

# Staff Report



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To	<b>City Council</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, May 16, 2022
Subject	<b>Decision Report: Clair-Maltby Secondary Plan Proposed Official Plan Amendment No. 79</b>

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## Recommendation

1. That Official Plan Amendment No. 79, initiated by the City of Guelph be approved in accordance with Attachment-2 to report 2022-95 - City-initiated Official Plan Amendment for the Clair-Maltby Secondary Plan.
  2. That the Clair-Maltby Master Environmental Servicing Plan be approved and that staff be directed to file a Notice of Completion.
  3. That the financial implications from the Clair-Maltby Secondary Plan and Master Environmental Servicing Plan be referred to the City's multi-year budget process and the upcoming Development Charges Background Study
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## Executive Summary

### Purpose of Report

The purpose of this report is to provide the recommended Official Plan Amendment for the Clair-Maltby Secondary Plan to Council for approval. This report also provides a summary of and response to comments received since the September 1, 2021 release of the draft Official Plan Amendment, including comments from the September 22 Statutory Public Meeting, to support approval of Official Plan Amendment 79 for the Clair-Maltby Secondary Plan (CMSP) and approval to file the Notice of Completion for the Master Environmental Servicing Plan (MESP).

### Key Findings

The Secondary Plan implements previous Council decisions made through the approval of the [Clair-Maltby Policy Directions Document and the Preferred Community Structure \(May 13, 2019\)](#), as well as the [Clair-Maltby Open Space System Strategy policy directions and mapping \(May 25, 2020\)](#).

The Secondary Plan provides a vision, principles, objectives, land use designations and policies for the development of the Clair-Maltby Secondary Plan area including land use designations and schedules. The Secondary Plan is informed and supported by six years of technical work and community engagement – the output is a plan that represents the best way to realize growth in Guelph's south end, aiming to balance density and housing demand with livability, while respecting the Natural Heritage System, protecting our groundwater, and urban-rural boundaries. The plan supports achievement of the City's growth management strategy and the

targets of A Place to Grow by providing detailed planning for one of the strategic growth areas, and for the greenfield areas, it is aligned with the recently-approved Transportation Master Plan with proposed works to existing corridors. The plan also aligns with the Sustaining our Future, Navigating our Future, Building our Future, and Working Together for our Future priorities from the Strategic Plan. Since the Statutory Public Meeting (September 22, 2021), City staff have listened to feedback and as a result some changes have been incorporated, where appropriate.

Key changes include adjustments to the Natural Heritage System (NHS) mapping and policies to ensure OPA 42 settlements are respected, a change to the water and wastewater servicing strategy to increase resiliency, add more flexibility, and address concern over phasing, and reclassification of a portion of Street G, which connected Maltby Road to Rolling Hills, from collector to local.

## **Financial Implications**

It is a fundamental policy of the Secondary Plan that financial impacts of the cost of new development within the Secondary Plan be minimized on the existing taxpayers.

From a capital perspective, growth typically doesn't fully pay for growth as development charges do not cover the full capital costs mostly due to legislative factors. Factoring in property tax and rate growth, high density development is proven to be more fiscally sustainable. Lower to medium density residential areas, like those planned for in portions of Clair-Maltby, show moderate pressure on rates into the future.

The Fiscal Impact Assessment considers the impacts to capital and operating costs to support CMSP at a high-level and concludes that the City may see a one-time 1% increase to taxes and a neutral impact on non-tax services. The full tax and rate impact won't be known until the infrastructure projects and operating services as identified in the related service masterplans are incorporated into the City's existing operating budget and capital plan.

The conclusions of the Fiscal Impact Assessment did not evaluate changes to the presented impacts when financing tools such as assessing debt capacity changes, front-ending agreements or pre-payment agreements are implemented. These tools are expected to be required in order to finance the needed up-front capital investment.

The outputs of the Fiscal Impact Assessment will be incorporated into the City's multi-year budget process and carried forward to the DC Background Study (2023) which will set revised DC rates to support this growth. This DC study work will provide an opportunity to examine cost estimates which will be subject to the inflationary impacts being experienced in recent months. It will also provide the opportunity to assess the integration of the three capital growth revenue tools (DCs, parkland dedication, and community benefit charge) from a whole-city perspective.

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## **Report**

The purpose of this report is:

- to provide a recommended Official Plan Amendment for the Clair-Maltby Secondary Plan (CMSP), which is supported by the MESP;

- to summarize issues and comments raised at and following the Public Meeting held on September 22, 2021 and provide staff responses; and,
- to present revisions to the proposed Official Plan Amendment in response to the issues and comments for Council's consideration.

