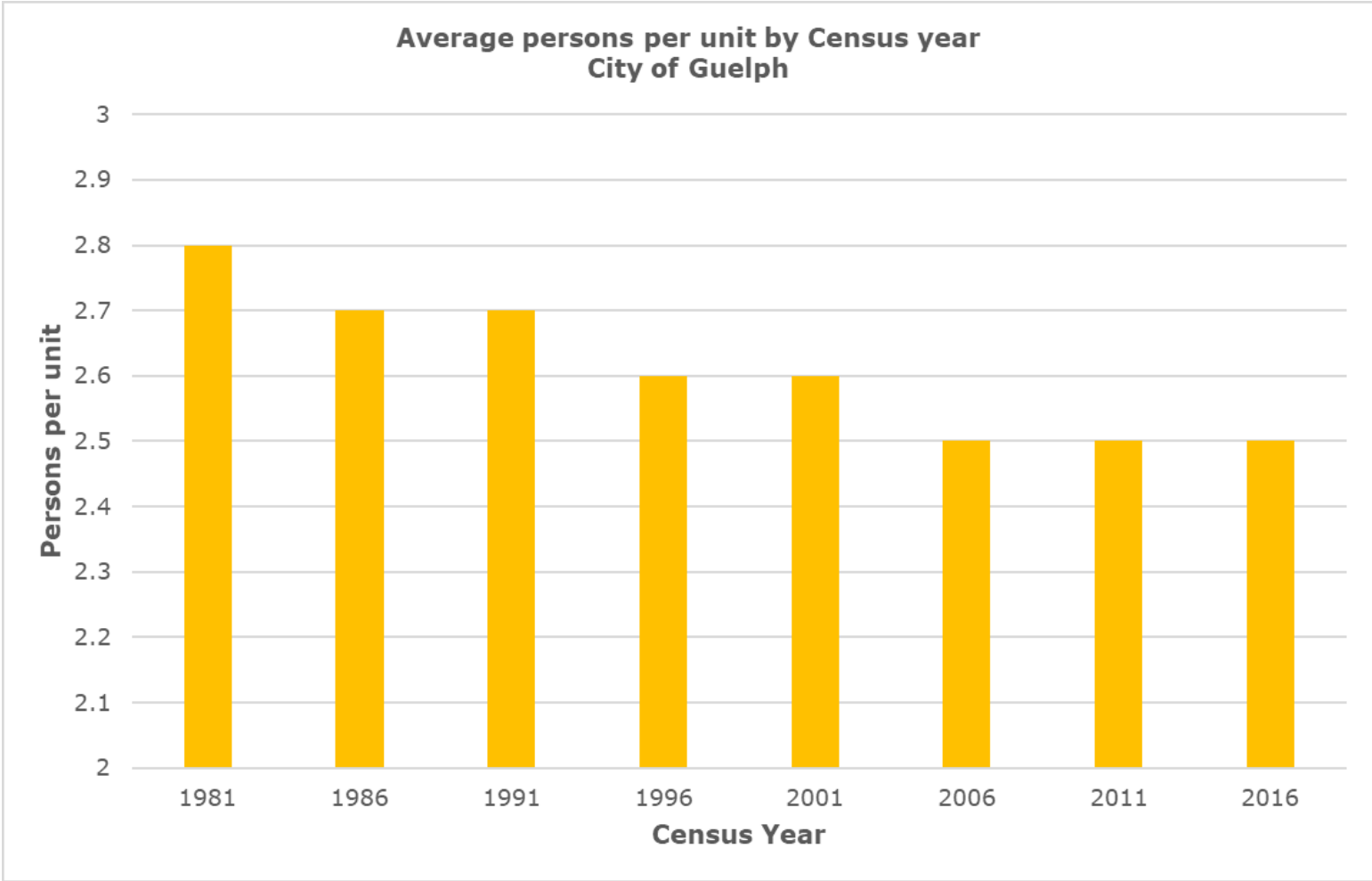
Source: Single detached dwellings structure type for private housing dissemination area, Statistics Canada

Guelph household size 1981 to 2016



Guelph average household size

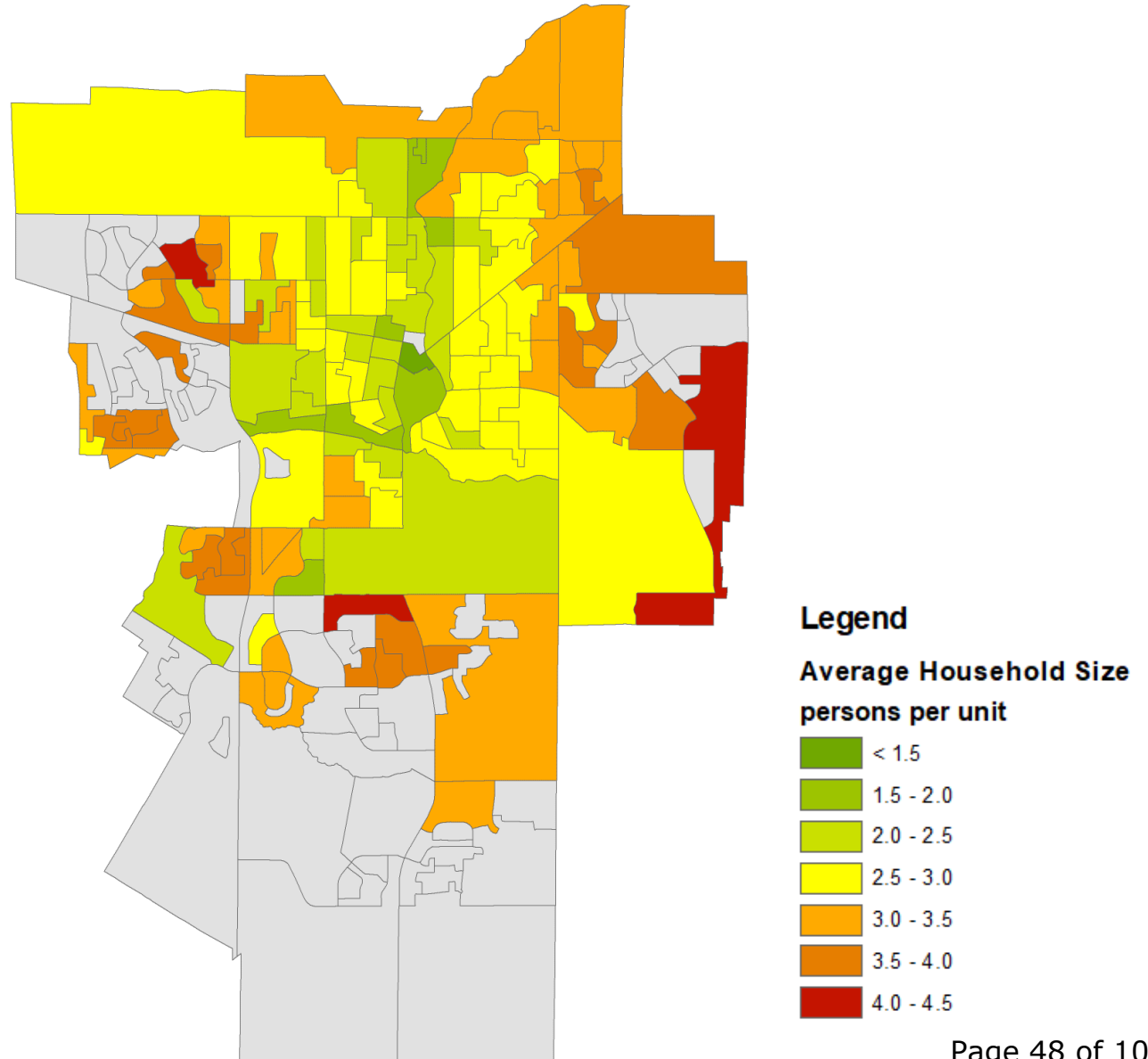
1981 to 2016



Source: Average household size for private households, City of Guelph
Statistics Canada

Average household size

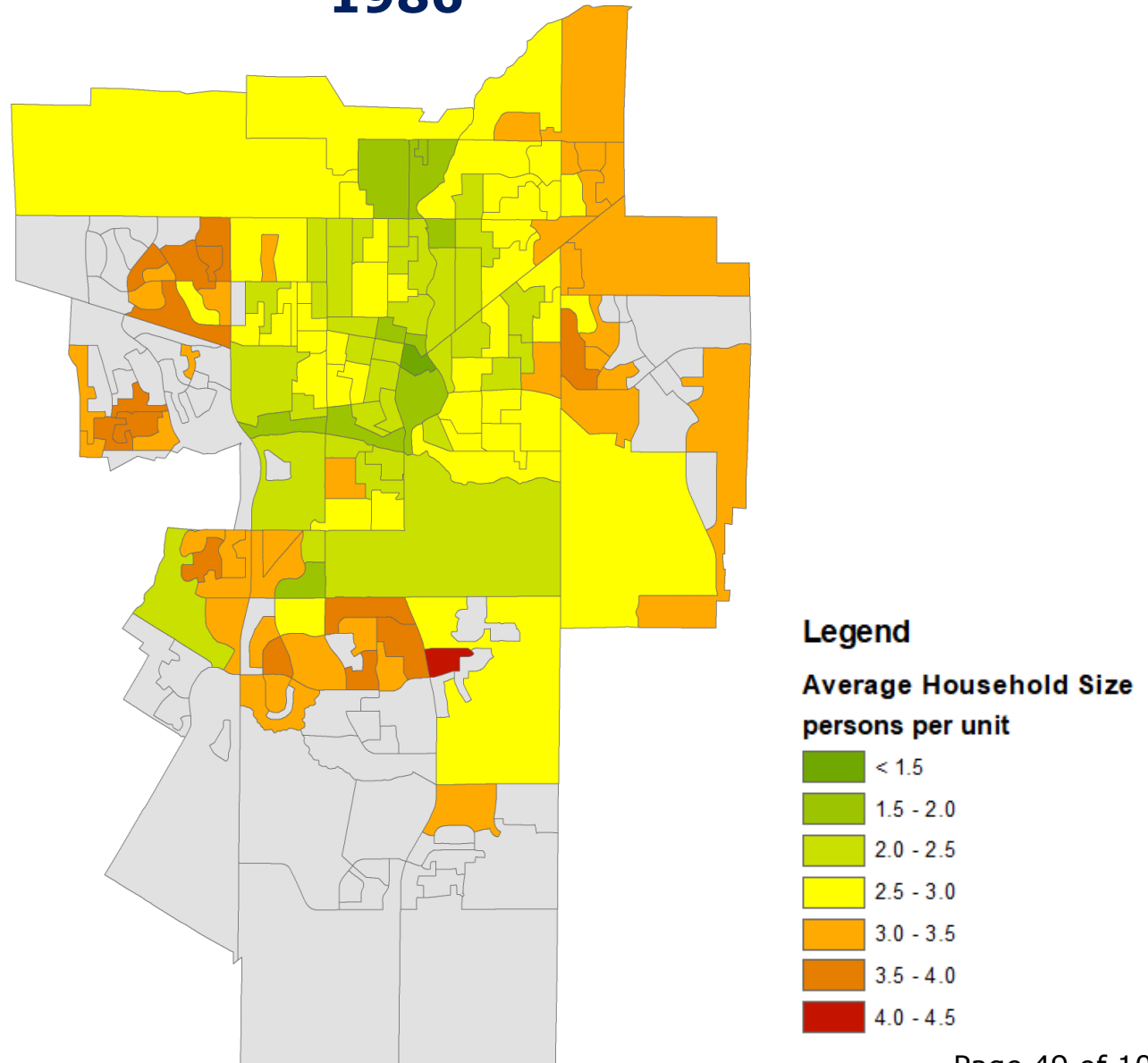
1981



Source: Average household for private households by d
Statistics Canada

Average household size

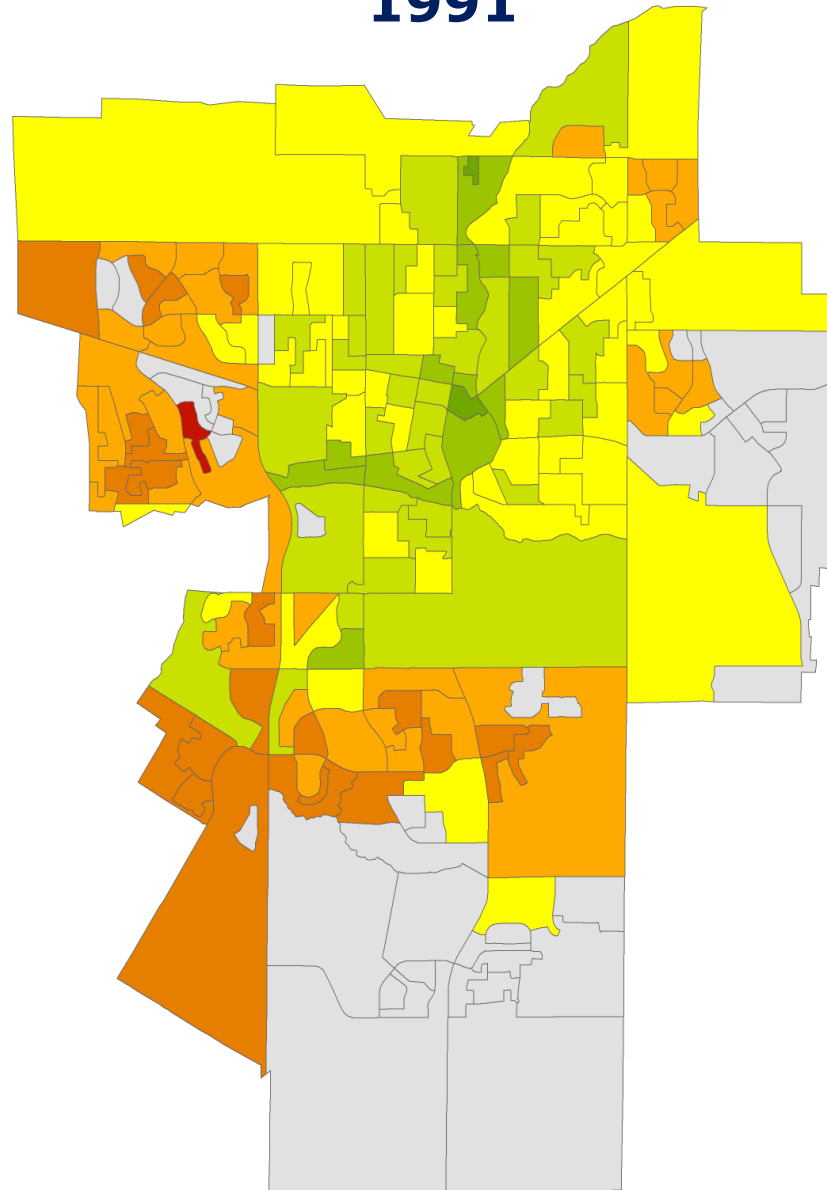
1986



Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

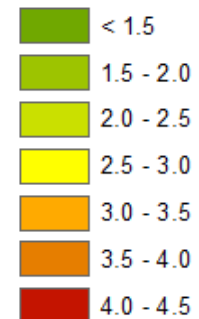
Average household size

1991



Legend

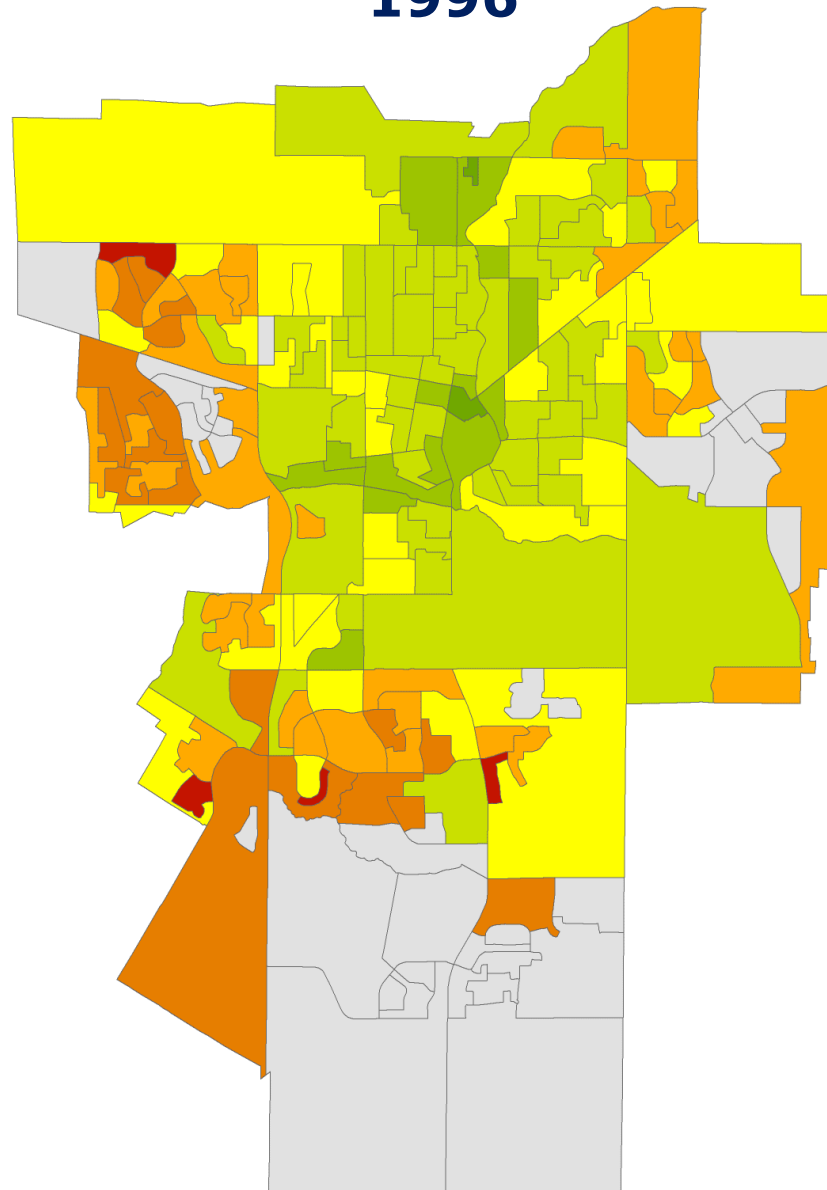
**Average Household Size
persons per unit**



Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

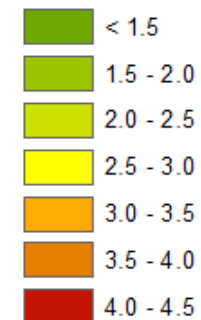
Average household size

1996



Legend

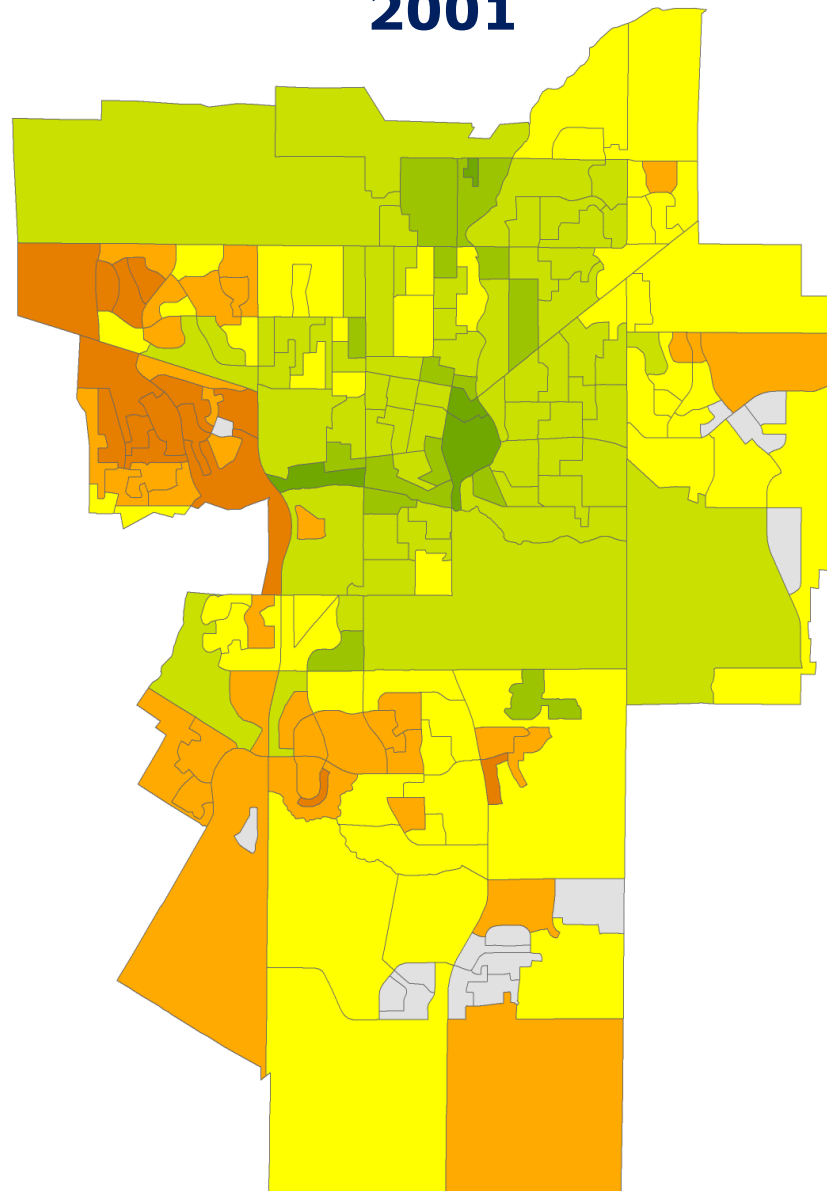
**Average Household Size
persons per unit**



Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

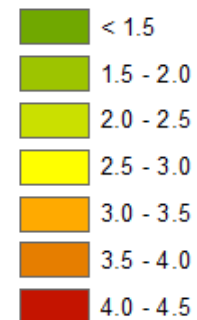
Average household size

2001



Legend

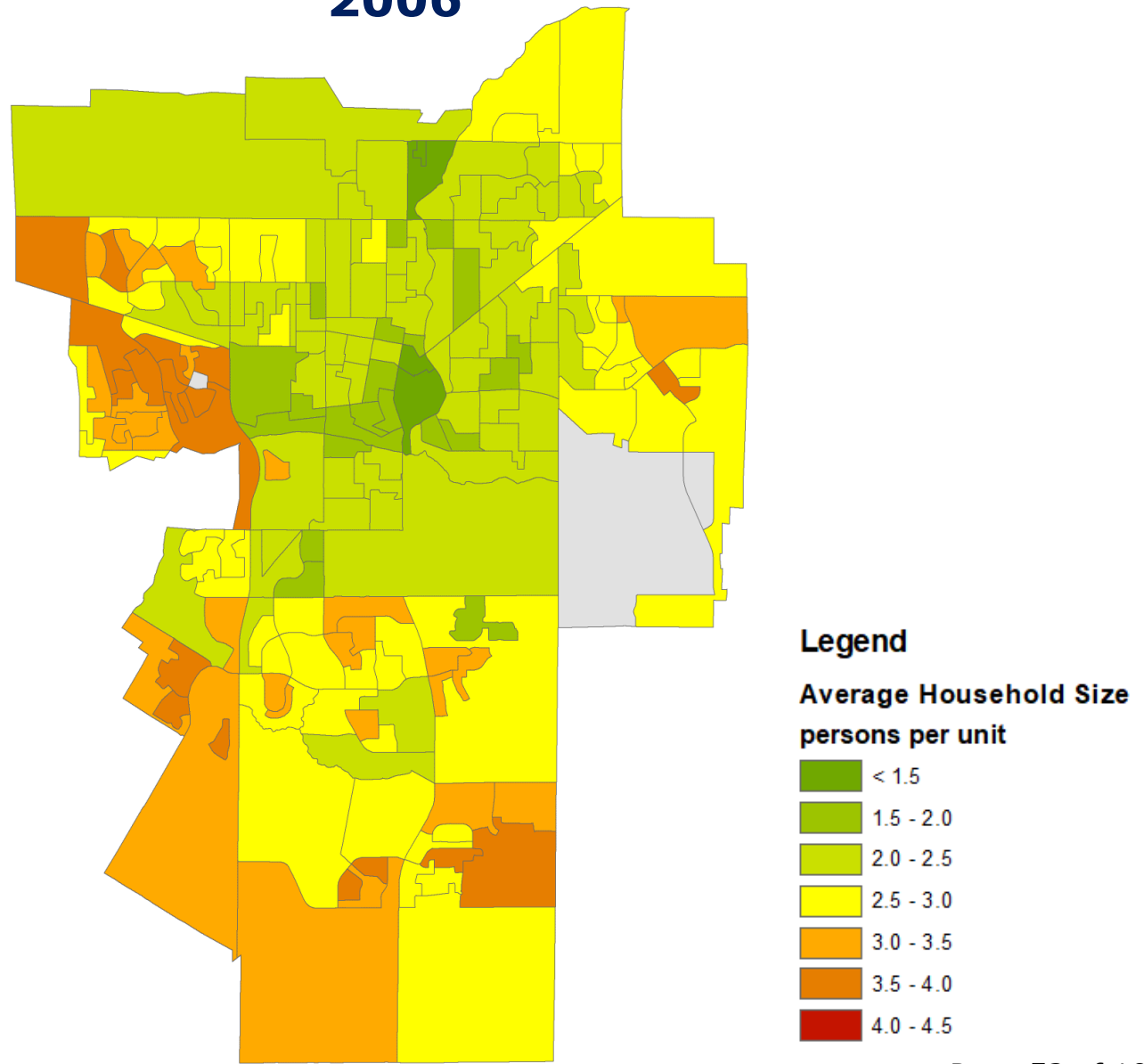
**Average Household Size
persons per unit**



Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

Average household size

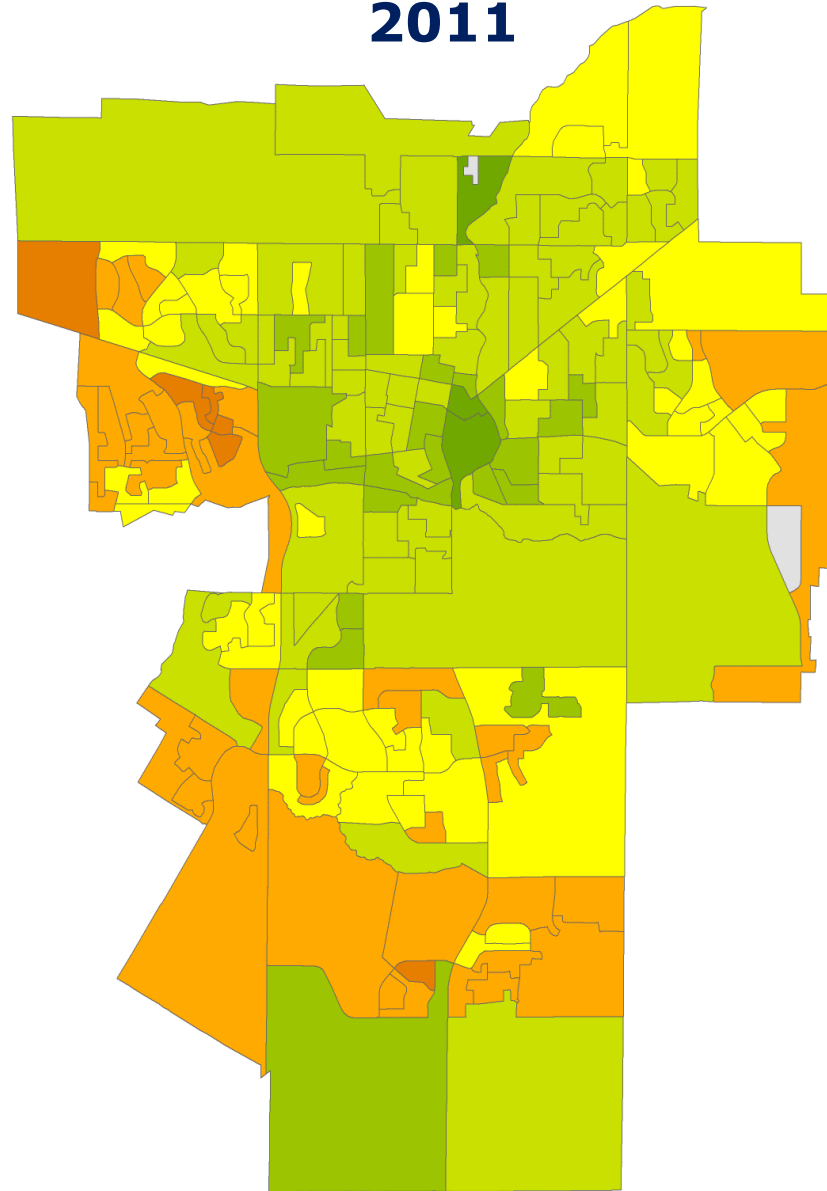
2006



Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

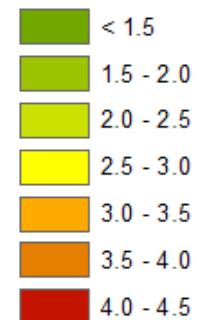
Average household size

2011



Legend

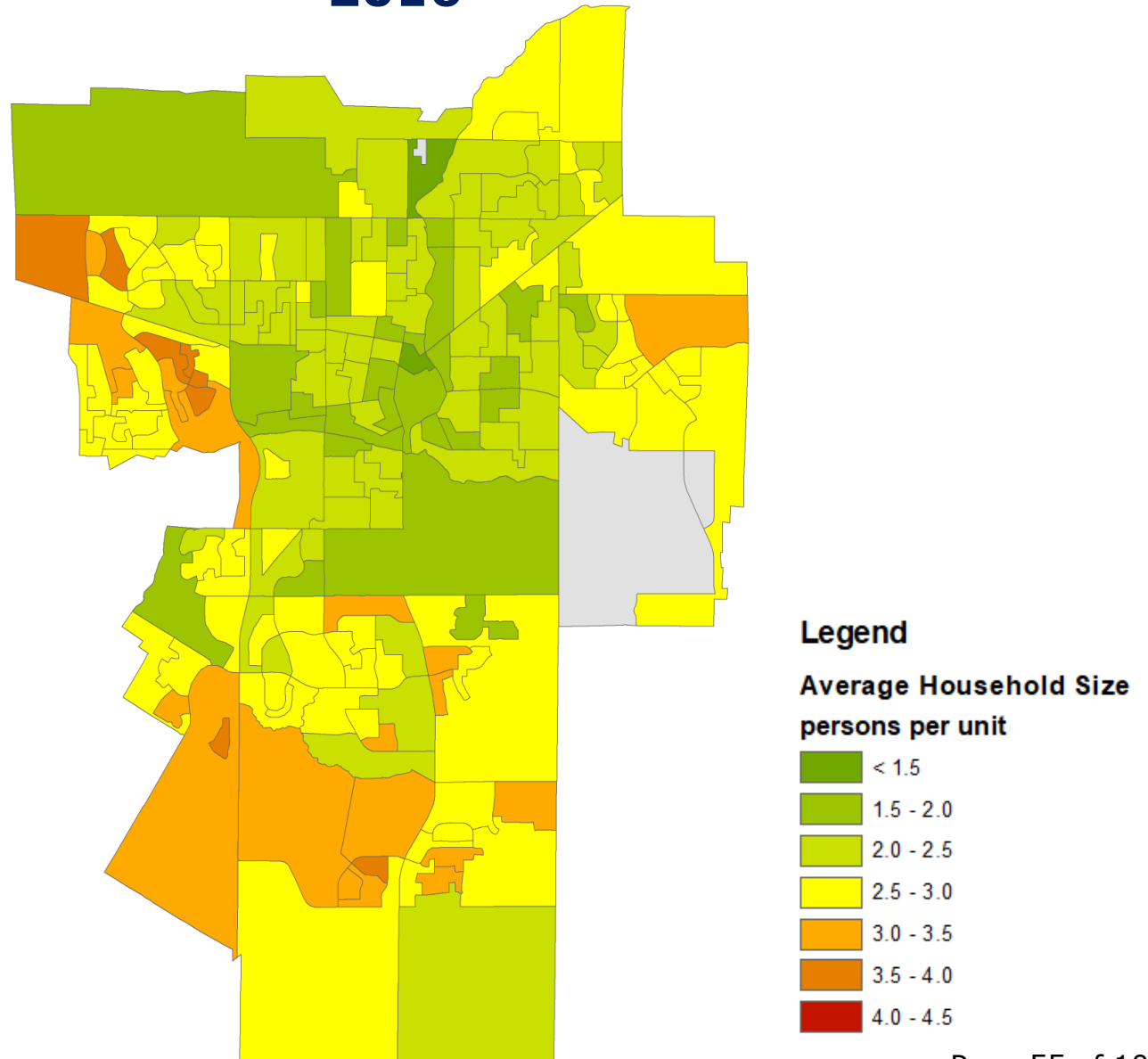
**Average Household Size
persons per unit**



Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

Average household size

2016



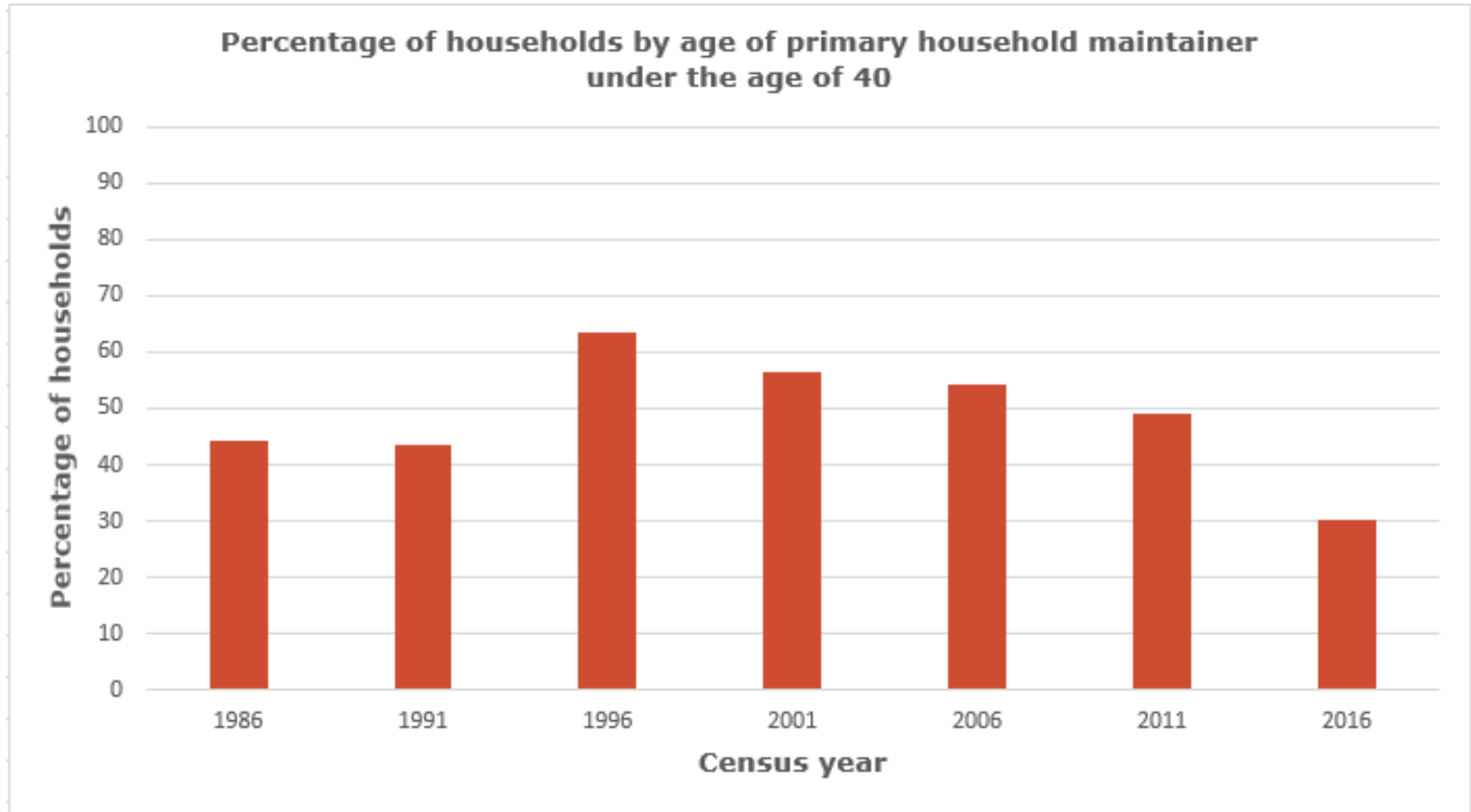
Source: Single detached dwell
structure type for private hou:
dissemination area,
Statistics Canada

Guelph primary maintainer of households by age 1986 to 2016



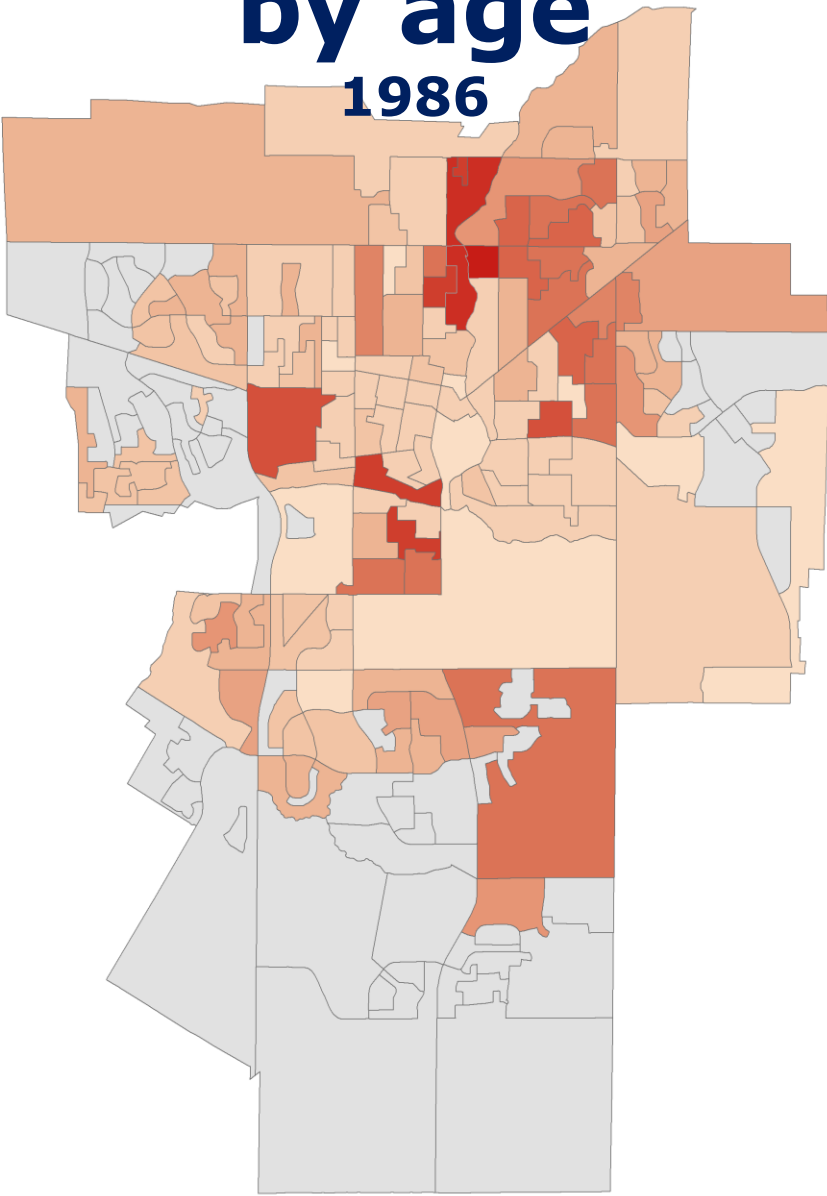
% of Guelph households with primary household maintainer 40 years of age or under

