

Attachment-1

Growth Management and Affordable Housing Monitoring Report 2022



Table of Contents

- 1. URBAN STRUCTURE** **2**
 - 1.1 Schedule 1a: Urban Structure **2**
 - 1.2 Schedule 1b: Urban Structure **3**

- 2. POPULATION AND EMPLOYMENT** **4**
 - 2.1 City of Guelph population statistics **4**
 - 2.2 Population and employment forecast to 2051 **76**

- 3. BUILDING PERMIT ACTIVITY** **87**
 - 3.1 Historical building permits by dwelling type, 2002-2022 **87**
 - 3.2 New monthly residential building permits by dwelling type for 2021 & 2022 **98**
 - 3.3 10-year residential permit summary by Urban Structure area **109**

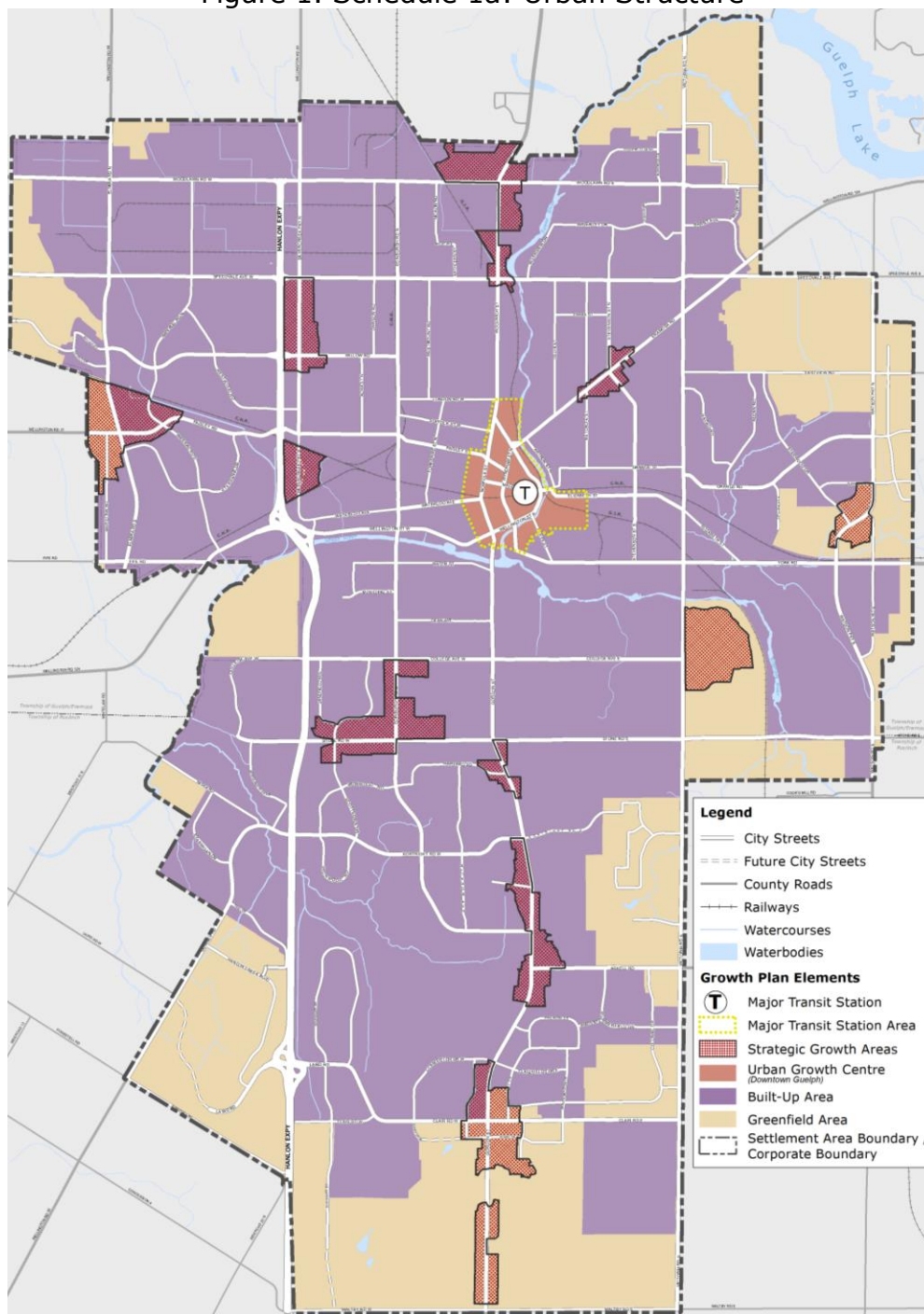
- 4. GROWTH TARGETS** **1211**
 - 4.1 Built-up area **1211**

4.2 Designated greenfield area	
1413	
4.3 Urban Growth Centre density	
1615	
4.4 Strategic growth area density	17
5. HOUSING	19
5.1 Housing supply	19
5.2 City of Guelph housing forecast	22
5.3 City of Guelph housing mix: total housing stock, 2006 to 2051	23
6. AFFORDABLE HOUSING	24
6.1 Achievement of affordable housing targets	24
6.2 Setting 2023 affordable ownership housing benchmark prices	26
6.3 Setting 2023 affordable rental housing benchmark prices	
3029	
6.4 The 2023 affordable housing benchmarks compared	
3332	
6.5 Rental unit vacancy rates in Guelph	
3433	

1. Urban Structure

1.1 Schedule 1a: Urban Structure

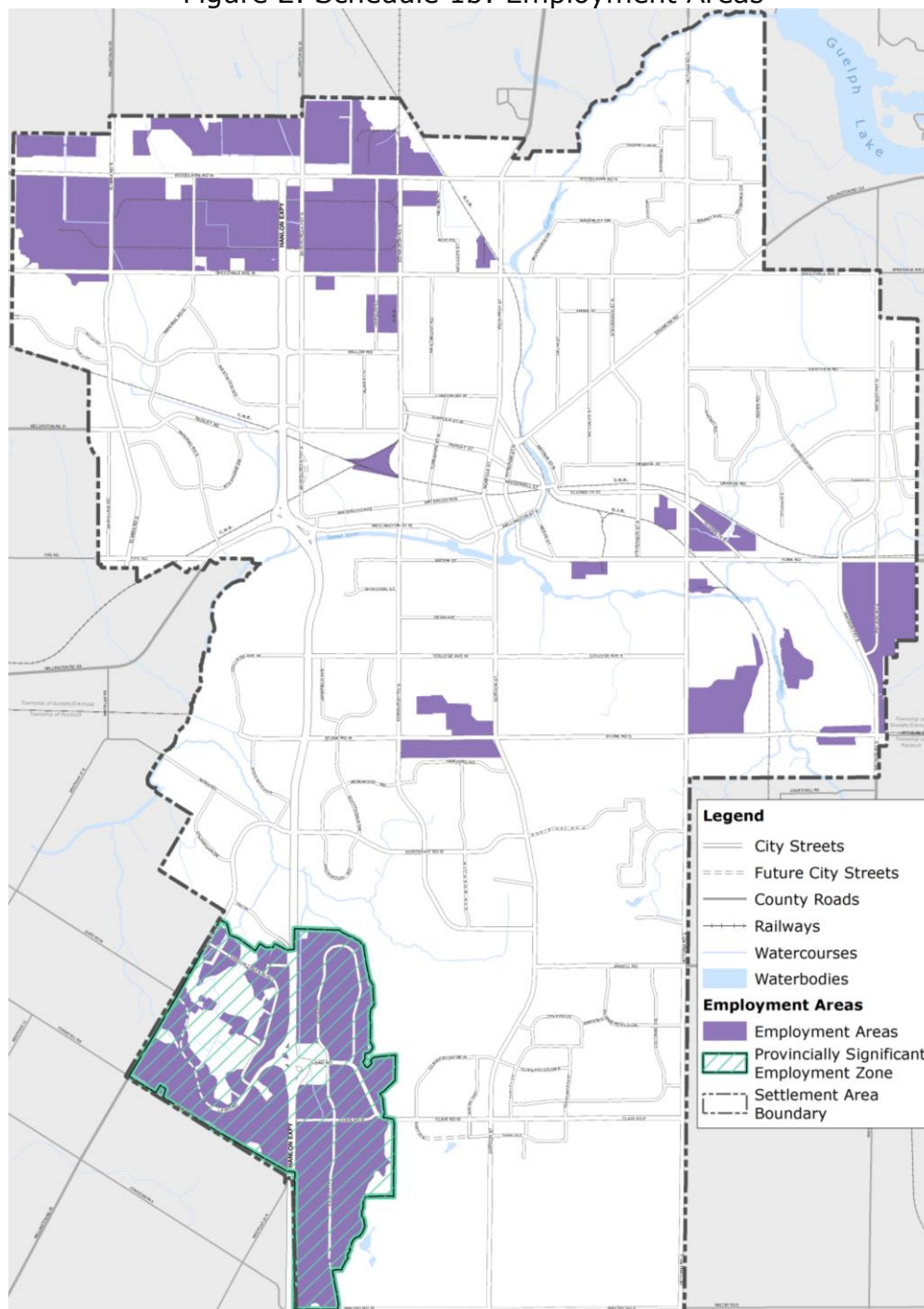
Figure 1. Schedule 1a: Urban Structure



Schedule 1a of the City of Guelph’s Official Plan identifies policy elements of Place to Grow, including the urban growth centre, the designated greenfield area and the built-up area, all major geographic divisions in Guelph that have intensification or density targets. The information presented in this report is based on the policies of A Place to Grow and Guelph’s Official Plan amended through Official Plan Amendment 80.

1.2 Schedule 1b: Urban Structure

Figure 2. Schedule 1b: Employment Areas



Schedule 1b of the City of Guelph’s Official Plan identifies the employment policy elements of A Place to Grow, including the identified employment areas, and the Provincially Significant Employment Zone. The information presented in this report is based on the policies of A Place to Grow (2019) and Guelph’s Official Plan, as amended through Official Plan Amendment 80.

2. Population and employment

2.1 City of Guelph population statistics

Figure 3. City of Guelph population growth over time

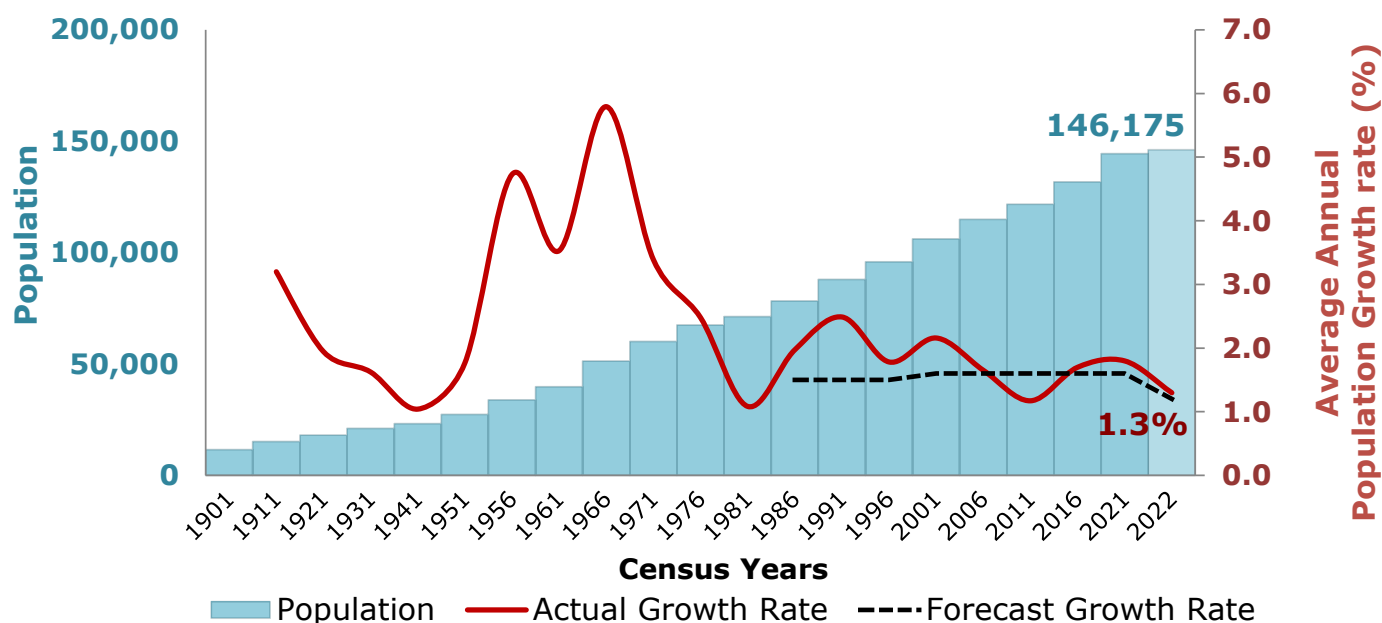


Figure 4. City of Guelph population statistics
Population, Area, and Density, 2022

	May 2021 (Census)	Dec 2022 (est)
Population	143,740	146,175
Occupied Dwellings	56,480	57,783
Average Household Size (persons/dwelling)	2.5	2.5
Area (hectares)	8,835	8,926
Population Density (persons/hectare)	14.96	16.38
Gross Dwelling Density (units/hectare)	6.39	6.47

Guelph's growth rate continues to meet long-term projections

On April 13th, 2023, Official Plan Amendment 80 came into effect, which implements Shaping Guelph's growth management strategy. The strategy plans for a long-term average rate of growth of 1.2 per cent, or 947 units constructed per year to achieve the forecast population of 208,000¹ (201,000²) people in 2051. The City's previous growth management strategy forecast a growth rate of 1.5 per cent or 1,100 units per year to 2031. A reduction to the growth rate accounts for a projected slow down to housing

¹ The projected population including the net census undercoverage (A Place to Grow equivalent)

² The projected population excluding the net census undercoverage

growth in Guelph during the latter part of the forecast period due in part to the aging of the City's existing population.