## **Project Background**

The Clair-Maltby Secondary Plan comprehensively plans the last unplanned greenfield area of the City. The [recommended Secondary Plan](#) proposes 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 recommended [Master Environmental Servicing Plan \(MESP\)](#) proposes preferred municipal infrastructure and servicing strategies related to water, wastewater, stormwater management and mobility for the Secondary Plan area.

After the project Terms of Reference was approved by Council on December 14, 2015, the CMSP project included tasks across 3 phases including the Comprehensive Environmental Impact Study (CEIS), water/wastewater servicing study, stormwater management master plan, mobility study, energy and other utilities study, secondary plan study, fiscal impact assessment (FIA) and community engagement and communications.

For the complete project background and history see the report titled [Statutory Public Meeting for the Clair-Maltby Secondary Plan Proposed Official Plan Amendment dated September 22, 2021](#).

## **Location**

The Clair-Maltby Secondary Plan area is approximately 414 hectares located in the southeast corner of Guelph and is bounded by the future extension of Poppy Drive West to the north (just south of Clair Road), Victoria Road South to the east, Maltby Road to the south and the eastern limits of the Southgate Business Park to the west as illustrated in Attachment-1.

## **Recommended Official Plan Amendment**

### **Purpose and Effect of Official Plan Amendment No. 79**

Official Plan Amendment No. 79: Clair-Maltby Secondary Plan establishes land use policies for the Clair-Maltby area including a vision, principles, objectives, land use designations and policies to guide development within the plan area to the year 2051. The Clair-Maltby Secondary Plan is a design-based plan that was informed by extensive planning and technical work to ensure development of the area does not negatively impact the existing natural heritage or water resource systems. Clair-Maltby plans for a connected urban village with a full range and mix of housing that appropriately contributes to achieving the City's growth management targets.

Attachment-2 provides the [recommended Official Plan Amendment 79 for the Clair-Maltby Secondary Plan](#).

### **Overview of Amendment**

This Official Plan Amendment will replace the existing land use designations and policies of the 2001 Official Plan (as amended) as they relate to the lands within the Clair-Maltby Secondary Plan area, with new land use designations and policies by inserting a new subsection 11.3 to Chapter 11 Secondary Plans entitled "Clair-Maltby Secondary Plan".

A full overview of Official Plan Amendment 79: Clair-Maltby Secondary Plan is contained within the report titled [Statutory Public Meeting for the Clair-Maltby Secondary Plan Proposed Official Plan Amendment dated September 22, 2021](#).

### **Recommended Secondary Plan**

A preliminary [draft Secondary Plan](#) was released on June 18, 2021, followed by a virtual public open house on June 24, 2021. The [draft Official Plan Amendment](#) was released on September 1, 2021, followed by the Statutory Public Meeting on September 22, 2021.

The [recommended Official Plan Amendment](#) implements previous Council decisions made through the approval of the [Policy Directions Document](#) and the [Preferred Community Structure](#) (May 2019), as well as the [Open Space System Strategy policy directions](#) and mapping (May 2020).

The [recommended Official Plan Amendment](#) is included as Attachment-2.

### **Vision and Guiding Principles**

Clair-Maltby will be a vibrant, urban village that is integrated with Guelph's southern neighbourhoods, as well as having strong connections to Downtown, employment areas and the rest of the city.

The Natural Heritage System (NHS) and the Paris Galt Moraine provide the physical and ecological framework for the balanced development of interconnected and sustainable neighbourhoods following the City's environment-first approach.

The area will be primarily residential in character with a full range and mix of housing types, which will allow for affordable and market-based housing, and a variety of other uses to meet the needs of all residents. A system of parks, open spaces and trails will be interwoven throughout to provide opportunities for active and passive recreation.

### **Recommended Master Environmental Servicing Plan (MESP)**

#### **Purpose of the MESP**

The MESP evaluates the servicing alternatives and identifies preferred alternatives and provides staging, costing and implementation information for water servicing, wastewater servicing, stormwater management and mobility for the Secondary Plan area. The MESP was prepared in accordance with Approach #4 of the Class Environmental Assessment Process for master plans – which indicates an integrated approach with the planning act. At a minimum, this plan as well as the consultation throughout the process, has fulfilled Phases 1 and 2 of the EA process.

#### **Overview of the MESP**

For a full summary of the MESP, please refer to the [Statutory Public Meeting for the Clair-Maltby Secondary Plan Proposed Official Plan Amendment dated September 22, 2021](#). Key Changes to the MESP from the draft to final report are described in Attachment-3.

