

Staff Report



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

Recommendation

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

Purpose of Report

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

Key Findings

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

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

Financial Implications

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

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

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

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

Background

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

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

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

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

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

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

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

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

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

Subject Lands

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

Description of Proposed Official Plan Amendment 80

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

Chapter 1 Introduction:

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

Chapter 2 Strategic Directions:

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

Chapter 3 Planning Complete and Healthy Communities:

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

Chapter 4 Protecting What is Valuable:

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

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

Chapter 5 Movement of People and Goods:

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

Chapter 6 Municipal Services and Infrastructure:

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

Chapter 7 Community Infrastructure:

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

Chapter 8 Urban Design:

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

Chapter 9 Land Use:

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

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

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

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

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

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

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

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

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

Chapter 10 Implementation:

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

Chapter 11 Secondary Plans:

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

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

Chapter 12 Glossary:

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

Schedules

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

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

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

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

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

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

Financial Implications

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

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

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

Consultations

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

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

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

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

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

Strategic Plan Alignment

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

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

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

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

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

Attachments

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

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

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

Attachment-4 Shaping Guelph Financial Implications Summary

Departmental Approval

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