1986 to 2016



Source: Age of primary household maintainer for private households, City of Guelph, Statistics Canada

Primary maintainer of households by age



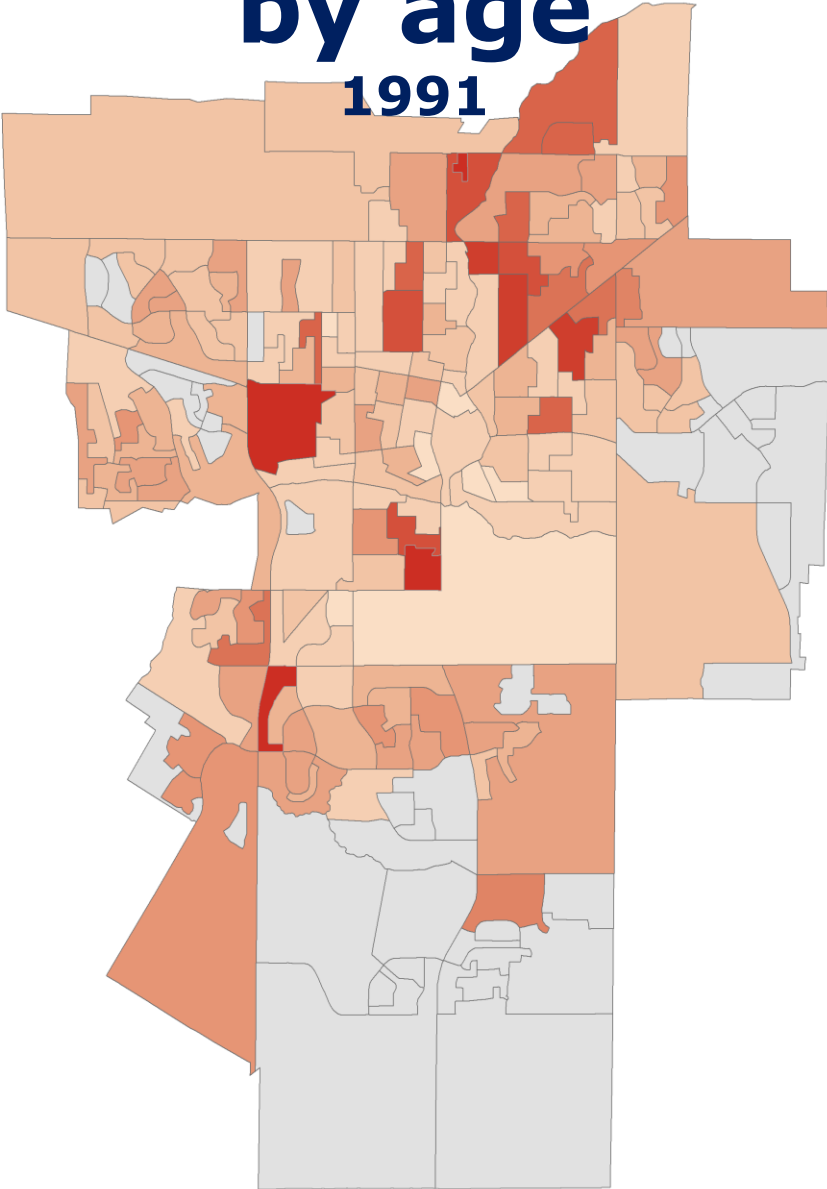
Legend

Largest Cohort

- No Data
- 20 to 24 years
- 25 to 29 years
- 30 to 34 years
- 35 to 39 years
- 40 to 44 years
- 45 to 49 years
- 50 to 54 years
- 55 to 59 years
- 60 to 64 years
- 65 to 69 years
- 70 to 74 years
- 75 to 79 years
- 85 years and over

Source: Age of primary hou
for private households by di
Statistics Canada

Primary maintainer of households by age



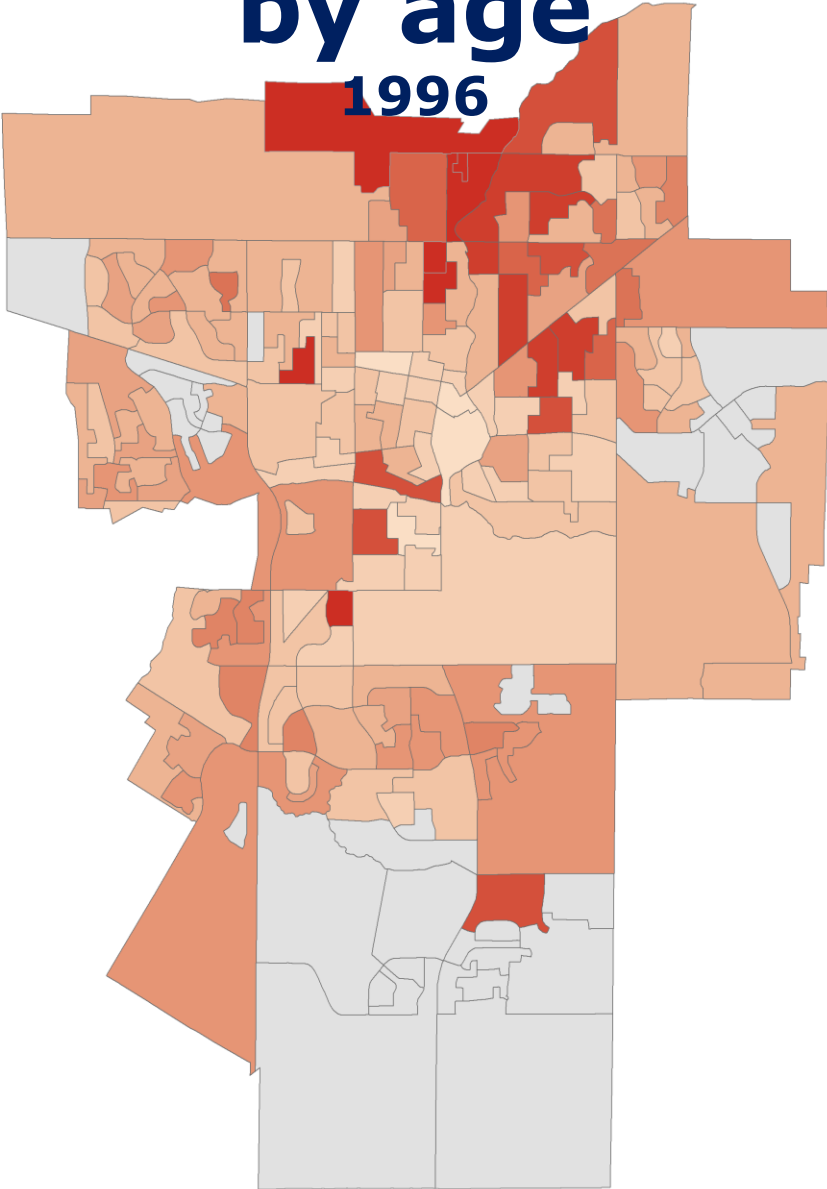
Legend

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- 65 to 69 years
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- 85 years and over

Source: Age of primary hou
for private households by di
Statistics Canada

Primary maintainer of households by age



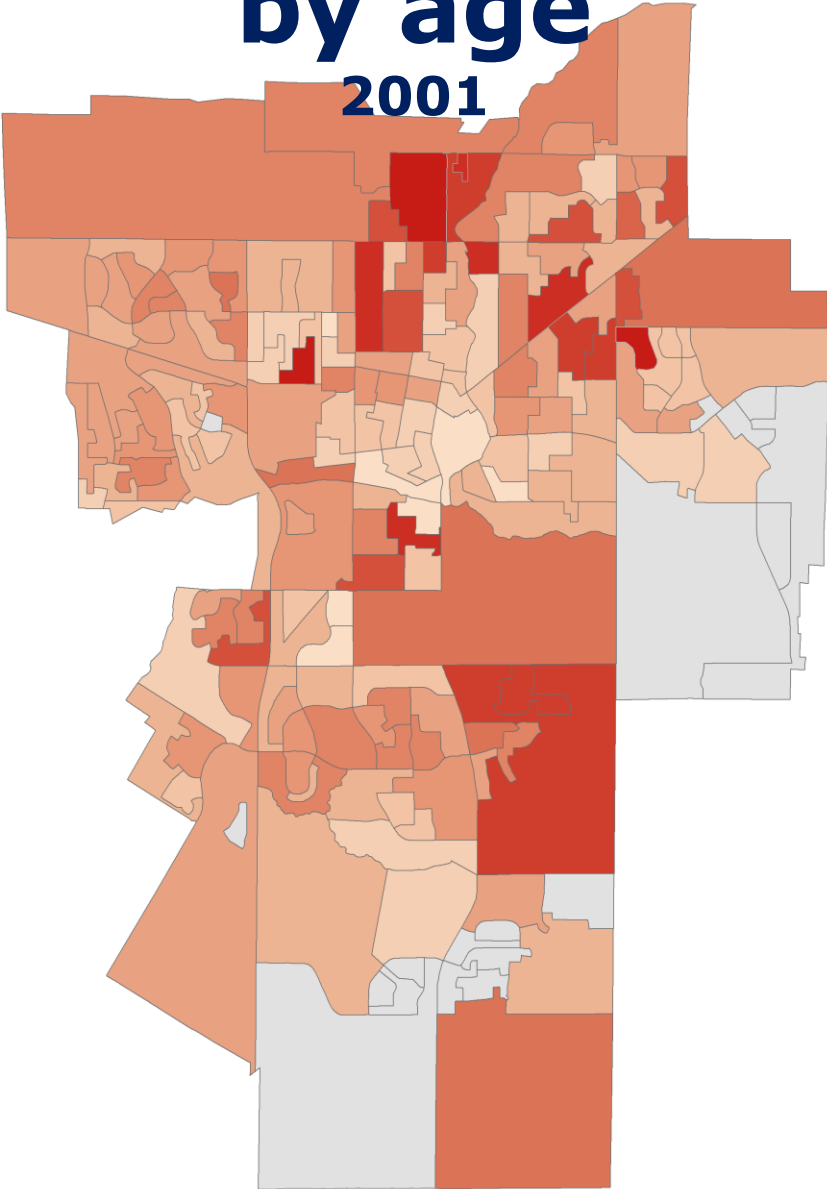
Legend

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Source: Age of primary hou
for private households by di
Statistics Canada

Primary maintainer of households by age



Legend

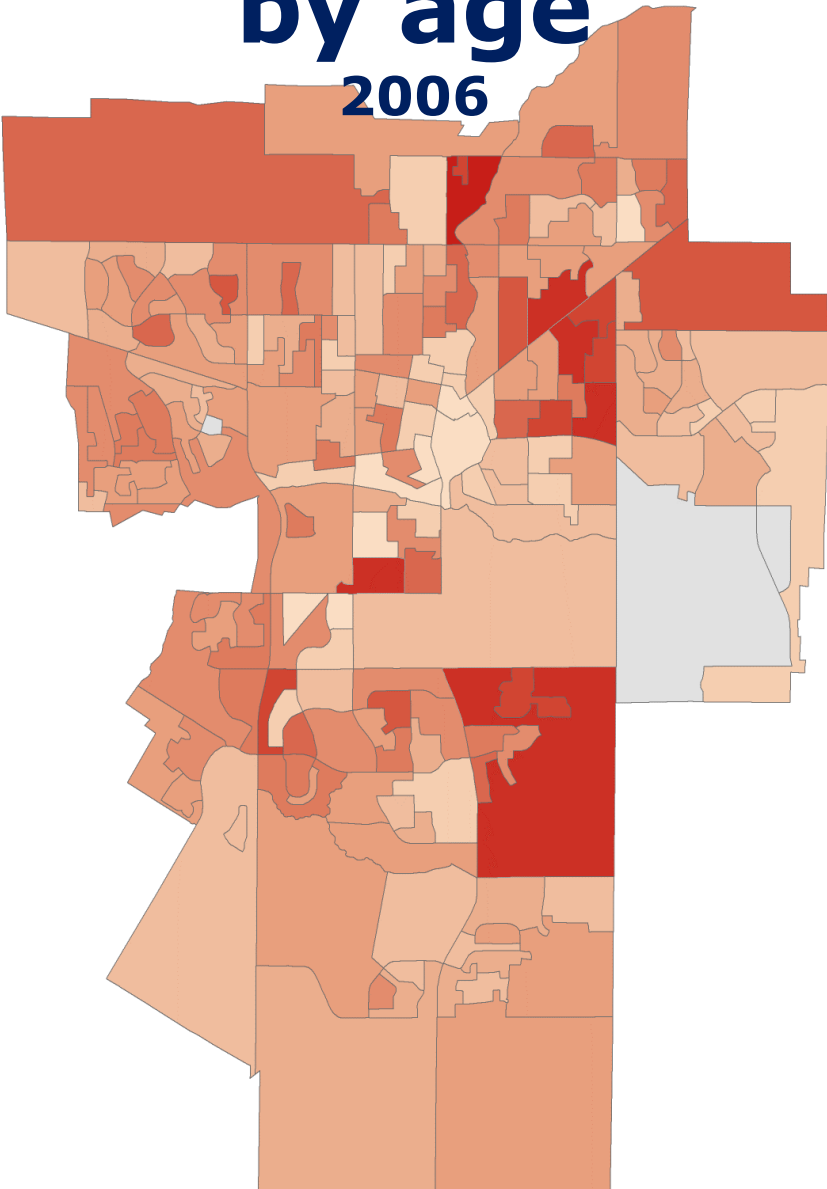
Largest Cohort

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- 70 to 74 years
- 75 to 79 years
- 85 years and over

Source: Age of primary hou
for private households by di
Statistics Canada

Primary maintainer of households by age

2006



Legend

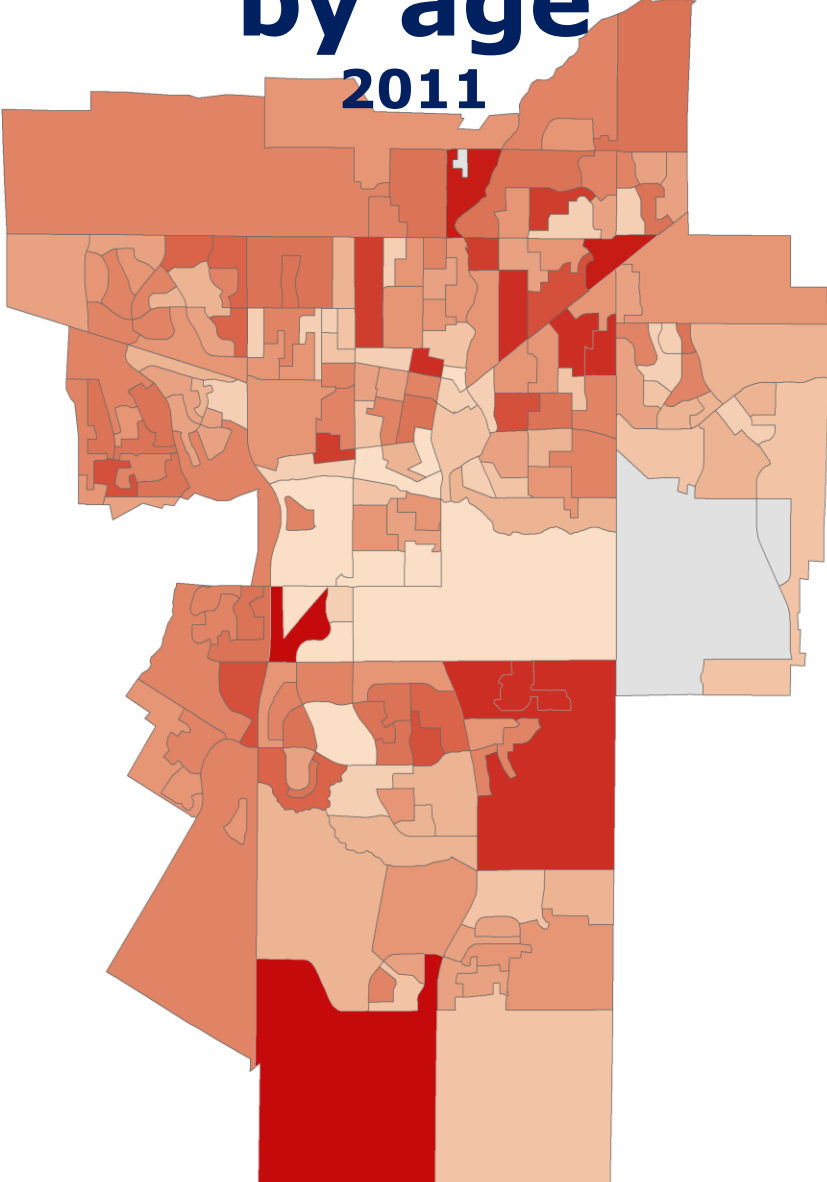
Largest Cohort

- No Data
- 20 to 24 years
- 25 to 29 years
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- 40 to 44 years
- 45 to 49 years
- 50 to 54 years
- 55 to 59 years
- 60 to 64 years
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- 75 to 79 years
- 85 years and over

Source: Age of primary hou
for private households by di
Statistics Canada

Primary maintainer of households by age

2011



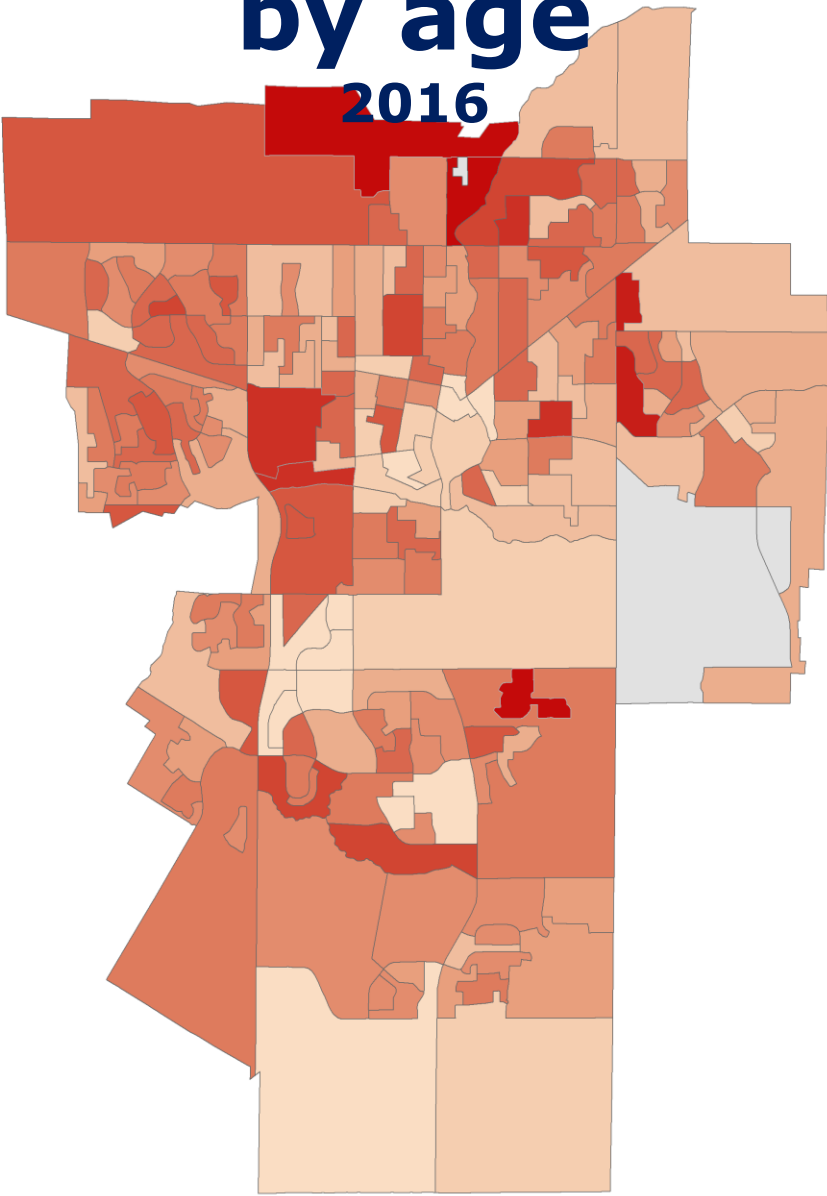
Legend

Largest Cohort

- No Data
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Source: Age of primary hou
for private households by di
Statistics Canada