With an estimated population of 146,175³ at the end of 2022, Guelph's population grew by 1.3 per cent since 2021, surpassing the City's long-term average annual growth rate of 1.2 per cent per year to the year 2051. This positions Guelph to remain on track to achieve the forecast population of 208,000 (201,000) by the year 2051.

The high rates of growth in the 1950s, 60s, and 90s, as seen in Figure 3 above are in large part due to the annexation of neighbouring township lands.

Sources:

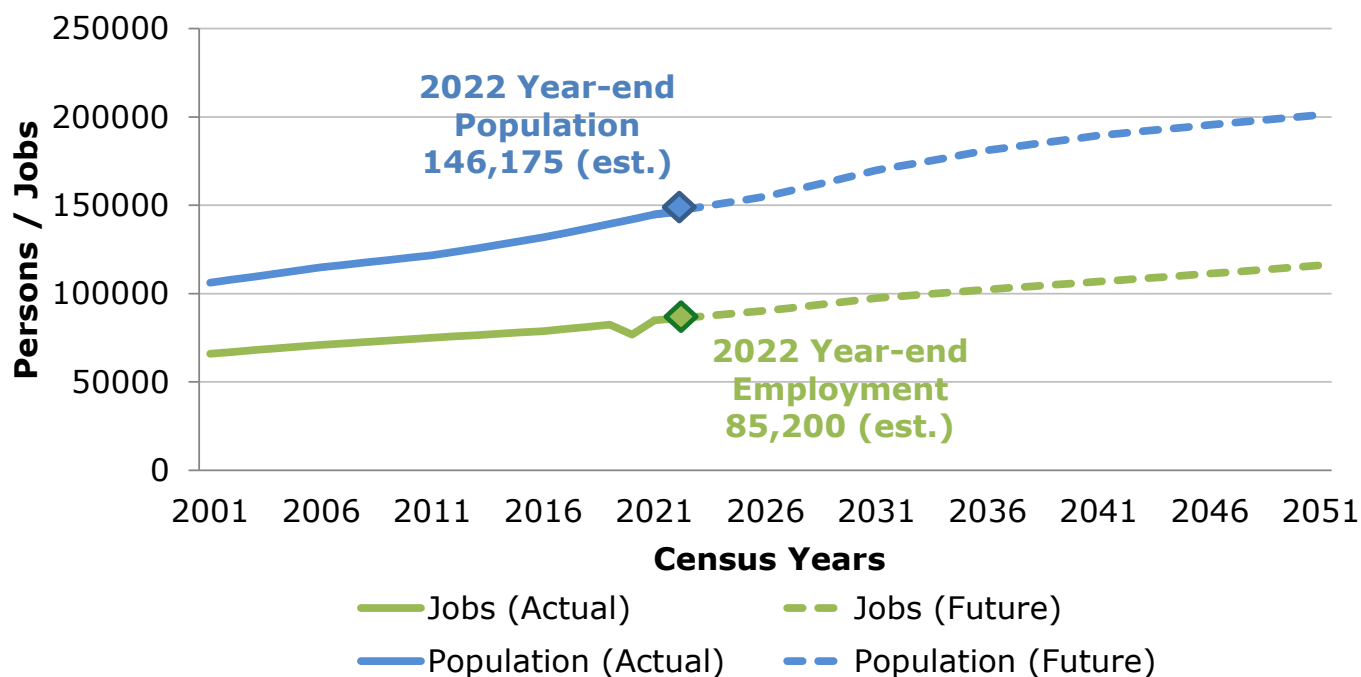
- a) Statistics Canada, 2021 Census of Population

³ The current population excluding the net census undercoverage

b) City of Guelph Planning Services, 2022

2.2 Population and employment forecast to 2051

Figure 5. Population and Employment Forecast to 2051



Population and Employment are on track to meet 2051 forecasts

The City of Guelph is planning to achieve a population of 208,000 (201,000, excluding the net census undercoverage) and a minimum of 116,000 jobs by the year 2051. To reach a population of 201,000 people (excluding net census undercoverage), Guelph will need to accommodate an estimated additional 55,000 people and 30,800 jobs to the year 2051.

Based on residential building permit activity, the estimated population for the City of Guelph at the end of 2022 increased to 146,175⁴ people. Non-residential building permit activity and additional work at home jobs from new residential developments increased the number of jobs in Guelph to an estimated 85,200 jobs by the end of 2022. These job numbers will be confirmed in a future monitoring report using the 2021 Census Place of Work data once the data becomes available. Guelph's unemployment rate increased slightly to 4.3 per cent in December 2022, up from 3.8 per cent in December 2021. Unemployment in Guelph peaked at 14.9 per cent in June 2020 during the height of the COVID pandemic restrictions.

Sources:

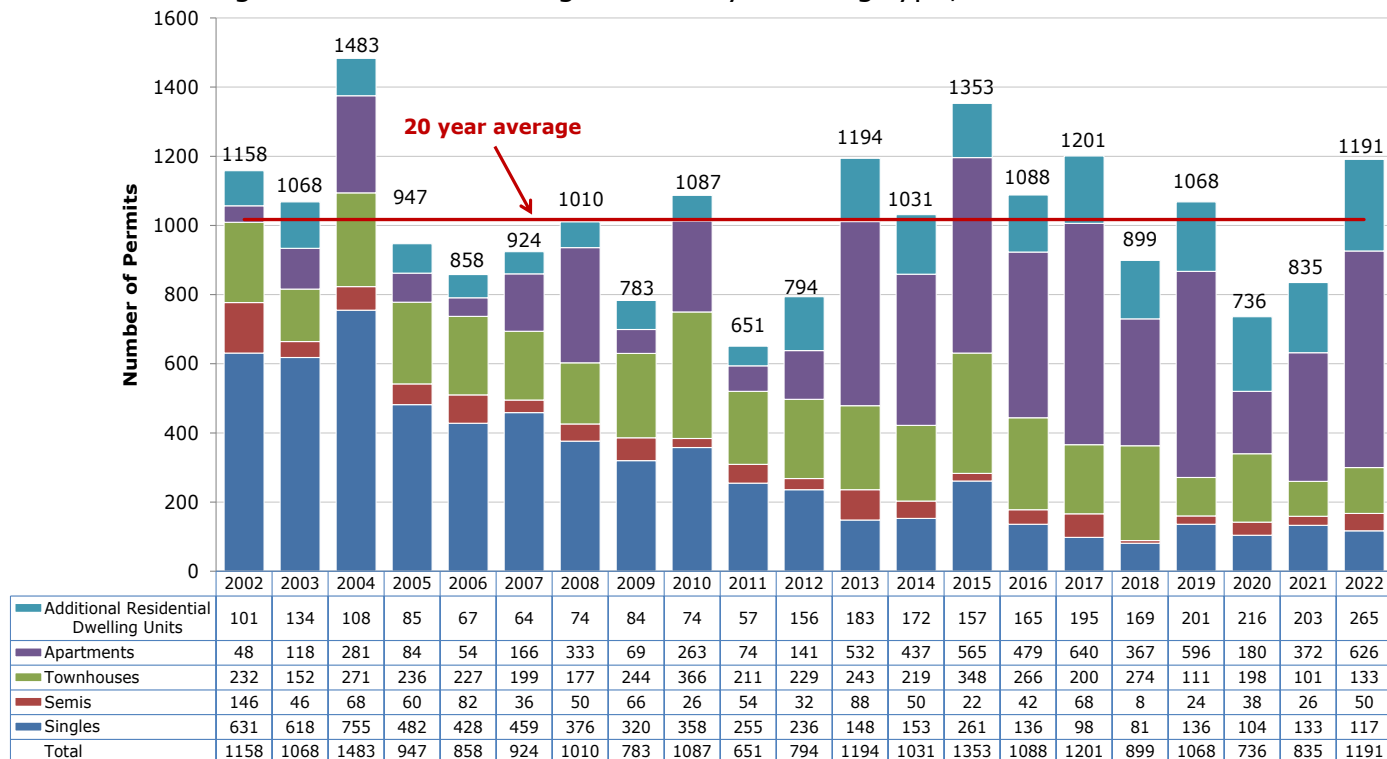
- City of Guelph Planning Services, 2022
- Statistics Canada, Labour force characteristics, 2022

⁴ Population excludes the net census undercoverage

3. Building permit activity

3.1 Historical building permits by dwelling type, 2002-2022

Figure 6. Issued Building Permits by dwelling type, 2002-2022



Residential permits remain strong over the long term⁵

With 1,191 newly constructed dwellings in 2022, it was the first time the number of residential permits exceeded the 20-year average since 2019. Apartments were the dominant type of unit constructed in 2022, representing 53 per cent of the newly created units, while single detached and semi-detached dwellings combined represent 14 per cent of the total units constructed. Additional Residential Dwelling Unit (ARDU) creation continues to be strong, representing 22 per cent of the newly created units in 2022.

When considering longer-term historical housing trends, townhouse and apartment units continue to be the dominant types of newly constructed housing units. This shift in the proportion of constructed dwelling types is in large part due to decreased housing affordability and demographic changes. The shift away from the construction of predominantly lower density forms of housing towards a more balanced housing stock in Guelph as highlighted in Section 5.3 of this report aligns with Provincial housing projections, the City’s growth management strategy, and Official Plan.

Source:

a) Building Permit Summaries, City of Guelph Planning Services, 2022

⁵ Note: only residential permits that resulted in a new unit capable of being occupied in the 2022 calendar year are included in the permit summaries of this report.

3.2 New monthly residential building permits by dwelling type for 2021 & 2022

Figure 7. Monthly Building Permit Summaries by Dwelling Type for 2021 & 2022

Month	Single-Detached		Semi-Detached		Townhouses		Apartments		Additional Residential Dwelling Units		Totals		Demolitions		Net Totals	
	2022	2021	2022	2021	2022	2021	2022	2021	2022	2021	2022	2021	2022	2021	2022	2021
January	19	13	4	2	15	44	0	0	20	18	58	77	3	0	55	77
February	30	13	32	2	32	0	33	0	14	8	141	23	1	2	140	21
March	7	12	2	4	34	0	0	89	21	25	64	130	1	2	63	128
April	4	22	2	8	2	16	117	0	20	9	145	55	2	0	143	55
May	4	6	2	2	0	0	32	0	23	18	61	26	3	4	58	22
June	11	8	2	2	44	0	105	278	21	14	183	302	3	0	180	302
July	13	8	0	0	0	0	0	0	24	11	37	19	3	0	34	19
August	8	11	0	0	0	0	0	5	20	17	28	33	1	0	27	33
September	8	7	2	0	0	0	193	0	17	20	220	27	1	3	219	24
October	3	18	2	0	6	1	2	0	38	20	51	39	1	0	50	39
November	4	5	2	6	0	40	0	0	27	24	33	75	0	0	33	75
December	6	10	0	0	0	0	144	0	20	19	170	29	1	0	169	29
Totals	117	133	50	26	133	101	626	372	265	203	1,191	835	20	11	1,171	824

Issued residential permits in 2022 are above long-term growth projections

The total number of residential units created in 2022 increased from the previous year. Several larger developments began construction in 2022, including an apartment building at 93 Arthur Street South (193 units), an apartment building at 78 Starwood Drive (144 units), an apartment building at 120 Huron Street that includes 33 affordable housing units (117 units), and the first phase of a large apartment development at 201 Elmira Road South (105 units). Additional residential dwelling unit apartment construction remained strong in 2022 with 265 new units created. Over the last 10 years, an average of 189 additional residential dwelling units have been created each year.