### **Supporting Reports and Studies**

In addition to the MESP, the draft Secondary Plan is informed and supported by the following documents:

- [Comprehensive Environmental Impact Study Phases 1 and 2 Characterization Report](#) – May 2022
- [Comprehensive Environmental Impact Study Phase 3 Impact Assessment and Management Plan](#) – May 2022
- [Energy and other utilities study, Final Draft](#) – June 2021
- [Fiscal Impact Assessment \(FIA\)](#) – May 2022
- All other background documents, studies and reports are available on the [Clair-Maltby documents webpage](#)

For summaries of these documents, please see the [Statutory Public Meeting for the Clair-Maltby Secondary Plan Proposed Official Plan Amendment dated September 22, 2021](#).

### **Alignment of Secondary Plan and MESP with Guelph’s Growth Strategy and Other Plans**

Through the Shaping Guelph study (Municipal Comprehensive Review), the designated greenfield area has a growth target of 68 residents and jobs per hectare by 2051. Implementation of the Clair-Maltby Secondary Plan will contribute to achieving this target and meeting the population and employment forecasts of A Place to Grow.

The Clair-Maltby Secondary Plan is aligned with the recently-approved Transportation Master Plan (TMP), which sets out the visions and goals to direct transportation planning to 2051. Widening of Gordon Street within the SPA to be an on-street cycling spine and offer potential for future lane conversion to a Quality Transit Network is aligned with the TMP recommended network, as are works along Clair Road, Laird Road, and Maltby Road. With the moraine ribbon, cycle tracks on right-of-way cross-sections, and a transit hub, the Clair-Maltby Secondary Plan embodies the vision of the TMP to increase active transportation and transit mode use. Policies limiting access to arterial roads from collector streets, in conjunction with dedicated bike lanes, sidewalks, and off-road active transportation routes, aim to support the City’s commitment to Vision Zero.

Policies in the Clair-Maltby Secondary Plan, supported by guidance in the Energy and Other Utilities Study, support Guelph’s commitment to address the impacts of climate change, and align with the City’s Community Energy Initiative and goal of becoming a Net Zero Carbon community by 2050.

Further alignment with Guelph’s Strategic Plan is set out at the end of the report.

### **Overview of Submissions and Revisions to the Official Plan Amendment No. 79 and Master Environmental Servicing Plan**

Through the release of the Draft Clair-Maltby Secondary Plan and Master Environmental Servicing Plan, and associated Statutory Public Meeting on September 22, 2021, approximately 400 comments were received. Staff met with a number of stakeholders to obtain a better understanding of the issues and attempt to resolve issues through discussion, clarifications, and revision to policies and documents where appropriate.

Specific areas of discussion that have been more substantive in nature are further detailed in Attachment-4. Key changes to the amendment from the September 1, 2021 Draft Official Plan Amendment include:

- Adjustments to NHS mapping and policy language to reflect comments and discussions
- Clarification on Hall's Pond Wetland Complex management plan policy
- Amendments to Schedule C – Mobility Network to reclassify a portion of Street G
- Various minor modifications to policy language to improve clarity, detail and flexibility, where possible

Key changes since the draft MESP presented at the Statutory Public Meeting include:

- Water: moved the elevated storage from Phase 3 to Phase 2, and adding a temporary in-line booster pump to support early development.
- Wastewater: based on feedback from Technical Advisory Group, internal staff, and stakeholders, the City developed two optimized wastewater servicing alternatives to address raised concerns. These were posted on Have Your Say for feedback as per the EA process. Alternative 9 has been selected as the final preferred alternative, which eliminates the in-line pumping previously presented and promotes gravity flow along Gordon. The downstream routing and outlet to existing infrastructure remains unchanged. A full description and mapping are provided in Attachment-3.
- Stormwater: additional appendix added to CEIS to support a range of precipitation data.
- Mobility: modification of a segment of Street G on Schedule C from a collector road to a local road, where the alignment is protected in policy but no longer shown on the map.

Staff have determined that a number of submissions do not warrant revisions to the policies for the reasons outlined in Attachment-4. One example of this is comments concerning density along the Gordon Street Corridor, for which 3D renderings have been provided as Attachment-5 in addition to the detailed discussion in Attachment-4.

A more detailed chart of the comments and staff responses is included in Attachment-6. Attachment-6 also includes all of the received comment letters that were not able to be distilled into the chart, that were also not already captured into the Statutory Public Meeting Agenda. Attachment-7 provides a summary of all consultation and engagement opportunities on the project.

Various minor edits have been included to reflect responses to submissions, as appropriate, as well as the results of further internal staff review. A complete "track changes" version of the amendment is included in Attachment-8.