Primary maintainer of households by age



Legend

Largest Cohort

- No Data
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- 25 to 29 years
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- 50 to 54 years
- 55 to 59 years
- 60 to 64 years
- 65 to 69 years
- 70 to 74 years
- 75 to 79 years
- 85 years and over

Source: Age of primary hou
for private households by di
Statistics Canada

Workshop discussion

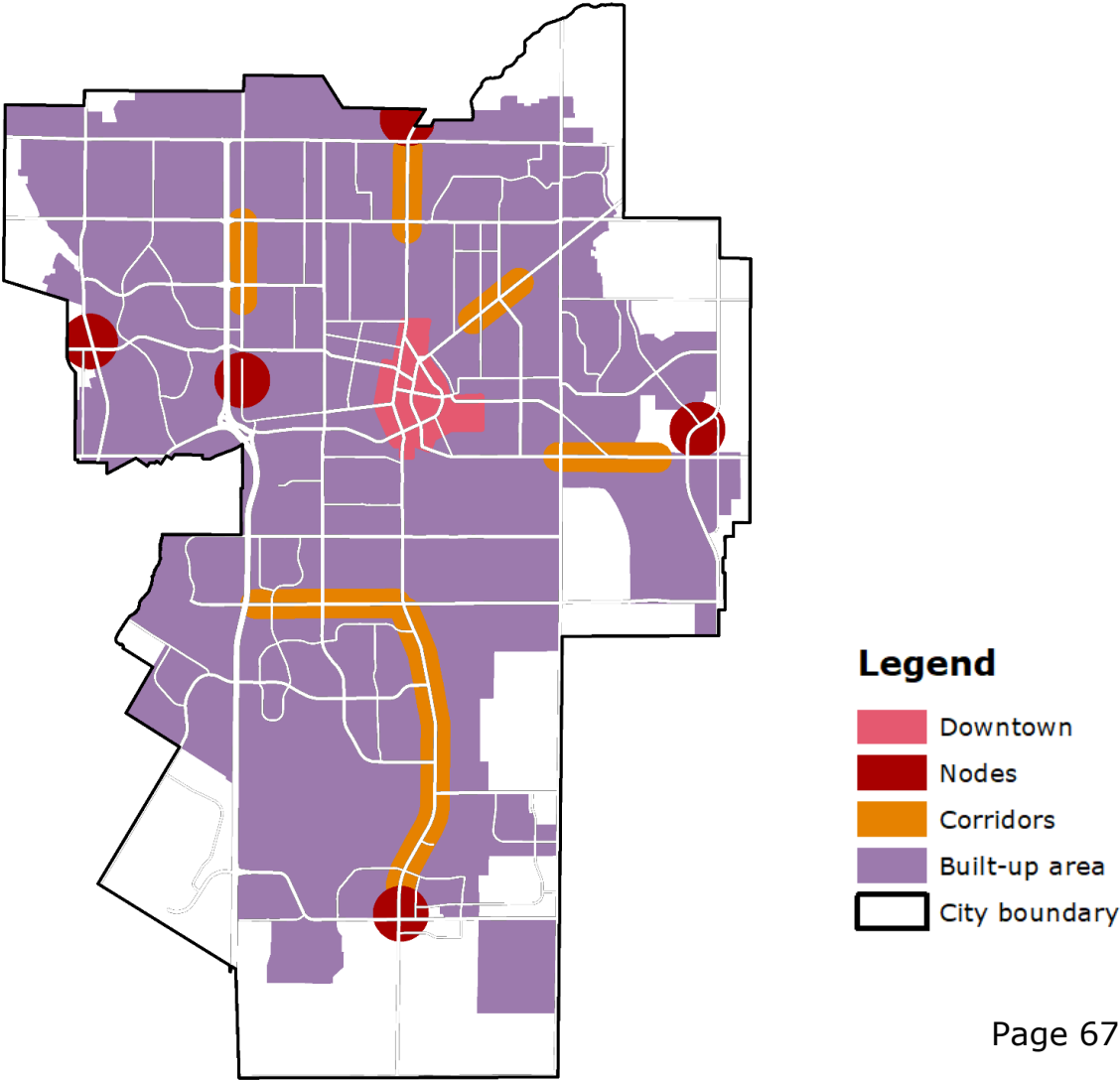


Topic 1

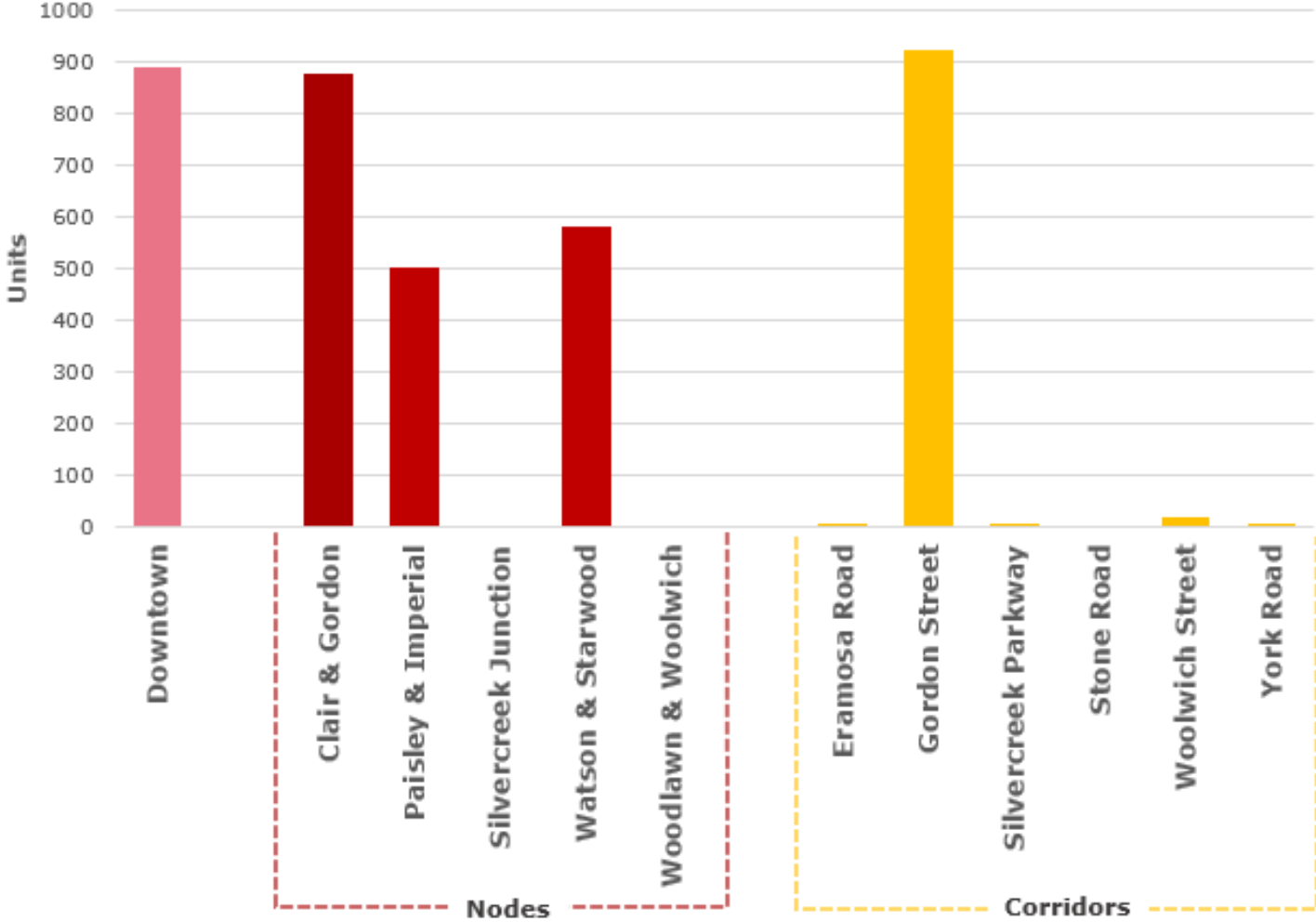
Where housing should be directed in the BUA



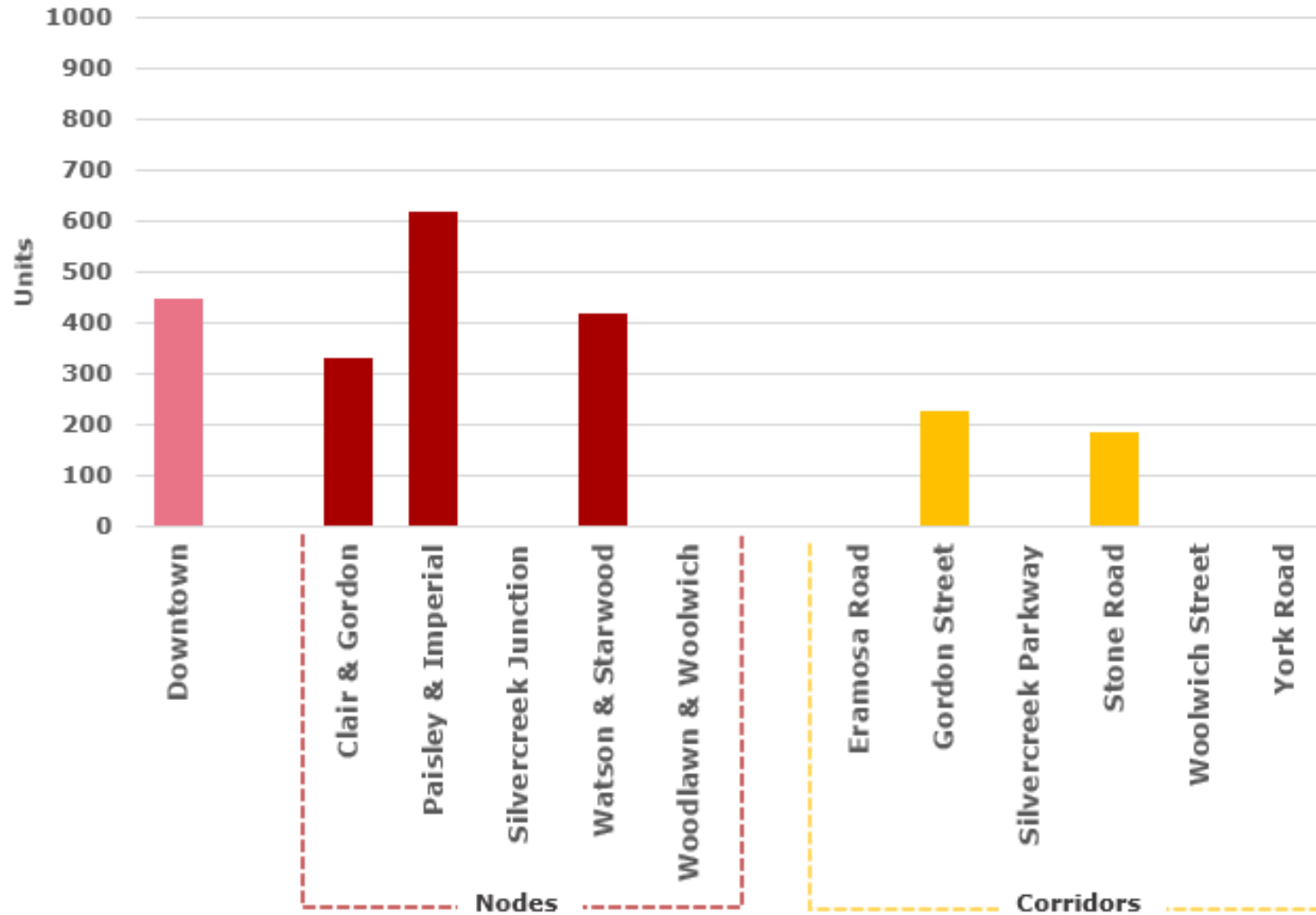
Residential development in nodes, corridors and downtown



New residential units created 2006 - 2019

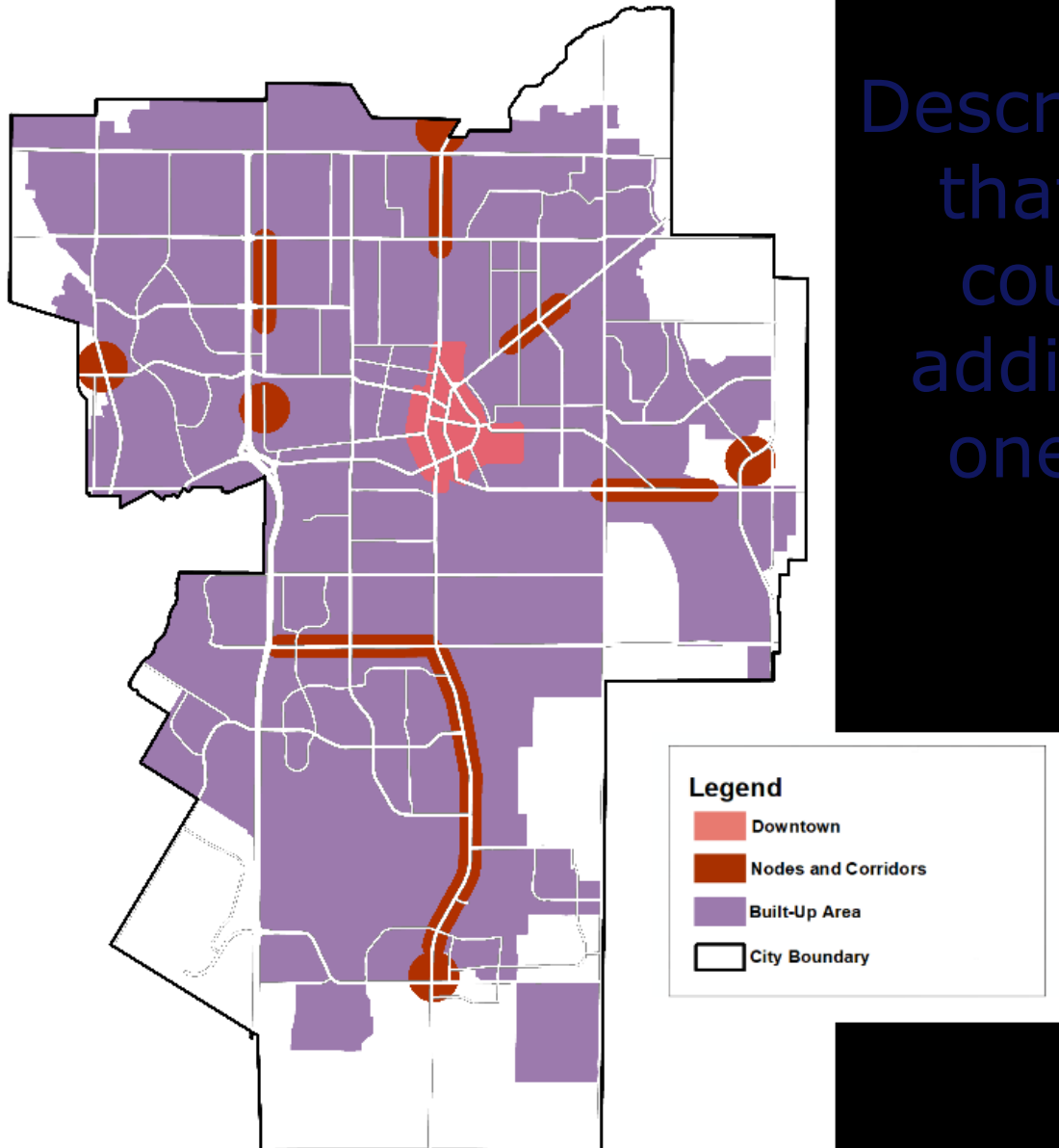


Approved future housing supply



Topic 1 - we asked the community

Describe areas of the city that, in your opinion, could accommodate additional housing and ones that should not



Topic 1 - what the community said



**An overview on
the feedback on
where housing
should be located
will be provided
at the workshop**



Topic 1 facilitated discussion

LURA Consulting to lead a facilitated discussion with Council on their reactions to the community input.