The proportional split between the housing types constructed in 2022 continues to be generally reflective of the City's long-term projected housing mix to 2051, which anticipates a lower proportion of new single and semi-detached units and a higher proportion of new townhouse and apartment units constructed annually. The 20 approved residential demolitions in 2022 were all single detached units and will result in the construction of 240 new residential units. Three of these demolitions are proposed to result in multiple unit dwellings with a 110-unit seniors apartment residence, a 98-unit apartment building and an 18-unit townhouse development. Five new single detached units will result from the demolition of two proposed severances, and nine of the approved demolitions will result in single replacement units. Four demolitions along Hanlon Road are necessary to allow for the future Hanlon Parkway interchange at Stone Road West and will not result in the creation of new units. The remaining two demolitions of single detached dwellings were either not used for residential purposes, or there are currently no future development plans. In total, there is proposed to be a net surplus of 220 residential units resulting from the demolitions of these 20 single detached dwellings in 2022.

Source: Building Permit Summaries, City of Guelph Planning Services, 2022

3.3 10-year residential permit summary by Urban Structure area

Figure 8. Annual building permit summary: Dwelling types by Urban Structure area

Building Permit Summary													
Unit Type		2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total	Average
Single Detached Units	Built-up Area	48	44	35	20	22	42	74	41	72	33	398	44
	Greenfield Area	100	109	226	116	76	39	62	63	61	84	852	95
Semi-Detached Units	Built-up Area	24	10	0	4	0	0	0	30	8	6	76	8
	Greenfield Area	64	40	22	38	68	8	24	8	18	44	290	32
Townhouses	Built-up Area	50	104	35	37	64	30	44	166	84	44	614	68
	Greenfield Area	193	115	313	229	136	244	67	32	17	89	1346	150
Apartments	Built-up Area	424	365	553	334	521	82	165	87	233	377	2764	307
	Greenfield Area	108	72	12	145	119	285	431	93	139	249	1404	156
Additional Residential Dwelling Units	Built-up Area	143	159	135	136	136	140	167	163	152	203	1331	148
	Greenfield Area	40	13	22	29	59	29	34	53	51	62	330	37
Total	Built-up Area	689	682	758	531	743	294	450	487	549	663	5846	585
	Greenfield Area	505	349	595	557	458	605	618	249	286	528	4750	475
	City-wide	1194	1031	1353	1088	1201	899	1068	736	835	1191	10596	1060

The range and mix of new housing aligns with the City’s growth vision and policies

Low density housing trends

The construction of single and semi-detached housing has remained steady over the past 10 years, averaging a combined total of 180 units per year, focussed largely within plans of subdivision in the designated greenfield area. In 2022, the construction of single and semi-detached housing in the designated greenfield area continued to outpace construction in the built-up area where 77 per cent of all new low-density housing constructed last year was in the designated greenfield area. This is close to the long-term average, where 71 per cent of all new low-density housing has been constructed in the designated greenfield area over the past decade. Overall, low-density residential construction continues to be surpassed by the construction of townhomes and apartments, especially within the built-up area.

High density housing trends

Most high-density forms of housing over the last 10 years have been constructed within the built-up area, where 60 per cent of all new apartments were constructed in 2022. This is consistent with the long-term trends for higher density forms of housing where 66 per cent of all new apartments have been constructed in the built-up area over the past decade. Apartments have become the dominant form of newly constructed dwelling units city-wide, representing 40 per cent of all new dwellings constructed over the past 10 years. Apartment construction is expected to continue to remain strong over the longer term which will contribute to Guelph’s growth targets, including the built-up area

intensification target, the Downtown density target, designated greenfield area density target, and the density targets for the strategic growth areas.

Overall housing trends

While there are annual variations in the mix of constructed housing types, over the past decade, townhouses and apartments have been the dominant form of housing type constructed, contributing to a more balanced range and mix of housing and offering greater housing choice.

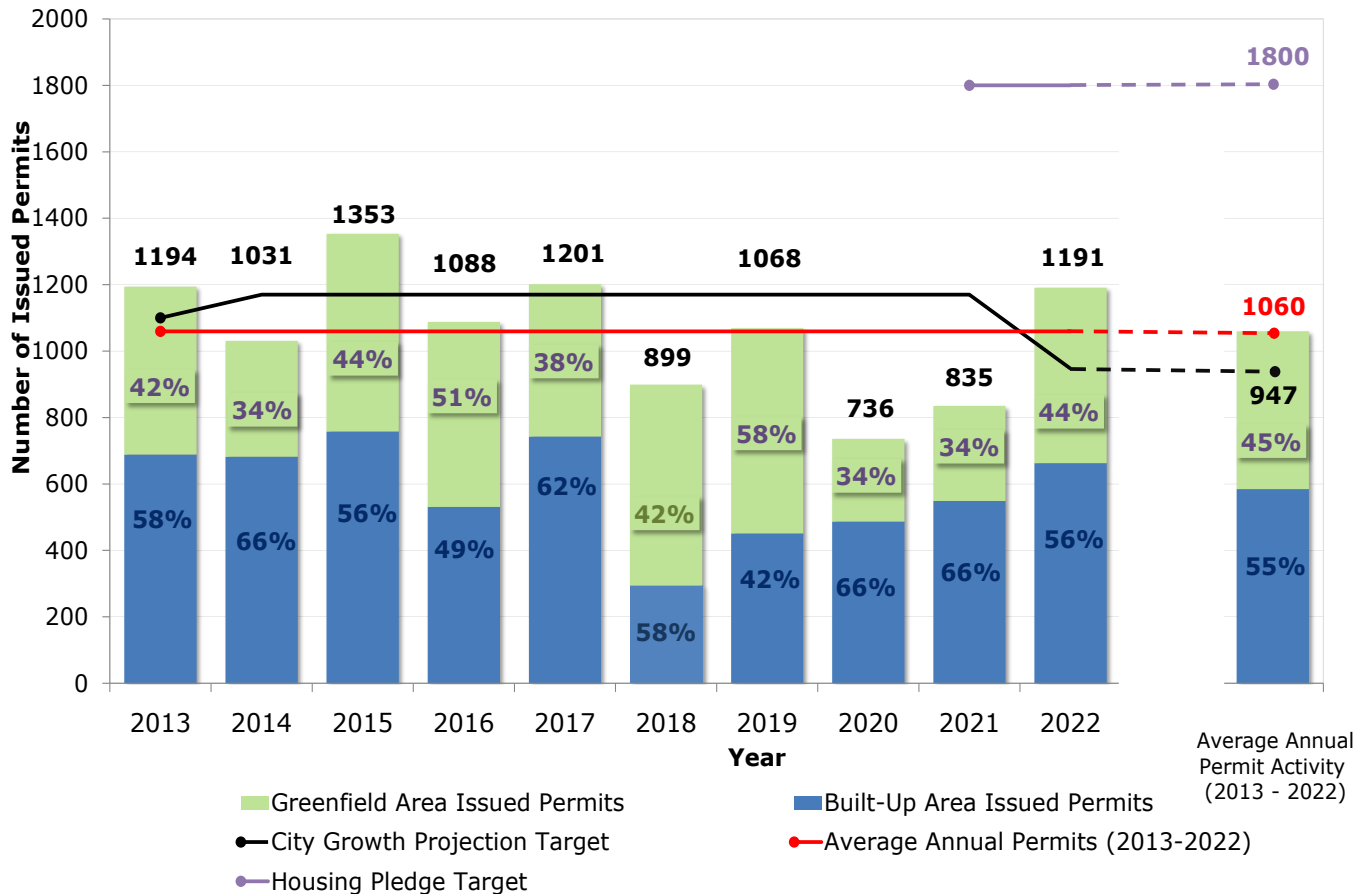
Source: Building Permit Summaries, City of Guelph Planning Services, 2022

4. Growth Targets

4.1 Built-up area

4.1.1 10-year built-up area rate of intensification

Figure 9. Residential permits by built-up and designated greenfield area



Intensification rate remains strong and meets the minimum intensification target

The City's intensification target is a minimum of 46% of all residential development occurring annually within the delineated built-up area to the year 2051. Prior to Official Plan Amendment 80, Guelph was planning to achieve 40 per cent of its future residential development in the built-up area. Much of the residential development in the built-up area has been the result of apartment construction, primarily through redevelopment of properties in the City's Downtown and areas where intensification has been prioritized along major roads.

In 2022, Guelph achieved an intensification rate of 56 per cent, which meets the City's updated minimum annual intensification target of 46 per cent. This intensification rate was achieved through the development of apartment buildings at 93 Arthur Street South (193 units) and 20 Huron Street (117 units), a townhouse development at 20 Gosling Gardens (44 units), two affordable apartment housing projects with 32 units each at 721 Woolwich Street and 10 Sheldale Crescent, and a record number of additional residential dwelling units in 2022, adding another 203 units to the built-up area.

Several developments were also approved in the built-up area that will contribute to intensification in future years. These include: an apartment building at 47 Willow Road (115 units); two apartment buildings at 11 Silvercreek Parkway North (148 units combined); a townhouse development at 710 Woolwich Street (96 units); a mixed development at 300 Grange Road (48 units); and a townhouse development at 77 Victoria Road North (24 units). Combined, these approved developments added 431 units to the City's housing supply in the built-up area in 2022.

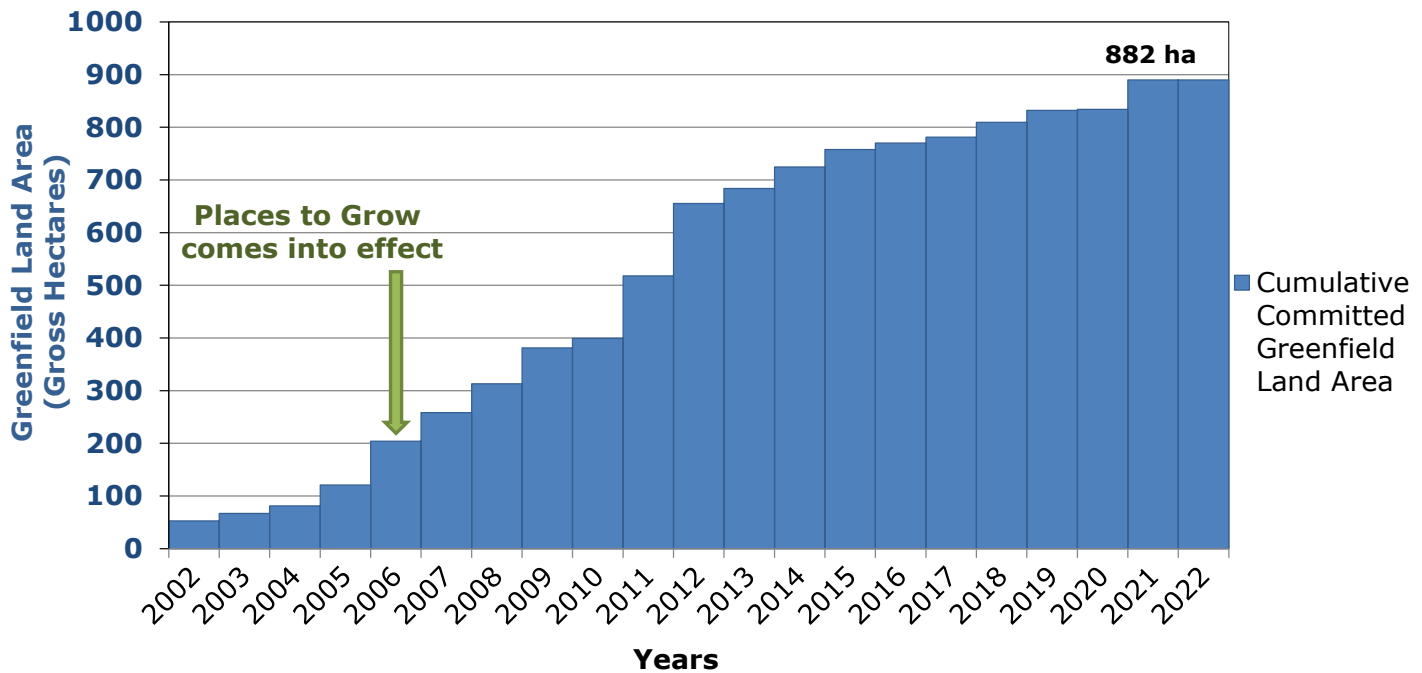
Over the last 10 years, Guelph has on average been exceeding the minimum intensification target, with an average intensification rate of 55 per cent.