### **Staff Recommendations for the Secondary Plan and MESP**

Staff recommend that Official Plan Amendment No. 79, initiated by the City of Guelph be adopted in accordance with Attachment-2 to report 2022-95 - City-initiated Official Plan Amendment for the Clair-Maltby Secondary Plan. Official Plan Amendment No. 79 – Clair-Maltby Secondary Plan and the supporting documents represents over six years of visioning, collaborative engagement, and technical work. The plan strives to balance growth needs with livability, while protecting and maintaining cultural and natural heritage resources. The secondary plan policies are consistent with the Provincial Policy Statement, 2020 (PPS) and A Place to Grow, 2020 and supports the City's growth management strategy. The secondary plan satisfies the housing policies of the PPS by providing for an appropriate range and

mix of housing options and densities to meet the needs of current and future residents. The plan provides for transit supportive development and plans for new development that makes efficient use of infrastructure, and optimizes the long-term availability of land, resources and infrastructure while meeting growth targets. The policies support energy conservation and preparing for the impacts of a changing climate through a compact urban form, through design that maximizes energy efficiency and promotes stormwater management best practices and by promoting green infrastructure. The plan focuses on the first principle of natural heritage protection and creates an urban community that residents will be proud to call home.

Staff recommend that the MESP be approved and that staff be directed to file the Notice of Study Completion. The MESP was prepared in accordance with Approach #4 of the Class Environmental Assessment Process for master plans – which indicates an integrated approach with the planning act. At a minimum, this plan as well as the consultation throughout the process, has fulfilled Phases 1 and 2 of the EA process. Upon filing and after the mandatory review period, the plan recommendations/individual infrastructure projects can move to the next stages of planning and design. The extent of future stakeholder and public engagement will depend on the complexity of the plan recommendations for the individual infrastructure projects. See Attachment-3 for a summary of MESP changes from the Statutory Public Meeting. See Attachment-9 for the draft Notice of Study Completion for approval.

### **Next Steps**

As part of final completion of the MESP, the report and supporting documents will be posted for the 30-day Public Review Period and the Notice of Completion (Attachment-9) will be filed.

### **Financial Implications**

A Fiscal Impact Assessment (FIA) was prepared by Watson and Associates in September which identified key financial pressures and growth management strategies for the Clair-Maltby Secondary Plan Area. This FIA report was updated in March 2022 with minor changes to water and wastewater costs and timing of work. The revised FIA can be found [here](#).

The recent changes to the FIA were not significant enough to change the previous conclusion in September 2021. The CMSP FIA estimates an overall 1% tax increase and net zero non-tax impact by build-out. The full tax and rate impact won't be known until the infrastructure projects and operating services as identified in the related service masterplans are incorporated into the City's operating budget and capital plan.

This fiscal analysis did not consider DC exemptions, community benefit charge or recent inflationary cost trends.

The CMSP requires significant capital investment to support future growth in the early part of the plan, with the related revenues coming in later years. For this reason, partnership with landowners to develop financing strategies will be required to address the City's debt capacity concerns that a development of this size will have on policy limits.

## **Interaction with other City Growth Areas**

It is important to note that the Clair-Maltby FIA was prepared for this development in isolation without considering the other growth areas in the city or the impact on the existing capital plan and asset management program.

A high-level fiscal review was undertaken for the City's MCR study which included the Clair-Maltby area. This study had similar findings to the Clair Maltby FIA including relative sustainability of tax supported costs, pressure on debt capacity in early years to provide initial infrastructure and an increase to development charges.

The primary difference in the MCR FIA compared to the CM FIA was that the MCR showed unsustainable non-tax rate concerns. There are three key reasons for this difference:

- The CM FIA only looked at the 2041 time horizon with many costs allocated to future years to support growth beyond the study period to 2051. The MCR FIA includes these 'post period' costs to 2051.
- Work in CM takes place in greenfield areas which do not require rework to existing areas which is less expensive than work in intensification areas in some cases.
- Upgrades in intensification areas may not be considered 100% growth, so would not be funded fully from growth revenues. A portion of these costs would be considered infrastructure renewal and charged to tax or ratepayers.

## **Staff Recommendation**

That the financial implications from the Clair-Maltby Secondary Plan and MESP be referred to the City's multi-year budget process and the upcoming Development Charges Background Study.

Financial information from each of the ongoing City-wide Master Plan studies and the MCR will be also used as inputs. This detailed planning may require prioritization of capital investment which may impact the timing of growth development in certain areas.

A full DC Study will be completed in 2023 which will incorporate the various City masterplans and identify the costs and timing of growth-related infrastructure. A financial strategy will be developed to incorporate this into our existing capital plan and infrastructure renewal plans. This work will give Staff a clearer picture on the financial impact of growth across the City over the next 30 years.