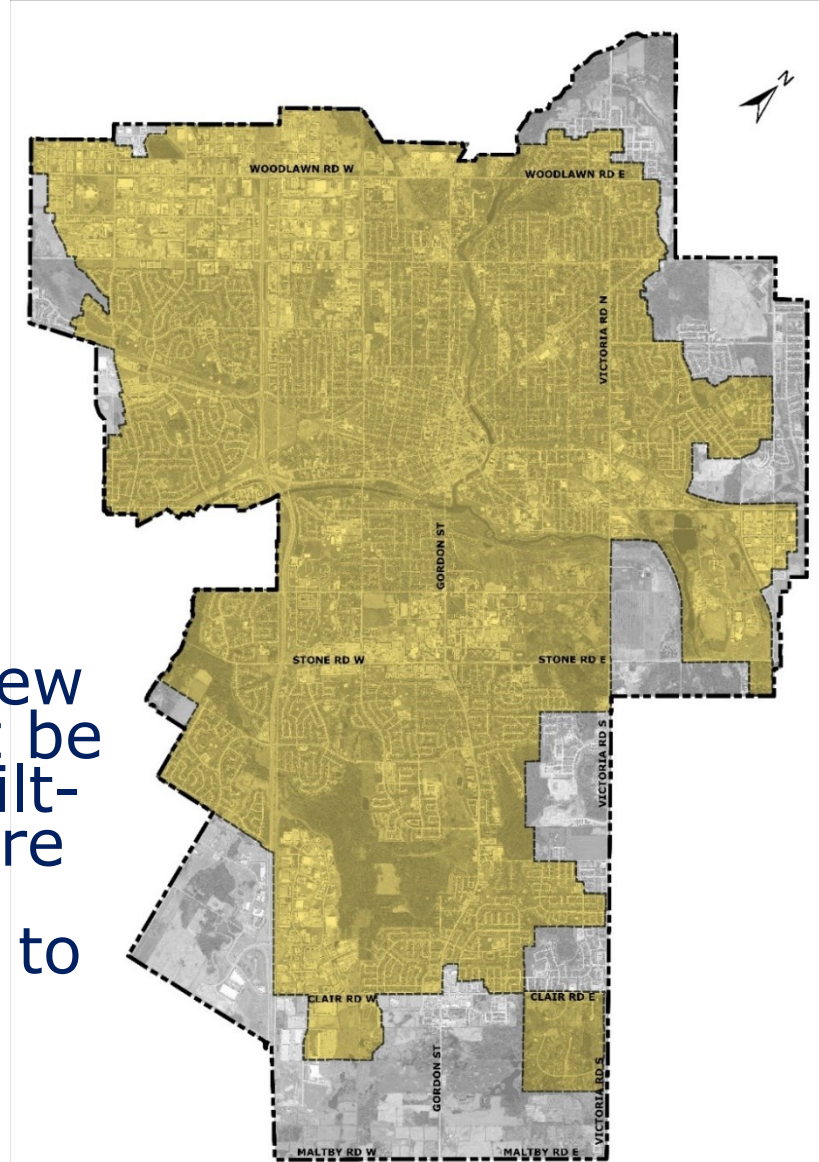


Topic 2

How much housing in different areas of the BUA



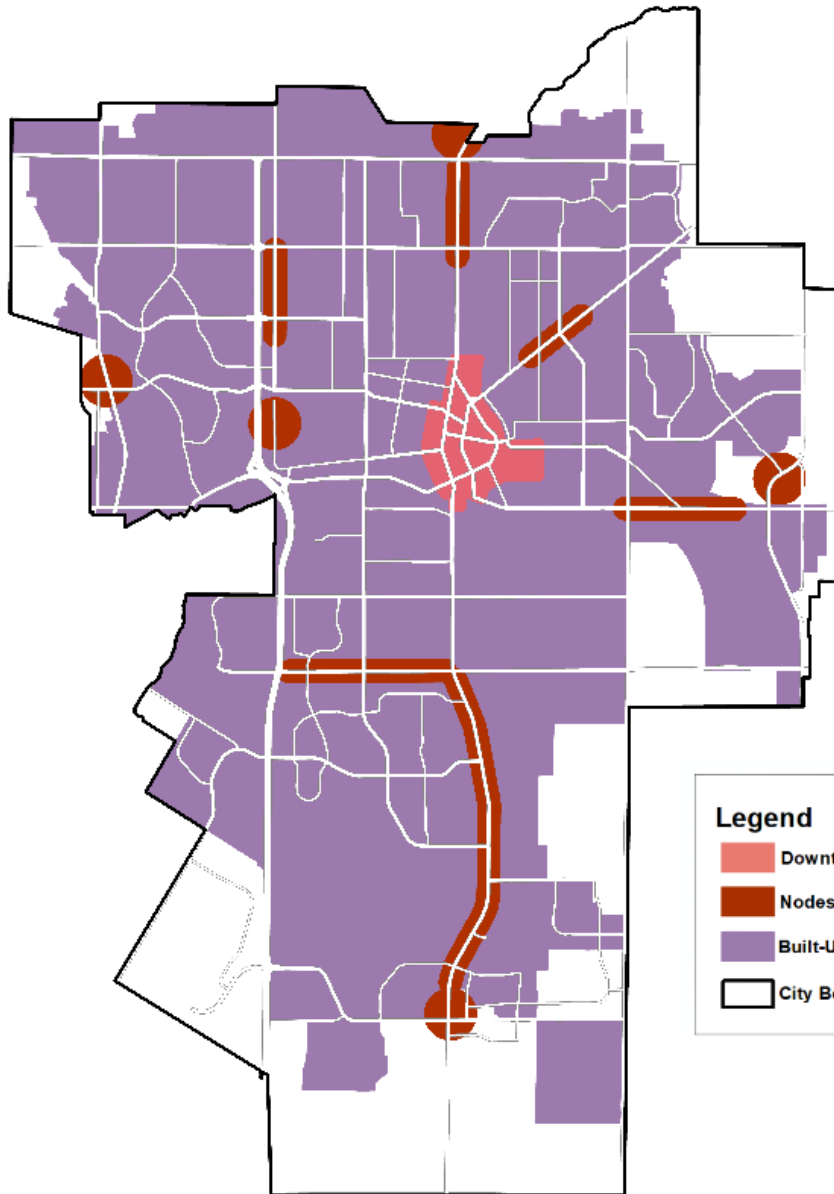
Built-up area housing distribution



50% of our new housing must be within our built-up area. Where we put that housing is up to us.



Topic 2 - we asked the community



Legend

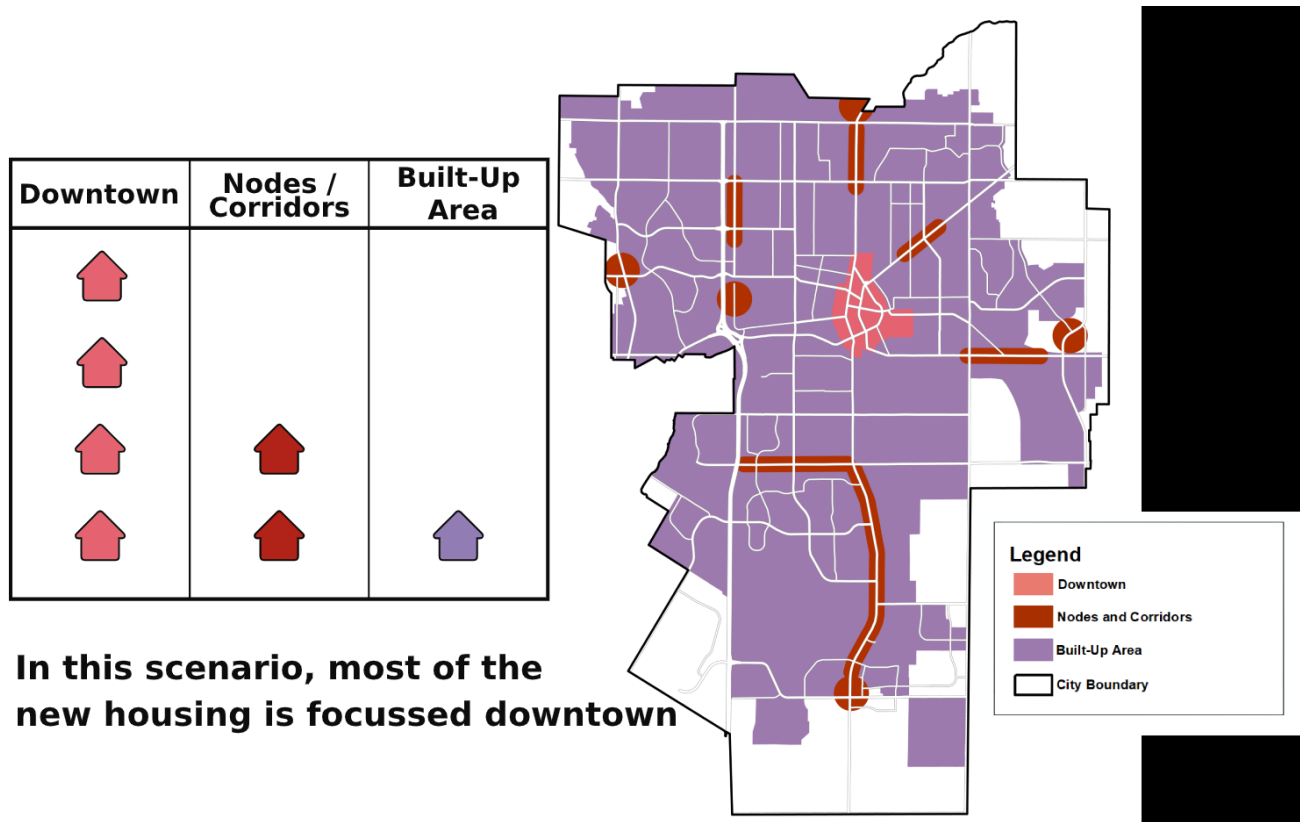
- Downtown
- Nodes and Corridors
- Built-Up Area
- City Boundary

How they thought housing should be distributed throughout the built-up area.

3 options were provided



Option 1 – more downtown

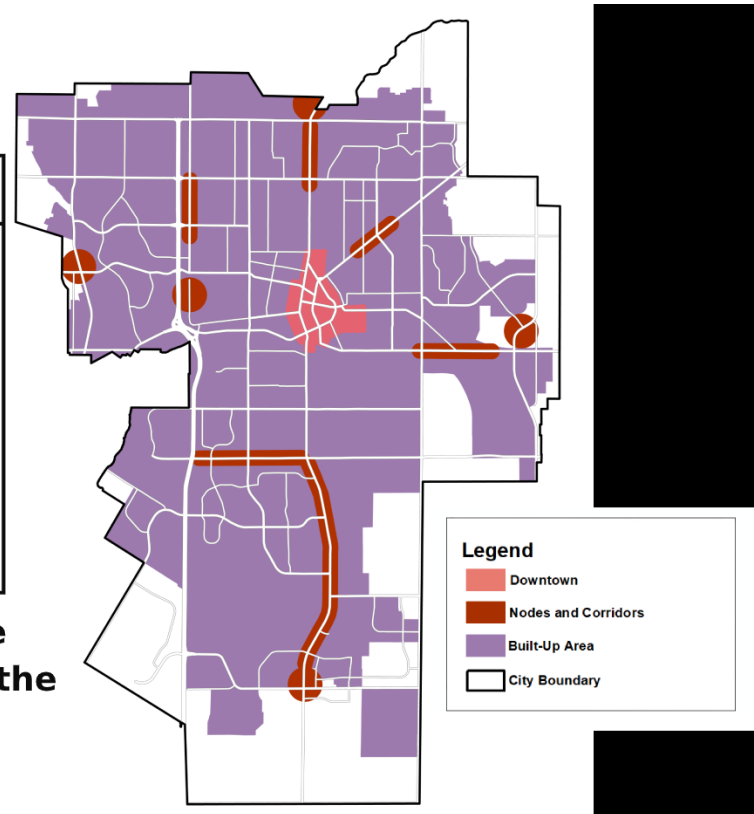


- Building heights/densities would increase on some mid-rise buildings
- Some housing still needed in nodes and corridors
- Some housing throughout the built-up area

Option 2 – more in nodes and corridors




Downtown	Nodes / Corridors	Built-Up Area
	↑	
	↑	
↑	↑	
↑	↑	↑

In this scenario, most of the new housing is focussed in the nodes and corridors

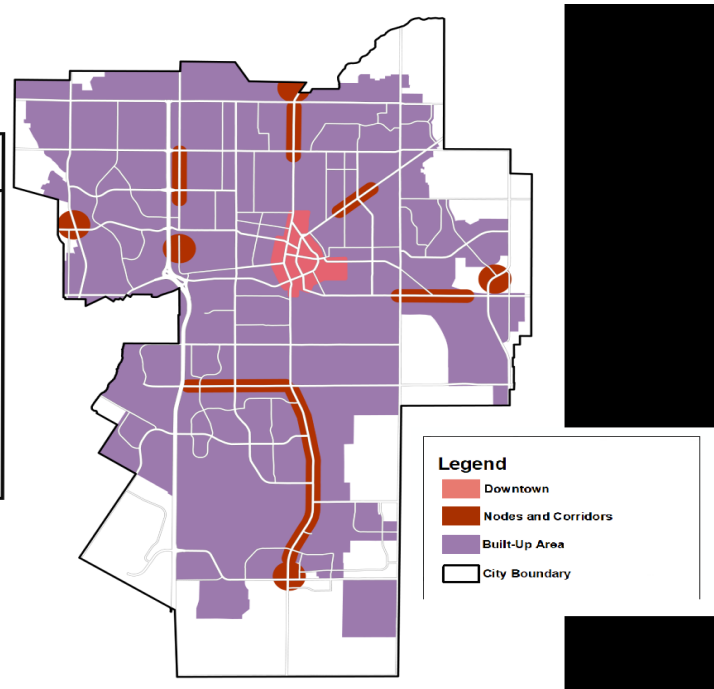


- Building heights/densities would increase on some mid-rise buildings
- Some housing downtown but not as much as option 1
- Some housing throughout the built-up area

Option 3 – more throughout the BUA

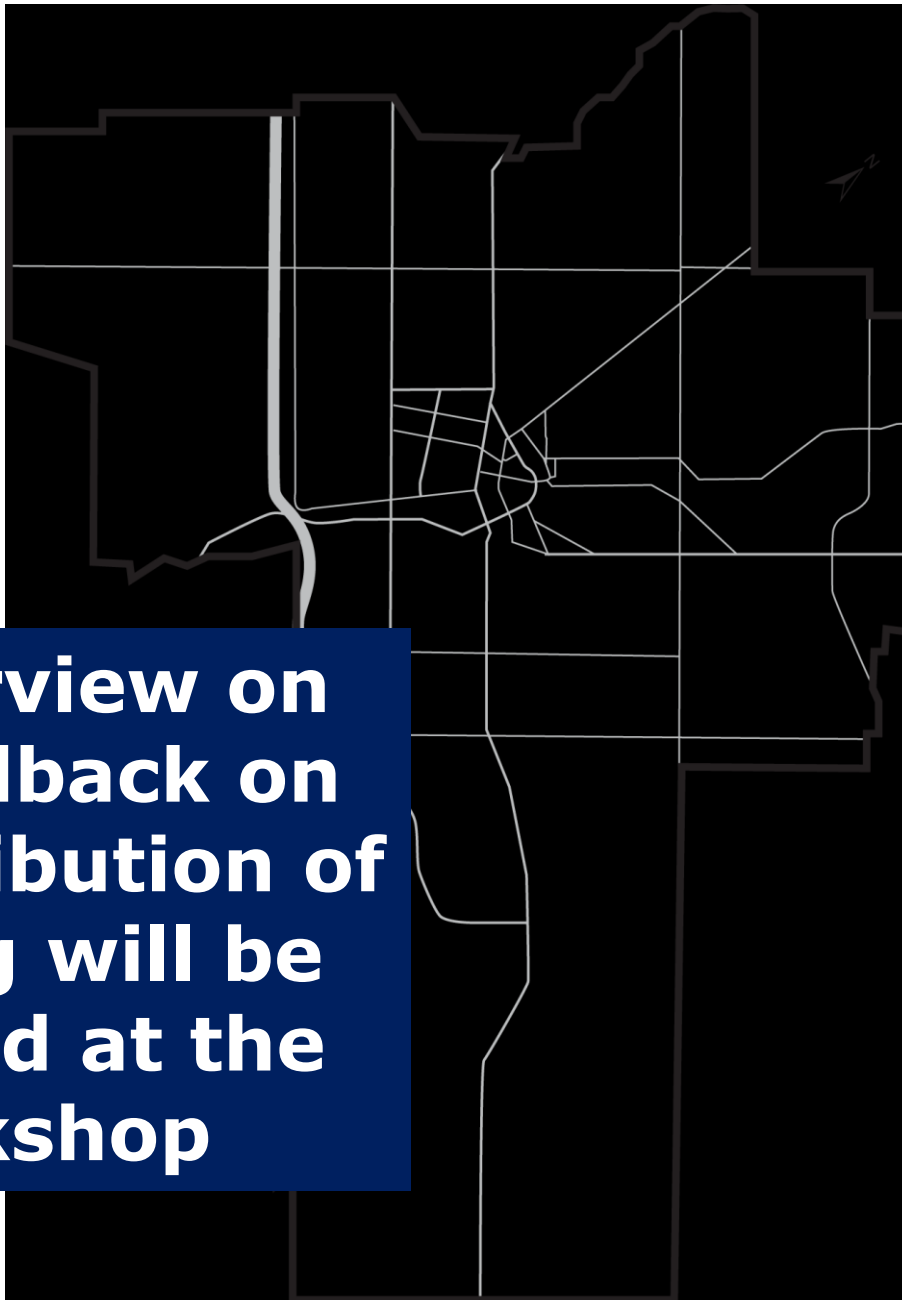
Downtown	Nodes / Corridors	Built-Up Area
		

In this scenario, most of the new housing is distributed throughout the built-up area



- More housing throughout the built-up area outside of nodes and corridors
- Housing mainly in the form of townhouses, low-rise apartments, or additional residential units
- Some housing added to downtown, nodes, and corridors

Topic 2 - what the community said



An overview on the feedback on the distribution of housing will be provided at the workshop



Topic 2 facilitated discussion

LURA Consulting to lead a facilitated discussion with Council on their reactions to the community input.



Topic 3

Maximum building heights in the BUA

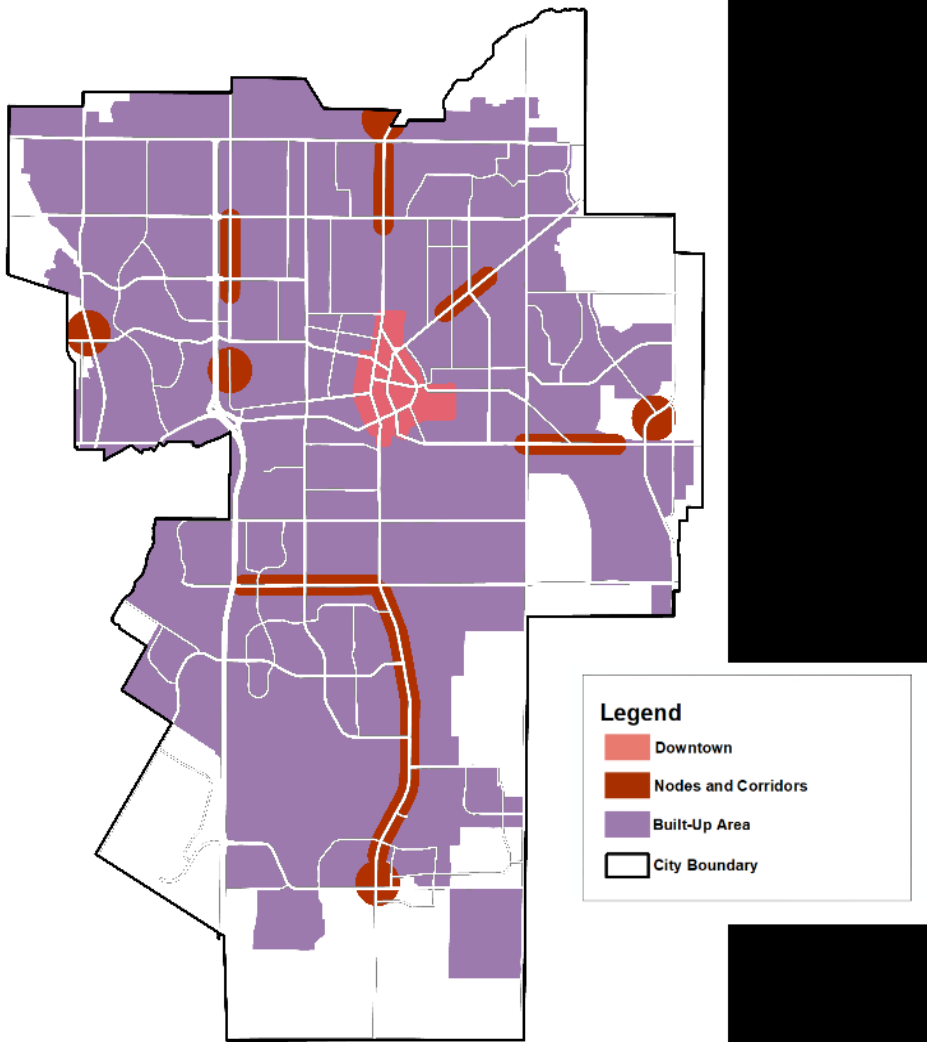


Maximum building heights in the BUA

- The Official Plan establishes minimum and maximum building heights for different land uses
- Can no longer increase heights and densities through Planning Act bonusing

There is a relationship between where we put new housing, how much goes in different locations, and the height and density of buildings needed for more housing units.