Source: Building Permit Summaries, City of Guelph Planning Services, 2022

4.2 Designated greenfield area

4.2.1 Committed greenfield lands (gross area) 2002-2022

Figure 10. Cumulative committed greenfield lands



Development in the designated greenfield area is in line with A Place to Grow policies

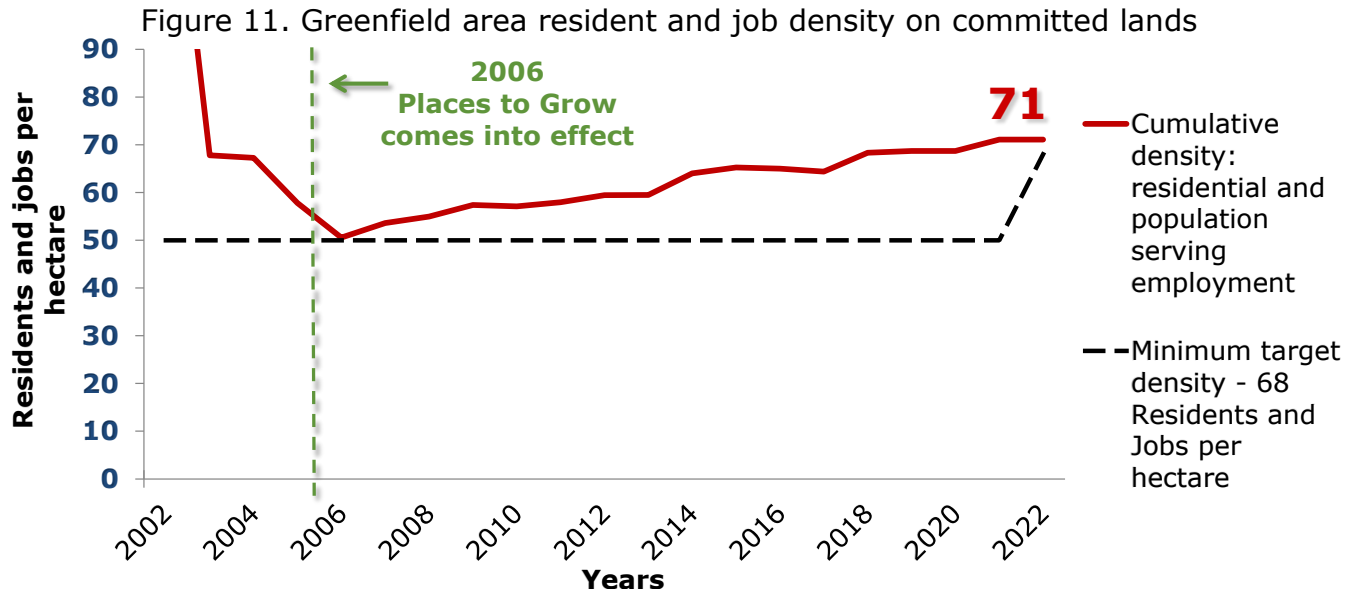
The designated greenfield area is delineated in the Official Plan. Development within the greenfield area is to be compact and occur at densities that support walkable communities, cycling and transit and promote live/work opportunities.

The figure above illustrates the cumulative rate in which lands are being committed for development each year within the designated greenfield area. Prior to the effective date of the Growth Plan in 2006, the designated greenfield area included lands with existing planning approvals, which had not yet been constructed. For this reason, the chart illustrates a timeline prior to the effective date of the Growth Plan. Through the annexation of the Dolime Quarry lands in 2021, and the conversion of the non-settlement area to designated greenfield area through Official Plan Amendment 80, the designated greenfield area increased by 243 hectares. By the end of 2022, 882 hectares, or 37 per cent of the City's 2353 hectares of designated greenfield area had planning commitments, inclusive of natural areas protected through the plan of subdivision process. This figure remained stable over the past year as additional lands within the designated greenfield area await planning commitments.

Several future developments in the designated greenfield area are anticipated to increase the number of committed greenfield lands as additional phases of greenfield plans of subdivisions become registered over the coming years. A few of these subdivisions include: 635 Woodlawn Road East; 55 & 75 Cityview Drive North; and 20 & 37 Cityview Drive North. Both the Guelph Innovation District, and the Clair-Maltby Secondary Plan (once approved) will provide additional opportunities for future development and will further increase the quantity of committed lands in the designated greenfield area.

Source: City of Guelph Planning Services, 2022

4.2.2 Greenfield area cumulative density within committed lands



Committed⁶ greenfield lands are meeting the minimum greenfield density target

Following provincial approval of Official Plan Amendment 80 to conform to the policy framework of A Place to Grow (2019), the method for calculating greenfield densities was revised to exclude employment areas and all natural areas and features that are mapped in Guelph’s Official Plan as part of the City’s natural heritage system. Under previous Provincial policy frameworks, the greenfield area density was calculated across the entire designated greenfield area, excluding only those areas where provincial plans and policies prohibited development. This means that lower density employment areas were considered in the greenfield density calculation, as well as portions of the City’s natural heritage system, such as buffers to natural areas and features, and restoration areas that are not prohibited from development under provincial policy. The chart above depicts the greenfield density using the revised method for calculating the greenfield area density, applied retroactively dating back to 2002.

Committed lands within Guelph’s designated greenfield area are currently estimated to be achieving a density of 71 residents and jobs per hectare. This density is equivalent to 55 residents and jobs per hectare when using the previous method of calculating the greenfield density, which included portions of the natural heritage system and employment areas. Official Plan Amendment 80 updated the minimum density target for the designated greenfield area to 68 residents and jobs per hectare.

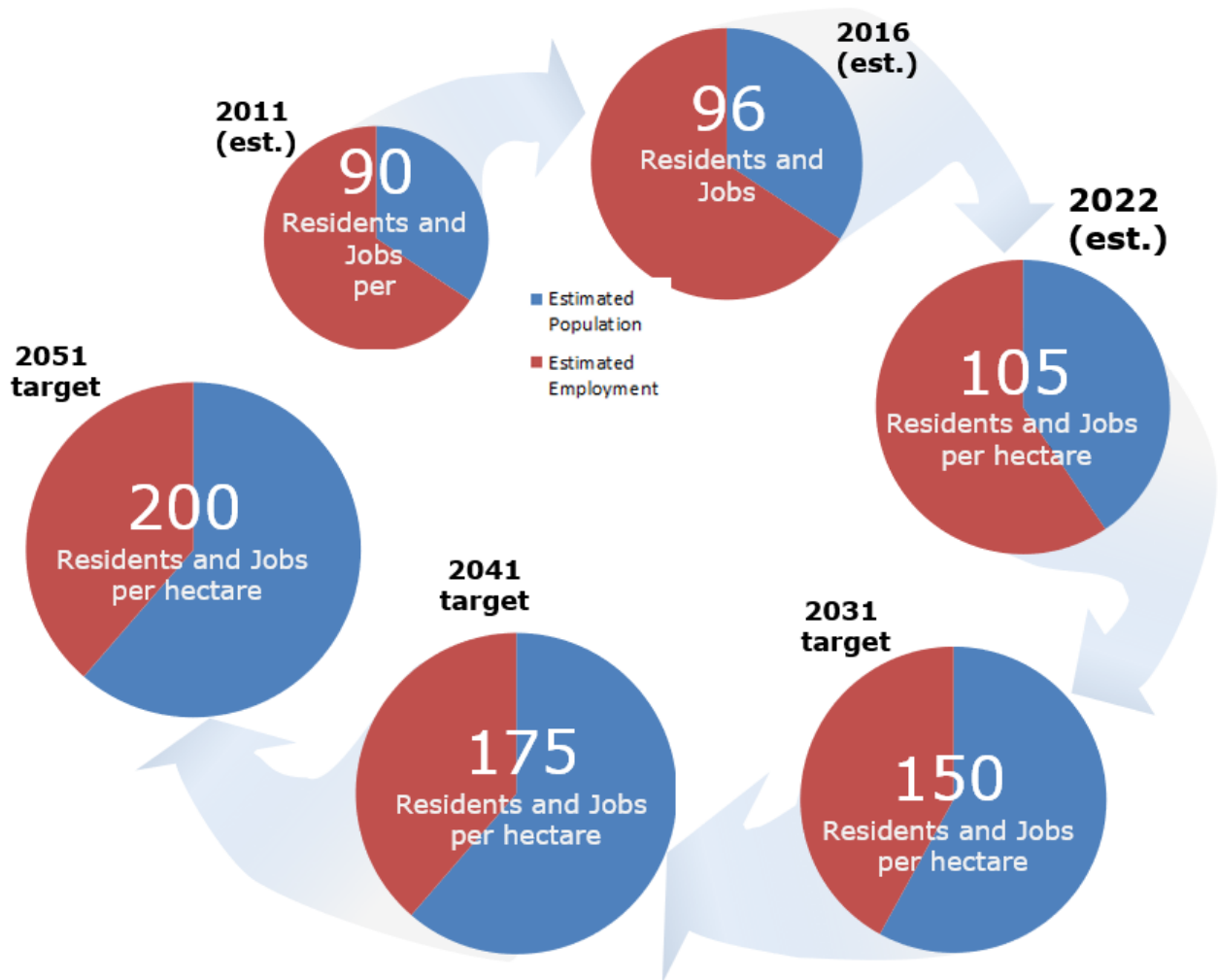
In the chart above, an initial density spike in 2002 on the first lands to be committed in the designated greenfield area was due to the approval of several high density commercial and apartment developments. In the following years, the designated greenfield area density declined due to the registration of plans of subdivision predating the 2006 Growth Plan, comprised largely of low-density forms of housing. Greenfield densities began to trend steadily upwards starting in 2009, reflecting plans of subdivision registered after the 2006 Growth Plan came into effect.

Source: City of Guelph Planning Services, 2022

⁶ Committed refers to lands within registered plans of subdivision and lands that have been rezoned outside of plans of subdivision.

4.3 Urban Growth Centre density

Figure 12. Urban growth centre population and employment density, 2022



The City is on track to achieve its urban growth centre density target

The City of Guelph’s urban growth centre (Downtown) is being planned to accommodate a minimum density target of 150 residents and jobs per hectare by the year 2031, in accordance with A Place to Grow. Official Plan Amendment 80 also introduced density targets for Downtown for 2041 (175 residents and jobs per hectare) and for 2051 (200 residents and jobs per hectare).

Downtown building permit activity in 2022 resulted in 194 new residential units along with approximately 150 square metres of new commercial floorspace. This development increased the overall Downtown density from 102 to 105 residents and jobs per hectare in 2022. Future increases to the Downtown density are anticipated to result from residential development in the form of medium and high-density residential units.

Progress towards achievement of the urban growth centre minimum density target will continue through implementation of the Downtown Secondary Plan and the City’s growth management strategy that will result in future intensification in the Downtown.