## **Consultations**

### **Internal Consultations**

To inform the draft Secondary Plan, consultation has occurred with staff from the following City departments and service areas:

Infrastructure, Development and Enterprise Services

- Planning and Building Services
- Engineering and Transportation Services
- Economic Development and Tourism
- Facilities and Energy Management
- Environmental Services
- Guelph Junction Railway



Office of the Chief Administrative Officer

- Corporate Communications and Customer Service

Public Services

- Parks
- Fire Services
- Guelph Transit
- Operations

Corporate Services

- Finance
- Legal, Realty and Court Services

Any internal departments who provided feedback requiring action have been consulted in finalizing the recommended Secondary Plan and associated documents.

### **External Circulation of the draft Secondary Plan**

The draft Secondary Plan was circulated to the Mississaugas of the Credit First Nation, the Six Nations of the Grand River First Nation and the Métis Nation of Ontario on July 8, 2021. Subsequent meetings were held with Six Nations of the Grand River First Nation on October 7, 2021, with Métis Nation of Ontario Region 9 Consultation Committee on November 10, 2021, and with Mississaugas of the Credit First Nation on November 16, 2021 to receive feedback on the draft documents. The meetings were generally supportive in nature. Records of the consultation is included in Attachment-7.

On July 8, 2022 the draft Secondary Plan was circulated to prescribed public bodies and agencies for review and input including, but not limited to: provincial ministries, school boards, utility owners, Grand River Conservation Authority, County of Wellington, Township of Puslinch, Guelph and Wellington Development Association and Guelph and District Homebuilders Association. Advisory Committees including Heritage Guelph and Planning Advisory Committee were also consulted on the draft Secondary Plan.

The final documents have been posted on May 6, 2022.

### **Notice for Decision Meeting**

The Notice of Decision Meeting was advertised in the Guelph Mercury Tribune on April 28, 2022. Notice was e-mailed out to the project stakeholder list on April 28, 2022. Information on this project continues to be updated on the City's website, [guelph.ca/clair-maltby](http://guelph.ca/clair-maltby).

### **Summary of Community Engagement Opportunities**

See Attachment-7 for a summary of the public engagement opportunities throughout the entire project.

### **Summary of Public Input on the draft Secondary Plan (to date)**

See Attachment-6 for a summary of public input received on the draft Secondary Plan following the June 24, 2021 Public Open House. Questions and answers from the Public Open House that were summarized in the Statutory Public Meeting report are not included again. Note Attachment 6-1 is the summary of comments and responses. Attachment 6-2 includes letters received after the Statutory Public Meeting Council Agenda was published but could not be distilled into the comment log (Attachment 6-1) due to images or complexity. Letters previously included in the Statutory Public Meeting Council Agenda have not been included again.

## **Strategic Plan Alignment**

Clair-Maltby aligns with the following priority areas of the Strategic Plan:

**Sustaining our Future** - The Clair-Maltby secondary plan strives to ensure that there will be adaptable green infrastructure to support population and economic growth for future generations. The NHS within Clair-Maltby will be protected.

**Navigating our Future** - The Clair-Maltby Secondary Plan considers transportation connectivity, safety and improving connections between our existing community, this future community and surrounding communities for all modes of transportation.

**Working Together for our Future** - There have been a total of 56 formal consultation and engagement opportunities across various stakeholder and community groups leading up to the May 16, 2022 Council Decision Meeting. Staff have actively listened to feedback and provided responses and made revisions where appropriate.

**Building our Future** - The vision for the Clair-Maltby Secondary Plan is to create a vibrant, urban community that is integrated with and has strong connections to the existing community. Further, it will be primarily residential in character with a full range and mix of housing types, which will allow for affordable and market-based housing to meet the community's needs.

## **Attachments**

Attachment-1 Location Maps

Attachment-2 [Recommended City-initiated Official Plan Amendment for the Clair-Maltby Secondary Plan](#)

Attachment-3 Summary of Revisions to MESP

Attachment-4 Summary of Key Comments and Staff Responses

Attachment-5 Gordon Street Corridor 3D Renderings

Attachment-6 Detailed Chart of Public Input and Staff Responses since the release of the draft Secondary Plan (to date)

Attachment-7 Summary of Consultation and Engagement Opportunities

Attachment-8 [Track Changes version of the Secondary Plan](#)

Attachment-9 Draft Notice of Completion for the MESP

Attachment-10 Staff Presentation for the OPA No.79 Decision Meeting

## **Departmental Approval**

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