Topic 3 - we asked the community

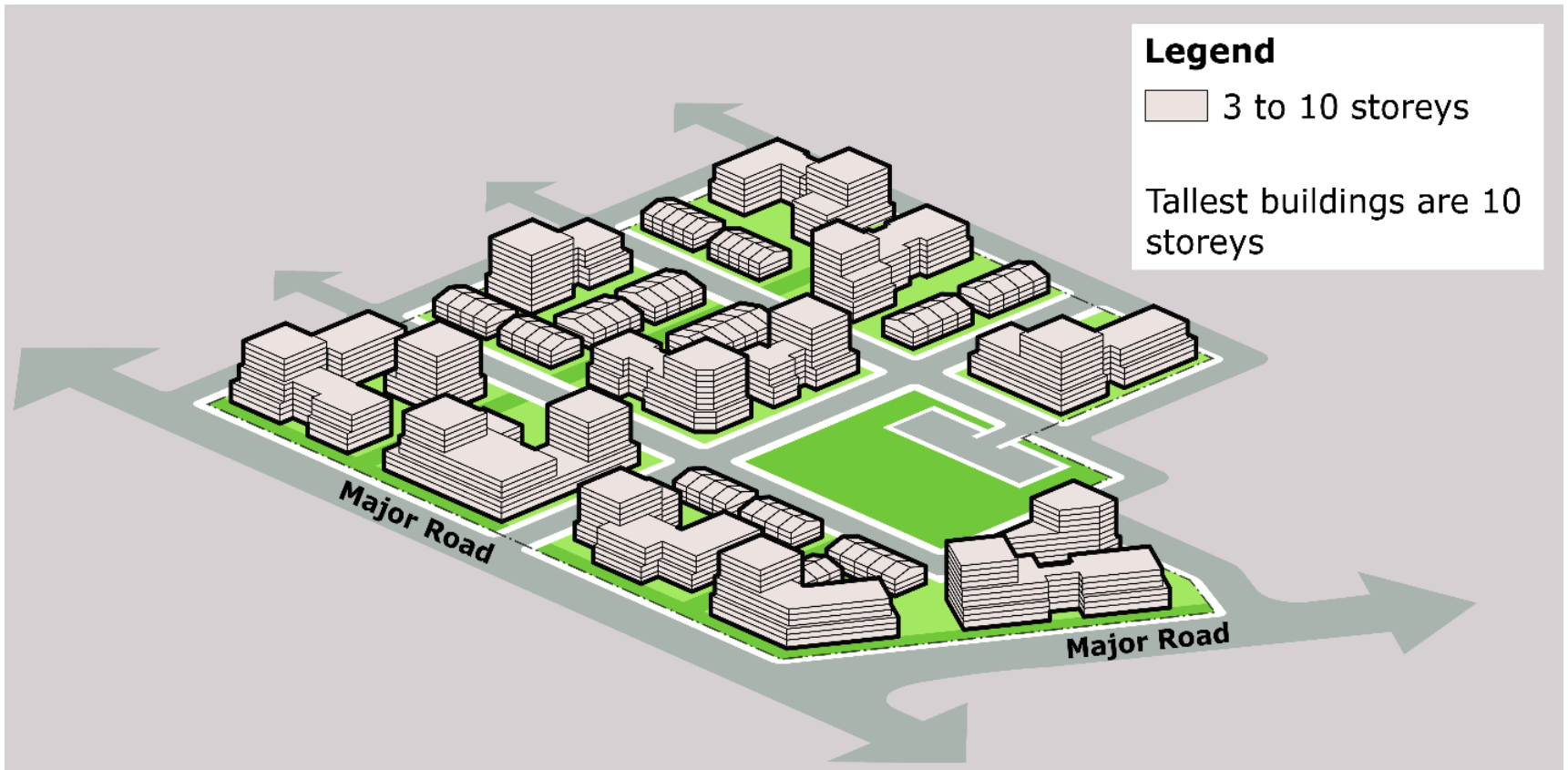


We showed the community 3 different maximum building height scenarios for nodes, corridors, downtown, and low density neighbourhoods and asked them to rank each scenario

Here were the scenarios presented



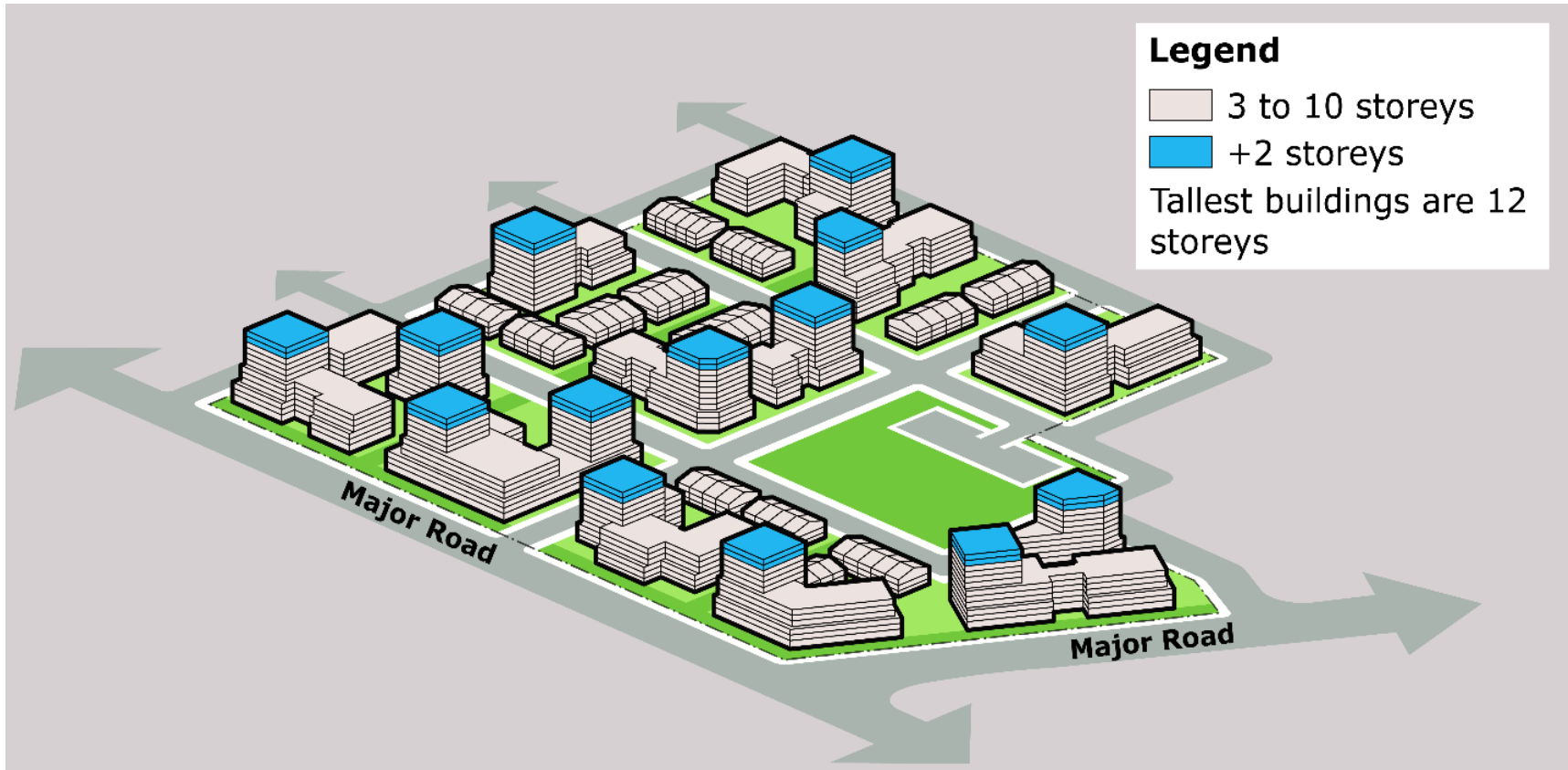
Nodes – existing planned building heights



Building heights up to 10 storeys are permitted

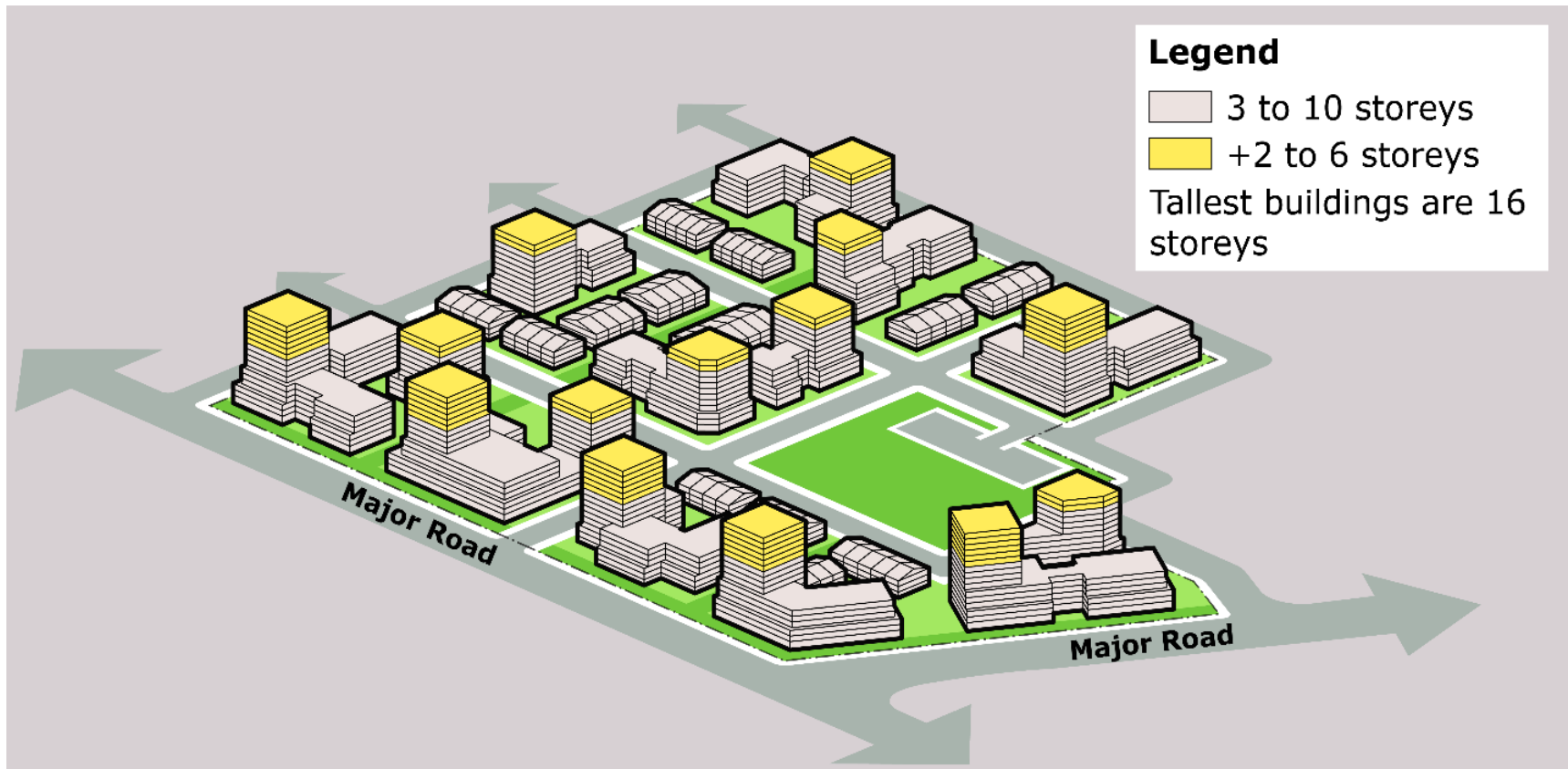


Nodes – taller building heights



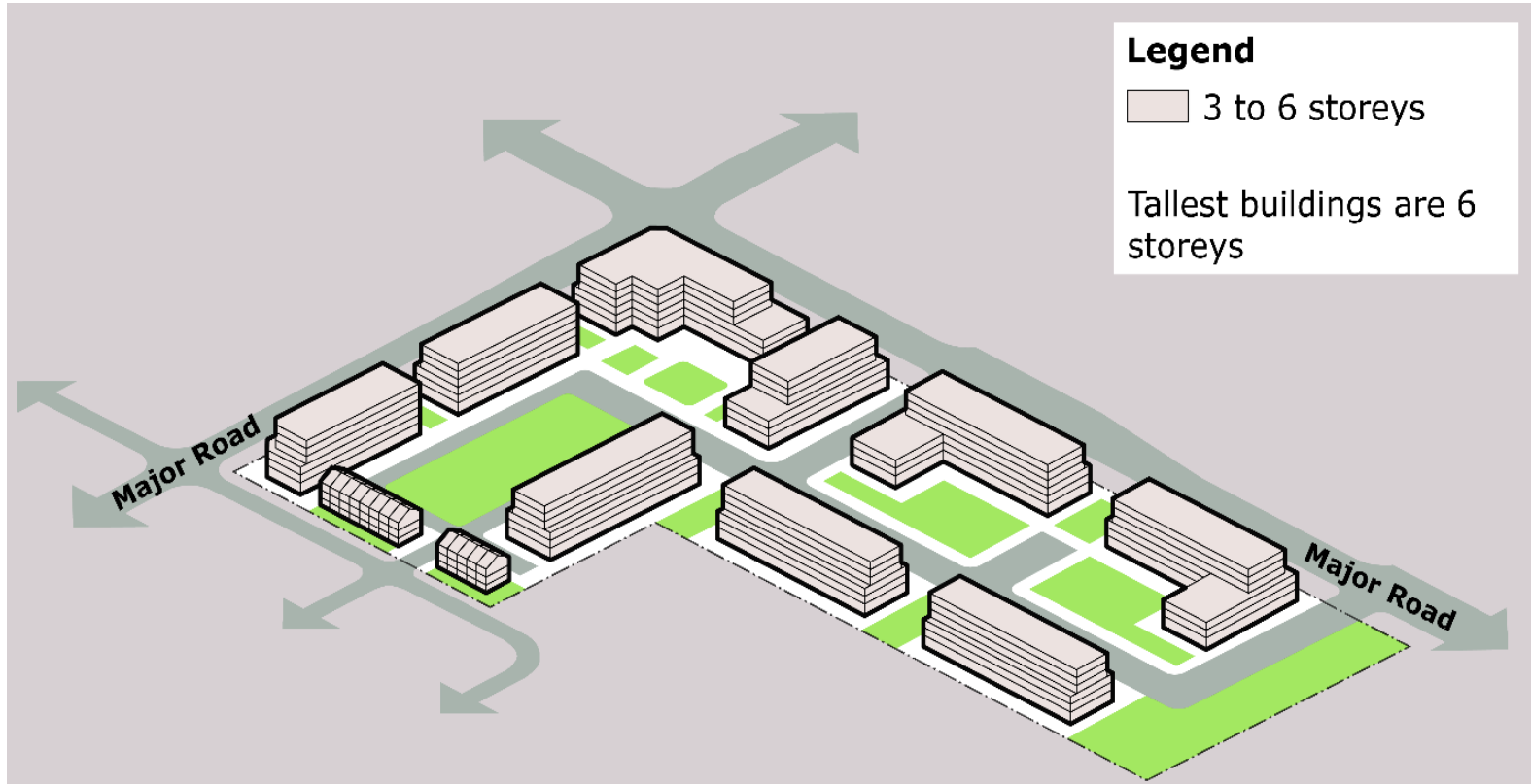
Building heights up to 12 storeys would be permitted

Nodes – tallest building heights



Building heights up to 16 storeys would be permitted

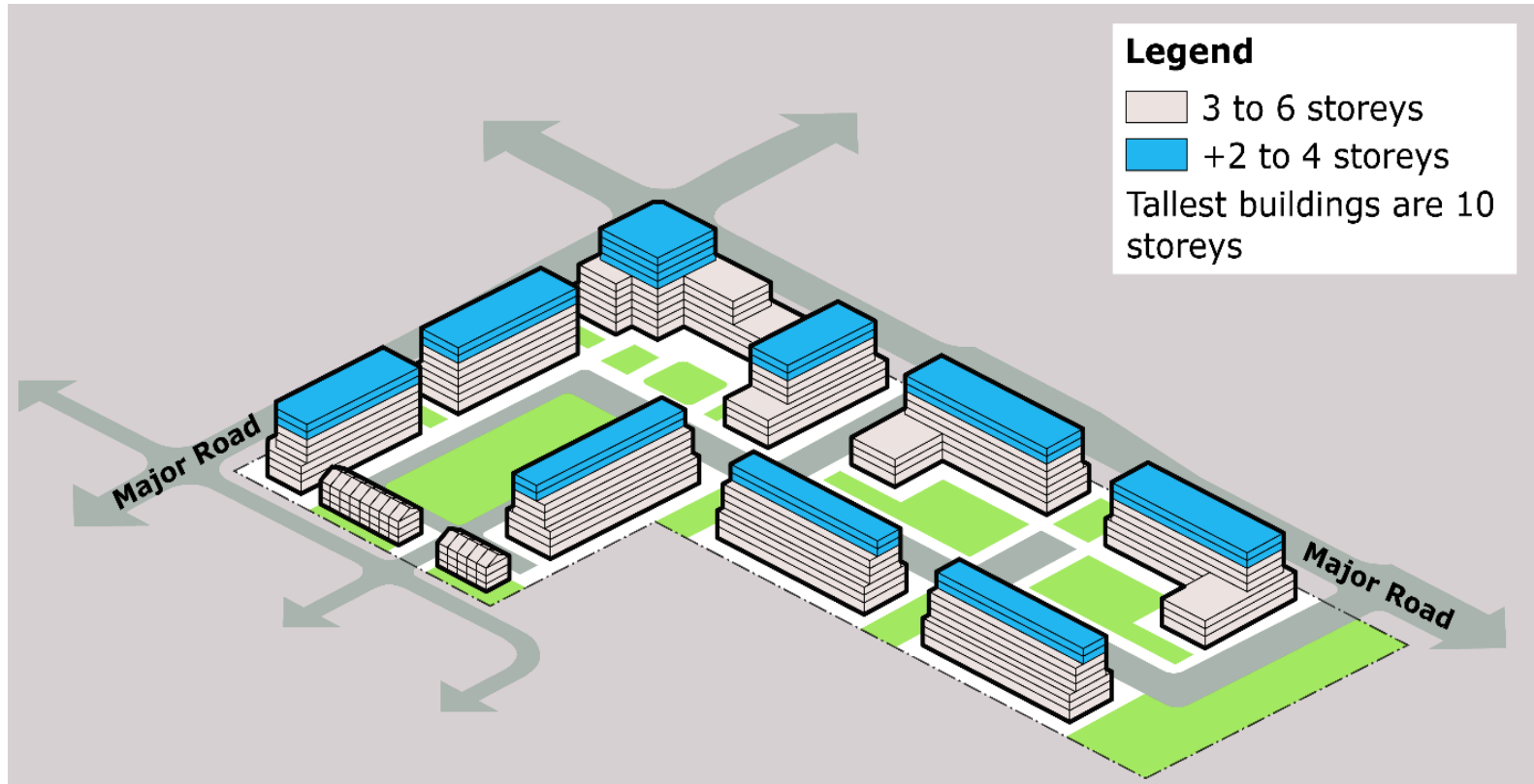
Corridors – existing planned building heights