Source: City of Guelph Planning Services, 2022

4.4 Strategic growth area density

Figure 13. Strategic growth areas

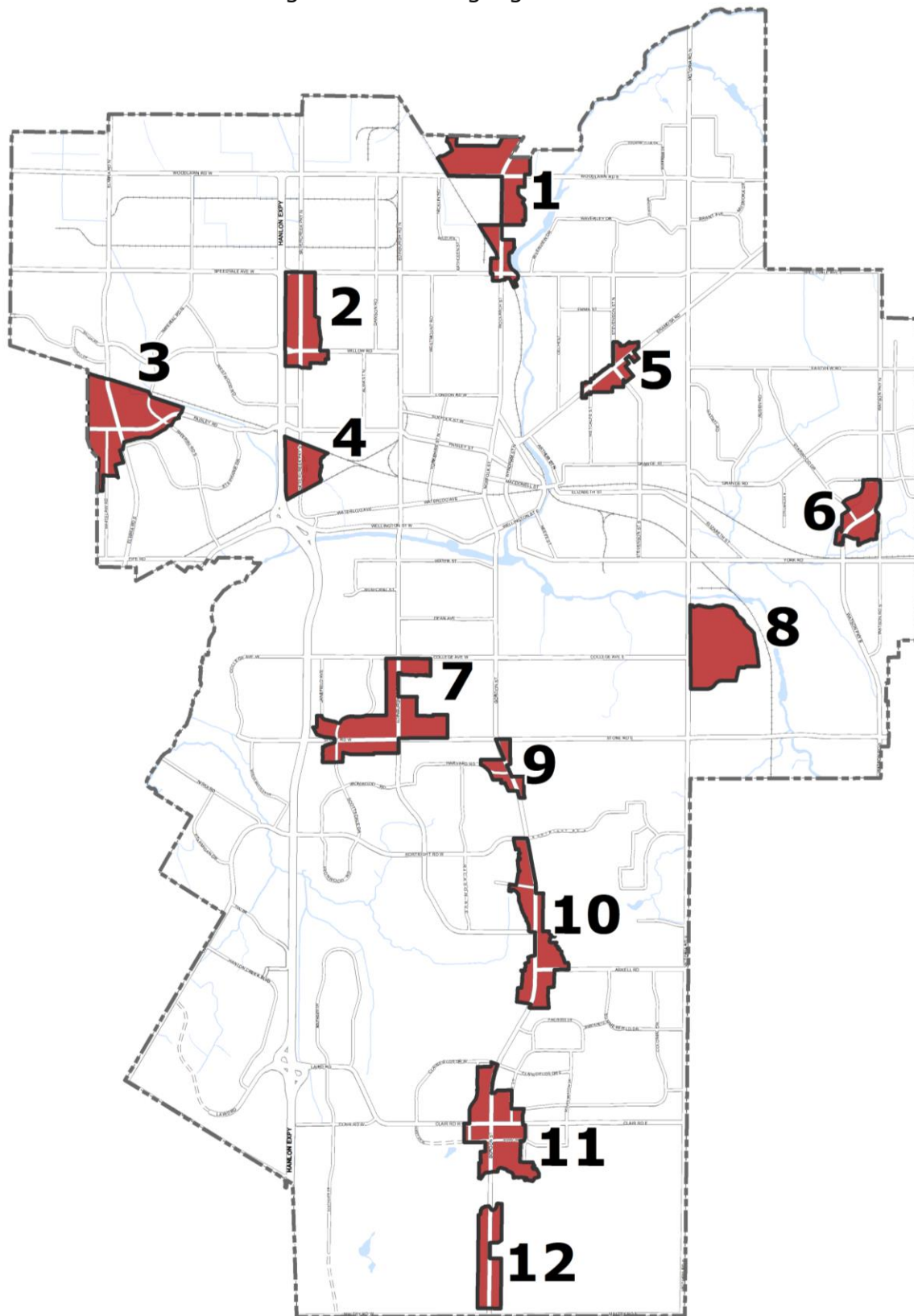


Figure 14. Strategic growth area density targets

Map ID	SGA Density Maps	Baseline Density (2021)	Current Density (2022)	Target Density
1	Woodlawn Road/Woolwich Street	63	65	120
2	Silvercreek Parkway	59	59	100
3	Paisley Road/Imperial Road	35	41	110
4	Silvercreek Junction	0	0	130
5	Eramosa Road	48	48	100
6	Watson Parkway/Starwood Dr	42	71	160
7	Stone Road at Edinburgh Road	61	61	130
8	Guelph Innovation District	0	0	100
9	Gordon Street at Harvard Road	50	50	100
10	Gordon Street at Arkell Road	58	58	120
11	Gordon Street at Clair Road	49	51	130
12	Gordon Street in Clair-Maltby	6	6	100

A Place to Grow directs municipalities to identify strategic growth areas in their Official Plans. These areas are defined as the focus for accommodating intensification and higher-density mixed uses in a more compact built form along major roads. Minimum density targets apply to the strategic growth areas as defined in Figure 14 above.

A baseline density for these strategic growth areas was determined in 2021 as background to Official Plan Amendment 80, and each year the densities will be monitored and updated in accordance with any residential or employment growth. In 2022, several new developments began construction within the strategic growth areas, including 164 suites and apartment units at 601 Scottsdale Drive, 144 apartment units at 78 Starwood Drive, 105 apartment units at 201 Elmira Road South, 44 townhouses at 20 Gosling Gardens, and 32 apartment units at 721 Woolwich Street.

Development approvals in 2022 are expected to result in 160 new apartment units at 111-193 Silvercreek Parkway North, 96 townhouses at 710 Woolwich Street. These developments will all contribute to future density increases in Guelph’s strategic growth areas.

Source: City of Guelph Planning Services, 2022

5. Housing

5.1 Housing supply

Figure 15. Housing supply in the built-up area

Supply	Single Detached	Semi-Detached	Townhouses	Apartments	Total Units	Years of Supply
Short term supply	103	12	452	2393	2960	3.1
Designated and Available	296	4	1118	4,921	6339	6.7
TOTAL	399	16	1570	7314	9299	9.8

Figure 16. Housing supply in the designated greenfield area

Supply	Single Detached	Semi-Detached	Townhouses	Apartments	Total Units	Years of Supply
Short term supply	240	8	433	2038	2719	2.9
Designated and Available	1058	4	1517	2,367	4946	5.2
TOTAL	1298	12	1950	4405	7665	8.1

Figure 17. City-wide housing supply

Supply	Single Detached	Semi-Detached	Townhouses	Apartments	Total Units	Years of Supply
Short term supply	343	20	885	4431	5679	6.0
Designated and Available	1354	8	2635	7,288	11285	11.9
TOTAL	1697	28	3520	11719	16964	17.9

Note: The total city-wide housing supply in Figure 17 is the sum of the corresponding cells from the built-up area housing supply in Figure 15 and the designated greenfield area housing supply in Figure 16. Totals in the charts above may not add due to rounding. Guelph is meeting its housing supply requirements

These charts illustrate Guelph's future housing supply by unit type on lands that are available for development. For 2022, Figure 15 demonstrates 9.8 years of housing supply in the built-up area, while Figure 16 demonstrates 8.1 years of housing supply in the designated greenfield area, totalling a city-wide housing supply of 17.9⁷ years as shown in Figure 17.

The supply of housing on lands that are designated and available was updated in 2022 as part of the update to the City's growth management strategy to achieve the forecast population of 208,000 residents by 2051. This update includes future housing supply in the newly delineated strategic growth areas, Downtown, and lands redesignated through Official Plan Amendment 80, such as portions of the Rolling Hills subdivision in southeast Guelph. The Provincial Policy Statement (PPS, 2020) directs municipalities to maintain enough land available to accommodate a 3-year supply of residential growth on lands that are zoned and serviced (short term supply) and a 15-year supply of residential growth on lands that are designated and available. To determine the years of remaining housing supply, a long-term average of 947 units per year to achieve the forecast population of 208,000 people by 2051 is applied.

⁷ Through the Shaping Guelph Land Needs Assessment, up to 39 years of future housing supply was identified.

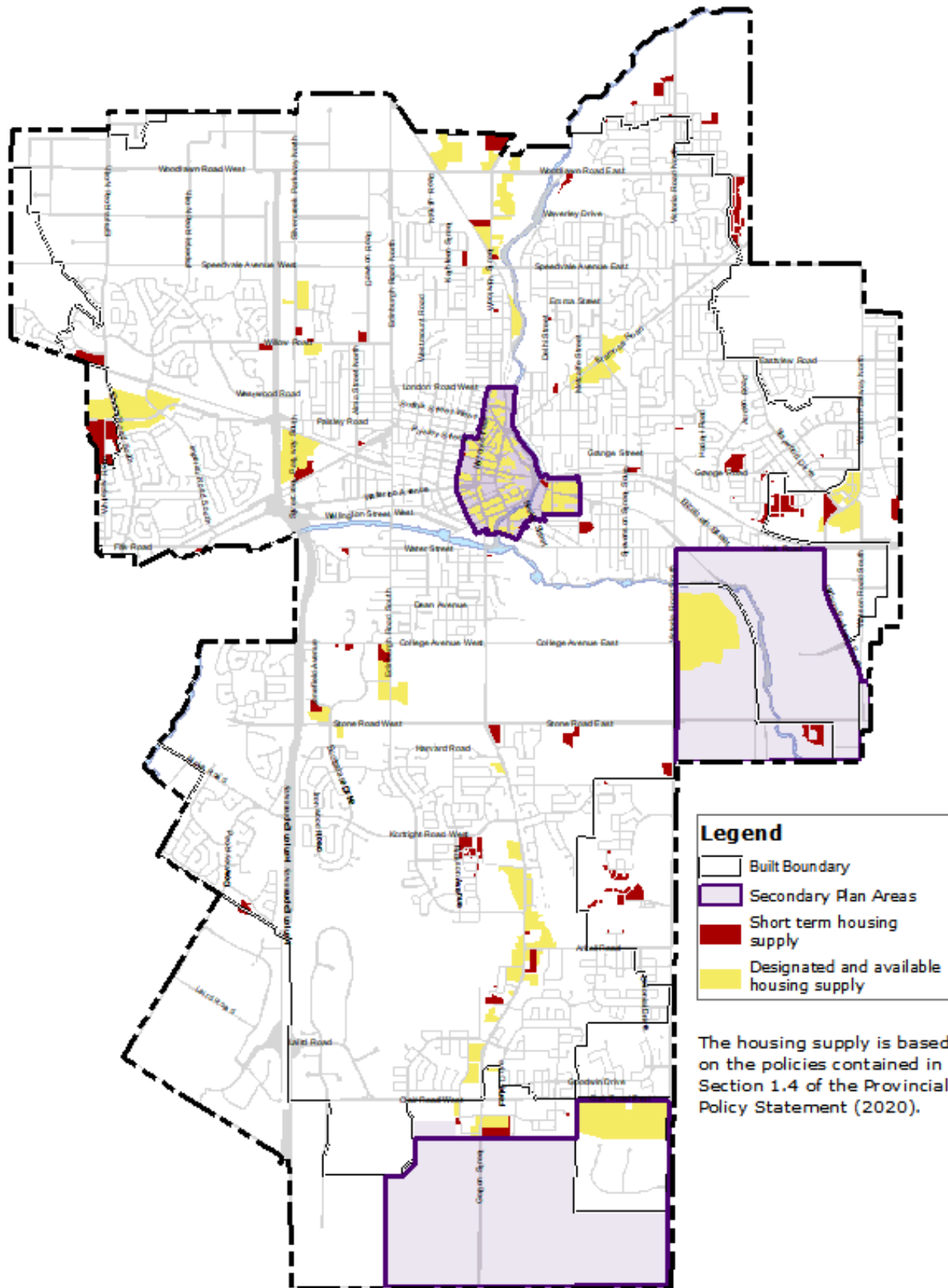
In 2022, Guelph had enough available land to supply 6 years of housing on land that is zoned and serviced, which meets the PPS' minimum short-term housing supply requirement of three years. With 17.9 years' worth of housing supply on lands designated and available, Guelph meets the PPS' minimum requirement of 15 years. Additional short-term housing supply is available with the approval of the [Comprehensive Zoning Bylaw Review](#), subject to appeals, which pre-zoned sites for development. Additional housing supply will also become available following the approval of the Clair-Maltby Secondary Plan and the designation of lands within the secondary plan area.

Figure 18. City-wide short term housing supply

City-wide short term housing supply	Single Detached	Semi-Detached	Townhouses	Apartments	Total Units	Years of Supply
Zoned sites (outside plans of subdivision)	30	0	379	3301	3710	3.9
Sites in draft approved plans of subdivision	156	4	41	262	463	0.5
Sites in registered plans of subdivision	157	16	465	868	1506	1.6
TOTAL	343	20	885	4431	5679	6.0

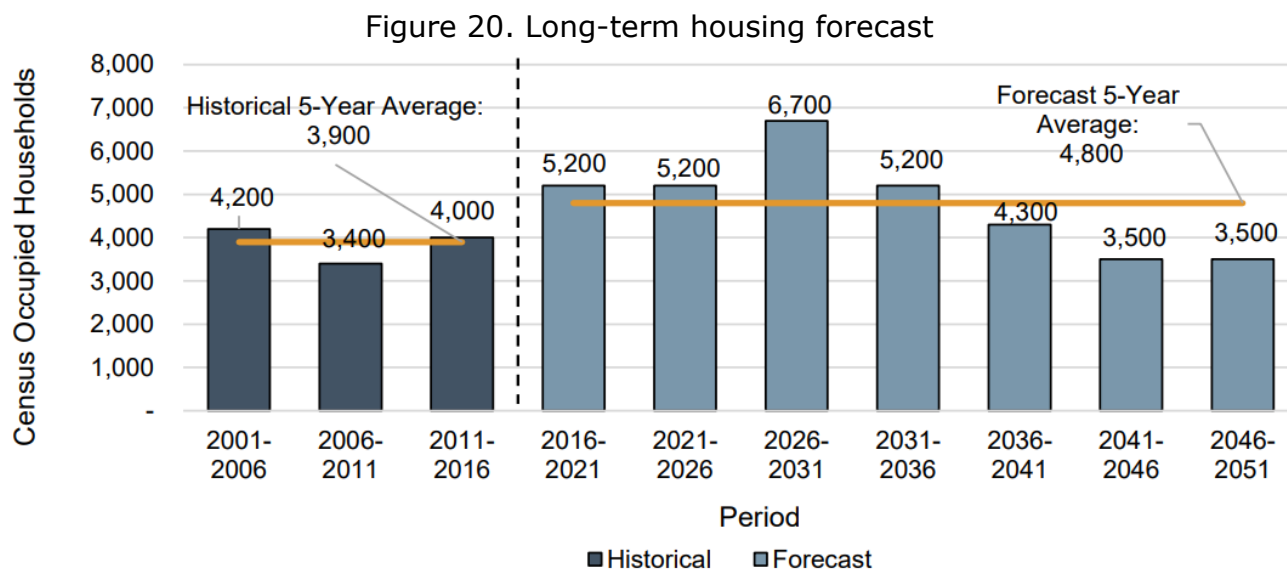
When taking a deeper look into Guelph's short term housing supply as seen in Figure 18 above, most of the Guelph's short-term housing supply is located on sites that are zoned outside of plans of subdivision, with available supply of over 3,700 units generating a 3.9-year supply of housing. Additional supply of 1,500 units is located within draft approved and registered plans of subdivision, generating an additional 1.6-year supply of housing.

Figure 19. City of Guelph housing supply sites, 2022



Source: City of Guelph Planning Services, 2022

5.2 City of Guelph housing forecast



The long-term housing forecast anticipates a shift in the mix of housing types

The housing forecast as presented in the City’s [Long-Term Population and Housing Growth Analysis](#), completed as background to Official Plan Amendment 80, illustrates the number of units that are anticipated to be needed to meet the population forecast of 208,000 people by 2051. Over the forecast period to 2051, housing growth is anticipated to be stronger during the first half of the forecast period to 2036. Over the longer-term post-2036, housing growth is anticipated to gradually slow due to the aging of the existing population base to an average of 753 units constructed per year. Throughout the entire forecast period, a long-term average of 947 residential units are targeted to be constructed annually to meet the City’s population forecast of 208,000⁸ (201,000⁹) residents by 2051.

In 2022, 1,191 residential units were created, which is above the long-term average annual target of 947 residential units to 2051.

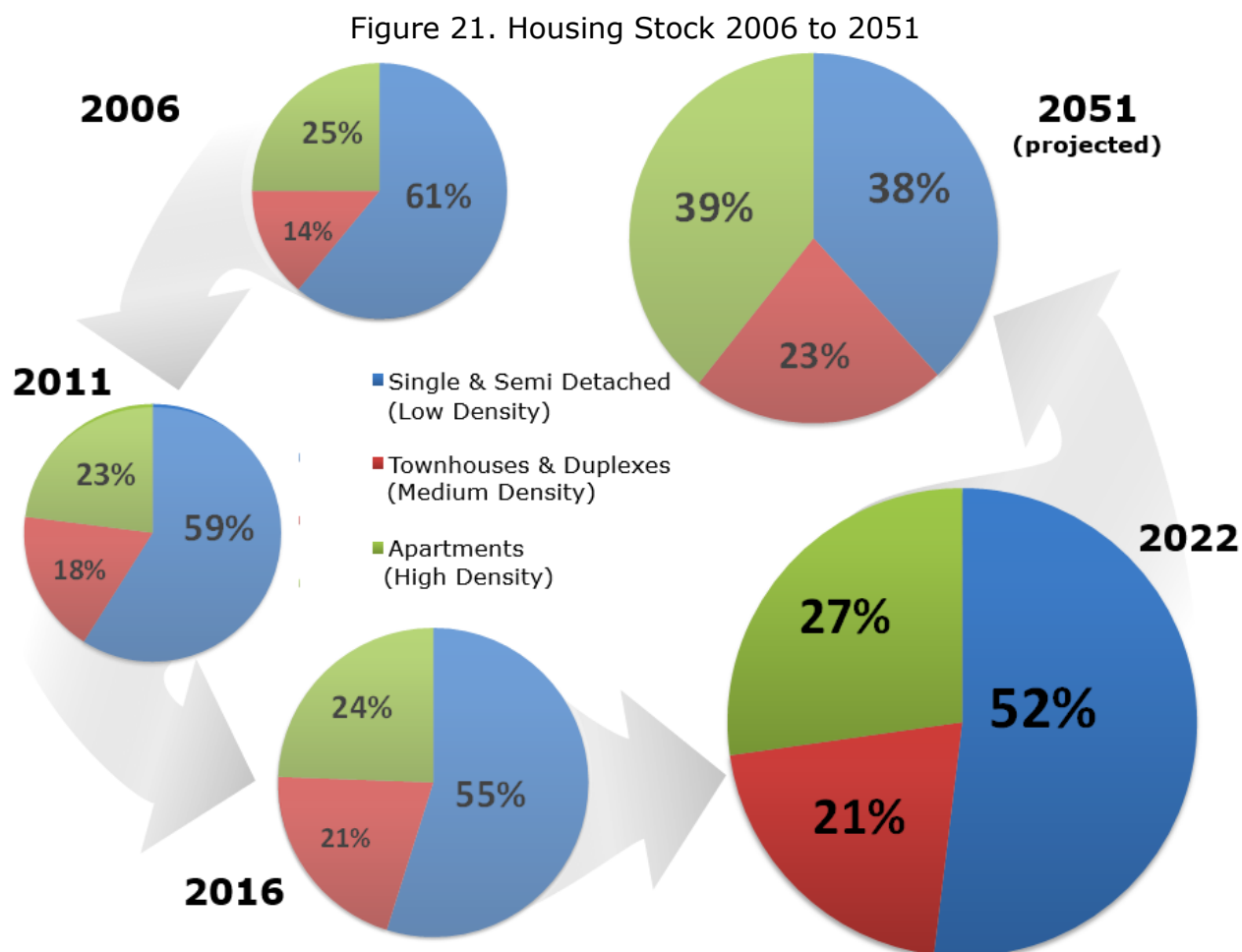
The housing forecasts will continue to be monitored and will consider the new housing pledge targets based on the new residential building permits that are issued each year.

Source: Long-Term Population and Housing Growth Analysis, 2022

⁸ The population including the net census undercoverage, which is the equivalent target forecast population from A Place to Grow

⁹ The population excluding the net census undercoverage

5.3 City of Guelph housing mix: total housing stock, 2006 to 2051



The City's housing stock is continuing to become more balanced

Guelph's existing housing stock is predominantly comprised of low-density housing in the form of single detached and semi-detached units. A shift in the demand for different forms of housing resulting from decreasing housing affordability, combined with policies that promote transit supportive densities is resulting in increased construction of townhouses and apartments. The increased construction of medium and high-density forms of housing will result in a shift to the City's housing stock, which is planned to become more balanced by 2051 and accommodate a greater range of housing choice to meet the needs of current and future residents. By 2051, it is anticipated that 38 per cent of the City's total housing stock is forecast to be in low-density forms of housing, 23 per cent townhouses and duplexes, and 39 per cent in the form of apartments.

Between 2006 and 2022, Guelph's housing mix has become more balanced, with the proportion of single detached units declining from 61 per cent in 2006 to 52 per cent of Guelph's total housing stock in 2022. Townhouses represent 21 per cent of the City's current housing stock, an increase from 14 per cent in 2006, while apartments have increased their share of the City's housing stock to 27 per cent in 2022.

Source:

a) Building Permit Summaries, City of Guelph Planning Services, 2022

6. Affordable housing

6.1 Achievement of affordable housing targets

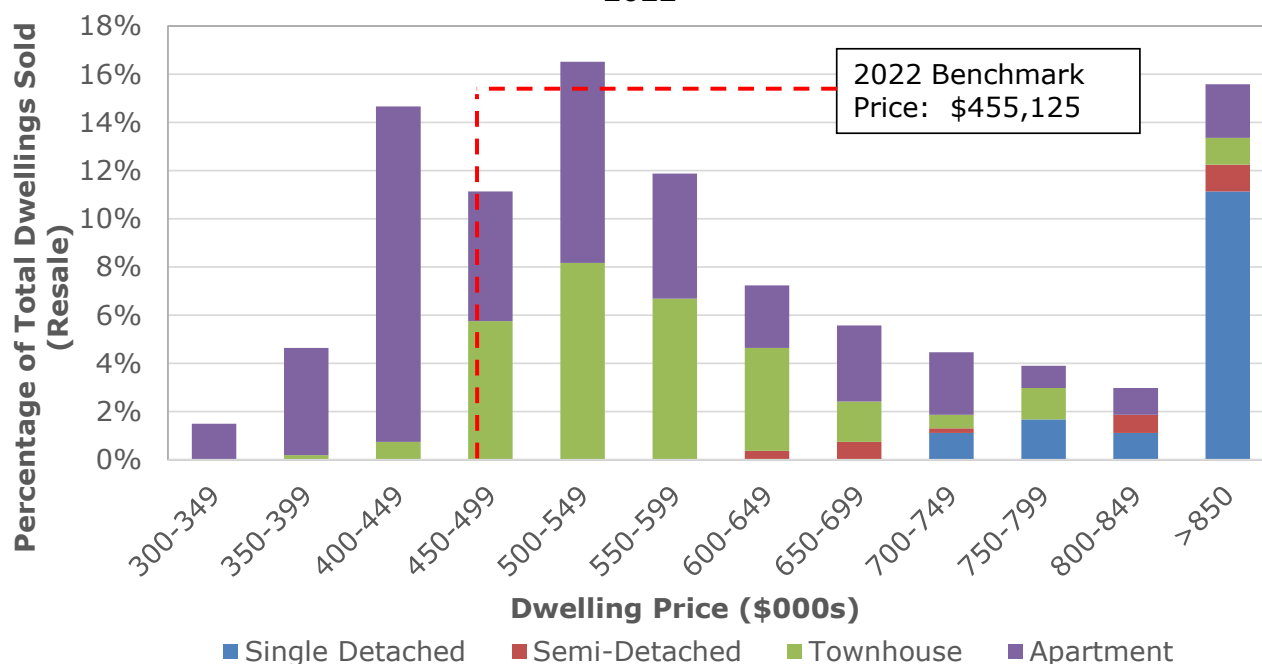
Guelph did not meet the target for affordable ownership, but exceeded the target for affordable purpose-built secondary rental units

The City of Guelph sets an annual affordable housing target of 30 per cent of all newly constructed residential units. This target is further broken down by housing tenure as follows:

- 25 per cent affordable ownership units;
- 1 per cent affordable primary rental units; and,
- 4 per cent affordable purpose-built secondary rental units (which includes additional residential dwelling units)

Achievement of the target is measured against the benchmark prices and rents that are set annually. For 2022, the benchmark affordable ownership price was \$455,125. For 2022, the affordable rent was \$1,372.

Figure 22. Percentage of newly constructed dwellings by sale price by type of unit in 2022



Source: City of Guelph Planning Services, 2022. Data from MPAC.

Affordable housing - ownership units

For the year 2022, 22 per cent of newly constructed residential units were sold below the affordable housing ownership benchmark price of \$455,125, which does not meet the affordable ownership target of 25 per cent. This is down from 28 per cent in 2021 and 50 per cent in 2020. Among the new residential units that sold below the benchmark price in 2022, 96 per cent were apartment units, while the remaining 4 per cent were townhouses.

Affordable housing – purpose built secondary rental units

In 2022, 265 additional residential units were created, which are considered to be purpose built secondary rental units. Based on the latest registered accessory apartment survey results, it is assumed that 131 of the 265 units would be offered for rent below the 2022 rental benchmark price of \$1,372. Those 131 units represent 11 per cent of all new residential units created in 2022, which exceeds the City's affordable purpose-built secondary rental unit target of 4 per cent.