Building heights up to 6 storeys are permitted

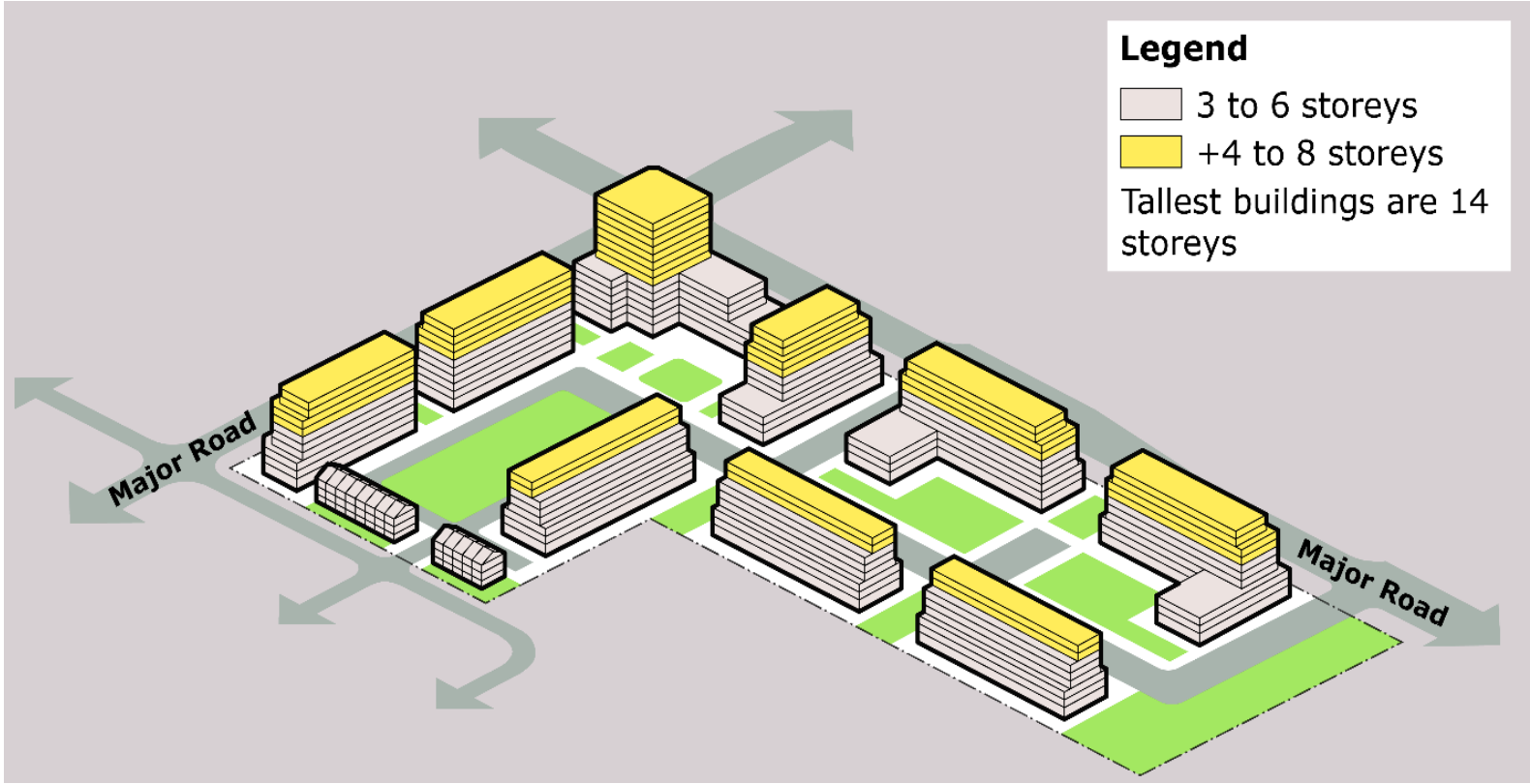


Corridors – taller building heights



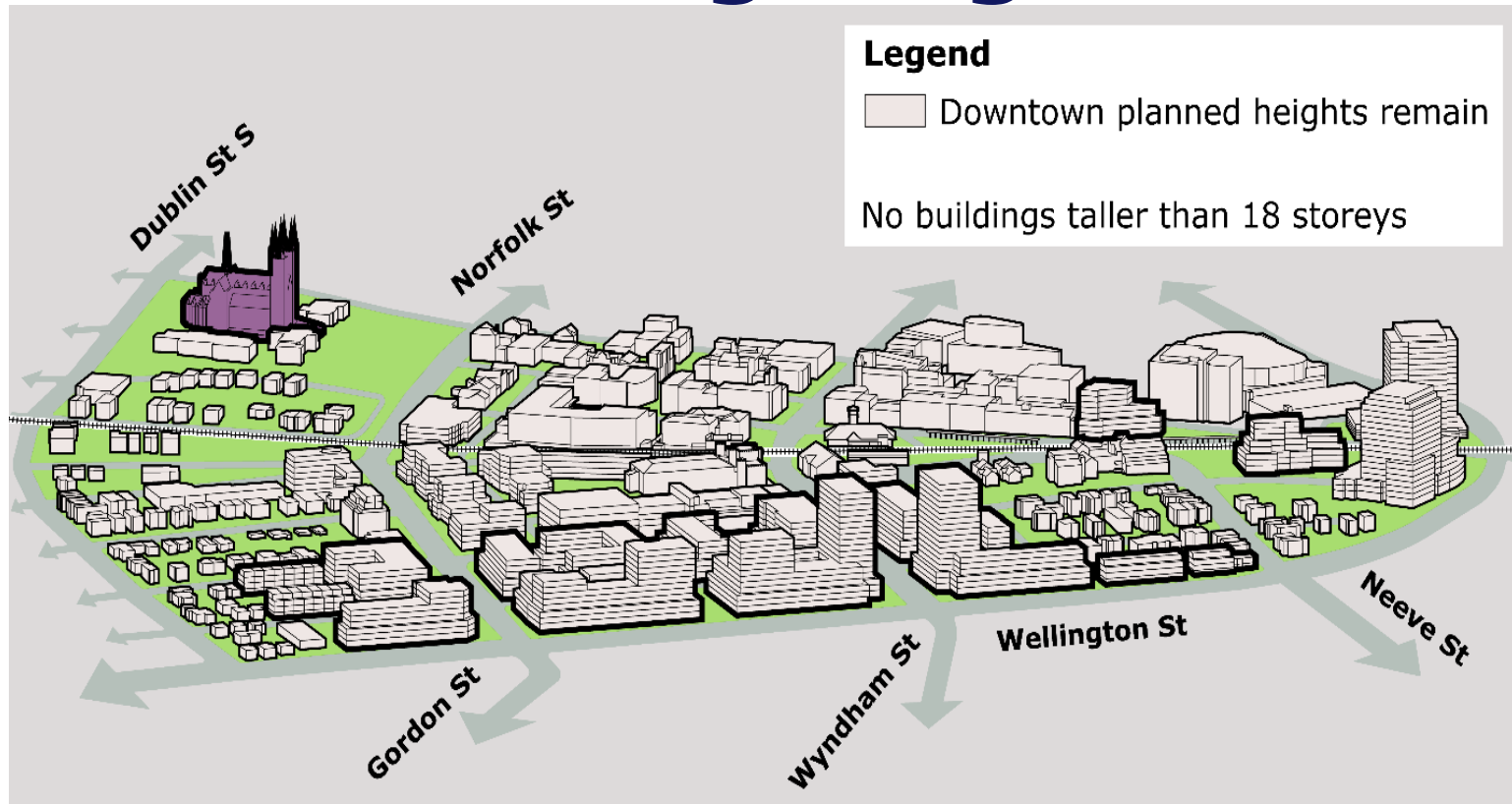
Building heights up to 10 storeys would be permitted

Corridors – tallest building heights



Building heights up to 14 storeys would be permitted

Downtown – existing planned building heights

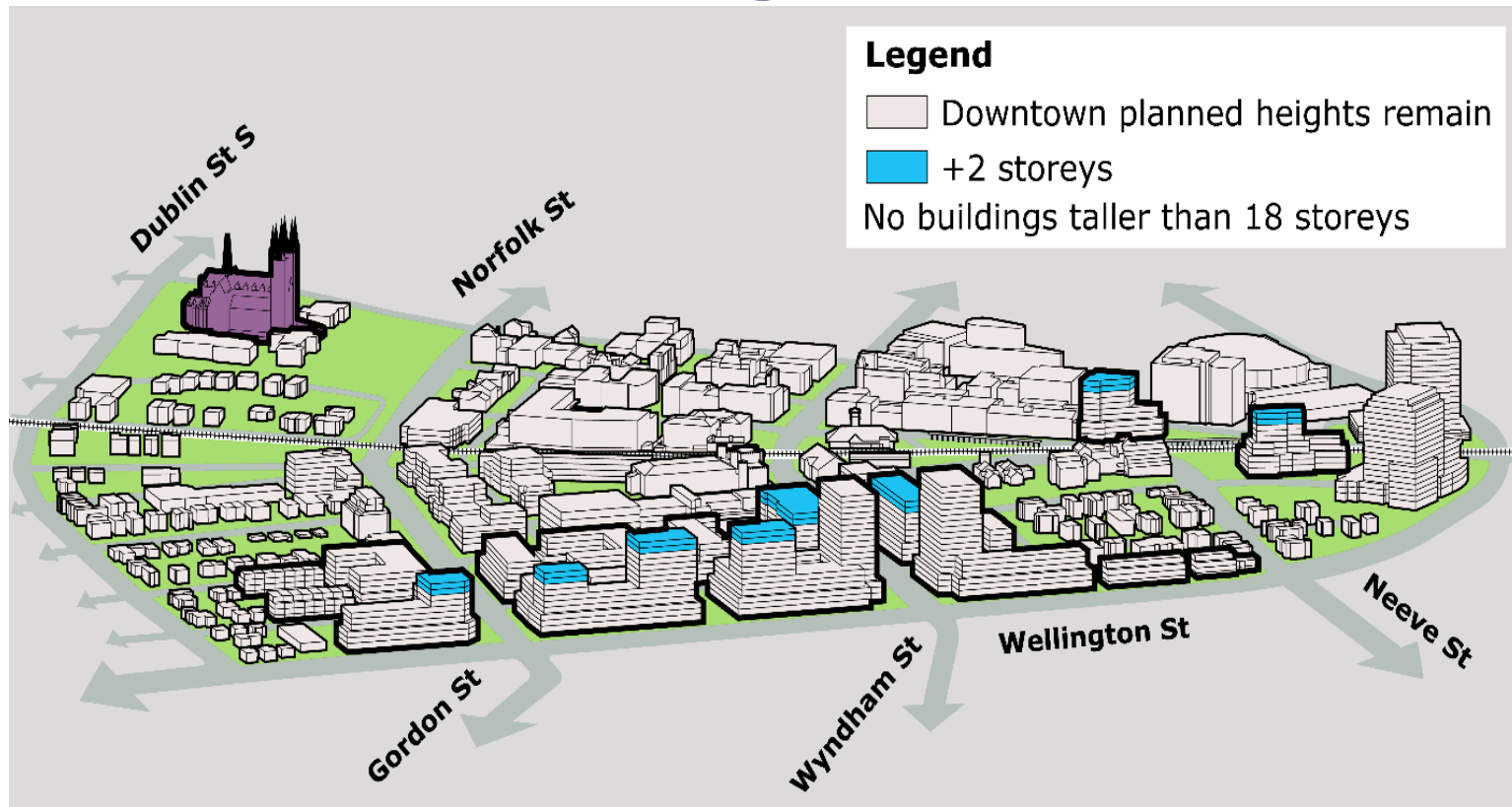


Maximum building heights between 2 and 18 storeys permitted

Building heights are based on location

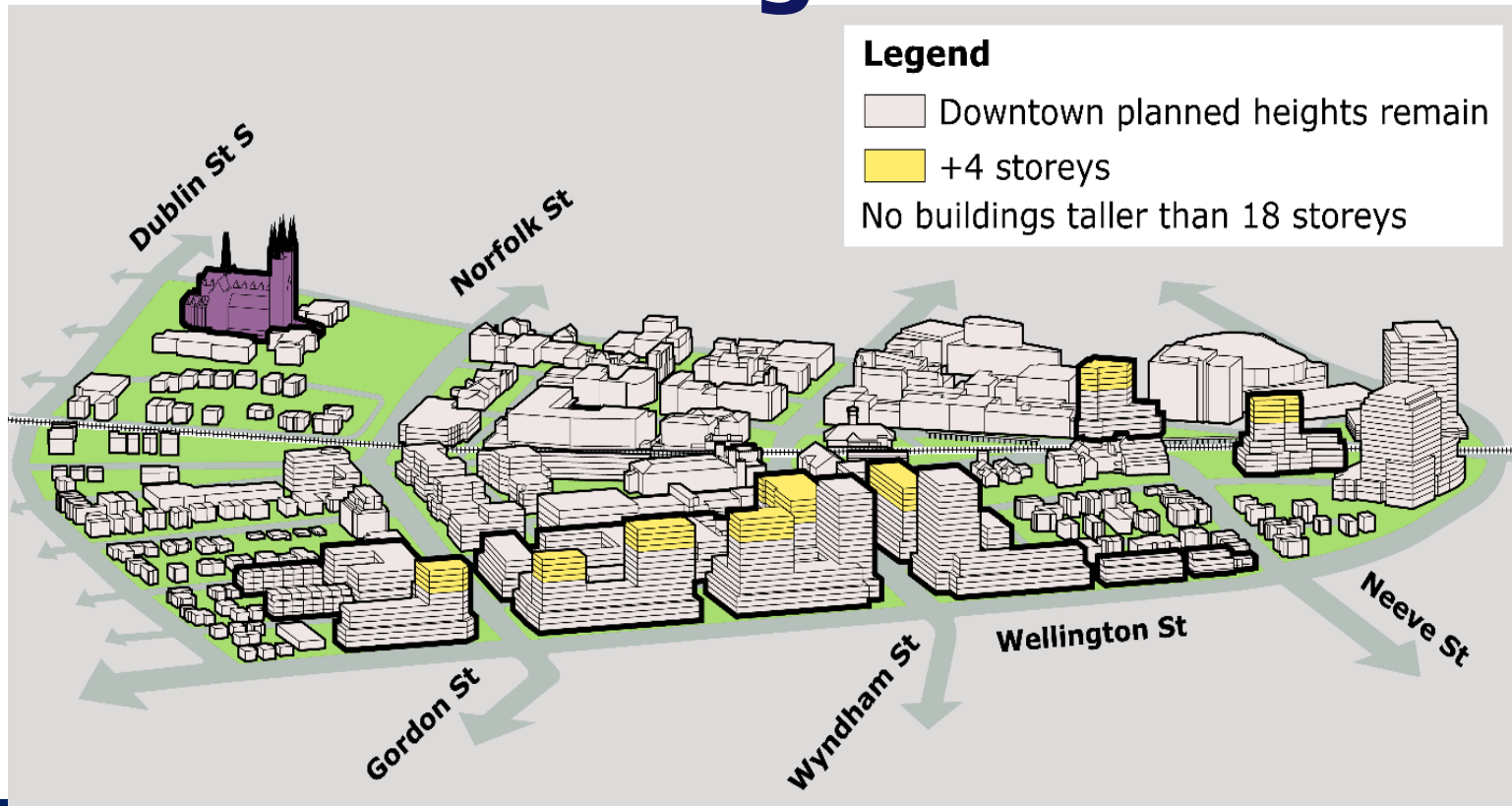
No buildings taller than 18 storeys are permitted

Downtown – taller building heights



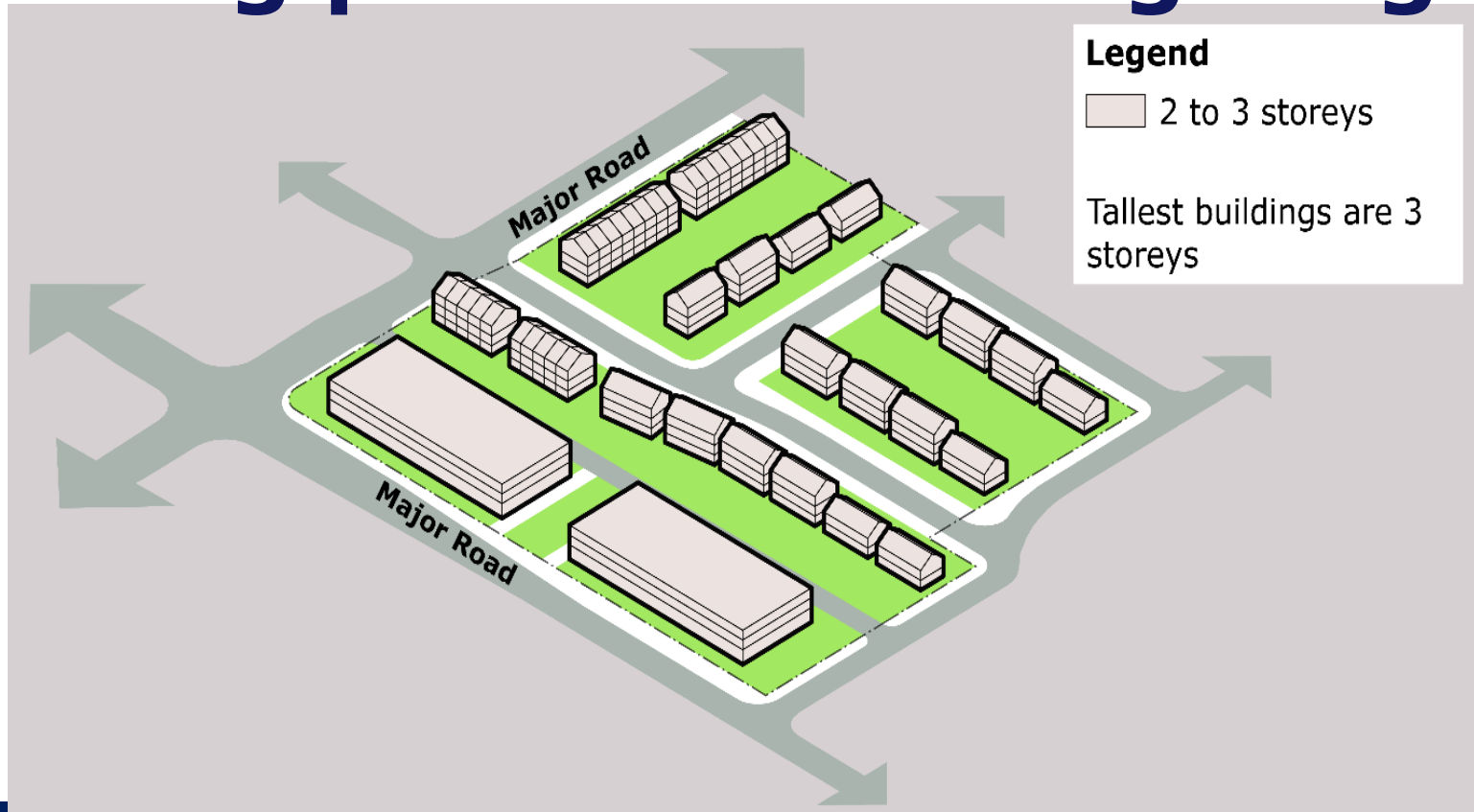
Currently, 2 storeys can be added through bonusing (no longer allowed). This scenario permits the 2 additional storeys “as of right” in the areas shown. Maximum heights in these areas would be between 10 and 14 storeys. Other areas remain as planned.