Affordable housing – purpose built primary rentals

The target for purpose built primary rentals is 1 per cent of all newly constructed units, measured as an average over a 5-year period. This target was last reported on in the 2020 Growth Management and Affordable Housing Monitoring report which concluded that no purpose-built rentals constructed in the previous 5 years met the affordable housing rental benchmark price. However, in 2022 construction began on four new affordable housing developments. These include: a 32-unit supportive housing development was at 10 Shelldale Crescent, a second 32-unit supportive housing development at 721 Woolwich Street, 30 affordable rental units at 120 Huron Street, and a renovation of the group home at 51 Bellevue Street that will add 8 new supportive housing units through the Youth Supportive Housing program. Construction also concluded on the 80 affordable housing units geared towards seniors at

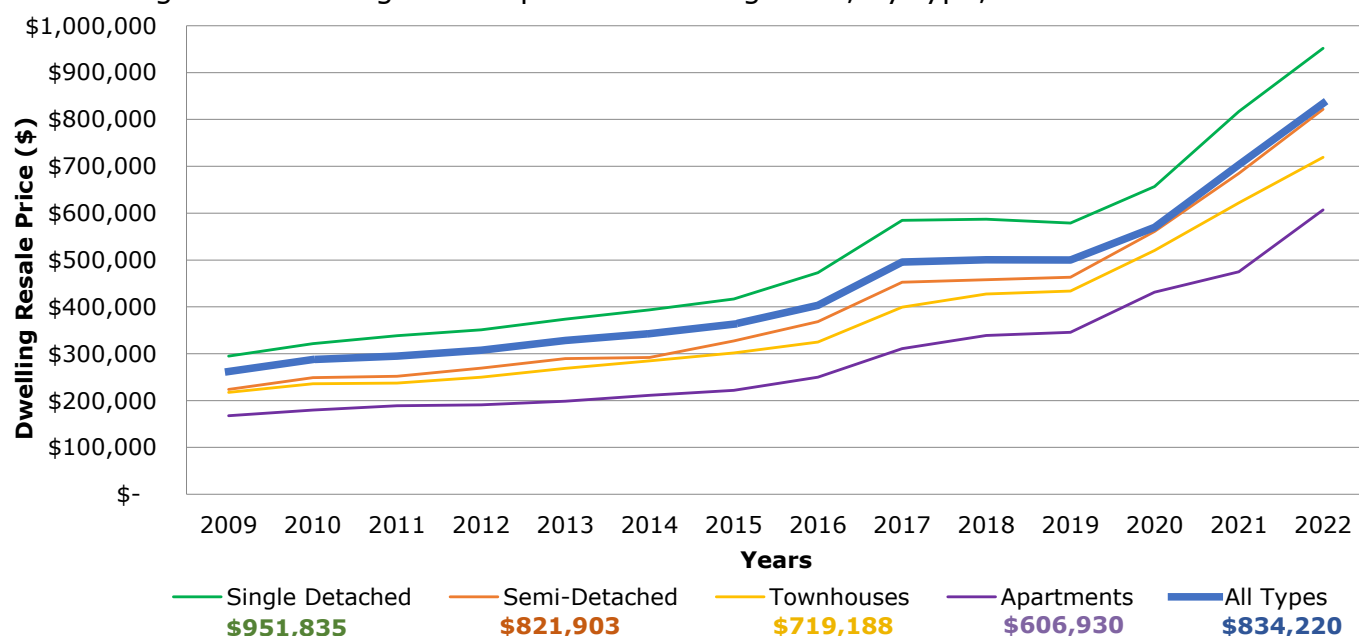
According to CMHC's primary rental market statistics for private rental apartments in Guelph, the average rental rates for bachelor apartments (\$990) and 1-bedroom apartments (\$1,340) were below the 2022 affordable benchmark price of \$1,372.

6.2 Setting 2023 affordable ownership housing benchmark prices

Each year the City calculates the affordable housing benchmarks for ownership housing based on the lowest of a market and income-based calculations, as per provincial policy. These benchmarks are used to determine if the City’s affordability housing targets for home ownership have been met. The 2023 benchmarks will be set using 2022 data. The recent trends in housing prices and sales that have occurred through the early part of 2023 are not reflected in the data presented in this report.

Affordable ownership housing benchmark – market-based¹⁰

Figure 23. Average resale price of dwellings sold, by type, 2009 to 2022



Source: City of Guelph Planning Services, 2022. Data from MPAC

In 2022, the average resale price for all types of dwellings sold in Guelph was \$834,220, an increase of approximately \$131,000, or 19 per cent above the average resale price of \$702,964 in 2021. Single detached homes were the most expensive type of unit sold in 2022 with an average resale price of \$951,835, an increase of 17 per cent over the previous year. Apartment units were the least expensive types of units sold in 2022, but had the largest percentage increase in prices year over year, with resale prices averaging \$606,930 in 2022, an increase of approximately \$132,000, or 28 per cent from 2021.

Between 2009 and 2022, average resale prices for all types of units increased on average by 17 per cent per year. Over that same period, prices for single detached homes increased by an average of 17 per cent per year, townhouse prices increased by

¹⁰ The affordable housing market-based benchmarks for 2023 are calculated based on the definition of affordable in the Provincial Policy Statement, 2020. The method for calculating the market-based affordable housing benchmark will be updated in future reports once the changes to the Development Charges Act through Bill 23 are proclaimed which amend the definition of affordable housing.

an average of 18 per cent per year, while semi-detached and apartment prices increased by an average of 20 per cent per year.

The ownership affordable market-based benchmark is calculated as housing for which the purchase price is at least 10 per cent below the average purchase price of a resale unit in the regional market area. The ownership affordable market-based benchmark for 2023 is \$750,798.

Affordable ownership housing benchmark – income-based

Figure 24. Maximum affordable homeownership prices by income percentile for all Guelph households, 2022

Percentile	10th	20th	30th	40th	50th	60th	70th	80th	90th
Income of All Households (\$)	\$33,781	\$52,107	\$68,445	\$84,452	\$102,668	\$122,539	\$145,722	\$175,529	\$227,414
Affordable House Price (\$)	\$89,151	\$159,322	\$221,884	\$283,178	\$352,927	\$429,016	\$517,787	\$631,921	\$830,599

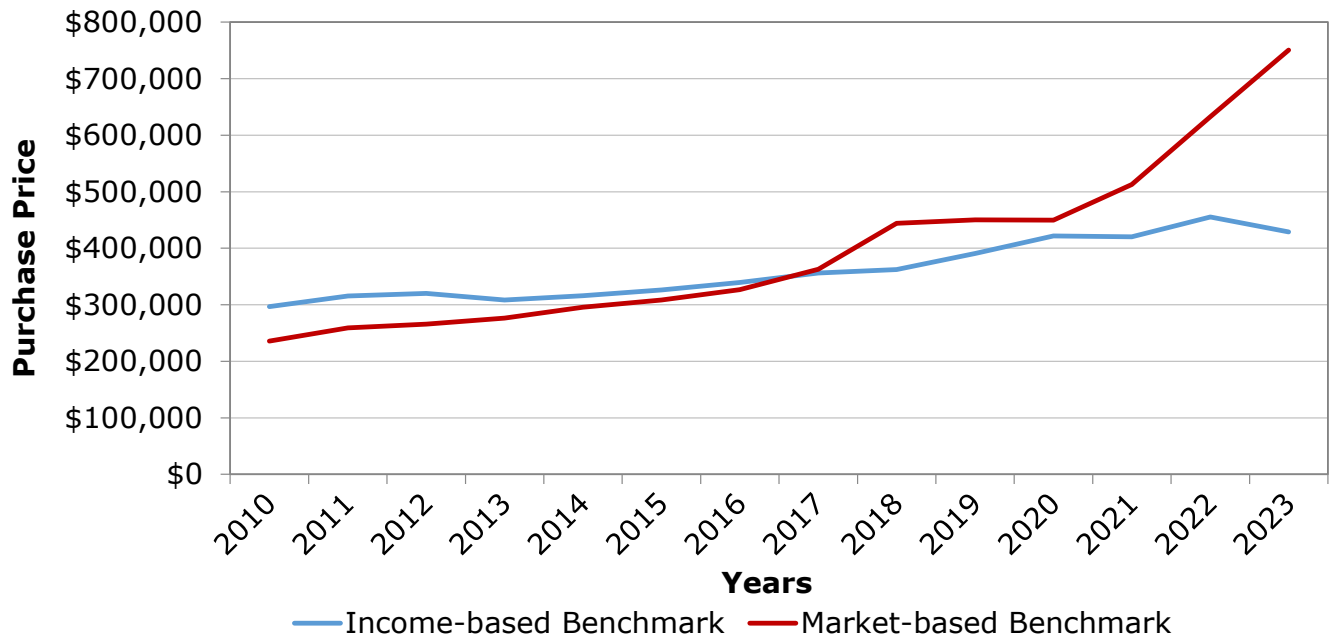
Source: City of Guelph Planning Services, 2022. Data from Statistics Canada.

In 2022, the total household income for the 60th percentile for all households was \$122,539, which is based on updated 2020 incomes from the 2021 Census, adjusted for inflation based on the Consumer Price Index for Ontario (all items).

The ownership affordability income-based benchmark for 2023 is \$429,016, which is a decrease of \$26,109 from the 2022 income-based benchmark. The decrease to the affordable income-based benchmark is primarily due to the recent increases in mortgage lending rates. The Bank of Canada raised its policy interest rates from 0.25 per cent in January of 2022 to 4.25 per cent by the end of last year, which led to an increase in the average 5-year fixed rate on new mortgages from 2.12 per cent to 4.79 per cent in 2022. Increases in mortgage lending rates reduces the purchasing power of home buyers, meaning that buyers were able to afford a more expensive home in early 2022 than they could towards the end of the year.

Setting the affordable ownership housing benchmark for 2023

Figure 25. Comparing income and market-based affordable ownership housing benchmark 2010-2023



Source: City of Guelph Planning Services, 2022. Data from MPAC and Statistics Canada
Calculating the 2023 affordable ownership housing benchmark involves determining the less expensive of:

- 1) Income based benchmark - housing for which the purchase price results in annual accommodations that does not exceed 30 per cent of gross annual household income for low- and moderate-income households; and
- 2) Market based benchmark - housing for which the purchase price is at least 10 per cent below the average purchase price of a resale unit in the regional market area.

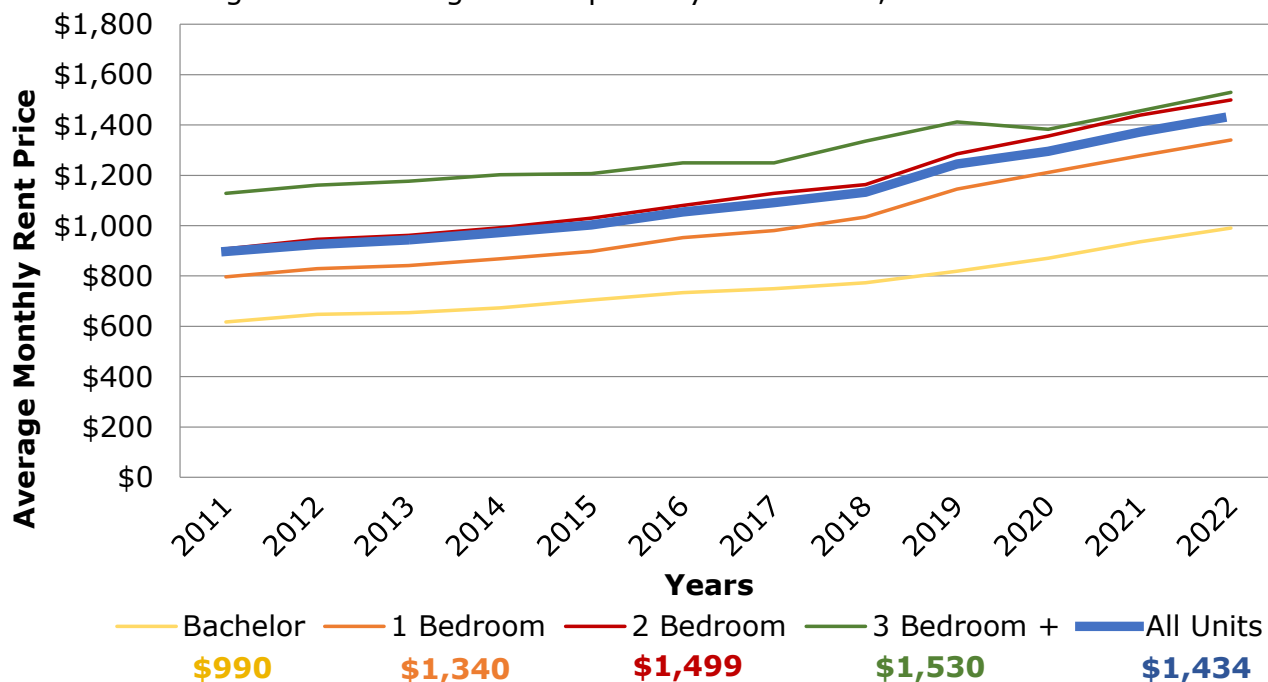
Calculating the ownership housing benchmark using the income-based price method above (1) results in a benchmark price of \$429,016. Calculating the benchmark using the average purchase price method above (2) uses the 2022 average resale price of \$834,220 for all types of dwellings sold in Guelph, which results in a benchmark price of \$750,798. The less expensive of the two methods is the income-based method (1), which sets the 2023 affordable housing ownership benchmark price of \$429,016.

6.3 Setting 2023 affordable rental housing benchmark prices

Each year the City calculates the affordable housing benchmarks for rental housing based on the lowest of a market and income-based calculations, as per provincial policy. These benchmarks are used to determine if the City’s affordability housing targets for rental units have been met. The 2023 benchmarks will be set using 2022 data.

Affordable rental housing benchmark – market-based

Figure 26. Average rental price by size of unit, 2011 to 2022



Source: City of Guelph Planning Services, 2022. Data from CMHC.

In 2022, the average market rent for all types of units in Guelph was \$1,434 with bachelor units averaging rents of \$990 and units with 3 or more bedrooms averaging rents of \$1,530.

Between 2011 and 2022, average market rents increased by an average of 5.4 per cent per year. Rental rates for bachelor apartments increased by 5.5 per cent on average per year, while 1-bedroom apartments increased the most at 6.2 per cent on average per year. Two-bedroom units increased by 5.9 per cent on average per year while rates for units with 3 or more bedrooms increased the least at 3.2 per cent on average per year between 2011 and 2022. Over the last year, rental prices increased by an average of 4.5 per cent across all unit sizes, with bachelor apartment rental prices increasing the most at 5.8 per cent.

The rental market-based benchmark is calculated as the average rental price of all units in the regional market area. The rental affordable housing market-based benchmark for 2023 is \$1,434.

Affordable rental housing benchmark – income-based

Figure 27. Maximum affordable rent by income percentile for all Guelph renter households, 2022

Percentile	10th	20th	30th	40th	50th	60th	70th	80th	90th
Income of All Rental Households (\$)	\$24,508	\$34,002	\$44,600	\$56,081	\$67,120	\$78,933	\$93,836	\$110,395	\$140,202
Affordable Rental Price (\$)	\$613	\$850	\$1,115	\$1,402	\$1,678	\$1,973	\$2,346	\$2,760	\$3,505

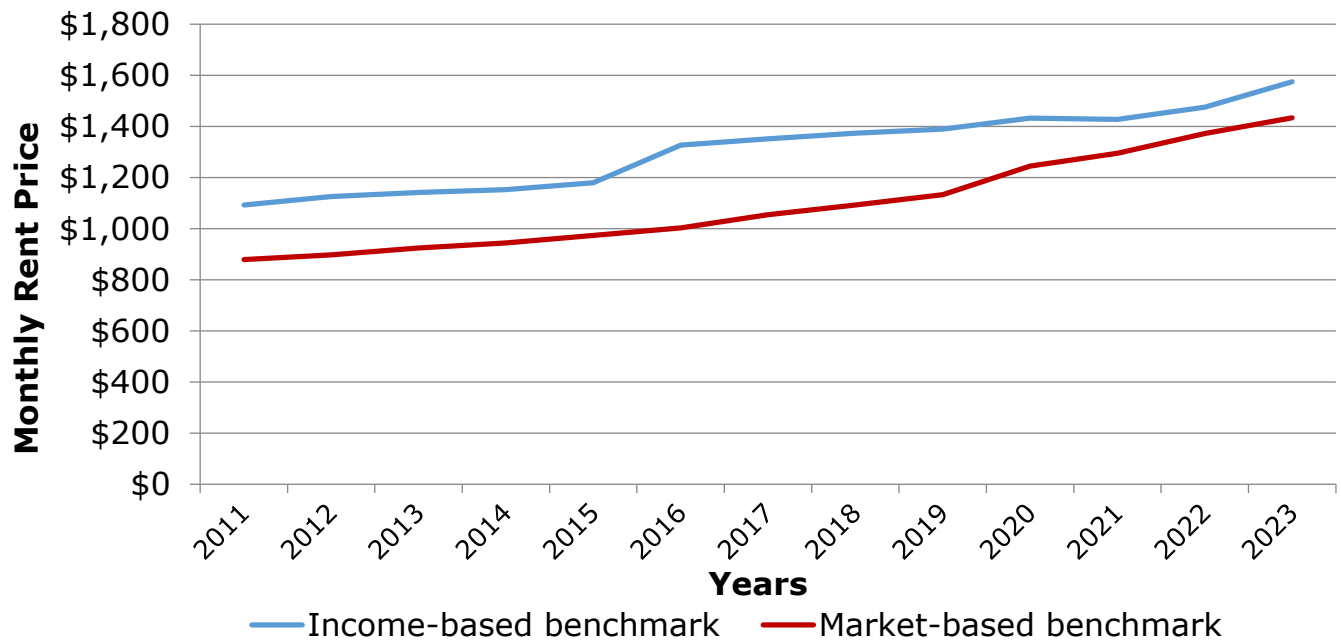
Source: City of Guelph Planning Services, 2022. Data from Statistics Canada

In 2022, the total household income for the 60th income percentile for rental households was \$78,933 which is based on 2020 incomes from the 2021 Census data and adjusted for inflation based on the Consumer Price Index for Ontario (all items). The income based affordable rental benchmark, which is calculated as 30 per cent of the gross household income at the 60th income percentile is \$1,973.

Using the 2022 average rental prices, the 2023 market-based affordable housing rental benchmark is \$1,973.

Setting the affordable rental housing benchmark for 2023

Figure 28. Comparing income and market-based benchmarks in Guelph, 2011 to 2023



Source: City of Guelph Planning Services, 2022. Data from CMHC and Statistics Canada

Calculating the 2023 affordable rental housing benchmark involves determining the less expensive of:

- 1) Income based benchmark - housing for which the rental price results in annual accommodations that does not exceed 30 per cent of gross annual renter household incomes for low- and moderate-income households; and

- 2) Market based benchmark - the average market rent for all units from the Canadian and Mortgage Housing Corporation's rental market survey

Calculating the rental housing benchmark using the income-based price method above (1) results in a benchmark rental price of \$1,973. Calculating the rental housing benchmark using the average rent in method (2) results in a benchmark price rental price of \$1,434. The less expensive of the two methods is the market-based method (1), which sets the 2023 affordable rental housing benchmark price of \$1,434 per month.

6.4 The 2023 affordable housing benchmarks compared

Figure 29 below compares the affordable housing benchmarks by ownership and rental for the upcoming year. The benchmark price is set as the less expensive of the market-based and income-based calculation for both the ownership and rental affordable housing benchmark prices.

Figure 29. 2023 affordable housing benchmarks compared

Housing tenure	Market-based affordable benchmark	Income-based affordable benchmark	Affordable housing benchmark price
Ownership housing	\$750,798	\$429,016	\$429,016
Rental housing	\$1,973	\$1,434	\$1,434

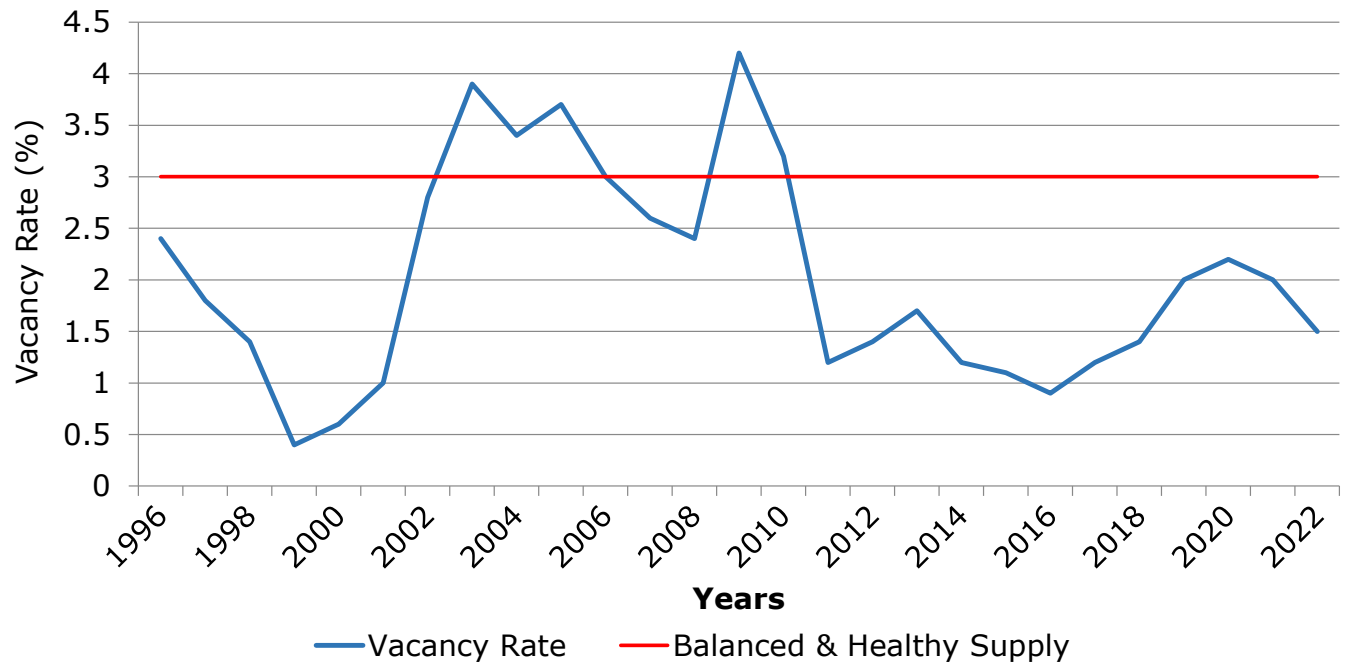
Source: City of Guelph Planning Services, 2022. Data from CMHC and Statistics Canada

Calculating the 2023 affordable housing benchmarks involves determining the less expensive of the income-based and market-based benchmarks for both ownership and rental housing. For both ownership and rental housing, it is the income-based approach that is the less expensive benchmark, which results in an affordable ownership housing benchmark price of \$429,016 and an affordable rental housing benchmark price of \$1,434 for 2023¹¹.

¹¹ The affordable housing benchmarks for 2023 are determined based on the definition of affordable in the Provincial Policy Statement, 2020. The method for setting the affordable housing benchmarks will be updated in future reports once the changes to the Development Charges Act through Bill 23 are proclaimed which amend the definition of affordable housing.

6.5 Rental unit vacancy rates in Guelph

Figure 30. Rental vacancy rates across all units in Guelph, 1996-2022

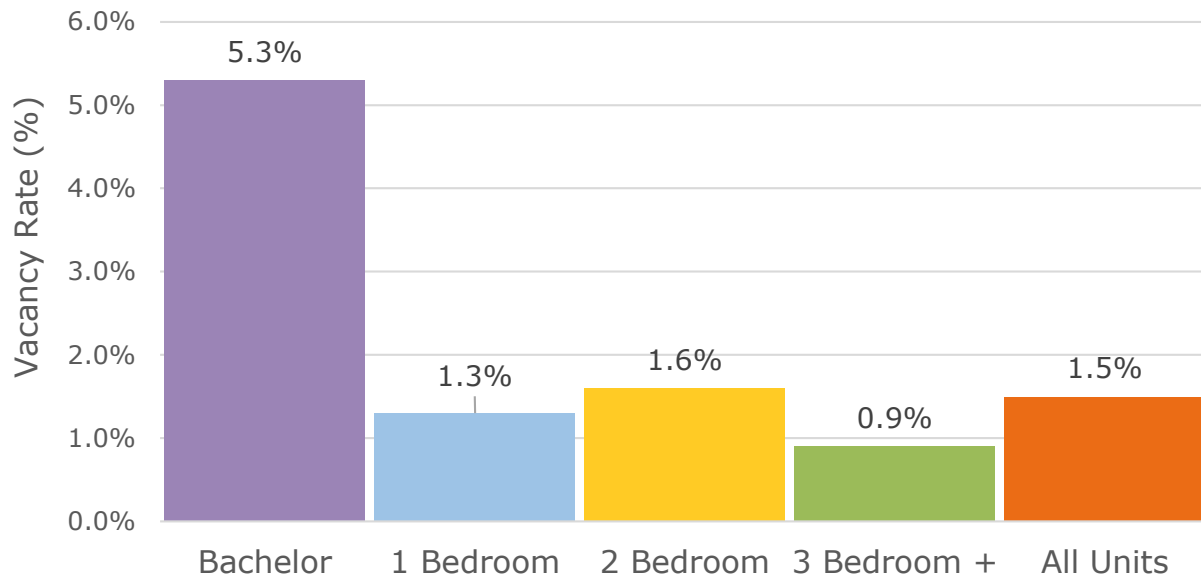


Source: City of Guelph Planning Services, 2022. Data from CMHC.

The average vacancy rate for all primary rental units in Guelph in 2022 was 1.5 per cent, a decrease from 2 per cent the previous year. The City of Guelph has continued to fall below a balanced and healthy vacancy rate of 3 per cent each year since 2011.

After several years of rising vacancy rates between 2017 and 2021, vacancy rates declined in 2022. The recent increase to the vacancy rates was in part to the increase of rental supply through the development of new primary rental apartment buildings, such as the Kortyard rental units at 171 Kortright Road West, the Imperial Towers 4 building development at 978-1042 Paisley Road, and Parkwood Place 3 building development at 772 Paisley Road, 4 Ryde Road and 3 Candlewood Drive. With the completion of the renovations to convert the former hotel at 601 Scottsdale Drive into rentals geared towards post-secondary students, an additional 151 residential suites and 13 apartment units will be added to Guelph's overall stock of rental units.

Figure 31. Vacancy rates by size of primary rental unit, 2022



Source: City of Guelph Planning Services, 2022. Data from CMHC.

In 2022, bachelor apartments had the highest vacancy rate at 5.3 per cent, while larger apartments of 3 bedrooms or more had the lowest vacancy rate of 0.9 per cent. The overall vacancy rate for all primary rental units in Guelph in 2022 was 1.5 per cent. A balanced and healthy vacancy rate is considered to be 3 per cent or above.