Downtown – tallest building heights



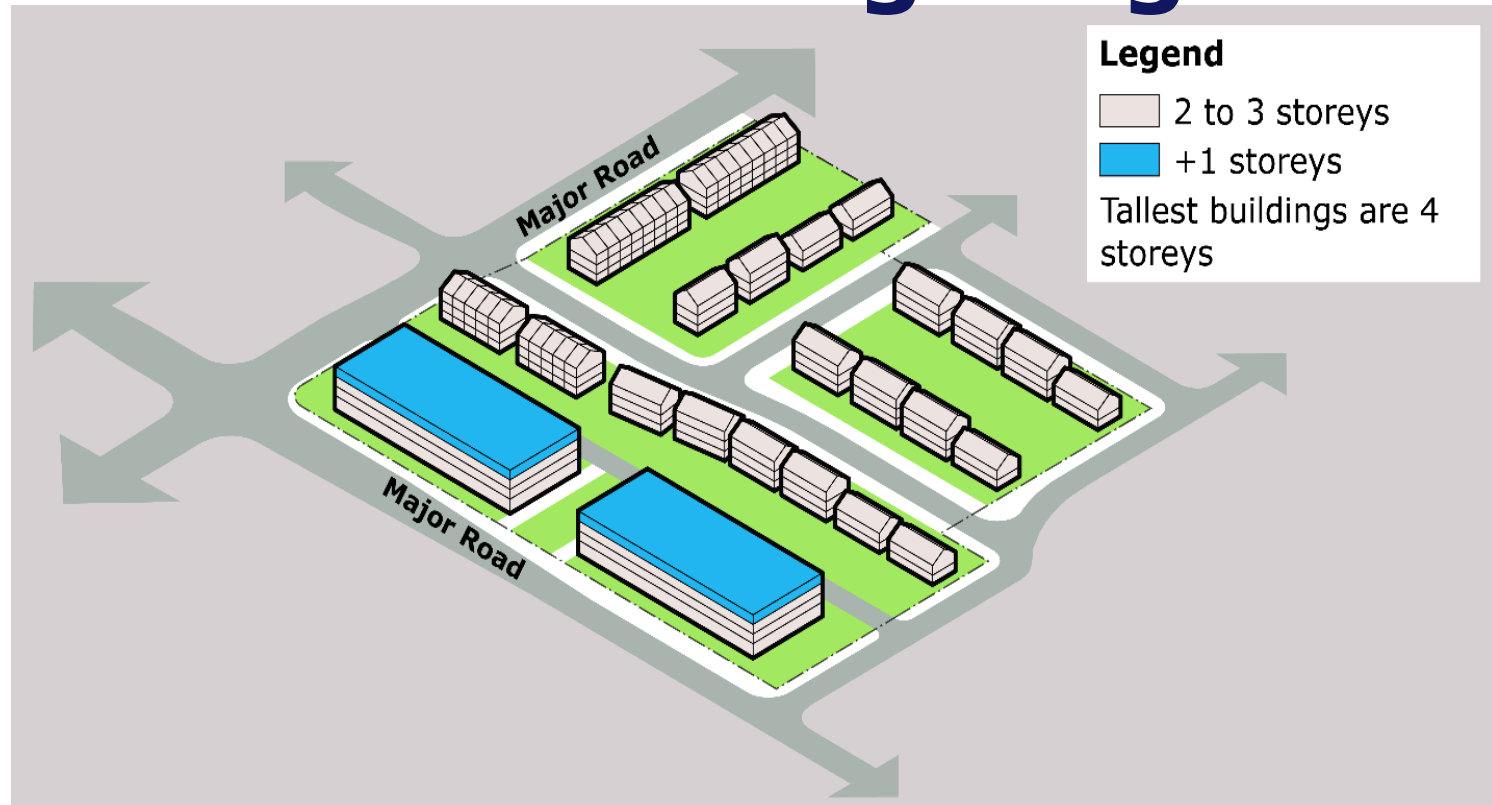
Currently, 2 storeys can be added through bonusing (no longer allowed). This scenario would permit 4 additional storeys “as of right” in the areas shown. Maximum heights in these areas would be between 12 and 16 storeys. Other areas remain as planned.

Low density neighbourhoods existing planned building heights



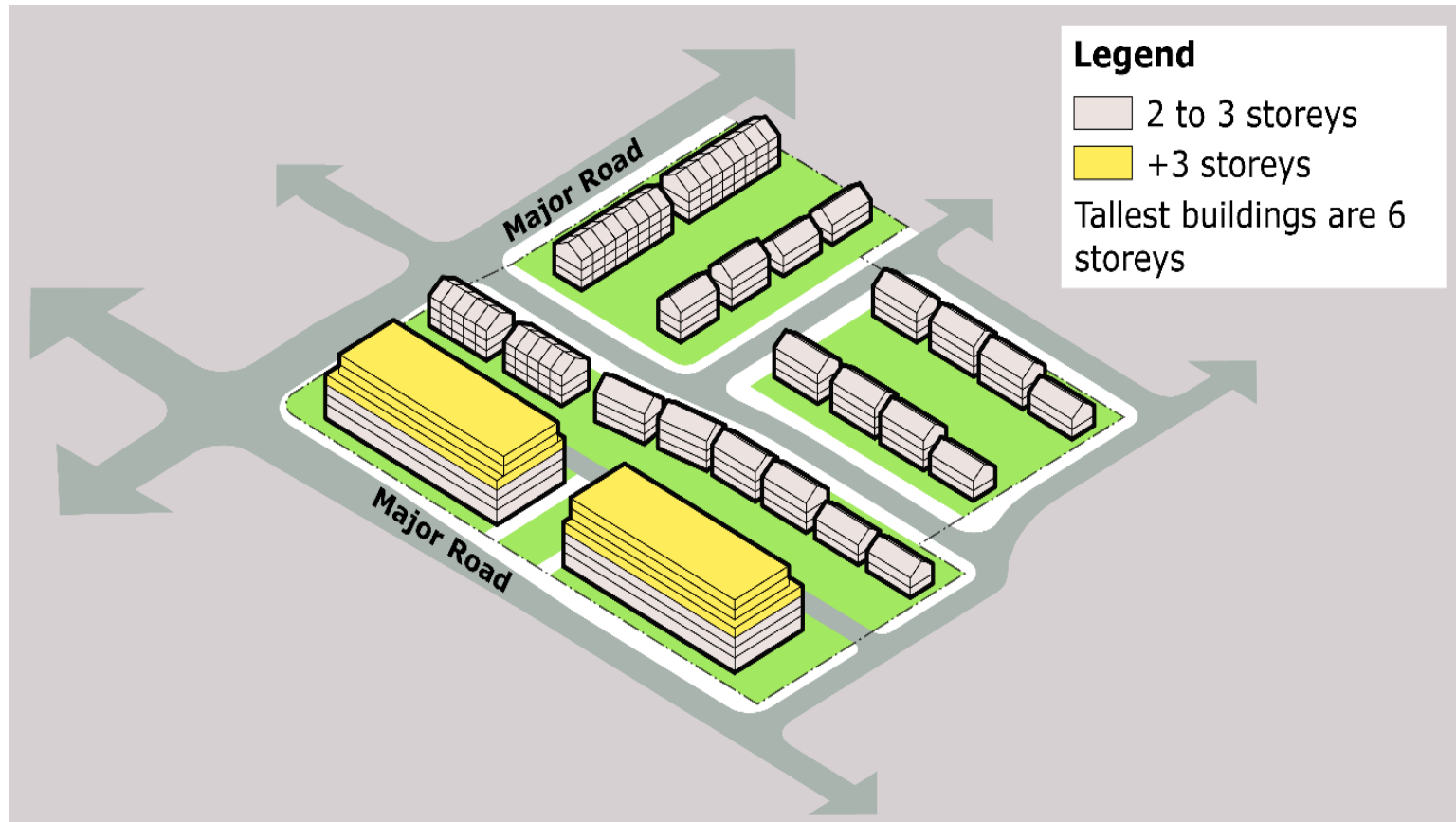
Tallest buildings are 3 storeys.
Increases to building heights along major roads
by 3 storeys through bonusing (no longer
allowed)

Low density neighbourhoods taller building heights



Currently, 3 storeys can be added to building heights along major roads through bonusing (no longer allowed). This scenario would permit 1 additional storey, "as of right" along major streets. Maximum of 3 storeys on local roads remains.

Low density neighbourhoods tallest building heights



Building heights up to 6 storeys permitted on major roads. 3 storeys permitted on local roads.

Topic 3 - what the community said



An overview on the feedback on maximum building heights will be provided at the workshop



Topic 3 facilitated discussion

LURA Consulting to lead a facilitated discussion with Council on their reactions to the community input.



Wrap-up and next Steps



Thank you



Wednesday, July 29, 2020

Ontario Growth Secretariat
Ministry of Municipal Affairs and Housing 777 Bay Street
23rd Floor, Suite 2304
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RE: A Place to Grow Amendment 1 – Comments from the City of Guelph

The following comments are provided by the City of Guelph with respect to ERO Number 019-1680 **Proposed Amendment 1 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe** and ERO Number 019-1679 **Proposed Land Needs Assessment Methodology for A Place to Grow: Growth Plan for the Greater Golden Horseshoe**.

Population and Employment Forecasts

The proposed amendment 1 contains low, reference and high forecasts with a planning horizon of 2051. The technical report prepared by Hemson titled "Greater Golden Horseshoe: Growth Forecasts to 2051" dated June 16, 2020 provides detailed forecast results for each upper and single tier municipality.

The report notes that no land supply constraints have been identified and that no environmental constraints on growth have been identified or assumed except for Dufferin County. Since the inception of the initial Growth Plan, the City of Guelph has provided comment and been in discussion with the Ministry to ensure that considerations for the City's water and wastewater servicing are taken into account as constraining factors in the establishment of forecasts and accommodating growth. The City requests that these constraints be addressed in the allocation of growth.

The reference or low scenarios as set out in the report project that the City will maintain a steady, consistent rate of growth over the forecast period. Until the MCR is completed, we cannot be certain that there is sufficient land supply or servicing available to accommodate the forecast to 2051. In terms of land supply, growth is limited by the City's current boundaries and future annexation scenarios would be limited by the extent of the provincial natural heritage and agricultural systems.

Our primary concern is with respect to the sustainability of local water resources to service the future growth proposed by the province. Guelph is a single-tier municipality, reliant primarily on groundwater as a water supply source. As such, Guelph is somewhat limited in its ability to increase municipal water supply. Increasing water supply for growth beyond that which can be supported by the local water resources will result in significant environmental impacts and potentially

adverse impacts. The Province's growth targets must consider the limits of a sustainable water supply.

In reviewing the Hemson report, it is not apparent that Hemson has considered the unique situation of Guelph with respect to its water supply. In 2017, Guelph, under the requirements of the Clean Water Act and in coordination with the Lake Erie Source Protection Authority (i.e., the Grand River Conservation Authority), had completed a Tier 3 Water Budget and Local Area Risk Assessment (<https://www.sourcewater.ca/en/source-protection-areas/Guelph-and-Guelph-Eramosa-Tier-3.aspx>). The Tier 3 Study identified Guelph as having a Significant Risk of not having sufficient water quantity to service its future water supply needs under drought conditions. The reference future demand period was 2031, although the City's 2014 Water Supply Master Plan, and through its water conservation and efficiency program, predicted a revised future demand equal to 2038. The Significant Risk designation is the result of the high water taking from groundwater aquifers in the relatively small footprint of the City's boundaries. The Tier 3 Study also identified a risk of significant baseflow reduction in a number of creeks and streams in Guelph and the surrounding area resulting from the future demand (i.e., 2038). The additional groundwater taking to meet the water demand in 2038 was predicted to reduce baseflow in a number of local creeks (i.e., Torrance Creek, Chilligo/Ellis Creek, Hanlon Creek, Blue Spring Creek and Irish Creek) by 14 to 41 percent. The results of the Tier 3 Study, with respect to surface water impacts, raise serious concerns regarding the potential sustainability of additional water takings within the City to support the growth forecasts to 2051.

We continue to have concerns that there is insufficient water supply capacity in the local area and that increased water taking to support the 2051 growth forecasts is unsustainable. Studies to address the sustainability of the City's water supply and assessments of future demands resulting from population forecasts to 2041 are currently underway as part of the City's Water Supply Master Plan Update (WSMP Update). To adequately assess the 2051 water supply demand and the sustainability question, the City would need to undertake detailed investigations and computer modelling studies. The studies, which are currently in progress for the WSMP Update, would aid in determining if the proposed forecasted growth is feasible and estimate the potential significant environmental impacts that would occur as a result. The appropriate studies could take months to complete, therefore, it is not feasible to assess the sustainability of a 2051 water demand for the City prior to the APTG comments closing deadline.

The City also has concerns with respect to wastewater treatment requirements for growth beyond 2031. The City will need to consider the additional flow projections to accommodate growth through a study of the assimilative of the Speed River as part of our Wastewater Treatment Master Plan that is currently underway. There may be increased capital and operating and maintenance costs that would result from additional growth. Also, with the potential impact on the water servicing for the increased growth forecasts and potential short falls in water supply for the extended growth period (i.e. to 2051), this could impact the raw influent at the

Guelph Wastewater Treatment Plant (WWTP) and even flows in the Speed River. Increased water conservation to address water supply issues could result in more concentrated influent wastewater, if water usage is reduced or if increased water reuse is undertaken. If water servicing due to lack of water supply, includes any direct water usage from the Speed River or its tributaries, water taking from new wells or increased taking from existing wells, this could reduce the base flow in the Speed River at the WWTP and its ability to assimilate effluent flows from the WWTP. Water reuse could be increased beyond the current in-plant reuse and proposed sewer flushing uses, which could involve additional infrastructure or treatment levels at the WWTP. This would result in increased capital and operating and maintenance costs independent of or in addition to costs for increased servicing, which could increase the rate costs for users.

At this time, we are not able to definitively state that any of the forecasts for 2051 are appropriate for the City. Water Supply and Wastewater Treatment Master Plan updates that are currently underway will support the municipal comprehensive review and will provide the opportunity to assess the extended forecasts to determine, among other things, whether or not water and wastewater servicing continue to place limitations on Guelph's growth potential, and if they do, to what extent.

The City of Guelph, due to its reliance on groundwater and the assimilative capacity of the Speed River, must consider sustainability in planning for growth and it is important that the Growth Plan projections recognize this in the allocation of growth. At this time, the implications of growing beyond even the 2031 forecast on local water resources has not yet been fully understood, and the City of Guelph is not supportive of any future growth that would trigger the need to examine inordinately expensive regional or provincial servicing solutions.

Recommendation: The City cannot commit to a growth forecast until such time as it is determined that the local water resources can support the growth target(s). As such, the population and employment forecasts for the City of Guelph should be established as the low forecast set out in the Hemson Report and there should be allowance for the forecasts to be adjusted lower through the municipal comprehensive review should it be demonstrated that the forecasted growth cannot be serviced in an environmentally and fiscally sustainable manner.

Should the province choose to impose growth targets on the City that would require additional water takings either inside or outside of the City, the City would continue to advocate for the Province's prioritization of water resources permitting to support municipal growth needs under the permit to take water processes of the Ontario Water Resources Act.

In recognition of the City of Guelph's commitment to the environment, it is requested that the Province consider the constraints to servicing growth that may affect the planning and distribution of growth in Guelph to the horizon of the Growth Plan.

Growth Forecasts as Minimums

The proposed amendment states that municipalities would be required to use the selected growth outlook as the updated forecasts or use higher forecasts as determined through the municipal comprehensive review as part of this round of conformity exercises to meet the conformity deadline of July 2022. The amendment also states that the proposed forecasts in Schedule 3 would be applied at a minimum by upper- and single-tier municipalities through a municipal comprehensive review.

This proposed policy amendment creates uncertainty with long range planning for land supply and infrastructure and has implications on the regional approach to growth planning established in the Growth Plan. Since the forecasts are predicated on distributing growth, this scenario could create the potential for over-designation of land within certain municipalities and/or the GGH as a whole where municipalities choose to plan for a higher growth rate. This also creates potential for conflict during the MCR process as municipalities could be lobbied by landowners to include their lands within the horizon even if the forecasted growth would be exceeded. This approach is not fiscally or environmentally sustainable.

Recommendation: The City of Guelph is not supportive of the proposed direction for the forecasts to be applied as a minimum growth forecast. Policy 5.2.4.1 and 5.2.4.2 should not be amended to include the wording “or such higher forecasts as are established by the applicable upper- or single-tier municipality through its municipal comprehensive review”.

Planning Horizon of 2051

Another proposed change is an extension of the Plan horizon from 2041 to 2051 to ensure municipalities have sufficient land to support the fostering of complete communities, economic development, job creation and housing affordability. The new horizon is stated to be consistent with the long-range planning approach of previous growth plans and better aligns with the land supply requirements of the Provincial Policy Statement, 2020.

The City recognizes that the longer planning horizon provides greater consistency with the PPS, 2020 policies. However, the introduction of a new planning horizon at a time when municipalities are in the midst of preparing master plans and studies to support the municipal comprehensive review creates financial and resource challenges in terms of meeting the conformity deadline.

Recommendation: While the City of Guelph is not in agreement with the timing of the proposed change to the planning horizon while municipal comprehensive reviews are already underway, the City does not object to the proposed horizon year of 2051.

Conformity Timeframe

Under section 12 of the Places to Grow Act, 2005, the official plan of a municipality must be brought into conformity with a growth plan within three years of the growth plan coming into effect. Subsection 12 (3) gives the Minister the ability to set an alternate date for a municipality to meet the conformity requirements. The proposed approach is to retain the current date for conformity as July 1, 2022 for APTG as amended.

We request that consideration be given to extending the timeframe for conformity to July 1, 2023 at a minimum or three years from the date of approval of Amendment 1. The Growth Plan and Land Needs Assessment have changed significantly since the conformity date was set with the 2017 Growth Plan. With Amendment 1 being released for comment in June 2020 and uncertainty around the timing for finalization of the amendment, municipalities do not have certainty as to the planning horizon or forecast for the conformity exercises. A municipal comprehensive review involves significant community engagement and substantial work on master plans to inform it; all of this takes time and resources. Municipal resources are strained at this time due to COVID-19 response and we are not in a position to continue work that may have to be revised depending on the outcomes of the consultation on Amendment 1.

Recommendation: That the conformity deadline to be set by the Minister, for municipalities to bring official plans into conformity with APTG as revised by the Amendment, if approved, be set at July 1, 2023 (at a minimum) or 3 years from the date of approval of Amendment 1.

Land Needs Assessment Methodology

The proposed land needs assessment methodology (LNA) is a simplified approach that is intended to reduce the overall complexity of implementation of the Plan. The proposal states that the Methodology will provide more flexibility to municipalities. Our concern is that the proposed approach does not appropriately balance the desire for flexibility with the need for prescriptiveness and certainty in determining land needs.

The City of Guelph continues to be supportive of the current provincial methodology for land needs assessment (2018) in the Greater Golden Horseshoe. The methodology for land needs assessment allowed for a transparent and consistent approach for municipalities within the Greater Golden Horseshoe to assess the quantum of land needed to accommodate the forecasted growth to the horizon of the Growth Plan. The proposed simplified approach does not provide for this same level of consistency across the GGH. It also does not address data sources and does not provide guidance or criteria for addressing the housing market. The proposed increased flexibility is not helpful for working with stakeholders or achieving consensus and does not provide direction for alignment of land needs with other Growth Plan priorities.

Recommendation: That the detailed technical steps of the Land Needs Assessment methodology (2018) be retained and that criteria be developed for determining the market component of the LNA that considers and upholds local direction for long-term growth.

Other Considerations

Alignment with Provincial Policy Statement, 2020

The City of Guelph is supportive of the proposed amendments to provide consistency between the Provincial Policy Statement, 2020 and the Growth Plan.

Aggregate Mineral Resource Extraction

The proposed change to the Plan's aggregates policies would be more permissive of new aggregate operations, wayside pits, and quarries within the Natural Heritage System for the Growth Plan. Section 4.2.8 is proposed to be amended to delete the prohibition on establishing new mineral aggregate operations and new wayside pits and quarries, or any ancillary or accessory use thereto, in the habitat of endangered and threatened species within the Natural Heritage System for the Growth Plan.

While deleting this prohibition from the Plan does not absolve proponents from adhering to the requirements of the Endangered Species Act, 2007 (ESA), it has the potential to cause confusion regarding the applicability of the ESA and its approval process. This could lead to contraventions of the ESA and a reduction in the protection and recovery of species that are at risk and their habitats.

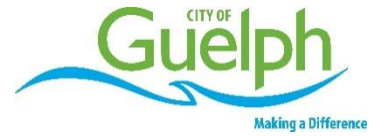
To avoid this unintended consequence, it is recommended that, rather than deleting the prohibition, Policy 4.2.8.2 a) ii be amended to be consistent with the Provincial Policy Statement, 2020:

"ii. habitat of endangered species and threatened species, except in accordance with provincial and federal requirements"

While the Growth Plan Natural Heritage System is not located within the City of Guelph, it is identified on lands adjacent to the City as are Mineral Aggregate Areas in the County of Wellington's Official Plan. Recognizing linkages between and among natural heritage features and areas, this recommendation would provide greater certainty for the protection of the City of Guelph's Natural Heritage System and associated ecological functions.

Recommendation: That Policy 4.2.8.2 a) ii be amended to be consistent with the Provincial Policy Statement, 2020:

"ii. habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.



Thank you for the opportunity to provide comments on amendment 1 to the Growth Plan and the proposed land needs assessment methodology. Should you require clarification or wish to discuss these comments, please contact: Melissa Aldunate, Manager of Policy Planning and Urban Design; by email: melissa.aldunate@guelph.ca or by phone: 226-821-0434.

Sincerely,

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